



# Issues and Opportunities Report

City of Grand Junction, Colorado | DRAFT October 15, 2019

**ONE** GRAND  
**JUNCTION**  
COMPREHENSIVE PLAN







# TABLE OF CONTENTS

<b>Introduction</b>	<b>5</b>	<b>Previous Plans &amp; Reports</b>	<b>11</b>	<b>Land Use, Zoning &amp; Development</b>	<b>17</b>	<b>Transportation &amp; Mobility</b>	<b>35</b>	<b>Growth Area Analysis</b>	<b>47</b>
Regional Context	5	Why Review Past Plans?	11	Functional Land Use Areas	17	Existing Street System	35	Future Growth Areas	47
Purpose of the Comprehensive Plan	5	2010 Comprehensive Plan	11	Land Use Distribution	19	Bike and Pedestrian Facilities	35	Neighboring Communities' Plans and Influences	48
Purpose of the Issues and Opportunities Report	5	Location Assessment Report	12	Future Land Use and the Blended Map	19	Parking in the Central Business District	38		
How to use the IOR	5	Downtown Grand Junction Housing Study	12	Zoning and Development Controls	21	Public Transportation	38	<b>Housing Assessment</b>	<b>51</b>
Planning Process	6	Wireless Master Plan	12	Zoning Districts	21	Regional Transportation	40	Housing Demographic Trends and Projections	51
		Grand Junction Strategic Plan	12	Zoning Distribution	24			Anticipated Housing Needs	51
<b>Community Outreach</b>	<b>7</b>	Park Inventory and Future Needs Assessment	12	<b>Community Facilities</b>	<b>27</b>	<b>Parks &amp; Open Space</b>	<b>43</b>	Housing Type	51
Total Engagement Responses to Date	7	Complete Streets Policy	12	Emergency Services	27	Parks and Recreation Facilities	43	Age and Quality of Housing	51
In-Person Outreach	7	Vibrant Together: A Downtown Initiative	12	Libraries	28	Public Land and Areas of Natural Environment	45	Residential Construction	52
Online Outreach	8	2019 Grand Junction Municipal 3-Mile Plan	12	Broadband	28	Water Features	45	For Sale Market	52
Immersive Outreach	8			Education	29			Rental Market	52
Complementary Outreach	8			Water Utilities	31			Cost Burdened Households	52
		<b>Demographic Analysis</b>	<b>13</b>	Wastewater	32			Affordable Housing Inventory	52
				Drainage	32			Supportive Housing	52
				Grand Valley Drainage District	32			<b>Market Assessment</b>	<b>53</b>
				Electric and Gas	32			Market Overview	53



with assistance from

**WILLIFORD, LLC**  
land use & affordable housing

**J-R ENGINEERING**  
A Westrian Company





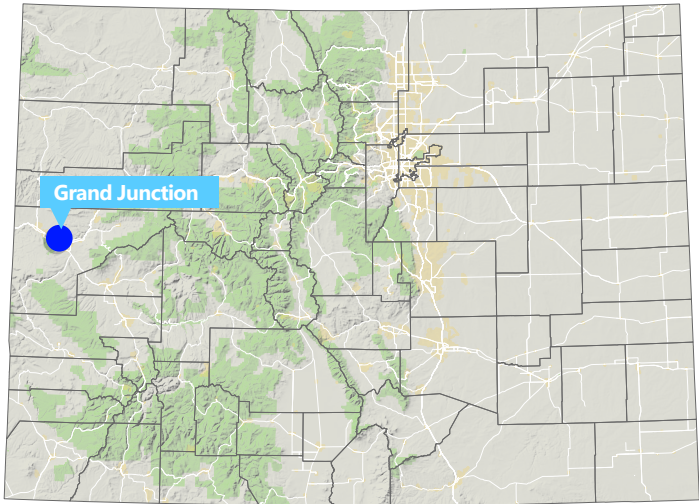


# CHAPTER 1

# INTRODUCTION

## Regional Context

The City of Grand Junction is the county seat and largest municipality in Mesa County. It is also the largest City on the Western Slope and a central hub between the cities of Denver and Salt Lake City along Interstate 70. About 20 miles from the Utah border, the City encompasses roughly 40 square miles in the center of Mesa County between Fruita and Palisade. The City's expected growth and prominence on the western side of the State of Colorado near the Colorado National Monument and surrounded by public lands necessitate appropriate and thoughtful planning.



## Purpose of the Comprehensive Plan

The One Grand Junction Comprehensive Plan will create a blueprint for the future, guiding the City in its decision making for the next 20 years. The Plan will be comprehensive in scope and scale, addressing a wide range of issues that impact the City of Grand Junction. It is not just a guide for land use and development; it will also address transportation, connectivity, and mobility of vehicles, cyclists and pedestrians; provisions for parks, schools, and other public facilities; preservation and enhancement of environmental features and open space; and recommendations for economic development and commercial and industrial areas.

As work on the Plan progresses, elements the community may identify through the ongoing outreach process will be closely considered. The Plan will incorporate previous planning efforts of the City, consider regional planning efforts, and focus on specific subareas to ensure it achieves the collective vision of current residents and business owners, while serving to attract desirable development, investment, and growth. The planning process began in February 2019 and is scheduled for adoption in Spring of 2020. Ultimately, the Plan will be presented to the Planning Commission and adopted by the City Council.

## Purpose of the Issues and Opportunities Report

The Issues and Opportunities Report (IOR) provides a snapshot of existing conditions in Grand Junction in 2019 at the outset of the planning process. It establishes an understanding of the current characteristics, challenges, and aspirations of the City and its residents. The IOR presents existing conditions, and where relevant, identifies issues and opportunities relating to the community outreach process; zoning and development controls; existing land use and development; community facilities and infrastructure; transportation and mobility; parks, open space, and environmental features; and growth areas.

The report reviews existing Grand Junction studies, plans, and reports in order to recognize the amount of time and resources invested in these plans and to discern the information that remains useful and relevant to the planning process. The IOR lays the foundation for forthcoming recommendations within the updated comprehensive plan by identifying issues that need to be addressed and opportunities that should be maximized. The IOR is an interim deliverable within the planning process, containing information and analysis conducted in the early steps of the project. The emphasis is on the identification of existing conditions that will be taken into consideration later during the planning process for the formulation of goals, objectives, and planning recommendations.

## How to use the IOR

The IOR includes a wealth of information and detailed analysis regarding the City of Grand Junction. The document has been specifically organized to guide the reader and highlight key information throughout. Primary analysis of issues and opportunities is included on every page, supported by a variety of maps, graphics, and visuals. In addition, the IOR incorporates two callout boxes, as shown to the right. These help to summarize sections of the IOR and emphasize important information that will guide the reader's understanding of the material. The blue "What Have We Heard?" callout highlights themes from the outreach process that are relevant to the related analysis and information. The green "Key Takeaways" callout summarizes important talking points, facts, statistics, and analysis that represent the big ideas and critical issues for the City of Grand Junction.

### WHAT HAVE WE HEARD?

As outreach has progressed, some themes have been identified consistently through each of the outreach events and in the online and immersive outreach. This range of community-identified issues, opportunities, concerns, and priority projects will provide the foundation for creating the elements of the *One Grand Junction Comprehensive Plan*.

### WHAT DOES THIS MEAN?

The key takeaways and main points from each of the sections are outlined and assessed, providing quick insight to preliminary analysis and assessment as part of this report.





## Planning Process

One Grand Junction will be the product of a community-driven planning process that includes engagement with residents, business owners, local officials, City staff, service providers, and other community stakeholders. The planning process for One Grand Junction includes the following steps:

### Step 1: Project Initiation (complete)

The planning process was initiated with several events designed to initiate the project including meetings with focus groups, City staff, and the Comprehensive Plan Advisory Committee.

### Step 2: Community Outreach and Engagement (ongoing)

Residents and other stakeholders have been engaged through a diverse variety of outreach tools, such as public workshops, an interactive project website, online questionnaires, map. social – an online community issues mapping tool, postcards, flyers, and focus group meetings. Outreach and engagement efforts are further examined and explained in the Community Outreach section of this report.

### Step 3: Market and Demographic Analysis (complete)

This includes analysis of demographic factors that inform the character of Grand Junction as well as market sectors including industrial, office, housing, and retail. Results from the analysis are used to present existing conditions and, where applicable, identify issues and opportunities. The Demographic and Market Analysis accompanies this report .

### Step 4: Existing Conditions and Plan Analysis (complete)

This step included the production of this IOR, which is based on information provided by the City, feedback from community outreach including workshops and focus groups, field reconnaissance, surveys, inventories, and reading and analysis of past plans, studies, and policy initiatives. The existing conditions analysis is summarized in the IOR.

### Step 5: Community Vision, Goals and Objectives (forthcoming)

This step will establish a “vision” for Grand Junction’s future that directs subsequent planning activities. A workshop with the citizens of Grand Junction will help create a vision that reflects community wants and needs. Goals and objectives will be created based on this vision and previous planning efforts.

### Step 6: Subarea Plans (forthcoming)

This step includes the preparation of detailed subarea plans for two areas within the City. The Subarea Plans will provide more specific recommendations for these key areas of the City. A subareas workshop, open to the community, will provide an opportunity for participants to explore improvement and development scenarios that will serve as the basis for detailed development planning, concept visualization, redevelopment initiatives, and implementation strategies.

### Step 7: Community-wide Plans and Policies (forthcoming)

The overall organization of all Plan elements and their corresponding recommendations are included in this step. These elements will provide the foundation for the Comprehensive Plan and will reflect community input regarding the goals and objectives of the City.

### Step 8: Implementation Strategies (forthcoming)

This step includes the drafting and finalization of all specific actions and strategies necessary to implement the Comprehensive Plan.

### Step 9: Plan Documents and Adoption (forthcoming)

Prior to the public hearing for plan adoption, a community open house will be held to allow residents to review the Draft Comprehensive Plan and ask questions of the members of the consultant team and staff. The draft and final versions of the Comprehensive Plan document will be prepared for local review and consideration, including Planning Commission public hearing and presentation to and adoption by the City Council.



# CHAPTER 2

# COMMUNITY OUTREACH

Community outreach is an essential element of the planning process, and a thorough outreach process is being conducted in support of the One Grand Junction Comprehensive Plan. To date, the City has hosted 24 focus groups, an Advisory Committee Workshop, a Community Workshop, a Business Workshop, and a Visioning Workshop. Additionally, the comprehensive planning process was presented to City Council and to a joint City Council/Planning Commission meeting. The outreach is indispensable to the success of One Grand Junction as it creates an avenue for a diversity of stakeholders to provide input and feedback, both in-person and on demand via online participation. As a combined effort, in-person focus groups and workshops, online participation, and immersive outreach materials designed to bring outreach to the community create a range of ways for participants to engage the planning process. All forms of outreach will be directly reflected in the vision, goals, recommendations, and policies included in the final Plan.

The IOR represents the end of the first stage of focused, initial outreach for the Plan, however there are ongoing opportunities for individuals to continue involvement throughout the planning process. Workshop summaries are posted to the One Grand Junction website to provide more in-depth coverage of specific workshops. This review covers the outreach completed as of August 2019.

## Total Engagement Responses to Date

Across all outreach formats, including in-person, online, and immersive outreach, there have been a total of 1,688 engagement responses, each representing an instance of public participation with the planning process for One Grand Junction. The term “engagement responses” is used to acknowledge that an individual participant may engage with the planning process more than once. For example, a business owner may have attended the business workshop as well as the community workshop, and additionally taken an online questionnaire.

## In-Person Outreach

In-person outreach is ongoing. A total of 567 instances of in-person outreach have occurred to date.

## Focus Groups and Key Stakeholder Outreach

In total, 24 focus group sessions, key stakeholder interviews, and small group meeting discussions have been facilitated as part of the outreach process. These include the following:

- Advisory Committee
- Business Community
- Citizen Stakeholders
- City Council/Planning Commission Joint Workshop
- City Department Directors
- Colorado Mesa University Administration
- Colorado Mesa University Alumni
- Community Impact Council for Mesa County Health
- Community Services and Housing
- Development Interests Group
- Horizon Drive District
- Kaart
- Latino Chamber of Commerce
- Local Government Agencies

- Mesa County Public Health Professionals
- Mesa County Public Health Visioning Group
- One Riverfront
- Planning Commission
- Recreation Center Community Advocates
- Sanitation Providers
- Transportation Group
- Water Providers

Focus groups and stakeholder outreach meetings were organized around groups with shared, common expertise or interest in a specific topic or field, such as business, housing, or infrastructure. The main goal of the focus group and interview formats was to bring out nuanced information on a topic in finer detail from specific perspectives. The discussion structure of a focus group allows for insight that may not be gleaned in a larger workshop setting.

## Advisory Committee Workshop and Focus Group

A fifteen-member Advisory Committee of Grand Junction stakeholders was assembled by the City council to provide guidance in the planning process. The first Advisory Committee meeting followed a workshop format and was held on February 20, 2019. The goal of the first meeting was to familiarize the committee with the planning process and to obtain input on issues and opportunities facing the City. Additional in-person Advisory Committee meetings have been held on April 10 and July 16, 2019. Utilizing a discussion-oriented focus group format, these meetings provide the committee with progress updates, the opportunity to ask questions, and insight to next steps.

## Community Workshop

The City hosted a Community Workshop at Two Rivers Convention Center on April 9, 2019. The workshop was well-attended with 128 individuals participating. This was an opportunity for residents and community stakeholders to offer their input and feedback regarding issues and opportunities within the community. The agenda included a review of the planning process to be undertaken as well as a group exercise designed to gather input regarding issues, opportunities, potential projects, and strengths and assets of the City. The discussion was energetic, and specific input was received from at least one spokesperson representing each table in attendance. Individual worksheets were collected and tabulated as part of the documentation of the workshop, and an in-depth summary was posted to the Plan website.

## Business Workshop

On April 10th, 2019, the City hosted a Business Workshop at the Grand Junction Chamber of Commerce. Nineteen participants including members of Grand Junction’s business community attended this meeting to share their input. The meeting included a business-oriented exercise to gather feedback regarding pressing issues and concerns within the City, specific projects they would like to see undertaken, and the primary strengths and assets of the community. A summary of this workshop was posted to the Plan website.

## Visioning Workshop

The City hosted a Visioning Workshop on July 16, 2019, at the Avalon Theatre. This workshop marked the beginning of the visioning phase of the project, which will establish a City-wide vision for the future of Grand Junction. The Visioning Workshop was attended by approximately 170 residents. Participants were assigned to 16 breakout groups. Each group was charged to work as a team to prepare their vision for the community including mapping desired improvements and development. Each group was provided a workbook packet that included guidelines for discussion along with a large map of the City and surrounding area including the Persigo boundary. The group was instructed to consider all ideas and issues important to them in terms of their long-term vision for the City of Grand Junction.





### Online Outreach

The following forms of online outreach were linked and promoted on the City’s regular website, through the City’s social media outlets, and with flyers created for the project and distributed widely at workshops, community events, and City Hall. Online outreach is ongoing, with 915 instances of participation to date.

### Project Website

A project website, which will remain active through adoption of the Plan, was designed to support One Grand Junction. The website contains information and updates regarding the project, including meeting notices and documents, and provides information about participation opportunities. Additionally, the website hosts outreach tools, including online questionnaires and map.social, an online mapping tool described below. The website also provides a feedback portal to send direct feedback to the planning team.

### Online Questionnaires

Two online questionnaires were developed, one for Grand Junction residents and one for those who own or operate a business in the City. To date, a total of 722 residential surveys and 79 business owner surveys have been completed online. These online questionnaires supplement in-person events by offering an opportunity for individuals to get involved at their own pace. The questionnaires can be accessed 24 hours a day in order to capture input from those unable or unlikely to attend a workshop. The questionnaires remain available for distribution throughout the planning process.

### map.social

map.social is an online outreach tool that allows individuals to provide feedback and comments tied spatially to a point or area on a map. The tool provides a way for anyone to create a map of their community, identifying their own issues, opportunities, weaknesses, and community assets. The Grand Junction map.social page was configured with community-specific legend items, allowing participants to identify future development sites, agricultural areas, and environmental areas. Each point on the map can be described in further detail in the pop-out notes, and photos can be attached. The map gallery allows viewers to view maps containing all issues and assets identified, or to focus on a single topic. Participants can also use a word cloud tool to click a word and see how it was used in map. To date, 36 participants used map.social to create features showing a total of 239 issues, opportunities, and visioning comments and features throughout the City. map.social remains available throughout the planning process.

### Immersive Outreach

Immersive outreach is a way to bring planning to the community; it provides opportunities for outreach and engagement at community events or with community organizations. Immersive outreach facilitates engagement in places where people are already; city staff and the CPAC can use these tools to broaden the scope of community outreach. For the One Grand Junction Comprehensive Plan, Do-It-Yourself (DIY) workshop kits were developed to provide local groups with the opportunity to facilitate their own community workshop. To date, 24 participants have used the DIY kits to engage the plan process. Additionally, postcards were created to be distributed at any event, gathering, or location within the community. The postcards posed the question “If you could do one thing to make Grand Junction better, what would it be?” They were designed to inform a person about the comprehensive planning process and allow a person with limited time to provide input into the process. They can be filled out quickly and returned either in person at the event or by mail. To date, 182 postcards have been returned. The One Grand Junction plan team will continue to engage service clubs and other community organizations at their scheduled meetings and events, using the postcard to obtain quick but valuable public input.

### Complementary Outreach

#### RRC Consultants Community Survey

In February 2019, RRC Associates completed a survey of the Grand Junction community designed to assist the City of Grand Junction in updating its comprehensive plan. A total of 5,000 surveys were mailed to a random sample of Grand Junction residents, and the final sample size for the statistically valid survey was 889. These participants provided input related to services and priorities in Grand Junction. The ten key findings from the RRC outreach are listed here.

The full report is available via the City of Grand Junction website, and the it was linked to the One Grand Junction Comprehensive Plan website.

1. Roughly two in three residents said Grand Junction is going in the right direction.
2. Overall, satisfaction is high for the information that the City provides to citizens.
3. Residents are satisfied with the overall quality of services provided by the City of Grand Junction.
4. Residents rated their satisfaction with a variety of City services and amenities and, for the most part, indicated very high levels of satisfaction. Residents are particularly satisfied with all aspects of Fire services and EMS, friendliness of City employees in each department, water/sewer services, refuse services, proximity of parks to their homes, overall quality of Police services, and quality of City trails.
5. There may be room for improvement in residents’ general level of preparedness in the case of a major emergency event.

6. A Community Center was selected as the top priority for Parks and Recreation facilities to add or improve in Grand Junction to better meet household needs.
7. Beyond a Community Center, residents would be willing to support increased funding for several other community priorities.
8. Residents highlighted many things they like about where they live, selecting an average of 5.2 things they enjoy in their neighborhood and would like to preserve or protect.
9. Twenty-two percent of residents had nothing they disliked about their neighborhood, highlighting that neighborhood perceptions are generally positive.
10. Residents were asked to rate whether there was an appropriate amount of various housing types in the City; for most housing types respondents indicated that more were needed.



**915**   
Total Points of Online Outreach

**36**  
map.social Maps

**50**  
Community Facility  
Questionnaires

**239**  
map.social Points

**28**  
Direct Emails

**79**  
Business  
Questionnaires

**722**  
Resident  
Questionnaires

**235**   
Total Points of Focus Group Outreach

**22**  
Focus Groups

**24**  
Focus Group Meetings

**332**   
Total Points Workshop Outreach

**15**  
Advisory Committee  
Meetings

**128**  
Community Workshop  
Participants

**19**  
Business Workshop  
Participants

**170**  
Visioning Workshop  
Participants

**1,600+**  
Instances of Public Participation

**206**   
Total Points of Immersive Outreach

**3**  
DIY Kits

**24**  
DIY Kit Participants

**182**  
Postcards





## CHAPTER 3

# PREVIOUS PLANS & REPORTS

### Why Review Past Plans?

Previously adopted plans, and 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 elements critical to the current planning process but was adopted nearly a decade ago. A lot has changed in the past nine years, and an updated is needed; however, certain elements may be critical to carry forward in the current planning process. Subarea plans, downtown plans, and other community plans also remain relevant and essential for the City.

Where past plan recommendations and policies remain consistent with the One Grand Junction outreach, vision, goals and objectives defining this planning process, the findings, policies, and projects of these past and current efforts will be incorporated within the planning process, and assist in the creation of goals, objectives, and recommendations for One Grand Junction. The new plan will acknowledge the amount of time and resources invested in these plans and discern the information that remains useful and relevant to the Comprehensive Plan process.

### 2010 Comprehensive Plan

In 2010 the City of Grand Junction adopted the Comprehensive Plan to provide a basis for making decisions concerning the future growth and development in the community and surrounding planning area; to coordinate and give direction to public and private development; and to protect the public interest.

The Plan is founded on six Guiding Principles that influence all goals, policies, and recommendations. They are Concentrated Centers, Sustainable Growth Patterns, Housing Variety, A Grand Green System of Connected Recreational Opportunities, Balanced Transportation, and A Regional Center. To further implement the Guiding Principles, the plan includes 15 Key Concepts focusing around land use and development growth, density concentration and transitioning, public facilities, parks and other open space amenities, water management, public transit, community character, and river access. The Comprehensive Plan also incorporated components of several subarea plans which are summarized in this section. Many of the subareas represent more recent planning efforts which will be recognized and referenced in the One Grand Junction Comprehensive Plan.

The 2010 Plan introduced the concept of future growth projected around concentrated centers. Centers of various sizes and at various locations around the region are envisioned as mixed-use, combining housing, working and shopping. The plan identified these centers with the goal of reducing driving for shopping while accommodating projected growth. City, village and neighborhood centers were included; the Plan also established mixed-use opportunity corridors along certain major roads. The goal of encouraging mixed-use development and reducing driving for shopping and other errands by focusing on centers and corridors will be evaluated, and if appropriate, certain elements may be updated and incorporated into the new Comprehensive Plan.

Infill and enhancement of the City Center is a high priority of the 2010 Plan. Much of the future growth is focused inward, with an emphasis on infill and redevelopment of underutilized land. Growing inward utilizes existing services, reduces sprawl and reinvests and revitalizes the City Center which includes downtown.

### Future Land Use and the Blended Map

The 2010 Comprehensive Plan utilized a dual approach to articulating future land use, incorporating both a future land use map and a unique blended land use map to plan for residential density. The Blended Map is discussed further in the Land Use and Development section.

### 24 Road Corridor Subarea Plan

The 24 Road Corridor Subarea Plan was completed in 2000 and revisited in 2018 to evaluate various land use and development alternatives along the corridor and identify a preferred pattern for future development. It is further supported with an implementation strategy for procuring developments as well as design standards and guidelines for those developments.

### Greater Downtown Plan

The Greater Downtown Plan (2013) includes three subdistricts: Downtown, Rail, and River, and provides goals and policies for each district. Each was analyzed separately due to its unique characteristics, and each includes specific recommendations and implementation actions. The Plan incorporates an overlay district as part of the recommendations, and guides zoning and streetscape design for primary corridors in the downtown area. Recommendations and implementation strategies were provided, including proposed zoning, future land use recommendations, policies around traffic analysis, and identification of major street corridors.

### Orchard Mesa Neighborhood Plan

The Orchard Mesa Neighborhood Plan was adopted in 2014 and focused on managing growth in the Orchard Mesa neighborhood with specific focus on community image, rural resources, housing trends, economic development, public services, stormwater, future land use and zoning, and open space and trails. The subarea implemented a blended residential future land use categories map to provide additional housing opportunities within the Orchard Mesa Plan area.

### Pear Park Neighborhood Plan

The 2004 Pear Park Neighborhood Plan focused on managing and directing growth and development as this largely unincorporated area on the southeast side of the City becomes annexed into Grand Junction. Establishing a transportation, circulation, and access plan, providing adequate schools and other community facilities and services, and establishing higher-density residential and neighborhood commercial uses were goals of this Plan.

### Redlands Neighborhood Plan

Completed in 2002, the Redlands Neighborhood Plan created a growth management plan to remove inconsistencies in the future land use map. Created for the Redlands Planning Area on the west side of the City, the Neighborhood Plan examined geological hazards, mineral resources, potential impacts to wildlife, and open space and trail head access. The goals for this Plan include character preservation, maintaining the Fruita-Grand Junction buffer zone, and natural area conservation.

### North Avenue Corridor Plan

The North Avenue Corridor Plan was completed from 12th Street east in 2007 and from 12th Street west in 2011. The Plan promotes the revitalization of the main North Avenue thoroughfare from the Interstate 70 Business Loop to 29 Road. Components include developing a Student and Entertainment District, mixed-use Neighborhood Center, higher-density residential neighborhood, civic gathering spaces throughout, and a regional retail anchor on the east end of the corridor. In 2011 a zoning overlay district was established.

### H Road/Northwest Area Plan

The H Road/Northwest Area Plan was completed in 2006 and addresses the development of a 250-acre area around the 21 ½ Road and H Road intersection. It includes reclassification of rural land uses in these areas to commercial and industrial, policies and performance standards to mitigate impacts on residential neighborhoods, and the establishment of a street network to accommodate potential future growth.



### Location Assessment Report

The Location Assessment Report was developed in 2015 by Chabin Concepts and DSG Advisors as a marketing tool for the City of Grand Junction and Mesa County to attract new business. It summarizes the communities’ competitive advantages and weakness and provides strategies to capitalize upon. The five focus areas are:

- Product Improvement – improving the “product” that is Grand Junction and Mesa County
- Packaging – creating a marketing suite to sell the product
- Operational Effectiveness – developing a broad term strategy for success and creating a consistent brand
- Tactical Targeting – creating cohesiveness across marketing strategies
- Brand Identify – creating consistent branding

The Report also categorizes economic development assets, challenges, and opportunities, with an overall goal of finding economic prosperity at the intersection of various industries and sectors. This report has also been reviewed in relation to the demographic and market component of the existing conditions analysis.

### Downtown Grand Junction Housing Study

A study of Downtown housing potential was conducted in 2015 for the Grand Junction Downtown Development Authority (DDA). The study was conducted in response to continuing discussions and indications of the need for market rate housing in the Downtown. The report concluded that downtown standalone residential buildings and mixed-use development would not only address an unmet demand for housing, it would also serve as a catalyst for additional development and investment. The study indicated that the primary buyers and renters of Downtown housing would be young professionals and “empty-nesters”. The report further identified specific locations where development may be best suited, but also indicated that it may be necessary to incentivize the first projects in order to catalyze future investment. The recommendations and assessment contained in the report, are consistent with the initial observations and analysis conducted by this consulting team for the Comprehensive Plan update. There is an absence of mixed-use development in the City and the Downtown would be a, if not the, primary location. Opportunities for Downtown multifamily housing and mixed-use development will be specifically addressed in the Comprehensive Plan.

### Wireless Master Plan

The Wireless Master Plan (2016) is discussed in the Community Facilities section of this report.

### Downtown Parking Study

The Downtown Parking Study was completed by Walker Parking Consultants in 2016. It is further examined in the Parking section of this report.

