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File 1994-00 96

Name: Orchard Mesa Master Plan

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ORCHARD MESA NEIGHBORHOOD PLANNING PROCESS

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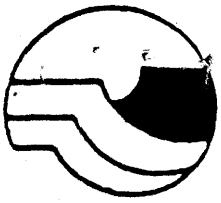
* REVISIONS TO DRAFT PLAN (APRIL 1994)

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- WORKSHOP/DINNER (MAY 1994)
- JOINT HEARINGS (JUNE 1994)
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- CITY PLANNING COMMISSION HEARING (JULY/AUGUST 1994)
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CONSIDERATION OF ADOPTION



Mesa County Department of Public Works
Long Range Planning Section

(303) 244-1650

750 Main Street • P.O. Box 20,000 • Grand Junction, Colorado 81502-5047

STAFF REVIEW
25 May 1994

A: **PROJECT:** *C65-94 Orchard Mesa Neighborhood Master Plan*
Petitioner: Orchard Mesa Citizen Review Committee
Reviewed by: Keith Fife, Long Range Planning Director

A request for approval of the proposed *Orchard Mesa Neighborhood Master Plan*. The plan is proposed to be adopted as an element of the Mesa County Master Plan (Land Use and Development Policies) and the Grand Junction Master Plan.

B: **STAFF COMMENTS:** The Orchard Mesa Neighborhood Master Plan has been prepared by the Orchard Mesa Citizen Review Committee (CRC) with the assistance of a technical review committee from both the County and Grand Junction government staffs. This is a joint City/County plan for that area of Orchard Mesa west of 33 Road. The planning study began in the summer of 1992 with data collection and neighborhood meetings. The CRC was formed in March 1993 and has been meeting two or three times monthly ever since.

The plan is organized by Action Plans, topics of major importance on Orchard Mesa, and includes findings, issues, goals/objectives, and implementation strategies for each Action Plan. Strategies are organized into short, mid and long term timeframes for implementation (each in 2 year increments). On-going strategies are listed under short term strategies.

The plan recommends formation of an implementation oversight committee to monitor the progress of the implementation strategies over the life of the plan.

Numerous text amendments to the Mesa County Land Development Code are suggested throughout the plan. These items will require study and review by the planning staff prior to submitting the revisions to the Planning Commission and County Commissioners for consideration in public hearings. Suggested text amendments will be prioritized as part of the annual work programs and budgeting process of the Public Works Department (Current Planning and Development and Long Range Planning Sections). Some of the suggested revisions may require hiring outside consultants to conduct studies and assist the County in preparation of the projects, e.g. development of incentive programs to encourage in-fill development (page 19), comparative analysis of outdoor storage and display standards (page 15), performance standards for the Highway 50 corridor (page 13), creation of a detailed gravel deposit map identifying commercially valuable and retrievable resources (page 22), etc.

Some immediate text amendments and actions should be pursued such as creation of an Open Space Development Overlay zone for the AFT lands on Orchard Mesa, and establishment of an implementation plan to minimize impacts of Intermountain Veteran's Memorial Park on the adjacent neighborhood as part of an annual review conducted by the County (page 28).

As the County spends the next 18 -24 months on a Countywide Land Use Plan, the Long Range Planning staff will be unable to devote much time to any other projects. The Countywide plan should also result in recommended text amendments that are applicable to the entire County.

Specific comments:

GENERAL SERVICES ACTION PLAN

Domestic Water:

1. Page 8, Short Term Strategy #3 - The County does require new development to upgrade water systems which do not meet minimum standards of the applicable water provider and/or fire protection agency.

Irrigation/Drainage

1. Page 9, Short Term Strategy #1 - The County does require site specific irrigation and drainage plans for new development.

2. Page 9, Mid Term Strategy #1 - The County plans to participate in drainage planning for the area but probably not until sometime during the Long-term time horizon (2000 -2005).

Sewer

1. Page 9, Short Term Strategy #1 - The County has not officially adopted the HDR Sewer Basin Study but utilizes the study on a regular basis in reviewing trunk line extensions and annual budget requests for the joint sewer system. The Board of County Commissioners has not traditionally adopted planning studies, but the Planning Commission is enabled to if they desire.

2. Page 9, Short Term Strategies #2 and #3 - The County Commissioners recently adopted a trunk line extension policy which is nearly identical to the City of Grand Junction's policy and reviews extension requests to be funded by the Sewer fund. The Mesa County Land Development Code requires new development to connect to a sewer line within 90 days of such a line being available to the development.

Solid Waste Management

1. Page 10, Short Term Strategies 1-4 - each of these items are addressed in the Solid Waste Management Plan which was completed earlier this year, but has not yet been adopted by the County Commissioners. Limiting the landfill to locally generated waste is consistent with the Waste Management Policies adopted by the Planning Commission in 1990, Policy #32; although recent court cases indicate such limitations may be unconstitutional.

COMMUNITY IMAGE/CHARACTER ACTION PLAN

Image and Character

1. Page 13, Short Term Strategy #1 - Staff supports the concept of the OM Beautification Committee's involvement in suggested programs for upgrading the appearance of Orchard Mesa. We also concur with the City of Grand Junction that this strategy should involve hiring a consultant to study the various items suggested and make recommendations to the City and County for implementation.

2. Page 14, Short Term Strategy #5 - Procedures to better notify residents of pending developments which may impact them is a broad issue that affects more than Orchard Mesa. This topic should be addressed in a future rewrite of the Mesa County Land Development Code which is likely to occur in the Mid-term timeframe (1997-1999).

Code Enforcement

1. Page 15, Short Term Strategy #6 - Staffing levels normally are not addressed by the Planning Commission in their charge to adopt master plans. An adequate staff is obviously necessary to provide the level of service deemed necessary by the Board of County Commissioners.

2. Page 15, Mid Term Strategy #4 - The County currently does not have a noise ordinance to enforce and state law violations are civil matters.

LAND USE /ZONING ACTION PLAN

General

1. Buildout of the study area with the current zoning in place would result in a population of approximately 29,200 (2.4 persons per dwelling unit). Buildout of the area under as indicated on the Future Land Use map would result in a population of approximately 26,000.

2. Page 19, Short Term Strategy # 2 - A Mesa County development impact fee is tentatively scheduled for the summer of 1994.

Agriculture

1. Page 20, Short term Strategy #5 - A text amendment will be prepared by staff to be considered concurrently with the OM Master Plan by the Planning Commission in July 1994.

Mineral Extraction

1. Page 22, Short Term Strategy #6 - If a strategy is adopted to limit gravel operations to "limited impact 110" operations (10 acre maximum with limits on extraction rates, the Mesa County Mineral Extraction Policies should be amended to reflect this policy change. Staff believes individual proposals should be judged on their own merits during the Conditional Use Permit process to determine what limitations should be placed on operations and trucking routes.

PARKS, RECREATION AND OPEN SPACE ACTION PLAN

1. The Grand Junction Parks, Recreation, and Open Space Master Plan and the Grand Mesa Slopes Management Plan have both been adopted by Mesa County. These plans provide a framework for locating, and obtaining, and preserving lands for parks, recreation and open space. The recommendations of the OM Plan are consistent with these plans with one exception. An additional park site has been suggested at 28 1/2 and B 1/2 Roads.

2. Page 28, Mid Term Strategy #7 - The Black Bridge Park site has been deeded to National Park Service by Mesa County. Construction of a pedestrian bridge across the Gunnison River at the site is recommended in the Mesa County/Grand Junction Metropolitan Planning Organization's *Multi-Modal Transportation Plan, 1993*. Construction of this bridge is not in the current 6 year transportation improvement plan for the area and should be listed under the Long-term timeframe (2000-2005).

TRANSPORTATION ACTION PLAN

1. Page 31, Short Term Strategy #1 - The County Capital Improvements Plan is updated annually and projects are prioritized for the entire County.

2. Page 31, Short Term Strategy #2 - The 6 year transportation improvement plan for the area includes construction of a pedestrian bridge across the Colorado River in 1996. "Enhancement" funds from the Colorado Department of Transportation have been identified as a source for the project.

3. Page 31, Mid Term Strategy #1 - a. Upgrading Unawep Avenue is included in the 6 year transportation improvement plan and both the City and County capital improvement plans for the year 1997. B 1/2 Road should be listed in the Long term timeframe (2000-2005).
b. Construction of a pedestrian bridge across the Gunnison River at the Black Bridge Park site is recommended in the Mesa County/Grand Junction Metropolitan Planning Organization's *Multi-Modal Transportation Plan, 1993*. Construction of this bridge is not in the current 6 year transportation improvement plan for the area and should be listed under the Long-term timeframe (2000-2005).

4. Page 31, Long Term Strategy #1 - According to the draft Mesa County 2015 Regional Transportation Plan the third crossing of the Colorado River is planned for the 29 Road corridor. Acquisition of right-of-way and storm drain improvements are planned over the next several years with construction of a bridge and new road slated sometime in the Long term time frame (2000-2005).

HISTORIC PRESERVATION

1. Page 36, Short and Mid Term Strategies #1 - With current

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staffing levels of the County Planning office an outside consultant will need to be hired to conduct both a reconnaissance and intensive level inventory of potentially eligible properties for designation as historic.

C. STAFF RECOMMENDATION:


Adoption by the Mesa County Planning Commission of the Orchard Mesa Neighborhood Master Plan with the above suggested revisions.

D. MCPC ACTION:

STAFF REVIEW

FILE: # 96-94

DATE: May 25, 1994

STAFF: David Thornton 

EXECUTIVE SUMMARY: Staff requests that Planning Commission consider both the Orchard Mesa Neighborhood Plan as submitted by the Citizens Review Committee and the Staff's analysis and comments pertaining to that plan, and then consider public testimony to be received at the joint City/County public hearing scheduled for June 2nd, 1994. It is the Planning Commission's charge to adopt the final plan for Orchard Mesa which then will be submitted for adoption by the City Council as an element of the City's Comprehensive Plan.

LOCATION: Orchard Mesa from the Gunnison River to 33 Road & from the Colorado River to and including the Mesa County Landfill.

APPLICANTS: City of Grand Junction
Mesa County Long Range Planning
Representatives: Dave Thornton, City of Grand Junction
Keith Fife, Mesa County

STAFF ANALYSIS:

SEE THE ORCHARD MESA PLAN AS PROPOSED BY THE CITIZEN'S REVIEW COMMITTEE AND ATTACHED STAFF COMMENTS. WE RECOMMEND THAT THE PLAN BE ADOPTED WITH THE CHANGES OUTLINED IN THE ATTACHED STAFF ANALYSIS.

City of Grand Junction
 General Comments and Cost Analysis
 of
 Implementing the Orchard Mesa Master Plan

PLEASE NOTE THAT THE IMPLEMENTATION STRATEGIES AFFECTING THE CITY ARE INCLUDED IN THIS STAFF ANALYSIS AND ARE IN **BOLD**. THE NUMBER ASSIGNED TO EACH IMPLEMENTATION STRATEGY CORRESPONDS WITH THE ACTUAL NUMBER FOUND IN THE DRAFT MASTER PLAN.

I. General Services Action Plan

ADDITIONAL FINDINGS

[a] Geographical Information System (GIS):

GIS is a land information data base that utilizes a common set of base maps linked by a coordinate network. Through individual computers, city personnel will access such information as parcel ownership, socio-economic data, utility ownership and location, transportation data, land use and so on. This information will allow City personnel to perform their responsibilities more efficiently and effectively by simple manipulation of the GIS system.

The cost of collecting the geographic information elements at the detailed level necessary within city limits is \$15,000 per square mile. The GIS will be collecting information on a less detailed level outside of the city limits and within the 201 district for the purpose of general planning at a cost \$5,000 per square mile. It is estimated that the survey control established for the less detailed information collection area would still be usable when the area is annexed. Therefore, the cost of upgrading to the higher level of detail after an annexation is approximately \$12,500 per square mile.

