



City of Fruita

COMMUNITY PLAN 2008



"HONOR THE PAST, ENVISION THE FUTURE"



Many people were instrumental in this planning effort. Special thanks to the City Staff, City Council, Steering Committee and our community for their contribution.

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00 EXECUTIVE SUMMARY	V
01 PLAN FOUNDATION	1-1
1.1 Project Introduction	1-1
1.2 Why Plan?	1-1
1.3 Creating the Plan	1-2
1.4 Citizen Input	1-4
1.5 Updates to the Community Plan	1-8
1.6 How to Use the Plan	1-9
02 PLANNING CONTEXT	2-1
2.1 Introduction	2-1
2.2 Challenges and Opportunities	2-4
03 VISION	3-1
3.1 The City of Fruita Vision	3-1
Land Use & Growth	3-3
Neighborhoods	3-5
Rural Landscapes	3-7
Community Character & Design	3-9

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TABLE OF CONTENTS

Economic Sustainability	3-11	Infrastructure, Education & Services	4-55
Open Space, Parks & Recreation	3-13	Cultural Resources	4-59
Multi-Modal Transportation	3-15	05 IMPLEMENTATION	5-1
Intergovernmental Coordination	3-17	5.1 Introduction	5-1
Infrastructure, Education & Services	3-19	5.2 General Implementation	5-1
Cultural Resources	3-21	5.3 Specific Actions	5-5
04 FRAMEWORK	4-1	INDEX	5-21
4.1 Introduction	4-1	APPENDIX I	A-1
4.2 Core Concepts	4-1	APPENDIX II	A-19
4.3 Land Use Form & Population	4-5		
4.4 Framework Plan	4-7		
Land Use & Growth	4-11		
Neighborhoods	4-15		
Rural Landscapes	4-23		
Community Character & Design	4-25		
Economic Sustainability	4-29		
Open Space, Parks & Recreation	4-39		
Multi-Modal Transportation	4-47		
Intergovernmental Coordination	4-53		



00 EXECUTIVE SUMMARY

The City of Fruita adopted its first community plan in 1884 when William Pabor platted the town for development. The comprehensive community plan was updated several times over Fruita's history including the most recent update in 2001. While the 2001 plan was award winning, Fruita's rate of growth between 2001 and 2008 far exceeded expectations. A tremendous growth rate, Mesa County's adoption of a Future Land Use Plan that surrounds most of the community with an Urban Residential Reserve (URR) land use, and the desire of Fruita to continue to be proactive in its community planning efforts prompted the Fruita City Council to revisit the plan adopted in 2001 and update it to serve the community for the next 20 to 25 years.

The Fruita City Council was committed to using a very public process to receive input and feedback on what an updated community plan should address. The Fruita City Council clearly understood the importance of this plan being embraced by the citizenry; and as such, the City Council appointed a steering committee to provide well-rounded feedback throughout the process, interviewed over

60 community leaders prior to starting the process to understand the necessary background and history of the community, held three community-wide workshops to receive feedback along the way (in addition to other public meetings), maintained a complete website of materials and vital information for review by interested residents, utilized a community survey, and mailed City Link Newsletters to each house in the city and the growth area to update residents as to the plan as it progressed. Once input was received and a draft plan was prepared for presentation, public hearings were held before the Fruita Planning Commission and Fruita City Council in order to ensure that the plan truly represents the goals of the community as well as a realistic approach to achieving them.

While the plan clearly permits a substantial amount of growth to occur over time, it does so with the understanding that attempting to completely stop growth is not a wise or sustainable long term solution. As such, the plan is underwritten with the understanding that growth in the Grand Valley is inevitable due to the many economic and social

trends facing the community and that managing growth and controlling its quality is the best way to maintain the high quality of life Fruita residents have come to expect and desire. Clearly, saying absolutely no to growth is not an option that would serve this community well; but closely managing it and demanding high standards will help to reach the stated vision of the community and maintain Fruita's small town atmosphere.

The goal of the 2008 Community Plan is not to promote growth, but rather to set high standards for the growth that is expected. Throughout this plan's process, the Citizen's Steering Committee understood the importance of managing growth and developing policies to ensure that new development is sustainable, attractive, and pays its proportional share of infrastructure and operating costs. The Citizen's Steering Committee also emphasized the community's desire to preserve Fruita's desirable way of life. This planning process has confirmed that Fruita residents desire more retail and commercial opportunities that solidify the community's small town atmosphere, not detract from it. This plan is designed to meet those important, but often conflicting, goals.

Balancing growth with community ideals is a great challenge; however, there is consensus that certain tools and strategies facilitate this goal. The core concepts of this plan will be Fruita's most effective mechanisms for achieving this goal.

This plan closely follows the community's vision, which was only slightly altered from its original 2001 form: *Improve and enhance the small town atmosphere of the Fruita community, while providing high quality services for a growing population and striving for economic development and prosperity.* In order to achieve this vision, elected and appointed officials of the city will need to continually balance the desires of specific neighborhoods with the overall needs of the community. This balance will be achieved through the required public hearing process and appropriately weighing the community's needs for land use predictability with the equally important need for flexibility and creativity. This update to the Community Plan correctly balances these needs while laying the framework for achieving the stated goals of the community.

FULLFILLING THE PRINCIPLES OF QUALITY GROWTH AND SUSTAINABILITY

Many expanding communities strive to infuse the principles of *sustainability* and *quality growth* into their planning; without first outlining a framework for guidance, however, they often fall short. Core concepts stressed throughout this document follow these principles and are intended to increase Fruita's chance to elevate the community through great planning and design. The 2008 Community Plan's core concepts include:

Definable Edges - Four planning boundaries discourage sprawling growth and encourage community separation and the preservation of rural areas.

New Centers - Neighborhood centers, regional centers, and downtown are the focus of the community and neighborhoods. They provide the heart of each area, from schools and parks, to new hotels and local shops.

Connections - New greenways protect our sensitive areas and connect our neighborhoods, the Colorado River, the National Monument, and adjacent cities.

Great Neighborhoods - New neighborhoods are premised on the concepts of walkability, social interaction, and neighborhood amenities.

Natural Resource-Based Tourism - Proposed amenities continue to reinforce Fruita as a world-class mountain biking, hiking, and rafting destination.

Bonus and Incentive-Based Programs and Zoning - Innovative programs celebrate great design and reward developers that implement high quality building and sustainable neighborhood design.

Principles and Policies Founded on Sustainability - Economic, social, and environmental values are the basis for Fruita's policies. Through the protection of natural resources, the reinforcement of a locally-based economies, and the support of redevelopment, the 2008 Community Plan seeks to build off of existing assets in light of new growth.



01

PLAN FOUNDATION

1.1 PROJECT INTRODUCTION

Fruita, Colorado is one of Colorado's small town gems with strong cultural roots and a promising future. Fruita's tradition is founded in the Grand Valley's agricultural way of life and has recently become world-renown for its outdoor recreation opportunities. The city has managed to maintain its charming character and small size, but the secret of its fantastic access to recreation, ideal climate, and friendly community has slipped out. Every year, new residents, from young families to retirees, relocate here for the enviable quality of life.

The last decade brought rapid growth to Fruita. Between 2000 and 2006, the population expanded from 6,478 to 10,349 residents, nearly a 60% increase¹. 2005 and 2006 have the highest annual growth rates on record, with 10.4% and 10.2%, respectively. The community is at an important juncture, where it is challenged with balancing reasonable, strategic growth with preserving Fruita's distinctive qualities. This Community Plan Update is the opportunity to meet this challenge.

1) Colorado State Demography Office, 2007.

The planning process involved extensive public outreach that included over 60 stakeholder interviews, three public workshops, Technical Advisory Team and Citizen's Steering Committee meetings, and sessions with City Council. Through strong community involvement and forward-thinking planning, this Community Plan provides the framework for Fruita to benefit from logical growth while keeping the city's character intact.

1.2 WHY PLAN?

A community plan is an official public document designed to guide the future development of a community in order to create and maintain a desirable environment and promote the public health, safety, and welfare. The plan is intended for use by public officials, citizens, and developers in making decisions about future development.

This Community Plan contains various elements that address the interrelationships between the physical layout of a community, public facilities, provision of government services, and preservation of community character. The plan establishes a framework for

managing new growth in a manner that attempts to preserve outstanding quality of life while fostering or enhancing a healthy economy.

The 2008 Community Plan:

- Gives general, advisory guidance;
- Promotes public health, safety, and welfare of community;
- Establishes a framework for new growth;
- Seeks to preserve a high quality of life;
- Fosters a healthy economy;
- Is long-range;
- Is an official policy document adopted by Fruita for land use.

1.3 CREATING THE PLAN

This is not the first planning effort that the citizens of Fruita have undertaken. This plan builds upon the planning effort from the city's last community plan (Community Plan 2020), adopted in 2001. The 2001 Plan involved multiple workshops as well as incorporated the Futures Conference held in June 1999.

Rapid growth and changes in areas adjacent to Fruita's current boundaries brought the need to re-examine this plan and update the community vision to reflect current conditions. The update process included four phases: Values, Visioning, Community Choices, and Plan Development (Figure 1.1).

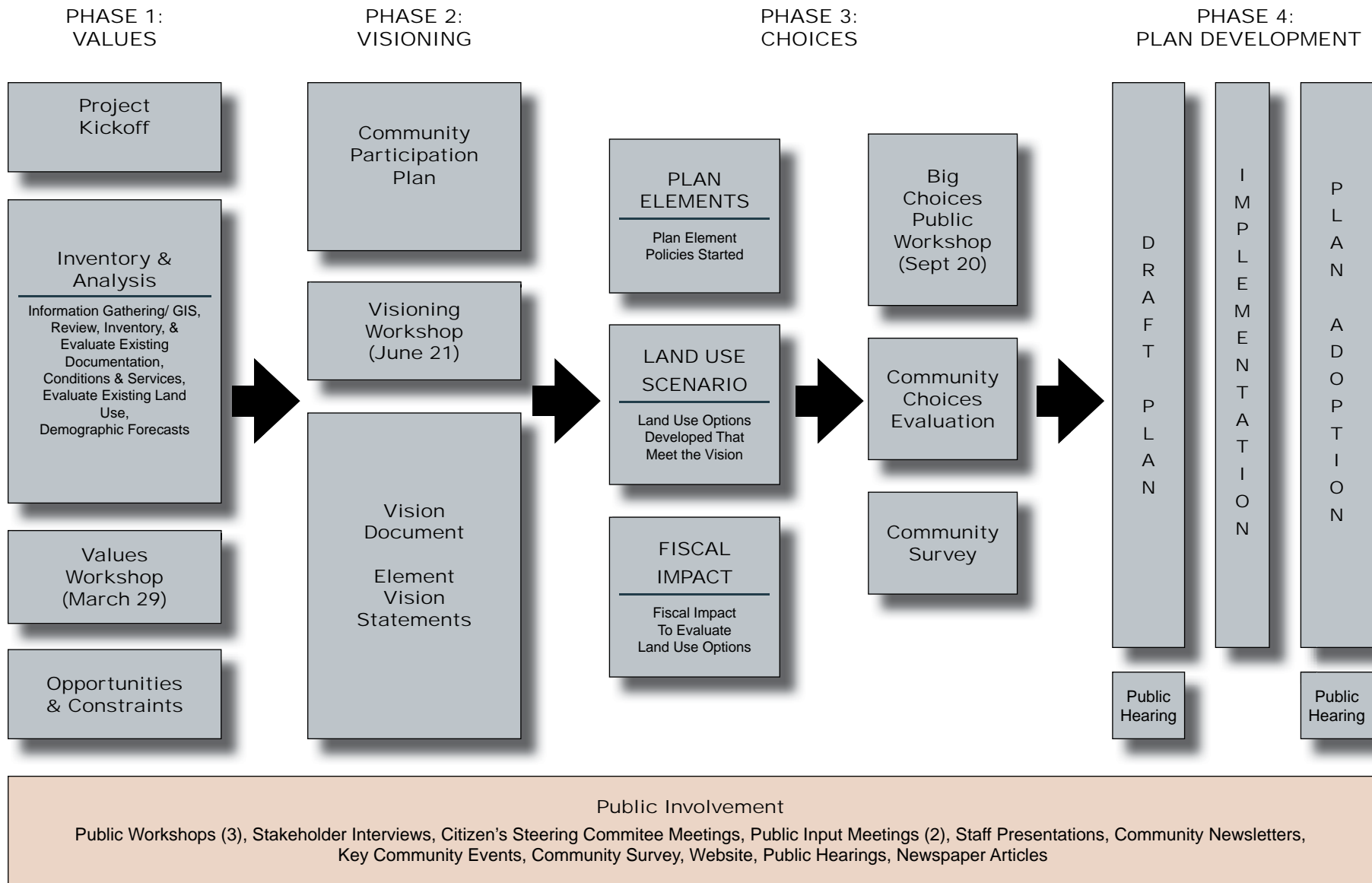


FIGURE 1.1: PLAN PROCESS.

1.4 CITIZEN INPUT

The Plan included a series of ongoing meetings with individuals, groups, and committees to direct the plan. Citizen involvement is described here by explaining the process of meetings, workshops and outreach that took place throughout the Community Plan Update.

Summaries from the stakeholder interviews, meetings, and workshops were produced as part of this process and are available as the *Fruita Community Plan Technical Reference* through the Fruita Community Development Department.

MEETINGS

The planning team conducted **over 60 stakeholder interviews** that represented a cross-section of the community including business owners, life-long residents, city councilors, newly relocated retirees, public agency representatives, farmers, developers, recreationists, and more. The purpose of this exercise was to clarify a sense of the community's values. It was evident from interviews that residents would like to maintain Fruita's small town atmosphere and beautiful landscape while encouraging economic sustainability and access to outstanding public services.

The **Technical Advisory Committee** consisting of city staff and a Mesa County representative staff provided guidance on technical considerations related to schools, parks, planning, water, sewer, and roads.

The **Citizen's Steering Committee's** role was to act as a sounding board during the planning process and to disseminate information to the community. The Citizen's Steering Committee provided insight and guidance from an array of diverse perspectives, from citizen-at-large to business owner to decision-maker. Over a dozen meetings were held with the Steering Committee to ensure that the Community Plan was on the right course. These meetings were instrumental in recognizing the values and priorities of Fruita residents throughout the process.

In addition to regular committee meetings, there were numerous City Council and Planning Commission briefings which further helped make certain that the Community Plan was a document that accurately represented the greater goals of the city.

WORKSHOPS

Three public workshops provided additional guidance from our community. The three workshops include a Values Workshop (March 29, 2007), a Vision Workshop (June 21, 2007), and a Community Choices Workshop (September 20, 2007). Turnout at these workshops was strong, especially at the first and third, which made them valuable forums for public involvement.



Public Workshop #1- Values

The first workshop was the kick-off to the Community Plan. The meeting was structured to provide open dialogue in the community. The meeting began with an open house, encouraging meeting attendees to read presentation boards for background information on the project, preliminary ideas, and to meet fellow participants and facilitators.

A short presentation was given describing where Fruita now stands in terms of population, growth and city services. The presentation also stressed the importance of basing a vision on community values. The 80 attendees conducted a small discussion of identifying values and challenges to achieve these values for key elements of the plan.

The workshop provided the foundation for the second phase of the project, Visioning.

Public Workshop #2 - Visioning

The purpose of the workshop was to gain insight on how the community envisions Fruita's future. This information provided the basis to develop vision and goals for the Community Plan. The meeting was structured in two sessions. First, participants took part in an open house, in which they were asked to evaluate photos of possible development or land use decisions pertaining to Land Use & Growth,



THE FRUITA VISION:

“Improve and enhance the small town atmosphere of the Fruita community, while providing high quality services for a growing population and striving for economic development and prosperity.”

Neighborhoods, Economic Sustainability, and Open Space, Parks & Recreation. By placing green or red dots next to examples of different scenarios, participants weighed in on the direction that they would like to see the City’s planning go.

The second part of the meeting consisted of a group exercise. Following the plan elements introduced earlier in the process, participants were asked to read potential guiding principles and evaluate them. After everyone had a chance to read through each list, they took part in an exercise that allowed them to choose pictures that best illustrate their Vision. For example, a variety of housing types was presented, from single family housing in a suburban setting to mixed use new-urbanist style homes in a mixed use neighborhood. The photos that were most preferred by the community were used to help illustrate the Vision Document.

Following the Visioning Workshop, the consultant team used the results to develop the Vision

Document, which is described in Chapter 3. The Vision Document was formally approved by City Council in August 2007, and states the community’s overarching goals for the future of each plan element, as well as guiding principles to accomplish them.

Workshop 3 – Community Choices

The third and final public workshop used the foundation of the previous two to look closely at various land use options and how the community can best meet their goals for the future as stated in the Vision Document. This workshop was advertised by providing a direct mailing of a newsletter to each property owner within the Urban Growth Area with the preferred plan scenario. Additionally, display ads were placed in the local newspapers and flyers were posted throughout the community, including the Loma area.



Over one hundred participants gathered at the Police Services building to discuss big ideas and opportunities found in Fruita, such as natural edges, areas for housing and commercial growth, and key connections for motorists, bicyclists, and pedestrians. The details of these big ideas led to the development of the framework plan, presented in Chapter 4.

OUTREACH

Citizen Survey

About every other year, the City of Fruita conducts a community-wide survey to determine resident attitudes regarding public services, city policies, future growth, and recreation amenities. This year's survey, conducted by Leftbrain Concepts, Inc., was mailed to each of Fruita's 4,362 households, and received 1,088 responses. The survey asked many growth and quality of life questions and was used to ensure that a broad representation of perspectives was incorporated into the Community Plan update. The results of the survey revealed an overall satisfaction with the quality of life in Fruita (approximately 85% of respondents). Complete survey results are available through the Fruita Planning Department.

City Link

One of the most effective tools for communicating with city residents is the community's newsletter, City Link. Through direct mailings to every household, the City Link kept citizens informed about the plan's progress and key decisions.

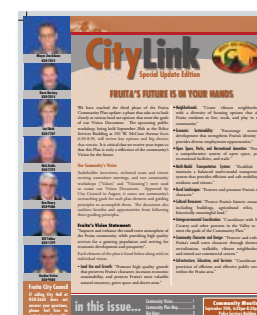
Website

Public meetings, workshops, and information were provided throughout the process by the Planning Department office or on the city website, www.fruita.org. An email address was also provided in which Citizens could send comments directly.

The more people who voiced their opinions on issues or opportunities for Fruita's future, the more successful the plan became in creating a city we all want to call home. Because of the meetings, outreach and workshops, the following plan is truly a reflection of the community's Vision for the future.

Public Input Events

The city held two public events aimed at receiving input on the draft Community Plan. The first was held in Loma on 11/28/07, and the second was held with the Planning Commission on 12/9/07.





1.5 UPDATES TO THE COMMUNITY PLAN

The 2008 Community Plan is built on enduring community values and goals. As a result, values and goals in the community are general, timeless in nature, and are expected to hold true for years to come. Still, planning is an ongoing process; objectives and policies must periodically be reassessed, revised, and updated. The Community Plan will be reviewed and may be comprehensively updated as necessary.

The purpose of a comprehensive update is to thoroughly re-evaluate and modify the vision, goals, objectives, and policies to make sure that the Plan is heading in the right direction and is being effectively implemented. Comprehensive updates, as well as periodic minor modifications, will be directed by staff and will include opportunities for involvement by the public, boards and commission, and other affected interests.

1.6 HOW TO USE THE PLAN

This Plan is structured according to planning elements. These largely follow the ten elements of the 2020 Community Plan, with some minor modifications. This plan's elements are:

- Land Use & Growth
- Neighborhoods
- Rural Landscape
- Community Character & Design
- Economic Sustainability
- Open Space, Parks & Recreation
- Multi-Modal Transportation
- Intergovernmental Coordination
- Infrastructure, Education & Services
- Cultural Resources

The Plan is organized by color in five chapters:

Chapter 1: Plan Foundation describes how the Plan should be used, and how the public was involved in its preparation.

Chapter 2: Planning Context outlines the characteristics, opportunities, and challenges the city faces.

Chapter 3: Values and Vision describes the Plan's relationship to core community values, and presents an ambitious vision and broad planning objectives. The chapter provides a clear picture of what the community wants the City to become.

Chapter 4: The Framework Plan describes the big ideas contained in the framework plan, the preferred land use options, and the enduring policy framework for city land use decisions.

Chapter 5: Implementation translates the vision into a reality by discussing the steps and responsibilities necessary for successful implementation of the Community Plan.



02 PLANNING CONTEXT

2.1 INTRODUCTION

There is good reason why Fruita has become an intriguing place, sought out by impressive numbers of tourists, retirees, and new families every year. Fruita has a wealth of amenities that few other towns in the country can offer. These amenities, coupled with its small town charm, beautiful natural setting, and promising economic outlook, position Fruita for steady growth into the future. This Community Plan is aimed to help keep Fruita's enviable qualities intact without hindering its ability to prosper.

This Chapter summarizes the existing conditions found in Fruita, from its population statistics to its natural resources, and provides the context in which this planning effort took place. Much work has been done to plan for Fruita's future; this effort does not stand alone but rather builds upon the strengths of previous plans and fills in the holes that new challenges have created. Furthermore, the Community Plan update incorporates planning efforts from throughout the region that relate to all issues from growth and housing to transportation and recreation.

EXISTING PLANS

The Community Plan 2020 was adopted in 2001, and recognized Fruita's commitment to their small town ideals and rural character, while also addressing the need to balance growth with the ability to provide outstanding services and amenities to its residents. The plan provided a number of forward-thinking tools for planners, decision-makers, and developers to utilize to protect those values. The plan established the dialogue about urban form and emphasized the concepts of non-sprawling growth, downtown revitalization, and multi-modal transportation.

Since the Community Plan 2020, Fruita has experienced significant growth - the population boomed from 6,478 in 2000 to 10,349 in 2006, with an average growth rate of 8.1%. Fruita experienced its highest growth rates in history in the last three years (based on growth from the previous year): 10.1% in 2004, 10.4% in 2005, and 10.2% in 2006¹.

Fruita has already surpassed many projections included in the Community Plan 2020. The plan made estimates based on moderate growth (2%

¹) Colorado State Demography Office, 2007.

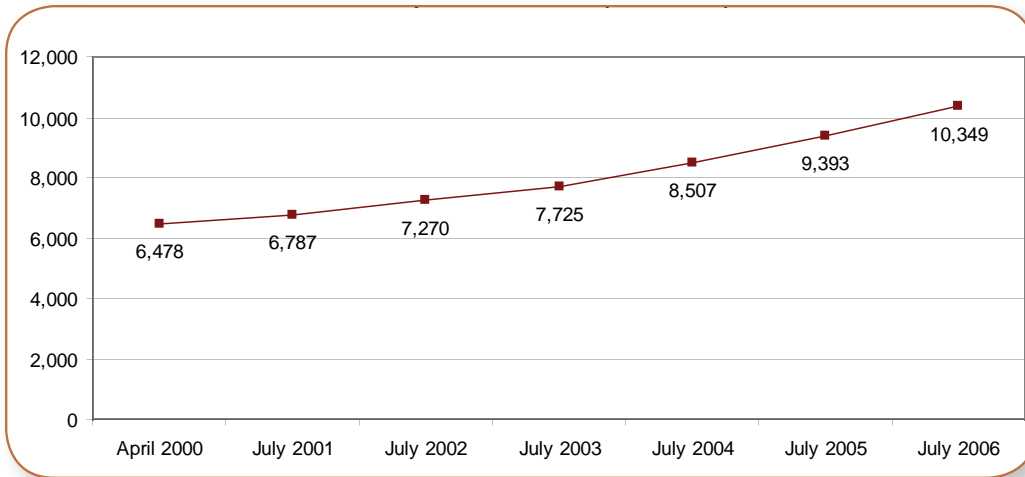


FIGURE 2.1. POPULATION DATA, 2000 - 2006 (COLORADO OFFICE OF DEMOGRAPHY).

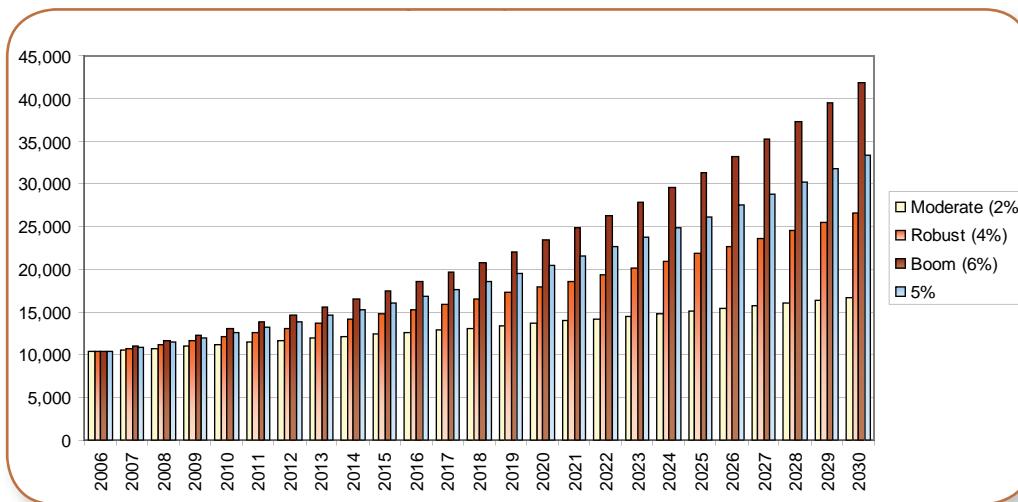


FIGURE 2.2. POPULATION PROJECTIONS (BASED ON FRUITA COMMUNITY PLAN 2020 GROWTH SCENARIOS AND A 5% STANDARD RATE).

annually), robust growth (4% annually), and boom growth (6% annually). If we look at an average of the annual growth rate for the last four decades we get a rate of approximately 5%. This rate may be more indicative of the future. If we project the same growth rates onto today's population, the population could easily exceed 15,000 by 2015 and 20,000 by 2020 (Figure 2.2).

While many of the same issues that were addressed in 2001 still resonate throughout the community in 2008, there is a greater sense of urgency today to properly manage growth in and around Fruita. Population size and the land use pattern of the area are fundamental to most other planning elements found in the 2008 Community Plan Update.

One component of the Community Plan 2020 that is still in place is the Greenway Business Park Plan. This existing plan is not replaced by the Community Plan 2008.

In addition to the Community Plan 2020, many other existing plans leading up to the 2008 Community Plan are a reflection of how citizens, planners, and decision-makers have faced growth over the years. These documents are pertinent in understanding the context of this Community Plan update and the community's Vision.

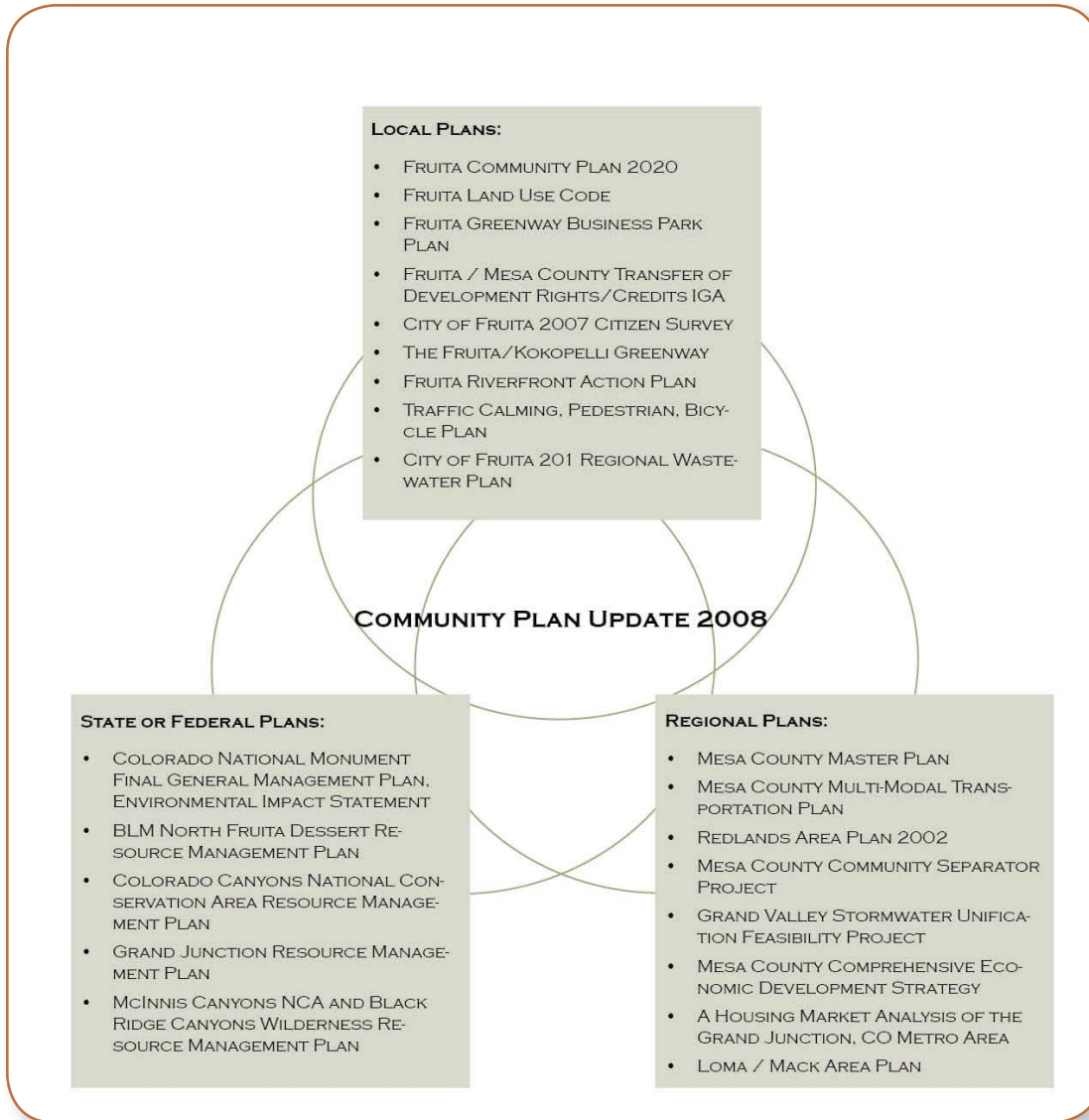


FIGURE 2.3. RELATED PLANS.

2.2 CHALLENGES AND OPPORTUNITIES

LAND USE AND NEIGHBORHOODS

Astounding growth in Fruita has led to an economic and demographic shift in recent years. Fruita's transformation is similar to many other growing communities of the intermountain west. Previously, the local economy was dominated by resource-based industries such as agriculture and mining. Today, that economy is transitioning to new sectors as part of the "New West"².



The New West's most telling reality is the new social layers: a thriving recreation and tourism industry, an amenity region attracting in-migration, and a post-industrial, high-technology economy creating new jobs in record numbers.

While successful economically, these types of changes threaten to alter the social fabric and weaken the sense of shared values. Typical suburban patterns of development erode a sense of community as

²) Robb, J. and Riebsame, W. 1997. Atlas of the New West: Portrait of a Changing Region. Boulder Center of the American West, University of Colorado Press.

residents of suburbia and "bedroom communities" spend much of their time in isolation, commuting to work, shopping, or shuttling the children to activities. And the health of families – the fundamental unit of society, the economy, and government – are impacted by the cumulative consequences of typical suburban communities, which frequently lack a diversity of housing products, are less affordable, and require car ownership for mobility. In some parts of the country, older suburbs are beginning to experience the same "inner-city" problems that they were created to escape.

Fruita's first neighborhoods were centered around downtown and Aspen Avenue. Many of the homes found there today originated in the early 1900's and reflect the style and sentiment of that period. Lots were narrow, homes had front porches, and vehicles and storage were directed towards the back alley. This compact neighborhood form encouraged residents to walk to civic functions, work, shopping, and dining, and still does in this area today. Fruita's original neighborhoods exemplify the functionality so many cities are trying to replicate in 'new urbanist' or 'smart growth' developments.

New development in Fruita is the foremost opportunity to promote the cohesive social fabric and distinctive sense of place that the city is known

for. Not surprisingly, neighborhood design affects neighborliness, and civic design influences the civility of a community. Careful implementation can ensure that new development creates whole communities – not just “bedroom communities” that are isolated from employment and cultural centers. Careful planning can overcome the great divide of distance, allowing families to spend more time playing, vacationing, and simply being together. Urban form can encourage social interaction and community relationships by locating shared community activity areas for education, religion, recreation, retail, and local governance as centers of each community. Residential communities can be designed to support inter-generational and extended family relationships.

RURAL LANDSCAPES

The pastoral landscape surrounding Fruita symbolizes the area’s heritage and culture. The city was founded in 1884 on agriculture, and it is not difficult to find residents that can



trace their roots to those first farmers. The tradition of agriculture here began with fruit trees and evolved to include staple crops such as sugar beets, wheat, potatoes, and cattle and sheep ranching.

Like countless other resource-based economies in the West, Fruita’s has been transformed by technological advances in agriculture. Fruita’s farmers have found it difficult to compete with the nation’s large-scale operations elsewhere. That being said, the farms that persist today are of primary importance to the community’s character and provide a service to the community. Fruita’s Farmer’s Market exemplifies what has become a popular belief throughout the country; people place a higher value on local foods because of their better quality and decreased environmental impact. Because of this, today’s remaining rural landscape is both an aesthetic and a practical resource for Fruita.

Voluntary conservation has proved to be a valuable tool in the Grand Valley. The Mesa Land Trust has been instrumental in encouraging landowners to consider the option of conservation easements to ensure that their properties remain undeveloped, having protected over 48,000 acres in Mesa County³. Other mechanisms such as landowner's voluntarily transferring development rights and fee-simple purchase have helped keep important portions of the area undeveloped. Integrating these tools for land conservation into the growth strategies of Fruita will help ensure that its rich agricultural heritage and beautiful natural setting remain intact.

³) Mesa Land Trust, www.mesalandtrust.org

COMMUNITY CHARACTER AND DESIGN

The small town atmosphere of Fruita is perhaps its greatest appeal. Tourists travel from across the region to escape the hurried life of the urban west. Fruita residents hold its character and heritage dearly, and do not want to see it slip away. Newcomers seek out Fruita for a less-hectic way of life, betting that it will last. Across the board, what draws people to Fruita is the friendly atmosphere that is reminiscent of the traditional way of life that so many American cities have lost.



Many places throughout Colorado and the nation that have experienced high levels of growth have responded by creating new housing that fails to capture this lifestyle. Neighborhoods that are centered around the automobile, have cookie-cutter architecture, do not have adequate or functional green space, and lack transportation options or the ability to walk to neighborhood amenities do not reflect most historic American towns and eventually compromise the community's overall sense of place. Today, Fruita has the opportunity to learn from the mistakes that so many other places have made and preserve

community character while actually enhancing economic stability and quality of life.

What is it that actually creates Fruita's charming atmosphere? To preserve community character, we must begin by identifying what it is that makes Fruita so special, followed by acknowledging what detracts from the community. A good place to start is downtown, the heart of the city. Downtown Fruita provides the stage for community events, tourism, and local retail activity, such as the weekly Farmer's Market and concerts during warmer months. It is the perfect setting for Fruita's vibrant festivals such as Fruita Fall Festival, Fat Tire Festival, and Mike the Headless Chicken Festival. The architecture downtown - in the historic buildings on Aspen Avenue and in the traditional bungalows on the residential streets - establish Fruita's style. Some of the buildings along Aspen Avenue were built not long after the time the Fruita was founded in late 19th century.

In addition to downtown, other attributes of Fruita that contribute to its charming character are friendly people, safe streets, walkability, community involvement, compact development in the heart of the city, festivals, celebration of the city's history, public art, and continuation of agriculture.

