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**PLANNING COMMISSION WORKSHOP AGENDA
HUMAN RESOURCES TRAINING ROOM
CITY HALL, 250 N 5TH STREET
THURSDAY, JULY 20, 2023 - 12:00 PM**

Call to Order - 12:00 PM

Other Business

1. Transportation Engineering Design Standards (TEDS) Update
2. Zoning and Development Code Update

Adjournment



Grand Junction Planning Commission

Workshop Session

Item #1.

Meeting Date: July 20, 2023

Presented By: Rick Dorris

Department: Community Development

Submitted By: Dave Thornton, Principal Planner

Information

SUBJECT:

Transportation Engineering Design Standards (TEDS) Update

RECOMMENDATION:

EXECUTIVE SUMMARY:

In July of 2022, the City hired Fehr and Peers to work on updating the City's Transportation Engineering Design Standards (TEDS) manual. This effort has occurred alongside the City's work with Fehr and Peers on the Pedestrian and Bicycle Plan and will incorporate changes reflecting community values for multimodal transportation and support implementation of the adopted Pedestrian and Bicycle Plan.

Staff will brief the Planning Commission on the TEDS update process, proposed changes and what has been heard during the listening tour conducted over the past 6 weeks.

BACKGROUND OR DETAILED INFORMATION:

The Transportation and Engineering Design Standards (TEDS) Manual establishes requirements and provides guidance to the city and developers on how streets and multimodal transportation infrastructure are to be designed within Grand Junction. It includes guidance and requirements for preparing transportation impact statements (TIS), street design standards, access control, traffic signal design, street lighting, pavement, and pedestrian, bicycle, and transit facility design standards.

The TEDS Manual has not had a major update for almost 20 years ago. Some aspects of the Manual are out of date and not reflective of current community values or current design practices being applied within the city.

The TEDS Manual is being updated to incorporate the following general improvements:

- Reflect current community values for multimodal transportation (including for pedestrians, bicyclists, and transit users).
- Incorporate current state and national design standards.
- Improve the usability of the manual.
- Support implementation of the vision established in the recently adopted Pedestrian & Bicycle Plan

Staff will brief the Planning Commission on the TEDS update process, proposed changes and what has been heard during the listening tour conducted over the past 6 weeks. Public comments have primarily focused on the following elements of the draft TEDS.

1. Right-of-Way size regulations, parameters, and variances
2. Minimum access standards
3. Traffic study requirements
4. Pathway illumination standards
5. Sidewalk specification requirements

SUGGESTED MOTION:

For Discussion Only

Attachments

1. TEDS Revision Public Comments GJARA and HBA
2. Other Development Community Comments

City of Grand Junction Community Development Department,

Thank you for the opportunity to comment on the proposed TEDS revision. We greatly appreciate the extension of the original public comment period, which provided valuable time to formulate constructive feedback in support of the highest quality outcome for the public.

We commend the department's efforts to create increased flexibility in the plan, modernize standards, and implement the bike and pedestrian plan.

As representatives of the Grand Junction Area Realtors Association and Housing and Building Association of Western Colorado, we represent a coalition of over 300 design, engineering, and development professionals and over 900 real estate professionals collectively employing thousands of local citizens.

We're confident that the inclusion of technical expertise informed by this depth of experience will help guide adoption of a plan that functions as intended in fully implementing the core values identified through the planning process. It is our shared vision to facilitate the enactment of standards consistent with the spirit of those guiding principles.

After our initial review, we've prepared comments on a number of items in the current TEDS draft as practical considerations that would fortify the plan, protect against the potential for unforeseen consequences, and ultimately ensure successful implementation for the benefit of our present and future community.

We place particular emphasis on three elements of the draft TEDS plan:

- Right of Way Size Regulations, Parameters, and Variances
- Minimum Access Standards
- Traffic Study Requirements

Two additional elements also warrant consideration:

- Pathway Illumination Standards
- Sidewalk Specification Requirements

The proposed form of each of these elements reflects efforts to achieve commendable goals, but also presents concerns of technical feasibility, outcomes counter to the identified values, and negative impacts on housing affordability.

In each instance, our comments identify alternatives or the need for further clarity to address these concerns while preserving the original ambition of the goals.

