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City of Grand Junction Colorado

CITY COUNCIL AGENDA
WEDNESDAY, OCTOBER 16, 2019
250 NORTH 5TH STREET
4:00 PM – PRE-MEETING – ADMINISTRATION CONFERENCE ROOM
6:00 PM – REGULAR MEETING – CITY HALL AUDITORIUM

To become the most livable community west of the Rockies by 2025

Call to Order, Pledge of Allegiance, Moment of Silence

Citizen Comments

Individuals may comment regarding items scheduled on the Consent Agenda and items not specifically scheduled on the agenda. This time may be used to address City Council about items that were discussed at a previous City Council Workshop.

City Manager Report

Council Reports

CONSENT AGENDA

The Consent Agenda includes items that are considered routine and will be approved by a single motion. Items on the Consent Agenda will not be discussed by City Council, unless an item is removed for individual consideration.

1. Approval of Minutes

a. Summary of the September 30, 2019 Workshop

b. Minutes of the October 2, 2019 Regular Meeting

c. Minutes of the October 2, 2019 Special Session

2. Set Public Hearings

All ordinances require two readings. The first reading is the introduction of an ordinance and generally not discussed by City Council. Those are listed in Section 2 of the agenda. The second reading of the ordinance is a Public Hearing where public comment is taken. Those are listed below.

a. Legislative

i. Introduce an Ordinance Amending Title 3 Chapter 8 of the Grand Junction Municipal Code Pertaining to Lodging Tax for Online Travel Companies and Short Term Rentals and the Three Percent Lodging Tax Increase as Approved by the Voters in the November 6, 2018 Election and Set a Public Hearing for November 6, 2019

ii. Introduce an Ordinance Amending Section 3.12.030 of Chapter 3 of the Grand Junction Municipal Code Concerning the Imposition, Collection and Enforcement of the Sales and Use Tax and Amending the Tax Rate and Set a Public Hearing for November 6, 2019

b. Quasi-judicial

i. Introduce an Ordinance to Adopt the 2019 Grand Junction, Colorado, Downtown Development Authority Plan of Development Entitled "Vibrant Together" and Set a Public Hearing for November 6, 2019

ii. Introduce an Ordinance Zoning the Adams II Annexation R-8 (Residential - 8 du/ac), Located at 216 27 1/2 Road and Set a Public Hearing for November 6, 2019

iii. Introduce an Ordinance Zoning Zona's Annexation C-1 (Light Commercial), Located at 408 29 Road and Set a Public Hearing for November 6, 2019

3. Contracts

a. 2019 Fire Training Facility - Burn Slab

4. Resolutions

a. A Resolution Authorizing the City Manager to Submit a Grant Application for the Multimodal Options Fund (MMOF) Grant program

b. A Resolution Supporting the Grant Application for a Bureau of Reclamation Grant for Advanced Metering Infrastructure Project

c. A Resolution on Behalf of the Downtown Development Authority Authorizing the City Manager to Submit a Great Outdoors Colorado Mini-Grant Request for the Active ArtLine

REGULAR AGENDA

If any item is removed from the Consent Agenda by City Council, it will be considered here.

5. Public Hearings

a. Legislative

i. Consider a Group of Actions Including 1) An Ordinance to Amend Multiple Sections of the Zoning and Development Code to Update the Transportation Capacity Payment and the Parks and Recreation Impact Fee and to Adopt New Impact Fees for Police, Fire and Municipal Facilities; and 2) An Ordinance Amending Ordinance No. 3641 Regarding the Growth and Development Related Streets Policy

6. Resolutions

a. A Resolution Adopting Plant Investment Fees for Water Utility

7. Non-Scheduled Citizens & Visitors

This is the opportunity for individuals to speak to City Council about items on tonight's agenda and time may be used to address City Council about items that were discussed at a previous City Council Workshop.

8. Other Business

9. Adjournment

GRAND JUNCTION CITY COUNCIL WORKSHOP SUMMARY
September 30, 2019

Meeting Convened: 4:05 p.m. in the City Hall Auditorium

Meeting Adjourned: 7:07 p.m.

City Councilmembers present: Councilmembers Kraig Andrews, Chuck McDaniel, Phil Pe'a, Anna Stout, Duke Wortmann, and Mayor Rick Taggart.

Staff present: City Manager Greg Caton, City Attorney John Shaver, Finance Director Jodi Romero, Budget Coordinator Linda Longenecker, Finance Supervisor Tatiana Gilbertson, Director of General Services Jay Valentine, Financial Analyst Brett Bergman, Public Works Director Trent Prall, Human Resources Director Melisa Geringer, Senior Assistant to the City Manager Greg LeBlanc, Fire Chief Ken Watkins, Deputy Fire Chief Chris Angermuller, Utilities Director Randi Kim, Water Services Manager Mark Ritterbush, Parks & Recreation Director Ken Sherbenou, Community Development Director Tamra Allen, Police Chief Doug Shoemaker, Deputy Police Chief Matt Smith, Deputy Police Chief Mike Nordine, Financial Analyst Katherine Boozell, and City Clerk Wanda Winkelmann.

Mayor Taggart called the meeting to order.

Agenda Topic 1. Discussion Topics

a. Presentation of the City Manager's 2020 Recommended Budget to City Council: Fire Department, Police Department, Parks & Recreation, Public Works & Solid Waste, General Services, Utilities-Water Services Division

The City won a *Distinguished Budget Presentation Award* by the Colorado Government Finance Officers Association. City Manager Caton presented the City of Grand Junction Recommended Budget for 2020. The 2020 Recommended Budget totals $158.7 million, a $3.1 million, or 2% increase from the 2019 Amended Budget of $155.6 million. The 2020 Recommended Budget is not only balanced, but the General Fund has a surplus of $181,576 bringing the fund balance to $26.9 million. The budget represents the allocation of resources to achieve the goals identified in City Council's adopted Strategic Plan.

A break was called for at 4:57 p.m. The meeting resumed at 5:08 p.m.

The presentation included overviews from these major operating departments:

- Fire Department

- Police Department
- Parks & Recreation
- Public Works & Solid Waste
- General Services
- Utilities-Water Services Division

Agenda Topic 2. Next Workshop Topics

The October 14 Workshop will be a Budget Overview for Visit Grand Junction, Economic Development Partners, and Capital. The Workshop will begin at 4:00 p.m.

3. Other Business

Discussion ensued about chip sealing and the street project on Orchard.

Adjournment

The Workshop adjourned at 7:07 p.m.

GRAND JUNCTION CITY COUNCIL
MINUTES OF THE REGULAR MEETING

October 2, 2019

<u>Call to Order, Pledge of Allegiance, Moment of Silence</u>

The City Council of the City of Grand Junction convened into regular session on the 2nd day of October, 2019 at 6:00 p.m. Those present were Councilmembers Kraig Andrews, Chuck McDaniel, Phillip Pe'a, Anna Stout, Duke Wortmann and Council President Rick Taggart. Councilmember Phyllis Norris was absent.

Also present were City Manager Greg Caton, City Attorney John Shaver, City Clerk Wanda Winkelmann and Deputy City Clerk Janet Harrell.

Council President Taggart called the meeting to order. Marcus Alexander and Samantha Donalson led the Pledge of Allegiance which was followed by a moment of silence.

<u>Proclamations</u>

Proclaiming October 6 - 12, 2019 as Fire Prevention Week in the City of Grand Junction

Councilmember Wortmann read the proclamation. Grand Junction Fire Department Deputy Chief Gus Hendricks accepted the proclamation.

Proclaiming October 2019 as Arts and Humanities Month in the City of Grand Junction

Councilmember Stout read the proclamation. Commission on Arts and Culture Chair Sarah Dishong accepted the proclamation.

<u>Certificates of Appointment</u>

To the Ridges Architectural Control Committee

Robert "Mike" Stubbs accepted his Certificate of Appointment.

To One Riverfront

Dave Bastian, Elaine Heath and Lewis Patterson accepted their Certificates of Appointment.

Presentations

Letter of Appreciation Presented by Grand Junction Police Department

Grand Junction Police Department Deputy Chief Matt Smith read the Letter of Appreciation recognizing citizen Marcus Alexander. Mr. Alexander accepted the letter.

2018 Auditor's Report to City Council - Ty Holman, Haynie & Company

Haynie & Company Partner Ty Holman reviewed the City's Audit Report's scope and methodology, required communications, financial highlights and general observations.

City Manager Caton recognized City Finance Director Jodi Romero, Finance Supervisor Tatiana Gilbertson and Accountant/Analyst II Ashley McGowen for their work on the audit.

Councilmember Wortmann moved to accept the Auditor's Report and Financial Statements for the City of Grand Junction, Colorado for the year ended December 31, 2018. Councilmember McDaniel seconded the motion. Motion carried by unanimous roll call vote.

Citizen Comments

Rickie Howie spoke about a reward being offered for information on the recent vandalism at the Islamic Center of Grand Junction - Two Rivers Mosque.

Don Bell spoke about the permitting process for room rentals.

Richard Swingle talked about the City's 2020 Recommended Budget and asked citizens to report street lights outages.

Bruce Lohmiller spoke about sex education classes, violence reports and requested funding for some non-profit organizations.

City Manager Report

City Manager Caton congratulated City staff for raising over $50,000 as part of the City's Pacesetter Campaign for United Way. He then announced City Council was awarded the American Planning Association Colorado Chapter Innovation/Creative Partnerships & Collaborations Honor Award for Riverfront at Las Colonias. City Manager Caton presented the award to Mayor Taggart.

Council Reports

Councilmember Stout announced the Downtown Art Festival is October 4th through 6th and new Art on the Corner pieces will be on display.

Councilmember Wortmann attended the Downtown Car Show and Fruita Fall Festival.

Council President Taggart attended the groundbreaking of the River Park at Las Colonias and praised the slough design element.

CONSENT AGENDA

Council President Taggart announced Consent Agenda item 4.a. would be tabled and Councilmember McDaniel recused himself from item 4.b.

Councilmember Stout moved to remove item 4.a. and adopt remaining Consent Agenda items #1 - #4. Councilmember Andrews seconded the motion. Motion carried by unanimous voice vote.

1. Approval of Minutes

a. Summary of the September 16, 2019 Workshop

b. Minutes of the September 18, 2019 Regular Meeting

c. Minutes of the September 18, 2019 Special Session

2. Set Public Hearings

a. Legislative

i. Consider a Group of Actions Including 1) Introduce an Ordinance to Amend Multiple Sections of the Zoning and Development Code to Update the Transportation Capacity Payment and the Parks and Recreation Impact Fee and to Adopt New Impact Fees for Police, Fire and Municipal Facilities; and 2) Introduce an Ordinance Amending Ordinance No. 3641 Regarding the Growth and Development Related Streets Policy and Set Public Hearings for October 16, 2019

3. Contracts

a. Change Order for 2019 Monument Road Bicycle Path (Lunch Loop Connector) Trail

b. 2019 Community Development Block Grant Subrecipient Agreements between the Western Slope Center for Children and HomewardBound of the Grand Valley and the City of Grand Junction

4. Resolutions

a. Resolution Adopting the Strategic Plan - **POSTPONED**

b. Resolution Authorizing the City Manager to Submit a Grant Request to Great Outdoors Colorado (GOCO) for a Local Park and Outdoor Recreation Grant for Land Acquisition of Approximately 21 Acres along Monument Road on Behalfof the Mesa County Land Conservancy, Inc. with the Trade Name of Colorado West Land Trust

c. A Resolution Assigning City Councilmembers to Various Boards, Commissions, and Authorities

5. Public Hearings

a. Quasi-judicial

i. An Ordinance to Vacate a Portion of the East-West Alley Right-of-Way on the South Side of the Property Located at 845 Orchard Avenue

REGULAR AGENDA

An Ordinance to Vacate a Portion of the East-West Alley Right-of-Way on the South Side of the Property Located at 845 Orchard Avenue

Colorado Mesa University (CMU) on behalf of property owners, Johnny Jr. and Colleen Martin, requested vacation of a portion of the east-west alley right-of-way (2,348 square feet) on the south side of the property located at 845 Orchard Avenue. CMU is currently under contract to purchase the property and the proposed vacation area is to become part of the campus.

Principal Planner Kris Ashbeck presented this item.

CMU Vice President for Intergovernmental and Community Affairs Derek Wagner thanked staff.

The public hearing opened at 7:09 p.m.

There were no public comments.

The public hearing closed at 7:10 p.m.

Councilmember Andrews moved to adopt Ordinance No. 4877, an ordinance vacating a portion of alley right-of-way located between Orchard Avenue and Hall Avenue on the south side of the property located at 845 Orchard Avenue on final passage and ordered final publication in pamphlet form. Councilmember McDaniel seconded the motion. Motion carried by unanimous roll call vote.

Councilmember Andrews moved to accept Ordinance No. 4877 Conditions of Approval: 1) Applicant shall provide evidence of ownership of the property located at 845 Orchard Avenue (parcel number 2945-114-08-006) prior to this Ordinance being recorded with the Mesa County Clerk and Recorder in order for the vacation to take effect, 2) Applicant shall pay all recording/documentary fees for the Vacation Ordinance and 3) Applicant shall meet all terms and conditions of the *Colorado Mesa University and City of Grand Junction Utility Easement and Maintenance Agreement-CMU Main Campus* and all requirements of the Grand Junction Fire Department for construction of proposed campus facilities. Councilmember Wortmann seconded the motion. Motion carried by unanimous roll call vote.

Non-Scheduled Citizens & Visitors

Richard Swingle spoke about street lights.

Michael Lowenstein spoke against the Downtown Development Authority's proposed Plan of Development.

Other Business

There was none.

Adjournment

The meeting adjourned at 7:16 p.m.

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Wanda Winkelmann, MMC
City Clerk

GRAND JUNCTION CITY COUNCIL

SPECIAL SESSION MINUTES

October 2, 2019

The City Council of the City of Grand Junction, Colorado met in Special Session on Wednesday, October 2, 2019 at 7:27 p.m. in the Administration Conference Room, 2nd Floor, City Hall, 250 North 5th Street. Those present were Councilmembers Kraig Andrews, Chuck McDaniel, Phillip Pe'a, Anna Stout, Duke Wortmann, and Mayor Rick Taggart.

Staff present for the Executive Session were City Manager Greg Caton, Parks and Recreation Director Ken Sherbenou, General Services Director Jay Valentine, Finance Director Jodi Romero, Community Development Director Tamra Allen, Senior Assistant to the City Manager Greg LeBlanc, and City Attorney John Shaver.

Councilmember Pe'a moved to go into Executive Session:

TO DISCUSS MATTERS THAT MAY BE SUBJECT TO NEGOTIATIONS, DEVELOPING STRATEGY FOR NEGOTIATIONS, AND/OR INSTRUCTING NEGOTIATORS PURSUANT TO SECTIONS 24-6-402 (4)(e) AND 24-6-402 (4)(a) OF COLORADO'S OPEN MEETINGS LAW RELATIVE TO A POSSIBLE SALE(S) OF REAL PROPERTY LOCATED ON DOS RIOS DRIVE; THE EXECUTIVE SESSION IS AUTHORIZED AS ALLOWED BY AND PURSUANT TO SECTION 24-6-402(4) OF COLORADO'S OPEN MEETINGS LAW

Councilmember Stout seconded the motion. Motion carried unanimously.

The City Council convened into Executive Session at 7:27 p.m.

Councilmember Stout moved to adjourn. Councilmember Pe'a seconded. Motion carried unanimously.

The meeting adjourned at 8:27 p.m.

Wanda Winkelmann
City Clerk

Grand Junction City Council

Regular Session

Item #2.a.i.

Meeting Date: October 16, 2019

Presented By: John Shaver, City Attorney

Department: City Attorney

Submitted By: John Shaver

Information

SUBJECT:

Introduce an Ordinance Amending Title 3 Chapter 8 of the Grand Junction Municipal Code Pertaining to Lodging Tax for Online Travel Companies and Short Term Rentals and the Three Percent Lodging Tax Increase as Approved by the Voters in the November 6, 2018 Election and Set a Public Hearing for November 6, 2019

RECOMMENDATION:

Staff recommends adoption of the ordinance.

EXECUTIVE SUMMARY:

The purpose of this item is to amend the City of Grand Junction's Municipal Code regarding lodging tax.

BACKGROUND OR DETAILED INFORMATION:

On May 28, 2019, the Supreme Court of Colorado held that Expedia and other online travel companies were exempt from remitting accommodation (lodging) taxes to the Town of Breckenridge. The Supreme Court found that online travel companies were not lessors or renters with a possessory interest in renting hotel rooms for the purpose of the hotel accommodation tax ordinance. The Court held that the ruling is not dispositive; meaning, it depends upon whether or not the language of the accommodation laws of each jurisdiction exempt online travel companies from remitting accommodation taxes to the jurisdiction.

The Supreme Court did not overturn its decision in City & County of Denver v. Expedia, Inc. of 2017 that required Expedia to remit lodging taxes to the City and County of

Denver. Denver's code can be distinguished from Breckenridge's as Denver requires vendors to collect and remit the prescribed tax on the purchase price of any furnished lodging rather than limiting the collection of taxes to lessors or tenants of the accommodations.

The City has, prior to and after these Supreme Court decisions, considered transactions from online travel companies as taxable by policy and in practice. In light of the 2019 Supreme Court ruling, City staff compared Title 3 Chapter 8 of the City's current code with the laws of Breckenridge and Denver and recommend solidifying the City's position by making changes to the City's Code to clarify the obligations of online travel companies and short term rental agencies for the purpose of remitting lodging tax.

Furthermore, this ordinance includes an amendment to the definitions of "lodging" and "person" for the purpose of lodging tax. Home rule municipalities like Grand Junction can require local businesses to remit directly to the municipality, decide their own tax base, and audit local businesses directly. Many businesses are multi-jurisdictional and the variation of tax laws per jurisdiction is burdensome. The Colorado General Assembly adopted Senate Joint Resolution (SJR) 14-038, asking Colorado Municipal League to develop a package of standardized definitions. Amending the "lodging" and "person" definitions as they pertain to lodging tax will begin the move for the City towards the statewide goal of standardized definitions.

Lastly, the citizens of Grand Junction voted in favor of a lodging tax increase of three percent in the November 6, 2018 election. This ordinance includes the amendment to reflect the voter approved revenue change for the voter approved purposes (promotion and marketing for travel and tourism-related activities including but not limited to sports-related tourism and support for direct air service in Grand Junction).

FISCAL IMPACT:

N/A

SUGGESTED MOTION:

I move to introduce an ordinance amending Title 3 Chapter 8 of the Grand Junction Code of Ordinances pertaining to lodging tax for online travel companies and short term rentals and the three percent lodging tax increase as approved by the voters in the November 6, 2018 election and set a public hearing for November 6, 2019.

Attachments

1. ORD - Lodging Tax- Online Travel Companies - Short Term Rentals - 060319

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. ______

AN ORDINANCE AMENDING TITLE 3 CHAPTER 8 OF THE GRAND JUNCTION MUNICIPAL CODE PERTAINING TO LODGING TAX FOR ONLINE TRAVEL COMPANIES AND SHORT TERM RENTALS AND THE THREE PERCENT LODGING TAX INCREASE AS APPROVED BY THE VOTERS IN THE NOVEMBER 6, 2018 ELECTION

RECITALS:

On May 28, 2019, the Supreme Court of Colorado held that Expedia and other online travel companies were exempt from remitting accommodation (lodging) taxes to the Town of Breckenridge. The Supreme Court found that online travel companies were not lessors or renters with a possessory interest in renting hotel rooms for the purpose of the hotel accommodation tax ordinance. The Court held that the ruling is not dispositive; meaning, it depends upon whether or not the language of the accommodation laws of each jurisdiction exempt online travel companies from remitting accommodation taxes to the jurisdiction.

The Supreme Court did not overturn its decision in *City & County of Denver v. Expedia, Inc.* of 2017 that required Expedia to remit lodging taxes to the City and County of Denver. Denver's code can be distinguished from Breckenridge's as Denver requires vendors to collect and remit the prescribed tax on the purchase price of any furnished lodging rather than limiting the collection of taxes to lessors or tenants of the accommodations.

The City has, prior to and after these Supreme Court decisions, considered transactions from online travel companies as taxable by policy and in practice. In light of the 2019 Supreme Court ruling, City staff compared Title 3 Chapter 8 of the City's current code with the laws of Breckenridge and Denver and recommend solidifying the City's position by making changes to the City's Code to clarify the obligations of online travel companies and short term rental agencies for the purpose of remitting lodging tax.

Furthermore, this ordinance includes an amendment to the definitions of "lodging" and "person" for the purpose of lodging tax. Home rule municipalities like Grand Junction can require local businesses to remit directly to the municipality, decide their own tax base, and audit local businesses directly. Many businesses are multi-jurisdictional and the variation of tax laws per jurisdiction is burdensome. The Colorado General Assembly adopted Senate Joint Resolution (SJR) 14-038, asking Colorado Municipal League to develop a package of standardized definitions. Amending the "lodging" and "person" definitions as they pertain to lodging tax will begin the move for the City towards the statewide goal of standardized definitions.

Lastly, the citizens of Grand Junction voted in favor of a lodging tax increase of three percent in the November 6, 2018 election. This ordinance includes the amendment to reflect the voter approved revenue change for the voter approved purposes (promotion and marketing for travel and tourism-related activities including but not limited to sports-related tourism and support for direct air service in Grand Junction).

NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:

Title 3 Chapter 8 shall be revised as follows (additions are shown in **bold print** and deletions marked with ~~strike through~~ notations):

3.08.030 Definitions.

Lodging **(also referred to as lodging services)** shall mean ~~the providing of the right to use or possess, for consideration, any room or rooms for temporary occupancy,~~ **the furnishing of rooms or accommodations by any person or representative thereof to any person or representative thereof who for consideration uses, possesses, occupies or has the right to use, possess or occupy any such room or accommodation,** such as, but not limited to: a room in a hotel, **motor hotel,** guesthouse, hotel apartment and lodginghouses, motel, **guest** ranch, resort, mobile home **or mobile home** park, bed and breakfast establishment, **residence, apartment,** movable structure, auto camp, trailer court **and park**, **trailer coach,** inn, hostel ~~or park,~~ **or similar establishment** under any concession, permit, right of access, lease, contract, license to use or other arrangement or otherwise, but shall not include rentals under a written agreement for occupancy for a period of 30 consecutive days or more.

Person shall include any individual, firm, partnership, joint enterprise, corporation, **limited liability company,** estate or trust, **receiver, trustee, assignee, lessee, or any person acting in a fiduciary or representative capacity, whether appointed by a court or otherwise,** or any group or combination acting as a unit, **or** in the plural as well as in the singular number.

3.08.040 Levy of tax – Amount – Payment – Collection, etc.

(a) Amount of Tax.

(1) There is hereby levied and shall be collected and paid a tax by every person exercising the taxable privilege of purchasing lodging **or making sales of or furnishing lodging to a purchaser** as in this chapter defined.

(2) The amount of the tax levied hereby is ~~three~~ **six** percent of the gross taxable sale paid or charged for purchasing such lodging.

(3) Any person providing lodging within the City of Grand Junction shall collect a tax from all those to whom lodging is provided amounting to ~~three~~ **six** percent of the total rental revenue received by such vendor. Such tax shall be in addition to any other tax **(including but not limited to sales and use tax)** or levy for providing such service.

(4) **Any vendor making sales of or furnishing lodging to a purchaser in the City of Grand Junction shall collect a tax from all those to whom purchase such lodging amounting to six percent of the total rental revenue received by such vendor. Such tax shall be in addition to any other tax (including but not limited to sales and use tax) or levy for providing such service.**

~~(4)~~ **(5)** Additional Tax. The City of Grand Junction lodging tax shall be increased by $1,850,000 in the first year (2019), and by whatever additional amounts are raised annually thereafter, by the adoption of an additional three percent tax on the price paid for lodging in the City, with the additional three percent tax collected in the same manner as the City's lodging tax; with all or any portion of the net proceeds of the additional three percent lodging tax, as determined by the City Council, being collected, retained and spent to fund promotion and marketing for travel and tourism-related activities such as and including but not limited to:

(i) Marking, travel and tourism-related activities that supporting destination marketing of the area;

(ii) Marketing, supporting, and/or arranging for additional direct airline service to and from Grand Junction;

(iii) Marketing, promoting, and sponsoring sporting activities, events, tournaments, competitions and exhibitions.

Except that no vendor processing fee shall apply to the increase and shall the revenues generated by such tax increase and proceeds be collected and spent by the City as a voter approved revenue change, without regard to any spending, revenue-raising, or other limitation contained within Article X, Section 20 of the Constitution or any other law.

(e) Collection Requirement.

(1) It shall be unlawful for a person providing lodging to rent lodging without collecting, in addition to the rent thereof, the tax as provided in this chapter.

(2) It shall be unlawful for any vendor making sales of or furnishing lodging to a purchaser in the city, which are taxable under the provisions of this chapter, at the time of making such sales, to fail to collect the tax imposed by this chapter from the purchaser.

(f) Unlawful for Person**/Vendor** Providing Lodging **or Making Sales of or Furnishing Lodging** to Assume Tax. It shall be unlawful for a person providing lodging to rent lodging **or a vendor making sales of or furnishing lodging to a purchaser** without collecting, in addition to the rental thereof, the tax as provided for in this chapter.

(g) Unlawful for Person**/Vendor** Providing Lodging **or Making Sales of or Furnishing Lodging** to Refuse Payment. It shall be unlawful for the person**/vendor** providing lodging:

(1) to fail or refuse to pay to the City Finance Director the tax collected by such **person or** vendor; or

(2) to fail to file reports required of such **person or** vendor under the terms of this chapter.

3.08.050 Records – Regulations – Enforcement, etc.

(k) Vendors' Collection Fee. Vendors collecting and remitting the tax can, if such vendor is in compliance with the several provisions of this chapter, deduct three and one-third percent of the amount remitted **subject to the original lodging tax of 3% (not including the 2019 lodging tax increase of 3%)** as a collection fee.

ALL OTHER PROVISIONS OF TITLE 3 CHAPTER 8 SHALL REMAIN IN FULL FORCE AND EFFECT.

Introduced on first reading the ______ day of __________________, 2019 and ordered published in pamphlet form.

Adopted on second reading this ____ day of __________, 2019 and ordered published in pamphlet form.

ATTEST:

____
Mayor

____
Wanda Winkelmann
City Clerk

Grand Junction City Council

Regular Session

Item #2.a.ii.

Meeting Date: October 16, 2019

Presented By: John Shaver, City Attorney

Department: City Attorney

Submitted By: John Shaver

Information

SUBJECT:

Introduce an Ordinance Amending Section 3.12.030 of Chapter 3 of the Grand Junction Municipal Code Concerning the Imposition, Collection and Enforcement of the Sales and Use Tax and Amending the Tax Rate and Set a Public Hearing for November 6, 2019

RECOMMENDATION:

Staff recommends adoption of the ordinance.

EXECUTIVE SUMMARY:

The purpose of this item is to amend the Grand Junction Municipal Code pertaining to the sales tax code.

BACKGROUND OR DETAILED INFORMATION:

In accordance with Article X, §20 of the Colorado Constitution the City submitted to the City electors at its April 2, 2019 regular election, a ballot question to increase the City sales and use tax to 3.25% beginning January 1, 2020.

City voters approved a tax increase of .50%, and as an exception to the revenue and spending limits of the Article X, §20 of the Colorado Constitution, to fund police, fire and emergency medical services including without limitation, building, equipping and staffing new fire stations to improve response times/delivery of emergency medical, fire and rescue services, and hiring, employing, training and equipping police officers, firefighters and emergency medical service (EMS) personnel and employees such as 9-1-1 emergency dispatch, code enforcement and forensic laboratory personnel that support first responders and delivery of first responder services.

The City has heretofore enacted a comprehensive sales and use tax code, which is codified in Chapter 3 of the Grand Junction Municipal Code (GJMC.) With this ordinance the GJMC will be amended and reflect the voter approved revenue change for the voter approved purposes.

By amending the GJMC to reflect the voter approved sales and use tax rate and recognizing that the same is an exception to the spending and revenue limits of the Constitution, the City, commencing January 1, 2020, is authorized to impose, collect and enforce the voter approved sales and use tax increase for the approved purposes. The City Council finds that those purposes and this ordinance implementing the same are consistent with the City's Strategic Plan and the delivery of essential emergency services, the construction, operation and maintenance of facilities and personnel in support of the same and that such are is protective of the City's health and general welfare.

FISCAL IMPACT:

N/A

SUGGESTED MOTION:

I move to introduce an ordinance amending Section 3.12.030 of Chapter 3 of the Grand Junction Municipal Code concerning the imposition, collection and enforcement of the sales and use tax and amending the tax rate and set a public hearing for November 6, 2019.

Attachments

1. ORD - Sales Use Tax Increase - 090319

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. ____

AN ORDINANCE AMENDING SECTION 3.12.030 OF CHAPTER 3 OF THE GRAND JUNCTION MUNICIPAL CODE CONCERNING THE IMPOSITION, COLLECTION AND ENFORCEMENT OF THE SALES AND USE TAX AND AMENDING THE TAX RATE

RECITALS:

In accordance with Article X, §20 of the Colorado Constitution the City submitted to the City electors at its April 2, 2019 regular election, a ballot question to increase the City sales and use tax to 3.25% beginning January 1, 2020.

City voters approved a tax increase of .50%, and as an exception to the revenue and spending limits of the Article X, §20 of the Colorado Constitution, to fund police, fire and emergency medical services including without limitation, building, equipping and staffing new fire stations to improve response times/delivery of emergency medical, fire and rescue services, and hiring, employing, training and equipping police officers, firefighters and emergency medical service (EMS) personnel and employees such as 9-1-1 emergency dispatch, code enforcement and forensic laboratory personnel that support first responders and delivery of first responder services.

The City has heretofore enacted a comprehensive sales and use tax code, which is codified in Chapter 3 of the Grand Junction Municipal Code (GJMC.) With this ordinance the GJMC will be amended and reflect the voter approved revenue change for the voter approved purposes.

By amending the GJMC to reflect the voter approved sales and use tax rate and recognizing that the same is an exception to the spending and revenue limits of the Constitution, the City, commencing January 1, 2020, is authorized to impose, collect and enforce the voter approved sales and use tax increase for the approved purposes. The City Council finds that those purposes and this ordinance implementing the same are consistent with the City's Strategic Plan and the delivery of essential emergency services, the construction, operation and maintenance of facilities and personnel in support of the same and that such are is protective of the City's health and general welfare.

NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION:

That Section 3.12.030 of the Grand Junction Municipal Code shall state as follows: (**amendments are shown in bold**, ~~deletions are shown in strikethrough~~)

(a) Sales Tax. There is hereby levied a tax or excise upon all sales of tangible personal property and services specified in GJMC 3.12.050. The rate levied shall be ~~2.75~~ **3.25** percent of the purchase price.

(b) Use Tax. There is hereby imposed and shall be collected from every person in the City a use tax for the privilege of storing, using, distributing, or consuming in the City any articles of tangible personal property or taxable services purchased for which no City sales tax has been paid. The rate levied shall be ~~2.75~~ **3.25** percent of the purchase price.

(c) The voter approved tax of .50%, which is an exception to the revenue and spending limits of Article X, §20 of the Colorado Constitution, shall be imposed, collected and spent to fund police, fire and emergency medical services including without limitation, building, equipping and staffing new fire stations and hiring, employing, training and equipping police officers, firefighters and emergency medical service (EMS) personnel and employees such as 9-1-1 emergency dispatch, code enforcement and forensic laboratory personnel that support first responders and delivery of first responder services.

All other provisions in Chapter 3 shall remain in full force and effect.

Introduced on first reading this ____ day of ______, 2019.

Adopted on second reading this ____ day of __________, 2019 and ordered published in pamphlet form.

____

President of the City Council

ATTEST:

____

Wanda Winkelmann
City Clerk

Grand Junction Planning Commission

Regular Session

Item #2.b.i.

Meeting Date: October 16, 2019

Presented By: Lance Gloss, Associate Planner

Department: Community Development

Submitted By: Lance Gloss, Associate Planner

Information

SUBJECT:

Introduce an Ordinance to Adopt the 2019 Grand Junction, Colorado, Downtown Development Authority Plan of Development Entitled "Vibrant Together" and Set a Public Hearing for November 6, 2019

RECOMMENDATION:

The Planning Commission heard this item at their October 8 meeting and forwarded a recommendation of approval with a unanimous vote of 5-0.

EXECUTIVE SUMMARY:

The Plan of Development (POD) for the Grand Junction, Colorado, Downtown Development Authority (DDA) was originally adopted in 1981 and needs to be updated to address evolving conditions in the Downtown. The POD is the product of public outreach, stakeholder discussions, design workshops, and the cooperation of agencies, consultants, and the City of Grand Junction. The POD identifies conditions in the Downtown area that pose negative effects on property values and the quality of residents' experiences within the Downtown. The POD also identifies means of improving the Downtown area, particularly the area within the boundary of the Downtown Partnership, which is comprised of the Grand Junction, Colorado, Downtown Development Authority and the Downtown Grand Junction Business Improvement District. The Plan identifies three core aims for improving Downtown: Connectivity; Place-making; and Infill Development. The plan specifies strategies for achievement of these aims, and includes actions, policies, and programs comprising each strategy.

The Board of the Downtown Partnership reviewed the POD at its September 26, 2019 meeting and unanimously (in a 7-0 vote) recommended its approval. C.R.S. 31-25-807(4)(b) requires review and recommendation by the Planning Commission and adoption by the City Council.

BACKGROUND OR DETAILED INFORMATION:

The purpose of the Grand Junction DDA is to "plan and propose public facilities and other improvements to public and private property of all kinds which will aid and improve the Downtown development area with the goal of preventing and remediating slum and blight within the DDA boundaries." Further, in cooperation with the planning board and the planning department of the municipality, the DDA is enabled to develop long-range plans designed to carry out the purposes of the authority (as stated in C.R.S. 31-25-801) and to promote the economic growth of the district and may take such steps as may be necessary to persuade property owners and business proprietors to implement such plans to the fullest extent possible.

As identified in Section V of the existing 1981 Plan of Development, the purpose of the Plan of Development is to establish a mechanism whereby the Authority and City can implement projects and programs that aid in halting the economic and physical decline of the Plan of Development area and Commercial Renovation Districts, and assist in the revitalization of and reinvestment in the Downtown generally.

Many of the projects and programs identified in the 1981 POD have been initiated and completed. Significant changes have also occurred the physical, cultural, and economic landscape of the Downtown. These conditions merit a reconsideration of priorities and the development of a new plan for the future of Downtown. Thus, the proposed 2019 Plan of Development identifies three purposes for the updated plan: To provide a unified vision for Downtown; To identify projects that advance the vision; and To bring local leaders together in pursuit of that vision.

The POD is designed and intended to function as the guiding document for the Downtown Partnership, which is comprised of the Grand Junction, Colorado, Downtown Development Authority and the Downtown Grand Junction Business Improvement District.

The POD was produced over a year, including a six-month period of community engagement from February 2018 to September 2019. Online and social media surveys, focus group meetings, stakeholder meetings, a Community Open House, and other outreach methods were employed to solicit input. Included in this effort was the work of a member Community Action Team of approximately 60 members that met regularly to review progress and to provide guidance and input on the process, deliverables and draft plan. Overall, approximately 25,000 people were reached online and over 500 community members were engaged in person. Direct links between the public outreach data collected and the aims and strategies in the Plan are evident throughout the Plan document.

Beyond identifying conditions that require remediation, the proposed POD proposes three high-level aims intended to afford maximum opportunity for improving conditions in the Downtown. These are connectivity; place-making; and infill development.

“Connectivity” as used in the POD means the safe and comfortable movement of people, bikes, and cars along and among streets. Among proposals for improving connectivity in the POD, those highlighted include: converting 4th and 5th Streets into two-way streets; improving bicycle and pedestrian infrastructure with an emphasis on access to the river; developing a promenade on 2nd Street; and initiating studies and projects to improve wayfinding.

“Place-making” as used in the POD means the impression of Downtown as a distinguishable environment, including the experiences, events, and interactions that are definitive of that area. Some proposals for encouraging place-making in the Downtown include: efforts to activate Colorado Avenue between 4th and 7th Streets; new events and event spaces Downtown; the activation of alleys through the arts and alley-facing storefronts; low-cost design interventions to reduce socially unacceptable behaviors in Whitman Park; greater efficiency of parking areas; and adaptive reuse of existing structures.

“Infill development” as used in the POD means redevelopment, new development, and adaptive reuse of existing structures within the Downtown, with an emphasis on the connections between Main Street, the largely industrial Rail District, and the presently redeveloping riverfront. Some high-priority proposals for encouraging infill development in the Downtown include: to support existing businesses and attract new ones; to develop a grant program to promote small scale local reinvestment in Downtown; to adjust codes and policies presently limiting development, such as parking requirements; to leverage the financial tools of the Downtown Partnership; and for the DDA to become involved in a catalytic development project(s).

The Board of the Downtown Partnership met on September 26, 2019 to review the new Plan of Development. Seven board members voted to approve the Vibrant Together plan, and none dissented, thus the Resolution to approve the POD passed unanimously.

Notification Requirements
As required by C.R.S. 31-25-807(4)(c), prior to its approval of a Plan of Development, notice was provided that a public hearing on this Plan of Development in the form of one publication in the Grand Junction Daily Sentinel, the newspaper having general circulation in the municipality. The notice described the time, date, place, and purpose of the hearing, generally identified the plan of development area covered by the plan,

and outlined the general scope of the projects under consideration.

Analysis

Pursuant to C.R.S. 31-25-807(4)(b), prior to its approval of a Plan of Development, the governing body shall submit such plan to the planning board of the municipality, if any, for review and recommendations. This planning board is recognized as the City's Planning Commission. Further, the planning board shall submit its written recommendations with respect to the proposed plan of development to the governing body within thirty days after receipt of the plan for review.

In accordance with C.R.S. 31-25-802(5.5) the governing body of the DDA is the City Council. As provided in the C.R.S., the governing body shall hold a public hearing on a plan of development or substantial modification of an approved plan of development. Following such a hearing, the governing body may approve a plan of development if it finds that there is a need to take corrective measures in order to halt or prevent deterioration of property values or structures within the plan of development area or to halt or prevent the growth of blighted areas therein, or any combination thereof, and if it further finds that the plan will afford maximum opportunity, consistent with the sound need and plans of the municipality as a whole, for the development or redevelopment of the plan of development area by the authority and by private enterprise.

Conditions in the Downtown have changed significantly since the 1981 POD was implemented 38 years ago. Whereas the 1981 POD emphasized the reversal of trends toward blight and included redevelopment goals of a relatively limited scope, the proposed 2019 POD focuses on perpetuating positive momentum in the Downtown area through projects meant to catalyze investment and participation in the area. However, conditions identified throughout the proposed POD indicate the clear need to take corrective measures to halt, prevent, and reverse blight.

A primary example of blight and potential blight include severely limited housing opportunities relative to demand, due to limited stock and deterioration in quality. A significant amount of property is also vacant and underutilized. The proposed POD demonstrates that more than 60 parcels totaling approximately 45 acres that have been identified as opportunity sites for adaptive/interim uses, urban housing, and vertical mixed use development. Small businesses in the downtown also face challenges to economic development related to deteriorating facades and high rents. Blight conditions also pose challenges to mobility within the Downtown. Likewise, Street connections between centers of activity within the DDA boundary do not afford adequate safety to pedestrians and cyclists due to lack of sidewalks and dedicated bike lanes, damaged pavement, and inadequate signaling and striping of crosswalks.

Those measures provided for in the proposed POD that are intended to slow and reverse conditions of blight in the Downtown are comprehensive and well-substantiated. Evidence of highly detailed analysis authenticating the potential of such measures can be identified throughout the proposed POD.

Staff Recommendation and Findings of Fact

Staff has reviewed both the proposed POD and the existing POD. The proposed POD is consistent with the City's overall vision, as included in the Comprehensive Plan, the Greater Downtown Plan, and sections of the Zoning and Development Code specifically related to Downtown. Staff finds that the proposed POD also enters into a higher level of detail than these documents, which is appropriate to enable focused and efficient actions for Downtown development by the authority and by private enterprise.

Staff finds that a range of conditions in the downtown district require corrective measures to halt and/or prevent blight, including such measures as to improve housing opportunities, economic opportunities, and mobility within the downtown. Staff also finds the plan will afford maximum opportunity, consistent with the needs and plans of the municipality as a whole, for the development or redevelopment of the Downtown Development Authority's area.

Staff therefore recommends approval of this proposal to supersede and replace the Downtown Development Authority's Plan of Development with the "Vibrant Together" plan with the following findings of fact:

1. The plan complies with C.R.S. 31-25-802 in that there is a need to take corrective measures in order to halt or prevent deterioration of property values or structures within the plan of development area or to halt or prevent the growth of blighted areas therein, or any combination thereof, and

2. Further finds that the plan will afford maximum opportunity, consistent with the sound need and plans of the municipality as a whole, for the development or redevelopment of the plan of development area by the authority and by private enterprise.

SUGGESTED MOTION:

I move to introduce an ordinance adopting the Downtown Development Authority 2019 Plan of Development and Repealing the Downtown Development Authority 1981 Plan of Development and set a public hearing for November 6, 2019.

Attachments

1. Exhibit List - DDA POD - cc
2. EXHIBIT 2 _ 1981 POD _ DDA POD
3. EXHIBIT 3 _ proposed POD _ DDA POD
4. EXHIBIT 4 _ DDA map _ DDA POD
5. EXHIBIT 5 _ proposed ordinance _ DDA POD

EXHIBIT LIST

ADOPTING THE DOWNTOWN DEVELOPMENT AUTHORITY OF GRAND JUNCTION, COLORADO (DDA) 2019 PLAN OF DEVELOPMENT ENTITLED "VIBRANT TOGETHER"
FILE NO. CPA-2019-496

Exhibit Item #	Description
1	Staff Report dated October 16, 2019
2	1981 DDA Plan of Development
3	Proposed DDA Plan of Development ("Vibrant Together")
4	Map of DDA Boundary
5	Proposed Ordinance
6	Staff Presentation dated October 8, 2019

EXHIBIT 2 – Grand Junction Downtown Development Authority Plan of Development dated December 16, 1981

POD82DDA

TYPE OF RECORD:	PERMANENT
CATEGORY OF RECORD:	CONTRACT
NAME OF CONTRACTOR:	DOWNTOWN DEVELOPMENT AUTHORITY (DDA)
SUBJECT/PROJECT:	PLAN OF DEVELOPMENT
CITY DEPARTMENT:	GRAND JUNCTION DOWNTOWN DEVELOPMENT AUTHORITY
YEAR:	1982
EXPIRATION DATE:	NONE
DESTRUCTION DATE:	NONE

Grand Junction
Downtown Development Authority
200 North Sixth Street, Suite 204 P.O. Box 296
Grand Junction, Colorado 81502
Phone (303) 245-2926

DOWNTOWN DEVELOPMENT AUTHORITY

PLAN OF DEVELOPMENT

FOR GRAND JUNCTION, COLORADO

Including The Designation Of
Commercial Renovation Districts
And A Plan Of Development Area
Within Which
Tax Increment Financing Will Be Utilized

PREPARED BY:
Grand Junction
Downtown Development Authority

DERIVED FROM:
The Grand Junction Downtown
Development Strategy
Prepared By The Consulting Firm
Of Johnson, Johnson & Roy, Inc.
Ann Arbor, Michigan

EFFECTIVE DATE: DECEMBER 16, 1981

CERTIFIED RECORD

OF

PROCEEDINGS

OF

THE CITY COUNCIL

OF

THE CITY OF GRAND JUNCTION, COLORADO

RELATING TO

A RESOLUTION

APPROVING

A

PLAN OF DEVELOPMENT

FOR

GRAND JUNCTION, COLORADO, DOWNTOWN DEVELOPMENT AUTHORITY

STATE OF COLORADO)
)
COUNTY OF MESA) ss.
CITY OF GRAND JUNCTION)

The City Council of the City of Grand Junction, Colorado, held a regular meeting open to the public at the Council Chambers at City Hall, 250 North Fifth Street, Grand Junction, Colorado, on Wednesday, the 16th day of December, 1981, at the hour of 7:30 p.m.

The following members of the City Council, constituting a quorum thereof, were present:

Name	Title
Louis R. Brach	President
Frank Dunn	President Pro-Tem
Gary Lucero	Member
Karl Johnson	Member
Robert Holmes	Member
Betsy Clark	Member

The following members of the City Council were absent:

None

The following persons were also present:

Neva B. Lockhart, City Clerk

James E. Wysocki, City Manager

Gerald J. Ashby, City Attorney

The President declared that this was the time and place for a public hearing on the proposed Plan of Development for Grand Junction, Colorado, Downtown Development Authority.

The City Clerk reported that a notice of this hearing in the form required by Section 31-25-807(4)(c), Colorado Revised Statutes 1973, as amended, was given by publication once by one publication during the week immediately preceding this hearing in The Daily Sentinel, Grand Junction, Colorado, a newspaper having a general circulation in the City. The form of the notice and the proof of publication thereof were approved by the City Council and are attached hereto as pages 16 and 17, respectively.

Thereupon all persons having comments on the proposed Plan of Development we afforded the opportunity to be heard. The names of such persons and the substance of their remarks are as follows:

Thereupon, Council Member Holmes introduced and moved the adoption of the following Resolution:

RESOLUTION

A RESOLUTION APPROVING A PLAN OF DEVELOPMENT FORGRAND JUNCTION, COLORADO, DOWNTOWN DEVELOPMENT AUTHORITY.

WHEREAS, Grand Junction, Colorado, Downtown Development Authority (the Authority) has studied conditions within the central business district of the City of Grand Junction (the City); and

WHEREAS, said study has resulted in the preparation of a Downtown Development Strategy; and

WHEREAS, the Authority is authorized to plan and propose public facilities and other improvements to public and private property of all kinds which will aid and improve the downtown development area; and

WHEREAS, Johnson, Johnson & Roy, Inc., authors of the Downtown Development Strategy reported therein that blight exists within the downtown development area; and

WHEREAS, the plan of development attached hereto as Exhibit A (the Plan of Development) was presented to the Board of Directors of the Authority for its consideration; and

WHEREAS, Mesa County Valley School District No. 51, within which the entire plan of development area (the Plan of Development Area) designated in the Plan of Development lies, was permitted to participate in an advisory capacity with respect to the inclusion in the Plan of Development of the provision for the utilization of tax increment financing; and

WHEREAS, the Authority held a public meeting on the Plan of Development on November 13, 1981, which meeting was preceded by a notice of the meeting published in The Daily Sentinel on November 11, 1981; and

WHEREAS, the Authority adopted the Plan of Development by resolution on December 2, 1981; and

WHEREAS, the Plan of Development was presented to the City Council (the City Council) on December 2, 1981, at which time the City Council referred the Plan of Development to the City Planning Commission for its review and recommendations; and

WHEREAS, the Planning Commission has made written its recommendations to the City Council concerning the Plan of Development, which recommendations are attached hereto at page 18; and

WHEREAS, a notice of a public hearing before the City Council was given by publication once by one publication during the week immediately preceding the hearing in The Daily Sentinel, a newspaper having a general circulation in the City, on December 11, 1981; and

WHEREAS, a public hearing was held before the City Council on December 16, 1981, wherein comments were taken from those in attendance concerning the Plan of Development; and

WHEREAS, the City Council has been adequately informed in this matter because of public input prior to the completion of the Plan of Development, the public hearing on the Plan of Development, the evidence presented in the Downtown Development Stategy and the Plan of Development, a review of the Grand

Junction Downtown Development Plan Information Base, and the personal knowledge of the members of the City Council,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION, COLORADO, THAT:

Section 1. The City Council hereby finds and determines as follows:

A) There is a presence of a substantial number of deteriorated or deteriorating structures within the Authority as shown by:

1) Of the buildings within the Authority, approximately 85% are 30 or more years old, and although generally sound, they will require various amounts of renovation to meet present fire and building codes;

2) There are presently older buildings that are vacant, and therefore deteriorating from lack of use, located at the southeast corner of Fifth and Main, the northwest corner of Fourth and Main, the southeast corner of Third and Main and the middle of the block between Second and Third on Main; and

3) Approximately 18.8% of the retail space available is vacant, even though demand is high in areas outside the central business districts;

B) There is a predominance of defective or inadequate street layout as shown by:

1) The lack of adequate long-term parking because of time limits on meters; and

2) The existence of one-way streets on Rood and Colorado and Fourth and Fifth, which cause drivers to travel

from four to six blocks out of their way to reach desired destinations because of the effect of the one-way streets combined with the effect of restricted turning intersections on Main Street; and

3) An under-utilization of parking areas to the south of Main Street while the parking areas to the north of Main Street are over-utilized;

C) There exists faulty lot layout in relation to size, adequacy, accessibility or usefulness as shown by:

1) The lot and block layout in the downtown area developed at an early date and resulted in long, narrow lots with the average lot being 25 feet by 125 feet; a size not compatible with modern architectural approaches;

2) Although west of Seventh Street significant pieces of land have been aggregated for potential development, many potential development sites are still held by a number of individual owners, including trusts and estates, and are subdivided by alleys and streets making it difficult to consolidate the needed land for redevelopment;

3) Of land within the Authority, between one-third and one-half is publicly owned and used for streets, alleys or public buildings, and, therefore, not available for private use and redevelopment;

D) There exists deterioration of site or other improvements as shown by:

1) Sidewalk repairs are necessary within the area.

2) There are deteriorating underdrains in the Shopping Park along Main Street from Third to Fifth Streets;

3) Foundation work on some of the older buildings has deteriorated in the past or is presently in a deteriorated condition, thereby making these buildings more susceptible to damage;

E) Unsanitary or unsafe conditions exist as shown by:

1) Combined sanitary and storm sewers in the downtown area have the potential to back up into the drains of property owners after extreme rains, thereby creating an unsanitary condition;

2) Older buildings are located near railroad property which encourages transients to seek shelter in or around such older buildings;

3) There is a need to improve and upgrade utilities and sewers in the downtown area before any major redevelopment, for the present system would not be adequate under increased use;

4) The alleys in the downtown area are still major delivery and service routes; however, heavy pedestrain traffic has been encouraged by the use of walkthroughs at the U.S. Bank Building and on the north side of the 600 block of Main Street, and by the placement of parking areas across an alley from business establishments. Many business have

encouraged the use of back doors as the most direct entrace from a parking area to their establishment. However, the alley surfaces are not adapted to pedestrian travel; there are no crosswalks, the lighting at night is inadequate, and during business hours, there is a flow of both delivery trucks and trash collection trucks which pose a potential threat to pedestrians.

5) The presence of older buildings and their ornate building facades encourage pigeons to nest in and around these buildings causing unsanitary conditions to exist around such nesting sites.

6) The alleys are used for utilities upon poles, and this factor, combined with the lack of adequate lighting at night, can encourage burglars to gain access to building roofs by climbing these utility poles.

F) There exist conditions which endanger life or property by fire or other causes as shown by:

1) The use of second stories of buildings as storage areas; and

2) The density of buildings of an older nature along Main Street which increases the opportunity for fire spreading from one building to another because of the lack of adequate fire walls in the design of older buildings.

3) There are no north/south water mains on Second, Third and Fourth, and the east/west mains on Grand, White and Rood are no larger than 6 inches, thereby providing

limited supplies for fire protection.

Section 2. The City Council hereby finds and determines that there is a deterioration of property values or structures within the Authority as shown by:

A) A decrease in sales tax revenue in the central downtown area along both sides of Main Street from $408,088 in 1979 to $384,140 in 1980, and $304,338 in 1981 (in the first eight months of the year); and

B) A decrease in the total assessed valuation of the Authority of 9.02% within the last year despite approximately a 6% increase in the size of the Authority because of recent inclusions.

Section 3. Based upon the foregoing, the City Council hereby finds and determines that there exists blight in the Authority within the meaning of Section 31-25-802(1.5), Colorado Revised Statutes 1973, as amended, and that there is a need to take corrective measures in order to halt or prevent the growth of blighted areas within the Plan of Development Area and the commercial renovation districts designated in the Plan of Development.

Section 4. The City Council hereby finds and determines that the approval of the Plan of Development will serve a public use; will promote the health, safety, prosperity, security, and general welfare of the inhabitants of the City and of its central business district; will halt or prevent the deterioration of property values or structures within said central business district; will halt or prevent the growth of blighted areas within said district; and will assist the City and the Authority in the development and redevelopment of said district and in the overall planning to restore or provide for the continuance of the health thereof; and will be of special benefit to the property within the boundaries of the Authority.

Section 5. The Plan of Development is hereby approved by the City Council, and the Authority is hereby authorized to undertake development projects as described in the Plan of Development.

Section 6. The City Council hereby finds and determines that the Plan of Development will afford maximum opportunity, consistent with the sound needs and plans of the City as a whole, for the development or redevelopment of the Plan of Development Area and the commercial renovation districts designated therein by the Authority and by private enterprise.

Section 7. In accordance with the Plan of Development, there is hereby designated the Plan of Development Area (the boundaries of which are described with particularity on page 9 of the Plan of Development), in connection with which tax increment financing shall be utilized as provided in Section 31-25-807, Colorado Revised Statutes 1973, as amended, for the purposes specified in the Plan of Development.

Section 8. There is hereby created a separate special fund of the City designated as the "Tax Increment Fund" into which shall be deposited the ad valorem and municipal sales tax increment funds described in Section 31-25-807, Colorado Revised Statutes 1973, as amended, derived from and attributable to development and redevelopment within the Plan of Development Area. Said funds shall be held, invested, reinvested and applied as permitted by law. For the purpose of ascertaining the amount of funds to be deposited in the Tax Increment Fund as provided by law, the County Assessor is hereby requested to certify to the City Council on or before December 31, 1981, the valuation for assessment of the Plan of Development Area as of the effective date of this Resolution. For the same purpose, the City Finance Director is hereby directed to certify to the City Council on or before April 1, 1982, the amount of municipal sales taxes collected within the Plan of Development Area for the period from December 1, 1980, to November 30, 1981.

Section 9. Those parcels described on page 12 of the Plan of Development are a part of a development or redevelopment area designated by the City Council pursuant to Section 39-5-105, Colorado Revised Statutes 1973, as amended, and commercial buildings or structures on such parcels are therefore entitled to the benefits granted under said statute.

Section 10. No public servant of the City who is authorized to take part in any manner in preparing, presenting, or approving the Plan of Development or any contract contemplated thereby has a potential interest in the Plan of Development or any such contract which has not been disclosed in accordance with the requirements of Section 18-8-308, Colorado Revised Statutes 1973, as amended, and no such public servant has received any pecuniary benefit from the Plan of Development or any such contract.

Section 11. If any provision of this Resolution is judicially adjudged invalid or unenforceable, such judgment shall not affect the remaining provisions hereof, it being the intention of the City Council that the provisions hereof are severable.

Section 12. This Resolution shall be effective immediately upon its adoption and approval.

ADOPTED AND APPROVED this 16th day of December, 1981.

CITY OF GRAND JUNCTION, COLORADO

By: Louis R. Brach
President, City Council

(CITY)
(SEAL)

ATTEST:

Neva B. Lockhart, CMC
City Clerk

CITY - COUNTY PLANNING
grand junction-mesa county 559 white ave. rm. 60 grand jct.,colo. 8150
(303) 244-1628

December 12, 1981

TO: Grand Junction City Council

FROM: Planning Commission of Grand Junction

SUBJECT: Plan of Development of Grand Junction, Colorado
Downtown Development Authority

On December 2, 1981, the Grand Junction City Council, pursuant to C.R.S. 1973, §§ 31-25-807(4)(b), submitted the Plan of Development of the Grand Junction, Colorado, Downtown Development Authority to the Planning Commission for review and recommendations.

Because of such request, we have obtained copies of the Plan of Development for study and review and have also provided copies to the personnel of the Planning Department for their review. On December 12, 1981, the Planning Commission held a work session at which we considered the comments of the employees of the Planning Department, reviewed the Plan of Development in light of past policies for development and renovation, and considered the questions and comments of the members of the Commission. After this review, we offer the following comments and recommendations:

The Plan of Development, as presented, is a coherent and unified approach to redevelopment and renovation within the downtown area. The Plan of Development does call for certain projects that may require or result in changes in present use and zoning patterns. However, as constituted, the Plan of Development is consistent with the policies adopted by the Commission in the past.

The Plan of Development contains no redevelopment or renovation plans which are not feasible under current policies. Neither does the Plan of Development call for policies or development patterns in conflict with city-wide policies or patterns. It appears to be consistent with the Downtown Development Strategy which has been adopted as an element of the Master Plan for Grand Junction, as well as consistent with other current policies.

On the basis of this review, and the considerations expressed here, the Commission feels that it is not necessary that we specifically enumerate those areas of the Plan with which we are in agreement since the Plan of Development contains no items to which we specifically object. We, therefore, can endorse the Plan of Development as being consistent with existing city policies and recommend that the City hold a Public Hearing on the Plan of Development.

Respectfully submitted,

Jane Quimby, Chairman

RESOLUTION
BY THE
BOARD OF DIRECTORS
OF THE GRAND JUNCTION, COLORADO,
DOWNTOWN DEVELOPMENT AUTHORITY
ADOPTING A PLAN OF DEVELOPMENT

WHEREAS, the Grand Junction, Colorado, Downtown Development Authority has studied conditions within the central business district, pursuant to C.R.S. 1973, § 31-25-807; and

WHEREAS, such study has resulted in the preparation of a Downtown Development Strategy; and

WHEREAS, the Grand Junction, Colorado, Downtown Development Authority is authorized, pursuant to C.R.S. 1973, § 31-25-807, to plan and propose public facilities and other improvements to public and private property which will aid and improve the downtown development area; and

WHEREAS, Johnson, Johnson & Roy, Inc., authors of the Downtown Development Strategy, reported therein that areas of blight exist within the downtown area; and

WHEREAS, a plan of development has been presented to this Board for its consideration; and

WHEREAS, this Board has held a public meeting on such plan of development, which meeting was preceded by a notice of such meeting published in the Daily Sentinel on November 11, 1981, prior to such meeting; and

WHEREAS, Mesa County Valley School District #51, within which the entire area of development designated in the Plan of Development lies, has been permitted to participate in an advisory capacity with respect to the inclusion in the Plan of Development of the provision for utilization of tax increment financing; and

WHEREAS, the Board has been adequately informed in this matter because of public input prior to the completion of the plan of development, the public meeting on the proposed plan of development, the evidence presented in the Downtown Development Strategy and the plan of development, a review of the Grand Junction Downtown Development Plan Information Base, and the personal knowledge of the members of this Board;

NOW THEREFORE BE IT RESOLVED THAT:

1. The Board hereby finds;

A) There is a presence of a substantial number of deteriorated or deteriorating structures within the Downtown Development Authority as shown by:

1) Of the buildings within the Downtown Development Authority, approximately 85% are 30 or more years old, and although generally sound, will require various amounts of renovation to meet present fire and building codes;

2) There are presently older buildings that are vacant, and therefore, deteriorating from lack of use, located at the southeast corner of Fifth and Main, the northwest corner of Fourth and Main, the southeast corner of Third and Main and the middle of the block between Second and Third on Main; and

3) Approximately 18.8% of the retail space available is vacant, even though demand is high in areas outside the central business district;

B) There is a predominance of defective or inadequate street layout as shown by:

1) The lack of adequate long-term parking because of time limits on meters; and

2) The existence of one-way streets on Rood and Colorado and Fourth and Fifth, which cause drivers to travel from four to six blocks out of their way to reach desired destinations because of the effect of the one-way streets combined with the effect of restricted turning intersections on Main Street; and

3) An under-utilization of parking areas to the south of Main Street while the parking areas to the north of Main Street are over-utilized;

C) There exists faulty lot layout in relation to size, adequacy, accessibility or usefulness as shown by:

1) The lot and block layout in the downtown area developed at an early date and resulted in long, narrow lots with the average lot being 25 feet by 125 feet; a size not compatible with modern architectural approaches;

2) Although west of Seventh Street significant pieces of land have been aggregated for potential development, many potential development sites are still held by a number of individual owners, including trusts and estates, and are subdivided by alleys and streets making it difficult to consolidate the needed land for redevelopment;

3) Of land within the Downtown Development Authority, between 1/3 and 1/2 is publicly owned and used for streets, alleys, or public buildings, and, therefore, not available for private use and redevelopment;

D) There exists deterioration of site or other improvements as shown by:

1) There are sidewalks in a deteriorating condition on the southeast corner of Fifth and Rood and on the 200 block between Main and Colorado;

2) There are deteriorating underdrains in the Shopping Park along Main Street from Third to Fifth Streets;

3) Foundation work on some of the older buildings has deteriorated in the past or is presently in a deteriorated condition, thereby making these buildings more susceptible to damage;

E) Unsanitary or unsafe conditions exist as shown by:

1) Combined sanitary and storm sewers in the downtown area which have the potential to back up into the drains of property owners after extreme rains, thereby creating an unsanitary condition;

2) Older buildings are located near railroad property which encourages transients to seek shelter in or around such older buildings;

3) There is a need to improve and upgrade utilities and sewers in the downtown area before any major redevelopment, for the present system would not be adequate under increased use;

4) The alleys in the downtown area are still major delivery and service routes; however, heavy pedestrian traffic has been encouraged by the use of walkthroughs at the U.S. Bank building and the north side of the 600 block of Main Street, and by the placement of parking areas across alleys from business establishments. Many businesses have encouraged the use of back doors as the most direct entrance from a parking

area to their establishment. However, the alley surfaces are uneven and not adapted to pedestrian travel; there are no crosswalks, the lighting at night is inadequate, and during business hours, there is a flow of both delivery trucks and trash collection trucks which pose a potential threat to pedestrians.

5) The presence of older buildings and their ornate building facades encourage pigeons to nest in and around these buildings causing unsanitary conditions to exist around such nesting sites.

6) The alleys are used for utilities upon poles and this factor, combined with the lack of adequate lighting at night, encourages burglars to gain access to building roofs by climbing these utility poles.

F) There exist conditions which endanger life or property by fire or other causes as shown by:

1) The use of second stories of buildings as storage areas; and

2) The density of buildings of an older nature along Main Street which increases the opportunity for fire spreading from one building to another because of the lack of adequate firewalls and the design of older buildings; and

3) There are no north/south water mains on Second, Third, and Fourth and the east/west mains on Grand, White and Rood are no larger than 6 inches, thereby providing limited supplies which are not adequate under present codes for fire protection.

2. The Board hereby finds and determines that there is a deterioration of property values or structures within the Downtown Development Authority as shown by:

A) A decrease in sales tax revenue in the central downtown area along both sides of Main Street from $454,727 in 1979 to $436,598 in 1980, and $343,484 in 1981 for the first nine months of each year; and

B) A decrease in the total assessed valuation of the Downtown Development Authority of 9.02% within the last year despite approximately a 6% increase in the size of the Downtown Development Authority because of recent inclusions,

3. Based upon the [illegible]
exists blight in the Downtown Development [illegible]
C.R.S. § 31-25-802(1.5) as amended, and that action [illegible]
and prevent the growth of blighted areas and to halt [illegible]
of property values.

4. The Board hereby finds that the adoption of this Plan of Development will halt and prevent deterioration of property values and structures within the central business district, will halt and prevent the growth of blighted areas within the central business district, will assist the City of Grand Junction, Colorado, in the development and redevelopment of such central business district and in the overall planning to restore or provide for the continuance of the health thereof, and will be of especial benefit to the property within the boundaries of the Grand Junction, Colorado, Downtown Development Authority.

BE IT FURTHER RESOLVED THAT:

5. The Plan of Development, attached hereto and incorporated herein as Exhibit "A", is hereby adopted as the Plan of Development for the Grand Junction, Colorado, Downtown Development Authority, including those provisions designating a Plan of Development area within which tax increment financing will be utilized as described on Pages 8 through 10 and 49 through 52 , of the Plan of Development, and creation of three commercial renovation districts as described on Pages 12, 47 and 52 , of the Plan of Development, in which a five year tax deferral is allowed for renovation of commercial structures more than 30 years old.

6. Such Plan of Development shall be submitted to the City Council of Grand Junction, Colorado, with a request that they immediately submit said Plan of Development to the Planning Commission for their written recommendations; and that the City Council hold a public hearing on such Plan of Development, after public notice, and that the City Council be requested to approve such Plan of Development.

7. No Board member nor any employee of the Board with a specific financial interest, as defined in C.R.S. 1973, §31-25-819, as amended, in the adoption of the Plan of Development has voted thereon or otherwise participated in its preparation or presentation or failed to make such interest known to the Board.

[illegible]

8. If any part of this [illegible] unenforceable, such judgment shall not effect [illegible] it being the intention of the Board that the provisions hereof [illegible] severable.

INTRODUCED, READ, PASSED and ADOPTED this 2nd day of December, 1981.

BY: Pat Gormley

Pat Gormley
Chairman of the Board
Grand Junction, Colorado
Downtown Development Authority

ATTEST: Sandra Gose

Sandra Gose
Secretary
Grand Junction, Colorado
Downtown Development Authority

Grand Junction
Downtown Development Authority
200 North Sixth Street, Suite 204 P.O. Box 296
Grand Junction, Colorado 81502
Phone (303) 245-2926

EXHIBIT A

DOWNTOWN DEVELOPMENT AUTHORITY
PLAN OF DEVELOPMENT
FOR GRAND JUNCTION, COLORADO

Including The Designation Of
Commercial Renovation Districts
And A Plan Of Development Area
Within Which
Tax Increment Financing Will Be Utilized

PREPARED BY:
The Grand Junction
Downtown Development Authority

TABLE OF CONTENTS

LIST OF EXHIBITS

SECTION I

INTRODUCTION AND RECOMMENDATIONS

A. INTRODUCTION

1. This Plan of Development is the result of the City of Grand Junction's continued interest in the revitalization of the downtown area. This interest began as early as 1962, when, in response to issues similar to today's concerns, a revitalization effort was undertaken by the City and the Main Street merchants. A General Improvement District was created to finance utilities and landscaping improvements to Main Street converting four blocks to a Shopping Park. Called Operation Foresight, this revitalization effort led to Grand Junction being named an All-American City.

2. These efforts were continued by the creation of the Grand Junction Downtown Development Authority (DDA) in April of 1977, by a 2 to 1 vote of the downtown electors. The Downtown Development Authority has had a full time director since February of 1980 and pursuant to C.R.S. 1973, S31-25-807, has been involved in the study and analysis of the impact of metropolitan growth upon the central business district. Studies of land use, urban design, parking, traffic and market conditions were made jointly by the City and DDA in 1980 and 1981.

3. As a result of such studies, a comprehensive Downtown Development Strategy was completed in November of 1981. Based upon the recommendations and evaluations contained within the Downtown Development Strategy, this Plan of Development was devised to promote the economic growth of the area encompassed by the boundaries of the DDA and to halt deterioration of existing structures and property values.

4. The Plan of Development, as presented here, attempts to rely upon the strength of the central business district to finance the public facilities, renovations, and repairs necessary to revitalize the area encompassed by the DDA boundaries. Three types of financing are of

primary importance in this Plan of Development.

5. First, a 5 mill ad valorem tax on all taxable real and personal property within the DDA has been imposed since 1978. The proceeds from such levy are used to finance the administrative and budgeted operations of the DDA, including necessary studies and promotional activities. It is anticipated that this source of funds will continue.

6. Secondly, for commercial buildings which are 30 or more years old, Colorado law (C.R.S. S39-5-105, 1973 as amended) allows an owner to defer for five years the assessment of the increased value caused by improvements made for rehabilitation or renovation. This encourages the owner to rehabilitate or renovate his property when he might otherwise not have done so. To qualify for such deferral, the renovation area must be included in a plan of development approved by the governing body of the City. However, the five year deferral of assessments may not be used for property which is included in a plan of development area wherein a tax increment financing district will be used.

7. Third, to foster development outside the areas designated for the five year deferral on assessments but within the DDA boundary, the plan of development calls for the use of tax increment financing.

8. With the adoption of a plan of development for a specific plan of development area within a city, the last certified assessment of taxable property in that area is calculated and becomes the "frozen tax base". Taxes generated from that frozen base continue to be received by the individual taxing entities within the project area; taxes collected upon the incremental assessed valuation over the frozen base are received by the entity undertaking the project to pay for project costs. That entity does not have the authority to levy any additional taxes and must rely specifically on the allocation of taxes produced by growth over the base year. The amount of allocated tax increment depends upon a combination of growth in assessed valuations and tax rates of the taxing jurisdictions. Before the funds from tax increment financing may be pledged for the payment of bonds, loans or other indebtedness, such pledge must be approved by the voters of the tax increment district at a special election.

9. Additionally, municipal sales tax revenues collected from a plan of development area can be frozen at an annual level. That level is defined as total collections in the twelve calendar months preceding the effective date of the plan of development. In subsequent years municipal sales tax collections up to the base year amount will continue to flow into the city's general fund. After the base year amount has been collected, however, all or any part of the incremental amount above the base year figure can be used to pay for bonds used to finance project costs in the same way property tax increment financing is used. Sales tax increment financing is used within the same limits as property tax increment financing. The entity does not have the authority to levy any additional taxes; the amount of increment depends upon growth in retail sales, and none of the tax increment funds can be pledged until approved by the electors of the district at a special election.

10. Revitalization of the downtown area must be a dynamic process that is flexible enough to allow for necessary changes in the plan of development. Under Colorado law, the Plan of Development may be amended by the same procedures necessary for adoption of the Plan. This provides needed flexibility for the changing downtown environment, which, at the present time, needs certain specific activities to commence if revitalization is to commence.

B. RECOMMENDATIONS

1. This Plan of Development describes the utilization of a five year property tax deferral on the increased value of commercial property due to renovation and the utilization of tax increment financing including the projects which could be funded. When adopted, this Plan will be complete and could be implemented solely with the tools described herein. However, the activities described in this Plan constitute only a few of many mechanisms that can and should be employed to effect the revitalization of Downtown Grand Junction. The following list of recommended actions, some of which are included in this Plan and some which are taken from the City Council's Policy Statement on Downtown Development dated April 15, 1981, the Downtown Development Strategy and the National Main Street

Center Resource Team Report attached hereto as exhibits C, A, and D, respectively, are suggested for consideration by the DDA and City Council. Each recommended action should be carefully considered to determine its effects on downtown revitalization activities, and the community generally, and if appropriate, implemented.

2. Continuation of the planning process for downtown redevelopment. Once the Downtown Development Strategy Plan is in place, specific implementation plans should be pursued including:

a. Design Guidelines for Downtown

b. Parking Management

c. Traffic Management

d. Zoning and Development Control Revisions

e. Housing Rehabilitation

f. Landscape and Street Lighting Plan

g. Detailed Improvement Designs

h. Retail Mix and Recruitment

3. Adopt a parking management plan and develop, adopt, and implement a parking district and a future parking development plan. Financing mechanisms for this include parking revenue bonds. In addition, a special study should be conducted to ensure that parking is provided and financed in a way amenable to downtown redevelopment.

4. Adopt revisions to the zoning ordinance that will combine development incentives, design guidelines and zoning regulations within a group of downtown zones. The Authority should be designated as the site plan review agency for all downtown project proposals.

5. Assist the state to develop a state office building in the downtown.

6. Provide Industrial Development Revenue Bond financing to downtown developers for appropriate economically feasible projects in accordance with state and federal statute.

7. Vacate alleys to accommodate new development provided that such vacation is necessary for the successful development of a project where the developer holds title to adjacent properties and construction is imminent.

8. Vacate or provide air rights or easements over street rights-of-way provided such vacation, air right or easement is necessary for the

successful development of a project when the developer holds title to adjacent properties and construction is imminent.

9. Apply for federal and/or state financial assistance to complement private development efforts when the development and application are consistent with the conditions of the federal or state assistance program.

10. Relocate municipal utilities to accommodate new development and continue to implement the agreement with Public Service Company of Colorado and Mountain Bell to underground utilities.

11. Designate the renovation districts delineated in the Plan as "Historic Commercial Renovation Districts" for the purposes of Section 104(f) of the Uniform Building Code, 1979 edition as adopted by the City of Grand Junction as a further incentive to renovate older buildings and reduce existing life and fire safety hazards.

12. Initiate redevelopment projects by obtaining control of redevelopment sites and soliciting development proposals and agreements from qualified developers to undertake priority redevelopment projects.

13. Extend Horizon Drive from 7th to 1st Street and upgrade Horizon Drive and 1st Streets to facilitate traffic flow.

14. Contract with a hotel developer for the facility and food service management of Two Rivers Plaza when a hotel project is undertaken adjacent to Two Rivers.

15. Pursue the preliminary design and feasibility analysis on a community performing arts/civic events center for eventual location in the immediate vicinity of Two Rivers Plaza.

16. Adopt and implement a Traffic Circulation Improvement Plan that specifically addresses two way traffic on Rood and Colorado Avenues and Fourth and Fifth Streets, the intersection at First and Grand, turns onto and off of Main Street, access to the many destinations in the downtown and traffic traveling through the downtown to other destinations.

17. Pursue the completion of a citywide Master Plan that recognizes the finite limits of real estate development potential in the city and that directs and manages that development for the benefit of the entire community. The downtown is an integral part of the community and what happens in the

community as a whole and what happens in the downtown are closely linked. Planning, development controls, and growth policies should reflect an awareness of those interrelationships.

SECTION II

DESCRIPTION OF DISTRICT BOUNDARIES

The Plan of Development Area within which Tax Increment Financing will be used shall be that property included within the boundaries of the Downtown Development Authority, except for that property included within the boundaries of the Commercial Renovation District.

The boundaries of the Grand Junction Downtown Authority which are:

"Exhibit A"

The description of the Plan of Development Area within which the Tax Increment Financing will be used is:

"Exhibit B"

The description of the Commercial Renovation Districts is:

"Exhibit C"

These areas are graphically displayed on the attached map.

"Exhibit D"

BOUNDARIES OF THE GRAND JUNCTION, COLORADO DOWNTOWN [illegible]

Beginning at the Northwest Corner of Wilsons Subdivision of Block 2 of Mobleys Subdivision; thence East along the South right-of-way line of Grand Avenue to the North Corner point common to Lots 9 and 10 of Block 78, City of Grand Junction; thence South along the common line of Lots 9 and 10 and the common line of Lots 15 and 16 all in Block 78, City of Grand Junction, to the North right-of-way line of White Avenue; thence East to the East right-of-way line of 2nd Street; thence South to the North right-of-way line of the East-West alley in Block 98; thence East along the North line of the East-West alley Block 98; City of Grand Junction, to the West right-of-way line of 3rd Street; thence North along the West right-of-way line of 3rd Street to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the East right-of-way line of 5th Street; thence South along the East right-of-way line of 5th Street to the North right-of-way line of the East-West alley in Block 82, City of Grand Junction, thence East to the Southwest corner of Lot 13 Block 82, City of Grand Junction; thence along the West line of Lot 13, Block 82, City of Grand Junction to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the East line of Lot 16, Block 82, City of Grand Junction; thence South along the East line of said Lot 16 to the North right-of-way line of the East-West alley in Block 81; thence East along the North right-of-way line of the East-West alley in Block 82 and 83 to the West line of Lot 9, Block 83, City of Grand Junction; thence North along the West line of said Lot 9 to the South right-of-way line of Grand Avenue; thence East along the South right-of-way of Grand Avenue to the West right-of-way line of 7th Street; thence South along the West right-of-way line of 7th Street to the South right-of-way line of White Avenue; thence East along the South right-of-way line of White Avenue to the West right-of-way line of the North-South alley in Block 93, City of Grand Junction; thence South along the West right-of-way line of the North-South alleys in Blocks 93, 106, 115, and 128, City of Grand Junction, to the North right-of-way

line of Ute Avenue; [illegible]
Avenue to the Southwest Corner [illegible]
west along the Southwest line of Block 10 [illegible]
section with the southerly projection of the [illegible]
Spruce Street; thence North along said East line to the [illegible]
Block 10, Mobley Subdivision; thence Northwesterly to a point [illegible]
415.8 feet West and South $41^{\circ}03'$ East 68.97 feet from the Northeast Corner of the Southeast 1/4 and Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North $89^{\circ}57'$ West for 271.8 feet along a line parallel to the North line of the Southeast 1/4 of the Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North $53^{\circ}03'$ West 16.66 feet; thence North $53^{\circ}03'$ West 70 feet to the Easterly right-of-way of the County Road to the East of the right-of-way of the Denver and Rio Grande Western right-of-way; thence Northwesterly along the Easterly right-of-way of said County Road to the South right-of-way of State Highway 340; thence Northeasterly along the Southern right-of-way of State Highway 340 to the Northwest Corner of Lot 9, Block 1, Richard D. Mobley's First Subdivision; thence South along the West line of said Lot 9 to the Southwest Corner; thence South to the center line of vacated alley; thence 25 feet East; thence North to a point 78 feet South of the North line of said Block 1; thence East to a point 7 1/2 feet West of the East line of Lot 11, Block 1, Richard D. Mobley's First Subdivision; thence North to the South right-of-way line of State Highway 340; thence along the South right-of-way line of State Highway 340 and Grand Avenue to the Point of Beginning.

However, excluding from the Downtown Development Authority of Grand Junction all of Block 5 of Richard D. Mobley's First Subdivision, and Lots 1 to 5, inclusive, of Block 4, Richard D. Mobley's First Subdivision, and Lots 12 to 16, inclusive, of Block 4, Richard D. Mobley's First Subdivision except the North 50 feet of Lots 12 to 16, exclusive of the West 15 feet of said North 50 feet of Lot 12.

And also exluding from the boundaries of the Grand Junction Downtown Development Authority that part of Tract 8, AMENDED SURVEY OF THE LITTLE BOOKCLIFFE RAILROAD YARDS lying South and East of a line beginning at a point on the East line of Tract 1 of AMENDED SURVEY OF THE LITTLE BOOKLIFFE RAIL-ROAD YARDS from which the East 1/4 Corner of Section 15, Township 1 South, Range 1 West of the Ute Meridian bears North 44°11' East 901.66 feet; thence North 89°58' West 126.0 feet; thence South 0°01' East 347.5 feet to a point on the South line of said Tract 8 which is the terminal point of said line; and also excluding from the boundaries of the Downtown Development Authority of Grand Junction, all of Tract 9 except that part of said Tract 9 included within the following described parcel:

That part of Tracts 1, 2, 3, 8, and 9 of AMENDED SURVEY OF THE LITTLE BOOKCLIFFE RAILRAOD YARDS described as follows:

Beginning at a point on the East line of said Tract 1 from which the East 1/4 Corner of Section 15, Township 1 South, Range 1 West of the Ute Meridian bears North 44°11' East 901.66 feet; thence North 89°58' West 126.0 feet; thence South 0°01' East 197.50 feet to the centerline of the railroad spur track; thence South 89°58' East 126.00 feet along said center-line; thence North 0°01' West 197.50 feet to the point of beginning.

TOGETHER with an easement over and across a strip of land extending South from the property hereby described to a line 3 feet South of and parallel to the South line of said railroad spur track.

EXHIBIT "B"

DESCRIPTION OF THE PLAN OF DEVELOPMENT AREA WITHIN WHICH TAX INCREMENT FINANCING WILL BE USED

Beginning at the Northwest Corner of Wilsons Subdivision of Block 2 of Mobleys Subdivision; thence East along the South right-of-way line of Grand Avenue to the North Corner point common to Lots 9 and 10 of Block 78, City of Grand Junction; thence South along the common line of Lots 9 and 10 and the common line of Lots 15 and 16 all in Block 78, City of Grand Junction, to the North right-of-way line of White Avenue; thence East to the East right-of-way line of 2nd Street; thence South to the North right-of-way line of the East-West alley in Block 98; thence East along the North line of the East-West alley Block 98, City of Grand Junction, to the West right-of-way line of 3rd Street; thence North along the West right-of-way line of 3rd Street to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the East right-of-way line of 5th Street; thence South along the East right-of-way line of 5th Street to the North right-of-way line of the East-West alley in Block 82, City of Grand Junction; thence East to teh Southwest Corner of Lot 13, Block 82, City of Grand Junction; thence along the West line of Lot 13, Block 82, City of Grand Junction to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the East line of Lot 16, Block 82, City of Grand Junction; thence South along the East line of said Lot 16 to the North right-of-way line of the East-West alley in Block 81; thence East along the North right-of-way line of the East-West alley in Block 82 and 83 to the West line of Lot 9, Block 83, City of Grand Junction; thence North along the West line of said Lot 9 to the South right-of-way line of Grand Avenue; thence East along the South right-of-way of Grand Avenue to the West right-of-way line of 7th Street; thence South along the West right-of-way line of 7th Street to the South right-of-way line of White Avenue; thence thence East along the South right-of-way line of White Avenue to the West right-of-way line of White Avenue to the West right-of-way line of the North-South alley in Block 93, City of Grand Junction; thence South along the West right-of-way line of the North-South alleys in Blocks 93, 106, 115, and 128, City of Grand Junction, to the North right-of-way line of Ute Avenue; thence West along the North right-of-way line of Ute Avenue to the Southwest Corner, Block 10, Mobley Subdivision; thence Northwest along the Southwest line of Block 10, Mobley Subdivision to the intersection with the southerly projection of the East right-of-way line of Spruce Street; thence North along said East line to the Northwest Corner, Block 10, Mobley Subdivision; thence Northwesterly to a point which lies 415.8 feet West and South 41°03' East 68.97 feet from the Northeast Corner of the Southeast 1/4 and Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 89°57' West for 271.8 feet along a line parallel to the North line of the Southeast 1/4 of the Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 53"03' West 16.66 feet; thence North 53"03' West 70 feet to the Easterly right-of-way of the County Road to the East of the right-of-way of the Denver and Rio Grande Western right-of-way; thence Northwesterly along the Easterly right-of-way of said County Road to the South right-of-way of State Highway 340; thence Northeasterly along the Southern right-of-way of State Highway 340 to the Northwest Corner of Lot 9, Block 1, Richard D. Mobley's First Subdivision; thence South along the West line of said Lot 9 to the Southwest Corner; thence South to the centerline of vacated alley; thence 25 feet East; thence North to a point 78 feet South of the North line of said Block 1; thence East to a point 7 1/2 feet West of the East line of Lot 11, Block 1, Richard D. Mobley's First Subdivision; thence North to the South right-of-way line of State Highway 340; thence along the South right-of-way line of State Highway 340 and Grand Avenue to the Point of Beginning.

However, excluding from the Downtown Development Authority of Grand Junction all of Block 5 of Richard D. Mobley's First Subdivision, and Lots 1 to 5, inclusive, of Block 4, Richard D. Mobleys' First Subdivision, and Lots 12 to 16, inclusive, of Block 4, Richard D. Mobley's First Subdivision except the North 50 feet of Lots 12 to 16, exclusive of the West 15 feet of said North 50 feet of Lot 12.

And also excluding from the boundaries of the Grand Junction Downtown Development Authority that part of Tract 8, AMENDED SURVEY OF THE LITTLE BOOKCLIFFE RAILROAD YARDS from which the East 1/4 Corner of Section 15, Township 1 South, Range 1, West of the Ute Meridian Bears North 44°11' East 901.66 feet; thence North 89°58' West 126.0 feet; thence South 0°01' East 347.5 feet to a point on the South line of said Tract 8 which is the terminal point of said line; and also excluding from the boundaries of the Downtown Development Authority of Grand Junction, all of Tract 9 except that part of said Tract 9 included within the following described parcel:

That part of Tracts 1, 2, 3, 8, and 9 of AMENDED SURVEY OF THE LITTLE BOOKCLIFFE RAILROAD YARDS described as follows:

Beginning at a point on the East line of said Tract 1 from which the East 1/4 Corner of Section 15, Township 1 South, Range 1 West of the Ute Meridian bears North 44° 11' East 901.66 feet; thence South 0°01' East 197.50 feet to the centerline of the railroad spur track; thence South 89°58' East 126.00 feet along said centerline; thence North 0°01' West 197.50 feet to the point of beginning.

TOGETHER with an easement over and across a strip of land extending South from the property hereby described to a line 3 feet South of and parallel to the South line of said railroad spur track.

And except the following parcels:

Lots 11 to 16, inclusive, in Block 83, City of Grand Junction, Mesa County, Colorado; and

The North 75 feet of Lots 1, 2, and 3 of Block 104, City of Grand Junction, Mesa County, Colorado: and

Lots 17 to 25, inclusive, in Block 102; Lots 17 to 32, inclusive, in Block 103, Lots 17 to 32, inclusive, in Block 104; Lots 16 to 30, inclusive, except all the East 71.95 feet of Lots 16 to 20, inclusive, except the North 30 feet of the East 71.95 feet of Lots 16 to 20 inclusive, in Block 105; Lots 1 to 15, inclusive, except the East 50.45 feet of Lots 11 to 15, inclusive, in Block 116; Lots 1 to 16 inclusive, in Block 117; and Lots 1 to 16, inclusive, in Block 118, all in the City of Grand Junction, Mesa County, Colorado.

EXHIBIT "C"

DESCRIPTION OF THE COMMERCIAL RENOVATION DISTRICTS

Lots 11 to 16, inclusive, in Block 83, City of Grand Junction, Mesa County, Colorado; and

The North 75 feet of Lots 1, 2, and 3 of Block 104, City of Grand Junction, Mesa County, Colorado; and

Lots 17 to 25, inclusive, in Block 102; Lots 17 to 32, inclusive, in Block 103, Lots 17 to 32, inclusive, in Block 104; Lots 16 to 30, inclusive, except all the East 71.95 feet of Lots 16 to 20, inclusive, except the North 30 feet of the East 71.95 feet of Lots 16 to 20, inclusive, in Block 105; Lots 1 to 15, inclusive, except the East 50.45 feet of Lots 11 to 15, inclusive, in Block 116; Lots 1 to 16 inclusive, in Block 117; and Lots 1 to 16, inclusive, in Block 118, all in the City of Grand Junction, Mesa County, Colorado

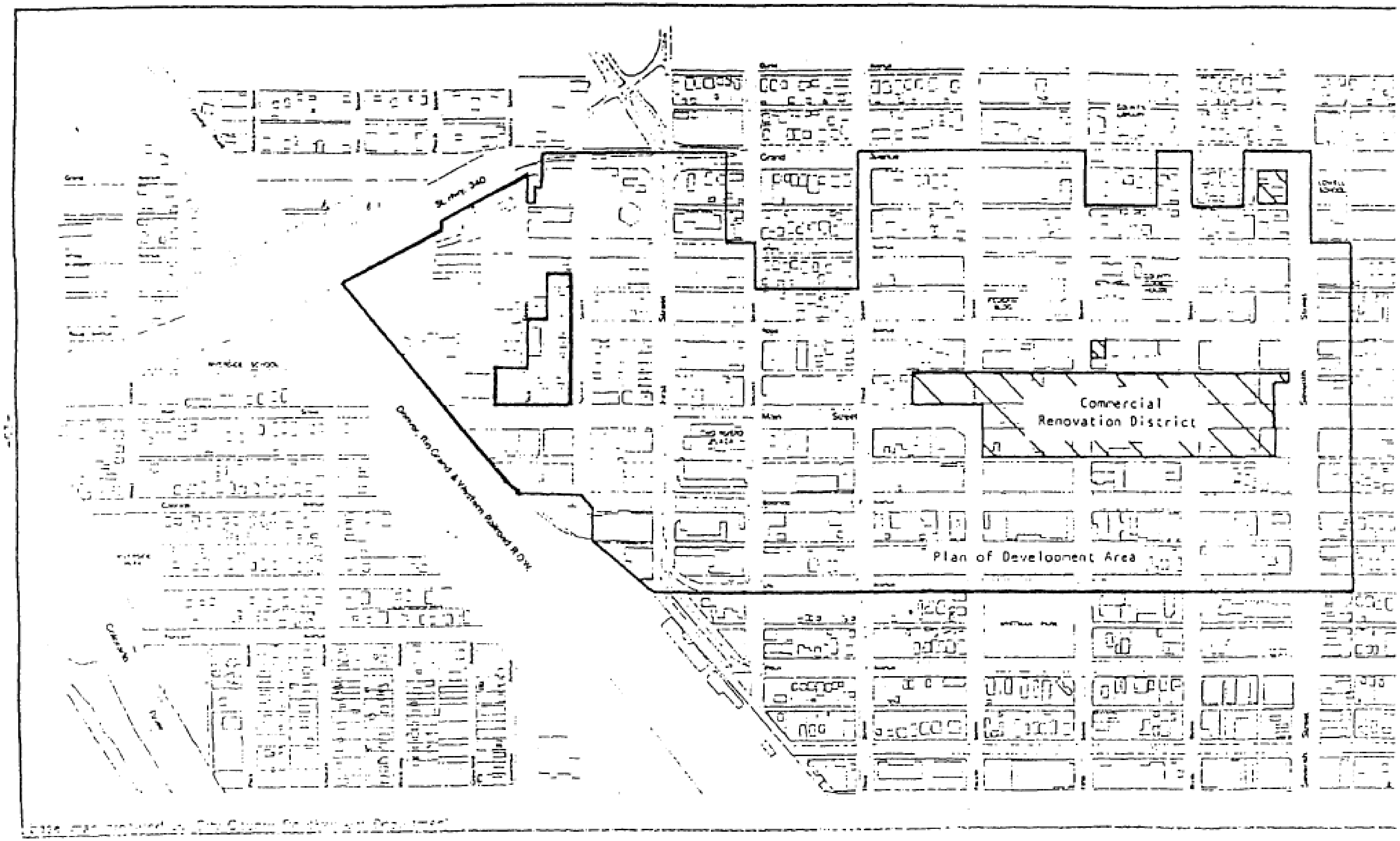


EXHIBIT D   GRAND JUNCTION, COLORADO, DOWNTOWN DEVELOPMENT AUTHORITY   DECEMBER 1981

SECTION III

STATUTORY REQUIREMENTS FOR ADOPTION AND IMPLEMENTATION OF A DOWNTOWN DEVELOPMENT AUTHORITY PLAN OF DEVELOPMENT WHICH INCLUDES BOTH RENOVATION DISTRICTS AND A PLAN OF DEVELOPMENT AREA WITHIN WHICH TAX INCREMENT FINANCING WILL BE USED

A. GENERAL

1. Revitalization of a downtown area is a time-consuming and dynamic process. The results of the planning phase may influence the downtown environment for years, and it is, therefore, necessary that those affected by a plan of development are provided adequate opportunity to voice their suggestions and concerns for the future of "their" downtown. The minimum requirements are those dictated by Colorado law.

2. The following summarizes the statutory requirements for adoption of this Plan of Development and indicates the date of completion of this Plan. Additionally, also shown are the other opportunities provided for input into the Plan and optional activities undertaken to assure maximum public input as well as compliance with the policies of the City Council.

B. DATE OF ACTION	C. STATUTORY REQUIREMENTS	D. OPTIONAL ACTIVITIES
1. 1/19/77	Resolution authorizing election of formation of DDA	
2. 2/8/77	Election	
3. 3/16/77	City Ordianance No. 1669 establishing DDA State Statute 31-25-804	
4. 6/2/80		Employment of consultants to study and analyze land use, urban design, parking, traffic, and market conditions
5. 8/21/80		Formation of Downtown Action Committee to Provide input on Plan of Development

B. DATE OF ACTION	C. STATUTORY REQUIREMENTS	D. OPTIONAL ACTIVITIES
(Continued)		
6. 4/15/81		Adoption by City Council of Policy Resolution for downtown
7. 10/2/81		Public presentation by Johnson, Johnson & Roy, Inc. of their conclusions concerning the downtown area
8. 10/7/81		Discussion with County Assessor and Treasurer concerning implementation of tax deferral and tax increment financing
9. 10/28/81	Meeting with school district personnel seeking their advice and comments on tax increment financing 31-25-807 (3)(d)	
10. 11/6/81		Review of Downtown Development Strategy Plan by DDA Board of Directors and invitation to Mesa County Commissioners to attend for explanation of Plan concept including tax increment financing
11. 11/11/81		Published notice of meeting of DDA Board to consider and adopt Plan of Development after public input
12. 11/11/81		Presentation of Plan to local architects, engineers, and planners
13. 11/13/81		Public meeting of DDA Board concerning Plan of Development concept

B. DATE OF ACTION	C. STATUTORY REQUIREMENTS	D. OPTIONAL ACTIVITIES
(Continued)		
22. Upon adoption of Plan of Development	Freezing of Ad Valorem tax base and sales tax base as of effective date of Plan 31-25-807(3)	
23. To be determined during 1982	Resolution of DDA Board to have election for pledging of tax increment funds 35-25-807(3)(b)	
24. To be determined during 1982	Approval by City Council of election at least 30 days prior to election 35-25-807(3)(b)	
25. To be determined during 1982	Election - qualified electors of district 35-25-807(3)(b)	
26. To be determined during 1982	City Council adoption of ordinance authorizing the issuance of bonds	
27. To be determined during 1982	Bonds issued for project	

SECTION IV

EXISTING CONDITIONS WITHIN THE BOUNDARIES OF THE DOWNTOWN DEVELOPMENT AUTHORITY

A. RESULTS OF THE ANALYSIS OF EXISTING CONDITIONS

1. Johnson, Johnson & Roy, Inc., concluded that a Downtown Development Strategy Plan was needed because: "Within the downtown area, there exist clear measures of blight and deterioration, which require improvements to ensure the economic well-being and quality of life of all our residents. We have a substantial number of deteriorating structures; some of these suffer from structural blight, some from functional blight. Although our street system is generally wide and adequate, we face circulation problems which call for simplification. The utility systems serving our downtown must be replaced both for our safety and our future growth. Most of all, we need to grasp the opportunity to bring life back into the downtown area through the addition of sound housing and attractive commercial and office space."

2. Among the many factors presently existing within the boundaries of the Downtown Development Authority which led Johnson, Johnson & Roy, Inc. to the above conclusion are:

a. Any increase in intensity of development or redevelopment will require replacement and upgrading of present utilities, including replacing and upgrading of water and sewer lines;

b. A present need for parking locations which provide reasonable location distribution of long and short term parking as well as effectively provide for long term parking.

c. A present combination of one-way streets and restricted turning intersections along Main Street which requires one to travel four to six blocks to find a parking space and which often prevents one from getting to visible parking lots on cross streets and inhibits the ability to reach offstreet lots;

d. Potential development sites at which ownership has not been consolidated and where the potential major development parcels are divided by alleys and streetways;

e. Present zoning classifications which do not always make it possible to attract the desired type of redevelopment;

f. Existing land use of adjacent parcels and existing zoning are not such as to encourage successful redevelopment of multiple family housing;

g. Fragmented ownership and land prices which put the area at a disadvantage in attracting new builders;

h. Lack of high quality lodging;

i. Areas adjacent to the DDA which contain areas that no longer fulfill their original function, and which are unattractive, at times unsafe, and provide a loitering spot for transients, such as Whitman Park; and

j. Upper stories of most downtown structures which are generally underutilized as activity generators for the downtown area because of their present use as storage areas.

B. ADDITIONAL FACTORS

1. In addition to the above factors, other factors indicate that, despite the traditional advantages of the central business district over other locations because of its core of governmental, financial, and related activities, the central business district is no longer able to attract new development or redevelopment.

2. The area within the boundaries of the Downtown Development Authority has traditionally been a strong retail area for the City. However, at the present time there are vacant buildings, not presently undergoing redevelopment or conversion, at the corners of 5th and Main, 2nd and Colorado, 4th and Main, and 3rd and Main. At the present time approximately one square foot of each five available for retail space is vacant since there is presently a retail vacancy rate of approximately 18.8% even though retail space is in high demand in other areas. Each square foot of vacant retail space means that there is lost revenue to the property owner, a loss in the entire spectrum of retail goods available to the consumer, and a loss of consumer-attracting businesses.

3. The downtown area is also an old area. Although there has been some new construction within the last 10 years, approximately 85% of all the structures are older than 30 years old. There have been three periods

of significant construction downtown: 1887 to 1894, 1907 to 1922, and 1946 to 1952. Because of the different building requirements during these periods, these older buildings, unless renovated, remodeled, or redeveloped, contain structural hazards to health and safety. For example, the large windows used on older buildings to provide sunlight and ventilation, now create safety problems because of the easy access they may provide for burglars and transients, and the high ceiling of many older buildings may provide more air space for combustible matter.

4. The decline of the downtown central business district can best be seen in a comparison of the sales income and assessed valuation of property in the last three years. Sales taxes collected in the central downtown area along both sides of Main Street have fallen from $408,088 in 1979 to $384,140 in 1980 and $304,338 in 1981, during the first eight months of each year. This reflects that the share of the city-wide retail market in this area has fallen from 13.23% to 7.24%.

5. This reduction in sales tax revenue is not due to a change of use, for the total assessed valuation of property has also declined. Although the total assessed valuation of real property within the boundaries of the Downtown Development Authority increased by 5.85% because of substantial inclusions of new property in the Downtown Development Authority, the assessed value of personal property fell by 31.80% and the overall assessed value fell by 9.02%. This decline in tax revenues, when viewed against the massive development occuring on Horizon Drive and in other areas, indicates that the central business district is failing to keep pace with the rest of the county.

6. All of these factors indicate that the conclusion by Johnson, Johnson & Roy, Inc., that blight exists within the downtown area, applies to the property within the Downtown Development Authority. Under Colorado law, a blighted area is not equated with what is traditionally thought of as a "slum", but, rather is an area in which sound growth, adequate housing provisions and the public health and welfare are impaired because of the type of structures and the land upon which they are located as well as other unsanitary, or unsafe conditions.

C. PUBLIC INPUT

1. During public meetings and through discussion with City officials, other potential problems have been identified. These problems vary in severity. Some problems are scheduled to be remedied by work programs in the future, while others are not scheduled for corrective action. The problems include:

a. Combined sanitary and storm sewers in the downtown area have the potential to back up into the drains of property owners after extreme rains, thereby creating an unsanitary condition. Any future sewer construction would require the installation of separate lines.

b. There are deteriorating underdrains in the Shopping Park along Main Street from 3rd to 5th.

c. There are sidewalks in a deteriorating condition on the southeast corner of 5th and Rood and on the 200 block between Main and Colorado.

d. The street lighting in the Shopping Park is on tall poles, but since the vegetation is now quite large on Main Street, little light reaches the sidewalks and walkways creating a potential public safety hazard.

e. There are no north-south water mains on 2nd, 3rd, and 4th and the east/west mains on Grand, White, and Rood are no larger than 6 inches, thereby providing limited supplies which are not adequte under present codes for adequate fire protection levels.

f. Public officials are aware that the foundation work on some of the older buildings have deteriorated in the past or are presently in a deteriorated condition. For example, one of the buildings has wooden piles which rotted because of a fluctuating water table. During the Main Street water main break, extensive damage occurred because of the old style, porous foundations.

g. The alleys in the downtown area are still major delivery and service routes; however, heavy pedestrian traffic has been encouraged by the use of walkthroughs at the U. S. Bank building and on the northside of the 600 block, and by the placementof parking areas across an alley from business establishments. Many businesses have encouraged the use of back doors as the most direct entrance from a parking area to their establishment. However, the alley surfaces are often uneven and not adapted to pedestrian travel, there are no crosswalks, the lighting at night is inadequate, and during business hours there is a flow of both delivery trucks and trash collection trucks which pose a potential threat to pedestrians.

2. The combination of these problems and those identified by Johnson, Johnson & Roy, Inc., presents a picture of large scale future problems as growth occurs in the community, creating a greater demand upon downtown facilities. Both public and private development will be needed to keep the downtown from further deterioration.

m. Construction Management: This is provided by either a skilled public agency or private sector specialists. It can help to assure completion of a project on time and within budget, and on complicated projects may become an absolute necessity.

n. Supervision of Project Planning and Design: This is the responsibility of the City and DDA and calls for both the establishment of a close working relationship between public and private professionals and an understanding by both of the goals and performance needs of the other.

B. IMPLEMENTATION TOOLS

A wide variety of tools are available to the City of Grand Junction and the Downtown Development Authority for the implementation of this Plan.

1. Most important of these to the implementation of this Plan of Development is the Downtown Development Authority. Under Colorado legislation, the Downtown Development Authority has the power to acquire by purchase, lease, license, option or otherwise, any property and to improve land and to construct and operate buildings and other improvements on it as well as to act as solicitor by any property owned by or under its control. The Authority can issue revenue bonds for the purpose of financing its development facilities.

2. Industrial development bonds, issued by the City after review by the industrial bond committee, are also an extremely powerful tool, which, to date, have not been directed in significant form to the downtown area.

3. Tax increment financing is an extremely important tool for the implementation of this Plan of Development. Tax increment financing can provide for the construction of public facilities in the Plan of Development area and for property acquisition for public or private redevelopment. A Plan of Development area is established by this Plan. An election is required to authorize issuance of bonds. TIF bonds, however, cannot be expected to fund all of the projects.

4. General improvement districts offer an opportunity to fund public improvements. General improvement districts may be of importance here as an overlay to allow wider improvement throughout the downtown area. General improvement districts become a taxing unit with the power to construct or install public improvements including off-street parking facilities.

5. The City also has the power to establish and maintain a pedestrian mall under the Public Mall Act of 1971. This act provides for both fully

pedestrian, or pedestrian/vehicular transit malls such as the existing Shopping Park. The City could conceivably employ this act to provide for the construction and payment for improvements throughout a general improvement district or a smaller commercial renovation area. The statute authorizes the City to levy a special assessment against property within the district to be expended for the maintenance, operation, repair or improvement of the mall.

6. Parking revenue bonds can be issued by the City to provide for the construction, maintenance and operation of public parking facilities, buildings, stations or lots and to pay for their costs by a general tax levy or otherwise by the issuance of revenue bonds. The principal and interest on such revenue bonds can be paid for solely out of revenues assessed and collected as rentals, fees, or charges from the operation of such facilities or from parking meter renewals, rentals or charges.

7. The City also has the authority, under the Public Parks Act, to establish, maintain and acquire land necessary or proper for boulevards, parkways, avenues, driveways and roadways, or for park or recreational purposes for the preservation and conservation of sites, scenes, open spaces, and vistas of scientific, historic, aesthetic or other public interest. Monies in the park fund can also be used for the maintenance and improvement of parks, parkways, boulevards, avenues, driveways and roads.

8. The City and the Downtown Development Authority have the authority to enter into long-term rentals and lease-holds, both for undeveloped or improved property. In addition, intergovernmental cooperation agreements can be used to establish and provide for joint use of public services or facilities.

9. A local, nonprofit development corporation may be necessary to provide coordination for large, private, multi-property developments. Industrial Development, Inc., is currently established as a nonprofit development corporation, but additional corporations such as this may be necessary and should be encouraged if coordination can be ensured.

10. The Capital Improvements Program established by the City and the County are major tools for insuring that public improvements are installed and maintained consistent with the goals and priorities of the community. Downtown projects should be set aside in a separate category, and prioritized on an annual basis.

11. By state statute, deferral of property tax assessments is available to owners of certain older buildings who improve their property through renovation. This is available for private home owners without special designation of their areas as a renovation district. For commercial property owners, a commercial renovation district is established under this Plan.

12. Urban development action grants, and community development block grants are federal programs offering assistance for a wide range of development and renovation activities. There are strict qualification requirements, and each year's funding level is subject to changes in federal policy and national economic shifts.

13. Main Street Program technical assistance, and historic structure designation are programs under the auspices of National and State Historic groups. Incentives for the preservation and judicious re-use of historic buildings are available, and geared to the needs of private owners.

14. Conventional financing is the normal course for most development projects. Recent interest rate fluctuations have led to greater use of devices such as the reduced rate loan pool established by the Authority.

15. Various other federal and state agencies offer specialty grant or technical assistance services for public improvement. Here, these can include: Federal Highway Administration and Urban Mass Transit Administration grants; Joint Budget Committee decision and expenditure; Colorado Energy Impact Assistance funds; Housing Authorities at the local, state and federal level; Colorado highway users trust fund.

C. IMPLEMENTATION STEPS

The following list of actions will need to be taken, not necessarily in this order to implement this Plan.

1. The first step in the implementation strategy is the adoption of the Authority's Plan of Development and the continuation of the planning process. The agencies primarily responsible for this are the City and the Downtown Development Authority. Special studies and plans need to be developed for the following:

a. Parking Management
b. Design Guidelines for Downtown
c. Landscape and Street Lighting Plan

d. Zoning and Development Control Revisions
e. Traffic Management
f. Retail Mix and Recruitment
g. Detailed Improvement Designs
h. Housing Rehabilitation

2. The City should designate the Downtown Development Authority as the planning implementation agency for these projects.

3. The City and DDA will develop a detailed downtown implementation strategy and an annual work program based on fundable projects and activities. Specific planning and improvement projects will be paired with appropriate funding mechanisms.

4. The City and the DDA will hold a tax increment financing bond election.

5. The DDA and the City will prequalify for selected state and federal assistance programs. Although the exact use of these programs at the moment may not be clear, it is important that the City establish itself as qualified and interested in these funding programs for the implementation of this Plan of Development.

6. The DDA and the City will design and implement funding mechanisms for the commercial renovation district. These include those programs currently in place, such as the Low Interest Commercial Loan Pool and others which will require research and development.

7. The City and the DDA will prepare and consider for adoption revisions to the zoning ordinance. The DDA will be included in the Site Plan Review Process for all activities in the downtown.

8. The City, with DDA assistance, will provide industrial development bond financing for projects in the downtown in accordance with state and federal law.

9. The DDA and the City will coordinate market analysis studies, site plan designs, and packaging for projects such as the multi-use office/hotel/ convention center.

10. The DDA, the City, and the Grand Junction Housing Authority will coordinate the development of market analysis studies, design studies, and packaging of properties for housing redevelopment projects where appropriate.

11. The DDA and the City will coordinate the market analysis, design planning, and packaging for the entry development project area.

12. The City and the DDA will coordinate selection of the state office building site and provide planning assistance for the state office building.

13. The DDA will need to coordinate design and development in a number of other redevelopment project areas, and should be aware of and anticipating the development of these.

14. The DDA with private sector assistance, will need to design and incorporate a local, private, non-profit development corporation. This corporation may be established for special projects, or may in fact begin to serve as an overall private partner to the Downtown Development Authority. The local development corporation could begin to coordinate implementation of the development of the downtown, taking some of the burden from the publicly financed DDA.

15. The City and DDA will adopt a parking management plan and may need to develop, adopt, and implement a parking district and a future parking development plan. Financing mechanisms for this include parking revenue bonds. A special study will be conducted to ensure that parking is provided and financed in a way amenable to downtown redevelopment.

16. The City and DDA will implement parking district improvements including property acquisition and constructing structures funded by parking revenue bonds, tax increment bonds, other sources or a combination of mechanisms.

17. The City, the DDA, the County, State and Federal governments and the school district could establish intergovernmental cooperation agreements for the joint provision and use of facilities and services. Such an example may occur in the governmental office district for the provision of parking or other maintenance, or property/street improvement activities.

18. The City, with the cooperation of the County, DDA and other agencies, needs to establish priorities and funding for federal and state urban transportation systems. These may include improvements to those major state highways bypassing or going through the downtown. It may require application or involvement with the Federal Highway Administration, the State Highway Users Trust Fund, the Colorado Department of Highways, the Federal

Urban Mass Transportaion Administration and perhaps the state's Energy Impact Assistance funds.

19. The City and DDA should establish financing for park, boulevard, median and landscaping improvements. The funding mechanisms for these, in addition to highway construction sources, may include the Public Parks Act which would allow this kind of construction. The City does not currently take advantage of this financing mechanism.

20. The City and the DDA should research, evaluate and develop special land development regulations for the downtown that combine development incentives and design guidelines with regulations. Considerable legal research will be necessary and modification to existing administrative systems may be necessary. This could include exploration of feasibility of transferrable development rights, condominium law applications to private home improvements, and the use of air rights in certain congested areas of the downtown.

21. The Downtown Development Authority's interim Plan of Development relating to street vendors, attached hereto as Appendix H, adopted by the Authority Board and City Council in response to Grand Junction City Ordinance Number 1989, is hereby made a part of this Plan of Development.

SECTION VII

PUBLIC FACILITIES

A. GENERAL

1. As mentioned in Section VI., the construction of public facilities and improvements can be used to support and encourage private redevelopment activities. Private redevelopment will encourage further reinvestment by the private sector. The result will be increased property values, increased tax revenues to the City, and reinforcement of land uses and business activities adjacent to the public facilities and improvements constructed as a result of this Plan.

2. A number of public works improvements will be undertaken to implement this Plan by the City and the Authority. Some of the improvements could be financed solely from tax increment revenues. Others could be financed with other available financing tools, i.e., special assessments, revenues bonds, general fund appropriations, general improvement districts, lease purchase, federal and state grant and loan programs and others. Some projects may be financed utilizing a combination of funding mechanisms.

3. The public improvements will be constructed to complement and provide incentives for private development. Scheduling the various public improvements will depend on the area and intensity of private sector redevelopment, the scheduling of the City's Capital Improvement Program, and the availability of tax increment and other financing mechanisms. The City and Authority will install and construct, or cooperate as appropriate with other public or private agencies, in the installation and construction of such public improvements, public facilities and utilities as are necessary to carry out this Plan. Such improvements, facilities, and utilities include, but are not limited to, any streets, parks, plazas, parking facilities, playgrounds, pedestrian malls, rights-of-way, structures, waterways, bridges, lakes, ponds, canals, utility lines or pipes, and buildings, including access routes to any of the foregoing, designed for use by the public generally or used by any public agency with or without charge, whether or not the same is revenue-producing. Improvements will be undertaken whenever possible in conjunction with and as an incentive for private redevelopment projects.

However, redevelopment priorities of the City and DDA, available funding and other demands, not the requests of redevelopers will determine the schedule of public improvement projects.

3. A more detailed description of the public facilities and improvements follows. Individual facilities and improvements will be further defined in the Public Improvement Design Guidelines and project specific implementation plans and specifications. The location of many of the projects listed in Section VII.B. below are identified by number in Exhibit E. on Page 43.

B. PROJECTS

1. Renovation of the Main Street Shopping Park. In addition to the improvement of facades along the shopping core being funded by the loan pool administered by the Downtown Development Authority, improvements to the landscaping, street furniture, and lighting will be accomplished.

2. Improvements to Alleyways. The improvements to alleyways include undergrounding utility systems, a general clean-up of the area, resurfacing, and improvements to pedestrian through-paths and parking areas.

3. Improvements to Rood Avenue. The 19.5 foot traffic lanes will be narrowed to 12 feet, and canopy trees and landscaping improvements will be added. The street will be returned to two-way traffic.

4. Improvements to Colorado Avenue. Traffic movement lanes will be narrowed from 19.5 to 12 feet, canopy trees and street landscaping improvements will be added. The street will be returned to two-way traffic.

5. Improvements to Seventh Street. This involves the extension of the boulevard from Grand to South. It will require minor alterations to parking along Seventh and the installation of a landscaped boulevard down the center of Seventh. It will require minor narrowing of the traffic lanes and will improve the movement of traffic along Seventh.

6. Restoration of Whitman Park. Although Whitman Park is not presently within the Authority's boundaries, it is hoped that it will become part of the DDA within the near future because of its influence upon adjacent DDA property. The improvements proposed to Whitman Park include clean-up and modification of the landscape and improvements to the lighting to improve safety and reduce loitering. These improvements will enhance its use as a neighborhood park for potential future housing development.

7. Extension of the Shopping Park. The Shopping Park will be extended into the 200 block of Main Street and a plaza could be constructed at Second and Main to include a large sculptured fountain. This project will enhance Two Rivers Plaza and provide incentive for the future development of a multi-use hotel and office facility in close proximity to Two Rivers Plaza. It will also provide incentive for a performing arts complex at that location. It will be undertaken in conjunction with private development.

8. Relocation of Regional Bus Terminal. This terminal needs to be relocated to a site more appropriate for regional transportation, and to allow improvements in the neighborhood of its current site to occur. The project will involve site selection, acquisition and development, and could include clearance and acquisition of its current property.

9. Image Improvement at Seventh and Main. This project involves improvements in parking, lighting landscape, and signage at the entry to the Shopping Park. In the future, the site can serve as a community bus transfer point, dependent upon installation of a line haul bus facility program in Grand Junction.

10. Identify, Designate and Acquire Future Parking Facility Locations. The City and Authority will identify specific locations for future parking facilities and acquire and maintain these properties as development staging areas to encourage and provide incentive to future development.

11. Construct Parking Facilities. The City and Authority will build parking facilities (surface or multi-level) on appropriate designated sites to accommodate parking demand created by new development.

12. Expansion of the Museum of Western Colorado. The City and Authority will assist the Museum in identifying and acquiring a site to permit the expansion of the Museum facility. This could involve acquisition and resale or a long term property lease.

13. Public Building Sites. The City and DDA will identify, acquire and assemble sites or key parcels appropriate for the development of public buildings individually or in cooperation with other agencies desiring to undertake projects consistent with the objectives of this Plan and within the redevelopment areas designated in this Plan. Public buildings could include a state office building, City Hall, performing arts/civic events center, County offices and others.

14. Redevelopment Sites. The City and DDA will identify, acquire and assemble sites or key parcels appropriate for redevelopment projects (commercial, office, hotel, housing, etc.) for resale or lease to public or private developers desiring to undertake projects consistent with the objectives of this Plan and within the redevelopment areas designated in this Plan.

15. Utilities. The City will expand or replace municipal utilities (water distributions, sanitary sewer, storm sewer, lighting) where necessary and appropriate, and desirable to accommodate the utilities demands of redevelopment projects provided funds are available.

16. Right-Of-Way Acquisition. The City will acquire rights-of-way or easements where necessary to accommodate utility relocations and roadway and traffic circulation improvements.

17. Parks. The City and Authority will acquire sites for and develop parks, plazas, fountains and pedestrian walkways between parking areas and activity centers in accordance with the Downtown Development Strategy Plan and subsequent landscaping, public improvement and redevelopment plans.

18. Improvements to First Street. In cooperation with the State Highway Department, First Street will be landscaped and intersections improved to accommodate pedestrian traffic across First Street without adversely affecting traffic flow.

C. PRELIMINARY COST ESTIMATES

1. The following cost estimates are for typical block or work areas for several of the public improvement projects listed and are based upon current (October 30, 1981) construction costs. The individual unit costs used are slightly inflated to include approximately 10% contingency to cover related work but not itemized. These estimates were prepared without the aid of accurate existing condition surveys or detailed development plans. The estimates do not include any allowance for major underground work except as noted, or for unforeseen construction problems.

2. TYPICAL UNIT AND PER BLOCK COSTS

a. Main Street Shopping Park Upgrade Cost Estimate - Typical Block

1.)

