

CHAPTER 3

LAND USE AND GROWTH

Over the next 20 years, the City of Grand Junction is expected to grow by more than 23,000 residents. The City must consider and plan for the housing, employment, services, and amenities needed to support the quality of life of existing and future residents. The chapter on Land Use and Growth provides a tool for City elected and appointed officials, developers, City staff, and the community at large to use in anticipating, evaluating, planning for, and making decisions regarding the spatial development of the city. This includes the mix and distribution of different land uses and the provision of infrastructure and services necessary to support new growth over the next two decades. The chapter includes three key elements:

Intensification and Tiered Growth Plan. *This section guides the intensification of development within the city including in both urban and suburban areas. The map illustrates the areas in which the City should consider incentives for infill and redevelopment and the approach and priority for tiered growth of the city.*

Land Use Plan. *The Land Use Plan includes both a Land Use Map and a description of the different land use types shown. The map illustrates where and how Grand Junction will grow in the future while the categories describe the purpose, characteristics, densities, and types of uses appropriate within these categories. Conforming zone districts are also included to guide implementation.*

Servicing New Growth. *This section provides for the level of service expectations for new growth to ensure that when new growth occurs it is supported by necessary public facilities and infrastructure capacity while not creating a fiscal burden on the City and existing residents. The section includes who is responsible for the provision of service and development of new capacity.*

Together these sections supplement the Plan Principles (Chapter 2) and Area-Specific Policies (Chapter 4) of the Comprehensive Plan, illustrating how the goals and policies contained therein will influence the physical growth and development of the city.



Influencing Factors

The City of Grand Junction’s Land Use and Growth Framework takes into account a range of different factors and issues that will influence the growth of the City into the future. While many of the factors identified are addressed through policies elsewhere in the Comprehensive Plan, the policies and tools described in this chapter will aid the City as it confronts challenges and opportunities for the future growth of the City.

Projected Population Growth

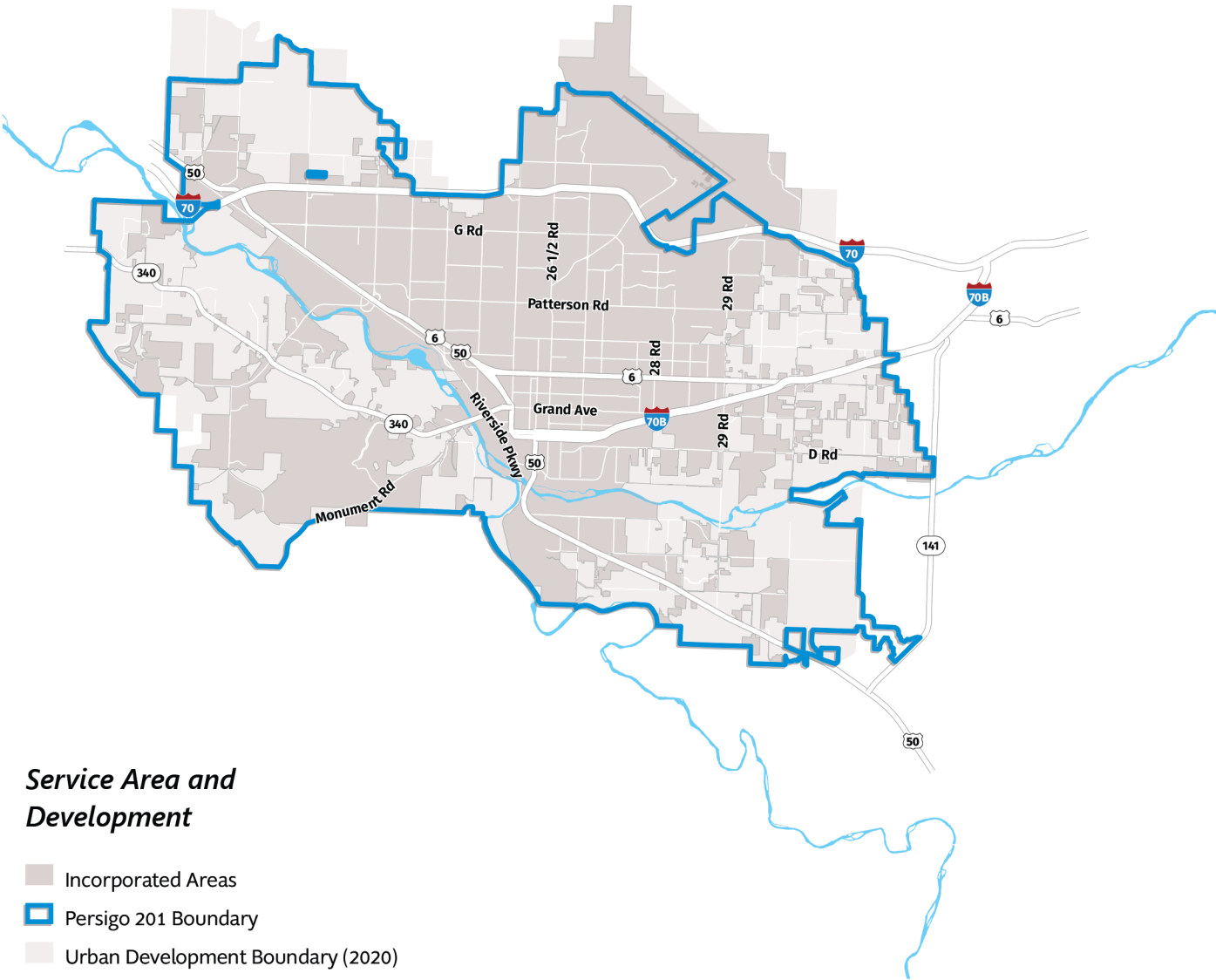
Grand Junction’s current population is estimated at 65,244 and Mesa County’s population is estimated at 156,262 per the State Demographer’s forecasts. The City of Grand Junction is expected to grow at an annual rate of just over one percent over the next 20 years. The City’s share of the county population has increased over time from 37 percent in 1970 to just over 43 percent today. As such, Grand Junction is expected to continue to represent more than 40 percent of Mesa County’s population over the next 20 years. This would result in a population of approximately 91,000 people within City limits by 2040. Similarly, the State Demographer has estimated that, by 2040, the population within the Urban Development Boundary will account for an additional 34,000 people for a total of approximately 124,000 in the City’s planning area.

Persigo 201 Service Area Boundary

The City of Grand Junction maintains a unique intergovernmental agreement with Mesa County as an outcome of a 1998 lawsuit over annexation practices. The agreement outlines requirements for annexation as a condition of development for any properties within the defined Persigo 201 Service Area Boundary. This boundary represents the extent to which the Persigo Wastewater Treatment Plant provides wastewater service or plans future extensions of service. In the agreement, “Annexable Development” is defined as development projects triggering actions such as rezones, subdivisions, changes to the Land Use Map, conditional use permits, new non-residential buildings, and additions to existing non-residential buildings as defined in the agreement. The agreement requires new “urban” annexable development to occur within the City limits and be under the City’s jurisdiction. In determining what “urban” is, the agreement provides that “residential lot sizes of two acres gross or smaller area.” The 201 service boundary shall be made to be the same as the Urban Development Boundary. Unless authorized through a waiver process, all new development within the Persigo 201 Service Area Boundary is required to be served by sewer.

Urban Development Boundary

The Persigo Agreement noted in 1998 that the Urban Growth Boundary should be amended within one year so that the boundaries are identical. The 2010 Comprehensive Plan, of which the Future Land Use Map and Chapter 5 were adopted by both the City and Mesa County. The Plan included the agreed-upon Urban Development Boundary (UDB) which largely aligns the UDB with the Persigo Boundary. However, efforts to align the full extent of the Persigo boundary with the Urban Development Boundary have been unsuccessful to date.



