

**GRAND JUNCTION CITY COUNCIL
WORKSHOP**

**MONDAY, JULY 18, 2011, 5:30 P.M.
ADMINISTRATION CONFERENCE ROOM
2ND FLOOR, CITY HALL
250 N. 5TH STREET**

- 1. Discussion of Zoning and Future Land Use Conflicts, the Downtown Plan and South Downtown Plan** [*Attach W-1*](#)



Date: July 12, 2011
 Author: Kathy Portner
 Title/ Phone Ext: Neighborhood Services Manager/1420
 Proposed Schedule: Workshop July 18, 2011
 2nd Reading
 (if applicable): _____

CITY COUNCIL AGENDA ITEM

Attach W-1

Downtown Plans Discussion

Subject: Discussion of Zoning and Future Land Use Conflicts, the Downtown Plan and South Downtown Plan
File # (if applicable):
Presenters Name & Title: Tim Moore, Public Works and Planning Lisa Cox, Planning Manager Dave Thornton, Principal Planner Kathy Portner, Neighborhood Services Manager

Executive Summary:

The adoption of the Comprehensive Plan created several areas throughout the community where existing zoning is in conflict with the Comprehensive Plan. Staff will present an overview of the areas of conflict. In addition, an overview of the prior proposed Downtown and South Downtown Plans will be presented, as well as alternatives for moving the plans forward.

Action Requested:

We propose covering the following topics at the July 18th workshop, and subsequent workshops if necessary, and request City Council direction:

1. Zoning Conflicts
 - four categories of conflicts
 - Properties needing a Comp Plan amendment
 - Properties rezoned to more density/intensity
 - Areas of the City that may require rezoning to more intensive, less intensive or a zone district with similar intensity
 - Properties rezoned to a less intensive use
2. Overview of the Downtown Plan and South Downtown Plan and proposal to combine the planning areas into a “Greater Downtown Plan” and some omitted areas.

Attachments:

Downtown Strategic Plan and Zoning Overlay
 South Downtown Plan and Zoning Overlay



Grand Junction, Colorado

A Strategic Downtown Master Plan "Readying the Environment for Investment"

Prepared for:
Downtown Grand Junction (DDA)

And
City of Grand Junction, Colorado

Prepared by:
 LELAND CONSULTING GROUP

Together with:
Parks and Gardens
DHM Design
Thira, Inc.
Drexel, Barrell & Co.



Vision for Downtown Grand Junction

“Downtown Grand Junction will be the principal center for economic, entertainment and meeting activity in the community and region. Together with other locations in the region, the Downtown will be a receiving ground for the region’s growth. Uses will include a mix of commercial, residential, institutional, lodging, meeting and public spaces. Historic elements and the Downtown’s unique character will be evident in private investment and the public realm. The Downtown

transportation network will connect to the region and support internal neighborhoods, shopping and activity districts. Infrastructure will be financed through shared funding mechanisms, proactively phased and strategically located to leverage private investment. Green treatments will enhance employment and commercial concentrations, neighborhoods and streets. Design standards will be more progressive than other areas of the community, and will be guided by distinct guidelines and standards. Community marketing and promotion efforts will be aggressive and proactive,

targeting users which advance sustainability and Smart Growth principles.”

Overview

The Study Area, known as “The Original Square Mile,” is bound by 1st and 12th Streets, North Avenue and South Avenue, located in the south central portion of the City. The Area benefits from a number of characteristics that make it appropriate for development of retail, office, residential, institutional and community uses, including:

- On average, urban residents spend a greater percentage of their household income on retail expenditures, particularly on items such as apparel and food away from home. This indicates an opportunity for additional specialty retail and entertainment space in the Study Area.



- Downtown housing has been and is expected to continue to increase in density with smaller households comprised of young and old, and moderate and lower-income residents. However, with a growing concentration of middle-aged, moderate- to high-income households in the City as a whole, there is an opportunity for Downtown to attract a more diverse, higher-income resident base. The entirety of Grand Junction (urban and fringe) faces a growing shortage of quality affordable housing for its very low- and moderate-income residents, as well as working-wage families. At the onset of the planning process, participants emphasized the need for a set of strategies tailored specifically to the housing challenges present within the Original Square Mile.

- Downtown commercial vacancy and

rental rates are approaching levels required to support new development and/or redevelopment. However, “seed” money will likely be necessary to leverage private investment in projects that will catalyze reinvestment activity throughout the Study Area.

- Among the higher growth employment sectors in the county are service industries often consisting of small businesses. This represents an opportunity for Downtown to develop not only additional live/work units, but also to promote the adaptive re-use of historically-significant buildings and less traditional spaces including former church facilities.
- Forecasts indicate that more than 1.0 million square feet of employment space (office), more than 1.6 million square feet of retail space and nearly 1,100

residential units could be absorbed in the market over the next ten years, from which the Study Area could benefit. The degree to which Downtown is able to capture new demand within the Trade Area (and beyond) will be a function of the redevelopment process itself. Redeveloping key catalyst areas as residential, retail, employment and community destinations will necessarily increase its ability to capture not only a greater share of Trade Area demand, but also to reach beyond those boundaries.

Principles

A critical component of the implementation of the Downtown Strategy was identification of specific actions and clarification of roles and responsibilities. The range of actions presented and identified to move the Plan forward were selected based on a foundation of guiding principles which, while general in nature, were considered responsive to



prevailing conditions, market opportunities, catalyst concepts, framework elements, and stakeholder input. The principles are listed and described in greater detail below.

1) Downtown is One Sub-Market that Competes with the Fringe

Downtown is one sub-market, with several districts, that competes with other sub-markets in Grand Junction. The downtown environment, while presenting tremendous opportunity for investment in a setting uniquely positioned to offer both heart and history, carries with it certain limitations, particularly for land-intensive non-destination-oriented land uses. Development costs are generally higher while project revenues are generally lower. Several market sectors, however, not only survive, but also thrive in a downtown setting. Recognize the obstacles associated with downtown

development and encourage regulatory and financial solutions including public subsidies and creative financing mechanisms.

2) Downtown Must be Market-Responsive

As noted, Downtown is a competitive sub-market within the Grand Junction market. As such, the Downtown environment must be responsive to changing conditions, with implementation tools and mechanisms in place to both offset competitive disadvantages and capitalize on competitive assets. Implementation of this Plan should include continually monitoring market conditions and distributing this information to a broad audience including developers, business and property owners, lenders, city staff, elected and appointed officials and other members of the delivery system.

3) Downtown Infrastructure Must be Protected and Retained

“Infrastructure” as it is referred to here includes physical features (parks and open space, public improvements), service organizations (churches, schools, government offices), a mix of employers (retail, service, government - large and small users), historic residential neighborhoods and community attitudes toward Downtown. Unlike many communities across the country, Downtown Grand Junction’s existing infrastructure is more than sufficient to promote itself as a downtown neighborhood. These assets, which provide the impetus for investment, need to be protected and promoted. All too often, communities focus efforts on the attraction of new businesses and developments rather than on preserving and expanding its existing inventory.



4) Downtown Must be Greater than the Sum of its Parts

The synergy created by the mix and density of land uses in a downtown environment is unique. Within this environment, businesses, residents and visitors are attracted to the high concentration of activity occurring throughout the day and evening. To foster this level of activity and synergy, niche strategies must be formulated to strengthen and link the various individual land uses and infrastructure elements currently existing. As new projects are introduced, careful consideration should be given to their ability to further strengthen these linkages.

5) Downtown's "Tool Bag" Must Have Many Tools

As Downtown competes in the local and regional marketplaces, its "tool bag" must contain a variety of strategies and

mechanisms to attract investment. These tools can be financial (grants, loan programs, etc.), physical (infrastructure investment), market (planning/feasibility assistance), or organizational (Partnership, BID) in nature. They can be used independently or in various combinations. Given the obstacles associated with downtown development, it is imperative that whatever mix of tools is put in place it be comprehensive, flexible and creative.

6) Public Investment Must Leverage Private Investment

Historically, the planning, financing and implementation of projects in the downtown market were the primary responsibility of public sector entities. The City and the DDA were understood to have the largest and longest term interest and responsibility for downtown, which led to one or the other taking the obvious lead in any revitalization

or investment effort. It was also understood to be the logical conduit for local, regional, state and federal funding sources. However, while the public sector continues to play a significant role in most downtown efforts, a critical component to the success of any revitalization strategy today is participation by both the public and private sectors. Leveraging of resources is key, as no one entity, either public or private, has sufficient resources alone to sustain a long-term downtown improvement effort.

7) Public Policy Must Support Downtown Development

Experience has proven that main street or downtown development will best succeed if regional growth management programs reward efficient development patterns. If growth is allowed to occur in a land extensive, inefficient way that effectively subsidizes lower densities, main street



development will operate at a competitive disadvantage. Given the City's existing land use patterns, Downtown Grand Junction is susceptible to continued dilution of its role as the community's central business and shopping district.

8) Solutions Must Be Holistic

No single project will recreate a downtown. Rather, it is a series of projects occurring simultaneously over time which create excitement and capture the interest of potential investment partners. Just as the barriers to investment are multi-faceted, so too must the solutions be. Some communities consider adoption of governing regulations as the sole strategy to encourage reinvestment (tools such as comprehensive plans, zoning ordinances, planned unit development ordinances, design review/overlay regulations, and the like). While these regulations are necessary, they

are only the beginning of the implementation process. Solutions need to be more comprehensive in scope and include considerably more than just design for a regulatory framework.

9) Public-Private Partnerships are Essential

Under any investment strategy, local government needs to have strong involvement, a visible presence, perhaps be the entity that provides continuing leadership, and always provide regulatory incentives and seed capital for early projects. Not only does government have the legal responsibility to address many of the implementation components, but it is also the logical conduit to local, regional, state and federal funding sources.

Strategies

The national trend of stagnating and declining downtowns is evident not just in Colorado, but throughout the United States. Facing increasing competition from development on the "fringe," Downtown Grand Junction could experience a decline in commercial property values and market share unless specific actions are taken. Together, the public and private sectors face the challenge of maintaining Downtown and the Study Area. The leadership of the Downtown Partnership and the City recognize that infill, particularly Downtown, are at a distinct economic, social and market disadvantage compared to vacant greenfield sites. To that end, it is their responsibility to level the investment and regulatory playing fields. Private investment alone will not fill the financial gap; development will simply move elsewhere.



Goals and Actions

Goal: Maintain and enhance the economic, cultural and social vitality of the Downtown Original Square Mile.

Actions:

- Maintain and expand public amenities and services in Downtown
- Implement infill and redevelopment policies that support downtown
- Encourage a wide mix of uses, offering retail and commercial services along street level and business/office/residential on upper floors
- Monitor market conditions and actively promote vitality of Downtown locations
- Continue to support and expand Art-on-the-Corner
- Continue to support and expand the cultural offerings downtown, including theaters, museums and festivals
- Enhance and preserve Whitman and Emerson Parks to encourage use by the community

Goal: Promote downtown living by providing a wide range of housing opportunities in the Study Area.

Actions:

- Support a regional housing strategy with an emphasis on infill, downtown housing
- Educate developers about resources available for delivery of affordable units
- Amend zoning and building codes to accommodate vertical mixed-use development
- Educate local appraisers and real estate and financial institutions on valuing/under-writing mixed-use projects

Goal: Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking.

Actions:

- Partner in investments for public right-of-way improvements
- Encourage pedestrian movement through good design, safe crossings, and identifiable connections
- Reconfigure public thoroughfares to provide safe multi-modal transportation

- Advance and fund the Ute/Pitkin realignment to the south
- Manage vehicular traffic in high pedestrian areas
- Incorporate bike routes on all residential streets that connect to the commercial core
- Prepare a long-term parking plan to maximize shared parking facilities
- Modify the codes to limit the establishment of private parking lots and find ways to fund public parking in the downtown area

Goal: Stabilize and enhance the historic residential neighborhoods.

Actions:

- Discourage further encroachment of non-residential uses into the established residential neighborhoods
- Establish design standards for the transitional areas to include larger setbacks, detached sidewalks, appropriate building heights, and pedestrian-friendly features along the street
- Work with local lenders to offer low-interest rehabilitation loans for upgrades



- Establish a disbursement policy for service organizations
- Establish a replacement housing policy for loss of affordable units due to redevelopment initiatives
- Explore the options of a city-wide housing policy to address a variety of enforcement issues
- Promote the establishment of neighborhood watch and neighborhood organizations
- Explore adoption of a model blocks program

Goal: Establish and promote a unique identity for the Downtown Area

Actions:

- Advance a façade improvement program to preserve historic character and structures
- Develop a set of guidelines to address streetscape, landscape, building and façade design, as well as signage and parking standards specific to downtown
- Enhance the aesthetic appeal of the area through gateway improvements
- Identify and promote designation of historic structures

- Develop a public signage palette with varying sizes, poles and ornamentation, colors, fonts and logos

Goal: Jump-start the revitalization and reinvestment in the downtown area with strategic catalyst projects (see Appendix A)

Actions:

- Plan and budget for strategic property acquisition for future development
- Identify locations for and promote the concepts of catalyst projects, including Public Building/Housing/Mixed-Use, Live/Work Units, Mixed-Use Retail/Residential, and Mixed-Use Retail/Office

Conclusions

Successful implementation of the Strategic Downtown Master Plan will depend on committed leadership from the public and private sectors. So that it won't be vulnerable to the failure of one project, many projects should always be underway at any given

time, and a wide variety of stakeholders involved. Success will also be dependent on removing barriers to investment; therefore, regulations will need to allow and encourage what the City and Downtown advocates want and prohibit what they don't want. Victories, even minor ones, should be broadcast through a comprehensive communications strategy, and all policy and regulatory documents should be aligned towards the common goals expressed herein.

While the Downtown is the heart of the community, it is but one subset of a larger market and as such has strengths which can be capitalized on and limitations which should be overcome. Downtown has a tremendous influence on the economic well-being of the entire region. Therefore, it is widely accepted that early projects in any revitalization effort should be publicly assisted until market conditions reach levels where new construction can support itself.



The proposed approach to renaissance of the Original Square Mile is based on an approach which encourages strategic investment in a compact environment containing an appropriate mix of land uses, with a greater emphasis to multiple forms of access, resulting in a unique sense of place. The Plan is intended to assist the City of Grand Junction and the Downtown Partnership (DDA and DTA), business and property owners, and other advocacy partners with a technical framework for discussions regarding market opportunities, programming alternatives, and partnership strategies. The vision and directives referenced here were developed with input from the Steering Committee, Downtown stakeholders, and guidance from the Consultant Team.

The Strategic Downtown Master Plan is the roadmap to move the community's vision towards reality and to ensure that the

renaissance of Downtown is accomplished in a way that balances private investment objectives with community sustainability. Ultimately, the staff and citizenry of Grand Junction will select a final course of action for change. The information presented here is designed to provide for consideration and sound decision-making. It is the recommendation of the authors of this report that the information contained herein be reviewed and updated every three to five years as conditions change.

9 Principles of Downtown Revitalization

- 1 Make a Great Plan
- 2 Many, Many Projects
- 3 Many, Many Stakeholders
- 4 Committed, Ongoing Leadership
- 5 An Effective Organization
- 6 Development Standards
- 7 Communication and Marketing Programs
- 8 Supportive Government
- 9 Ongoing Review



Appendix A: Catalyst Concepts

The strategy for renaissance of the Study Area was based on development and targeted investment in key nodes, or catalyst areas, which hold investment potential despite select economic and other development challenges. These concepts are defined as urbanized places with concentrations of jobs, housing units, commercial uses, public spaces, and / or pedestrian activity, which in combination create a sense of place. Predominant land uses can be residential and non-residential, institutional or public. Within these relatively compact geographic areas, different land uses are found side by side or within the same structure. The mix of uses are frequently located in taller structures with minimal setbacks and reduced parking requirements, all in an effort to achieve rents

and sale prices necessary to support higher construction costs. These nodes of development serve as catalysts for public and private investment and economic activity, effectively building off the strengths of the surrounding area and connecting to adjacent neighborhoods.

Note: The catalyst concepts are not site-specific. Rather, several concepts may have application in many locations within the Study Area.

In order to evaluate a proposed project's potential as a catalyst investment it must first be evaluated based on accepted criteria. The premise behind a catalyst investment area assumes concentrating resources in select locations that will have a positive economic ripple effect in surrounding areas and neighborhoods. In this way, public partners (e.g., Downtown Partnership, City of Grand Junction, Mesa County, Library District, Housing Authority, etc.) can effectively

leverage investment efforts to overcome barriers and achieve desired outcomes.

Implementation and management of catalyst areas is generally the responsibility of a combination of entities including business organizations, special districts, neighborhood and other interest groups, and individual property owners. Potential criteria for catalyst projects in downtowns and/or urban redevelopment areas are outlined below:

1. Consistent with goals of plans and policy documents
2. Reflects findings of recent community surveying
3. Connects to larger community
4. Links sub-areas
5. Responds to market opportunities
6. Improves jobs-to-housing balance
7. Strengthens public realm
8. Reinforces key entryways or gateways
9. Communicates community identity
10. Encourages fiscal prudence
11. Leverages public investment



12. Addresses demonstrated community needs
13. Builds upon prevailing strengths of downtown and community
14. Recognizes / respects historic character

For the purposes of the Strategic Plan, four different types of potential catalyst projects were identified for Downtown Grand Junction. Among the most significant challenges facing potential catalyst project are the level of market education required to achieve project rents at the high end of the market, higher development costs associated with creating a “place” unique enough to attract tenants willing to pay a premium to live/work there; and the ability to overcome investor perceptions of the projects’ location as a transitional area. In the context of addressing these challenges and understanding the feasibility of these project concepts, the Consultant Team prepared a series of economic analyses designed to quantify the order of magnitude of any

financial “gap” that might result from the development and / or redevelopment of the key catalyst concepts listed above. A summary of the economic analyses for each concept is presented at the end of this report.

[Catalyst Project #1: Public Building / Housing / Mixed-Use](#)

The first catalyst concept is based on a public-private partnership to include a large public building, commercial retail space, 75 units of senior housing, 9 units of market-rate ownership housing above the retail space, and an urban housing project consisting of 18 row houses.

[Catalyst Project #2: Live/Work Units](#)

This concept assumes development of “live/work” units, which would include work space (gallery, office, studio, etc.) on the ground floor and living space on the upper floors (1-2 levels).

[Catalyst Project #3: Mixed-Use Retail / Residential](#)

This concept assumes a mixed-use development of retail space on the ground floor and a combination of rental and ownership housing on the upper floors. This concept envisions a mid-rise building up to 8 stories in height.

[Catalyst Project #4: Mixed-Use Retail/Office](#)

This concept assumes a mixed-use development of retail space on the ground floor and office space on the upper floors. This concept envisions a 3-story building.



Filling the Funding Gap

It is not unusual for downtown and urban redevelopment projects to generate economic gaps between 25% and 40%. The preliminary analysis summarized herein reflected gaps between 32% and 60%, yet most still within the reasonable range for strategic public investment. A successful public-private partnership may require the public sector to be a financial partner to this level. A 20% investment in one of these catalyst projects would leverage approximately \$4 in private investment for every \$1 spent by the public sector. This is the type of ratio the public sector should expect in a redevelopment partnership.

“Closing the gap” for these catalyst projects will not be accomplished through the use of one strategy or tool. Rather, many tools,

used in combination with one another, will be necessary to encourage or leverage private sector investment to the level shown in the analyses presented here. As shown, potential “gap filling” tools and mechanisms could include the following:

- Contributions to Land and Site Improvements (Parking)
- Tax Increment Financing
- Special Improvement Districts
- Streamlined Development Approvals
- Low Income Housing Tax Credits (LIHTC)
- Historic Rehabilitation Tax Credits
- Market Rent/Sale Write-down
- Others, as appropriate

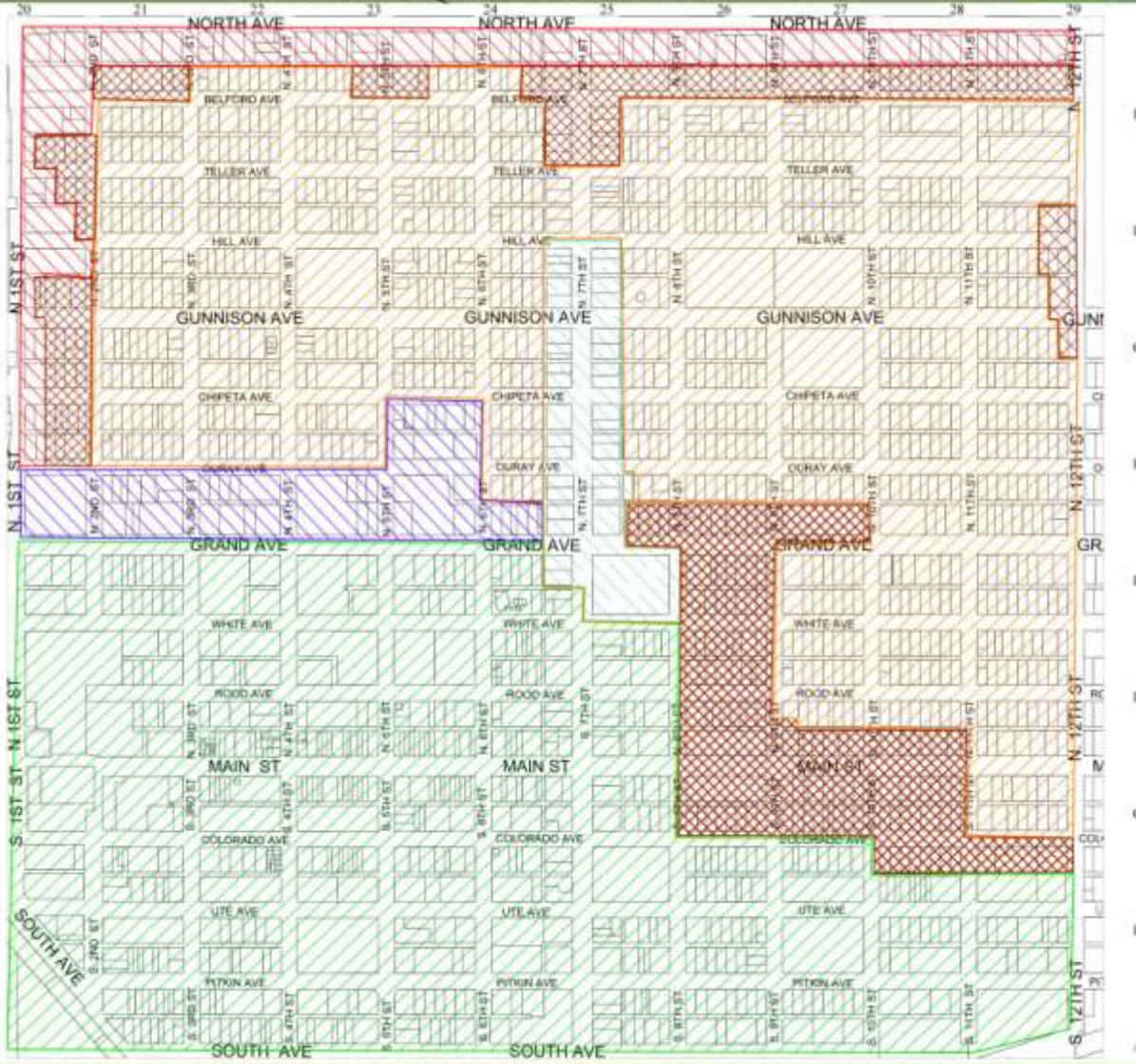


Conceptual Catalyst Scenarios

	<i>Catalyst Project Concepts</i>			
	<i>Public Building/ Housing/ Mixed Use</i>	<i>Live/Work With Retail</i>	<i>Mixed-Use Retail/Housing</i>	<i>Mixed-Use Retail/Office</i>
<i>Project Indicator</i>				
Private Sector Investment				
<i>Development Sq Ft:</i>				
Project Land Area (Acres)	3.1	1.6	1.3	1.0
Retail/Restaurant	14,400	0	7,500	10,000
Office	19,500	0	0	20,000
Residential (Rental)	60,000	0	45,000	0
Residential (For-Sale)	59,360	52,500	60,000	0
Total Private Development	153,260	52,500	112,500	30,000
Floor Area Ratio	113%	75%	199%	67%
Total Project Value (@ Build-Out)	\$15,150,825	\$8,137,500	\$16,092,188	\$4,886,250
Total Project Costs (@ Build-Out)	\$37,892,901	\$13,178,578	\$23,677,101	\$9,075,000
Project Margin(Gap)	(\$22,742,076)	(\$5,041,078)	(\$7,584,914)	(\$4,188,750)
Project Margin(Gap) %	-60%	-38%	-32%	-46%
Potential Contributions to Gap				
Land Writedown	\$6,076,620	\$1,393,920	\$1,132,560	\$900,000
Site Improvements Contribution	\$704,222	\$218,392	\$633,081	\$915,000
Supportable TIF (25 Years)	\$2,100,000	\$800,000	\$2,400,000	\$1,800,000
Sales Tax Sharing (10 Years)	\$500,000	\$0	\$300,000	\$300,000
Special Improvement District (20 Years)	\$900,000	\$300,000	\$600,000	\$600,000
Low Income Housing Tax Credit Equity	\$4,752,000	--	--	--
Total Contributions to Gap	\$15,032,842	\$2,712,312	\$5,265,641	\$4,515,000

Source: Leland Consulting Group.

