



Grand Junction Planning Commission

Regular Session

Item #1.

Meeting Date: January 12, 2021

Presented By: Kristen Ashbeck, Principal Planner/CDBG Admin

Department: Community Development

Submitted By: Kristen Ashbeck, Principal Planner

Information

SUBJECT:

Consider a request by the City of Grand Junction for a Rezone/Amendment to the Planned Development (PD) zone district and Outline Development Plan (ODP) for the Riverfront at Dos Rios, located on the northeast bank of the Colorado River between Highway 50 and Hale Avenue. | [Staff Presentation](#) | Phone-in comments dial **7549**

RECOMMENDATION:

Staff recommends approval of the request.

EXECUTIVE SUMMARY:

The Applicant, the City of Grand Junction, requests approval of an amended Planned Development (PD) zoning ordinance and Outline Development Plan (ODP) to add approximately 0.4 acres of property to the Riverfront at Dos Rios Planned Development and add uses allowed within portions of the Light Industrial/Commercial area. In April 2019, the City approved Ordinance 4849 including the ODP that established the uses, standards and general configuration of the proposed Riverfront at Dos Rios mixed use development on approximately 58.8 acres, located on the northeast bank of the Colorado River between Highway 50 and Hale Avenue. Since that time, the City has continued to acquire adjacent properties and there was a desire to add the remnant parcel on the east side of Riverside Parkway also owned by the City to the Planned Development. All of the properties, those initially part of the Planned Development and those being added, have never been used or held for park or other governmental purposes but instead for possible reuse/redevelopment; the PD and ODP will further that opportunity.

In May 2020 the PD and ODP were amended to address the additional land

(Ordinance 4928) and now the City has acquired the last of the parcels within the Riverfront at Dos Rios area and is amending the PD and ODP to include that property. The properties are located at 636 and 636-1/2 Lawrence Avenue, just south of the Hale Avenue and Riverside Parkway intersection.

BACKGROUND OR DETAILED INFORMATION:

BACKGROUND

The City originally acquired the approximately 60-acre area now known as the Riverfront at Dos Rios from the Jarvis family in 1990. The property is located on the northeast bank of the Colorado River between the Highway 50/railroad bridge and the Riverside neighborhood. Since that time, the property has been cleared, the Riverfront Trail extended, and a backwater pond for endangered fish was created between the trail and River. The developable acreage was purchased with the intent of future redevelopment and the City has started constructing the infrastructure within the development. All of the properties, those initially part of the Planned Development and those being added, have never been used or held for park or other governmental purposes but instead for possible reuse/redevelopment; the PD and ODP will further that opportunity.

The latest approved ODP is intended to create a riverfront commercial/mixed use center with two points of access to Riverside Parkway and two points of access onto Hale Avenue. Development pods are identified for specific types of uses, including approximately 17 acres for parks and open space, 15.8 acres for Light Industrial/Commercial, 12.9 acres of mixed use and 4.1 acres of mixed use/outdoor recreation. The property within the development, excluding the open space, has been offered for sale and one parcel has already transferred to a private party. There is also .9 acres of leasable space along the riverfront. The remainder of the proposed development includes the public elements shown on the ODP such as street rights-of-way.

The addition of the properties recently purchased by the City will add approximately 0.4 acres of Mixed-Use to the development. The two properties to be added to the PD/ODP are presently zoned I-O (Industrial Office).

In addition to the land use areas and street network, the approved ODP established specific performance standards that the development will be required to meet and conform with, as authorized by Section 21.02.150 (b) of the Zoning and Development Code. The standards were all included in the original PD zoning ordinance and are not proposed to be revised.

Section 21.02.150 of the Zoning and Development Code (Code) sets the purpose of a Planned Development (PD) to apply to mixed use or unique single use projects to provide design flexibility. The Code provides Planned Development zoning should be

used when long-term community benefits will be derived and the vision, goals and policies of the Comprehensive Plan can be achieved.

Floodplain and Drainage:

Much of the property is located within the regulated 100-year floodplain of the Colorado River and a small area directly adjacent to the riverbank is within the floodway. The City will retain ownership of the area within the Floodway to be used as open space and recreational area. Property within the 100-year floodplain will be developed in accordance with the Flood Hazard regulations found in section 21.07.010 of the Zoning and Development Code. Stormwater management will be provided as a part of the overall development of the project.

