



Grand Junction Planning Commission

Regular Session

Item #1.

Meeting Date: February 9, 2021

Presented By: Trent Prall, Public Works Director, Michelle Hansen, David Thornton, Principal Planner

Department: Community Development

Submitted By: David Thornton, Principal Planner

Information

SUBJECT:

Consider a request by the City of Grand Junction to adopt the Patterson Road Access Control Plan (ACP), as Volume III, Title 38 of the Municipal Code. | [Staff Presentation](#) | Phone-in comments dial **1205**

RECOMMENDATION:

Staff recommends approval.

EXECUTIVE SUMMARY:

In 2020, the City engaged Stolfus and Associates to study and prepare an Access Control Plan (ACP) for the 7.0-mile Patterson Road corridor within the City limits.

The goal of access management is to optimize the performance of the corridor, improve the level of safety, reduce traffic congestion, and improve the overall functionality. The ACP works to plan, coordinate, regulate, and design access to and from adjacent property including future development.

Throughout 2020, Stolfus' work inventoried access points, count traffic, determined existing and future traffic demands, performed a safety analysis for Patterson Road and prepared a draft Plan that was presented to City Council at the August 3, 2020 Workshop. A public open house was held on October 1, 2020 and the final document was publicly reviewed through GJSpeaks. Virtual one-on-ones were held January 13,

2021 along with follow-up phone calls to concerned property owners to discuss individual access related concerns. The proposed final draft Plan was presented to City Council at the February 1, 2021 Workshop.

Upon adoption, the Patterson Road Access Control Plan (ACP) becomes a new Plan to Volume III of the Municipal Code and will become Title 38. The One Grand Junction Comprehensive Plan and all other adopted Plans by the City are elements of Volume III titled "Comprehensive Plan" and thus codified in Volume III. The proposed final Patterson Road ACP will be presented for adoption.

BACKGROUND OR DETAILED INFORMATION:

BACKGROUND

The City engaged, in January of 2020, the consulting firm Stolfus and Associates to prepare an Access Control Plan (ACP) for Patterson Road. The purpose of the ACP is to provide effective access to properties and public street connections to Patterson Road.

The ACP works to coordinate planning, regulation, and design of access to Patterson Road from adjacent property including future development. The plan involves the systematic control of the location, spacing, design, and operation of driveways, median openings, and street connections. The ACP defines existing and future access locations and configurations (movements allowed), with consideration for circulation and alternative access opportunities. It is a long-range planning document that identifies access conditions that will be implemented as roadway corridor and land-use characteristics change. Similar studies have been developed by CDOT throughout the state and it has been demonstrated that access-managed corridors not only preserve the transportation functions of roadways, but also help preserve property values and the economic viability of abutting developments.

The study area consists of approximately seven miles of Patterson Road (F Road) between I-70B (23.75 Road) and Lodgepole Street (30.75 Road) within the City limits. The segment on the east end that extends beyond City limits is controlled by Mesa County and not included in this plan. In general, land use within the city limits is suburban in nature with residential and commercial uses. There are currently 284 access points on Patterson Road within the study area. A majority of access points are full movement. The access points are classified as follows:

- 15 Signalized public road intersections (29 access points)
- 54 unsignalized public road intersections (62 access points)
- 2 unsignalized private road intersections (2 access points)
- 81 business access points

- 93 residential access points
- 17 maintenance or field access points

Since its construction in 1984, Patterson Road has served as a critical part of Grand Junction's transportation system. It serves as a major east-west arterial corridor and is an important public resource. Effective access management is essential in order to optimize the performance of the road to improve the level of safety, reduce traffic congestion and improve the quality of the corridor.

PUBLIC OUTREACH AND ENGAGEMENT

One key component to a successful ACP is ensuring that the general public, business owners, and property owners have had opportunities to offer their input. Stolfus and Associates worked over the last year to inventory access points, determine existing and future traffic demands, and perform a safety analysis for the Patterson Road corridor. In July 2020, they prepared a draft plan that included overall project goals.