Housing Supply and Needs

Ensuring residents have adequate and attainable housing options is important to the future of the community. Housing undersupply can occur in some price points and products when supply does not keep pace with population growth. Based on the projected population growth and the city's average household size of 2.29 people, approximately 11,400 additional housing units will be needed within City limits by 2040. Housing options that address a variety of needs such as cost, quality, age, and type are a key concern in Grand Junction.

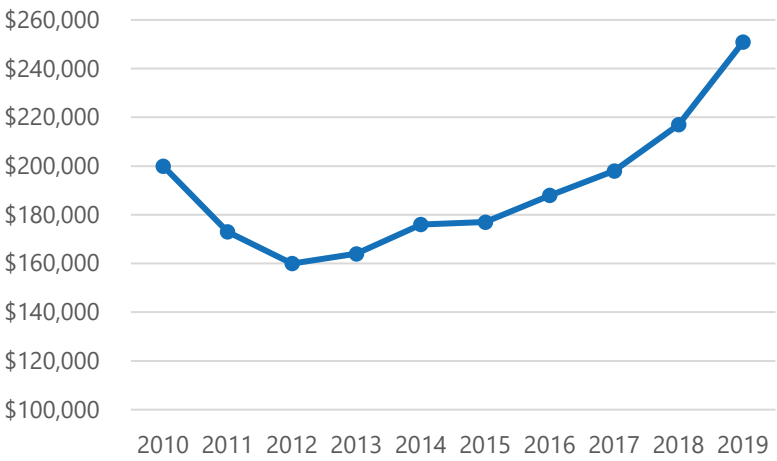
Grand Junction's housing supply will need to grow and diversify to meet the community's future needs. Today, Grand Junction has an estimated 27,990 housing units. This inventory is predominantly single-family homes: 62 percent of all housing units are detached. Of owner occupants, 85 percent live in single-family units compared to 32 percent of renters, while 55 percent of renters reside in apartment units.

Over the next five years, the number of households is anticipated to grow by about 2,900. More than a third of these new households are anticipated to be low and moderate income, earning 50 percent or less of the average median income (\$50,000) in the city.

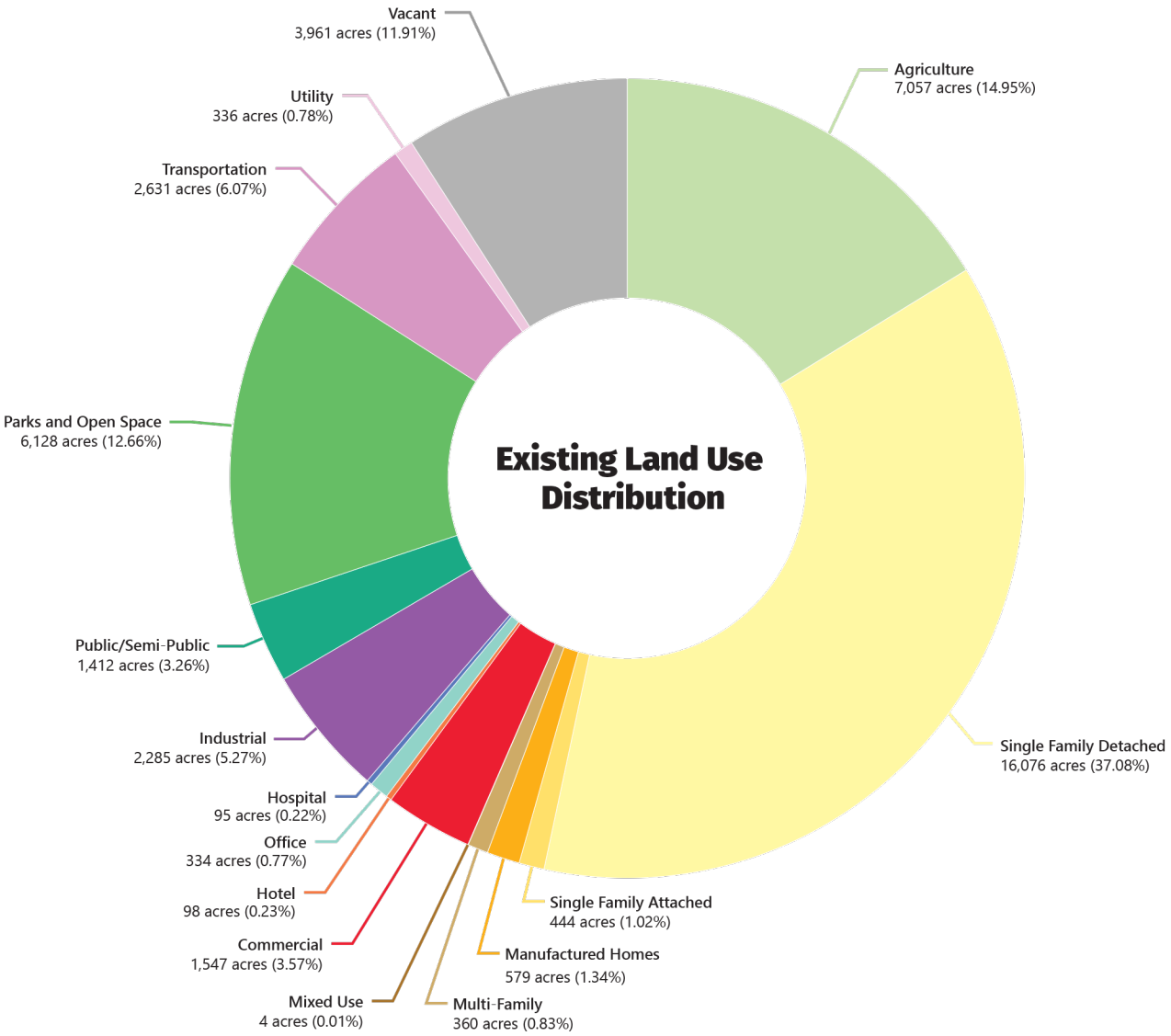
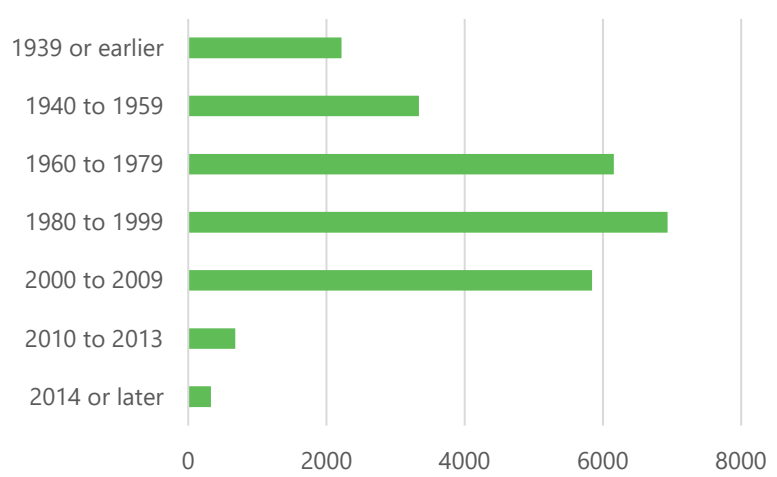
This combination of limited income and limited housing stock poses challenges related to housing conditions. The data shows that housing inventory is aging. Most housing in Grand Junction (74 percent) was built between 1960 and 2009. American Community Survey (ACS) estimates that nearly 73 percent of all housing is over 20 years old. Renters are more likely to live in housing built prior to 1980 (80 percent) compared to owners (46 percent). Fewer than one percent of housing units lack complete plumbing, and fewer than two percent lack complete kitchens.