ORIGINAL SQUARE MILE SUB-AREAS



- Central Business District (CBD)
- 7th Street Historic District
- Transitional Areas
- Central Business District North (CBD North)
- Residential Areas
- Existing Commercial

Map prepared by Grand Junction Planning Department, 2010. All rights reserved. This map is for informational purposes only and does not constitute a contract or warranty of any kind. The City of Grand Junction is not responsible for any errors or omissions on this map. For more information, contact the Planning Department at 505 12th St, Grand Junction, CO 81505, (970) 241-2200.

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rental rates are approaching levels required to support new development and/or redevelopment. However, “seed” money will likely be necessary to leverage private investment in projects that will catalyze reinvestment activity throughout the Study Area. Forecasts indicate that more than 1.0 million square feet of employment space (office), more than 1.6 million square feet of retail space and nearly 1,100 residential units could be absorbed in the market over the next ten years, from which the Study Area could benefit. The degree to which Downtown is able to capture new demand within the Trade Area (and beyond) will be a function of the redevelopment process itself.

Conclusions

Successful implementation of the Strategic Downtown Master Plan will depend on committed leadership from the public and private sectors. Success will also be dependent on removing barriers to investment; therefore, regulations will need to allow and encourage what the City and Downtown advocates want and prohibit what they don't want. All policy and regulatory documents should be aligned towards the common goals expressed herein.

While the Downtown is the heart of the community, it is but one subset of a larger market and has strengths which can be capitalized on and limitations which should be overcome. Downtown has a tremendous influence on the economic well-being of the entire region. Therefore, it is widely accepted that early projects in any revitalization effort should be publicly assisted until market conditions reach levels where new construction can support itself.

The proposed goals and actions are based on an approach which encourages strategic investment in a compact environment containing an appropriate mix of land uses, with a greater emphasis to multiple forms of access, resulting in a unique sense of place. The Plan is intended to assist the City of Grand Junction and the Downtown Partnership (DDA and DTA), business and property owners, and other advocacy partners with a technical framework for discussions regarding market opportunities, programming alternatives, and partnership strategies. The vision and directives referenced here were developed with input from the Steering Committee, Downtown stakeholders, and guidance from the Consultant Team.

9 Implementation Principles

- 1 Recognize that DT is one submarket that competes with the fringe.
- 2 Downtown must be market-responsive.
- 3 Infrastructure must be protected and retained.
- 4 Successful downtowns are greater than the sum of their parts.
- 5 An effective organization must have many tools.
- 6 Public funds should leverage private investment.
- 7 Public policy must support downtown development.
- 8 Solutions must be holistic in nature.
- 9 Public-private partnerships are essential.

Goals and Actions

Goal: Maintain and enhance the economic, cultural and social vitality of the Downtown Original Square Mile.					
Actions:	Maintain and expand public amenities and services in Downtown	Agency:	DDA	Tools:	Capital improvement planning
	Implement infill and redevelopment policies that support downtown		City		Establish concepts in overlay zone
	Encourage a wide mix of uses, offering retail and commercial services along street level and business/office/residential on upper floors in all except for residential areas		City		Establish in vision and intent of overlay zone
	Monitor market conditions and actively promote vitality of Downtown locations		DDA		Ongoing operational budget
	Continue to support and expand Art on the Corner		DDA		Ongoing operational budget
	Continue to support and expand the cultural offerings downtown, including theaters, museums and festivals		DDA, City		Ongoing operational budgets
	Enhance and preserve Whitman and Emerson Parks to encourage use by the community		City, DDA		Continuing to develop alternatives, work with partners
Goal: Promote downtown living by providing a wide range of housing opportunities in the Study Area.					
Actions:	Support a regional housing strategy with an emphasis on infill, downtown housing	Agency:	Multi-Agency	Tools:	Housing Strategy

	Educate developers about resources available for delivery of affordable units		Multi-Agency		Housing Strategy
	Amend zoning codes to accommodate vertical mixed-use development		City		Statement in zoning overlay to supplement existing zoning
	Educate local appraisers and real estate and financial institutions on valuing/under-writing mixed-use projects		Multi-agency		Housing Strategy
Goal: Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking.					
Actions:	Partner in investments for public right-of-way improvements	Agency:	City, DDA	Tools:	Ongoing partnerships
	Encourage pedestrian movement through good design, safe crossings, and identifiable connections		City		Ongoing directed effort on individual projects
	Reconfigure public thoroughfares to provide safe multi-modal transportation		City		Already reinforced through City transportation standards
	Advance and fund the Ute/Pitkin realignment to the south		Multi-agency		City-coordinated effort with DDA, CDOT
	Manage vehicular traffic in high pedestrian areas		City		Already reinforced through City transportation standards
	Incorporate bike routes on all residential streets that connect to the commercial core		City		Already reinforced through City transportation standards
	Prepare a long-term parking plan to maximize shared parking facilities		City, DDA		Ongoing partnerships, capital improvement planning

	Modify the codes to limit the establishment of private parking lots and find ways to fund public parking in the downtown area		City		Zoning overlay; consider option of PIL to parking fund in Central Business District
Goal: Stabilize and enhance the historic residential neighborhoods.					
Actions:	Discourage further encroachment of non-residential uses into the established residential neighborhoods	Agency:	City	Tools:	Zoning overlay
	Establish design standards for the transitional areas to include larger setbacks, detached sidewalks, appropriate building heights, and pedestrian-friendly features along the street		City		Zoning overlay
	Work with local lenders to offer low-interest rehabilitation loans for upgrades		City		Future infill/redevelopment program
	Establish a dispersement policy for service organization facilities		City		Already addressed in current code
	Establish a replacement housing policy for loss of affordable units due to redevelopment initiatives		Multi-agency		Housing Strategy
	Explore the options of a regional housing policy to address a variety of enforcement issues		Multi-agency		Consider establishing a Housing Maintenance Code
	Promote the establishment of neighborhood watch and neighborhood organizations		City		Neighborhood Services

Goal: Promote and protect the unique identity of the Downtown Area					
Actions:	Advance a façade improvement program to preserve historic character and structures of commercial structures	Agency:	DDA	Tools:	Façade Improvement Grant Program
	Develop a set of guidelines to address streetscape, landscape, building and façade design, as well as signage and parking standards specific to downtown		City		Zoning overlay, revised B-2 zone, consider revising signage code
	Enhance the aesthetic appeal of the area through gateway improvements		DDA		Capital improvement planning and wayfinding improvements
	Identify and promote designation of historic structures		City		Historical Preservation Board
	Develop a public signage palette with varying sizes, poles and ornamentation, colors, fonts and logos		DDA, City		Wayfinding improvements for Central Business District with possible expansion to Original Square Mile
Goal: Jump-start the revitalization and reinvestment in the downtown area with strategic catalyst projects.					
Actions:	Plan and budget for strategic property acquisition for future development	Agency:	DDA	Tools:	Capital improvement planning
	Identify locations for and promote the concepts of catalyst projects, including Public Building/Housing/Mixed-Use, Live/Work Units, Mixed-Use Retail/Residential, and Mixed-Use Retail/Office		Multi-agency		Ongoing partnerships (e.g. City Center RFP); capital improvement planning



**STRATEGIC DOWNTOWN
MASTER PLAN ZONING
OVERLAY**



DRAFT
August 2009

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1 INTRODUCTION

The Strategic Downtown Master Plan Zoning Overlay is intended to provide guidance and criteria for the planning, design and implementation of public and private improvements in the Downtown area. If properly administered and adhered to, the guidelines and standards should result in public and private development improvements (or a combination thereof) that achieve, as a minimum, a common level of quality in terms of site design, architectural design, landscaping and other site improvements.

The general purposes of the guidelines and standards are to support the overall goals of the *Strategic Plan* as stated in the Summary of Goals and Actions included as Appendix A:

- Maintain and enhance the economic, cultural and social vitality of the Downtown Original Square Mile
- Promote downtown living by providing a wide range of housing opportunities in downtown
- Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking
- Stabilize, preserve, protect and enhance the downtown residential neighborhoods
- Promote and protect the unique identity of the Downtown

The guidelines and standards were developed upon an analysis of the existing character of the Downtown Area. The area was divided into sub-areas based on existing zoning, character of existing development and potential for redevelopment opportunities. The sub-areas are shown on the map included as Appendix B. In addition, property owners within the area were surveyed for their input on the important characteristics of the area and the concepts for the preservation and protection of those characteristics. The results of the surveys are summarized in Appendix C.

These standards supplement other development regulations such as the City of Grand Junction Zoning and Development Code, which includes detailed criteria by zone district, planned development regulations, design and improvement standards, supplemental use regulations and sign regulations and the City Transportation and Engineering Design Standards (TEDS). In the instance the following standards are silent on a development concern, the existing regulations shall apply.

The standards identify design alternatives and specific design criteria for the visual character and physical treatment of private development and public improvements within the Downtown area. They are adopted through an overlay zoning district, which will establish the means by which the standards are administered and enforced. The Director will make all decisions and appeals and variance requests will be heard by the City of Grand Junction Planning Commission.

2 AREA-WIDE GUIDELINES AND STANDARDS

The following guidelines and standards apply to all sub-areas of the Downtown Area.

A. GENERAL

1. Due to the constraint of many downtown properties and the City's desire to promote improvement and redevelopment in the Downtown Area, the Director may make reasonable exceptions to the provisions of the *Zoning and Development Code* and the *Downtown Strategic Master Plan Overlay* for purposes of bulk standards (except for building height), landscaping, parking or other use-specific special regulations.

B. TRANSPORTATION

1. Emphasize "walkability" of the Downtown Area through ongoing improvements for accessibility and to pedestrian crossings and bicycle facilities (e.g. bike lanes on streets, bike racks at strategic locations).

C. ENTRYWAYS AND PUBLIC SIGNAGE

Implementation of the following guidelines and standards shall be in coordination with the Downtown Development Authority (DDA), utilizing the Wayfinding and Signage Strategy map developed for the Downtown Strategic Master Plan as a guide (included as Appendix D).

1. Establish and improve gateways to the Downtown Area
2. Establish a distinctive public sign palette for the original square mile to include street signs and directional signs that have recognizable poles, ornamentation, colors, fonts and logos.



3 CENTRAL BUSINESS DISTRICT (CBD) GUIDELINES AND STANDARDS

The following guidelines and standards apply to the CBD area shown on the map included in Appendix A. Further development and implementation of these concepts will be done in coordination with the DDA. The guidelines and standards are intended to apply to new development within the area.

A. LAND USE / ARCHITECTURE

1. Establish a cohesive character/theme and promote infill development that compliments and harmonizes new structures with the existing buildings through common materials, scale and basic architectural details as outlined below.



2. Building Height
 - Maximum building height in the CBD shall be 80 feet. Any additional increase in height requires rezoning. Taller buildings will be located in the center and southern and western tiers of the CDB, with lower buildings on the northern and eastern edges of the CBD.
3. Building Setbacks
 - Building setbacks from the public right-of-way of 0 to 2 feet are allowable.
 - Building setbacks from the public right-of-way between 2 and 8 feet are allowable only if there is a prescribed function for the space such as limited product display or seating.
 - Building setbacks from the public right-of-way between 8 and 20 feet are allowable if there is a prescribed function such as outdoor dining areas or small street parks.
 - Building setbacks from the public right-of-way of greater than 20 feet are allowable only for the following uses: additional storefront area, private courtyards, outdoor dining or small street parks.
 - As a general guide, no more than 20 percent of the buildings along a block frontage should be set back greater than 20 feet.

4. Building Facades / Windows / Doorways

- Buildings shall align with the edge of the sidewalk except as prescribed in the Building Massing and Setbacks section.
- Facades shall be visually interesting. Ornamentation such as building buttons, brick patterns, stone accents and window headers are acceptable ornamentation.
- Fenestration along all levels of the facades shall be similar to that of other downtown buildings. Primarily, windows on the street level should be larger than those above, with window size decreasing as the floor level increases.
- The parapet of the building should be finished with an articulated cornice.
- Façade detailing should be compatible with, but not be identical to, that of a neighboring historic building. New facades should have their own, unique design. To create continuity, horizontal lines should be in alignment with neighboring buildings.
- Awnings may overhang windows and shall be constructed of canvas or heavy cloth or metal (no plastic), utilizing primarily neutral colors.
- Entrances are often the primary focal point of a building and, as such, should be designed to fit with the overall character of the area.
- Doorways may be finished with paints, stains, metal and aluminum cladding set to match the existing trim colors.
- Single, double, revolving and corner doorways are acceptable in new construction.
- Doorways can be recessed a maximum of 4 feet from the plane of the façade.

5. Building Materials

- Typical materials found in the CBD include brick, sandstone, stucco, metal cladding, tiles, wood, glazing and decorative CMU. To facilitate the creation of a cohesive character/theme for buildings in the CBD, only the following exterior finishes are allowed: brick, sandstone, pre-cast metal facades in 19th Century commercial style, stucco. These materials are traditional and weather well. They allow a broad variety of looks within a traditional aesthetic, and will ensure buildings will be high quality.
- Allowed exterior materials should remain unpainted in all renovations and new construction, with the only exceptions being pre-selected locations for art to be provided on exterior walls.

6. Roofs and Parapets

- Roofs and parapets are a very traditional focus for ornament in buildings in the CBD. The design of every new building should use ornamentation of these features to enhance the building's identity and support the architectural character of downtown.
- Roofs may be either flat or gabled.
- All mechanical units on the roof must be hidden from view from 6 feet above street level measured from the centerline of the adjacent street either by placement back from the front edge of the roof or by visual shielding of material matching the roof or the façade.
- As required on flat roofs, the minimum parapet height is 2 feet above the rooftop.
- Each parapet should have a cornice ranging from 2 to 4 feet in height and 1 to 2 feet in depth or larger if needed to conceal mechanical equipment as above.
- Parapets design should be articulated and unique to the building.

7. Promote high density, vertically mixed use structures (e.g. retail at street level and residential or office above)



8. Preserve and restore significant historic structures.



B. SITE / AREA IMPROVEMENTS

1. Parking

- In order to maintain streetscapes dominated by buildings rather than surface parking lots, shared parking is encouraged. Single use, surface parking shall be minimized.
- Available parking in the entire CBD area may be used towards meeting the parking required for new development in the CBD.
- In order to minimize surface parking in the CBD, develop new means of paying for shared parking (e.g. develop a fee in lieu of required on-site parking that will be used to fund shared parking structures).
- The Director may make reasonable exceptions to the provisions of the *Zoning and Development Code* and the *Downtown Strategic Master Plan Overlay* for purposes of determining parking requirements.

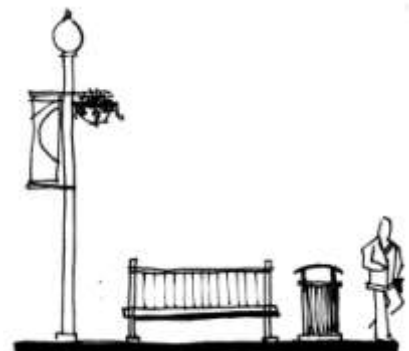
2. Streetscape

- Provide streetscape details that compliment the architectural character of downtown that includes:
 - Street trees
 - Lighting that is downlit and with historical style pole
 - Sitting/gathering areas such as small plazas, play areas and performance venues
 - Hardscaped areas (brick pavers or concrete) that also provide for furnishings, sculptures and planted areas
 - Downtown entries with landscaped medians, corner bulbs and special signs



The Director may make reasonable exceptions to the provisions of the *Zoning and Development Code* and the *Downtown Strategic Master Plan Overlay* for purposes of providing such amenities in a new development or redevelopment project.

- Provide streetscape details that compliment the architectural character of downtown Grand Junction. The DDA's palette of street furniture shall be used for all new development and redevelopment projects on private property and within the public spaces and rights-of-way.



3. Landscaping

- Landscaping in the CBD shall reflect an urban theme, utilizing streetscape and hardscape elements outlined above in addition to plantings.
- The Director shall determine landscaping requirements for new development or redevelopment, considering existing and proposed streetscape and/or the urban design character of the area.

C. SIGNAGE ON PRIVATE PROPERTY

1. The DDA will further develop sign standards and guidelines for private signage placed on buildings or as freestanding signs.

4 CENTRAL BUSINESS DISTRICT (CBD) NORTH GUIDELINES AND STANDARDS

A. LAND USE / ARCHITECTURE

1. Establish a cohesive character/theme and promote infill development that compliments and harmonizes new structures with the existing buildings within and adjacent to the area through common materials, scale and basic architectural details as outlined below.
2. Building Scale, Massing and Setbacks
 - The maximum building height of 65 feet may only be allowed along the Grand Avenue side. The buildings will “step down” so that the front of the buildings that are directly across the street from residential buildings or uses are a maximum of 40 feet in height or 3 stories, whichever is greater.

- Scale and massing of buildings or portions of buildings along Ouray and Chipeta Avenues will be compatible with residential scale.



- Buildings shall be set back a minimum of 15 feet from the rights-of-way on Chipeta and Ouray Avenues.

3. Building Materials

- To facilitate the creation of a cohesive character/theme for buildings in the CBD North area, materials for new buildings will compliment those of the surrounding residential buildings. Primary materials should include brick, wood and limited stucco. These materials are traditional and weather well. They allow a broad variety of looks within a traditional aesthetic, and will ensure buildings will be high quality.

4. Promote high density, vertically mixed use structures.



B. SITE / AREA IMPROVEMENTS

1. Streetscape along Grand Avenue and 4th and 5th Streets north to Ouray Avenue will continue in a design compatible with the existing improvements along Grand Avenue (e.g. decorative pavement and street trees).



2. The streetscape along 4th Street north of Ouray Avenue to Chipeta Avenue and along Ouray and Chipeta Avenues should transition between the urban hardscape and a more residential streetscape character. (e.g. detached sidewalk, landscaping in park strip between curb and sidewalk and street trees).
3. Where available, some parking for non-residential uses may be on the street but only in front of the actual use, not in front of other properties/uses.

5 RESIDENTIAL AREAS GUIDELINES AND STANDARDS

A. LAND USE AND INTENSITY / DENSITY

1. The downtown residential core will be preserved for residential uses, with no further encroachment by non-residential uses, higher intensity/density uses or more intensive zoning.
2. Where existing residential zoning allows, provide a diversity of housing types through development of multifamily housing that is in keeping with the character of the neighborhood (refer to Multifamily Development section on page 16).

B. STREETScape AND STREET / PEDESTRIAN SYSTEMS

1. Enhance access to and improvements within existing public open spaces (e.g. parks and school grounds) within the downtown residential core such as enhanced pedestrian crossings and lighting for safety.
2. Maintain and enhance the historic character of the streetscape with emphasis on the following elements: street trees, landscaping rather than parking or other uses in the park strip between sidewalk and curb, distinctive street signs and lighting and detached sidewalks.



C. ARCHITECTURAL CONSIDERATIONS

1. Demolition of existing historic homes in order to construct new residential structures is strongly discouraged.
2. Maintain the existing character of the house styles within the downtown residential core neighborhood. New construction and alterations shall be compatible with key architectural characteristics and site elements of the neighborhood.

- Building Alignment Along Streets. Each new building and addition shall be located so that it aligns with existing neighborhood buildings. “Aligns” means elevation (e.g. horizontal lines of peaks of roofs, cornices and window sills) and plan (e.g. setbacks from the street and rear property lines and spacing between structures/setbacks from side property lines).



- Building Orientation/Style. Main entrances shall open onto a street and shall align with those of adjacent residential buildings. For example, on many of the downtown homes, raised foundations and steps that define the main entrance are prevailing characteristics. Door styles shall be similar to those found on residential buildings within the area.
- Building Mass/Scale and Proportion. New buildings or additions to existing buildings shall be visually compatible with the area. Visually compatible means compatible with adjacent and neighboring buildings including mass and scale, shape, windows, doors, openings, roof shape, roof pitch and orientation.
- Height. New buildings and additions shall have the same number of stories and a height which is compatible with those of nearby dwellings. Two and one-half (2-1/2) stories shall be the maximum subject to the maximum height of thirty-five (35) feet.
- Roof Shape. The roofs of new buildings shall be visually compatible with nearby dwellings. Roof pitch shall be at least 4:12.
- Fenestration. Structures shall be visually compatible with surrounding residential structures. Visually compatible includes the relationship of width to height, and the spacing of windows and doors. For example, tall evenly-spaced rectangular windows are typical of many of the residential styles in the downtown area.



- Materials. The exterior materials of all new buildings, additions and alterations shall be similar in size and appearance to nearby dwellings.

D. ACCESSORY STRUCTURES

1. Accessory structures shall be no taller than the highest eave line of the principal structure.
2. The footprint size of an accessory structure shall be a maximum of 35 percent of the footprint of the principal structure.
3. Upon review and approval of the Director, new construction of accessory structures may be allowed to be built at historic setbacks (e.g. there could be a zero foot setback from the alley and 3 feet from neighboring property line).

E. FRONT YARDS / PARK STRIPS / PARKING

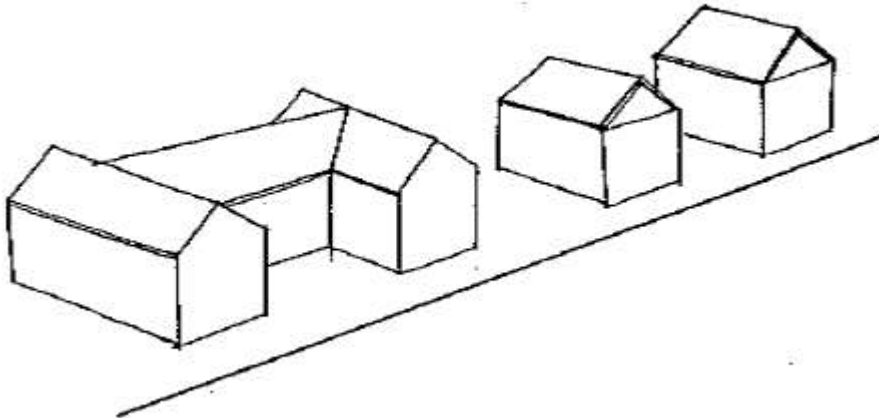
1. Maintain and enhance the pattern of landscaped front yards that gives the downtown residential core neighborhood a distinctive, friendly appearance.
2. Vehicular parking in the park strip area between the curb and detached sidewalk is not allowed.
3. Parks strips will be landscaped in a traditional style, including street trees, grass, and low plantings or a combination thereof. Park strip landscaping shall include some live material – use of all non-living material such as rock is discouraged. Use of drought-tolerant plants is encouraged.
4. Where available, some required parking may be on the street but only in front of the actual use, not in front of other properties/uses.



F. MULTIFAMILY DEVELOPMENT

Infill of new multifamily buildings may occur where zoning allows within the downtown residential core. However, the site design and structures for this type of development must maintain a scale and character compatible with the area. In addition to the Architectural Considerations listed in C. above, multifamily development shall follow the guidelines and standards below.

1. Incorporate forms typical of the single family residential architecture of downtown including sloping roofs, porches, roof dormers and other architectural details.
2. Break up the mass of larger buildings into forms that are similar in scale to the single family residential character.
3. Facades must be composed of smaller sections, similar in scale and material finish to single family residential structures.



4. Off-street parking for multifamily development shall not be located in the front yard setback. Parking shall be in the rear or side yards.
5. Develop pedestrian links between the front sidewalk and building entrances and between parking and rear or side entrances.

6 TRANSITIONAL AREAS GUIDELINES AND STANDARDS

A. LAND USE / DEVELOPMENT INTENSITY

1. Uses within these areas shall be as allowed by the *Zoning and Development Code* for the respective zone district(s).
2. Any mix of residential and nonresidential uses on the same lot shall be located in the same structure.
3. No uses within the downtown transitional areas shall open earlier than 7:30 am and shall close no later than 8:00 pm.
4. Maximum building size shall not exceed 10,000 square feet unless a Conditional Use Permit is issued.
5. Outdoor storage and display areas associated with non-residential uses in the downtown Transitional areas are prohibited.

B. ARCHITECTURAL CONSIDERATIONS

New construction, including additions and rehabilitations, in the downtown Transitional areas shall be designed to look residential and shall be consistent with existing buildings in the adjacent residential areas. "Consistent" means the operational, site design and layout, and architectural considerations described below.



1. Building Alignment Along Streets. Every new building and addition shall be located so that it aligns with existing neighborhood buildings. "Aligns" means elevation (*e.g.*, horizontal lines of peaks of roofs, cornices, window sills) and plan (*e.g.*, setbacks from the street and rear property lines and spacing between structures/setbacks from side property lines).
2. Building Orientation/Style. Main entrances shall open onto a street and shall align with those of adjacent residential buildings. For example, in areas adjacent to the downtown Transitional areas, raised foundations and steps that define the main entrance are prevailing residential characteristics. Door styles shall be similar to those found on residential buildings.
3. Building Mass/Scale Proportion. Each new building, its mass in relation to open spaces and its windows, doors, and openings shall be visually compatible. Visually compatible means compatible with adjacent and neighboring buildings

including mass, shape, window, doors, openings, roof shape, roof pitch and orientation. For example, a large building shall be compatible with surrounding smaller dwellings by dividing its mass into smaller components to create a building elevation that is more like the size and proportion of the nearby dwellings.

4. Height. New buildings shall have the same number of stories and a height which is compatible with those of nearby dwellings. Two and one-half (2½) stories shall be the maximum subject to maximum height of thirty-five feet (35').
5. Roof Shape. The roofs of new buildings shall be visually compatible with nearby dwellings. Roof pitch shall be at least 4:12.
6. Fenestration. Structures shall be visually compatible with surrounding residential structures. Visually compatible includes the relationship of width to height, and the spacing of windows and doors. For example, tall evenly-spaced rectangular windows are typical of certain residential styles near the downtown Transitional areas.
7. Materials. The exterior of all new buildings, additions and alterations shall be similar in size and appearance to nearby dwellings. Sign materials should be visually compatible with materials used on the building façade.

