

**CITY OF GRAND JUNCTION, COLORADO
ORDINANCE NO. 4571**

**AN ORDINANCE ADOPTING THE GRAND JUNCTION
GREATER DOWNTOWN PLAN AND AMENDING THE FUTURE LAND USE MAP
AND TEXT OF THE COMPREHENSIVE PLAN**

**AS AN ELEMENT OF THE COMPREHENSIVE PLAN FOR THE AREA
GENERALLY INCLUDING THE ORIGINAL SQUARE MILE, SOUTH AVENUE TO
THE COLORADO RIVER AND RIVERSIDE NEIGHBORHOOD TO 28 ROAD**

RECITALS.

A Strategic Downtown Master Plan that encompassed the original square mile was developed through the Downtown Development Authority (DDA) and the guidance of a steering committee of interested downtown merchants, property owners and policymakers during 2007-2008. The Plan defined an overall vision and goals for downtown and included implementation strategies such as a zoning overlay. The Strategic Downtown Master Plan was considered by City Council on September 14, 2009 but, due to pending adoption of the Comprehensive Plan, Council voted to continue the Plan to an unspecified future date.

A South Downtown Neighborhood Plan encompassed the area between the railroad tracks and the Colorado River and the Riverside neighborhood on the west to 28 Road on the east. A plan for the area was developed from 2006-2008 with 15 community focus group meetings, 3 public open houses with 80-100 people in attendance at each open house. The Plan included a circulation and trails plan, economic development strategies, rezoning some properties and zoning overlay. The South Downtown Neighborhood Plan was considered by City Council on June 16, 2008 but was not adopted.

A Westside Downtown Redevelopment Plan was adopted by the City in January 2004. This plan included the area bounded on the north by Main Street, on the east by 5th Street, on the south by South Avenue, and on the west by the Railroad. A preferred plan for redevelopment defined redevelopment of various land use and presented concepts for a circulation plan. Design guidelines and standards for the area were considered and incorporated as appropriate within the Greater Downtown Plan. Adoption of the Greater Downtown Plan will repeal and replace the Westside Downtown Redevelopment Plan.

The Greater Downtown Plan (Exhibit A) integrates elements of the three previous planning efforts as well as includes areas that had not been covered by either of those plans into a single plan for the downtown area. In addition, the Greater Downtown Plan incorporates elements of the Downtown Development Authority's potential projects in order to support the DDA's Downtown Plan of Development. For planning purposes, the Greater Downtown area has been divided into three sub districts: the Downtown, Rail and River Districts.

The public participation process involved community evaluation of various design and planning concepts to determine which of these are most important to the community and should be addressed in greater detail in the Greater Downtown Plan. The concepts addressed four major topics relative to an area plan: land use, circulation, economic (re)development and visual character. The results, along with previous information for the CBD, show strong community support for ideas that were translated to the goals listed below for the Greater Downtown Plan.

Area-Wide Goals and Policies

Goal 1: Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking.

Goal 2: Establish and improve entry points into the Greater Downtown area.

Goal 3: Promote downtown living by providing a wide range of housing opportunities, primarily in the Downtown District

Goal 4: Redefine the land use along key corridors to provide a mix that will offer the most opportunities for redevelopment and revitalization.

Downtown District Goals and Policies

Goal 1: Maintain and enhance the economic, cultural and social vitality of the Downtown District.

Goal 2: Require density/intensity in downtown as prescribed by the Comprehensive Plan, primarily within the Central Business District (CBD).

Goal 3: Develop a pedestrian-oriented, walkable downtown.

Goal 4: Stabilize and enhance the historic residential neighborhoods.

Goal 5: Recognize and promote opportunities to build sub-districts/neighborhoods, each with a unique identity.

Goal 6: Jump-start the revitalization and reinvestment in the Downtown District with strategic catalyst projects.

Rail District Goals and Policies

Goal 1: Preserve the opportunity for heavy industry and rail service that supports it.

Goal 2: Recognize distinction between “industrial” streets such as 9th and 12th Streets and “public” streets 7th Street and Riverside Parkway.

Goal 3: Promote higher quality, customer and pedestrian friendly development along 7th Street and Riverside Parkway.

Goal 4: Re-establish and improve a street grid in the Rail District.

River District Goals and Policies

Goal 1: Create/maintain/enhance a green waterfront

Goal 2: Create retail, general commercial and mixed use opportunities that complement the riverfront use.

Goal 3: Create/enhance redevelopment opportunities and partnerships

In addition to identifying goals and policies for the area, the Greater Downtown Plan does the following.

1. Includes an amendment to the Comprehensive Plan text (refer to Exhibit B) and amendments to the Comprehensive Plan Future Land Use Map (refer to Exhibit C).
2. Includes zoning changes as required to create better areas of transition between land uses, ensure that the zoning is consistent with the future land use designation and begin to define the intended character of development in some areas.
3. Includes Circulation and Trails Plans that depict future street and trail systems for the area and outlines more specific multimodal transportation improvement concepts that serve as future guidance as development and redevelopment occurs in the area.
4. Includes a zoning overlay that provides guidance and criteria for the planning, design and implementation of public and private improvements in the Greater Downtown area. If properly administered and adhered to, the standards and guidelines should result in public and private development improvements (or a combination thereof) that achieve, as a minimum, a common level of quality in terms of site design, architectural design, landscaping and other site improvements.
5. Outlines other implementation tools such as economic development and redevelopment strategies and improvements to the public parks within the Greater Downtown area.

The Grand Junction Planning Commission is charged with the legal duty to prepare and consider and recommend action to City Council regarding master plans for the City.

The Greater Downtown Plan was heard in a public hearing by the Grand Junction Planning Commission on March 12, 2013 where the Planning Commission recommended that the City Council adopt the Plan.

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

That the Greater Downtown Plan, City of Grand Junction, Colorado, in the form of the document attached hereto, and as recommended for adoption by the Grand Junction Planning Commission is hereby adopted.

The full text of the Ordinance, including the text of the Greater Downtown Plan, in accordance with paragraph 51 of the Charter of the City of Grand Junction, shall be published in pamphlet form with notice published in accordance with the Charter.

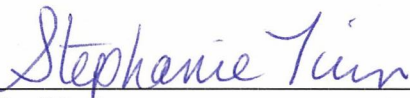
INTRODUCED on first reading the 6th day of March, 2013 and ordered published pamphlet form.

PASSED and **ADOPTED** on second reading the 20th day of March, 2013 and ordered published in pamphlet form.



President of City Council

ATTEST:




City Clerk



I HEREBY CERTIFY THAT the foregoing Ordinance, being Ordinance No. 4571 was introduced by the City Council of the City of Grand Junction, Colorado at a regular meeting of said body held on the 6th day of March, 2013 and that the same was published in The Daily Sentinel, a newspaper published and in general circulation in said City, in pamphlet form, at least ten days before its final passage.

I FURTHER CERTIFY THAT a Public Hearing was held on the 20th day of March, 2013, at which Ordinance No. 4571 was read, considered, adopted and ordered published in pamphlet form by the Grand Junction City Council.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of said City this 5th day of April 2013.

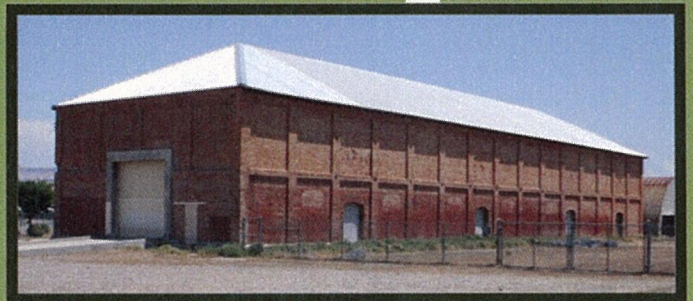
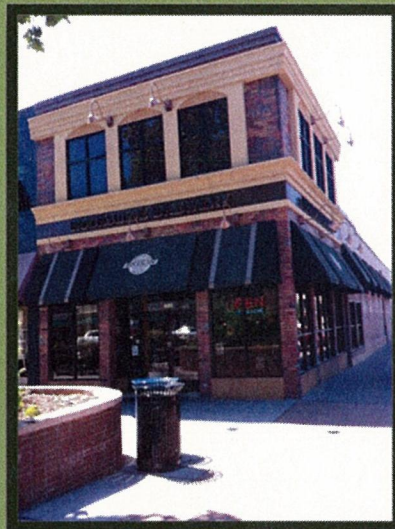


Stephanie Tuin, MMC
City Clerk

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Published: March 22, 2013
Effective: April 21, 2013



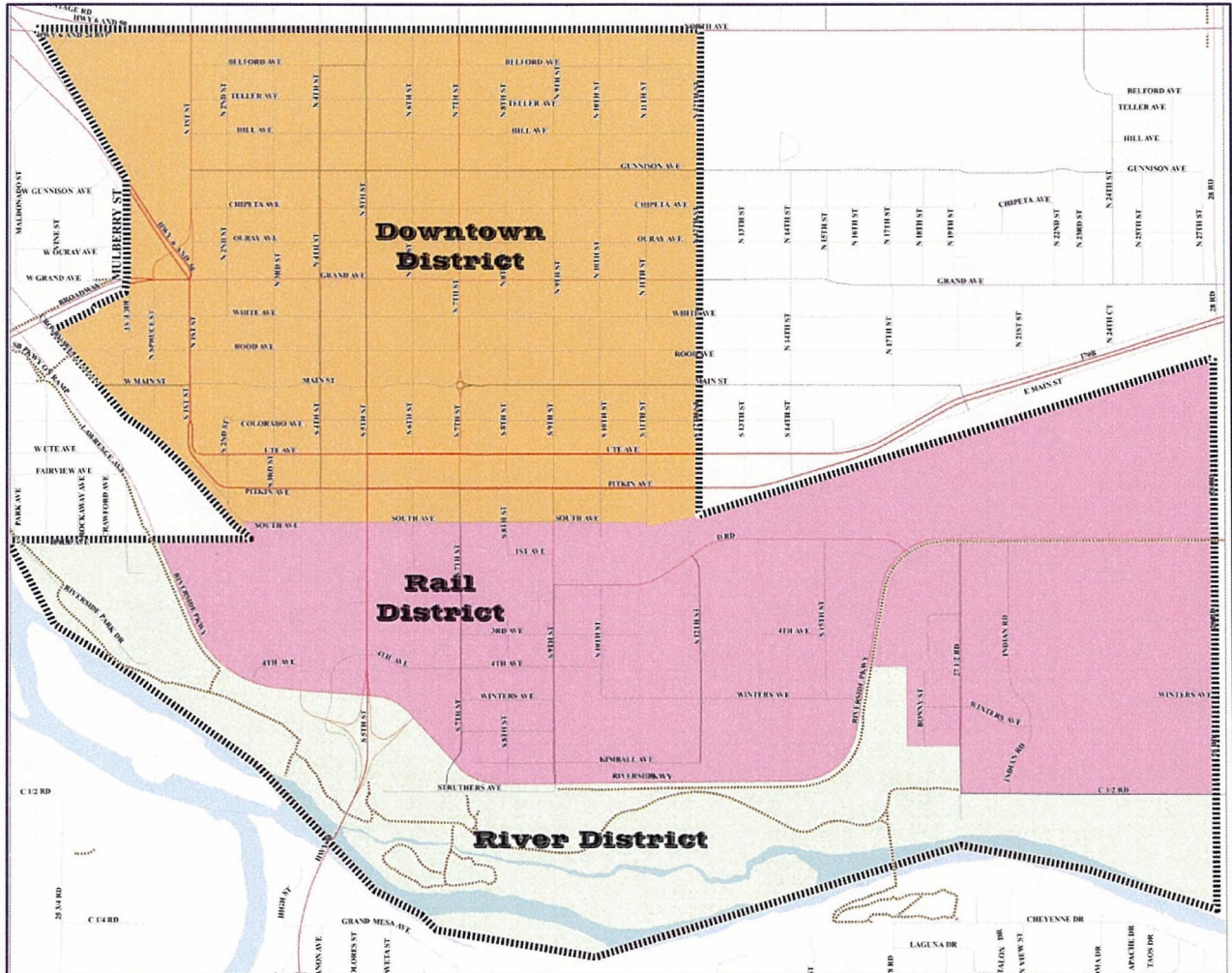
Greater Downtown Plan



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1. STUDY AREA CONTEXT

The Greater Downtown planning area is comprised of three sub-districts: the Downtown, Rail and River Districts. The areas are distinctly different due to their location, influences and historic development but complement each other to form a developed area that is central to the community with uses that range from single family residential to rail-oriented heavy industrial.



2. PLANNING BACKGROUND

A Strategic Downtown Master Plan (SDMP) that encompassed the original square mile was developed through the Downtown Development Authority (DDA) and the guidance of a steering committee of interested downtown merchants, property owners and policymakers during 2007-2008. The SDMP defined an overall vision and goals for downtown and included implementation strategies such as a zoning overlay.

The vision of the SDMP addressed: the transportation network and other infrastructure, introduction of green treatments, creation of design standards and strategies for community marketing and promotion efforts. The goals of the SDMP were to:

- Maintain and enhance the economic, cultural and social vitality of downtown
- Promote downtown living by providing a wide range of housing opportunities
- Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking
- Stabilize and enhance the historic residential neighborhoods
- Establish and promote a unique identity
- Jump-start the revitalization and reinvestment in the downtown area with strategic catalyst projects

The Strategic Downtown Master Plan was considered by City Council on September 14, 2009 but, due to pending adoption of the Grand Junction Comprehensive Plan (Comprehensive Plan), Council voted to continue the SDMP to an unspecified future date.

A South Downtown Neighborhood Plan (South Downtown Plan) encompassed the area between the railroad tracks and the Colorado River and the Riverside neighborhood on the west to 28 Road on the east. A plan for the area was developed from 2006-2008 with 15 community focus group meetings, 3 public open houses with 80-100 people in attendance at each open house. The South Downtown Plan included an existing conditions analysis, goals and implementation including a circulation and trails plan, economic development strategies, rezoning some properties and zoning overlay. The goals of the South Downtown Plan were to:

- Create, maintain and enhance a green waterfront
- Recognize existing heavy industry and rail service that supports it
- Recognize the distinction between “industrial” streets and “public” streets
- Promote higher quality, “cleaner” uses in the area generally between 7th and 9th Streets
- Improve entry points and connections to downtown
- Increase light industrial opportunities
- Create areas of mixed uses to screen and transition to the heavy industry
- Create and enhance redevelopment opportunities and partnerships

The South Downtown Neighborhood Plan was considered by City Council on June 16, 2008 but was not adopted.

The planning process for the Greater Downtown Plan reanalyzed the two previous planning efforts and made revisions as conditions have changed, included areas that had not been covered by either of those plans, and integrated them into a single plan for the downtown area. In addition, the Greater Downtown Plan incorporates elements of the Downtown Development Authority’s potential projects in order to support the DDA’s Downtown Plan of Development, as well as incorporating elements of the Comprehensive Plan discussed below.

3. COMPREHENSIVE PLAN

The Grand Junction Comprehensive Plan is based on extensive public input that identifies what kind of community we want to have and identifies ways to achieve our vision. It charts the course to help us become the most livable community west of the Rockies. It establishes a vision that focuses the community on what it should do to sustain the quality of life that all residents desire and expect. The Comprehensive Plan establishes the following guiding principles that will shape growth, all of which apply to development of the Greater Downtown area.

A. Concentrated Centers – The Plan calls for three types of centers; the City Center, Village Centers and Neighborhood Centers.

B. Sustainable Growth Patterns – Fiscal sustainability where we grow efficiently and cost-effectively. Encourage infill and redevelopment.

C. Housing Variety – Allow, encourage more variety in housing types that will better meet the needs of our diverse population.

D. A Grand Green System of Connected Recreational Opportunities – Take advantage of and tie together the exceptional open space assets of Grand Junction, including the Colorado River, our excellent park system, trails and our surrounding open spaces.

E. Balanced Transportation – Accommodate all modes of transportation including air, transit, freight, auto, bike and pedestrian.

F. A Regional Center – Preserve Grand Junction as a provider of diverse goods and services and residential neighborhoods.

Specific policies within the Comprehensive Plan further support the concepts of the Greater Downtown Plan as outlined below.

Goal 4. Support the continued development of the downtown area of the City Center into a vibrant and growing area with jobs, housing and tourist attractions.

Goal 5. To provide a broader mix of housing types in the community to meet the needs of a variety of incomes, family types and life stages.

Goal 6. Land use decision will encourage preservation of historic buildings and their appropriate reuse. For purposes of the Greater Downtown Plan and Overlay District, a historic building is defined as one that would be eligible for inclusion on the City Register of Historic Sites, Structures and Districts according to criteria outlined in the Zoning and Development Code.

Goal 8. Create attractive public spaces and enhance the visual appeal of the community through quality development.

Goal 9. Develop a well-balanced transportation system that supports automobile, local transit, pedestrian, bicycle, air and freight movement while protecting air, water and natural resources.

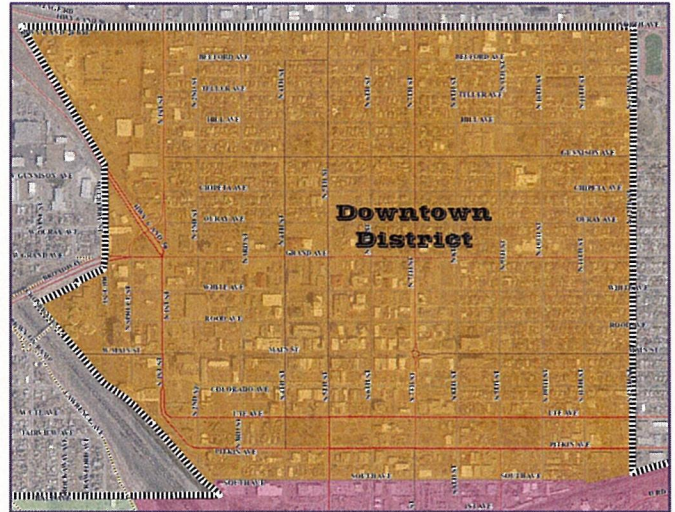
4. SITE ANALYSIS

A. Downtown District

The Downtown District encompasses the original square mile, the area south of North Avenue between 1st Street and Highway 6 & 50, a small triangle of properties north of Grand Avenue and west of Highway 6 & 50, and the area south of Grand Avenue between 1st Street and the railroad tracks (see map on following page).