### Grand Junction Strategic Plan

The Strategic Plan, completed in 2017, is a short-term guide for City officials and staff to prioritize resources over the course of two years. It includes two guiding principles: Partnership and Intergovernmental Responsibility and Fiscal Responsibility; along with four strategic directives: Public Safety; Planning and Infrastructure; Diversification of Our Economic Base; and Communication, Outreach and Engagement. Each directive includes its own set of initiatives to implement as well as success metrics to track progress. The Strategic Plan is consistent with initial observation and input received in focus groups and meetings. The final implementation section of the plan will address many of the same topics.

### Park Inventory and Future Needs Assessment

The Park Inventory and Future Needs Assessment was developed in 2017 as an addendum and update to the 2001 Parks Master Plan. The assessment is intended to address the current and future needs of the City and the Parks and Recreation Department. The Assessment is further examined in the Parks and Recreation Facilities section of the IOR.

### Complete Streets Policy

The City adopted a Complete Streets Policy in 2018; this policy is addressed in the Bike and Pedestrian Facilities section of this report.

### Vibrant Together: A Downtown Initiative

Vibrant Together: A Downtown Initiative is a 2019 draft plan in development by the Downtown Development Authority (DDA). The plan references the 2013 Greater Downtown Plan and provides five updated goals for the area, including:

- Goal 1: Vibrancy – Downtown is the “The heart of it all,” a center of activity 18 hour/7 days a week for all ages and income levels.
- Goal 2: Downtown Living – Downtown offers a diversity of quality housing choices for all price points to bring more people to live, work and play downtown.
- Goal 3: Identity – Downtown is recognized as the hub of regional culture for the western slope.
- Goal 4: Connectivity – Downtown is connected to local destinations and outdoor amenities through safe pathways for bikes and pedestrians.
- Goal 5: Safety and Comfort – Downtown is safe and comfortable environment that is welcoming to all.

This document recognizes that Grand Junction’s Downtown is a hub for the region; a central place for culture, commerce, and activity. As noted in other plans that include an assessment of the Downtown, this study is consistent with initial observations of the potential for Downtown redevelopment and investment. While the Comprehensive Plan is looking at the entire planning area and other subareas, the important role that Downtown will play during the next 20 years will be an important focus.

### 2019 Grand Junction Municipal 3-Mile Plan

Under Colorado statutes, municipalities have the authority to execute annexations in the City’s three-mile extraterritorial jurisdiction, or urban growth area and boundary. The updated resolution approving the 2019 3-Mile Plan is examined in the Growth Area section of this report.

CHAPTER 4

DEMOGRAPHIC ANALYSIS

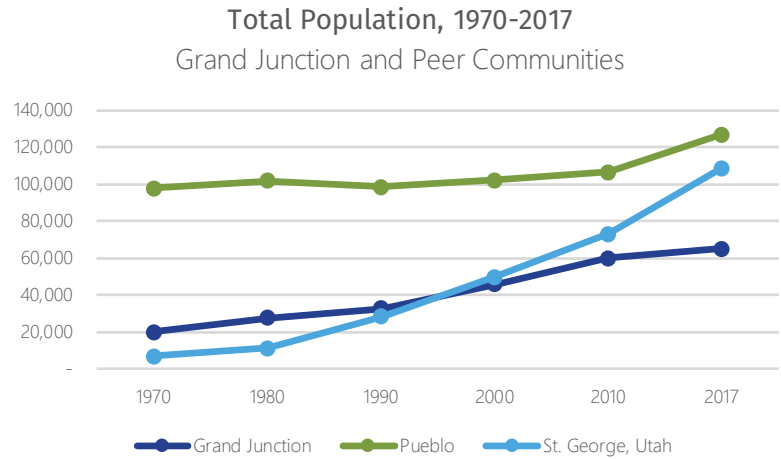
Population Trends

Demographic analysis starts with an examination of a community's current population and the trends that have led to the present day. Since 1970, Grand Junction has more than tripled in total population and is today—with an estimated population of just over 65,000—the 16<sup>th</sup> largest city in the state of Colorado. Grand Junction's annual rate of growth has even exceeded that of the state as whole in the periods between decennial census years since 1970.

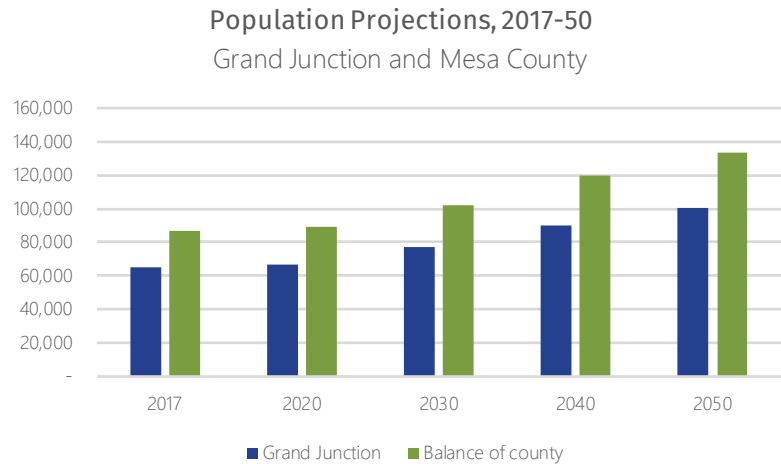
Another approach is to compare population dynamics in a community with peer communities, which are typically defined as nearby communities or communities in the region that have similar size and other characteristics. For the purposes of this analysis, Pueblo, Colorado and St. George, Utah have been selected for comparison with Grand Junction. St. George, Utah, which was only a third of the size of Grand Junction in 1970, boasts a population today that is estimated to be over 65 percent higher than that of Grand Junction. Conversely, the city of Pueblo—whose population was about five times the size of Grand Junction in 1970—is today estimated to be only about twice as big as Grand Junction.

Population Projections

The State Demography Office of Colorado's Department of Local Affairs (DOLA) prepares population forecasts for the counties and regions of the state based on several factors, including the supply and demand for labor, birth and mortality rates, and in- and out-migration, among other factors. Per DOLA's most current forecasts, Mesa County as a whole is projected to grow at an annual rate of between one and two percent over the next 30 years. While DOLA does not prepare population forecasts at the municipal level, Grand Junction could be expected to grow at a rate similar to the county as whole, since the city's share of county population has steadily increased from about 37 percent in 1970 to just over 43% today. If DOLA's forecasts hold, Grand Junction could expect to exceed 100,000 residents by 2050.



Source: U.S. Census Bureau; 2013-2017 American Community Survey 5-Year Estimates

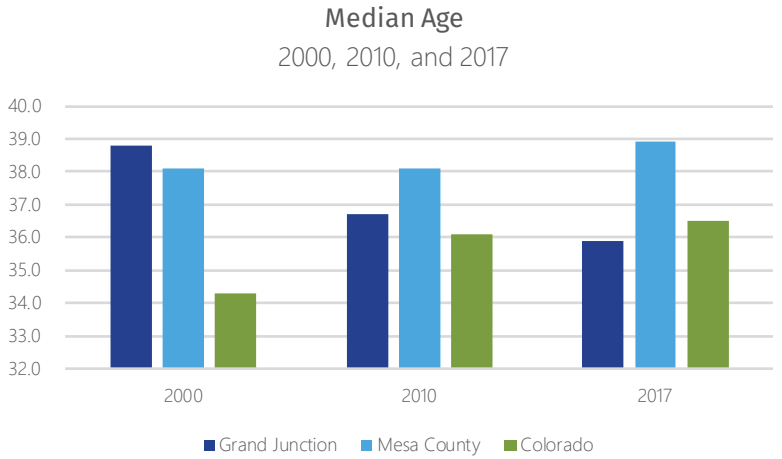


Source: 2013-2017 American Community Survey 5-Year Estimates; DOLA

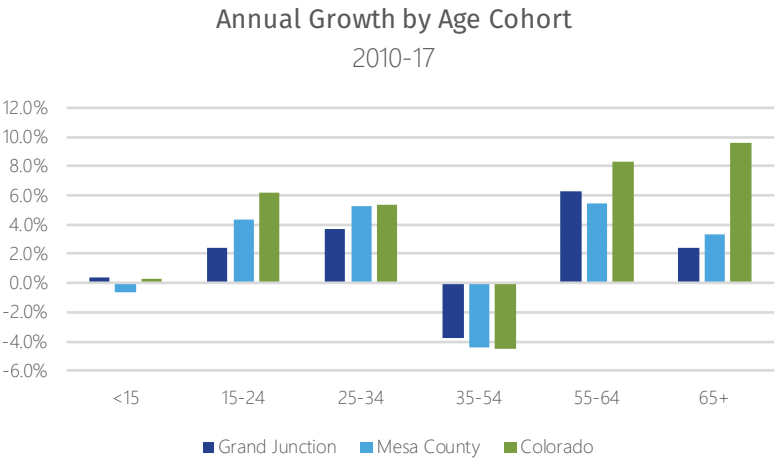
Age Distribution

Age is another important dimension to consider when evaluating a community's population. The relationship people have with their community changes with their stage of life, particularly in terms of educational, employment, housing, and leisure needs and preferences. Age also has an important relationship to the labor force. Grand Junction's median age—a good indicator when comparing a community's age to other geographies—has decreased by nearly three years since 2000, while the median age of residents in both the county and state have increased over the same period of time. Nationally, the median age has increased by 10 years since 1970, reflecting both increases in life expectancy and the aging of the baby boomer generation.

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. This decrease, however, mirrors patterns in both the county and state where the 35-54 group declines by an annual rate of over four percent since the time of the last decennial census. This pattern is likely a reflection of more wide-spread, national demographic trends, since the tail end of the baby boomer generation were in their late 40s and early 50s at the time of the last census. The region continues to be an active retiree destination and Grand Junction residents are typically "aging in place" and remaining in the City. While this dynamic would typically result in a higher median age, increases in younger age cohorts are largely offsetting the older population.



Source: U.S. Census Bureau; 2013-2017 American Community Survey 5-Year Estimates



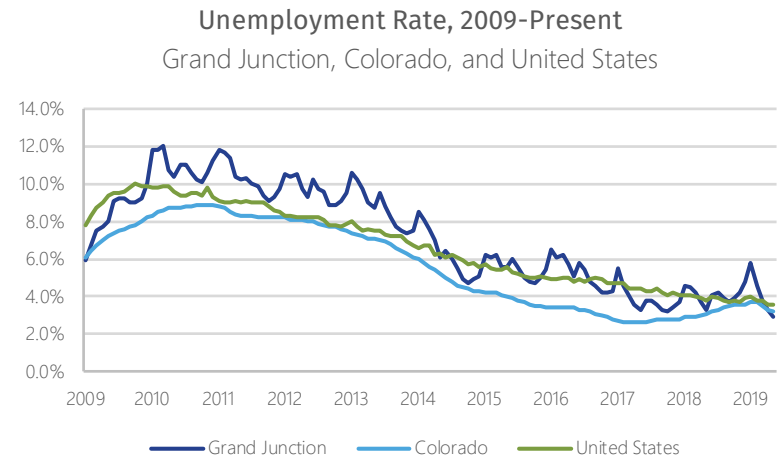
Source: U.S. Census Bureau; 2013-2017 American Community Survey 5-Year Estimates



Labor Force and Employment

The most important indicator of a community's employment status is its unemployment rate. Employment has a myriad of effects on a community's residents, including quality of life and local spending power, among others. A basic analysis of employment status is to chart the change in the unemployment rate over time compared to larger economies.

The unemployment rate in Grand Junction and Mesa County has trended downward over the past decade, 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 percentage points higher than the state's rate since 2009. This trend, however, appears to be diminishing with Grand Junction's unemployment rate dipping lower than the state's rate in recent months. This would mark the first time Grand Junction had a lower unemployment rate than the state average since January of 2009.



Source: U.S. Bureau of Labor Statistics

Employment Sectors

The Healthcare industry represents a majority of the largest employers in Mesa County with St. Mary's being the biggest employer in that sector with over 2,300 employees. St. Mary's is second only to the Mesa County School District (2,700 employees) in terms of total employment. Healthcare has been one of the fastest growing employment sectors in the region. This trend is projected to continue over the next decade.

This represents a shift that has been taking place since the recession as the oil and gas industries have 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.

While oil and gas employment has decreased over the past decade, jobs in this sector remain amongst the highest wage positions in the region.

Grand Junction MSA Occupation				
Occupation	2017 Estimated Employment	2027 Projected Employment	Numeric Change	Percent Change
Office and Administrative Support Occupations	10,120	10,919	799	7.9%
Sales and Related Occupations	8,329	9,100	771	9.3%
Food Preparation and Serving Related Occupations	6,440	7,710	1,270	19.7%
Healthcare Practitioners and Technical Occupations	5,124	6,177	1,053	20.6%
Construction and Extraction Occupations	4,640	5,965	1,325	28.6%
Transportation and Material Moving Occupations	4,060	4,718	658	16.2%
Education, Training, and Library Occupations	3,278	3,721	443	13.5%
Installation, Maintenance, and Repair Occupations	3,180	3,647	467	14.7%
Business and Financial Operations Occupations	2,890	3,363	473	16.4%
Management Occupations	2,725	3,142	417	15.3%
Production Occupations	2,619	2,836	217	8.3%
Personal Care and Service Occupations	2,392	2,822	430	18.0%
Healthcare Support Occupations	2,207	2,741	534	24.2%
Building and Grounds Cleaning and Maintenance Occupations	2,007	2,277	270	13.5%
Community and Social Service Occupations	1,416	1,648	232	16.4%
Protective Service Occupations	1,288	1,460	172	13.4%
Farming, Fishing, and Forestry Occupations	264	271	7	2.7%
Architecture and Engineering Occupations	677	783	106	15.7%
Computer and Mathematical Occupations	631	726	95	15.1%
Life, Physical, and Social Science Occupations	598	685	87	14.5%
Legal Occupations	450	499	49	10.9%
Farming, Fishing, and Forestry Occupations	264	271	7	2.7%
Total	66,310	76,224	9,914	15.0%

Source: Colorado Department of Labor and Employment; Houseal Lavigne Associates

Race and Ethnicity

An analysis of a community's racial and ethnic composition can shed light on important planning factors. It can also provide insight into how a community's residents compare to larger regional- and state-level populations

In examining the racial composition of Grand Junction, it is clear that it is more diverse than the rest of Mesa County, but it is significantly less diverse than the state as a whole.

The population of the City identifying as Hispanic or Latino of any race is growing. This population comprises 17 percent of the community, a growth of four percent since 2010 (13 percent). Mesa County is similar, where 14 percent of the population identifies as Hispanic or Latino of any race. In the county the growth rate has been slower, increasing just 1.5 percent since 2010. Mesa County and Grand Junction both have smaller percentages than the State of Colorado as a whole, with nearly 22 percent of the population identifying as Hispanic or Latino. The percentages include persons identifying as Hispanic or Latino of any race as the U.S. Census categorizes Hispanic or Latino identification as an ethnicity rather than a race.

Household Income

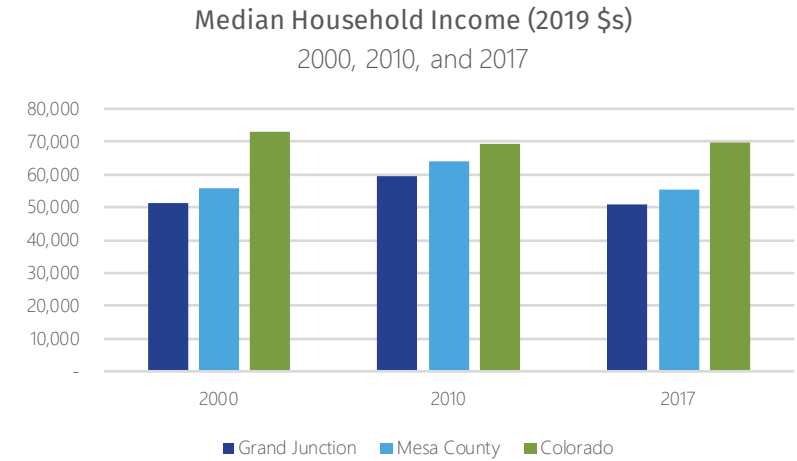
The economic condition of a community's residents is a good measure of their general quality of life and, by extension, that of the community as a whole. For example, a wealthier community would be much more likely to provide higher-quality public facilities and services, or at least be less challenged to provide them at adequate levels, than a lower-income community.

Grand Junction's median household income in 2017 (around \$50,000) was approximately 37 percent lower than the state's median household income of approximately \$65,000. In addition, Grand Junction has experienced a decrease in real income since 2010, consistent with the county and state. Real income is adjusted for inflation.

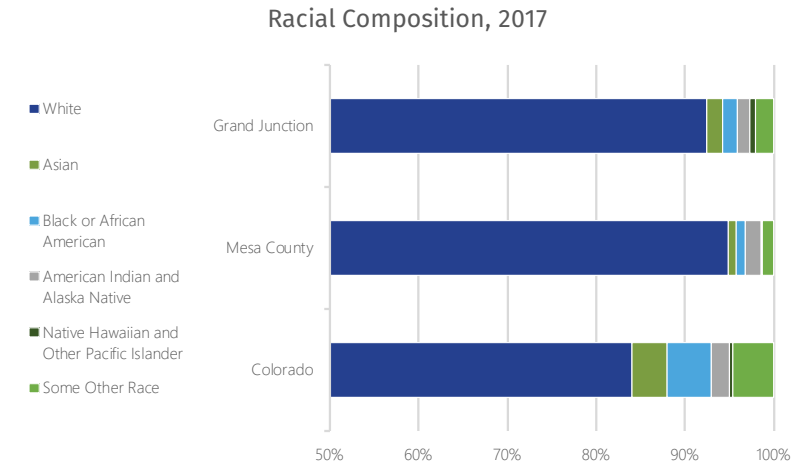
Educational Attainment

The educational attainment of a community's adult residents can have a significant impact on the physical, social, and economic development of a community. Most importantly, it has a direct impact on the quality and skills of the labor force and, by extension, the sectors of the economy that are most likely to succeed in the community.

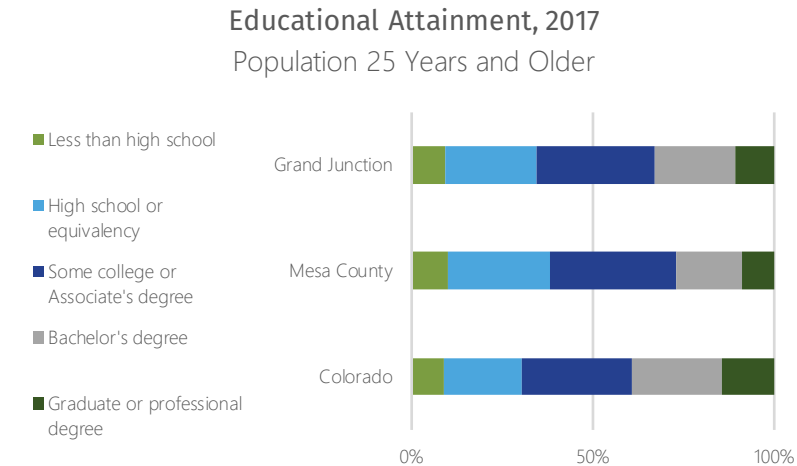
In examining the latest data on educational attainment from the U.S. Census Bureau, it becomes clear that Grand Junction is more educated than the rest of Mesa County (i.e., the proportion of residents with a college degree or higher), but it trails the state as a whole.



Source: 2013-2017 American Community Survey 5-Year Estimates; Houseal Lavigne Associates



Source: 2013-2017 American Community Survey 5-Year Estimates



Source: 2013-2017 American Community Survey 5-Year Estimates

WHAT HAVE WE HEARD?

In general, demographic trends and projections are consistent with what has been reflected in outreach events and conversations. The City is more stable in terms of growth than some may feel. This includes those that are of the opinion that the City is poised for tremendous growth and others that see an aging population without increases in younger professionals. The reality is that the City will continue to experience continued growth at a moderate pace.

The need to accommodate an aging population was expressed often during outreach as was the desire to attract and keep young professionals, particularly those graduating from area schools and Colorado Mesa University.

The one thing that was consistent across all lines was that the locational setting of Grand Junction and access to outdoor recreation was as a primary reason for living in the City. This will continue to provide Grand Junction and Mesa County a competitive advantage and attracting and retaining residents.

WHAT DOES THIS MEAN?

The City of Grand Junction is projected to continue to represent approximately 40 percent of the County population for the foreseeable future. Population forecasts indicate that the City will continue to be stable, grow and a moderate pace, and will largely mirror County and State trends. Increases in older age cohorts reflect the growing trend as a destination for retirees as well as an aging population that is choosing to stay in Grand Junction. Future development and services will need to be responsive to this important segment of the population. This includes everything from housing to healthcare to social services. Equally, there is a growing segment of the population that largely consists of young professionals. In many respects, these individuals are seeking many of the same things as the older population including multi-family housing (including mixed-use) access to retail and entertainment options and overall quality of life.

Grand Junction has a unique opportunity at this time, to prepare long-term plans that accommodate all segments of the population. Growth in demand for professionals and higher wages will attract a younger age cohort





# CHAPTER 5

# LAND USE, ZONING & DEVELOPMENT

## Functional Land Use Areas

A review of existing land use has been conducted to inform the planning process and gain a better understanding of land use and development patterns in the City of Grand Junction.

Land use reconnaissance was conducted in April and July 2019 and verified using high-definition aerial imagery. The information from this field review has been used to inform issues and opportunities throughout this report and will further provide the basis for land use conditions in the One Grand Junction Comprehensive Plan. Existing land use provides a foundation for making recommendations regarding investment and future development in Grand Junction.

The categories identified here reflect observed existing land use only; they do not reflect past categorizations or future land use mapping. These categories were defined for this interim report and the One Grand Junction Comprehensive Plan.



### Agriculture

The agriculture designation consists of areas currently in agricultural use or prepared for future agricultural use, which includes raising, producing or keeping plants or animals. Accessory uses on agricultural land may include dwellings for proprietors and employees of the use, animal training, and wholesale sales of products produced on site. In Grand Junction the designation primarily consists of open agricultural and grazing land with a mix of agricultural buildings and residential uses.



### Single Family Detached

This designation consists of single family detached homes. This may include accessory structures, accessory dwelling units, and properties that act as private yards for single family homes. In Grand Junction this use exhibits a range in size, maintenance, and quality of housing. The designation includes homes in planned subdivisions and older neighborhoods.

### Single Family Attached

This designation consists of residential structures that include dwelling units connected horizontally, with a dedicated entrance for each dwelling unit. This includes townhomes, duplexes, and triplexes.



### Manufactured Homes

The manufactured homes designation includes single family, manufactured detached homes and mobile homes that can be connected to utilities and serve as permanent housing. Although intended for year-round living, mobile homes are designed without a permanent foundation, which allows for the transportability of the structure. These uses are generally concentrated in manufactured home neighborhoods or subdivisions.



### Multi-Family

This designation consists of residential structures that contain multiple dwelling units stacked vertically, with shared entrances and hallways. This includes apartment buildings and condominiums.

### Mixed-Use

This designation consists of mixed-use buildings where multiple, distinct uses are stacked vertically. Most commonly, this includes first floor commercial retail or restaurants with residential or office spaces occupying the upper floors. In some cases, horizontal mixed-use developments with multiple uses sharing a lot may also account for the mixed-use designation.

## WHAT HAVE WE HEARD?

### Maintain rural areas

Participants consistently mentioned density encroachment on rural and agricultural areas as a concern. Using map.social, participants created location-based comments to the north of the City indicating their desire for maintaining the rural character in the area and citing Mesa County's former Agricultural, Forestry and Transitional (AFT) zoning (now known as Rural Zoning) as an important regulation for maintaining rural land use in the area.

### Encourage infill development patterns

Residents have articulated a desire for managed growth, including minimizing the impacts of sprawling development. Ideas discussed have included prioritization of infill development where infrastructure and other civic resources are already in place, adaptive reuse of outdated or vacant buildings, and flexible incentive policies for innovative and modern development projects.

## WHAT DOES THIS MEAN?

### Consider appropriate transitions in growth areas

Land use and growth policies that define growth and provide consistency and clarity in transitional areas are key. This is particularly true at the periphery of Grand Junction in the edge growth areas, where these policies provide certainty to residents about the long term character of their neighborhoods. Land use policies provide the playbook City leaders require for long term planning in growth areas.

### Plan for infill and density while mitigating sprawl

Infill and density within the municipal boundary and near the core of the City can drive other benefits, including pedestrian access and bikeability, concentration of services, and access to neighborhood centers. Mitigating sprawl will preserve existing character and provide definition to the edges of the City and the open space surrounding it. Finding a development balance between the two while encouraging and planning for growth is essential.



WHAT HAVE WE HEARD?

A desire for more retail and entertainment options

Participants have indicated a desire for future infill commercial development and redevelopment along key corridors. Mixed use centers at a neighborhood scale were highlighted, and many groups noted the benefit of reduced traffic that comes with neighborhood-scale mixed-use retail and entertainment options. Implementation of specific infill commercial areas in the future between downtown and Las Colonias, near Orchard Mesa, along 24 Road, and along North Avenue has been discussed.

Strengths and assets

The outreach process consistently identified the Downtown and the Riverfront as key asset areas for the City of Grand Junction.

WHAT DOES THIS MEAN?

Walkable mixed-use centers benefit neighborhoods

Mixed-use neighborhood centers are characterized by uses and development patterns that provide a vibrant, safe, attractive, and walkable pedestrian environment. The City has opportunities to create land use policies to encourage new development serving growing neighborhoods. These areas should provide a balance of uses unique to each site based on its location.

The blended land use map and future land use map provide certainty

The unique Blended Land Use Map has provided fair certainty to developers and guidance to decision makers since its inception as part of the 2010 Comprehensive Plan. Distilling the complexity of the Future Land Use Map, it creates a simpler tool for allocating residential densities and determining zoning in annexed areas. However, in some cases it has resulted in too much wiggle room as approvals for new development trend toward lower densities rather and infill is overlooked. The functionality and drawbacks of this tool should be considered as the new future land use map for One Grand Junction is developed.

Changing character of land use and incompatible land use arrangements

Incompatible land uses can occur with evolving perspectives around regional assets. As an example, areas along the Colorado River are increasingly desirable for open space and residential development, and existing industrial areas may be targeted for these new development types. Land use patterns should be carefully considered to avoid incompatibility.



Commercial

The commercial designation consists of commercial businesses, including commercial retail and service as well as restaurants and similar uses with ground-floor storefronts. Neighborhood, community, highway or tourist, and service commercial areas are included.

Hotel

The hotel designation includes all types of lodging, such as hotels, motels, and similar establishments.

Office

Office structures used for professional businesses and operations as well as medical practices and clinics that occupy commercial office spaces on one or more floors are included.



Hospital

The hospital designation includes facilities that provide medical or surgical care to patients and offer overnight care accommodations. St. Mary's Medical Center, Veteran's Hospital and Medical Center, and the Community Hospital are the primary hospitals in Grand Junction with West Springs Hospital assisting patients with psychiatric care.

Industrial

The industrial designation consists of properties and structures dedicated to heavy- and light-industrial businesses, such as manufacturing, equipment storage, and distribution. In addition, this designation includes public-storage facilities and intense commercial uses that are similar or adjacent to industrial uses, such as auto-repair garages.