While the project team ensured that the draft ACP was sound from a transportation engineering perspective, public input is critical to making sure the ACP considers property owner concerns, to the extent feasible. To facilitate this, the first public open house was held on October 1st. Over 800 bilingual (English and Spanish) postcards were mailed to property owners and residents/ business owners abutting and near the corridor. Additionally, bilingual newspaper advertisements were placed, and the City's social media accounts were utilized to distribute information. Even with the COVID-19 Pandemic, 30 people attended the October 1st in-person open house and numerous comment forms were received.

To accommodate those who were unable to attend this open house, all exhibits, and a supplemental video were made available on GJSpeaks.org. Bilingual comment forms and answers to frequently asked questions were also available on the website.

At the open house, attendees with more complicated issues were encouraged to sign up for one-on-one meetings with the project team. City staff simultaneously identified other properties where one-on-one meeting may be beneficial. The project team has contacted those property owners and met with them.

Based on these various stakeholder, one-on-one and open house comments, there were several revisions that were made to the ACP. Revisions to the ACP included those access points that may remain open with a raised median along Patterson Road, but be required to close if a property/site redevelops. This distinction is especially important on sites such as existing fuel stations where large trucks require two access points.

With a new revised draft ACP, a second public open house was held, this time virtually

for a week between January 6th and 12th. Bilingual notice was mailed a second time to property owners and residents/business owners abutting and near the corridor. The new draft ACP was prepared and presented to the public for additional review and comment. The virtual open house utilized GJSpeaks.org as its platform where all plan documents were available to view and comments could be submitted giving the public the entire week to participate. There has been a total of 14 webpage views and the informational videos have been viewed 71 times by the public.

Participants with more complicated issues were encouraged to sign up for 30-minute one-on-one meetings with the project team on January 13, 2021. There were ten people that signed up for these Zoom virtual meetings. Additionally, phone calls were made to other concerned property owners and with those the project team had already met with, to resolve questions and obtain feedback. All new comments received were reviewed and considered in the preparation of the final plan.

The Planning Commission reviewed the draft ACP in a workshop on December 3, 2020 between the two open houses. They will hold a public hearing and consider a recommendation for adoption of the Plan in a public hearing on February 9, 2021. City Council will review the draft ACP in a workshop on February 1, 2021. City Council first reading is currently proposed for February 17th with 2nd reading and public hearing and consideration for adoption of an ordinance at the March 3rd City Council meeting.

ACCESS MANAGEMENT BENEFITS

The Street Plan Functional Classification Map within the Grand Junction Circulation Plan (GVCP) identifies the corridor as a Minor Arterial from I-70B (23.75 Road) to 25 Road and a Principal Arterial from 25 Road to Lodgepole Street (30.75 Road). Arterial roadways are considered higher order roadways that carry large volumes of traffic and have limited access. Implementing access management along Patterson Road will help the City by preserving and improving traffic operations along the corridor. By preserving the capacity of Patterson Road, more traffic can be carried throughout the corridor without the construction of additional travel lanes.

Access management provides the means to balance good mobility along a roadway with local access needs of businesses and residents. Many long-term benefits to a corridor include:

- Limiting full movement access within a corridor favors through movements and strategically identifies locations for vehicles to enter and exit the corridor.
- Congestion is reduced, lessening travel times and providing smoother traffic flow.
- Reduces or prolongs the need to add additional thru lanes as traffic increases.
- Reduced congestion results in less air pollution.
- It has tremendous safety benefits. Studies have shown a 30% to 60% reduction in crashes on roadways where access management techniques are implemented.
- Access management is also good for business, providing safe access to customers

and retaining more of a community's original market area.

ACP Study Purpose and Goals

The purpose of this study is to coordinate development and growth anticipated in the area with the transportation needs for the local community and traveling public with the intention of improving safety and maximizing the life of the four-lane section along Patterson Rd. The goals for the project are as follows:

1. Provide effective and efficient through travel for traffic on Patterson Road utilizing the existing right-of-way and identify where additional right-of-way is needed.
2. Provide safe, effective, and efficient access to and from Patterson Road for businesses, residents, and guests to support the economic viability of the City.
3. Maintain compatibility with existing and proposed street network connections that provide local circulation to support the transportation system.
4. Support alternative modal choices, including transit, pedestrian, and bicycle routes.
5. Provide a plan that can be implemented in phases.
6. Maintain compatibility with previous local planning efforts. Such as, the Grand Junction Circulation Plan, Ballot 2A measure, and the One Grand Junction Comprehensive Plan.

