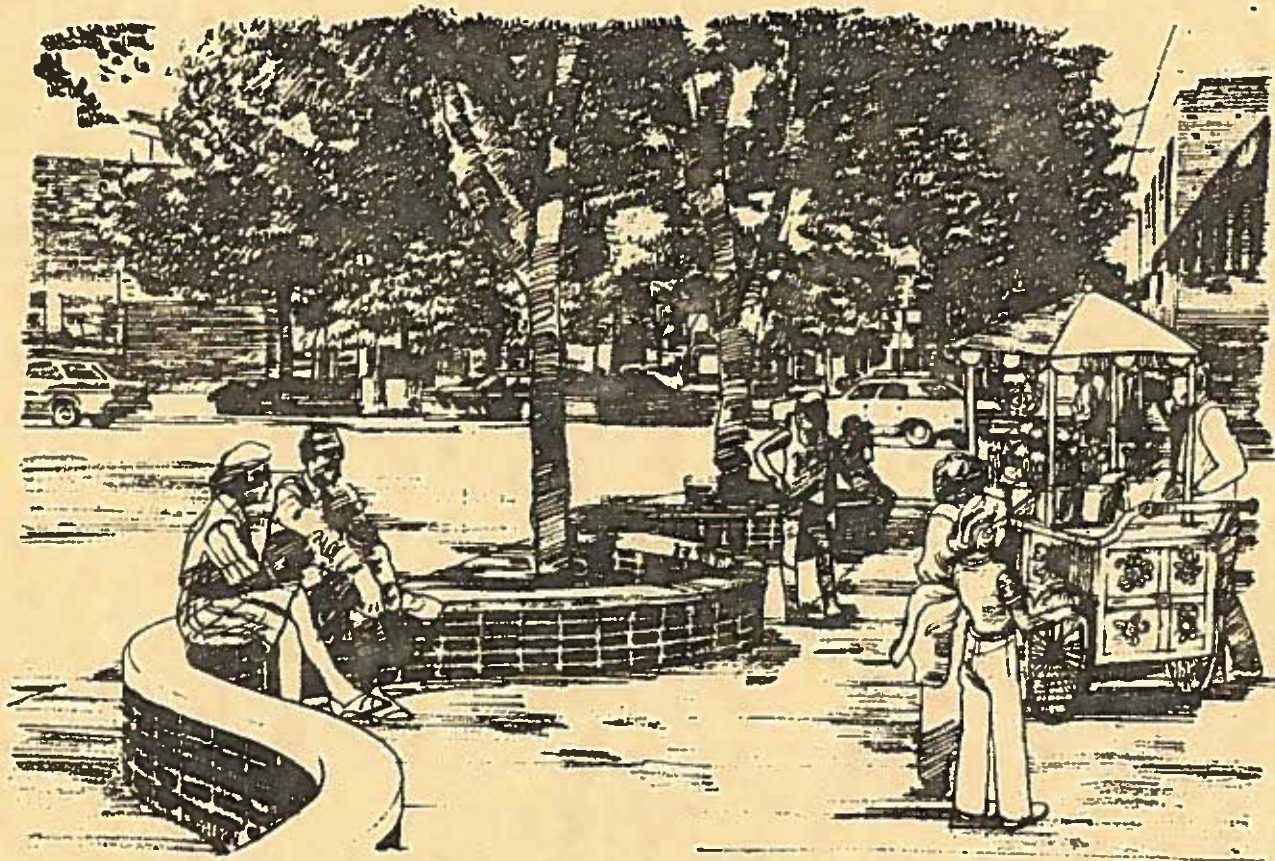


# Downtown Development Strategy/ Grand Junction

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RESOLUTION  
APPROVING THE  
DOWNTOWN DEVELOPMENT AUTHORITY STRATEGY PLAN  
AS AN ELEMENT OF THE  
MASTER PLAN OF THE  
CITY OF GRAND JUNCTION, COLORADO

WHEREAS, it is the duty of the Planning Commission of Grand Junction, Colorado, to adopt a Master Plan pursuant to C.R.S. 1973, S31-23-206, subject to approval by this Council; and

WHEREAS, the Planning Commission is allowed to adopt such a Master Plan in successive parts dealing with major geographical sections of the City, and it appears that the downtown area is such a geographical section; and

WHEREAS, on November 24, 1981, the Planning Commission, after a Public Hearing about which notice had been given by one publication in a newspaper of general circulation, endorsed to this Council for an inclusion as an element of the Master Plan, the Downtown Development Strategy Plan, as amended, subject to legal review of such Plan, and such endorsement was by unanimous action of the Planning Commission; and

WHEREAS, legal counsel for the Planning Commission has reviewed the amended Downtown Development Strategy Plan; and

WHEREAS, an attested copy of the Downtown Development Strategy Plan has been certified to this Council by the Planning Commission; and


WHEREAS, this Council has reviewed the Downtown Development Strategy Plan as endorsed by the Planning Commission; and

WHEREAS, the Council finds that the Downtown Development Strategy Plan is in conformity with the previous policies of this Council toward the downtown area;

THEREFORE, BE IT RESOLVED, that:

1. The Downtown Development Strategy Plan as amended is hereby approved as an element of the Master Plan for the City of Grand Junction, Colorado, and the Planning Commission is authorized to file such element of the Master Plan with the Mesa County Clerk and Recorder.

PASSED and ADOPTED this 2nd day of December, 1981.

  
Chairman of the Council

  
Clerk of the Council

# **Downtown Development Strategy / Grand Junction**

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Prepared for the:

Downtown Development Authority

by:

Johnson, Johnson & Roy/inc.

**GRAND JUNCTION  
DOWNTOWN DEVELOPMENT STRATEGY**

**EXECUTIVE SUMMARY**

**OCTOBER, 1981**



## GRAND JUNCTION DOWNTOWN DEVELOPMENT STRATEGY EXECUTIVE SUMMARY

OCTOBER, 1981

In 1962, in response to issues similar to today's concerns, a downtown revitalization effort was undertaken by the City and the Main Street merchants. This was called Operation Foresight and led Grand Junction to be named an All-American City. However, the downtown business area has recently begun losing businesses to shopping strips and newer centers located along the main traffic arterials of the City. The downtown must now consider the nature of its changing commercial role, and its future direction.

The Downtown Development Strategy for Grand Junction provides both the framework and a schedule of implementation for the revitalization of the City's core. As a framework, this strategy contains the basis for decisions which can be made in land use, circulation, housing, commerce and other types of land use development. As a schedule for implementation, this strategy charts a path by which the City's agencies of implementation can achieve the goals described in the plan.

The Downtown Development Strategy does not exist in isolation, however. The downtown is an integral part of the community and what happens in the community as a whole and what happens in the downtown are closely linked. Completion of this strategy is the first step in an ongoing process of continuing review and modification, and we should be willing to modify it as opportunities, growth, and positive change arise.

The Development Strategy recognizes that implementation cannot occur all at one place and at one time. Implementation is a progression of steps and each step sets the stage for the next. It is very important that as we take each step, we continue to move ahead and that we see the need to constantly re-evaluate how far we have come and how far we have yet to go.

This Downtown Development Strategy is based on studies of land use, urban design, parking, traffic, and market conditions completed during 1980 and 1981. Most importantly, it is founded on the active involvement, in a lengthy planning process, of many of the people who live, work and do business in the downtown and who make decisions about the future of Grand Junction.

The Development Strategy establishes a long-range land use and circulation framework plan for the future of the downtown. Within each of fifteen Districts, development is intended to be predominantly concentrated within a certain type and to allow and provide for the redevelopment of properties at levels of intensity and density appropriate for the commercial and office center of the community. The Plan presents a flexible management concept for the downtown; the boundaries of the proposed districts make sense in light of today's opportunities, but should be regarded as indications of an intended future, not their literal representation.

The downtown needs to accommodate growth and change in two ways: by providing for the renovation and creative use of adaptable structures and properties which continue the community's heritage; and by providing for the redevelopment of properties unsuitable to further productive use and not providing a strong link to our heritage. We need to balance our downtown growth along both of these paths and develop policies and programs which provide investment opportunities and returns to the community along both.

Within each of the various districts of the Plan, growth management policies need to reflect the community's interests in sound property development. Sound principles of land planning need to be applied, and development concepts for district-wide areas need to be examined and re-examined.

The Shopping Park along Main Street is best designated as a renovation district rather than redevelopment area, since the structures on Main provide strong opportunities for renovation rather than replacement. Historic district designation should be investigated, with the preservation of key structures a possibility in this area. Good building rehabilitation opportunities do exist in the downtown area. Restorations need to preserve architectural integrity, materials, sense of color, signage and the alignment of similar building elements.

Two Rivers Plaza provides an appropriate focus for a mixed-use development at the western terminus of the Shopping Park. The Plan calls for the combination of hotel, office and convention facilities in a multiblock property, and proposes the use of parking lots for the staging and phasing of development and to insure flexibility in the trade and exchange of land. A multiblock project in this location could also provide for the performing arts or new State Office facility. However, major projects in the multiblock area will require an upgrading and replacement of current utility systems.

Significant opportunities exist for the development of a governmental office complex north of Rood between Third and Fifth Streets. The impressive buildings currently in the area, including Valley Federal, the Courthouse, the Federal Building, and the Post Office, offer the opportunities for significant massing of new government office related buildings, the establishment of promenades and skyways connecting these buildings, and the location of a high-rise element for the skyline.

The community goal of increased housing opportunity in the downtown area can be achieved with the establishment of a Housing Redevelopment District in the vicinity of Whitman Park. This area is currently in a deteriorating condition and contains a small number of residential units and various warehousing and commercial facilities. The area is large enough to provide somewhere between 250 and 500 housing units, depending on the intensity and pattern of development used.

The large parcel of property bounded by State Highway 340 on the north, First Street on the east, and the railroad on the south and west, provides significant long term opportunity for the improvement of the downtown. This property is well enough located and large enough for development of a research or office park, a regional transportation center, and a downtown food market. As an office or research park, it can provide a significant buffer for the downtown and the industrial activity to the west. It could provide a complement to the Two Rivers Plaza and Pufferbelly area immediately to the south. As a redeveloped parcel, it should be planned as a complete unit, with full mind given to the views it can provide of the downtown to those arriving from the west.

Several major revisions to the circulation system are proposed in this downtown development Plan, including two alterations in the one-way traffic system. Rood and Colorado should be returned to the two-way system in the near future. In the longer term, Fourth and Fifth from Grand to South Avenue should be returned to the two-way system to simplify turns and access to parking areas. Vehicular circulation through the Shopping Park is advantageous and should be continued. The extension of Horizon Drive to First, allowing access from the northeast to the downtown along First, is a sound concept and should be achieved in the future.

The current intersection at First Street with Ute and Pitkin Street needs redesign to improve flow, access and safety. It is also proposed to improve signalization and adjust turn restrictions along Main Street to allow for two-way movement.

The community should move to install a tree canopy on both Rood and Colorado Streets. This will involve redesign of the street cross-section to 12-foot lanes and alteration of parking in certain locations. It is also recommended that Seventh Street, from Grand to South, be boulevarded, as is Seventh north of Grand.

Several specific public improvement projects in support of downtown developments are recommended for implementation in the next eight years.

- Renovation of the Main Street Shopping Park, including improvements to the landscaping, street furniture, and lighting.
- Improvements to alleyways, including placing utility systems underground, clean up, repaving, and pedestrian paths and parking areas.
- The improvements to Rood and Colorado Avenues, including narrowing traffic movement lanes, adding canopy trees, and widening sidewalks to improve pedestrian safety.
- Improvements to Seventh Street including the extension of the boulevard from Grand to South.
- Restoration of Whitman and Emerson Parks, including clean up, and improvements in the landscaping and lighting.

- The designation and securing of general locations for future parking decks.
- Acquisition and development of new park land at the corner of Ute and Second, to provide a setting for the expansion and improvement to the Pufferbelly station area and a transition between that area and the neighborhood housing development area.

Preliminary cost estimates are supplied, and provide the basis for capitol improvement programming and other project financing measures.

In addition, a detailed agenda of administrative implementation strategy actions which need to occur are charted over a period between now and late 1984. These are scheduled in four stages. The first concentrates mainly on the establishment of a tax increment financing district, which is viewed as a primary implementation device for downtown improvements. The second involves the establishment of alternative financing mechanisms as well as achieving initial movement on major redevelopment projects. The third involves the implementation of additional renovation financing improvements from both the public and private sector. The final involves the long term implementation of financing and administrative action techniques.



## ACKNOWLEDGMENTS

The Downtown Development Strategy documented in this report was developed during a nearly two-year period of intensive study, discussion, and development. It represents the combined input of many dedicated individuals and staff professionals on the City Council, City Planning Commission, Downtown Development Authority, and Downtown Action Committee.

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# Introduction

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## INTRODUCTION

### What Is The Development Strategy?

The Downtown Development Strategy for Grand Junction provides both the framework and a schedule of implementation for the revitalization of the City's core. As a framework, this strategy contains the basis for decisions which can be made in land use, circulation, housing, commerce and other types of land use development. As a schedule for implementation, this strategy charts a path by which the City's agencies of implementation can achieve the goals described in the plan.

The Downtown Development Strategy does not exist in isolation, however. The downtown is an integral part of the community and what happens in the community as a whole and what happens in the downtown are closely linked. This strategy is the first step in an ongoing process that needs to be subject to continuing review and modification as a flexible guideline. It is essential that the plan be modified as opportunities, growth, and positive change arise.

### Where Should It Apply?

The Development Strategy addresses more than just the commercial core of the downtown. It makes a call for the strengthened integration of the commercial and business core with the neighborhood surrounding it. The strategy addresses the area bounded by Ouray, Twelfth, South Avenue and the railroad. Within this area, people not only shop, they live. There are properties that need conservation as well as those that can now be developed. There is a need for historic preservation as well as commercial vitality. There are jobs as well as homes. The strategy needs to recognize the validity of all of these and create a way that all can exist in harmony.



### Where Does It Start?

The Development Strategy recognizes that implementation cannot occur all at one place and at one time. Implementation is a progression of steps and each step sets the stage for the next. It is very important that as we take each step, we continue to move ahead and that we see the need to constantly re-evaluate how far we have come and how far we have yet to go. The time to take the first step is now.

### What Is Its Purpose?

This strategy's purpose is to provide a framework within which public and private decisions for the revitalization and redevelopment of downtown Grand Junction can be made. It intends to point to those areas where primary potential for redevelopment and constructive and beneficial uses for all of Grand Junction should occur. It identifies locations where simple strategies for the packaging and acquisition of land need to happen. It identifies areas where historic character is of utmost importance and where the simple conservation and renovation of a home is vital to the preservation of our heritage. The strategy establishes an agenda for improvement which we as a community can continue to follow and change as we see fit.

### Why Do We Need It?

An improvement strategy for the downtown is needed, quite simply, because we face the challenges of change throughout our community. Within the downtown area, there exist clear measures of blight and deterioration, which require improvements to ensure the economic well being and quality of life of all our residents. We have a substantial number of deteriorating structures; some of these suffer from structural blight, some from functional blight. Although our street system is generally wide and adequate, we face circulation problems which call for simplification. The utility systems serving our downtown must be replaced both for our safety and our future growth. Most of all, we need to grasp the opportunity to bring life back into the downtown area through the addition of sound housing and attractive commercial and office spaces.

## The Basis For The Strategy

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## THE BASIS FOR THE STRATEGY

This Downtown Development Strategy is based on studies of land use, urban design, parking, traffic, and market conditions completed during 1980 and 1981. Most importantly, it's based on the active involvement, in a lengthy planning process, of many of our people who live, work and do business in the downtown and who make decisions about the future of Grand Junction.

### Context

Grand Junction is the principal city of western Colorado with a 1980 population of 28,000. Our "metropolitan" area is expected to contain over 100,000 people by 1985. We have become, and will continue for the foreseeable future, to be a major financial and business center for the western slope. We're located at a strategic intersection of Interstate Highway 70, which runs east and west from Denver and Utah, and U. S. Highways 50 and 550, which serve southwestern Colorado's major communities. Walker Field is the largest airport between Denver and Salt Lake City.

Grand Junction was established in 1881 and became an important transportation hub in western Colorado. Retail and hotel activities were established soon after to serve both the railroads and growing agricultural activities. Later on, Grand Junction became a commercial and financial center as well. During the first half of the 1900's, growth and development generally followed the fortunes of agriculture and industry. In the 1970's the increased demand for coal and the potential for oil shale development again raised the issue of significant growth.

In 1962, in response to issues similar to today's concerns, a downtown revitalization effort was undertaken by the City and the Main Street merchants. This was called Operation Foresight and led Grand Junction to be named an All-American city. However, the downtown business area has recently begun losing businesses to shopping strips and newer centers located along the main traffic arterials of the city. The downtown must now consider the nature of its changing commercial role, and its future direction.

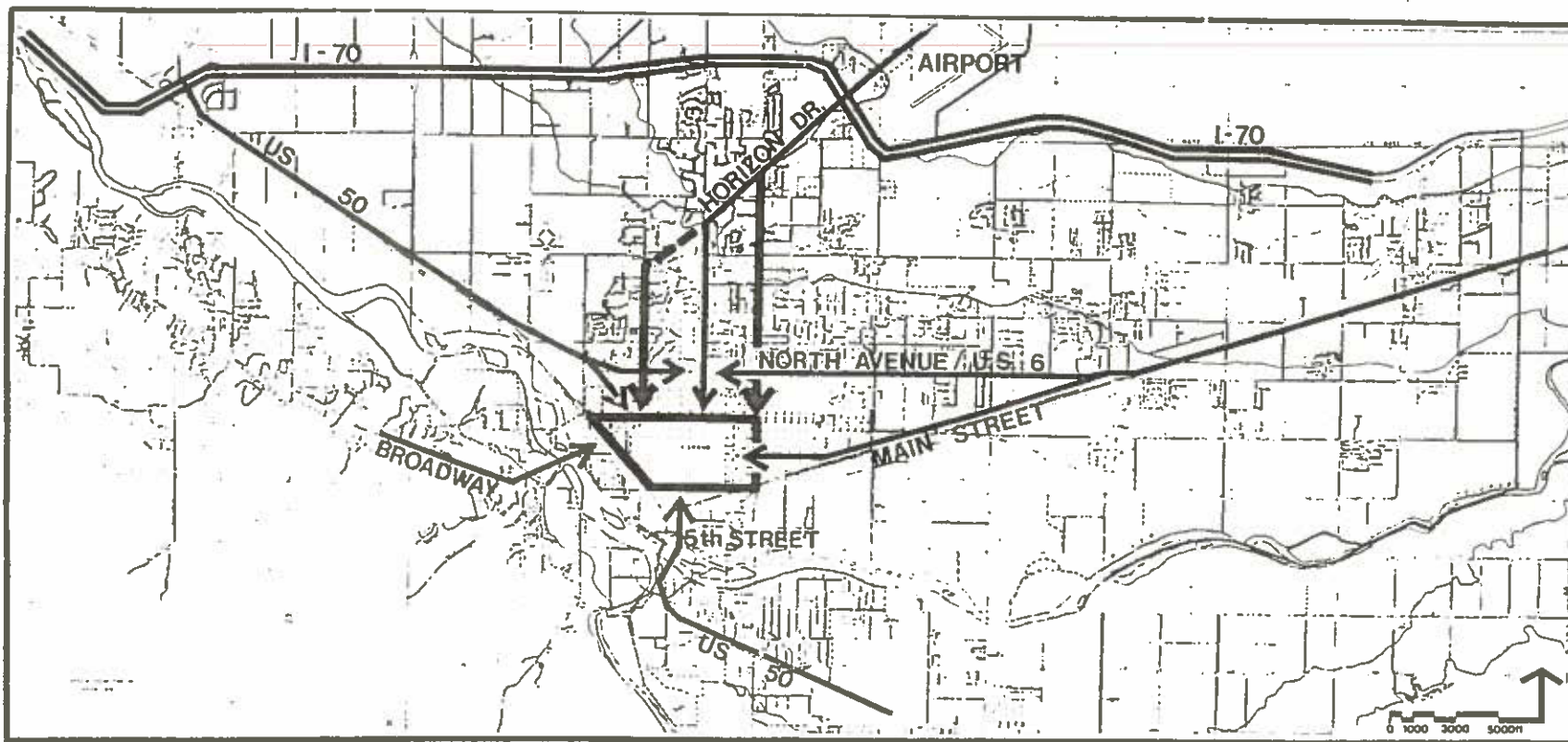


Figure 1

Approaches to the  
Downtown

## Land Use Summary

The major types of land use currently within the downtown area include retail sales, offices, residences, schools, churches, parks, industries, warehousing, streets and parking areas. Within the downtown, retail sales uses are located almost exclusively along the Main Street Shopping Park between Third and Seventh Streets, the historic shopping center of the region.

Auto oriented commercial uses, including gas stations, auto and auto parts sales and repairs, and drive-in restaurants, ring the CBD on First Street, Ute, Pitkin and Colorado Avenues and along Seventh Street. Office uses, including professional, financial, and governmental activities, generally concentrate north of Main Street. These are found both in multi-story and small one-two story buildings and often generate heavier concentrations of traffic than other downtown areas.

The most stable areas of residential use in the downtown lie east of Seventh Street and are mostly single family houses. There have been major recent office developments and conversions of homes in this area. This change threatens the stability of these residential neighborhoods and also has the effect of dispersing downtown growth.

Industrial and warehouse uses are located primarily west of First Street and south of Pitkin, and most have access to the railroad system. Streets and parking areas consume nearly 40% of all downtown land, with the majority of off-street public parking located south of Main Street.

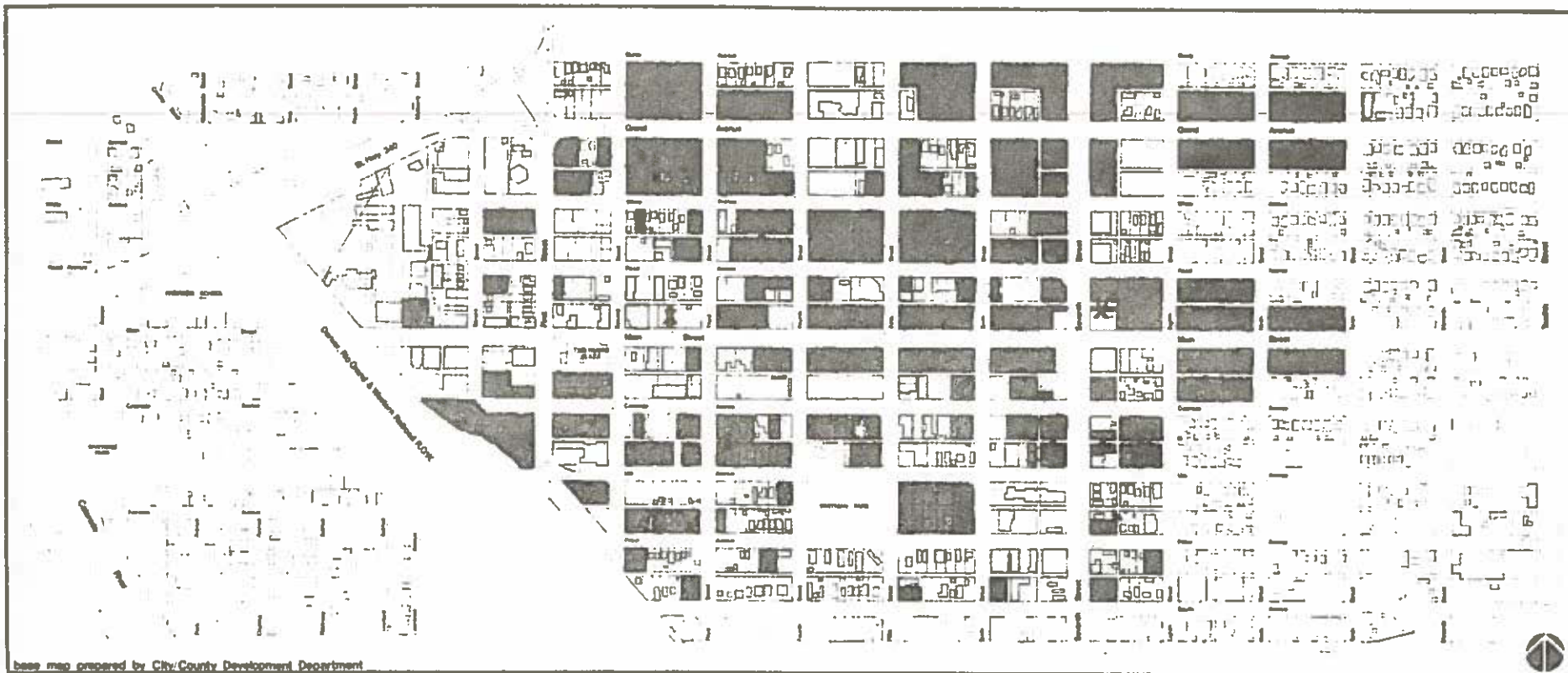


The downtown does contain a small number of historic structures, although these have not been recommended to date for inclusion on the National Register. The one significant concentration of these structures is along Main Street. Many of these buildings possess much of the same architectural vernacular and contribute mightily to the image of the downtown. Recent renovations to several buildings along Main Street have brought a new appreciation of the quality and flexibility of the older buildings.

Ownership of the property in the downtown area is maintained by a large variety of public and private owners. In certain areas, such as those west of Seventh Street, significant pieces of land have been aggregated for potential development. In most cases, however, potential development sites are still held by a number of individual owners and potential major development parcels are divided and subdivided by alleys and streetways. The potential availability of land for development (see Figure 2), is a major concern in establishing a realistic development strategy.

In the Downtown, the inconsistency of land use and interfaces between land use districts emerges as a crucial design and planning challenge. These summarize the need and solutions:

1. Downtown commercial activity revolves around a strong retail core.
2. A major district of stability which generates business and uses for the Shopping Park is the Government District centered around City Hall. This concentration of interrelated activities should be strengthened and built upon.
3. Land use surrounding the Central Business District is largely transitional and needs to be stabilized or designated for future complementary development.
4. A major transition zone paralleling, and east of, Seventh Street threatens the stability of the primary downtown residential area.



