

AGENDA JOINT GRAND JUNCTION CITY COUNCIL AND PLANNING COMMISSION

THURSDAY, JUNE 14, 2018 11:30 AM GRAND JUNCTION FIRE DEPARTMENT 625 UTE AVENUE, GRAND JUNCTION, CO

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

1. Discussion Topics

- a. Short Term Rentals (STRs)
- b. Transitioning Downtown
- 2. Next Workshop Topics
- 3. Other Business



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Short-term Rental Regulations by Community

	Jursidiction											
Common Standards/Regulations	Palisade, CO	Fruita, CO	Glenwood Springs, CO	Durango, CO	Ridgway, CO	Aspen, CO	Vail, CO	Telluride, CO	Colorado Springs, CO	Boulder County, CO	Fort Collins, CO	Denver, CO
Permit Required	Х	Х	Х	Х		Х				Х	Х	X
Permit Expiration			Х	Х		Х					Х	
Public Process	Х	Х										
Zone District Restriction	Х	Х	Х		Х	Х		Х			Х	Х
Business/Sales Tax License		Х	Х	Х	Х	Х	Х	Х	Х		Х	Х
Pay Lodging Tax	Х	Х	Х	Х	Х	Х	Х	Х	Х		Х	Х
Occupancy Limit	Х		Х	Х					Х	Х		
Building Inspection			Х	Х								
Building Self-Certification											Х	Х
Indoor Property Posting			Х	Х		Х						
Parking Restrictions	Х		Х	Х	Х					Х	Х	
Noise Limitations	Х											
Local Contact	Х		Х	Х	Х	Х		Х			Х	
Permitted in Multi-Family			Х	Х		Х	Х		Х		Х	

Grand Junction Zoning and Development Code Use/Zone Matrix--Lodging

Key: A = Allowed; C = Conditional; Blank Cell = Not Permitted																								
USE CATEGORY	PRINCIPAL USE	R-R	R-E	R-1	R-2	R-4	R-5	R-8	R-12	R-16	R-24	R-O	B-1	в-2	C-1	C-2	CSR	м-и	вР	I-O	I-1	1-2	MX-	Std.
hotels, motels and similar establishments	Hotels and Motels													Α	Α	Α		Α	Α	А			See GJMC	
	Bed and Breakfast (1 – 3 Guest Rooms)	А	А	А	А	А	А	А	А	А	А	А	А	А				А	А					<u>21.04.03(</u> (<u>h)</u>
	Bed and Breakfast (4 – 5 Guest Rooms)	с	с	с	с	с	с	с	А	А	А	А	А	А				А	А					<u>21.04.03</u> (h)



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MEMORADUM

TO: City of Grand Junction City Council and Planning Commission

FROM: Tamra Allen, Community Development Director

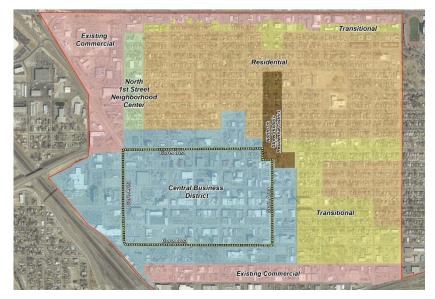
RE: Transitioning Downtown

DATE: May 17, 2018

In November of 2017, the Planning Commission began actively reviewing components of the Greater Downtown Plan and other Zoning and Development Code provisions that impact the preservation, enhancement and redevelopment of areas within the downtown. The review was largely in response to neighborhood concerns regarding the protection of the historic character and design of the downtown neighborhoods. The following is a list of the six topics that were the focus of neighborhood concern as well as a summary of the Planning Commission's review, discussion and direction of these topics.

1. ARE THE OVERLAY BOUNDARIES IN THE RIGHT SPOT?

At the March 8th and March 22nd Planning Commission workshops, the Planning Commission reviewed the boundaries of the Greater Downtown planning area and specifically looked at the areas assigned a Residential Area designation as well as a Transitional Area designation. In doing so, the Commission looked at not only the base zoning but also the existing land uses that were found on the properties within these subareas. They concluded that the boundaries



corresponded well to the zoning designations (recognizing the Residential Area was predominately R-8 but had areas of commercial and residential densities up to R-24). They also found, largely based on existing land uses, that the areas designated Transitional were also appropriate; finding that the areas flanking Teller Avenue and south of North Avenue that were mostly commercial or high density residential and the area near Grand Avenue between 8th and 12th Streets were predominately being used in a mixed-use fashion with a significant amount of commercial/office uses and multi-family units. The one area of the Transitional Area that received additional scrutiny and discussion was the one block



area on Grand Avenue between 11th and 12th Streets that, excluding three lots, is used for single-family purposes. The Commission discussed whether they should consider removing this area from the Transitional Area and add it to the Residential Area but due to the amount of traffic in the area and desire to not preclude R-O type uses in this area as an option for these properties owners unanimously agreed that this area should remain in the Transitional Area.