C. SIGNS

Development in the downtown Transitional areas may directly abut existing residential areas. Thus, in order to maintain compatibility, more restrictive sign regulations shall apply.

1. Flush wall signs and monument signs shall be the only sign type allowed. One real estate sign advertising the property for sale or lease, shall not exceed 10 square feet.
2. Signs shall be located at least 10 feet behind the front property line. Total sign area, excluding real estate signs advertising the property for sale of lease, shall not exceed 25 square feet per street frontage. The sign allowance for one street frontage may be transferred to a side of a building that has no street frontage, but cannot be transferred to another street frontage. Monument signs shall not exceed 8 feet in height.



3. Illumination shall comply with provisions of the *Zoning and Development Code* pertaining to Nighttime Light Pollution. Illumination of signs is limited to authorized business hours.
4. The area of flush wall signs and monument signs shall be calculated according to the *Zoning and Development Code*. Sign enhancement features such as bases, pillars, and other decorative elements as part of monument signs shall not be counted as part of the maximum square footage of the sign, provided such features do not exceed the size of the sign face.

D. PARKING AND SITE DEVELOPMENT

1. Parking. Business uses in the downtown Transitional areas shall be designed and operated not to increase on-street parking in front of dwellings in the neighborhood.
 - On-site parking shall be provided pursuant to the *Zoning and Development Code*.
 - On-site parking spaces shall only be located in the side and rear yards; and screened from nearby residential uses by a solid wall, fence or vegetation having a height of not less than 4 feet nor more than 6 feet (vegetation may exceed 6 feet in height).
 - Where available, some required parking may be on the street but only in front of the actual use, not in front of other properties/uses.
 - Parking lots for businesses fronting on North Avenue or 1st Street may be allowed , but must include front yard landscaped berms.
2. Service Entrances. Service entrances, loading areas and dumpster areas shall be located only in the rear or side yard. Each loading area shall be screened from each adjacent residential use or zone.
3. Use of Front Yard. Front yards, as defined by the zone district, shall be reserved for landscaping, sidewalks, driveway access to parking areas and signage.
4. Outdoor Lighting. Outdoor lighting shall comply with the lighting provisions of the *Zoning and Development Code*.

E. RESIDENTIAL USES

Residential uses within the Transitional Area shall be subject to the standards and guidelines of section 5.D and E for residential accessory structures and the use of front yards, park strips and parking.



South Downtown Neighborhood Plan



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South Downtown Plan

1 SITE CONTEXT

The South Downtown Neighborhood is located on either side of the confluence of the Gunnison and Colorado Rivers, roughly between the Riverside neighborhood to the northwest to 28 Road on the east and the railroad tracks to the Colorado River. At this “grand junction”, the area transformed from an agricultural based community into the commercial and industrial area it is today. Over time, the area has been used to store mill tailings along the river, process sugar beets in the historic beet packing complex, and provide a home to some of the City’s largest industries.

Located within walking distance from Downtown, the South Downtown Neighborhood offers both easy access to recreational amenities along the river, as well as convenient access to shopping and businesses in the adjacent downtown core. It also functions as a gateway into downtown from Highway 50. Its location and context establishes it as one of the most important places in the City.

2 PLANNING BACKGROUND

In the early 1990s a South Downtown planning process was started but never completed since the community undertook a valley-wide land use planning process that included looking at future land uses in the South Downtown area. In addition, planning efforts began for the Riverside Parkway in the late 1990s – again it did not seem worthwhile to continue with a South Downtown planning process until the Parkway alignment was finalized.

Similarly, in 1997, a master plan was prepared for Las Colonias Park, which is located adjacent to the Colorado River in the southern portion of the South Downtown Neighborhood. In 2006, construction began on the Riverside Parkway through the South Downtown area, providing a new east-west connection for travel through the downtown area. The alignment and design of the Parkway not only impacted the master plan for the Park but will also change the character of the South Downtown area. Thus, it was necessary to revisit the plan for the park as well as look at a neighborhood-wide vision for the future. A new plan for Las Colonias Park was adopted in mid-2007.

3 SITE ANALYSIS

A consultant, EDAW, was contracted to conduct an initial site inventory and analysis and a public forum as a kick-off for the South Downtown Neighborhood planning process. A summary of the consultant’s overview was provided to the City in the Fall of 2006.

NATURAL FRAMEWORK

The South Downtown Neighborhood is a critical area of the community. It virtually is THE Grand Junction. The Colorado River has a big influence on the area which presents both constraints and opportunities. The floodplain

associated with the River has been altered by construction of a levee that protects a large part of the South Downtown Neighborhood from flood inundation but there are some areas that are still impacted by potential flooding of the River.

On the other hand, the River does present excellent opportunities to maintain and enhance amenities that have already been placed along the River including the Botanic Gardens, the Riverfront trail system, the Old Mill pedestrian bridge and the community investment of the Riverside Parkway



The topography of the site is also an important consideration. While the South Downtown area itself is flat, it is significantly lower than Orchard Mesa to the south. This makes it a very visible area as well as presents some unique opportunities for views and vistas.

BUILT ENVIRONMENT

The man-made framework of the area consists of the buildings and infrastructure that already exist, some of which is very old, and some of which is still under construction. The railroad tracks along the north edge of South Downtown as well as the sidings that come into the area are very important considerations. Several spurs continue to be heavily used by the industry in the area, while others have been abandoned. Grand Junction Steel, located in the center of South Downtown estimates they receive 3 to 4 rail cars per week of raw material – finished product is then trucked from the site. Castings, Inc. handles approximately 480,000 pounds of materials and products in containers by rail each week. Thus, as in the past and as long as it continues to be used as a means of transport, the railroad is a valuable asset to this area and to the community as a whole.



The existing street network in South Downtown is incomplete. The plan for the area must address how the existing streets should be used and how new streets should be planned in the eastern and western ends of South Downtown to continue to provide and enhance access for many modes of transportation to, from and through the area. Presently, 9th, 12th and 15th Streets are the primary north-south streets utilized by the heavy commercial and industrial uses in the area. 7th Street is generally perceived by the community as the “public” access to and from the South Downtown Neighborhood.

Certainly, the completion of the Riverside Parkway through the area will have a major impact on the area – likely a positive influence. Also, there is an existing trail through the area that must be recognized as the area develops and redevelops. The plan must consider that the trail will eventually be extended to the east along the river and that improved public access to the trail system throughout the area is a necessity.

Part of the existing conditions of the built environment is the pattern of land ownership and use. In the central part of South Downtown there are numerous small parcels. Some have been aggregated into large holdings such as for the larger industries in the area including Grand Junction Steel, Whitewater Building Materials and Castings, Inc. The railroad has large landholdings in the area as do various public entities. City-owned properties include the Las Colonias Park site, the Botanic Gardens property, the Jarvis property and some remnants of land that were acquired for construction of the Parkway. Mesa County owns some smaller parcels that are likely to be disposed of in the near future and the State of Colorado has the Department of Transportation complex on the east side of 9th Street and D Road.

To the east, the parcels are larger but some are not configured very conducive to development. There are also still remnants of the early days of this area. There are some remaining pockets of occupied single family residential homes.



There are also a few isolated commercial structures with historic significance, most notably the one pictured below which is a remnant of a sugar beet factory complex. The building was previously most visible from the riverfront trail and Orchard Mesa but it is now very visible with the completion of the Riverside Parkway. As this area becomes more familiar to people passing through on the trail and on the Parkway, perhaps some of the buildings like this one can become a more integral part of redevelopment.



It is estimated that there is a daytime population of approximately 2,000 employees in the South Downtown Neighborhood with very little available in the way of goods, services, restaurants and other commercial uses in close proximity. There appears to be a need and a desire to promote and develop uses that could not only service the daytime working population but also support the recreational and park users in evenings and on weekends.

SURROUNDING INFLUENCES

There are surrounding influences that impact the South Downtown such as the proximity of the area to Downtown. This plan should consider the main entrances and connections to South Downtown and how they can be improved

as well as determine if or where there are barriers such as the railroad crossing and how those can be mitigated.



The proximity of the area to Orchard Mesa influences the plan both physically and visually. There are also recreation and open space uses within and nearby – Eagle Rim Park on Orchard Mesa and the Botanic Gardens along the River. The South Downtown Neighborhood Plan should address how these spaces should be connected, enhanced and integrated into redevelopment of the area.

In addition the plan must consider planning efforts that have been completed for areas within South Downtown including the Botanical Gardens, Las Colonias Park and the City-owned Jarvis property. The South Downtown Neighborhood Plan must also integrate with the adjacent uses to the east that were included in the Pear Park Neighborhood Plan.



Las Colonias Park Plan

LAND USE ANALYSIS

An inventory of existing land uses within South Downtown was completed as part of the planning process, identifying patterns of development and architectural character. A photographic essay of these land uses is included as Appendix A. Distinctions between existing land uses and existing zoning demonstrate how the South Downtown Neighborhood will continue to develop as an industrial area if the existing plans and zoning are implemented and also highlight the opportunities to change land use and zoning as desired by the community.

Existing land use in the more developed central area of South Downtown is and has historically been primarily heavy commercial and industrial with remnant pockets of residential. The area between 5th Street and 9th Street is characterized by smaller parcels with older structures. A few businesses have aggregated parcels into larger parcels which is more conducive to future improvement and/or redevelopment. This area presents the best opportunities within South Downtown for redevelopment that could be accomplished through creative incentives and partnerships.



The heavy industries are primarily located between 9th and 15th Streets, clustered around the existing railroad spurs on larger parcels. Since the rail and its users are valuable assets to the area and the community as a whole, the core of this area is unlikely to change. However, there appears to be some opportunity and community support to create transitional areas of varied land uses in a tier surrounding the core industrial area. These transitional areas can be used to create compatibility between adjacent uses such as the park and the heavy industrial as well as help visually screen the industrial areas.



To the west, the City-owned Jarvis property was historically used as a salvage yard until purchased and cleaned up by the City in the late 1980s. Since then, the property has been vacant with the exception of the recent trail construction through the site. Other uses on the west end of the South Downtown Neighborhood are industrial along the south side of the railroad tracks. A mixed use conceptual plan has been developed for the Jarvis property which was considered through the development of the South Downtown Neighborhood Plan.

On the eastern end of the South Downtown Neighborhood, much of the property is held in larger ownerships and is vacant or underutilized. There are areas of smaller commercial and industrial uses and pockets of residential along 27-1/2 Road just south of the Riverside Parkway and along the south side of C-1/2 Road just west of 28 Road. Much of the eastern area presents the greatest opportunity for increasing heavy commercial and industrial use within the South Downtown Neighborhood.



4 ALTERNATIVE CONCEPTS

After the kick-off efforts led by the consultant, EDAW, City staff continued with more detailed analysis in conjunction with meetings with small focus groups of various interests throughout the winter of 2006-2007. A series of approximately 15 meetings with groups that included elected City officials, representatives of large industries, economic redevelopment interests and owners of small businesses and properties. The meetings were conducted as informal brainstorming sessions in order to define more specific issues, constraints and opportunities and continue to discuss the community's vision for the South Downtown Neighborhood.

Using the results of these meetings, staff formulated a menu of design concepts to present at a public open house held in February 2007. Participants were asked to evaluate these ideas as to whether they agreed or disagreed with them. The open house was attended by 80 to 100 people of which, approximately half completed the evaluation sheets. The concepts that were presented for evaluation are listed below. They address four major topics relative to a plan: Land Use, Circulation, Economic (Re)Development and Visual Character.

GENERAL UNDERLYING CONCEPTS AND THEMES

- Create/maintain/enhance a "green" waterfront
- Recognize existing heavy industry
- Recognize existing location and use of rail spurs
- Recognize primary streets used by industrial businesses (9th and 12th)
- 7th Street will be primary public use and traffic to access area
- Establish and improve entry points into the area
- Improve connections to downtown
- Recognize existing concepts for the Jarvis Property and Las Colonias Park
- Create and take advantage of redevelopment opportunities and partnerships
- Create a tier around the heavy industrial areas to provide opportunities for different, mixed uses to transition and screen from Parkway to Heavy Industry
- Improve streetscape on 7th and 9th Streets
- Create a street system that encourages traffic to northeast
- Discourage traffic on C-1/2 Road through low-density residential area east of 28 Road

CONCEPTS FOR VILLAGE DEVELOPMENT

- Create a wide variety of uses
- Increase retail opportunities
- Create areas for high density residential
- Create opportunities for mixed use (e.g. commercial/retail; office/services)

- Minimum height of structures along north side of Riverside Parkway of at least 3 stories
- Increase light industrial and commercial uses
- Keep low density residential along Colorado River east of 27-1/2 Road
- Promote higher quality, “cleaner” uses of retail/commercial us in the area generally between 7th and 9th Streets

CONCEPTS FOR COMMUNITY INDUSTRIAL CORE

- Place a greater emphasis on increasing industrial opportunities
- Create more opportunities for general commercial activities
- Create some transitional areas of mixed uses along 7th Street and Riverside Parkway
- Minimal residential uses except for live-work opportunities in the mixed use areas
- Emphasis on redevelopment opportunities in the areas with smaller parcels, primarily between 7th and 9th Streets
- Lighter industrial uses along Colorado River east of Las Colonias to 28 Road

5 PREFERRED PLAN AND IMPLEMENTATION STRATEGIES

The results of the evaluations and comments gathered on the alternative concepts were tabulated as included in Appendix B. The results show strong community support for ideas that are translated to the goals listed below for the South Downtown Neighborhood Plan.

SOUTH DOWNTOWN NEIGHBORHOOD PLAN GOALS

- Create/maintain/enhance a green waterfront
- Recognize existing heavy industry and rail service that supports it
- Recognize distinction between “industrial” streets (9th and 12th Streets) and “public” streets (7th Street and Riverside Parkway)
- Improve streetscape on “public” streets
- Promote higher quality, “cleaner” uses in the area generally between 7th and 9th Streets
- Improve entry points to and along major corridors within the area
- Improve connections to downtown
- Create some transitional areas of mixed uses along 7th Street and Riverside Parkway to screen the heavy industry
- Create retail, general commercial and mixed use opportunities
- Increase light industrial opportunities
- Create/enhance redevelopment opportunities and partnerships

PLAN IMPLEMENTATION STRATEGIES

The City has a variety of tools available through which these goals can be implemented so that the vision for the South Downtown Neighborhood can materialize and eventually be realized. This Plan represents the first phase of implementation and includes the basic strategies of designating Future Land Use categories, zoning the properties accordingly, amending development standards of the zoning districts through a zoning overlay, creating a circulation plan and establishing goals and policies for future phases of plan implementation such as economic (re)development strategies.

Future Land Use. The South Downtown Neighborhood Plan is formulated around six general land use categories: Estate Residential, Park/Open Space, Mixed Use, Corridor Commercial, Commercial Industrial and Industrial. These categories are intended to replace the categories presently designated on the City’s Growth Plan Future Land Use Map. The South Downtown Neighborhood Land Use Plan is depicted in Appendix C and the general categories are more specifically described as follows.

- **Estate Residential** – 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.

- **Park/Open Space** – Public or private lands reserved for active park and recreation sites, open space, wildlife habitat, sensitive or hazardous land protection, and other environmental conservation purposes. Any commercial uses near or within these areas should enhance the riverfront as places where people can enjoy the river such as riverfront eating establishments, museums, outdoor amphitheaters, nature centers and botanical gardens.
- **Mixed Use** – Mixed use development to include employment, residential open space, retail commercial may be appropriate as a secondary use, integral to other uses and structures or as small village centers.
- **Corridor Commercial** – Permits a wide range of commercial development (office, retail, service, lodging, entertainment) with mixed use and residential opportunities encouraged in some areas, particularly for live-work situations. Limited outdoor storage and operations. Intended to provide transition and screening between public spaces and corridors to heavy industrial 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 Conditional Use Permits where adequate screening and buffering can be provided to ensure compatibility with surrounding uses. Limited residential uses may be allowed for caretaker and security purposes.
- **Industrial** – Heavy commercial and industrial operations, particularly those requiring rail access. Batch plants and manufacturing uses with outdoor operations are appropriate if developed consistently with zoning regulations. Residential uses are not appropriate.

Zoning. Within the land uses described above, the properties within South Downtown that are presently within the City’s jurisdiction will be rezoned according to the Plan as depicted in Appendix D. The zoning categories will be applied to each land use category as outlined below. The South Downtown Neighborhood Plan will serve as a guide for zoning properties as they are (re)developed and annexed to the City of Grand Junction.

- **Estate Residential** – These properties are not presently within the city limits of Grand Junction thus, will retain the existing Mesa County zoning of RSF-E. If and when the properties are annexed, a zoning consistent with the South Downtown Neighborhood Plan would be applied.

- **Park/Open Space** – Areas presently in public ownership will be zoned Community Services and Recreation (CSR). Those properties not in public ownership retain existing zoning but the South Downtown Neighborhood Plan Future Land Use Plan will dictate development and zoning of these properties in the future.
- **Mixed Use** – The area shown as mixed use on the Land Use Plan will be zoned Mixed Use (MU) to afford the flexibility for development of a variety of uses on the site that is presently owned by the City of Grand Junction. Non-polluting industrial and commercial uses are encouraged adjacent to and mixed in with residential uses.
- **Corridor Commercial** – These areas will be zoned C-1 but the overlay standards of the South Downtown Neighborhood Plan make revisions to this zoning district to be more conducive to a wider range of uses and improve the quality of the important public corridor areas. Subareas within the Corridor Commercial are also defined on the plan and in the overlay standards.
- **Commercial Industrial** – Zoning of these areas will either be Light Industrial (I-1) or Industrial/Office Park (I-O) depending on the location within the South Downtown Neighborhood. For properties fronting the Riverside Parkway, the Plan includes overlay standards to improve visual character and aesthetics along this corridor.
- **Industrial** – The areas shown as Industrial on the Plan will be zoned Light Industrial (I-1) or Heavy Industrial (I-2), depending on the existing use and/or adjacent zoning.

Circulation. The Circulation Plan for the South Downtown Neighborhood is shown in Appendix E. The plan identifies a street network that includes both existing and proposed streets and both major and minor streets. The Circulation Plan also identifies the desired cross-sections and level of streetscape development along the streets within the South Downtown Neighborhood to support the proposed land uses and circulation to and from the area for pedestrian, bicycle and vehicles. The general goals for the Circulation Plan are to:

- Re-establish and improve a street grid in the central area of the South Downtown Neighborhood
- Establish a new street grid in the eastern area of the South Downtown Neighborhood
- In as much as possible, encourage traffic generated from the eastern area to travel north and east rather than east through the low density residential areas

Major Street Corridors. Major streets in the Grand Junction urbanized area are classified according to their function in the transportation network. The two components of function are to provide access to properties and to carry traffic from point to point. In order to preserve safety and capacity and enhance the quality of living, the relation of these two components should be inversely proportionate, with the busier streets having limited access and the quieter streets providing access to properties. The components of the major street system have been identified on a functional classification map, known as the Grand Valley Circulation Plan that has been adopted by the City of Grand Junction and accepted by Mesa County. The Circulation Plan adopted for the South Downtown Neighborhood will amend the Grand Valley Circulation Plan.

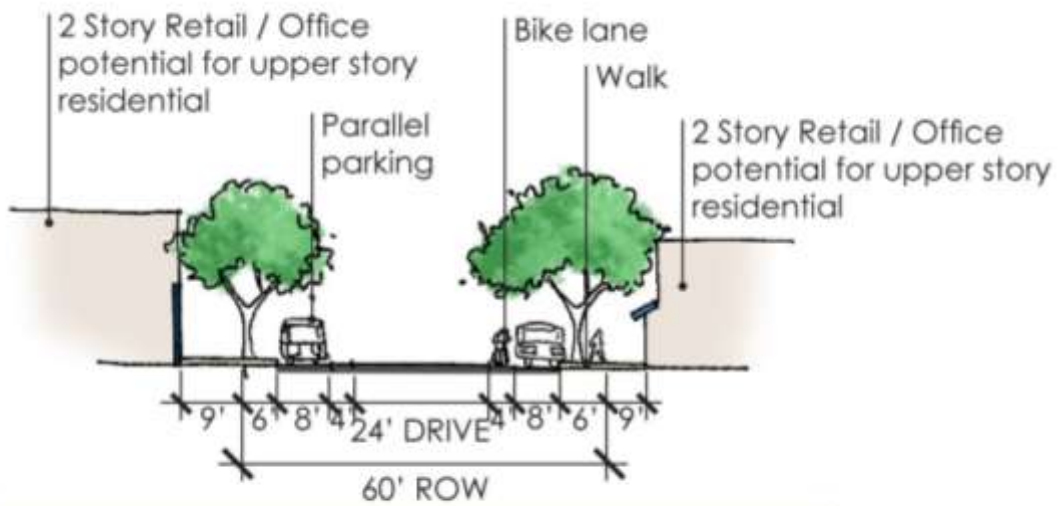


As properties develop and redevelop within the South Downtown Neighborhood, the Circulation Plan will be implemented through construction of streets through new subdivisions or developments or improvement of existing streets as the properties along them are improved and/or redeveloped. The specific design of each street is generally based on the land use and zoning of the properties along it. For example, in areas that will be zoned Commercial, the Commercial Street cross-section will apply, unless where modified by the South Downtown Neighborhood Plan. Similarly, streets within Industrial areas are to be developed/improved according to the City's adopted Industrial street cross-section or as modified by this Plan.

The street classifications and proposed street sections for the major corridors in the South Downtown Neighborhood Area are described below. The concept drawings in Appendix G further illustrate elements of the Circulation Plan.

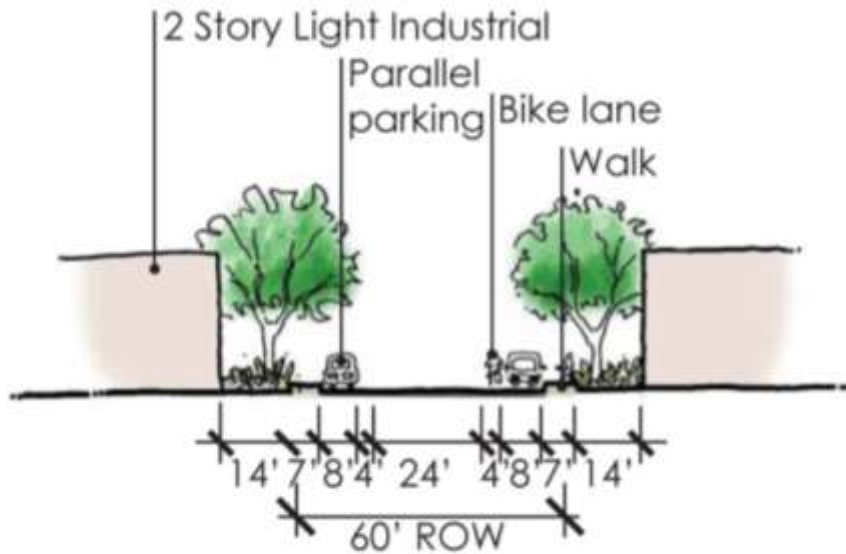
- **Riverside Parkway** – Arterial Street constructed by the City Parkway Project. The right-of-way width varies; multi-lane; bike lanes; detached walk on the south side; no on-street parking.

- **7th Street** – Collector Street. 60-foot right-of-way width; 2 lanes; bike lanes; on-street parking both sides; detached walks with landscaping.



7th Street Section

- **9th Street and 27-1/2 and C-1/2 Roads** – Collector Street. 60-foot right-of-way width; 2 lanes; bike lanes; on-street parking both sides; detached sidewalk preferred where possible.



9th Street Section

- **Kimball Avenue** – Collector Street. 60-foot right-of-way width; 2 lanes; on-street parking on one side; detached walks with landscaping.



- **D Road (from 9th Street east to the Riverside Parkway)** – Arterial Street. Section yet to be determined.

Local Streets. The Local Street network provides access to individual parcels and serves short length trips to and from collector and higher order streets. Trip lengths on local streets should be short with a lower volume of traffic along with slower speeds. Design of local streets occurs through the development process and will be in accordance with the City’s adopted Transportation Engineering Design Standards (TEDS). It is important in the design process to provide connections to adjacent parcels and subdivisions for efficient vehicle travel and a safe network for pedestrians and bicycles. In the core commercial area of South Downtown, the streets will eventually be modified to become less industrial and more commercial in nature. In doing so, the existing streets will need to be retrofitted for better pedestrian circulation.

Urban Trails. The Urban Trails Master Plan is a planning document that shows the location of future bicycle facilities, trails and pedestrian paths. Implicit in the plan is the construction of sidewalks in accordance with the adopted street cross-sections as detailed in the South Downtown Neighborhood Circulation Plan. One of the major purposes of the City’s Urban Trails Committee is facilitating linkages from the riverfront trail system to the urban area. As development or

redevelopment occurs, construction of trails, paths, bike lanes and pedestrian facilities in accordance with the adopted plan either occurs with the development or the City constructs the same with the collection of the Transportation Capacity Payment (TCP) as part of a more comprehensive capital improvement project.

The Urban Trails Master Plan shows the following proposals within the South Downtown Neighborhood.

