LAND USE AND ZONING

BACKGROUND
The Clifton-Fruitvale planning area is about 3,962 acres (6.2 sq. miles) with a population of 14,000 residents. The density of the area is 2,258 persons per square mile which is higher than any other area of Mesa County. Paradoxically, about 1/3 of the planning area -- East of 33 Road -- is still rural, agricultural and largely underdeveloped; it is not served by a sewer system. The underdeveloped area contains rural residences, small farms, home based businesses, and a few large-lot subdivisions.

Beginning in early 2008 the Clifton Sanitation District will begin to provide sewer service to the approximate 800 acre underdeveloped area east of 33 Road. The new service will have a major influence on the type and density of development that is practical and desirable in this part of the planning area; also, it will have a significant influence on the social and economic fabric of the Clifton-Fruitvale community as well as the overall image and character of the community as it develops.

FUTURE LAND USE
A majority of the existing Clifton-Fruitvale neighborhoods are already built out, the areas that are not yet developed are recommended for residential uses. Much of the area on the adopted Future Land Use Map is designated “Residential Medium High” with densities between 8 to 12 dwelling units per acre and “Residential Medium” with densities of 4 to 8 units per acre. In addition to the large amount of Medium High and Medium density there is more than 800 acres of AFT – rural, agriculture land on the east edge of the plan area and most of it is still underdeveloped (vacant). There is a large node of commercial land use at the intersection of I-70 B Frontage Road and F Road.

CHANGES TO THE FUTURE LAND USE MAP
Changes to the Future Land Use Map include a mix of use future land use classifications. This plan places an emphasis on Residential Medium and Residential Low density classifications to create an overall balance of density between existing (higher) and new (medium to low) residential classifications.

The majority of changes to the Future Land Use Map are in the area east of 33 Road (the largely rural/underdeveloped “expansion area”) that was previously designated Rural. The Future Land Use Map in this plan now recommends several land use classifications - Residential Low, Residential Medium Low, Residential Medium, Commercial, Mixed Use, and Park.
The Residential Low classification is recommended along the east edge of the planning area – 33 ½ Road east to the Palisade Buffer. The Low classification extends to the west on both the north and south end of the planning area. Also, Residential Low uses are recommended for the center of the planning area – 33 ½ west to 33 Road. The land that encompasses this classification creates a transition from lower density on the east to higher density on the west. There were 972 acres formerly classified as Rural (1/dwelling unit per 5 acres) which are now designated Residential Low (1/dwelling unit per .5 to 2 acres).

The Residential Medium Low classification is recommended for the center of the planning area – 33 ½ west to 33 Road. The land that encompasses this classification creates a transition from lower density on the east to higher density on the west. There were 1061 acres formerly classified as Rural (1dwelling unit per 5 acres) which are now designated Residential Low (2 to 4 dwelling units per acre).

Residential Medium uses are recommended for two locations. One is along US Highway 6 & 50 north of the railroad overpass, and the second is on the south east corner of 33 and E ¾ Road. There were 40 acres formerly classified as Rural (1dwelling unit per 5 acres) which are now designated Residential Medium Low (4 to 8 dwelling units per acre).

Commercial uses are recommended for the area west of I-70 B, north of the Price Ditch, south of the Government Highline Canal, and west to the 32 ¾ Road alignment. There were 38 acres formerly classified as Rural (1dwelling unit per 5 acres) which are now designated commercial.

Commercial/Industrial (C/I) – Commercial industrial type uses are recommended for the area west of I-70 B, north of the Government Highline Canal, south of I-70, and west to the 32 ¾ Road alignment. There were 32 acres formerly classified as Rural (1dwelling unit per 5 acres) which are now designated C/I.

Mixed Uses are recommended for the northwest corner of F and 33 Road; the southeast corner of F and 33 Road; and the intersection of F and 33 ½ Road. Currently there is not a mixed use classification, implementation of this plan will create the zone district along with its development standards and criteria. There were 55 acres formerly classified as Rural (1dwelling unit per 5 acres) which are now designated mixed use.

Park Uses are recommended throughout the area. Park uses may be public or private and include a wide range of recreation uses (golf courses, water parks, etc.). The exact number of acres of park space is not being recommended; however, national standards for park space will be used as a guide for the area as it develops.