PLAN DEVELOPMENT AND APPROACH

The existing physical and operational characteristics of Patterson Road were investigated. Then, future physical and operational characteristics were projected for a 20-year planning period based on anticipated growth in the area. The ACP was created using input from City staff, private property owners, and the general public.

To achieve the project goals, various changes to the existing Patterson Road corridor are recommended, including:

- Restriction of numerous full movement access points resulting in right-in/right-out and $\frac{3}{4}$ movement (left-in, right-in/right-out) accesses.
- Limitation of full movement access to major signalized intersections.
- Reduction of access to one location per ownership and where feasible, shared between adjacent properties.
- For properties located adjacent to Patterson Road, access points may be relocated to lower order streets, where reasonable access can be preserved.
- Out of direction travel will be limited in general to a maximum distance of one mile ($\frac{1}{2}$ mile each direction). Out of direction travel is the distance needed to reach an access that has been obstructed by a center median compared to the distance needed on an undivided street.

The recommended changes to Patterson Rd will result in the following benefits:

- a 60% reduction of vehicle conflict points, which correlates to a reduction in crashes.
- a 45% reduction in conflict points for pedestrians and cyclists traveling on Patterson Rd.
- improved travel time in both directions during morning and evening peak periods.

- the addition of auxiliary lanes at major intersections to safely separate turning movements and through movements and allow through movements to travel unimpeded.
- retention of business market area over time by reducing congestion.
- increased fuel efficiency the traveling public and improved air quality by providing smoother traffic flow.

In addition to the recommended changes, several new local streets are proposed. These alternative streets provide additional circulation opportunities that will reduce local dependence on Patterson Rd by providing alternatives for restricted left-turn movements and reducing traffic at high-demand intersections.

CORRIDOR IMPROVEMENT PRIORITIES

A base level review of corridor traffic safety and operations was conducted to support the ACP. Using a 2045 horizon year, traffic demand on the corridor is generally expected to increase by 33% in the morning peak hour and 24% in the afternoon peak hour. Since there are no well-established methods of estimating future crashes, data from 2014 to 2018 was used to evaluate existing intersection safety.

Patterson Rd intersections with the highest traffic safety and operations improvement priorities are at 25 Rd and N 12th St. The Patterson Rd segment with the highest priority for implementation of the ACP with a raised median is from 24 ½ Rd to 25 Rd due to the elevated number of driveway crashes.

Other locations on the corridor that show a high potential for crash reduction include the Patterson Rd intersections with 24 Rd, Market St, 24 ½ Rd, 25 ½ Rd, N 1st St, N 15th St, 28 ¼ Rd, 29 Rd, 29 ½ Rd, and 30 Rd. Implementation of the ACP with a raised median between 25 Rd and 12th St has a high benefit due to the number of driveway crashes recorded. Thirteen intersections on the corridor meet requirements for additional right or left turn lanes.

Other findings and recommendations for the corridor include the following:

- Alternative intersection types were considered, but it is recommended that the intersection at 24 Rd remain a conventional signalized intersection, with an additional northbound thru and eastbound left turn lane constructed to help traffic operations.
- Elimination of the traffic signal at Market St was considered because of its close proximity to 24 Rd, but due to the resulting impacts and in consideration of the potential relief that a future extension of F 1/2 Rd as a principal arterial would provide, it is recommended that the Market St intersection remain signalized.
- Restricting the 15th St to ¾ access was considered, but since the signal serves pedestrian movements and as a relief valve to 12th St, it is recommended to remain as is.
- Conduct further analysis to identify mid-block crossing locations that support

pedestrian accessibility and transit access.

- Adopt alternative road connections into the City of Grand Junction's Street Plan Functional Classification Map as part of the Grand Junction Circulation Plan.

IMPLEMENTATION CONDITIONS

The improvements recommended in the ACP represent a long-range plan to implement over time as traffic and safety needs arise and as funding becomes available.

Construction of the improvements recommended may be completed using public and/or private funding. The following scenarios will trigger construction.

1. A property redevelops or changes use, resulting in an increase in traffic to and from the site of 20% or more.
2. Planned publicly funded project by the City.
3. A safety or operational issue develops that can be mitigated through the implementation of access management techniques consistent with the ACP.