One of the greatest challenges facing Fruita is the need to maintain community character in light of growth - how does Fruita encourage newcomers to embrace the small town way-of-life? How does Fruita maintain the friendly atmosphere with so many newcomers? How does Fruita encourage small, local businesses to thrive in light of the desire for more mainstream, large-scale retail operations? How does Fruita encourage walkable streets and alternative transportation along with new major transportation corridors? How does Fruita literally connect the community within such a large footprint? All of these challenges permeate additional elements of this plan and together will strive to balance the preservation of character with meeting other needs of the community.

The community expressed their appreciation for Fruita's small town atmosphere throughout the planning process. A commitment by the city to maintain attributes associated with Fruita's community character would be widely supported throughout the community.

While the challenge of preserving Fruita's community character is great, so is the opportunity to do so. The design of Fruita's future development is essential to maintaining the small town atmosphere. New neighborhoods must reflect the amenities that are representative of original neighborhoods, such as front porches, walkable streets, interesting

architectural elements, variation in housing types, and integration of neighborhood-centered local shops, services, parks, and schools.

Redevelopment projects in Fruita are also outstanding opportunities to promote the city's character. These projects must capture the original styles that reflect Fruita's most signature buildings. The area best suited for this opportunity is Downtown, where some new development is beginning to take place, yet is maintaining its historic foundation through old buildings, street and lot layout, and amenities.

Additional opportunities to preserve Fruita's character can be found in many more areas in this Plan, from transportation to rural landscapes. Transportation corridors should interconnect the community on many levels, with bike paths, multi-modal options, and safe pedestrian paths; well-placed conservation of rural areas helps maintain the city's heritage and pastoral setting; neighborhood centers promote community interaction and local retail activity. Community character and design permeates most other elements of this plan and is reflected in vision statements, principles, and policies throughout.

ECONOMIC SUSTAINABILITY

As mentioned earlier, Fruita is typical of towns throughout the West that were founded on resource-based industries that are in a current transitional state. Agriculture and ranching are fundamental to the city's



heritage, but cannot offer the economic stability that they once did. Fruita is challenged with maintaining farming and ranching where viable, while at the same time attracting promising new industries. Fruita has many desirable characteristics, including its beautiful setting, expanding employee base, and rising stature as a tourism destination to build upon when considering its economic future.

Agriculture is not the region's only resource-based industry; oil and gas have played a major role in shaping the economy of Colorado's Western Slope. The Fruita area economy, in particular, has seen the ups and downs of these economic cycles from the boom and bust of the apple orchards, sugar beets, and oil and oil shale. These cycles have disrupted the local economy with the exuberance of the new jobs and

economic activity only to be followed by large layoffs and hardships.

The Fruita Refinery, located west of Fruita, was constructed in 1957 as a Gilsonite refinery and later was expanded to become an oil refinery. At its peak, the refinery employed 300 people. In the 1980's when oil shale from Garfield County was being mined, the Fruita refinery began to gear up to refine oil from shale into gasoline, but the energy bust of the 1980's soon led to the closure of the refinery and layoffs to the point that there was very little employment at the refinery in the late 1990's. Now, there is renewed interest in the refinery as a storage and blending facility for petroleum and gas products which are extracted north of Fruita as well as a rail tank car off-loading facility.

The City of Fruita and Mesa County jointly adopted the Fruita/Mesa County Greenway Business Park Plan in 2001. The plan envisions a 1,750 acre light, clean industrial park with a greenway consisting of 400 acres of parks, trails and wildlife areas along the flood plain of the Colorado River.

That plan is quickly becoming a reality as energy supported businesses have moved into the area and as natural gas drilling in Mesa and Garfield Counties increased in the early 2000's. This business

park development has been supported by incentives provided to new industry by the City of Fruita and Mesa County.

Currently there are approximately 200 employees in the Greenway Business Park and that number is expected to increase as it fills. All of these industries are not energy related so the unpredictable cycles of the past may be avoided. However, it is expected that the current energy boom will last for many years to come.

New niche industries and tourism offer Fruita an exciting opportunity to build upon its popularity as a mountain biking and outdoor sports destination. Based on stakeholder interviews that were conducted as part of this planning process, a well-supported idea is to attract outdoor sports manufacturing business, such as a mountain bike assembly plant. Many small towns in Colorado have also been able to capitalize on their location - Big Agnes sleeping bag manufacturer and Moots Cycles in Steamboat Springs, Osprey Backpacks in Cortez, and Melanzana clothing in Leadville, just to name a few. Many Colorado towns are also hubs for outdoor schools, such as American Alpine Institute in Golden, Outward Bound West in Leadville, and Colorado Mountain School in Estes Park. Fruita would be an ideal place for the same sort

of organization relating to mountain biking, kayaking, or canyoneering.

Clearly, Fruita has made great strides toward economic sustainability. BBC Research and Consulting, a Denver based consulting firm, evaluated Fruita's current fiscal environment to ensure that growth will succeed for the city. Some observations emerged:

- Fruita's revenues are unusually dependent on outside influences.
- Service delivery costs do not range widely within the city's range of residential densities.
- Modest operating economies of scale can be expected as Fruita grows.
- Service levels and quality are driven by available revenue more than other factors.
- City operating costs and revenues are only lightly tied to local land use decisions.
- Certain capital costs are very sensitive to density and location including streets, sewer systems, water, drainage.

OPEN SPACE, PARKS, AND RECREATION

Public green spaces are an integral part of a healthy, well-functioning community. Parks and open space are more than simply places to recreate; they serve communities on many levels.



Countless surveys and studies in recent years have offered solid evidence that parks and open space contribute significantly to economic strength, the health of residents (especially children), the quality of the environment, and the safety of neighborhoods. Not to mention that parks and open space generally make the community a more beautiful place to live.

The statistics are convincing⁴. A 2001 study succinctly summarizes the correlations between green space and public health. The study found that “in a greener environment people report fewer health complaints, more often rate themselves as being in good health, and have better mental health”⁵. The findings applied

4) The statistics offered here follow a 2005 research paper written by the Trust for Public Land, “The Benefit of Parks: Why America Needs More City Parks and Open Space”.

5) Sjerp de Vries, Robert A. Verheij, and Peter P. Groenewegen, “Nature and Health: The Relation between Health and Green Space in People's Living Environment” (paper presented at the conference “Cultural Events and Leisure Systems,” Amsterdam, the Netherlands, April 2001).

to all types of green space equally, including parks, agricultural land, and forests.

Researchers throughout the world have also captured statistical evidence that parks and open space contribute to higher real estate values, consequently benefiting the overall economic strength of a community. In a 2001 survey conducted for the National Association of Realtors by Public Opinion Strategies, “50 percent of respondents said they would be willing to pay 10 percent more for a house located near a park or other protected open space. In the same survey, 57 percent of respondents said that if they were in the market to buy a new home, they would be more likely to select one neighborhood over another if it was close to parks and open space”⁶.

Environmentally, open space especially contributes to the air quality, watershed health, and biodiversity found in an area. Trees and other vegetation provide natural filters for air pollution such as CO₂ and other greenhouse gases that can contribute to climate change and respiratory problems. Open space areas also play a major role in the natural filtration of groundwater and in controlling stormwater. In an arid environment such as Fruita, this can be especially instrumental in abating the effects of flash-flood events. Finally, open space provides valuable natural

habitat for biodiversity. Depending on the size of the area and its location in relation to other protected land, open space can provide refuge for all sizes of species, from micro-organisms and insects to large mammals, all of which work together to achieve a balanced ecosystem.

The research on this topic is extensive and helps shed light on these somewhat intangible values. Fruita is nationally recognized for its proximity to the Colorado National Monument, McInnis Canyon National Conservation Area, and other public lands. With parks and open space, Fruita has an exceptional opportunity to build upon its spectacular natural setting and enhance the community.

Parkland within the city serves the current population well. However, with the expected population increase, new parkland of all sizes and types will have to be added to adequately meet the community’s needs.

This Community Plan incorporates the value of parks and open space throughout planning elements, especially when evaluating and planning for land use, growth, and neighborhoods. Parks and open space are a fundamental component of new development and Fruita has the ability to use them effectively to improve the overall quality of life in the community as well as Fruita’s distinctive sense of place.

⁶ National Association of Realtors, “NAR Survey Shows Public Support for Open Space Depends on Use and Cost,” press release, April 25, 2001.

MULTI-MODAL TRANSPORTATION

As the region accommodates new growth, it is faced with a decision between continuing the automobile-oriented development pattern that has dominated since World War II, and searching for innovative ways to accommodate new households.



Fruita's development pattern, with the exception of downtown, limits the choice to walk, bike, or use transit. Much of the new housing in the area is disconnected from shopping, employment areas, and travel corridors, making residents reliant on their automobiles. Though congestion is relative - what Fruita residents might consider gridlock might be welcomed by some harried Denverites - accommodating automobile and truck traffic safely is important. The ability to meet the traffic needs of a growing community while enhancing the quality of life for Fruita residents presents a major challenge.

Fruita has undergone several key transportation planning efforts to encourage the safe and convenient circulation of autos, trucks, bicycles, and pedestrians

in the city. The 1994 Fruita Community Plan spoke to this issue throughout, and set forth to make Fruita a "model community" for walkability and bike routes (p. 14). In 1999, the city conducted the "Traffic Calming, Bicycle & Pedestrian Plan", which stated three main goals:

1. Develop innovative, energy efficient ways of handling the increasing traffic in our rapidly growing city.
2. Provide safer walking and bicycle routes throughout the community using traffic calming, bicycle, and pedestrian solutions to transportation and traffic problems experienced by this rapidly growing small city.
3. Pay special attention to school walking routes around Fruita's three regional schools (Shelley Elementary, Fruita Middle School, and Fruita Monument High School).

These three goals still resonate today, with perhaps even greater urgency. When they were originally written, the population of Fruita was just 6,000 people, nearly half of today's size. This Community Plan update addresses these issues with a fresh perspective, tying the concept of walkability and multi-modal transportation options to all concepts of growth, neighborhoods, and land use.

Opportunities for an enhanced multi-modal transportation framework abound in the city. Downtown Fruita and the regional trail network provide major opportunities to connect the community for both residents and tourists. Transit stops at major destinations will allow residents to not have to rely on their automobile for trips to the store and will promote destinations for visitors. For automobile and commercial traffic, improved interchanges at the interstate, and travel corridors along major north-south and east-west connections are opportunities for better overall mobility. This plan strives to look at transportation holistically, building upon its existing foundation to better connect the community.

INTERGOVERNMENTAL COORDINATION

Planning inevitably involves the greater Fruita region that extends beyond city limits and into neighboring jurisdictions.



Discussions and policies regarding growth and land use, and infrastructure and services especially cannot be evaluated adequately without considering an expanded land area. While it is impossible to define when and where the city boundaries will expand through annexation, this plan does provide a framework for the ultimate shape of Fruita, which includes portions of the county.

To properly incorporate the public service needs that growth will present to the area, the 2008 Community Plan involved coordination with public works, fire, police services, and all special districts.

INFRASTRUCTURE, EDUCATION & SERVICES

A formidable challenge for growing cities is the ability to keep pace with the need for new infrastructure, schools, and other public services. In Fruita, this issue must be addressed as the rising population is leading to crowded schools, the need for centralized wastewater throughout the growth area, and an increased demand on police and fire personnel.



Development frequently occurs on municipal boundaries where often property is cheaper, tax rates low, development regulations less demanding and land is available; thus urbanized and urbanizing areas surround virtually all growing Colorado communities. Annexation is the means by which these rural areas can be joined with municipal services and represents a valuable mechanism for establishing urban order, ensuring efficient and cost-effective delivery of services, providing for growth, and maintaining a common bond of community participation and representation among residents using community services.

Urbanization of unincorporated areas predictably produces a variety of service delivery and cost recovery challenges. Traffic congestion on rural roads, septic system failures, undersized streets, and costly police and fire services provision are common issues due to inadequate growth planning. Urbanization of the rural county also contributes to tax dislocation problems where tax revenues occur in one jurisdiction but service delivery costs are the obligation of a second jurisdiction. Once established, vested interests, costs and territorial allegiances make land use change difficult. The unplanned community of Clifton on the east side of Grand Junction is a local example of the unintended consequences of allowing rural development without accompanying municipal powers, taxation and regulation.

Annexation of surrounding areas can be a reasonable solution. Municipalities are the organizational form empowered by the State of Colorado to provide critical public services and regulate local development. Annexation affords a city some measure of control over land use to shape community character and provide efficiency in service delivery and utility provision. Annexation can reduce costs for areas that otherwise would require duplicative special districts and can ensure that newly annexed areas have adequate public services for area residents that may already be paying municipal sales tax.

CULTURAL RESOURCES

Fruita has a rich cultural fabric influenced strongly by its agricultural tradition. Many historic buildings downtown still serve the community and provide a foundation



on which to build new architecture. The grain silo at the entrance of town adjacent to the interstate provides a familiar relic of the past. Historic homes in the original city limits and other areas are an enduring reminder of the vision of Fruita's founders.

Fruita's location near rare archeological sites also contributes to its cultural fabric. Few places on earth can boast dinosaur bones as local artifacts. The Museum of Western Colorado's Dinosaur Journey Museum draws national recognition from tourists and professional researchers. These unique assets are a major theme in the city's identity and will always be a reason for celebration.

The preservation of cultural resources is generally supported; however, the challenge is to fully realize their ability to enhance the community. Examples

of where the city has done this well is through public art downtown and in Circle Park. As Fruita grows, the city has the opportunity to weave its cultural history into new development - through public art, gateways elements, historic preservation activities, festivals and celebrations, and even neighborhood design.



03

VISION

3.1 THE CITY OF FRUITA VISION

A vision statement and guiding principles for each element arose from direction given throughout existing City policy documents and input by the Technical Advisory Committee, Citizen's Steering Committee, stakeholders, and the public. The result is the Vision for our community comprised of the following Plan elements:

- Land Use and Growth
- Neighborhoods
- Rural Landscapes
- Community Character and Design
- Economic Sustainability
- Open Space, Parks, and Recreational Amenities
- Multi-Modal Transportation System
- Intergovernmental Coordination
- Infrastructure, Education, and Services
- Cultural Resources

Based on comments received through the public process the guiding principles, benefits and opportunities were outlined. Each of these is described in the following pages. The overall Vision for the City has changed only slightly from the last Community Plan:

“Improve and enhance the small town atmosphere of the Fruita community, while providing high quality services for a growing population and striving for economic development and prosperity”.

It is this Vision that informs the following vision statements and guiding principles. These will provide the building blocks for our community's future.



“Promote high quality growth that preserves Fruita’s character, increases economic sustainability, and protects Fruita’s most valuable natural resources, green space and desert areas.”

LAND USE & GROWTH

GUIDING PRINCIPLES

- Discourage a sprawling land use pattern by implementing a well-defined boundary.
- Use a variety of tools to encourage land conservation.
- Promote the infill of existing vacant parcels within the Urban Growth Area.
- Encourage mixed-use development, especially in the downtown area, to support commercial uses, promote walkability, and provide a variety of housing options.
- Encourage the voluntary preservation of rural and agricultural land outside the urbanizing area through, but not limited to, purchase or transfer of development rights, conservation easements, large-lot zoning, cluster development, and direct acquisition.
- Continue to work cooperatively with Mesa County and landowners on a voluntary basis to preserve the rural and agricultural land outside of the urbanizing area.
- Promote adequate residential densities to support existing and future commercial centers.

BENEFITS

- Ensures economic sustainability.
- Decreases sprawl.
- Preserves intact greenspace throughout the city.
- Improves connectivity between neighborhoods and retail/service areas.
- Defines the edges of the City.
- Ensures adequate density for the efficient delivery of services.





“Create vibrant neighborhoods with a diversity of housing options that allow Fruita residents to live, work, and play in their community.”

NEIGHBORHOODS

GUIDING PRINCIPLES

- Encourage the construction of diverse housing options within neighborhoods and the urban growth area ranging from multi-family units to single-family units on a variety of lot sizes.
- Encourage the construction of new and redeveloped mixed-use housing units that are compatible with existing development, including downtown.
- Encourage the efforts of public and private organizations to provide new affordable housing units and encourage the formation of partnerships to implement this policy.
- Encourage high quality construction and design of new neighborhoods through design handbooks, design awards, and zoning.
- Integrate recreational amenities, green space, parks, trails, and schools within neighborhoods.
- Ensure connectivity of neighborhoods with commercial areas, schools, parks, and Downtown through the regional trail system.
- Construct new trails to connect existing neighborhoods to the regional trail network.

BENEFITS

- Creates a sustainable community.
- Fosters a greater sense of community.
- Establishes high quality neighborhoods.
- Integrates the community.
- Provides accessible recreational and educational opportunities.





“Preserve and promote
Fruita’s rural character.”

RURAL LANDSCAPES

GUIDING PRINCIPLES

- Encourage the voluntary conservation of rural land in and around the City.
- Recognize the “right to farm” and encourage protection of this right as urban densities approach existing agricultural uses.
- Encourage the work of organizations such as Mesa Land Trust that help agricultural operations in the area to remain viable.

BENEFITS

- Maintains the pastoral landscape of the Fruita area.
- Promotes Fruita’s distinctive identity.
- Contributes to the preservation of Fruita’s character.
- Separates adjacent communities.





“Preserve and enhance Fruita’s small town atmosphere through downtown revitalization, walkable, vibrant neighborhoods, and mixed-use commercial centers.”

COMMUNITY CHARACTER & DESIGN

GUIDING PRINCIPLES

- Discourage sprawl and encourage logical growth patterns within urbanizing areas.
- Continue to improve and develop the existing design guidelines for downtown Fruita and residential, industrial, and commercial areas that complement the City's character.
- Continue to encourage quality growth (walkability, front porches, open spaces, construction, and range of housing) through incentives and education.
- Discourage development that compromises high quality construction, in terms of materials, design, landscaping, and siting, in order to achieve quantity of units.

BENEFITS

- Upholds Fruita's unique identity within the Grand Valley.
- Promotes community interaction.
- Encourages attractive development that respects local character.





“Encourage economic development that strengthens Fruita’s identity and provides diverse employment opportunities.”

ECONOMIC SUSTAINABILITY

GUIDING PRINCIPLES

- Support and encourage the revitalization of the historic Aspen Avenue downtown business area and adjacent areas.
- Continue to support efforts to build and expand the downtown core by locating additional amenities in this area, including hotels, entertainment, restaurants, transportation hubs, and other compatible uses in a manner that is harmonious with the historic character of downtown and existing development.
- Support the efforts of public and private organizations to diversify the local economy.
- Promote Fruita as an ideal place for appealing new industries, especially those that would complement and benefit from its current identity, such as recreation and tourism-based businesses.
- Appropriately plan for the economic cycles associated with the energy industry by diversifying the economic base.
- Expand recreational, cultural, and entertainment options for tourists in order to increase their length of stay in the Fruita area.
- Encourage retail businesses that allow greater opportunities for residents to shop locally.
- Promote efforts to establish Fruita as more of a destination for the region.

- Create additional neighborhood commercial centers, designed appropriately to fit within Fruita's future neighborhoods and complement existing retail areas.

BENEFITS

- Promotes long-term economic stability.
- Increases self-sufficiency.
- Diversifies the economy.
- Strengthens downtown and other existing commercial areas.





“Provide a comprehensive system of open space, parks, recreational facilities, and trails.”

OPEN SPACE, PARKS & RECREATION

GUIDING PRINCIPLES

- Preserve the natural character of washes, creeks, and other valuable environmental features in the planning area.
- Expand the trail system along washes, drainages, and canal banks.
- Link major trails to the Colorado River, public lands to the north, and other nearby recreational amenities.
- Create a comprehensive system of parks that includes neighborhood and community-serving parks, and recreational facilities that provide high level of access and amenities.
- Establish a range of recreational facilities and programs that serve all age groups.

BENEFITS

- Maintains the distinctive landscape of the Fruita area.
- Protects wildlife populations, plant communities, and the functionality of the watershed.
- Provides diverse recreational opportunities for residents.
- Increases recreational opportunities for tourists.
- Establishes a range of options for community gatherings.
- Increases community interaction and sense of place.
- Promotes public health.





“Establish and maintain a balanced multi-modal transportation system that provides efficient and safe mobility for residents and visitors.”

MULTI-MODAL TRANSPORTATION

GUIDING PRINCIPLES

- Improve or maintain existing rural collector roadways in the urbanizing area in accordance with municipal road standards.
- Create new major north-south and east-west roadways through the City of Fruita.
- Integrate land use, design, and transportation planning for existing and future interchange areas along I-70, including appealing gateway features.
- Encourage the Grand Valley Transit System to operate transit with frequent service between Downtown and other key connection points within the City of Fruita.
- Establish sidewalks, bicycle lanes, routes, signage, and trails throughout the community.
- Provide a variety of transportation options for tourists and residents that connect hotels, Downtown, local neighborhoods, and regional tourism destinations.
- Enhance the connection north and south of I-70 through additional pedestrian and bicycle linkages, transportation improvements, coordinated land uses, lighting, standardized streetscape, over and/or underpasses, gateway elements, and other features.
- Establish and maintain safe and efficient routes for vehicles, including industrial traffic.

BENEFITS

- Reduces vehicle trips, overall miles traveled, and traffic congestion.
- Offers transportation choices.
- Improves public health.
- Reduces pollution.
- Provides travel options for tourists and visitors.
- Being bicycle and pedestrian friendly promotes Fruita's small town atmosphere.





“Coordinate with Mesa County and other partners in the Valley to best meet the goals of the Community Plan.”

INTERGOVERNMENTAL COORDINATION

GUIDING PRINCIPLES

- Help coordinate the planning and management of lands with the U.S. Bureau of Land Management (BLM), the National Park Service (NPS), the U.S. Forest Service (USFS), the U.S. Bureau of Reclamation, and local governments.
- Coordinate trail and greenway planning with federal, state, and county organizations to create a regional trail system.
- Continue to work with Mesa County to plan for future annexation areas including the development of agreements to implement tools such as annexation requirements, City design criteria and construction standards, utility regulations, and density bonuses.
- Partner with CDOT to continue to improve transportation options including the funding and improvement of existing and future interchanges.
- Continue to coordinate planning efforts with the school district, including the development of multi-use facilities and new school sites.

BENEFITS

- Protects federal lands.
- Provides access to public lands.
- Promotes compact land development.
- Promotes agricultural preservation.
- Provides consistency of development standards.
- Avoids problems with future city expansion.





“Coordinate the provision of efficient and effective public services within the Fruita area.”

INFRASTRUCTURE, EDUCATION & SERVICES

GUIDING PRINCIPLES

- Consider options to capitalize on its mountain water system (irrigation, recreation, etc.).
- Continue to develop a comprehensive irrigation distribution system.
- Encourage best management practices (BMP's) and green building technologies such as water conservation, xeriscape, and sustainable infrastructure design.
- Encourage the school district to improve the educational system through supporting a high level of education programs, staff retention, training, and citizen involvement.
- Encourage the school district to continue to improve educational facilities through the construction and renovation of schools to keep pace with a growing population.
- Cooperate with the school district in planning the location and siting of new schools within Fruita.
- Provide new or improved police, fire, library, and recreational facilities and public works.
- Encourage the connection to a centralized water and waste water system. Discourage the formation of special districts.
- Require all developments to demonstrate the provision of adequate infrastructure.

- Develop measures that would ensure new development contribute to the cost of providing new public services.
- Encourage the under-grounding of electrical utilities where possible.
- Ensure necessary infrastructure is in place to support new development and enhance the community.
- Strive to have new growth pay its own way with implementation and maintenance of impact fees and other tools.

BENEFITS

- Uses infrastructure and resources efficiently.
- Decreases infrastructure costs for the City.
- Provides each child the opportunity for high quality education.
- Increases public security.
- Encourages the retention of first-rate police and fire personnel.
- Protects the environment.





“Protect Fruita’s historic resources, including buildings, agricultural relics, and historically-meaningful land.”

CULTURAL RESOURCES

GUIDING PRINCIPLES

- Encourage the preservation of historic buildings, and where possible, new construction should complement nearby historic buildings.
- Identify and protect structures and artifacts that contribute to the area's cultural identity.
- Identify and protect land that is meaningful to the area's cultural or paleontological history.
- The City should continue to promote cultural programs and public art installations throughout Downtown to celebrate its heritage.

BENEFITS

- Preserves Fruita's unique small town atmosphere.
- Ensures the preservation of historic resources and historic character of downtown.
- Provides educational and interpretational opportunities.
- Increases the cultural appeal of Fruita to tourists.
- Fosters public understanding of the area's history and appreciation for cultural resources.





04

FRAMEWORK

4.1 INTRODUCTION

The framework plan is largely driven by the capacity of surrounding vacant or agricultural land to support various land uses. However, capacity is not the only consideration; context of undeveloped land is also a primary consideration. The footprint and form of Fruita's land use will ultimately dictate its size and quality of life.

The framework map includes four important boundaries: the city limits, the Urban Growth Area (UGA), the Growth Management Area (GMA) and the Area of Influence.

The city limits are expected to be a fluid boundary that changes as lands are annexed. The UGA is the primary planning area adjacent to current city limits that is already or likely-to-be served by the central wastewater treatment facility and is the place where contiguous growth will occur first. It is here that there is the greatest potential for development of new neighborhood centers, mixed use housing, and community connections.

The GMA is an opportunity area to accommodate additional population growth, as well as provide

a soft transition between the community and surrounding rural landscape. The Area of Influence is intended to be a cooperatively planned areas adjacent to Fruita's growth boundaries.

4.2 CORE CONCEPTS

The City of Fruita strives to be the best planned community in the Valley. Throughout the public process, Fruita residents and decision-makers helped develop innovative strategies to meet the Community Vision, from new parks, expanded trail system, mixed use centers and enhanced amenities along the Colorado River. Four core concepts guided the development of the land use framework. These ideas encompass the goals of many Plan Elements, thus providing an effective platform to base future land use decisions.

Edges to Define the Community

Creating definable edges will help shape the future development of Fruita. The growing community will be defined by a rural edge to the north and the community separator to the east. The western edge will be defined by a greenway along Reed Wash. Incorporating the Colorado National Monument as an additional southern edge to the city ensures that a green framework is created around Fruita's entire boundary. These new edges are designed to preserve the rural character and identity of Fruita.

Community Connections to Integrate Our Community

Fruita's rural edges to the north and natural edges to the south will be connected with new and existing greenways. These recreational and transportation-oriented greenways will include a trail system connecting our future parks, downtown Fruita, the Colorado National Monument, and a new greenway along the Colorado River. Future neighborhoods will be connected with enhanced travel corridors along 19 Road and L Road providing additional travel options for our residents. An enhanced interchange near downtown Fruita and new pedestrian overpasses will better connect north and south Fruita, fully integrating the community.

Neighborhoods Where Our Families and Children can Live, Learn and Play

New neighborhoods should replicate the look and feel of Fruita's original neighborhoods, (and similar ones currently being built) and transition to larger lot residential/cluster development near the existing community separator to the east and rural edge to the north. New growth areas will also incorporate walkable, mixed-use neighborhoods offering a wide variety of housing options, from townhomes, smaller lot single family homes, and estate residential development. Schools, parks, small commercial areas, higher density neighborhoods, and other civic facilities will form the heart of each mixed-use neighborhood. New conservation-oriented neighborhoods to the south of the Colorado River will form an appropriate forefront to nearby public lands and consist of clustered residences and context-sensitive architecture that is designed around open space and ridgeline viewshed protection.

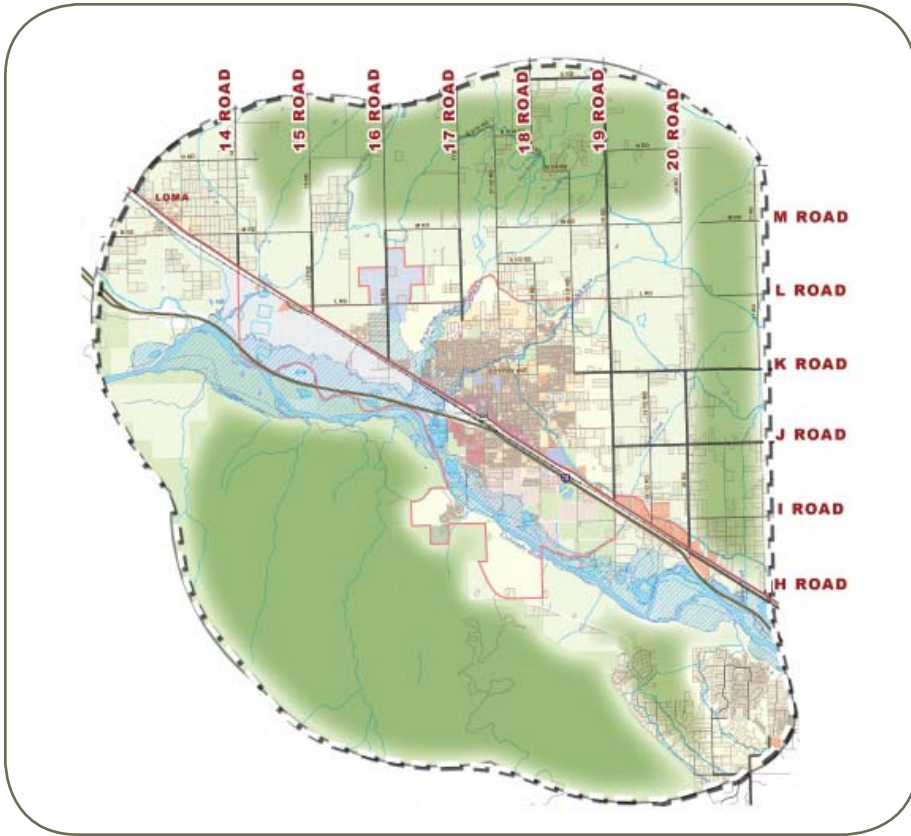


FIGURE 4.1A. EDGES

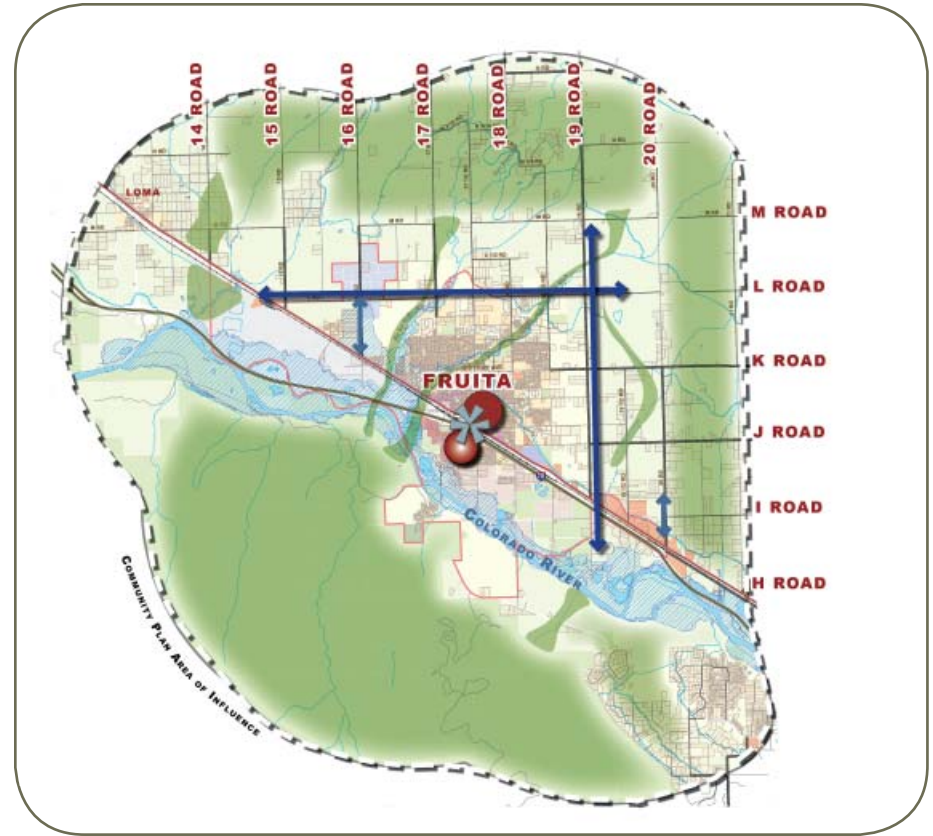


FIGURE 4.1B. COMMUNITY CONNECTIONS

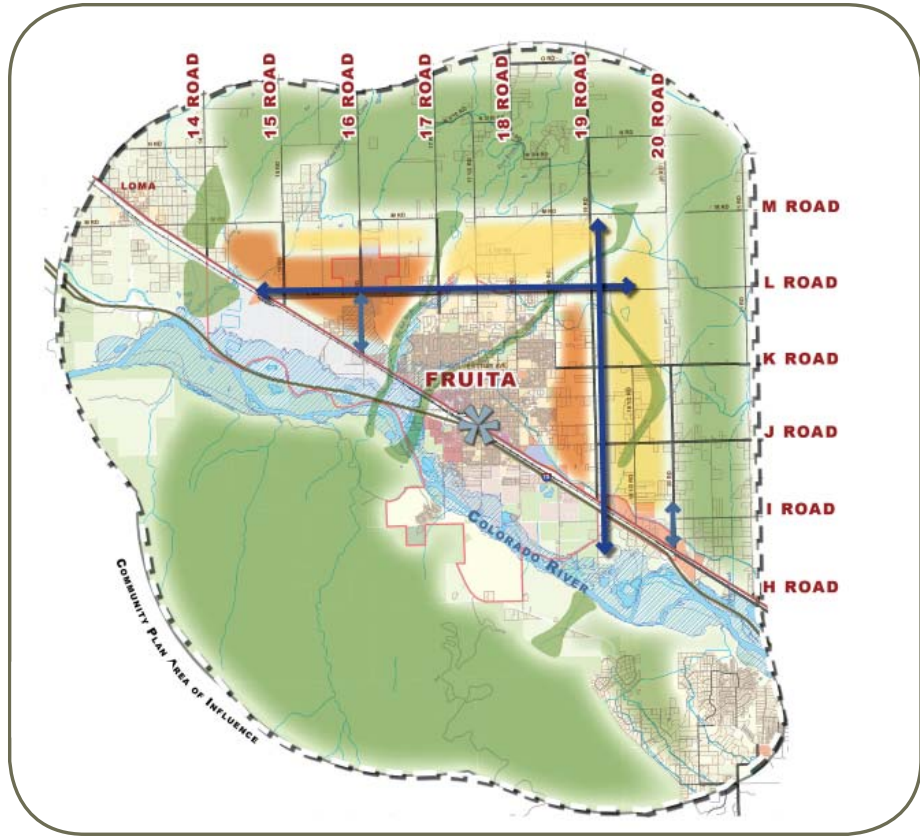


FIGURE 4.1C. NEIGHBORHOODS

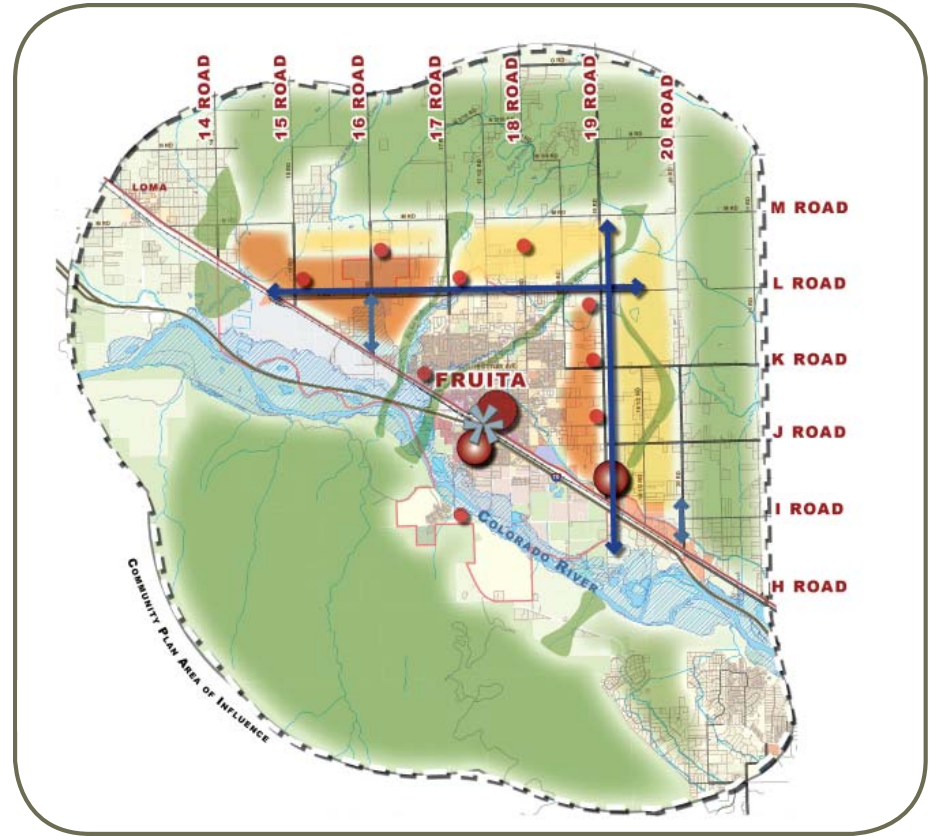


FIGURE 4.1D. CENTERS

Centers to Meet Daily Needs

A variety of commercial and civic centers will ensure that Fruita remains fiscally sound and meets the daily needs of residents. *Downtown* Fruita should be the heart of the community, enhanced through new housing, street and pedestrian connections, enhanced services, and appealing design features. Local *neighborhood centers* consisting of schools, parks, and pedestrian-oriented service and retail businesses will form the meet the needs of those living there, encouraging sustainability. *Regional centers* (e.g. South Fruita) will be complemented by other locations along Highway 6 and 50 that allow travelers and tourists to rest and shop. The growing Greenway Business Park will complement these new places to shop by providing additional job opportunities for the community.

