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PLANNING COMMISSION WORKSHOP AGENDA
CITY HALL AUDITORIUM
CITY HALL, 250 N 5TH STREET
THURSDAY, MARCH 6, 2025 - 12:00 PM
Attend virtually: bit.ly/GJ-PCW-2025

Call to Order - 12:00 PM

Other Business

1. Update on Expedited Review Process Study

2. Proposed Amendments to Title 21 of the Zoning and Development Code Regarding Impact Fees

Adjournment

Grand Junction Planning Commission

Workshop Session

Item #1.

Meeting Date: March 6, 2025

Presented By: Niki Galehouse, Planning Manager, Kristian Vaughn

Department: Community Development

Submitted By: Niki Galehouse, Planning Manager

Information

SUBJECT:

Update on Expedited Review Process Study

RECOMMENDATION:

EXECUTIVE SUMMARY:

The City engaged Baker Tilly to assess its development review services, which included the Community Development Department, Engineering and Transportation Department, Fire Department, and City Attorney's Office. The focus of the assessment was to identify opportunities for process improvements and provide specific recommendations for the purpose of meeting the State requirement and the City policy to "Fast-Track" affordable housing projects, as well as to determine if those recommendations and practices could apply to all City development reviews.

BACKGROUND OR DETAILED INFORMATION:

To be eligible for financial assistance programs through Colorado's Department of Local Affairs (DOLA) and the Governor's Office of Economic Development and International Trade (OEDIT), the City must establish a process to ensure compliance with Section 29-32-105 for Fast Track Approval. C.R.S. 29-32-105, establishes the "Fast-Track Approval Process". "Fast Tracking" requires municipalities to establish processes to enable a final decision on any application not more than ninety calendar days after submission of a complete application for development projects. The requirement applies to special permits, variances, or other development permits, but excludes subdivisions that have at least fifty percent or more of the total residential units in the development as affordable housing. To remain eligible for affordable housing production funds within Article 32 in the 2027-2029 cycle, local governments must demonstrate implementation of an expedited review process by November 1, 2026.

The City engaged Baker Tilly to assess its development review services, which included the Community Development Department, Engineering and Transportation Department, Fire Department, and City Attorney's Office. The focus of the assessment was to identify opportunities for process improvements and provide specific recommendations for the purpose of meeting the State requirement and the City policy to "Fast-Track" affordable housing projects, as well as to determine if those recommendations and practices could apply to all City development reviews.

The study makes multiple recommendations over 4 themes - Process, People, Regulations, and Technology. This presentation will provide an overview of the recommendations and next steps for implementation.

SUGGESTED MOTION:

This item is for discussion purposes only.

Attachments

1. Grand Junction Expedited Process Review Analysis & Recommendations

bakertilly

To:	Tamra Allen, Director of Community Development City of Grand Junction Niki Galehouse, AICP, Planning Manager City of Grand Junction
From:	Jacquelyn McCray, AICP Director Elaine Costello, FAICP, Subject Matter Expert Kristian Vaughn, Manager Isaac Bales, Manager Ashley Bertholf, Senior Consultant
Subject:	City of Grand Junction Development Review Process Assessment for Expedited Review of Affordable Housing - Analysis and Recommendations
Date:	February 28, 2025

Purpose

The City of Grand Junction has engaged Baker Tilly to assess development review services carried out by the City, including staff in the Community Development Department, Engineering and Transportation Department, Fire Department and City Attorney's Office. The focus of the assessment is to identify opportunities for process improvements and provide specific recommendations for the purpose of meeting the State requirement and adopted City policy to "fast-track" affordable Housing projects as well as to apply these opportunities and recommendations to all plan review projects that undergo city review. Baker Tilly's assessment involved the Community Development Department and other departments and divisions such as Engineering, Fire, and the City Attorney's Office.

As part of our analysis, we completed the following activities:

- Conducted interviews and focus groups with City leadership, department and division staff, and industry and development stakeholders who are directly or indirectly part of the development review process.
- Led an on-site process mapping workshop with key process participants.
- Documented and validated the current-state (as-is) process maps for multifamily new construction and single-family residential subdivision.

- Reviewed and analyzed relevant policies, procedures, process details, and forms/applications available on the department websites, and clarified additional process-related details through discussions with the Community Development Director, Planning Manager and other City staff.

Background

A major influence on the City's pursuit of this project relates to the State of Colorado's affordable housing-focused regulatory modification. Specifically, Colorado Revised Statutes, Article 32, "Statewide Affordable Housing Fund," identifies the requirements that local municipalities must satisfy to be eligible for financial assistance programs for affordable housing projects.

Further, the City has articulated its own goal for the timely processing of affordable housing projects in City Resolutions 48-22, 97-22, and 65-23. These resolutions commit the City to supporting affordable housing, meeting affordable housing production targets, and establishing more stringent review timelines for affordable housing projects. The commitments set forth mean that current City operations must be maximized in their efficiency to meet these new targets.

Baker Tilly has identified the elements of an improved development review process that will result in greater efficiency and time savings of housing applications in general, with a focus on a streamlined process for affordable housing developments. Our recommendations address front-loading applicants with information needed to have a successful application, establishing and tracking realistic turnaround times for application review and comments, managing projects, effective communications and use of technology.

Fully implementing these recommendations will take time. The City of Grand Junction needs a process for expediting application submission and intake, plans review, and permitting for eligible affordable housing projects that can be implemented soon. This report contains specific recommendations for this expedited review process to ensure that the City of Grand Junction can meet the November 1, 2026 deadline approved in Article 32 to be eligible for state funds in the next funding cycle (2027-2029).

Through Baker Tilly's work with Community Development staff to establish an expedited review process, the recommended process improvements will also positively result in greater efficiency of Grand Junction's overall development review processes for developments that do not meet affordable housing thresholds.

Strategic Initiatives and Policy Directives for Addressing Affordable Housing

City Initiatives Addressing Changing Environmental Conditions

The City of Grand Junction is located in Mesa County, Colorado, with a population of approximately 69,412 (2023). Its population has grown steadily, with notable increases from the 2000s through 2020. Housing data for Grand Junction show an owner-occupied housing rate of 62.8% (2019-2023), with the median value of owner-occupied housing units at $358,300 and a median gross rent of $1,101 (2019-2023). The median household income for residents of the City for the same period was $66,676, with a poverty rate of 13%. The civilian labor force participation rate for those aged 16 and older was 61.3%. With the growth and rising housing costs in Grand Junction, the City is focused on improving operations to provide affordable housing for its residents.

A policy focus on housing is illustrated in the Grand Junction Strategic Plan adopted by City Council in 2023. This plan establishes five strategic outcomes and additional initiatives to guide City decisions and programs. The Community Development Department is responsible for land use development in Grand Junction, ensuring it adheres to legal standards and considers the needs of its residents and community members, all of which contribute to realizing the City's vision and strategic framework.

Grand Junction's Vision Statement

> *Grand Junction is a safe, welcoming, healthy and accessible city that builds on its collective character to be a place where opportunity abounds, resources are well-managed, and people are connected and engaged in their community.*

The 2024-2026 Strategic Framework, built off the 2020 Comprehensive Plan and adopted by City Council, is outlined below.

1. ***Placemaking.*** Grand Junction catalyzes projects and investments that emphasize people-centric spaces with inclusive infrastructure that promotes vibrant, multi-use environments to ensure people can comfortably live, recreate, and move throughout our community.
2. ***Thriving and Vibrant.*** Grand Junction is recognized for its economic vitality, innovative and visionary policies, intentional growth, talented workforce, and for fostering a thriving environment for all.
3. ***Welcoming, Livable, and Engaging.*** Grand Junction fosters a sense of belonging, where people are accepted as themselves and have access to the amenities and services they need to thrive, and actively seek participation from our community.
4. ***Safe and Healthy.*** Grand Junction public safety departments are exemplary providers of police, fire and emergency medical services and work in close collaboration with community partners to ensure a safe and healthy community.
5. ***Resource Stewardship.*** Grand Junction is committed to balancing fiscal responsibility and environmental health and fosters a unique blend of natural beauty and urban innovation by maintaining an accessible, well-kept environment, enhancing outdoor lifestyles, and preserving community character.

In addition to the overarching themes in the Strategic Framework, the City has made significant steps to address housing needs through the Grand Junction Housing Strategy (2021) and more recently through the 2024 update to this strategy. The Housing Strategy is a comprehensive evaluation of the current and future housing needs in Grand Junction. It identifies gaps in the housing market, assesses affordability, and provides recommendations for addressing housing shortages. The assessment aims to guide policy decisions and resource allocation to ensure adequate and affordable housing for all residents. The 2024 update provides a realignment to the City Council's Strategic Framework, analyzes changes that impact the supply of housing in Grand Junction, and provides updated recommendations.

Compliance Requirements of Colorado Statute Article 32, Statewide Affordable Housing Fund

The City has committed to fulfilling the goals set out in Colorado's Proposition 123, a state initiative, approved as Colorado Revised Statutes, Article 32. This statute establishes the State Affordable Housing Fund, which allocates 40% of funds to the Affordable Housing Support Fund administered by the

Department of Local Affairs (DOLA) and 60% to the Affordable Housing Financing Fund overseen by the Colorado Office of Economic Development and International Trade (OEDIT). The use of these funds could significantly offset some of the barriers to increasing the supply of affordable housing in Grand Junction. By adhering to the requirements of Article 32, Grand Junction can access funding from the State Affordable Housing Fund. Article 32 outlines two key requirements for municipalities to be eligible to access state funds. Requirements of Colorado Revised Statutes, Article 32 include the following:

1. **Affordable Housing Commitment**
    - Local governments must commit to increasing their affordable housing stock by 3% annually to qualify for funding.
    - The Revised Article 32 defines "Affordable Housing" as "rental housing affordable to a household with an annual income of at or below sixty percent of the area median income, and that costs the household less than thirty percent of its monthly income. Affordable housing also means for-sale housing that could be purchased by a household with an annual income at or below one hundred percent of the area median income, for which the mortgage payment costs the household thirty percent or less of its monthly income. Targets set for the local governments and tribal governments under section 29-32-105 for affordable housing shall be based on the area median income."
2. **Expedited Review Process**
    - Local governments must implement an expedited review process for specific applications for housing projects where at least half of the units meet the definition of affordable housing in Revised Article 32. Figure 1 below summarizes the type of review by application required per Proposition 123 and Article 32.
    - To remain eligible for affordable housing production funds within Article 32 in the next 3-year cycle (2027-2029), local governments must demonstrate they have implemented a "fast-track" or expedited review process by November 1, 2026, to meet the time requirements below. Fast tracking using an expedited review requires local municipalities to establish processes to enable a final decision on any application not more than ninety calendar days after submission of a complete application for development projects. The requirement applies to special permits, variances, or other development permits, excluding subdivisions, that have at least fifty percent or more of the total residential units in the development as affordable housing.[1]
        - Expedited Review Required Timeframe
            - 90-Day Review Period: The expedited review process must result in a 90-calendar-day timeframe from the determination of application completeness to a final decision (See Article 32, Paragraph (2)(a) of Section 29-32-105).

[1] That report references Article 32 in its original form approved in 2022, as well as amendment to Article 32 via Colorado House Bill 23-1304 passed in 2023.

Figure 1. Type of Review Required for Common Application Types per Proposition 123 / Article 32

Expedited Review Required	Expedited Review Possibly Required	Expedited Review Not Required
• Administrative Modification • Alternative Compliance • Building Permit • Conditional Use • Development Plan • Site Plan • Special Use/ Use by Special Review • Variance or Waiver	• Accessory Use Permit • Civil / Construction Drawings • Master Plan • Planned Unit Development (PUD) and PUD Amendment	• Annexation • Appeals • Comprehensive Plan Amendment • Concept / Pre-Application • Rezoning • Subdivision / Plat / Division of Land • Subdivision Exemption • Zoning Establishment

Source: Presentation by the Colorado Department of Local Affairs, 2024 American Planning Association Conference

This legislation is expected to alleviate housing shortages, reduce living costs, and improve the overall quality of life for Colorado residents. Grand Junction has already gained access to funds for a few key development projects. Although the City currently reviews a limited number of eligible affordable housing projects under Article 32 (typically only 1-2 projects per year), it is crucial to continue meeting eligibility requirements to access this funding stream for the City.

Local Legislation Addressing Affordable Housing

While the Strategic Framework described above sets forth goals and objectives for the City, the Housing Strategy and Article 32 commit the City to making significant and impactful changes to specifically address the housing needs of the Grand Junction community. To meet the goals of Article 32, the City has approved Council resolutions No. 48-22, No. 97-22, and No. 65-23.

The City aims to increase its affordable housing stock by 3% annually, which translates to approximately 125 units per year, or a total of 374 units by December 31, 2026. The Council resolutions create policies that help the City conform to the requirements of Proposition 123, which are described below.

- **Resolution No. 48-22** establishes the Affordable Housing Goals. This resolution was derived from the strategies identified in the 2021 Grand Valley Housing Needs Assessment. The policy set goals to increase the total affordable housing stock in the City from 225 to 350 units over five years, serving residents at 80% area median income or less. In addition, the policy defined "Affordable Housing and Attainable Housing".
- **Resolution No. 97-22** commits to an expedited review process for affordable housing projects. The City commits to an initial review of applications of for-sale and rental units within 30 days of a complete submittal with subsequent submittal issues within 15 days of resubmittal. This expedited process is designed to streamline review periods.

- **Resolution No. 65-23** amends Resolutions Nos. 48-22 and 97-22. It updates the definitions and goals related to Grand Junction's affordable housing initiatives. This resolution ensures that the City's policies remain aligned with current housing needs and regulatory requirements, further supporting the development and maintenance of affordable housing. In addition, Resolution 65-23 specifically amends the production goal to match the requirements of Article 32 and updates definitions, including:
    - Increase affordable housing stock by 9% or 374 units over the next three years.
    - Affordable housing is redefined as, “Housing units with a contractual requirement (deed restriction or income restriction of no less than 30 years) that keep the cost of rental housing units affordable to households making 60% AMI or below, or for-sale housing that is affordable to households making 100% AMI or below,” per the resolution.
    - Attainable housing is defined as “Housing units that keep the cost of rental housing units affordable to households making 80% to 100% AMI or for-sale housing that is affordable to households making 100% to 140% AMI, per the resolution.

The changing environment, state legislation, and local ordinances together create the necessity for this engagement. To meet these obligations and address housing issues, the City of Grand Junction must improve its current development review processes. This is essential to operate efficiently, ensure expedited review timelines are met and satisfy the community's need for increased affordable housing.

Staffing

There are multiple departments and external entities involved in the Grand Junction development process, including Community Development, Engineering, Legal, Survey, Fire, and other external entities. Table 1 displays the budgeted, filled, and vacant positions as of January 2025 for positions within the aforementioned departments that are directly involved in the development review process. As represented, Community Development has three positions vacant, including two that are critical to the development review process (Senior Planner and Associate Planner). Filling these positions and identifying organizational practices to ensure employee retention will be essential in meeting the obligations of an expedited review process.

For the other departments included, there were no vacancies in the positions that support development review as of January 2025. It is important to note, however, that in the City Attorney’s office, there are two vacant positions; these vacancies create additional workload, which pulls time away from development review. Aside from the engineers, all other internal reviewers are not solely dedicated to development review, so additional vacancies in their respective departments and other external workloads can affect their ability to dedicate time to this process.

Although these positions are currently filled, one engineering and one surveyor position were added within the last 3 years. Filling these skilled roles is difficult for the City, and these vacant positions often sit empty for up to a year before getting filled. Consultants were utilized to fill in workload gaps due to vacancies; however, consultants’ work still needed to be reviewed by City staff, causing increased workload on current staff members. Lastly, although quality candidates eventually filled these positions, there is a training and learning curve upon hire to get new employees onboarded and fully trained. Thus, the period of vacancy is often longer than appears in staffing data.

Table 1. Staffing Levels and Vacancies for Positions Involved in the Development Review Processes as of January 2025

	Total Involved Positions	Filled Positions	Vacant Positions
Community Development Department	**18**	**15**	**3**
Community Development Director	1	1	0
Planning Manager	1	1	0
Principal Planner	2	2	0
Senior Planner	3	2	1
Associate Planner	2	1	1
Zoning Supervisor	1	1	0
Development Coordinator	1	1	0
Planning Technician	3	3	0
Engineering Department	**3**	**3**	**0**
Engineer	3	3	0
Legal Department	**2**	**2**	**0**
Assistant City Attorney	1	1	0
Staff Attorney	1	1	0
Surveyor's Office	**2**	**2**	**0**
Surveyor	2	2	0
Fire Department	**3**	**3**	**0**
Fire Marshall	1	1	0
Fire Prevention Specialist	2	2	0
Multi-Departmental Total	**28**	**25**	**3**

Workload

Applications Received and Closed

Table 2 shows the number of applications by type submitted to the Community Development Department from 2021 to 2024. Generally, year-over-year, total applications submitted from 2021 to 2024 have decreased by 47.98%, with the bulk of the workload concentrated in land subdivisions (31.9%) and site plan reviews (28.4%).