Total costs for the study area are summarized:

<u>Orchard Mesa</u>	<u>Area (Sq. Mi.)</u>	<u>Cost</u>	<u>Budgeted</u>
(A) Existing City Limits	2	\$ 30,000	yes
(B) Unincorporated Area	12	\$ 60,000	yes
(C) Future Annexations	12	\$150,000	no

- (A) Above will be undertaken under the city's current GIS budget.
- (B) Above will be undertaken under the city's current GIS budget.
- (C) Above will be undertaken as annexation occurs, the time table is not known.

Staff recommends that these additional findings be included in the final plan within the Findings Section of the General Services Action Plan.

[a] Domestic Water Implementation Strategies:

[1] Short Term and ongoing

1. [Share and combine data on line sizes for all three water districts onto one Geographic Information System as an inventory of existing conditions in Orchard Mesa.] City Water system mapping will be accomplished during 1995 as part of the City's work in the existing city limits. The Ute Water Conservancy District is planning geographic information system completion of their water system during 1995 and this data may be easily incorporated. The cost to incorporate Ute Water System data is not known. Staff recommends including this Implementation Strategy in the final plan.

2. [Water providers should prepare and coordinate 10-year capital improvement plans and coordinate construction on an annual basis for operations and street cut purposes.] The city currently prepares a ten-year capital improvement plan for water. On Orchard Mesa, the city water system boundary is the same as the city limits and improvements to this system are coordinated with other city street improvement work. The city water system will not expand in this area.

As the city annexes, Ute Water will come under review of the city for Ute water system improvements.

Currently this kind of utility construction is coordinated through the Mesa County Utility Coordination Committee which meets monthly. Long term coordination, however, between the city and Ute ought to dovetail with existing coordination planning. Staff recommends including this Implementation Strategy in the final plan.

3. [The City should continue to require and the County should begin requiring new development to meet existing standards for water service by requiring developers to upgrade the system when existing facilities do not meet current standards in terms of line size and looping requirements.] The city presently requires new development to meet minimum fire flow requirements in all new construction or redevelopment. Staff recommends including this Implementation Strategy in the final plan.

[2] Mid-term

1. **[Review existing policies and standards of the water districts, the City, and the County and adopt common policies and standards.]** The City, Ute, Clifton and Mesa County have adopted common water construction standards. Therefore this implementation strategy is complete. Staff recommends deleting this Implementation Strategy in the final plan since it has been completed.

[b] Irrigation/Drainage Implementation Strategies:

[1] Short Term and ongoing

1. **[Require site specific irrigation and drainage plans for all new developments to meet adopted standards of the Orchard Mesa Irrigation District, the County Drainage Manual, and the Grand Junction Storm Water Management Plan.]** The City of Grand Junction will be adopting a Drainage Criteria Manual in 1994. This will list the specific drainage requirements that new development will have to adhere to for projects constructed in the City.

The City currently does not require new development to provide site specific irrigation plans. The City does provide standards for developers to use when designing their irrigation systems and we encourage them to submit their plans for our review. After much public comment when the irrigation standards were produced as part of the "Submittal Standards for Improvements and Development" adopted in 1993, it was determined to not require irrigation plans as part of the development review process at that time. Staff recommends including this Implementation Strategy in the final plan, but deleting the requirement of site specific irrigation plans.

[2] Mid Term

1. **[The City, County and Orchard Mesa Irrigation District should develop a comprehensive drainage plan for Orchard Mesa.]** The City has budgeted funds to develop a Drainage Master Plan for specific problem areas of the City. This is to be a joint project with the Grand Junction Drainage District and the City. Recently, the County has expressed interest in participating in the project to include areas outside the City. Orchard Mesa is listed as one of the priorities. However, the initial cost of the project will dictate what year the Orchard Mesa area will actually get studied.

Total 1994 Project Cost \$50,000
 City Cost = \$25,000
Staff recommends including this Implementation Strategy in the final plan.

[c] Sewer Implementation Strategies:

[1] Short term and ongoing

2. [The City, Orchard Mesa Sanitation District, and County should adopt common sewer extension & connection policies for new and existing development.] The city, as owner and manager of the Joint City-County Sewer System, has adopted common sewer line construction standards. The City reviews development plans for sewer inside the 201 sewer service area and requires new development to meet City sewer construction standards. By contract with the Orchard Mesa Sanitation District, the City reviews construction plans for system expansion within the Orchard Mesa Sanitation District.

The City has drafted policies and rules of sewer expansion which will apply to all development within the 201 sewer service area. Staff recommends including this Implementation Strategy in the final plan.

3. [New development required to connect to a public sewer collection system will be required to provide sewer service by tying into existing sewer lines ("dry lines" will not be allowed as an alternative).] The City's policy, as manager of the 201 Sewer System, is that all development within the 201 Sewer System, Section 4, System Expansion, of the Sewer Rules and Regulation, addresses the issue of sewer to new development:

In the past, certain developments outside the City were approved which were not connected to the System; in some cases, "dry lines" were constructed with the expectation that such "dry lines" would be later connected to the System when a trunk or other line was built. However, no provision was made for payment by the developer or the lot owner of the costs of extension of such trunk and the costs of interconnection. The Manager finds that such approvals are not in the public interest.

No developments within a basin which is not served by trunk lines within the 201 Service Area shall be permitted to proceed to final plat or other final approval, whichever is earlier, until the developer thereof has paid to the Manager, for retention by it within an appropriate fund, the trunk line fee established pursuant to City Resolution 47-93. Nothing contained herein shall limit the obligation of the

Developer to pay additional costs required to provide sewer service to the development, such as but not limited to the costs of collection lines. Staff recommends including this Implementation Strategy in the final plan.

[d] Solid Waste Management Implementation Strategies:

2. [Mesa County Waste Management Division and the City Sanitation Department, BLM, Mesa County Department of Health, and private landowners should establish an action plan with local law enforcement agencies regarding illegal dumping and roadway littering.] The Mesa County Solid Waste Management Plan, adopted in February, 1994, provides a plan and allocates funds to address illegal dumping and highway litter. These costs are part of tipping fees. State statutes now empower counties to compel property owners to remove trash and rubbish and authority exists to insure that the county's existing prohibition against illegal dumping is enforced. However, to ensure equity throughout Mesa County, individuals now paying for trash collection should not be the only ones paying surcharges to tackle the illegal dumping problem caused, in large part, by those county residents who do not have their trash collected. Mesa County solid waste haulers and enforcement agencies should discuss the use of Mesa County general funds or mandatory trash collection for enforcement efforts in unincorporated areas of the county. Staff recommends including this Implementation Strategy in the final plan.

4. [The County Waste Management Division and the private haulers should establish a public education program regarding recycling programs and trash service rules. The City should continue its public education efforts to promote recycling efforts.] The City's goals are to have everyone residing within the City limits be contacted about the City's recycling program within the next five years and to keep the issue of recycling in front of the public while telling them why we recycle. To reach this five year goal a minimum of eighty contacts are made each month. No change in the existing program is anticipated. Staff recommends including this Implementation Strategy in the final plan.

[e] Public Safety Implementation Strategies:

[1] Short Term and ongoing

1. **[Establish neighborhood watch programs throughout the study area and reactivate inactive programs.]** Within the study area of Orchard Mesa served by the Grand Junction Police Department there are six active Neighborhood Watch programs which include:

Lamplight Subdivision	Mt. View Court/Cheyenne Drive
Southgate Commons	Grand Mesa Avenue
W. Parkview (North half)	W. Parkview (South half)

In addition, the Crime Prevention Officers of the Police Department have spoken with, and sent information to, residents interested in being Neighborhood Watch Captains in the neighborhoods of:

Mountainview	Laura Lee	2713 B 1/2 Road
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The Crime Prevention Unit has recently mailed a newsletter to all the Neighborhood Watch Captains throughout the City to encourage the creation of new Neighborhood Watch programs and to revitalize the existing programs. Staff recommends including this Implementation Strategy in the final plan.

3. **[Local Law enforcement agencies should schedule more frequent routine patrols of Orchard Mesa.]** The Orchard Mesa study area within the city limits of Grand Junction has considerably low numbers of crimes and accidents. However, the Grand Junction Police Department realizes the need to have as much visible routine police patrol for crime and accident prevention and continues to assign police officers to patrol Orchard Mesa throughout the day and night, each and every day. Staff recommends deleting this Implementation Strategy in the final plan.

4. **[Water providers should adopt a common upgrade program to include in each entity's Capital Improvements Plan annually.]** Any water provider within the City limits is required to prepare and implement a 5-year capital improvement program for upgrading water mains for fire protection purposes. The City and Ute Water Conservancy District have complied with his requirement. Fiscal year 1994 is the second year for this work. The City's 1994 fire protection upgrades are occurring in the Orchard Mesa Area within the City limits. Total cost for this program City-wide is \$692,636.00. The upgrades budgeted for Orchard Mesa for 1994 are \$175,743.00. Staff recommends including this Implementation Strategy in the final plan.

5. [Law enforcement and fire departments should continue to review and comment on all new developments to ensure the designs meet their needs for crime prevention and adequate crime prevention.] Members of the Grand Junction Police Department have actively participated in the development reviews for many years. In addition to planned development review, Police Department employees are actively involved in reviewing major road or street modifications or improvements from a traffic safety and pedestrian safety perspective; zoning or land use changes; liquor license issuance or renewals; as well as a variety of other proposals which may change the complexion of an area and possibly have an impact on the delivery of police service.

The Grand Junction Fire Department provides review and comment for all commercial and multi-family construction projects occurring within the City limits and the Grand Junction Rural Fire Protection District. Major subdivisions are also reviewed by the Department. Checks are made for adequate water for fire protection, access roads, and special hazards.

An individual constructing a single-family home (not associated with a major subdivision project occurring at the same time) is generally not subject to Departmental review and requirements. The review process is designed to ensure that projects can be adequately served by the Department, and to minimize potential damage due to fire.

Staff recommends including this Implementation Strategy in the final plan. Staff also recommends that the Findings section of Public Safety be amended to include the Police Department and Fire Department procedures for review of development proposals as written above.

II. Community Image/Character Action Plan

ADDITIONAL FINDINGS

The Findings Section now says that the City should be able to initiate proactive code enforcement as time permits. This should be expanded to point out that the City code enforcement division has established a set of criteria upon which to prioritize its work efforts. Generally, code violations which could effect health or cause property damage are enforced on a high priority basis. Code enforcement resources will be applied throughout the City, including Orchard Mesa, according to these established criteria.

The City conducted an inventory of structures that were either boarded up and unoccupied or abandoned and unsecured during the month of April, 1994 and found 8 structures within the City limits on Orchard Mesa.

Staff recommends that these additional findings be included in the final plan within the Findings Section of the Community Image/Character Action Plan.

[a] Image and Character Implementation Strategies:

[1] Short Term and ongoing

The Implementation Strategies Section, in items 1 and 2, gives the OM Beautification Committee a great deal of responsibility--beyond what they could reasonably perform. Items 1 and 2 should be revised to suggest that the Beautification Committee study these topics (abandoned and vacant buildings, landscaping along Hwy 50, design guidelines, performance standards) and give the City and Chamber of Commerce recommendations on how to proceed to address these issues. A design/landscaping consultant may be needed to study and make recommendations for future policy guidelines and standards. Costs are unknown until these issues are studied further and policy direction is given. Final costs could be substantial.

1. [The Orchard Mesa Beautification Committee should establish a beautification program in conjunction with the Grand Junction Area Chamber of Commerce Beautification Committee which includes the following at a minimum: a) A plan to deal with abandoned and vacant buildings. b) A landscape plan for the Highway 50 corridor right-of-way and access roads. c) Design guidelines for an overlay zone addressing building facades, signage, private landscaping, parking lots, access control, etc. d) Work with the Metropolitan Planning Organization and Colorado Department of Transportation on increasing the number of street lights in appropriate locations. e) A mechanism to organize and publicize an Orchard Mesa Community Pride program.]