- Bike Lanes on South 5th, 7th and 9th Streets, Struthers Avenue, D Road/Riverside Parkway, River Road/Riverside Parkway and 27-1/2 and C-1/2 Roads
- Off-street Trails (primarily riverfront trails) connecting from the Riverside Neighborhood, through the Jarvis Property and the Botanic Gardens/Las Colonias Park and east to 28 Road

The South Downtown Neighborhood Plan proposes the following additions/changes to the Urban Trails Plan. The Trails Plan adopted for the South Downtown Neighborhood (Appendix F) will amend the Urban Trails Plan.

- The future off-street trail east of 27-1/2 Road is shown along the River rather than alongside C-1/2 Road.
- The Plan also provides more specific guidance in terms of pedestrian development along the streets as part of the street cross-sections described above and included in Appendix G.

Riverside Parkway Pedestrian Overpass. It is envisioned that eventually there may be need for one or more pedestrian overpasses from the Commercial Core areas to the riverfront areas and Las Colonias Park. Development, activities and uses in the future park and types of development along the north side of the Parkway will dictate where these may be needed based on the level of pedestrian traffic. An overpass on the western end of the area in the vicinity of 7th or 9th Street could also serve as an entrance feature to the neighborhood as further discussed in Section 6.

Public Transportation (GVT). Grand Valley Transit (GVT) does not presently serve the South Downtown Neighborhood Area. The closest stops are north of the railroad tracks on South Avenue. Future transit needs within the South Downtown area will need to be monitored as more areas are developed or redeveloped and as Las Colonias Park becomes more developed and active.

Development Standards. The community desires to improve the visual character of the South Downtown Neighborhood areas that are most visible along major public corridors or from the major public spaces. Consequently, the Plan promotes a higher quality built environment through improved architectural character, reduced visual clutter and enhanced streetscape. These elements are addressed through the South Downtown Neighborhood Zoning Overlay detailed

in a companion document to this Plan. The elements of the overlay are intended to augment the zoning district standards in the Zoning and Development Code.

Economic (Re)Development. The changes that are occurring in the South Downtown Neighborhood such as completion of the Riverside Parkway and planning for the future development of Las Colonias Park have already had a positive influence on the area. Many properties have been renovated or redeveloped, new uses are relocating to the area and property values are generally on the rise. The South Downtown Neighborhood Plan envisions this trend continuing and being enhanced by the following redevelopment concepts:

- Allow existing heavy industry to remain, taking advantage of rail spurs within the area.
- Intensified commercial edge along the north side of the Riverside Parkway with opportunities for mixed use development.
- New general commercial, retail and residential uses will provide activity at the edge of the park after business hours to create a safe park environment that gives “ownership” of the park to the adjacent local business owners and residents.
- New retail and commercial uses such as restaurants, shops and personal services between 7th and 9th Streets to serve the employees, recreational users and residents of the neighborhood.
- Commercial Industrial uses bridge the existing industrial and the new Corridor Commercial district.

Positive changes to the South Downtown area are also expected to gain support and momentum from the following:

- A city wide comprehensive plan that is in the initial stages and is expected to be completed within the next two years. This plan is expected to take into account the investment in major infrastructure improvements such as the Riverside Parkway and is intended to provide guidance for smart growth such as maximizing existing infrastructure.
- The South Downtown area is included in the area of the city that is eligible to participate in an *Infill and Redevelopment Program*. The program reviews requests for incentives on proposed infill and redevelopment projects. More information about this program is available at www.gjcity.org.

In addition, discussions with the Grand Junction Economic Partnership, Business Incubator, Manufacturers’ Council and Chamber of Commerce during development of the South Downtown Neighborhood Plan brought to light many opportunities for the area, the majority of which is within the established Mesa County Enterprise Zone. The Plan outlines goals, policies and strategies that can be used to further the economic (re)development of South Downtown with the following ideas.

- Need for flex space for different types of small business – new to area or graduating from the Business Incubator. Opportunity for these businesses to serve employee base, residents and recreational users in the area.
- Opportunity to develop additional incentives for redevelopment that has taken advantage of partnerships and/or assembled parcels of land totaling a minimum of ½ acre or more
- Allow for live-work opportunities
- Opportunity to develop partnerships

6 OTHER PLAN ELEMENTS

ENTRYWAYS

Important intersections in the street network offer opportunities to develop a unique theme and identity for the South Downtown Neighborhood. The primary intersections vary in scale and include the southwest entry at 5th Street and the Riverside Parkway, South 7th Street at the Railroad Tracks and the Riverside Parkway and 28 Road on the east side of the Neighborhood. Each of these should be developed according to general concepts and criteria that are appropriate for their scale, function and importance.

5th Street/Riverside Parkway. There are opportunities to celebrate the entry into Grand Junction and the South Downtown Neighborhood at the 5th Street bridge and Struthers Avenue area in conjunction with the Western Colorado Botanical Gardens with attractive low scale signage and sculpture. In addition, there are smaller monuments at various points along the Riverside Parkway that indicate to motorists that they are approaching or traveling on the Riverside Parkway (shown below). Due to the scale of the 5th Street/Riverside Parkway intersection and the publicly-owned area around it, this intersection affords the opportunity to create a monument/sculpture of a much larger scale to mark the entrance and give identity to the South Downtown Neighborhood and/or to this “Grand Junction”.

Another possibility in this vicinity is if a pedestrian overpass is desired/needed near the 7th Street/Riverside Parkway intersection it could serve several purposes: pedestrian access across the Parkway, include design elements that give a distinct character to the South Downtown Neighborhood and integrate with surrounding open space, pocket parks and/or water features at the landings on each side of the Parkway.

South 7th Street/Railroad Tracks. There is an existing silo on the Mesa Feed property that marks the entrance into the South Downtown Neighborhood as you travel south on 7th Street. It is of a scale that is visible from the southern perimeter of downtown and represents the historical agriculture and industrial base upon which South Downtown has developed. Such a structure could be

enhanced and/or replicated to become an even stronger element at this major entrance to the area.

28 Road/Riverside Parkway. This intersection is a smaller scale than the others but a neighborhood entry could be created, particularly along the north side. The sense of arrival at this location could be created through a water feature, public art, an architectural feature with signage paving patterns and/or landscaping. The design of the entry feature should be of the same character of those that might be created at the other major entry points.

STREETSCAPE/CONNECTIONS TO DOWNTOWN



The South 7th Street and South 9th Street corridors are the primary street and pedestrian links between the downtown core and the South Downtown Neighborhood. These connections can be improved by developing an enhanced streetscape that provides visual consistency and clearer, safe access for pedestrians, bicyclists and vehicles. In order to improve these connections, the South Downtown Neighborhood Plan proposes the streetscape improvements described below and as depicted in the Development Concepts in Appendix G.

- **South 9th Street Streetscape.** The streetscape plan for South 9th Street is to develop similar to what presently exists along South 7th Street with a more defined hardscape of curb and gutter, enhanced pedestrian facilities and street trees. This design improves the visual quality of the corridor without requiring improvements on private property or compromising adjacent uses. The design also allows the street to function for the commercial/light industrial traffic that it carries as well as provides

for a more comfortable pedestrian or bicycle environment since South 9th Street may be used by the public to access business/commercial areas and Las Colonias Park.

- **South 7th Street Streetscape.** The streetscape plan for South 7th Street should be enhanced with a similar design as what is currently under construction on 7th Street south of Grand Avenue. Generally, the design would continue the 7th Street boulevard treatments from downtown, Ute and Pitkin to the Botanical Gardens and riverfront area with additional street trees, historic street lights, street furniture and public art. This design would create a more consistent visual character to connect the South Downtown Neighborhood with the traditional downtown area and improves the visual design of the corridor and emphasizes its use as the primary public north-south corridor through the neighborhood. The design features enhanced pedestrian facilities with colored concrete, pedestrian safe zones at the “bulb-outs” for easier crossing and additional landscaping.

JARVIS PROPERTY MASTER PLAN

The City completed an initial planning analysis for the City-owned property on the west side of 5th Street between the Colorado River and the Riverside Parkway known as the Jarvis Property. The property is constrained by natural features and the encroachment of the Parkway, but does have approximately 43 acres of developable land.

The initial study was to chart a direction for revitalization of the property. It summarized the key assets, identified some important issues and potential impediments to development, analyzed current market conditions and outlined a concept for organizing potential development of the property. The property and potential project are viewed as a unique opportunity for the City to chart the future of a rare property type, a place where it may be possible to provide a mix of uses, including residences, along the bank of the Colorado River. The major concepts for potential development of the Jarvis Property are outlined below, excerpted from the Master Plan report. A conceptual plan is included as Appendix H.

The Urban Village Concept. The key concept for land uses is to create a mixed-use village, which offers the opportunity to live and work within a neighborhood that promotes pedestrian circulation. Land uses should be identified and configured to complement the existing Riverside residential neighborhood. Access points and internal streets should contain streetscape elements that result in a pedestrian-friendly environment, and on-street and off-street parking should be strategically located to minimize the visual impact of automobiles and service/loading zones.

Commercial uses should be concentrated in a “Village Center” and include mixed-use development that contains retail and restaurant uses to serve the new development and existing Riverside neighborhood. Additional uses include upper-story office space and residential components, as well as public open space such as small hardscaped plazas and/or parks. The Village Center should integrate community services and/or civic facilities, when feasible.

Residential development should be targeted along the edge of the riparian corridor to take advantage of the proximity to the river, trail system and views. Residential development should contain a variety of product types including lofts, townhomes, condominiums and apartments. Flexible uses that permit light assembly and manufacturing would be internally located in a campus-like setting that may include some live-work opportunities. Light industrial uses would also be targeted to the eastern edge of the site, near the railroad tracks and existing heavy industrial uses.

The Riverside Parkway. The City is currently constructing the Riverside Parkway that will run through the Jarvis Property. This will be a major arterial that will carry traffic to, and through, the site. This roadway will dramatically improve access into the area for motorists. It does, however, present some potential impediments for pedestrians who seek to walk from the Jarvis Property to downtown, although these will, to some extent be mitigated by the Parkway design.

The advent of the Parkway also provides an opportunity to change the image of the site. For some, the Jarvis Property is seen as an undesirable place, in part because portions of it have an industrial heritage, but the Parkway will bring more people to the area who will see it with a fresh perspective, and many will recognize its inherent beauty and desirable location.

The Parkway also will introduce some noise. Residential uses should be located away from the road, while special assembly and professional uses will do well close to it. At present, one intersection is planned at Hale Avenue. Another intersection should also be provided, at the approximate midpoint of the property.

Habitat Restoration Area. A backwater pond exists at the southeastern edge of the property, along the river edge, which provides habitat for endangered fish and other wildlife. The pond should be treated as an asset, a focal point for the site, while maintaining necessary protective measures.

Riverfront Trail and Parks. The Riverfront Trail is a key asset to the Jarvis Property and South Downtown as a whole. New development, especially residential uses, should be constructed to overlook the trail, while providing an appropriate landscape separation. Pocket parks that exist along the trail should be enhanced, and additional ones should be constructed to provide a sting of public spaces along it.

Riverfront. The riverfront should be improved to enhance views to the river and some access to the water edge should be created. Intrusive vegetation should be removed and amore native system should be restored.

Power Lines. High voltage transmission lines traverse the site. The development envisioned in the Jarvis Property Master Plan requires their relocation.

Floodplain. A substantial portion of the Jarvis Property lies within the 100-year floodplain as defined by FEMA maps. The land should be elevated for development.

While the South Downtown Neighborhood Plan does not wholly incorporate the details of the Jarvis Property Master Plan, it does acknowledge the potential for this type of development. The South Downtown Future Land Use Map indicates the Jarvis Property has Open Space/Park and Mixed Use. The zoning will correspond with these land use categories, with CSR and Mixed Use zone districts. The Mixed Use zone district would allow for development of the Jarvis Property using concepts such as those depicted in the Jarvis Property Master Plan but can also accommodate a different mix of uses if deemed appropriate in the future.

APPENDICES



Residential and Commercial Land Use



Light Industrial Land Use



Heavy Industrial Land Use



Recreation/Open Space Land Use and Historic Structure

Architecture



Shopping District



Seventh Street



Site Photos

Architectural Examples

APPENDIX B
Summary of Concept Evaluation

GENERAL UNDERLYING CONCEPTS/THEMES

- 1. Create/maintain/enhance a green waterfront** (92% Strongly Agree/Agree)
- 2. Recognize existing heavy industry** (61% Strongly Agree/Agree, 20% Neutral)
- 3. Recognize existing rail spurs** (64% S Agree/Agree, 30% Neutral)
- 4. Recognize primary indus streets (9th and 12th)** (74% Strongly Agree/Agree)
- 5. 7th Street will be primary public access** (94% Strongly Agree/Agree)
- 6. Establish and improve entry points into the area** (95% Strongly Agree)
- 7. Improve connections to downtown** (95% Strongly Agree/Agree)
- 8. Recognize Jarvis & Park Concepts**
(67% Strongly Agree/Agree for Park, less re: Jarvis, 23% Neutral)
- 9. Create/enhance redev opportunities/partnerships** (72% S Agree/Agree)
- 10. Create a tier around heavy industrial for different/mixed uses to transition/screen Parkway to Heavy Industry** (67% S Ag/Agree, 23% Neutral)
- 11. Improve streetscape on 7th and 9th Streets** (74% Strongly Agree/Agree)
- 12. In the area between Las Colonias Park and 28 Road, create a street system that encourages traffic to NE** (46% S Agree/Agree, 38% Neutral)
- 13. Discourage traffic on C-1/2 Road through low-density residential area east of 28 Road** (69% Strongly Agree/Agree)
- 14. Discourage traffic on C-1/2 by disconnecting key streets**
(51% Disagree/Strongly Disagree, 23% Neutral) Concept not supported

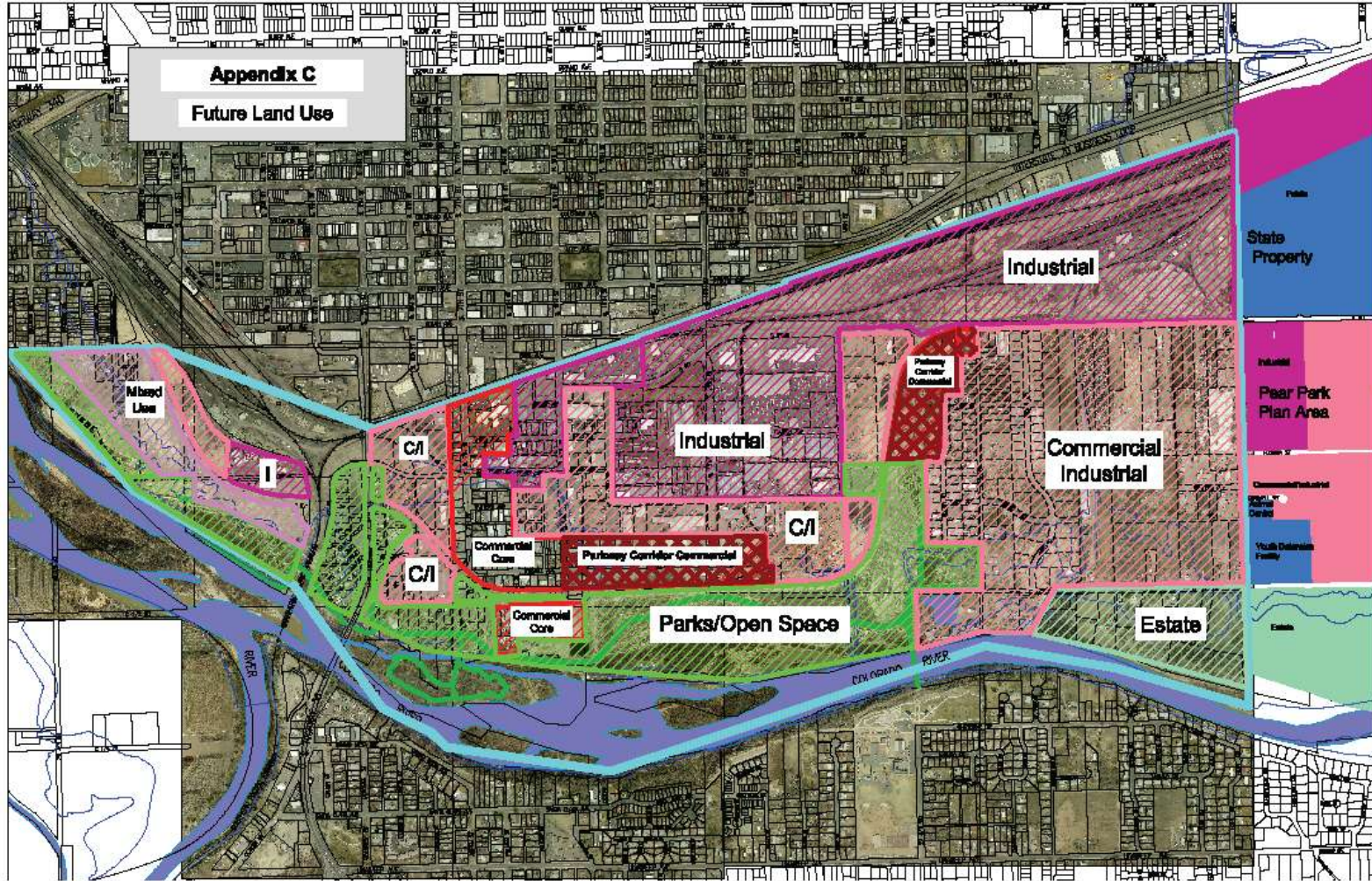
CONCEPTS FOR VILLAGE DEVELOPMENT

- 15. Create a wider variety of uses** (62% Strongly Agree/Agree)
- 16. Increase retail opportunities** (74% Strongly Agree/Agree)

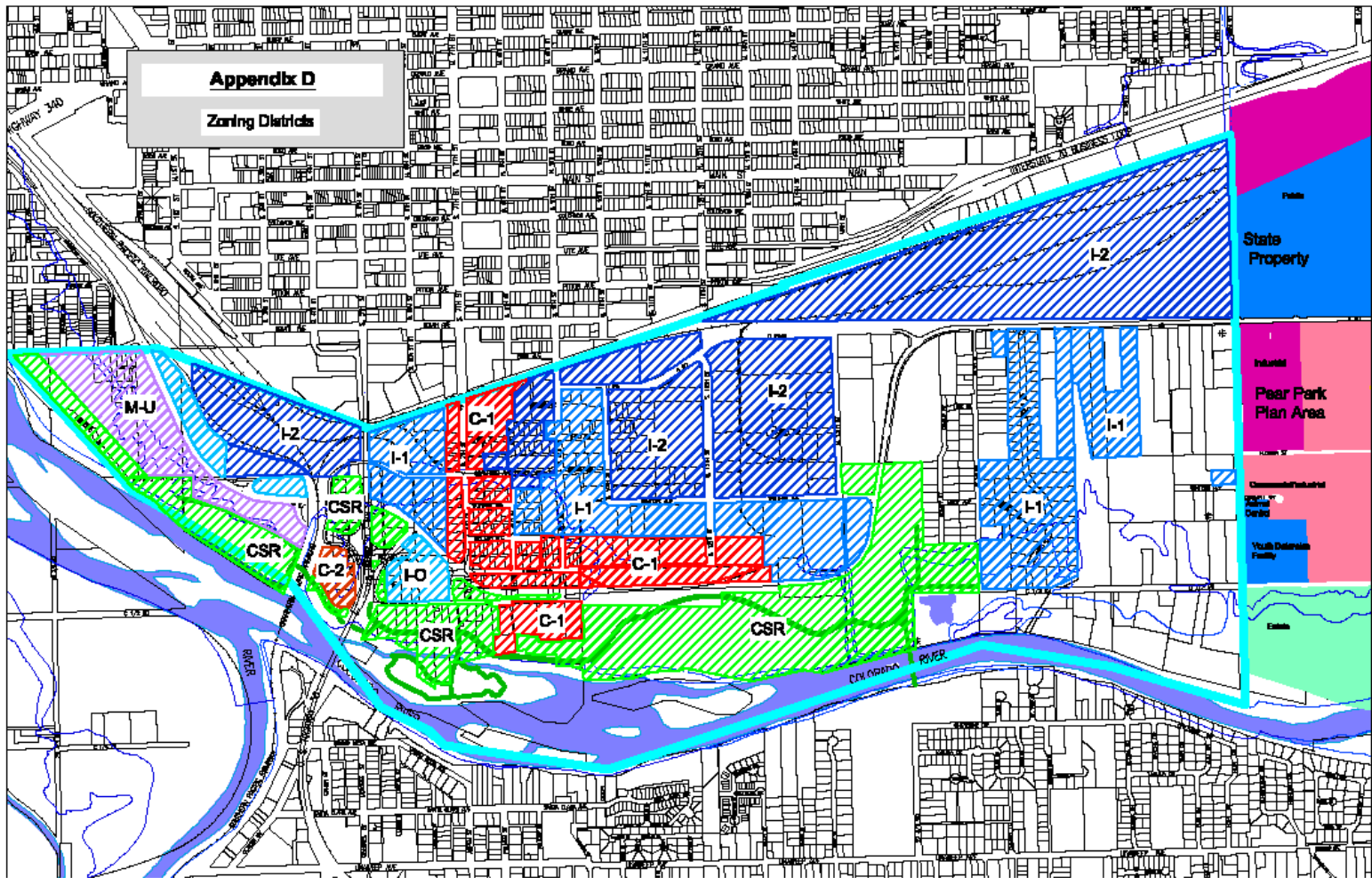
- 17. Create opportunities for medium/high density residential such as townhomes, condos and apartments** (49% S Agree/Agree, 33% Disagree)
Concept of separate residential areas not strongly supported
- 18. Create opportunities for mixed use either within a site or within a building such as commercial/retail/resid or office/services/residential)**
(77% Strongly Agree/Agree but several excluded residential)
- 19. Minimum height of structures along north side of Riverside Parkway of at least 3 stories** (74% Disagree/ Strongly Disagree/Neutral)
- 20. Minimum height of structures along north side of Riverside Parkway of at least 2 stories** (64% Disagree/Strongly Disagree/Neutral)
- 21. Increase light Indus/commercial uses** (64% S Agree/Agree, 18% Neutral)
- 22. Keep low density residential on Colorado River east of 27-1/2 Rd**
(64% S Agree/Agree, 23% Neutral)
- 23. Promote higher quality, “cleaner” uses (retail/commercial) in the area generally between 7th and 9th Streets** (74% Strongly Agree/ Agree)

CONCEPTS FOR INDUSTRIAL CORE DEVELOPMENT

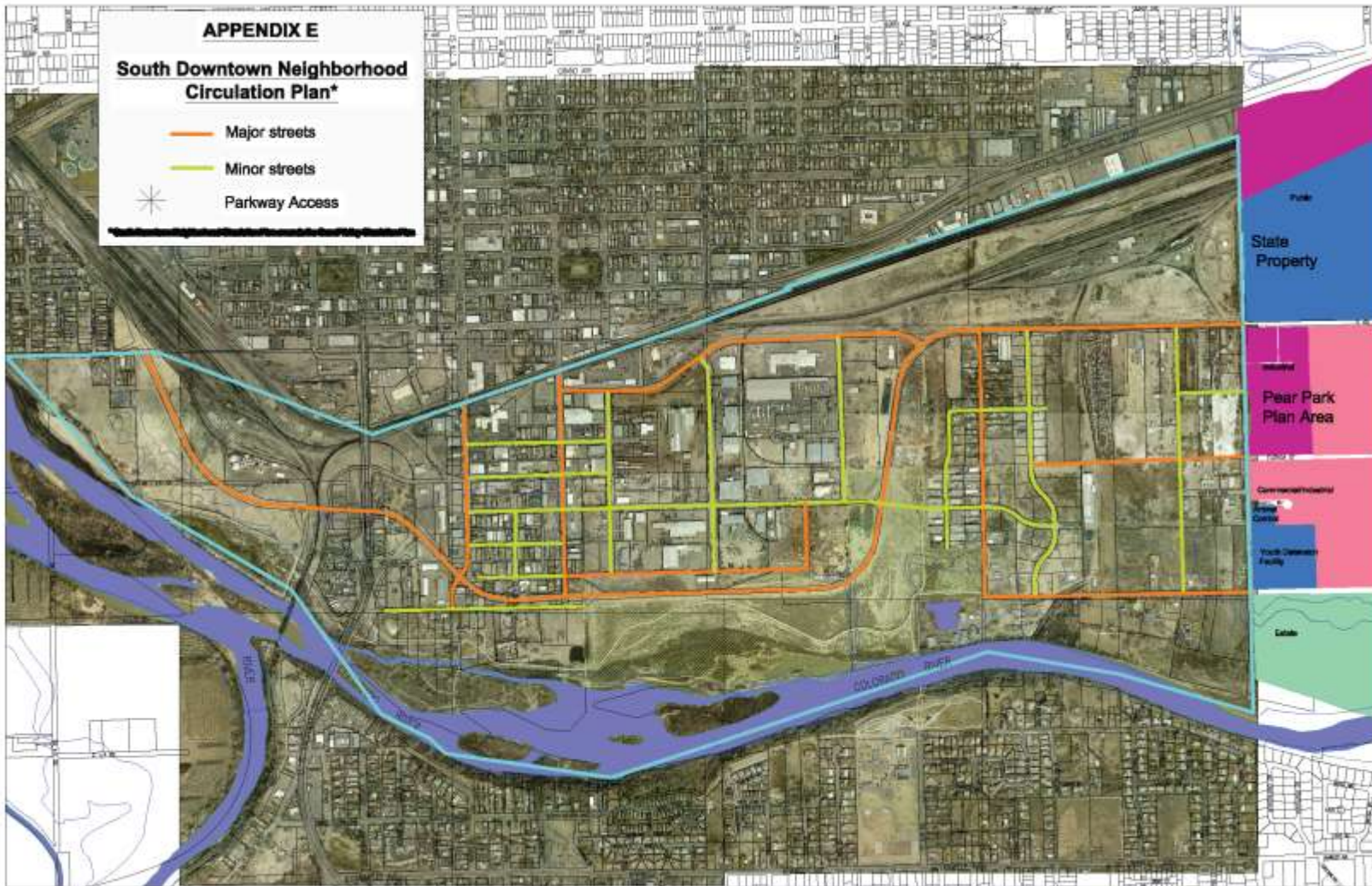
- 24. Place a greater emphasis on increasing industrial opportunities**
(41% Strongly Agree/Agree, 31% Disagree/Strongly Disagree)
Concept does not have strong support
- 25. Create more opportunities for C-1 uses** (74% Strongly Agree/Agree)
- 26. Create some transitional areas of mixed uses along 7th Street and Riverside Parkway** (79% Strongly Agree/Agree)
- 27. Minimal residential uses except for live-work opportunities in the mixed use areas** (33% Strongly Agree/Agree, 31% Disagree/Strongly Disagree)
No strong support for concept either for or against
- 28. Emphasis on redevelopment opportunities in areas with smaller parcels, e.g. between 7th and 9th** (67% Strongly Agree/Agree, 30% Neutral)
- 29. Lighter industrial uses along Colorado River east of Las Colonias to 28 Road** (59% Strongly Agree/Agree)