Table 2. Applications Received by Project Type Calendar Years 2021 to 2024

Application Type	2021	2022	2023	2024	Grand Total
Annexation	16	8	10	6	40
Certificate of Designation Site	1				1
Comprehensive Plan Amendment	3		4	4	11
Conditional Use Permit	4	2	2	2	10
Environmental / Sensitive Lands		1			1
Institutional & Civic Facilities Master Plan	1		1		2
Planned Development	10	4	10	3	27
Planned Development - Amendment	2	2	2		6
Revocable Permit	12	7	8	17	44
Rezone	14	17	10	4	45
Site Plan	59	46	39	29	173
Special District Service Plan			1		1
Street Name Change	2			4	6
Subdivision	31	34	18	6	89
Subdivision, Simple	30	29	27	20	106
Vacation	10	10	5	3	28
Variance			4		4
Zoning Code Amendment	3	5	3	5	16
Grand Total	**198**	**165**	**144**	**103**	**610**

Table 3 shows the number of applications by type that were closed in a given calendar year. Closed indicates that the City issued an approved or completed status for an application.

Table 3. Applications Closed by Project Type Calendar Years *2021 to 2024*

Application Type	2021	2022	2023	2024	Not Closed	Grand Total
Annexation	9	8	8	2	13	40
Certificate of Designation Site					1	1
Comprehensive Plan Amendment	3		1	3	4	11
Conditional Use Permit	1	3	3	1	3	11
Environmental / Sensitive Lands			1		0	1
Institutional & Civic Facilities Master Plan	1				2	3
Planned Development	5	5	3	1	13	27
Planned Development - Amendment		2	2	1	1	6
Revocable Permit	9	4	4	9	18	44
Rezone	11	12	2	7	13	45
Site Plan	35	38	34	26	38	171
Special District Service Plan					1	1
Street Name Change	2			3	1	6
Subdivision	14	16	22	14	23	89
Subdivision, Simple	13	19	22	18	34	106
Vacation	7	5	3	1	12	28
Variance			2		2	4
Zoning Code Amendment	1				15	16
Grand Total	**111**	**112**	**107**	**86**	**194**	**610**

Note: Applications labeled 'Not Closed' consist of those with the plan status of Active, Withdrawn, Denied, or See File. Withdrawn or Denied applications are not actively open; however, current data do not have a closed date attached to them.

Table 4 shows the total number of applications received and completed from 2021 to 2024. While the number of applications received has decreased since 2021, applications completed have stayed relatively steady. The number of applications completed during the given year does not account for the complexity of projects reviewed; however, it does indicate that current staffing levels have maintained a consistent output over the past four years, despite some vacancies and changing regulations and code.

Table 4. Applications Received and Completed in Calendar Years *2021-2024*

Year	Total Applications Received	Total Applications Completed
2021	198	11
2022	165	112
2023	144	107
2024	103	86

Application Cycle Times

Table 5 shows the duration of the application review (in days) from application submittal/intake to final close-out. Please note that applications that are currently open are not included in Table 5. Open applications are those that have not received a final approval or have not been issued a "completed final" status. Given that some of the open applications have been in the application process for two, three, or four years, the number of review days may be skewed. The workload review averages, shown in Table 5, are rounded to the nearest whole number.

Table 5 can be used as a means of benchmarking the average, minimum and maximum review times (in days) by application type, and the progress needed for the City to conform to a 90-day turnaround for affordable housing applications. While some of the application types included below do not require completion within 90 days, understanding overall turnaround times and holding staff accountable to current baseline averages are important steps in identifying process improvements needed to ensure an expedited review process for affordable housing.

Table 5. Development Services Workload Data – Applications Closed, Calendar Years 2021 to 2024

Application Type	No. Closed (Outliers Excluded)	Average Review Period (Days)	Max Review Period (Days)	Min Review Period (Days)
Annexation	26	160	419	70
Comprehensive Plan Amendment	7	130	232	68

Application Type	No. Closed (Outliers Excluded)	Average Review Period (Days)	Max Review Period (Days)	Min Review Period (Days)
Conditional Use Permit	7	139	334	43
Environmental / Sensitive Lands	1	281	281	281
Institutional & Civic Facilities Master Plan	1	99	99	99
Planned Development	13	156	292	83
Planned Development - Amendment	5	99	170	48
Revocable Permit	18	57	145	2
Rezone	31	111	236	51
Site Plan	133	173	576	3
Street Name Change	5	42	85	16
Subdivision	65	346	1053	64
Subdivision, Simple	69	194	759	23
Vacation	16	145	464	21
Variance	1	14	14	14
Zoning Code Amendment	1	66	66	66
Total	399			

Note: For the workload data above, applications that have not been closed out are not included in the analysis for averages, maximum, or minimum review periods. The number of applications closed includes all applications that have an end date associated with them in the data provided. Applications not included are those with the plan status of Active, Withdrawn, and in one instance each, See File or Denied. This does skew averages, minimums, and maximums as applications left out might change these numbers; 194 applications are still open. Of these open applications, some have been in review for multiple years. Additionally, outliers have been removed from the data set at .05 Significance Level. There were 17 outliers removed from the data set. The 'No.(number) Closed' is a sample of closed applications that does not include outliers.

Stakeholder Engagement

Baker Tilly used several forms of engagement to inform our analysis, including 1) employee interviews, 2) applicant/customer interviews, and 3) process mapping.

Employee Interviews

The Grand Junction employee interviews were conducted in October 2024. The Baker Tilly team engaged City staff across various departments to gain perspective on the development services workflow. Interviewees discussed what is and is not working well, where operational practices and procedures can be improved, customer service experiences and areas for improvement, technology experiences, and suggestions to improve the overall permitting workflow and efficiencies.

The themes cover participants across Community Development, Fire, City Attorney's Office, and Housing. While not comprehensive of all City voices, the themes provided a starting point for uncovering common issues and concerns and helped direct findings and areas for further investigation. Attachment A includes detailed themes and feedback generated from the completed interviews with City staff.

Applicant/Customer Interviews

The Grand Junction applicant interviews were conducted in October through November of 2024 with developers, engineers, and builders. The Baker Tilly team engaged a range of current and prior applicants/customers to understand their perspectives on the development review process. During the interviews, we discussed process pain points, areas that are working well, areas for operational improvement, customer service experiences, technology use, and suggestions to improve the overall process.

Although the sample of stakeholders engaged might not represent all experiences working with the City's development review process, their input provided meaningful observation for understanding and identifying common issues, concerns and ideas for improvement. Attachment B includes a detailed summary of what we heard from applicants and customers.

Process Mapping Workshop

Baker Tilly held an on-site workshop with City staff from Community Development, Engineering, Fire, Survey, Legal, and Mesa County Engineering departments to discuss and document existing workflow operations and steps in the development review process for two types of projects. The workshops covered the key steps by applicants and City staff from initial intake through the completion of plan review, project approval, planning clearance issuance, and site inspections to successful project completion. Based on this workshop with staff, Baker Tilly prepared draft and final process maps that document the as-is or current-state workflow and process steps for the following two application types:

- Single-Family Subdivision New Construction
- Multifamily Site Plan New Construction

The current state process maps are included as Attachment C to this report.

Observations and Recommendations

The following observations are derived from comprehensive interviews and data collection involving City staff and community stakeholders. While each group provides valuable insights and experiences regarding the Grand Junction development review process, no single perspective encompasses the entire truth. The recommendations aim to integrate both viewpoints and experiences, recognizing that effective

process improvement requires ownership and action from all parties involved. The focus of these recommendations is on what Community Development, along with their counterpart departments, can do to enhance and streamline the development review process.

As a preface to our observations and recommendations, it is important to describe what embodies a highly effective organization for carrying out development permitting functions. In simple terms, people, policy, process, and technology are the fundamental building blocks of a development review process that – when optimized – performs effectively and efficiently to produce a mutually supportive and productive outcome. The result is a highly functioning and well-organized development review system that achieves beneficial outcomes for the community and provides a satisfactory experience for all participants. The following summarizes the ideals that guide and direct people, policy, process, and technology in the attainment of development review process excellence.

- ***Process.*** Clear and efficient application intake systems, combined with well-coordinated plan review, planning clearance, and inspection processes, are activated to result in plans and built environments that are in compliance with applicable policies and ordinances of the local government – and applicable laws and regulations of other public agencies.
- ***People.*** An organization of dedicated, well-trained, supported, collaborative, trusting, and empowered team members with:
    a) an understanding of their role in and the mission of the development review process (e.g., facilitating quality development in a time-efficient and highly coordinated manner that results in a better community); and
    b) a mindset for excellence in internal and external customer service, effectiveness, problem solving, continuous learning and improvement, and communication.
- ***Regulations.*** Intentional, internally consistent, and mutually reinforcing sources of authority (i.e., policies and ordinances) that clearly communicate expectations for development. Policies, such as those found in Comprehensive Plan and Design Guidelines, are typically intended to guide decision making and achieve specific goals. Ordinances, such as Building Codes, Zoning and Subdivision Ordinances, and Engineering Design Standards are typically adopted to implement policy; they are binding and enforceable laws (more rigid than policies), intended to result in outcomes that uphold public health, safety, and general welfare, and are often called standards, codes, requirements, or regulations that often include terms such as “shall” or “must.”
- ***Technology.*** Integrated technology that efficiently and effectively carries out the functional needs of processes for and between staff and applicants, reduces or eliminates the need for manual activities, and facilitates transparency of information, project status, performance, and communications.

With the preceding as context, the following four sections provide Baker Tilly’s observations and recommendations on Grand Junction’s development review and permitting process.

Baker Tilly identified the following overarching best practices for the City of Grand Junction development review process to ensure it will be prepared to meet all local and state affordable housing review requirements and provide a timely review for all applicants:

1. Provide applicants with predictability on timing, cost, information requirements, and applicable regulations.
2. Supply applicants with comprehensive, easy-to-use information to help them create a complete application with the required content at the beginning of the application process.
3. Front-load identification of issues and keep applications moving - staff manages projects so problems are solved and issues are resolved quickly.
4. Avoid multiple review cycles.
5. Assist applicants in creating high-quality development.
6. Ensure policies and regulations are met. For affordable housing, meet the timeline requirements in Article 32 and Resolution No. 97-22.

Theme 1: Process

Observation A. Staff-level permit approval is a benefit and assists with expediting current processes

Most housing development application reviews in Grand Junction can be approved at the staff level and do not require additional review and approval by the Planning Commission or City Council. There are a few exceptions for projects requiring zoning changes or approval of a conditional use permit.

Staff-level approval for housing permits is one of the most important actions needed to expedite housing developments that a community can implement, which Grand Junction has already accomplished. A review of development applications by the Planning Commission and City Council adds time and uncertainty for the applicant. Staff level approval does, however, add pressure on City staff to effectively resolve and reach an agreement on code issues that the City supports since they are the final decision makers.

Observation B. Staff accepts applications with incomplete information, resulting in extra review cycles

Applications are currently deemed ‘complete’, and the staff review process commences when the required documents have been submitted. The Planning staff do not confirm that the application contains all the necessary information. Instead, departments often must determine whether all the information needed for their review is included during the review process. Currently, information is often missing or wrong and must be requested after the application review process is underway. Both staff and applicants observed that, as a result, there is a consistent pattern of multiple requests for additional information and multiple rounds of iterative and time-consuming review.

This procedure must change to meet the timelines required for affordable housing and to improve other development review outcomes. The 90-day period required by Colorado Revised Statutes 29-32-105 to act on an affordable housing project starts when the application is deemed complete. Additionally, City of Grand Junction resolution 97-22 sets turnaround times for staff review of affordable housing applications that begin once an application is complete. Within those 90 days, there is not sufficient time to continue the status quo of sending an application through multiple rounds of review because the original application did not contain complete information. The standard of a ‘complete’ application is critical to ensure that the 90-day timeline can be met. Additionally, City of Grand Junction resolution 97-22 sets turnaround times for staff review of affordable housing applications that begin once an application is complete.

Before an application is deemed complete, the planning staff need to review the contents of documents to ensure they meet minimum standards based on the Submittal Standards for Improvements and Development (SSID) manual. This change will result in front-loading the request for and ensuring the submittal of necessary information. The goal is that the reviewing departments can provide complete comments in the first round of review, and the applicant can then make the necessary changes. This also underscores the necessity of an effective pre-application process.

This step adds time at the front end of the application process but will save applicants and staff time overall. Baker Tilly’s experience is that communities that review the content of applications before they are deemed complete often allow up to 30 days for this review to allow staff to coordinate with other

departments and agencies to conduct the sufficiency review. The City of Grand Junction can establish a timeframe that works based on the City's staffing levels and the quality of submittals.

Requiring complete information before starting the staff review process is designed to help limit the number of review cycles that staff and applicants are currently experiencing. Stakeholders who participated in interviews expressed frustration with the review process. They noted that instead of a comprehensive first review followed by dwindling numbers of comments, they often receive new and conflicting comments in subsequent rounds. This leads to multiple rounds of revisions, with some projects requiring up to ten rounds of review. The introduction of new comments in later stages creates delays and inefficiencies, making the process unpredictable and frustrating for applicants. Staff noted that often the introduction of new comments in subsequent rounds of review was due to an incomplete application in the first round or where the applicant had made significant changes upon resubmittal.

A sufficient, complete application when staff start their review allows staff to conduct a comprehensive review of a development application in the first round of review. The applicant may need to revise their application to respond to staff' comments where compliance with the Code has not been reached. The goal is to limit additional rounds of review for the modifications the applicant made in response to staff comments to as few as possible. Additional review may be needed when an applicant makes major changes after the initial submittal is made and review comments have been made. Applicants should be encouraged to discuss plan/project changes with staff prior to a resubmittal. This practice will aid in a smoother review of the revisions.

To successfully implement this change, comprehensive, easy-to-use information on what is required to create a complete application needs to be available at the beginning of the application process. This requires all the departments involved in the development review to be included in creating standards for applications and to provide examples of what information is required from applicants. Staff then need to undertake this review of the content of applications efficiently. Applicants reviewing these materials and standards will help them develop a robust application that requires minimal review for compliance.

The City has already developed checklists and is currently revising the SSID Manual, which contains development forms and standards. The next step is to review them to ensure they contain all the information an applicant needs for a complete application. Checklists should include everything that is required so the planning staff will have a clear understanding of what to look for when reviewing applications for information sufficiency as part of the completeness review.

Providing examples of complete applications with supporting documents is a best practice that is useful to applicants. Doing so helps applicants see how another applicant for the same permit created a complete application/acceptable document. Staff can create a library of these applications and documents to show to applicants, which will help staff define the required information. Staff noted that there are developers who currently submit complete, high-quality applications and documents that are nearly code compliant. Once staff confirms code compliance, these are examples staff can show to applicants.

This front-loading of information will be an adjustment for both City staff and applicants. Staff will need to be empowered to reject submittals with incomplete information. Additional staff may be needed to implement this sufficiency review of applications before applications are deemed complete. Communicating to applicants the reasons for this change and how it benefits them will also be important.

Recommendation 1. Revise the current submittal process by adding a step for sufficiency review before an application is deemed complete and staff review starts.

a) Provide applicants with the information they need to submit a complete application.

b) All city departments need to review relevant sections of the SSID manual and ensure that comprehensive information and examples are available to applicants that describe and illustrate the information that must be approved as part of the development review process.

c) Conduct training with the development community to review the expected standards of a submittal.

d) Use a variety of communication methods, including creating handouts available on the website and at the counter to explain this process change to applicants.

e) Establish a timeframe to undertake the content review of applications and documents to determine if an application is complete.

Recommendation 2. Ensure first-round reviews are comprehensive and set a goal of no more than two additional review cycles for revisions that are necessary for the application to meet Code compliance.

Recommendation 3. All changes, staff- or applicant-driven, must be called out on plans to allow for a transparent review of subsequent rounds. Additional comments and/or rounds of review may be necessary based on the changes made during the resubmittal process.

Observation C. Pre-application and general meetings increase the applicant's overall timeline

Given the importance of front-loading information to shorten the plan review process, the pre-submittal process is a critical step for applicants. There are currently two options for meetings prior to a formal submittal: a non-mandatory general meeting and a mandatory pre-application meeting. Pre-application meetings have been required since January 2023 for major site plans, major subdivisions, and planned developments before an applicant can apply. An applicant does not necessarily need to attend both meetings, depending on the timing of the project and the need for information at various stages.

Scheduling these meetings and receiving feedback from them can be time-consuming for applicants and staff. From 2021 to 2024, there was an average of 268 general meetings and 45 pre-application meetings per year (Table 6).