(a) In addition to having the Beautification Committee helping in the planning for renovation and/or demolition of abandoned or vacant buildings, the application of the Uniform Abatement Code may be useful. Also, section 19-66 of the City's Code of Ordinances for Nuisance Abatement and the Uniform Building Code may be useful in some situations. As a future plan is developed to address the issues of abandoned and vacant buildings, enforcement strategies would need to be determined.

(b) (c) (d) This will need further study by the Beautification Committee and may require a professional consultant to study the alternatives and make recommendations. Cost will vary depending upon the scope of work.

(e) The MPO and CDOT are not the proper entities to directly request the installation of additional street lights; the city is responsible for street light installation and maintenance on all streets within city limits. The city has a program for street light installation for lights within city ROW. The program is designed to work with individual requests from citizens as to location, style, and intensity.

Additional lighting on the state highways is a city expense. However, grants for safety improvements may be a possibility for Orchard Mesa. In 1989, the City did construct a \$20,000 project for 15 street lights on the highway from Grand Mesa Avenue to B.5 Road to meet specific safety concerns at individual locations. To install additional lighting so as to provide the maximum lighting visibility would be:

Estimated Cost: \$80,000

Staff recommends including these Implementation Strategies in the final plan with an amendment which states that the Beautification Committee should study these topics (abandoned and vacant buildings, landscaping along Hwy 50, design guidelines, performance standards) and give the City and Chamber of Commerce recommendations on how to proceed to address these issues.

2. [Adopt recommended performance standards from the above.] Performance standards for the above would require staff time to prepare, review and submit to the appropriate entity for adoption (i.e. Planning Commission &/or City Council). This effort would need to be added to the overall work program of the current City staff and

prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

3. [The Orchard Mesa Beautification Committee should work with the Colorado Department of Transportation, citizens groups, the City of Grand Junction, and Mesa County on establishing and ensuring a complete and ongoing adopt-a-highway program on Orchard Mesa.] The City is in the process of implementing an "Adopt-a-Roadway" program where appropriate to address the litter issue.

Estimated Cost per mile \$ 300/mile/year

Staff recommends including this Implementation Strategy in the final plan.

4. [All new development proposals should identify important views potentially impacted by the development and address measures to maximize the protection of important views from each building site and minimize impacts each development will have on views from surrounding lands.] In order to implement this, potential view corridors that are to be protected would need to be defined and identified. The City has not determined its legal authority to implement or enforce policies protecting views. At present, City and State laws do not provide for view easements or other mechanisms for view protection. Staff recommends deleting this implementation strategy from the final plan.

5. [Establish and adopt procedures to better notify property owners on Orchard Mesa of all development proposals which could visually impact Orchard Mesa.] It is not practical for the City to notify residents of developments that could possibly impact views from Orchard Mesa. It would also be extremely difficult to quantify what is or is not a visual impact to one person or to all residents of Orchard Mesa. Furthermore, no system exists in City codes to legally protect views (see comment 4 above). The City could send notification of all major development proposals to the "Watchdog Committee" for Orchard Mesa which is a committee that the Citizens Review Committee is recommending be established to monitor and help with the implementation of this plan. However, once notified of a development proposal, their effort to negate a visual impact would be fruitless and frustrating without an effective legal mechanism to

protect the view corridor in question (see comment 4 above). Staff recommends deleting this implementation strategy from the final plan.

7. [Expand the County's and local trash haulers' participation in the City's Freshazadaisy program by offering more no-fee landfill days at the Mesa County Landfill and notification to the neighborhoods each year in cooperation with the County Waste Management Division and City Sanitation Department.] We encourage other entities and organizations to provide similar types of programs. Staff recommends including this Implementation Strategy in the final plan.

[b] Code Enforcement Implementation Strategies:

ADDITIONAL FINDINGS:

1. In the Goals and Objectives Section, the second sentence in item 2 should be deleted; revenue is not the motivation for City code enforcement. Staff recommends deleting item 2 in the Goals and Objectives section under Code Enforcement.

[1] Short Term and ongoing

2. [The City and County Planning staffs should assist the Orchard Mesa Beautification Committee in conducting a comparative analysis of existing outdoor storage and display standards in other communities to determine what revisions should be made to existing standards.] This project should probably be included with the further study being recommended for design/landscaping guidelines for the Highway 50 corridor as recommended in the Community Image/ Character Action Plan. Staff recommends including this Implementation Strategy in the final plan.

3. [Publish definitions of junk, trash, and weeds in the City newsletter and insert in utility billings and/or newspaper.] The City currently publishes definitions of junk and trash, and weeds in the City newsletter and puts an insert in the City utility billings. Staff recommends including this Implementation Strategy in the final plan.

5. [Adopt revisions to City and County development codes as necessary setting strict performance standards for outdoor storage.] The performance standards for outdoor storage should be developed as part of the design/landscaping guideline planning that would be done for the Highway 50 corridor, possibly by a consultant. Depending upon the total scope of work, the cost for the entire study could be substantial. Staff recommends including this Implementation Strategy in the final plan.

[2] Mid Term

1. **[The City and County zoning and code enforcement offices should establish proactive code enforcement procedures.]** The City does currently have some proactive code enforcement procedures/policies. For maximum proactive code enforcement two additional code enforcement officers would be necessary. Proactive code enforcement would not be provided exclusively to Orchard Mesa, but would need to be implemented City-wide. Any new Code Enforcement personnel should be considered at a city-wide staffing level and not be considered exclusively for Orchard Mesa.

Estimated personnel costs, per code enforcement officer is \$38,000/per year/per person (including benefits). First year operating costs associated with the positions is \$17,500 with the bulk of the expense being capital outlay costs for a vehicle and a computer. After the first year, ongoing associated costs with each position is \$5,500/yr. The total first year costs for the two new code enforcement positions is approximately \$111,000. Yearly costs thereafter are approximately \$87,000, not including inflation.

Staff recommends deleting this Implementation Strategy in the final plan.

2. **[Conduct inventories of junkyards and nonconforming uses, then work with the property owners to identify potential relocation sites or appropriate uses on their properties.]** Staff suggests that in addition to the above that an ordinance be proposed which would amortize out certain nonconforming/inappropriate uses. This project may be supported by the Orchard Mesa Beautification Committee and other interested community groups. If uses do not voluntarily relocate it may be 3 to 7 years and possibly up to 10 years before compliance of certain nonconforming uses through an amortization ordinance is accomplished. Staff recommends that this Implementation Strategy be modified to include the need for an amortization ordinance.

4. **[Develop a mechanism to enforce State noise pollution statutes.]** Local rule 19-4 of the Code of Ordinances for the City would probably be the best enforcement tool for noise control within the City limits. The Police Department is the appropriate entity to enforce this. With regulations for noise already in the Municipal Code, the need to enforce State noise pollution statutes may not be needed. Staff recommends deleting this Implementation Strategy from the final plan.

III. Land Use/Zoning Action Plan

ADDITIONAL FINDINGS

[a] General Implementation Strategies:

[1] Short Term and ongoing

1. [All new development should be required to assess potential impacts on the Colorado and Gunnison River blufflines in terms of geologic hazards, as well as aesthetics and establish appropriate height limitations and setbacks of no less than 50 feet from the edge of the bluffs.] A geotechnical report, which includes a study of potential geologic hazards, is currently a requirement of the City's Zoning and Development Code for subdivisions proposals. The findings of these reports would be applied to any development proposed along the Colorado and Gunnison Rivers to ensure that sufficient setbacks for site specific geologic conditions would be adhered to. Future landslides like what occurred in the Lamplight Subdivision must be avoided. However, a 50 foot setback is arbitrary; further study would be needed to establish appropriate height limitations and setbacks for aesthetic reasons, and could be accomplished by City Staff as a Mid Term Strategy depending on the prioritization of all City staff work. Staff recommends rewording this Implementation Strategy by removing the 50 foot setback requirement, stating that additional planning is required to study appropriate height limitations and setbacks; developing and adopting performance standards to enforce future regulations; and moving this Implementation Strategy to the Mid Term.

2. [Develop and adopt incentive programs to encourage infill development such as development impact fees which consider location in determining amount of fee or offer density bonuses.] The issue of Infill development will be looked at City-wide as part of the overall growth plan the City will be doing over the next couple of years. Staff recommends that this Implementation Strategy be changed to read "Develop infill policies that would apply to Orchard Mesa".

3. [All future City and County Land Use Plans which affect Orchard Mesa should consider height limitations and view corridors.] The issue of view corridors has been previously discussed. As noted in a previous comment, the City does not currently have a legal

mechanism to protect view corridors. Staff recommends deleting this strategy from the final plan.

[c] Environmental Resources Implementation Strategies:

FINDINGS SECTION:

Item 1 under Goals and Objectives calls for the identification of the natural or wild environment, yet no strategy is given for how that should be accomplished or by whom.

[1] Short Term and ongoing

1. [The City and County should adopt performance standards within their development and zoning codes for new development which protect the natural environment (wetlands, drainages, wildlife habitat) open space and avoid geologic hazard areas.] This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

2. [The City and County should establish a conservation/open space zoning district and apply it to the floodplains of the Colorado and Gunnison Rivers adjacent to Orchard Mesa and other critical areas.] This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

3. [The City and County should require all structures in new subdivisions to be setback a minimum of 50 feet from the edge of all drainages.] The setback requirement of 50' minimum from drainages seems to require more definition as to it's purpose. If easements are in place, then what does a 50' setback accomplish? Staff recommends that this be accomplished by establishing appropriate buffers between building envelopes and drainage ways for every new development and enforcing it by dedicating drainage easements. Staff recommends that this Implementation Strategy be included in the final plan with a condition that requires the 50 foot setback be dedicated by easement.

[d] Mineral Resources Implementation Strategies:

ADDITIONAL FINDINGS:

Items 1 and 4 of the Short Term and Ongoing Implementation Strategies fail to identify who should do it.

[There are no Implementation Strategies that effect the City under Mineral Resources]

[e] Zoning Implementation Strategies:

[1] Short Term and ongoing

1. [The City should rezone some residential areas to better reflect current land use trends as identified on the Future Land Use Map. Those areas currently zoned Residential Multifamily - 16 units per acre (RMF-16) should be rezoned to allow a maximum of eight dwelling units per gross acre.] This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

2. [The City should create a duplex residential zone and apply it to the area shown as a maximum of eight dwelling units per gross acre on the Future Land Use Map.] The city is currently proposing as part of the request to update the Zoning and Development Code through a re-write, that a new zoning designation be created which allows single family and duplex housing types. The new zone designation may apply to some areas of Orchard Mesa. Rezoning to a duplex zone would only be initiated in areas where appropriate. This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

4. [Establish and adopt an overlay zone with design guidelines and performance standards for the Highway 50 corridor to ensure new commercial/business development is compatible with residential and other adjacent uses (SEE COMMUNITY IMAGE/CHARACTER ACTION PLAN.)]