# Grand Junction Downtown Development Strategy Plan

legend

## Land Availability



JJR

-  READYLY AVAILABLE
-  MODERATELY AVAILABLE
-  UNAVAILABLE

Figure 2

5. The Grand Avenue corridor needs to be stabilized to prevent continued encroachment of nonresidential uses into the area north of Grand Avenue. This area, if maintained as principally residential use, comprises a major generator of users for the downtown.
6. The area bounded by First and Third Streets and bisected by Main Street provides an excellent opportunity for future development based upon:
  - a. Revitalization of growth potentials for retail, office and cultural facilities within the downtown.
  - b. Provision of a western terminus to the Shopping Park.
  - c. Provision of a multi-mix market place anchored by the Two Rivers Plaza.
  - d. Facilities which will strengthen convention potential.
  - e. Excellent visibility from the First Street bypass corridor.
  - f. Large parcels of vacant land, some of which are owned by the City.
  - g. Location of several major development proposals.
7. The need to stabilize residential districts within the downtown is vital and real, especially between Ninth and Twelfth Streets at the eastern edge of the downtown. This area:
  - a. Contains pockets of deteriorating homes.
  - b. Contains an increasing percentage of converted multi-family housing.
  - c. Is threatened by encroachment of small businesses; the edges of the neighborhood are becoming more difficult to define.
  - d. Has many streets lined with shade trees which reinforce the neighborhood character.
  - e. Contains a large park and school.

- f. Is characterized by small older homes which are similar in scale yet rich in variety and would be attractive with today's attitudes for historic preservation and smaller families.
  - g. Needs an orderly comprehensive program for stabilizing the neighborhood; one which preserves and even optimizes its redeeming qualities.
8. The transition and auto-related commercial area between Colorado and Pitkin Avenues needs to be revived as a productive sector of the CBD.
- a. Businesses along Colorado are marginal and do not significantly strengthen the commercial core. However, access to these buildings and the proximity of parking near them make their location and commercial potential viable.
  - b. The location of the museum on Fourth and Ute needs to be strengthened. The museum needs a stronger site identity. This can be accomplished by expansion of the museum to the north or east.
  - c. Whitman Park between Ute and Pitkin Avenues is surrounded by deteriorating housing and transitional uses.
    - 1) It provides the potential for surrounding new housing development oriented to the open green of the park.
    - 2) Traffic on Ute and Pitkin Avenues will influence potential for housing but should not preclude the opportunity for multi-family homes.
    - 3) The park provides a sense of "place" and unity for the area.
9. The light industry and warehouse uses south of Pitkin Street present a poor image, particularly those visible from the Fifth Street entry corridor. They could be screened or otherwise cleaned up to strengthen the southern entry to the Downtown.

10. The Pufferbelly station and adjacent office complex comprise the beginnings of an excellent development which could be a link to the downtown, thereby strengthening its marketability.
  - a. The site needs identity and is cut off from the CBD by First Street/Ute and Pitkin.
  - b. The intersection at First Street and Pitkin Avenue should be realigned to provide a safer and less confusing vehicular corridor and to provide a safer, controlled crossing for pedestrians.
  - c. The vacant lot across First Street from this development could be developed into a passive park to enhance and give a sense of identity to the entire area.

### Zoning Summary

Zoning provides a basic measure of control for the development and redevelopment of the downtown. The existing zoning classifications and districts allow for certain control of development, but some measures which encourage the attractive redevelopment of the community are not always possible under the current classifications.

Six different zoning districts are currently applied within the downtown. Those areas of multi-family residential classification permit most classes of residential use to a maximum density of about 60 dwellings per acre, but these districts cover only a small portion of the downtown area along the northern edge and in the northeastern corner. The limited business classification functions primarily as a transition zone between the higher density residential and the retail business zone. It permits service businesses and professional offices in addition to residential and other uses. It is a "catch-all" for interim, marginal commercial and business uses, but a necessary district.

The primary shopping area along Main Street falls predominately within the retail business zone. In this area, retail, office and restaurant activities are permitted that provide for a multiple use, full service area. Maximum height of structures is 65 feet and this permits substantial opportunity for CBD type development. Auto oriented commercial uses are permitted within the light commerce district along with essentially the same office and retail activities as in the Main Street district. Primary emphasis in this area, however, is on gasoline stations, outside retail



sales activities and repair businesses. Those areas zoned for heavy commercial activity and light industrial use also permit the same set of office/retail/restaurant uses permitted in the central business district zone and the light commercial area, but they, in addition, permit manufacturing activities.

#### Parking and Traffic Summary

A special study of parking, traffic volumes, and circulation patterns drew these conclusions:

1. The total inventory of on-street and off-street parking spaces in the downtown appears to be sufficient for present activities. Overall, an approximately 75% utilization rate was identified. Parking spaces north of Main Street are more heavily used than those south of Main Street. This reflects a greater employee and user concentration north of Main.
2. The downtown needs to provide both long and short-term parking opportunities. The present use of meters that permit stays of two hours or less does not effectively provide for long-term parking, nor provide reasonable location distribution of either long or short-term parking. A system which provides adequate long term parking may reduce the need for parking meters in the downtown.
3. The present one-way street system and the restricted turning motions along Main Street create a situation where one may need to travel four to six extra blocks to find a parking space near a Main Street destination. These restrictions often prevent one from getting to visible parking on cross streets and inhibit the ability to arrive at off-street lots.

The City of Grand Junction has parking authority which acquires off-street parking lots. The City manages those lots and will consider waivers or variances in these requirements as the supply of parking and the practical difficulty in providing well-placed parking by each development justifies.

### Utilities Summary

The downtown is currently well-served with water, sanitary sewers, storm drainage, power and telecommunication utilities. However, increased intensity of development or redevelopment in the downtown will require the replacement at larger capacity of the major utility systems serving the downtown. Main utility lines are predominantly located along the public right-of-ways and can be accommodated through alternative networks should the assembly of development parcels so require their relocation. Any major development in the downtown area will require the replacement and upgrading of water and sewer lines. Construction of a major interceptor line along Colorado to serve northeast Grand Junction is tentatively programmed for 1983-1987.

### Capital Improvements Program Summary

By policy, capital improvements are oriented toward those areas in the county which are receiving, and will continue to receive, the greatest growth pressures. City and County policy, however, also needs to reflect those areas being most heavily affected by growth pressures. The current City Capital Improvements Program calls for the implementation of bikeway systems over the next four years, for improvements to the Main Street Shopping Park in both the current and two-year future, and improvements to the landscape around City Hall in the current year. An additional \$3.7 million has been requested in the future for expansion or construction of the Museum of Western Colorado. Four million dollars have been requested for City Hall improvements and expansion of Two Rivers Plaza has been earmarked for approximately \$600,000 worth of improvements at some date in the future.

### Public Transit Summary

The recently completed Transit Development Program proposed a multi-phase mass transit program for the city. The primary element of this system would be a limited number of line haul routes oriented predominantly around a transfer facility in the downtown area. A maintenance facility would be located outside the downtown area on an appropriate site. The system would operate five vehicles in service on an average weekday over five routes. However, the City and County have postponed action on the proposals indefinitely. No new proposals are being considered.

## Market Conditions Summary

The study of market conditions examined the potential demand for multi-family housing, offices, retail growth and hotel/motel activities in the downtown.

The study indicated that there is a growing demand for multiple family housing in the county and, more specifically, in the City of Grand Junction and the downtown area. This implies a need for higher density housing in the downtown and the probable replacement of current low-density housing or underutilized areas with higher-density housing. The study also concluded that a redevelopment of downtown residential areas can establish an image that will be competitive with other market areas. However, in order for this redevelopment to be successful, changes in zoning and adjacent land uses may well be necessary. This may imply city or government subsidy of land acquisition, modifications to the parking supply, and consideration of those residents displaced by such a development.

### Office Space

Downtown Grand Junction has traditionally been the financial, legal, and governmental center of the county. The recent period of office construction has brought significant changes downtown. Construction of the Valley Federal Savings and Loan Building in 1974, additions to Mesa Federal Savings and Loan in 1974 and 1977 and to the new U. S. Bank Building in 1978 and other projects have brought approximately 160,000 square feet of new office space to the downtown in the last six years. In the same period, approximately 150,000 square feet of major office space have been built in Grand Junction outside of the downtown. Vacancy rates currently experienced in the Grand Junction office market appear negligible at under 5%.

As determined by the market analysis component of the Downtown Plan, the downtown share of the office market is estimated at approximately 60,000 square feet per year for each of the next six years for a total of approximately 355,000 square feet. The total city-wide additional market over the next six years is estimated to be about 725,000 square feet for a city-wide annual average of approximately 120,000 square feet. The

downtown's advantages over other locations include its historical dominance of the office market, its core of governmental, financial, and related offices, its location in the population center of the county, and its service by an established retail and service center. Its disadvantages include land prices and fragmented ownership.

General merchandise demand in the overall market area is expected to be strong between now and 1985. Attracting a portion of this potential for the downtown is possible, but it is likely that an "anchor" department store will be necessary if the downtown is to successfully compete with other shopping areas. The downtown can also capture a significant portion of increased market potential for apparel, furniture, home furnishings, appliance and TV and stereo stores. Of course, the addition of a department store to anchor the downtown can make a higher share obtainable for all these types of uses.

In the future, downtown is likely to provide less retail, and more service and specialty services, primarily for expanding governmental and office uses. These uses are likely to be directed to those that work in the downtown, and will perhaps remain open during the day and early evening.

In order for the downtown area to function as a competitive retail are, a specific policy decisions must be made and translated into a strategy for implementation. Zoning ordinance requirements can be amended to include controls that will encourage retail use of the downtown. Taxation techniques can be implemented to favor downtown retail redevelopment or renovation. The Downtown Development Authority has recently initiated a loan program for Downtown merchants to provide for the renovation and restoration of commercial facades and interiors.

#### Hotel Facilities

One perceived disadvantage of the downtown in comparison with outlying areas is its current lack of high quality lodging. There is both a need and demand for additional and upgraded hotel facilities in the downtown. High quality facilities have been included in several recent redevelopment proposals and need to be encouraged.

Proposals for additional lodging downtown need to be focused to higher density and quality than the current offerings, and should maximize their grand area coverage. There are particular advantages to be gained in the combination of hotel activities with a convention center and office complex. A high-quality lodging facility located in the downtown would greatly benefit both Two Rivers Plaza and downtown retail, restaurant, and entertainment services. The downtown currently contains several extremely good restaurants and the core of nighttime activities. These need continuing encouragement.

### Cultural Facilities

The Museum of Western Colorado is currently located on the corner of Fourth and Ute. The museum leadership has expressed concerns about its insufficient operating space and has identified a program for expansion totaling approximately 60,000 square feet. The museum has considerable value as a downtown attraction, but has certain needs that may not be feasibly met in its current structure. In addition, proposals have been made for a performing arts center, most likely in conjunction with Two Rivers Plaza. In the optimum situation, such a center might contain theater facilities, seating from 2,000 to 2,500 people and should be located to allow overflow use of Two Rivers.

### Residential Redevelopment Downtown

Among the residential redevelopment concepts discussed to date has been second level apartment development along the Main Street Shopping Park. A number of buildings along the park offer opportunities for such redevelopment, but may provide insufficient numbers of units with which to make a significant impact on the housing market.

Opportunities also exist for the acquisition and aggregation of land in the downtown area for housing redevelopment. Current small lot and narrow block configurations, however, discourage efficient planning and would require a developer to assemble a larger number of parcels in order for housing downtown to be successful. A new downtown image that can compete with other market areas will need to be established. Above all, housing downtown can provide a 24-hour life for this downtown area, and the influx of residents can help to support the resurgence of a commercial market.

## Urban Design Summary

Within the context of urban design are many issues of visual identity and quality which can be improved in the downtown. Visitors approaching Grand Junction receive different impressions of the community depending upon the route of entrance. The entry images when approaching Grand Junction from the south on Fifth Street and from the west on Route 340 to Grand Avenue are poor. These and the other entry corridors are principal locations for competitive advertising, and thus the visitor is deluged with an excess of information, making it difficult to find directions or particular uses.

Vertical elements such as utility poles, light poles and signs all contribute to a surplus of visual clutter. The addition of street trees would significantly improve the entry image by masking some of the vertical elements and framing key views of landmarks.

Directional signs marking key downtown districts and services are needed, due in part to the lack of continuity in traffic control signage.

The system of one-way streets also adds to the confusion of downtown.

The Main Street Shopping Park, as earlier mentioned, is the nucleus of downtown vitality but the entry image to the shopping park is weak and lacks a sense of "arrival."

The Park also lacks strong pedestrian links with other districts of the downtown. These linkages should be strengthened in order to reinforce current pedestrian movement patterns.

Open space exists in many forms in Grand Junction, and in many cases it is underutilized because of a failure to recognize its value. Some open spaces, such as parks, playgrounds and setbacks are the result of deliberate planning. Linear open space provided by street, railroad and river corridors, undevelopable slopes and utility easements act as barriers, or as transition zones between uses. Many have recreational potential. Vacant lots, isolated parcels of land and rear lots can provide significant development potential.

The general character of Grand Junction is open so that edges of various types of spaces are often not well-defined. There is a need for more small scale spaces in the downtown, spaces that relate to the individual. On the shopping park, widened sidewalks and sitting areas are heavily used by pedestrians for conversations and people watching.

There may be opportunities for outdoor cafes at points along the park. These should be located so that users can watch activities along pedestrian ways.

Whitman Park is currently an unattractive, at times unsafe, loitering spot for transients. It needs improvements in design and lighting, and a return to its original function as a neighborhood park. Development of new residential uses on its edges and removal of certain incompatible commercial uses can achieve that goal.

The shopping park possesses the largest concentration of historic buildings with restoration potential. This area should receive priority as an example for all of downtown. The establishment of a special historic or renovation district could promote financial incentives to offset the cost of restoration. Excellent examples of adaptive restoration of buildings are found in the Main Street Arcade and the Mercantile Building.

The upper stories of most downtown structures are generally underutilized as activity generators for the downtown. Use of these spaces for storage should be discouraged, with the development of apartments, offices and service oriented commercial uses, which provide life and activity within the urban core, encouraged.



## GOALS AND OBJECTIVES

Grand Junction's recently adopted Statement of Goals and Objectives provides a firm and consistent basis for improvement of the downtown. They provide a guide for nearly all aspects of the downtown's physical development and establish the principles on which implementation must be based. These are especially relevant for the Downtown Development Strategy:

### Goals

Maintain and improve the City of Grand Junction by making improvements that will provide an acceptable living and working environment while simultaneously protecting private property rights, public health and safety, and the area's unique natural environmental setting.

Maintain and foster a strong and balanced economy while simultaneously insuring that the social needs of all residents in the planning area are met to the maximum extent possible.

Achieve safety, convenience and cost effectiveness through the wise distribution and location of all land use activities.

Strengthen and revitalize the Central Business District (CBD) as a viable commercial area, creating a positive image of the CBD by enhancing its distinctive qualities.

Encourage the design and development of residential areas that will provide a broad range of housing alternatives and will produce a good quality living environment for county and community residents.

Encourage and support commercial activities through renovation, improvement of pedestrian walkways, improvement of vehicular access, provision of adequate parking and encourage aesthetic land use and development patterns.

Achieve a well-balanced transportation system including automobile, bus, railroad, air, pedestrian and bicycle travel.

## Objectives

Undertake necessary capital improvements with local financial resources and apply for State and Federal assistance (grants, loans, services, technical information, etc.) as needed for city improvements.

Establish and implement land use regulation techniques and guidelines that will allow a degree of flexibility in the development process.

Pursue a high level of consistency between local governmental laws, regulations, policies, standards, and plans in order that a coordinated development pattern will emerge.

Encourage citizen participation in the planning process.

Re-evaluate and establish effective and consistent regulatory measures (e.g., zoning ordinances, subdivision regulations and building codes).

Support an ongoing planning process to re-evaluate and update community goals and plans which will serve as a general guide to future City and County development.

Carefully monitor the economic and population growth of the City and undertake measures that will analyze and mitigate growth effects that are likely to occur as a result of energy and other major development activities, both within and outside of Mesa County.

Encourage the preservation of open space buffers which provide recreational opportunities, visual amenities and the protection of natural ecologic systems.

Discourage unsightly and unmaintained land uses within the City.

New development should pay its own way and not represent a burden to the entire community of Grand Junction.

Encourage cultural facilities and activities in the CBD such as plays, musical performances, etc.

Encourage the preservation and renovation of historically significant structures.

Promote office and residential uses on second-story levels of structures.

Encourage the development and expansion of offices, governmental facilities and high-density residential areas in and adjacent to the CBD while continuing to support professional services and retail uses.

Provide incentives to encourage redevelopment of existing and transitional areas (e.g., south of Colorado) in and adjacent to the CBD.

Insure that new development is compatible with the residential areas located in or adjacent to the CBD.

Encourage the provision of safety and security measures in the CBD such as street lighting facilities and proper police surveillance.

Encourage residential development in areas where the necessary public facilities and services can be provided economically and efficiently.

Insure that high-density residential areas (e.g., apartment structures and condominiums) are located near arterial and collector streets and in close proximity to employment centers and community facilities such as parks, playgrounds, and schools.

Support the Grand Junction Housing Authority's plans and policies in attempting to provide low and moderate income housing and also adequate housing for elderly and handicapped individuals.

Investigate new types of residential development approaches such as zero lot lines and cluster zoning in order to reduce housing costs and still provide adequate open space.

The multiple use of structures and facilities will be encouraged whenever this use does not create undesirable effects and does not conflict with the intents and requirements of the Zoning Code.

Minimize any adverse traffic congestion effects of commercial development on adjacent land uses and the road and street systems.

Achieve convenient, safe and economical highway and street systems through proper functional classification, design, improvements and maintenance.

Protect residential, commercial, industrial and public areas from undesirable and unnecessary traffic while providing proper access to these areas without hampering traffic flow and accessibility of emergency services.

Require adequate parking facilities, particularly off-street parking, for existing and proposed developments.

Encourage a compact development pattern which will promote better use of the existing routes, optimize the future demand for public transit and minimize pollution by reducing the need for auto travel.

Insure that commercial areas are compact in land arrangement as opposed to long strip patterns contiguous to roads and streets.

Insure that commercial areas allow free and safe circulation for pedestrians.

Insure that adequate off-street parking and loading facilities are present in any commercial area.

Insure that commercial centers are based on the concept of an integrated business community and comprised of compatible establishments.

Insure that industrial areas are located with direct access to railroad, highway or airport facilities.

Industrial uses are encouraged to locate where there is minimal adverse impact on residential, business and public uses; where transportation access, sewer, water and other facilities are available; where large parcels of land can be assembled; or where industrial development is a logical extension of existing industrial areas.

Light industrial uses are encouraged to locate where compatibility with neighboring uses can be assured.

Design, construct, maintain and/or upgrade facilities (e.g. water, sanitary sewers, storm sewers, streets, etc.) to establish a base to accommodate existing and future residents.

Encourage maximum cooperation between governmental jurisdictions in order to provide facilities and services which are advantageous and economically feasible through joint planning and cooperation.

Encourage a coordinated program of public improvements by public and private investment.

Continue to support the capital improvement programming process. The City should update its capital improvement program on an annual basis.

Foster a better understanding of the interrelationships between the provision of public facilities and services and appropriate land use patterns.

Support and utilize the adopted parks and recreation facilities master plan as a guideline to future park and recreation development in Grand Junction and surrounding areas in Mesa County.

# The Development Plan For Downtown

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## THE DEVELOPMENT PLAN FOR DOWNTOWN

The Development District Plan, shown in Figure 3, establishes a long-range land use and circulation framework for the future of the downtown. Within each of the Districts shown, development is intended to be predominantly concentrated within a certain type and to allow and provide for the redevelopment of properties at levels of intensity and density appropriate for the commercial and office center of the community. The District Plan presents a flexible management concept for the downtown; the boundaries of the proposed Districts make sense in light of today's opportunities, but must be regarded as indications of an intended future, not their literal representation. Within that constraint, then, certain recommendations regarding overall development of the downtown are made.

### The Development Plan

The downtown needs to accommodate growth and change in two ways: by providing for the renovation and creative use of adaptable structures and properties which continue the community's heritage; and by providing for the redevelopment of properties unsuitable to further productive use and not providing a strong link to our heritage. We need to concurrently balance our downtown growth along both of these paths and develop policies and programs which provide investment opportunities and returns to the community along both tracks.

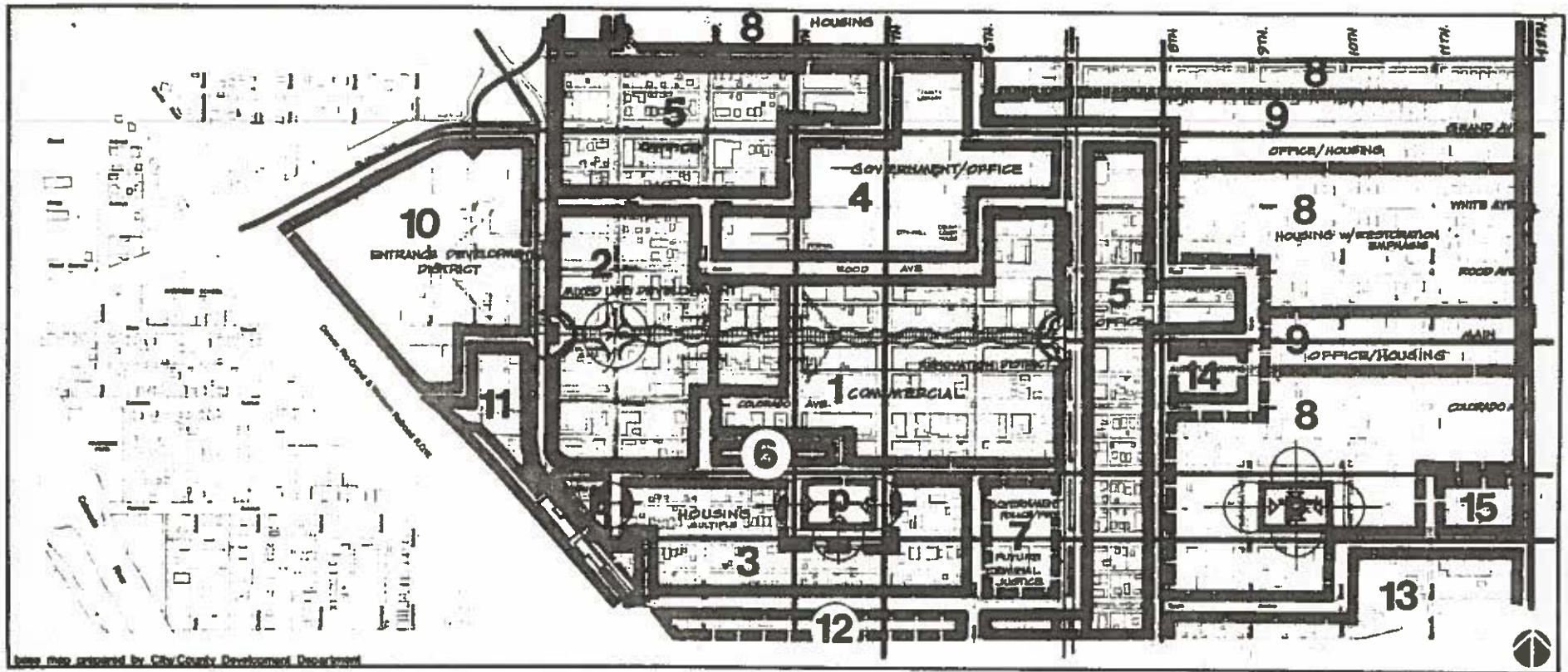
The placement of public facilities, services and utilities needs to reflect this dual potential and future and provide a balance of incentives and management assistance.

Within each of the various districts shown on the plan, growth management policies need to reflect the community's interests in sound property development. Sound principles of land planning need to be applied, and development concepts for district-wide areas need to be examined and re-examined.

The following general Districts are proposed, and referenced to Figure 3:



1. Downtown Commercial Center Area emphasizing retail and service uses.
  2. Multi-Use Development Area, for hotel/office/convention uses.
  3. Housing Redevelopment Area for cluster housing, and providing internal circulation.
  4. Primary Government Office Area, with emphasis on shared facilities with intensive day use.
  5. General Office Area, providing on-site parking and setbacks to protect adjacent residential areas.
  6. Transition business/office area, to provide cultural and neighborhood service needs.
  7. Secondary Government Office Area, for public safety services.
  8. Neighborhood Housing Renovation Area to provide for conservation and stability of the neighborhood.
  9. Limited Professional Office and housing area.
  10. Research/Technical/Light Industry Park, Multi-use Area, with food market, regional transit facility.
  11. Mixed Use Area, providing service and office support for Multi-Use Developments.
  12. Heavy Commercial and Warehousing Area.
  13. Light Industrial Area, maintain strong buffer.
  14. Multiple Housing.
  15. General Office - small center.
- P - City parks, with residential usage emphasis



Map prepared by City/County Development Department

# Grand Junction Downtown Development Strategy Plan

## District Plan



Figure 3

The application of sound planning and design principles can result in many good solutions to a particular problem. In that spirit, the following potential development concepts are presented as a flexible and workable outline of implementation of the Downtown Development Strategy.

The project solutions presented here are illustrative options of how a feasible development might be conceived. Each represents a different combination of development variables: density, building height, open space, economies, parking, compatibility, design composition, relating to adjacent properties, and so on. The combinations were created by "Gaming," a process in which many alternative building blocks are moved around, and workable fits are created. Each presents certain advantages and disadvantages. They are presented here to show the range of solutions possible, and to establish the precedence for planning large projects with a consciousness toward their impacts and requirements. It is hoped the City will become actively involved in "gaming" the downtown's future, and ensure that its developers are following an equally thorough process of evaluating all the alternatives for meeting their objectives.

The phasing of each concept alternative is addressed under the section on implementation, and fits within the priorities suggested for overall improvement of the downtown.

The illustrated plans in Figure 4 and Figure 5 represent two levels of development in "gaming" downtown Grand Junction. Each has certain elements in common, but Figure 5 shows more intensive development in areas such as the multi-use project.