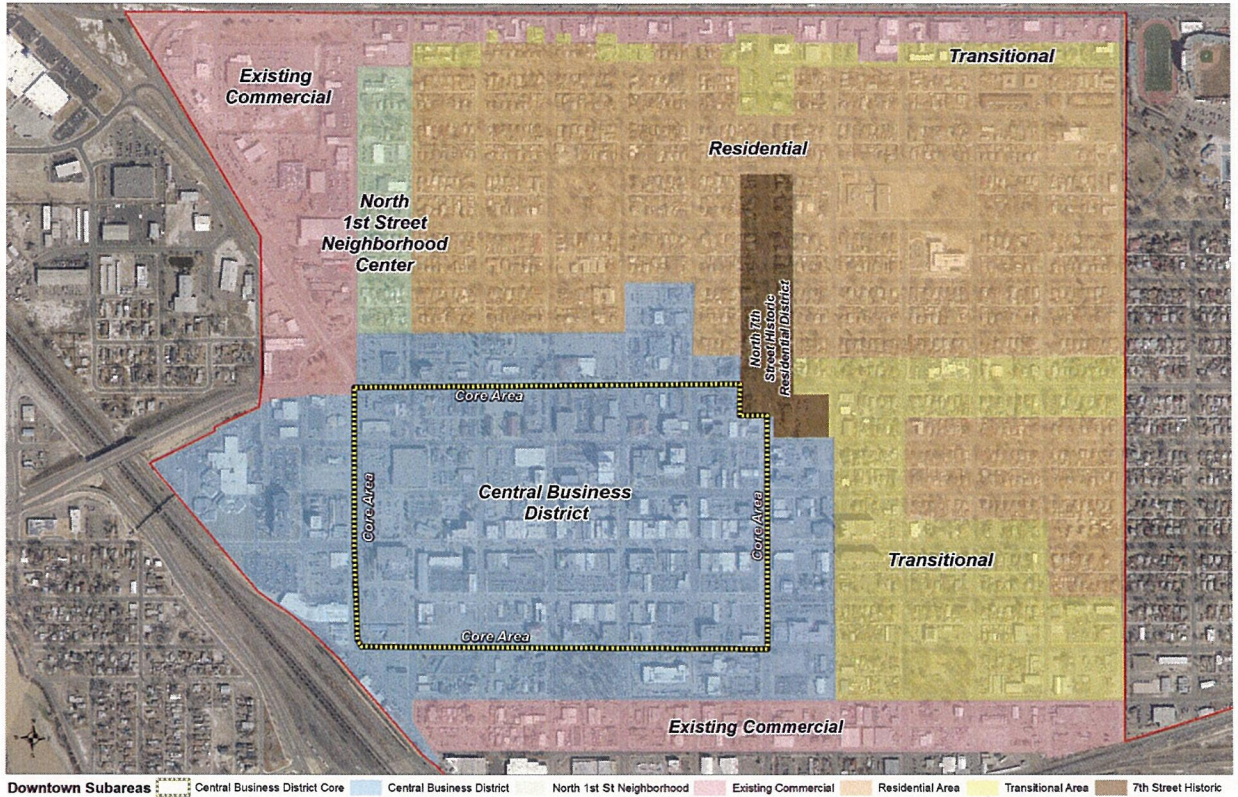
The Downtown District should retain its role as the City's center and a regional destination. With a diverse mix of land uses, civic and public amenities, art and cultural facilities, the Downtown District offers a hub of activity that supports and reflects the regional demographics. Every effort should be made to keep and maintain existing public amenities and services in the Downtown District. These uses attract large numbers of residents and visitors to downtown which contributes to its economic vitality.

The Downtown District benefits from a number of characteristics that make it appropriate for development of retail, office, residential, institutional and community uses as described below.



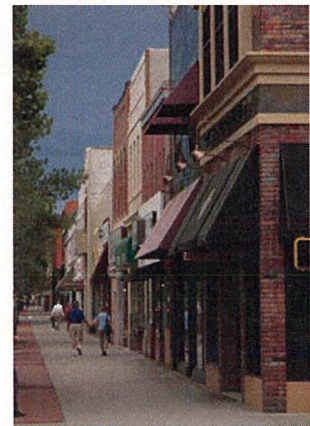
- On average, urban residents spend a greater percentage of household income on retail expenditures, particularly on items such as apparel and food away from home. This indicates an opportunity for additional specialty retail and entertainment space in the Downtown District.
- Housing within the Downtown District has been and is expected to continue to increase in density with smaller households comprised of young and old, and moderate and lower-income residents. However, with a growing concentration of middle-aged, moderate- to high-income households in the City as a whole, there is an opportunity for the Downtown District to attract more diverse, higher-income resident base. The entirety of Grand Junction (urban and fringe) faces a growing shortage of quality affordable housing for its very low- and moderate-income residents, as well as working-wage families. This planning process emphasized the need for a set of strategies tailored specifically to the housing challenges present within the Downtown District.
- Downtown commercial vacancy and rental rates are approaching levels required to support new development and/or redevelopment. However, “seed” money will likely be necessary to leverage private investment in projects that will catalyze reinvestment activity throughout the Downtown District.
- Among the higher growth employment sectors in Mesa County are service industries often consisting of small businesses. This represents an opportunity for the Downtown District to develop not only additional live/work units, but also to promote the adaptive re-use of historically significant buildings and less traditional spaces including former church facilities.
- Forecasts indicate that more than one million square feet of employment space (office), more than 1.6 million square feet of retail space and nearly 1,100 residential units could be absorbed in the market over the next ten years, from which the Downtown District could benefit. The degree to which the Downtown District is able to capture new demand within the trade area and beyond will be a function of the redevelopment process itself. Redeveloping key catalyst areas as residential, retail, employment and community destinations will necessarily increase its ability to capture not only a greater share of trade area demand, but also to reach beyond those boundaries.

- The Downtown District is comprised of many uses that result in a number of diverse neighborhoods. While some areas within downtown are comprised of one single use, such as residential or business/commercial, there are many areas that include a range of uses, such as along Grand Avenue. In order to more fully understand specific issues facing the many, diverse neighborhoods within downtown, the Downtown District was divided into seven subareas: Central Business District (CBD), Central Business District Core Area (Downtown Core), Transitional, Residential, North 1st Street Neighborhood Center (Neighborhood Center), Existing Commercial, and the North Seventh Street Historic Residential District.



Downtown District Subareas

Central Business District (CBD). The CBD contains primarily commercial uses and is located generally south of Ouray Avenue. The CBD also contains a significant number of public and civic facilities. While much of the CBD is zoned to permit a wide range of uses, there are several new projects that have integrated uses into one cohesive project. Pedestrian accessibility and amenities, public facilities, traffic patterns, building heights and commercial development densities combine to create an urban character that attracts local businesses, employees, residents and visitors to the CBD. Within the CBD, the Downtown Core includes the streets and development patterns that most depend on and are defined by the heaviest pedestrian activity.



Main Street Character

Transitional Subarea. The Transitional areas of downtown contain a mix of residential, commercial and institutional uses. Development densities and building heights are not as extreme as in the CBD and residential uses, which includes single family homes adapted to multifamily uses, are prevalent throughout the Transitional areas. With the exception of the main arterial Grand Avenue, traffic is less congested and parking is available, both on-street and in publicly- and privately-owned surface parking lots.

Existing homeowners in the Transitional areas, especially along Grand Avenue, expressed concern over the rapidly expanding commercial character of the area. Traffic congestion, parking issues, vehicle accessibility, lighting and signage were each cited as an adverse impact that existing single family residential homeowners were grappling with as more homes are converted to business uses.



New Infill Development Building on Right



Residential Subarea Character

Residential Subarea. A significant amount of the Downtown Core contains single family residential uses. The large number of older, historic structures results in a definitive architectural character that local residents want preserved. The North Seventh Street Historic Residential District contains 34 historic homes with a high concentration of early Twentieth Century architectural styles and construction methods. The district covers five blocks of North Seventh Street and is the most intact historical residential area in Grand Junction with a variety of Queen Anne, Colonial Revival and Mission style homes. A detailed analysis of ,and specific guidelines and standards applicable only to, properties within the North Seventh Street Historic Residential District were adopted in 2012 and thus, the District is not further addressed in the Greater Downtown Plan.

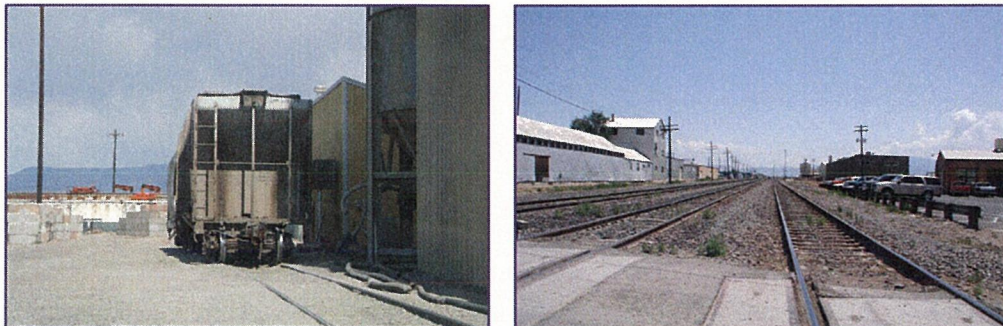
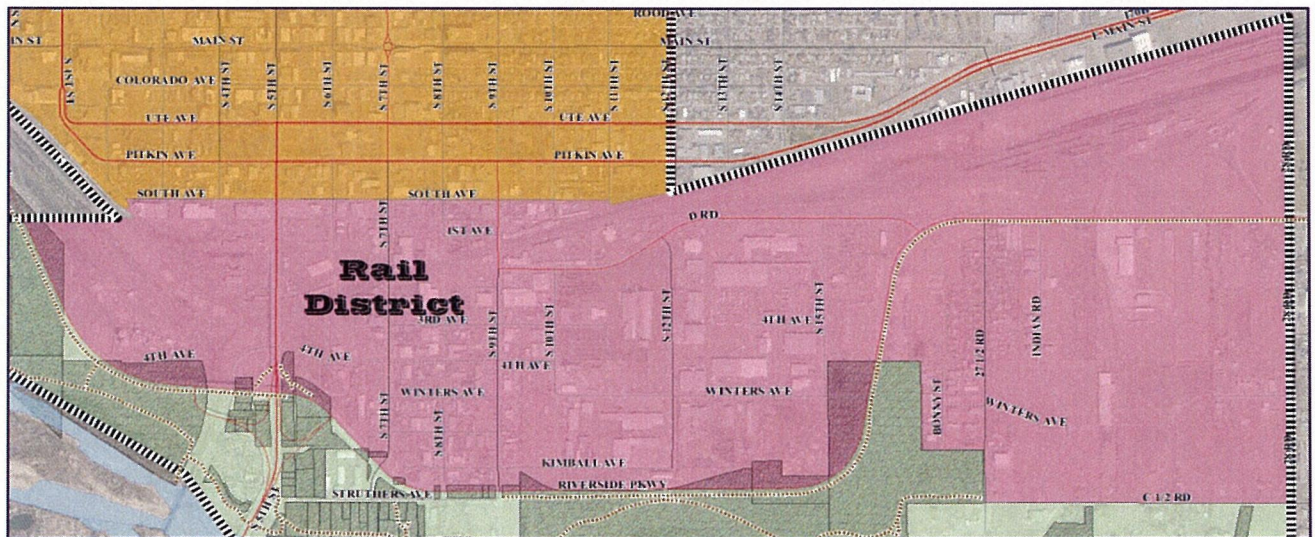
Along the edges of the downtown residential areas, commercial activity is encroaching on established single-family residential neighborhoods. Although existing residents expressed their satisfaction with existing development and uses along North 1st Street and North Avenue, many participants expressed concern over future expansion and potential rezoning along these edges and wanted to see the Greater Downtown Plan respect existing zone districts and development patterns and prohibit any further rezoning or variances.

North 1st Street Neighborhood Center. This subarea of the Downtown District is an extension of the Neighborhood Center defined along the North Avenue corridor. The intent of the Neighborhood Center is to provide for limited employment, residential, open space and limited retail uses that primarily provide convenience to the immediate neighborhood. While much of the area is already developed with commercial area, there is a need to create a better transition between the commercial uses facing North 1st Street and the side streets to the residential areas on the east side of North 2nd Street.

Existing Commercial. This subarea of the Downtown District corresponds with developed commercial corridors on the north/northwest and south sides of the District that have a different character than the type of uses that exist in the other subareas.

B. Rail District

The Rail District is the area bounded by South Avenue and the railroad tracks to the north, Riverside Parkway and C-1/2 Road along the west and south and 28 Road on the east. The man-made framework of the area consists of the buildings and infrastructure that already exist, some of which is very old, and some of which was recently constructed. The railroad tracks along the northern portion of the Rail District as well as the sidings that come into the area are very important considerations. Several spurs continue to be heavily used by the industry in the area, while others have been abandoned but may be available for future use. The former Grand Junction Steel site, located in the center of the Rail District historically received three to four rail cars per week of raw material and finished products were then trucked from the site. Castings, Inc. handles approximately 480,000 pounds of materials and products in containers by rail each week. Thus, as in the past and as long as it continues to be used as a means of transport, the railroad is a valuable asset to this area and to the community as a whole.

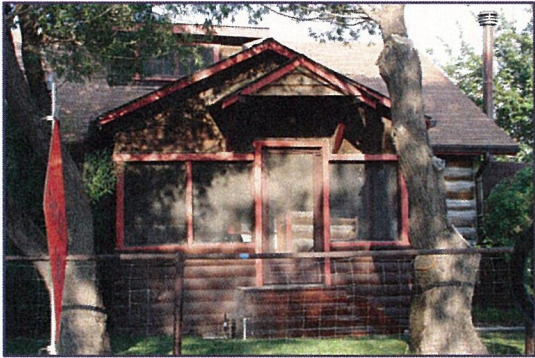


Existing Sidings in the Rail District

The existing street network in the Rail District is incomplete. The plan for the area addresses how the existing streets should be used and how new streets should be planned in the eastern and western ends of the Rail District to continue to provide and enhance access for many modes of transportation to, from and through the area. Presently, 9th, 12th and 15th Streets are the primary north-south streets utilized by the heavy commercial and industrial uses in the area. 7th Street is generally perceived by the community as the “public” access to and from the Rail District and points south. Certainly, the completion of the Riverside Parkway through and along the southern edge of the Rail District has had a major impact on the area with a positive influence.

Part of the existing conditions of the built environment is the pattern of land ownership and use. In the central part of the Rail District there are numerous small parcels. Some have been aggregated into large holdings such as for the larger industries in the area including the former Grand Junction Steel site, Whitewater Building Materials Castings, Inc. and Munroe Pump. The railroad has large landholdings in the area as do various public entities. City-owned properties primarily include remnant parcels that were acquired for construction of the Parkway. Mesa County recently disposed of several small parcels and the State of Colorado has the Department of Transportation complex on the east side of 9th Street and D Road. To the east, the parcels are larger but some are not configured very conducive to development. There are also still remnants of the early days of this area. There are some remaining pockets of occupied single family residential homes.

There are also a few isolated commercial structures with historic significance, most notably the one pictured below which is a remnant of a sugar beet factory complex. The building was previously most visible from the riverfront trail and Orchard Mesa but it is now very visible from the Riverside Parkway. As this area becomes more familiar to people passing through on the trail and on the Parkway, perhaps some of the buildings like this one can become a more integral part of redevelopment.

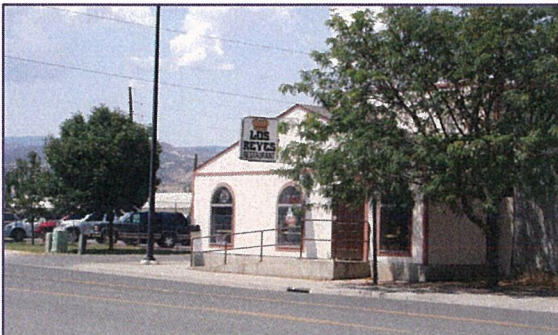


Existing Single Family Residence

It is estimated that there is a daytime population of over 1,000 employees in the Rail District that have very little available in the way of goods, services, restaurants and other commercial uses in close proximity. There appears to be a need and a desire to promote and develop uses that could not only service the daytime working population but also support the recreational and park users in evenings and on weekends.



Remnant Building from Sugar Beet Factory

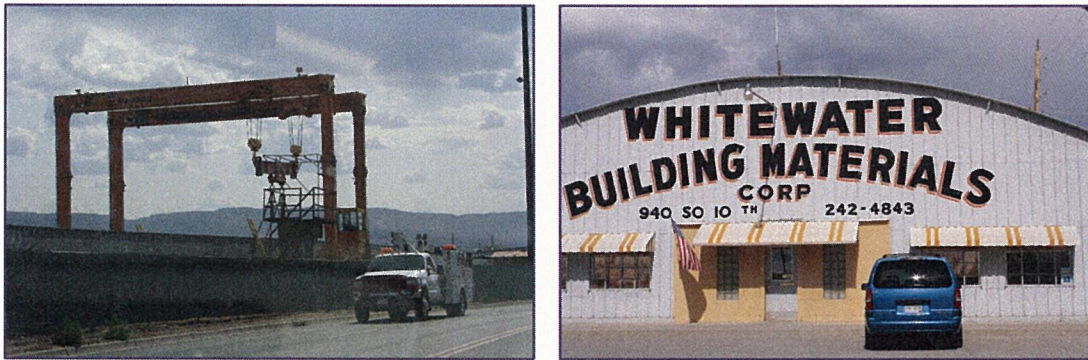


Existing Business on South 7th Street

There are surrounding influences that impact the Rail District such as the proximity of the area to the Downtown District. This plan considers the main entrances and connections to the other Districts within the Greater Downtown area and how they can be improved as well as determine if or where there are barriers such as the railroad crossing and how those can be mitigated.

An inventory of existing land uses within the Rail District was completed as part of the planning process, identifying patterns of development and architectural character. Existing land use in the more developed central area of the Rail District is and has historically been primarily heavy commercial and industrial with remnant pockets of residential. The area between 5th Street and 9th Street is characterized by smaller parcels with older structures. A few businesses have aggregated parcels into larger parcels which are more conducive to future improvement and/or redevelopment. This area presents the best opportunities within the Rail District for redevelopment that could be accomplished through creative incentives and partnerships.

The heavy industries are primarily located between 9th and 15th Streets, clustered around the existing railroad spurs on larger parcels. Since the rail and its users are valuable assets to the area and the community as a whole, the core of this area is unlikely to change. However, there appears to be some opportunity and community support to create transitional areas of varied land uses in a tier surrounding the core industrial area. These transitional areas can be used to create compatibility between adjacent uses such as the park and the heavy industrial as well as help visually screen the industrial areas.



Existing Heavy Industrial Uses

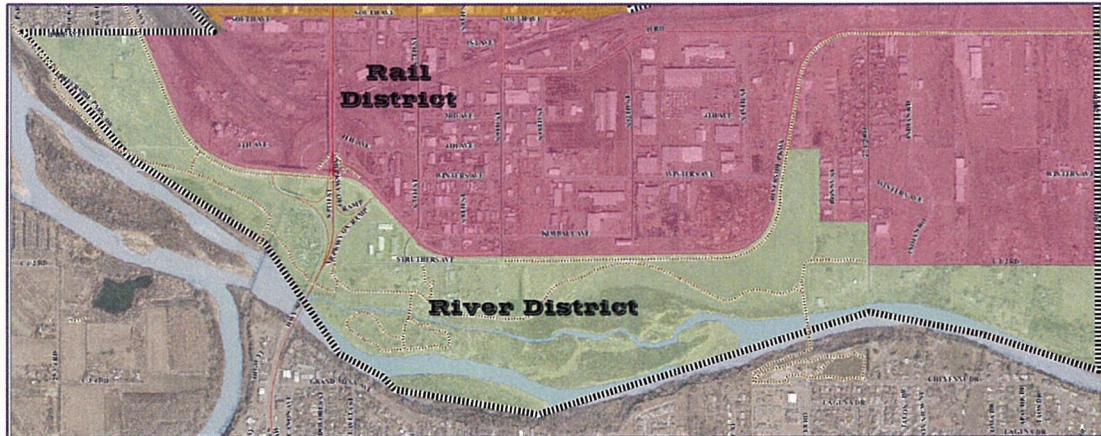
On the eastern side of the Rail District, much of the property is held in larger ownerships and is vacant or underutilized. There is also a small pocket of existing residential use along 27-1/2 Road just south of the Riverside Parkway but which have been zoned for future commercial/industrial uses for many years. Much of the eastern area presents the greatest opportunity for increasing heavy commercial and industrial use within the Rail District and the Greater Downtown area as a whole.

C. River District

The River District is located on either side of the confluence of the Gunnison and Colorado Rivers, roughly between the Riverside neighborhood to the northwest to 28 Road on the east and the Riverside Parkway to the Colorado River. At this “grand junction”, the area transformed from an agricultural based community into the commercial and industrial area it is today. Over time, the area has been used to store mill tailings along the river, process sugar beets in the historic beet packing complex, and more recently the community has rediscovered its natural value for green space, trails and public uses such as the Botanical Gardens. The majority of the property in the River District is publicly owned including the Las

Colonias Park site, the Botanical Gardens property, the Jarvis property, some remnants of land that were acquired for construction of the Parkway and State Parks properties on the east end of the District.