Work Items	Units	Cost/Unit	Total
Remove dead trees	6 EA	$ 50.00 EA	$ 300.00
Install low plantings planters	6 EA	150.00 EA	900.00
Remove existing planters	6 EA	150.00 EA	900.00
Prune existing trees	12 EA	80.00 EA	960.00
Paint existing shelters		Allow 500.00	500.00
Reconstruct brickwork		Allow 2,000.00	2,000.00
		Subtotal	$5,560.00
+ 25% contingency and general conditions:			1,390.00
			$6,950.00
		Say:	$7,000.00

2.) Construct Small Fountain Feature

Allow $12,000 to $25,000 each

b. Typical Alley Treatment Cost Estimate - Typical Block

1.) Site Improvements

Site Preparation			
Remove alley pavement	940 SY	6.00 SY	5,640.00
Miscellaneous removals		Allow 1,000.00	1,000.00
			$6,640.00
Utilities			
Adjust existing m.h. covers	5 EA	100.00 EA	500.00
New inlets	2 EA	1,500.00 EA	3,000.00
			$3,500.00
Sitework			
New bituminous paint	620 SY	15.00 SY	9,300.00
New special concrete	2,900 SF	5.00 SF	14,500.00
Screen wall	210 LF	180.00 LF	37,800.00
Curb/seat wall	210 LF	50.00 LF	10,500.00
Entry trellis		Allow 5,000.00	5,000.00
Entry directory		Allow 3,000.00	3,000.00
Pedestrian lights	7 EA	2,000.00 EA	14,000.00
			$84,100.00
Landscape Furnishings			
Flowering trees	10 EA	$ 200.00 EA	$ 2,000.00
Planting bed	1,260 SF	4.00 EA	5,040.00
Bench units	5 EA	400.00 EA	2,000.00
Irrigation		Allow 4,000.00	4,000.00
			$ 13,040.00
		TOTAL:	$107,280.00

Budget ranges from $105,000 to $135,000 per block.

	Units		
Transformers	1 EA		
Secondary distribution	Allow		

Budget ranges from $45,000 to $55,000 per block.

c. Rood and Colorado Avenue Improvements Cost Estimate - Typical Block

1.) Site Improvements

Site Preparation

Remove existing street	1,130 SY	8.00 SY	9,040.00
Remove existing curb	1,040 LF	4.00 LF	4,160.00
Remove existing sidewalks	180 SY	5.00 SY	900.00
Remove existing lights	10 EA	250.00 EA	2,500.00
			$16,600.00

Utilities

Adjust existing m.h. covers	16 EA	100.00 EA	1,600.00
Abandon existing inlets	6 EA	150.00 EA	9,000.00
New inlets and pipe	14 EA	1,500.00 EA	21,000.00
Miscellaneous	Allow	3,000.00	3,000.00
			$26,500.00

Sitework

Concrete curbs	1,060 LF	10.00 LF	10,600.00
New brick/concrete walks	7,800 SF	4.50 LF	35,100.00
Concrete replacement	1,600 SF	2.00 SF	3,200.00
Street patching	100 SY	15.00 SY	1,500.00
30' lights	10 EA	3,000.00 EA	30,000.00
Brick crosswalks	1,600 SF	8.00 SF	12,800.00
			$93,200.00

Landscape/Furnishings

Street trees	36 EA	500.00 EA	18,000.00
Tree grates	36 EA	350.00 EA	12,600.00
Benches	6 EA	800.00 EA	4,800.00
Trash receptacles	6 EA	350.00 EA	2,100.00
Low planters	8 EA	1,000.00	8,000.00
			$45,500.00
		Subtotal	$ 182,000.00

Budget ranges from $180,000 to $225,000 per block.

d. Seventh Street Boulevard Improvements Cost Estimate - Typical Block

1.) Site Improvements

Site Improvements	Units	Cost/Unit	Total
Site Preparation			
Remove existing street	1,450 SY	$ 8.00 SY	$ 11,600.00
Remove existing curb	800 LF	4.00 LF	3,200.00
Remove existing walks (20%)	180 SY	5.00 SY	900.00
			$ 14,800.00
Utilities			
Adjust existing m.h.	10 EA	100.00 EA	1,000.00
Abandon existing inlets	6 EA	150.00 EA	9,000.00
New inlets and pipe	8 EA	1,500.00 EA	12,000.00
Miscellaneous	Allow	2,000.00	2,000.00
			$ 24,000.00
Sitework			
Concrete curbs	1,300 LF	10.00 LF	13,000.00
New brick/concrete walks	7,200 SF	4.50 SF	32,400.00
Brick crosswalks	2,400 SF	8.00 SF	19,200.00
30' lights	6 EA	3,000.00 EA	18,000.00
Median lights	4 EA	2,000.00 EA	8,000.00
Irrigation	Allow	4,000.00	4,000.00
			$ 94,000.00
Landscape/Furnishings			
Street trees (5" cal.)	18 EA	500.00 EA	9,000.00
Tree grates	18 EA	350.00 EA	6,300.00
Benches	4 EA	800.00 EA	3,200.00
Trash receptacles	4 EA	350.00 EA	1,400.00
Lawn planting	300 SY	3.00 SY	900.00
Low planters	6 EA	1,000.00 EA	6,000.00
			$ 21,400.00
		Subtotal:	$154,800.00

Budget ranges from $155,000 to $195,000 per block.

2.) New Traffic Signalization

Budget ranges from $25,000 to $32,000 per block.

3. ESTIMATED TOTAL COSTS FOR SAMPLE PROJECTS

The final cost figures are given in a range from the base estimated cost to a figure escalated 25% to cover many of the unknown conditions and requirements that often occur on projects of these types. Actual costs will not be known until specific project development plans have been completed and projects are ready for construction.

a. Shopping Park Improvements, for the four block area on Main Street between Seventh and Third, including two small fountains:

$22,000 -	$28,000
24,000 -	50,000
$46,000 -	$78,000

b. Alleyway Improvements, for the four blocks of alleys north and south of Main Street between Fourth and Sixth.

$420,000 - $540,000

c. Rood Avenue Improvements between Fourth and Sixth

$360,000 - $450,000

d. Colorado Avenue Improvements between Fourth and Sixth

$360,000 - $450,000

e. Alleyway Improvements north and South of Main between Sixth and Seventh, and Third and Four th

$420,000 - $540,000

f. Seventh Street Improvements, from Grand to Colorado, not including signal support changes

$620,000 - $780,000

g. Rood Avenue Improvements between Seventh and Sixth, and First and Fourth

$720,000 - $900,000

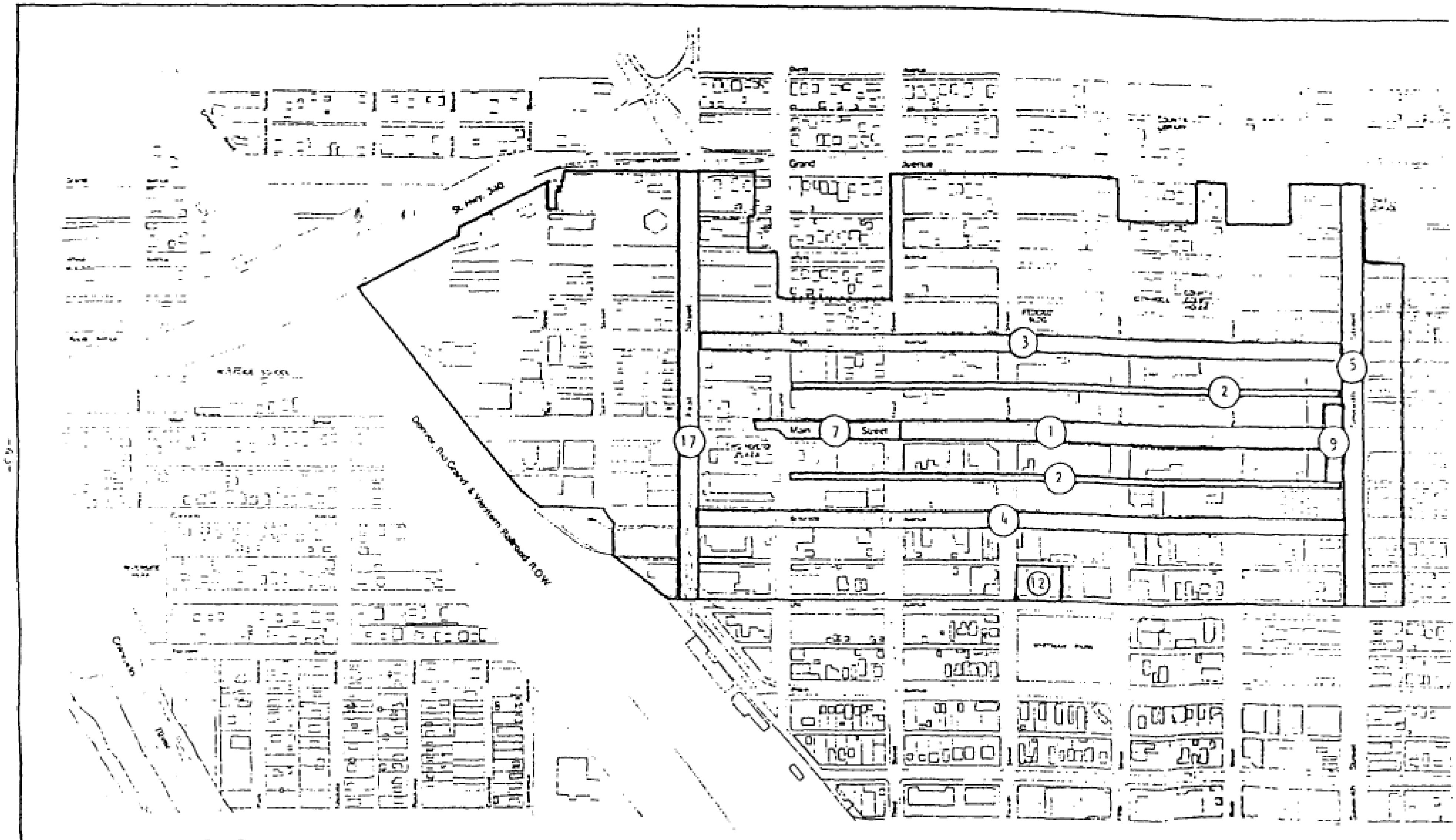
h. Colorado Avenue Improvements between Seventh and Sixth, and First and Fourth

$720,000 - $900,000

i. Seventh Street Improvements, from Colorado to Railroad Tracks

$550,000 - $685,000

As mentioned above, detailed costs of these and other projects will not be known until project specific planning and design has been accomplished. The cost of individual project planning and design has not been included in these estimates, but shall be included in the calculation of total cost for each project and may be financed in conjunction with the financing of the public improvement projects.



City County Development Department

EXHIBIT E PUBLIC IMPROVEMENT PROJECT LOCATIONS (NUMBERS REFER TO SOME OF THE PROJECTS LISTED IN SECTION VII. B.)

DECEMBER, 1981

SECTION VIII

REDEVELOPMENT AND RENOVATION PROJECT AREAS

A. GENERAL

1. The public facilities and improvements described in Section VII will provide some, but not all, of the needed incentives to the private sector to undertake desired redevelopment projects. Because of the difficulty in assembling small parcels with mixed ownerships into the large parcels necessary for redevelopment projects, the Authority and City will acquire key parcels and entire sites for priority redevelopment projects. Property so acquired can be cleared and prepared with utilities, surface treatment, landscaping and other amenities for lease or sale at fair value to redevelopers desiring to undertake a redevelopment project. Only qualified redevelopers submitting project plans consistent with this Plan and with any project specific criteria as determined by the Authority will be allowed to participate in projects on land acquired by the Authority and City.

2. The redevelopment areas, shown on the map in Exhibit F, establish a long-range land use and circulation framework for the future of the DDA Plan of Development area. Within each of the areas shown, redevelopment, both public and private, is intended to be predominantly concentrated within a certain type and to allow and provide for the redevelopment of properties at levels of intensity and density appropriate for the commercial and office center of the community. This Plan presents a flexible management concept for the downtown; the boundaries of the proposed areas make sense in light of today's opportunities, but must be regarded as indications of an intended future, not their literal representation.

3. This Plan will accommodate growth and change in two ways; by providing for the renovation and creative use of adaptable structures and properties which continue the community's heritage; and by providing for the redevelopment of properties unsuitable to further productive use and not providing a strong link to our heritage. It will concurrently balance downtown growth along both of these paths and proposes policies and programs which provide investment opportunities and returns to the community along both tracks.

4. The placement of public facilities, services and utilities described in Section VII will reflect this dual potential and future and provide a balance of incentives and management assistance.

5. Within each of the various areas shown in Exhibit F, growth management policies need to reflect the community's interests in sound property development. Sound principles of land planning need to be applied, and development concepts for district-wide areas need to be examined and re-examined.

6. The City and Authority, in accordance with Item A. 14. in Section VI of this Plan will acquire sites or key parcels appropriate for redevelopment projects. All purchasers of said sites or key parcels shall be obligated to develop the property in accordance with the provisions of this Plan and any design or development standards or criteria subsequently established by the City or Authority, to begin and complete the development of the property within a period of time which the Authority fixes as reasonable, and to comply with such other conditions as the City or Authority deem necessary to assure the achievement of the purposes of this Plan.

B. DESCRIPTIONS OF REDEVELOPMENT AREAS

1. Commercial Renovation District. The Shopping Park along Main Street is designated as a renovation district rather than redevelopment area, since the structures on Main Street provide strong opportunities for renovation rather than replacement. Historic district designation will be investigated, with the preservation of key structures a possibility in this area. Good building rehabilitation opportunities do exist. Restorations need to preserve architectural integrity, materials, sense of color, signage and the alignment of similar buildings elements.

2. Commercial Center Redevelopment Area. The Rood and Colorado corridors between Third and Seventh should be redeveloped with high intensity commercial emphasizing retail and service uses. Some properties will be appropriate for restoration or renovation work. This area is appropriate for the compatible integration of individual different uses.

3. Mixed-Use Redevelopment Area. Two Rivers Plaza provides an appropriate focus for a mixed-use development at the western terminus of the Shopping Park. This Plan calls for the combination of hotel, office and convention facilities

in a multi-block property, and proposes the use of parking lots for the staging and phasing of development and to insure flexibility in the trade and exchange of land. A multi-block project in this location could also provide for the performing arts or new state office facility. However, major projects in the mixed-use area will require an upgrading and replacement of current utility systems.

4. Primary Government and Professional Office Redevelopment Area. The existing City Hall, County Courthouse, Federal Building, Valley Federal building and Post Office, all north of Rood between Third and Sixth, offer the opportunities for significant massing of new government and professional office related buildings, the establishment of promenades and skyways connecting these buildings, and the location of a high-rise element for the skyline.

5. Secondary Government and Professional Office Redevelopment Area. The existing Police Station, Sheriff's Office, jail and Fire Station and available land offer the opportunity for new public safety, criminal justice, general government and associated professional office development.

6. Medium and Low Density Office Redevelopment Area. These areas should be developed at a smaller scale and intensity than the more central redevelopment areas with on-site parking and setbacks to provide a transition to existing older neighborhoods. Multi-family housing would be a compatible use in this area if the design is compatible.

7. Entrance Development District. The area west of First Street, south of State Highway 340 and north of Colorado is owned primarily in large parcels and would be appropriate for a large scale planned redevelopment project. This property is well enough located and large enough for development of a research or office park, high density housing, a regional transportation center, and a downtown food market. As an office or research park, it can provide a complement to the Two Rivers Plaza area immediately to the east. As a redevelopment parcel, it should be planned as a complete unit, with full mind given to the views it can provide of the downtown to those arriving from the west. Ultimate uses in this area will depend on the market analyses and site planning for the area.

C. REDEVELOPMENT AREA BOUNDARIES

1. It should be reiterated that the boundaries and descriptions of the

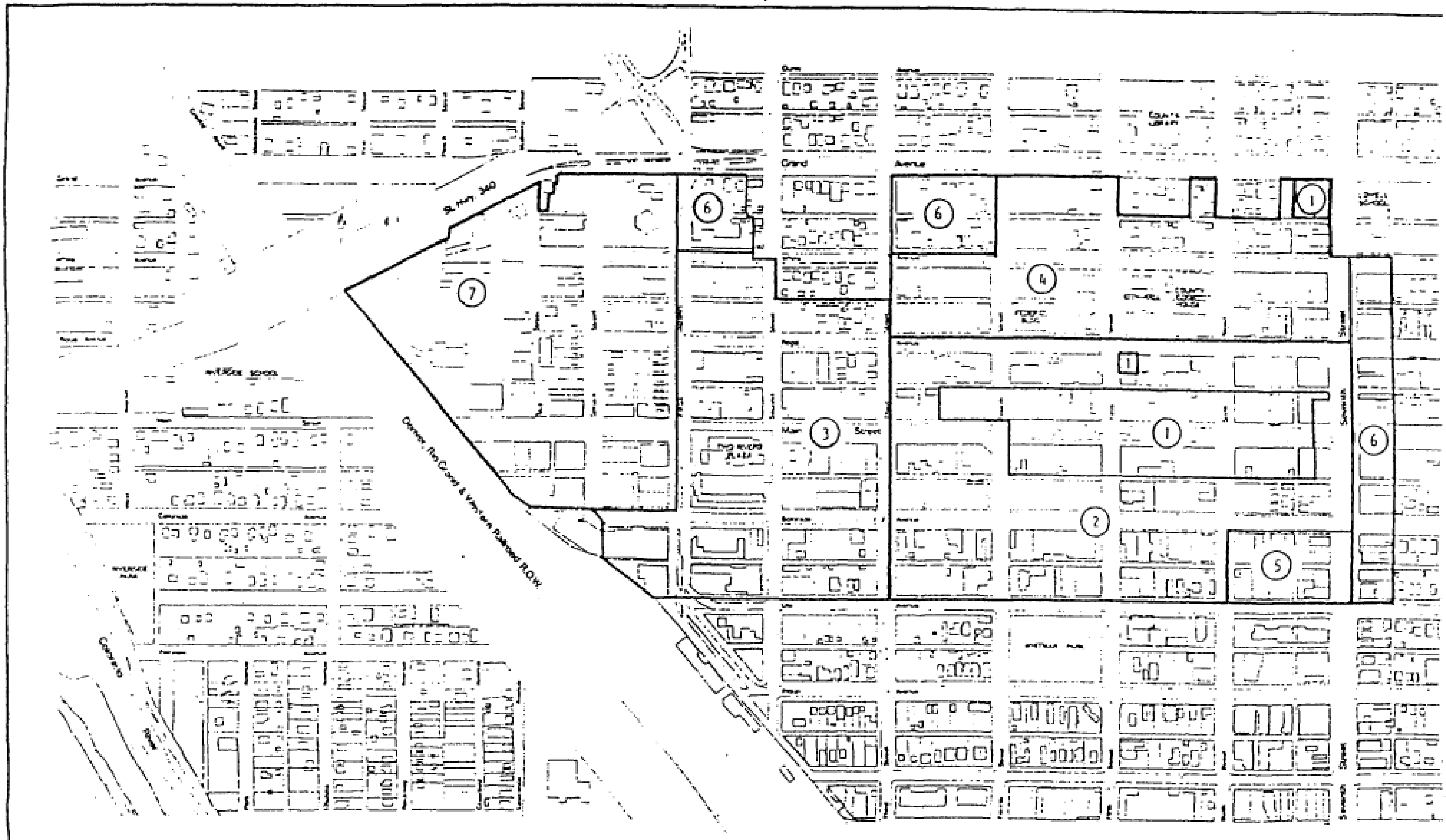
renovation areas described in this section and shown in Exhibit F are general. Acutal redevelopment projects may not entirely conform to the uses or areas designated for each area. Redevelopment projects, however, will be compatible with adjacent and surrounding uses. Various development incentives described in this Plan will be used to encourage redevelopment projects in appropriate locations. Revised zoning regulations called for and discussed in the Plan to be undertaken subsequent to adoption of this Plan will reference and reflect the redevelopment area boundaries and descriptions contained in this Section VIII.

2. The Commercial Renovation District, designated by the Number 1 on Exhibit F, consists of both sides of Main Street in a majority of the Shopping Park and two sites separate from Main Street. The Main Street properties and the other two sites (the IOOF Building and the two large residences on the southwest corner of Seventh and Grand) have been designated for commercial renovation because:

a. The structures therein comply with the criteria prescribed in S39-5-105 C.R.S. 1973 as amended, for the application of the five year deferral.

b. The structures therein exemplify the history of the development of Grand Junction and contribute significantly to the physical and visual character of the downtown.

c. Many of the structures therein, because of their age and lack of proper maintenance, contribute to life, health, and fire safety problems. The provision of the five year deferral on increases in assessed value resulting from renovation will provide an incentive to alleviate the safety problems and retain the visual character of the buildings.



Base map prepared by City/County Development Department

EXHIBIT F DDA PLAN OF DEVELOPMENT REDEVELOPMENT AREAS (NUMBERS REFER TO THE DESCRIPTIONS LISTED IN SECTION VIII.B.
DECEMBER 1981

SECTION IX

PROJECT FINANCING

A. FINANCING MECHANISMS

1. Any and all methods legally available to the City and/or Authority may be used to finance the public improvements described or anticipated in this Plan. Those methods include but are not limited to:

   a. Property tax increment financing
   b. Sales tax increment financing
   c. General obligation bond financing
   d. Municipal revenue bond financing
   e. General improvement district financing
   f. Local improvement district and special assessment financing
   g. Mall improvement and maintenance district financing
   h. Tax anticipation notes and warrants
   i. Installment purchasing
   j. Short term notes and loans
   k. Tax exempt mortgage financing
   l. Industrial development revenue bond financing
   m. Conventional financing

2. These methods can be combined to finance individual portions of projects or whole projects as the City and Authority deem appropriate at the time projects are undertaken. These methods can also be used insofar as legally allowable to pay the principal of and interest on and to establish reserves for indebtedness (whether funded, refunded, assumed or otherwise) incurred by the City or Authority to finance or refinance in whole or in part, the projects contained in this Plan.

B. TAX INCREMENT FINANCING

1. Colorado Statute in S31-25-807 C.R.S. 1973 as amended, provides for the Authority and City, through the adoption of a Plan of Development to create a Plan of Development area utilizing either or both property and municipal sales taxes for a period not to exceed twenty-five years. Both property and municipal sales tax increments derived from the Plan of Development area will be used to redeem bonds issued to finance all or a portion of the cost of

projects within the Plan of Development area as described in this Plan. The following information describes the division of funds necessary to implement the tax increment mechanism for the City of Grand Junction and Grand Junction Downtown Development Authority under this Plan. This description relates to all property and municipal sales taxes generated within the Plan of Development area.

a. The effective date of this Plan shall be December 16, 1981, that date being subsequent to September 9, 1981, the last date of certification of valuation for assessment of taxable property within the boundaries of the Plan of Development area. The base year for property tax valuation shall be 1981.

b. The City shall establish, in the first calendar quarter of 1982, a tax increment revenue fund for the deposit of all funds generated pursuant to the division of property and municipal sales tax revenue described in this Section IX.B., other funds generated by tax increment financed projects, and any other funds so designated by the City and the Authority.

c. Municipal sales taxes collected in the Plan of Development area for the twelve month period ending on the last day of the month (November 30, 1981) prior to the effective date of this Plan (December 16, 1981) shall be calculated by the City Finance Director and certified to the City and Authority prior to April 1, 1982. The twelve month period base year for the division of sales taxes shall be December 1, 1980 through November 30, 1981.

d. The property and municipal sales tax shall be divided according to S31-25-807, C.R.S. 1973 as amended, for a period of twenty-five years from the effective date of this Plan unless the City and Authority deem that all of the projects anticipated in this Plan have been accomplished and all debts incurred to finance those projects have been repaid or otherwise disposed of in which event the City and Authority may declare the Plan implemented. Thenceforward, all taxes upon taxable property and total municipal sales tax collections derived from the Plan of Development area shall be paid into the funds of the respective public bodies.

e. The division of municipal sales taxes generated and collected from within the Plan of Development area after November 30, 1981, shall be:

1.) The base year amount shall be paid into the funds of the City annually commencing on December 1, of each year.

2.) Twenty percent (20%) of the incremental amount in excess of the base year amount shall be paid into the funds of the municipality.

3.) Eighty percent (80%) of the incremental amount in excess of the base year amount shall be paid into the tax increment revenue fund.

4.) Payment of incremental funds into the tax increment revenue fund shall commence only after the base year amount has been collected and paid into the funds of the muncipality. Thereafter and until November 30 of each year the percentages described in subsections 2. and 3. above shall be paid into the funds of the municipality and the tax increment revenue fund.

5.) All interest earned on the deposit or investment of funds allocated to the tax increment revenue fund shall be paid into the tax increment revenue fund.

f. All tax increment revenues described in this Section IX.B. will be irrevocably pledged by the City for the payment of the principal of the interest on and any premiums due in connection with bonds, loans, advances and indebtedness of the City and Authority only after the question of issuing such bonds or otherwise providing for such loans, advances, or indebtedness and the question of any such intended pledge are first submitted for approval to the qualified electors of the Downtown Development Authority district at a special election to be held for that purpose. Any such election shall be called by resolution of the Board of the Authority adopted at a regular or special meeting thereof and approved by the City Council by a vote of a majority of the members thereof at least 30 days prior to such election. It is anticipated that such election shall be held in the second half of calendar year 1982, or the first half of calendar year 1983. Any and all funds paid into the tax increment revenue fund prior to the approval of the debt question at a special election shall be retained in the tax increment fund until such election has been held and debt authorized.

g. Subsequent to authorization of debt and issuance of bonds, the City shall establish such other funds and accounts as may be necessary to:

1.) Service the debt on bonds, loans, notes and advances

2.) Create a debt service reserve to cover a portion of the debt service on bonds, notes, loans or advances

2. Pursuant to an election authorizing the issuance of tax increment bonds,

the City Council shall by ordinance authorize the issuance of bonds. Said ordinance shall adequately describe the flow of funds and priority of expenditures associated with each issue and relating to prior or subsequent issues.

C. COMMERCIAL RENOVATION DISTRICT DESIGNATION

1. Colorado Statute S39-5-105 C.R.S. 1973 as amended, provides for a five year deferral in the increase of assessed value of a property more than thirty years old as a result of any renovation done to the property. The commercial renovation districts called for in this Plan are described in Exhibit C and in Section VIII.C. The designation of the commercial renovation areas will result in property owners being able to save the amount their property tax liability would have increased due to the renovation for a period of five years. The amount saved could be used to amortize the cost of the renovation thereby acting as an incentive for commercial renovations within the designated areas.

2. With the adoption of this Plan, the areas described in Exhibit C shall be designated commercial renovation areas under S39-5-105 C.R.S. 1973 as amended. Any renovations undertaken to property within the commercial renovation districts after the effective date of this Plan shall not result in any increase in the assessed value of the properties so renovated for a period of five years from the date of completion of the renovation unless the property is sold.

SECTION X

AMENDMENTS TO THE PLAN OF DEVELOPMENT
AND FUTURE INCLUSIONS TO THE DOWNTOWN
DEVELOPMENT AUTHORITY DISTRICT

[illegible]

anticipated in this Plan, [illegible] allows future decisions to deal with [illegible] must, therefore, be flexible and allow for minor varia[illegible] amendments.

B. MODIFICATIONS TO AND VARIATION FROM THE APPROVED PLAN

1. This Plan may be modified pursuant to the provisions of the Colorado Downtown Development Authority Law governing such modifications, including S31-25-807 C.R.S. 1973 as amended.

2. Where a literal enforcement of the provisions contained in this Plan would constitute an unreasonable limitation beyond the intent and purpose of these provisions, the Authority and City may in specific cases allow minor variances from these provisions.

C. FUTURE INCLUSIONS OF PROPERTY TO THE AUTHORITY DISTRICT

1. Colorado law allows new property to be added to the Downtown Development Authority if such property is adjacent to existing property, and the property owner requests inclusion and provides proof of ownership. The Downtown Development Authority has already included several properties at owner request.

2. As Johnson, Johnson & Roy, Inc., indicated in their Downtown Development Strategy, the problems of the Grand Junction central business district are closely tied to the Grand Junction Downtown Development Strategy Plan area, described as the area within the City limits of Grand Junction, circumscribed by Ouray Avenue on the north, Twelfth Street on the east, the alley south of South Street on the south, and the railroad tracks on the west. Hopefully, the boundaries of the two may one day coincide so that management and planning can be facilitated.

3. However, until that time, guidelines need to be established to direct the growth of the Downtown Development Authority. Therefore, future inclusions should satisfy the following criteria as much as possible.

a. Included property should be property that faces the same problems as that property already within the Downtown Development Authority.

b. Included property should be adjacent to the Downtown Development Authority, but need not be adjacent at more than one point.

c. A patchwork effect should be avoided, however, inclusions which tend to reach areas with a community of interest similar to that of property within the Downtown Development Authority will be encouraged.

d. It is anticipated that inclusions may be more rapid along corridors into the Downtown Development Authority and these should be encouraged to facilitate management of the entry areas to downtown.

e. Inclusions between corridors should be allowed when they tend to show a uniform pattern of filling the area between corridors already included.

f. Areas outside the downtown area, as defined in the Downtown Development Strategy, should not be allowed.

g. Inclusions which would strengthen the character and economic base of the central business district, even though not of commercial property, should be encouraged.

h. Each inclusion, at the time a petition is considered by the Authority Board of Directors, should be designated for inclusion as:

1.) A Commercial Renovation District

2.) An inclusion to the Plan of Development area within which tax increment financing is utilized under this Plan of Development.

3.) An inclusion without designation, which inclusion may become part of a future Plan of Development area.

4. Commercial renovation districts allowing the tax deferral and the Plan of Development area are mutually exclusive, and therefore, it is anticipated that no new renovation areas can be created within the perimeter of the initial tax increment district. However, commercial renovation areas may be created if new property is subsequently added to the Downtown Development Authority in accordance with Section X.C.3. above, provided the building conditions prescribed in C.R.S. 39-5-105, 1973 as amended, exist at the time the property is included and a commercial renovation area designation will further the purposes of and assist in the implementation of this Plan as it exists at the time of the inclusion.

5. This Plan of Development designates areas in which tax increment financing will be used. Once the district boundaries are formed, additions may be made by complying with the necessary procedures to amend the Plan of Development. However, it is anticipated that once there is an election to pledge tax increment revenues, it could become burdensome to amend the boundaries of the tax increment district. Therefore, any subsequent inclusions to the Authority district which will also be included in the initial tax increment district should be accomplished according to the procedures in C.R.S. S31-25-807 and 822 and by this Section X of this Plan.

6. With these guidelines, the Downtown Development Authority can, hopefully, grow to a size necessary to assist in meeting the challenges of the future, but do so within a framework of controlled expansion.

GRAND JUNCTION DOWNTOWN DEVELOPMENT AUTHORITY
INTERIM PLAN OF DEVELOPMENT
RELATING TO STREET VENDORS

The Grand Junction Downtown Development Authority supports and encourages the permitting of street vendors, sidewalk cafes, and special entertainment events on the public right-of-way in the downtown Shopping Park. Vendors, sidewalk cafes, and special events assist in creating an atmosphere in the downtown that will draw people. Special street activities should appropriately be located in the Shopping Park where the public right-of-way of Main Street has been substantially altered in physical form so as to be condusive to allow for semi-permanent structures, kiosks, carts and the like, and because traffic on Main Street within the Shopping Park is controlled at low speeds with stops at intersections and at mid-block, allowing for street vendors and other activities on public property. Street activity of this nature will generate additional pedestrian and vehicular traffic into and within the downtown area. Additional traffic will enhance the image of the entire downtown area and will help to generate increased retail sales.

The Downtown Development Authority, as a separate part of the plan of development, is recommending a preferred mix of retail opportunities in the downtown area, so as to balance the city-wide and downtown retail market opportunities. The street vendors, special events, and special use permits described in this part will assist in establishing a preferred retail mix in the downtown. In the short term, street vendors will augment the availability of retail merchandis in the downtown. It is the express intent of the street vendor program to supplement and complement existing retail businesses, rather than to supplant them. The Shopping Park has been used by the City, downtown merchants, service clubs, and other organizations for parades, special fund raising events, etc. since it was contructed in 1963 for these same purposes.

1. Because of the wider sidewalks in many locations on the Shopping Park, restaurants are encouraged to expand their seating areas onto the sidewalk where space permits. Existing restaurants are encouraged to do this in order to integrate the interior of their establishments and the atmosphere of a restaurant with the Shopping Park. Because existing restaurants maintain the necessary Department of Health and Department of Revenue permits to undertake such an activity and because they maintain existing food and beverage preparation facilities, it will be relatively easy for existing establishments to expand. In no event will the width of the sidewalk be reduced beyond ten feet or will any sidewalk seating area be allowed to constrain or unnecessarily restrict pedestrian traffic. All requirements for sidewalk eating areas established by the Department of Health and the Department of Revenue shall be complied with.

2. The street vendor program encourages street vending carts, semi-permanent kiosk structures, pedestrian vendors and roving entertainers. The mode the individual vendor determines is most suitable to him and for the sale of his merchandise within these categories is acceptable provided that the number of permits for carts, kiosks, and pedestrian vendors does not exceed the number of locations specified in this part.

3. Because it is the intent of the DDA to balance the retail mix of the downtown area, it is important that the location of and merchandise sold by street vendors complement rather than conflict with businesses located in permanent structures on private property. Therefore, it would be inappropriate for a street vendor to be selling the same merchandise lines on a public right-of-way as those being sold by a business immediately adjacent located in a private permanent structure. Prior to the issuance of a permit, a vendor applying for a kiosk, mobile vending cart or sidewalk restaurant permit will be required to receive the written concurrence of not less than 2/3 of the operating businesses within a 75 foot raduis of the location in which he would establish his vending operation.

4. Permits will be allowed to vendors based upon the line of merchandise a vendor proposed to sell. Any change in merchandise lines will void the permit. Types of goods sold by street vendors will be limited in accordance with the preferred retail mix. In general, because of the semi-permanent nature of street vendor operations, the lack of space for storing inventory and displaying merchandise and because the intent of the program is to complement existing retail opportunities, merchandise lines to be permitted for sale will be limited to perishable goods, foodstuffs, hand-crafted products, artworks, sundries (candy, cigarettes, newspapers, magazines, etc.), and novelty items.

5. All vendors shall sell from the specific location or zone permitted as shown on the map in this part. Merchandise lines shall be specified in the issuance of a permit. Plans and specifications, including the design, color, size, and position of carts and temporary kiosks, will be submitted and reviewed for compliance with design guidelines for the downtown prior to the issuance of a permit. Vendors will not be allowed to utilize audio inducements to advertise their merchandise or to encourage sales, because audio inducements and advertising will adversely affect the tranquility of the Shopping Park. Permitted street entertainers will be exepted from this provision.

6. Because the Downtown Development Authority is encouraging small business entrepreneurship in the downtown and a diversity in business ownership, any individual or organization may obtain only one vending permit (excluding special use permits) to be effective at the same point in time. Special use permits, because of their very short duration, will be excluded from limitation. Special use permits, however, shall be awarded in accordance with traditional special uses of the Shopping Park, i.e., Farm and Ranch Days, Pancake Breakfast,

Art Festival, etc. Conflicting special use permits will not be issued. Coterminus special permits that will complement each other and the downtown will be issued.

7. Special use permits and vendor permits will be available at no cost to non-profit and charitable organizations undertaking their efforts with volunteers, provided that the gross proceeds are contributed to a charitable purpose.

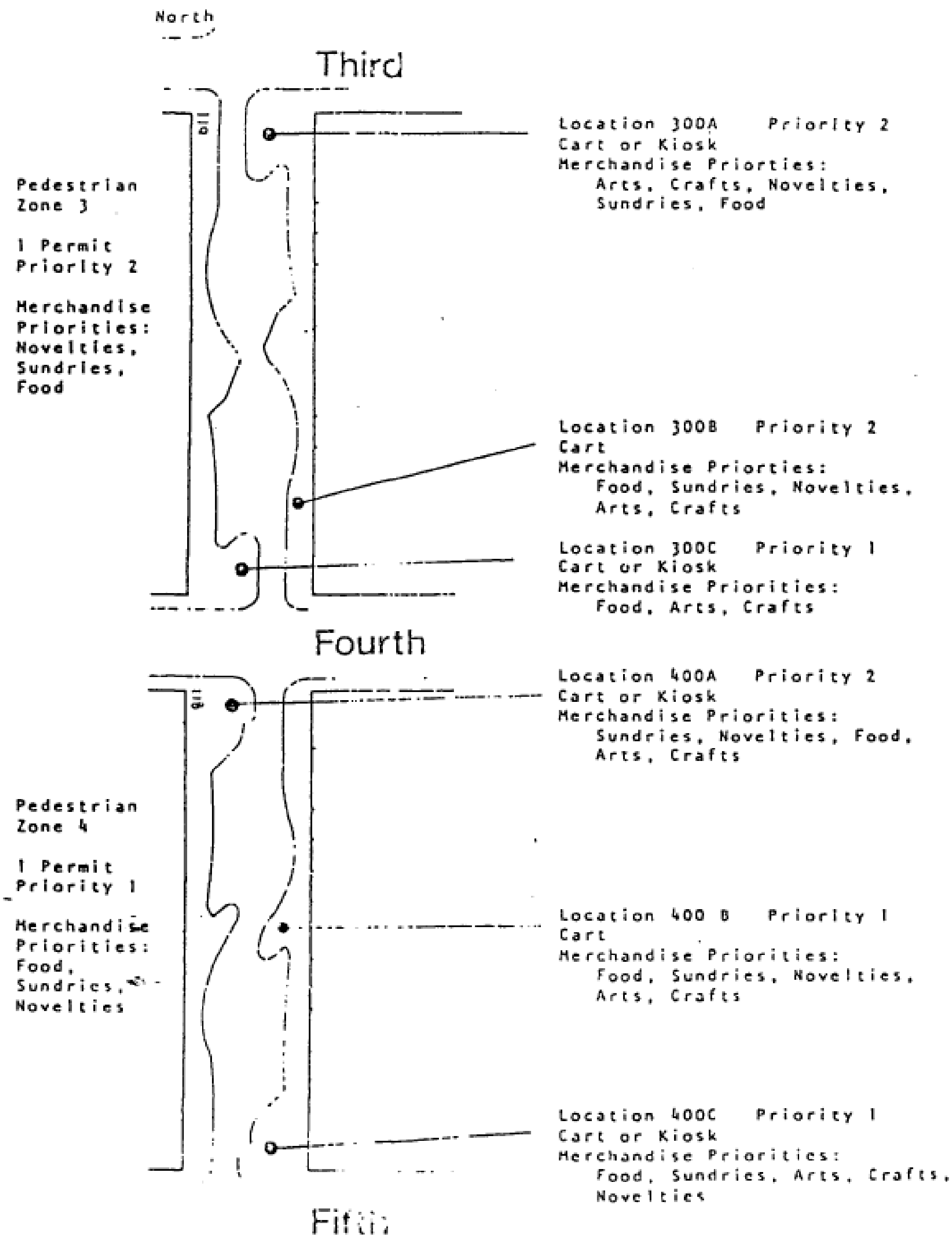
8. Individuals and/or organizations receiving permits may renew permits by reapplying and submitting the fee any number of times except: 1) when a permit has not been used for a majority of the time for which it was issued, 2) when a permit is not used in accordance with the terms of its issuance, 3) when reasonable complaints are received relating to the permittee or permitted operation, and, 4) for failure to comply with the ordained provisions relating to insurance, maintenance of the area, etc. If it is determined that a permitted vending operation creates congestion of sidewalks or streets or in any other way interferes with activity on Main Street through no fault of the vendor, a permit may be reissued for the remaining period of time authorized by the first permit at a different location at no cost.

9. Attachment 1A indicates the locations and zones for which kiosk, cart and pedestrian vendor permits will be used. The locations for kiosk and cart permits, three per block, are those that were determined would create the least pedestrian interference and cause the least amount of interference with existing street activities. These locations may need to be changed from time to time as street activities change and needs and demands are adjusted. As retail operations relocate on the Shopping Park, the potential for conflicts with street vendors will occur; therefore, changes in the locations of the vendors will be undertaken through the relocation of the vending permit rather than revocation.

10. The priority uses by merchandise line at each vendor location are also shown on Attachment 1A. The uses listed were determined after considering the existing retail activities and pedestrian traffic generators in each area. The uses specified in each location will enhance pedestrian activities within the Shopping Park, but may need to be adjusted as the retail mix in the downtown changes or as pedestrian traffic patterns change.

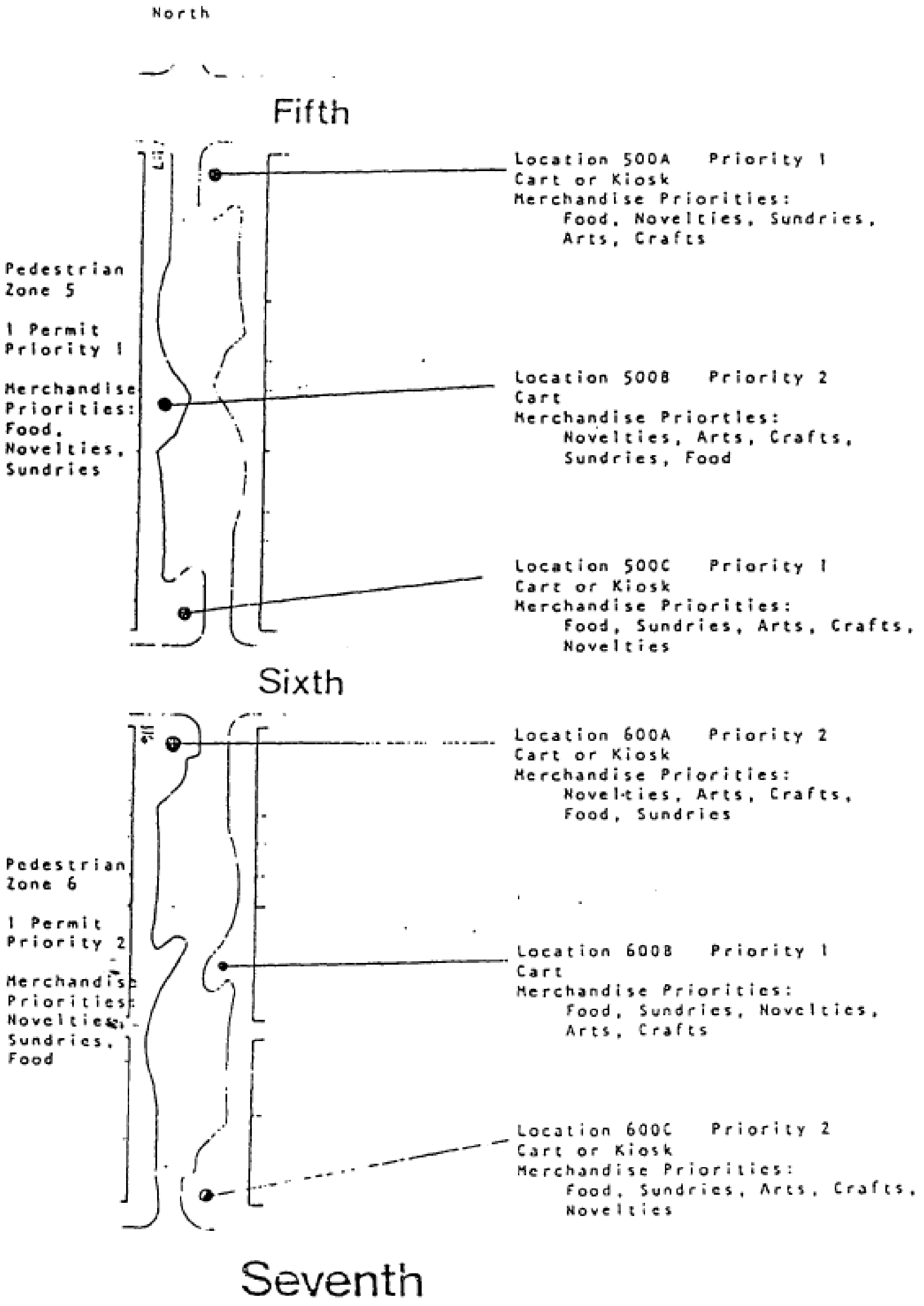
ATTACHMENT 1A

Zones 3 and 4



ATTACHMENT 1A

Zones 5 and 6



Grand Junction
Downtown Development Authority
200 North Sixth Street, Suite 204 P.O. Box 296
Grand Junction, Colorado 81502
Phone (303) 245-2926
March 15, 1983

MEMO

TO: Jim Wysocki

FROM: Skip Grkovic Skip

SUBJECT: 1983 Amendments to the DDA Plan of Development

At the time the DDA Plan of Development was adopted, it was anticipated that periodic amendments to the Plan would be necessary as new property was included in the DDA district boundary, state laws were changed, general conditions in the downtown changed, or as project priorities were adjusted. The first amendment was made last April and, because of the long drawn out process required to amend the Plan, it was decided to amend the Plan only once a year. The amendment should occur prior to May 1 of each year because that is the annual deadline for adding property to the district tax roll in the Assessor's office. Amendments to the Plan require both an ordinance to amend the DDA boundary and a Council Resolution adopting the Plan amendments.

We would like to schedule both the ordinance and the resolution in April. The schedule is proposed as follows:

Friday, March 25 — DDA Board
1) Accepts additional Petitions for Inclusion and requests City Council to amend the DDA boundary.
2) Adopts amendments to the DDA Plan of Development.

Wednesday, April 6 — City Council
1) Considers the ordinance amending the DDA boundary on first reading.
2) Accepts the submission of the Plan of Development amendments and refers them to the Planning Commission for review and comment.

Tuesday, April 12 — Planning Commission
1) Reviews and comments on DDA Plan of Development amendments.

Wednesday, April 20 — City Council
1) Considers the ordinance amending the DDA boundary on second reading.
2) After a public hearing, considers a resolution adopting the 1983 Amendments to the DDA Plan of Development.

This year's amendments to the DDA Plan of Development include three major items,

1. Expansion of the Tax Increment District boundary to coincide with the expanded boundaries of the DDA due to new inclusions.

2. Elimination of the Commercial Renovation District designations (except for the Henry, Mayo, Berry property). The Legislature is repealing the statute which allows for Commerical Renovation Tax incentives because the constitutional amendment passed last October called for it. (Henry, Mayo and Berry are the only property owners to take advantage of the five-year renovation tax incentive and we are hoping they will be allowed to keep it.)

3. Inclusion of the property which was in the Commercial Renovation Districts into the Property and Sales Tax Increment Districts. This will probably require a modification in the base year for the Sales Tax Increment District - John Tasker is working with me on it.

If you have any questions, please give me a call.

GMG:lo

cc: DDA Board
Joe Skinner
Neva Lockhart
Jerry Ashby
John Tasker

Grand Junction
Downtown Development Authority
200 North Sixth Street, Suite 204 P.O. Box 296
Grand Junction, Colorado 81502
Phone (303) 245-2926

AMENDMENT
TO THE
DOWNTOWN DEVELOPMENT AUTHORITY
PLAN OF DEVELOPMENT
FOR GRAND JUNCTION, COLORADO

Including The Designation Of
Commercial Renovation Districts
And A Plan Of Development Area
Within Which
Tax Increment Financing Will Be Utilized

PREPARED BY:
Grand Junction
Downtown Development Authority

EFFECTIVE DATE OF PLAN: DECEMBER 16, 1981

EFFECTIVE DATE OF AMENDMENT: JUNE 2, 1982

RESOLUTION No. 35-82
APPROVING AMENDMENTS TO THE PLAN OF DEVELOPMENT
FOR THE GRAND JUNCTION, COLORADO,
DOWNTOWN DEVELOPMENT AUTHORITY

WHEREAS, the Grand Junction, Colorado, Downtown Development Authority (the Authority) has adopted a Plan of Development for the central business district within the boundaries of the Authority and such plan of development was approved by the Grand Junction, Colorado, City Council (the Council) on December 16, 1981; and

WHEREAS, since the approval of such plan of development, several individuals, pursuant to C.R.S. 1973, §31-25-822, as amended, and Article X of the Authority's Plan of Development, have petitioned for inclusion within the boundaries of the Grand Junction, Colorado, Downtown Development Authority, and the boundaries of the Grand Junction, Colorado, Downtown Development Authority were expanded by the Council by Ordinance 2045; and

WHEREAS, on May 7, 1982, the Board of the Authority passed a Resolution amending the Plan of Development to show such boundary changes and to make other minor changes in the Plan of Development; and

WHEREAS, such amendments were submitted to the Council on May 19, 1982, at which time the Council referred the Plan of Development to the City Planning Commission for its review and recommendations; and

WHEREAS, the Planning Commission has made written its recommendations to the City Council concerning the Plan of Development, which recommendations are attached hereto as Exhibit F; and

WHEREAS, a Notice of Public Hearing before the City Council was given by publication once by one publication during the week immediately preceeding the hearing in The Daily Sentinel, a newspaper having a general circulation in the City, on May 28, 1982; and

WHEREAS, a Public Hearing was held before the City Council on June 2, 1982, wherein comments were taken from those in attendance concerning the Plan of Development; and

WHEREAS, Mesa County Valley School District #51, within which the entire Plan of Development area designated in the amendments to the Plan of Development lies, was permitted to participate in an advisory capacity with respect to the amendments of the Plan of

Development of the provision for the utilization of tax increment financing and, furthermore, has petitioned for the inclusion of its property within the boundaries of the authority; and

WHEREAS, the City Council has been adequately informed in this matter because of public input prior to the amendments of the Plan of Development, public hearing on the amendments to the Plan of Development, the evidence presented, and the Plan of Development previously adopted, a review of the previous Resolution passed, and personal knowledge of the members of the Council,

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Grand Junction, Colorado, that:

1. The findings made by the Council in the Resolution adopting the Plan of Development on December 16, 1981, concerning the existence of blight within the authority within the meaning of §31-25-802(1.5), of Colorado Revised Statutes, 1973, as amended, still exist - there being no substantial change within such area between December 16, 1981, and June 2, 1982.

2. The Council hereby finds and determines that the approval of the amendments to the Plan of Development will serve a public use; will promote the health, safety, prosperity, security, and general welfare of the inhabitants of the City and of its central business district; will halt or prevent the deterioration of property values or structures within said central business district; will halt or prevent the growth of blighted areas within said district; will assist the City and the Authority in the development and redevelopment of said district and in the overall planning to restore or provide for the continuance of the health thereof; and will be of specific benefit to the property to be included within the amended boundaries of the Authority.

3. The amendments to the Plan of Development are hereby approved by the Council, and the Authority is authorized to undertake development projects as described in the amended Plan of Development.

4. The Plan of Development is hereby amended in the following respects:

A. The boundaries of the Grand Junction, Colorado, Downtown Development Authority, are amended to read as shown on the attached Exhibit "A", and Pages 8, 9 and 10 of the Plan of Development are amended by substituting Pages 8(a), 9(a), 10(a), 10(ab), 10(ac) and 10(ad) in the form of Exhibit "A".

B. The boundaries of the Plan of Development area within which tax increment financing will be used are amended to read as shown on the attached Exhibit "B" and Pages 11, 12 and 13 of the Plan of Development are amended by substituting pages 11(a), 12(a), 13(a), 13(ab), 13(ac), 13(ad) and 13(ae) in the form of Exhibit "B".

C. The boundaries of the Plan of Development area for commercial renovation districts are amended to read as shown on Exhibit "C" and Page 14 of the Plan of Development is amended by substituting Page 14(a) in the form of Exhibit "C".

D. The map of the boundaries of the Grand Junction, Colorado, Downtown Development Authority is amended to read as shown on the attached Exhibit "D" and Page 15 of the Plan of Development is amended by substituting Page 15(a) in the form of Exhibit "D".

E. Page 19 of the Plan of Development is amended as shown on the attached Exhibit "E" to show further statutory requirements and legal actions taken toward the implementation of the Downtown Development Authority Plan of Development and the planned events lending to the election for the authorization to pledge tax increment revenue, and Page 19 shown of the Plan of Development is amended by substituting Page 19(a) and Page 19(ab) in the form of Exhibit "E".

F. Section VI, Plan Implementation Activities, (B) Implementation Tools, Paragraph 4, Page 20 is amended to read as follows:

"4. Improvement (General Improvement) and special improvement districts offer an opportunity to fund public improvements. Such districts may be of importance here as an overlay to allow wider improvement throughout the downtown area. General improvement districts become a taxing unit with the power to construct or install public improvements including off street parking facilities."

5. The separate special fund of the City created by the Resolution by the Council of December 16, 1981, and designated as the "Tax Increment Fund" shall continue to receive the deposit of the ad valorem and municipal sales tax increment funds described in Section 31-25-807, Colorado Revised Statutes 1973, as amended, and derived from and attributable to development and redevelopment within the Plan of Development Area, as amended, in which tax increment financing is used. Said funds shall be held, invested, reinvested and applied as permitted by law. For the purpose of ascertaining the amount of funds to be deposited in the Tax

Increment Fund as provided by law, the County Assessor is hereby requested to certify to the City Council on September 1, 1982, the valuation for assessment of such Plan of Development Area as of the date of the last certification. For the same purpose, the City Finance Director is hereby directed to certify to the City Council on or before September 1, 1982, the amount of municipal sales taxes collected within such Plan of Development Area for the period from June 1, 1981, to May 31, 1982.

6. Those parcels described on page 14a of the amended Plan of Development are a part of a development or redevelopment area designated by the City Council pursuant to Section 39-5-105, Colorado Revised Statutes 1973, as amended, and commercial buildings or structures on such parcels are therefore entitled to the benefits granted under said statute.

7. No public servant of the City who is authorized to take part in any manner in preparing, presenting, or approving the Plan of Development or any contract contemplated thereby has a potential interest in the Plan of Development or any such contract which has not been disclosed in accordance with the requirements of Section 18-8-308, Colorado Revised Statutes 1973, as amended, and no such public servant has received any pecuniary benefit from the Plan of Development or any such contract.

8. If any provision of this Resolution is judicially adjudged invalid or unenforceable, such judgment shall not affect the remaining provisions hereof, it being the intention of the City Council that the provisions hereof are severable.

9. This Resolution shall be effective immediately upon its adoption and approval.

ADOPTED AND APPROVED this 2 day of June, 1982.

CITY OF GRAND JUNCTION, COLORADO

By: Louis R Brach
~~President~~, City Council

(CITY)
(SEAL)

ATTEST:

[illegible signature]
City Clerk

RESOLUTION
BY THE BOARD OF DIRECTORS OF THE
GRAND JUNCTION, COLORADO,
DOWNTOWN DEVELOPMENT AUTHORITY
AMENDING THE PLAN OF DEVELOPMENT

WHEREAS, the City Council of the City of Grand Junction, Colorado, on December 16, 1981, adopted and approved a resolution approving the Plan of Development of the Grand Junction, Colorado, Downtown Development Authority; and

WHEREAS, since that time, several individuals, pursuant to C.R.S. 1973, §31-25-822, as amended, and Article X of the Downtown Development Authority Plan of Development, have petitioned for inclusion within the boundaries of the Grand Junction, Colorado, Downtown Development Authority; and

WHEREAS, such petitions have been approved by the Board of the Grand Junction Downtown Development Authority and the City Council of the City of Grand Junction, Colorado; and

WHEREAS, conditions within the Downtown Development Authority exist in substantially the same manner as described in Section IV of the Plan of Development; and

WHEREAS, it is appropriate and desirable to update the Plan of Development to show the inclusion of such property, to show further work done toward a bond election, and to show other minor changes in the Plan of Development; and

WHEREAS, Mesa County Valley School District #51, within which the entire area of development designated in the Plan of Development lies, has continued to participate in an advisory capacity with respect to the inclusion in the Plan of Development of the provision for utilization of tax increment financing;

IT IS, THEREFORE, RESOLVED THAT:

1. The Board finds all property included within the boundaries of the Downtown Development Authority since the adoption of the Plan of Development are subject to and exist in areas of blight within the meaning of C.R.S. 1973, §31-25-802(1.5) as amended, based upon the findings of this Board by that Resolution passed December 2, 1981, adopting a Plan of Development.

2. The boundaries of the Grand Junction, Colorado, Downtown Development Authority, are amended to read as shown on the attached

Exhibit "A", and Pages 8, 9 and 10 of the Plan of Development are amended by substituting Pages 8(a), 9(a), 10(a), 10(ab), 10(ac) and 10(ad) in the form of Exhibit "A".

3. The boundaries of the Plan of Development area within which tax increment financing will be used are amended to read as shown on the attached Exhibit "B" and Pages 11, 12 and 13 of the Plan of Development are amended by substituting pages 11(a), 12(a) 13(a), 13(ab), 13(ac), 13(ad) and 13(ae) in the form of Exhibit "B".

4. The boundaries of the Plan of Development area for commercial renovation districts are amended to read as shown on Exhibit "C" and Page 14 of the Plan of Development is amended by substituting Page 14(a) in the form of Exhibit "C".

5. The map of the boundaries of the Grand Junction, Colorado, Downtown Development Authority is amended to read as shown on the attached Exhibit "D" and Page 15 of the Plan of Development is amended by substituting Page 15(a) in the form of Exhibit "D".

6. Page 19 of the Plan of Development is amended as shown on the attached Exhibit "E" to show further statutory requirements and legal actions taken toward the implementation of the Downtown Development Authority Plan of Development and the planned events leading to the election for the authorization to pledge tax increment revenue, and Page 19 shown of the Plan of Development is amended by substituting Page 19(a) and Page 19(ab) in the form of Exhibit "E".

7. Section VI, Plan Implementation Activities, (B) Implementation Tools, Paragraph 4, Page 20 is amended to read as follows:

"4. Improvement (General Improvement) and special improvement districts offer an opportunity to fund public improvements. Such districts may be of importance here as an overlay to allow wider improvement throughout the downtown area. General improvement districts become a taxing unit with the power to construct or install public improvements including off street parking facilities."

8. The Plan of Development for the Grand Junction, Colorado, Downtown Development Authority is amended as stated herein subject to the approval of the City Council of Grand Junction, Colorado.

9. Such Plan of Development amendments shall be submitted to the City Council of Grand Junction, Colorado, with a request that they immediately submit said Plan of Development amendments to the Planning Commission for their written recommendations; and that the City Council hold a public hearing on such Plan of Development amendments, after public notice, and that the City council be requested to approve such

Plan of Development amendments and incorporate said amendments into the Plan of Development.

10. The City Council is requested to ask the County Assessor to certify to the City Council the valuation for assessement of the new property included within the Plan of Development area as of the date of the last certification, and the City Council is further requested to direct the City Finance Director to certify on or before September 1, 1982, the amount of municipal sales taxes collected within the new inclusions to the Plan of Development area for the period from June 1, 1981 to May 31, 1982.

11. No Board member nor any employee of the Board with a specific financial interest, as defined in C.R.S. 1973, §31-25-819, as amended, in the adoption of this Resolution has voted thereon or otherwise participated in its preparation or failed to make such interest known to the Board.

12. If any part of this Resolution is judicially adjudged invalid or unenforceable, such judgment shall not effect the remaining provisions, it being the intention of the Board that the provisions hereof are severable.

INTRODUCED, READ, PASSED AND ADOPTED this 9th day of May, 1982.

Pat Gormley

Pat Gormley,
Chairman of the Board
Grand Junction, Colorado
Downtown Development Authority

ATTEST:

Sandra Gose

Sandra Gose, Secretary
Grand Junction, Colorado
Downtown Development Authority

EXHIBIT "A"

BOUNDARIES OF THE GRAND JUNCTION, COLORADO

DOWNTOWN DEVELOPMENT AUTHORITY

Beginning at the Northwest Corner of Wilson's Subdivision of Block 2 of Mobley's Subdivision; thence East along the South right-of-way line of Grand Avenue to the North corner point common to Lots 4 and 5 of Block 78, City of Grand Junction; thence North to a point on the North right-of-way line of Grand Avenue; which point is 15.835 feet West of the East boundary line of Lot 20, Block 77, City of Grand Junction; thence North to the North right-of-way line of the East-West alley in said Block 77; thence East to the Southernly point common to Lots 10 and 11, Block 77, City of Grand Junction; thence North along the Western boundary of said Lot 11 to the Southern right-of-way line of Ouray Avenue; thence East along the South right-of-way line of Ouray Avenue to the West right-of-way line of 3rd Street; thence South along the West right-of-way line of 3rd Street to the North right-of-way line of Grand Avenue; thence West along the North right-of-way line of Grand Avenue to the Southern point common to Lots 20 and 21, Block 76, City of Grand Junction; thence Southerly to the Northerly common corner of Lots 12 and 13 in Block 79, City of Grand Junction, thence South along the common lot line to a point on the South right-of-way line of the East-West alley in Block 79, City of Grand Junction; thence West along such South right-of-way line to a point 12 feet West of the Eastern line of Lot 7, Block 79, City of Grand Junction; thence North to the South right-of-way line of Grand Avenue; thence West to the North corner point common to Lots 9 and 10 of Block 78, City of Grand Junction; thence South along the common line of Lots 9 and 10 and the common line of Lots 15 and 16, all in Block 78, to the South right-of-way line of White Avenue; thence East to the West right-of-way line of 2nd Street; thence South to the North right-of-way line of the East-West alley in Block 99, City of Grand Junction; thence East along the North line of the East-West alley Block 98, City of Grand Junction, to the West right-of-way line of 3rd Street; thence North along the West right-of-way line of 3rd Street to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the Northwest corner of Lot 12, Block 80, City of Grand Junction; thence in a Northerly direction to the Southwest corner of Lot 21, Block 75, City of Grand Junction; thence North along the West line of Lot 21, Block 75, to the North right-of-way of the East-West alley in Block 75; thence West along the North right-of-way of the East-West alley in Block 75 to the Southwest corner of Lot 9, Block 75, City of Grand Junction; thence North along the West line of Lot 9, Block 75, to the South right-of-way line of Ouray Avenue; thence East along the South right-of-way line of Ouray Avenue to the Northeast point of Lot 11, Block 73, which borders the alley parallel to said Lot 11, Block 73; thence South along the West right-of-way of said alley bordering Lot 11, Block 73, to the South right-of-way line of the vacated East-West alley in Block 73; thence to the Northeast corner of Lot 21, Block 73, City of Grand Junction; thence along the East line of Lot 21, Block 73, to the North right-of-way line of Grand Avenue; thence along the North right-of-way line of Grand Avenue to the Southwest corner of Lot 28, Block 73, City of Grand Junction; thence North along the West line of Lot 28, Block 73, to the North right-of-way line of the vacated East-West alley in Block 73; thence West to the West right-of-way line of 5th Street; thence South along the West right-of-way line of 5th Street to the North right-of-way line of the East-West alley in Block 81, City of Grand Junction, thence East along the North right-of-way line of the East-West alley in Blocks 81 and 82 to the Southwest corner of Lot 9, Block 82, City of Grand Junction; thence North along the West line of Lot 9, Block 82, City of Grand Junction, to the South right-of-way line of Grand Avenue, thence East along said South right-of-way line to the East line of Lot 10, Block 82, City of Grand Junction; thence South along the East line of Lot 10, to the North right-of-way line of the East-West alley in Block 82, City of Grand Junction; thence East to the Southwest corner of Lot 13 Block 82, City of Grand Junction, thence North along the West line of Lot 13, Block 82, City of Grand Junction to the South right-of-way line of Grand Avenue; thence East along the South right-of-way of Grand Avenue to the East line of Lot 16, Block 82, City of Grand Junction, thence South along the East line of said Lot 16 to the North right-of-way line of the East-West alley in Block 82; thence East along the North right-of-way line of the East-West alley in Block 83 to the West line of Lot 9, Block 83, City of Grand Junction; thence North along the West line of said Lot 9 to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the West right-of-way line of 8th Street; thence South along the West right-of-way line of 8th Street to the South right-of-way line of White Avenue; thence West along the South right-of-way line of White Avenue to the West right-of-way line of the North-South alley in Block 93, City of Grand Junction; thence South along the West right-of-way line of the North-South alley in Block 93 to the South right-of-way line of the East-West alley in Block 93, City of Grand Junction; thence East to the North point common to Lots 23 and 24, Block 93, City of Grand Junction; thence South along the common line of Lots 23 and 24 to the South right-of-way line of Rood Avenue; thence West to the North point common to Lots 14 and 15 in Block 106, City of Grand Junction; thence South along the common line of Lots 14 and 15 to the North boundary of the East-West alley in Block 106, City of Grand Junction; thence West to the South point common to Lots 12 and 13, Block 106, City of Grand Junction; thence North to the South right-of-way line of Rood Avenue; thence West to the West right-of-way line of the North-South alley in Block 106, City of Grand Junction; thence South along the West right-of-way line of the North-South alleys in Block 106, 115 and 128, City of Grand Junction, to the North right-of-way line of Ute Avenue; thence East along the North right-of-way line of Ute Avenue to the South point common to Lots 25 and 26, Block 128, City of Grand Junction; thence South on the common line between Lots 13 and 14, Block 137, City of Grand Junction, to the North right-of-way line of the East-West alley in Block 137, City of Grand Junction; thence West to the West right-of-way line of the North-South alley in Block 137, City of Grand Junction; thence North along the West right-of-way line of the North-South alley in Block 137, City of Grand Junction, to the South right-of-way line of Ute Avenue; thence West to the West right-of-way line of 7th Street; thence South to the North right-of-way line of Pitkin Avenue; thence West to the West right-of-way line of 6th Street; thence North to the South right-of-way line of Ute Avenue; thence West to the North point common to Lots 12 and 13, Block 139, City of Grand Junction; thence South to the North right-of-way line of the East-West alley in Block 139, City of Grand Junction; thence West to the South point common to Lots 8 and 9, Block 139, City of Grand Junction; thence North along the West line of Lot 9, Block 139, City of Grand Junction, to the South right-of-way line of Ute Avenue; thence West to the West right-of-way line of 5th Street; thence South to the North right-of-way line of Pitkin Avenue; thence West to the East right-of-way line of 4th Street; thence North to the South right-of-way line of Ute Avenue; thence West along the South right-of-way line of Ute Avenue to the North point separating the East one-half of Lot 9 from the West one-half of Lot 9, Block 141, City of Grand Junction; thence South to a point on the North right-of-way line of the East-West alley in Block 141; thence West along the North right-of-way line of the East-West alleys in Blocks 141 and 142 to the East right-of-way line of 2nd Street; thence North to the North right-of-way line of Ute Avenue; thence West along the North right-of-way line of Ute Avenue to the Southwest Corner Block 10 Mobley Subdivision; thence Northwest along the Southwest line of Block 10 Mobley Subdivision to the intersection with the Southerly projection of the East right-of-way line of Spruce Street; thence North along said East line to the Northwest corner Block 10, Mobley Subdivision, thence Northwesterly to a point which lies 415.8 feet West and South 41°03' East 68.97 feet from the Northeast Corner of the Southeast 1/4 Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 89°57' West for 271.8 feet along a line parallel to the North line of the Southeast 1/4 of the Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 53°03' West 16.66 feet; thence North 53°03' West 70 feet to the East right-of-way line of the County Road to the East of the right-of-way of the Denver and Rio Grande Western right-of-way; thence Northwesterly along the East right-of-way of said County Road to the South right-of-way of State Highway 340;

thence Northeasterly along the South right-of-way of State Highway 340 to the Northwest Corner of Lot 9, Block 1, Richard D. Mobley's First Subdivision; thence South along the West line of said Lot 9 to the Southwest corner; thence South to the center line of vacated alley; thence 25 feet East; thence North to a point 78 feet South of the North line of said Block 1, thence East to a point 7½ feet West of the East line of Lot 11, Block 1, Richard D. Mobley's First Subdivision, thence North to the South right-of-way line of State Highway 340; thence along the South right-of-way line of State Highway 340 and Grand Avenue to the Point of Beginning.

However, excluding from the Grand Junction, Colorado, Downtown Development Authority all of Block 5 of Richard D. Mobley's First Subdivision, and Lots 1 to 5, inclusive, of Block 4, Richard D. Mobley's First Subdivision, and Lots 12 to 16, inclusive, of Block 4, Richard D. Mobley's First Subdivision except the North 50 feet of Lots 12 to 16.

And also excluding from the boundaries of the Grand Junction, Colorado, Downtown Development Authority, that part of Tract 8 and Tract 9 of the AMENDED SURVEY OF THE LITTLE BOOKCLIFF RAILROAD YARDS described as beginning at a point which is South 44°11' West 901.66 feet and South 0°01' East 197.50 feet from East 1/4 corner of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 89°58' West 126.00 feet; thence South 0°01' East 150.00 feet; thence South 89°58' East 126.00 feet; thence North 0°01' West 150.00 feet to the point of beginning. AND ALSO excluding 14 feet adjoining said tract 9 on the East thereof.

EXHIBIT "B"

DESCRIPTION OF THE PLAN OF DEVELOPMENT AREA WITHIN WHICH TAX INCREMENT FINANCING WILL BE USED

Beginning at the Northwest Corner of Wilson's Subdivision of Block 2 of Mobley's Subdivision; thence East along the South right-of-way line of Grand Avenue to the North corner point common to Lots 4 and 5 of Block 78, City of Grand Junction; thence North to a point on the North right-of-way line of Grand Avenue; which point is 15.835 feet West of the East boundary line of Lot 20, Block 77, City of Grand Junction; thence North to the North right-of-way line of the East-West alley in said Block 77; thence East to the Southernly point common to Lots 10 and 11, Block 77, City of Grand Junction; thence North along the Western boundary of said Lot 11 to the Southern right-of-way line of Ouray Avenue; thence East along the South right-of-way line of Ouray Avenue to the West right-of-way line of 3rd Street; thence South along the West right-of-way line of 3rd Street to the North right-of-way line of Grand Avenue; thence West along the North right-ofway line of Grand Avenue to the Southern point common to Lots 20 and 21, Block 76, City of Grand Junction; thence Southerly to the Northerly common corner of Lots 12 and 13 in Block 79, City of Grand Junction, thence South along the common lot line to a point on the South right-of-way line of the EastWest alley in Block 79, City of Grand Junction; thence West along such South right-of-way line to a point 12 feet West of the Eastern line of Lot 7, Block 79, City of Grand Junction; thence North to the South right-of-way line of Grand Avenue; thence West to the North corner point common to Lots 9 and 10 of Block 78, City of Grand Junction; thence South along the common line of Lots 9 and 10 and the common line of Lots 15 and 16, all in Block 78, to the South right-of-way line of White Avenue; thence East to the West right-of-way line of 2nd Street;

thence South to the North right-of-way line of the East-West alley in Block 99, City of Grand Junction; thence East along the North line of the East-West alley Block 98, City of Grand Junction, to the West right-of-way line of 3rd Street; thence North along the West right-of-way line of 3rd Street to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the Northwest corner of Lot 12, Block 80, City of Grand Junction; thence in a Northerly direction to the Southwest corner of Lot 21, Block 75, City of Grand Junction; thence North along the West line of Lot 21, Block 75, to the North right-of-way of the East-West alley in Block 75; thence West along the North right-of-way of the East-West alley in Block 75 to the Southwest corner of Lot 9, Block 75, City of Grand Junction; thence North along the West line of Lot 9, Block 75, to the South right-of-way line of Ouray Avenue; thence East along the South right-of-way line of Ouray Avenue to the Northeast point of Lot 11, Block 73, which borders the alley parallel to said Lot 11, Block 73; thence South along the West right-of-way of said alley bordering Lot 11, Block 73, to the South right-of-way line of the vacated East-West alley in Block 73; thence to the Northeast corner of Lot 21, Block 73, City of Grand Junction; thence along the East line of Lot 21, Block 73, to the North right-of-way line of Grand Avenue; thence along the North right-of-way line of Grand Avenue to the Southwest corner of Lot 28, Block 73, City of Grand Junction; thence North along the West line of Lot 28, Block 73, to the North right-of-way line of the vacated East-West alley in Block 73; thence West to the West right-of-way line of 5th Street; thence South along the West right-of-way line of 5th Street to the North right-of-way line of the East-West alley in Block 81, City of Grand Junction, thence East along the North right-of-way line of the East-West alley in Blocks 81 and 82 to the Southwest corner of Lot 9, Block 82, City of Grand Junction; thence

North along the West line of Lot 9, Block 82, City of Grand Junction, to the South right-of-way line of Grand Avenue, thence East along said South right-of-way line to the East line of Lot 10, Block 82, City of Grand Junction; thence South along the East line of Lot 10, to the North right-of-way line of the East-West alley in Block 82, City of Grand Junction; thence East to the Southwest corner of Lot 13 Block 82, City of Grand Junction, thence North along the West line of Lot 13, Block 82, City of Grand Junction to the South right-of-way line of Grand Avenue; thence East along the South right-of-way of Grand Avenue to the East line of Lot 16, Block 82, City of Grand Junction, thence South along the East line of said Lot 16 to the North right-of-way line of the East-West alley in Block 82; thence East along the North right-of-way line of the East-West alley in Block 83 to the West line of Lot 9, Block 83, City of Grand Junction; thence North along the West line of said Lot 9 to the South right-of-way line of Grand Avenue; thence East along the South right-of-way line of Grand Avenue to the West right-of-way line of 8th Street; thence South along the West right-of-way line of 8th Street to the South right-of-way line of White Avenue; thence West along the South right-of-way line of White Avenue to the West right-of-way line of the North-South alley in Block 93, City of Grand Junction; thence South along the West right-of-way line of the North-South alley in Block 93 to the South right-of-way line of the East-West alley in Block 93, City of Grand Junction; thence East to the North point common to Lots 23 and 24, Block 93, City of Grand Junction; thence South along the common line of Lots 23 and 24 to the South right-of-way line of Rood Avenue; thence West to the North point common to Lots 14 and 15 in Block 106, City of Grand Junction; thence South along the common line of Lots 14 and 15 to the North boundary of the East-West alley in Block 106, City of Grand Junction; thence West to the South point common to Lots 12 and 13, Block 106, City of Grand Junction; thence North to the South right-of-way line of Rood Avenue; thence West to the West right-of-way line of the North-South alley in Block 106, City of Grand Junction; thence South along the West right-of-way line of the North-South alleys in Block 106, 115 and 128, City of Grand Junction, to the North right-of-way line of Ute Avenue; thence East along the North right-of-way line of Ute Avenue to the South point common to Lots 25 and 26, Block 128, City of Grand Junction; thence South on the common line between Lots 13 and 14, Block 137, City of Grand Junction, to the North right-of-way line of the East-West alley in Block 137, City of Grand Junction; thence West to the West right-of-way line of the North-South alley in Block 137, City of Grand Junction; thence North along the West right-of-way line of the North-South alley in Block 137, City of Grand Junction, to the South right-of-way line of Ute Avenue; thence West to the West right-of-way line of 7th Street; thence South to the North right-of-way line of Pitkin Avenue; thence West to the West right-of-way line of 6th Street; thence North to the South right-of-way line of Ute Avenue; thence West to the North point common to Lots 12 and 13, Block 139, City of Grand Junction; thence South to the North right-of-way line of the East-West alley in Block 139, City of Grand Junction; thence West to the South point common to Lots 8 and 9, Block 139, City of Grand Junction; thence North along the West line of Lot 9, Block 139, City of Grand Junction, to the South right-of-way line of Ute Avenue; thence West to the West right-of-way line of 5th Street; thence South to the North right-of-way line of Pitkin Avenue; thence West to the East right-of-way line of 4th Street; thence North to the South right-of-way line of Ute Avenue; thence West along the South right-of-way line of Ute Avenue to the North point separating the East one-half of Lot 9 from the West one-half of Lot 9, Block 141, City of Grand Junction; thence South to a point on the

North right-of-way line of the East-West alley in Block 141; thence West along the North right-of-way line of the East-West alleys in Blocks 141 and 142 to the East right-of-way line of 2nd Street; thence North to the North right-of-way line of Ute Avenue; thence West along the North right-of-way line of Ute Avenue to the Southwest Corner Block 10 Mobley Subdivision; thence Northwest along the Southwest line of Block 10 Mobley Subdivision to the intersection with the Southerly projection of the East right-of-way line of Spruce Street; thence North along said East line to the Northwest corner Block 10, Mobley Subdivision, thence Northwesterly to a point which lies 415.8 feet West and South 41°03' East 68.97 feet from the Northeast Corner of the Southeast 1/4 Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 89°57' West for 271.8 feet along a line parallel to the North line of the Southeast 1/4 of the Southeast 1/4 of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 53°03' West 16.66 feet; thence North 53°03' West 70 feet to the East right-of-way line of the County Road to the East of the right-of-way of the Denver and Rio Grande Western right-of-way; thence Northwesterly along the East right-of-way of said County Road to the South right-of-way of State Highway 340; thence Northeasterly along the South right-of-way of State Highway 340 to the Northwest Corner of Lot 9, Block 1, Richard D. Mobley's First Subdivision; thence South along the West line of said Lot 9 to the Southwest corner; thence South to the center line of vacated alley; thence 25 feet East; thence North to a point 78 feet South of the North line of said Block 1, thence East to a point 7½ feet West of the East line of Lot 11, Block 1, Richard D. Mobley's First Subdivision, thence North to the South right-of-way line of State Highway 340; thence along the South right-of-way line of State Highway 340 and Grand Avenue to the Point of Beginning.

However, excluding from the Grand Junction, Colorado, Downtown Development Authority all of Block 5 of Richard D. Mobley's First Subdivision, and Lots 1 to 5, inclusive, of Block 4, Richard D. Mobley's First Subdivision, and Lots 12 to 16, inclusive, of Block 4, Richard D. Mobley's First Subdivision except the North 50 feet of Lots 12 to 16.

And also excluding from the boundaries of the Grand Junction, Colorado, Downtown Development Authority, that part of Tract 8 and Tract 9 of the AMENDED SURVEY OF THE LITTLE BOOKCLIFF RAILROAD YARDS described as beginning at a point which is South 44°11' West 901.66 feet and South 0°01' East 197.50 feet from East 1/4 corner of Section 15, Township 1 South, Range 1 West of the Ute Meridian; thence North 89°58' West 126.00 feet; thence South 0°01' East 150.00 feet; thence South 89°58' East 126.00 feet; thence North 0°01' West 150.00 feet to the point of beginning. AND ALSO excluding 14 feet adjoining said tract 9 on the East thereof.

And except the following parcels:

Lots 11 to 16, inclusive, in Block 83, City of Grand Junction, Mesa County, Colorado; and

The North 75 feet of Lots 1, 2, and 3 of Block 104, City of Grand Junction, Mesa County, Colorado; and

Lots 17 to 25, inclusive, in Block 102; Lots 17 to 32, inclusive, in Block 103, Lots 17 to 32, inclusive, in Block 104; Lots 16 to 30, inclusive, except all the East 71.95 feet of Lots 16 to 20, inclusive, except the North 30 feet of the East 71.95 feet of Lots 16 to 20 inclusive, in Block 105; Lots 1 to 15, inclusive, in Block 117; and Lots 1 to 16, inclusive, in

Block 118, and Lots 1 to 11 in Block 84, all in the City of Grand Junction, Mesa County, Colorado.

EXHIBIT "C"

DESCRIPTION OF THE COMMERCIAL RENOVATION DISTRICTS

Lots 11 to 16, inclusive, in Block 83, City of Grand Junction, Mesa County, Colorado; and

The North 75 feet of Lots 1, 2, and 3 of Block 104, City of Grand Junction, Mesa County, Colorado; and

Lots 17 to 25, inclusive, in Block 102; Lots 17 to 32, inclusive, in Block 103, Lots 17 to 32, inclusive, in Block 104; Lots 16 to 30, inclusive, except all the East 71.95 feet of Lots 16 to 20, inclusive, except the North 30 feet of the East 71.95 feet of Lots 16 to 20 inclusive, in Block 105; Lots 1 to 15, inclusive, in Block 117; and Lots 1 to 16, inclusive, in Block 118, and Lots 1 to 11 in Block 84, all in the City of Grand Junction, Mesa County, Colorado.

EXHIBIT "C"

	B. DATE OF ACTION	C. STATUTORY REQUIREMENTS	D. OPTIONAL ACTIVITIES
	(Continued)		
22.	12-31-81	Freezing of Ad Valorem tax base and sales tax base as of effective date of Plan 31-25-807(3)	
23.	5-7-82	Resolution of DDA Board to amend Plan of Development to show recent approved inclusions of property and make other minor changes and referral to City Council for approval	
		SCHEDULED FUTURE ACTIONS	
24.	5-19-82	City Council review of Plan of Development amendments and referral to Planning Commission	
25.	5-25-82	Planning Commission review and comment on Plan of Development amendments	
26.	5-26-82	Publish notice of public meeting before City Council on Plan of Development amendments	
27.	6-2-82	City Council public hearing on Plan of Development and adoption of resolution adopting Plan of Development amendments	
28.	6-4-82	Resolution of DDA Board to have election for pledging of tax increment funds 35-25-807(3)(b)	
29.	6-16-82	Approval by City Council of election at least 30 days prior to election 35-25-807(3)(b)	
30.	7-23-82	Publication of Public Notice of Election	

31.	8-3-82	Election - qualified electors of district 35-25-807(3)(b)
32	8-4-82	Canvass of votes
33.	To be determined during 1982	City Council adoption of ordinance authorizing the issuance of bonds
34.	To be determined during 1982	Bonds issued for project

EXHIBIT "F"

CITY - COUNTY PLANNING
grand junction-mesa county 559 white ave. rm. 60 grand jct.,colo. 8150
(303) 244-1628

MEMORANDUM

TO: GRAND JUNCTION CITY COUNCIL
FROM: GRAND JUNCTION PLANNING COMMISSION
DATE: MAY 25 , 1982

RE: AMENDMENTS TO THE PLAN OF DEVELOPMENT OF THE GRAND JUNCTION, COLORADO, DOWNTOWN DEVELOPMENT AUTHORITY

On May 19, 1982, the Grand Junction City Council, pursuant to C.R.S. 1973, S31-25-807(4)(b) submitted amendments to the Plan of Development of the Grand Junction, Colorado, Downtown Development Authority to the Planning Commission for review and recommendations.

We have reviewed the proposed amendments in light of the Plan of Development as adopted by the City and the Downtown Development Authority and we have considered these amendments in light of the comments of the employees of the Planning Department, and in light of past policies for development and renovation and considered the questions and comments of the members of the Commission. After this review, we offer the following comments and recommendations:

1. The proposed amendments to the Plan of Development are consistent with the Downtown Development Strategy which has been adopted as an element of the Master Plan for Grand Junction, as well as consistent with other current policies.

2. The proposed amendments to include other areas within the boundary of the Downtown Development Authority are largely technical in nature, and the properties sought to be included are within the limits of the ultimate DDA boundary as defined in the Downtown Development Strategy and the DDA Plan of Development.

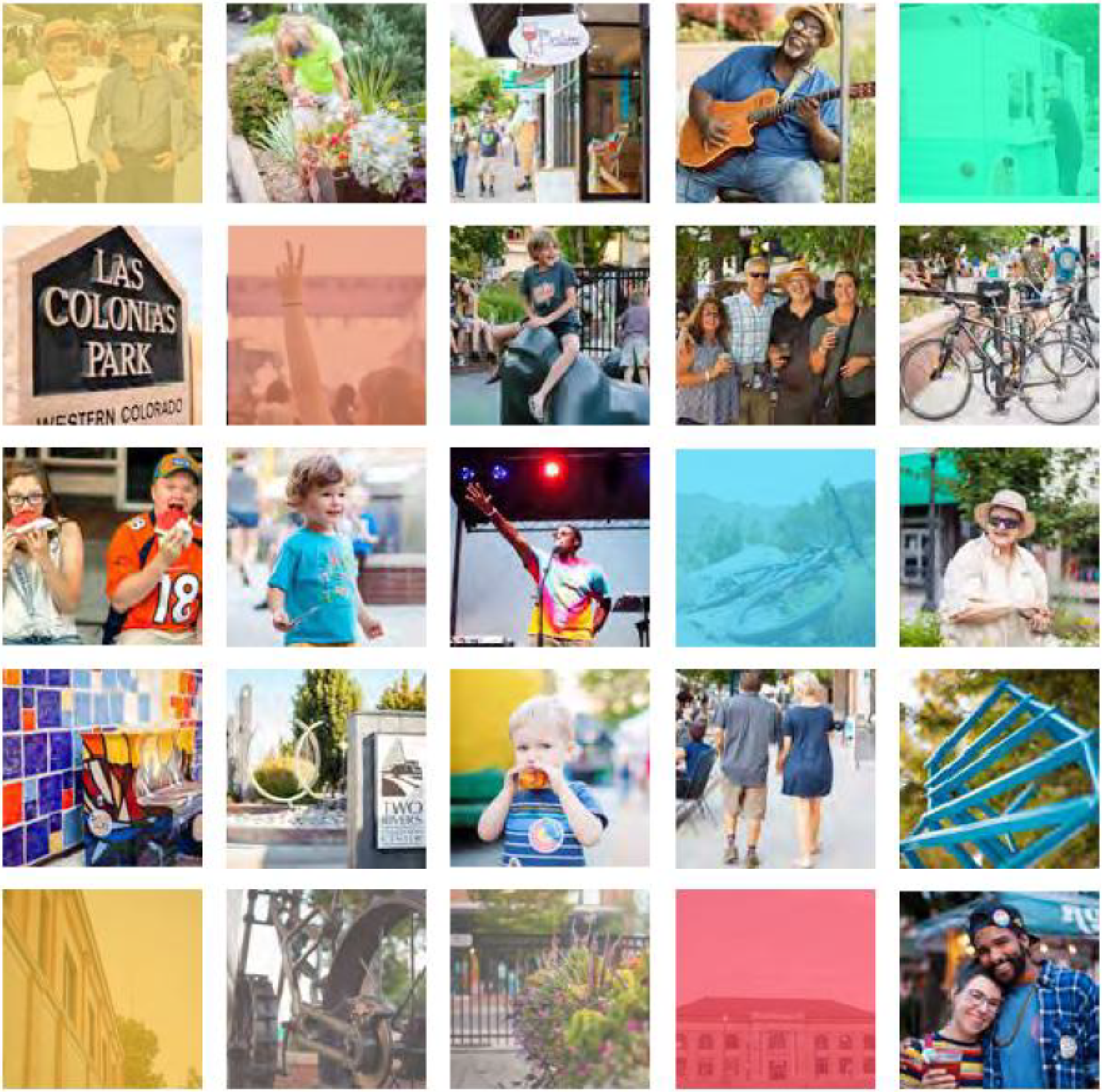
On the basis of this review, we find the proposed amendments to the Plan of Development to be consistent with existing City policies and not in conflict with development patterns on a City-wide basis.

We, therefore, endorse the proposed amendments to the Plan of Development as being consistent with existing City policies and recommend that the City Council hold a Public Hearing on these amendments to the Plan of Development.

RESPECTFULLY SUBMITTED,

Jane Quimby

<u>EXHIBIT 3 – Grand Junction Downtown Development Authority proposed Plan of Development dated September 2019</u>



VIBRANT
TOGETHER
A DOWNTOWN INITIATIVE


My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
The Sunsets
My favorite thing about Grand Junction is...
All the Artwork on Main
My favorite thing about Grand Junction is...
community
My favorite thing about Grand Junction is...
Outdoor activities
My favorite thing about Grand Junction is...
Small Town Feel!
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
the ART
My favorite thing about Grand Junction is...
GJ Rockies
My favorite thing about Grand Junction is...
It's small, and my church
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
The Art Scene
My favorite thing about Grand Junction is...
Bruce from Benge's
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
Small town Community
My favorite thing about Grand Junction is...
No traffic
My favorite thing about Grand Junction is...
BEER
My favorite thing about Grand Junction is...
My favorite thing about Grand Junction is...
our beautiful Downtown
My favorite thing about Grand Junction is...

TABLE OF CONTENTS

ACKNOWLEDGMENTS

Downtown Development Authority Staff
Brandon Stam
Caitlyn Love
Rykel Menor
Vonda Bauer

Downtown Development Authority Board
Doug Simons Jr.
Duncan Rowley
Josh Niernberg
Dan Meyer
Libby Olson
Maria Rainsdon
Tom LaCroix
Anna Stout
Vance Wagner
Jason Farrington (Past Board Member)
Phyllis Norris (Past City Council Representative)
Aaron Young (Past Board Member)

City of Grand Junction Staff
Greg Caton
Tamra Allen
Kris Ashbeck
Trent Prall
Traci Wieland
Kathy Portner

Community Action Team
Kathy Portner
Josh Castenada
Seth Anderson
Megan Alfaro
Bruce Benge
Ben and Elise Hall
Sarah Dishong
Avery J Santos
Brian Oliver
Kris Meil
Paul Knaysi
David Foster
Jerry Otero
Libby Olson
Dustin Anzures
Bobby Noyes
Kevin Reimer
PJ McGovern
Kevin Bray
Ray Rickard
Dustin Anzures
Bruce Milyard
Silas Coleman
Peyton Gonzales
Mark Swain
Robin Brown
Duncan Rowley
Vonbda Bauer
Elizabeth Fogarty
Kahy Portner
Derek Wagner
Jared Meier
Todd Hollenbeck
Tamra Allen
Jon Maraschin
Shana Wade
Maria Rainsdon
Robert Fisher
Brett Boyer
Matt Koch
Phyllis Norris
Bill Wade
Christian Reece
Peter Booth
Beverly
Karen Bland
John Mok- Lumme
Sharon Bouse- Ferry
Katie Rydlizky
Troy Sides
Bill Wade
Jesse Redmond
Greg Moore
Sara McCarthy
Mark McCain
Sarah Merideth
Robbie Breaux
Devon Balet
Sarah Johnson
Colin St. Clair
Karen Sinclair

Community Builders
Clark Anderson
Jillian Sutherland
Alison Bourquin
Bud Tymczycyn
Danielle Campbell
Taylor Kidd
Sierra Jeter

Project Consultants
Alex Joyce, Cascadia Partners
Alex Steinberger, Cascadia Partners
Neil Heller, Cascadia Partners
Jim Leggitt, Jim Leggitt Design
Peter Swift, Swift Engineering

ABOUT COMMUNITY BUILDERS

Community Builders (CB) is a non-profit dedicated to helping local leaders create strong and prosperous communities in the American West. CB provides information, analysis, assistance and trainings to support the many people and organizations working to build better places by aligning their community values to planning and economic goals.

The goal of the Community Builders Assistance Program is to provide communities with the tools and resources to spark meaningful on-the-ground progress, while building local capacity and creating success stories that inspire and transform places.

ABOUT THIS REPORT

This report is the product of a collaborative effort between the Downtown Development Authority of Grand Junction, The City of Grand Junction, Community Builders, The Community Action Team, Cascadia Partners, Jim Leggitt Studios, Swift Engineering. Special thanks to the stakeholders and the community members who provided feedback throughout the project.

PROJECT FUNDERS

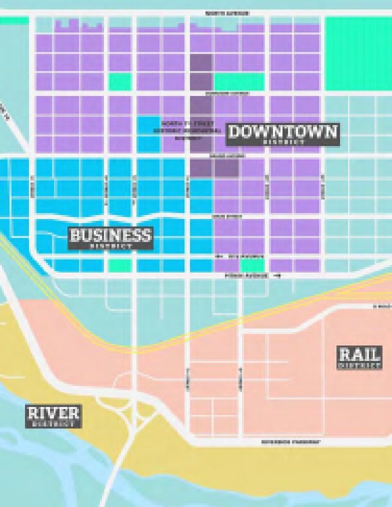
Special thanks to the LOR Foundation, the Gates Family Foundation and the Downtown Development Authority for providing the funding necessary to make the Vibrant Together: A Downtown Initiative possible.

WHY A PLAN OF DEVELOPMENT?

Throughout the course of its 38-year history the DDA has been involved in a diverse array of activities with the goal of sustaining Downtown Grand Junction's role as a hub for economic activity and vibrancy that benefits the entire valley. Many of the projects over this time have involved collaboration as it takes a pooling of resources and knowledge to make progress. Some of the noteworthy projects include the development of Downtown hotels, Avalon Theatre renovation, the Mainstreet uplift and development of the riverfront.

While the DDA has had many successes one of the major hurdles the organization has had is the lack of a current road map that addresses the challenges of today while also looking at potential challenges in the future. The 1981 Plan of Development provided many great concepts and ideas for the DDA to pursue, many of which have been completed and some that are still being worked toward. The updated plan builds upon the past success and challenges of the past while identifying what the current trends, issues and solutions are. Having a current Plan of Development will provide Downtown with a vision for the future along with strategies for achieving the goals and outcomes identified in the Plan.

- Brandon Stam
Downtown Development Partnership Executive Director


DOWNTOWN
DISTRICT
BUSINESS
DISTRICT
RAIL
DISTRICT
RIVER
DISTRICT

“ I love the potential of Downtown GJ. I get excited about what this place can be. ”

“ Vibrancy is characteristically Downtown Grand Junction. It has a unique character. ”

“ I tell all of out of town folks- Downtown GJ is the best downtown in the state! ”

"I live downtown. It means everything to me and my husband."

"The downtown is one of the main reasons I moved here. It's so alive and thriving."

"Going downtown is my hobby... not joking."

PLAN SUMMARY

GOALS & STRATEGIES

Goal setting provides an opportunity for people to work together and build consensus. These goals serve several key purposes. First, they provide direction for advancing the community's vision of building a thriving downtown for everyone. They should act as a tool for guiding future decisions, like determining if a new project or policy is in line with the vision. They are also useful for monitoring progress, to build upon successful efforts, or to identify unmet goals and gaps to address. From the input gathered and building upon priorities set by the Downtown Partnership and the City, five goals were identified for the Vibrant Together Project that will be the benchmark for future revitalization efforts.

IDENTITY
Downtown is recognized as the hub of regional culture for the western slope.

DOWNTOWN DEVELOPMENT
Downtown offers a diversity of quality housing choices for all price points to bring more people to live, work and play downtown.

SAFETY AND COMFORT
Downtown is safe and comfortable environment that is welcoming to all.

CONNECTIVITY
Downtown is connected to local destinations and outdoor amenities through safe pathways for bikes and pedestrians.

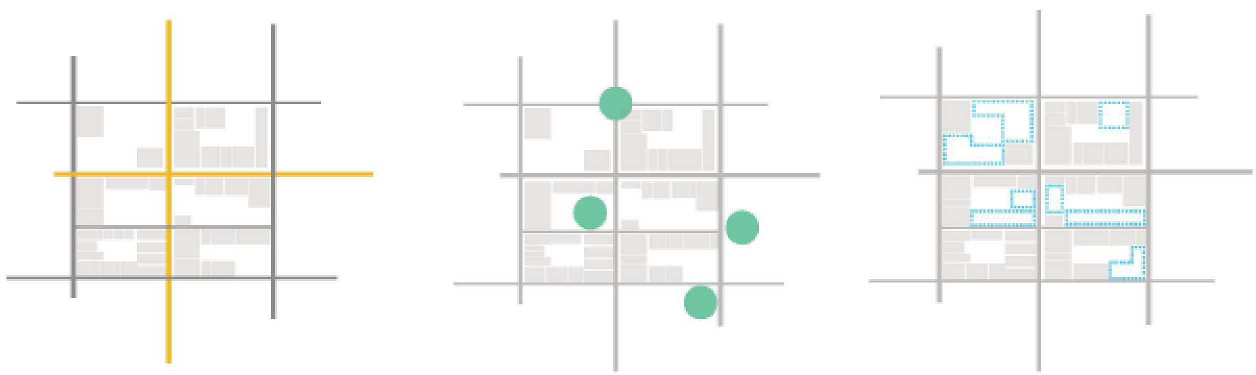
VIBRANCY
Downtown is the "The heart of it all" as a 18 hour/7 days a week center of activity for all ages and income levels.

THE BIG IDEAS

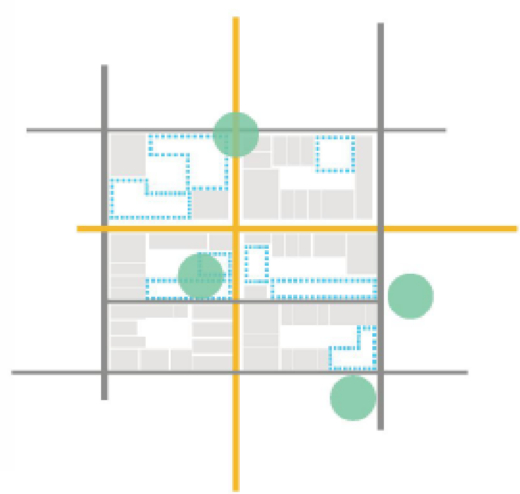
The biggest of the big ideas that emerged from the process is to bring more people downtown by creating more vibe and connecting this vibe to the River. This Plan will identify different strategies for achieving this through;

> **CONNECTIVITY** Looking at the relationships and connections between key destinations in the downtown. (Chapter 3)
>
> **PLACEMAKING** Enhancing the vibe in strategic locations. (Chapter 4)
>
> **DEVELOPMENT** Identifying specific opportunities for infill development to activate opportunity sites along key corridors. (Chapter 5)

CONNECTIVITY + PLACEMAKING + INFILL DEVELOPMENT



= VIBRANT TOGETHER A DOWNTOWN INITIATIVE



PRIORITIES

CONNECTIVITY

C1: Convert 4th and 5th to Two-way Streets

C2: Prioritize pedestrian and bike improvements to improve mobility throughout downtown and to the river.

C3: Create a 2nd Street Promenade connecting the Train Depot to Two Rivers Plaza.

C4: Initiate a Gateway and Wayfinding Study to improve ease of navigation for pedestrians, bike and vehicles in downtown.

PLACEMAKING

P1: Extend the vibrancy from Main to Colorado between 4th and 7th.

P2: Encourage more community gathering and event space in downtown.

P3: Activate alleys and breezeways.

P4: Low-cost design strategies for Whitman Park.

P5: Develop a program(s) to better utilize parking.

P6: Adaptive Reuse of Buildings and Spaces to active the street frontage

INFILL DEVELOPMENT

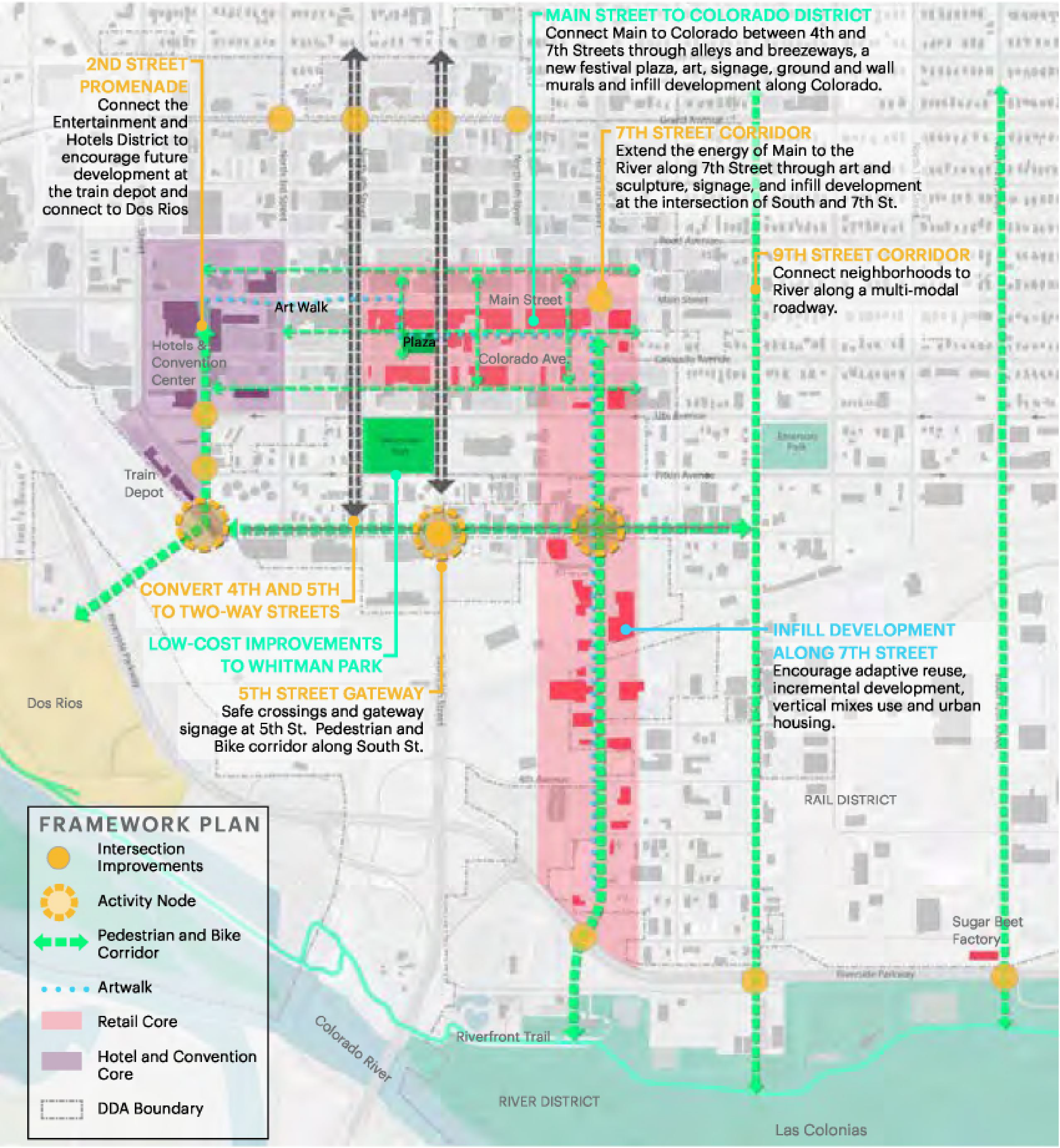
D1: Support existing businesses in the downtown through programs and Attract more business diversity to downtown.

D2: Develop (a) Grant Program(s) to incentivize small scale local reinvestment in the downtown

D3: Adjustments to codes and policy that are barriers to development.

D4: Leverage the DDA financial tools to incentivize development

D5: DDA to lead a strategic catalytic development project


MAIN STREET TO COLORADO DISTRICT
Connect Main to Colorado between 4th and 7th Streets through alleys and breezeways, a new festival plaza, art, signage, ground and wall murals and infill development along Colorado.
2ND STREET PROMENADE
Connect the Entertainment and Hotels District to encourage future development at the train depot and connect to Dos Rios
7TH STREET CORRIDOR
Extend the energy of Main to the River along 7th Street through art and sculpture, signage, and infill development at the intersection of South and 7th St.
9TH STREET CORRIDOR
Connect neighborhoods to River along a multi-modal roadway.
Art Walk
Main Street
Plaza
Colorado Ave.
Hotels & Convention Center
Train Depot
CONVERT 4TH AND 5TH TO TWO-WAY STREETS
LOW-COST IMPROVEMENTS TO WHITMAN PARK
5TH STREET GATEWAY
Safe crossings and gateway signage at 5th St. Pedestrian and Bike corridor along South St.
INFILL DEVELOPMENT ALONG 7TH STREET
Encourage adaptive reuse, incremental development, vertical mixes use and urban housing.
Dos Rios
RAIL DISTRICT
Sugar Beet Factory
Riverfront Trail
Colorado River
RIVER DISTRICT
Las Colonias
FRAMEWORK PLAN
Intersection Improvements
Activity Node
Pedestrian and Bike Corridor
Artwalk
Retail Core
Hotel and Convention Core
DDA Boundary

BACKGROUND

The current DDA Plan of Development is 38 years old, and therefore, is challenged to guide development that is reflective of both the current market or the vision of the community for what the future of greater downtown should be. In this time of growth, the DDA should have a strong governing document that is reflective of the community's wants and needs in downtown and develop strong partnerships for making a positive impact to the downtown. Future growth needs to happen in a way that protects the unique history and celebrate the local assets of the community.

This Plan will identify a vision the downtown that is aligned with the needs of the community.

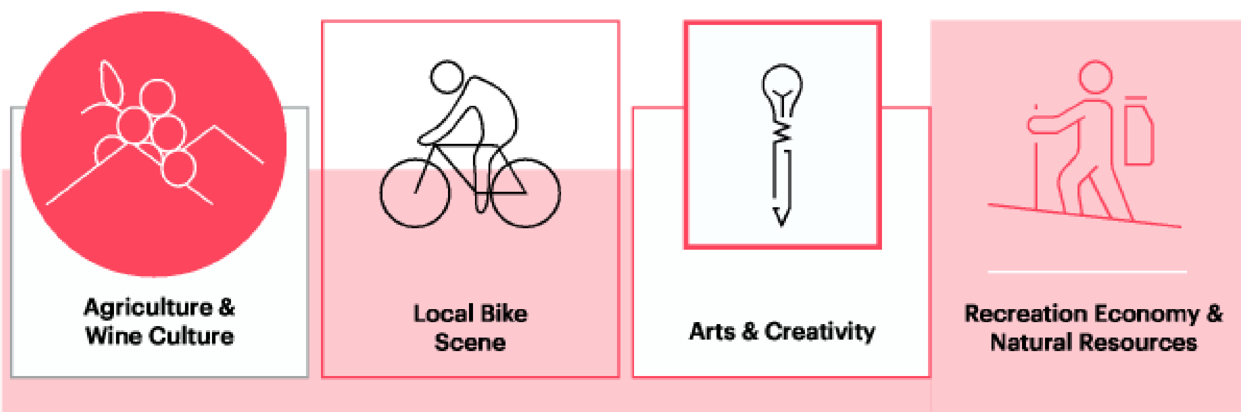
01

BACKGROUND INFORMATION

INTRODUCTION

WHAT MAKES GRAND JUNCTION SPECIAL?

We asked you!



“Downtown Grand Junction creates a sense of home - this is where we bring our friends when they visit - this is where we take them to show off our community.”

Local residents describe the City of Grand Junction as a welcoming community with a small-town vibe characterized by strong local arts, culture and history. At the heart of it all is the downtown. However, residents also feel there is lot of potential for improvement in downtown. Regional population and economic growth are creating a demand for development. With this growth comes the need for strategic thought about what is best for the community.

The goal of this Plan of Development, called “Vibrant Together: A Downtown Initiative,” (referred in this document as ‘the Plan’ or ‘the POD’) is to communicate our shared values for growth in Downtown Grand Junction. This Plan will be a governing document for the Downtown Partnership (DP) and will identify a clear plan of action for priority projects, strategies, and partnerships in that are aligned with the community’s vision for downtown. To achieve this the Plan will;

> Provide a unified vision for downtown;
>
> Identify projects that advance the vision;
>
> Bring local leaders together in pursuit of that vision.

WHY DO THIS NOW?

The primary responsibility of the Downtown Partnership is to support and facilitate economic development efforts to enhance the vitality of the Downtown community through capital investment and construction. While the City Comprehensive Plan, The Greater Downtown Plan and other guiding vision documents and strategic plans identify opportunities and regulate growth in the downtown, this Plan of Development will guide the types of projects and programs for downtown with the goal of sustaining Downtown Grand Junction’s role as the preeminent hub for economic activity and commerce, cultural experiences and as a vibrant place to live and visit.

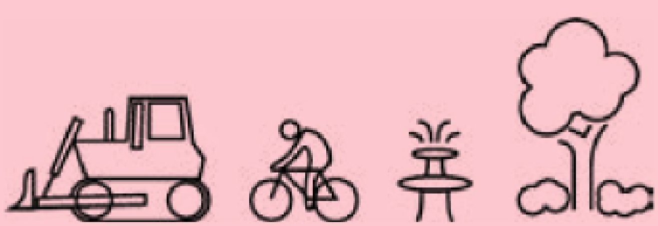
ABOUT

THE DOWNTOWN PARTNERSHIP

The Downtown Partnership (DP) consists of two special districts, the Downtown Development Authority (DDA) and the Business Improvement District (BID) which share the same staff and Board of Directors. Large and small, Downtown Grand Junction is involved in a wide array of activities and projects Downtown, all with the goal of sustaining Downtown Grand Junction's role as the preeminent hub for economic activity and commerce, cultural experiences and as a vibrant place to live and visit.

The Downtown Development Authority was established in 1981 by the City of Grand Junction after receiving approval through a special election of the Downtown property owners and businesses. The DDA was established to halt and prevent deterioration of property values within its district and to assist in the development and redevelopment of its district and to use its power to promote the general welfare of the district by the use of its direct and supplemental powers. The Authority was one of the first such organizations in the State of Colorado and focuses on supporting and facilitating economic development efforts to enhance the viability of Downtown through grants, capital investment and improvements to public amenities.

In late 2005, business and property owners within the boundaries of the BID voted to impose a special assessment which would fund marketing, promotions, public relations, advertising and special events. The BID affects Downtown Grand Junction commercial property owners only and excludes residential properties. The Business Improvement District produces and supports events that attract visitors, enrich life for residents, and drive revenue to local businesses. The BID also develops advertising, marketing, and public relations campaigns that reach regional, statewide and national audiences and help brand Downtown as a regional hub.



The Downtown Development Authority (DDA) focuses on supporting and facilitating economic development efforts to enhance the viability of Downtown through grants, capital investment and improvements to public amenities.

The Downtown Parthnership should have a strong governing document that is reflective of the community's wants and needs. Through the process develop strong partnerships for making a positive impact to the downtown.

ORGANIZATION

This nine-member board is appointed by the Grand Junction City Council. Eight of the members must be a resident, business lessee, or own real property within the boundaries of the DDA and BID. The City Council shall appoint one member that is exempt from the above qualifications. The four-year terms expire in June.

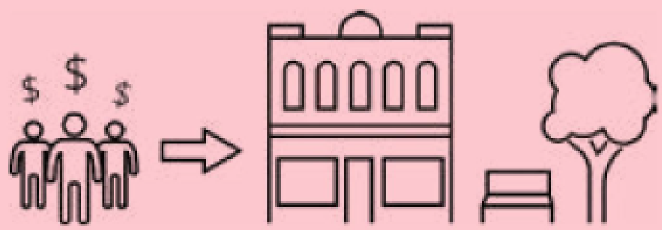
POWERS AND INITIATIVES

Downtown Grand Junction is involved in potential catalytic projects such as the Las Colonias Business Park and the Las Colonias Amphitheater that are transforming Downtown's River District into a vibrant area that will incorporate recreation, entertainment and job clustering into an area that has historically seen little investment. The Downtown Partnership is also engaged in helping bring two new hotels to downtown as well as much needed renovation to Two Rivers that will allow it to continue to operate as an economic driver for downtown. Potential new downtown housing is also on the way as the DP reached an agreement with a developer for the former R-5 building site to develop townhomes and find an adaptive reuse of the former school building. The most recent project is a public/private partnership with Kaart Group which will add four and six story class A office space to 7th and Main and add roughly 80 new jobs to Downtown.

POLICY AND DECISION MAKING

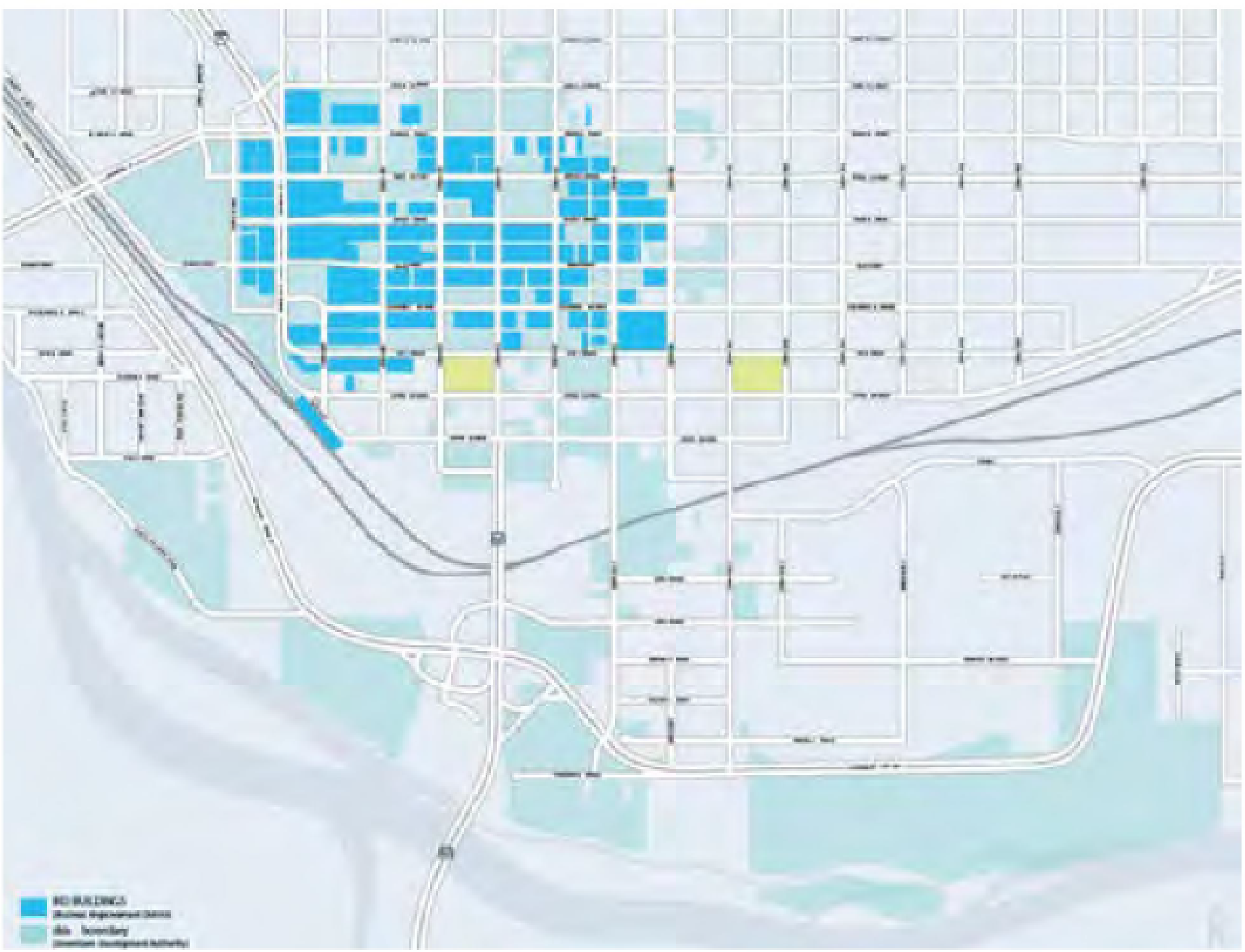
The Plan of Development will be approved by the Downtown Board. Following Board approval, the Planning Commission will review the plan and make a recommendation to City Council for final approval and adoption.

The Business Improvement District (BID) produces and supports events that attract visitors, enrich life for residents, and drive revenue to local businesses. The BID also develops advertising, marketing, and public relations campaigns that reach regional, statewide and national audiences and help brand Downtown as a regional hub.



DDA BOUNDARY

The boundary is important in that these are the properties and general areas in which the DDA has the ability to utilize its powers to assist in project, programs and policy as outlined by this Plan. Throughout this Plan, 'downtown' is used more generally to refer to the area defined by the Greater Downtown Plan, which encompasses the Central Business District, the Rail District and the River District. The DDA boundary includes properties within the DDA District that extends from the Central Business District to the Rail District and River District. The Business Improvement District largely consists of the Central Business District as well as some properties within the River District. It should be noted that properties can voluntarily incorporate into both Districts with DDA/BID and City Council approval.



PLAN CONSISTENCY

There are a number of existing plans that are of significant influence to Downtown Grand Junction, including the 1981 Plan of Development. It is important to consider how these existing plans will support and work in collaboration with this Plan of Development. Vibrant Together will work in alignment with the City's Plans such as the Great Downtown Plan and provide recommendations from this update should help to inform revisions to the Comprehensive Plan update currently underway with the City. Key considerations and potential impacts are outlined in the Appendix.