Public Comments

Right of Way Size Regulations, Parameters, and Variances

Concerns

- Reduces quantity of land available for the creation of housing inventory, which will increase costs, decrease density, and contribute to sprawl with traffic and commuter impacts.
- Although we appreciate the flexibility provided by the several potential variances, their use would essentially shift interior boundaries.
- Implementing this standard is impractical in scope and lacks technical feasibility. Implementation in existing, developed corridors would require substantial and costly land acquisitions, particularly for infill, and will reduce existing housing inventory.

Comment

- We would like to see further review of the right of way requirements in consideration of emerging trends, as this proposal would benefit from clarity and data benchmarked to standards, impacts, and outcomes adopted by comparable communities.

Minimum Access Standards

Concerns

- These standards need general clarification regarding the definition of minimum access and what specifications are required to meet the stated goal of connectivity.

Comment

- Additional technical clarity is required, and references to similar levels of required access in comparable jurisdictions would serve as a useful point of reference.
- For most infrastructure development, there is a tier based system to determine the size of streets, waterlines, etc. A tier based system should also be established for pathways based on the size of the development, particularly in areas where connectivity is already achieved and secondary access has been established for fire vehicles.

Public Comments (continued)

Traffic Study Requirements

Concerns

- The proposed requirement for traffic impact studies (TIS) of developments that generate between 10 and 99 ADUs is needlessly low, and the lower threshold of 10 peak hour trips could easily be achieved by a single home with one house multiple drivers or bicyclists, which will increase development costs and decrease affordability.

Comment

- The current traffic study requirements in the existing TEDS should be maintained, but with an addendum for estimating impacts to bicycle and pedestrian traffic. This would incorporate bike and pedestrian considerations while mitigating higher costs.

Pathway Illumination Standards

Concerns

- The draft proposes an uncommon management structure in which responsibilities are assigned to HOAs, private development, or not defined clearly.
- HOAs are unlikely to reliably manage illumination, while assigning responsibility to development in perpetuity is unusual and exceeds the role of private development.
- This structure is likely to create an inconsistent variety of lighting types and specifications.

Comment

- Apply the current system for local street lighting to pathway illumination to ensure reliability, simplicity, and consistency in type of lighting.

Public Comments (continued)

Sidewalk Specifications

Concerns

- The proposed standard requiring sidewalks 6 feet in width and on both sides of the street will remove excessive amounts of already limited land available for the creation of housing inventory, with minimal additional utility for multimodal usage.

Comment

- The six foot sidewalk requirement should be modified to be required only at higher vehicular volumes and on only one side of the street, with an emphasis on connectivity. This will lower costs in the creation of housing and also the City's long-term maintenance costs, leading to the creation of more affordable housing stock while still accommodating multimodal usage.

Additional Feedback

The incorporation of this professional feedback will meaningfully improve the quality of the plan thanks to your gracious extension. That said, TEDS is a complex document that has not undergone a revision for many years, and the outcome would benefit from further review and refinement. We understand it may be challenging but with a plan of this magnitude, it's worth taking the extra time to get it right. We appreciate your collaboration to date, but respectfully request that you consider additional time for review.

If this additional time is granted, it will allow our professional community to provide several and more thorough contributions.. For example, we would:

- Explore how the new proposed standards complement or conflict with the latest trends in context-based development.
- Investigate experimentations and comparative models underway in front range communities that have already or previously incorporated multimodal uses and other additional values into their roadways and systems, so as for our Grand Junction to benefit from the best available data and practices as we tailor the right variables for our own community.

Additionally, we suggest that it would be mutually beneficial to convene a workshop between city staff and industry practitioners to further discuss our comments and opportunities to refine these standards.

Thank you again for offering these feedback opportunities to date. Please don't hesitate to contact our team with any questions, and we would be happy to serve as a resource throughout the remainder of the process.

We look forward to your response, and thank you for your consideration.

Submitted on behalf of the Grand Junction Area Realtors Association and Housing and Building Association of Western Colorado

The following are comments compiled and received by the City via email from the development community and interested parties.