Establishment of Uses:

The original ODP established four general categories of land use types including Light Industrial/Commercial (LI/C), Mixed Use (MU), Mixed Use/Outdoor Recreation (MU/OR) and Parks and Recreation (PR). The original PD zoning ordinance established the specific land uses allowed in each of the categories. There are no proposed revisions to the uses with this amendment.

Default Zone and Deviations:

The default zone for the original and the amended ODP is BP (Business Park). No change is proposed to the default zone district for the PD/ODP.

Architectural Standards:

Architectural standards were adopted with the original PD/ODP that require all structures within Riverfront at Dos Rios be designed and constructed in a manner that provides an aesthetically pleasing appearance and be harmonious with the overall Riverfront at Dos Rios development. There are no changes to the standards proposed.

NOTIFICATION REQUIREMENTS

As required by Section 21.02.080(e) of the Zoning and Development Code, a Neighborhood Meeting was held on November 19, 2020 for the proposed Amended PD/ODP. Three people attended the meeting along with City Staff. Questions concerned clarification of new properties to be included in the ODP, the land uses proposed, access on the Riverside Parkway and the construction schedule for the infrastructure. There were no objections noted to the Dos Rios development plans.

Notice was completed consistent to the provisions in Section 21.02.080 (g) of the City's Zoning and Development Code. Mailed notice of the application submittal in the form of notification cards was sent to surrounding property owners within 500 feet of the subject property and the subject property was posted with an application sign on November 9, 2020 and notice of this hearing was published in the Grand Junction Daily Sentinel per Code.

ANALYSIS

Pursuant to Section 21.02.150 (b) of the Grand Junction Zoning and Development Code, requests for an Outline Development Plan (ODP) shall demonstrate conformance with all of the following:

a) The Comprehensive Plan, Grand Valley Circulation Plan and other adopted plans and policies;

The property has a Future Land Use designation of Business Park Mixed Use (BPMU) and Park along the banks of the Colorado River. The BPMU designation allows for business, light industrial, employment-oriented areas with the allowance of multi-family development and the existing as well as proposed amendment to the PD and ODP best implement the intent of the mixed use for this unique property and proposed development. The land used proposed for the development is consistent with the land use designation in the types of uses proposed. Also, the area designated as Park will be preserved as open space. Therefore, the proposed amended ODP is consistent with the Future Land Use Map of the Comprehensive Plan.

The Grand Valley Circulation Plan identifies Riverside Parkway as a Principal Arterial. The limited access proposed is consistent with standards for access to an arterial. The Riverfront Trail, as identified on the Active Transportation Corridors map, will remain through the length of the property.

Further, the amendment to the PD/ODP request is consistent with the following goals and/or policies of the Comprehensive Plan by providing a mixed-use development conveniently located to services and the preservation of 27% of the site as open space.

Goal 3: The Comprehensive Plan will create ordered and balanced growth and spread future growth throughout the community.

Policy B: Create opportunities to reduce the number of trips generated for shopping and commuting and decrease vehicle miles traveled thus increasing air quality.

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

Policy B: Encourage mixed-use development and identification of locations for increased density.

Policy C: Increasing the capacity of housing developers to meet housing demand.

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

Policy D: A trails master plan will identify trail corridors linking neighborhoods with the Colorado River, Downtown, Village Centers and Neighborhood Centers and other desired public attractions.

Goal 10: Develop a system of regional, neighborhood and community parks protecting open space corridors for recreation, transportation and environmental purposes.

Policy B: Preserve areas of scenic and/or natural beauty and, where possible, include these areas in a permanent open space system.

As proposed, the application is in conformance with the Grand Junction Comprehensive Plan and Circulation Plan.

b) The rezoning criteria provided in Section 21.02.140 (a) of the Grand Junction Zoning and Development Code as follows.

(1) Subsequent events have invalidated the original premises and findings; and/or The City has approved a PD zone district and ODP for the Riverfront at Dos Rios property which surrounds the parcels proposed to be added to the development. The ODP envisions a mixed-use center with development pods identified for specific types of uses, including parks and open space, light industrial/commercial, mixed use/outdoor recreation and mixed use. The City is now proposing to rezone the additional properties that are presently zoned I-O (Industrial Office) to PD and include them in the ODP to better define the type and mix of uses for the various development pods and establish specific performance standards.

