**GRAND JUNCTION CITY COUNCIL**
**ADDITIONAL WORKSHOP AGENDA**
**AUGUST 1, 2005, 11:30 A.M.**
**TWO RIVERS CONVENTION CENTER**
**159 MAIN STREET**

11:30 am **MEETING WITH THE PLANNING COMMISSION:** City Council will meet with the Planning Commission to continue discussion on a variety of issues. A complete list of items is attached. ***Attach 1***

1:00 pm **ADJOURN**

**Attach 1**
**Agenda for Meeting with Planning Commission**

# GRAND JUNCTION CITY COUNCIL
# GRAND JUNCTION PLANNING COMMISSION
# WORKSHOP AGENDA

**August 1, 2005**
**11:30 to 1:00**
**Two Rivers Convention Center**
**159 Main Street**

1. 24 Road Corridor Plan Schedule Update for Modification Request
2. Big Box issues: definition, potential abandonment ***information attached***
3. 2006-2007 budget issues: staffing, long range planning, corridor studies, Growth Plan update ***see work program attached***
4. Annexation enclaves ***see map attached***
5. Private Streets ***information attached***
6. How are work items for the Planning Commission developed?

**Big Box Development**
Zoning and Development Code
Superstore/Big Box Development/Shopping Center

**Superstore/Big Box Development/Shopping Center.**

The following standards and guidelines are applicable to any retail commercial structure in excess of 50,000 square feet or any retail center in which any one structure exceeds 50,000 square feet (hereinafter Big Box).

Big Box shall provide outdoor spaces and amenities to link structures with the community. Bus stops, drop-off/pick-up points, as well as pedestrian circulation routes shall be integrated with traffic patterns on the site. Special design features enhance the building's function with its relationship to the community.

a. Big Box shall provide at least two of the following design features:
   (1) Patio/seating area;
   (2) Pedestrian plaza with benches;
   (3) Window display area [covering at least seventy-five percent (75%) of the length of one facade or fifty percent (50%) of length of two facades]
   (4) Outdoor playground area;
   (5) Kiosk area;
   (6) Water feature;
   (7) Clock tower; or
   (8) Other features approved by the Planning Commission.

b. Each Big Box shall provide an off-street bus stop for customers and employees when located on an established or planned bus route.

c. Each of these features shall be constructed of material(s) that are compatible with the principal structure and be linked by pedestrian connections as required by this Code.

3. Pedestrian accessibility from a Big Box to the neighborhood is key; traffic impacts are reduced and the Big Box projects a friendlier, more inviting image. This section sets forth standards for public sidewalks and internal pedestrian circulation systems that can provide user-friendly pedestrian access as well as pedestrian safety, shelter and convenience within the center grounds.

a. Continuous internal pedestrian walkways, no less than eight (8) feet in width, shall be provided from the public sidewalk or right-of-way to the principal customer entrance of the principal structure. At a minimum, walkways shall connect pedestrians to transit stops, street crossings, building and store entries and shall feature adjoining landscaped areas that include trees,

shrubs, benches, flower beds, ground covers or other materials for no less than fifty (50) percent of its length.

b. Sidewalks, no less than eight (8) feet in width, shall be provided along the full length of the building along any facade featuring a customer entrance and along any facade abutting public parking.

c. Sidewalks shall be located an average of six (6) feet from the facade of the building to provide planting beds for foundation landscaping, except where features such as arcades, display windows or entryways are part of the facade.

d. Walkways within thirty (30) feet of at least half of the customer entrances shall have weather protection features such as awnings or arcades.

e. Pedestrian walkways in public parking areas shall be distinguished from driving surfaces by the use of durable, low maintenance surface materials such as pavers, bricks or patterned concrete. Such walkways enhance pedestrian safety and comfort, as well as the attractiveness of the walkways.