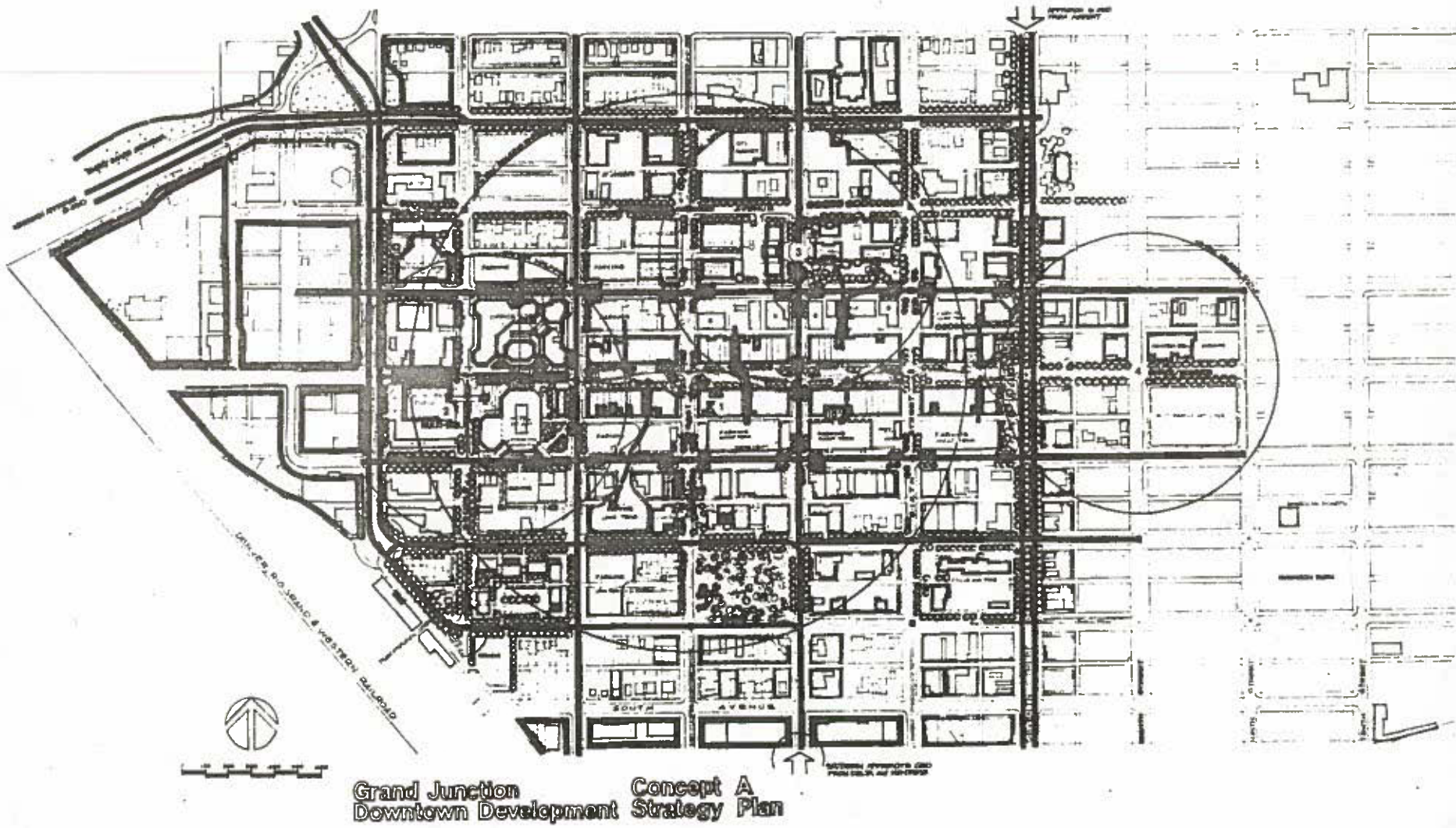
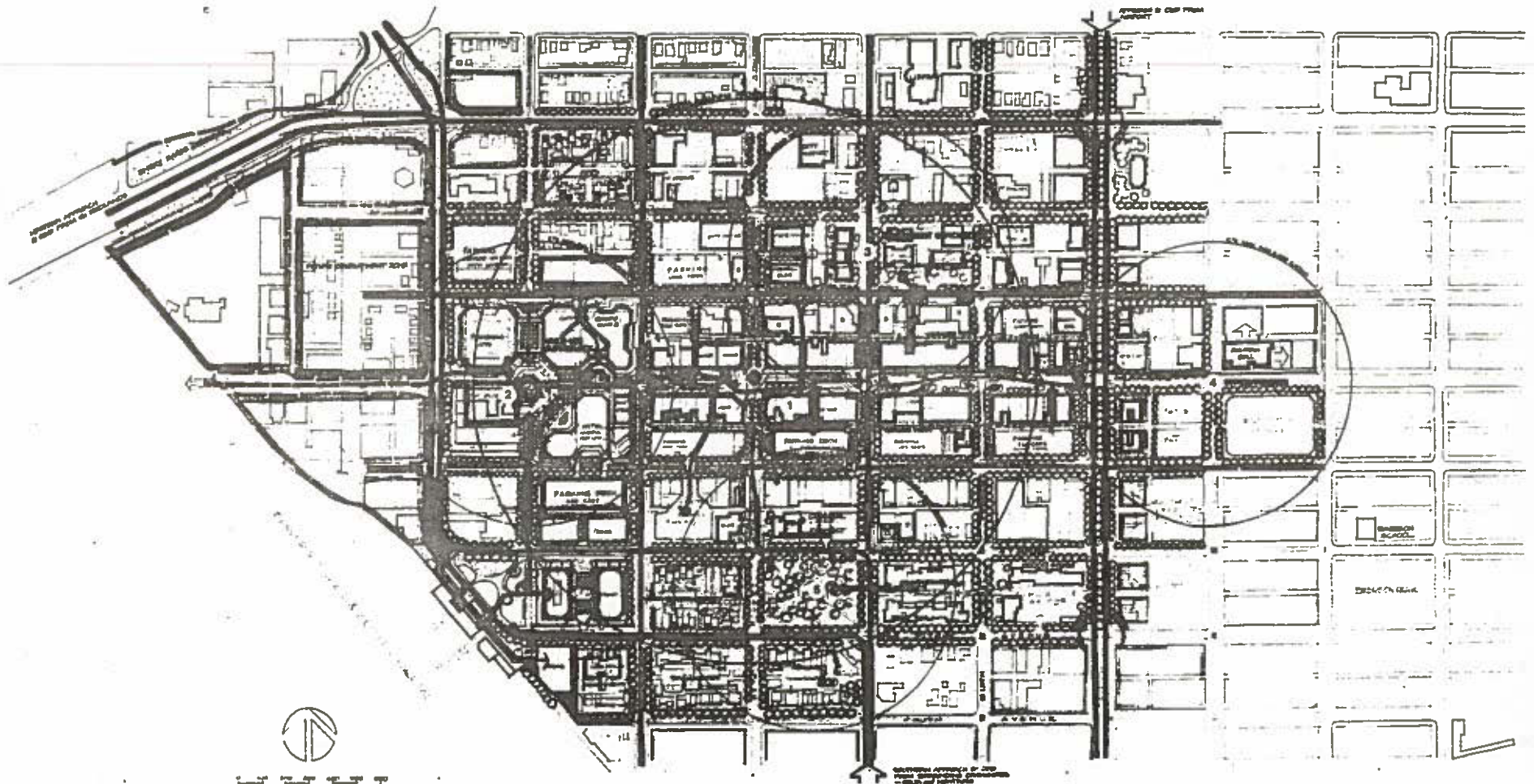


Figure 4





Grand Junction Downtown Development Strategy Plan Concept B

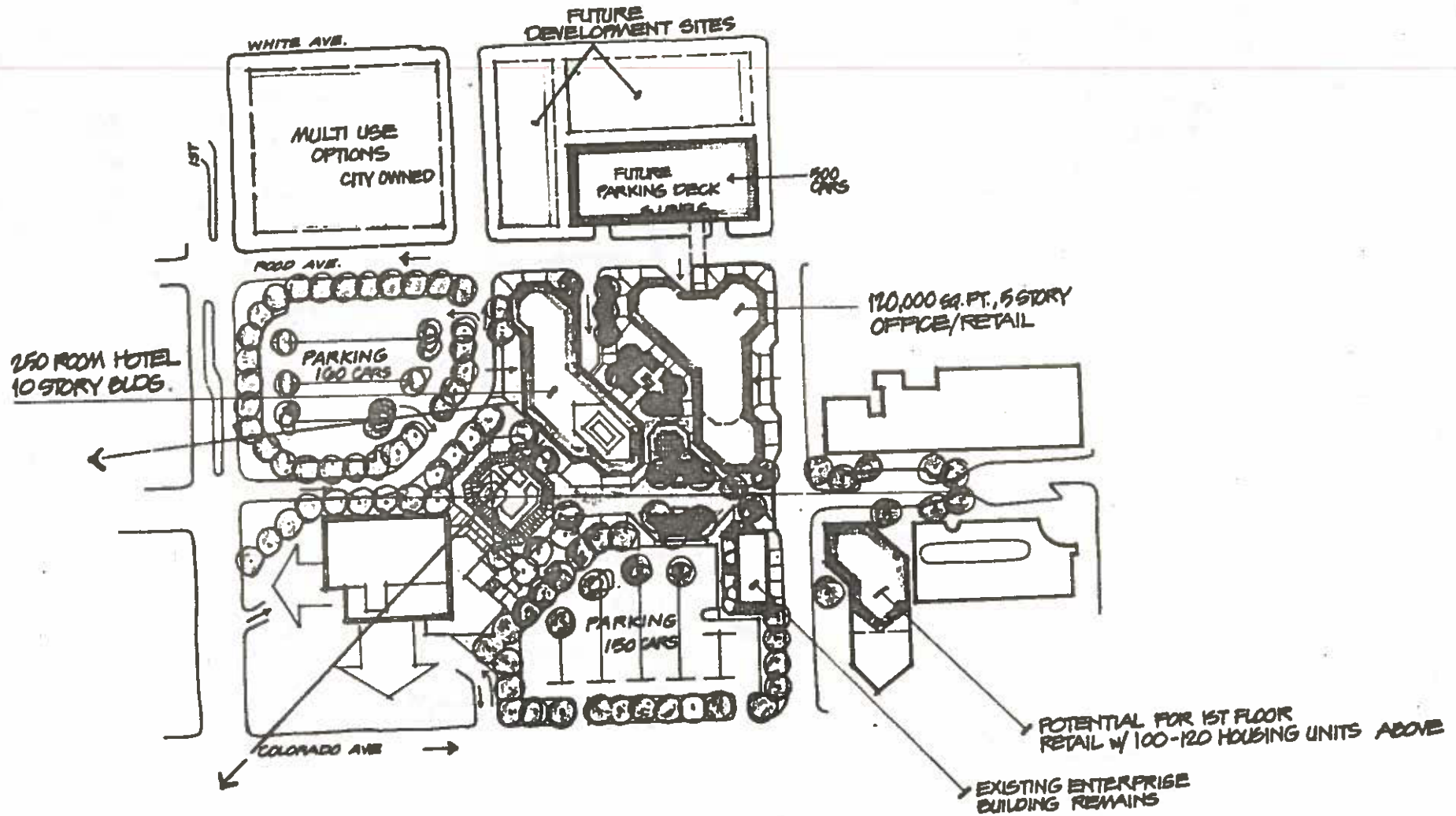
Figure 5

## Mixed Use Development

Two Rivers Plaza provides an appropriate focus for a mixed-use development at the western terminus of the Shopping Park. The concept calls for the combination of hotel, office and convention facilities in a multiblock property. The concept proposes the use of parking lots for the staging and phasing of development and to insure flexibility in the trade and exchange of land. A multiblock project in this location could also provide for the performing arts or new State Office facility. However, major projects in the multiblock area will require an upgrading and placement of current utility systems.

It is extremely important that a project of this nature be properly sized, both in its facilities and in the nature of parking to be provided. First priority in the development of a multiuse project would be the implementation of an approximately 120,000 square foot, five-story, office/retail complex in close conjunction with a 200-250 room hotel on the block bounded by Main, Rood, Second and Third. These two facilities need to be designed in close conjunction to allow close integration between the design and the activities that will occur. As shown in the attached Figure 6, areas contained in the blocks south and west of this complex should be acquired and developed in the immediate future as surface parking spaces. It is anticipated that Main Street, between Second and Third, can be closed at some point in the future to provide a major attraction plaza, or to extend the Shopping Park.

A second alternative (Figure 7) could create a positive, second level covered linkage between all three functions: Two Rivers Plaza, the Arts Center and the hotel. This linkage could perhaps occur as a skyway, allowing for pedestrian connections at a second level and surface pedestrian/vehicular access below. The Performing Arts Center, hotel and convention center could program functions together and create an important complex for the downtown. An additional alternative (see Figure 8) would see the State Office Building Complex constructed on the southeast corner of Main and Second Streets. If properly designed, such an office building could fit into the multiuse complex and create an additional generation of users.



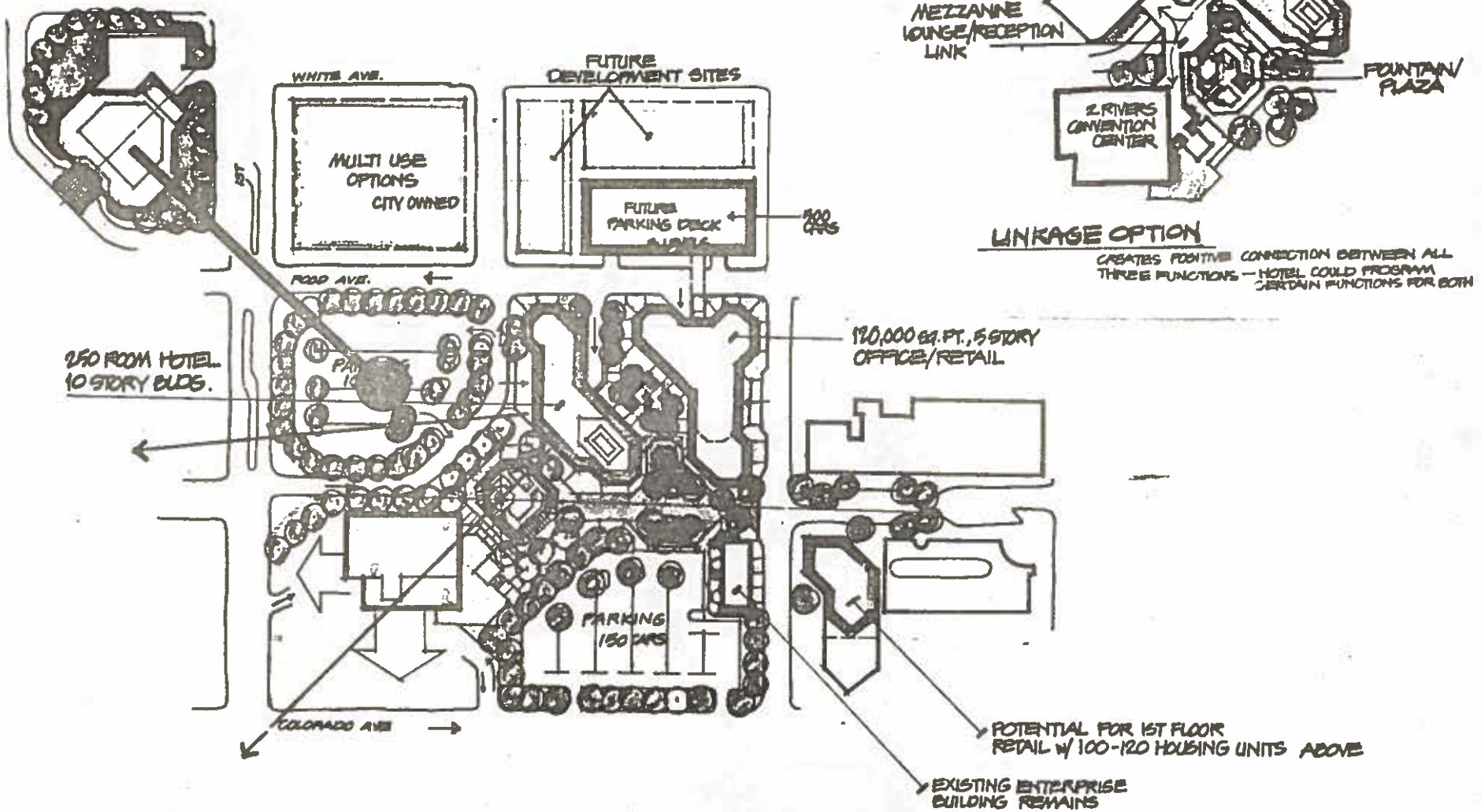
SCALE: 1"=100'

# Mixed Use Development

Figure 6



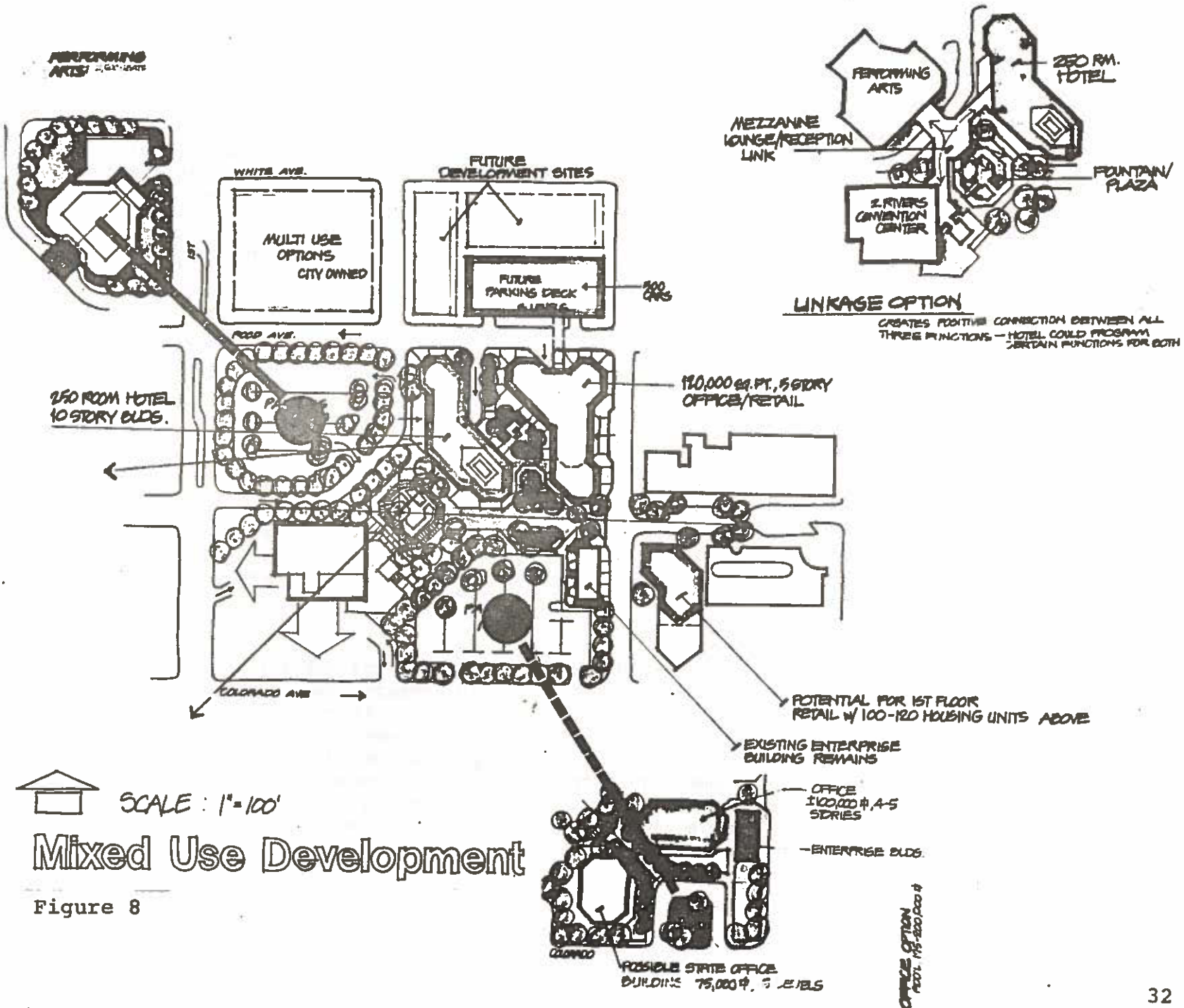
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# Mixed Use Development

Figure 7



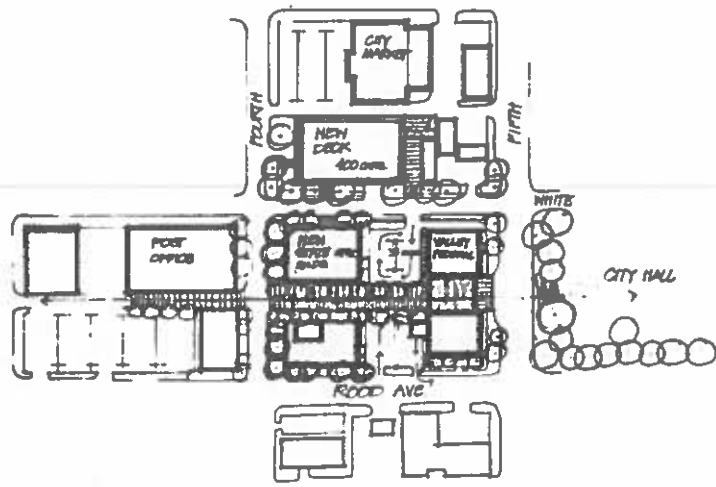
A major urban plaza with a dramatic display of water and abundant seating located at the core of the complex could receive heavy use at lunch or other times. The sound and visual quality of fountains could contribute to human interest in the environment. Downtown merchants could sponsor activities in the plaza on a regular basis to encourage use of the open space. Of course, scale is a critical element in successful plaza design; the plaza must be intimate enough to feel active with a small number of people, yet large enough to accommodate festive activities for special events, days, celebrations.

Surface parking areas should be regarded by City and local developers as development staging areas. As suitable projects occur, surface parking can be made immediately available for development. However, the replacement of that parking should be the responsibility of the City and developer, working jointly, and large projects may require construction of a parking deck, where no other development project could logically be placed. Such a parking deck could be located north of Rood Avenue, between Second and Third, and could provide spaces for perhaps 500 cars.

In any case, the multiuse project area needs to be regarded as a package, with a concept developed for the overall use of the property both in early phases, and in the long run. Multiuse projects need professional guidance and should be a first priority of community leadership.

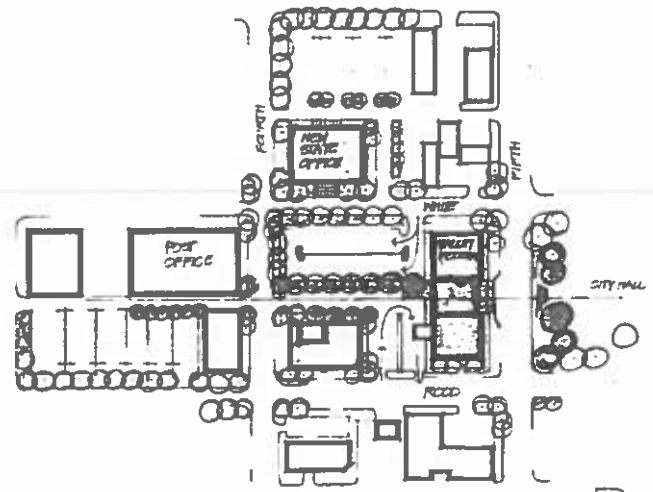
#### Office Governmental Complex

Significant opportunities exist for the development of a cohesive governmental office complex north of Rood between Third and Fifth Streets. The impressive buildings currently in the area, including the Courthouse, Valley Federal Savings and Loan, the Federal Building, and the Post Office, offer the opportunities for significant massing of new government office and related buildings, the establishment of a unified system of promenades and skyways connecting these buildings, and the location of a high-rise element for the skyline. Several alternative development concepts might be explored in this area as shown on Figure 9.



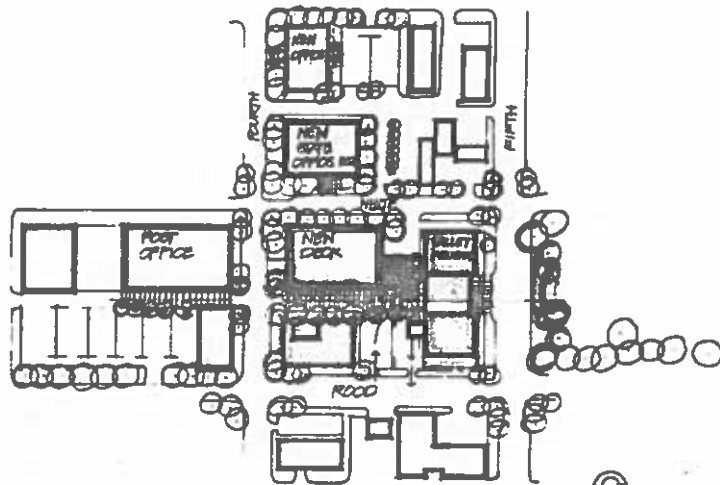
 SCALE 1"=100'  
 State Office Bldg.

A



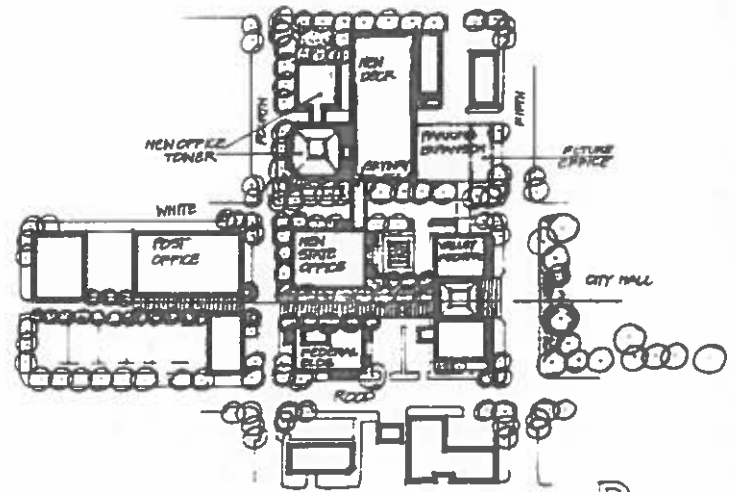
 SCALE 1"=100'  
 State Office Bldg.

