



# ONE GRAND JUNCTION

COMPREHENSIVE PLAN

Adopted December 16, 2020 and March 17, 2021

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## Acknowledgments

A special thank you to the residents of the City of Grand Junction and the greater Grand Junction Community who participated in the planning process for the One Grand Junction Comprehensive Plan. This Plan reflects the contributions and insights of the residents, businesspersons, property owners, representatives from various groups and organizations, and other community stakeholders. The Comprehensive Plan Advisory Committee was instrumental in guiding the planning process.

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# LETTER FROM THE CITY MANAGER

*Grand Junction is a community that is unique unto itself. With a history defined by a cyclical economy, Grand Junction is poised to enter a new era and an exciting future. A diversifying economy, a recent boom in tourism centered around its many cultural and recreational assets, and world-class natural beauty, Grand Junction attracts community members who are committed to its success while continuing the tradition of being a welcoming and friendly community.*

*It is my pleasure to present the One Grand Junction Comprehensive Plan. How our city looks and feels is shaped by our Comprehensive Plan. This Plan represents the next chapter in long-range community planning in Grand Junction. It is an update to the previous plan, which was adopted in 2010. Updating of the One Grand Junction Comprehensive Plan is a multi-year project - one which includes multiple phases of public and stakeholder engagement as well as the utilization of a variety of engagement tools used to actively engage with the community in a meaningful way.*

*One Grand Junction reflects the input of thousands of individuals as well as numerous organizations and agencies that contributed to the plan process. With this Plan, we celebrate our past accomplishments while also recognizing future challenges and opportunities. With our long-range vision and plan principles, One Grand Junction Comprehensive Plan will shape decision-making and funding priorities to implement the future the community desires.*

*-Greg Caton  
City Manager*





# CHAPTER 1 INTRODUCTION

*This document is an update to the City of Grand Junction's previous Comprehensive Plan, which was adopted in 2010 and supersedes and replaces it. The updated Plan addresses changes that have occurred in the last decade and sets a course to guide decision-making for the next 10 to 20 years.*

*Grand Junction is authorized to prepare a comprehensive plan as a long-range guiding document to achieve its vision and goals under Colorado Revised Statutes §30-28-106 and §31-23-206. The One Grand Junction Comprehensive Plan addresses issues within the municipal boundary of the City as well as in its planning area including topics such as public safety, transportation, parks and recreation, education, community identity, inclusivity, resiliency, economic development, and resource stewardship, all that collectively work to achieve the community's vision. The One Grand Junction Comprehensive Plan also provides the policy framework for regulatory tools like zoning, and annexations and establishes a framework for fiscally responsible and well-managed growth.*

*The Comprehensive Plan is not just a policy document for the City organization; it is a guide for the entire community that envisions the kind of place we desire in the future, sets the overall direction for the changes we want, and outlines the steps we will need to take to get there. It is not a definitive course of action or a legally binding obligation of what must be done. Rather, it is a guidance document that describes what the community would like to become and what steps and actions, partnerships, and policies will move the City forward to achieving its vision.*