It is important to remember that implementation of improvements recommended in the ACP will only occur with one of the triggers listed above. Without one of these scenarios, the ACP does not compel a property owner to make access changes.

CONCLUSIONS

Traffic demand on the Patterson Rd is expected to increase by 24% to 33% over the next twenty years challenging the future functionality of the corridor. Access management has been proven both nationally and statewide to effectively preserve the transportation function of arterial roadways by optimizing the performance of the road to improve the level of safety, reduce traffic congestion and preserve property values without constructing major arterial improvements. The findings of this study indicate that applying access management techniques along Patterson Rd, including the implementation of a raised median, addition of auxiliary lanes, and the consolidation of driveways, will significantly reduce conflict points for vehicles, pedestrians, and cyclists, which correlates to reduced crashes and improved safety. In addition, smoother traffic flow and improved travel times will extend the life of the existing four-lane section on Patterson Rd. Prolonging the need for additional through lanes along Patterson Rd will result in taxpayer savings and reduced impacts to adjacent properties and businesses.

The proposed ACP and associated alternative routes provide the City with a corridor-wide vision for how to coordinate development and growth with the transportation needs on Patterson Rd. The ACP will provide clear expectations for access for both City staff and property owners/developers as land-use changes are proposed and public projects are developed. To provide for commitment to the access modifications and circulation routes recommended by this study, it is recommended that City adopt the ACP for Patterson Rd, as well as the proposed alternative routes. The ACP identifies access locations and levels of access by reference point for Patterson Rd

within City limits. The ACP Table, which provides detailed conditions and requirements for each access point, is included in Appendix F. In recognition of the plan's long-range nature and the potential for conditions to change over time, the City should view this plan as a living document that can be amended to best meet future conditions and priorities for the City.

The Patterson Road Access Control Plan will become Title 38, Volume III, of the Municipal Code. It is a standalone plan in Volume III that houses the various land-use related adopted planning documents of the City. The Plan is attached to this staff report and is proposed to be adopted by Ordinance in its entirety.

IV. NOTIFICATION REQUIREMENTS

Published Notice was completed consistent to the provisions in Section 21.02.080 (g) of the City's Zoning and Development Code. A notice of the public hearing was published February 2, 2020 in the Grand Junction Sentinel. Mailed notice and posting are not required for Comprehensive Plan Amendments.

V. ANALYSIS

The Patterson Road Access Control Plan will become Title 38 in Volume III, of the Municipal Code and one of many planning documents that support and implement the City's Comprehensive Plan. Pursuant to Section 21.02.130(c)(2) of the Grand Junction Zoning and Development Code, the City may adopt Plans consistent with the vision, goals and policies of the Comprehensive Plan and the following criteria for Plan Amendments are met:

21.02.130(c) Criteria

(1) The City may amend the Comprehensive Plan, neighborhood plans, corridor plans and area plans if the proposed change is consistent with the vision (intent), goals and policies of the Comprehensive Plan and:

Upon adoption, the Patterson Road ACP becomes a new Plan to Volume III of the Municipal Code and will become Title 38. The One Grand Junction Comprehensive Plan and all other adopted Plans by the City are elements of Volume III titled "Comprehensive Plan" and thus codified in Volume III.

This ACP is the first access control plan for Patterson Road and its need continues to grow as traffic increases with new development occurring along and in proximity of the corridor. Many Grand Junction residents and visitors use the corridor for their transportation needs. The ACP is supported by the recently adopted 2020 One Grand Junction Comprehensive Plan, in particular Strategy f under Goal 2 of Plan Principal 6 Efficient and Connected Transportation, which strategy states, "Access Management. -

Plan, implement, and support the development of Access Control Plans (e.g. Patterson Road and North Avenue)". The Patterson Road Access Control Plan Study is ready for adoption as a planning document implementing the City's Comprehensive Plan adopted December 16, 2020.

Additionally, the proposed ACP implements the 2020 One Grand Junction Comprehensive Plan in the following ways.