4.3 LAND USE FORM & POPULATION

The structure created by siting core concepts within the UGA and GMA help structure the discussion of density and neighborhoods. Those living in Fruita today have a deep understanding of how decisions about housing can affect people individually and the city's overall character.

Clearly, the availability of developable land surrounding Fruita could allow the city to grow quickly to a large size. However, this does not hold true to the Community Vision that this Plan established or the public opinion expressed in previous plans and the recent community survey. It is the intent of the Framework Plan to provide strategic locations that will support population growth in tune with the vision and goals stated throughout this Plan.

Location of housing types and density is based on a consideration on contiguity, adjacent land uses and provision of utilities. For example, in areas of the GMA in which the goal is to preserve rural character, cluster development or conservation oriented development is an optimal solution that allows developers to build the same number of homes (or more with bonus incentives) while preserving large areas of contiguous open space. In other areas where walkability and connectivity to neighborhood amenities is important, a higher-density mixed-use

CONCEPTS OF SUSTAINABLE COMMUNITIES

Many people define sustainable communities as those that address social, environmental, and economic factors. Formal programs exist that provide guidance for establishing metrics to measure these factors.

In 1998, the US Green Building Council (USGBC) recognized the need to set a standard for sustainable building practices and formed the Leadership in Energy and Environmental Design program, or LEED, as its commonly known today. Recently, the USGBC has developed standards that go beyond individual buildings to guide the development of sustainable neighborhoods through the LEED-Neighborhood Development (ND) program.

The LEED-ND program includes over 50 credits to achieve sustainability. Key credits include:

- *Proximity to water and wastewater infrastructure*
- *Agricultural land conservation*
- *Brownfield redevelopment*
- *Conservation management of habitat or wetlands*
- *Diversity of housing types*
- *Walkable streets*
- *Access to public spaces*
- *Energy efficiency in buildings*
- *On-site renewable energy sources (wind, solar, geothermal)*
- *Reduced water use*

neighborhood is ideal. This Plan offers guidance on where various neighborhood types would best be located.

Tables 4.1 and 4.2 illustrate the capacity within the UGA and the GMA to support population growth, based on various density scenarios. Because the evaluation is calculated across the entire planning area and not individual development properties, twenty percent of the gross land area was removed from the equation to account for streets and roads, infrastructure right of ways, parks, and other undevelopable uses. This Plan recommends under certain residential land use type that a range of density be considered in context with the adjacent land uses and goals for a particular area. Base densities for residential land uses would lead to a population of approximately 23,000. If bonus densities are considered, the entire planning area could support a population of double that amount. However, both estimates are just for modeling purposes, because density bonuses will inevitably be applied in some places and foregone in others. Therefore, the ultimate population size of Fruita is somewhere between these extremes and will rely on planning decisions over the next 30-40 years.

4.4 FRAMEWORK PLAN

Based on the Core Concepts and density analysis, the Framework Plan emerged as Fruita's preferable land use form for the future (Figure 4.2). The Framework Plan is general and is intended to guide future land use decisions.

Planners, developers, and elected officials in Fruita can use this map to understand the community as a whole. Community connections, green spaces throughout, diversity of housing choices, and new centers of varying sizes are themes of this map that do not stand alone and have to be considered holistically. The Framework Plan provides that perspective.

When considering housing development, planners can use the Framework Plan to evaluate its impact on the Community Vision. New mixed use areas in the northwest section of the planning area and just east of the city will capitalize on its adjacency to travel corridors, existing city development, and greenways to establish new neighborhoods that have a variety of housing options, centers that are walkable, and provide recreational opportunities. This area will transition into lower density residential uses eastward and northward in order to transition appropriately into the rural edges.

New development along the Colorado River will build upon Fruita's tourism market, providing restaurants and amenities that will draw residents and visitors to one of its most outstanding and under-recognized natural features. The major trail system depicted on the map will also help to better connect the community and provide additional recreational opportunities to residents and visitors alike.

Centers throughout the map represent opportunities for Fruita to best serve residents with neighborhood-directed amenities such as retail stores, dining, parks, and educational facilities.

The next section of this document introduces principles and policies for each plan element to help achieve the Framework Plan. These look to, and elaborate on, the Framework Plan to provide concrete descriptions of how the core concepts and land uses translate into public decision-making. Detailed illustrations help provide a visual representation of how this map might actually look on the ground. Future development should be consistent with these policies in order to truly reflect the Community Vision for Fruita.

Figure 4-2 illustrates the Framework Plan spatially and is meant to be used in conjunction with this document's principles and policies.

GROWTH BOUNDARIES AND SUSTAINABILITY

LEED-ND describes that sustainability is based on the concept that infill, redevelopment and contiguous compact development contribute towards a sustainable community. The UGA represents where the City of Fruita encourages initial growth based on the provision of utilities and creation of development patterns that support the Community Vision. The GMA represent the City's long-range growth area. The Area of Influence represents the cooperative planning area that supports the preservation of a rural edge around the city.

THE CONCEPT OF BASE AND BONUS DENSITIES

Predictability and flexibility are often the basis for great planning. Base densities support common sense land use programs. However, a bonus density is available if a developer is willing to take the next steps in great community building. In other words, our City is willing to “Celebrate Great Planning” by providing bonus densities.

TABLE 4.1. ADDITIONAL POPULATION CAPACITY WITHIN THE UGA ONLY*

DISTRICT	ACRES	LESS 20%	BASE DENSITY (UNITS/ACRE)	BASE BUILD-OUT DU'S	BASE ESTIMATED POP.**	BONUS DENSITY	HIGHEST BUILD-OUT DU'S	HIGHEST POSSIBLE POP.
Agricultural Residential	34.00	27.20	0.10	3	7	0.10	3	7
Community Mixed-Use	1319.80	1055.84	2.00	2112	5321	5.00	5279	13304
Community Residential	228.58	182.86	4.00	731	1843	4.00	731	1843
Monument Preservation	378.58	302.86	0.50	151	382	0.50	151	382
Rural Residential	97.31	77.85	1.00	78	196	2.00	156	392
South Fruita Residential	369.57	295.66	2.00	591	1490	3.00	887	2235
				Total:	9,239		Total:	18,163

TABLE 4.2. ADDITIONAL POPULATION CAPACITY WITHIN THE GMA ONLY*

DISTRICT	ACRES	LESS 20%	BASE DENSITY	BASE BUILD-OUT DU'S	BASE ESTIMATED POP.**	BONUS DENSITY	HIGHEST BUILD-OUT DU'S	HIGHEST POSSIBLE POP.
Agricultural Residential	115.10	92.08	0.10	9	23	0.10	9	23
Community Mixed-Use	966.51	773.21	2.00	1546	3897	5.00	3866	9742
Monument Preservation	396.03	316.82	0.50	158	399	0.50	158	399
Rural Estate	1642.27	1313.82	0.33	434	1093	0.50	657	1655
Rural Residential	1550.38	1240.30	1.00	1240	3126	2.00	2481	6251
				Total:	8,538		Total:	18,071

*In addition to Fruita’s current population of approximately 11,000.

**Population estimates based on an average household size of 2.52 (2006 US Census Bureau’s Colorado statewide average).

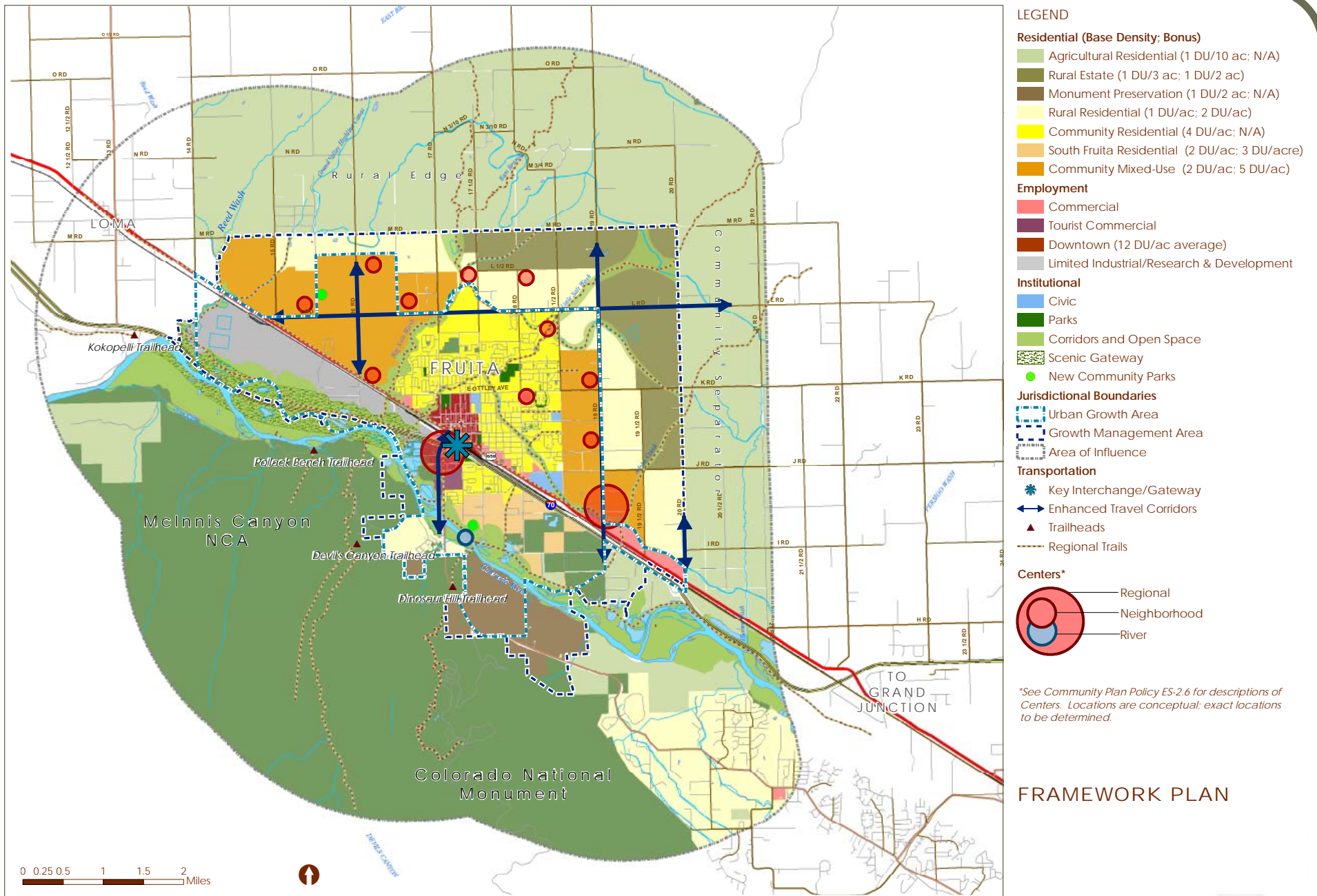


FIGURE 4.2. FRAMEWORK PLAN

NOTE TO READER: THE FRAMEWORK PLAN MAP IS MEANT TO BE USED IN CONTEXT WITH THE PROCEEDING PRINCIPLES AND POLICIES.



Principle LG 1. Our community will discourage a sprawling land use pattern by having a well-defined boundary.

Policies

LG 1.1- City Limits. City limits will define the current extent of urban development and services.

LG 1.2- The Urban Growth Area. The Urban Growth Area (UGA) will define, guide, and manage growth beyond the city limits. The UGA is the primary area where most new population growth will likely be absorbed, in accordance with the vision of this plan. Much of these areas can be immediately considered for annexation and can be most efficiently served by utilities and other urban services.

Annexation should be approved only after careful consideration of the following criteria/qualifications:

- The area is efficiently served by city utilities and capital investments (water sewer, parks, drainage systems and streets).

LAND USE & GROWTH

- The area is contiguous with existing urban development.
- The area is already surrounded by municipal boundaries (enclaves).
- The area is efficiently served by police and other municipal services.
- The development is consistent with community goals, principles, and policies as expressed in the Community Plan.
- The area is supported by local residents and landowners.
- The area is able to provide water and ditch rights in accordance with city policies.
- The area will have logical social and economic association with the city.
- The area meets the existing infrastructure standards set forth by the City of Fruita.

LG 1.3- The Growth Management Area.

The Growth Management Area (GMA) will define, guide, and manage growth beyond the UGA. The GMA represents the next phase of growth beyond the UGA at the buildout level, which, according to land use analysis, should occur 20-30 years from now and beyond. These areas can be considered for annexation; however, additional analyses will be necessary

to evaluate the feasibility of the provision of adequate services and facilities and consistency with vision and goals of this plan. In addition to the outlined annexation criteria defined in LG 1.2, additional growth may occur within the GMA only after careful consideration of the following criteria:

- The area would have a positive net fiscal benefit to the community.
- The area is necessary to accommodate an activity that cannot be reasonably accommodated on lands within the existing UGA boundary.
- The area would allow for the logical and concurrent extension of urban services (sewer, water, streets, etc).
- The area would offer a desirable new “edge” to the community.
- The area discourages a sprawling development pattern and contributes to the Community Vision of described in this plan.

LG 1.4- Area of Influence. The purpose of the Area of Influence (synonymous with 3 mile planning area) is for the City to have a formal voice in actions that impact the City through development review, open space planning,



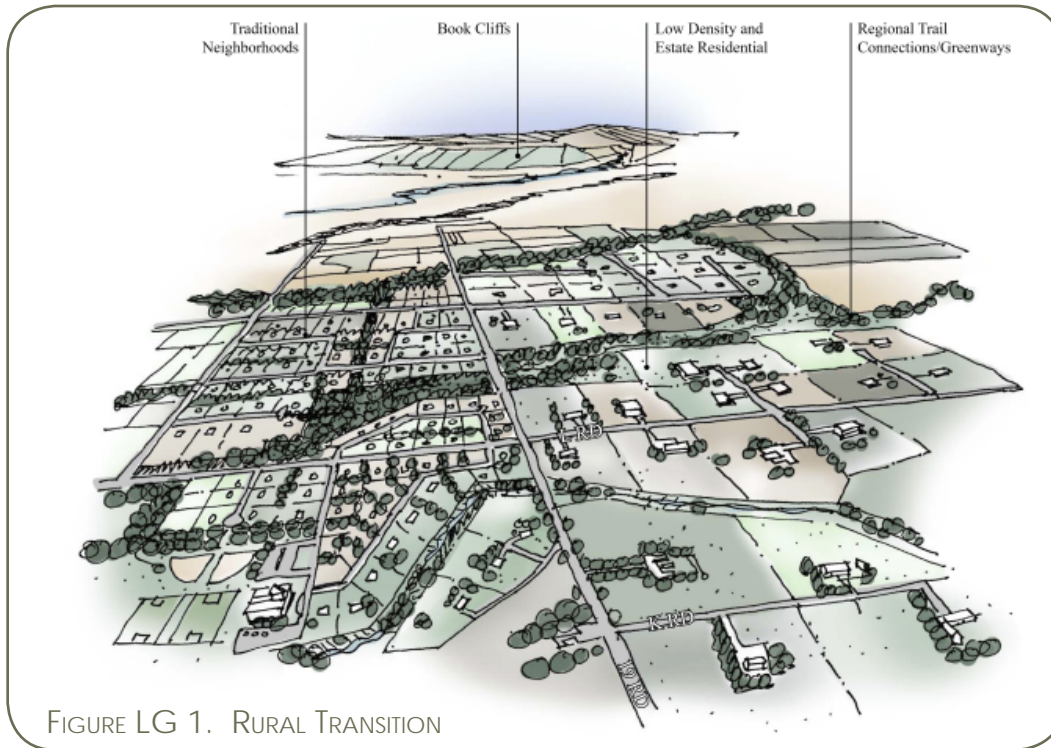


FIGURE LG 1. RURAL TRANSITION

rural preservation, recreation development, and natural resource preservation. The Area of Influence is intended to preserve the rural nature of Fruita's edges through zoning and other tools. The Area of Influence includes the following areas:

- To the East – Our existing Community Separator
- To the North – The rural edge

- To the West – Greenway along Reed Wash
- To the South – The Colorado River, Colorado National Monument and the McInnis (Colorado) Canyons National Conservation Area (BLM)

Principle LG 2. Promote the infill of existing vacant parcels within our existing boundaries.

Policies

LG 2.1- Infill. Promote infill and redevelopment of parcels within the city limits.

LG 2.2- Incentives. Where appropriate, utilize incentives such as density bonuses, variances, and fast tracking as other options to encourage infill and redevelopment within city limits or enclaved by the city.

LG 2.3- Annexation outside of GMA. Discourage the extension of urban services outside of the GMA.

LG 2.4- Brownfield Redevelopment. Encourage the reuse of land by developing sites where development is complicated by environmental contamination, thus reducing

pressure on undeveloped land. Encourage the cleanup of contaminated brownfield sites in areas targeted for redevelopment.

LG 2.5- Enclaves. Encourage the development and redevelopment of enclaves.

Principle LG 3. The voluntary preservation of rural and agricultural land is encouraged.

Policies

LG 3.1- Conservation Toolbox. The voluntary conservation of rural and agricultural land outside the GMA is encouraged through a variety of tools, such as the purchase or transfer of development rights, conservation easements, large lot zoning, cluster development, and direct acquisition. The City of Fruita will continue to work cooperatively with Mesa County and landowners towards this goal.

LG 3.3 - Community Edges. The City should consider the purchase of open lands, conservation easements, and/or development rights, and use other tools (such as cluster development) for the purpose of defining and

protecting community edges within the Area of Influence.

LG 3.4 - Community Development Pattern.

The City should utilize a variety of tools to promote concurrent and contiguous development patterns.

LG 3.5 - Cluster Development. Clustered rural development will be encouraged; i.e., subdivisions in which houses are clustered on nonproductive agricultural land or land that is not environmentally sensitive, and the remaining land is protected by conservation easements.

LG 3.6 - Transition Areas. Use a variety of tools for land conservation to encourage a transition between residential areas and surrounding agricultural lands along select edges. Targeted areas (Rural Estate Area) within the UGA and GMA should transition from urban to rural land uses, compatible with rural areas and community separators. Development in these areas should include large lots, cluster development, and conservation-oriented subdivisions.



Principle NH 1. The City of Fruita

encourages high quality construction and design of all new neighborhoods.

Policies

NH 1.1 - Variation. Variation in house models in large developments should be encouraged to avoid a monotonous streetscape and eliminate the appearance of a standardized subdivision.

NH 1.2 - Lot Width and Depth. Lot width and depth, in conjunction with block size and shape, should be varied to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.

NH 1.3 - Green Design. The City supports and encourages “green design” construction techniques in new and rehabilitated structures and sustainable neighborhood design, particularly the standards of the USGBC’s LEED principles.

NH 1.4 - Mobility. Neighborhoods should include interconnected streets that are safe,

NEIGHBORHOODS

convenient, and attractive for bicyclists and pedestrians as well as motor vehicles. Dead-ends and cul-de-sacs should be minimized or avoided. Traffic calming techniques such as smaller street widths and corner curb radii, textured cross-walks, and other methods should be used to slow traffic in appropriate locations.

Principle NH 2. The City of Fruita encourages the construction of a variety of housing options within the growth boundaries, ranging from multifamily units to single family units on a variety of lot sizes.

Policies

NH 2.1 - Housing Options. Fruita will encourage a balanced array of housing options, including the following residential categories:

Agricultural Residential. To allow rural and agricultural uses that preserve and enhance the rural character of the outlying areas of Fruita and discourage inappropriate or

premature urban development. This category allows agricultural uses and very low density residential development. *Base density = 1 DU per 10 acres; No bonus density.*

Monument Preservation. To encourage a compatible buffer with the Colorado National Monument and BLM lands and low intensity residential uses that preserve open space quality. Permitted uses include recreational amenities, open space, and low intensity residential development that blends in with the existing natural character, and protects views and natural resources such as the Colorado River, washes and drainages. *Base density = Generally no more than a density of 1 DU per 2 acres; No bonus density.*





FIGURE NH 2. RESIDENTIAL OPTIONS

Rural Estate. To actively preserve the natural and agricultural landscape as a transition between the rural residential, agricultural residential districts and the community separator by encouraging rural preservation, conservation-oriented development, and clustered residential lots. Optional programs would permit density bonuses if a percentage of the property remained undeveloped. *Base density = 1 DU per 3 acres; bonus density = 1 DU per 2 acres.*

Rural Residential. To allow low density residential and uses compatible with rural areas. Densities vary based on the provision of wastewater collection services. *Base density = 1 DU per acre; bonus density = 2 DU per acre.*

South Fruita Residential. To allow a variety of low to moderate density residential areas compatible with existing low density development, new subdivisions, the Monument and the Colorado River. *Base density = 2 DU per acre; bonus density = 3 DU per acre.*

Community Residential. To allow for moderate density single family neighborhoods with the inclusion of other housing types such as attached units (e.g. apartments or townhomes). Building concepts that are found in Fruita's original neighborhoods such as narrow lots, smaller front yards and garages placed in the back, are encouraged. *Base density = 4 DU per acre; no bonus.*

Community Mixed-Use. Characteristics of this development type include diverse neighborhoods with a variety of housing types that meet an overall average density. This district is most successful when applied to larger parcels. These walkable neighborhoods should have easy access to new neighborhood

centers consisting of schools, parks, public spaces, civic uses or commercial amenities. Builders and developers are encouraged to use creativity to combine a variety of housing types and models in these diverse neighborhoods. At least two housing types and a variety of lot sizes should be included in any residential project. Housing types could include:

- Single family housing
- Duplex housing
- Townhomes
- Multifamily and affordable housing that is compatible in scale and character with other dwellings in the proposed neighborhood

Building concepts that are found in Fruita's original neighborhoods such as narrow lots, smaller front yards and garages placed in the back, are encouraged. *Base density = 2 DU per acre; bonus density = 5 DU per acre.*

Downtown Commercial/Residential. A variety of mixed-use housing is encouraged within the downtown district, particularly near the commercial core to help create a vibrant downtown with more residents within walking distance. *12 DU per acre average density.*

BONUS CRITERIA

Bonus criteria will be based on how the development will benefit the community. Criteria could include:

- *Public park, trail, or open space dedication*
- *Off-street trail dedication*
- *Inclusion of a variety of housing options which contribute to variety and affordability*
- *Agricultural preservation*
- *School land dedication*
- *Sufficient school capacity*
- *Street improvements*
- *Context to adjacent land uses and planning boundaries*
- *Sustainable design measures, in accordance with LEED-ND (see page 4-6)*
- *Size of contiguous parcel to be developed*
- *Free space for neighborhood commercial use*
- *Affordable housing*
- *Cash/purchasing of development rights*

TABLE NH-1. RESIDENTIAL DISTRICTS & DENSITIES

RESIDENTIAL DISTRICT	BASE DENSITY RANGE	BONUS DENSITY	DESCRIPTION
Agricultural Residential	1 unit/10 acres	N/A	To allow rural and agricultural uses that preserve and enhance the rural character of the outlying areas of Fruita and discourage inappropriate or premature urban development. This category allows agricultural uses and very low density residential development. Property owners should work with relevant agencies to investigate the potential of donating or purchase of their development rights, or direct acquisition of property to preserve rural areas in perpetuity.
Monument Preservation	1 unit/2 acres	N/A	To encourage a compatible buffer with the Colorado National Monument and Bureau of Land Management (BLM) lands and low intensity residential uses that preserve open space quality. Permitted uses include recreational amenities, open space, and low intensity residential development that blends in with the existing natural character and protects views and natural resources such as draws, washes and drainages.
Rural Estate	1 unit/3 acres	1 unit/ 2 acres	To actively preserve the natural and agricultural landscape as a transition between the rural residential, agricultural residential districts and the community separator by encouraging rural preservation, conservation-oriented development, and clustered residential lots. Optional programs would permit density bonuses if a percentage of the property remained undeveloped. Densities vary based on the provision of wastewater collection services.
Rural Residential	1 unit/acre	2 units/acre	To allow low density residential and to permit bonus densities in appropriate locations.
South Fruita Residential	2 units/acre	3 units/acre	To promote a variety of residential uses. Due to the provision of utilities in the area, bonus densities are permitted in appropriate locations.
Community Residential	4 units/acre	N/A	To allow for moderate density single family neighborhoods with the inclusion of other housing types such as attached units (e.g. townhomes, apartments,etc.) at potentially higher densities.
Community Mixed-Use	2 units/acre average	5 units/acre average	Developers should review incentives for this development with City officials; incentives for high quality development or LEED designed neighborhoods may include fast-tracking, design assistance, variances, and density bonuses. Bonuses are most applicable to large, contiguous properties that meet the bonus density requirements.
Downtown Commercial/ Residential	12 units/acre	N/A	Density will be based on compatibility with the Downtown principles and policies of the plan.

Note: Lots less than 3 acres in size require public sewer service.

WHERE IS DENSITY APPROPRIATE?

A mix of housing types creates vibrant and walkable neighborhoods and provides housing opportunities for all age groups and lifestyles. Scale, design and context are important factors when integrating higher density units. The most compatible areas for higher density development include:

- *Downtown district where scale and design increase compatibility.*
- *Mixed use residential areas where a variety of housing types are provided.*
- *Adjacent to regional and neighborhood centers.*
- *Where larger parcels are available.*
- *Along key roadways in targeted redevelopment areas.*

Principle NH 3. The City of Fruita

encourages the construction of new and redeveloped mixed-use housing units that are compatible with existing development, especially Downtown.

Policies

NH 3.1 - Incentives. Where appropriate, utilize incentives such as land acquisition, write downs, surplus public land, accessory dwelling units, density bonuses, variances, and fast tracking to encourage higher density housing near Downtown and other centers.

NH 3.2 -Compatibility. In determining changes to parcels of land adjacent to existing residential developments, the character of existing neighborhoods will be considered and design reviews will be used to improve compatibility.

NH 3.3 - Infill. The City will follow specific design standards for infill development and redevelopment, with an emphasis on protecting existing residential neighborhood character.

NH 3.4 - Preservation. The City of Fruita encourages the preservation of our existing residential neighborhoods. Attention should focus on older and historic structures, through renovation and repairs, to maintain these housing options and preserve community character. Where possible, infill and redevelopment projects should minimize effects to these neighborhoods.

Principle NH 4. The City of Fruita

encourages the efforts of public and private organizations to provide new affordable housing units, and encourages the formation of partnerships to implement this policy.

Policies

NH 4.1 - Affordable Housing. Work with the Grand Junction Housing Authority, Housing Resources of Western Colorado, Habitat for Humanity, and other nonprofit, low/moderate income housing agencies to identify potential affordable housing opportunities for Fruita residents.

Principle NH 5. The City of Fruita seeks to ensure the connectivity of all housing areas with commercial areas, schools, parks, and Downtown with the regional trail system.

Policies

NH 5.1 - Connectivity. The City of Fruita encourages the integration of recreational amenities, green spaces, parks and trails, and schools within neighborhoods. Each neighborhood should have access to a neighborhood park or other outdoor space located within walking distance of all homes, ideally less than one-half mile. Community outdoor spaces should be designed in conjunction with streets and walkways to be a formative, purposeful part of any land development, and not merely residual areas left over from site planning for other purposes. They should be mostly surrounded by streets or house fronts to maintain safety and visibility.

NH 5.2 - Function. New neighborhoods should be planned to include other neighborhood-serving uses and features in addition to residential uses. At a minimum, each neighborhood will focus on a center that serves as a year-round gathering place, accessible to all residents. Centers will range in size from Neighborhood Center (smallest) to Regional Center (largest), depending on its location and number of residents served, and could include the following: recreation facility, school, day care, place of assembly and worship, small civic facility, neighborhood-serving market, shops, small professional offices, clinics, or other small businesses. The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, pavilion, or other outdoor space accessible to all residents.

NH 5.3 - Trails. Construct new trails to connect existing neighborhoods to the regional trail network, Downtown, other commercial areas, park system, and other recreational amenities.



RURAL LANDSCAPES

Principle RL 1. The City of Fruita will encourage the voluntary conservation of rural land in and around the City.

Policies

RL 1.1 - Development Rights. The City will continue to offer the opportunity for landowners to transfer development rights from sending areas or community separators to receiving areas conducive to higher density, in order to maintain the rural landscape surrounding Fruita's GMA.

RL 1.2 - Bonus Density. The City will offer bonus densities and other incentives in the Rural Estate district to encourage developers to follow a cluster/conservation-oriented development pattern. Such a pattern encourages the preservation of large areas of contiguous open space and creates a transition to the adjacent community separator.

RL 1.3 - Acquisition. Where feasible and appropriate, the City will consider purchasing conservation easements in the community

separators for the purpose of preserving the rural landscape.

RL 1.4 - Right to Farm. Recognize the Colorado State Right to Farm Enabling Statute (Colo. Rev. Stat. §§ 35-3.5-101 to 35-3.5-103 (2005), and encourage protection of this right as urban densities approach existing agricultural uses. Following this statute, the ability to farm, with all of its associated noise, activities, and odors will be protected as residential development continues to encroach upon it.

RL 1.5 - Regional Cooperation. The City of Fruita will encourage the work of organizations such as Mesa Land Trust, which helps agricultural operations in the area to remain viable.

RL 1.6 - Community Separator. The City of Fruita will continue to support rural community separators to maintain a rural transition between the City of Fruita and the City of Grand Junction.





Principle CD 1. Continue to improve and enhance Fruita to complement the city's character.

Policies

CD 1.1 - Gateways. Develop a hierarchy of gateway entries consisting of complementary land uses and landscaping to enhance Fruita's existing character, and to provide an aesthetically-pleasing image to both residents and tourists.

- Gateway features should, at a minimum, include identification signage in a landscaped setting, located and sized to be visible to motor vehicles. Enhancements, such as special lighting and public art, are also encouraged where appropriate. The existing Grain Elevator could be improved to serve as one of these gateway features.

COMMUNITY CHARACTER & DESIGN

- Private development is encouraged to assist in creating the gateways by providing space for entry signage and by reinforcing the desired image through landscape treatment. Landmarks, such as signature buildings, will also reinforce the Gateways.
- Develop a corridor plan for the Highway 340 and Highway 6 and 50 corridor that addresses the appearance of this area, traffic improvements, landscaping, and pedestrian and bicycle safety.

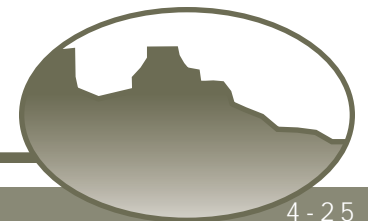
CD 1.2 - Signage. Signage should be improved throughout Fruita, particularly at the major gateways to the City, such as I-70 and Highway 340, and along Highway 6 and 50. Signage should direct visitors and tourists to cultural attractions and Downtown. Emphasize the history of the City with signage directing people toward the historic Downtown.

CD 1.3 - Historic Character. The historic character of downtown Fruita should be kept authentic and must be reinforced, embodying its identity, values, and energy. The Downtown should take advantage of the historic aspect of town.

CD 1.4 - Building Character. Provide interesting building details at a human scale to create visual interest. Create visual diversity through variations in setback, massing, and architectural details.

CD 1.5 - Pedestrian-Friendly Environment. Create a more pedestrian-friendly environment through the use of shade trees, landscaped buffers from traffic, ornamental plantings with year-round appeal, site furniture, and pedestrian lighting. Construct sidewalks of adequate widths on streets that currently do not have sidewalks.

CD 1.6 - Pedestrian Connectivity. Enhance local access throughout the community, including Downtown, adjacent neighborhoods, and nearby centers by improving signage, providing on-street and off-street trails and constructing facilities such as bike racks.



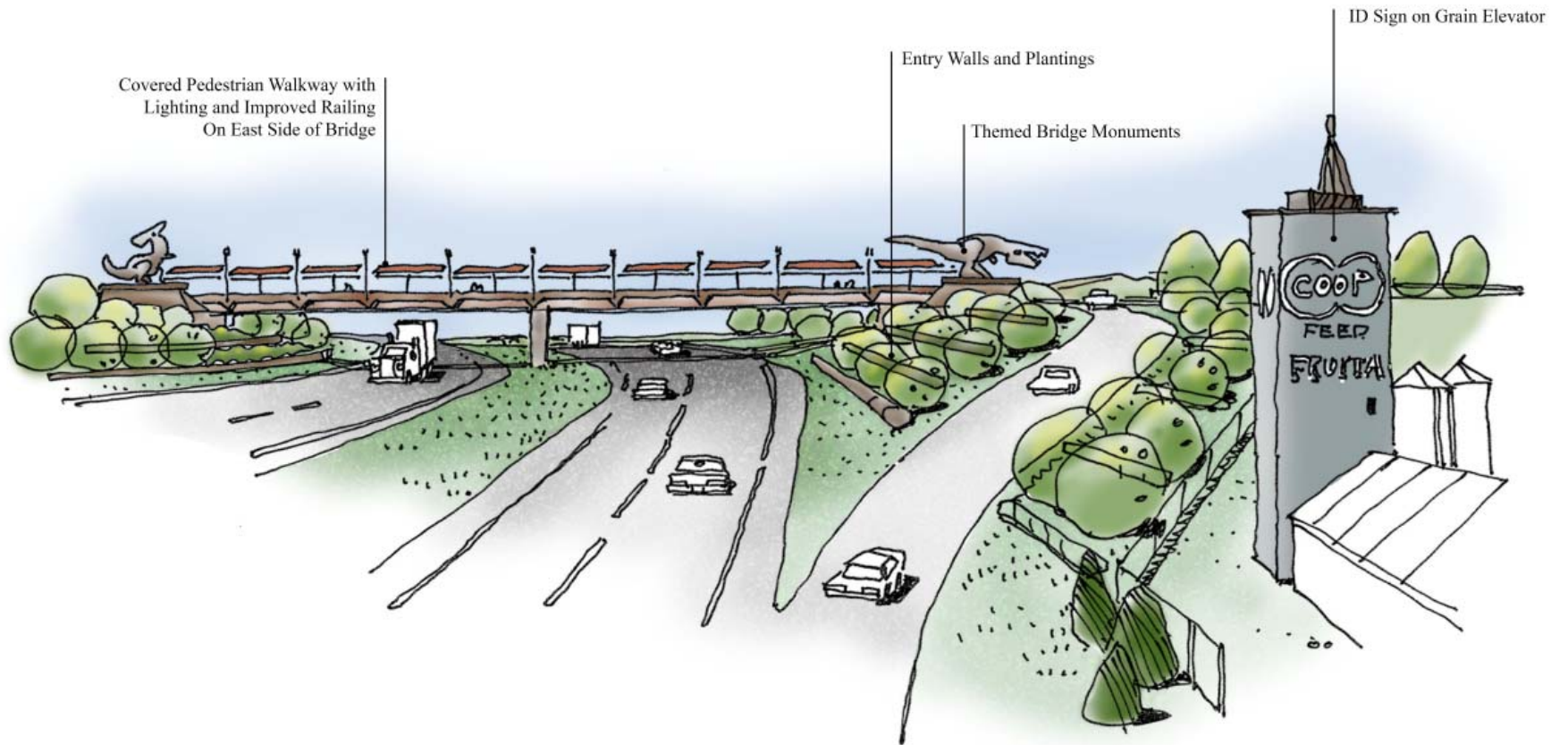


FIGURE CD 1.1. INTERSTATE-70 GATEWAY

CD 1.7 - Streetscape. Enhance the streetscape – provide additional amenities such as street trees, decorative street lights, and decorative paving; and street furniture – such as benches, trash receptacles, ash urns, and planters. Continue to update the tree inventory and to develop a street tree master plan for the City of Fruita. Incorporate concepts that will contribute to each street having a unique identity.