There is an existing trail through the area that must be recognized as the area develops and redevelops. The plan considers that the trail will eventually be extended to the east along the river and that improved public access to the trail system throughout the area is a necessity.



Located within walking distance from the other downtown areas, the River District offers both easy access to recreational amenities along the river, as well as convenient access to shopping and businesses in the adjacent Central Business District. It also functions as a gateway into downtown from Highway 50. Its location and context establishes it as one of the most important places in the City.

The River District is a critical area of the community. It virtually is THE Grand Junction. The Colorado River has a big influence on the area which presents both constraints and opportunities. The floodplain associated with the Colorado River has been altered by construction of a levee that protects a large part of the River District from flood inundation but there are some areas that are still impacted by potential flooding of the Colorado River.



Botanical Gardens

On the other hand, the Colorado River does present excellent opportunities to maintain and enhance amenities that have already been placed along the Colorado River including the Botanical Gardens, the riverfront trail system, the Old Mill pedestrian bridge and the community investment of the Riverside Parkway.

The proximity of the area to Orchard Mesa influences the plan both physically and visually. There are also recreation and open space uses



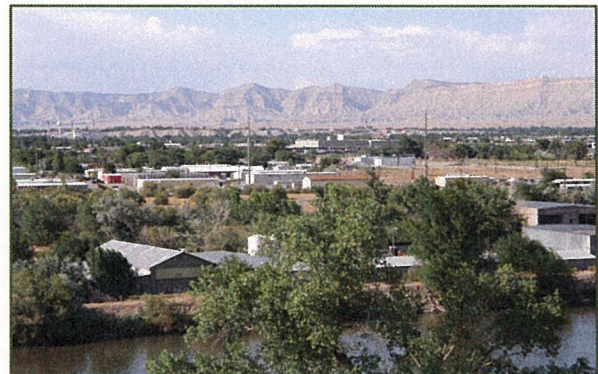
within and nearby – Eagle Rim Park on Orchard Mesa and the Botanical Gardens along the Colorado River. The Greater Downtown Plan addresses how these spaces should be connected, enhanced and integrated into redevelopment of the area.

The topography of the site is also an important consideration. While the River District area itself is flat, it is significantly lower than Orchard Mesa to the south. This makes it a very visible area as well as presents some unique opportunities for views and vistas.

In addition, the plan considers the planning efforts that have been completed for areas within the River District including the Botanical Gardens, Las Colonias Park and the City-owned Jarvis property. The Greater Downtown Plan integrates with the adjacent uses to the east that were included in the Pear Park Neighborhood Plan.

Several design concepts have been developed for the Las Colonias Park site which lies south of the Riverside Parkway (Parkway) from 9th Street to 27-1/2 Road. A trail has been constructed through the property and now that the Parkway has been in use, there is renewed interest in developing a more specific plan. Some amenities being considered are parking, restrooms, shelters, play area, open space, expanded walk/bike trails, open space for festivals, music, and educational presentations, various wetlands and arbor education opportunities, a kayak park, tree walk and a disc golf course.

The Jarvis property was historically used as a salvage yard until purchased and cleaned up by the City in the late 1980s. Since then, the property has been vacant with the exception of the recent trail construction through the site. Other uses on the west end of the River District are industrial along the south side of the railroad tracks. A mixed use conceptual plan has been developed for the Jarvis property which was considered through the development of the Greater Downtown Plan.



Views of the Rail and River District from Eagle Rim Park

There are areas of low density residential uses along the south side of C-1/2 Road just west of 28 Road. These uses are intended to remain, along with future development of the riverfront trail system from 27-1/2 Road to 28 Road. The Colorado State Parks has acquired several properties in this area in anticipation of continued trail development.

5. GREATER DOWNTOWN GOALS AND POLICIES

City staff held a series of meetings with property owners, including elected City officials, representatives of large industries, economic redevelopment interests and owners of small businesses and properties. The meetings were conducted as informal brainstorming sessions in order to define more specific issues, constraints and opportunities and continue to discuss the community's vision for the Greater Downtown area.

In addition to these meetings, two public open houses were held (December 2011 and February 2012) and questionnaires and information were available on the City's web site for several weeks to invite similar input from other property owners, tenants and citizens at large. Participants were asked to evaluate

various design and planning concepts to determine which of these are most important to the community and should be addressed in greater detail in the Plan. The concepts addressed four major topics relative to an area plan: land use, circulation, economic (re)development and visual character. The results, along with previous information for the CBD, show strong community support for ideas that are translated to the goals and policies listed below for the Greater Downtown Plan.

A. Area-Wide Goals and Policies

Goal 1: Enhance the transportation system to accommodate automobiles, bikes and pedestrians, and provide adequate, convenient parking.

Policy 1a: Street design will accommodate travel lanes, parking, bike lanes, medians, sidewalks, and street trees, appropriate to and complementary of the adjacent land use.

Policy 1b: Street design will achieve a balance between travel mobility, land use access and livability and improve connections to the Greater Downtown area and the connections between subdistricts.

Policy 1c: Emphasize “walkability” of the downtown area through street design that is pedestrian friendly to provide a foundation for a safe, active and livable area, including sidewalks, accessibility improvements, bicycle facilities, off-street trail connections and safe crossings, where appropriate.

Goal 2: Establish and improve entry points into the Greater Downtown area (refer to the Wayfinding and Signage Map in Section 6.F.).

Policy 2a: Street and streetscape design will include signage, landscaping and other design elements to delineate appropriate entry points into Greater Downtown.

Goal 3: Promote downtown living by providing a wide range of housing opportunities, primarily in the Downtown District.

Policy 3a: Support a regional housing strategy with an emphasis on infill, downtown housing.

Policy 3b: Promote development patterns and regulations that accommodate vertical mixed-use development, primarily in the Central Business District.

Goal 4: Redefine the land use along key corridors to provide a mix that will offer the most opportunities for redevelopment and revitalization.

Policy 4a: Define subareas and corridor areas for groupings of land uses that are complimentary to the rest of the Greater Downtown area.

Policy 4b: Mixed uses, including residential, will be encouraged in appropriate subareas and corridors.

B. Downtown District Goals and Policies

Goal 1: Maintain and enhance the economic, cultural and social vitality of the Downtown District.

Policy 1a: Define subareas and corridor areas for groupings of land uses that are complimentary to the rest of the Greater Downtown area.

Policy 1b: Implement infill and redevelopment policies that support downtown.

Policy 1c: Encourage a wide mix of uses, offering retail and commercial services at ground level and business/office/residential on upper floors in all but residential areas.

Policy 1d: Maintain and expand public amenities and services in the Downtown District.

Policy 1e: Enhance and preserve Whitman and Emerson Parks to integrate the space into the downtown fabric and encourage use by the community.

Policy 1f: The City with assistance from the Downtown Development Authority will explore the alternative street configuration to relocate the one-way couplet of streets that are currently Ute and Pitkin Avenues to utilize Pitkin and South Avenues for this purpose.

Policy 1g: Study alternatives for 4th and 5th Streets including returning these streets to the 2-way grid system between Ute Avenue and North Avenue.

Policy 1h: Within the CBD, encourage shared parking, discourage single-use, surface parking and develop new means of paying for shared parking (e.g. develop a fee in lieu of required on-site parking that will be used to fund shared parking structures).

Goal 2: Require density/intensity in the Downtown District as prescribed by the Comprehensive Plan, primarily within the Central Business District.

Policy 2a: Strengthen means of implementation that promote vertically mixed-use structures, primarily within the CBD.

Policy 2b: Require minimums in height and density/intensity for new development in the CBD.

Policy 2c: Require minimal or no building setbacks within the Downtown Core to maximize site intensity/density.

Goal 3: Develop a pedestrian-oriented, walkable Downtown Core.

Policy 3a: Discourage uses on ground level that do not support pedestrian activity.

Policy 3b: Require building façade details that activate the ground floor, particularly on corner buildings to activate north-south streets.

Goal 4: Stabilize and enhance the Residential Subareas.

Policy 4a: Discourage further encroachment of non-residential uses into the established residential neighborhoods.

Policy 4b: Establish design standards to address conservation and enhancement of the residential development patterns and streetscape.

Policy 4c: Establish design standards for the Transitional Subareas to emphasize use and development compatibility with adjacent residential areas.

Policy 4d: Promote the establishment of neighborhood watch and neighborhood organizations.

Goal 5: Recognize and promote opportunities to build subareas/neighborhoods, each with a unique identity.

Policy 5a: Develop a set of guidelines within each subarea to address building and façade design, streetscape, landscape and other elements of site development.

Goal 6: Jump-start the revitalization and reinvestment in the Downtown District with strategic catalyst projects.

Policy 6a: Plan and budget for strategic property acquisition for future development.

Policy 6b: Identify locations for and promote concepts of catalyst projects, including public building/housing/mixed use, live/work units, mixed-use retail/residential and mixed-use retail/office.

C. Rail District Goals and Policies

Goal 1: Preserve the opportunity for heavy industry and rail service that supports it.

Policy 1a: The City will maintain industrial zoning in those areas served by rail lines and sidings.

Goal 2: Recognize distinction between “industrial” streets such as 9th and 12th Streets and “public” streets 7th Street and Riverside Parkway.

Policy 2a: Develop street sections that reflect the differences in development patterns along and the use of the street.

Policy 2b: Discourage industrial and commercial traffic from using C-1/2 Road and direct this traffic to travel north and east using the Riverside Parkway.

Goal 3: Promote higher quality, customer and pedestrian friendly development along 7th Street and Riverside Parkway.

Policy 3a: Implement design guidelines and standards along corridors that will result in site and building design improvements along the corridors.

Goal 4: Re-establish and improve a street grid in the Rail District.

Policy 4a: The City will implement the Grand Valley Circulation Plan in the Rail District, including construction of new streets as development occurs in the Industrial and Commercial/Industrial areas.

D. River District Goals and Policies

Goal 1: Create/maintain/enhance a green waterfront

Policy 1a: Take advantage of and create opportunities and partnerships to enhance the riverfront trail system.

Policy 1b: Take advantage of and create opportunities and partnerships to develop Las Colonias Park and open space areas within the Jarvis property.

Goal 2: Create retail, general commercial and mixed use opportunities that complement the uses along the riverfront.

Policy 2a: Utilize zoning, overlay districts and incentives for development and redevelopment of complimentary uses.

Goal 3: Create/enhance redevelopment opportunities and partnerships

Policy 3a: The City will work with the Downtown Development Authority to expand its boundaries.

Policy 3b: The City will consider implementation of incentive strategies for redevelopment.

Policy 3c: The City will consider redevelopment opportunities for the Jarvis property including the potential for public-private partnerships.

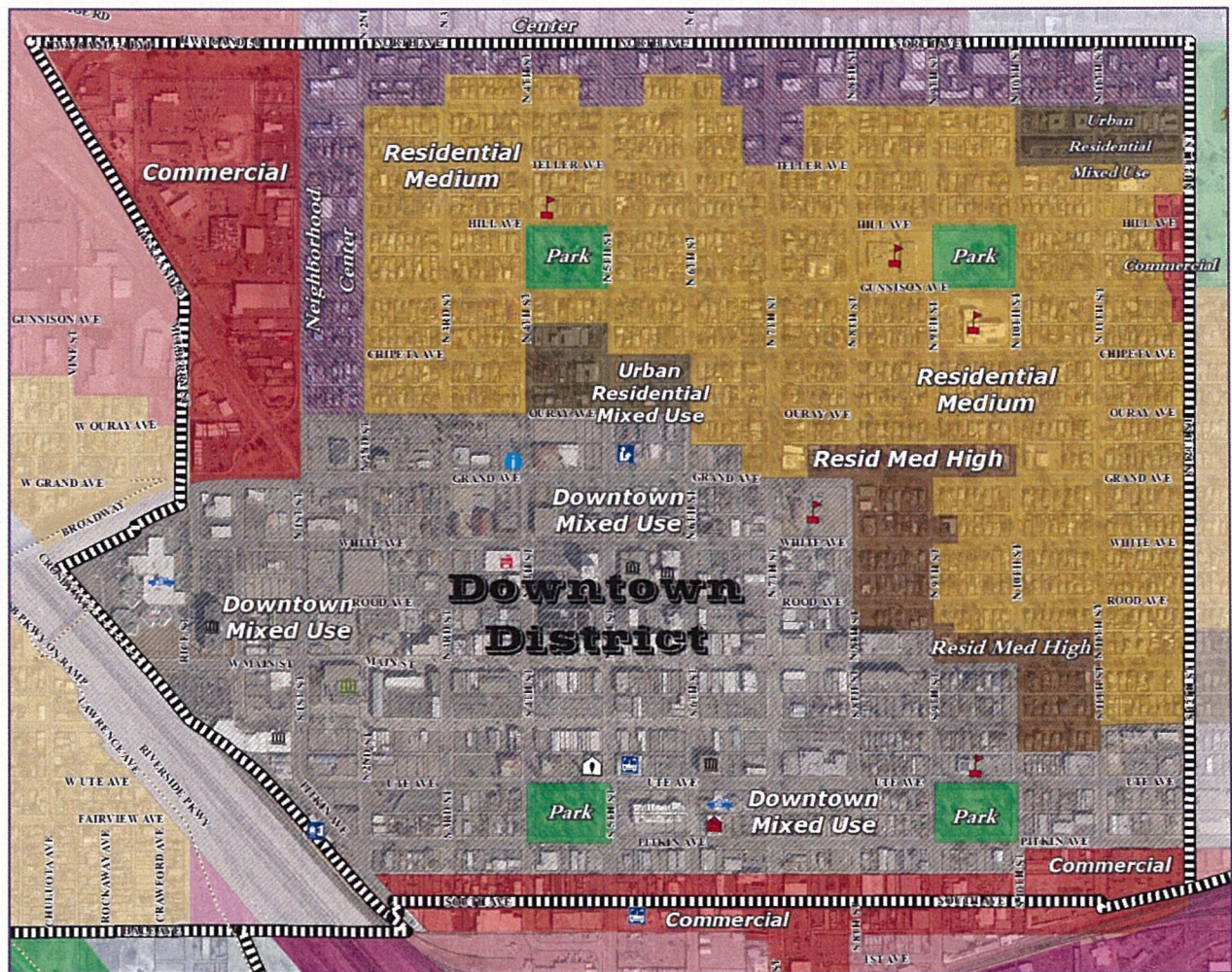
6. IMPLEMENTATION STRATEGIES

The City has a variety of tools available through which these goals can be implemented so that the vision for Greater Downtown can materialize and eventually be realized. This Plan represents the first phase of implementation and includes the basic implementation strategies of designating Future Land Use designations, zoning properties accordingly as needed, amending development standards of the zoning districts through a zoning overlay and establishing goals and policies for future phases of plan implementation such as economic (re)development strategies.

A. Downtown District Future Land Use and Zoning

Future Land Use. The Downtown District is formulated around seven general land use designations: Commercial, Downtown Mixed Use, Neighborhood Center Mixed Use, Urban Residential Mixed Use, Residential Medium High Density, Residential Medium Density and Parks and Open Space. These designations correspond with those established in the City-County Comprehensive Plan and are illustrated in Figure 1. A more detailed description of the land use designations may be found in the Comprehensive Plan. The Blended Land Use Map that is included in the Comprehensive Plan and allows for increases in residential density in compatible areas does not apply to properties within the Downtown District. This is

due to the strong public sentiment in the Downtown District residential neighborhoods that the existing historic character of the single family development be protected.

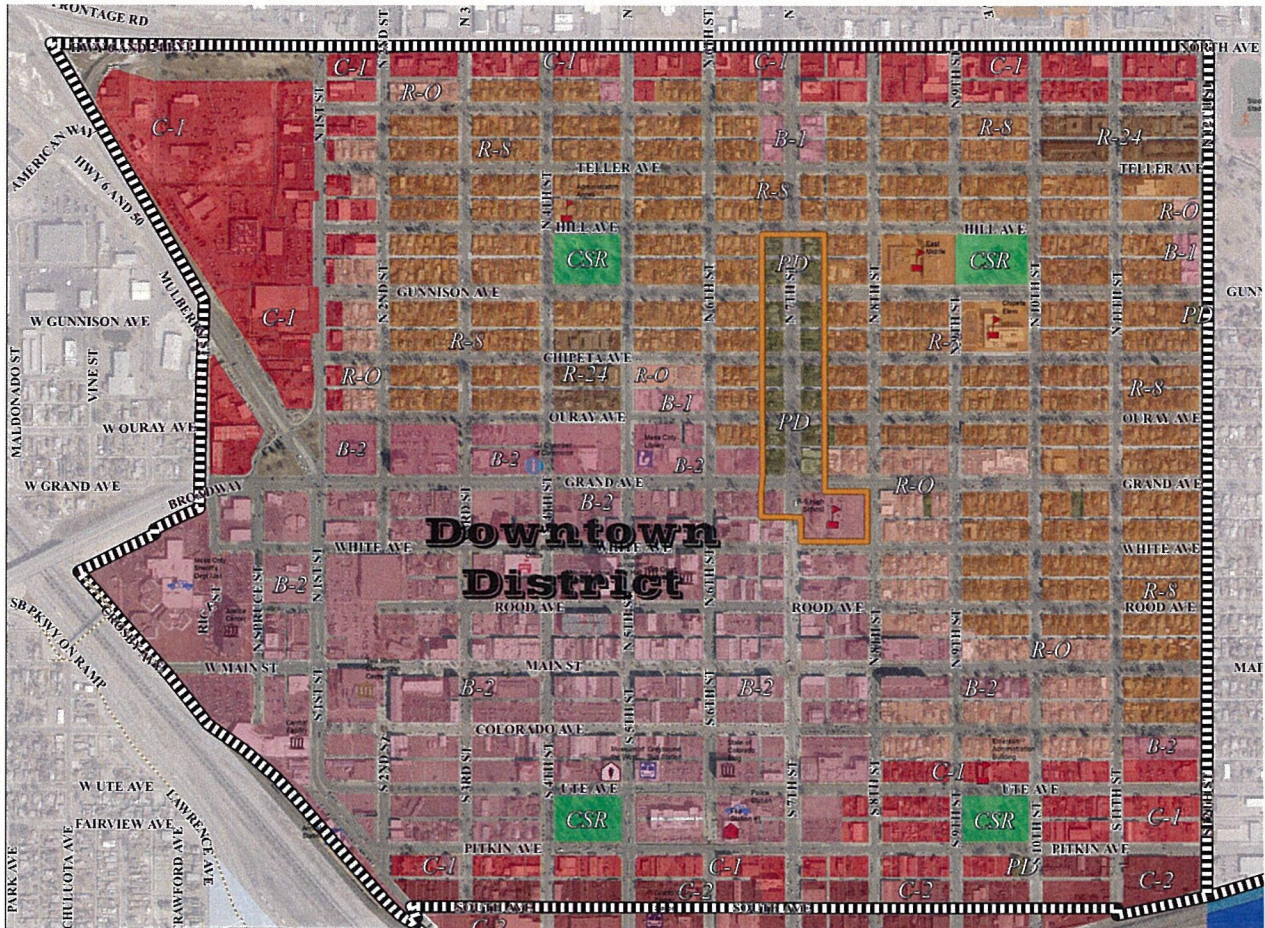


Greater Downtown Future Land Use Categories

Description	Residential Medium (RM) (4 -8 DU/Acre)	Conservation/Mineral Extraction (CON) (1 DU/5 Acres)
Downtown Mixed Use (DTMU) (24+ DU/Acre)	Residential Medium High (RMH) (8 -16 DU/Acre)	Commercial (COM)
Neighborhood Center-Mix Use (NCMU)(6 DU/Acre)	Urban Residential Mix Use (URMU) (24+ DU/Acre)	Commercial Industrial (CI)
Business Park Mixed Use (BPMU) (8 DU/Acre)	Park (PK)	Industrial (IND)

Figure 1 Downtown District Future Land Use Plan

Zoning. Proposed zoning within the Downtown District is shown in Figure 2 and includes the following zone districts: Residential 8 units per acre (R-8), Residential 24 units per acre (R-24), Residential Office (RO), Neighborhood Business (B-1), Downtown Business (B-2), Light Commercial (C-1), General Commercial (C-2), and Community Services and Recreation (CSR). Generally, the zoning is proposed to remain the same as currently exists. A more detailed description of the zone districts within the Downtown District may be found in the Zoning and Development Code.