HOW THIS DOCUMENT IS ORGANIZED

CHAPTER 1: BACKGROUND

The introduction sets the stage for the ideas in the Plan. It provides background context for how history has informed current trends in Grand Junction. It provides information on the history of Downtown Partnership and how this plan is consistent with related, past planning efforts in Grand Junction.

CHAPTER 2: PROCESS

This chapter explains the planning process that was undertaken to develop the strategies in the Plan. Results from community outreach which engaged over 500 community members in person and over 25,000 people online.

CHAPTER 3, 4 & 5: BIG IDEAS, STRATEGIES AND ACTIONS

These chapters explore specific strategies to achieve the goals with recommendations for action around three overarching themes; connectivity, placemaking and development. Each strategy describes some of the background of the ideas and why it matters to downtown and outlines key action items.

ACTION
Outlines specific actions the DP should take to move ideas forward.

POLICY
The DP should coordinate with the City to modify codes and regulations.

PROGRAM
A program the DP should develop and/or coordinate with a partner to develop.

PROJECT
A specific project or study to work with partners on detailed design and costs.

CHAPTER 6: IMPLEMENTATION

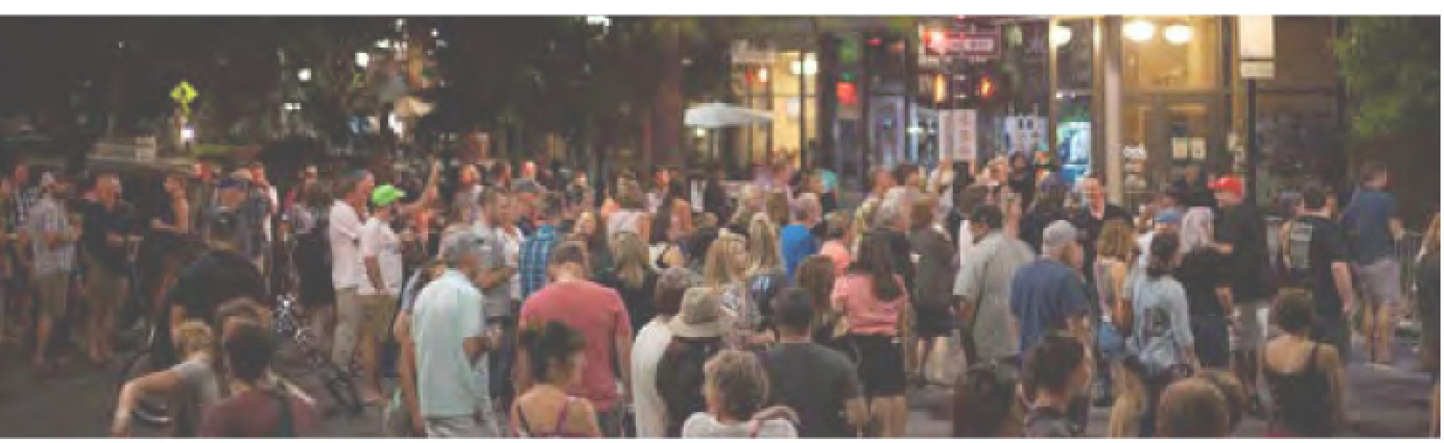
This section provides a frameworks for how the Downtown Partnership and local partners can build momentum in the downtown on the strategies and specific actions, priorities to guide the actions, projects, policy and programs for the next 3 to 5 years.

UNDERSTANDING

GRAND JUNCTION

Grand Junction gets its name from its location at the confluence of the Colorado River (formerly named the Grand River) and the Gunnison River and offers sweeping views of the Grand Mesa, Colorado National Monument and the Book Cliffs. The Grand Junction town site was settled September 26, 1881, although human civilization in the area dates back thousands of years to include the Ute and Fremont tribes, among others. Grand Junction has been shaped by natural geography as well as man-made transportation connections, first by the Denver and Rio Grande Railroads in 1882 and again when the Interstate system reached the City in the 1960's. These connections supported the economic growth of agriculture across the Western Slope, and in later years wholesale goods and energy production. The River has a significant role in shaping Grand Junction and the surrounding landscapes. This powerful river provided water in the desert for the growth of both towns and agriculture. Between the river and the rail, Grand Junction became a regional hub of agricultural and mining industries that transformed the downtown.

In the 1950's, a time when many cities were looking towards pedestrian malls, Downtown Grand Junction embraced the concept of a chicane, which is a serpentine street design with pockets of green space and public art. Grand Junction's Main Street is celebrated as an innovative and successful downtown revitalization strategy, the design of which is part of the unique character and history of the community. The downtown was first recognized nationally in 1962 when Operation Foresight began to reconstruct Main Street into a 'downtown shopping park' with landscape, parking and updated streets for which the city was awarded All America City recognition by Look magazine.



GRAND JUNCTION

TODAY

Downtown Grand Junction is now home to dozens of outstanding locally-owned shops, music venues, restaurants, galleries and area services with a large collection of public art, fountains and historic buildings.

Art on the Corner (AOTC) is a year-round outdoor sculpture exhibit which was established in 1984 by local sculptor, Dave Davis and was one of the first of its kind in the country. Art on the Corner, First Friday's, farmers markets and events at the Avalon are noted as some of people's favorite events in the downtown that make Main Street a source of pride for local residents as well as a draw for visitors.

GRAND JUNCTION

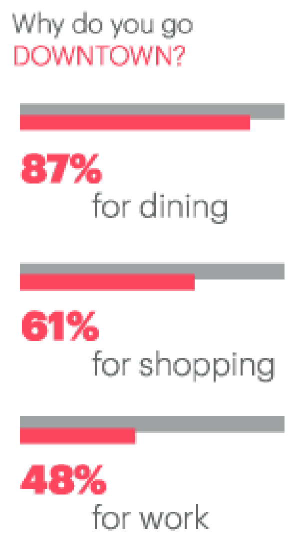
TOMORROW

The future of Grand Junction looks bright. Based on the shifting demographic trends, the demand for housing and influence of the local arts scene, there is opportunity for growth in the City, specifically in the downtown. In addition, the outdoor amenities and agricultural assets of the region provide a unique setting that is attractive to both long time locals and new residents. Key to this is reactivation of the confluence in the River District, with Las Colonias Park, Dos Rios, the Riverfront Trail with connections to the Lunch Loops, and providing access to the Colorado River. Local residents know this is what makes Grand Junction special. There is an essential need to make the connection from the river area to and from Downtown.

Understanding current trends and market shifts in the downtown assists in making informed decisions around planning and policy. While the future is always an unknown, markets can shift and change. A keen understanding is needed for how economic growth has affected development in the downtown and how current shifts in the market can inform future growth for the Plan. An understanding of the markets is included in Appendix B.

DEMOGRAPHICS

Grand Junction today is the largest City along the I-70 corridor between Denver and Salt Lake City with a City population of 58,000 and a metropolitan area of 146,000 people. As the major population and employment center in the region, the City is home to county and state offices, three major hospitals and Colorado Mesa University. The downtown population represents 25,000 people with approximately 10,000 residences.



OFFICE MARKET

As a regional hub, Grand Junction has a strong daytime population with downtown banks, real estate and other professional services as well as being the central location of many City and County offices. In addition, The Grand Junction Business Incubator is locally training and producing young entrepreneurs and emphasizes the creation of local jobs emerging in the downtown. The City has also focused attention on the outdoor recreation industry that is inherent to the region. To attract growth in this sector, the 15-acre business park within the Las Colonias development at the riverfront will offer outdoor recreation companies a new office submarket within the Greater Downtown.

78%

of survey respondents go downtown **1X OR MORE PER WEEK**

RETAIL MARKET

Downtown serves as an important retail node for local and regional residents as well as tourists. Community input shows that 76% of people go to downtown Grand Junction once or more each week. The downtown is supported by a large regional population of people that come to downtown for work (40%), shopping (54%) and/or for dining and drinks (78%). There is a growing market potential for restaurants and bars in the downtown as this area has seen 13% growth over the last 10 years. There is also a momentum in the downtown market driven by the recreation and tourism culture in the area exemplified by the Las Colonias River Development and 15-acre business park.

HOUSING MARKET

Demographic research suggests that downtown is attracting a young generation of people starting their careers, and an older generation of retirees 'empty-nesters' who are downsizing. This in addition to a strong residential rental and for sale housing market in downtown, suggests a demand for increased housing and infill development in the downtown.

28%

Residents want more **dining** and **shopping** downtown.

12%

Residents want **longer hours** for businesses.

PROCESS

The goal of Vibrant Together Project is to work with residents and local organizations to create a vision for a thriving downtown. In addition to providing strategies for the downtown, the process has built support from the community as well as local partnerships for successful implementation.

"Everything that matters most to me in GJ is downtown"

02

A COMMUNITY DRIVEN PROCESS TO CREATE A GREAT DOWNTOWN

DOWNTOWN TODAY

Where are we?

Understand the current conditions and trends that influence downtown. This phase will result in a market analysis and under-standing of local issues and concerns.

1

DOWNTOWN TOMORROW

Where do we want to be?

Develop downtown goals that align community priorities. This phase will result in goals that provide a framework for action and guide decision making.

2

24,456
People Reached on Social Media

24
Focus Group Meetings

362 INDIVIDUAL SURVEY RESPONSES
Comment Boxes & Community Survey

7
Community Action Team Meetings

OVER 500
Engaged Community Members

The Vibrant Together process followed four distinct phases, looking broadly at the issues, developing community driven goals, and moving towards more specific strategies and actions to achieve these goals. Each phase provided a number of meaningful opportunities to engage in community dialogue to gain more awareness around the challenges in the community and provide feedback on ideas for change. Through the process there has been a perceivable shift in the community conversation around working together towards common objectives and putting ideas into action.

STRATEGIES

How will we get there?

Explore and refine ideas and strategies to advance downtown goals. This phase will result in a series of strategies that focus on achieving community goals.

3

PRIORITIES AND ACTIONS

Where and how do we start?

This phase will result in a Plan of Development update that identifies key concepts for downtown, implementation recommendations, and key partnerships for taking action.

4

METHODS

COMMUNITY ENGAGEMENT

Feedback from local residents and visitors is essential to understanding the community vision for downtown. Vibrant Together aimed at a wide variety of public engagement activities and strategies to reach a broad spectrum of the population and to make providing input easy and fun. A complete summary of the engagement process and activities is provided in the Appendix. Community engagement took place in three phases through the project;

DOWNTOWN TODAY AND TOMORROW

The first step in community engagement was working with and listening to the community to identify their perspectives on what works and what doesn't downtown. Between September 2018 and February 2019 community feedback was received at pop up events, comment boxes around town, through an online survey and Instagram surveys, focus group meetings, meetings with stakeholders, the Community Action Team and at a series of strategy workshops followed by a Community Open House. Feedback asked a series of questions that looked to better understand;

1. What downtown means to residents and visitors in Grand Junction;
2. How people get around and what challenges they face;
3. What people like to see or do in downtown now and what they would like to see or do in the future.

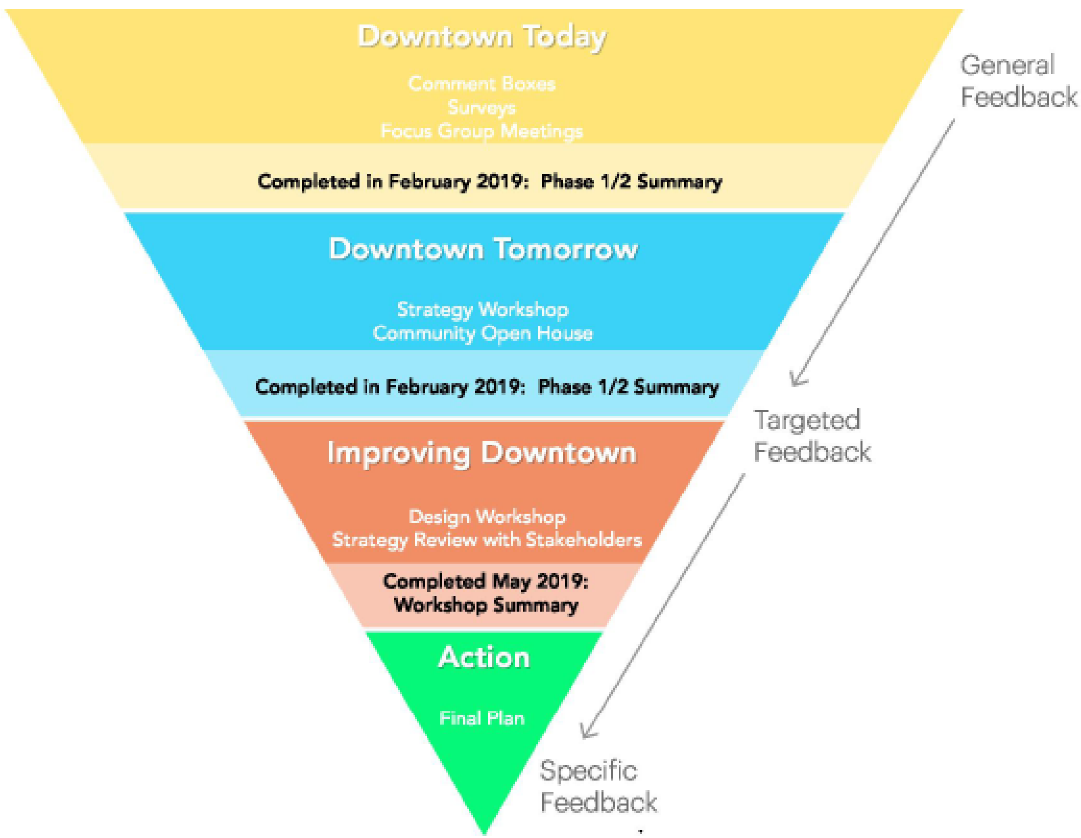
IDEAS FOR IMPROVING DOWNTOWN

The next step in the process was working with stakeholders and the public to identify specific actions to work towards achieving the goals identified in the first phase. A week-long Design Workshop took place in April 30-May 2 2019. The workshop brought together a team of experts to produce conceptual drawings and renderings while gathering immediate feedback from the DDA, CAT, stakeholders and public. This was a collaborative team-based approach that resulted in developing design concepts and strategies. Following the workshop, we met with property owners and potential project partners for review and input on the ideas and strategies encompassed in this Plan.

RECOMMENDATIONS FOR ACTION

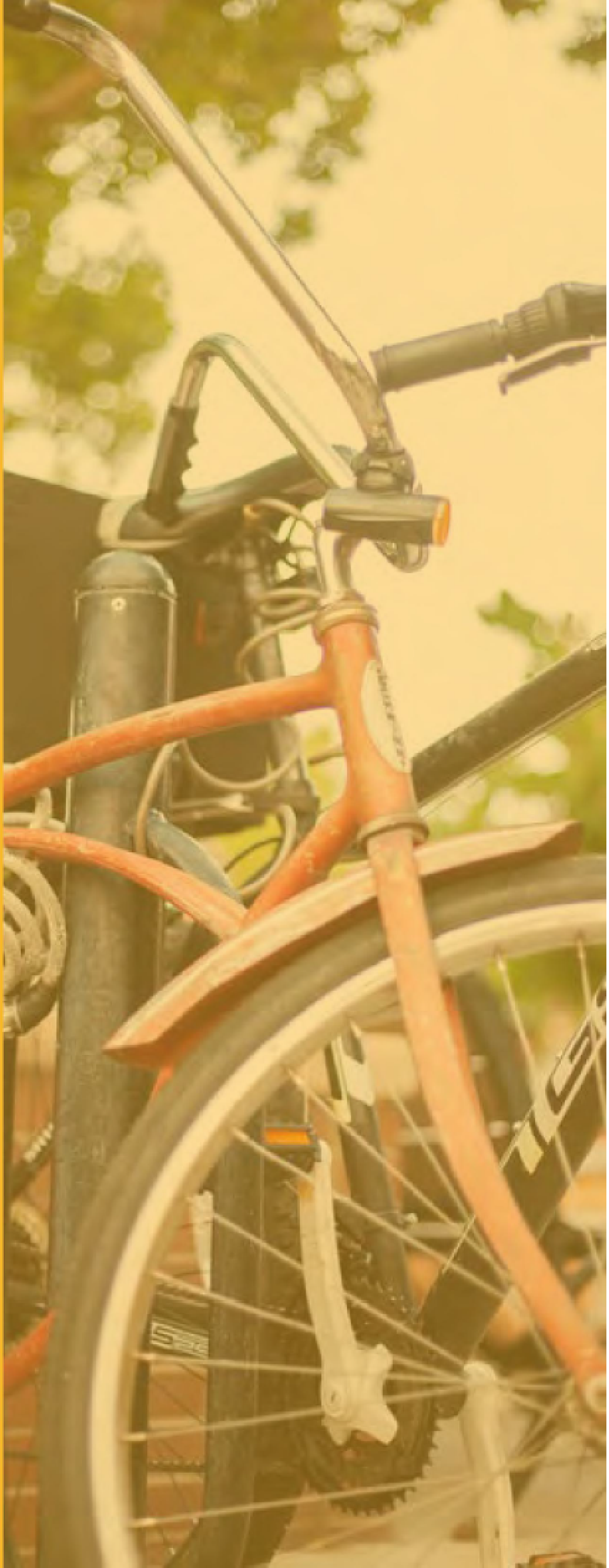
A number of videos were produced about the big ideas the Plan would highlight that were distributed on social media. An Instagram Live and Facebook Live answered questions from the community about the ideas in the Plan. Community Action Team members provided blogs on their key takeaways from the project that were shared on the website, social media and in the Sentinel. The goal was to share the ideas in this Plan to build an understanding of these strategies and why they matter to the future of downtown.

COMMUNITY ENGAGEMENT PROCESS DIAGRAM



CONNECTIVITY

Streets are the connective networks of downtown essential to creating a vibrant community. They are an important part of getting people where they need to go- whether it is to a favorite restaurant on Main Street or a show and the Avalon. A great street moves people, bikes and cars safely and comfortably. Cars should travel slow enough to see businesses and keep people safe, as well as get them where they need to go. Primary corridors, such as Ute and Pitkin prioritize cars. Others, such as Main and Colorado balance the movement of cars, people and bikes. Streets also play an important role in the success of businesses that front them. The space between the street and the building is where the magic happens. From running into a neighbor at a street café to stopping to take a selfie with a piece of art to window shopping for a new pair of shoes, this is what great downtown experiences are made.

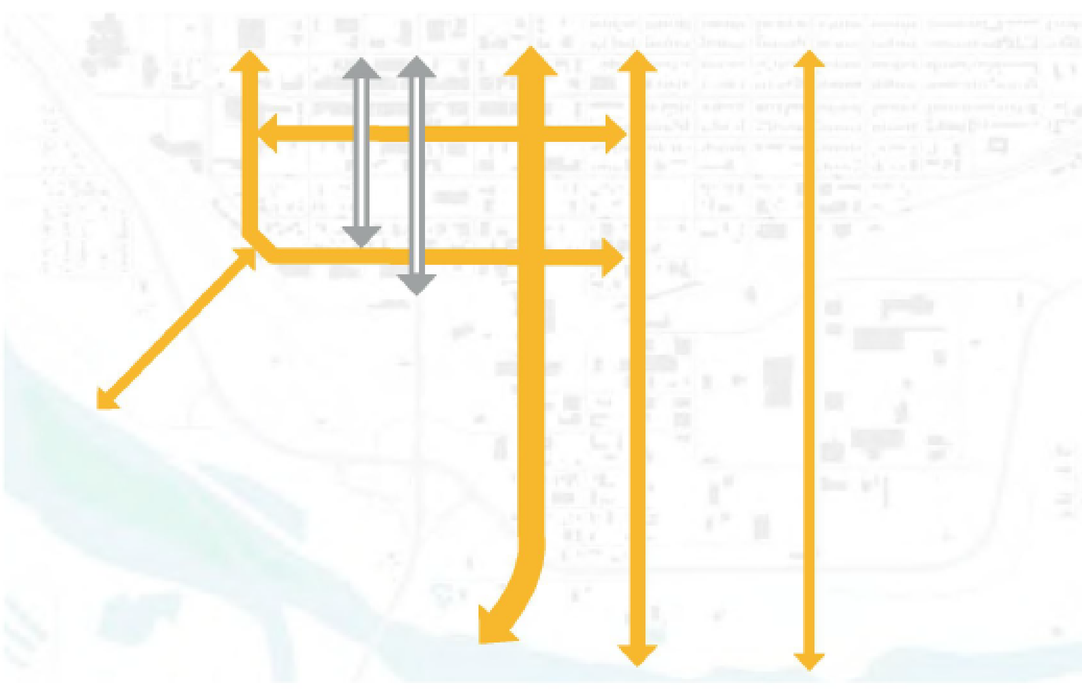


"It's a beautiful place to hang out. I love the old buildings, trees, and walkable lifestyle."

03

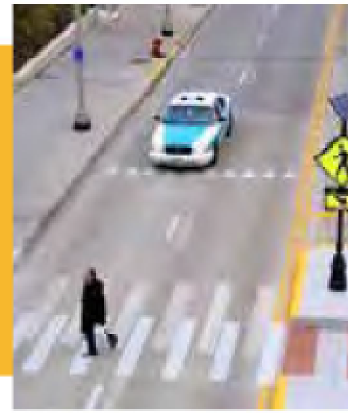
BIG IDEAS: CONNECTIVITY

CONNECT KEY DESTINATIONS TO DOWNTOWN



1

Convert 4th and 5th to Two Way Streets.



Prioritize pedestrian and bike improvements to improve mobility throughout downtown and to the river.

2

3

Create a 2nd Street Promenade connecting the Train Depot to Two Rivers Plaza.

Initiate a Gateway and Wayfinding Study to improve ease of navigation for pedestrians, bike and vehicles in downtown.

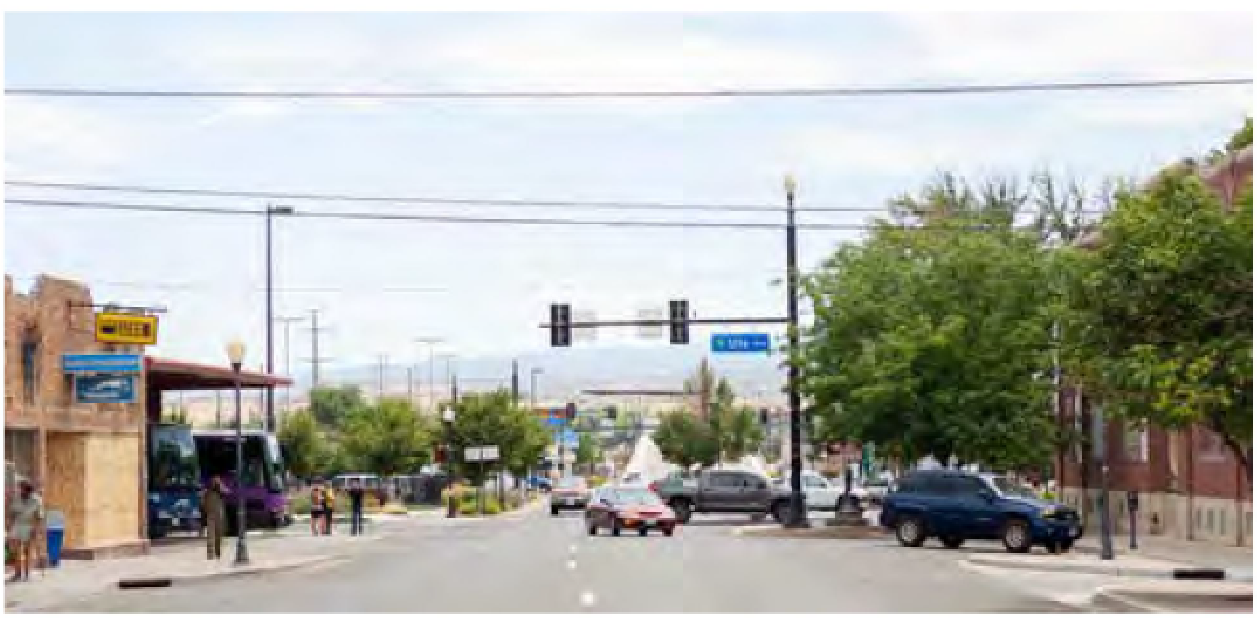
4

C1.

CONVERT 4TH AND 5TH TO A TWO-WAY STREET:

Converting 4th and 5th to two way streets would promote safer, more comfortable, walking and biking and support more successful businesses along these key corridors. This creates more experiential streets by attracting more foot traffic. More people walking attracts more restaurants with outdoor seating, promotes more drop-in business, and encourages more chances to meet and interact as a community. On the Vibrant Together walking tour, stakeholders noticed 5th Street is significantly noisier and feels less safe with traffic whizzing past. In comparison, walking along 6th Street which has slower traffic, street trees, and nice places to sit feels more comfortable and local residents more often choose to take this route.

Converting 4th and 5th Streets is not a new discussion for the City of Grand Junction. The 1981 Plan of Development addressed this idea and more recently in the Greater Downtown Plan in 2015. Stakeholder meetings with CDOT and the City were generally receptive to the idea of converting to two-way streets. The biggest concerns noted are how this change would be perceived by the community and increased traffic along 5th. Preliminary discussions with traffic engineers suggest that the existing grid would disperse traffic and not provide significant traffic implications to downtown.



Two-way streets are slower, safer, and quieter- which attracts more people to walk and bike along these corridors.

SAFER
STREETS
+
QUIETER
STREETS
+
SLOWER
STREETS
=
ECONOMIC DEVELOPMENT

KEY ACTION ITEMS

ACTION

Increase awareness of the importance and value of two-way streets in downtown among business owners and residents to gather support from the community.

PROJECT

Engage a transportation engineer to model roadway design and configuration to better understand traffic impacts and costs. Explore a temporary re-striping study to 'test' the project, identify potential problem areas for further study, and gain the trust of the community before a larger infrastructure investment.

PROJECT

Following a successful launch of a test project, and with support from the local community, the City could work with the Downtown Partnership to identify a series of larger infrastructure related projects for 4th and 5th that would convert them into multi-modal streets with two-way traffic, on-street parking, bike lanes and sidewalks with street trees and furnishings.

C2.

PRIORITIZE PEDESTRIAN AND BIKE IMPROVEMENTS TO IMPROVE MOBILITY THROUGHOUT DOWNTOWN AND TO THE RIVER.

The Colorado River is an east-west spine of the community. It represents the identity and the history of Grand Junction. A consistent message heard from the community was to promote better walkable-bikable connections from downtown to the River and future development at Las Colonias and Dos Rios.

Street design has an impact on if people choose to walk or bike and how they experience a downtown. Some areas of downtown, such as Main Street, have a very comfortable walking environment. However, off Main, there is a need for safety improvements such as better lighting, improved crosswalks and better-quality sidewalks. Design elements to promote safe walking or biking and encourage more active streets include curb extensions, ramps, street trees, street furnishings art and signage as well as lighting to feel safe. Some of these strategies, such as crosswalks and bump outs, could be applied throughout the downtown- or at key intersections- as a low-cost, high-impact strategy.

People need to move safely from north to south and east to west- and everywhere in between- to create a vibrant downtown. There are opportunities to enhance existing roadway corridors to provide multiples routes to connect to key destinations in downtown and to the river.

QUICK WINS FOR MOBILITY

CROSSWALKS

Painted with white stripes or bright colors, these provide increased visibly of legal pedestrian movements to inform vehicles of shared space and inform pedestrians of safe places to cross. Crosswalks could be painted by local artists or community members within the Creative District, tie to local arts and include the history of Grand Junction.

CURB EXTENSIONS

Curb extensions (often referred to as bulb outs) are a simple strategy in downtown to improve pedestrian safety and increase the aesthetics of a street. Curb extensions increase pedestrian safety by decreasing the crossing distance and increasing visibility by extending the curb and sidewalk into streets where on-street parking exists. These can be built as a test project with paint before installing permanent curbs.

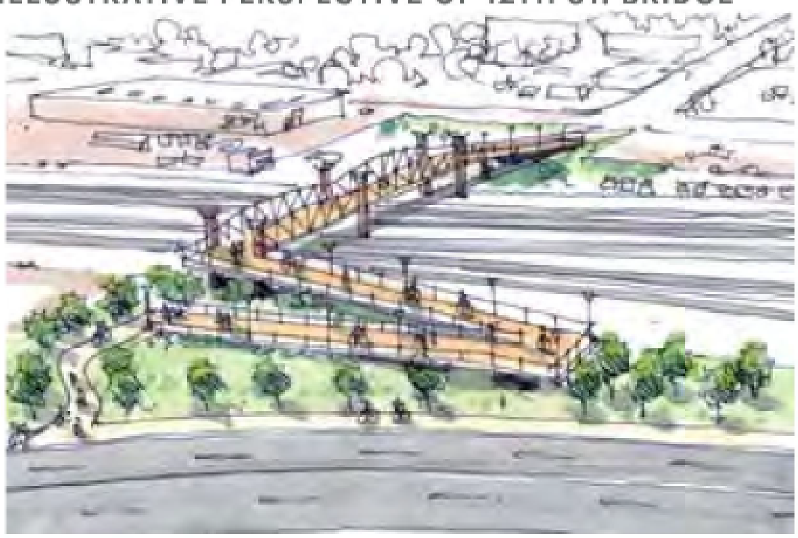
7TH STREET

7th should function as a primary connective corridor from Main Street to the Riverfront. It is critical that it be an engaging, walkable and bikeable street. The existing 7th St. corridor has recently updated infrastructure, buildings framing the street, and emerging local businesses. Redevelopment projects along the 7th St. corridor would bring the energy of downtown towards the River and encourage future redevelopment within the Rail District. An 'art trail', with art as a visual beacon, to lead people from the art on Main Street to the river is another strategy to activate the corridor.

PEDESTRIAN BRIDGES

12th Street connects north to Colorado Mesa University and to Riverside Parkway including the future development at the Sugar Beet Factory.

ILLUSTRATIVE PERSPECTIVE OF 12TH ST. BRIDGE



The City has discussed vehicular connections over the Railroad tracks to reconnect the grid along 12th Street as a major north-south thoroughfare. A different way to think about increasing connectivity at this location may be to shift the conversation towards a Pedestrian/Bike Bridge which would have less impact to rail operations and have lower infrastructure costs.

Future planning around the Dos Rios Development would benefit from a pedestrian and bike connection to downtown. It is a relatively short distance from the Dos Rios project area to downtown. However, due to high speed roads and rail lines future residents would need to walk over a mile to dine and shop. A pedestrian bridge from Dos Rios to the Train Depot and potential 2nd Street promenade would significantly increase access in this part of downtown.

7TH & SOUTH

Main Street is approximately 1 mile from 7th and Riverside Parkway. The 7th and South St. intersection is ¼ mile, commonly understood to be a comfortable 5-minute walk, from Main Street. Activating this node will help to draw people along the 7th Street corridor.

9TH STREET

9th Street is a great connection to the river with a lot of potential to provide a safe, walkable pathway.

ILLUSTRATIVE PERSPECTIVE OF 9TH STREET

Many local residents stated 9th Street is preferred walking route because it is quieter and provides a more direct connection from downtown neighborhoods to the River. This street should be a multi-modal road. Streetscape infrastructure improvements should include curb and gutter, buffered bike lanes, sidewalks and art along the corridor.

RIVERSIDE PARKWAY

Riverside Parkway is a road designed for vehicles, not pedestrians. As such it is a barrier between potential redevelopment to access to Las Colonias and the River. Efforts should be made to improve pedestrian at-grade crossings at 7th, 9th, 12th and Winters Ave, which are spaced at about ¼ mile. Pedestrian signals, high visibility crosswalks, bump outs, narrowed turn radii, and refuge islands are strategies that could help to increase pedestrian and bike safety.

SOUTH STREET

Main Street is a great east to west connection but it is a challenging route for bikes. South Street would be an east-west alternative and bike route. It is not highly trafficked, has a wide ROW that could accommodate additional infrastructure, and is a comfortable, treelined street. In addition, Ouray could be modified to accommodate bikes and provide a safe bike connection to the lanes along 10th Street. These connections would offer a safe bike and pedestrian alternatives to higher-speed streets like Grand Avenue and I-70B.

The intersection of 5th and South Street is an important arrival gateway into downtown but is challenged with heavy infrastructure. Cars travel at significant speeds, traffic merges at Ute and Pitkin, and Whitman Park does little to welcome to downtown. A median in the roadway at the 5th and South intersection restricts for east-west movement for vehicles, bikes and pedestrians. Yet this important intersection also provides access to the bus terminal and 7th Street corridor. Discussions with CDOT should identify strategies to slow vehicles and improve multi-modal access at this location. This could include as lane narrowing after the bridge to slow traffic entering downtown. Bump outs, sidewalks, signage and landscape to improvements along the roadway provide visual cues for cars to slow and increases pedestrian comfort and safety. Safe pedestrian and bike access must be provided to the bus terminal for the success of transit in the downtown.

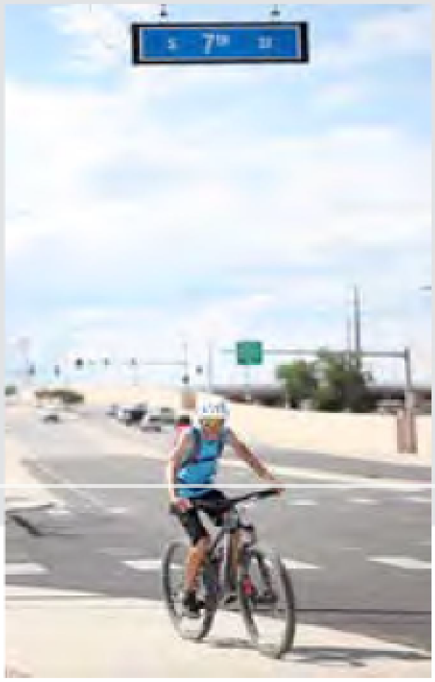
COORDINATE WITH CDOT

SIGNAL WARRANT

A warrant is a condition that an intersection must meet to justify a signal installation. A thorough investigation of traffic conditions, accident history, and physical characteristics of the location is necessary to establish warrants for the installation of a traffic signal. The Region Traffic Engineer will conduct the signal warrant study with all the necessary calculations and shall certify that warrants have been met by documenting them in a letter.

Traffic Control Signals can be justified when warrants are met as indicated in the Manual of Uniform Traffic Control Devices for Streets and Highways (MUTCD), Part IV. The following eight "traffic control signal needs studies", are warrants for a new signal;

Warrant 1, Eight-Hour Vehicular Volume
Warrant 2, Four-Hour Vehicular Volume
Warrant 3, Peak Hour
Warrant 4, Pedestrian Volume
Warrant 5, School Crossing
Warrant 6, Coordinated Signal System
Warrant 7, Crash Experience
Warrant 8, Roadway Network
Warrant 9, Intersection Near a Grade Crossing



KEY ACTION ITEMS

POLICY
The City should amend the GDP to update the 9th Street sections to be more multimodal.

ACTION
The City and the Downtown Partnership should initiate conversations with BNSF to improve pedestrian and bike access over the Rail lines.

ACTION
The City and the Downtown Partnership should engage in discussion with CDOT for traffic calming tools and a better pedestrian crossing at 5th and South.

PROGRAM
The Downtown Partnership to coordinate a community crosswalk paint program at the intersections along Colorado as a pilot project.

PROJECT
The City, with support of the Downtown Partnership, should review intersections along Riverside Parkway, 5th and South, 7th and South, Ute and 2nd, Pitkin and 2nd, and the roundabout at 7th and Main for an improved pedestrian access.

PROJECT
The Downtown Partnership should work with City Public Works, Urban Trails Committee and Neighborhood Groups to better understand the types of bike lanes facilities the community wants. Develop a design plan and identify funding to implement bike lanes.

C3.

CREATE A 2ND STREET PROMENADE CONNECTING THE TRAIN DEPOT TO TWO RIVERS PLAZA.

Connecting the Train Depot to more active areas of downtown is an important goal. The railroad is a strong part of the history of Grand Junction and influenced how the City grew and prospered. Today, people visiting Grand Junction by train stay at the hotels along Main Street a couple of blocks north. Yet, navigating this area is both uncomfortable and confusing for local residents as well as visitors arriving to Grand Junction by train. The roadways are fast, pedestrian crossings are limited, and the sidewalks are in disrepair.

The Old Train Depot is under new ownership for potential redevelopment and was noted as many peoples favorite building in downtown. Second street is a direct connection from the Train Depot to Two Rivers Plaza on Main St. This should be a safe, visible corridor inviting visitors and locals from to the heart of Grand Junction. There is some emerging redevelopment along Second Street such as restoration of the old Train Depot, a brewery and wine bar and a new hotel. Investment along 2nd Street would likely spur additional redevelopment in the area.

For this to be a safe and viable route for pedestrians, signalized intersections are critical. Ute Street and Pitkin Street are currently State-owned highways managed and maintained by CDOT. Transportation departments across the country are increasingly recognizing the value of multi-modal streets- street that pedestrians and bicycles, as well as vehicles safely. A key focus in discussions with CDOT should emphasize the importance of moving pedestrian's safely from north to south along the I-70B corridor. This is an obtainable goal and a strong compromise for mitigating the impacts of I-70B on the downtown.

CONCEPTUAL PLAN OF 2ND STREET AND SOUTH STREET CONNECTIVITY

2ND STREET ILLUSTRATIVE PERSPECTIVE

A road diet could allocate 20′ of 2nd St. to a pedestrian tree-lined promenade with signage, art, sidewalks, and street furnishings. A pedestrian crossing at South Street, a city-owned and maintained street, would provide safe access from the Train Depot to the 2nd Street promenade.

KEY ACTION ITEMS

PROJECT

The City convened a stakeholder meeting in July 2019 to get feedback about a 2nd Street promenade from nearby businesses and relevant stakeholders. The City hired local landscape architect to help develop design concepts based upon the feedback with the goal of having a completed concept for the 2nd Street Promenade by the end of 2019.

POLICY

Downtown Partnership should coordinate with CDOT to obtain a signalized intersection through a warrant study.

C4.

INITIATE A GATEWAY AND WAYFINDING STUDY TO IMPROVE EASE OF NAVIGATION FOR PEDESTRIANS, BIKE AND VEHICLES IN DOWNTOWN.

Downtown Grand Junction is bisected by highways, rail lines and vacant areas which creates divisions within downtown and makes it challenging to navigate. To encourage people to walk, shop and explore downtown needs to be safe and easy to get around for both residents and visitors. Wayfinding references how people navigate from place to place. Wayfinding is most successful when it is looked at comprehensively through a family of sign elements along key corridors to strategic destinations. Gateways, directional signs, street banners, pavement markings, public art and map kiosks are ways to direct people in a manner that is simple and understandable.

Signage should be provided at a range of scales to assist drivers, bikes and pedestrians in navigating the downtown district. Signage that designates times or distances to local destination is more motivating for people to walk or bike. A wayfinding study should look at other elements of this Plan such as providing ease of access to public parking, an 'Artline', and activation of the alleys. This is also an opportunity to collaborate with local artists and local businesses for how the brand and identity should connect to local history, the arts and culture of Grand Junction.

KEY ACTION ITEMS

ACTION

The Downtown Partnership should initiate a comprehensive wayfinding and gateway study to provide a strategy for bringing people to and navigating around downtown.

51%

of comments would like to see more bike lanes and bike racks.

78%

of survey respondents go downtown 1X or more per week

73% DRIVE

20% WALK

7% BIKE

Streets are an important part of getting people where they need to go- whether it is to a favorite restaurant on Main Street or a show and the Avalon. A great street moves people, bikes and cars safely and comfortably.

PLACEMAKING

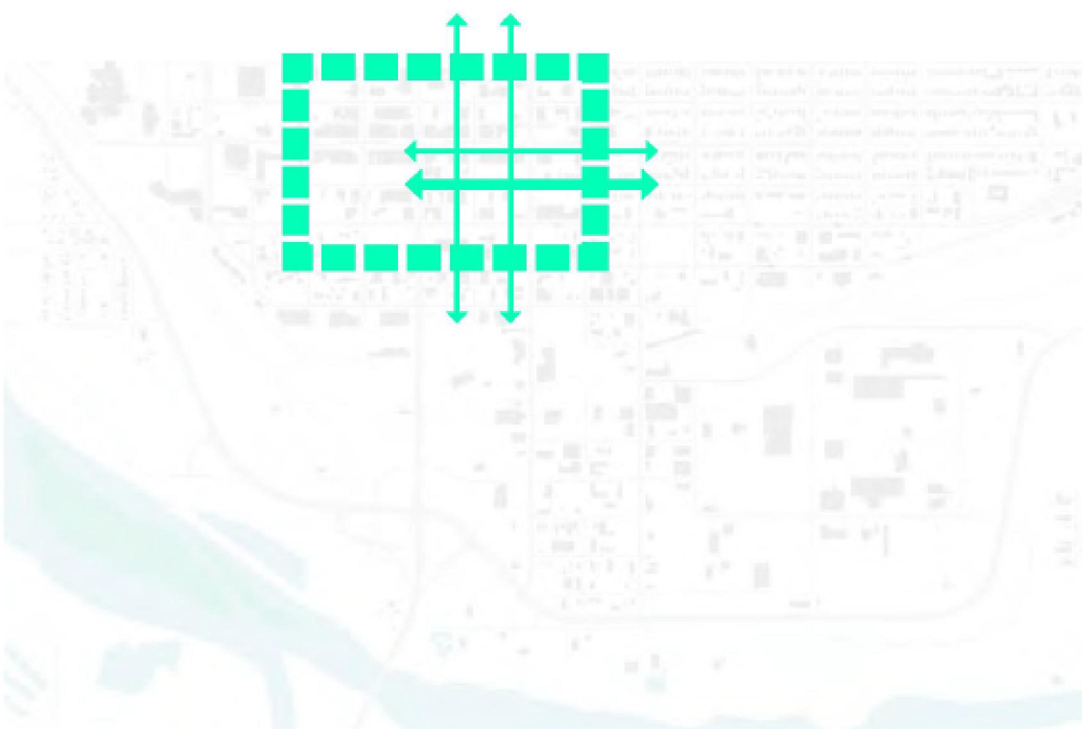
People are looking for more than just a shopping in downtowns. They are looking for an experience that includes dining, events and interacting with neighbors. Placemaking key to creating a downtown experience. Interesting, interactive spaces create thriving places that people want to live and hangout. Placemaking can be creative in leveraging local arts and culture to highlight a community. It can be transformative in building character and quality of place that sparks reinvestment. It can also be low cost by looking at opportunities for small changes using minimal or reused materials. Anyone can be a placemaker; a business who builds a parklet in front of their store, a developer who adds a plaza with a park and cafe seating in their project, and community of artists that come together to paint a ground mural at an intersection.

"Downtown GJ is the hip, cool, artsy, exciting part of town."

04

BIG IDEAS: PLACEMAKING

ENHANCE THE VIBE IN THE DOWNTOWN



1

Extend the vibrancy from Main Street to Colorado Avenue between 4th and 7th Streets.

Encourage more community gathering and event space in downtown.

2

3

Activate alleys and breezeways.

Low-cost improvements to improve safety at Whitman Park.

4

5

Develop (a) parking program(s) to better utilize parking.

Adaptive reuse of buildings to activate the street frontage.

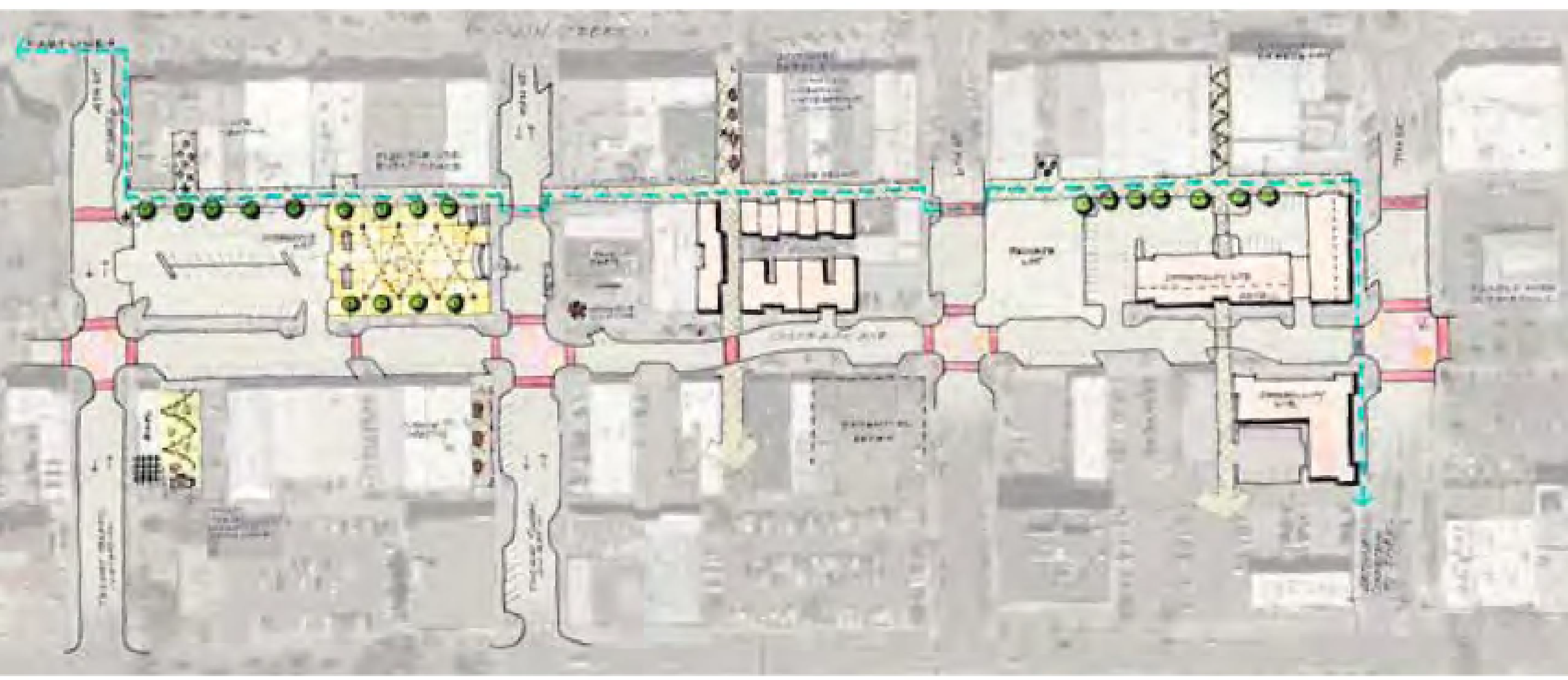
6

P1.

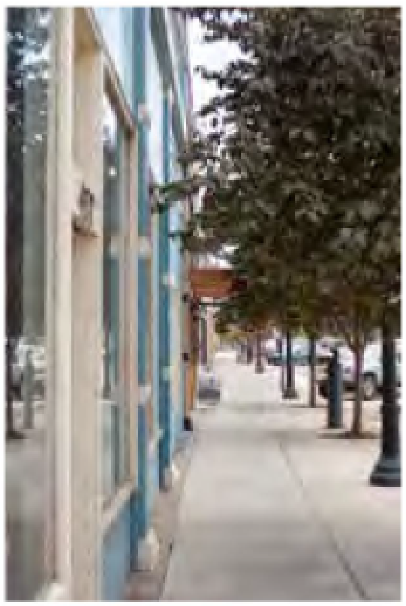
EXTEND THE VIBRANCY FROM MAIN STREET TO COLORADO AVENUE BETWEEN 4TH AND 7TH STREETS.

Great downtowns are more than a great Main Street. They are a network of streets, spaces, and buildings that work together. Expanding the energy of Main Street towards the emerging businesses along Colorado will extend the vibe to create more activity downtown. New and different businesses in downtown will capture a more diverse set of shoppers, which will attract new and different people to come downtown, which will in turn attract more businesses. This business diversity is healthy for downtowns to serve a wide range of people, from students to families to active retirees, and contribute to interesting and engaging place to hang out. Encouraging business expansion along Colorado makes sense. Colorado is a great street, with updated infrastructure and strong local businesses to frame to the street on the south side. Extending the momentum to the south of Main Street is a first step towards extending this energy towards the river, and encourages development towards the Rail and River Districts.

CONCEPT DISTRICT PLAN



DOWNTOWN CONCEPT DIAGRAM



KEY ACTION ITEMS

ACTION

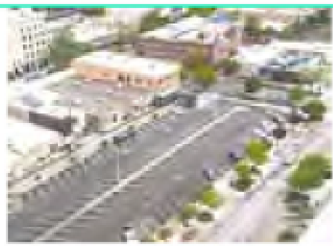
The Downtown Partnership should work with the local businesses to create a brand and marketing strategy for this area which could include the 'Artline', identity of the alleys and breezeways, murals, creative district programs and event programs.

P2.

ENCOURAGE MORE COMMUNITY GATHERING SPACES IN DOWNTOWN.

The community expressed interest in more spaces downtown for people of all ages to hang out. Currently, events are a huge success in downtown and do a great job of bringing people downtown - but it is cumbersome to close Main Street. An additional event space or plaza would provide a venue and the infrastructure to increase and/or improve events in the downtown as well as to provide a location for casual public gathering in downtown during off-event times.

An event plaza could be implemented incrementally. The first step would be to keep the parking and block off the space during events. A next step could be incorporating low-cost improvements such as a ground mural, temporary seating and overhead lighting. Finally, if successful based on feedback from businesses and the local community, options could be explored for dedicating a permanent event space with a stage, plaza paving, new safe-restrooms, lighting, electrical, tents spaces, sculptural/interactive art pieces and/or play equipment could be installed. Parking could be incorporated as an off-event use in any option, but could be phased out based on community and business preference.



The City-owned lot between 4th and 5th Street along Colorado would be an ideal, central location for a future event plaza. It is located central to Main Street, fronts to an active alley with strong businesses and is in the proximity of other local businesses that would benefit from increased customers in the area.

20% of people would like to see more spaces to **TO HANGOUT DOWNTOWN**

20% of survey comments would like to see more events including **LIVE MUSIC AND FESTIVALS**

KEY ACTION ITEMS

ACTION

Test the concept of a flexible use event space at 5th and Colorado within the existing Downtown Partnership programs/event schedule. Locate farmers markets, chalk art festival, adding a temporary music stage to an existing event and/or as a designated food truck location.

ACTION

Utilize the lot at 5th and Colorado for a pilot food truck program, that happens once or twice a month.

POLICY

Update the Downtown mobile vending ordinance to incorporate food trucks into Downtown and identify potential pod sites for food trucks Downtown.

PROJECT

Based on feedback from the businesses and local community, develop a plan to implement permanent improvements in the plaza.

PROGRAM

Develop a pop-up shop program to activate spaces downtown.

P3.

ACTIVATE THE ALLEYS AND BREEZEWAYS

The alley and breezeway networks are a unique part of downtown Grand Junction and could become part of the identity for the Grand Junction arts scene. Defining a of a 'sense of place' in the alleys and breezeways through specialty paving, wall and ground murals, overhead lighting, and businesses with rear entrances would enhance the permeability between Main and Colorado to boost a vibrant, creative, active district. Activating the alleys serves a dual purpose of making the alleys a safer by improving visibility and sense of comfort while maintaining function of the alleys. Local maintenance and utility companies should be coordinated with so improvements do not impede operations.

KEY ACTION ITEMS

ACTION
The Downtown Partnership and the Arts Commission should collaborate to develop a Murals Grant Program to encourage both local and regional artists and highlight the unique history and character of Grand Junction.

POLICY
Review and/or revise the existing façade grant program to include back of building improvements.

POLICY
The Downtown Partnership should partner with existing businesses and the City on revising the regulatory requirements to allow for a sizable site to be used by multiple businesses as a way to lower costs.

PROJECT
Develop a plan to implement larger scale investments such as improved paving, increased lighting, signage in the alleys.

ILLUSTRATIVE OF ALLEY IMPROVEMENTS

Businesses should be encouraged to locate entrances along the back alleys. Some local businesses have already put entrances at the back of their buildings to address the parking along Colorado.

ILLUSTRATIVE OF ALLEY IMPROVEMENTS

Some Main Street business owners commented that the deep retail spaces are difficult to fill. Activating the backs of the buildings with entrances offers the additional benefit for businesses to co-share spaces, sub-divide to two separate businesses or expand their operations.

FOOD TRUCKS

Another way of activating spaces downtown and bringing people together is to bring food trucks to a central location. Food trucks are becoming an 'indicator' for cool places to hang out. A common misconception is that food trucks offer too much competition to existing restaurants. In reality, food trucks often draw people more people to a central place by offering a range of food choices that can bring more customers to nearby restaurants. Food trucks have the unique ability to activate a space temporarily or permanently for a low-cost investment. Additionally, a popular food truck will often outgrow the food truck space and find the need to move to a brick and mortar building, bringing more restaurants to activate downtown.

Murals, both on the walls and on the ground, are a great way to make alley and breezeways seem more vibrant and connect to the arts scene in Grand Junction.

WALL MURALS

Murals are associated with increased foot-traffic in an area, the colors and messaging offer positive benefits for mental health and have been linked to equitable development when derived from a community driven process. A blank wall with no street activity can be activated through wall murals, as well as other adaptive reuse strategies, to make the street frontage feel more engaging. Murals in the alleys could be a destination along the Artwalk from Main Street to the River.

ACTIVATION | KEEP IT SIMPLE

The community must own and drive ideas

Use success to educate about the power of local retail clustering

Expect to vendor pod to spur permanent real estate activity

Consider some permanent vendors that are not food related

use a lean startup model

Vendors can also cluster under a single roof

Find community champions

Unnecessary to be slick and over-designed

Keeps things real and funky

ATTRACTION | PARTNERS ARE KEY

The DP could help to provide a tap with multi-unit adaptor or encourage the vendor to bring their own water.

Consider functional operations; access to water, food preparation, waste disposal and on-site electricity.

The DP can work with The Incubator to develop programs to help incentivize food trucks and mobile vendors in downtown.

Food Preparation could be coordinate with the Business Incubator for shared commissary kitchen(s).

The DP could provide on-site dumpster or haul-away service and electricity through a truck generator or through a shared utility agreement.

P4.

LOW COST DESIGN STRATEGIES FOR WHITMAN PARK

Whitman Park has long struggled to serve the downtown as a park should, for respite, enjoyment and relaxation. The perception that the park is enclosed by streets and is cut off from the city allows for the park to serve as a haven for socially unacceptable activities. A redesign of the park is needed to encourage visibility from the street. Some simple, low-cost strategies to improve visibility include activating the edges with parking, high branching trees lining the sidewalks at the edge, removing trees and visual obstructions from the center of the park and replacing with an active lawn with moveable chairs, and encouraging development across the street to face towards the park. Critical to the success of any redesign effort will be addressing the nature of the roadways that surround the park to be more active and less of an island.

KEY ACTION ITEMS

ACTION
Bring a design competition to redesign Whitman Park. This should engage local or national experts to think creatively about low cost solutions for Whitman Park.

PROJECT
Work with the Downtown Community to build low cost safety improvements to Whitman Park.

PROGRAM
Establish a Public-private partnership oversee maintenance and a sense of ownership to protect the transformation of the uses of the park.

P5.

DEVELOP (A) PROGRAM(S) TO BETTER UTILIZE PARKING

Downtowns need the right amount of parking, in the right places, to thrive. Too much parking takes up valuable space that could be generating revenue for downtown and instead creating voids that discourage the activated streets needed for a vibrant downtown. Insufficient parking can create traffic congestion and create challenges for local businesses.

What draws people downtown is great shops, restaurants and spaces in the downtown in an active, comfortable walking environment. A more walkable and vibrant downtown is difficult to achieve when the priority is put on providing parking. Future development in downtown should aim for a better utilization of parking to encourage infill and activation of the downtown.

DOWNTOWN PARKING STUDY 2015

DOWNTOWN BUILDINGS

DOWNTOWN PARKING LOTS

A significant amount of downtown is dedicated to surface parking lots. A parking study, initiated by the City in 2016, shows most of these lots are in downtown are under-utilized.

SHARED PARKING AGREEMENTS

Shared parking utilizes parking jointly among different buildings or businesses so parking can be used at all times of day. This strategy may target providing more employee parking downtown with potential new housing in the downtown. Other agreements could provide overnight security during events/ off hours. Parking Agreements with private property owners at 7th and Ute and the Elks Lodge lot could provide opportunities for increased employee parking downtown.

EASE OF ACCESS TO PARKING

Wayfinding signs should direct and inform people to underutilized parking facilities. Connecting physical wayfinding navigational signs to a smart parking app can show people how many spaces are available in a garage, lot, or along the street and direct them how to get there to make an easy, positive parking experience.

ACTIVE PARKING MANAGEMENT

Active enforcement of parking has the potential to increase revenues for parking in downtown. Parking management encourages more efficient use of parking resources and more efficient travel choices. Additional regulations on parking such as dedicated delivery times and parking durations (such as 15 minute and 2 hour parking zones) can help increase retail turnover and make parking easier to find for customers. Pricing incentives such as increased pricing for higher demand spaces or discounted parking for downtown business owners or residents can help to offset the impacts.

PARKING TECHNOLOGY

Integrating the use of apps is an effective strategy to manage parking and offer the ability to adjust parking prices based on demand or let users know where there is a vacant parking space. Providing credit card readers will capture customers that typically pay by phone or credit/debit card.

DOWNTOWN PARKING DISTRICT

A parking district defines an area to be managed holistically from a parking and transportation perspective. A district-wide parking approach allows for vehicle to utilize parking reservoirs, while taking into consideration a reduction in parking to support active modes of transportation.

PARK AND RIDES

Larger events and long-term parking strategies could look to provide park and ride options utilizing the new Dash Shuttle Route. Overflow lots for downtown events could be located at Las Colonias, the airport, CMU or on underutilized sites in the Rail District. Coordinating a parking agreement with an under-utilized lot in the Rail District with a park and ride (and/or bike share) would provide a quick win strategy for increasing employee parking options in the downtown. As the Dash becomes more viable- stakeholder CMU and Airport. Look at commuter passes.

ZONING CODE UPDATES

Plan review requirements may include maximum parking requirements, flexibility in providing parking off-site, and incentives for shared parking. Parking reductions for affordable/workforce housing or transit-oriented developments could be considered.

KEY ACTION ITEMS

ACTION
Hire an app developer to update existing parking app to coordinate wayfinding and parking locations, on demand parking pricing structures.

PROJECT
Add credit card readers to downtown meters and enforce parking.

ACTION
Look at opportunities for shared use agreements in private lots and/or a pilot park and ride employee parking program utilizing the Dash.

POLICY
Review zoning code to incorporate smart parking strategies to reduce parking demands that may inhibit development.

P6.

ADAPTIVE REUSE OF BUILDINGS AND SPACES TO ACTIVATE THE STREET FRONTAGE

Incremental development is the idea that growth doesn't happen all at once, but incrementally over time. This model is focused on small projects in the scale and context of the existing neighborhood. This encourages local business owners and homeowners to take on the roles a developer usually plays through strategies such as ADUs, adding rental units over a business, building housing units or retail space on existing property, or bringing food trucks to activate a vacant space. Incremental development is tangible and even a tiny development can build value and contribute to community.

Adaptive reuse is often a first step in incremental development by re-purposing buildings from their original purposes for different functions while at the same time retaining their historic features to maintain the character of a certain area. These projects are often easier to achieve because of lower infrastructure and construction costs. Adaptive reuse can be done through reactivation of a site or maintaining portions of an existing building as a part of a large project. This provides powerful story-telling to future generations and visitors while protecting a distinct architectural identity that positively impacts the community.

ILLUSTRATIVE OF FOUND SPACES

Building improvements that are small scale and low cost can do a lot to activate the street frontage and bring more vibe to downtown. Overhead lighting, seating, rooftops and food trucks create a cool place to hangout.

ILLUSTRATIVE OF BUILDING IMPROVEMENTS

Murals, garage doors, outdoor seating, lighting and landscape are strategies building owners can do to increase their personal property value as well as create an engaging downtown experience.

BUILDING IMPROVEMENTS

Redevelopment doesn't always need to be a big project. There are opportunities to activate the street frontage through low-cost private investment. There is no shortage of unique historic buildings in downtown Grand Junction that could be rehabilitated through potential grant programs and low-interest loan programs.

FOUND SPACES

Found spaces are small or large, under-utilized spaces that private property owners can activate on their lots to provide places for respite along the street. Pallet benches, tables and chairs, picnic tables, overhead lighting, grass mats, painted asphalt, lawn games and planters are all low-cost ways to invite people to hangout. The more 'dwell time' people spend in a space or area, the more likely they are to buy something. There are many vacant spaces along downtown streets that business owners could activate the property to capture more customers.

START UPS AND POP UP BUSINESS

Outdoor markets offer low-cost, low-risk entry into a small business and also serve to activate certain areas of downtown. Markets can also come together under one roof to offer food and wares, effectively creating a larger grocery store. Multiple vendors, such as the butcher, florist, baker, and dry goods vendors act as individual entities yet partner together visually and legally to provide food access for downtown residents. There should be a focus to extend this type of local small business atmosphere along 7th St to activate the corridor.

The concept of implementing a 'Holiday Pop-Up Shop' is an opportunity for growing retailers or entrepreneurs to test the Downtown Grand Junction market as a viable option for a brick-and-mortar location while contributing to the consumer experience during one of our busiest shopping seasons. It's also a creative strategy for attracting new retail concepts to Downtown and filling vacant spaces during the holidays.

This program is recommended to be carried out from October 15 - First Week of January each year. Selected retailers would be notified of their approval into the program before the short term lease start date. The Downtown Partnership would work with current property owners in vacant buildings to explore short term leases for applicants that are accepted for the particular calendar year.

KEY ACTION ITEMS

ACTION

Encourage local businesses and artist to bring temporary art/sculpture, movable seating, lighting and other temporary design ideas to activate the space.

POLICY

Remove restrictive regulations that make small business startups difficult and allow them to cluster to create a larger entity.

PROGRAM

Create incentives for private property improvements through grants.

20% of comments would like to see MORE EVENTS including live music and festivals

Placemaking is key to creating a downtown experience. Interesting, interactive spaces create thriving places that people want to live and hangout.

DEVELOPMENT

While Main Street is at the heart of downtown, there is a need to look at infill opportunities in the Rail and River Districts as a way of creating a bridge between Downtown and the River. Infill development is important to bringing more people living and working downtown, which is important for making downtown feel more active and safer. There is a significant momentum for development in Grand Junction, including redevelopment along the Riverfront at Los Colonias and Dos Rios, new infill development downtown including GIS offices and townhomes at R5, and adaptive reuse projects such as the Train Depot and Sugar Beet Buildings.

"I have lived downtown before and I loved it and miss it. I hope too again."

05

BIG IDEAS: DEVELOPMENT

BRING MORE PEOPLE DOWNTOWN

1

Support existing businesses in the downtown through programs and attract more business diversity downtown.

Develop (a) grant program to incentivize small scale local reinvestment.

2

3

Adjustments to codes and policy that are barriers to development.

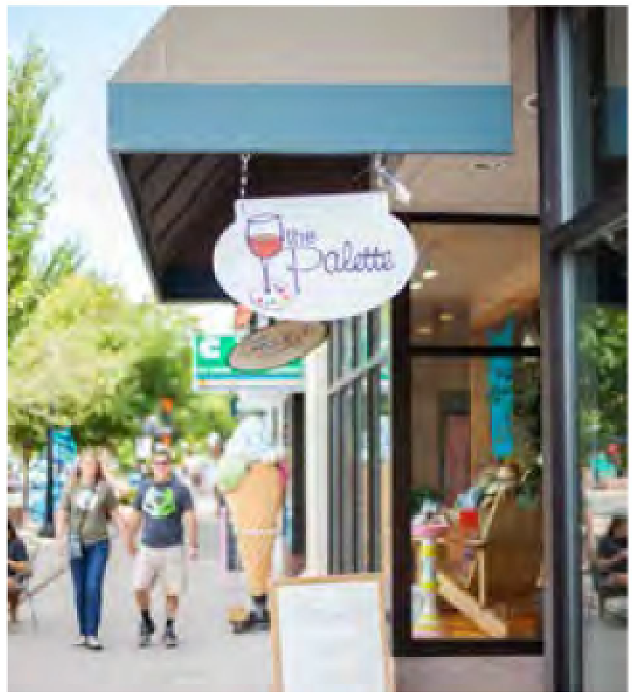
Leverage the Downtown Partnership financial tools to incentivize development.

4

D1.

SUPPORT EXISTING BUSINESSES IN THE DOWNTOWN THROUGH PROGRAMS AND ATTRACT MORE BUSINESS DIVERSITY DOWNTOWN.

Small business owners and downtown property owners are in some cases struggling to be successful. A history of vacancies in downtown has led to a fear that expanded development around downtown will shrink business for existing shops. The truth about vibrant downtowns is that expanding activity and options creates a virtuous cycle of prosperity. People like to be in places where other people are. The DDA should work with businesses to help foster their success and to understand that more businesses is good for all businesses.



KEY ACTION ITEMS

ACTION

Contract with a Retail and/or Small Business consultant to offer to aid building owners to encourage better business marketing, trainings, and address business hours.

PROGRAM

Utilize Business Improvement District (BID) and work with GJEP on attracting business to the downtown.

PROGRAM

Coordinate with the Business Incubator on a Feasibility Study to connect local entrepreneurs, educational programs and resources to downtown.

PROGRAM

Creating Spaces for Artist/Artists in Residence, maker spaces and pop up shops.

D2.

ADJUSTMENTS TO CODES AND POLICY THAT ARE BARRIERS TO DEVELOPMENT.

The main barrier to substantial new investment in downtown that is off-street parking standards. The 7th St. corridor is a key multi-modal corridor connecting the downtown core with the new Las Colonias development and the Colorado River. While there is clearly an intent to bring new development and interesting uses to this corridor, parking requirements and limitations on what is allowed in the C-2 zone make reuse of these sites challenging. The City has taken steps to reduce barriers to development and redevelopment within the downtown core, such as on-site parking reduction allowances. These strategic zone changes should be considered beyond the downtown core, such as along 7th Street.

KEY ACTION ITEMS

POLICY

Reduce off-street parking requirements within zones in the larger downtown area. Expand off-street parking reduction allowances beyond the downtown core.

POLICY

Identify and revise code barriers that make adaptive reuse difficult to achieve. For instance, allow flexibility in achieving key life safety requirements of building code to encourage adaptive reuse of older buildings and avoid incentivizing them being torn down.

POLICY

Conduct a code audit to identify additional barriers to development and allow for greater flexibility to incentivize good projects that support the goals of this Plan.

D3.

DEVELOP (A) GRANT PROGRAM(S) TO INCENTIVIZE SMALL SCALE LOCAL REINVESTMENT IN THE DOWNTOWN

Incremental development and adaptive reuse are small scale local reinvestment strategies that can be leveraged to activate vacant areas of downtown. Some strategies to encourage this type of development in downtown would be to develop grant and loan programs administrated by the Downtown Partnership to encourage small scale investments. These would be an application process and awarded to maximize public benefit and are targeted to deliver outcomes unlikely to occur without the resources. Grants would be awarded to support business and/or property redevelopment in projects to support the goals of this Plan.

ILLUSTRATIVE OF LOCAL REINVESTMENT

Examples of potential projects include storefront improvements, upper floor retrofit grants, and "storeback" improvements.

KEY ACTION ITEMS

ACTION
Coordinate with the City to incentivize redevelopment on existing parking lots to activate the street frontage along this key section of Colorado.

PROGRAM
Develop a Storefront and "Storeback" Improvement Grant to encourage property improvements for local retailer including building facades facing the alleys and bisecting spaces for co-retail.

PROGRAM
Develop a Grant program Tenant Improvement Grants: Aimed at larger building activation strategies, making the building commercially viable or renovating historic buildings and bringing them up to code.

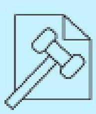
PROGRAM
Develop a program for start up grants or start up loans/microloans to encourage new businesses downtown. These should be aimed at small scale local investors such as food trucks, pop-ups and micro-retail entrepreneurs.

D4.

LEVERAGE THE DOWNTOWN PARTNERSHIP FINANCIAL TOOLS TO INCENTIVIZE DEVELOPMENT.

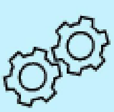
Pre-development costs are the highest risk funds in development because many well-intentioned projects fail before they get off the ground. Municipal fees, like tap fees, and property taxes can also be significant development costs that local governments can consider changing, abating or discounting in order to spur increased development. One of the benefits of downtown infill is the infrastructure is in place. This can justify a reduction of impact fees as it does not require the City to build new roads or put new utilities in place. The Downtown Partnership and City should work together evaluate establishing property tax abatement programs could be incentivize development. Term-limited property tax abatements are an increasingly common tool being used to jump-start redevelopment within downtown areas.

KEY ACTION ITEMS



POLICY

The DP and City should work together reduce, remove or reimburse impact fees to encourage development within the DP through incentive programs.



PROGRAM

The DP could work with the City to develop a Property Tax Reimbursement or a 10-year tax abatement program to jump-start redevelopment by lowering operating costs for developers.

D5.

IDENTIFY A CATALYST PROJECT FOR THE DEVELOPMENT PARTNERSHIP IN THE DOWNTOWN

The first redevelopment project in a downtown area is always the most difficult to finance, because banks relay on "comparable" projects to underwrite development loans. If there are no recent examples of new downtown projects, banks are reluctant to lend. Cities and DDAs can help jump start private investment by partnering on early projects, which make every subsequent project easier.

There is an opportunity to build momentum for downtown development through a catalytic Public-Private Partnership (PPP) development project. This would require securing a site, defining a set of incentives and partnering with a developer to build a project. The level of partnership can range from facilitation and identifying incentives, to grants and land cost discounts, to co-investing in the project depending on the risk tolerance of the Downtown Partnership.

A similar strategy has been used at R5, and the lessons learned from this project can help to improve future RFP processes. The selected site should be strategic to achieving the goals of this plan. A site along the 7th Street or Colorado St. corridors would be an ideal project to activating these key corridors. Some case studies have been identified as potential projects on the Startek site, a city owned parking lot at 7th and Colorado, and the former Flea Market site.

KEY ACTION ITEMS

ACTION

Partner with the City or private property owners on site identification/land acquisition. Prepare and issue a Request for Interest (RFI) to developers. Pro-actively market to qualified developers in and out of the local market. Marketing materials should include key goals and an identification of incentives, such as land cost discounts, pre-development funds, etc.

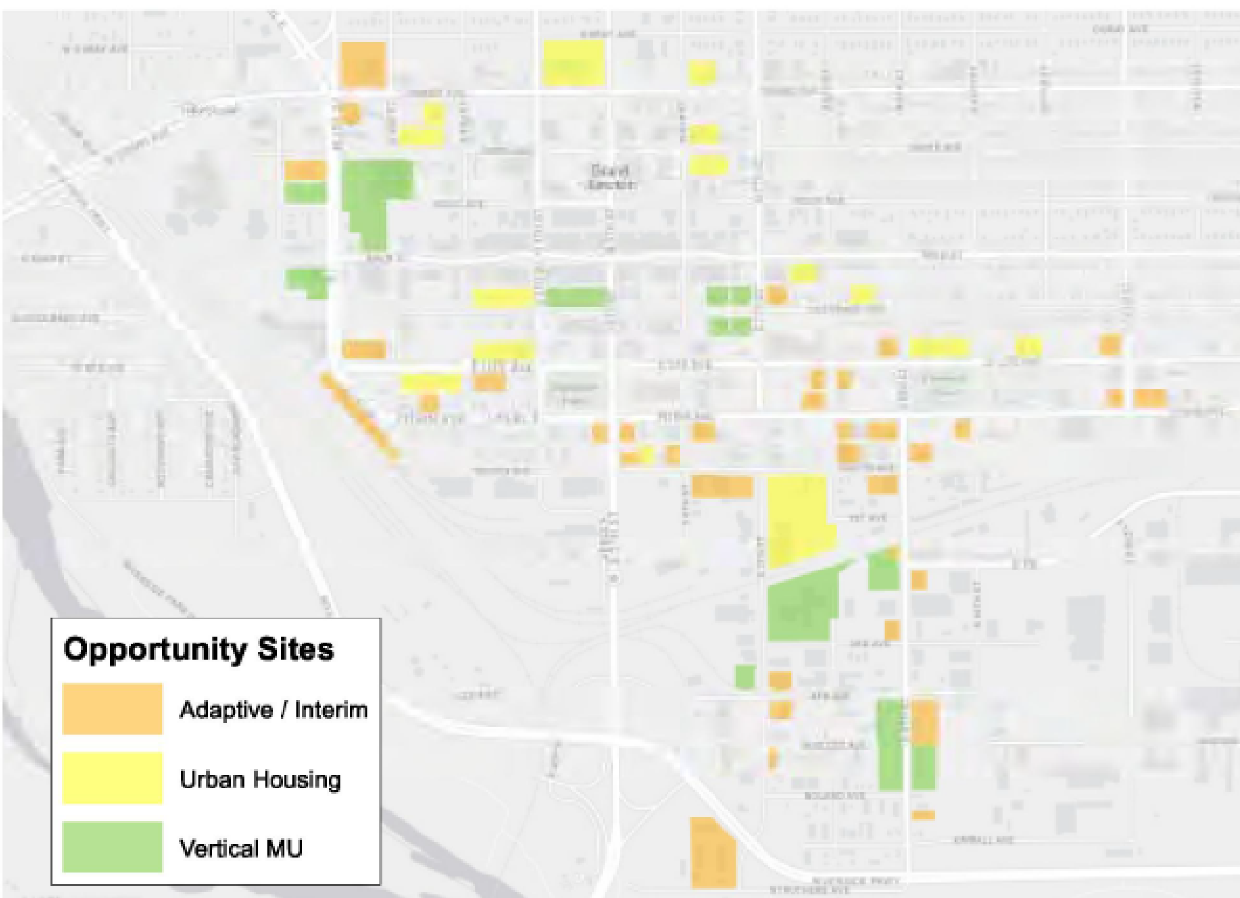
CASE STUDIES

OPPORTUNITY SITES

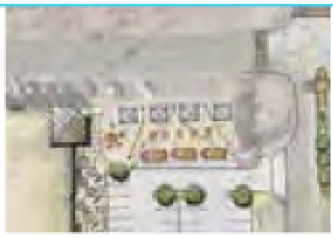
Three development types were identified as key opportunities for increasing activity in the downtown; adaptive reuse, vertical mixed use and urban housing. These can be applied to a broad range of opportunity sites within the downtown.

Three case studies were explored to better understand the development potential for downtown within the current market and assure that recommendations realistic and achievable. The goal is to identify roadblocks and inform recommendations for creating a more development friendly downtown.

OPPORTUNITY SITES IN DOWNTOWN GRAND JUNCTION



	VERTICAL MIXED USE	URBAN HOUSING	ADAPTIVE REUSE
LOCATION	Downtown core and commercial corridors	Downtown areas without good commercial frontage, residential areas at edge of downtown	Edge of downtown core, railyards district, industrial areas
USES	Residential w/ retail ground floor	Downtown areas without good commercial frontage, residential areas at edge of downtown	Edge of downtown core, railyards district, industrial areas
BUILDING CHARACTERISTICS	4-6 stories wood frame over 1 story of parking and/or retail or 3-4 stories all wood frame with small retail component	1-3 stories wood frame	good street-frontage, historic character, covered outdoor space (Re-Use) / Parking lots, gravel lots (incremental)
LOT CONDITIONS	at least ½ acre, retail-friendly street frontage	at least 1/4 acre	at least 1/4 acre



SITE PLAN

The Flea Market site is a 1.3acre parcel located at S. 7th St. and South Ave. It is zoned C-2 (general commercial) with a commercial corridor overlay. It features an existing 14,000 square foot industrial building as well as a large paved surface parking lot. This corner site is a prime development opportunity that is ideally located at the edge of the downtown core along a stretch of S. 7th that recently received significant public investment in the form of a streetscape treatment.

FLEA MARKET SITE | WHAT WE LEARNED

Lower barriers to entry for local entrepreneurs - lower rents

Concept can be applied broadly– many underutilized parcels throughout downtown.

Clustering spurs innovation and creates regional destination.

Cultivate future brick and mortar tenants

Opportunity to expand food access

Food carts on a vacant lot 1/10 cost of ground up retail

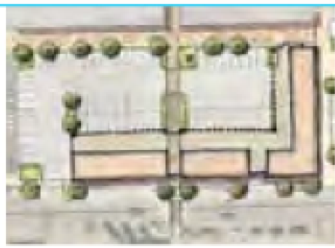
Work with business owners to become future owners of brick and mortar buildings through seller-financing.

SITE PLAN

The former StarTek site is a 5.25 acre parcel located at S. 7th St. and South Ave. It is zoned C-2 (general commercial) with a commercial corridor overlay. It features an existing 50,000 square foot industrial building as well as several large surface parking lots and an undeveloped area formerly occupied by several older structures. This large site is a prime development opportunity that is ideally located at the edge of the downtown core along a stretch of S. 7th that recently received significant public investment in the form of a streetscape treatment.

STARTEK SITE | WHAT WE LEARNED

- Parcels are largely shovel ready - require minimal site improvements to start development
- C-2 zone parking requirements restricts feasibility
- Having low-cost industrial building offers opportunity for creative adaptive reuses
- Potentially streamline permitting / reduce plan review for downtown housing development projects.
- Functional parking minimums for high density - .5 spaces per unit, 1 space per 1,000sf commercial
- With construction costs escalating 30% over the last few years. New construction may be feasible at 120% of AMI



SITE PLAN

The city-owned site at 7th and Colorado is an ideal candidate for more intense mixed-use infill development. This can take the form of a traditional development model or, with the site already in public ownership, a public-private partnership.

7TH COLORADO | WHAT WE LEARNED

- B-2 zone is extremely flexible
- With construction costs escalating 30% per year, new construction may be feasible at 120% of AMI
- No parking required (with caveats)
- Potentially streamline permitting or reduce plan review
- Public-Private Partnerships should require downtown-supportive outcomes (workforce housing, lower on-site parking standards, street-activating uses and building forms
- Marketing does not support structured or underground parking
- Public participation may be required to get initial projects off the ground

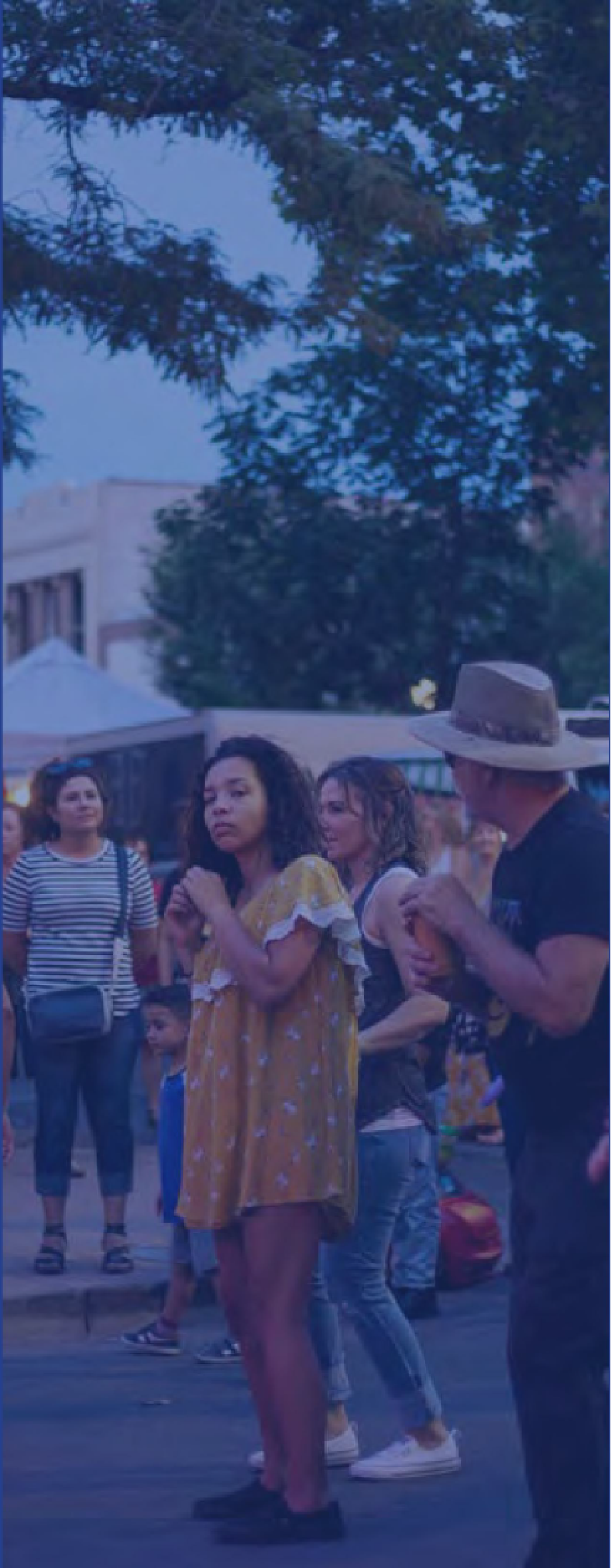
27% of survey respondents not currently living downtown would like to.

Infill development is important to bring more people living and working downtown, which is important for making downtown feel more active and safer.

IMPLEMENTATION

This Plan provides a roadmap for how to approach development in the downtown. It is meant to guide progress that is reflective of a community vision. The intent is to provide actionable strategies for success with enough flexibility to adapt to a market shifts and changing trends.

When it comes to development, the Downtown Partnership should serve the role of a partner and a facilitator to match resources to get people in the market to get things done. Another key outcome of these strategies will be to attract more properties by increasing the influence and strength of resources. The improvements outlined in this Plan will to help the Downtown Partnership to be more effective and yield more influence which will in turn encourage additional properties to participate and expand the boundary.



"I love the potential of Downtown GJ. I get excited about what this place can be."

06

CONNECTIVITY

IMPLEMENTATION STRATEGIES

STRATEGY	ACTION	TIMING
C1: Convert 4th and 5th to Two Way Streets	Action. Informational sessions to increase awareness of the importance and value of two-way streets in downtown among business owners and residents to gather support from the community. City Council should vote to make this a project.	Short Term
	Project. Temporary re-striping study to 'test' the project north of Grand Avenue. Identify potential problem areas for further study, and gain the trust of the community before a larger infrastructure investment.	Mid Term
	Project. Following a successful launch of a test project, and with support from the local community, the City could work with the DP to identify a series of larger infrastructure related projects for 4th and 5th that would convert them into multi-modal streets with two-way traffic, on-street parking, bike lanes and sidewalks with street trees and furnishings.	Long Term
C2: Prioritize pedestrian and bike improvements to improve mobility throughout downtown and to the river.	Policy. Amend the GDP to update the 9th Street sections to be more multi-modal.	Short Term
	Action. Initiate conversations with BNSF to improve pedestrian and bike access over the Rail lines at 2nd Street and 12th Street.	Mid Term- (With New Projects)
	Program. Coordinate a community crosswalk paint program at the intersections along Colorado as a pilot project.	Short Term
	Project. Review intersections along Riverside Parkway, 5th and South, 7th and South, Ute and 2nd, Pitkin and 2nd, and the roundabout at 7th and Main for an improved pedestrian access. 6th and Grand, 3rd and Grand.	Long Term
	Project. Better understand the types of bike lanes facilities the community wants. Develop a design plan and identify funding to implement bike lanes.	

DP ROLE	PARTNERSHIPS	FUNDING
City Led Project, DP to assist with advocacy. Business and neighbour outreach and support.	Business Owners, Stakeholders, Neighbourhoods	
	City Lead, DP Support	
	City Lead, DP Support	Potential Funding Partnership with the DP.
		Identify CIP funding
Support implementation of multi-modal facilities in new projects.		Identify CIP funding
Facilitate with artists and City.	DP Lead, City Support, Arts and Community Support.	City and DP to partner on Funding. Look for Grant funding and Creative District Funding.
City Led Project, DP to assist with advocacy. Business and neighbour outreach and support.	City lead Pedestrian Access Plan.	Identify CIP funding
City Led Project, DP to assist with advocacy. Business and neighbour outreach and support.	Neighbourhood Organizations, City of Grand Junction, Urban Trails	Identify CIP funding

STRATEGY	ACTION	TIMING
	Action. Engage in discussion with CDOT for traffic calming tools and a better pedestrian crossing at 5th and South.	Mid Term
C3: Create a 2nd Street Promenade connecting the Train Depot to Two Rivers Plaza.	Project. As of summer, 2019, the City has initiated a study group to look at ideas for a pedestrian corridor along 2nd Street and has identified this as an important project for downtown.	Short Term
	Action. Coordinate with CDOT to obtain a signalized intersection through a warrant study to better understand the need for a signal at these intersections and the Communities support.	Short Term
C4: Initiate a Gateway and Wayfinding Study to improve ease of navigation for pedestrians, bike and vehicles in downtown.	Action. The DDA should initiate a comprehensive wayfinding and gateway study to provide a strategy for bringing people to and navigating around downtown.	Mid Term

PLACEMAKING

IMPLEMENTATION STRATEGIES

STRATEGY	ACTION	TIMING
P1: Extend the vibrancy from Main to Colorado between 4th and 7th.	Action. The DDA should work with the local businesses to create a brand and marketing strategy for this area which could include the 'Artline', identity of the alleys and breezeways, murals, creative district programs and event programs.	Short Term
P2: Encourage more community gathering and event space in downtown.	Action. Test the concept of a flexible use event space at 5th and Colorado within the existing DDA programs/event schedule. Locate farmers markets, chalk art festival, adding a temporary music stage to an existing event and/or as a designated food truck location.	Short Term
	Action. Utilize the lot at 5th and Colorado for a pilot food truck program, that happens once or twice a month.	Mid Term
	Policy. Change the municipal code to allow vendors to cluster, no required distance separation of clustered vendor pods, allow a range of vendor types (truck, carts, clothing, double decker bus), allow mobile vendors to stay in place for extended periods of time.	Short Term

DP ROLE	PARTNERSHIPS	FUNDING
DP to advocate for downtown stakeholders	City lead, DP Support	Active Transportation Plan
Align Objectives	City Lead, DP Support	Potential Funding Partnership with the DDA.
DP to advocate for downtown stakeholders	City Lead, DP Support	
DP retain consultants. Coordinate stakeholders and implementation.	DP Lead with City Support. Coordinate with Local Businesses, Arts and Creative District. Visit Grand Junction Branding?	Potential Creative District Funds. Includes 2 Creative District Signs Locations.

DP ROLE	PARTNERSHIPS	FUNDING
		CGOCO Grant
DP to bring events, City to permit use.	City to support permitting and use of property.	
DP lead on enhancements and infrastructure project with support from City.	City to support permitting and use of property.	DP Funding.
DP to support/advocate for businesses.	City to Lead Code Review.	

STRATEGY	ACTION	TIMING
	Project. Based on feedback from the businesses and local community, develop a plan to implement permanent improvements in the plaza.	Mid Term
	Program. Develop a pop-up shop program to activate spaces downtown	Mid Term
P3: Activate alleys and breezeways.	Action. The DDA and the Arts Commission should collaborate to develop a Murals Grant Program to encourage both local and regional artists and highlight the unique history and character of Grand Junction.	Short Term
	Policy. Review and/or revise the existing façade grant program to include back of building improvements.	Short Term
	Project. Develop a plan to implement larger scale investments such as improved paving, increased lighting, signage in the alleys.	Mid to Long Term
P4: Design Competition for Whitman Park	Action. Bring a design competition to redesign Whitman Park. This should engage local or national experts to think creatively about low cost solutions for Whitman Park.	Mid Term
	Project. Identify low cost safety improvements to Whitman Park.	Mid Term
	Program. Establish a Public-private partnership oversee maintenance and a sense of ownership to protect the transformation of the uses of the park.	Mid Term
P5: Develop a program(s) to better utilize parking.	Action. Hire an app developer to update existing parking app to coordinate wayfinding and parking locations, on demand parking pricing structures.	Mid Term
	Project. Add credit card readers to downtown meters and enforce parking.	Short Term
	Action. Look at opportunities for shared use agreements in private lots and/or a pilot park and ride employee parking program utilizing the Dash.	Short Term
	Policy. Review zoning code to incorporate smart parking strategies to reduce parking demands.	Mid Term

DDA ROLE	PARTNERSHIPS	FUNDING
DP to lead on planning.	City to coordinate property, maintenance as a public park. Potential partnership.	CIP funding partnership or allocation of TIF (BID)
DP to lead on programs	Coordinate with Business Incubator an the DDA's in Colorado.	
DP	Arts Commission, Park Department	DP Funding. Explore Creative District Funding and Grants.
DP to review program policy.		
DP to lead on planning.	City to coordinate property. Maintenance as a public park. Coordination with Utilities. Potential funding partnership.	CIP funding partnership or allocation of TIF (BID)
DP to lead on planning.	`	
DP to lead on planning.	Shared costs for City, downtown agencies.	DOLA placemaking grants and/or GOCO funds
DP to lead on planning.	Public Private Partnership or coordinate a 501C3 to organize and maintain park.	
DP to hire consultant to best inform the City.	City to advocate for best practices in downtown.	
DP to lead on identifying private partners for shared use agreements.	Private property owners	
DP to support/advocate for businesses.	City to Lead Code Review.	

STRATEGY	ACTION	TIMING
P6: Adaptive Reuse of Buildings and Spaces to active the street frontage.	Action. Encourage local businesses and artist to bring temporary art/sculpture, movable seating, lighting and other temporary design ideas to activate private properties.	Short Term
	Policy. Remove restrictive regulations that make small business startups difficult and allow them to cluster to create a larger entity.	Mid Term
	Program. Create incentives for private property improvements through grants.	Mid Term

DEVELOPMENT

IMPLEMENTATION STRATEGIES

STRATEGY	ACTION	TIMING
D1: Support existing businesses in the downtown through programs and Attract more business diversity to downtown.	Action. Contract with a Retail and/or Small Business consultant to offer to aid building owners to encourage better business marketing, trainings, and address business hours.	Short Term
	Program. Develop programs and incentives for attracting business to the downtown.	Short Term
	Program. Coordinate with the Business Incubator on a Feasibility Study to connect local entrepreneurs, educational programs and resources to downtown.	Short Term
	Program. Creating Spaces for Artist/Artists in Residence, maker spaces and pop up shops.	Mid Term
D2: Develop (a) Grant Program(s) to incentivize small scale local reinvestment in the downtown.	Action. Incentivize redevelopment on existing parking lots to activate the street frontage along this key section of Colorado.	Mid Term
	Program. Develop a Storefront and "Storeback" Improvement Grant to encourage property improvements for local retailer including building façades facing the alleys and bisecting spaces for co-retail.	Short Term
	Program. Develop a Grant program Tenant Improvement Grants: Aimed at larger building activation strategies, making the building commercially viable or renovating historic buildings and bringing them up to code.	Short Term

DDA ROLE	PARTNERSHIPS	FUNDING
DP to develop programs to support.	DP, Businesses, Business Incubator	
DP to advocate for down-town stakeholders	City to Lead.	
DP to Lead.		

DDA ROLE	PARTNERSHIPS	FUNDING
	GJEP	
	Business Incubator	
	Business Incubator	
	Coordinate with City	
	Coordinate with City	
	Coordinate with City	

STRATEGY	ACTION	TIMING
	Program. Develop a program for start up grants or start up loans/microloans to encourage new businesses downtown. These should be aimed at small scale local investors such as food trucks, pop-ups and micro-retail entrepreneurs.	Short Term
D3: Adjustments to codes and policy that are barriers to development.	Policy: Reduce off-street parking requirements within zones in the larger downtown area. Expand off-street parking reduction allowances beyond the downtown core.	Short Term
	Policy: Identify and revise code barriers that make adaptive reuse difficult to achieve. For instance, allow flexibility in achieving key life safety requirements of building code to encourage adaptive reuse of older buildings and avoid incentivizing them being torn down.	Mid Term
	Policy. Conduct a code audit to identify additional barriers to development and allow for greater flexibility to incentivize good projects that support the goals of this Plan.	Mid Term
D4: Leverage the DDA financial tools to incentivize development.	Policy. Reduce, remove or reimburse impact fees to encourage development within the DP through incentive programs.	Mid Term
	Program. Develop a Property Tax Reimbursement or a 10-year tax abatement program to jump-start redevelopment by lowering operating costs for developers.	Mid Term
D5: DDA to lead a strategic catalytic development project.	Action: Partner on site identification / land acquisition and prepare and issue a Request for Interest (RFI) to developers. Pro-actively market to qualified developers in and out of the local market. Marketing materials should include key goals and an identification of incentives, such as land cost discounts and pre-development funds.	Short Term

DDA ROLE	PARTNERSHIPS	FUNDING
	Coordinate with City	
	City to Lead	
	City to Lead	
	City to Lead	
	The DP and City should work together	
	the DP and City should work together	
	Partner with City or Private Property Owners.	

The Plan of Development goals, strategies and actions are intended to provide an outline to the Downtown Partnership Board in implementing a community vision for downtown over the next 10 years. The Downtown Partnership will use the above strategies and actions in annual strategic plan containing specific programs and project focus areas for the year. The strategies and actions should be reviewed every year to identify successful outcomes, reassess the yearly priorities and problem solve future issues.

These strategies and actions should be updated as needed with input by the City, stakeholders, and elected officials.

APPENDIX

The following documents capture critical aspects of the project that cannot be entirely communicated in this Plan. These documents can be used for reference to understand how the ideas in the Plan evolved.

APPENDIX A

The Phase 1 and Phase 2 Input Summary documents the issues and opportunities from the first phases of work. This document describes the feedback received from the community and how this informed the goals of the plan. Ideas for potential strategies are also explored.

The Phase 1 and 2 Summary can be found here.

APPENDIX B

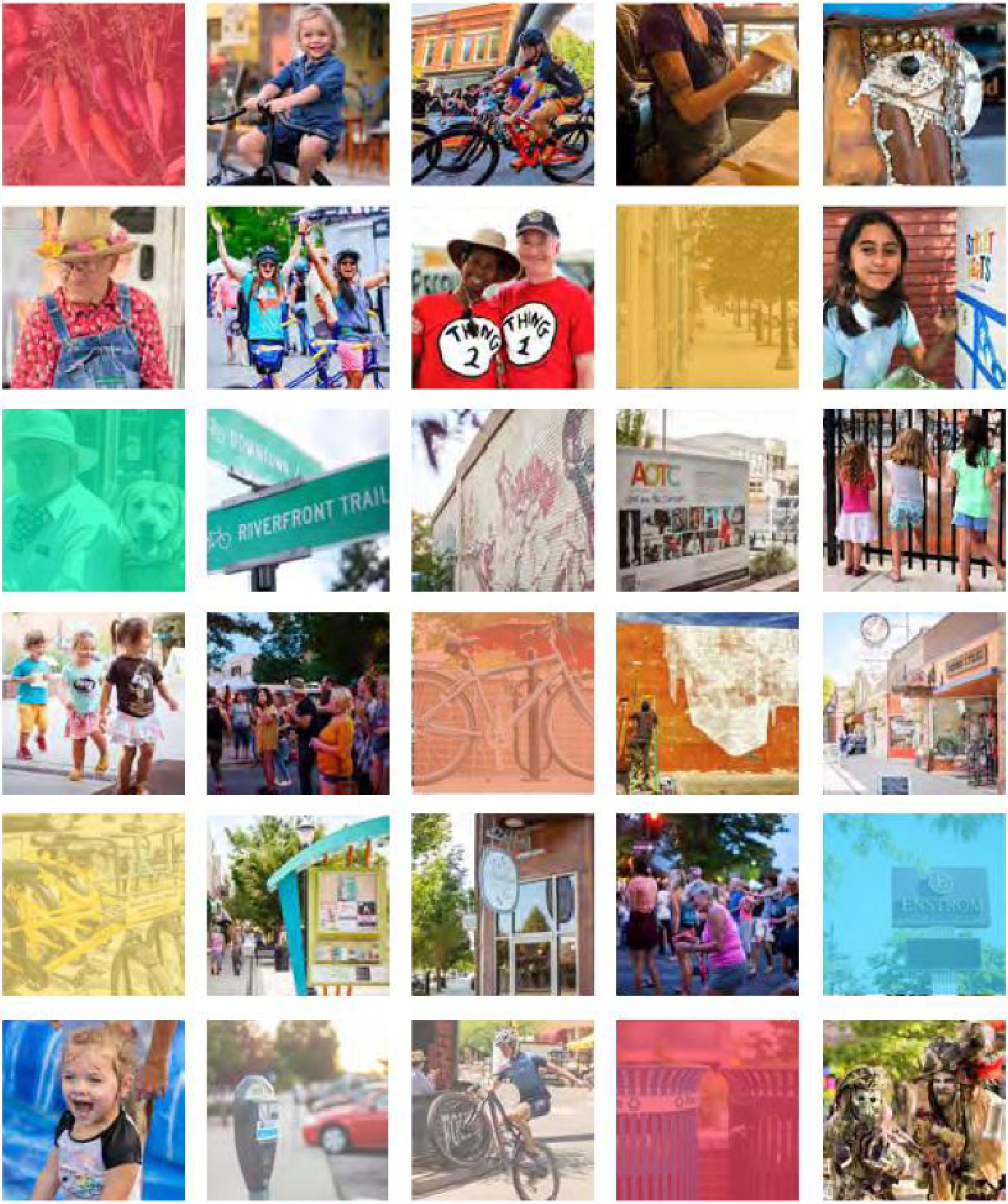
The Design Workshop took place in April 2019. The week long workshop looked at ideas and strategies to achieve the goals identified by the community. This document outlines the approach, ideas and outreach efforts that led to the strategies outlined in the Plan.

The Design Workshop Summary can be found here.

APPENDIX C

The community was an essential part of the planning process. From focus groups, to surveys, to comment boxes, to online surveys, to social media engagement and in-person workshops- the community of Grand Junction had an important role in shaping the future of downtown.

A Summary of Engagement can be found here.



DOWNTOWN

GRAND JUNCTION, COLORADO

Life Happens Here

EXHIBIT 4 – Map of DDA POD Boundary

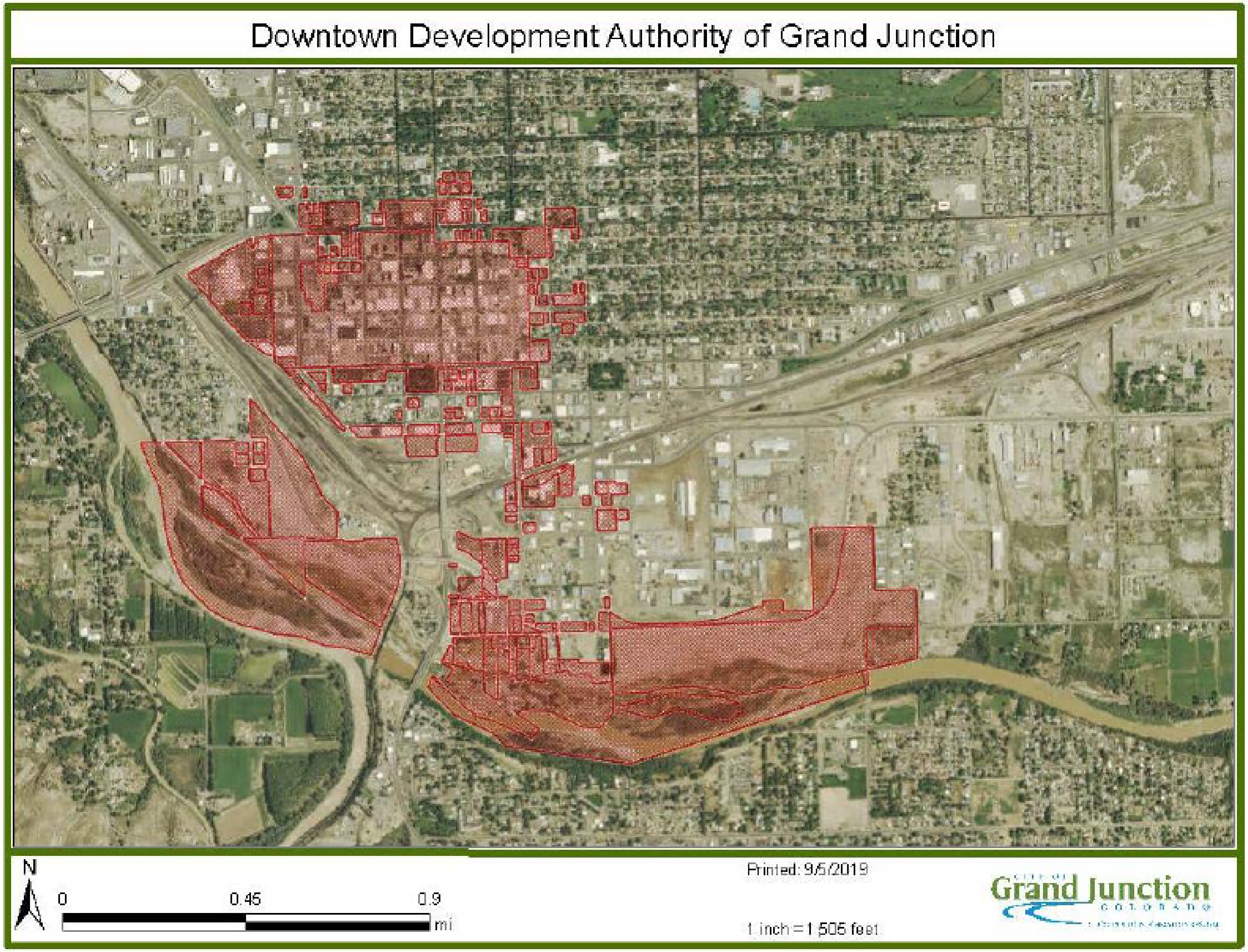


EXHIBIT 5 – Proposed Ordinance

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO.

AN ORDINANCE ADOPTING THE DOWNTOWN DEVELOPMENT AUTHORITY 2019 PLAN OF DEVELOPMENT AND REPEALING THE DOWNTOWN DEVELOPMENT AUTHORITY 1981 PLAN OF DEVELOPMENT

Recitals

A Plan of Development for the DDA was originally adopted in 1981 and has since received minor updates, mostly recently in 2017 in the form of updates to address public improvements to the Las Colonias area. This 2019 "Vibrant Together" Plan of Development identifies changes to conditions in the Downtown Development Authority area and explicitly delineates strategies to improve connectivity, infill development potential, and sense of place in the downtown.

Pursuant to C.R.S. 31-25-807(4)(b), prior to its approval of a plan of development, the governing body shall submit such plan to the planning board of the municipality, if any, for review and recommendations. The planning board shall submit its written recommendations with respect to the proposed plan of development to the governing body within thirty days after receipt of the plan for review.

After public notice and public hearing, the Planning Commission recommended approval of the amendment to the Plan of Development and the City Council finds that the proposed amendment is consistent with the City's overall vision, as included in the Comprehensive Plan, the Greater Downtown Plan, and sections of the Zoning and Development Code specifically related to Downtown. Further, the City Council finds that the plan will afford maximum opportunity, consistent with the sound need and plans of the municipality as a whole, for the development or redevelopment of the plan of development area.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:

The Downtown Development Authority of Grand Junction, Colorado (DDA) 1981 Plan of Development be repealed and Replaced by the 2019 "Vibrant Together" Plan of Development in the form of the document attached hereto.

INTRODUCED on first reading the ___ day of ___, 2019 and ordered published in pamphlet form.

ADOPTED on second reading the _____ day of ___________, 2019 and ordered published in pamphlet form.

ATTEST:

President of the Council

City Clerk

Grand Junction City Council

Regular Session

Item #2.b.ii.

Meeting Date: October 16, 2019

Presented By: Scott D. Peterson, Senior Planner

Department: Community Development

Submitted By: Scott D. Peterson, Senior Planner

Information

SUBJECT:

Introduce an Ordinance Zoning the Adams II Annexation R-8 (Residential - 8 du/ac), Located at 216 27 1/2 Road and Set a Public Hearing for November 6, 2019

RECOMMENDATION:

The Planning Commission heard this item at their September 24, 2019 meeting and recommended approval (7 - 0).

EXECUTIVE SUMMARY:

The Applicant, Paul Adams, is requesting a zone of annexation to R-8 (Residential – 8 du/ac) for the Adams II Annexation. The 1.99-acre parcel of land is located in Orchard Mesa, directly west of the Mesa County Fairgrounds at the intersection of B ¼ Road and 27 ½ Road, south of Highway 50 and has a Comprehensive Plan Future Land Use Map designation of Residential Medium (4 – 8 du/ac). The property currently contains a single-family detached home along with various accessory buildings.

The Applicant is requesting annexation into the City limits per the Persigo Agreement between Mesa County and the City of Grand Junction in order to market and sell the property in conjunction with the neighboring property to the west of 13.31 acres that is also owned by the Applicant and recently annexed and zoned R-8 (Residential – 8 du/ac) (Adams Annexation) in 2018. The request for annexation will be considered separately by the City Council also on November 6, 2019.

BACKGROUND OR DETAILED INFORMATION:

The Applicant, Paul Adams, has requested annexation of a parcel of land into the City limits located at 216 27 ½ Road, in anticipation of future residential subdivision development. Though there is not a pending development application, should the Applicant or future owner want to develop they would be subject to annexation as compelled by the 1998 Persigo Agreement with Mesa County. This agreement requires all future residential development that is considered annexable development be annexed, zoned and reviewed by the City. The property currently contains a single-family detached home and various accessory buildings and is approximately 1.99-acres in size. There is no dedicated right-of-way included in the annexation, however, the Applicant's property extends to the centerline of both B ¼ and 27 ½ Road through the use of a road easement. Through the annexation process, the City would take ownership and maintenance obligations for this 6,400 square feet of roadway. The Applicant is requesting a zone of annexation to R-8 (Residential – 8 du/ac) to match the zoning district on the adjacent 13.31-acre parcel of land which is also owned by the Applicant.

The property is currently in the County and retains a County zoning of RSF-4 (Residential Single Family – 4 du/ac). Surrounding and adjacent properties are also zoned RSF-4 in the County, ranging in size from 0.56 to 3.88 acres, with the exception of the Mesa County Fairgrounds property which is zoned PUD (Planned Unit Development). Adjacent property within the City limits to the west is zoned R-8 with C-2 (General Commercial) zoning to the north and contains the land use of Humphrey RV. The subject property has a Comprehensive Plan Future Land Use designation of Residential Medium (4 – 8 du/ac). The requested zone district of R-8 is in conformance with the Future Land Use designation for the area.

NOTIFICATION REQUIREMENTS

Neighborhood Meeting:
A Neighborhood Meeting regarding the proposed Annexation and Zoning was held on June 10, 2019 in accordance with Section 21.02.080 (e) of the Zoning and Development Code. The Applicant and City staff were present, however no citizens attended the meeting. To date, no concerns have been voiced by the neighborhood and City staff has not received any comments from the public regarding this request. An official application for annexation and zoning was submitted to the City of Grand Junction for review on July 5, 2019.

Notice was completed consistent with the provisions in Section 21.02.080 (g) of the City's Zoning and Development Code. The subject property was posted with an application sign on July 31, 2019. Mailed notice of the public hearings before Planning Commission and City Council in the form of notification cards was sent to surrounding property owners within 500 feet of the subject property on September 13, 2019. The notice of the Planning Commission public hearing was published September 17, 2019 in the Grand Junction Daily Sentinel.

ANALYSIS

The criteria for review is set forth in Section 21.02.140 (a) and includes that the City may rezone property if the proposed changes are consistent with the vision, goals and policies of the Comprehensive Plan and must meet one or more of the following rezone criteria as identified:

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

The property owner has petitioned for annexation into the City limits with a requested zoning district of R-8 which is compatible with the existing Comprehensive Plan Future Land Use Map designation of Residential Medium (4 – 8 du/ac). Since the property is currently in the County, the annexation of the property is a subsequent event that will invalidate the original premise; a county zoning designation. The requested annexation and zoning is also in accordance with the Persigo Agreement between Mesa County and the City of Grand Junction, which states that all new development shall be annexed into the City limits. Therefore, Staff has found this criterion has been met.

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

The adoption of the Comprehensive Plan in 2010, designated this property as Residential Medium (4 – 8 du/ac). The Applicant is requesting an allowable zone district that is consistent with the higher end of the density range allowed by the Residential Medium category. The character and/or condition of the surrounding area has not changed in recent years as the area is made up of larger residential acreage that has remained undeveloped or underdeveloped and/or commercially zoned properties, however, the requested zone district of R-8 is compatible with the Comprehensive Plan designation. Further subdivision development and/or lot splits are feasible in the future for this and other properties in the area that are large enough to accommodate such development.

Because there has been no apparent change of character and/or condition and the area has not significantly changed, Staff finds that this criterion has not been met.

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

Adequate public and community facilities and services are available to the property and are sufficient to serve land uses associated with the R-8 zone district. City Sanitary Sewer and Ute Water are presently both available within the 27 ½ Road & B ¼ Road rights-of-way respectfully. Property can also be served by Xcel Energy natural gas and

Grand Valley Power electric. A short distance away is Dos Rios Elementary School and further to the north along Highway 50 are commercial retail centers that includes offices, convenience stores and gas islands, restaurants, commercial businesses and a grocery store. The property is also directly west of the Mesa County Fairgrounds.

The public and community facilities are adequate to serve the type and scope of the residential land use proposed, therefore, staff finds this criterion has been met.

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

The property and surrounding area to the north, west and south is designated on the Comprehensive Plan Future Land Use Map as Residential Medium (4 – 8 du/ac) with Commercial to the north and Park designations to the east. The proposed zoning of R-8 meets with the intent of achieving the desired density for the property, with this request, to develop at the higher end of the Residential Medium (4 – 8 du/ac) category. The adjacent 13.31-acres, owned by the applicant was recently annexed into the City limits in 2018 and zoned R-8. The R-8 zone district comprises the largest amount of residential acreage within the City limits. However, in Orchard Mesa and south of Highway 50, there exists limited R-8 zoning. The lack of supply for this zone type impedes the ability to provide a diverse supply of housing types; a key principle in the Comprehensive Plan. Because of lack of supply in this part of the community, Staff finds this criterion to be met.

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

Annexation and zoning of the property will create consistent land use jurisdiction within the City consistent with an Intergovernmental Agreement with the County. The requested zone district will also provide an opportunity for housing within a range of density that is consistent with the Comprehensive Plan in this area to meet the needs of the growing community. This principle is supported and encouraged by the Comprehensive Plan and furthers the plan's goal of promoting a diverse supply of housing types; a key principle in the Comprehensive Plan. Therefore, Staff finds that the community and area will benefit from this proposed request and that this criterion has been met.

Section 21.02.160 (f) of the Grand Junction Zoning and Development Code provides that the zoning of an annexation area shall be consistent with the adopted Comprehensive Plan and the criteria set forth. Though other zone districts could be considered, the R-8 zone district is consistent with the recommendations of the Plan's Future Land Use Map.

In addition to the zoning requested by the petitioner, the following zone districts would also be consistent with the Comprehensive Plan designation of Residential Medium (4 – 8 du/ac) for the subject property.

R-4 (Residential – 4 du/ac)
R-5 (Residential – 5 du/ac)
R-12 (Residential – 12 du/ac)
R-16 (Residential – 16 du/ac)
R-O (Residential Office)

In reviewing the other zoning district options for the Residential Medium designation, the zoning districts of R-4, R-5, R-8 & R-O allow single-family detached residential development as an allowed land use. However, the residential zone districts of R-12, R-16 and R-O would allow multi-family residential development through the use of the Blended Land Use Map and have a higher maximum residential density than what the Comprehensive Plan anticipates for this property and area of the community.

Further, the zoning request is consistent with the following goals and policies of the Comprehensive Plan:

Goal 1 / Policy A: Land use decisions will be consistent with Future Land Use Map.

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

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

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

STAFF RECOMMENDATION AND FINDINGS OF FACT
After reviewing the Adams II Annexation, ANX-2019-384, for a Zone of Annexation from County RSF-4 (Residential Single Family – 4 du/ac) to a City R-8 (Residential – 8 du/ac), the following findings of fact have been made:

In accordance with Section 21.02.140 (a) of the Zoning and Development Code, the application meets one or more of the rezone criteria.

In accordance with Section 21.02.160 (f) of the Zoning and Development Code, the application is consistent with the adopted Comprehensive Plan.

Therefore, City Staff recommends approval of the requested Zone of Annexation.

FISCAL IMPACT:

As the property is developed, property tax levies and municipal sales and use tax will be collected, as applicable. For every $250,000 of actual value, City property tax revenue on residential property at the current assessment rate would be $144 annually. Sales and use tax revenues will be dependent on construction activity and ongoing consumer spending on City taxable items for residential and commercial uses.

Fire

Currently the property is in the Grand Junction Rural Fire Protection District (Rural District) which is served by the Grand Junction Fire Department through a contract with the Rural District. The Rural District collects a 5.938 mill levy that generates $44 per year in property taxes that are passed on to the City of Grand Junction per the contract. If annexed, the Rural District mill levy will be removed and the City's 8 mills that will generate property tax revenue of $60 per year. Property tax will need to pay for not only fire and emergency medical services but also other City services provided to the area.

No changes in fire protection and emergency medical response are expected due to this annexation. Primary response is from Fire Station 4 at 2884 B ½ Road. Response time from Fire Station 4 is within National Fire Protection Association guidelines and any increase in calls for service based on the proposed zoning is predicted to be minimal.

Utilities

Water and sewer services are available to this property.

This property is within the Ute Water District service area. An 8-inch water line runs along the northern boundary on B ¼ Road.

The property is currently within the Persigo 201 Sewer Service Area and currently has sewer connection to the existing one home on the property. There is sufficient sewer collection and treatment capacity for 16 additional dwelling units.

Plant Capacity: Based on the Future Land Use (FLU) designation, the maximum anticipated additional flow associated with 16 equivalent units (EQUs) is about 1,920 gallons per day. The Persigo wastewater treatment plant has sufficient capacity to accommodate this development. The current capacity of the wastewater treatment plant is 12,500,000 gallons per day. The plant currently only receives approximately 9 million gallons per day. Therefore, the plant has ample capacity to accommodate this additional flow. If the property constructs 16 additional dwelling units, it would be assessed the current plant investment fee (PIF) of $4,776 per equivalent unit (2019 rate) or $19,104. This fee is intended to pay the equivalent share of the payments due on bonds for the existing wastewater treatment plant and infrastructure.

Ability to Serve Area: The property is currently served by an 8-inch sewer main on 27

½ Road. There is available capacity in this sewer collection system to accommodate future development of this property with 16 additional dwelling units.

Sewer Service Charges: Monthly sewer service rates for single family units are $22.40. These rates have been determined sufficient to cover the cost of service.

Police
To determine/anticipate what the impact may be to the GJPD in providing police services should the city proceed with this development, calls for service during 2017 and 2018 were pulled. A review of that data revealed that there were no calls for service. A review of data of like density address (Kelso Mesa Dr., Trevor Mesa Dr., and Love Mesa Dr) revealed that there were 16 calls for service in 2017 and 23 calls for service in 2018 at (Kelso Mesa Dr., Trevor Mesa Dr., and Love Mesa Dr.) which is similar in residential density. Based on that information, we anticipate that any calls for service by GJPD for this location will equal to .1% of an officer.

