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File PLN-1996-169

Name: Growth Plan

**P** **S** A few items are denoted with an asterisk (\*), which means they are to be scanned for permanent record on the ISYS retrieval system. In some instances, items are found on the list but are not present in the scanned electronic development file because they are already scanned elsewhere on the system. These scanned documents are denoted with (\*\*) and will be found on the ISYS query system in their designated categories.  
**r** **e** Documents specific to certain files, not found in the standard checklist materials, are listed at the bottom of the page.  
**s** **e** Remaining items, (not selected for scanning), will be listed and marked present. This index can serve as a quick guide for the contents of each file.  
**n** **e**  
**d**

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		*City Council staff report and exhibits
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### DOCUMENT DESCRIPTION:

X	X	Growth Plan Steering Committee Members List	X	X	Planning Commission Staff Report – 7/25/96, 9/26/96
X		E-mails	X		Growth Plan Draft – 6/15/96
X		Notes to file	X	X	Resolution No. 91-96, 111-96 - **
X	X	Correspondence	X	X	Agreement for Professional Consultant Services – 8/12/94 - to prepare growth plan – not recorded
X		Countywide Land Use Plan – Planning Commission Hearings Notice	X		Zoning News – APA – “Zoning and the Comprehensive Plan” – 8/96
X	X	Joint Workshop agenda – 7/10/96	X		Commentary – A New Role for the Comprehensive Plan – Land Use Laws - 1981
X	X	Land Use Final Report – 6/24/96	X		Drafting Ordinances and Planner / Lawyer Conflicts – APA - 1983
X	X	Urban Area Plan Overview	X		Zoning News – Making Zoning Codes More Readable: Part 1 and Part 2 – 6/94, 7/94
X	X	Joint Planning Commission Meeting Agenda – 8/8/96, 9/10/96	X		The Egregious Invalidity of the Exclusive Single-Family Zone – Land Use Law – 7/83



GROWTH PLAN STEERING COMMITTEE MEMBERS

Last meeting - July 10, 1996  
Two Rivers 7:00

**City at Large**

Angeline Barrett  
641 N 16th Street  
Grand Junction, CO 81501  
H241-6003

**Northern Downtown**

Frank Simonetti, Jr.  
121 Gunnison Avenue  
Grand Junction, CO 81501  
242-7931

**North Area (City)**

(Ms.) Brenn Luff  
2944 Pheasant Run Circle  
Grand Junction, CO 81506  
243-7837

**East Area (City)**

Chuck Locke  
1660 Chipeta  
Grand Junction, CO 81501  
H248-1734

**East Area (Outside City)**

Harry Talbott  
3782 F 1/2 Road  
Palisade, CO 81526  
H464-5943

**Orchard Mesa**

Penny Heuscher  
330 Mountain View Court  
Grand Junction, CO 81503  
H245-9064

**Redlands (City)**

Connis Watts  
377 D West Valley Circle  
Grand Junction, CO 81503  
243-5543

**Redlands (Outside City)**

Bob Scheevel  
1917 N Wingate Drive  
Grand Junction, CO 81503  
245-7287

**Agricultural/ranching (Outside City)**

Priscilla Studt  
2452 I Road  
Grand Junction, CO 81505  
245-4641

**Arts/cultural (City)**

Quentin Jones  
2491 E Harbor Circle  
Grand Junction, CO 81506  
242-2974

**Sierra Club**

Doris Butler  
3681 F Road  
Palisade, CO 81526  
464-7214

**Grand Valley Air Quality Planning Committee**

Dan Whalen  
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Grand Junction, CO 81526  
W241-2871

**Mesa County Civic Forum**

Mary Locke  
2322 I Road  
Grand Junction, CO 81505  
241-3443

**Chamber of Commerce**

Tim Wollin  
c/o Canyon Convenience Store  
1134 N. 12th Street  
Grand Junction, CO 81501  
W242-8043/H241-3173

**Homebuilders Association**

Dan Garrison  
GNT Development Corp.  
PO Box 308  
Grand Junction, CO 81502  
W243-5902

**Board of Realtors**

Dale Beede  
Remax - 2 Rivers  
125 Grand Ave  
Grand Junction, CO 81501  
W241-3939

**Major Employer (St. Mary's Hospital)**

Kenneth Tomlon  
St. Mary's Hospital  
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W244-2273, ext. 2463

**ALTERNATE:**

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St. Marys Hospital  
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W244-2273

**Downtown Development Authority**

Pat Gormley  
c/o Mesa National Bank  
6th and Rood  
Grand Junction, CO 81501  
W242-5211

**ALTERNATE:**

Glen Dennis  
Valley Office Supply  
447 Rood Avenue  
Grand Junction, CO 81501  
245-5951

**School District #51**

Lou Grasso  
\* Chairperson  
798 25 3/4 Road  
Grand Junction, CO 81503  
W245-2422/H242-8500

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Special District Association  
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W242-4343

**Mesa State College**

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Mesa State College  
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W248-1498/H243-5379

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Development Council**  
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245-2744

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Grand Junction, CO 81506  
H242-8788/W248-6356



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Frudivale, CO. 81504

• Catherine Robertson  
2815 H Road  
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• Mike Sutherland  
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• Nels Werner  
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Collbran, CO. 81624-9633

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• Kathy Hall  
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~~Andy Anderson~~  
Acting - Facilities Director

• Joe Crocker  
Public Works Director

• Keith Fife  
Long Range Planning Manager

• Kathleen Sellman  
Planning & Development Director

• Larry Timm  
Grand Junction Community Development

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*(43 Smith - 48)*

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• Anne Landman  
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Grand Junction, CO. 81501

• Barbara Creasman  
Downtown Development Authority  
P.O. Box 296  
Grand Junction, CO. 81502

## Memorandum

To: Land Use Plan Steering Committee Members

From: Larry Timm, AICP - Director  
Grand Junction Community Development

Keith Fife, AICP - Long Range Planning Manager  
Mesa County

Date: May 2, 1996

Subject: May 14 Steering Committee Meeting

Attached are an agenda and an annotated list of future land use map issues for discussion at our May 14, meeting. At the meeting, we will review comments from Steering Committee members who attended the community workshops, as well as comments from the City and County Planning Commissions. In addition to the highlighted land use issues shown on the attached maps, we will discuss issues from the "Hotline and Written Comments" booklet. A primary land use issue that is not mapped regards the prospect that large urbanized areas within the community may remain unincorporated (and thus, without municipal services) for many years. Should this prospect affect future land use designations?

Please review the comments and issues materials to prepare for our discussion of future land use and policy issues. Our hope is to complete the review of these issues. However, we have scheduled a back-up meeting for May 21 if we are unable to develop a formal recommendation.

January 23, 1995

Larry R. Timm  
Community Development Director  
City of Grand Junction  
250 North Fifth Street  
Grand Junction, CO 81501-2668

Dear Larry:

In our meetings with the County staff and consultant (DSW), we agreed to try to merge the City and County Alternatives Analysis and selection processes for the City's proposed annexation area. This approach was generally supported by representatives of the City Council and Board of County Commissioners at their joint breakfast on January 11. The revised planning approach results in several additional meetings and trips to Grand Junction, but accomplishes the following results:

- ◆ A single land use map will be adopted by the City and County for the City's incorporated area and proposed annexation area.
- ◆ A single set of land use classifications will be used by the City and County (note: the City may subdivide some of the County's classifications to further guide decision making within the City).
- ◆ The Steering Committees will resolve potential inconsistencies between the City and County plans throughout the planning process (issues will be raised and addressed before plans are adopted).
- ◆ The process will publicly demonstrate City/County coordination in the planning process.
- ◆ The City and County Steering Committees will jointly review growth plan alternatives.
- ◆ The public will have the opportunity to review and comment on alternatives for one month prior to definition of a preferred alternative by the Steering Committees.
- ◆ The public will have the opportunity to comment on the preferred alternative before it is acted upon by the Steering Committees.
- ◆ The City Council and County Board of Commissioners will receive regular updates from both consultants at joint breakfast meetings.

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Larry R. Timm  
January 23, 1995  
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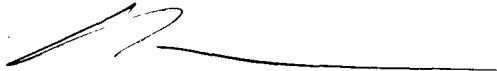
- ◆ The City Council, County Board of Commissioners and Planning Commissions will have the opportunity to comment on the preferred alternative before it is acted upon by the Steering Committees. An option task (8a) will provide an additional Council review session prior to preferred alternative selection.
- ◆ The plan will provide a framework for a formal intergovernmental agreement on issues of joint concern to the City and the County.

The attached scope of services is provided to highlight changes to FLC's existing work program, schedule and budget that would result from merging land use planning efforts. While some of the 26 meetings listed in the following scope replace meetings in our existing scope, 22 new meetings involving up to 10 new person-trips result in the increased costs and schedule changes described in the scope. Some of the additional coordination and alternative review costs are offset by the analysis of three rather than the four alternatives specified in our original scope. Due to the increased public participation and lengthened decision making process, this scope will delay selection of a preferred alternative by approximately two months. Given the County's unavoidable delay in conveying data to the consultants, the revised schedule sets more realistic target dates for accomplishing the City's goals for an open and thorough planning process.

The coordination tasks listed in the attached scope are directly related to optional task 3.3.2 - Intergovernmental Agreement, as specified in our original scope. While this scope will not result in the drafting or adoption of an intergovernmental agreement between the City and County, it will establish a common growth plan map on which to base a future agreement and provide for resolution of key policy issues which should be addressed in an intergovernmental agreement.

The attached scope of services, if agreed to by the City will be an addendum to our initial Phase II contract. After you review this with Mark Achen, I can make the substantive revisions and adjust the form to satisfy your attorney. I look forward to hearing from you.

Sincerely,



Michael J. Lauer, AICP  
Director of Planning

**Addendum to Phase I Growth Plan  
Scope of Services for  
Additional Intergovernmental Coordination  
Between the City of Grand Junction and Mesa County Planning Programs**

The following scope of work is an addendum to Phase II of the City of Grand Junction, Colorado Growth Plan Program Exhibit A, established in the contract between Freilich, Leitner and Carlisle ("Consultant") and the City of Grand Junction, Colorado ("City"), signed by City on August 12, 1994, and shall be incorporated into said contract upon execution of the signatures at the end of this scope. Text in parentheses following each task description lists the anticipated date and personnel<sup>1</sup> anticipated to attend each meeting.

**Task 1**           The Freilich, Leitner and Carlisle Team ("Consultant") will meet with Grand Junction ("City") staff, Mesa County ("County") staff and Design Studios West ("DSW") personnel to identify opportunities for improved coordination and appropriate integration of the City and County planning programs. Consultant will develop a scope of services identifying meetings and tasks, as well as the costs and schedule required for executing the meetings and tasks. (January, 1995 - one new person trip by MJL)

**Task 2**           Consultant will meet with DSW to discuss characteristics which will be reviewed in the growth plan alternatives, existing data bases, outstanding data needs and the methodology for integrating digital data (maps and associated data bases relating to population, employment, land use, etc.) from the City planning area and the remainder of the annexation area into a single map. Criteria for analysis of alternatives will be established at this meeting. (February 9 - no new trips - MJL and KSW)

**Task 3**           Consultant will attend a meeting with DSW, City staff and County staff in Denver to map plan alternatives for review. The primary focus of this team meeting will be to create a map of three alternatives for extra-territorial growth patterns. The secondary focus of the meeting will be the finalization of the common alternatives review technique. Consultant will retain responsibility for analysis of impacts in the City's planning area, while DSW will retain analyze the impacts in the remainder of the City's annexation area. (March 16 - one new person trip by MJL)

**Task 4**           Consultant will conduct a joint meeting of the City Council and the County Board of Commissioners (CBoC) with DSW to highlight the service impacts of land use decisions. The City and County may invite their planning commissioners and Steering Committee members to attend this information session. (Late April or early May - one new person trip by RHF)

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<sup>1</sup> MJL - Michael Lauer, RHF - Robert H. Freilich, KSW - Karen Walz



**Task 5** Consultant will conduct a team meeting with DSW, City staff and County staff to prepare for the following Steering Committee meeting and to exchange information required to complete the alternatives analysis. Consultant will jointly conduct a meeting of the City and County Steering Committees with DSW. The purpose of the meeting is to present the three<sup>2</sup> alternatives to the Committees, to highlight impacts which will be analyzed and to solicit suggestions for minor revisions to the alternatives prior to completion of the alternatives analyses. Following the Steering Committee meeting, Consultant will attend a joint City Council/CBoC breakfast meeting to update those bodies on the Steering Committee's actions. (April 25 & 26 - no new trips - replaces trip 5 in original contract Exhibit B - MJL and KSW)

**Task 6** Consultant will conduct a team meeting with DSW, City staff and County staff to coordinate presentations for the following Steering Committee meeting and to coordinate the preferred alternative selection process. Consultant will conduct a meeting of the City and County Steering Committees with DSW to present the results of the alternatives analysis process and to solicit initial comments from the committees on the characteristics of each alternative. Following the Steering Committee meeting, Consultant will attend four sub-area community meetings to present the results of the alternatives analysis to the public and solicit comments on each alternative. Consultant will provide originals and 160 copies of a questionnaire soliciting public input on the growth plan alternatives. Copies of the questionnaire will be made available to the public by the City at local libraries, at City Hall and other locations selected by the City. Consultant will meet with a representative of the Daily Sentinel to solicit publication of the questionnaire in a regular edition of the newspaper. Consultant, will jointly compile returned questionnaires with DSW prior to task 7. (May 23-25 - no new trips - replaces trip 6 in original contract Exhibit B - MJL and KSW)

**Task 7** Consultant will conduct a team meeting with DSW, City staff and County staff to coordinate presentations for the following Steering Committee meeting. Consultant will conduct a meeting of the City and County Steering Committees with DSW to report the community's comments on the alternatives and to facilitate definition of a preferred alternative. (June 23 & 24 - 2 new person trips MJL and KSW)

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<sup>2</sup> This process assumes that Consultant will analyze three alternatives rather than the four specified in the initial scope of services. Cost savings from this reduction will be shifted to coordination with DSW and review of extraterritorial alternatives.

**Task 8** Consultant will make a presentation to the CC and CBoC to highlight areas of mutual concern and identify potential strategies which will help the City and County cooperatively implement their growth plans. Consultant will describe strategies used by other cities and counties to jointly manage growth. Consultant will make a presentation to the City Council and CBoC to describe the preferred alternative in detail, to provide an update on the planning process, to report the results of community outreach efforts and to solicit initial comments on the preferred alternative. (June 29 - 1 new person trip by MJL and RHF)

**Task 9** Consultant will conduct a team meeting with DSW, City staff and County staff to coordinate presentations for the following meetings. Consultant will conduct an open house meeting to provide the public with the opportunity to comment on the preferred alternative selected by the Steering Committee. Consultant will attend a joint City Council/CBoC breakfast meeting to summarize the preferred alternative and to solicit comments on that alternative. Consultant will conduct a meeting of the City and County Steering Committees with DSW to report the community's and community leaders' comments on the preferred alternative and to solicit a final recommendation on the preferred alternative to be used for preparation of the growth plan. (July 11-12 - two new person trips by MJL and KSW)

**Task 10** Consultant will conduct a team meeting with DSW, City staff and County staff to identify issues of mutual concern between the City and County plans, including any suggested modifications to the preferred land use alternative. Consultant will conduct a meeting of the City and County Steering Committees with DSW to resolve potential conflicts between City and County policies and implementation strategies, and to establish an initial framework for an intergovernmental agreement between the City and County. Negotiation and drafting of the intergovernmental agreement is not included in this scope of services. (Aug. or Sept. - no new person trips, replaces in original contract Exhibit B - MJL and KSW)

**Costs:** Travel, labor and administrative costs for Consultant execution of Tasks 1 through 10 will be charged on a time and expense basis, but shall not exceed \$27,500.

IN WITNESS WHEREOF, the City and Consultant have executed this Agreement the day and year first above written.

Attest:

Grand Junction, Colorado, "City"

Stephanie Nye  
City Clerk  
Title

By: Martie Achen



**FREILICH, LEITNER & CARLISLE**  
"Consultant"

By: Martin L. Leitner, P.C., a General Partner

By: Martin Leitner  
Martin L. Leitner, Managing Partner  
For and on behalf of Freilich, Leitner  
& Carlisle

## Grand Junction Growth Plan Future Meeting Schedule

Planning Consultant Team Meeting Discuss Schedule Review Alternatives Approaches, Data Needs and Assumptions	February 9, 1995
Steering Committee Meeting Discuss Schedule, Procedural and Administrative Matters Review Needs, Issues and Opportunities Report Review Alternative Scenarios	February 9
Planning Consultant Team Meeting Refine Alternative Scenarios	March 8
Planning Consultant Team Meeting Coordination	April 25
Joint City/County Steering Committee Meeting Review/Refine Alternative Scenarios	April 25
City Council/County Board of Commissioners Breakfast Project Update	April 26
Planning Consultant Team Meeting Coordination	May 23
Joint City/County Steering Committee Meeting Review/discuss alternative scenarios analysis	May 23
Community Workshops Review/discuss alternative scenarios analysis	May 24-25
Planning Consultant Team Meeting Coordination	June 23
Joint City/County Steering Committee Meeting Initial definition of preferred scenario	June 24
City Council/County Board of Commissioners Meeting Presentation of intergovernmental strategies Status report on preferred scenario selection	June 29

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Planning Consultant Team Meeting Coordination	July 11
Community Open House Presentation/review of preferred alternative	July 11
City Council/County Board of Commissioners Breakfast Status report Comments on preferred alternative	July 12
Joint City/County Steering Committee Meeting Recommendation of preferred scenario	July 12
Steering Committee Policy refinement	August
Steering Committee Implementation strategy review	September
Planning Consultant Team Meeting Coordination	September
Joint City/County Steering Committee Meeting Resolution of potential policy/implementation conflicts	September

**Mesa County/Grand Junction  
Urban Area Plan  
Joint Steering Committee Meeting  
Tuesday, May 14, 1996  
7:00-10:00 p.m., Two Rivers Convention Center**

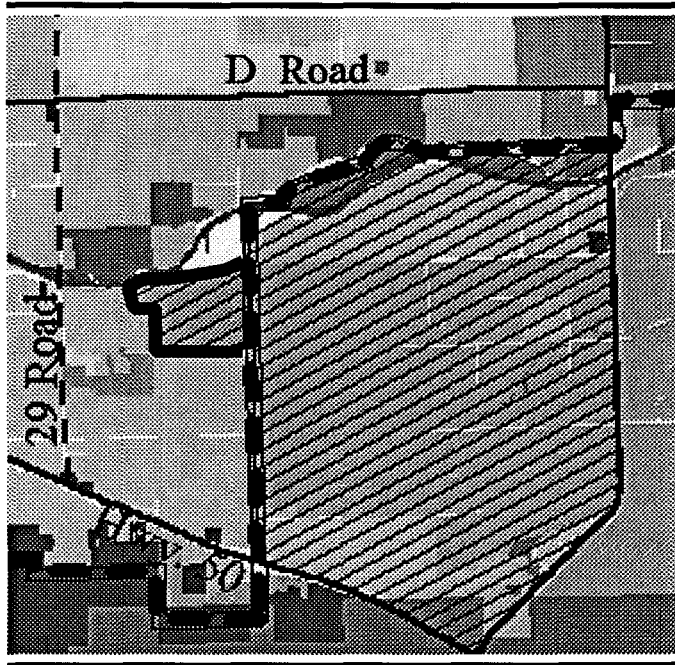
**Agenda**

1. Welcome/Meeting Overview
2. Comments from Steering Committee Members on Plan Workshops
3. City and County Planning Commission Comments
4. Land Use Issues
  - a. Future Land Use Map
  - b. Policy/Actions Issues
5. Transportation Modeling Update
6. Other Issues
7. Action on Plan<sup>1</sup>

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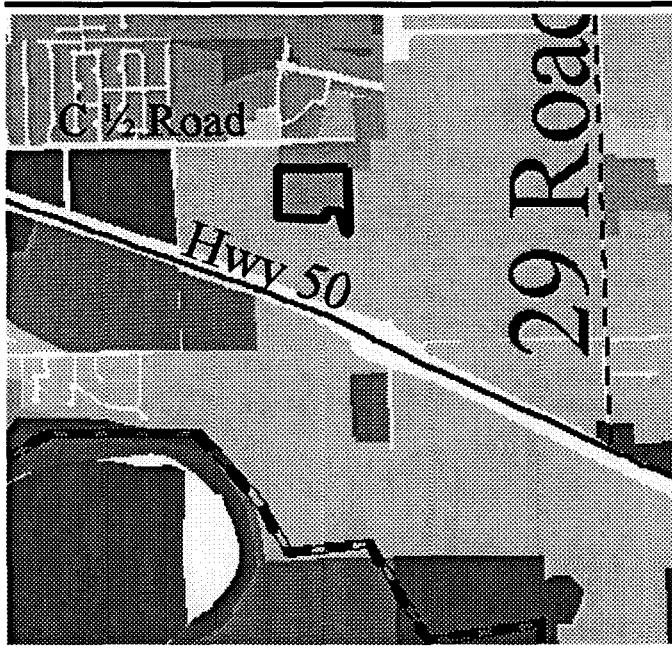
<sup>1</sup> If the Committee is unable to reach consensus on the plan, then an additional meeting will be held on May 21, 1996.

**Figure 1: Extending Urban Reserve Area - Orchard Mesa Area**



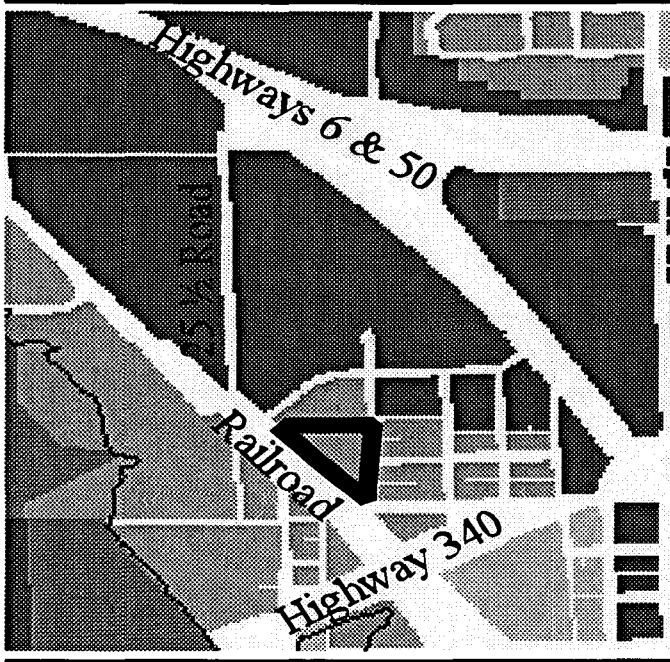
Should the urban reserve area be expanded as shown to match current agricultural practices and the Orchard Mesa plan?

**Figure 2: Change Density - Orchard Mesa Area**



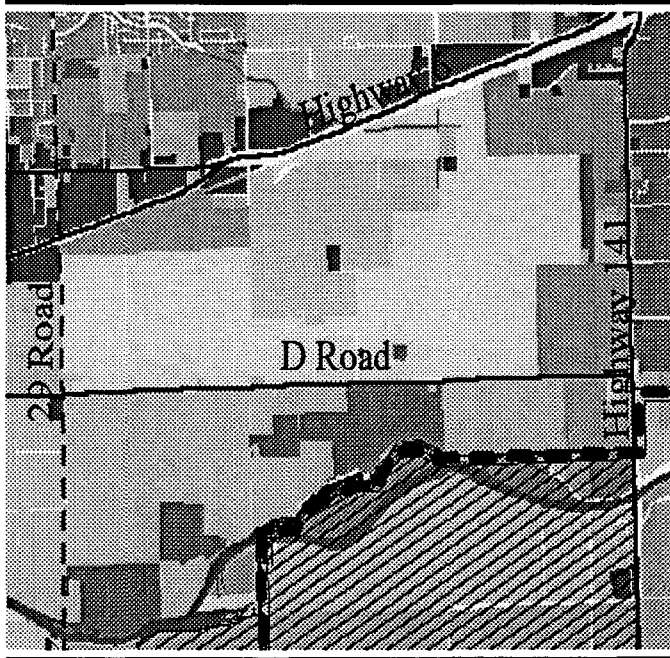
The Orchard Mesa plan shows the boxed area as a school site despite its private ownership. While this site may be acquired by the district for use as a school, should it permit some private use (e.g. residential, medium low) until acquired?

**Figure 3: Changing Land Use Classification - East Downtown**



The highlighted tract is designated for residential medium. However, current zoning allows 64 dwelling units per acre and the owner has expressed an interest in developing higher density affordable housing. Should the future land use be changed to accommodate residential high density development?

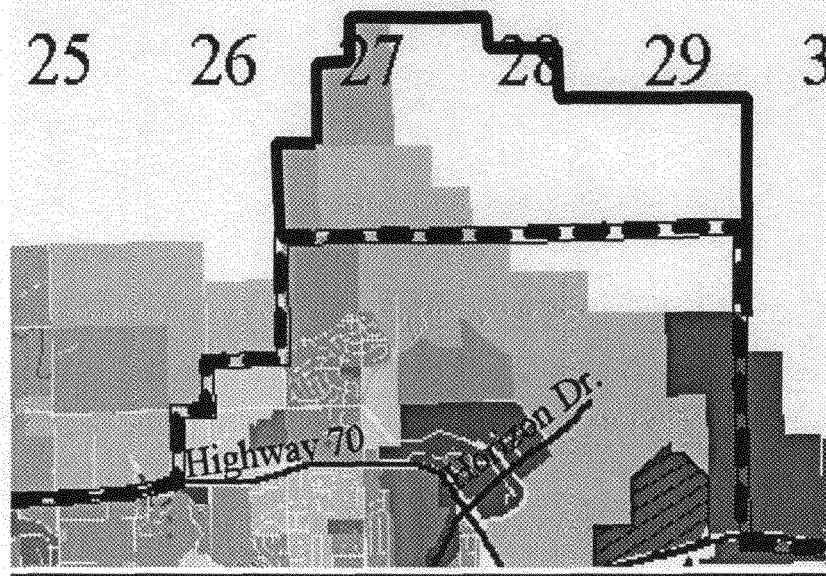
**Figure 4: Change Density - Pear Park Area**



Should the future land use density for this area remain as shown or be increased to reflect existing and recently approved densities in the area?

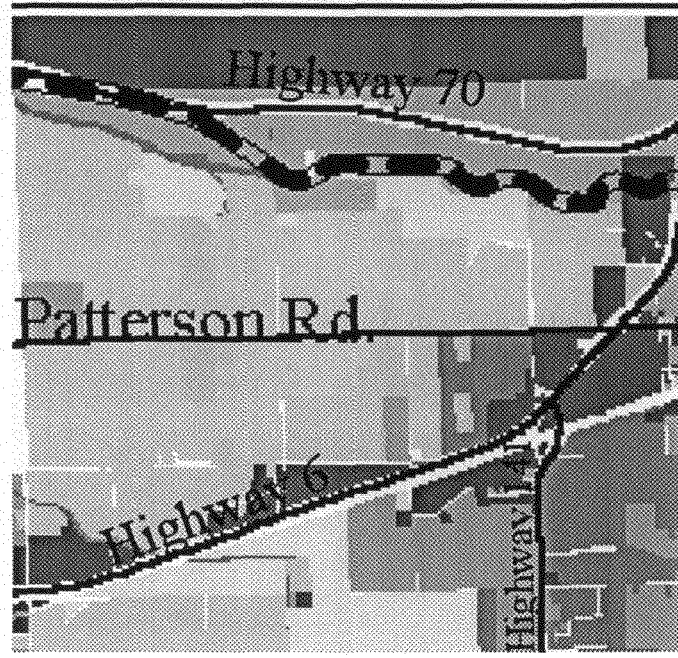


Figure 5: Adding BLM Land



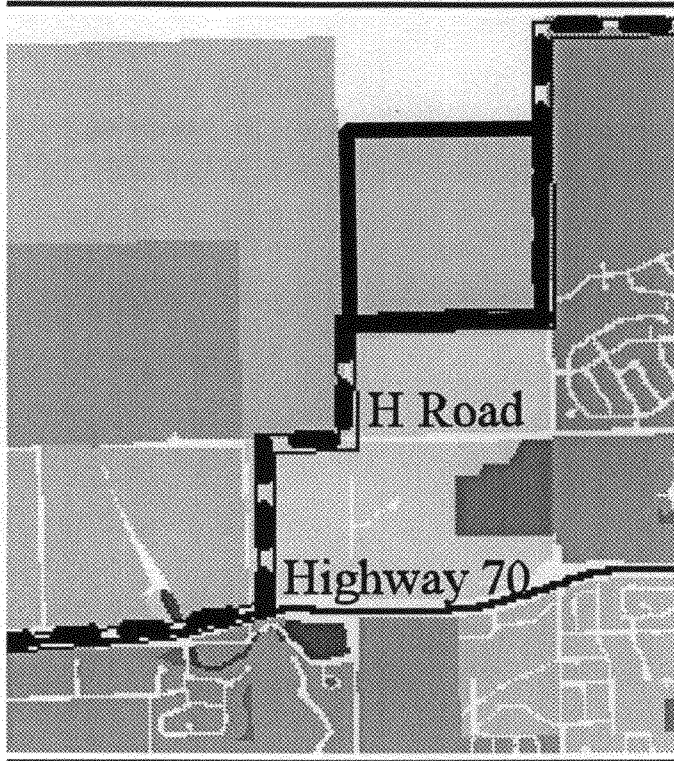
Should an urban reserve area be added north of the airport to include the potential airport expansion area?