Greater Downtown Zoning Categories

R-8 (5.5-8 units/acre)	R-O (Residential Office)	BP (Business Park)	I-O (Industrial Office Park)	CSR (Community Services & Rec.)
R-24 (16-24 units/acre)	B-1 (Neighborhood Business)	C-1 (Light Commercial)	I-1 (Light Industrial)	NONE (Zoning In Process)
PD (Planned Development)	B-2 (Downtown Business)	C-2 (General Commercial)	I-2 (General Industrial)	

Figure 2 Downtown District Zoning Map

B. Rail District Future Land Use and Zoning

Future Land Use. The Rail District is shown in Figure 3 and is formulated around five general land use designations: Business Park Mixed Use, Commercial, Commercial Industrial, Industrial and Parks and Open Space. These designations correspond with those established in the City-County Comprehensive Plan. A more detailed description of the land use designations may be found in the Comprehensive Plan.

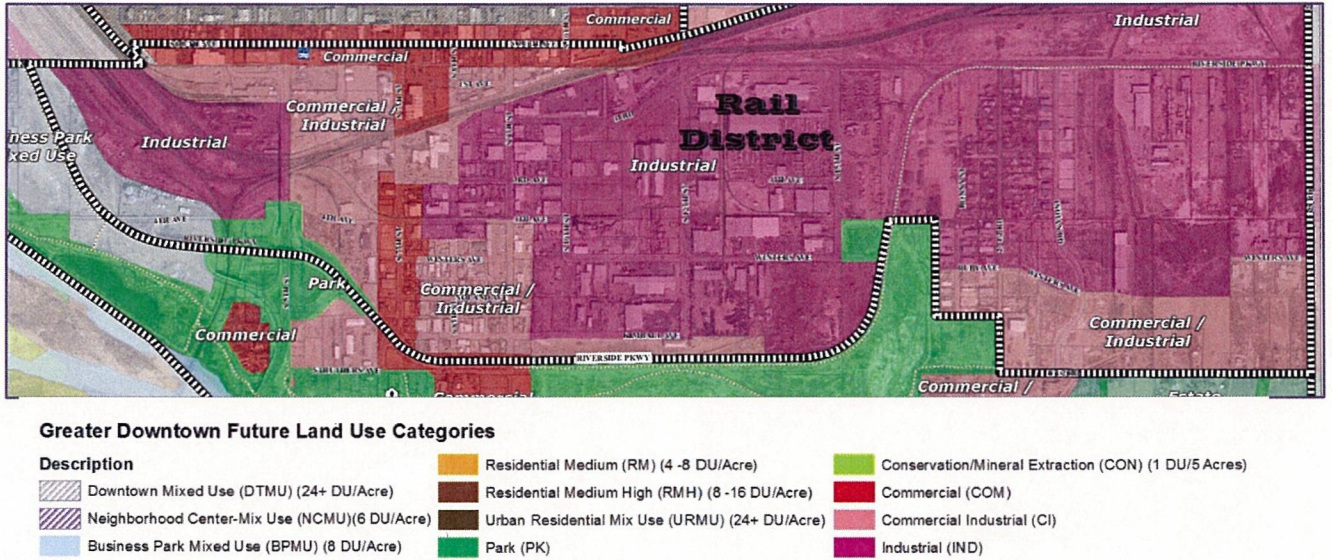


Figure 3 Rail District Future Land Use Plan

Zoning. Proposed zoning within the Rail District is shown in Figure 4 and includes the Light Commercial (C-1), General Commercial (C-2), Community Services and Recreation (CSR), Business Park Mixed Use (BP), Industrial/Office Park (I-O), Light Industrial, and General Industrial (I-2) zone districts. The majority of the zoning is proposed to remain the same as currently exists. A more detailed description of the zone districts within the Rail District may be found in the Zoning and Development Code.

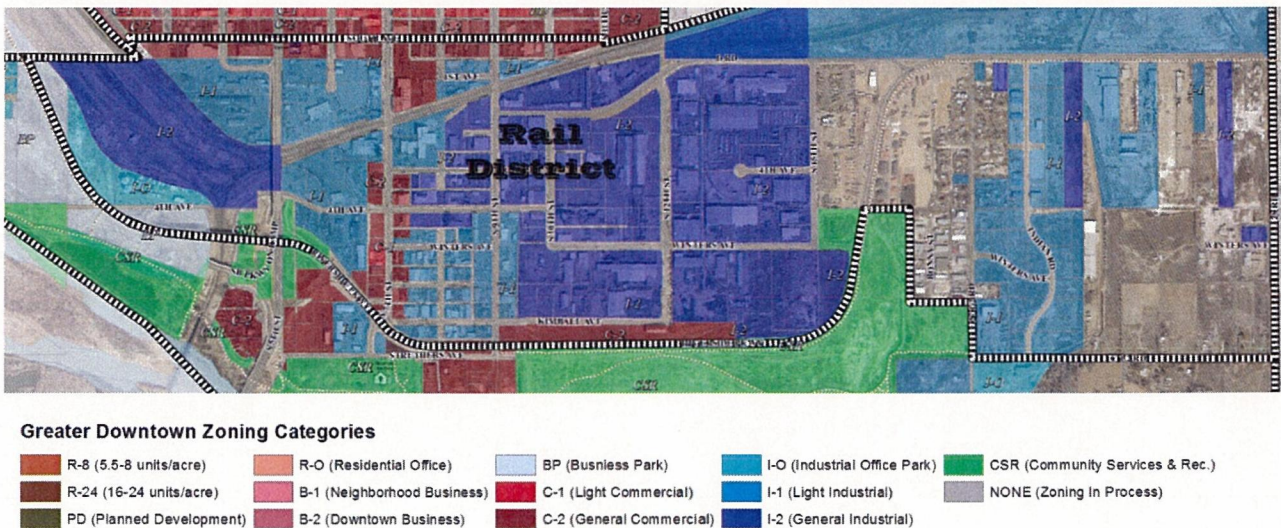
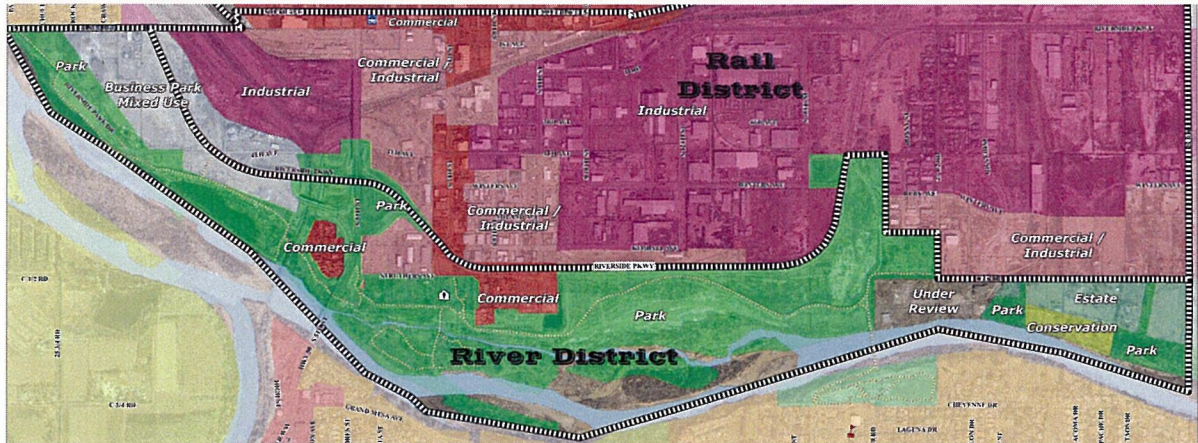


Figure 4 Rail District Zoning Map

C. River District Future Land Use and Zoning

Future Land Use. The River District as shown in Figure 5 is formulated around six general land use designations: Commercial, Commercial Industrial, Parks and Open Space, Conservation, Estate and Business Park Mixed Use. These designations correspond with those established in the City-County Comprehensive Plan. A more detailed description of the land use designations may be found in the Comprehensive Plan.

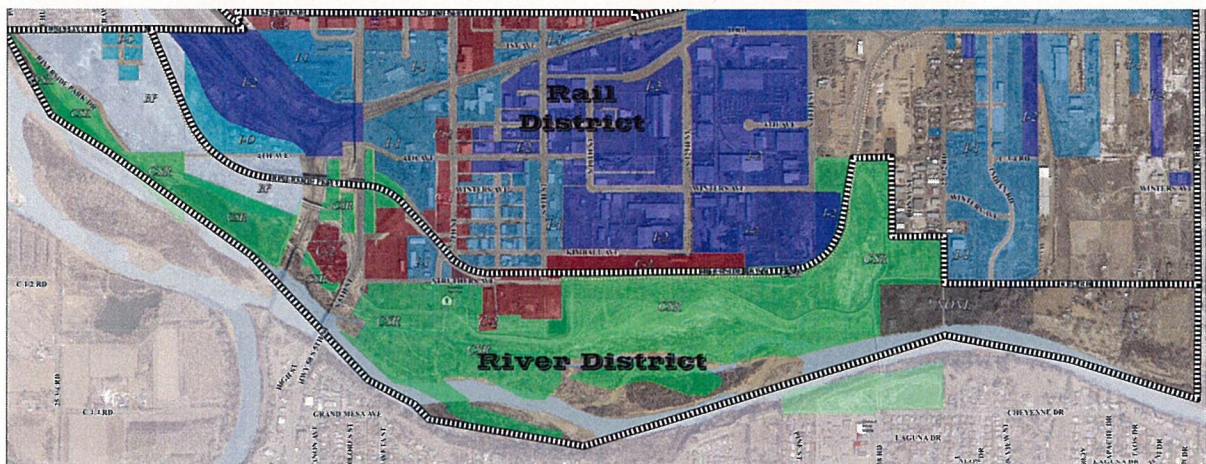


Greater Downtown Future Land Use Categories

Description	Residential Medium (RM) (4 -8 DU/Acre)	Conservation/Mineral Extraction (CON) (1 DU/5 Acres)
Downtown Mixed Use (DTMU) (24+ DU/Acre)	Residential Medium High (RMH) (8 -16 DU/Acre)	Commercial (COM)
Neighborhood Center-Mix Use (NCMU)(6 DU/Acre)	Urban Residential Mix Use (URMU) (24+ DU/Acre)	Commercial Industrial (CI)
Business Park Mixed Use (BPMU) (8 DU/Acre)	Park (PK)	Industrial (IND)

Figure 5 River District Future Land Use Plan

Zoning. Proposed zoning within the River District is shown in Figure 6 and includes the following zone districts: Light Commercial (C-1), General Commercial (C-2), Community Services and Recreation (CSR), Business Park Mixed Use (BP), Industrial/Office Park (I-O), and Light Industrial (I-1). The majority of the zoning is proposed to remain the same as currently exists. A more detailed description of the zone districts within the River District may be found in the Zoning and Development Code.



Greater Downtown Zoning Categories

R-8 (5.5-8 units/acre)	R-O (Residential Office)	BP (Business Park)	I-O (Industrial Office Park)	CSR (Community Services & Rec.)
R-24 (16-24 units/acre)	B-1 (Neighborhood Business)	C-1 (Light Commercial)	I-1 (Light Industrial)	NONE (Zoning In Process)
PD (Planned Development)	B-2 (Downtown Business)	C-2 (General Commercial)	I-2 (General Industrial)	

Figure 6 River District Zoning Map

D. Development Standards

The community desires to improve the visual character of the Greater Downtown areas that are most visible along major public corridors or from the major public spaces. Consequently, the Plan promotes a higher quality built environment through improved architectural character, reduced visual clutter and enhanced streetscape. These elements are addressed through the Greater Downtown Zoning Overlay detailed in a companion document to this Plan. The elements of the overlay are intended to augment the zoning district standards in the Zoning and Development Code.

E. Conceptual Plan for Traffic Circulation in Greater Downtown

The Grand Valley Circulation Plan adopted by the City of Grand Junction and Mesa County serves as the traffic circulation plan for the Greater Downtown area. The following conceptual plan for traffic circulation in Greater Downtown describes the policies for streets and corridors in the Greater Downtown, depicts preferred conceptual designs and proposes additional unclassified streets which support those policies. This conceptual plan for circulation does not modify the Grand Valley Circulation Plan, but provides preferred concepts and designs for future consideration and development of public rights-of-way.

Policies:

- a. Conduct a more detailed traffic analysis of the area to determine needed intersection control, street cross-sections, pedestrian and vehicle facilities, additional streets and access control, and amend the Grand Valley Circulation Plan accordingly.
- b. Continue the review process for the Grand Valley Trails Plan to determine needed pedestrian and bicycle transportation facilities such as trails, pedestrian paths and bike lanes, and amend the Grand Valley Trails Plan accordingly.

In the Grand Valley Circulation Plan, urban streets are classified according to their function in the transportation network. The two components of function of the Grand Valley Circulation Plan are (1) to provide access to properties and (2) to carry traffic safely and efficiently from point to point. In order to preserve safety and capacity and to enhance the quality of living, these two components should be inversely related, such that busier streets have limited access (resulting in more efficient flow) and quieter streets provide access to properties.

Major Street Corridors. The components of the major street system are identified on the Grand Valley Circulation Plan. These corridors primarily function as carriers of traffic from point to point. The conceptual circulation plan in the Greater Downtown Plan includes proposed unclassified roadways shown in yellow on Appendix C.

As properties develop and redevelop within the greater downtown area, the Grand Valley Circulation Plan will be implemented through construction or improvement of streets warranted by the proposed development, based on adopted street cross sections in the Transportation Engineering Design Standards (TEDS). The conceptual circulation plan in the Greater Downtown Plan provides preferred alternatives for specific design and layout of certain streets, corridors and intersections in the planning area. For example, in commercially-zoned areas, the Commercial Street cross-sections of TEDS will apply, but modifications *may* be made according to the conceptual circulation plan illustrated and described here (street cross-sections, illustrations and text).

- **North Avenue** – Arterial Street. A potential layout for North Avenue between 1st and 12th Streets was adopted with the North Avenue West Corridor Plan. The layout is incorporated into the Greater Downtown Plan as depicted in Figure 7.

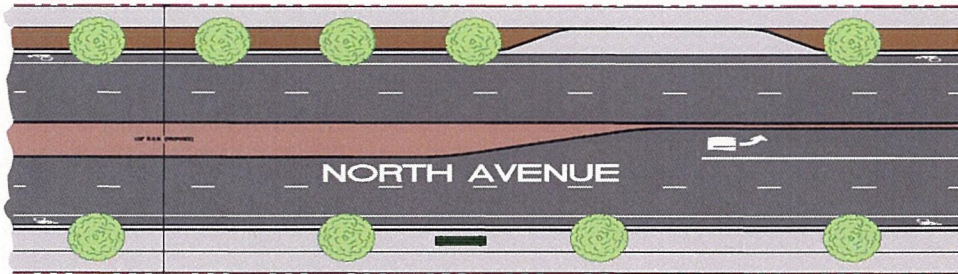


Figure 7 North Avenue Cross-Section

- **Grand Avenue** – Arterial Street. While Grand Avenue is an established street with improved streetscape elements the length of the segment within Greater Downtown (1st to 12th Streets), there could be improvements made in some blocks that would enhance traffic flow, pedestrian safety and visual aesthetics. A typical, potential median improvement to Grand Avenue is shown in Figure 8. The segment of Grand Avenue between 1st Street and 7th Street also has the potential to be used as a “sharrow”. A sharrow is marked as in Figure 9 so that the travel lane may be used by both bicycle and vehicular traffic.

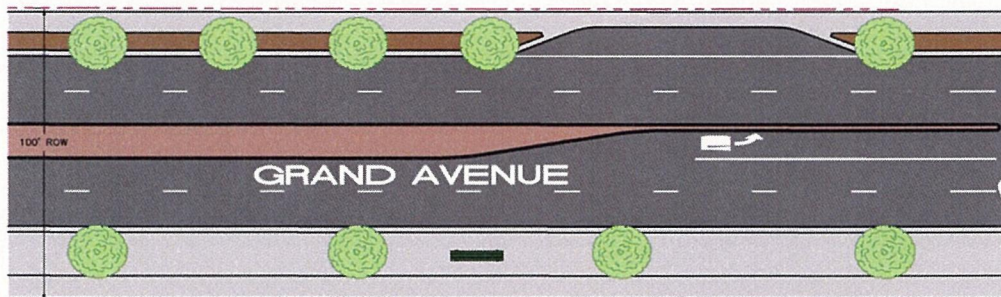


Figure 8 Grand Avenue Cross-Section



Figure 9 Example of a Sharrow

- North 1st Street** – Arterial Street. The segment of North 1st Street from Grand Avenue to North Avenue is deficient in street design and pedestrian amenities. The Greater Downtown Plan envisions eventual redevelopment of this street to improve safety, drainage, pedestrian circulation, access and improve on-street parking. A potential layout is shown in Figure 10.

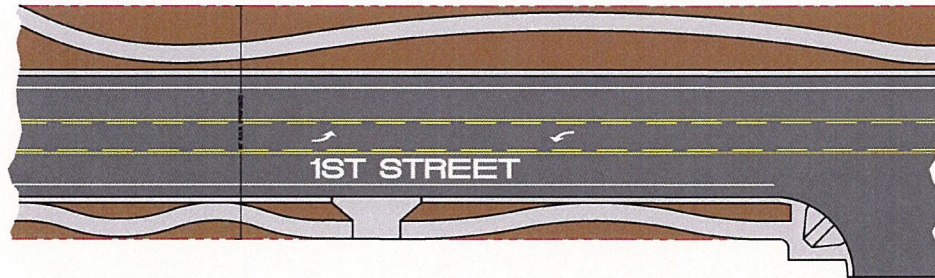


Figure 10 1st Street Cross-Section

- 1st Street and Grand Avenue Intersection** – The Colorado Department of Transportation (CDOT) completed an Environmental Assessment for the I-70B/6 & 50 corridor which recognized circulation needs at the 1st and Grand intersection. A potential design is shown in Figure 11. This design is incorporated into the Greater Downtown Plan as are any potential improvements CDOT may include in this project on 1st Street from Grand Avenue to Pitkin Avenue.