Table 6. General and Pre-application Meetings, Calendar Years 2021 to 2024

Meeting Type	2021	2022	2023	2024	Total
General Meeting	328	240	242	260	1,070
Pre-Application	45	45	37	51	178
Total	**373**	**285**	**279**	**311**	**1,248**

In 2024, scheduling a general meeting took two to three weeks after an initial inquiry, and comments were provided one or two weeks afterward. Baker Tilly questions the usefulness of continuing the general meeting. It was recently revised in January of 2025, including implementing a Planner of the Day and a call tree, so more questions are being answered by a planner on the phone instead of scheduling for a general meeting time slot to scope the question. These changes have reduced the need for general meetings and started to address this observation, with general meetings now being able to be scheduled for the next week. There are good, more streamlined alternatives to these general meetings. Phone calls, in-person counter inquiries and handouts, online information, or emails are effective approaches to give applicants the initial information they need about the review process, application requirements, and project feasibility. When requested by applicants, ad hoc meetings can be scheduled with appropriate city staff.

The focus should be on the pre-application meeting since it is a mandatory requirement for certain application types. Currently, there are several steps involved:

- Applicant requests a pre-application checklist;
- Applicant submits a pre-application with the accompanying required materials on the City's online portal. Pre-application checklists require that applicants submit contact information, a pre-application fee, project narrative, conceptual site plan, and subdivision sketch. Other required information, determined on a case-by-case basis for submission include pedestrian bike analysis, drainage evaluation, traffic impact study, Geotech analysis, preliminary tree survey and preliminary wetlands/floodplain analysis.
- Pre-application submittal is reviewed by city departments and external review agencies;
- Applicant is sent comments in advance of the meeting;
- Pre-application meeting, attended by Planning, Engineering, and Fire staff as well as other review agencies on an as-needed basis, is held with the applicant to discuss the written comments and issues; and
- Applicant receives revised or additional comments from city staff after the meeting, if necessary.

Concerns about the pre-application meeting's effectiveness were expressed during staff and stakeholder interviews. Staff commented that many pre-application submittals do not contain sufficient information and/or detail for staff to provide complete comments. Additionally, staff found that applicants do not routinely incorporate meaningful feedback from this meeting into their plan applications. Applicants questioned whether these pre-application meetings are worth the time they take.

Recommendation 4. Revise the pre-submittal process to facilitate the expedited plan review timeframe.

a) Eliminate the general meeting. Instead, utilize a variety of methods, including phone calls, emails, online and counter information, or ad hoc in-person meetings to allow applicants to do an early consultation with city staff about their project's feasibility and to gather information about the approval process. Eliminating the administrative burden of general meetings will free up staff time to focus on other key administrative tasks such as project management, pre-application meetings and related tasks. This change will require a code amendment.

b) Focus on the pre-application meeting as the time to help applicants understand the requirements, major issues for their project, the application timeline, all the required documents, the steps in the review process, and what information is required to create a complete application so the application can be reviewed in one round.

   I. Be prepared to explain to the applicant what the City requires for a complete application and provide the checklists and examples that are recommended above in Recommendation 1.

   II. Increase the time the applicant receives to review the pre-application comments from 24 hours to at least 3 days.

   III. Continue to send out City staff notes from these meetings to the applicants - require the applicant to respond to the staff's recommendations in these pre-application meeting notes and have staff review those responses as part of the completeness review of the application to ensure that applicants responded to the staff comments when preparing their submittal.

   IV. Pre-application meetings should continue to be optional, not mandatory, for small projects like lot line adjustments or small subdivisions. More informal meetings can be used for these projects.

Observation D. Staff meetings and problem-solving forums are not currently meeting the goal of expediting projects

Staff hold several regularly scheduled interdepartmental meetings to talk about projects (Development Engineering every Tuesday, Legal/Survey every Tuesday, and Development Review [Planners/Engineers] every Thursday). These are helpful for building interdepartmental agreements on project issues and should continue.

Comments were made that staff tasked with resolving an issue identified during one of the regularly scheduled interdepartmental meetings will sometimes wait a week for one of these meetings to discuss a project issue when the issue could have been resolved sooner by a phone call or a smaller meeting. Informal communication between departments outside regular interdepartmental meetings needs to be used more frequently to shorten project review time and allow these interdepartmental meetings to focus on major issues.

Recommendation 5. Use various communication tools such as emails, phone calls, or in-person meetings based on the issue and timing. Use phone calls, in-person meetings and emails to resolve minor interdepartmental issues in order to shorten review times. Use interdepartmental project meetings for major issues that require the larger group's input.

Observation E. City review staff involved in the development review process are currently struggling to adhere to the City's targeted turnaround times

For applications deemed complete, the City's current target is to complete their review and provide comments in three weeks (Resolution 97-22 applies to affordable housing projects and requires an initial round of review issues within 30 days of a complete submittal with subsequent submittal issues within 15 days of resubmittal). Both staff and applicants noted that this three-week turnaround time is rarely met. Comments from Planning staff on application submittals have sometimes taken twelve to fourteen weeks, with comments from the City Attorney sometimes arriving four to six weeks after the planners.

Staff note that several things cause these delays: incomplete applications that and require requests for additional information before staff can provide complete comments, time needed to resolve unclear regulatory direction, delays from outside agencies, the volume of projects, and inadequate staffing.

Applicants also stated that it felt like there were silos and a lack of coordination across departments, leading to conflicting comments and delays. Applicants highlighted that the City Attorney's Office and City Surveyor are sources of delays and that there is no one point of contact to ensure these departments meet their timelines. Applicants commented that the multiple departments that work across development have separate processes and feel largely disconnected and that the planners do not have enough power to move other departments along.

Baker Tilly also observed that using three weeks as the target turnaround time to review comments for all plan review types is not a best practice. For example, it takes longer to develop review comments for a subdivision involving many housing units with complex infrastructure than it does to develop comments for a site plan review of a small apartment building on a single lot. The best practice is to create different turnaround times for different types of applications and projects so the fact that more complex projects take longer is recognized. These turnaround times also need to be realistic and reflect current staffing. A tracking software is used to monitor these turnaround times electronically, remind staff when comments are due, and follow up when comments are behind schedule.

Recommendation 6. Create target turnaround times for different types of projects and for staff responses by project/application type. City staff will need to inform applicants if the target turnaround time for their project will not be met and provide them with a realistic updated timeline that they can rely upon.

Recommendation 7. Enhance the use of tracking software to monitor turnaround times. Use the results of that tracking to periodically review and update established turnaround times to ensure they continue to be realistic and reflect current staffing.

Recommendation 8. Create reminders and follow-up tools to assist staff with turnaround time requirements and standards.

Recommendation 9. Communicate with the public using the City website when application volume will result in delay or extend average turnaround times.

Observation F. Making effective use of Planners as project managers

Development review requires close coordination and collaboration among various departments and agencies. Plans are submitted, and comments are made by one or more reviewing agencies, which frequently require changes to the submitted plans. Depending on the changes required, other departments may need to review the revised plans and revise their comments. For example, the Fire Department or Engineering may require that a roadway be modified, which affects setbacks and parking reviewed by Planning. Poor or delayed coordination between departments can add weeks to the review process.

Applicants expressed the sentiment that it feels like there is not a City staff person responsible for keeping a project moving through the process. Although there is an assigned project manager, frontline staff comment that currently they do not have the time, or the authority, when they see a roadblock to work interdepartmentally to resolve issues and keep projects on schedule. Applicants talked about how they sometimes turned to elected officials to keep their projects moving.

It is the intent of Community Development that planners act as project managers. Efforts are underway to make the planners' project management role better understood and more robust. Making the most effective use of planners as project managers requires empowering the staff and giving them the organizational support, training, and time to fully take on the project manager role. This work is in progress but has not been fully implemented.

The best practice is that a project manager, the assigned planner, is responsible for moving the project forward by tracking turnaround times, identifying where a project may have gotten stuck, and bringing parties together to resolve issues causing delays. The project manager also serves as the applicant's point of contact for their issues throughout the entire process. To be successful, all agencies and departments involved in development review must recognize that it is the project manager's job to resolve issues and keep a project moving forward. This includes inviting the planner/ project manager to meetings on their assigned project and adding the project manager to all communications.

A project manager does not need to be an expert in every aspect of the project but should facilitate meetings with subject matter experts to keep the project moving. While not a project advocate, the project manager serves as a facilitator throughout the process, providing applicants with the necessary information and guidance for success.

Effective project management requires training. Planners may feel uneasy resolving issues outside their usual scope, such as those involving Engineering or Fire. However, learning to facilitate issue resolution without stepping on others' roles or expertise is a valuable skill that can be taught.

Recommendation 10. Train and empower planners to effectively serve as project managers, with responsibility for tracking progress, monitoring projects, resolving issues across disciplines, and keeping the project moving based on established timelines.

Recommendation 11. Train project managers to ensure they serve as the main contact person for the applicant, from the determination of application completeness to the conclusion of the review process.

Recommendation 12. Educate and expect other reviewers and applicants to utilize the planner as a project manager, including them in all communication and requests for meetings.

Theme 2: People

Observation G. Staffing levels are generally appropriate for the level of work required by the development review process. However, changes in expectations for expedited review may require staffing changes.

City staff provided mixed feedback about the current staffing levels for divisions involved in the development review process. While some staff believe the Community Development Department is understaffed and overloaded, others find that, overall, the department has an appropriate number of staff but struggle when there are significant fluctuations in workload caused by position vacancies and/or changes in application volumes during busier seasons. Table 1 (page 7) shows City staff who are involved in the development review process across Community Development, Engineering, Surveyor's Office, and the Legal Department.

According to Table 3, the number of applications submitted has continued to decrease since 2021, with an overall percent change in applications received of -35.5%.

Staffing issues and concerns should be addressed; however, process improvement elements have the power to significantly reduce the feeling of being overburdened. Process improvement recommendations, like those mentioned above under Theme 1: Process, will reduce workload by ensuring complete applications and providing applicants with essential information.

Staffing levels are difficult to assess until other process improvement initiatives are incorporated. Reducing review times and communication gaps could reduce the feeling that the Department is understaffed.

Applicants expressed concerns about perceived high staff turnover, whether from attrition, retiring, or promotion of internal staff into new positions. There is an applicant perception that onboarding new staff who need a period of training to be fully versed on City regulations, policies, and processes causes delays and inconsistencies.

Recommendation 13. Assess the need for an additional planning position to assist City staff and developers in preparing complete applications after implementing recommended process improvements. Potential functions of the position would include reviewing applications to ensure they contain all the necessary information needed for review, maintaining comprehensive checklists and examples to assist developers, reviewing for ADA compliance, and administering project management functions for projects that qualify for the expedited review process.

Observation H. Opportunities exist for staff and applicants to collaborate on solution-oriented approaches to solving issues

Applicants provided many positive comments about how personable staff are and how seriously they take their work. Baker Tilly also heard and observed that staff take pride in their work and contribute meaningfully to their divisions and interdepartmentally. However, from applicant interviews and Baker Tilly observations, there is room to enhance problem-solving efforts with applicants.

Applicants expressed that they often express roadblocks from City staff without feeling like staff help them identify a reasonable route forward. This often results in multiple application submittals by an applicant before the staff can complete their review, resulting in frustration and increased project review times. While staff are encouraged to problem solve with applicants, this does not always meet with willingness from applicants to comply with city regulations, which can result in tensions that often are elevated to departmental management or, in some cases, City leadership. There are instances where staff are presented with highly underdeveloped plans and asked to design the project for the applicant. This is not an expectation or standard for staff to uphold. However, finding opportunities to get to 'yes' with the applicant and problem solve could improve the overall perception of development staff and the City's perceived willingness to work with applicants.

Staff mentioned that when their workload volume is high, they do not feel they have the time necessary to act as project managers, brainstorm resolutions, or maintain effective communication with applicants. As a general practice, planners wait for the applicant to respond and revisit the project at that time instead of proactively following up on outstanding issues. This can delay the project timeline and result in diminished applicant experience. Addressing staffing after meaningful process improvement efforts will be necessary in order to address staff workload and ensure the departments involved in development review are appropriately staffed.

To reduce the number of excess application reviews, staff need to assist in finding solutions in addition to reviewing project plans and accompanying information. Executive leaders must lead the way in support of a solution-oriented approach to development review. Educating applicants on what is expected at the time of submission, providing tools for applicants to educate themselves, and avenues to resolve issues are all ways to ensure the development community has the knowledge and resources to solve issues.

Recommendation 14. Task executive leaders with establishing an interdepartmental culture of collaboration, alternatives, identification, and timeliness.

Recommendation 15. Task department management with articulating key development goals to frontline staff. Key goals should include front-loading information to applicants, greater interdepartmental coordination, and an emphasis on strong customer service and reducing timelines for application processing.

Recommendation 16. Provide community meetings and training opportunities to continue educating the development community on the City's processes, expectations for applicants, and the newly adopted code.

Observation I. Gaps in staff training frustrate applicants and cause delays in review cycles and/or inaccurate interpretations of code

Continuous training and development are essential to keep staff updated on best practices and new regulations. Staff mentioned that more opportunities for training might reduce inconsistencies in code and regulation interpretation. Staff need training on new codes and clarity on where staff have discretion. Stakeholders interviewed acknowledged that there is a steep learning curve for new staff members, which often affects consistency, quality, and length of reviews. In addition, applicants pointed out that many staff members are new and unfamiliar with the extensive and newly adopted codes. For new employees, no

matter the experience level, learning about local contexts, policies, processes, and regulations can be a lengthy undertaking.

In some instances, developers are resistant to the new code; however, City staff are directed by the code and must comply with and enforce its provisions. Consequently, applicants may perceive staff as inflexible when, in reality, staff are simply upholding the regulations they are obligated to enforce. This disconnect underscores the importance of clear communication and education about the new code to ensure all parties understand and adhere to the current standards.

Recommendation 17. Identify opportunities to train staff through consistent and recurring training sessions on federal, state, and local laws and regulations.

Recommendation 18. Create tools and resources for staff to ensure the consistent interpretation of code. Periodic training on code interpretations is essential to consistency.

Recommendation 19. Provide recurring community training opportunities for the development community to learn about the planning process and any updates to applicant expectations and processes.

Recommendation 20. Create an online repository for recent code changes and how-to documents for ADA compliance.

Theme 3: Regulations

Observation J. Changes to City codes require training and ongoing clarification

In January 2024, the updated and substantially revised Zoning and Development Code and Transportation and Engineering Design Standards (TEDS) Manual became effective. These documents contain significant changes to requirements for developers. For example, the TEDS Manual contains new street, pedestrian, and bicycle design standards. Whenever new development regulations become effective, questions will arise about expectations for code compliance. Certain provisions of code are not always black and white; how a certain provision is interpreted often comes through application and use over time.

The best practice is that staff and applicants must be trained in the content and application of new codes. Some planners noted that there could be more training to help them become more confident about the content of these codes and how they should be applied. Planning staff noted, for example, that it is not clear how much discretion they have in applying many of the new regulations and that it takes time to work with the Department leadership to clarify the regulations. This is not unusual with a new code. Another best practice is to create a system for keeping track of interpretations of the code so the staff and developers can gain increasing clarity and consistency in the implementation of the code. Sections of the code that are found to be problematic are also tracked so they can be eliminated or revised during periodic code revisions.

Frustrations that have arisen around code interpretations are proactively being managed by Community Development staff. Staff meet weekly to discuss code interpretations and the application of issues within the new code that requires special attention and consideration. This is a period of transition for the City.

Recommendation 21. Apply and enforce the revised Zoning and TEDS Manual

a) Work with the line staff in Planning and Development Engineering to determine what training is needed on these updated codes. Ensure that staff understand the discretion they have and apply these codes consistently.

b) Provide additional training opportunities to educate applicants on the new codes, how they are applied, and how questions of interpretation are resolved.

c) Track interpretations of the code that the City supports so the staff and developers gain increasing clarity about code implementation.

d) Continue to identify with internal and external stakeholders problematic or unclear code sections and periodically schedule them for revision or elimination.

Observation K. The Affordable housing expedited approach required by Colorado Revised Statutes 29-32-105 need to be formally defined by the City

To meet the expedited review and action requirements for affordable housing included in Colorado Revised Statutes 29-32-105 the City needs to establish an interdepartmental team ready to get to work quickly. This interdepartmental team needs to include Planning, Public Works, Fire, the City Attorney and

the City Surveyor. This team needs to be trained in the requirements of affordable housing regulations and empowered to advise applicants on how to create a complete application and a successful project. This group's job is to ensure interdepartmental procedures, coordination and problem solving are in place so issues can be resolved quickly and the timelines in regulations are met.