After review, the Planning Commission did not recommend any changes to the downtown planning area or the subarea boundaries.

2. ARE THE DESIGN GUIDELINES AND STANDARDS APPROPRIATE AND DOING THEIR JOB?

At their workshop on April 5th the Planning Commission discussed the design standards and guidelines for both the Residential Area as well as the Transitional Area. After review and discussion about projects that had implemented the design standards and guidelines, the findings of the Commission were that the standards and guidelines were scaled appropriately – meaning they struck a good balance between being too prescriptive and not prescriptive enough. The Commission emphasized that it was important to recognize the historic character of the area but that new projects should also be recognizable as new and be encouraged to incorporate new or more modern designs but that are sensitive to their surroundings. Based on the application of the design standards and guidelines in several recent projects, staff and the Commission, at their April 19th meeting, found multiple sections that would benefit from more consistent language (eg. neighborhood, area, block, nearby, adjacent) as well as removing the highly prescriptive requirement for roofs, if pitched. The modifications also include removing "residential" from the architectural references when working the transitional area as so many structures are currently not being used for residential purposes.

The recommended revisions to the standards and guidelines are attached in the redlined document.

3. IS THE ALLOWABLE DENSITY APPROPRIATE AND IS IT CALCULATED CORRECTLY?

Residential Overlay

Most areas within the Residential Overlay within the Downtown Plan are zoned R-8, Residential – 8 dwelling units per acre. Most downtown homes are constructed on two historic city lots. Each original townsite lot is 25 feet in width by 125 feet in length totaling 3,125 square feet. For those homes that are built on two lots, the total lot size is 6,250 or 0.14 acres and equate to a density of 6.9 dwelling units per acre (excluding any adjacent right of way).

The City code currently provides that the calculation of lot size for purposes of density can include the ½ of the adjacent rights of ways (on left). For a corner lot and only for the purposes of calculating density, this adds approximately 9,990 square feet to the size of a lot for a total lot size of approximately 16,240. For these corner lots, the additional right of way allows the development of two units on the property and would result in a project density of 5.36 dwelling units per acre.



For lots internal to the block, a two-lot property would, for purposes of density be able to include ½ of the road right of way and alley right of way in the property size, generally adding 2,400 square feet to each lot for a total of 8,650 square feet. This creates an average density of 5.03 dwelling units per acre. Even with this additional property, an internal lot would not be able to include an additional primary dwelling unit on the property.

The result of the density calculation for "typical" block allows for the construction of 2 dwelling units on corner lots and one dwelling unit on internal lots.

Transitional Overlay

For areas within the Transitional Overlay in the Downtown plan, many of the structures that resemble a typical single-family home are zoned R-O – Residential Office or R-8, Residential 8 Dwelling Units per acre. For those in the R-O zone district, the City's Code does not prescribe a specific density, but does include dimensional requires which restrict the ultimate size of a building. The R-O dimensional requirements include a setback in the front of 20 feet, side setbacks of 5 feet and a rear setback of 10 feet – the same setbacks as the R-8 zone district. Also, the same as the R-8 zone district, buildings in the R-O zone district are limited to 40 feet in height and 3 stories. For structures in the R-O zone district, the maximum square footage of a building is limited to 10,000 square feet while there is no building maximum size in the R-8 zone district. Using these dimensional standards, the maximum footprint of a building in the R-O zone district would be 2,660 (on two lots). This would likely be further limited by required parking, landscaping and other site requirements.

R-8 Dimensional Standards

Primary Uses

ached Single-Family,	Two-Family Dwelling, Multifamily,
se Table	
	5,000
	50
Principal	Accessory
20	25
5	3
10	5
	70%
	40
	3
	4 units/acre
	No max. residential density
	10,000
	se Table Principal 20 5

R-O Dimensional Standards

Primary Uses							
Detached Single-Family, Two-Family Dwelling, Multifamily, Civic							
See GJMC 21.04.010,	Use Table						
Lot							
Area – Detached Sing	le-Family (min. sq. ft.)	3,000					
Area – Two-Family, Attached (min. sq. ft.) 6,000							
Area – Multifamily (min. sq. ft.) 20,000							
Area – Civic (min. sq. 1	ft.)	20,000					
Width (min. ft.)		40					
Width – Two-Family (n	60						
Frontage (min. ft.)		20					
Setback	Principal	Accessory					
Front (min. ft.)	20	25					
Side (min. ft.)	5	3					
Rear (min. ft.)	10	5					
Bulk							
Lot Coverage (max.)		70%					
Height (max. ft.)		40					
Height (max. stories)	Height (max. stories) 3						
Density (min.)		5.5 units/acre					
Density (max.)		8 units/acre					
Cluster Allowed		No					

The Planning Commission reviewed the density calculation and found the current approach appropriate as well as the zone categories and dimensional requirements therein for both the Residential Overlay and Transitional Overlay areas.