Meanwhile, prices are rising. The year-end 2019 median sale price is \$257,000, compared to \$160,000 at the lowest point of the recession in 2012. The availability of homes to purchase for under \$400,000 is scarce. According to local realtors, there are only one to two months of inventory.

Median Sale Prices (2019)
Grand Junction



Age of Housing Inventory (2017)
Grand Junction, Mesa County, and Colorado





These market conditions create a challenge for families with incomes at or below the median. A household in Grand Junction needs an annual income of over \$61,000 to afford the median priced home, which is 10 percent more than the area median income (AMI) of \$55,800 for two people. The 2016 Grand Valley Housing Needs Assessment determined that, already, more than a third of all Grand Junction households were cost-burdened, paying more than 30 percent of their income for housing. When analyzing household tenure, approximately 30 percent of owner-occupied households are cost-burdened, while over 50 percent of renters are cost-burdened.

Though the City has seen recent increases in wage, this problem is not likely to be resolved by rising incomes alone. Household incomes are projected to increase 2.7 percent annually, however, housing prices are anticipated to increase more quickly (3.4 percent annually). This dynamic will increase the gap between housing prices and what local households can afford. At current production rates, the gap between available housing and new households is projected to increase, further driving prices up. Increase in demand from out of area buyers due to COVID-19 and new in-migrations may, by first indicators, create further upward pressure on housing prices and increased competition for limited supply of housing.

To support the community in meeting current and anticipated housing needs, the Comprehensive Plan policies and the Land Use Plan encourage the creation of more mixed-use, walkable neighborhoods and mixed-density neighborhoods with a wider range of housing types. Policies also encourage higher density development in areas located within urban intensification areas as well as priority growth areas such as the city's core, University District, Downtown District, and areas along transit corridors.

Changing Population

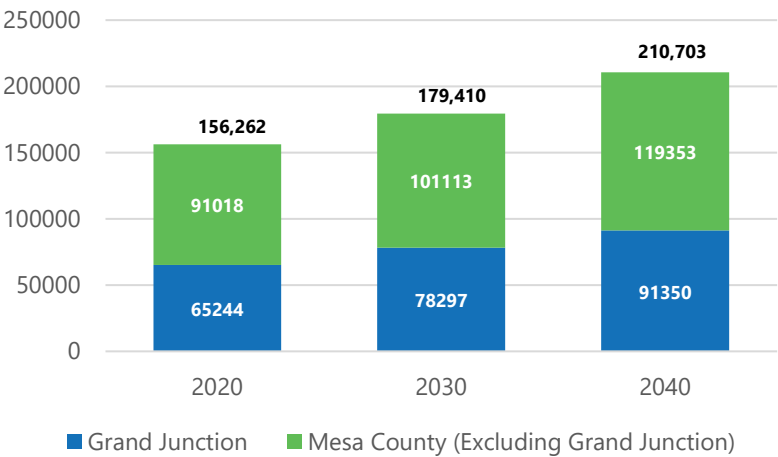
Grand Junction's population is growing, and demographics in the city are changing. The State Demographer projects the City of Grand Junction will grow at an annual rate of between one and two percent over the next 20 years. If the State Demographer's forecasts hold, Grand Junction could expect to exceed 90,000 residents by 2040.

Much of this growth is driven by younger and older age groups. Since the 2010 U.S. Census, Grand Junction has experienced population growth across all age groups, with the one exception being the 35-54 group. The median age for Grand Junction's residents in 2017 was almost 36 years, significantly younger than the median age of Mesa County at 39 years. The region continues to be an active retiree destination as shown in the increase in the age 55-64 cohort and Grand Junction residents are typically "aging in place" and remaining in the City into their later years 65+.

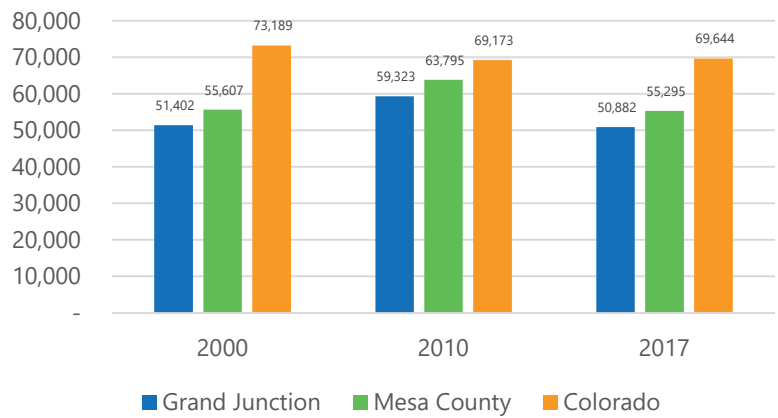
Grand Junction's median household income in 2017 (around \$50,000) was approximately 37 percent lower than the state's median household income of about \$65,000. Grand Junction has experienced a decrease in real income since 2010, consistent with the county and state. This is linked in part to the relative pay-scale of employment opportunities within the City, the job-sector as well as the educational attainment of a community's adult residents. Educational attainment impacts the quality and skills of the labor force and, by extension, the sectors of the economy that succeed in the community. According to the U.S. Census Bureau, Grand Junction has a greater number of people that have post-high school education than residents of Mesa County, but trails the state as a whole.

Grand Junction's racial and ethnic composition is also diversifying. It is currently more diverse than Mesa County and less diverse than the state. The population of the City identifying as Hispanic or Latino of any race is growing rapidly. This population comprises 17 percent of the community, a growth of four percent since 2010 (13 percent).

Population Projections (2020-2040)
Grand Junction and Mesa County



Median Household Income (2000, 2010, and 2017)
Grand Junction, Mesa County, and Colorado





Commercial and Employment Gaps and Needs

While there will continue to be a market for retail and dining options, the future of brick-and-mortar retail is uncertain. As it relates to long-range planning, the City should focus on commercial development for key locations, particularly within Downtown. Downtown’s success will be contingent on offering a unique experience and serving as a shopping, dining, and entertainment destination. Other areas of the city, such as the areas around Colorado Mesa University, 24 Road, and Mesa Mall and along major transportation corridors, also have opportunities to support additional commercial uses. Continued reassessment of changing market dynamics and the individual site requirements of retailers and businesses will ultimately dictate where and how future commercial uses develop in these areas.

The unemployment rate in Grand Junction and Mesa County trended downward over the decade leading up to the COVID-19 pandemic, consistent with the broader recovery of the national economy since the time of the Great Recession. It should be noted that Grand Junction’s unemployment rate has consistently been around one to two percent higher than the state’s rate since 2009. Healthcare has been one of the fastest growing employment sectors in the region and this trend is expected to continue over the next decade. This represents a shift that has been taking place since the recession as the oil and gas industry has become a smaller percentage of the area workforce. Some of that loss has been offset by gains in the manufacturing industry. Otherwise, most of the recent and projected growth is occurring in nonindustrial sectors. Along with healthcare, niche manufacturing and technology sectors are important employment opportunities in Grand Junction.

In response, the Land Use Plan contains a broad mixed-use land use category to capture the opportunity to create areas for both employment and housing within a concentrated area. The plan also provides commercial and mixed use in areas along transportation corridors and in areas whereby neighborhoods can easily access service needs. Industrial areas are also provided to allow for the continued location and expansion of industrial and manufacturing businesses in the city.