Public/Semi-Public

This designation consists of state and local government uses, municipal facilities, community service providers, emergency services and religious institutions. This designation includes cultural uses such as museums, arts performance venues, cultural centers, and uses that provide recreation or entertainment-oriented activities. The designation includes schools at the primary, elementary, middle, junior high or high school level, as well as community colleges and universities. Grand Junction is home to Mesa County Valley School District 51, Colorado Christian University, Western Colorado Community College, and Colorado Mesa University.



Parks and Open Space

The parks and open space designation consists of municipal parks within the City that provide active and passive recreational opportunities. It includes natural open spaces and natural areas consisting mostly of vegetative landscaping or community gardens.

Transportation

This designation includes transit stations, railroad uses, and public parking lots. The airport and related passenger terminal facilities and loading and unloading areas are included. Grand Junction Regional Airport is the City's public airport.



Utility

The utility designation includes infrastructure services that need to be in or near the area where the public or private service is provided. Utility corridors, or passageways for bulk transmitting or transporting of electricity, gas, oil, communication, or other similar services, are included.

Vacant

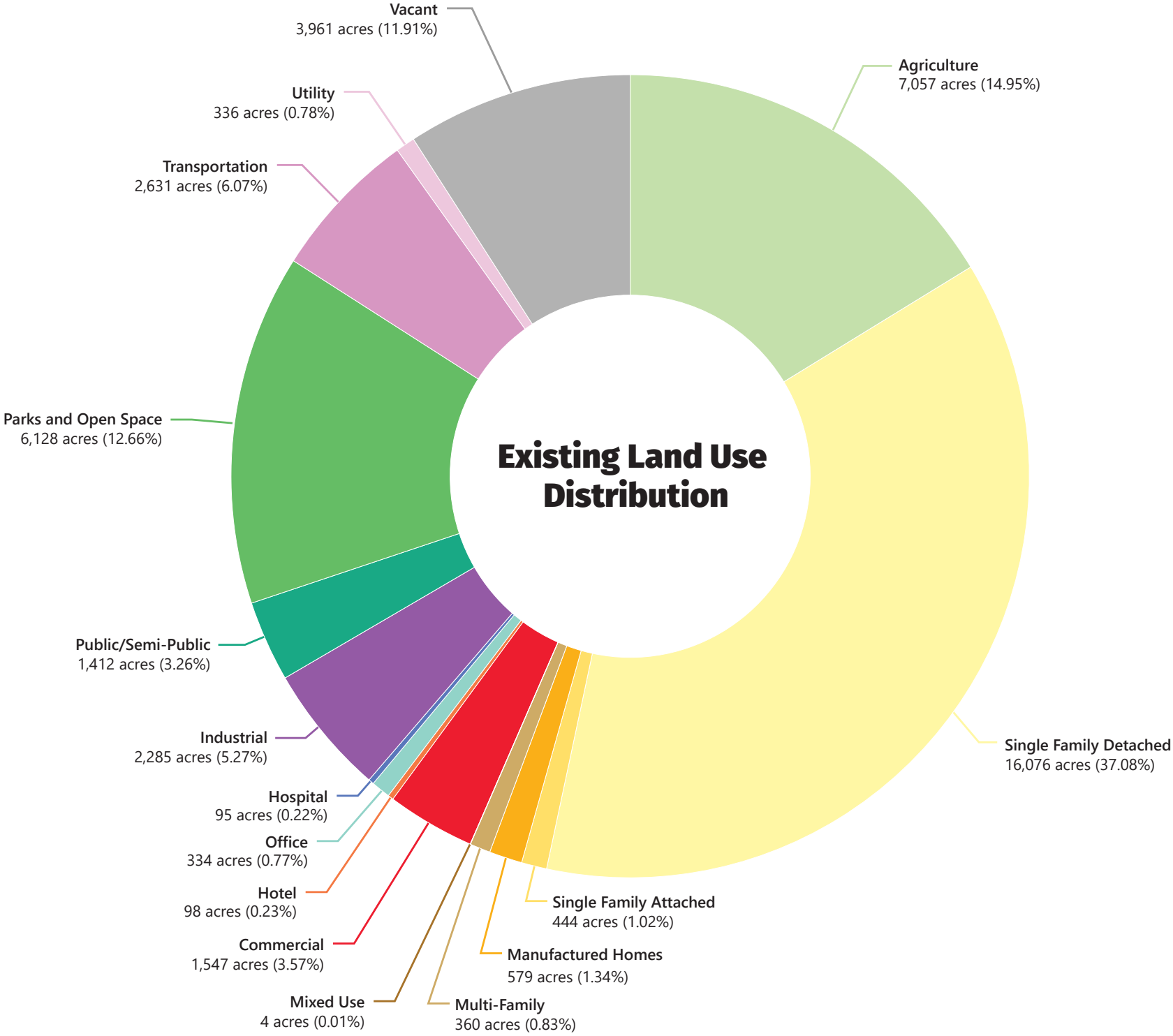
This designation consists of properties that are eligible for redevelopment, but which currently contain no occupied physical improvement, structures, or facilities. These properties are undeveloped and are not actively used for any purpose.

Land Use Distribution

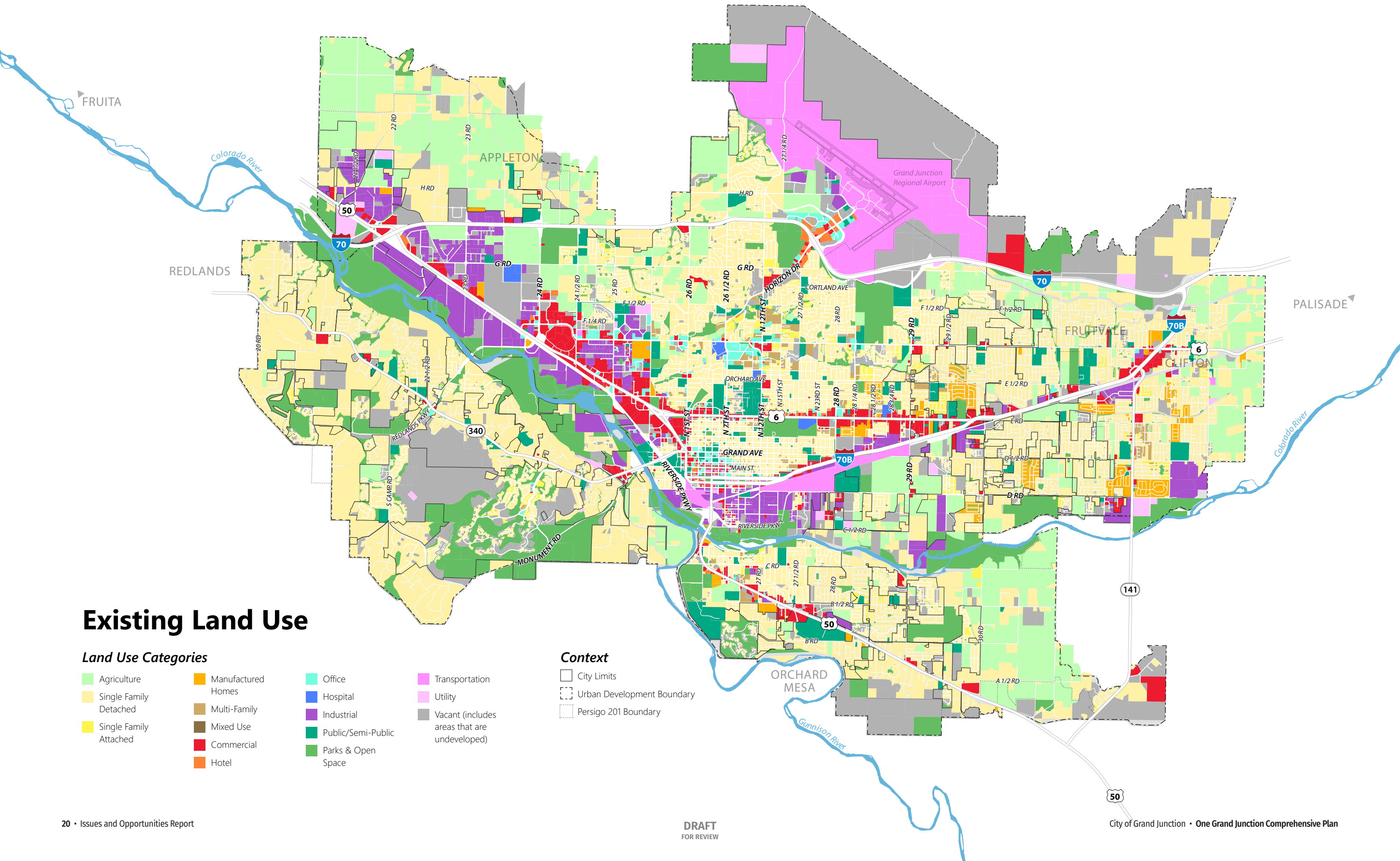
Single family detached accounts for the largest land use proportion in Grand Junction, representing 37 percent of the City's total area. This is followed by land used for agriculture, with 16 percent, and parks and open space uses with 12 percent of the City's total area. Categories with the smallest proportion include mixed-use, hospitals, and hotels, combining for less than one percent of Grand Junction's total land area. Combined residential uses of all types, including single family attached and detached, multi-family, and manufactured homes account for approximately 42 percent of the City land area.

Future Land Use and the Blended Map

The 2010 Comprehensive Plan utilized a dual approach to articulating future land use, incorporating both a future land use map and a unique Blended Land use tool to plan for residential density. The future land use map designated six land use categories, ranging from Residential Low (.5-2 dwelling units per acre) to Urban Residential Mixed Use (24+ dwelling units per acre). The Blended Map reduced these six categories to three – Residential Low, Medium, and High, in order to simplify the process and to provide clarity to developers seeking to match zoning changes to the guidance of the comprehensive plan.







# Existing Land Use

## Land Use Categories

- |                                    |                                |                                |                                                          |
|------------------------------------|--------------------------------|--------------------------------|----------------------------------------------------------|
| <div></div> Agriculture            | <div></div> Manufactured Homes | <div></div> Office             | <div></div> Transportation                               |
| <div></div> Single Family Detached | <div></div> Multi-Family       | <div></div> Hospital           | <div></div> Utility                                      |
| <div></div> Single Family Attached | <div></div> Mixed Use          | <div></div> Industrial         | <div></div> Vacant (includes areas that are undeveloped) |
|                                    | <div></div> Commercial         | <div></div> Public/Semi-Public |                                                          |
|                                    | <div></div> Hotel              | <div></div> Parks & Open Space |                                                          |

## Context

- City Limits
- Urban Development Boundary
- Persigo 201 Boundary

# Zoning and Development Controls

The Zoning and Development Code, Title 21 of the City's Municipal Code, is a regulatory document establishing the standards for the review of all proposed development within Grand Junction; it dictates land use and standards for development within the City. The Code is essential for planning and it acts as the regulatory resource for property owners and developers seeking to build and invest in the City. The Code contains easy to understand diagrams illustrating setbacks, building and structure heights, lot areas, and street frontages. This section provides an overview of current zoning districts as outlined in the Code.

## Zoning Districts

The City of Grand Junction is comprised of 25 zoning districts, including 10 residential districts, four commercial districts, one office district, two mixed-use districts, two industrial districts, one institutional district, and four form districts.

### Residential Districts

Residential zoning districts comprise a total of 36 percent, or about 7,900 acres of the total land area in Grand Junction. These areas are divided based on the types and density of residential housing products that are permitted. In addition to residential uses, these districts allow for institutional and civic uses such as parks or community centers that are meant to serve surrounding residents. A breakdown of the City's 10 residential zoning districts is below.

#### R-R Rural Residential

The purpose of this zoning district is to provide areas for low intensity agricultural operations and very low-density single family uses in a rural setting. This district is appropriate where low density development is desired or where terrain and/or lack of public facilities and services require low intensity development, or a sense of openness is desired.

#### R-E Residential Estate

The purpose of this zoning district is to provide areas for low density, estate-type single family residential development on lots of at least one acre in size.

#### R-1 Residential

The purpose of this zoning district is to provide areas for low density residential uses in less intensely developed areas. R-1 tracts should abut or be near existing large-lot single family development, making R-1 an appropriate transition district between rural and higher density areas.

#### R-2 Residential

The purpose of this zoning district is to provide areas for medium-low density, single family and two-family residential uses where adequate public facilities and services exist.

#### R-4 Residential

The purpose of this zoning district is to provide for medium-low density single family and two-family residential uses where adequate public facilities and services are available.

#### R-5 Residential

The purpose of this zoning district is to provide for medium density detached and attached dwellings and multi-family in areas where large-lot development is discouraged, and adequate public facilities and services are available. R-5 supports the Comprehensive Plan's principles of concentrating urban growth and reinforcing community centers. A mix of dwelling types is allowed in this district.

#### R-8 Residential

The purpose of this zoning district is to provide for medium-high density attached and detached dwellings, two-family dwelling and multi-family. R-8 is a transitional district between lower density single family districts and higher density multi-family or business development. A mix of dwelling types is allowed in this district.

#### R-12 Residential

The purpose of this district is to provide for high density development allowing several types of residential units within specified densities. R-12 may serve as a transitional district between single family and trade districts. This district is intended to allow a mix of residential unit types and densities to provide a balance of housing opportunities in a neighborhood. This zone may be appropriate as a part of a mixed-use center.

#### R-16 Residential

The purpose of this zoning district is to provide for high density residential use. This district allows multi-family development within specified densities. R-16 may serve as a transitional district between single family and trade zones. This district is intended to allow high density residential unit types and densities to provide a balance of housing opportunities in the community. It is appropriate in the Village and Neighborhood Centers.

#### R-24 Residential

The purpose of this zoning district is to provide for high density residential use. This district allows multi-family development within specified densities. R-24 may serve as a transitional district between single family and trade zones. This district is intended to allow high density residential unit types and densities to provide a balance of housing opportunities in the community. It is appropriate in the Village and Neighborhood Centers.

## WHAT DOES THIS MEAN?

### Understandable and Predictable Regulations are Key

The City's Zoning and Development Code should provide understandable regulations giving a developer or property owner a reliable guide for what is buildable in the City. The Comprehensive Plan will capitalize on identified strengths, maintain connection to zoning ordinance mechanisms, and identify where code changes may be needed in order to implement new goals and objectives.

### Zoning incentives may be warranted

To drive desired development patterns, incentives may be considered. These may include waiver of permit fees, relief from parking requirements, and variances on setbacks and densities in certain designated areas, all to achieve the desired infill mix.



WHAT HAVE WE HEARD?

Zoning and sprawl

There is a concern that current zoning regulations may in some cases advance sprawl. Residential subdivision approvals in those zones permitting a range of residential density can end up in a zoning class conforming to a low end of the range, and the resulting buildout is at the minimum density of that low end.

Concerns about the approval process

Residents have articulated concerns about public hearing and development approval processes and want to see zoning and development regulations that are consistent, predictable, and enforceable.

Protect and preserve historic areas

Participants have indicated the importance of preserving Grand Junction historic areas, and especially the historic neighborhoods and older historic areas of the City. As the planning process continues, these areas should be maintained and protected.

WHAT DOES THIS MEAN?

Regulations must concur with comprehensive plan goals

A strength of the Code is its close connection to the 2010 Comprehensive Plan. As an example, certain mechanisms such as cluster developments and accessory dwelling unit allowances further the goals of the Blended and Future Land Use Maps while adhering to the vision of a community serving all residents. Cluster developments allow for different housing choices and provide for preservation of environmentally sensitive areas without a planned development process. Accessory dwelling units, permitted in most residential districts, provide a residential property owner with an opportunity for rental income and housing solutions for family members and for aging in place. Allowance of accessory units benefits housing choice and does not count towards actual density in the zone district. The Code clearly identifies where zoning districts can be used to appropriately implement the future land use map from the Plan.

Zoning flexibility is key

Zoning districts that allow a wider range of density and intensity may be desired, even to the extent of allowing uses ranging from single family to light industrial. Highly flexible zoning districts of this type are currently not supported by any land use designation on the Future Land Use Map. As nearly 20 percent of the land zoned within Grand Junction City limits is planned development zoning, there may be an opportunity to consider a new zoning type and supporting future land use designation to encourage a wider range of density and intensity and simplify the planned development process.

Commercial Districts

Commercial zoning districts comprise a total of nine percent, or about 2,000 acres of the total land area in Grand Junction. These districts are divided based on the types and density or intensity of commercial uses that are permitted as well as their intended customer base. In addition to commercial uses, these districts allow for residential and institutional uses such as multi-family developments and schools. A breakdown of the City's four commercial zoning districts is below.

B-1 Neighborhood Business

The purpose of this zoning district is to provide small areas for office and professional services combined with limited retail uses, designed in scale with surrounding residential uses; a balance of residential and nonresidential uses.

B-2 Downtown Business

The purpose of this zoning district is to provide concentrated downtown retail, service, office and mixed-uses not including major/regional shopping centers or large outdoor sales areas. The B-2 district promotes the vitality of the downtown area as provided by the Comprehensive Plan. Pedestrian circulation is encouraged as are common parking areas.

C-1 Light Commercial

The purpose of this district is to provide indoor retail, service and office uses requiring direct or indirect arterial street access, and business and commercial development along arterials. The C-1 district should accommodate well-designed development on sites that provide excellent transportation access, make the most efficient use of existing infrastructure and provide for orderly transitions and buffers between uses.

C-2 General Commercial

The purpose of this district is to provide for commercial activities such as repair shops, wholesale businesses, warehousing and retail sales with limited outdoor display of goods and even more limited outdoor operations.

Office District

The office zoning district comprises a total of two percent, or about 470 acres of the total land area in Grand Junction. This district is primarily located near the airport and at the intersection of Patterson Road and 25 Road between F ½ Road and 25 ½ Road.

I-O Industrial/Office Park

The purpose of this district is to provide for a mix of light manufacturing uses, office park, limited retail and service uses in a business park setting with proper screening and buffering, all compatible with adjoining uses.

Mixed-Use Districts

The mixed-use districts comprise a total of two percent, or about 500 acres of the total land area in Grand Junction. These districts allow for a mix of uses including residential, commercial, office, and light industrial. These districts are primarily located south of Interstate 70 along 24 Road and in transitional areas around business and commercial areas.

R-O Residential Office

The purpose of this district is to provide low intensity, non-retail, neighborhood service and office uses that are compatible with adjacent residential neighborhoods. The intent is to make buildings compatible and complementary in scale and appearance to a residential environment.

B-P Business Park

The purpose of this district is to provide for a mix of light manufacturing and employment centers, limited commercial services, and multi-family residential uses in a business park setting with proper screening and buffering, all compatible with adjoining uses.

M-U Mixed-Use

The purpose of this district is to provide for a mix of light manufacturing and office park employment centers, retail, service and multi-family residential uses with appropriate screening, buffering and open space and enhancement of natural features and other amenities such as trails, shared drainage facilities, and common landscape and streetscape character.

Industrial Districts

The industrial zoning districts comprise ten percent, or 2,229 acres of the total land area in Grand Junction. These districts are divided based on the type and intensity of permitted uses. These districts are primarily located in the northwestern portion of the City and along Riverside Parkway.

I-1 Light Industrial

The purpose of this district is to provide for areas of light fabrication, manufacturing and industrial uses which are compatible with existing adjacent land uses, access to transportation and the availability of public services and facilities. I-1 zones with conflicts between other uses can be minimized with orderly transitions of zones and buffers between uses.

I-2 General Industrial

The purpose of this district is to provide areas of heavy and concentrated fabrication, manufacturing and industrial uses which are compatible with adjacent uses, easy semi-tractor trailer access to the State highway system and/or railroads and the availability of public services and facilities. Conflicts between the I-2 district must be minimized with other uses by orderly transitions and buffers between uses.

Institutional District

The institutional district comprises ten percent, or 2,102 acres of the total land area in Grand Junction. The district is located throughout the community with larger concentrations of area near the Colorado River, adjacent to the airport, and at the intersection of North 12th Street and North Avenue.

CSR Community Services and Recreation

The purpose of this district is to provide public and private recreational facilities, schools, fire stations, libraries, fairgrounds, and other public/institutional uses and facilities. The district would include open space areas, to prevent environmental damage to sensitive areas, and to limit development in areas where police or fire protection, protection against flooding by stormwater, or other services or utilities are not readily available. The CSR district would include outdoor recreational facilities, educational facilities, open space corridors, recreational, non-vehicular transportation and environmental areas and would be interconnected with other parks, trails and other recreational facilities. The district may also be used for public property, environmentally sensitive lands, and extractive uses (gravel pits) regardless of the land use designation.

Form Districts

These districts comprise less than one percent, or about 30 acres of the total land area in Grand Junction. These districts are intended to create pedestrian-friendly urban areas where higher density mixed-uses, and mixed building types promote less dependence on the automobile. The form districts are intended to be used in combination to create mixed-use centers. The centers are intended to transition in scale to existing neighborhoods.

MXR, MXG, MXS, MXOC – Mixed-Use Residential, General, Shopfront, and Opportunity Corridor

The purpose of these districts is to implement the Neighborhood Center, Village Center, Downtown Mixed-Use future land use designations and Mixed-Use Opportunity Corridors of the Comprehensive Plan. The Comprehensive Plan Neighborhood Center designation is implemented with the three-story districts, the Village Center designation is implemented with the three- and five-story districts, and the Downtown Mixed-Use designation is implemented with the three-, five- and eight-story districts. The Mixed-Use Opportunity Corridor designation is implemented with the MXOC, a three-story form district as limited by the City Municipal Code 21.02.140(c)(2). In addition, because the Mixed-Use Opportunity Corridor overlays other future land use designations as shown on the Comprehensive Plan Future Land Use Map, other zone districts which implement the underlying future land use designation would also be appropriate zoning options in each area of the Mixed-Use Opportunity Corridor.

PD Planned Development Zone

The purpose of the PD zone applies to mixed-use or unique single-use projects where design flexibility is desired and is not available through application of the standards established in the established zoning districts. Planned development zoning is intended to be used when long-term community benefits will be derived and the vision, goals and policies of the current Comprehensive Plan can be achieved. Across the City, land under PD zoning comprises 19 percent, or 4,338 acres. The zoning distribution wheel below shows permitted land use percentages and undeveloped acreages in PD-zoned land.

Zoning Overlays

AE Airport Environs Overlay District (formerly PAD Planned Airport Development)

The AE overlay zoning district is intended to regulate development and land use within noise sensitive areas and airport hazard areas; ensure compatibility between Grand Junction Regional Airport and surrounding land uses; and protect the airport from incompatible encroachment.

24 Road Design Standards

These design standards provide public and private improvements in the 24 Road Corridor in order to implement the goals and objectives of the 24 Road Corridor Subarea Plan.

Overlay Standards for Subareas of the Downtown District

The Greater Downtown Plan (GDT) identified six subareas and identified corresponding overlays, which were implemented to achieve the following actions:

- Maintain and enhance the economic, cultural and social vitality of the Downtown District.
- Promote downtown living by providing a wide range of housing opportunities.
- Enhance the transportation system to accommodate automobiles, transit, bikes and pedestrians, and provide adequate, convenient parking.
- Stabilize and enhance historic residential neighborhoods.
- Establish and promote a unique identity for each of the subareas of the Downtown District.
- Preserve and restore significant historic structures.
- Activate the edges of downtown parks with mixed-use and programmed, active use of the parks as urban open space.
- The six corresponding overlays follow:
  - Central Business District Overlay
  - Core Central Business District Overlay
  - Residential Overlay
  - Transitional Overlay
  - Industrial Corridor Overlay
  - Commercial Corridor Overlay

North Avenue Overlay Zone

The overlay zone for North Avenue provides direction, vision and incentives for development in the corridor in order to encourage new development along the corridor with the goal of making Grand Junction a more livable place. The overlay's standards and guidelines are intended to stimulate commercial, pedestrian and other activity in the corridor.

H Road Northwest Area Plan

This overlay district corresponds to the H Road/Northwest Area Study Plan and is intended to implement the future growth recommendations of that plan.

Cluster Development

The purpose of cluster developments is to encourage the preservation of environmentally sensitive areas, open space and agricultural lands, while encouraging and providing the ability to develop at a density range supported by the Comprehensive Plan and those densities that are consistent with the property's zoning designation. Defined in section 21.03.060, cluster developments reference densities defined by the current Comprehensive Plan, allowing staff to approve smaller lots and housing arrangements that may not otherwise be permitted under the Code.