B



 SCALE 1"=100'  
 State Office Bldg.

C



 SCALE 1"=100'  
 State Office Bldg.

D

Figure 9

Alternative A: A new state office building might be located on the corner of White and Fourth Avenues, the current parking lot serving Valley Federal. This alternative would provide a 75,000 square foot State Office Building consisting of 5 stories. A new parking deck for up to 400 cars might be located north of White and serve the entire office area. Such a deck would accommodate the need for 250 spaces for the new State Office Building and replace 50 spaces taken up from the current Valley Federal surface lot. Seventy-five spaces at ground level could be provided for the City market customers and 25 spaces could be used for City Hall use.

Alternative B: A similar new state office building might be located north of White on the corner of Fourth, thus allowing the maintenance of the current surface parking lot serving Valley Federal. This alternative does not offer the opportunity of a central promenade and plaza core for the area, however. Surface parking could be provided for 250 cars in place of the current City Market. Surface parking would remain for the Valley Federal Building and no new parking would be provided for the existing government buildings.

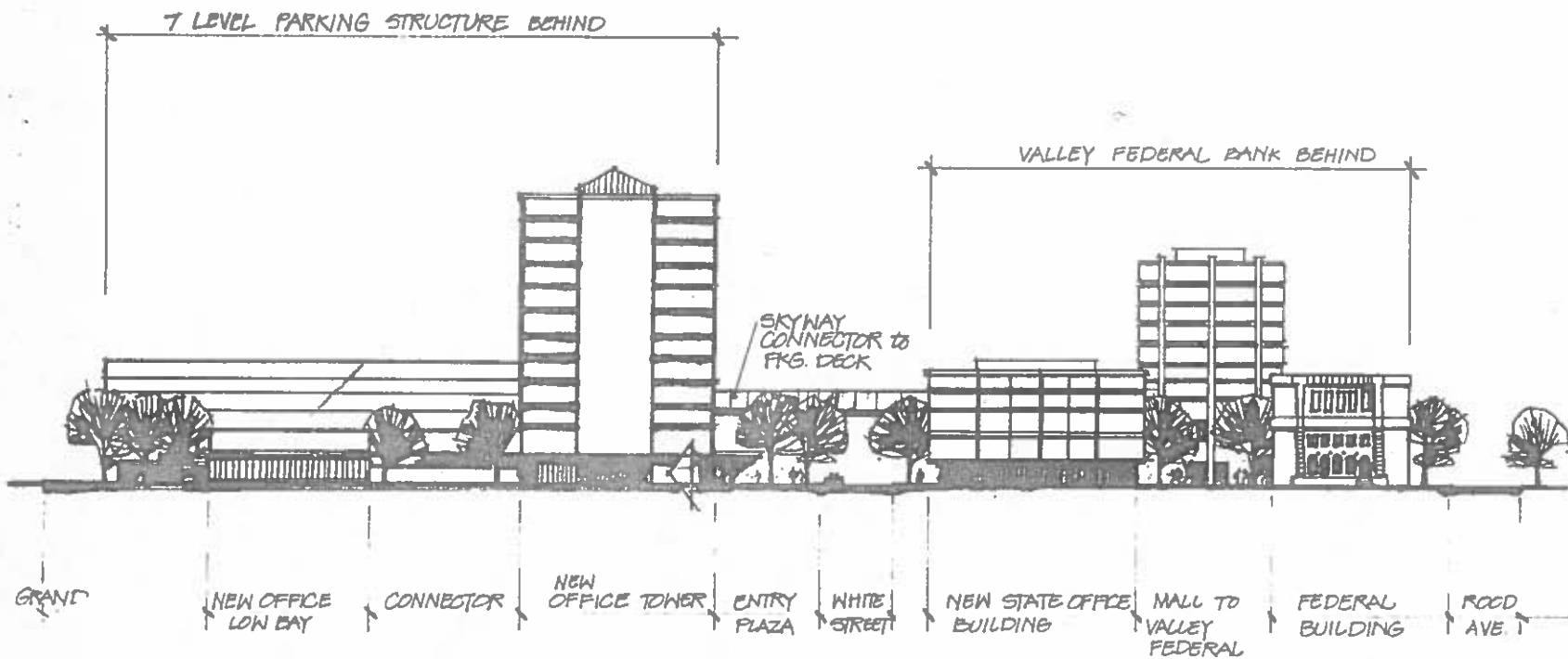
Alternative C: The third alternative might insert a new parking deck serving all of the offices in the vicinity into the property south of White on the corner of Fourth currently occupied by Valley Federal parking. This concept would see the location of the parking deck at the southeast corner of White and Fourth. Such a deck would service a new State Office Building, Valley Federal, the Courthouse, Federal buildings and City Hall. The difficulty with this kind of solution is its visual emphasis on the parking deck. The State Office Building on the northeast corner of White and Fourth could again consist of 75,000 square feet and five stories. New office development could also occur in place of the City Market and perhaps accommodate 20,000 square feet in two stories with surface parking for 50 cars.

Alternative D: This alternative would offer a unified complex of office structures linked to parking decks, and would provide an impressive skyline image; "a landmark for downtown." As shown in Figure 10, it would place a new state office building on the southeast corner of White and Fourth and a new parking deck serving that state office building and the additional offices in the area located somewhere in the block between Fourth and Fifth, north of White. In addition, a new general office tower might be located on that block, forming a concentration of office activity, a market for downtown convenience retail use, and further justification for the construction of a deck. This scheme would involve placement of the State Office Building at the southeast corner of White and Fourth. A new office tower on the corner of White and Fourth, consisting of perhaps 175,000 square feet with 14 stories could be constructed and a new parking deck providing perhaps 7 levels and up to 750 cars could serve the new office, State Office Building, Valley Federal and City Hall.

#### Housing Redevelopment District

The community goal of increased housing opportunity in the downtown area can be achieved with the establishment of a Housing Redevelopment District in the vicinity of Whitman Park. This area is currently in a deteriorating condition and contains a small number of residential units and various warehousing and commercial facilities. The area is large enough to provide somewhere between 250 and 500 housing units, depending on the intensity and pattern of development used. As suggested in Figure 11, the housing development concept can incorporate common amenities and parking within the existing block structure, while building on a strong orientation to Whitman Park. Housing in this downtown location can provide an excellent opportunity for the elderly and help to ensure a 24-hour living community in the downtown area.

On the blocks immediately adjacent to Whitman Park, townhouses and single-family attached housing could front the block in a manner very similar to current streetfront housing, providing around 40 units per block. An alternative concept, such as that shown between 2nd and 3rd, and Ute and Pitkin, could employ an apartment block, perhaps 10 stories in height, contain 125 units, and provide parking for its 200 cars. A highrise complex in this area of downtown offers fantastic views to the



# OFFICE/GOVERNMENT COMPLEX

1"=50'

Figure 10



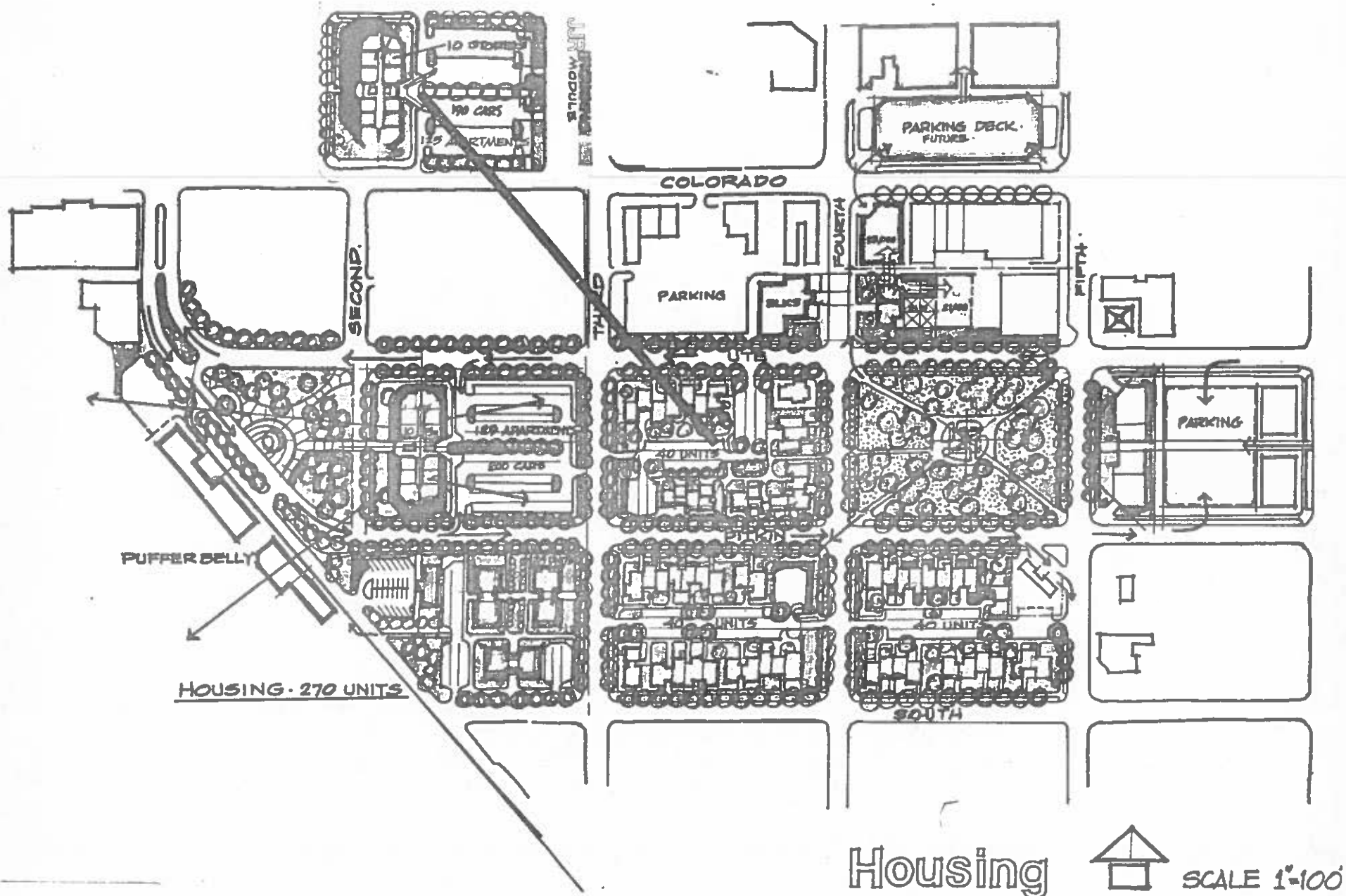


Figure 11

east and the west. In addition, garden apartments as shown in the concept, can provide 24 units in a half-block, along with adequate parking. The overall density for such a complex is approximately 15 dwelling units per acre.

Whatever type of housing redevelopment project is proposed in the area, a park-like buffer will be needed between the housing project and the Puffer-belly Station. Such a park-like buffer could provide both protection for the residential complex and an attractive transition and support element for the convention and multi-use center located near Two Rivers Plaza.

Retention of the Museum of Western Colorado is included in the redevelopment concept as a means of strengthening cultural activity in the downtown. The concept also includes retention of the neighborhood gas station on the corner of Pitkin and Fifth as an element of necessary service to the neighborhood. It may also be necessary and feasible to include a small convenience retail facility somewhere in the neighborhood. The concept also suggests that the inter-city bus station be relocated from the corner of Ute and Fifth perhaps to a location somewhere near First and White Streets.

The disadvantage of the concept as shown is the nearness of the one-way bypass system of Ute and Pitkin. This requires that all circulation and parking to the units be handled on an intra-block basis, and may necessitate some special handling of traffic and pedestrian circulation across those streets.

Multiple highrise apartments can also be worked into such a housing redevelopment project. These might consist of 9 to 10 story complexes with 700 to 900 square feet per apartment. A one and two bedroom mix could be worked out in an evaluation of the existing housing market. Common amenities for the entire complex can be provided both in and outside the structure. The overall density per block of such a concept is approximately 48 dwelling units per acre.

### Entry Development District

The large parcel of property bounded by State Highway 340 on the north, First Street on the east, and the railroad on the south and west, provides significant opportunity for the improvement of the downtown image (Figure 12). This property is well-enough located and large enough to provide opportunities for development as a research or office park. In addition, it offers opportunities for the relocation of a regional transportation center and provides an ideal location for a downtown food market at the corner of First and Grand. As an office or research park, it can provide a significant buffer for the downtown and the bridge/railroad activity to the west. It could provide a complement in redeveloped form to the Two Rivers Plaza and the Pufferbelly activity area immediately to the south. As a redeveloped parcel, it should be planned as a complete unit, with full mind given to the views it can provide of the downtown to those arriving from the west.

As an option, the property also offers the opportunity for the construction of a north-south bypass along the alignment of Spruce Street to eliminate the difficult curve at First and Pitkin. In such a mode, the bypass would allow the aggregation of additional property west of Two Rivers Plaza and expansion of development opportunities within the downtown. In such a situation, the entry development parcel will still be of sufficient size to allow adequate redevelopment.

### Commercial Renovation District

The shopping park along Main Street is best designated as a renovation district rather than redevelopment area, since the structures on Main provide strong opportunities for renovation rather than replacement. Historic district designation should be investigated, with preservation of key structures a possibility in this area. Good building rehabilitation opportunities do exist in the downtown area. Restorations need to preserve architectural integrity, materials, sense of color, signage and the alignment of similar building elements.

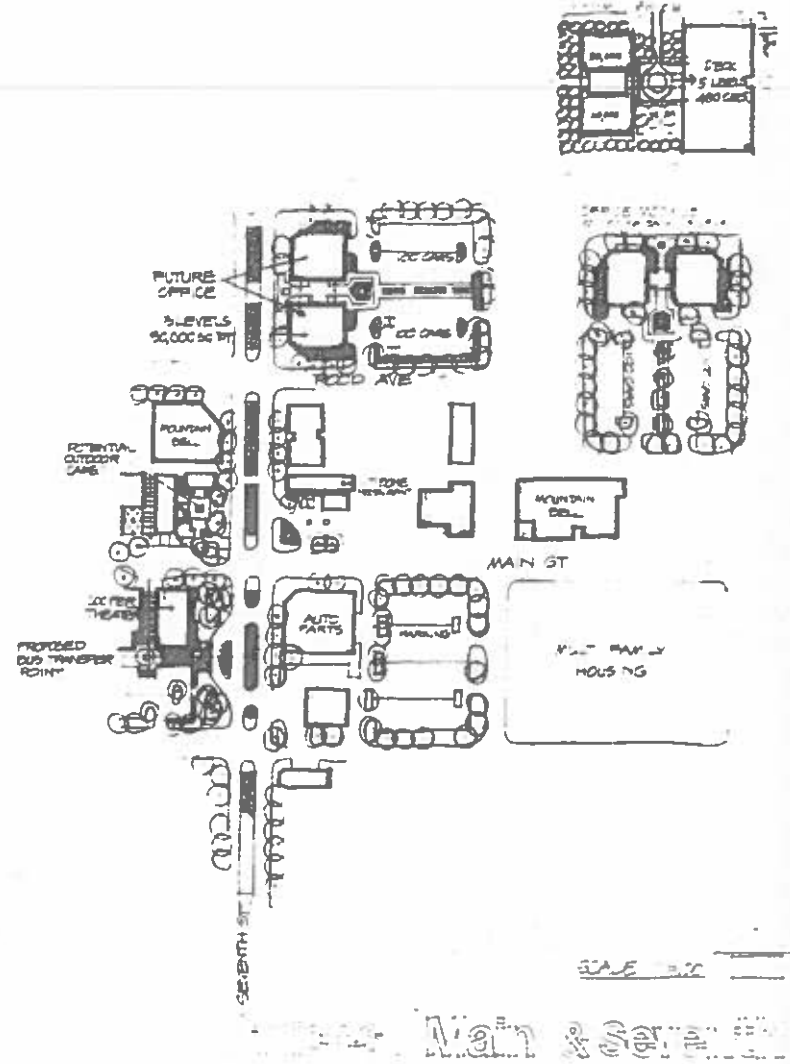
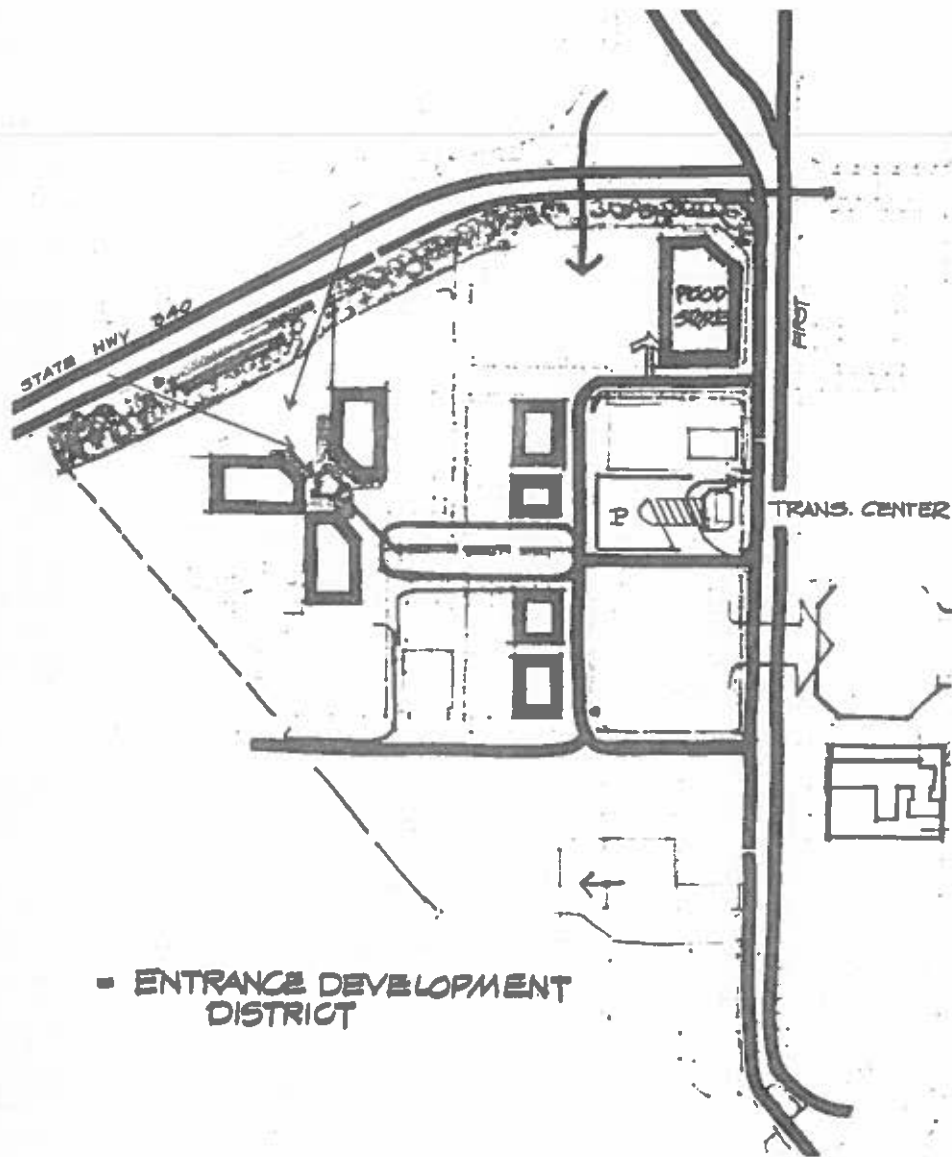


Figure 12

The size and shape, scale and form of buildings contain important clues in the renovation of commercial structures (Figure 13). Renovation guidelines should be based on restoration of original architectural integrity, the accentuation of original details, and relative signage continuity in both size and scale. The addition of unifying elements to the facade can include awnings, streetscape improvements, paint colors and street furniture. Key elements to be kept in mind include the pattern of building materials and building relationships, siting and facade elements, and the nature of facade alignment.

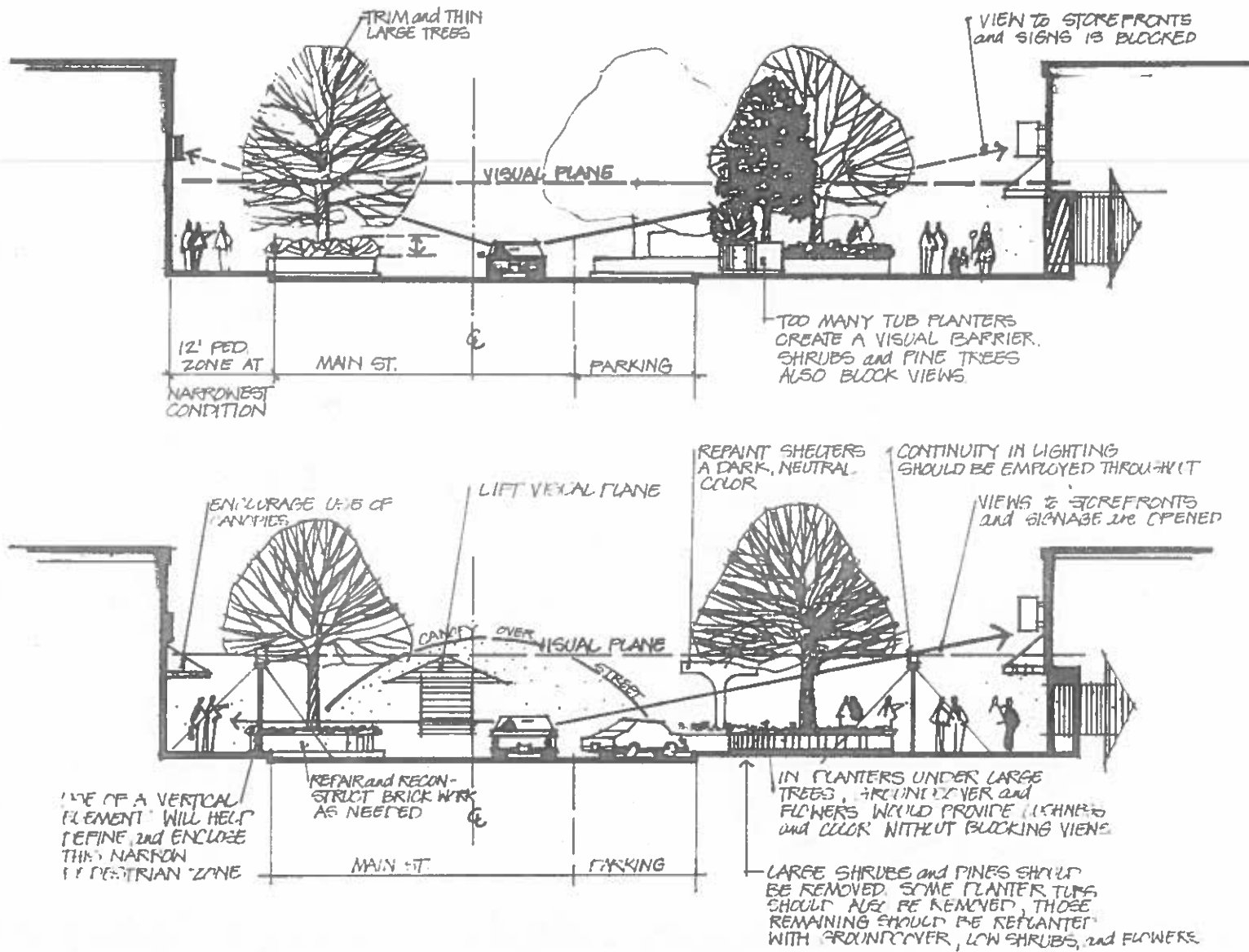
The Shopping Park has an excellent mature tree canopy. It provides a refreshing shade plan and contributes to an element of human scale. The tree canopy neutralizes the existing wide variety of architecture, materials, colors, style, and signs. The deciduous shade trees are appropriate as a tree canopy, although they need careful, selected pruning to open up views to the store facades and commercial signs. In support of this, the City should establish a systematic street tree planting program along adjacent major streets. In addition, the City should establish a coordinated landscape maintenance program for all city-owned and maintained properties, and create incentives for private property owners to landscape and maintain their property.

While land use, pedestrian and vehicular movement systems, architecture and the spaces created by architecture are the principal elements which create the character of a downtown, the amenities which help the downtown function are components which affect use and visual images of a downtown. It would be wrong to suggest that simply filling downtown spaces with items of furniture would change the use patterns of those spaces. However, the successful use of well-designed and functional urban furniture can enhance the use of the downtown and make it a more pleasant place to be (Figure 14).



Figure 13





# SHOPPING PARK REHABILITATION

1"=10'

Figure 14

The primary items of street furniture found in Grand Junction are:

|                    |                     |
|--------------------|---------------------|
| benches            | waste receptacles   |
| information boards | planters            |
| paving materials   | fountains           |
| bike racks         | telephone booths    |
| drinking fountains | pedestrian shelters |
| lighting           |                     |

The shopping park provides the focus downtown location for street furniture, but its use needs to be standardized throughout the downtown.

Urban furniture should, logically, be placed in areas of high pedestrian use. Care should be taken to locate items where they won't conflict with pedestrian flow. Currently, there seems to be minimum order to placement of furniture in the downtown. Placement of furniture in a zone along streets would ensure an open path for pedestrians while providing continuity to the streetscape.

Benches or objects to sit on are probably the most important single element of furniture in the downtown. However, conversation nodes are scattered throughout the Park and are heavily used. Opportunities also exist for the development of small fountain plazas in those areas most often used by people as conversation areas (Figure 15). As a result, people use walls and edges of planters as places to sit. In larger spaces, sitting areas located next to walls or in less exposed areas seem to be used more regularly. This is a generally observed behavior pattern and relates to the personalities of a majority of people who seem to need a feeling of security in larger spaces.