6. [The City and County should rezone to HO and HS all those areas identified on the Future Land Use map as Highway Commercial.] According to the Future Land Use map there is only a small area North of Unawep Avenue and East of Highway 50 that needs to be rezoned to Highway Oriented (H.O.). This effort would need to be added to the overall work program of the current City staff and

prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

7. [Rezoning on Orchard Mesa should be allowed only in accordance with the Future Land Use Map in this document.] Staff has concerns that there may be a need for various locations that would be appropriate for higher densities such as apartment or condominium complexes. As the City grows there will be a need for additional apartment and other forms of multi-family housing throughout the valley; Orchard Mesa is no exception. The overall density of 8 units per acre may be appropriate for the areas as shown of the future land use map. However, it should be understood that there may be a need for, and an appropriate location for, higher densities at specific locations while maintaining the overall density of 8 units per acre for that area as a whole. It should also be noted that there are existing multi-family developments such as Southgate Commons which exceed 8 units per acre densities and would not be made nonconforming with this master plan. Staff recommends that this Implementation Strategy be included in the final plan but be modified to include a statement that the Future Land Use map only depicts overall densities and that it is intended to accommodate multi-family development exceeding 8 dwelling units per acre where appropriate. The Implementation Strategy should point out that at some locations, densities greater than 8 units per acre may be appropriate and warranted on a site specific basis. Any rezoning to a density greater than 8 units per acre shall occur through a Planned Residential Development zone only. The petitioner shall be required to demonstrate that there are adequate public facilities to and adjacent to the site including but not limited to open space; and that the design of the development is done in such a way that adverse impacts to adjacent development is mitigated.

11. [No additional areas on Orchard Mesa should be zoned Industrial.] There are currently no areas within the City limits of Orchard Mesa that are zoned Industrial. Staff recommends including this Implementation Strategy in the final plan.

12. [All future use of planned development zoning should meet the purpose and intent of both Colorado statutory and local zoning codes for Planned Unit Developments.] Staff agrees. Staff recommends including this Implementation Strategy in the final plan.

IV. Parks, Recreation and Open Space Action Plan

Additional Findings

The Orchard Mesa Plan for parks and recreation follows those items outlined in the Parks, Recreation, and Open Space Master Plan. The timeframes for the implementation strategy years shown were developed following interviews with members of the Riverfront Commission, the Bureau of Land Management, School District 51, Mesa County and the City of Grand Junction Parks and Recreation Department. It should be noted that while all of these entities were involved in the process, it seems to be implied that the City has the sole responsibility for development. This is not the case, all governmental entities should be involved in the planning and funding of valley wide facilities.

Involvement by the City is dependent upon a number of things such as: the development area must be within the corporate city limits, the need for the project must be well justified and prioritized into the City's ten year capital improvement plan. Identification in the Master Plan does not insure inclusion into the ten year CIP program.

Staff recommends that these additional findings be included in the final plan within the Findings Section for Parks, Recreation and Open Space Action Plan.

Implementation Strategies:

[1] Short Term and ongoing

1. **[Implement the actions recommended in the Grand Junction Parks, Recreation, and Open Space Master Plan:**

A. **Construct pedestrian/sidewalk/trail improvements which:**

- 1) **Connect community center to rivers**
- 2) **Connect schools/park along Unawep (designate as pedestrian street), and**
- 3) **Connect 29 Road to Hwy 50 (golf/school/river) We are working toward the implementation of the Multi-Modal Transportation Plan which includes the completion of a river connection from Orchard Mesa to the planned Colorado State Park at the tailings site. This is also a project being coordinated with the River Front Commission.**

B. **Develop the Orchard Mesa Sports Complex at the middle school and connect to the River Park System. Work for the funding of the Orchard Mesa Sports Complex is being coordinated by a group of Orchard Mesa Middle School parents. While the project is not a City project the City did fund \$20,000 of the basketball -**

volleyball facility and the Parks Improvement Advisory Board (PIAB), which the City is a member of, has pledged \$5,000 toward the project.

- C. The City should acquire the Lions Club Park and Veterans Park (the picnic area) at Intermountain Events Center from the County and develop a community park program.] This area is outside of the City limits. The acquisition of the Lions Club/Veterans Park has been discussed among several members of the City Council and the Mesa County Commissioners. Annexation of the area will be a requirement.

Staff recommends including these Implementation Strategies in the final plan.

2. Support the implementation of the recreational element of the proposed Mesa County Solid Waste Management Plan including a trail system along the Gunnison River from the IVMP to Whitewater. This is being done in conjunction with the BLM and Mesa County. The current level of City involvement might be the use of the OM Burkey Park site as a trail head parking site. Staff recommends including this Implementation Strategy in the final plan.

[2] Mid Term

1. [The City Parks Department and the Riverfront Commission should acquire land for a Confluence Point Park on the west side of the Fifth Street Hill.] This site is identified in the Parks and Open Space Master Plan. Acquisition and development of this site is being pursued by the River Front Commission. If acquisition and /or development is left to the City then the site will have to be prioritized into the city-wide acquisition needs which will move it beyond a mid term strategy. The size of park has not been identified. Further planning and design would be required to determine the actual size of the site needed. Depending upon the actual number of acres/parcel acquired and which parcels that would be included, cost could approach \$960,000 for acquisition costs only, not counting additional costs for design, land clearance and park development. Staff recommends that this Implementation Strategy be included in the final plan but moved to the Long Term section.

2. [Complete a pedestrian/bicycle trail along the Orchard Mesa Canal No. 1 which is also identified in the

Mesa County/Grand Junction Metropolitan Planning Organization's *Multi-Modal Transportation Plan, 1993* with the consent of affected property owners.] We are working on canal trails as part of the multi-modal plan. This will be prioritized with city-wide trail needs. Staff recommends that this Implementation Strategy be included in the final plan.

3. [Support the establishment of the "Colorado/Gunnison Open Space and Recreation Corridor" by the City of Grand Junction Department of Parks and Recreation (per *City Parks Plan, 1992*) and develop trail and passive park along Gunnison River to Whitewater as identified in the *Mesa County Solid Waste Management Plan, 1994*.] We support open space and trails throughout the valley. At this point the development of a Gunnison River Corridor is beyond a mid term time frame. Staff recommends that this Implementation Strategy be included in the final plan but moved to the Long Term section.

4. [The City and County should establish a conservation/open space zoning district and apply it to properties identified in an open space master plan for the Colorado and Gunnison Rivers adjacent to Orchard Mesa.] This would require the City to establish an Open Space Zone designation and apply it to City owned lands and other appropriate lands that are being used as open space. This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

5. [Develop Burkey/Orchard Mesa neighborhood park and connect to Gunnison River system.] Development will occur after annexation and as the need can be justified. The development of a trail is being pursued by the BLM. Staff recommends including this Implementation Strategy in the final plan.

6. [Connect Veterans Memorial Park to Gunnison and Colorado River systems along 27 1/2 Road via a pedestrian/bicycle trail.] This may become a part of the valley wide trail development effort. Unless it is annexed it will not be done by the City. Staff recommends including this Implementation Strategy in the final plan.

7. [Redevelop Black Bridge Park with a pedestrian bridge over the Gunnison River.] This was a County site that has been returned to the original property owner. Development of this site is not anticipated by the City.

Staff recommends modifying this Implementation Strategy in the final plan to reflect the appropriate entity responsible for implementation not be the City.

8. [The City should develop a neighborhood park at the north west corner of B 1/2 and 28 1/2 Roads (Village Nine).] This site is outside of the City limits and was not identified in the Parks And Open Space Master Plan as a park site. Acquisition and development may occur after annexation and as the need can be justified. Staff recommends deleting this Implementation Strategy in the final plan.

[3] Long Term

1. [The City Parks Department and the Riverfront Commission should develop a Confluence Point Park on the Fifth Street Hill.] This site is identified in the Parks and Open Space Master Plan. Acquisition and development of this site is being pursued by the River Front Commission. If acquisition and /or development is left to the City then the site will have to be prioritized into the city-wide acquisition needs which will move it beyond a mid term strategy. The size of park has not been identified. Further planning and design would be required to determine the actual size of the site needed. Depending upon the actual number of acres/parcel acquired and which parcels that would be included, cost could approach \$960,000 for acquisition costs only, not counting additional cost for design, land clearance and park development. Staff recommends that this Implementation Strategy be included in the final plan.

V. Transportation Action Plan

Implementation Strategies:

[1] Short Term and ongoing

1. [Through their annual capital improvements plans, the City and County should inventory and prioritize needed capital improvements on Orchard Mesa.] The city continues to prioritize the capital needs of Orchard Mesa and then compare them against the needs of the entire city. The 10 year capital plan includes the future Public Works projects for Orchard Mesa:

UnawEEP; Hwy 50 to City limits	1995-97	\$2,615,000
Columbus School Signal	1996	\$ 26,158
B.5 Rd.; Hwy 50 to 28 Rd	*	\$1,310,000
27 Rd; UnawEEP to Hwy	2001	\$ 625,000
Contract Street Maintenance (i.e. overlays & reconstruction)	Yearly	Cost Varies

* Year unassigned

2. [Construct a pedestrian/bicycle bridge across the Colorado River connecting to the Colorado River Trail system.] The Colorado River Bridge that connects Orchard Mesa to the State Park was requested as a 1996 grant request at \$300,000. The City will be responsible for a 10% matching grant of \$30,000.00.

[2] Mid Term

1. [Implement the Grand Junction/Mesa County Metropolitan Planning Organization's Road Needs Study, and Multi-Modal Transportation Plan:

- a. upgrade Orchard Mesa urban roads to urban standards (especially UnawEEP Ave. and B 1/2 Road). (a) UnawEEP and B.5 Road are in the city's 10-year plan as noted previously.
- b. construct a pedestrian/bicycle/emergency vehicle bridge across the Gunnison River at or near the old Black Bridge site, The city continues to implement the recommendations of the Road Needs Study (CRSS) and the Multi-modal Transportation Plan.] (b) The construction of a foot bridge across the Gunnison River at the old Black Bridge site is outside city limits. The county has estimated this project at approximately \$300,000.

[3] Long Term

1. [Pending further studies regarding location, construct an additional bridge across the Colorado River.] An additional Colorado River Crossing has typically been referred to as the 29 Road Corridor Project. This project has been a recommendation of the CRSS study and is part of the draft 2015 Transportation Plan. The estimated cost of the project from D Road, across the Colorado River and south to Hwy 50 has been estimated at \$6,000,000, plus ROW.

VI. Housing Action Plan

ADDITIONAL FINDINGS

1. Regarding item 2 in the Goals and Objectives Section and item 2 in the Short Term and Ongoing Implementation Strategies Section, the City has no mechanism in place to require the removal of the non-federally approved mobile homes. These will gradually be removed by obsolescence by the owners themselves or by action of the City if they are a "danger" under the Uniform Building Code. Options available to the City should it wish to actively phase out non-federally approved mobile homes include the following: 1) Amortization by ordinance (would work in theory however may result in legal challenges); 2) More stringent enforcement of non-conforming ordinance, i.e. if moved then non-conforming; 3) City financial program.

2. As worded, implementation of Goal/Objective #3 is not practical. There are at least three ways to interpret this:

Interpretation A:

City/County/Housing Authority assume responsibility for building new housing units, primarily for homeowners (see Issues #2), at all income levels.

Implications:

1. Local Government is not typically in the land development business. Taxpayers and developers would object.

2. Demand for housing is high throughout the Valley. No area has been, or can be given such assurances.

3. Funding levels required to accomplish this goal are unknown.

Interpretation B:

City/County/Housing Authority should encourage private developers to consider construction of a variety of housing types on Orchard Mesa.

Implications:

1. Could be internally inconsistent with Community Image/Character goals to maintain a rural atmosphere on O.M.

2. Market conditions typically dictate development decisions, unless government intervention/incentives are offered to steer development to specific areas.

3. Such incentives might take the form of fee waivers or infrastructure improvements, the cost of which is unknowable at this time.

Interpretation C:

If City/County/Housing Authority initiates programs to encourage and support homeowners among low & moderate income households, they should try to include OM in the program. If such a program includes construction of new units, these entities should try to build some in the OM areas with high concentrations of renter households.

Implications:

1. Implementation is contingent upon initiating such a program.
2. Initiating such a program would be contingent on receiving grant funding, which usually requires 20-30% local matching funds.

Interpretation C requires the least level of new commitment at this time, but may require sizeable local financial contribution to implement. Interpretation B may be an option, depending on the form and cost of such encouragement.