Establishing this interdepartmental team within the next few months will provide time to ensure adequate familiarity with the affordable housing regulations and the expedited process to be followed for project approval outlined in Colorado Revised Statutes 29-32-105. All members of this team can start to put together examples of complete applications and documents for housing projects. It would be helpful for the City Attorney to provide examples of CC&Rs, for example, and for the City Surveyor to provide examples of good surveys. This team, because it is charged with ensuring these examples of complete applications and documents are available for affordable housing projects, plays an important role in the gathering of the documents referenced in Recommendation 1. These examples will be useful information going forward for all developers.

Affordable Housing projects also need day-to-day guidance. For each affordable housing project, an experienced staff planner should be assigned and empowered as a project manager who is personally responsible for keeping these projects on schedule and convening the interdepartmental team, in whole or in part, as needed to resolve issues and keep the project moving forward. This use of planners as strong and enabled project managers for affordable housing will provide planners with experience in the interdepartmental project management role.

Colorado Revised Statutes 29-32-105 has a ninety-calendar-day requirement for each application that begins when the City determines that an application is complete and must result in a final decision by day ninety. Review by staff of the content of application submittals before they are determined to be complete, as described previously in this report, is essential to conform to the ninety-day timeline. The goal is to complete the City staff review in one round of comments, so the applicant has time to make any required revisions and receive a final decision within ninety days.

Colorado Revised Statutes 29-32-105 allows local agencies to create flexibility with possible extensions. The statute provides extension options that the City of Grand Junction can add to the overall ninety-calendar-day timeframe. The first option is a ninety-calendar-day extension (Paragraph (2)(b)) that a developer may request to address comments from an outside agency with approval authority over the application. There is a second extension option (Paragraph (2)(c)) that a local government can enact to review modifications to an application. While the flexibility these extension options provide is useful, the spirit of this statute is to expedite affordable housing, so these extensions are best used for unique circumstances outside the control of the city or the applicant. The interdepartmental team should adopt internal policies that determine how the City wants to administer the extensions allowed in paragraphs 2(b) and 2(c) of this statute.

Developers of market-rate housing expressed the concern that their projects would move more slowly because affordable housing projects would be given priority and an expedited process. This report focuses on changes to expedite projects and improve internal coordination that will start with affordable housing projects but will become templates for all projects to reduce the protracted review timelines that staff and developers are currently experiencing.

Recommendation 22. Establish an interdepartmental affordable housing development review team, including the City Attorney and the City Surveyor, to expedite affordable housing application reviews. This group should ensure that interdepartmental coordination and problem solving are in place so issues can be resolved quickly, affordable housing is expedited, and both City policy and State requirements are met.

Recommendation 23. Appoint this interdepartmental team within the next two months to allow time for training and to agree on operations and procedures for working together to ensure the deadlines for expedited/fast-track project approvals are met.

a) Create a protocol for making the determination for eligibility into the expedited review process based on the City and State specifications for the percentage of affordable housing.

b) Oversee the processing of affordable housing projects that conform to the requirements of Colorado Article 32 and the City Resolutions. Decide how the City wants to administer the extensions to the ninety-day review period allowed in paragraphs 2(b) and 2(c) of Colorado Revised Statutes 29-32-105. These extensions provide useful flexibility but should be used only for unique circumstances.

c) Ensure the availability of easy-to-use checklists, examples of complete applications, and documents required for affordable housing projects to assist affordable housing developers with providing a complete application.

d) Act to overcome delays that could impede the City's ability to meet the expedited timelines in Revised Statutes 29-32-105 and the City Resolutions.

e) Coordinate with outside review agencies to set expectations for fast-tracking reviews.

f) Annually refine and improve expedited review operations and procedures.

Recommendation 24. Assign an experienced planner to act as project manager for each affordable housing project. The planning project manager will provide day-to-day guidance for affordable housing developers, keep the project on schedule, and convene the interdepartmental team, in whole or in part, to resolve issues quickly.

a) Meet with developers to set expectations.

b) Identify any items within the application that may need to be scheduled for a public hearing, such as a vacation of easement or revocable permit.

Recommendation 25. Determine that an affordable housing application is complete only after staff review the content of the submittal. The completeness review must ensure that a submittal contains all the information needed for staff to complete a comprehensive review in round one and provide a final decision to the applicant within 90 days after the City determines the application is complete.

Recommendation 26. Ensure that the expedited staff review requirements of Resolution No. 97-22 for affordable housing projects are met. These required timelines are the initial staff review of applications within 30 days of a complete submittal with subsequent submittal issues within 15 days of resubmittal.

Recommendation 27. Prioritize affordable housing developments on the Planning Commission schedule and agenda and those with proposed conditional uses or other use permit requests that require Planning Commission consideration. Doing so will ensure that a decision can be reached within the ninety days required by Colorado Statute 32.

a) Advise the Planning Commission about the expediting requirements of Colorado Statute 32 so the Commission and the public understand why affordable housing projects are given this priority.

Recommendation 28. Communicate to non-affordable housing applicants the legal requirements and rationale for expedited review of affordable housing developments.

Recommendation 29. Inform all applicants that process changes for reducing review times for affordable housing applications will also be used to streamline review cycle times for other application/project types.

Theme 4: Technology

Observation L. Applicants appreciate online submittals and the use of digital tools in the application submission and plan review process

In general, applicants were very appreciative of the online submittal process and online portal. However, there were some suggestions for improvement to streamline the online submittal process. Issues with the current technology systems included a lack of acknowledgment of submissions and inconsistent use of document management systems. One interviewee mentioned that they used to see documents in the system with expected comment dates, but now they receive emailed comments that are not specific or numbered.

The City uses EnerGov for its planning applications and Bluebeam for the internal review of project plans. EnerGov has all the functionality of a modern planning/permitting system, and the City is actively using this functionality. One area of consideration would be to incorporate a public-facing dashboard that would provide information on the total number of applications, permits, review times, inspections, and other information the public finds important. Another would be to have department leaders run performance reports on a recurring basis. The focus of these reports is to see how long specific tasks are taking to perform and compare the length of time against the City's stated standards. These reports can also be used to identify applications that are taking longer and pivoting resources to promptly resolve outstanding issues.

Recommendation 30. Produce additional applicant-facing tools, application guides, and resources and publish on the Community Development website specifically discussing the online portal.

Recommendation 31. Develop and run recurring reports to analyze cycle times and identify applications that are held up in the process.

Recommendation 32. Work within the EnerGov system to provide notifications to applicants when applications have been received, processed, etc.

Attachment A: Employee Interview Themes

People

1. **Workload and Staffing**
    - **Description:** Workload and staffing levels impact the efficiency and effectiveness of the permitting process. High volumes of projects and insufficient staffing can lead to delays and reduced quality of service. Some staff feel overburdened by the current workload and attribute timeline delays to staffing challenges. Staff reflected that staffing levels should be addressed in order to successfully comply with Proposition 123. Some staff indicated that having a better way of managing high and low periods of workload will help reduce staff stress.
2. **Training and Development**
    - **Description:** Continuous training and development are essential to keep staff updated on best practices and new regulations. Staff mentioned that more opportunities for training might reduce inconsistencies in code and regulation interpretation.
3. **Interdepartmental Communication**
    - **Description:** Effective communication between departments is a recurring theme. Employees noted that while there are regular meetings, such as the Development Engineering Review meeting, there are still gaps in communication that lead to inefficiencies. Oftentimes, staff are waiting for meetings to get their questions answered, thereby causing delays.
        - Staff expressed that there often feels like a delay in decision making as staff do not feel empowered to make the decision themselves and must rely on others. Many times, the opportunities to discuss or come up with a decision occur in weekly meetings, but oftentimes, not all issues are addressed, leading to further delays in projects.

Process

4. **Permitting and Plan Review**
    - **Description:** The efficiency and transparency of the permitting and plan review process are critical. Applicants often face delays and multiple rounds of comments. Staff receive significant pushback from applicants on code requirements and exceptions to rules, causing delays in processing applications. In addition to low-quality submittals, staff expressed frustration with applicants not implementing or acknowledging comments in previous rounds, requiring staff to continue to make the same comments over multiple rounds of review.
5. **Low-Quality Submittals**
    - **Description:** Quality of submittal was highlighted as a large pain point in the process and consistently identified across interviews. Staff identified that the current application acceptance process frequently allows for applications that are missing information or contain a significant amount of low-quality information. Poor-quality submittals lead to excessive rounds of reviews and slow progress through projects. Staff feel the initial intake process can be improved to ensure only complete and accurate submittals are accepted. Staff suggested more comprehensive checklists and more staff empowerment to reject bad submittals. Comprehensive submittal checklists include drawing standards, line standards, paper sizes, etc.

6. **Effective Applicant Communication**

    - **Description:** Staff feel there is an opportunity to better educate the applicant at the start of their engagement with the City. There often feels like a lack of knowledge about what the City expects from applicants, causing frustrations.

Technology

7. **System Integration and Usability**

    - **Description:** The technology systems in use, such as EnerGov, have strengths and weaknesses. While they facilitate online submittals and tracking, there are significant issues with integration and usability leading to manual data entry and tracking, which is time consuming and prone to errors. Improving system integration could enhance efficiency and reduce the administrative burden on staff.

8. **Self-Service Portal**

    - Description: The self-service portal for applicants is not user-friendly, leading to a preference for in-person assistance or submissions for certain application types.

Attachment B: Applicant Interview Themes

People

1. **Responsiveness and Communication**
    - **Description:** Applicants frequently mentioned that while some City staff are responsive and helpful, others are not. There are significant delays in communication, with some staff taking weeks to respond to emails or set up meetings. One interviewee noted that it took over 100 days to get comments back on a project, and another mentioned that vacations of multiple staff members cause delays without any backup.
2. **Staff Knowledge and Training**
    - **Description:** There is a concern about the high turnover of staff and the resulting lack of experience and knowledge. New staff members often have a steep learning curve, which affects the consistency and quality of reviews. Applicants pointed out that many staff members are new and unfamiliar with the extensive and newly adopted codes, leading to inconsistent and sometimes unnecessary comments.
3. **Staffing Levels**
    - **Description:** Applicants expressed concerns about high staff turnover and insufficient staffing levels within the City's departments. They noted that many staff members are new and face a steep learning curve, which affects the consistency and quality of reviews. The frequent turnover leads to a lack of experience and knowledge, resulting in inconsistent and sometimes unnecessary comments. Additionally, the understaffing issue means that the existing staff are often overwhelmed, contributing to delays and inefficiencies in the review process.

Process

4. **Process Efficiency and Predictability**
    - **Description:** The development review process is seen as unpredictable and inefficient, with many projects experiencing significant delays. There is a lack of clear timelines and accountability, which frustrates applicants. Some applicants indicated that they are given an estimate of the timeline at the start of their engagement, but that timeline is rarely followed. One interviewee mentioned that they have waited for City comments for 12 to 14 weeks. Applicants mentioned that delays in reviews could be due to being short staffed and what appears to be high staff turnover.
5. **Interdepartmental Coordination**
    - **Description:** There is a significant issue with siloed departments and a lack of coordination between them, leading to conflicting comments and delays. Applicants highlighted that the City Attorney’s Office and City Surveyor are major sources of delays and that there is no one in charge to ensure these departments meet their timelines. Applicants commented that the multiple departments that work across development have separate processes and feel largely disconnected and that Community Development does not have enough power to move other departments along.
6. **Plan Review Comments**

- **Description:** Applicants expressed frustration with the significant and seemingly unending comments during the review process. They noted that instead of a comprehensive first review followed by dwindling numbers of comments, they often receive new and conflicting comments in subsequent rounds. This leads to multiple rounds of revisions, with some projects requiring up to ten rounds of review. The lack of consistency and the introduction of new comments in later stages create delays and inefficiencies, making the process unpredictable and frustrating for applicants.

7. Source of Authority

- **Description:** Applicants feel they are frequently asked to do things or supply information that is not required by code. Applicants feel that plans are used as a repository of information and are full of extra information that is not necessary. In addition, some Applicants feel the City oversteps in the commentary about the design and visual appearance of buildings, not the technical regulations.

Technology

8. Use of Technology in the Review Process

- **Description:** In general, applicants were very appreciative of the online submittal process and online portal. However, there were some suggestions for improvement to streamline the online submittal process. Issues with the current technology systems included a lack of acknowledgment of submissions and inconsistent use of document management systems. One interviewee mentioned that they used to see documents in the system with expected comment dates, but now they receive emailed comments that are not specific or numbered. Improving the existing technology systems to provide real-time updates and acknowledgments of submissions could enhance efficiency. Ensuring all comments are specific, numbered, and directly linked to the relevant sections of the submitted documents is also recommended.

9. Document Management and Tracking

- **Description:** The current document management system is not user-friendly and leads to inefficiencies. There is a need for better tracking and organization of documents to streamline the review process. Applicants noted that they receive lists of comments without specific markups and that the system does not provide clear updates on the status of their submissions. Upgrading the document management system to include features like automatic document naming, version control, and clear status updates, along with providing training for both staff and users, could address these issues.

Attachment C: Current-State Process Maps

As-Is Workflow Process Maps

Introduction

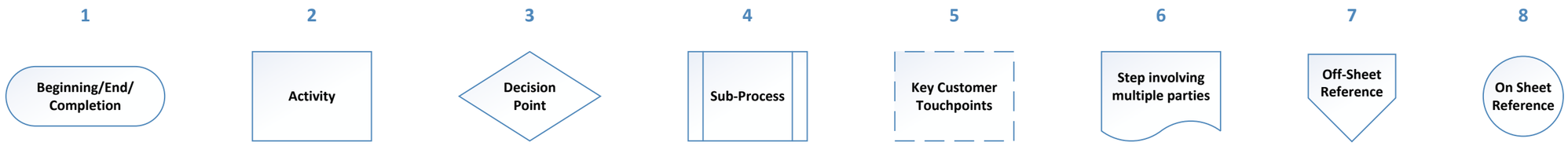
A process map series is a visual guide that outlines the steps involved in various procedures, helping users understand and navigate complex workflows. It works by breaking down each process into clear, manageable stages, providing detailed instructions and identifying key personnel involved. This approach ensures consistency, efficiency, and compliance with regulations. The impact of using process maps includes improved communication, streamlined operations, and enhanced overall productivity. Maps are meant to align departments on their shared coordination and communication, highlight inefficiencies, and track use of technology in the process.

The following process maps were prepared through a series of process mapping workshops with Grand Junction staff and Baker Tilly in October 2024. The “as-is” maps depict current process steps across key divisions and key phases of the process.

Map 1 – Subdivision New Construction
Map 2 – Multi-Family New Construction

Each process map includes some or all of the following symbols: 1) the oval denotes the beginning, end or completion point in a process; 2) the square represents a process activity or step; 3) the diamond is a decision point; 4) the picture window represents a sub-process and has additional activity steps and decision points that are not shown on the process map; 5) an activity or shape with a dashed line signifies a key customer touchpoint; and 6) the banner is a process step that involves more than one party. 7) The pentagon is an off-sheet connector that links a process step to a step on another page; and 8) a circle indicates an on-sheet reference.

Process Map Symbols



Legend

- Green Shading — indicates predevelopment review process.
- Blue Shading — indicates concurrent plan reviews conducted by all required reviewers, per pre-established workflows.
- Orange Shading — indicates a workflow managed by email.
- Yellow Shading — indicates a workflow that involves EnerGov/Bluebeam.
- Gray Shading — indicates a sub-process.
- Purple Shading — indicates a manual tracking process.

Subdivision New Construction Workflow (Map 1 – Page 1 of 8)

Application Interest and General Meeting

Applicant

Potential applicant inquires about project

Applicant contacts Planning staff with initial interest via phone call or email

Applicant submits Pre-Application checklist through online portal[6]

Applicant pays fees prior to Pre-Application meeting

A

Planning Services Division

Planning Technician provides initial information[1]

Planning Technician notifies applicant of general meeting (optional)[2]

Does Applicant proceed with a general meeting?

No

Planning Technician provides information on next steps

Planning Technician prepares checklist

Planner notifies Applicant of Pre-Application (required)[4]

Does Applicant move forward?[5]

Yes

No

Project Ends

Yes

Planning Technician schedules general meeting with Applicant

Planners/Dev. Engineering review general meeting [3]

Planner provide checklist and notes from meeting to Applicant

Planner preps checklist and reviews with the Development Engineering

Various Departments (Planning & Development, Engineering)

Planning hosts general meeting

Review agencies provide comments to Planning in EnerGov

Notes:

1. General inquiry emails and calls are received by a variety of planning staff including planning technicians and planners. Starting January 1, 2025 interactions will be filtered through the assigned planner of the day (POD).

2. General meetings are optional for applicants and applicants are not required to bring anything to the meeting. General meetings are meant to provide feedback on a proposed idea.