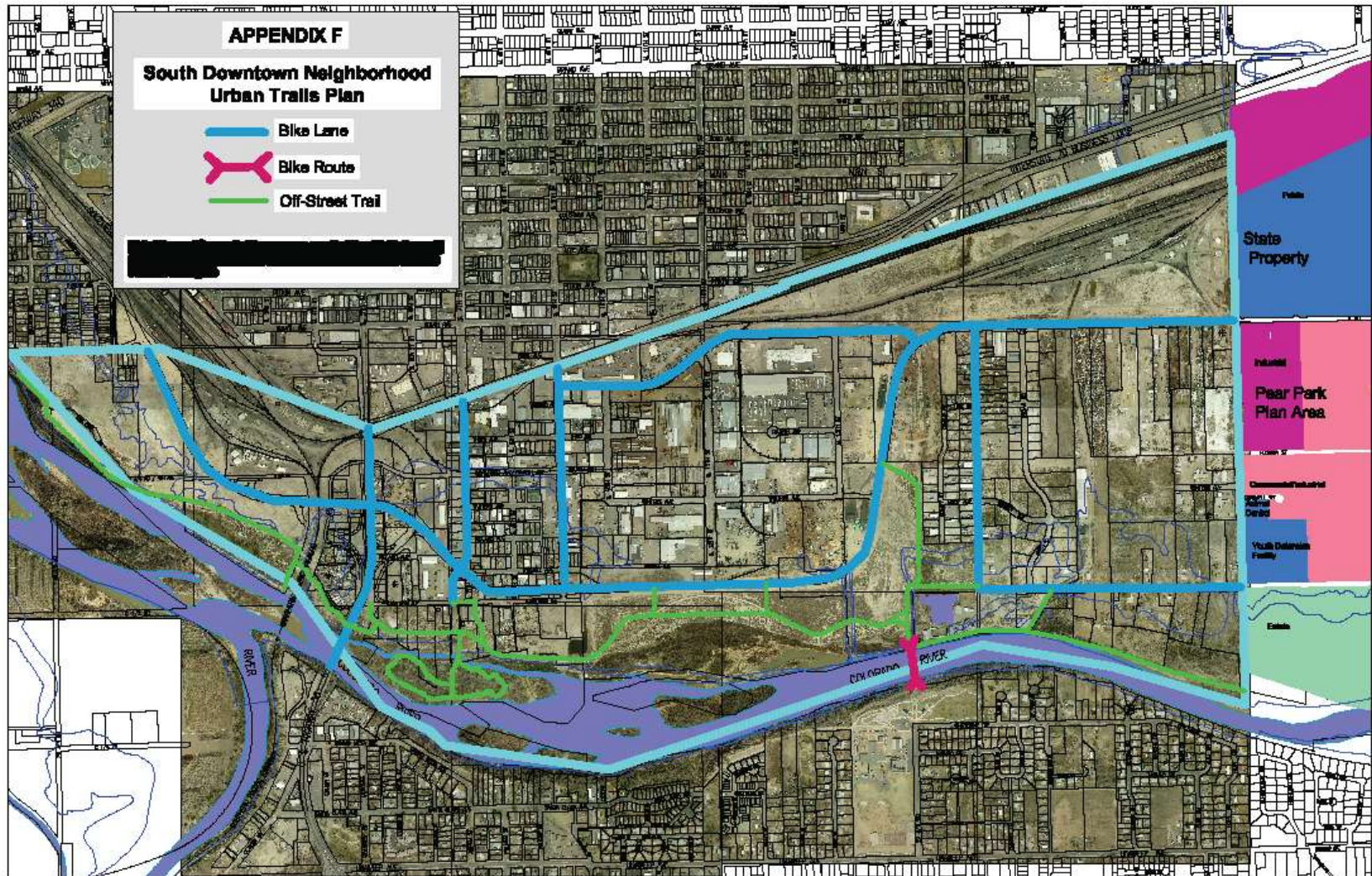
South Downtown Plan



South Downtown Plan

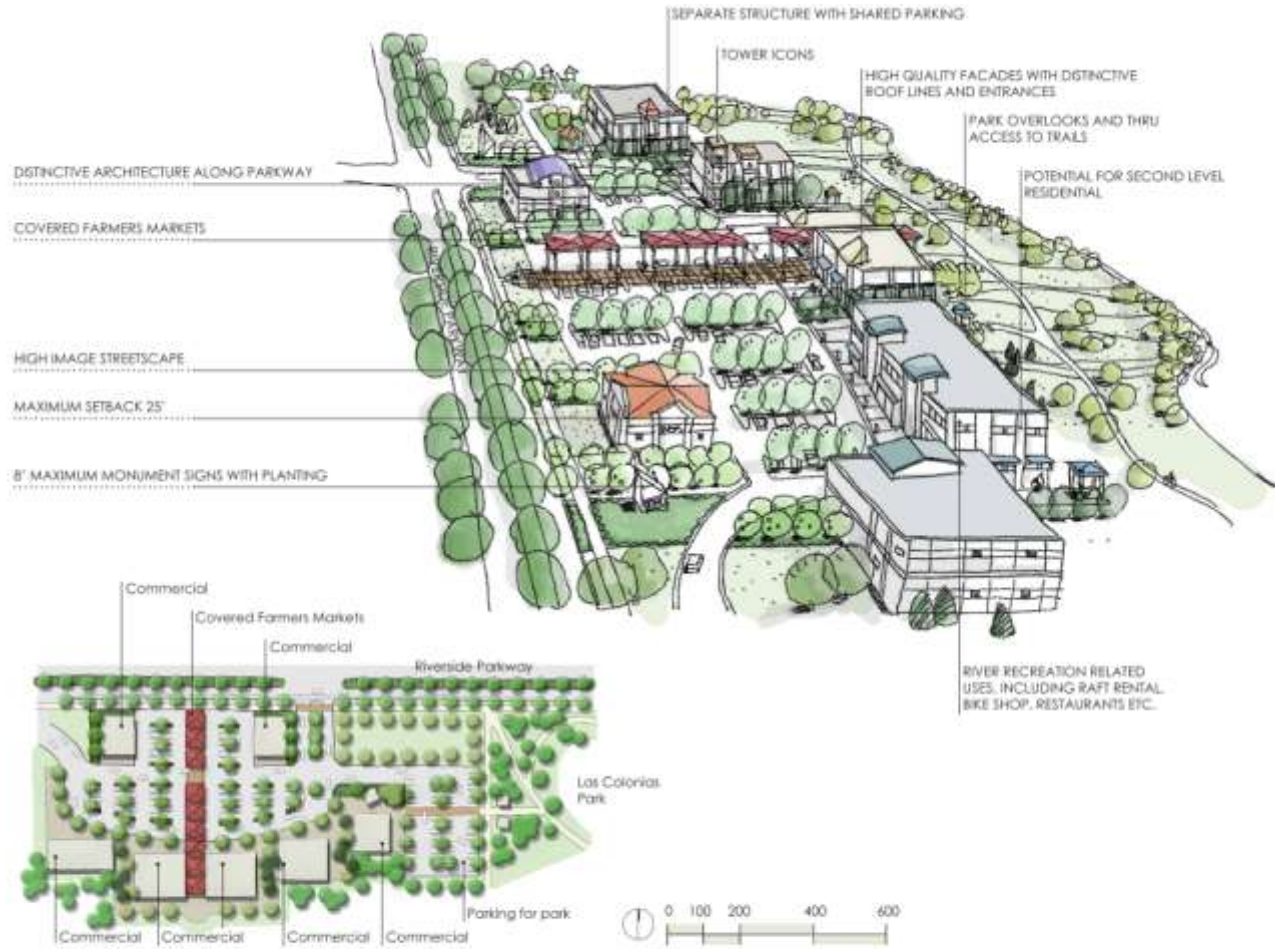


South Downtown Plan



South Downtown Plan

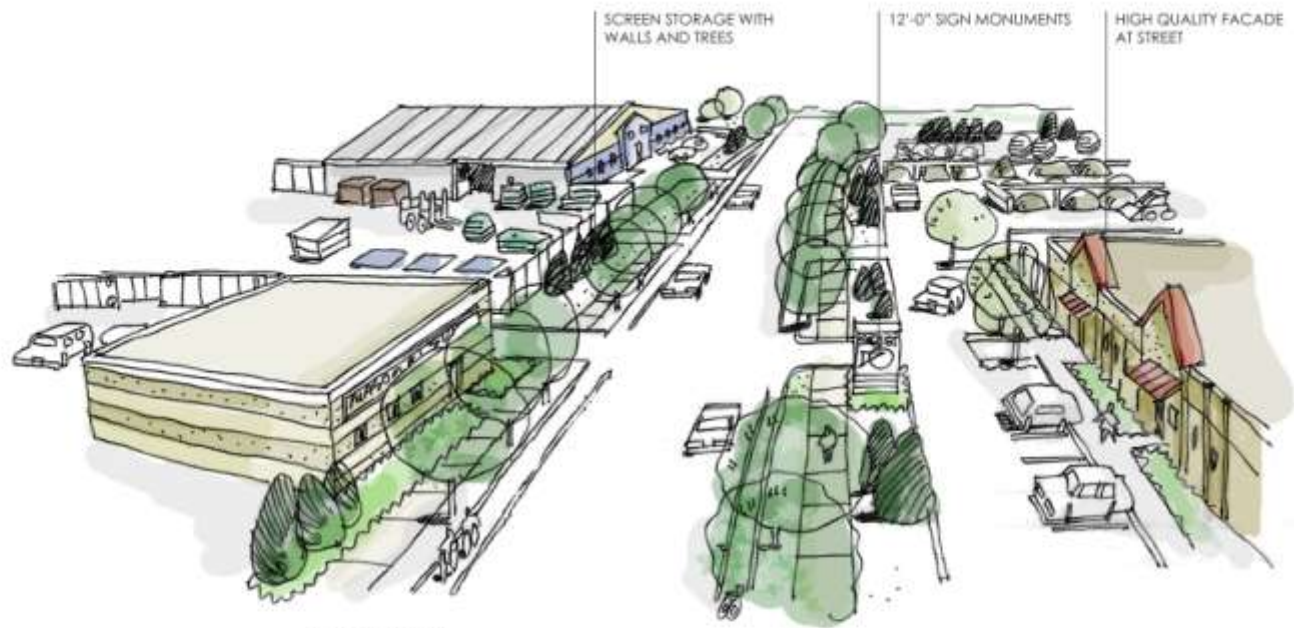
Appendix G – Development Concepts



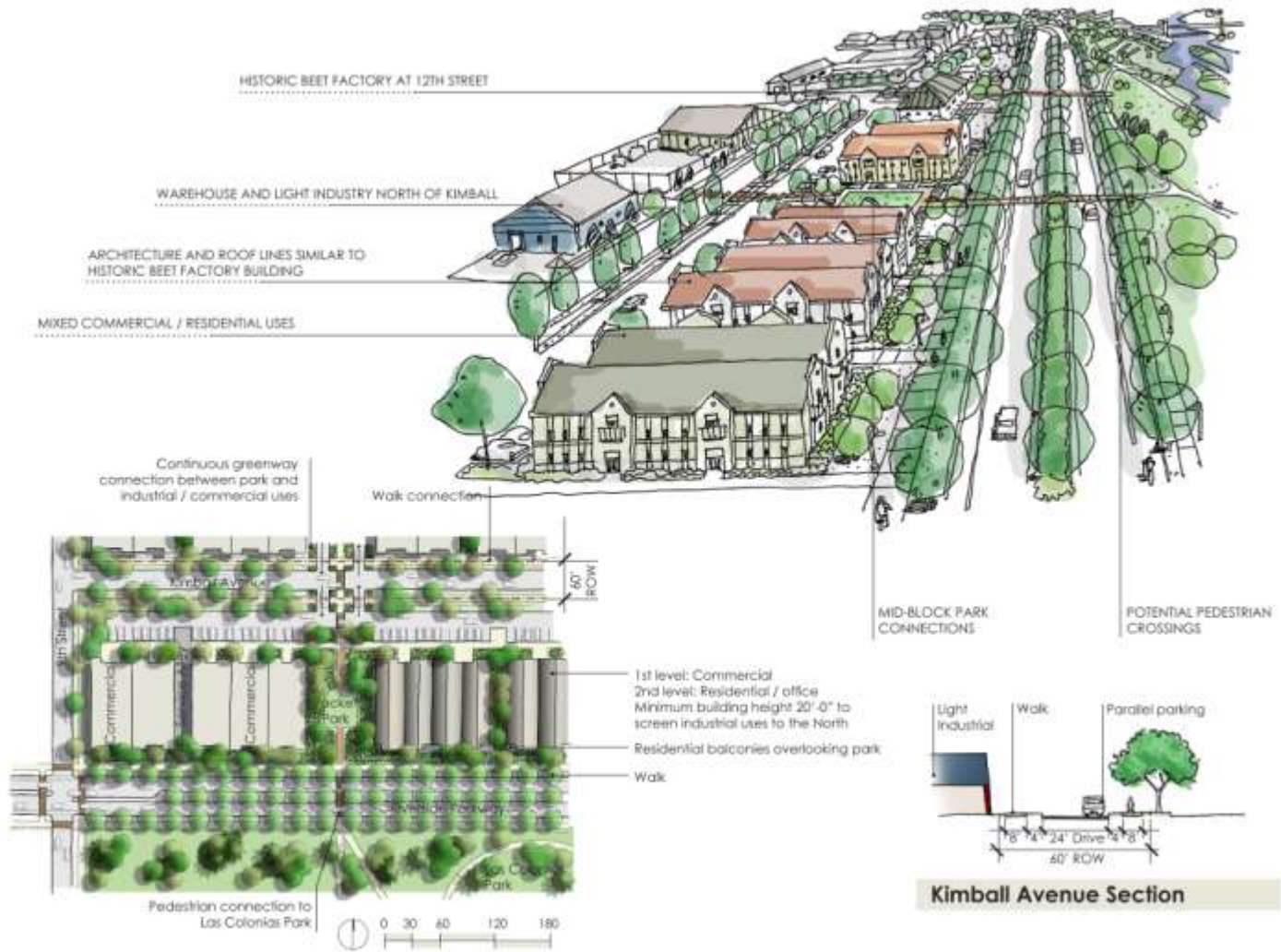
7th and Struthers Redevelopment

SOUTH DOWNTOWN DESIGN GUIDELINES

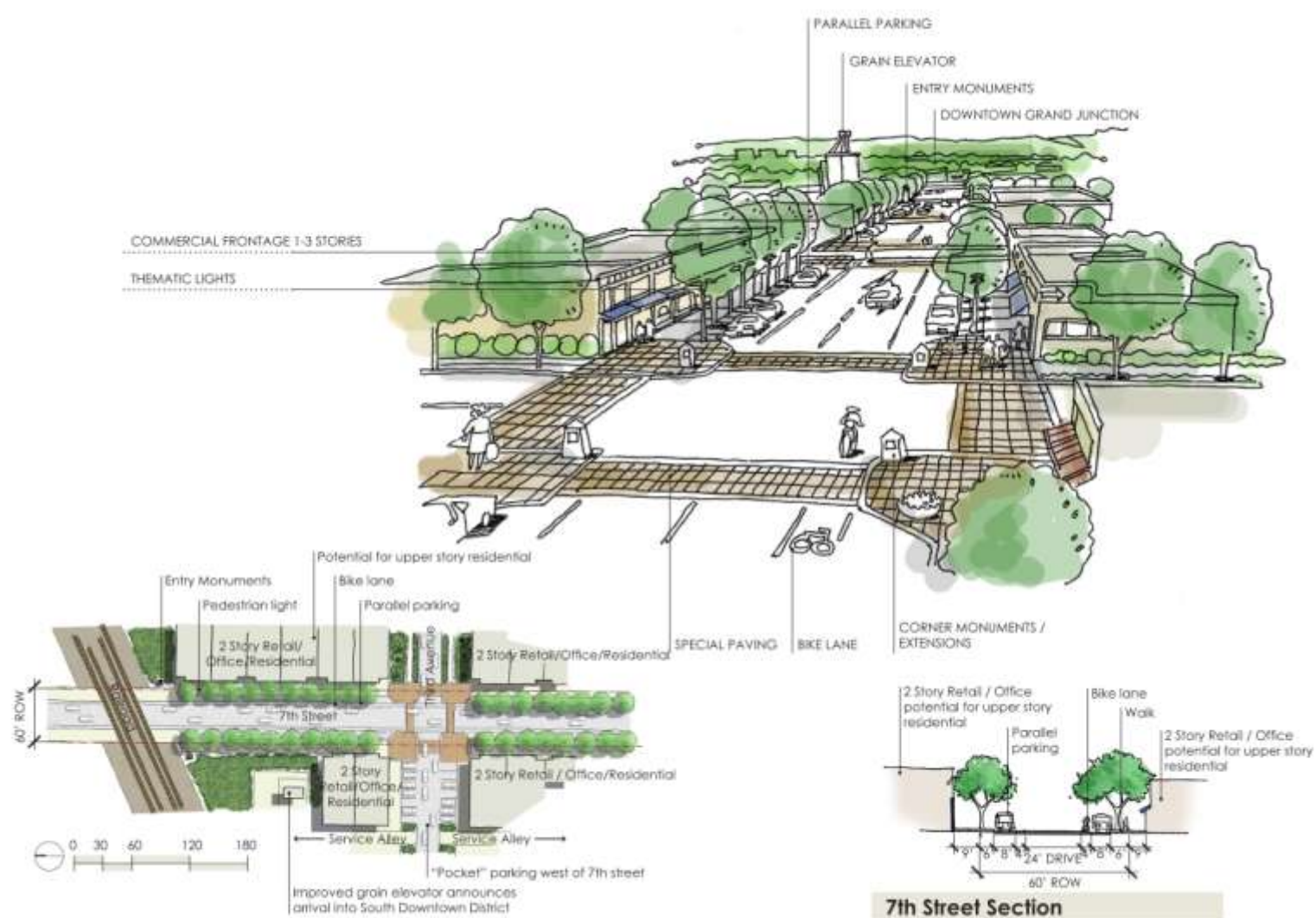
ES&S | ARCH



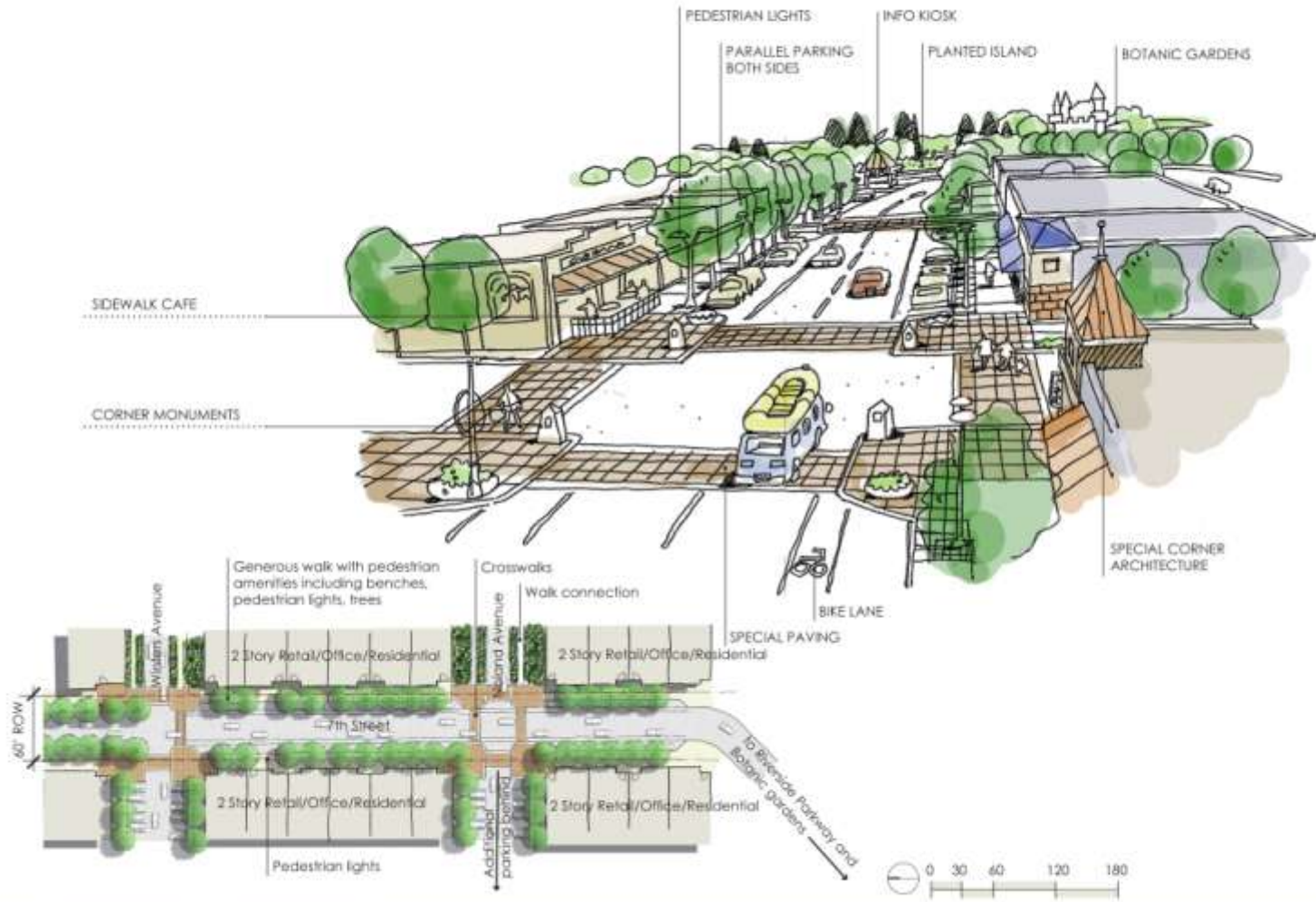
Riverside Parkway Between 27 1/2 and 28 Road