With that said, at this point, the City Police Department does not anticipate a need for an increase in personnel or equipment in order to provide law enforcement services to this proposed annexation. However, this annexation, along with any future annexations/developments will no doubt have an ultimate cumulative impact that will require an increase in law enforcement personnel and equipment in order to provide adequate services.

Public Works
B ¼ Road was previously annexed, however additional 130 feet of open drainage facilities will be added to the City's inventory to maintain. 27 ½ Road consists of 20-foot wide asphalt pavement in poor to fair condition. Approximately 6400 square feet of asphalt is part of the annexation. No curb, gutter, sidewalk or streetlights are present. An open drain is on the east side of 27 ½ Road outside the annexation boundary that will remain Mesa County's responsibility.

As 27 ½ Road is a local road, the developer would be required to construct its half of the road and therefore there would be no future capital construction impact on the City.

Future chip seal costs for 27 ½ Road are estimated at $1,750 for the current width and would be planned as part this area's normal chip seal cycle in the next six years. As the road is a local road there would be no striping and minimal signage. There are no street lights. Annual maintenance for the 130 feet of open drain on the south side of B ¼ Rd would run approximately $100/year.

<u>SUGGESTED MOTION:</u>

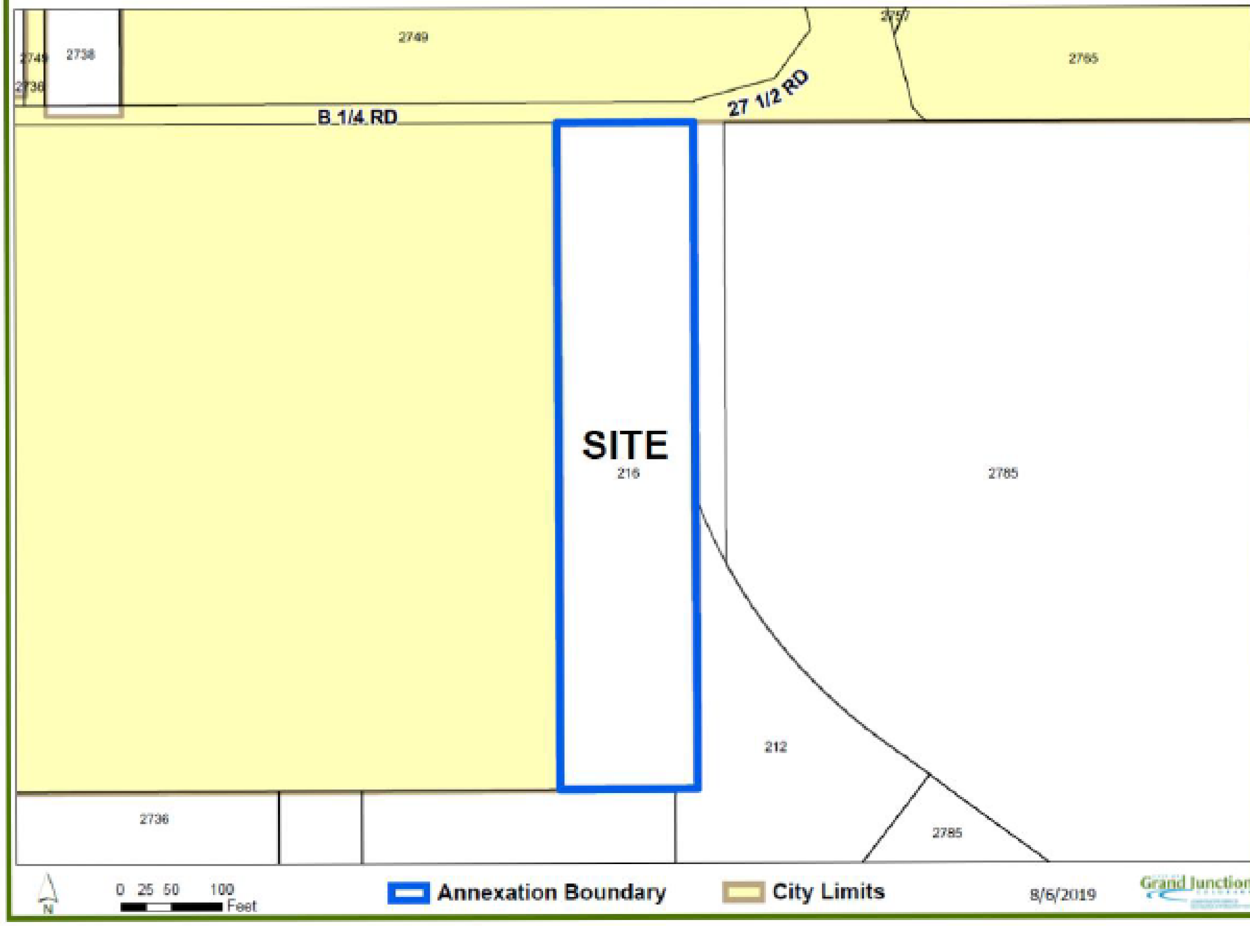
I move to introduce an ordinance zoning the Adams II Annexation to R-8 (Residential - 8 du/ac), located at 216 27 1/2 Road and set a public hearing for November 6, 2019.

<u>Attachments</u>

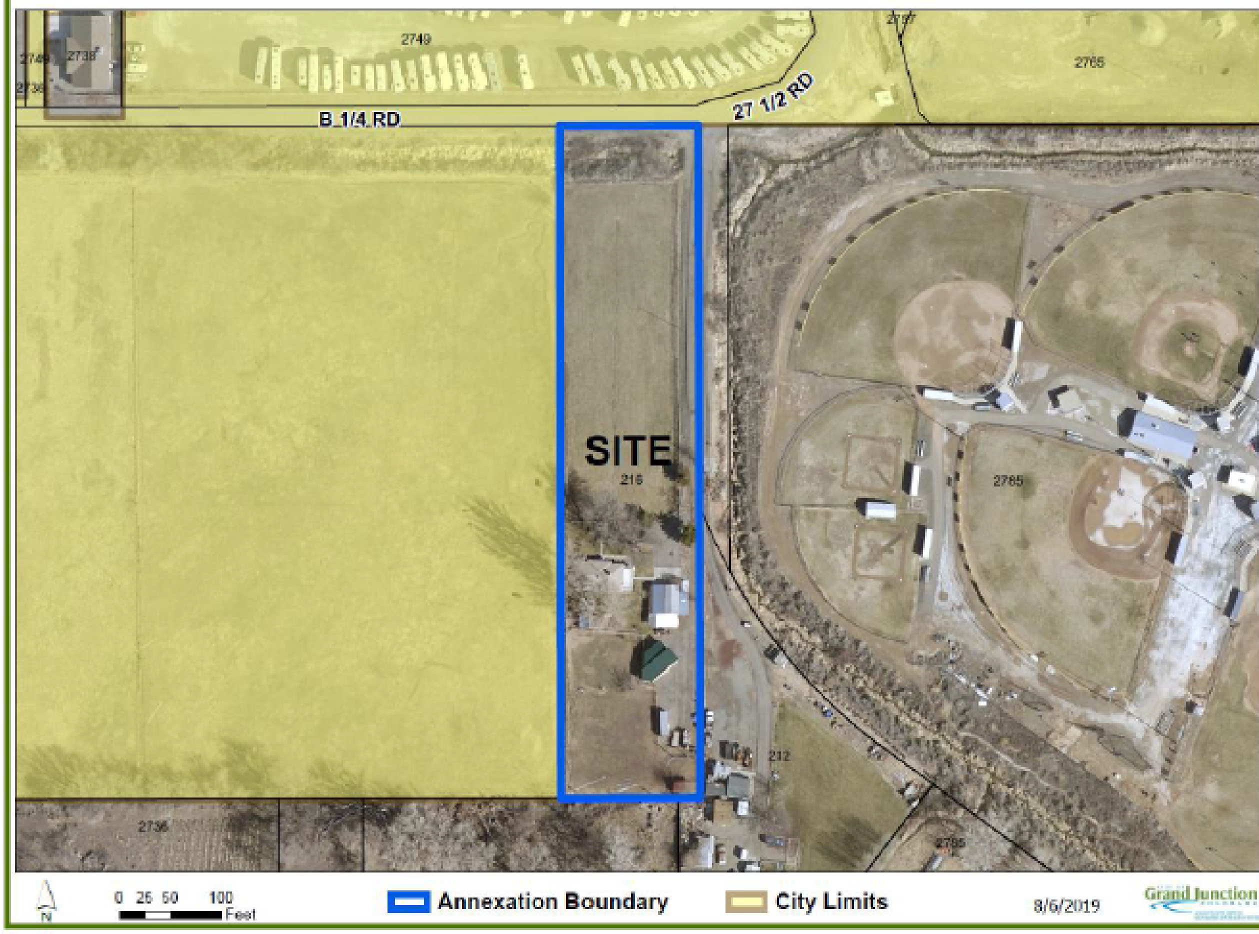
1. Site Location & Zoning Maps, etc.
2. Zoning Ordinance

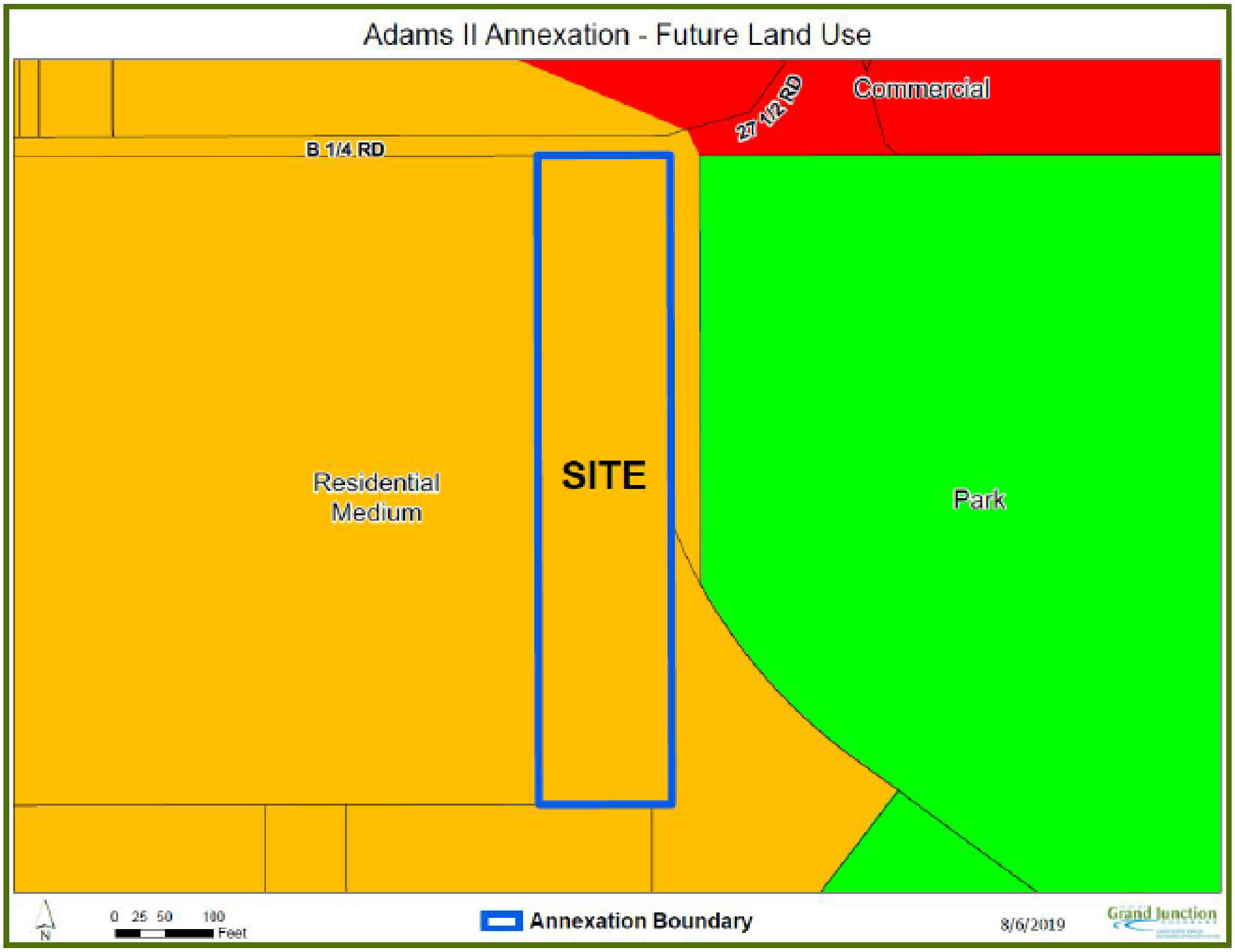

Expanded City Limits Location Map
City Limits
Hwy. 50
B ¼ Rd.
Site
27 ½ Rd.
Mesa County
Fairgrounds
B Road
HWY 50
FRONTAGE RD
27 1/4 RD
B 1/4 RD
RINCON DR
B RD
ACRIN AVE
27 3/4 RD

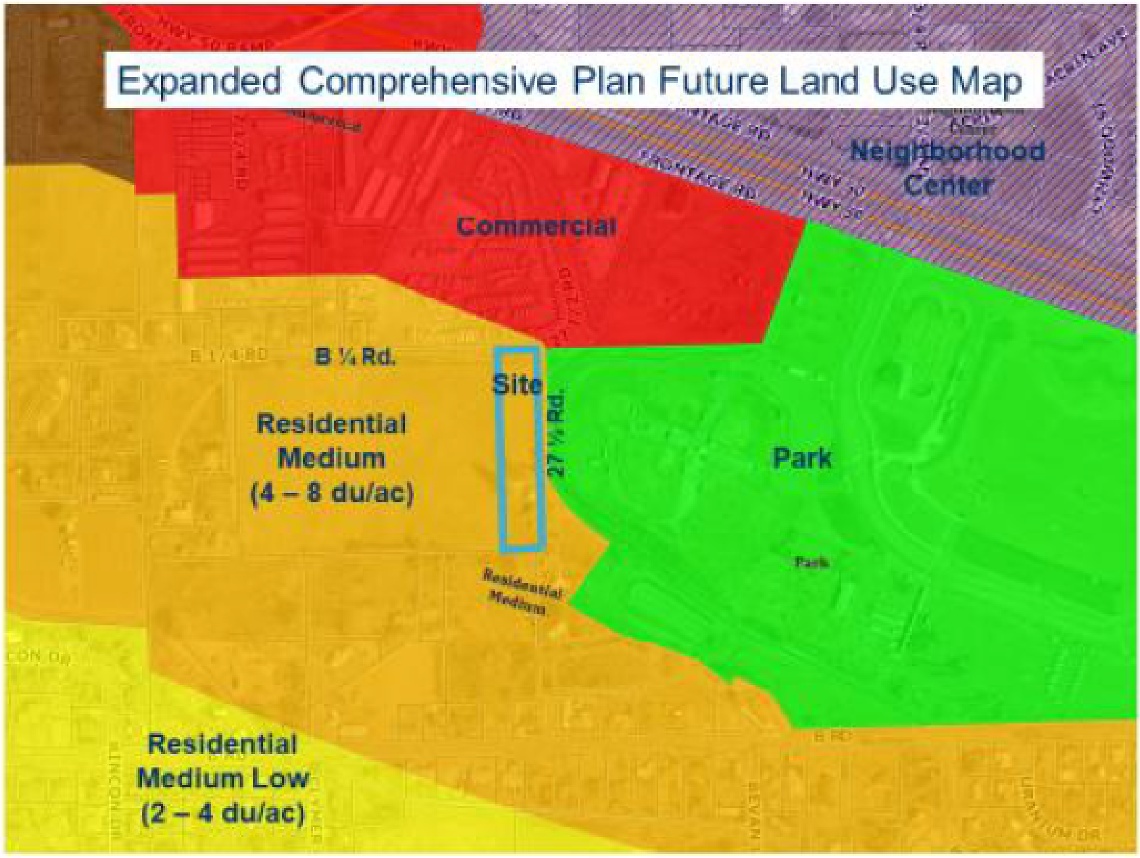
Adams II Annexation

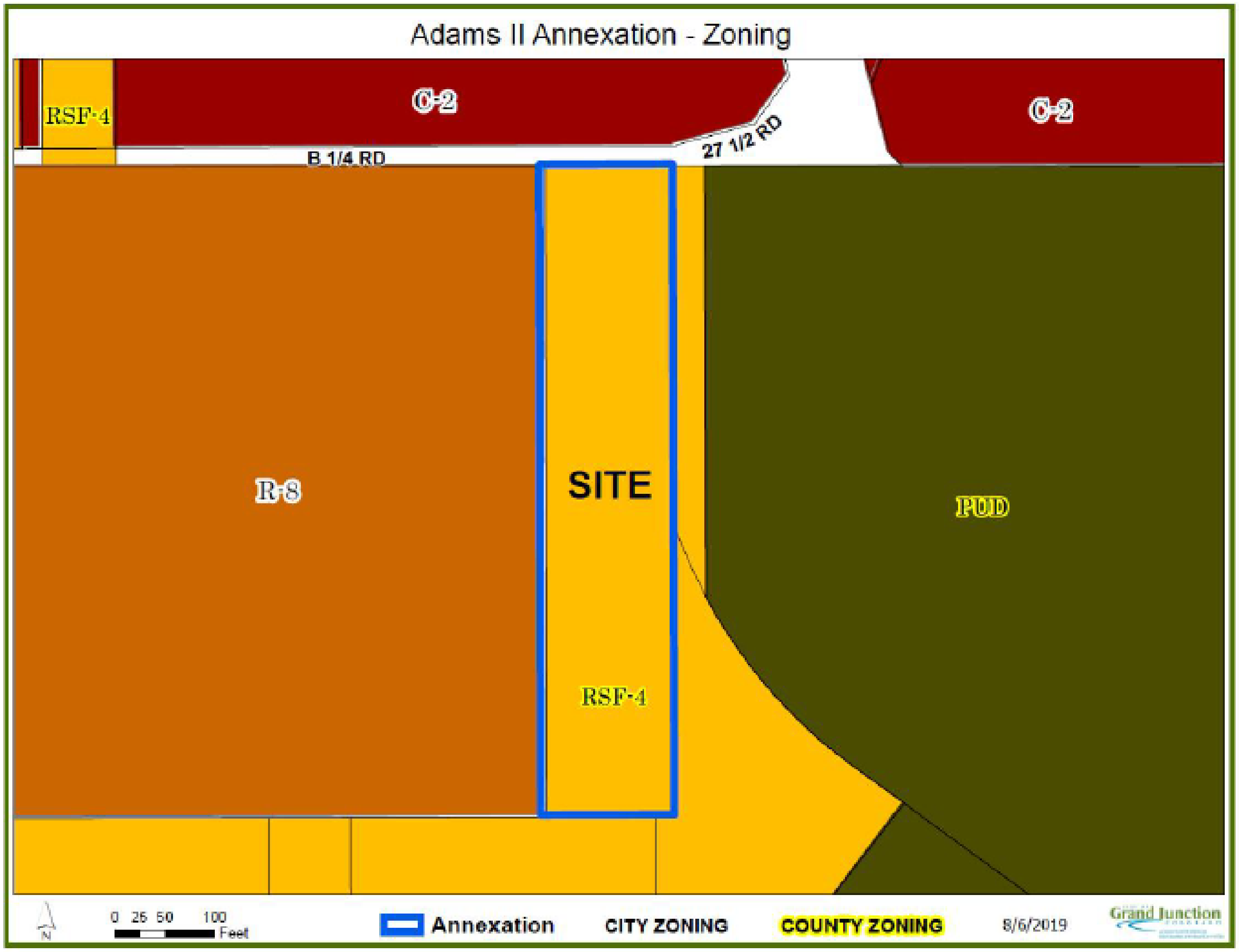


Adams II Annexation

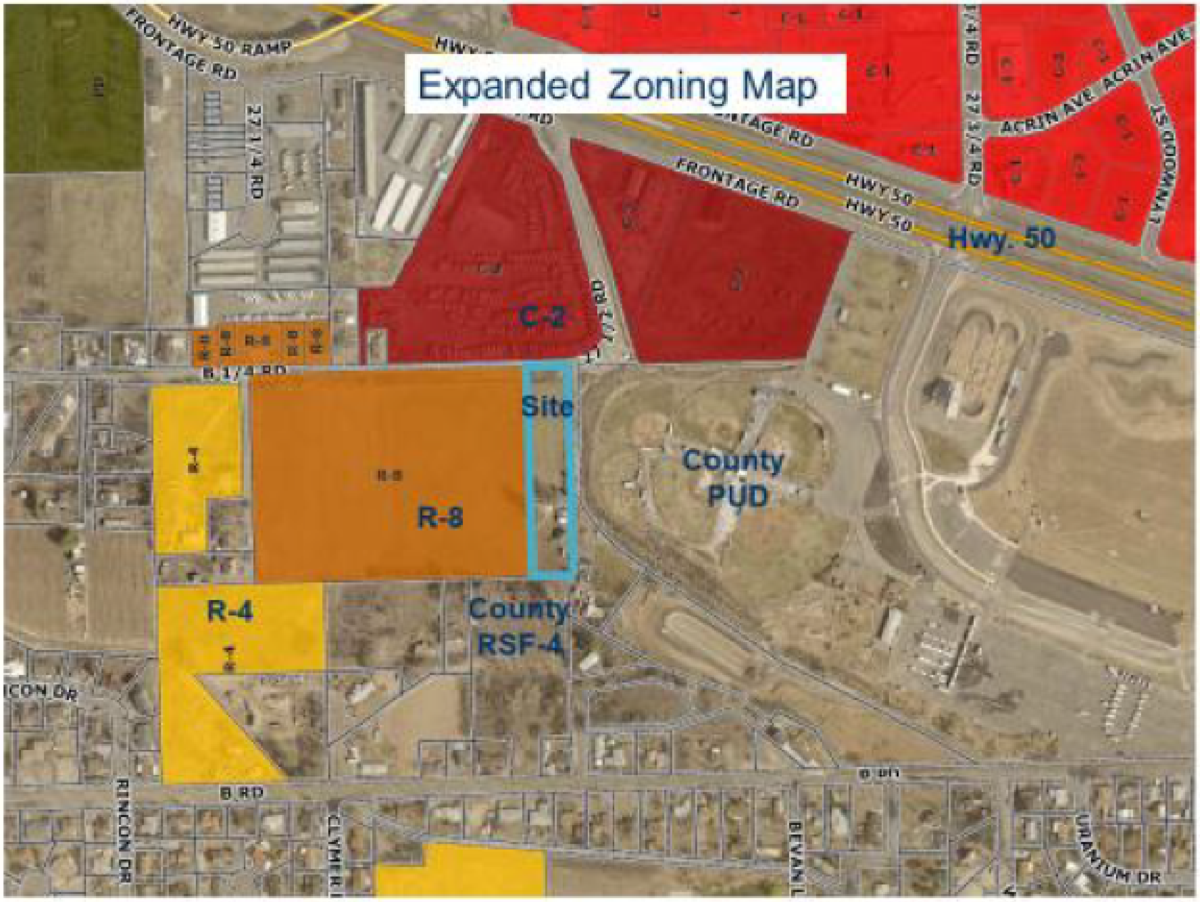



Adams II Annexation - Future Land Use
Commercial
27 1/2 RD
B 1/4 RD
Residential
Medium
SITE
Park
0 25 50 100
Feet
N
Annexation Boundary
8/6/2019
Grand Junction


Expanded Comprehensive Plan Future Land Use Map
Commercial
Neighborhood Center
B ¼ Rd.
Site
27 ½ Rd.
Residential Medium (4 – 8 du/ac)
Park
Residential Medium
Residential Medium Low (2 – 4 du/ac)



Adams II Annexation - Zoning
RSF-4
C-2
C-2
B 1/4 RD
27 1/2 RD
R-8
SITE
PUD
RSF-4
0 25 50 100
Feet
N
Annexation
CITY ZONING
COUNTY ZONING
8/6/2019
Grand Junction


Expanded Zoning Map
Hwy. 50
C-2
Site
County
PUD
R-8
R-4
County
RSF-4
HWY 50 RAMP
FRONTAGE RD
27 1/4 RD
HWY 50
B 1/4 RD
B RD
RINCON DR
BEVAN
URANIUM DR
27 3/4 RD
ACRIN AVE

View of property from the intersection of B ¼ Road & 27 ½ Road

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. _______

AN ORDINANCE ZONING THE ADAMS II ANNEXATION TO R-8 (RESIDENTIAL – 8 DU/AC)

LOCATED AT 216 27 ½ ROAD

Recitals

The property owner has requested annexation of the 1.999-acre property into the City limits in anticipation of future residential subdivision development

After public notice and public hearing as required by the Grand Junction Zoning & Development Code, the Grand Junction Planning Commission recommended approval of zoning the Adams II Annexation to the R-8 (Residential – 8 du/ac) zone district, finding that it conforms with the designation of Residential Medium (4 – 8 du/ac) as shown on the Future Land Use Map of the Comprehensive Plan and the Comprehensive Plan's goals and policies and is generally compatible with land uses located in the surrounding area.

After public notice and public hearing, the Grand Junction City Council finds that the R-8 (Residential – 8 du/ac) zone district is in conformance with at least one of the stated criteria of Section 21.02.140 of the Grand Junction Zoning & Development Code.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:

ADAMS II ANNEXATION

The following property be zoned R-8 (Residential – 8 du/ac).

A certain parcel of land lying in the North-Half (N 1/2) of the Southeast Quarter of the Southwest Quarter (SE 1/4 SW 1/4) of Section 25, Township 1 South, Range 1 West of the Ute Principal Meridian, County of Mesa, State of Colorado and being more particularly described as follows:

The East 132.0' of the North one-half of the Southeast Quarter of the Southwest Quarter (SE 1/4 SW 1/4) of Section 25, Township 1 South, Range 1 West of the Ute Principal Meridian.

CONTAINING 87,094 Square Feet or 1.999 Acres, more or less, as described

INTRODUCED on first reading this _______ day of ________, 2019 and ordered published in pamphlet form.

ADOPTED on second reading this _____ day of ___________, 2019 and ordered published in pamphlet form.

ATTEST:

____
President of the Council

____
City Clerk

Grand Junction City Council

Regular Session

Item #2.b.iii.

Meeting Date: October 16, 2019

Presented By: Senta Costello, Planner

Department: Community Development

Submitted By: Senta Costello, Associate Planner

Information

SUBJECT:

Introduce an Ordinance Zoning Zona's Annexation C-1 (Light Commercial), Located at 408 29 Road and Set a Public Hearing for November 6, 2019

RECOMMENDATION:

The Planning Commission heard this item at their September 24, 2019 meeting and recommended approval (7 - 0).

EXECUTIVE SUMMARY:

The Applicant, Roy and Marilyn Anderson, are requesting a zone of annexation to C-1 (Light Commercial) for Zona's Annexation. The 1.82-acre property consisting of one parcel is located at the north of the corner of D Road and Roberts Road. The Applicant is requesting annexation into the City limits consistent with the requirements of the Persigo Agreement between Mesa County and the City of Grand Junction to be able to continue to operate an auto repair business with a business residence on the property, currently under city review, which would require a rezone. The Comprehensive Plan Future Land Use Map designates this property as Village Center and this request conforms with this designation. The request for annexation will be considered separately by the City Council also on November 6, 2019.

BACKGROUND OR DETAILED INFORMATION:

The Applicant, Roy and Marilyn Anderson, have requested annexation of land into the City limits, located at 408 29 Road, to be able to continue to operate an auto repair business with a business residence on the property, currently under city review, which would require a rezone. The property to be zoned consists of one parcel of land and is approximately 1.82 acres in size. The one parcel site currently has a single family house and an auto repair shop. The Applicant is requesting a zone of annexation to C-1 (Light Commercial).

The parcel of land is currently in the County and has a County zoning of RSF-R (Residential Single Family – 5 acres per dwelling unit) and surrounding properties east and north are also zoned County RSF-R and C-1 in the City to the south and PD (Planned Development) across 29 Road. The subject property has a Future Land Use designation of Village Center. The Applicant's proposed zoning designation of R-8 C-1 meets with the intent of the Land Use Map achieving the desired intensity for the property.

NOTIFICATION REQUIREMENTS

Neighborhood Meeting:
A Neighborhood Meeting regarding the proposed Annexation and Zoning was held on July 15, 2019 in accordance with Section 21.02.080 (e) of the Zoning and Development Code. The Applicant's and City staff were in attendance along with one citizens. Comments expressed by the attendees centered on long term use of the property with general approval and positive feedback.

Notice was completed consistent with the provisions in Section 21.02.080 (g) of the City's Zoning and Development Code. The subject property was posted with an application sign on August 8, 2019. Mailed notice of the public hearings before Planning Commission and City Council in the form of notification cards was sent to surrounding property owners within 500 feet of the subject property on September 11, 2019. The notice of this public hearing was published September 17, 2019 in the Grand Junction Daily Sentinel.

ANALYSIS

The criteria for review is set forth in Section 21.02.140 (a) and includes that the City may rezone property if the proposed changes are consistent with the vision, goals and policies of the Comprehensive Plan and must meet one or more of the following rezone criteria as identified:

(1) Subsequent events have invalidated the original premises and findings; and/or
The property owners have petitioned for annexation into the City limits with a requested zoning district of C-1 (Light Commercial). Since the property is currently in the County, the annexation of the property is a subsequent event that will invalidated the original premise; the property can no longer have a county zoning designation. Therefore, Staff has found this criterion has been met.

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

The adopted Comprehensive Plan designated this property with a Future Land Use designation of Village Center. The character and/or condition of the area was mostly undeveloped agricultural land prior to the adoption of the 2010 Comprehensive Plan, although it has continued to urbanize with the addition of Maverik Convenience Store/Gas Station to the south, elevator manufacturing business to the north and G & G Petroleum Convenience Store/Gas Station to the southwest of the subject property. The subject property is currently an infill site, part of the urbanization going on around it. Therefore, Staff finds that this criterion has been met.

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

Water and sewer services are available to this property in 29 Road. This property is within the Ute Water Conservancy District service area. A ¾ -inch water line services the property. An 8-inch line is located in 29 Road. The property is currently within the Persigo 201 Sewer Service Area and the Persigo wastewater treatment plant and has current sewer service. The property can also be served by Xcel Energy natural gas and electric.

To the south along 29 Road are an existing convenience store and gas islands and one to begin construction shortly. A mile north is North Avenue with access to restaurants, commercial businesses and Walmart.

Grand Junction Fire Department finds the public and community facilities regarding fire and emergency medical services are adequate to serve the type and scope of the commercial land use proposed. This property is currently in the Grand Junction Rural Fire Protection District and fire and emergency medical response is provided from the Station 1 at 625 Ute Avenue; with Annexation, the property will still be served by the Grand Junction Fire Department from Fire Station #1. Evaluation of fire and EMS incident data, shows no incidents at this location and the annexation and proposed development is not predicted to add substantially to the current fire and EMS incident load.

On input provide by a number of utility and service providers, staff has found that public and community facilities are adequate to serve the type of residential land use proposed and therefore, staff finds this criterion has been met.

(4) An inadequate supply of suitably designated land is available in the community, as defined by the presiding body, to accommodate the proposed land use; and/or
The property has a Comprehensive Plan Future Land Use Map designation of Village

Center. The site currently has a single family house and an auto repair shop. The proposed zoning designation of C-1 meets with the intent of achieving the desired overall intensity for the property. Citywide, seventeen (17) percent of existing property in the City limits with a C-1 zoning designation is vacant. The area is shown as Village Center on the Future Land Use Map; however, there are only four properties within the Village Center area currently zoned with a designation that implements the Future Land Use designation. Staff finds that there is an inadequate supply of the requested zoning designation in the area and, therefore, has found this criterion to have been met.

(5) The community or area, as defined by the presiding body, will derive benefits from the proposed amendment.
Annexation and zoning of the property will create consistent land use jurisdiction within the City consistent with an Intergovernmental Agreement with the County. The requested zoning will also further implement the Comprehensive Plan Village Center vision for this area. This principle is supported and encouraged by the Comprehensive Plan. Therefore, Staff finds that this criterion has been met.

Section 21.02.160 (f) of the Grand Junction Zoning and Development Code provides that the zoning of an annexation area shall be consistent with the adopted Comprehensive Plan and the criteria set forth. Generally, future development should be at a density/intensity equal to or greater than the allowed density/intensity of the applicable County zoning district. The proposed C-1 zone district is of a greater intensity than the existing RSF-R zone district of Mesa County. Though other zone districts could also be considered, as listed below, this zone district comports with the recommendations of the Plan's Future Land Use Map.

Other zone districts permitted within the Village Center Land Use designation and implement the Comprehensive Plan include:

- R-8
- R-12
- R-16
- R-24
- R-O
- B-1
- MXR-3,5
- MXG-3,5
- MXS-3,5
- MU

Further, the zoning request is consistent with the following goals and policies of the Comprehensive Plan:

Goal 1 / Policy A: Land use decisions will be consistent with Future Land Use Map.

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

STAFF RECOMMENDATION AND FINDINGS OF FACT

After reviewing Zona's Annexation, ANX-2019-408, for a Zone of Annexation from County RSF-R (Residential Single Family – 5 ac/du) to a City C-1 (Light Commercial), the following findings of fact have been made:

In accordance with Section 21.02.140 (a) of the Zoning and Development Code, the request meets one or more of the rezone criteria.

In accordance with Section 21.02.160 (f) of the Zoning and Development Code, the request is consistent with the adopted Comprehensive Plan.

Therefore, Staff recommends approval of the requested Zone of Annexation.

FISCAL IMPACT:

The provision of municipal services will be consistent with adjacent properties already in the City. Property tax levies and municipal sales/use tax will be collected, as applicable, upon annexation. Based on the current assessed values of the annexation area, the City property tax revenue is estimated to be $640 annually. The home business operation will be subject to applicable sales tax licensing and collection requirements as well.

Fire

Currently the property is in the Grand Junction Rural Fire Protection District (Rural District) which is served by the Grand Junction Fire Department through a contract with the Rural District. The Rural District collects a 5.938 mill levy that generates $475 per year in property taxes that are passed on to the City of Grand Junction per the contract. If annexed, the Rural District mill levy will be removed and the City's 8 mills will generate property tax revenue at the rates discussed above. Property tax will need to pay for not only fire and emergency medical services but also other City services provided to the area.

The fire department has responded to this location three times in the last 3 years. With no immediate change in the occupancy or use of the property the department does not predict the incident volume to change substantially as a result of this annexation. Primary response is from Fire Station 1 at 625 Ute Avenue. Response time from Fire Station 1 is within National Fire Protection Association guidelines.

Utilities

Water and sewer services are available to this property.

This property is within the Ute Water District service area. An 8-inch water serves this property along 29 Road.

The property is currently within the Persigo 201 Sewer Service Area. However, the property currently has a sewer tap. No change in service is anticipated.

Police
In an effort to determine/anticipate what the impact may be to the GJPD in providing police services should the city proceed with this development, calls for service during 2017 and 2018 were pulled. A review of that data revealed that there were two calls for service. A review of data of like density address (2911 D Rd. and 2923 D Rd.) revealed that there were 0 calls for service in 2017 and 0 calls for service in 2018 at (2911 D Rd. and 2923 D Rd.) which is similar in light commercial. Based on that information we anticipate that any calls for service by GJPD for this location will equal to .0% of an officer.

With that said, at this point, we do not anticipate a need for an increase in personnel or equipment in order to provide law enforcement services to this proposed annexation. However, this annexation along with any future annexations/developments will no doubt have an ultimate cumulative impact that will require an increase in law enforcement personnel and equipment in order to provide adequate services.

Public Works
This section of 29 Road was constructed in 2007 as a five lane minor arterial and therefore no additional capital construction dollars are anticipated. Additional maintenance will be limited to the existing 160 feet x 32 feet of asphalt pavement and approximately 160 feet of curb, gutter, and sidewalk. Pavement condition is in good condition with an estimated pavement condition index of 70.

Future chip seal costs for this 5,160 square feet of 29 Road are estimated at $1,400 and would be planned as part this area's normal chip seal cycle in the next six years. Signage, striping, sweeping is anticipated at $15/year. Streetlights are located just to the south and north of this annexation.

SUGGESTED MOTION:

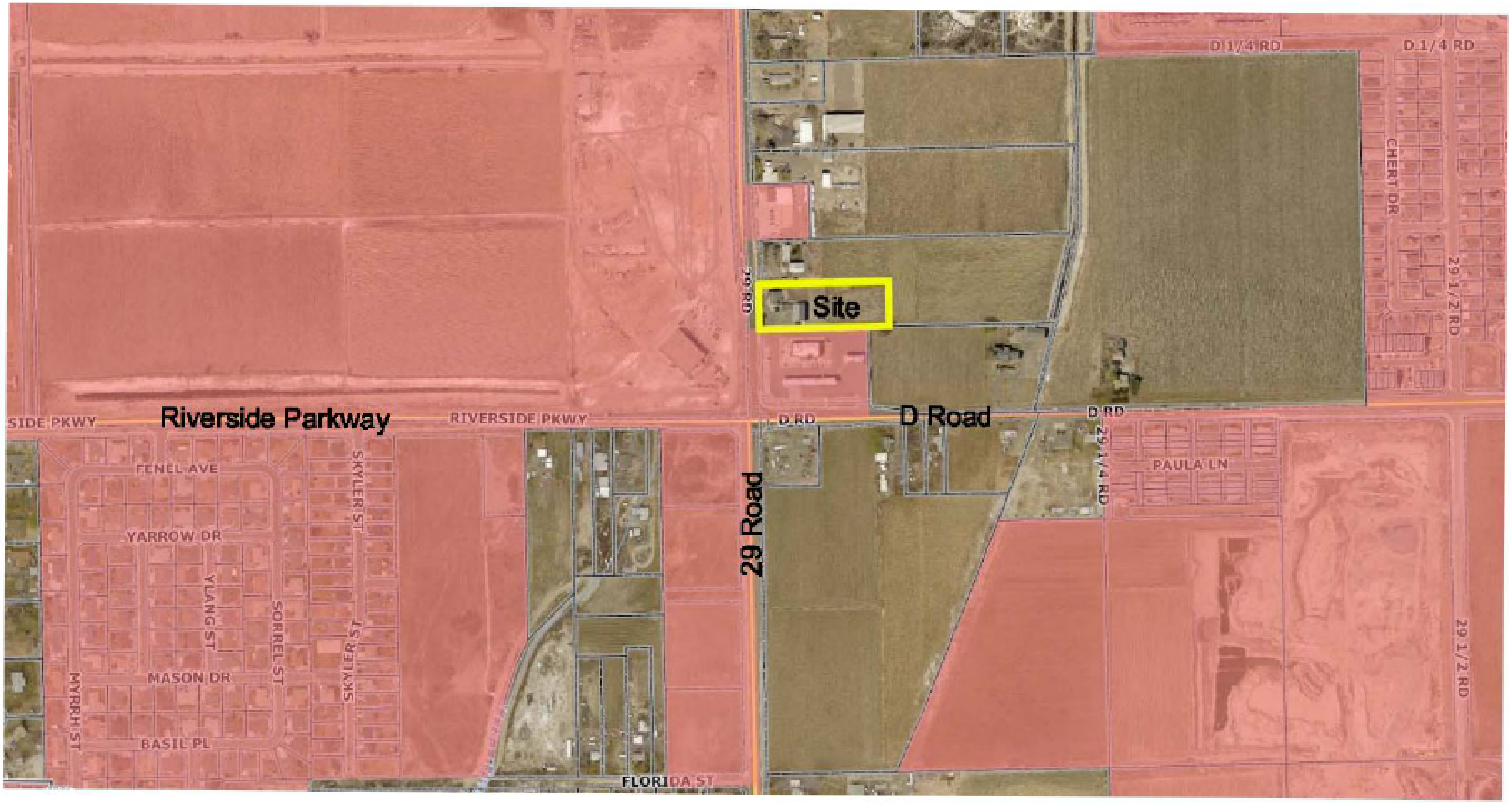
I move to introduce an ordinance zoning Zona's Annexation to C-1 (Light Commercial), located at 408 29 Road and set a public hearing for November 6, 2019.

Attachments

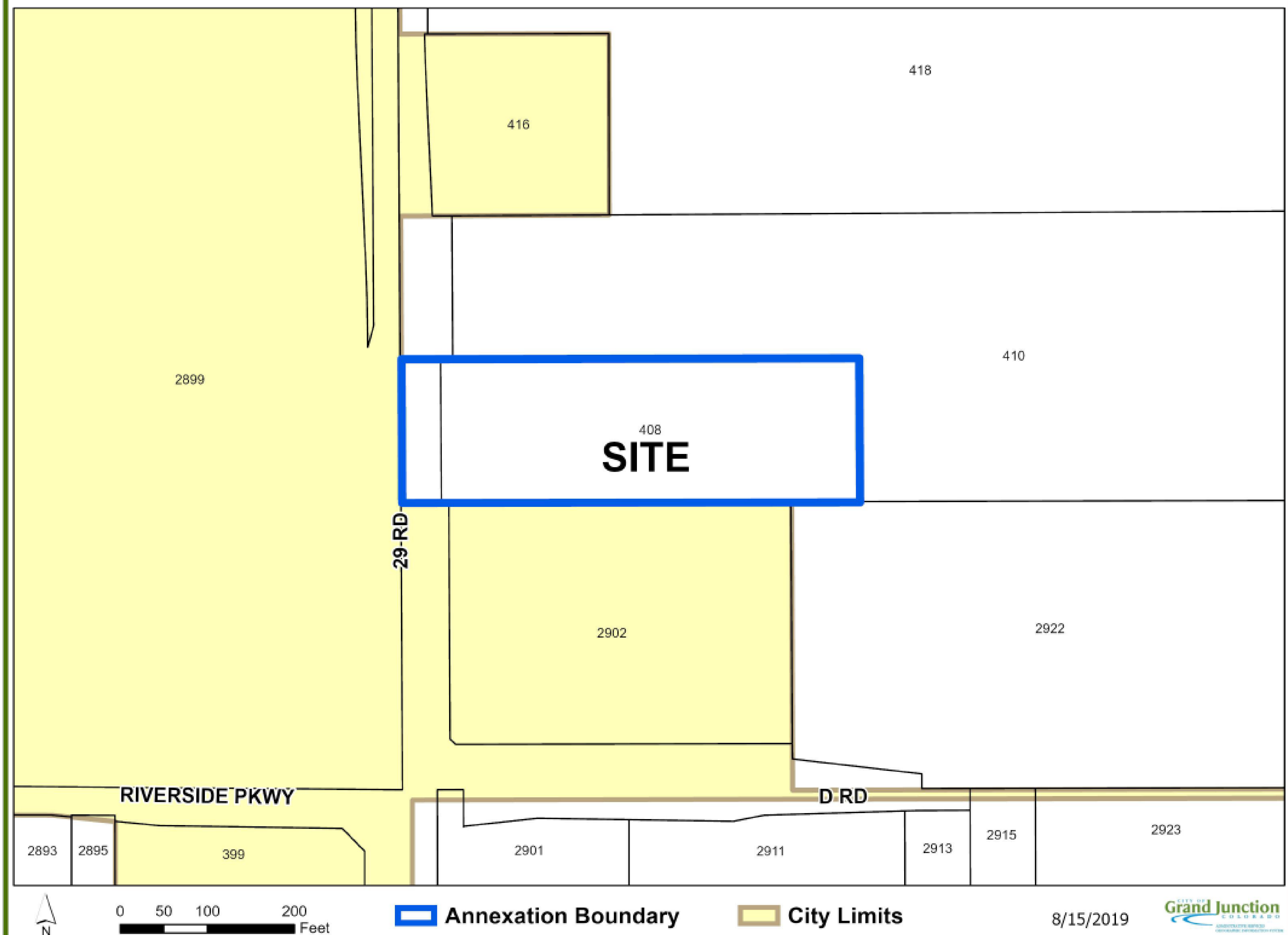
1. Maps and Photo

2. Zoning Ordinance

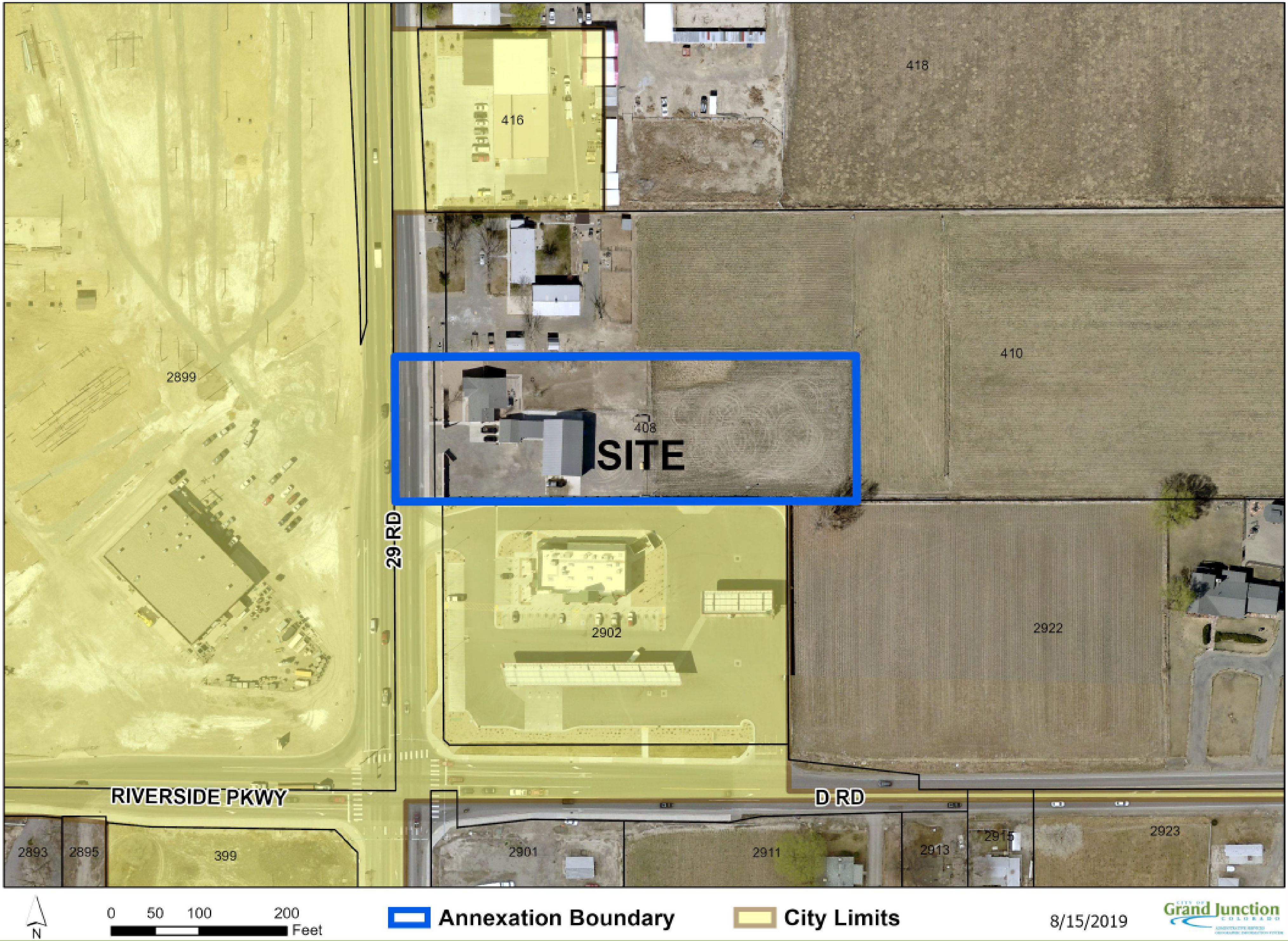
Zona's Annexation - Expanded City Limits Location Map



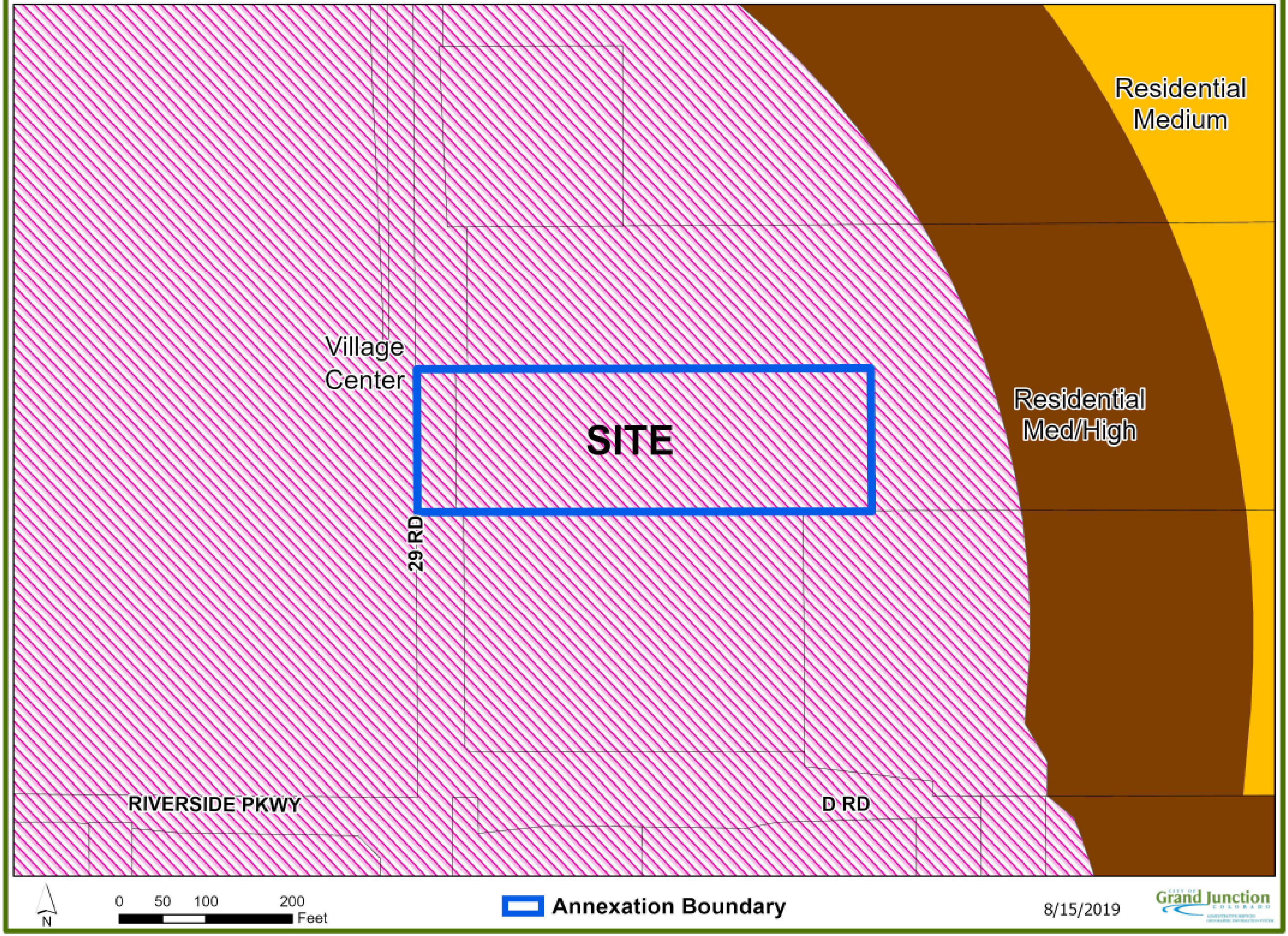
Zona's Annexation



Zona's Annexation



Zona's Annexation - Future Land Use



Zona's Annexation- Zoning

Zona's Annexation Photo

View of property from 29 Road looking east

Exhibit 4

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. _______

AN ORDINANCE ZONING ZONA'S ANNEXATION TO C-1 (LIGHT COMMERCIAL)

LOCATED AT 408 29 ROAD

Recitals

The property owners have requested annexation of the 1.82-acre property into the City limits in anticipation of commercial use of the property

After public notice and public hearing as required by the Grand Junction Zoning & Development Code, the Grand Junction Planning Commission recommended approval of zoning Zona's Annexation to the C-1 (Light Commercial) zone district respectfully, finding that it conforms with Village Center as shown on the Future Land Use Map of the Comprehensive Plan and the Comprehensive Plan's goals and policies and is generally compatible with land uses located in the surrounding area.

After public notice and public hearing, the Grand Junction City Council finds that the C-1 (Light Commercial) zone district is in conformance with at least one of the stated criteria of Section 21.02.140 of the Grand Junction Zoning and Development Code.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:

ZONA'S ANNEXATION

A certain parcel of land lying in the Southwest Quarter of the Southwest Quarter (SW 1/4 SW 1/4) of Section 17, Township 1 South, Range 1 East of the Ute Principal Meridian, County of Mesa, State of Colorado and being more particularly described as follows:

COMMENCING at the Southwest corner of said Section 17 and assuming the West line of the SW 1/4 SW 1/4 of said Section 17 bears N 00°13'10" W with all other bearings contained herein being relative thereto; thence from said Point of Commencement, N 00°13'10" W along the West line of the SW 1/4 SW 1/4 of said Section 17, a distance of 330.00 feet to the POINT OF BEGINNING; thence from said Point of Beginning, continue N 00°13'10" W along the West line of the SW 1/4 SW 1/4 of said Section 17, a distance of 165.20 feet; thence N 89°58'45" E, along the North line of that certain parcel of land described with Reception Number 2790261, Public Records of Mesa County, Colorado, a distance of 527.36 feet; thence S 00°13'10" E, along the East line of said parcel, a distance of 165.20 feet; thence S 89°58'45" W, along the South line of said certain parcel of land, a distance of 527.36 feet, more or less, to the Point of Beginning.

CONTAINING 87,120 Square Feet or 2.000 Acres, more or less, as described.

INTRODUCED on first reading this _____ day of ___, 2019 and ordered published in pamphlet form.

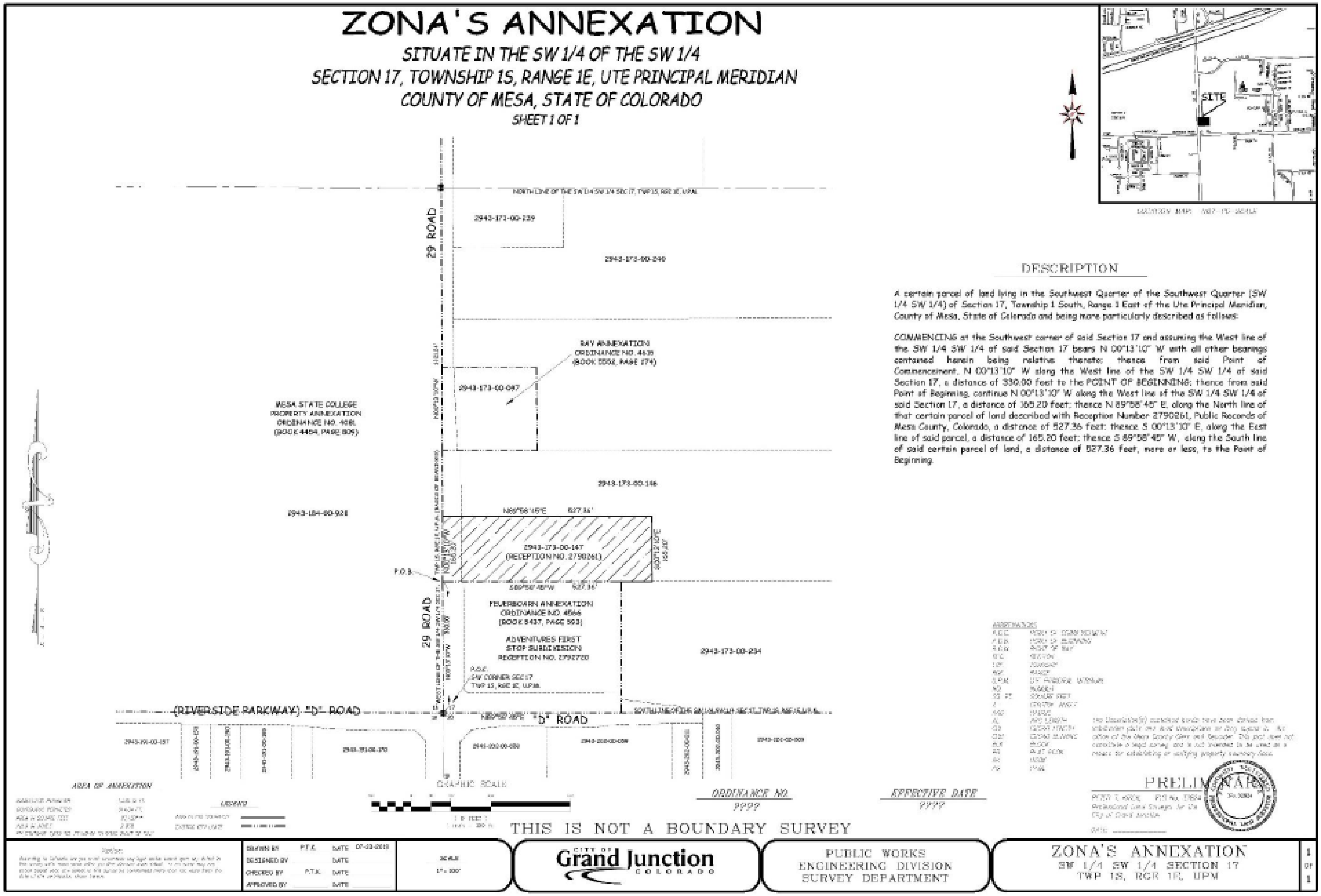
ADOPTED on second reading this _____ day of ___________, 2019 and ordered published in pamphlet form.

ATTEST:

____
President of the Council

____
City Clerk

Exhibit A


ZONA'S ANNEXATION
SITUATE IN THE SW 1/4 OF THE SW 1/4
SECTION 17, TOWNSHIP 1S, RANGE 1E, UTE PRINCIPAL MERIDIAN
COUNTY OF MESA, STATE OF COLORADO
SHEET 1 OF 1
SITE
29 ROAD
NORTH LINE OF THE SW 1/4 SW 1/4 SEC 17, TWP 1S, RGE 1E, U.P.M.
2943-173-00-229
2943-173-00-240
RAY ANNEXATION
ORDINANCE NO. 4635
(BOOK 5552, PAGE 274)
2943-173-00-097
MESA STATE COLLEGE
PROPERTY ANNEXATION
ORDINANCE NO. 4081
(BOOK 4454, PAGE 809)
2943-173-00-146
2943-184-00-928
N89°58'45"E 527.36'
2943-173-00-147
(RECEPTION NO. 2790261)
P.O.B.
S89°58'45"W 527.36'
FEUERBORN ANNEXATION
ORDINANCE NO. 4566
(BOOK 5437, PAGE 593)
ADVENTURES FIRST
STOP SUBDIVISION
RECEPTION NO. 2792720
2943-173-00-234
P.O.C.
SW CORNER SEC 17
TWP 1S, RGE 1E, U.P.M.
(RIVERSIDE PARKWAY) "D" ROAD
"D" ROAD
GRAPHIC SCALE
AREA OF ANNEXATION
LEGEND
ORDINANCE NO.
????
EFFECTIVE DATE
????
THIS IS NOT A BOUNDARY SURVEY
PRELIMINARY
DRAWN BY P.T.K.
DESIGNED BY
CHECKED BY P.T.K.
APPROVED BY
Grand Junction
COLORADO
PUBLIC WORKS
ENGINEERING DIVISION
SURVEY DEPARTMENT
ZONA'S ANNEXATION
SW 1/4 SW 1/4 SECTION 17
TWP 1S, RGE 1E, UPM
1 OF 1
DESCRIPTION
A certain parcel of land lying in the Southwest Quarter of the Southwest Quarter (SW 1/4 SW 1/4) of Section 17, Township 1 South, Range 1 East of the Ute Principal Meridian, County of Mesa, State of Colorado and being more particularly described as follows:
COMMENCING at the Southwest corner of said Section 17 and assuming the West line of the SW 1/4 SW 1/4 of said Section 17 bears N 00°13'10" W with all other bearings contained herein being relative thereto; thence from said Point of Commencement, N 00°13'10" W along the West line of the SW 1/4 SW 1/4 of said Section 17, a distance of 330.00 feet to the POINT OF BEGINNING; thence from said Point of Beginning, continue N 00°13'10" W along the West line of the SW 1/4 SW 1/4 of said Section 17, a distance of 165.20 feet; thence N 89°58'45" E, along the North line of that certain parcel of land described with Reception Number 2790261, Public Records of Mesa County, Colorado, a distance of 527.36 feet; thence S 00°13'10" E, along the East line of said parcel, a distance of 165.20 feet; thence S 89°58'45" W, along the South line of said certain parcel of land, a distance of 527.36 feet, more or less, to the Point of Beginning.

Grand Junction City Council

Regular Session

Item #3.a.

Meeting Date: October 16, 2019

Presented By: Ken Watkins, Fire Chief, Gus Hendricks, Emergency Manager/Fire Training Chief

Department: Fire

Submitted By: Kirsten Armbruster - Project Engineer

Information

SUBJECT:

2019 Fire Training Facility - Burn Slab

RECOMMENDATION:

Staff recommends the City Council give preliminary approval for the advanced award selection for the 2019 Fire Training Facility - Burn Slab, of which the solicitation process is currently underway, for an anticipated contract cost of $285,000.

EXECUTIVE SUMMARY:

This item is for the preliminary approval for the advanced award selection for the Fire Training Facility Burn Slab on Whitewater Hill.

BACKGROUND OR DETAILED INFORMATION:

In 2014, the City of Grand Junction and the Grand Junction Fire Department (GJFD) started building the infrastructure for firefighter training on land owned by Colorado Mesa University that was secured to build a regional public safety training center called the Colorado Law Enforcement Training Center (CLETC). This property was identified for public safety use through a combined partnership between Colorado Mesa University, Mesa County, and the City of Grand Junction. The first portion of the fire training facility extended a 6" water line to this site in order to support firefighting operations at a fire training facility and future water needs. The installed water line runs from 32 Road to the western edge of the training facility property and currently hosts three fire hydrants that will accommodate additional hydrants as needed. Additionally, there are three 20,000-gallon water tanks that are fed by the water line from 32 Road for backup firefighting activities buried on this property. Currently, there is groundwork on the fire facility property that includes grading, a detention pond to collect runoff from firefighting operations, and the site has two modular classroom buildings adjacent to the fire training facility that includes domestic water and a septic system.

The burn building foundation for the Live-Fire Training Facility (LFTF) at the training site is currently under construction, with the delivery and placement of the LFTF occurring by the end of October. Propane and electrical power will also be brought to this LFTF by the end of October to provide fuel for training fires and power for heat monitors within the structure. Once the building is complete, a 90 ft wide by 120 ft long Burn Slab can be constructed around it. The purpose of the Burn Slab is to provide a driving surface for the Fire Engines and Trucks to drive around the building and train for structure fires.This current project request is to construct a new reinforced concrete Burn Slab surrounding the newly completed LFTF and foundation at the Fire Training Facility on Whitewater Hill. Construction will begin at the end of October and is proposed for completion in December. The Fire Department is seeking preliminary approval by City Council due to the upcoming grant deadline of December 18.

The Fire Department has secured partial funding through the Mesa County Federal Mineral Lease Grant Program in the amount of $126,476.00. The grant was acquired in the Fall of 2018, and expires on December 18, 2019.

The Fire Training Facility is located on property owned by Colorado Mesa University and shared in an agreement recently executed between CMU, the State of Colorado and the City of Grand Junction. The construction of the project was delayed until this agreement could be established.

FISCAL IMPACT:

$ 158,524 Matching Funds (Fire Department Training Budget)
$ 126,476 Grant Funds (Mesa County FML Grant)
$ 285,000 Total Project Budget

SUGGESTED MOTION:

I move to authorize the City Purchasing Division to execute a contract with the apparent low bidder for the Fire Training Facility - Burn Slab at or below the project budget of $285,000.

Attachments

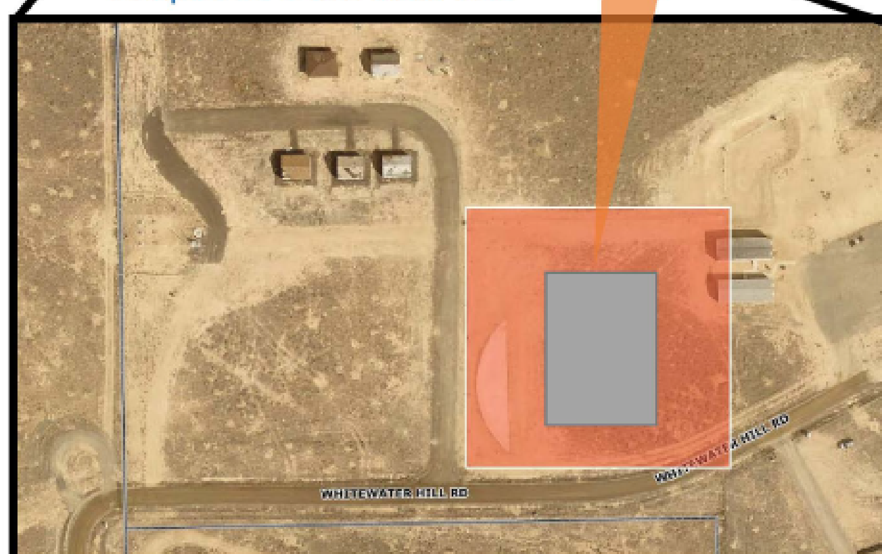
1. 2019 FTFWH Vicinity Map

2019 Fire Training Facility – Burn Slab

IFB-XXXX-19-DH

Vicinity Map

Proposed Burn Slab Site



Grand Junction City Council

Regular Session

Item #4.a.

Meeting Date: October 16, 2019

Presented By: Trent Prall, Public Works Director

Department: Public Works - Engineering

Submitted By: Trent Prall, Public Works Director

Information

SUBJECT:

A Resolution Authorizing the City Manager to Submit a Grant Application for the Multimodal Options Fund (MMOF) Grant program

RECOMMENDATION:

Authorize the City Manager to submit an application in response to the Mesa County Regional Transportation Planning Office's (RTPO's) call for projects for the Multimodal Options Fund (MMOF) program.

EXECUTIVE SUMMARY:

Colorado SB 18-001 includes a provision that establishes a Multimodal Options Fund (MMOF). The Grand Valley TPR has been allocated $1,731,488 to be used in the Grand Valley Transportation Planning Region (TPR). A call for projects has been issued and the application deadline is October 21, 2019. Eligible applicants are limited to: Mesa County government or any municipal government within the Grand Valley TPR boundaries (all of Mesa County).

City staff recommends the Dos Rios to Downtown Pedestrian Bridge as the selected project. The project will provide strong multi-modal connection between the Riverfront at Dos Rios and the Downtown and Depot.

BACKGROUND OR DETAILED INFORMATION:

Grant background:
Colorado SB 18-001 includes a provision that establishes a Multimodal Options Fund (MMOF). The Grand Valley TPR has been allocated $1,731,488 to be used in the

Grand Valley Transportation Planning Region (TPR). A call for projects has been issued and the application deadline is October 21, 2019.

Eligible applicants are limited to: Mesa County government or any municipal government within the Grand Valley TPR boundaries (all of Mesa County). In order to be eligible MMOF funds, a project must be one of or a combination of the following for project types:
a.Capital or Operating costs, for Fixed route and On-demand transit,
b.Transportation Demand Management programs,
c.Multimodal Mobility projects enabled by new technology,
d.Multimodal Transportation studies, AND
e.Bicycle or pedestrian projects

Project sponsors must commit to a 50% match.

Selected project:
The City has been working on the development of the River District which includes both the Riverfront at Las Colonias and the Riverfront at Dos Rios. The Riverfront at Las Colonias will be completed later this Fall while Dos Rios is proposed for construction next year.

Union Pacific Railroad (UPRR) infrastructure bisects much of the Grand Valley creating a significant barrier from the north side to the south side. Connectivity is one of five key goals in the Downtown Development Authority's Plan of Development. With the development of Dos Rios and the redevelopment of the 2nd Street and the historic depot area, this signature bridge will provide a safe pathway for bikes and pedestrians between Downtown and the new Riverfront at Dos Rios development.

The project includes a 900 foot pedestrian bridge across the Union Pacific Railroad's West Yard connecting South Avenue to the Riverside Parkway near the Riverfront at Dos Rios Development. An accessible ramp is proposed on the west side while elevator and stairs will be provided on the east end near the historic depot.

The project will eliminate a gap in connectivity between the Riverfront at Dos Rios and Downtown including the depot, and 2nd Street. The project provides a walkable, accessible access to Downtown as well as transportation options including national rail, regional bus service and local transit systems.

The project is identified in the Downtown Development Authority's Plan of Development and specifically addresses a number of key goals in the plan:

1. Connectivity: Downtown would be connected to the 55 acre Riverfront at Dos Rios mixed use development and the outdoor amenities by a safe pathway for bike and pedestrians.

2. Identity: Downtown is recognized as the hub of regional culture for the west slope. This project would help provide a signature landmark for downtown as well as the Riverfront at Dos Rios.

3. Downtown Development: This goal is for downtown to offer a diversity of quality housing choices for all price points to bring more people to live, work, and play downtown. The bridge will help connect downtown to the broad range of housing opportunities including camping, short term rentals, as well as to 8 unit/acre to 16 unit/acre residential developments. The connection makes the Dos Rios development a viable option to augment and expand downtown housing options.

Awards are anticipated within 90 days.

If selected, the project is proposed for design and securing UPRR crossing permits in 2020 followed by construction in 2021.

FISCAL IMPACT:

The Multi-Modal Options Fund (MMOF) requires a 50% match.

The project is estimated at $3.5 million. The grant request is for $1.7 milllion with a match of $1.8 million. The project is included in the City's proposed 2020 Capital Improvement Program with another $1.3 million in expected grant and partner funds (ie. Great Outdoors Colorado, Department of Local Affairs) as well as $500,000 from the .75% Sales Tax Capital Fund.

SUGGESTED MOTION:

I move to adopt Resolution No. 65-19, a resolution supporting the grant application for multi-modal options fund (MMOF) for the Riverfront at Dos Rios to Downtown Bike-Ped Bridge Project.

Attachments

1. Dos Rios to Downtown Ped Bridge Layout
2. Dos Rios Ped Bridge MMOF Resolution

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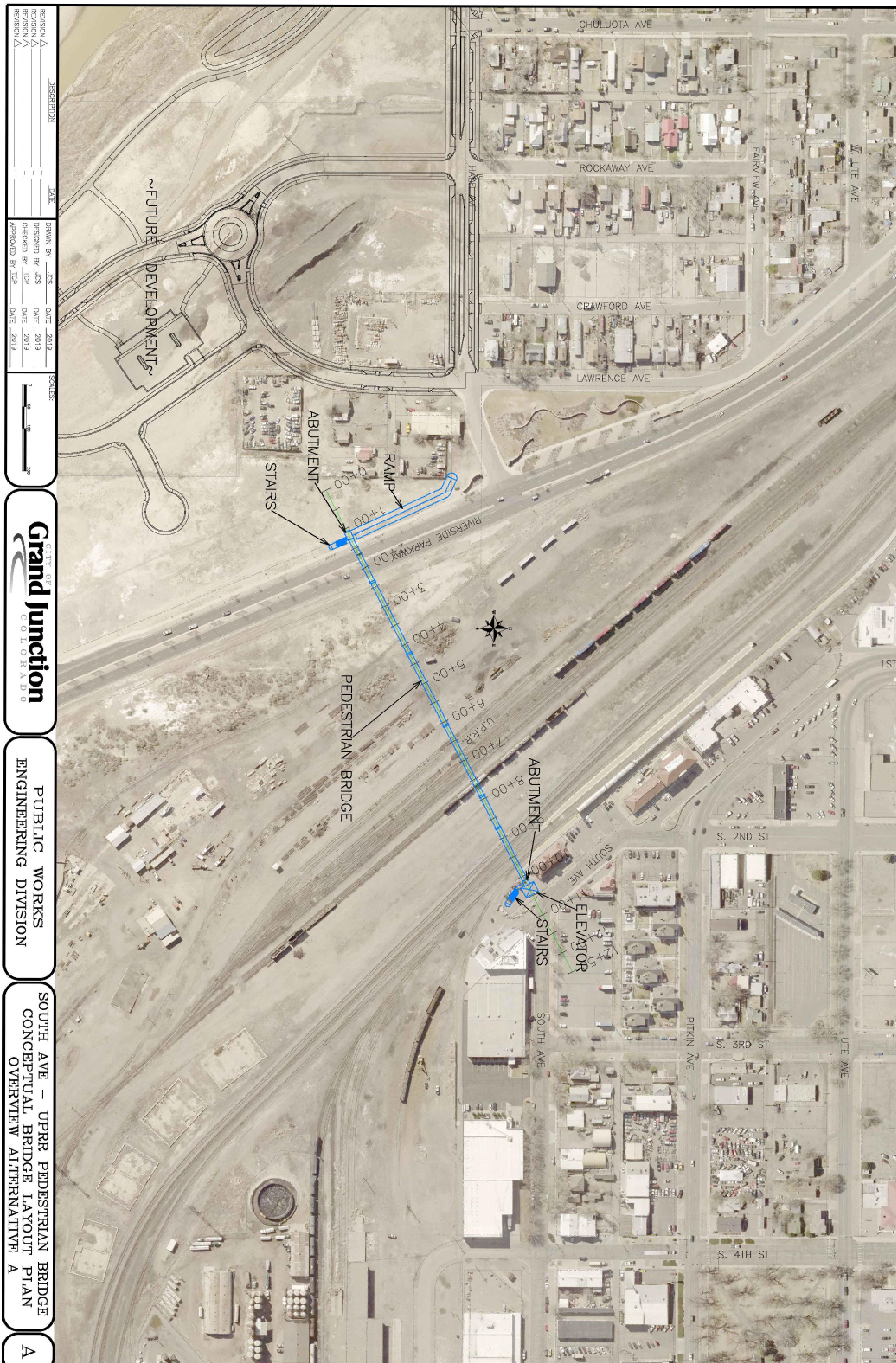

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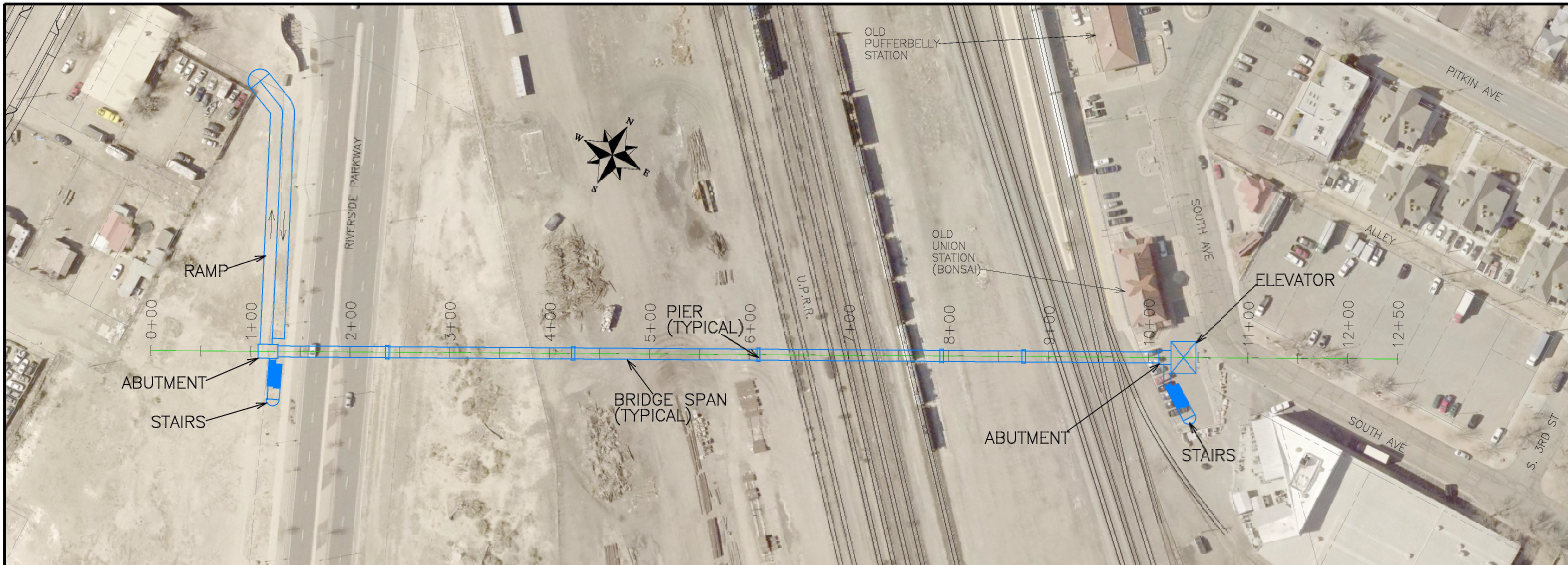

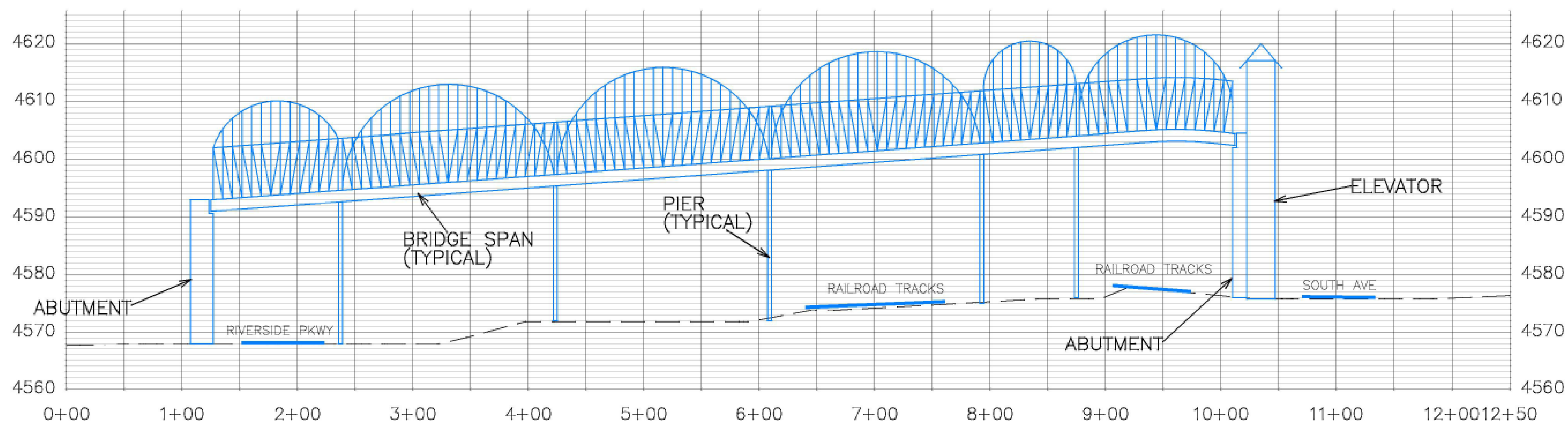

DESCRIPTION	DATE
REVISION △	–
REVISION △	–
REVISION △	–
REVISION △	–

DRAWN BY	JCS	DATE	2019
DESIGNED BY	JCS	DATE	2019
CHECKED BY	TCP	DATE	2019
APPROVED BY	TCP	DATE	2019

SCALES: PLAN & PROFILE
HORIZONTAL
VERTICAL

CITY OF **Grand Junction** COLORADO

PUBLIC WORKS
ENGINEERING DIVISION

SOUTH AVE – UPRR PEDESTRIAN BRIDGE
CONCEPTUAL BRIDGE LAYOUT PLAN
ALTERNATIVE A

A

Resolution No. __-19

A RESOLUTION SUPPORTING THE GRANT APPLICATION FOR MULTI-MODAL OPTIONS FUND (MMOF) FOR THE RIVERFRONT AT DOS RIOS TO DOWNTOWN BIKE-PED BRIDGE PROJECT.

Be it resolved by the City Council of the City of Grand Junction, Colorado that:

The City of Grand Junction by, with and through this Resolution of the City Council supports the Riverfront at Dos Rios to Downtown Bike-Ped Bridge application that the City of Grand Junction has made to the Mesa County Regional Transportation Planning Office's Multi-Modal Options Fund. With the development of Dos Rios and the redevelopment of the 2nd Street and the historic depot area, this signature bridge will provide a safe pathway for bikes and pedestrians between Downtown and the new Riverfront at Dos Rios development.

Colorado SB 18-001 includes a provision that establishes a Multimodal Options Fund (MMOF). The Grand Valley Transportation Planning Region (TPR) has been allocated $1,731,488 to be used in the Grand Valley TPR. A call for projects has been issued.

The Multi-Modal Options Fund provides funding for projects such as transit system improvements as well as multi-modal studies, or bicycle and pedestrian projects.

In accordance with the grant purposes, the City Public Works Department proposes to construct a 900 foot pedestrian bridge across the Union Pacific Railroad's West Yard connecting South Avenue to the Riverside Parkway near the Riverfront at Dos Rios Development. An accessible ramp is proposed on the west side while elevator and stairs will be provided on the east end near the historic depot.

Completion of the Project is scheduled for 2021.

City staff is seeking Mesa County Regional Transportation Planning Office's Multi-Modal Options Fund funding in the amount of $1.731 millon. The City Council of the City of Grand Junction authorizes the expenditure of funds necessary to meet the terms and obligations, including established deadlines, of any Grant awarded.

If the grant is awarded, the City Council hereby authorizes the City Manager to sign the grant agreement with the Mesa County Regional Transportation Planning Office for the project.

The City staff has recommended that the City Council support the grant application and if awarded that the grant be utilized.

PASSED and ADOPTED this 16th day of October 2019

Rick Taggart
President of the Council
ATTEST:

Wanda Winkelmann
City Clerk

Grand Junction City Council

Regular Session

Item #4.b.

Meeting Date: October 16, 2019

Presented By: Randi Kim, Utilities Director

Department: Utilities

Submitted By: Randi Kim

Information

SUBJECT:

A Resolution Supporting the Grant Application for a Bureau of Reclamation Grant for Advanced Metering Infrastructure Project

RECOMMENDATION:

The City staff has recommended that the City Council support the Bureau of Reclamation grant application for the Advanced Metering Infrastructure Project for the City's municipal water system.

EXECUTIVE SUMMARY:

City staff is seeking Bureau of Reclamation grant funding in the amount of $300,000. The Utilities Department proposes to implement an advanced metering infrastructure (AMI) project for the City's municipal water system as part of its long-term goal of efficient water management. The AMI Project includes the upgrade of approximately 9,867 existing manually read water meters with an AMI fixed-based network system that will automatically collect and store hourly consumption data, aiding in water conservation and water use efficiency and improved water management.

BACKGROUND OR DETAILED INFORMATION:

The City initiated a meter replacement program in 2014 and has replaced about 5,298 manual-read meters with automated meters. Completion of the AMI Project is scheduled to be complete by 2022 with the following activities: 1) upgrade remaining 4,569 manual-read water meters to AMI compatible water meters; 2) install a fixed network data collection system that will automatically collect and store hourly consumption data; 3) deploy a web-based utility management portal and a web-based customer portal for water customers to access their accounts to view both real-time flow and information and historical usage data. The upgrade to a fully automated AMI system is expected to result in measurable water savings estimated at 741 acre-feet per year (AFY). Furthermore, deployment of a Customer Portal through which water users will have online access to their own real-time hourly water usage data will prompt customers to make positive changes to their water use behaviors. The AMI Project will reduce real system losses and increase water use efficiency and conservation through the availability of near real-time data on water usage and daily water needs.

FISCAL IMPACT:

Total project costs are $1,821,141. The City is applying for a federal grant of $300,000. The City is required to provide matching funding in the amount of $1,521,141. The City proposes to contribute in-kind (labor) funds in the amount of $175,581. Funds are available in the Water Enterprise Capital Fund approved FY19 budget in the amount of $570,000. The remaining funding would be budgeted in FY20 and FY21.

SUGGESTED MOTION:

I move to adopt Resolution No. 66-19, a resolution supporting the grant application for a Bureau of Reclamation Grant for Advanced Metering Infrastructure Project.

Attachments

1. Resolution Supporting Grant Application for BOR AMI Project

Resolution No. __-19

A RESOLUTION SUPPORTING THE GRANT APPLICATION FOR A BUREAU OF RECLAMATION GRANT FOR ADVANCED METERING INFRASTRUCTURE PROJECT

Be it resolved by the City Council of the City of Grand Junction, Colorado that:

The City of Grand Junction by, with and through this Resolution of the City Council supports the WaterSMART Water and Energy Efficiency Grant application that the City of Grand Junction has made to the United States Bureau of Reclamation (BOR). The application will assist the City in implementing an Advanced Metering Infrastructure Project.

The BOR provides assistance to states, tribes and local governments to conduct planning activities to develop water marketing strategies that establish or expand water markets or water marketing activities between willing participants, in compliance with state and Federal laws.

In accordance with the grant purposes, the City Utilities Department proposes to implement of an advanced metering infrastructure (AMI) project for the City's municipal water system as part of its long-term goal of efficient water management. The AMI Project includes the upgrade of approximately 9,867 existing manually-read water meters with an AMI fixed-based network system that will automatically collect and store hourly consumption data, aiding in water conservation and water use efficiency and improved water management.

Completion of the AMI Project is scheduled to be complete by 2021 with the following activities: 1) upgrade remaining 4,569 manual-read water meters to AMI compatible water meters; 2) install a fixed network data collection system that will automatically collect and store hourly consumption data; 3) deploy a web-based utility management portal and a web-based customer portal for water customers to access their accounts to view both real-time flow and information and historical usage data. The upgrade to a fully automated AMI system is expected to result in measurable water savings estimated at 741 acre-feet per year (AFY). Furthermore, deployment of a Customer Portal through which water users will have online access to their own real-time hourly water usage data will prompt customers to make positive changes to their water use behaviors. The AMI Project will reduce real system losses and increase water use efficiency and conservation through the availability of near real-time data on water usage and daily water needs.

The City staff is seeking Bureau of Reclamation grant funding in the amount of $300,000 over a period up to 2 years. The City Council of the City of Grand Junction authorizes the expenditure of funds necessary to meet the terms and obligations, including established deadlines, of any Grant awarded.

If the grant is awarded, the City Council hereby authorizes the City Manager to sign the grant agreement with Bureau of Reclamation for the Advanced Metering Infrastructure Project grant program.

The City staff has recommended that the City Council support the grant application and if awarded that the grant be utilized for the important purposes of continuing to carefully manage the water resources.

PASSED and ADOPTED this 16th day of October 2019

Rick Taggart
President of the Council
ATTEST:

Wanda Winkelmann
City Clerk

Grand Junction City Council

Regular Session

Item #4.c.

Meeting Date: October 16, 2019

Presented By: Ken Sherbenou, Parks and Recreation Director

Department: Parks and Recreation

Submitted By: Ken Sherbenou

Information

SUBJECT:

A Resolution on Behalf of the Downtown Development Authority Authorizing the City Manager to Submit a Great Outdoors Colorado Mini-Grant Request for the Active ArtLine

RECOMMENDATION:

Staff recommends adoption of the resolution.

EXECUTIVE SUMMARY:

This Resolution enables submission of a grant application to GOCO for the Active ArtLine project on behalf of the Downtown Development Authority (DDA). This project aims to further the connection between two primary community hubs, the Downtown area and the Riverfront.

The Active ArtLine includes a combination of wayfinding signage, interactive and musical equipment and murals to activate and highlight the direct connection that exists between Downtown and the Riverfront. The route is only 1.1 miles and estimated at a 24-minute walk. The path to be enhanced would start at 4th and Main, run east along Colorado Ave and then south along 7th Street. The ArtLine would then go east at Struthers Avenue and connect to the Riverfront Trail next to the Botanic Gardens.

The DDA is not an eligible entity to receive GOCO grants and per the code, any ineligible entity must partner with a GOCO eligible entity to pursue a GOCO grant. This project does not compete with any other City of Grand Junction request. There is another pass through grant application in the Local Park and Outdoor Recreation (LPOR) cycle for a land acquisition in partnership with the Colorado West Land Trust.

The LPOR and the mini grant are independent sources of money and will be considered separately. Both grant proposals are due to GOCO on October 24, 2019.

This resolution will provide authorization for a $45,000 grant request to GOCO for the Active ArtLine. There is no matching cash contribution on the part of the City. However, should the grant be awarded, there will be in-kind support on the part of the City from the Parks and Recreation Staff and the Project Team for installation of some of the improvements. This increases the competitiveness of the grant request yet minimizes the financial burden on the City.

BACKGROUND OR DETAILED INFORMATION:

The Downtown Development Authority has requested sponsorship from the City of Grand Junction for the Active Art Walk project. With all the recent energy and investment devoted to the Riverfront at Dos Rios and the Riverfront at Las Colonias, the DDA and the City would like to better connect Downtown with the Riverfront.

This project will achieve this through art and active components along 7th Street between Downtown and the Riverfront at Las Colonias corridor. The DDA's Active ArtLine is modeled off the 40West ArtLine along Colfax Avenue in Denver. This project has achieved success in connecting key areas in Denver, https://www.40westartline.org/. Grand Junction residents and visitors downtown will be drawn southward along 7th street with a painted line running the length of this connection. Furthermore, artwork will adorn this connection along existing sidewalks using art walk and active play components. Musical instruments will also invite walkers and bikers to stop and play a few notes, thereby increasing the invitingness of the corridor. Visitors and locals alike will realize the proximity of the River District to the Downtown District, a short 1.1 miles. Currently, this route is not inviting. Consequently, biking and walking between the two destinations is minimal.

The project will help change this by providing an interactive art experience for bike and foot traffic between Downtown and the Riverfront. It will extend art and culture from Main Street to lesser active places throughout downtown, including Colorado Avenue and 7th Street (extending into the warehouse/rail district). Plans call for multiple visual improvements along the 7th Street corridor including ground murals, interactive activities focusing on outdoor recreation and sculptures.

Furthermore, the project provides an urban cycling and walking experience to the Riverfront that is easily accessible. This is extremely important given the recent and forthcoming investment in the Riverfront Area and all the community assets that are being created and are already provided there. This includes the River Park at Las Colonias, the Amphitheatre at Las Colonias, the Business Park at Las Colonias, the Botanic Gardens, the connection to Eagle Rim Park and Orchard Mesa Pool and the Dos Rios development. Lastly, providing the proposed Active ArtLine improvements will involve the local community and business owners along the Active ArtLine to further create a sense of culture, pride, and ownership.

This project aligns closely with the strategic directive of diversifying our economic base through linking a focal point of the local business community to the recreation-oriented river frontage along the Gunnison and Colorado rivers. Additionally, it enhances infrastructure through careful planning and supports engagement and community building.

FISCAL IMPACT:

The current cash budget is approximately $65,000, $45,000 of which is the GOCO grant. The DDA has pledged $15,000 towards the project and the One Riverfront Commission has pledged $5,000. Furthermore, the project is supported by in-kind contribution of labor from the Western Colorado Conversation Corps and the City.

SUGGESTED MOTION:

I move to adopt Resolution No. 67-19, a resolution supporting the application for a mini grant from the State Board of the Great Outdoors Colorado Trust Fund for the creation of an Active ArtLine along 7th Street connecting Downtown to the Riverfront.

Attachments

1. Resolution - Downtown Development Authority GOCO Mini Grant Active Art Walk - 092519
2. Downtown Development Authority - 092519 Active Art Walk IGA Oct 2019

RESOLUTION NO. __-19

A RESOLUTION SUPPORTING THE APPLICATION FOR A MINI GRANT FROM THE STATE BOARD OF THE GREAT OUTDOORS COLORADO TRUST FUND FOR THE CREATION OF AN ACTIVE ARTLINE ALONG 7TH STREET CONNECTING DOWNTOWN TO THE RIVERFRONT

Recitals:

The Downtown Development Authority ("DDA"), requested sponsorship from the City of Grand Junction for the creation of an Active ArtLine from 4th and Colorado Ave to 7th Street down to the Botanic Gardens in order to connect downtown to the Riverfront ("Project").

The Project plan depends in significant part on receipt of funding in an amount up to $45,000 from The Great Outdoors Colorado ("GOCO") grant. The DDA is an ineligible recipient of the grant and desires the City to be the conduit through which the DDA, and ultimately the City, will benefit from the Grant. In order for the grant application to be made, the City must agree to serve as the applicant and grantee of the grant.

After due consideration, the City Council of the City of Grand Junction supports the Project and desires the City to assist the DDA's efforts to submit a GOCO grant application to obtain the necessary funding for the Project, and if the grant is awarded, to enter into such further agreements as are necessary and proper to obtain and pass through the grant funds to the DDA and complete the Project.

NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:

1: The City Council of the City of Grand Junction strongly supports the application to GOCO to obtain funds needed to complete the Project. The City Manager is authorized and directed to work with the DDA to review, finalize and timely submit such GOCO grant application.

2: If the grant is awarded, the City Council of the City of Grand Junction strongly supports the completion of the Project, and authorizes the City Manager to sign an appropriate grant agreement on behalf of the City as grantee of the GOCO grant.

3: If the grant is awarded, the City Council of the City of Grand Junction further authorizes the City Manager to negotiate and sign an intergovernmental agreement between the City and the DDA regarding the GOCO grant. Such agreement shall provide for the successful implementation of the grant as proposed in the application to the satisfaction of the grant agreement.

a. Pass through to the DDA of GOCO grant funds received by the City for the Project;

b. The DDA's assumption of the City's obligations under the GOCO grant agreement,

c. Confirmation that the DDA has raised and set aside sufficient funds to satisfy GOCO's matching funds requirement(s) for the Project; and,

d. The DDA's payment of acquisition costs as they come due.

6: This Resolution shall be in full force and effect from and after its passage and adoption.

Passed and adopted this ___ day of ______________, 2019.

____

Mayor, Grand Junction City Council

ATTEST:

____

Wanda Winkelman
City Clerk

INTERGOVERNMENTAL AGREEMENT

THIS INTERGOVERNMENTAL AGREEMENT ("Agreement"), is made and entered into this _______ day of October, 2019, by and between THE CITY OF GRAND JUNCTION, a Colorado home rule municipality, hereinafter called "City," and the DOWNTOWN DEVELOPMENT AUTHORITY, a quasi-governmental entity, hereinafter called "DDA;" collectively the "Parties."

R E C I T A L S

A. The real property along 4th and Main at "Chrome on the Range" south to Colorado Ave and east on Colorado Ave towards 7th Street and south along 7th Street to Struthers Street known as the Active ArtLine project, situated in Mesa County, Colorado, is proposed to be activated by providing a variety of active and colorful art components along this stretch of existing detached path. For purposes of this agreement, this is referred to as "The Project".

B. The DDA requests sponsorship from the City on application for a Mini Grant from the State Board of the Great Outdoors Trust Fund for the Active ArtLine.

C. Pursuant to City Council Resolution No. ____________ entitled "A Resolution Supporting The Application For a Mini - Grant From The State Board of the Great Outdoors Colorado Trust Fund For Active ArtLine project" the City applied for a grant in an amount up to $45,000 (the "Grant") from The State Board of the Great Outdoors Colorado Fund ("GOCO") activating this connection through active components and art (the "Project"); and

D. The DDA is an ineligible recipient of the Grant and the Parties desire the City to be the conduit through which the DDA, and ultimately the City, will receive the benefit of the Grant; and

E. In order to obtain and pass through the grant funds to the DDA and complete the Project, the City must complete and sign a grant agreement with GOCO in substantially the form attached to this Agreement as Exhibit "A" (the "Grant Agreement"); and

F. The City and the DDA desire to enter into this Agreement to set forth their agreement concerning the terms and conditions of the City's execution of the Grant Agreement and pass-through of the Grant funds to the DDA and to clarify the parties' rights and obligations regarding the Project and the Grant Agreement; and

G. An intergovernmental agreement is authorized pursuant to Section 18, Article XIV of the Colorado Constitution, Section 29-1-203, C.R.S., Section 22-32-110(1)(f), C.R.S., and other applicable laws.

NOW, THEREFORE, in consideration of the mutual covenants and conditions contained herein and other valuable consideration the sufficiency of which is acknowledged, the Parties agree as follows:

1. The DDA hereby covenants and agrees to assume all of the City's obligations under the Grant Agreement, including, but not limited to, contribution of the matching cash and/or in-kind contributions up to $20,000 for the Project as reflected in the Project budget and as required by GOCO policy, and shall provide such evidence of the same as GOCO may require.

2. In furtherance of this Agreement, the DDA and the City agree that the City will provide up to $10,000 worth of in-kind contribution that includes installation of several active or playground components under the Grant and/or the Grant Agreement with respect to construction of the Project. The DDA shall be responsible for paying all Project construction costs as they come due. City hereby covenants and agrees to submit to GOCO reimbursement requests or progress reports, together with any supporting documentation, prepared or provided by the DDA for funds expended on the Project and to remit to the DDA the Grant proceeds, including any Grant progress payments it receives prior to completion of the Project, upon receipt thereof from GOCO pursuant to the Grant Agreement until the full amount of the Grant has been received and remitted to the DDA. In the event the Grant Agreement sets forth a different method for distribution of Grant funds, the parties agree to abide by the terms of the Grant Agreement.

3. The City shall use its best efforts to fulfill all of the conditions precedent to obtaining the Grant, including execution and delivery of the Grant Agreement. The DDA will cooperate with the City and provide all documents necessary for the City to fulfill the conditions precedent, if any.

4. Subject to annual appropriation, the DDA will, at its own expense, operate, repair and maintain the Project Improvements to the same standards observed by the DDA in maintenance and operation of other DDA outdoor facilities for the useful life of the Improvements.

5. The City will assist with the administration of the Grant, including but not limited to preparing and submitting any and all reports required by the Grant Agreement.

6. The DDA agrees to involve a representative from the City's Parks and Recreation Department in the decision-making process involving alterations, if any, to the Project that materially affect the City's obligations under the Grant Agreement.

7. This Agreement shall not terminate until the Grant Agreement is fully performed and satisfied as required by the Grant Agreement. Upon termination, the Improvements shall be and remain the property of the DDA.

8. Should either party fail to substantially perform its obligations hereunder, the other party may give written notice of the exact nature of the default. The party in default shall correct the default or provide written schedule of when and how the default will be corrected within fifteen (15) days from receiving such notice. Failure to perform shall entitle the non-defaulting party to pursue any other remedy in law or equity to enforce the terms hereof.

9. Nothing contained herein shall be construed as a limitation upon the DDA's right to make additions to the Property or any portion thereof, so long as such is done as required by the Grant Agreement and the changes do not materially interfere with the public's right to use the Improvements as specified in Paragraph 5 above.

10. This Agreement shall be binding upon and inure to the benefit of the successors in interest of the respective parties.

11. The City's rights and obligations hereunder may not be assigned without the District's written consent, and any attempt to do so will be deemed a default by the City for failure to substantially perform a material covenant and obligation hereunder.

12. The DDA's rights and obligations hereunder may not be assigned without the City's written consent, and any attempt to do so will be deemed a default by the DDA for failure to substantially perform a material covenant and obligation hereunder.

13. General Provisions.

a. <u>Entire Agreement – Merger- Modifications – No Waiver</u>. This Agreement contains the entire understanding of the Parties and is intended as a complete and final expression of their agreement and of the terms thereof. All prior statements and representations, including those which may have been negligently made, and all prior understandings and agreements are merged herein. The Parties specifically waive any claims they may have for negligent misrepresentations in the formation of this Agreement. This Agreement shall not be modified except by a writing signed by the Parties hereto or their duly authorized representatives. No waiver by either Party of any default shall be deemed a waiver of any subsequent default.

b. Time of the Essence. Time is of the essence of this Agreement, and in the event of the failure of either Party to perform any term or condition hereof, including but not limited to terms pertaining to delivery and payment, such party shall be in default and the other party shall be entitled to all remedies provided by law and the terms of this Agreement.

c. Governing Law. This Agreement shall be governed by and construed in accordance with the laws of the City of Grand Junction, State of Colorado. Venue for all actions connected herewith shall be in Mesa County, State of Colorado.

d. Invalidity. If any clause or provision of this Agreement be determined to be illegal, invalid or unenforceable under present or future laws, then it is the intention of the parties that the other terms and provisions of this Agreement shall not be affected thereby.

e. Captions. Article titles and paragraph titles or captions contained in this Agreement are inserted only as a matter of convenience and for reference and in no way define, limit, extend or describe the scope of this Agreement or the intent of any provisions thereof.

f. Pronouns. All pronouns and any variations thereof shall be deemed to refer to the masculine, feminine or neuter, singular or plural, as the identity of the person, persons, entity or entities may require.

g. Attorney's fees. If, on account of any breach or default by a Party hereto under the terms and conditions hereof, any judicial proceeding shall be commenced to enforce any provision(s) of this Agreement, the substantially prevailing party shall (in addition to other relief granted) be awarded all reasonable attorneys' fees and costs resulting from such litigation to the extent permitted by law.

h. No Third Party Beneficiaries. This Agreement does not create any rights in any individual or entity not a party to this Agreement.

i. TABOR. No provision of this Agreement shall be construed or interpreted: 1) to directly or indirectly obligate either Party to make any payment in any year in excess of amounts appropriated for such year; 2) as creating a debt or multiple fiscal year direct or indirect debt or other financial obligation whatsoever within the meaning of Article X, Section 6 or Article X, Section 20 of the Colorado Constitution (TABOR) or any other constitutional or statutory limitation or provision; or 3) as a donation or grant by any Party in aid of any person, company or corporation under applicable Colorado law.

CITY OF GRAND JUNCTION

By__________________________
Greg Caton
City Manager

ATTEST:

____
Wanda Winkelmann
City Clerk

Downtown Development Authority

By________________________________

ATTEST:

____

Grand Junction City Council

Regular Session

Item #5.a.i.

Meeting Date: October 16, 2019

Presented By: Greg Caton, City Manager, Trent Prall, Public Works Director, Tamra Allen, Community Development Director

Department: Community Development

Submitted By: Tamra Allen, Community Development Department Director

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Information

SUBJECT:

Consider a Group of Actions Including 1) An Ordinance to Amend Multiple Sections of the Zoning and Development Code to Update the Transportation Capacity Payment and the Parks and Recreation Impact Fee and to Adopt New Impact Fees for Police, Fire and Municipal Facilities; and 2) An Ordinance Amending Ordinance No. 3641 Regarding the Growth and Development Related Streets Policy

RECOMMENDATION:

The Planning Commission heard this at their September 24, 2019 meeting and recommended to not approve the full staff recommendation. The transcription of the hearing has been included in the packet.

EXECUTIVE SUMMARY:

In July 2018, City Council provided direction to staff to conduct a study for the impact fees related to a variety of city capital facilities. In the Fall of 2018, the City contracted with TischlerBise a consultancy that conducts impact fee studies across the country. TischlerBise has provided a study for the maximum fee potential new impact fees related to police, fire and municipal facilities. Included in their study is an update for Parks Impact Fees, fees that have not been updated for more than 35 years.

Prior to the work with TischlerBise, the Grand Valley Metropolitan Planning Organization (GVMPO) had contracted with Duncan Associates to update the Transportation Impact Fees within the Grand Valley, including Mesa County, the City of Grand Junction, the City of Fruita and the Town of Palisade. An impact fee study was last conducted for transportation in 2002 and were, at that time, adopted at 52 percent of the recommended rate.

<u>BACKGROUND OR DETAILED INFORMATION:</u>

PURPOSE OF IMPACT FEES

Impact fees are one-time payments for new development's proportionate share of the capital cost of infrastructure. TischlerBise, on behalf of the City, has drafted an impact fee study for fire, police, municipal facilities and parks and recreation pursuant to the State enabling legislation and consistent with Colorado Revised Statutes regarding the purpose and methodology related to calculation of impact fees. The study specifically addresses the City of Grand Junction's Municipal Facilities, Fire, Police, and Parks and Recreation facilities.

Impact fees have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive funding strategy to ensure provision of adequate public facilities. Impact fees may only be used for capital improvements or debt service for growth-related infrastructure. They may not be used for operations, maintenance, replacement of infrastructure, or correcting existing deficiencies.

IMPACT FEE STUDIES

The regional Grand Valley Metropolitan Planning Organization (GVMPO) completed an update to their 2002 Transportation Impact Fee study in Fall of 2018. The report was authored by Duncan Associates and recommended a significant increase in transportation impact fees, known as Transportation Capacity Payments (TCP).

In July 2018, the City Council directed staff to engage a separate consultant to conduct a nexus study for development impact fees for Fire, Police, Municipal Facilities and Parks. The City engaged the consultant TischlerBise in this effort and a report was completed in April 2019. The report found that a substantial fee could be assigned to growth's share of maintaining capacity at today's level of service in the capital facilities related to Fire, Police and Municipal Facilities. The report also recommended a significant increase in the Parks and Recreation Impact Fee.

Originally, the TCP was proposed to be adopted first, followed by discussion regarding the other impact fees, however concern was expressed during the Planning Commission's March 26, 2019 hearing that all the fees (TCP, Fire, Police, Municipal Facilities and Parks) be heard together. As a result, the TCP fees were withdrawn from hearing at the City Council's May 1, 2019 meeting.

OUTREACH

Since May 2018, staff has been working with a variety of stakeholders including representatives from the Chamber of Commerce, Western Colorado Contractor's Association, Homebuilders of Western Colorado (HBA), Associated Members of

Growth and Development (AMGD), and Grand Junction Area Realtors Association (GJARA) to identify an implementation program for the fees that would be mutually agreeable between all stakeholders. The group has met five times since May to discuss this topic.

Staff met with stakeholders multiple times between May and the end of July to discuss and negotiate the fee structure, keeping in mind that any fee would need to be defensible and its methodology aligned with a fee study. Based on these discussions and work sessions, negotiations resulted in several deviations from the original fee studies, based on the direct input from stakeholders. These changes were founded on additional work and analysis provided by either TischlerBise or Duncan Associates to ensure the methodology for the fee was legally defensible. The changes included:

§ Creating a fee for single-family that was stratified by size. This resulted in a decreased fee for smaller units to address issues expressed about affordability/attainability of homes based on price.

§ Reducing the Multi-family TCP to be consistent with the smallest single-family residential category to ensure parody between use types.

§ Compressing TCP fees for commercial into six categories. This resulted in a significant decrease in the collection of commercial TCP for specific uses such as medical offices.

§ Also, as a result of the passage of 2B, costs for vehicles for police were removed from the capital needs calculation.

The discussions with the industry stakeholders and workshop input resulted in the recommendations herein proposed by staff regarding fees and implementation schedule.

In advance of the August 5 workshop, the industry stakeholder group submitted a letter acknowledging that fees need to be updated but requesting fees for transportation and parks and recreation be updated at a rate of 50% of the proposed increase. They also requested that no fees be adopted for Fire, Police and Municipal Facilities.

The updated TCP study was presented to City Council and Planning Commission at a December 3, 2018 workshop and at a workshop with both City Council and Planning Commission held on March 4, 2019. Subsequent workshops have been held on impact fees in June, August and September, 2019.

EXISTING TRANSPORTATION CAPACITY PROGRAM
In 2004, the City adopted Ordinance No. 3641 that provided the approach for

calculation and collection of the City's Transportation Capacity Payment (TCP) fee. The TCP was modeled so that the City would pay for improvements to the street system that either provided capacity to the system or added safety improvements. The streets identified for the use of the TCP funds were only those streets shown on the adopted Grand Valley Circulation Plan functional classification map and that were considered part of the City's Major Street System. Though the Streets Policy required the City to pay for safety improvements (such as turn lanes or traffic signals) those costs were not included in the calculation of the TCP fee. The TCP fees and methodology were based on a fee study conducted by Duncan and Associates in 2002. The fees were originally adopted at a rate of 52% of what was recommended by the study. The fee was to be adopted annually by resolution of the Council and be adjusted annually for inflation in the Consumer Price Index. This has not happened regularly. Since adoption in 2004, the City adjusted the fee for residential development (based on the CPI) from $1,500 to $1,589 between 2004 and 2007 then to its current fee of $2,554 in 2008 but which have not been adjusted since. The TCP fee for Commercial development was originally adopted at a rate of $2,461 per 1,000 square feet (e.g. Shopping Center) and was adjusted upwards in 2008 to $2,607 and then in 2013, 2014 and 2015 to a rate of $4,189 per 1,000 square feet (e.g. Shopping Center) that is being collected today.

REDEVELOPMENT AREA INCENTIVE (TCP)
In 2013 the City Council adopted Resolution 15-13, which provided for infill and redevelopment incentives. Within the defined redevelopment area TCP fees were reduced. The boundary included Downtown, the river district area as well as the North Avenue corridor between State Highway 6 & 50 and I-70 Business Loop. It was intended to encourage development of infill parcels and redevelopment of underutilized land within certain areas of the City. The Redevelopment Area provides for significant incentive for redeveloping these area, especially if building more than one story. For example, a four-story hotel of 96 rooms outside of the redevelopment area today would pay a fee of $231,072, while if it is constructed inside of the redevelopment area the fee would equate to $28,884 (the formula = # of rooms x $2,407 / 2 divided by # of stories). Staff is recommending maintaining the Redevelopment Area incentive as currently adopted.

GROWTH AND DEVELOPMENT RELATED STREETS POLICY
At the same time the City adopted updated TCP fees in 2004, the City adopted a Growth and Development Related Streets Policy. At that time the City determined that there were three key components to a meaningful growth and development related street/traffic policy. These included: 1. Collection of a realistic TCP fees for all new development projects, 2. A clear articulation of what minimum requirements (in addition to TCP fees) each development must construct; and, 3. City funding and/or other means of participation in construction of street improvements. The 2004 policy replaced the previous policy that required developers to pay for the improvement of the half of the street(s) that was directly abutting their project ("half street improvements") and

eliminated the need for the developer to build any safety improvements (e.g., turn lanes into their development) as well as eliminated any need for the developer to pay for any off-site improvements (e.g., intersection improvements and traffic signals). As the Policy and Fees are today, there are significant implications for how the City funds street capacity and safety improvements. Those include:

1) The City pays for all safety improvements, even those related to a specific development and benefiting only a specific development(s).

2) The obligation to improve that street (Collector designation or higher) is carried in full by the City – even if the improvements are necessary for access to a specific development. Only if the street is considered a "local or unclassified" street is the developer required to construct it.

The net effect has been two-fold, whereas:

1) The City carries the full cost of improving/constructing all streets (classified higher than local) and

2) The City finds itself moving capital dollars towards certain street projects to serve specific development, but that may not be of the greatest overall community benefit or need.

In a survey of other jurisdictions, staff found that cities almost always require the developer to pay for the adjacent street to be developed to a local street standard (or that are adequate to serve the development) including curb, gutter and sidewalk and then the city pays the portion of the cost required to "upsize" the street to a higher classification (e.g., collector or arterial, etc.). In addition, other cities require all safety improvements such as acceleration and deceleration lanes to be constructed as part of a development. Both on-site safety improvements (eg. Turn lanes to/from development) and off-site safety improvements (eg. signalized intersection a few blocks away) are generally required. Staff is recommending repealing the previous Growth and Development Related Streets Policy and modifying the language within the Zoning and Development Code to require developments to construct safety improvements related to the specific development. As discussed with industry stakeholder's this requirement would be implemented beginning January 1, 2021 to allow for the industry to prepare for this change.

EXISTING PARKS IMPACT FEE

The City currently has a Parks impact fee of $225 that is collected per residential unit. This fee has been in place since 1987and has not been updated since initial adoption. The TischlerBise study found that a significant increase in this fee is warranted in order for park and recreation capital improvements to maintain the existing level of service for the City related to parks and recreation. Since residents utilize parks, a Parks and Recreation fee is only charged to residential uses. Staff is recommending implementation of the full Parks and Recreation fee over three years in equal annual increases starting January 1, 2020.

There are currently 251.9 acres of undeveloped parkland including Matchett at 205.5 acres, Flint at 3.3, Horizon at 12.6, and Saccomanno at 31. The cost to develop the majority of this currently undeveloped park land is estimated at $36,000,000. The rate of park development is not keeping pace with population growth due in part to the inadequate impact fee. The 10-year growth projection in the TischlerBise study indicates a need to develop 65 more acres of parkland to serve anticipated growth. Without a method to pay for the needed park development, the level of service will decline. The cost to develop 65 additional acres is estimated $12,512,000. This is on top of the $36,000,000 to develop a majority of the parkland currently undeveloped, for a total shortfall of over $48,000,000. The increase in impact fees for parks will assist in maintaining of the current level of service in the parks system as well as meet the additional demand brought by projected growth.

Impact Fees were discussed at the May 2, 2019 Parks Recreation Advisory Board meeting. Below is an excerpt from the approved minutes from that meeting.

Item 3: Impact Fees
Rob Schoeber talked with the board about the Impact Fee Study that was recently presented to the Planning Commission. Rob explained the difference between Open Space Fees and Development Impact Fees as well as Level 1 and Level 2 parks. Currently the Development Impact fee is $225 per lot. These fees are used for the capital improvements or growth-related infrastructure, not operations or maintenance.

The company that executed the study determining the cost per person of Level 1 and Level 2 parks by using the acres of each type and the cost to develop that type of park (which Staff provided). The study shows the cost of a Level 1 park to be $11.25/person and of a Level 2 park to be $666.76/person. Using those costs and an average of persons found per housing unit the study proposes Development Impact fees of $1606 per single family unit and $1055 per multi-family unit. A 2015 survey showed the national average fee to be $2812, and the Colorado average was $3300.

Sam Susuras made a motion that the Parks and Recreation Advisory Board support an increase in impact fees and the methodology by which they were evaluated. The motion was seconded by Byron Wiehe and carried unanimously.

NEW IMPACT FEES (FIRE, POLICE, MUNICIPAL FACILITIES)
As directed by City Council in July 2018, an impact fee study included an analysis for

the capital needs of Police, Fire and Municipal Facilities related to the impacts of growth on capital needs of these facilities. The study found that fees could be charged to growth to maintain the existing level of service for these facilities. Staff is recommending implementation of the full Fire, Police and Municipal Facilities fees over three years in equal annual increases starting January 1, 2020.

STAFF RECOMMENDATIONS

Staff recommends adopting the fee schedules as attached as well as the following implementation schedule:

Transportation Capacity Payments (TCP)

a. Fee increases for TCP will begin January 1, 2020

b. The City will implement the full fees over 3 years in equal biannual increases.

c. After full implementation the fee will increase by a 10-year rolling average of CDOT's Construction Cost Index.

d. For Single-Family (detached and attached) dwelling units, full fees will be collected at time of Planning Clearance.

e. For Multi-Family dwelling units, excluding those intended to be separate fee simple ownership (eg. Duplex, Townhomes, Condominiums), implement the full fee. The fee would be established at time of complete application submittal and would be valid so long the project commenced construction within two years from the date of application submittal.

g. Payment of fees will no longer be considered for deferral. Parks is currently the only City impact fee that cannot be deferred.

h. The City will retain its Redevelopment Area boundary that provides for significant reductions in TCP fees for development in this area where street infrastructure is in place.

