



**AGENDA
JOINT GRAND JUNCTION CITY COUNCIL
AND PLANNING COMMISSION
THURSDAY, NOVEMBER 9, 2017**

**WORKSHOP, 11:30 A.M.
CITY HALL AUDITORIUM
250 N. 5TH STREET**

To become the most livable community west of the Rockies by 2025

1. Discussion Topics

- a. Update on Circulation Plan - 15 Minutes
- b. Discussion on the Transitioning Downtown Area - 35 Minutes
- c. Review of Cluster Development - 10 Minutes

2. Next Workshop Topics

3. Other Business

Grand Junction Comprehensive Plan Grand Valley Circulation Plan - Update

October 2017

Background

The Grand Valley Circulation Plan was last reviewed and adopted by both the City and County in 2010 following the adoption of the Grand Junction Comprehensive Plan. The Plan incorporated all lands within the Comprehensive Plan's expanded Urban Development Boundary (UDB). Since 2010, traffic patterns and demand have further been refined creating the need to add or change fifty-three road segments on the circulation plan map. In addition, the Urban Trails Plan last adopted in 2001, does not include the entire UDB, nor reflects all relevant goals and policies of the Comprehensive Plan, and therefore, needs to be updated. The Circulation and Urban Trails Plans fit well together in creating an overall transportation plan that will be united through goals, policies and implementation strategies.

On February 16, 2017 staff met and received early input from the City Council and Planning Commission in a joint workshop regarding the proposed update to the Grand Valley Circulation Plan and Urban Trails Master Plan. Since then, a technical team of city and county staff with the assistance of the Urban Trails Committee have formulated a proposed update applicable to transportation corridors within the UDB as defined by the Comprehensive Plan.

Proposed Plan

The proposed Plan includes the following four sections.

Network Map. The Network Map will identify important corridors and linkages connecting centers, neighborhoods and community attractions.

Street Functional Classification Map. This map will identify the functional classification of the roadways that connect neighborhoods, employment centers and local attractions and amenities. There are 53 proposed changes since the map was last adopted by City Council in 2010.

Active Transportation Map. The Active Transportation Map will identify major corridors important for non-motorized travel, providing critical, continuous and convenient connections for bicyclists and pedestrians. The corridors are broadly defined and could accommodate active transportation as part of the road network or as separated paths. This plan identifies corridors important for active transportation and does not attempt to identify trails that are predominately recreational in nature. It proposed using canals and drainages for trail connections only where there is not another safe alternative for non-motorized transportation using the road network.

Specific Strategies and Policies. Developing a set of strategies and policies that will help guide implementation of the plan has been an important focus of the Circulation Plan and Urban Trails Plan work. One of the Strategies is to develop a Complete Streets Policy that is appropriate for the City. This has been a long-standing goal of the Urban Trails Committee and was recently incorporated into the City Council Strategic Plan as a Key Initiative. A Complete Streets approach integrates the needs of people and place in the planning, design, construction, operation and maintenance of transportation networks, making streets safer for people of all ages and abilities and better supports overall public and economic health.

Building upon the strategies found in the Comprehensive Plan for creating a more "Balanced Transportation" is key and specific strategies for the Circulation Plan have been drafted based upon this strategy. They include the following:

Strategy 1: Develop or revise policies supporting an integrated transportation system.

Strategy 2: Develop conceptual and corridor maps which will be used by decision makers and planning staff to improve transportation system.

Strategy 3: Develop and adopt a "Complete Streets" Policy.

Strategy 4: Improve interconnectivity between Grand Valley Transit (GVT) and centers, neighborhoods and community attractions.

Strategy 5: Improve the Urban Trails system.

Strategy 6: Maintain or improve circulation of vehicles on road system.

Next Steps

As a part of the planning process, the technical team will be seeking input and comments on the proposed changes to the Circulation Plan. The technical team will schedule outreach to various "Focus Groups" over the course of the next three months and will include the groups such as economic development partners; canal companies; drainage districts; utility providers; and development, and construction and real estate industry representatives.

In addition, a work session has been scheduled with the Planning Commission in October with a subsequent City Council and Planning Commission joint workshop scheduled for the regular quarterly meeting in November. The technical team will incorporate feedback into the plan in preparation for a public open house in December or early 2018. Staff anticipates the City considering adoption of the updated Circulation Plan in Spring 2018.



CITY MANAGER'S OFFICE

Memorandum

TO: Mayor and Members of City Council
FROM: Greg Caton, City Manager
Tamra Allen, Community Development Director
DATE: October 13, 2017
SUBJECT: Information - Cluster Development

At the City Council meeting on October 4, there was a planning project that discussed Cluster Development. There were some questions regarding this topic, so we wanted to provide an informational memo for City Council.