Improve and enhance Aspen Avenue and other major pedestrian ways in the Downtown, including curbs and gutters, decorative sidewalks, street trees, planting areas, raised crosswalks, street and pedestrian lighting, site furniture, signage, and public art. The streetscape should include common design elements throughout, connecting the Downtown.

Apply the design elements outlined here to new centers, in order to achieve cohesive, yet unique character for each distinctive area of community.

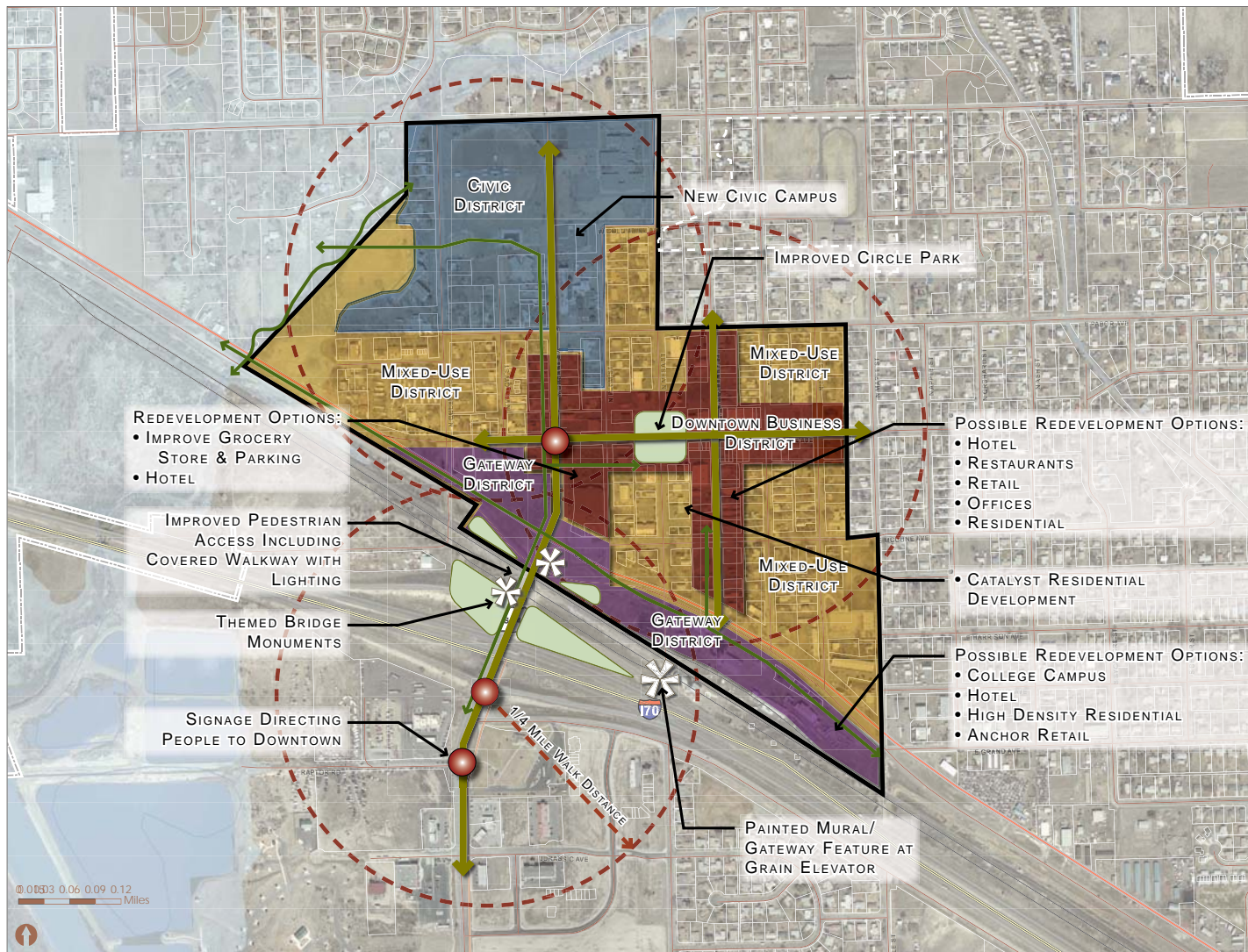
CD 1.8 - Sustainability. Use native, xeric vegetation and water-efficient irrigation techniques whenever possible. Require irrigation with nonpotable water, where possible, in new developments and civic areas, such as parks. Provide shade through the use of deciduous trees that will provide an overhead canopy when mature. Use permeable pavements where appropriate. Incorporate green building techniques when possible.

CD 1.9 - Parking. Public parking is vital to the Downtown, and should be achieved using street rights-of-way, reduced parking requirements and surface lots. As the Downtown grows, parking structures should be considered to preserve land for retail space.

CD 1.10 - Utilities. Where feasible, bury overhead utilities to improve the visual quality of the City, especially Downtown.

CD 1.11 - Screening. Provide screening of service areas, loading areas, trash collection and similar site features, with landscaping, screen walls, fences, or other means. Require all permitted outdoor storage to be screened from public view.

DOWNTOWN FRUITA OPPORTUNITIES



-  DOWNTOWN BOUNDARY
-  LANDSCAPE IMPROVEMENTS
-  STREETSCAPE & PEDESTRIAN ENHANCEMENTS (IMPROVED SIDEWALKS, PLAZAS, STREET TREES, SITE AMENITIES, ETC.)
-  TRAIL CONNECTIONS
-  PUBLIC ART/ GATEWAY FEATURES
-  IMPROVED INTERCHANGES

FIGURE ES 1. DOWNTOWN OPPORTUNITIES

ECONOMIC SUSTAINABILITY

Principle ES 1. Continue to build and expand the downtown core by locating additional amenities in the area, including hotels, entertainment, restaurants, transportation hubs, and other compatible uses in a manner that is harmonious with historic preservation.

Policies

ES 1.1 - Aspen Avenue. The City of Fruita supports and encourages the revitalization of the historic Aspen Avenue downtown business area and adjacent areas. Redevelopment and streetscape improvements should be concentrated along this road and adjacent cross streets, such as Mulberry Street.

ES 1.2 - Advocacy. Support existing and future associations that advocate for the downtown area.

ES 1.3 - Redevelopment Areas. Identify and prioritize targeted redevelopment areas that would positively contribute to the ambiance and character of downtown; properties may include historic buildings that could be used as entertainment venues, hotels, and retail operations. Targeted redeveloped areas are locations where the majority of the community would agree that redevelopment is beneficial.

ES 1.4 - Public Facilities. Encourage the location of new public facilities (e.g., transit center, government offices, recreation facilities) and other institutions within or in proximity to downtown.

ES 1.5 - Expansion. The downtown district should be expanded to the north, south, and west of the existing boundaries to ensure its sustainability. At a minimum, this would ultimately incorporate Ottley Avenue at the north, Little Salt Walsh on the west, Maple Street on the east, and extend to the railroad tracks.



ES 1.6 - Tourism. Incorporate additional restaurants and tourist-related retail uses, while including new uses such as hotels, commercial spaces, entertainment functions, and residential units, to increase the attractiveness of the area and activate Downtown. The Downtown must also continue to serve as a civic and cultural core.

ES 1.7 - Anchors. Create anchors consisting of larger mixed-use development and infill projects. Desirable locations could include the City Market site, lots adjacent to Circle Park, and areas near Highway 6 and 50. Focus efforts on supporting businesses that promote Fruita's unique character.

ES 1.8 - Design. Encourage all developments to maintain a high level of architectural and landscape quality so that the historic character of Downtown is not compromised.

ES 1.9 - Circle Park. Improve the area surrounding Circle Park to create a vibrant pedestrian environment, including larger plaza areas, raised crosswalks, and improved streetscape that serves as a gateway to the historic area of Downtown.

ES 1.10 - Existing Industrial. Existing industrial land on the southern edge of Downtown, near Highway 6 and 50, and I-70, could serve as a prime gateway redevelopment area, such as a college campus, high density residential development, hotel, or anchor retail or commercial development.

ES 1.11 - Marketing. Develop marketing strategies and cooperative marketing efforts to attract tourists from the Colorado Welcome Center, James M. Robb-Colorado River State Park, and commercial areas south of I-70 to Downtown.

ES 1.12 - Infill. Encourage infill development to ensure an efficient use of infrastructure, to strengthen connections, and to preserve and promote the economic viability of Downtown.

ES 1.13 - Recreation Center. Locate the new recreation center, if developed, in close proximity to Downtown and other civic, cultural, and municipal services.

ES 1.14 - Density. New residential areas in the downtown should be of a higher density to encourage more efficient use of infrastructure and to support economic growth. The highest density residential areas should be focused within the Downtown core (e.g. Aspen Avenue).

ES 1.15 - Housing Options. Encourage a mix of housing types Downtown, including multifamily, loft residences above commercial stores, townhomes, patio homes, and smaller lot single family residences. Design of new residential areas should be complementary in design, scale, massing, and construction to create a cohesive, expanded Downtown.

ES 1.16 - Revitalization. Support and encourage the targeted redevelopment and revitalization of existing areas in Downtown by working with downtown development organizations and the Chamber of Commerce. Initial focus should be on high-profile areas where the community can see the benefits of redevelopment.

Principle ES 2. Make Fruita more of a destination for the region.

Policies

ES 2.1 - Appeal as a Destination. Expand recreational, cultural, and entertainment options for tourists in order to increase their length of stay in the Fruita area.

ES 2.2 - Support of Tourism Related Programs. Encourage city programs that strengthen Fruita's tourism market and stimulate additional tourist activity.

Principle ES 3. Promote the Greenway Business Park.

Policies

ES 3.1 - Private Sector. As per the Fruita Greenway Business Park Plan, create conditions within the Greenway Business Park to entice private sector development.

ES 3.2 - Primary Jobs. As per the Fruita Greenway Business Park Plan, recognize the opportunity to diversify the economy by attracting new primary jobs to the Greenway Business Park.

ES 3.3 - Existing Plan. Continue to strive for the remaining goals and objectives of the Greenway Business Park Plan.

Principle ES 4. The City of Fruita shall be proactive in supporting the efforts of public and private organizations to diversify the local economy.

Policies

ES 4.1 - Identity-Targeted Businesses. Promote Fruita as an ideal place for appealing new industries and businesses, especially those that would complement and benefit from its current identity (e.g., recreation, tourism).

ES 4.2 - New Businesses. Proactively target new businesses from within the Valley and outside the region to locate in the City of Fruita (e.g. Enstrom's Candy, Gene Taylor's Sporting Goods).

ES 4.3 - Sustainability. Appropriately plan for the economic cycles associated with the energy industry by diversifying the economic base.

ES 4.4 - Partnerships. Provide incentives for industries and businesses to establish job partnerships with institutions such as Mesa State College and other economic development organizations.

ES 4.5 - Locally-Serving Businesses. Encourage retail businesses that allow residents to shop locally.

ES 4.6 - Regional Cooperation. Continue to cooperate with the Grand Junction Economic Partnership, Western Colorado Business Development Center, and the Fruita and Grand Junction Chambers of Commerce to attract new businesses and industries to the Fruita area.

ES 4.7 - Centers. Create new centers that are designed to include a mix and intensity of uses including Regional, Neighborhood, Neighborhood - River and Downtown. These centers serve as commercial or civic focal points for the community, help strengthen the local economy, and better meet the daily needs of residents.

Centers should be designed to appropriately fit within Fruita's neighborhoods and complement retail areas using unique design elements at each center to provide a focal point and sense of community similar to Circle Park and the Gazebo. Specific locations for centers and other land uses will be determined as areas are proposed for development.

See the following pages for further information on centers.

*DOWNTOWN
CORE*

- *The community's historic heart*
- *Region serving, tourist retail, lodging, and entertainment options*
- *New housing options*
- *Cultural and civic core*
- *Commercial core should be within one-half mile walking distance of a large number of housing units*

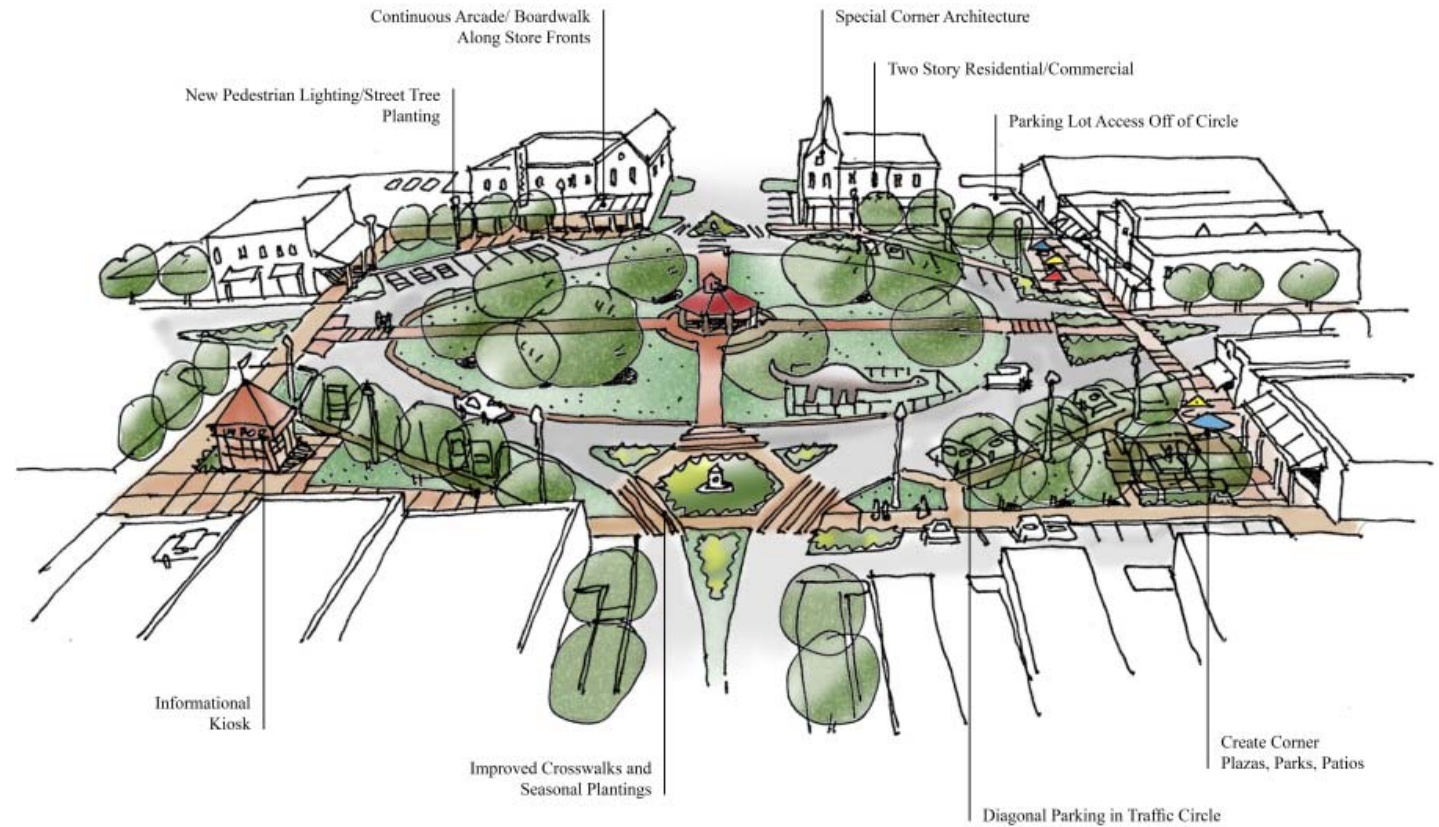


FIGURE ES 2.6A. DOWNTOWN CORE

REGIONAL CENTER

- *Highway-oriented*
- *Larger retail options*
- *Tourist-oriented*
- *Lodging*

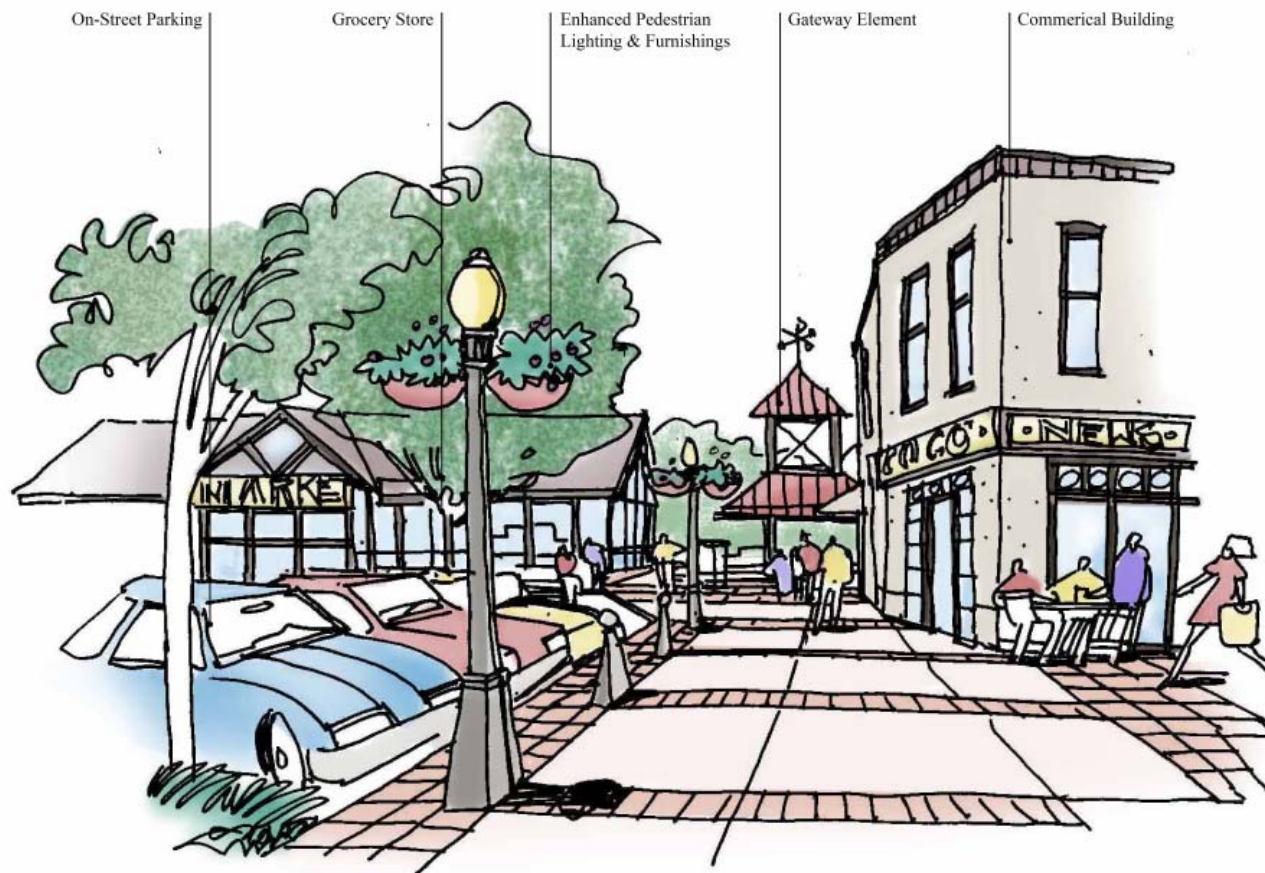


FIGURE ES 2.6B. REGIONAL CENTER

NEIGHBORHOOD CENTER

- *Locally serving civic amenities, such as schools and parks*
- *Local serving offices, commercial (e.g., small market, personal services)*
- *Walkable, transit-oriented*
- *Mixed-use commercial and office center*
- *Commercial core should be within a one-half mile walking distance of the majority of housing units*



FIGURE ES 2.6C. NEIGHBORHOOD CENTER

NEIGHBORHOOD CENTER- RIVER COMMERCIAL

Commercial uses that:

- Serve a tourist or recreational function (e.g. rafting, horseback riding, kayaking, canoeing, fishing, camping or mountain biking).
- Are oriented toward the river such as restaurant or special events.
- Serve an environmental, research or interpretive function such as an education facility or interpretive center.

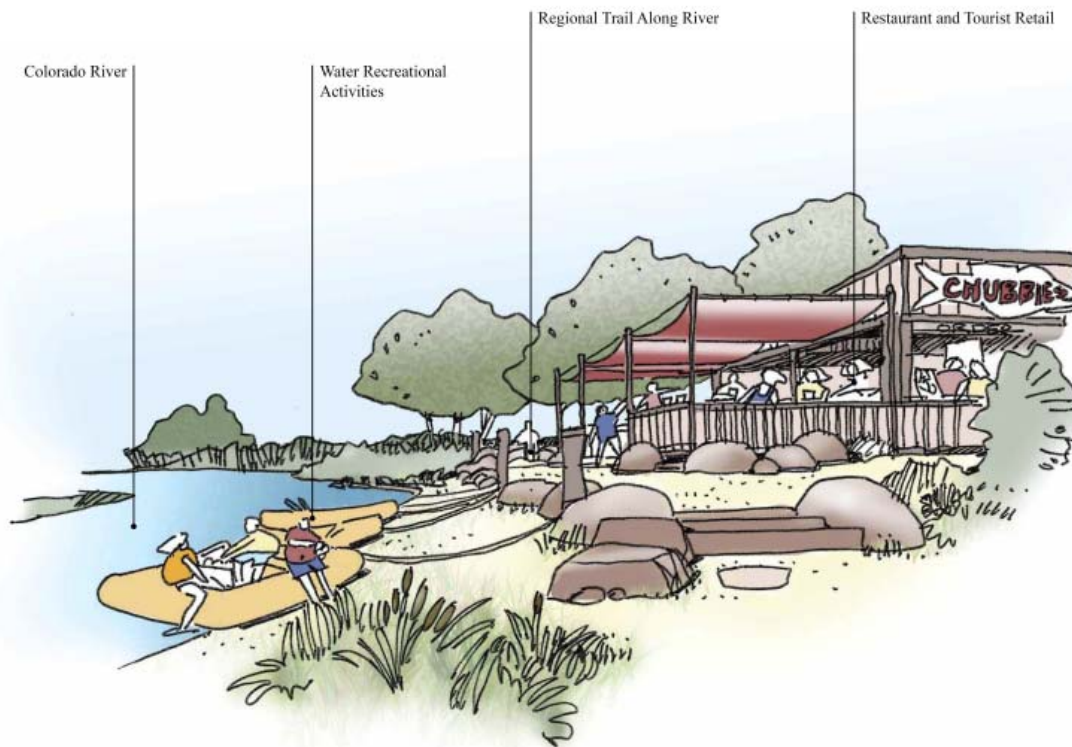


FIGURE ES 3. NEIGHBORHOOD CENTER - RIVER COMMERCIAL



Principle OPR 1. The City of Fruita, in cooperation with partners, shall work to preserve the natural character of the washes, creeks, and other environmental features in the planning area.

Policies

OPR 1.1 - Natural Resources. Conserve water quality, natural hydrology and habitat, and preserve biodiversity through conservation of the Colorado River, major stream corridors and washes, as well as associated wetlands, floodplains, drains, and riparian areas as important green spaces, wildlife habitat, waterway corridors, and trail linkages. Key corridors include:

- Adobe Creek
- Reed Wash
- Little Salt Wash
- Big Salt Wash
- Colorado River

OPEN SPACE, PARKS & RECREATION

OPR 1.2 - Buffer Criteria. Protect sensitive resources by preserving natural buffers from the edge of natural features or 100-year floodplain (whichever is greater). Recommended buffers include:

- Ponds, creeks, streams, drainages, canals, and wetlands: 50 feet
- Adobe Creek, Reed Wash, Little Salt Wash, Big Salt Wash, rare, threatened or endangered wildlife habitat: 100 feet
- Colorado River: 300 feet

OPR 1.3 - Buffer Agreements. Protect buffer and setbacks in perpetuity through development agreements by donating or selling the land, or a conservation easement on the land, to an accredited land trust or relevant public agency.

OPR 1.4 - Sensitive Areas. Protect sensitive areas and other important resource values within Fruita's GMA. These may include:

- Lands that are constrained due to environmental sensitivity or geologic hazards

- 100-year floodplains designated by the Federal Emergency Management Agency (FEMA)
- Lands with important scenic values or that contribute to the visual quality of Fruita
- Lands with important cultural values
- Rare vegetation
- Wetlands
- Severe slopes
- Lands with important wildlife habitat or other natural value such as nesting and production areas
- Winter ranges, feeding areas, and concentration areas for threatened and endangered species, species of special concern, or indicator species
- Wildlife movement corridors
- Lands that have important recreational values
- Lands with important cultural or historic values





FIGURE OS 1. NEIGHBORHOOD PARK.

OPR 1.5 - Floodplain. Discourage development within the 100-year floodplain as defined and mapped by FEMA or state or local floodplain management entity, whichever has been done most recently.

OPR 1.6 - Wetlands. If sensitive resources are disturbed, such as wetlands, compensate by on-site or off-site wetland restoration of equal or greater amounts.

OPR 1.7 - Visual Resources. Maintain the visual integrity of Fruita's landscape by identifying distinctive scenic or topographic features, such as ridgelines or unique vegetation, and either avoiding them or using innovative design techniques to integrate them cohesively into new development.

Principle OPR 2. Protect the citizens of Fruita from the effects of man-made or natural hazards (geologic, soils, stormwater, air pollution, odor, noise, and wildfire).

Policies

OPR 2.1 - Hazard Identification. Any proposed land use or development must identify hazardous areas, i.e., floodplains, drainage areas, steep slope areas, geological fault areas, and other areas hazardous to life or property.

OPR 2.2 - Restricted Development. Development will not be allowed in hazardous areas, to minimize the risk of injury to persons and loss of property, unless appropriate mitigation measures are taken.

OPR 2.3 - Design. Proposed land uses will address soil, erosion, and surface geologic characteristics of the development site through proper design, engineering, and construction.

Principle OPR 3. Working

collaboratively with landowners and public agencies, the City of Fruita shall take the initiative in expanding its off-street trail system.

Policies

OPR 3.1 - Regional Connectivity. Further connect the City of Fruita with adjacent recreational amenities, including the Colorado River and nearby public lands, through the development of a regional trail system. Integrate off-street trails with on-street trails and bike routes, in accordance with Principle MT-5.

OPR 3.2 - Washes and Drainages. Link the major wash trails and drainage ways from the Colorado River and BLM lands to the south to the new community separators to the north. These washes include Reed Wash, Big Salt Wash, Little Salt Wash, and Adobe Creek.

OPR 3.3 - Regional Cooperation. Continue to cooperate with other agencies and organizations in implementing the Colorado River Greenway and Trail system.

OPR 3.4 - Advocacy. Continue to advocate for an expanded trail system in coordination with the Riverfront Commission, the Urban Trails Committee, GOCO, and other agencies.

OPR 3.5 - Trailhead, Parking, and Linkage Design. Provide carefully planned and attractively developed parking areas at trailheads and trail linkages to facilitate trail usage.

OPR 3.6 - Trail Promotion. Promote trail connections between schools, parks, recreational areas, tourist areas, neighborhoods, centers, and Downtown. Create a secondary non-motorized, on-street trail system to enhance trail choices.

OPR 3.7 - Multi-functional Design. Encourage multi-functional, “grade-separated crossings” such as bridges, roadway underpasses, and other means at selected locations, such as I-70, for the safety of bicyclists and pedestrians.

Principle OPR 4. The City of Fruita will create a system of parks that will include neighborhood, community parks, and recreation facilities that provide a high level of access and amenities.

Policies

OPR 4.1 - Neighborhood and Community Parks. Residents should have convenient and safe access to a system of parks that include neighborhood and community parks.

OPR 4.2 - Pocket Parks. If constructed as part of a new development, pocket parks should be maintained and owned by a homeowners association. They should be of sufficient size in order to provide an appropriate neighborhood amenity. They should provide public access; however pocket parks do not replace the need for the provision of neighborhood or community parks.

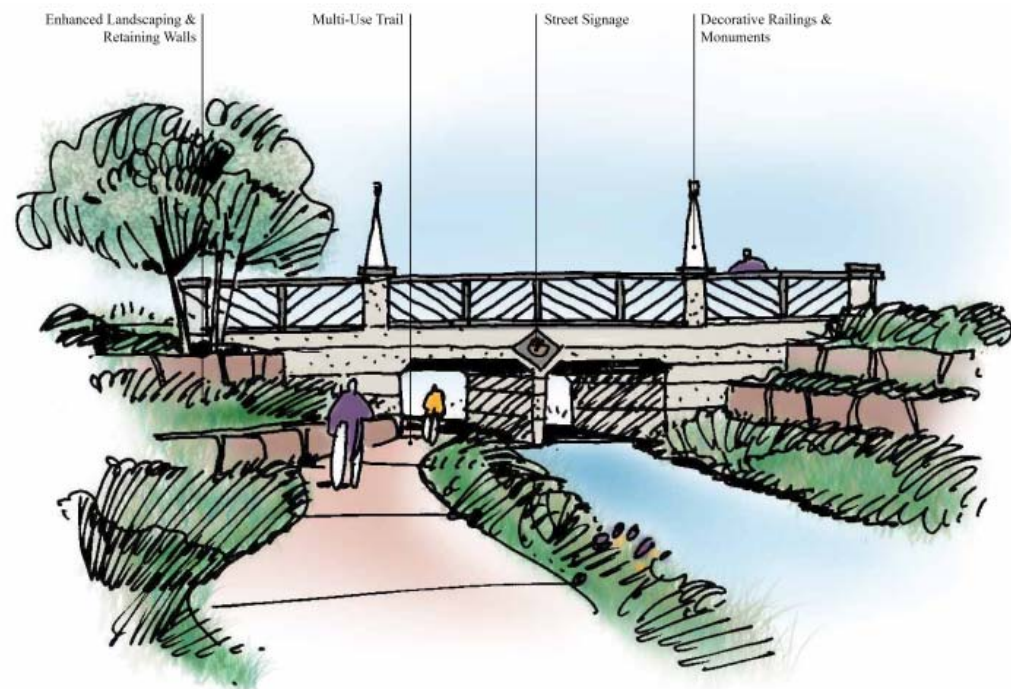


FIGURE OPR 3.7. TRAIL UNDERPASS

TABLE OPR 4.1. EXISTING AND FUTURE PARK LEVEL OF SERVICE*

PARK CLASSIFICATION	AVERAGE PARK SIZE (ACRES)	NUMBER OF PARKS	ACRES	LEVEL OF SERVICE ACRES PER 1000 PERSONS
<i>2007- Parkland Level of Service</i>				
Neighborhood Parks (Comstock, Olga Anson, Heritage, and Reed Parks)	3.6	4	14.6	1.4
Community Park (Little Salt Wash Park)	23	1	23	2.3
<i>Recommended Additional Parkland Needs/Level of Service in 2025**</i>				
Neighborhood Parks	5	7	36.9	2
Community Parks	30	3	79.8	4

*Pocket parks not included.

**Based on a projected population of 25,735.

TABLE OPR 4.2. CITY OF FRUITA PARK SYSTEM

PARKS	DESCRIPTION
Neighborhood Park	Neighborhood parks are smaller than community parks in size, and should be primarily focused on serving walk-to or bike-to recreation needs and where possible, be located adjacent to schools and/or within neighborhood centers. They are generally developed areas of lawns and trees, often providing minimal small park amenities such as individual picnic tables, small group picnic pavilions, and recreational facilities such as basketball courts and/or ballfields. Size should be at least 3-5 acres and service area is approximately 1/2 mile.
Community Park	Community parks provide the greatest variety of recreational opportunities, and generally include a wide array of amenities such as athletic fields, group picnic facilities, recreation centers, swimming pools, and expanded children’s playgrounds. Size should average 20-40 acres. Service area is approximately 2 miles.
Pocket Parks	Pocket parks are privately constructed and maintained areas with public access. Pocket parks are small, locally serving areas that typically consist of open grass areas, benches, picnic area and limited recreational amenities.

OPR 4.3 - Park Dedication. Continue to require park dedication or fees to maintain a high level of service. The city should continue to build new neighborhood and community parks in a manner that minimizes overuse and ensures easy access. Parks should be constructed at adequate sizes (excluding unusable land such as drainage corridors, floodplains, steep slopes etc.) that provide amenities to serve the needs of a diverse population.

OPR 4.4 - Programs. Establish a range of recreation facilities and programs that serve all age groups, from the very young to the very old.

OPR 4.5 - Cooperation. Fruita, in cooperation with other entities, including the school district and State Parks, continues to provide a variety of park facilities and programs to enhance recreation opportunities for residents of all ages.

OPR 4.6 - Multiuse Facilities. When possible, the City should construct multiuse recreation facilities (e.g., school/recreation facilities etc.), especially within designated centers. The City of Fruita will strive to locate schools and parks adjacent to each other wherever possible.

OPR 4.7 - Land Acquisition. Acquire land for future parks and schools before development occurs and land costs make it more difficult to acquire adequate sites.

OPR 4.8 - School and Trail Accessibility. The City of Fruita will promote future schools and parks to be located where they are accessible from the trail system.

OPR 4.9 - Locations Along Washes. Since planned trails are primarily located along drains and washes, land for future schools and parks should be acquired along washes and ditch alignments wherever possible. This will allow not only safe access, but will provide nearby “outdoor classrooms” for study and exploration.



Principle MT 1. Existing rural collector roadways in urbanizing areas within the GMA shall be gradually improved to municipal road standards.

Policies

MT 1.1 - Fees. Require new developments to pay a transportation fee based on the traffic generated by the development and the transportation needs of the community.

MT 1.2 - Regional Cooperation. Develop an IGA with Mesa County to assign responsibility for improving and maintaining roads.

MT 1.3 - Future IGA's. Future IGA's should require that development within the UGA and GMA meet the City of Fruita street standards.

MULTI-MODAL TRANSPORTATION

Principle MT 2. Create new north-south and east-west roadways through the City of Fruita.

Policies

MT 2.1 - Corridors. The City of Fruita will increase the capacity of major through-streets to serve as travel corridors connecting important community nodes. Roads that should be considered include L Road as a major east-west travel corridor, 19 Road as a major north-south travel corridor, and 16 Road as a smaller north-south corridor.

MT 2.2 - Corridor Design. The City of Fruita will establish enhanced amenities on these new north-south and east-west travel corridors to provide more efficient travel. These amenities could include detached bike lanes, transit stops, landscape medians, and gateway features.

MT 2.3 - Phasing. The City of Fruita should phase the new north-south and east-west roadway connections to coincide with new development.

Principle MT 3. Integrate land use, design, and transportation planning for existing and future new interchange areas along I-70, including appealing gateway features.