3. This action occurs 2-weeks prior to the general meeting.

4. Pre-Application checklists and meetings are required prior to submitting a planning application.

5. Many applicants do not move forward at this point.

6. Pre-application checklists require that applicants submit contact information, pre-application fee, project narrative, conceptual site plan, and subdivision sketch. Optional items for submission include pedestrian bike analysis, drainage evaluation, traffic impact study, Geotech analysis, preliminary tree survey and, preliminary wetlands/floodplain analysis.

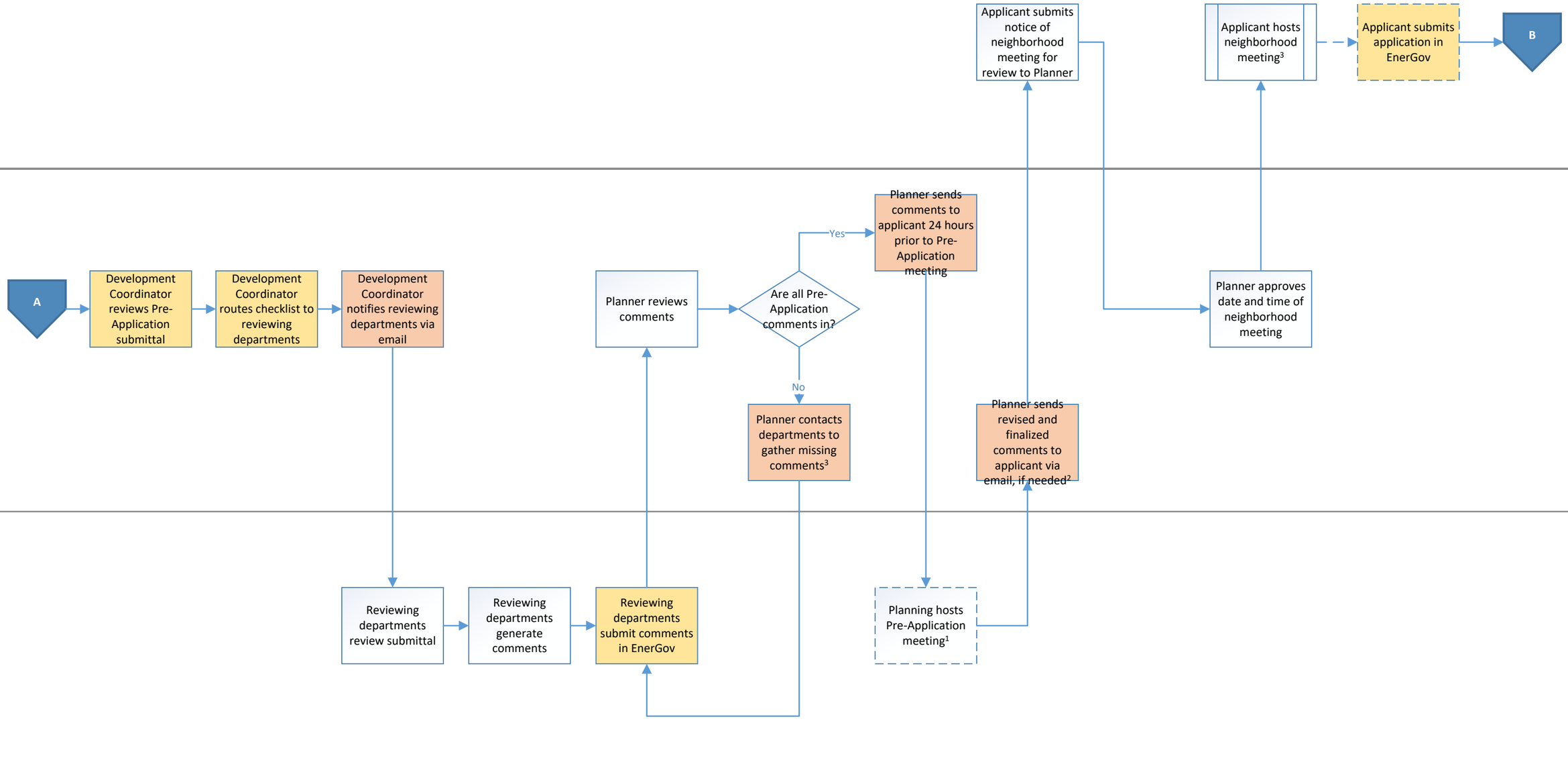
Subdivision New Construction Workflow (Map 1 – Page 2 of 8)

Pre-Application Submission

Applicant

Planning Services Division

Various Departments (Planning, Development, Engineering, & Fire)



Notes:

1. Pre-application meeting attendees include Planning, Engineering, and Fire. Other Departments may attend if deemed necessary by the City or requested by Applicant.

2. On average, staff return Pre-Application checklist comments withing 2-3 weeks of submittal.

3. Neighborhood meeting is an informational meeting to the community and is required by the City. Notice must be mailed out 10 days prior to meeting within 500 ft of property.

bakertilly

Subdivision New Construction Workflow (Map 1 – Page 3 of 8)

Planning Application Intake and Review

Applicant

B

Applicant posts signs at site and sends photos to Planning[1]

Applicant submits requested information

Applicant reviews comments, submits revised plans, and responses to comments in EnerGov

C

Planning Services Division

Development Coordinator reviews application against checklist

Is application complete and ADA compliant?[2]

No

Development Coordinator requests missing information via email

Yes

Development Coordinator processes application in EnerGov and sends email to check Bluebeam[3]

Is legal review required?[4]

Yes

Submit HighQ request

Planner incorporates legal comments into review

No

Development Coordinator checks EnerGov daily for updates

Are all reviews complete?

Yes

Development Coordinator organizes comments

Development Coordinator sends comments to Planner via email

Planner sends comments to applicant via email

No

Development Coordinator / Planner requests missing comments

Various Departments (Planning, Development, Engineering, Fire & External Agencies)

Reviewing departments and agencies conduct review of application

Reviewing departments and agencies submit markups in Bluebeam (if applicable)

Reviewing departments and agencies submit comments in EnerGov

Notes:

1. Signs must be posted for entire review period.

2. If all the required documents are included and ADA compliant, the application is deemed complete.

3. The Development Coordinator sends the review request via email to the reviewing departments and agencies. These departments and agencies then receive the email and are responsible for checking Bluebeam for the necessary documents and information.

4. The planner determines if legal review is necessary in EnerGov.

Subdivision New Construction Workflow (Map 1 – Page 4 of 8)

Planning Application Review and Approval

Applicant

Applicant reviews comments and resubmits

Planning Services Division

C

Development Coordinator reviews resubmittal

Development Coordinator emails review requests and departments check Bluebeam[2]

Is legal review required?[3]

Yes

Submit HighQ request

Planner incorporates legal comments into review

No

Development Coordinator checks EnerGov daily for updates

Does the application comply with city regulations?

No

Development Coordinator organizes comments

Development Coordinator sends comments to Planner

Planner sends comments to applicant via email

Yes

Planner issues decision letter approving the site plan via email

If needed, create Development Improvement Agreement

Planner updates project status, checks documents are uploaded, and updates workflow

D

Various Departments (Planning, Dev. Engineering, Fire & External Agencies)

Reviewing departments and agencies conduct review of application

Conduct internal discussion to identify solutions to remaining comments

Reviewing departments and agencies submit markups in Bluebeam (if applicable)

Reviewing departments and agencies submit comments in EnerGov

Notes:

1. If all the required documents are included and ADA compliant, the application is deemed complete.

2. The Development Coordinator sends the review request via email to the reviewing departments and agencies. These departments and agencies then receive the email and are responsible for checking Bluebeam for the necessary documents and information.

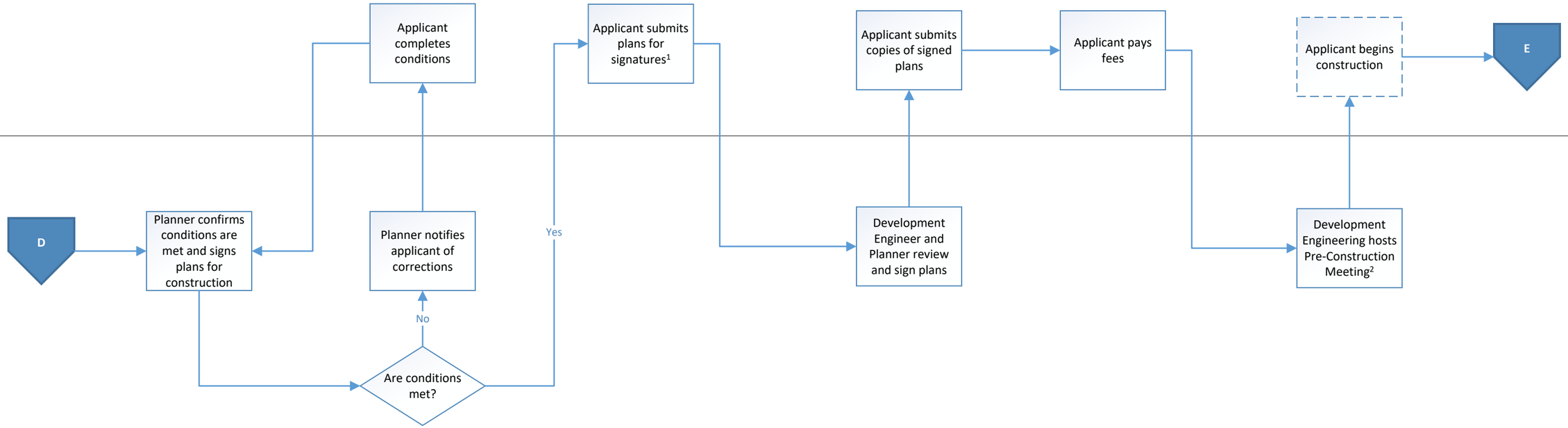
3. The planner determines if legal review is necessary in EnerGov.

Subdivision New Construction Workflow (Map 1 – Page 5 of 8)

Planning Clearance and Pre-Construction Meeting

Applicant

Development Engineering



Notes:

1. The plans are already signed by the appropriate utilities at this time.

2. The Pre-Construction Meeting is attended by Transportation, Engineering, Stormwater and MC.

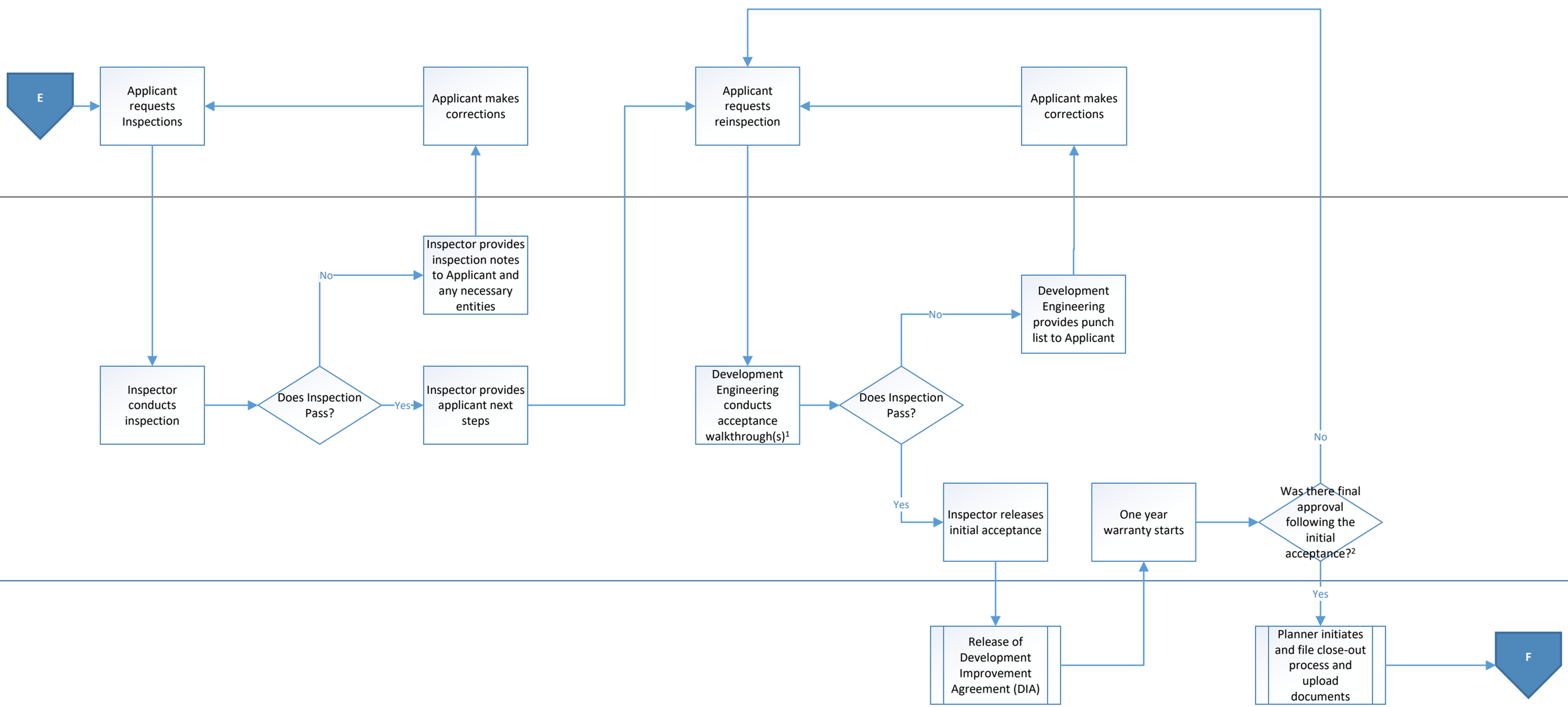
Subdivision Construction Workflow (Map 1 – Page 6 of 8)

Inspections

Applicant

Development Engineering

Planning



Notes:

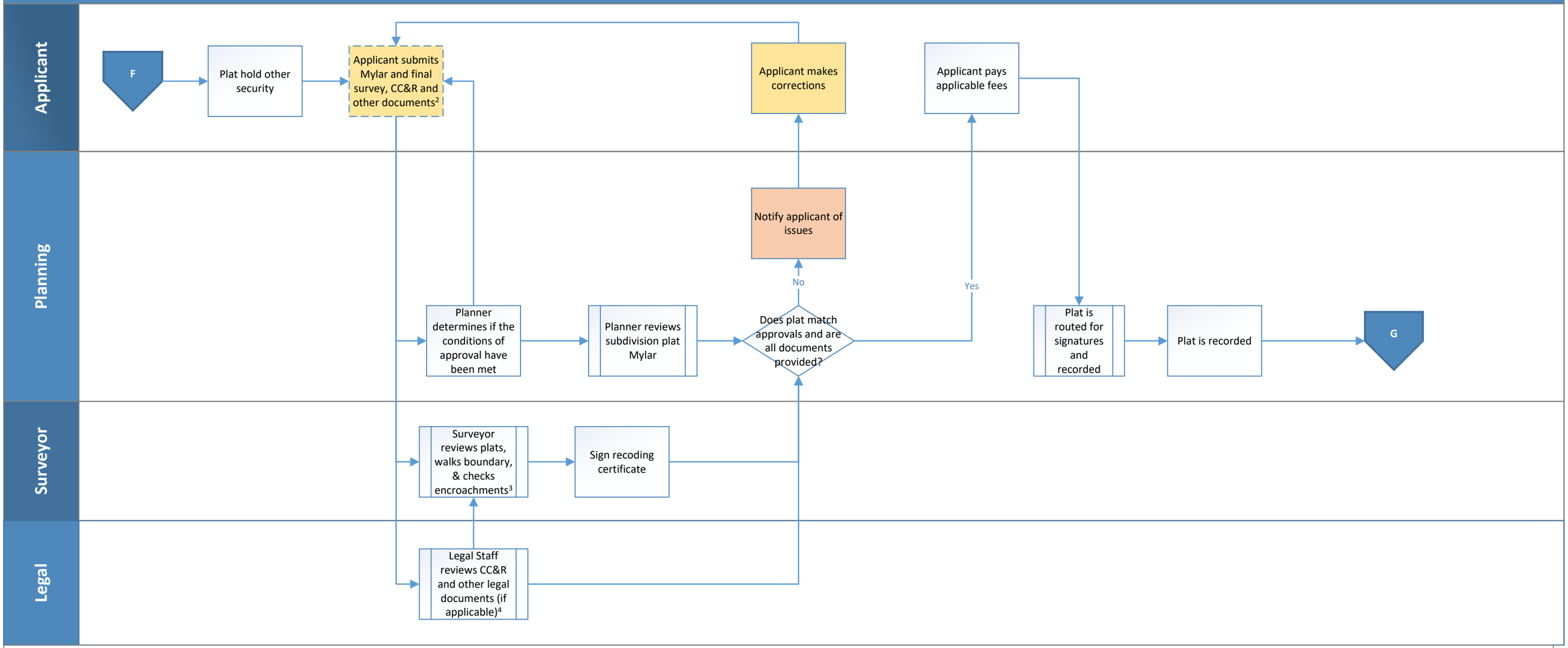
1. There is an initial walkthrough, followed by a final walkthrough. Two are required.