4. Parking areas should provide safe, convenient and efficient access. Parking shall be distributed to shorten the distance to buildings and public sidewalks and to reduce pavement. Where possible, no more than seventy-five (75) percent of the off-street parking for the entire property shall be located between the front facade of the principal structure and the primary abutting street ("Front Parking Area"). The Front Parking Area shall be determined by drawing a line from the front corners of the building to the nearest property corners. If any such line, when connected to the plane of the front façade of the building, creates an angle that is greater than one hundred eighty (180) degrees, then the line shall be adjusted to create an angle of one hundred eighty (180) degrees when connected to the plane of the front façade of the building. If any such line, when connected to the plane of the front façade of the building, creates an angle that is less than ninety (90) degrees, then the line shall be adjusted to create an angle of ninety (90) degrees when connected to the plane of the front façade of the building. Parking spaces in the Front Parking Area shall be counted to include all parking spaces within the boundaries of the Front Parking Area, including (a) all partial parking spaces if the part inside the Front Parking Area boundary lines constitutes more than one-half (1/2) of said parking space, and (b) all parking spaces associated with any pad sites located within the Front Parking Area boundaries.

5. Where practicable buildings shall be located closer to street(s) so that the scale of the building appears to be reduced, pedestrian traffic is encouraged and architectural detail(s) are more apparent.

6. Outdoor storage, loading and operations areas shall be attractively screened from adjacent parcels and streets.
    a. Outdoor storage, trash collection and/or compaction, loading or other such uses shall be located in the rear of the lot;
    b. If because of lot configuration the Director determines that such placement is not feasible, then the side yard may be used, but in no case shall such area(s) be located within twenty (20) feet of any public street, public sidewalk or on-site pedestrian way;
    c. Outdoor storage, HVAC equipment, trash collection, trash compaction and other service functions shall be incorporated into the overall site design. Views of these areas shall be screened from visibility from all property lines and separated from sidewalks and on-site pedestrian ways. Screening structures shall be made of the same materials as the principal structure;
    d. Non-enclosed areas for the storage and sale of seasonal merchandise shall be permanently defined and screened with walls and/or fences. Materials, colors and design of screening walls and/or fences shall conform to those used as in the principal structure. If such areas are to be covered, then the covering shall conform to the colors on the building.
    e. No delivery, loading, trash removal or compaction, or other such operations shall be permitted between the hours of 10:00 PM to 7:00 AM unless the applicant submits proof that sound barriers between all areas for such operations effectively reduce noise emissions to a level of forty five (45) dB, as measured at the lot line of any abutting property.
    f. Outdoor display and storage shall not encroach on any portion of a walkway, drive aisles or required parking spaces.
7. The following standards shall apply to all building facades and exterior walls that are visible from adjacent public streets and/or parcels. These standards are intended to reduce the massive scale of large buildings, which, without application of these standards, may be incompatible with Grand Junction's desired character.
    a. Facades greater than one hundred fifty (150) feet in length, measured horizontally, shall incorporate wall plane projections or recesses having a depth of at least three (3) percent of the length of the facade and extending at least twenty percent (20%) of the length of the facade. No uninterrupted length of any facade shall exceed one hundred fifty (150) horizontal feet.
    b. Ground floor facades that face public streets shall have display windows, entry areas, awnings, or other such features along no less than sixty percent (60%) of their horizontal length. If the facade of the building facing the street is not the front, it shall

provide the same features and/or landscaping in scale with the facade.