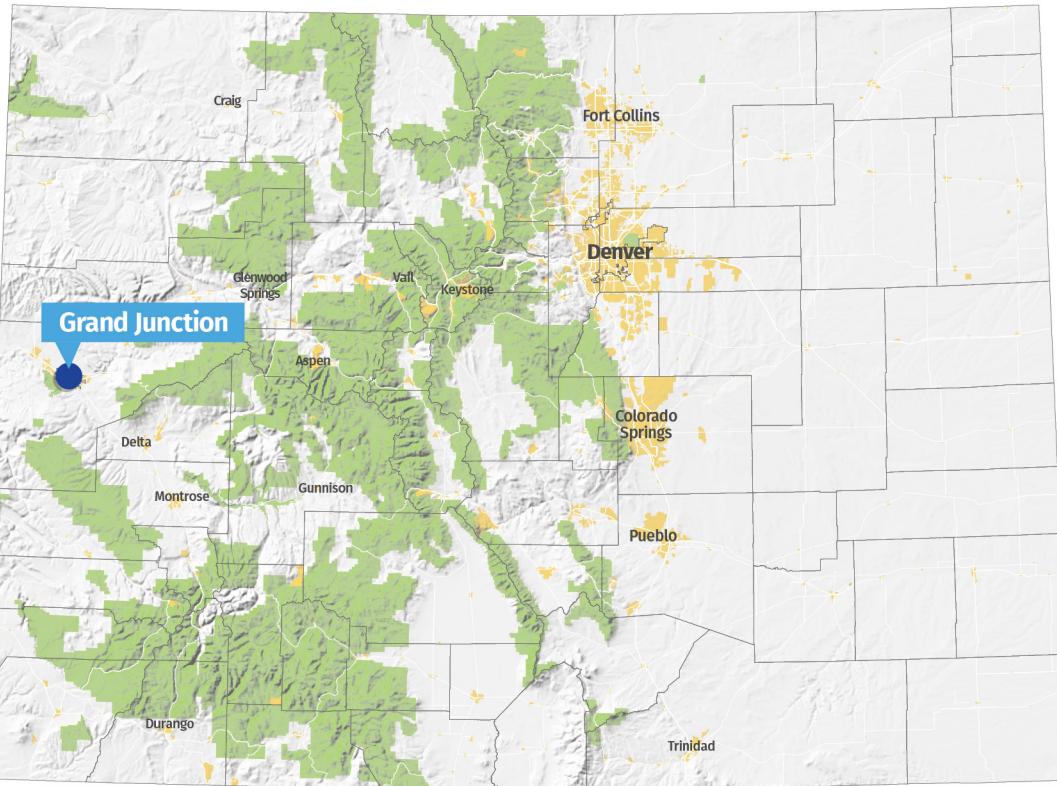
## Planning Area

### Geographical Considerations

The City of Grand Junction is the county seat and largest municipality in Mesa County, located about 20 miles from Colorado's western border with Utah. The city encompasses roughly 40 square miles in the center of Mesa County between the City of Fruita and the Town of Palisade. It is the largest city on the Western Slope and a central hub between the cities of Denver and Salt Lake City along Interstate 70. The city is flanked in all directions, except to the northwest, by natural topography and public lands including Bureau of Land Management (BLM) lands (North, East, South, and West) as well as by lands maintained by the National Parks Service (NPS) designated as the Colorado National Monument.

### Urban Development Boundary (UDB)

The Urban Development Boundary (UDB) was adopted jointly by the City and Mesa County as part of the 2010 Comprehensive Plan and continues with limited modifications to be the boundary within which the City actively plans for growth through the One Grand Junction Comprehensive Plan. Analysis conducted in 2010 that was revisited as part of the 2020 planning efforts to update found the UDB should continue to serve as the boundary for urban level development and that, based on demographic and market studies, logical and orderly growth could be accommodated within the UDB in terms of both current and long-term needs.



## Parts of the Plan

One Grand Junction is organized into six distinct sections:

### Chapter 1: Introduction

Presents the purpose of the Comprehensive Plan, how it should be used and updated and key factors in its development.

### Chapter 2: Plan Principles

Establishes the community vision that guides the Comprehensive Plan and establishes goals and strategies for implementation.

### Chapter 3: Growth and Land Use

Illustrates and describes the type and location of future land uses within Grand Junction. This section also addresses target service levels for specific City services.