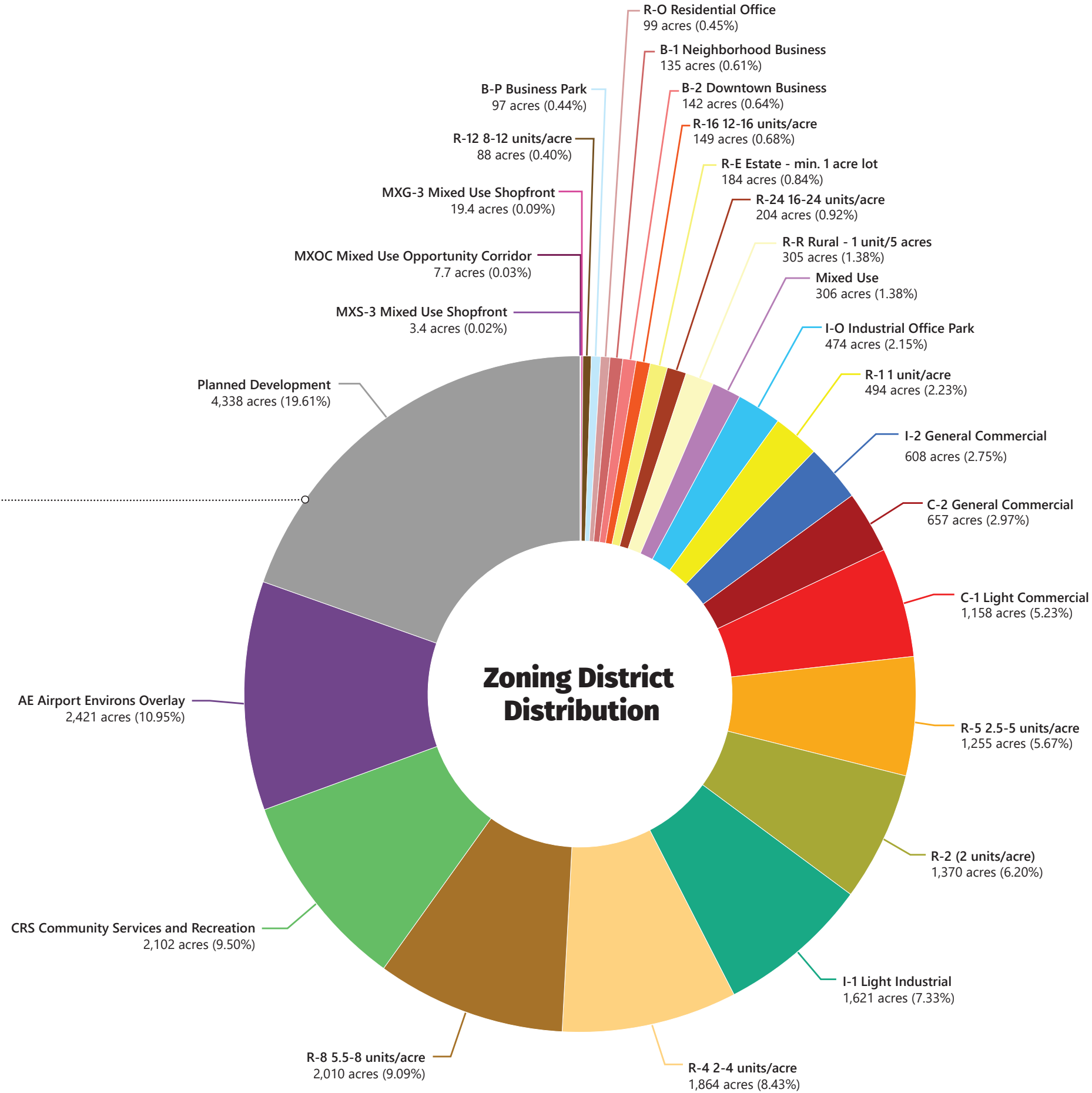
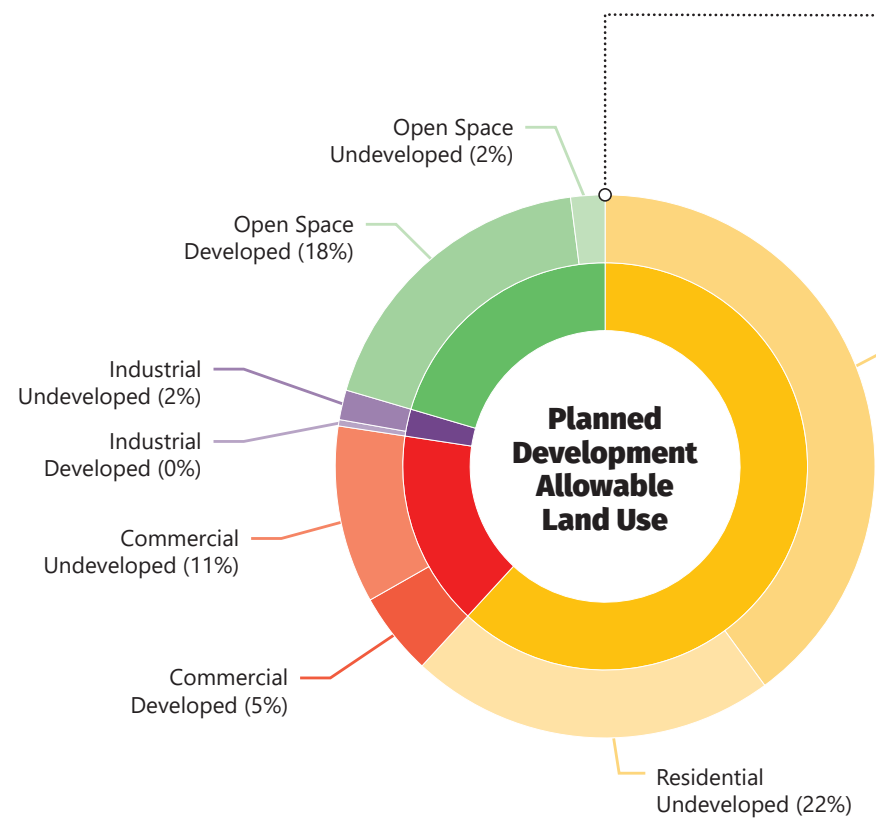
Historic Districts

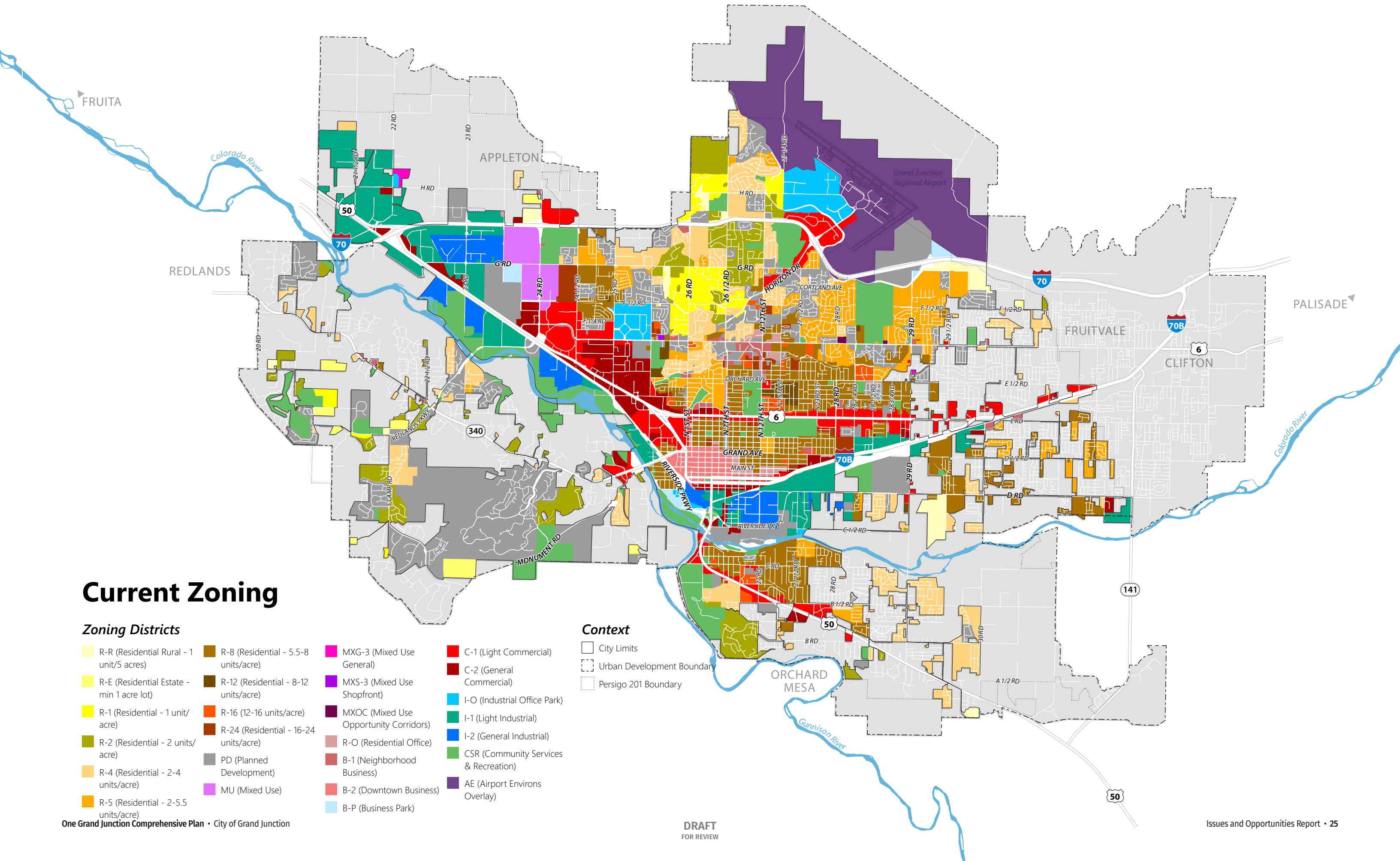
Under section 21.07.040 of the Code, historic preservation districts are defined by their protection and preservation of the City's architectural, historic and cultural heritage. The Lincoln Park Historic District, North 7th Street Historic District, and Original Mile Keith's Addition Historic District are identified. The North 7th Street Historic District is the only local district on the National Register of Historic places and has been zoned Planned Development to further restrict the type and intensity of development within the district.



Zoning Distribution

Planned Development (PD) zoning accounts for the largest proportion of land in the City at 19.61 percent, followed by Airport Environs (AE, 10.95 percent) and Community Services and Recreation (CSR, 9.50 percent). When grouped together, all residential districts add up to 35.84 percent of the total.





# Current Zoning

## Zoning Districts

- |                                           |                                       |                                        |                                       |
|-------------------------------------------|---------------------------------------|----------------------------------------|---------------------------------------|
| R-R (Residential Rural - 1 unit/5 acres)  | R-8 (Residential - 5.5-8 units/acre)  | MXG-3 (Mixed Use General)              | C-1 (Light Commercial)                |
| R-E (Residential Estate - min 1 acre lot) | R-12 (Residential - 8-12 units/acre)  | MXS-3 (Mixed Use Shopfront)            | C-2 (General Commercial)              |
| R-1 (Residential - 1 unit/acre)           | R-16 (12-16 units/acre)               | MXOC (Mixed Use Opportunity Corridors) | I-O (Industrial Office Park)          |
| R-2 (Residential - 2 units/acre)          | R-24 (Residential - 16-24 units/acre) | R-O (Residential Office)               | I-1 (Light Industrial)                |
| R-4 (Residential - 2-4 units/acre)        | PD (Planned Development)              | B-1 (Neighborhood Business)            | I-2 (General Industrial)              |
| R-5 (Residential - 2-5.5 units/acre)      | MU (Mixed Use)                        | B-2 (Downtown Business)                | CSR (Community Services & Recreation) |
|                                           |                                       | B-P (Business Park)                    | AE (Airport Environs Overlay)         |

## Context

- City Limits
- Urban Development Boundary
- Persigo 201 Boundary





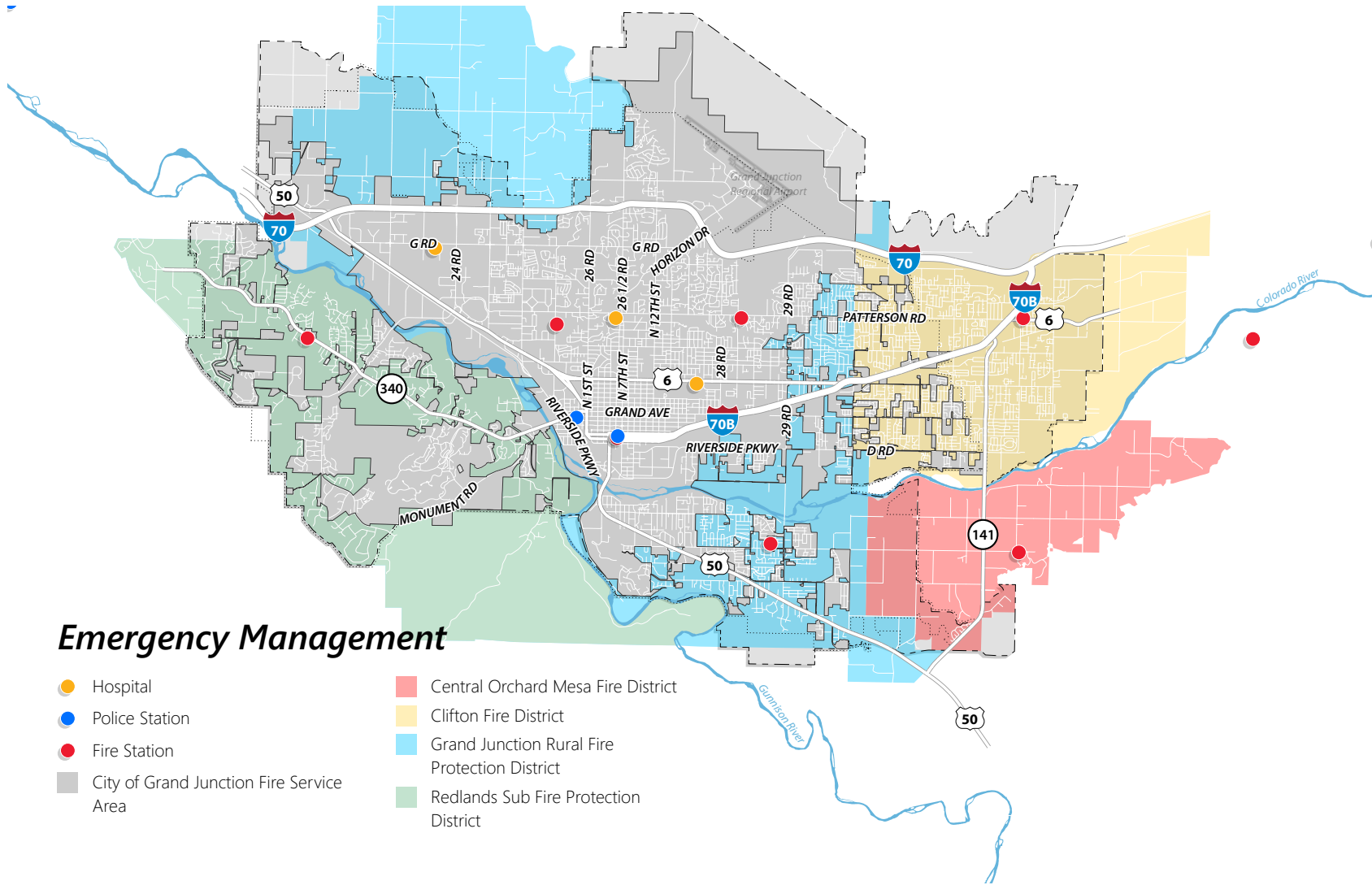
CHAPTER 6

COMMUNITY FACILITIES

Community facilities include the various public and nonprofit services and infrastructure for utilities, amenities, and public services that ensure a high quality of life for Grand Junction residents and businesses. The City is the predominant provider of these services, but they are also supplemented by special districts and other service providers within the community. To support the Comprehensive Plan, an inventory and assessment of key service providers was completed based on a Community Facilities Questionnaire sent to a wide range of community facilities providers. This section is informed by direct responses to the questionnaire, in person interviews and focus groups, and research.

Emergency Services

City of Grand Junction Referred Measure 2B passed in April 2019, providing a tax increase starting at \$10,600,000 annually in 2020, in order to build, equip and staff three new fire stations, and hire, train and equip new police officers, firefighters, emergency medical service personnel, 911 emergency dispatch operators, code enforcement staff, and first responder support employees. Achieved through a citywide sales and use tax of 0.5 percent, this referred measure provides a dedicated funding source to address issues and opportunities.



Police

The Grand Junction Police Department, located on Ute Avenue in downtown Grand Junction, is a full-time department with 120 full-time officers and 90 staff personnel. The Department has approximately 19 officers per 10,000 persons. Comparatively, communities with similar populations across the country have an average of around 16 officers per 10,000 persons. There is also a need for additional police vehicles in the department as well as space for their storage. The Department noted that roadway expansion is another concern; as the road network is expanded or specific roadways are widened and improved, this creates more miles and higher speeds to monitor. The Police Department also noted that it has good relationship with the City's residents, an indicator of proactive policing policies identified in the most recently available 2017 GJPD Annual Report. The Community Resource Unit policies and procedures (section OPR-291) further state this commitment, noting that it is the responsibility of the Department to establish and maintain close ties with the community, respond to its needs, and interact with the community to identify and solve community-wide problems.

WHAT DOES THIS MEAN?

The Department reports that projected City growth will likely create the need for more officers to provide adequate service. Currently, the City needs to add officers for traffic enforcement.

The Department has identified a need for patrol vehicles as an issue impacting their ability to respond to calls. Space constraints limiting vehicle storage and parking as well as personnel also impacts service.

The Department's good relationship with the community is an opportunity to foster additional partnerships in the community related to safety and security education.

City of Grand Junction Referred Measure 2B will provide further funding opportunities beginning in 2020.

The RRC community survey indicated a high level of satisfaction with the friendliness of Police Department staff (80% satisfied), overall quality of service (78%), confidence in the Police Department (74%), and overall feeling of safety and security (74%). Respondents were more likely to indicate dissatisfaction with enforcement of traffic violations regarding vehicles (24% dissatisfied) and cyclists and pedestrians (31%).





## Fire

The Grand Junction Fire Department serves the City with five fire stations throughout the community. The Department notes that more stations and personnel are needed to consistently meet national response time standards throughout the service area. Growth would require additional staff, equipment, and stations to serve the growing areas.

To grow effectively, the Fire Department would need to acquire a training facility, upgrade existing stations, and construct new stations. The department plans to remodel Fire Station Number 3, expanding its size. The department will complete the major components of a fire training facility including a live-burn building within two years. Within the next five years there are plans to develop three new fire stations with the dedicated funding from Referred Measure 2B. For the larger Grand Junction metropolitan area there are other fire districts that provide service. 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 and to the west by the Lower Valley Fire Protection District. There have been discussions between the different fire departments to combine for better service to the overall community.

## WHAT DOES THIS MEAN?

As growth occurs in the City, additional stations and equipment will be necessary to serve new developments. Currently, the plan for three new stations reflects assessment from the 2008 Station Location Study conducted by Emergency Services Consulting; a decade of new growth in terms of area and increased population likely indicates an even greater need.

Growth would require the hiring of additional staff to ensure the Department could safely serve new areas while maintaining its high ISO rating of two.

The planned training center complete with a burn-training facility will provide opportunity for the Department to train and hire new staff.

City of Grand Junction Referred Measure 2B will provide further funding opportunities beginning in 2020.

Fiscal impacts occur when lands within the Redlands area under the Grand Junction Rural Fire District are annexed; as annexation occurs, planning for future fire facilities and capacity is critical.

## Hospitals and Health Care

West Springs Hospital owns and operates seven healthcare facilities throughout Grand Junction, including Mind Springs Health. Similarly, Sisters of Charity of Leavenworth (SCL) Health manages six facilities in the City including St. Mary's Medical Center. St. Mary's opened a remodeled Century Tower in 2016, which expanded the emergency department and created a new central sterile area in support of the surgery suite. West Springs has plans to relocate the Women's Recovery Center from the Regional Center campus within the next two years once a suitable location is found, and they have identified a potential project to complete the second phase of the new West Springs Colorado West Hospital building located near North Avenue and 28 ¾ Road in the near future. Community Hospital provides services in the northwest area of the City, occupying a modern facility opened in 2016 near the intersection of 24 Road and G Road. Additionally, the U.S. Department of Veterans Affairs operates the VA Western Colorado Health Care System in Grand Junction; this is the only Veterans Affairs hospital on the Western Slope. These healthcare organizations provide fundamental services, including specialty physicians, not only to Grand Junction but a significant portion of western Colorado.

## WHAT DOES THIS MEAN?

With such a strong presence in Grand Junction and the western Colorado region, healthcare is a prominent industry for the City's economy.

The social issues of homelessness, suicide rate, mental health, and the opioid crisis and associated detox facility needs have been frequently mentioned as important to the community. While the landscape of hospitals and healthcare in Grand Junction is an area of strength, there may be opportunity to consider these areas of need, and to assess the facilities' ability to serve the community and the surrounding region to the best capacity.

The VA Western Colorado Health Care System is a unique facility in this part of the state, providing essential health services to 37,000 veterans residing on the Western Slope.

Prescription drug availability, mental health services, and inaccessible and costly healthcare were all mentioned as issues.

## Libraries

Mesa County Libraries operates eight library facilities throughout the County, including two in Grand Junction. The organization plans to replace a branch in Clifton, CO with a new facility at 3180 F Road. Central Library, Mesa County Libraries' main branch located in downtown Grand Junction, needs expansion to maintain and increase services according to the organization. Public transportation is also important to the Library as many users utilize the bus to get to its facilities.

## Broadband

The Wireless Master Plan (2016) provides goals and objectives for cell tower sites locating and combines land-use planning strategies with radio frequency engineering models to create a planning tool. The plan is intended to help manage the development of future sites. The Plan takes a comprehensive approach to wireless development in Mesa County with the goal of aligning the needs of wireless broadband service providers with government and community objectives, allowing for infrastructure planning and development that will accommodate multiple providers, improve public safety and help to attract and retain residents and businesses.

The Plan concluded with estimates that the largest number of new sites constructed over the ten to fifteen years after adoption will be built in and around the Persigo 201 Area, and that approximately 11-18 new towers or base stations will be needed to fill in the anticipated coverage gaps.

## WHAT DOES THIS MEAN?

### Libraries

Central Library currently needs to expand its facility to better accommodate its patrons. Increasing population will also increase this need and is a top concern for Mesa County Libraries.

Grand Valley Transit currently has a bus stop for Route 9 in front of Central Library on Grand Avenue and another stop for Route 6 about 500 feet from the Orchard Mesa Branch. Coordination with transit service is an opportunity for the Mesa County Libraries and the City to ensure adequate access to library facilities.

### Broadband

Broadband coverage has been identified as a key issue during initial input and focus group discussions. It is an important aspect of both resident and business retention/attraction and will be addressed further in the Comprehensive Plan update.



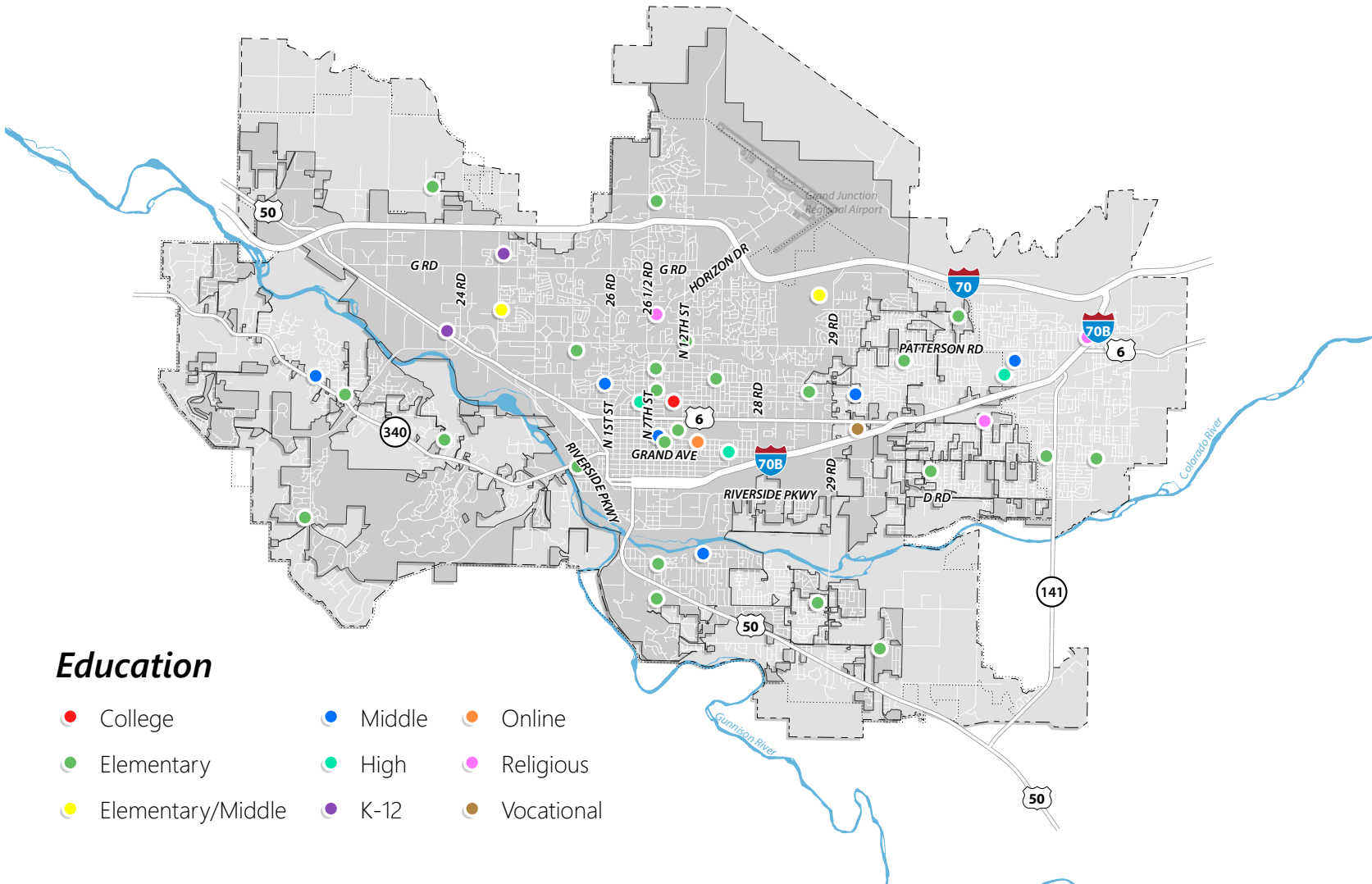


# Education

Mesa County Valley School District 51 provides pre-kindergarten through 12th grade education in Grand Junction, the Grand Valley, and the majority of Mesa County. Western Colorado Community College is the City's community college offering two-year degrees, and Colorado Mesa University offers bachelor's and graduate programs.

## Mesa County Valley School District 51

The School District has around 21,000 students with one elementary school, Rim Rock, at capacity in the City of Fruita. The District noted that enrollment has remained about the same over the past five years but is expected to increase in the future. The quality of school facilities was reported as needing some major improvements with plans to renovate roofs, floors, and HVAC systems at 46 school buildings over the next two years. Within the next 10 years the District has plans to completely remodel or some cases replace certain schools if funding can be procured.



## Education

- College
- Elementary
- Elementary/Middle
- Middle
- High
- K-12
- Online
- Religious
- Vocational

## Higher Education Institutions

A four-year university adjacent to Downtown, Colorado Mesa University (CMU) has around 11,000 students enrolled across all programs. This includes students at Western Colorado Community College (WCCC), a division of the University focusing on traditional vocational programs. Unlike the School District 51, Colorado Mesa University is somewhat under capacity in terms of student population. However, enrollment has been increasing over the past few years as CMU offers more diverse educational opportunities, and this trend is expected to continue.

The University owns and operates seven facilities across the State, five of which are in Mesa County. It has several plans to renovate existing facilities as well as to construct new projects, many on the Main Campus in Grand Junction. Within the next two years, the University plans to build a new residence hall, hotel, and classroom building. Longer term, it plans to build several additional classrooms to meet expected demand. The University has planned for facilities expansion with the CMU Master Plan, the Facilities Master Plan and Master Plan Amendment, in addition to the CMU Capital Construction Request and other campus planning efforts.

IntelliTec College is another education institution in Grand Junction that offers trade programs such as automotive technician and medical assistant.

## WHAT DOES THIS MEAN?

### Mesa County Valley School District 51

At least one District 51 school is at capacity and enrollment is expected to increase in the coming years.

Some District 51 schools in Grand Junction need repair or replacement.

As the City's population grows, expansion of the school system may take on a higher priority. Land and facilities will be an important consideration for the District.

### Colorado Mesa University and Western Colorado Community College

Growth will affect facility needs of CMU.

CMU's plans for a hotel provides an economic opportunity for Grand Junction.

Various programs offered at the University, particularly vocational training at WCCC, create an opportunity for partnership with existing companies for internships and on-the-job training, which could advance the City's workforce.