8. Buildings should have visually interesting architectural features and patterns that are designed to reduce mass and scale and reflect local character.
9. The following, in regard to trim, graphics or paint should be integral and not superficially applied: color and material change(s), texture change(s) and relief such as offsets, projections and reveals.
10. Variation(s) in roof lines/roof materials, in order to add interest to and reduce the massive scale of large buildings is required. Roofs shall have no less than two of the following features:
    a. Parapets concealing flat roofs and rooftop equipment, such as HVAC units from public view. Parapets shall not exceed one-third of the height of the supporting wall and shall not be of a constant height for a distance of greater than one hundred fifty (150) feet;
    b. Overhanging eaves, extending no less than three (3) feet past the supporting walls, for no less than thirty percent (30%) of the building perimeter;
    c. Sloping roofs that do not exceed an average slope greater than or equal to one foot of vertical rise for every three (3) feet of horizontal run and less than or equal to one foot of vertical rise for every one foot of horizontal run; and
    d. Three or more roof slope planes.
11. The following standards are intended to ensure that large structures are consistent with community values.
    a. Predominant exterior building materials shall be high quality material. These include, without limitation:
        (1) Brick;
        (2) Other native stone;
        (3) Tinted, textured, concrete masonry units;
        (4) Wood; and
        (5) Sandstone
    b. Facade colors shall be non-specular, neutral or earth tone colors. The Director shall prohibit the use of high intensity, metallic, black or fluorescent color.
    c. Building trim and accent areas may feature brighter colors, including primary colors.
    d. Predominant exterior building materials shall not include the following:
        (1) Smooth-faced concrete block;
        (2) Smooth-faced tilt-up concrete panels; or
        (3) Pre-fabricated steel panels.
12. Big Boxes, where possible, shall provide multiple entrances. Multiple entrances reduce walking distances from cars, facilitate pedestrian and bicycle access from public sidewalks and provide

convenience where certain entrances offer access to individual stores or identified departments of a store. Multiple entrances also mitigate the effect of unbroken walls and neglected areas that often characterize building facades that face other properties.

13. Entryway design elements and variations should give orientation and aesthetically pleasing character to the building. The following standards identify desirable entryway design features. Each principal building on a site shall have clearly defined, highly visible customer entrances featuring no less than three of the following:
    a. Canopies or porticos,
    b. Overhangs,
    c. Recesses/projections,
    d. Arcades,
    e. Raised corniced parapets over the door,
    f. Peaked roof forms,
    g. Arches,
    h. Outdoor patios,
    i. Display windows,
    j. Architectural details such as tile work and moldings which are integrated into the building structure and design, and
    k. Integral planters or wing walls that incorporate landscaped areas and/or places for sitting.
14. Big Box building height shall not exceed thirty-five (35) feet for a one-story building.
15. To the greatest extent possible, mechanical appurtenances shall be located within the structure. External mechanical appurtenances such as heating and air conditioning equipment shall be screened and finished to match the colors and materials of the building.
16. All buildings and enclosures shall be designed to be compatible with the primary structure. Compatibility shall be measured in terms of design, form, use of materials and color.

**2006-2007 Budget Issues**

# COMMUNITY DEVELOPMENT DEPARTMENT WORK PROGRAM

2004 through 2005

**Bold indicates projects that could be delayed**

Ongoing:

Development Review
Code Enforcement
CDBG
Historic Preservation
Zoning and Development Code Updates

2004

Start:

- Pear Park neighborhood plan - Growth Plan Action Items B5
- **El Poso/Riverside/South Downtown neighborhood plan**
- Development web page (finish 2004) - E-Gov strategic plan

Finish:

- Historic preservation inventory (*consultant*) - Growth Plan Action Items J1 through J4, Strategic Plan Objective 26
- Build out study (transportation) - Strategic Plan Objective 13
- **Telecommunications - Growth Plan Action Items A10, Strategic Plan Objectives 2, 3**
- **Community appearance design standards - Growth Plan Action Items A4 through 11; B4; J1, 4, Strategic Plan Objectives 2, 3**
- 5-Year Review of Cooperative Planning Agreements (County lead, finish 2004) - Strategic Plan Objectives 19, 20, 21
- **Westside Downtown Plan implementation**

2005

Start:

- **29 Road Corridor Plan**
- **Downtown plan (manage process – mostly DDA) - Growth Plan Action Items B3**

Finish:

- Pear Park neighborhood plan - Growth Plan Action Item B5
- **El Poso/Riverside/South Downtown neighborhood plan**

# COMMUNITY DEVELOPMENT DEPARTMENT
# WORK PROGRAM
# PROPOSED

2006 through 2007

**2005 PROJECT WRAP-UP**

Jarvis Property
Procedures Manual
24 Road Corridor Plan
ZDC Amendments

**PROPOSED PROJECTS (NOT ONGOING) 2006 – 2007**

2006
South Downtown / Riverside / El Poso Area Plan
5 – Year Consolidated Plan (Mandatory to be adopted by June, 2006)
North Avenue Redevelopment Plan (consultant) – access, visual, amenities
(3 sections)
SSID Manual Update