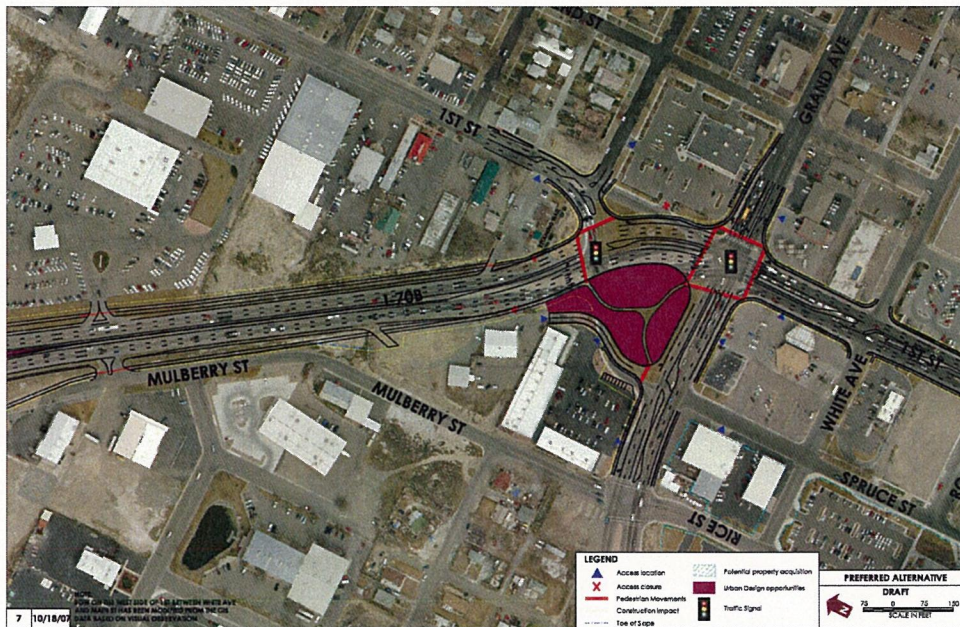


Figure 11 Proposed Design 1st Street and Grand Avenue

- **7th Street and Grand Avenue Intersection** – A design for a roundabout was included with the plans for 7th Street improvements that were completed in 2007-2008. The roundabout was not constructed at that time, but the intersection still warrants vehicular and pedestrian improvements. The plan as originally proposed is shown in Figure 12.

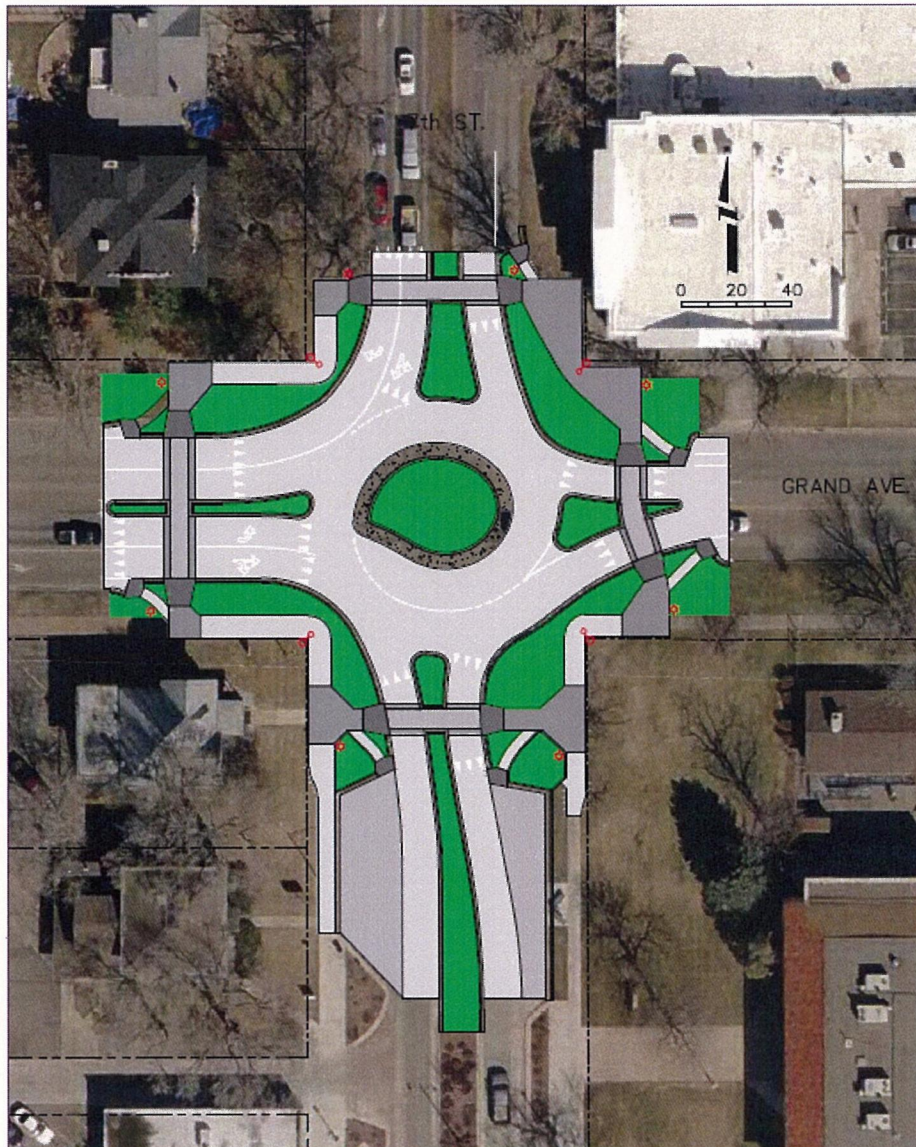


Figure 12 Proposed Design 7th Street and Grand Avenue

- **West Main Street and Spruce Street Intersection** – Vehicular and pedestrian traffic has increased on the West Main Street corridor due to activity at the County Justice Center and the Mesa County Central Services building. To ease traffic flow through the area and improve pedestrian safety, this potential project for a roundabout at Spruce and West Main Streets was originally conceived during the visioning of Main Street in 2008 (Figure 13). The roundabout would serve as a visual anchor to the west end of Main Street just as the one at 7th Street serves the east end. The roundabout would also allow for a circulator bus to serve the Main Street corridor from Spruce Street to 7th Street.

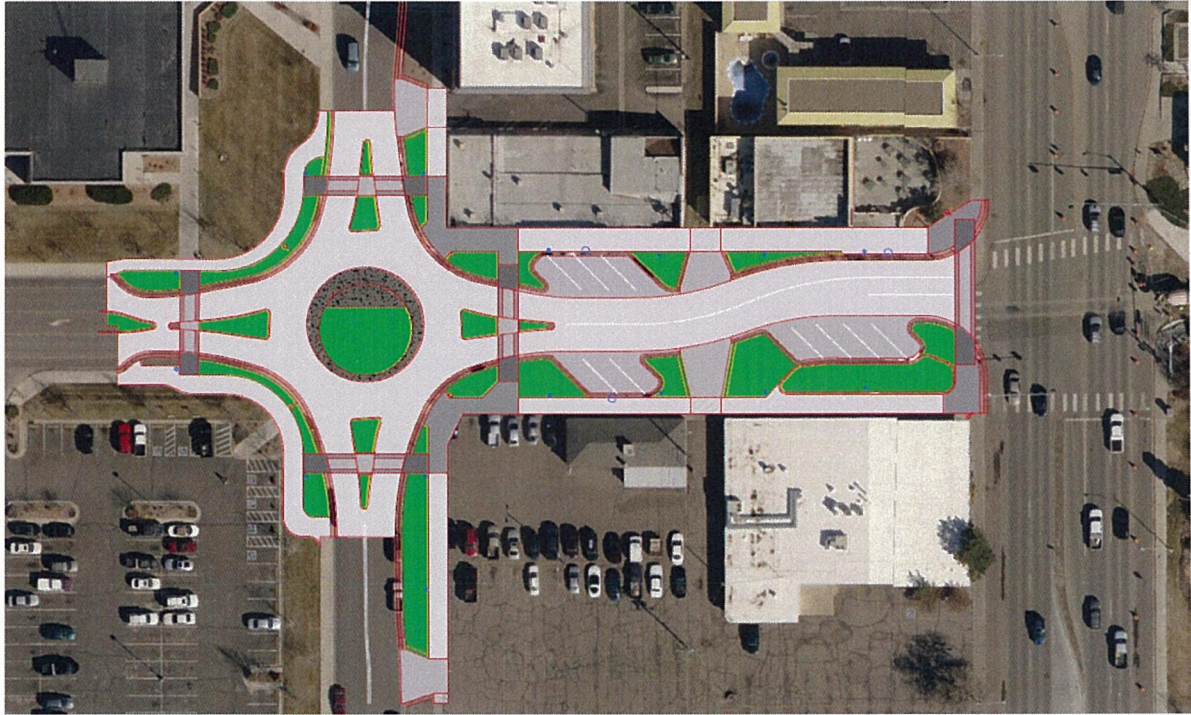
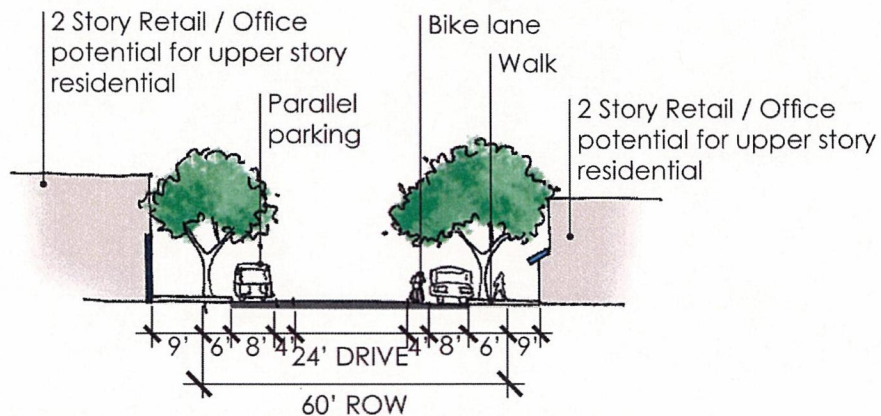
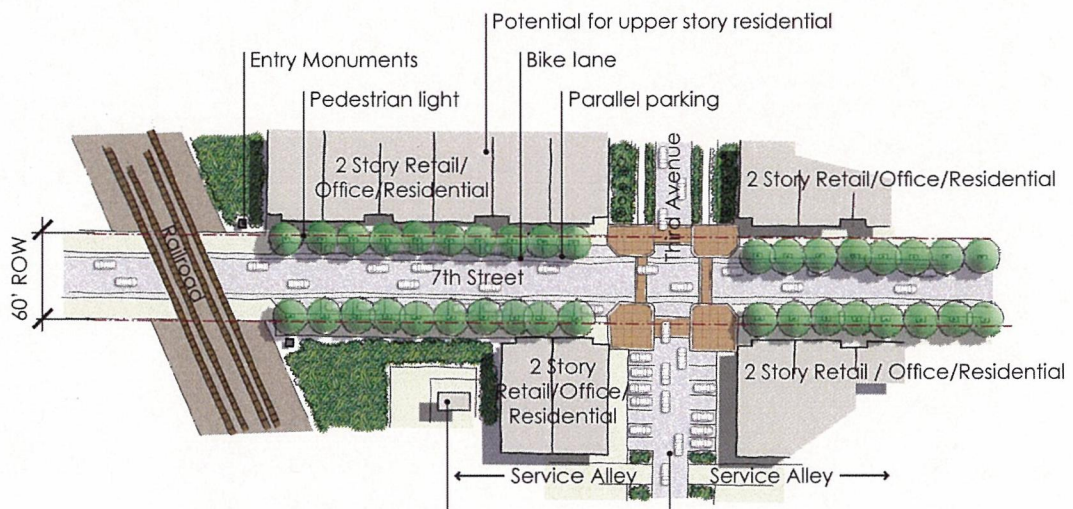


Figure 13 Proposed Design West main Street and Spruce Street

- **Riverside Parkway** – Arterial Street. The right-of-way width varies; multi-lane; bike lanes; detached walk on the south side; no on-street parking. Completed in 2007.

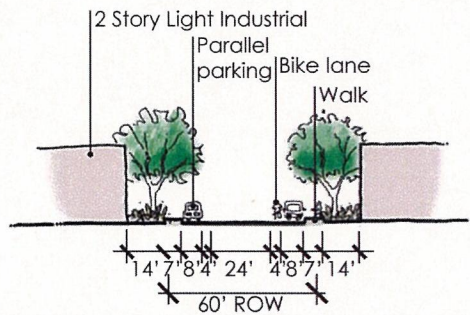
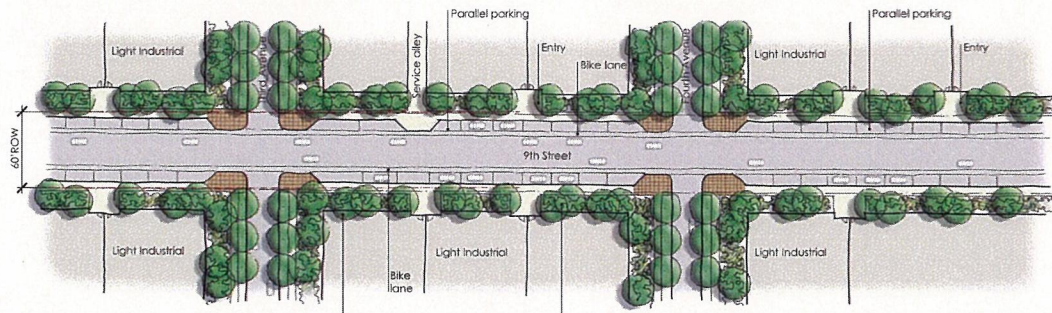


- South 7th Street** – Suggest 2 lanes; bike lanes; on-street parking both sides; detached walks with landscaping. The streetscape plan for South 7th Street should be enhanced with a similar design as was constructed on 7th Street south of Grand Avenue. Generally, the design would continue the 7th Street boulevard treatments from downtown, Ute and Pitkin to the Botanical Gardens and riverfront area with additional street trees, historic street lights, street furniture and public art. This concept would create a more consistent visual character to connect the River and Rail Districts to the traditional downtown area and improve the visual design of the corridor and emphasizes its use as the primary public north-south corridor through the neighborhood. The concept features enhanced pedestrian facilities with colored concrete, pedestrian safe zones at the “bulb-outs” for easier crossing and additional landscaping.



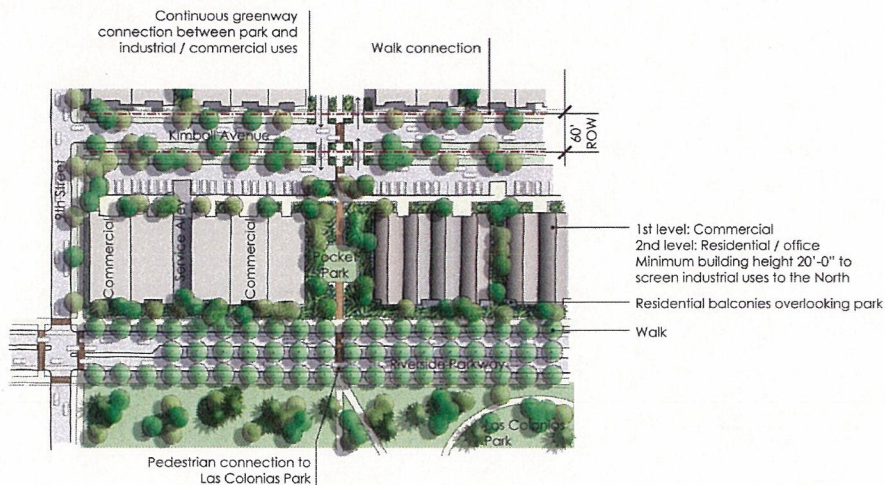
7th Street Section

- South 9th Street and 27-1/2 and C-1/2 Roads** – Suggest 2 lanes; on-street parking both sides; detached sidewalk preferred where possible. The streetscape plan for South 9th Street is to develop similar to what presently exists along South 7th Street with a more defined hardscape of curb and gutter, enhanced pedestrian facilities and street trees. This concept improves the visual quality of the corridor without requiring improvements on private property or compromising adjacent uses. The concept also allows the street to function for the commercial/light industrial traffic that it carries as well as provides for a more comfortable pedestrian or bicycle environment since South 9th Street may be used by the public to access business/commercial areas and Las Colonias Park.



9th Street Section

- Kimball Avenue** - Suggest 2 lanes; on-street parking; detached walks with landscaping.



- **D Road (from 9th Street east to the Riverside Parkway)** – Section yet to be determined.

Local Streets. The components of the local street system are identified on the Grand Valley Circulation Plan. The primary function of the local street network is to provide access to and connections among individual parcels and subdivisions, provide a safe network for movement of pedestrians and bicycles, and serve short length trips to and from collector and higher order streets. Trip lengths on local streets should be short with a lower volume of traffic moving at slower speeds. As properties develop and redevelop within the greater downtown area, the Grand Valley Circulation Plan will be implemented through construction or improvement of streets warranted by the proposed development, based on adopted street cross sections in the Transportation Engineering Design Standards (TEDS).

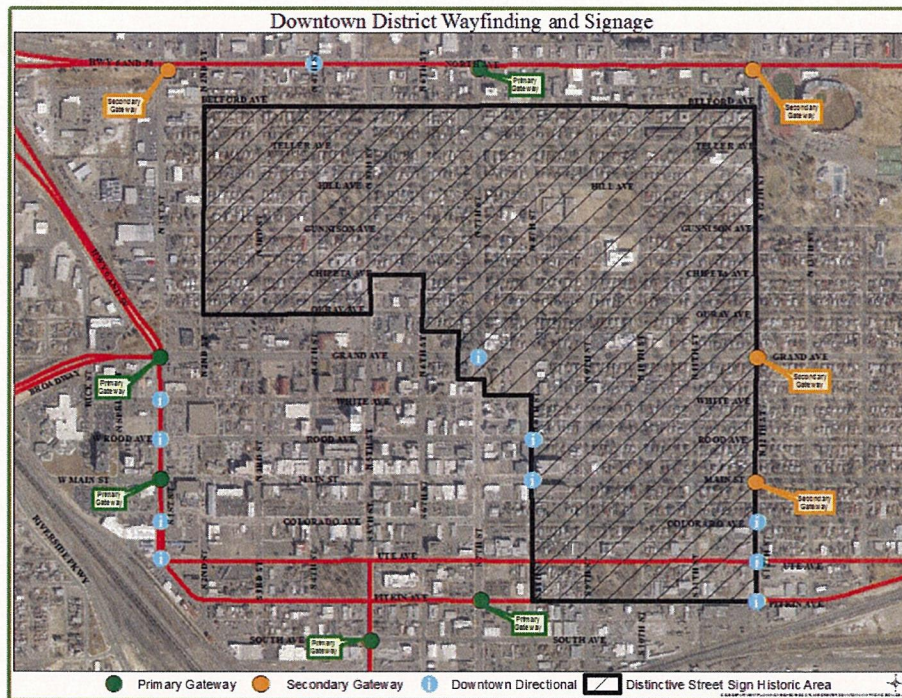
Trails. The Grand Valley Trails Plan shows the location of future bicycle facilities, trails and pedestrian paths. As development or redevelopment occurs, trails, paths, bike lanes and pedestrian facilities will be constructed in accordance with the adopted Grand Valley Trails Plan. Also the City may construct these facilities using Transportation Capacity Payments (TCP) funds as part of one or more capital improvement project(s). The Grand Valley Trails Plan is currently undergoing review by the City of Grand Junction and Mesa County. The conceptual circulation plan of the Greater Downtown Plan includes, in Appendix C, the a preferred alternative for trails, paths, bike lanes and pedestrian facilities in the Greater Downtown planning area. The preferred alternative shown comes from a 2012 draft of proposed amendments to the Grand Valley Trails Plan, and it includes the following:

- Extension of Riverfront Trail from Las Colonias Park east to 28 Road (and beyond).
- Bike routes (signs but no separate lane) on Grand Avenue from 7th Street east and 28 Road between the Riverside Parkway and C ½ Road.
- Sharrow bike routes (bikes share slightly wider lane with cars as depicted in Figure 9) on Grand Avenue between 1st and 7th Streets.