Riverside Parkway Between 5th Street East and 12th Street

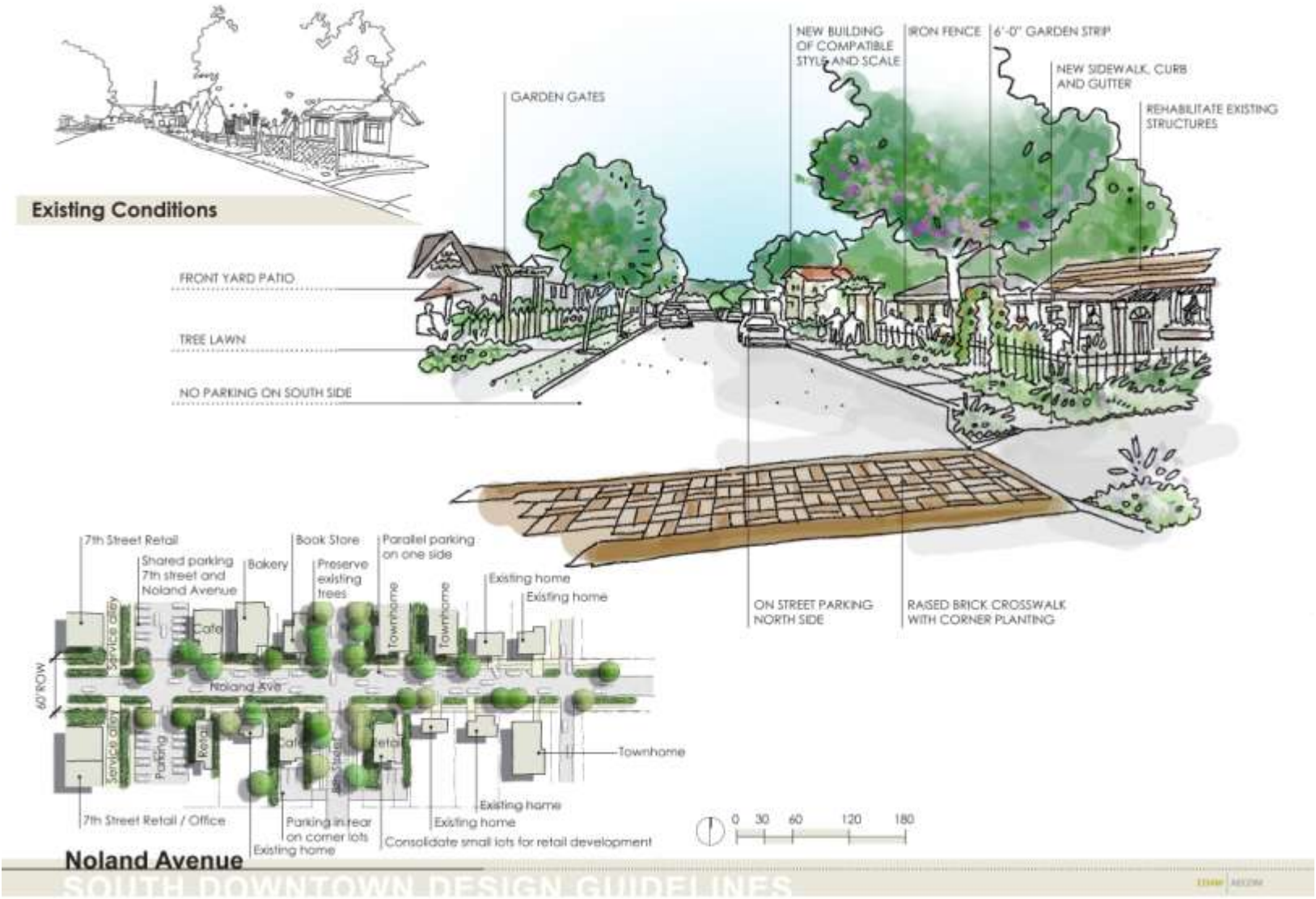


7th Street Looking North



7th Street Looking South

South Downtown Plan

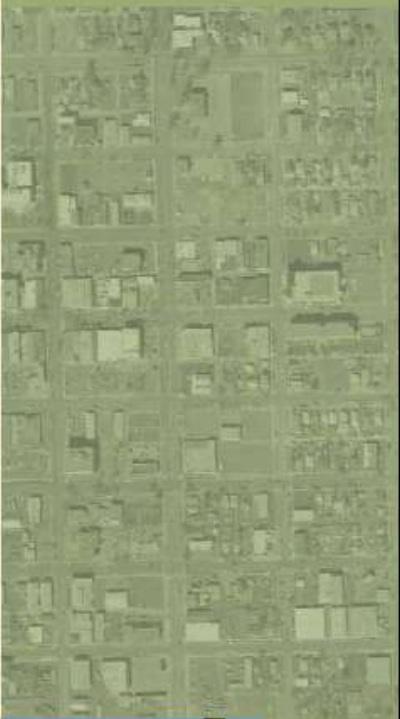


South Downtown Plan



APPENDIX H Jarvis Property Conceptual Master Plan

- Pink – Mixed Use (Office above Commercial)
- Dark Blue – Duplexes
- Light Blue – Flex Space
- Brown – Mixed (Office or Residential above Commercial)
- Light Brown/Yellow – Condo/Townhomes
- Orange – Live/Work
- Purple – Restaurant
- Lavender – Civic
- Green – Improved Landscape
- Light Green – Natural Landscape



South Downtown Neighborhood Plan Zoning Overlay



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1 INTRODUCTION

The South Downtown Neighborhood Plan Zoning Overlay is intended to provide guidance and criteria for the planning, design and implementation of public and private improvements in the South Downtown Neighborhood. If properly administered and adhered to, the standards should result in public and private development improvements (or a combination thereof) that achieve, as a minimum, a common level of quality in terms of site design, architectural design, landscaping and other site improvements. The development concepts are illustrated in the drawings in Appendix A. The Land Use categories and zoning districts referenced herein are as shown on the South Downtown Neighborhood Future Land Use Map (Appendix C) and the South Downtown Zoning Map (Appendix D).

The general purposes of the standards are:

- To establish a practical, interconnected system of streets, pedestrian circulation, greenways and trails that allows easy orientation and convenient access for all modes of transportation.
- To accommodate a broad mix of development types that support and encourage alternative transportation, especially non-motorized and transit.
- To coordinate (re)development with existing plans – Urban Trails Plan, Las Colonias Park Master Plan, long term plans of the Botanical Gardens, long term concepts for the City-owned Jarvis Property

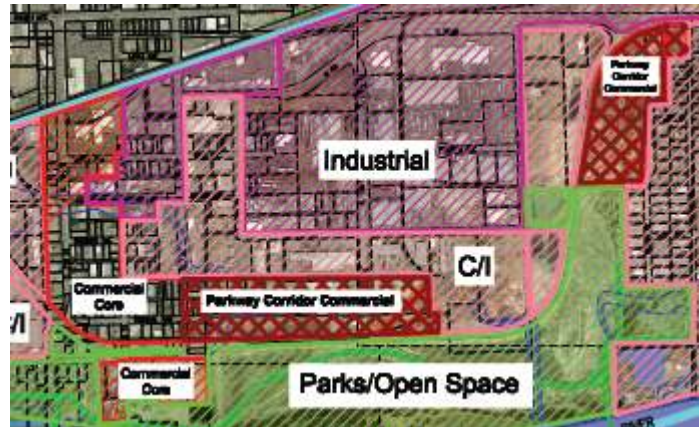
These standards supplement other development regulations such as the City of Grand Junction Zoning and Development Code, which includes detailed criteria by zone district, planned development regulations, design and improvement standards, supplemental use regulations and sign regulations and the City Transportation and Engineering Design Standards (TEDS). In the instance the following standards are silent on a development concern, the existing regulations shall apply.

The standards identify design alternatives and specific design criteria for the visual character and physical treatment of private development and public improvements within the South Downtown Neighborhood. They are adopted through an overlay zoning district, which will establish the means by which the standards are administered and enforced.

2 CORRIDOR COMMERCIAL

The purpose of the corridor commercial areas of the South Downtown Neighborhood is to provide concentrated retail, service, office and mixed uses not including major/regional shopping centers or large outdoor sales areas. The South Downtown Corridor Commercial areas promote the vitality of the entire South Downtown Neighborhood. Pedestrian circulation is encouraged as much of this area provides the main link between the City's traditional Downtown Area and Las Colonias Park, the Botanic Gardens and the Colorado River corridor.

The following standards apply to the Corridor Commercial (Commercial Core and Parkway Corridor Commercial) land use category and the C-1 zoning district as shown on the South Downtown Neighborhood Future Land Use Map (Appendix C) and the South Downtown Zoning Map (Appendix D) and generally shown on the map below (red cross-hatching).



ALLOWED USES

The uses allowed in the Corridor Commercial areas are listed in the Table in Appendix B. This table modifies the uses allowed in the Light Commercial (C-1) Zone District in Table 3.5, Use/Zone Matrix of the Zoning and Development Code to more specifically address the needs and desires of South Downtown.

INTENSITY/DENSITY

Subject to the density bonus provisions and other development standards of the Zoning and Development Code, the following Intensity/Density provisions shall apply:

- There shall be no maximum gross density within South Downtown Corridor Commercial areas;
- Nonresidential intensity shall not exceed a floor area ratio (FAR) of 8.0;
- Minimum net density shall not be less than eight (8) dwellings per acre if the only uses are residential. Minimum density shall not apply to mixed use development.

MIXED USES

There shall be no maximum residential density for projects that have a mix of uses in the South Downtown Corridor Commercial areas.

STREET DESIGN

Effective and efficient street design and access shall be considerations in the determination of project/district intensity and shall be in accordance with the South Downtown Neighborhood Circulation Plan.

OPEN SPACE REQUIREMENT

Multifamily or mixed use developments in the South Downtown Corridor Commercial areas shall not be subject to the open space requirements of Section 6.3.B.7 of the Zoning and Development Code but shall be required to pay 10% of the value of the raw land of the property as determined in Section 6.3.B of the Code.

PUBLIC PARKS AND OPEN SPACE FEE

The owner of any residential or mixed use project in the South Downtown Commercial Corridor zone district shall be subject to the required Parks Impact Fee.

SERVICE ENTRANCES

Service entrances, service yards and loading areas shall be located only in the rear or side yard. In the South Downtown Commercial Core a six-foot (6') high solid fence or wall of stone, wood or masonry shall screen: each service yard or area from adjoining single family residential zones and uses which are not separated by a street (not counting an alley or any easement).

BILLBOARDS

Off-premise signs and billboards as defined by the City of Grand Junction Zoning and Development Code are not allowed within the Corridor Commercial areas of the South Downtown Neighborhood.

PERFORMANCE STANDARDS

Development and redevelopment within the Corridor Commercial areas in the South Downtown Neighborhood shall be designed to develop a coherent character in site improvements, streetscape and architectural character. The following standards are intended to create this consistency. For purposes of this section, the South Downtown Corridor Commercial area is made up of two subareas as shown on the Future Land Use Map (Appendix C): **Commercial Core** and **Parkway Corridor Commercial**. The Conditional Use Permit criteria outlined below applies to residential uses in both the Commercial Core and Parkway Corridor Commercial.

1. Conditional Use Permits for Residential Uses

Appendix B lists the uses allowed within the South Downtown Corridor Commercial areas zoned C-1. All residential uses in these areas require a Conditional Use Permit. The following review criteria shall apply to residential uses in addition to those outlined in Section 2.13 of the Zoning and Development Code.

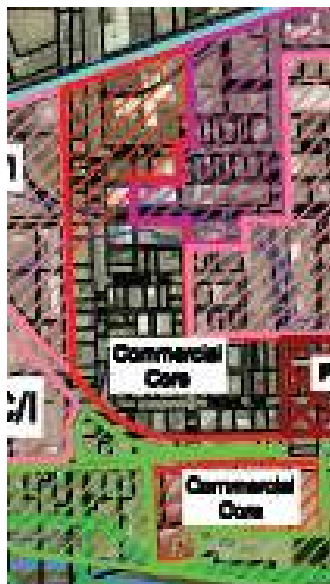
- A. Protection of Privacy. The proposed plan shall provide reasonable visual and auditory privacy for all dwelling units located within and adjacent to the site. Fences, walls, barriers and/or vegetation shall be arranged to protect

and enhance the property and to enhance the privacy of on-site and neighboring occupants.

- B. Site Planning. Structures within the proposed plan that include residential units shall be sited and the buildings designed so as to minimize direct views from the new residences to directly-adjacent industrial uses.
- C. Protection of Use and Enjoyment. All elements of the proposed plan shall be designed and arranged to have a minimal negative impact on the use and enjoyment of adjoining property.
- D. Compatible Design and Integration. All elements of a plan shall coexist in a harmonious manner with nearby existing and anticipated development. Elements to consider include: buildings, outdoor storage areas and equipment, utility structures, building and paving coverage, landscaping, lighting, glare, dust, signage, views, noise, and odors. The plan must ensure that noxious emissions and conditions not typical of land uses in the same zoning district will be effectively confined so as not to be injurious or detrimental to nearby properties.

2. Commercial Core

For purposes of these standards, the Commercial Core area is that depicted in the map below. The applicable areas are on either side of 7th Street and from the Riverside Parkway north to Noland.



Landscaping. Landscaping requirements may be waived by the Director for any property fronting on South 7th Street, and those portions of 3rd Avenue, 4th Avenue, and Winters, Noland and Kimball Avenues between 7th Street and 8th Street if streetscaping exists or will be provided and/or enhanced in the adjacent right-of-way.

Use of Front Yard/Parking. In order to prevent parking from dominating the visual setting of the Commercial Core, front yards shall be reserved for landscaping, sidewalks, driveway access to parking areas and signage. Parking is not to be located in the front yard – all parking shall be located behind or to the side of the building.

Sites shall be designed and operated so as not to increase on-street parking in front of neighborhood dwellings (such as along Noland Avenue). Onsite parking shall be provided unless the lot(s) are too small to accommodate onsite parking; in which case parking shall be provided by areas in the near vicinity that have a sufficient number of spaces and a lease agreement is in place with the owner of the property.

Outdoor Storage and Display. Outdoor storage and permanent display areas shall only be allowed in the rear half of the lot, beside or behind the principal structure. Portable display of retail merchandise may be permitted subject to the provisions of the Zoning and Development Code.

Hours of Business. No use in the Commercial Core shall open or accept deliveries earlier than 5:00 AM nor close later than 12:00 AM, unless modified through a Conditional Use Permit (CUP) approval. “Close” includes no customers on-site, no deliveries and no illumination of signs.

Signage. The Commercial Core provides a transition from the more public areas of the South Downtown Neighborhood to areas of heavier commercial and industrial uses. This consequently requires more restrictive sign regulations to maintain compatibility.

- **Sign Type.** Flush wall signs and monument signs shall be the only sign type allowed. One (1) real estate sign advertising the property for sale or lease shall not exceed ten (10) square feet.
- **Location and Size.** Monument signs shall be located at least five feet (5') behind the front property line and shall not be located in the sight distance triangle. Total sign allowance for the entire site, including flush wall and monument signs but excluding real estate signs advertising the property for sale or lease, shall not exceed sixty-four (64) square feet per street frontage. The sign allowance for one (1) street frontage may be transferred to a side of a building that has no street frontage, but cannot be transferred to another street frontage. Monument signs shall not exceed eight feet (8') in height.
- **Illumination.** Signs shall be externally illuminated only. Illumination complying with Section 7.2.F. of the Zoning and Development Code shall be limited to authorized business hours.

- **Sign Area.** The area of flush wall signs and monument signs shall be calculated as per Exhibit 4.2 of the Zoning and Development Code. Sign enhancement features such as bases, pillars, and other decorative elements as part of monument signs shall not be counted as part of the maximum square footage of the sign, provided such features do not exceed the size of the sign face.

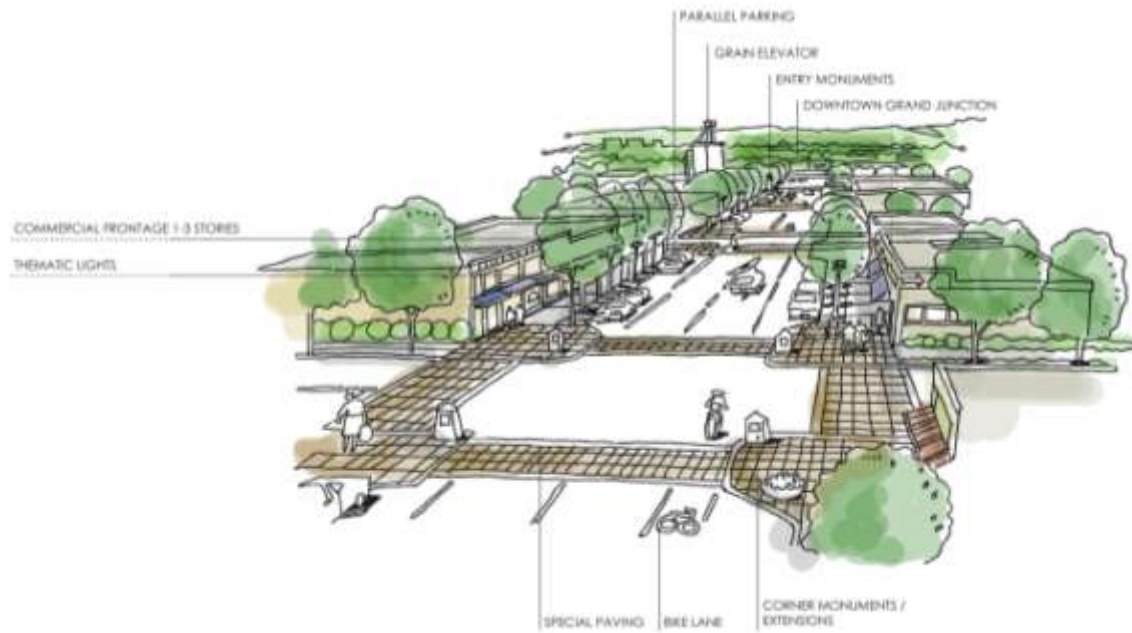
Architectural Considerations. Buildings within the South Downtown Commercial Core of South Downtown shall retain a pedestrian scale which can be accomplished through the following standards.

- **Building Alignment and Orientation Along Streets.** New buildings and additions shall be located close to the street, with a maximum setback of 25 feet. Main entrances shall open onto a street and shall align with those of adjacent buildings. Setbacks for buildings within the South Downtown Commercial Core may be reduced to zero feet (0') by the Director.
- **Building Mass, Scale and Proportion.** Maximum building size shall not exceed 10,000 square feet unless a Conditional Use Permit is issued.

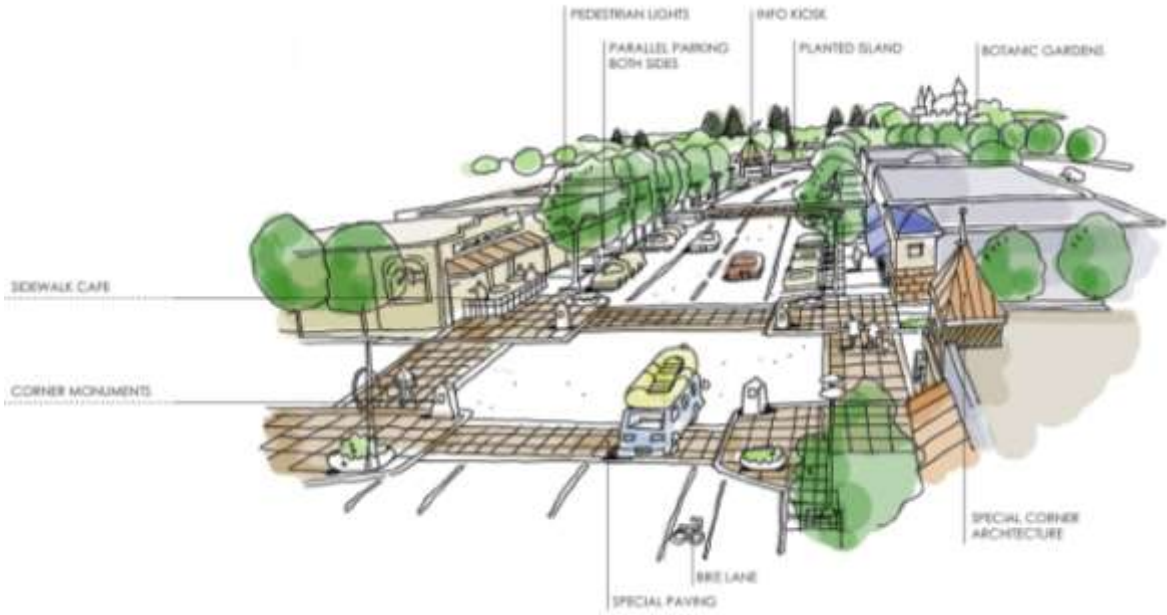
Each new building, its mass in relation to open spaces and its windows, doors, and openings shall be visually compatible. Visually compatible means compatible with adjacent and neighboring buildings including mass, shape, window, doors, openings, roof shape, roof pitch and orientation. For example, a large building shall be compatible with surrounding smaller buildings by dividing its mass into smaller components to create a building elevation that is more like the size and proportion of the nearby structures.

- **Height.** New buildings shall have the same number of stories and a height which is compatible with those of nearby structures. Two and one-half (2½) stories shall be the maximum subject to maximum height of thirty-five feet (35').
- **Roof Shape.** The roofs of new buildings shall be visually compatible with nearby structures.
- **Façade Materials.** All primary buildings shall use exterior materials that are durable, economically maintained, and of a quality that will retain their appearance over time including but not limited to stone, wood, brick, pre-cast concrete, stucco and architectural metals for accents. Facades of all metal material may be used except for building facades that face public pedestrian routes (e.g. riverfront trail) or public rights-of-way. Facades facing the pedestrian routes and rights-of-way shall be finished with the materials stated above.

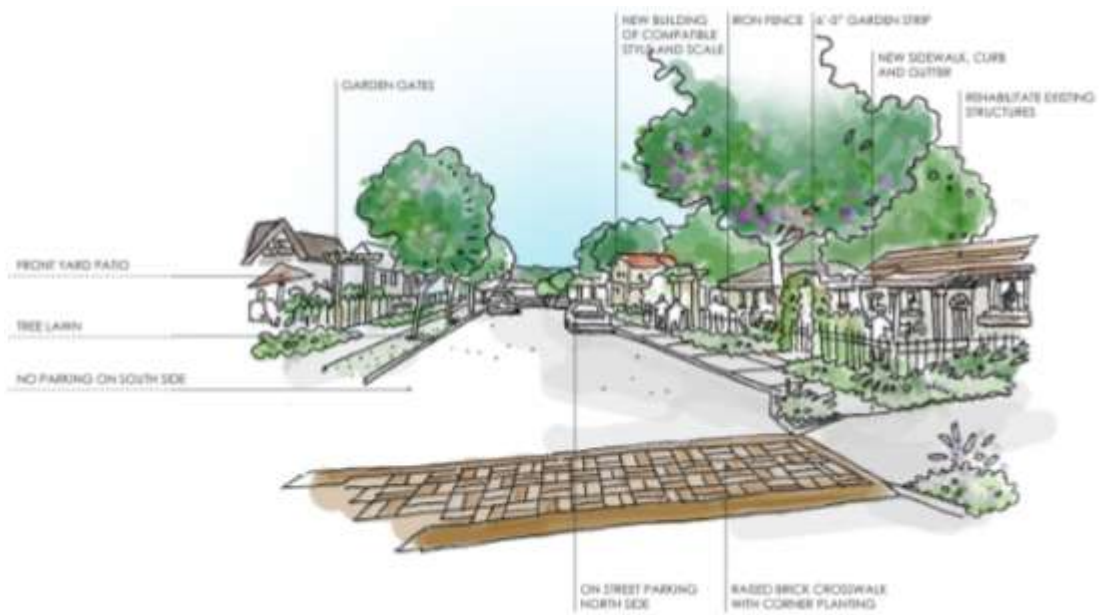
The drawings on the following pages illustrate the intent of these standards. The overlay is intended to help improve the type and quality of development in the commercial core of South Downtown; introduce and promote a wider mix of uses; and coordinate development in the area with other existing plans such as the Urban Trails Plan, the Las Colonias Park Master Plan, long term plans of the Botanical Gardens and the long-term ideas for the City-owned Jarvis Property.



7th Street Corridor Looking North



7th Street Corridor Looking South



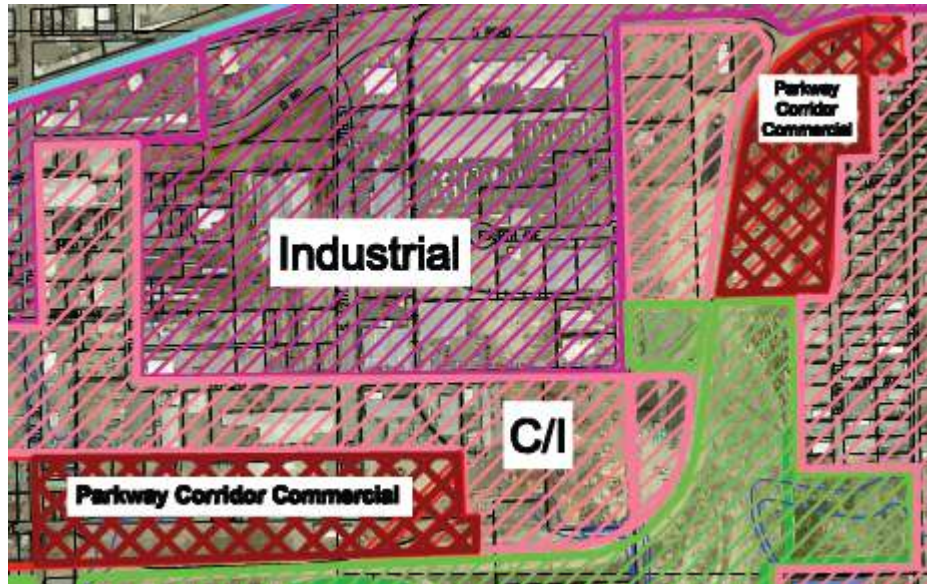
Noland Avenue between 7th and 8th Streets



Struthers Avenue between Botanical Gardens and Las Colonias Park Site

3. Parkway Corridor Commercial

For purposes of these standards, the Parkway Corridor Commercial areas are as depicted in the map below (red-hatched areas). The areas are generally located on the north side of the Riverside Parkway from 9th to 13th and south and east of the Parkway curve as it transitions to the former D Road alignment.



Landscaping. The primary goal of landscaping in the Parkway Commercial Corridor areas of the South Downtown Neighborhood is to enhance the visual character of the Parkway streetscape.

- **Parking Lot Interior Landscape.** Landscaping for the parking lot interior shall be per Section 6.5.C.1 of the Zoning and Development Code, with the following additions:
 - a. Shade trees are to be provided at a rate of one (1) shade tree for every six (6) parking spaces and distributed throughout the landscape islands, perimeter landscape and screens to maximize shade and screening.
 - b. A minimum of one (1) shrub shall be provided for every twenty-five (25) square feet of each landscape island.
- **Parking Lot Perimeter Landscape.** Landscaping for the parking lot perimeter shall be per Section 6.5.C.2 of the Zoning and Development Code with the following addition:
 - a. Turf may be allowed for up to fifty (50%) of the parking lot perimeter, at the Director's discretion. Low water usage turf is encouraged.
 - b. A minimum of seventy-five percent (75%) of the parking lot perimeter landscape shall be covered by plant material at maturity.