Balanced Growth

A plan for balanced growth must take into account variables like market demand and supply, existing development patterns and entitlements, infrastructure availability and capacity, community character, environmental protection, access to services and amenities, and many other factors. As such, the Land Use Plan envisions that future growth in Grand Junction will be accommodated through both infill/redevelopment as well as greenfield development. Greenfield opportunities exist on all edges of the city; however, the city also has a significant amount of vacant and underutilized land near core areas. Priority will be given to development that works to intensify urban as well as suburban areas, allowing for—but not encouraging—greenfield development outside of priority areas as provided in the Intensification and Tiered Growth Plan.



Intensification and Tiered Growth Plan

Intensification of the City should be achieved through infill, redevelopment of underutilized properties, and new development of vacant lots. Further, this should be achieved by offering incentives for infill/redevelopment in specific areas as well as through a Tiered Growth approach. The Growth Tiers focus on intensifying the City's urban and suburban areas, prioritizing areas that have the existing urban infrastructure, and in a manner that will both preserve the City's character and capitalize on its development opportunities while also providing opportunities for greenfield development as the City grows.

Tiered Growth

The Growth Tiers Map are intended to guide the City's long-term planning and reflect locational priorities for which the City should accommodate and prioritize the future population. This starts with the intensification of the City's urban core, which allows the City to support the efficient use of existing public facilities and services by directing development to locations where it can be adequately served by existing public facilities and services such as water, sewer, police, transportation, schools, fire, stormwater management, and parks. Also, it allows the City to better align capital improvements and infrastructure investments with its financial resources and focus improvements in areas that already provide some level of urban service.

Growth in Grand Junction will continue to recognize the Urban Development Boundary as the area in which urban level development should occur and as such, this Comprehensive Plan focuses on urban intensification and three general tiers of development that fit within, and directly respond to, the established boundary. By adhering to the growth tiers for future development, Grand Junction will be well-positioned to prepare for steady population growth, manage its existing land uses, and achieve its vision of responsible and managed growth.

Tier 1: Urban Infill

Description: Areas where urban services already exist and generally meet service levels, usually within existing City limits, where the focus is on intensifying residential and commercial areas through infill and redevelopment.

Policy: Development should be directed toward vacant and underutilized parcels located primarily within Grand Junction's existing municipal limits. This will encourage orderly development patterns and limit infrastructure extensions while still allowing for both residential and business growth. Development in this Tier, in general, does not require City expansion of services or extension of infrastructure, though improvements to infrastructure capacity may be necessary. Portions of the Redlands, Orchard Mesa, Pear Park, and Northwest areas offer some of the most significant opportunities for Tier 1 infill development and growth within City limits.

Tier 2: Suburban Infill

Description: Areas within the existing UDB and 201 that are urbanizing or proximate to areas that are urbanizing. This Tier also includes areas that were mostly developed in unincorporated Mesa County and infrequently improved with urban infrastructure such as curb, gutter, sidewalks, and parks. Annexation is appropriate for new development and redevelopment in Tier 2 areas, though annexation for existing subdivisions and/or neighborhoods is not generally desirable.

Policy: In Tier 2, the City should promote the annexation of those parcels which are surrounded by, or have direct adjacency to, the City limits of Grand Junction. Annexation and development of these parcels will provide development opportunities while minimizing the impact on infrastructure and City services. Tier 2 includes western portions of Redlands on the City's west side, as well as Pear Park and Orchard Mesa.

Tier 3: Outward Growth

Description: Areas predominantly characterized as rural and larger acreage properties not currently served by urban infrastructure and that are prioritized to stay rural for the duration of the 20-year planning horizon to promote more focused development activity in Tier 1 and Tier 2.

Policy: The priority for Tier 3 is to continue outward growth and annexation into the Urban Growth Boundary after substantial infill and growth in Tier 1 and Tier 2 areas. Tier 3 growth areas include large parcels that provide development potential, can be served by an extension of utilities and urban infrastructure, and are identified as Rural Residential the Future Land Use Map.

Incentive Areas

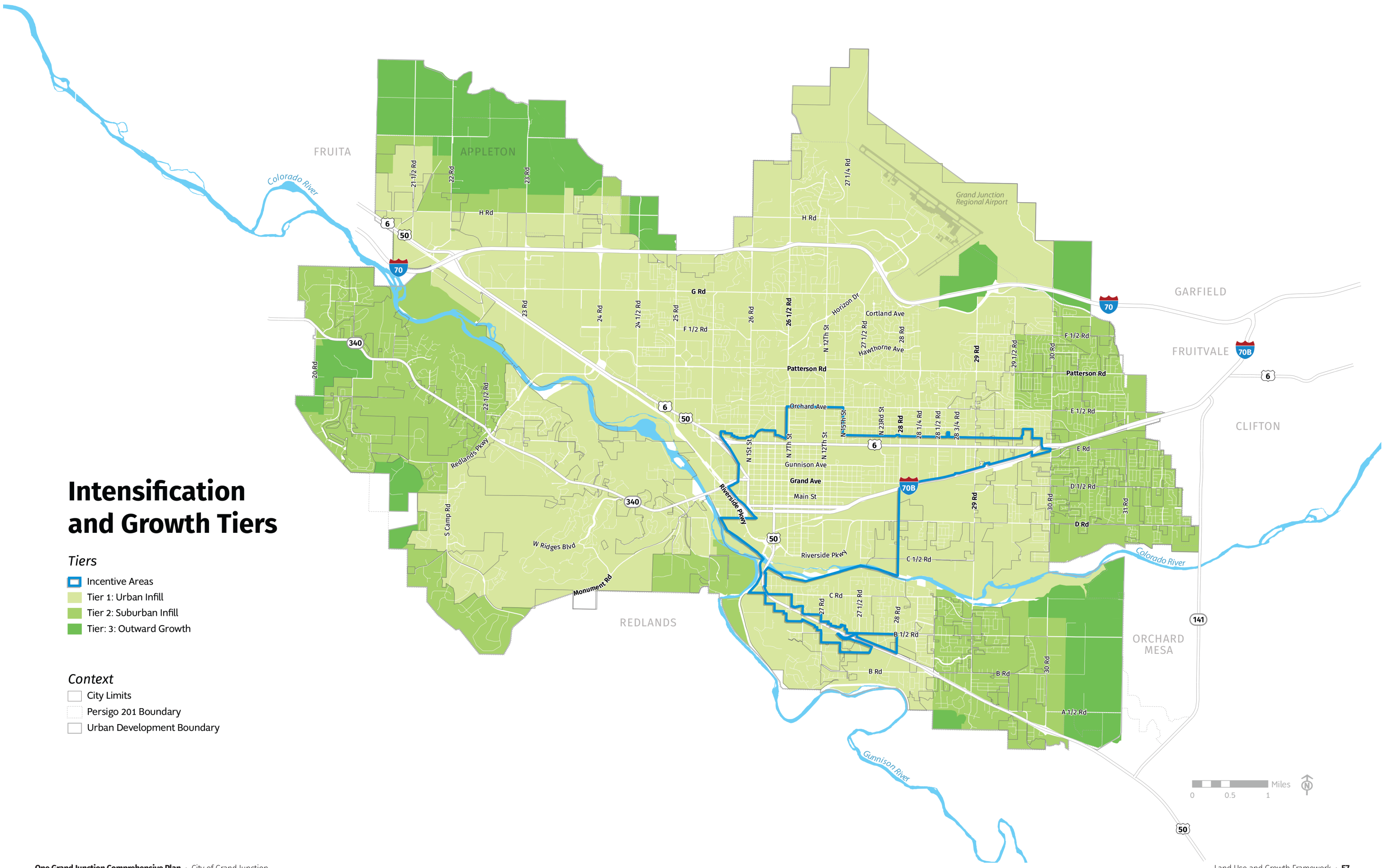
Description: Areas consistent with past City plans and in general include the Rail, River, Downtown, and University Districts as well as the North Avenue Corridor. The State Highway 50 corridor in Orchard Mesa is also included.