Policies

MT 3.1 - Public Partnerships. The City of Fruita will encourage partnerships among the Colorado Department of Transportation (CDOT), Federal Highway Administration, and private interests to improve existing interchanges, overpasses, and/or underpasses on I-70 to increase mobility.

MT 3.2 - Interstate Gateway. The City of Fruita will establish appealing gateway features at the existing and future I-70 interchanges that represent the character of the community.



WHAT IS A TRAVEL CORRIDOR?

Travel corridors will provide new transportation options for the Fruita residents. These roadways will promote safe, convenient access to bicycle and pedestrian facilities and will emphasize wide tree-lined detached sidewalks, bike lanes on designated routes, access control and landscaped medians.

MT 3.3 - Private Partnerships. The City of Fruita will encourage partnerships with private interests at all I-70 interchanges to develop land uses complementary to the community's gateway features and roles as regional commercial nodes.

MT 3.4 - Design Standards. The City of Fruita will establish design standards that provide guidance to new commercial development in the vicinity of the I-70 interchange to encourage a cohesive and appealing impression of the community.

MT 3.5 - Trail/Pedestrian Linkages. Enhance the connection between north and south of I-70 through additional trail/pedestrian linkages (over or underpasses), transportation improvements (improved interchanges), coordinated land uses, improved sidewalks and streetscapes, gateway elements, and other features.

Principle MT 4. The City of Fruita encourages the Grand Valley Transit System to operate transit, with frequent service between Downtown and other key connection points within the City of Fruita.

Policies

MT 4.1 - Transit Expansion. The City of Fruita will encourage the Grand Valley Transit System to expand in phases, to provide integrated, high-frequency, productivity-based transit service along major transportation corridors, with feeder transit lines connecting all major district destinations, consistent with new development.

MT 4.2 - Transit Hub. Establish a central transit hub in downtown Fruita to promote transit among residents and visitors, including connections to key trails outside of the City, Grand Junction, and other tourist destinations (e.g., trailheads, cultural sites, Colorado River activities).

MT 4.3 - Service for Seniors. The City of Fruita will strive to provide excellent accessibility to transit for the senior community. Where feasible, the City will encourage a ride-share, vanpool, and/or shuttle program to connect underserved areas to the Grand Valley Transit System.

Principle MT 5. Establish sidewalks, bicycle lanes, routes, and trails throughout the community to promote better mobility between downtown, commercial areas, schools, parks, and neighborhoods.

Policies

MT 5.1 - On-Street Trails. Expand mobility by designating an on-street trail system. Where necessary, retrofit existing roads to accommodate on-street trails. Integrate on-street system with the off-street trail network within and surrounding Fruita, in accordance with Principle OPR 3.

MT 5.2 - Multi-Modal Options. Promote multi-modal travel between public

transportation and bicycles, e.g., improving parking at transit, and improving access to rail and public transportation vehicles.

MT 5.3 - Safety. Add design amenities and enforce traffic laws to improve the safety and comfort of all road users, with a particular focus on behaviors and attitudes that cause motor vehicle/bicycle crashes.

Principle MT 6. Provide a variety of transportation options for tourists and residents that connect hotels, Downtown, local neighborhoods, and regional tourism destinations.

Policies

MT 6.1 - Trail Designation. Designate an official trail system, with safe routes between popular destinations.

MT 6.2 - Signage. Provide on-street trail and bike route signage.

MT 6.3 - Education. Support information programs and events to promote bicycling for all purposes, and to communicate the many

benefits of bicycling to residents and businesses (e.g., public relations campaigns, neighborhood rides, a ride with the mayor).

MT 6.4 - Bicycle and Pedestrian Facilities.

Encourage the provision of bicycle and pedestrian facilities, such as parking and sidewalk connections, in existing developments and require them to be included as an integral element of transportation plans for new developments.

Principle MT 7. Strive for formal designation as a League of American Bicyclist's "Bicycle Friendly Community".

Policies

MT 7.1 - City Programs. Make the city a model employer by encouraging bicycle use among its employees (e.g., by providing parking, showers and lockers, and establishing a city bicycle fleet). Ensure all city policies, plans, codes, and programs are updated and implemented to take advantage of every opportunity to create a more bicycle-friendly community.

MT 7.2 - Events. Support promotional events during National Bike Month, such as a Bike to Work Day event or Bike Parade.

Principle MT 8. *Establish and maintain safe and efficient routes for vehicles, including industrial traffic.*

Policy MT 8.1 - Truck Routes. Develop and enforce truck routes in order to increase the efficiency of commercial trucks and decrease their impacts to residents in the form of noise, pollution, and traffic.



INTERGOVERNMENTAL COORDINATION

Principle IC 1. The City of Fruita will consult with governmental agencies to ensure coordinated planning.

Policies

IC 2.1 - Public Lands. The City of Fruita will coordinate the planning and management of lands with the BLM, NPS, the USFS, the U.S. Bureau of Reclamation, and other federal land management agencies.

IC 2.2 - Trails. The City of Fruita will coordinate trail and greenway planning with federal, state, and county organizations to create a regional trail system.

IC 2.3 - CDOT. Partner with CDOT to continue to improve transportation option, including the funding and improvement of existing and future interchanges.

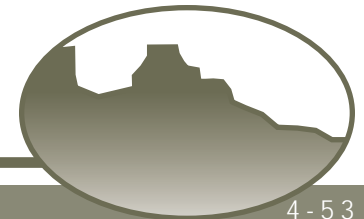
IC 2.4 - Other Agencies. Continue to coordinate planning efforts with the school district, police, fire, and all other special districts, including the development of multi-use facilities.

Principle IC 2. Continue to work with Mesa County to plan for cooperative planning and future annexation areas, including the development of agreements, to implement tools such as annexation agreements, City design criteria and construction standards, utility requirements, and density bonuses.

Policies

IC 2.1 - Mesa County. A new IGA should be developed between the City of Fruita and Mesa County for areas within the planning boundaries of each jurisdiction. The IGA should provide guidance related to:

- Annexation Agreements
- Standards (design, utilities and streets)
- Densities
- Conservation and Open Space Protection
- Impact to Schools





Principle IE 1. The City of Fruita encourages efficient provision of wastewater and other utility services to its residents.

Policies

IE 1.1 - Mountain Water System. The City of Fruita will consider options to capitalize on its mountain water system (i.e., irrigation, recreation, etc.).

IE 1.2 - Irrigation. The City of Fruita will continue to develop a comprehensive irrigation distribution system.

IE 1.3 - Best Management Practices. The City of Fruita will encourage developers and landowners to adopt best management practices and green building technologies, such as water conservation, xeriscaping, and sustainable infrastructure design.

IE 1.4 - Centralized Services. The City of Fruita encourages the connection of

INFRASTRUCTURE, EDUCATION & SERVICES

neighborhoods to a centralized water and wastewater system. Growth should expand according to the City limits, the UGA (primary), and the GMA (secondary).

IE 1.5 - New Development Provisions.

New developments should demonstrate the provision of adequate infrastructure.

IE 1.6 - New Development Costs. Ensure that new development pays its own way and does not burden the existing community with additional capital or operating costs. Ensure that new annexations share appropriately in the costs of connecting all utility, park, drainage, pedestrian and road systems.

IE 1.7 - Undergrounding. Encourage the undergrounding of electrical facilities where possible.

IE 1.8 - Leapfrogging. Avoid “leapfrog” developments that leave discontinuous street and utility systems. Consider annexation proposals on the basis of the logical and cost

effective extension of utilities, pedestrian connections, parks, drainage and road systems.

IE 1.9 - Long-term Planning. Fruita will maintain long-term infrastructure expansion plans, which will indicate where growth can be most efficiently accommodated and what the associated costs are.

Principle IE 2. The City of Fruita strives for accessible and high quality resources for education at all life stages that meet the needs of local residents.

Policies

IE 2.1 - Training. The City of Fruita will encourage the school district to improve the education system by supporting a high level of education programs, staff retention, training, and citizen involvement.



IE 2.2 - Facilities. The City of Fruita will encourage the school district to continue to improve Fruita’s educational facilities through the construction and renovation of schools to keep pace with a growing population.

IE 2.3 - New Schools. The City of Fruita will cooperate with Mesa County School District 51 in planning the location and siting of new schools within Fruita. The district estimates that approximately five new elementary schools, two new middle schools, and one new high school will be needed for the population projections estimated in this plan.

IE 2.4 -Siting. The City of Fruita will encourage the siting of new schools to be located near neighborhood centers to promote walkability and its benefits, such as increased physical activity, interaction, and engagement.

IE 2.5 - Safety Features. The City of Fruita will establish additional safety features (e.g., school crossing lights) to reinforce a commitment to safe travel by foot, bicycle, or transit to school.

***IE 2.6 - Educational Opportunities
Downtown.*** Promote new educational opportunities near the downtown area (e.g., higher education options).

Principle IE 3. The City of Fruita is committed to providing reliable and efficient public facilities and services for residents.

Policies

IE 3.1 - Public Facilities. Provide our citizens with access to new or improved police, fire, library, recreation, and other public facilities.

IE 3.2 - Annexation. When considering land for annexation, in addition to the criteria in LG 1.2 and 1.3, consider fiscal health by discouraging development in areas that would need major investments in capital facilities by the city.

IE 3.3 - Future Growth. As land gets annexed, strategically preserve key areas, that are yet to be determined, to accommodate future growth.



Principle CR 1. The City of Fruita encourages the preservation of historic buildings and, where possible, adjacent structures should be compatible with nearby historic buildings.

Policies

CR 1.1 - Inventory. Utilize the Historic Preservation Board to continue to inventory Fruita's historic buildings and sites.

CR 1.2 - Oversight. Utilize the Historic Preservation Board to oversee renovations of not only Fruita's historic buildings, but also projects located adjacent to historic sites in order to uphold the traditional style and character.

CULTURAL RESOURCES

CR 1.3- Prioritization. Prioritize historic buildings in need of restoration that positively contribute to Fruita’s character. This could include projects that meet multiple objectives, such as the Grain Elevator, Circle Park, and the desire to provide other amenities Downtown and other areas.

CR 1.4 - Incentives. Provide incentives for the renovation of historic buildings, including the utilization of funding sources such as Grants for Historical Preservation, through the Colorado Historical Society’s State Historical Fund.

CR 1.5 - Outreach. Continue to promote and educate visitors about Fruita’s historic resources. This could include seminars, walking tours, interpretive trails, new museum, and other programs.

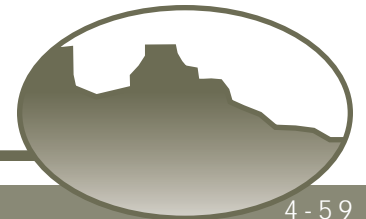
Principle CR 2. The City of Fruita

encourages the protection of cultural resources throughout the area.

CR 2.1 - Resource Identification. Identify and protect structures and artifacts that positively contribute to the area’s cultural identity. Also identify and protect land that is meaningful to the area’s cultural or paleontological history.

CR 2.2 - Public Art. Continue to support public art installations throughout downtown and other areas that reflect and celebrate its heritage. This could include gateway features adjacent to interchanges and in proposed centers.

CR 2.3 - Outreach. Continue to promote and educate visitors about Fruita’s cultural resources. This could include seminars, walking tours, interpretive trails, interpretive archeological/paleontological sites, and reinvestment in existing facilities, such as the Dinosaur Museum.





05

IMPLEMENTATION

5.1 INTRODUCTION

The preceding chapters describe the context, vision, and framework of the 2008 Community Plan. The next phase for the Fruita community is implementation. The action items included in this chapter are not all inclusive, but are effective steps to set this plan into motion.

Section 5.2 of this Chapter begins with a discussion of general observations and implementation strategies that will set the stage for detailed implementation actions. Section 5.3 follows with specific actions that take the general strategies a step further, related to individual planning elements and principles.

5.2 GENERAL IMPLEMENTATION

To most effectively implement the 2008 Community Plan, city leaders must continually evaluate the Plan. The general vision, principles and strategies contained in this plan should remain constant while individual policies and action items should change to meet current conditions. The general observations and strategies contained on the following pages provide a starting point for implementation. They remind us that our general implementation philosophy should not waiver over time, for this is how great cities are built.

Observation: The Fruita community is supportive of high quality growth. Fruita can and will get better as it gets bigger. With growth, Fruita will become a more successful and attractive community where residents can live, work and shop in their own city.

Strategy: Strive for a desirable jobs/housing/retail balance. Seek to maintain a balance of land uses within the city, and adequate raw land for commercial, residential and industrial development to occur.

Observation: Local government does not determine the local economy, but it can influence how the community reacts to economic opportunities and challenges. Government's most effective economic development role is in ensuring that Fruita offers private enterprise a cost effective platform to be successful, and that development occurs in a planned and cost efficient manner.

Strategy: Encourage government-supported measures and programs that make Fruita an attractive place for private enterprise.

Observation: Fruita is a cohesive, well-planned community—an attractive business and residential option on the west side of Grand Junction. By retaining character and sense of place Fruita can differentiate itself within the Grand Junction urban area. Fruita's success in creating a vibrant, engaging and attractive community is its best economic development strategy.

Strategy: Maintain Fruita's distinct character and sense of place apart from Grand Junction and other communities in the Grand Valley.

Observation: The community is well-served by fiscal prudence as well as strategic public investment—finding the balance will always be a challenge.

Strategy: Strive for fiscal prudence and strategic public investment.

Strategy: When possible and cost effective, take proactive steps to stimulate new retail and employment opportunities for Fruita residents.

Strategy: Complete long term plans for utility, highway and community amenity development that anticipates growth and expansion. Tie annexations to cost effective strategies for utility expansion.

GENERAL OBSERVATIONS & IMPLEMENTATION STRATEGIES

Observation: The city's fiscal environment is one valuable indicator of how successfully the community is achieving its desired goals for growth, development, and quality of life.

Strategy: Using the current fiscal assessment presented in Chapter 2, evaluate on a regular basis how growth is affecting the city and community fiscally. Key questions might include, "is new growth logical and consistent with the overall policies and goals of the Community Plan?" and "is new growth benefitting the overall community, e.g., positive impacts outweighing the negative?"

Observation: The Fruita community has always supported planning to create a desirable community.

Strategy: Ensure high quality development through detailed plans, efficient processes, and clear codes. Update plans and codes to reflect the latest, promising planning techniques. Focus on the long-term form of the community versus short-term gains.

Observation: Residents and visitors enjoy a great quality of life.

Strategy: Measure success based on quality of life factors for residents and visitors. Through surveys and other techniques, continually evaluate access to parks, trails, recreational programs, open space and other elements. Make investments in quality of life projects, such as educational, cultural, and recreation programs, a priority.

Strategy: Continue to support programs that help keep crime rates low, encourage excellent road maintenance, and help keep tax rates low.



5.3 SPECIFIC ACTIONS

The action items in this chapter are provided in a table format following plan elements. Many of the action items cross plan elements, so they are assembled by their most applicable principle.

The completion of these incremental steps will help fulfill the intent of each principle. It will take a series of actions to meet all our principles and therefore the plan's vision. It is expected that these action items will change and evolve. This is especially true under new land use districts, such as Community Mixed-Use, in which precedents will help generate an understanding of what great development looks like and how it functions. Developers, planners, and decision-makers may suggest changes to these land use districts over time to most effectively and efficiently implement the desired vision.



LAND USE & GROWTH

ACTION	PRINCIPLE
Develop an intergovernmental agreement with Mesa County, governing annexation policies and recognizing the Urban Growth Area, Growth Management Area, and Urban Influence Area.	<p style="text-align: center;">Principle LG 1. Our community will discourage a sprawling land use pattern by having a well-defined boundary.</p>
Amend the land use code to include decision criteria, described in Policy LG 1.2 in Chapter 4, for the evaluation of annexation requests.	
Develop an intergovernmental agreement with Mesa County to encourage a minimum lot size for lands in the Growth Management Area (5 acre lots) and Area of Influence (10 acre lots).	
Amend the land use code to provide incentives to encourage infill of vacant parcels and enclaves within existing city limits.	<p style="text-align: center;">Principle LG 2. Promote the infill of existing vacant parcels within our existing boundaries.</p>
Identify parcels within and near the downtown area that are suitable for development, redevelopment, or conversion to mixed use development.	
Amend the land use code to provide incentives such as density bonuses for clustering.	<p style="text-align: center;">Principle LG 3. The voluntary preservation of rural and agricultural land is encouraged.</p>
Amend the Transfer of Development Rights/Credits program to accommodate revised receiving and sending areas.	
Develop an intergovernmental agreement with Mesa County that requires consideration of Transfer of Development Rights/Credits as an incentive to limit proposed new subdivision lots outside the Fruita urban growth boundary to an average density of ten acres per unit.	

NEIGHBORHOODS

ACTION	PRINCIPLE
Adopt a set of design standards that provide guidance for new neighborhood construction.	<p>Principle NH 1 The City of Fruita encourages high quality construction and design of all new neighborhoods.</p>
Implement new zoning types that support quality growth principles, including the new Community Mixed-Use district. Refine as necessary during upcoming years to ensure an efficient, predictable, and flexible process.	
Create an incentive program for developers to follow the LEED-Neighborhood Development principles.	
Modify the land use code as necessary so that zoning districts specifying various housing densities are consistent with the future land use map.	<p>Principle NH 2. The City of Fruita encourages the construction of a variety of housing options within the growth management area, ranging from multifamily units to single family units on a variety of lot sizes.</p>
Amend the land use code as necessary to allow mixed uses in suitable locations.	
Modify the land use code as necessary to allow the construction of multi-family housing units near the downtown area and neighborhood centers. As part of this action, identify locations that are conducive to affordable housing.	<p>Principle NH 3. The City of Fruita encourages the construction of new and redeveloped mixed-use housing units that are compatible with existing development, especially Downtown.</p>
Analyze the 2000 Census of Housing to determine the number of deteriorating or substandard housing units. If there are a significant number of such units, develop a program, in cooperation with the Colorado Department of Housing, to inventory, renovate and repair substandard housing units.	<p>Principle NH 4. The City of Fruita encourages the efforts of public and private organizations to provide new affordable housing units, and encourages the formation of partnerships to implement this policy.</p>
Identify and remove barriers to affordable housing within the land use code.	
Amend land use code to encourage the establishment of neighborhood centers within proposed neighborhoods. A possible mechanism may be a minimum acreage requirement that would encourage landowners to consolidate property and develop more holistic, well-functioning, sustainable neighborhoods.	<p>Principle NH 5. The City of Fruita seeks to ensure the connectivity of all housing areas with commercial areas, schools, parks, and Downtown through the regional trail system.</p>

RURAL LANDSCAPES

ACTION	PRINCIPLE
<p>Request a list of priority conservation areas and properties from the Mesa County Land Trust.</p> <p>See other action items under land use and growth.</p>	<p>Principle RL-1. The City of Fruita will encourage the voluntary conservation of rural land in and around the City.</p>
<p>Please Note: Many of the implementation action items under Open Space, Parks & Recreation relate to Rural Landscapes.</p>	



COMMUNITY CHARACTER & DESIGN

ACTION	PRINCIPLE
See Action Items under LU, NH, and CR.	<p style="text-align: center;">Principle CD 1. Continue to improve and enhance Fruita to complement the City's character.</p>
Update existing land use code to reflect the Community Plan.	
Integrate LEED Neighborhood Design options into the land use code.	
Develop Subarea plans to further implement the Principle and Policies of the Community Plan.	
Develop an Interchange Improvement Plan to estimate cost for interchange, pedestrian, signage, landscaping and gateway improvements.	
Identify important existing and future gateways into the city and establish design principles for their enhancement or development.	
Amend the land use code to ensure signage, landscaping, and design reinforces gateway features.	

ECONOMIC SUSTAINABILITY

ACTION	PRINCIPLE
<p>Re-establish the Downtown Development Committee. Key actions for them to consider include:</p> <ul style="list-style-type: none"> • Evaluate the feasibility of the City purchasing key properties for renovations. • Partnering with a local bank to establish a revolving loan fund in support of renovating and reselling key downtown properties. • Develop public/private partnerships to rehabilitate some downtown buildings consistent with maintaining the historic character of downtown. • Establish a task force to develop a theme of artwork, lights, or other devices to lead visitors to the downtown area from the I-70 interchange. 	<p>Principle ES 1. Continue to build and expand the downtown core by locating additional amenities in the area, including hotels, entertainment, restaurants, transportation hubs, and other compatible uses in a manner that is harmonious with historic preservation.</p>
<p>Participate in the Colorado Community Revitalization Partnership Program, a program coordinated by The Colorado Department of Local Affairs (DOLA) and the Colorado Community Revitalization Association (CCRA) that provides assistance relating to Colorado’s downtowns in the form of assessments, workshops, and technical guidance for downtown revitalization.</p>	
<p>Develop a strategy to attract several “anchor” stores.</p>	<p>Principle ES 2. The City of Fruita shall be proactive in supporting the efforts of public and private organizations to diversify the local economy.</p>
<p>Identify a site for new river related commercial enterprises along the Colorado River.</p>	
<p>As part of Subarea Plans, further refine the character and location of future centers.</p>	
<p>Modify land use code to include the provision of centers.</p>	
<p>Continue efforts to expand retail base on a strategic and opportunistic basis.</p>	
<p>Monitor local land uses (amount of developed and undeveloped land in the city) to continually evaluate efforts for a more balanced land use pattern and to ensure that land is available for entrepreneurial efforts.</p>	
<p>Establish a general commercial zone that allows for a variety of uses, but is not necessarily located downtown, tourist-oriented, or located on a large lot. This zone should include design standards in order to incorporate such uses into the larger vision of the community.</p>	

ACTION	PRINCIPLE
Continue to support local festivals and events that occur in the downtown area, including the Mike the Headless Chicken Festival, Fruita Fall Festival, and the Fat Tire Festival, and promote new ideas for tourism opportunities.	<p align="center">Principle ES 3. Make Fruita more of a destination for the region.</p>
Continue to develop and promote activities in the Fruita area to encourage multi-day stays by visitors.	
Develop new lodging and entertainment opportunities in the downtown area.	



OPEN SPACE, PARKS & RECREATION

ACTION	PRINCIPLE
Revise the land use code as needed to require dedication of washes to the City of Fruita. To allow for erosion and undercutting, a 100' setback from the current edge of the wash should be used as a minimum.	<p>Principle OPR 1. The City of Fruita, in cooperation with partners, shall work to preserve the natural character of the washes, creeks, and other environmental features in the planning area.</p>
Establish regulations for stormwater discharge to minimize the detrimental effects of filling and disposal of debris along washes and creeks.	
Modify the Land Use Code to require riverfront property dedication for development projects along the Colorado River.	
As part of a flood hazard mitigation plan, identify properties along drainages that should be acquired from landowners if such properties are damaged by large scale flood events.	<p>Principle OPR 2. Protect the citizens of Fruita from the effects of man-made or natural hazards (geologic, soils, stormwater, air pollution, odor, noise, and wildfire).</p>
Evaluate the drainage structures under US 6, I-70, and the railroad as to their suitability in serving as trail underpasses during non-flood periods.	
Complete Little Salt Wash Trail and other trails through the city by acquiring easements or right-of-way from landowners for the trail alignment.	<p>Principle OPR 3. Working corroboratively with landowners and public agencies, the City of Fruita shall take the initiative in expanding its off-street trail system.</p>
Redesign the Highway 6 and 50 right-of-way in the Fruita area to further accommodate a major trail parallel to the highway.	
Require curb and gutter to allow for sufficient landscaping, and to buffer the trail from the highway.	
Begin discussions with the U.S. Bureau of Reclamation and others on formalized trail use along the canals.	
Establish a Fruita Area Trails Advisory Council that will assist the efforts of the City and advocate for an expanded trail system in coordination with the Riverfront Commission and the Urban Trails Committee.	
Strengthen City regulations discouraging development within the FEMA 100-year floodplain.	
Work with Mesa County and others to acquire washes and drains for trails through the development process.	

ACTION	PRINCIPLE
Develop a Parks and Recreation Master Plan.	<p style="text-align: center;">Principle OPR 4. The City of Fruita will create a system of parks that will include neighborhood, community parks, and recreation facilities that provide a high level of access and amenities.</p>
Develop a City Master Trails Plan.	
Create a dedicated funding source for open space acquisition along the Colorado River.	
Modify park and open space impact fee and dedication requirements in order to support the establishment of the creation of large neighborhood and community parks.	
Modify the land use code to provide more specific standards for pocket parks.	
Identify a dedicated funding source for a new recreational facility.	



MULTI-MODAL TRANSPORTATION

ACTION	PRINCIPLE
As part of a Subarea Plan, determine detailed alignments, cross-sections and estimated costs of enhanced travel corridors.	<p>Principle MT 2. Create new north-south and east-west roadways through the City of Fruita.</p>
Investigate the feasibility of creating a central transit hub in Downtown.	<p>Principle MT 4. The City of Fruita encourages the Grand Valley Transit System to operate transit, with frequent service between Downtown and other key connection points within the City of Fruita.</p>
Identify bike routes on existing roads between major destinations.	<p>Principle MT 5. Establish sidewalks, bicycle lanes, routes, and trails throughout the community to promote better mobility between downtown, commercial areas, schools, parks, and neighborhoods.</p>
Revise the Master Street Plan or Transportation Master Plan to accommodate wider roads with dedicated bike lanes on roadways.	
Identify the most feasible locations to add linkages for pedestrians and bicyclists along bike routes on existing roads.	
Work with Grand Valley Transit to integrate bicyclists with mass transit by ensuring that bike racks are installed on all buses and by establishing transit stop along bike routes and trails.	
Amend the land use code and or design standards to provide minimum standards for bicycle and pedestrian facilities.	
Develop standards for wayfinding signage especially related to regional trails and downtown.	<p>Principle MT 6. Provide a variety of transportation options for tourists and residents that connect hotels, Downtown, local neighborhoods, and regional tourism destinations.</p>

ACTION	PRINCIPLE
Initiate a citywide, multidisciplinary committee to submit a regular evaluation and action plan update related to bicycle-friendly community status.	<p style="text-align: center;">Principle MT 7. Strive for formal designation as a League of American Bicyclist's "Bicycle Friendly Community."</p>
Using the Bicycle Friendly Community application as guidance, develop an action plan for achieving Bicycle Friendly Community designation.	
Promote a Bicycle Friendly Community Workshop (sponsored by the Association of Pedestrian and Bicycle Professionals for the National Highway Traffic Safety Administration) to educate public officials, City staff, and the general public on the benefits of becoming a Bicycle Friendly Community and the steps necessary to do so. Guidance and materials for this workshop can be found at: http://www.bicyclefriendlycommunity.org/ .	
Schedule a first annual Bike-to-Work Day during National Bike Month in May.	
Revise the Transportation Master Plan or Master Street Plan to include truck routes. This should include an update to the regional transportation model.	<p style="text-align: center;">Principle MT 8. Establish and maintain safe and efficient routes for vehicles, including industrial traffic.</p>
With support from the RTPo, analyze traffic analysis zones to enhance mobility through the Master Street Plan.	
Coordinate with Mesa County to ensure that the respective transportation plans are complimentary.	

INTERGOVERNMENTAL COORDINATION

ACTION	PRINCIPLE
Host a coordination meeting between land management agencies in the Grand Valley to discuss integrated management objectives such as the promotion of tourism and the conservation of the community's green edges.	<p>Principle IC 1. The City of Fruita will coordinate the planning and management of lands with the Bureau of Land Management, the National Park Service, the U.S. Forest Service, the U.S. Bureau of Reclamation, and other federal land management agencies.</p>
Work proactively to begin the re-evaluation of the Transfer of Development Rights/Credits program with Mesa County.	
Hold regular meetings to discuss trail planning in the region.	<p>Principle IC 2. The City of Fruita will coordinate trail and greenway planning with federal, state, and county organizations to create a regional trail system.</p> <p>See also Principle OPR 3.</p>
Continue to submit for planning grants to assist in trail funding throughout the region.	
Review current fees to ensure that they support the community's trail plan.	
Continue to work with property owners on the implementation of the regional trail system.	

INFRASTRUCTURE, EDUCATION & SERVICES

ACTION	PRINCIPLE
Conduct a study to evaluate options to lease the mountain water system.	<p>Principle IE 1. The City of Fruita encourages efficient provision of water, wastewater, and other utility services to its residents.</p>
Conduct a study to prepare a comprehensive irrigation plan.	
Develop a monitoring program to ensure that extensions of sewer lines to new residential areas are consistent with land use and infrastructure policies contained in this Community Plan.	
Enhance the use of annexation agreements to ensure that new development will provide the necessary infrastructure and facilities to support the proposed development without burdening the existing community with additional capital or operating costs.	
Modify existing regulations to further support green building technologies.	
Begin to identify future capacity needs within Mesa County Valley School District 51 and where new schools best integrate in the Framework Plan.	<p>Principle IE 2. The City of Fruita strives for accessible and high quality resources for education at all life stages that meet the needs of local residents.</p>
When appropriate, purchase lands for new schools in advance of development.	
Conduct an assessment of the City's police, fire, and other civic facilities to identify additional resources that need to be provided in the future.	<p>Principle IE 3. The City of Fruita is committed to providing reliable and efficient public facilities and services for residents.</p>
Ensure development impact fees are adequate to support the community's need for upgraded infrastructure.	

CULTURAL RESOURCES

ACTION	PRINCIPLE
See Actions related to Downtown under Land Use and Growth and Community Character & Design.	<p style="text-align: center;">Principle CR 1. The City of Fruita encourages the preservation of historic buildings and, where possible, adjacent structures should be compatible with nearby historic buildings.</p>
Identify public and private organizations that could be potential partners in identifying and preserving Fruita’s historic and cultural resources. Organizations could include the Colorado Historical Society, Colorado Historical Foundation, Colorado Preservation, Inc., Colorado Archaeological Society, or the Colorado Council of Professional Archaeologists.	
Conduct a follow-up to the historic resource survey of properties within the GMA.	
Based on the results of the historic survey, nominate properties for the local, stat, or national historic register.	
Amend the land use code to provide incentives for the re-use of historic buildings to avoid teardowns.	
Amend the land use code as necessary to ensure design standards encourage architecture and design standards that are compatible with historic Fruita.	
Develop implementation mechanisms /funding to support local art.	<p style="text-align: center;">Principle CR 2. The City of Fruita encourages the protection of cultural resources throughout the area.</p>
Work with the Dinosaur Museum to support the facility’s enhancements and expansion.	
Develop a cultural/historic tourism brochure and webpage that promotes cultural and historic tourism in the area.	





INDEX

A

access 01-1, 01-4, 3-13, 3-17, 4-16, 4-21, 4-25, 4-43, 4-44, 4-45, 4-48, 4-49, 4-57, 5-3, 5-13
Access 4-6
agricultural 01-1, 2-6, 2-10, 2-15, 3-3, 3-7, 3-17, 3-20, 4-1, 4-13, 4-15, 4-16, 4-18, 4-23, 5-6
Agricultural 4-6, 4-8, 4-15, 4-17, 4-18
annexation 2-13, 3-17, 4-10, 4-11, 4-53, 4-55, 4-57, 5-6, 5-17
Annexation 2-14, 4-10, 4-12, 4-53, 4-57
Area of Influence 4-1, 4-7, 4-11, 4-12, 4-13, 5-6

B

bicycle 2-12, 3-15, 4-25, 4-48, 4-49, 4-50, 4-56, 5-14, 5-15
Bicycle 2-12, 4-50, 5-15
bicycles 2-12, 4-49
bonus 4-5, 4-6, 4-8, 4-15, 4-16, 4-17, 4-18, 4-23
Bonus VII, 4-8, 4-17, 4-18, 4-23
Bonus criteria 4-17
Bonus Criteria 4-17
bonuses 3-17, 4-6, 4-12, 4-16, 4-18, 4-20, 4-53, 5-6

C

canal 3-13
canals 4-39, 5-12
center 4-21, 4-29, 4-30, 4-33, 4-36, 4-37
Center 2-4, 4-21, 4-30, 4-33, 4-35, 4-36, 4-37
centers VII, 2-5, 2-8, 3-3, 3-8, 3-11, 4-1, 4-5, 4-7, 4-12, 4-17, 4-19, 4-20, 4-25, 4-27, 4-30, 4-33, 4-42, 4-44, 4-45, 4-56, 4-59, 5-6, 5-7, 5-10
Centers VII, 4-4, 4-5, 4-7, 4-21, 4-33

civic 2-4, 2-5, 4-2, 4-5, 4-17, 4-21, 4-27, 4-30, 4-33, 4-34, 4-36, 5-17
Civic 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
commercial VI, 01-7, 2-13, 3-3, 3-5, 3-8, 3-9, 3-11, 4-2, 4-5, 4-17, 4-21, 4-30, 4-31, 4-33, 4-36, 4-48, 4-49, 4-51, 5-2, 5-7, 5-10, 5-14
Commercial 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Commercial 4-17, 4-18, 4-34, 4-36, 4-37
creek
Creek 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Creek 4-38, 4-39, 4-42
creeks 3-13, 4-38, 4-39, 5-12

D

density 2-10, 3-3, 3-17, 4-2, 4-5, 4-6, 4-7, 4-8, 4-12, 4-15, 4-16, 4-17, 4-18, 4-19, 4-20, 4-23, 4-30, 4-31, 4-53, 5-6
Density 4-8, 4-18, 4-19, 4-23, 4-31
density bonus 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
density bonuses 3-17, 4-6, 4-12, 4-16, 4-18, 4-20, 4-53, 5-6
design VII, 2-5, 2-7, 2-8, 2-15, 3-3, 3-5, 3-9, 3-15, 3-17, 3-19, 4-5, 4-7, 4-12, 4-14, 4-17, 4-18, 4-19, 4-20, 4-27, 4-30, 4-31, 4-33, 4-41, 4-47, 4-48, 4-49, 4-53, 4-54, 5-6, 5-7, 5-9, 5-10, 5-14, 5-18
Design II, III, 01-9, 2-6, 3-1, 3-9, 4-6, 4-14, 4-25, 4-27, 4-30, 4-31, 4-41, 4-42, 4-47, 4-48, 5-9, 5-18
downtown VII, 2-1, 2-4, 2-7, 2-12, 2-15, 3-3, 3-5, 3-8, 3-9, 3-11, 3-21, 4-2, 4-17, 4-25, 4-29, 4-31, 4-48, 4-49, 4-57, 4-59, 5-6, 5-7, 5-10, 5-11, 5-14
Downtown 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Downtown 2-7, 2-8, 2-13, 3-5, 3-15, 3-21, 4-5, 4-17, 4-18, 4-19, 4-20, 4-21, 4-25, 4-27, 4-28, 4-30, 4-31, 4-33,

4-34, 4-42, 4-48, 4-49, 4-56, 4-59, 5-7, 5-10, 5-14, 5-18
drainage 2-10, 3-3, 4-7, 4-11, 4-12, 4-20, 4-30, 4-41, 4-42,
4-45, 4-55, 5-6, 5-12
drainages 3-13, 4-15, 4-18, 4-39, 5-12
Drainages 4-42

E

economic V, VI, 01-4, 01-6, 2-1, 2-4, 2-7, 2-8, 2-9, 2-10, 2-11,
3-1, 3-2, 3-3, 3-10, 3-11, 4-6, 4-7, 4-11, 4-12, 4-20,
4-30, 4-31, 4-32, 4-33, 5-2, 5-6
Economic II, III, VII, 01-6, 01-9, 2-8, 3-1, 3-11, 4-29, 4-31,
4-33, 4-35, 4-37, 5-10

F

floodplain 3-3, 4-7, 4-12, 4-20, 4-30, 4-39, 4-41, 5-6, 5-12
Floodplain 4-41
floodplains 4-38, 4-39, 4-41, 4-45