# Community Facilities

- Government/Civic

  - 5. Colorado Department of Transportation Facility
  - 19. US Post Office
  - 28. Mesa County Central Services
  - 29. US Post Office
  - 30. Grand Junction Chamber of Commerce
  - 31. Central Library
  - 32. Grand Junction City Hall and Mesa County Court House
  - 33. State of Colorado Building
  - 52. Orchard Mesa Library
  - 55. US National Forest Work Center
  - 57. Grand Mesa Youth Services Center
  - 58. Grand Junction Regional Center
  - 59. Colorado National Guard
  - 60. Veteran Affairs
  - 61. Western Colorado Conservation Corps
  - 66. US Fish and Wildlife Department
  - 68. Bureau of Land Management
  - 69. Colorado Building of Investigations
  - 70. US Social Security Administration
  - 72. Mesa County Workforce Center and Department of Human Services
  - 81. US Post Office
  - 86. Colorado Department of Transportation Facility
- Police and Fire

  - 7. Grand Junction Fire Station 5
  - 21. Grand Junction Fire Station 3
  - 27. Mesa County Sheriff's Office and District Court
  - 34. Grand Junction Police and Fire Department
  - 35. Mesa County Criminal Justice Department and Sheriff's Office
  - 37. Youth Corrections Division
  - 53. Grand Junction Fire Station 4
  - 64. Grand Junction Fire Station 2
  - 82. Clifton Fire Protection
- Hospital/Medical

  - 6. Canyon View Urgent Care
  - 23. St. Mary's Hospital
  - 42. Community Hospital
  - 45. Grand Junction VA Medical Center
  - 62. Colorado West Psychiatric Hospital

- School

  - 4. Appleton Elementary
  - 8. Redlands Middle School
  - 9. Broadway Elementary
  - 10. Wingate Elementary
  - 11. Scenic Elementary
  - 12. Mesa Valley School
  - 13. Juniper Ridge Community School
  - 14. Caprock Academy
  - 20. Basil T. Knight Center
  - 22. Pomona Elementary
  - 24. West Middle School
  - 26. Dual Immersion Academy
  - 38. Chipeta Elementary
  - 39. East Middle School
  - 40. Grand Junction High School
  - 41. Tope Elementary
  - 44. Orchard Avenue Elementary
  - 46. Grand River Academy
- 47. R-5 High School
  - 48. New Emerson Elementary
  - 49. Orchard Mesa Middle School
  - 50. Dos Rios Elementary
  - 54. Lincoln Orchard Mesa Elementary
  - 56. Mesa View Elementary
  - 63. Nisley Elementary
  - 65. Independence Academy
  - 71. Bookcliff Middle School
  - 73. Fruitvale Elementary
  - 74. Pear Park Elementary
  - 75. Thunder Mountain Elementary
  - 76. Grand Mesa Middle School
  - 77. Central High School
  - 78. Chatfield Elementary
  - 80. Rocky Mountain Elementary
  - 83. Clifton Elementary

- College/University

  - 16. Western Community College
  - 17. Colorado Mesa University Archuleta Engineering Center
  - 43. Colorado Mesa University (CMU)
  - 67. IntellTec College
  - 84. CMU Linework Training Facility
- Utility

  - 1. Grand Valley Power
  - 2. Ute Water Conservancy
  - 3. Persigo Waste Water Treatment Plant
  - 18. Xcel Energy
  - 25. Grand Junction Public Works
  - 51. Grand Junction Water Treatment Facility
  - 79. Clifton Sewer Treatment Facility

Water Utilities

City of Grand Junction Water

The City of Grand Junction Utilities Department is responsible for delivering high-quality potable water to the City of Grand Junction and Kannah Creek service areas as well as irrigation water to the Ridges Irrigation District. About 28,000 consumers are served by City Utilities. The rest of the incorporated portions of the City are served by the Ute Water Conservancy District and the Clifton Water District.

The primary source of water for the City is the Kannah Creek watershed on the Grand Mesa. The City operates 19 reservoirs on the Grand Mesa and conveys raw water to the City's water treatment plant via two twenty-mile long flowlines. The City's water treatment plant (WTP) has a capacity of 16 million gallons per day (MGD).

Ute Water Conservancy District

The Ute Water Conservancy District was established in 1956 to supply domestic water service to the rural areas of the Grand Valley under the Water Conservancy Act of Colorado. The service boundaries encompass approximately 260 square miles within Mesa County, starting in Cameo, CO and ending near the Colorado-Utah Stateline.

The service area includes the areas in and around the City of Grand Junction, Town of Fruita, Town of Palisade, and the unincorporated areas of Clifton, Loma, and Mack. The District supplies domestic water through nearly 900 miles of distribution lines to over 80,000 consumers. The primary source of supply for the District is the Jerry Creek Reservoirs (No. 1 and 2) with a combined capacity of 8,623 AF.

The raw water from the Jerry Creek Reservoirs is delivered to the District's WTP via an 18.2 mile long, 48-inch diameter Plateau Creek Pipeline. The Pipeline has a capacity to deliver 40.3 MGD, or 62.2 cubic feet per second (CFS), from the Jerry Creek Reservoirs.

In addition to the Plateau Creek Pipeline, diversions can also be made from the Colorado River through the Rapid Creek Pumping Pipeline that has a capacity of 12 CFS and a decreed water right of 15 CFS.

In 1976 and again in 1985, the WTP was expanded to meet the growing demand for domestic water. The WTP has undergone a \$35 million dollar expansion that included installation of four new filters. The present WTP capacity is 28.8 MGD with treated storage of approximately 16 million gallons of water.

Clifton Water District

The Clifton Water District provides water service to over 13,700 residential and commercial units on the east side of Grand Junction in the Clifton area. The Clifton Water District was established in 1951, and construction of the system began in 1957 for 321 service connections. By the end of 2012, the District was serving 11,088 active taps that service 13,700 residential and commercial units. Single-family, multiple family and trailer park units comprise 97 percent of the District's accounts. The remaining three percent of the District's accounts are commercial uses such as retail stores, gas stations and restaurants.

The Clifton Water District Service Area encompasses approximately 10,720 acres and is bounded by 30 Road on the west, I-70 on the north, 34 ½ Road on the east and the Colorado River on the south. The District also serves some residents south of the Colorado River and the Whitewater area.

During the late 1970s, a new WTP was constructed with the help of the City of Grand Junction. The plant's initial capacity was 8.0 MGD but was expanded in 1982 to a 12.0 MGD capacity. The source of raw water for the new treatment plant was the Colorado River. In 2005, the WTP was upgraded with a new pretreatment settling system with plans to enhance the operations by constructing new filters and additional settling ponds in the future when growth warrants the expansion. Clifton currently has 10 mg of potable storage in six storage tanks.

WHAT DOES THIS MEAN?

City of Grand Junction Water

No future expansion of the water treatment facilities or distribution lines is currently planned, though an aggressive capital plan is in place to replace aging infrastructure.

The City contracted with DiNatale Water Consultants to develop a hydrologic model that could determine the firm yield – the amount of water that can be delivered through a critical drought period while maintaining at least approximately one year's supply in storage.

Deducting the Kannah Creek WTP, non-potable use, and treatment and distribution losses, the firm yield of water delivered to customer taps is between 4,960 AF and 5,400 AF per year (1,600 to 1,750 million gallons).

Ute Water Conservancy

Ute currently has approximately 1,450 miles of distribution pipelines and serves 29,484 residential and commercial taps with an estimated population of about 79,600.

No new facilities are planned for the foreseeable future.

The District is currently undergoing a raw water supply study to determine its needs and potential sources for raw water through 2045.

Clifton Water District

The Clifton WTP was upgraded in 2005 and plans to enhance and increase the filtration capacity.

Additional plans for future upgrades have been put on hold pending population growth and funding availability.

Future Water Demand

City of Grand Junction Water

Because the City of Grand Junction water service area is surrounded by other water providers, growth has occurred at an annual rate of 0.70 percent between 2004 and 2008 with new taps of only 335 taps for the time period. The table below shows the projected water demand for the City through 2025. Water demand was projected to increase at a 0.70 percent rate between the years 2010 and 2025. Projected water demand was calculated using projected population multiplied by 110 gallons per capita per day (GPCD) then calculated at an annual value and converted to million gallons.

Ute Water Conservancy District

Projected water demand for the Ute Water Conservancy District was based on the population study conducted by HDR/HLB Decision Economics Inc. The table below shows the projected water demand for Ute Water Conservancy District through 2025.

Clifton Water District

The projected future water demand for the Clifton Water District was based on the number of water taps and the water demand for the years 2004-2010, which increased for that time period by approximately 11 percent or an annual average of 2.25 percent. The per capita water demand for the residential sector averaged 85 gallons per day for that same time. The table below shows the projected water demand for the Clifton Water District through 2025.

Water Conservation

The current water conservation activities include the Drought Response Information Project (DRIP), the Annual Children's Water Festival, low water use landscape projects, leak detection programs, and increasing block rate structures.

The City, Ute, and Clifton have taken proactive positions on water issues and view water conservation as not only necessary for the future but also responsible management of its water resource. The entities came together to develop the 2012 Regional Water Conservation Plan (WCP) for the Grand Valley and identified goals and objectives to be achieved through the implementation of measures and programs outlined in this WCP.

City of Grand Junction Estimated Water Demand in Year 2025 (values in million gallons)	
Population	30,157
Residential Demand	1,222
Commercial/Industrial Demand	651
Projected Unbilled Water	187
Projected Total Water Demand	2,060
Source: Grand Valley Regional Water Conservation Plan	

Ute Water Conservancy District Estimated Water Demand in Year 2025 (values in million gallons)	
Population	124,014
Residential Demand	3,387
Commercial/Industrial Demand	834
Projected Unbilled Water	253
Projected Total Water Demand	4,474
Source: Grand Valley Regional Water Conservation Plan	

Clifton Water District Estimated Water Demand in Year 2025 (values in million gallons)	
Population	44,252
Residential Demand	1,390
Commercial/Industrial Demand	92
Projected Unbilled Water	221
Projected Total Water Demand	1,703
Source: Grand Valley Regional Water Conservation Plan	

WHAT DOES THIS MEAN?

Water Conservation

Water education and usage, and preserving it as a limited natural resource, is critical to the future of Grand Junction. The City and the districts recognize the need to protect water rights and be good stewards.

Educational programming has been critical, and even with growth, water consumption per capita is going down, keeping the total consumption relative flat.

Water providers have indicated sufficient water resources for growth for the Comprehensive Plan planning horizon.

Water conservation continues to be a priority for all three water providers serving the Plan area, and for the public.

Water conservation continues to be a priority for all districts. The 2012 Water Conservation Plan co-developed by the City, Ute, and Clifton is slated for update in 2019.



## Wastewater

### City of Grand Junction Sanitary Sewer

The goal of the Persigo Sewer System Intergovernmental Agreement between the County and the City is to make available connection to the sewer system to all properties within the 201 service area. The Persigo sewer system encompasses over 500 miles of sanitary sewer system, 30 lift stations, and a 12.5 million gallons per day capacity wastewater treatment plant. In the third paragraph, mention that there are currently over 1,500 septic tanks within the 201 service area.

The planning area boundaries are the 201 Planning Area Boundary which includes the City, and portions of Mesa County outside of the City limits. Although the Persigo Wastewater Treatment Plant does not serve the entire Persigo Boundary at this time, in the future, it is expected that service will continue to expand as annexation and growth continues. Clifton and Whitewater are not expected to be incorporated into the City's collection and treatment system. Further examination of the Persigo Boundary is conducted in the Growth Area Analysis section.

### Future Service Area

As part of the 2010 Comprehensive Plan planning process, the Comprehensive Wastewater Basin Study Update included analysis of future service area. Future growth is expected to include redevelopment of the downtown area, north of the City toward J Road and along the eastern peripheries of the existing Orchard Mesa boundary. A future service area boundary was identified. Existing basin boundaries were modified into future basin boundaries by extending boundaries to the future service area limits. In addition, four new basins were created: two to incorporate the area north of the existing 201 Boundary, a new pumped area in Orchard Mesa, and the area north of the Airport.

### Clifton Sanitation District

The Clifton Sanitation District was formed by an election in 1967 for the purpose of providing a sanitary sewage system, including collection lines and sewage treatment facilities to serve the residents of the sanitation district. The Clifton Sanitation District service area encompasses an area bounded by approximately 31 Road on the west, I-70 on the north, 33 Road on the east and the Colorado River on the south. The District also serves some residents south of the Colorado River and the Whitewater area.

## Drainage

### Grand Valley Drainage District

The Grand Valley Drainage District (GVDD) drainage system consists of over 258 miles of open and piped ditches throughout Mesa County. The GVDD service area includes the lands from Palisade to Loma on the North side of the Colorado River.

### 521 Drainage Authority

The 521 Drainage Authority is an independent authority made up of representatives from the City of Grand Junction, the City of Fruita, the Town of Palisade, Mesa County, and the Grand Valley Drainage District. The Authority's goal is to solve stormwater problems by managing stormwater runoff and implementing remedial and capital projects that are needed to maintain and upgrade the stormwater infrastructure. The Authority is funded by contributions from the municipalities, the County, and the GVDD, and from construction permit fees for projects that disturb one acre or more.

## Electric and Gas

Xcel Energy provides natural gas services to the City of Grand Junction, as well as to a significant portion of the rest of Colorado. They also provide electricity to most of the City. Grand Valley Power provides electricity to areas of the City that Xcel does not serve. The company also provides these services in seven other states and has stated a commitment to renewable energy sources. Community outreach has revealed a desire from the public for solar energy options, and Xcel offers three solar-related renewable energy programs in the State of Colorado for its customers.

### WHAT DOES THIS MEAN?

#### Wastewater

While current facilities are adequate, increasing density impacts sewer collection, and continued development may necessitate the expansion of the various wastewater treatment plants.

#### Grand Valley Drainage District

Drainage challenges arise as denser development occurs in Grand Junction. When drainage infrastructure transitions from rural to urban runoff is more likely to increase. Piping the system is the ideal solution but is often cost prohibitive for the District to undertake.

#### 521 Drainage Authority






Stormwater runoff problems are exacerbated by construction projects. The approach to managing runoff in part by collecting permit fees is an effective model to help mitigate these effects. Increased flooding events in certain areas may indicate a need for new capital projects to create a valleywide stormwater drainage system.



#### Electric and Gas

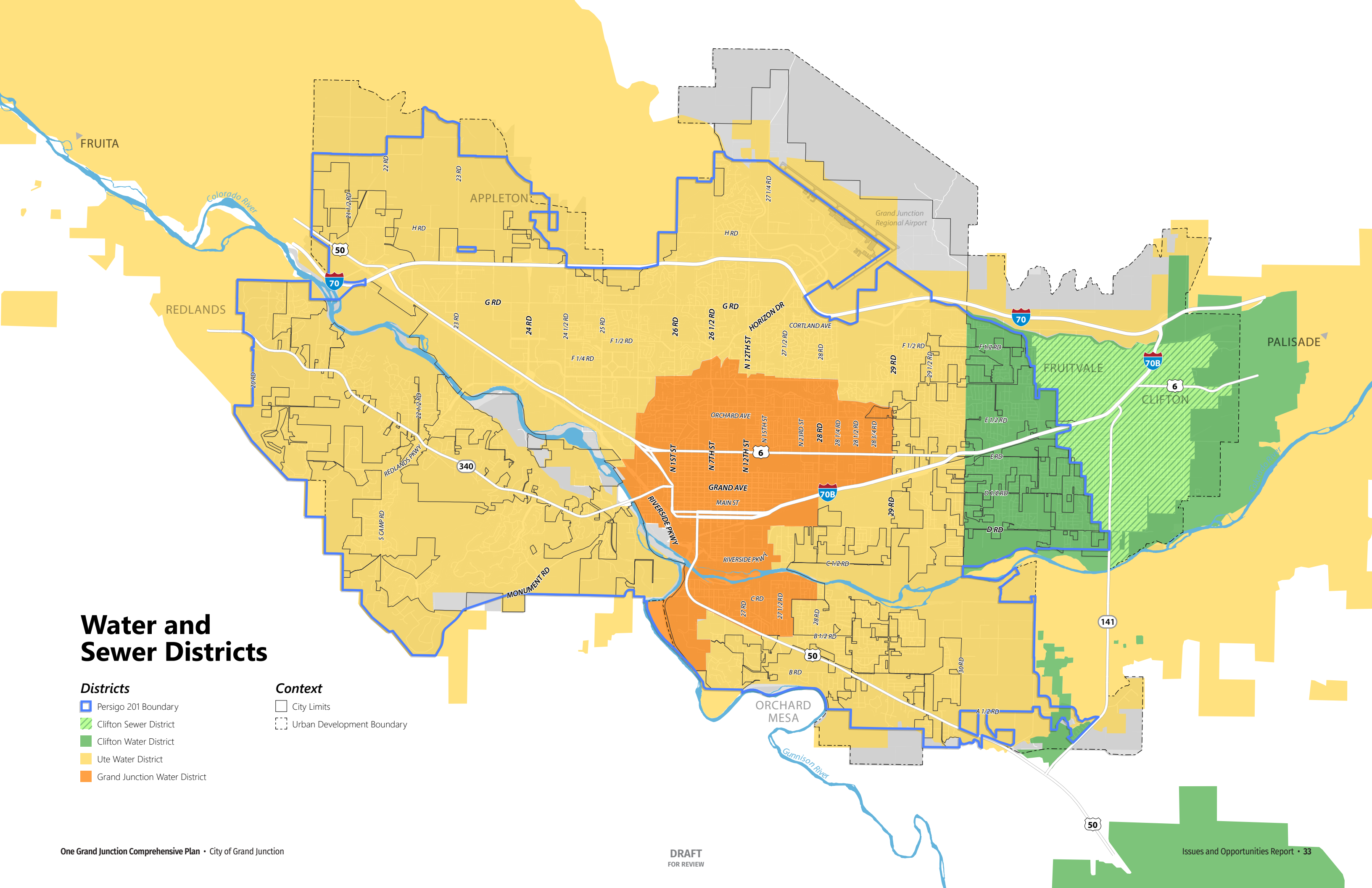
The expressed desire from the community for more solar energy options creates an opportunity for a partnership between the City and Excel Energy to create education initiatives about existing programs.

State legislation mandating a percentage of renewables be used provides an opportunity to explore alternate energy sources in and around the City.

# Water and Sewer Districts

- Districts**
-  Persigo 201 Boundary
  -  Clifton Sewer District
  -  Clifton Water District
  -  Ute Water District
  -  Grand Junction Water District

- Context**
-  City Limits
  -  Urban Development Boundary







## CHAPTER 7

# TRANSPORTATION & MOBILITY

The transportation and mobility section of the IOR is based on information provided by the City of Grand Junction, feedback from community outreach, fieldwork, surveys, inventories, and analyses of past plans, studies, and policy initiatives.

### Existing Street System

The City of Grand Junction's roadway network is the primary transportation infrastructure carrying travelers to and throughout the community, and several corridors are essential to the daily function of the City.

Interstate 70 (I-70) is the regional east/west freeway through Colorado which runs along the north side of the City. The City features four interchanges on I-70 which play an important role in accessing the community and providing access to the region. Two interchanges are specifically provided at the I-70 Business Loop on both the east and west sides of the City. Interchanges are also provided at Horizon Drive and 24 Road.

US 6, known as North Avenue in the City, is a primary east-west arterial for the City and the larger region. US 50 runs northwest to southeast through the City but also acts as east-west arterial for the larger region. The I-70 Business Loop (I-70B) is another vital east-west arterial for the City and plays a central role in accessing downtown Grand Junction.

Other important north-south routes include 32 Road, 29 Road, 26 Road (1st Street), 24 Road, North 12th Street, 7th Street (Horizon) and Redlands Parkway. Other important east-west routes include H Road, Patterson Road, Riverside Parkway, and South Broadway. South Broadway is designated State Highway 340 (SH 340) and provides access to Fruita to the northwest. 32 Road is designated State Highway 141 (SH 141) and connects into US 50 to the south of the City.

### Jurisdiction

Depending on location, public roadways within the City of Grand Junction fall under the purview of the City, Mesa County, or the Colorado Department of Transportation (CDOT), and infrastructure projects involving these roads require close coordination among agencies. The City's design and management influence on I-70, I-70B, US 50, US 6, and SH 340 is limited by the policies, requirements, regulations, and recommendations established by the State. The City owns and maintains most roadways within city limits, and Mesa County owns and maintains most roadways outside of city limits; however, there are certain maintenance agreements in place around some of the roadways that do not fit into these two ownerships.

### Functional Classification

All streets within the City of Grand Junction are classified according to a hierarchical system based on elements such as the number of travel lanes, traffic volumes, level of access, and mobility. City roadways are divided into functional classifications including principal arterial, minor arterial, major collector, minor collector, local street, and unclassified, each relating to street function. Lower order streets function primarily as access to individual lots, and higher order streets function primarily for the purpose of mobility and expeditious movement of people and goods.

### Transportation Engineering Design Standards (TEDS)

Title 29 of the Municipal Code contains the City's Transportation Engineering and Design Standards, including design criteria for the functional roadway classifications. The standards predesign guidance to each classification of street, as well as bike and pedestrian facilities, street lighting, alleys, and geometry, among other standards. The TEDS outline design exceptions and iterates a design hierarchy for roads containing specification not addressed by City standards.

### Access Control Plans

CDOT creates specific Access Control Plans (ACPs) implemented through intergovernmental agreement with Mesa County and/or Grand Junction for the State Highway system. The plans affects driveways, street intersections and signalization spacing on these roads.

### Connectivity

The Circulation Plan shows that the City of Grand Junction has a comprehensive transportation plan that will provide a network with good access to all parts of the community when fully implemented.

According to the Circulation Plan, there have been more than fifty changes to the Street Plan Map since adoption by City Council and Mesa County in 2010. These revisions are incorporated into the map and are the result of new development or improved traffic data. Some of the more significant proposed connections include the following:

- New diamond interchange at I-70 and 29 Road
- Airport frontage road between H Road and 29 Road
- Upgrade River Road from Major Collector to Minor Arterial (25 Road Ramp to 22 Road)

The Street Plan Map shows a planned bypass to the north of I-70 and the Grand Junction Motor Speedway. The bypass would extend from the I-70B interchange to the planned 29 Road interchange, but implementation could be difficult and expensive due to the existing topography and property acquisition.

The Circulation Plan further states that new subdivisions should provide connections to active transportation corridors.

### Bike and Pedestrian Facilities

#### Active Transportation Corridors

The Circulation Plan established the Active Transportation Corridor Map, designed to create a network of continuous, safe, and convenient connections for non-motorized transportation including bicycles, pedestrians, motorized wheelchairs, e-bikes where permitted by law, and more. While it may be used for recreation or to connect to the Colorado River and other trails, the Active Transportation Corridors were intended to provide a complete alternative network of non-motorized traffic routes. This included using existing streets and future trails along waterways, including canals, ditches, and drainages to connect neighborhoods, schools, parks, and other open space areas, as well as commercial and business districts. It further identified specific corridors will link important centers identified in the 2010 Comprehensive Plan's Future Land Use Map with neighborhoods and other attractions and local amenities.

The intent of the Active Transportation Corridors Map was that it could be used to support more detailed planning and implementation, including capital construction of sidewalks, bike lanes and trail infrastructure. Active Transportation Corridors can be improved during new development projects or through capital improvement projects and through the development of drainageways.

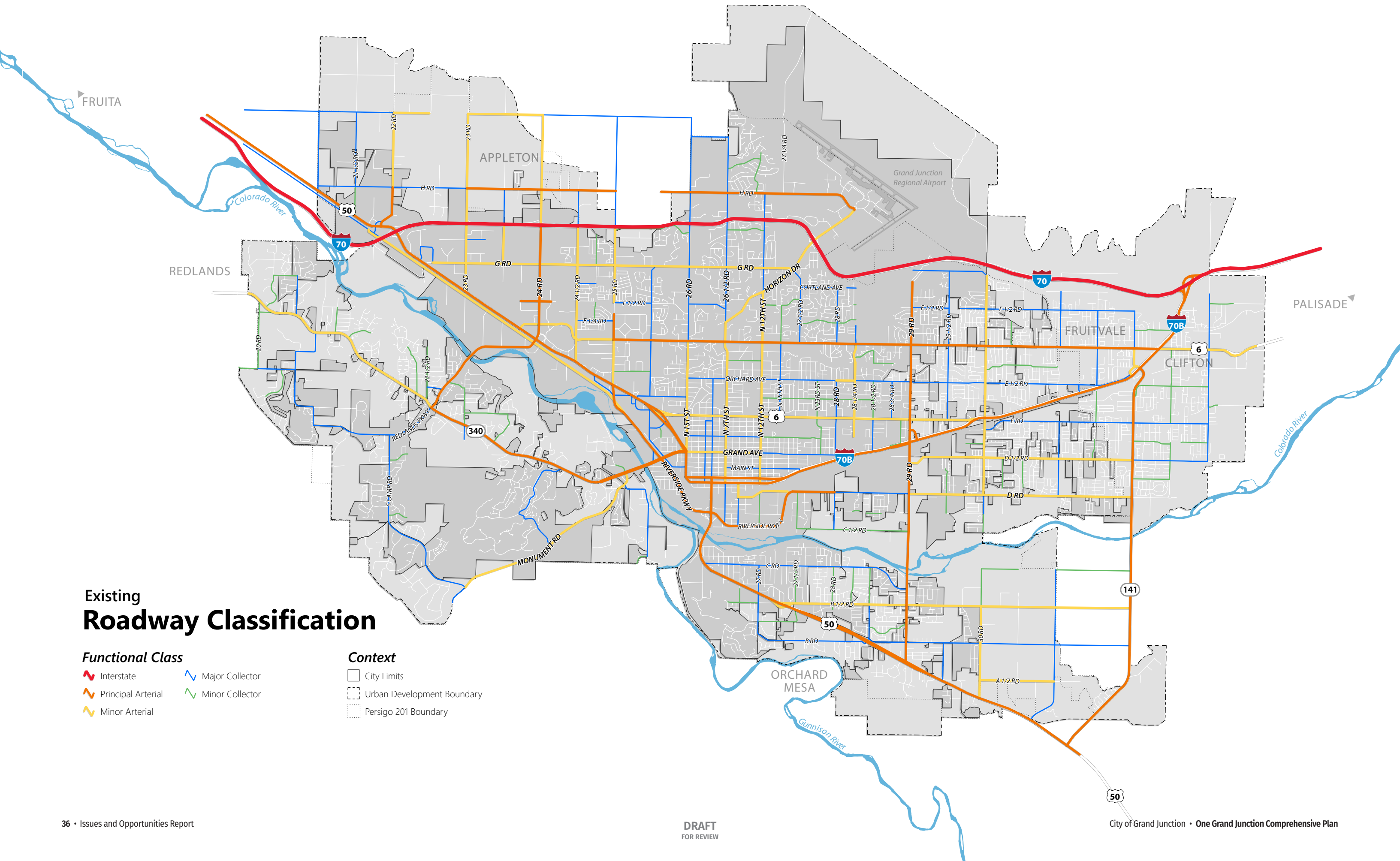
As property develops there may be opportunity situations where trails may be a desired amenity, but a route is not shown on the Map. For example, a new opportunity connection may be developed from an internal subdivision street to an outside collector or arterial street. Constructing these types of site and development-specific improvements will provide connectivity that helps the overall transportation system work.

### Complete Streets Policy

The City adopted a Complete Streets Policy in 2018 to develop a safe, efficient, and reliable travel network of streets, sidewalks, and urban trails throughout the City of Grand Junction to equitably serve all users and all modes of transportation. The policy establishes complete streets principles and context sensitive design standards and approach to all construction and reconstruction of the City's transportation system.