Riverside Parkway Pedestrian Overpass. This conceptual circulation plan envisions one or more pedestrian overpasses from the commercial areas of the Rail District to the riverfront areas and Las Colonias Park. Activities and uses in the future park, types of development along the north side of the Parkway will determine where such facilities may be needed. An overpass on the western end in the vicinity of 7th or 9th Streets could also serve as an entrance feature to the neighborhood as further discussed in Section F.

Public Transportation. Grand Valley Transit (GVT) presently serves the Downtown District but does not provide service in the Rail and River Districts. Future transit needs within the Rail and River Districts should be monitored as development or redevelopment occurs in these areas and as Las Colonias Park sees more activity.

F. Entryways and Signage



Important intersections in the street network offer opportunities to develop a unique theme and identity for the Greater Downtown area. The primary intersections vary in scale and include entries to the Downtown, Rail and River Districts. Each of these should be developed according to general concepts and criteria that are appropriate for their scale, function and importance.

Downtown District Entryways and Signage

While the Downtown District has a strong base of local and regional users, approaches to the District offer no distinguishing features or directional signage that orient first time visitors. When approaching or traversing perimeter streets, visitors have no sense that they are within eyesight of the historic town site or even that they are headed in the right direction toward Downtown. Creating gateways at key entry points, as well as simple perimeter identifiers, will orient visitors, as well as strengthen and celebrate the heritage of the Downtown Districts. Because of the diversity of uses and neighborhoods within the Downtown District, the design of entryways should include a range of sizes, poles and ornamentation of signage and varied landscape elements, lighting and other features that are integrated with the signage. The primary gateways to the Downtown District and between Downtown and the Rail District include the following intersections.

- 7th Street and North Avenue
- 1st Street and Grand Avenue
- 1st Street and Main Street
- 5th Street and South Avenue
- 7th Street and Pitkin Avenue

In addition, the distinctive public sign palette already started in the Downtown District should be continued and expanded to include street signs and directional signs that have recognizable poles, ornamentation, colors, fonts and logos. The City, together with the DDA, will further develop sign standards and guidelines for private signage placed on buildings or as freestanding signs.

Rail and River District Entryways

5th Street/Riverside Parkway. There are opportunities to celebrate the entry into Grand Junction and the Rail and River Districts at the 5th Street bridge and Struthers Avenue area in conjunction with the Western Colorado Botanical Gardens with attractive low scale signage and sculpture. In addition, there are smaller monuments at various points along the Riverside Parkway that indicate to motorists that they are approaching or traveling on the Riverside Parkway. Due to the scale of the 5th Street/Riverside Parkway intersection and the publicly-owned area around it, this intersection affords the opportunity to create a monument/sculpture of a much larger scale to mark the entrance and give identity to the Rail and River Districts and/or to this “Grand Junction”.

Another possibility in this vicinity is if a pedestrian overpass is desired/needed near the 7th Street/Riverside Parkway intersection it could serve several purposes: pedestrian access across the Parkway, include design elements that give a distinct character to the Rail and River Districts and integrate with surrounding open space, pocket parks and/or water features at the landings on each side of the Parkway.

South 7th Street/Railroad Tracks. There is an existing silo on the Mesa Feed property that identifies the Rail District as you travel south on 7th Street. It is of a scale that is visible from the southern perimeter of downtown and represents the historical agriculture and industrial base upon which the Rail and River Districts have developed. Such a structure could be enhanced and/or replicated to become an even stronger element at this major entrance to the area.

28 Road/Riverside Parkway. This intersection is a smaller scale than the others, but a neighborhood entry could be created, particularly along the north side. The sense of arrival at this location could be created through a water feature, public art, an architectural feature with signage paving patterns and/or landscaping. The design of the entry feature should be of the same character of those that might be created at the other major entry points.

G. Economic Redevelopment

Downtown District Economic Redevelopment

While the Downtown District is the heart of the community, it is but one subset of a larger market and has strengths which can be capitalized on and limitations which should be overcome. The Downtown District has a tremendous influence on the economic well-being of the entire region. Therefore, it is widely accepted that early projects in any revitalization effort could be publicly assisted until market conditions reach levels where new construction can support itself.

The Grand Junction Strategic Downtown Master Plan presented guiding principles which; while general in nature, were considered responsive to prevailing conditions, market opportunities, framework elements and stakeholder input. These guiding principles are still relevant to the Greater Downtown Plan and are listed and described below.

- **The Downtown District is one submarket that competes with other submarkets in Grand Junction.** The downtown environment, while presenting tremendous opportunity for investment in a setting uniquely positioned to offer both heart and history, carries with it certain limitations, particularly for land-intensive non-destination-oriented land uses. Several market sectors, however, not only survive, but also thrive in a downtown setting. Recognize the obstacles

associated with downtown development and encourage regulatory and financial solutions including public subsidies and creative financing mechanisms.

- **The Downtown District must be market-responsive** to changing conditions, with implementation tools and mechanisms in place to both offset competitive disadvantages and capitalize on competitive assets. Market conditions should be continually monitored and information distributed to a broad audience including developers, business and property owners, lenders, city staff and elected and appointed officials.
- **The Downtown District infrastructure must be protected and retained** including physical features, service organizations, mix of employers, historic residential neighborhoods and community attitudes toward the Downtown District. Unlike many communities across the country, Grand Junction's Downtown District existing infrastructure is more than sufficient to promote itself as a downtown neighborhood. These assets, which provide the impetus for investment, need to be protected and promoted.
- **The Downtown District's "tool bag" must contain a variety of strategies and mechanisms to attract investment.** These tools can be financial, physical, market, or organizational in nature and can be used independently or in various combinations. Given the obstacles associated with downtown development, it is imperative that whatever mix of tools is put in place it be comprehensive, flexible and creative.
- **Public investment must leverage private investment.** Historically, the planning, financing and implementation of projects in the downtown market were the primary responsibility of public sector entities such as the City and the DDA. However, while the public sector continues to play a significant role in most downtown efforts, a critical component to the success of any revitalization strategy today is participation by both the public and private sectors. Leveraging of resources is key, as no one entity, public or private, has sufficient resources alone to sustain a long-term downtown improvement effort.
- **Public policy must support development in the Downtown District.** Experience has proven that downtown development will best succeed if regional growth management programs reward efficient development patterns. If growth is allowed to occur in a land extensive, inefficient way that effectively subsidizes lower densities, downtown development will operate at a competitive disadvantage. Given Grand Junction's existing land use patterns, the Downtown District is susceptible to continued dilution of its role as the community's central business and shopping district.
- **Public-private partnerships are essential.** Under any investment strategy, local government needs to have strong involvement, a visible presence, perhaps be the entity that provides continuing leadership, regulatory incentives, and seed capital for early projects. Not only does government have the legal responsibility to address many of the implementation components, but it is also the logical conduit to local, regional, state and federal funding sources.

Rail and River District Economic Redevelopment

The changes that have occurred in portions of Greater Downtown such as completion of the Riverside Parkway and planning for the future development of Las Colonias Park have already had a positive influence on the River and Rail Districts. Many properties have been renovated or redeveloped, new uses are relocating to the area and property values are generally on the rise. The Greater Downtown Plan envisions this trend continuing and being enhanced by the following redevelopment concepts:

- Allow existing heavy industry to remain, taking advantage of rail spurs within the area.
- Intensified commercial edge along the north side of the Riverside Parkway with opportunities for mixed use development.
- New general commercial, retail and residential uses will provide activity at the edge of the park after business hours to create a safe park environment that gives “ownership” of the park to the adjacent local business owners and residents.
- New retail and commercial uses such as restaurants, shops and services along South 7th Street to serve the employees, recreational users and residents of the neighborhood.
- Commercial Industrial uses bridge the existing industrial and the commercial corridors.

In addition, discussions with the Grand Junction Economic Partnership, Business Incubator, Manufacturers’ Council and Chamber of Commerce during development of the Greater Downtown Plan brought to light many opportunities for the area, the majority of which is within the established Mesa County Enterprise Zone. The Greater Downtown Plan outlines goals, policies and strategies that can be used to further the economic (re)development of the Rail and River Districts.

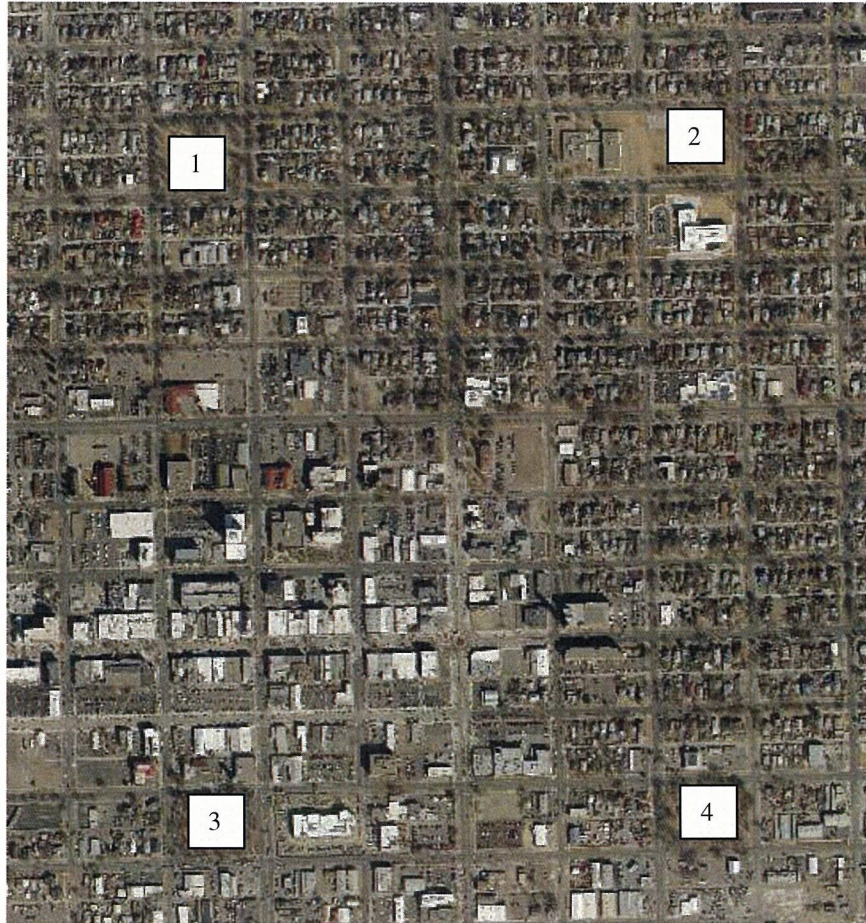
- Need for flex space for different types of small business – new to area or graduating from the Business Incubator. Opportunity for these businesses to serve employee base, residents and recreational users in the area.
- Opportunity to develop additional incentives for redevelopment that has taken advantage of partnerships and/or assembled parcels of land totaling a minimum of ½ acre or more
- Allow for live-work opportunities
- Opportunity to develop partnerships

H. Greater Downtown Area Parks

The four downtown parks were included on the original town plat created by the Grand Junction Town Company in 1882. All four parks still exist as downtown open space. The City acquired Las Colonias Park from the State Parks Department in 1997. It encompasses the mill tailings clean-up site.

1. Hawthorne Park – 400 Gunnison Avenue

- New restroom/shelter constructed 2010
- South picnic shelter requires new roof; scheduled 2013
- Playground surfacing replaced in 2012
- Playground equipment on a 5 to 7 year replacement schedule
- Irrigation is good, 10-15 year replacement



2. Washington Park – 10th Street and Gunnison Avenue

- No restrooms or shelter at this park
- Playground equipment scheduled for replacement in 2013
- Playground surface scheduled for replacement every 2 years
- Irrigation will be replaced every 5 to 7 years

3. Whitman Park – 5th Street and Pitkin Avenue

- Restroom scheduled for replacement in 2013
- Development of a new master plan for the park recommended (see potential concepts below)

4. Emerson Park – 9th Street and Pitkin Avenue

- Restroom scheduled for replacement in 2013
- Playground area for ages 2-5 is good
- Playground for ages 5-15 scheduled for replacement in 5 to 7 years
- Playground surfacing replaced in 2012
- Development of a new master plan for the park recommended (see potential concepts below)

Potential Concepts for Whitman and Emerson Parks

- Provide for a diversity of uses to create a higher level of utilization.
- Minimize the impact of adjacent streets and automobile traffic.
- Activate the edges of the parks with mixed use.
- Contemplate programmed, active use.
- Redevelop as more active, flexible urban open space rather than as passive, green parks.

5. Las Colonias Park – Struthers Avenue and 7th Street

- A master planning process for the park is anticipated to occur in 2013
- Some amenities being considered are parking, restrooms, shelters, play area, open space, expanded walk/bike trails, open space for festivals, music, and educational presentations, various wetlands and arbor education opportunities, kayak park, tree walk and a disc golf course.



I. City-Owned Jarvis Property

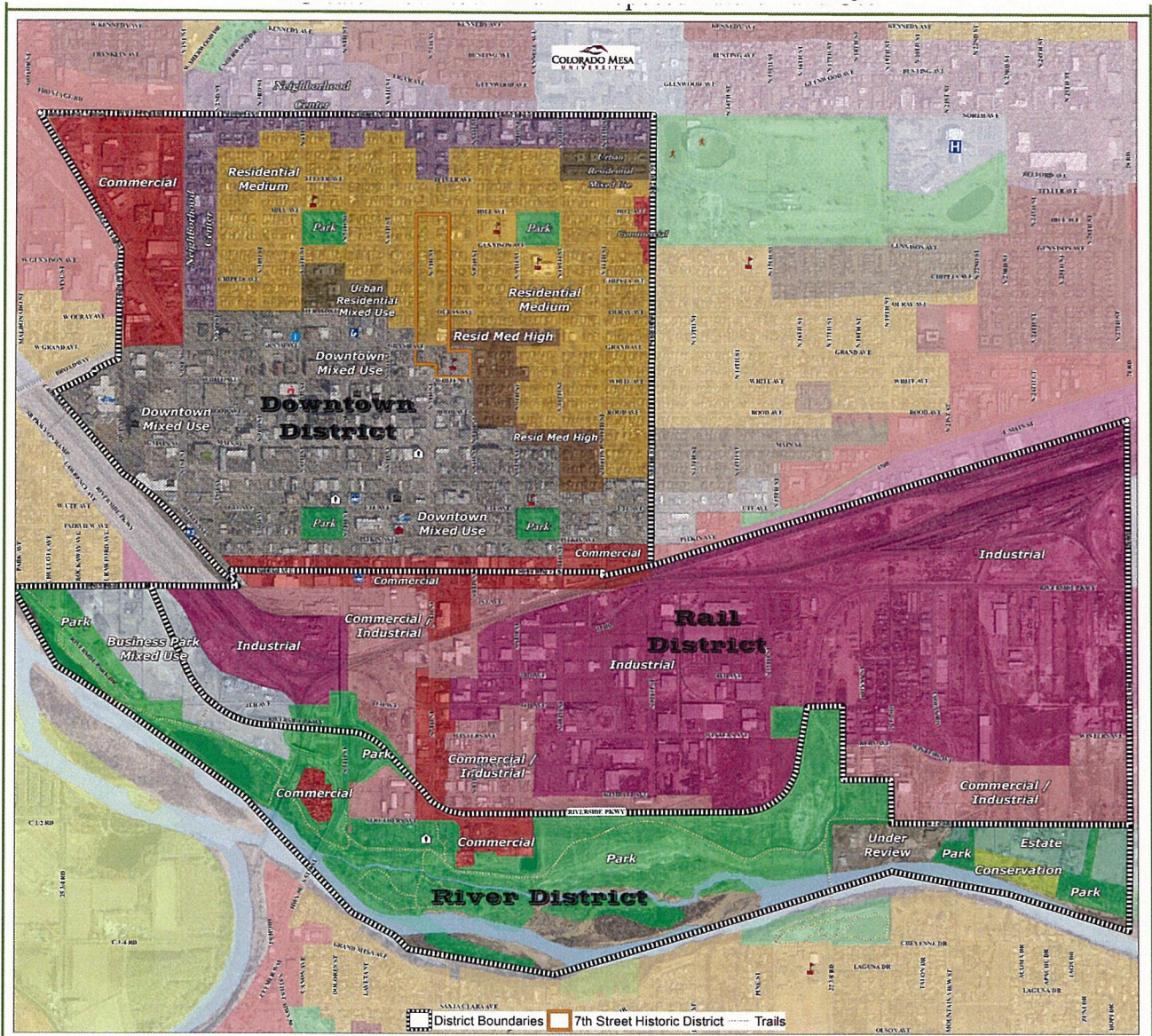
The City completed an initial planning analysis for the City-owned property on the west side of 5th Street between the Colorado River and the Riverside Parkway known as the Jarvis Property. The property is constrained by natural features and the encroachment of the Parkway, but does have approximately 43 acres of developable land.

The initial study was to chart a direction for revitalization of the property. It summarized the key assets, identified some important issues and potential impediments to development, analyzed current market conditions and outlined a concept for organizing potential development of the property. The property and potential project are viewed as a unique opportunity for the City to chart the future of a rare property type, a place where it may be possible to provide a mix of uses, including residences, along the bank of the Colorado River. The major opportunities and constraints identified for potential development of the Jarvis Property were to: continue the riverfront greenway through the property, restore habitat, relocate the high voltage power facilities that run through the site, and provide flood protection for the property.