4. IS THERE A WAY FOR THE PUBLIC TO PARTICIPATE IN THE ADMINISTRATIVE REVIEW PROCESS?

At the May 3rd Workshop, the Planning Commission reviewed the Administrative Review procedure. The Planning Commission discussed the review process and the opportunities for surrounding property owners and the community to participate in the process. The current process provides notice to surrounding property owners within 500 feet of a project and provides opportunity to submit comments and/or review the project in advance of a decision. The Commission also reviewed other communities' approaches to the administrative review process which in some cases allow for an aggrieved party to "call-up" the project which then requires a public hearing, review and decision by the Planning Commission instead of making an administrative-level decision. The Commission reflected on the current process for appeals and ultimately agreed that the current process seemed to be working and they appreciated the current process for both the predictability that it lent the development community and, though there is not a public forum, the Commission did believe there was sufficient opportunity for the public to review and provide meaningful input on a project in the current administrative review process.

The Planning Commission did feel it was important to look further into what type of projects are subject to an administrative level of review. The Commission will be reviewing this at their May 17th workshop.

5. IS THERE A WAY TO ENHANCE, PROTECT AND RECOGNIZE EXISTING HISTORIC NEIGHBORHOODS?

The Planning Commission discussed the recent efforts of the Lincoln Park Historic District to expand their District boundaries (approved at May 2nd Council meeting) as well as the efforts of the Washington Park, Lincoln Park, Emerson Park and Hawthorne Park to form new and/or stronger neighborhood associations. The sentiment from the Planning Commission was that these neighborhood driven initiatives were incredibly effective in their efforts to enhance, protect and recognize existing neighborhoods and the efforts of these neighborhoods would likely far exceed the impact the Planning Commission could likely make. The Commission also acknowledged that each neighborhood may want to look at their own unique set of standards and guidelines that are appropriate for their neighborhood, but again these would likely be much more effective to come from the efforts of those organized neighborhood groups instead of the Planning Commission imposing a top-down set of regulations.

6. CAN THERE BE DEDICATED REPRESENTATION OF PRESERVATION INTERESTS ON RECOMMENDATION AND DECISION-MAKING BOARDS?

The Planning Commission discussed this topic at their May 3rd workshop. The result was the Planning Commission not recommending that specific seats on City Boards and Commissions (specifically City Council and Planning Commission) be dedicated to those with specific "preservation interests" but that those with interest (preservation or other) in these positions be encouraged to apply for seats when they come available. The Planning Commission emphasized that each year between two and four seats become available for appointment by Council to the Planning Commission.

Attachment A

Proposed changes include underlined text to be added, struck through text to be removed.

IV. Residential Areas Standards and Guidelines

24.12.110 Applicability.

The following standards and guidelines apply to the residential areas shown in Figure 10 (orange areas). The standards and guidelines are intended to apply to new development or substantial redevelopment within the area. Substantial redevelopment is any reconstruction, rehabilitation, addition or other improvements to the existing structure(s) on a site where the value of the improvement exceeds 50 percent of the fair market value of the building(s) before the start of construction.

(Ord. 4572, 3-20-13)

24.12.120 Policies.

(a) The existing historic residential neighborhoods within the Downtown District will be stabilized and enhanced.

(b) The existing historic residential neighborhoods within the Downtown District will be preserved for residential uses, with no further encroachment by nonresidential uses.

(c) Where existing residential zoning allows, provide a diversity of housing types through development of multifamily housing that is in keeping with the character of the neighborhood (refer to multifamily development, GJMC <u>24.12.130(c)</u>).

(d) Enhance access to and improvements within existing public open spaces (e.g., parks and school grounds) within the downtown residential core.



Figure 10

(e) Maintain and enhance the historic character of the streetscape with emphasis on the following elements: street trees, landscaping rather than parking or other uses in the park strip between sidewalk and curb, street signs that identify the neighborhoods, lighting and detached sidewalks.

(Ord. 4572, 3-20-13)



Existing Residential Subarea Streetscape Character

24.12.130 Standards.

(a) Architectural Considerations.