The adoption of the existing ODP for the mixed-use conceptual plan that included specific performance standards to establish a cohesive character for the Riverfront at Dos Rios is a subsequent event that has invalidated the original premises of the I-O zoning. Therefore, Staff finds this criterion has been met.

(2) The character and/or condition of the area has changed such that the amendment is consistent with the Plan; and/or

The Riverfront at Dos Rios is a proposed extension of the Riverfront at Las Colonias development on to the east of 5th Street/Highway 50. The community investment in Las Colonias Park has resulted in the completion of the park facilities surrounding the Botanic Gardens and the amphitheater. Work is continuing to complete the Las Colonias Business Park that is transforming that area into a vibrant center of activity. The same is intended with the Dos Rios development. The PD/ODP that assigns a mixed-use category of land use along Hale Avenue will provide a better transition from

this new type of development to the existing Riverside Neighborhood than the I-O zoning of these properties would otherwise provide. Staff finds that the character and/or condition of the riverfront area has changed such that this criterion has been met.

(3) Public and community facilities are adequate to serve the type and scope of land use proposed; and/or

Existing public and community facilities and services are available to the properties and are sufficient to serve the proposed mixed-use development. City Water is available to the property and will be extended into the site, as is sanitary sewer. The property can also be served by Xcel Energy electric and natural gas. The property is near the Downtown area, which provides many commercial services. In addition, the existing street network including the Riverside Parkway and Hale Avenue and enhancement of the riverfront trail through the development will provide adequate multimodal transportation infrastructure. Parks and open space exist in the vicinity and will be expanded and enhanced with the Riverfront at Dos Rios.

The public and community facilities are adequate to serve the type and scope of the mixed-use development; therefore, staff finds this criterion has been met.

(4) An inadequate supply of suitably designated land is available in the community, as defined by the presiding body, to accommodate the proposed land use; and/or The Riverfront at Dos Rios is an infill development project. The City is requesting an amendment to the plan to develop the property as a Planned Development (PD) to better define the types of uses allowed and to establish specific performance standards. Because PD is a zone category based on specific design and is applied on a case-by-case basis, staff finds this criterion is not applicable to this request, and, therefore has not been met.

(5) The community or area, as defined by the presiding body, will derive benefits from the proposed amendment.

The proposed density and intensity are consistent with the Business Park Mixed Use land use category and the Planned Development allows for the further refinement of the type of desired and compatible uses within this area. The uses will address and capture the importance of the riverfront location as well as the proximity to the Riverside neighborhood that a I-O zone district would not. Should the development be constructed in full and/or in part, the City will derive benefit from the resulting development that addresses the site-specific assets of the area.

Further, the area will derive benefits from the zoning of PD (Planned Development) by providing more effective and efficient infrastructure, reducing traffic demands by providing the opportunity for live, work and play in one area and access to the

Riverfront Trail system, providing 17 acres of open space that preserves and protects the banks of the Colorado River, and completion of the bicycle playground as a recreational amenity.

Staff, therefore, finds this criterion has been met.

c) The planned development requirements of Section 21.05 of the Zoning and Development Code;

As per Section 21.05.040(f), Development Standards, exceptions may be allowed for setbacks in accordance with this section.

(1) Setback Standards. (i) Principal structure setbacks shall not be less than the minimum setbacks for the default zone unless the applicant can demonstrate that buildings can be safely designed and that the design is compatible with the lesser setbacks, (ii) reduced setbacks are offset by increased screening or primary recreation facilities in private or common open space, (iii) reduction of setbacks is required for protection of steep hillsides, wetlands or other environmentally sensitive natural areas. For maximum flexibility in the design of this site, the approved ODP included a reduction in the setbacks to those consistent with the B-2 (Downtown Business) zone district, which is the type of development that is proposed in Dos Rios. No further change to the approved setbacks is proposed with this amendment and, with the exception of the portion of the ODP that is on the east side of Riverside Parkway, all of the proposed development is internal to the property and is not directly adjacent to any other private development.

(2) Open Space. All residential planned developments shall comply with the minimum open space standards established in the open space requirements of the default zone. Approximately 17 acres of open space will be provided, which is 27% of the area, exceeding the Code requirement for residential projects to provide 10% of the land area in open space.