It furthers the planning that is needed to help support a resilient and diverse economy and plan for future key infrastructure projects. It helps plan for infrastructure including center medians that support urban development. It further plans for creating a safe, balanced, and well-connected transportation system complete with center medians, shared accesses and turn lanes to help capacity and safety. These are supported specifically by the Plan Principals, Goals and Strategies from the 2020 One Grand Junction Comprehensive Plan listed below.

Plan Principle 2: Resilient and Diverse Economy

Goal 6. Invest in key infrastructure that supports business.

Strategy: Continue to strategically invest in transportation and utility infrastructure to serve business and implement the Grand Junction Circulation Plan...."

The adoption of the Patterson Road ACP furthers the planning that is needed to help support a resilient and diverse economy and plan for key infrastructure projects.

Plan Principal 3: Responsible and Managed Growth

Goal 4. Maintain and build infrastructure that supports urban development.

The ACP helps plan future infrastructure including center medians that support urban development.

Plan Principal; 6: Efficient and Connected Transportation

Goal 1. Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes - Strategy f Complete Streets - subsection vi. Constructing center medians, shared accesses and turn lanes to enhance roadway capacity and safety.

Goal 2 Actively manage transportation systems and infrastructure to improve reliability, efficiency, and safety - Strategy f Access Management. Plan, implement, and support the development of Access Control Plans (e.g. Patterson Road and North Avenue).

Staff finds that the ACP is consistent with the vision, goals, principles and policies of the One Grand Junction Comprehensive Plan. This criterion has been met.

(i) Subsequent events have invalidated the original premises and findings; and/or

The Patterson Road corridor continue to see increases in traffic and public safety concerns. As it is implemented, the Patterson Road ACP will systematically control the location, spacing, design, and operation of driveways, median openings, and street connections to allow for safer and better traffic flow and provide effective access to properties and public street connections to Patterson Road. Existing traffic continues to increase and projected to further increase over the next 20 years. Today's traffic demand and increasing future traffic are subsequent events that support the need for the ACP study and establish an access control plan for the Patterson Road corridor.

Staff finds this criterion has been met.

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

As noted in criterion (i), the condition of the corridor or traffic increases in the Patterson Road corridor have changed and are predicted to increase in the future, supporting the ACP as an important Plan implementing the City's Comprehensive Plan.

Therefore, Staff finds that this criterion has been met.

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

This criterion is not applicable since the adoption is of an Access Control Plan and not about specific land uses.

Therefore, Staff finds that this criterion has not been met.

(iv) An inadequate supply of suitably designated land is available in the community, as defined by the presiding body, to accommodate the proposed land use; and/or

This criterion is not applicable since the adoption is of an Access Control Plan and not a land use map amendment.

Therefore, Staff finds that this criterion has not been met.

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

Access Control Plans work to coordinate planning, regulation, and design of access to properties along a corridor. The Patterson Road ACP involves the systematic control of the location, spacing, design, and operations of driveways, median openings, and

street connections and manages the road corridor to not only preserve the transportation functions of corridor, but also to help preserve property values and the economic viability of abutting developments. It optimizes the performance of the roadway to improve the level of safety, reduction of traffic congestion and is key in minimizing the need to add additional lanes of traffic (expansion from 2 lanes to 3 lanes each way) that would have a much greater impact to the corridor and adjacent properties.

Staff finds that this criterion has been met.

VI. STAFF RECOMMENDATION AND FINDINGS OF FACT

After reviewing the Patterson Road Access Control Plan, CPA-2021-17, a request by the City of Grand Junction to adopt the Patterson Road Access Control Plan (ACP), as Volume III, Title 38 of the Municipal Code, the following findings of fact have been made:

1. The proposed Access Control Plan is consistent with the goals and policies of the Comprehensive Plan.
2. At least one of the review criteria in Section 21.02.130(c)(2) of the Grand Junction Municipal Code have been met.

Therefore, Staff recommends approval.

SUGGESTED MOTION:

Mr. Chairman, on the Patterson Road Access Control Plan, CPA-2021-17, I move that Planning Commission forward a recommendation of adoption of the Patterson Road ACP as an element of the Grand Junction Comprehensive Plan and implementing the Comprehensive Plan with the findings of fact as listed in the staff report.

Attachments

1. Patterson Rd Access Study
2. Patterson Rd Access Study- Appendices
3. Proposed ordinance _ Pattterson Rd Access Control Plan