Paving materials used in the Park are too variable and lack strongly defined patterns, and an element of contrast. This can be achieved by mixing materials to create patterns which define special uses and allow manipulation of users' impressions of space. Paving change can define building entrance or pedestrian corridors without use of signs.

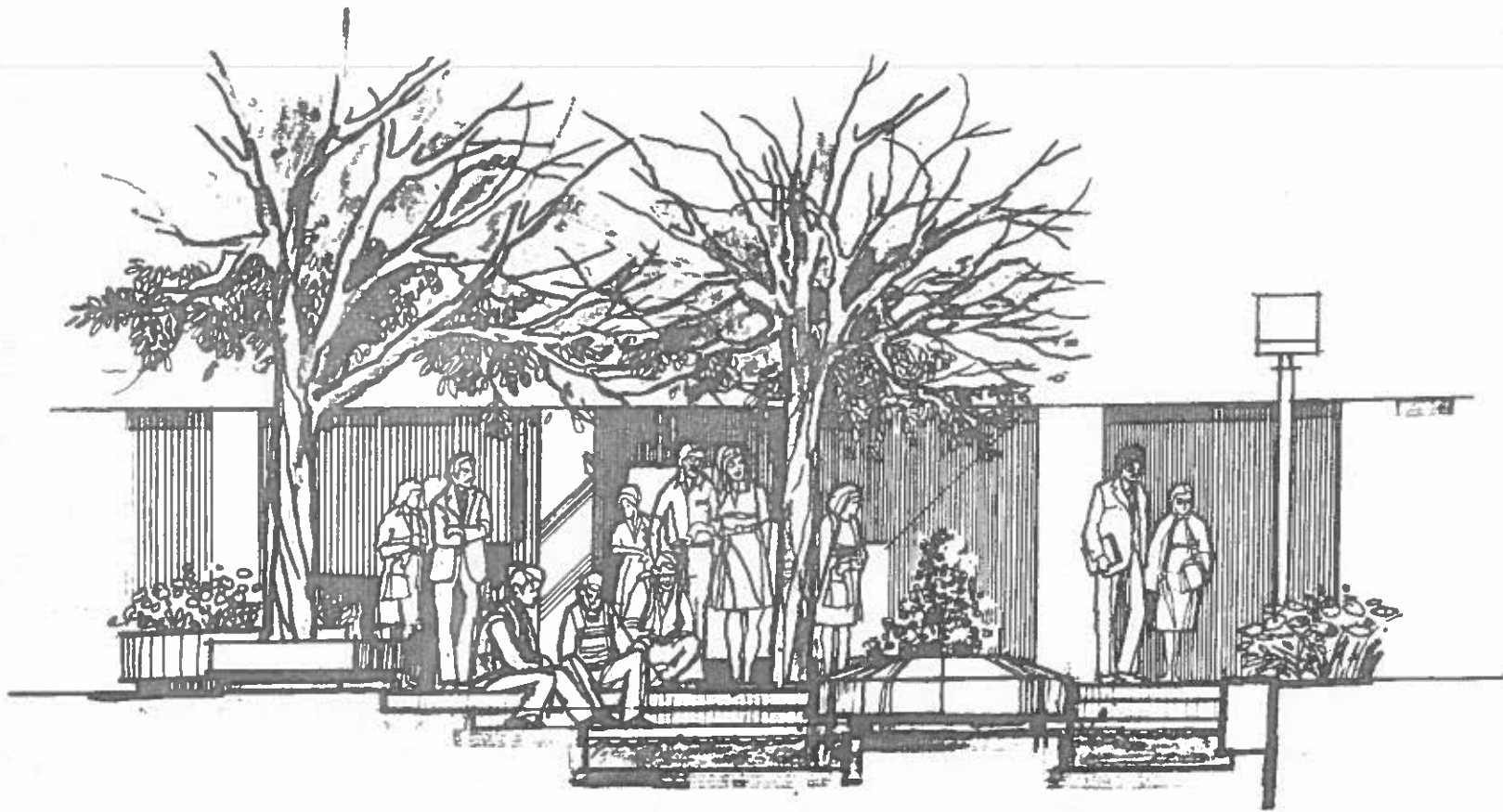


Figure 15

Trash receptacles are located throught the downtown and seem to be well-maintained. A larger receptacle which does not expose waste to the elements (as does the currently used wire baskets attached to light poles) would be less obtrusive. Care should be taken to choose a design which is easy to use by maintenance personnel as well as shoppers, and durability over a long period of time is critical. Select materials which can be easily cleaned and are less subject to staining. The location of units too close to sitting areas can cause annoyance from odor and insects. Receptacles should be weather-protected.

Planters should be utilized throughout the downtown to the extent that they can be effectively maintained. These should be planted with annuals for color accents. Low-growing shrubs should be planted in small, wide planters to complement their form. Some of the pine trees and overgrown shrubs found in some planters on the park should be replaced.

The bulletin board is a necessary item in the Shopping Park but should be of a more compatible design with other furniture elements. The umbrella canopies sheltering conversation nodes are incompatible with the general character of the park.

Major criteria for street furniture selection should consider function first, and visual design second. The goal should be to achieve visual uniformity through: a) standard color selection for steel hardware (frequently preferred are the dark, architecturally neutral tones); b) flat and nonglossy paints which produce uniform appearance on a variety of materials; c) easily matched colors to insure duplication over time; d) standardization of graphics; and e) coordination of furniture placement, light poles, sign poles and street trees.

It is also important to maintain a limited vocabulary of materials to insure optimal durability, ease of maintenance, replacement and life span. Placement of furniture with respect to patterns of activity can also reinforce street activity and intensity. Furniture should not interfere with pedestrian and vehicular traffic patterns. Placement of furniture should facilitate surface maintenance and cleaning, and elements with complementary functions should be clustered.

#### Commercial Redevelopment District

The commercial area surrounding the Shopping Park, such as that along Colorado and Ute, provides definite redevelopment opportunities for lighter commercial activity. The area can serve as an expansion of the commercial core and as a buffer between the residential redevelopment area and the shopping park. Opportunities exist to maintain the Museum of Western Colorado in its current location and adjacent properties in this area. Primary uses within this area need to be smaller in scale and less intensive than those along the Shopping Park, and provide support services, and a mixture of hotel/retail/service uses.

#### Housing Renovation District

The major stock of existing, high quality housing in the downtown area is the single family housing located east of Seventh Avenue, north of Main, as shown on Figure 3. The primary emphasis in this district needs to be on housing conservation and renovation, and stabilizing and maintaining the character of the neighborhood. Opportunities exist within the area for historic designation and preservation of key structures. In addition, in the area immediately around Emerson Park, opportunities exist to increase the density of housing.

#### Housing Conversion District

It is important in this area to provide for the conversion of certain structures along major streets from their current residential function to office use. This conversion needs to be controlled and limited at the alley line along either of the main streets proposed and should not be allowed to extend further east than Twelfth.

## Office District

A major entry to the downtown, Seventh Avenue, just north of Grand, currently provides a strong and workable image of a stable residential neighborhood. This needs to be maintained. Seventh, South of Grand, offers potential for providing both traffic access to the downtown and a strong edge to the commercial center of the downtown, perhaps with the construction of lo-rise, well designed three- and four-story general offices.

As shown in Figure 12, these office improvements can occur within the existing street system and can provide sufficient parking in each block for perhaps 200 cars and up to 60,000 square feet of office space. The guiding concept in the development of the properties needs to be maintenance of the design relationship to the shopping park, the establishment of a quality image along Seventh Avenue, and preservation of the residential neighborhood east of Eighth. It is vital that this development provide an edge to the commercial area and a buffer for the stable residential property east of Eighth.



## Circulation and Parking

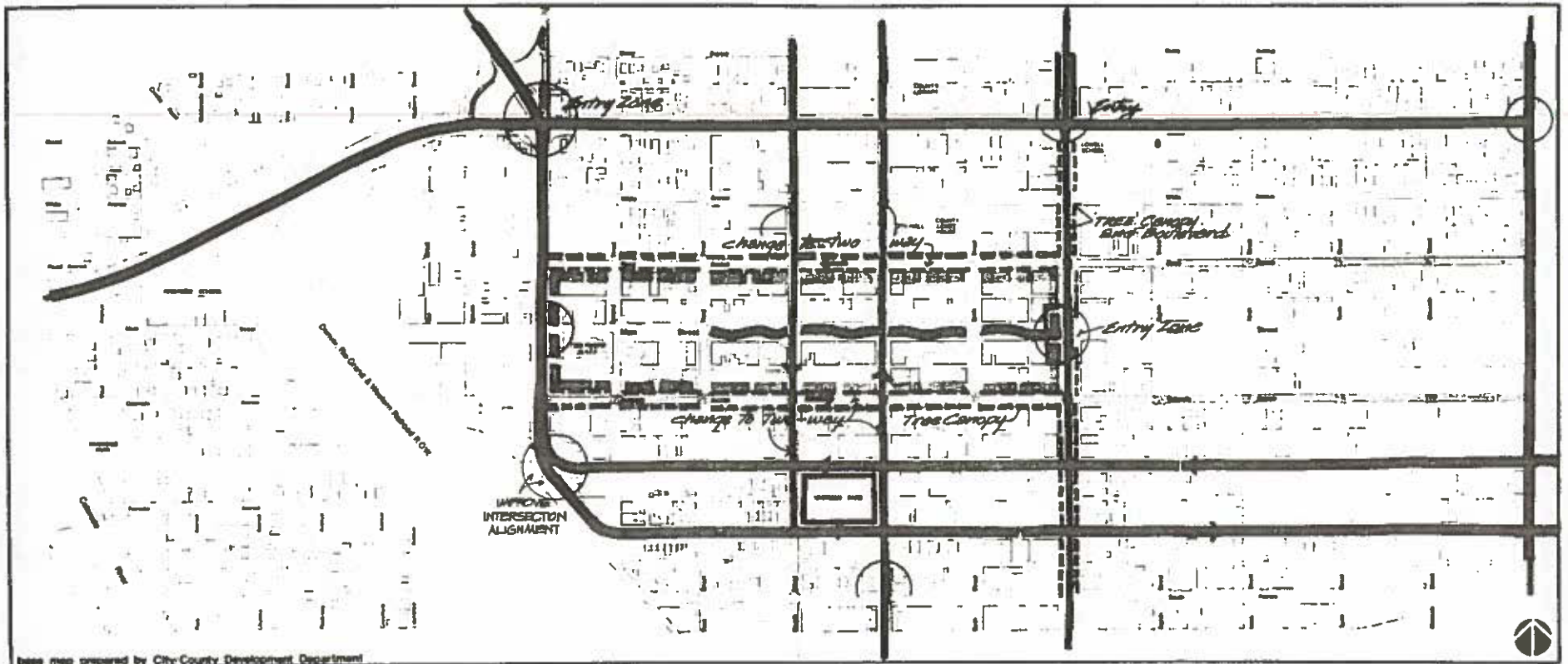
Several major revisions to the circulation system are proposed in this downtown development Plan, including two alterations in the one-way traffic system (see Figure 16).

Rood and Colorado should be returned to a two-way system immediately. Current traffic volumes do not justify their continued one-way status; the simplified circulation achieved by a return to two-way use can be a major gain in downtown accessibility. In the longer term, Fourth and Fifth from Grand to South Avenue should be returned to the two-way system to simplify turns and access to parking areas.

The change to a two-way pattern for Fourth and Fifth should be preceded by a professional examination of the impact of the Rood-Colorado change, the change in volumes caused by increased development downtown, and an assessment of the impact on downtown turning movements of a changeover. Vehicular circulation through the shopping park is advantageous and should be continued. The extension of Horizon Drive to First, allowing access from the northeast to the downtown along First, is a sound concept and should be achieved in the future.

Primary access to the downtown from all portions of the city occurs along Grand at First and Seventh; on Main at First, Seventh and from Twelfth. along Ute and Pitkin at First, Seventh and Twelfth. Within the downtown, the major streets are proposed as Grand, First, Ute, Pitkin, Seventh and Twelfth. Colorado and Rood should be regarded as major streets between First and Seventh Streets only, in the downtown area. The traffic lanes on both Rood and Colorado should be reduced to 12 feet.

In addition, improvements to access will be required for the multi-use project area at First and Main. Improvements in the intersection of First and Grand, and First and Ute/Pitkin are needed, and require a detailed traffic engineering analysis and improvement plan to address safety, flow, and access. It is also proposed to improve signalization and adjust turn restrictions along Main Street to allow for two-way movement. The community should undertake a traffic engineering study and plan in the near






Map was prepared by City-County Development Department

# Grand Junction Downtown Development Strategy Plan

## Circulation

### Legend



-  BY-PASS ROUTE
-  MAJOR ARTERIAL
-  COLLECTOR

JUR 

Figure 16

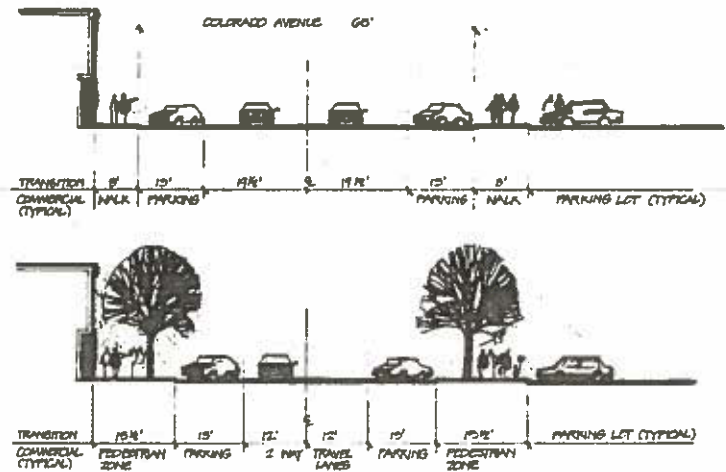
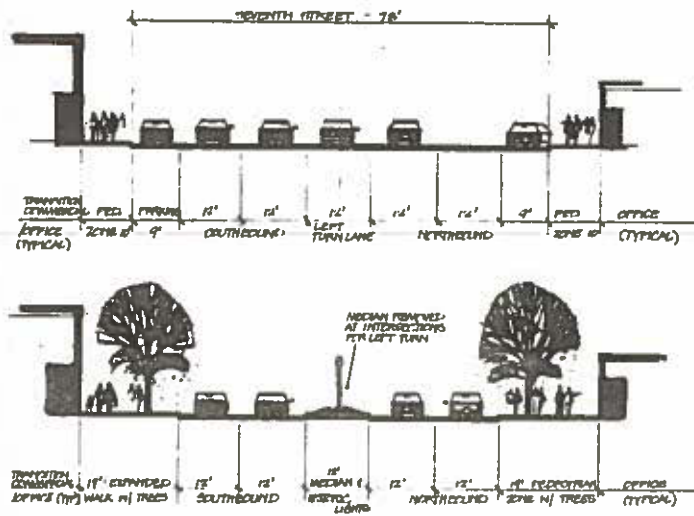
future to determine the engineering feasibility of various street improvement proposals and to establish proper signalization and turn restrictions.

The community should move to install a tree canopy on both Rood and Colorado Streets (Figure 17). This will involve redesign of the street cross-section to 12-foot lanes from the current 19- to 19.5-foot lanes, minor removal or alteration of parking in certain locations, installation of major trees at certain street corners, the widening of walks, and the installation of a parkway system. It is also recommended that Seventh Street, from Grand to South, be boulevarded, as is Seventh north of Grand.

The concept for improved intersections calls for the reduction of automobile and safety conflicts and the provision of room for shade trees at key corners (Figure 18). Parking need not be significantly reduced and pedestrian safety and movement can be encouraged by narrowing the streets. Maintenance of existing traffic flows can be accomplished by extending the curb to the areas currently marked with paint to reduce the crosswalk width and allow for safer pedestrian crossings.

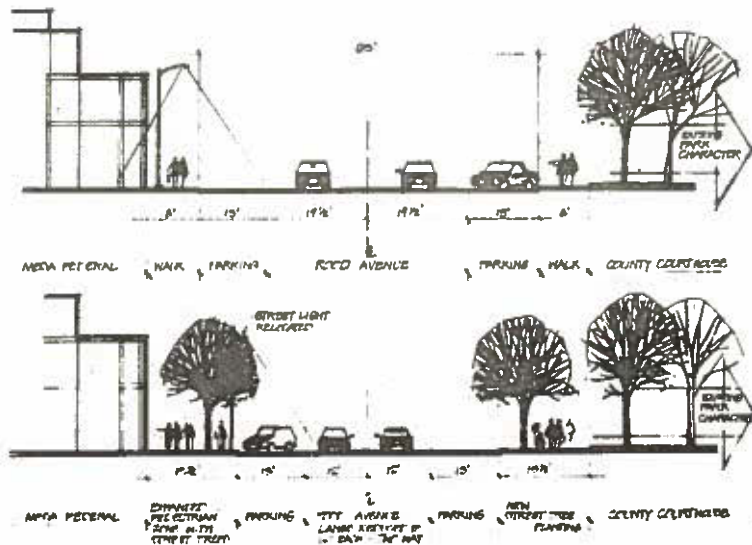
Goals for parking improvement include the availability of adequate parking in key areas, the quality of access and the proximity to business. It is important: 1) to provide direct links in primary parking lots to commercial areas through the alleys or buildings designed as walk-through arcades; 2) to provide clear, clean definitions of pedestrian systems; 3) to provide shade tree canopy in certain parking areas; 4) to use trees to soften the edges of parking areas; and 5) to consider the consolidation of private parking to benefit all adjacent businesses.

The City should analyze and reassign municipal lots to achieve a larger proportion of long-term parking. The assignment of on-street parking to short-term, primarily one- and two-hour periods as opposed to the 24-minute period currently in use is also preferred. Within the Main Street shopping park renovation district, it is proposed that no off-street parking be required for renovations or improvements to existing structures.



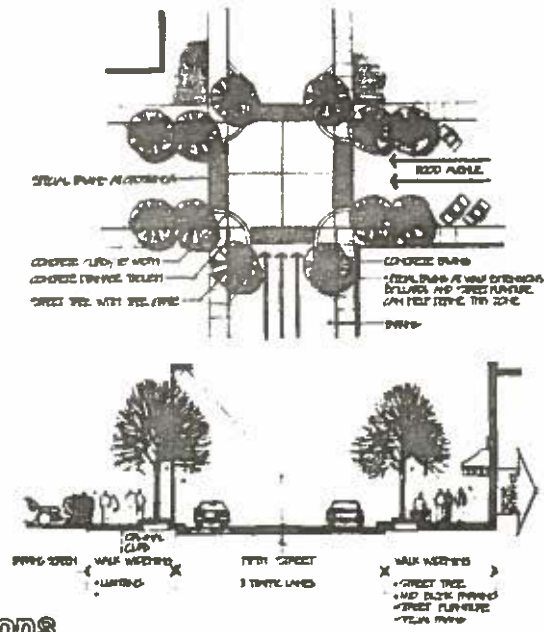
1 SEVENTH ST. IMPROVEMENTS  
1"=10'

2 COLORADO AVE. IMPROVEMENTS  
1"=10'



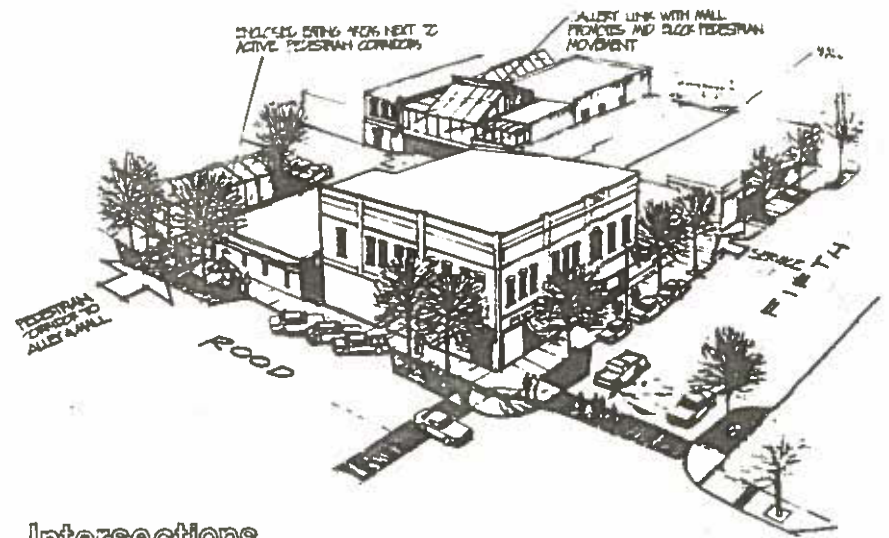
3 ROAD AVENUE IMPROVEMENTS  
1"=10'

Figure 17



## Intersections

Figure 18



## Intersections

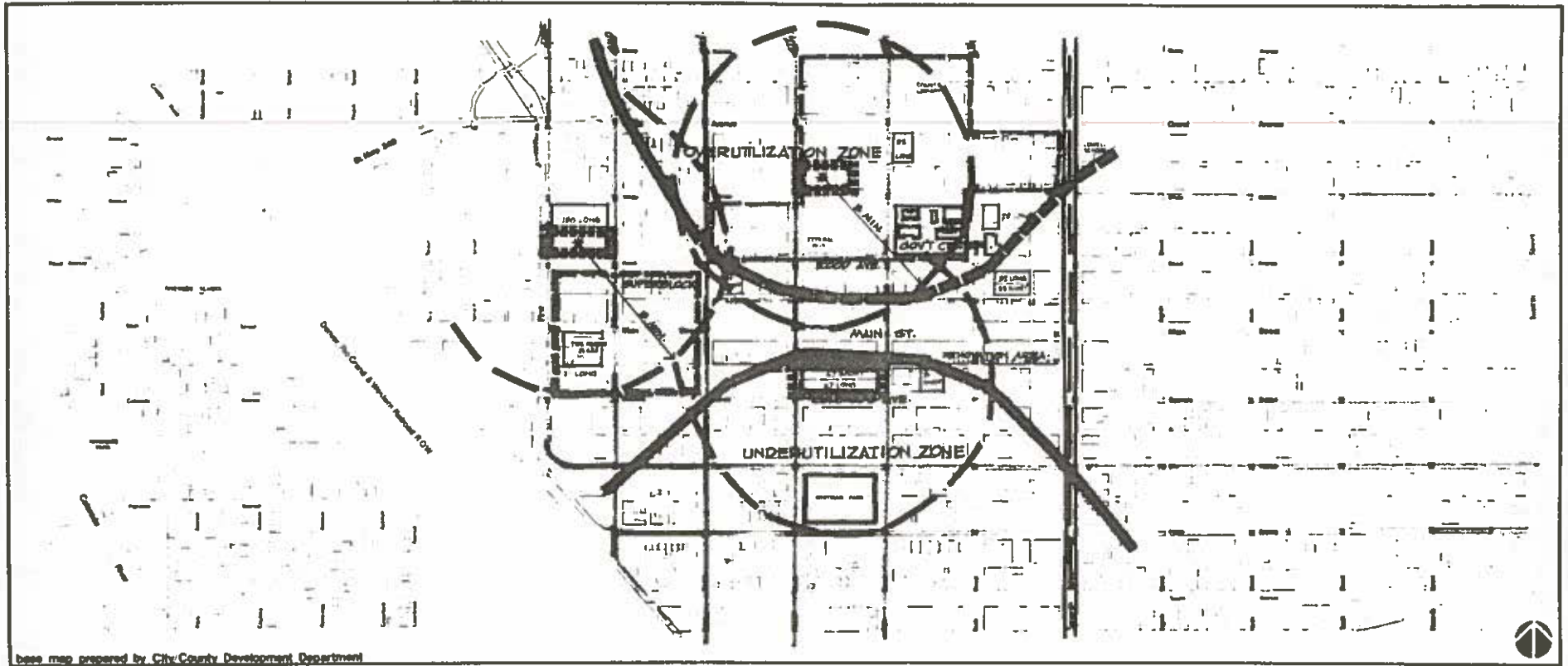
Free parking for shoppers is encouraged; however, the key issue is control. The institution of free parking will need to be accompanied by alternative control measures in place of meters. Significant costs will be involved in the removal of parking meters, and these need to be weighed along with the evaluation of the effectiveness of the alternative controls. The removal of parking meters in the downtown will need to be accompanied by policies and programs to ensure that the spaces are still used for short-term parking. Alternative ways of accomplishing this can include designated parking areas for long-term use for the employees of the downtown some blocks from the area.

The community should begin to acquire land for parking, and plan to use this property for development exchange, or for deck parking should the need arise later on. The general potential location of major deck parking needs to be determined now, and used as a tool to shape circulation and land use density and intensity in the future.

Three general locations are proposed for future parking structure development, to provide a three-minute walking access to all areas of likely intensive future downtown development (Figure 19). The optimum parking deck in each of these locations might be five levels, sized to approximately 250 feet by 125 feet. The construction of parking decks should be phased to meet perceived need and can be used as a catalyst to further future development.

In addition, the downsizing of cars and parking space dimensions can allow more capacity out of existing parking lots by merely restriping. Parking lot/traffic experts anticipate at least a 10% downsizing gain. This can be fairly significant: 400 to 500 cars/spaces.





## Grand Junction Downtown Development Strategy Plan



- 1 RE-ASSIGN MUNICIPAL LOTS TO MORE LONG TERM PARKING
- 2 ASSIGN ON STREET PARKING TO SHORT TERM - ONE AND TWO HOURS
- 3 IN RENOVATION AREA - NO OFF STREET PARKING IS REQUIRED FOR DEVELOPMENT PROJECTS

## Parking

- 4 REMOVE ON STREET PARKING ON SEVENTH ST. WHEN BLVD IS INSTALLED.
- 5 REMOVE ON-STREET PARKING AT INTERSECTIONS OF EOOD AND COLORADO TO ALLOW FOR STREET TREES
- 6 FREE PARKING FOR SHOPPERS IS ENCOURAGED. KEY ISSUE IS CONTROL.