The Future Land Use Map reflects more precisely the locations of the land use categories and adjacent land uses.
TRANSFER OF DEVELOPMENT RIGHTS/CREDITS

Mesa County is creating a Transfer of Development Rights/Credits Program specifically for the Clifton-Fruitvale Plan. The Receiving Area for Transfer of Development Rights/Credits (TDR/S) will be any property in the “eastern expansion” area of the Clifton-Fruitvale planning boundary that has a future land use classification of Residential Medium Low or Residential Medium. Densities of up to 4 to 8 units per acre are encouraged for these classifications and can only be achieved through the TDR/C program and implemented through the use of a PUD. The sending area is limited to the Palisade Community Separator (Buffer Zone) only. There are 330 acres that could receive TDR/Cs.

The Future Land Use Map reflects more precisely the locations of the Transfer of Development Rights/Credits program boundaries and adjacent future land use classification land uses.

Future Land Use Map
TRANSFER OF DEVELOPMENT RIGHTS/CREDITS

POTENTIAL RESIDENTIAL BUILD OUT
The residential future land use classes depicted in the map indicate a range of density associated with each classification. Estimating the build-out of the expansion area is based on a low, medium, and high scenario (depicted in the following table). The total build-out number reflects the potential number of dwelling units – not population. The total (potential) build-out population for the area is discussed in the Demographic section of the plan.

<table>
<thead>
<tr>
<th>CLASSIFICATIONS IN EXPANSION AREA</th>
<th>DWELLING UNITS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>ACRES</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>45.8</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>48.1</td>
</tr>
<tr>
<td>Commercial-Industrial</td>
<td>31.5</td>
</tr>
<tr>
<td>Residential Low</td>
<td>770</td>
</tr>
<tr>
<td>Residential Medium Low</td>
<td>216.5</td>
</tr>
<tr>
<td>Residential Medium</td>
<td>39.7</td>
</tr>
<tr>
<td>TOTALS</td>
<td>1152</td>
</tr>
</tbody>
</table>
ZONING
The Future Land Use Classification Map is implemented through the County’s Zone Map and Land Development Code. The various zoning districts (as they correspond to future land use classifications), set forth the legal terms and conditions for development densities, patterns, standards, and land use activities. The legal framework of zoning and land development code is intended to create an organized, well-planned community that sustains fiscal responsibility, and responds to development in the best interest of the community and promotes the safety of all residents.

An analysis of the existing zoning districts in the planning area reveal that about one-third of the planning area is zoned Agriculture Forestry Transition (AFT). Of that, about one-quarter is vacant which means there is a large area of undeveloped land in the planning area.

The revised future land use classification for the land that is currently zoned AFT is recommending Residential Medium, Residential Medium Low, and Residential Low densities, which is a significant increase in density from the existing zone district which permits one dwelling unit per 5 to 35 acres depending on the ability to meet development criteria. The zone districts that implement the Residential Medium classification are RSF-4, RMF-5, and RMF-8, while the zone districts that implement the Residential Medium Low classification are RSF-2 and RSF-4, and the zone districts that implement the Residential Low classification are RSF-E, RSF-1, and RSF-2.

<table>
<thead>
<tr>
<th>Zoning District</th>
<th>Total Acres</th>
<th>Vacant Acres</th>
<th>% Vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFT</td>
<td>1773</td>
<td>518</td>
<td>29.2</td>
</tr>
<tr>
<td>RSF-R</td>
<td>234</td>
<td>73</td>
<td>31.2</td>
</tr>
<tr>
<td>RSF-E</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>RSF-1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>RSF-2</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>RSF-4</td>
<td>859</td>
<td>168</td>
<td>19.6</td>
</tr>
<tr>
<td>RMF-5</td>
<td>84</td>
<td>21</td>
<td>25.0</td>
</tr>
<tr>
<td>RMF-8</td>
<td>625.5</td>
<td>11.5</td>
<td>1.8</td>
</tr>
<tr>
<td>RMF-16</td>
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<td>0</td>
</tr>
<tr>
<td>RMF-24</td>
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<td>0</td>
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<tr>
<td>PUD</td>
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<td>0</td>
<td>0.0</td>
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<tr>
<td>R-O</td>
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<td>0</td>
<td>0</td>
</tr>
<tr>
<td>B-1</td>
<td>2.4</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>B-2</td>
<td>3.6</td>
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<tr>
<td>C-1</td>
<td>6.8</td>
<td>1.4</td>
<td>20.6</td>
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<tr>
<td>C-2</td>
<td>129</td>
<td>21</td>
<td>16.3</td>
</tr>
<tr>
<td>I-1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>I-2</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
The “expansion area” alone will add an additional 1224 acres of newly available zoning classifications that are of higher density than that of the existing AFT 5-35 density. The following is a summary of acreages by Future Land Use class throughout the plan area.