Figure 6: Higher Density



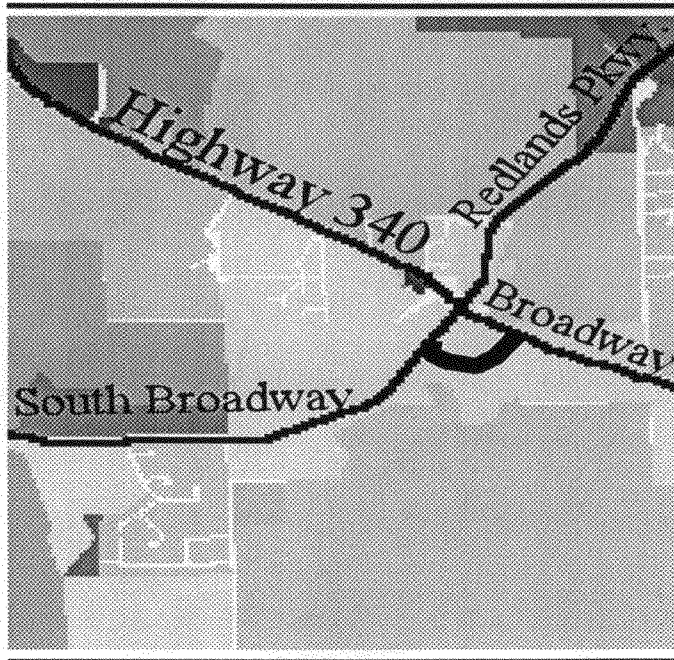
The future land use map designates the area north of Patterson Rd for residential low and residential medium because of the airport noise, though some individual parcels are developed at higher densities. Should planned densities be increased to reflect existing maximums?

**Figure 7: Extended Urban Growth Boundary**



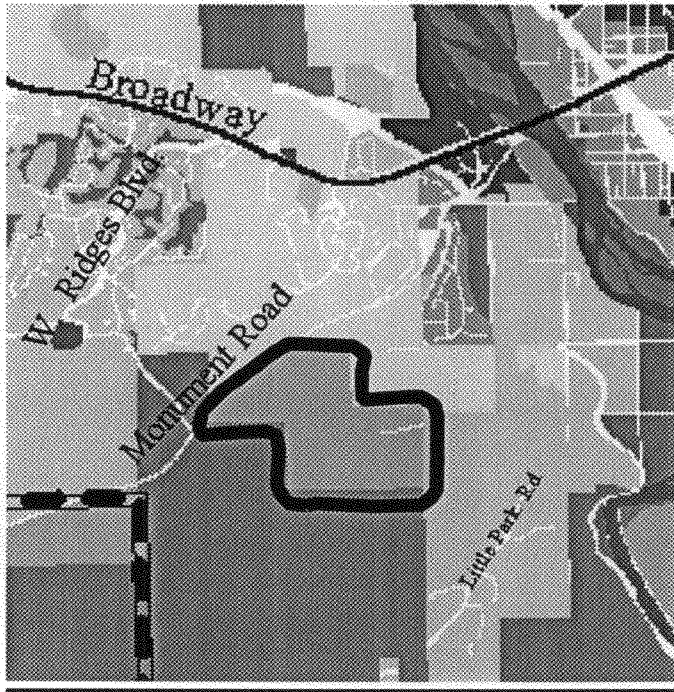
Should the Urban Growth Boundary be extended to include this recently approved subdivision that is located outside the 201 boundary? There is an existing agreement to extend sewer service to this area.

**Figure 8: Adding Commercial Area - Redlands**



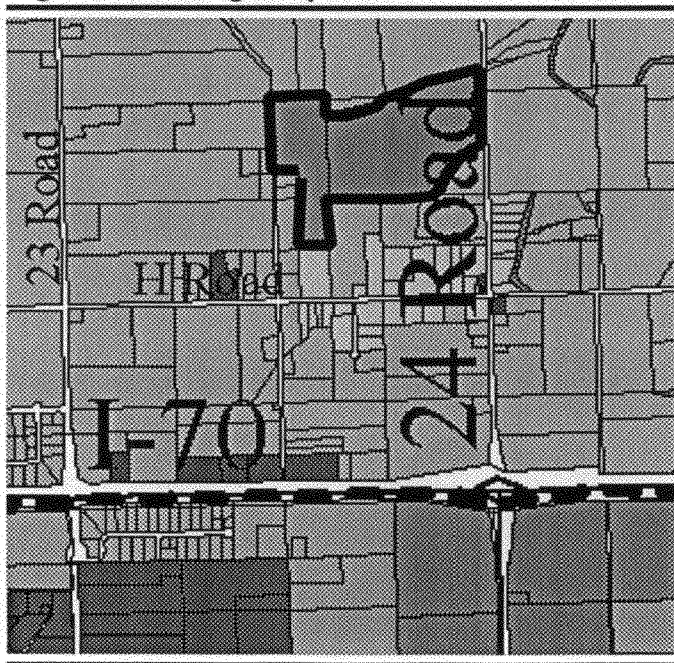
Should a commercial node be added at the SE corner of this intersection where the nursery is located?

**Figure 9: Adding Open Space - Redlands**



Should the area be acquired as open space? The scenic 3 Sisters area has unstable soils and small wetland.

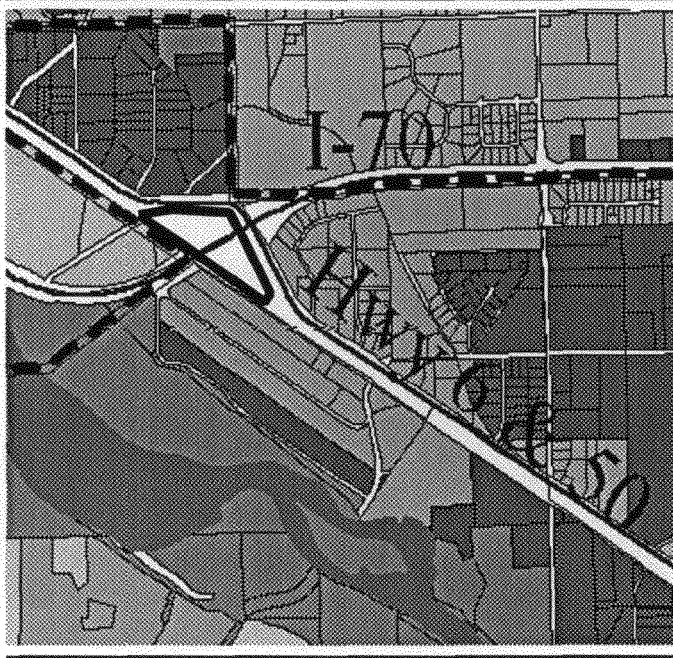
**Figure 10: Selling Berry Park**



The City is likely to sell this potential park site to focus on park development within the Urban Growth Boundary. What should the future land use be for this primarily wetland area?

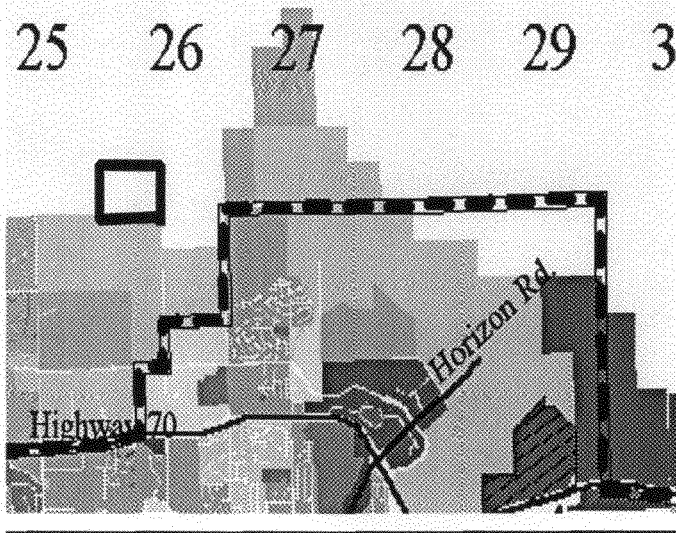


**Figure 11: Determining Future Land Use**



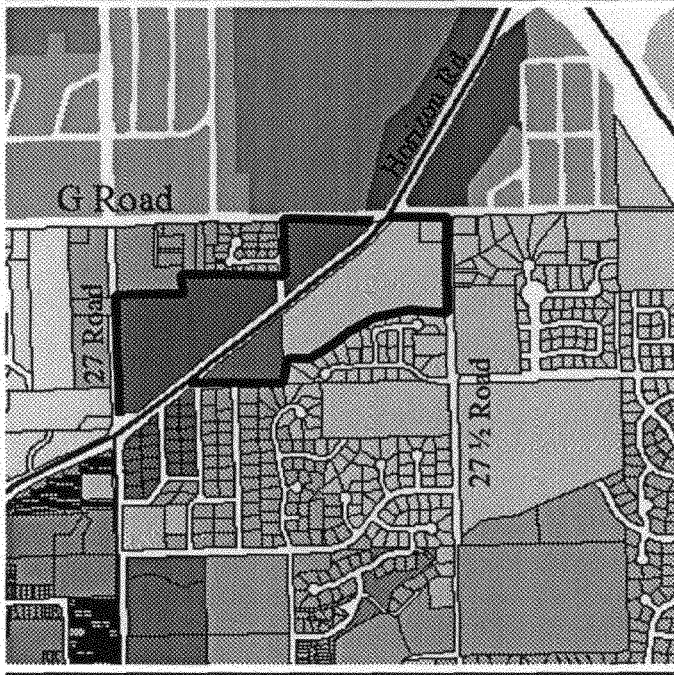
This public right-of-way may be sold for private use. If it is sold, what private uses are appropriate?

**Figure 12: Adding to Planning Area**



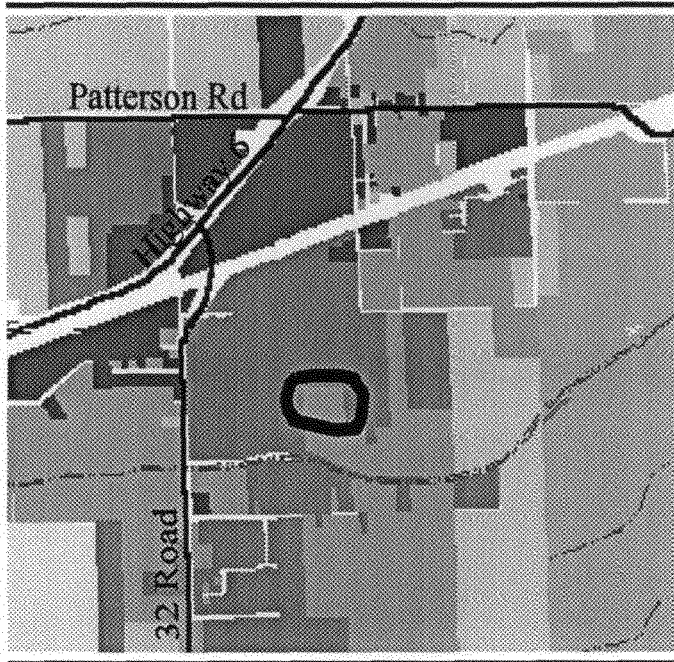
A citizen reports that the area east of Big Wash and North of I Road to 26 Road has no economic value for farming, and asks if the area should be designated for the residential estate densities as the property south of I Road?

**Figure 13: Adding Commercial along Horizon Dr.**



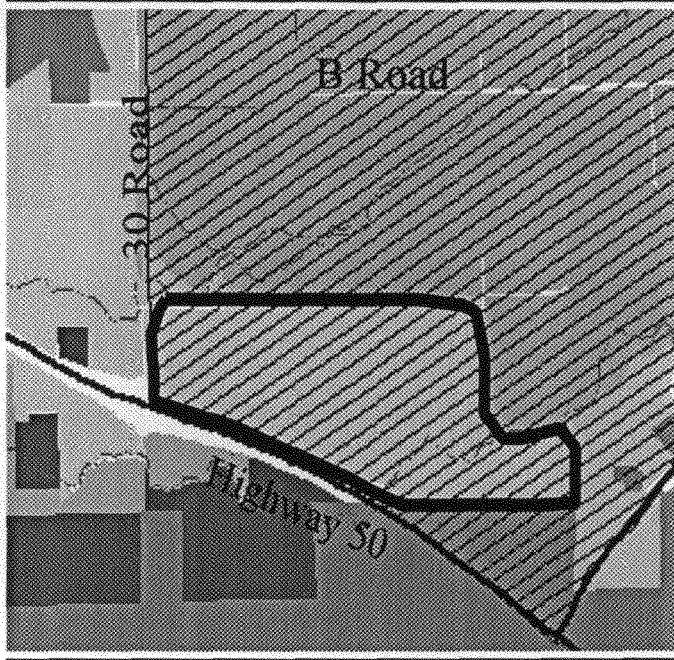
The area west and east of Horizon Rd. Currently is zoned for commercial use. The plan designates the area east of Horizon Dr as residential medium and the area west of Horizon Dr as residential medium low and residential high. A broad drainage channel, narrow roadway and poor access limit the site's future development potential. What are the most appropriate land use designations in this corridor?

**Figure 14: Potential County Park**



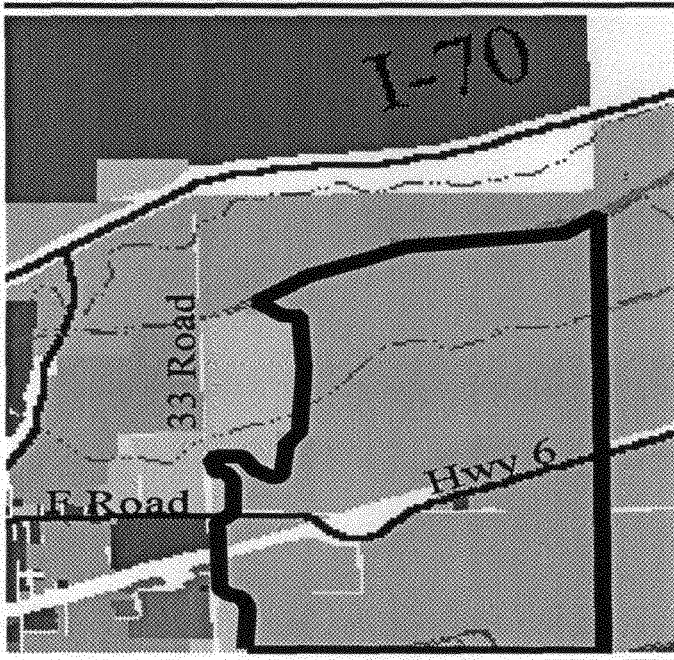
The County owns the highlighted area. Should this be reserved as a park?

**Figure 15: Orchard Mesa**



Should this undeveloped tract be designated for rural use until the area is removed from the Urban Reserve Area?

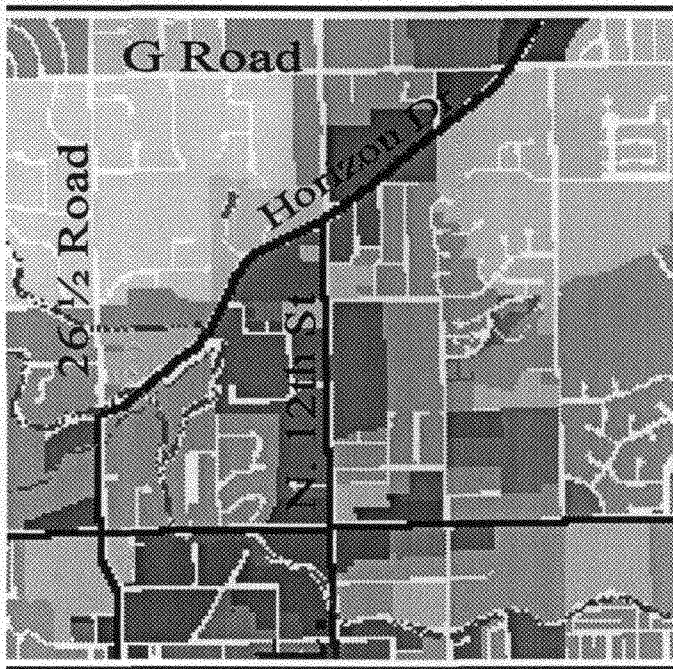
**Figure 16: Potential TDR Receiving Zone**



The County is considering the use of Transfer Development Rights to help preserve agricultural land. Should the area west of 34 Road be designated as a potential receiving zone for residential estate densities?

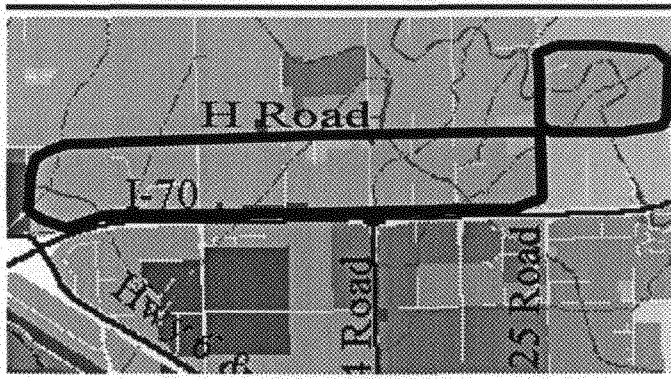


Figure 17: 12th & Horizon Dr



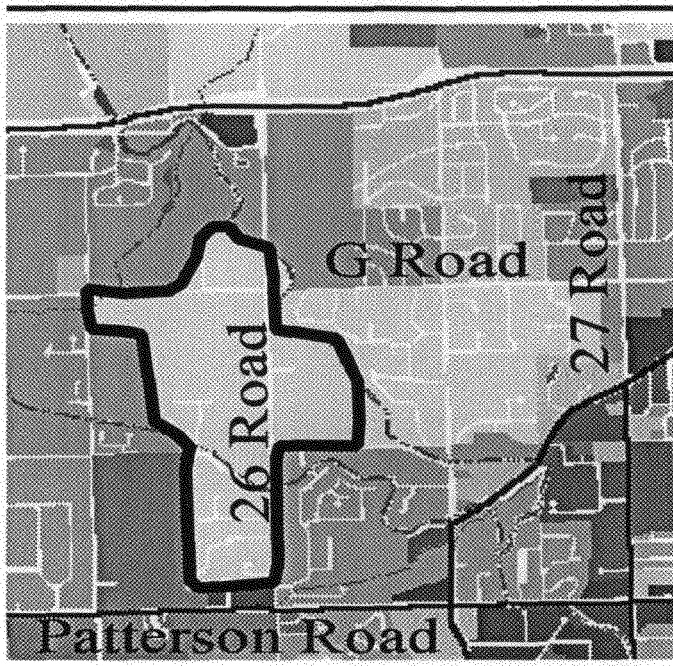
Should the area at the northwest corner of this intersection be designated for higher density or commercial use?

Figure 18: H & 25 Roads (Appleton)



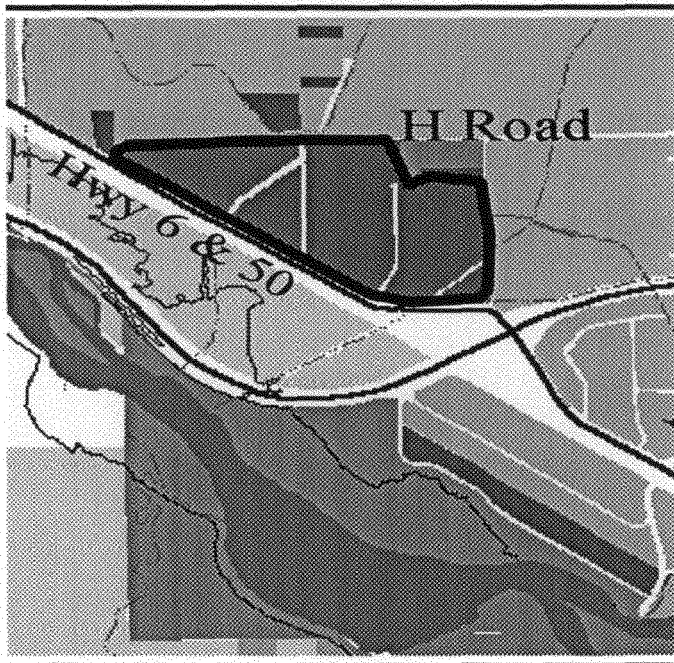
Should this rural area be designated as a potential TDR receiving zone at residential estate densities?

**Figure 19: 1St Street North**



This area includes numerous parcel which could be developed as residential medium low density. Should this area be redesigned?

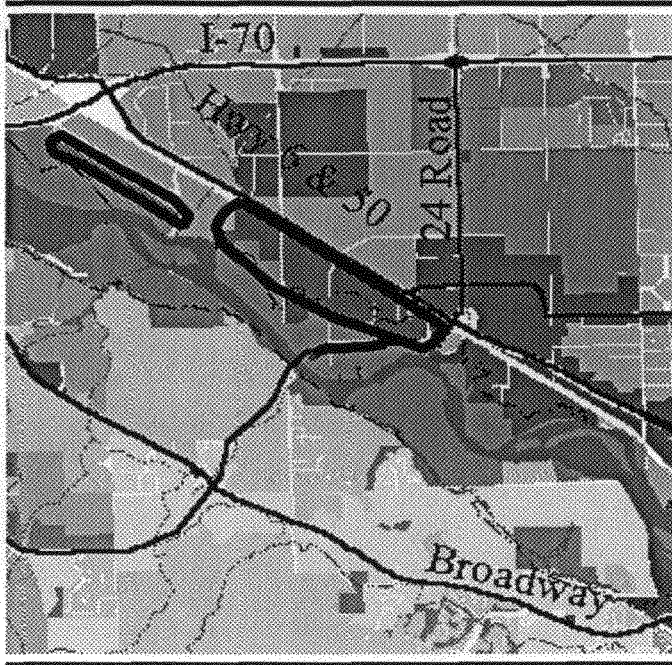
**Figure 20: I-70 West**



Should this highly visible gateway be limited to commercial / industrial development as opposed to heavy industrial uses?

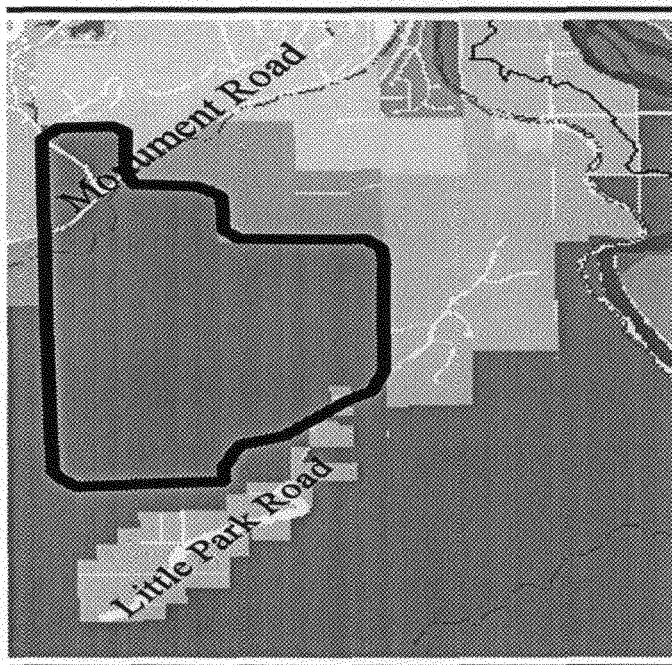


**Figure 21: Hwy 6 & 50 Corridor**



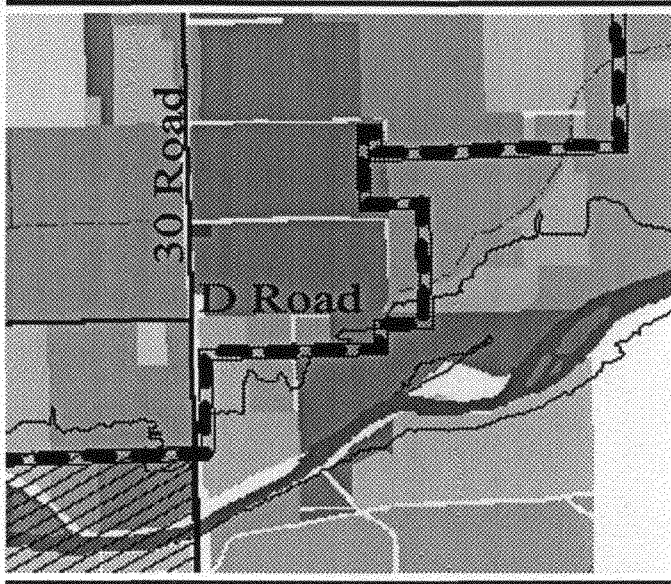
Should this riverfront corridor be reserved for business park & similar quality development allowed within the commercial / industrial category?

**Figure 22: BLM**



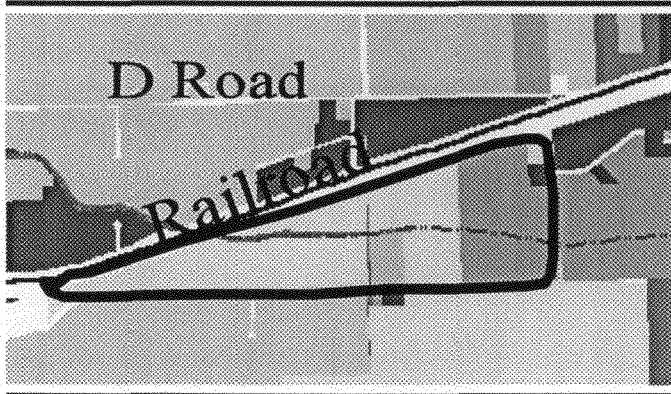
Should this BLM land be designated as Conservation or as Park? The only current park use is for a mountain bike trail.

**Figure 23: 32 ½ to 33 Roads South of D Road**



Should this area be changed from residential low density to commercial/industrial?

**Figure 24: South of railroad tracks east of 30 Road**



Should this area be changed from residential low density to commercial/industrial?

### City/County Steering Committee Recommends Growth Plan

The plan for future land uses in and around Grand Junction stepped closer to adoption in May. The joint City/County Steering Committee unanimously ~~(Please confirm with Keith Fife)~~ recommended adoption of a plan for future growth in the area between 19 and 33 Roads. This area includes Grand Junction, as well as the Redlands, Clifton, southern Appleton, Fruitvale and Orchard Mesa areas. The action followed a series of four well-attended public workshops held throughout the community. It concludes more than a year of difficult decision-making by a dedicated group of citizens to develop a balanced plan for the community's future.

What began as two independent planning efforts by the City and County, became a cooperative effort to address the urban issues facing residents throughout the community. Steering Committee members from the City and unincorporated areas evaluated different land use patterns and growth strategies. Throughout their effort, they debated the benefits and costs of each strategy, forging consensus for a plan that:

- ▶ protects valued community assets (such as neighborhoods, parks, open space, the rivers);
- ▶ establishes an urban growth boundary;
- ▶ recommends more efficient growth patterns within the growth boundary;
- ▶ reserves land for future urban development;
- ▶ respects individual property rights; and
- ▶ builds a foundation for City/County cooperation on growth issues.