Fire, Police, Municipal Facilities, and Parks

a. Fee increases for Parks and Recreation and new fees for Fire, Police, Municipal Facilities will begin January 1, 2020

b. The City will implement the full fees over 3 years in equal increases.

c. After full fee implementation, the fee will increase annually by the Construction Cost Index published by Engineering News Record.

d. For Single-Family (detached and attached) dwelling units, full fees will be collected at time of Planning Clearance.

e. For Multi-Family dwelling units, excluding those intended to be separate fee simple ownership (eg. Duplex, Townhomes, Condominiums), implement the full fee. The fee would be established at time of complete application submittal and would be valid so long the project commenced construction within two years from the date of application submittal.

g. Payment of fees will no longer be considered for deferral. Parks is currently the only City impact fee that cannot be deferred.

Safety Improvements

a. Commencing January 1, 2021, development such as a subdivision in which traffic warrants safety improvements (eg. Turn lane and deceleration lanes) for a development (as determined by a traffic study or similar methodology) will be required to make necessary safety improvements.

b. Should the improvements benefit future adjacent development, a cost reimbursement agreement may be executed on behalf of the developer for a period up to 20 years with the option of an extension of the term.

NOTIFICATION REQUIREMENTS

Notice was completed as required by Section 21.02.080(g). Notice of the public hearing was published on September 14, 2019, in the Grand Junction Daily Sentinel.

ANALYSIS

In accordance with Section 21.02.140(c), a proposed text amendment shall address in writing the reasons for the proposed amendment. There are no criteria for review because a code amendment is a legislative act within the discretion of the City Council. Reasons for the proposed amendments are provided in the Background section of this report.

STAFF RECOMMENDATION AND FINDINGS OF FACT

In accordance with Section 21.02.140(c) of the Zoning and Development Code, the reasons for the amendment have been adequately addressed and include but are not limited to the amendments being necessary for growth to pay a proportionate share of the cost of capital facilities to maintain adequate level of service for Fire, Police, Municipal Facilities, Parks and Recreation and Transportation and to provide mechanisms which will allow for the construction of safety improvements concurrent with development. Staff therefore recommends approval of the proposed amendments to the Zoning and Development Code.

FISCAL IMPACT:

The fiscal impact of impact fees is driven by growth which results in needed improvements and expansion of facilities. The needs and the related impact fee revenue are only generated if growth occurs. Following is a comparison of the revenue and costs generated from growth. In each case the revenues from impact fees only pay a portion of the cost.

Currently the City receives on average $1.6 million per year in Transportation Impact Fees (aka Transportation Capacity Payments). At full implementation, the anticipated revenue is estimated at approximately $3.6 million per year. With a three-year implementation schedule, $2 million in TCP revenues will not be collected. Over a 10-year period based on growth assumptions, the revenue generated from impact fees will be $36 million and the cost of street expansion is estimated at $184 million. The revenue from impact fees will therefore only cover only 20% of the cost of expansion improvements as a result of growth.

The City currently collects an average of $350,000 per year in Parks impact fees. At full implementation, the anticipated revenue is estimated at approximately $569,000 per year. With a three-year implementation schedule, $487,000 in Parks and Recreation impact fee revenues will be lost. Over a 10-year period based on growth assumptions, the revenue generated from impact fees will total $6.5 million with cost of expansion estimated by the impact fee study of $12.7 (page 42 of TischlerBice report). The revenue from impact fees will therefore only cover 51% of the cost of park development which will be needed as a result of growth.

The City does not currently collect Police impact fees. At full implementation, the anticipated revenue is estimated at approximately $129,000 per year. With a three-year implementation schedule, $129,000 in Police impact fee revenues will be lost. Over a 10-year period based on growth assumptions, the revenue generated from impact fees will total $1.5 million with cost of expansion estimated by the impact fees study of $3.7 million. (page 33 of TischlerBice report). The revenue from impact fees will therefore only cover 41% of the cost of expansion of police facilities improvements which will be needed as a result of growth.

The City does not currently collect Fire impact fees. At full implementation, the anticipated revenue is estimated at approximately $302,000 per year. With a three-year implementation schedule, $302,000 in Fire impact fee revenues will be lost. Over a 10-year period based on growth assumptions, the revenue generated from impact fees will total $4.1 million with cost of expansion (Station #9) estimated by the impact fees study of $4.1 million. (page 25 of TischlerBice report). The revenue from impact fees will therefore only cover 75% of the cost of building only one additional fire stations which will be needed as a result of growth. It is important to note that the First Responder Tax was intended only to build and operate current Fire Stations #6, #7, and #8 which are current deficiencies. At the projected growth of the study, the City may need two additional stations (#9 and #10).

The City does not currently collect Municipal Facilities impact fees. At full implementation, the anticipated revenue is estimated at approximately $362,000 per year. With a three-year implementation schedule, $362,000 in Municipal Facilities impact fee revenues will be lost. Over a 10-year period based on growth assumptions, the revenue generated from impact fees will total $5.4 million with cost of expansion estimated by the impact fees study of $6.2 million. (page 13 of TischlerBice report). The revenue from impact fees will therefore only cover 87% of the cost of expansion of municipal services facilities expansion which will be needed as a result of growth.

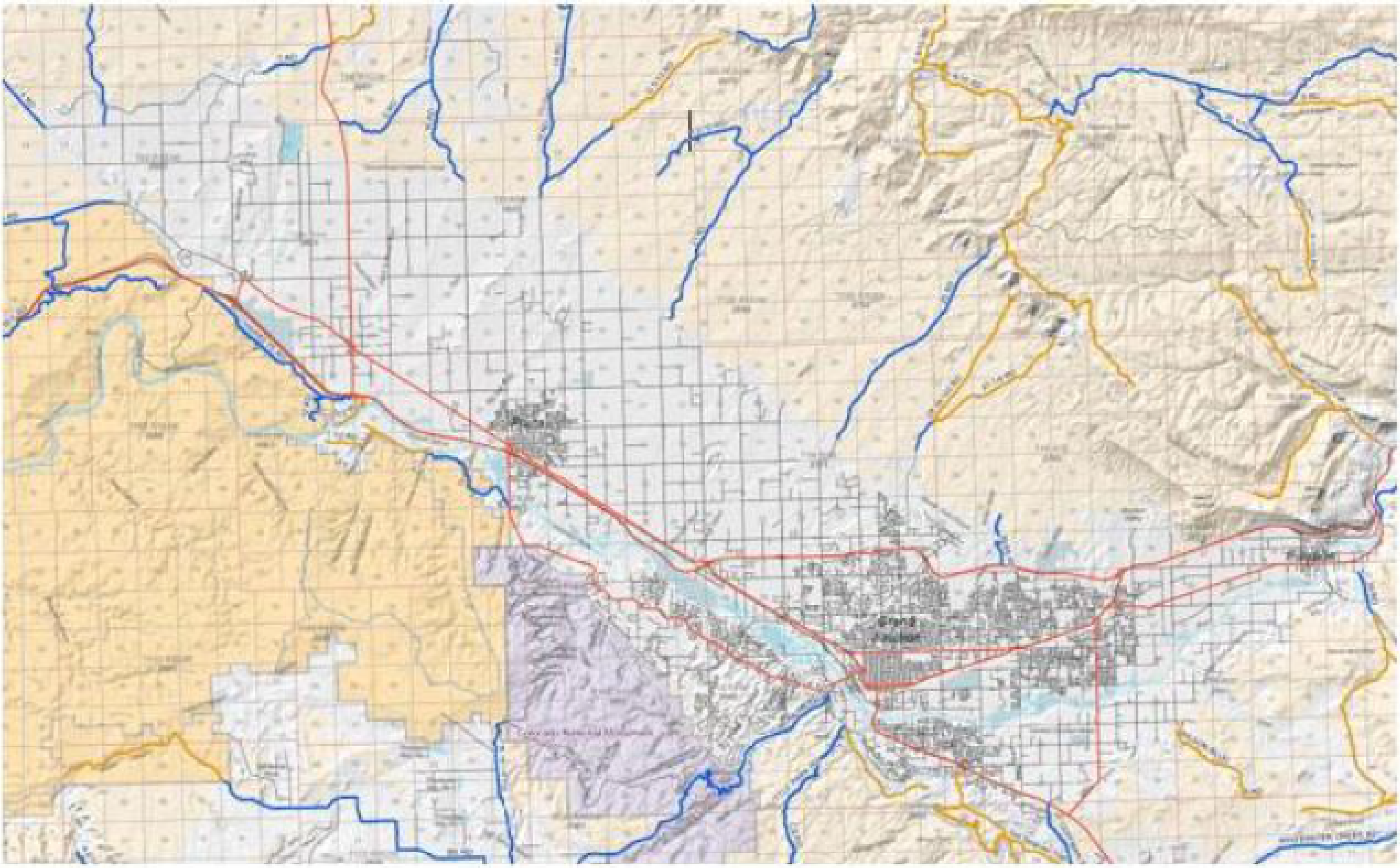
SUGGESTED MOTION:

I move to (adopt/deny) Ordinance No. 4878, an ordinance amending Section 21.06 and adding Section 21.11 of the Grand Junction Zoning and Development Code Concerning the updating of and adoption of new Development Impact Fees on final passage and order final publication in pamphlet form; and

I move to (adopt/deny) Ordinance No. 4879, an ordinance amending Ordinance No. 3641 concerning growth and development related Street Policy on final passage and order final publication in pamphlet form.

Attachments

1. Grand Junction CO Dev Transportation Impact Fee Study 2019_FINAL
2. Grand Junction CO Dev Fire Police Facilities Parks Impact Fee Study 4.10.19
3. City Council Presentation for 8-19-19 Workshop - Tischler Bise
4. Police Fire MF Parks Implementation Schedule
5. TIF Implementation Schedule
6. Comparison Table Industry to Staff Proposed
7. Stakeholder Position letter on impact fees
8. Fee Comparison GJARA_MetroStudy
9. Fee Comparison - TischlerBise
10. Annual Sales Tax Increase per Annual Housing Unit Increase
11. Sep 24 2019 - Impact Fee Discussion transcript
12. Commissioner Ehlers Letter
13. Ordinance No. 3641 - 2004
14. Ord-Amend Ordinance No 3641 vFINAL
15. ORD-Impact Fees vFINAL



Transportation Impact Fee Study

for Mesa County, Colorado

prepared by

Duncan Associates

November 2018

with minor revisions February 2019

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prepared by Duncan Associates
Clancy Mullen, Principal/Project Manager
17409 Rush Pea Circle, Austin, Texas 78738
(512) 423-0480, clancy@duncanassociates.com

List of Tables

EXECUTIVE SUMMARY

This is a slightly revised version of the November 28, 2018 study, which adds some alternative residential land use categories. Specifically, it (1) adds the option of single-family detached fees for four unit size categories, (2) breaks down the multi-family category into three potential subcategories (multi-family low-rise, multi-family mid-rise, and townhome), and (3) adds two senior adult housing categories (detached and attached). The changes modify Tables 7 and 17, and add a new Appendix E. In all other respects, the study is unchanged.

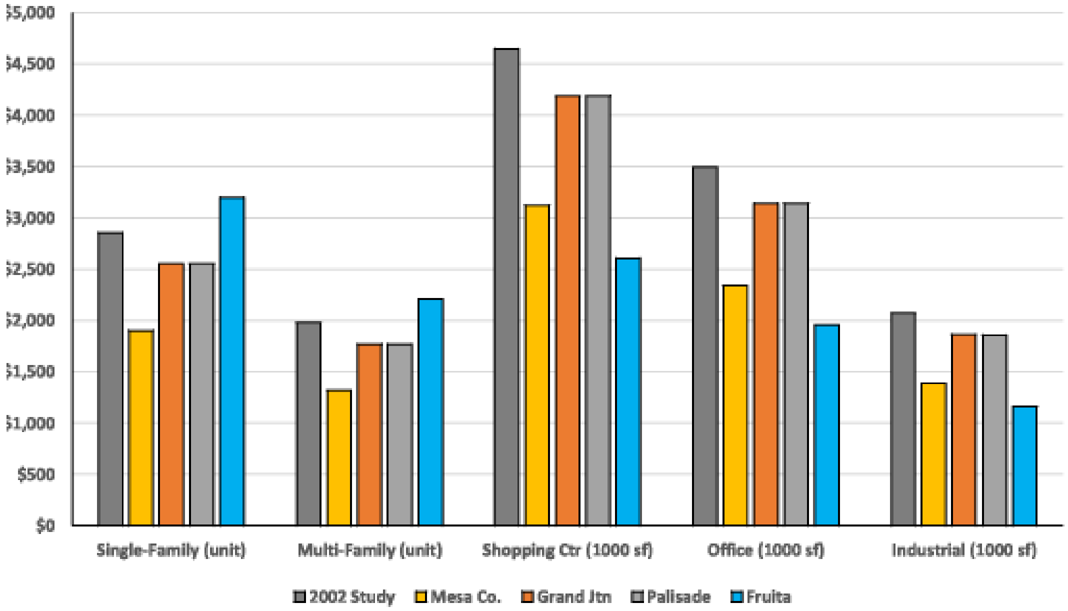
The purpose of this project is to assist Mesa County and participating municipalities (Grand Junction, Palisade and Fruita) by updating the county-wide transportation impact fees study. The previous study was prepared in 2002. The fees calculated in that study and the fees currently being charged by the participating jurisdictions are summarized in Table 1, and are illustrated in Figure 1 on the following page for five major land use categories. All jurisdictions originally adopted the fees at a lower rate than calculated in the 2002 study, and some have adjusted the fees periodically for inflation. Except for Fruita's residential fees, the current fees being charged are lower than the fees calculated 16 years ago.

Table 1. Current Transportation Impact Fees

Land Use	Unit	2002 Study	Mesa County	Grand Junction	Palisade	Fruita
Single-Family Detached	Dwelling	$2,854	$1,902	$2,554	$2,554	$3,200
Multi-Family	Dwelling	$1,979	$1,317	$1,769	$1,769	$2,208
Mobile Home/RV Park	Pad	$1,435	$958	$1,284	$1,284	$795
Hotel/Motel	Room	$2,687	$1,795	$2,407	$2,407	$1,494
Shopping Center (0 to <100k sf)	1,000 sf	$4,646	$3,124	$4,189	$4,190	$2,606
Shopping Center (100k to <249k sf)	1,000 sf	$4,393	$2,935	$3,933	$3,935	$2,447
Shopping Center (250k to <500k sf)	1,000 sf	$4,267	$2,843	$3,805	$3,815	$2,368
Shopping Center (500k sf or more)	1,000 sf	$3,942	$2,627	$3,525	$3,521	$2,193
Auto Sales/Service	1,000 sf	$4,232	$2,824	$3,780	$3,785	$2,352
Bank	1,000 sf	$7,117	$4,744	$6,359	$6,365	$3,957
Convenience Store w/Gas Sales	1,000 sf	$10,191	$6,818	$9,143	$9,149	$5,689
Golf Course	Hole	$6,578	$4,439	$5,951	$5,954	$3,702
Health Club	1,000 sf	$3,813	$2,542	$3,422	$3,410	$2,129
Movie Theater	1,000 sf	$11,834	$7,889	$10,574	$10,584	$6,578
Restaurant, Sit Down	1,000 sf	$5,757	$3,838	$5,159	$5,150	$3,210
Restaurant, Fast Food	1,000 sf	$12,846	$8,596	$11,544	$11,532	$7,182
Office, General (0 to <99k sf)	1,000 sf	$3,494	$2,342	$3,141	$3,142	$1,954
Office, General (100 sf or more)	1,000 sf	$2,973	$1,997	$2,682	$2,675	$1,668
Office, Medical	1,000 sf	$9,807	$6,607	$8,862	$8,865	$5,514
Hospital	1,000 sf	$4,554	$3,069	$4,112	$4,117	$2,558
Nursing Home	1,000 sf	$1,276	$860	$1,149	$1,153	$715
Church	1,000 sf	$2,184	$1,462	$1,967	$1,961	$1,224
Day Care Center	1,000 sf	$4,553	$3,052	$4,086	$4,094	$2,542
Elementary/Secondary School	1,000 sf	$713	$478	$639	$641	$397
Industrial Park	1,000 sf	$2,073	$1,385	$1,864	$1,857	$1,160
Warehouse	1,000 sf	$1,477	$987	$1,328	$1,324	$826
Mini-Warehouse	1,000 sf	$512	$344	$460	$463	$286

Source: 2002 study fees from Duncan Associates, *Transportation Impact Fee Study for Mesa County, Colorado*, September 2002; Mesa County fees from resolution adjusting the fees for inflation adopted January 8, 2018; Palisade fees from Town of Palisade, February 5, 2018; Fruita fees from 2018 fee schedule from City of Fruita, February 5, 2018.

Figure 1. Existing Transportation Impact Fees, Mesa County



Note: Shopping center and office fees based on 100,000 sq. ft. building

Update Overview

This study retains the general methodology used in the 2002 study (see discussion of methodology in Appendix D). The original study calculated regional and non-regional fees, under the expectation that the participating jurisdictions would pool the regional fees and use them to improve regional roadways. Instead, the jurisdictions are spending the fees they collect to improve roads within their jurisdiction, regardless of the regional/non-regional road distinction. This update does not calculate separate fees for the two categories.

Participating jurisdictions can adopt the updated fees at any level up to 100% of the amounts calculated in this study. The adoption percentage should be the same for all land uses to retain the proportionality of the fees to the impact on the major roadway system. If disproportionate reductions are made in fees assessed on selected types of development, the shortfall should be made up with general fund revenue, and a revenue credit should be calculated to avoid non-favored development paying more than its fair share (see Proportionality section in Appendix C).

This study calculates fees that exclude right-of-way (ROW) costs, both to keep the fees from increasing so much and to give jurisdictions the option not to provide developer credits for ROW exactions. However, if a jurisdiction opts to not give developers credit against the fees for required ROW dedications, that jurisdiction should consider restricting the funds collected from being spent on ROW (see Developer Credit section of Appendix C).

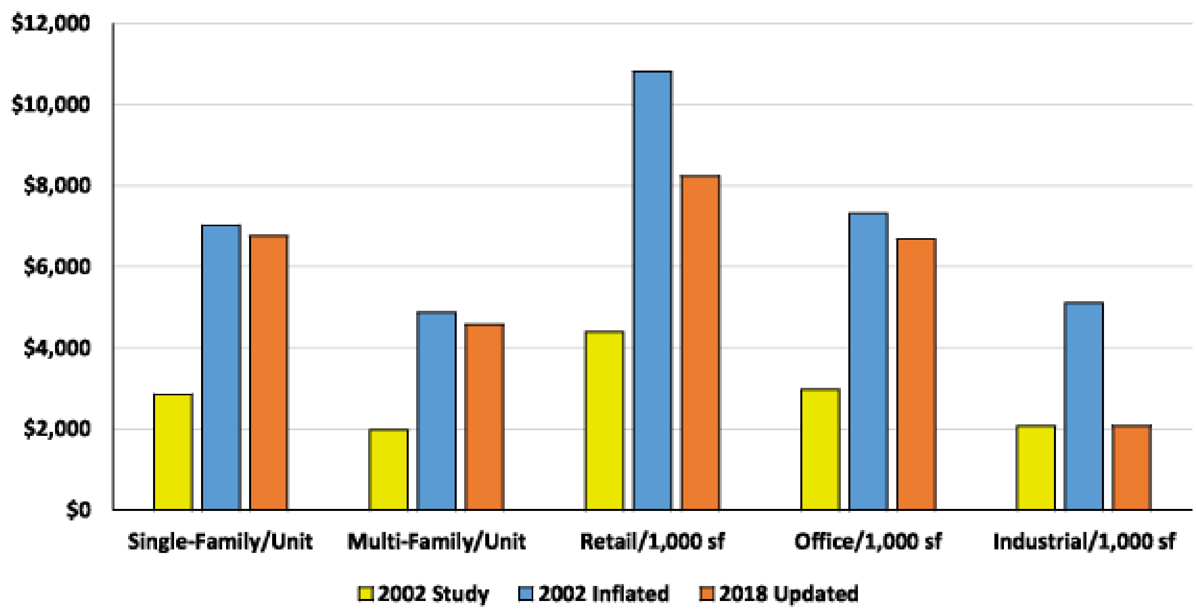
The inputs into the fee calculations are updated in this study based on the most current available data. Trip rates have been updated based on the September 2017 edition of the Institute of Transportation Engineers (ITE) *Trip Generation Manual*. Updated average trip lengths are from the U.S. Department of Transportation's 2017 *National Household Travel Survey*. An updated inventory of the county-wide major roadway system is used to calibrate the travel demand factors and ensure that they are consistent with existing travel on the major roadway system in Mesa County.

Several modifications to the fee schedule land use categories are made in this update to better reflect current available data and/or simplify the process of fee determination and collection. A discussion of the reasons for individual changes can be found in the summary section of the Travel Demand chapter. Recommended definitions for the land use categories are provided in Appendix B.

Updated Fees

The updated fees are compared with the fees calculated in the 2002 study in Table 2 on the following page. Not surprisingly, the fees are considerably higher than those calculated 16 years ago for most land uses. Construction costs have increased considerably over this time. The Colorado Department of Transporations Construction Cost Index is 2.46 times what it was in 2002. Compared to inflation-adjusted 2002 study fees, the updated fees are lower for the majority of land uses, including the major categories of single-family, multi-family, retail/commercial, general office, and industrial/warehouse uses, as illustrated in Figure 2.

Figure 2. Comparison of Current and Updated Transportation Impact Fees



The wide variation in percentage changes between land use categories reflects changes in travel demand factors, including trip generation rates (1997 versus 2017 ITE manual), percent new trips (also from ITE manual), and average trip lengths (1995 versus 2017 national travel survey).

Table 2. Comparison of Current and Updated Transportation Impact Fees

		2002 Study		Updated	% Change from	
Land Use Type	**Unit**	**Original**	**Inflated**	**Fees**	**Original**	**Inflated**
Single-Family Detached	Dwelling	$2,854	$7,021	$6,763	137%	-4%
Multi-Family	Dwelling	$1,979	$4,868	$4,570	131%	-6%
Mobile Home/RV Park	Pad	$1,435	$3,530	$3,583	150%	1%
Hotel/Motel	Room	$2,687	$6,610	$4,183	56%	-37%
Shopping Center/Commercial	1,000 sf	$4,393	$10,807	$8,240	88%	-24%
Auto Sales/Service	1,000 sf	$4,267	$10,497	$9,258	117%	-12%
Bank, Drive-In	1,000 sf	$7,117	$17,508	$18,365	158%	5%
Convenience Store w/Gas Sales	1,000 sf	$10,191	$25,070	$26,395	159%	5%
Golf Course	Hole	$6,578	$16,182	$12,850	95%	-21%
Movie Theater	1,000 sf	$11,834	$29,112	$33,028	179%	13%
Restaurant, Standard	1,000 sf	$5,757	$14,162	$14,975	160%	6%
Restaurant, Drive-Through	1,000 sf	$12,846	$31,601	$33,203	158%	5%
Office, General	1,000 sf	$2,973	$7,314	$6,685	125%	-9%
Office, Medical	1,000 sf	$9,807	$24,125	$25,665	162%	6%
Animal Hospital/Vet Clinic	1,000 sf	n/a	n/a	$15,858	n/a	n/a
Hospital	1,000 sf	$4,554	$11,203	$7,905	74%	-29%
Nursing Home	1,000 sf	$1,276	$3,139	$3,120	145%	-1%
Place of Worship	1,000 sf	$2,184	$5,373	$2,725	25%	-49%
Day Care Center	1,000 sf	$4,553	$11,200	$4,485	-1%	-60%
Elementary/Secondary School	1,000 sf	$713	$1,754	$1,688	137%	-4%
Public/Institutional	1,000 sf	n/a	n/a	$3,813	n/a	n/a
Industrial	1,000 sf	$2,073	$5,100	$2,078	0%	-59%
Warehouse	1,000 sf	$1,477	$3,633	$1,248	-16%	-66%
Mini-Warehouse	1,000 sf	$512	$1,260	$1,075	110%	-15%

Source: Original 2002 study fees from Duncan Associates, *Transportation Impact Fee Study for Mesa County, Colorado*, September 2002 (sum of regional road fees without major structure costs and nonregional road fees); inflated 2002 fees are 2.46 times the original fee, based on the increase in the Colorado Department of Transportation *Construction Cost Index* from 2nd quarter 2012 to 2nd quarter 2018; updated fees from Table 17.

Comparative Jurisdictions

Communities in the process of updating impact fees are naturally interested in knowing what other nearby or comparable jurisdictions are charging. However, concerns about "competitiveness" with other jurisdictions are not necessarily well-founded. Studies have found that reducing or eliminating fees did not have any perceptible effect on the rate of development that subsequently occurred. This is not surprising, given the myriad other market and regulatory factors that differ between jurisdictions besides transportation impact fees.

The fees from the 2002 study and this update are compared to transportation impact fees currently charged by 12 other Colorado jurisdictions in Table 3. Note that while only transportation fees are compared, two-thirds of the comparison jurisdictions also charge other types of impact fees.

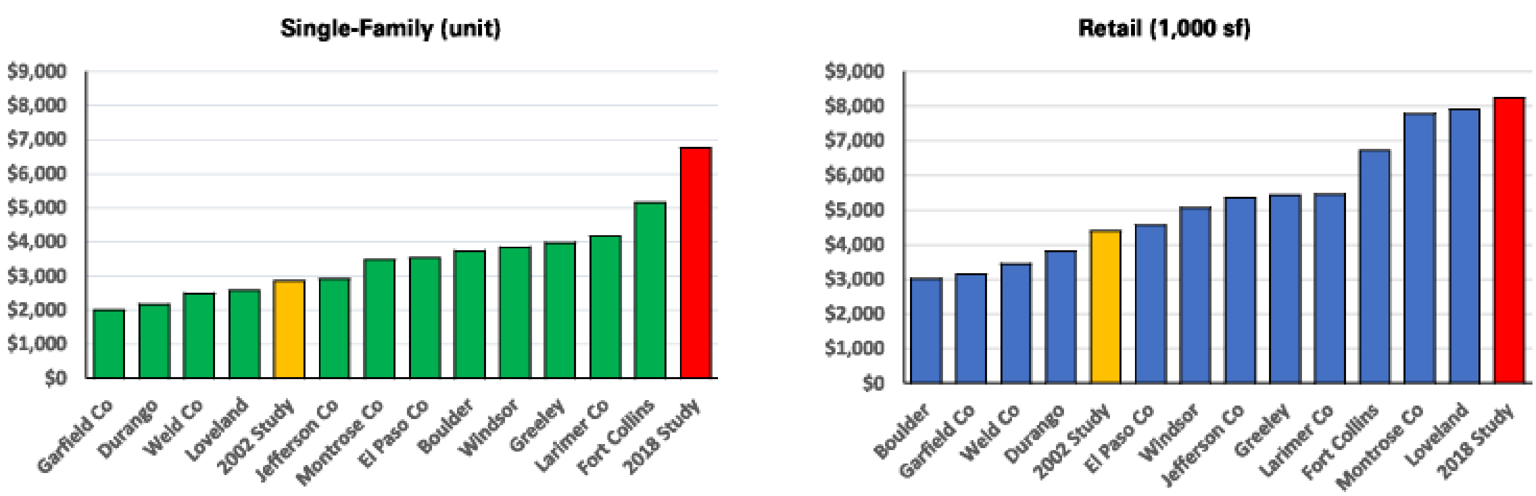
Table 3. Transportation Impact Fees in Colorado

Jurisdiction	Study/ Adoption Year	Single-Family (per unit)	Multi-Family (per unit)	Retail (per 1,000 sq. ft.)	Office (per 1,000 sq. ft.)	Industrial (per 1,000 sq. ft.)
Boulder (1)	2017	$3,734	$2,702	$3,020	$2,700	$2,620
Durango	n/a	$2,169	$1,298	$3,810	$2,823	$1,963
El Paso County	2017	$3,532	$2,220	$4,572	$2,933	$3,366
Fort Collins	2017	$5,150	$3,392	$6,721	$4,951	$1,598
Garfield County (2)	2017	$1,992	$1,230	$3,145	$1,361	$472
Greeley	2015	$3,973	$2,565	$5,428	$4,650	$1,609
Jefferson County (3)	n/a	$2,911	$2,051	$5,360	$3,590	$1,550
Larimer County	2018	$4,168	$2,955	$5,461	$3,213	$1,296
Loveland	n/a	$2,578	$1,801	$7,910	$3,550	$1,890
Mesa Co (2002)	2002	$2,854	$1,979	$4,393	$2,973	$2,073
Mesa Co (updated)	2018	$6,763	$4,570	$8,240	$6,685	$2,078
Montrose County	2007	$3,480	$2,440	$7,790	$4,000	$2,530
Weld County	2011	$2,488	$1,630	$3,450	$2,275	$2,251
Windsor	2017	$3,838	$2,436	$5,076	$4,674	$2,016

Notes: (1) includes transportation excise tax; (2) average of two areas; (3) single-family fee is average of fees for up-to-two-car garages and three-or-more-car garages
Source: Duncan Associates internet survey, October 5, 2018 (where fees vary by size, assumes 2,000 sq. ft. single-family unit, 1,000 sq. ft. multi-family unit, and 1 million square foot retail center or office building).

Single-family and retail transportation fees charged by Mesa County and the other 12 Colorado jurisdictions are illustrated in the two charts below. The 2002 study fees for Mesa County are well below the median of the other jurisdictions for both single-family and retail. The updated fees are at the high end of what the other 12 jurisdictions currently charge. Multi-family and office fee comparisons are not shown, but are similar. Industrial fees are not going up much in this update.

Figure 3. Comparative Transportation Fees, Colorado Jurisdictions



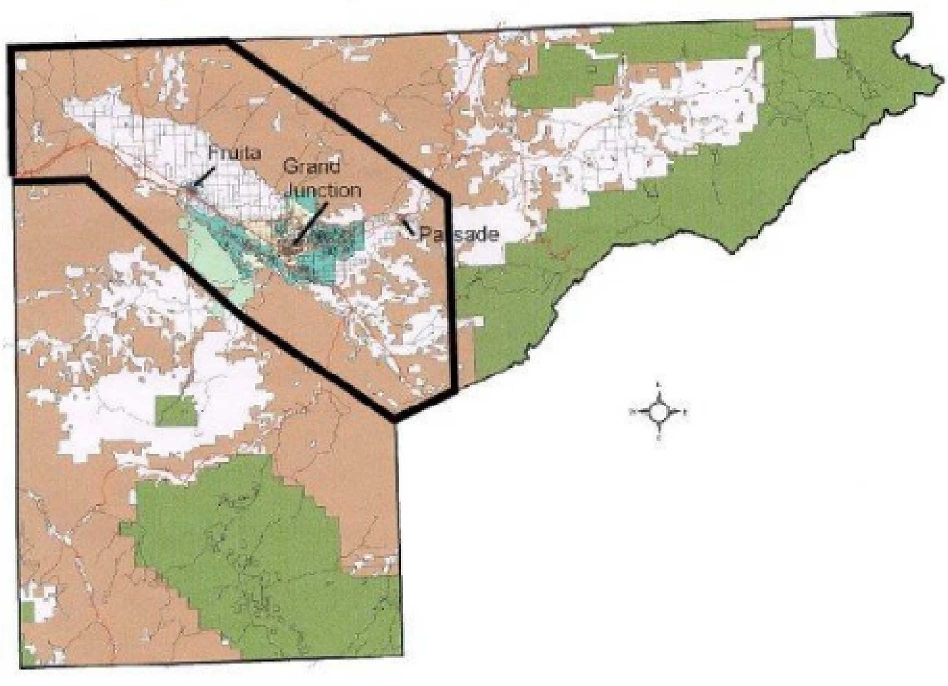
SERVICE AREAS

There are two kinds of geographic areas in impact fee systems: service areas and benefit districts. A service area is an assessment area that is served by a defined group of capital facilities and subject to a uniform impact fee schedule. A benefit district is an area within which fees collected are earmarked to be spent.

Generally, transportation impact fees tend to have a single service area and a uniform fee schedule, whether at the municipal level or the regional, county-wide level. That is because the arterial road system is designed to move traffic from one part of a community to another, and improvements to this system are generally of community-wide benefit. In some communities, major collectors may function as part of the arterial system as well.

The transportation impact fees apply only in the most rapidly developing area of the County. The boundaries of the Grand Valley Airshed as defined by the Colorado Department of Health for the purposes of monitoring air pollution is used as the transportation impact fee service area. Based on the 6,000-foot elevation line on the valley walls, the Airshed defines the developing area in and around the municipalities of Grand Junction, Palisade and Fruita. This transportation impact fee service area is about one-quarter of the area of the entire county, including roughly twice as much privately-owned land area as the area used in regional transportation planning. This area continues to be appropriate as the boundary of the service area for the transportation impact fees (see Figure 4).

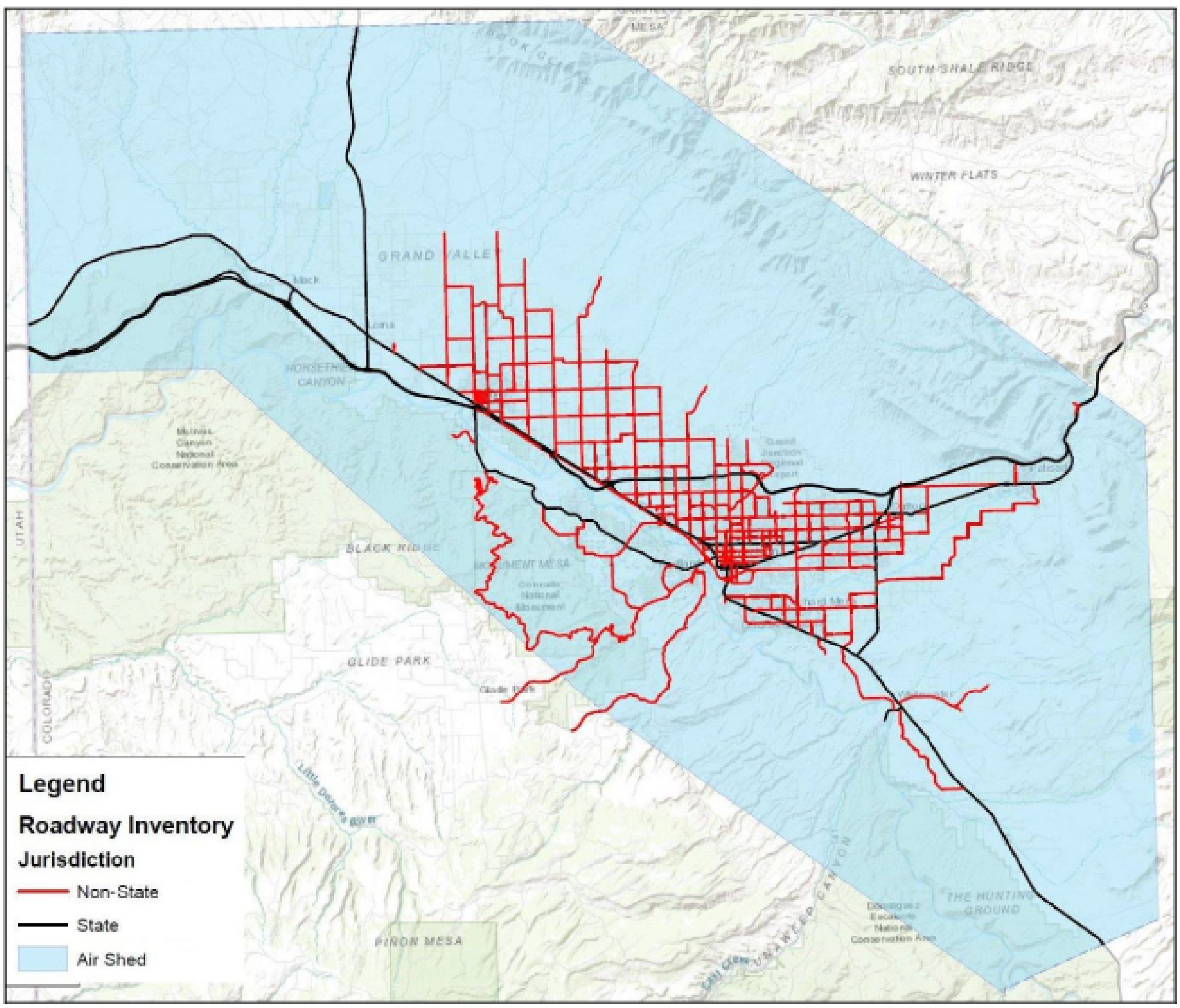
Figure 4. Transportation Impact Fee Service Area



MAJOR ROADWAY SYSTEM

A transportation impact fee system should include a clear definition of the major roadway system that is to be funded with the impact fees. The major roadway system consists of all state and federal highways (excluding I-70), principal arterials (e.g., 24 Road, Patterson Road), minor arterials, and major collector roads within the transportation impact fee service area (illustrated in Figure 5). Other roads will not be funded with transportation impact fees, nor will developer improvements to roads not included in the major roadway system be eligible for credits against the transportation impact fees. A detailed listing of the current road segments included in the major roadway system is provided in Table 18 in Appendix A.

Figure 5. Major Roadway System



TRAVEL DEMAND

The travel demand generated by specific land use types in Mesa County is a product of three factors: 1) trip generation, 2) percent new trips, and 3) average trip length. The first two factors are well documented in the professional literature – the average trip generation characteristics identified in studies of communities around the nation should be reasonably representative of trip generation characteristics in Mesa County. In contrast, trip lengths are much more likely to vary between communities, depending on the geographic size and shape of the community and its major roadway system.

Trip Generation

Trip generation rates are based on information published in the most recent edition of the Institute of Transportation Engineers' (ITE) Trip Generation manual. Trip generation rates represent trip ends, or driveway crossings at the site of a land use. Thus, a single trip from home to work counts as one trip end for the residence and one trip end for the work place, for a total of two trip ends. To avoid over counting, all trip rates are divided by two. This allocates travel equally between the origin and destination of the trip and avoids double charging. This update utilizes the most current edition of the ITE manual (the 10^{th} edition published in 2017).

New Trip Factor

Trip rates must also be adjusted by a "new trip factor" to exclude pass by and diverted-linked trips. This adjustment is intended to reduce the possibility of over-counting by only including primary trips generated by the development. Pass by trips are those trips that are already on a particular route for a different purpose and simply stop at a development on that route. For example, a stop at a convenience store on the way home from the office is a pass by trip for the convenience store. A pass by trip does not create an additional burden on the street system and therefore should not be counted in the assessment of impact fees. A diverted-linked trip is similar to a pass by trip, but a diversion is made from the regular route to make an interim stop. The reduction for pass by and diverted-linked trips is drawn from ITE manual and other published information.

Average Trip Length

In the context of a transportation impact fee based on a consumption-based methodology, it is important to determine the average length of a trip on the major roadway system within Mesa County. The average trip length can be determined by dividing the total vehicle-miles of travel (VMT) on the major roadway system by the total number of trips generated by existing development in the service area. Total VMT on the major roadway system is estimated by multiplying the length of each road segment by the current traffic volume on that segment and summing for the entire system. Total trips can be estimated by multiplying existing land uses by the appropriate trip generation rates (adjusted for new trip factors and divided by two) and summing for all existing development in the service area.

Existing land use information was compiled for all jurisdictions within the transportation impact fee service area to determine an average trip length. Existing land uses in each of the general categories are multiplied by average daily trip generation rates and summed to determine a reasonable estimate of total daily trips within the service area. As shown in Table 4, existing land uses within the transportation impact fee service area generate approximately 428,000 average daily trips.

Table 4. Existing Average Daily Trips

Land Use Type	ITE Code	Unit	Existing Units	Trips/ Unit	Daily Trips
Single-Family Detached	210	Dwelling	44,535	4.72	210,205
Multi-Family	220/221	Dwelling	11,383	3.19	36,312
Subtotal, Residential			55,918		246,517
Hotel/Motel	310/320	Rooms	3,806	2.92	11,114
Commercial	820	1,000 Sq. Ft.	13,754	8.30	114,158
Office	710	1,000 Sq. Ft.	3,028	4.87	14,746
Industrial	130	1,000 Sq. Ft.	3,655	1.68	6,140
Warehousing	150	1,000 Sq. Ft.	6,130	0.87	5,333
Public/Institutional	620	1,000 Sq. Ft.	8,999	3.32	29,877
Subtotal, Nonresidential			35,566		181,368
Total					427,885

Source: Existing development in service area from Mesa County GIS, March 12, 2018; trips per unit from Table 7.

A reasonable estimate of Mesa County's average trip length can be derived by dividing total daily VMT on the major roadway system by the total number of daily trips generated by existing development within the service area. This calculation, presented in Table 5, indicates that the average trip length on the major roadway system is about 5.5 miles.

Table 5. Average Trip Length

Daily VMT on Major Roads	2,347,636
÷ Daily Trips in Service Area	427,885
Average Trip Length (miles)	5.49

Source: VMT from Table 18; trips from Table 4.

Average trip lengths by trip purpose for the western region are available from the U.S. Department of Transportation's 2017 *National Household Travel Survey*. In addition, a residential trip length is determined, using a weighting of 20 percent work trips and 80 percent average trips. The average trip length on the major roadway system is 62.6% of the regional average trip length. Using this ratio, reasonable trip lengths were derived for specific trip purposes, including home-to-work trips, shopping, school/church and other personal trips, as shown in Table 6.

Table 6. Average Trip Lengths by Trip Purpose

Trip Purpose	Regional Trip Length (miles)	Local Ratio	Local Trip Length (miles)
To or from work	10.77	0.626	6.74
Residential	9.16	0.626	5.73
Doctor/Dentist	9.42	0.626	5.90
School/Church	5.01	0.626	3.14
Family/Personal	6.00	0.626	3.76
Shopping	6.34	0.626	3.97
Average of All Trip Purposes*	8.76	0.626	5.49

* weighted (not simple average of trip purposes shown)

Source: Regional average trip lengths for the western Census region from US. Department of Transportation, *National Household Travel Survey*, 2017; regional residential trip length estimated based on weighting of 20% work trips and 80% average trips (20% work trip factor based on 2016 5-year U.S. Census sample data for Mesa County showing the average dwelling unit has 0.91 workers, and 0.91 work trips per unit is 20% of average trips per unit, derived from Table 4); average local trip length from Table 5; ratio is average local to regional trip length; local trip length by purpose is product of regional trip length and local ratio.

Travel Demand Summary

The result of combining trip generation rates, new trip factors, average trip lengths and the local adjustment factor is the travel demand schedule. The travel demand schedule establishes the average daily vehicle-miles of travel (VMT) generated by various land use types per unit of development in the service area. The updated demand schedule reflects updated trip generation rates from the Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 10th edition, 2017. Average trip lengths are updated with the 2017 *National Household Travel Survey*. The adjustment factor ensures that the VMT generated by existing land uses does not exceed current observed VMT on the major roadway system. The updated travel demand schedule is presented in Table 7. For each land use, daily VMT is a factor of trip rate, trip length, new trip factor, and the local adjustment factor.

Some modifications to the land use categories are made in this update to better reflect available data and to simplify the process of fee determination and collection. Recommended definitions of all the categories are provided in Appendix B.

- The current four shopping center size categories are combined into a single retail/commercial category. It is based on average trip characteristics for shopping centers, which tend to include a relatively broad mix of commercial uses. While trip generation rates are available for shopping centers by size, data on new trip factors and average trip lengths by size are harder to come by. Trip generation rates tend to go down by shopping center size, but this is counterbalanced by fewer pass by trips and longer trip lengths. The average shopping center rate is the appropriate default for a wide range of retail and commercial uses not specifically identified in the fee schedule. Health club is merged into the new "Shopping Center/Commercial" category because the ITE manual does not have a daily trip generation rate, and the PM peak hour rate is similar to shopping center.

- The current two office categories by building size are combined into a single general office category, for the same reasons of data availability and counterbalancing applicable to shopping centers.

- Two new categories have been added: animal hospital/vet clinic and public/institutional. The new ITE manual now has an average daily trip rate for animal hospital. The public/institutional category, based on trip data for junior/community college, is intended to provide a default category for other public/institutional uses not specifically listed in the fee schedule.

- The sit-down and fast food restaurant categories have been renamed "standard" and "drive-through," and are defined by whether they have drive-through/drive-in facilities. This provides an administratively simple way to distinguish between them and is consistent with the ITE category from which the fast food trip rate is derived.

- Church has been renamed "Place of Worship" to better reflect its nondenominational character. Industrial park has been renamed "Industrial" to reflect its broader applicability.

- Finally, several additional residential subcategories are provided as alternatives to adopting the broader single-family detached and multi-family categories. In addition, two categories are added for senior adult housing.

The updated travel demand schedule is presented in Table 7 on the following page.

Table 7. Travel Demand Schedule

Land Use Type	ITE Code	Unit	Trips	% New	Miles	VMT
Single-Family Detached	210	Dwelling	4.72	100%	5.73	27.05
<1,250 sq. ft. of living area	210	Dwelling	2.27	100%	5.73	13.01
1,250 - 1,649 sq. ft. of living area	210	Dwelling	3.79	100%	5.73	21.72
1,650 - 2,299 sq. ft. of living area	210	Dwelling	4.41	100%	5.73	25.27
2,300 or more sq. ft. of living area	210	Dwelling	5.96	100%	5.73	34.15
Multi-Family (including townhome)	220/221	Dwelling	3.19	100%	5.73	18.28
Multi-Family, Low-Rise (1-2 stories)	220	Dwelling	3.66	100%	5.73	20.97
Multi-Family, Mid-Rise (3-10 stories)	221	Dwelling	2.72	100%	5.73	15.59
Townhouse	230	Dwelling	2.90	100%	5.73	16.62
Senior Adult Housing - Detached	251	Dwelling	2.13	100%	5.73	12.20
Senior Adult Housing - Attached	252	Dwelling	1.85	100%	5.73	10.60
Mobile Home/RV Park	240	Pad	2.50	100%	5.73	14.33
Hotel/Motel	310/320	Room	2.92	100%	5.73	16.73
Shopping Center/Commercial	820	1,000 sf	18.87	44%	3.97	32.96
Auto Sales/Service	840	1,000 sf	13.92	67%	3.97	37.03
Bank, Drive-In	912	1,000 sf	50.01	37%	3.97	73.46
Convenience Store w/Gas Sales	853	1,000 sf	312.10	17%	1.99	105.58
Golf Course	430	Hole	15.19	90%	3.76	51.40
Movie Theater	444	1,000 sf	39.04	90%	3.76	132.11
Restaurant, Standard	931	1,000 sf	41.92	38%	3.76	59.90
Restaurant, Drive-Through	934	1,000 sf	235.47	30%	1.88	132.81
Office, General	710	1,000 sf	4.87	100%	5.49	26.74
Office, Medical	720	1,000 sf	17.40	100%	5.90	102.66
Animal Hospital/Vet Clinic	650	1,000 sf	10.75	100%	5.90	63.43
Hospital	610	1,000 sf	5.36	100%	5.90	31.62
Nursing Home	620	1,000 sf	3.32	100%	3.76	12.48
Place of Worship	560	1,000 sf	3.47	100%	3.14	10.90
Day Care Center	565	1,000 sf	23.81	24%	3.14	17.94
Elementary/Secondary School	520/522/530	1,000 sf	8.96	24%	3.14	6.75
Public/Institutional	540	1,000 sf	10.12	48%	3.14	15.25
Industrial	130	1,000 sf	1.45	100%	5.73	8.31
Warehouse	150	1,000 sf	0.87	100%	5.73	4.99
Mini-Warehouse	151	1,000 sf	0.75	100%	5.73	4.30

Source: 1-way trips are ½ of trip ends from Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 10th Edition, 2017 (single-family by unit size from Table 23 in Appendix E); new trip percentages for retail/commercial uses from ITE, *Trip Generation Handbook*, 3rd Edition, 2017; new trip percentage for day care and schools based on Preston Hitchens, "Trip Generation of Day Care Centers," *1990 ITE Compendium*; average trip lengths from Table 6 (convenience store is one half retail, drive-through restaurant is one-half standard restaurant); VMT is product of trip rate, percent new trips, and trip length.

Comparisons of existing and updated travel demand factors are shown in Table 8. Travel demand per unit of development by land use type is lower for most land uses in this update. The change in travel demand per unit by land use exhibits considerable variation, ranging from a decline of 68% for warehouse to an increase of 7% for movie theater.

Table 8. Travel Demand Comparison

Land Use Type	Unit	VMT per Unit 2002	VMT per Unit Updated	Percent Change
Single-Family Detached	Dwelling	29.70	27.05	-9%
Multi-Family	Dwelling	20.59	18.28	-11%
Mobile Home/RV Park	Pad	14.94	14.33	-4%
Hotel/Motel	Room	27.96	16.73	-40%
Shopping Center/Commercial	1,000 sf	44.91	32.96	-27%
Auto Sales/Service	1,000 sf	43.97	37.03	-16%
Bank, Drive-In	1,000 sf	73.94	73.46	-1%
Convenience Store w/Gas Sales	1,000 sf	106.28	105.58	-1%
Golf Course	Hole	69.15	51.40	-26%
Movie Theater	1,000 sf	122.94	132.11	7%
Restaurant, Standard	1,000 sf	59.82	59.90	0%
Restaurant, Drive-Through	1,000 sf	133.96	132.81	-1%
Office, General	1,000 sf	33.80	26.74	-21%
Office, Medical	1,000 sf	103.00	102.66	0%
Hospital	1,000 sf	47.83	31.62	-34%
Nursing Home	1,000 sf	13.40	12.48	-7%
Place of Worship	1,000 sf	22.80	10.90	-52%
Day Care Center	1,000 sf	47.55	17.94	-62%
Elementary/Secondary School	1,000 sf	7.45	6.75	-9%
Industrial	1,000 sf	21.57	8.31	-61%
Warehouse	1,000 sf	15.37	4.99	-68%
Mini-Warehouse	1,000 sf	5.38	4.30	-20%

Source: 2002 VMT from Duncan Associates, *Transportation Impact Fee Study*, September 2002; updated VMT from Table 7.

COST PER SERVICE UNIT

There are two components to determining the average cost to add a unit of capacity to the major roadway system: the cost of a set of improvements, and the capacity added by those improvements. This section describes both components used to calculate the average cost per service unit.

This update excludes right-of-way (ROW) costs from the fee calculation. The exclusion of ROW eliminates the most variable component of project costs, keeps the fees lower, and allows jurisdictions the option of not providing developer credit for ROW dedication.

Average Cost per Lane-Mile

The first step is to determine the cost to add an additional lane-mile of roadway. While transportation impact fees can be used to pay for a variety of types of improvements that expand the capacity of the major roadway system without adding lanes, such as intersection improvements and signalization, it is difficult to quantify the vehicle-miles of capacity (VMC) added by these types of improvements. The cost per lane-mile can be calculated based on a representative list of historical or planned improvements. The average cost per lane-mile developed for this study uses a weighted average of urban and rural road improvements. Right-of-way costs have been excluded in this update.

Costs for improving urban road sections are drawn from cost data provided by the City of Grand Junction. The estimated costs of the City's planned improvements over the next ten years are summarized in Table 9. Mesa County engineers confirm these costs are reasonably representative of urban road capacity expansion in other parts of the county. None of the projects include major structures, such as overpasses, elevated ramps or bridges. As shown, the weighted average cost of urban road expansions is about $3.3 million per lane-mile.

Table 9. Urban Average Cost per Lane-Mile

Road	From	To	Miles	Lanes Ex.	Lanes Fut.	New Ln-Mi.	Project Cost	Cost per Lane-Mile
24 Road	Patterson	I-70	1.20	3	5	2.40	$8,100,000	$3,375,000
25 Road	I-70B	F 1/4	0.75	3	5	1.50	$7,290,000	$4,860,000
25 Road	F 1/4 Road	G Road	0.75	2	3	0.75	$3,060,000	$4,080,000
26 Road	Patterson	H Road	2.00	2	3	2.00	$6,480,000	$3,240,000
26 1/2 Road	Horizon	Summerhill	2.20	2	3	2.20	$8,019,000	$3,645,000
28 1/4 Road	Patterson	Hawthorne	0.38	0	2	0.76	$390,000	$513,158
28 3/4 Road	North Ave	Orchard Ave	0.50	2	3	0.50	$4,500,000	$9,000,000
29 Rd Pkwy	F Road	I-70	1.00	2	5	3.00	$9,000,000	$3,000,000
Crosby Ave	25 1/2 Rd	Main St	0.63	2	3	0.63	$4,025,700	$6,390,000
D 1/2 Road	29 Road	30 Road	1.00	2	3	1.00	$4,500,000	$4,500,000
F 1/2 Pkwy	I-70B	F 1/4 Rd	1.70	0	3	5.10	$9,720,000	$1,905,882
G Road	24 Road	27 Road	3.00	2	3	3.00	$10,700,000	$3,566,667
Total			15.11			22.84	$75,784,700	$3,318,069

Source: Planned projects descriptions and costs in 2018 dollars from Trent Prall, Public Works Director, City of Grand Junction, September 19, 2018; cost per lane-mile is project cost divided by new lane-miles.

The cost of recent County rural road projects constructed or estimated in engineering studies are summarized in Table 10. All these projects or studies are from about three years ago and have been adjusted to current dollars. The costs do not include any bridge work, which the County often does as part of such projects. The list does not include any urban projects, or projects in the high country, which tend to cost quite a bit more. Many of these projects do not actually add new travel lanes, but rather the equivalent amount of pavement provided by new shoulders. The resulting average rural road cost is about $1.68 million per lane-mile in current dollars.

Table 10. Rural Average Cost per Lane-Mile

Road	From	To	Project Description	Miles	Lanes Ex.	Lanes Fut.	New Ln-Mi.	Project Cost	Cost/ Lane-Mile
22 Road	Ranchman's Ditch	H Road	Added 3rd lane w/shldrs	0.27	2	3	0.27	$948,300	$3,512,222
22 Road	H Road	H 1/2 Road	Added 3rd lane w/shldrs	0.41	2	3	0.41	$1,046,400	$2,552,195
22 Road	H 1/2 Road	I Road	Added 6' shoulders	0.59	2	3	0.59	$997,350	$1,690,424
22 Road	I Road	GVIC Canal	Added 6' shoulders	0.66	2	3	0.66	$1,008,250	$1,527,652
22 Road	GVIC Canal	J 1/2 Road	Added 6' shoulders	0.70	2	3	0.70	$1,057,300	$1,510,429
22 Road	J 1/2 Road	K Road	Added 6' shoulders	0.58	2	3	0.58	$784,800	$1,353,103
K Road	19 Road	19 1/2 Road	Added 6' shoulders	0.61	2	3	0.61	$833,850	$1,366,967
K Road	19 1/2 Road	20.2 Road	Added 6' shoulders	0.70	2	3	0.70	$1,286,200	$1,837,429
K Road	Adobe	20.8 Road	Added 6' shoulders	0.63	2	3	0.63	$693,240	$1,100,381
Total				5.15			5.15	$8,655,690	$1,680,717

Source: Mesa County Engineering, October 5, 2018; original costs inflated by the change in the CDOT Construction Cost Index over the last three years; cost per lane-mile is project cost divided by new lane-miles.

Average urban and rural costs per lane-mile identified above are converted to a weighted average cost per lane-mile in Table 11 based on the distribution of existing lane-miles. The weighted average is about $2.8 million per lane-mile.

Table 11. Weighted Average Cost per Lane-Mile

	Urban	Rural	Total
Average Cost per Lane-Mile	$3,318,069	$1,680,717	n/a
x Percent of Lane-Miles	66.2%	33.8%	100.0%
Weighted Average Cost per Lane-Mile	$2,196,562	$568,082	$2,764,644

Source: Average cost per lane-mile from Table 9 (urban) and Table 10; distribution of urban and rural major roadway lane-miles within the service area from Mesa County GIS, September 28, 2018.

Cost per Service Unit Summary

Dividing the weighted average cost per lane-mile by the average daily capacity per lane yields an average cost of per vehicle-mile of capacity or VMC. Under the modified consumption-based methodology, the cost per VMC needs to be multiplied by the VMC/VMT ratio (see discussion in Appendix D: Methodology) to determine the cost per vehicle-mile of travel or VMT. As shown in Table 12, the cost per service unit to accommodate the traffic generated by new development is $353 per VMT. Note that this updated cost per service unit excludes ROW costs.

Table 12. Transportation Cost per Service Unit

Weighted Average Cost per Lane-Mile	$2,764,644
÷ Average Daily Capacity per Lane	7,827
Average Cost per Vehicle-Mile of Capacity (VMC)	$353
x VMC/VMT Ratio	1.00
Cost per Vehicle-Mile of Travel (VMT)	$353

Source: Weighted average cost per lane-mile from Table 11; average capacity per lane derived from Table 18 (total VMC ÷ total lane-miles); VMC/VMT ratio is recommended ratio from Table 19.

NET COST PER SERVICE UNIT

As discussed in Appendix C: Legal Framework, revenue credits may be warranted for existing deficiencies, outstanding debt, the availability of State/Federal funding, and the historical use of local funding for major roadway expansion. There are no existing deficiencies from the perspective of the transportation impact fees because the fees are based on a level of service that is lower than what is currently provided to existing development.

The City of Grand Junction is the only one of the four jurisdictions that has any outstanding debt on existing major roadways. The City has about $25 million in outstanding debt for the Riverside Parkway widening. However, Riverside Parkway accounts for only about 4% of the total excess capacity in the major roadway system that is available for new development. The fees that Grand Junction collects could be used to retire this debt, although that is not the City's current practice. Consequently, no revenue credit is required for the outstanding debt.

While not necessarily required, as discussed in the Revenue Credits section of Appendix C, revenue credits will be calculated for direct state and federal funding for road improvements, and for local government's historical use of funding for capacity-expanding improvements.

Direct funding of road improvements with State and Federal funds is programmed through the *Transportation Improvement Program* (TIP) prepared by the Grand Valley Metropolitan Planning Organization. The current TIP includes $2.7 million in annual funding over next four years for improvements that are capacity-expanding. These improvements are summarized in Table 13.

Table 13. Average Annual State/Federal Road Capacity Funding, FY 2019-2022

Facility	Location	Description	Amount
I-70B	24 Rd-15th St	Widening	$2,000,000
US 6	Clifton-Palisade	Preliminary Engineering	$7,200,000
US 6	Fruita-I-70B	Highway & Intersection Improvements	$1,650,000
Total State/Federal Funding			$10,850,000
÷ Number of Years			4
Average Annual Funding			$2,712,500

Source: Grand Valley Metropolitan Planning Organization, *Transportation Improvement Program, State FY 2019 to 2022*, amended October 22, 2018.

In addition to direct state and federal funding for road improvements, other state highway revenues, primarily highway user taxes and motor vehicle registration fees, are allocated to local jurisdictions and earmarked for transportation-related expenditures. Other major local sources of revenue for road expenditures include Mesa County's sales tax and Grand Junction's general fund. The consultant analyzed the four jurisdictions' annual reports for the last five years to determine how much is spent on right-of-way, new roads, and roadway capacity improvements. As can be seen from Table 14, local governments in Mesa County are spending about $10 million annually on capacity improvements.

Table 14. Average Annual Local Road Capacity Expenditures

Jurisdiction	5-Yr. Avg.
Mesa County	$7,184,091
City of Grand Junction	$2,431,028
City of Fruita	$441,301
Town of Palisade	$0
Total	$10,056,420

Source: *Local Highway Finance Reports*, 2012-2016 for Mesa County and Grand Junction, 2013-2017 for Fruita and Palisade.

The amount of the revenue credit is determined by first dividing the total annual funding available for road capacity improvements by total VMT on the major roadway system, then multiplying by a present value factor. This results in a credit per service unit that is the current equivalent of the future 30-year stream of funding that will be available to help defray the growth-related costs of improving the major roadway system.

Table 15. Transportation Funding Credit

Annual State/Federal Capital Funding	$2,712,500
Annual Local Capital Expenditures	$10,056,420
Total Annual Capital Funding	$12,768,920
÷ Daily VMT on Major Road System	2,347,636
Annual Funding per Daily VMT	$5.44
x Present Value Factor (30 Years)	18.86
Funding Credit per Daily VMT	$103

Source: State/Federal funding from Table 13; local expenditures from Table 14; existing VMT from Table 18; present value factor is based on a discount rate of 3.30%, which is the national average yield on AAA 30-year municipal bonds from fmsbonds.com on November 27, 2018.

The net cost per service unit is the cost per VMT less the revenue credit for non-impact fee funding. As shown in Table 16, the net cost per service unit is $250 per VMT.

Table 16. Transportation Net Cost per Service Unit

Cost per Vehicle-Mile of Travel	$353
– Credit per Vehicle-Mile of Travel	-$103
Net Cost per Vehicle-Mile of Travel	$250

Source: Cost per VMT from Table 12; credit from Table 15.

NET COST SCHEDULE

The updated transportation impact fees for the various land use categories are shown in Table 17. Fees shown exclude ROW costs. The impact fee calculation for each land use category is the product of daily VMT per development unit on the major roadway system and the net cost per VMT, which takes into account the average cost to add roadway capacity as well as future revenue that will be generated by new development to help offset those costs. The comparison of the updated fees with current fees is presented in the Executive Summary.

Table 17. Updated Transportation Impact Fees

Land Use Type	Unit	VMT/ Unit	Net Cost/ VMT	Net Cost/ Unit
Single-Family Detached	Dwelling	27.05	$250	$6,763
<1,250 sq. ft. of living area	Dwelling	13.01	$250	$3,253
1,250 - 1,649 sq. ft. of living area	Dwelling	21.72	$250	$5,430
1,650 - 2,299 sq. ft. of living area	Dwelling	25.27	$250	$6,318
2,300 or more sq. ft. of living area	Dwelling	34.15	$250	$8,538
Multi-Family (including townhom	Dwelling	18.28	$250	$4,570
Multi-Family, Low-Rise (1-2 storie	Dwelling	20.97	$250	$5,243
Multi-Family, Mid-Rise (3-10 stori	Dwelling	15.59	$250	$3,898
Townhouse	Dwelling	16.62	$250	$4,155
Senior Adult Housing - Detached	Dwelling	12.20	$250	$3,050
Senior Adult Housing - Attached	Dwelling	10.60	$250	$2,650
Mobile Home/RV Park	Pad	14.33	$250	$3,583
Hotel/Motel	Room	16.73	$250	$4,183
Shopping Center/Commercial	1,000 sf	32.96	$250	$8,240
Auto Sales/Service	1,000 sf	37.03	$250	$9,258
Bank, Drive-In	1,000 sf	73.46	$250	$18,365
Convenience Store w/Gas Sales	1,000 sf	105.58	$250	$26,395
Golf Course	Hole	51.40	$250	$12,850
Movie Theater	1,000 sf	132.11	$250	$33,028
Restaurant, Standard	1,000 sf	59.90	$250	$14,975
Restaurant, Drive-Through	1,000 sf	132.81	$250	$33,203
Office, General	1,000 sf	26.74	$250	$6,685
Office, Medical	1,000 sf	102.66	$250	$25,665
Animal Hospital/Vet Clinic	1,000 sf	63.43	$250	$15,858
Hospital	1,000 sf	31.62	$250	$7,905
Nursing Home	1,000 sf	12.48	$250	$3,120
Place of Worship	1,000 sf	10.90	$250	$2,725
Day Care Center	1,000 sf	17.94	$250	$4,485
Elementary/Secondary School	1,000 sf	6.75	$250	$1,688
Public/Institutional	1,000 sf	15.25	$250	$3,813
Industrial	1,000 sf	8.31	$250	$2,078
Warehouse	1,000 sf	4.99	$250	$1,248
Mini-Warehouse	1,000 sf	4.30	$250	$1,075

Source: VMT per unit from Table 17; net cost per VMT from Table 16.

APPENDIX A: MAJOR ROAD INVENTORY

Table 18. Existing Major Roadway Inventory

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
1 9/10 Rd	Highline Canal Rd	I-70	COL	0.588	2	12,000	97	7,056	57
4th Ave	S of S 7th St	S 9th 9th St	COL	0.558	2	12,000	228	6,696	127
14 Rd	Hwy 6 & 50	Node	COL	0.340	2	12,000	193	4,080	66
15 Rd	Hwy 6 & 50	L Rd	COL	0.114	2	12,000	151	1,368	17
15th St	North Ave	Patterson Rd	COL	0.998	2	12,000	838	11,976	836
16 Rd	Hwy 6 nd 50	Q Rd	COL	5.770	2	12,000	638	69,240	3,681
17 1/2 Rd	Applewood Dr	N 3/10 Rd	COL	2.827	2	12,000	1,502	33,924	4,246
17 Rd	K Rd	O Rd	COL	3.996	2	12,000	562	47,952	2,246
18 1/2 Rd	K Rd	N 3/10 Rd	COL	3.669	2	12,000	2,382	44,028	8,740
18 Rd	K 6/10 Rd	Node	COL	3.142	2	12,000	75	37,704	236
19 Rd	Hwy 6 and 50	Node	COL	6.690	2	12,000	3,349	80,280	22,405
20 1/2 Rd	Spoon Ct	E 3/4 Rd	COL	0.849	2	12,000	286	10,188	243
20 Rd	E 3/4 Rd	N Rd	COL	5.663	2	12,000	1,612	67,956	9,129
21 1/2 Rd	Hwy 6 & 50	I Rd	COL	0.979	2	12,000	536	11,748	525
21 Rd	Node	Node	COL	8.129	2	12,000	1,423	97,548	11,568
22 Rd	Hwy 6 & 50	Node	COL	5.128	2	12,000	146	61,536	749
23 Rd	Hwy 6 & 50	Orchard Ave	COL	5.600	2	12,000	2,928	67,200	16,397
24 1/2 Rd	Hwy 6 & 50	Patterson Rd	MA	0.301	4	40,000	11,141	12,040	3,353
24 1/2 Rd	Patterson Rd	F 3/8 Rd	COL	0.368	2	18,000	9,238	6,624	3,400
24 1/2 Rd	F 3/8 Rd	H Rd	COL	1.629	2	12,000	4,691	19,548	7,642
24 Rd	Node	Node	PA	0.466	2	18,000	5,041	8,388	2,349
24 Rd	Patterson Rd	I-70 Ramp	PA	1.290	2	26,000	14,869	33,540	19,181
24 Rd	I-70 Ramp	I-70 Ramp	COL	0.079	4	24,000	8,730	1,896	690
24 Rd	I-70 Ramp	K Rd	COL	3.438	2	12,000	6,335	41,256	21,780
25 1/2 Rd	Independent Ave	Patterson Rd	COL	0.753	2	18,000	4,696	13,554	3,536
25 1/2 Rd	Patterson Rd	Fall Valley Ave	COL	0.267	2	12,000	2,672	3,204	713
25 1/2 Rd	Fall Valley Ave	Moonridge Dr	COL	0.544	2	18,000	1,795	9,792	976
25 1/2 Rd	Moonridge Dr	G Rd	COL	0.201	2	12,000	1,309	2,412	263
25 Rd	Hwy 6 And 50	Riverside Pkwy	PA	0.332	4	44,000	17,671	14,608	5,867
25 Rd	Hwy 6 & 50	Patterson Rd	MA	0.610	2	24,000	18,733	14,640	11,427
25 Rd	Patterson Rd	Foresight Cir	MA	0.169	2	16,000	9,182	2,704	1,552
25 Rd	Foresight Cir	F 1/2 Rd	PA	0.326	2	18,000	9,066	5,868	2,956
25 Rd	F 1/2 Rd	Hayes Dr	MA	0.248	2	16,000	8,493	3,968	2,106
25 Rd	Hayes Dr	G Rd	MA	0.254	2	24,000	7,228	6,096	1,836
25 Rd	G Rd	Node	COL	4.344	2	12,000	2,728	52,128	11,850
26 1/2 Rd	Horizon Dr	H Rd	MA	1.740	2	16,000	254	27,840	442
26 1/2 Rd	H Rd	I Rd	COL	0.998	2	12,000	254	11,976	253
26 Rd	Patterson Rd	G 1/2 Rd	MA	1.453	2	16,000	6,526	23,248	9,482
26 Rd	G 1/2 Rd	Node	MA	0.110	2	24,000	4,332	2,640	477
26 Rd	Node	H Rd	MA	0.435	2	16,000	4,332	6,960	1,884
26 Rd	H Rd	I Rd	COL	0.999	2	12,000	1,113	11,988	1,112
27 1/2 Rd	Patterson Rd	Horizon Dr	COL	1.020	2	18,000	9,077	18,360	9,259
27 1/4 Rd	H Rd	Node	COL	0.926	2	12,000	52	11,112	48
27 Rd	B Rd	C Rd	COL	0.902	2	12,000	2,829	10,824	2,552
27 Rd	G Rd	H Rd	MA	0.999	2	16,000	3,138	15,984	3,135
28 1/2 Rd	Hwy 50	Orchard Ave	COL	1.944	2	12,000	6,159	23,328	11,973
28 1/4 Rd	North Ave	Orchard Ave	COL	0.504	2	18,000	2,666	9,072	1,344

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
28 1/4 Rd	Orchard Ave	Patterson Rd	MA	0.498	4	32,000	7,803	15,936	3,886
28 1/4 Rd	Patterson Rd	Park Dr	COL	0.210	2	18,000	2,666	3,780	560
28 Rd	B 1/2 Rd	Unaweep Ave	COL	0.504	2	12,000	382	6,048	193
28 Rd	I-70 B	Node	MA	0.282	2	16,000	5,494	4,512	1,549
28 Rd	Node	Orchard Ave	MA	0.788	2	24,000	5,494	18,912	4,329
28 Rd	Patterson Rd	Ridge Dr	COL	0.498	2	18,000	3,302	8,964	1,644
28 Rd	Ridge Dr	Cortland Ave	COL	0.252	2	12,000	1,912	3,024	482
29 1/2 Rd	Hwy 50	F 1/2 Rd	COL	2.006	2	12,000	481	24,072	965
29 3/4 Rd	Old WW Rd	Hwy 50	COL	0.724	2	12,000	21	8,688	15
29 Rd	Hwy 50	Unaweep Ave	COL	0.987	2	18,000	3,125	17,766	3,084
29 Rd	Unaweep Ave	D Rd	PA	1.276	2	26,000	14,078	33,176	17,964
29 Rd	D Rd	D 1/2 Rd	PA	0.413	4	44,000	15,766	18,172	6,511
29 Rd	D 1/2 Rd	North Ave	PA	0.590	4	36,000	22,096	21,240	13,037
29 Rd	North Ave	Patterson Rd	MA	0.998	2	24,000	10,566	23,952	10,545
29 Rd	Patterson Rd	29 Rd	PA	0.876	2	18,000	5,850	15,768	5,125
29 Rd	G Rd	N I-70 Frontg Rd	COL	0.424	2	12,000	5	5,088	2
2nd St	Front St	F Rd	COL	0.276	2	12,000	1,410	3,312	389
30 Rd	Hwy 50	B 1/2 Rd	COL	1.231	2	12,000	766	14,772	943
30 Rd	D Rd	E Rd	MA	0.878	2	24,000	7,489	21,072	6,575
30 Rd	E Rd	Patterson Rd	MA	1.120	4	40,000	17,250	44,800	19,320
30 Rd	Patterson Rd	F 1/2 Rd	COL	0.497	2	12,000	6,188	5,964	3,075
31 1/2 Rd	E Rd	F 1/2 Rd	COL	1.456	2	12,000	3,895	17,472	5,671
31 Rd	Hwy 50	F 1/2 Rd	COL	4.399	2	12,000	1,440	52,788	6,335
32 Rd	I-70 B	Frontage Rd	MA	0.023	4	32,000	3,440	736	79
32 Rd	E 1/2 Rd	32 Rd	MA	0.217	4	40,000	5,896	8,680	1,279
32 Rd	32 Rd	F Rd	MA	0.246	2	16,000	6,713	3,936	1,651
32 Rd	F Rd	E 1/2 Rd	COL	0.500	2	12,000	2,518	6,000	1,259
32 1/2 Rd	E Rd	F Rd	COL	0.836	2	12,000	2,209	10,032	1,847
33 Rd	D 1/2 Rd	D 3/4 Rd	COL	0.249	2	12,000	1,877	2,988	467
33 Rd	D 3/4 Rd	E Rd	COL	0.751	2	18,000	369	13,518	277
33 Rd	E 1/2 Rd	Node	COL	1.672	2	12,000	91	20,064	152
34 1/2 Rd	C 1/2 Rd	D Rd	COL	0.504	2	12,000	1,319	6,048	665
34 Rd	E 1/4 Rd	G Rd	COL	1.757	2	12,000	48	21,084	84
35 1/2 Rd	E Rd	E 1/2 Rd	COL	0.497	2	12,000	454	5,964	226
35 Rd	34 1/2 Rd	E Rd	COL	1.435	2	12,000	1,319	17,220	1,893
36 Rd	E 1/2 Rd	F Rd	COL	0.496	2	12,000	454	5,952	225
37 1/4 Rd	F Rd	F 1/4 Rd	COL	0.243	2	12,000	1,079	2,916	262
37 3/10 Rd	G Rd	I-70	COL	0.777	2	12,000	2,168	9,324	1,685
38 Rd	Horse Mntn Rd	G Rd	COL	0.921	2	12,000	1,947	11,052	1,793
A 1/2 Rd	30 Rd	31 Rd	COL	0.999	2	12,000	182	11,988	182
American Way	Base Rock St	Maldonado St	COL	0.236	2	12,000	3867	2,832	913
B 1/2 Rd	Hwy 50	27 1/2 Rd	MA	0.208	2	24,000	4,382	4,992	911
B 1/2 Rd	27 1/2 Rd	32 Rd	MA	4.520	2	16,000	4382	72,320	19,807
B Rd	27 Rd	30 Rd	COL	3.055	2	12,000	2269	36,660	6,932
Base Rock	Node	Node	COL	0.556	2	18,000	4,509	10,008	2,507
Belford Ave	N 4th St	N 5th St	MA	0.092	4	16,000	1,447	1,472	133
Belford Ave	N 24th St	28 Rd	COL	0.199	2	12,000	3,642	2,388	725
Bookcliff Ave	26 1/2 Rd	N 12th St	COL	0.467	2	12,000	2,623	5,604	1,225
C 1/2 Rd	32 Rd	34 1/2 Rd	COL	2.549	2	12,000	1,656	30,588	4,221
C Rd	31 Rd	32 Rd	COL	0.998	2	12,000	128	11,976	128

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
Canon St	Node	Hwy 50	COL	0.221	2	12,000	2,839	2,652	627
Coffman Rd	Hwy 141	Broadway	COL	3.662	2	12,000	10	43,944	37
Colorado Ave	S 3rd St	S 7th St	COL	0.365	2	12,000	7,799	4,380	2,847
Cortland Ave	27 1/2 Rd	28 Rd	COL	0.500	2	12,000	2,735	6,000	1,368
Crosby Ave	American Way	Broadway	COL	0.465	2	12,000	2,367	5,580	1,101
Crossroads Blvd	27 Rd	Horizon Dr	MA	1.088	2	16,000	6,177	17,408	6,721
D 1/2 Rd	29 Rd	D 1/2 Ct	COL	0.245	2	18,000	7,050	4,410	1,727
D 1/2 Rd	D 1/2 Ct	30 1/4 Rd	COL	1.044	2	12,000	7,050	12,528	7,360
D 1/2 Rd	30 1/4 Rd	Node	COL	0.077	2	18,000	9,619	1,386	741
D 1/2 Rd	Node	33 Rd	COL	2.669	2	12,000	7,669	32,028	20,469
D Rd	Monument Rd	Rosevale Rd	COL	0.306	2	12,000	2,191	3,672	670
D Rd	Node	Node	MA	0.373	4	32,000	4,849	11,936	1,809
D Rd	Node	Node	MA	0.300	2	16,000	4,983	4,800	1,495
D Rd	Node	Riverside Pkwy	MA	0.044	4	32,000	4,983	1,408	219
D Rd	D Rd	Node	PA	0.054	2	26,000	12,164	1,404	657
D Rd	29 Rd	32nd Rd	MA	2.993	2	16,000	15,986	47,888	47,846
Desert Rd	Hwy 50	Hwy 141	COL	4.787	2	12,000	11	57,444	53
DS Rd	17 3/10 Rd	Rim Rock Dr	COL	4.883	2	12,000	979	58,596	4,780
E 1/2 Rd	30 Rd	36 Rd	MA	1.497	2	16,000	5,706	23,952	8,542
E 1/2 Rd	32 Rd	Aaron Ct	COL	1.606	2	12,000	3,642	19,272	5,849
E 1/4 Rd	33 Rd	34 Rd	COL	1.009	2	12,000	833	12,108	840
E 3/4 Rd	20 1/2 Rd	20 3/4 Rd	COL	0.247	2	12,000	996	2,964	246
E Aspen Ave	N Mesa St	N Peach St	COL	1.212	2	12,000	4,328	14,544	5,246
E Grand Ave	Hwy 6 And 50	S PINE St	COL	0.485	2	12,000	612	5,820	297
E Ottley Ave	N Mesa St	Node	COL	0.447	2	12,000	4,369	5,364	1,953
E Pabor Ave	N Mesa St	N Maple St	COL	0.249	2	12,000	846	2,988	211
E Rd	30 Rd	35 1/2 Rd	COL	3.539	2	12,000	10,048	42,468	35,560
Elm Ave	N 7th St	Houston Ave	COL	1.848	2	12,000	2,868	22,176	5,300
F Rd	I-70 B	33 Rd	PA	0.675	2	26,000	17,935	17,550	12,106
F Rd	33 Rd	33 1/2 Rd	PA	0.512	2	18,000	8,076	9,216	4,135
F Rd	31 Rd	33 1/2 Rd	PA	1.320	4	44,000	19,165	58,080	25,298
F Rd	33 1/2 Rd	37 1/4 Rd	COL	1.721	2	12,000	1,323	20,652	2,277
F 1/4 Rd	37 1/4 Rd	Horse Mntain Rd	COL	0.809	2	12,000	1,485	9,708	1,201
F 1/2 Rd	25 Rd	32 Rd	COL	4.041	2	12,000	2,078	48,492	8,397
Frontage Rd	Timber Falls Dr	Hwy 6 and 50	COL	0.777	2	12,000	2,992	9,324	2,325
Frontage Rd	31 1/2 Rd	32 Rd	MA	0.487	2	16,000	3,860	7,792	1,880
G Rd	Power Rd	Hwy 6 & 50	COL	0.048	2	12,000	3,338	576	160
G Rd	Hwy 6 & 50	Horizon Dr	MA	4.944	2	16,000	1,727	79,104	8,538
G Rd	33 Rd	Front St	COL	3.710	2	12,000	1,398	44,520	5,187
Grand Ave	N 1ST St	N 7th St	MA	0.532	4	40,000	19,966	21,280	10,622
Grand Ave	N 7th St	N 12th St	MA	0.466	2	24,000	8,449	11,184	3,937
Grand Ave	N 12th St	28 Rd	COL	1.009	2	12,000	6,344	12,108	6,401
Gunnison Ave	N 1st St	N 9th St	COL	0.706	2	12,000	6,335	8,472	4,473
Gunnison Ave	N 9th St	N 12th St	COL	0.290	2	18,000	7,753	5,220	2,248
Gunnison Ave	N 12th St	Mantlo Cir	COL	0.809	2	12,000	3,912	9,708	3,165
H Rd	21 Rd	26 1/2 Rd	COL	4.495	2	12,000	1,074	53,940	4,828
H Rd	26 1/2 Rd	Jamaica Dr	COL	0.204	2	18,000	4,329	3,672	883
H Rd	Jamaica Dr	North Crest Dr	COL	1.131	2	12,000	3,117	13,572	3,525
H Rd	North Crest Dr	Horizon Dr	COL	0.455	2	18,000	1,659	8,190	755
Horizon Dr	26 1/2 Rd	N 2th St	MA	0.670	2	16,000	7,489	10,720	5,018

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
O Rd	16 Rd	19 Rd	COL	1.999	2	12,000	185	23,988	370
Old 6 and 50	Node	2 8/10 Rd	MA	11.956	2	16,000	64	191,296	765
Orchard Ave	1st St	26 Rd	COL	2.016	2	12,000	4,826	24,192	9,729
Orchard Ave	28 Rd	30 Rd	MA	0.591	2	24,000	9,842	14,184	5,817
Orchard Ave	Normandy Dr	29 Rd	MA	0.397	2	16,000	8,059	6,352	3,199
Orchard Ave	29 Rd	29 1/2 Rd	MA	0.503	2	24,000	7,877	12,072	3,962
Orchard Ave	29 1/2 Rd	30 Rd	MA	0.500	2	16,000	5,282	8,000	2,641
Ottley Ave	Node	N Pine St	COL	0.300	2	12,000	2,779	3,600	834
Patterson Rd	Hwy 6 & 50	26 Rd	PA	2.417	4	44,000	8,723	106,348	21,083
Patterson Rd	26 Rd	Mira Vista Rd	PA	0.297	4	36,000	30,773	10,692	9,140
Patterson Rd	Mira Vista Rd	View Point Dr	PA	0.385	4	44,000	30,640	16,940	11,796
Patterson Rd	View Point Dr	Node	PA	0.209	4	36,000	28,741	7,524	6,007
Patterson Rd	Node	31 Rd	PA	4.108	4	44,000	26,667	180,752	109,548
Pkwy Ramp	Node	Riverside Pkwy	RMP	0.380	2	12,000	1,651	4,560	627
Pkwy Ramp	Node	Node	PA	0.027	1	9,000	186	243	5
Pkwy Ramp	Node	Node	RMP	0.542	2	6,000	2,915	3,252	1,580
Pitkin Ave	Ute Ave	2nd St	PA	0.114	4	18,000	13,144	2,052	1,498
Pitkin Ave	S 2nd St	S 12th St	PA	0.921	6	27,000	13,144	24,867	12,106
Pitkin Ave	S 12th St	Node	PA	0.440	4	18,000	12,263	7,920	5,396
Rabbit Valley Rd	Node	Node	RMP	0.170	2	12,000	9	2,040	2
Redlands Pkwy	S Broadway	Broadway	COL	0.440	2	12,000	7,715	5,280	3,395
Redlands Pkwy	Colorado River	Pkwy Ramp	PA	0.809	4	36,000	17,688	29,124	14,310
Redlands Pkwy	S Camp Rd	S Broadway	COL	0.262	2	12,000	7,715	3,144	2,021
Redlands Pkwy	Broadway	Colorado River	PA	0.827	2	18,000	12,843	14,886	10,621
Redlands Pkwy	Node	Node	PA	0.022	4	36,000	17,435	792	384
Redlands Pkwy	Node	Node	PA	0.336	2	18,000	8,540	6,048	2,869
Redlands-Riverside	Node	Node	RMP	0.095	2	6,000	608	570	58
Reeder Mesa Rd	Hwy 50	Goodfellow Ct	COL	2.567	2	12,000	381	30,804	978
Ridges Blvd	Ridgeway Ct	Broadway	COL	0.753	2	12,000	7,717	9,036	5,811
Rimrock Dr	N 16 1/2 Rd	S Camp Rd	COL	23.005	2	12,000	288	276,060	6,625
River Rd	Frontage Rd	Pkwy Ramp	COL	4.607	2	12,000	3,886	55,284	17,903
Riverside Pkwy	Pkwy Ramp	Overpass	COL	1.389	2	18,000	2,722	25,002	3,781
Riverside Pkwy	Node	Node	COL	0.161	2	12,000	1,980	1,932	319
Riverside Pkwy	Node	Node	COL	0.039	4	24,000	444	936	17
Riverside Pkwy	Node	29 Rd	MA	1.556	2	24,000	12,885	37,344	20,049
Riverside Pkwy	Node	Node	PA	0.306	2	9,000	1,215	2,754	372
Riverside Pkwy	Node	Node	PA	0.115	4	44,000	17,227	5,060	1,981
Riverside Pkwy	Node	Node	PA	0.132	2	9,000	1,536	1,188	203
Riverside Pkwy	Node	Node	PA	1.713	4	44,000	17,670	75,372	30,269
Riverside Pkwy	Hwy 50 Exit	Hwy 50 on-ramp	PA	0.230	4	44,000	12,420	10,120	2,857
Riverside Pkwy	Node	S 9th St	PA	0.330	4	44,000	12,276	14,520	4,051
Riverside Pkwy	S 9th St	D Rd	PA	1.011	2	26,000	10,253	26,286	10,366
Riverside Pkwy	Node	Node	RMP	0.252	2	6,000	10,313	1,512	2,599
Riverside Pkwy	Node	Node	RMP	0.255	1	6,000	177	1,530	45
Riverside Pkwy	Node	Node	RMP	0.264	2	6,000	9,264	1,584	2,446
Rood Ave	N 1st St	N 7th St	COL	0.529	2	12,000	3,134	6,348	1,658
Rosevale Rd	S Redlands Rd	D Rd	COL	0.820	2	12,000	1,570	9,840	1,287
S 1st St	Ute Ave	Main St	PA	0.116	4	36,000	25,971	4,176	3,013
S 5th St	Hwy 50	Pitkin Ave	EXP	1.143	4	24,000	14,590	27,432	16,676
S 5th St	Pitkin Ave	Ute Ave	MA	0.068	4	32,000	15,318	2,176	1,042

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
S 4th St	Pitkin Ave	Main St	MA	0.205	4	16,000	4,410	3,280	904
S 5th St	Ute Ave	Main St	MA	0.131	6	24,000	7,584	3,144	994
S 7th St	Riverside Pkwy	Pitkin Ave	COL	0.539	2	18,000	1,203	9,702	648
S 7th St	Pitkin Ave	Main St	MA	0.202	4	40,000	8,117	8,080	1,640
S 9th St	Riverside Pkwy	4th Ave	COL	0.230	2	12,000	848	2,760	195
S 9th St	4th Ave	Ute Ave	MA	0.416	2	16,000	1,526	6,656	635
S 12th St	Pitkin Ave	Colorado Ave	PA	0.133	2	18,000	3,127	2,394	416
S 12th St	Colorado Ave	Main St	PA	0.070	2	26,000	3,127	1,820	219
S Broadway	Mnmnt Canyon Dr	S Camp Rd	COL	3.462	2	12,000	5,224	41,544	18,085
SB Pkwy on-ramp	Broadway	Riverside Pkwy	RMP	0.224	2	6,000	3,872	1,344	867
S Camp Rd	Monument Rd	Rimrock Rd	COL	0.626	2	12,000	3,335	7,512	2,088
S Camp Rd	Rimrock Rd	Buffalo Dr	COL	0.873	2	12,000	3,166	10,476	2,764
S Camp Rd	Buffalo Dr	Mckinley Dr	COL	0.858	2	18,000	2,419	15,444	2,076
S Camp Rd	Mckinley Dr	S Broadway	COL	0.295	2	12,000	3,605	3,540	1,063
S Coulson St	Hwy 6 & 50	W Aspen Ave	COL	0.051	2	12,000	3,664	612	187
S Maple St	Hwy 6 & 50	E Aspen Ave	COL	0.358	2	12,000	1,864	4,296	667
S Mesa St	Hwy 6 & 50	W Aspen Ave	COL	0.184	2	12,000	2,109	2,208	388
S Pine St	Hwy 6 & 50	J 2/10 Rd	COL	0.339	2	18,000	8,893	6,102	3,015
S Pine St	J 2/10 Rd	E Aspen Ave	COL	0.371	2	12,000	7,461	4,452	2,768
S Redlands Rd	Mount Sopris Dr	Monument Rd	COL	0.402	2	12,000	3,057	4,824	1,229
Teller Ave	I-70 B	29 Rd	RMP	0.189	4	24,000	3,973	4,536	751
Unaweep Ave	Hwy 50	29 Rd	COL	2.847	2	18,000	9,028	51,246	25,703
Ute Ave	S 1st St	N 5th St	PA	0.355	4	18,000	10,652	6,390	3,781
Ute Ave	S 5th St	S 12th St	PA	0.646	6	27,000	11,357	17,442	7,337
Ute Ave	S 12th St	I-70 B	PA	0.424	4	18,000	10,777	7,632	4,569
Warrior Way	I-70 B	E 1/2 Rd	COL	0.112	2	18,000	7,513	2,016	841
West Ave	Broadway	Riverside Pkwy	COL	0.170	2	12,000	8,172	2,040	1,389
W Aspen Ave	N Coulson St	N Mesa St	COL	0.250	2	12,000	4,037	3,000	1,009
W Grand Ave	Mulberry St	N 1st St	PA	0.154	4	44,000	20,840	6,776	3,209
W Ottley Ave	Hwy 6 And 50	N Mesa St	COL	0.885	2	12,000	1,256	10,620	1,112
W Pabor Ave	N Cherry St	N Mesa St	COL	0.251	2	12,000	2,587	3,012	649
Whitewtr Crk Rd	Reeder Mesa Rd	Node	COL	1.633	2	12,000	111	19,596	181
Subtotal, Non-State Roads				350.168				5,325,416	1,326,921
EB Off-Ramp	Node	Node	RMP	0.224	2	6,000	9,260	1,344	2,074
EB Off-Ramp	Node	Node	RMP	0.047	2	6,000	49	282	2
EB On-Ramp	Node	Node	RMP	0.031	2	6,000	2,984	186	93
EB On-Ramp	Node	Node	RMP	0.055	2	6,000	313	330	17
EB On-Ramp	Node	Node	RMP	0.321	2	6,000	3,110	1,926	998
EB to EB Off-ramp	Node	Node	RMP	0.201	2	6,000	9,211	1,206	1,851
EB to WB Off-ramp	Node	Node	RMP	0.035	2	6,000	29	210	1
EB to WB On-ramp	Node	Node	RMP	0.061	2	6,000	80	366	5
Hwy 6	N 1st St	I-70 B	PA	3.819	4	44,000	25,380	168,036	96,926
Hwy 6	Node	Node	RMP	0.316	4	12,000	11,903	3,792	3,761
Hwy 6	Node	Node	RMP	0.477	2	6,000	10,907	2,862	5,203
Hwy 6	Node	Node	RMP	0.101	4	12,000	11,903	1,212	1,202
Hwy 6	Node	N 1st St	PA	0.101	4	44,000	22,848	4,444	2,308
Hwy 6	F Rd	G Rd	PA	3.320	2	18,000	7,854	59,760	26,075
Hwy 6	G Rd	Shiraz Dr	PA	0.284	2	26,000	8,038	7,384	2,283
Hwy 6	Shiraz Dr	37 3/10 Rd	PA	0.388	2	18,000	6,705	6,984	2,602

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
Hwy 6	37 3/10 Rd	Peach Ave	PA	0.382	2	26,000	5,940	9,932	2,269
Hwy 6	Peach Ave	Rapid Creek Rd	PA	2.482	2	18,000	3,985	44,676	9,891
Hwy 6	Node	Node	RMP	0.418	2	6,000	673	2,508	281
Hwy 6	Rapid Creek Rd	I-70	RMP	0.372	2	6,000	475	2,232	177
Hwy 6/50 offramp	Hwy 6 and 50	Redlands Pkwy	RMP	0.244	2	6,000	659	1,464	161
Hwy 6/50 onramp	Redlands Pkwy	Hwy 6 & 50	RMP	0.265	2	6,000	5,266	1,590	1,395
Hwy 6 and 50	Node	Old Hwy 6 & 50	EXP	0.763	2	24,000	446	18,312	340
Hwy 6 and 50	Hwy 6 & 50	past 22 Rd	EXP	13.894	2	24,000	1,082	333,456	15,033
Hwy 6 and 50	Node	Node	EXP	0.081	4	48,000	25,077	3,888	2,031
Hwy 6 and 50	Node	Node	EXP	0.430	4	24,000	11,656	10,320	5,012
Hwy 6 and 50	Node	Patterson Rd	EXP	2.003	4	48,000	29,287	96,144	58,662
Hwy 6 and 50	Node	Node	EXP	0.984	4	24,000	13,115	23,616	12,905
Hwy 6 and 50	Node	Node	EXP	0.155	6	36,000	15,170	5,580	2,351
Hwy 6 and 50	Node	Rimrock Ave	EXP	1.259	6	72,000	32,103	90,648	40,418
Hwy 6 and 50	Rimrock Ave	Node	EXP	0.794	6	24,000	19,314	19,056	15,335
Hwy 6 and 50	Node	Node	EXP	0.256	6	12,000	8,406	3,072	2,152
Hwy 6 and 50	Node	Node	EXP	0.514	6	24,000	10,339	12,336	5,314
Hwy 6 and 50	Node	Node	EXP	0.216	6	48,000	20,001	10,368	4,320
Hwy 50	Unaweep Ave	Palisade St	EXP	0.428	4	48,000	40,563	20,544	17,361
Hwy 50	Unaweep Ave	Unaweep Ave	EXP	1.116	4	24,000	19,139	26,784	21,359
Hwy 50	Palisade St	27 Rd	EXP	0.409	4	48,000	27,092	19,632	11,081
Hwy 50	27 Rd	B 1/2 Rd	EXP	0.294	4	24,000	13,212	7,056	3,884
Hwy 50	27 Rd	Hwy 50 Ramp	EXP	0.358	2	24,000	13,219	8,592	4,732
Hwy 50	B 1/2 Rd	27 1/2 Rd	EXP	0.375	4	24,000	9,085	9,000	3,407
Hwy 50	27 1/2 Rd	County Line	EXP	18.666	4	48,000	18,631	895,968	347,766
Hwy 50 Ramp	Hwy 50	Node	MA	0.135	2	8,000	4,114	1,080	555
Hwy 50 Ramp	Node	B 1/2 Rd	MA	0.221	2	24,000	4,148	5,304	917
Hwy 139	Node	Co Rd 258	MA	13.643	2	16,000	1,569	218,288	21,406
Hwy 141	Node	Hwy 50	MA	0.964	2	16,000	1,914	15,424	1,845
Hwy 141	Hwy 50	D Rd	PA	3.650	2	18,000	6,192	65,700	22,601
Hwy 141	D Rd	I-70 B	PA	1.792	4	44,000	17,659	78,848	31,645
Hwy 340	Raptor Rd	Red Cliffs Dr	MA	0.603	4	40,000	5,926	24,120	3,573
Hwy 340	Red Cliffs Dr	Kings View Rd	MA	0.655	4	32,000	3,553	20,960	2,327
Hwy 340	Kings View Rd	S Broadway	MA	4.026	2	16,000	2,884	64,416	11,611
Hwy 340	S Broadway	W Scenic Dr	PA	5.073	2	18,000	3,324	91,314	16,863
Hwy 340	W Scenic Dr	Pleasant Ridge Ln	PA	0.209	2	26,000	13,630	5,434	2,849
Hwy 340	Pleasant Ridge Ln	Ridges Blvd	PA	0.351	2	18,000	14,473	6,318	5,080
Hwy 340	Ridges Blvd	Country Club Park	PA	0.472	4	36,000	19,465	16,992	9,187
Hwy 340	Country Club Park	West Ave	PA	0.840	4	44,000	19,524	36,960	16,400
Hwy 340	West Ave	Pkwy On Ramp	PA	0.024	4	36,000	23,980	864	576
Hwy 340	Pkwy On Ramp	past Crosby Ave	PA	0.297	4	44,000	20,635	13,068	6,129
Hwy 340	W Aspen Ave	I-70	MA	0.209	4	40,000	15,948	8,360	3,333
Hwy 340	Ramp	Ramp	MA	0.095	4	40,000	14,906	3,800	1,416
I-70 B Ramp	I-70 B	29 Rd	RMP	0.277	2	6,000	5,356	1,662	1,484
I-70 Access Rd	Node	Node	RMP	0.179	2	6,000	6,429	1,074	1,151
I-70 Access Rd	Node	Node	RMP	0.529	2	6,000	5,558	3,174	2,940
I-70 Access Rd	Node	Node	RMP	0.562	2	6,000	5,733	3,372	3,222
I-70 B	Node	Node	EXP	0.147	4	24,000	17,021	3,528	2,502
I-70 B	Node	I-70 Off Ramp	EXP	5.886	4	48,000	18,112	282,528	106,607
I-70 B	Node	Node	EXP	0.377	4	24,000	12,901	9,048	4,864

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Table 18. Existing Major Roadway Inventory (continued)

Street	From	To	Type	Miles	Lns	Capacity	ADT	VMC	VMT
I-70 B	Node	Node	RMP	0.353	2	6,000	7,341	2,118	2,591
Ramp	Node	Node	RMP	0.049	2	6,000	2,799	294	137
WB Off-Ramp	Node	Node	RMP	0.015	2	6,000	3,068	90	46
WB Off-Ramp	Node	Node	RMP	0.287	2	6,000	3,224	1,722	925
WB On-Ramp	Node	Node	RMP	0.245	2	6,000	8,387	1,470	2,055
WB On-Ramp	Node	Node	RMP	0.010	2	6,000	8,331	60	83
WB-EB off-ramp	Node	Node	RMP	0.065	2	6,000	222	390	14
WB-WB off-ramp	Node	Node	RMP	0.084	2	6,000	3,280	504	276
WB-WB on-ramp	Node	Node	RMP	0.054	2	6,000	8,645	324	467
Subtotal, State Roads				99.317				2,925,706	1,020,715
Total				449.485				8,251,122	2,347,636

Notes: ADT is average daily traffic volume; VMC is vehicle-miles of capacity, VMT is vehicle-miles of travel
Source: Mesa County GIS, March 19, 2018.

APPENDIX B: LAND USE DEFINITIONS

Recommended definitions for the land uses in the updated impact fee schedule are provided below. If these are adopted by ordinance or resolution, those that differ from or overlap with zoning or general definitions should have a disclaimer that they only apply to the impact fee section.

Single-Family Detached means the use of a lot for only one dwelling unit, including a mobile home not located in a mobile home park, provided that a single-family detached use may also include an accessory dwelling unit, if allowed by zoning, which shall be assessed the rate for a multi-family unit.

Multi-Family means a building containing two or more dwelling units. It includes duplexes, apartments, residential condominiums, townhouses, and timeshares.

Mobile Home/RV Park means a parcel (or portion thereof) or abutting parcels of land designed, used or intended to be used to accommodate two or more occupied mobile homes or recreational vehicles, with necessary utilities, vehicular pathways, and concrete pads or vehicle stands.

Hotel/Motel means a building or group of buildings on the same premises and under single control, consisting of sleeping rooms kept, used, maintained or advertised as, or held out to the public to be, a place where sleeping accommodations are supplied for pay to transient guests or tenants. This land use category includes rooming houses, boardinghouses, and bed and breakfast establishments.

Shopping Center/Commercial means an integrated group of commercial establishments planned, developed, owned or managed as a unit, or a free-standing retail or commercial use not otherwise listed in the impact fee schedule. Uses located on a shopping center outparcel are considered free-standing for the purposes of this definition. A retail or commercial use shall mean the use of a building or structure primarily for the sale to the public of nonprofessional services, or goods or foods that have not been made, assembled or otherwise changed in ways generally associated with manufacturing or basic food processing in the same building or structure. This category includes but is not limited to all uses located in shopping centers and the following free-standing uses:

Amusement park
Auto parts store
Auto wrecking yard
Automobile repair
Bank without drive-through facilities
Bar and cocktail lounge
Camera shop
Car wash
Convenience food and beverage store without gas pumps
Department store
Florist shop
Food store
Grocery
Hardware store

Health or fitness club
Hobby, toy and game shop
Junkyard
Laundromat
Laundry or dry cleaning
Lawn and garden supply store
Massage establishment
Music store
Newsstand
Nightclub
Racetrack
Recreation facility, commercial
Rental establishment
Repair shop, other than auto repair
School, commercial
Specialty retail shop
Supermarket
Theater, indoor (excluding movie theaters)
Used merchandise store
Variety store
Vehicle and equipment dealer

Auto Sales/Service means an establishment primarily engaged in selling new or used motor vehicles, and which may also provide repair and maintenance services.

Bank, Drive-In means an establishment providing banking services to the public that includes drive-in or drive-through facilities.

Convenience Store w/Gas Sales means an establishment offering the sale of motor fuels and convenience items to motorists.

Golf Course means a golf course that is not restricted primarily for use by residents of a residential development of which it is a part, including commercial uses such as pro shop or bar that are designed primarily to serve patrons.

Movie Theater means a stand-alone establishment, not located in a shopping center, offering the viewing of motion pictures for sale to the public.

Restaurant, Standard means a stand-alone establishment, not located in a shopping center but may be located on an out-parcel, that sells meals prepared on site, and does not provide drive-through or drive-in service.

Restaurant, Drive-Through means a stand-alone establishment, not located in a shopping center but may be located on an out-parcel, that sells meals prepared on site, and provides drive-through or drive-in service.

Office, General means a building exclusively containing establishments providing executive, management, administrative, financial, or non-medical professional services, and which may include ancillary services for office workers, such as a restaurant, coffee shop, newspaper or candy stand, or child care facilities. It may be the upper floors of a multi-story office building with ground floor retail uses. Typical uses include banks without drive-in facilities, real estate, insurance, property management, investment, employment, travel, advertising, secretarial, data processing, telephone answering, telephone marketing, music, radio and television recording and broadcasting studios; professional or consulting services in the fields of law, architecture, design, engineering, accounting and similar professions; interior decorating consulting services; and business offices of private companies, utility companies, trade associations, unions and nonprofit organizations. This category does not include an administrative office that is ancillary to a principal commercial or industrial use.

Office, Medical means a building primarily used for the examination and/or treatment of patients on an outpatient basis (with no overnight stays by patients) by health professionals, and which may include ancillary services for medical office workers or a medical laboratory to the extent necessary to carry out diagnostic services for the medical office's patients.

Animal Hospital/Vet Clinic means the use of a site primarily for the provision of medical care and treatment of animals, and which may include ancillary boarding facilities.

Hospital means an establishment primarily engaged in providing medical, surgical, or skilled nursing care to persons, including overnight or longer stays by patients.

Nursing Home means an establishment primarily engaged in providing limited health care, nursing and health-related personal care but not continuous nursing services.

Place of Worship means a structure designed primarily for accommodating an assembly of people for the purpose of religious worship, including related religious instruction for 100 or fewer children during the week and other related functions.

Day Care Center means a facility or establishment that provides care, protection and supervision for six or more children unrelated to the operator and which receives a payment, fee or grant for any of the children receiving care, whether or not operated for profit. The term does not include public or nonpublic schools.

Elementary/Secondary School means a school offering an elementary through high school curriculum.

Public/Institutional means a governmental, quasi-public or institutional use, or a non-profit recreational use, not located in a shopping center or separately listed in the impact fee schedule. Typical uses include higher education institutions, city halls, courthouses, post offices, jails, libraries, museums, military bases, airports, bus stations, fraternal lodges, parks and playgrounds. It also includes bus terminals, fraternal clubs, adult day care centers, dormitories, and prisons.

Industrial means an establishment primarily engaged in the fabrication, assembly or processing of goods. Typical uses include manufacturing plants, industrial parks, research and development laboratories, welding shops, wholesale bakeries, dry cleaning plants, and bottling works.

Warehouse means an establishment primarily engaged in the display, storage and sale of goods to other firms for resale, as well as activities involving significant movement and storage of products or equipment. Typical uses include wholesale distributors, storage warehouses, trucking terminals, moving and storage firms, recycling facilities, trucking and shipping operations and major mail processing centers.

Mini-Warehouse means an enclosed storage facility containing independent, fully enclosed bays that are leased to persons for storage of their household goods or personal property.

APPENDIX C: LEGAL FRAMEWORK

Impact fees are a way for local governments to require new developments to pay a proportionate share of the infrastructure costs they impose on the community. In contrast to "negotiated" developer exactions, impact fees are charges assessed on new development using a standard formula based on objective characteristics, such as the number and type of dwelling units constructed. The fees are a one-time, up-front charge, with the payment made at the time of building permit issuance. Impact fees require that each new development project pay a pro-rata share of the cost of new capital facilities required to serve that development.

Dual Rational Nexus Test

Impact fees were pioneered in states that lacked specific enabling legislation, and they have generally been legally defended as an exercise of local government's broad "police power" to regulate land development in order to protect the health, safety and welfare of the community. To distinguish regulatory impact fees from unauthorized taxes, state courts have developed guidelines for constitutionally-valid impact fees, based on the "rational nexus" standard. The standard essentially requires that fees must be proportional to the need for additional infrastructure created by the new development, and the fees must be spent to provide that same type of infrastructure to benefit new development. A Florida district court of appeals described the dual rational nexus test in 1983 as follows, and this language was subsequently quoted and followed by the Florida Supreme Court in its 1991 St. Johns County decision:[1]

> *In order to satisfy these requirements, the local government must demonstrate a reasonable connection, or rational nexus, between the need for additional capital facilities and the growth in population generated by the subdivision. In addition, the government must show a reasonable connection, or rational nexus, between the expenditures of the funds collected and the benefits accruing to the subdivision. In order to satisfy this latter requirement, the ordinance must specifically earmark the funds collected for use in acquiring capital facilities to benefit the new residents.*

The Need Test

To meet the first prong of the dual rational nexus test, it is necessary to demonstrate that new development creates the need for additional roadway facilities. The demand on roadways created by new developments of different types is quantified in the form of trip generation rates per housing unit and per various measures of nonresidential development. Transportation impact fees are designed to be proportional to the capacity needed to accommodate each new development.

The Benefit Test

To meet the second prong of the dual rational nexus test, it is necessary to demonstrate that new development subject to the fee will benefit from the expenditure of the impact fee funds. One requirement is that the fees actually be used to fill the need that serves as the justification for the fees under the first part of the test.

[1] St. Johns County v. Northeast Florida Builders Association, Inc., 583 So.2d 635, April 18, 1991

Colorado Statutes

Impact fees were pioneered by local governments in the absence of explicit state enabling legislation. Consequently, such fees were originally defended as an exercise of local government's broad "police power" to protect the health, safety and welfare of the community. The courts gradually developed guidelines for constitutionally valid impact fees, based on a "rational nexus" that must exist between the regulatory fee or exaction and the activity that is being regulated.

Prior to 2001, the authority of counties in Colorado to impose transportation impact fees was not entirely clear. Several counties had adopted impact fees, which they felt were authorized under counties' implied powers. This changed with the passage of SB 15 by the Legislature and its signature by the governor on November 16, 2001. Among other things, this bill created a new section 104.5: Impact Fees, in Article 20 of Title 29, Colorado Revised Statutes, which includes the following authorization and major requirements:

> *(1) Pursuant to the authority granted in section 29-20-104 (1) (g) and as a condition of issuance of a development permit, a local government may impose an impact fee or other similar development charge to fund expenditures by such local government … needed to serve new development. No impact fee or other similar development charge shall be imposed except pursuant to a schedule that is:*
>
> *(a) Legislatively adopted;*
> *(b) Generally applicable to a broad class of property; and*
> *(c) Intended to defray the projected impacts on capital facilities caused by proposed development.*
>
> *(2) (a) A local government shall quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee or development charge at a level no greater than necessary to defray such impacts directly related to proposed development. No impact fee or other similar development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development.*
> …
> *(3) Any schedule of impact fees or other similar development charges adopted by a local government pursuant to this section shall include provisions to ensure that no individual landowner is required to provide any site specific dedication or improvement to meet the same need for capital facilities for which the impact fee or other similar development charge is imposed. …*

SB 15 clearly authorized counties in Colorado to assess impact fees. It also imposed requirements relating to level of service, proportionality, and developer credits. Another important legal requirement not addressed in Colorado statutes but firmly rooted in impact fee case law is the need to provide revenue credits to avoid double-charging by charging both impact fees and other taxes (rather than improvements required as a condition of development). These topics are discussed below. Other statutory provisions require accounting for fee revenues in special funds and authorize waivers of fees for affordable housing.

Level of Service

Subsection 104.5(2)(a) of the Impact Fees statute requires that the fees not exceed the cost directly related to the proposed development, and that they not be used to remedy any existing deficiency. The statute does not use the term "level of service," but the concept is implicit in establishing the relationship of the cost of improvements to the new development, as well as in determining existing deficiencies. These provisions get to the heart of the one of the most fundamental principles established in impact fee case law, which is that impact fees should not charge new development for a higher level of service than is provided to existing development. Basing the fees on a higher level of service (LOS) than is being provided to existing development means there is a deficiency in existing facilities to provide the same LOS new development is paying for through the impact fee. Such a deficiency needs to be paid for in such a way that it does not burden new development. The methodology used in this study results in a fee that does not exceed the cost to maintain the existing LOS.

Proportionality

One of the fundamental legal principles of impact fee case law is that the fees for each individual land use type should be proportional to the impact of that use. This is reflected in subsection (2)(a), which requires that the fees be "directly related" to the impacts of new development. The language could also be read as allowing lower fees for some uses compared to others, as long as the fee for each use does not exceed the cost attributable to the development. However, if the fees are not based on the actual impact of the development, there is a risk that the courts may deem it to be an unauthorized tax rather than a fee. There may be a temptation to simply adopt fees at a lower rate for certain types of development that are seen as more desirable. A better approach would be to appropriate general fund monies to pay a portion of the fees for desired types of development. It would also be advisable to calculate a revenue credit to account for future general fund taxes that non-subsidized development will generate that will be used to subsidize fees for other classes of development.

Developer Credits

Another fundamental requirement articulated in impact fee case law is the need to avoid double-charging new development through impact fees and other requirements or taxes. Subsection 104.5(3) reflects this principle in the context of improvements required as a condition of development approval. It states that developers should not be required to make "site-specific dedications or improvements" that "meet the same need" being addressed by the impact fees while also being required to pay the fee. In general, impact fees should be reduced by the value of dedications or improvements required of developers for the same type of improvements that would be eligible to be funded with the impact fees. These reductions are referred to as developer credits.

It is reasonable to have some restrictions on the types of improvements that are eligible for credit. Granting credits is essentially spending future impact fees, and the fees should be spent for priority improvements that benefit the community at large. Developers should not be allowed to monopolize the fees for localized improvements if they choose to develop in areas that lack adequate infrastructure. For example, credit eligibility could be restricted to contributions related to projects identified in a local or regional transportation master plan or capital improvements plan. However, developers should be eligible for credits for required improvements related to projects that are consistent with the jurisdiction's land use and capital plans.

The updated fees do not include the cost of rights-of-way (ROW). This does not mean that the fees cannot be spent to acquire ROW needed to accommodate future capacity-expanding improvements. However, if a jurisdiction decides not to give developers credit for required ROW dedications on the major roadway system related to a future capacity-expanding project, it might be appropriate to restrict the fees collected to be spent only on improvements. This issue has not been litigated, but the expenditure restriction would establish a bright line between what the fees are and are not designed to pay for, and avoid any argument that developments paying the fee are not getting the full benefit of the improvements they are paying for through the fees.

Revenue Credits

A revenue credit is a reduction from the cost per service unit designed to equalize the burden between existing and new development arising from the expenditure of future revenues that can be attributed in part to new development. While developer credits are provided on a case-by-case basis, revenue credits must be addressed in the fee calculation study.

As noted above, if there are existing deficiencies with respect to the level of service used in the fee calculation, the fees should be reduced by a credit that accounts for the contribution of new development toward remedying the existing deficiencies. A similar situation arises when the existing level of service has not been fully paid for. Outstanding debt on existing facilities that are counted in the existing level of service will be retired, in part, by revenues generated from new development. Given that new development will pay impact fees to provide the existing level of service for itself, the fact that new development may also be paying for the facilities that provide that level of service for existing development could amount to paying for more than its proportionate share. Consequently, impact fees should be reduced to account for future payments that will retire outstanding debt on existing facilities that provide the level of service on which the fees are based for existing development.

The issue is less clear-cut when it comes to other types of revenue that may be used to make capacity-expanding capital improvements of the same type being funded by impact fees. The clearest case occurs when non-impact fee general fund tax revenues are programmed for capacity-expanding improvements on an "as available" basis because impact fees are insufficient to fund all needed growth-related improvements. These capacity-adding projects that may be funded in the future with non-impact fee dollars will be paid for by both existing and new development and will increase the overall level of service, benefitting both existing development and future growth.

Similar considerations apply to dedicated funding sources, such as special taxes that can only be used for the same type of facilities as the impact fees. Like discretionary revenue, these types of dedicated revenue sources are typically not specifically dedicated only for capacity-expanding improvements, and even if they are, their use to fund capacity-related improvements improves the level of service for both existing and new development.

Outside funding or grants for capacity-expanding improvements to major roads that can reasonably be anticipated in the future could warrant a credit, but this is not clear-cut. In addition to the argument made above (i.e., the additional funding raises the level of service and benefits both new development and existing development), two additional arguments can be made against providing credits for such funding. First, new development in a community does not directly pay for State and Federal grants in the same way they pay local gasoline and property taxes. Second, future grant funding is far more uncertain than dedicated revenue streams.

While these arguments are compelling, they have not been litigated, and the law on whether revenue credits may be warranted in situations other than existing deficiencies or outstanding debt on existing facilities is currently unclear In addition, such credits were provided in the original 2002 impact fee study. This update continues to incorporate revenue credits for both local and Federal/State non-impact fee funding anticipated to be available to help fund growth-related transportation improvements.

If fees are disproportionately reduced or waived for selected land use categories or types of development, a revenue credit should probably be provided for other land uses not subject to the reduction. Even if the targeted reductions are replaced with general funds, new development that is not eligible for the reduction will generate future general fund revenues that will be used to pay for the reduced fees for eligible development. This could arguably amount to new development that is not eligible paying more than its proportionate share of transportation improvement costs. While this issue has not been litigated, the prudent course would be either not to apply targeted fee reductions or else calculate an appropriate revenue credit for non-eligible development types.

APPENDIX D: METHODOLOGY

This appendix describes the methodology used to develop the transportation impact fees. A key concept in any transportation impact fee methodology is the definition of the "service unit," which is described first. This description is followed by an explanation of the "consumption-based" model used in this study. Finally, the appendix concludes with a description of the formula used to calculate the transportation impact fees.

Service Unit

A service unit creates the link between supply (roadway capacity) and demand (traffic generated by new development). An appropriate service unit basis for transportation impact fees is vehicle-miles of travel (VMT). Vehicle-miles is a combination of the number of vehicles traveling during a given time period and the distance (in miles) those vehicles travel.

The two time periods most often used in traffic analysis are the 24-hour day (average daily trips or ADT) and the single hour of the day with the highest traffic volume (peak hour trips or PHT). The current transportation impact fee system is based on ADT. The regional transportation model is also based on ADT. Daily trips will continue to be used in this update.

Consumption-Based Model

The two traditional alternative methodologies for calculating transportation impact fees are the "improvements-driven" and "consumption-based" approaches. The consumption-based methodology continues to be recommended for Mesa County's transportation impact fees.

The "improvements-driven" approach essentially divides the cost of growth-related improvements required over a fixed planning horizon by the number new service units (e.g., vehicle-mile of travel or VMT) projected to be generated by growth over the same planning horizon in order to determine a cost per service unit. The improvements-driven approach depends on accurate planning and forecasting. For example, the fees will be accurate only if the forecasted increase in traffic actually necessitates all of the improvements identified in the transportation master plan. If many of the planned improvements will provide excess capacity that will be available to serve additional development beyond the planning horizon on which the fees are based, the fees may be too high.