Example of cost estimate for Homeownership Assistance Program:
Assume: Program goal is 20 low income families placed in homeownership via Silent Second Mortgage Program.

"Silent" second mortgage allows deferred payment of the second mortgage, making the first mortgage payment affordable to a low-income family. The silent second mortgage may require payments after a specified number of years, or may become due only on death of the borrower, or sale/refinance of the property.

Calculation:

	20 Homes @
\$ 15,000	Silent Second Mortgage, each
\$ 300,000	Cost of Silent Second Mortgages
+ 10%	Administration costs
\$ 330,000	Tot. Est. cost - Silent Second Mortgage Program
x 25%	Local Match Level Required
\$ 82,500	Amount of Local Matching Funds Necessary

Implementations Strategies:

[1] Short Term and ongoing

1. **[Adopt common, performance standards for mobile home parks for the City and County.]** This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.
2. **[Adopt regulations which phase out all mobile homes which do not meet federal standards and not allow them to replace existing non-federally approved structures.]** This effort would need to be added to the overall work program of the current City staff and prioritized along with all other staff work. Staff recommends including this Implementation Strategy in the final plan.

3. [The Grand Junction Housing Authority should continue its public relations/education program on housing assistance programs with the assistance of the City Community Development Department and Mesa County Housing Authority in cooperation with "The Energy Office", and Mesa County Social Services.] The current demand exceeds available housing assistance resources by over 100%. Further advertising is not necessary. Community Development Department does not need to become involved. Mesa County Housing Authority has no staff or programs. No significant impact. Staff recommends amending this Implementation Strategy in the final plan to exclude the City Community Development Department and the Mesa County Housing Authority.
4. [The City and County should provide technical assistance to neighborhood groups on methods to ensure minimum levels of upkeep on abandoned and neglected houses (model covenants, assistance with grant applications, e.g. CDBG, volunteer house painting, Community Alternative Sentencing Program, and other community programs/efforts).] The specific departments and divisions responsible for these various tasks would need to be identified. Staff recommends including this Implementation Strategy in the final plan.
5. [The Housing Authority should continue working with lending institutions and other community organizations to establish low interest rate programs and other incentives to make home ownership available to a wide range of income levels.] Suggest changing last phrase to "... to make home ownership options available to low and moderate income households." Lending institutions have such programs in place. Perhaps additional outreach could be done. Any new programs with lower interest rates, downpayment assistance or silent second mortgages would require state and/or federal grant funding, which requires 20% to 30% local match. The size of such a new program would determine the local fiscal impact. Such a program should be at least \$200,000 to justify the administration, and so would require a \$50,000 local match. Staff recommends including this Implementation Strategy in the final plan with the above modification of changing last phrase to "... to make home ownership options available to low and moderate income households."

VII. Historic Preservation Action Plan

Implementation Strategies:

[Short Term and ongoing]

1. [The City of Grand Junction Community Development Department and Mesa County Planning office should develop and make available an up-to-date, comprehensive inventory of historic structures and places (reconnaissance survey) in cooperation with the Museum of Western Colorado and the Mesa County Historical Society.] A reconnaissance level survey of West Orchard Mesa (within City limits) would probably cost about \$5,000. If the City had a reasonable cash or in-kind match, funds would probably be available from the State Historical Fund. It is anticipated that this will be included in the grant application for the September 1, 1994 round of grants. Staff recommends including this Implementation Strategy in the final plan.

3. [The City of Grand Junction Community Development Department and Mesa County Planning office should provide technical assistance to parties interested in historic designation/preservation/interpretation.] The City Community Development Department, in conjunction with the Mesa County Historical Society Historic Sites Committee, already provides technical assistance to persons interested in historic designation/preservation. Implementation of this plan would not significantly impact this current situation. Staff recommends including this Implementation Strategy in the final plan.

4. [Coordinate the Riverfront Commission's efforts related to the Old Spanish Trail and the old Salt Lake Wagon Trail across Orchard Mesa with the BLM, State Division of Parks and Recreation, City of Grand Junction, Museum of Western Colorado, and Mesa County.] City staff would play a minor role in the Riverfront Commission's coordination effort. Staff recommends including this Implementation Strategy in the final plan.

Mid Term

1. [In Cooperation with the Museum of Western Colorado, the City of Grand Junction Community Development Department and Mesa County Planning office should complete an intensive level survey of potentially eligible properties for designation as an historic place/structure/district.] An intensive survey of the West Orchard Mesa area (within City limits) was included in the 1993 application to the State Historical Fund. For the purposes of that request, it was assumed that approximately 100 buildings would be inventoried. This level of a survey would cost between \$5,000 and \$7,000 (\$50 to \$70 per structure). Staff recommends including this Implementation Strategy in the final plan.

VIII. Annexation Action Plan

Implementation Strategies:

[1] Short Term and ongoing

1. [The City should act only on petitions for annexation and conduct neighborhood meetings that explain the annexation process and pros and cons of annexation to property owners.] Item 2 in the Goals and Objectives Section and item 1 in the Short Term and Ongoing Implementation Section are not realistic in the expectation that all annexations can occur with the approval of all property owners. State annexation statutes recognize this reality and allow Cities to, under prescribed circumstances, annex properties without the approval of the property owner. Without this ability on the part of the City, certain property owners could make it impossible for other property owners to annex, even though they want to. The City of Grand Junction makes every effort to fully inform property owners about the impacts of annexation, and prefers to annex lands where all the property owners are in favor of annexation--however, this is not always possible. Staff recommends that this strategy be deleted from the final plan.

2. [No new commitments associated with annexations should be made until the City has fulfilled commitments to areas previously annexed to the City limits.] City staff is not aware of any commitments that have not been fulfilled. Staff recommends that this strategy be deleted from the final plan.

file: strategy.4

OVERVIEW OF FISCAL IMPACTS OF IMPLEMENTATION
ORCHARD MESA MASTER PLAN

[1] Short Term and Ongoing (1994-1996)

Upgrade program for water lines - The upgrades budgeted for Orchard Mesa for 1994 are \$175,743.00.

A plan to deal with abandoned and vacant buildings; landscaping; design guidelines; outdoor storage and display standards -

Estimated Staff Cost: \$ COST UNKNOWN
Cost will vary depending upon the scope of work.

Increasing the number of street lights along Hwy 50 -
To install additional lighting so as to provide the maximum lighting visibility would be:

Estimated Cost: \$80,000

Adopt-a-highway program on Orchard Mesa -

Estimated Cost per mile \$ 300/mile/year

Capital improvements plans on Orchard Mesa -

Unawep; Hwy 50 to City limits	1995-97	\$2,615,000
Columbus School Signal	1996	\$ 26,158
B.5 Rd.; Hwy 50 to 28 Rd	*	\$1,310,000
27 Rd; Unawep to Hwy	2001	\$ 625,000
Contract Street Maintenance (i.e. overlays & reconstruction)	Yearly	Cost Varies

* Year unassigned

Pedestrian/bicycle bridge across the Colorado River - The City will be responsible for a 10% matching grant of \$30,000.00.

Comprehensive inventory of historic structures and places (reconnaissance survey) - The City may be responsible for a cash or in-kind match of 20% or \$1,000.00.

Intensive level survey of potentially eligible properties for designation as an historic place/structure/district - The City may be responsible for a cash or in-kind match of 20% or \$1,400.00.

Housing Authority low interest rate programs - Such a program should be at least \$200,000 to justify the administration, and thus would require a \$50,000 local match.

Geographical Information System (GIS) -
 Total costs for the study area are summarized:

<u>Orchard Mesa</u>	<u>Area (Sq.Mi.)</u>	<u>Cost</u>	<u>Budgeted</u>
(A) Existing City Limits	2	\$ 30,000	yes
(B) Unincorporated Area	12	\$ 60,000	yes
(C) Future Annexations	12	\$150,000	no

- (A) Above will be undertaken under the city's current GIS budget.
- (B) Above will be undertaken under the city's current GIS budget.
- (C) Above will be undertaken as annexation occurs, the time table is not known.

[2] Mid Term (1997-1999)

Comprehensive drainage plan for Orchard Mesa - The City has budgeted \$25,000 for 1994 for a City drainage plan addressing specific problem areas and Orchard Mesa may or may not be included in the initial project. Additional costs to complete the entire area are unknown.

Proactive code enforcement - For maximum proactive code enforcement two additional code enforcement officers would be necessary. For the first year, estimated personnel costs, for the two new code enforcement positions is approximately \$111,000. Yearly costs thereafter are approximately \$87,000, not including inflation.

Acquire land for a Confluence Point Park on the west side of the Fifth Street Hill - Acquisition and development of this site is being pursued by the River Front Commission. If acquisition and /or development is left to the City then the site will have to be prioritized into the city-wide acquisition program which will move it beyond a mid term strategy. Potential acquisition cost up to \$960,000 depending upon the number of acres/parcels acquired and which parcels are acquired.

[3] Long Term (2000-2005)

The City Parks Department and the Riverfront Commission should develop a Confluence Point Park on the Fifth Street Hill. - This site is identified in the Parks and Open Space Master Plan. Acquisition and development of this site is being pursued by the River Front Commission. If acquisition and /or development is left to the City then the site will have to be prioritized into the city-wide acquisition needs. The size of park has not been identified. Further planning and design would be required to determine the actual size of the site needed. Depending upon the actual number of acres/parcel acquired, design and construction costs will vary.

JOINT CITY/COUNTY PLANNING COMMISSION AGENDA

JUNE 2, 1994 at 7:00 p.m.

AT INTERMOUNTAIN VETERANS MEMORIAL PARK
(The Fairgrounds)
C - Building

1. # 96-94 Public Hearing to receive public testimony on the Orchard Mesa Neighborhood Master Plan.

LOCATION: Orchard Mesa from the Gunnison River to 33 Road & from the Colorado River to and including the Mesa County Landfill.

APPLICANTS: Orchard Mesa Citizens Review Committee

WE NEED ALL OF YOU TO BE THERE AT THE JUNE 2ND PUBLIC HEARING. WE ARE PLANNING A JOINT CITY/COUNTY PLANNING COMMISSION MEETING FOR JUNE 30TH TO CONTINUE THIS PLANNING PROCESS FOR THE ORCHARD MESA PLAN TO ALLOW BOTH PLANNING COMMISSIONS OPPORTUNITY TO FURTHER DISCUSS THE ISSUES OF THE PLAN ITSELF AND COME TO CONSENSUS AMONG YOURSELVES. ACTUAL ADOPTION OF THE PLAN WILL OCCUR AT THE FIRST REGULAR MONTHLY CITY PLANNING COMMISSION MEETING FOLLOWING COMPLETION OF THE FINAL DRAFT.

FOLLOWING PLANNING COMMISSION'S ADOPTION, THE PLAN WILL GO TO CITY COUNCIL FOR THEIR ADOPTION.

RECEIVED GRAND JUNCTION
PLANNING DEPARTMENT

JUN 14 1994

June 12, 1994

Mesa County Planning Commission
750 Main Street
Grand Junction, CO 81502-5047

RE: Orchard Mesa Plan

Dear Planning Commissioners:

We are writing to express our support for the provisions in the draft Orchard Mesa Plan that would restrict gravel mining operations in developed areas to limited impact mines. This restriction should apply to all irrigated portions of Orchard Mesa. Those portions of Orchard Mesa have already been developed for agricultural and residential uses.

Large scale gravel mining operations are incompatible with agricultural and residential land uses. Everyone of us signing this letter knows because we live next to a large gravel mining operation. The impacts from these large scale mining operations have overwhelmed the character of our neighborhoods, significantly effected our lives, and substantially reduced our real estate values. Yet the Mesa County Mineral Extraction Policy states that gravel mining must be compatible with surrounding land uses. We got a rotten deal!