G

gateway 3-15, 4-24, 4-30, 4-47, 4-48, 4-59, 5-9
Gateway 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Gateway 4-24, 4-26, 4-47
gateways 2-15, 4-25, 5-9
Gateways 4-24, 4-25
GMA 3-3, 4-1, 4-5, 4-6, 4-7, 4-8, 4-11, 4-12, 4-13, 4-20, 4-23,
4-30, 4-39, 4-46, 4-55, 5-6, 5-18
government 01-1, 2-4, 4-29, 5-2
Government 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
growth V, VI, VII, 01-1, 01-2, 01-5, 01-7, 2-1, 2-2, 2-4, 2-6,
2-7, 2-10, 2-11, 2-12, 2-13, 2-14, 3-2, 3-5, 3-9, 3-19,
4-1, 4-2, 4-5, 4-6, 4-7, 4-10, 4-11, 4-15, 4-31, 4-55,
4-57, 5-2, 5-3, 5-6, 5-7, 5-8
Growth 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Growth II, III, VII, 01-5, 01-6, 01-9, 3-1, 3-3, 4-1, 4-7, 4-10,
4-11, 4-13, 4-55, 4-57, 5-6, 5-18
Growth Management Area 4-1, 4-11, 5-6

H

historic 2-6, 2-7, 2-8, 2-15, 3-11, 3-20, 3-21, 4-20, 4-25, 4-29,
4-30, 4-34, 4-39, 4-58, 4-59, 5-10, 5-18
Historic 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Historic 2-15, 4-25, 4-58
housing 01-6, 01-7, 2-1, 2-4, 2-6, 2-8, 2-12, 3-3, 3-4, 3-5, 3-9,
4-1, 4-2, 4-5, 4-6, 4-7, 4-15, 4-16, 4-17, 4-18, 4-19,
4-20, 4-21, 4-31, 4-34, 4-36, 5-2, 5-7
Housing 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Housing 4-15, 4-17, 4-20, 4-31, 5-7

I

industrial 2-4, 2-9, 3-9, 3-15, 4-30, 4-51, 5-2, 5-15
Industrial 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Industrial 4-30
infill 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Infill 4-12, 4-20, 4-30
infrastructure VI, 2-13, 2-14, 3-3, 3-19, 4-6, 4-7, 4-11, 4-12,
4-20, 4-30, 4-31, 4-54, 4-55, 5-6, 5-17
Infrastructure II, III, 01-9, 2-14, 3-1, 3-19, 4-55, 4-57, 5-17
Intergovernmental II, III, 01-9, 2-13, 3-1, 3-17, 4-53, 5-16

L

land use V, VI, 01-2, 01-5, 01-6, 01-9, 2-2, 2-10, 2-11, 2-12,
2-13, 2-14, 3-3, 3-15, 4-1, 4-6, 4-7, 4-8, 4-10, 4-11,
4-41, 4-47, 5-5, 5-6, 5-7, 5-8, 5-9, 5-10, 5-12, 5-13,
5-14, 5-17, 5-18
Land use
Land Use 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
Land Use II, III, V, 01-3, 01-5, 01-9, 2-4, 3-1, 3-3, 4-5, 4-11,
4-13, 5-6, 5-12, 5-18, A-1
land uses 3-15, 4-1, 4-5, 4-6, 4-7, 4-13, 4-17, 4-24, 4-33,
4-41, 4-48, 5-2, 5-10

M

mixed use 01-6, 3-3, 4-1, 4-7, 4-12, 4-20, 4-30, 5-6
Mixed use 4-19

N

neighborhood VII, 01-6, 2-4, 2-5, 2-6, 2-8, 2-11, 2-15, 3-11, 3-13, 4-1, 4-2, 4-5, 4-6, 4-7, 4-14, 4-16, 4-17, 4-19, 4-20, 4-21, 4-43, 4-44, 4-45, 4-50, 4-56, 5-7, 5-13
 neighborhoods
 Neighborhood 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
 Neighborhood VII, 4-6, 4-21, 4-33, 4-36, 4-37, 4-40, 4-43, 4-44, 5-7, 5-9
 neighborhoods VI, VII, 2-4, 2-8, 2-10, 2-11, 2-12, 3-3, 3-4, 3-5, 3-8, 3-11, 3-15, 4-2, 4-5, 4-6, 4-7, 4-14, 4-16, 4-17, 4-18, 4-19, 4-20, 4-21, 4-25, 4-33, 4-42, 4-49, 4-55, 5-7, 5-14
 Neighborhoods II, III, VII, 01-6, 01-9, 2-4, 2-6, 3-1, 3-5, 4-2, 4-4, 4-15, 4-17, 4-19, 4-21, 5-7

O

open space 2-10, 2-11, 3-3, 3-12, 4-2, 4-5, 4-7, 4-12, 4-15, 4-17, 4-18, 4-20, 4-23, 4-30, 5-3, 5-6, 5-13
 Open Space II, III, 01-6, 01-9, 2-10, 2-11, 3-1, 3-13, 4-39, 4-41, 4-43, 4-45, 4-53, 5-8, 5-12, A-1, A-5

P

park 2-9, 2-11, 3-3, 4-7, 4-12, 4-17, 4-20, 4-21, 4-30, 4-44, 4-45, 4-55, 5-6, 5-13
 Park 2-2, 2-9, 2-15, 3-17, 4-5, 4-30, 4-32, 4-33, 4-40, 4-44, 4-45, 4-53, 4-59, 5-16
 parks VII, 01-4, 2-8, 2-9, 2-10, 2-11, 3-5, 3-12, 3-13, 4-1, 4-2, 4-5, 4-6, 4-7, 4-10, 4-17, 4-21, 4-27, 4-36, 4-42, 4-43, 4-44, 4-45, 4-49, 4-55, 5-3, 5-7, 5-13, 5-14
 Parks II, III, 01-6, 01-9, 2-10, 2-11, 3-1, 3-13, 4-39, 4-41, 4-43, 4-44, 4-45, 5-8, 5-12, 5-13, A-1, A-5
 pedestrian 2-8, 2-12, 3-3, 3-15, 4-2, 4-5, 4-7, 4-12, 4-20, 4-25, 4-27, 4-30, 4-48, 4-50, 4-55, 5-6, 5-9, 5-14
 Pedestrian 2-12, 4-25, 4-48, 4-50, 5-15
 pedestrians 01-7, 2-12, 4-15, 4-42, 5-14
 public V, VI, 01-1, 01-2, 01-4, 01-5, 01-6, 01-7, 01-8, 01-9, 2-7, 2-10, 2-11, 2-13, 2-14, 2-15, 3-1, 3-5, 3-11, 3-13, 3-15, 3-17, 3-18, 3-19, 3-21, 4-1, 4-5, 4-6, 4-7, 4-17,

4-18, 4-20, 4-24, 4-27, 4-29, 4-32, 4-39, 4-42, 4-43, 4-44, 4-49, 4-50, 4-57, 4-59, 5-2, 5-7, 5-10, 5-12, 5-15, 5-17, 5-18

Public 3-3, 4-7, 4-12, 4-20, 4-30, 5-6
 Public 01-3, 01-5, 01-7, 2-10, 2-11, 4-17, 4-27, 4-29, 4-47, 4-53, 4-57, 4-59, A-1

R

recreation 01-1, 01-7, 2-1, 2-4, 2-5, 3-11, 3-19, 4-12, 4-21, 4-29, 4-30, 4-32, 4-43, 4-44, 4-45, 4-54, 4-57, 5-3, 5-13
 Recreation II, III, 01-6, 01-9, 2-10, 3-13, 4-30, 4-39, 4-41, 4-43, 4-45, 5-8, 5-12, 5-13
 resource 2-4, 2-5, 2-8, 3-3, 4-7, 4-12, 4-20, 4-30, 4-39, 5-6, 5-18
 Resource VII, 4-59
 resources VII, 2-1, 2-15, 3-2, 3-19, 3-20, 3-21, 4-15, 4-18, 4-39, 4-41, 4-55, 4-59, 5-17, 5-18
 Resources II, III, 01-9, 2-15, 3-1, 3-21, 4-20, 4-38, 4-41, 4-59, 5-18, A-1
 rural VII, 2-1, 2-5, 2-8, 2-14, 3-3, 3-6, 3-7, 3-15, 4-1, 4-2, 4-5, 4-7, 4-12, 4-13, 4-15, 4-16, 4-18, 4-20, 4-23, 4-30, 4-46, 5-6, 5-8
 Rural II, III, 01-9, 2-5, 3-1, 3-7, 4-8, 4-12, 4-13, 4-16, 4-18, 4-23, 5-8

S

school 2-12, 3-17, 3-19, 4-17, 4-21, 4-45, 4-53, 4-55, 4-56
 School 2-9, 2-12, 4-17, 4-45, 4-56, 5-17
 schools VII, 01-4, 2-8, 2-9, 2-12, 2-14, 3-3, 3-5, 3-19, 4-5, 4-7, 4-12, 4-17, 4-20, 4-21, 4-30, 4-36, 4-42, 4-44, 4-45, 4-49, 4-56, 5-6, 5-7, 5-14, 5-17
 services VI, 01-1, 01-4, 01-5, 01-6, 01-7, 2-1, 2-8, 2-13, 2-14, 3-1, 3-3, 3-18, 3-19, 4-5, 4-7, 4-10, 4-11, 4-12, 4-16, 4-18, 4-20, 4-30, 4-36, 4-54, 4-57, 5-6, 5-17
 Services II, III, 01-3, 01-7, 01-9, 2-14, 3-1, 3-19, 4-54, 4-55, 4-57, 5-17
 sewer 01-4, 2-10, 3-3, 4-7, 4-10, 4-11, 4-12, 4-18, 4-20, 4-30, 5-6, 5-17

street 2-8, 4-5, 4-15, 4-17, 4-25, 4-27, 4-42, 4-46, 4-49, 4-55, 5-12

Street 3-3, 4-7, 4-12, 4-20, 4-30, 5-6

Street 4-17, 4-29, 4-49, 5-14, 5-15

streets 2-6, 2-7, 2-8, 2-10, 2-14, 4-6, 4-11, 4-15, 4-21, 4-25, 4-29, 4-47, 4-53

streetscape 3-15, 4-14, 4-27, 4-29, 4-30

streetscapes 4-48

sustainability VII, 01-4, 2-10, 3-2, 3-3, 4-5, 4-6, 4-7, 4-29

Sustainability 3-3, 4-7, 4-12, 4-20, 4-30, 5-6

Sustainability II, III, VII, 01-6, 01-9, 2-8, 3-1, 3-11, 4-7, 4-27, 4-29, 4-31, 4-32, 4-33, 4-35, 4-37, 5-10

T

tourism 2-4, 2-7, 2-8, 2-9, 3-11, 3-15, 4-7, 4-31, 4-32, 4-49, 5-11, 5-14, 5-16, 5-18

Tourism 3-3, 4-7, 4-12, 4-20, 4-30, 5-6

Tourism VII, 4-30, 4-31

trail 2-13, 3-5, 3-13, 3-17, 4-1, 4-2, 4-7, 4-17, 4-21, 4-38, 4-42, 4-45, 4-48, 4-49, 4-53, 5-7, 5-12, 5-16

Trail 4-42, 4-43, 4-45, 4-48, 4-49, 5-12

trails 2-9, 3-3, 3-5, 3-12, 3-13, 3-15, 4-7, 4-12, 4-20, 4-21, 4-25, 4-30, 4-42, 4-45, 4-48, 4-49, 4-59, 5-3, 5-6, 5-12, 5-14

Trails III, 4-21, 4-42, 4-49, 4-53, 5-12, 5-13, A-1, A-5

transition 4-1, 4-2, 4-7, 4-13, 4-16, 4-18, 4-23

Transition 3-3, 4-7, 4-12, 4-20, 4-30, 5-6

Transition 4-12, 4-13

transportation 2-1, 2-6, 2-7, 2-8, 2-12, 2-13, 3-3, 3-11, 3-14, 3-15, 3-17, 4-2, 4-7, 4-12, 4-20, 4-29, 4-30, 4-46, 4-47, 4-48, 4-49, 4-50, 4-53, 5-6, 5-10, 5-14, 5-15

Transportation II, III, 01-9, 2-8, 2-12, 3-1, 3-15, 4-47, 4-49, 4-51, 5-14, 5-15, A-1, A-8

U

UGA 3-3, 4-1, 4-5, 4-6, 4-7, 4-8, 4-10, 4-11, 4-12, 4-13, 4-20, 4-30, 4-46, 4-55, 5-6

Urban Growth Area 01-6, 3-3, 4-1, 4-10, 5-6

V

values VII, 01-4, 01-5, 01-8, 01-9, 2-1, 2-4, 2-11, 3-3, 4-7, 4-12, 4-20, 4-25, 4-30, 4-39, 5-6

W

walkable 2-7, 2-8, 3-8, 4-2, 4-7, 4-16, 4-19

wash 4-42, 5-12

Wash 4-2, 4-12, 4-38, 4-39, 4-42, 4-44, 5-12

washes 3-13, 4-15, 4-18, 4-38, 4-42, 4-45, 5-12

water 01-4, 2-10, 3-19, 4-6, 4-10, 4-11, 4-27, 4-38, 4-54, 4-55, 5-17

Water III, 4-54, A-1, A-7



APPENDIX I

APPENDIX I INCLUDES:

MAPS*

- Land Use
- Opportunities
- Natural Resources
- Open Space, Parks, and Trails
- Sewer
- Water
- Irrigation
- Transportation
- Conceptual School Sites

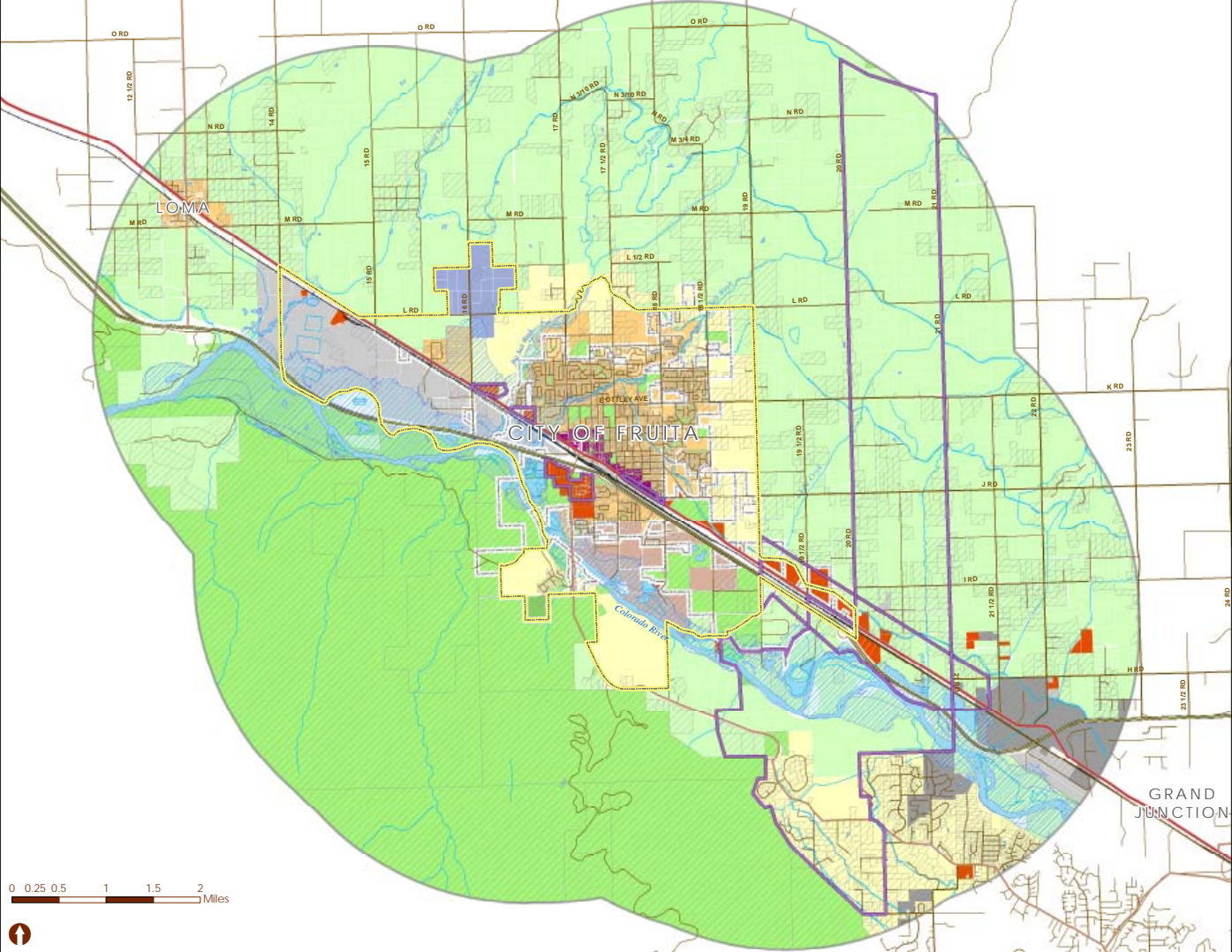
*Full-size, large-scale prints of all maps are available for viewing at the Fruita Community Development Department.

Also available at the Community Development Department is the Fruita Community Plan Technical Reference, that includes summaries from all Public Workshops and Stakeholder Interviews and the City Link editions.

EXISTING & FUTURE LAND USE







LEGEND

-  3-Mile Planning Area
-  201 Boundary
-  Fruita City Limits
-  Overlay Districts
-  Existing Developed Land
-  Floodplain
- Land Use**
-  Agricultural Residential
-  Rural Residential
-  South Fruita Residential
-  Community Residential
-  Commercial
-  Downtown Commercial/Residential
-  Large Mixed-Use Community
-  Limited Industrial/Research & Development
-  Monument Preservation
-  Parks/Open Space
-  Grand Junction City Limits



OPPORTUNITIES

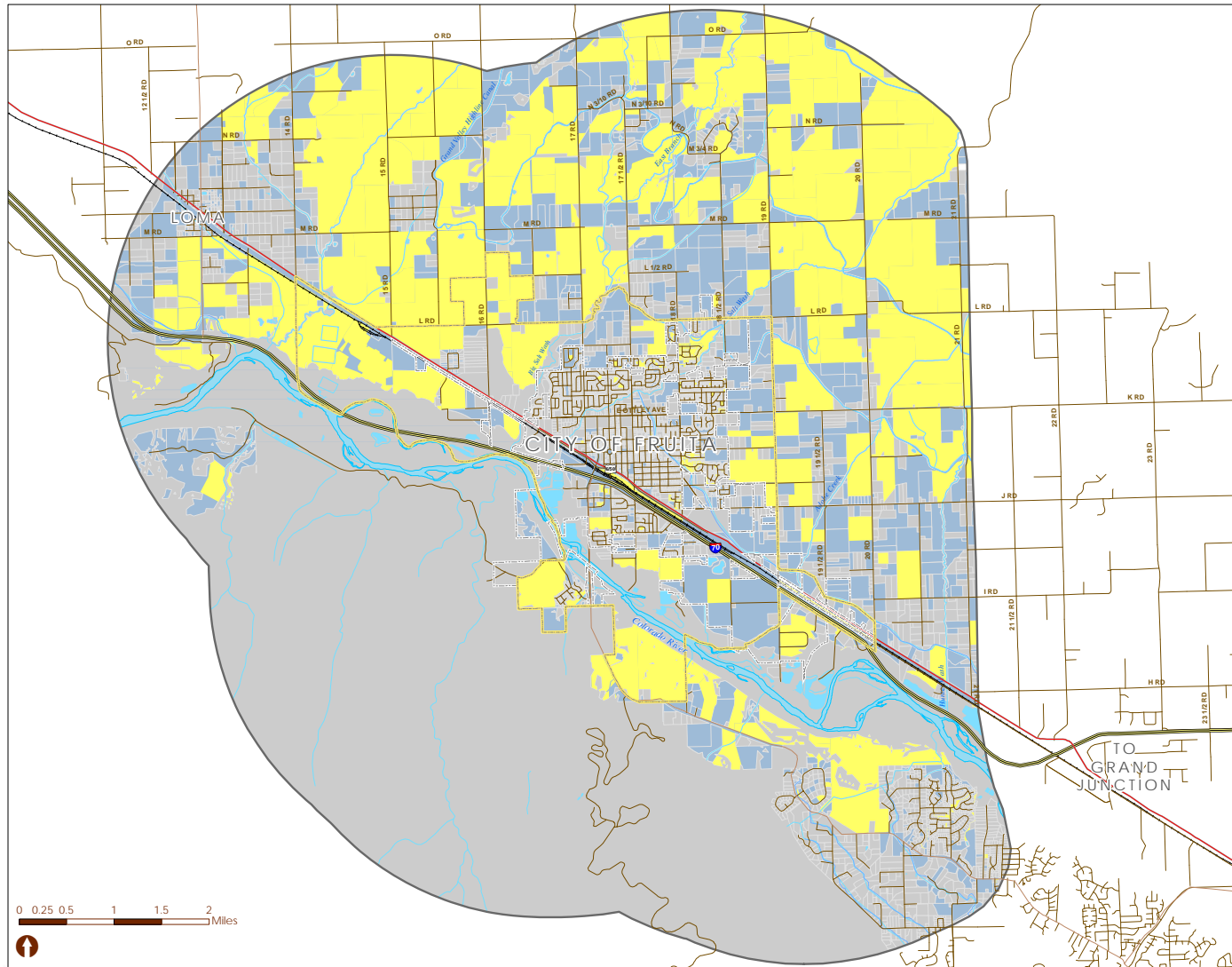
LEGEND

-  201 Boundary
-  Fruita City Limits
-  Planning Area
-  Areas of Change
-  Areas of Transition
-  Areas of Stability

Areas of Change - Areas that have the greatest opportunity to meet the City of Fruita's future land use goals. These areas consist of individual parcels that are greater than 40 acres in size or multiple parcels under a single owner that collectively total more than 40 acres.

Areas of Transition - Areas that may or may not change in the future. These areas consist of vacant parcels that are between 10-40 acres in size or developed parcels greater than 10 acres in size with the potential to subdivide or re-develop.

Areas of Stability - Areas that are not expected to change significantly in the future. These areas consist of important environmental resources, public land, and developed parcels less than 10 acres in size with an improved structure.



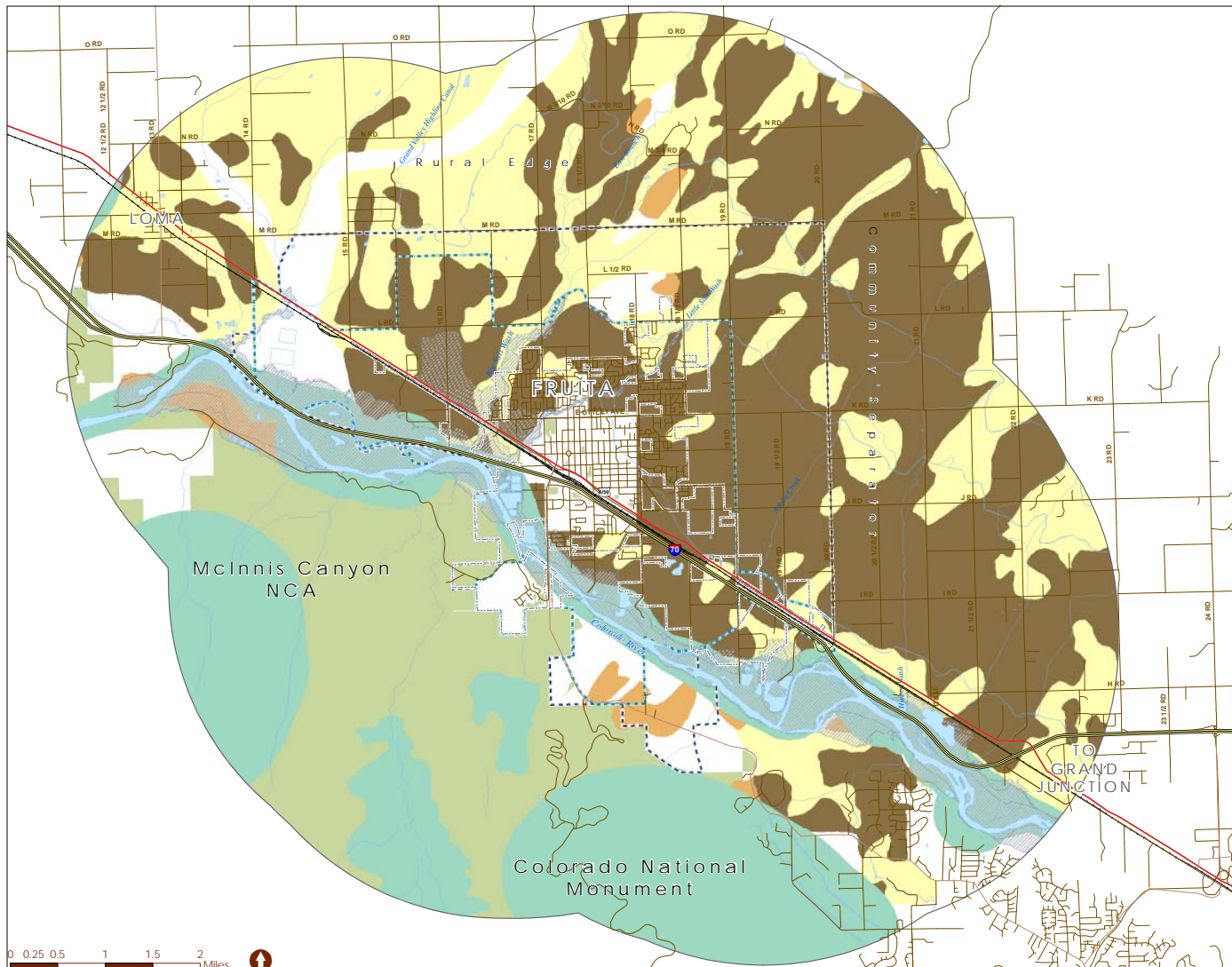
NATURAL RESOURCES

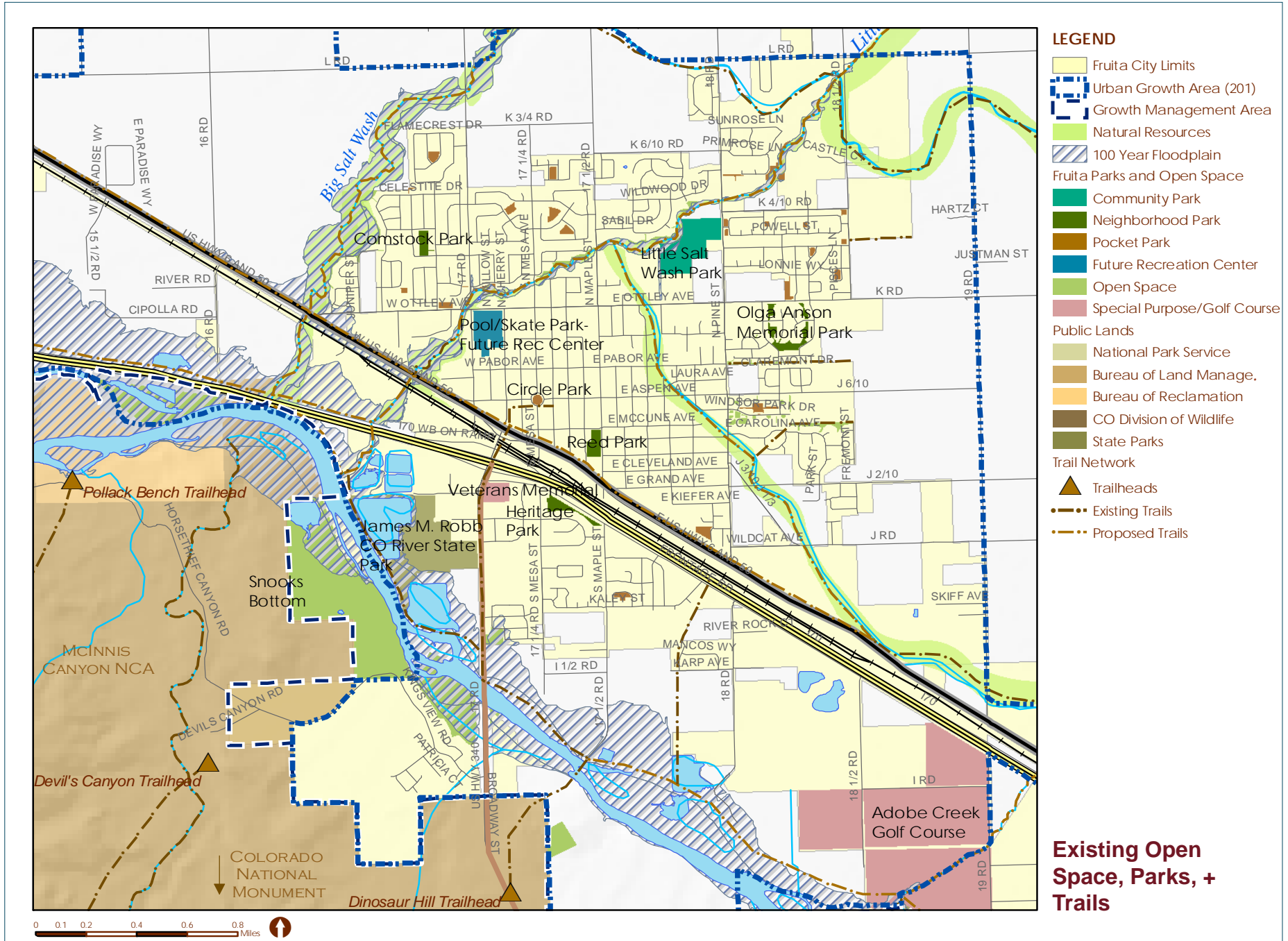
LEGEND

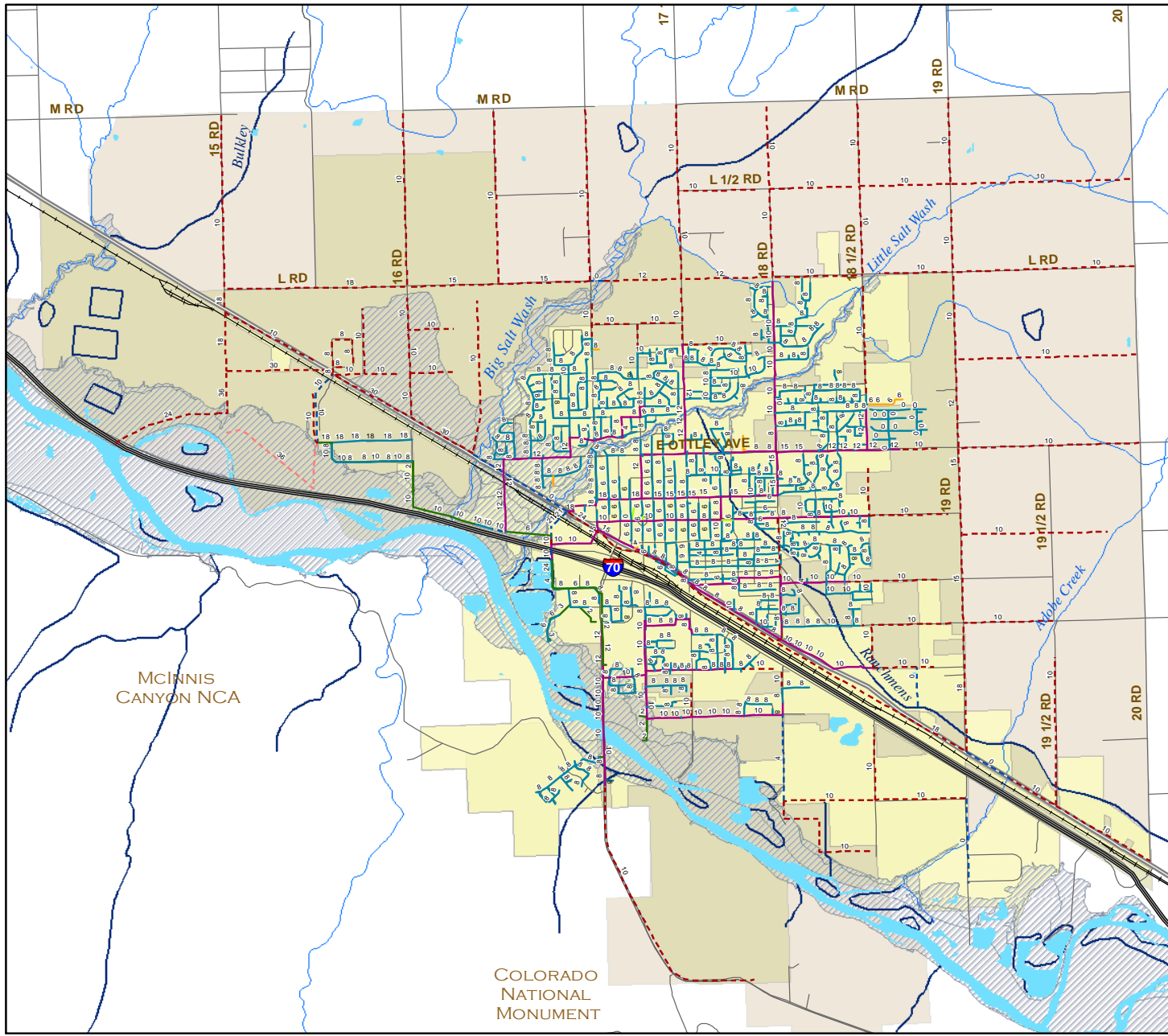
-  3-mile Planning Area
-  Fruita City Limits
-  Urban Growth Area
-  Growth Management Area
- Floodplain**
-  100-year flood
-  500-year flood or 100-year <1 ft
-  Wildlife Habitat*
-  Parks/Open Space
- Prime Ag Land****
-  Prime
-  Potentially Prime
-  Irrigated-Not Prime

*Wildlife habitat includes bald eagle roost sites, peregrine falcon nesting areas, etc., as identified by Colorado Division of Wildlife.