### Bicycle and Walk Friendly Community Designations

As identified in the City's Strategic Plan Directive, Planning and Infrastructure, two goals of the City were to increase the City's designation as a Bronze Bicycle Friendly Community and to apply for designation as a Walk Friendly Community. These are nationally recognized designations through The League of American Bicyclists and Walk Friendly Communities that use a set of metrics to measure the "friendliness" of the City's programs, infrastructure and other items and to evaluate and rank the City. The Bicycle Friendly Community Report Card provided the ratings the City received compared to Silver communities, as well as recommendations to reach the next level. The Report Card for the Walk Friendly Community recognized several programs and initiatives the City already does very well and provided recommendations about areas where more work is needed in order to achieve a designation. The recommendations also provided good examples of programs in other communities as inspiration and ideas and identified areas for improvement.



Existing  
Roadway Classification

Functional Class

- Interstate
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

Context

- City Limits
- Urban Development Boundary
- Persigo 201 Boundary



## Facilities

- ## Context

- One Grand Junction Comprehensive Plan • City of Grand Junction

Issues and Opportunities Report • 37





## WHAT HAVE WE HEARD?

**Improved transportation, multimodal facilities, and connectivity have been articulated as a key to the future of the City**

Participants have frequently communicated a desire for more bikeways and safe connectivity for pedestrians, with specific bikeways, sidewalk repairs, traffic calming, and gap improvements identified. Connectivity of road networks throughout Grand Junction has been identified as an area of importance.

### Intersection and access concerns

Using map.social, participants have mapped location-based comments identifying intersection and access concerns related to bike infrastructure, traffic management, traffic circles and roundabouts, and pedestrian facilities. From a traffic circle to improve flow and safety at Grand Avenue and First Street, to bike lanes desired on North Avenue from 12th Street to 29 Road, to a desire for pedestrian safety improvements at 24 1/2 Road and Patterson Road, these specific desired improvements and others will help inform the transportation section for One Grand Junction.

### Traffic calming concerns

Traffic and traffic-calming measures were regularly mentioned by residents, with many stating that streets, sidewalks, and roundabouts need improved safety measures.

## WHAT DOES THIS MEAN?

**Bike and pedestrian multi-modal improvements are a vital network in the City**

The bike and pedestrian system in Grand Junction is comprehensive and extends into all areas of the community, but further expansion is desired. The recently designated Active Transportation Corridors augment the network and provide a framework for future improvements and recommendations. Bicycle facilities consist of on-street bicycle lanes, off-street multi-use paths and trails, and posted bicycle routes. Pedestrians make use of the paths and trails as well as the sidewalks that are generally located along one side or both sides of most roadways.

### Connectivity concerns around accessing peripheral communities

Grand Junction is comprised of an assortment of rural, residential, commercial, and industrial neighborhoods. The existing transportation network should ensure residents are connected to essential services, neighborhood destinations, and employment centers, and the community is connected through a unified identity. As new areas are annexed and rural neighborhoods develop, connectivity is key to a cohesive Grand Junction.

## Parking in the Central Business District

The City of Grand Junction provides parking for its downtown patrons with over 1,000 meters, 180 time-limited parking spaces and the parking garage located in the 400 block of Rood Avenue. The parking garage has 448 parking spaces; 126 of those spaces are available for short-term/daily public parking, and the remaining spaces are being used for long-term leased parking. A few private parking lots also include metered parking.

The Downtown Parking Study was completed in 2016. Enforcement, at the time of the study, included a citation officer, police department and courts enforce parking violations, and a schedule for enforcement, including times of day and holidays. The study concluded that there is enough public parking if managed for both short-term and long-term users, that the system can accommodate moderate projected growth, and that the system might be impacted if future development displaces public lots.



### Parking in the Central Business District

- Public Parking Garage
- Public Parking Lot
- Street Parking - Angled
- Street Parking - Parallel
- Private Parking

## Public Transportation

### Grand Valley Transit

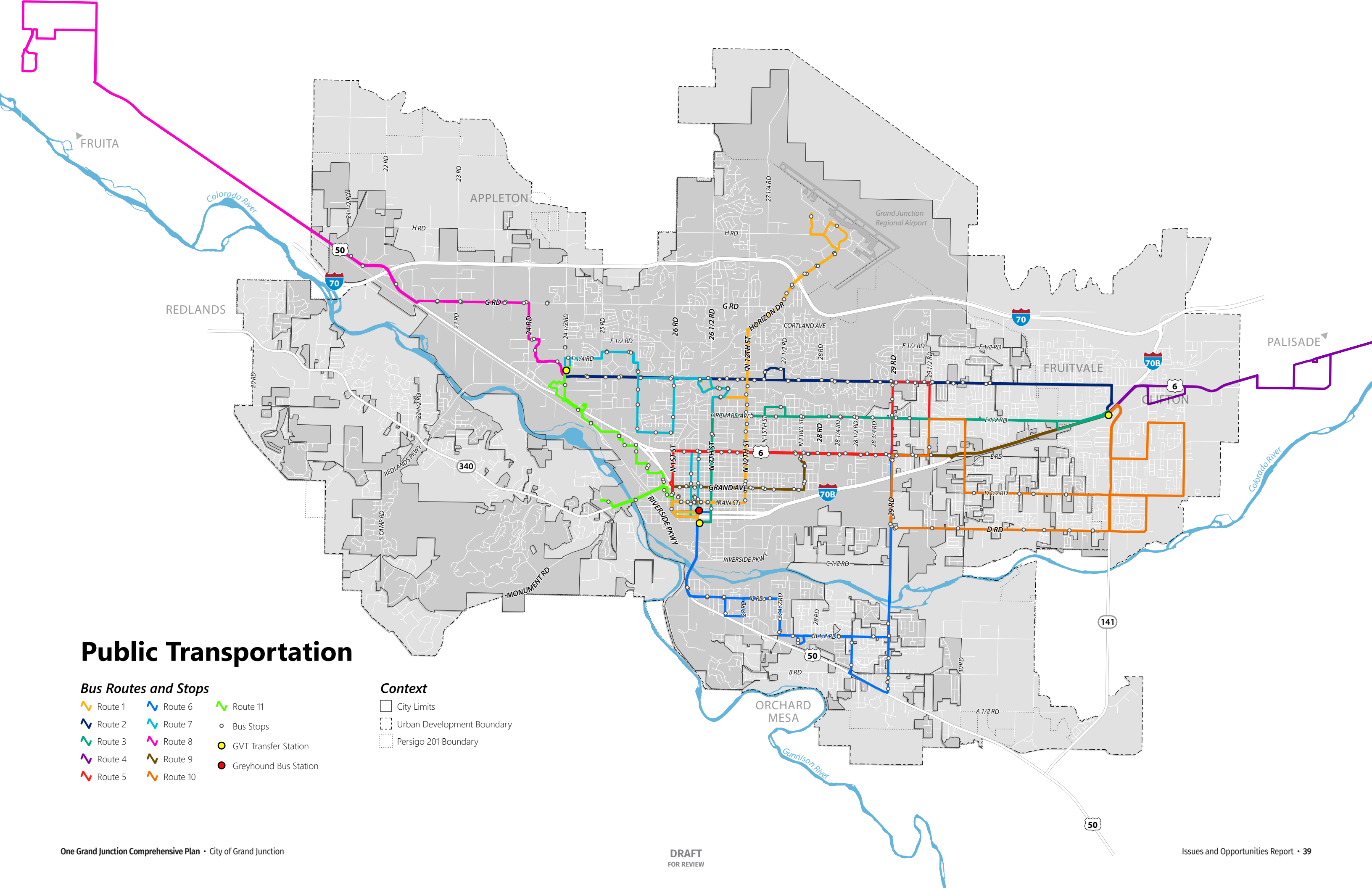
Grand Valley Transit (GVT) operates a bus system, which includes fixed-route service, dial-a-ride service and paratransit service. GVT serves the urbanized areas of Mesa County, which includes the City of Grand Junction, the City of Fruita, the Town of Palisade, and the unincorporated communities of Clifton, Redlands and Orchard Mesa. Grand Junction is also the regional hub for many surrounding smaller communities such as Montrose and Delta.

The Strategic Plan for Grand Valley Transit, completed in 2018, provided foundational direction to help inform the future of the transit system based on a variety of potential scenarios based on funding. The plan examined four growth scenarios, including maintaining the status quo, enhancing the existing network, service growth, and service reduction.

### Dash Local Shuttle

The Dash is a shuttle system created through a partnership with Downtown Grand Junction, Grand Valley Transit, the City of Grand Junction, Colorado Mesa University, Horizon Drive Business Improvement District, and the Grand Junction Regional Airport. The Dash provides free rides Thursday, Friday, and Saturday from 4:15 pm – 12:15 am, with stops between downtown and the airport.





# Public Transportation

## Bus Routes and Stops

- Route 1
- Route 2
- Route 3
- Route 4
- Route 5
- Route 6
- Route 7
- Route 8
- Route 9
- Route 10
- Route 11
- Bus Stops
- GVT Transfer Station
- Greyhound Bus Station

## Context

- City Limits
- Urban Development Boundary
- Persigo 201 Boundary





## WHAT HAVE WE HEARD?

### Expand public transportation

Outreach participants have expressed a desire for expanded public transit opportunities serving all areas of the City, especially between CMU and downtown.

### Access control plans

Opportunities exist to review the Access Control Plans and provide updated recommendations for access restrictions and/or closures as the City grows.

### Airport expansion

Outreach participants have asked to improve and expand the Grand Junction Regional Airport, increasing air travel access to the City and reducing the cost of air travel into Grand Junction.

### Truck routes

Opportunity exists for consolidated truck routes on 24 Road to remove truck traffic from I-70B and the downtown core to Riverside Parkway.

### I-70B Expansion

Community members have expressed concern around CDOT plans to widen I-70B to six lanes through downtown.

### Parking

To assess demand, there is an opportunity to examine downtown parking availability against the City's inventory of on-street and surface lot parking within the CBD area.

## WHAT DOES THIS MEAN?

### Grand Valley Transit provides a good transit network, but there may be room for expansion

The Grand Valley Transit bus network for the City may benefit from innovative improvements such as Dash, which can provide a model for expanding future service. A recent report showed increased ridership with the implementation of the Dash route, with expectations of further increase as Colorado Mesa University students return to classes. Grand Valley Transit's flexibility and willingness to partner with other entities, and to adjust service, shows adaptability that will serve Grand Junction transit ridership.

### Grand Junction Regional Airport

With nearly 250,000 people passing through the airport annually, the City has a great opportunity to capture tourist dollars and capitalize on the growing freight economy. As air travel and freight delivery continues to expand, special attention must be given to industrial areas surrounding the airport. While this area is often mentioned as prime for industrial development, airport expansion and new technologies (such as drone delivery) which may impact the long term viability of area should be considered.

## Regional Transportation

### Grand Junction Airport (GJT)

The Grand Junction Regional Airport is located on the north side of Grand Junction. The airport provides a safe operating environment for all classes of aircraft, including small general aviation aircraft, corporate business jets, and commercial service passenger aircraft.

The Grand Junction Regional Airport Master Plan Update was prepared in 2009. The plan for development of Grand Junction Regional Airport evolved from an analysis of many considerations. Among these were aviation demand forecasts and facility requirements; aircraft operational characteristics; construction phasing; environmental considerations; and the general direction of airport development prescribed by airport management. Forecasts were utilized as a basis for planning; however, facilities are only to be constructed to meet actual demand.

The Grand Junction Regional Airport Master Plan Update included an Airport Land Use Plan, which depicted existing and recommended use of all land within the ultimate airport property line and in the vicinity of the Airport, including the area contained in the future 65 day/night average sound level noise contour. The purpose of the on-airport portions of the Airport Land Use Plan is to provide airport management with a guide for leasing revenue-producing areas on the Airport. The off-airport portions of the Airport Land Use Plan provide guidance to local authorities for establishing appropriate land use zoning in the vicinity of the Airport.

The Proposed Planned Development (PD) Districts Plan was prepared in 2018, which depicted planned Non-Aeronautical/Commercial districts in proximity to the Airport.

### Enplanements and Deplanements

In 2018, GJT recorded 239,063 annual passenger enplanements and 248,662 annual passenger deplanements. Through July 2019, the airport has recorded 151,564 passenger enplanements (a 13.2 percent increase over 2018) and 166,091 passenger deplanements (a 15.7 percent increase over 2018).

### Bustang

Bustang is the interregional express bus service operated by CDOT. Bustang carries commuters and other travelers to and from Denver, Colorado Springs, Fort Collins, Glenwood Springs and more. The West Line includes a route from Denver to Grand Junction. The Bustang Outrider includes a route from Grand Junction to Durango. The bus stop location is at the Grand Junction Greyhound Station on 230 South 5th Street.

### Greyhound

The Greyhound operates out of Grand Junction Bus Station at 230 S 5th Street, providing regional and nationwide service out of Grand Junction.

### Amtrak

Grand Junction Station is a train station in the City that is served by Amtrak's California Zephyr, which runs a train once daily between Chicago and Emeryville, California, in the San Francisco Bay Area. The commuter rail shares the east-west UPRR line with the freight rail.

### Freight Rail Transportation

There are two railroad corridors within the City of Grand Junction, which are both owned and operated by the Union Pacific Railroad (UPRR). The first corridor runs east-west through the community and generally follows the I-70B alignment. The second corridor runs northwest-southeast east through the community and generally follows the Gunnison River. The two corridors converge to the southeast of the Grand Junction Station.

### Freight Truck Routing

The City has designated primary truck routes, or routes recommended for use by trucks that have no origin or destination within the Grand Junction and Mesa County urban area. Secondary truck routes include routes with an origin or destination within the urban area; trucks are requested to remain on these routes until reaching a point closest to their destination. These routes include I-70B, US 50, US 6, and SH 141. The Colorado State Patrol has designated the following State Highways as Hazardous Material Routes:

- I-70
- I-70B from SH 141 to I-70
- SH 141 from US 50 north to I-70B
- US 50 south of the north junction of SH 141

No other streets, roads, or highways within the Grand Junction/Mesa County urban area are designated as Hazardous Material Routes. Coordination can take place during the development review process for new uses and on an ongoing basis with existing truck traffic generators.



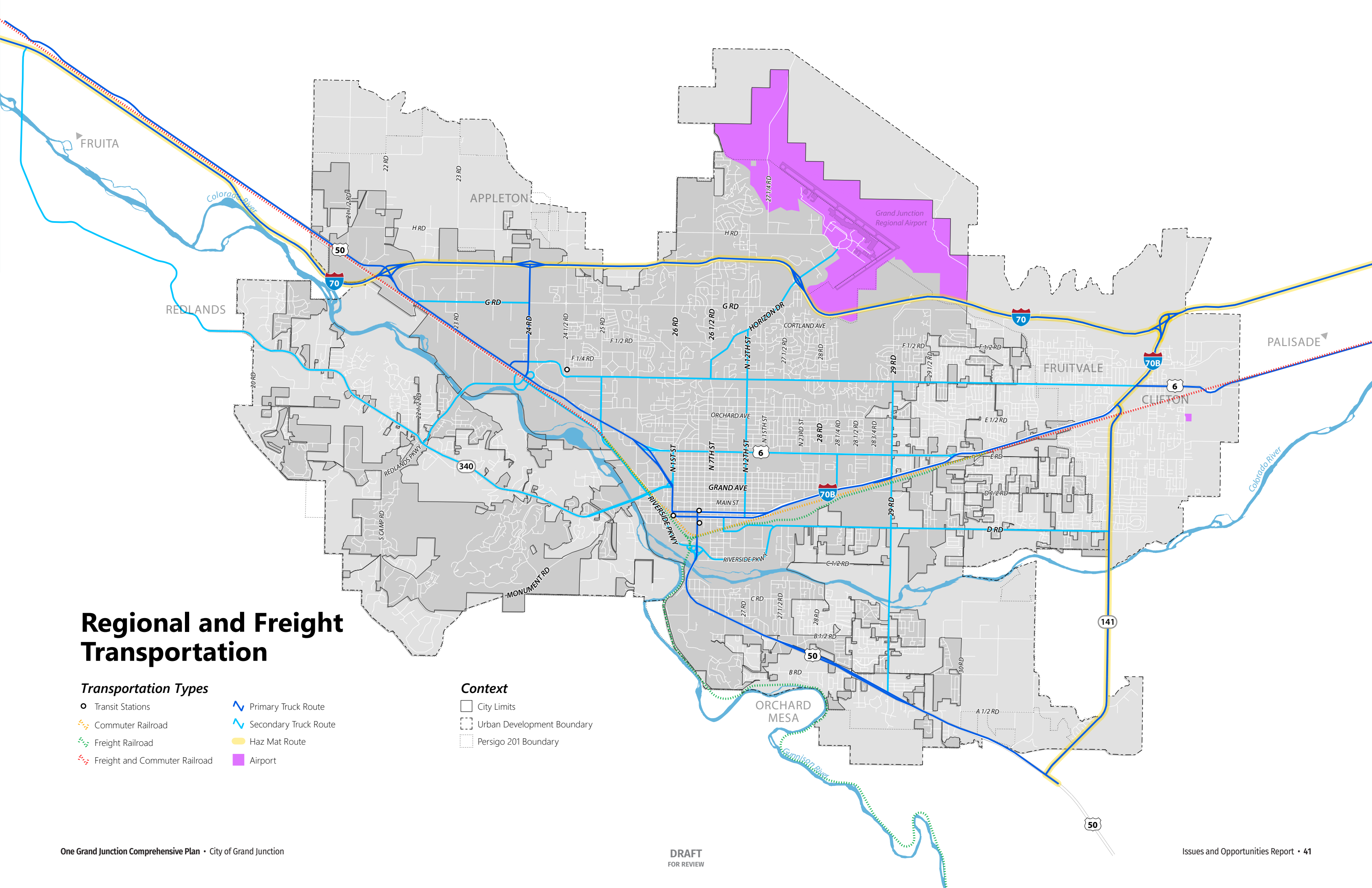
# Regional and Freight Transportation

## Transportation Types

- Transit Stations
- Commuter Railroad
- Freight Railroad
- Freight and Commuter Railroad
- Primary Truck Route
- Secondary Truck Route
- Haz Mat Route
- Airport

## Context

- City Limits
- Urban Development Boundary
- Persigo 201 Boundary







# CHAPTER 8

# PARKS, RECREATION & OPEN SPACE

## Parks and Recreation Facilities

The City maintains a total of 36 parks, five of which are still undeveloped or only partially developed. The Parks and Recreation Department offers a variety of recreation programs and activities for Grand Junction and Mesa County residents and visitors, maintaining a total of approximately 754 acres of land including in-development parks, banked future parks, and certain school properties. The Department also maintains 18 miles of trails. Open space on the outskirts of the City provides additional opportunity for outdoor recreation.

The City conducted a Park Inventory and Future Needs Assessment in 2017 which informs this section. Additional input was solicited from the Parks and Recreation Department using a Community Facilities questionnaire created as part of the planning process for **One Grand Junction**.

The City designated the following park classifications in the Park Inventory and Future Needs Assessment:

- Mini Parks are less than an acre in size and serve a quarter-mile radius in a residential neighborhood. Grand Junction has six mini parks.
- Small Neighborhood Parks range in size from one to five acres, these parks serve a half-mile radius in a residential neighborhood and provide more recreational amenities than the mini parks. Grand Junction has 12 small neighborhood parks.

- Large Neighborhood Parks provide mostly active recreational opportunities, and are destinations depending on the desired recreational activity of the park user. They generally serve a half-mile radius in a residential neighborhood. Burkey Park North and Burkey Park South are both undeveloped; Burkey Park North is currently authorized for sale.
- Special Purpose Parks vary in size, and they provide a specific purpose or use for the larger community. These include golf courses and trail heads. There are four special purpose parks in Grand Junction.
- Community Parks are those ranging in size between 10 and 20 acres, designed to serve the entire Grand Junction community and providing a variety of amenities.
- Regional Parks provide amenities for community and regional activities and events, and fill needs that the other park classifications do not. They provide facilities and large areas to host major events. The City has four regional parks; one (Matchett Park) is largely undeveloped, and Las Colonias Park is partly developed.

The Parks and Recreation Department also maintains intergovernmental agreements with School District 51 and Mesa County for joint use of certain school facilities including sports fields and playground equipment. In addition to the parks, the Department maintains two City cemeteries.

## Notable Regional Parks

For the purposes of the IOR, the following regional parks are noted for their role as an attraction and destination in Grand Junction. The Parks and Recreation Map displays each of the City's parks.

### Lincoln Park

Grand Junction's fourth-largest park encompasses 42 acres and is home to Suplizio Field, the annual location for the Junior College World Series, or JUCO, for more than 60 years. The Lincoln Park Sports Complex also includes Stocker Stadium football field, which surrounded by a quarter mile track. District 51 high schools and Colorado Mesa University share use of the Sports Complex.

Lincoln Park offers a nine-hole golf course with driving range, a horseshoe court, picnic shelters, playground equipment, an outdoor swimming pool, and lighted tennis courts.

### Canyon View Park

Canyon View Park encompasses 110 acres and provides shelters, grills, playground equipment, ponds, open space, restrooms, and trails. The park complex includes baseball and football fields, basketball courts, a dog park, handball court, horseshoe court, multi-use fields, softball fields, tennis courts, and sand volleyball.

### Las Colonias Park

Las Colonias Park a 130-acre area of land currently in development along the banks of the Colorado River. When complete, the park will create a unique outdoor environment for larger events with a regional draw. A native arboretum and the Western Colorado Botanical Gardens and Butterfly House are features of the park. Through a public/private partnership, the City is developing a Business Park at the east end of Las Colonias Park as a campus to attract outdoor recreation and tech related businesses, combined with public park amenities consistent with the Las Colonias Master Plan (2017).

The first phase of Las Colonias Park opened to the public in 2015 and includes a restroom and shelter, trail connections, riverfront access, and parking. The amphitheater opened in 2017, providing a unique riverfront venue one mile from downtown. It offers multifunctional opportunities for small, medium and large crowds against the backdrop of the Colorado River and adjacent to the Colorado Riverfront Trail.

### Matchett Park

Matchett Park is a 205-acre area of largely undeveloped land designated for a park at Patterson and 28 ¼ Road. It was acquired in 1996 and has remained undeveloped, with most of the property operated under a farm lease. The farm roads are currently used for walking, running, and biking.

Matchett Park has been identified as essential to satisfying a growing need for park space in the City and an essential north-central location for regional activities. The Matchett Park Master Plan, approved in 2014, received significant input into the process, with phases of development, infrastructure needs, and a recreation/community center identified. A measure to increase sales tax by 0.39 percent to fund the partial construction of Matchett Park as well as the community center was on the ballot in April of 2019 but did not pass, with approximately 55 percent of voters voting against the measure. While under developed, the park currently offers open space opportunities for walking, biking, hiking, and a disc golf course.

## WHAT HAVE WE HEARD?

### Identification of open space and recreational assets

Over 51 percent of respondents to the community survey conducted as part of the planning process identified the natural environment as the City's greatest strength. Several of the City's parks and local and regional natural recreation areas, trails, and trailheads were identified as assets on map.social. A high level of importance was also assigned to these assets during workshops.

### A desire for more parks and open space access

Across all forms of outreach, participants indicated a desire for more parks and open space with good distribution throughout the City. Participants identified the need for an increase in walking paths connecting parks for all users and improved trails providing connections to parks and to the Riverfront. The total acreage of park land under Parks and Recreation Department control is approximately 754 acres, including in-development and future parks or banked land. This accounts for just under three percent of the total municipal land area and of this acreage and approximately 233 acres are undeveloped.

### Reduce non-renewable energy dependency

Participants indicated that the City should continue to consider renewable energy sources and energy-efficient buildings and facilities operations.

## WHAT DOES THIS MEAN?

### Riverfront open space and access

The Riverfront is an important open space and environmental feature for the City. The Plan will seek to preserve and enhance this and other open spaces and environmental features, maintaining beauty in the community and protecting the natural landscape. Wherever feasible or desirable the plan will emphasize preservation of existing open space and environmental features.

### Park access and need

Municipal parks maintained by the Parks Department largely represent an area of strength for the City, as Grand Junction is well-served in terms of resident proximity to park facilities and recreation opportunities. Approximately 44 percent of homes in Grand Junction are within a 10 minute walk to a park (including in-development and banked future parks) and 70 percent are within 15 minute walk. Regional parks such as Lincoln Park and Las Colonias are designed to draw from a larger distance. However, certain facilities may be lacking. National Recreation and Park Association (NRPA) standards for service needs based on the City of Grand Junction's population indicate that the park system falls short in categories such as playgrounds, shelters and volleyball courts.

Undeserved areas can be the result of new growth prior to park development. Parks and Recreation programs are available to all city and unincorporated residents and have good public participation.