- 795 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated Residential Low (1 dwelling unit per .5 to 2 acres).

- 264 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated Residential Medium Low (2 to 4 dwelling units per acre). Transfer of Development Rights/Credits are required to obtain the maximum density.

- 40 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated Residential Medium (4 to 8 dwelling units per acre). Transfer of Development Rights/Credits are required to obtain the maximum density.

- 38 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated commercial.

- 32 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated C/I.

- 55 acres formerly classified as Rural (1 dwelling unit per 5 acres) which are now designated mixed use.

The Future Land Use Map depicts a mix of land use classes including a new classification – Mixed Use. Mixed Use areas are centers where higher density development, redevelopment, and/or a broader spectrum of land uses are encouraged. Mixed Use areas located at or near interchanges and the intersections of major thoroughfares are intended to maximize the economic development potential of these areas by providing areas primarily for more intensive commercial, office, and limited industrial purposes. Mixed Use areas are intended to provide flexibility in design and land uses in order to protect and enhance the character of the area. Moderate to high density residential uses could be encouraged in mixed use areas where such development would complement and be harmonious with existing and potential development. Mixed use areas are intended for and depend on high density and concentrated areas of activity. Pedestrian oriented circulation, linkages, and trails are an essential design element of mixed use developments. The human interaction and proximity to concentrated activities is what makes the mixed use successful.
RESIDENTIAL
The Clifton-Fruitvale planning area contains a mix of housing types; however, it also has a large amount (22%) of multi-family housing units. As a result, the planning area has the highest population density per square mile of any area in Mesa County. The density is comparable to urban densities. Future Land Use Classifications and related zoning will emphasize a mix of housing types and densities in an attempt to provide a more balanced overall community structure.

Within the planning area there are scattered historic structures. The County will explore opportunities to combine development efforts with historic preservation. The County will place priority on preserving existing residential structures of historic value.

Housing
Mesa County’s housing strategies, within this plan, are intended to produce positive outcomes for housing prices, availability and choice; availability of housing for an income-range of households; and neighborhood stability.

Single family
The plan area contains 2,362 single family housing structures which is about 78 percent of the housing types in the plan area.
Multi-family
The plan area contains 661 units multi-family housing structures or about 22 percent of all the housing types in the area.

Manufactured homes
The plan area contains 128 manufactured homes or 4 percent of all the housing structures in the area.

NON-RESIDENTIAL
Clifton-Fruitvale is strategically located along I-70 and State Highway 141 which will present numerous opportunities and challenges for economic/business development as the community grows. Currently the economic base of the planning area is a fairly narrow mix of basic and non basic industries. The strongest sector of the economy is the service sector while, the least robust sector of the economy is manufacturing. The largest declining sector is Finance, Insurance, and Real Estate (FIRE).

The Employment-Economy chapter of this plan explains, in detail, the composition of the area’s economy, current trends, and overall strengths and weakness. This section of the Land Use and Zoning chapter limits its review and recommendations to a narrow set of land use classifications and their influence on the community. Those classifications are commercial, industrial, and agriculture and are described as follows.

Commercial
Commercial is CI – commercial type uses are recommended for the area west of I-70 B, north of the Price Ditch south of I-70 and west to the 32 ¼ Road alignment. The availability of commercial-industrial land has been expanded. The area described above was expanded from 41 acres to 77 acres with the desire to create a business park environment for light commercial activities.