**Joint Planning Commission  
Growth Plan  
Public Hearing Schedule**

July 30	2:00-5:00 p.m.	<i>Insert location Two Rivers Convention Center</i>
August 1	6:00-9:00 p.m.	<i>Insert location Two Rivers Convention Center</i>

~~Copies of the draft plan can be reviewed at~~  
*Copies of the draft plan insert public review locations*

*August 8 - 6pm*

*Joint City/County Planning Commission Planning to consider adoption of the plan*

After a joint workshop in early July, the City and County Planning Commissions will conduct joint public hearings on the recommended draft plan. ~~(See the inset box for meeting information and the locations of draft plan for public review.)~~ The initial workshop is intended to give the Planning Commissions, City Council and County Board of Commissioners the opportunity to discuss the Steering Committee's recommendations and citizens' comments from the May community workshops. The public hearings (see inset) will provide another opportunity for community residents to express their views on the proposed plan for the urban area.

*Two Rivers Convention Center*

For more information on the growth plan, please contact ~~Katherine~~ <sup>Kathy</sup> Portner at 244-1446 (City) or Keith Fife at 244-1650 (County). You also can leave comments on the Plan Hot Line number at

244-1392

Please confirm all numbers and the spelling of Kathy's name.

## COUNTYWIDE LAND USE PLAN - PLANNING COMMISSION HEARINGS NOTICE

### PRESS RELEASE

RE: 10 JULY MTGS AND HEARING DATES  
SEND OUT 2 JULY

### LEGAL NOTICE

RUNS IN SENTINEL 6/30 AND 7/28

### DISPLAY AD

DAILY SENTINEL - TWICE  
GRAND VALLEY BUSINESS TIMES  
FRUITA TIMES  
CLIFTON TRIBUNE  
PALISADE TRIBUNE  
PLATEAU VALLEY TIMES

### POSTERS

POST OFFICES  
GROCERY STORES  
MALL  
DDA KIOSKS  
DOWNTOWN BUSINESSES

### LETTERS TO MAILING LISTS

### NOTICE TO MUNICIPALITIES

### NOTICE TO SPECIAL DISTRICTS

PLAN AVAILABLE FOR INSPECTION

### LIBRARY BRANCHES

COPIES OF PLAN AND MAPS  
BY 12 JULY

### HOTLINE

NEW MESSAGE WITH SCHEDULE OF HEARINGS

Post-It™ brand fax transmittal memo 7671		# of pages >	2
To	Kedley Partner	From	K.Fife
Co.	Comm. Devel	Co.	
Dept.	City of GJ	Phone #	
Fax #		Fax #	

**SUCCESSFUL CONCLUSION IN SIGHT!**  
THANKS TO FANTASTIC COMMUNITY INVOLVEMENT

The Mesa County and Grand Junction Planning Commissions  
invite the public to attend the following public hearings on  
the proposed

**MESA COUNTYWIDE LAND USE PLAN  
and  
GRAND JUNCTION GROWTH PLAN**  
at  
Two Rivers Convention Center  
(1st and Main Streets - Grand Junction)

**RURAL AREA PLAN HEARINGS**

Public testimony will be taken:

TUESDAY, 30 JULY 1996  
6:00 PM - 9:00 PM  
AND  
THURSDAY, 1 AUGUST 1996  
2:00 PM - 5:00 PM

**JOINT URBAN AREA PLAN**

Public testimony will be taken:

TUESDAY, 30 JULY 1996  
2:00 PM - 5:00 PM  
AND  
THURSDAY, 1 AUGUST 1996  
6:00 PM - 9:00 PM

**CONSIDERATION OF PLAN ADOPTION**

The Planning Commissions will consider adoption of the plans on:

THURSDAY, 8 AUGUST 1996  
6:00 PM - 7:30 PM Joint Urban Area  
AND  
8:00 PM - 9:30 PM Rural Area Plan

COPIES OF THE PROPOSED PLANS ARE AVAILABLE FOR INSPECTION AT THE MESA  
COUNTY LIBRARY BRANCHES, AND THE MESA COUNTY AND GRAND JUNCTION  
PLANNING OFFICES.

For more information contact Mesa County Long Range Planning at 244-1650 or Grand Junction  
Community Development at 244-1430.



Mesa Countywide  
Land Use Plan

From Issues To Action

(Logo)

City of Grand Junction  
Growth Plan

DRAFT  
DISPLAY  
AD

**Freilich, Leitner & Carlisle  
Memorandum**

To: Kathy Portner, AICP  
Acting Director of Community Development

fax copy to Keith Fife, AICP  
Mesa County Long Range Planning

From: Michael Lauer, AICP  
Director of Planning

Date: July 3, 1996

Subject: Upcoming Workshops on July 10 and 11

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Attached are draft agendas for our upcoming workshops. Please give me a call today to discuss:

1. Changes to agenda
2. Presentation responsibilities
3. Materials to distribute before meeting
4. Backup materials for meetings
  - Overhead projector
  - Certificates of Recognition
  - Maps

**Grand Junction/Mesa County  
Urban Area Plan  
Joint Workshop**

**July 10, 1996**

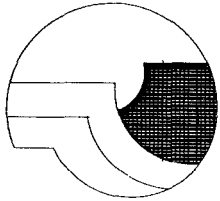
1. **Welcome/Introductions**
2. **Urban Area Plan Overview**
  - a. **Content**
  - b. **Key Issues**
  - c. **Effect**
  - d. **Implementation**
3. **Steering Committee Recommendation/Questions**
4. **Recognition of Steering Committee Members**
5. **Discussion of Plan Approval Process**

**City of Grand Junction  
City Council/Planning Commission  
Breakfast Workshop**

**July 10, 1996**

1. **Welcome/Introductions**
2. **Urban Area Plan Discussion**





# Mesa Countywide Land Use Plan

c/o MESA COUNTY LONG RANGE PLANNING DIVISION

750 Main Street · P.O. Box 20,000  
Grand Junction, Colorado 81502-5047  
Ph. (970) 244-1650 · Fax (970) 256-1450

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From Issues To Action

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## MESA COUNTYWIDE STEERING COMMITTEE

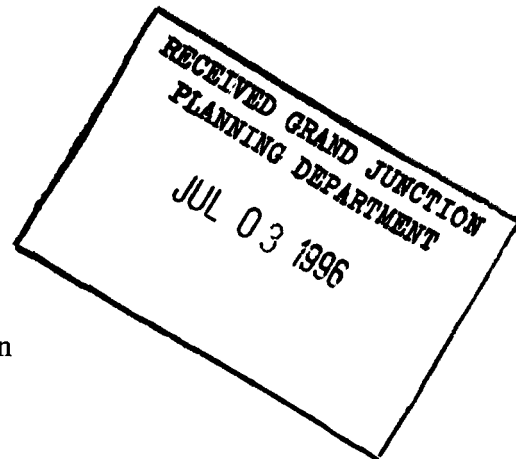
Michael Nyikos, Chairman      Jean Moores, Vice Chairman

1 July 1996

## MEMORANDUM

To:

- Board of Mesa County Commissioners
- Mesa Countywide Steering Committee
- Grand Junction Growth Plan Steering Committee
- Mesa County Planning Commission
- Grand Junction Planning Commission
- Fruita Planning Commission
- Palisade Planning Commission
- Debeque Planning Commission
- Collbran Planning Commission
- Plateau Valley Association
- Loma Community Council
- Mesa Area Planning Association
- Grand Mesa Slopes Advisory Committee
- Mesa County Special Districts Association
- Northwest Homebuilders Association
- Grand Junction Board of Realtors
- Powderhorn Metropolitan District
- Grand Valley Air Quality Planning Committee
- Mr. Larry Bennett
- Mr. Ward Scott
- Mr. Lyle Dechant, County Attorney
- Mesa County Planners



From: Keith B. Fife, AICP, Mesa County Long Range Planning Director *KBF*  
Subject: Mesa County Land Use Incentives Final Report

Enclosed please find a copy of the Mesa County Land Use Incentives Final Report prepared by Ms. Barbara Green for Mesa County. The final report will be included as an addendum to the Proposed Mesa Countywide Land Use Plan as it goes to public hearings before the Mesa County and Grand Junction Planning Commissions. (Please see hearing schedule on back of page.)

Thank you for your time and interest.

P:\WP\WPDOCS\LUPLAN\GRANT\FINAL.LTR

**MESA COUNTYWIDE LAND USE PLAN  
and  
GRAND JUNCTION GROWTH PLAN**

Two Rivers Convention Center  
(1st and Main Streets - Grand Junction)

---

**RURAL AREA PLAN HEARINGS**

Public testimony will be taken:

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AND

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6:00 PM - 9:00 PM

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**CONSIDERATION OF PLAN ADOPTION**

The Planning Commissions will consider adoption of the plans on:

THURSDAY, 8 AUGUST 1996

6:00 PM - 7:30 PM    Joint Urban Area

AND

8:00 PM - 9:30 PM    Rural Area Plan

MESA COUNTY LAND USE INCENTIVES  
FINAL REPORT

June 24, 1996

Hale Pratt Midgley Laitos  
Green and Hackstaff, P.C.  
1675 Broadway, Suite 2000  
Denver, Colorado 80202

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3.6.3	Advantages and Disadvantages of Rural PUD . . . . .	30
3.7	Change Zoning . . . . .	30
3.7.1	Advantages and Disadvantages of Change in Zoning . . . . .	30
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identifies and evaluates for applicability to Mesa County several techniques that have been implemented to encourage growth to locate in Target Areas. These include density bonuses, transfer of development rights, relaxed development standards, streamlined administrative procedures, rural cluster subdivision exemption, planned unit developments, down-zoning, and impact fees.

The report concludes that Mesa County should begin to implement strategies that encourage clustering in Target Areas while protecting agricultural land by taking a series of recommended actions.

**Identify and Evaluate Target Areas.** Identify and evaluate the areas in which growth will be encouraged, taking into consideration these factors: future land use plans; service capacity; prime agricultural lands, natural hazards, steep slopes, wildlife areas and areas of significant vegetation; minimization of vehicle miles travelled and adjacent land uses.

**Negotiate Intergovernmental Agreements.** The County should negotiate intergovernmental agreements with municipalities and special districts that address utility extension policies, permanent growth boundaries, receiving zones for development rights and uniform fee structures.

**Establish Overlay Districts.** Overlay districts should be established that define standards for density, siting, open space, infrastructure and other planning elements for each identified Target Area.

**Establish A Rural Subdivision Exemption.** Overlay districts alone will not positively affect development patterns unless the County designs an alternative to carving up agricultural land in outlying areas into 5-acre lots allowed under current zoning. The County should implement a rural subdivision exemption similar to the Routt County Land Preservation Subdivision ("LPS").

**Initiate a Pilot Project for Transfer of Development Rights** TDRs provide the owner of agricultural land an alternative to subdividing the land that is a powerful tool to encourage growth to locate in Target Areas. The County should seek funding from Great Outdoors Colorado and coordinate with public land trusts to establish a pilot project.

**Coordinate Capital Improvement Planning with Land use Objectives.**

Utility extensions and improvements in Target Areas should be a top priority whereas extensions and improvements in outlying areas should be minimized.

In conclusion, the recommendations in this report are the beginning of a process to encourage growth to locate in and

around existing growth centers. The best approach for Mesa County will evolve over a period of many years but there is little doubt that concentrated growth patterns have fewer costs and greater benefits than leap frog development and sprawl.

## INTRODUCTION:

**Purpose of the Report.** The purpose of this report is to identify alternative land use incentives that encourage growth to locate in and around existing rural and urban communities (Target Areas) in Mesa County, a land use strategy developed in response to problems and goals identified in the Mesa Countywide Land Use Plan.

According to the Mesa Countywide Land Use Plan, residents want to preserve the extensive agricultural and open space land surrounding the urban areas and want to reap the benefits of more efficient streets and utility services. Unfortunately, sprawling infrastructure, historical development approvals and market demand for large lots has led to leap frog growth and decreased urban density.

The Countywide Land Use Plan also documents that residents are concerned about increased traffic, utility demands, park usage and school enrollment pressure. The need to expand utility systems to keep pace with growth typically translates into rate increases and as streets, parks or schools become more crowded, residents begin to resent growth.

In response to these issues, the Joint Steering Committee recommended preferred land use scenarios for rural and urban areas. The preferred scenario for the rural planning area is "concentrated rural growth" which incorporates four principles:

1. To respect the historic and existing private property rights, customs and culture of Mesa County.

2. To recognize that urban/rural sprawl are neither desirable nor cost-effective.

3. To encourage future growth to locate in and around existing urban and rural communities. Mesa County will provide a variety of policies, programs and incentives to private property owners.

4. To encourage cost-effective and efficient infrastructure when development is approved in outlying, non-adjacent agricultural lands, development shall pay its fair and equitable cost of providing all related utilities, services and facilities. and articulated goals and policies as part of the Mesa Countywide

## Land use Plan.

The preferred scenario for the joint urban planning area is defined by eight principles:

1. Concentrate urban growth.
2. Support/enhance existing neighborhoods.
3. Reinforce existing community centers.
4. Provide open spaces throughout the urban area.
5. Ensure that development pays its own way.
6. Disperse higher density housing.
7. Continue coordination to implement the Plan.
8. Retain valued cultural and environmental resources.

The incentives strategies selected by the County for consideration in this report will help the County to achieve these preferred scenarios.

**Methodology.** In preparation for this report, literature describing various growth management tools has been reviewed, interviews have been held with various municipal and county officials around the United States and specific regulatory approaches used to encourage the location of development in target areas have been evaluated. In particular, representatives from communities in California, Colorado, New Jersey, Vermont, Minnesota, Montana, Washington, Pennsylvania and Oregon have been interviewed.

Additionally, the Mesa County Board of County Commissioners, Planning Commission, planning staff and the Mesa Countywide Steering Committee have provided input regarding specific County land use planning objectives and challenges. Representatives from the local business and development community were also interviewed. Finally, the Mesa Countywide Land Use Plan was used as a guide to understanding how Mesa County residents see the future of the County. The Land Use Plan is organized around Rural Planning Area issues and Urban Planning Area issues. As part of the Countywide planning process, goals were identified for both of these planning areas. The recommended strategy to encourage growth to locate in and around existing growth centers is a tool to implement many of those goals.

### **1.0 Benefits of and Obstacles to Clustering Growth in and Around Existing Communities.**

For purposes of this report, the short-hand terms "clustering" or "cluster development" will be used to refer to the practice of locating growth in and around existing communities. Cluster or cluster development can refer either to county-wide land use patterns or to site design techniques applied to specific developments. In both cases, the primary purpose is to reduce sprawl by concentrating growth.

### **1.1 Reducing the Costs of Sprawl.**

Cluster development is essentially an approach first used in many parts of the country where urban sprawl and the proliferation of tract housing has resulted in increased costs to provide public services and the loss of quality of life. Unchecked sprawl has been associated with enormous social, environmental and economic costs to states that have experienced significant growth over the last decades. In California, for example, dependence on the automobile has increased and older neighborhoods have been allowed to deteriorate while infrastructure investments have been left behind that are extremely expensive to replicate in the suburbs. Forty of the state's 350 groundwater basins are seriously overdrafted and natural ecosystems have been destroyed. Based on these impacts, it is clear that a new development model that utilizes land adjacent to existing communities more efficiently, encourages the reuse of land in already developed areas and identifies ecologically important lands is essential.<sup>1</sup>

The premise behind clustering is that open spaces, rural character, environmental assets, prime farm land and other important community resources will be lost unless steps are taken to encourage growth to locate in and around existing growth areas where the infrastructure and services are available, leaving other areas undeveloped.

Through clustered growth patterns, local governments, developers and the public experience cost savings and increased efficiencies. For example, local governments may save on the cost of road maintenance, water and sewer line installation and maintenance and related services where development takes place in and around existing growth centers. Fewer miles of infrastructure translates to lower cost. Where new growth is guided to areas where there is excess utility capacity, services can be provided more cost-effectively because the problem of too little demand in an over-sized capital facility is the primary

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<sup>1</sup> Bank of America, "Beyond Sprawl: New Patterns of Growth to Fit California", Environmental Policies and Programs # 5800, 1996.



obstacle to achieving efficient utility service delivery.<sup>2</sup> In Mesa County, this is a particularly important benefit because of considerable under-utilized capacity in water and sewer facilities. Developers also save on the initial cost of site preparation and utility extensions when growth is clustered. The National Association of Homebuilders has documented a savings of over \$2,000 per dwelling unit in site development costs where a clustered site planning process has been used in lieu of conventional site plan design.<sup>3</sup>

The preservation of open space is another important benefit of concentrating development. Where cluster options are offered, farmers and ranchers may be encouraged to sell a part of their land to generate capital, but still retain the productive portions of their land, thereby supporting the tax base and continuing traditional industries. Home buyers can benefit from communities planned with open space nearby, "without having a yard that is too big to mow but too small to plow."<sup>4</sup>

Energy is saved at the construction phase of development by the reduction in street lengths and utility installations associated with more concentrated development patterns. Later savings in energy are realized in street maintenance, electricity and water transmission, water and wastewater treatment and vehicle miles traveled. Increasing areas of open space and vegetation saves energy by reducing air temperature and the need for air conditioning.<sup>5</sup>

The linkage between urban sprawl, high rates of per capita vehicle use and poor air quality have sparked an interest in using concentrated land use patterns that require less vehicular travel as a tool to reduce pollutant emissions.<sup>6</sup> Studies have shown that locating residential communities too far away from urban areas increases the home-to-work commute, aggravating

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<sup>2</sup> Ford, Kristina, "Planning Small Town America", American Planning Association 1990.

<sup>3</sup> Sanders, Welford, "The Cluster Subdivision: A Cost-Effective Approach", PAS Report No. 356, 1980.

<sup>4</sup> Arendt, Randall, "Open Space Zoning: What it is and Why it Works", Land Patterns, 1996, 1000 Friends of Minnesota.

<sup>5</sup> Erley, Duncan, "Energy-Efficient Land Use", PAS Report No. 135, 1960.

<sup>6</sup> Federal Highway Administration, "Transportation and Air Quality", Policy Discussion Series Number 5, August 1992.

traffic congestion and air pollution.<sup>7</sup> An emphasis on more concentrated development can mitigate these negative impacts and may, over time, increase urban densities to the point where effective bus service or other mass transit become a viable option. For example, research done in Montgomery County, Maryland has shown that one of the most effective measures for reducing air pollution, energy use, and traffic congestion is to adopt "recentralization" policies that encourage housing growth in existing neighborhoods close to the center, rather than at the edges of a region.<sup>8</sup>

**1.2 Elements Necessary for Implementation of Incentives That Work To Encourage Growth to Locate in and Around Existing Communities.**

From interviews with planning practitioners and a review of the literature, several key ingredients emerge as essential to any program that is intended to encourage growth to locate in and around existing growth centers.

**1.2.1 Minimize Conflicts Between Agricultural and Residential Land Uses.**

Some counties have found that certain incentive techniques can cause a conflict between agricultural interests and the residents of new developments unless care is taken to locate denser developments away from productive agricultural lands. For example, experience in Clallam County, Clark County and King County, Washington has shown that "right-to-farm" policies and careful siting and design that take into consideration compatibility with agricultural uses are important to gaining support from the agricultural community for cluster development. Officials from the State of New Jersey, have found that mandatory clustering and state-dictated standards are necessary to minimizing conflicts.

Planners in Rochester-Olmstead County, Minnesota suggest that rural cluster development makes the most sense in transitional areas where residential development is already displacing agricultural operations. In these circumstances, rural cluster development can be designed to preserve open tracts of land large enough for wildlife habitat, recreation or farming that help to protect the rural character of the area. Also, planners in several areas have warned that rural residential

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<sup>7</sup> Bryant, Jim, et al., "Transit-Oriented Development Design Guidelines: City of San Diego Land Guidance System".

<sup>8</sup> Replogle, Michael, "Transportation Conformity and Demand Management: Vital Strategies for Clean Air Attainment", USEPA No. A-92-21 (1/11/93).

development should not be allowed to occur in areas that have been identified as prime agricultural land.

#### **1.2.2 Develop Open Space and Protection Policies.**

Planning practitioners advise that in any development scheme intended to preserve open space and direct growth toward growth centers, land set aside as open space must be large enough to be used for the intended purposes. Systems such as the rural cluster subdivision used by Boulder County that require a percentage of the parcel to be left undeveloped only work where the subdivision is of a large enough size. Otherwise, the land set aside for protection may not be adequate for wildlife habitat, farming, recreation or other intended uses of the reserved land.

In small subdivisions, a minimum size open space parcel that reflects the neighboring land uses may make more sense than determining the size of the open space as a percentage of the entire parcel. For example, around urban areas, the minimum size could be the size of the average park while in more rural areas the average farm size might be a good standard to apply. Where environmentally sensitive land is to be preserved, its function as wildlife habitat or migration pathway might be considered in selecting the size. Alternative preservation techniques for open space such as dedications, conservation easements, restrictive covenants and donations must be available so that developers are not unnecessarily constrained.

#### **1.2.3 Consider Factors Driving Sprawl.**

Another related problem is that Counties often are perceived as being "easier" places to gain land use approvals than municipalities. One solution to this problem is the use of intergovernmental agreements. Uniform development fee structures across jurisdictional boundaries can reduce the appearance that the County is more hospitable to development than the incorporated municipalities. Similarly, it is often easier to develop in outlying areas of a county than in or around existing communities because there are less people effected by the development. Incentives in rural areas should be carefully crafted so that growth away from population centers does not become an unintended consequence. Experience shows that defining areas where greater density is allowed in concentric rings around existing communities is the best way to address this problem.

#### **1.2.4 Formulate Design Standards for Developed Areas.**

Within the developed areas of any site, design standards are a critical element to the support of an incentive program. Design standards are criteria that address

the physical characteristics of development such as setbacks, siting, signage, building materials, landscaping, circulation systems and the like. Denser, but poorly designed development, is unlikely to be viewed as a pleasing alternative to sprawl thereby reducing the likelihood of public support for an incentives program. For example, development in and around growth centers should incorporate design standards that reflect the adjacent community characteristics. In subdivisions in outlying areas, the design standards should reflect a more "rural" concept.

#### **1.2.5 Keep it Simple.**

Overly complex schemes also inhibit good land use patterns. Any incentive options must be easy to understand. Similarly, they need to be "sold" to the community. Some jurisdictions areas have met with success by arranging "kitchen" visits by private citizens supportive of various options to owners of large tracts of land. **No incentives will work unless they are understood and perceived as protective of private property interests.**

#### **1.2.6 Evaluate Cumulative Effects.**

Finally, the cumulative effects of any incentives must be carefully assessed. For example, groundwater pollution from septic systems is a common problem in western Colorado. Traffic congestion and surface water run-off can be aggravated and increased density near public lands may make access to public lands more difficult. Not all parcels are suitable for development within a zoning district. Where density bonuses are allowed, they must be calculated on the basis of the carrying capacity of the land. Areas of the County where increased density will be allowed can be designated by over-lay districts that are located where project impacts will be minimal.

### **2.0 Overview of Incentives.**

The general types of incentives fall into three categories. First are techniques intended to make development in target areas less costly and more competitive with development in outlying areas. Second are techniques devoted to making it easier in certain areas by relaxing regulatory requirements and offering "rewards" for clustered development. The third is streamlining the regulatory procedures for development in target areas.<sup>9</sup> Usually, a combination of these types of incentives is the most attractive to the development community and the public.

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<sup>9</sup> Ford, Kristina, "Planning Small Town America", American Planning Association, 1990.

## 2.1 Selection of Incentives.

In the first phase of this project, a laundry list of various incentives from each of the three types was prepared and discussed with the Mesa County Commissioners, the planning staff and representatives from the Mesa County Land Use Committee. A copy of this list is included as an appendix to this report. The initial list was refined based upon input received during these discussions. Finally, a description of several incentives was provided in the Preliminary Report which was circulated for comment by the Mesa County planning staff.

## 2.2 Legal Basis.

Unless otherwise noted, the legal authority to implement land use incentives comes from the expressly delegated authority conferred on counties by the Local Government Land Use Control Enabling Act, C.R.S. § 29-20-101, *et seq.*, and the County Planning Code, C.R.S. § 30-28-101 *et seq.*, which allow counties to:

"[D]ivide the territory of the county which lies outside of cities and towns into districts or zones of such number, shape, or areas as it may determine, and within such districts or any of them. . .[to] regulate the. . .uses of land." . . .County zoning regulations promulgated under the County Planning Code may include the classification of land uses and the distribution of land development and utilization. . ."10

The Land Use Act provides local governments with extensive authority to plan for and regulate the use of land resulting in changes in population density based on the impact of development on surrounding areas of the community.<sup>11</sup> County zoning regulations may include the regulation of population density and distribution, and the location and uses of land for trade, industry, residence, recreation, public activities, or other purposes.<sup>12</sup> The Colorado Land Use Act was amended during this legislative session to add express authority for counties to allow cluster development exemptions.

The incentives identified in this report will allow the County to regulate population density, plan for the development of services and facilities and to regulate the use of land on the

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<sup>10</sup> Board of County Commissioners v. Bowen/Edwards Associates, Inc., 830 P. 2d 1045 (Colo. 1992).

<sup>11</sup> Section 29-20-104(1).

<sup>12</sup> Section 30-28-111.

basis of impact on the community or surrounding area. Thus, the incentives help to achieve the objectives of the enabling legislation in furtherance of the promotion of community health, safety and welfare. Although Colorado courts have not expressly ruled on the validity of each of the proposed incentives, growth management ordinances have been upheld as falling within the scope of legislative authority.<sup>13</sup>

### 3.0 Description and Discussion of Incentives.

On the basis of research and interviews conducted for this report, the following incentives have been identified as having the greatest potential to achieve the County's objective of encouraging growth to locate in and around existing growth centers and protecting agricultural lands.

#### 3.1 Density Bonuses.

Density bonuses are an increase in the number of dwelling units allowed per acre from the number allowed in the underlying zoning category. Density bonus systems are the most commonly used incentive to encourage clustered development. Density bonuses have been used to encourage developers to provide higher quality design, more or better public facilities or greater amounts of open space than can be required under conventional subdivision regulations. An example of the density bonus approach has been implemented by Mesa County around Orchard Mesa where a maximum density of one dwelling unit per 2.5 acres is allowed and is available for tracts of land 10 acres or larger in size. Most density bonus systems require two major concessions from developers before density bonuses can be earned: development must be clustered on a portion of the parcel and undeveloped land must be permanently set aside with one or more land preservation techniques. The undeveloped land may be held in private hands so long as it is protected from development.

Several counties in the State of Washington have implemented density bonus systems. For example, Clallam County has established a "Rural Character Conservation Zone" which allows a developer to double density from one unit per five acres to ten units per five acres if homes are clustered and open space is preserved. In Clallam County's "Agricultural Overlay Zone" the density can increase from one unit per ten acres to one unit per 2.4 acres if at least 70% of the land remains undeveloped. The County believes that the density bonus system has helped to preserve rural character and improved service delivery

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<sup>13</sup> See, e.g., Wilkinson v. Board of County Commissioners, 872 P. 2d 1269, (Colo. App. 1993), (Pitkin County Growth Management Quota System upheld as valid exercise of county land use authority).

efficiencies. King County, Washington also has successfully used density bonuses to encourage clustering in suburban areas.

Clark County, Washington has not had the same success with density bonuses. The County began using density bonuses in the early 80's but rescinded the ordinance in 1992. There, very large density bonuses in exchange for clustered development resulted in rampant use of the program. Areas of the County where density bonuses could apply were not carefully selected to avoid conflicts with agricultural interests and the reserved open land size was often too small to be useful. The County may, however, consider trying the program again with an approach that would be designed to avoid the negative impacts associated with the first program.

**3.1.1 Density Bonus Within 201 Areas (Sewer Service Areas) in Mesa County.**

As an incentive to clustering growth in and around existing growth centers in Mesa County, areas currently zoned AFT bordering communities within the 201 Area, (e.g., within a one mile radius of the community), could be allowed to develop at a density of up to one dwelling unit per two acres in lieu of the one unit per five acres allowed under the AFT zoning category. This can be accomplished either by rezoning, or establishing overlay districts around growth centers. The location of overlay districts should take into consideration areas with excess utility capacity and should avoid lands designated by the County as "significant". The total development allowed should be kept well within the capacity of natural, infrastructural and environmental systems.

The Countywide Land Use Plan reports that the most rapid growth in the County is occurring on the "fringe" of existing municipalities. Through the use of density bonuses, the County could manage this trend so that development was targeted to the areas with the capacity to best accommodate the development. To the extent practicable, growth could be guided toward communities with employment and shopping opportunities so that vehicle miles travelled and attendant air quality impacts could be reduced. Through site planning standards, pedestrian-friendly circulation systems also could be required.

**3.1.2 Density Bonus Outside of 201 Areas.**

For areas zoned AFT surrounding communities outside of the 201 Area, same as 3.1.1 except that there would be a minimum lot size established.