The Orchard Mesa Plan should tell the gravel developers up front that only limited impact mines are acceptable in developed areas. If they want larger impact operations then they need to mine the gravel deposits on Orchard Mesa outside of developed areas. They cannot argue that limited impact mines are infeasible on Orchard Mesa because the existing large mines started as limited impact operations.

The comment, dated May 25, 1994, from a Mesa County Planning Department staff person to the Orchard Mesa Plan that "individual (gravel mining) proposals should be judged on their own merits during the Conditional Use Permit process to determine what limitations should be placed on operations and trucking routes" ignores that Planning staff recommendations were disregarded for the 31 and 32 road gravel pits. This comment is unjustifiable and irresponsible to those of us who brought our issues and concerns to the County Conditional Use Permit Process for these gravel pit projects and left feeling betrayed by the County. Let

the Conditional Use Permit Process determine the specific conditions to be placed on each limited impact gravel mine proposed for developed areas on Orchard Mesa.

Sincerely;

Teresa Wilcox
3160 C ROAD
Debra Wilcox
3160 C Rd.

William R. Elmblad
307 31³/₄ Rd
Julia J. Crist 3236 C Rd H/C
Donald R. Crist 3236 C Rd G/C
Paula J. Riley 3242 C Rd.
Linda Riley 3242 C Rd.
Leona Patterson 3143 C Rd. H.
Elton E. Patterson 3142 Rd. G.
Sherry Patterson 3133 C Rd. G.T.
Randy Patterson 3133 C Rd. G.T.
Betty Berg 327 31³/₄ Rd. H.
Willis Berg 327 31³/₄ Rd. H.
Liana Basham 303-31³/₄ Rd. G. J.
Jenny T. Busham 303-31³/₄ Rd. G. J.
Carey A. Blount 339 32¹/₂ Rd. Palisade
Don R. Friar 260 31 RD G.J.
Carlene Friar -260-31-Rd. G.J.
Kathleen W. Elmblad 307 31³/₄ Rd. G.J.

cc: Mesa County Planning Department
Orchard Mesa Citizens Review Committee

ADDITIONAL STAFF REVIEW

FILE: # 96-94

DATE: June 30, 1994

STAFF: David Thornton

EXECUTIVE SUMMARY: Staff requests that Planning Commission consider both the Orchard Mesa Neighborhood Plan as submitted by the Citizens Review Committee and the Staff's analysis and comments pertaining to that plan, and then consider public testimony to be received at the joint City/County public hearing scheduled for June 2nd, 1994. It is the Planning Commission's charge to adopt the final plan for Orchard Mesa which then will be submitted for adoption by the City Council as an element of the City's Comprehensive Plan.

LOCATION: Orchard Mesa from the Gunnison River to 33 Road & from the Colorado River to and including the Mesa County Landfill.

APPLICANTS: City of Grand Junction

Mesa County Long Range Planning

Representatives: Dave Thornton, City of Grand Junction

Keith Fife, Mesa County

STAFF ANALYSIS: After meeting with members of the Citizens Review Committee since the June 2nd Public Hearing I have the following additional recommendations to make:

1. City staff report page 2: It was never staff's intention to include any fiscal findings in the final draft of the OM Neighborhood Plan. Fiscal impacts were presented for background and discussion purposes and are to be made a part of the official record that they were indeed considered. Therefore, in the City staff report (see page 2), where it recommends that additional findings in the "General Services Action Plan" should be included, this should be amended to say that the following should be added to the findings:

A Geographical Information System (GIS) is a land information data base that utilizes a common set of base maps linked by a coordinate network. Through individual computers, city, county and special district personnel will access such information as parcel ownership, socio-economic data, utility ownership and location, transportation data, land use and so on. This information will allow governmental agencies to share and combine data and allow them to perform their responsibilities more efficiently and effectively by simple manipulation of the GIS system.

MEMORANDUM

TO: City Council
 Mark Achen
 Dave Varley
 Dan Wilson
 John Shaver
 Jim Shanks
 Mike Thompson
 Don Hobbs
 Darold Sloan
 Larry Timm

FR: Dave Thornton

RE: Joint City and County Orchard Mesa Neighborhood Master Plan

1 July 1994

Enclosed, is the following for your review and comment:

-- copy of the Orchard Mesa Citizens Review Committee's response to the City and County staff's comments regarding the Orchard Mesa Neighborhood plan.

Last evening the City and County Planning Commissions met jointly to continue the public hearing for the draft Orchard Mesa Neighborhood Plan. The Citizens Review Committee responded with a letter addressing issues and recommendations raised in the City and County staff reports (please see attached letter). The City staff report addressed various issues, concerns, cost estimates, additional background information, and recommendations regarding the various Implementation Strategies identified in the Citizens Review Committee's plan that pertain specifically to the City. I sent each of you a copy of the plan and City and County staff comments with my memo dated May 26th, 1994.

The Citizens Review Committee has now completed their task of presenting their draft neighborhood plan and responding to issues raised. The planning commissions have closed the public hearing portion of the process as it relates to the Citizens Review Committee's proposed draft neighborhood plan. The process will continue, to July 13th at 6 p.m. at the Mesa County Hearing Room, 750 Main, when the planning commissions for the City and County reconvene to continue last night's meeting. On the 13th they will discuss the plan in its entirety, issue by issue and point by point and make specific recommendations for a final draft. Staff will revise the plan, print a new document, and make the revised draft available to the public for comment. The Planning Commissions from both the City and Mesa County will hold another joint public hearing to receive public comment on their proposed final draft. Final Planning Commission action will not occur until after the revised final draft goes back to the public for their review. The final plan as approved by Planning Commission will then be presented to City Council for review and adoption.

Orchard Master Plan Citizen's Review Committee
c/o Vicki Felmlee
178 Glory View Drive
Grand Junction, CO 81503

Chairman, Mesa County Planning Commission
750 Main Street
Grand Junction, CO 81501

Chairman, City of Grand Junction Planning Commission
250 North Fifth Street
Grand Junction, CO 81501

June 30, 1994

To the Planning Commissions:

As you know, the Orchard Mesa Master Plan Citizen's Review Committee (CRC) did not receive City and County staff comments on the Draft Orchard Mesa Master Plan until Memorial Day weekend, too late for us to provide comment during your June 2 joint hearing. Consequently, we requested a continuance of that proceeding so that the public could hear our response, and respond themselves, to staff comments. Below please find our comments on both the City and County reviews. These comments were developed by CRC in three meetings held June 8, 16, and 23. City and County Staff attended these meetings, as did members of the public and at least one member of the Grand Junction City Council. In most cases, we were able to reach compromise language which should be inserted into the Master Plan in place of our original wording and Staff reviewers' proposed wording. Where compromise language is proposed, it is specifically so indicated. Please also note that we have chosen to respond to all comments in a single letter because it is our sincere desire to have only one Orchard Mesa Master Plan, not a "City version" and a "County version." There is only one Orchard Mesa; there should be only a single Plan.

General Comments on City Staff Review

The City Staff comments propose a number of new findings. The findings included in the Draft Plan were based in large measure on facts presented to CRC by various speakers during CRC's information collection process. While we have no strenuous objection to the inclusion of new "findings" in the plan, we wish to point out that labeling this new information as such implies that CRC accepts it as fact. The late inclusion of this information has not allowed it to receive the same public scrutiny as other statements which CRC believes are legitimately labeled as facts. In a number of cases, proposed "findings" are really just the opinions of the reviewers. They should not be given the undeserved credibility which would be imparted by labeling them as "findings."

In some parts of their review, the City has included "implementation" costs and summarized these data in the last section of their comments. CRC believes that these costs are misleading. Most of

the data presented represents ongoing City programs; the costs are already budgeted or included in other planning documents and represent funds that would have been expended with or without adoption of the Orchard Mesa Master Plan. It is therefore very difficult for us to accept these costs as related in any way to implementation of our Plan.

Specific Comments on City Staff Review

GIS, page 2 of City comments. The CRC included a recommendation in the Master Plan that the City and County adopt joint GIS standards that would eliminate duplicate data collection and hopefully save taxpayers money. The City's proposed "finding" is nothing more than an advertisement for the City's own ongoing GIS program, has little to do specifically with Orchard Mesa, and adds nothing to the Plan. The City's budget of \$90,000 for data collection, and proposal for an additional \$150,000 to be spent in areas not within the City Limits, illustrates our point: there is a substantial potential for cost savings if standards can be adopted such that taxpayers are not being double-billed for essentially the same services. We ask that you reject the City's recommended change and support our request for the establishment of joint City-County GIS standards.

Water line standards, top of page 4 of City comments. The city's comment has merit. In the Findings section of General Services, we acknowledged that water providers had all agreed to joint construction standards. We agree with the City's proposed deletion of the action plan item, but would substitute the following: "Water providers should identify and prioritize areas in which water service does not conform to the agreed-to standard, and develop plans to bring services up to the standard as necessary."

Irrigation and drainage, item 1, page 4 of City comments. The County currently requires review of subdivision irrigation plans. That the City does not also do is a deficiency. Irrigation plans are critical in Orchard Mesa, where adjacent residential and agricultural uses must coexist in harmony. We have discussed this point with City staff and have agreed on the following compromise wording: "Require site-specific irrigation and drainage plans for all new developments to be submitted to Orchard Mesa Irrigation District and other agencies."

Solid Waste Management #2, page 6 of City comments. We are glad that City reviewers agree with us. Although littering is certainly not confined to Orchard Mesa, the amount of trash on the highways and public or private vacant land increases almost exponentially near the landfill; it is the landfill's most significant impact on the neighborhood. We feel very strongly that tipping fees are not the proper way to deal with roadway littering and illegal dumping because 1) they penalize law-abiding citizens who *do* use the landfill, and 2) there is little accountability for *how* the tipping fees are used to forestall littering and illegal dumping (there is some public belief that the increased fees are simply pocketed by the landfill operator or the landfill Enterprise Fund). The root cause of the littering problem is that the Mesa County District Attorney simply does not prosecute littering or illegal dumping cases. Violators rightly feel that they will not have to face any consequences as a result of their actions. However, City reviewers have recommended new strategies of mandatory trash collection or expenditure of County General Fund money to deal

with the problem. We do not feel that these are the most appropriate solutions. Enforcement of existing laws through certain prosecution of violators is the most appropriate solution. We do not agree with the inclusion of the City's proposed Implementation Strategy and ask that you reject it.

Law enforcement patrols, item 3, page 7 of City comments. The City recommends deleting our statement about the need for increased police patrols on Orchard Mesa because "Orchard Mesa has considerably low numbers of crimes and accidents." This is a result of work the citizens, City, and County are already doing, not simply a happy accident. No amount of crime, however low, is acceptable. Just during the course of our study, we have noted the beginnings of an increase in drug-related activity and other crimes on Orchard Mesa. Increased patrols will forestall these activities before they reach levels seen in other parts of the City and County. We ask that you reject the City's proposed deletion of references to the need for additional law enforcement.

Fire and Law Enforcement review of new developments, item 5, Page 8 of City comments. We are glad that the City agreed with the need to continue these reviews. However, we feel it is unnecessary to amend the plan to include actual procedures which are published elsewhere.

Community Image and Character, pages 9-12 of City comments. The Beautification Committee has had to terminate its association with the Chamber of Commerce because of problems the association causes with establishment of 501 (c) (3) status for the Committee. We ask that the nomenclature be changed accordingly.

View impacts, item 4, page 11 of City comments. City reviewers have made quite a leap from the language of the Master Plan; they are apparently responding to something very different than what we actually said. The Master Plan language contains no references to view corridors, view easements, or legal authority. Rather, it only requires developers to *state* how their proposals would impact views and to *describe* any design measures that they might have taken to mitigate these impacts. Our proposal is entirely reasonable, relatively simple to implement, and long overdue. Land-use decisions will continue to be made by the respective planning commissions or elected officials, based on the merits of individual development proposals. Our wording simply ensures that views be considered as part of these processes. We see no rational reason to object to, let alone delete, this wording. Formalizing the consideration of views will be a major improvement in the development process that would benefit nearly all areas of the City and County. We feel that the City has read more into our proposal than what is contained in the words on the printed page and ask that you reject their proposed change.