**Source: Natural Resource Conservation Service.



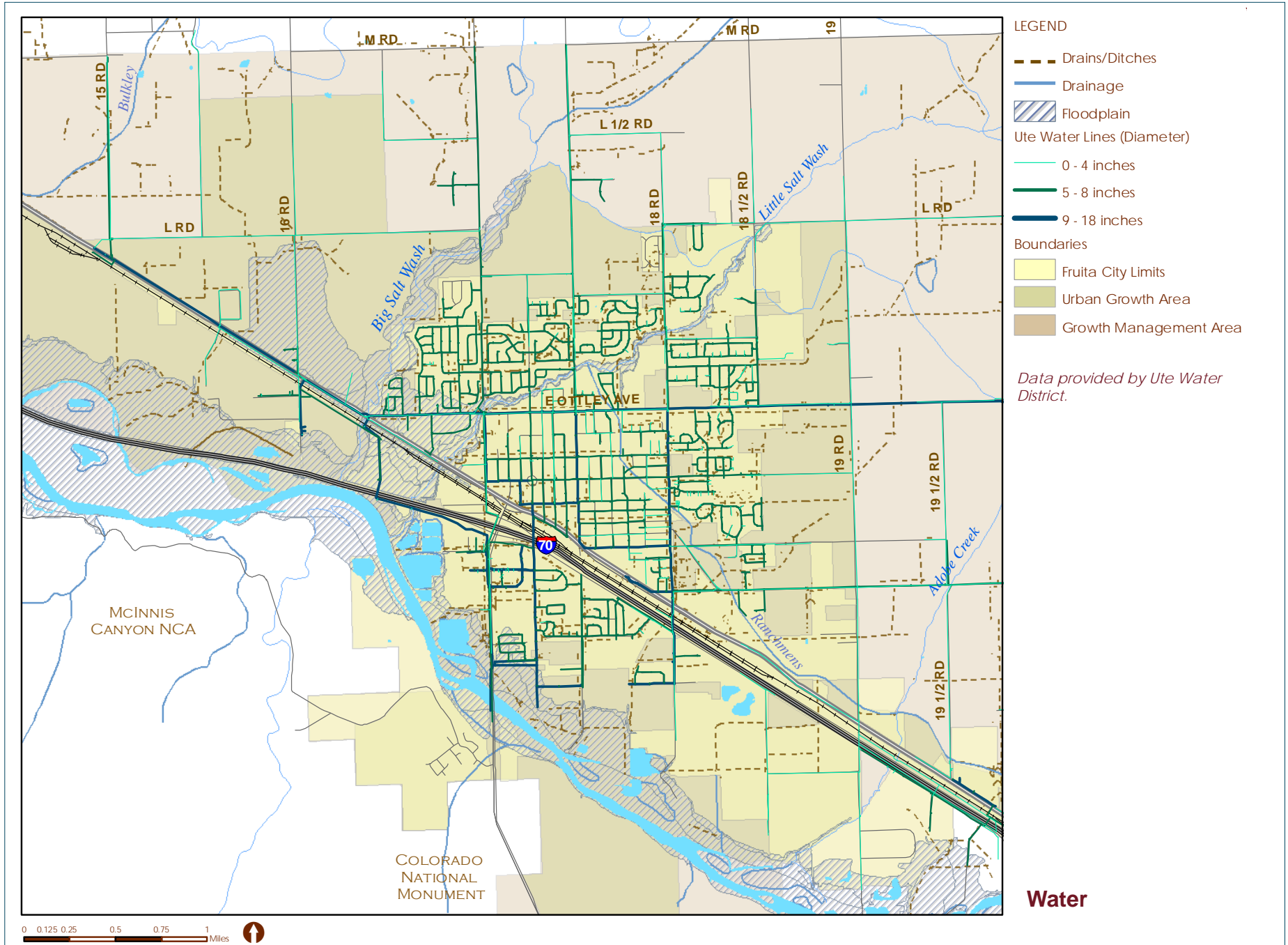


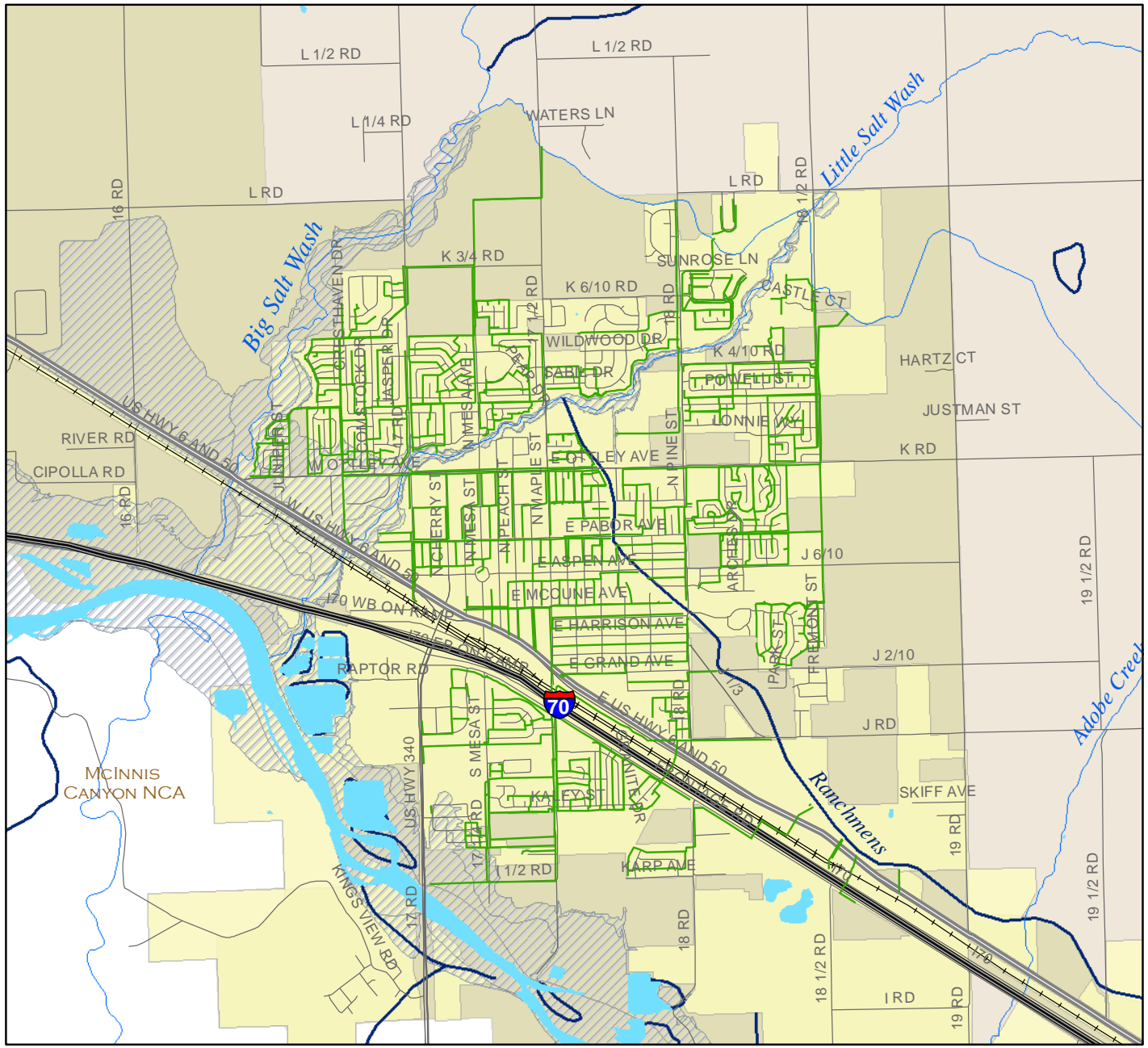


- LEGEND**
- Drainage
 - Floodplain
 - Sewer***
 - Abandoned
 - Forcemain
 - Gravity
 - Interceptor
 - Private
 - Proposed
 - Proposed Forcemain
 - Alt. Proposed
 - Boundaries**
 - Fruita City Limits
 - Urban Growth Area
 - Growth Management Area

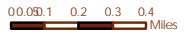
*Size indicated above each line.

Sewer





- LEGEND**
- Irrigation Lines
 - Drainage
 - Floodplain
 - Boundaries**
 - Fruita City Limits
 - Urban Growth Area
 - Growth Management Area

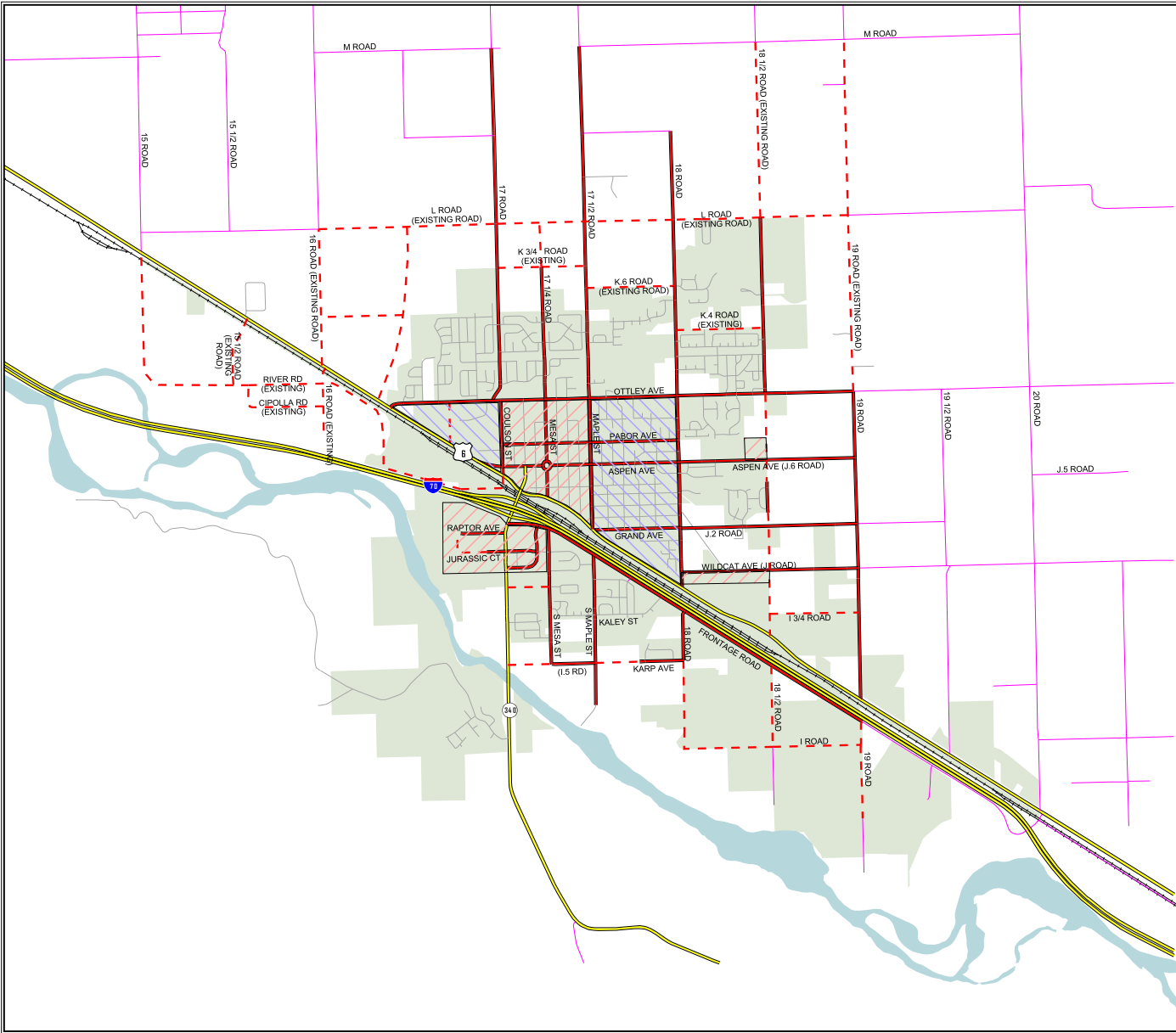


Irrigation

Fruita Area Street Classifications & Traffic Control Plan 8/02/2005

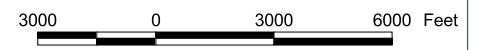


Adopted by City Council 8/16/05



- Speed Limit Zones**
- 25 M.P.H. Collector Speed
 - Heavy Pedestrian Use
 - High Commercial/Recreational Traffic
 - Numerous Driveways
 - 30 M.P.H. Collector Speed
 - Moderate Pedestrian Use
 - Moderate Commercial Traffic
 - Moderate Driveways
 - All Other Areas**
 - 35 M.P.H. Collector Speed
 - Low/Moderate Pedestrian Use
 - Low/Moderate Commercial/Recreational Traffic
 - Limited Driveways













- Streets By Class**
- Arterial
 - Major Collector
 - Future Major Collector
 - Residential
 - Undesignated
 - River
 - Railroad
 - City Limits

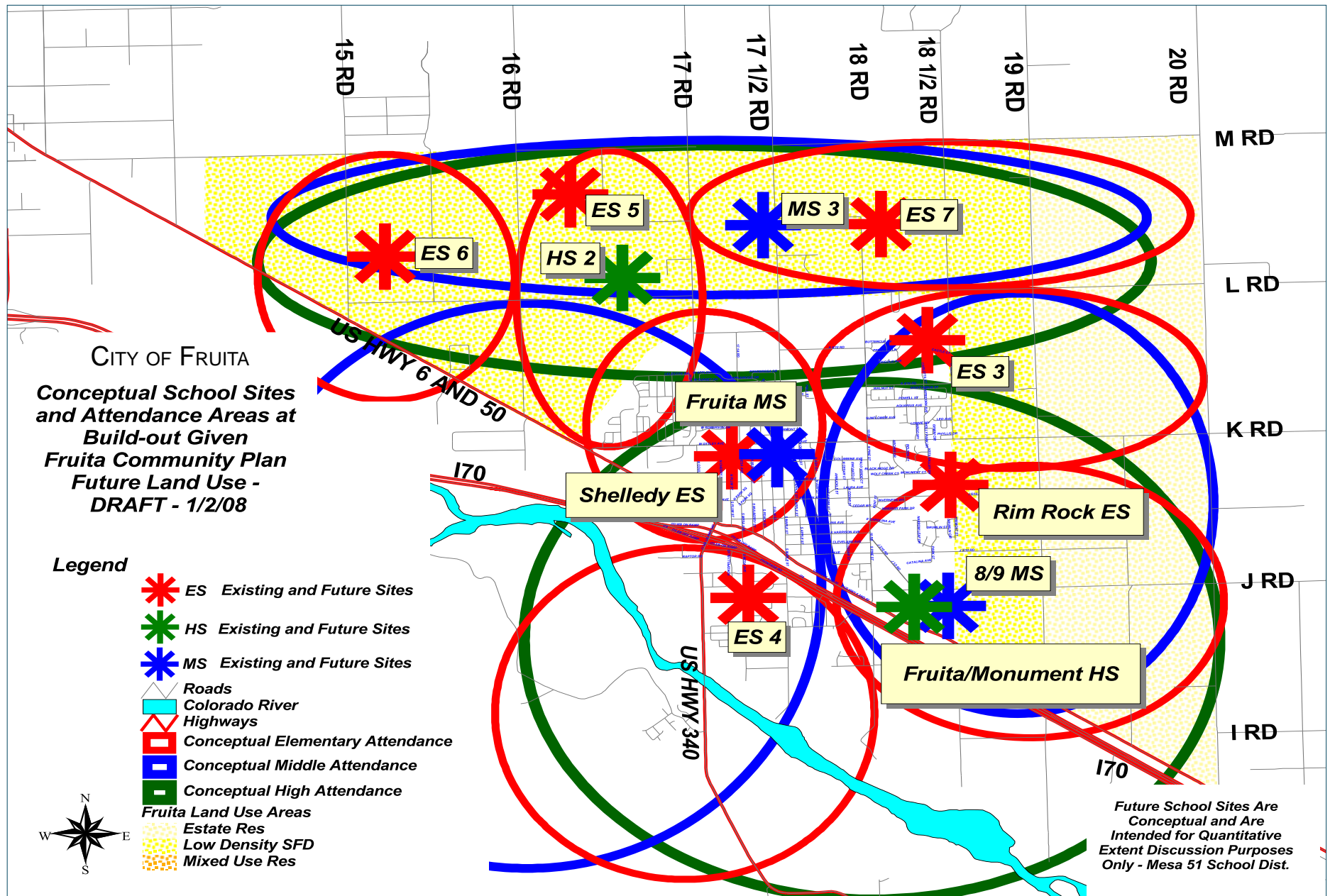


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CITY OF FRUITA
Conceptual School Sites and Attendance Areas at Build-out Given
Fruita Community Plan
Future Land Use -
DRAFT - 1/2/08

Legend

-  ES Existing and Future Sites
-  HS Existing and Future Sites
-  MS Existing and Future Sites
-  Roads
-  Colorado River
-  Highways
-  Conceptual Elementary Attendance
-  Conceptual Middle Attendance
-  Conceptual High Attendance
- Fruita Land Use Areas**
-  Estate Res
-  Low Density SFD
-  Mixed Use Res





APPENDIX II



APPENDIX II INCLUDES:

BBC RESEARCH & CONSULTING:

FISCAL INVESTIGATIONS

ANNEXATION RECOMMENDATIONS

BBC RESEARCH & CONSULTING / KORNFELD GROUP:

RETAIL POSITIONING RECOMMENDATIONS



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Denver, Colorado 80209-3868
303.321.2547 fax 303.399.0448
www.bbcresearch.com
bbc@bbcresearch.com

FISCAL INVESTIGATIONS

January 3, 2008

Dear Mr. Kinney:

This letter report documents BBC Research & Consulting's (BBC) investigations into the effects of growth and urbanization on the costs and revenues of municipal services in the city of Fruita, Colorado (City). This effort was completed as one of the inputs to the City's 2007–2008 update of the community's comprehensive plan.

This letter report documents BBC Research & Consulting's (BBC) investigations into the effects of growth and urbanization on the costs and revenues of municipal services in the city of Fruita, Colorado (City). This effort was completed as one of the inputs to the City's 2007–2008 update of the community's comprehensive plan.

BACKGROUND

The city of Fruita is situated on the western edge of the Grand Junction metropolitan area in northwestern Colorado. In 2007, the City had approximately 11,000 residents in 3,500 households. Fruita has grown rapidly in recent years, the result of a very strong local economy, which has developed in association with regional natural gas extraction activities, as well as an ongoing influx of retirees, continued tourism growth and Grand Junction's expanding role as a regional supplier of goods and services. According to the Colorado State Demographer's Office, Fruita's population has grown at about 6 to 9 percent per year over the past four years—a rapid pace that would strain most community's ability to provide services and maintain infrastructure.

Fruita is one of only four incorporated communities in Mesa County. Fruita is economically tied to Grand Junction, which is the largest city in the Grand Valley and the center of retailing, employment and local services. Most Fruita residents commute to Grand Junction for jobs and do the majority of their retail shopping at Grand Junction stores. As a rule, Colorado municipalities rely heavily on sales taxes to support local government operations and it is generally held that suburban communities with large evening populations

but limited employment and retailing are greatly disadvantaged if there is significant sales leakage to other cities and towns.

STUDY OBJECTIVES

Mesa County's economic expansion is projected to continue for many years to come and Fruita anticipates maintaining a rapid rate of population growth. The comprehensive plan process focused on identifying the community's vision of Fruita in the future and practical means for achieving that vision. In the process of considering its future, a number of questions were raised about the City's fiscal health and sustainability. These issues came in many forms, but can be summarized by the following:

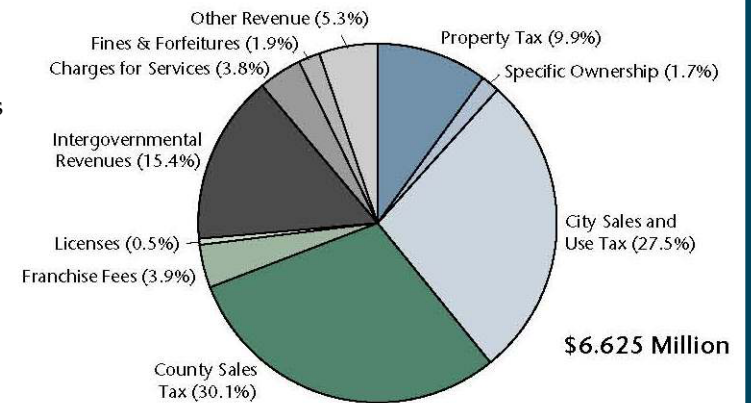
- What is the general relationship between land use patterns and the City's fiscal well-being?
- Given current funding and expenditure patterns, what is likely to happen when Fruita grows? Does it get more expensive or less expensive to provide services?
- Can Fruita get better as it gets bigger?
- Can the community influence public costs and revenues by managing land use or employing aggressive use regulations?
- What should Fruita do to protect its long-term fiscal vitality?

This letter report addresses these issues and offers recommendations for fiscal management and land use policies for incorporation into the comprehensive plan.

TOWN REVENUES

Fruita's entire budget will near \$20.0 million in 2007. This amount includes over \$9.0 million in capital expenditures and \$2.5 million in operations of a self-funding sewer collection and treatment utility. The City's general fund revenues are approximately \$6.6 million. The general fund provides the majority of general city services.

Exhibit 1 profiles current town general fund revenues. Fruita collects approximately 38 percent of general fund revenues from local property and locally generated sales taxes. This is far less than the Colorado statewide average, which is approximately 65 percent.

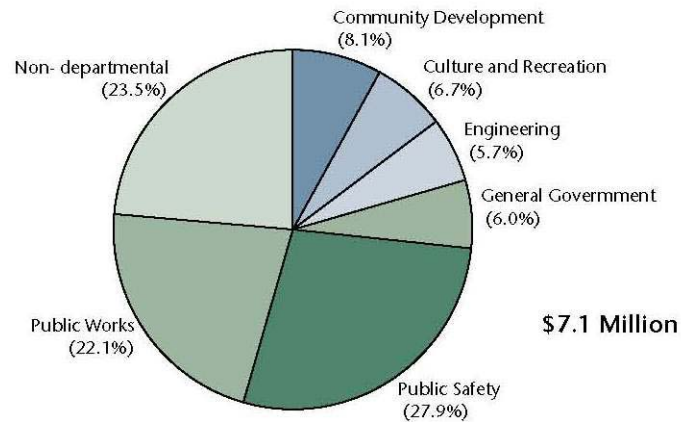


**Exhibit 1.
General Fund
Revenues, 2007**

Source:
BBC Research and Consulting, 2007.

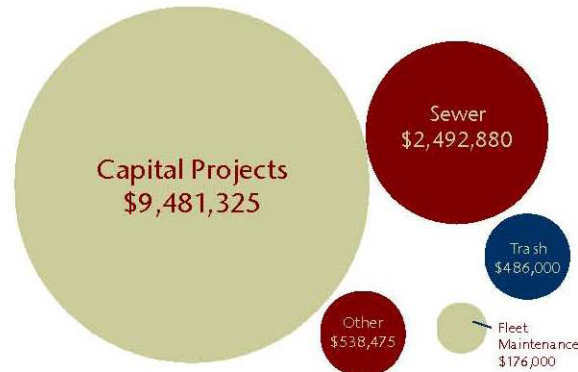
**Exhibit 2.
General Fund
Expenditures, 2007**

Source:
City of Fruita andBBC Research and
Consulting, 2007



**Exhibit 3.
Other Funds, 2007**

Source: City of Fruita
BBC Research and Consulting, 2007.



The “county sales” category represents a redistribution of portions of county sales tax collections that occur throughout Mesa County. As the result of a ballot initiative, Fruita collects about 5 percent of the countywide percentage. This regional tax-sharing program, which is unusual in Colorado, is quite beneficial for the City as it allows a partial sharing of Grand Junction’s sizeable retail base with other municipal entities.

TOWN EXPENDITURES

Fruita provides a traditional array of city services. As is the case in most communities, the largest general fund expenditures are for public safety (police) and public works.

Non-departmental revenues account for employee benefits and a substantial annual transfer from the general operating fund to the capital fund.

OTHER FUNDS

The Fruita general fund is the principal source of revenue necessary to maintain the community’s core operations and services. The town also operates four other funds, including a very large commitment to capital projects. Capital expenditures vary widely

from year to year. The city's commitment to capital investment is indicative of a community willing and capable of making public investments to accommodate enlarged and improved community assets.

The sewer and trash funds are self-supported enterprise funds operating with user fees, hook-up charges and system tap fees.

REVENUE TRENDS

Exhibit 4 on the following page offers a detailed breakdown of the City's general fund revenues.

A few points are notable:

- In the four-year period shown, general fund revenues grew nearly \$1.4 million, or about 27 percent, mirroring the City's population growth, despite a slowdown in revenue growth for 2007.
- Intergovernmental revenues, notably mineral/severance lease taxes, were \$1.2 million in 2006 (the last full year of known revenues). This represented about 18 percent of the City's general fund. The uncertainty of these revenues, which are tied to the value of natural gas and the location of energy workers, is highlighted by the projected decline in 2007 revenues—the result of fluctuating gas prices.
- City sales taxes and property taxes (combined) grew by 48 percent between 2004 and 2007, indicating that the City has enjoyed local commercial and industrial growth in excess of population growth rates.
- In general, a review of the City's revenue profile and growth patterns indicates a community with a well-balanced revenue portfolio and one that appears to be well positioned to support the City's growth plans.

EXPENDITURE TRENDS

Exhibit 5 on the following page details annual expenditures by department and division over the period 2004-2007. Annual expenditures have grown more rapidly than revenues, although annual comparisons can be misleading because of short-term fluctuations in transfer payments to other funds, periodic use or replenishment of reserves, as well as variations in annual capital costs. Nevertheless, the expenditure trends, which indicate growth in every department, reflect a community aggressively working to maintain service levels in the face of rapid development and resident demand. Expenditure growth has been particularly strong in police services and public works—a predictable consequence of rapid community development.

Exhibit 4.
City of Fruita, Municipal Revenue, 2004-2007

	2004 Actual	2005 Actual	2006 Estimated	2007 Budget		2004 Actual	2005 Actual	2006 Estimated	2007 Budget
Taxes					Charges for Services				
Property Tax	\$ 407,718	\$ 443,330	\$ 613,150	\$ 658,650	Planning Fees	\$ 98,710	\$ 110,471	\$ 90,000	\$ 65,000
Specific Ownership	78,884	84,490	110,000	110,500	Vehicle Fees	1,691	2,357	4,200	2,600
County Sales	1,527,268	1,699,073	1,900,000	1,995,000	Special Events and Recreation	77,401	114,332	97,100	102,500
City Sales	737,308	882,593	990,000	1,040,000	Sales of Goods	13,873	13,482	16,900	16,100
Use Tax on Vehicles	299,130	367,689	420,000	430,000	Swimming Pool Reciepts	47,554	45,963	48,000	48,000
Use Tax on Building Materials	683,708	638,718	400,000	350,000	Other Charges	19,774	23,138	21,000	19,500
Cigarette Tax	9,550	8,732	9,000	8,000	Park Maintenance	-	-	110,000	-
Franchise Fees	183,190	219,312	275,000	260,000	Subtotal	\$ 259,003	\$ 309,743	\$ 387,200	\$ 253,700
Subtotal	\$ 3,926,756	\$ 4,343,937	\$ 4,717,150	\$ 4,852,150					
Licenses					Fines & Forfeitures				
Business Liscences	\$ 13,630	\$ 15,922	\$ 17,500	\$ 17,500	Court Fines and Assesments	\$ 55,378	\$ 60,376	\$ 58,000	\$ 60,000
Liquor Liscences	7,792	6,349	8,000	7,500	SID Assesments	3,171	1,998	1,100	500
Other Liscences	7,603	8,967	8,000	8,000	Development Impact Fees	235,304	44,039	45,000	62,500
Subtotal	\$ 29,025	\$ 31,238	\$ 33,500	\$ 33,000	Subtotal	\$ 293,853	\$ 106,413	\$ 104,100	\$ 123,000
Intergovernmental Revenues					Other Revenue				
Severence/Mineral Lease Tax	\$ 175,379	\$ 188,889	\$ 878,500	\$ 600,000	Interest	\$ 42,067	\$ 77,045	\$ 160,050	\$ 145,100
Energy Impact Grant	-	-	15,000	115,000	Rentals	25,019	20,170	23,000	22,000
Police Grants	13,726	25,287	14,600	-	Donations	25,336	16,148	8,500	5,000
Highway Users Tax	213,189	219,414	245,000	249,750	Miscellaneous	22,317	8,876	10,000	7,500
Motor Vehicle Reg. Fees	30,776	34,763	36,000	37,750	Transfers from Other Funds	113,200	139,700	165,400	171,800
Grants	22,869	1,000	1,825	-	Other Financing Sources	3,905	24,314	51,700	-
Mesa County Road Tax	9,840	9,840	9,800	9,800	Subtotal	\$ 231,844	\$ 286,253	\$ 418,650	\$ 351,400
Subtotal	\$ 465,779	\$ 479,193	\$ 1,200,725	\$ 1,012,300					
					Total Revenue	\$ 5,206,260	\$ 5,556,777	\$ 6,861,325	\$ 6,625,550

Source: City of Fruita, BBC Research & Consulting, 2007.

Exhibit 5.
City of Fruita, Municipal Expenditure, 2004-2007

	2004 Actual	2005 Actual	2006 Estimated	2007 Budget		2004 Actual	2005 Actual	2006 Estimated	2007 Budget
Administration Department					Public Safety Department				
City Clerk's Office	\$ 72,694	\$ 67,061	\$ 77,925	\$ 75,600	Administration	\$ 178,487	\$ 249,456	\$ 330,725	\$ 384,855
Finance	201,161	222,441	232,375	255,225	School Resources	62,124	55,208	70,865	82,175
Information Tech Services	-	-	63,750	84,125	Investigations	51,363	35,766	59,650	71,700
Human Resources	46,683	54,421	73,200	78,450	DUI Enforcement	13,903	-	11,450	-
Capital Equipment	41,136	3,416	46,650	64,000	Traffic and Patrol	659,805	732,910	728,190	1,009,775
Subtotal	\$ 361,674	\$ 347,339	\$ 493,900	\$ 557,400	Animal and Police	41,476	36,003	48,025	75,675
					Capital Equipment	83,908	144,130	137,420	200,275
					Subtotal	\$ 1,091,066	\$ 1,253,473	\$ 1,386,325	\$ 1,824,455
Community Development Department									
Code Enforcement	\$ 37,187	\$ 35,092	\$ 40,550	\$ 49,325	Public Works Department				
Planning	191,171	231,554	250,075	273,350	Road Administration	\$ 49,183	\$ 45,258	\$ 60,375	\$ 37,325
Special Projects	6,201	9,504	14,000	207,250	Road Maintenance	273,545	327,751	392,225	470,400
Capital Equipment	1,859	4,405	600	1,625	Traffic Safety	176,675	172,726	192,175	221,350
Subtotal	\$ 236,418	\$ 280,555	\$ 305,225	\$ 531,550	Building Maintenance	129,466	159,805	159,150	188,625
					Mountain Water	52,431	40,016	45,675	57,550
Culture and Recreation Department					Parks	157,190	191,854	242,700	291,375
Administration	\$ 95,202	\$ 97,672	\$ 93,971	\$ 145,150	Special Projects	-	1,723	1,725	1,800
Recreation Programs	62,472	78,415	105,736	110,400	Capital Equipment	34,801	92,126	201,200	174,700
Swimming Pool	85,058	83,032	102,732	98,350	Subtotal	\$ 873,291	\$ 1,031,259	\$ 1,295,225	\$ 1,443,125
Special Events	25,794	28,411	28,005	31,575					
Special Projects	-	-	-	50,000	Non- Departmental				
Capital Equipment	9,055	1,000	925	2,500	Personnel Services, Benefits	\$ 9,427	\$ 3,920	\$ 5,000	\$ 5,000
Subtotal	\$ 277,581	\$ 288,530	\$ 331,369	\$ 437,975	Purchased Professional Services	9,473	10,314	28,000	29,000
					Purchased Property Services	12,480	24,997	5,700	6,000
Engineering Department					Other Purchased Services	44,800	61,785	67,650	83,000
Engineering Administration	\$ 211,223	\$ 225,695	\$ 251,750	\$ 343,900	Special Projects	59,941	65,830	40,500	43,000
Capital	1,817	21,077	2,500	29,100	Contingency	-	-	77,000	200,000
Subtotal	\$ 213,040	\$ 246,772	\$ 254,250	\$ 373,000	Transfers to Other Funds	1,167,382	1,069,684	1,725,650	1,055,320
					Vehicle Replacement Reserve	-	-	-	115,000
					Subtotal	\$ 1,303,503	\$ 1,236,530	\$ 1,949,500	\$ 1,536,320
General Government Department									
City Council	\$ 33,805	\$ 49,907	\$ 41,725	\$ 69,725	Total Expenditure	\$ 4,575,778	\$ 4,907,975	\$ 6,348,344	\$ 7,098,250
City Manager's Office	98,681	104,513	152,475	169,375					
Elections	7,341	-	7,650	12,000					
Legal	43,540	31,332	46,825	40,000					
Municipal Court	35,838	36,763	43,800	47,875					
Special Projects	-	2	40,075	55,450					
Capital Equipment	-	1,000	-	-					
Subtotal	\$ 219,205	\$ 223,517	\$ 332,550	\$ 394,425					

Source: City of Fruita, BBC Research & Consulting, 2007.

COMPARABLE TOWN COSTS AND REVENUES

Fruita is anticipating a period of substantial population and economic expansion. Although the community is generally supportive of this prospect, there are questions as to how the community will pay for growth related service demands and whether within the comprehensive plan certain land uses need to be encouraged, while others are discouraged, in order to create a financially sustainable town.

In the course of comprehensive plan discussions, BBC obtained a database of Colorado community finances from the Colorado Department of Local Affairs. These data contain fiscal reporting for over 225 Colorado communities. The state has made considerable effort in organizing each community into common accounting format (i.e., costs and revenues have been consolidated into reasonably uniform categories). The data are for 2003, thus the absolute amounts are dated but the comparative relationships and the correlations between cost, revenues and other measures of community size, are still instructive.

Before arraying these data, the state's largest communities were removed, as were ski resorts and affiliated communities with large second home components that might skew comparisons. The following scatter diagrams show only communities near Fruita in population. The intention of these explorations was to test whether the experience of other communities indicates that growth to the next stage of community size will likely produce fundamentally changed revenue yields or economies of scale in community operations.

Community revenues. Exhibit 6 shows retail sales per capita for small Colorado communities. The line represents the general trend and relationship between city size and revenue. There is wide variation in sales performance regardless of community size, indicating that size alone is not a complete indicator of retail well-being.

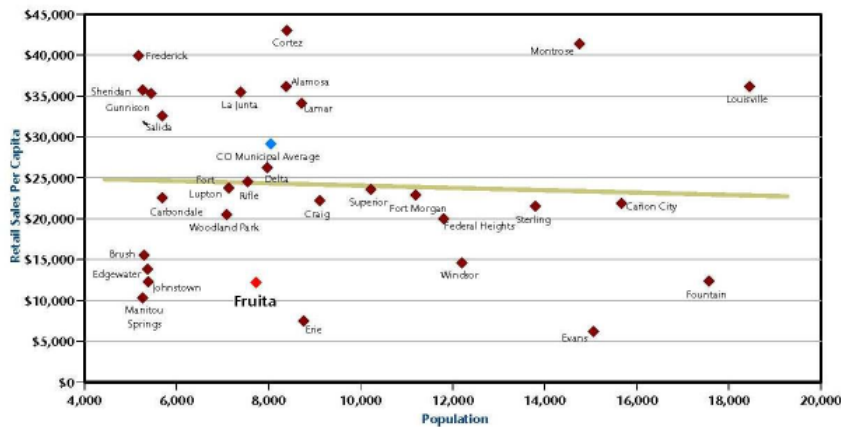
The wide range of differences between towns in the productivity of their respective retail base reflects many factors, including the size and retail strength of surrounding communities, tourism influences and the location of regional shopping centers. There does not appear to be significant correlation between retail

productivity and community size, thus growth alone does not appear to produce higher per capita sales.

Exhibit 7 shows non-tax revenues (charges for services, grants, intergovernmental receipts) by community size for selected Colorado communities. Again, there appears to be very little correlation between community size and the per capita receipts in this category indicating that growth alone is unlikely to produce strong new revenues in this category.

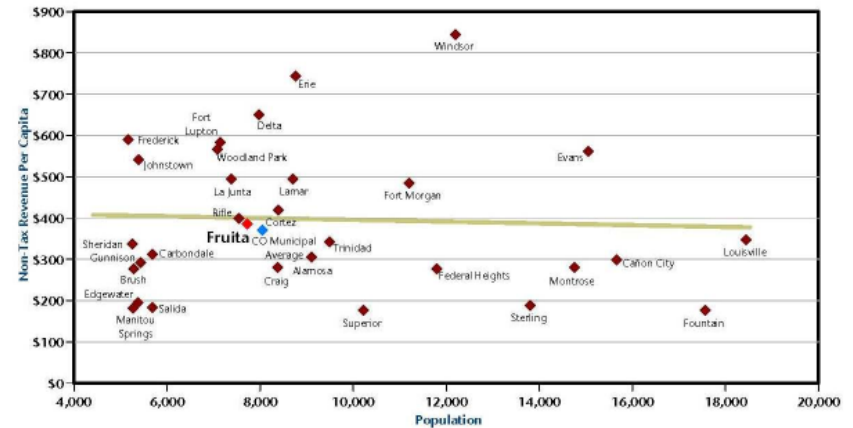
In sum, nothing in these comparative data indicate that Fruita can anticipate substantial new revenues, at least on a per capita basis, as the community expands.