From Keith Ehlers on 6-29-23 via email

I've shared this with a few of you in conversation recently, but I hadn't done so in writing yet so here it is. The top two items at this stage that I'd like to see further vetting for in regards to the draft TEDS manual are:

1. Current development impact fees were influenced by the calculated cost of the existing cross sections and improvement requirements for roads, BUT if the new TEDS manual gets adopted before any responsible vetting of the additional cost implications of the expanded improvements being required is completed the TIF fees will automatically be out of alignment with every calculation that went into the 2019 nexus study and ultimately guided the impact fee implementation schedule that was approved by council and is utilized by the city manager and public works for budgetary planning. There are repeated comments about concern that the impact fees are currently only 75% of what is needed (based on the cost assessment of existing road cross sections), but the adoption of this TEDS policy would amplify the related budget shortfall. Can someone discuss this issue with me in detail please to help me understand what the thinking is and educate me on anything I may be missing?
2. If the new cross sections are consuming more right of way and requiring a detachment of sidewalks away from the vehicular activity then do we still need the same level of expensive landscape strips, buffers, and screening requirements that we currently require in our code? Perhaps there is a trade-off to be found here in which the private property owner may have to give up more land for ROW, but gets that's developable ground back through the relief of required landscape strips wherever detached walks are required since they inherently create a landscape strip between the roadway and the sidewalk. Does this question get addressed in the code update project or the TEDS project?

Thanks for your time on this.

-Keith

From Kevin Bray on 6-14-23

Rick, Trent, and Dave,

I like the idea of a drive lane that accommodates 2 way traffic. Its traffic calming and also keeps the space available for the fire trucks. I'm not sure I totally understand Fire's need for a second access. I thought we designed streets to have two firetrucks drive by each other at the same time. In that case one can be dropping a hose while the other is

passing to drop the next. The 2nd access, if it was a path, would not need to be 20' width because there is not a hydrant or a home to service from that so whatever emergency vehicle would use it would then dump onto the residential road that had the proper width for the above scenario to unfold. Maybe you have a better explanation but I thought it would be a good trade-off if we are going to do a path(700' block rule) connection this should allow us to have some flexibility on longer cul-de-sacs and meeting second access requirements. In the example below, you can see that the drive lane is intended for two way traffic but I think it would/may require queuing. The presentation also brings up some good points about reducing the amount of asphalt/concrete that must be maintained.

For a good example of context-based multimodal street design I think the section of Mariposa that goes through residential neighborhood is a good example. A joint drive lane that does not have a middle stripe, allows for parking on the sides, and when pedestrians are in the street there is no psychological resistance to crossing the centerline and giving peds and bikers a wide space. I don't think that design is necessarily the best for Mariposa as it serves very few residential homes and has a high design speed and more of a collector context, however, this was a practical and cost-effective approach to providing some traffic calming and mitigating uncomfortable ped/bike/car relationship. Notice the local residential Pleateau drive is 35' wide and has many private signs up and down the street "Kids at play" "please slow down". I think we have an opportunity to explore whether sidewalks in residential neighborhoods create safety or if they create a contextual assumption that people are on the side, and the driveline is a speedway for cars. We all grew up on streets with no sidewalks or narrow sidewalks. We played football and basketball in them, we rode our bikes in them, we walk in them comfortably. Is it possible that the separation is the problem? The street I live on is full 44' with sidewalk on both sides, its over 1,000' long with more lots than are currently allowed in a dead-end cul-de-sac. There is very little traffic but the cars that come through there are usually doing mach 10. It's a design issue. We should build neighborhoods that people drive through like campgrounds.

From Mark Austin on 7-13-23

TEDS Plan Comments from ACG:

1. This is just a general comment, but the Ped and Bike Plan is now significantly impacting the cost for projects. The concern I have is the vast majority of "input" and involvement on this plan was provided from the bicycle community and was it really a representation of the entire community? The bicycle community just scored a huge win because they really aren't having to pay for any of these improvements. It would seem to me that before fully embracing this Bike and Ped Plan, there needs to be a cost analysis study to determine the cost to implement this plan and method that funds the construction and maintenance of the plan. The reality is the City is the agency that is ultimately going to have to pay for these improvements because the vast majority are on collector-type streets. If the

community really wants to fully embrace this plan, they must also provide the funding to do it. This is really no different than what the City just did for the Rec Center. All of the planning documents and “surveys” from the community said they wanted a Rec Center. However, the City didn’t move forward with this until there was a way to pay for it. Why isn’t this same approach being taken for the Bike and Ped plan?