Policy: These areas within the City should be considered the highest priority for infill and redevelopment and the City may consider additional incentives for infill and redevelopment in these areas. Over time, other areas may be considered to be included in the incentive area as may be consistent with established City goals.

Intensification and Growth Tiers

- Tiers**
- Incentive Areas
 - Tier 1: Urban Infill
 - Tier 2: Suburban Infill
 - Tier 3: Outward Growth

- Context**
- City Limits
 - Persigo 201 Boundary
 - Urban Development Boundary





Land Use Plan Overview

The Land Use Plan is a tool to guide future development within the City and its Urban Development Boundary. It will be applied through day-to-day decision making as a means to help implement a shared vision for the physical growth of the City. The plan includes a map that depicts locations for different types of land uses and a description of each land use.

A land use designation does not impact the current use of a property. A designation does not impact the future use of a property either. When a property seeks a new zoning district the City is required to ensure the zoning district works to implement the land use designation as shown on the Land Use Map (59). More information about how these work together can be found in the Plan on page 58 under Relationship to Existing Zoning, and How to Use the Land Use Plan.

Relationship to Area-Specific Policies

While the Land Use Plan sets a broad framework for zoning decisions, infrastructure planning, and development capacity, further policies are put forward in this plan to guide the development of various districts more precisely. These tailored strategies are discussed in Chapter 4: Area-Specific Policies, which provides an additional level of detail and guidance to apply the community’s vision to specific locations such as Neighborhood Centers, Regional Centers, and the Riverfront.

When making zoning determinations, decision-makers should first consider the range of implementing zone districts under the Land Use Plan, then review the narrower set of zone districts and planning strategies that implement the relevant area-specific policy. In this way, the Land Use Plan and Area-Specific Policies guide decisions by fixing a set of focused strategies within a broader structure.

Relationship to Other Comprehensive Plan Elements

The Land Use Plan is supported by other components of this Comprehensive Plan. Many of the goals and policies outlined in Chapter 2: Plan Principles provide additional guidance on how and where the City should grow in the future.

Relationship to Existing Zoning

The Code, including the Official Zone District Map, should be reviewed to ensure that it effectively implements the vision of the Comprehensive Plan. Absent action by the property owner or the City, existing zoning remains in place. Requests to rezone properties should be considered based on the Implementing Zone Districts assigned to each Land Use Designation.

How to use the Land Use Plan

The Land Use Plan is intended to be used by City staff, the Planning Commission, and the City Council to inform decisions regarding development within the City and its Urban Development Boundary and to ensure that decisions align with the community’s vision for future growth. The Land Use Plan is also intended to be used to:

- **Track overall development capacity.** Monitoring the capacity of different types of land uses in the City and its UDB will allow the City to identify issues related to an over- or under-supply of parcels designated for particular use in relation to demand.

- **Guide Facilities and infrastructure planning.** Plans for investment in systems, such as parks, sewer, transportation, and other infrastructure and services should be aligned with anticipated population and/or jobs in a particular area of the City-and the City as a whole.
- **Guide future zoning changes.** Requests for zoning changes are required to implement the Comprehensive Plan. The City may bring forward zone changes for certain properties to align zoning with the adopted Comprehensive Plan land use, as designated on the Land Use Map and in the descriptions of the land use categories. Where necessary, zoning districts and development standards will also be created or amended to more closely conform to the vision and objectives of each of the land use categories described in the Land Use Plan.

How to Amend the Land Use Plan

Amendments to the Land Use Plan can be initiated by the City or members of the public and will be considered on an as-needed basis. Zoning map amendments that would change a parcel’s zoning to a district that is not included as a conforming zoning district in this Comprehensive Plan must first receive approval for a Land Use Plan amendment. See the City’s Zoning and Development Code for additional details on Land Use Plan amendments.

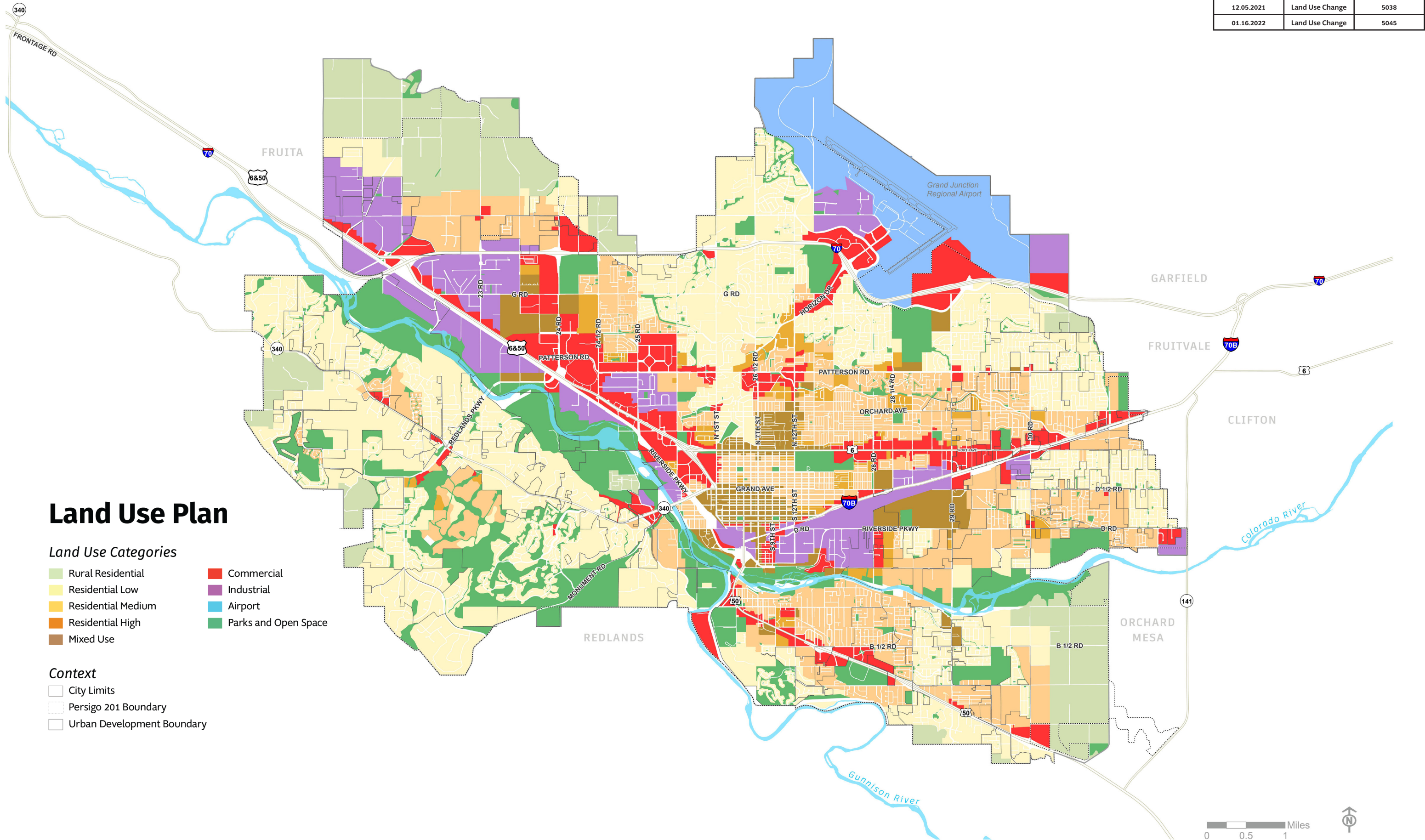
Cooperative “Buffer” Planning Areas

Areas established in 1998 between Mesa County, City of Fruita, Town of Palisade, and City of Grand Junction since have been designated to ensure orderly transitions or “buffers” in areas of joint concern between these communities. These areas also help define distinct communities within Mesa County and work to maintain a transition area between the incorporated areas, limit the proliferation of urban services, and reduce overall traffic impacts.