APPENDICES

- A. Future Land Use Map
- B. Zoning Map
- C. Conceptual Plans for Traffic Circulation and Trails
- D. Development Concepts

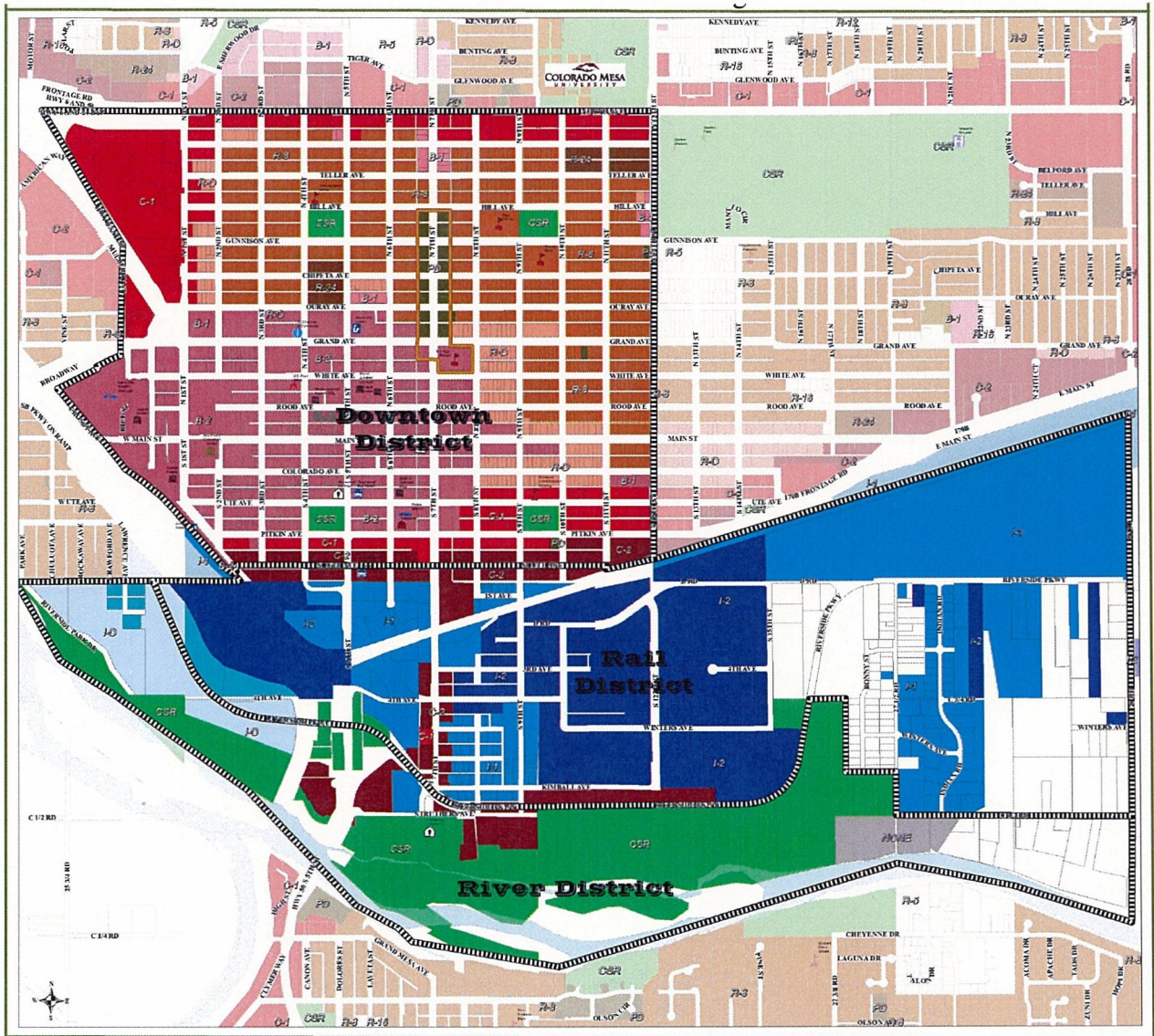
Appendix A – Future Land Use Map



Greater Downtown Future Land Use Categories

Description	Residential Medium (RM) (4 -8 DU/Acre)	Conservation/Mineral Extraction (CON) (1 DU/5 Acres)
Downtown Mixed Use (DTMU) (24+ DU/Acre)	Residential Medium High (RMH) (8 -16 DU/Acre)	Commercial (COM)
Neighborhood Center-Mix Use (NCMU)(6 DU/Acre)	Urban Residential Mix Use (URMU) (24+ DU/Acre)	Commercial Industrial (CI)
Business Park Mixed Use (BPMU) (8 DU/Acre)	Park (PK)	Industrial (IND)

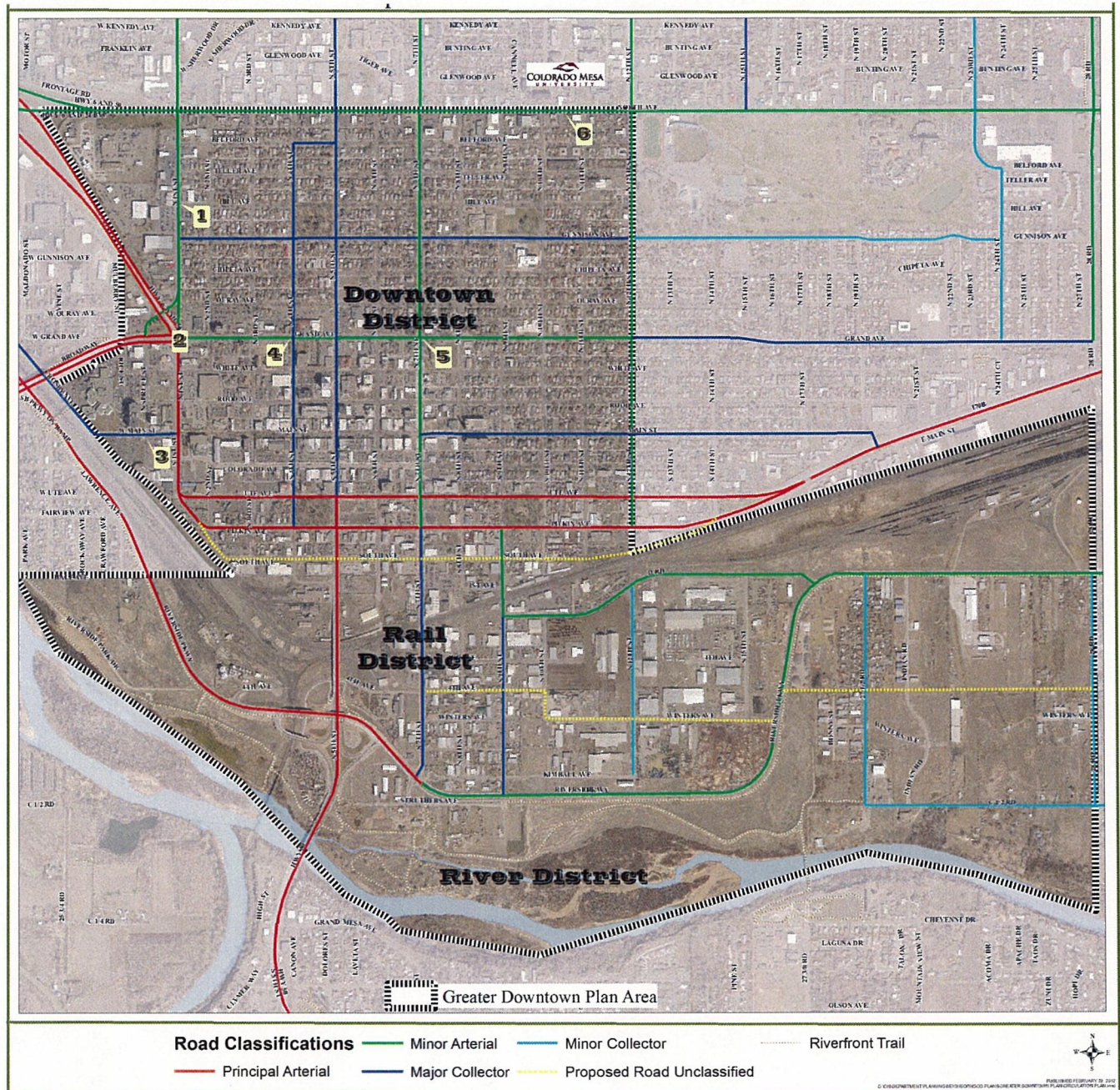
Appendix B – Zoning Map



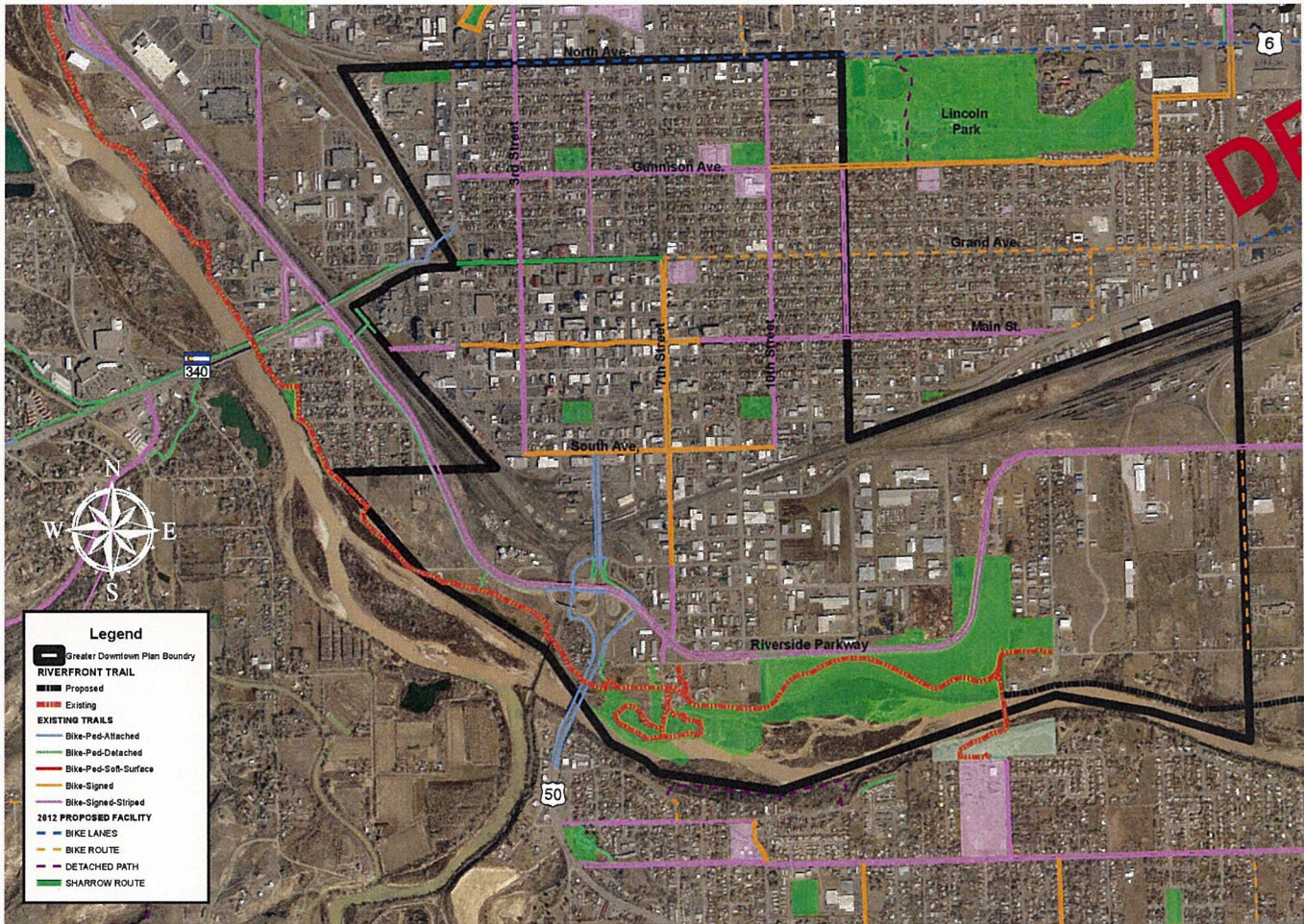
Greater Downtown Zoning Categories

R-8 (5.5-8 units/acre)	R-O (Residential Office)	BP (Business Park)	I-O (Industrial Office Park)	CSR (Community Services & Rec.)
R-24 (16-24 units/acre)	B-1 (Neighborhood Business)	C-1 (Light Commercial)	I-1 (Light Industrial)	NONE (Zoning In Process)
PD (Planned Development)	B-2 (Downtown Business)	C-2 (General Commercial)	I-2 (General Industrial)	

Appendix C – Conceptual Plans for Traffic Circulation and Trails

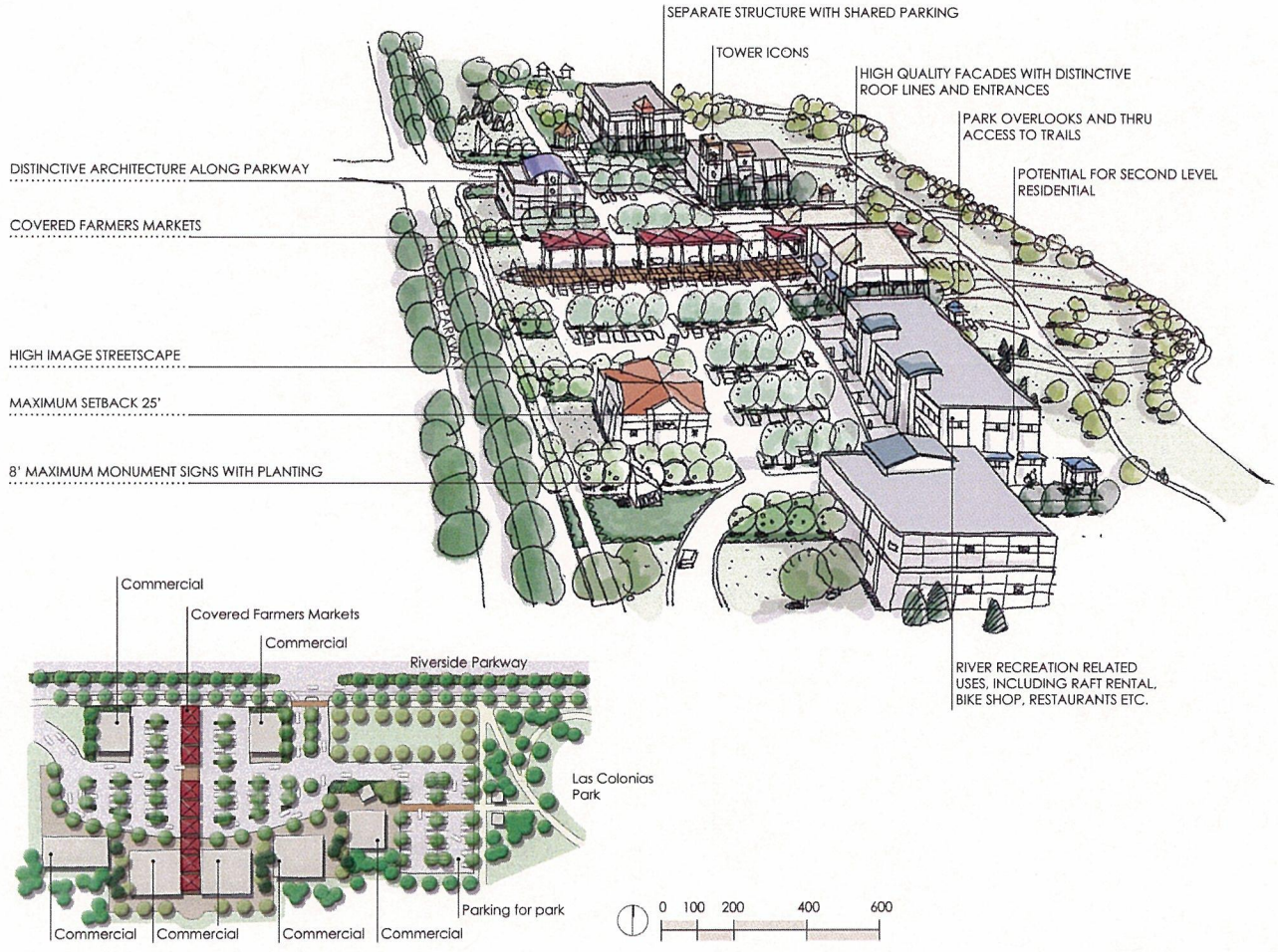


Conceptual Traffic Circulation Plan

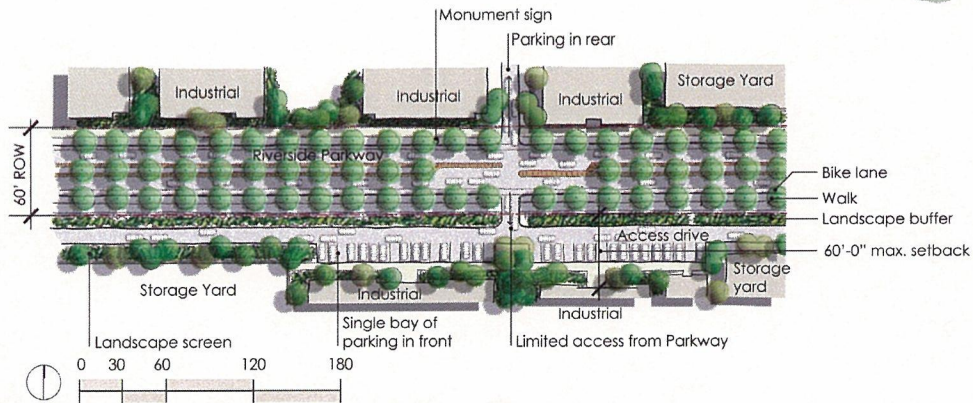
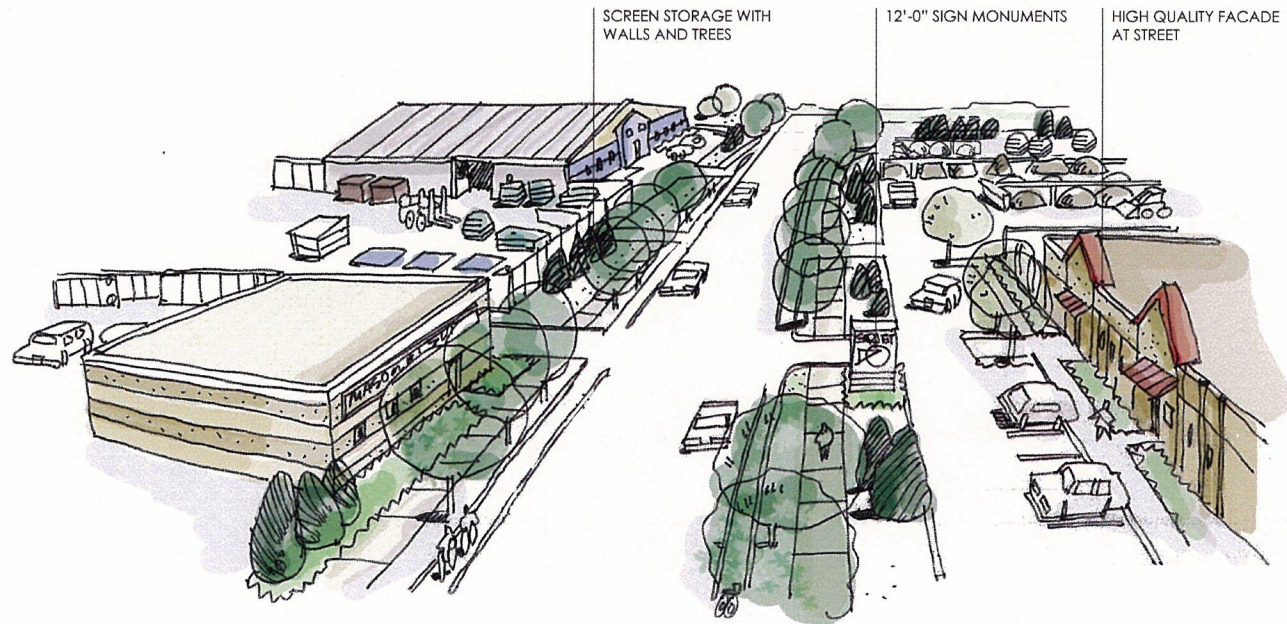