2007
Community Appearance Standards / Telecommunications / Westside Downtown Plan
Implementation
Enclaves
29 Corridor Plan
Mesa State Area Plan

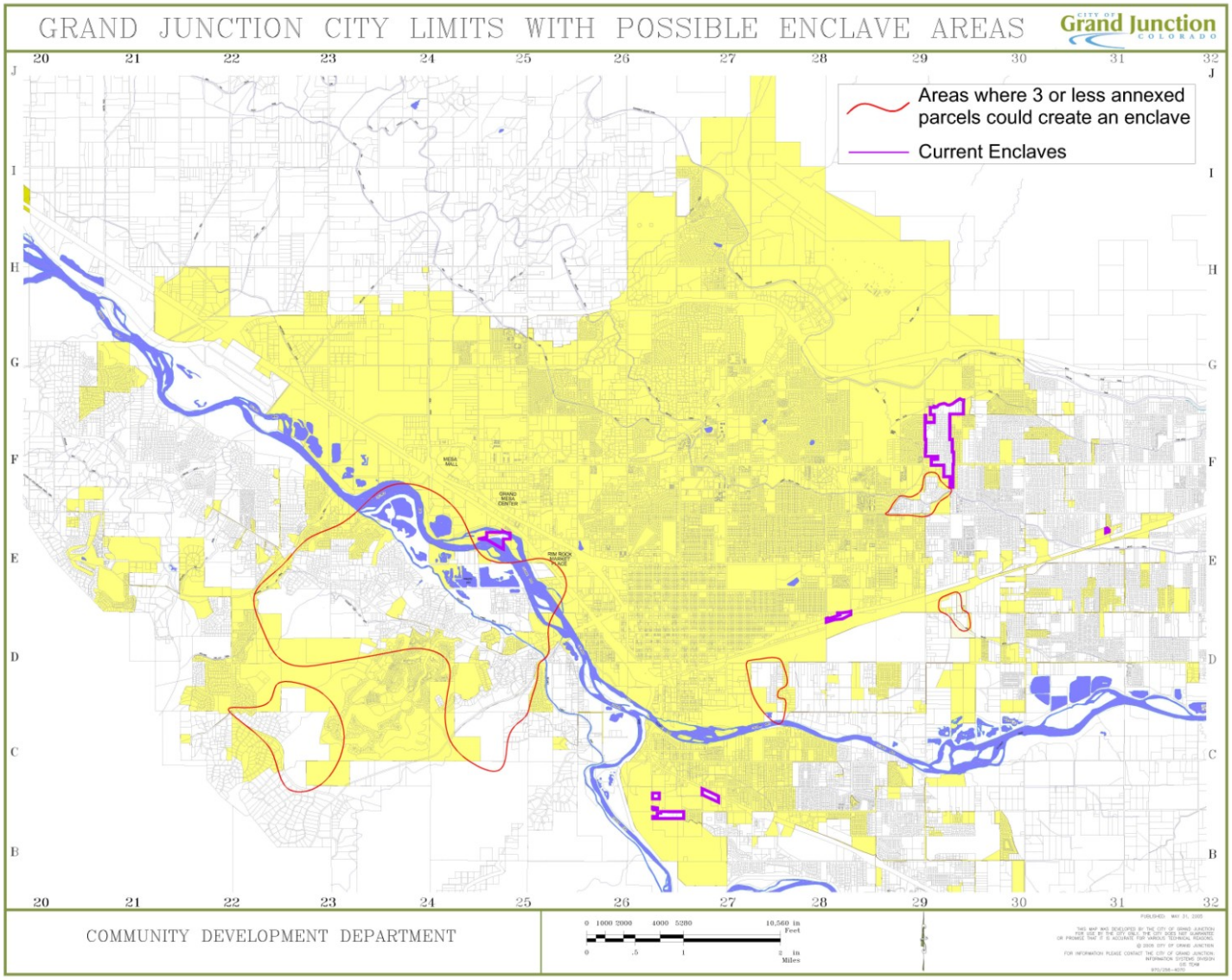
Prepare for Growth Plan Update – consider comprehensive plan versus growth plan.