Urban Development Boundary

The area in which the City plans for growth and the extension of urban services and infrastructure, as designated on the Land Use Map.

REVISIONS		
DATE	DESCRIPTION	ORDINANCE
11.21.2021	Land Use Change	5032
12.05.2021	Land Use Change	5038
01.16.2022	Land Use Change	5045



Land Use Plan

Land Use Categories

- Rural Residential
- Residential Low
- Residential Medium
- Residential High
- Mixed Use
- Commercial
- Industrial
- Airport
- Parks and Open Space

Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary





Land Use Designations

Parcels within the UDB have been assigned one of nine land use designations. Typical density for residential uses, as well as development character, activity, and other considerations are provided to define each designation. These land use designations cover the full range of land use types within Grand Junction and should serve as the basis for determining compatible zone districts.

Rural Residential

Range of Density

- Up to 1 dwelling unit per 5 acres.

Land Uses

- Primary: residential, agricultural operations such as farms, orchards, pastures.
- Secondary: open space, home-based businesses, accessory dwelling units.

Characteristics

- Comprised of residential uses with varying housing types on larger lots.
- Allows for the development of residential uses complementing existing rural, large undeveloped lots, and agricultural properties.
- May be located where public services and infrastructure are limited.
- May be located between rural and more intensive residential uses, or at the City's edge to ensure compatibility with unincorporated and rural lands.
- Central services are generally not needed unless located nearby to existing services.

Implementing Zone Districts

- Rural Residential (R-R)
- Community Services and Recreation (CSR)



Residential Low

Range of Density

- Between 2 and 5.5 dwelling units per acre.

Land Uses

- Primary: residential, accessory dwelling units.
- Secondary: Open space and parks, schools, places of worship, home-based businesses, public/institutional uses, other complementary neighborhood uses.

Characteristics

- Comprised of residential uses with varying housing types and lot sizes.
- Secondary uses are designed in a manner to fit the character of the neighborhood.
- Provide a transition between the open, less-developed edges of Grand Junction and the denser urban areas toward the City's center.
- May be located where public services and infrastructure are limited.

Implementing Zone Districts

- Residential-4 (R-4)
- Residential-5 (R-5)
- Community Services and Recreation (CSR)



Residential Medium

Range of Density

- Between 5.5 and 12 dwelling units per acre.

Characteristics

- Comprised of residential uses with a range of housing types and densities.
- Typically located in areas within walking distance of services and amenities and public transit.
- Provides housing near commercial and employment areas.

Land Uses

- Primary: residential, home-based businesses.
- Secondary: accessory dwelling units, shared common space, parks, schools, places of worship, home-based businesses, other public/institutional uses, other complementary neighborhood uses.

Implementing Zone Districts

- Residential-8 (R-8)
- Residential-12 (R-12)
- Community Services and Recreation (CSR)
- Mixed Use Residential (MXR-3)
- Mixed Use General (MXG-3)
- Mixed Use Shopfront (MXS-3)



Residential High

Range of Density

- Greater than 12 dwelling units per acre.

Land Uses

- Primary: residential, home-based businesses.
- Secondary: accessory dwelling units, shared common space, parks, schools, places of worship, home-based businesses, other public/institutional uses, neighborhood retail or services, other complementary neighborhood uses.

Characteristics

- Comprised of residential uses with a range of housing types and densities.
- In new neighborhoods, housing types should be mixed rather than segregated by type or density.
- Typically located in areas within walking distance of services and amenities.
- Located near public transit and active transportation routes.
- Integrates retail or service areas into overall development/neighborhood.

Implementing Zone Districts

- Residential-16 (R-16)
- Residential-24 (R-24)
- Community Services and Recreation (CSR)
- Residential Office (R-O)
- Neighborhood Business (B-1)
- Mixed Use (M-U)
- Mixed Use Residential (MXR-3, 5, 8)
- Mixed Use General (MXG-3, 5)
- Mixed Use Shopfront (MXS-3, 5)



Mixed Use

Range of Density

- Greater than 8 dwelling units per acre.

Land Uses

- Primary: commercial, retail, employment, and service-oriented uses, higher density housing.
- Secondary: parks, schools, places of worship, other public/institutional uses.

Characteristics

- Provides opportunities for higher density/intensity of development with a mix of uses along transportation corridors and within districts such as the University District to serve adjacent neighborhoods and the broader community.
- Provides residential uses with a range of higher densities and types.
- Located in areas within walking distance of services and amenities where pedestrian- and transit-oriented development is desired.

Implementing Zone Districts

- Residential-16 (R-16)
- Residential-24 (R-24)
- Community Services and Recreation (CSR)
- Residential Office (R-O)
- Neighborhood Business (B-1)
- Downtown Business (B-2)
- Mixed Use (M-U)
- Business Park (B-P)
- Mixed Use Residential (MXR-3, 5, 8)
- Mixed Use General (MXG-3, 5, 8)
- Mixed Use Shopfront (MXS-3, 5, 8)
- Mixed Use Opportunity Corridors (MXOC)

Commercial

Range of Density

- 16 or more dwelling units per acre.

Land Uses

- Primary: commercial, offices, retail, employment, medical campus/hospitals, and service-oriented uses.
- Secondary: higher density housing, small warehouses, light industrial uses such as manufacturing, assembly, technology and distribution, places of worship, other-public/institutional uses.

Characteristics

- Provides for concentrated areas of retail, services, and employment that support both City residents and those in the surrounding region.
- Located at intersections or in areas along major local, state, and interstate roadways.

Implementing Zone Districts

- Mixed Use (M-U)
- Business Park (B-P)
- Industrial/Office Park (I-O)
- Light Commercial (C-1)
- General Commercial (C-2)
- Mixed Use Residential (MXR- 8)
- Mixed Use General (MXG-3, 5, 8)
- Mixed Use Shopfront (MXS-3, 5, 8)
- Mixed Use Opportunity Corridors (MXOC)

Industrial

Range of Density

- Not applicable.

Characteristics

- Provides opportunities for industrial uses that typically have greater impacts on surrounding areas.
- Generally situated away from residential areas; however, smaller commercial activities or buffering may serve to transition between industrial and residential developments.
- Provides industrial areas near the airport for businesses reliant on the airport for transportation of goods.

Land Uses

- Primary: light and heavy industrial uses including manufacturing, processing, assembly, warehousing and distribution, outdoor storage.
- Secondary: commercial services, mining, and sand or gravel operations.

Implementing Zone Districts

- Commercial General (C-2)
- Industrial/Office Park (I-O)
- Industrial Light (I-1)
- Industrial General (I-2)

Airport

Range of Density

- Not applicable.

Land Uses

- Primary: aviation uses including infrastructure, facilities, and buildings needed to support aircraft and airport operations consistent with the Grand Junction Regional Airport Master Plan.

Characteristics

- Provides for the facilities, operations, and infrastructure necessary to maintain and operate the Grand Junction Regional Airport.

Implementing Zone Districts

- Planned Airport Development (PAD)

Parks and Open Space

Range of Density

- Not applicable.

Primary Land Uses

- Primary: parks, open space, drainageways, natural areas, lands preserved by a conservation easement.
- Secondary: cemetery, environmentally-sensitive lands, recreational facilities.