Figure 19

## Urban Design

A wide diversity of styles in lighting fixtures and levels of illumination exist in the downtown area. An important goal is to provide continuity in these styles and the levels of illumination in different locations. Pedestrian lighting plans need to include optimal color rendition, even distribution and uniformity of illumination, appropriate scale of lights or spacing, design style compatibility and coordination of placement with plant material location. We should retain existing pedestrian scale lights such as those on Seventh Street in the median. These can help to preserve the traditional character of street lighting in residential neighborhoods. If possible we should identify pedestrian zones in the downtown with standardized luminaires. Multiple luminaires may be used on a single pole to emphasize and articulate special areas. Fixtures in lots visible from the street should be identical with or similar to those used along roadways. Mounting height and space requirements depend primarily on lot size and the adjacent land use.

We should encourage decorative or dramatic light fixtures at building entrances. Plaza lighting can create a mood or define a space as well as project the individuality of that space. We should consider all-mounted fixtures; hidden fixtures can highlight landscaping or other features of a structure. Mounting heights of street lamps should be uniform; thirty-foot minimum mounting height is recommended on direct buried concrete poles or carbon steel poles or uniform color. Rectangular cut-off fixtures, offered by several manufacturers, make replacement by competitive bid advantageous. Lighting sources should be uniform. Different types of lighting give different color reproduction. High-pressure sodium lighting is energy efficient, but color rendition is poor. New color corrected high-pressure sodium lamps should be considered.

Cut-off luminaires offer advantages over "cobra head" or "coolie hat" fixtures. More architecturally pleasing, these also offer a simple design that is compatible with most architecture, provides more control of glare and stray light. Light is directed to the ground and concentrated in the immediate vicinity, thereby reducing the visual impact of the fixture from a distance.

The historical lighting fixtures which appear on White Avenue near City Hall and on the Seventh Street median are inefficient, but should be retained because of their rich detail, human scale and historical relevance. Light fixtures of this scale are appropriate for residential areas and pedestrianways where lower light levels are appropriate. Special developments have adopted custom fixtures which are part of the architectural statement. This is to be encouraged in the future.

The City should move to gradual replacement of the overhead wires, with underground utility corridors encouraged. Location of wires and along alleys is preferable to street side locations but is still unsightly especially where alleys are used for pedestrian corridors. Utility lines can be attached to light poles or free standing units. Free standing units can be secured to pavement to discourage vandalism.

### Signage

Signage control is traditionally a very difficult urban design problem because, in an effort to unify a downtown image, many solutions propose signage controls, resulting in dullness and lack of vitality. From the outset, it has been assumed that this problem should be approached with primary consideration and sensitivity given to the merchants' need to advertise. Signs are important elements through the downtown. Directional signs need to help the user negotiate, and need to define districts, facilities, key landmarks and directions. Within the principal street corridors, too many signs distract the driver's attention from the road, traffic and signals.

The competition to attract customers leads each business to build bigger and brighter signs, resulting in signage overkill and graphic confusion. Guidelines are necessary to place some controls on size and placement of signs. The goals should be clarity and direction rather than discouragement of signage innovation and creativity. Innovative use of graphic symbols rather than words to project a message should be encouraged, particularly with overhanging pedestrian scaled signs. Often several businesses are located in a single building. Encourage the coordination of signage on a single facade so that size and colors of the various signs are compatible. Emphasize simplification of messages which make it much easier for the passerby to identify a business or service.

Public signs are also confusing and chaotic. Public signs, whether directional, informative or traffic control, should be color coded to facilitate recognition of a particular type. Directional signs are lacking at major entrance corridors to Grand Junction. These should clearly mark the routes to the major shopping district, parking, and other key downtown districts. Low profile signs easily read from the automobile which do not block views are suggested.

## Planting

One of the most effective methods of unifying the image of a downtown is through the effective use of landscaping. Planting has many applications in urban design and, next to architecture, is the most common means of defining space. Plant materials on the mall are generally well-maintained. The street canopy trees prevalent in the residential areas create a sense of human scale and neighborhood. A quality image should continue into the CBD area where appropriate.

The shade provided by trees during the hot months is a desirable element in the downtown. Because streets in Grand Junction are wide and open, they can accommodate rows of canopy trees at the edges or in a boulevard treatment without loss of traffic carrying capacity. Rows of canopy trees are needed to define edges of districts as well as primary streets.

Parking lots throughout the downtown are poorly landscaped, providing unobstructed views of masses of cars. Buffering of parking lot edges should be accomplished with pockets of landscaping rather than a continuous, unbroken linear hedge or wall of plant material. Small flowering trees in planters along parking lot edges provide little shade relief for automobiles. Intersections should not be obstructed by plant materials. But if carefully placed, trees can be planted close to intersections without obstructing views.

Special spaces in the downtown need enrichment by smaller masses of plantings for texture, color and fragrance. Use of plantings to frame important views, particularly at entrance corridors to Grand Junction, is needed. Concentrate on landscaping the entrance corridors and principal arterials first, leaving lesser used areas to a later phase. Reinforce entry image of Seventh Street by continuing the median and rows of canopy trees through the downtown. The park-like setting of the City/County Complex provides an excellent amenity for the downtown. Pedestrian ways need to be reinforced and delineated through increased use of shade and flowering trees. Several key buildings need development of site identity through addition of plantings and open lawn.

Street tree planting programs should be regarded as a unifying element for the downtown and can help to unify roadway corridors, minimizing visual clutter, defining special areas, and enhancing visual image views. Deciduous trees provide shade in summer and allow penetration of warming sun in winter. Reduction of heat buildup in landscaped areas by shading surfaces reduces uncomfortable radiant heat in summer months. Shading of buildings can reduce load on air conditioners as well. Shade on paving surfaces reduces glare. The selection of a variety of shade trees for use as street trees will avoid mass depletion of vegetation due to unexpected disease. Keep plantings uniform by street for continuity of form and texture. Alter species by direct or alternate streets. Establishment of planting easements can reduce conflicts with utility corridors. Plants can also be used to reduce or direct wind. Plants as filters for particular pollutants is questionable. Plants help curb erosion by stabilizing soil and swales and on stream banks and by reducing the impact of rain on soils. Plant materials should be used in scale with the problem to encourage dramatic planting and massing as opposed to isolated solutions.

# The Development Strategy For Downtown

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## THE DEVELOPMENT STRATEGY FOR DOWNTOWN

### Policies for Implementation

Statements of Policy adopted by a public body provide a firm basis and guidance for planning and implementation decisions. A number of those most pertinent to the downtown's revitalization are included below, and are incorporated herein to the Downtown Development Strategy. It is vital that in both conception and application policies drafted for the downtown and those drafted for other areas of the community be complementary and supportive of the total community interest. Downtown interests are integrally linked with all of Grand Junction, by law, by history, by financial base, by politics, and by need.

The Policy Statement on Downtown Development, adopted by the Grand Junction City Council in April 1981, contains these specific policies and actions, suitable for implementation policies as an element of the Downtown Development Strategy:

1. Redevelopment of and reinvestment in the downtown is a major priority for the City over the next five years. The City will encourage and assist the private sector in such redevelopment and reinvestment.
2. The City, with the assistance of the Downtown Development Authority, will actively pursue appropriate new commercial and residential developments, necessary public improvements and mechanisms to assist with the renovation or restoration of older properties.
3. Redevelopment of the downtown should occur in concert with development in other areas of the City and should not be adversely affected by new development outside of the downtown.
4. The City will assist the DDA, downtown merchants and downtown property owners to establish a downtown Parking District as authorized by Ordinance No. 1807 of April 1979, and to improve the landscaping and management of public parking lots, parking signage, and traffic circulation and signage.



5. The City will assist the State to develop a State Office Building in the downtown.
6. Industrial Development Revenue Bond financing will be provided to downtown developers for appropriate economically feasible projects in accordance with state and federal statute.
7. Tax Increment Financing will be implemented to complement appropriate economically feasible private development projects in accordance with state law.
8. Alleys will be vacated to accommodate new development provided that such vacation is necessary for the successful development of a project where the developer holds title to adjacent properties and construction is imminent.
9. Air rights or easements over street rights-of-way will be provided, provided such vacation, air right or easement is necessary for the successful development of a project when the developer holds title to adjacent properties and construction is imminent.
10. The City will apply for federal and/or state financial assistance to complement private development efforts when the development and application are consistent with the conditions of the federal or state assistance program.
11. The City will revise zoning, land use and building regulations in accordance with the recommendations of the Downtown Development Strategy to facilitate downtown redevelopment provided such revisions do not adversely affect the health or safety of the downtown community, e.g., height, setbacks, mixed uses, etc.
12. Parking requirements will be negotiated for downtown development projects considering the availability of public parking, the economics of the project and the parking needs as determined by the lender and tenants.

13. Municipal utilities will be relocated to accommodate new development, and the City will continue to implement the agreement with Public Service Co. of Colorado and Mountain Bell to underground their utilities.
14. The City will finance public improvements in conjunction with private development projects through special improvement districts, revenue bond financing, tax increment financing, grants or, when appropriate, general fund financing.
15. The City will continue the Main Street drainage and lighting improvements considering the design recommendations of the Downtown Development Strategy.
16. The City will consider the designation of a historic district in the downtown and the adoption of design guidelines in accordance with the recommendations of the historic structure survey and the Downtown Development Strategy.
17. The City will consider the utilization of the property tax deferral mechanism authorized by Section 39-5-105, CRS 1973, as amended, to encourage the renovation and restoration of older--more than 30 years old--properties, residential and commercial (with Council designation).
18. The City will extend Horizon Drive from 7th to 1st Street and upgrading Horizon Drive and 1st to arterial status.
19. The City will pursue the preliminary design and feasibility analysis on a community performing arts/civic events center for eventual location in the immediate vicinity of Two Rivers Plaza.

These policies adopted by the City Council, as an element of Ordinance No. 1967, on May 20, 1981 are also appropriate for action here. Those most relevant are as follows:

20. New and exciting developments are encouraged to provide for beautification and enhancement of the climatic environment to establish a pride of community, maintain acceptable air quality and assist in energy conservation. This will be considered of special importance along major transportation corridors.
21. Land in close proximity to jobs, services and public facilities will be encouraged to develop more intensively and at greater densities.
22. All ordinances which affect land use and development, such as subdivision and zoning regulations, housing and building codes, and any other local land use related regulations will be periodically reviewed.
23. In order to insure public safety and minimize public costs, proposed land uses will respond to the soil, erosion, and surface geologic characteristics of the development site by proper design, engineering and construction.
24. Multiple use structures and the development or redevelopment of large parcels is encouraged.
25. Develop and support design guidelines that will provide assistance regarding design considerations such as: restoration of historic or architecturally significant structures, renovation of rear facades facing alleys, signage programs, lighting, trash containers, etc.
26. Develop and support a parking system which will accommodate the multi-purposes of the CBD, e.g., provision of employee parking, shopper and visitor parking, with concern for encroachment upon the periphery residential areas.
27. Periodically re-evaluate and establish circulation patterns in the CBD to insure the best integration of pedestrian bicycle and motorized traffic.

28. Clustering residential uses through planned redevelopment is encouraged to retain open space areas, harmonize development with the landscape, insure compatibility with adjacent uses, minimize the cost of public service delivery, provide a variety of residential lifestyles, permit imaginative design and prevent wasteful fuel consumption.
29. Building and occupancy codes as well as approved development plans will be strictly enforced.
30. Renovation of existing commercial areas and structures is encouraged. Strip commercial developments are discouraged and should be avoided whenever possible. It is also the policy to reinforce existing commercial areas which are associated with servicing population centers, new communities or new subcommunities.
31. Commercial developments should be aesthetically pleasing and special attention should be given to parking, traffic circulation and safety for both motorists and pedestrians.
32. Industrial development is encouraged; however, this land use will be compatible with surrounding uses and the natural environment. Special consideration will be given to transportation access, the provision of public facilities and services, and environmental characteristics (smoke, particulate matter, dust, odor, noise, fumes, vibration, radiation and water pollution).
33. Arterial streets will serve through traffic, and provide minimal and safe access to abutting properties. Little or no parking will be allowed along an arterial street.
34. High volume and fast moving traffic through residential neighborhoods will be discouraged.
35. Alternative modes of transportation are encouraged and feasible alternatives will be supported.

36. Street and road systems will be designed and engineered to be safe, efficient, cost effective and efficient to maintain.
37. Concentration of drive-up facilities should be discouraged, with the impact on adjacent uses - especially in regard to residential areas - considered for each use on a case-by-case basis.
38. Drive-up window's vehicular traffic pattern should not conflict with other vehicular and pedestrian traffic (for example, sit-down restaurant traffic). This includes control of the speed of the traffic, as well as the flow.
39. Drive-up facilities should not require traffic to travel completely around the facility and egress at the point of ingress.
40. The area between the front of the building and the street should have buffer areas (i.e., landscaping, etc.).
41. Drive cuts in proximity to major intersections should not be permitted if they are deemed hazardous.
42. Traffic circulation should be designed to prevent undue traffic burdens at median breaks or intersections (U-turns, etc.).
43. The First Street Corridor, from Kennedy to South Avenue, and from Spruce Street to Second Street, requires special attention:
  - A. Because First Street is a heavy traffic carrier, the following should be considered:
    - (1) A raised median should be considered for parts of First Street with turn bays when necessary.
    - (2) Curb cuts should be limited and consolidated.
    - (3) Parking should not be permitted to back into First Street.
    - (4) Uses deemed to be traffic hazards should be discouraged.

- B. All utilities in the corridor should be put underground.
  - C. Cooperative parking should be encouraged to the rear of the businesses whenever possible.
  - D. Pedestrian circulation should be accommodated and protected along and across First Street with sidewalks constructed and expanded.
  - E. Incentives should be explored and developed to encourage redevelopment along First Street.
  - F. The First Street corridor should be aesthetically treated so as to assume a positive character.
  - G. Second Street should be designated as a street with bikeway in this area.
  - H. The area of the corridor south of Grand should be rejuvenated such that redevelopment would be compatible with the "Superblock" proposal between First and Third Streets and between Rood and Colorado.
  - I. Business and retail uses are the highest priority uses in the corridor south of Colorado, but high density residential uses should also be encouraged.
  - J. High-rise (10-12 story) structures may be appropriate in this corridor if they are not incompatible with the adjacent uses or scale.
44. The Seventh Street Corridor, from North Avenue to Struthers Avenue, should retain existing uses and zones.
45. All local government entities should coordinate identified short and long term capital improvement needs, plans and projects. The City and County should work together in coordinating their respective capital improvement programs. Coordination with other local governmental entities and special purpose districts is also supported as an integral part of the capital improvement process.

46. Make every attempt to install capital improvements with local financial resources. However, due to the magnitude of needed capital improvements, the City will apply for State and Federal assistance.
47. The provision of utilities should guide the location of new development and should be supportive of planned land use patterns. The use of existing facilities and services should be maximized to insure the use of present public investments before undertaking new ones.
48. Land needed now and in the future for recreation and open space purposes should be preserved.

In addition, these particular policies not covered in the previously adopted documents need to be incorporated into the Downtown Development Strategy.

49. Development and construction within the downtown area will be subject to site plan review and approval. This will require an expanded and improved zoning ordinance and development controls for the downtown. The Downtown Development Authority will participate in review and comment on development and construction in the downtown.
50. The Commercial Renovation District is intended to provide a concentration of pedestrian oriented businesses. Since space is limited within the District, parking is not the most appropriate use, and provision of parking as required by ordinance will not be required within the District.
51. The City should assume responsibility for providing adequate parking for uses located within the Commercial Renovation District, including replacement of current spaces within the District lost due to expansion or new development should be met by the development on property outside the District but within 500 feet of the developed property.



52. The City should work with the developers of proposed projects in the Commercial Renovation District to accommodate replacement and new parking needs.
53. Outside the Commercial Renovation District, the City should assist business to meet parking requirements through land assembly, financial or technical assistance, or waiver of a portion of requirement when special conditions warrant, or when opportunities for sharing due to nighttime or weekend use are present.
54. The Museum of Western Colorado is an appropriate downtown cultural resource; the City will assist the Museum in achieving its goals by whatever means possible to maintain the institution downtown.
55. A Performing Arts Center is an appropriate downtown Grand Junction activity, and should be developed in proximity with supportive uses and activity centers.
56. Conversion of historic or landmark residences to commercial uses is not encouraged except within designated Districts and Sites, as a necessity to ensure their preservation.

## Zoning For Implementation

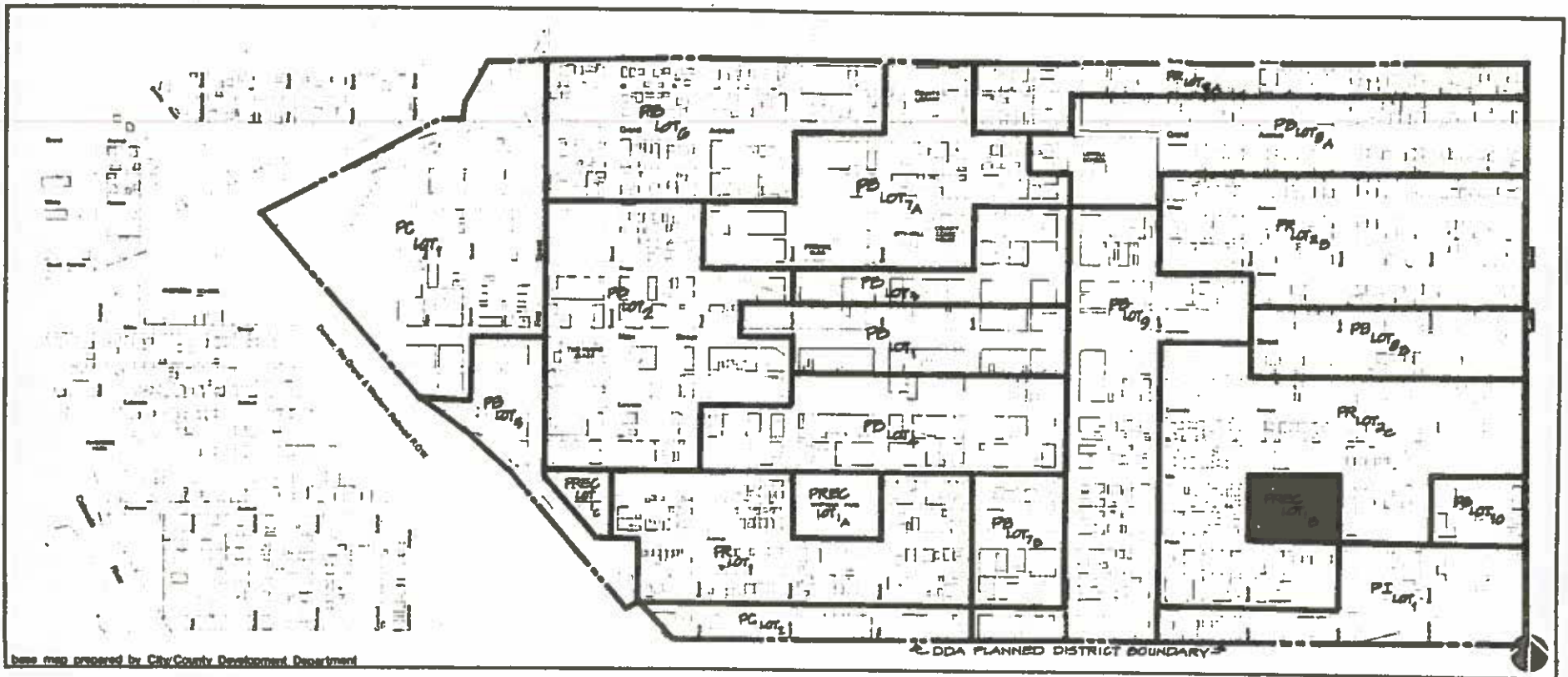
The current zoning ordinance does not provide for review of proposed developments for site plan concerns except in those cases requiring major rezoning. It would be advantageous for the Downtown Development Authority to serve as the site plan review agency on all major developments in the downtown area.

A potential method of achieving site plan review is to amend the Downtown Commercial Zoning district regulations by incorporating a site plan submission requirement. In this way, any expansion or new construction would be reviewed by appropriate agencies in order to assure compliance with downtown plans.

Concurrently, a planned unit development ordinance should be prepared and adopted by the City. Identified as a special use within the downtown zoning district, this ordinance would allow flexibility from the standard design requirements typically applied in downtown development. When reviewed as a special use, site plan submission continues to be a requirement with variation from standard controls an option, subject to approval.

Planned development controls in the downtown, if they are based on a variation of the current Planned Development Control ordinance, might be applied as shown in Figure 20, and contain the following "sub-lots."

- PB lot 1      Renovation Area, emphasizing B-3 uses.
- PR lot 1      Housing Redevelopment Area, emphasizing cluster development and internal circulation.
- PR lot 2      Neighborhood Housing Renovation and Conservation Area, intended to prevent further office conversion.
- PB lot 2      Multi-Use Development Area, emphasizing hotel/office/convention uses.
- PB lot 3      Transition Business/Office Area, providing support services.



## Grand Junction Downtown Development Strategy Plan

## Proposed Planned Development zoning

### DDA PLANNED DISTRICT SUB LOTS



|  |   |  |  |
|--|---|--|--|
| FR LOT, RESIDENTIAL DEVEL. DISTRICT (FR)               | PD LOT <sub>2</sub> , COMMERCIAL DISTRICT (D-2) | PD LOT <sub>2A</sub> , GOVERNMENT/OFFICE DISTRICT                          | PC LOT <sub>1</sub> , COMMERCIAL DEVELOPMENT DIST. (C-1) |
| FR LOT <sub>2</sub> , NEIGHBORHOOD RENOVATION DISTRICT | PD LOT <sub>3</sub> , COMMERCIAL DISTRICT (D-3) | PD LOT <sub>2A.5</sub> , OFFICE/RESIDENTIAL DISTRICT (PROFESSIONAL OFFICE) | PC LOT <sub>2</sub> , COMMERCIAL/WHOLESALE DIST. (C-1)   |
| PD LOT, COMMERCIAL RENOVATION DIST. (D-2)              | PD LOT <sub>5</sub> , COMMERCIAL DISTRICT (D-1) | PD LOT <sub>9</sub> , GENERAL OFFICE DISTRICT                              | PI LOT <sub>1</sub> , INDUSTRIAL DISTRICT (I-1)          |
| PD LOT <sub>6</sub> , MIXED USE DEVEL. DISTRICT (D-2)  | PD LOT <sub>6</sub> , GENERAL OFFICE DISTRICT   | PD LOT <sub>10</sub> , GENERAL OFFICE DISTRICT                             | PREC, PLANNED RECREATION (PREC) LOT (R.C.)               |

Figure 20

- PB lot 4 Commercial Area, upgraded from C-1 to B-3, to include cultural and neighborhood services.
- PB lot 5 Mixed Use Area, providing support for the multi-use development activities.
- PB lot 6 Professional Small Office Area, providing a transition from commercial center to the residential areas.
- PB lot 7A Primary Government Office Area, with emphasis on shared facilities and intensive day use for government services.
- PB lot 7B Secondary Government office area, for public safety services.
- PB lot 8A,B Mixed Light Intensity Professional Office Area, providing a limited area for conversion of homes to small offices.
- PB lot 9 General Office Area, providing opportunities for 3-4 story structure, with on-site parking and setbacks to preserve residential areas.
- PB lot 10 General Office, providing a small center for light uses.
- PC lot 1 Research/Technical/Light Industry Park, providing multi-use area, and opportunities for a food market, regional transit facility.
- PC lot 2 Heavy Commercial, Warehousing Area.
- P1 lot 1 Light Industrial Area, with a need to maintain a strong buffer.
- PREC City Parks, with residential usage emphasis.

## Implementation Tasks

The process of redevelopment implementation is an ongoing one, and one not achieved overnight. The significantly wide range of activities involved in implementation include the following:

1. **Planning and Design Services:** These include not only generalized planning and design tasks, but the detailed architectural and engineering design involved in the construction of new facilities and structures. These are usually provided by private professionals, but require review and coordination by City departments..
2. **Establish Organizations:** In addition to the Downtown Development Authority and Downtown Associations, it may be advisable to establish local development corporations, authorities, or ad hoc groups whose sole purpose is acquisition of land and project development for specific projects.
3. **Legal and Technical Services:** These most frequently include the surveys to establish title and those engineering surveys necessary to establish clear access, knowledge of utility systems, and determination of costs involved in a project. These are usually provided by private professionals, but require review and coordination by the City departments.
4. **Land Option, Assembly, and Acquisition:** In most multi-property projects, the problem of acquiring clear title to the land may well involve all of these activities. These can be done by both private developers and City departments or Authorities, and require a clear plan and awareness of the goals of both the public and private sectors.
5. **Property Sale, Purchase, Exchange, and Lease:** In some cases, it may be necessary to exchange or sell property to allow the assemblage of significant parcels. This is an appropriate activity for both private and public sectors.

6. **Property Clearance and Demolition:** This involves the demolition of structures and utility systems which may be underground. It is an often overlooked task, and one which can lead to unexpected delays and costs.
7. **Site Improvements and Installation of Utilities:** Preparation of land to allow construction and occupancy of a project includes reconstruction and upgrading of utility systems to serve the project. Special environmental concerns can appear here, and need to be anticipated.
8. **Relocation and Moving:** This may involve assistance to current residential, commercial, or industrial owners or tenants. Movement of a structure, to achieve clearance, or to provide a more developable parcel. Move-in costs and time for new occupants, once construction is achieved, needs to be considered as well.
9. **Construction:** Usually done by private professionals, but occasionally with public-private sharing of tasks where special expertise is needed.
10. **Financial Assistance:** The DDA may be useful in steering a prospective developer to conventional financing, or in preparing a package of joint public and private financing programs.
11. **Bond Issuance and Redemption:** This is required when public improvements, or public guarantees of private improvements through IRB's, are an element of the project. It requires skilled professionals.
12. **Bidding and Construction Contract Award:** Depending on the nature of the project, this may be best handled by public or private professionals.
13. **Development Control and Monitoring:** The City and DDA need to insure their involvement at all stages of a project and apply lessons learned to subsequent efforts. This includes zoning, permits, environmental safeguards, financing monitoring, and contract monitoring. It requires cooperation between the private and public sectors.