(3) Fencing/Screening. Fencing shall comply with GJMC 21.04.040(i). Fencing and/or screening will comply with Section 21.04.040(i) of the Code and standards approved with the original ODP that address materials, height and quality of fencing. The standards are not proposed to change with this amendment to the ODP.

(4) Landscaping. Landscaping shall meet or exceed the requirements of GJMC 21.06.040.

The intent of landscaping within the Riverfront at Dos Rios is to create overall visual continuity throughout that is sensitive to, and blends with, the visual character of adjacent areas. Landscaping will enhance the aesthetics of the overall site, particularly as it is viewed from the perimeter public streets (Hale Avenue and Riverside Parkway)

and from the Riverfront Trail. Specific standards were included in the approval of the ODP which are not proposed to change.

(5) Parking. Off-street parking shall be provided in accordance with GJMC 21.06.050. Streets within Riverfront at Dos Rios shall be constructed, and access controlled as to allow and encourage on-street parking on both sides of the street that will provide approximately 280 spaces. In addition, it is anticipated that, as each site is developed, parking will be provided as applicable per the PD design standards. There will also be a number of uses within the development that will be able to share parking due to overlapping hours of operation and demand. Additional standards, including the modification to the code not requiring off-site parking, were included in the approval of the ODP are not proposed to change with this amendment.

(6) Street Development Standards. Streets, alleys and easements shall be designed and constructed in accordance with TEDS (GJMC Title 29) and applicable portions of GJMC 21.06.060.

The design and construction of streets, alleys and easements within the Dos Rios development will meet Code requirements.

d) The applicable corridor guidelines and other overlay districts (Section 21.02.150(b)(2)(iv)).

There are no corridor guidelines or overlay district that are applicable for this development.

e) Adequate public services and facilities shall be provided concurrent with the projected impacts of the development (Section 21.02.150(b)(2)(v)).

Existing public and community facilities and services are available to the property and are sufficient to serve the proposed mixed-use development. City Water is available to the property and will be extended into the site, as is sanitary sewer. The property can also be served by Xcel Energy electric and natural gas. The property is in close proximity to the Downtown area, which provides a number of commercial services.

f) Adequate circulation and access shall be provided to serve all development pods/areas to be developed (Section 21.02.150(b)(2)(vi)).

The proposed project will have two access points onto Riverside Parkway, one at the existing Hale Avenue and one approximately 1,000 feet to the south on Dos Rios Drive. In addition, there will be two access points onto Hale Avenue at Lawrence Avenue and Rockaway Avenue. The proposed access points provide adequate circulation and meet or exceed all code provisions for connectivity.

g) Appropriate screening and buffering of adjacent property and uses shall be provided (Section 21.02.150(b)(2)(vii)).

No landscaping/screening buffer is required between adjacent uses with the exception of screening service entrances, loading areas and dumpster areas which shall be screened from adjacent residential uses as follows:

- Service entrances, loading areas and dumpster areas shall be oriented in the rear or side yard only so as to minimize the impact on the public view corridors, areas open for public enjoyment and areas of residential use.
- Where allowed as accessory to a primary land use or structure, outdoor storage shall be located on a site where least visible from a public right-of-way or Riverfront Trail.
- If allowed, outdoor storage areas shall be screened in accordance with GJMC Section 21.04.040(h). Acceptable screening consists of any combination of fences, walls, berms and landscaping that is approximately six feet in height and provides a permanent, opaque, year-round screening around the entire perimeter of the outdoor storage area. Plant materials are encouraged as screening. Fences shall only be made of materials referenced in the Fencing section below.

h) An appropriate range of density for the entire property or for each development pod/area to be developed (Section 21.02.150(b)(2)(viii)).

The ODP proposes residential density of 12 units per acre as a minimum and no maximum density.

i) An appropriate set of “default” or minimum standards for the entire property or for each development pod/area to be developed.

For maximum flexibility in the design of this site, the Applicant is requesting a reduction in the front yard setback from 15 feet to 0 feet-10 feet for principal structures and from 25 feet to 10 feet for accessory structures; a reduction in the rear yard setback from 10 feet to 0 feet for principal structures and from 25 feet to 5 feet for accessory structures; and a reduction in the side yard setback from 15 feet to 3 feet for accessory structures. The proposed reduced setbacks are similar to those allowed in the B-2 Downtown Business zone district, which is the type of development that is proposed. With the exception of the land on the east side of Riverside Parkway, all of the proposed development is internal to the property and is not directly adjacent to any other private development. Staff has found these standards that exist for the adopted PD/ODP are appropriate for the amended PD/ODP and are not proposed to be changed with this amendment.

j) An appropriate phasing or development schedule for the entire property or for each development pod/area to be developed (Section 21.02.150(b)(2)(x)).