# Parks and Recreation

## Parks

### Mini Parks

- 10. Ridges Tot Lot
- 11. Hidden Valley Park
- 13. Autumn Ridge Park
- 23. Hillcrest Park
- 30. Williams Park
- 38. Desert Vista Park - open space
- 51. Cottonwood Meadows Park

### Small Neighborhood Parks

- 12. Duck Pond Park (Ridges)
- 15. Riverside Park
- 24. Honeycomb Park
- 27. Paradise Hills Park
- 28. Spring Valley Park I
- 29. Spring Valley Park II
- 32. Washington Park
- 33. Hawthorne Park
- 36. Whitman Park
- 37. Emerson Park
- 40. Duck Pond Park (Orchard Mesa)
- 43. Village Nine Park
- 44. Teardrop Park
- 54. Darla Jean Park

### Large Neighborhood Parks

- 2. Monument Valley Park
- 3. Wingate Park
- 8. Shadow Lake Park
- 9. Pineridge Park
- 18. West Lake Wildlife Area
- 21. Westlake Park (Partially Developed)
- 25. Horizon Park
- 42. Eagle Rime Park
- 43. Lynwood Park
- 48. Burkey Park South (Undeveloped)
- 49. Rocket Park
- 55. Burkey Park North (Undeveloped - Authorized for Sale)
- 57. Coronado Park
- 58. Kimwood Park

### Community Park

- 20. Sherwood Park
- 50. Columbine Park
- 56. Long Family Memorial Park

### Special Purpose Park

- 4. Redland Parkway
- 5. Blue Heron River Front
- 16. Riverfront Trailhead
- 17. Blue Heron Riverfront Trailhead
- 19. Lilac Park
- 41. Dixon Park
- 52. Grand Mesa Little League Park

### Regional Parks

- 6. Canyon View Park and Dog Park
- 31. Lincoln Park, Golf Course, Ralph Stocker Stadium, and Suplizio Field
- 39. Las Colonias Park, Botanical Gardens, and Amphitheater
- 53. Matchett Park (Undeveloped)

### Recreation Facility

- 14. The Camp
- 34. Senior Recreation Facility
- 35. Mesa County Parks Department
- 46. Mesa County Fairgrounds

### Golf Course

- 1. Tiara Rado Golf Course
- 7. Redlands Mesa Golf Course
- 26. Bookcliff Country Club
- 48. Chipeta Golf Course

### Context

- Trails, Paths, and Bike Lanes
- Public Lands
- Open Space
- Residential Areas
- Persigo 201 Boundary
- Urban Development Boundary
- City Limits

REDLANDS

APPLETON

FRUITVALE

CLIFTON

ORCHARD MESA



## Public Land and Areas of Natural Environment

Mesa County is comprised of 71 percent publicly owned and maintained land, allowing Grand Junction and the surrounding municipalities and unincorporated communities an abundance of outdoor recreation activities, including hiking, mountain biking, camping, cross country skiing, downhill skiing, fishing, boating, snowmobiling, snowshoeing, and horseback riding, amongst others. The following list includes many of the public outdoor recreation designations in proximity to Grand Junction:

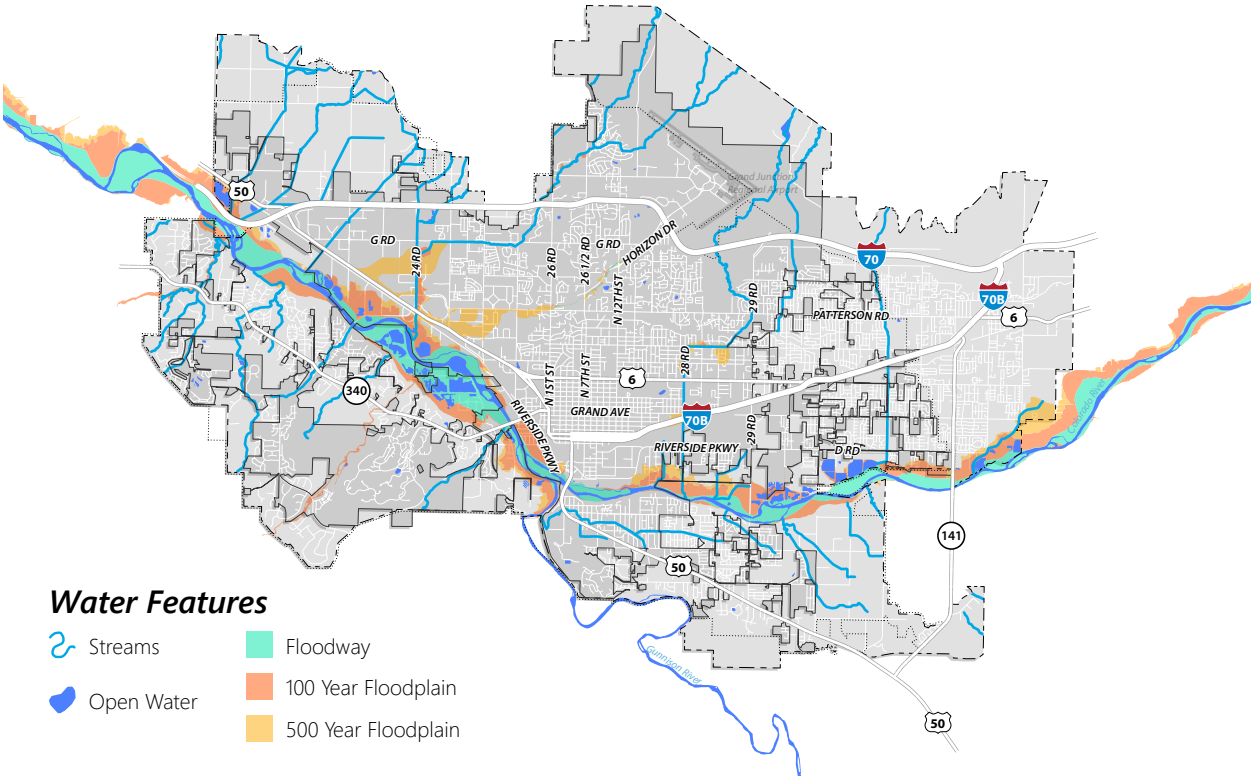
- Bureau of Land Management lands
- United States Forest Service lands
- Colorado National Monument
- McInnis Canyons National Conservation Area
- Grand Mesa National Forest
- White River National Forest
- Dominguez Canyon Wilderness
- Highline State Park
- James M. Robb – Colorado River State Park System
- Vega State Park
- Kokopelli Trail
- Old Spanish National Historic Trail

## Water Features

The Colorado River is Grand Junction's waterfront, with numerous access points including James M. Robb Colorado River State Park. The river is a vital source for water for a large proportion of the American southwest. Also, in Grand Junction, the river and Connected Lakes State Park provide residents and tourists with access to open space and rafting and paddling opportunities. A riverfront trail system travels along portions of the river and is planned to extend fully from Fruita to Palisade. The Gunnison River provides similar opportunities to the south of the City in the Orchard Mesa area. The Colorado River Fishery Project, Grand Junction was established in 1979 to conduct research and management activities to benefit four endangered fish species in the upper Colorado River Basin.

## Floodways and Floodplains

Floodways and floodplains are mapped indicating areas of development constraint. In Grand Junction large portions of floodway and floodplain areas adjacent the Colorado River are given to open space and parks. Industrial use areas, including gravel and sand operations, outdoor storage and truck parking, and storage facilities are concentrated in the northwest part of the City between US 50 and the River. The Riverside neighborhood is in the 100-year floodplain. A concentration of industrial and utility uses lies near the intersection of US 50 and I-70B with some encroachment in the floodplain, but other areas along the river in the floodplain remain open space.



## WHAT HAVE WE HEARD?

### Habitat protection

Participants indicated a desire to protect and conserve wildlife habitat and habitat of endangered species.

### New neighborhood and regional parks are desired, as is a community center

Referred Measure 2D resulted in a passing vote to sell the undeveloped Burkey Park North property for fair market value, which would decrease available future park space. However, a resulting opportunity may be creation of a new funding source for development of the regional Matchett Park.

### Park improvements

The Parks and Recreation Department has indicated that opportunities exist to better embrace the desert climate with native, water-wise plant materials by converting areas from turf to native plantings. Additionally, they have indicated many planned improvements, including Orchard Mesa and Lincoln Park pool renovations, the tennis court complex, the pickleball courts, Suplizio Field bleacher renovations and outfield replacement, new stadium lighting, and running track replacement. While these improvements fill some of the desires of the community, some of these improvements such as the Orchard Mesa pool improvements are affected by the funding Referred Measure 2C which did not pass.

### Pollution, air and water quality

Air quality and emissions were frequently mentioned, and better water management was a common concern. Control noise and light pollution from development and industry, such as by getting certified as an International Dark Sky Community.

## WHAT DOES THIS MEAN?

### Public land and areas of natural environment

The area surrounding Grand Junction provides extensive natural areas with many opportunities for outdoor recreation. Environmental features, the outdoors, and the natural environment are consistently identified as primary advantages to living in Grand Junction and maintaining and enhancing those features is a critical component for the Plan.

### Sustainability and resiliency

One Grand Junction will examine best practices and policies that serve to promote municipal and community sustainability and resiliency. The outreach process has indicated that the community has a desire to preserve, improve, and expand its commitment to sustainability and environmental stewardship. The Plan will examine further ways the City may achieve new sustainability and resiliency goals.





# CHAPTER 9

# GROWTH AREA ANALYSIS

## Future Growth Areas

The City of Grand Junction plans for future growth with the Persigo 201 Service Boundary (the 201 Service Area, or 201) and the Urban Development Boundary (UDB). Growth is constrained and managed within these boundaries; further, it is constrained by cooperative planning agreements coordinating buffers between the Grand Junction and the municipalities of Fruita and Palisade.

## Grand Junction Municipal 3-Mile Plan

Under Colorado statutes, municipalities have the authority to execute annexations in the City's three-mile extraterritorial jurisdiction, or urban growth area and boundary. No annexation may take place that would extend the municipal boundary more than three miles in any direction in a single year. The state mandates that Colorado municipalities must plan in the growth area prior to annexation.

For Grand Junction, the 201 Service Area Boundary and the Urban Development Boundary currently guide planning in the three-mile area under this statute. The proposed character, extent and location of land uses and infrastructure preparation are outlined as part of the current Comprehensive Plan, allowing it to function as the City's required 3-mile plan since the 1998 Agreement. The City of Grand Junction Resolution No. 33-19 approved the 2019 Grand Junction Municipal 3-Mile Plan and Map as required annually by statute.

## Persigo Agreement and 201 Service Boundary (1998)

The City of Grand Junction maintains a unique agreement with Mesa County as a settlement to 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, which represents the extent to which the Persigo Wastewater Treatment Plant provides service or plans future service.

The Persigo Agreement specifies the following:

- The overriding goal of the County is to make available connection to the System to all properties within the 201 Service area and to participate jointly with the City to provide policy direction for operation and maintenance of the Persigo Wastewater System.
- The overriding goal of the City is that all new development shall occur within, and be annexed to, the City, and under the City's land use jurisdiction.
- The Master Plan (predecessor to the 2010 Comprehensive Plan) is the community's best effort to identify those areas of the Central Grand Valley that should be urbanized, and those that should not.

- Further stipulations included the following:
  - The City may continue to grow, in accordance with its Charter and applicable state law.
  - Within the 201, all annexable development must only occur within the City and under the City's jurisdiction.
  - The County shall continue to participate jointly with the City to provide policy direction for operation and maintenance of the Persigo Wastewater System.
  - The City and County will not allow growth inconsistent with Plans adopted by each entity or by the Planning Commissions of each; or existing zoning.
  - The City will continue to manage, operate and maintain the wastewater system.

Residential and non-residential annexable developments are extensively defined in the 1998 Persigo Agreement. Both types include any proposed development that would require a public hearing under the Mesa County Land Development Code as it was on April 1, 1998. For residential annexable development, this includes most residential dwelling types, as well as rooming houses, boarding houses, group homes, nursing homes, retirement homes, adult congregate living facilities, and hospices. Lodging, hospitals, and correctional facilities are not included. Nonresidential annexable development includes any new or significantly non-residential principal structures. Other criteria for both residential and nonresidential annexable developments are regulatory – including required zoning changes, changes to the future land use map, planned unit development requirements, changes in density or intensity, and more as defined by the Agreement.

A Persigo board comprised of County Commissioners and the Grand Junction City Council oversees implementation of the Agreement. The goals, stipulations, and community values outlined in the agreement mean it has effectively served as a land use planning tool, providing a definitive boundary for buildout and development. Often, municipalities negotiate annexation agreements based on development review, but Grand Junction must adhere to the terms of the Agreement – if a property is within the boundary and meets the criteria, it must be annexed.

## WHAT HAVE WE HEARD?

### Shrink or maintain the Persigo Boundary

Participants in the Visioning Workshop and other forms of outreach have indicated that the Persigo Boundary should be reduced, effectively promoting growth within the Boundary while discouraging growth beyond. Others have indicated the Boundary doesn't need shrinking provided that a new mechanism is developed to limit sprawl in the City periphery until whole neighborhoods are on board with new development, and only then should new development be considered in logical growth patterns.

### Connecting growth, infrastructure, and housing

When discussing the Persigo Boundary, many connected infrastructure development to housing, noting that housing should first be planned for those areas already served with roads, sewer, water and utilities.

### Open land in the growth boundaries

Grand Junction residents know that development opportunity exists on the City perimeter in the boundary areas in the form of open land, including agricultural areas and ranchlands. Participants voiced that these agricultural areas and ranchlands are an asset to the City and should be preserved, but development and annexation pressure indicates that there is some local and regional interest in expansion to these areas.

## WHAT DOES THIS MEAN?

### The Persigo Boundary dictates growth and infrastructure expansion

While the City is required under the Persigo Agreement to annex and authorize development within the Persigo Boundary, existing residents in these areas may be resistant to encroaching development and other changes that come with being part of the City. Developers, however, see opportunities – this is land with mandated City infrastructure and service connections. The future of the Persigo Agreement and Boundary will be a major issue, and recommendations formulated as part of the Plan will be critical to the long term growth of the City.

### Fiscal impacts of the Persigo Agreement

The mandated nature of the Persigo Agreement – if a property is within the boundary and meets the criteria, it must be annexed – is such that fiscal impacts can occur as a result of annexation. Certain annexations produce more in added costs than they generate in added revenue for the City. For example, properties at the periphery of the 201 Service Boundary may prove costly to the City if flagpole annexation is needed to accomplish the objectives of the agreement. This can result in a costly extension of sewer infrastructure along the right-of-way to serve the annexing property. Further study may be recommended around the fiscal impacts of annexation in the 201 Service Boundary as part of One Grand Junction.

### Infill development within the parameters of the Persigo Agreement

In outreach, many participants stated a desire for infill development before sprawl. To address this, the City may encourage infill development where appropriate to help modernize the housing stock and provide greater housing diversity. As the infill development occurs over time, slight increases in scale, form, and proportion may be preferred in the future to support greater density and bulk in the downtown. Development of vacant sites within the municipal boundary may also be prioritized over outward growth and development. If infill development is key to One Grand Junction going forward, the character of infill development should be context sensitive to consider the surrounding built form of the existing neighborhoods.

WHAT DOES THIS MEAN?

Development predictability and leapfrog annexation

While the Persigo Agreement and Boundary add predictability to development, the mandated nature of the annexations leave the City with little leverage to mandate growth. The result is a pattern of leapfrog development at the edges of the City and approval of developments at the low end of the density range indicated by the Blended Map. A change to the terms of the Persigo Agreement and Boundary, or to the Urban Development Boundary, could encourage infill development and limit outward growth and expansion.

Annexations put fiscal pressure on the City to maintain infrastructure

Annexations mandated by the Persigo Agreement must be served with City infrastructure, regardless of density. Low density developments result in increased City-maintained infrastructure (streets maintenance, utilities, and services) without the supporting tax base, potentially putting the City in the position of investing more in infrastructure than can be recouped long term.

Urban Development Boundary (2011)

The Persigo Agreement noted in 1998 that the what was then called the Urban Growth Boundary should be amended within one year of the agreement so that such boundaries and areas are identical.

The 2010 Comprehensive Plan, adopted by both the City and Mesa County, modified the Urban Development Boundary (UDB) and the 201 boundaries through the planning process, but these modifications were never formalized and made the same boundary by the Persigo Board in 2010, as the intergovernmental 1998 Persigo Agreement required. The Persigo Board is made up of the seven members of City Council and three members of the Board of County Commissioners.

A 2011 Mesa County memo outlined the Mesa County Board of Commissioners’ Guidelines for a boundary which largely parallels the 201 Service Area, known as the Urban Development Boundary. It deviates from the Persigo boundary by extending out further to the northwest in the Fruitvale and Clifton areas, and further into the area directly north of the Persigo Wastewater Plant itself. The Whitewater area along the Gunnison River near Highway 50 is included in the UDB, but not in the 201 Service Area. Mesa County guidelines dictate that the UDB does not supersede the 1998 Persigo Agreement, which continues to apply.

Grand Junction’s 2010 Comprehensive Plan states that areas within the UDB but outside the 201 can be proposed for development only after the other priority areas are significantly developed and only after water and sewer infrastructure is in place. In the interim, landowners, after reaching agreement with the City, may develop at lower densities that do not yet require water and sewer service, understanding that their development will potentially one day be located within Grand Junction City limits. As they develop lower densities, they must still demonstrate the ability to take advantage of future urban densities.

Existing Land Uses and Development in the Growth Area

To the north of the City in the Appleton area, land begins to take on a rural residential and agricultural or ranching character, interspersed with subdivision developments. To the northwest, by hilly terrain decreases likelihood of dense development; similar hilly terrain exists south of the City along the Gunnison River. Census-designated places also border the municipal boundaries – Redlands to the west, Orchard Mesa to the south, and Fruitvale and Clifton to the east. These communities are largely characterized by residential and subdivision developments, with some agricultural uses. Highway-oriented retail is prevalent along I-70 through Clifton. An area that is predominately agricultural and rural residential lies south of the Colorado River between 30 Road and 32 Road.

Neighboring Communities’ Plans and Influences

Grand Junction interacts in the larger three-mile area with two neighboring municipalities – the City of Fruita to the northwest and the Town of Palisade to the northeast. Chapter 44.04 of the Grand Junction Municipal Code establishes two Cooperative Planning Agreements (CPA) to coordinate planning efforts in the transition areas between municipalities. Both CPAs require that the adjacent municipalities respect each other’s adopted plans and cooperate with each other and Mesa County on development activity. They instruct that neither municipality will annex any territory or extend municipal service into the CPA area.

commercial, industrial, and medium to high-density residential zoning. Future commercial, business, tourist, medium-high density residential, and industrial rezones are limited to the Fruita and 201 Service Areas. All other areas are left as Agricultural, Forestry, Transitional District County zoning.

The City of Fruita’s Community Plan was adopted in 2008. The plan outlines a policy of rural separation areas and transition between Fruita and Grand Junction, with the goal of working together with Grand Junction and Mesa County while also maintaining Fruita’s distinct character. The plan suggests minimum lot sizes of 10 acres in the cooperatively planned “area of influence” to encourage a rural development pattern around Fruita. Fruita is currently updating its comprehensive plan.

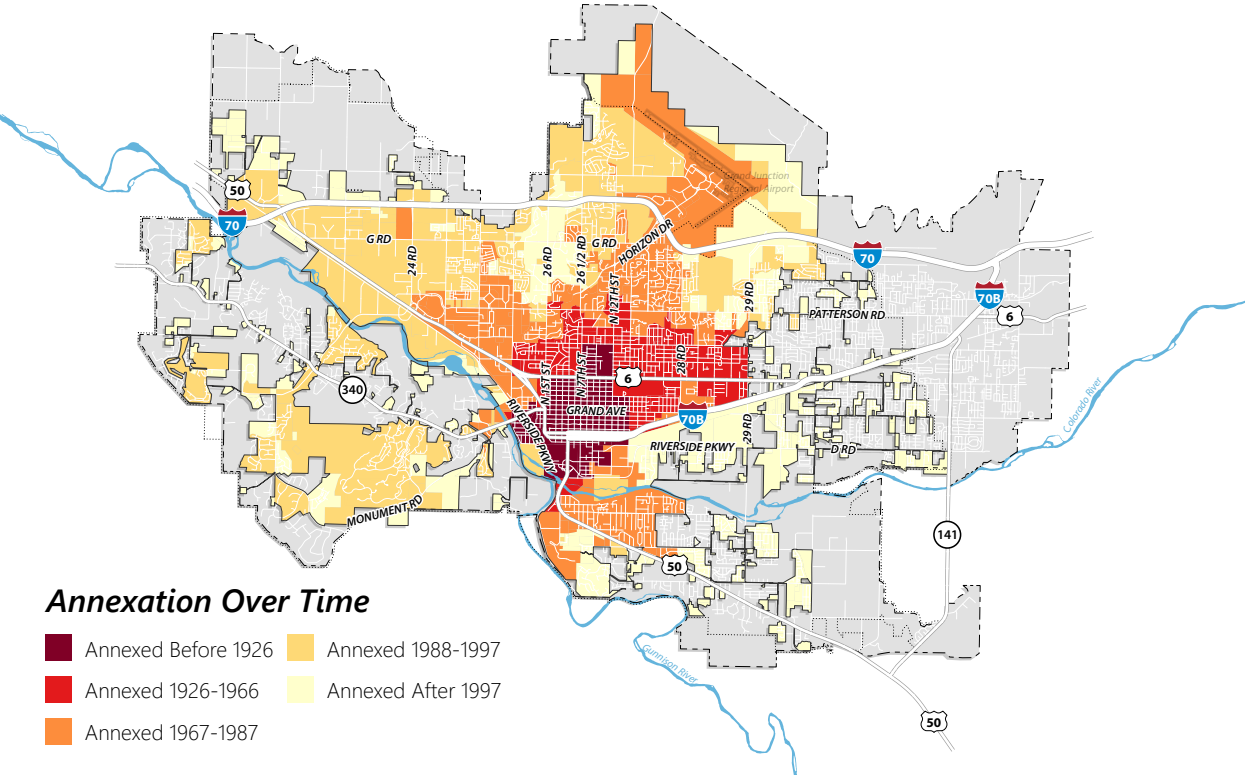
City of Fruita

Grand Junction and Mesa County coordinate with Fruita through an intergovernmental agreement (IGA) on the goal of maintaining a rural transition area between the two cities. The resulting CPA area is located approximately between 20 Road and 21 Road. The municipal code notes that in the CPA area most development types are limited to existing Fruita and Grand Junction sewer service areas. The transition area contains no sewer lines, limited water lines and lacks urban services. A long response time for emergency services is specifically mentioned as an urban service lacking in the area. The overarching purpose of the CPA is to discourage Grand Junction and Fruita from joining in a contiguous landscape of commercial and developed uses which would increase traffic and require additional urban services. To discourage development in the area, certain zoning types are discouraged, such as

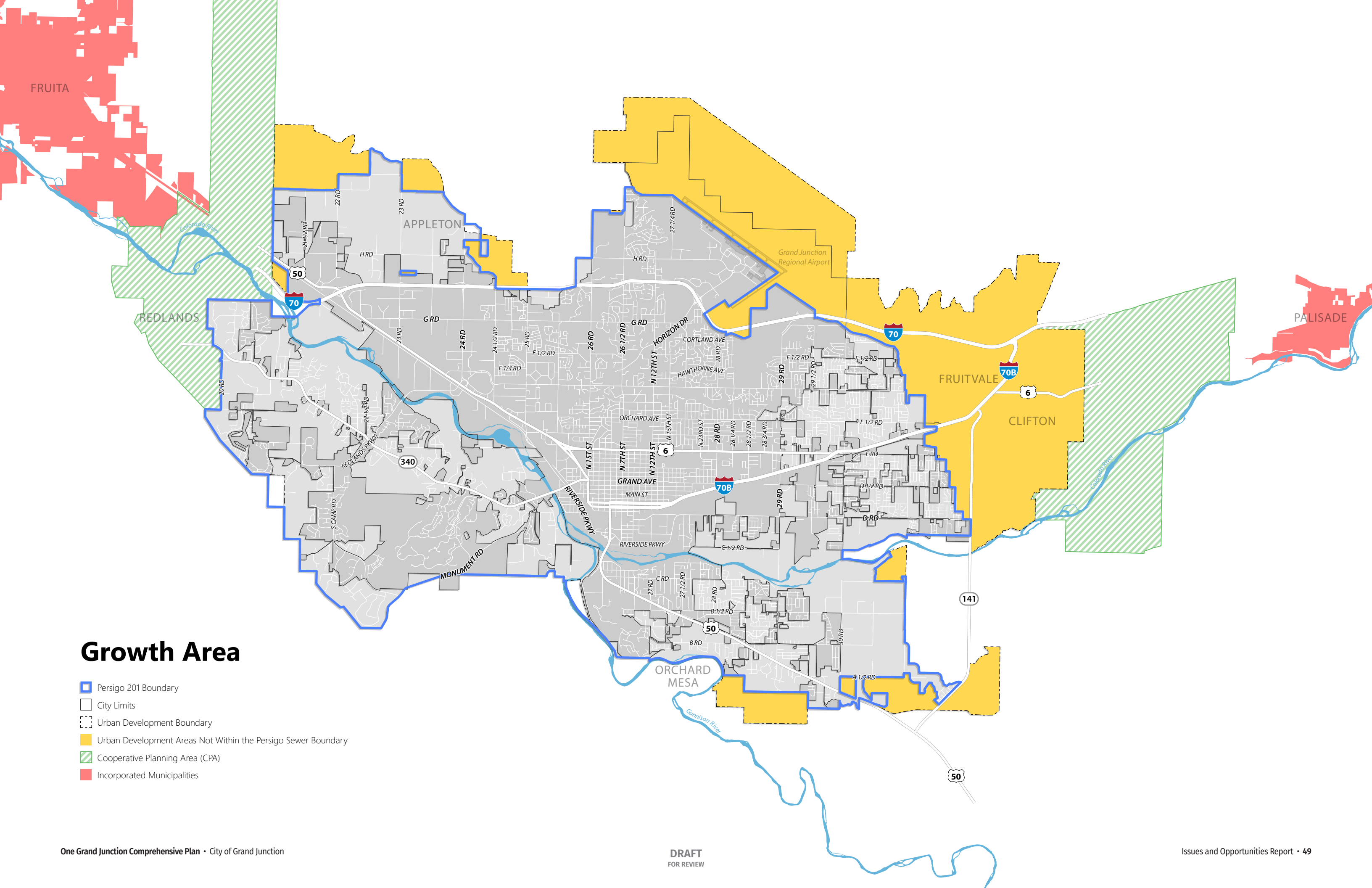
Town of Palisade

The CPA with Palisade functions like the Fruita CPA. The three-way IGA between Grand Junction, Palisade, and Mesa County calls for rural transition area between the municipalities in the area primarily between 33 ¾ Road and 35 Road. The CPA identifies the long-term goal of discouraging a connected urban landscape requiring additional urban services between Grand Junction and Palisade.

Palisade’s 2007 Comprehensive Plan identifies specific policies for growth up to the CPA area, which is referred to as the Palisade-Clifton buffer. These policies include expansion of water and sewer service corresponding with identified growth areas while preserving the buffer area.







# Growth Area

- Persigo 201 Boundary
- City Limits
- Urban Development Boundary
- Urban Development Areas Not Within the Persigo Sewer Boundary
- Cooperative Planning Area (CPA)
- Incorporated Municipalities





# CHAPTER 10

# HOUSING ASSESSMENT

## Housing Demographic Trends and Projections

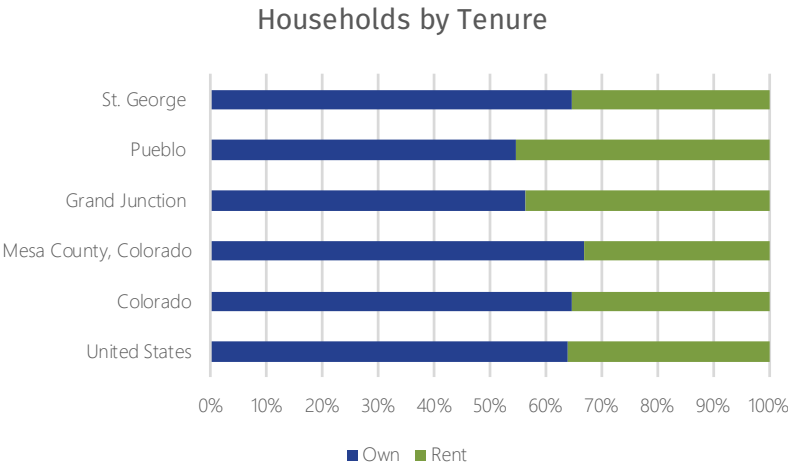
Grand Junction has an estimated 27,990 housing units. Over the next five years, the number of households is anticipated to grow by about 1,300.

In the current housing inventory, about six percent are vacant. Of occupied units, tenure is 44 percent renter and 56 percent homeowners. Homeownership rates are lower than national (64 percent) and state (65 percent) and comparable to Pueblo, CO (55 percent).