Characteristics

- Provides for active and passive recreational needs of the community.
- Protects the scenic and environmental quality of sensitive natural areas.
- Protects areas within the floodway and some areas within the 100-year floodplain that may be unsuitable for development.
- Generally owned by public agencies; however, many also include privately-owned spaces such as golf courses or HOA open space or conserved private lands.

Implementing Zone Districts

- Community Services and Recreation (CSR)



Servicing Growth

The City’s growth is dependent upon but also impacts the provision of services and infrastructure. This section includes information regarding City services and the level of service necessary to provide for future development. As the City experiences growth, it will be necessary to expand infrastructure systems to meet new demand. Some of Grand Junction’s services, including some areas of water and sewer, are maintained by Title 32 Special Districts. Also, many areas of the City are serviced by both City-maintained and County-maintained transportation infrastructure. Therefore, the City needs to work closely with service providers to adequately serve both existing and new growth.

Water

The City of Grand Junction Utilities Department is responsible for delivering potable water to the City of Grand Junction’s designated water service area. Currently, about 29,500 consumers are served with the City’s potable water, representing just under one-half of City residents. The remainder of the City is served by the Ute Water Conservancy District and the Clifton Water District. The primary source of water for the City of Grand Junction is the Kannah Creek Watershed on the Grand Mesa. The City’s water treatment plant (WTP) has a capacity of 16 million gallons per day (MGD) and currently operates at an average of 4.7 MGD and a peak of 9.7 MGD.

The Ute Water Conservancy District service boundaries encompass approximately 260 square miles within Mesa County and include areas in and around the City of Grand Junction. The District supplies domestic water to over 80,000 consumers. The present WTP capacity is 28.8 MGD with treated storage of approximately 16 million gallons of water. The WTP currently operates at an average of 8.0 MGD and a peak of 16.5 MGD.

The Clifton Water District provides water service to over 13,700 residential and commercial customers on the east side of Grand Junction east of 30 Road and serves 1284 customers within the City with an additional 162 parcels currently vacant but can be served in the future. The Clifton WTP currently has a treatment plant capacity of 12.0 MGD with treated storage capacity of 10 MGD. Its WTP currently operates at an average of 3.0 MGD and a peak of 6.3 MGD.

The City’s growth depends on the ability of water service by either the City or the two special districts. Each entity plans for growth within its service boundary, retains its water rights, and maintains and manages its water treatment plant. While collectively, the City and the two special districts possess sufficient water rights to serve the projected growth, additional water storage and treatment infrastructure may be needed.

Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

Level of Service Target

Provide an adequate water supply system for domestic use plus fire protection before occupancy of each structure and construct necessary water infrastructure consistent with the requirements of their water provider. The developer is responsible for extending and building all water lines and mains needed to serve their development. Developers are required to pay a plant investment fee to recover the cost of constructing the system. Plant Investment Fees are calculated based on the expected impact of a new connection to the system and may also be required when the use of an existing connection changes.

Wastewater

The Persigo Wastewater Treatment System includes over 600 miles of sanitary sewer lines, 30 lift stations, and a 12.5 million gallons per day capacity wastewater treatment plant. Although the Persigo Wastewater Treatment Plant does not currently serve all development within the service boundary, the City’s 1998 Persigo Agreement requires new “annexable development” to both annex into City limits and extend sewer service to the development. There remain over 1,700 septic tanks within the 201 Service area. In 2019, the treatment plant reached 80 percent capacity, and the City has since begun planning for plant expansion.

In 2010, a Comprehensive Wastewater Basin Study Update was completed that determined the Persigo 201 Services Area Boundary. An update of this previous study is currently underway.

Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

Level of Service Target

Provide connections to the City’s sanitary sewer system and construct wastewater infrastructure consistent with the Grand Junction Municipal Code.

Developers are responsible for extending sewer connection mains needed for their project and to build all sewer lines needed to serve individual lots or buildings. The sewer collection pipes are dedicated to the City, which is then responsible for repair and maintenance. Sewer plant investment fees are charged to developers and used to pay for investment in existing plant and infrastructure. The City can request that a developer build upsized sewer mains in anticipation of new development that will make use of the infrastructure.



Flood Control and Storm Drainage

Drainage in the Grand Valley is handled by Grand Valley Drainage District (GVDD), Orchard Mesa Irrigation District (OMID), Grand Valley Water Users Association (GVWUA), and the City of Grand Junction. OMID and GVWUA are responsible for irrigation return flow and seep within their respective service areas, while GVDD handles irrigation return flows, seep, and stormwater for areas below the Grand Valley Canal (operated by Grand Valley Irrigation Company). These “backbone” facilities along with natural drainages collect drainage from the city’s various storm drain facilities.

Water quality remains a concern for GVDD, OMID, and GVWUA, who currently operate under an agricultural exemption from federal and state stormwater quality laws. As an area develops, or “urbanizes”, GVWUA and OMID have required the City to take over portions of their drainage systems, such as D and E drains, as those facilities primarily serve urban populations.

Requirements to monitor and permit development to ensure federal stormwater quality regulations are met was transferred in April of 2020 to Mesa County Public Works Stormwater Division. The Division absorbed the responsibilities from the disbanded 5-2-1 Drainage Authority. Mesa County, through an intergovernmental agreement, has the responsibility for managing permitting and inspection for stormwater quality across the County, which includes projects within the City of Grand Junction.

The Colorado Department of Health and Environment (CDPHE) is considering the implementation of additional water quality standards that will establish the total maximum daily loads (TMDL) for *Escherichia coli* (also known as E. coli) and selenium on discharges from various drainages on the north side of the Colorado River. These standards will require the local government entities to not only monitor water quality but also develop and implement a plan to reduce the pollutants in those drainages within the maximum loads allowed.

The City has areas of designated floodplain and floodways in various drainages. The Colorado Water Conservation Board is currently remapping the Colorado River floodplain and floodway based on revised hydrology. New mapping is anticipated in 2022. The City works within the guidelines of the National Flood Insurance Program (NFIP), FEMA, and the Army Corp of Engineers in managing new development in areas of flood hazard.

Capacity Requirement

Comply with requirements for flood hazards, stormwater management, and drainage facilities including all pertinent state and federal regulations concurrent with the development of a site.

Level of Service Target

Varies by location. Floodplain management and drainage infrastructure are the responsibility of the local jurisdictions’ departments that manage development. Stormwater drainage facilities include curb and gutter, inlets and storm sewers, culverts, bridges, swales, ditches, channels, detention facilities, or other drainage infrastructure to convey storm runoff to its ultimate drainage way. The City coordinates with GVDD, Orchard Mesa Drainage District, and Grand Valley Water Users Association when downstream conveyance requires the use of those entities’ conveyance facilities.

Transportation

Grand Junction is served by a roadway system that provides access to the surrounding region via Interstate 70, Interstate 70 Business Loop, State Highway 6, and State Highway 50. With the Completion of the Riverside Parkway in 2008, the City has recently focused its attention on the maintenance of streets and, in 2019, expanded focus to increasing capacity for vehicular, bicycle, and pedestrian use of the street network.

The City’s adopted Circulation Plan was developed to encourage City and County collaboration for multi-modal transportation efforts, reduce congestion, and improve safety in addition to other best practices. In 2018, the Plan was updated to include a Complete Streets Policy as well as an Active Transportation element. Active Transportation Corridors are intended to provide a network of nonmotorized traffic routes. This includes using existing streets and future trails along waterways, such as canals, ditches, and drainages, to connect areas throughout the community.

Capacity Requirement

New development must demonstrate compliance with local transportation system standards, dedicate necessary right of way, pay Transportation Capacity Payments, and mitigate traffic impacts. New development must also dedicate and/or construct any mapped active transportation system adjacent to or through the project. The City can request that a developer build oversized streets in anticipation of new development that will make use of the infrastructure.