14. **Construction Management:** This is provided by either a skilled public agency or private sector specialists. It can help to assure completion of a project on time and within budget, and on complicated projects may become an absolute necessity.
15. **Supervision of Project Planning and Design:** The responsibility of the City and DDA, this calls for the establishment of a close working relationship between public and private professionals, and an understanding by both of the goals and performance needs of the other.
16. **Leadership:** The most important task facing the implementation team. The City has a key role here, and needs to designate this responsibility to one agency. The DDA can best serve this function, but will need the full support of City leadership, management and technical departments.
17. **Recruitment and Promotion:** The Downtown Development Authority Work Program for 1981 is solidly based on appropriate policies for the downtown, and contains a number of other tasks of recruitment and promotion. Annual updating of the work program should continue, and should contain implementable task elements.



## Implementation Tools

A wide variety of tools are available to the City of Grand Junction and the Downtown Development Authority for the implementation of this and additional planned improvements in both the public and private sector. These tools vary in their complexity and their usefulness to the community.

1. Most important of these to the implementation of this development plan is the Downtown Development Authority. Under Colorado legislation, the Downtown Development Authority has the power to acquire by purchase, lease, license, option or otherwise, any property and to improve land and to construct and operate buildings and other improvements on it as well as to act as solicitor by any property owned by or under its control. The Authority can issue revenue bonds for the purpose of financing its development facilities. In addition, the most important of the Authority's current powers is Tax Increment Financing.
2. Industrial development bonds, issued by the City after review by the industrial bond committee, are also an extremely powerful tool, which, to date, have not been directed in significant form to the downtown area. Although maximum and minimum loan or bond amounts change for industrial development bonds, they currently allow bonding for projects up to 20 million dollars in size if combined with an Urban Development Action Grant. To date, the Downtown Development Authority can only act as a finder for feasible projects. These industrial development bonds are currently available for projects in the downtown.
3. Tax Increment Financing is an extremely important tool for the implementation of this plan. Tax increment financing can provide for the construction of public improvements in a project area. A TIF district can be established by the City Council and the DDA, and requires an election to authorize issuance of bonds.

4. General improvement districts offer an opportunity to fund public improvements in a larger, generalized area and can be of use for the overall downtown. General improvements districts may be of importance here as an overlay to allow wider improvement throughout the downtown area. General improvement districts become a taxing unit with the power to construct or install public improvements including off-street parking facilities.
5. The City also has the power to establish and maintain a pedestrian mall under the Public Mall Act of 1971. This act provides for both fully pedestrian, or pedestrian/vehicular transit malls such as the existing Shopping Park. The City could conceivably employ this act to provide for the construction and payment for improvements throughout a general improvement district or a smaller commercial renovation area. The statute authorizes the City to levy a special assessment against property within the district to be expended for the maintenance, operation, repair or improvement of the mall.
6. Parking revenue bonds can be issued by the City to provide for the construction, maintenance and operation of public parking facilities, buildings, stations or lots and to pay for their costs by a general tax levy or otherwise by the issuance of revenue bonds. The principal and interest on such revenue bonds can be paid for solely out of revenues assessed and collected as rentals, fees, or charges from the operation of such facilities or from parking meter renewals, rentals, or charges.
7. The City also has the authority, under the Public Parks Act, to establish, maintain and acquire land necessary or proper for boulevards, parkways, avenues, driveways and roadways, or for park or recreational purposes for the preservation and conservation of sites, scenes, open space, and vistas of scientific, historic, aesthetic or other public interest. Monies in the park fund can also be used for the maintenance and improvement of parks, parkways, boulevards, avenues, driveways, and roads.
8. The City and the DDA have the authority to enter into long-term rentals and lease-holds, both for undeveloped or improved property. In addition, intergovernmental cooperation agreements can be used to establish and provide for joint use of public services or facilities.

9. A local, nonprofit development corporation may be necessary to provide coordination for large, private, multi-property developments. Industrial developments, Inc. is currently established as a nonprofit development corporation but additional corporations such as this may be necessary and should be encouraged if coordination can be ensured.
10. The Capital Improvements Program established by the City and the County is a major tool for insuring that public improvements are installed and maintained consistent with the goals and priorities of the community. The CIP process needs to be formalized, and structured in such a way that recommended needs and projects are consistently and thoroughly evaluated in light of City priorities over a five year period. The CIP needs to become a stable groundwork for municipal capital expenditures. Downtown projects should be set aside in a separate category, and prioritized on an annual basis.
11. By State statute, tax deferral or short term abatement of property tax assessments is available to owners of certain older buildings who improve their property through renovation. This is available for private home owners without special designation of their areas as a renovation district. For commercial property owners, a commercial renovation district must be established to allow deferral.
12. General expenditures of the community's budget to provide technical assistance for developed property usually take the form of reviews of compliance with development control regulations, or for connection or alteration of City services. These usually can be structured with a fee schedule to be self supporting.
13. Careful review and application of the zoning and development control ordinances can be a major tool in achieving a downtown that looks good and works well. Zoning must be founded on a well founded plan and a strong set of policies approved by elected officials.

14. Urban development action grants, and community development block grants are federal programs offering assistance for a wide range of development and renovation activities. There are strict qualification requirements, and each years funding level is subject to changes in federal policy and national economic shifts.
15. Main Street program technical assistance, and historic structure designation are programs under the auspices of National and State Historic groups. Incentives for the preservation and judicious re-use of historic buildings are available, and geared to the needs of private owners.
16. Conventional financing is the normal course for most development projects. Recent interest rate fluctuations have led to greater use of devices such as the reduced rate loan pool established by the DDA.
17. Various other Federal and State agencies offer specialty grant or technical assistance services for public improvement. Here, these can include:
  - Federal Highway Administration and Urban Mass Transit Administration
  - Joint budget committee decision and expenditure
  - Housing authority at the local, state and federal level
  - Highway users trust fund

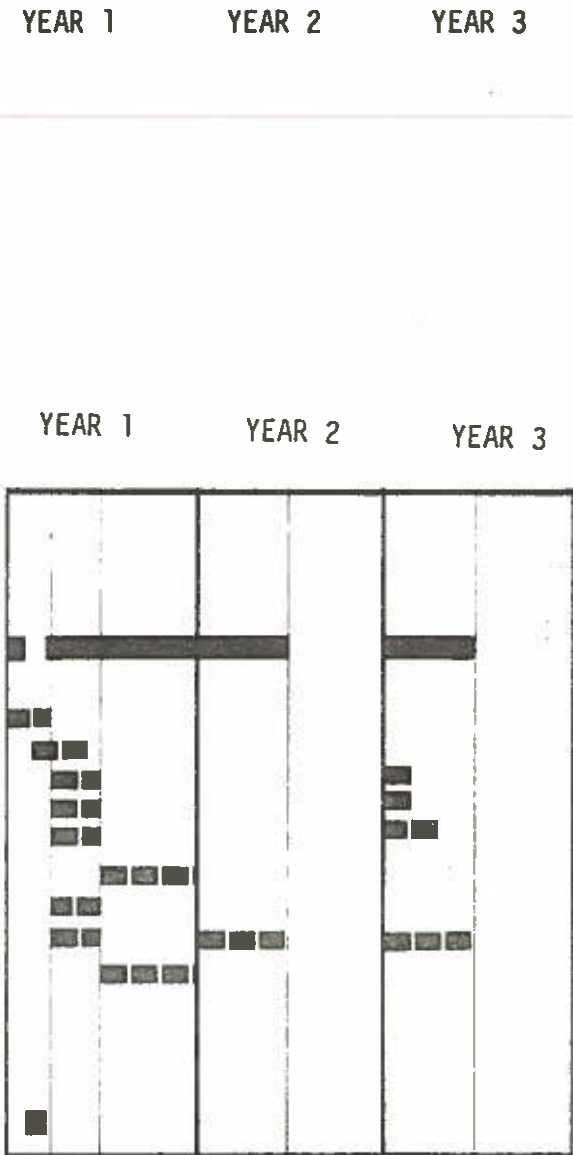
Implementation Strategy: First Phase

As shown on the accompanying chart, certain of these implementation strategy actions need to occur between the current period and January 1, 1982. The remainder of these implementation steps are scheduled to occur over a period, between now and late 1984. These activities are scheduled in four major stages. The first is titled "Tax Increment Financing Start Up Period." It concentrates mainly on the establishment of a tax increment financing district, which is viewed as a primary implementation device for downtown improvements. Phase I, following the TIF Start Up involves the establishment of alternative financing mechanisms as well as achieving initial movement on major redevelopment projects. The second phase involves the implementation of additional renovation financing improvements from both the public and private sector. The third phase involves the long-term implementation of financing and administrative action techniques.

1. The first step in the implementation strategy is the adoption of the Downtown Development Strategy Plan and the continuation of the city-wide planning process. The agencies primarily responsible for this are the City and the Downtown Development Authority. Special studies and plans need to be developed for the following:
  - a. Tax Increment Financing Plan
  - b. Design Guidelines for Downtown
  - c. Parking Management
  - d. Traffic Management
  - e. Zoning and Development Control Revisions
  - f. Housing Rehabilitation
  - g. Landscape and Street Lighting Plan
  - h. Detailed Improvement Designs
  - i. Retail Mix and Recruitment

TIF START-UP TASKS, STAGE ONE

2. The City should designate the Downtown Development Authority as the Planning Implementation agency for these improvements.



3. The City and DDA need to develop a detailed downtown implementation strategy and an annual work program based on fundable projects and activities.
4. The DDA needs to designate its ultimate boundary as that for the downtown.
5. The DDA and the City need to develop and adopt a tax increment financing plan and freeze the assessments at the January 1981 level.
6. The City and the DDA will have to hold tax increment financing bond elections.
7. The DDA should establish and implement a tax increment financing district and establish a commercial renovation district for that area within the TIF district along the Main Street Shopping Park, and designated renovation sites.

**STAGE TWO**

8. The DDA and the City should prequalify for selected State and Federal Assistance Programs. Although the exact use of these programs at the moment may not be clear, it is important that the City establish itself as qualified and interested in these funding programs.
9. The DDA and the City should select and establish funding mechanisms for the commercial renovation district. These include those programs currently in place, such as the Loan Pool and others which require certain administrative and City actions such as the designation of the commercial renovation district to allow the tax deferral program. In addition, the Mall Act of 1970 may offer opportunities which the City and the DDA should explore. The establishment of a special assessment district for the commercial renovation district will allow the funding of public improvements.

|  | YEAR 1 | YEAR 2 | YEAR 3 |
|--|--------|--------|--------|
|  | ■      |        |        |
|  | ■      |        |        |
|  | ■      |        |        |
|  | ■      |        |        |
|  | ■      |        |        |
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|  | ■      |        |        |
|  | ■      |        |        |
|  | ■      |        |        |
|  | ■      |        |        |

10. The City and the DDA need to prepare and adopt Planned Unit Development Districts or other revisions to the zoning ordinance. At this time, the DDA needs to be installed as the Site Plan Approval Agency for all activities in the downtown.
11. The City, with DDA assistance, needs to provide Industrial Development Bond financing for projects in the downtown.
12. The DDA and the City should coordinate market analysis studies, site plan designs, and packaging for projects such as the multi-use office/hotel/convention center.
13. The DDA, the City, and the Grand Junction Housing Authority should coordinate the development of market analysis studies, design studies, and packaging of properties for the Housing Redevelopment Project.
14. The DDA and the City should coordinate the market analysis, design planning, and packaging for the Entry Development Project area.
15. The City, the DDA and the Joint Budget Committee of the State Legislature will need to coordinate selection of the site and provide planning assistance for the State Office Building.
16. The DDA will need to coordinate design and development in a number of other project areas, and should be aware and anticipating the development of these.

STAGE THREE

17. The DDA should implement major Commercial Renovation District financing. In addition to the currently available Loan Pool, this can include the special assessment district, the Mall Act of 1970, or the tax incentives under the Historic Preservation Act of 1978.

|     | YEAR 1 |   | YEAR 2 |   | YEAR 3 |   |
|-----|--------|---|--------|---|--------|---|
| 10. | ■      |   |        |   |        |   |
| 11. | ■      |   |        |   |        |   |
| 12. | ■      |   | ■      |   |        |   |
| 13. |        |   | ■      |   |        |   |
| 14. |        |   |        |   | ■      |   |
| 15. | ■      |   |        |   |        |   |
| 16. |        | ■ |        | ■ |        | ■ |
| 17. | ■      |   |        |   |        |   |



18. The DDA and the City should designate the Neighborhood Renovation District as one in which special tax deferral incentives as well as incentives under the Historic Preservation Act of 1978 are available and encouraged. This designation is not necessary to allow access to these programs by homeowners; however, the designation itself may prove an incentive to greater rehabilitation and renovation of the area.

19. The DDA and City should establish public and private financing mechanisms for the neighborhood renovation district and the downtown area as a whole. In addition to those tax deferral incentives mentioned above, these may include: the establishment of a general improvement bond district for the area; use of Grand Junction Housing Authority incentives and programs; and those financing techniques available through the Colorado Division of Housing, Colorado Housing Finance Authority, as well as Federal Programs such as the Community Development Block Grant.

STAGE FOUR

20. The private sector, with DDA assistance, may need to establish and incorporate a local, private, non-profit development corporation. This corporation may be established for special projects, or may in fact begin to serve as an overall private partner to the Downtown Development Authority.

21. The Local Development Corporation may begin to coordinate implementation of the development of the downtown, taking some of the burden from the publicly financed DDA.

22. The City and DDA should adopt a parking management plan and may need to develop, adopt, and implement a parking district and a future parking development plan. Financing mechanisms for this include parking revenue bonds. In addition, a special study should be conducted to ensure that parking is provided and financed in a way amenable to downtown redevelopment.

|  | YEAR 1 | YEAR 2 | YEAR 3 |
|--|--------|--------|--------|
|  |        |        |        |
|  | ■      |        |        |
|  | ■      |        |        |
|  |        |        |        |
|  | ■      |        |        |
|  |        | ■      |        |
|  |        |        |        |
|  | ■      |        |        |
|  |        |        |        |

23. The City should implement parking district improvements funded by the parking revenue bonds.
24. The City, the DDA, the County, State, Federal, and the School Board may all wish to establish inter-governmental cooperation agreements for the joint provision and use of facilities and services. Such an example may occur in the governmental office district for the provision of parking or other maintenance, or property/street improvement activities.
25. The DDA, City and the County may establish and monitor the Capital Improvements Projects and process. The Capital Improvements process needs to be priority based and needs to reflect solid input of the DDA.
26. The DDA, with the cooperation of the City and County, needs to establish priorities and funding for Federal, State urban transportation systems requirements. These may include improvements to those major state highways bypassing or going through the downtown. It may require application or involvement with the Federal Highways Administration, the State Highway Users Trust Fund, the Colorado Department of Highways, the Federal Urban Mass Transportation Administration and perhaps the State's Energy Impact Assistance Funds.
27. City and DDA should establish financing for park, boulevard, median and landscaping improvements. The funding mechanisms for these, in addition to highway construction sources, may include the Public Parks Act which would allow this kind of construction. The City does not currently take advantage of this program.
28. The City and the DDA should evaluate and develop special land development regulations in addition to the implementation of planning and development or acceptable and legal alternatives in the downtown. This could include exploration of feasibility of transferrable development rights, condominium law applications to private home improvements, and the use of air rights in certain congested areas of the downtown.

|     | YEAR 1     | YEAR 2     | YEAR 3     |
|-----|------------|------------|------------|
| 23. |            | ██████████ | ██████████ |
| 24. | ██████████ | ██████████ | ██████████ |
| 25. | ██████████ | ██████████ | ██████████ |
| 26. | ██████████ | ██████████ | ██████████ |
| 27. | ██████████ | ██████████ | ██████████ |
| 28. | ██████████ | ██████████ | ██████████ |

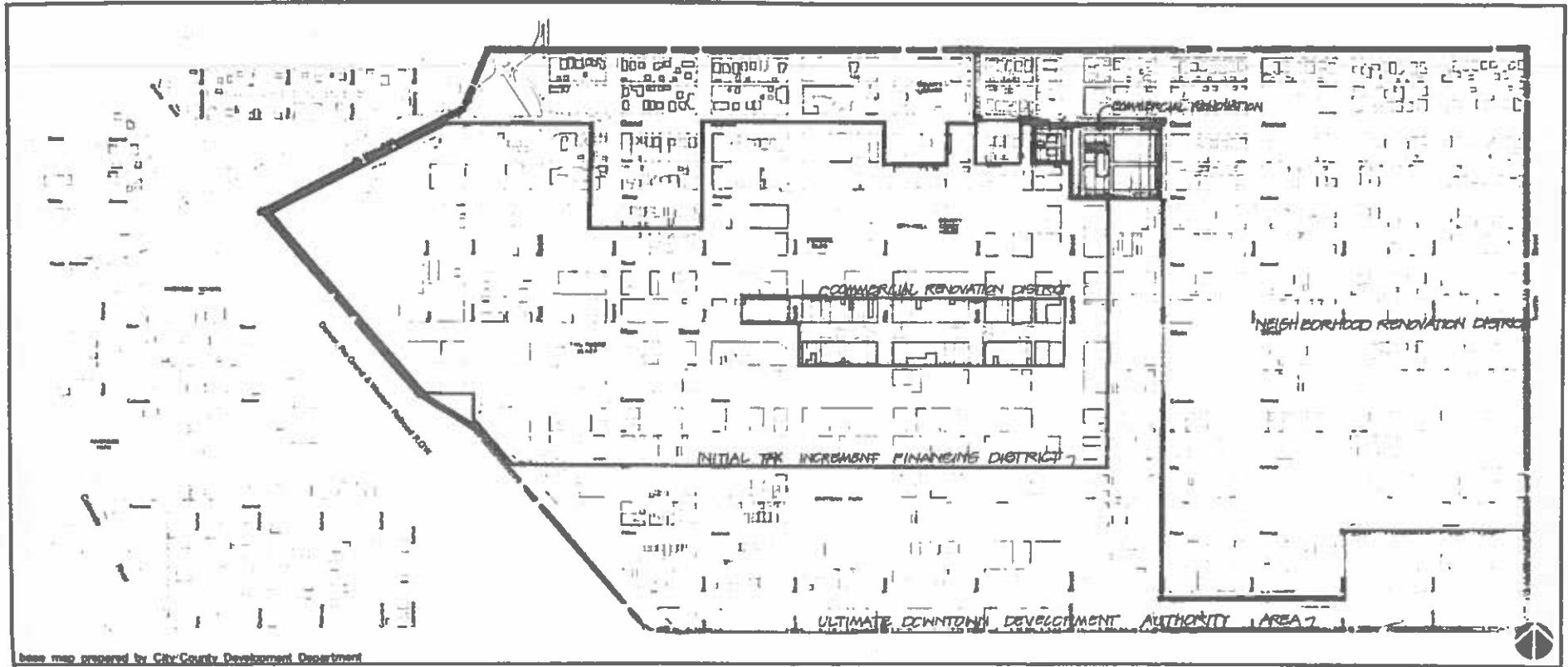
## Public Improvement Projects

The primary implementation district at the start of Phase One Implementation is the existing jurisdiction of the Downtown Development Authority. The implementation strategy calls for the ultimate expansion of the DDA boundary to include that area currently regarded as the overall downtown, bounded by Ouray, Twelfth, and by the railroads and on the south and west to allow the inclusion of property outside the current DDA boundary in the tax increment financing district.

In addition, special areas such as the Commercial Renovation District, or Sites, shown in Figure 21, should be established to provide for the application of special incentives and improvement in that area where improvement will be built primarily around renovation of existing structures. Within that area, special improvements such as tax deferral, not available in the other areas, will need to be applied. The area west of Eighth Street should be designated by the Downtown Development Authority, as a neighborhood renovation district and targeted for special residential maintenance and stabilization programs.

Implementation responsibility for the downtown development strategy should be vested primarily in the Downtown Development Authority. The DDA, working with the City, should take immediate responsibility for major actions, including these:

1. Land acquisition and exchange for designated development projects;
2. Planning and coordination for the provision of utilities for private development proposals;
3. Providing assistance to the State to insure the location of the State Office Building facility in the downtown area;
4. Assisting the Museum of Western Colorado in finding suitable expansion space in the downtown area.



base map prepared by City/County Development Department

## Grand Junction Downtown Development Strategy Plan

Implementation Districts

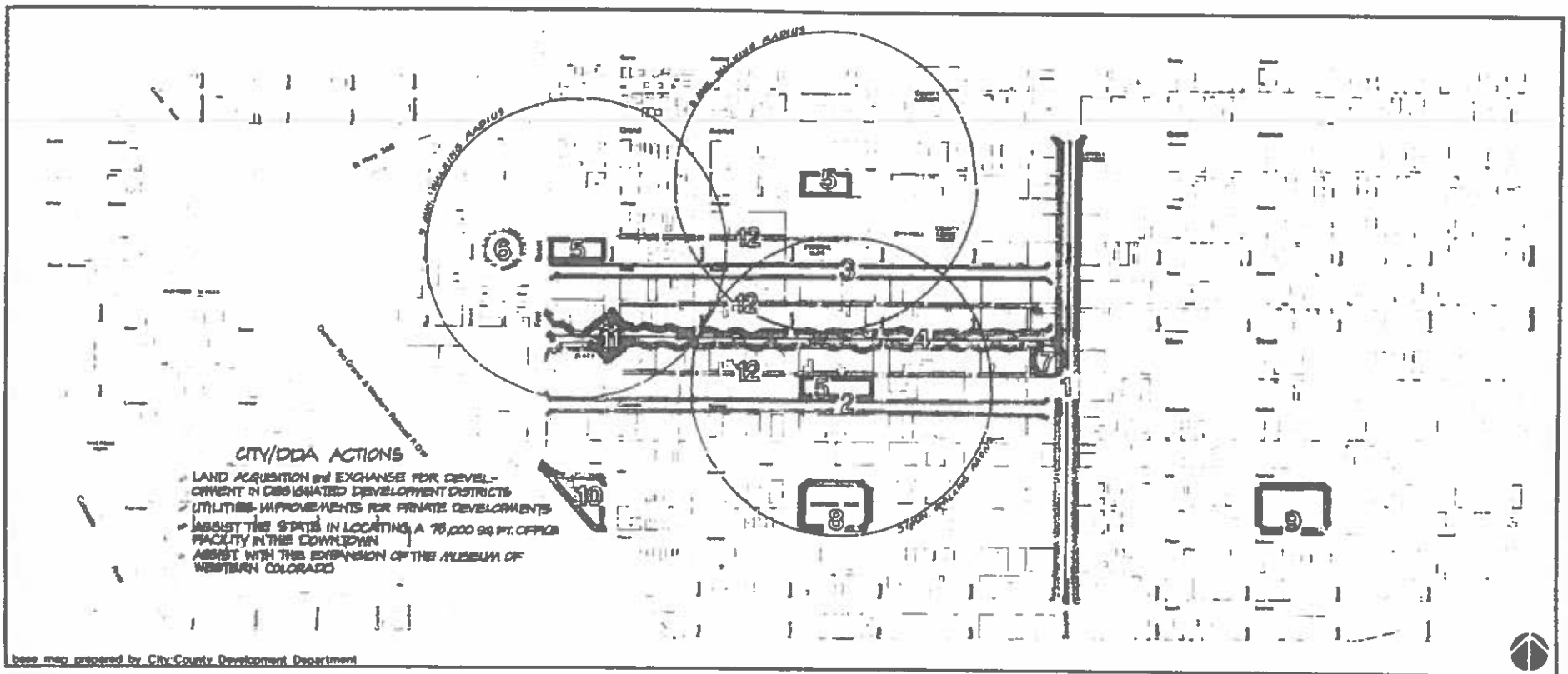


Figure 21

In addition to these general actions, a series of physical improvement projects are contemplated in the downtown area to complement and provide incentive and conditions to private development. These are proposed in two major phases, the first scheduled for an approximate three (3) year period (Figure 22).

## PROJECTS

1. Renovation of the Main Street Shopping Park. In addition to the improvement of facades along the shopping core now being funded by the loan pool administered by the Downtown Development Authority, it is recommended that improvements to the landscaping, and street furniture, and lighting be accomplished, as described herein.
2. Improvements to Alleyways. The improvements in alleyways proposed herein include utility systems underground, a general clean up of the area, resurfacing, and improvements to pedestrian through-paths and parking areas.
3. Improvements to Rood Avenue. The 19.5 foot traffic lanes should be narrowed to 12 feet, and canopy trees and the improvements described herein should be added. The street should be returned to two-way traffic.
4. Improvements to Colorado Avenue. Traffic movement lanes should be narrowed from 19.5 to 12 feet, canopy trees and the street improvements described herein added, and the one-way traffic be changed to two-way.
5. Improvements to Seventh Street. This involves the extension of the boulevard from Grand to South. This will require minor alterations to parking along Seventh and the installation of a landscaped boulevard down the center of Seventh. It will require minor narrowing of the traffic lanes and will improve the movement of traffic along Seventh.