(1) Building Style and Character. Maintain the existing character of the house styles within the residential neighborhoods in the Downtown District. New construction and alterations shall be compatible with key architectural characteristics and site elements of the neighborhood area.



Existing Residential Building Alignment

(2) Accessory Structure Setbacks. The setback for accessory structures is a zero-foot setback from the alley and three feet from neighboring property line(s).

(3) Building Mass/Scale and Proportion. New buildings or additions to existing buildings shall be visually compatible with the area. Visually compatible means compatible with adjacent and neighboring buildings including mass and scale, shape, windows, doors, openings, roof shape, roof pitch and orientation.

(4) Roof Shape. The roofs of new buildings shall be visually compatible with adjacent buildings. dwellings. If pitched, the roof pitch shall be at least 4:12.

(5) Fenestration. <u>The pattern of windows and doors on structures shall be visually compatible</u> with surrounding residential <u>buildings in the area</u> structures. Visually compatible includes the relationship of width to height, and the spacing of windows and doors. For example, tall evenly-spaced rectangular windows are typical of many of the residential styles in the downtown area.



Example Existing Architectural Character

(6) Materials. The exterior materials of all new buildings, additions and alterations shall be similar in size and appearance to adjacent area buildings dwellings.

(7) Setbacks. On a corner lot, the front yard setback for that part of the yard that extends to and along the side property line on the street side may be reduced to 10 feet on properties within the Downtown District residential subareas. <u>On corner lots where an existing parkway strip</u> exceeds 10 feet in width between a sidewalk and the curb, the front yard setback on a side street may be reduced to 5 feet in accordance with Section 21.03.030(d)(4) of the Zoning and Development Code.

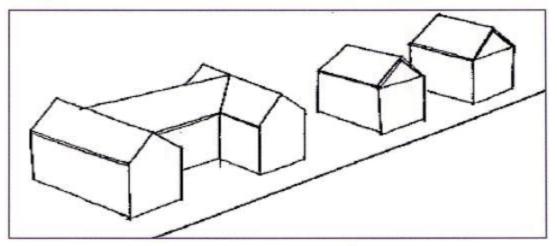
(b) Repealed by Ord. 4723.

(c) **Multifamily Development.** Infill of new multifamily buildings may occur where zoning allows within the residential neighborhoods of the Downtown District. However, the site design and structures for this type of development must maintain a scale and character compatible with the residential neighborhoods in the Downtown District. In addition to the architectural considerations listed in subsection (a) of this section, multifamily development shall follow the standards below.

(1) Incorporate forms typical of the single-family residential architecture of the Downtown District including sloping roofs, porches, roof dormers and other architectural details.

(2) Break up the mass of larger buildings into forms that are similar in scale to the single-family residential character.

(3) Facades must be composed of smaller sections, similar in scale and material finish to single-family residential structures.



Example – Break Up Facade of Larger Structure to be Compatible with Single-Family Scale

(4) Off-street parking for multifamily development shall not be located in the front yard setback. Parking shall be in the rear or side yards. If the property abuts an alley, the parking area shall take access from the alley. If the property has more than one street frontage, "behind the building" shall mean on the opposite side of the building from the front door or the main public door entrance to the building.

(5) Develop pedestrian links between the front sidewalk and building entrances and between parking and rear or side entrances.

(Ord. 4723, 10-21-16; Ord. 4572, 3-20-13)

24.12.140 Guidelines.

(a) Demolition of existing historic homes in order to construct new residential structures is strongly discouraged.

(b) Maintain and enhance the pattern of landscaped front yards that gives the residential neighborhoods within the Downtown District a distinctive, friendly appearance.

(c) Each new building and addition should be located so that it aligns with existing neighborhood buildings <u>in the area</u>. "Aligns" means elevation (e.g., horizontal lines of peaks of roofs, cornices and window sills) and plan (e.g., setbacks from the street and rear property lines and spacing between structures/setbacks from side property lines).

(d) Main entrances should open onto a street and should align with those of adjacent residential buildings. For example, on many of the downtown homes, raised foundations and steps that define the main entrance are prevailing characteristics. Door styles should be similar to those found on residential buildings within the area.

(e) New buildings and additions should have the same number of stories and a height which is compatible with buildings within the same block in the area.

(f) Park strips will be landscaped in a traditional style, including street trees, grass, and low plantings or a combination thereof. Park strip landscaping should include some live material – use of all nonliving material such as rock is discouraged. Use of drought-tolerant plants is encouraged.