**3.1.3 Sliding Scale Density.**

Under a sliding scale density bonus scheme,

density bonuses may be available where a developer controls a minimum amount of land in Mesa County's AFT zone (e.g., 10 acres) if the proposed development is designed to preserve farmland, wetlands, ridgelines, riparian areas or other special lands identified as appropriate for preservation. The larger the size of the parcel, the more dwelling units per acre may be allowed. For example, if the developer controls 10 acres, three (3) dwelling units may be allowed instead of two (2); if 20 acres are controlled, then six (6) dwelling units may be allowed instead of four (4), and so forth. In exchange, the developer would agree to preserve special lands through one of the acceptable techniques and would follow clustering guidelines. The sliding scale density concept is being used in

The sliding scale density bonus would be implemented as an amendment to the AFT zoning regulations. In conjunction with the sliding scale density bonus system, the County should also establish either a minimum number of acres to be preserved or a ratio of "bonus" lots to the number of acres preserved. The Town of Crested Butte is in the process of adopting regulations to allow the latter.

#### **3.1.4 Advantages and Disadvantages of Density Bonus Systems.**

##### **Advantages:**

- a. Density bonuses are fairly easy to design and implement. The County already has a density bonus system in place around Orchard Mesa which could easily be adapted for other growth centers.
- b. Developers are used to evaluating projects on the basis of the number of units per acre and view additional units as a real incentive.
- c. Denser development may eventually make alternative forms of transportation more feasible thereby reducing dependence on the automobile and attendant air quality impacts.
- d. The County has control over where density bonuses will be allowed so it is a good tool for guiding growth to areas with excess utility capacity and away from sensitive lands.
- e. If open lands preservation is a primary goal, tying the number of units allowed to the amount of undeveloped land protected would provide an easy to understand cause and effect.



### **Disadvantages of Density Bonus:**

a. The County already has in place comparatively dense zoning. There simply may not be a market for increased density.

b. Given the proliferation of water and sewer lines throughout the County, it may be difficult to articulate a rational basis for not allowing density bonuses throughout the County since there is excess utility capacity in many areas.

c. The sliding-scale density bonus concept could lead to too much development in outlying areas of the County if the number of bonus units allowed is a function of parcel size since the largest parcels are likely to be located in outlying agricultural areas.

### **3.2 Transfer of Development Rights.**

Mesa County's zoning scheme regulates the use and development of land largely by delineating the type of use, height, bulk and density of permitted uses in a given zoning category. Parcels of land may have unused, but quantifiable "rights" to develop at a certain density based upon the number of dwelling units allowed per acre in a given zoning district. A relatively recent innovation in zoning is to treat "development rights" attributable to the zoning ordinance as severable from the land and transferable to another location. Under a Transfer of Development Rights program, a farmer desiring to preserve prime agricultural land, environmentally sensitive land or other special lands can realize the development potential of his property by 1) increasing the density on the developable portions of his land, or 2) by transferring density to other lands in designated "receiving areas" in exchange for withdrawing other land from development.

TDR programs allow development rights to be severed from the land and transferred to more suitable lands designated for additional growth. The land that is stripped of the development rights is then restricted from non-agricultural uses through the imposition of a conservation easement. Typically, the farmer donates the easement to a land trust or similar conservation organization which allows him to take advantage of tax credits for a donation. Donated easement land trust does not convey a right of access to the land trust; it is merely a use restriction like zoning. The farmer continues to own and use the reserved land privately-he is merely restricted from developing the property for non-agricultural purposes-and does not have to allow access to the land by the public.

Typically, the development rights are valued by subtracting

the appraised value of the land with the conservation easement from the appraised value of the land without the conservation easement. When these rights are transferred to a purchaser, the farmer receives compensation for their value. Inheritance taxes are also reduced because the value of the farmer's land is lower once the conservation easement has been imposed.

There is no express statutory authority that allows a county to establish a TDR program nor has such a program been challenged in the Colorado courts. TDR programs have, however, been upheld in other states where courts have recognized a property owner's right to sell or lease development rights.<sup>14</sup> Since their objective is to allow the County to manage growth patterns and protect sensitive or other special lands, it would appear that TDR programs would fall within the very broad authority to plan and manage growth granted to local governments by the County Land Use Act and the Local Government Land Use Control Enabling Act.

Transfer of Developments Rights programs differ from community to community, but all include some common ideas:

1. Some area of the community requires protection based on environmental aesthetics, such as wildlife habitat or watershed protection, or maintenance of in place economic structures - such as agricultural or forestry related industries. These areas are known as the "Sending Area", because they are sending development out of the area.
2. Other areas ("Receiving Areas") of the community are better suited for growth because municipal services (public utilities) are available, and existing economic and environmental assets won't be harmed by the development and growth.
3. The rights to develop are severable from the property and have monetary value and market potential.

TDR programs are often developed in conjunction with other alternative programs of growth management and resource protection, such as using cluster development as a zoning tool, or working with non-profit land trusts. TDR's may be implemented

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<sup>14</sup> See, e.g., Hotel Taft Associates v. Sommer, 34 Misc.2d 367, 226 N.Y.S.2d 155, aff'd 236 N.Y.S.2d 939, 18 A.D.2d 796 (1962), (upholding agreement where landowner transferred to another the unused zoning density of his lot); Gardner v. New Jersey Pinelands Commission, 125 N.J. 193, 593 A.2d 251 (1991) (upholding TDR program); Barancik v. County of Marin, 872 F.2d 834 (9th Cir. 1989) (same); DuPont Circle Citizen's Association v. District of Columbia Zoning Commission, 355 A.2d 550, (D.C. App. 1976) (same).

in either a regulatory requirement fashion, or as a voluntary program, with incentives.

The TDR program works something like this:

A landowner in a sending area owns a piece of land with development capacity of 100 single family residences under conventional development standards. Another landowner in a receiving area owns a piece of land that can accept 100 credit units, and thereby increase the development potential on his land by 100. The receiving land owner purchases the 100 unit credit from the sending landowner, and the send landowner's property has deed restrictions placed against it from future development. TDR programs allow the sending landowner to receive equity value from the land, while maintaining it in its current state.

The idea of using TDR as a mechanism for protecting land assets has been around since at least the late 1970's; however, the concept has been limited in its actual application. Following are comments from different communities who have attempted to implement some kind of TDR program: In California, the Marin County Board of Supervisors approved the use of TDR's in 1981, but few transfers have actually taken place. According to County Planner, Christine Gimmler, and Bob Berner of the Marin Agricultural Land Trust (MALT) Marin's program has been under-utilized because:

1. The County has not designated receiving zones;
2. The County's Zoning Ordinance is vague, and there is no assurance that a landowner's request to transfer will be approved by the Board of Supervisors, which ultimately has to have final approval of each transfer.

Bob Berner says, "The landowners don't want to go to the effort of trying to find a receiver, negotiate the dollar value of the transfer with the receiver, go through the zoning process, and come to the other end with a "No!" from the Board of Supervisors. The zoning ordinance would need to be amended to that landowners know that if they do X, Y, and Z the transfer will be allowed to take place."

3. MALT is in place to purchase development rights from landowners who wish to sell them; however long term fund availability may prohibit MALT from making a significant difference. MALT is a member-supported, non-profit that receives funds from grants, both public and private, and member contributions. To

date they have acquired the rights to over 25,000 acres on 38 farms and ranches in Marin County.

"One of the most important things about MALT is that it was built by an unusual coalition of the agricultural community and environmentalists.," states Bob Berner. "That marriage has helped us influence public policy and raise awareness of the importance of our agriculture."

**Monterey County, California,** has had transfers available since the late 1970's. The Monterey program is not intended to protect agricultural land, but to protect coastal lands. The county's zoning code already protects agricultural land through a zoning restriction that allows only one house per forty acres, but the house being built must be integral to the agricultural endeavor. Nick Chulos, County Planner, indicates that the value of the land for agricultural purposes always has been greater than the value for development, so when the zoning ordinance was written this way there was no real opposition. The agricultural community resists any "encroachment" on its land by cities or developers. On the November, 1996, ballot, a citizen initiated referendum will ask the voters to approve a requirement that no area currently designated as Agricultural lands can be developed, rezoned, or incorporated into municipal boundaries without an election. The referendum is expected to pass with wide community support.

The **Big Sur Coastal Protection Plan** is the part of Monterey County's Planning and Zoning Codes that allows the use of TDRs. The option has been available since 1978, along with a clustering option. The main object is to protect the coastal view-shed from development. Since its inception, it has been used about thirty times. Landowners who have been involved with the program, either as senders or receivers, seem pleased with it, and the area has been maintained in its natural state with little development.

The Monterey TDR program is voluntary, but uses a 2:1 incentive development rate for rights transferred outside the view-shed. Chiulos notes, "What has happened in about half the transfers is that an owner of land in the view-shed has purchased land outside the view-shed and then transfers the rights to the second piece of land."

**Buckingham Township, in Bucks County, Pennsylvania** also has had TDR on the books since the 1970's. The option was only exercised a couple of times between then and 1993, according to Township Manager Beverly Curtain. Like Marin County, Buckingham Township's zoning code allowed TDR, but was so vague that no property owners wanted to "mess with it". In 1994, the Township Board decided to "tweak" the code so that the option would be

more well-received, and the Township has approved about thirty transfers, within the last year, with another dozen or so pending.

Improvements Buckingham Township has made to the TDR program over the years included firming up the sending and receiving zone, making approval a standard procedure like any other planning and zoning request, and providing landowners who have conservation easements with an incentive tax break.

Bucks County also has a County Farm Land Preservation Program. Like MALT, the Bucks County program purchased Conservation Easements from landowners. In Pennsylvania the State has issued bonds to help support easement purchase. Bucks County receives approximately \$3,000,000 per year from the State, and matches this with \$500,000. The bond program has been in place for about five years, and has purchased about five farm's rights per year. The program is popular with the agricultural community according to Rich Harvey, Program Director, but the funding is still not sufficient. "We have a waiting list of around forty farms wanting into the program, and we get about fifteen new applications per year," states Harvey.

Montgomery County, Maryland has had its program on the books since the early eighties, and is considered by many to be the model program for "down-zoning" agricultural land in exchange for TDR opportunities. Around 1980, the County began working on a new Comprehensive Master Plan. One part of the plan included rezoning in Agricultural/Rural Zones from 1:25 acre zoning down to 1:5. The property owner could retain and sell the credits left at 1:5; for example, if a landowner owned 500 acres with development potential of 100 units, after the rezoning the landowner could develop up to 20 units on the 500 acres and sell up to 80 credits. Credits were transferrable to any designated receiving zone (including in local municipalities based on joint agreements). Base zoning in the receiving zones remained at its 1980 levels, but TDR credits were able to significantly increase the zoning. In some receiving zones the units are allowed to increase density from single family residential to multifamily.

The worst problem as far as Planner, Dean Mellander, is concerned, is that some residents in some receiving zones have not been happy at the increased density in their neighborhoods. According to Mellander the current market value on TDR credits is around \$8,000 to \$10,000 per unit, so agricultural community is quite pleased with the program. After a property owner sells the credit, they can apply to the State of Maryland for a Property Tax Abatement, which further sweetens the pie.

After about five years of debate, **Santa Barbara County**, California, adopted its TDR program in 1994, but financial considerations held up implementation of the program until this

year. This year, the program is being implemented on a pilot basis in conjunction with a cluster development option. Santa Barbara County is a fully-platted county, with many "antiquated" sub-divisions on the books, according to County Planner, Jemma Garmon. These antiquated sub-divisions have never been developed, but are nonetheless eligible for possible development.

One of the main obstacles the County faced in trying to adopt and implement the program was from private property owners rights groups. Although the County's program, as adopted, is voluntary, these groups opposed it because they were afraid it would be made into a mandatory program and did not fully understand its implications.

One of the more recent counties to adopt TDR is **Thurston County**, Washington. In 1990, the State of Washington adopted a Growth Management Act that required all counties and municipalities to identify if agricultural or forest resource lands, and to develop a long term plan for their preservation. Thurston opted to design a program similar to Montgomery County, Maryland, using rezoning in conjunction with TDR credits. Receiving zones are in urban communities based on joint powers agreements.

Thurston's program is new enough that no finalized transfer has been accomplished. The program requires the farmer to have his land surveyed, then upon filing a conservation easement with the County, the County will issue the farmer TDR credit certificates. Each credit certificate is good for one unit, and they are considered a negotiable instrument.

### **3.2.1 Transfer on Same Property.**

Under this approach, a property owner is allowed to permanently withdraw from development a portion of lands in exchange for an increase over the density allowed by the underlying zone on the remaining portion of the land. For example, an owner of a 100 acre parcel in an area zoned for one unit per 5 acres could cluster his 20 allowable units to a 25 acre portion of the parcel and the remaining 75 acres would be withdrawn from development. The area of the land withdrawn from development will be preserved through a technique acceptable to the County.

### **3.2.2 Transfer to County Receiving Zones.**

Where a property owner is interested in protecting prime agricultural or other special lands, but wants some return on the land's development potential, development rights may be transferred to other parcels of land in the County which have been set aside as receiving zones. Receiving areas should be designated by the County in and around urban and rural

growth centers. The type of development allowed in a given receiving area would be determined by a number of different factors. The County would define receiving areas based upon the availability of services, adjacent land uses and the over-all suitability of the land for development, taking into consideration soil, geology, topography, vegetation and other characteristics.

### **3.2.3 Transfer to Incorporated Municipalities.**

Receiving areas may also be designated within incorporated municipalities through an intergovernmental agreement between the County and the municipality. Boulder County has executed intergovernmental agreements to allow the transfer of development rights across jurisdictional boundaries.

### **3.2.4 Advantages and Disadvantages of TDRs.**

#### **Advantages of TDRs:**

a. TDR programs offer landowners an a means to preserve open space or agricultural uses without giving up potential property value.

b. TDR programs recognize and protect as a legal interest "rights" associated with zoning.

c. Because the County identifies the receiving zones areas, it can dictate that rights will be transferred to areas in and around growth centers.

d. Mesa County has begun the process of an intergovernmental-agreement between Palisade, Grand Junction, Fruita and the County which could incorporate TDR programs.

#### **Disadvantages of TDRs:**

a. A TDR Program must be combined with land preservation techniques so that the sending land is protected.

b. TDR programs require that there is a market for purchasers of development rights and that development rights are valuable. In times of slow growth, there may be little interest in TDR options. Before a TDR program is implemented, the County should perform a market analysis to determine if there are potential buyers and sellers.

c. Identifying sending areas, keeping track of the transfer of rights and enforcing covenants and restrictions on protected lands can require complex regulations and well-trained staff if the program is in demand.

d. To encourage growth to occur within incorporated municipalities, transfers from unincorporated to incorporated areas must be allowed. This requires intergovernmental agreements and a well-developed spirit of intergovernmental cooperation.

e. Areas in and around growth centers identified as receiving areas must be available for development at the time a transfer is made or the County must establish a "bank" to hold the rights, a potentially time-consuming and complex process to implement and administer.

### **3.3 Relaxed and Revised Standards.**

Certain County standards can be relaxed in designated growth areas to reduce the cost of development or to provide more options to a developer. The most obvious examples are:

#### **3.3.1 Create More Flexible Park and Open Space Dedication/Preservation Requirements.**

Unless the County has defined a need for a lot of "parks", the park dedication requirement or park impact fee can be broadened to apply to other categories of open space and set-aside-techniques. The park dedication requirement within a subdivision should be amended to reflect the standards of Dolan v. City of Tigard and to provide more options to the subdivider. For example, the amount of land required for dedication should be based upon a number of acres per unit constructed so that there is a relationship between the impacts and the dedication requirement. In addition, the subdivider may be given several options for open lands requirements other than dedication or fee in lieu of parks. This is particularly important in rural areas of the County where developed parks are not desired. Options include:

- a. conveyance of the fee interest to the County.
- b. conveyance of the fee interest to a "qualified conservation organization."
- c. imposition of a restrictive covenant running with the land, which is enforceable by the County and which precludes its development for all uses and gratuity with the exception of uses amenable to the land set aside.
- d. conveyance of a conservation easement.



### **3.3.2 Relax Road Improvement Requirements.**

The AFT requires major subdivisions to construct adjacent roads to County standards. Instead, developer required improvements to substandard roads could be limited to roads actually impacted by the subdivision. The County should establish rural and urban road standards rather than requiring all roads to conform to the same standards. Road standards are less stringent for "rural" development than for urban development. The rural road standard could apply to subdivisions that result in a smaller number of dwelling units per acre than allowed by the zoning. For example, if a property owner in rural areas zoned AFT would agree to develop at an average density of one dwelling unit per 35 acres instead of the allowed one unit per five acre density, the less stringent rural standards would apply.

### **3.3.3 Relax Shared Driveway Standard.**

Major subdivisions in the AFT could be allowed more flexibility in shared use of driveways in exchange for compliance with clustering guidelines.

### **3.3.4 Relax Interior Street Widths in Clustered Development.**

Street widths within a clustered subdivision can be reduced so that a developer has more developable land and lower infrastructure costs.

### **3.3.5 Reduced Lot Frontage.**

One of the most significant influences on development costs is lot frontage. Allowing less frontage reduces the length of streets and utilities thereby making it less expensive to develop a site. Lot frontage requirements could be relaxed in urban areas of the County. An example of this technique is the "flagpole amendment" to the mesa County Code.

### **3.3.6 Advantages and Disadvantages of Relaxed Standards.**

#### **Advantages of Relaxed Standards:**

a. The relationship between relaxed standards and cost-savings to a developer is direct and easy to understand making it an easily understood incentive.

b. It is relatively simple to identify which standards can be lowered without causing undesirable impacts, and in fact, Mesa County staff members already have generated a list of those standards amenable to relaxing.

c. Few if any additional staff resources would be necessary to implement this incentive.

**Disadvantages of Relaxed Standards:**

a. Relaxed standards only work to the extent standards are otherwise uniformly applied and enforced outside of target areas.

b. Only certain development requirements are conducive to being relaxed. Because of the limited number of standards that can be relaxed, there simply may not be enough cost-savings to a developer for this technique to act as a real incentive to develop in target areas. Also, some developers have expressed the opinion that standards are generally too stringent and should be relaxed as a matter of course.

**3.4 Streamlined Administrative Procedures.**

Generally, the number of review steps, application requirements and public hearings can be reduced for any land use types such as clustering that the County wishes to encourage. Any changes to the Land Use Code made to incorporate incentives should ensure the fewest possible number of review steps.

**3.4.1 Advantages and Disadvantages of Streamlined Procedures.**

**Advantages of Streamlined Procedures:**

- a. Time is money.
- b. A simple procedure is often more likely to be attractive to a developer because it is easier to understand.

**Disadvantage of Streamlined Procedures:**

- a. Once procedures are relaxed for development in target areas, the County will be under pressure to streamline all aspects of the development review process.
- b. Developers are not taking advantage of the one-step review process available for PUDs and Minor Subdivisions now.

**3.5 Rural Cluster Subdivision Exemption.**

The Rural Cluster Subdivision Exemption is a voluntary administrative process to permit alternative land use and lot size patterns on 35 acre parcels that do not require County subdivision review. This would ensure property owners one

dwelling unit per 35 acre but permits flexible "building sites" and lots available for ownership transfer that are smaller than 35 acres, with a minimum lot size to be determined by the County. Developed areas would be designed with clusters of fewer than 8 to 10 lots, removed from active agricultural sites. The over-all average density would not change and undeveloped land is protected through a conservation easement. Administration of rural cluster subdivisions can be delegated to the County Planning Staff with limited Planning Commission review on a consent agenda and final sign off by the Board of County Commissioners.

Routt County has recently adopted regulations for a Land Preservation Subdivision Process, a form of rural cluster subdivision exemption. The primary goal of the LPS is to prevent the County from being carved up into 35 acre parcels by those seeking to avoid the County's subdivision process. The LPS is intended to foster continued agricultural uses, protect open space and rural character while maintaining the currently allowable density and development expectations. To be eligible for the LPS, the land must be in the Agriculture/Forestry zone district and be at least 70 acres in size. The owner must execute a development agreement with the county that sets forth the maximum number of units that may be developed which is one unit per 35 acres, unless bonus lots are awarded. An applicant is entitled to one bonus lot for each 100 acres of land preserved as undeveloped. The recently enacted "cluster legislation" at the state level should allay any lingering fears about the availability of this technique.

The Rural Cluster Subdivision Exemption is accompanied by design criteria that include development principles and objectives about the needs to be achieved by the development and specific design guidelines and standards to implement the objectives and principles. Routt County has adopted LPS standards and guidelines for agricultural lands; visual resources; rivers, lakes, wetlands and riparian areas; infrastructure, wildlife and geologic, fire, flood and slope standards. An example of an agricultural guideline is to require an applicant for the LPS to "reserve commercially viable enclaves of large scale agricultural operations." An example of a visual resource guideline is "avoid long, uninterrupted rows of houses lining major roadways."

The Rural Cluster Subdivision Exemption can be integrated with the transfer of development rights process described for transfers on the same parcel. The landowner may be allowed to create "no-lot-line" subdivision where family members and agricultural employees can be accommodated without the transfer of the title on the property. The recently adopted "Dwelling Groupings" amendment to the Mesa County Code incorporates this principle.

**3.5.1 Advantages and Disadvantages of Rural Cluster Subdivision Exemption.**

**Advantages:**

a. Protects open space, environmentally sensitive lands and agricultural resources without interfering with allowable density and development expectations.

b. Provides a simple, predictable and timely administrative review process.

c. Encourages "rural character" development with less roadway than typically found in large lot subdivisions thereby minimizing vehicle miles travelled.

d. Coupled with other techniques, could be used as an incentive to encourage landowners in Mesa County to voluntarily seek zoning change from AFT to Agricultural (AF 35).

**Disadvantages:**

a. Staff is delegated discretion to interpret design guidelines.

b. There is not any land in Mesa County zoned Agricultural (AF 35) so the usefulness of the exemption may be limited as a stand-alone-alternative. But combined with other techniques or as expanded to the AFT zone, this could be a powerful tool.

c. Although clustering of dwelling units is required within a Rural Cluster Subdivision, the technique used alone does nothing to cluster growth in and around existing growth centers.

**3.6 Planned Unit Developments.**

**3.6.1 Rural Planned Unit Development.**

An alternative to the Rural Cluster Subdivision Exemption is a residential PUD which allows for an increase in density from one dwelling unit per 35 acres up to one unit per 17.5 acres (or some other number) on a minimum size parcel with the goal of preserving agricultural, environmental or open-space resources. These resources are preserved through a conservation easement and are appropriate for lands that have been identified as prime agricultural lands, critical wildlife habitats or corridors, natural landmarks, wetlands or other lands to be preserved. Unlike the current Mesa County PUD which is a

zoning category, this PUD would be more like a type of subdivision process.

Some counties also require that for an area to be eligible for a Non-urban Planned Unit Development, it must include a certain percentage of the area covered by eligible lands. For example, Boulder County requires that 75% or more of the area is covered by special lands. Any use or combination of uses allowed in the underlying zoning district may be included in a NUPUD and/or approved as part of a development plan. The "outlot" is preserved for agricultural purposes or open space and subdivided lots can be anything allowed in the underlying zone or any use requiring special review.

Boulder County restricts the developed area of a NUPUD to no more than 25% of the total area of the NUPUD but provides a process to waive that requirement. Research shows that the better approach to determining the size of the outlot is to base its size on its intended use. For example, if it is intended for wildlife habitat, its location and size should reflect wildlife needs. If its use is for farming, the outlot should cover the area of the parcel with the most productive soils and the minimum size should reflect the acreage required for the particular crop.

### 3.6.2 TDR Planned Unit Development.

Under this system, the County would officially designate certain sites throughout the County on maps as "sending" areas and "receiving areas". The receiving areas are identified, meet certain criteria and standards for approval and establish a maximum allowable total number of units. A conservation easement or other acceptable means of land preservation is implemented to prevent further subdivision or development on lands from where the transfer occurs.

The TDR/PUD must be adjacent to and compatible with adjoining development and land uses and may not be located in any prime agricultural lands, designated open space, critical wildlife habitat, or other lands that have been designated as lands to be preserved. Development rights may be transferred to an approved receiving site only after the applicant obtains Development Right Certificate for each right to be utilized from eligible sending site. The certificate is issued by the County upon the conveyance of a conservation easement to the County (or other designated conservation organization) on the sending site. A variation of this approach is to create "overlay" districts as receiving areas.

### **3.6.3 Advantages and Disadvantages of Rural PUD.**

#### **Advantages:**

a. Provides an alternative to carving up agricultural lands into smaller parcels while allowing landowners to realize development expectations.

b. Promotes clustered design thereby reducing miles of roadway and utilities per capita and reducing vehicle miles travelled.

c. Increase in density over density allowed in underlying zoning category is an obvious incentive to developers who are used to measuring profit in terms of density.

#### **Disadvantages:**

a. May encourage too much density in outlying areas unless receiving areas are carefully designated.

b. Because there is not a lot of land zoned Agricultural (AF 35), the usefulness of the Rural PUD may be limited but should be considered with other techniques.

### **3.7 Change Zoning.**

Perhaps the easiest way to manage and guide growth is to change the zoning in the County. Presently, much of Mesa County is zoned AFT which allows one dwelling unit per five acres. This zoning is contrary to the goal of encouraging growth to locate in and around existing growth centers and preserving agricultural lands. If the zoning were changed to allow 2 to 5 dwelling units per acre in and around rural communities and the rural areas outside of growth centers were rezoned to allow one dwelling unit per 35 acres, growth would be more likely to occur in and around existing communities. The County should take a close look at existing zoning throughout the County, however, to identify areas where the zoning is patently inappropriate (e.g. high density planned zones, outlying industrial and commercial zones or parcels where the landowner would like to down-zone voluntarily).

#### **3.7.1 Advantages and Disadvantages of Change in Zoning:**

##### **Advantages of Changes in Zoning:**

a. Zoning changes are comparatively simple to accomplish.

b. Denser development would be forced to

occur in growth centers, thereby reducing the vehicle miles travelled.

**Disadvantages of Changes in Zoning:**

a. There is a perception in Mesa County that existing zoning confers a property right on a landowner.<sup>15</sup> Any attempt to unilaterally "down-zone" would meet with political opposition.

b. Down-zoning alone will not help to preserve and protect agricultural lands. Because divisions of land into parcels of land greater than 35 acres are exempt from subdivision regulations, other regulatory changes would be necessary to ensure that down-zoning does not result in the County being carved up into 35 acre parcels without review.

**3.8 Capital Improvement Planning and Impact Fees.**

In many parts of the country, new development is guided to growth centers through utility extension and road improvement policies. Simply put, local governments through their capital improvement planning process extend trunk lines and major arterials to areas where they wish growth to occur. Outside of those areas, utility extensions must be installed or financed by a developer. Impact fees based on miles from the nearest arterial or collector line result in development in outlying areas that is more expensive, and therefore, often less attractive to developers.

In areas similar to Mesa County where water, sewer and fire are provided either by special districts or municipal governments, intergovernmental agreements ("IGAs") that tie utility extension policies to a county land use plans are being implemented. For example, Larimer County and Summit County, Colorado have initiated these kinds of intergovernmental agreements. Importantly, Mesa County is also in the process of negotiating IGAs and should take advantage of the building momentum to increase intergovernmental cooperation.

**3.8.1 Advantages and Disadvantages of Capital Improvement Planning and Fees.**

**Advantages of Capital Improvement Planning and Fees:**

a. Reduced infrastructure costs or smaller

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<sup>15</sup> The right to develop at a given density does not vest until a site specific development plan has been approved. Thus, there is no automatic property right conferred by zoning.

fees are a powerful incentive to guide development to target areas.

b. Careful capital improvement extension policies tied to logical growth patterns can minimize leap frog growth, reduce service delivery inefficiencies, reduce the per capita costs of services and minimize vehicle miles travelled.

c. Intergovernmental agreements with special districts that tie utility extension policies to land use policies keep land use decisions in the hands of the appropriate governmental jurisdiction so that the "tail isn't wagging the dog".

**Disadvantages of Capital Improvement Planning and Fees:**

a. Sewer and water is available throughout most of Mesa County, even in areas where development may not be appropriate.

b. Intergovernmental coordination with a multitude of different service providers is time-consuming and complex.

c. Reduced impact fees in target areas works only to the extent that charges and fees are more expensive and uniformly enforced in areas of the County where growth is not desired.

d. The authority to assess impact fees, other than dedications for parks and schools, is not expressly granted by statute. Recent Supreme Court decisions arguably require that the County engage in a fairly sophisticated analysis of the relationship between impact fees assessed and the impacts of a project.