Retail
The Clifton-Fruitvale planning area offers a variety of retail space, ranging from the region-serving Peach Tree Mall and medium box centers such as Murdocks, to numerous neighborhood serving strip centers with less than 50,000 total square feet. Mesa County inventoried 96 properties totaling approximately 781,767 square feet of retail space. Most of that space is primarily located along the I-70 B business corridor. Retail space along F Road in and near the old Clifton downtown area tend to be in older buildings and centers, but hold great potential for revitalization.

A shift-share analysis of the retail sector of the economy indicates that it is a non-basic employment sector, which means it does not export goods and employees to outside markets. It is not an economic strength for the
area. Similarly, it is a declining sector of the economy for the County and the State. Investment in this sector of the economy would not likely return positive results. Focus of economic activities should be on maintenance of existing retail activities. Opportunities to promote value added agricultural products such as wine and fruit products; construction related businesses, entertainment and cultural businesses, and recreation centers/parks/operations are some examples of what may work for the area.

**Wholesale**
This sector is declining slightly in the State and in Mesa County; however, it is increasing in the Clifton-Fruitvale planning area. It may or may not have export goods and employment. Public and private investment in this sector of the economy should be studied carefully before any activity is promoted, it may not return positive results. The focus of economic activities should be on maintenance of existing wholesale activities and perhaps a more detailed study to determine the best strategy for economic development within this sector of the economy. Existing industry that would likely benefit from development efforts includes: construction related businesses, storage/shipping operations, and transportation related businesses.

**Services**
The service sector of the local economy is the largest economic sector within the planning area. This sector of the economy is increasing modestly within the State and in Mesa County. It generates the most employment within the planning area and likely has export goods and employment. The largest component of the service sector is the food service industry. The likely focus of development of the service sector should be to diversify and promote other professional services, which would make it even stronger. Potential opportunities include medical services, retirement associated business, artisans, crafts persons, or tourist/recreation related businesses.

**INDUSTRIAL**
The industrial component of the Clifton-Fruitvale economy is loosely made up of several sectors of the North American Industry Classification System (NAICS) Codes, including; mining, construction, and manufacturing. These three sectors show mixed indicators of being basic or non-basic within the State, County and local economy. Mining is experiencing a surge in employment while construction and manufacturing are experiencing a decline in employment. These sectors may or may not have export goods and employment.

Public and private investment in these sector of the economy should be studied carefully before any activity is aggressively promoted. The focus of economic activities should be on maintenance of existing activities. Industrial opportunities
may include construction yards, furniture and related product manufacturing, winery, specialty trade contractors, and support activities for mining.

**AGRICULTURAL**

There has been a modest increase in the agricultural sector of the economy – largely due to a recent development of a winery and associated retail shop. This sector of the economy is declining rather significantly at the State and County level according to 2000 and 2005 Census data. Locally, the sector may be a basic segment of the economy but caution is urged when developing plans to increase investment strategies. Agricultural activities should be viewed in context of tourism opportunities, industrial opportunities and related value added products.

**Religious Facilities**

There are 16 religious facilities in the planning area. There are three religious facilities located in the Central Clifton neighborhood; the South Clifton neighborhood has one facility; in the North East Clifton neighborhood there are no facilities; two religious facilities are within the Rocky Mountain neighborhood; five facilities are located in the South Fruitvale neighborhood, including a private Christian school; and in the North Fruitvale neighborhood there are five religious facilities.

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**Land Use and Zoning Key Issues and Public Comments**

- Support growth in this area
- Want some lower density new development
- This area of the county should not be strictly high density
- Support Riverfront trail and community open space/park system on the river
- Need more business and retail zoning
- May be a need for more heavy commercial/light industrial zoning
- Potential to urbanize area between buffer area and Clifton. Appropriate uses?
- Primarily a bedroom community
- Code enforcement
- Rezone for non-residential uses
- Historic structures/sites
- Infill opportunities
- Potential for Transferable Development Rights program – Sending & Receiving areas - to achieve higher densities
- Perceived lack of community/neighborhood pride - in key areas
- Limited medical facilities close by.
- Need a plan to upgrade public image of Clifton
- Put in flowers
- Dress up, improve, enhance the entrance into Clifton from I-70
- Willing to serve on a committee to improve the area, the community has a lot of potential