Downtown Plan ?

**ONGOING**

Development Review
Code Enforcement
CDBG
Historic Preservation
Zoning and Development Code Updates

## Enclaves


GRAND JUNCTION CITY LIMITS WITH POSSIBLE ENCLAVE AREAS
Grand Junction
COLORADO
Areas where 3 or less annexed parcels could create an enclave
Current Enclaves
COMMUNITY DEVELOPMENT DEPARTMENT

## 13.0 PRIVATE STREETS, SHARED DRIVEWAYS AND LOOP LANES

Private Streets may be considered as an alternative to residential public streets without a specific design exception if the standards in this chapter are met. Private streets have historically posed problems over time as they deteriorate and property owners do not realize the burden of maintenance is theirs. Application of the criteria established in this chapter should avoid problems encountered in the past with private streets and provide property owners some protection through a maintenance agreement and funding.

The Shared Driveway (also called an "Autocourt") is a private street. The Loop Lane is intended as an alternative public street.

### 13.1 Private Streets

The developer must conclusively demonstrate that a proposed private street(s):

1. provides flexibility in residential street access due to design or topographic conditions and
2. encourages more creative design including but not necessarily limited to the clustering of units in residential development and
3. provides an immediate and continuing public benefit *e.g.*, by reducing public street maintenance costs and
4. provides a safe residential environment and
5. promotes attractive streetscapes that give neighborhoods character and identity *e.g.*, by allowing alternative street surfaces, finishes and designs

Then private residential streets shall be allowed for residential development under the following conditions:

1. The maximum Annual Average Daily Traffic (AADT) of the proposed private street shall not exceed 250 trips per day as determined by the *ITE – Trip Generation* publication.

2. All traffic, including vehicular and pedestrian, exiting from private streets shall not adversely impact the existing and proposed transportation network. Pedestrian connections accessible by the general public shall be required within the proposed development. Pedestrian facilities shown on the Urban Trails Master Plan shall be provided by the developer.

3. A turnaround (*i.e.* cul-de-sac or other applicable and acceptable improvement) shall be required per the City or County's adopted street standard in effect at the time of the development. A "Y" or "T" turnaround may be acceptable if designed according to Fire Department access requirements.

4. Street cross sections shall conform to the adopted street standards. Streets with a minimum 20-foot wide pavement section may be allowed, if on-street parking is prohibited and adequate off-street parking is provided. Streets with no on-street parking shall be signed in accordance with the MUTCD. The developer shall execute and record an irrevocable covenant running with the land granting the City or County the right and power to enter the street for the purpose of enforcing the parking restriction.

5. If off-street parking is utilized, it shall conform to the following:

   a. It shall be provided at a rate of one space per two units plus at least four on-site parking spaces per dwelling. Two of these spaces may be in a garage or carport.
   b. Off-street parking shall be located within 200 feet of any unit the private street serves.
   c. Off-street parking shall be included within the same tract as the private street and shall be maintained by the homeowner's association.

6. The finished surface of the private street may be composed of variable surfaces such as brick, interlocking pavers, cobblestones or other similar finishes, designed by a Professional Engineer and as approved by the City or County Engineer.

7. Any and all private street(s) shall include concrete curb and gutter constructed to the City Standard Details.

8. A pedestrian trail system may be substituted for an attached sidewalk if adjacent properties could easily access the trail and the trail system links to other transportation and recreational trails or facilities within and outside of the immediate development. Trail width shall be no less than equal to the standard for a two-way off street bicycle path and shall be designed to the City Standard Details.

9. All entrances to garages shall be set back from the private street or pedestrian trail a minimum distance of 20 feet.

10. Utility and/or multipurpose easements may be required for a portion of, or the full width adjacent to the street section when necessary.

11. Private streets shall be platted in a tract dedicated to the homeowner's association.

12. A single Homeowners Association for all phases of the development shall be formed and established with the Secretary of State's Office prior to the recordation of a final plat that contains a private street.