**3.9 Brownfields.**

EPA has recently undertaken a new policy direction called Brownfields Action Agenda, an initiative to help communities revitalize industrial and commercial facilities where redevelopment has been stymied by environmental contamination. Brownfields is a term to describe old, potentially tainted or perceived to be tainted sites as opposed to "Greenfields", which the agency uses to describe near-pristine parcels of ground. At the heart of the initiative is an admission that the federal environmental laws and statutes may have had an unintended chilling effect on the conversion of obsolete facilities into productive land uses. The Brownfields program consists of a series of concrete steps that EPA will take and a handful of pilot projects around the United States.



EPA has identified the following elements as essential to the Brownfields initiative:

**Removing sites from CERCLIS.** EPA will remove 25,000 sites from its Superfund Tracking System List which already have been screened out of active investigation.

**Brownfields Economic Development Pilot Projects.** EPA is funding 50 demonstrations of redevelopment solutions during 1995 and 1996. These pilots will include neighborhood groups, property owners, developers, lenders and other stakeholders in redeveloping industrial sites.

**Prospective Purchaser Agreements.** EPA will define the specific situations where it will enter into an agreement not to sue a prospective purchaser of contaminated property for contamination that existed prior to sale.

**Deferral to state clean-up programs.** Where placing a site on the National Priorities List is not warranted, EPA has agreed to defer to Colorado's voluntary clean-up program.

**Defining Municipal Acquisition Liability.** Under CERCLA, governmental units such as counties are exempt when they acquire contaminated property through "involuntary" action but the term "involuntary" is not clear. EPA will clarify this provision.

**Reassuring Property Owners Above Contaminated Groundwater.** Prior to Brownfields, the owner of property above contaminated groundwater may have been held liable for the contamination, even if the contamination was from an off-site source. EPA will not now expect the property owner who did not contribute to the contamination to bear the responsibility for clean-up costs.

**Lender Liability Guidance.** Fear of liability has dissuaded lenders from providing investment capital at industrial sites. EPA will outline its policy not to pursue lenders for clean-up costs.

### **3.9.1 Advantages of Brownfields.**

a. One of the best ways to avoid sprawl is to use existing, vacant industrial sites. Brownfields provides a framework to encourage redevelopment of contaminated or potentially contaminated property.

## **4.0 Conclusion and Recommendation.**

Based upon interviews with practitioners in other urbanizing counties, a review of the literature and meetings with elected officials, staff and community representatives in Mesa County, we recommend that the County engage in the following

approach to encourage growth to locate in and around existing communities in Mesa County.

**4.1 Identify and Evaluate Target Areas Where Growth Will Be Encouraged.**

The Countywide Land Use Plan recommends that growth occur in and around existing communities, but the location and intensity of that growth should be defined by the County through additional analysis. Not all areas in and around existing growth centers are suitable for additional growth nor can each area accommodate the same intensity of growth. Additionally, the analysis will help provide the legal basis to support subsequent conditions and limitations which the County may wish to impose on development in different areas of the County. We recommend that the County use these criteria to identify and evaluate Target Areas:

**Criterion: Consider Future Land Use Plans when identifying areas where growth**

a. Recommendations in the Future Land Use Plans for rural and joint urban planning areas should be taken into consideration when determining growth priorities. Read together, these Future Land Use Plans suggest a hierarchy of growth preference, with the highest density occurring within incorporated municipal boundaries.

**Criterion: Growth should occur where there is excess service capacity to the extent possible.**

b. Availability of services is a critical component to determining where growth should be targeted. To the extent practicable, growth should be targeted to areas with excess utility capacity. As excess utility capacity is absorbed, utility service delivery becomes more efficient and less resources are required per capita. Areas without excess capacity should be a lower priority Target Area.<sup>16</sup>

The "Service Evaluation of Rural Land Use Alternatives" prepared by Alan Richman makes findings important to identifying excess capacity. For example, that report concludes that 1) both excess water and wastewater capacity is available in and around Collbran, Palisade, Mesa, DeBeque, Clifton, and Fruita; 2) if

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<sup>16</sup>"Planning Small Town America" by Kristina Ford provides an excellent explanation of a technique called "committed lands analysis" which allows a community to estimate the efficiency gains that each additional customer would bring to facilities with excess capacity, to define the public benefits of a private decision to develop land in a given area of the community and to assess long term capital needs and location decisions.

growth is to locate in and around Powderhorn, additional water treatment capacity is necessary; 3). Loma, Gateway and Glade Park do not have a public wastewater treatment system and 4) all schools in the rural areas will need improvement to accommodate more growth. Lack of Fire Protection capacity is also a significant constraint in many areas that should be factored into the Target Area evaluation.

**Criterion:** New development should avoid prime agricultural lands, natural hazards, steep slopes, wildlife areas and areas of significant vegetation.

c. Designation of target areas must take into consideration environmental constraints. Development is not appropriate where there are prime soils, natural hazards, wildlife habitat areas or other sensitive lands. The composite map used to identify key sensitive areas is a good starting place to consider environmental constraints, but more refined mapping will be necessary in and around growth centers to derive a level of detail useful to locating and evaluating Target Areas.

**Criterion:** To minimize vehicle miles travelled, new residential growth should be encouraged in areas where shopping and employment is available.

d. As Target Areas are evaluated, the availability of shopping and employment opportunities within close proximity should be considered so that new residents can travel shorter distances to procure services or obtain work.

**Criterion:** Consider adjacent land uses.

e. The nature of adjacent land uses should influence the density and type of development allowed within a Target Area. Target Area designation must include a public process that considers the goals of adjacent residents.

#### **4.2 Enter into intergovernmental agreements with special districts and municipalities.**

Because areas within municipal boundaries have been identified as priority areas to accommodate growth, intergovernmental coordination is essential. We recommend that the IGAs being negotiated by the County address, at a minimum, utility extension and service area boundary policies, receiving zones for development rights and uniform fee structures in order to encourage in-fill development.

#### **4.3 Establish Overlay Districts.**

Once the County has evaluated the location and intensity of new development in Step 4.1, we recommend that

overlay districts be established. The overlay districts will be areas where density bonuses will be allowed, areas that serve as receiving areas for development rights or areas where expedited development review is available in exchange for clustering. Because all lands within the County are not identically suited for development, each overlay district may have different standards. The standards for density, siting, open space and infrastructure may differ from overlay district to overlay district, taking into consideration the results of the analysis performed in step 4.1.

Generally, research shows that sliding scale density bonuses tied to the amount of open space to be preserved and protected are effective.<sup>17</sup> We recommend that the County adopt open space standards that include the minimum size and characteristics of land suitable for open space preservation. We do not recommend that the size of the open space be based on a flat percentage of the parcel to be developed.<sup>18</sup> Instead, the better approach would be to determine the size on the basis of its intended use.

Siting standards and guidelines for developed areas within an overlay district should ensure that lots are located away from sensitive lands and stream corridors. Most planners recommend that clusters be limited in size to 6 to 10 lots, separated by buffers, to retain rural character.

Individual lot dimensions, building heights, setbacks and landscaping in an overlay should be compatible with adjacent land uses and access to open areas should be provided. Minimum lot sizes may vary, depending upon the availability of public sewer service. Districts should include design standards that encourage pedestrian traffic.<sup>19</sup>

The review process within overlay districts should be kept as streamlined as possible. A public hearing at the ODP stage only and delegation to staff of significant decisionmaking authority is essential to the success of the overlay district as an incentive. Similarly, submittal requirements should be kept to the minimum necessary to evaluate a development proposal.

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<sup>17</sup> See Section 3.1, *supra*, for a discussion of density bonus techniques.

<sup>18</sup> See 1.2.2, *supra*.

<sup>19</sup> Generally see "Design With Nature" by Ian McCarg and "Rural By Design" by Randall Arendt for excellent ideas on standards for cluster development. See also "Design Guidelines for Architecture and Landscape Architecture in Crested Butte" and "Open Space Zoning: What it is and Why it Works" by Randall Arendt, *Land Patterns*, Winter, 1996, 1000 Friends of Minnesota.

#### 4.4 Establish A Rural Subdivision Exemption.

Overlay districts alone are unlikely to positively affect development patterns unless alternatives are available to carving up agricultural lands into five acre parcels or 35 acre tracts in outlying areas of Mesa County. Routt County's recently adopted LPS regulations appear to be an excellent tool, easily adaptable to Mesa County's needs, for the preservation of agricultural lands. Before the LPS can be implemented, we recommend that Mesa County evaluate whether the LPS is appropriate throughout the entire Agricultural zone district or whether the exemption should be limited to lands that have certain characteristics such as prime soils, wildlife habitat, natural hazards or other areas that the County would like to protect from haphazard development.

Additional analysis is also required to determine whether the LPS may be an option for certain lands in the AFT zone. It may be that the simple development review process afforded by the LPS (which comprises substantial delegation of authority to the staff, limited Planning Commission review on a consent agenda with final sign-off by the Board of County Commissioners in an extremely short time period) may induce owners of AFT lands to agree to voluntarily "down-zone" to a one unit per 35 acre density.<sup>20</sup>

#### 4.5 Establish a pilot TDR program.

The option to transfer development rights to another parcel of land is a powerful tool to induce clustered growth. The major problem with the TDR scheme is its potential complexity. We recommend that the County begin to investigate the suitability of a TDR program in Mesa County by implemented<sup>15</sup> a "pilot" program. We recommend that the County identify one or two owners of prime agricultural lands who are interested in transferring development rights. For example, the County should identify successful agricultural operations in the urban fringe areas of the AFT zone with prime soils as potential sending areas.

Landowners concerned about estate taxes and the ownership rights of multiple co-owners or heirs would be likely candidates. Many agriculturists have struggled with ways to satisfy the interests of co-owners and multiple heirs without selling the land to a developer or splitting it up. Once prospective candidates have been identified, the County could work with the landowner to identify the parcels from which rights would be transferred and coordinate with county land trusts or other land

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<sup>20</sup>See 3.5, supra, for a discussion of Routt County's LPS.

conservation organizations who would be interested in holding a conservation easement on the reserved land. Ideally, the County should, through outside grant sources, cover the costs of all legal and financial consulting services that would be necessary to assign a value to the rights, create development "credits" and formalize the transfer.

Initially, receiving areas could be designated in one or more of the overlay districts. A suitable receiving parcel should be located in a Target Area and must not be agricultural, must have sufficient public facilities and must include lands that are appropriate for development. If landowners in receiving areas were not readily available at the time the sending owner was interested in selling the credits, the County could use grant funds to purchase the rights to be held until a purchaser was identified. During the course of carrying out such a pilot project, the County can identify many issues that would likely arise in any TDR program, develop strategies to address the issues and decide whether a TDR program on a larger scale makes sense in Mesa County.

#### **4.6 Coordinate Capital Improvement Planning with land use objectives.**

Areas within overlay districts and within incorporated municipalities should be top priority areas for utility extension or improvements. Extension or improvement outside of overlay districts should be a low priority or funded solely by developers. We recommend that the County incorporate land use policies and objectives into its capital improvement process and coordinate with municipalities and special districts via intergovernmental agreements. If the County is unsuccessful in achieving voluntary cooperation and coordination with other jurisdictions, we recommend that it aggressively apply "1041" regulations to utility extensions which require conformance with the Land Use Plan.<sup>21</sup> At a minimum, the County should require the Districts to discuss land use policies in the periodic service plan reports submitted to the Commissioners pursuant to state statute.

#### **CONCLUSION**

The County's goal to encourage growth to locate in and around existing communities can result in significant benefits to the County such as the preservation of agricultural lands and rural character, improved infrastructure efficiencies, reduced air pollution and improved energy savings, and lower per capita costs for private and public infrastructure and services. With

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<sup>21</sup>"1041" is codified at C.R.S. § 24-65.1-101, et seq.

the exception of involuntary down-zoning, our research shows that there is no quick fix or single technique that is guaranteed to encourage the type of land use patterns desired by the County. In general, a menu of different options seems to be the best approach. Characteristics for incentives that work are outlined in section 1.2 of this report.

The recommendations outlined in section 4, supra, are based on the available literature and anecdotal evidence of the successes and failures of different approaches to growth management used in other parts of the country. Ultimately, the best system for Mesa County will no doubt evolve over a period of years but there seems to be no debate that more concentrated growth patterns are superior to leap frog development and sprawl.

### **Acknowledgments**

This report was prepared with the assistance of Carol Ekarius, a farmer and consultant specializing in economic, environmental and land use issues facing contemporary agriculturalists. Ms. Ekarius lives in Verndale, Minnesota with her husband Ken, their dogs and cats, and a large number of cows, pigs, chickens and other assorted creatures.

## ADDENDUM TO MESA COUNTY LAND USE REPORT

It is imperative to keep in mind that the recommendations in the Mesa County Land Use Incentives Report are not an exhaustive list and that to achieve desired growth patterns, the County must constantly evaluate the success of various techniques and remain open to new ideas. The incentives program must be a dynamic program that can easily be tweaked to adjust to changing conditions in Mesa County. The County should avoid the mechanical application of any techniques and should take a periodic hard look at their consequences. While the report was being prepared, other areas of program study, research and development were identified as important complements to the recommendations in the report that were outside the scope of this project. These are:

1. Public information/Outreach Program. Voluntary incentives will not work if no one knows about them or understands them. The County should develop a program to involve the public in the selection and implementation of incentives.
2. Voluntary Rezoning. There are likely property owners who would like to change the zoning on their property voluntarily to a less intense zoning category. The County should design a program to identify these property owners and develop an expedited bulk down-zoning program.
3. Develop a Program Evaluation System. As different incentives are implemented, the County needs some way to systematically evaluate whether the incentives are accomplishing the desired results and to make either policy or programmatic changes on the basis of the evaluation. Consequently, the County should develop a formal program evaluation process to be implemented along with the incentives.





# SUCCESSFUL CONCLUSION IN SIGHT!

THANKS TO FANTASTIC COMMUNITY INVOLVEMENT

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The Mesa County and Grand Junction Planning Commissions invite the public to attend the following public hearings on the proposed

MESA COUNTYWIDE LAND USE PLAN

and

GRAND JUNCTION GROWTH PLAN

at

**Two Rivers Convention Center  
(1st and Main Streets - Grand Junction)**

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## RURAL AREA PLAN HEARINGS

Public testimony will be taken:

**TUESDAY, 30 JULY 1996**

**6:00 PM - 9:00 PM**

**AND**

**THURSDAY, 1 AUGUST 1996**

**2:00 PM - 5:00 PM**

---

## JOINT URBAN AREA PLAN HEARINGS

Public testimony will be taken:

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## CONSIDERATION OF PLAN ADOPTION

The Planning Commissions will consider adoption of the plans on:

**THURSDAY, 8 AUGUST 1996**

**6:00 PM - 7:30 PM Joint Urban Area**

**AND**

**8:00 PM - 9:30 PM Rural Area Plan**

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CALL THE **HOTLINE**

244-1892

*and leave your comments*

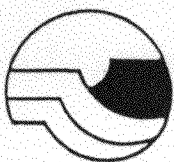
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COPIES OF THE PROPOSED PLANS ARE AVAILABLE FOR INSPECTION AT THE MESA COUNTY LIBRARY BRANCHES, AND THE MESA COUNTY AND GRAND JUNCTION PLANNING OFFICES.

For more information contact Mesa County Long Range Planning at 244-1650 or Grand Junction Community Development at 244-1430.

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Mesa Countywide  
Land Use Plan



From Issues To Action

City of Grand Junction  
Growth Plan



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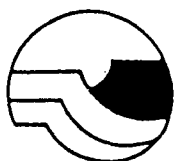
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Mesa Countywide  
Land Use Plan



From Issues To Action

City of Grand Junction  
Growth Plan



Kathy Portner

Memo to: Mayor Afman and Members of the City Council

From: Stephanie Nye, City Clerk

Date: June 26, 1996

Subject: Growth Plan Steering Committee

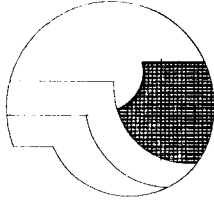
The Growth Plan Steering Committee will have its last meeting on July 10, 1996. Mesa County Commissioners will be recognizing the committee's efforts at that meeting and presenting each member with a token of their appreciation. Would the City Council like to do something for the members of this ad hoc committee who have completed their mission? This committee was comprised of 26 members, a list of which is attached.

Possibilities include:

1. plaques for all members (cost ~ \$1500, time frame 2 weeks)
2. framed appreciation certificates (cost ~ \$160)
3. black vinyl satchel from VCB (cost ~ \$130, available)
4. some other gift of appreciation
5. a combination of the above

Let me know what you would like to do.

Thank you.



# Mesa Countywide Land Use Plan

c/o MESA COUNTY LONG RANGE PLANNING DIVISION

750 Main Street · P.O. Box 20,000  
Grand Junction, Colorado 81502-5047  
Ph. (970) 244-1650 · Fax (970) 256-1450

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From Issues To Action

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## MESA COUNTYWIDE STEERING COMMITTEE

Michael Nyikos, Chairman      Jean Moores, Vice Chairman

8 July 1996

Mesa County Planning Commission  
Board of Mesa County Commissioners

Dear Commission and Board Members:

On behalf of the Mesa Countywide Steering Committee I am pleased to submit to you the Proposed Mesa Countywide Land Use Plan. After twenty months of extensive public involvement and deliberation, including more than forty public workshops and monthly Committee meetings, the Countywide Steering Committee and the Joint Urban Area Steering Committee have adopted a Proposed Mesa Countywide Land Use Plan and Proposed Grand Junction Growth Plan. We are proud to recommend the Mesa County and Grand Junction Planning Commissions adopt these vitally important plans for the future of Mesa County.

The proposed plan includes numerous implementation items to ensure the goals and policies in the plan are adhered to and become reality. It is of utmost importance that the County follow through on the efforts of the community over the past two years and implement the plan. We recognize many of the implementation items have financial and budgetary implications for the County over the next several years and feel these items are a high priority. The steering committee is happy to know that two of the most important strategies for implementing the plan have already begun, i.e.,

- 1) entering Intergovernmental Agreements with the County's municipalities to establish cooperative planning areas, and
- 2) revising the Mesa County Land Development Code to be consistent with the Land Use Plan.

Steering Committee members plan to be present at the upcoming Planning Commission public hearings. We have first hand experience with the issues that will likely arise in the hearings and will gladly provide any needed assistance to the Planning Commissions through the adoption process.

It has been a distinct privilege to work with these dedicated volunteers and serve as chairman of the Countywide Steering Committee. I believe we all better understand the complex place we call Mesa County. Finally, I commend and thank the Board of County Commissioners for their active involvement and support.

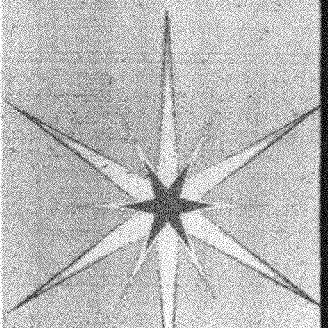
Sincerely,

Handwritten signature of Michael S. Nyikos.

Michael S. Nyikos, Chair  
Mesa Countywide Steering Committee

pc: Grand Junction Planning Commission  
Grand Junction City Council  
Keith Fife, Long Range Planning Director

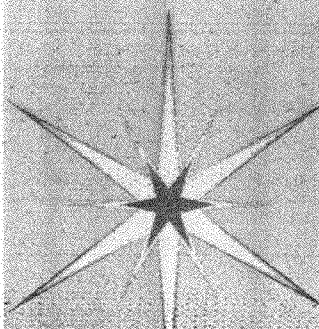




# Urban Area Plan Overview

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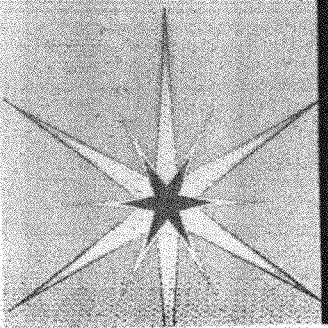
- ✓ Content
- ✓ Vision
- ✓ Key Issues
- ✓ Preferred Alternative
- ✓ Goals & Policies
- ✓ Implementation



# Content

- ✓ General
- ✓ Vision
- ✓ Key Issues
- ✓ Future Land Use  
Classes
- ✓ Preferred Scenario
- ✓ Goals and Policies
- ✓ Amendment/  
Administration
- ✓ Implementation

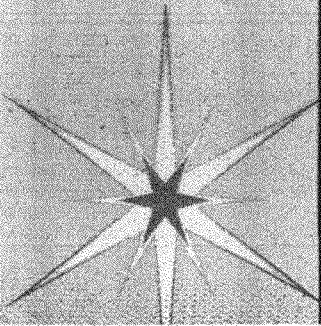




# Vision

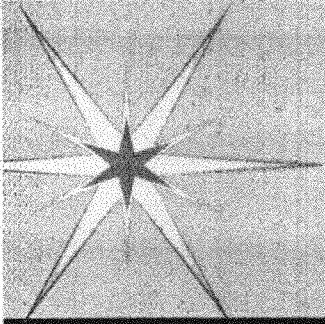
- ✓ Partnerships
- ✓ Resource Protection
  - ✓ Natural
  - ✓ Cultural
  - ✓ Neighborhoods
  - ✓ Downtown
- ✓ Enhancements
  - ✓ Parks/Open Space
  - ✓ Trails
  - ✓ Gateways/Corridors
  - ✓ Economic Diversity





# Key Issues

- ✓ City/County Coordination
- ✓ Land Use Compatibility
- ✓ Compact Development
- ✓ Adequate Public Facilities
- ✓ Equitable Funding Strategies
- ✓ Service Provider Coordination
- ✓ Neighborhoods
- ✓ Aesthetics



# Goals & Policies

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- ✓ Land Use
- ✓ Growth Management
- ✓ Community Character/Image
- ✓ Housing
- ✓ Economy
- ✓ Cultural/Historic Resources
- ✓ Natural Environment
- ✓ Transportation
- ✓ Parks/Open Space





# Preferred Alternative

---

- ✓ Concentrate Growth
- ✓ Support Neighborhoods
- ✓ Reinforce Existing Centers
- ✓ Provide Open Space Network
- ✓ Development “pays its own way.”
- ✓ Disperse higher density housing
- ✓ Coordinated Plan Implementation
- ✓ Retain Valued Resources

# HOSKIN, FARINA, ALDRICH & KAMPF

Professional Corporation

ATTORNEYS AT LAW

200 Grand Avenue, Suite 400  
Post Office Box 40  
Grand Junction, Colorado 81502

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222 West Main Street  
Rangely, Colorado 81648

Gregory K. Hoskin  
Terrance L. Farina  
Frederick G. Aldrich  
Gregg K. Kampf  
Curtis G. Taylor  
David A. Younger  
David M. Scanga  
Michael J. Russell  
John T. Howe  
Matthew G. Weber  
John A. Siddeek

William H. Nelson  
(1926-1992)

August 7, 1996

**HAND DELIVERED**

**RECEIVED GRAND JUNCTION  
PLANNING DEPARTMENT**

**AUG 7 1996**

Grand Junction Planning Commission and  
Mesa County Planning Commission  
250 N. 5th Street  
Grand Junction, Colorado 81501

Re: Proposed Grand Junction Growth Plan and proposed Mesa Countywide  
Land Use Plan

Dear Ladies and Gentlemen:

My thanks to you, the two steering committees and the respective planning staffs for working so hard to put together the captioned Plans. I am confident that the end product will be very helpful to our community in the future.

The focus of this letter is only a very small portion of the proposed Plans and regards the Patterson Road corridor between 12th street and 27½ Road. Enclosed are four letters from residents of this area (L. A. and Anna Brodak, Roger Martin, Michael and Irma Adcock and Marion Howard) with opinions about the zoning and existing conditions in the area. Although these letters, of course, speak for themselves, the connecting theme is that over the years, the Patterson Road corridor between 12th Street and 27½ Road has changed and is no longer a residential area, no matter the density; a more permissive zoning of planned business and commercial appears to be more appropriate at this time. You might find it interesting, as I did, that all of the letter writers have their residences in the subject area--sometimes it is the homeowners who complain the loudest about changing zoning to planned business or commercial.

By the way, I was a resident of the Mantey Heights Subdivision off Patterson Road for 21 years, up to about 5 years ago. The changes to the Patterson Road corridor referred above were clear to me as well as most folks who regularly drive down that corridor.

Grand Junction Planning Commission and  
Mesa County Planning Commission  
Page 2  
August 7, 1996

It is my understanding that the portion of the Patterson Road corridor nearest 12th Street is recommended for commercial zoning under the proposed Plan. I respectfully request that you give careful consideration to extending planned business and commercial zoning along Patterson Road to 27½ Road. Please note that spot commercial zoning exists on Patterson Road further east.

I recognize that dealing with areas in transition and change such as the Patterson Road corridor between 12th Street and 27½ Road is not easy. Where to draw the line and how fast to move are real challenges. Small incremental changes to zoning or maintaining the status quo has its appeal. On the other hand, as you know, not changing with the current circumstances in a timely fashion can produce unintended consequences and take a neighborhood backward when the opportunity to improve and go forward presents itself.

Again, your efforts are greatly appreciated.

Sincerely,

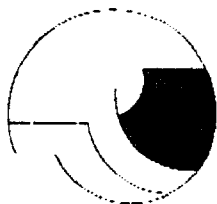
HOSKIN, FARINA, ALDRICH & KAMPF  
Professional Corporation



TERRANCE FARINA

TF:sm

cc: L. A. and Anna Brodak  
Roger Martin  
Michael and Irma Adcock  
Marion Howard



**MESA COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT  
LONG RANGE PLANNING DIVISION**

750 Main Street · P.O. Box 20,000 · Grand Junction, Colorado 81502-5047  
Ph. (970) 244-1650 · Fax (970) 256-1450

*Keith B. Fife, AICP  
Director*

**MEMORANDUM**

9 August 1996

**TO:** Mesa Countywide Steering Committee  
Joint Urban Area Steering Committee  
**FROM:** Keith Fife, County Long Range Planning Director  
Kathy Portner, Acting City Community Development Director  
**RE:** Adoption of Joint Urban Area Plan

Last night, the Mesa County Planning Commission adopted the joint urban area element of the Mesa Countywide Land Use Plan (chapter 5) with some amendments. The Grand Junction Planning Commission recommended City Council adopt the Grand Junction Growth Plan with the same amendments.

The major revisions included:

1. removing the Colorado National Monument from the Urban Planning area,
2. deleting the Urban Reserve designation for the Orchard Mesa area,
3. changing the future land use map:
  - a. from residential to commercial in the area on Patterson Road between High Fashion Fabrics and a vet clinic near Mcander Drive.
  - b. from rural to estate in the area north of I-70, south of I Road, east of 25 Road, and west of the urban growth boundary.
  - c. from residential medium high and residential medium to residential medium low in the area south of G Road, north of F 1/4 Road, east of 25 1/2 Road, and west of 25 3/4 Road line.
4. an annotation will be made to the Future Land Use Map (Exhibit V.3) stating:
  - i. the map does not stand alone and must be used in concert with the goals and policies in the plan, and
  - ii. the map does not necessarily reflect current zoning.

The two planning commissions also agreed to take future action to send recommendations to the Board of County Commissioners and City Council that the County and City adopt Code amendments which clearly state how the adopted plan will be administered pending the completion of the upcoming Code revision projects.

The Mesa County Planning Commission did not conclude their deliberation on the rural portion of the proposed Mesa Countywide Land Use Plan. They will continue consideration of adoption of the remainder of the proposed plan on Tuesday, 3 September 1996, 7:00 p.m., at 750 Main Street.

Thank you all for your hard work and perseverance on this very important project.

816/561-7931

Post-It™ brand fax transmittal memo 7671		# of pages ▶ 2
To	Kathy Portner	
From	K. Fife	
Co.		
Dept.		
Fax #		

August 9, 1996

**PRESS RELEASE**  
**For Immediate Release**

**MESA COUNTY PLANNING COMMISSION ADOPTS and GRAND  
JUNCTION PLANNING COMMISSION RECOMMENDS ADOPTION OF THE  
JOINT URBAN AREA LAND USE PLAN**

Last night, August 8, 1996, in a joint public hearing, the Mesa County Planning Commission unanimously adopted the joint urban area element of the Mesa Countywide Land Use Plan (chapter 5) as proposed by the Joint Urban Area Plan Steering Committee with some amendments. The Grand Junction Planning Commission recommended City Council adopt the Grand Junction Growth Plan with the same amendments.