Phasing of the Riverfront at Dos Rios Planned Development shall be per the validity standards of GJMC Section 21.02.080(n).

RECOMMENDATION AND FINDINGS OF FACT

After reviewing the request for Rezone to Planned Development and an Outline Development Plan (ODP) for The Riverfront at Dos Rios (PLD-2020-121), the following findings of fact have been made:

1. The Planned Development is in accordance with all criteria in Section 21.02.150 (b) (2) of the Grand Junction Zoning and Development Code.

Therefore, Staff recommends approval of the request for the rezone and amendment to the Planned Development zone district and Outline Development Plan (ODP) for Riverfront at Dos Rios.

SUGGESTED MOTION:

Chairman Teske, on the Rezone and Amendment to Planned Development (PD) with a BP (Business Park) default zone district and an Outline Development Plan for a mixed use development known as the Riverfront at Dos Rios, file number PLD-2020-121, I move that the Planning Commission forward a recommendation of approval to City Council with the findings of fact listed in the staff report.

Attachments

1. Neighborhood Meeting Information
2. Riverfront at Dos Rios Maps
3. Original Riverfront at Dos Rios PD Ordinance No. 4849 - 2019
4. ORD-Amended Dos Rios PD ODP121720jps



Adjacent Property Owners
VIA U.S. Mail

February 27, 2020

RE: Amendment to Riverfront at Dos Rios Planned Development (PD)

Dear Property Owner:

The City of Grand Junction would like to amend the previously approved Planned Development for the Riverfront at Dos Rios. The amendment includes adding approximately 3.3 acres of property to the PD and previously approved Outline Development Plan (ODP), including the properties at 603 Lawrence Avenue; 201, 205, 211 and 219 Hale Avenue; and 206 Lila Avenue. Consistent with the previously approved PD, the 3.3 acres would be allowed to be utilized for a mix of uses ranging from residential to light industrial.

A Neighborhood Meeting will be held at the Dual Immersion Academy in the Cafeteria, located at 552 West Main Street in the Riverside Neighborhood. The meeting is scheduled for Monday, March 9, 2020 from 6:00 to 7:00 pm.

The Neighborhood Meeting is held to allow the neighborhood an opportunity to review the proposed plan, answer questions and to provide information about the review and decision-making process. Representatives from the City of Grand Junction will be at the meeting to discuss the proposed amendment to this Planned Development and Outline Development Plan.