Level of Service Target

This varies based on the type of roadway. Local streets and necessary safety improvements for a specific project are provided by the developer. The extension or expansion of a local road to a regional roadways (collector or arterial streets) are paid for by the City. Streets built by developers are transferred to the City, who is responsible for the upkeep and maintenance of these roadways. All developers are required to pay a road impact fee to the City, which is based on the number of units and/or square feet of development included in the project. Agreements for credit(s) may be entered into by the City and those developers that make improvements or oversizing to privately constructed segments of the regional roadway network.



Transit

Grand Valley Transit (GVT) operates a bus system that includes fixed-route service, dial-a-ride service, and paratransit service. GVT serves the urbanized areas of Mesa County. It is staffed through Mesa County and its services are funded by the fares collected and a local intergovernmental agreement between the City of Grand Junction, the City of Fruita, Mesa County, and the Town of Palisade as well as through several Federal Transit Administration grants.

The Dash is a shuttle system created through a partnership with Downtown Grand Junction, GVT, the City of Grand Junction, Colorado Mesa University, Horizon Drive Business Improvement District, and the Grand Junction Regional Airport. The Dash provides free rides with stops between Downtown and the airport.

Capacity Requirement:

New development may be asked to assist in the construction of transit stops adjacent to their project.

Level of Service Target:

GVT plans and develops new or expanded facilities to meet the demands created by new development based on its resources and needs. The City works with GVT by involving them in the review of development to ensure the implementation of mutual development goals such as siting and expansion of facilities as well as pedestrian and mobility improvements.



Police Protection

The Grand Junction Police Department station is located on Ute Avenue in Downtown Grand Junction. Current demands for service results in approximately 10 percent of an officer's time being uncommitted time while the industry target for uncommitted time is 37 percent. Having a higher percentage of uncommitted time allows for activities such as directed enforcement and community policing.

Capacity Requirement

The need for capital capacity derived from new development (beginning January 1, 2021) can be met through the payment of impact fees. The City's 2B funding (implemented in 2020) provides for dedicated sales tax revenue to help meet first responders' operational needs.

Level of Service Target

The police department generally strives to achieve uncommitted offer time of 37 percent. Advances in technology and policing approaches, as well as a variety of service level indicators, will be used to determine and monitor needs. These indicators may include but are not limited to the crime rate, the prevalence of need, land use patterns, and others as determined by the police department.

Fire Protection

The Grand Junction Fire Department serves the City with five fire stations throughout the community, with a sixth stations slated for opening in October 2020. Two additional fire stations are being planned as well as a replacement of an additional station (Station Number 3). Additional stations and personnel are needed to consistently meet national response time standards throughout the service area. For the areas outside of the municipal boundaries to the north, south, and southeast, the Grand Junction Fire Department provides service through a contract with the Grand Junction Rural Fire Protection District. To the east, services are provided by the Clifton Fire Protection District; to the west, services are provided by the Lower Valley Fire Protection District. Discussion with fire districts regarding consolidation is on-going.



Capacity Requirement

The need for capacity derived from new development (beginning January 1, 2021) may be met through the payment of impact fees. The City's 2B funding (implemented in 2020) provides for dedicated sales tax revenue to help meet first responders' operational needs.

Level of Service Target

Fire stations should be distributed throughout the City and its UDB to provide adequate fire protection for the entire City and to provide all areas with adequate response times. Response times of four to six minutes are suitable for most types of residential or commercial services while the City maintains the goal of being on scene time within 4 minutes by 2025.

Other Utilities

Other utilities such as electric, gas, telecommunications, and broadband are provided by various utility providers and regulated by the Public Utilities Commission and some of which have franchises with the City of Grand Junction for services offered within the City.

Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

Level of Service Target

Each utility plans and develops new or expanded facilities based on its resources and needs. The City works with each utility company in the review of development to ensure the implementation of mutual development goals, such as location and siting of new overhead or underground facilities and transmission lines.



Public Schools

Mesa County Valley School District 51 (District 51) provides preschool through 12th-grade education in Grand Junction and throughout the majority of Mesa County. District 51 enrolls approximately 22,000 students and maintains 46 schools, with one elementary school, Rim Rock, at capacity in the City of Fruita. Enrollment has remained stable over the past five years but District 51 is currently expecting growth in enrollment. Within the next 10 years, District 51 has plans to completely remodel or, in some cases, replace certain schools, if funding can be secured.

Capacity Requirement

The need for capacity derived from new development may be met through land dedication or the payment of fees in lieu of school land dedication, as collected by the City on behalf of District 51.

Level of Service Target

Public primary schooling is provided by District 51 and charters of the District. District 51 plans and develops new or expanded schools to meet the demands created by new development based on its resources and needs. The City works with District 51 by involving the district in the review of development to ensure the implementation of mutual development goals such as school siting and joint-use facilities. Pedestrian and mobility standards between the two entities can be coordinated early in the development review process.

Libraries

Mesa County Libraries operates eight library facilities throughout the Mesa County, including the Central Library and Orchard Mesa Branch within the City of Grand Junction. They also operate 970West Studio and Discovery Community Gardens near the Central Branch location. Central Library, Mesa County Libraries' main branch located in Downtown Grand Junction, needs an expansion to maintain and increase services according to the organization.

Capacity Requirement

Need for capacity derived from new development may be met through the collection of property tax, currently set at 3 mills for the district.

Level of Service Target

The library system in Grand Junction is provided by Mesa County Libraries District which plans and develops new or expanded library facilities and programs to meet the demands created by new development based on its resources and needs. The City will work with Mesa County Libraries by involving them in the review of development to ensure the implementation of mutual development goals such as library siting and expansion as well as pedestrian and mobility improvements.

Parks and Open Space

The Grand Junction Parks and Recreation Department manages for the community's benefit 35 developed park sites, 6 school sites that double as community parks, over 930 acres of open space, street medians, numerous trailheads, over 20 miles of trail, and two boat ramps. These include a broad diversity of facilities including four regional facilities including Canyon View Regional Park, the Lincoln Park Sports Complex with Stocker Stadium, Suplizio Field, and Las Conlonias Park. The City also maintains much of the community's riverfront areas including the Riverfront at Las Colonias and the Riverfront at Dos Rios. Community, neighborhood, and mini parks complement the larger destination parks and promote accessibility and diversity of amenities to serve every age of resident and numerous recreational interests. The City's indoor facilities are limited but currently include, among others, a pool and a small senior center.

The City is in the process of completing a Parks, Recreation, and Open Space (PROS) Master Plan. The plan includes a Level of Service analysis that evaluates the quantity as well as the quality, diversity of assets, and accessibility. The PROS plan identifies gaps and opportunities to fill those gaps within the system of parks and recreation. The PROS Plan also addresses other gaps in the parks and recreation system, with particular emphasis on indoor facilities given the fact that Grand Junction lacks a multi-purpose Community Center.

Capacity Requirement

Parks

Need for capacity derived from new development for new parkland may be met through the payment of impact fees or the dedication of land. At the discretion of the City, a developer may choose to build or dedicate land for a park and have the cost offset by a credit from the impact fees due under an agreement with the City. That park must be open to the public and meet City requirements for the design and amenities provided.

Open Space

Need for capacity derived from the new development of 10 units or greater for open space may be met through a dedication of 10 percent of the property being developed or through the payment of a fee in lieu of dedication equal to the appraised value of 10 percent of the property.

Level of Service Target

Generally, most residents within the City shall be located within one-half mile (10-minute walk) of a public park (neighborhood park or greater in size). Although the quantity and types of park and recreational facilities available in a given location will vary, the total developed acres of parks per 1,000 residents should be based on the level of service targets as described in the PROS plan.