13. The Homeowners Association shall establish an annual maintenance fund for the private street(s) in accordance with the attached document titled "Maintenance Agreement." The agreement shall be recorded by the petitioner, with review and approval by the Public Works Department, prior to the recordation of the final plat.

14. The Homeowners Association shall be responsible to maintain a vegetation-free zone along the private street that is 20 feet in width (10' each side from the center of the street) and 13'-6" in height as measured from the paved surface of the street.

15. Each residential structure accessed from a private street shall have landscaped areas of at least ten (10) feet in width between the street and the structure except for the driveway to the garage.

16. An entrance design feature such as decorative paving, special signage or other conspicuous improvement shall be incorporated into the final design of the private street such that the design clearly distinguishes the private street from the public street.

## 13.2 Shared Driveways and Loop Lanes

The Shared Driveway or Autocourt is designed to provide access to lots where a full public street is not practical or economical. The number of shared driveways used in a subdivision is limited due to the undesirable lot layouts they often create, potential conflicts over shared common space, and private versus public maintenance cost issues. Shared driveways shall comply with the following standards.

# 15.0 ALTERNATE RESIDENTIAL STREET STANDARDS

The intent of this chapter is to provide flexibility in the creation, approval and use of public street infrastructure that varies from the cross-sectional standards provided in Chapter 5, and to accommodate such proposals under administrative approval procedures. This resulting alternate street standard may be used to create neighborhood character, enhance visual appeal, and to accommodate unique topographical or site features. Further, implementation of these standards should result in "a better solution", allowing alterations to the standard street section that produce benefit to the community.

## 15.1 Performance Criteria

All public streets considered for alternate cross-sections shall meet certain minimum performance-based standards and meet all intent for function of a public right-of-way. Each proposal must be framed within the specific context of the use.

### *15.1.1 Horizontal Geometry*

The horizontal geometry of street and path layouts must meet TEDS requirements elsewhere herein. The design must accommodate large vehicles such as fire trucks, trash trucks and semi trucks at an appropriate level of service.

A minimum pavement width of 20', from flow line of gutter to flow line of gutter, is required for all streets. Path widths or pedestrian walkways shall meet minimum widths as required in the Standard Contract Documents for Construction by path classification.

Horizontal curb radii must be 15' minimum for chicanes, parking bulb-outs and other similar features.

Intersection geometry is as required elsewhere herein.

### *15.1.2 Vertical Geometry*

The vertical geometry of street and path layouts must meet TEDS requirements elsewhere herein and ADA requirements.

### *15.1.3 Sight Distance*

The design must achieve all sight distance requirements listed elsewhere in TEDS.

*15.1.4 Connectivity*

Minimum connectivity requirements remain unchanged. Provision of access to adjacent parcels is required. Additional inter- or intra- parcel connectivity may be necessary where reduced street width is considered.

Example: One case where narrow streets and the concept of "queuing" are frequently and successfully used is in older downtown neighborhoods across the country. The streets typically have a grid layout, limited block length, and possibly an alley, allowing a narrow street with fairly high density and high use of on-street parking to function satisfactorily.

*15.1.5 Parking*

Adequate parking must be provided both on- and off- street. Zoning and Development Code minimums are required on-site. The on-street parking range is required at 0.5 to 1.5 on-street parking spaces per dwelling unit. Higher density development will demand on-street parking in the upper end of that range.

Clustering of on-street parking in pods is encouraged where full on-street parking is not provided. The provision of on-street parking shall consider availability of parking for long vehicles or vehicles with trailers.

Adequate parking outside of the travel lane must be provided. On the other hand, excessive availability of parking contributes to higher speeds due to width of travel lane available as well as to increased construction and maintenance costs.

*15.1.6 Pedestrian Facilities*

The design must provide adequate pedestrian facilities equal or better than existing adopted street sections. Detached walk and additional walk width are encouraged.

Sidewalk is required to create continuous pedestrian walkways parallel with the public roadway. Generally, if lots front both sides of the street, sidewalk will be required on both sides of the street.