Conceptual Trails Plan

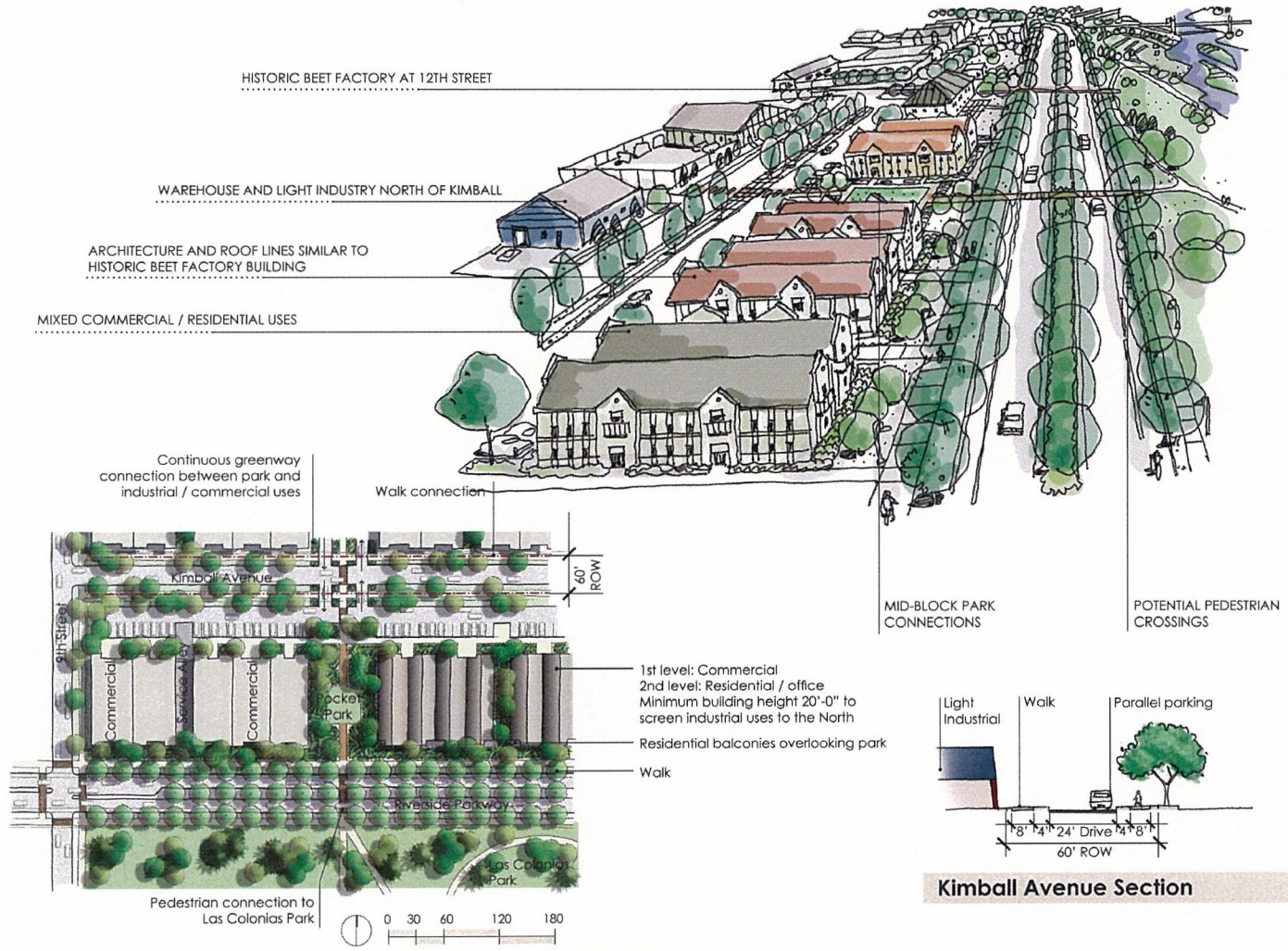
Appendix D – Development Concepts



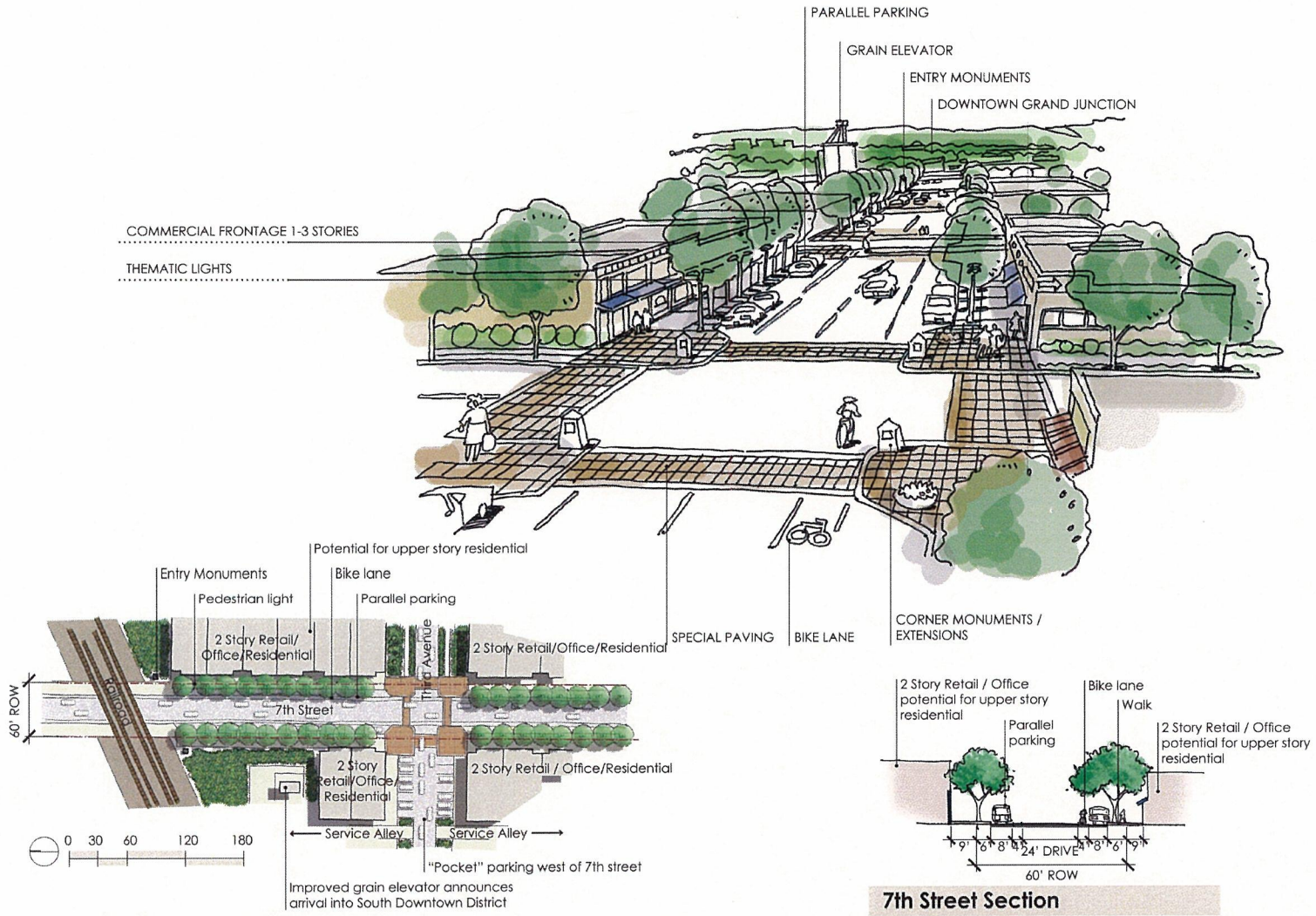
7th and Struthers Redevelopment



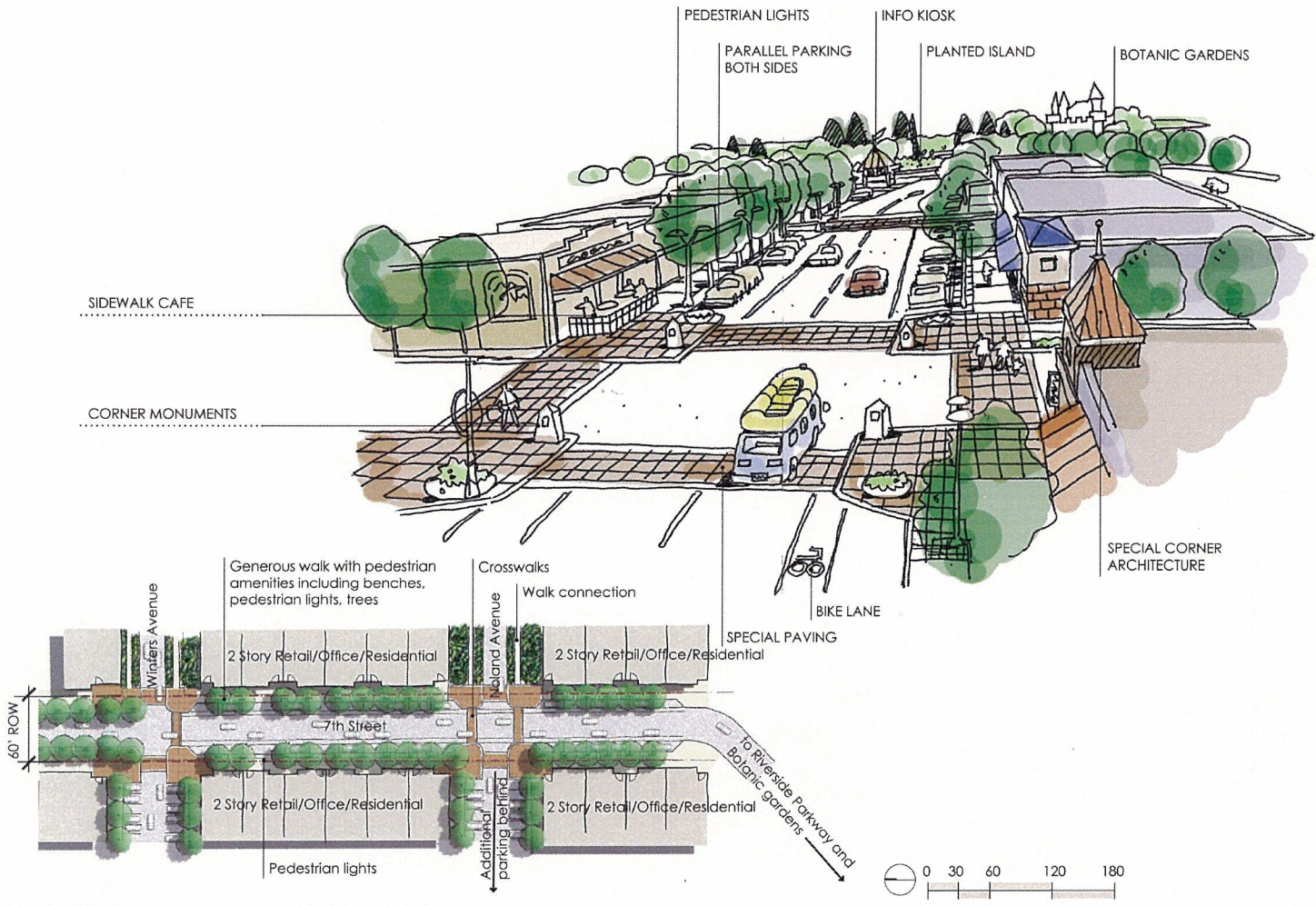
Riverside Parkway Between 27 1/2 and 28 Road



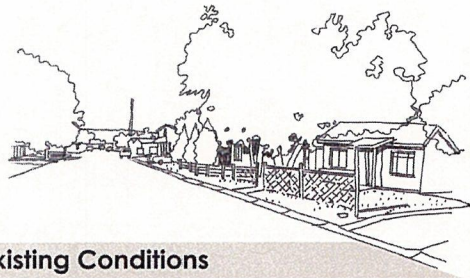
Riverside Parkway Between 5th Street East and 12th Street



7th Street Looking North

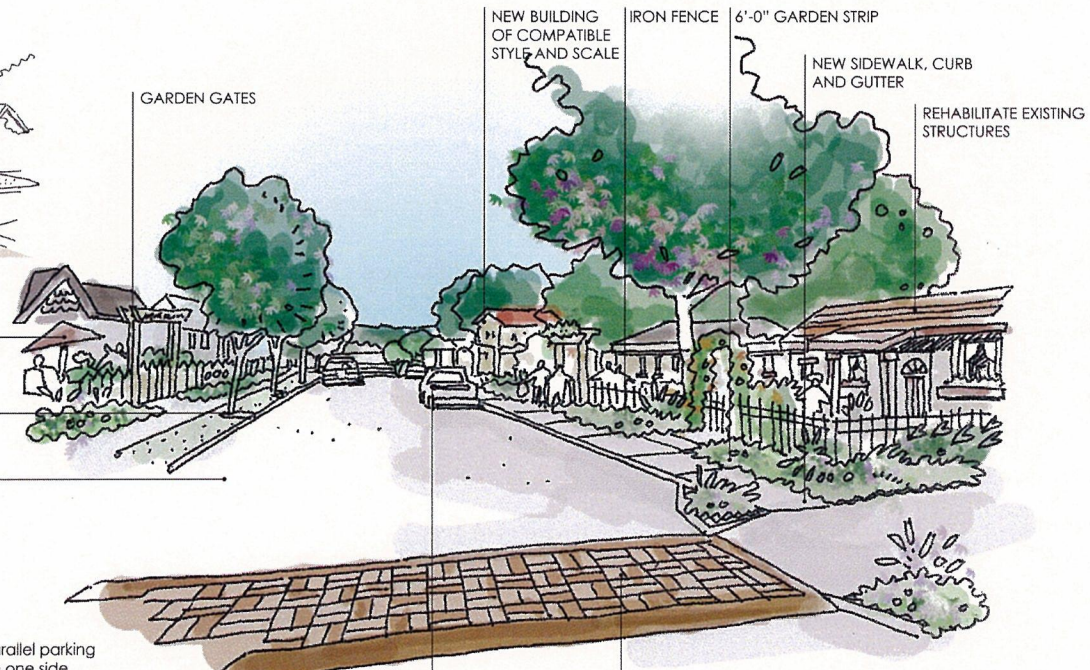


7th Street Looking South

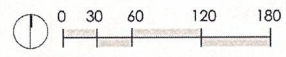
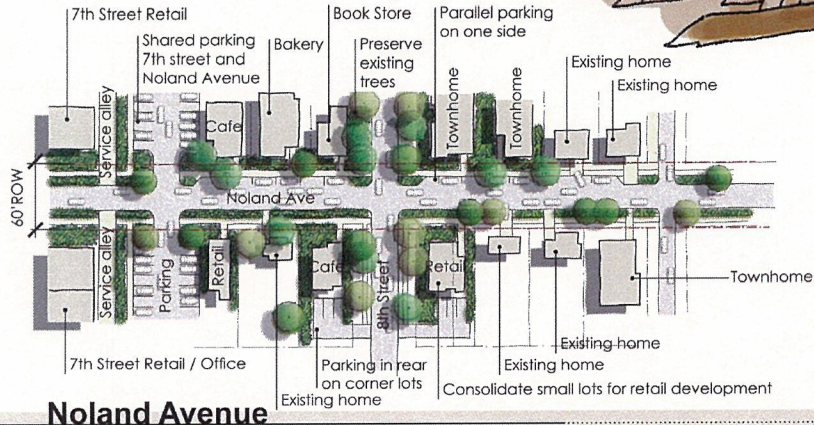


Existing Conditions

- FRONT YARD PATIO
- TREE LAWN
- NO PARKING ON SOUTH SIDE



- NEW BUILDING OF COMPATIBLE STYLE AND SCALE
- IRON FENCE
- 6'-0" GARDEN STRIP
- NEW SIDEWALK, CURB AND GUTTER
- REHABILITATE EXISTING STRUCTURES
- ON STREET PARKING NORTH SIDE
- RAISED BRICK CROSSWALK WITH CORNER PLANTING



Noland Avenue

EXHIBIT B: Amendment to the text of the Comprehensive Plan

Existing Text:

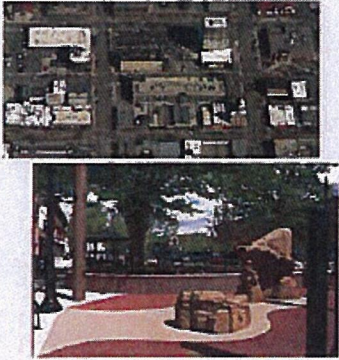
Downtown Mixed Use (DMU)

Density: 24+ du/acre


Employment, residential, retail, office/business park uses allowed. A mix of uses (2 to 8 stories), either horizontal or vertical is expected. Residential densities may exceed 24 du/acre.

Applicable Zones

- R-16
- R-24
- B-2
- C-1
- MXR – 3, 5, 8
- MXG – 3, 5, 8
- MXS – 3, 5, 8



Comprehensive Plan
grand junction



Proposed Text:

Applicable Zones

R-16

R-24

RO

B-2

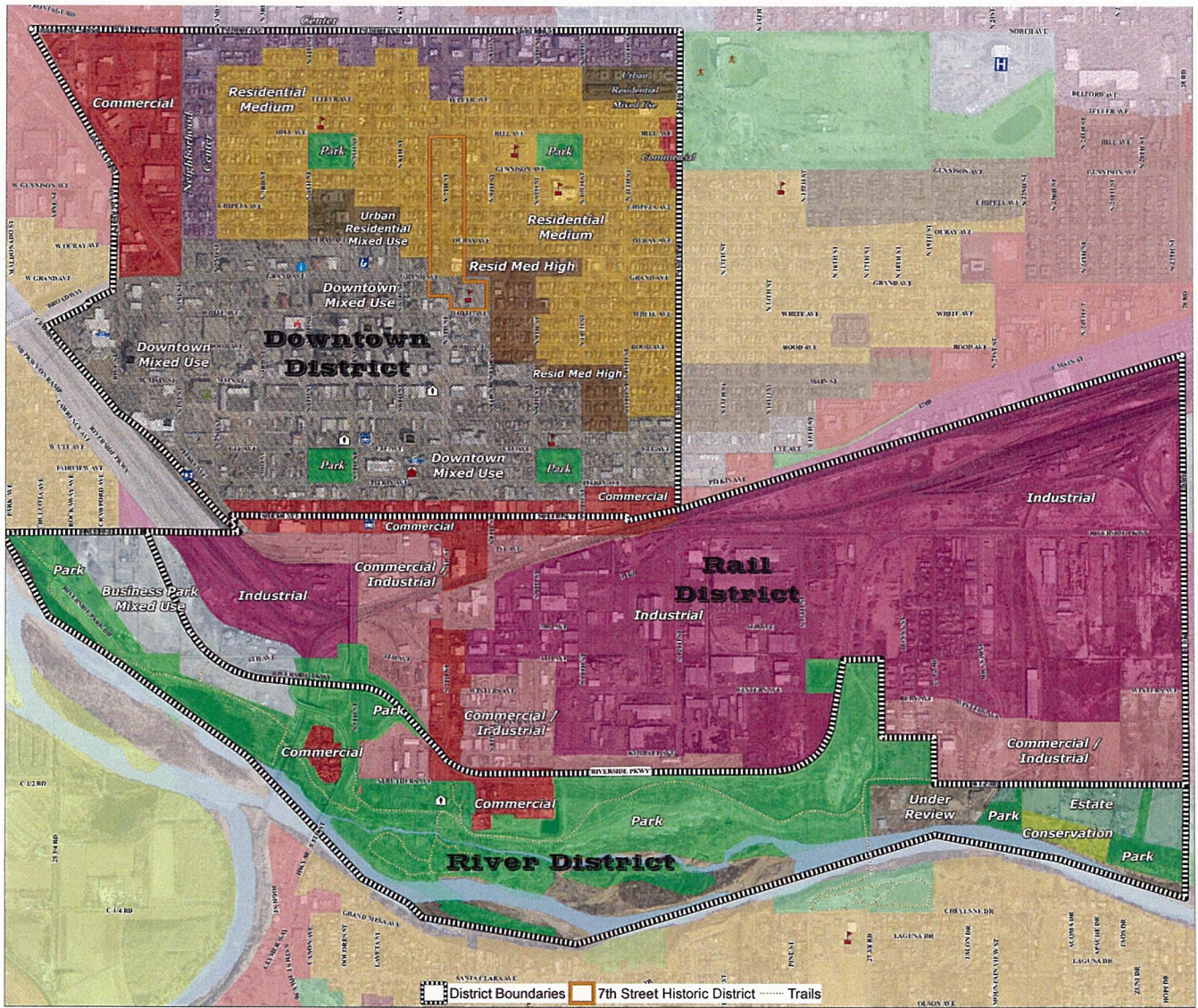
C-1

MXR – 3,5,8

MXG – 3,5,8

MXS – 3,5,8

EXHIBIT C – GREATER DOWNTOWN PLAN FUTURE LAND USE MAP



Greater Downtown Future Land Use Categories

- | | | | | | |
|----------------------------|-------------------------|----------------------------|---|--------------------|------------------------------------|
| Neighborhood Center (NCMU) | Business Park Mixed Use | Industrial (IND) | Residential Med High (RMH) | Park (PK) | Urban Residential Mixed Use (URMU) |
| Downtown Mixed Use | Commercial (COM) | Commercial Industrial (CI) | Residential High Mixed Use or Resid. Med High | Conservation (CON) | |