2. Section 29.08.030 – 1st Paragraph, last sentence and Paragraph 2. This should state 100 PEAK HOUR trips, not 100 trips (this would be 10 houses).
3. Section 29.12.040, part B. A maximum of 4 parking spaces without an island is unrealistic, or even 8 spaces. Why is a landscape island needed in an alley? This is not the place for a landscape island. Please look at the Catholic Outreach projects along alleys in the 200 and 300 blocks south of Ute. Also look at 951 Main Street.
4. I’m concerned all of the new street sections and various ROW widths will be difficult to determine when and how much additional ROW a site plan approval project must dedicate. For the most part, most of the existing commercial lots already have curb and gutter along them and are generally located along a street that is a collector street and above. When the site wants to develop, is the City now going to require additional ROW dedication along these streets and then require the sidewalks for instance to be detached? Maybe this isn’t an issue for the sidewalk because it’s a collector street, but which ROW section for a collector street will the developer have to follow? If it’s up to them, it will be the one that has to give up the least amount of ROW.
5. The TIS requirement to do for Bike and Ped analysis is silly. Most of the streets and sidewalks don’t have much ped or bike traffic, so why are we trying to measure this? It isn’t going to tell anyone anything and what is going to be the basis to project future bike and ped usage? All this does is cost projects another \$2,000 for traffic study consultants that provides no real useful information. Every question on this checklist can be answered by the City’s development engineer.
6. I can assure you the general public will use the Ped and Bike Analysis Worksheet to oppose every project that has a ped or bike facility along a collector roadway. A good example is the C-1/2 Road Gravel Pit. This project is currently pushed out by the Planning Commission because of the

neighbors' complaints about inadequate bike and ped routes on C-1/2 Road. I can assure you the public will use the "stress" table maps to push their point once they understand how much this bike and ped plan drives the level of improvements required for a project approval.

7. Every project that has opposition will always raise the concerns that their roadways are too congested and can't handle the additional traffic, and the kids playing in the streets will be killed from the additional traffic generated by the proposed development. At least with a Traffic Study you can use ADT numbers to show the street has additional capacity to handle the development, but even with a Stamped Traffic Report, Planning Commission members will cave on this with enough public opposition at a hearing. Now you are going to have to say that it's ok that the kids playing in the street can't walk safely without a sidewalk and a bicycle can't travel down the road safely without having more pavement. We are setting ourselves up to get killed in public hearings, and the City will be the one getting yelled at because the streets are collectors.
8. Requiring individual lighting plans for all streets is another \$1,500 burden on EVERY SINGLE PROJECT. All that needs to be done is do the lighting analysis for the various street sections and you should be able to determine a "typical" light pole spacing to provide the lighting levels needed. This is even more ridiculous because Xcel Energy is the one providing and installing the light types and I seriously doubt they check to make sure the lighting analysis light fixture details and deflectors match the equipment they install and maintain. This is just not a realistic expectation.
9. Section 29.20.030 Providing pedestrian lighting on all ped paths and trails is extremely expensive for all projects.
10. Expecting HOA's to maintain pedestrian level lighting in subdivision projects is unrealistic. They can barely handle getting irrigation water to their homeowners, now you want to have them maintain and operate pedestrian level lights for the entire public to use on their property and they are the ones that have to pay for them? This makes no sense. If the lights are provided, they need to be turned over to the City to maintain and operate, just like the lights along the street. Pedestrian and Bike trails are now considered "multi-modal" and therefore they should be treated just like a public street lighting system for vehicles.
11. It would seem to me the street options need to include the low stress vs high stress design

requirements from the ped and bike plan. I still don't know what that means, but from what I understand, we have to now assess the Bike and Ped plan to determine the stress level, which then drives the required sections required.