Exhibit 6.
State Retail Sales per Capita, 2003



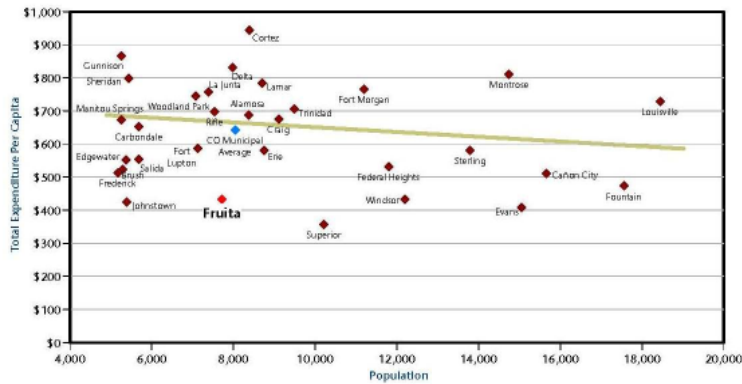
Source: CDOLA; all data are for 2003. Resort towns are excluded.

Exhibit 7.
Non-Tax Revenues per Capita, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded. Non-tax revenues include intergovernmental revenues, licenses, charges for service, fines, transfers and miscellaneous revenue.

Exhibit 8.
Colorado Municipal General Fund Operating Expenditures per Capita, 2003



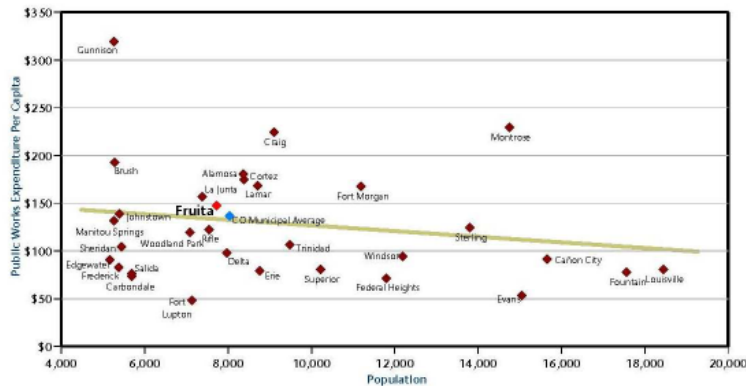
Source: CDOLA; all data are for 2003. Resort towns are excluded. Total operating expenditures include general government, public safety, public works, and culture and recreation. Debt service and capital expenditures are not included.

Community expenditures. Exhibit 8 portrays municipal operating (general fund) expenditures by community size. The line represents the statistical trends between city size and per capita costs.

Fruita has traditionally been a low-cost of service community in comparison with other towns of similar size. These data also indicate that per capita municipal operating costs should decline modestly as a community grows in size, at least in the population range likely for Fruita over the next decade.

On the expenditure side, Exhibit 9 shows per capita expenditure for public works, often the largest single community cost. Fruita's per capita expenditure levels are near statewide averages.

Exhibit 9.
Public Works Expenditures per Capita, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded.

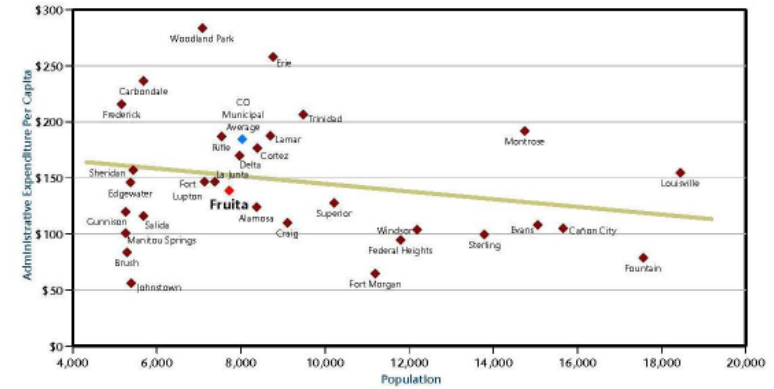
The data in Exhibit 9 indicates a relatively strong correlation between city size and expenditures for public works and an indication that, barring other unique local circumstances, public works costs (on a per capita basis) should decline as a community grows; in other words, modest economies of scale are expected.

Exhibit 10 shows police expenditures per capita for selected Colorado communities. Much in the same manner as public works expenditures, there appear to be some economies of scale in the provision of police services for communities as they grow.

In 2003, Fruita had very low expenditures for police services in comparison with its size and with similarly sized towns. Given the community's growth and its aforementioned growth in police expenditures, it is likely that current measures are closer to statewide community averages.

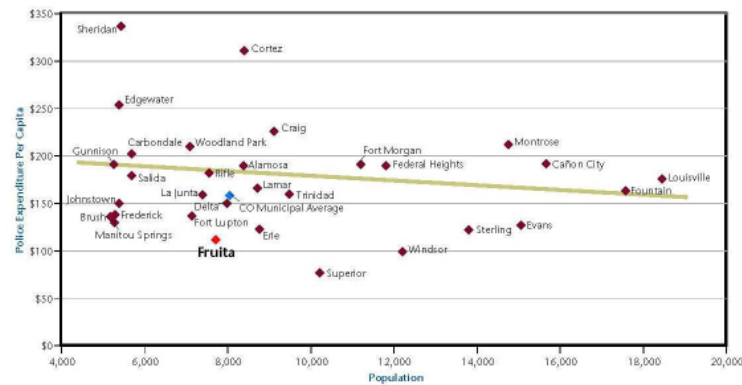
Exhibit 11 and 12 examines the relationship of per capita recreation costs and overall administrative costs in relationship to community size. Administrative costs, which typically represent about 7 to 12 percent of a community's general fund expenditures, also appear to decline steadily as a community's population increases.

Exhibit 11.
Administrative Expenditures per Capita, 2003



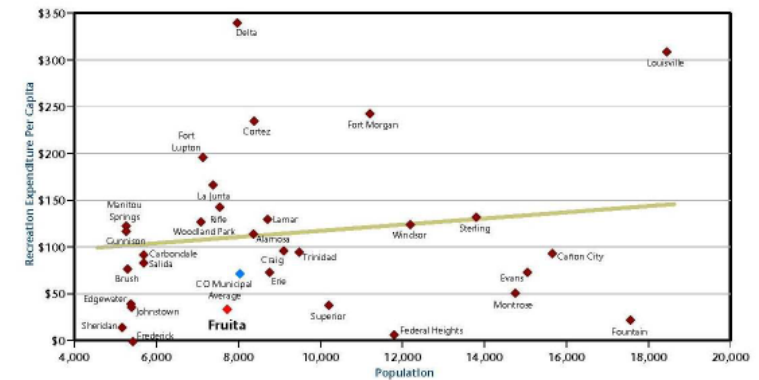
Source: CDOLA; all data are for 2003. Resort towns are excluded.

Exhibit 10.
Police Expenditures per Capita by Municipal Size, 2003



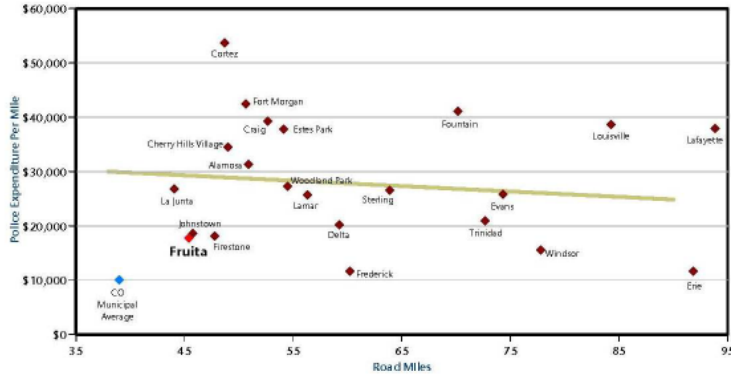
Source: CDOLA; all data are for 2003. Resort towns are excluded.

Exhibit 12.
Recreation Expenditures per Capita, 2003



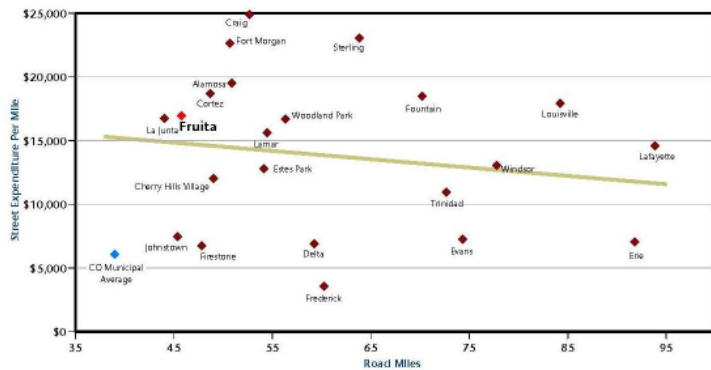
Source: CDOLA; all data are for 2003. Resort towns are excluded.

Exhibit 13.
Police Expenditures per Mile of Road, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded.

Exhibit 14.
Street Expenditures per Road Mile, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded. Street expenditures include road maintenance, snow removal, street lighting and department administration.

Recreation costs are one of the few functions that will likely grow (on a per capita basis) as a community expands.

The recreation data is somewhat skewed by one outlier community (Louisville). It should also be noted that many communities with expensive recreation programs recover a large share of these costs with fees for service, or a voter approved tax dedicated to recreational investments. A second explanation of rising recreational costs is that smaller towns tend to have few recreational services but demand rises as a community grows, and larger towns respond with recreation centers, more elaborate ball fields and more extensive park systems.

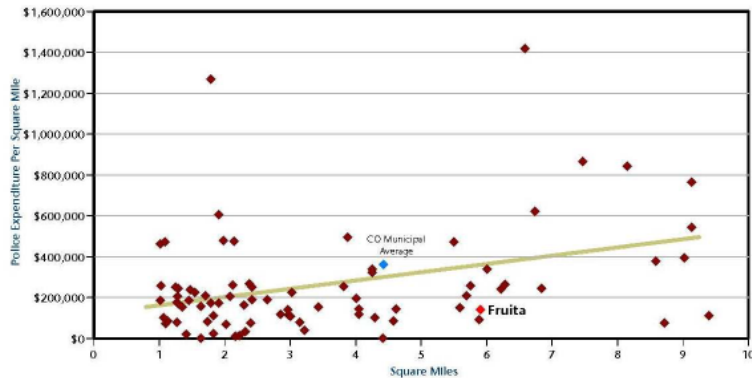
Costs per mile of road. Exhibits 13 and 14 test a second hypothesis regarding police expenditures versus miles of road and geographic size of a community. Exhibit 13, with a widely scattered pattern of community experience, indicates that miles of road is not a particularly predictive measure of police costs, although costs do reflect a modest down turn as the community expands.

Exhibit 14 tests public works costs against road miles. A similar, widely dispersed pattern of expenditure is shown with significant economies achieved as a community grows.

Costs per square mile. Exhibits 15, 16 and 17 test a third hypothesis about the relationship of community costs and the geographic size of a community. Police expenses, general operating expenses and street expenditures all appear to have a strong correlation to geographic size, indicating that costs per square mile will rise as a community grows in geographic size. At least in these categories of expenses, it appears that there are operating diseconomies of scale, supporting the widely held view that communities are more efficient if higher levels of density are maintained.

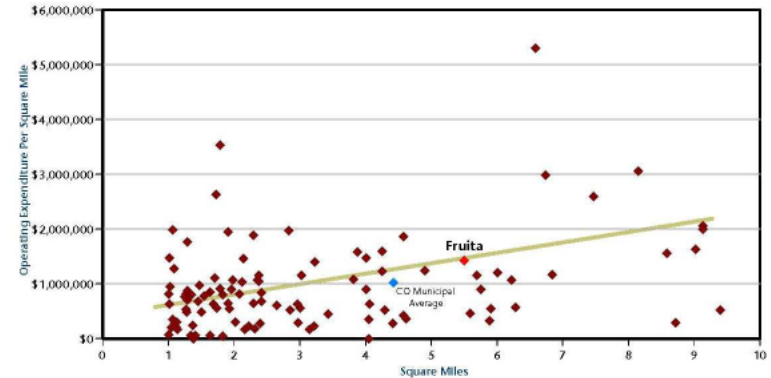
It should be noted that a different and larger sample of communities is used in the above three diagrams because there are more communities in this geographic range than there are in the similar population range used for prior diagrams.

Exhibit 15.
Police Expenditures per Square Mile, 2003



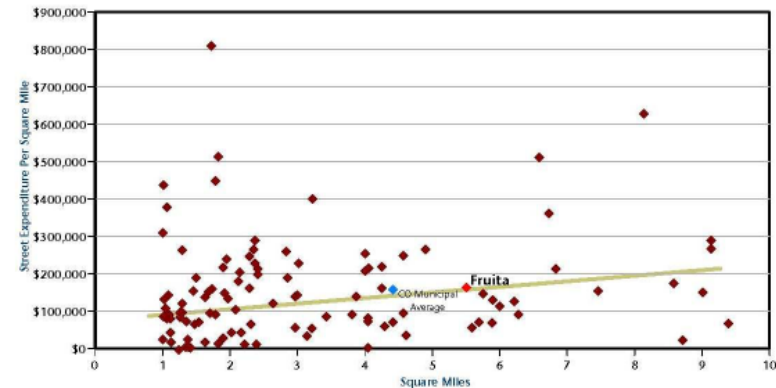
Source: CDOLA; all data are for 2003. Resort towns are excluded. BBC Research & Consulting

Exhibit 16.
Operating Expenditures per Square Mile, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded. BBC Research & Consulting

Exhibit 17.
Street Expenditures per Square Mile, 2003



Source: CDOLA; all data are for 2003. Resort towns are excluded.

COMMUNITY COMPARISONS—OBSERVATIONS

In sum, a number of observations and conclusions can be drawn from this comparative process.

- It appears that communities growing from Fruita’s current size—8,000 persons in 2003, 11,000 persons today—enjoy moderate economies of scale as they expand. This implies that overall expenditures, and critical police and street costs, tend to decline as a community grows (on a per capita basis). In general, the experience of other communities indicates that Fruita should see lowered service costs per household as the community takes on additional growth. Fruita’s vision of a larger, growing community supports the correlative vision of a more efficient community
- Practical experience suggests that these savings will be balanced by a tendency for all communities to desire improved services. More parks, more street maintenance, new recreation services, more exhaustive planning and community engagement processes, additional police officers, and additional overnight police coverage—these are all typical pressures as a community of Fruita’s size grows that work against the tendency to see costs decline.
- Data on service costs per square mile suggest that moderate density is more efficient to serve than sprawling development. The comprehensive plan’s support for small lots and higher density development appears to be a well conceived policy in terms of managing government costs.

FRUITA FINANCES AND LAND USE DECISIONS

In addition to examining the costs and revenue experience of other communities, and the relationship of community size to community fiscal portion, BBC also detailed the relationship of Fruita’s service costs and City revenues to local land uses in general.

In Colorado, it is generally held that local governments should encourage, and at times even subsidize, commercial and retail development, while discouraging residential development. These policies are often embedded in a community’s comprehensive plan. Suburban communities, such as Fruita, which have

considerable retail leakage to other surrounding communities, are considered particularly vulnerable to costly residential development, which tends to produce service demands in excess of local revenues. These views are generally accurate. In most Colorado communities, locally generated retail sales taxes comprise 60-70 percent or more of general fund revenues and commercial development, which is assessed at over three times the level of residential development (29 percent vs. 7.8 percent), represents the backbone of local property taxes. In these instances, local land use decisions are critical to sound financial positioning.

Fruita offers a different model, largely because the community receives a large share of its general fund revenues from non-local sources.

Revenues. Exhibit 18 shows Fruita general fund revenues, with designations for those that are sensitive to local land use decisions and the amount and nature of growth, and those that are largely independent of local land use trends. As noted, nearly 50 percent of Fruita's revenues are not tied to local growth rates nor to the pace, nature or location of growth. Most notably, county sales tax distributions, intergovernmental revenues (mineral leasing/severance tax) and to a lesser degree "other revenues" (grants) rise or fall largely independently of local growth decisions.

Recently, these non-local revenues have risen very rapidly providing the community with a financial cushion that softens the impact of extensive residential development. Although the pace of non-local revenue growth may slow in future years, it will likely remain a strong presence in Fruita's financial picture.

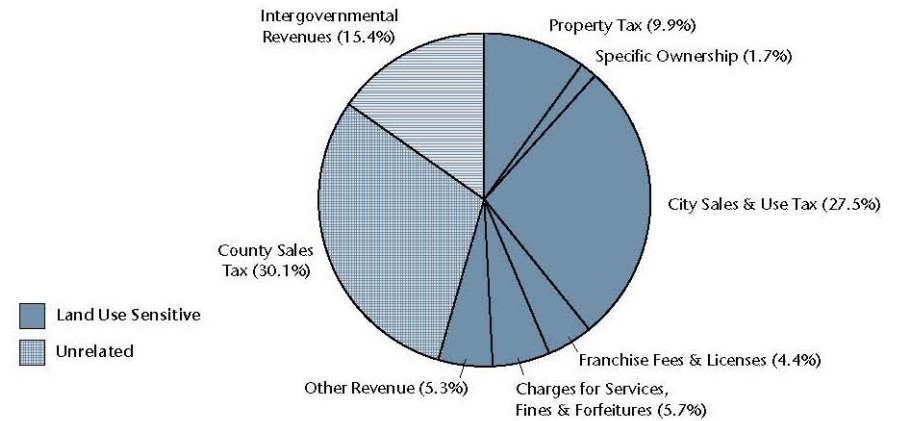


Exhibit 18.
City of Fruita
General Fund
Revenue
Sensitivities

Source:
BBC Research & Consulting.

Expenditures. A similar analysis was made of community expenditures, with different findings. BBC interviewed City department heads to ascertain how operational costs were influenced by the location, pace and nature of community growth. Unlike revenues, local expenditures are highly sensitive to growth location and land use decisions. Most City departments have some modest fixed overhead costs, but the majority of expenses are directly tied to the number of City residential units—basically more people equals more demand. With certain exceptions—police and traffic management the most notable—City operational costs are most affected by residential development and less driven by commercial development. The prior analysis of comparable communities does indicate that operating efficiencies can be expected as the community grows.

CONCLUSIONS & RECOMMENDATIONS

BBC examined recent trends in Fruita revenues and expenditures and the experience of other communities of a roughly comparable, or slightly larger, population size, in order to determine if Fruita's next stage of growth offers the prospect of economies or diseconomies of scale (i.e., that the provision of government services would get more or less efficient as the community grew in population, geographic area or street network). Additionally, BBC examined the nature of City costs and revenues to determine how local land use decisions might influence the City's fiscal position. From these investigations and our presentations and participation in a number of community forums, we offer the following observations and recommendations.

- Fruita anticipates continuing growth pressure for the foreseeable future. The community appears to be wary, but generally accepting of this change, growth and evolution. The community has legitimate concerns about the demands of growth and has expressed a desire to see growth pay its own way." This position should be stated clearly in the comprehensive plan.
- Capital costs are a major expense for a growing city, the comprehensive plan should promote development patterns that make efficient use of existing water, sewer, street and park system investments, in essence, adopting policies that require utilization of existing system capacities before new areas are opened or expanded. In instances where development is proposed, particularly

annexations that lack this efficient connectivity, the community should be aggressive about imposing special assessment districts, fees or impact charges, or exacting other community benefit to ensure that the existing residents are not burdened with these costs.

- Operationally, Fruita is well positioned to take advantage of basic operational economies of scale as the community grows from its current 11,000 residents into a substantially larger community. Fruita is a small city by Colorado standards, and already provides a full array of community services. It has matured past the small town, learning stage, and has the core services, systems and experience in place to progress smoothly into its next phase of development.
- Fruita is unusual, perhaps unique, in that a large share of its revenues are derived from outside of the community and are unrelated to local land use decisions. Nearly 50 percent of general fund receipts fall into this category. This implies that Fruita does not have to be as focused on high value commercial development or sales tax generating lands uses as do most Colorado communities. This means that Fruita has flexibility; its comprehensive plan can embrace a wide variety of development options, reflecting the citizens' collective vision of what constitutes a desirable community, rather than be driven by revenue generation concerns, which is often the case in other towns.
- Fruita has some impact fees and development charges that help the community maintain its "growth pays its way" policies. The street fee rate is inadequate and was acknowledged so at its inception; the community should consider working with other municipalities that share in this fee to have charges updated. The community could also institute impact fees for other general capital needs, ranging from parks and recreation to administrative space. In community meetings, the concept of aggressively pursuing impact fees meet with resistance because of its impact on home prices—already a substantial community issue.
- The City also had the option of more aggressively using local improvement districts or similar vehicles to ensure that areas of growth are paying for directly associated capital improvements. The same conflict with home prices undercuts this policy, although there may be larger developments, or developments in certain locations that don't have readily available system connections, where more aggressive use of districts is merited.

- Although freed from the obsession with revenue generation that constrains most communities, there is still good reason to manage the mix of land uses and the location of development that occurs in Fruita:
- The community has expressed interest in more retailing, particularly improved grocery options. This is a legitimate objective based on community sentiment, not just revenue generation.
- The community has expressed interest in seeing Fruita evolve toward a more complete, balanced community, where residents can work, shop, live and play without relying on Grand Junction—again, a reasonable objective regardless of financial benefits.

The comprehensive plan should ensure that sufficient land, appropriately situated, is available for industrial, commercial, retail and residential growth. The community may still wish to be proactive in pursuing these varied lands uses, even if you are not solely driven by revenue generation objectives. Specifically, identifying locations where new retail of significant scale would be acceptable, and preserving those sites until market demand is evident would be an appropriate comprehensive plan policy. The City has already made a substantial commitment to preserving opportunities for industrial/commercial development at sites that provide rail and auto access and are separate from the core residential development. As Grand Junction's similar properties are absorbed, Fruita will be well positioned by this investment.

As do virtually all communities, Fruita has conflicting goals between preserving the downtown, promoting significant new retail, and allowing neighborhood convenience centers to flourish. In our view, these goals are still reasonable even though they suggest competition between areas. The downtown will likely evolve as a destination dining, and entertainment center with some elements of neighborhood serving retail as the surrounding density increases. The current Interstate interchange, which has the majority share of community retail, appears an appropriate site for additional community serving retail. The comprehensive plan should identify at least one other large vacant site, perhaps along the frontage road on the Grand Junction side of town, to be preserved for long-term retail development. The community has already initiated discussions with grocery stores to test the waters for some form of public-private partnership that

might stimulate further retail growth. At a comprehensive plan level, this is the appropriate policy. The private market will respond when and if demand merits, as long as the site opportunity is preserved.

As the community expands, neighborhood convenience retail centers will eventually be proposed along arterial roads. For these developments, the comprehensive plan doesn't need to identify exact locations, but rather specify policies that encourage concentration of neighborhood retailing at a few locations while resisting undifferentiated strip retailing all along a roadside. This is a quality of life/aesthetic decision more than a retail support issue.



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ANNEXATION RECOMMENDATIONS

To: Bruce Meighen, EDAW; Clint Kinney, City of Fruita

From: Ford Frick, BBC Research & Consulting

Re: Fruita Annexation Policies

Date: November 26, 2007

As per Clint's request, this memorandum offers BBC's input on the economic considerations in devising an appropriate Fruita annexation policy.

BACKGROUND

We understand that the City of Fruita is developing new annexation policies as a part of its comprehensive plan implementation process. As a rule, annexation policies reflect a variety of community objectives. Generally, economic expansion and fiscal responsibility are key issues in annexation consideration.

Development frequently occurs on municipal boundaries where property is often cheaper, tax rates low, development regulations less demanding and land is available; thus urbanized and urbanizing areas surround virtually all growing Colorado communities. Annexation is the means by which these rural areas can be joined with municipal services and represents a valuable mechanism for establishing urban order, ensuring efficient and cost-effective delivery of services, providing for growth, and maintaining a common bond of community participation and representation among residents using community services.

Urbanization of unincorporated areas predictably produces a variety of service delivery and cost recovery challenges. Traffic congestion on rural roads, septic system failures, undersized streets, inadequate growth planning, and costly police and fire services provision are common issues. Urbanization of the rural county also contributes to tax dislocation problems where tax revenues occur in one jurisdiction but service delivery costs are the obligation of a second jurisdiction. Once established, vested interests, costs and territorial allegiances make land use change difficult. The unplanned community of Clifton on the east side of

Grand Junction is a local example of the unintended consequences of allowing rural development without accompanying municipal powers, taxation and regulation.

Annexation of surrounding areas can be a reasonable solution. Municipalities are the organizational form empowered by the State of Colorado to provide critical public services and regulate local development. Annexation affords a city some measure of control over community character, efficiency in service delivery, land use control, and utility provision. Annexation can reduce costs for areas that otherwise would require duplicative special districts and can ensure that newly annexed areas have adequate public services for area residents that may already be paying municipal sales tax.

ANNEXATION POLICIES

Annexation procedures are authorized by the Municipal Annexation Act of 1965 as amended by Senate Bill 45 (1987), which generally defines the circumstances and process of municipal annexations¹.

A statement of annexation polices and goals is a common municipal practice. Such a statement defines what geographic areas are considered within the community's sphere of influence and the basic circumstances under which the community would consider an annexation proposal. In essence, this is a guidance document for person or property owners contemplating annexation

In Fruita's case, the annexation policy statement would reference the comprehensive plan, planning policies and specific growth areas as defined in the plan. From a financial perspective annexation consideration should be given to those areas that meet the following qualifications:

- Efficiently served by city utilities and capital investments (water sewer, parks, drainage systems and streets);
- Already surrounded by municipal boundaries (enclaves);
- Efficiently served by police and other municipal services;
- Within an area of anticipated growth as defined in the comprehensive plan;
- Supported by local residents and landowners
- Able to provide water and ditch rights in accord with city policies.

¹ Much of the material offered here and the Legislative references have been extracted from Annexation in Colorado, Colorado Municipal League, 2003.

- Incorporates an area that will have logical social and economic association with the town.

The objective is to ensure that all annexations provide a fiscal benefit to the community.

ANNEXATION AGREEMENTS

The above referenced legislation specifically contemplates the development of annexation agreements, an authority repeatedly supported by case law since that time. Annexation agreements generally define development expectations for the property, including zoning and density, and any cost allocations, improvement obligations or other expectations agreed to by the municipality and the subject property owners. An annexation agreement is a contract in which the city promises to annex a property contingent on certain terms and conditions of future development. Increasingly, annexation agreements are highly detailed and prescriptive documents where all land use, cost sharing and land dedication issues are defined in advance of development.

In annexation agreements, the city holds considerable authority. The community has the ability to require mitigations and fees without specific adherence to the proportionality and nexus standards that define a community's legal authority in other circumstances. Typically, annexation applicants are required to conduct thorough fiscal and environmental impact studies and detailed land use plans as a prelude to annexation agreement negotiations. The agreement then defines mitigation requirements and conditions based on these analyses. The function of a well-defined annexation agreement is to ensure that the costs to the municipality will be borne by the landowners rather than the current residents of the municipality.

At a minimum the annexation applicants should expect to document the following:

- Legal description of applicable property;
- Proposed master plan, zoning and phasing plan for development;
- Anticipated use of special district, service responsibilities and financing plans
- Transportation, water, sewer and drainage plans including cost and maintenance obligations and off-site investment requirements;

- Land dedications for public services, facilities, parks, schools and open space;
- Provisions related to compliance with ordinances, dissolution of the districts, survivability and amendment of the agreement, payment of fees and dedication of water rights.

Examples of annexation agreements can be readily obtained from other Colorado municipalities or through the Colorado Municipal League.

STRICT RULES OR GENERAL GUIDELINES?

Annexation considerations are rarely black or white decisions. Most annexation proposals have non-monetary costs and benefits, which are not readily measured by a single calculation, as well as community fiscal consequences that are equally hard to quantify to all persons' satisfaction. Many communities leave the cost benefit and fiscal impact calculations up to the proponent, requiring the petitioning entity to put forth their best case for annexation consideration or a third party evaluation of fiscal impacts. A few communities have developed their own fiscal impact models, or rely on a consultant's model, which can reduce some of the deliberation time but rarely eliminates the debate over any specific application.

Some communities have attempted to lessen these debates by developing fairly rigid rules governing the level of contiguity or proximity to the city that must be achieved before annexation will be considered. This simplifies the process but can leave the city in an uncomfortable position if a very attractive prospect petitions, e.g. perhaps one that brings a number of high paying jobs, but doesn't meet eligibility requirements.

Other cities set more flexible guidelines but find decision making difficult without strong criteria.

BBC's review of existing practices and discussion with city staff suggests that there is no single "best practices" approach. Communities that are most content with their annexation policies are often those that have had few applications, or have a strong community consensus on planning issues and are comfortable with annexation policies that reflect that perspective.

Fruita is in a difficult position because it will likely be confronted with many annexation petitions over the next decade and it has a broad boundary where annexations could occur. The comprehensive plan will suggest areas that are suitable for annexation. If the community is faced with annexations outside of this boundary, we suggest that the developer be responsible for providing a third party fiscal analysis and suggesting ways in which any infrastructure or operating inefficiencies could be mitigated.



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KORNFELD



G R O U P

RETAIL POSITIONING RECOMMENDATIONS

To: Clint Kinney, City Manager, Fruita, Colorado Ford Frick, BBC Research & Consulting

From: Brad Kornfeld, Kornfeld Group

Date: November 7, 2007

Re: City of Fruita Retail Positioning

Per your request, this Memorandum briefly summarizes my investigations and opinions regarding the City of Fruita's general retail development prospects and specifically, prospects for attracting a new grocery store or enlarging the existing City Market.

OBJECTIVE

On November 1, 2007, I meet with Ford Frick (BBC Research & Consulting) and examined the Fruita City Market grocery store, other possible retail sites in Fruita, competitive grocery outlets in Grand Junction and competing retail development sites in Grand Junction. The purpose of my engagement was to offer a knowledgeable third party opinion as to the viability of the existing Fruita City Market location, the desirability of the current site and the prospect for additional grocery store development.

In the course of afternoon discussions with the Comprehensive Plan Committee, I also offered opinions on the draft community comprehensive plan as it defined locations for new retail centers that might emerge on the expanding north and east sides of the community.

My opinions on these issues are based largely on my past experience in the retail development and retail management business along with observations from our November 1st tour and our committee discussions.

Overview Regional and national retailers that might would evaluate the Fruita retail market will look broadly at Fruita, western Grand Junction and the surrounding unincorporated area that looks to Fruita for convenient retail and services—in essence the Fruita trade area.

With the continuing rapid growth in the area as a result of energy development, it is expected that additional retail demand will develop in line with population growth. That said, Grand Junction already has experienced a boom in retail development and travel patterns and anecdotal data suggests that a large share the Fruita retail market is captured in Grand Junction. We saw many new retail developments, including a Wal-Mart Supercenter and Lowe's, a new Safeway-anchored center in the northeastern part of the city, a new Kohl's along 24th north of Mesa Mall and other new or newer retail centers. Retail in Grand Junction appears to be clustered near Mesa Mall and to the west, along Highway 50 / 6.

Future development will likely occur along 24th between the Kohl's to the south and up to the I-70 interchange. There are several large parcels along 24th that can accommodate large-format retailers, and there are reports of discussions with numerous retailers including City Market and Costco. All of these vacant parcels had signs marketing commercial development opportunities. The northeast quadrant of I-70 and 24th advertised a future Dillard's-anchored retail development to be constructed by OPUS. City Market is well-represented in the Grand Junction market. Their stores ranged from updated outlets to older stores, and they are spread out throughout the community. The most notable Albertson's location is along 340 / Broadway in the southwest section of the city, and Safeway recently opened a new store outside of the Fruita trade area on the northeast side of the city. Fruita is a distinct community to the west of Grand Junction, with a population of about 9,000 residents. There are reportedly 5,000 additional residents that live in the unincorporated area north and west of the city that might view Fruita as the most convenient retailing center. The community has been growing steadily over the past five years at about 3-5 percent per year. The town's sole grocery store is a City Market located at the gateway to downtown and with direct interstate access. While the store could be visible from the highway, it sits below the roadway and thus far has made no efforts to aggressively address the highway. The store is approximately 40,000 square feet and has not been updated recently. Despite the aging look of the store, it was well-stocked and appears to be very busy. Directly across the street, construction is under way on a new Walgreen's. The added competition should create some price pressure on City Market and may motivate City Market to improve its appearance. The immediate adjacency of the two stores is a best-case scenario for the town and shoppers because it creates direct competition. A competitor farther away would not necessarily impact sales as significantly.

Downtown Fruita has growth potential with interesting, older buildings, good access and visibility. Across the highway, Kokopelli is a relatively new development, which appears to lack a clear retail anchor and is difficult

to interpret, in part, due to poor signage. Kokopelli offers an eclectic mix of retail, motel and service uses. Notably, however, two Grand Junction retailers have opened additional stores in this project. The success of these operations is unknown.

I was provided with a draft of The City of Fruita's Framework Plan for my impressions and reaction. This plan contemplates several commercial centers, including downtown, 19 ½ Road, Loma, and several commercial pods north of L Road of varying sizes.

Opinions

Fruita should not expect significant additional new retail development in the near future. The principal factors limiting the potential for new retail growth are the city's relatively small population base; its close proximity to Grand Junction; the fact that approximately 80% of the city's population commutes to Grand Junction for work; the large and appealing retail base in Grand Junction; and the availability of future sites for new development in Grand Junction. Retail demand for the area will be met first in Grand Junction, as the existing retail base creates a strong regional draw that Fruita cannot realistically compete against. New large-format development will occur along 24th and in other locations before migrating west along I-70 to Fruita's eastern boundary. However, over time, I would expect demand to do just that, putting into play the 19 ½ Road site or nearby sites in eastern Fruita. A stand-alone development in Fruita would not create a strong enough draw to lure shoppers away from the broader Mesa Mall retail corridor in the near future.

City Market has an excellent location within Fruita that should be solidified. Conversations with City Market real estate executives confirm their desire to remain in their current location as well as their interest to expand the store. Updating and expanding City Market, along with the forthcoming Walgreen's development, will preserve the retail function of the city's core, avoid a large vacant building that would likely be filled with an inferior use, and potentially anchor a retail renaissance of downtown. From a broader community planning perspective, I suggest focusing on downtown first by leveraging on the Walgreen's/ City Market core and planning for additional restaurants, retailers and service providers that will be

attracted to the area. Researching what residents are spending their money on and then assisting property owners or developers in aggressively seeking retailers in those categories to open in downtown would improve the area's retail performance. The objective is to capture as much retail spending as possible and to minimize leakage to Grand Junction and elsewhere. It is unrealistic to expect to import many retail dollars into the area beyond what is taking place currently.

In my opinion, the Kokopelli development will eventually fill-in and add additional retail synergy to the area. It would behoove the community to look closely at the parcels near the intersection of 340 and Highway 6 to determine if any community actions, such as streetscape investment, intersection improvements, public parking or parcel consolidation, could stimulate further downtown development in the general area around Walgreen's and City Market.

The I-70 / Loma interchange will eventually respond to market changes and will see a commercial proposal when traffic counts warrant new development. Due to the activity taking place to the north and the increasing traffic along this corridor, this site will function independently of what occurs in Fruita. I would not expect a large commercial retail development aimed at the population of either Fruita or Grand Junction. Rather, I would anticipate service and convenience retail with a strong emphasis on automotive access because there is not a large population base around the area. Any successful development at this location must maximize drawing vehicular traffic from this interchange.

Finally, the retail component of the proposed commercial centers scattered throughout the area north of L Street are not recommended as proposed in the Framework Plan. It is not realistic to anticipate approximately four successful commercial developments based on the likely residential density. As Fruita develops over the next decade, there will be demand for commercial space outside downtown and off the interstate. I recommended maintaining maximum flexibility to allow for some north side and east side commercial space as the market matures. I advise against identifying specific locations, and instead reacting to how the area develops. Ultimately, roadway traffic volumes and residential density will determine the

timing and level of commercial demand. Initial demand is most likely to occur at the key arterial corners, but all of this is difficult to anticipate with accuracy in an area that is just beginning to develop and is controlled by multiple parties. Within the northern growth area, it is possible that there will be one central retail core with development on more than one corner. Another scenario is two retail centers—one to the west and the other to the east. This northern area will be the last to emerge as a viable retail market because considerable residential development is required before retail development will respond.