2. Upon initial acceptance, the release of DIA (initially reduced to 20% or an appropriate level) is executed, and the one-year warranty period commences. This process is repeated to achieve final acceptance, after which the Planner initiates the close-out procedure.

3. Plat can be recorded prior to construction on overall subdivision being complete, provided the Applicant provides proper security. This map is expressed in a linear fashion for visualization purposes, however, the plat recording steps might occur simultaneously or one after another depending on Applicant's progress and preference.

Subdivision New Construction Workflow (Map 1 – Page 7 of 8)

Mylar Review and Recording



Notes:

1. Plat can be recorded prior to construction on overall subdivision being completed, provided proper security is given. This process is "next" in the process, but it is not contingent on previous steps being completed.

2. Applicant has two years to record plats. Sometimes applicants will hold off recording plats for 6 months to a year. There are examples where applicants begin infrastructure and civil construction but have never recorded plats, allowing them to abandon the construction midway.

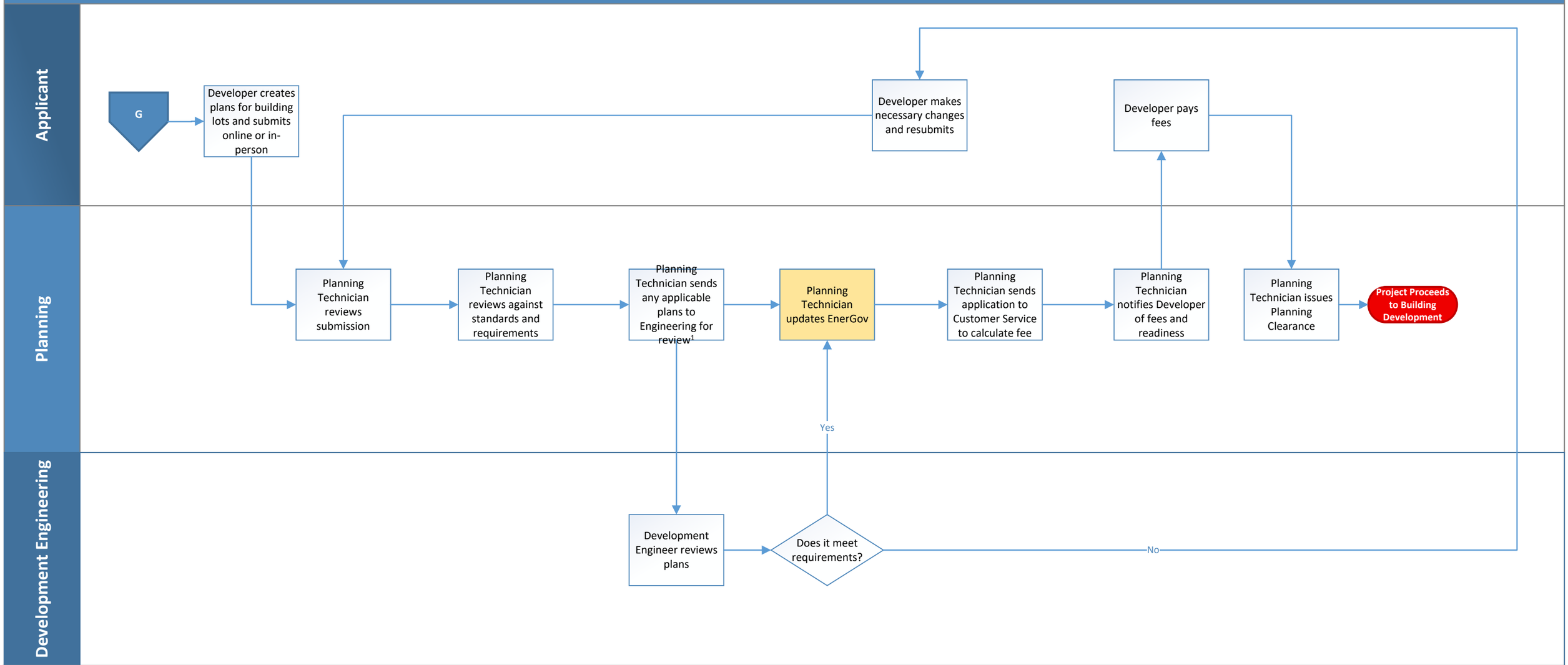
3. The Surveyor is not completing these tasks simultaneously.

4. Other legal documents that Legal may need to review include covenants, maintenance agreements, and guarantees of public improvements.

bakertilly

Subdivision New Construction Workflow (Map 1 – Page 8 of 8)

Planning Clearance



Notes:

1. This includes grading plan, floodplain, corner lots, etc.

As-Is Workflow Process Maps

Introduction

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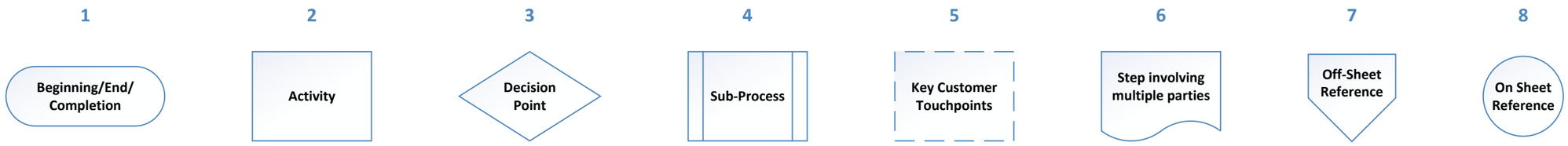
Process Map Symbols



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- Gray Shading — indicates a sub-process.
- Purple Shading — indicates a manual tracking process.

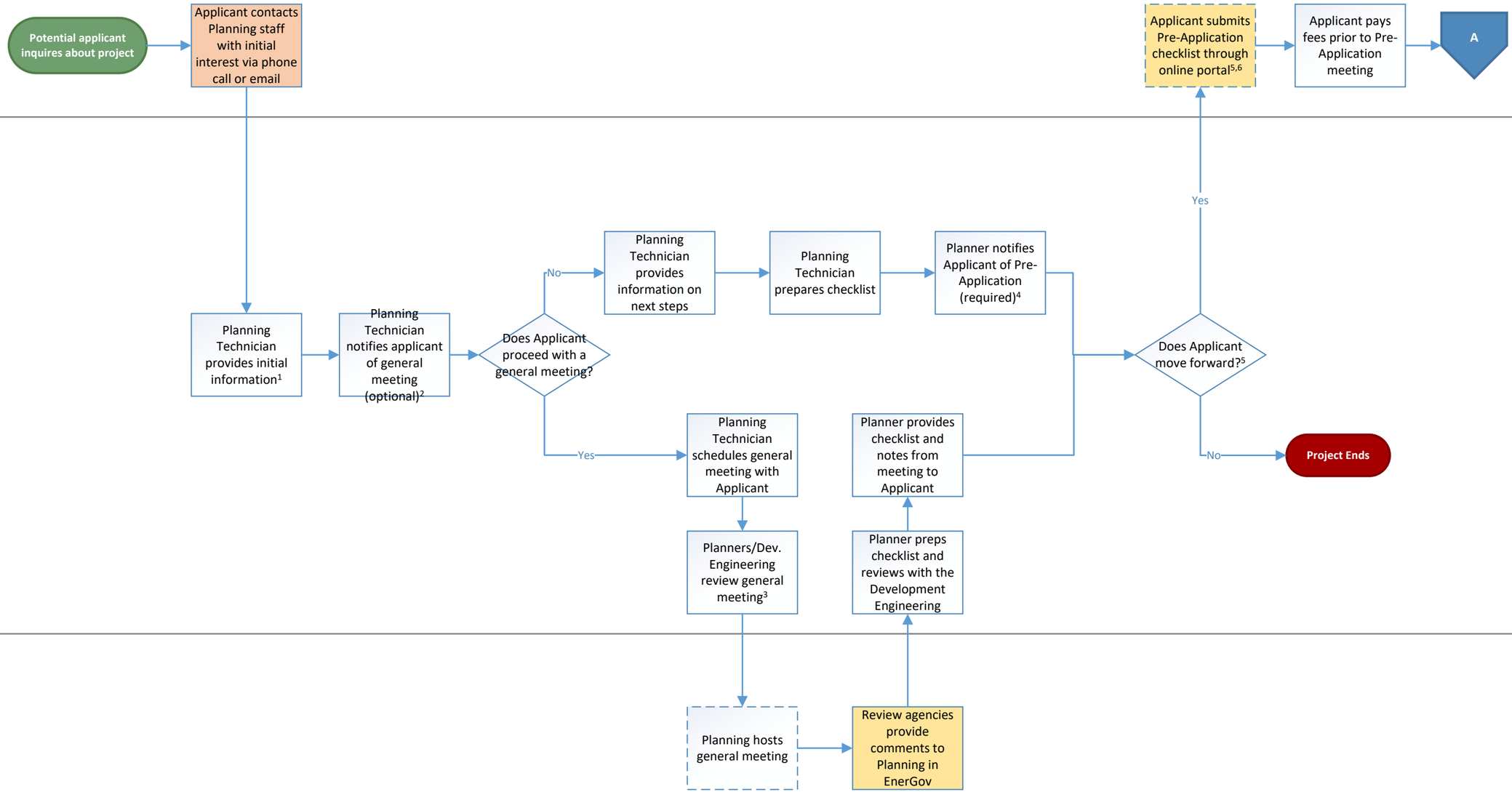
Multi Family New Construction Workflow (Map 2 – Page 1 of 6)

Application Interest and General Meeting

Applicant

Planning Services Division

Various Departments (Planning & Development, Engineering)



Notes:

1. General inquiry emails and calls are received by a variety of planning staff including planning technicians and planners. Starting January 1, 2025 interactions will be filtered through the assigned planner of the day (POD).
2. General meetings are optional for applicants and applicants are not required to bring anything to the meeting. General meetings are meant to provide feedback on a proposed idea.
3. This action occurs 2-weeks prior to the general meeting.
4. Pre-Application checklists and meetings are required prior to submitting a planning application.
5.Many applicants do not move forward at this point.
6. Pre-application checklists require that applicants submit contact information, pre-application fee, project narrative, conceptual site plan, and subdivision sketch. Optional items for submission include pedestrian bike analysis, drainage evaluation, traffic impact study, Geotech analysis, preliminary tree survey and, preliminary wetlands/floodplain analysis.

Multi Family New Construction Workflow (Map 2 – Page 2 of 6)

Pre-Application Submission

Applicant

Applicant submits notice of neighborhood meeting for review to Planner

Applicant hosts neighborhood meeting[2]

Applicant submits application in EnerGov

B

Planning Services Division

A

Development Coordinator reviews Pre-Application submittal

Development Coordinator routes checklist to reviewing departments

Development Coordinator notifies reviewing departments via email

Planner reviews comments

Are all Pre-Application comments in?

Yes

Planner sends comments to applicant 24 hours prior to Pre-app. meeting

No

Planner contacts departments to gather missing comments[3]

Planner approves date and time of neighborhood meeting

Planner sends revised and final comments to applicant via email[3]

Various Departments (Planning, Development, Engineering, & Fire)

Reviewing departments review submittal

Reviewing departments generate comments

Reviewing departments submit comments in Energov

Planning hosts Pre-Application meeting[1]

Notes:

1. Pre-application meeting attendees include Planning, Engineering, and Fire. Other Departments may attend if deemed necessary by the City or requested by Applicant.

2. Neighborhood meeting is an informational meeting to the community and is required by the City. A date and time will be sent for review, once the date and time are approved, a mailing list can be requested. Notice must be mailed out 10 days prior to meeting within 500 feet of property.

3. On average, staff return Pre-Application checklist comments withing 2-3 weeks of submittal. Revised and finalized comments are sent on an as-needed basis and are not provided routinely.

Multi Family New Construction Workflow (Map 2 – Page 3 of 6)

Planning Application Intake and Review

Applicant

B

Applicant posts signs at site and sends photos to planning[1]

Applicant submits requested information

Applicant submits revised information to EnerGov

C

Planning Services Division

Development Coordinator reviews application against checklist

Is application complete and ADA compliant?[2]

No

Development Coordinator requests missing information via email

Yes

Dev. Coord. processes application in Energov and sends email to check Bluebeam[3]

Development Coordinator checks Energov daily for updates

Are all reviews complete?

Yes

Development Coordinator organizes comments

Development Coordinator sends comments to Planner via email

Planner sends comments to applicant via email

No

Development Coordinator / Planner requests missing comments

Various Departments (Planning, Development, Engineering, Fire & External Agencies)

Is legal review required?[4]

Yes

Submit HighQ request

Planner incorporates legal comments into review

No

Reviewing departments and agencies conduct review of application

Reviewing departments and agencies submit markups in Bluebeam

Reviewing departments and agencies submit comments in EnerGov

Notes:

1. Signs must be posted for entire review period.

2. If all the required documents are included and ADA compliant, the application is deemed complete.

3. The Development Coordinator sends the review request via email to the reviewing departments and agencies. These departments and agencies then receive the email and are responsible for checking Bluebeam for the necessary documents and information.

4. The planner determines if legal review is necessary in Energov.

5. Applicant reviews comments, submits revised plans, and responses to comments in EnerGov

Multi Family New Construction Workflow (Map 2 – Page 4 of 6)

Planning Application Review and Approval

Applicant

Applicant reviews comments and resubmits

Planning Services Division

C

Development Coordinator reviews resubmittal

Development Coordinator emails review requests and departments check Bluebeam[2]

Is legal review required?[3]

Yes

Submit HighQ request

Planner incorporates legal comments into review

No

Development Coordinator checks EnerGov daily for updates

Does the application comply with city regulations?

No

Development Coordinator organizes comments

Development Coordinator sends comments to Planner

Planner sends comments to applicant via email

Yes

Planner issues decision letter approving the site plan via email

If needed, create Development Improvement Agreement

Planner updates project status, checks documents are uploaded, and updates workflow

D

Various Departments (Planning, Dev. Engineering, Fire & External Agencies)

Reviewing departments and agencies conduct review of application

Conduct internal discussion to identify solutions to remaining comments

Reviewing departments and agencies submit markups in Bluebeam (if applicable)

Reviewing departments and agencies submit comments in EnerGov

Notes:

1. If all the required documents are included and ADA compliant, the application is deemed complete.

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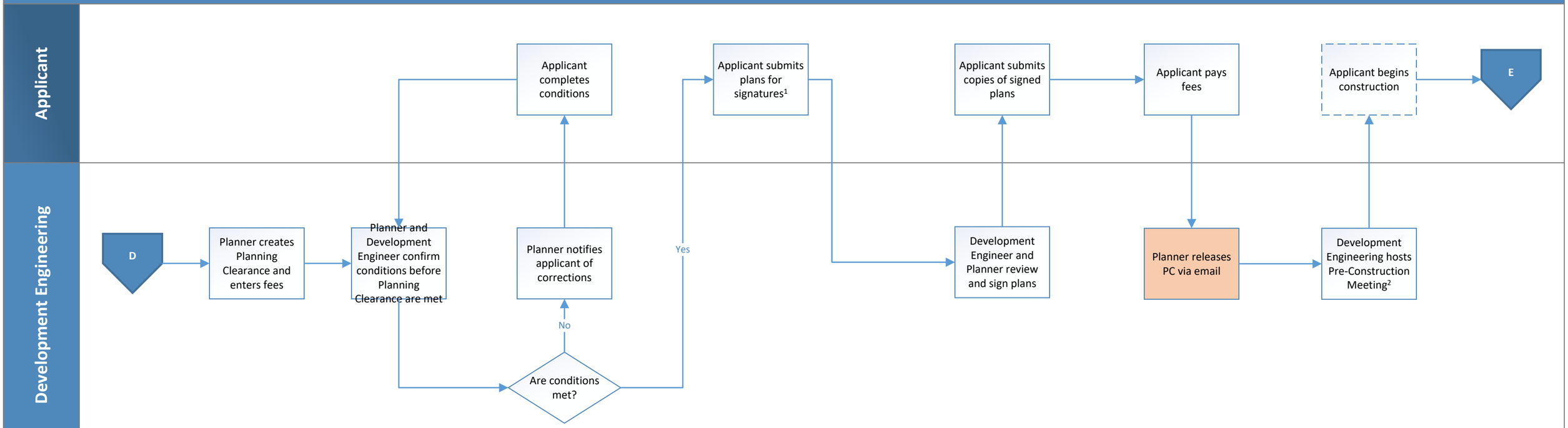
3. The Planner determines if legal review is necessary in Energov.