Extended notification, item 5, page 11 of City comments. The City reviewers have once again apparently reviewed something other than what was written in the Plan. There a number of areas in Mesa County, the Colorado River bluff line area of Orchard Mesa being one of them, in which residents' property values can be severely impacted by developments that occur in plain sight but outside the 500 foot notification limit. That means that the notification requirement as it currently exists does not serve its intended purpose. If we have a law on the books that doesn't work, it should be changed. That is the basis for our wording. We did not propose any specifics about how the notification process should be changed—that is for the experts on City and County Staff.

We feel that an implementation strategy is needed to get the respective planning groups going in this direction, and we stand by our request. We have agreed with reviewers on compromise wording for this strategy: "Establish and adopt procedures to better notify property owners on Orchard Mesa of development proposals which will visually impact Orchard Mesa." The City's offer to notify the "Watchdog Committee" of such requests achieves this; so might many other procedures.

Code enforcement, item 1, top of page 14 in City comments. The CRC agrees that both the City and County have reasonable code enforcement programs. In discussions with reviewers, we emphasized our concern that code violations are rarely, if ever, prosecuted. We have agreed with the reviewers on the following compromise language: "The City and County should emphasize proactive code enforcement. Violators should be pursued and, if necessary, prosecuted."

Noise pollution, item 4, bottom of page 14 of City comments. We agree. Neither the City nor the County need any more "mechanisms" to enforce noise pollution ordinances or statutes. What they need is the resolve. However, we do not support deletion of this strategy. We have agreed with City and County to amend it to read: "Enforce State and Local noise pollution statutes and ordinances."

Land use and zoning, item 1, top of page 15 of City comments. We have agreed with reviewers on eliminating the arbitrary 50 foot setback requirement, and crafted the following compromise to the wording of this section wording: insert a period after the word setbacks and delete all words following.

Land use and zoning, item 2, bottom of page 15 of City comments. We agree with the City's proposed change. However, we question the need for special language to limit the scope just to Orchard Mesa, since that is implied by the subject of our Plan.

Land use and zoning, item 2, bottom of page 15 of City comments. The City has responded once again to things that we did not say. The key provision of this strategy is *consideration* of Orchard Mesa in other planning processes that would affect Orchard Mesa, just as we have tried very hard not to unilaterally insert provisions in our Plan which would adversely impact other parts of the Valley. We have agreed with the City on the following compromise wording: "All future City and County Land Use Plans which affect Orchard Mesa should consider height limitations and visual impacts to Orchard Mesa."

Rezoning, item 7, top of page 18 of City comments. The City has quite perceptively picked up on the fact that the Future Land Use map in our Plan would preclude any further multi-family, high-density residential development. That is because the citizens of Orchard Mesa feel that we already have our fair share of these developments and do not want to encourage any more. Whether or not Orchard Mesa has an approved Master Plan, developers will never lose the right to petition for a rezone. However, we do not wish to give them a clear path to do so and feel that including a recommendation for an alternative high-density zoning, no matter how well conceived, would needlessly encourage developers to propose developments that we will no doubt oppose.

Therefore, we object to the wording of the City Staff comments and ask that the planning commissions leave our wording as is.

Parks and Recreation, item 1, middle of page 21 of City comments. We reject the notion of moving acquisition of land for a Confluence Park to the long term. Delays in this acquisition process will all but ensure that the land is no longer available. The acquisition process needs to be started immediately and concluded by the mid term.

Gunnison River Corridor, item 4, page 22 of City comments. We can live with the *conclusion* of this process being in the long term, so long as the process is started soon and is well underway by the mid term.

Neighborhood park, item 8, page 23 of City comments. We recognize that at park in this location was not in the City Parks Master Plan. But it should have been. If the City plans to annex in this direction, it should also be planning to provide for Parks. The B 1/2 - 28 1/2 Road area will be near the center of the population density. We do not agree that land acquisition needs to wait for annexation to occur. The City has not been shy about acquiring land for Parks that may not be within the City Limits the day it is bought. It has, in fact, even developed parks that are not within the City Limits, as it recently did at Redlands Middle School. The City's alleged policy against park expenditures out of the City Limits is applied very selectively, but is apparently more likely to be applied when the locus of the expenditure is on Orchard Mesa. We do recognize that it is not good policy to publish the *exact* location of a proposed land acquisition well ahead of when the acquisition will be made. This will make the process needlessly expensive. But there are a number of available parcels in the *vicinity* of 28 1/2 and B 1/2 Roads. We propose the following amendment to the wording: "The City should develop an neighborhood park in the vicinity of 28 1/2 and B 1/2 Roads."

Third river crossing, item 1, bottom of page 24 of City comments. While the third river crossing may be commonly referred to by local government agencies as the "29 Road Corridor Project," CRC and many local residents do not necessarily agree that 29 Road is the proper location for such a project. We have deliberately refrained from referring to a third river crossing by any name that implies an exact location. We feel that given the recommendations in the Master Plan, build-out population density patterns on Orchard Mesa will make a further west location much more appropriate. In addition, the 2015 transportation plan has not been adopted, and \$6,000,000 may be too low a cost estimate for the project by as much as a factor of 4 or 5.

Housing, item 5, bottom of page 27 of City comments. One of Orchard Mesa's primary image problems is the unfair, untrue, and insulting perception that it is *the* place where one puts low-income housing. We have scrupulously avoided any terminology that would perpetuate this idea. Our recommendation, as written, referred to "a wide range of income levels." That is exactly what we wanted it to say. We ask you to reject the proposed wording change.

Annexation, item 1, page 30 of City comments. Our recommendation was poorly worded, prompting the City's misinterpretation of what we were saying. It was never our intent to imply

that unanimous consent of the landowners should be necessary for annexation. Our intent was to demonstrate the citizens' opposition to unilateral annexation actions by the City. We have clarified our intent to City staff and arrived at the following compromise wording: "The City should annex only with the consent of the majority of property owners in the affected area."

Annexation, item 2, bottom of page 30 of City comments. There appears to be a difference of opinion between the City and its residents over whether there are any unfulfilled commitments in annexed areas. Rather than delete the wording, the City may want to take heed of what may be a credibility problem it has with its residents. Furthermore, if there are indeed no unfulfilled commitments, why would the City feel the need to do anything but agree with the wording?

Comments on County Staff Review

Irrigation/Drainage, item 2, page 2 of County comments. Drainage planning needs to start earlier than the 2000-2005 time frame. This item is critical enough that it should be moved to the mid-term time frame.

Solid Waste Management, item 1, bottom of page 2 of County comments. The position on out-of-County trash outlined in the Master plan is identical with published County policy. We see no need to change it at this time. The Supreme Court cases cited in County review refer to the right to regulate *interstate* commerce. Since the most likely source of out-of-County trash will probably be from neighboring Colorado counties, it is not clear that these decisions will apply. Furthermore (no matter what Mr. Baird says), it would be the role of elected County officials or the courts, not a land-use master plan, to overturn or amend the published County policy. Should the County begin the public process to amend this policy, the citizens of Orchard Mesa will undoubtedly speak out overwhelmingly in opposition to the change. But for now, the Master Plan takes the correct position and should not be changed.

Code enforcement, item 2, page 3 of County comments. The County does indeed have a noise ordinance. It was recently adopted as part of an anti-crime package. While the State statutes provide civil abatement mechanisms for noise, permissible levels are tied to land use and are therefore zoning issues. Given this, it would seem that enforcement of the State noise statutes is well within the purview of the County code enforcement organization, which routinely uses civil means to abate other nuisances. CRC members have discussed this with the County code enforcement officer, and she agrees that she should legitimately be called in when the State noise statutes are violated.

Mineral extraction, item 1, bottom of page 23 of County comments. Gravel extraction has consumed more time than any other issue during our process. Even though we have spent much time on the issue, the language we currently have in the Master Plan serves no one. Restricting gravel operations arbitrarily to "Limited Impact 110" scale would needlessly impact gravel operators. Separating mineral extraction from the Conditional Use Permit process would impact the public's right to be heard prior to and annually during the operation of a gravel pit. We agree

that a change is necessary here. We are happy to offer the following compromise wording that has been discussed and agreed to internally within our group and with County Staff: "Gravel mining operations should continue to be regulated on a case-by-case basis using the Conditional Use Permit process. However, in developed areas, limited impact mining operations (in terms of surface disturbances, tonnages mined, and daily vehicle traffic) will be encouraged and should be given preference over higher impact operations."

Transportation, item 4, page 4 of County comments. As discussed in our response to City comments, the CRC finds that 29 Road is not the proper location for a third river crossing. Furthermore, the 2015 Transportation Plan is far from final and no right-of-way acquisition should begin based solely on its draft recommendations. If this Master Plan is adopted, build-out population density patterns will decrease substantially from west to east and the bulk of the population will not be well-served by a bridge at 29 Road. The County should continue site selection studies in light of the recommendations of the Orchard Mesa Master Plan, and develop an alternate location for a bridge further to the west. We ask that the Master Plan reference only additional river crossings and remain free of references to a "29 Road" Bridge.

We appreciate the time your organizations have given to this project, and thank you again for granting the continuance that allowed us and the Public to comment on Staff reviews. We will be available this evening and again during your adoption hearings to answer any questions you may have about our comments.

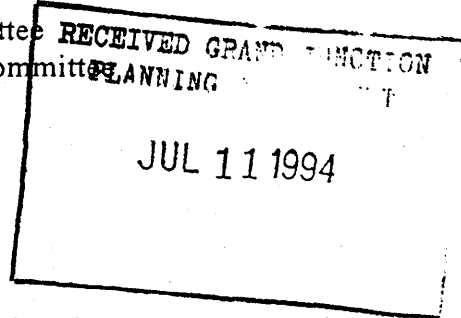
Very truly yours,



Phil LaLena, Vice Chair
for the Orchard Mesa Master Plan
Citizen's Review Committee.

To: Neil Bradford, Chairman, Mesa County Planning Commission
John Elmer, Chairman, Grand Junction Planning Commission

From: Vicki Felmlee, Chairman, Orchard Mesa Citizens Review Committee
Phil LaLena, Vice-chairman, Orchard Mesa Citizens Review Committee



Date: July 6, 1994

Gentlemen:

We recently received a copy of a letter from Jim and Cleo Rooks concerning the draft Orchard Mesa plan and its committee, which they served on. There were several issues we felt needed clarification, and a few inaccuracies which we would like to address.

On at least two occasions, I invited committee members to write or present a minority view on ANY portion of the plan. No committee member did so. As chairman, I also asked Mr. Alan Parkerson to solicit comments from some of the larger landowners on Orchard Mesa to ask them "what they would like the future of Orchard Mesa to be." I asked the landowners to discuss worst-case and best-case scenarios. I asked him to do this because, even though there was what some might call a disproportionate representation of Central Orchard Mesa residents who own large tracts of land on the committee, I was not comfortable that they were being properly or adequately represented. I felt more input might be of some benefit. I gave no guidelines for organizing this meeting, assuming Mr. Parkerson would talk with only the larger landowners for this particular task.