## Grand Junction Downtown Development Strategy Plan



JJR CONSULTING

- 1 SEVENTH ST. BRIDGEPARK IMPROVEMENTS
- 2 COLORADO AVENUE - REMOVE PARKING, ADD CANOPY TREES, CHANGE TO TWO WAY
- 3 REDD AVENUE - REMOVE PARKING, ADD CANOPY TREES, CHANGE TO TWO WAY
- 4 MAIN ST. SHOPPING PARK RENOVATION
- 5 GENERAL LOCATIONS FOR FUTURE PARKING DECKS - 500 SPACES, 5 LEVELS
- 6 RELOCATE REGIONAL BUS TERMINAL FROM N E CORNER 6th and 12th to SW CORNER OF 6th and REDD
- 7 DEVELOP A COMMUNITY BUS TRANSFER POINT @ SW CORNER OF 7TH and MAIN
- 8 RESTORATION OF WIRTHMAN PARK
- 9 RESTORATION OF EMERSON PARK
- 10 NEW PARK - LAND ACQUISITION AND DEVELOPMENT ORIENTED LIKE THE SAND (TRIANGLE) PLAZA @ 2nd and MAIN TO INCLUDE LARGE SCULPTURE FOUNTAIN
- 11
- 12 IMPROVEMENTS TO ALLEYS

## Implementation Plan

Figure 22

6. Restoration of Whitman Park. The improvements proposed to Whitman Park include clean up and modification of the landscape and improvements to the lighting to improve safety and reduce loitering. these improvements will enhance its use as a neighborhood park for the contemplated future housing development project.
7. Construction of Pufferbelly Park. This will involve the acquisition of land and clearance of several buildings to create a park buffer for the residential development area, and improve the setting for the Pufferbelly Station projects.
8. Construction of a plaza at Second and Main to include a large sculpture fountain. This project is anticipated as a public improvement to provide incentive for the future development of a multi-use hotel and office facility in close proximity to Two Rivers Plaza and to provide incentive for a performing arts complex at that location.
9. Relocation of Regional Bus Terminal. This terminal needs to be relocated to a site more appropriate for regional transportation, and to allow improvements in the neighborhood of its current site to occur. The project will involve site selection, acquisition and development, plus clearance and acquisition of its current property.
10. Image Improvement at Seventh and Main. This project involves improvements in parking, lighting, landscape, and signage at the entry to the Shopping Park. In the future, the site can serve as a Community Bus transfer point, dependent upon installation of a line haul bus facility program in Grand Junction.
11. Identify and Designate Future Deck Locations. It is recommended that the City and DDA identify specific locations for future parking decks and acquire and maintain these properties as development staging areas to encourage and provide incentive to future development.
12. Restoration of Emerson Park. Similar landscape, lighting and facility improvements as recommended in Whitman Park are proposed here.



## PRELIMINARY COST ESTIMATES

The following cost estimates are for typical block or work areas and are based upon current (October 30, 1981) construction costs. The individual unit costs used are slightly inflated to include approximately 10% contingency to cover related work not itemized. These estimates were prepared without the aid of accurate existing condition surveys or detailed development plans. The estimates do not include any allowance for major underground work except as noted, or for unforeseen construction problems.

The final cost figures are given in a range from the base estimated cost to a figure escalated 25% to cover many of the unknown conditions and requirements that often occur on projects of these types.

MAIN STREET SHOPPING PARK UPGRADE  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                          | <u>Units</u> | <u>Cost/Unit</u>                          | <u>Total</u>    |
|--------------------------------------|--------------|---|-----------------|
| <b>I. WORK ITEMS</b>                 |              |   |                 |
| Remove dead trees                    | 6 EA         | \$ 50.00 EA                               | \$ 300.00       |
| Install low plantings in<br>planters | 6 EA         | 150.00 EA                                 | 900.00          |
| Remove existing planters             | 6 EA         | 150.00 EA                                 | 900.00          |
| Prune existing trees                 | 12 EA        | 80.00 EA                                  | 960.00          |
| Paint existing shelters              |              | Allow 500.00                              | 500.00          |
| Reconstruct brickwork                |              | Allow 2,000.00                            | <u>2,000.00</u> |
|                                      |              | SUBTOTAL:                                 | \$ 5,560.00     |
|                                      |              | + 25% contingency and general conditions: | <u>1,390.00</u> |
|                                      |              |   | \$ 6,950.00     |
|                                      |              | Say:                                      | \$ 7,000.00     |

**II. CONSTRUCT SMALL FOUNTAIN FEATURE**

Allow \$12,000 to \$25,000 each

TYPICAL ALLEY TREATMENT  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                 | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>     |
|-----------------------------|--------------|------------------|------------------|
| <b>I. SITE IMPROVEMENTS</b> |              |                  |                  |
| <u>Site Preparation</u>     |              |                  |                  |
| Remove alley pavement       | 940 SY       | \$ 6.00 SY       | \$ 5,640.00      |
| Miscellaneous removals      |              | Allow 1,000.00   | <u>1,000.00</u>  |
|                             |              |                  | \$ 6,640.00      |
| <br><u>Utilities</u>        |              |                  |                  |
| Adjust existing m.h. covers | 5 EA         | 100.00 EA        | 500.00           |
| New inlets                  | 2 EA         | 1,500.00 EA      | <u>3,000.00</u>  |
|                             |              |                  | \$ 3,500.00      |
| <br><u>Sitework</u>         |              |                  |                  |
| New bituminous paint        | 620 SY       | 15.00 SY         | 9,300.00         |
| New special concrete        | 2,900 SF     | 5.00 SF          | 14,500.00        |
| Screen wall                 | 210 LF       | 180.00 LF        | 37,800.00        |
| Curb/seat wall              | 210 LF       | 50.00 LF         | 10,500.00        |
| Entry trellis               |              | Allow 5,000.00   | 5,000.00         |
| Entry directory             |              | Allow 3,000.00   | 3,000.00         |
| Pedestrian lights           | 7 EA         | 2,000.00 EA      | <u>14,000.00</u> |
|                             |              |                  | \$ 84,100.00     |

TYPICAL ALLEY TREATMENT  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                  | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>    |
|------------------------------|--------------|------------------|-----------------|
| <u>Landscape/Furnishings</u> |              |                  |                 |
| Flowering trees              | 10 EA        | 200.00 EA        | 2,000.00        |
| Planting bed                 | 1,260 SF     | 4.00 SF          | 5,040.00        |
| Bench units                  | 5 EA         | 400.00 EA        | 2,000.00        |
| Irrigation                   |              | Allow 4,000.00   | 4,000.00        |
|                              |              |                  | <u>4,000.00</u> |
|                              |              |                  | \$ 13,040.00    |
|                              |              | TOTAL:           | \$ 107,280.00   |

Budget ranges from \$105,000 to \$135,000 per block.

| <u>Item</u>                                       | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>    |
|---|--------------|------------------|-----------------|
| II. PUT OVERHEAD ELECTRICAL AND PHONE UNDERGROUND |              |                  |                 |
| Combination Electrical and<br>Phone duct bank     | 400 LF       | \$ 35.00 LF      | \$ 14,000.00    |
| Utility manholes                                  | 3 EA         | 5,000.00 EA      | 15,000.00       |
| Transformers                                      | 2 EA         | 4,000.00 EA      | 8,000.00        |
| Secondary Distribution                            |              | Allow 7,000.00   | 7,000.00        |
|   |              |                  | <u>7,000.00</u> |
|   |              |                  | \$ 44,000.00    |

Budget ranges from \$45,000 to \$55,000 per block.

TYPICAL ALLEY TREATMENT  
80% OCT 28, 1981

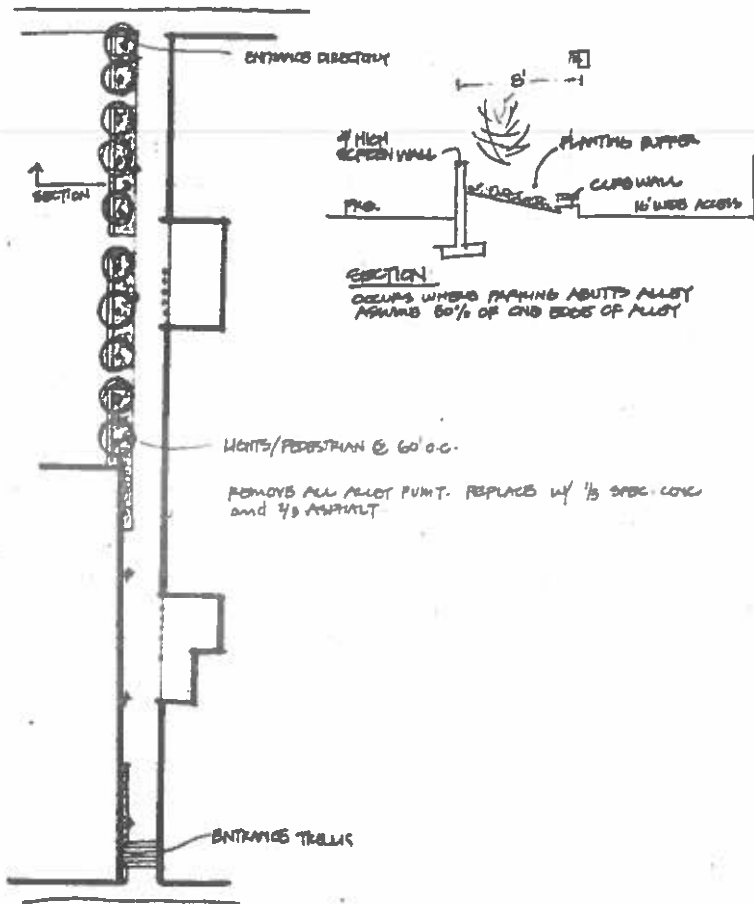


Figure 23

ROOD & COLORADO AVS. IMPROVEMENTS  
TYPICAL BLOCK PLAN 80% OCT 28, 1981

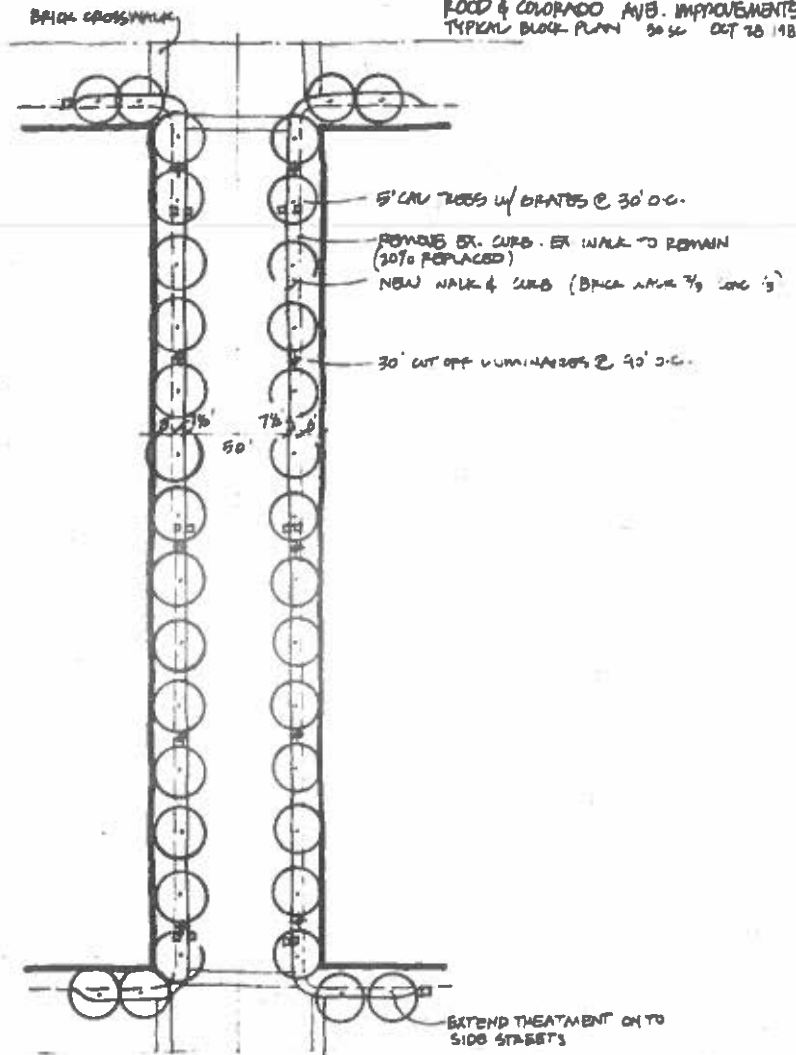


Figure 24

ROOD AND COLORADO AVENUE IMPROVEMENTS  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                             | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u> |
|---|--------------|------------------|--------------|
| <b>I. SITE IMPROVEMENTS (Figure 24)</b> |              |                  |              |
| <u>Site Preparation</u>                 |              |                  |              |
| Remove existing street                  | 1,130 SY     | \$ 8.00 SY       | \$ 9,040.00  |
| Remove existing curb                    | 1,040 LF     | 4.00 LF          | 4,160.00     |
| Remove existing walks (20%)             | 180 SY       | 5.00 SY          | 900.00       |
| Remove existing lights                  | 10 EA        | 250.00 EA        | 2,500.00     |
|   |              |                  | \$ 16,600.00 |
| <br><u>Utilities</u>                    |              |                  |              |
| Adjust existing m.h. covers             | 16 EA        | 100.00 EA        | 1,600.00     |
| Abandon existing inlets                 | 6 EA         | 150.00 EA        | 9,000.00     |
| New inlets and pipe                     | 14 EA        | 1,500.00 EA      | 21,000.00    |
| Miscellaneous                           |              | Allow 3,000.00   | 3,000.00     |
|   |              |                  | \$ 26,500.00 |
| <br><u>Sitework</u>                     |              |                  |              |
| Concrete curbs                          | 1,060 LF     | 10.00 LF         | 10,600.00    |
| New brick/concrete walks                | 7,800 SF     | 4.50 SF          | 35,100.00    |
| Concrete replacement                    | 1,600 SF     | 2.00 SF          | 3,200.00     |
| Street patching                         | 100 SY       | 15.00 SY         | 1,500.00     |
| 30' lights                              | 10 EA        | 3,000.00 EA      | 30,000.00    |
| Brick crosswalks                        | 1,600 SF     | 8.00 SF          | 12,800.00    |
|   |              |                  | \$ 93,200.00 |

ROOD AND COLORADO AVENUE IMPROVEMENTS  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                  | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>    |
|------------------------------|--------------|------------------|-----------------|
| <u>Landscape/Furnishings</u> |              |                  |                 |
| Street trees                 | 36 EA        | 500.00 EA        | 18,000.00       |
| Tree grates                  | 36 EA        | 350.00 EA        | 12,600.00       |
| Benches                      | 6 EA         | 800.00 EA        | 4,800.00        |
| Trash receptacles            | 6 EA         | 350.00 EA        | 2,100.00        |
| Low planters                 | 8 EA         | 1,000.00 EA      | <u>8,000.00</u> |
|                              |              |                  | \$ 45,500.00    |
|                              |              | SUBTOTAL:        | \$ 182,000.00   |

Budget ranges from \$180,000 to \$225,000 per block.



SEVENTH STREET BOULEVARD IMPROVEMENTS  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                             | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u> |
|---|--------------|------------------|--------------|
| <b>I. SITE IMPROVEMENTS (Figure 25)</b> |              |                  |              |
| <u>Site Preparation</u>                 |              |                  |              |
| Remove existing street                  | 1,450 SY     | \$ 8.00 SY       | \$ 11,600.00 |
| Remove existing curb                    | 800 LF       | 4.00 LF          | 3,200.00     |
| Remove existing walks (20%)             | 180 SY       | 5.00 SY          | 900.00       |
|   |              |                  | \$ 14,800.00 |
| <br><u>Utilities</u>                    |              |                  |              |
| Adjust existing m.h.                    | 10 EA        | 100.00 EA        | 1,000.00     |
| Abandon existing inlets                 | 6 EA         | 150.00 EA        | 9,000.00     |
| New inlets and pipe                     | 8 EA         | 1,500.00 EA      | 12,000.00    |
| Miscellaneous                           |              | Allow 2,000.00   | 2,000.00     |
|   |              |                  | \$ 24,000.00 |
| <br><u>Sitework</u>                     |              |                  |              |
| Concrete curbs                          | 1,300 LF     | 10.00 LF         | 13,000.00    |
| New brick/concrete walks                | 7,200 SF     | 4.50 SF          | 32,400.00    |
| Brick crosswalks                        | 2,400 SF     | 8.00 SF          | 19,200.00    |
| 30' lights                              | 6 EA         | 3,000.00 EA      | 18,000.00    |
| Median lights                           | 4 EA         | 2,000.00 EA      | 8,000.00     |
| Irrigation                              |              | Allow 4,000.00   | 4,000.00     |
|   |              |                  | \$ 94,600.00 |

SEVENTH STREET BOULEVARD IMPROVEMENTS  
 COST ESTIMATE - TYPICAL BLOCK  
 28 OCTOBER 1981

| <u>Item</u>                  | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>     |
|------------------------------|--------------|------------------|------------------|
| <u>Landscape/Furnishings</u> |              |                  |                  |
| Street trees (5" cal.)       | 18 EA        | 500.00 EA        | 9,000.00         |
| Tree grates                  | 18 EA        | 350.00 EA        | 6,300.00         |
| Benches                      | 4 EA         | 800.00 EA        | 3,200.00         |
| Trash receptacles            | 4 EA         | 350.00 EA        | 1,400.00         |
| Lawn planting                | 300 SY       | 3.00 SY          | 900.00           |
| Low planters                 | 6 EA         | 1,000.00 EA      | 6,000.00         |
|                              |              |                  | <u>21,400.00</u> |
|                              |              |                  | \$ 21,400.00     |
|                              |              | SUBTOTAL:        | \$ 154,800.00    |

Budget ranges from \$155,000 to \$195,000 per block.

II. NEW TRAFFIC SIGNALIZATION

Budget ranges from \$25,000 to \$32,000 per block.

SEVENTH STREET BOULEVARD IMPROVEMENT  
 TYPICAL BLOCK PLAN 2000 OCT 25, 1961

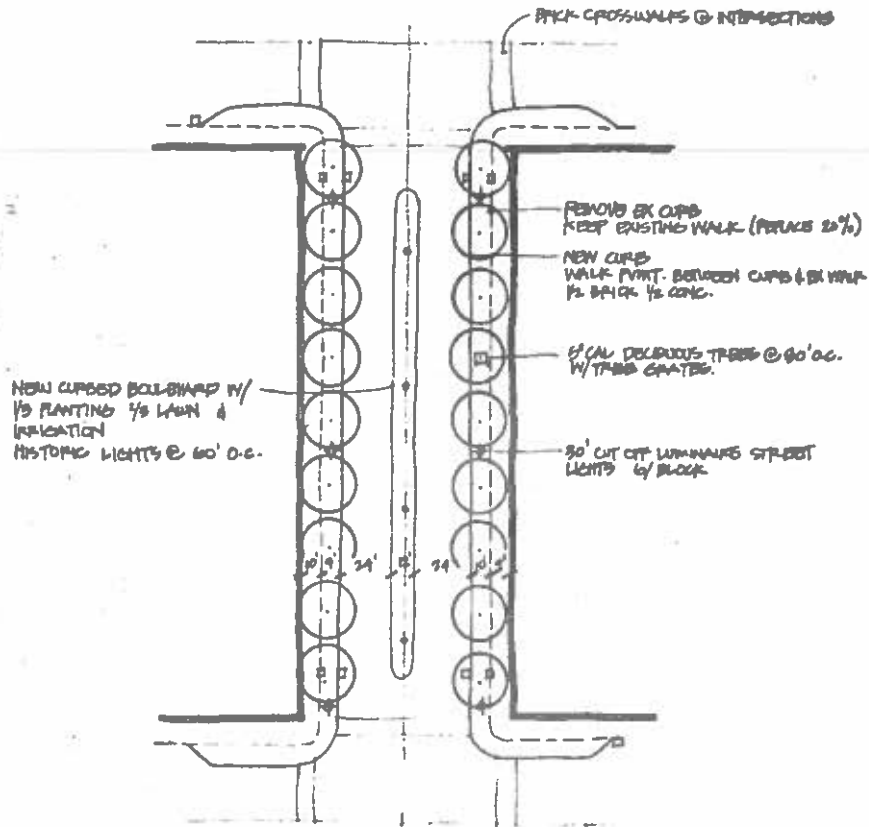


Figure 25

WHITMAN AND EMERSON PARK IMPROVEMENTS  
 COST ESTIMATE  
 28 OCTOBER 1981

| <u>Item</u>                          | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>    |
|--------------------------------------|--------------|------------------|-----------------|
| <b>I. SITE IMPROVEMENTS</b>          |              |                  |                 |
| <u>Site Preparation</u>              |              |                  |                 |
| Clear and grub shrub masses          |              | Allow 500.00     | \$ 500.00       |
| Remove existing interior walks       | 150 SY       | \$ 5.00 SY       | 750.00          |
| Remove existing rest rooms (20 x 20) |              | Allow 1,500.00   | <u>1,500.00</u> |
|                                      |              |                  | \$ 2,750.00     |
| <u>Site Improvements</u>             |              |                  |                 |
| New walks                            | 1,400 SF     | 3.00 SF          | 4,200.00        |
| Pedestrian lighting                  | 9 EA         | 2,000.00 EA      | 18,000.00       |
| Lawn restoration                     | 600 SY       | 3.00 SY          | 1,800.00        |
| Benches/trash/signage                |              | Allow 5,000.00   | 5,000.00        |
| Additional planting                  |              | Allow 3,000.00   | <u>3,000.00</u> |
|                                      |              |                  | \$ 32,000.00    |
|                                      |              | TOTAL:           | \$ 34,750.00    |

Budget ranges from \$35,000 to \$42,000.

PUFFERBELLY PARK DEVELOPMENT  
 COST ESTIMATE  
 28 OCTOBER 1981

| <u>Item</u>                                       | <u>Units</u> | <u>Cost/Unit</u> | <u>Total</u>         |
|---|--------------|------------------|----------------------|
| <b>I. SITE IMPROVEMENTS</b>                       |              |                  |                      |
| <u>Site Preparation</u>                           |              |                  |                      |
| Remove existing buildings<br>(120 x 60 x 20 high) | 140,000 CF   | \$ .12 CF        | 16,800.00            |
| Miscellaneous removals                            |              | Allow 2,000.00   | 2,000.00             |
|   |              |                  | \$ 18,800.00         |
| <br><u>Site Improvements</u>                      |              |                  |                      |
| Partial new curb                                  | 100 LF       | 10.00 LF         | 1,000.00             |
| Earthwork   | 3,000 CY     | 2.00 CY          | 6,000.00             |
| Concrete walks                                    | 8,000 SF     | 2.50 SF          | 20,000.00            |
| Brick walks                                       | 5,000 SF     | 7.00 SF          | 35,000.00            |
| Fountain feature<br>(40' dia.)                    | 1,250 SF     | 50.00 SF         | 62,500.00            |
| Pedestrian lights                                 | 8 EA         | 2,000.00 EA      | 16,000.00            |
| Lawns and topsoil                                 | 1 AC         | 5,000.00 AC      | 5,000.00             |
| Planting  |              | Allow 15,000.00  | 15,000.00            |
| Site furnishings                                  |              | Allow 5,000.00   | 5,000.00             |
|   |              |                  | TOTAL: \$ 165,500.00 |

Budget ranges from \$165,000 to \$205,000.

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# **Downtown Development Strategy / Grand Junction**

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## **Project Schedule Appendix**

Prepared for the:

Downtown Development Authority

by:

Johnson, Johnson & Roy/inc.

## First Phase

First Phase attention should be given to a concentration of improvements designed to upgrade the image and operations of the core commercial area. On a year-by-year basis, these projects are recommended. Detailed explanations of the cost estimates are provided in the following section. All cost estimates are preliminary and expressed in current \$.

### Year One:

- a. Shopping Park Improvements, for the four block area on Main between Seventh and Third, including two small fountains:

\$22,000 - \$28,000  
24,000 - 50,000  
\$46,000 - \$78,000

- b. Planning and detailed design for services for Alleyway Improvements for years two and three:

\$45,000 - \$60,000

- c. Miscellaneous planning and design studies described elsewhere:

\$72,000 - \$100,000

### Year Two:

- a. Alleyway Improvements, for the four blocks of alleys north and south of Main between Fourth and Sixth.

\$420,000 - \$540,000

- b. Planning and design for Rood/Colorado improvements for years three and four.

\$85,000 - \$110,000

**Year Three:**

- a. Rood Avenue Improvements between Fourth and Sixth

\$360,000 - \$450,000

- b. Colorado Avenue Improvements between Fourth and Sixth

\$360,000 - \$450,000

- c. Alleyway Improvements north and south of Main between Sixth and Seventh, and Third and Fourth

\$420,000 - \$540,000

- d. Planning and design for Seventh Street Boulevard Improvements for years four and five

\$65,000 - \$80,000

**Total Cost Estimate**

|            |                              |
|------------|------------------------------|
| Year One   | \$166,000 - \$238,000        |
| Year Two   | 505,000 - 650,000            |
| Year Three | <u>1,205,000 - 1,520,000</u> |
| Phase One  | \$1,876,000 - \$2,408,000    |

## Second Phase

Second Phase attention (Years 4-8) should be given to completion of downtown core area improvements, plus groundwork for major development projects. The attached list of projects is incomplete past Year Five, and should annually be completed and updated for the ensuing five years.

### Year Four:

- a. Seventh Street Improvements, from Grand to Colorado, not including signal support changes

\$620,000 - \$780,000

- b. Rood Avenue Improvements between Seventh and Sixth, and First and Fourth

\$720,000 - \$900,000

- c. Planning and design for Whitman and Emerson Park Improvements in Year Five

\$15,000 - \$25,000

- d. Planning and design for Pufferbelly Park development in Year Six

\$15,000 - \$25,000

Year Four Total:

\$1,370,000 - \$1,730,000

**Year Five:**

- a. Colorado Avenue Improvements between Seventh and Sixth, and First and Fourth

\$720,000 - \$900,000

- b. Seventh Street Improvements, from Colorado to Railroad Tracks

\$550,000 - \$685,000

- c. Whitman and Emerson Park Improvements

\$70,000 - \$85,000

- d. Planning and design for Main Street Improvements along a program to be determined by development proposals in Years One through Four, for the area from First to Third Streets

\$40,000 - \$60,000

**Year Five Total: \$1,380,000 - \$1,730,000**

**Year Six:**

- a. Pufferbelly Park Development

\$165,000 - \$205,000

- b. Land acquisition for parking or development parcel assembly assistance, to promote development

- c. Planning and design for traffic engineering improvements at major intersections

- d. Main Street improvements, from First to Third, including major plaza dependent on stage of adjacent developments
- e. Relocation studies, planning, design for Regional Bus Terminal

Year Seven:

- a. Relocation of Regional Bus Terminal
- b. Planning and design for First Parking Deck
- c. Street traffic engineering improvements for selected locations
- d. Planning and design for alleyway improvements north of Rood from Seventh to First
- e. Continued land acquisition and exchange to promote development

Year Eight:

- a. Construction of First Parking Deck
- b. Alleyway improvements for selected areas
- c. Continued land acquisition and exchange to promote development
- d. Planning, design and construction of community bus system transfer point, or image improvements at downtown locations