The major revisions included:

1. removing the Colorado National Monument from the Urban Planning area,
2. deleting the Urban Reserve designation for the Orchard Mesa area,
3. changing the future land use map:
  - a. from residential to commercial in the area on Patterson Road between High Fashion Fabrics and a vet clinic near Meander Drive.
  - b. from rural to estate in the area north of I-70, south of I Road, east of 25 Road, and west of the urban growth boundary.
  - c. from residential medium high and residential medium to residential medium low in the area south of G Road, north of F 1/4 Road, east of 25 1/2 Road, and west of 25 3/4 Road line.
4. an annotation will be made to the Future Land Use Map (Exhibit V.3) stating:
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The two planning commissions also agreed to take future action to send recommendations to the Board of County Commissioners and City Council that the County and City adopt Code amendments which clearly state how the adopted plan will be administered pending the completion of the upcoming Code revision projects.

The Mesa County Planning Commission did not conclude their deliberation on the rural portion of the proposed Mesa Countywide Land Use Plan. They will continue consideration of adoption of the remainder of the proposed plan on Tuesday, 3 September 1996, 7:00 p.m., at 750 Main Street.

The Grand Junction City Council will consider adoption of the Grand Junction Growth Plan in an upcoming public hearing yet to be scheduled.

**(For more information contact Keith Fife, Mesa County Long Range Planning Director 244-1650 or Kathy Portner, Grand Junction Community Development Acting Director.)**

**TO: MESA COUNTY PLANNING COMMISSION  
GRAND JUNCTION PLANNING COMMISSION  
KEITH FIFE - Mesa County Long Range Planning  
KATHY PORTNER - City Community Development Director**

**FROM: RESIDENTS IN AND AROUND 25/26 ROADS NORTH OF I-70  
c/o Dave Zollner 243-5692 and Charlie Kerr 245-9377**

**DATE: AUGUST 27, 1996**

**The residents of the area of 25/26 Roads North of I-70 respectfully ask that the Grand Junction and Mesa County Planning Commissions jointly re-visit the density of the Mesa Countywide Land Use Plan ("Plan") land use map for this area. The initial vote on August 8th may not have taken into consideration:**

- 1) the formal vote of the Plan Steering Committee to retain this area as 5 acre minimums,**
- 2) the testimony received over the 2 years of the Plan,**
- 3) the contradictions to the principals of the Plan, and**
- 4) the desires of the residents of the subject area.**

**We believe that more than 90% of the residents disagree with the density increase changed upon Plan presentation to the Planning Commissions on August 8th and that it will adversely effect their neighborhood. Without this return to 5 acre minimums it will be a "shoe-in" for a rezone based upon the clout of the Plan.**

**We believe this change at the Planning Commission level is a terrible mistake for the area residents and benefits a very few while dramatically changing the area for the super-majority of residents. We hope that THE ATTACHED PETITION, with 179 signatures, IS EVIDENCE THAT THE SUPER-MAJORITY WANT THE AREA TO REMAIN 5 ACRE MINIMUMS and clears any misinformation about the interests of the residents of the area.**

**While this may not seem like a large number of signatures, please bear in mind that these signatures were gathered in just 3 days, the area is not densely populated, many residents were not at home, and many parcels have no residences. We know of numerous residents that have previously expressed their views to retain 5 acre minimums but were currently unavailable.**

**Please call a re-vote with both Planning Commissions !**

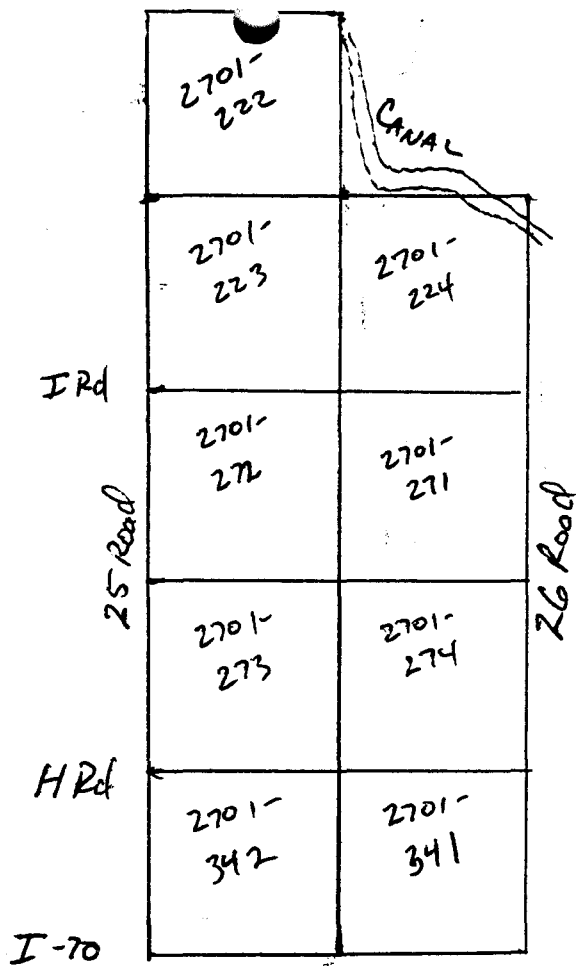
**See also attached supporting reasons of residents and previous resident input into the Plan.**

**Thank you.**



### Reasons to Retain 5 Acre Minimums

- o The area has historically been 5 acre minimums
- o 5 acre minimums are characteristic of the area with the average parcel being 8.8 acres and 70% of the parcels being more than 5 acres, representing an estimated 89% of the total land area.
- o Lowering the density would destroy the many 5 to 20 acre parcels which are now used for "gentleman" crops/orchards, sheep, cattle, horse operations, feed lots, etc. The incentive for future landowners to subdivide would greatly increase as monetary rewards dramatically increase with lower densities. There would be a huge difference in the character of a neighborhood between 8.8 acre and 2 acre averages.
- o The lower density goes against the Growth Plan by creating a dis-incentive for light agricultural operations including county fair and 4-H participation. The Plan suggests that agricultural activities should be held in esteem, not diminished or encouraged out of existence. These higher densities are not compatible with the orchard spraying, the crop dusting, the ditch burning, the feedlot operations, the 5 AM tractors, etc.
- o The "11:59 hour" of the reversal at the joint planning commission meeting left little opportunity for the public to realize that the Planning Commissions were going to make such a significant change in the plan (this change actually required the creation of a new category of density non-existent to that day in the County). No public notification was made of that meeting.
- o The higher density ignores 2 years of public and professional input and the carefully deliberated recommendations of the Growth Plan Steering Committees. In the words of Steering Committee Chairman Nyikos ... this change "destroys the integrity of the Plan" and negates the hard work and significant input of the Steering Committees and the public.
- o It would negatively impact the wildlife migration routes and habitats of the washes and natural drainage in the subject area.
- o This area is not infill. It is the last area before the Highline Canal and the BLM land. This subverts the infill policy of the plan. There will always be subdivision requests from landowners of prime agricultural parcels further west but making this subject area more dense will not forestall that issue.
- o The area east of 26 Road was designed as the buffer between residential 4 units per acre (Paradise Hills) and 5 acre minimums west of 26 Road.
- o This change in zoning could allow up to 700-800 homes in the subject area. That, coupled with the 300 homes rezoned in the Saccomanno property SE of 26 and H.75 Roads plus all the other homes that could be built in the immediately adjacent areas could allow up to 1500 homes around the north 26 Road area, overloading the infrastructure up and down 26 Road/1st Street. It would add new costs for widening bridges on I-70, improved roads, new schools, etc; already issues without adequate funding solutions. This would dramatically increase the likelihood of congestion in this area similar to the current problems on Broadway Road in the Redlands.
- o The vast majority of the people in the area oppose densities less than 5 acres as evidenced by the signatures on this petition, many of these citizens frequent attendance at public meetings, and oral and written comments to the planning entities over the past year.
- o THERE IS NO INTEREST OF THE CITIZENS OF GRAND JUNCTION AND MESA COUNTY THAT WOULD SUGGEST THE NEED FOR THE DENSITY REVERSAL IN THE PLAN AND THE DISREGARD OF THE WILL OF THE PEOPLE IN THIS AREA AND THE STEERING COMMITTEE RECOMMENDATION.



<u>Quarter Section</u>	<u>Acres</u>	<u># of Parcels</u>	<u>Average Acreage</u>	<u>Average Per Section</u>	<u>% lots &lt; 5 ac</u>	<u>Est % of Total area</u>
2701-341	160	24	6.7 ac/lot	8.4 ac/lot	11/38 = 29%	10%
2701-342	160	14	11.4			
2701-271	160	26	6.2			
2701-272	160	32	5.0	7.1	22/90 = 24%	14%
2701-273	160	15	10.7			
2701-274	160	17	9.4			
2701-221	55	3	18.3			
2701-222	160	3	53.3	13.0	19/41 = 46%	8%
2701-223	160	8	20.0			
2701-224	160	27	5.9			
Totals	1495		169	8.8	30%	11%

**We believe there is a misconception that most of the residents are for higher densities in the area and that the residents have adequately demonstrated their position to retain 5 acre minimums at several Plan meetings, via phone and correspondence, and via the "Appleton Plan" approved just 4 years before the start of the Plan.**

**Chronologically, the contact has been:**

- o "Appleton Plan" of 1990 --- approximately 5 public sessions over several months with county staff and residents formulating density of the subject area including 5 acre minimums in this area**
- o Fall 1995 memo from approximately 50 residents of the area asking that the Plan keep the densities of Appleton Plan**
- o Plan meeting at Grand Junction HS (Fall 1995 ?) with approximately 10 residents of the areas asking to maintain 5 acre minimums and move Urban Growth Boundary to I-70 because of its natural barrier and change in use to the North. (A Plan facilitator acknowledged that consensus at that meeting wanted urban boundary at I-70; only one opposing voice. Boundary was never changed).**
- o In May 1996, after several residents of the area noticed the land use map had been changed to higher densities, they asked Plan Steering Committee member Charlie Kerr to present the issue to a vote of the Steering Committee. That vote was unanimous for returning the subject area to 5 acre minimums.**
- o Several letters were sent to the Mesa County Planning Department for the final public comment on the Plan about the week of July 29, 1996 asking for the maintenance of the 5 acre minimums. (The final recommendation of the Growth Plan Steering Committee was to retain 5 acre minimums).**

TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

We, the undersigned, are strongly opposed to changing the minimum lot size to less than 5 acres in the 25/26 Roads and North of I-70 area and ask that the County and City maintain 5 acre minimums. Please respect the wishes of the undersigned, those most effected by your decision on this matter. This is our long term desire and we would appreciate not having to return to you with that desire when future land use issues are presented. We feel that there is no interest of the citizens of the County or City that would require the override of the recommendation of the Joint Urban Area and Mesa Countywide Steering Committees to maintain 5 acre minimums. Please see attached list of reasons.

NAME ADDRESS PH#

<u>Wallis B. McArthur</u>	<u>877 26 Rd</u>	<u>241-5298</u>
<u>Tom Padilla</u>	<u>871 26 Rd</u>	<u>243-4980</u>
<u>Larry D. Smith</u>	<u>2589 H 3/4 Rd</u>	<u>242-4110</u>
<u>Marilyn M. Smith</u>	<u>2589 H 3/4 Rd</u>	<u>242-4110</u>
<u>Ernie Rasmussen</u>	<u>867 26 Roads</u>	<u>241-4024</u>
<u>Bruce Hanning</u>	<u>893 26 Rd</u>	<u>241-3117</u>
<u>Victor A. Bauer</u>	<u>881 26 Road</u>	<u>243-6427</u>

NAME

ADDRESS

PH#

<u>Michael K. Weus</u>	<u>837 26 Road, Grand Junction</u>	<u>241-6757</u>
<u>Richard A. Gandy</u>	<u>827 26 Rd. Grand Junction</u>	<u>243-5612</u>
<u>John Showalter</u>	<u>843 - 26 Rd. Grand Junction</u>	<u>248-5402</u>
<u>Sherry Brandon</u>	<u>833 26 Rd. Grand Junction</u>	<u>245-2510</u>
<u>Carol Scott</u>	<u>823 26 Rd. Grand Junction</u>	<u>241-0617</u>

TO: MESA COUNTY PLANNING COMMISSION  
 MESA COUNTY BOARD OF COMMISSIONERS  
 GRAND JUNCTION PLANNING COMMISSION  
 GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

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<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
David Zoller	2545 Canaan 8035	243-5692
Margaret Z. Aher	2550 Canaan Wy	243-5136
Alyce Ford	2580 H Rd	243-8107
Dr Bruce M. Young	2570 H Rd	242-8837
Marina A. Young	2570 H Rd	242-8837
Margaret B. Zoller	2555 Canaan Way	241-4656
Carolyn E Sandeen-Hall	2567 H ROAD	245-3455

NAME

ADDRESS

PH#

Geary Hall 2567 H ROAD 245-3455

David Korb 852 24 1/2 Road 245 9059

Jan Jones 855 - 24 1/2 Rd 242-5688

Jan Jones 855 24 1/2 Rd 242-5688

Lacey Bennett 833 24 1/2 Rd 241-0793

Darinda Bennett 833 24 1/2 Rd. 241-0793

John Bennett 833 24 1/2 Rd. 241-0793

Rubal Conner 816 24 1/2 242-3182

John Conner 816 24 1/2 Rd 242-3182

Bob 761 25 RD 243-1761

Corrie Zeder 2545 Canady way 243-5692

Raymond Petersen 875 26 Rd 241-3418

Steph Ward 865 GAMBEL RD 245-3127

Candy Ward 865 Gambel's Rd 245-317

<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
Cynthia W. Kaulb	852 24 1/2 Rd. Grand Jct, CO	245-9059
<del>William J. Roll</del>	<del>870 Gambels Rd</del>	<del>245-118</del>
Synda J. Roll	870 Gambels Rd	245-1182
Pat Page	827 75 Road	242-8405
Steven L. Crockett	2562 H Rd.	241-6000
Bonnie L. Crockett	2562 H Road	241-6006
Michael C. Cook	855 Covey Ln. <sup>Grand Junction</sup>	256-7244
<del>Laura L. Cook</del>	<del>2588 F rd</del>	<del>257-9255</del>
Don Williams	845 24 1/2 Rd.	241-8466
Bill Masten	2616 H ROAD	241-4833
Sandra L. Masten	2616 H Road	241-4833
Murray E. Kay	2415 H rd	242 0755
Marie E. Kay	2615 H. Rd	242-0755
Sandy Sharp	2622 H Rd	242-9398
M. Sharp	2622 H Road	242-9398



TO: MESA COUNTY PLANNING COMMISSION  
 MESA COUNTY BOARD OF COMMISSIONERS  
 GRAND JUNCTION PLANNING COMMISSION  
 GRAND JUNCTION CITY COUNCIL .

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

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<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
<i>Sandra J. Knudson</i>	SANDRA J. KNUDSON 876 COVEY Rd 81505	243-2516
<i>Sandra J. Knudson</i>	<i>Sandra J. Knudson</i> 876 Covey Road 81505	243-2516
<i>Sam Duplessie</i>	2625 H ROAD	2434144
<i>Sam J...</i>	2517 I RD	241-5732
<i>Betty...</i>	880 GAMBLE'S	241-1329 241-1842
Gayle Miller ( <i>Gayle Miller</i> )	889 Quail Run Drive	244-2442
<i>Debra...</i>	841 25 Rd.	245-1760

<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
J Dale Utt	J. Dale Utt 880 Gambels Rd	241-1309
Steph & Nelly	889 Quail Run Dr.	241-1842
Mark Lewis	MARK LEWIS 823 25 Rd	241-8806
Susan Reynolds	2536 I Rd	241-7331
Roger Reynolds	ROGER REYNOLDS 2536 I Rd	241-7331
Cindy Burke	CINDY BURKE 872 Covey Rd	242-8997
Dennis Edson	DENNIS EDSON 861 Quail Run Drive	256-9194
Mary Johnson	MARY JOHNSON 864 Quail Run GJ	943-4127
Kelly Heyner	KELLY HEYNER 867 Quail Run GJ	241-2081
Tom Burke	TOM BURKE 872 Covey Rd G.J	242-8997

TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

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<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
<u>Rm Stoneburner</u>	<u>794 25<sup>3</sup>/<sub>4</sub> Rd</u>	<u>242-7899</u>
<u>Gladys Ernest</u>	<u>766 25<sup>3</sup>/<sub>4</sub> Rd</u>	<u>243-4585</u>
<u>Gug Bucks<sup>ahr</sup></u>	<u>775 25<sup>3</sup>/<sub>4</sub> Rd</u>	<u>243-9377</u>
<u>Anta Reuch</u>	<u>775 25<sup>3</sup>/<sub>4</sub> Rd</u>	<u>243-9377</u>
<u>John W. Jefferson</u>	<u>2599 H. Rd</u>	<u>242-7214</u>
<u>Anna L. Plein</u>	<u>2585 H Rd</u>	<u>243-3410</u>
<u>Mrs Ann Reed</u>	<u>782 25<sup>3</sup>/<sub>4</sub> Rd</u>	<u>242-7033</u>

NAME

ADDRESS

PH#

Michael + Paul Hardy 783 - 25 <sup>3</sup>/<sub>4</sub> Rd. 243-8269

Bob + Lila Howell 774 25 <sup>3</sup>/<sub>4</sub> Rd 242 1058

Chuck + Nani Perkins 781- 25 <sup>3</sup>/<sub>4</sub> Rd. 241-7966

Nadine Stoneburner 794 - 25 <sup>3</sup>/<sub>4</sub> Rd 242-7899

Joseph Cole 2619 H Road 242-9069

Margaret Steman 2619 H Rd 242-9069



NAME

ADDRESS

PH#

USA + REED BUNGARNER <sup>1001</sup> 25 RD / OS 2438806

Judith Henton 1007 25 Rd 245-8784

Reed Bungarner 1001 25 Rd 243-8906

Marlo Oliver 979 25 Rd 245-3545-

Michael Henton 1007 25 Rd 2458784

Daniel Cuevas 968-25 Road 241-1440

Jinda K. Cuevas 968-25 Road 241-1440

Barbara Waterman 809-26 Rd. 243-6609

Marjorie Poko 824 26 Rd 243-6206

Carol J. White 964-25 Rd. 242-1751

Salmy J. White 964-25 Rd 242-1751

Lynette G. Richardson 1063 25 Rd 245-8805

TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

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NAME ADDRESS PH#

Charles Kerr	888 Quail Run Dr	245-9377
Audrun Rice	888 Quail Run Dr	245-9075
Paul E. Fawcett	2485 Sage Run Ct.	81505 241-327
Carole Ann Fowler	2485 Sage Run Ct	81505 241-327
Joan E. Albertson	877 25 Road Dg	81505 242-1654
Pat Acieri	867 25 Road Gg	81505 241-584

NAME

ADDRESS

PH#

Robert J. Mucieri 867 25 ROAD G.S. 241-5840

Herbert L Bacon 855-25 Road. D.J. 242-1174

Lucia New Bacon 855 25 Rd G.S. 242-1174

Bobbi Alpha 843 25 Rd GS 242-5508

Nancy Petty 849-25 Rd GS 241-1152

Susan Madson 2492 Sage Run Ct GS 241-0224

Dee Dee Johnson 2450 Sage Run Ct GS 245-4717



TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

We, the undersigned, are strongly opposed to changing the minimum lot size to less than 5 acres in the 25/26 Roads and North of I-70 area and ask that the County and City maintain 5 acre minimums. Please respect the wishes of the undersigned, those most effected by your decision on this matter. This is our long term desire and we would appreciate not having to return to you with that desire when future land use issues are presented. We feel that there is no interest of the citizens of the County or City that would require the override of the recommendation of the Joint Urban Area and Mesa Countywide Steering Committees to maintain 5 acre minimums. Please see attached list of reasons.

<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
Carol Bibler	2477 I Road	241-1078
Jim Watson	2777 I Rd	241-1078
Betty Jo Heath	2465 I Rd.	243-5780
<del>Jim</del>	2417 I R	241-2610
Thelma A. Hayes	1015 24 Rd	242-1370
Tom Hayes	1015 24 Rd.	242-1370
Clarence H. Huns	899 24 1/2 Rd	242-8425

NAME

ADDRESS

PH#

Latha Y. Rame 899 24 1/2 242-8425

Jan C. Kephart 2491 I road 243-9256

Peter J. Kephart 2491 I RD 243-9256

Edna R. Lawler 884 24 1/2 RL 242-1576

Robert T. Lawler 884 - 24 1/2 RL 242-1576

St. A. Kel 2448 H. Rd. 244-8876

Monica Jones 2448 H. Rd. 244-8876

Anna Maria Juca 2467 H Rd. 242-7914

Al Phao 2471 H Rd. 241-5033

Fry Warner 2482 H CT 241-7226

Daryl Thornton 818 26 RD 243-9296

Beverly Haulder 818 26 RD 243-9296

TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

We, the undersigned, are strongly opposed to changing the minimum lot size to less than 5 acres in the 25/26 Roads and North of I-70 area and ask that the County and City maintain 5 acre minimums. Please respect the wishes of the undersigned, those most effected by your decision on this matter. This is our long term desire and we would appreciate not having to return to you with that desire when future land use issues are presented. We feel that there is no interest of the citizens of the County or City that would require the override of the recommendation of the Joint Urban Area and Mesa Countywide Steering Committees to maintain 5 acre minimums. Please see attached list of reasons.

NAME ADDRESS PH#

C. HRS A Cameron 2605 Kelly Dr., G. J., Colo, 970-241-4174  
Sara Cameron 2605 Kelly Dr. G. J. CO (970) 241-4174  
Sara Cameron 2605 Kelly Dr. G. J. CO 241-4174  
Hamilee L. Rucker 770 26 Rd. G. J. CO (970) 243-6230  
Betty Ray Pitts 2626 H Rd. G. J. Co (970) 242-7342  
William A Pitts 2626 H Rd G. J. Co 970-242-7342  
Arnold Rucker 770-26 Rd Grand Jct CO 970-243-6230

NAME ADDRESS PH#

Helene Strickland 776 268 GS 243-3578

R. Gray Shubert 2606 KELLEY DR 243-8658

Stella Shanks 2606 Kelley Dr. 243-8656

Robert Shanks " " " "

Ernie Shanks " " " "

Janice R McDaniel 2610 Kelley Dr 243-9642

Janis McDaniel 2610 Kelley Dr. 243-9642

John 2613 KELLEY DR. 242-4490

Lyman E Belger 2613 Kelley Dr 242-4490

2611 KELLEY DR. 242-3323

Pam Badzinski 2611 Kelley Dr. 242-3323

G. K. Husley 2607 Kelly A. 243-5986

Bill Eilek 2607 KELLY

TO: MESA COUNTY PLANNING COMMISSION  
MESA COUNTY BOARD OF COMMISSIONERS  
GRAND JUNCTION PLANNING COMMISSION  
GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

We, the undersigned, are strongly opposed to changing the minimum lot size to less than 5 acres in the 25/26 Roads and North of I-70 area and ask that the County and City maintain 5 acre minimums. Please respect the wishes of the undersigned, those most effected by your decision on this matter. This is our long term desire and we would appreciate not having to return to you with that desire when future land use issues are presented. We feel that there is no interest of the citizens of the County or City that would require the override of the recommendation of the Joint Urban Area and Mesa Countywide Steering Committees to maintain 5 acre minimums. Please see attached list of reasons.

<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
Caesar Dotto	2540 I Rd	243-9298
Carol J Dotto	2540 I Rd	243-9298
Leo Tappin	2530 I Road	242-6060
Jean K. Tappin	2530-I - Road	242-6060
Carl Dennis	2504 I Rd	242-0088
Murray Brandon	833 26 Road	245-2519
Dale Brandon	833 26 Road	245-2519

NAME

ADDRESS

PH#

Eugene E DiClaudio 893 Quail Run Drive 243-5405

Denise M. DiClaudio 893 Quail Run Dr. 243-5405

Manson Johnson 2421 IRd 242-4194

Manson Johnson 2421 IRd 242-4194

Cystal Leslie 2588 I.Rd. 252-9255

Karen Lee Kiefer 2552 I-70 Frontage Road 243-8908

Thomas D. Chapman 776 25<sup>3</sup>/<sub>4</sub> Rd. 243-4927

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13

TO: MESA COUNTY PLANNING COMMISSION  
 MESA COUNTY BOARD OF COMMISSIONERS  
 GRAND JUNCTION PLANNING COMMISSION  
 GRAND JUNCTION CITY COUNCIL

FROM: LANDOWNERS IN AND AROUND 25/26 ROADS NORTH OF I-70

DATE: AUGUST 26, 1996

We, the undersigned, are strongly opposed to changing the minimum lot size to less than 5 acres in the 25/26 Roads and North of I-70 area and ask that the County and City maintain 5 acre minimums. Please respect the wishes of the undersigned, those most effected by your decision on this matter. This is our long term desire and we would appreciate not having to return to you with that desire when future land use issues are presented. We feel that there is no interest of the citizens of the County or City that would require the override of the recommendation of the Joint Urban Area and Mesa Countywide Steering Committees to maintain 5 acre minimums. Please see attached list of reasons.

<u>NAME</u>	<u>ADDRESS</u>	<u>PH#</u>
	848 25 Rd	245-8552
<del>Paul R. Humphrey</del>	810 25 Rd	242-6684
Joan E. Humphrey	810 25 Rd	242-6684
Carl A. Depue	841 25 Rd	245-1760
Dennis Laborka	877 25 Rd	242-1654
Robert E. Snow	2467 H Rd	242-7914
D. R. Duffery	2489 H Rd	241-0832

NAME

ADDRESS

PH#

---

Christine Duffug 2489 H Road 241-0832

Suzanne Alph 843 25 Road 242-8508

Paul Mascovich 935 25 Rd 244-8707

Ch K. Litt 848 25 Rd. 245-8552

Maule (Paul) 824 25 Rd 241-0890

Rebbie E Keller 824 25 Rd 241-0890

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NAME

ADDRESS

PH#

Ronald Shaw 879 26 Road 242 7103

NAME

ADDRESS

PH#

DOB Ungam 992 25 Road 257-1061

Stephanel P. Antone 809 26 RD 243-6609

# HOSKIN, FARINA, ALDRICH & KAMPF

Professional Corporation

ATTORNEYS AT LAW

200 Grand Avenue, Suite 400  
Post Office Box 40  
Grand Junction, Colorado 81502

Telephone (970) 242-4903  
Facsimile (970) 241-3760

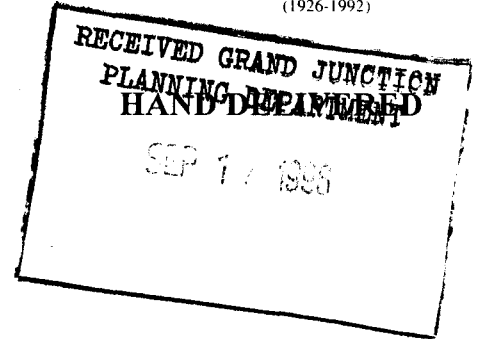
222 West Main Street  
Rangely, Colorado 81648

Gregory K. Hoskin  
Terrance L. Farina  
Frederick G. Aldrich  
Gregg K. Kampf  
Curtis G. Taylor  
David A. Younger  
David M. Scanga  
Michael J. Russell  
John T. Howe  
Matthew G. Weber  
John A. Siddeck

William H. Nelson  
(1926-1992)

*copy Council, Kathy P  
Community Develop.  
JMA 9/17/96*

September 16, 1996



Linda Afman, Mayor  
City of Grand Junction  
250 N. 5th Street  
Grand Junction, Colorado 81501

Re: Proposed Grand Junction Growth Plan  
Northwest Corner of 27 ½ & Patterson/Bank of Grand Junction

Dear Mayor Afman:

As a follow-up to my letter dated August 23, 1996 to you, please allow me to be more specific about one parcel of property: The Bank of Grand Junction is desirous of placing a branch bank on the northwest corner of Patterson Road and 27 ½ Road (601 27 ½ Road). The bank has entered into a contract to purchase the property at 601 27 ½ Road with landowner Marion L. Howard contingent on the property being re-zoned to planned business.

A preliminary neighborhood survey has been conducted and the results were very favorable although not unanimous. Supporting letters were attached to my earlier letter to you. Attached to this letter are copies of a signed list of supporters, other supporting letters, and to keep everything in one package, the supporting letters previously sent to you.

A branch bank at 601 27 ½ Road makes a lot of sense for a variety of good reasons. Rather than me setting forth these reasons, please refer to the attached supporting letter of Spring Valley resident O.F. Ragsdale which really summarizes the situation as well or better than I could.

The Bank of Grand Junction and its president Bob Johnson would be more than happy to meet with Council or your Community Development/Planning Department to furnish whatever additional information might be need to ensure that the requested planned business zoning and the proposed branch bank project would be up to their own and the City's standards.

Linda Afman, Mayor

Page 2

September 16, 1996

Feel free to contact me with any questions.