### Chapter 4: Area-Specific Policies

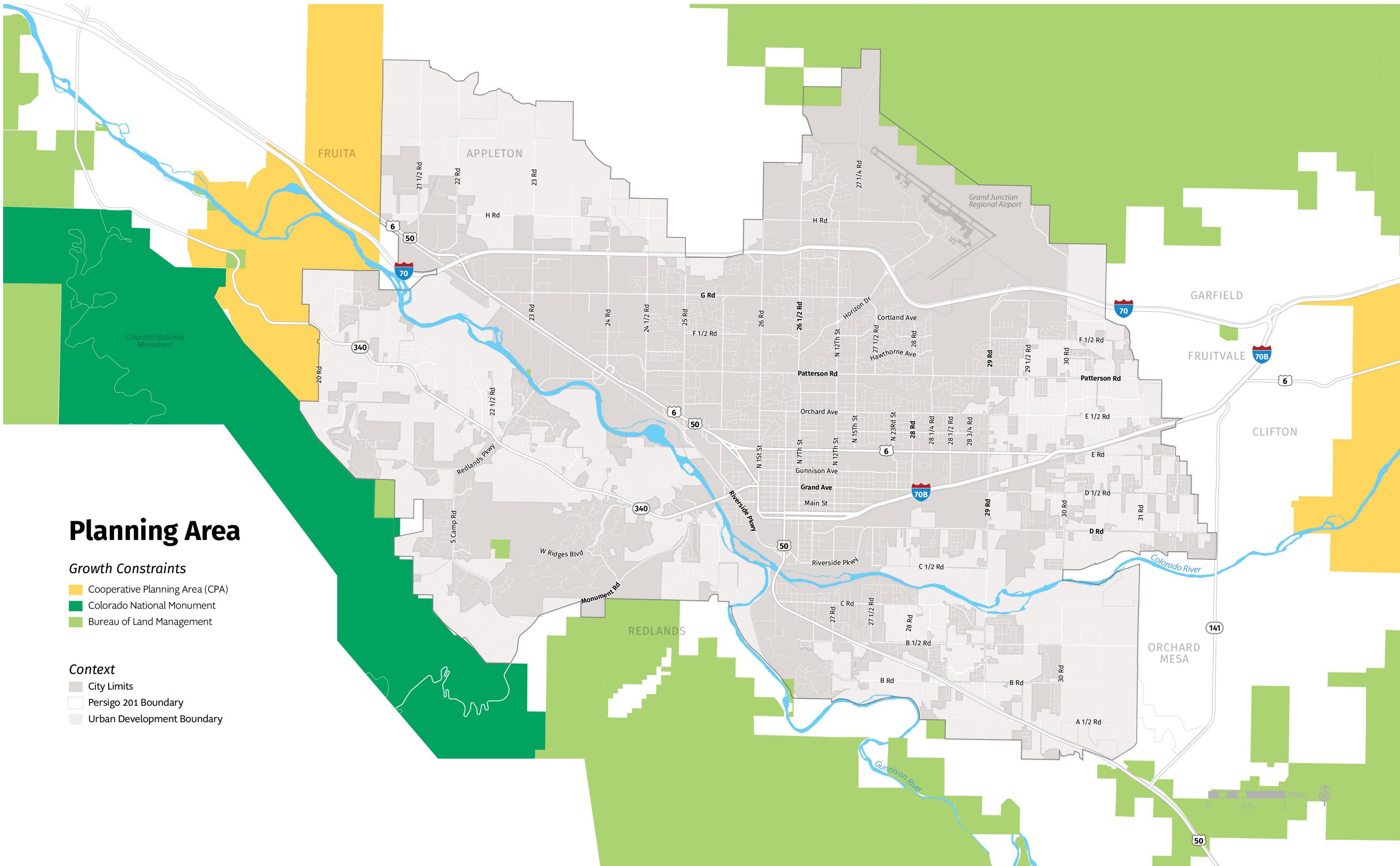
Outlines a vision and site-specific recommendations for two subareas: "Lower Downtown" and the "24 Road Corridor." Includes commercial, industrial, and mixed use area-specific policies.

### Chapter 5: Implementation and Monitoring

Presents specific actions that the City should pursue as it seeks to implement recommendations of the One Grand Junction Comprehensive Plan.

### Appendices

Presents maps, graphics, and information from the planning process, including the Issues and Opportunities Report.





## Comprehensive Plan in Context

### Relationship between the Comprehensive Plan and Zoning

The Zoning and Development Code ("Code"), Title 21 of the Grand Junction Municipal Code, regulates and directs the development of property. The Code provides that zoning and development actions shall be consistent with the Comprehensive Plan. The requirement for consistency between the Comprehensive Plan and the City's Code should be maintained. In doing so, the Code, including the Official Zone District Map, should be reviewed to ensure that it effectively implements the vision of the Comprehensive plan—or be amended to do so. Absent action by the property owner or the City, existing zoning remains in place.

### Relationship between the Comprehensive Plan and the Municipal Code

Further, the City's Municipal Code should be reviewed to ensure consistency with the vision and recommendations of the Comprehensive Plan.