- **Street Frontage Landscape.** Landscaping for the street frontage shall be per Section 6.5.D of the Zoning and Development Code with the following additions:
 - a. Vegetation in the sight triangle in the street frontage must not exceed thirty inches (30”) in height at maturity.
 - b. One (1) tree for every forty (40) linear feet of street frontage (excluding curb cuts) must be provided, eighty percent (80%) of which must be shade trees.
- **Side Yard Landscape.** The first fifty feet (50’) of side yard (beginning at the front property line) shall be landscaped. The minimum width of this landscape area shall be six feet (6’) and the landscape shall include at least one (1) shade tree, or two (2) ornamental trees, or two (2) evergreen trees, with the remainder of the ground plane covered with shrubs that will grow to at least 30” in height at maturity.
- **Public Right-of-Way Landscape.** Landscaping for the public right-of-way shall be per Section 6.5.B.16 of the Zoning and Development Code. Generally, this requires landscaping the adjacent undeveloped right-of-way. Long term maintenance of this landscaping is the responsibility of the adjacent private property owner or property owners association.
- **Other Applicable Sections.** The requirements of Exhibits 6.5.A, 6.5.B, 6.5.C and 6.5.D of the Zoning and Development Code shall also apply.

Use of Front Yard (along Riverside Parkway). For parcels abutting the Riverside Parkway right-of-way, front yards shall be reserved for landscaping, sidewalks, driveway access to parking areas, and outdoor display of retail merchandise per standards below.

Outdoor Storage and Display. Outdoor storage is not allowed in the Parkway Commercial Corridor. Portable display of retail merchandise may be permitted subject to the Zoning and Development Code.

Trash dumpsters shall be fully screened and located in the rear half of the parcel or behind the principal structure unless screening of the property is already provided per the outdoor storage provisions above. In the instance of a double-fronting lot, this provision shall apply only to the Parkway frontage – trash dumpsters may be allowed in the front yard along the other street frontage.

Property Signage. Only flush wall and monument style signage shall be allowed within the Parkway Corridor Commercial areas. Flush wall signage shall be allowed per the Zoning and Development Code. Monument style signs shall be a maximum of eight feet (8’) in height with a maximum total of 64 square feet

per sign face shall be allowed. Signs shall not be internally illuminated. External illumination is allowed.

Architectural Considerations. The remnant building of the historic sugar beet factory lends architectural elements that guide potential development in the South Downtown Parkway Corridor Commercial areas. The architectural standards that follow are intended to result in new structures that are compatible with this historic structure and are applicable only to buildings on properties that directly abut the Riverside Parkway right-of-way.



- **Building Alignment and Orientation along the Riverside Parkway.** New buildings and additions shall be located close to the Riverside Parkway right-of-way, with a maximum setback of 25 feet. Main entrances shall open onto the street and shall align with those of adjacent buildings.

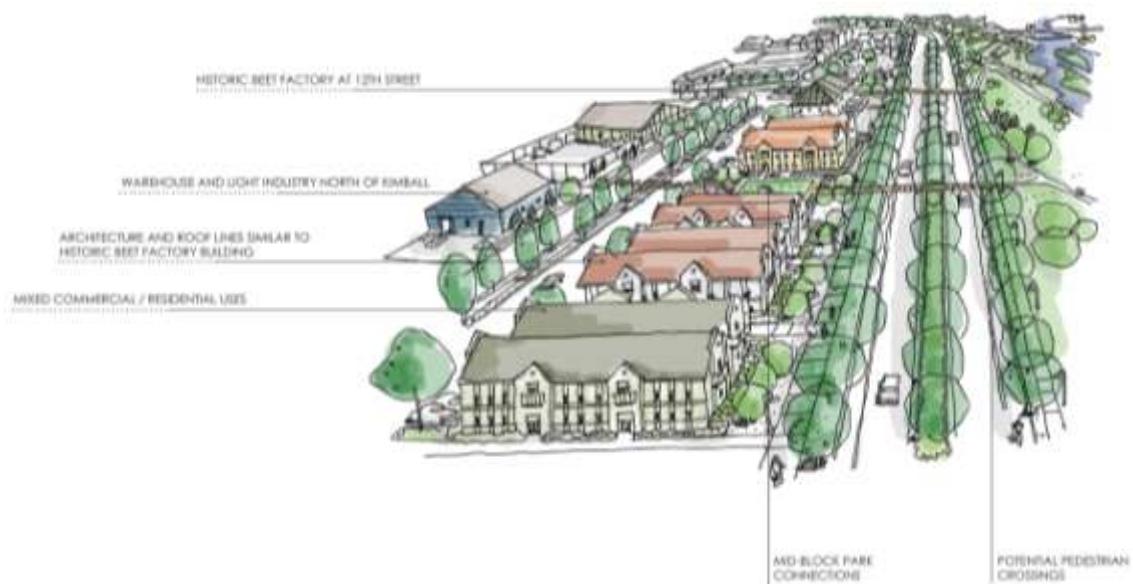
Every new building and addition shall be located so that it aligns with existing neighborhood buildings. “Aligns” means elevation (e.g., horizontal lines of peaks of roofs, cornices, window sills) and plan (e.g., setbacks from the street and rear property lines and spacing between structures/setbacks from side property lines).

- **Building Mass, Scale and Proportion.** Each new building, its mass in relation to open spaces and its windows, doors, and openings shall be visually compatible with the historic character of the remaining sugar beet factory building. Visually compatible means compatible with adjacent and neighboring buildings including mass, shape, window, doors, openings, roof shape, roof pitch and orientation. For example, building footprints should be rectangular with the longer side of the building fronting the Riverside Parkway.
- **Fenestration and Articulation.** Blank, windowless walls are discouraged. Where the construction of a blank wall is necessary, the wall shall be articulated.

Large, monolithic expanses of uninterrupted facades (greater than 50 feet in length) are not allowed. Pilasters, texture transitions, windows and stepping of the wall plane are required.

- **Height.** In order to provide the desired visual screening to the nearby heavy industrial uses, new buildings shall have a minimum height of 30 feet, with maximum height not to exceed 50 feet.
- **Roof Shape.** A pitched roof similar to that of the sugar beet factory building is most desirable. Buildings with flat roofs shall provide a parapet with an articulated cornice.
- **Façade Materials.** All primary buildings shall use exterior materials that are durable, economically maintained, and of a quality that will retain their appearance over time including but not limited to stone, wood, brick, pre-cast concrete, stucco and architectural metals for accents. Facades of all metal material may be used except for building facades that face the Riverside Parkway and Struthers Avenue rights-of-way. Facades facing the streets listed above shall be finished with the materials stated above.

The drawings below illustrate the intent of these standards. The character along the Parkway is of a much larger scale than the commercial core. The Parkway is wide so larger, taller structures do not feel out of scale. The existing sugar beet factory shown in the background here with the dark gray roof, offers appropriate architectural character that is reinforced with the standards applicable to redevelopment in this area. The uses here could be mixed as with the other commercial core areas but the buildings can be bigger.



North Side of Riverside Parkway between 10th Street and 15th Street

South Downtown Neighborhood Zoning Overlay

3 PARKWAY CORRIDOR INDUSTRIAL

The purpose of the Parkway Corridor Industrial areas of the South Downtown Neighborhood is to provide for a variety of light and heavy industrial uses but reflect a higher quality visual character for the most visible properties along Riverside Parkway. The Parkway Corridor Industrial areas are the parcels (existing or created) that are within the Commercial/Industrial Land Use category and have frontage along the north and south sides of the Riverside Parkway right-of-way or have frontage along a common perimeter landscape tract along the Riverside Parkway from approximately 12th Street east to 28 Road. There are several zoning categories that apply to these areas but the following development standards shall apply regardless of the zone district of the property.

ALLOWED USES AND INTENSITY/DENSITY

The uses allowed in the Parkway Corridor Industrial areas are as listed in Table 3.5, Use/Zone Matrix of the Zoning and Development Code and the intensity/density is as stated in each zone district.

STREET DESIGN

Effective and efficient street design and access shall be considerations in the determination of project/district intensity and shall be in accordance with the South Downtown Neighborhood Circulation Plan.

SERVICE ENTRANCES

Service entrances, service yards and loading areas shall be located only in the rear or side yard. In the South Downtown Parkway Corridor Industrial areas a six-foot (6') high solid fence or wall of stone, wood or masonry shall screen: each service yard or area from adjoining single family residential zones and uses which are not separated by a street (not counting an alley or any easement).

OUTDOOR STORAGE AND DISPLAY

Outdoor storage and permanent display areas shall be allowed per the zone district of the property. Any storage in the front yard adjacent to the Riverside Parkway right-of-way shall be screened with a six-foot (6') high solid architectural wall constructed of stone, wood, masonry or combination thereof with a minimum 14-foot landscape buffer provided outside of the wall.

PARKING

On-site parking in the front of buildings shall be minimized. Refer to Architectural Standards, Building Setback below.

PROPERTY SIGNAGE

Only flush wall and monument style signs are allowed in the Parkway Corridor Industrial areas. Flush wall signs are allowed per the Zoning and Development Code. Monument signs shall be a maximum of 12 feet in height with a maximum total of 100 square feet per sign face shall be allowed per parcel. Signs shall not be internally illuminated. External illumination is allowed.

BILLBOARDS

Off-Premise signs and billboards as defined by the City of Grand Junction Zoning and Development Code are not allowed on properties within the Parkway Corridor Industrial area of the South Downtown Neighborhood.

ARCHITECTURAL CONSIDERATIONS

Applies only to buildings and facades within the Parkway Corridor Industrial areas that face the Riverside Parkway right-of-way.

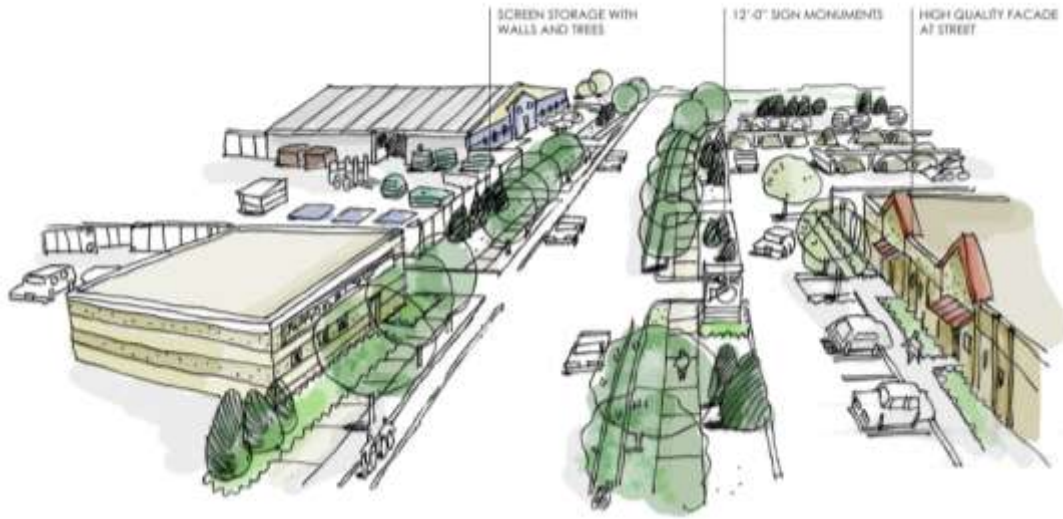
Building Setback. Maximum building setback of 60 feet allows for the required street frontage landscaping, a parking aisle and one row of parking and a sidewalk or landscape strip in front of the building.

Façade Materials. All primary buildings shall use exterior materials that are durable, economically maintained, and of a quality that will retain their appearance over time including but not limited to stone, wood, brick, pre-cast concrete, stucco and architectural metals for accents. Facades of all metal material may be used except for building facades that face the Riverside Parkway right-of-way. Parkway-facing facades shall be finished with the materials stated above.

Roof Shape. Buildings with flat roofs shall provide a parapet with an articulated cornice.

Other Standards. The following are adequately addressed under existing development codes and City of Grand Junction regulations and therefore conformance must be met through the development process under then existing Code requirements. These include but are not limited to:

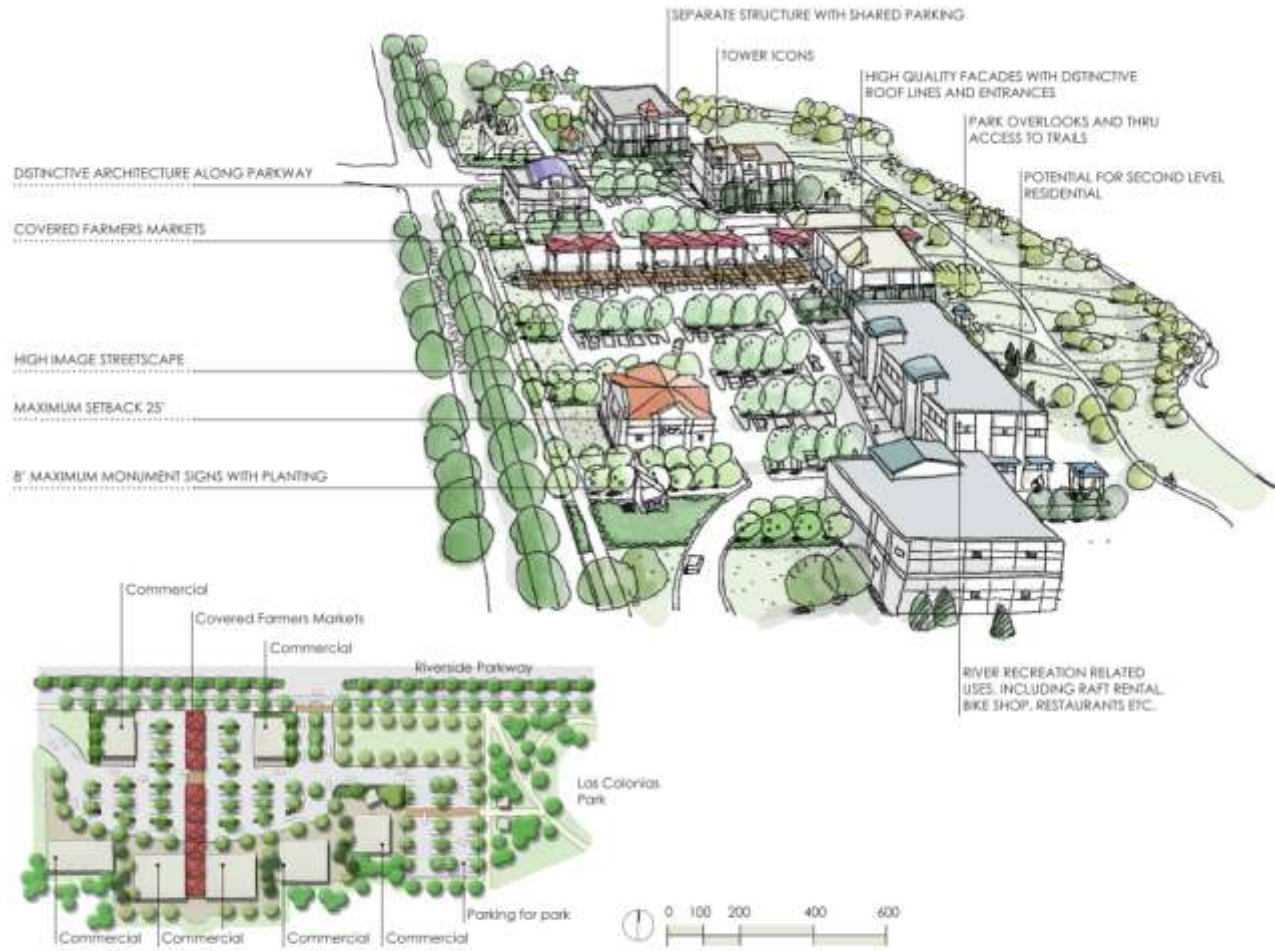
- Retail Sales/Wholesale Sales Area
- Parking Lots
- Vibration, Smoke, Odor, Noise, Glare, Wastes, Fire Hazards and Hazardous Materials
- Lighting Standards
- Loading Docks



Industrial Area Along Riverside Parkway

APPENDICES

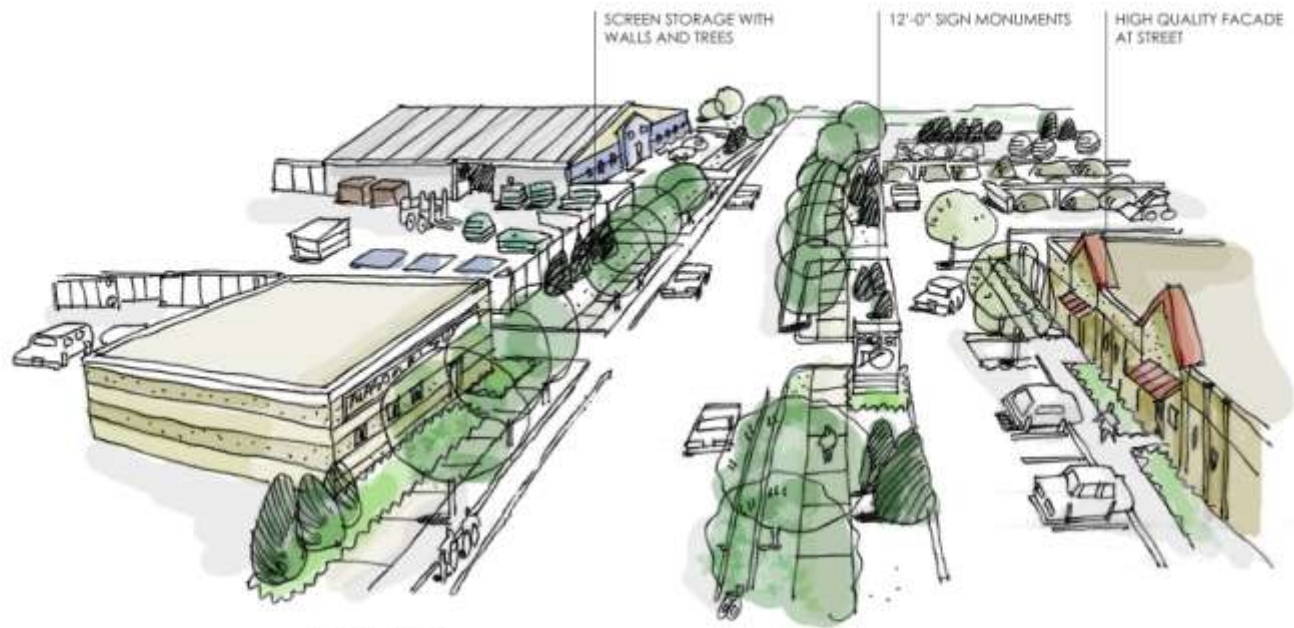
Appendix A – Development Concepts



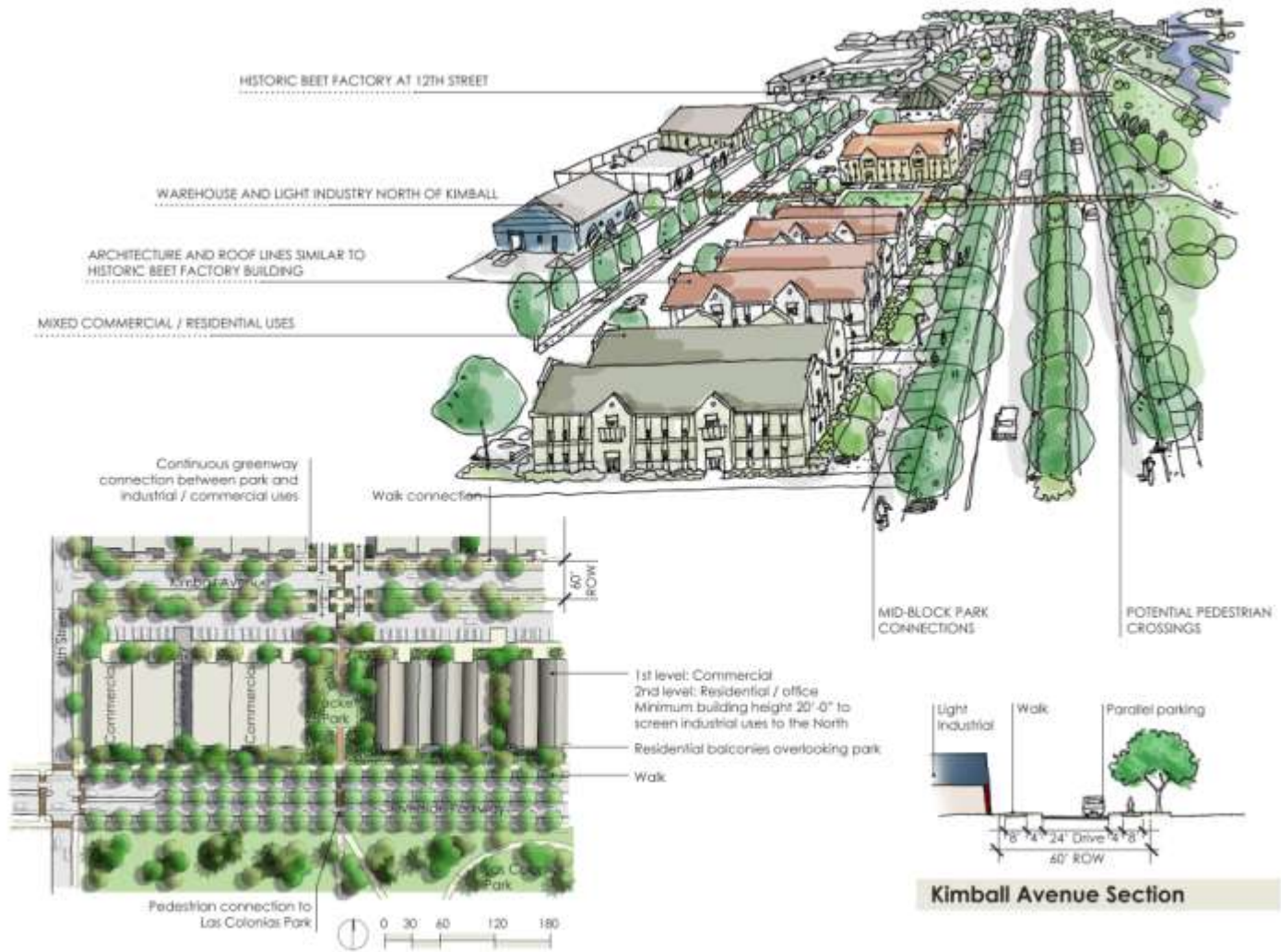
7th and Struthers Redevelopment

SOUTH DOWNTOWN DESIGN GUIDELINES

TEAM | ACCORD



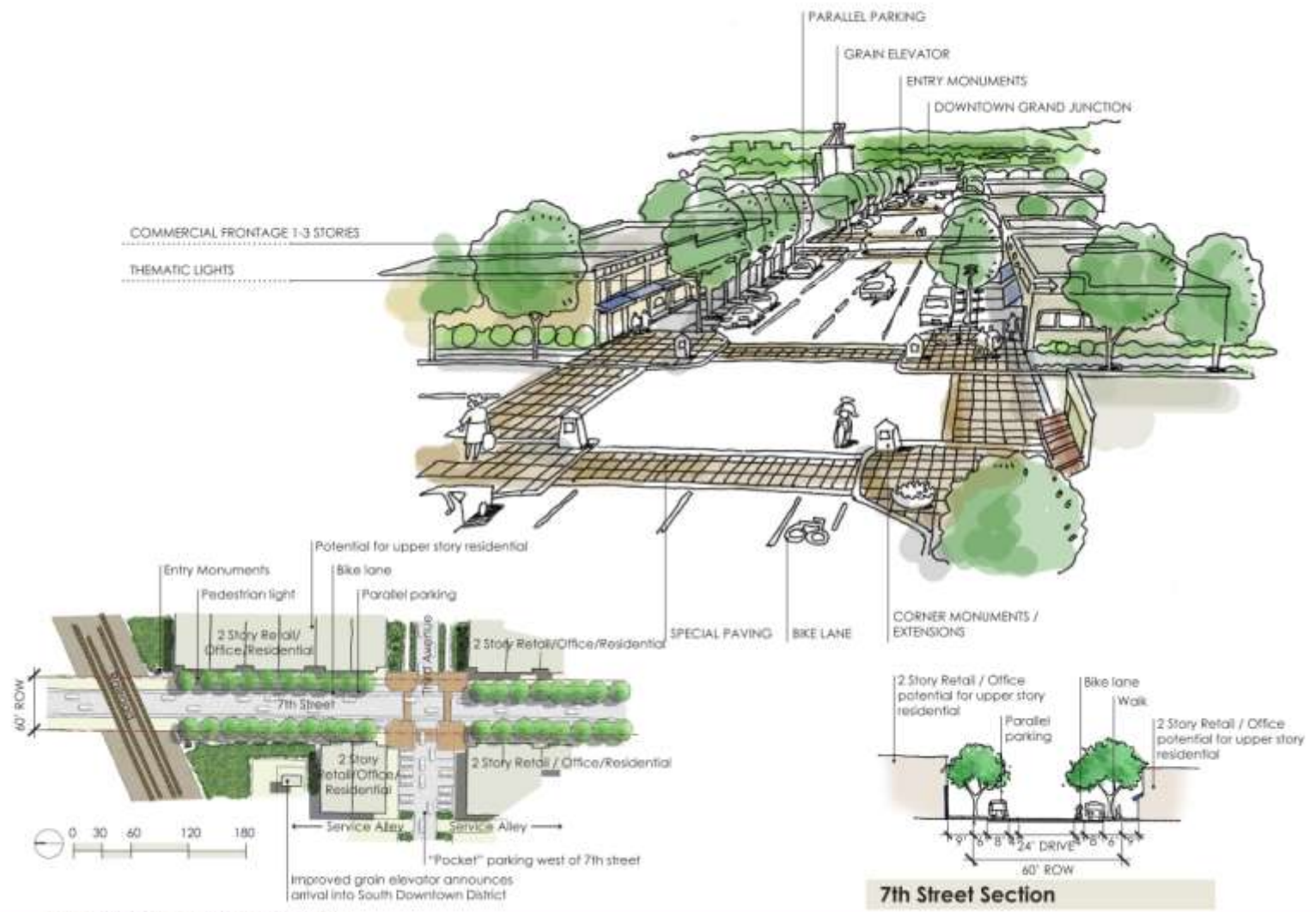
Riverside Parkway Between 27 1/2 and 28 Road