The purpose of Cluster Development (Clustering) is to allow for and encourage the preservation of environmentally sensitive areas, open space and agricultural lands. The Zoning and Development Code (Code) allows for the clustering of development to occur under certain criteria and implemented at the time of subdivision design. For development to utilize the Cluster Provision (Cluster), the Code requires a minimum of 20% of the land area in a proposed development to be dedicated open space while the benefit to the developer becomes the ability to be more flexible with minimum lot sizes and bulk standards of each lot within a development.

Currently, clustering is allowed in all lower density residential zone districts including R-R, R-E, R-1, R-2, R-4 and R-5. When applied, the maximum overall density of the zone district still applies (e.g. R-2 still would be developed at a 2-dwelling unit per acre density), but the lot sizes can be reduced and the corresponding bulk standards (setbacks, width, frontage, setbacks, lot coverage, and height) applied. The bulk standards that are applied are determined based on a prescribed formula in the land use code that give proportional benefit to a project based upon the amount of open space that will be preserved.

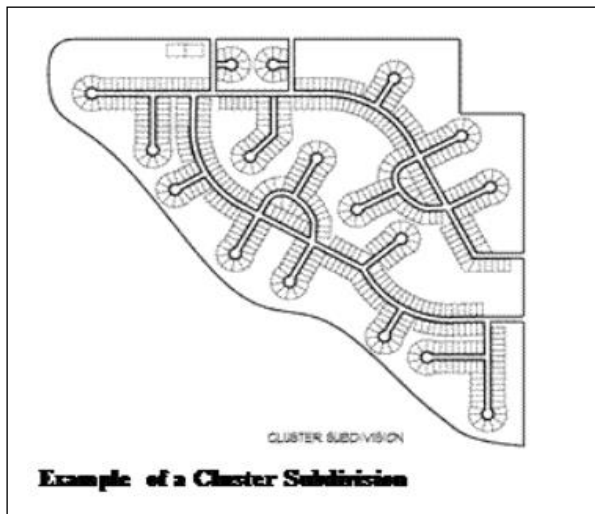
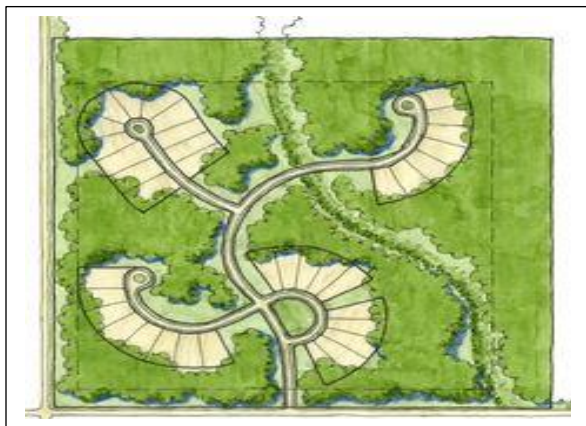
The City has maintained a Cluster Development provision in its Zoning and Development Code since 2000. Cluster Development promotes flexibility in site and lot design and generally provides for housing choices by offering a variety. In addition, a Cluster helps facilitate the development of units in more compact development in areas of the City where the Comprehensive Plan and zoning provide for lower density residential development. It also provides for the City and surrounding neighborhoods to realize significant long-term benefit from the dedication of open space preservation.

Examples of Cluster Development – The City has allowed for several subdivisions to utilize the Cluster Development of the Code. Examples include Spyglass Subdivision, Park Mesa Subdivision, Pinnacle Ridge Subdivision, Summer Hill Subdivision and Ridgewood Heights Subdivision. When applying the Cluster Provision, the project is allowed to reduce the minimum lot size based on the amount of open space that the subdivision will provide. The formula for calculating the minimum lot size is provided for in Section 21.030.060(c)2. of the Zoning and Development Code. The table below provides examples of the zone district of a specific project,

how much open space the development provided therein dictating what the allowed minimum lot size can be as well as the bulk standards that were applied to the overall project:

Subdivision	Zone District	Bulk Standards Zone District	Open Space	Zoning Min. Lot size (sq.ft)	Clustering Allowed Min. Lot size (sq.ft.)
Park Mesa	PD/R-1	R-2	34%	30,000	21,780
Pinnacle Ridge	R-2	R-4	33%	15,000	7,125
Ridgewood Heights	R-5	R-8	30%	6,500	4,000
Summer Hill	PD/R-5	R-4	35%	7,000	4,500
Spyglass	R-2	R-8	56%	17,000	4,250

Below are some illustrative examples of Cluster subdivision design:



Zoning and Development Code – The following is the section of the Zoning and Development code regarding Cluster Development:

21.03.060 Cluster developments.

(a) To preserve environmentally sensitive areas, open space and agricultural lands, cluster development is encouraged.