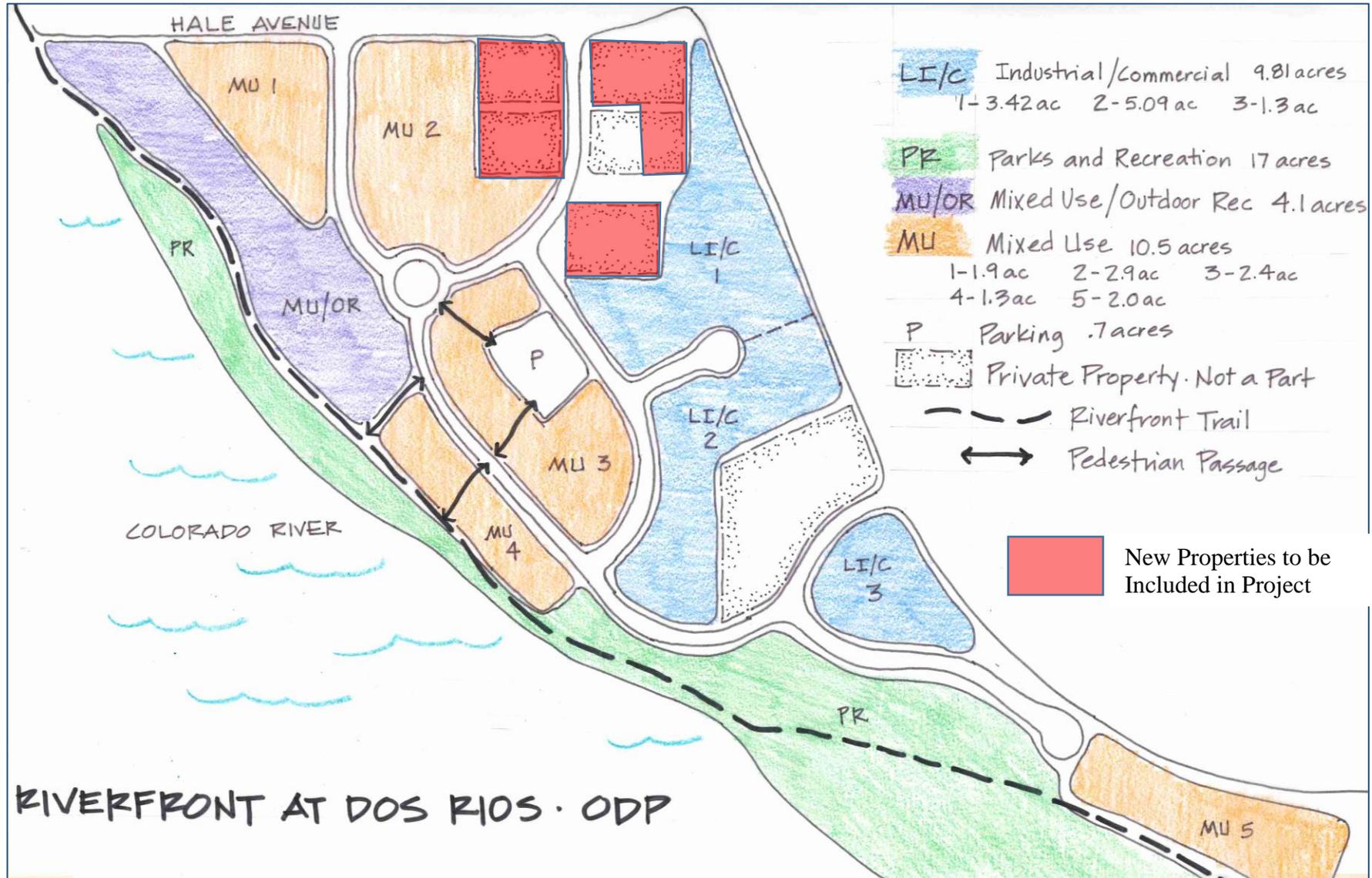
Please do not hesitate to contact me at 970-244-1491 or kristena@gjcity.org if you have any questions about the Riverfront at Dos Rios project or the upcoming meeting.

Sincerely,

A handwritten signature in blue ink that reads "Kristen Ashbeck".

Kristen Ashbeck, AICP
Principal Planner

RIVERFRONT AT DOS RIOS - EXISTING OUTLINE DEVELOPMENT PLAN





Community Development Department

RIVERFRONT AT DOS RIOS PLANNED DEVELOPMENT AMENDMENT NEIGHBORHOOD MEETING 3/9/2020 – PLEASE SIGN IN

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NAME	ADDRESS	PHONE	EMAIL
Eudora ^{moffin} & Mary	523 Rockaway Ave	970-243-4398	
CINDY ENOS-MARTINEZ	408-C WEST COLO AVE	970-270-6962	cindy.enosmartinez@yahoo.com
Keona Beltran	645 West Colo Ave	970-201-2614	reona71@gmail.com
Ara Beltran	324 Fairview Ave	(970) 270-3890	CincosLC@gmail.com
Alberto Ibarra / Andrea Robles	431 Rockaway Ave	(970) 433-3804	andreaarobles5051@gmail.com

Jen Taylor

Greg

Trent

Kris

**Riverfront at Dos Rios PD/ODP Amendment
Neighborhood Meeting – March 9, 2020 6:00-7:00 pm
Duel Immersion Academy Cafeteria**

City Staff in Attendance: Greg Caton, City Manager; Trent Prall, Public Works Director; Kristen Ashbeck, Principal Planner

There were 10 citizens in attendance. Topics of discussion and questions:

- Clarification of new properties to be included in the plan
- Definition of a Planned Development
- Clarification of land uses / type of housing
- Infrastructure construction schedule
- Cross section of Hale Avenue
- Bridge over Railroad ROW / Downtown connection
- Overview of Proposed El Jets Cantina and Sky Outpost
- Concerns with increase in property taxes within Riverside Neighborhood due to adjacent new development