Multi Family New Construction Workflow (Map 2 – Page 5 of 6)

Planning Clearance and Pre-Construction Meeting



Notes:

1. Plans should already be signed by appropriate utilities.

2. The Pre-Construction Meeting is attended by Transportation, Engineering, Stormwater and MC.

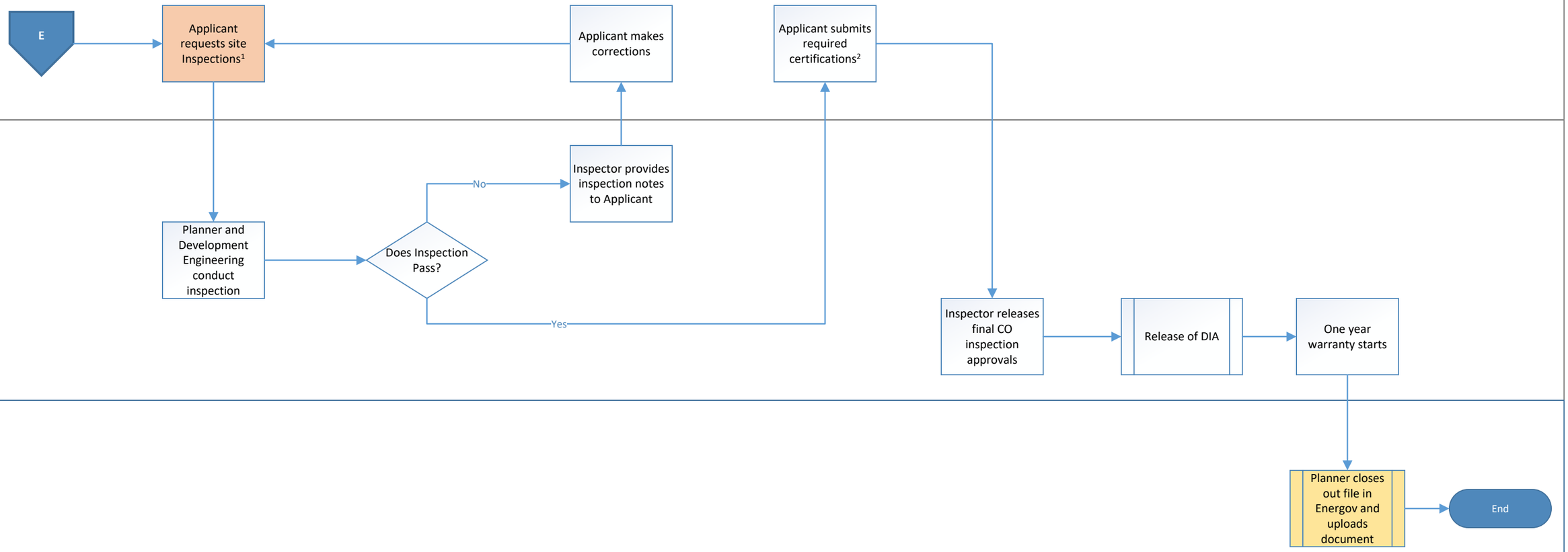
Multi Family New Construction Workflow (Map 2 – Page 6 of 6)

Site Inspections

Applicant

Development Engineering

Planning



Notes:

1. Other inspections from the City mat be required for work in right of ways (ROW) or other public infrastructure. The applicant can make requests through phone, emails, and occasionally through the portal.

2. Certifications required include stormwater, pond, and landscaping.

Grand Junction City Council

Workshop Session

Item #2.

Meeting Date:	March 6, 2025
Presented By:	Tamra Allen, Community Development Director
Department:	Community Development
Submitted By:	Tamra Allen, Community Development Director

Information

SUBJECT:

Proposed Amendments to Title 21 of the Zoning and Development Code Regarding Impact Fees

EXECUTIVE SUMMARY:

The Grand Junction Municipal Code ("Code" or "GJMC") requires the City to update its impact fee study once every five years. The City's last fee study for transportation, police, fire, parks, and municipal facilities was completed in 2019. The City contracted with TischlerBise to update its fee study and create a nexus study for an affordable housing linkage fee. TischlerBise has completed the Impact Fee Study Update as well as the Linkage Fee study.

Based on the methodology used in the impact fee study, several sections of Title 21 are proposed to modified. This workshop will be used to review these code sections with the Planning Commision.

BACKGROUND OR DETAILED INFORMATION:

TischlerBise is a fiscal, economic, and planning consulting firm specializing in fiscal/economic impact analysis, impact fees, user fees, market feasibility, infrastructure financing studies, and related revenue strategies. The firm has been providing consulting services to public agencies for more than 30 years and has prepared more than 1,000 impact fee/infrastructure financing studies in that time.

Impact fees are simple in concept but complex in delivery. Generally, the jurisdiction imposing the fee must:
(1) identify the purpose of the fee,
(2) identify the use to which the fee is to be put,
(3) show a reasonable relationship between the fee’s use and the type of development project, and

(4) account for and spend the fees collected only for the purpose(s) used in calculating the fee.

Reduced to its simplest terms, the process of calculating impact fees involves the following two steps:
1. Determine the cost of development-related capital improvements, and
2. Allocate those costs equitably to various types of development.

Code section 21.02.070(a) Development Impact Fees, provides that the impact fees described in this section (Transportation, Police, Fire, and Parks) and the administrative procedures of the section shall be reviewed at least once every five years by an independent consultant, as directed by the City Manager, to ensure that (i) the demand and cost assumptions underlying the impact fees are still valid, (ii) 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, (iii) the monies collected or to be collected in each impact account have been and are expected to be spent for capital facilities for which the impact fees were paid, and (iv) the capital facilities for which the impact fees are to be used will benefit the new development paying the impact fees. The City's last fee study for transportation, police, fire, parks, and municipal facilities was completed in 2019.

The City contracted with TischlerBise to update its fee study and create a nexus study for an affordable housing linkage fee - a strategy from the adopted 2021 Housing Strategy that was readopted as a strategy in the updated 2024 Housing Strategy. the ordinance proposes several other amendments to Title 21, summarized as follows:

1. Revise Section 21.02.070(11)(i) to remove the requirement for the city to hire an independent consultant to review and update the study every 5-years. Replace with periodic updates and review to evaluate need to update study.
2. Revise Section 21.05.020(c)(1)(iv), to clarify the developer shall dedicate ROWs for roads and that city will pay fair market value for additional ROW width for collector and arterial roadways adjacent to project.
3. Revise Section 21.05.030(b)(2) regarding active transportation trail construction to reassign the offset (credit) from open space fee in-lieu to Transportation Impact fee
4. Remove Section 21.05.030(a) Open Space Dedication or Payment of Fee In lieu to no longer require the dedication or in lieu payment for park land.

See attached draft ordinance for the complete list of proposed amendments.

FISCAL IMPACT:

SUGGESTED ACTION:

Discussion only.

Attachments

1. ORD-Impact Fee Revisions 20250213
2. impact fee code section
3. Grand Junction CO Dev Impact Fee Study 3.3.25

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. _____

AN ORDINANCE AMENDING SECTIONS 21.02 and 21.05 OF THE ZONING AND DEVELOPMENT CODE (TITLE 21 OF THE GRAND JUNCTION MUNICIPAL CODE) RELATED TO AND CONCERNING IMPACT FEES, FEE CREDITS AND DEDICATIONS

Recitals

The City Council has duly considered the policy and pragmatic implications of updating and enacting land development fees and amending the Grand Junction Municipal Code ("GJMC") regarding the same. The imposition and collection of development fees for the use and benefit of fire, police, transportation, and parks and recreation are known as and may be collectively referred to as "Impact Fees" or "Fees".

The City Council having been duly advised and considered the matter 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 costs for fire, police, parks and recreation, and transportation infrastructure.

The City recently completed an updated Fee Study and pursuant to law the purpose and methodology for calculation and imposition of Fees was reviewed and confirmed. The Fee Study was presented to the City Council and by and with this reference is adopted and incorporated as if fully set forth.

The Fee Study found that development creates 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, parks and recreational, and transportation infrastructure, and that updating and adopting Impact Fees as described in the Fee Study and this ordinance would be reasonably related to the overall cost of the services or improvements to be provided by the City and to defraying the impact reasonably found to be directly attributable to development. The City Council further finds and determines that the 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 of those and other capital facilities as provided in the Study.

As the body vested with the jurisdiction to review and decide Impact Fees, the City Council by and with this Ordinance does find and affirm that it is in the public interest and will benefit the health safety and welfare of the City to continue the practice of collecting Fees for development related impacts on fire, police, transportation and parks and recreation, and that there is a need to increase the amount of the Impact Fees to reflect the cost of improvements that are reasonably attributable to new development, new residents and new business activities occurring in the City.

Furthermore, the City Council finds and affirms that certain land dedications and credits, because of their relationship to the levy and collection of Impact Fees, are within its jurisdiction and authority to determine and make amendments to the GJMC concerning the same.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION IN CONSIDERATION AND ADOPTION OF THE RECITALS, CHAPTER 21.02 AND 21.05 OF THE GRAND JUNCTION MUNICIPAL CODE ("GJMC" OR "ZONING AND DEVELOPMENT CODE") ARE AND SHALL BE AMENDED AS SHOWN (DELETIONS ARE IN ~~STRIKETHROUGH~~ AND ADDITIONS ARE UNDERLINED.)

§ 21.05.020(c)(1)(iv). ROW Dedication. A developer shall dedicate to the City all rights-of-way and easements needed to serve the project. Dedications shall be at no cost to the City and shall not be eligible for impact fee credit(s). When a developer dedicates additional right-of-way as determined by the City to be necessary to construct a Collector or Arterial street adjacent to the project, or the right-of-way or easement for an Active Transportation Corridor (as described in 31.08.130 and as shown in 31.08.150, Appendix A, Figure 2), the Developer shall receive credit at fair market value for such dedication against the project's Transportation Impact Fee. The credit shall not exceed the total Transportation Impact Fee for the project. If a dedication or a determination regarding a fee credit is claimed to exceed constitutional standards, the owner shall inform the City Attorney who, if he/she agrees, shall make a recommendation to the City Council to evaluate whether to pay or not additional value of such dedication, or to waive all or part of such required dedication.

~~§ 21.05.030(a) Open Space Dedication or Payment of Fee In-Lieu.~~

~~(1) Applicability.~~

~~(i) The owner of any residential development, being developed in full or incrementally, of 10 or more lots or 10 or more dwelling units shall dedicate 10% of the gross acreage of the property or the equivalent of 10% of the value of the property as a fee in-lieu of dedication.~~

~~(A) The Director shall decide whether to dedicate land or to pay a fee in-lieu.~~

~~(B) If a land dedication is preferred by the City, the Director shall work with the applicant to determine an appropriate location on the property by considering the following:~~

~~a. The area proposed for dedication is not critical to the overall project design, as determined by the applicant. If this can be met, the land proposed for dedication shall meet some or all of the following criteria:~~

~~1. The proposed land can implement the design criteria of the PROS plan and can be maintained by the City;~~

~~2. Availability of sufficient flat surface to provide usable park or open space, or suitable open space is provided to preserve one of the following, if located on the site:~~

~~i. Unique landforms or natural areas;~~

~~ii. Fish or wildlife habitat;~~

~~iii. Cultural, historic, or archeological areas;~~

~~iv. Outdoor recreation areas; or~~

~~v. Unique vegetative areas and significant trees;~~

~~3. The area proposed for dedication is not inhibited by any easements or natural hazards that would compromise its intended purpose; and~~

~~4. The location of the dedication on the site is proximate to public access.~~

~~(ii) Private open space and/or a private recreational area(s) in any development, or an outdoor living area(s) required in a multifamily development, shall not satisfy this open space dedication requirement.~~

~~(2) Calculation of Fee In-Lieu.~~

~~(i) To calculate the fee in-lieu, the owner shall have the property appraised by a Colorado certified appraiser. The appraiser shall value the total acreage of the property notwithstanding the fact that the owner may develop or propose to develop the property in filings or phases. The applicant is responsible for all costs of the appraisal and report.~~

~~(ii) The Appraisal Report shall be in a Summary Appraisal Report form as prescribed by the most recent edition of the Uniform Standards of Professional Appraisal Practice (USPAP). The Appraisal Report shall be provided by the Applicant to the City, as a public record for the City to review, and if it accepts the Appraisal Report, determine fair market value of the property and to otherwise determine compliance with this section.~~

~~(3) Dedication and/or Fee Payment.~~

~~(i) If the land offered for dedicated has open space or recreational value, the Parks and Recreation Advisory Board shall provide a written recommendation. The City Council may accept the dedication of land so long as the land dedicated to the City is at least 10% of gross acreage or is found to provide adequate public benefit. If the dedication is less than 10% of the gross acreage, the owner shall have the gross acreage appraised per GJMC § 21.05.030(a)(2) to calculate the difference in value between the land dedication and value of the gross acreage. The owner shall pay the difference in calculation to equal the value of 10% of gross acreage.~~

~~(ii) For subdivisions, the land dedication or open space fee is required and payable at the time of platting. For any other project(s), the fee is due at the time of Planning Clearance.~~

§ 21.05.030(b)(2). Trail Construction for ~~Open Space~~ Transportation Impact Fee Credit**.** If a required Active Transportation Corridor is constructed in addition to the construction of required sidewalks, then the owner may request a credit ~~an offset~~ for the cost of construction of the trail(s) against the project's Transportation Impact Fee ~~open space fee in-lieu~~ in an amount not to exceed the total transportation ~~open space~~ fee. The amount of the credit ~~or offset~~ will be determined by the City using established and uniform cost for labor and materials for the specific type and width of the trail(s) constructed.

§21.02.070(5)(i)(C). Extension of Previously Issued Development Approval. If the fee payer is applying for an extension of a development approval issued prior to July 1, 2025 ~~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 section, and shall include any impact fees established subsequent to such prior payment.

§21.02.070(5)(i)(F). Prior Conditions and/or Agreements. Any person who prior to July 1, 2025 ~~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 section.

§21.02.070(5)(ii)(G). 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 July 1, 2025, ~~January 1, 2020~~; and for nonresidential and multifamily development for which a complete application was submitted prior to July 1, 2025, ~~January 1, 2020~~, so long as construction commences by July 1, 2027, ~~January 1, 2022~~, the required fees shall be those in effect at time of submittal.

§21.02.070(5)(ii)(H). 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.

§21.02.070(5)(iii)(A). Calculation of Amount of Impact Fees. Annual Adjustment of Impact Fees to Reflect Effects of Inflation. Impact fees shall be increased on July 1, 2025, and January 1, 2026, pursuant to and in accordance with Table 21.02-8 Impact Fee Schedule. ~~adjusted annually and/or biannually consistent with the impact fee study.~~ Also, commencing on January 1, ~~2023~~ 2026, and on January 1st of each subsequent year, each impact fee amount set forth in the Impact Fee Schedule shall be adjusted for inflation, as follows:

§21.02.070(7)(i)(B). Establishment of Impact Fee Accounts. Impact fees shall be deposited into four ~~five~~ accounts (collectively, Impact Fee Accounts): transportation, parks and recreation, ~~capital facilities,~~ fire capital facilities, and police capital facilities. ~~accounts.~~

§21.02.070(11(i)) Review. The impact fees described in this section and the administrative procedures of this section shall be reviewed periodically ~~at least once every five years by an independent consultant, as directed by the City Manager,~~ to ensure that i) the demand and cost assumptions underlying the impact fees are still valid, ii) 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, iii) the monies collected or to be collected in each impact account have been and are expected to be spent for capital facilities for which the impact fees were paid, and iv) the capital facilities for which the impact fees are to be used will benefit the new development paying the impact fees.

21.02.070(a)(12) Impact Fee Schedule - Fire, Police, Parks and Recreation, and Transportation.

Remove Table:

Table 21.02-8: Impact Fee Schedule (2023) Fire, Police, Parks and Recreation and Transportation					
		Fire	**Police**	**Parks and Recreation**	**Transportation**
Single-Family					
<1,250 square feet of living area	Dwelling	$751	$323	$1,333	$3,078
1,250 to 1,649 square feet of living area	Dwelling	$751	$323	$1,333	$4,711
1,650 to 2,299 square feet of living area	Dwelling	$751	$323	$1,333	$5,377
2,300 square feet or more of living area	Dwelling	$751	$323	$1,333	$7,042
Manufactured Home in a Manufactured Housing Community	Pad	$751	$323	$1,333	$3,196
Multi-family	Dwelling	$494	$212	$897	$2,881
RV Park	Pad	$494	$212	—	$3,196
Hotel/Lodging	1,000 square feet	$517	$218	—	$3,972 [1]
Retail/Commercial	1,000 square feet	$517	$218	—	$7,227
Convenience Commercial (Gas station/Drive Thru)	1,000 square feet	$517	$218	—	$15,364
Office	1,000 square feet	$202	$86	—	$5,799
Institutional/Public	1,000 square feet	$202	$86	—	$1,426
Industrial	1,000 square feet	$70	$30	—	$2,025
Warehousing	1,000 square feet	$36	$15	—	$921

Notes:

[1] Hotel/Lodging Transportation Fee calculated per Room.