(b) In any residential zone district where clustering is permitted, the Director may approve lots that are smaller and arranged differently than otherwise allowed under this code.

(c) Unless provided otherwise by the subdivision approval, cluster subdivisions must meet the following standards:

(1) Twenty percent of the gross acreage must be open space.

(2) The minimum lot size is the percentage of open space of total acres of the entire development multiplied by 1.5. The minimum lot size requirement of the underlying zoning district may then be reduced by the resulting percentage. Minimum lot size shall also be subject to other provisions, such as GJMC 21.07.020(f), Hillside Development, which might further restrict lot size. The following table provides example lot sizes based on various open space reservations.

(3) In no event shall any lot be less than 3,000 sq. feet.

(4) Bulk requirements for clustered lots are those of the district which has the closest lot sizes. For example, if an R-2 district is developed with 30 percent open space then the bulk requirements of the R-4 district apply.

(5) The bulk standards of the R-8 district apply to every lot of less than 4,500 sq. feet.

	Min. Req. Lot Size	20 Percent Open Space	30 Percent Open Space	50 Percent Open Space	66 Percent Open Space
R-R	5 acres	3.5 acres	2.75 acres	1.25 acres	3,000 sq. ft.
R-E	1 acre	30,492 sq. ft.	23,958 sq. ft.	16,890 sq. ft.	3,000 sq. ft.
R-1	30,000 sq. ft.	21,000 sq. ft.	16,500 sq. ft.	7,500 sq. ft.	3,000 sq. ft.
R-2	15,000 sq. ft.	10,500 sq. ft.	8,250 sq. ft.	3,750 sq. ft.	3,000 sq. ft.
R-4	7,000 sq. ft.	4,900 sq. ft.	3850 sq. ft.	3,000 sq. ft.	3,000 sq. ft.
R-5	4,000 sq. ft.	3,000 sq. ft.	3,000 sq. ft.	3,000 sq. ft.	3,000 sq. ft.

(d) At least 20 percent of a cluster development shall be open space. Unless the Director approves otherwise, public open space shall abut or provide easy access to or protect other public land, especially federal land. The applicant for cluster development shall:

(1) Offer the open space to dedicate to a local government or other entity approved by the Director. Open space in a cluster shall be offered as a dedication to the City or, at the election of the City, to a nonprofit trust or conservancy approved by the City;

(2) Convey open space to an entity to hold it in perpetuity for the owners of lots and/or the public; or

(3) Establish a conservation easement for agricultural land to be preserved in the form approved by the City Attorney.

(e) All open space shall be conveyed to, owned and maintained by an entity approved by the City. The covenants and restrictions regarding perpetual preservation and maintenance of the open space shall include provisions addressing:

- (1) Maintenance duties of the grantee;
- (2) A mechanism so that each lot owner may be assessed by the grantee; and
- (3) The power but not any duty of the City to enforce any covenant or restriction.

(f) Open space shall be provided for each phase of a development or all may be provided at the first phase. If common open space will not be provided proportionally by phase, the developer shall on the first plat identify all areas of all phases which are intended to be open space and deliver to the City Clerk a warranty deed to all such areas which will be recorded if the development is not completed.

(g) Unless the Director approves otherwise, public open space shall abut or provide easy access to or protect other public land, especially federal land. Open space design and developer constructed improvements shall:

- (1) Be linked to existing and planned public open spaces, constructed areas and trails as the Director deems possible;
- (2) Maximize access and use by residents of the cluster development; and
- (3) Provide trails, paths and walkways to recreation areas, schools, commercial areas and other public facilities.

(h) The Director may require:

- (1) Paved pedestrian paths, located in rights-of-way or easements;
- (2) Paved bicycle ways; and
- (3) Equestrian trails surfaced with softer materials such as wood chips or gravel.

(i) **Landscaping.**

(1) The perimeter of a cluster development which abuts a right-of-way shall be buffered. If the cluster development has the same zoning as the adjacent property, a perimeter enclosure in accordance with GJMC 21.06.040 may be required and/or some other form of buffering to be determined to be necessary to buffer the developed portion of the cluster from adjoining development. All, or a portion of, the open space shall be located between the clustered development and adjoining development.

(2) The project landscaping and buffer design shall be established as part of any preliminary subdivision plan approval.

(j) A cluster development project may be developed in phases. The Director may require the applicant to divide the project into phases in order to meet requirements and standards contained in these regulations. Each phase must be self-sufficient with adequate facilities and services and contain a mix of residential uses and densities and open space, while meeting the requirements, standards and conditions applicable to the project as a whole.

(Ord. 4428, 6-14-10; Ord. 4419, 4-5-10)