The "consumption-based" approach does not depend on knowing in advance what improvements will be made or what type or density of development will occur. The consumption-based model simply charges a new development the cost of replacing the capacity that it will consume on the major roadway system. That is, for every service unit of traffic generated by the development, the transportation impact fee charges the net cost to construct an additional service unit of capacity. Compiling a list of planned improvements needed to accommodate projected growth is not necessary for the development of consumption-based transportation impact fees, which can be calculated based on any representative list of road improvements, including an historical list or a list of projects needed at build-out.

In a consumption-based system, the list of road improvements is used to determine the cost per unit of capacity. Thus, doubling the total cost of the list of road improvements will not double the fee and in fact may very well not increase the fee at all. Only if the improvements added to the list were more expensive, per unit of capacity created, would their addition have the effect of increasing the impact fee.

In most rapidly growing communities, some roadways will be experiencing an unacceptable level of congestion at any given point in time. One of the principles of impact fees is that new development should not be charged, through impact fees, for a higher level of service than is provided to existing development. A consumption-based fee, unlike an improvements-driven one, is not designed to recover the full costs to maintain the desired LOS on all roadway segments. Instead, it is only designed to maintain a minimum system-wide ratio between demand and capacity. Virtually all major roadway systems have more capacity (VMC) than demand (VMT) on a system-wide basis. Consequently, under a consumption-based system, the level of service standard is the system-wide VMC/VMT ratio. If the major roadway system currently has a VMC/VMT ratio higher than the one on which the fees are based, there are no existing deficiencies.

Since travel is never evenly distributed throughout a roadway system, actual roadway systems require more than one unit of capacity for every unit of demand in order for the system to function at an acceptable level of service. Suppose, for example, that the community completes a major arterial widening project. The completed arterial is likely to have a significant amount of excess capacity for some time. If the entire system has just enough capacity to accommodate all the vehicle-miles of travel, then the excess capacity on this segment must be balanced by another segment being over-capacity. Clearly, roadway systems in the real world need more total aggregate capacity than the total aggregate demand, because the traffic does not always precisely match the available capacity. Consequently, the standard consumption-based model generally underestimates the full cost of growth.

A modified consumption-based transportation impact fee model that more accurately identifies the full growth-related cost of maintaining desired service levels uses the system-wide ratio of capacity to demand. Essentially, this approach requires that new development pay for the cost to construct more capacity than it directly consumes in order to maintain the system-wide ratio of capacity to demand. In this system, the cost per vehicle-mile of capacity (VMC) is multiplied by the system-wide ratio of VMC/VMT to determine the cost per VMT. The existing major roadway system has an overall ratio of 3.51 vehicle-miles of capacity for every vehicle-mile of travel, as shown in Table 19. However, that ratio may not be sustainable over the long term. As communities grow and become more urban, the ratio tends to fall. The 2002 study used a 1.50 VMC/VMT ratio. The 1.00 ratio implicit in the standard consumption-based methodology is recommended for this update.

Table 19. Existing Major Roadway Level of Service

	Non-State Roads	State Roads	Total System
Daily VMC on Major Roads	5,325,416	2,925,706	8,251,122
÷ Daily VMT on Major Roads	1,326,921	1,020,715	2,347,636
Existing VMC/VMT Ratio	4.01	2.87	3.51
Recommended VMC/VMT Ratio for Impact Fee Calculation			1.00

Source: VMC and VMT from Table 18 in the appendix.

The formula for the modified consumption-based methodology used in this study is summarized in Figure 6. The maximum fee calculated under this methodology is the number of service units (VMT) that will be generated by the development times the net cost per service unit. The inputs into the formula are described in more detail below.

Figure 6. Transportation Impact Fee Formula

FEE = VMT x NET COST/VMT

Where:

VMT	=	TRIPS x % NEW x LENGTH
TRIPS	=	1/2 average daily trip ends generated by the development during the work week
% NEW	=	Percent of trips that are primary trips, as opposed to passby or diverted-link trips
LENGTH	=	Average length of a trip on major roadway system
NET COST/VMT	=	COST/VMT - CREDIT/VMT
COST/VMT	=	COST/VMC x VMC/VMT
COST/VMC	=	Average cost to create a new VMC based on historical or planned improvements
VMC/VMT	=	The system-wide ratio of capacity to demand in the major roadway system
CREDIT/VMT	=	Credit per VMT, based on revenues to be generated by new development

APPENDIX E: TRIP RATES BY UNIT SIZE

The calculation of average daily trip generation rates for single-family detached units by dwelling unit size is addressed in this appendix. Information from U.S. Census for the Mesa County area, the national American Housing Survey, and the National Cooperative Highway Research Program are utilized in the calculations.

The 2017 American Housing Survey provides national data on the average size of single-family units by number of bedrooms in square feet of living area. This data is based on a national sample of over 34,000 single-family detached units containing one or more bedrooms (efficiency units have a very small sample size and are excluded from the analysis). The average sizes of single-family units by number of bedrooms are summarized in Table 20. These national average sizes should be reasonably representative of existing development in Mesa County.

Table 20. Unit Size by Number of Bedrooms, Single-Family

No. of Bedrooms	Sample Units	Weighted Square Feet	Weighted Units	Average Size
1	602	1,600,040,501	1,486,842	1,076
2	4,768	15,727,551,611	11,053,273	1,423
3	16,920	70,835,665,150	38,294,217	1,850
4 or more	12,483	70,293,266,037	25,784,587	2,726
Total	34,773	158,456,523,300	76,618,920	2,068

Source: U.S. Census Bureau, 2017 American Housing Survey, national microdata.

The Census Bureau conducts annual surveys of housing units, which include information on the number of bedrooms and the number of persons residing in the unit. These annual surveys are combined into 5-year data sets. The most recent is the 5% sample covering the years 2013-2017 and including over 3,700 units. To get a large enough sample in all bedroom categories (other than efficiencies, which were excluded) it was necessary to use data for the region that includes Mesa County and four adjoining Colorado counties. Mesa County accounts for 64% of the population of the five-county region, according to U.S. Census population estimates for 2017. These recent, localized data identify the following average number of persons per unit by number of bedrooms, which should be representative of the average occupancy in single-family detached units in Mesa County.

Table 21. Persons per Unit by Bedrooms, Single-Family

No. of Bedrooms	Sample Units	Weighted Persons	Weighted Units	Persons/ Unit
1	132	2,328	2,326	1.00
2	663	20,215	12,503	1.62
3	2,050	90,447	42,253	2.14
4 or more	883	47,398	17,068	2.78
Total	3,728	160,388	74,150	2.16

Source: U.S. Census Bureau, *American Community Survey*, 2013-2017 5% sample microdata for Mesa, Montrose, Delta, San Miguel, and Ouray Counties.

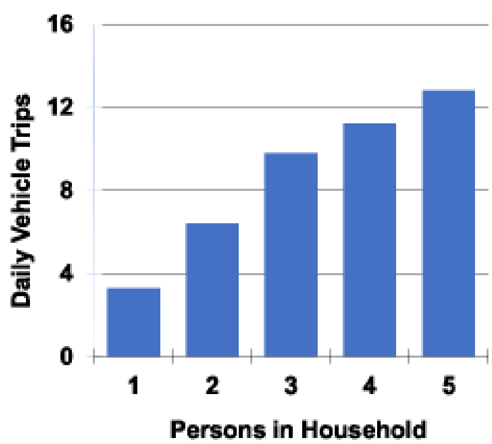
The National Cooperative Highway Research Program (NCHRP) of the National Research Council has developed estimates of average daily trip generation rates by the number of persons in a household. The NCHRP data indicate that trip generation is strongly related to the number of people residing in the unit, as shown in Table 22 and illustrated in Figure 7. While the trip rates themselves are somewhat dated due to the age of the study, the relative differences are still reasonable to rely on, if adjustments are made to account for the slight overall change in the average trip generation rates over the interval.[2]

Table 22. Trip Rates by Household Size

Household Size	Average Daily Trip Ends
One Person	3.3
Two Persons	6.4
Three Persons	9.8
Four Persons	11.2
Five or more Persons	12.8

Source: National Cooperative Highway Research Program, National Research Council, *NCHRP Report 365: Travel Estimation Techniques for Urban Planning,* Washington, D.C., 1998, Table 9: Trip estimation variables by urban size (for urban areas with population of 200,000-499,999)

Figure 7. Trip Rates by Household Size



[2] The average trip generation rate for a single-family detached unit declined 1.4% from the 6th edition (1997) to the 10th edition (2017) of the ITE *Trip Generation Manual* (9.57 in 1997 to 9.44 in 2017).

Data on unit size (in square feet) and the number of persons in the unit can be brought together because both sources also collect information on a related measure of unit size – the number of bedrooms. Then the number of persons in the unit can be related to trip generation, after adjusting for the overall decline in trip generation as well as the current average persons per unit for single-family units in Mesa County. The resulting trip generation rates for single-family detached units are presented in Table 23 for four unit size categories.

Table 23. Daily Trip Ends by Unit Size, Single-Family

No. of Bedrooms	Average Sq. Feet	Unit Size Range	Persons/ Unit	Daily Trips
1	1,076	<1,250 sf	1.00	4.54
2	1,423	1,250-1,649 sf	1.62	7.57
3	1,850	1,650-2,299 sf	2.14	8.81
4+	2,726	2,300 sf+	2.78	11.92
Total	2,068		2.16	9.44

Source: Average square feet from Table 20; unit size ranges based on approximate midpoints between the four average sizes; persons per unit from Table 21; daily trip ends based on linear interpolation between household size categories in Table 22, normalized for average persons per single-family unit from Table 21 and single-family average trip generation rate from Institute of Transportation Engineers, *Trip Generation Manual*, 2017.

2019 Impact Fee Study

Prepared for:

City of Grand Junction, Colorado

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Prepared by:

TischlerBise
FISCAL | ECONOMIC | PLANNING

4701 Sangamore Road
Suite S240
Bethesda, Maryland 20816
800.424.4318
www.tischlerbise.com

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IMPACT FEE STUDY

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EXECUTIVE SUMMARY

Impact fees are one-time payments for new development's proportionate share of the capital cost of infrastructure. The following study addresses the City of Grand Junction's Municipal Facilities, Fire, Police, and Parks & Recreation facilities. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive funding strategy to ensure provision of adequate public facilities. Impact fees may only be used for capital improvements or debt service for growth-related infrastructure. They may not be used for operations, maintenance, replacement of infrastructure, or correcting existing deficiencies. Although Colorado is a "home-rule" state and home-rule municipalities were already collecting "impact fees" under their home-rule authority granted in the Colorado Constitution, the Colorado Legislature passed enabling legislation in 2001, as discussed further below.

Colorado Impact Fee Enabling Legislation

For local governments, the first step in evaluating funding options for facility improvements is to determine basic options and requirements established by state law. Some states have more conservative legal parameters that basically restrict local government to specifically authorized actions. In contrast, "home-rule" states grant local governments broader powers that may or may not be precluded or preempted by state statutes depending on the circumstances and on the state's particular laws. Home rule municipalities in Colorado have the authority to impose impact fees based on both their home rule power granted in the Colorado Constitution and the impact fee enabling legislation enacted in 2001 by the Colorado General Assembly.

Impact fees are one-time payments imposed on new development that must be used solely to fund growth-related capital projects, typically called "system improvements". An impact fee represents new growth's proportionate share of capital facility needs. In contrast to project-level improvements, impact fees fund infrastructure that will benefit multiple development projects, or even the entire service area, as long as there is a reasonable relationship between the new development and the need for the growth-related infrastructure.

According to Colorado Revised Statute Section 29-20-104.5, impact fees must be legislatively adopted at a level no greater than necessary to defray impacts generally applicable to a broad class of property. The purpose of impact fees is to defray capital costs directly related to proposed development. The statutes of other states allow impact fee schedules to include administrative costs related to impact fees and the preparation of capital improvement plans, but this is not specifically authorized in Colorado's statute. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive portfolio to ensure adequate provision of public facilities. Because system improvements are larger and costlier, they may require bond financing and/or funding from other revenue sources. To be funded by impact fees, Section 29-20-104.5 requires that the capital improvements must have a useful life of at least five years. By law, impact fees can only be used for capital improvements, not operating or maintenance costs. Also, impact fees cannot be used to repair or correct existing deficiencies in existing infrastructure.

Additional Legal Guidelines

Both state and federal courts have recognized the imposition of impact fees on development as a legitimate form of land use regulation, provided the fees meet standards intended to protect against regulatory takings. Land use regulations, development exactions, and impact fees are subject to the Fifth Amendment prohibition on taking of private property for public use without just compensation. To comply with the Fifth Amendment, development regulations must be shown to substantially advance a legitimate governmental interest. In the case of impact fees, that interest is the protection of public health, safety, and welfare by ensuring development is not detrimental to the quality of essential public services. The means to this end is also important, requiring both procedural and substantive due process. The process followed to receive community input (i.e. stakeholder meetings, work sessions, and public hearings) provides opportunities for comments and refinements to the impact fees.

There is little federal case law specifically dealing with impact fees, although other rulings on other types of exactions (e.g., land dedication requirements) are relevant. In one of the most important exaction cases, the U. S. Supreme Court found that a government agency imposing exactions on development must demonstrate an "essential nexus" between the exaction and the interest being protected (see Nollan v. California Coastal Commission, 1987). In a more recent case (Dolan v. City of Tigard, OR, 1994), the Court ruled that an exaction also must be "roughly proportional" to the burden created by development.

There are three reasonable relationship requirements for impact fees that are closely related to "rational nexus" or "reasonable relationship" requirements enunciated by a number of state courts. Although the term "dual rational nexus" is often used to characterize the standard by which courts evaluate the validity of impact fees under the U.S. Constitution, TischlerBise prefers a more rigorous formulation that recognizes three elements: "need," "benefit," and "proportionality." The dual rational nexus test explicitly addresses only the first two, although proportionality is reasonably implied, and was specifically mentioned by the U.S. Supreme Court in the Dolan case. Individual elements of the nexus standard are discussed further in the following paragraphs.

All new development in a community creates additional demands on some, or all, public facilities provided by local government. If the capacity of facilities is not increased to satisfy that additional demand, the quality or availability of public services for the entire community will deteriorate. Impact fees may be used to cover the cost of development-related facilities, but only to the extent that the need for facilities is a consequence of development that is subject to the fees. The Nollan decision reinforced the principle that development exactions may be used only to mitigate conditions created by the developments upon which they are imposed. That principle likely applies to impact fees. In this study, the impact of development on infrastructure needs is analyzed in terms of quantifiable relationships between various types of development and the demand for specific facilities, based on applicable level-of-service standards.

The requirement that exactions be proportional to the impacts of development was clearly stated by the U.S. Supreme Court in the Dolan case and is logically necessary to establish a proper nexus. Proportionality is established through the procedures used to identify development-related facility costs, and in the methods used to calculate impact fees for various types of facilities and categories of development. The demand for facilities is measured in terms of relevant and measurable attributes of development (e.g. persons per household).

A sufficient benefit relationship requires that impact fee revenues be segregated from other funds and expended only on the facilities for which the fees were charged. The calculation of impact fees should also assume that they will be expended in a timely manner and the facilities funded by the fees must serve the development paying the fees. However, nothing in the U.S. Constitution or the state enabling legislation requires that facilities funded with fee revenues be available exclusively to development paying the fees. In other words, benefit may extend to a general area including multiple real estate developments. Procedures for the earmarking and expenditure of fee revenues are discussed near the end of this study. All of these procedural as well as substantive issues are intended to ensure that new development benefits from the impact fees they are required to pay. The authority and procedures to implement impact fees is separate from and complementary to the authority to require improvements.

Proposed Maximum Supportable Impact Fee

The impact fees are based on the actual level of service for General Government, Police, Fire, and Parks & Recreation Facilities. The Parks & Recreation components includes improvements to parks, and recreational facilities. The Parks Impact Fee is only calculated for residential development while the fee for Municipal Facilities, Fire and Police are allocated to nonresidential development as well. A summary of methodologies used in the analysis is provided in Figure 1.

Figure 1. Summary of City of Grand Junction Impact Fees

Fee Category	*Service Area*	*Incremental Expansion*	*Plan-Based*	*Cost Recovery*	*Cost Allocation*
Fire	Citywide	Facilities, Apparatus	N/A	N/A	Population & Nonresidential Vehicle Trips
Police	Citywide	Facilities, Vehicles	N/A	N/A	Population & Nonresidential Vehicle Trips
Municipal Facilities	Citywide	Administrative Buildings	N/A	N/A	Population & Jobs
Parks and Recreation	201 Service Bdry	Amenities	N/A	N/A	Population

Maximum Supportable Impact Fees

Figure 2 provides a schedule of the maximum supportable impact fee for Municipal Services, Fire, Police, and Parks & Recreation. The fees represent the highest amount supportable for each type of residential and nonresidential unit, which represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 2. Maximum Supportable Impact Fee

Residential (Per Unit)

Type	Fire	Police	Parks and Recreation	Municipal Services	Maximum Supportable Fee	Current Fee	Difference
Single-Family	$710	$305	$1,605	$785	$3,405	$225	$3,180
Multi-Family	$467	$200	$1,055	$516	$2,238	$225	$2,013

Nonresidential (Per 1,000 square feet)

Type	Fire	Police	Parks and Recreation	Municipal Services	Maximum Supportable Fee	Current Fee	Difference
Retail/Commercial	$489	$206	$0	$471	$1,167	$0	$1,167
Office/Institutional	$191	$81	$0	$598	$870	$0	$870
Industrial	$66	$28	$0	$234	$328	$0	$328
Warehousing	$34	$14	$0	$69	$117	$0	$117

General Methods for Impact Fees

There are three general methods for calculating impact fees. The choice of a particular method depends primarily on the timing of infrastructure construction (past, concurrent, or future) and service characteristics of the facility type being addressed. Each method has advantages and disadvantages in a particular situation and can be used simultaneously for different cost components.

Reduced to its simplest terms, the process of calculating impact fees involves two main steps: (1) determining the cost of development-related capital improvements and (2) allocating those costs equitably to various types of development. In practice, though, the calculation of impact fees can become quite complicated because of the many variables involved in defining the relationship between development and the need for facilities within the designated service area. The following paragraphs discuss three basic methods for calculating impact fees and how those methods can be applied to City of Grand Junction.

Cost Recovery Method (past improvements)

The City of Grand Junction impact fees use the cost recovery method to address existing excess capacity provided at the Public Safety Building (police headquarters). The rationale for recoupment, or cost recovery, is that new development is paying for its share of the useful life and remaining capacity of facilities already built, or land already purchased, from which new growth will benefit. This methodology is often used for utility systems that must provide adequate capacity before new development can take place.

Incremental Expansion Method (concurrent improvements)

The City of Grand Junction impact fees use the incremental expansion method to document current level-of-service (LOS) standards for the infrastructure types included in the study, using both quantitative and qualitative measures. This approach assumes there are no existing infrastructure deficiencies or surplus capacity. New development is only paying its proportionate share for growth-related infrastructure. Revenue will be used to expand or provide additional facilities, as needed, to accommodate new development. An incremental expansion cost method is best suited for public facilities that will be expanded in regular increments to keep pace with development. The incremental expansion methodology is used for four infrastructure categories included in the study. This is a conservative approach, which limits the City's General Fund exposure. If a plan-based approach were utilized, reliance on long-range growth projections would be likely, which could force the City to spend more General Fund dollars to implement the plan if growth does not occur as projected.

Plan-Based Method (future improvements)

Although not used in City of Grand Junction, the plan-based method allocates costs for a specified set of improvements to a specified amount of development. Improvements are typically identified in a long-range facility plan and development potential is identified by a land use plan. There are two basic options for determining the cost per demand unit: 1) total cost of a public facility can be divided by total service units (average cost), or 2) the growth-share of the public facility cost can be divided by the net increase in service units over the planning timeframe (marginal cost).

Evaluation of Possible Credits

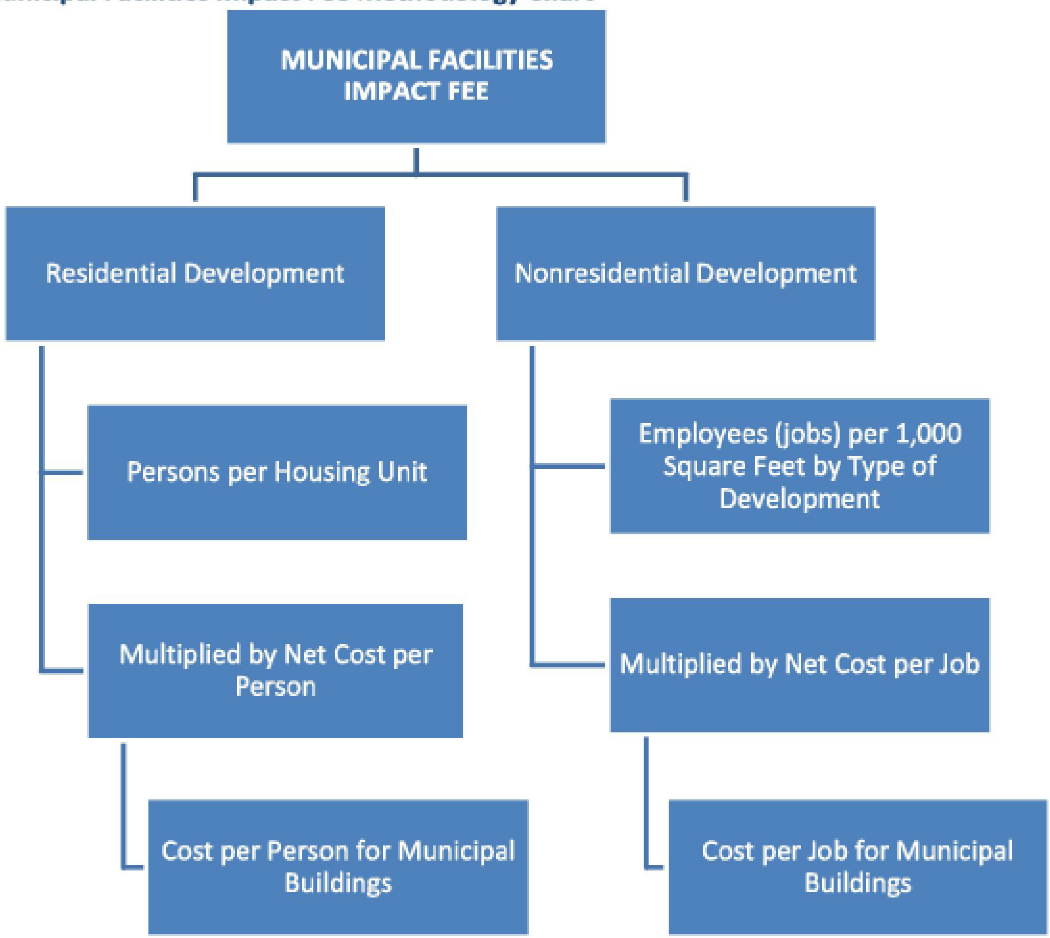
Regardless of the methodology, a consideration of "credits" is integral to the development of a legally defensible impact fee methodology. There are two types of "credits" with specific characteristics, both of which should be addressed in impact fee studies and ordinances. The first is a revenue credit due to possible double payment situations, which could occur when other revenues may contribute to the capital costs of infrastructure covered by the impact fee. This type of credit is integrated into the Fire impact fee calculation, thus reducing the fee amount. The second is a site-specific credit or developer reimbursement for construction of system improvements. This type of credit is addressed in the administration and implementation of the development impact fee program.

Please note, calculations throughout this report are based on an analysis conducted using MS Excel software. Results are discussed in the memo using one- and two-digit places (in most cases). Figures are typically either truncated or rounded. In some instances, the analysis itself uses figures carried to their ultimate decimal places; therefore, the sums and products generated in the analysis may not equal the sum or product if the reader replicates the calculation with the factors shown in the report (due to the rounding of figures shown, not in the analysis).

Municipal Facilities Development Impact Fee

The Municipal Facilities Impact Fee is calculated on a per capita basis for residential development and a per employee basis for nonresidential development. Figure M1 illustrates the methodology used to determine the development fee. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the components. The residential portion is derived from the product of persons per housing unit (by type) multiplied by the net cost per person. The nonresidential portion is derived from the product of employees per 1,000 square feet of nonresidential space multiplied by the net cost per employee (job).

Figure M1. Municipal Facilities Impact Fee Methodology Chart



Municipal Facilities Proportionate Share Factors

Both residential and nonresidential developments increase the demand on Municipal Facilities infrastructure. To calculate the proportional share between residential and nonresidential demand on Municipal Facilities infrastructure, a functional population approach is used. The functional population approach allocates the cost of the facilities to residential and nonresidential development based on the activity of residents and workers in the City through the 24 hours in a day.

Residents that do not work are assigned 20 hours per day to residential development and four hours per day to nonresidential development (annualized averages). Residents that work in Grand Junction are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside Grand Junction are assigned 14 hours to residential development. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2015 functional population data for Grand Junction, the cost allocation for residential development is 65 percent while nonresidential development accounts for 35 percent of the demand for municipal facilities, see Figure M2.

Figure M2. City of Grand Junction Functional Population

Demand Units in 2015				Demand Hours/Day	Person Hours	Proportionate Share
Residential						
Estimated Residents	60,588					
Residents Not Working		37,811		20	756,220	
Employed Residents		22,777				
Employed in Grand Junction			15,497	14	216,958	
Employed outside Grand Junction			7,280	14	101,920	
				Residential Subtotal	1,075,098	*65%*
Nonresidential						
Non-working Residents		37,811		4	151,244	
Jobs in Grand Junction		42,565				
Residents Employed in Grand Junction			15,497	10	154,970	
Nonresident Workers (Inflow Commuters)			27,068	10	270,680	
				Nonresidential Subtotal	576,894	*35%*
				TOTAL	1,651,992	*100%*

Source: City of Grand Junction 2015 population estimate based on 2015 Census Estimate Data; U.S. Census Bureau OnTheMap 6.5 Web Application, 2015.

Municipal Facilities Level of Service and Capital Costs

The Municipal Facilities Impact Fee is based on six primary facilities serving the public, and their associated replacement costs. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure. The floor area has been provided by the City of Grand Junction staff.

The municipal buildings included in the impact fee calculation are listed in Figure M3. In total, there is 122,187 square feet of general government municipal floor area in the City.

The functional population split for the City of Grand Junction found in Figure M2 is used to allocate the square footage and corresponding replacement cost of Municipal Facilities infrastructure in Figure M3. Of the 122,187 square feet of applicable general government facilities, 65 percent is allocated to residential growth (79,518 square feet) and 35 percent (42,669 square feet) is allocated to nonresidential growth. The 2018 population or job totals divide the floor area allocations to find the residential and nonresidential level of service standard. For example, the residential level of service is 1.20 square feet per person (79,518 square feet 66,425 residents = 1.20 square feet per person).

To estimate the replacement cost of the facilities, the average cost of $277 per square foot is used. As a result, the replacement cost of City Facilities is $33,845,799. To find the cost per person, the level of service standards is applied to the average replacement cost. For example, the residential cost per person is $331.60 (1.20 square feet person x $277 per square foot = $331.60 per person).

Figure M3. Municipal Facilities Level of Service and Cost Factors

Facility	Square Feet	Cost Per SF*	Replacement Cost
Transportation Engineering Office	3,600	$277	$997,200
Municipal Service Center	38,485	$277	$10,660,345
Municipal Operations Center	23,345	$277	$6,466,565
Field Engineering Building	3,234	$277	$895,818
Facilities Building	7,523	$277	$2,083,871
City Hall	46,000	$277	$12,742,000
TOTAL	122,187		$33,845,799

Level-of-Service (LOS) Standards

Population in 2018	66,425
Emplyment in 2018	58,660
Residential Share	65%
Nonresidential Share	35%
LOS: Square Feet per Person	**1.20**
LOS: Square Feet per Job	**0.73**

Cost Analysis

Cost per Square Foot*	$277.00
LOS: Square Feet per Person	1.20
Cost per Person	**$331.60**
LOS: Square Feet per Job	0.73
Cost per Job	**$201.49**

Source: City of Grand Junction; TischlerBise analysis
**2018 National Building Cost Manual*

Projection of Growth-Related Municipal Facilities Facility Needs

To estimate the 10-year growth needs for Municipal Facilities infrastructure, the current level of service (1.20 square feet per person and 0.73 square feet per job) is applied to the residential and nonresidential growth projected for the City of Grand Junction. The City is projected to increase by 12,025 residents and 11,035 jobs over the next ten years (see Appendix A). Figure M4 indicates that the City will need to construct 22,422 square feet of additional space to maintain current levels of service for Municipal Facilities. By applying the average cost of a building ($277 per square feet), the estimated growth-related cost for Municipal Facilities is approximately $6.2 million.

Figure M4. 10-Year Municipal Facilities Infrastructure Needs to Accommodate Growth

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost / Sq. Ft.
Municipal Facilites	Residential	1.20	Square Feet	per persons	$277
	Nonresidential	0.73		per jobs	

Growth-Related Need for Municipal Facilities						
Year		Population	Jobs	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2018	66,425	58,660	79,518	42,669	122,187
Year 1	2019	67,558	60,018	80,874	43,657	124,531
Year 2	2020	68,691	61,025	82,230	44,389	126,619
Year 3	2021	69,911	62,109	83,691	45,178	128,869
Year 4	2022	71,131	63,192	85,151	45,966	131,117
Year 5	2023	72,351	64,276	86,612	46,754	133,366
Year 6	2024	73,570	65,360	88,072	47,542	135,614
Year 7	2025	74,790	66,444	89,532	48,331	137,863
Year 8	2026	76,010	67,527	90,993	49,119	140,112
Year 9	2027	77,230	68,611	92,453	49,907	142,360
Year 10	2028	78,450	69,695	93,913	50,696	144,609
Ten-Year Increase		12,025	11,035	**14,395**	**8,027**	**22,422**
		Projected Expenditure		**$3,987,432**	**$2,223,462**	**$6,210,894**

Growth-Related Expenditure on Municipal Facilities	$6,210,894

Maximum Supportable Municipal Facilities Impact Fee

Figure M5 shows the maximum supportable Municipal Facilities Impact Fee. Impact fees for Municipal Facilities are based on persons per housing unit for residential development and employees per 1,000 square feet for nonresidential development. For residential development, the total cost per person is multiplied by the persons per housing unit to calculate the proposed fee. For nonresidential development, the total cost per job is multiplied by the jobs per 1,000 square feet to calculate the proposed fee. The fees represent the highest amount supportable for each type of development, which represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure M5. Maximum Supportable Municipal Facilities Impact Fee

Fee Component	Cost per Person	Cost per Job
Municipal Facilities Space	$331.60	$201.49

Residential (per unit)

Development Type	Persons per Housing Unit	Maximum Supportable Fee
Single Family	2.37	$785
Multi-Family	1.56	$516

Nonresidential

Type	*ITE Code*	*Unit*	*Employees**	*Maxmum Supportable Fee*
Retail/Commercial	820	1,000 SF	2.34	$471
Office/Institutional	710	1,000 SF	2.97	$598
Industrial	130	1,000 SF	1.16	$234
Warehousing	150	1,000 SF	0.34	$69

*Employment densities were calculated using data from the Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition.

Revenue from Municipal Facilities Impact Fee

Revenue from the Municipal Facilities Impact Fee is estimated in Figure M6. There is projected to be 4,744 new housing units and 4.7 million square feet of nonresidential space in Grand Junction by 2028. To determine the revenue from each development type, the fee is multiplied by the growth. Overall, the revenue from the impact fee covers 93 percent of the capital costs generated by projected growth in the City of Grand Junction.

Figure M6. Estimated Revenue from Municipal Facilities Impact Fee

	Total Cost	Growth Cost
Municipal Facilities	$6,210,894	$6,210,894
Total Expenditures	**$6,210,894**	**$6,210,894**

Projected Development Impact Fee Revenue

		Single-Family	Multi-Family	Commercial / Retail	Office/Instit.	Industrial
		$785 per unit	$516 per unit	$471 per 1,000 Sq Ft	$598 per 1,000 Sq Ft	$234 per 1,000 Sq Ft
Year		Housing Units		KSF	KSF	KSF
Base	2018	22,279	6,655	11,094	14,499	6,645
Year 1	2019	22,656	6,767	11,396	14,754	6,668
Year 2	2020	23,032	6,880	11,538	14,964	6,745
Year 3	2021	23,395	6,988	11,690	15,191	6,828
Year 4	2022	23,757	7,096	11,843	15,417	6,911
Year 5	2023	24,120	7,205	11,996	15,644	6,995
Year 6	2024	24,482	7,313	12,148	15,871	7,078
Year 7	2025	24,845	7,421	12,301	16,097	7,161
Year 8	2026	25,207	7,529	12,453	16,324	7,244
Year 9	2027	25,570	7,638	12,606	16,551	7,328
Year 10	2028	25,932	7,746	12,759	16,777	7,411
Ten-Year Increase		3,653	1,091	1,664	2,279	766
Projected Revenue =>		$2,867,795	$563,074	$784,765	$1,363,580	$179,046
					Projected Revenue =>	**$5,758,259**
					Total Expenditures =>	**$6,210,894**
					General Fund's Share =>	**$452,635**

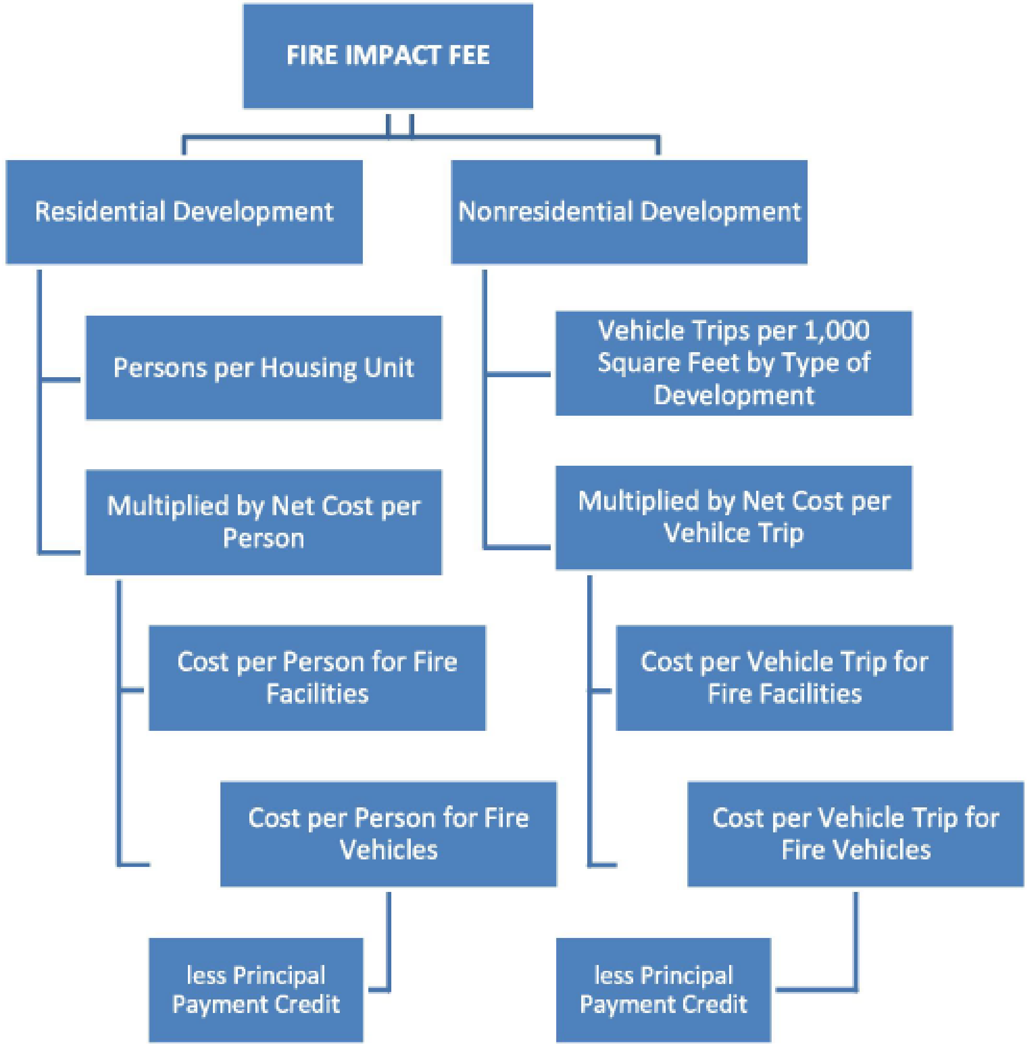
FIRE IMPACT FEE

The Fire Impact Fee is calculated on a per capita basis for residential development and a per vehicle trip basis for nonresidential development. Figure F1 illustrates the methodology used to determine the impact fee. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the components. The residential portion is derived from the product of persons per housing unit (by type) multiplied by the net cost per person. The nonresidential portion is derived from the product of vehicle trips generated per 1,000 square feet of nonresidential space multiplied by the net cost per vehicle trip. There are two components to the Fire Facilities Impact Fee:

- Fire Facilities
- Fire Apparatus

The residential fire impact fees are calculated per housing unit. Because the Grand Junction Fire Department also provides emergency medical services and these calls represent the largest percentage of calls to which the Department responds, TischlerBise recommends using nonresidential vehicle trips as the best demand indicator for fire facilities and apparatus, as the trip rates will reflect the presence of people at nonresidential land uses. For example, vehicle trips are highest for commercial/retail developments, such as shopping centers, and lowest for industrial development. Office and institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for fire and emergency medical services and facilities from nonresidential development. Other possible nonresidential demand indicators, such as employment or floor area, will not accurately reflect the demand for service. For example, if employees per thousand square feet were used as the demand indicator, fire impact fees would be too high for office and institutional development because offices typically have more employees per 1,000 square feet than retail uses.

Figure F1. Fire Facilities Impact Fee Methodology Chart



Fire Service Area

The Grand Junction Fire Department serves an area greater than the City of Grand Junction and the 201 Service Area Boundary. Because of this, that portion of the demand cannot be attributed to City residents and businesses or the impact fees will be disproportionate to demand. Therefore, we asked the Grand Junction Fire Department to conduct an analysis of calls for service inside and outside the City in order to determine the amount of activity directed toward residents and business inside the City limits. As shown in Figure F2, over the last two calendar years, the City of Grand Junction Fire Department has responded to slightly over 32,000 incidents. Of that total, 83 percent of the incidents were inside the City limits.

Figure F2. Fire and EMS Incident Data for Two-Year Period

Location	*Incidents*	*%*
Inside the City	26,536	83%
Incidents outside the City	5,534	17%
Total	**32,070**	**100%**

Source: Grand Junction Fire Department

Fire Proportionate Share Factors

Both residential and nonresidential developments increase the demand on Fire facilities and vehicles. To calculate the proportional share between residential and nonresidential demand on Fire facilities and vehicles, a functional population approach is used. The functional population approach allocates the cost of the facilities to residential and nonresidential development based on the activity of residents and workers in the City through the 24 hours in a day.

Residents that do not work are assigned 20 hours per day to residential development and four hours per day to nonresidential development (annualized averages). Residents that work in Grand Junction are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside Grand Junction are assigned 14 hours to residential development. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2015 functional population data for Grand Junction, the cost allocation for residential development is 65 percent while nonresidential development accounts for 35 percent of the demand for Fire infrastructure, see Figure F3.

Figure F3. City of Grand Junction Functional Population

Demand Units in 2015				Demand Hours/Day	Person Hours	Proportionate Share
Residential						
Estimated Residents	60,588					
Residents Not Working		37,811		20	756,220	
Employed Residents		22,777				
Employed in Grand Junction			15,497	14	216,958	
Employed outside Grand Junction			7,280	14	101,920	
				Residential Subtotal	1,075,098	65%
Nonresidential						
Non-working Residents		37,811		4	151,244	
Jobs in Grand Junction		42,565				
Residents Employed in Grand Junction			15,497	10	154,970	
Nonresident Workers (Inflow Commuters)			27,068	10	270,680	
				Nonresidential Subtotal	576,894	35%
				TOTAL	1,651,992	100%

Source: City of Grand Junction 2015 population estimate based on 2015 Census Estimate Data; U.S. Census Bureau OnTheMap 6.5 Web Application, 2015.

Fire Station Level of Service

The first component of the Fire Impact Fee is based on an inventory of existing Citywide facilities and replacement costs. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure. The floor area has been provided by the City of Grand Junction staff.

The Fire Department occupies 60,577 square feet in 7 facilities. To determine the level of service factors for the impact fee calculation, the amount of facility square footage (60,577) is multiplied by the percentage of activity directed inside the City limits (83%) and then by the functional population split for the City of Grand Junction (found in Figure F3) is used to allocate the square footage and corresponding replacement cost of the fire stations in Figure F4. For example, of the 60,577 square feet of fire space in the City, 50,279 square feet is directed toward City of Grand Junction (60,577 multiplied by 83%). Of this 50,279 impact fee eligible square footage, 32,721 square feet is allocated to residential growth and 17,558 square feet is allocated to nonresidential growth.

The allocated square feet of the Grand Junction fire stations are divided by the 2018 residential and nonresidential demand units (population and nonresidential vehicle trips). The result is the current level of service for fire stations in the City. Specifically, there is 0.49 square feet of fire stations space per capita and 0.06 square feet per nonresidential vehicle trip.

To estimate the replacement cost of the fire stations, the average cost of $450 per square foot is used. As a result, the total replacement cost for the 60,577 square feet of facilities is $27,259,650. To find the cost per person or cost per nonresidential vehicle trip, the level of service standards is applied to the cost per square foot for fire stations. For example, the residential cost per person is $253.92 (0.49 square feet per person x $450 per square foot = $221.67 per person).

Figure F4. Fire Station Level of Service and Cost Factors

Station	Square Footage	Cost per Square Foot*	Replacement Cost
Fire Administration Building	14,576	$450.00	$6,559,200
Fire Station No. 1	13,544	$450.00	$6,094,800
Fire Station No. 2	8,461	$450.00	$3,807,450
Fire Station No. 3	5,477	$450.00	$2,464,650
Fire Station No. 4	8,982	$450.00	$4,041,900
Fire Station No. 5 Training	1,916	$450.00	$862,200
Fire Station No. 5	7,621	$450.00	$3,429,450
TOTAL	**60,577**	**$450.00**	**$27,259,650**

Level-of-Service (LOS) Standards

Percentage of Activity in City of Grand Junction	83%
Population in 2018	66,425
Nonresidential Vehicle Trip Ends in 2018	271,362
Residential Share	65%
Nonresidential Share	35%
LOS: Sq. Ft. per Person	**0.49**
LOS: Sq. Ft. per Vehicle Trip End	**0.06**

Cost Analysis

Cost per Square Foot*	$450
LOS: Square Feet per Person	0.49
Cost Per Person	**$221.67**
LOS: Square Feet per Vehicle Trip End	0.06
Cost per Vehicle Trip End	**$29.12**

**Source: City of Grand Junction*

Fire Apparatus Level of Service

The second component of the Fire impact fee involves the fire apparatus. The City's current inventory of apparatus is contained in Figure F5, which consists of 38 pieces with a total replacement value of $12.2 million, or a weighted average cost of $322,771 per piece of apparatus. Similar to the facilities component, the apparatus inventory is compared to the percentage of activity directed inside the City of Grand Junction, and then allocated based on the proportionate share factors shown in Figure F3. For example, of the 38 pieces of apparatus in the City, approximately 31.5 pieces of the inventory are directed toward City of Grand Junction (38 pieces of apparatus multiplied by 83%). Of the 31.5 pieces of impact fee eligible apparatus, approximately 20.5 pieces are allocated to residential growth and approximately 11 pieces are allocated to nonresidential growth. These allocations are divided by the demand units (population for residential development and nonresidential vehicle trips for nonresidential development) to calculate the current level of service. The current level of service is multiplied by the weighted average cost per fire apparatus to calculate the cost per capita and nonresidential vehicle trip.

For example, there is .00031 pieces of fire apparatus per person in Grand Junction (20.5 apparatus / 66,425 persons = .00031 apparatus per person). As discussed above, a new piece of fire apparatus has an average cost of $322,771, which results in the residential cost equaling $99.72 per person (.00031 vehicles per person x $322,711 per apparatus = $99.72 per person).

Figure F5. Fire Apparatus Inventory and Level of Service

Description	Model	# of Units	Unit Cost*	Replacement Cost
Truck	Smeal 100' Quint	1	$1,253,000	$1,253,000
Truck	Smeal 75' Quint	1	$1,253,000	$1,253,000
Engine	Smeal	4	$714,000	$2,856,000
Engine	E-One Pumper	2	$714,000	$1,428,000
Battalion	Dodge Ram	1	$65,000	$65,000
HazMat	BLM	1	$300,000	$300,000
Ambulance	Dodge/Ford/Chevy	8	$322,000	$2,576,000
Medic	Ford F150	1	$75,000	$75,000
Rescue	SVI Heavy Rescue Truck	1	$1,000,000	$1,000,000
Brush	HME	1	$379,000	$379,000
Brush	Ford F450	1	$294,000	$294,000
Tender	International Tender	1	$350,000	$350,000
UTV	Yamaha Rhino	2	$18,000	$36,000
ATV	Suzuki	2	$12,000	$24,000
Air Trailer	Air Trailer	1	$40,000	$40,000
Trailers	Various	4	$10,000	$40,000
Administrative	SUV	3	$55,000	$165,000
Administrative	Pick Ups	3	$43,000	$129,000
	TOTAL	**38**	**$322,711**	**$12,263,000**

Level-of-Service (LOS) Standards

Percentage of Activity in City of Grand Junction	83%
Population in 2018	66,425
Nonresidential Vehicle Trip Ends in 2018	271,362
Residential Share	65%
Nonresidential Share	35%
LOS: Units per Person	**0.00031**
LOS: Units per Vehicle Trip End	**0.00004**

Cost Analysis

Average Cost per Unit	$322,711
LOS: Units per Person	0.00031
Cost per Person	**$99.72**
LOS: Units per Vehicle Trip End	0.00004
Cost per Vehicle Trip End	**$13.10**

**Source: City of Grand Junction.*

Projection of Growth-Related Fire Needs

To estimate the 10-year growth needs for Fire infrastructure, the current level of service (0.49 square feet per person and 0.06 square feet per nonresidential vehicle trip) is applied to the residential and nonresidential growth projected for the City of Grand Junction. The City is projected to increase by 12,025 residents and 40,643 nonresidential vehicle trips over the next ten years (see Appendix A). As shown in Figure F6, there is a projected need for 8,554 square feet of Fire station space in the City to accommodate the growth at the present level of service. By applying the average cost of a building ($450 per square feet), the total projected expenditure to accommodate new development is estimated $3.8 million.

Figure F6. 10-Year Fire Infrastructure Needs to Accommodate Growth

Level-of-Service			*Demand Unit*	*Unit Cost*
Residential	0.49	Square Feet	per Person	$450
Nonresidential	0.06		per Trip End	

Growth-Related Need for Facilities						
Year		*Population*	*Nonres. Vehicle Trips*	*Residential Sq. Ft.*	*Nonres. Sq. Ft.*	*Total*
Base	2018	66,425	271,362	32,721	17,558	50,279
Year 1	2019	67,558	277,672	33,279	17,966	51,245
Year 2	2020	68,691	281,244	33,837	18,197	52,035
Year 3	2021	69,911	285,089	34,438	18,446	52,884
Year 4	2022	71,131	288,934	35,039	18,695	53,734
Year 5	2023	72,351	292,779	35,640	18,944	54,584
Year 6	2024	73,570	296,625	36,241	19,193	55,434
Year 7	2025	74,790	300,470	36,842	19,441	56,283
Year 8	2026	76,010	304,315	37,443	19,690	57,133
Year 9	2027	77,230	308,160	38,044	19,939	57,983
Year 10	2028	78,450	312,005	38,645	20,188	58,832
Ten-Year Increase		12,025	40,643	5,924	2,630	**8,554**
			Growth-Related Expenditure	$2,665,693	$1,183,388	**$3,849,081**

To estimate the 10-year growth needs for fire apparatus, the current level of service (.00031 apparatus per person and 0.00004 vehicles per nonresidential vehicle trip) is applied to the residential and nonresidential growth projected for the City of Grand Junction. The City is projected to increase by 12,025 residents and 40,643 nonresidential vehicle trips over the next ten years (see Appendix A). As shown in Figure F7, there is a projected need for approximately 5 additional growth-related pieces of apparatus. By applying the average cost of a vehicle ($322,711), the total projected growth-related expenditure is estimated at approximately $1.6 million.

Figure F7. 10-Year Fire Apparatus Needs to Accommodate Growth

Level-of-Service			*Demand Unit*	*Unit Cost*
Residential	0.00031	Units	per Person	$322,711
Nonresidential	0.00004		per Trip End	

Growth-Related Need for Apparatus						
Year		*Population*	*Nonres. Vehicle Trips*	*Residential Vehicles*	*Nonres. Vehicles*	*Total*
Base	2018	66,425	271,362	21	11	32
Year 1	2019	67,558	277,672	21	11	32
Year 2	2020	68,691	281,244	21	11	33
Year 3	2021	69,911	285,089	22	12	33
Year 4	2022	71,131	288,934	22	12	34
Year 5	2023	72,351	292,779	22	12	34
Year 6	2024	73,570	296,625	23	12	35
Year 7	2025	74,790	300,470	23	12	35
Year 8	2026	76,010	304,315	23	12	36
Year 9	2027	77,230	308,160	24	13	36
Year 10	2028	78,450	312,005	24	13	37
Ten-Year Increase		12,025	40,643	4	2	5
		Growth-Related Expenditure		$1,290,842	$645,421	**$1,613,553**

Fire Debt Service Credit

The City of Grand Junction has existing debt obligations from past fire facility projects: Tax Revenue Bond Series 2010A and Tax Revenue Build America Bond Series 2010B. The proceeds from these bonds funded a number of fire facilities including Fire Station #1, #2 and the Fire Administration building for a total of $7,100,000 of improvements, representing 20 percent of the 2010 Bonds. Figure F8 lists the remaining principal payment schedules for the bonds.

The total remaining annual principal payment schedule is distributed to the equivalent residential and nonresidential share, City's population and vehicle trip ends, to find the debt cost per attributed user. To account for the time value of money, annual payments are discounted using a net present value formula based on the applicable discount (7.1%) rate. This results in a credit of $21.68 per person, and $2.94 per nonresidential trip end.

Figure F8. Fire Debt Principal Payment Credit

Year	Principal Payment	Residential Share (65%)	Population	Debt Cost per Capita	Nonresidential Share (35%)	*Nonres. Vehicle Trips*	Debt Cost per Trip End
2019	$165,000	$107,250	67,558	$1.59	$57,750	277,672	$0.21
2020	$171,000	$111,150	68,691	$1.62	$59,850	281,244	$0.21
2021	$177,000	$115,050	69,911	$1.65	$61,950	285,089	$0.22
2022	$185,000	$120,250	71,131	$1.69	$64,750	288,934	$0.22
2023	$193,000	$125,450	72,351	$1.73	$67,550	292,779	$0.23
2024	$202,000	$131,300	73,570	$1.78	$70,700	296,625	$0.24
2025	$211,000	$137,150	74,790	$1.83	$73,850	300,470	$0.25
2026	$220,000	$143,000	76,010	$1.88	$77,000	304,315	$0.25
2027	$230,000	$149,500	77,230	$1.94	$80,500	308,160	$0.26
2028	$241,000	$156,650	78,450	$2.00	$84,350	312,005	$0.27
2029	$252,000	$163,800	79,862	$2.05	$88,200	316,292	$0.28
2030	$265,000	$172,250	81,300	$2.12	$92,750	320,823	$0.29
2031	$278,000	$180,700	82,763	$2.18	$97,300	325,436	$0.30
2032	$291,000	$189,150	84,253	$2.25	$101,850	330,132	$0.31
2033	$306,000	$198,900	85,769	$2.32	$107,100	334,912	$0.32
2034	$321,000	$208,650	87,313	$2.39	$112,350	339,778	$0.33
2035	$337,000	$219,050	88,885	$2.46	$117,950	344,732	$0.34
2036	$354,000	$230,100	90,485	$2.54	$123,900	349,775	$0.35
2037	$372,000	$241,800	92,113	$2.63	$130,200	354,909	$0.37
2038	$390,000	$253,500	93,771	$2.70	$136,500	360,135	$0.38
2039	$409,000	$265,850	95,459	$2.78	$143,150	365,456	$0.39
2040	$430,000	$279,500	97,178	$2.88	$150,500	370,872	$0.41
Total	**$6,000,000**	**$3,900,000**			**$2,100,000**		
	Discount Rate			**7.1%**			**7.1%**
	Net Present Value			**$21.68**			**$2.94**

Maximum Supportable Fire Impact Fee

Figure F9 shows the maximum supportable Fire Impact Fee. Impact fees for Fire are based on persons per housing unit for residential development and vehicle trips per 1,000 square feet for nonresidential development. For residential development, the total cost per person is multiplied by the persons per housing unit to calculate the proposed fee. For nonresidential development, the total cost per vehicle trip is multiplied by the trips per 1,000 square feet, hotel room or other applicable factor to calculate the proposed fee.

The fees represent the highest amount supportable for each type of development, which represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure F9. Maximum Supportable Fire Impact Fee

Fee Component	Cost per Person	Cost per Vehicle Trip
Facilities	$221.67	$29.12
Vehicles	$99.72	$13.10
Existing Principal Credit	($21.68)	($2.94)
NET COST PER DEMAND UNIT	**$299.71**	**$39.28**

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee
Single-Family	2.37	$710
Multi-Family	1.56	$467

Nonresidential

Type	ITE Code	Unit	Average Daily Vehicle Trips*	Trip Adjustment Factor*	Maximum Supportable Fee
Retail/Commercial	820	1,000 SF	37.75	33%	$489
Office/Institutional	710	1,000 SF	9.74	50%	$191
Industrial	130	1,000 SF	3.37	50%	$66
Warehousing	150	1,000 SF	1.74	50%	$34

*Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition, 2017

Revenue from Fire Impact Fee

Revenue from the Fire Impact Fee is estimated in Figure F10. There is projected to be 4,744 new housing units and 4.7 million square feet if new nonresidential development in Grand Junction by 2028. To find the revenue from each development type, the fee is multiplied by the growth. Overall, the revenue from the impact fee covers approximately 80 percent of the capital costs generated by projected growth in the City of Grand Junction.

Figure F10. Estimated Revenue from Fire Impact Fee

	Total Cost	Growth Cost
Facilities	$3,849,081	$3,849,081
Vehicles	$1,613,553	$1,613,553
Total Expenditures	**$5,462,634**	**$5,462,634**

Projected Fire and Rescue Impact Fee Revenue

		Single-Family	Multi-Family	Commercial/ Retail	Office/Instit.	Industrial
		$710 per Unit	$467 per Unit	$489 per KSF	$191 per KSF	$66 per KSF
Year		Housing Units	Housing Units	KSF	KSF	KSF
Base	2018	22,279	6,655	11,094	14,499	6,645
1	2019	22,656	6,767	11,396	14,754	6,668
2	2020	23,032	6,880	11,538	14,964	6,745
3	2021	23,395	6,988	11,690	15,191	6,828
4	2022	23,757	7,096	11,843	15,417	6,911
5	2023	24,120	7,205	11,996	15,644	6,995
6	2024	24,482	7,313	12,148	15,871	7,078
7	2025	24,845	7,421	12,301	16,097	7,161
8	2026	25,207	7,529	12,453	16,324	7,244
9	2027	25,570	7,638	12,606	16,551	7,328
10	2028	25,932	7,746	12,759	16,777	7,411
10-year Increase		3,653	1,091	1,664	2,279	766
10-year Projected Revenue		$2,593,395	$509,224	$814,447	$435,874	$50,701
					Projected Revenue =>	**$4,403,640**
					Total Expenditures =>	**$5,462,634**
					General Fund's Share =>	**$1,058,994**

POLICE IMPACT FEE

The Police Impact Fee is calculated on a per capita basis for residential development and a per vehicle trip basis for nonresidential development. Figure P1 illustrates the methodology used to determine the impact fee. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the components. The residential portion is derived from the product of persons per housing unit (by type) multiplied by the net cost per person. The nonresidential portion is derived from the product of vehicle trips generated per 1,000 square feet of nonresidential space multiplied by the net cost per vehicle trip. There are two components to the Police Impact Fee:

- Police Station – Incremental Expansion

One of the key considerations when developing impact fees is the ability to establish the existing level of service. Further detail about current and future level of service is provided in following sections of the report. For the police station component, the cost recovery methodology is used to calculate the portion of the facility attributed to future growth so that new development pays only its fair share of the cost of existing excess capacity which was provided by the original overbuilding of the facilities. In consideration of any outstanding debt associated with facility construction, TischlerBise incorporates a residential level-of-service debt recovery calculation based on the final year of debt payment, 2040, and the correlating residential population and vehicle trips. Additional detail regarding the debt recovery is provided in following sections of the report.

The residential police impact fees are calculated per housing unit. TischlerBise recommends using nonresidential vehicle trips as the best demand indicator for police facilities. Trip generation rates are used for nonresidential development because vehicle trips are highest for commercial/retail developments, such as shopping centers, and lowest for industrial development. Office and institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for police services and facilities from nonresidential development. Other possible nonresidential demand indicators, such as employment or floor area, will not accurately reflect the demand for service. For example, if employees per thousand square feet were used as the demand indicator, police impact fees would be too high for office and institutional development because offices typically have more employees per 1,000 square feet than retail uses.

Figure P1. Police Impact Fee Methodology Chart

Police Proportionate Share Factors

Both residential and nonresidential developments increase the demand on police facilities. To calculate the proportional share between residential and nonresidential demand on police facilities, a functional population approach is used. The functional population approach allocates the cost of the facilities to residential and nonresidential development based on the activity of residents and workers in the City through the 24 hours in a day.

Residents that do not work are assigned 20 hours per day to residential development and four hours per day to nonresidential development (annualized averages). Residents that work in Grand Junction are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside Grand Junction are assigned 14 hours to residential development. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2015 functional population data for Grand

Junction, the cost allocation for residential development is 65 percent while nonresidential development accounts for 35 percent of the demand for police facilities, see Figure P2.

Figure P2. City of Grand Junction Functional Population

Demand Units in 2015				Demand Hours/Day	Person Hours	Proportionate Share
Residential						
Estimated Residents	60,588					
Residents Not Working		37,811		20	756,220	
Employed Residents		22,777				
Employed in Grand Junction			15,497	14	216,958	
Employed outside Grand Junction			7,280	14	101,920	
				Residential Subtotal	1,075,098	65%
Nonresidential						
Non-working Residents		37,811		4	151,244	
Jobs in Grand Junction		42,565				
Residents Employed in Grand Junction			15,497	10	154,970	
Nonresident Workers (Inflow Commuters)			27,068	10	270,680	
				Nonresidential Subtotal	576,894	35%
				TOTAL	1,651,992	100%

Source: City of Grand Junction 2015 population estimate based on 2015 Census Estimate Data; U.S. Census Bureau OnTheMap 6.5 Web Application, 2015.

Police Station Level of Service

The first component of the Police Impact Fee is based on an inventory of existing citywide facilities and replacement costs. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure. The floor area has been provided by the City of Grand Junction staff.

The City of Grand Junction Police Department is housed in the Public Safety Building. The Police Department occupies 63,863 square feet. To determine the residential level of service, the current Police space square footage (63,863) is multiplied by the residential proportionate share factor (65%) and divided by the current population (66,425) for a level of service standard of 0.63 square feet per person. The nonresidential level of service standard of 0.08 square feet per nonresidential vehicle trip was determined by multiplying the current facility square footage (63,863) by the nonresidential proportionate share factor (35%) and divided by the current average daily nonresidential vehicle trips (271,362).

As shown in Figure P3, the estimated replacement cost is $344.20 per square foot. I do know there was some concern about the fleet issue and our dire needs there. This cost is based on the estimated cost for construction of a future Police Annex prepared by the Blythe Group. When the residential (0.63 per person) and nonresidential (0.08 per vehicle trip) per square foot level of service standards are multiplied by the cost per square foot ($344.20), the resulting cost per demand units are $215.36 per person and $28.29 per vehicle trip.

Figure P3. Police Station Level of Service and Cost Factors

Facility Components	Square Footage	Cost per Square Foot*	Replacement Cost
Police Station Building	63,863	$344.20	$14,317,814
TOTAL	**63,863**	**$344.20**	**$14,317,814**

**Source: City of Grand Junction*

Level-of-Service (LOS) Standards

Population in 2018	66,425
Nonresidential Vehicle Trip Ends in 2018	271,362
Residential Share	65%
Nonresidential Share	35%
LOS: Square Feet per Person	**0.63**
LOS: Square Feet per Vehicle Trip End	**0.08**

Cost Analysis

Cost per Square Foot*	$344.20
LOS: Square Feet per Person	0.63
Cost per Person	**$215.36**
LOS: Square Feet per Vehicle Trip	0.08
Cost per Vehicle Trip	**$28.29**

Projection of Growth-Related Police Facility Needs

To estimate the 10-year growth needs for Police space, the current level of service (.63 square feet per person and 0.08 square feet per nonresidential vehicle trip) is applied to the residential and nonresidential growth projected for the City of Grand Junction. The City is projected to increase by 12,025 residents and 40,643 nonresidential vehicle trips over the next ten years (see Appendix A). Listed in Figure P4, there is projected need for 10,864 square feet of growth-related Police space to accommodate new development in the City at the present level of service. By applying the average cost per square foot ($344.20), the total projected growth-related building space expenditure is approximately $3.7 million.

Figure P4. 10-Year Police Space Needs to Accommodate Growth

Level-of-Service			*Demand Unit*	*Unit Cost*
Residential	0.63	Square Feet	per Person	$344
Nonresidential	0.08		per Trip End	

Growth-Related Need for Facilities						
Year		***Population***	***Nonres. Vehicle Trips***	***Residential Sq. Ft.***	***Nonres. Sq. Ft.***	***Total***
Base	2018	66,425	271,362	41,561	22,302	63,863
Year 1	2019	67,558	277,672	42,270	22,820	65,091
Year 2	2020	68,691	281,244	42,979	23,114	66,093
Year 3	2021	69,911	285,089	43,743	23,430	67,172
Year 4	2022	71,131	288,934	44,506	23,746	68,252
Year 5	2023	72,351	292,779	45,269	24,062	69,331
Year 6	2024	73,570	296,625	46,032	24,378	70,410
Year 7	2025	74,790	300,470	46,796	24,694	71,490
Year 8	2026	76,010	304,315	47,559	25,010	72,569
Year 9	2027	77,230	308,160	48,322	25,326	73,648
Year 10	2028	78,450	312,005	49,086	25,642	74,727
Ten-Year Increase		12,025	40,643	7,524	3,340	**10,864**
		Growth-Related Expenditure		$2,589,761	$1,149,628	**$3,739,389**

Police Debt Service Credit

The City of Grand Junction has existing debt obligations for the construction of the present Public Safety Building. The proceeds from these bonds funded a number of fire facilities including Fire Station #1, #2 and the Fire Administration building for a total of $7,100,000 of improvements, representing 20 percent of the 2010 Bonds. Figure P5 lists the remaining principal payment schedule for the bonds, which is totals $24 million.

The total remaining annual principal payment schedule is distributed to the equivalent residential and nonresidential share, City's population and vehicle trip ends, to find the debt cost per attributed user. To account for the time value of money, annual payments are discounted using a net present value formula based on the applicable discount (7.1%) rate. This results in a credit of $86.71 per person, and $11.74 per nonresidential trip end.

Figure P5. Police Debt Principal Payment Credit

Year	Principal Payment	Residential Share (65%)	Population	Debt Cost per Capita	Nonresidential Share (35%)	*Nonres. Vehicle Trips*	Debt Cost per Trip End
2019	$660,000	$429,000	67,558	$6.35	$231,000	277,672	$0.83
2020	$684,000	$444,600	68,691	$6.47	$239,400	281,244	$0.85
2021	$708,000	$460,200	69,911	$6.58	$247,800	285,089	$0.87
2022	$740,000	$481,000	71,131	$6.76	$259,000	288,934	$0.90
2023	$772,000	$501,800	72,351	$6.94	$270,200	292,779	$0.92
2024	$808,000	$525,200	73,570	$7.14	$282,800	296,625	$0.95
2025	$844,000	$548,600	74,790	$7.34	$295,400	300,470	$0.98
2026	$880,000	$572,000	76,010	$7.53	$308,000	304,315	$1.01
2027	$920,000	$598,000	77,230	$7.74	$322,000	308,160	$1.04
2028	$964,000	$626,600	78,450	$7.99	$337,400	312,005	$1.08
2029	$1,008,000	$655,200	79,862	$8.20	$352,800	316,292	$1.12
2030	$1,060,000	$689,000	81,300	$8.47	$371,000	320,823	$1.16
2031	$1,112,000	$722,800	82,763	$8.73	$389,200	325,436	$1.20
2032	$1,164,000	$756,600	84,253	$8.98	$407,400	330,132	$1.23
2033	$1,224,000	$795,600	85,769	$9.28	$428,400	334,912	$1.28
2034	$1,284,000	$834,600	87,313	$9.56	$449,400	339,778	$1.32
2035	$1,348,000	$876,200	88,885	$9.86	$471,800	344,732	$1.37
2036	$1,416,000	$920,400	90,485	$10.17	$495,600	349,775	$1.42
2037	$1,488,000	$967,200	92,113	$10.50	$520,800	354,909	$1.47
2038	$1,560,000	$1,014,000	93,771	$10.81	$546,000	360,135	$1.52
2039	$1,636,000	$1,063,400	95,459	$11.14	$572,600	365,456	$1.57
2040	$1,720,000	$1,118,000	97,178	$11.50	$602,000	370,872	$1.62
Total	$24,000,000	$15,600,000			$8,400,000		
	Discount Rate			7.1%			7.1%
	Net Present Value			$86.71			$11.74

Maximum Supportable Police Impact Fee

Figure P6 shows the maximum supportable Police Impact Fee. Impact fees for Police are based on persons per housing unit for residential development and vehicle trips per 1,000 square feet for nonresidential development. For residential development, the total cost per person is multiplied by the housing unit size to calculate the proposed fee. For nonresidential development, the total cost per vehicle trip is multiplied by the trips per 1,000 square feet to calculate the proposed fee.

The fees represent the highest amount supportable for each type of development, which represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure P6. Maximum Supportable Police Impact Fee

Fee Component	Cost per Person	Cost per Vehicle Trip
Police Space	$215.36	$28.29
Existing Principal Credit	($86.71)	($11.74)
NET COST PER DEMAND UNIT	**$128.65**	**$16.55**

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee
Single-Family	2.37	$305
Multi-Family	1.56	$200

Nonresidential

Type	ITE Code	Unit	Average Daily Vehicle Trips*	Trip Adjustment Factor*	Maximum Supportable Fee
Retail/Commercial	820	1,000 SF	37.75	33%	$206
Office/Institutional	710	1,000 SF	9.74	50%	$81
Industrial	130	1,000 SF	3.37	50%	$28
Warehousing	150	1,000 SF	1.74	50%	$14

*Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition, 2017

Revenue from Police Impact Fee

Revenue from the Police Impact Fee is estimated in Figure P7. There is projected to be 4,744 new housing units and 4.7 million square feet of nonresidential development in Grand Junction by 2028. To find the revenue from each development type, the fee is multiplied by the growth for each land use. Overall, the projected revenue from the Police impact fee totals approximately $1.6 million. Impact fee revenue is less than the projected expenditures due to the required debt credit.

Figure P7. Estimated Revenue from Police Impact Fee

	Growth Cost
Police Facilities	$3,739,389
Total Expenditures	**$3,739,389**

Projected Development Impact Fee Revenue

		Single-Family	Multi-Family	Commercial / Retail	Office/Instit.	Industrial
		$305 per unit	$200 per unit	$81 per 1000 Sq Ft	$81 per 1000 Sq Ft	$28 per 1000 Sq Ft
Year		Housing Units	Housing Units	KSF	KSF	KSF
Base	2018	22,279	6,655	11,094	14,499	6,645
Year 1	2019	22,656	6,767	11,396	14,754	6,668
Year 2	2020	23,032	6,880	11,538	14,964	6,745
Year 3	2021	23,395	6,988	11,690	15,191	6,828
Year 4	2022	23,757	7,096	11,843	15,417	6,911
Year 5	2023	24,120	7,205	11,996	15,644	6,995
Year 6	2024	24,482	7,313	12,148	15,871	7,078
Year 7	2025	24,845	7,421	12,301	16,097	7,161
Year 8	2026	25,207	7,529	12,453	16,324	7,244
Year 9	2027	25,570	7,638	12,606	16,551	7,328
Year 10	2028	25,932	7,746	12,759	16,777	7,411
Ten-Year Increase		3,653	1,091	1,664	2,279	766
Projected Revenue =>		$1,113,195	$218,580	$134,161	$183,665	$21,364
					Projected Revenue =>	**$1,670,965**
					Total Expenditures =>	**$3,739,389**
					General Fund's Share =>	**$2,068,424**

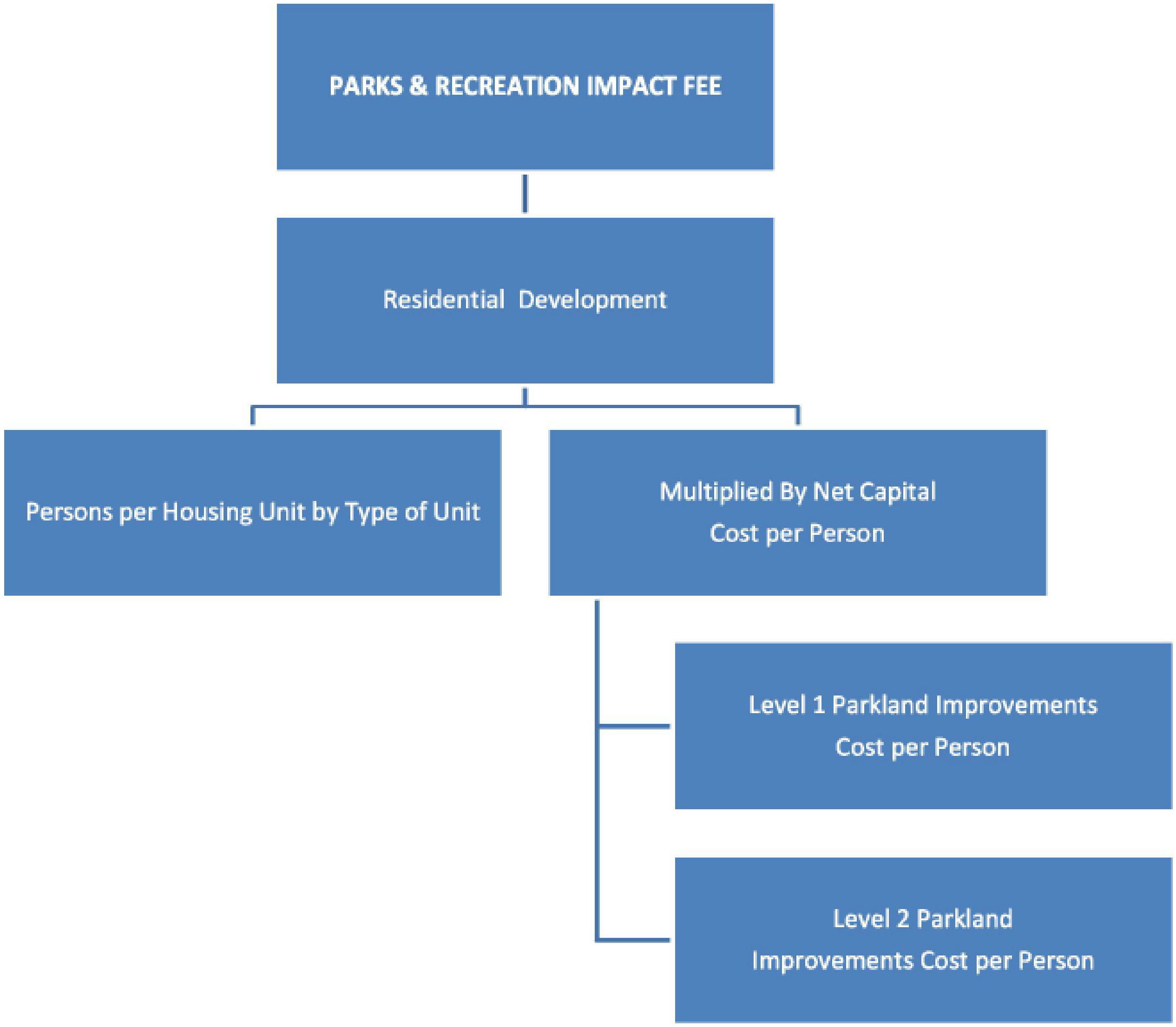
PARKS & RECREATION IMPACT FEE

The Parks & Recreation Impact Fee is based on the incremental expansion methodology. The impact fee methodology assumes the City will construct additional recreation improvements through the development of existing parks and banked park land to serve future growth to maintain current levels of service incrementally over time. The study includes only the replacement costs of improvements to park and recreational facilities, land acquisition is not included. However, the City will still maintain its current park land dedication requirement. Due to the recognition that Grand Junction Parks provide services to the larger population residing throughout the broader 201 Sewer Service Boundary, recreation capital improvements are allocated 100 percent to residential development within this area to establish the current level of service. No revenue credit is necessary to avoid double payments as there is no current debt obligations for the park improvements included in the impact fee calculations. There are two components to the Parks and Recreation Impact Fee:

- Level 1 Parkland Improvements
- Level 2 Parkland Improvements

Figure PR1 diagrams the general methodology used to calculate the Parks & Recreation impact fee. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the impact fee components. The Parks and Recreation impact fee is derived from the product of persons per housing unit (by type of unit) multiplied by the net capital cost per person. The boxes in the next level down indicate detail on the components included in the fee.

Figure PR1. Parks & Recreation Impact Fee Methodology



Parks & Recreation Level of Service and Cost Factors

The Parks & Recreation Impact Fee is based on an inventory of existing developed City parks and current values of recreation improvements. The impact fee does not include a land purchase component as it is assumed the Parks and Recreation Department's focus over the next 5-10 years will be the buildout of existing park land. However, as mentioned previously, the City will still maintain its current park land dedication requirement. Improvement costs have been provided by the City of Grand Junction staff, referencing the *2011 City of Grand Junction Park Inventory and Future Needs Assessment* report, (updated in 2017). The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure.

Discussions with City staff indicate the City's park system essentially serves residents who reside within the 201 Sewer Service Boundary. For purposes of determining level of service standards, this population base will be referred to as the "park population," which is larger than the existing population base of the City.

Current Inventory of Parkland and Improvements

Figure PR2 and PR3 lists the current inventory of parkland owned by the City of Grand Junction. For the purpose of this study, City staff allocated parks into one of two categories, Level-1 and Level-2 facilities. Figures PR2 and PR3 also indicate the total amount of Level-1 and Level-2 park acreage compared to the amount that is actually developed.

Level-1 parks are those improved with Phase-1 infrastructure, consisting of adequate soil preparation, irrigation systems, sewer and electrical services along with turf and tree plantings. Based on the development cost identified in the *Parks Inventory and Future Needs Assessment Report,* Phase-1 park improvements average $112,500 per acre.

Level-2 parks are categorized as parks with Phase-II improvements, typically including a wide range of amenities including; restroom facilities, playgrounds, shelters and walking paths. Special features in these parks can include, but are not limited to; swimming pools, tennis courts, sports fields, disk golf, skate parks and many other like features.

The *Parks Inventory and Future Needs Assessment Report* estimates Phase-2 park improvements to average $80,000 per acre (plus the cost of Level-1 improvements), for a total of $192,500 per acre. In total, there are seven Level-1 parks with an improved value of $812,250, and 29 Level-2 parks with a total improved value of $56.7 million.

Parkland Improvements Level of Service

To calculate the current level of service, the existing developed parkland acreage, (10.32 for Level-1 parks and 357.54 for Level-2 parks) is divided by the current park population (103,224). This results in level of service standards of 0.0001 acres of developed Level-1 parkland per person and 0.0035 acres of developed Level-2 parkland per person.

The parkland improvements cost per acre ($112,500 Level-1 and $192,500 Level-2) is then utilized to generate a cost per person factor which is calculated by applying the level of service factor to the total development cost per acre. As shown in Figure PR2, Level-1 parkland improvements of 0.0001 acres per person x $112,500 per acres = $11.25 per person. Similarly, Figure PR3 displays the breakdown for Level-2 parkland in the City, which results in park development cost of $666.76 per person.

Figure PR2. Level 1 Parkland Level of Service

Park	Park Type	Total Acreage	Developed Acreage	Improved Value
Autumn Ridge Park	Neighborhood/Mini Park	1.5	1.5	$168,750
Hidden Valley Park	Neighborhood/Mini Park	7	1	$112,500
Hillcrest Park	Neighborhood/Mini Park	0.23	0.23	$25,875
Lilac Park	Undeveloped/Open Space	1.7	1.7	$191,250
Ridges Tot Lot Park	Neighborhood/Mini Park	1.8	1.8	$201,375
Shadow Lake Park	Neighborhood/Mini Park	5.7	1	$112,500
Spring Valley Park	Neighborhood/Mini Park	3.1	3.1	$348,750
TOTAL		**21.02**	**10.32**	**$1,161,000**

Level-of-Service (LOS) Standards

Developed Acreage	10.32
Park Population in 2018 (includes 201 Boundary)	103,224
LOS: Improved Acres per Person	**0.0001**

Cost Analysis

Improvement Value per Acre*	$112,500
LOS: Improved Acres per Person	0.0001
Cost per Person	**$11.25**

**Source: City of Grand Junction*

Figure PR3. Level 2 Parkland Level of Service

Park	Park Type	Total Acreage	Developed Acreage	Improved Value
Canyon View Park	Community/Regional Park	114.2	114.2	$21,983,500
Columbine Park	Community/Regional Park	12	12	$2,310,000
Cottonwood Meadows Park	Neighborhood/Mini Park	0.8	0.8	$154,000
Darla Jean Park	Neighborhood/Mini Park	2.2	2.2	$423,500
Duck Pond Orchard Mesa Park	Neighborhood/Mini Park	4.4	4.4	$847,000
Duck Pond Park - Ridges	Neighborhood/Mini Park	2.82	2.82	$542,850
Eagle Rim Park	Neighborhood/Mini Park	12	12	$2,310,000
Emerson Park	Neighborhood/Mini Park	2.52	2.52	$485,100
Hawthorne Park	Neighborhood/Mini Park	3.5	3.5	$673,750
Honeycomb Park	Neighborhood/Mini Park	3.5	3.5	$673,750
Las Colonias Park	Community/Regional Park	140	115	$10,060,000
Lincoln Park	Community/Regional Park	42	42	$8,085,000
Pineridge Park	Neighborhood/Mini Park	15.7	3	$577,500
Paradise Hills Park	Neighborhood/Mini Park	5.57	2.78	$535,150
Rocket Park	Neighborhood/Mini Park	2.7	2.7	$519,750
Riverside Park	Neighborhood/Mini Park	1.5	1.5	$288,750
Sherwood Park	Neighborhood/Mini Park	13.87	13.87	$2,669,975
Spring Valley II Park	Neighborhood/Mini Park	2.52	2.52	$485,100
Washington Park	Neighborhood/Mini Park	3	3	$577,500
Whitman Park	Neighborhood/Mini Park	2.5	2.5	$481,250
Williams Park	Neighborhood/Mini Park	0.37	0.37	$71,225
Westlake Park	Neighborhood/Mini Park	10	5.5	$1,058,750
Wingate Park	Neighborhood/Mini Park	4.86	4.86	$935,550
Burkey Park North	Undeveloped/Open Space	18.37	0	$0
Burkey Park South	Undeveloped/Open Space	9.61	0	$0
Flint Ridge	Undeveloped/Open Space	3.3	0	$0
Horizon Park	Undeveloped/Open Space	12.65	0	$0
Matchett Park	Undeveloped/Open Space	205.52	0	$0
Saccomanno Park	Undeveloped/Open Space	30.73	0	$0
TOTAL		**682.71**	**357.54**	**$56,748,950**

Level-of-Service (LOS) Standards

Developed Acreage	357.54
Park Population in 2018 (includes 201 Boundary)	103,224
LOS: Improved Acres per Person	**0.0035**

Cost Analysis

Improvement Value per Acre*	$192,500
LOS: Improved Acres per Person	0.0035
Cost per Person	**$666.76**

**Source: City of Grand Junction*

Projection of Growth-Related Park Improvement Needs

To estimate the 10-year growth needs for Level 1 park improvements, the current level of service (0.0001 acres person) is applied to the projected park population growth. The 201 Sewer Service area is projected to increase by 18,688 residents over the next ten years (see Appendix A). As shown in Figure PR4, it is projected that the City will need to develop 1.3 acres of Level 1 park land to accommodate the needs generated by new development. By applying the average development cost for Level 1 parks ($112,500 per acre), the estimated growth-related expenditure is approximately $210,000.

Figure PR4. 10-Year Level 1 Park Improvement Needs to Accommodate Growth

Type	Level of Service	Demand Unit	Unit Cost / Acre
Level 1 Park Improvements	0.0001 Acres	per person	$112,500

Growth-Related Need for Level 1 Park Improvements			
Year		Population	Improved Acres
Base	2018	103,224	10.32
Year 1	2019	104,985	10.50
Year 2	2020	106,746	10.67
Year 3	2021	108,642	10.86
Year 4	2022	110,538	11.05
Year 5	2023	112,434	11.24
Year 6	2024	114,329	11.43
Year 7	2025	116,225	11.62
Year 8	2026	118,121	11.81
Year 9	2027	120,016	12.00
Year 10	2028	121,912	12.19
Ten-Year Increase		18,688	**1.87**
		Projected Expenditure	**$210,375**

Growth-Related Expenditure on Level 1 Park Improvements	$210,375

To estimate the 10-year growth needs for Level 2 park improvements, the current level of service (0.0035 acres person respectively for Level-2 improvements) is applied to the projected park population growth. The 201 Sewer Service area is projected to increase by 18,688 residents over the next ten years (see Appendix A). As shown in Figure PR5, it is projected that the City will need to develop 65 acres of Level 2 park land to accommodate the needs generated by new development. By applying the average development cost for Level 2 parks ($192,500 per acre), the estimated growth-related expenditure is approximately $12.5 million.

Figure PR5. 10-Year Level 2 Park Improvement Needs to Accommodate Growth

Type	Level of Service	Demand Unit	Unit Cost / Acre
Level 2 Park Improvements	0.0035 Acres	per 1,000 persons	$192,500

Growth-Related Need for Level 2 Park Improvements			
Year		Population	Improved Acres
Base	2018	103,224	357.54
Year 1	2019	104,985	363.64
Year 2	2020	106,746	369.74
Year 3	2021	108,642	376.31
Year 4	2022	110,538	382.87
Year 5	2023	112,434	389.44
Year 6	2024	114,329	396.00
Year 7	2025	116,225	402.57
Year 8	2026	118,121	409.14
Year 9	2027	120,016	415.70
Year 10	2028	121,912	422.27
Ten-Year Increase		18,688	**65**
		Projected Expenditure	**$12,512,500**

Growth-Related Expenditure Level 2 Park Improvements	
Growth-Related Expenditure Level 2 Park Improvements	**$12,512,500**

Parks & Recreation Impact Fee

Figure PR6 shows the cost factors for each component of the City of Grand Junction's Parks and Recreation Impact Fee. Impact fees for parks and recreation are based on persons per housing unit and are only assessed against residential development. The fees for park improvements are calculated per person, so by multiplying the total cost per person by the housing unit size calculates the maximum supportable fee.

The fees represent the highest amount supportable for each type of housing unit, which represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure PR6. Maximum Supportable Park & Recreation Impact Fee

Fee Component	Cost per Person
Level 1 Parkland Improvements	$11.25
Level 2 Parkland Improvements	$666.76
COST PER DEMAND UNIT	**$678.01**

Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase / (Decrease)
Single-Family	2.37	$1,605	$225	$1,380
Multi-Family	1.56	$1,055	$225	$830

Revenue from Parks & Recreation Impact Fee

Revenue from the City's Parks & Recreation Impact Fee is estimated in Figure PR7. Demand for park improvements is driven by both City residents and current/future residents within the 201 Sewer Service Boundary. Therefore, it is difficult to estimate impact fee revenue for parks and recreation because it is not known when (and if) the projected housing units in the 201 Sewer Service Boundary will be annexed into the City of Grand Junction prior to their construction (which is the time the impact fee is paid). Therefore, the impact fee revenue projection is based on projected units in the City of Grand Junction over the next ten years. By multiplying the projected residential growth in the City by the impact fee amounts, we estimate projected impact fee revenue of approximately $7.0 million. Projected expenditures total $12.7 million.

Figure PR7. Estimated Revenue from Parks & Recreation Impact Fee

	Growth Cost
Level 1 Parkland Improvements	$210,375
Level 2 Parkland Improvements	$12,512,500
Total Expenditures	**$12,722,875**

Projected Development Impact Fee Revenue

		Single-Family	Multi-Family
		$1,605 per unit	$1,055 per unit
Year		Housing Units	Housing Units
Base	2018	22,279	6,655
Year 1	2019	22,656	6,767
Year 2	2020	23,032	6,880
Year 3	2021	23,395	6,988
Year 4	2022	23,757	7,096
Year 5	2023	24,120	7,205
Year 6	2024	24,482	7,313
Year 7	2025	24,845	7,421
Year 8	2026	25,207	7,529
Year 9	2027	25,570	7,638
Year 10	2028	25,932	7,746
	Ten-Year Increase	3,653	1,091
	Projected Revenue =>	$5,863,453	$1,151,246
		Projected Revenue =>	**$7,014,699**
		Total Expenditures =>	**$12,722,875**
		General Fund's Share =>	**$5,708,176**

Implementation and Administration

Impact fees should be periodically evaluated and updated to reflect recent data. City of Grand Junction will continue to adjust for inflation. If cost estimates or demand indicators change significantly, the City should redo the fee calculations.

Colorado's enabling legislation allows local governments to "waive an impact fee or other similar development charge on the development of low or moderate income housing, or affordable employee housing, as defined by the local government."

Credits and Reimbursements

A general requirement that is common to development impact fee methodologies is the evaluation of credits. A revenue credit may be necessary to avoid potential double payment situations arising from one-time development impact fees plus on-going payment of other revenues that may also fund growth-related capital improvements. The determination of revenue credits is dependent upon the development impact fee methodology used in the cost analysis and local government policies.

Policies and procedures related to site-specific credits should be addressed in the resolution or ordinance that establishes the development impact fees. Project-level improvements, required as part of the development approval process, are not eligible for credits against development impact fees. If a developer constructs a system improvement included in the fee calculations, it will be necessary to either reimburse the developer or provide a credit against the fees due from that particular development. The latter option is more difficult to administer because it creates unique fees for specific geographic areas.

Service Area

A development impact fee service area is a region in which a defined set of improvements provide benefit to an identifiable amount of new development. Within a service area, all new development of a type (single-family, commercial, etc.) is assessed at the same development impact fee rate. Land use assumptions and development impact fees are each defined in terms of this geography, so that capital facility demand, projects needed to meet that demand, and capital facility cost are all quantified in the same terms. Development impact fee revenue collected within a service area is required to be spent within that service area.

Implementation of a large number of small service areas is problematic. Administration is complicated and, because funds collected within the service area must be spent within that area multiple service areas may make it impossible to accumulate sufficient revenue to fund any projects within the time allowed.

As part of our analysis of the City and the type of facilities and improvements included in the development impact fee calculation, TischlerBise has determined that a citywide service area is appropriate for the City of Grand Junction for all impact fees with the exception of parks and recreation, which includes the 201 Service Area Boundary.

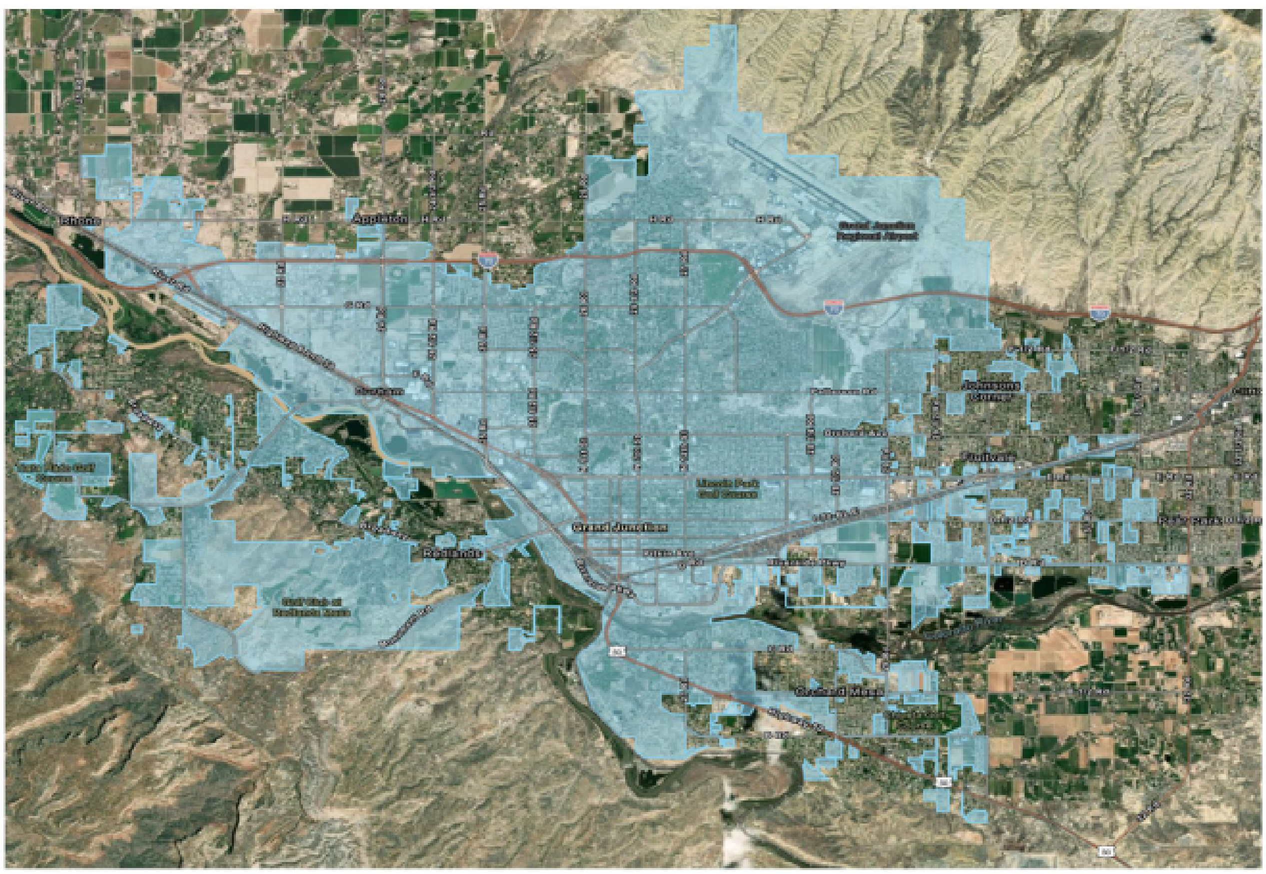
APPENDIX A: LAND USE ASSUMPTIONS

Overview

The City of Grand Junction, Colorado, retained TischlerBise to analyze the impacts of development on its capital facilities and to calculate impact fees based on that analysis. The population, housing unit, and job projections contained in this document provide the foundation for the impact fee study. To evaluate demand for growth-related infrastructure from various types of development, TischlerBise prepared documentation on demand indicators by type of housing unit, jobs and floor area by type of nonresidential development. These metrics (explained further below) are the demand indicators to be used in the impact fee study.

Impact fees are based on the need for growth-related capital improvements, and they must be proportionate by type of land use. The demographic data and development projections are used to demonstrate proportionality and to anticipate the need for future infrastructure. Demographic data reported by the U.S. Census Bureau, and data provided by Grand Junction and Mesa County Regional Transportation Planning Organization (RTPO) staff, are used to calculate base year estimates and annual *projections* for a 10-year horizon. Impact fee studies typically look out five to ten years, with the expectation that fees will be updated every three to five years.

Figure A1: Grand Junction Municipal Boundary



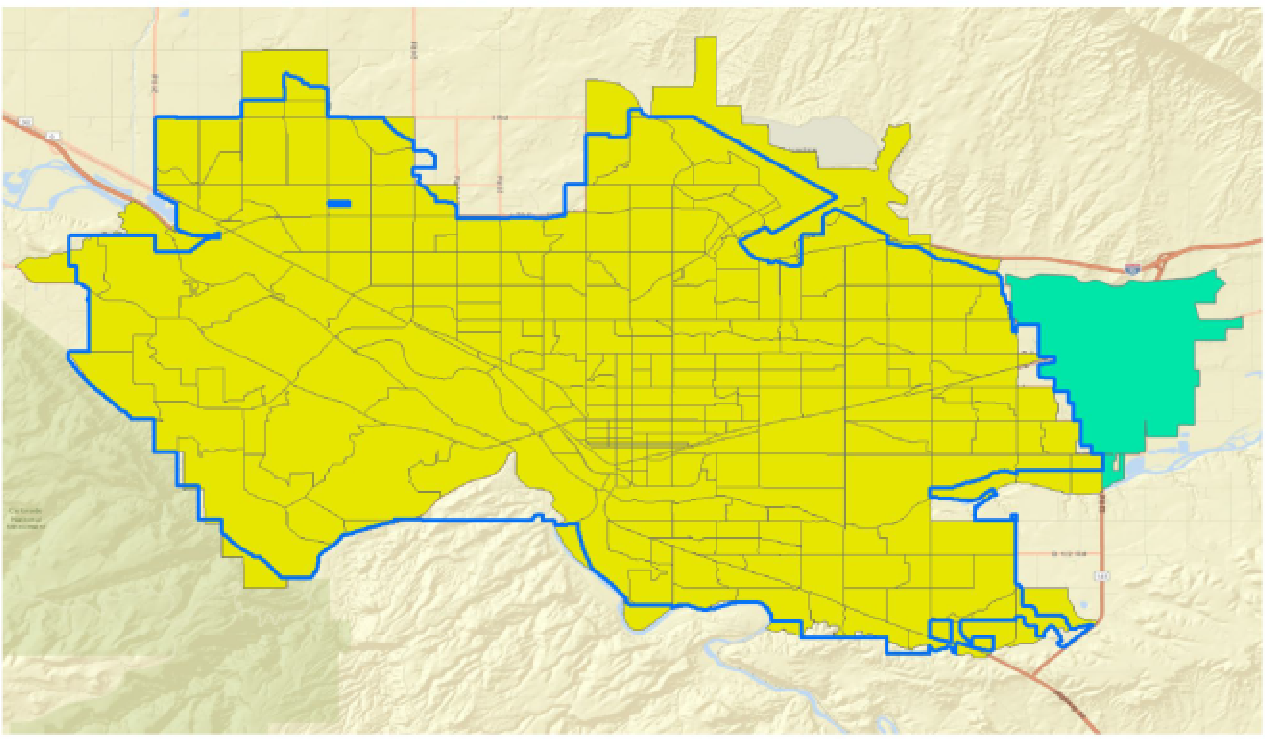
Residential Development

Current estimates and future projections of residential development are detailed in this section, including population and housing units by type (e.g., single-family versus multi-family units).

Population and Housing Units

Due to differing development patterns both in and outside of City limits, TischlerBise reviewed base year population and housing unit estimates for the City of Grand Junction and specific TAZ boundaries from the Transportation Master Plan which are also associated with the 201 Sewer Service Area Boundary. The task at hand is to provide baseline population and housing unit estimates for those areas of the 201 Sewer Service Area Boundary which can reasonably be expected to be annexed into the City of Grand Junction over the next ten years. Figure A2 depicts the 201 Sewer Service Area Boundary (light blue line) and TAZ areas (yellow) incorporated into the study population and housing estimates.

Figure A2: Map of 201 Sewer Service Boundary and TAZ Areas



Persons per Housing Unit

In 2010 the U.S. Census Bureau transitioned from the traditional long-form questionnaire to the American Community Survey (ACS), which is less detailed and has smaller sample sizes. As a result, Census data now has more limitations than before. For example, data on detached housing units are now combined with attached single units (commonly known as townhouses). For impact fees in Grand Junction, "single-family" residential includes detached units and townhouses that share a common sidewall but are constructed on an individual parcel of land. The second residential category includes all multi-family structures with two or more units on an individual parcel of land. The third residential category (All Other Types) includes mobile homes and recreational vehicles.

According to the Census Bureau, a household is a housing unit that is occupied by year-round residents. Impact fees often use per capita standards and persons per housing unit, or persons per household, to derive proportionate-share fee amounts. When persons per housing unit are used in the fee calculations, infrastructure standards are derived using year-round population. When persons per household are used in the fee calculations, the impact fee methodology assumes all housing units will be occupied, this requiring seasonal or peak population to be used when deriving infrastructure standards.

To estimate population for future years, the analysis applies growth assumptions derived from the *Grand Valley 2040 Transportation Master Plan 201 TAZ Estimates,* City GIS parcel data, 2018 ESRI Business Survey, Mesa County Building Permit data and standards from the Institute of Transportation Engineers, 10th addition. For the impact fee calculations, TischlerBise will rely on the above referenced as well as a variety of local and regional data sources including the 2017 ACS results shown at the top of Figure A3. Collectively, this information is used to indicate the relative number of persons per housing unit, by units in a residential structure, (2.37 PPHU Single-Family, 1.70 PPHU Multi-Family) and the housing mix (67% Single-Family, 27% Multi-Family) in Grand Junction. Because of the minimal seasonal population residing in the City, TischlerBise recommends that impact fees for residential development be imposed according to housing unit type.

Figure A3: Persons per Household and Persons per Housing Unit by Type of Housing

Units in Structure	*Persons*	*Households*	*Persons per Household*	*Housing Units*	*Persons per Housing Unit*	*Housing Mix*	*Vacancy Rate* [4]
Single-Family Units[1]	46,611	18,710	2.49	19,679	**2.37**	73%	4.92%
Multi-Family Units	11,391	6,788	1.68	7,316	**1.56**	27%	7.22%
Subtotal	58,002	25,498	2.27	26,995	**2.15**		5.55%
Group Quarters	2,880						
Total	60,882						

Source: U.S. Census Bureau, 2017 American Community Survey, Tables B25024, B25032, B25033, and B26001
1. Includes detached and attached units (i.e. townhouses) and mobile homes.

Recent Residential Construction

The City of Grand Junction provided TischlerBise with recent City residential building permit activity, shown in Figure A4. A total of 2,356 single-family and 514 multi-family permits were issued in the City from 2011 through 2018. Unit distribution over this period was 18 percent multi-family and 82 percent single-family. This ratio is slightly higher than the overall housing unit mix in the City which based on GIS parcel data analysis show that 77 percent of existing residential structures are single-family units and 23 percent are multi-family. It is worth mentioning that at the time of the writing of this report, over 150 multi-family units are in some stage of development review, which if constructed, would bring the 10-year average unit split closer to ratio reflected in the GIS parcel data.

Figure A4: Recent Grand Junction Residential Permit Activity

Year	Single Family	%	Multi-Family	%	Total
2011-2018	2,356	82%	514	18%	2,870

Source: City of Grand Junction, CO Building Permit Data

Current Population and Housing within Grand Junction City Limits

By December 31, 2018, Grand Junction's population grew to approximately 66,425 residing in 28,934 housing units according to analysis performed by TischlerBise which relied on the 2017 DOLA population estimate of 66,224, plus 1,201 new residents which represents observed growth over 2018. This rate of growth is above the average annual growth from 2011-2018 of 359 units and 798 persons per year (295 SF units x 2.37 PPHU=699) +(64 MF units x 1.56 PPHU=99) as shown below in Figure A5.

Figure A5: Grand Junction 2018 Population and Housing Unit Estimate

	DOLA 2017 est.	2011-2018 New Construction[1]	Avg. Annual New Units 2011-2018	2018 Housing Units Added	PPHU[2]	Est. 2018 Population Growth	Total
Single-Family Units		2,356	295	498	2.37	1,180	
Multi-Family Units		514	64	13	1.56	20	
Housing Units	**28,423**		**359**	**511**			**28,934**
Population	**65,224**					**1,201**	**66,425**

Sources: 1.City of Grand Junction Building Permit Data, TischlerBise Analysis
2. U.S. Census 2017 ACS 5-year Estimate

Current Population and Housing within 201 Growth Area Boundary

Population and housing unit estimates for the 201 Sewer Service Area Boundary were compiled from sewer boundary specific TAZ areas, less specific portions of zones which included neighborhood sewer systems and therefore are unlikely to be annexed into the City. TischlerBise applied the population, housing unit estimates found within the *Grand Valley 2040 Transportation Master Plan* in each TAZ) to derive the number of existing housing units in the service area but outside of the City limits. The resulting estimates, shown in Figure A6, suggest approximately 14,217 housing units (28,934 units within current municipal boundary-43,151 units within the sewer service area) exist in the 201 Sewer Service Area Boundary, outside of the City limits for which *impact fees will not be collected*. Deducting the estimated 2018 Grand Junction population from the 201 Sewer Service Area Boundary TAZ area (66,425-103,224) results in an estimated population of 36,800 currently residing in the 201 Sewer Service Area, outside of City limits.

Figure A6: 2018 Population and Housing Unit Estimates 201 Boundary Selected TAZ

Development Type	2018	2018	
Residential	**City Limits**	**201 Sewer Service Boundary**	**Total**
Population	66,425	36,800	103,224
Housing Units	28,934	14,217	43,151

Source: Grand Valley 2040 Transportation Master Plan 201 TAZ Estimates

Projected Population and Housing Units

The selected Transportation Master Plan TAZ areas, shown in Figure A7, include new housing unit projections from 2018 to 2028 of 708 units annually. A total of 50,227 housing units, (7,076 net new units) are projected in the area by 2028. Given historic housing dispersion throughout the 201 Sewer Boundary and observed residential unit composition for the area, housing estimates were broken down between existing City limits and areas currently outside but within the 201 Boundary. As observed within the City GIS parcel data, 77 percent of current Grand Junction housing units are single-family. City housing unit growth projections have mirrored this observed ratio resulting in an estimated addition of 3,653 single-family and 1,091 multi-family units by 2028. For areas outside current City limits but within the 201 Sewer Service Area Boundary, 100 percent the grow of new housing units, 2,331, have been attributed to single-family development reflecting the rural composition of the area.

The Transportation Master Plan model estimates a ten-year population increase of 18,688 persons for the selected 201 Sewer Service Area boundary TAZ areas. All totals shown below in Figure A7 represent estimates as of January 1st of each year.

Figure A7: Grand Junction Residential Development Projections for Selected TAZ Areas

	2018	2019	2020	2021	2022	2023	2028	10-Year Increase
					5-Year Increment			
	Base Year	*1*	*2*	*3*	*4*	*5*	*10*	
POPULATION								
Grand Junction	66,425	67,558	68,691	69,911	71,131	72,351	78,450	12,025
201 /Outside City	36,800	37,428	38,055	38,731	39,407	40,083	43,462	6,662
Total	103,224	104,985	106,746	108,642	110,538	112,434	121,912	18,688
HOUSING UNITS								
GJ Single-Family	22,279	22,656	23,032	23,395	23,757	24,120	25,932	3,653
GJ Multi-Family	6,655	6,767	6,880	6,988	7,096	7,205	7,746	1,091
Grand Junction Total	28,934	29,423	29,912	30,383	30,854	31,324	33,678	4,744
201 Bdry Single-Family	14,217	14,458	14,698	14,929	15,161	15,392	16,549	2,331
Total Housing Units	43,151	43,881	44,610	45,312	46,014	46,717	50,227	7,076

Nonresidential Development

In addition to data on residential development, the calculation of impact fees requires data on nonresidential development. All land use assumptions and projected growth rates are consistent with socioeconomic data from the Grand Valley 2040 Regional Transportation Plan and the 2018 ESRI Business Summary Report for Grand Junction. TischlerBise uses the term "jobs" to refer to employment by place of work. In Figure A8, the nonresidential development prototypes used by TischlerBise to derive nonresidential floor area and average weekday vehicle trips ends are shown.

Employment Density Factors and Trip Generation Factors

The prototype for future projections of commercial / retail development is an average-size Shopping Center (ITE 820). Commercial / retail development (i.e. retail and eating / drinking places) is assumed to average 427 square feet per job. For future industrial development, Industrial Park (ITE 130) is a reasonable proxy with an average of 864 square feet per job. For office / other service development, General Office (ITE 710) is the prototype for future development, with an average of 337 square feet per job.

Figure A8: Nonresidential Demand Indicators

ITE Code	Land Use / Size	Demand Unit	Wkdy Trip Ends Per Dmd Unit*	Wkdy Trip Ends Per Employee*	Emp Per Dmd Unit	Sq. Ft. Per Emp
110	Light Industrial	1,000 Sq Ft	4.96	3.05	1.63	615
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	3.93	2.47	1.59	628
150	Warehousing	1,000 Sq Ft	1.74	5.05	0.34	2,902
254	Assisted Living	bed	2.60	4.24	0.61	na
320	Motel	room	3.35	25.17	0.13	na
520	Elementary School	1,000 Sq Ft	19.52	21.00	0.93	1,076
530	High School	1,000 Sq Ft	14.07	22.25	0.63	1,581
540	Community College	student	1.15	14.61	0.08	na
550	University/College	student	1.56	8.89	0.18	na
565	Day Care	student	4.09	21.38	0.19	na
610	Hospital	1,000 Sq Ft	10.72	3.79	2.83	354
710	General Office (avg size)	1,000 Sq Ft	9.74	3.28	2.97	337
760	Research & Dev Center	1,000 Sq Ft	11.26	3.29	3.42	292
770	Business Park	1,000 Sq Ft	12.44	4.04	3.08	325
820	Shopping Center (avg size)	1,000 Sq Ft	37.75	16.11	2.34	427

* Trip Generation, Institute of Transportation Engineers, 10th Edition (2017).

Nonresidential Floor Area and Employment

To determine future employment growth TischlerBise utilized different data sources to forecast future nonresidential development in the study area. To project future employment, our analysis relies on the observed 2018 jobs to population ratio of .88 (88 jobs per 100 residents) resulting in a 1.8 percent annual growth in employment rather than the 2.3 percent annual growth forecasted in the Transportation Master Plan. In order better understand the relationship between Grand Junction City limits employment and nonresidential growth and areas outside but within the 201 Sewer Boundary, TischlerBise reviewed the areas separately. The findings show that for the base year of 2010, 99.5 percent of all 201 Boundary jobs were located within Grand Junction while .5 percent were located outside of the City. Utilizing this ratio as a proxy allows for the allocation of future projected nonresidential floor area and estimated job growth between the 201 Sewer Boundary and City limits.

Figure A9: 2010 Grand Junction vs. 201 Sewer Boundary Employment Distribution

Total Employment	*2010*		
	City Limits	Sewer Service Boundary	Total
Jobs	57,609	283	57,892

Source: Grand Valley 2040 Transportation Master Plan 201 TAZ Estimates for City Growth Boundary

TischlerBise then applied ESRI employment estimates (58,660) for Grand Junction to derive a 2018 base, with jobs allocated to one of three nonresidential categories: Commercial / Retail, Industrial / Flex, and Office / Institutional. Grand Junction staff provided floor area estimates from their GIS data for 2018 totaling approximately 32,237,608 million square feet of nonresidential construction. This results in a base year estimate of approximately 33 percent of jobs occupying 11 million square feet of Commercial / Retail development, 18 percent of jobs occupying 6.6 million square feet of Industrial development, and 49 percent of jobs occupying approximately 14.5 million square feet of Office / Institutional development.

Figure A10: Grand Junction Nonresidential Floor Area and Employment Estimates 2018

Industry Sector	*2018 Jobs* [1]	*Share of Total Jobs*	*SF per Employee* [2]	*2018 Estimated Floor Area* [2]	*Jobs per 1,000 SF*
Commercial/Retail[3]	19,099	33%	581	11,094,208	1.72
Office/Institutional[4]	28,811	49%	503	14,498,503	1.99
Industrial/Flex[5]	10,750	18%	618	6,644,897	1.62
TOTAL	58,660	100%		32,237,608	

1. ESRI Business Summary, Grand Junction, CO, 2018.
2. City of Grand Junction GIS Parcel Data, 2018
3. Major sector is Eating & Drinking places.
4. Major sectors are Health Services and Other Services.
5. Major sector are Construction and Manurfacturing.

Projected Nonresidential Floor Area and Employment

Once the 2018 employment data was derived for the City, TischlerBise then established future employment growth by industry across the entire 201 Sewer Service Area Boundary. TAZ employment growth projections were distributed according to observed 2018 ESRI employment sector percentages for the City of Grand Junction (33% Commercial/Retail, 49% Office/Institutional, 18 % Industrial/Flex) (Figure A10). The resulting analysis results in an increase of 11,090 jobs throughout the study area of which 11,035 (11,090 x 99.5%) can be attributed to growth within the City limits. To calculate growth of nonresidential floor area, TischlerBise applied ITE Sq. Ft. per employee estimates (Figure A8) by estimated sector employment to derive net new annual growth. Projected nonresidential development over the next ten years results in an increase of 4.73 million square feet of floor area of which 4.7 million Sq. Ft. are projected to be developed within existing City limits. All totals shown below in Figure A11 represent estimates as of January 1st of each year.

Figure A11: Nonresidential Development Projections–Selected 201 Boundary TAZ Areas

	2018 Base Year	2019 1	2020 2	2021 3	2022 4 (5-Year Increment)	2023 5	2028 10	10-Year Increase
POPULATION								
Grand Junction	66,425	67,558	68,691	69,911	71,131	72,351	78,450	12,025
201 /Outside City	36,800	37,428	38,055	38,731	39,407	40,083	43,462	6,662
Total	103,224	104,985	106,746	108,642	110,538	112,434	121,912	18,688
EMPLOYMENT BY TYPE								
GJ Commercial/Retail	19,099	19,806	20,138	20,496	20,853	21,211	22,999	3,900
GJ Office/Institutional	28,811	29,409	29,902	30,433	30,964	31,495	34,150	5,339
GJ Industrial/Flex	10,750	10,803	10,984	11,180	11,375	11,570	12,545	1,795
Grand Junction Total	58,660	60,018	61,025	62,109	63,192	64,276	69,695	11,035
201 Commercial/Retail	97	99	101	102	104	106	115	18
201 Office/Institutional	144	147	150	152	155	157	171	27
201 Industrial/Flex	53	54	55	56	57	58	63	10
Total Employment	58,953	60,318	61,330	62,419	63,508	64,597	70,043	11,090
NONRES. FLOOR AREA (X 1,000 SF)								
GJ Commercial/Retail	11,094	11,396	11,538	11,690	11,843	11,996	12,759	1,664
GJ Office/Institutional	14,499	14,754	14,964	15,191	15,417	15,644	16,777	2,279
GJ Industrial/Flex	6,645	6,668	6,745	6,828	6,911	6,995	7,411	766
Grand Junction Total	32,238	32,817	33,247	33,709	34,172	34,634	36,947	4,709
201 Commercial/Retail	41	42	43	44	44	45	49	8
201 Office/Institutional	48	50	50	51	52	53	58	9
201 Industrial/Flex	32	33	34	34	35	36	39	6
201 Bdry Total	122	125	127	129	132	134	145	23
Total Nonres. Floor Area	32,360	32,942	33,247	33,709	34,172	34,634	36,947	4,732

* Nonres Floor Area derived from Trip Generation, Institute of Transportation Engineers, 10th Edition (2017) Sq. Ft Per Emp. Multiplied by net new employment by sector.
* Population growth from TMP for Taz areas of 1.8%.
* Housing unit growth from TMP for TAZ areas of 1.6%
*Employment growth reflecting 2018 job/population ratio .8883. Applies sector % distribution from 2018 ESRI data.
*201 Outside City Employment .05% of Grand Junction employment held constant.

Summary of Growth Indicators

Key development projections for Grand Junction's impact fee study are housing units and nonresidential floor area, summarized above. These projections are used to estimate impact fee revenue and to indicate the anticipated need for growth-related infrastructure. The goal is to have reasonable projections without being overly concerned with precision, because impact fees methodologies are designed to reduce sensitivity to development projections in the determination of the proportionate-share fee amounts. If actual development is slower than projected, impact fee revenue will decline, but so will the need for growth-related infrastructure. In contrast, if development is faster than anticipated, Grand Junction will receive more impact fee revenue, but it will also need to accelerate infrastructure improvements to keep pace with the actual rate of development.

Based on these projections, development in the combined 201 Sewer Service area and City over the next ten years is expected to average 707 residential units per year and 473,000 square feet of nonresidential floor area per year. Although significantly above the average annual increase of 359 housing units from 2011 to 2018, these projections include the larger 201 Sewer Growth Boundary.

Figure A12: Summary of Development Projections and Growth Rates

						5-Year Increment		2018 to 2028 Average Annual	
	2018	2019	2020	2021	2022	2023	2028	Increase	Compound Growth Rate
GJ Housing Units	28,934	29,423	29,912	30,383	30,854	31,324	33,678	474	1.53%
201 Growth Bdry Housing Units	14,217	14,458	14,698	14,929	15,392	16,549	16,549	233	1.53%
GJ Nonresidential Sq. Ft x1,000	32,238	32,817	33,247	33,709	34,172	34,634	36,947	471	1.37%
201 Growth Bdry Nonresidential Sq. Ft x1,000	122	125	127	129	132	134	145	2	1.74%

Development Projections

Provided below is a summary of cumulative development projections used in the development impact fee study. Base year estimates for 2018 are used in the development impact fee calculations and *reflect the entirety of the City and Sewer Service 201 growth boundary*. Development projections are used to illustrate a possible future pace of demand for service units and cash flows resulting from revenues and expenditures associated with those demands. All totals represent estimates as of January 1st of each year.