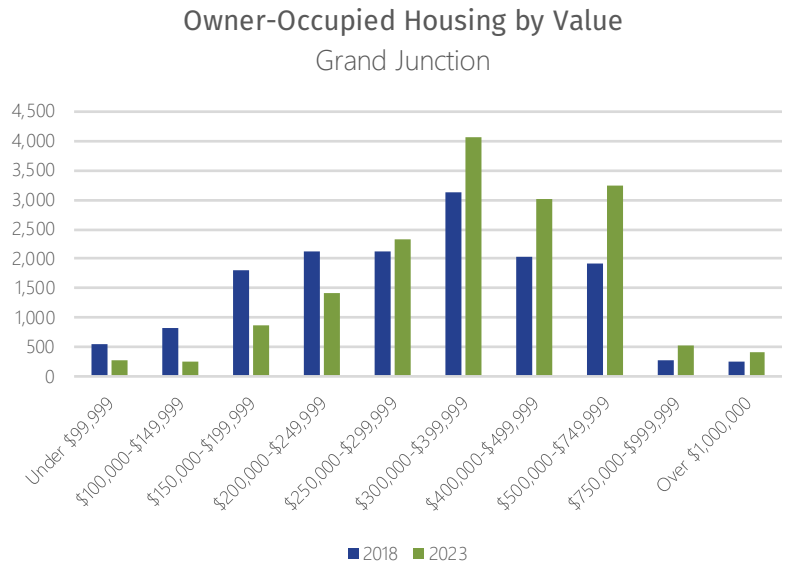
## Anticipated Housing Needs

The 2016 Grand Valley Housing Needs Assessment reflects the most current information available on housing need in Grand Junction. The report estimated a potential for 25,438 additional residential units in Grand Junction, given vacant land and zoning standards and recognizing existing supply at the time of the study. The study projected the need for an additional 8,900 rental units and 19,500 ownership units by 2040 in the Grand Valley overall and noted that the City of Grand Junction as the most potential to accommodate growth. 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.

Consistent with trends throughout most of Colorado, the value of homes in the Grand Junction market are projected to increase over the next five years. Fewer homes will be valued under \$250,000, and majority of homes will fall in the \$300,000-\$750,000 range.



Source: ACS five-year estimate



Source: ESRI Business Analyst

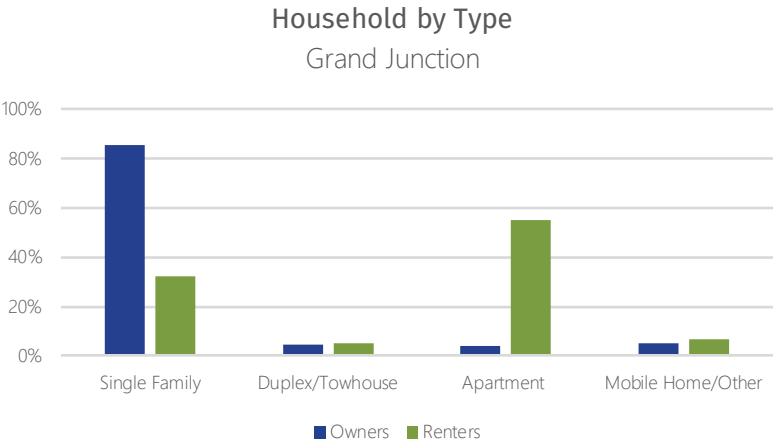
## Housing Type

The housing inventory in Grand Junction 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. Over half (55 percent) of renters reside in apartment units.

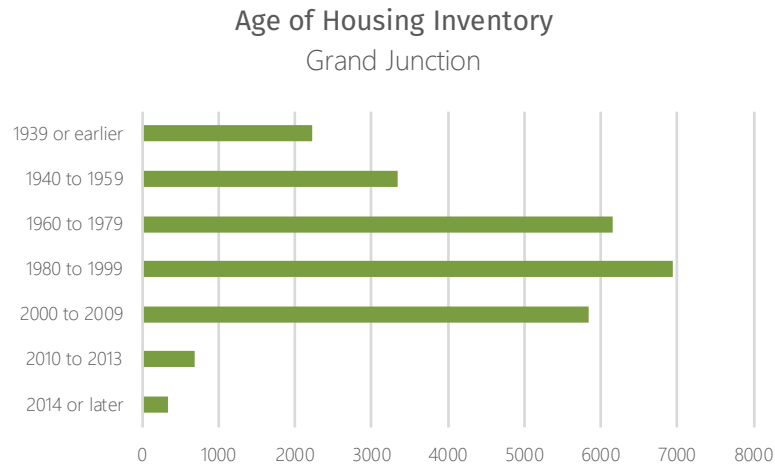
## Age and Quality of Housing

Most housing in Grand Junction (74 percent) was built between 1960 and 2009. American Community Survey (ACS) estimates about 1,050 units, or 3.5 percent of Grand Junction inventory, have been built since 2010.

The data shows that housing inventory is aging. 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.



Source: ACS five year estimate, 2017



Source: ACS five year estimate, 2017

WHAT HAVE WE HEARD?

**Affordable housing options are needed**  
Across workshops and focus groups, participants generally agreed that they want to see more affordable places to live for Grand Junction residents. Adjacent issues raised are the inadequate housing supply for certain segments of the Grand Junction population and lack of attainable housing to help attract a younger workforce.

**Homelessness is an issue**  
Homelessness has been frequently mentioned across all forms of outreach. Suggestions have included and some suggested providing better facilities near these locations to serve the homeless population. Using the online resident questionnaire, participants mentioned homelessness as a weakness of the City and a significant issue the City is facing.

**New data is coming**  
The 2020 Census will provide a new data baseline for calculating housing need. Prior to that, a resident survey may be considered to provide incremental updates to the 2016 Grand Valley Housing Needs Assessment.

WHAT DOES THIS MEAN?

**Production rate causes increasing housing prices**  
At current production rates, the gap between available housing and new households is projected to increase, driving prices up. An increase in production will improve housing options and affordability.

**Policy affects housing types**  
Future policy decisions regarding zoning and infrastructure will influence whether Grand Junction continues to have a predominantly single-family residential character, or whether a wider variety of housing types are built.

**Overcrowding does not appear to be an issue**  
Just two percent of occupied housing units in the City have more than one occupant per bedroom.

**Interest rates have considerable effect on buying power**  
A one percent increase in interest rates will lower the amount a household can afford by about \$23,000.

**Housing cost burden**  
With rising home prices, severely low rental vacancy rates, and limited new multi-family housing construction, more households are likely to come under financial pressure regarding housing.

The level of cost burden in Grand Junction is higher compared to state and national rates (33 percent for both) and but lower than Pueblo (39 percent). To address this, the City may want to consider all aspects of residential development, including allowing or even incentivising smaller residential lots, more housing options downtown, senior living options, and affordable housing.

**Residential Construction**  
By comparison, Grand Junction data indicates that more than 3,000 units have received Planning Clearances since 2010. Permit clearances do not necessarily reflect construction activity since permits can be pulled without construction taking place, but residential construction has increased since 2013, and leveled out between 2017 and 2018. Multifamily units represent only 18 percent of all new residential construction since 2011.

**For Sale Market**  
Home prices have been on a steady increase since 2012. Recently, the Grand Junction housing market surpassed the pre-recession high point. Year-to-date 2019 median sale price is \$251,000, compared \$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 The Bray Report for June 2019, there are only one to two months of inventory, compared to 26 months of inventory for homes priced over \$750,000.

A household in Grand Junction needs an annual income of about \$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. Over the next five years, the number of households in Grand Junction is projected to increase by about 1,300. 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 household’s buying power. If interest rates increase, that will further reduce households’ ability to purchase in the Grand Junction market.

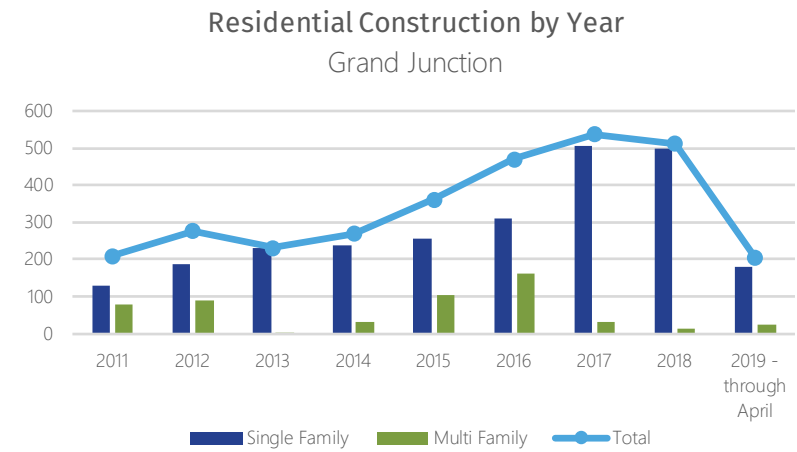
**Rental Market**  
Rental vacancy rates are extremely low in Grand Junction at one half percent, as reported by the Colorado Multi-Family Housing and Vacancy and Rental Survey published by the Colorado Department of Local Affairs (DOLA) for fourth quarter 2018. This is a dramatic decrease from the vacancy rate of 12 percent in 2013.

Reported rents have only increased about five percent over the past five years. Low wages compared to the State overall have been a primary driver in relatively stable rent rates, however, that is changing. The average rental rate on Zillow in May 2019 was \$1,300/month, compared with average rents paid of \$944/month reported in the 2016 Grand Valley Housing Needs Assessment. While this spike in rent is much higher than the previous years, it may indicate rising rents on the horizon. Close monitoring of the rental market will provide clarity to this trend.

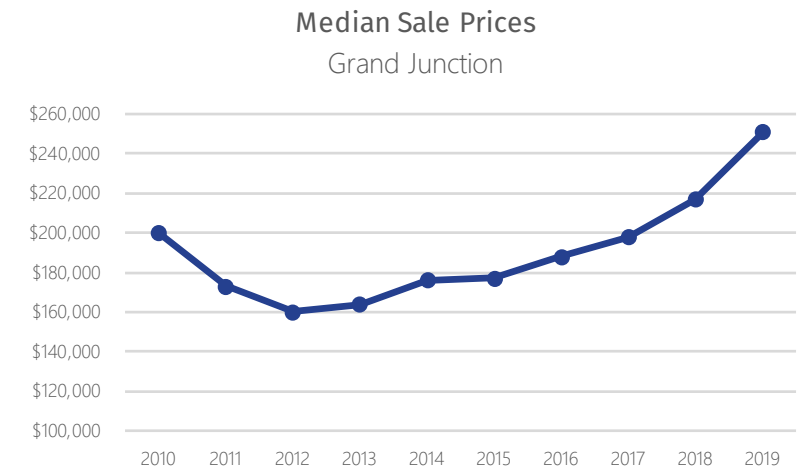
**Cost Burdened Households**  
The 2016 Grand Valley Housing Needs Assessment reported cost burden (household paying more than 30 percent of income on housing) as the largest housing problem in the area. At that time, 36 percent of households were cost burdened, which puts financial strain on households’ ability to pay for other basic needs such as food, healthcare, childcare, and transportation. Cost burden is higher among renters than owners: 51 percent of renters compared to 30 percent of owners.

**Affordable Housing Inventory**  
Affordable housing resources for rent in the Grand Junction and surrounding communities include: Housing Choice Vouchers (about 1,400), multi-family units serving under 60 percent AMI developed with the Low Income Housing Tax Credit (about 700 apartments), housing with federal subsidies for very low income seniors, people with disabilities and families (about 1,200 apartments). Grand Junction Housing Authority reports that their most recent new development, 72 units for seniors under 60 percent AMI, leased up in 15 days.

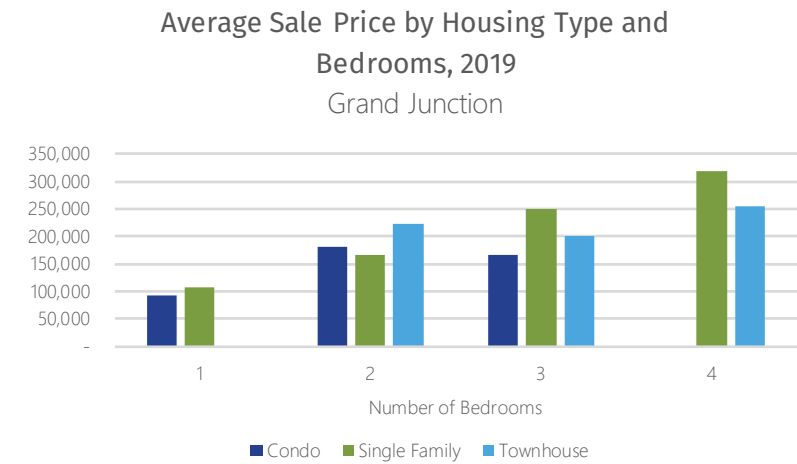
**Supportive Housing**  
Grand Junction Housing Authority and community non-profits have worked together to develop permanent supportive housing for people experiencing homelessness. Grand Junction Housing Authority and Housing Resources of Western Colorado provide opportunities and supportive programs for affordable homeowner-ship, and Karis Inc. works to provide housing for youth experiencing homelessness in Mesa County.



Source: City of Grand Junction Community Development



Sources: The Bray Report June 2019; Zillow



Source: Multiple Listing Service



# CHAPTER 11

# MARKET ASSESSMENT

## Market Overview

The Market section provides an analysis of existing conditions and indications of demand within specific market segments. The purpose of this analysis is to identify trends that may impact future development and investment in Grand Junction. Information on each segment is presented and followed with a summary of the planning implications and correlations with community input received.

As it relates to a comprehensive plan, the market analysis is intended to help inform the process. It does not define development programming or forecast the need for specific businesses. Also, as a long-range planning document, the comprehensive plan extends beyond the limitations of a market analysis. Shifts in economic conditions, industry standards, consumer behavior, and other factors are continually evolving. This necessitates the need for municipalities to continually work with property owners, developers, and businesses to address and respond to changing conditions.

## Office

For analysis purposes, Grand Junction is part of the larger Mesa County office market which also includes Clifton, Loma, Fruitvale, Mack, Mesa, Molina, Orchard Mesa, and Whitewater. While the market encompasses the larger geographic area, the City of Grand Junction accounts for over 90 percent of the market's approximately three million square feet of office inventory.

The City of Grand Junction is and will continue to be the center of employment and commerce for the region. As such, it is also expected to dominate both demand and supply of office space. Much of the space the market area is older with less than 100,000 square feet of net new space added to the market in the past decade. St. Mary's Medical Center represents one of the newest large office buildings added during that time.

### Lease and Vacancy Rates

Office lease rates in Grand Junction have increased at an annual rate of 1.5 percent since 2010. The vacancy rate of 6.4 percent, however, is at its highest level since 2010. This is largely due to higher demand for newer and redeveloped space commanding higher rents, with older spaces lacking amenities.

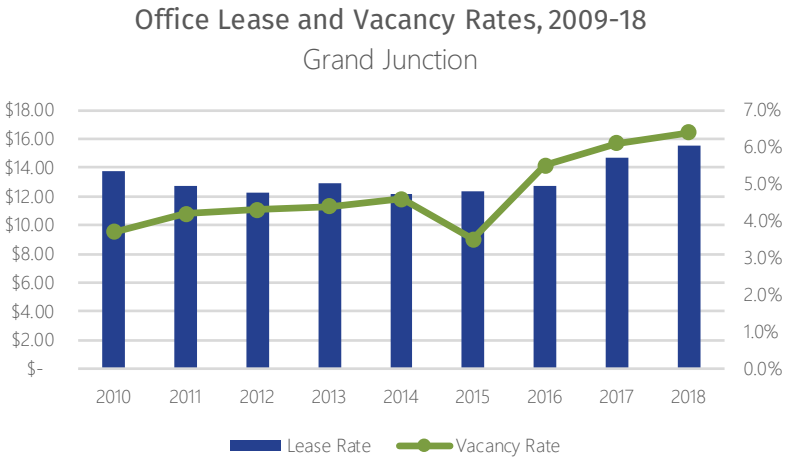
## Industrial

As with the office market, the primary market area encompasses Mesa County as a whole. Like the office market, Grand Junction contains the majority of the County's total industrial space at over 90 percent. Most of the City's inventory was constructed prior to 2010, and there is very little space projected forecast to come on line in the next five years.

### Lease and Vacancy Rates

Vacancy rates have declined after reaching a high of 6.5 percent in 2017. Meanwhile, lease rates have been steadily increasing in conjunction with demand for well-located properties with recent investment. The rent commanded for these properties is reportedly offsetting lower rents of second tier space.

Most of the area's job growth is projected to occur in non-industrial related sectors, minimizing the demand for space. More intensive manufacturing, warehouse, and distribution uses are currently and should continue to be proximate to locations with easier access to highway and rail. Less intensive uses can be located in business parks with non-industrial users.



## WHAT DOES THIS MEAN?

### Office and Industrial Markets

Both the office and industrial markets in Grand Junction and Mesa County overall are relatively stable. Despite annual fluctuations in vacancy and new construction activity, demand is driving higher rents and interest in well located amenitized properties.

Outside of education, the largest employers (and users of office space) are healthcare related companies. Technology and Information industries represents a smaller but growing segment of the employment sector. Depending on the company, tech business may locate in a range of locations from business park/tech centers to smaller office spaces Downtown. Other sectors poised for growth, are not, in and of themselves, large drivers of demand for office space. Therefore, this accounts for a relatively modest outlook for office space during the lifetime of the new comprehensive plan.

Average space per employee has been shrinking over the past decade as office environments and shared work space has changed. The most recent calculations are in the range of 150 to 175 square feet per employee, which is down from 200 to 225 feet ten years ago. This is important to long range planning for two reasons. First, estimated demand for space and the associated land use need is less than what may have been projected in the past. Second, the ability to reposition existing older space, to accommodate more employees, will in many cases, shift the need for new development.

A unique aspect of demand projections for Grand Junction and Mesa County is that much of the demand, as noted, is coming from the healthcare sector. Not only is this segment of the market continually evolving, space is allocated differently than in other industries. Depending on which segment of the industry (i.e. administration versus patient care) the space need and employees per square feet will be different as will the buildings in which they are located.

The ability to accommodate new office space and healthcare in particular will be largely driven by location and accessibility. Downtown as well as space within planned and pending developments are positioned to accommodate this demand. Many end users for new office space will be well suited for business park locations. In addition to existing developments, Las Colonias is coming online along with the planned Dos Rios development. The combination of these developments has the potential to accommodate a significant amount of future demand. According to recent analysis, there are approximately 1,400 acres of industrial and business park land currently under development of which roughly 600 acres are vacant. Additionally, there are three planned business parks totaling another 300 acres.





WHAT DOES THIS MEAN?

Office and Industrial Markets - Continued

Over the next five years, it is estimated that an additional 120,000 square feet of new office space will be added to the City inventory. However, longer-term over the next 20 years the region is projected to add approximately 5,000 new jobs in all sectors it is estimated that most of these jobs will continue to be located within Grand Junction. Notwithstanding the anomaly associated with healthcare uses projected employment increases could translate to a need of 875,000 to 1 million square feet of additional space by 2040. Depending on location, land requirements will vary in that this is largely impacted by regulatory issues – particularly density, maximum height parking and other variables. Downtown locations with opportunities for larger vertical development and decked parking greatly reduce needed land area.

WHAT HAVE WE HEARD?

Projections related to growth in the healthcare and tech industries are consistent with the indications of where people see the future of the City. Healthcare is a major part of the attraction to older age cohorts both staying in and moving to Grand Junction. Growth in Information and technology is viewed as a key to attracting a younger demographic and professional culture. There are factors that will impact the ability to grow these sectors and in turn facilitate development and investment. As noted throughout outreach, the outdoor environment and culture are important to most people and represents a locational advantage. However, serious concerns were expressed by employers and residents regarding the local labor pool particularly related to the ability to retain CMU graduates and the overall quality of the Grand Junction school system. It was stated that the ability to sustain a business is directly related to the workforce.

Additional issues were related to the ability to attract new business and investment given the perception of the schools, housing affordability, broadband capacity, location/access, the growing homeless population and other socio-economic issues. On the surface it may not be apparent that planning for future office and industrial space is tied to education and social issues, but there is very much a correlation to how and why businesses and employees choose a location. While projections indicate potential growth, realizing that potential will be dependent on factors beyond planning. Partnerships to address issues highlighted in outreach are essential. Business leader, educators, community organizations, City and County officials need to work together and recognize the interrelatedness of these issues and the impact on future investment in the City and the region.

Retail

While Grand Junction comprises less than half of Mesa County's total population, it contains nearly 90 percent of the total retail space in the local market. This underscores the fact that Grand Junction serves as a regional destination for goods and services and functions as the de facto town center for many outlying communities. In that respect, Grand Junction is unique to other communities. The City contains approximately seven million square feet of retail space located in retail nodes, including Downtown, Mesa Mall, and along the City's commercial corridors (primarily Highway 50, 24 Road, Patterson Road and North Avenue).

An estimate of retail potential was prepared for planning purposes based on long-term growth projections. It is important to highlight, however, that retail market studies inherently have a very short time horizon given the volatility of the industry, changes in consumer habits and preferences, store rebranding, and, most recently, a significant shift to online shopping.

For purposes of analysis, the primary retail market area is defined as the City boundaries with the surrounding Mesa County area representing the secondary market. The retail market functions in direct response to consumer expenditures within its market area. This includes residents, visitors, and the daytime worker population.

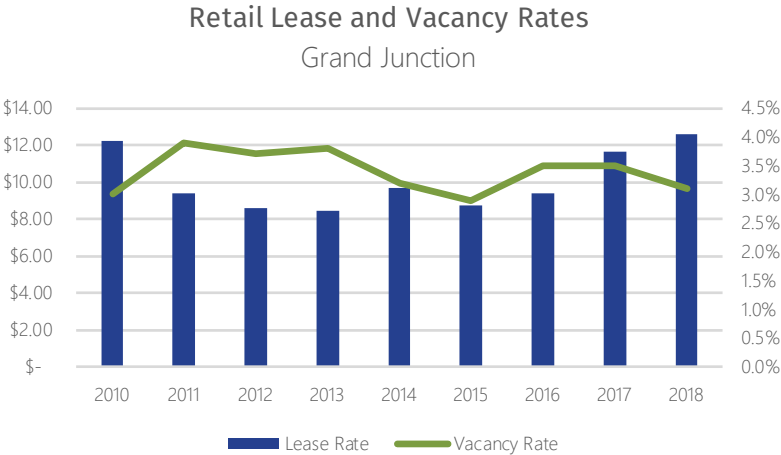
Retail Gap						
	Primary Trade Area			Secondary Trade Area		
	Grand Junction			Mesa County		
	2018	2023	2040	2018	2023	2040
Number of Households	26,147	27,291	35,151	34,501	37,772	\$ 48,651
Average Household Income	\$73,124	\$82,459	\$ 115,463	\$ 77,865	\$ 88,533	\$ 123,968
Aggregate Household Income	\$ 1,911,973,228	\$ 2,250,388,569	\$ 4,058,664,486	\$ 2,686,420,365	\$ 3,344,068,476	\$ 6,031,159,306
Percent of Income Spent on Local Retail	17.4%	16.4%	15.0%	17.4%	16.4%	15.0%
Resident Household Consumer Dollars	\$ 332,683,342	\$ 369,063,725	\$ 608,799,673	\$ 467,437,144	\$ 548,427,230	\$ 904,673,896
Retail Spending by Daytime Workers (Nonresidents)	\$ 73,882,900	\$ 77,115,471	\$ 107,980,277	\$ 95,635,800	\$ 102,597,811	\$ 143,661,704
Trade Area Retail Spending Potential	\$ 406,566,242	\$ 446,179,196	\$ 716,779,949	\$ 563,072,944	\$ 651,025,041	\$ 1,048,335,600
Average Sales/Square Foot	\$ 400.00	\$ 400.00	\$ 560.10	\$ 400.00	\$ 400.00	\$ 560.10
Estimated Trade Area Demand for Retail Space (sq. ft.)	1,016,416	1,115,448	1,279,744	1,407,682	1,627,563	1,871,705
Existing Vacant Trade Area Retail Space	317,054	327,517	330,000	226,646	233,899	230,000
Potential Supportable Retail Space	699,362	787,931	949,744	1,181,036	1,393,664	1,641,705
Potential Annual Additional Supportable Space		157,586	55,867		278,733	96,571





A retail gap analysis considers the percentage of income spent annually on local retail goods plus the amount that the average worker spends daily. This is used to calculate potential demand. A figure of \$400 per square foot is recognized as an industry benchmark for calculating potential within a broader market area, though sales per square foot varies depending upon retail category and specific business. This in turn is reconciled with existing inventory (supply) within the given market area. If supply exceeds the estimated consumer expenditures, then the market is deemed to have more establishments than needed to serve the demand. If demand exceeds supply, then the area is undersupplied representing a gap and potential for additional businesses. It is important to note, that in either case, the ability to accommodate new business is driven by many other factors, including site capacity, access/exposure, compatibility with surrounding uses, development cost, regulatory issues, and other factors.

It is estimated that under current conditions, the Primary Trade Area could potentially support about 160,000 square feet of retail space annually over the next five years. Extending this out to 2040, indicates an estimated annual potential of approximately 55,000 square feet.



**WHAT DOES THIS MEAN?**

**Retail Market**

While there will continue to be a market for retail and dining options, the future of bricks and mortar retail is changing daily. As it relates to longer-term planning the City's attention should focus on several key locations, particularly Downtown. Downtown success will be contingent on offering an experience as opposed to a shopping destination. Opportunities exist to enhance the Downtown environment with additional dining and niche retailers. An important component of this will be the integration of mixed use development with housing above retail/dining. This will serve to better activate the area and create an immediate market for Downtown residents. Additional office space and businesses will also serve to create additional daytime activity and demand.

The area around Colorado Mesa University represents opportunities for expanded retail/dining options for students, visitors and residents. While there has been new investment in recent years, the City should work closely with CMU and property owners to identify additional opportunities. Some recent development is internal to the campus and caters more specifically to students which minimizes the opportunity to create a more active environment for the larger area.

Commercial corridors will need to continual reassessed to ensure that they meet changing market dynamics and retailer site requirements. While the planning process will further evaluate the corridors, it is not anticipated that expansion of commercial areas is needed to accommodate future demand.

Other areas such as Las Colonias are unique in that the retail component will rely in large part on events and the larger development's function as a destination. The City should continue to work with businesses, property owners/managers and developers, to ensure that retail component contributes to the overall character of the area. The biggest challenge to these type of locations is the sustainability of businesses during off peak times and/or seasonal activity.

**WHAT HAVE WE HEARD?**

The preliminary recommendations outlined above are consistent with what has been expressed by residents. Universally Downtown was cited as one of the greatest assets as well as a general area of concern. People desire to see more restaurants and retail, but also expressed concerns over the vitality of existing businesses. While dining and entertainment within a walkable environment was expressed, the absence of a Downtown grocery store was emphasized.

The Downtown homeless issue was expressed as a problem impacting the perception and desirability of Downtown as a destination by residents and business owners. This was brought up as an issue impacting other areas but especially Downtown.

The area around CMU was identified as lacking a campus feel of bars and restaurants typically found in this environment. This was expressed by residents and students alike.

There was discussion regarding the lack of successful implementation of past planning discussions related to neighborhood centric retail nodes. Commercial corridors were discussed more in terms of appearance than in relation to uses. Residents were generally pleased with improvements that have been made but believe that the continuation is necessary throughout.

In general, activities and uses catering to a younger population were highlighted as desirable and necessary to attract and retain young professionals. Equally, businesses and uses accommodating the area's older population were also emphasized.