12. I was not part of the ped and bike plan, but how did the low stress vs high street analysis in the bike and ped plan get developed? This level of stress analysis is now significantly impacting the cost to develop street sections, and most of these street sections are paid for by the City through taxes. Has anyone thought about how this is really going to be paid for?
13. Section 29.20.060 (c)– Bulb outs. Just about every local street section has street parking. Does this now mean that bulb outs are now required at every intersection on local streets?
14. Section 29.20.070 (B)– Why can't this be a 2% to 2%? Requiring vertical curves at Stop Control intersections is ridiculous. Anyone driving across a typical crowned street drives up and down a 2% crown all the time without a safety issue. All the vertical curve does is create complexities in construction that aren't needed.
15. Private driveway access locations should not be restricted to a maximum 4% grade.
16. Section 29.20.210/ 29.28.250 – Traffic Calming. The City enforced this in the mid 2000 with chokers and tabletops in subdivisions. The reality is these really didn't do anything and so over time, this "requirement" went away. Is it now back? Did we not learn anything from the last time this was required?
17. G Road Section – 70-ft ROW. Why is it acceptable for G Road to have a narrower Bike Lane but it's not acceptable for a Low-Speed Collector road, or even a local commercial street or lower volume local streets?
18. Two Way Shared Use off Street Path – I'm not seeing where dimension E, slope information, is defined?
19. Two Way Shared Use Paths – Canyonview park has multiple 8-ft paths and is highly used in the community. These paths typically don't have 2-ft gravel shoulders, but some paths have a 3-ft soft surface path for people who don't want to walk on hard surfaces. Several of the paths have no shoulder and transition into the adjacent grass. Why isn't this an acceptable section for everyone else?
20. What is driving the requirement that all paths have to be concrete? Again, Canyonview has several soft surface paths and in many locations, such as

Redlands 360, concrete paths are not practical in open space areas.

From Ron Abeloe on 7-14-23

To: Trent Prall

Rick Doris

Thank you for the presentations of the proposed update of the TEDS along with the opportunity to provide comments from a Land Development and Housing Provider perspective.

My comments are mostly focused around the multimodal, Bike and Ped portions of the update. These portions of the update will add thousands of dollars of additional cost to each new housing unit that is produced under these proposed standards. That alone is not a reason to not propose them if the proposal eliminates a serious safety issue that is resulting in high numbers of injury or death.

It is however a reason to gather the information and statistics to support not only the new standards but also where they are warranted based on the significantly negative impact they will have on all new housing types.

Increasing new housing costs drives additional inflationary pressure on new home prices to the consumer. More troubling than this is the fact that new home price inflation is tied directly to increased prices on lower cost housing units as well. New home prices move in tandem with all other housing groups as a rule. These lower priced housing units are what the lower income level buyers and renters are using for shelter. These units are our work force housing stock.

Based on these facts it seems very important to take the time to identify where these new standards will have a safety impact large enough to warrant the significant negative impacts on housing prices, and where they will only serve to increase costs without much benefit.

In addition, adding concrete and asphalt in places where it is not necessary seems environmentally irresponsible and inefficient for future City Maintenance as well as the development itself. Considering the amount of carbon needed to produce concrete and asphalt along with the significant heat generated year after year for every additional square foot of these surfaces that are required to be installed, it seems prudent to make sure that it is truly needed.

I have heard the term quality of life or a more comfortable experience when referring to these improvements, I would ask you to keep in mind that there are few quality-of-life issues that are more important than being able to provide housing for yourself and your loved ones, and it is quite an uncomfortable experience when you can't afford to do that..

From Andy Gingerich on 7-14-23

I agree with the basic concept, Rick, that gov't agencies would build them on the main roadways, and developers would build them on the others. In reality that's what would happen. I just don't know if roadway classification is the best guideline. From the examples I gave, North Ave is a minor arterial, Rimrock is a major collector, 24 3/4 Rd and Market St are local roads. I suspect that North Ave is covered by the North Ave Overlay. But in the other examples it looks like it's based more on a traffic flow issue, trying to prevent traffic back up at intersections, etc. These were decisions made before my time, so I am making some assumptions.

How is it determined which roadways TCP funds will be used for vs which roadways developers will build? Maybe that's a decent guideline to determine areas where developers would and wouldn't be required to build a pullout. I'm just thinking that if a developer is building a roadway and sidewalks, and it's determined that a pullout is needed, they should build it along with everything else. In reality, bus pullouts are unlikely to be needed in local and lower classified roads in most situations.

There is a decision tree in the current Transit Design Standards and Guidelines that determines stop locations and whether or not a bus pullout is needed. I don't think this decision tree has been closely followed over the years, and should be updated to reflect more recent practices. But I think it's the right place for these standards to be located.

From Kevin Bray on 7-17-23

Thanks Rick, I did hear Steve address the fire truck need in a roundtable I attended. Steve did a pretty thorough job and articulated well the need for the two lanes which I understand. I think the path would qualify as its not intended or needed to provide the ability for two trucks to pass. I think you can come to the same conclusion or get with Steve if you need to. My comment is only to provide flexibility where it makes sense and can save the City and the consumer unnecessary costs.