Figure A13: Development Projections Summary Selected TAZ Areas

	2018 Base Year	2019 1	2020 2	2021 3	2022 4	2023 5	2024 6	2025 7	2026 8	2027 9	2028 10	10-Year Increase
POPULATION												
Grand Junction	66,425	67,558	68,691	69,911	71,131	72,351	73,570	74,790	76,010	77,230	78,450	12,025
201 /Outside City	36,800	37,428	38,055	38,731	39,407	40,083	40,759	41,435	42,110	42,786	43,462	6,662
Total	103,224	104,985	106,746	108,642	110,538	112,434	114,329	116,225	118,121	120,016	121,912	18,688
HOUSING UNITS												
GJ Single-Family	22,279	22,656	23,032	23,395	23,757	24,120	24,482	24,845	25,207	25,570	25,932	3,653
GJ Multi-Family	6,655	6,767	6,880	6,988	7,096	7,205	7,313	7,421	7,529	7,638	7,746	1,091
Grand Junction Total	28,934	29,423	29,912	30,383	30,854	31,324	31,795	32,266	32,737	33,208	33,678	4,744
201 Bdry Single-Family	14,217	14,458	14,698	14,929	15,161	15,392	15,623	15,855	16,086	16,317	16,549	2,331
Total Housing Units	43,151	43,881	44,610	45,312	46,014	46,717	47,419	48,121	48,823	49,525	50,227	7,076
EMPLOYMENT BY TYPE												
GJ Commercial/Retail	19,099	19,806	20,138	20,496	20,853	21,211	21,569	21,926	22,284	22,642	22,999	3,900
GJ Office/Institutional	28,811	29,409	29,902	30,433	30,964	31,495	32,026	32,557	33,088	33,619	34,150	5,339
GJ Industrial/Flex	10,750	10,803	10,984	11,180	11,375	11,570	11,765	11,960	12,155	12,350	12,545	1,795
Grand Junction Total	58,660	60,018	61,025	62,109	63,192	64,276	65,360	66,444	67,527	68,611	69,695	11,035
201 Commercial/Retail	97	99	101	102	104	106	108	110	111	113	115	18
201 Office/Institutional	144	147	150	152	155	157	160	163	165	168	171	27
201 Industrial/Flex	53	54	55	56	57	58	59	60	61	62	63	10
Total Employment	58,953	60,318	61,330	62,419	63,508	64,597	65,687	66,776	67,865	68,954	70,043	11,090
NONRES. FLOOR AREA (X 1,000 SF)												
GJ Commercial/Retail	11,094	11,396	11,538	11,690	11,843	11,996	12,148	12,301	12,453	12,606	12,759	1,664
GJ Office/Institutional	14,499	14,754	14,964	15,191	15,417	15,644	15,871	16,097	16,324	16,551	16,777	2,279
GJ Industrial/Flex	6,645	6,668	6,745	6,828	6,911	6,995	7,078	7,161	7,244	7,328	7,411	766
Grand Junction Total	32,238	32,817	33,247	33,709	34,172	34,634	35,097	35,559	36,022	36,484	36,947	4,709
201 Commercial/Retail	41	42	43	44	44	45	46	47	48	48	49	8
201 Office/Institutional	48	50	50	51	52	53	54	55	56	57	58	9
201 Industrial/Flex	32	33	34	34	35	36	36	37	37	38	39	6
201 Bdry Total	122	125	127	129	132	134	136	138	141	143	145	23
Total Nonres. Floor Area	32,360	32,942	33,247	33,709	34,172	34,634	35,097	35,559	36,022	36,484	36,947	4,732

* Nonres Floor Area derived from Trip Generation, Institute of Transportation Engineers, 10th Edition (2017) Sq. Ft Per Emp. Multiplied by net new employment by sector.
* Population growth from TMP for Taz areas of 1.8%.
* Housing unit growth from TMP for TAZ areas of 1.6%
*Employment growth reflecting 2018 job/population ratio .8883. Applies sector % distribution from 2018 ESRI data.
*201 Outside City Employment .05% of Grand Junction employment held constant.

Found below in Figure A14, in the base year, there is a total of 271,362 average weekday vehicle trips in the City of Grand Junction. The trip totals are calculated by multiplying the average weekday vehicle trip factors with the base year nonresidential floor area.

To project the 10-year increase in trips, the growth in nonresidential floor area is used. It is projected that over the next ten years there will be an increase of 40,643 nonresidential vehicle trips in the City of Grand Junction.

Figure A14: Nonresidential Vehicle Trip Projections

					5-Year Increment-->			
	2018	2019	2020	2021	2022	2023	2028	10-Year
	Base Yr	1	2	3	4	5	10	Increase
Commercial/Retail	184,275	189,286	191,641	194,176	196,711	199,246	211,921	27,647
Office/Institutional	70,608	71,850	72,875	73,979	75,083	76,186	81,705	11,097
Industrial/Flex	16,479	16,536	16,727	16,934	17,140	17,347	18,379	1,900
Total Nonres. Vehicle Trips	271,362	277,672	281,244	285,089	288,934	292,779	312,005	**40,643**

1. Trip rates are customized for Grand Junction.
2. Trip rates are from the Institute of Transportation Engineers (ITE) Trip Generation Manual (2017).

APPENDIX B: LAND USE DEFINITIONS

Residential Development

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. Grand Junction will collect development fees from all new residential units. One-time development fees are determined by site capacity (i.e. number of residential units). This category also contains mobile homes and recreational vehicles

Single-Family: Single-Family detached is a one-unit structure detached from any other house, that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Also included in the definition is Single family attached (townhouse), which is a one-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Multi-Family: 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with "2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more apartments."

Nonresidential Development

The proposed general nonresidential development categories (defined below using 2017 ITE Land Use Code) can be used for all new construction within Grand Junction. Nonresidential development categories represent general groups of land uses that share similar average weekday vehicle trip generation rates and employment densities (i.e., jobs per thousand square feet of floor area).

Land Use: 820 Shopping Center Description. A shopping center is an integrated group of commercial establishments that is planned, developed, owned, and managed as a unit. A shopping center's composition is related to its market area in terms of size, location, and type of store. A shopping center also provides on-site parking facilities sufficient to serve its own parking demands. Factory outlet center (Land Use 823) is a related use.

Land Use: 710 General Office Building Description. A general office building houses multiple tenants; it is a location where affairs of businesses, commercial or industrial organizations, or professional persons or firms are conducted. An office building or buildings may contain a mixture of tenants including professional services, insurance companies, investment brokers, and tenant services, such as a bank or savings and loan institution, a restaurant, or cafeteria and service retail facilities. A general office building with a gross floor area of 5,000 square feet or less is classified as a small office building (Land Use 712). Corporate headquarters building (Land Use 714), single tenant office building (Land Use 715), office park (Land Use 750), research and development center (Land Use 760), and business park (Land Use 770) are additional related uses. If information is known about individual buildings, it is suggested that the general office building category be used rather than office parks when estimating trip generation for one or more office buildings in a single development. The office park category is more general and should be used when a breakdown of individual or different uses is not known. If the general office building category is used and if additional buildings, such as banks, restaurants, or retail stores are included in the development, the development should be treated as a multiuse project. On the other hand, if the office park category is used, internal trips are already reflected in the data and do not need to be considered. When the buildings are interrelated (defined by shared parking facilities or the ability to easily walk between buildings) or house one tenant, it is suggested that the total area or employment of all the buildings be used for calculating the trip generation. When the individual buildings are isolated and not related to one another, it is suggested that trip generation be calculated for each building separately and then summed.

Land Use: 130 Industrial Park Description. An industrial park contains a number of industrial or related facilities. It is characterized by a mix of manufacturing, service, and warehouse facilities with a wide variation in the proportion of each type of use from one location to another. Many industrial parks contain highly diversified facilities—some with a large number of small businesses and others with one or two dominant industries. General light industrial (Land Use 110) and manufacturing (Land Use 140) are related uses.

Land Use: 150 Warehousing Description. A warehouse is primarily devoted to the storage of materials, but it may also include office and maintenance areas. High-cube transload and short-term storage warehouse (Land Use 154), high-cube fulfillment center warehouse (Land Use 155), high-cube parcel hub warehouse (Land Use 156), and high-cube cold storage warehouse (Land Use 157) are related uses.

Impact Fee Study Workshop

Grand Junction, Colorado
8/19/19

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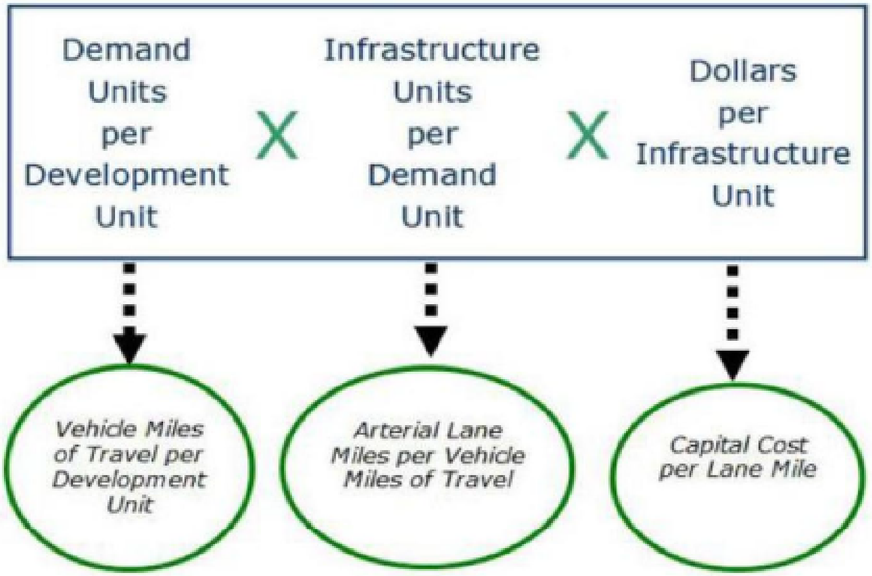
- 40-Year National Practice
  - » Impact fees
  - » Fiscal impact analysis
  - » Economic impact analysis
  - » Infrastructure funding strategies
  - » Market feasibility

Adams County	Arapahoe County	Aurora	Boulder
Castle Pines	Castle Rock	Centennial	Colorado Springs
Durango	Eaton	Erie	Evans
Fort Collins	Garfield County	Grand Junction	Greeley
Johnstown	La Plata County	Larimer County	Lone Tree
Longmont	Louisville	Mead	Mesa County
Montezuma County	Parker	Pitkin County	Pueblo
Steamboat Springs	Thornton	Vail	Westminster

Legal and Methodology

- One time payments to fund system improvements
- Cannot be deposited into General Fund
- Basic legal requirements are need, benefit, and proportionality
- General Methods
  - Plan Based
  - Cost Recovery
  - Incremental Expansion



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Impact Fees in Colorado

- Governed by Senate Bill 15
  - October 2001
- Improvement or facility that:
  - Is directly related to any service that a local government is authorized to provide;
  - Has a useful life of five years or longer
- Specific accounting requirements
- Allows a local government to waive an impact fee on the development of low/moderate income housing
  - Does not address whether the local government is required to “make up” the difference

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Grand Junction Impact Fee Program

- Existing impact fees
  - » Parks
  - » Water plant investment fee
  - » Wastewater plant investment fee
- Potential impact fees as part of this study
  - » Parks (updated)
  - » Fire/EMS (new)
  - » Police (new)
  - » Municipal facilities (new)

Fire Impact Fee

- Consumption-based approach
- Service area exceeds City limits
  - 83% of incidents are inside City
- Components
  - Stations
  - Vehicles/Apparatus
- Credit for existing debt

Fire 10-Year Facility/Apparatus Demand

Level-of-Service			Demand Unit	Unit Cost
Residential	0.49	Square Feet	per Person	$450
Nonresidential	0.06		per Trip End	

Growth-Related Need for Facilities						
Year		Population	Nonres. Vehicle Trips	Residential Sq. Ft.	Nonres. Sq. Ft.	Total
Base	2018	66,425	271,362	32,721	17,558	50,279
Year 1	2019	67,558	277,672	33,279	17,966	51,245
Year 2	2020	68,691	281,244	33,837	18,197	52,035
Year 3	2021	69,911	285,089	34,438	18,446	52,884
Year 4	2022	71,131	288,934	35,039	18,695	53,734
Year 5	2023	72,351	292,779	35,640	18,944	54,584
Year 6	2024	73,570	296,625	36,241	19,193	55,434
Year 7	2025	74,790	300,470	36,842	19,441	56,283
Year 8	2026	76,010	304,315	37,443	19,690	57,133
Year 9	2027	77,230	308,160	38,044	19,939	57,983
Year 10	2028	78,450	312,005	38,645	20,188	58,833
Ten-Year Increase		12,025	40,643	5,924	2,630	8,554
Growth-Related Expenditure				$2,665,693	$1,183,388	$3,849,081

Level-of-Service			Demand Unit	Unit Cost
Residential	0.00031	Units	per Person	$322,711
Nonresidential	0.00004		per Trip End	

Growth-Related Need for Apparatus						
Year		Population	Nonres. Vehicle Trips	Residential Vehicles	Nonres. Vehicles	Total
Base	2018	66,425	271,362	21	11	32
Year 1	2019	67,558	277,672	21	11	32
Year 2	2020	68,691	281,244	21	11	33
Year 3	2021	69,911	285,089	22	12	33
Year 4	2022	71,131	288,934	22	12	34
Year 5	2023	72,351	292,779	22	12	34
Year 6	2024	73,570	296,625	23	12	35
Year 7	2025	74,790	300,470	23	12	35
Year 8	2026	76,010	304,315	23	12	36
Year 9	2027	77,230	308,160	24	13	36
Year 10	2028	78,450	312,005	24	13	37
Ten-Year Increase		12,025	40,643	4	2	5
Growth-Related Expenditure				$1,290,842	$645,421	$1,613,553

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Maximum Supportable Fire Impact Fee

Fee Component	Cost per Person	Cost per Vehicle Trip
Facilities	$221.67	$29.12
Vehicles	$99.72	$13.10
Existing Principal Credit	($21.68)	($2.94)
NET COST PER DEMAND UNIT	**$299.71**	**$39.28**

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee
Single-Family	2.37	$710
Multi-Family	1.56	$467

Nonresidential

Type	ITE Code	Unit	Average Daily Vehicle Trips*	Trip Adjustment Factor*	Maximum Supportable Fee
Retail/Commercial	820	1,000 SF	37.75	33%	$489
Office/Institutional	710	1,000 SF	9.74	50%	$191
Industrial	130	1,000 SF	3.37	50%	$66
Warehousing	150	1,000 SF	1.74	50%	$34

*Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition, 2017

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Police Impact Fee

- Consumption-based approach
- Components
  - » Police space
  - » Vehicles funded through Proposition 2B
- Citywide service area

Police 10-Year Facility Demand

Police Station Level-of-Service Standards

Level-of-Service			***Demand Unit***	***Unit Cost***
Residential	0.63	Square Feet	per Person	$344
Nonresidential	0.08		per Trip End	

Growth-Related Need for Facilities						
Year		***Population***	***Nonres. Vehicle Trips***	***Residential Sq. Ft.***	***Nonresidential Sq. Ft.***	***Total***
Base	2018	66,425	271,362	41,561	22,302	63,863
Year 1	2019	67,558	277,672	42,270	22,820	65,091
Year 2	2020	68,691	281,244	42,979	23,114	66,093
Year 3	2021	69,911	285,089	43,743	23,430	67,172
Year 4	2022	71,131	288,934	44,506	23,746	68,252
Year 5	2023	72,351	292,779	45,269	24,062	69,331
Year 6	2024	73,570	296,625	46,032	24,378	70,410
Year 7	2025	74,790	300,470	46,796	24,694	71,490
Year 8	2026	76,010	304,315	47,559	25,010	72,569
Year 9	2027	77,230	308,160	48,322	25,326	73,648
Year 10	2028	78,450	312,005	49,086	25,642	74,727
Ten-Year Increase		12,025	40,643	**7,524**	**3,340**	**10,864**
		Growth-Related Expenditure		**$2,589,761**	**$1,149,628**	**$3,739,389**

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Maximum Supportable Police Impact Fee

Fee Component	Cost per Person	Cost per Vehicle Trip
Police Space	$215.36	$28.29
Existing Principal Credit	($86.71)	($11.74)
NET COST PER DEMAND UNIT	**$128.65**	**$16.55**

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee
Single-Family	2.37	$305
Multi-Family	1.56	$200

Nonresidential

Type	ITE Code	Unit	Average Daily Vehicle Trips*	Trip Adjustment Factor*	Maximum Supportable Fee
Retail/Commercial	820	1,000 SF	37.75	33%	$206
Office/Institutional	710	1,000 SF	9.74	50%	$81
Industrial	130	1,000 SF	3.37	50%	$28
Warehousing	150	1,000 SF	1.74	50%	$14

*Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition, 2017

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Municipal Facilities Impact Fee

- Consumption-based approach
- Citywide service area
- Components
  - » General Government Space

Municipal Facilities 10-Year Demand

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost / Sq. Ft.
Municipal Facilites	Residential	1.20	Square Feet	per persons	$277
	Nonresidential	0.73		per jobs	

Growth-Related Need for Municipal Facilities						
Year		Population	Jobs	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2018	66,425	58,660	79,518	42,669	122,187
Year 1	2019	67,558	60,018	80,874	43,657	124,531
Year 2	2020	68,691	61,025	82,230	44,389	126,619
Year 3	2021	69,911	62,109	83,691	45,178	128,869
Year 4	2022	71,131	63,192	85,151	45,966	131,117
Year 5	2023	72,351	64,276	86,612	46,754	133,366
Year 6	2024	73,570	65,360	88,072	47,542	135,614
Year 7	2025	74,790	66,444	89,532	48,331	137,863
Year 8	2026	76,010	67,527	90,993	49,119	140,112
Year 9	2027	77,230	68,611	92,453	49,907	142,360
Year 10	2028	78,450	69,695	93,913	50,696	144,609
Ten-Year Increase		12,025	11,035	**14,395**	**8,027**	**22,422**
		Projected Expenditure		**$3,987,432**	**$2,223,462**	**$6,210,894**

Growth-Related Expenditure on Municipal Facilities	$6,210,894

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Maximum Supportable Municipal Facilities Impact Fee

Fee Component	Cost per Person	Cost per Job
Municipal Facilities Space	$331.60	$201.49

Residential (per unit)

Development Type	Persons per Housing Unit	Maximum Supportable Fee
Single Family	2.37	$785
Multi-Family	1.56	$516

Nonresidential

Type	*ITE Code*	*Unit*	*Employees**	*Maxmum Supportable Fee*
Retail/Commercial	820	1,000 SF	2.34	$471
Office/Institutional	710	1,000 SF	2.97	$598
Industrial	130	1,000 SF	1.16	$234
Warehousing	150	1,000 SF	0.34	$69

*Employment densities were calculated using data from the Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition.

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Parks and Recreation Impact Fee

- Consumption-based approach
  - Assumes the City does not purchase additional park land in the short-term
  - Impact fees go to develop existing parks and banked park land
- Citywide service area
  - Residents within the 201 Service Area population is used as "Park Population"
- Components
  - Level 1 and 2 park improvements

Level 1 Park Improvement Needs

Level 1 Park Infrastructure Level-of-Service Standards			
Type	**Level of Service**	**Demand Unit**	**Unit Cost / Acre**
Level 1 Park Improvements	0.0001 Acres	per person	$112,500

Growth-Related Need for Level 1 Park Improvements			
Year		**Population**	**Improved Acres**
Base	2018	103,224	10.32
Year 1	2019	104,985	10.50
Year 2	2020	106,746	10.67
Year 3	2021	108,642	10.86
Year 4	2022	110,538	11.05
Year 5	2023	112,434	11.24
Year 6	2024	114,329	11.43
Year 7	2025	116,225	11.62
Year 8	2026	118,121	11.81
Year 9	2027	120,016	12.00
Year 10	2028	121,912	12.19
Ten-Year Increase		18,688	**1.87**
Growth-Related Expenditure on Level 1 Park Improvements			**$210,375**

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Level 2 Park Improvement Needs

Level 2 Park Infrastructure Level-of-Service Standards			

Type	Level of Service	Demand Unit	Unit Cost / Acre
Level 2 Park Improvements	0.0035 Acres	per 1,000 persons	$192,500

Growth-Related Need for Level 2 Park Improvements			
Year		Population	Improved Acres
Base	2018	103,224	357.54
Year 1	2019	104,985	363.64
Year 2	2020	106,746	369.74
Year 3	2021	108,642	376.31
Year 4	2022	110,538	382.87
Year 5	2023	112,434	389.44
Year 6	2024	114,329	396.00
Year 7	2025	116,225	402.57
Year 8	2026	118,121	409.14
Year 9	2027	120,016	415.70
Year 10	2028	121,912	422.27
Ten-Year Increase		18,688	**65**
Growth-Related Expenditure Level 2 Park Improvements			**$12,512,500**

Maximum Supportable Park Impact Fee

Fee Component	Cost per Person
Level 1 Parkland Improvements	$11.25
Level 2 Parkland Improvements	$666.76
COST PER DEMAND UNIT	**$678.01**

Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase
Single-Family	2.37	$1,605	$225	$1,380
Multi-Family	1.56	$1,055	$225	$830

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Maximum Supportable Fee Summary

Residential (Per Unit)

Type	*Fire*	*Police*	*Parks and Recreation*	*Municipal Facilities*	*Maximum Supportable Fee*	*Current Fee*	*Difference*
Single-Family	$710	$305	$1,605	$785	**$3,405**	**$225**	$3,180
Multi-Family	$467	$200	$1,055	$516	**$2,238**	**$225**	$2,013

Nonresidential (Per 1,000 square feet)

Type	*Fire*	*Police*	*Parks and Recreation*	*Municipal Facilities*	*Maximum Supportable Fee*	*Current Fee*	*Difference*
Retail/Commercial	$489	$206	$0	$471	**$1,167**	**$0**	$1,167
Office/Institutional	$191	$81	$0	$598	**$870**	**$0**	$870
Industrial	$66	$28	$0	$234	**$328**	**$0**	$328
Warehousing	$34	$14	$0	$69	**$117**	**$0**	$117

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Water Plant Investment Fee

- Last updated pre-1990s
- In 2015, Raftelis Financial Consultants proposed 2016 PIF:
  - $4,100 per capacity unit (Cash Financed)
  - System net equity = $69.9 million
  - System capacity = 16.3 million gallons per day (16,900 capacity units)
  - Does not include recovery of proportionate share of City's water rights
- 2019 PIF: $4,480 (3% escalation)

Fee	Purpose	Cost
Plant Investment Fee	• Recover the cost of constructing the system. • Cost range based on size of service line and meter (3/4" – 6").	$300 - $8,500
Tap Fee	• Recover cost of City crews making physical connection to water main line and supplying meter. • Cost range based on size of service line and meter (3/4" – 6").	$700 – 19,850

Proposed Water Plant Investment Fees

Water Plant Investment Fees

SIZE (inch)	TAP	PIF	TOTAL CONNECTION FEE	PROPOSED
3/4 x 5/8	$700	$300	$1,000	$5,180
3/4 x 3/4				
1	$875	$375	$1,250	**$6,850**
1.5	$2,050	$900	$2,950	**$12,580**
2	$2,900	$1,250	$4,150	**$18,520**
3	$6,875	$2,975	$9,850	**$33,360**
4	$12,850	$5,550	$18,400	**$54,480**
6	$19,850	$8,500	$28,400	**$155,632**

Comparison of Water-Related Fees

Water Plant Investment Fees

SIZE (inch)	PROPOSED	Ute Water (2019)	Clifton Water (2019)	Denver Water (2019) (1)	Aurora	Greeley	Pueblo (4)	Flagstaff, AZ (5)	Cheyenne, WY
Single Family (1-2 bath, 1/8 ac lot)					$ 8,773.69				
Single Family (3-4 bath, 1/8 ac lot)					$ 15,530.69				
Single Family (5+ bath, 1/8 ac lot)					$ 22,755.69				
Multi-family (per unit)					$ 9,760.00		$ 2,880.00		
Single Family (2000 sf)				$ 4,430.00					
Multi-family (2 DU)				$ 1,040.00					
Multi-family (8 DU)				$ 24,560.00					
Mult-family (20 DU)				$ 47,840.00					
3/4 x 5/8	$5,180	$7,000	$7,000	$ 10,730.00	$ 22,195.00	$ 10,800.00	$ 5,069.00	$ 5,728.00	$ 8,030.00
3/4 x 3/4		$8,750	$8,750						
1	$6,850	$10,500	$16,250	$ 19,170.00	$ 39,729.00	$ 18,000.00	$ 4,909.00	$ 9,566.00	$ 19,420.00
1.5	$12,580	$15,725	$18,000	$ 42,180.00	$ 87,227.00	$ 36,000.00	$ 25,029.00	$ 19,074.00	$ 38,730.00
2	$18,520	$23,150	$27,000	$ 76,690.00	(3)	$ 57,500.00	$ 31,725.00	$ 30,530.00	$ 61,990.00
3	$33,360	$41,700	$40,500	$ 126,426.00	(3)	$ 126,000.00	$ 60,973.00	$ 57,279.00	$ 168,640.00
4	$54,480	$73,100	$60,840	$ 229,971.00	(3)	$ 216,600.00	$ 210,439.00	$ 95,484.00	$ 290,760.00
6	$155,632	$182,800	$91,260	$ 517,374.00		$ 450,000.00	$ 434,157.00	$ 190,910.00	$ 620,260.00
8			$136,890	$ 774,957.00			$ 1,007,583.00	$ 305,468.00	
10			$205,336	$ 1,200,204.00				$ 439,157.00	
12				$ 1,235,855.00					

(1) Denver Water Rates
Single Family Residential
Base Charge
$ per sf
ADU
Multi-family
First two DU
Next 6 DU
Over 8 DU, $ per unit
Fees for specific tap sizes are for nonresidential.

(2) Aurora Water Rates
Residential
Outdoor Use Fee (per sf lot size)
Outdoor use fee for common areas in non-fee simple lots will be supplied by an irrigation meter.
Commercial
Fees for specific tap sizes are for nonresidential.
(3) Commercial Water Connection fees for meters 2-inches and greater are based on the estimated daily volume of water and assessed at $63.82 per gallon/per day for connection and water transmission development fee. Consumption beyond initial allocation may be addressed through monthly bill or payment of additional connection fees.
Outdoor Use Fee (per sf lot size)
–Non-water Conserving
–Water Conserving

(4) Pueblo
Plant investment fee only, water tap fee charged separately

(5) Flagstaff
Water Capacity fee only, separate tap fee

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Historical/Projected Water Revenue

City Water Meter Sales

Meter Size	3/4 inch	1 inch	1.5 inch	2 inch	3 inch	4 inch	Total Mtrs	PIF/Tap Revenue	Proposed PIF/Tap	Revenue Difference
2019 Year to Date	16	0	0	0	0	1	17	$34,400.00	$137,720.00	$103,320.00
2018	36	0	1	5	3	0	45	$89,250.00	$391,740.00	$302,490.00
2017	42	1	3	2	0	0	48	$60,400.00	$299,190.00	$238,790.00

2020 Estimated Meter Sales

	3/4 inch	1 inch	1.5 inch	2 inch	3 inch	4 inch	Total Mtrs		
2020	30	0	0	3	0	4	37		$430,320.00

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Fire, Police, Parks and Recreation and Municipal Services Impact Fee Implementation Schedule and Comparison

	Land Use Type	Unit	Current Fees	Jan 1 2020 33%	Jan 1 2021 66%	Jan 1 2022 Staff Proposed 100%	Stakeholder Proposed 8/30/2019
Residential	Single Family						
	Fire	Dwelling	$0	$234	$469	$710	$0
	Police	Dwelling	$0	$101	$201	$305	$0
	Parks and Recreation	Dwelling	$225	$680	$1,136	$1,605	$803
	Municipal Services	Dwelling	$0	$259	$518	$785	$0
	Multi-Family						
	Fire	Dwelling	$0	$154	$308	$467	$0
	Police	Dwelling	$0	$66	$132	$200	$0
	Parks and Recreation	Dwelling	$225	$499	$773	$1,055	$528
	Municipal Services	Dwelling	$0	$170	$341	$516	$0
Commercial & Industrial	Retail/Commercial						
	Fire	1,000 sf	$0	$161	$323	$489	$0
	Police	1,000 sf	$0	$68	$136	$206	$0
	Parks and Recreation	1,000 sf	$0	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$155	$311	$471	$0
	Office/Institutional						
	Fire	1,000 sf	$0	$63	$126	$191	$0
	Police	1,000 sf	$0	$27	$53	$81	$0
	Parks and Recreation	1,000 sf	$0	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$197	$395	$598	$0
	Industrial						
	Fire	1,000 sf	$0	$22	$44	$66	$0
	Police	1,000 sf	$0	$9	$18	$28	$0
	Parks and Recreation	1,000 sf	$0	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$77	$154	$234	$0
	Warehousing						
	Fire	1,000 sf	$0	$11	$22	$34	$0
	Police	1,000 sf	$0	$5	$9	$14	$0
	Parks and Recreation	1,000 sf	$0	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$23	$46	$69	$0

Transportation Impact Fee
Implementation Schedule and Comparison Chart

	Land Use Type	Unit	Current Fees	Jan 1 2020 16.7%	July 1 2020 33%	Jan 1 2021 50%	Jul 1 2021 67%	Jan 1 2022 83%	July 1 2022 Staff Proposed 100%	Stakeholder Proposed 8/30/2019	TIF Study 100%
Residential	All Multi-Family	Dwelling	$ 1,769	$ 2,016	$ 2,263	$ 2,511	$ 2,758	$ 3,005	$ 3,252	$ 2,511	$ 4,570
Residential	<1,250 sq.ft of living area	Dwelling	$ 2,554	$ 2,670	$ 2,787	$ 2,903	$ 3,019	$ 3,136	$ 3,252	$ 2,903	
Residential	1,250 to 1,649 sq.ft of living area	Dwelling	$ 2,554	$ 3,033	$ 3,513	$ 3,992	$ 4,472	$ 4,951	$ 5,430	$ 3,992	$ 6,763
Residential	1,650 to 2,299 sq.ft of living area	Dwelling	$ 2,554	$ 3,181	$ 3,809	$ 4,436	$ 5,064	$ 5,691	$ 6,318	$ 4,436	
Residential	2,300 or more of living area	Dwelling	$ 2,554	$ 3,552	$ 4,549	$ 5,547	$ 6,544	$ 7,542	$ 8,538	$ 5,546	
Commercial & Industrial	Hotel/Motel	Room	$ 2,407	$ 2,703	$ 2,999	$ 3,295	$ 3,591	$ 3,887	$ 4,183	$ 3,295	$ 4,183
Commercial & Industrial	Shopping Center/Commercial	1,000 sf	$ 4,189	$ 4,864	$ 5,540	$ 6,215	$ 6,890	$ 7,566	$ 8,240	$ 6,215	$ 8,240
Commercial & Industrial	Auto Sales/Service	1,000 sf	$ 3,780	$ 4,523	$ 5,267	$ 6,010	$ 6,754	$ 7,497	$ 8,240	$ 6,010	$ 9,258
Commercial & Industrial	Golf Course	Hole	$ 5,951	$ 6,333	$ 6,714	$ 7,096	$ 7,477	$ 7,859	$ 8,240	$ 7,096	$ 12,850
Commercial & Industrial	Movie Theater	1,000 sf	$ 10,574	$ 10,185	$ 9,796	$ 9,407	$ 9,018	$ 8,629	$ 8,240	$ 8,240	$ 33,028
Commercial & Industrial	Restaurant, Standard	1,000 sf	$ 5,159	$ 5,673	$ 6,186	$ 6,700	$ 7,213	$ 7,727	$ 8,240	$ 6,700	$ 14,975
Commercial & Industrial	Bank, Drive-In	1,000 sf	$ 6,359	$ 8,360	$ 10,362	$ 12,363	$ 14,365	$ 16,366	$ 18,365	$ 12,352	$ 18,365
Commercial & Industrial	Convenience Store w/Gas Sales	1,000 sf	$ 9,143	$ 10,680	$ 12,218	$ 13,755	$ 15,292	$ 16,830	$ 18,365	$ 13,754	$ 26,395
Commercial & Industrial	Restaurant, Drive-Through	1,000 sf	$ 11,544	$ 12,681	$ 13,818	$ 14,955	$ 16,092	$ 17,229	$ 18,365	$ 14,955	$ 33,203
Commercial & Industrial	Office, General	1,000 sf	$ 3,141	$ 3,732	$ 4,323	$ 4,913	$ 5,504	$ 6,095	$ 6,685	$ 4,913	$ 6,685
Commercial & Industrial	Office, Medical	1,000 sf	$ 8,862	$ 8,499	$ 8,136	$ 7,773	$ 7,410	$ 7,047	$ 6,685	$ 6,685	$ 25,665
Commercial & Industrial	Animal Hospital/Vet Clinic	1,000 sf	$ 8,862	$ 8,499	$ 8,136	$ 7,773	$ 7,410	$ 7,047	$ 6,685	$ 6,685	$ 15,858
Commercial & Industrial	Hospital	1,000 sf	$ 4,112	$ 4,541	$ 4,970	$ 5,399	$ 5,828	$ 6,257	$ 6,685	$ 5,399	$ 7,905
Commercial & Industrial	Nursing Home	1,000 sf	$ 1,149	$ 1,239	$ 1,329	$ 1,419	$ 1,508	$ 1,598	$ 1,688	$ 1,419	$ 3,120
Commercial & Industrial	Place of Worship	1,000 sf	$ 1,967	$ 1,920	$ 1,874	$ 1,827	$ 1,781	$ 1,734	$ 1,688	$ 1,688	$ 2,725
Commercial & Industrial	Day Care Center	1,000 sf	$ 4,086	$ 3,686	$ 3,287	$ 2,887	$ 2,487	$ 2,087	$ 1,688	$ 1,688	$ 4,485
Commercial & Industrial	Elementary/Secondary School	1,000 sf	$ 639	$ 814	$ 989	$ 1,164	$ 1,338	$ 1,513	$ 1,688	$ 1,164	$ 1,688
Commercial & Industrial	Public/Institutional	1,000 sf	$ 639	$ 826	$ 998	$ 1,171	$ 1,343	$ 1,516	$ 1,688	$ 1,164	$ 3,813
Commercial & Industrial	Industrial	1,000 sf	$ 1,864	$ 1,900	$ 1,935	$ 1,971	$ 2,007	$ 2,042	$ 2,078	$ 1,971	$ 2,078
Commercial & Industrial	Warehouse	1,000 sf	$ 1,328	$ 1,286	$ 1,244	$ 1,201	$ 1,159	$ 1,117	$ 1,075	$ 1,075	$ 1,248
Commercial & Industrial	Mini-Warehouse	1,000 sf	$ 460	$ 563	$ 665	$ 768	$ 870	$ 973	$ 1,075	$ 768	$ 1,075

Business Stakeholder Group Recommendation for items marked in red is that the 50% formula not be applied and that the new fees be adopted at 100% immediately

City of Grand Junction
Comparison of Staff Proposed to Industry Proposed
September 16, 2019

Residential Single Family (1,650 to 2,299 sq.ft.)									
	Current	Annual Increase (avg)	Bi-Annual Increase (avg)	Staff Proposed at 100%	Total Increase	Industry Proposed at 100%	Total Increase	Industry Less Than Proposed	
Transportation	$ 2,554		$ 627	$ 6,318	$ 3,764	$ 4,436	$ 1,882	$ (1,882)	-30%
Fire	-	237		710	710	-	-	(710)	-100%
Police	-	102		305	305	-	-	(305)	-100%
Parks	225	460		1,605	1,380	915	690	(690)	-43%
Municipal Services	-	262		785	785	-	-	(785)	-100%
Total	$ 2,779			$ 9,723	$ 6,944	$ 5,351	$ 2,572	$ (4,372)	-45%

Residential Multi-Family									
	Current	Annual Increase (avg)	Bi-Annual Increase (avg)	Staff Proposed at 100%	Total Increase	Industry Proposed at 100%	Total Increase	Industry Less Than Proposed	
Transportation	$ 1,769		$ 247	$ 3,252	$ 1,483	$ 2,511	$ 742	$ (741)	-23%
Fire	-	156		467	467	-	-	(467)	-100%
Police	-	67		200	200	-	-	(200)	-100%
Parks	225	277		1,055	830	640	415	(415)	-39%
Municipal Services	-	172		516	516	-	-	(516)	-100%
Total	$ 1,994			$ 5,490	$ 3,496	$ 3,151	$ 1,157	$ (2,339)	-43%

Retail Commercial Shopping Center									
	Current	Annual Increase (avg)	Bi-Annual Increase (avg)	Staff Proposed at 100%	Total Increase	Industry Proposed at 100%	Total Increase	Industry Less Than Proposed	
Transportation	$ 4,189		$ 675	$ 8,240	$ 4,051	$ 6,215	$ 2,026	$ (2,025)	-25%
Fire	-	163		489	489	-	-	(489)	-100%
Police	-	69		206	206	-	-	(206)	-100%
Parks	-	-		-	-	-	-	-	n/a
Municipal Services	-	157		471	471	-	-	(471)	-100%
Total	$ 4,189			$ 9,406	$ 5,217	$ 6,215	$ 2,026	$ (3,191)	-34%

August 12, 2019

Mr. Greg Caton, City Manager
250 N. 5th Street
Grand Junction, CO 81501

RE: Current position on Proposed Impact Fees

The stakeholder groups that have participated in the current discussion of Impact fees for Grand Junction which includes the Grand Junction Chamber of Commerce, Western Colorado Contractors Association, Grand Junction Area Realtors Association, Association Members for Growth and Development, and the Homebuilders Association of Western Colorado have appreciated the collaborative nature of our meetings with you and other city staff to discuss and work at refining the development fees that will help the city address the need for building infrastructure capacity while not stymieing growth and economic development.

Recognizing that many residential and commercial projects are competitive in nature this stakeholder group commissioned a comparison of six cities in an attempt to as closely as possible compare current fees. That comparison is attached and we would ask that you share it and this letter with the City Council at your August 19th briefing during the Council Workshop.

In essence, the study concluded that Grand Junction is currently 52% above average on development fees for a single-family residence and 27% higher than the average on a commercial office project when compared to the five other selected cities. It is important to note that this is based on current fees and does not include the city's proposal for increasing the traffic capacity payment fees and park fees along with adding new impact fees for fire, police and facilities. It also does not include the proposal for more off-site improvement costs being borne by the developer. In other words, we are already on the threshold of being much higher than our comparison cities with **no fee increases**.

The stakeholder group considers it important for policy decision makers to consider the following:

- There are additional revenues via sales, use and property taxes that the city will receive from the economic activity generated by new development that were not considered by the consultant study that recommended the increases in fees and levying of new fees. The National Realtor Association for example, has estimated that every new single-family home adds two jobs and $80,000 to an area's economy.
- Any increase in fees is ultimately borne by the homeowner or business owner as those costs are passed through to them by the developer which makes housing costs and business expansions more expensive. The Grand Junction Area Realtors Association has estimated that just 37% of Mesa County residents can currently afford a median priced home at the rate of $250,000.
- Area wages have been increasing for the past two year but are still substantially below those of other areas in Colorado. The most recent comparison from the Mesa County Workforce Center indicated that between third quarter of 2017 and third quarter of 2018 (most recent data available) the average wage increased a modest 4% to $854 per week. Such wages coupled with the increased fees for residential development will make housing even more unaffordable for the city's residents.
- According to information from Elizabeth Peetz, Government Affairs Director, Colorado Association of Realtors as of May 2019 **32,000 households on the Western Slope** are weighed down by the cost of housing which means they are already paying more that 30% of their income for housing. This includes renters.
- Representatives of the development community have asked that all fees be brought to the table for consideration. However, a proposed increase in water tap fees was only introduced to them in July and were not factored into our other discussions. It is our understanding that the proposal will take current tap fees from $1,000 to over $5,000 for the smallest tap fee on nonresidential projects.

As a result of our meetings and the additional information that we have been able to gather along with recognizing the need for increased infrastructure capacity and an environment that does not stifle growth our organizations are proposing the following:

- Implement 50% of proposed increase in TCP (transportation capacity payment) fees for residential developments and commercial developments that were presented and agreed to during Discussion Meeting #4 on July 29th over a 3-year schedule. At that time once again review the fee to determine if adjustments should be made. This will increase fees to a manageable level acceptable by the development community without halting progress. The review will help allow for adjustments based on current market prices and needs.

- Implement 50% of the proposed fee increase for parks presented at Discussion Meeting #4 on July 29th over the next three years with a review and recommendation back to Council at the end of that period regarding fee adjustments.

- Do not implement any new fees (i.e. fire, police and facilities) at this time.

Thank you for your continued collaboration on this proposal and the consideration of the suggested solution by the collective stakeholders in Grand Junction.

Housing and Building Association of Northwest Colorado

Grand Junction Chamber of Commerce

Grand Junction Area Realtors Assn.

Western Colorado Contractors Association

Associated Members for Growth and Development

Grand Junction Development Impact Fee Comparative Analysis

Grand Junction, Colorado

Prepared For:

Grand Junction Area Realtor Association

August 6, 2019

Metrostudy | A Hanley Wood company
Denver Colorado Office
9033 East Easter Place, Suite 116
Centennial, CO 80112
www.metrostudy.com
Phone: 720.493.2020 Fax: 720.493.9222

August 6, 2019

Mrs. Diane Schwenke
Grand Junction Area Realtor Association
2743 Crossroads Blvd
Grand Junction, CO 81506

RE: Grand Junction Development Impact Fee Comparative Analysis ("Analysis")

Dear Mrs. Schwenke:

Metrostudy is pleased to present this Analysis of the development impact fees for comparative municipalities to the City of Grand Junction, Colorado. We have provided a detailed analysis of the development impact fees as well as accompanying demographic and housing, and mill levy and tax information on the following pages and Appendix for the Grand Junction Area Realtor Association ("Client"). This Analysis was conducted by Steven Saules, Manager. Metrostudy has been engaged in analyzing residential market conditions with its proprietary lot-by-lot survey nationally since 1975, and locally within the state of Colorado since 2001.

Please contact us at your convenience with any comments or questions regarding this Analysis, or with any other matters relevant to your real estate market research needs.

Respectfully Submitted,

Metrostudy

metrostudy

The following Grand Junction Development Impact Fee Comparative Analysis included herein summarizes the total estimated development impact fees associated with the new construction of two (2) property types ("Property Types") within the City of Grand Junction, Colorado ("City"), as well as within five (5) comparative Colorado municipalities. The Property Types include a 2,000 square foot single-family detached home and a 10,000 square foot single-structure office building. The five municipalities include the Town/City of Fruita, Montrose, Gunnison, Pueblo, and Sterling, Colorado (collectively the "Municipalities"). The development impact fees are collected for capital infrastructure items categorized for; however, not limited to police, fire, school, transportation, parks and recreation, public safety, etc., as well as those development impact fees pertaining to water and sewer plant investment fees exclusive of raw water rights (collectively the "DIFs"). The current Municipality DIFs are summarized in **Table-1** of the Analysis, while the detailed analysis for both Property Types is shown in **Table-2** and in **Table-3** on the following pages.

The current DIFs included in this Analysis are based on estimates and calculations derived from the applicable Municipalities' 2019 or most current fee schedules and Municipality provided data. The DIFs were affirmed through multiple iterations of research and conversations with Municipality staff and associated external entities.

Additionally, Metrostudy has reviewed and provided accompanying demographic and housing, and mill levy and tax information in order to further the Client's understanding of how the Municipalities' DIFs truly compare within the context of additional housing market affordability factors. Certain DIFs shown in the Analysis required different calculations depending on the Municipality.

Finally, the assumptions upon which all DIFs in this Analysis were estimated is shown by Product Type in **Exhibit-A**, while a map of the Municipalities' locations is detailed in **Exhibit-B** of the Appendix. As shown below, the DIFs associated with the construction of a new 2,000 square foot single-family detached home, and a new 10,000 square foot office building in Grand Junction are approximately 52.8 percent and 27.3 percent higher than that of the average of the comparative Municipalities, respectively.

Table-1: Summary of Total Development Impact Fees by Municipality

Total Development Impact Fees ($)	Fruita	Montrose	Gunnison	Pueblo	Sterling	Average	Grand Junction	Difference (%)
Single-Family Detached								
Metric: $/unit								
Total ($)	23,315	11,554	7,500	8,227	5,040	11,127	17,000	52.8%
Office								
Metric: $/building								
Total ($)	53,903	14,200	13,500	9,800	7,623	19,805	25,216	27.3%

Source: Municipality/DPFG

metrostudy

Table-2: Single-Family Detached Development Impact Fee Detailed Analysis ($/unit)

Development Impact Fees*	Fruita**	Montrose***	Gunnison	Pueblo****	Sterling*****	Average	Grand Junction******	Difference
Demographics and Housing	1	1	1	1	1		1	
Population	13,463	20,328	6,602	111,368	11,271	27,505	59,121	-
Households	5,035	8,300	2,583	45,209	4,867	13,199	24,495	-
Median Household Income ($)	56,018	44,801	45,219	37,453	39,519	44,602	48,844	-
Average New Home Price (All) ($)	372,509	299,771	299,000	263,409	251,579	297,254	311,739	-
Annual Income to Home Price	**15.0%**	**14.9%**	**15.1%**	**14.2%**	**15.7%**	**15.0%**	**15.7%**	**4.4%**
Annual Taxes	2	2	2	2	2		2	
Mill Levy	82.2370	70.2120	55.1480	88.7630	77.4420	74.7604	69.3920	-
Average New Home Price (All) ($)	372,509	299,771	299,000	263,409	251,579	297,254	311,739	-
Annual Taxes ($)	2,206	1,515	1,187	1,683	1,403	1,600	1,558	-
Annual Taxes to Home Price	**0.59%**	**0.51%**	**0.40%**	**0.64%**	**0.56%**	**0.54%**	**0.50%**	**-7.2%**
Development Impact Fees ($)	3,4,5	6,7	8	9,10,11	12		5,13,14	
Chip and Seal	80	-	-	-	-	-	-	-
Drainage	1,706	-	-	-	-	-	-	-
Inspection	-	-	-	-	-	-	-	-
Police	-	1,000	-	-	-	-	-	-
Parks, Open Space and Trails	1,860	1,575	-	-	-	-	-	-
Public Safety Fee	-	-	-	740	-	-	-	-
School	920	679	-	-	-	-	920	-
Transportation, Street, Road	3,200	1,500	-	-	-	-	2,554	-
Water Plant Investment Fees	8,750	2,635	2,500	5,747	2,690	-	8,750	-
Sewer Plant Investment Fees	6,800	4,165	5,000	1,740	2,350	-	4,776	-
Total Per Unit	**23,315**	**11,554**	**7,500**	**8,227**	**5,040**	**11,127**	**17,000**	**52.8%**
School District	*Mesa County Valley 51*	*Montrose County RE-1J*	*Gunnison Watershed RE1J*	*Pueblo City 60*	*RE-1 Valley*		*Mesa County Valley 51*	-
Fee	-	-	-	-	-	-	-	
Source	Diana Sirko 970-254-5100	Laurie Laird 970-252-7902	Leslie Nichols 970-641-7770	Dave Horner 719-549-7113	Jan Delay 970-522-0792		Diana Sirko 970-254-5100	
Fire District	*Lower Valley Fire Protection*	*Montrose Fire Protection*	*Gunnison Volunteer Fire Dept.*	*Pueblo Fire Dept.*	*Sterling Fire Dept.*		*Grand Junction Fire Dept.*	-
Fee	-	-	-	-	-	-	-	
Source	Frank Cavaliere 970-858-3133	Lindsey Wiley 970-249-9181	Eric Jansen 970-641-8090	James Riddell 719-553-2830	Levon Ritter 970-522-3823		Ken Watkins 970-549-5801	
Police District	*Fruita City Police Dept.*	*Montrose Police Dept.*	*Gunnison Police Dept.*	*Pueblo Police Dept.*	*Sterling Police Dept.*		*Grand Junction Police Dept.*	-
Fee	-	-	-	-	-	-	-	
Source	Glenda Willis 970-858-3008	Tim Cox 970-252-5200	Keith Robinson 970-641-8200	Troy Davenport 719-553-2420	Tyson Kerr 970-522-3512		Doug Shoemaker 970-242-6707	
Total DIF Per Unit	**23,315**	**11,554**	**7,500**	**8,227**	**5,040**	**11,127**	**17,000**	**52.8%**
DIF to Home Price	**6.3%**	**3.9%**	**2.5%**	**3.1%**	**2.0%**	**3.5%**	**5.5%**	**53.6%**

Source

(1) Metrostudy, Property Analysis, Steven Saules - 720-493-2020
(2) County GIS mapping system and Colorado Department of Local Affairs
(3) Fruita, Planning, Henry Hemphill - 970-858-0786
(4) Fruita, Engineering, Sam Atkins - 970-858-8377
(5) Ute Water Conservancy District, Jim Daugherty - 970-242-7491
(6) Montrose, Planning, Archie Byers - 970-240-1437
(7) Montrose, Engineering, Scott Murphy - 970-240-1498
(8) Gunnison, Building, Eric Jansen - 970-641-8090
(9) Pueblo, Planning, Alan Lamberg - 719-553-2241
(10) Pueblo, Land Use, Scott Hobson - 719-553-2244
(11) Pueblo, Board of Water Works, Rhonda Navarette - 719-584-0270
(12) Sterling, Public Works, George Good - 970-522-9700
(13) Grand Junction, Community Development, Lance Gloss - 970-244-1422
(14) Grand Junction, Residential Sewer, Amy Castaneda - 970-256-4027
(15) Grand Junction, Commercial Water/Sewer, Debi Overholt - 970-244-1520

Footnotes (residential)

*DIFs may vary by subdivision or subdivision filing within each jurisdiction. Metrostudy has included all known DIFs regardless of their inclusions or exclusions across subdivisions. Metrostudy has only utilized neighborhood specific DIFs when DIFs are not uniform across the municipality. Neighborhood or development agreement specific DIFs, DIF waivers, land dedication requirements, and/or DIF credits may impact actual DIFs within each jurisdiction. DIFs do not include facility fees where developers may be partially reimbursed from builders for initial upfront infrastructure investments. Water and sewer plant investment fees do not include additional acquisition costs for raw water rights. Any applicable landscaping/irrigation costs are based on T-ing off of the main water line. Residential home sales prices based on 7/1/2018 to 6/30/2019 time period. Colorado residential assessment rate of 7.20% and Municipality mill levy rates are based on 2018 figures. DIFs may be collected at time of annexation, platting, planning approvals, building permit issuance, certificate of occupancy, or other.

**(Fruita) Chip and seal DIFs based on actual costs for Brannon Estates Filing 2C with 10 lots. Drainage DIFs ($17,060 across 10 lots) are shown above; however, were exempted from Brannon Estates due to developer funding of detention ponds. DIFs payable at time of planning approval for issuance of building permit.

***(Montrose) Transportation DIFs based on building permit fee estimate for Estates of Stone Ridge Filing 2. Park DIFs were exempted from the development due to developer land dedication, which is standard. DIFs payable at time of building permit issuance. Police DIFs were not confirmed with documents but over the phone at approximately $1,000 per unit/lot.

****(Pueblo) At subdivision platting there is park dedication requirement of 8% of land (excluding right of way); however, most projects in recent times have dedicated land. City mitigates DIF costs by utilizing a facility fee. DIFs negotiated at annexation and apply only to those properties being annexed into the City. Transportation Department may assess traffic DIFs when a new building triggers new traffic signals, signs and/or pavement markings required by a subdivision improvement agreement (SIA); however, there are not recent examples that the municipality can provide. Public Safety DIFS based on 0.37 cents per square foot of residential structure.

*****(Sterling) Park and/or street site requirements are development specific; requirements are not payments in lieu or DIFs.

******(Grand Junction) Transportation DIFs may be deferred prior to the issuance of a certificate of occupancy. DIFs payable at time of planning approval for issuance of building permit.

Table-3: Office Development Impact Fee Detailed Analysis ($/building)

Development Impact Fees*	Fruita**	Montrose***	Gunnison	Pueblo****	Sterling*****	Average	Grand Junction******	Difference
Demographics	1	1	1	1	1		1	
Population	13,463	20,328	6,602	111,368	11,271	27,505	59,121	-
Households	5,035	8,300	2,583	45,209	4,867	13,199	24,495	-
Mill Levy	2	2	2	2	2		2	
Mill Levy	82.2370	70.2120	55.1480	88.7630	84.6600	-	74.8040	-
Total	**82.2370**	**70.2120**	**55.1480**	**88.7630**	**84.6600**	**76.2040**	**74.8040**	**-1.8%**
Development Impact Fees ($)	3,4,5	6,7	8	9,10,11	12		13,15	
Chip and Seal	-	-	-	-	-	-	-	-
Drainage	17,058	-	-	-	-	-	-	-
Inspection	-	-	-	-	-	-	550	-
Police	-	-	-	-	-	-	-	-
Parks, Open Space and Trails	-	-	-	-	-	-	-	-
Public Safety Fee	-	-	-	1,060	-	-	-	-
School	-	-	-	-	-	-	-	-
Transportation, Street, Road	19,545	-	-	-	-	-	18,640	-
Water Plant Investment Fees	10,500	4,140	4,500	5,830	3,940	-	1,250	-
Sewer Plant Investment Fees	6,800	10,060	9,000	2,910	3,683	-	4,776	-
Total Per Unit	**53,903**	**14,200**	**13,500**	**9,800**	**7,623**	**19,805**	**25,216**	**27.3%**
School District	*Mesa County Valley 51*	*Montrose County RE-1J*	*Gunnison Watershed RE1J*	*Pueblo City 60*	*RE-1 Valley*		*Mesa County Valley 51*	-
Fee	-	-	-	-	-	-	-	
Source	Diana Sirko 970-254-5100	Laurie Laird 970-252-7902	Leslie Nichols 970-641-7770	Dave Homer 719-549-7113	Jan Delay 970-522-0792		Diana Sirko 970-254-5100	
Fire District	*Lower Valley Fire Protection*	*Montrose Fire Protection*	*Gunnison Volunteer Fire Dept.*	*Pueblo Fire Dept.*	*Sterling Fire Dept.*		*Grand Junction Fire Dept.*	-
Fee	-	-	-	-	-	-	-	
Source	Frank Cavaliere 970-858-3133	Lindsey Wiley 970-249-9181	Eric Jansen 970-641-8090	James Riddell 719-553-2830	Levon Ritter 970-522-3823		Ken Watkins 970-549-5801	
Police District	*Fruita City Police Dept.*	*Montrose Police Dept.*	*Gunnison Police Dept.*	*Pueblo Police Dept.*	*Sterling Police Dept.*		*Grand Junction Police Dept.*	-
Fee	-	-	-	-	-	-	-	
Source	Glenda Willis 970-858-3008	Tim Cox 970-252-5200	Keith Robinson 970-641-8200	Troy Davenport 719-553-2420	Tyson Kerr 970-522-3512		Doug Shoemaker 970-242-6707	
Total DIF Per Building	**53,903**	**14,200**	**13,500**	**9,800**	**7,623**	**19,805**	**25,216**	**27.3%**

Source

(1) Metrostudy, Property Analysis, Steven Saules - 720-493-2020
(2) County GIS mapping system and Colorado Department of Local Affairs
(3) Fruita, Planning, Henry Hemphill - 970-858-0786
(4) Fruita, Engineering, Sam Atkins - 970-858-8377
(5) Ute Water Conservancy District, Jim Daugherty - 970-242-7491
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(7) Montrose, Engineering, Scott Murphy - 970-240-1498
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(9) Pueblo, Planning, Alan Lamberg - 719-553-2241
(10) Pueblo, Land Use, Scott Hobson - 719-553-2244
(11) Pueblo, Board of Water Works, Rhonda Navaretie - 719-584-0270
(12) Sterling, Public Works, George Good - 970-522-9700
(13) Grand Junction, Community Development, Lance Gloss - 970-244-1422
(14) Grand Junction, Residential Sewer, Amy Castaneda - 970-256-4027
(15) Grand Junction, Commercial Water/Sewer, Debi Overholt - 970-244-1520

Footnotes (office)

*DIFs may vary by area or filing within each jurisdiction. Metrostudy has included all known DIFs regardless of their inclusions or exclusions across areas. Metrostudy has only utilized location specific DIFs when DIFs are not uniform across the municipality. Development agreement specific DIFs, DIF waivers, land dedication requirements, and/or DIF credits may impact actual DIFs within each jurisdiction. Does not include facility fees. Water and sewer plant investment fees do not include additional acquisition costs for raw water rights. Any applicable landscaping/irrigation costs are based on T-ing off of the main water line. Colorado mill levy rates are based on 2018 figures. DIFs may be collected at time of annexation, platting, planning approvals, building permit issuance, certificate of occupancy, or other.

**(Fruita) DIFs payable at time of planning approval for issuance of building permit. The base rate for transportation DIFs for a 10,000 square foot commercial office buildings is $1,589 per 1,000 square feet multiplied by a 1.23 factor.

***(Montrose) Park and/or street site requirements are development specific; requirements are not payments in lieu or DIFs.

****(Pueblo) Drainage DIFs have the potential to exist; however, recent projects reviewed by the municipality have mitigated these costs by developer management of drainage slope on site as opposed to entering into discussions of associated DIFs; this form/process is expected to continue. Public Safley DIFS based on 0.106 cents per square foot of commercial structure.

*****(Sterling) Park and/or street site requirements are development specific; requirements are not payments in lieu or DIFs.

******(Grand Junction) Commercial DIFs are project specific. Commercial sewer fees were estimated based on 20 employees and 500 square feet of space per employee. Transportation DIFs may be deferred prior to the issuance of a certificate of occupancy and are based on $1,864 per 1,000 square feet. DIFs payable at time of planning approval for issuance of building permit.

Disclaimer:

The development impact fees shown in this Analysis will vary depending on a multitude of factors, including; however, not limited to development timing, specific municipality and/or subdivision and/or subdivision phase/filing, school/fire/police jurisdictions development impact fee collection procedures, project size and square feet/acreage, number of units or buildings, water and sewer line requirements, landscaped area and/or necessity for additional water lines, impervious area, etc. The development impact fees shown in the Analysis were based on the Municipalities 2019 or most recent fee schedule, which may not be revised after the production of this Analysis. This Analysis did not consider timeline and upcoming changes to the development impact fees shown.

It is understood by the Client that Metrostudy can make no guarantees about the findings and/or recommendations in this Analysis. To protect the Client and to assure that Metrostudy's research results will continue to be accepted as objective and impartial by the business community, Metrostudy's fee for this Study is in no way dependent upon the specific conclusions reached or the nature of the advice given in this Analysis.

Reasonable efforts have been made to ensure that the data contained in this Analysis reflect the most accurate and timely information possible and are believed to be reliable. This Analysis is based on estimates, assumptions, and other information developed by Metrostudy from its independent research effort, general knowledge of the industry and consultations with the Client and its representatives. No responsibility is assumed for inaccuracies in reporting by the Client, its agents and representatives or any other data source used in preparing or presenting this Analysis. This Analysis is based on market-wide information that was current as of the production of the Analysis. While every reasonable effort was made to collect this information and it is deemed reliable, it cannot be guaranteed for accuracy. Metrostudy makes no warranty or representation that any of the estimated values or results in this Study will be achieved, and actual results will vary depending on project and development specific details.

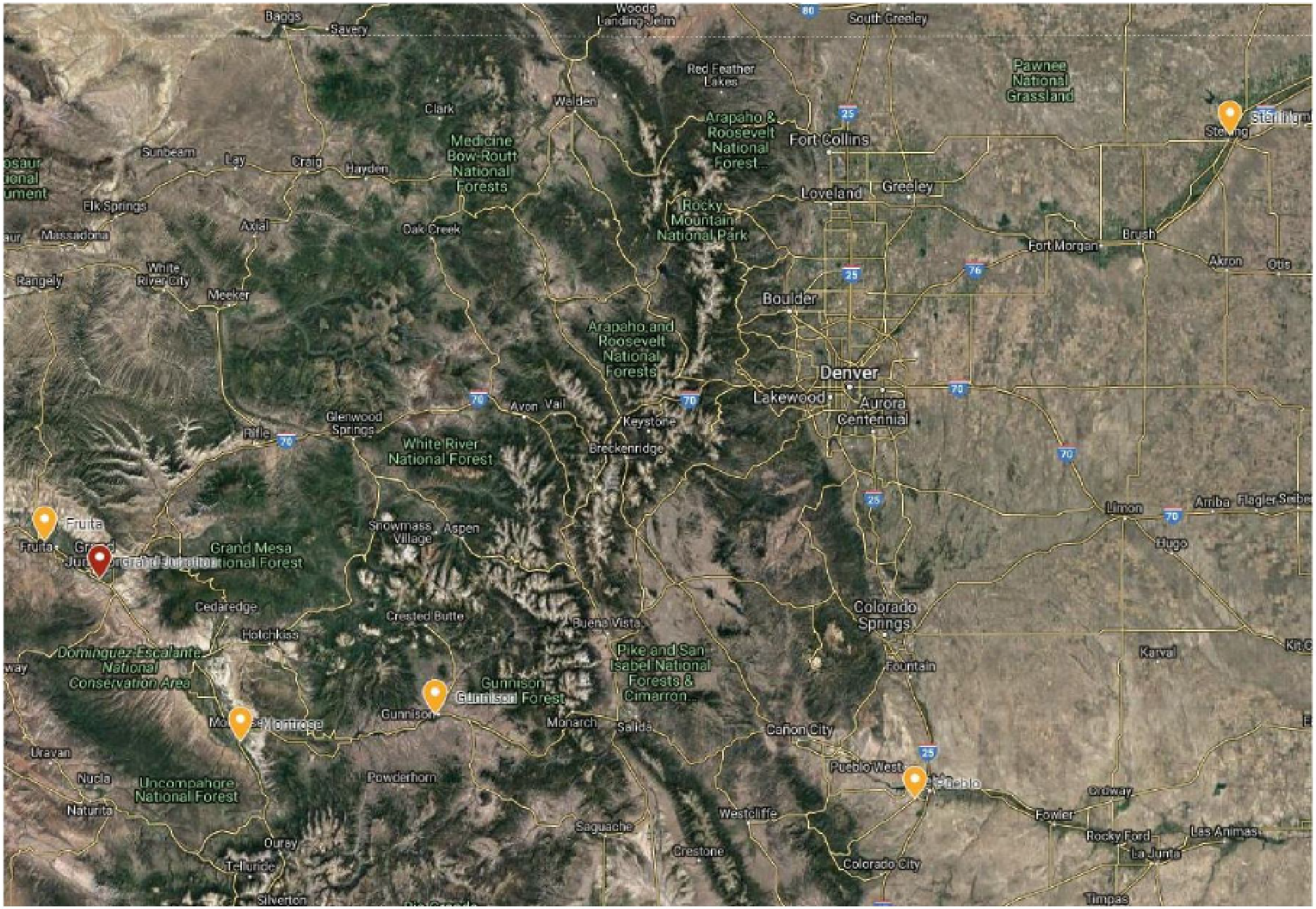
Appendix:

Exhibit A: Development Impact Fee Assumptions

Assumptions	Single-Family Detached	Office
Square Feet	2,000	10,000
Project Acres	0.25	0.50
Project Impervious Percent	50%	90%
Water Tap Size	3/4"	1"
Project Address / Location		
Fruita	1518 Myers Ln, Fruita, CO 81521	1672 Highway 6 50, Fruita, CO 81521
Montrose	3400 Ridgeline Dr, Montrose, CO 81401	1546 E Oak Grove Rd, Montrose, CO 81401
Gunnison	1499 W Gunnison Ave, Gunnison, CO 81230	499 W Georgia Ave, Gunnison, CO 81230
Pueblo	5601 Bellagio Way, Pueblo, CO 81005	718 W 6th St, Pueblo, CO 81003
Sterling	832 Nicole Rd, Sterling, CO 80751	218 N 2nd St, Sterling, CO 80751
Grand Junction	554 Crestwood Ave, Grand Junction, CO 81504	398 I-70BL, Grand Junction, CO 81501

Source: Municipality/Metrostudy

Exhibit B: Development Impact Fee Municipality Map



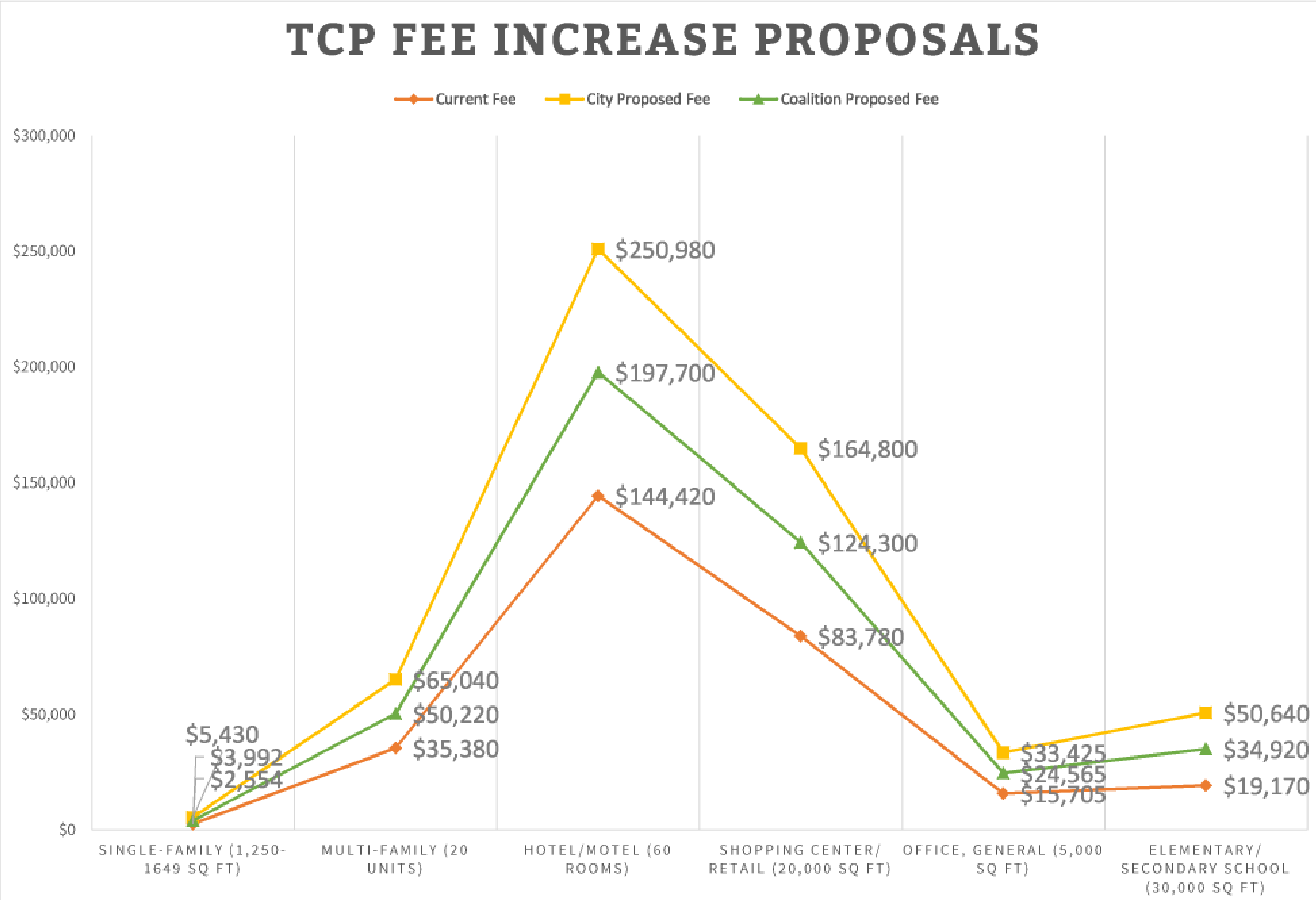
This Analysis was prepared by Metrostudy, a consulting firm and the nation's leading provider of primary and secondary market information to the housing, retail, and related industries nationwide.

metrostudy
A hanley wood Company

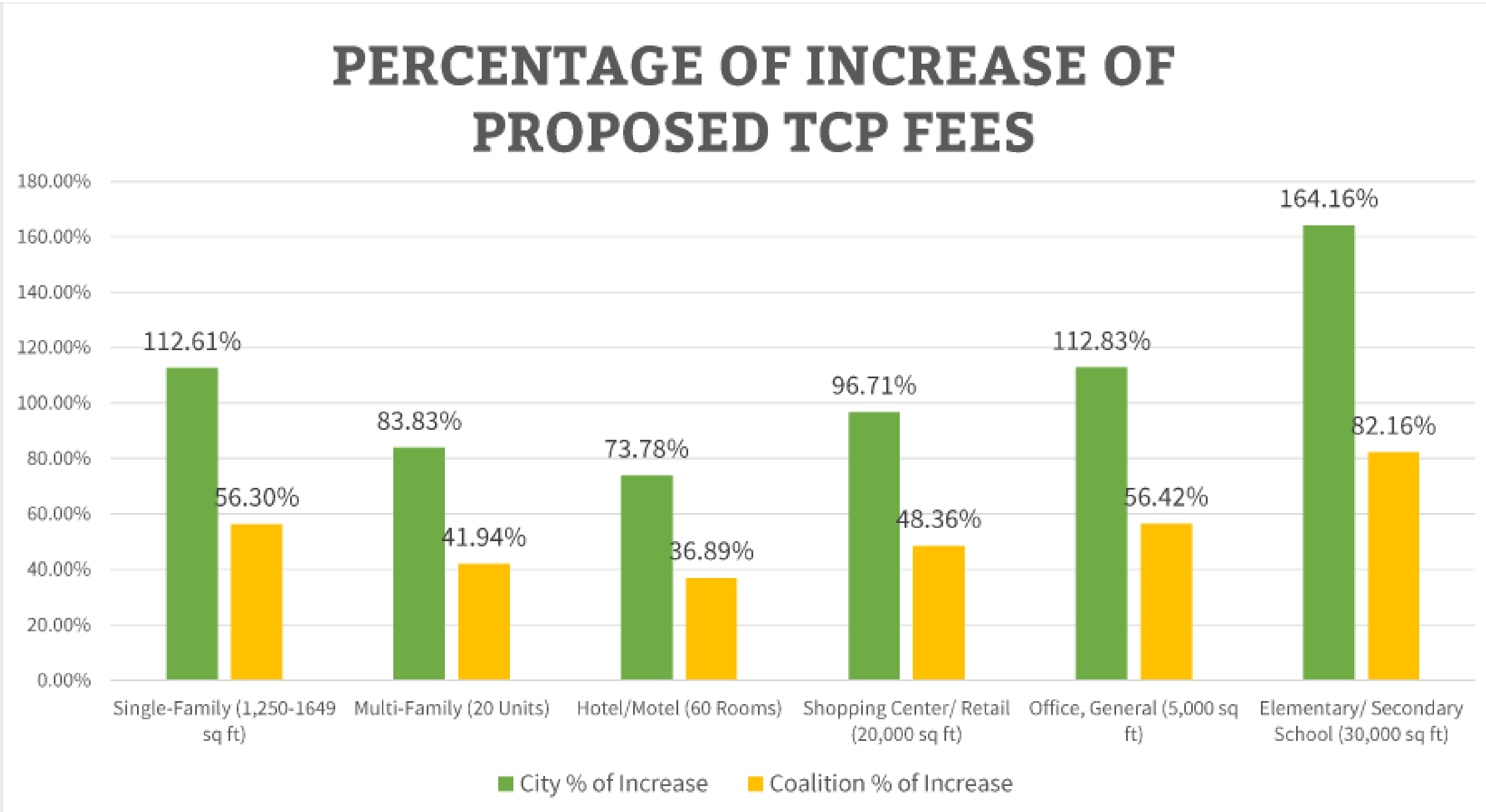
CONTACT INFORMATION

Tom Hayden
Director of Consulting – Western U.S.
Denver Office:
9033 East Easter Place, Suite 116
Centennial, Colorado 80112
(720) 493-2020
thayden@metrostudy.com
www.metrostudy.com

John Covert
Regional Director – Colorado / New Mexico
Denver Office:
9033 East Easter Place, Suite 116
Centennial, Colorado 80112
(720) 493-2020
jcovert@metrostudy.com
www.metrostudy.com



TCP FEE INCREASE PROPOSALS
Current Fee
City Proposed Fee
Coalition Proposed Fee
$300,000
$250,000
$200,000
$150,000
$100,000
$50,000
$0
$5,430
$3,992
$2,554
$65,040
$50,220
$35,380
$250,980
$197,700
$144,420
$164,800
$124,300
$83,780
$33,425
$24,565
$15,705
$50,640
$34,920
$19,170
SINGLE-FAMILY (1,250-1649 SQ FT)
MULTI-FAMILY (20 UNITS)
HOTEL/MOTEL (60 ROOMS)
SHOPPING CENTER/ RETAIL (20,000 SQ FT)
OFFICE, GENERAL (5,000 SQ FT)
ELEMENTARY/ SECONDARY SCHOOL (30,000 SQ FT)


PERCENTAGE OF INCREASE OF PROPOSED TCP FEES
180.00%
160.00%
140.00%
120.00%
100.00%
80.00%
60.00%
40.00%
20.00%
0.00%
112.61%
56.30%
83.83%
41.94%
73.78%
36.89%
96.71%
48.36%
112.83%
56.42%
164.16%
82.16%
Single-Family (1,250-1649 sq ft)
Multi-Family (20 Units)
Hotel/Motel (60 Rooms)
Shopping Center/ Retail (20,000 sq ft)
Office, General (5,000 sq ft)
Elementary/ Secondary School (30,000 sq ft)
City % of Increase
Coalition % of Increase

All fees are for single-family detached units of any size unless Communities	General Government	Police		Parks & Recreation		Schools	Transp.	Storm Drainage		Fire	Trails	Water		Sewer		Fire District	Recreation District
Aurora	$189	$94		$240			$589	$1,242	per acre	$92		$0	[3]	$550		No	No
Aurora - 2019#	$235	$116		$1,901			$612	$115								No	No
Castle Rock - 2019(Single family housing unit of 2,500 sq ft)	$355	$542		$3,720			$7,004	$1,098								No	No
Castle rock (Single-family detached or attached unit of 2,000-2,499 sq ft)	$325	$497		$3,406			$7,004	$843		$1,005						No	No
Fort Collins	$523	$220		$1,743			$3,112	$1,548	[4]	$440		$730 + $0.36 per sq ft of lot area	[5]	$3,537		Yes 10.95 mills	No
Glenwood Springs**				$5,775		$2,471				$1,290		$5,004	[6]	$5,380		No	No
Golden ##												$20,742		$3,486		No	No
Greeley (Single-family residence)	-	$135		$3,131			$4,194	$392		$603	$434	$10,800	[1]	$5,700	[2]		
Littleton - 2019	$1,904	$399		-			$1,049	$1,170								Yes 9.25 mills	Yes 8.496 mills
Lone Tree - 2018, TischlerBise Proposed Fee*	$1,152	$619		$7,286			-	-								Yes 9.25 mills	Yes 8.496 mills
Longmont (For any residential unit between 1,601-2,400 sq ft)				$6,962	[10]		$1,746	$923								No	No
Montrose %		$919	[8]	$1,575		$679						$1,882	[9]	$3,889	[9]	Yes 8.56 mills	Yes 4.5 mills
Parker - 2019 Max Supportable Fee	$381	$387		$5,289			$3,063	$293									
Westminster				$1,993		$876						$15,039	[7]	$5,733	[7]	No	No

Sources: Fees have been gathered from localities' websites and studies

[1], [2], [5] 'Plant Investment Fee' based on 3/4" tap size for residential units

[3] Water transmission development fee for extension of water transmission facilities is included in the water service connection fee; water connection fee = $6100 for single-family detached units of 1-2 bathrooms, not including half baths

[4] Example fee for a single-family unit with lot soze or 8,600 sq ft plus 6,156 sq ft of common area. This 'Plant Invertment Fee' is based on a base rate of $9,142 per gross acre

[6] Fee for 1 EQR, or the equivalent of a single-family unit up to 3BR and 2BA in size.

[7] Fees for single-family detached units with < 4 BR; fee includes treatment and transportation costs, but does not include connection charge

[8] Known as the City Operations and Police Services (COPS) Fee - to be used for both general government and police services

[9] Capacity charge, but does not include connection fee

[10] Combination of Recreation Buildings Fee ($1086.85) and Parks Improvement Fee ($8573.83)

* The fees listed for the City of Lone Tree

** Impact fees passed by Council

Most recent development fee schedule is from January 1, 2014

% Does not adopt impact fees in according to Colorado statue requirements; so the fees are not technically impact fees

Park Development Fee calculated as the fee-in-lieu option for park development. All fees listed are assessed on

Annual Sales Tax Increase per Annual Housing Unit Increase

Planning Commission
September 24, 2019

Planning Commissioners in attendance: Commissioners George Gatseos, Bill Wade, Christian Reece, Andrew Teske, Sam Susuras and Kathy Deppe

Consider a Request by the City of Grand Junction to amend multiple sections of the Zoning and Development Code to update the Transportation Capacity Payment and the Parks and Recreation Impact Fee and to adopt new impact fees for Police, Fire and Municipal Facilities.

Prior to the motion, Commissioner Sam Susuras provided the following: (minute: 2:53:26)

In the circles that I travel in I talk to a lot of people, and every one of them agree, that we do need to increase the fees. The thing they don't agree with is the amount of the increase that is being suggested. In listening to Diane Schwenke tonight, the comments that I think she made was a very good compromise: approving 50% of the increase now and in three years, critically analyzing it and see what the progress has been made and then approving the other 50%, and I think I could vote for that. I cannot vote for this full increase tonight.

Prior to the motion, Commissioner Kathy Deppe provided the following: (minute: 2:54:11)

I am struggling with why errors in the past have to be taken care of today. I understand that it happened and it has to be resolved but the way we are trying to resolve it is way too swift. I agree with Diane's comment that we could do 50% now and come back in three years and look at it again. You know, there was a time in this town that we didn't need any builders because there wasn't anybody to buy anything. So, now we have gotten healed and we are much better and today we are building again and these building projects or builders are now providing income or jobs for people in this town in order for them to buy houses, and now we want to try to stop that, in my opinion we cannot do that.

I had the opportunity a couple of weeks ago to do my civic duty (jury duty), and out of, I sat there for two days, and out of the fourteen that were selected, ten of those fourteen had lived in Grand Junction less than one year. Out of that number, three came here as job transfers, the other seven came because they sold high someplace else, came here and bought for less, put money in the bank, they love it here, they want to stay here. So, okay, we are bringing people in. If we raise our prices that's going to stop; it's going to come to a screeching halt. And where are we going to go from there? We have been there before, we've done that before, we cannot do it again. That is my opinion. I, like Sam, could vote for what Diane has suggested, or the stakeholders have suggested, but I cannot vote for what has been proposed.

Prior to the motion, Commissioner, George Gatseos provided the following: (minute: 2:56:01)

This is a real difficult situation. You know my father was a pretty big commercial real estate developer for thirty-forty-fifty years in Denver, I don't know, maybe that's not important. I did hear you. In March, I voted because I was very concerned about the commercial problem, but I have to tell you I can't keep kicking the can down the road. In view of what our city manager has said, I don't think we should go 50%, and I don't think we should wait three years. Now, what is the risk? The risk is to you developers, the risk is slowing down the economy, I think there was more risk in March on the commercial end; I couldn't vote for that. I think the City has made major progress, I think they listen to you, and I think they have made major changes with your input. But you can't change the goal post. And we have to take into consideration that we have to provide services for all the people. I think people are going to – I understand there is a job problem here, I understand there is a problem with affordable housing, I understand that more than anybody because my children, my youngest daughter lived in Eagle. Well if you think there is problem with affordable housing here, go to Eagle. Especially with the homeowner association fees. I got to tell you, people need houses. People are going to buy houses. I am in favor with the Staff report, and I know I am not going to make some people happy, but I am tired of kicking the can down the road and I want to be a responsible Commissioner and say we can't do the same thing and expect different results. Thank you.

Prior to the motion, Commissioner, Keith Ehlers provided the following: (minute:2:58:31)

I break this down into three pillars as I contemplate this and it comes down to this: are we stifling or enhancing the economy? Are there tools here that help us address the overall planning including sprawl and emphasizing development closer to existing infrastructure? And also the fiscal responsibility. Within those three, the ordinance as it is written has a whole lot in it and I'm not sure – I can't get my arms around – packaging it all together here and I may find or it may be articulated to me that it's all packaged together because all these strings pull on each other and this is how to make it work from what Staff has determined is a good fiscally responsible way of approaching it. But, as I break it down, the Fire and Police component I struggle to get behind. Mr. Abeloe's comments resonated strongly with me, others as well, on efforts that have already been made on that Fire and Police funding side of things as well as the burdens we have placed through other social demands that Fire Departments respond to all sorts of calls under a mandate that costs us nothing but money as a community to address things that we are spending a hell of a lot on training for them to go out and have to go tackle. The recapture agreement, my experience with those, not very thorough, but the experience that I have had is that they are essentially futile at that ten-year component, and how you really get those back I don't know, I would like to see if there was an alternative in there that could be considered. However, we are looking at this as kind of this one-size-fits-all scenario and I see that there has been a major effort in response to the stakeholders to break it down particularly on the residential side and tier it to where it's almost more of a fee on a cost-per-square-footage fee and by breaking those tiers down. And I can get on board with that, and I can get on board with that for this reason: We are constantly looking at moving outward with our developments right now, we are not seeing the infill components really happening as much as we are watching it push out. There are a lot of reasons for that. This may be a tool to help address and stifle that to some extent. And I'm hearing myself use the word 'stifle' and that's not the intent from the economic side of construction and building and developing of homes and business, because that is not what we want to slow down, but if we can find the right tools in having these fees cause an impact on developing at the outskirts where, quite frankly, the studies and the data driven, not opinion or anything else, is showing that the costs of those impacts as we extend further and further away from our existing infrastructure are huge compared to when it's closer to proximity. And so if we can continue to revisit then there are things happening in the planning process with Comp plans and considerations of land use code and whatnot to emphasize these redevelopment areas and how things like these fees, that's not the only tool, this redevelopment area focusing on these places where we have existing infrastructure therefore reducing the impact. How can we utilize that? So, that's conceptual, I get that, it's ideological, it's not right now, I get that, but I have also seen a community come together and organize themselves in a manner, and articulate themselves in a manner that I have not experienced before. I haven't been around as long as some of you all have, and I think there are opportunities to move forward there. The risk, as Commissioner Gatseos said, is that is to be determined in the future and that if we move forward with this and it doesn't go well in the future that then re-validates some of the existing concerns. The commercial side of things I struggle with, as well, because as I look at our commercial zones and industrial zones they tend to be existing around, they tend to be around existing infrastructure, so those impact fees around existing infrastructure, I don't know the equations and the methodology that the studies and everybody got to for those commercial ones but I am sensitive to those comments to whether those are appropriate on the commercial based on that idea to being in close proximity to existing infrastructure.

The next consideration is back to the enhancement or stifling of the development industry. In the last few years we have watched irrelevant, and I'm going to use the word belligerent decisions, on denials of otherwise allowed and conforming development proposals for our current comp plan and master plan. Our approach to existing infrastructure, they are getting denied because of off-site infrastructure issues that are easily articulated by very passionate local groups in these hearings. If we can't start funding those and give the city a tool to address those issues and participate we are going to see that denial unless leadership changes. So, that's kind of the tug that I am seeing in that endeavor. I know there are a lot more factors that we are dealing with here. But, with those considerations laid out, the ordinance as it is written has too many of these pieces in there that I don't think are appropriate. I do think, and would like to see, an ordinance move forward for the fee structure as Staff has proposed but I would not want to see Fire and Police in there I want emphasize the ability to use the redevelopment areas in near proximity to existing infrastructure, that helps alleviate those impact fees to therefore give, even though the fees might be higher if those proposed fees were put out there, there would then we greater opportunities potentially than even what the existing redevelopment area is for development and what not to occur with greatly reduced fees.

I am very sensitive to the private sector side, and a gentleman in the comments applauded that we are coming down or sticking our ground because developers are making all the money and this and that. Well, I just can't emphasize enough that prices wouldn't be so high if development was able to happen at a pace to keep up with demand and wasn't bound by regulatory constraints from every step of the way. It is, and for us to add these little fees, piece by piece by piece, I get that it is death by a thousand pricks, but I am struggling a little bit to jump on the wagon that it could be too stifling when we just watch these double digit increases in cost not stifle it that were based on a number of other factors. So, how we come back to that fiscal responsibility is what compels me to speak to the other side of the fees as proposed and the whittling down that we have had in tandem with some of the other pieces such as the on-site improvements. Moving forward, with those fees, along with the comments that I made would be the way that I would support this. It would take some stripping out and amending of the motion to get my vote here. I don't know if that is something that we can do, if should do, or would do, but that is how I got there.

Prior to the motion, Commissioner, Bill Wade provided the following: (minute: 3:07:12)

Madam Chairman, fellow Commissioners, my colleague Commissioner Ehlers is as usual eloquent in terms of bringing up all the things that we have to consider. As I look at this, and as I've looked at it over the last six months, I keep coming back to the decision that my friend Commissioner Gatseos referred to: you can't kick the can down the road. There is an old statement that if you have the distance between where I am sitting and that wall once every year you will never get to that wall. And that is absolutely true, you will never get to that wall. And I am going to throw another thing out on the table, I am in agreement with Commissioner Ehlers on a couple of the fees, I am a little uncomfortable with them, but overriding that in my mind is that we have to do something and we have to do something that begins to make up in some form or fashion the past fifteen years that we have done nothing. I agree that we had a huge downturn, and if we have huge downturn again development is going to shutdown, if we have another depression. So, my feeling is that while I like the Staff's suggested implementation of three years for the TCP fee, I am in favor of something like that, I think that I agree with Commissioner Ehlers that there are a couple of the other subsidiary fees that we might want to wait a little bit before we put it into the package. I cannot in good conscience with what I see as my responsibility to try to be fiscally responsible as a member of this Commission suggest that we do exactly what we did in 2004 which is go with a 50% recommendation because I don't think that works because we will never get the problem solved. And the next time we do this, it will be 50% of whatever we recommend and we will never catch up. So I think we have to do the TCP fees as the City has recommended. I agree with Commissioner Ehlers that we need to look at the Ordinance a little bit, although that isn't a part of our motion tonight anyway, to come up with the final language, the City Council will do that. I think we have to add the Parks and Recreation fee; we certainly need to increase that and I would be amenable to waiting on the others.

Commissioner Wade made the following motion:

"Madam Chairman, on the request to consider a Group of Actions Including

1. Amend Ordinance 3641 the Growth and Development Related Street Policy. The policy included in this ordinance is largely redundant or contradictory to the Zoning and Development Code regarding same; and

2. Adopt Ordinance ______, amending multiple sections of the zoning and development code to update transportation and parks and recreation impact fees and to adopt new impact fees for Fire, Police, and Municipal Facilities and requiring development to construct street safety improvements related to the direct impacts of a development.

I move that the Planning Commission forward a recommendation of approval, with the findings of fact as listed in the staff report."

Commissioner Teske seconded the motion.

Commissioners Ehlers, Gatseos, Reece and Teske made comment during the discussion portion of the motion to City Council regarding the proposed ordinance as follows:

Commissioner Ehlers (minute 3:25:45) In my opinion, this ordinance has a whole lot in it and a lot of things to consider. So, the yes or no for the entire package, I want to ask that the following is contemplated:

The Staff recommendations for the Residential Impact Fees seem reasonable and appropriate as long as there is the emphasis and availability for these redevelopment areas to truly be considered near existing infrastructure where impacts truly are less and give the stakeholders an option of places to develop should their greatest concerns in fact be true. They would have a fallback plan in that regard.

The Business and Commercial Impact Fees for all the reasons of wage gaps and everything we have discussed are maybe in alignment with the stakeholder proposals seem appropriate there. The inclusion of the Fire and Police Impact Fees could be left out of this in light of recent voting and impacts of that that we don't yet know before we go add more fees.

Commissioner Gatseos (minute 3:27:15) For the record, I support the TCP fees and I think the City did a good job. I support the residential fees, I am mixed on the Commercial but I would like to move forward the Transportation, so I could do that. I would support the Park fees and I could go without the Fire and Police at this time.

Commissioner Reece (minute 3:27:45) I would agree with you [Gatseos], and I would also ask that City Council please stop downzoning all of our recommendations.

Wade: Put that in the record.

Teske: Thank you for that addition.

Reece: I wanted to be on the record.

Wade: We agree with that.

Commissioner Teske (minute 3:25:05) I agree with both of your comments, Commissioners Gatseos and Ehlers, in terms of how this fee structure could be passed forward.

The motion failed 6-1 with Commissioners Gatseos, Wade, Reece, Teske, Susuras and Deppe voting NO.

To: City of Grand Junction City Council, &
Tamra Allen - Community Development Director
From: Keith Ehlers - Planning Commission Member, Constituent, & Community Stakeholder

Re: Development Impact Fee Consideration

Councilmembers,

Upon reflection of the testimony and reports considered at last week's Planning Commission hearing from both the Industry Stakeholders and City Staff I felt compelled to add a few comments from my perspective for your review prior to hearing the matter at the upcoming City Council Hearing.

As always, the devil is in the long list of details, but in its simplest form the conversation of Development Impact Fee's breaks down to consideration of three primary pillars of influence:

- Fiscal Responsibility of the City
- Economic Impact on Industry
- Community Land Use / Infrastructure Planning

In regards to the Fiscal Responsibility of the City, it seems appropriate and necessary to point out that as a Planning Commission member I am not a subject matter expert on the existing conditions or the future strategic plan for the overall budget of the City. We are given the same opportunity as any constituent to educate ourselves on the comprehensive scope of budget considerations and are well informed by Staff of the budgetary considerations related to any specific topic that comes before us, but I certainly must acknowledge that I do not possess a thorough knowledge of the City's budget at the level of some of our City Staff who has worked on the proposed fee structure. Please consider that while many of us who spoke as commissioners or stakeholders may have a solid understanding of facets of the budget, the subject matter expertise and use of third party studies that led Staff to their conclusions and proposal of the fees appear to be an evidence based approach to being fiscally responsible for the community as a whole. Therefore, I respectfully request your consideration of the implementation of impact fees include and emphasize information from those you deem to be subject matter experts on the budget in a prioritized fashion over those of us who are not subject matter experts.

The concept of giving weight to the assessments of subject matter experts remains highlighted when considering the economic impact on industry that the proposed Development Impact Fees may have. We have heard comment from stakeholders representing the developers, construction industry, real estate industry, the Chamber of Commerce, and City Staff. Each of these groups bring a unique perspective and almost all of them are subject matter experts in their perspective fields and offer an above average level of validity from all sides of a conversation like this. However, a very important component was absent of the discussion at our last Planning Commission hearing that warrants your consideration is that the proposed fee structure is the result of compromise over the course of this month's long process and further disruption (or compromise) to the proposal, especially as it relates to its fiscal responsibility, could risk sliding into the cliché of compromising for the sake of compromising rather than having substantiated merits. Please note that this suggestion to avoid further degradation of the proposed fee levels is contrary to some of the closing remarks I made in the hearing which recommended commercial fees be considered at a lower rate for economic reasons, and the fire/police impact fee be omitted. I still feel those recommendations are prudent on a personal level, but I am compelled to admit that they are based on personal sentiment rather than a comprehensive understanding of City budget planning and/or the interpretations by the subject matter experts and third party studies. To rely too heavily on personal opinion rather than expert data may conflict with our duties of fiscal responsibility.

The contemplation of the relationship between development impact fees and our community vision for land use and infrastructure planning was another part of the conversation I felt was not given due attention in our hearing. In most discussions it seems to be understood that low density/intensity development creates a higher costs (aka lower return on investment) to the City for infrastructure. This increased costs stems from an assortment of reasons including the provision of roads, utilities, and emergency services for a less populated area that consumes a higher area of real estate. The decline of the City's return on investment in this scenario worsens when those lower density/intensity developments occur further away from the existing infrastructure and facilities which requires major extensions. With this understanding it seems prudent and fiscally justifiable for fees in those areas to correlate with their impacts as soon as possible. However, the stakeholders have made compelling cases surrounding the fear that housing attainability could be negatively impacted by the mounting fees and other regulatory hurdles (i.e. time and approval uncertainties) the industry is subjected to, so alternatives to the expenses related to developments in the outskirts could be provided by adjusting or creating additional 'Redevelopment Areas' as part of your final decision. The reduced fees in appropriately located 'Redevelopment Areas' near existing infrastructure that can accommodate development impact may add another tool for innovative developers to successfully conduct business while providing attainably priced homes for residents in areas that promote higher rates of return for the City's investments.

The comments provided above should in no way be regarded as 'silver bullets' that make a very challenging topic suddenly simple, but I offer them for your consideration as pieces to the puzzle based on my understanding of the issues at play coming from my experience on both sides of the table having been involved in the private sector of development as well as public sector advisory roles. Ultimately, the decision regarding what level of impact fees get implemented could reasonably start from a basis of what extent you, as the community leaders, believe current taxpayers and business owners should pay for growth with an adjustment to reflect the benefits growth brings to those same current taxpayers and business owners.

Thank you for your time and consideration on this matter.

Regards,

Keith Ehlers

CITY OF GRAND JUNCTION

ORDINANCE NO. 3641

AN ORDINANCE AMENDING ORDINANCE NO. 2750 AS CODIFIED AS SECTION 6.2 OF THE GRAND JUNCTION ZONING AND DEVELOPMENT CODE CONCERNING TRANSPORTATION CAPACITY PAYMENTS INCLUDING CALCULATIONS THEREOF, CREDITS AND APPROVED METHODOLOGIES

Recitals:

The existing City ordinances require that a developer of land adjacent to a right-of-way which is unimproved or does not meet current standards ("under-improved") either improve the abutting half of the right-of-way for the frontage of the development or pay a sum of money determined by an assumption of additional traffic that will be created from the development. Also, current City policy allows the City to require additional improvements to the existing roadway system when it is determined that the proposed development has negative impacts to the capacity and/or safety of the existing system.

While this method assures that a development pays its fair share of the cost of the associated impact to the transportation system, there has been concern raised that this method of addressing traffic impacts is not always fair. This method has the disadvantage of requiring the first development in an area of under-improved public infrastructure to complete these improvements but allows others, who follow later, to develop without similar costs.

Another disadvantage is that a developer of land immediately adjacent to one or more unimproved or under-improved streets may be required to pay for the improvement of all adjacent street improvements, yet another development, due to location or the configuration of the parcels such that it does not abut an unimproved street, may not be required to make the same improvements to the street system, even though each development may add the same amount of traffic.

Because safe and efficient streets are one of the most important services provided by the City, the Council does hereby amend the Code to provide a specific financing mechanism, which will continue to allow safe and functional streets while refining the calculation of payment for and costs attributable to development.

The Council determines that the resources of the City are properly allocated to maintaining and improving, including capital additions to, the existing 370 miles of streets and roads and that, as resources permit, additional improvements to the system should be made near and around developing areas of the City as growth occurs. The citizens and users of the street system pay for the upkeep and general improvement to the system nearly exclusively by the payment of sales and use taxes. Sales and use taxes are not sufficient, however, to pay for all the road needs and there are limited resources available to the City, from other sources, to add to the system or to make improvements in the rapidly developing areas of the City.

Therefore, the Council finds and affirms that it is in the public interest to continue the practice of collecting Transportation Capacity Payments (TCP) and appropriately increase the amount of that fee to more accurately reflect the cost of improvements that are reasonably attributable to new development, new residents and new business activities (collectively "Growth").

The Council further finds that the TCP shall be set at a level that a substantial portion of the cost to build new transportation facilities caused by Growth is paid for by the Growth that has caused the need.

The Council is well aware that Growth and new development creates additional vehicular traffic that consumes a portion of the existing transportation infrastructure capacity. In support of the TCP methodology, the City has adopted the data, assumptions and conclusions of the Institute of Transportation Engineer's Trip Generation Manual ("ITE") for purposes of projecting the number of trips created by development. The ITE is a valid, nationally recognized basis to estimate traffic generated by a development and shall continue to be used by the City. The most recent version of the ITE is incorporated herein by this reference as if fully set forth.

The Council has found and affirms that a fair method of imposing a portion of the costs of paying for additional or improved capacity, necessitated because of Growth, is a fee based on a formula that considers among other things the number of trips generated by different types of development (based on ITE), the average trip length, and the percentage of new trips as variables. The specific formula for the TCP provided for herein has been studied and found to be valid by the 2002 Transportation Impact Fee Study prepared by Duncan Associates. That study is incorporated herein by this reference as if fully set forth.

Because the traffic impacts of new trips are not always easily ascertained or allocated to a particular intersection or street, and because the City is not so large that there are distinct areas of the City which are wholly unrelated to the others, the Council finds that it is not reasonable to define discrete time and distance limits for the spending of TCP funds in relation to each development. Nevertheless, expenditure and the prioritization of projects for expenditure shall, to the extent reasonable, be as near in time and distance as is possible to the location from which the payment was derived.

The Council has considered, but rejected as impracticable, a proposal whereby the City would be divided into quadrants or other sub-areas, in which quadrant or sub-area funds attributable to a particular subdivision or development must be spent within certain specified time limits. Such a method, while attractive to a developer, ignores the professional judgments which traffic engineers must make and ignores the reality that sub-funds, which track TCP funds from particular areas or neighborhoods, may never have enough money to pay for needed improvements.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT SECTION 6.2 B1& B2 OF THE ZONING AND DEVELOPMENT CODE ARE AMENDED AS SHOWN:

Additions are shown in ALL CAPS, except for the entire section entitled "Growth and Development Related Street Policy" which is new, even though it is not capitalized. Adoption of this ordinance shall constitute a repeal of inconsistent terms and provisions of the existing ordinance and/or the codification including the analytical and other justification and descriptive materials which were adopted by reference in Ordinance No. 2750.6.2B1(f) Dedications required by subparagraph shall be at no cost to the City. Dedications shall not be eligible for, or require a refund or TCP credit.

6.2B1(f) Dedications required by subparagraph 6.2B1c shall be at no cost to the City. Dedications shall not be eligible for or require a refund or TCP credit.
6.2B2 Transportation Capacity Payment (TCP) and Right-of-Way Improvements.

6.2B2 a. The developer shall pay to the City a Transportation Capacity Payment (TCP) and Right-of-Way Improvements as required by the Public Works Director (DIRECTOR.)

a. The developer shall pay to the City a Transportation Capacity Payment (TCP) as required by the Public Works Director (DIRECTOR).

b. THE DIRECTOR MAY REQUIRE THAT THE DEVELOPER PAY FOR AND/OR CONSTRUCT IMPROVEMENTS necessary for the safe ingress and/or egress of traffic to the development. THOSE IMPROVEMENTS ARE DEFINED AS MINIMUM STREET ACCESS IMPROVEMENTS. MINIMUM STREET ACCESS IMPROVEMENTS SHALL BE DEFINED BY THE MOST RECENT VERSION OF THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY AND/OR TEDS. THE GROWTH AND DEVELOPMENT RELATED STREET POLICY SHALL BE REVIEWED BY CITY STAFF AND ADOPTED ANNUALLY BY COUNCIL RESOLUTION.

c. No PLANNING CLEARANCE FOR A building permit for any use or activity requiring payment of the TCP pursuant to this Ordinance shall be issued until the TCP HAS BEEN PAID AND MINIMUM STREET ACCESS IMPROVEMENTS HAVE BEEN CONSTRUCTED, PAID FOR OR ADEQUATELY SECURED AS DETERMINED BY THE DIRECTOR. ADEQUATE SECURITY SHALL BE THAT ALLOWED OR REQUIRED FOR A DEVELOPMENT IMPROVEMENT AGREEMENT (DIA) UNDER SECTION 2.19 OF THIS CODE.

d. The amount of the TCP shall be as set forth ANNUALLY BY THE CITY COUNCIL in ITS adopted fee RESOLUTION. THE TCP IS MINIMALLY SUBJECT

TO ANNUAL ADJUSTMENT FOR INFLATION BASED ON THE CONSUMER PRICE INDEX FOR ALL URBAN CONSUMERS (CPI-U), WESTERN REGION, SIZE B/C, PUBLISHED MONTHLY BY THE UNITED STATES DEPARTMENT OF LABOR. (THIS INFORMATION CAN BE FOUND AT THE INTERNET SITE OF http://data.bls.gov/labjava/outside.jsp?survey=cu

e. THE TCP shall be used BY THE DIRECTOR TO MAKE capital improvements to the transportation facilities in the City IN ACCORDANCE WITH THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY, THIS ORDINANCE, AND OTHER APPLICABLE PROVISIONS OF THE ZONING AND DEVELOPMENT CODE.

(1) TO PAY DEBT SERVICE ON ANY PORTION OF ANY CURRENT OR FUTURE GENERAL OBLIGATION BOND OR REVENUE BOND ISSUED AFTER THE EFFECTIVE DATE OF THIS ORDINANCE AND USED TO FINANCE MAJOR ROAD SYSTEM IMPROVEMENTS;

(2) FOR THE RECONSTRUCTION AND REPLACEMENT OF EXISTING ROADS, THE CONSTRUCTION OF NEW MAJOR ROAD SYSTEMS, AND IMPROVEMENTS AND/OR FOR THE PAYMENT OF REIMBURSABLE STREET EXPENSES (AS THAT TERM IS DEFINED FROM TIME TO TIME BY THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY) THAT ARE INTEGRAL TO AND THAT ADD CAPACITY TO THE STREET SYSTEM;

(3) TRAFFIC CAPACITY IMPROVEMENTS DO NOT INCLUDE ONGOING OPERATIONAL COSTS OR DEBT SERVICE FOR ANY PAST GENERAL OBLIGATION BOND OR REVENUE BOND ISSUED PRIOR TO THE EFFECTIVE DATE OF THIS SECTION OR ANY PORTION OF ANY CURRENT OR FUTURE BOND ISSUED AFTER THE EFFECTIVE DATE OF THIS SECTION AND NOT USED TO FINANCE MAJOR ROAD SYSTEM IMPROVEMENTS.

(4) Capital spending decisions shall be guided by the principles, among others, that TCP funds shall be used to make capacity AND SAFETY improvements but not used to upgrade existing deficiencies except incidentally in the course of making improvements; TCP fund expenditures which provide improvements which are near in time and/or distance TO the development FROM WHICH THE FUNDS ARE COLLECTED are preferred over expenditures for improvements which are more distant in time and/or distance.

(5) No TCP funds shall be used for maintenance.

(6) TCP funds will be ACCOUNTED FOR SEPARATELY BUT may be commingled with other funds of the City.

(7) The DIRECTOR shall determine when and where TCP funds shall be spent.

(i) AS PART OF THE TWO-YEAR BUDGET PROCESS

(ii) AS REQUIRED TO KEEP PACE WITH DEVELOPMENT

(8) The TCP shall not be payable if THE DIRECTOR IS SHOWN by clear and convincing evidence, that at least one of the following applies:

(i) alteration or expansion of an existing structure will not create additional trips;

(ii) the construction of an accessory structure will not create additional trips produced by the principal building or use of the land. A garage is an example of an accessory structure which does not create additional trips;

(iii) the replacement of a destroyed or partially destroyed structure with a new building or structure of the same size and use that does not create additional trips;

(iv) a structure is constructed in a development for which a TCP fee has been paid within the prior EIGHTY FOUR (84) months or the structure is in a development with respect to which the developer constructed Street Access Improvements and the City accepted such improvements and the warranties have been satisfied.

f. IF THE TYPE OF IMPACT-GENERATING DEVELOPMENT FOR WHICH A BUILDING PERMIT IS REQUESTED IS FOR A CHANGE OF LAND USE OR FOR THE EXPANSION, REDEVELOPMENT OR MODIFICATION OF AN EXISTING DEVELOPMENT, THE FEE SHALL BE BASED ON THE NET INCREASE IN THE FEE FOR THE NEW LAND USE TYPE AS COMPARED TO THE PREVIOUS LAND USE TYPE.

g. IN THE EVENT THAT THE PROPOSED CHANGE OF LAND USE, REDEVELOPMENT OR MODIFICATION RESULTS IN A NET DECREASE IN THE FEE FOR THE NEW USE OR DEVELOPMENT AS COMPARED TO THE PREVIOUS USE OR DEVELOPMENT, THE DEVELOPER MAY APPLY FOR A REFUND OF FEES PREVIOUSLY PAID WITH THE CONSENT OF THE PREVIOUS PERSON HAVING MADE THE PAYMENT AND OR CONSTRUCTED THE IMPROVEMENTS.

h. FOR FEES EXPRESSED PER 1,000 SQUARE FEET, THE SQUARE FOOTAGE SHALL BE DETERMINED ACCORDING TO GROSS FLOOR AREA, MEASURED FROM THE OUTSIDE SURFACE OF EXTERIOR WALLS AND EXCLUDING UNFINISHED BASEMENTS AND ENCLOSED PARKING AREAS.

THE FEES SHALL BE PRORATED AND ASSESSED BASED ON ACTUAL FLOOR AREA, NOT ON THE FLOOR AREA ROUNDED TO THE NEAREST 1,000 SQUARE FEET.

i. Any claim for credit shall be made not later than the time of application or request for a planning clearance. Any claim not so made shall be deemed waived. Credits shall not be transferable from one project or development to another nor otherwise assignable or transferable.

2.5 MINIMUM STREET ACCESS IMPROVEMENTS INCLUDE street and road improvements required to PROVIDE FOR THE SAFE ingress and egress needs of the development AS DETERMINED BY THE DIRECTOR.

a. Quality of service FOR ANY NEW DEVELOPMENT AND/OR FOR TRAFFIC CAPACITY IMPROVEMENTS shall be DETERMINED BY THE DIRECTOR. THE DIRECTOR SHALL DETERMINE THE ACCEPTABLE QUALITY OF SERVICE TAKING INTO CONSIDERATION EXISTING TRAFFIC, STREETS, AND PROPOSED DEVELOPMENT.

b. REQUIRED RIGHT-OF-WAY DEDICATIONS SHALL BE AT NO COST TO THE CITY.

2.6 Definitions. The following terms and words shall have the meanings set forth for this section.

a. Average trip length: The average length of a vehicle trip as determined by the limits of the City, the distance between principle trip generators and as modeled by the CITY'S, THE COUNTY'S, THE STATE'S OR THE MPO'S COMPUTER program(S). IN THE EVENT THAT THE MODELS ARE INCONSISTENT, THE MOST ADVANTAGEOUS TO THE CITY SHALL BE USED.

b. "Convenience store," "hotel/motel," "retail," and other terms contained and with the meaning set forth in the Trip Generation Manual.

c. Lane-mile: Means one paved lane of a right-of-way mile in length fourteen (14) feet in width, including curb and gutter, sidewalk, storm sewers, traffic control devices, earthwork, engineering, and construction management including inspections. The value of right-of-way is not included.

d. Percentage of new trips: Based on THE MOST CURRENT VERSION of ITE Transportation and Land Development Manual, and of the ITE Trip Generation Manual.

e. Unimproved/under-improved floor area: Has the meaning as defined in the adopted building codes.

2.7 CALCULATION OF FEE.

a. ANY PERSON WHO APPLIES FOR A BUILDING PERMIT FOR AN IMPACT-GENERATING DEVELOPMENT SHALL PAY A TRANSPORTATION IMPACT FEE IN ACCORDANCE WITH THE MOST RECENT FEE SCHEDULE PRIOR TO ISSUANCE OF A BUILDING PERMIT. IF ANY CREDIT IS DUE PURSUANT TO SECTION i ABOVE, THE AMOUNT OF SUCH CREDIT SHALL BE DEDUCTED FROM THE AMOUNT OF THE FEE TO BE PAID.

Land Use Type	ITE Code	Unit	Fee	Factor
	Residential			
Single Family	210	Dwelling	$1,500	1.00
Multi-Family	220	Dwelling	$1,039	0.69
Mobile Home/RV Park	240	Pad	$ 754	0.50
Hotel/Motel	310/320	Room	$1,414	0.94
	Retail/Commercial			
Shopping Center (0-99KSF)	820	1000 SF	$2,461	1.64
Shopping Center (100-249KSF)	820	1000 SF	$2,311	1.54
Shopping Center (250-499KSF)	820	1000 SF	$2,241	1.49
Shopping Center (500+KSF)	820	1000 SF	$2,068	1.38
Auto Sales/Service	841	1000 SF	$2,223	1.48
Bank	911	1000 SF	$3,738	2.49
Convenience Store w/Gas Sales	851	1000 SF	$5,373	3.58
Golf Course	430	Hole	$3,497	2.33
Health Club	493	1000 SF	$2,003	1.34
Movie Theater	443	1000 SF	$6,216	4.14
Restaurant, Sit Down	831	1000 SF	$3,024	2.02
Restaurant, Fast Food	834	1000 SF	$6,773	4.52
	Office/Institutional			
Office, General (0-99KSF)	710	1000 SF	$1,845	1.23
Office, General >100KSF	710	1000 SF	$1,571	1.05
Office, Medical	720	1000 SF	$5,206	3.47
Hospital	610	1000 SF	$2,418	1.61
Nursing Home	620	1000 SF	$ 677	0.45
Church	560	1000 SF	$1,152	0.77
Day Care Center	565	1000 SF	$2,404	1.60
Elementary/Sec. School	520/522/530	1000 SF	$ 376	0.25
	Industrial			
Industrial Park	130	1000 SF	$1,091	0.73
Warehouse	150	1000 SF	$ 777	0.52
Mini-Warehouse	151	1000 SF	$ 272	0.18

b. IF THE TYPE OF IMPACT-GENERATING DEVELOPMENT FOR WHICH A BUILDING PERMIT IS REQUESTED IS NOT SPECIFIED ON THE FEE SCHEDULE, THEN THE DIRECTOR SHALL DETERMINE THE FEE ON THE BASIS OF THE FEE APPLICABLE TO THE MOST NEARLY COMPARABLE LAND USE ON THE FEE SCHEDULE. THE DIRECTOR SHALL DETERMINE

COMPARABLE LAND USE BY TRIP GENERATION RATES CONTAINED IN THE MOST CURRENT EDITION OF ITE *TRIP GENERATION MANUAL.*

c. IN MANY INSTANCES, A BUILDING MAY INCLUDE SECONDARY OR ACCESSORY USES TO THE PRINCIPAL USE. FOR EXAMPLE, IN ADDITION TO THE PRODUCTION OF GOODS, MANUFACTURING FACILITIES USUALLY ALSO HAS OFFICE, WAREHOUSE, RESEARCH AND OTHER ASSOCIATED FUNCTIONS. THE TCP FEE SHALL GENERALLY BE ASSESSED BASED ON THE PRINCIPAL USE. IF THE APPLICANT CAN SHOW THE DIRECTOR IN WRITING BY CLEAR AND CONVINCING EVIDENCE THAT A SECONDARY LAND USE ACCOUNTS FOR OVER 25% OF THE GROSS FLOOR AREA OF THE BUILDING AND THAT THE SECONDARY USE IS NOT ASSUMED IN THE TRIP GENERATION FOR THE PRINCIPAL USE, THEN THE TCP MAY BE CALCULATED ON THE SEPARATE USES.

d. TCP FEE CALCULATION STUDY -- AT THE ELECTION OF THE APPLICANT OR UPON THE REQUEST OF THE DIRECTOR, FOR ANY PROPOSED DEVELOPMENT ACTIVITY, FOR A USE THAT IS NOT ON THE FEE SCHEDULE OR FOR WHICH NO COMPARABLE USE CAN BE DETERMINED AND AGREED BY THE APPLICANT AND THE DIRECTOR OR FOR ANY PROPOSED DEVELOPMENT FOR WHICH THE DIRECTOR CONCLUDES THE NATURE, TIMING OR LOCATION OF THE PROPOSED DEVELOPMENT MAKES IT LIKELY TO GENERATE IMPACTS COSTING SUBSTANTIALLY MORE TO MITIGATE THAN THE AMOUNT OF THE FEE THAT WOULD BE GENERATED BY THE USE OF THE FEE SCHEDULE, A TCP FEE CALCULATION STUDY MAY BE PERFORMED.

e. THE COST AND RESPONSIBILITY FOR PREPARATION OF A FEE CALCULATION STUDY SHALL BE DETERMINED IN ADVANCE BY THE APPLICANT AND THE DIRECTOR.

f. THE DIRECTOR MAY CHARGE A REVIEW FEE AND/OR COLLECT THE COST FOR RENDERING A DECISION ON SUCH STUDY. THE DIRECTOR'S DECISION ON A FEE OR A FEE CALCULATION STUDY MAY BE APPEALED TO THE ZONING BOARD OF APPEALS IN ACCORDANCE WITH 2.18B OF THIS CODE.

g. THE TCP FEE CALCULATION STUDY SHALL BE BASED ON THE SAME FORMULA, QUALITY OF SERVICE STANDARDS AND UNIT COSTS USED IN THE IMPACT FEE STUDY. THE FEE STUDY REPORT SHALL DOCUMENT THE METHODOLOGIES AND ALL ASSUMPTIONS.

h. THE TCP FEE CALCULATION STUDY SHALL BE CALCULATED ACCORDING TO THE FOLLOWING FORMULA.

FEE = VMT X NET COST/VMT X RF

WHERE:

VMT =	TRIPS X % NEW X LENGTH ÷ 2
TRIPS =	DAILY TRIP ENDS GENERATED BY THE DEVELOPMENT DURING THE WORK WEEK
% NEW =	PERCENT OF TRIPS THAT ARE PRIMARY, AS OPPOSED TO PASSBY OR DIVERTED-LINK TRIPS
LENGTH =	AVERAGE LENGTH OF A TRIP ON THE MAJOR ROAD SYSTEM
÷ 2 =	AVOIDS DOUBLE-COUNTING TRIPS FOR ORIGIN AND DESTINATION
NET COST/VMT =	COST/VMT - CREDIT/VMT
COST/VMT =	COST/VMC X VMC/VMT
COST/VMC =	AVERAGE COST TO CREATE A NEW VMC BASED ON HISTORICAL OR PLANNED PROJECTS ($306 EXCLUDING MAJOR STRUCTURES)
VMC/VMT =	THE SYSTEM-WIDE RATIO OF CAPACITY TO DEMAND IN THE MAJOR ROAD SYSTEM (1.0 ASSUMED)
CREDIT/VMT =	CREDIT PER VMT, BASED ON REVENUES TO BE GENERATED BY NEW DEVELOPMENT ($82)
RF =	REDUCTION FACTOR ADOPTED BY POLICY AT 52.6%

i. A TCP FEE CALCULATION STUDY SUBMITTED FOR THE PURPOSE OF CALCULATING A TRANSPORTATION IMPACT FEE MAY BE BASED ON DATA, INFORMATION AND ASSUMPTIONS THAT ARE FROM:

(1) AN ACCEPTED STANDARD SOURCE OF TRANSPORTATION ENGINEERING OR PLANNING DATA; OR

(2) A LOCAL STUDY ON TRIP CHARACTERISTICS PERFORMED BY A QUALIFIED TRANSPORTATION PLANNER OR ENGINEER PURSUANT TO AN ACCEPTED METHODOLOGY OF TRANSPORTATION PLANNING OR ENGINEERING THAT HAS BEEN APPROVED BY THE DIRECTOR.

****

Growth and Development Related Street Policy

The City of Grand Junction requires that new development pay a Transportation Capacity Payment to help defray the cost to the City for the impact of development on City streets. The City has experienced steady growth for over a decade and during that time has struggled with how to fairly collect and administer impact fees assessed against development, how to credit some or all of those fees against taxes otherwise paid and what, if any, role the City should have in funding/contributing to the cost of providing additional traffic/street capacity and/or traffic/street capacity in accordance with community expectations.

The City has determined that there are three key components to a meaningful growth and development related street/traffic policy. They are:

1. Collection of a realistic TCP for all new development projects. The TCP shall be annually reviewed and adjusted in accordance with 6.2B2d of the ZDC.

2. A clear articulation of what minimum requirements (in addition to the TCP) each development must construct; and

3. City funding and/or other means of participation in construction of street improvements.

Because the City has determined that traffic is a community problem, the TCP shall be uniform throughout the City and subject to criteria stated below; funding may be provided to street improvements anywhere within the City.