Sincerely,

HOSKIN, FARINA, ALDRICH & KAMPF  
Professional Corporation

A handwritten signature in cursive script, appearing to read "Terrance Farina".

TERRANCE FARINA

TF:kh

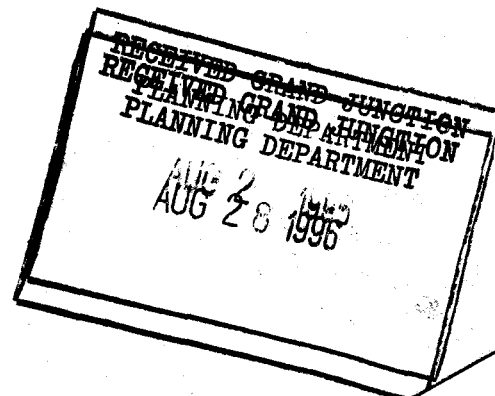
Enclosure

cc: Robert Johnson, President  
Bank of Grand Junction (w/encls.)

## **NOTICE OF DATE CHANGE**

The Mesa County Planning Commission  
will present the certified copy of the  
Mesa County Land Use Plan to the  
Board of County Commissioners  
Tuesday, September 24, 1996,  
9:00 A.M. Public Hearing Room,  
750 Main Street, Grand Junction

*(Previously scheduled for Monday, September 23, 1996)*



## PLANNING COMMISSION STAFF REPORT

FILE: PLN-96-169  
DATE: September 26, 1996  
STAFF: Kathy Portner  
REQUEST: Growth Plan Adoption

### EXECUTIVE SUMMARY:

A Resolution adopting the Urban Area Growth Plan as recommended by the Grand Junction/Mesa County Growth Plan Steering Committee and the Planning Commission.

### STAFF ANALYSIS:

After twenty months of extensive public involvement and deliberation, the City/County Growth Plan Steering Committee unanimously recommended adoption of a plan for future growth in the area between 19 and 33 Roads. This area includes Grand Junction, as well as the Redlands, Clifton, southern Appleton, Fruitvale, and Orchard Mesa areas. The action followed a series of four well-attended public workshops held throughout the community.

The plan as presented by the Steering Committee:

1. protects valued community assets (such as neighborhoods, parks, open space, the rivers);
2. establishes an urban growth boundary;
3. recommends more efficient growth patterns within the growth boundary;
4. reserves land for future urban development;
5. respects individual property rights; and
6. builds a foundation for City/County cooperation on growth issues.

The planning process involved four key phases: an initial assessment, an analysis of different growth management alternatives, plan development and plan implementation. Community involvement was incorporated into each of these phases, and will continue to be a key element of all the City's planning as the Plan is implemented.

The plan is a guide to public and private growth decisions through the year 2010. It is a statement of the community's vision for its own future and a road map providing direction to achieve that vision. The view of the future expressed in the Growth Plan is shaped by community values, ideals and aspirations about the best management of the community's resources.

In addition to defining the community's view of its future, the Growth Plan describes the actions the community can take to achieve the desired future. The Plan uses text and diagrams to establish policies and programs the City may use to address the many physical, economic and social issues facing the community. The Plan is thus a tool for managing community change to achieve the desired quality of life.

On August 8, 1996, the City and County Planning Commissions unanimously adopted the proposed Urban Area Growth Plan with some amendments. The major revisions included:

1. removing the Colorado National Monument from the Urban Planning area,
2. deleting the Urban Reserve designation from the Orchard Mesa area,
3. changing the future land use map:
  - a. from residential to commercial in the area on Patterson Road between High Fashion Fabrics and a vet clinic near Meander Drive.
  - b. from rural to estate in the area north of I-70, south of I Road, east of 25 Road, and west of the urban growth boundary.
  - c. from residential medium high and residential medium to residential medium low in the area south of G Road, north of F 1/4 Road, east of 25 1/2 Road, and west of 25 3/4 Road line.
4. an annotation will be made to the Future Land Use Map (Exhibit V.3) stating:
  - a. the map does not stand alone and must be used in concert with the goals and policies in the plan, and
  - b. the map does not necessarily reflect current zoning.

The two Planning Commissions did reconvene on September 10th to reconsider the area north of I-70, south of I Road, east of 25 Road, and west of the urban growth boundary. The Commissions were provided with letters from residents supporting leaving the area

designated for estate development and letters supporting designating the area as rural. The Commissions discussed the issue and felt that the estate designation provided a more appropriate transition from the Residential Low (.5 -1.9 DU/Acre) and Residential Medium Low (2 - 3.9 DU/Acre) designations to the east and the Rural designation to the west. The Commissions noted that some of the area was already developing at the estate densities.



**STAFF RECOMMENDATION:**

Staff and Planning Commission recommends approval of the Growth Plan as presented.

RESOLUTION NO.

ADOPTING THE GROWTH PLAN  
CITY OF GRAND JUNCTION, COLORADO

RECITALS:

The City of Grand Junction and Mesa County Planning Commissions and planning staffs have diligently worked jointly and cooperatively in a planning process to prepare a growth plan for the urban area of the Grand Valley. After twenty months of extensive public involvement and deliberation, the City/County Growth Plan Steering Committee unanimously recommended adoption of a plan for future growth in the area between 19 and 33 Roads. This area includes Grand Junction, as well as the Redlands, Clifton, southern Appleton, Fruitvale, and Orchard Mesa areas. The action followed a series of four well-attended public workshops held throughout the community.

The plan does the following:

1. protects valued community assets (such as neighborhoods, parks, open space, the river);
2. establishes an urban growth boundary;
3. recommends more efficient growth patterns within the growth boundary;
4. reserves land for future urban development;
5. respects individual property rights; and
6. builds a foundation for City/County cooperation on growth issues.

The plan is a guide to public and private growth decisions through the year 2010. It is a statement of the community's vision for its own future and a road map providing direction to achieve that vision. The view of the future expressed in the Growth Plan is shaped by community values, ideals and aspirations about the best management of the community's resources.

In addition to defining the community's view of its future, the Growth Plan describes the actions the community can take to achieve the desired future. The Plan uses text and diagrams to establish policies and programs the City may use to address the many physical, economic and social issues facing the community. The Plan is thus a tool for managing community change to achieve the desired quality of life.



The City Planning Commission is charged with the duty to prepare and adopt master plans for the City of Grand Junction and adopted the proposed Growth Plan, jointly with the Mesa County Planning Commission, on August 8, 1996.

The City Council finds that the proposed Growth Plan is an important tool for implementing the community's vision for future growth.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION:

That the Growth Plan, City of Grand Junction, Colorado, as adopted jointly by the City of Grand Junction Planning Commission and the Mesa County Planning Commission on August 8, 1996, is hereby adopted.

PASSED and ADOPTED this 2nd day of October, 1996.

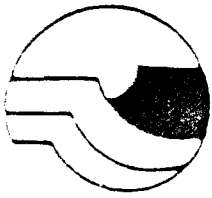
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President of the City Council

ATTEST:

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City Clerk



Mesa County, Colorado  
**BOARD OF COUNTY COMMISSIONERS**

District 1 - John R. Crouch (970) 244-1605  
District 2 - Kathryn H. Hall (970) 244-1604  
District 3 - Doralyn Genova (970) 244-1606

P.O. Box 20,000 • 750 Main Street • Grand Junction, Colorado 81502-5010 • FAX (970) 244-1639  
October 17, 1996

Ms. Mary Kohler  
806 24 Road  
Grand Junction, CO 81505

RE: Mesa Countywide Land Use Plan

Dear Ms. Kohler:

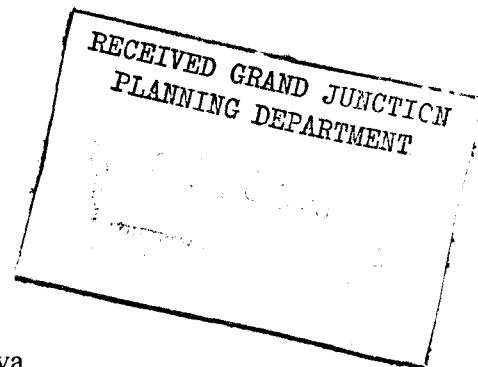
The Board of County Commissioners received a copy of your letter to the Mesa County Planning Commission dated September 26, 1996 on October 14, 1996. We appreciate your concern regarding future land use in your neighborhood. After considering nearly two years of public input and recommendations of the Joint Urban Area Steering Committee, the Mesa County Planning Commission and Grand Junction Planning Commission approved the Joint Urban Area Plan (the Grand Junction Growth Plan and Chapter five of the Mesa Countywide Land Use Plan) on August 8, 1996. On September 10, 1996 the planning commissions met and reaffirmed their previous action of August 8, 1996. The Grand Junction City Council adopted the Growth Plan on October 2, 1996.

I understand your concerns; however, the land use plan will simply serve as a guide to the County and City of Grand Junction in future land use decisions. The plan does not establish zoning. It is my understanding that the property at northwest corner of H and 24 Roads (the old Appleton Store) is presently zoned "Business." The steering committee and the planning commissions have put forth a plan they feel is in the best interest of the entire community. I encourage you to participate in future planning efforts to implement the plan. One such effort will be to update the Mid Valley/Appleton Plan (adopted in 1990) which includes your property on 24 Road, which could happen in the next two years.

Thank you again for your concerns and civic interest.

Sincerely,

Kathryn H. Hall, Chairman  
Board of County Commissioners



cc: Commissioners John Crouch and Doralyn Genova  
Grand Junction City Council  
Kathy Portner, Grand Junction Community Development Acting Director  
Mesa County Planning Commission  
Lyle Dechant, County Attorney  
Keith Fife, Long Range Planning Director  
Kathleen Sellman, Planning and Development Director  
Grand Junction Planning Commission

	Budget	Billed to Date	Paid to Date	Balance Due	Remaining Budget (after payment of balance due)
<b>Comprehensive Plan</b>					
Phase 1					
fees	\$0.00	\$53,549.00			
exp.	\$0.00	\$6,124.33			
suc-cont	\$0.00	\$13,393.56			
<b>total</b>	<b>\$70,000.00</b>	<b>\$73,066.89</b>	<b>\$73,066.89</b>	<b>\$0.00</b>	<b>(\$3,066.89)</b>
Phase 2					
fees	\$0.00			\$12,461.00	
exp.	\$0.00			\$3,402.75	
<b>total</b>	<b>\$95,000.00</b>	<b>\$95,000.00</b>	<b>\$79,136.25</b>	<b>\$15,863.75</b>	<b>\$0.00</b>
Doc Production					
fees	\$0.00	\$2,281.62			
exp.	\$0.00	\$826.78			
<b>total</b>	<b>\$26,075.00</b>	<b>\$3,545.40</b>	<b>\$2,671.40</b>	<b>\$874.00</b>	<b>\$22,529.60</b>
<b>Total</b>	<b>\$191,075.00</b>	<b>\$171,612.29</b>	<b>\$154,874.54</b>	<b>\$16,737.75</b>	<b>\$19,462.71</b>
<b>Code Update</b>					
Phase 3					
fees	\$0.00	\$23,497.46		\$3,601.00	
exp.	\$0.00	\$429.12		\$429.12	
<b>total</b>	<b>\$60,000.00</b>	<b>\$23,926.58</b>	<b>\$19,896.46</b>	<b>\$4,030.12</b>	<b>\$36,073.42</b>
Doc. Production					
fees	\$0.00	0		\$0.00	
exp	\$0.00	0		\$0.00	
<b>total</b>	<b>\$6,700.00</b>	<b>0</b>		<b>\$0.00</b>	<b>\$6,700.00</b>
<b>Total</b>	<b>\$66,700.00</b>	<b>\$23,926.58</b>	<b>\$19,896.46</b>	<b>\$4,030.12</b>	<b>\$42,773.42</b>
<b>Inter-Governmental Coordination Addendum</b>					
fees	\$0.00				
exp.	\$0.00				
<b>total</b>	<b>\$27,500.00</b>	<b>38220.57</b>	<b>\$29,222.17</b>	<b>\$8,998.40</b>	<b>(\$10,720.57)</b>
<b>Inter-Governmental Agreement</b>					
fees				\$0.00	
exp.				\$0.00	
<b>total</b>		<b>719.5</b>		<b>\$719.50</b>	

**TUESDAY JULY 30, 1996**

2:00 pm - 5:00 pm	Joint Area Testimony (MCPC & GJPC)	Two Rivers - North Side of Bldg.
5:00 pm - 6:00 pm	Refreshments for board members & staff	
6:00 pm - 9:00 pm	Rural Area Testimony (MCPC only)	Two Rivers - North Side of Bldg.

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**THURSDAY AUGUST 1, 1996**

2:00 pm - 5:00 pm	Rural Area Testimony (MCPC only)	Two Rivers - North Side of Bldg.
5:00 pm - 6:00 pm	Refreshments for board members & staff	
6:00 pm - 9:00 pm	Joint Area Testimony (MCPC & GJPC)	Two Rivers - North Side of Bldg.

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**THURSDAY AUGUST 8, 1996**

6:00 pm - 7:30 pm	To consider adoption of Joint Urban Area Plan (MCPC & GJPC)	Two Rivers - South Side of Bldg.
7:30 pm - 8:00 pm	Refreshments for board members & staff	
8:00 pm - 9:30 pm	To consider adoption of Countywide Plan (MCPC)	Two Rivers - South Side of Bldg.

LAW OFFICES

FREILICH, LEITNER & CARLISLE

A PARTNERSHIP INCLUDING PROFESSIONAL CORPORATIONS

ROBERT H. FREILICH, P.C.<sup>1,3,5</sup>  
MARTIN L. LEITNER, P.C.<sup>1</sup>  
RICHARD G. CARLISLE, P.C.<sup>1</sup>  
STEPHEN J. MOORE, P.C.<sup>1</sup>  
BENJAMIN KAUFMAN<sup>3</sup>  
TERRY D. MORGAN, P.C.<sup>1,4,6</sup>  
DEBORAH J. FOX<sup>5</sup>  
MARGARET MOORE SOHAGI<sup>3</sup>  
S. MARK WHITE<sup>1,7</sup>  
KIMBERLEY MICKELSON<sup>4</sup>  
TERRY P. KAUFMANN MACIAS<sup>3</sup>  
ELIZABETH A. GARVIN<sup>1,2</sup>  
DAVID G. RICHARDSON<sup>2,4</sup>  
DAVID W. BUSHEK<sup>1,2</sup>  
DAWN R. ANDREWS<sup>3</sup>

1000 PLAZA WEST  
4600 MADISON  
KANSAS CITY, MISSOURI 64112-3012

FACSIMILE  
(816) 561-7931

TELEPHONE  
(816) 561-4414

February 5, 1997

IN CALIFORNIA

FREILICH, KAUFMAN, FOX & SOHAGI  
SUITE 1230, 11755 WILSHIRE BOULEVARD  
LOS ANGELES, CALIFORNIA 90025-1518  
TELEPHONE: (310) 444-7805

IN TEXAS

FREILICH, MORGAN, LEITNER & CARLISLE  
SUITE 700, 5001 LBJ FREEWAY  
DALLAS, TEXAS 75244-6131  
TELEPHONE (214) 387-5215

ADMITTED IN MO<sup>1</sup> KS<sup>2</sup> CA<sup>3</sup> TX<sup>4</sup> NY<sup>5</sup> OR<sup>6</sup> NC<sup>7</sup>

Kathy Portner, AICP  
Planning Supervisor  
250 North 5th Street  
Grand Junction, CO 81501

Subject: Plan Summary Printing Cost

Dear Kathy:


The purpose of this letter is to inform you about the cost of the Plan Summary, as follows:

500 Plan Summaries, 2-sided, 80# Stock, Printed and Folded	\$4,998.00
Sales Tax (at approximately \$0.06475/\$1.00)	\$323.00
Shipping (approximate)	\$200.00
Total (approximate)	<u>\$5,521.00</u>

The Plan Summaries are being printed. We expect delivery of them late next week and will ship them as soon as we receive them.

The Summaries are quite attractive and may be used for marketing Grand Junction as well as for customer information pieces. Thank you for your patience.

Yours truly,

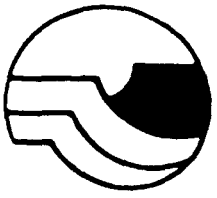
  
Jennifer Barrett  
Senior Planner

JB/slh#28396  
90494-005

Enclosure

cc: Michael Lauer

P.S. I am enclosing a disk containing the files for the Growth Plan.



**MESA COUNTY  
COLORADO**

**COUNTY COMMISSIONER**  
District 1  
James (Jim) R. Baughmen  
(970) 244-1605

P.O. Box 20,000  
750 Main Street  
Grand Junction  
CO 81502-5010

FAX (970) 244-1639

March 28, 1997

William D. Merkel, MD  
2525 North 8th Street, Suite 203  
Grand Junction, CO 81501

RE: March 13, 1997 Letter

Dear Dr. Merkel:

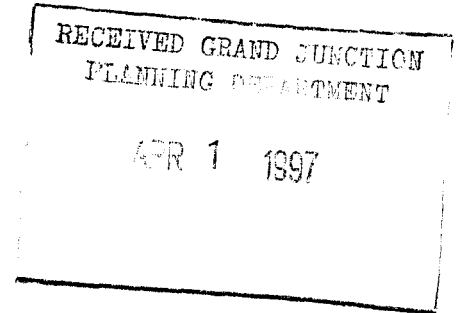
Thank you for your letter dated March 13, 1997. I appreciate your concerns regarding your property at the northeast corner of 24 Road and I-70. Mesa County does not have land use authority on this site, since this property is within the municipal limits of the City of Grand Junction. Prior to your property being annexed to Grand Junction, it was zoned Agricultural Forestry Transitional (AFT). Please check with the City of Grand Junction' Community Development Department for your current zoning.

Zoning was established in Mesa County in 1961. The canning factory at 787 24 Road was an existing use of the land prior to the 1961 zoning. I understand the canning factory has not been used commercially for approximately 40 years. In Mesa County, non-conforming land uses (uses not allowed in the current zone district) lose their legally non-conforming status after discontinuance of the use for a period of one year. (See enclosed excerpt from the *Mesa County Land Development Code*, section 9.1.7 and a copy of a memo from Keith Fife, Long Range Planning Director, to the Mesa County Planning Commission regarding Alan Pennington's letter of 2/17/97).

After considering nearly two years of public input and recommendations of the Joint Urban Area Steering Committee, the Mesa County Planning Commission and Grand Junction Planning Commission adopted the Joint Urban Area Plan (the *Grand Junction Growth Plan* and Chapter five of the *Mesa Countywide Land Use Plan*) last fall. These plans do not establish or change existing zoning; however, they are used as a tool to guide planning and individual land use decisions. The *Mesa Countywide Land Use Plan* established a framework for future updates to neighborhood or "area" plans. I encourage you to participate in future planning efforts to implement the plan. One such effort will be to update a portion of the *Mid Valley/Appleton Plan* (which includes your property) later this year.

The City of Grand Junction is the lead agency on the 24 Road widening project, as all lands south of I-70 on 24 Road are in the City. Your concerns on the proposed road design of 24 Road should be directed to the City, as I understand construction is scheduled for the year 1999. According to our Public Works Department, the two lanes on 24 Road north of the Interstate are adequate to handle traffic impacts in the foreseeable future.

Land in the vicinity of 24 Road north of I-70 is not included within the Persigo Wastewater Plant 201 sewer service area. Sewage treatment concerns and many other issues will be considered and addressed during the area planning process mentioned above. One possibility for servicing Appleton Elementary School is to provide a single dedicated sewer line to the school.



March 27, 1997  
William D. Merkel, MD  
Page 2

Thank you again for your concerns and civic interest.

Sincerely,

*James R. "Jim" Baughman*

James R. Baughman  
Commissioner

cc: Commissioners Doralyn Genova and Kathy Hall  
Bob Jasper, County Administrator  
Mesa County Planning Commission  
Grand Junction City Council  
Kathy Portner, Grand Junction Community Development Acting Director  
Keith Fife, Mesa County Long Range Planning Director

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**YOUNGE & HOCKENSMITH  
PROFESSIONAL CORPORATION**

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RONALD W. GIBBS  
EARL G. RHODES \*  
YEULIN V. WILLETT

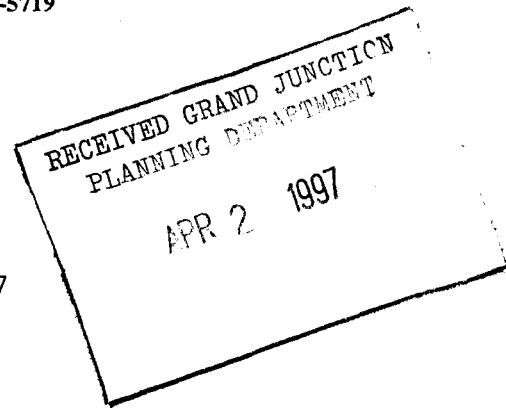
**ATTORNEYS AT LAW**

**743 HORIZON COURT, SUITE 200  
GRAND JUNCTION, COLORADO 81506  
970-242-2645 FAX 970-241-5719**

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‡ ALSO ADMITTED IN NEW YORK



March 31, 1997

Mesa County Commissioners  
750 Main Street  
Grand Junction, CO 81501

RE: Proposed Subdivisions North of I Road and East of 26 Road

Dear Commissioners:

I am writing to you on this subject on my own behalf, and not on behalf of any client. Although my wife and I have lived in downtown Grand Junction for over twenty-five years, we also own a lot in Quail Run Subdivision south of I Road and east of 25 Road, where we hope to eventually build a house.

We have also taken an interest in land use in Mesa County as citizens for many years. My wife Janine served on the Grand Junction City Planning Commission for several years, including one as its chairman. I served on the City's growth planning committee that worked closely with the County's growth planning committee for eighteen months ending last year. Because these two groups worked so closely together, I don't believe they would have substantially differing views on the topic of my letter.

I distinctly remember Clay Tipping attending several of our meetings, and asking that the land areas north of I Road be included in the growth planning process. It's surprising to me now to see an application for density that is more than double the approved density for that area. This is especially so when I don't ever recall our group being asked to consider two acre densities for that area during all of our discussions. If any consensus existed in both growth planning efforts, it was that density should decrease, not increase, as distance increases from core areas offering completed infrastructure and urban-level services.



Increased traffic is a legitimate concern on the farm to market roads that serve outlying areas north of I-70 and especially north of I Road. By far the greatest concern, though, has to be sanitation. The lack of sewer availability in this entire area mandates larger (4-10 acre) lots. This allows each landowner to relocate a leach field when the inevitable failures occur over time. In many parts of this area, heavy impermeable clays won't allow conventional septic systems. When the effects of many septic systems are combined, the problem becomes acute, usually so acute that appeals for help come back to the government, as we see over and over in the aging Redlands Subdivisions, and most recently in Appleton.

It's this inevitable need for sewer that concerns me most as a County resident and as nearby landowner. First of all, I will resent having to pay for the extension of sewer to this area, either as part of some special improvement district or as a general taxpayer. Whether this happens in ten years or twenty years, I will feel that the developers who are long gone have saddled the rest of us with a large burden while they made their profits. Second, extending sewer to this region will intensify development and density pressures, as sewer availability always does. This will frustrate the one overriding policy goal of our growth planning, concentrating density where all services are available. It was emphasized to us clearly in the growth planning effort that water and sewer are the easiest and cheapest infrastructure to provide, while the more costly infrastructure plays catch-up at the public expense after development occurs.

Finally, at the risk of being over-dramatic, I want to emphasize the time and selfless effort that many, many people devoted to the growth plans that were developed and integrated by the City and County in 1995 and 1996. A tremendous amount of work was spent, not only educating ourselves on technical and economic matters, but also seeking and getting input from every element in Mesa County. Even the City's growth planning committee had many representatives from county areas outside the City. At more than one point in this process, committee members asked elected officials, both at the City and the County, whether the results of all this work would be adopted, implemented and preserved by our elected officials. In every case, elected officials stated that they would.

Certainly, extensive plans covering scores of square miles can require some adjustment as the time and the course of events may require. However, I'm at a loss to understand how such a fundamental departure as this could be warranted a few months after its

adoption and before infill development has progressed at all. If you expect hard working volunteers to undertake large public policy projects, their work product has to be respected, especially work product that represents such a broad and well-developed consensus.

Frankly, even average five-acre lots in that area would be outside the thinking of the planning committee, as a look at the final growth plan map would show. However, if you are looking for a way in which to allow some development in this area while still protecting the public fiscal interests and maintaining some degree of conformity with the growth plan, I have a suggestion. You might require an average lot size of at least six acres, with set building envelopes that insure proper dispersion of houses and an opportunity to replace septic fields two or three times. I would also recommend placing of record a firm disclaimer of the County's responsibility to provide sewer or other infrastructure now or in the future.

I would welcome a call from any of you on this subject; your action on these proposals will say a lot about the weight the growth plan will be given for years to come.

Very truly yours,



Kirk Rider

KR/rea

pc: Mesa County Planning Staff  
City of Grand Junction Planning Staff

# City/County Steering Committee Recommends Growth Plan

The plan for future land uses in and around Grand Junction stepped closer to adoption in May. The joint City/County Steering Committee unanimously recommended adoption of a plan for future growth in the area between 19 and 33 Roads. This area includes Grand Junction, as well as the Redlands, Clifton, southern Appleton, Fruitvale, and Orchard Mesa areas. The action followed a series of four well-attended public workshops held throughout the community. It concludes more than a year of difficult decision-making by a dedicated group of citizens to develop a balanced plan for the community's future.

What began as two independent planning efforts by the City and County, became a cooperative effort to address the urban issues facing residents throughout the community. Steering committee members from the City and unincorporated areas evaluated different land use patterns and growth strategies. Throughout their

effort, they debated the benefits and costs of each strategy, forging consensus for a plan that:

- protects valued community assets (such as neighborhoods, parks, open space, the rivers);
- establishes an urban growth boundary;
- recommends more efficient growth patterns within the growth boundary;
- reserves land for future urban development;
- respects individual property rights; and
- builds a foundation for City/County cooperation on growth issues.

After a joint workshop in early July, the City and County Planning Commissions will conduct joint public hearings on the recommended draft plan. The initial workshop is intended to give the Planning Commissions, City Council, and Board of County Commissioners the opportunity to discuss the Steering Committee's recommendations and citizens' comments from the May community workshops. The public hearings will provide another opportunity for residents to express their views on the proposed plan for the urban area.

For more information on the growth plan, please contact Kathy Portner at 244-1446 (City) or Keith Fife at 244-1650 (County). You also can leave comments on the Plan Hot Line number at 244-1892.

## Joint Planning Commission Growth Plan Public Hearing Schedule

July 30 2:00 - 5:00 p.m.  
Two Rivers Convention Center

August 1 6:00 - 9:00 p.m.  
Two Rivers Convention Center

August 8 6:00 p.m.  
Joint City/County Planning Commission Hearing to consider adoption of the plan - Two Rivers Convention Center

Copies of the draft plan will be available for public review after July 14 at City Hall, Mesa County Planning Department, and the Mesa County Public Library.

## Four Alternatives Under Consideration for North/South Transportation Corridor

Four alternatives for the North/South Transportation Project have been identified after looking at site constraints and receiving feedback from the public. The consultants, MK Centennial, will present their recommendations for a preferred alternative at an Open House in August. Public input is invited and encouraged. Contact the Project Hotline at 244-8823 to get on the mailing list for further information.



## GJ Police Offer Suggestions to Cut Down on Crime

The Grand Junction Police Department's Crime Prevention Unit would like to pass on some helpful hints about protecting your home and your cars from burglaries, vandalism, and theft from auto.

1. Keep your car doors locked. Over 75% of theft from autos happen to people who routinely leave their car doors unlocked. Most "car burglars" will hit an unlocked car before a locked one. And don't leave valuable items in your car where they can be seen by passersby.
2. Leave your outside lights on from dusk till dawn. Light is the most effective form of criminal deterrent. The old method was to turn your lights off when you went to bed, but this leaves a potential burglar with the knowledge that if the outside lights are on and the inside lights are off, the home owner is not at home to protect his property. In addition, the cost of leaving your lights on is not excessive and can be defrayed by the use of low energy light bulbs.

3. Don't be afraid to call the police when you see someone suspicious in your neighborhood. You and your neighbors are the people in the best position to know who belongs and who doesn't. If you feel concerned about someone in your neighborhood, call 911. There is probably a reason that this person is making you suspicious.

4. Consider getting with your neighbors to form a Neighborhood Watch group. Officers of the Grand Junction Police Department's Crime Prevention Unit will be happy to meet with you and your neighbors to help you get started. Neighborhood Watch is a very effective tool in getting citizens to assist law enforcement in keeping criminals out of an area.