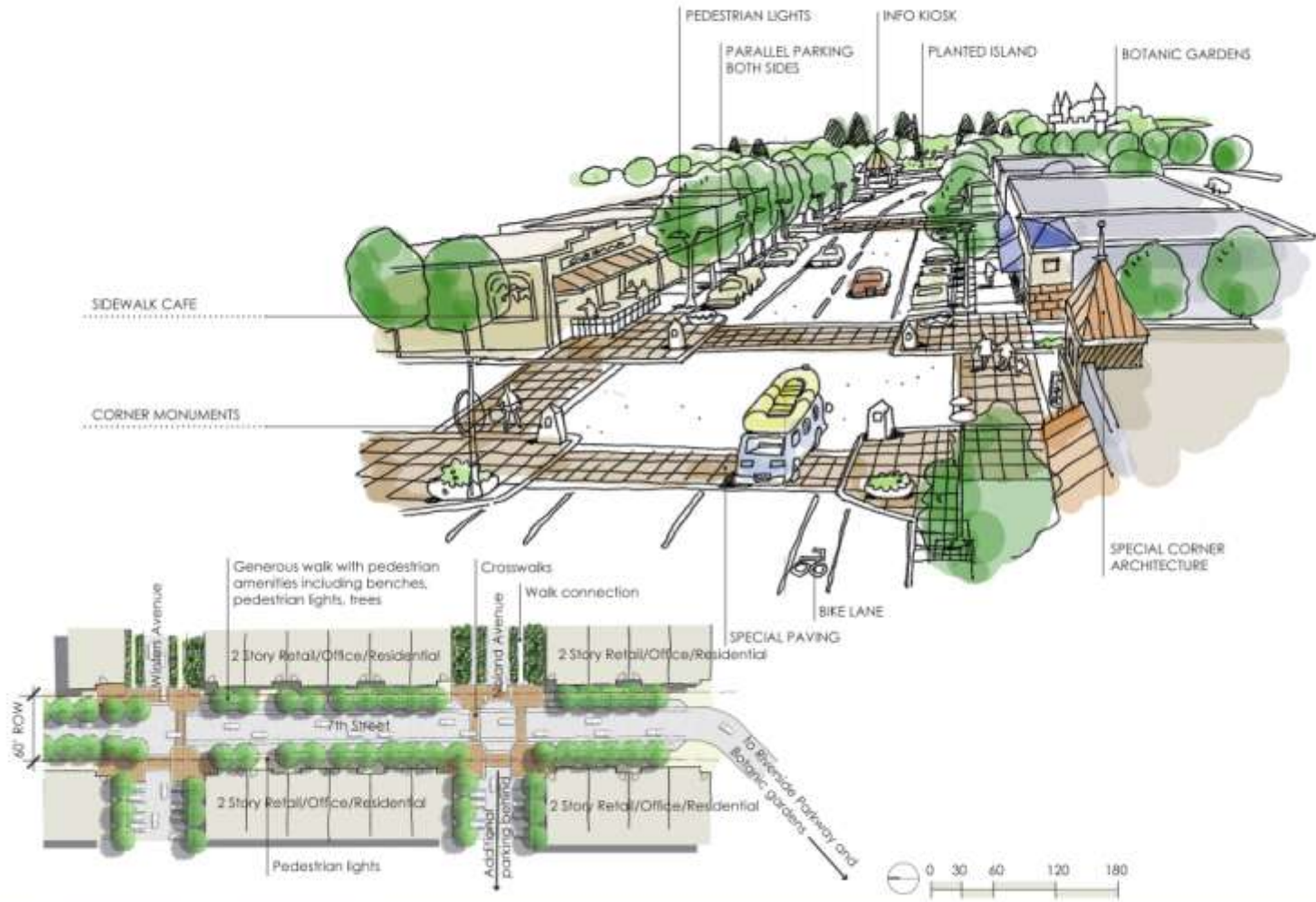
Riverside Parkway Between 5th Street East and 12th Street

SOUTH DOWNTOWN DESIGN GUIDELINES

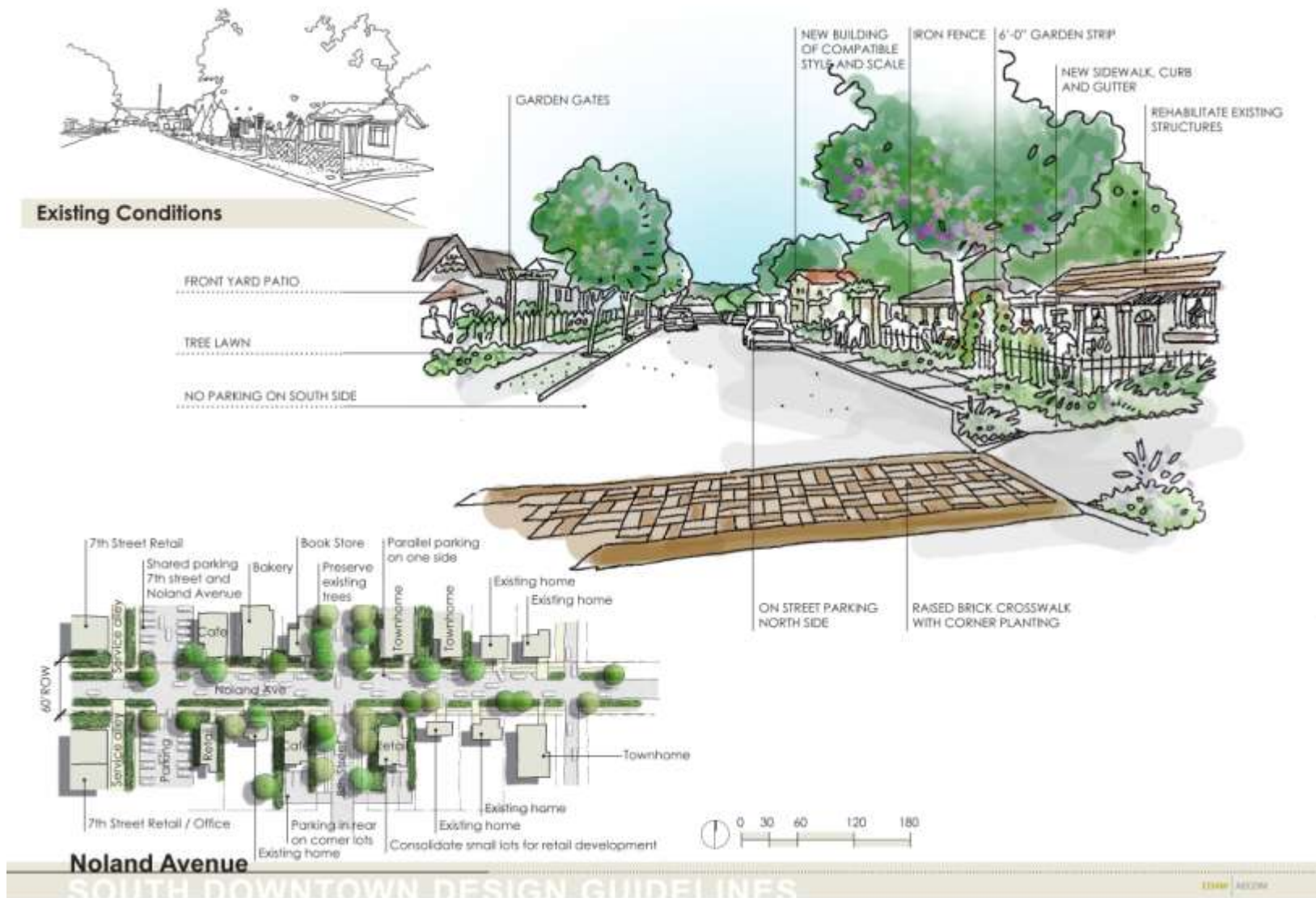
YENS | MCM



7th Street Looking North



7th Street Looking South



South Downtown Neighborhood Zoning Overlay

Appendix B S Downtown Corridor Comm (C-1)

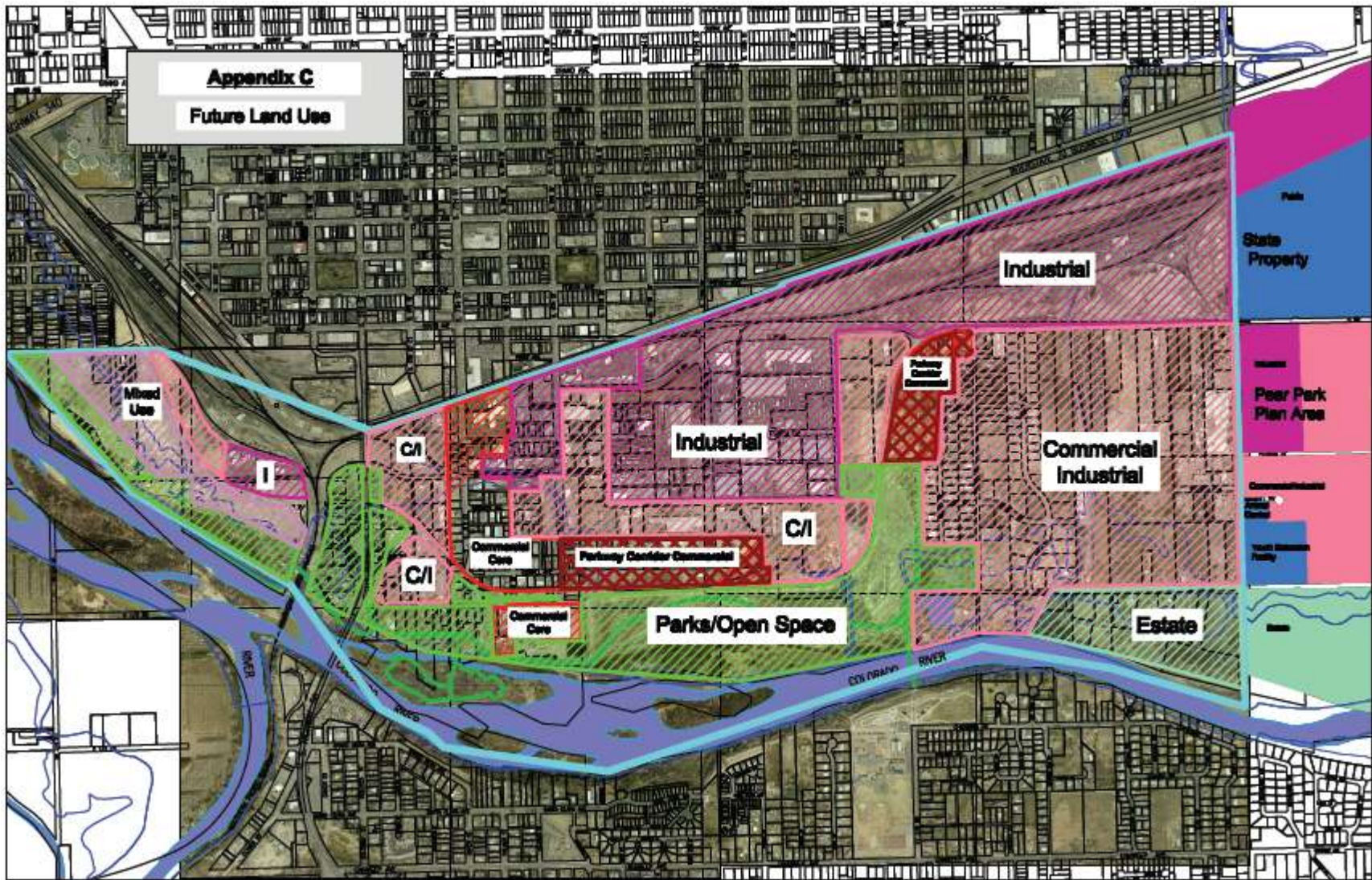
Use Category-Definition. See Chapter Nine for complete description.	Specific Use Type	SDCC	Use-Specific Standard
RESIDENTIAL			
Household Living - residential occupancy of a dwelling unit by a "household"	Business Residence	A	4.3.I
	Rooming/Boarding House	C	
	Two Family Dwelling ³	C	
	Single-Family Detached	C	4.3.N
	Duplex ³	C	
	Multifamily ³	C	4.3.O
	Stacked Dwelling		
	Residential Subunits/Accessory Units		4.1.G
	Agricultural Labor Housing		
	Single-Family Attached		
	Manufactured Housing Park		4.3.F
	All Other Housing Living	C	
Home Occupation	Home Occupation	A	4.1.H
Group Living - residential occupancy of a structure by a group of people who do not meet the definition of "Household Living"	Small Group Living Facility	C	4.3.Q
	Large Group Living Facility (includes secure facilities)	C	4.3.Q
	Unlimited Group Living Facility	C	4.3.Q
INSTITUTIONAL & CIVIC			
Colleges and Vocational Schools - colleges and institutions of higher learning	Colleges and Universities	A	
	Vocational, Technical & Trade Schools	A	
	All Other Educational Institutions	C	
Community Service - uses providing a local service to the community	Community Activity Building	C	
	All Other Community Service	A	
Cultural - establishments that document the social and religious structures and intellectual and artistic manifestations that characterize a society	Museum, Art Galleries, Opera Houses, Libraries	A	
Day Care - care, protection and supervision for children or adults on a regular basis away from their primary residence for less than 24 hours per day	Home-Based Day Care (1-12)	A	
	General Day Care	A	
Detention Facilities - facilities for the detention or incarceration of	Jails, Honor Camps, Reformatories		

people	Community Corrections Facility		
	Law Enforcement Rehabilitation Centers		
Hospital/Clinic - uses providing medical treatment or surgical care to patients	Medical and Dental Clinics	A	
	Counseling Centers (nonresident)	A	
	Hospital/Mental Hospital	C	
	Physical and Mental Rehabilitation (resident)	C	
	All Other	C	
Parks and Open Space - natural areas consisting mostly of vegetative landscaping or outdoor recreation, community gardens, etc.	Cemetery	A	
	Golf Course	A	
	Campground, Primitive		
	Golf Driving Ranges	A	
	Parks, Lakes, Reservoirs	A	
	All Other	A	
Religious Assembly - meeting area for religious activities	All	A	4.3.P
Funeral Homes/Mortuaries/Crematories	All	C	
Safety Services - public safety and emergency response services	All	C	
Schools - schools at the primary, elementary, middle, junior high or high school level	Boarding Schools	C	
	Elementary Schools	A	
	Secondary Schools	A	
Utility, Basic - Infrastructure services that need to be located in or near the area where the service is provided	Utility Service Facilities (underground)	A	
	All Other Utility, Basic	A	
Utility, Corridors - passageways for bulk transmitting or transporting of electricity, gas, oil, communication signals, or other similar services	Transmission Lines (above ground)	C	
	Transmission Lines (underground)	C	
	Utility Treatment, Production or Service Facility		
	All Other	C	
COMMERCIAL			
Entertainment Event, Major - activities and structures that draw large numbers of people to specific events or shows	Indoor Facilities	C	
	Outdoor Facilities		
Lodging - hotels, motels and similar establishments	Hotels & Motels	A	
	Bed and Breakfast (1-3 guest rooms)	A	4.3.H
	Bed and Breakfast (4-5 guest rooms)	A	4.3.H
Office - activities conducted in an office setting and generally focusing on business, government, professional, or financial services	General Offices	A	
	Office with Drive-Through	C	

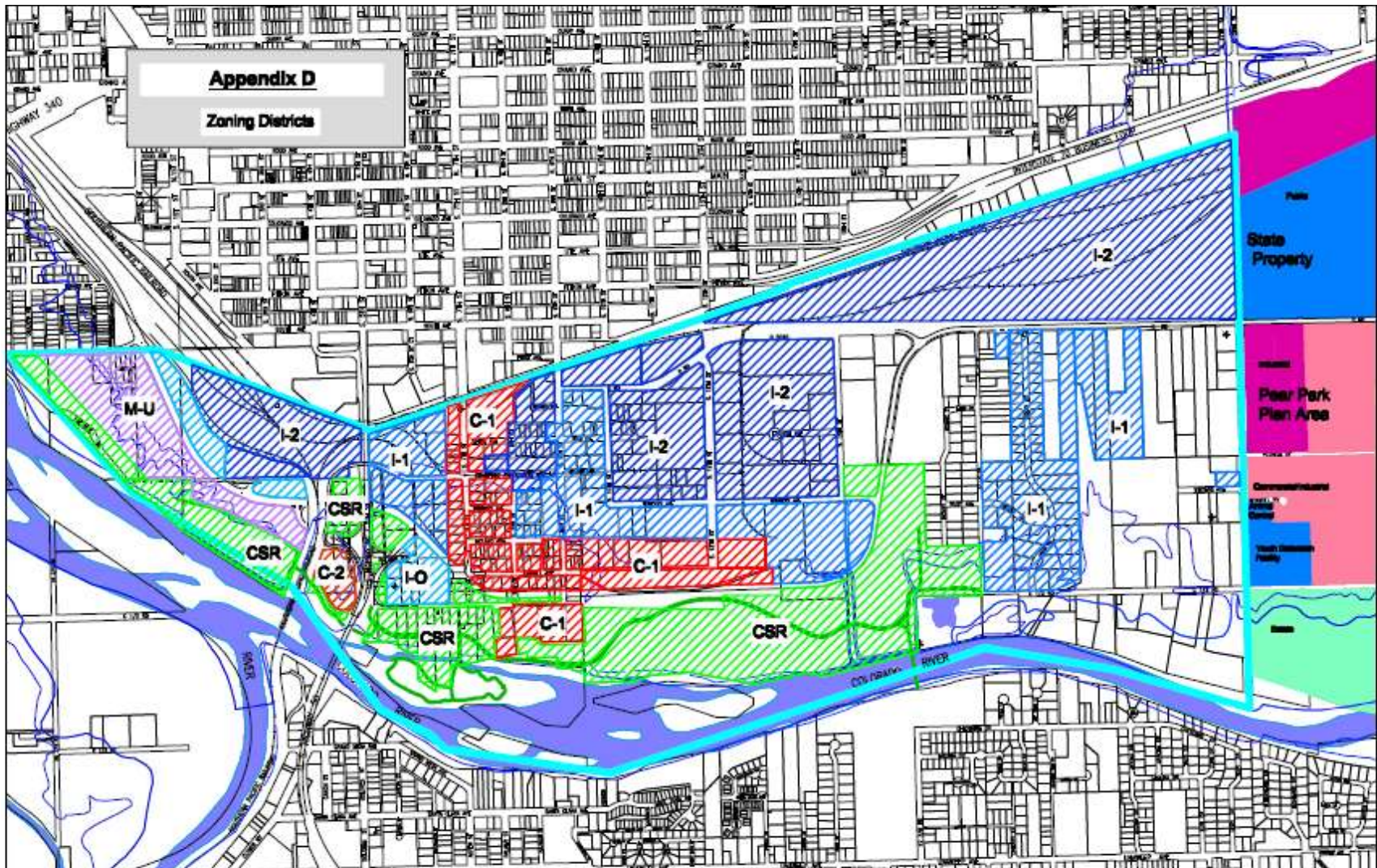
Parking, Commercial - parking that is not necessary to serve a specific use and for which fees may be charged	All	A	
Recreation and Entertainment, Outdoor - large, generally commercial uses that provide continuous recreation or entertainment-oriented activities	Campgrounds and Camps (non-primitive)		4.3.E
	Resort Cabins and Lodges		
	Swimming Pools, Community	A	
	Shooting Ranges, Outdoor		
	Amusement Park	C	
	Drive-In Theater		
	Miniature Golf	C	
	Riding Academy, Roping or Equestrian Area		
	Zoo		
	All Other Outdoor Recreation		
Recreation and Entertainment, Indoor - large, generally commercial uses that provide indoor recreation or entertainment-oriented activities including health clubs, movie theaters, skating rinks, arcades	Health Club	A	
	Movie Theater	A	
	Skating Rink	A	
	Arcade	A	
	Shooting Ranges, Indoor		
	All Other Indoor Recreation	A	
Retail Sales and Service - firms involved in the sale, lease or rental of new or used products to the general public. They may also provide personal services or entertainment, or provide product repair or services for consumer & business goods	Adult Entertainment		4.3.B
	Alcohol Sales, retail	A	
	Bar/Nightclub	C	
	Animal Care/Boarding/Sales, Indoor	A	
	Animal Care/Boarding/Sales, Outdoor		
	Delivery and Dispatch Services (vehicles on-site)	C	
	Drive-through Uses (Restaurants)		
	Drive-through Uses (Retail)	C	
	Food Service, Catering	A	
	Food Service, Restaurant (including alcohol sales)	A	
	Farm Implement/Equipment Sales/Service		
	Farmer's Market/Flea Market	A	4.3.C
	Feed Store	A	
	Fuel Sales, automotive/appliance	C	
	Fuel Sales, heavy vehicle		
	General Retail Sales, Indoor operations, display and storage	A	
	General Retail Sales, Outdoor operations, display or storage		
	Landscaping Materials Sale/Greenhouse/Nursery	A	
	Manufactured Building Sales and Service		

	Produce Stands ²	A	
	Rental Service, Indoor display/storage	A	
	Rental Service, Outdoor display/storage		
	Repair, small appliance	A	
	Repair, large appliance		
	Personal Services	A	
	All Other Retail Sales and Services	C	
Self-Service Storage - uses providing separate storage areas for individual or business uses	Mini-Warehouse		4.3.G
Vehicle Repair - repair service to passenger vehicles, light and medium trucks and other consumer motor vehicles	Auto and Light Truck Mechanical Repair		
	Body Shop		
	Truck Stop/Travel Plaza		
	Tire Recapping and Storage		
	All Other Vehicle Repair		
Vehicle Service, Limited - direct services to motor vehicles where the driver or passengers generally wait in the car or nearby while the service is performed	Car Wash		
	Gasoline Service Station		
	Quick Lube		
	All Other Vehicle Service, limited		
INDUSTRIAL			
Manufacturing and Production - firms involved in the manufacturing, processing, fabrication, packaging, or assembly of goods	Indoor Operations and Storage		
	Assembly	A	
	Food Products	A	
	Manufacturing/Processing	C	
	Indoor Operations with Outdoor Storage		
	Assembly		
	Food Products		
	Manufacturing/Processing		
	Outdoor Operations and Storage		
	Assembly		
	Food Products		
	Manufacturing/Processing		
	All Other Industrial Service, including the storage of hazardous materials and explosives		
Contractors and Trade Shops including printing, publishing and lithography	Indoor operations and storage	A	-
	Indoor operations and outdoor storage (including heavy vehicles)		-
-	Outdoor storage and operations		-
Junk Yard	Junk Yard		4.3.D
Impound Lot	Impound Lot		

Heavy Equipment Storage/Pipe Storage	All		
Warehouse and Freight Movement - firms involved in the storage or movement of freight	Indoor Operations, Storage and Loading		
	Indoor Storage with Outdoor Loading Docks		
	Outdoor Storage or Loading		
	Gas or Petroleum Storage		
	Sand or Gravel Storage		4.3.K
	All Other		
Waste-Related Use - uses that receive solid or liquid wastes from others, uses that collect sanitary wastes or uses that manufacture or produce goods or energy from the composting of organic material	Non-Hazardous Waste Transfer		
	Medical/Hazardous Waste Transfer Station		4.3.J
	Solid Waste Disposal Sites		
	Recycling Collection Point	C	
	All Other Waste-Related		
Wholesale Sales - firms involved in the sale, lease or rental of products primarily intended for industrial, institutional or commercial businesses	Wholesale Business (No Highly Flammable Materials/Liquids)		
	Agricultural Products		
	All Other Wholesale Uses		
OTHER			
Agricultural	Animal Confinement		
	Dairy		
	Confined Animal Feeding Operation, Feedlot		
	Forestry, Commercial		
	Pasture, Commercial		
	Winery		
	All Other Agriculture		
Aviation or Surface Passenger Terminal - facilities for the landing and take-off of flying vehicles or stations for ground-based vehicles, including loading and unloading areas	Airports/Heliports		
	Bus/Commuter Stops	A	
	Bus/Railroad Depot		
	Helipads	C	
	All Other Aviation or Surface Passenger Terminal		
Mining - mining or extraction of mineral or aggregate resources from the ground for off-site use	Oil or Gas Drilling		
	Sand or Gravel Extraction or Processing		4.3.K
	All Other Mining		
Telecommunications Facilities - devices and supporting elements necessary to produce nonionizing electromagnetic radiation operating to produce a signal	Telecommunications Facilities & Support Structures	C	4.3.R



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