### Relationship to Other Plans

Previously adopted plans, studies, and reports completed by or for the City of Grand Junction are important to the current comprehensive planning process. The 2010 Comprehensive Plan is first among these as it contains many guiding principles and information that have remained relevant to the City's vision a decade later. In addition, many of the 2010 Comprehensive Plan policies and recommendations remain consistent with the One Grand Junction Plan. Where this consistency occurs, policies and recommendations from the previous plan have been incorporated into the One Grand Junction Plan.

Other plans such as neighborhood or "subarea plans," downtown plans, and other community plans also remain important for City long-term planning and provide for a more granular assessment and recommendations for specific areas (e.g. Redlands Area Plan, Pear Park Neighborhood Plan) or specific services (e.g. Parks and Recreation Master Plan, Circulation Plan, and Wireless Master Plan). These plans remain guiding documents to the City and should be reviewed for consistency with One Grand Junction Comprehensive Plan and updated periodically.

### Relationship to Three-Mile Plan

Colorado law (C.R.S. §31-12-101, et seq) provides, among other things, that no municipal annexation may occur that would have the effect of extending a municipal boundary more than three miles in any direction from the limits of the current municipal boundary in any one year. The law also requires that, before completion of any annexation within the three-mile area, the annexing municipality must have a plan that generally describes the proposed location, character, and extent of public infrastructure and proposed land uses, all as more particularly described in the statute. According to law, such a plan shall be updated at least once annually.

The law does not expressly establish whether the entire three-mile boundary area or just the area of the annexation is to be planned by the three-mile plan. However, and as is the case in Grand Junction, because the City's master planning includes consideration of annexation policies, the elements of a three-mile plan are incorporated in the City's Comprehensive Plan. As such and pursuant to C.R.S. §31.12.101, et seq, the City recognizes this Comprehensive Plan and its Urban Development Boundary as the City's Three-Mile Plan.



## Timeframe/ Planning Horizon

The One Grand Junction Comprehensive Plan is a blueprint for the future that will guide the City in its decision making for the next 10 to 20 years. Plan monitoring, amendments, and updates will ensure timely adjustments to the timeframe as strategies are achieved and unforeseen changes occur.

## Process Overview

One Grand Junction is a product of a community-driven planning process that incorporated engagement with residents, business owners, local officials, City staff, service providers, a Comprehensive Plan Advisory Committee (CPAC), and other community stakeholders. The planning process centered around four phases:

### Phase 1: Issues and Opportunities Identification

This phase included extensive public outreach through community meetings, focus groups, online engagement, and interviews. The outreach was supplemented with field reconnaissance; inventories; and reading and analysis of past plans, studies, and policy initiatives. It also included analysis of demographic trends and market factors including industrial, office, housing, and retail market sectors that assist in informing the trajectory of Grand Junction. The phase culminated in the production of an Issues and Opportunities Report (IOR) that summarized existing conditions in Grand Junction at the outset of the planning process. The document was made available to the public on October 15, 2019.

### Phase 2: Community Values and Vision

This phase developed and confirmed ideas regarding Grand Junction's collective values and community vision. Visioning statements were based on community input, a public workshop, and feedback from the Comprehensive Plan Advisory Committee (CPAC). Subsequently, goals and strategies were developed to implement these vision statements.

### Phase 3: Subareas

Detailed subarea plans provide more specific recommendations for two key areas of Grand Junction. The subareas were selected through discussion and input with the planning team and the CPAC. A subareas workshop with the public, as well as online tools, were utilized to solicit input. The community explored site-level improvements in the identified subareas and provided direct feedback into the development of the subarea plans.

### Phase 4: Plan Development

Drawn from the community engagement and input, the last phase of the Plan development included the overall organization of plan principles and their corresponding goals and strategies. This phase included the finalization of specific actions, partnerships, and policies necessary to implement the One Grand Junction Comprehensive Plan. This phase included meetings with the CPAC and a public open house to seek feedback on the draft. It also included workshops with the City's Planning Commission and City Council to review the draft plan before adoption.

## Public Engagement and Outreach

Targeted outreach was designed for students and youth, those that are or identify as Latino or Hispanic ethnicity and Spanish-speaking residents.

Additionally, the City appointed a group of 16 citizens called the Comprehensive Plan Advisory Committee (CPAC) that met multiple times during the planning process to provide critical feedback, guidance, and direction on the formation of the plan.

A full summary of public outreach can be found in the Appendices.