Remember, you are the greatest tool the police can use to keep your neighborhood safe. If you would like to set up a Neighborhood Watch group on your block, call the Crime Prevention Unit at 244-3587, and an officer will help you get started.

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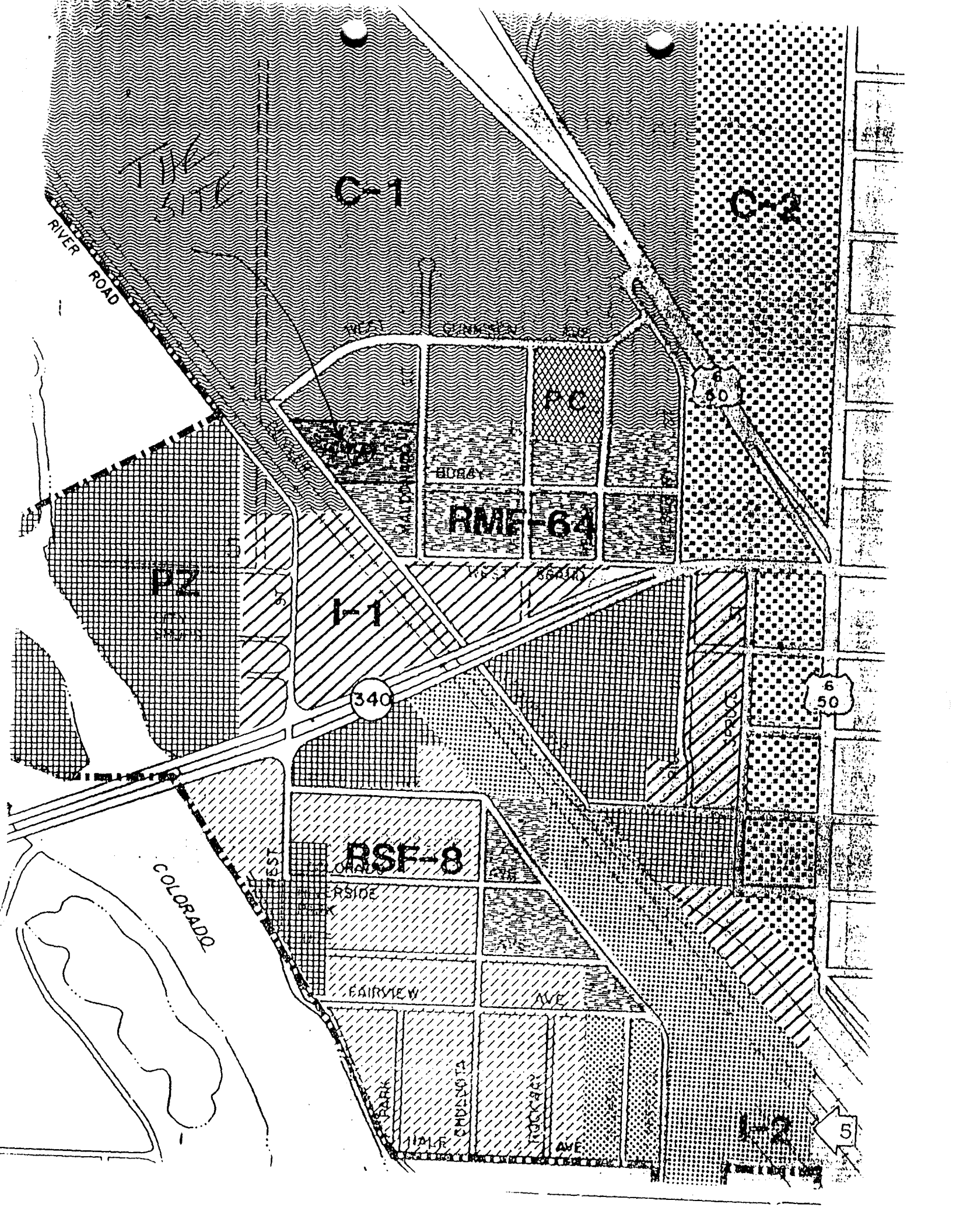
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C-2

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RME-64

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RSIDE

FAIRVIEW

AVE

COLORADO

EST

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12th

13th

14th

5



# Proposed Future Land Use Map

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A

**DRAFT**

**DRAFT**

- Urban Growth Area
- Urban Reserve Area
- Conservation
- Agriculture (35 Acres +)
- Rural (5 - 34.9 Acres)
- Estate (2 - 4.9 Acres)
- Residential Low (.5 - 1.9 Acres)
- Residential Medium Low (2 - 3.9 DU/Acre)
- Residential Medium (4 - 7.9 DU/Acre)
- Residential Medium High (8 - 11.9 DU/Acre)
- Residential High (12+ DU/Acre)
- Commercial
- Commercial/Industrial
- Industrial
- Public / Institutional
- Park

\* Park designation assumes the City of G.J. either leases or purchases for park (and a portion for a school site) purposes. If in the future the City doesn't own or lease as a park (and a portion for a school site), the property shall be designated RM (residential, medium density).

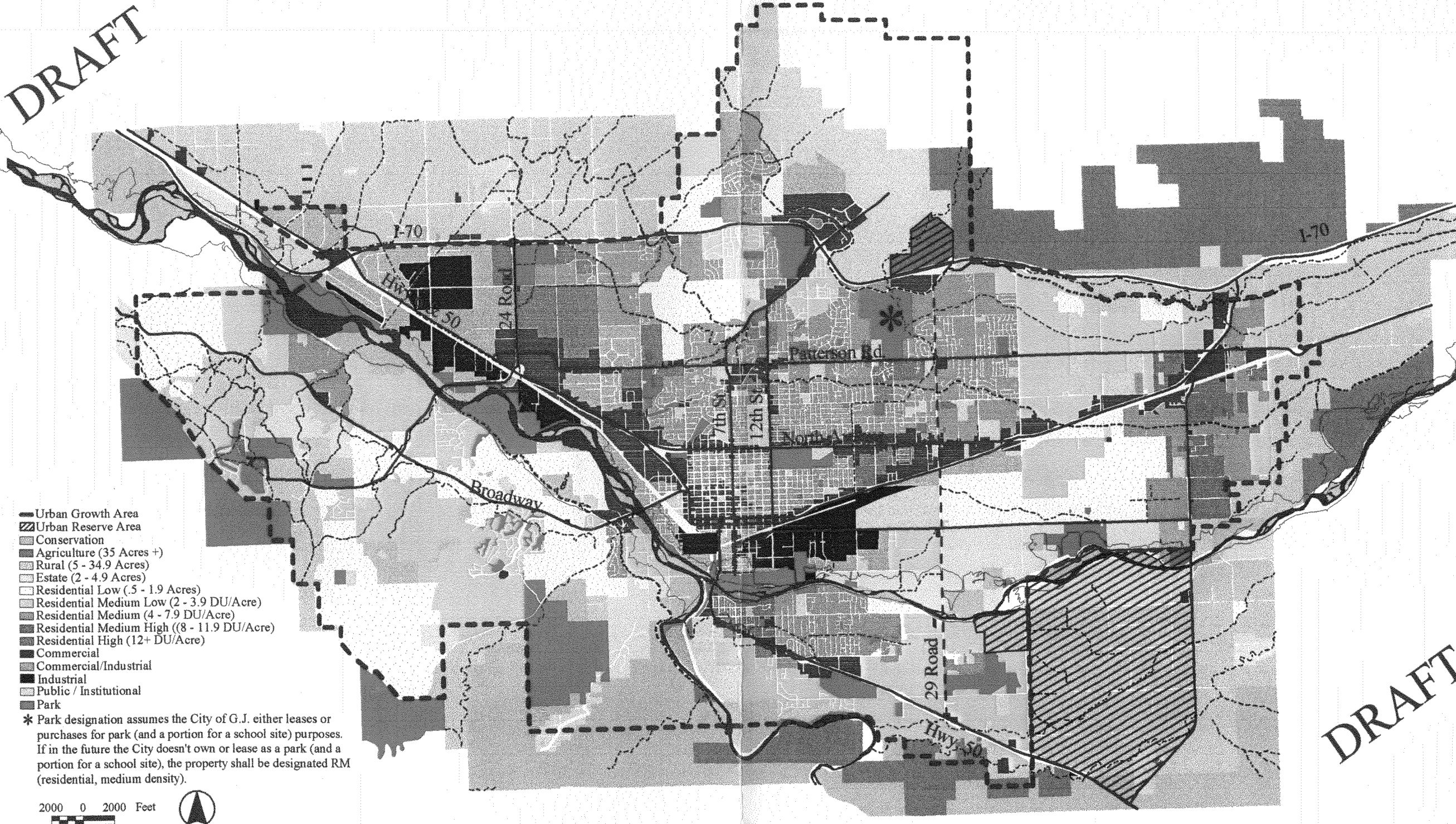
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**Mesa Countywide  
Land Use Plan**  
From Issues To Action



**City of Grand Junction  
Growth Plan**  
July 1996



# Growth Plan



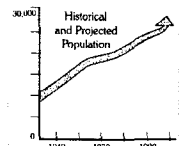
## A Vision for the New Millennium

### Physical Assessment

The natural environment is one of the community's most valuable resources. The Colorado and Gunnison Rivers, the abundance of federally-owned and open space, the temperate climate and relatively clean air have made Grand Junction a desirable place to live and work. The community's topography, soils, water supply and climate provide both opportunities and constraints. Decisions affecting growth and development have long-term impacts on the condition these resources for future generations. The community's challenge is to provide for the needs of residents and businesses without sacrificing these natural assets. Key natural resource concerns addressed in the Growth Plan are:

- **Protection of the riverine environment.** This plan supports efforts to conserve and enhance the environmental and recreational value of riverfront areas.
- **Managing hillsides and ridge-line development.** Development of hillsides and ridgelines should be sensitive to both safety and aesthetic concerns.
- **Preservation of key open space areas and corridors.** The rivers and several drainageways should be retained to provide open space for the movement of wildlife.
- **Maintaining clean air.** To maintain the health of the community everyone must cooperate to minimize the air pollution loading.

### Grain Assessment



Since 1990, the planning area has experienced sustained rapid growth. Historically, the community has experienced a series of population boom and bust cycles. However, decreased reliance on a resource-based economy and increased geographic flexibility for workers through improving telecommunications are likely to moderate future boom cycles. The population of the planning area is anticipated to increase throughout the planning period (from 1995 to 2010) at an annual rate of two percent.

### Key Issues

Historical boom and bust growth cycles have shaped growth attitudes and growth patterns within Grand Junction and Mesa County. The boom saw services extended and relaxation of development standards without regard to long-term effects. The unincorporated area experienced population growth with sprawling development patterns. Large tracts of agricultural and open space land were prematurely developed.

In order to preserve the area's quality of life and to control development so that it is compatible with the existing development, the City of Grand Junction and Mesa County jointly prepared and adopted the Growth Plan for the Joint Planning Area. The following are key issues addressed in the Growth Plan:

**City and County Coordination** are essential to address environmental preservation, growth patterns, and public facilities and services by coordination of future land use and zoning standards. The City and County will develop compatible standards and strategies to provide adequate public services and facilities.

**Municipal Coordination** between Grand Junction, Fruita and Palisade is established to ensure land use compatibility between the municipalities and to ensure a functional buffer area between the municipalities via specific design guidelines.

**Land Use Compatibility** will be ensured by a balance of heavy commercial and multi-family development with new and existing residential development while maintaining property values. New residential development will create a variety of housing types and price ranges. Traffic congestion and waste projects will be addressed so that property values are maintained. The community supports a heterogeneous land use mix that will be balanced with standards to ensure neighborhood compatibility.

**Compact Development Patterns** will be maintained through preservation of agricultural and open space land. Compact and efficient land development will help balance the pressures for outward growth.

**Adequate Public Facilities for Residents and Businesses** will be assured through the City's minimum service level standards and through recommended strategies to develop acceptable standards for other facilities. Such policies and actions will address the current challenges of increases in traffic, utility demand, fire protection needs, park usage and school enrollment. New growth must pay its own capital costs. The Plan addresses equitable funding strategies.

**City, County, School District and Utility Service Providers** will coordinate and develop joint programs for provision of related services and capital and operations plans.

**Unique Needs of the Community's Neighborhoods** will be addressed through the development of area plans that will showcase unique needs and priorities.

**Enhancement of the Community's Aesthetics and Appearance** will be addressed through the development of stronger design guidelines, especially in highly visible areas.

### Future Land Use Classes

The Urban Planning Area is located in and around the most heavily urbanized area of the Grand Valley, including the community areas of the Redlands, Orchard Mesa, Appleton, Clifton and Grand Junction. This area is jointly planned by Mesa County and the City of Grand Junction.



Downtown Shopping Park  
Photo Courtesy of Judy Khaki,  
Public Works Department

The Urban Planning Area has a more detailed land use classification system than the rural areas of the County due to the more intense urban pressures it experiences. There are fourteen urban area land use classifications. The Future Land Use Map shown on the reverse side of the Growth Plan Summary details these classifications.

**Extra-Territorial Growth.** During the 1980s, the City's population increased by only 3.2 percent compared with a 27 percent growth rate within the urbanized areas of the County. Rapid urbanization of unincorporated areas surrounding the City has created service dilemmas. The County has faced increased demands to provide urban police and street maintenance services. Multiple special districts have been formed to provide water, wastewater and fire protection services within unincorporated urban areas and the City has found that it provides a parks and recreation system for a population that is more than twice its resident base. While annexation will resolve some service dilemmas, coordination between the City, County and other service providers will be required to equitably fund and adequately provide urban services.

**Increasing Numbers of Senior Citizens.** The age of the City's population provides a good basis for evaluating current and future service needs. While the total population of Grand Junction increased modestly during the 1980s, age characteristics of the City changed dramatically as the City "aged." There was a 30 percent increase in people over 65. The increase in seniors can be attributed to the warm, dry climate, health care facilities, and overall quality of life in the community. These factors will continue to attract retirees in the future.

**Increasing School Age Population.** In general, most residents under age 17 live within the urban fringe areas that are growing most rapidly. Recent growth has pushed enrollment to capacity limits in many schools. As the number of children increases, school capacity is likely to be the primary constraint on growth.

### Education Services

Education is an important resource in every community. Not only are schools charged with educating the community's youth, they also are major employers. In Grand Junction, Mesa County Valley School District #13 provides public education to a student population of approximately 12,500. On average, these students had a student/teacher ratio of about 23:1 for most of the schools.



Mesa State College  
Photo courtesy of Mesa State College

There are five post-secondary schools in Grand Junction: Mesa State College; Unified Technical Education Center; University of Colorado - Continuing Education; Technical Trade Institute and Insurrection Bible College and Colorado Christian University.

### Goals and Policies

The following goals are embraced by both the City and the County for the Joint Planning Area. Goals describe a desired state of affairs for the community in the future. They are the broad public purposes toward which policies and programs are directed. The policies and programs are detailed in the Growth Plan.

#### Land Use Goals

- Achieve a balance of open space, agricultural, residential and non-residential land use opportunities that reflects the residents' respect for the natural environment, the integrity of the community's neighborhoods, the economic needs of the residents and business owners, the rights of private property owners and the needs of the urbanizing community as a whole.
- Ensure orderly transitions or buffers in areas of joint concern between different communities (i.e., Grand Junction, Fruita, Palisade) that help define distinct communities within Mesa County.

#### Growth Management Goals

- Implement the plan through the coordinated and consistent actions of Grand Junction, Mesa County and other service providers.
- Coordinate the timing, location and intensity of growth with the provision of adequate public facilities.
- Ensure that urban growth and development make efficient use of investments in streets, utilities and other public facilities.
- Promote the cost-effective provision of services for businesses and residents by all service providers.
- Equitably fund improvements required to serve community residents and businesses.

#### Community Character/Image Goals

- Support the long-term vitality of existing centers of community activity in the Downtown Commercial Core Area, the Airport Extension/Horizon Drive, Mesa Mall Environs, Clifton, Hospital Environs, and Mesa College.
- Recognize and preserve valued distinctions between different areas within the community.
- Provide "stable" neighborhoods and land use compatibility throughout the community.
- Enhance the ability of neighborhood centers to competently serve the neighborhoods in which they are located.
- Encourage active citizenry and participation in community activities.

#### Housing Goals

- Achieve a mix of diverse housing types and densities dispersed throughout the community.
- Promote adequate and diverse housing opportunities dispersed throughout the community.

Tara Rado Golf Course  
Photo courtesy of Doug Jones,  
City of Grand Junction

#### Economic Goals

- Promote a healthy, sustainable, diverse economy.
- Maintain the City's position as a provider of goods and services.

#### Cultural/Historic Resources Goals

- Retain and preserve historic and cultural resources that symbolize the community's identity and uniqueness.

#### Natural Environment Goals

- Achieve a high quality of air, water and land resources.
- Minimize the loss of life and property by avoiding inappropriate development in natural hazard areas.
- Preserve agricultural lands.

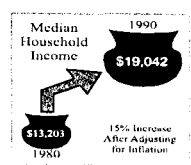
#### Transportation Goals

- Foster a well-balanced transportation system that supports the use of a variety of modes of transportation, including automobile, local transit, pedestrian and bicycle use.
- Develop and maintain a transit system that is actively promoted throughout the community.
- Obtain improved ground and air access to the community.

#### Parks and Open Space Goals

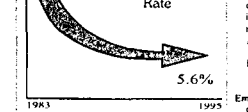
- Develop and maintain an interconnected system of neighborhood and community parks, trails and other recreational facilities throughout the urban area.
- Include open space corridors and areas throughout the planning area for recreational, transportation and environmental purposes.

**Household Composition.** The number of households in Grand Junction increased by 8 percent to 12,831 between 1980 and 1990. Average household size decreased slightly from 2.3 persons per household in 1980 to 2.2 in 1990. Between 1980 and 1990, the number of single-person households increased by 12 percent.



**Income and Poverty.** The median household income was \$19,042 in 1990. After adjusting for inflation, income increased 15 percent between 1980 and 1990. If the City follows the County trend, income will continue to increase. Household income in the County was estimated to have increased to \$12,043 in 1993.

**Housing.** The total number of housing units in the City increased by 7 percent to 13,698 units between 1980 and 1990. An additional 650 units were "permitted" in the City between 1991 and 1994. Most houses are occupied (94 percent), with one-third being owner-occupied and the other half renter-occupied. The supply of housing has not kept up with demand - the number of occupied housing units climbed by 8 percent, while vacant housing in the area decreased by over 4 percent.



The increase in occupied housing mostly occurred in the rental market, constituting a net increase in rental housing cost from \$217 a month in 1980 to \$313 in 1990. The Grand Junction Board of Realtors reports that since 1989, the median price of a single family home has increased by \$40,000.

**Employment.** Total County employment has grown at an annual rate of more than 4 percent since 1986. By the end of 1993, the City's labor force included over 14,500 people. In 1995, unemployment reached a low of 5.6 percent. The major employers in the Grand Valley are public employees, health care providers and industries. Each employer provides a relatively stable source of employment for community residents.

### Plan Implementation Strategies

Successful implementation of the Urban Area Plan's goals and policies is the product of many individual actions by City, County and private decision-makers over the course of many years. The City and County will need to accomplish many tasks and initiate various programs to accomplish the goals set forth in the Plan. The Growth Plan lists specific actions recommended to achieve the Plan's goals. This list is not intended to be exhaustive. It is intended to identify the highest priority tasks to be pursued over the next several years. This section should be updated regularly to reflect community accomplishments, new approaches to community issues, changing conditions and shifting priorities.



River Front Park  
Photo courtesy of the City of Grand Junction

#### Key Action Items

- Adopt a City/County Intergovernmental Agreement (IGA) to provide for the administration and implementation of the Urban Area Land Use Plan.
- Adopt Zoning and Development Code Amendments.
- Review/Update Triplog Files.
- Update the Parks Master Plan.
- Adopt an Open Space and Trails Master Plan.
- Negotiate the Establishment of Community Buffers.
- Update Area Plans.
- Establish a Certification of Compliance Process.
- Assign the MPO in Development of the Major Street Plan.
- Negotiate the Urban Parks Provision Strategy with Mesa County.
- Follow-up the Urinary Trail Feasibility Study.
- Expand the Streetscape Program.
- Continue Transportation System Monitoring.
- Support Transportation Demand Management.
- Continue Supporting Existing Para-Transit Operations.
- Expand and Integrate the City and County Geographic Information Systems.

### Urban Area Plan Amendment/Administration

The City/County IGA addresses the need for annual and periodic reviews of, and amendments to, the Plan and the Future Land Use Map as well as their administration. As community needs and conditions change, the Plan and Future Land Use Map must change to remain a dynamic document. Annual and periodic plan reviews will ensure that the Plan remains an effective guide for decision-makers. This review should include an evaluation of City and County effectiveness in achieving plan goals. The major review process should encourage input from merchants, neighborhood groups, developers and other citizens through the creation of a Citizen Review Committee. Any plan amendments that appear appropriate as a result of a review should be processed according to the plan amendment process agreed to within the City/County IGA.

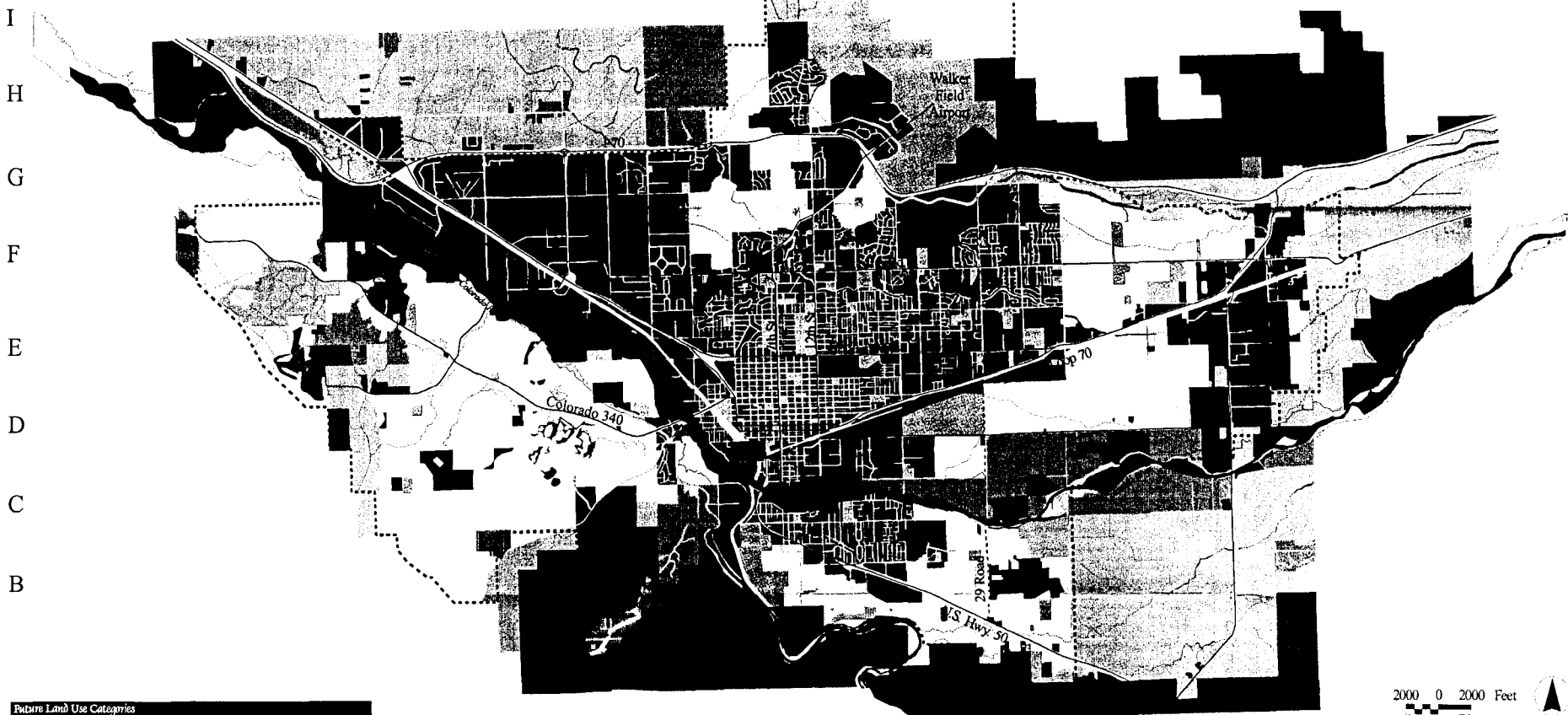
For a complete discussion of the assessments of the Joint Planning Area, public participation, growth management alternatives, the Future Land Use Plan for the Joint Urban Planning Area, and the administration and monitoring of the Plan, please review the full document entitled:

"Growth Plan,  
City of Grand Junction,  
A Vision for the New Millennium"

as adopted October 2, 1996. It is available through the Community Development Department of the City of Grand Junction.

19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34

# Grand Junction, Colorado Future Land Use Map



2000 0 2000 Feet



### Future Land Use Categories

- Urban Growth Boundary.** The City and County will limit urban development in the Joint Planning Area to locations within the Urban Growth Area with adequate public facilities as defined in the City and County Codes.
- Urban Reserve Area.** Development of non-urban interests within the urban reserve area may be permitted if it is designed to accommodate urban development when urban services are available.
- Conservation.** Public or private land reserved for open space, wildlife habitat, sensitive or hazardous land protection, and other environmental conservation purposes.
- Agriculture.** Private lands with home sites approximately 35 acres or more. Typical uses would consist of the farms, orchards, pastures, other commercial agriculture operations or open areas. Agricultural parcels will not receive urban level services. This category does not include industrial farms or livestock feedlots.
- Rural.** Private lands that will remain in parcels of 5 to 35 acres. The uses will vary among residential lots, low intensity agricultural operations, orchards and other small scale operations.

- Estate.** Typical "estate" style single family homes on large lots of 2 to 5 acres. Centralized services might be needed depending on site conditions and proximity to existing services. Zoning will regulate the intensity of agricultural operations permitted on Estate parcels.
- Residential Low Density.** Single family detached residences on lots ranging from 1/4 to 2 acres. These homes are generally served by a public water and wastewater system. Clustered homes and detached units may be permitted in planned developments.
- Residential Medium - Low Density.** Detached single family residents with typically 2 to 4 units per acre that receive full urban services. Alternative residential development types, including single family attached, townhomes, and multifamily units may be permitted in these areas through the planned development process, where gross densities do not exceed four units per acre and compatibility with adjacent development can be assured.
- Residential Medium Density.** A mix of residential development types with gross densities less than 8 dwelling units per acre are anticipated in areas with this designation. Single family developments will be integrated with other dwelling types, including duplexes, and low intensity attached residential development. Some low intensity multifamily development may be permitted through the planned development process where compatibility with adjacent development can be assured.

- Residential Medium - High Density.** A mix of residential development types with gross densities less than 12 dwelling units per acre are anticipated in areas with this designation. Duplexes, manufactured homes subdivisions and low intensity attached residential development will be integrated with townhomes and low intensity multifamily development.
- Residential High Density.** All types of residential development may be permitted in these areas provided that gross densities are at least 12 and no more than 24 dwelling units per acre. Higher density residential and neighborhood retail/service center development may be permitted through the planned development process where compatibility with adjacent development can be assured and adequate community-wide amenities or other benefits are provided consistent with zoning standards.
- Commercial.** Permits a wide range of commercial development with no outdoor storage or operations. Mixed commercial and residential developments will be encouraged in some areas.
- Commercial Industrial.** Heavy commercial, offices and light industrial uses with outdoor storage, but no outdoor operations other than sales. Some joint operations may be permitted through the planned development process where adequate screening and buffering can be provided to ensure compatibility with existing and planned development in the vicinity of the proposed use. Residential uses are not appropriate.

- Industrial.** Heavy commercial, and industrial operations are predominant in industrial areas. Batch plants and manufacturing uses with outdoor operations are appropriate if developed consistently with zoning regulations. Residential uses are not appropriate in industrial areas.
  - Public/Institutional.** Public or private lands reserved for open space, wildlife habitat, sensitive or hazardous land protection, and other environmental conservation purposes. Mining and sand/gravel operations may be permitted as a temporary use.
  - Parks.** Active park and recreation sites with significant public access, whether publicly or privately owned.
- This map does not stand alone; it must be used in concert with the goals and policies in the Urban Area Plan. This map does not necessarily reflect current zoning. For further information about the Growth Plan and Future Land Use Map and an update on amendments, please contact:  
 Community Development Department  
 City of Grand Junction  
 250 North 5th Street  
 Grand Junction, Colorado 81501-2668  
 (970)244-1448