*15.1.7 Drainage*

Curb and gutter is generally considered necessary. However, in limited instances, other options may be considered. Examples include an inverted crown as typically used in concrete alley applications and areas where attached curb and gutter may not be practical due to certain soil conditions.

In these cases, adequate drainage facilities must be provided per the Storm water Management Manual. Alternate drainage facilities must not require additional maintenance effort above conventional facilities.

Surface drainage at bulb-outs and chicanes is preferred along a continuous gutter without drain troughs or otherwise inaccessible sections of gutter.

Narrower street sections will not carry the same amount of water as the standard street sections. Analysis of the street stormwater carrying capacity by use of the SWMM nomographs will not be permitted.

*15.1.8 Surfacing and Construction Requirements*

Hard surfacing (Portland cement concrete or asphalt pavement) is required and shall meet the structural design requirements contained in TEDS 7.0. Gravel surfacing is not allowed. Construction requirements are contained in the Standard Contract Documents.

*15.1.9 Right-of-way and Multi-Purpose Easements*

Right-of-way and infrastructure dimension and configuration must provide adequate room for all necessary public facilities including, but not limited to, storm drainage; water lines and meters; sanitary sewer lines; electrical, natural gas, cable, telephone supply lines, service lines, pedestals and appurtenances; traffic control signage; irrigation supply and drainage; cut or fill slopes; and other public utility lines and appurtenances.

The standard 14' multi-purpose easement may be reduced in width if adequate space is shown to exist within the right-of-way.

Right-of-way configuration must provide adequate access to public utilities. Fencing of easement areas is discouraged as it reduces access to utilities and improvements.

*15.1.10 Private Streets, Shared Drives and Alleys*

Nothing in this section shall expressly prohibit the use of private streets and shared drives, as allowed elsewhere herein, to be used in conjunction with alternate standard streets.

The use of alleys is likewise permitted and may be used in conjunction with alternate standard streets to achieve utility service delivery, alternate access to off-street parking or enhance connectivity.

*15.1.11 Traffic Calming*

Traffic calming requirements are the same as required elsewhere herein. Elements of narrowed streets may be considered part of the traffic calming system.

*15.1.12 Other Right-of-Way Elements*

All elements of the function of the right-of-way must be considered in the design process.

15.1.12.1 Mail Receptacles.

Streets shall include design elements necessary to meet USPS requirements for access to mail receptacles. Mail receptacles will not be permitted within sight distance triangles at intersections or located such that they interfere with the safe and normal function of the street. Parking shall be provided adjacent to the mail receptacle.

15.1.12.2 Urban Trails

Where Urban Trails, primary school walk routes, bike lanes, or other non-motorized transportation routes are indicated on adopted City, school district, or other plans, these elements must be incorporated into the design. The design must meet all requirements of City, State and Federal standards, including ADA.

## 15.2 Application

The applicant shall submit a written report requesting alteration of the standard as a part of a Pre-Application Conference, Preliminary Plan or other application process. The applicant is encouraged to make this application as early in the process as feasible. The report and plan shall contain the following:

a. A specific request for alteration of the standard, detailing elements of the standard that are altered and the proposed alternative.
b. A narrative explaining the reasons for requesting the alteration and proposed benefits.
c. A narrative, addressing design elements above.
d. A site plan showing limits and extents of proposed alterations.
e. A site plan indicating proposed density, approximate lot size and frontage, access locations, street network, and other pertinent elements. Approximate horizontal and vertical geometry may be required, dependent on topography or other site constraints.

## 15.3 Approval

The Director or his/her assigned representative(s) shall make a final determination of adequate conformance to these criteria, and have the authority to approve or reject each proposed alternative. Staff or agency members may provide comment or modification to the proposal. The Director may consult with or delegate review and approval authority to City Staff, outside review agencies, or outside consultants.

Where the proposed alternate may affect utility placement, approval of the Utility Coordinating Committee is required prior to the consideration by the Director or his designee.

Deviation from the standard street cross-sections may continue to be accomplished through a Variance or a Planned Development procedure as permitted in the Zoning and Development Code.

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