When he reported back, we were somewhat surprised that some of the people he met with owned only a few acres (one person was categorized as owning "0" acres). Only four of the people owned 100 or more acres, so we did not feel this was an adequate representation of the "large" landowners. We did consider - and did not ignore - their statements. Rather, we deliberated on them over the course of at least three meetings from January to February and came to these conclusions:

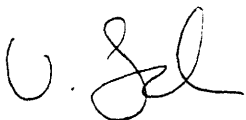
1. The landowner's group wanted their lands to be omitted from the Master Plan. We did not feel we had authority to do this, since these boundaries had been designated, and publicized, more than a year before and we could not adjust the study area boundaries.
2. The landowner's group voiced a desire to control their future and not have it dictated by local government. While this may be a desire of a large percentage of the population, the committee did not feel it was in its purview to either sanction or facilitate this request.
3. The landowner's group was concerned about the Overlay, or cluster development. A great many people are concerned about this proposal, but we emphasized then - and are emphasizing now - that the Overlay is an option, not a mandate, and allows for more density without the re-zone process. Otherwise, every landowner can use the

attempt to get their property re-zoned if they choose. We feel the Overlay helps landowners, not hurts them.

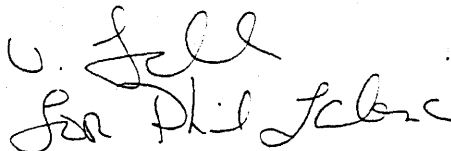
4. The fundamental reasoning for all of our decisions on this plan fell back to the results of the original surveys conducted by the City and County. The majority of Orchard Mesa residents surveyed cited the "rural and open" atmosphere as being their main reason for living in the area - and as being one of the things they most wanted to see preserved. To meet the needs and desires of the majority of Orchard Mesa residents, it will be necessary to modify or even negate the needs and desires of a minority - especially when that minority is obviously driven by monetary acquisition and self-interest.
5. To our knowledge, the selection process for this committee in the planning stages was the same for everyone - i.e., none of us was selected or appointed. All of us were voluntarily self-appointed and there was no "set" number of persons pre-ordained by either the City or County. Representation by size of property owned, or profession, was left to chance. During the early organization of the committee, it was decided by the committee that the process of "informed consent" would be used to decide most matters, rather than vote-taking on each and every issue. Mr. and Mrs. Rooks concurred with this decision-making process. Furthermore, Geotech does not give incentives or time off to its employees who are involved in community activities - all employees who volunteer do so with their own time, and receive neither rewards nor benefits from the company.

We hope this clarifies some of the issues raised by Mr. and Mrs. Rooks. If you have any questions, please do not hesitate to call any of us.

Thank you very much.



Vicki Felmlee



Phil LaLena

cc: Keith Fife
Dave Thornton

Ralph D'Andrea
187 Edlun Road
Grand Junction, CO 81503

City of Grand Junction Planning Commission
Mesa County Planning Commission
c/o Mesa County Long Range Planning
P.O. Box 20,000
Grand Junction, CO 81502

July 7, 1994

Dear Planning Commission Members:

I have recently been faxed a copy of a letter that Cleo Rooks distributed to the City and County Planning Commissions at your June 30 meeting. Ms. Rooks did not distribute the letter to the members of the Citizen's Review Committee, probably for fear that she would be publicly embarrassed by how quickly her misstatements would be corrected. Ordinarily, I do not make it a practice to legitimize whining, senseless drivel by responding to it, but there are enough inaccuracies and half-truths in Jim and Cleo's letter that I would hate to see any part of your deliberations be based on it. I will try to hit only the low points.

I regard Cleo's rhetoric about Geotech employees as a vicious personal attack on me (even though I am not currently employed by that company) and several other dedicated members of the CRC. Geotech is the fourth largest employer in Mesa County. Random chance alone would suggest that their employees will be found on most boards and commissions. A disproportionate number of Geotech employees reside on Orchard Mesa because not only is it a great place to live, but it is very close to the DOE facility. Please recall that no one was "selected" to work on the committee. The committee comprises all of the people who signed the volunteer sheets at Staff's initial public meetings more than a year ago. A person's place of employment was not among the items of information elicited from volunteers, nor should it have been. While it is true that Geotech encourages civic participation by its employees, there are neither incentives nor compensation offered for such service. Any time spent on volunteer pursuits during normal working hours must be arranged in advance and made up or taken as vacation during the same pay period, and preferably the same day, as it was incurred. This made it very difficult for us to accommodate the afternoon meetings that were arranged by Staff consistent with their desire to work as little as possible after hours. Yet we all made up the time, because some of us care about Orchard Mesa and thought it was worth the effort. When I left Geotech and started my own business, I still managed to attend every meeting, even though consultants don't get paid when they don't work. No one compensated me for attending anything.

Jim and Cleo's concern that the agricultural community and other so-called "large landowners" were under-represented is baseless. Farmers, ranchers, fruit growers, and "large landowners" represented more than 33% of the committee's members and alternates, even though they represent less than 10% of the population of Orchard Mesa. In our "one person-one vote" society, owning land is not a prerequisite for participation in the Democratic process, nor does it grant the landowner extra votes. If anything, this minority of Orchard Mesa residents was over-represented in proportion to its population.

Regarding any "noting" of delegates by the committee, our published by-laws made it the responsibility of each neighborhood (West, South, and Central) to ensure that they each had their full number of votes prior to any meeting, and to arrange for alternates if necessary. The CRC operated in a consensus-building and compromise environment, using input from all present, whether they were voting members or not. Jim and Cleo participated freely in all discussions for which they were present. They voted whenever they were asked by their neighborhood to do so, even though the number of votes actually conducted at CRC meetings was minimal. Having attended nearly every meeting, I can say that neither Rooks was ever shouted down. They were listened to carefully when they had something to say. If Jim and Cleo did not get their points across, then they must have chosen not to articulate them.

One of the most serious misrepresentations in Jim and Cleo's letter is that we ignored the report by the committee of "large property owners." My recollection is that this committee was organized at the insistence of the Chairman because CRC wanted to hear what these citizens had to say but few of them actually took the time to attend meetings. It is most definitely untrue that the report of these citizens was not considered. We all received copies of the letter prior to the January 20 meeting and read it carefully. It was indeed discussed. However, it did not take more than a few minutes for most of us to arrive at the realization that the report's selfish recommendation amounted to either an absurd request to repeal all zoning as it currently exists (apparently substituting anarchy in its place), or a proposal to rezone all of Orchard Mesa to urban densities. Consider this: the Rooks property alone, if developed to the densities advocated in the report, could result in more than 3500 new Orchard Mesa residents; developing all of the parcels in question to the densities suggested would add as many as 16,000 new residents to Orchard Mesa. The majority of the CRC found this proposal abhorrent, but still gave it far more consideration than it deserved. Cleo resurfaced the issue the following week, when she attempted to have the minutes of the previous meeting amended to say that we had not "considered" the report. More discussion of the proposal ensued, and we finally amended the minutes to say that we considered the report, but dismissed it because it was not in the best interest of Orchard Mesa.

We have all found the master planning process to be frustrating. But if Jim and Cleo participated for 16 months with the sole purpose of wringing as much money as possible from their 220 acres, and thought that they should have more votes because they have more land, then I can understand why they would be more frustrated than most. If this was their motivation, then their desires were consistent with neither the science of planning nor the well-being of Orchard Mesa. The policies CRC ultimately recommended in the Draft Plan represent no infringement on the rights of the Rooks family or any other landowner. Far from it. Our recommendations give landowners additional options for developing their land without destroying it. However, some committee members have now apparently ceased to look at Orchard Mesa as a whole, and have chosen instead to concentrate on how to subdivide their own properties for maximum financial gain.

I think the process that produced the Draft Plan should be regarded as a model for public participation. In the end, the process worked, and an attempt was defeated that would have manipulated public policy for the sole benefit of a few individuals. I think we have given you an excellent document and I urge that you adopt it forthwith.

Very truly yours,



Ralph D'Andrea

RECEIVED GRAND JUNCTION
PLANNING DEPARTMENT
JUL 11 1994

JULY 8, 1994

GRAND JUNCTION PLANNING COMMISSION
GRAND JUNCTION CITY HALL
250 N 5
GRAND JUNCTION, CO 81501

RE: ADOPTION OF ORCHARD MESA MASTER PLAN

DEAR EMPLOYEES:

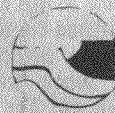
THE ORCHARD MESA MASTER PLAN CONTAINS TWO ELEMENTS WHICH ARE VITALLY NECESSARY FOR THE QUALITY AND WELFARE OF LIFE. THEY ARE THE PROSECUTION OF THE LITTERING AND THE ENFORCEMENT OF CODE VIOLATIONS ON O.M.

THE NEW DISTRICT ATTORNEY TO BE ELECTED IN NOVEMBER CAN CONSIDER THIS PROSECUTION OF LITTERING ALONG THE HIGHWAY TO THE LANDFILL AND THERE ARE HUNDREDS OF CODE VIOLATIONS FOR WEED, JUNK CARS, AND TRASH ALONG THE WEST END OF UNAWEEP FROM THE DUCK POND TO THE 27 3/4 ROAD WHICH IS AN OLDER SECTION. THE CITY HAS GIVEN THE EXCUSE THAT PEOPLE HAVE LIVED THAT WAY FOR SO LONG A TIME THAT THEY ARE USED TO IT AND IT WILL TAKE SEVERAL YEARS TO ENFORCE. NOT SO IF THE CODE ENFORCEMENT OFFICER IS DOING HIS/HER JOB ADEQUATELY FOR THE MAINTENANCE OF A HEALTHY LIFESTYLE. ARE THERE RATS IN THAT SECTION?

ADEQUATE IMPLEMENTATION AND PRESENTATION OF THE OVERLAY PLAN IS HESITANT WITH QUESTIONS BY THE PRESENTERS AND ONE CANNOT



ORCHARD MESA NEIGHBORHOOD PLAN PUBLIC HEARING



*The Mesa County Planning Commission and the Grand Junction Planning Commission will be jointly holding a public hearing on the proposed **ORCHARD MESA NEIGHBORHOOD PLAN**. All interested parties are invited and encouraged to participate in the planning of Orchard Mesa's future.*

**Thursday, 8 December 1994
7:00 P.M.**

City/County Auditorium
250 N. 5th Street
Grand Junction

We hope to see you there. If you have any questions regarding this matter contact Keith Fife, (244-1650) or Dave Thornton, (244-1450).

204440



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION VIII
999 18th STREET - SUITE 500
DENVER, COLORADO 80202-2466

FEB 22 1995

Ref: 8WM-MF

Ms. Doris Butler
3681 F Road
Palisade, CO 81526

RE: 201 Sewer Service Boundary

Dear Ms. Butler:

In response to your letter of January 11, 1995, the following is provided for your information.

Sewer service area boundary changes, to be consistent with designated planning area updates, requires EPA approval, after the Colorado Department of Public Health and Environment (CDPH&E) has formally requested EPA approval. To date, EPA has not received a letter from the CDPH&E requesting an approval for any changes within Mesa County.

We recommend that you contact the CDPH&E with any further questions about this issue.

Please contact me, at 303/293-1572, should you have any questions.

Sincerely,

A handwritten signature in cursive script that reads "Rick Clagget".

Rick Clagget, Chief
Watershed Section
Water Quality Branch

cc: Debbie English, CDPH&E



- Copy to Mary
Tom S
Dan W
Dave T.

- copy to LT
- Also, copy to
Plan Commission
3/14 Agenda
packet.

RECEIVED GRAND JUNCTION
PLANNING DEPARTMENT

MAR 01 REC'D

March 1, 1995

To: Keith Fife
Long Range Planning Director, Mesa County

Larry Timm
Planning Director, City of Grand Junction

From: Doris Butler
Palisade, Co.

Re:: Orchard Mesa Plan

I am attaching a copy of a letter from Rick Claggett, Chief, Watershed Section, Water Quality Branch, of the Environmental Protection Agency, stating that the EPA has not approved any 201 Sewer Service Boundary changes.

I request that all mention of a 201 Sewer Service Boundary extending to 32 Road on the east and Colorado River on the north be eliminated from the plan before final review.

We are in the process of requesting that Mesa County remove the area in question from their Sewer Service Boundary maps.