(Ord. 4572, 3-20-13)



Existing Character of Front Yards and Park Strips

V. Transitional Areas Standards and Guidelines

24.12.150 Applicability.

The following standards and guidelines apply to the Transitional areas shown in Figure 11 (yellow areas). The standards and guidelines are intended to apply to new development or substantial redevelopment within the area. Substantial redevelopment is any reconstruction, rehabilitation, addition or other improvements to the existing structure(s) on site where the value of the improvement exceeds 50 percent of the fair market value of the building(s) before the start of construction.

(Ord. 4572, 3-20-13)

24.12.160 Policy.

The peripheral areas of the CBD provide a mix of established residential uses and low intensity, nonretail, neighborhood service and office uses that are compatible with adjacent residential uses and neighborhoods. New development or reuse of existing structures will maintain compatibility with residential building scale and appearance in the area.

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Figure 11

24.12.170 Standards.

(a) Land Use and Development Intensity.

(1) Any mix of residential and nonresidential uses on the same lot shall be located in the same structure.

(2) No-Non-residential uses within the transitional subareas shall <u>not</u> open earlier than 7:30 a.m. and shall close no later than 8:00 p.m.

(3) Maximum building size shall not exceed 10,000 square feet unless a conditional use permit is issued.

(4) Outdoor storage and display areas are prohibited in the transitional subareas.

(b) **Architectural Considerations.** New residential or nonresidential construction, including additions and rehabilitations, in the transitional subareas shall be designed to have a single-family residential character consistent with existing buildings in the area. "Consistent" means the operational, site design and layout, and architectural considerations described below.

(1) Every n-New principal buildings shall be located so that it to aligns with existing buildings within the same block in the area. "Aligns" means elevation (e.g., horizontal lines of peaks of roofs, cornices, window sills) and plan (e.g., setbacks from the street and rear property lines and

spacing between structures/setbacks from side property lines).



Example Infill Development in Transitional Area - 9th Street and Colorado Avenue

(2) <u>Main Building</u> entrances shall open onto face a street or architectural features shall be provided that visually suggest an entrance. and shall vertically align with those of adjacent residential buildings in the same block. For example, in areas adjacent to the transitional subareas, raised foundations and steps that define the main entrance are prevailing residential characteristics. Door styles shall be similar to those found on residential buildings.

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

(4) The roofs of new principal buildings or additions to principal buildings shall be visually compatible with buildings within the same block in the area. When pitched, the roof pitch shall be at least 4:12.

(5) <u>Window and door spacing on s</u>tructures shall be visually compatible with surrounding residential structures in the area. Visually compatible includes the relationship of width to height, and the spacing of windows and doors. For example, tall evenly-spaced rectangular windows are typical of certain residential styles near the transitional subareas.

(c) **Signs.** Development of non-single-family uses in the downtown transitional areas may directly abut existing single-family residential areas. Thus, in order to maintain compatibility, more restrictive sign regulations shall apply.

(1) Flush wall signs and monument signs shall be the only sign type allowed. Only one real estate sign advertising the property for sale or lease shall be allowed and shall not exceed 10 square feet.

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



Example Signs within Transitional Subarea

(3) Signs may only be illuminated between 7:30 a.m. and 8:00 p.m.

(4) Sign enhancement features such as bases, pillars, and other decorative elements as part of monument signs shall not be counted as part of the maximum square footage of the sign, provided such features do not exceed the size of the sign face.

(d) Parking and Site Development.

(1) Non-single-family uses in the transitional subareas shall be designed and utilized not to increase on-street parking in front of single-family dwellings in the neighborhood.

· On-site parking shall be provided pursuant to the Zoning and Development Code; and

• On-site parking spaces shall only be located in the side and rear yards. If the property abuts an alley, the parking area shall take access from the alley. If the property has more than one street frontage, side and rear yards shall mean on the opposite side of the building from the front door or the main public door entrance to the building; and

• On-site parking shall be screened from nearby single-family residential uses by a solid wall, fence or vegetation having a height of not less than four feet nor more than six feet (vegetation may exceed six feet in height).

(2) Service entrances, loading areas and dumpster areas shall be located only in the rear or side yard. If the property has more than one street frontage, the rear or side shall mean on the opposite side of the building from the front door or the main public door entrance to the building; and each loading area shall be screened from each abutting residential use. or zone.

(3) Front yards shall contain only landscaping, sidewalks, driveway access to parking areas and signage.

(Ord. 4572, 3-20-13)

24.12.180 Guidelines.

(a) New buildings should have the same number of stories and a height which is compatible with those of nearby single family residential buildings in the area.

(b) The exterior of all new buildings, additions and alterations should be similar in size and appearance to nearby dwelling buildings in the area.

(c) Sign materials should be visually compatible with materials used on the building facade.