The principles of this policy are:

1. All development projects that create a traffic impact, as defined by the City ZDC, shall pay a TCP as established by and in accordance with the ZDC. The fundamental precept of the City's TCP policy is that new development must pay its fair share for the added traffic that development creates.

2. The TCP fee has been set to ensure that trips from each new development are calculated and that the developer contributes to the value of capacity consumption of City streets in proportion to the traffic that the development is reasonably anticipated to generate. The fee also recognizes as a credit the value of taxes generated from development.

3. TCP funds are intended to be used for improvements to the major roadway system as identified on the most current version of the Grand Valley Circulation Plan functional classification map (Minor Collector or above). Improvements to the local

roadway system will continue to be the responsibility of the property owners abutting the local roadway. The TCP fee is not intended to be used for debt service for the Riverside Parkway project.

4. Minimum Street Access Improvements -- The intent of this section is to describe the improvements necessary to connect a proposed development to the existing street system. SUCH IMPROVEMENTS SHALL BE PUBLIC IMPROVEMENTS AND SHALL BE THE MAINTENANCE RESPONSIBILITY OF THE CITY WHETHER SUCH PUBLIC IMPROVEMENTS ARE IDENTIFIED THROUGH A TRAFFIC STUDY OR OTHERWISE MADE A CONDITION OF APPROVAL FOR DEVELOPMENT. Construction of these improvements will be the responsibility of the developer and shall be constructed or guaranteed at the time of development. These improvements are needed to provide safe ingress/egress and shall meet the minimum standards in ~~Section~~ CHAPTERS 5 AND 6 AND THE UNNUMBERED CHAPTER ENTITLED Fire Department Access of the TEDS Manual – Fire Department Access. These improvements are not intended to include off-site, Half Street or perimeter improvements necessary to increase the capacity or improve the safety of adjacent or perimeter streets.

- Absent unique needs or characteristics of the development, Minimum Street Access Improvements shall mean construction of full asphalt radii, and necessary drainage improvements in accordance with the City standard detail for each intersection with a perimeter street and/or improvements necessitated if the proposed development creates lots with direct access to the perimeter street(s) as determined by the Director. An owner or developer may appeal a determination of Minimum Street Access Improvements to the Transportation Engineering Design Standards (TEDS) Exception Committee. That Committee consists of the PW&U Director, the Fire Chief and the Community Development Director.

- Curb, gutter and sidewalk improvements shall be constructed as part of minimum access improvements when connecting directly to a street with like improvements.

- The City's multi-modal plan, including bike lanes, trails, paths, alternate pedestrian connections and bus stops and transit shall be incorporated into determining what improvements are required associated with a connection to the adjacent street system.

- Right of Way - The development shall dedicate necessary ROW (per Code and TEDS) to provide safe ingress/egress to the proposed development.

- Drainage Structures including Bridges - The development shall construct drainage structures and/or bridges associated the connection of the development to the street system.

- Traffic Studies - Preparation of Traffic Studies shall be the responsibility of new development as currently defined by the Code.

- Utilities – The extension of utilities including water, sewer, storm water improvements gas, electric, cable and telephone, etc will continue to be the responsibility of new development.

5. In addition to the TCP and Minimum Street Access Improvements, the developer must fully construct (or if current needs do not require construction, then the developer must guarantee for future construction) all internal streets, roads, alleys, and future connections in accordance with the development's approved plan.

6. The developer is responsible for the cost of the design of all features of the Minimum Street Access Improvements as required by TEDS, the GVCP, and other applicable City code(s), ordinance(s), policy(ies) or resolution(s).

7. Reimbursable Street Expenses – In the event a development triggers the need for public improvements beyond available City funding from the TCP, the City and the developer may enter into an agreement that would provide for the reimbursement of a portion of the costs of the public improvements.

Safe and adequate streets are a priority for the City. To help meet that need, a fund will be established to allow the City to fund and/or partner with developers or other governments. City funding or participation in street improvements shall be used for three purposes:

1. Construction of larger scale improvements along corridors which are deficient in street improvements (i.e., capacity, safety or physical improvements including pavement, curbs, gutters, and sidewalks).

2. Specific street or intersection improvements either adjacent or off-site from a new development where the existing condition is deficient as defined by City code.

3. Participation in a larger regional project in cooperation with the participating agencies of the Grand Valley MPO.

City funding and/or other means of participation in street improvements is conditioned on:

- Construction will improve traffic safety;
- Construction will improve traffic flow;
- Construction will improve pedestrian safety;
- Construction will improve capacity.

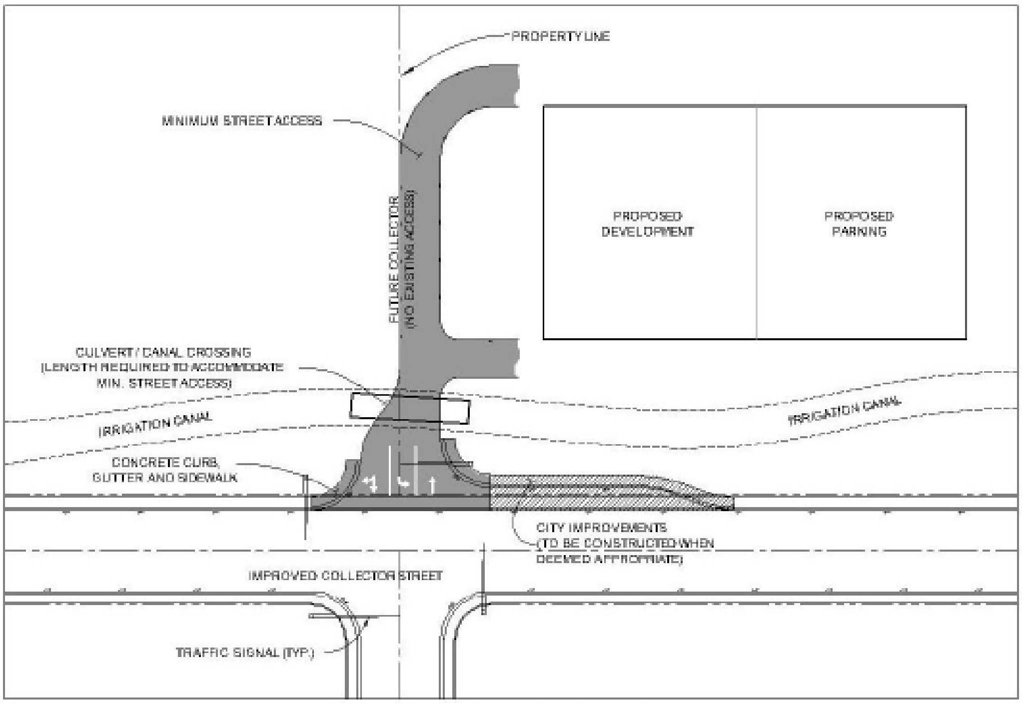
Introduced on First Reading this 19th day of May 2004.

PASSED and ADOPTED on second reading this 2nd day of June 2004.

/s/: Bruce Hill
President of the Council

Attest:

/s/: Stephanie Tuin
City Clerk



MINIMUM STREET ACCESS INCLUDES

- CULVERT/CANAL CROSSING TO ACCOMMODATE DEVELOPMENT NEEDS (TRAFFIC STUDY). IF LESS THAN LENGTH REQUIRED FOR ULTIMATE STREET SECTION, CITY MAY CONTRIBUTE TO COMPLETE THE LENGTH.
- FIRE ACCESS IMPROVEMENTS BETWEEN COLLECTOR AND STORE ACCESS (MIN. 20' OF PAVEMENT WIDTH, OR GREATER AS REQUIRED BY THE TRAFFIC STUDY. DOES NOT INCLUDE CURB, GUTTER OR SIDEWALK, UNLESS NECESSARY FOR TRANSITION WITH EXISTING).
- DEDICATION OF R.O.W. PER DEVELOPMENT NEEDS OR PER MAJOR STREET PLAN, WHICH EVER IS GREATER.
- DRAINAGE IMPROVEMENTS AS NECESSARY.

CITY OF GRAND JUNCTION BUILDS

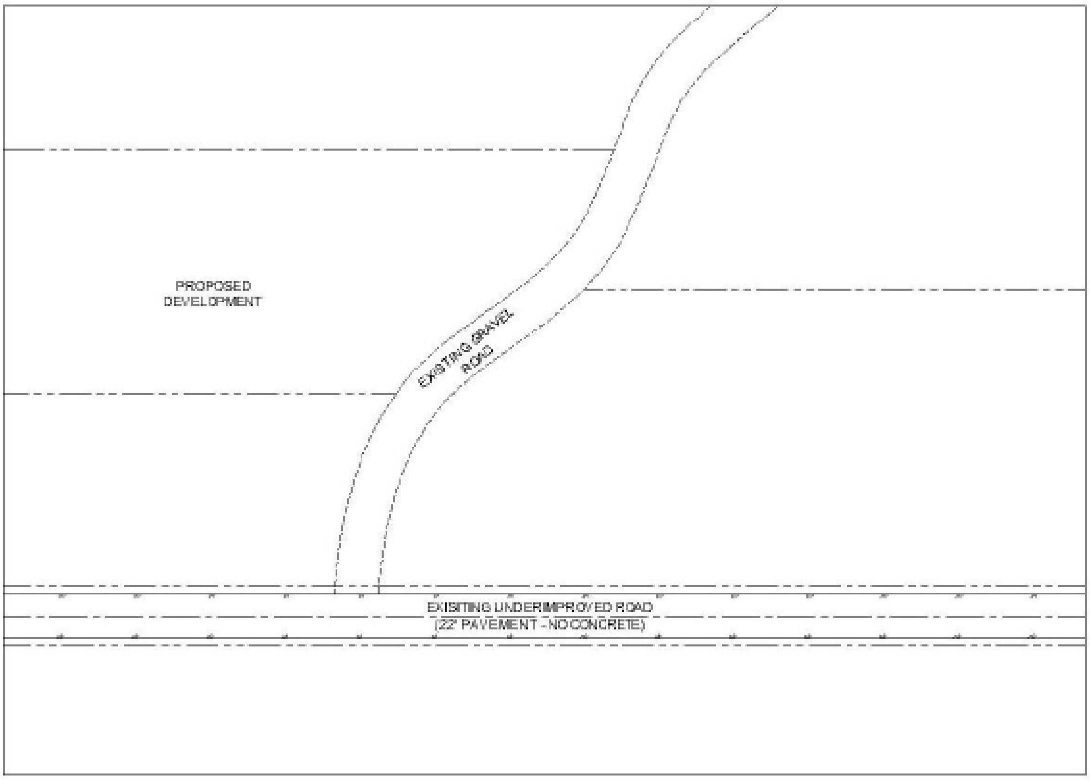
- TRAFFIC SIGNAL
- DECELERATION LANE

DRAWN BY: JAH
DATE: 5-10-2004
SCALE: N.T.S.
APPR. BY: T.M.
FILE NO. EXAMPLE.DWG

PUBLIC WORKS & UTILITIES
ENGINEERING DIVISION

EXAMPLE 1

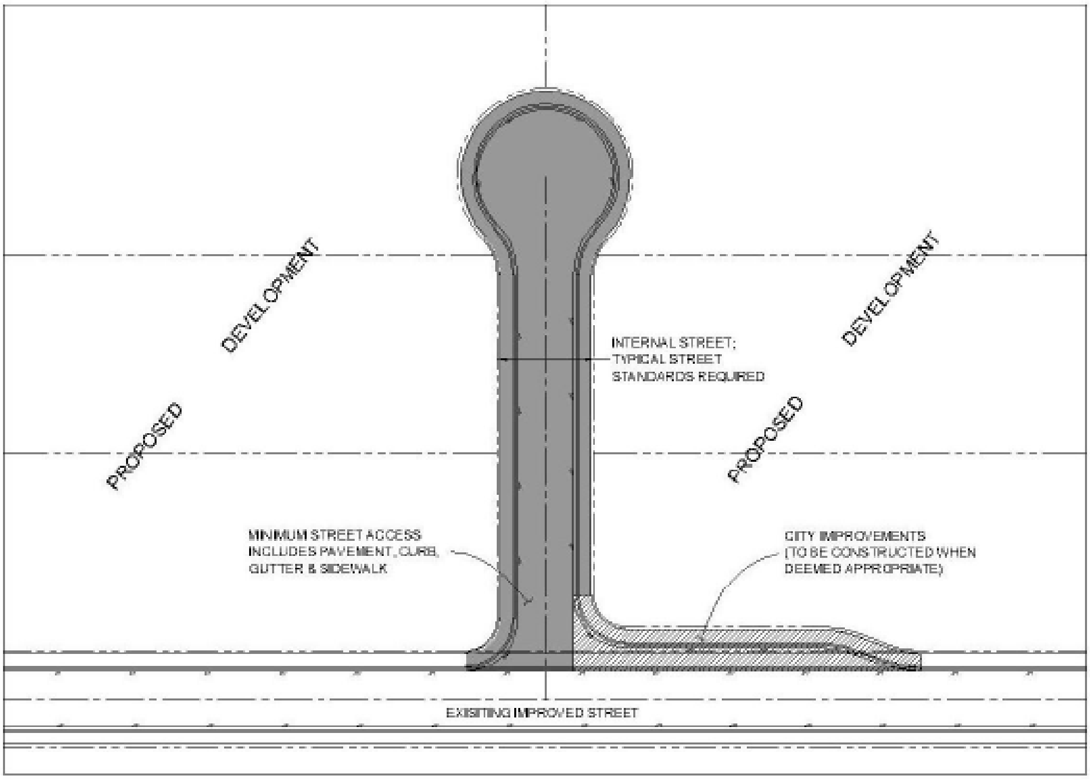
CITY OF Grand Junction COLORADO



MINIMUM STREET ACCESS INCLUDES

- IMPROVE GRAVEL ROAD PER FIRE STANDARDS.
- DRAINAGE IMPROVEMENTS AS NECESSARY.
- R.O.W. DEDICATION TO ACCOMODATE DEVELOPMENT NEEDS.

DRAWN BY: JAH DATE: 5-10-2004 SCALE: N.T.S. APPR. BY: T.M. FILE NO. EXAMPLE.DWG	PUBLIC WORKS & UTILITIES ENGINEERING DIVISION EXAMPLE 2	CITY OF Grand Junction COLORADO



MINIMUM STREET ACCESS INCLUDES

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- DRAINAGE IMPROVEMENTS AS NECESSARY.

CITY OF GRAND JUNCTION BUILDS

- DECELERATION LANE

DRAWN BY: JAH DATE: 5-10-2004 SCALE: N.T.S. APPR. BY: T.M. FILE NO. EXAMPLE.DWG	PUBLIC WORKS & UTILITIES ENGINEERING DIVISION EXAMPLE 3	CITY OF Grand Junction COLORADO

CITY OF GRAND JUNCTION

ORDINANCE NO. ___

AN ORDINANCE AMENDING ORDINANCE NO. 3641 CONCERNING GROWTH AND DEVELOPMENT RELATED STREET POLICY

Recitals:
Safe and efficient streets are one of the most important services provided by the City, the City Council finds and determines that it is proper to provide a specific financing mechanism that will continue to allow safe and functional streets and for new growth and development to pay its way to an equitable degree.

The Council further determines that the resources of the City are properly allocated to maintaining and improving, including capital additions to, the existing streets and roads and those annexed over time, as resources permit, together with additional improvements to the system near and around developing areas of the City. The citizens and users of the street system pay for the upkeep and general improvement to the system by the payment of sales and use taxes. Sales and use taxes are not sufficient, however, to pay for all the road needs and there are limited resources available to the City, from other sources, to add to the system and/or to make improvements in the rapidly developing areas of the City.

The Council has found and affirms that an equitable method of imposing a portion of the costs of paying for additional or improved capacity, necessitated because of Growth, and promoting safe and effective access to and from new developments to the public street system is best addressed by requiring developers to pay for and install public right-of-way improvements that are required for such safe and effective access.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT ORDINANCE NO. 3641 AMENDED AS SHOWN: (For text, deletions are ~~struckthrough~~ and additions are underlined; for graphics, deletions are crossed through with an X.)

~~Growth and Development Related Street Policy~~

~~The City of Grand Junction requires that new development pay a Transportation Capacity Payment to help defray the cost to the City for the impact of development on City streets. The City has experienced steady growth for over a decade and during that time has struggled with how to fairly collect and administer impact fees assessed against development, how to credit some or all of those fees against taxes otherwise paid and what, if any, role the City should have in funding/contributing to the cost of providing additional traffic/street capacity and/or traffic/street capacity in accordance with community expectations.~~

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~~Committee. That Committee consists of the PW&U Director, the Fire Chief and the Community Development Director.~~

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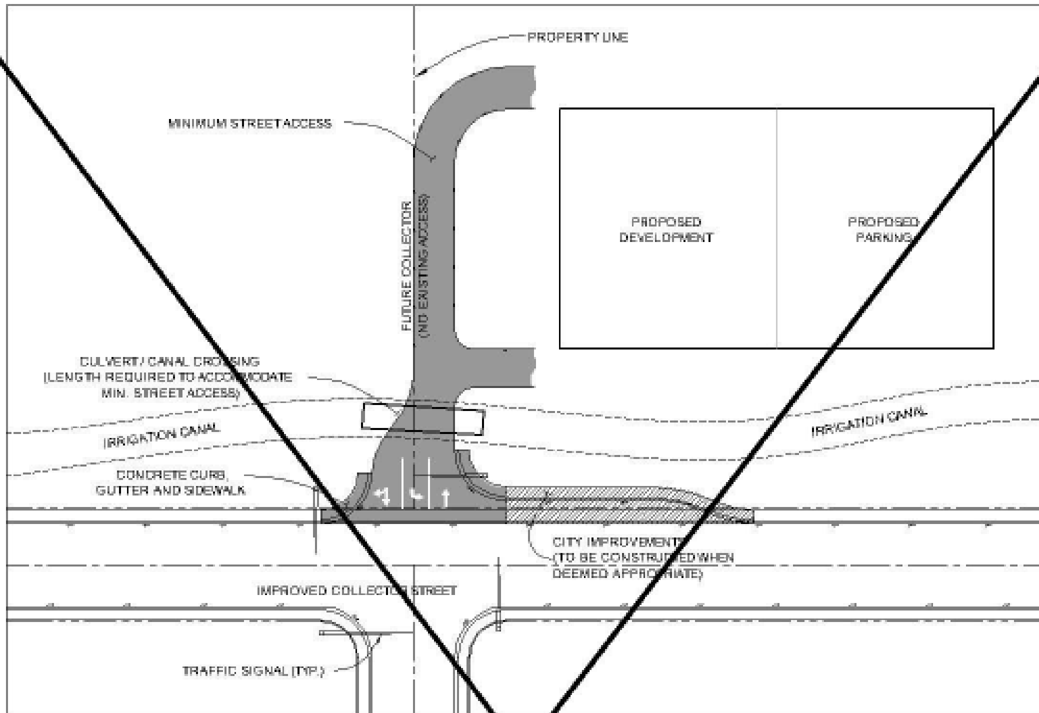

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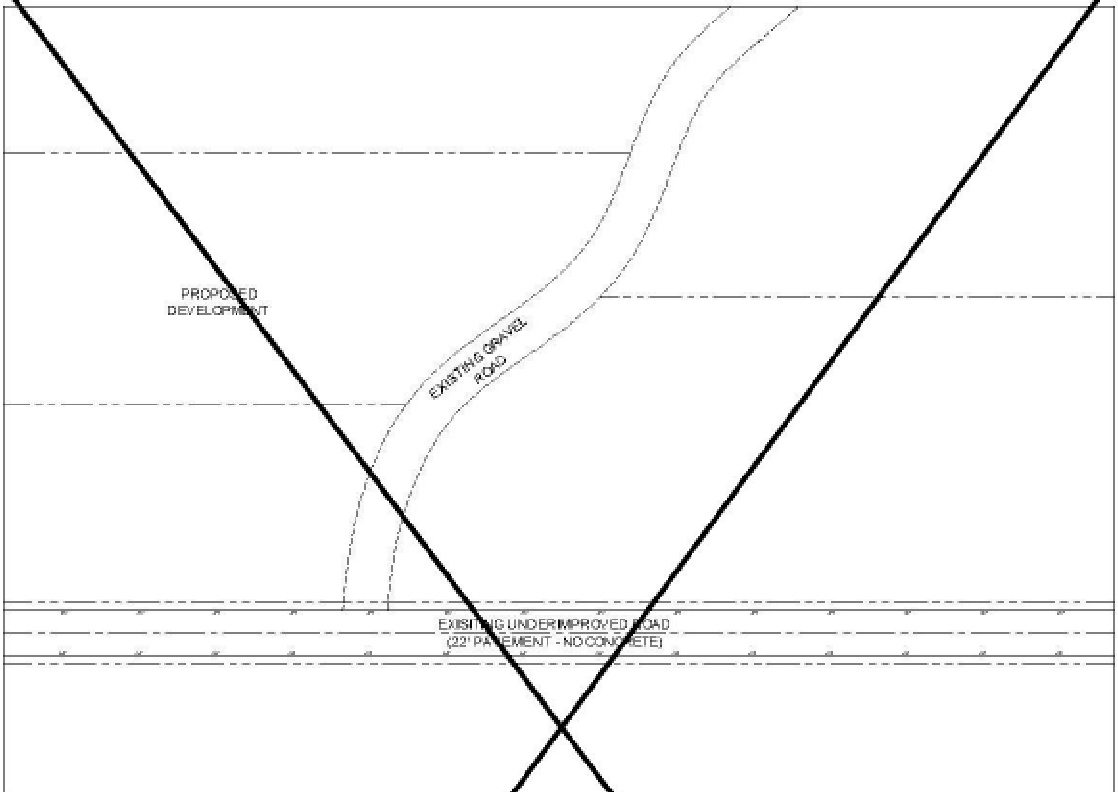
- DRAINAGE IMPROVEMENTS AS NECESSARY.

CITY OF GRAND JUNCTION BUILDS

- TRAFFIC SIGNAL
- DECELERATION LANE

DRAWN BY: JAH	PUBLIC WORKS & UTILITIES ENGINEERING DIVISION
DATE: 5-10-2004	
SCALE: N.T.S.	EXAMPLE 1
APPR. BY: T.M.	
FILE NO. EXAMPLE.DWG	

CITY OF Grand Junction COLORADO



MINIMUM STREET ACCESS INCLUDES

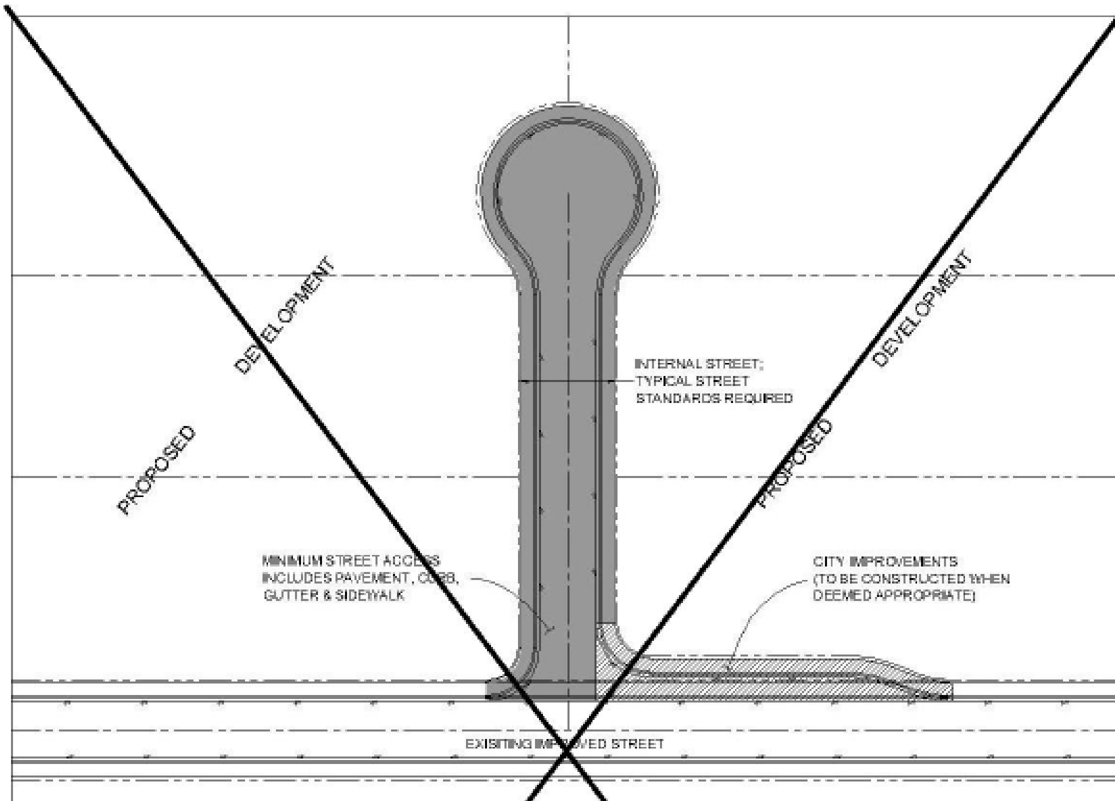
- IMPROVE GRAVEL ROAD PER FIRE STANDARDS.
- DRAINAGE IMPROVEMENTS AS NECESSARY.
- R.O.W. DEDICATION TO ACCOMODATE DEVELOPMENT NEEDS.

DRAWN BY: JAH
DATE: 5-14-2004
SCALE: N.T.S.
APPR. BY: T.M.
FILE NO. EXAMPLE.DWG

PUBLIC WORKS & UTILITIES
ENGINEERING DIVISION

EXAMPLE 2

CITY OF Grand Junction COLORADO



MINIMUM STREET ACCESS INCLUDES

- CONNECTION OF CURBS, GUTTERS AND SIDEWALKS TO EXISTING IMPROVEMENTS.
- DRAINAGE IMPROVEMENTS AS NECESSARY.

CITY OF GRAND JUNCTION BUILDS

- DECELERATION LANE

DRAWN BY: JAH DATE: 5-10-2004 SCALE: N.T.S. APPR. BY: T.M. FILE NO. EXAMPLE.DWG	PUBLIC WORKS & UTILITIES ENGINEERING DIVISION EXAMPLE 3	CITY OF Grand Junction COLORADO

This Ordinance shall be effective on January 1, 2021.

Introduced on first reading this _____ day of March 2019.

PASSED and ADOPTED and ordered published in pamphlet form this _____ day of ________ 2019.

President of the Council

____
Barbara Traylor Smith

Attest:

____
Wanda Winkelmann, City Clerk

CITY OF GRAND JUNCTION

ORDINANCE NO. ___

AN ORDINANCE AMENDING SECTION 21.06 AND ADDING CHAPTER 21.11 OF THE GRAND JUNCTION ZONING AND DEVELOPMENT CODE CONCERNING THE UPDATING OF AND ADOPTION OF NEW DEVELOPMENT IMPACT FEES.

Recitals:

The City Council having duly considered the policy and pragmatic implications of updating and enacting land development fees, which are also known as impact fees, ("Fees") finds that Fees are a necessary component of funding the capital costs of infrastructure required to maintain the current level of service for city residents, and further finds that development should pay its proportionate share of the capital costs of fire, police, municipal facilities, parks and recreation and transportation infrastructure.

The City recently completed two Fee studies and pursuant to State law regarding the purpose and methodology related to calculation and imposition of Fees, the Fee studies were presented to City Council. The Fee studies found that development created a demand on capital facilities and that the City's current Fees do not support the Council policy that development should pay a proportionate share of the capital costs of fire, police, municipal facilities, parks and recreational and transportation infrastructure and that updating and adopting new Fees as described in the Fee Studies would be reasonably related to the overall cost of the services or improvements to be provided by the City.

The City Council further finds and determines that resources of the City are properly allocated to maintaining and improving streets and that further resources are needed to defray the capital facilities costs related to new development.

Therefore, the City Council finds and affirms that it is in the public interest to continue the practice of collecting transportation and parks and recreation impact Fees and there is a need to increase the amount of those Fees to more accurately reflect the cost of improvements that are reasonably attributable to new development, new residents and new business activities.

The Council further finds and affirms that it is in the public interest to collect impact Fees for the fire, police and municipal facilities to reflect the cost of capital improvements that are reasonably attributable to new development, new residents and new business activity.

NOW, THEEFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT CHAPTER 21.11 BE ADDED AND SECTION 21.06. OF THE ZONING AND DEVELOPMENT CODE BE AMENDED AS SHOWN: (Deletions ~~struckthrough;~~ additions underlined.)

ADD ALL OF THE FOLLOWING:

21.11.010 Development Impact Fees

(a) Title. This chapter shall be known and may be cited as the "Grand Junction, Colorado Impact Fee Ordinance" or "Impact Fee Ordinance."

(b) Authority. The City has the authority to adopt this Chapter pursuant to Article XX, § 6 of the Colorado State Constitution, the City's home rule charter, the City's general police powers, and other laws of the State of Colorado.

(c) Application. This Chapter shall apply to all development within the territorial limits of the City, except development exempted pursuant to §21.11.010(f)(2), *Exemptions.*

(d) Purpose.

(1) The intent of this Chapter is to ensure that new development pays a proportionate share of the cost of city parks and recreation, fire, police, municipal government and transportation capital facilities.

(2) It is the intent of this Chapter that the impact fees imposed on new development are no greater than necessary to defray the impacts directly related to proposed new development.

(3) Nothing in this Chapter shall restrict the City from requiring an applicant for a development approval to construct reasonable capital facility improvements designed and intended to serve the needs of the applicant's project, whether or not such capital facility improvements are of a type for which credits are available under §21.11.010(g), *Credits.*

(e) Definitions.

For the purposes of this chapter, the following terms shall have the following meanings:

(1) *Planning Clearance.* A planning clearance issued by the Director permitting the construction of a building or structure within the City of Grand Junction.

(2) *Capital facilities.* Any improvement or facility that: a) Is directly related to any service that the City is authorized to provide; b) Has an estimated useful life of five years or longer; and c) Is required by the Charter, ordinances or policy of the City pursuant to a resolution or ordinance.

(3) *Commencement of impact-generating development.* Commencement of impact-generating development occurs upon either:

(i) The submittal of a complete application for the development of a non-residential development or multi-family for rent development for which construction commences on or before two years from the date of complete application submittal, or

(ii) *Planning Clearance for residential uses intended for fee simple ownership such as single family homes, townhomes or condominiums.*

(4) *Development.* Any construction or expansion of a building, structure, or use, any change in use of a building or structure, or any change in the use of land, which creates additional demand for parks and recreation, fire, police and municipal government capital facilities.

(5) *Development approval.* Any final approval of an application for a rezoning, an approved Planned Development Ordinance, conditional use permit, subdivision, development or site plan, planning clearance, planning clearance or similar application for new construction.

(6) *Fee payer.* A person commencing impact-generating development who is obligated to pay an impact fee in accordance with the terms of this chapter.

(7) *Fee schedule or impact fee schedule.* The impact fees for Police, Fire, Municipal Facilities, Parks and Recreation and Transportation established by this chapter. The impact fee schedule is set forth in the Fee Schedule to this chapter and is incorporated herein by reference.

(8) *Impact fee study.* The study entitled *City of Grand Junction, Colorado 2019 Impact Fee Study*, prepared by TischlerBise dated August 8, 2019 and/or the study entitled *Transportation Impact Fee Study* by Duncan Associates dated November 2019 with Minor Revisions February 28, 2019.

(9) *Independent Fee Calculation Study.* A study prepared by a fee payer, calculating the cost of parks and recreation capital facilities, fire capital facilities, police capital facilities and municipal government capital facilities required to serve the fee payer's proposed development, that is performed on an average cost (not marginal cost) methodology, uses the level of service standards, service units and unit construction costs stated in the impact fee study, and is performed in compliance with any criteria for such studies established by this chapter.

(10) *Level of service (LOS).* A measure of the relationship between service capacity and service demand for capital facilities.

(11) *Floor area.* The total finished square footage of all levels included within the outside walls of a building or portion thereof, but excluding courts, garages having no habitable area, uninhabitable areas that are located above the highest habitable level, or uninhabitable areas that are located below the first floor level.

(12) *Successor-in-interest.* A person, as defined by this chapter, who is conveyed a fee simple interest in land for which an impact fee is paid or a credit is approved pursuant to the terms of this chapter.

For the purposes of this chapter, site-related improvements such as minimum street improvements, local street improvements and safety improvements shall not constitute transportation capital facilities.

(f) Development impact fees to be imposed.

(1) *Fee obligation, payment and deposit.*

(i) *Obligation to pay and time of payment. Commencing January 1, 2020,* any person who causes the commencement of impact-generating development, except those exempted pursuant to §21.11.010(f)(2), *Exemptions*, shall be obligated to pay impact fees pursuant to the terms of this chapter. The obligation to pay the impact fees shall run with the land. The amount of the impact fees shall be determined in accordance with §21.11.010(f)(3), Calculation of amount of impact fees and the Fee Schedule in effect at the time of issuance of a planning clearance and paid to the Director at the time of issuance of a planning clearance. If any credits are due pursuant to §21.11.010(h), *Credits*, those shall be determined prior to the issuance of a planning clearance and payment of the impact fees.

(ii) Fees promptly deposited into accounts. All monies paid by a fee payer pursuant to this chapter shall be identified as impact fees and shall be promptly deposited in the appropriate impact fee trust accounts established and described in §21.11.010(h), *Impact fee trust accounts.*

(iii) *Extension of previously issued development approval.* If the fee payer is applying for an extension of a development approval issued *prior to January 1, 2020*, the impact fees required to be paid shall be the net increase between the impact fees applicable at the time of the current permit extension application and any impact fees previously paid pursuant to this chapter, and shall include any impact fees established subsequent to such prior payment.

(iv) *Fee based on approved development.* If the planning clearance is for less floor area than the entire development approved *pursuant* to the development approval, the fee shall be computed separately for the floor area of development covered by the planning clearance, and with reference to the use categories applicable to such development covered by the planning clearance.

(v) *Permit for change in use, expansion, redevelopment, modification.* If the fee payer is applying for a planning clearance to allow for a change of use or for the expansion, redevelopment, or modification of an existing development, the impact fees required to be paid shall be based on the net increase in the impact fees for the new use as compared to the previous use and actual fee paid for the previous use, and shall include any impact fees established subsequent to such prior payment.

(vi) *Prior conditions and/or agreements.* Any person who prior to January 1, 2020 has agreed in writing with the City, as a condition of permit approval, to pay an impact fee shall be responsible for the payment of the impact fees under the terms of such agreement, and the payment of the impact fees may be offset against any impact fees due pursuant to the terms of this chapter.

(2) *Exemptions.* The following types of development shall be exempted from payment of impact fees. Any claim for exemption shall be made no later than the time when the applicant applies for the first planning clearance. Any claim for exemption not made at or before that time shall be waived. The Director shall determine the validity of any claim for exemption pursuant to the standards set forth below.

(i) *Replacing existing residential unit with new unit.* Reconstruction, expansion, alteration or replacement of a previously existing residential unit that does not create any additional residential units.

(ii) *New impact-generating development creates no greater demand than previous development.* New impact-generating *development* that the fee payer can demonstrate will create no greater demand over and above that produced by the existing use or development.

(iii) *Building after fire or other catastrophe.* Rebuilding the same amount of floor space of a structure that was destroyed by fire or other catastrophe.

(iv) *Accessory structures.* Construction of unoccupied accessory structures related to a residential unit.

(v) *Previous payment of same amount of impact fees.* Impact-generating development for which an impact fee was previously paid in an amount that equals or exceeds the impact fee that would be required by this chapter.

(vi) *Government.* Development by the federal government, the state, school district, County or the city.

(vii) *Complete development application approved prior to effective date of chapter.* For development for which a complete application for a planning clearance was approved prior to January 1, 2020; and for non-residential and multi-family development for which a complete application was submitted prior to January 1, 2020 so long as construction commences by January 1, 2022. For the purposes of this chapter, a development application shall not be considered complete unless and until (a) all the required information and submittal materials required by all relevant city ordinances, resolutions, rules and regulations are submitted and received by the Director, and (b) the Director has determined the application is complete. The decision of the Director with respect to completeness is final.

(viii) Small additions and renovations for residential uses. Construction of an addition to an existing dwelling unit of 500 square feet or less, or expansion of finished space for an existing dwelling unit of 500 square feet or less. This exemption shall only be used one time for each dwelling unit and does not apply to accessory dwelling units.

(3) *Calculation of amount of impact fees.*

(i) *Except* for *those* electing to pay impact fees pursuant to §21.11.010(f)(3)(ii), Independent Fee Calculation Study, the impact fees applicable to the impact-generating development shall be as determined by the Impact Fee Schedule, which is hereby adopted and incorporated herein. The Impact Fee Schedules are based on the Impact Fee Studies. It applies to classes of land uses within the City, differentiates between types of land uses, and is intended to defray the projected impacts caused by proposed new development on city capital facilities. The determination of the land use category(ies) in the Impact Fee Schedules that are applicable to impact-generating development shall be made by the Director with reference to the Impact Fee Studies and the methodologies therein; the then-current edition of the ITE Trip Generation Manual, published by the Institute of Traffic Engineers; the City zoning and development code; the then-current land use approvals for the development; and any additional criteria set forth in duly promulgated administrative rules.

(A) *Annual adjustment of impact fees to reflect effects of inflation.* The Impact Fee Schedule, shall be adjusted annually and/or bi-annually consistent with the Impact Fee Schedule . Commencing on January 1, 2023, and on January 1 of each subsequent year each impact fee amount set forth in Impact Fee Schedule shall be adjusted for inflation, as follows,

(1) For transportation impact fees, the fees shall be adjusted for inflation based on the latest 10-year average of the Colorado Department of Transportation Construction Cost Index, published quarterly by CDOT.

(2) For Fire, Police, Parks and Municipal Facilities, the fees shall be adjusted for inflation based on the most recent Construction Cost Index published by Engineering News Record.

(3) Adjusted Fees/the adjusted Impact Fee Schedule shall become effective immediately upon calculation and certification by the City Manager and shall not require additional action by the City Council to be effective.

(B) *Impact-generating development not listed in the Impact Fee Schedule.* If the proposed impact-generating development is of a type not listed in the Impact Fee Schedule, then the impact fees applicable are those of the most nearly comparable type of land use. The determination of the most nearly comparable type of land use shall be made by the Director with reference to the impact fee study and City code.

(C) *Mix of uses.* If the proposed impact-generating development includes a mix of those uses listed in the Impact Fee Schedule, then the impact fees shall be determined by adding the impact fees that would be payable for each use as if it was a freestanding use pursuant to the Impact Fee Schedule.

(ii) *Independent Fee Calculation Study.* In lieu of calculating the amount(s) of impact fees by reference to the Impact Fee Schedule, a fee payer may request that the amount of the required impact fee be determined by reference to an Independent Fee Calculation Study.

(A) *Preparation of Independent Fee Calculation Study.* If a fee payer requests the use of an Independent Fee Calculation Study, the fee payer shall be responsible for retaining a qualified professional (as determined by the Director) to prepare the Independent Fee

Calculation Study that complies with the requirements of this chapter, at the fee payer's expense.

(B) *General* parameters *for Independent Fee Calculation Study.* Each Independent Fee Calculation Study shall be based on the same Level of Service standards and unit costs for the capital facilities used in the impact fee study, and shall document the relevant methodologies and assumptions used.

(C) Procedure.

(1) An Independent Fee Calculation Study shall be initiated by submitting an application to the Director together with an application fee to defray the costs associated with the review of the Independent Fee Calculation Study.

(2) The Director shall determine if the application is complete. If it is determined the application is not complete, a written statement outlining the deficiencies shall be sent by mail to the person submitting the application. The Director shall take no further action on the application until it is complete.

(3) When it is determined the application is complete, the application shall be reviewed by the Director and a written decision rendered on whether the impact fees should be modified, and if so, what the amount should be, based on the standards in §21.11.010(g)(1), *Standards.*

(D) Standards. If, on the basis of generally recognized principles of impact analysis, the Director determines the data, demand information and assumptions used by the applicant to calculate the impact fees in the Independent Fee Calculation Study more accurately measures the proposed impact-generating development's impact on the appropriate capital facilities, the impact fees determined in the Independent Fee Calculation Study shall be deemed the impact fees due and owing for the proposed development. The fee adjustment shall be set forth in a fee agreement. If the Independent Fee Calculation Study fails to satisfy these requirements, the impact fees applied shall be the impact fees established in the Impact Fee Schedule.

(g) Credits.

(1) *Standards.*

(i) *General.* Any person causing the commencement of impact-generating development may apply for credit against impact fees otherwise due, up to but not exceeding the full obligation of impact fees proposed to be paid pursuant to the provisions of this chapter, for any contributions or construction (as determined appropriate by the Director) accepted in writing by the City for capital facilities. Credits against impact fees shall be provided only for that impact fee for which the fee is collected.

(ii) *Valuation of credits.*

(A) *Construction.* Credit for construction of capital facilities shall be valued by the City based on complete engineering drawings, specifications, and construction costs estimates submitted by the fee payer to the City. The Director shall determine the amount of credit due, if any, based on the information submitted, or, if he/she determines the information is inaccurate or unreliable, then on alternative engineering or construction costs determined by and acceptable to the Director.

(B) *Contributions.* Contributions for capital facilities shall be based on the value of the contribution or payment at the time it is made to the City.

(iii) *When credits become effective.*

(A) *Construction.* Credits for construction of capital facilities shall become effective after the credit is approved pursuant to this chapter, a written credit agreement is entered into and a) all required construction has been completed and has been accepted by the City b) suitable maintenance and financial warranty has been received and approved by the City, and c) all design, construction, inspection, testing, financial warranty, and acceptance procedures have been completed in compliance with all applicable city requirements. Approved credits for the construction of capital facilities may become effective at an earlier date if the fee payer posts security in the form of an irrevocable letter of credit, escrow agreement, or cash and the amount and terms of such security are acceptable by the City Manager. At a minimum, such security must be in the amount of the approved construction credit plus 20 percent, or an amount determined to be adequate to allow the City to construct the capital facilities for which the credit was given, whichever is higher.

(B) *Contribution.* Credits for contributions for capital facilities shall become effective after the credit is approved in writing pursuant to this chapter, a credit agreement is entered into and the contribution is made to the City in a form acceptable to the City.

(iv) *Transferability of credits.* Credits for contributions, construction or dedication of land shall be transferable within the same development and for the same capital facility for which the credit is provided, but shall not be transferable outside the development. Credit may be transferred pursuant to these terms and conditions by a written instrument, to which the City is a signatory that clearly identifies which credits issued under this chapter are to be transferred. The instrument shall be signed by both the transferor and transferee, and the document shall be delivered to the Director for registration of the change in ownership. If there are outstanding obligations under a credit agreement, the City may require that the transferor or transferee, or both (as appropriate) enter into an amendment to the credit agreement to assure the performance of such obligations.

(v) *Total amount of credit.* The total amount of the credit shall not exceed the amount of the impact fees due for the specific facility fee (eg. Fire, Police, Parks).

(vi) *Capital contribution front-ending agreement.* The City may enter into a capital contribution front-ending agreement with any developer who proposes to construct capital facilities to the extent the fair market value of the construction of these capital facilities exceed the obligation to pay impact fees for which a credit is provided pursuant to this chapter. The capital contribution front-ending agreement shall provide proportionate and fair share reimbursement linked to the impact-generating development's use of the capital facilities constructed.

(2) *Procedure.*

(i) *Submission of application.* In order to obtain a credit against impact fees, the fee payer shall submit an offer for contribution or construction. The offer shall be submitted to the Director, and must specifically request a credit against impact fees.

(ii) *Contribution Offer contents.* The offer for contribution credit shall include the following:

(A) *Construction.* If the proposed credit involves construction of capital facilities:

(1) The proposed plan for the specific construction certified by a duly qualified and licensed Colorado engineer.

(2) The projected costs for the suggested improvement, which shall be based on local information for similar improvements, along with the construction timetable for the completion thereof. Such estimated costs may include the costs of construction or reconstruction, the costs of all labor and materials, the costs of all lands, property, rights, easements and franchises acquired, financing charges, interest prior to and during construction and for one year after completion of construction, costs of plans and specifications, surveys of estimates of costs and of revenues, costs of professional services, and all other expenses necessary or incident to determining the feasibility or practicability of such construction or reconstruction;

(3) A statement made under oath of the facts that qualify the fee payer to receive a contribution credit.

(B) *Contribution.* If the proposed offer involves a credit for any contribution for capital facilities, the following documentation shall be provided:

(1) A copy of the planning clearance for which the contribution was established;

(2) If payment has been made, proof of payment; or

(3) If payment has not been made, the proposed method of payment.

(iii) *Determination of completeness.* The Director shall determine if the application is complete. If it is determined that the proposed application is not complete, the Director shall send a written statement to the applicant outlining the deficiencies. No further action shall be taken on the application until all deficiencies have been corrected.

(iv) *Decision.* The Director shall determine if the offer for credit is complete and if the offer complies with the standards in §21.11.010(g)(1) *Standards.*

(3) *Credit agreement*. If the offer for credit is approved by the Director, a credit agreement shall be prepared and signed by the applicant and the City Manager. The credit agreement shall provide the details of the construction or contribution of capital facilities, the time by which it shall be dedicated, completed, or paid, and the value (in dollars) of the credit against the impact fees the fee payer shall receive for the construction or contribution.

(4) *Accounting of credits.* Each time a request to use approved credits is presented to the City, the Director shall reduce the amount of the impact fees, and shall note in the City's records and the credit agreement the amount of credit remaining, if any.

(h) Impact fee trust accounts.

(1) *Establishment of trust accounts.*

(i) *Establishment of trust accounts.* For the purpose of ensuring impact fees collected pursuant to this Chapter are designated for the mitigation of capital facility impacts reasonably attributable to new impact-generating development that paid the impact fees.

(ii) *Establishment of accounts.* Impact fees shall be deposited into five (5) accounts: transportation, parks and recreation, capital facilities, fire capital facilities, police capital facilities, and municipal government capital facilities accounts.

(2) *Deposit and management of accounts.*

(i) *Managed in conformance with CRS 29-1-801 et. seq.* The impact fee accounts shall be maintained as interest bearing and shall be managed in conformance with CRS 29-1-801 et. seq.

(ii) *Immediate deposit of impact fees in appropriate account.* All impact fees collected by the City pursuant to the Chapter shall be promptly deposited into the appropriate account.

(iii) *Interest earned on trust account monies.* Any impact Fees not immediately expended shall be deposited in interest-bearing accounts. Interest earned on monies in the accounts shall be considered part of such account, and shall be subject to the same restrictions on use applicable to the impact fees deposited in such account.

(iv) *Income derived retained in accounts until spent.* All income derived from the deposits shall be retained in the accounts until spent pursuant to the requirements of this chapter.

(v) *Expenditure of impact fees.* Monies in each account shall be considered to be spent in the order collected, on a first-in/first-out basis.

(i) Expenditure of impact fees.

(1) *Capital facilities impact fees.* The monies collected from each capital facilities impact fee shall be used only to acquire or construct capital facilities within the city.

(2) *No monies spent for routine maintenance, rehabilitation or replacement of capital facilities.* No monies shall be spent for periodic or routine maintenance, rehabilitation, or replacement of any city transportation capital facilities, parks and recreation, fire, police or municipal government capital facilities.

(3) *No monies spent to remedy deficiencies existing on effective date of chapter.* No monies shall be spent to remedy existing deficiencies in transportation capital facilities, parks and recreation capital facilities, fire capital facilities, police capital facilities, or municipal government capital facilities.

(4) Transportation impact fee monies may be spent for the reconstruction and replacement of existing roads, the construction of new road systems and may be used to pay debt service on any portion of any current or future general obligation bond or revenue bond issued after July 6, 2004, and used to finance major road system improvements.

(j) Refund of impact fees paid.

(1) *Refund of impact fees not spent or encumbered in ten years.* A fee payer or the fee payer's successor-in-interest may request a refund of any impact fees not been spent or encumbered within ten years from the date the fee was paid, along with interest actually earned on the fees. Impact fees shall be deemed to be spent on the basis of the first fee collected shall be the first fee spent.

(2) *Procedure for refund.* The refund shall be administered by the Director, and shall be undertaken through the following process:

(i) *Submission of refund application.* A fee payer or successor in interest shall submit within one year following the end of the 10th year from the date on which the planning clearance was issued for which a refund is requested. The refund application shall include the following information:

(A) A copy of the dated receipt issued for payment of the impact fee;

(B) A copy of the planning clearance; and

(ii) *Determination of completeness.* The Director shall determine if the refund application is complete. If the application is not complete, the Director shall mail the applicant a written statement outlining the deficiencies. The Director shall take no further action on the refund application until it is complete.

(iii) *Decision on refund application.* When the refund application is complete, it shall be reviewed and approved if the Director determines a fee has been paid which has not been spent within the 10-year period. The refund shall include the fee paid plus interest actually earned on the impact fee.

(3) *Limitations.*

(i) *Expiration of planning clearance without possibility of extension.* If a fee payer has paid an impact fee required by this chapter and obtained a planning clearance, and the planning clearance for which the impact fee was paid later expires without the possibility of further extension, then the fee payer or the fee payer's successor-in-interest may be entitled to a refund of the impact fee paid, without interest. In order to be eligible to receive a refund of impact fees pursuant to this subsection, the fee payer or the fee payer's successor-in-interest shall be required to submit an application for such refund to the Director within 30 days after the expiration of the planning clearance for which the fee was paid. If a successor-in-interest claims a refund of impact fee, the City may require written documentation that such rights have been conveyed to the claimant. If there is uncertainty as to the person to whom the refund is to be paid, or if there are conflicting demands for such refund, the City Attorney may interplead such funds.

(ii) *No refund if project demolished, destroyed, altered, reconstructed or reconfigured.* After an impact fee has been paid pursuant to this chapter, no refund of any part of such fee shall be made if the development for which the impact fee was paid is later demolished, destroyed, or is altered, reconstructed, reconfigured, or changed in use so as to reduce the size or intensity of the development or the number of units in the development.

(k) Low-Moderate Income Housing.

In order to promote the provision of low-moderate income housing in the City, the City Council may agree in writing to pay some or all of the impact fees imposed on a proposed low or moderate income housing development by this chapter from other unrestricted funds of the City. Payment of impact fees on behalf of a fee payer shall be at the discretion of the City Council and may be made pursuant to goals and objectives adopted by the City Council to promote housing affordability.

(l) *Administration, Appeals and Updates of determination or decision of Director to City Manager.*

(1) Review every seven years. The impact fees described in this chapter and the administrative procedures of this chapter shall be reviewed at least once every seven years by the City Manager to ensure that a) the demand and cost assumptions underlying the impact fees are still valid, b) the resulting impact fees do not exceed the actual costs of constructing capital facilities that are of the type for which the impact fees are paid and that are required to serve new impact-

generating development, c) the monies collected or to be collected in each impact fee accounts have been and are expected to be spent for capital facilities for which the impact fees were paid, and d) the capital facilities for which the impact fees are to be used will benefit the new development paying the impact fees.

(2) Appeal.

(i) Any determination or decision made by the Director under this chapter may be appealed to the City Manager by filing with the City Manager within 30 days of the determination or decision for which the appeal is being filed: (1) a written notice of appeal on a form provided by the City Manager, (2) a written explanation of why the appellant feels the determination or decision is in error, and (3) an appeal fee established by the city.

(ii) *City Manager review.* The City Manager shall fix a time and place for hearing the appeal, and shall mail notice of the hearing to the appellant at the address given in the notice of appeal. The hearing shall be conducted at the time and place stated in the notice given by the City Manager. At the hearing, the City Manager shall consider the appeal and either affirm or modify the decision or determination of the Director based on the relevant standards and requirements of this chapter. The decision of the City Manager shall be final.

(3) Administrative *rules.* The City Manager and Director, and their respective designees may from time to time establish written administrative rules, not inconsistent with the provisions of this chapter, to facilitate the implementation of this chapter as provided in GJMC 2.12.010. Without limiting the foregoing, the Director is authorized to establish written administrative rules, not inconsistent with the provisions of this chapter, for use in the determination of the land use category(ies) in the Impact Fee Schedule that is applicable to impact-generating development. All administrative rules adopted pursuant hereto shall be published in written form and copies thereof maintained in the offices of the Director and City Clerk. Administrative rules adopted pursuant hereto and a copy of such rules shall be made available without charge to fee payers and other persons requesting a copy thereof.

IMPACT FEE SCHEDULE

FIRE, POLICE, PARKS AND RECREATION, AND MUNICIPAL FACILITIES IMPACT FEE SCHEDULE

	Land Use Type	Unit	Current Fees	Jan 1 2020 33%	Jan 1 2021 66%	Jan 1 2022 100%
Residential	Single Family					
	Fire	Dwelling	$0	$234	$469	$710
	Police	Dwelling	$0	$101	$201	$305
	Parks and Recreation	Dwelling	$225	$680	$1,136	$1,605
	Municipal Services	Dwelling	$0	$259	$518	$785
	Multi-Family					
	Fire	Dwelling	$0	$154	$308	$467
	Police	Dwelling	$0	$66	$132	$200
	Parks and Recreation	Dwelling	$225	$499	$773	$1,055
	Municipal Services	Dwelling	$0	$170	$341	$516
Commercial & Industrial	Retail/Commercial					
	Fire	1,000 sf	$0	$161	$323	$489
	Police	1,000 sf	$0	$68	$136	$206
	Parks and Recreation	1,000 sf	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$155	$311	$471
	Office/Institutional					
	Fire	1,000 sf	$0	$63	$126	$191
	Police	1,000 sf	$0	$27	$53	$81
	Parks and Recreation	1,000 sf	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$197	$395	$598
	Industrial					
	Fire	1,000 sf	$0	$22	$44	$66
	Police	1,000 sf	$0	$9	$18	$28
	Parks and Recreation	1,000 sf	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$77	$154	$234
	Warehousing					
	Fire	1,000 sf	$0	$11	$22	$34
	Police	1,000 sf	$0	$5	$9	$14
	Parks and Recreation	1,000 sf	$0	$0	$0	$0
	Municipal Services	1,000 sf	$0	$23	$46	$69

IMPACT FEE SCHEDULE
TRANSPORATION IMPACT FEE SCHEDULE

Land Use Type	Unit	Jan 1 2020 16.7%	July 1 2020 33%	Jan 1 2021 50%	July 1 2021 67%	Jan 1 2022 83%	July 1, 2022 100%
All Multi-Family	Dwelling	$ 1,893	$ 2,016	$ 2,140	$ 2,263	$ 2,387	$ 3,252
<1,250 sq.ft of living area	Dwelling	$ 2,612	$ 2,670	$ 2,729	$ 2,787	$ 2,845	$ 3,252
1,250 to 1,649 sq.ft of living area	Dwelling	$ 2,794	$ 3,033	$ 3,273	$ 3,513	$ 3,753	$ 5,430
1,650 to 2,299 sq.ft of living area	Dwelling	$ 2,868	$ 3,181	$ 3,495	$ 3,809	$ 4,123	$ 6,318
2,300 or more of living area	Dwelling	$ 3,053	$ 3,552	$ 4,050	$ 4,549	$ 5,048	$ 8,538
Mobile Home/RV Park	Pad	$ 1,476	$ 1,667	$ 1,859	$ 2,050	$ 2,242	$ 3,583
Hotel/Motel	Room	$ 2,555	$ 2,703	$ 2,851	$ 2,999	$ 3,147	$ 4,183
Retail/Commercial/Restaurant	1,000 sf	$ 4,527	$ 4,864	$ 5,202	$ 5,540	$ 5,877	$ 8,240
Convenience Commercial (gas/drive thru)s	1,000 sf	$ 7,360	$ 8,360	$ 9,361	$ 10,362	$ 11,363	$ 18,365
Office	1,000 sf	$ 3,436	$ 3,732	$ 4,027	$ 4,323	$ 4,618	$ 6,685
Institutional/Public	1,000 sf	$ 1,194	$ 1,239	$ 1,284	$ 1,329	$ 1,374	$ 1,688
Industrial	1,000 sf	$ 1,882	$ 1,900	$ 1,918	$ 1,935	$ 1,953	$ 2,078
Warehouse	1,000 sf	$ 1,286	$ 1,244	$ 1,201	$ 1,159	$ 1,117	$ 1,075

Delete Strikethrough Text, Add Underlined Text [Parks and Open Space]

21.11.020 Public and private parks and open spaces.

(a) ~~**Public Parks and Open Space Fee Required.**~~

~~(1) For all new residential development requiring rezoning, subdivision and/or planned development approval or site plan review, the owner shall pay into the City escrow fund for parks and open space acquisition and development that amount determined by the City to be necessary or required to defray the cost of and provide parks and open space.~~

~~(2) The dedication of land and/or the payment of the cash equivalent will enable the City to provide parks in the proper location and of the proper size to serve the citizens of the City. This regulation is also adopted to help discourage the proliferation of small parcels, tracts and out lots that are ostensibly created as open space and/or parks but are not sized, maintained or otherwise functional sites.~~

~~(3) For subdivisions, the open space fee is required and payable at the time of platting, when applicable. For all other reviews, the open space fee is required to be paid before the issuance of a planning clearance. For the purposes of this section only, "development" shall mean construction of one or more dwelling unit.~~

~~(4) Private open space and/or recreational area in any development, or outdoor living area required in a multifamily development, shall not be a substitute for the required open space fee, park impact fee or land dedication.~~

~~(5) The parks impact fee shall be as adopted by City Council by resolution.~~

~~(6) The parks impact fee shall not be waived or deferred for any development. The open space fee/dedication is discretionary, as provided for herein.~~

(a) **Open Space Dedication.**

(1) The owner of any residential development of 10 or more lots or dwelling units shall dedicate 10 percent of the gross acreage of the property or the equivalent of 10 percent of the value of the property. The decision as to whether to accept money or land as required by this section shall be made by the Director. Subdivisions with less than 10 lots or residential dwelling units are not required to dedicate 10 percent of the gross acreage of the property or the equivalent of 10 percent of the value of the property unless the developer or owner owns land adjacent to the proposed subdivision, in which case the Planning Commission shall determine the open space requirement.

(2) For any residential development required to provide open space, the owner shall hire an MAI appraiser to appraise the property. For purposes of this requirement, the property

shall be considered the total acreage notwithstanding the fact that the owner may develop or propose to develop the property in filings or phases.

(3) The appraiser's report shall be submitted to the City for purposes of determining fair market value and otherwise determining compliance with this section. The owner shall pay all costs of the appraisal. The owner waives any privilege and/or protection that may exist or be asserted to exist over the details of the appraisal. The appraisal is and shall be considered by the City as an open record under the Colorado Open Records Act.

(4) The required dedication and/or payment shall be subject to and made in accordance with this code. The City Council may accept the dedication of land in lieu of payment so long as the fair market value of the land dedicated to the City is not less than 10 percent of the value of the property.

(5) As part of any project approval, the owner shall dedicate, at no cost to the City, public trails, rights-of-way and waterfront greenbelts/access as designed on and as needed to implement adopted plans of the City. If such dedication is claimed to exceed constitutional standards, the owner shall so inform the City Attorney who, if he agrees, shall ask the City Council to pay a fair share of the value of such dedication or waive all or part of such required dedication.

(6) For creation of a homeowners' association, each subdivision of five or more lots shall record covenants which shall contain provisions for assessments, liens and enforcement of maintenance of all private open space areas and provisions for enforcement by and reimbursement to the City should the homeowners' association fail to maintain the areas properly and the City elects to do so.

(7) For subdivisions, the land dedication or open space fee is required and payable at the time of platting, when applicable. [moved from section 21.06.020(a)(3)]

(8) Private open space and/or recreational area in any development, or outdoor living area required in a multifamily development, shall not be a substitute for the required ~~open space fee~~, ~~park impact fee or~~ land dedication. [moved from section 21.06.020(a)(4)]

Delete Strikethrough Text, Add Underlined Text [Transportation Impact Payments/Infrastructure Standards]

21.11.030 Infrastructure standards.

(a) **General.**

(1) Public Improvements. The improvements described in this section must be built by the applicant and constructed in accordance with adopted standards, unless otherwise indicated. ~~The applicant/developer shall either complete construction of all such improvements (in this section "infrastructure") prior to final City approval (such as a subdivision plat) or shall execute a development improvements agreement.~~ No improvements shall be made until the following required plans, profiles and specifications have been submitted to, and approved by, the City:

(i) Roads, streets and alleys;

(ii) Street lights and street signs for all street intersections;

(iii) Sanitary sewer pipes and facilities;

(iv) Fire hydrants and water distribution system and storage;

(v) Storm drainage system;

(vi) Irrigation system;

(vii) Right-of-way landscaping;

(viii) Other improvements and/or facilities as may be required by changing technology and the approval process;

(ix) Permanent survey reference monuments and monument boxes (see § 38-51-101 C.R.S.).

(2) Guarantee of Public Improvements. No development shall be approved until the City has accepted constructed infrastructure or the developer has executed a development improvements agreement <u>and provided</u> ~~along with~~ adequate security (see GJMC 21.02.070(m)).

<u>(3) No planning clearance for any use or activity shall be issued until minimum street improvements have been constructed, paid for or adequately secured.</u>

<u>(4)</u> City Participation. The City may elect to require the developer to coordinate construction with the City as required in this chapter. ~~If the developer, in order to provide~~

~~safe access and circulation, must build or improve an arterial or collector street, the City may choose to participate in paying for a portion of the costs of paving these streets, including engineering, site preparation, base and pavement mat.~~

(b) **Streets, Alleys, Trails and Easements.**

(1) Design Standards.

(i) Streets, alleys, sidewalks, trails and bike paths shall be designed and constructed in accordance with applicable City standards also known as Transportation Engineering Design Standards (TEDS).~~, including Street and alley layouts shall conform to adopted street plans and other policies, as well as~~ TEDS ~~(GJMC Title~~ 29~~).~~

(ii) No owner or developer shall propose a site design or plan which could result in the applicant controlling access to a street, alley or right-of-way.

(ii) Easements shall be provided as required for improvements and utilities. Alleys may be used for placement of utilities and infrastructure~~. may be used~~.

(iv) If needed to provide safe and adequate access and circulation for residents, visitors, users and occupants, the applicant shall provide off-site infrastructure.

(v) Each project with one or more buildings (except detached dwellings) shall provide paved pedestrian walkway/sidewalk connections to nearby rights-of-way. Said connections shall be separate from parking and driveway areas.

~~(vi) Dedications required by subsection (b)(1)(iii) of this section shall be at no cost to the City. Dedications shall not be eligible for or require a refund or TCP credit.~~

(2) ~~Transportation Capacity Payment (TCP) and Right-of-Way~~ Right of Way Dedication

(i) A developer shall dedicate to the City such rights-of-way (i.e. streets, sidewalks, trails, bicycle paths and easements) needed to serve the project in accordance with~~:(A)~~ the ~~adopted Functional Classification Map and~~ Grand Junction Circulation Plan, as amended. ~~from time to time~~.

(ii) Required right-of-way dedications shall be at no cost to the City. Such dedications shall not be eligible for transportation impact fee credit.

(3) Required Improvements.

(i) The developer shall ~~pay to the City a transportation capacity payment (TCP) and~~ construct ~~right-of-way improvements considered~~ minimum street improvements, local streets, alleys, sidewalks, trails and bike paths ~~as minimum street access improvements as well as improvements necessary for the safe ingress and/or egress of traffic to the development,~~ as required by the Code. ~~Director.~~ The type of improvements and required design (i.e. cross sections) shall be those provided in TEDS.

~~(a) (ii) The Director may require that the developer pay for and/or construct improvements necessary for the safe ingress and/or egress of traffic to the development. Those improvements are defined as minimum street access improvements.~~ Minimum street improvements shall be those required for the safe ingress and egress of traffic to and from the development and include the design and construction of all streets internal to and fronting a development that are designated as Local or Unclassified in the Grand Junction Circulation Plan. ~~defined by the most recent version of the City's growth and development related street policy and/or TEDS (GJMC Title 29). The growth and development related street policy shall be reviewed by City staff and adopted periodically by Council resolution.~~

(b) Any unbuilt street that is designated in the Grand Junction Circulation Plan as a Collector or Arterial and is internal to the development shall be constructed to a Local street standard by the developer.
   a. The City may require the developer based on the City's Circulation Plan and input from the Public Works Director to design and construct the street to a Collector or Arterial standard, thereby requiring the oversizing of streets.
   b. When oversizing is required, the developer may be eligible for a city cost-share agreement in the differential amount between the required Local street improvement and the required Collector or Arterial street improvement

(c) All streets connecting the existing street network to the development shall be at least 20 feet wide, serve the development's traffic demands, meet the Fire Code, and designed structurally to meet fire equipment load requirements.

(ii) Commencing January 1, 2021, The developer shall construct improvements necessary for the safe ingress and/or egress of traffic to the development, as required by the Director.

(a) To achieve safe ingress and/or egress, if turn lanes to and from the development are warranted based on a Traffic Impact Study, the developer will be responsible for the design and construction of said lanes.

(b) Where a safety improvement is for the benefit of a development but will benefit other future developments, the developer may request the City to provide a reimbursement agreement for a period of up to 20 years to recapture a portion of the improvement costs based on a proportionate usage of the improvement as determined by an approved traffic study. The developer may request extension of the reimbursement agreement term.

~~(ii) The Director may require that the developer pay for and/or construct improvements necessary for the safe ingress and/or egress of traffic to the development. Those improvements are defined as minimum street access improvements. Minimum street access improvements shall be defined by the most recent version of the City's growth and development related street policy and/or TEDS (GJMC Title 29). The growth and development related street policy shall be reviewed by City staff and adopted periodically by Council resolution.~~

~~(iii) No planning clearance for a planning clearance for any use or activity requiring payment of the TCP shall be issued until the TCP has been paid and minimum street access improvements have been constructed, paid for or adequately secured. as determined by the Director. Adequate security shall be that allowed or required for a development improvement agreement (DIA) under GJMC 21.02.070(m).~~

(iv) ~~The amount of the TCP shall be as set forth annually by the City Council in its adopted fee resolution. The TCP is minimally subject to annual adjustment for inflation based on the Colorado Department of Transportation's (CDOT) Construction Cost Index, published quarterly by the CDOT (this information can be found at the Internet site of http://www.coloradodot.info/business/eema/construction-cost-index).~~

(v) ~~The TCP shall be used by the Director to make capital improvements to the transportation facilities in the City in accordance with the City's growth and development related street policy, this section, and other applicable provisions of the Zoning and Development Code~~.

~~(A) To pay debt service on any portion of any current or future general obligation bond or revenue bond issued after July 6, 2004, and used to finance major road system improvements.~~

~~(B) For the reconstruction and replacement of existing roads, the construction of new major road systems and improvements and/or for the payment of reimbursable street expenses (as that term is defined from time to time by the City's growth and development related street policy) that are integral to and that add capacity to the street system.~~

~~(C) Traffic capacity improvements do not include ongoing operational costs or debt service for any past general obligation bond or revenue bond issued prior to July 6, 2004, or any portion of any current or future bond issued after July 6, 2004, and not used to finance major road system improvements.~~

~~(D) Capital spending decisions shall be guided by the principles, among others, that TCP funds shall be used to make capacity and safety improvements but not used to upgrade existing deficiencies except incidentally in the course of making improvements; TCP fund expenditures which provide improvements which are near in time and/or distance to the development from which the funds are collected are preferred over expenditures for improvements which are more distant in time and/or distance.~~

~~(E) No TCP funds shall be used for maintenance.~~

~~(F) TCP funds will be accounted for separately but may be commingled with other funds of the City.~~

~~(G) The Director shall determine when and where TCP funds shall be spent:~~

~~a. As part of the two-year budget process.~~

~~b. As required to keep pace with development.~~

~~(H) The TCP shall not be payable if the Director is shown by clear and convincing evidence that at least one of the following applies:~~

~~a. Alteration or expansion of an existing structure will not create additional trips;~~

~~b. The construction of an accessory structure will not create additional trips produced by the principal building or use of the land. A garage is an example of an accessory structure which does not create additional trips;~~

~~c. The replacement of a destroyed or partially destroyed structure with a new building or structure of the same size and use that does not create additional trips;~~

~~d. A structure is constructed in a development for which a TCP fee has been paid within the prior 84 months or the structure is in a development with respect to which the developer constructed street access improvements and the City accepted such improvements and the warranties have been satisfied.~~

~~(vi) If the type of impact-generating development for which a planning clearance is requested is for the expansion, redevelopment or modification of an existing development, the fee shall be based on the net increase in the fee for the new land use type as compared to the previous land use type.~~

~~(vii) In the event that the proposed expansion, redevelopment or modification results in a net decrease in the fee for the new use or development as compared to the previous use or development, the developer may apply for a refund of fees previously paid with the consent of the previous person having made the payment and/or constructed the improvements.~~

~~(viii) A request for a change of use permit that does not propose the expansion of an existing structure shall not require the payment of the TCP. If, however, a request for a change of use permit does propose the expansion of an existing structure, the TCP shall only be applied to the expansion and not the existing structure.~~

~~(ix) For fees expressed per 1,000 square feet, the square footage shall be determined according to gross floor area, measured from the outside surface of exterior walls and excluding unfinished basements and enclosed parking areas. The fees shall be prorated and assessed based on actual floor area, not on the floor area rounded to the nearest 1,000 square feet.~~

~~(x) Any claim for credit shall be made not later than the time of application or request for a planning clearance. Any claim not so made shall be deemed waived. Credits shall not be transferable from one project or development to another nor otherwise assignable or transferable.~~

~~(xi) Minimum street access improvements include street and road improvements required to provide for the safe ingress and egress needs of the development as determined by the Director.~~

> ~~(A) Quality of service for any new development and/or for traffic capacity improvements shall be determined by the Director. The Director shall determine the acceptable quality of service taking into consideration existing traffic, streets and proposed development.~~
>
> ~~(B) Required right-of-way dedications shall be at no cost to the City.~~

~~(xii) Definitions. The following terms and words shall have the meanings set forth for this section:~~

> ~~(A) "Average trip length" means the average length of a vehicle trip as determined by the limits of the City, the distance between principal trip generators and as modeled by the City's, the County's, the State's or MPO's computer program. In the event that the models are inconsistent, the most advantageous to the City shall be used.~~

~~(B) "Convenience store," "hotel/motel," "retail," and other terms contained in and with the meaning set forth in the Trip Generation Manual.~~

~~(C) "Lane-mile" means one paved lane of a right-of-way one mile in length and 14 feet in width, including curb and gutter, sidewalk, storm sewers, traffic control devices, earthwork, engineering, and construction management including inspections. The value of right-of-way is not included.~~

~~(D) "Percentage of new trips" is based on the most current version of the ITE Transportation and Land Development Manual, and the ITE Trip Generation Manual.~~

~~(E) "Unimproved/under-improved floor area" has the meaning as defined in the adopted building codes.~~

~~(xiii) Calculation of Fee.~~

~~(A) Any person who applies for a planning clearance for an impact-generating development shall pay a transportation impact fee in accordance with the most recent fee schedule prior to issuance of a planning clearance. If any credit is due pursuant to subsection (b)(2)(x) of this section, the amount of such credit shall be deducted from the amount of the fee to be paid.~~

~~(B) If the type of impact-generating development for which a planning clearance is requested is not specified on the fee schedule, then the Director shall determine the fee on the basis of the fee applicable to the most nearly comparable land use on the fee schedule. The Director shall determine comparable land use by the trip generation rates contained in the most current edition of the ITE Trip Generation Manual.~~

~~(C) In many instances, a building may include secondary or accessory uses to the principal use. For example, in addition to the production of goods, manufacturing facilities usually also have office, warehouse, research and other associated functions. The TCP fee shall generally be assessed based on the principal use. If the applicant can show the Director in writing by clear and convincing evidence that a secondary land use accounts for over 25 percent of the gross floor area of the building and that the secondary use is not assumed in the trip generation for the principal use, then the TCP may be calculated on the separate uses.~~

~~(D) TCP Fee Calculation Study. At the election of the applicant or upon the request of the Director, for any proposed development activity, for a use that is not on the fee schedule or for which no comparable use can be determined and~~

~~agreed to by the applicant and the Director or for any proposed development for which the Director concludes the nature, timing or location of the proposed development makes it likely to generate impacts costing substantially more to mitigate than the amount of the fee that would be generated by the use of the fee schedule, a TCP fee calculation study may be performed.~~

~~(E) The cost and responsibility for preparation of a fee calculation study shall be determined in advance by the applicant and the Director.~~

~~(F) The Director may charge a review fee and/or collect the cost for rendering a decision on such study. The Director's decision on a fee or a fee calculation study may be appealed to the Zoning Board of Appeals in accordance with GJMC 21.02.210(b).~~

~~(G) The TCP fee calculation study shall be based on the same formula, quality of service standards and unit costs used in the impact fee study. The fee study report shall document the methodologies and all assumptions.~~

~~(H) The TCP fee calculation study shall be calculated according to the following formula:~~

~~FEE~~	**=**	**~~VMT x NET COST/VMT x RF~~**
~~VMT~~	=	~~TRIPS x % NEW x LENGTH ÷ 2~~
~~TRIPS~~	=	~~DAILY TRIP ENDS GENERATED BY THE DEVELOPMENT DURING THE WORK WEEK~~
~~% NEW~~	=	~~PERCENT OF TRIPS THAT ARE PRIMARY, AS OPPOSED TO PASSBY OR DIVERTED-LINK TRIPS~~
~~LENGTH~~	=	~~AVERAGE LENGTH OF A TRIP ON THE MAJOR ROAD SYSTEM~~
~~÷ 2~~	=	~~AVOIDS DOUBLE-COUNTING TRIPS FOR ORIGIN AND DESTINATION~~
~~NET COST/VMT~~	=	~~COST/VMT – CREDIT/VMT~~
~~COST/VMT~~	=	~~COST/VMC x VMC/VMT~~
~~COST/VMC~~	=	~~AVERAGE COST TO CREATE A NEW VMC BASED ON HISTORICAL OR PLANNED PROJECTS (FEES SET BY CITY COUNCIL)~~
~~VMC/VMT~~	=	~~THE SYSTEM-WIDE RATIO OF CAPACITY TO DEMAND IN THE MAJOR ROAD SYSTEM (1.0 ASSUMED)~~
~~CREDIT/VMT~~	=	~~CREDIT PER VMT, BASED ON REVENUES TO BE GENERATED BY NEW DEVELOPMENT (FEES SET BY CITY COUNCIL)~~

~~RF~~	=	~~REDUCTION FACTOR ADOPTED BY POLICY (FACTOR SET BY CITY COUNCIL)~~

~~(I) A TCP fee calculation study submitted for the purpose of calculating a transportation impact fee may be based on data information and assumptions that are from:~~

~~a. An accepted standard source of transportation engineering or planning data; or~~

~~b. A local study on trip characteristics performed by a qualified transportation planner or engineer pursuant to an accepted methodology of transportation planning or engineering that has been approved by the Director.~~

(3) Existing Streets

(i) Existing Local ~~Residential~~ Streets.

(a) General. Many areas of the City were developed in the unincorporated areas of Mesa County without modern urban street and drainage facilities. In many such neighborhoods and areas, the existing local ~~residential~~ streets do not have curbs, gutters or sidewalks. ~~Where structures houses are already built on most or all of such lots, the character of the neighborhood is well established.~~ Given that there are no serious safety or drainage problems associated with these local ~~residential~~ streets, there is no current reason to improve these streets or to install curbs, gutters and/or sidewalks. When an owner in one of these ~~well-~~established neighborhoods chooses to subdivide a lot or parcel or an owner in a commercial or industrial area chooses to develop a lot or parcel, unless such improvements are extended off site to connect to a larger system, the new "short runs" of curbing, gutters and/or sidewalks are of little value as drainage facilities or pedestrian ways until some future development or improvement district extends them to other connecting facilities.

(b) ~~The Public Works and Planning Director shall determine the acceptable minimum improvements. (G) If all of the criteria have been met,~~ Instead of constructing ~~requiring these~~ "short run" improvements, the ~~Public Works and Planning~~ owner may apply to the Director to defer full and permanent improvements ("Permanent Improvements") by;

a. Signing an agreement to form ~~may, determine the in his or her discretion a signed agreement from the owner~~ an improvement district for the construction of certain required curb(s), gutter(s), and sidewalk(s) and street improvement(s) ("Temporary Improvements") in lieu of construction at the time of approval of the development application and

b. Constructing, as required by the City, certain temporary curb(s), gutters(s), sidewalk(s), and street improvement(s) required by the City as a condition of approval of the development application. Temporary Improvements shall be constructed with the same materials and to the same standards as required of permanent improvements.

c. The agreement to form an improvement district shall be in a form approved by the City Attorney. The agreement shall run with the land and shall be recorded with the Mesa County Clerk and Recorder.

(c) The Director may defer for a period and on terms established by the Director, residential street improvements if all of the following criteria are met:

a. The development is for three or less residential lots;

b. The zoning or existing uses in the block or neighborhood are residential. The Director shall determine the boundaries of the block or neighborhood, based on topography, traffic patterns, and the character of the neighborhood;

c. The existing local residential street that provides access to the lots or development meets minimum safety and drainage standards, and has a design use of less than 1,000 average daily traffic ("ADT") based on an assumed typical 10 trips per day per residence and the volume is expected to be less than 1,000 ADT when the neighborhood or block is fully developed;

d. At least 80 percent of the lots and tracts in the neighborhood or block are already built upon, so that the street and drainage character is well established;

e. If an existing safety hazard or drainage problem, including pedestrian or bicycle traffic, exists and it can be improved or remedied without the street improvements being built; and

f. There is at least 250 feet from any point on the development to the nearest existing street improvements (on the same side of the street) that substantially comply with the City standard for similar street improvements.

~~(G) If all of the criteria have been met, instead of requiring these "short run" improvements, the Public Works and Planning Director may in his or her discretion accept a signed agreement from the owner to form an improvement district for the construction of curbs, gutters, and sidewalks in lieu of construction. The agreement shall be in a form approved by the City Attorney. The agreement shall run with the land and shall be recorded with the Mesa County Clerk and Recorder.~~

~~(ii) Existing Local Nonresidential Streets. Many commercial and industrial areas of the City were developed in the unincorporated areas of Mesa County without modern urban street and drainage facilities. In many of these areas the existing local nonresidential streets do not have curbs, gutters or sidewalks. Given that there are no serious safety or drainage problems associated with these local nonresidential streets, there is no current reason to improve these streets or to install curbs, gutters and/or sidewalks. When an owner in a commercial or industrial area chooses to develop a lot or parcel, the new "short runs" of curbing, gutters and/or sidewalks are of little value as drainage facilities or pedestrian ways unless the improvements are extended off site to connect to a larger system or until some future development or improvement district extends them to other connecting facilities.~~

~~The Public Works and Planning Director shall determine the acceptable minimum improvements. In order to promote development of infill properties~~

(d) The Director may defer for <u>a period and terms established by the Director,</u> nonresidential street improvements if all of the following criteria have been met:

a. The development is for a single commercial or industrial lot or parcel that does not create a new lot or parcel;
b. The proposed development or use of the lot or parcel must be consistent with the allowed uses and requirements of the current zone district;
c. The lot or parcel size is two acres or less;
d. The lot or parcel does not have more than 500 feet of frontage on the local nonresidential street;
e. If an existing safety hazard or drainage problem, including pedestrian or bicycle traffic, exists and it can be improved or remedied without the local nonresidential street improvements being built; and
f. There is at least 250 feet from any point on the development to the nearest existing street improvements (on the same side of the street) that substantially comply with the City standard for similar local nonresidential street improvements.

~~(G) If all of the criteria have been met, instead of requiring these "short run" improvements, the Public Works and Planning Director may in his or her discretion accept a signed agreement from the owner to form an improvement district for the construction of curbs, gutters and sidewalks in lieu of construction. The agreement shall be in a form approved by the City Attorney. The agreement shall run with the land and shall be recorded with the Mesa County Clerk and Recorder.~~

(4) Public Right-of-Way and Private Parking Lot Use.

(i) No structure, fence, sign, parking lot, detention/retention pond, or other temporary or permanent object or structure shall be constructed, maintained, or erected in any portion of any public right-of-way first obtaining a revocable permit has been issued by the City. The City Engineer or other City official may allow traffic control devices, street signs, public notices, utility poles, lines and street banners consistent with this Code. ~~(see this chapter).~~

(ii) No person shall use, store, display or sell any goods, merchandise or any structure without having first obtained a revocable permit, except that this provision shall not be enforced in a manner which limits unreasonably any person's freedom of speech or assembly.

(iii) No commercial vehicle which exceeds one and one-half tons rated carrying capacity shall be parked in a public right-of-way which abuts any residential zone.

(iv) Parking of an RV or any vehicle for more than 72 hours shall not be allowed in a public right-of-way or on any vacant lot.~~*~~

~~***Code reviser's note** – Ordinance 4833, which amends this subsection (b)(4)(iv), provides, "Sunset Clause. Within sixty days of the third anniversary of the adoption of this ordinance the City Council shall consider the effectiveness of the ordinance at achieving its stated purposes. Without further action by the City Council, the terms and provisions of this ordinance shall expire on the third anniversary of the effective date hereof without subsequent action by the City Council."~~

(6) Street Naming and Addressing System. A street naming system shall be maintained to facilitate the provisions of necessary public services (police, fire, mail), reduce public costs for administration, and provide more efficient movement of traffic. For consistency, this system shall be adhered to on all newly platted, dedicated, or named streets and roads. The Director shall check all new street names for compliance to this system and issue all street addresses. Existing streets and roads not conforming to this system shall be made conforming as the opportunity occurs.

Grand Junction City Council

Regular Session

Item #6.a.

Meeting Date: October 16, 2019

Presented By: Randi Kim, Utilities Director

Department: Utilities

Submitted By: Randi Kim, Utilities Director

Information

SUBJECT:

A Resolution Adopting Plant Investment Fees for Water Utility

RECOMMENDATION:

Staff recommends adopting the fee schedules as presented in the Resolution in accordance with the following implementation schedule:

a. Fee increases will begin January 1, 2020.

b. The City will implement full fees over 3 years in equal increases.

c. After full fee implementation, the fee will increase annually by the Construction Cost Index (CCI) published by the Engineering News Record.

EXECUTIVE SUMMARY:

In July 2018, TischlerBise was contracted to provide recommendation regarding the City's Water Plant Investment Fees. The Plant Investment Fee is intended to recover a share of the capital cost of water system infrastructure. The current Plant Investment Fee was adopted in the early 1990s and has not been adjusted for inflation. TischlerBise recommended that the City adopt Plant Investment Fees adjusted for inflation.

BACKGROUND OR DETAILED INFORMATION:

The City's existing water connection charge of $1,000 for a ¾-inch meter (typical single-family dwelling unit) includes a Plant Investment Fee (PIF) of $300 and a tap fee of $700. The PIF is intended to recover a share of the capital cost of water system infrastructure, while the tap fee is intended to recover the labor and material cost of making the physical connection to the water main and providing the service line.

The current PIF was adopted in the early 1990s and has not been adjusted for inflation. In 2015, the City contracted with Raftelis Financial Consultants, Inc. to conduct a Water Utility Financial Planning Study. One of the objectives of the study was to update the PIF.

Raftelis used the "buy-in" method to update the plant investment fee. This method is based on the concept that existing customers, through rates and other assessments, have developed a valuable water system. A new customer must "buy-in" to this system by making a contribution equal to the amount of equity a similar existing customer has in the system. With system net equity estimated at $69.9 million, Raftelis recommended that the City increase the water PIF to $4,100 in 2016. However, the City decided not to adopt the recommended PIF.

Following a review of the Water PIF in 2019, TischlerBise recommended that the City consider adopting the PIF calculation provided by Raftelis. Adjusted for inflation the FY2019 Water PIF would be $4,480. Because the growth rate in the City Water Service Area has been relatively small, no future expansion of the water treatment facilities or distribution lines is currently planned, though an aggressive capital plan is in place to replace aging infrastructure. Estimated expenditures for capital improvement plans for the water system over the next 10 years total close to $50 million. The increased PIF would be used to help offset the future costs needed to rehabilitate the system.

The Fee Study supports the following Water Connection Fee Schedule, inclusive of PIF and tap fee, across all commonly used meter sizes as follows:

Meter Size (inch)	Maximum Supportable Water Connection Fee	Current Water Connection Fee
3/4 x 5/8	$5,180	$1,000
1	$6,850	$1,250
1.5	$12,580	$2,950
2	$18,520	$4,150
3	$33,360	$9,850
4	$54,480	$18,400
6	$155,632	$28,400

FISCAL IMPACT:

The City's Water Enterprise Fund receives on average revenues of $70,000 from Water

Connection Fees representing about 40 new meter connections per year. At full implementation, the anticipated revenue is estimated at $400,000 per year.

SUGGESTED MOTION:

I move to (adopt/deny) Resolution No. 68-19, a resolution adopting Plant Investment Fees for Water Utility.

Attachments

1. Grand Junction Water PIF Review
2. Water Plant Investment Fee Resolution

TischlerBise
FISCAL | ECONOMIC | PLANNING

4701 Sangamore Road | Suite S240
Bethesda, MD 20816
301.320.6900 | www.tischlerbise.com

MEMORANDUM

TO: Tamra Allen, AICP, Community Development Director
City of Grand Junction, Colorado

FROM: Carson Bise, AICP, TischlerBise, Inc. LCB

DATE: May 21, 2019

SUBJECT: Review of Water Plant Investment Fee

Background

TischlerBise was retained by the City of Grand Junction to prepare an impact fee study for parks/recreation, fire/ems, police, water and wastewater. As part of our project initiation activities, we met with representatives of the City's Utilities Department to discuss existing rates and charges for utilities. This memorandum discusses our review of the City's Water Plant Investment Fees (PIF).

Impact Fee vs. Plant Investment Fee

There is a "grey area" not only in Colorado, but nationally about what is an "impact fee," in relation to utility charges. According to Colorado Revised Statute Section 29-20-104.5, impact fees must be legislatively adopted at a level **no greater than necessary** to defray impacts generally applicable to a broad class of property. The purpose of impact fees is to **defray capital costs directly related** to proposed development. To be funded by impact fees, Section 29-20-104.5 requires that the capital improvements must have a useful life of at least five years. By law, impact fees can only be used for capital improvements, not operating or maintenance costs. Also, **impact fees cannot be used to repair or correct existing deficiencies** in existing infrastructure.

In Colorado (and elsewhere), the term 'impact fee" and "plant investment fee" seem to be used almost interchangeably. This is not unusual. For example, in states where impact fees are not allowed, municipal utilities have assessed "plant investment fees," "system development charges," "connection charges," and "capacity charges" to recoup the cost of 1) providing additional utility capacity, and/or 2) or recoup the cost of the proving excess utility capacity.

The Colorado Supreme Court concluded that a Plant Investment Fee was a legislatively determined service fee, and was not, therefore, subject to the taking's analysis[1], or required to meet the Nollan/Dolan test[2]; instead, the fee merely needed to be "reasonably related to the overall cost of service." The Colorado Supreme Court has also concluded that impact fees fall in the same category.

Water Plant Investment Fee

The City water service area covers 9 square miles and serves a population of just over 27,000 people. The majority of the service area is in the center of the City, and west Orchard Mesa (the Kannah Creek Water Treatment Plant and service area is separate). The rest of the incorporated portions of the City is served by the Ute Water Conservancy District.

There are approximately 9,800 metered water customers in the City's water utility service area. Average day demand can range from 2.7 million gallons per day (MGD) in the winter months to almost 8 MGD in the summer months, due to irrigation needs. The City has 308 miles of water distribution piping. Water is supplied to the City by the Kannah Creek and Whitewater Creek watersheds located on the west edge of the Grand Mesa. There are 17 reservoirs located on top of Grand Mesa plus Juniata and Purdy Mesa reservoirs, which serve as terminal storage.

The City's current Water PIF for a ¾-inch meter is $300 (the City also charges a tap fee based on actual labor and material costs which starts at $700 for a ¾ inch meter). The tap fee is separate from the PIF and is solely intended to recover the cost of City staff making the physical connection to the water main and providing service line (labor and material). Since these tap fees have not increased, they have likely not kept up with the current labor and material costs. According to conversations with City staff, the current Water PIF was adopted prior to 1994 and has not been adjusted for inflation. As part of the City's 2015 Utility Rate Study conducted by Raftelis a Water PIF was calculated, but the City chose to keep the 1994 PIF in place.

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[1]Both state and federal courts have recognized the imposition of impact fees on development as a legitimate form of land use regulation, provided the fees meet standards intended to protect against regulatory takings. Land use regulations, development exactions, and impact fees are subject to the Fifth Amendment prohibition on taking of private property for public use without just compensation. To comply with the Fifth Amendment, development regulations must be shown to substantially advance a legitimate governmental interest.

[2] There is little federal case law specifically dealing with impact fees, although other rulings on other types of exactions (e.g., land dedication requirements) are relevant. In one of the most important exaction cases, the U. S. Supreme Court found that a government agency imposing exactions on development must demonstrate an "essential nexus" between the exaction and the interest being protected (see Nollan v. California Coastal Commission, 1987). In a more recent case (Dolan v. City of Tigard, OR, 1994), the Court ruled that an exaction also must be "roughly proportional" to the burden created by development.

The 2015 PIF calculation prepared by Raftelis utilized the buy-in method, based on a calculated net system equity of $69.9 million. This method is based on the concept that existing customers, through rates and other assessments, have developed a valuable water system. A new customer must "buy-in" to this system by making a contribution equal to the amount of equity a similar existing customer has in the system. The cost to replace the City's water system was developed using historical cost information from fixed asset records and restating these costs in current dollars using the Denver Region Construction Cost Index (D-CCI) published by Engineering News-Record (ENR). The proposed 2015 Water PIF per capacity unit was $4,100 (Cash Financed Scenario). With a 3% inflation escalator, the FY2019 Water PIF would be $4,480 (please note that the tap fee is an additional charge based on actual labor and material costs).

Because the growth rate in the City Water Service Area has been relatively small, no future expansion of the water treatment facilities or distribution lines is currently planned, though an aggressive capital plan is in place to replace aging infrastructure. From our perspective, we would recommend the City consider adopting the 2015 PIF calculation provided by Raftelis, which could be used to help offset the future costs needed to rehabilitate the system.

The second method is a combination of one-time charges (impact fees, PIF, system development charges, etc.) for utility infrastructure such as water/wastewater treatment, storage, and supply, with development agreements governing the provision of major trunk lines. The benefit of a development agreement is that it is area specific, can reflect actual/unique costs for the area in question and the City benefits from having the developer act as the "banker" for required line extensions. The downsides are the administration/tracking of the agreements and the lack of certainty for the development community.

Please let us know if you have any questions about this memorandum.

RESOLUTION NO. ___-19
A RESOLUTION ADOPTING PLANT INVESTMENT FEES FOR WATER UTILITY

Recitals:

The City of Grand Junction establishes rates, fees, and charges for Water services, and by this resolution, the City Council establishes these water tap and plant investment fees to implement decisions made in the long-term financial plans for the Water Utility.

Now, therefore, be it resolved that:

Effective January 1, 2020, Plant Investment Fees for Water Utility services change according to the following schedule:

Water Tap and Plant Investment Fees

	2019			2020 Proposed			Change
Meter Size (inch)	Tap Fee*	Plant Investment Fee	Total Connection Fee	Tap Fee*	Plant Investment Fee	Total Connection Fee	Total Connection Fee
3/4 x 5/8	$700	$300	$1,000	$700	$1,693	$2,393	$1,393
1	$875	$375	$1,250	$875	$2,242	$3,117	$1,867
1 1/2	$2,050	$900	$2,950	$2,050	$4,110	$6,160	$3,210
2	$2,900	$1,250	$4,150	$2,900	$6,040	$8,940	$4,790
3	$6,875	$2,975	$9,850	$6,875	$10,812	$17,687	$7,837
4	$12,850	$5,550	$18,400	$12,850	$17,577	$30,427	$12,027
6	$19,850	$8,500	$28,350	$19,850	$50,927	$70,777	$42,427

Water Tap and Plant Investment Fees

	2021			2022 Proposed			Total 3-year Change
Meter Size (inch)	Tap Fee*	Plant Investment Fee	Total Connection Fee	Tap Fee*	Plant Investment Fee	Total Connection Fee	Total Connection Fee
3/4 x 5/8	$700	$3,087	$3,787	$700	$4,480	$5,180	$4,180
1	$875	$4,108	$4,983	$875	$5,975	$6,850	$5,600
1 1/2	$2,050	$7,320	$9,370	$2,050	$10,530	$12,580	$9,630
2	$2,900	$10,830	$13,730	$2,900	$15,620	$18,520	$14,370
3	$6,875	$18,648	$25,523	$6,875	$26,485	$33,360	$23,510
4	$12,850	$29,603	$42,453	$12,850	$41,630	$54,480	$36,080
6	$19,850	$93,355	$113,205	$19,850	$135,782	$155,632	$127,282

*Estimated tap fees; actual tap fees will be based on actual labor and materials costs.

After full fee implementation beginning January 1, 2023, the fee will increase annually by the Construction Cost Index published by Engineering News-Record.

PASSED and ADOPTED this _____ day of October, 2019.

____
President of the Council

Attest:

____
City Clerk

BRAY & CO. REAL ESTATE

1015 N. 7th Street | Grand Junction, CO 81501
Direct (970) 242-3647 | Facsimile (970) 242-0436 | Toll Free 1-800-926-6862

Dear Ms. Allen and City Council,

I appreciate being included in the developer's roundtable for the past year discussing this and other issues. My experience is primarily in residential land development which I have been involved in various projects locally for the past 14 years. I'm writing this to you to provide information that would be difficult to articulate in the 3 minute timeframe at a public hearing but wanted you to benefit from this perspective as you consider many in making a decision on the proposed resolution. I think you have and will continue to hear a considerable amount of feedback on the fee increase so I will focus on the safety improvement changes. Unfortunately I did not have time to review the language in the revised resolution as it has only been available for a day now.

For the past year or so that we have been discussing the TCP issue there has been a dialogue of "kicking the can down the road" which I believed resulted in $184M in capacity deficiency that is currently needed. In the planning commission hearing it was brought up that impact fees have to go to future capacity. Either Trent Prall or Greg Caton clarified that the impact fees do not go towards deficiencies but to future growth. If that is truly the case, then it doesn't seem fair to say that we have "kicked the can down the road" and that development hasn't paid its way. To be clear, I am still in favor of an increase in fees because I can see what the benefits are and will be and recognize our community having a need. The City needs an investment in infrastructure in anticipation of growth and is looking new development to fund a portion of this. New taxes are not easy to pass so its understandable that we look at all options to fund our transportation needs going forward.

Safety Improvement concerns

My primary concern is the likelihood this will have unintended consequence on some developments, especially smaller parcels or low density developments that are already difficult to develop because of the existing regulatory overhead that is a cost of any development, large or small. The downsides to this are that infill parcels that are already served by existing services which comes at the lowest cost to the City, would not develop which has implications to where that growth would occur, among other factors. Because there is a delay on the implementation, I do not believe that this concern is a fatal concern but may be more difficult to make changes down the road, if needed.

I looked at 3 examples for reference and also because they are recent projects to come before City Council.

The first is the City example involving the proposed Weiminuche development(now Emerald Estates) that would require two turn lanes on a property that is 150 acres and planned for 300 homes. Per city estimate of $300,000 for two turn lanes this results in $1,000 per home additional cost. While this may seem insignificant in this example, parcels of this size are not common within current or planned future urban growth boundaries, and this will be the exception, not the rule. Also to note in this example is that the increase of revenue to the City in the total traffic impact fees is an increased cost to the builder/developer which is passed on to the consumer.

Case Study 150 Acre City Example						
total homes		300				
Estimated turn lane cost	$	150,000				
# of turn lanes		2				
Total turn lane cost	$	300,000				
Per home cost of turn lane	$	1,000				
	current		proposed		stakeholder	
per unit fee	$	2,554	$	8,538	$	5,546
Total Traffic impact fees	$	766,200	$	2,561,400	$	1,663,800
Additional cost per home	$	1,000	$	6,984	$	3,992
combined increase		39%		173%		56%

Example 2- Frog Pond- 2501 Monument Road

This example is a project that I am involved in and am currently engaged in the subdivision process. The project itself will not be affected by the new policy because of the delayed implementation. The reason for using it as an example is to show how this would affect other projects similarly. We are planning 12 new residential units as well as some limited commercial on the 3 acre property. This scenario assumes only the residential units are developed for simplicity. One turn lane would be required at a cost of $150,000. It also assumes a smaller home, which under the City and Stakeholder proposals are at a lower amount than the previous example. In the City example, the additional safety improvement cost is a fraction of the proposed TCP increase, however, in this infill scenario its apparent how significantly this policy change affects infill development.

Frog Pond (3 acres)						
	current		proposed tcp		stakeholder tcp	
per unit fee	$	2,554	$	6,318	$	4,436
Total Traffic impact fees	$	30,648	$	75,816	$	53,232
Additional cost per home	$	12,500	$	16,264	$	14,382
combined increase		489%		537%		463%

The commercial development on this site will potentially add a significant portion of TCP fees at this location, however, even if the fees were over the amount needed for a turn lane, there doesn't seem to be much left on the table for system wide capacity improvements. The issue here is timing. The need for a turn lane is demonstrated by two factors; 1)traffic entering and leaving a site AND 2) the existing traffic on the road. In theory, there was a time when a turn lane would not have been required for the development of this site, because of the lower traffic on monument road. Had this site developed then and traffic increased over time, its likely that today it would need a turn lane.(Think about connection to Mariposa up the road) In essence, I believe this is part of why the City initiated the policy of collecting an increased TCP fee and accepting responsibility for turn lanes on collector and arterials back in 2004. The collection over time of this fee would allow the improvements to be made at the right time when the improvement is warranted. It's possible that changing this policy and increasing fees significantly now is a step backward not forward.

Example 3 – Maverick Estates

In this final example, I used the recently annexed Maverick Estates property that requested the R-4 zone in accordance with the future land use plan but was brought into the City as an R-1 zone. This example is assuming one $150,000 turn lane and 17 lots on 17 acres. The higher TCP fee is reflective what is proposed for larger homes on these 1 acre lots. Although the site is much larger than the 3 acre frog pond site, you can see that it would generate a similar amount of TCP fees because of the lower density of the site. Its possible that this site may not need a turn lane now, but in the future as traffic increases it seems likely that it will.

Maverick Estates (17 acres)	R1 zone		
	current	proposed	stakeholder
per unit fee	$ 2,554	$ 8,538	$ 5,546
Total Traffic impact fees	$ 43,418	$ 145,146	$ 94,282
Additional cost per home	$ 8,824	$ 14,808	$ 11,816
combined increase	345%	480%	363%

Because the City has a limited jurisdictional footprint I can understand that the City would want to maximize the efficiency of development within its limited area. Therefore I am providing the following per acre fee comparison for each development.

Per acre TCP REVENUE			
	current	proposed	stakeholder
City Example	$ 5,108	$ 17,076	$ 11,092
Frog Pond(infill)	$ 10,216	$ 25,272	$ 17,744
Maverick(low density)	$ 2,554	$ 8,538	$ 5,546

And to illustrate that the while the fee is an increased revenue to the City, the fee and the safety improvement represents a very large and meaningful increase of cost to the development.

Per acre TCP COST			
	current	proposed	stakeholder
City Example	$ 7,108	$ 19,076	$ 13,092
Frog Pond(infill)	$ 60,216	$ 75,272	$ 67,744
Maverick(low density)	$ 5,332	$ 11,316	$ 8,324

As a developer, we would also like to be able to raise prices to increase revenue but we are beholden to the market. I believe its very likely that the market would respond negatively to an overburden of these combined increased cost and fees. Creative infill sites such as the Frog Pond example would simply not develop at all and landowners who are considering putting land up for development will likely hold off due to increased fees. With speculative land investments in Dos Rios and Las Colonias the City is in a unique position to understand the potential effect these combined costs will have on buyers that are currently struggling to make their projects pencil out.

In summary, the safety improvement policy change represents a very significant change in costs, especially as applied to low density or small infill parcels that will slow growth. I hope that you will consider these examples as you make a final decision on the new policy and fees.

Sincerely,

Kevin Bray
Bray Development

Thank you for all of your work on this important issue!

From: Colorado Land Advisor [mailto:landadvisor@coloradolandadvisor.com]
Sent: Tuesday, October 15, 2019 11:35 AM
To: Belinda White <belindaw@gjcity.org>; Greg Caton <gregc@gjcity.org>
Cc: Trenton Prall <trentonp@gjcity.org>
Subject: Letter for the Council to consider concerning fees increase

** - EXTERNAL SENDER. Only open links and attachments from known senders. DO NOT provide sensitive information. Check email for threats per risk training. - **

Dear Mayor Taggart, Council Members and Mr. Caton,

I wanted to write a short letter concerning the upcoming item on the Council's agenda concerning development fees. I write this as an urban planner and not relating to any one specific project or developer that I may from time to time represent.

I've never been to a meeting on new development where community leaders ask 'will this project sustain itself financially'? With development land downtown now selling for well over $1 million an acre it's no wonder that new development is happening out on the edges near the Persigo Boundary.

The math is simple, developers understand development fees are the same everywhere so they seek cheap suburban land to develop. They walk away with a reasonable profit, nothing wrong with that. For the developer this is much more sensible than investing in expensive land to develop projects near the city core, which nets a smaller profit, they're simply not interested.

To answer that question 'will this project sustain itself financially', most will not. But by completely restructuring the development fees program to more closely represent the actual long term financial impacts on the community we end up with less urban sprawl and lower overall taxes.

By taking close in properties and lowering TCP and/or development fees 25%; taking the next 'intermediate area' of the city and raise development fees 25%; and applying a rational financial method to determining the increase of fees for those suburban areas of cheap land, perhaps 75-100%, the city would be collecting fees that more accurately resemble the true burden of development.

This would place a more realistic cost on that development land that is too cheap to resist for developers today, but too expensive for cities tomorrow. While at the same time this program encourages development at the city's core where there's already infrastructure in place to support it.

The result would be all of the fees collected at the core would largely benefit the city as they would go into maintenance of existing streets and infrastructure without taking on any additional infrastructure. The real cost of development for the city is perpetual maintenance of infrastructure.

While it is true developers take tremendous gambles in creating new projects; they construct streets and sewers at great cost only to give them to the city for free. This burden foisted upon the City is an enormous financial burden. A negative that is only covered up by continuously generating new development. Whereas, if a new infill development happens where streets, water lines, and other infrastructure is already in-place the City benefits from new tax revenues with very little additional infrastructure burden to maintain. It's a net win for all of us.

I believe a creative solution that would better serve the City is to structure development fees in a manner that encourages infill development near the core while discouraging development out near the 201 Boundary, also known as urban sprawl.

Thank you for all you do to guide our beloved City towards the best possible future.

most sincerely,

Jeffery Fleming, CNUa, RED+U
Principal | Land Advisor

Colorado Land Advisor, Ltd.
300 Main Street | Suite 308
Grand Junction, CO. 81501 | 970.812.3288
ColoradoLandAdvisor.com
Planning+Landscape Architecture+Civil Engineering
Stormwater Mgmt+Site Design

CITY COUNCIL MEETING CITIZEN PRESENTATION	Date 16 OCT 2019	
Citizen's Name	RANDY SPYDELL	
Subject	# SECTION 37 CITY CHARTER	
Phone Number (optional)	970.901.0742	*Including your phone number is helpful if we would like to contact you in response to your questions, comments, or concerns. Thank you!*

CITY COUNCIL MEETING CITIZEN PRESENTATION	Date	
Citizen's Name	Don Bell	
Subject	Question - WHY Does the city prohibit citizens from getting property inspections	
Phone Number (optional)		*Including your phone number is helpful if we would like to contact you in response to your questions, comments, or concerns. Thank you!*

PLEDGE OF ALLEGIANCE	Meeting Date 10/16/19
Guest Leobardo Marin	Organization

My name is Randy Spydell and I am resident of, and registered voter in Grand Junction. I am here again to request you choose and clarify the process required under item 37 of the City Charter regarding filling untimely vacancies on the council until the next regular election.

Previously, I asked you to explicitly codify the process for how you approve any such future selection because Section 37 does not provide specific guidance. I suggested you consider Ranked Choice Voting for this process. Today I am suggesting you consider the Approval Voting method. Approval voting is a method of voting in which voters can vote for ("approve of') as many candidates as they wish in an election. An article published in The American Political Science Review Vol. 72, No. 3 (September, 1978) and authored by Steven J. Brams and Peter C. Fishburn analyzes properties of this method and compares it with other single-ballot nonranked voting systems. Among the theorems proved is that approval voting is the most sincere and most strategyproof of all such voting systems. Among its effects would be to increase the likelihood of a majority winner in plurality contests and thereby both obviate the need for runoff elections and reinforce the legitimacy of first-ballot outcomes. It would help centrist candidates, without at the same time denying voters the opportunity to express their support for more extremist candidates.

This may weaken the two-party system yet preserve middle-of-the-road public policies of which most voters approve. It is my understanding that the Grand Junction City Council is a non-partisan system, steering clear of the two-party system whenever possible.

Later, in Scientific American, 21 October 1999 a conclusion stated "the candidate with the broadest approval base wins (centrists, not extremists, get elected--which is often not the case in a one person/one vote election.)" in a discussion of Approval Voting and the question, "Has there been any progress in developing fairer ways for people to vote in elections?"

The Approval Voting method is a voting system that virtually always elects the candidate whom voters prefer to each other candidate, when compared to all of them one at a time.

I am a retired geologist, land use planner and educator. My background is not rich with City Charter details and legal issues. However, I strongly believe Article 37 should be modified to specify the process for choosing Council members outside of normal elections.

So I ask you again to please move ahead and implement this change.

Scientific American 21 October 1999

Has there been any progress in developing fairer ways for people to vote in elections? I recall reading some time back about a system in which people would get one vote per candidate, not transferable between candidates; such a system was said to be fairer overall than one vote per voter.

V. Vitols Anaheim Hills, Calif.

Donald G. Saari from the department of mathematics at Northwestern University in Evanston, Ill., gives this overview of voting behavior:

"After two centuries of efforts by mathematicians and political scientists, positive results about 'fair voting procedures' are emerging. This is important because 'fairness' can be a casualty when current methods are used in multiple-candidate elections--such as this year's presidential campaign.

"To illustrate, suppose that 200 voters prefer Alice to Candy to Becky (denoted by Alice > Candy > Becky), 195 prefer Becky > Candy > Alice, whereas only 20 prefer Candy > Becky > Alice. The plurality election outcome, where we vote for our top-ranked candidate, is Alice > Becky > Candy with a 200:195:20 tally. While we might worry whether these voters prefer Alice or Becky, Candy's feeble support suggests that she is of no interest to these voters.

"This assertion, however, is false. If we compare candidates in pairs, it becomes arguable that Candy is their favorite. These voters prefer Candy to Alice (215 to 200), Candy to Becky (220 to 195), and Becky to Alice (215 to 200); these rankings suggest that these voters actually prefer Candy > Becky > Alice. Notice how this outcome conflicts with and reverses the plurality ranking. Moreover, it shows that Candy's lack of votes more accurately manifests inadequacies of our commonly used election procedure rather than voter disinterest. The example also shows that, inadvertently, we can choose badly.

"To explain the flaw of the plurality vote, imagine parental reaction should a local school suddenly decide to rank students strictly by the number of A's they receive. The unfairness of this method is obvious; it ranks a student with 3 A's and failures in all other classes above the student with 2 A's and the rest B's. Not only is this flawed procedure equivalent to the plurality vote (by using only top-ranked choices), but it also explains the above example. This is because, like the student with many B's, Candy has the enviable status of being either top- or second-ranked by all voters. Alice, on the other hand, is top-ranked by some voters but viewed a failure by over half of them. If common sense forces us to reject this plurality system when ranking students, why should we embrace this flawed approach when making critical decisions or choosing leaders?

"Our widely used plurality method should be replaced--but with what? While some improvement is attained with a runoff election, it has problems. In the example, for instance, Becky wins the runoff (between Alice and Becky), so this procedure avoids selecting Alice. Candy, who appears to be the voters' favorite, is dropped at the first stage, however. Let us consider another method, in which voters have one nontransferable vote per candidate--they vote either yes or no for each candidate. Rather than being fair, this procedure admits almost random conclusions.

In our sample three-person race, for instance, an election could easily produce any ranking of the candidates. Just by varying choices about which voters also vote for their second-ranked candidate, we can obtain either of the two earlier outcomes, or one in which Becky wins and Alice and Candy are tied, or one in which all candidates are tied, or... The source of this chaotic situation is easy to understand by changing the grading analogy to one in which students are ranked according to the number of A's, or the number of A's and B's, or the number of A's, B's and C's, or... In these rules, there is no distinction among grades (so, an A can be judged equivalent to a C or D), and the choice of what grades are included in the count can vary from course to course. Clearly, we must anticipate indecisive chaotic outcomes.

"As this one example illustrates, determining 'fair' voting procedures is a complex issue. The problem is that whereas philosophical arguments promoting certain procedures may sound convincing, subtle higher-dimensional mathematical aspects can reveal a host of unexpected complications. Can the system be manipulated? What happens if new candidates enter (such as Pat Buchanan in the primaries or Ross Perot during the fall campaign) or drop out of contention (such as Steven Forbes during the primaries)? Which method most accurately captures the voters' true intentions? Surprisingly, mathematics is proving that only one method satisfies most of these criteria: the Borda Count, named after its founder, the 18-century French mathematician Jean-Charles de Borda.

"Although the supporting mathematics is complex, the Borda Count admits an intuitive description. The idea mimicks how we rank students when in each course a student is assigned four points for an A, three for a B, and down to zero for a F. Similarly, for three candidates, the Borda Count assigns two and one points, respectively, to a voter's top- and second-ranked candidate. The Borda Count makes a difference as shown by the example whereby it yields the acceptable Candy > Becky > Alice election ranking, with a 435:410:400 tally.

"To see how the Borda Count captures the 'one man, one vote' philosophy, notice that a voter having the preferences Alice > Becky > Candy would vote for Alice in both the [Alice vs. Becky] and the [Alice vs. Candy] pairwise elections and for Becky in the [Becky vs. Candy] election. In these elections, then, he gives two points to Alice and one to Becky--point totals that agree with the Borda Count tally of his ballot. In other words, the Borda Count is the natural extension of what we do in a two-person race; it is an efficient way to compute each voter's 'one man, one vote' actions over pairs of candidates. Indeed, both in pragmatic and theoretical senses, it can be (and has been) proved that only the Borda Count appears to achieve the elusive 'fairness' goal for elections.

"More information can be found in the book *Basic Geometry of Voting* by D. G. Saari. Springer-Verlag, New York, 1995.

"The mathematically more sophisticated reader, who would like to explore the connections of voting with dynamical chaos and statistical paradoxes, might want to read the article 'A Chaotic Exploration of Aggregation Paradoxes,' by D. G. Saari in *SIAM Review,* Vol. 37, No. 1; March 1995."

Lawrence Ford, the chair of the mathematics department at Idaho State University, notes that the goal of fairness is more elusive than it may appear:

"There has been lots of activity over the past 30 to 40 years on mathematical applications in political science. One problem that has been studied extensively seems similar to the problem you describe: Given a set of candidates (at least 3) and a number of voters, select the 'fairest' winner.

"Many solutions have been proposed, but all were shown to exhibit flaws in some cases. Then, in the early 1960s, Kenneth Arrow proved his famous Impossibility Theorem, which essentially states that no system can exist without these flaws, that is, no perfect voting system exists. So 'fairer' is a subjective measure; any voting system can be made to look 'unfair' under the right set of circumstances.

Voting systems such as the one you describe are probably very susceptible to 'strategic voting,' wherein participants can influence the outcome by insincere voting. A similar system that is not susceptible to strategic voting and that is gaining a good reputation as a relatively fair system is 'approval voting.' In it, a voter votes for all candidates he or she approves of. The candidate with the most votes wins. In it, the candidate with the broadest approval base wins (centrists, not extremists, get elected--which is often not the case in a one person/one vote election). One big flaw here is that most voters are fairly positive of their favorites and fairly positive of those they hate, but wishy-washy in the middle. If they choose randomly for or against approval in that middle range, the whole election can become random."

Sam Merrill in the department of mathematics and computer science at Wilkes University in Wilkes-Barre, Penn., provides more details:

"The method of voting in multicandidate elections referred to in the question is, I believe, approval voting. Under this procedure, each voter can vote for one, two, three or any number of candidates. In effect, the voter considers each candidate one by one and casts a vote for those whom she (or he) approves but not for those whom she does not approve. The winner is the one approved by the most voters.

"Approval voting is now used by several national and international professional societies in their election of officers. These include the Institute of Electrical and Electronics Engineers, the American Statistical Association, the Mathematical Association of America and the Institute for Management Science. Some of the approval-voting elections in these societies have led to winners who would not have won under single-vote plurality (the more common method used in the U.S.) or have enhanced the standing in the voting outcome of candidates who had broad support throughout the profession.

Generally speaking, however, the candidate who has won under approval voting did well among bullet voters (those who voted for only one candidate), as well as among those who voted for more than one candidate. Further details can be found in Steven Brams and Peter Fishburn, 'Approval Voting in Scientific and Engineering Societies, in *Group Decisions and Negotiations,* Vol. 1, No. 1, pages 41-55; April 1992, and Steven Brams and Jack Nagel, 'Approval Voting in Practice,' in *Public Choice,* Vol. 71, Nos. 1/2, pages 1-17; August 1991.

"Although bills have been introduced in New Hampshire, New York and North Dakota to institute approval voting in public elections, I am not aware of any recent progress on that front.

"In a recent study [Steven J. Brams and Samuel Merrill III, 'Would Ross Perot Have Won the 1992 Presidential Election under Approval Voting?' in *PS: Political Science and Politics,* Vol. 27, No. 1, pages 39-44; March, 1994], we projected the likely outcome had approval voting been used in the three-cornered 1992 presidential election. Based on polling data from the American National Election Study, which asks voters to score each candidate on a scale from 0 to 100, we projected approval-voting totals using three different assumptions. The results consistently indicate that Bill Clinton would have received approvals from about 55 percent, George Bush from about 50 percent, and Ross Perot from about 40 percent. Hence, Clinton would have attained majority support--enhancing his mandate--but his margin over Bush would have been unchanged.

"Perot would have doubled the 19 percent he received under plurality because some Bush and especially Clinton supporters also approved Perot but opted to cast their vote for one of the main contenders. Under approval voting, Perot's total would therefore have more accurately reflected his true support. Yet his chances of actually winning might have been reduced, because voters deciding to cast a vote for Perot would not have had to switch away from Clinton or Bush but could support both. In light of the high disapproval rate that Perot faced, he would have been hard-pressed to climb past Clinton's 55 percent approval.

"It has been argued that approval voting benefits centrist candidates, who tend to have a broader appeal, while not denying voters the opportunity to express support for more extreme candidates, and that it should reduce infighting between like-minded candidates because they need to share support from the same voters. Approval voting could be implemented on existing voting machines, and it could be done without a Constitutional amendment.

Answer posted on October 21, 1999