Fees will be increased annually for inflation.

Replace with Table:

Table 21.02-8 Imapct Fee Schedule (2025) Fire, Police, Parks and Recreation and Transportation									
Unit Size	Development Unit	Fire	Fire*	Police	Police*	Transportation	Transportation*	Parks	Parks*
		1-Jul-25	1-Jan-26	1-Jul-25	1-Jan-26	1-Jul-25	1-Jan-26	1-Jul-25	1-Jan-26
850 or less	Dwelling	$523	$501	$224	$215	$3,633	$3,750	$1,263	$1,538
851 to 1,000	Dwelling	$596	$648	$256	$278	$4,161	$4,805	$1,489	$1,989
1,001 to 1,250	Dwelling	$683	$822	$293	$352	$4,788	$6,059	$1,756	$2,523
1,251 to 1,500	Dwelling	$922	$1,016	$396	$435	$6,410	$7,437	$2,293	$3,117
1,501 to 2,000	Dwelling	$1,052	$1,276	$452	$547	$7,334	$9,285	$2,693	$3,917
2,001 to 2,500	Dwelling	$1,189	$1,550	$510	$664	$8,680	$11,217	$3,113	$4,758
2,501 to 3,000	Dwelling	$1,296	$1,764	$556	$756	$10,400	$12,755	$3,441	$5,414
3,001 to 3,500	Dwelling	$1,386	$1,944	$595	$833	$11,037	$14,030	$3,718	$5,968
3,501 or more	Dwelling	$1,463	$2,098	$628	$899	$11,591	$15,138	$3,954	$6,440
Retail/Commercial	1,000 SF	$1,007	$1,445	$424	$607	$9,592	$10,927		
Convenience Commercial	1,000 SF	$1,279	$1,989	$538	$836	$16,296	$15,041		
Office	1,000 SF	$432	$641	$183	$270	$6,589	$6,553		
Institutional/Public	1,000 SF	$430	$638	$182	$268	$4,071	$6,513		
Industrial	1,000 SF	$139	$200	$59	$84	$2,174	$2,035		
Warehousing	1,000 SF	$71	$102	$30	$43	$1,030	$1,034		
Hotel/Lodging[1]	Room	$521	$473	$220	$199	$4,684	$4,831		
RV Park	Pad	$352	$160	$150	$67	$2,642	$1,632		
* Plus Inflation									

Severability.

The officers of the City are hereby authorized and directed to take all action necessary or appropriate to effectuate the provisions of this Ordinance.

If any section, paragraph, clause, or provision of this Ordinance shall for any reason be held to be invalid or unenforceable, the invalidity or unenforceability of such section, paragraph, clause, or provision shall in no manner affect any remaining provisions of this Ordinance, the intent being that the same are severable.

INTRODUCED on first reading this 19th day of February 2025 and ordered published in pamphlet form.

ADOPTED on second reading this _____ day of March 2025 and ordered published in pamphlet form.

ATTEST:

_____
Abram Herman
President of the City Council

_____
Selestina Sandoval
City Clerk

(i) Before making any construction or alteration to a site or structure, such owner shall make application to the City for a Certificate of Appropriateness. The Director shall review such application for compliance with the Guidelines and Standards and make an initial determination and recommendation to the Board. The Director may include in that recommendation any conditions deemed appropriate to comply with the Guidelines and Standards and with the Zoning and Development Code.

(ii) The Board shall have jurisdiction to review City staff recommendations and to decide applications for Certificates of Appropriateness at a public hearing. The Board may include any conditions of approval deemed appropriate for compliance with the Guidelines and Standards. No owner shall construct or alter a structure or site in the District without first obtaining a Certificate of Appropriateness from the Board.

(iii) A decision of the Board may be appealed to City Council within 30 days of the issuance of the decision. Appeals to City Council shall be de novo.

(iv) All reviews pursuant to this subsection (2) shall determine if the new construction or alteration is compatible with the historic designation as provided in the North Seventh Street Historic Residential District Guidelines and Standards. In reviewing an application, consideration shall be given to design, siting, form, texture, setbacks, orientation, alignment, finish, material, scale, mass, height, and overall visual compatibility, according to and with reference to the applicable Guidelines and Standards of the North Seventh Street Historic Residential District. For purposes of this section, the term "compatible" shall mean consistent with, harmonious with and/or enhancing the mixture of complementary architectural styles either of the architecture of an individual structure or the character of the surrounding structures.

(h) Revocation of Designation

(1) If a building or special feature on a designated site has been altered in such a way so as to negate the features necessary to retain designation, the owner may apply to the Historic Board for a revocation of the designation or the Historic Board shall recommend revocation of the designation to the City Council in the absence of the owner's application to do so.

(2) If a designated structure is moved or demolished, the designation shall, without notice and without Historic Board recommendation, automatically terminate. If moved, a new application for designation at the new location must be made in order for designation to be considered.

(3) Upon the City Council's decision to revoke a designation, the Director shall cause a revocation notice to be sent to the property owner.

21.02.070 Development Fees

(a) Development Impact Fees

(1) Title

This section shall be known and may be cited as the "Grand Junction, Colorado, Impact Fee Ordinance" or "Impact Fee Ordinance."

(2) Authority

The City has the authority to adopt this section 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.

(3) Application

This section shall apply to all development within the territorial limits of the City, except development exempted pursuant to GJMC 21.02.070(a)(5)(ii).

(4) Purpose

(i) The intent of this section is to ensure that new development pays a proportionate share of the cost of city parks and recreation, fire, police, and transportation capital facilities.

(ii) It is the intent of this section that the impact fees imposed on new development are no greater than necessary to defray the impacts directly related to proposed new development.

(iii) Nothing in this section 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 an applicant's project, whether or not such capital facility improvements are of a type for which credits are available under GJMC 21.02.070(a)(6), Credits.

(5) Development Impact Fees to Be Imposed

(i) Fee Obligation, Payment, and Deposit

(A) Obligation to Pay and Time of Payment

Any person who causes the commencement of impact-generating development, except those exempted pursuant to GJMC 21.02.070(a)(5)(ii) shall be obligated to pay impact fees pursuant to the terms of this section. The obligation to pay the impact fees shall run with the land. The amount of the impact fees shall be determined in accordance with GJMC 21.02.070(a)(5)(iii) 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 GJMC 21.02.070(a)(6) those shall be determined prior to the issuance of a Planning Clearance and payment of the impact fees.

(B) Fees Promptly Deposited into City Accounting Funds

All monies paid by a fee payer pursuant to this section shall be identified as impact fees and shall be promptly deposited in the appropriate City impact fee accounting funds established and described in GJMC 21.02.070(a)(7).

(C) 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 section, and shall include any impact fees established subsequent to such prior payment.

(D) 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.

(E) 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.

(F) 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 section.

(G) Time of Submittal

For nonresidential and multifamily development (excluding townhomes, duplexes, and condominium residence(s)) the fee shall be calculated as of the submission of a complete application and construction commences within two years of approval. Should construction fail to commence within two years, the applicant shall pay those fees in place at the time of issuance of a Planning Clearance.

(ii) Exemptions

The following types of development shall be exempt 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.

(A) 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.

(B) 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.

(C) Building after Fire or Other Catastrophe

Rebuilding the same amount of floor space of a structure that was destroyed by fire or other catastrophe.

(D) Accessory Structures

Construction of unoccupied accessory structures related to a residential unit.

(E) 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 section.

(F) Government

Development by the federal government, the state, school district, county or the City.

(G) 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 nonresidential and multifamily development for which a complete application was submitted prior to January 1, 2020, so long as construction commences by January 1, 2022, the required fees shall be those in effect at time of submittal.

(H) 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.

(iii) Calculation of Amount of Impact Fees

(A) Impact Fee Schedule

Except for those electing to pay impact fees pursuant to GJMC 21.02.070(a)(5)(iii)(B), 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 biannually consistent with the impact fee study. Commencing on January 1, 2023, and on January 1st of each subsequent year, each impact fee amount set forth in the 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, and parks the fees shall be adjusted for inflation based on the most recent Construction Cost Index published by Engineering News Record.
3. 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.

(B) 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 section, 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 GJMC 21.02.070(a)(6)(i).

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 measure 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.

(6) Credits

(i) Standards

(A) 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 section, 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.

(B) 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.

(C) When Credits Become Effective

a. Construction

Credits for construction of capital facilities shall become effective after the credit is approved pursuant to this section, 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 section, a credit agreement is entered into and the contribution is made to the City in a form acceptable to the City.

c. 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 section 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.

d. 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 (e.g., fire, police, parks).

e. 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 exceeds the obligation to pay impact fees for which a credit is provided pursuant to this section. 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.

(ii) Procedure

(A) 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.

(B) 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.

(C) 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.

(D) Decision

The Director shall determine if the offer for credit is complete and if the offer complies with the standards in GJMC 21.02.070(a)(6)(i).

(iii) 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.

(iv) 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.

(7) Impact Fee Accounts

(i) Establishment of Impact Fee Accounts

(A) Establishment of Impact Fee Accounts

For the purpose of ensuring impact fees collected pursuant to this section are designated for the mitigation of capital facility impacts reasonably attributable to new impact-generating development that paid the impact fees.

(B) Establishment of Impact Fee Accounts

Impact fees shall be deposited into five accounts (collectively, Impact Fee Accounts): transportation, parks and recreation, capital facilities, fire capital facilities, and police capital facilities accounts.

(ii) Deposit and Management of Impact Fee Accounts

(A) Managed in Conformance with § 29-1-801 C.R.S. et seq

The Impact Fee Accounts shall bear interest and shall be managed in conformance with § 29-1-801 C.R.S. et seq. No impact fees(s) or other similar development land development charge(s) shall be imposed or collected except pursuant to a schedule(s) that is(are) (a) adopted by ordinance by the City Council, pursuant to a legally sufficient study(ies); (b) generally applicable to a broad class of property; and (c) serves to defray the projected impacts on capital facilities caused by development. The City shall from time to time quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee(s) or land development charge(s) at a level no greater than necessary to defray such impacts directly related to proposed development. No impact fee or other similar land development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development.

(B) Immediate Deposit of Impact Fees in City Accounting Funds

All Parks and Recreation, Fire, Police, and Transportation impact fees collected by the City pursuant to this section shall be promptly deposited into the appropriate interest bearing accounting fund(s) ("Impact Fee Accounts") of the City designated, as allowed by § 29-1-803 C.R.S., by category, account or fund as determined by the City Manager or their designee. Any interest or other income earned on money deposited shall be credited to the Impact Fees Account(s) and no other City accounting fund(s).

(C) Interest Earned on Impact Fee Account Monies

Any impact fees not immediately expended shall be deposited as provided in this section. Interest earned on money in the Impact Fee Accounts shall be considered part of such account(s) and shall be subject to the same restrictions on use applicable to the impact fees deposited in such account.

(D) 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 section.

(E) 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.

(iii) Annual Report

At least once annually the City will publish on its official website a report for the most recent fiscal year stating the amount of each Impact fee and/or land development charge collected to the Impact Fee Accounts, the average annual interest rate on each account and the total amount disbursed from each account.

(8) Expenditure of Impact Fees

(i) 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. Each and all capital facilities impact fees may, as determined by the City Council, be expended anywhere within the City notwithstanding the location of the project for which the impacts were paid.

(ii) 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, parks and recreation, fire, or police capital facilities.

(iii) 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, or police capital facilities.

(iv) Transportation Impact Fees

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. All Transportation Impact Fees may, as determined by the City Council, be expended anywhere within the City notwithstanding the location of the project for which the impacts were paid.

(9) Refund of Impact Fees Paid

(i) Refund of Impact Fees Not Spent or Encumbered in 10 Years

A fee payer or the fee payer's successor-in-interest may request a refund of any impact fees not spent or encumbered within 10 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.

(ii) Procedure for Refund

The refund shall be administered by the Director, and shall be undertaken through the following process:

(A) Submission of Refund Application

A fee payer or successor-in-interest shall submit within one year following the end of the tenth 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.

(B) 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.

(C) 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.

(iii) Limitations

(A) Expiration of Planning Clearance without Possibility of Extension

If a fee payer has paid an impact fee required by this section 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 the 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.

(iv) No Refund If Project Demolished, Destroyed, Altered, Reconstructed or Reconfigured

After an impact fee has been paid pursuant to this section, 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.

(10) 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 section 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.

(11) Administration, Appeals and Updates of Determination or Decision of Director to City Manager

(i) Review Every Five Years

The impact fees described in this section and the administrative procedures of this section shall be reviewed at least once every five years by an independent consultant, as directed by the City Manager, to ensure that (i) the demand and cost assumptions underlying the impact fees are still valid, (ii) 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, (iii) the monies collected or to be collected in each impact account have been and are expected to be spent for capital facilities for which the impact fees were paid, and (iv) the capital facilities for which the impact fees are to be used will benefit the new development paying the impact fees.

(ii) Appeal

(A) Director Determination or Decision

Any determination or decision made by the Director under this section 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: (A) a written notice of appeal on a form provided by the City Manager, (B) a written explanation of why the appellant feels the determination or decision is in error, and (C) an appeal fee established by the City.

(B) 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 section. The decision of the City Manager shall be final.

(C) 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 section, to facilitate the implementation of this section as provided in GJMC

21.02.010. Without limiting the foregoing, the Director is authorized to establish written administrative rules, not inconsistent with the provisions of this section, 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.

(12) Impact Fee Schedule – Fire, Police, Parks and Recreation, and Transportation

Table 21.02-8: Impact Fee Schedule (2023) Fire, Police, Parks and Recreation & Transportation

		Fire	Police	Parks & Recreation	Transportation
Single-Family					
<1,250 sq. ft. of living area	Dwelling	$751	$323	$1,333	$3,078
1,250 to 1,649 sq. ft. of living area	Dwelling	$751	$323	$1,333	$4,711
1,650 to 2,299 sq. ft. of living area	Dwelling	$751	$323	$1,333	$5,377
2,300 sq. ft. or more of living area	Dwelling	$751	$323	$1,333	$7,042
Manufactured Home in a Manufactured Housing Community	Pad	$751	$323	$1,333	$3,196
Multi-family	Dwelling	$494	$212	$897	$2,881
RV Park	Pad	$494	$212	---	$3,196
Hotel/Lodging	1,000 sf	$517	$218	---	$3,972 [1]
Retail/Commercial	1,000 sf	$517	$218	---	$7,227
Convenience Commercial (Gas station/Drive Thru)	1,000 sf	$517	$218	---	$15,364
Office	1,000 sf	$202	$86	---	$5,799
Institutional/ Public	1,000 sf	$202	$86	---	$1,426
Industrial	1,000 sf	$70	$30	---	$2,025
Warehousing	1,000 sf	$36	$15	---	$921

Notes:
[1] Hotel/Lodging Transportation Fee calculated per Room
Fees will be increased annually for inflation

(b) School Land Dedication Fee

(1) Standard for School Land Dedication

Dedication of suitable school lands for school purposes shall be required of any development if the school district determines that such development includes within it

land which is necessary for implementing a school plan. In all other cases, the fee required under GJMC 21.02.070(b)(1)(ii) shall be paid in lieu of a school land dedication.

(i) Standard for Fee in Lieu of School Land Dedication

Except in cases where a school land dedication is required in accordance with this section, or an exemption under this section applies, all development and all projects which contain a new dwelling shall be subject to fees in lieu of school land dedication (SLD fee) in an amount per dwelling unit determined by resolution of the City Council. SLD fees shall be collected by the City for the exclusive use and benefit of the school district in which such development is located and shall be expended by the school district solely to acquire real property or interests in real property reasonably needed for development or expansion of school sites and facilities, or to reimburse the school district for sums expended to acquire such property or interests. Revenues from such fees shall be used only for such purposes.

(ii) Payment, Prepayment, Exemption, Credit, and Refund of SLD Fee

(A) No building permit shall be issued for a dwelling, multiple-family dwelling or multifamily dwelling which is or contains one or more dwelling units until and unless the SLD fee for such dwelling unit in effect at the time such permit is applied for has been paid as required by this section.

(B) Nothing in GJMC 21.02.070(b)(1)(i) shall preclude a holder of a development permit for a residential development or mixed-use development containing a residential development component from prepaying the SLD fees to become due under this section for one or more dwellings, multiple-family dwellings or multifamily dwellings to be constructed in such development. Such prepayment shall be made upon the filing of a Final Plat for residential development, at the SLD fee rate then in effect and in the amount which would have been due had a building permit application for such dwelling been pending at the time of prepayment. A subsequent building permit for a dwelling, multiple-family dwelling or multifamily dwelling which is or contains one or more dwelling units for which the SLD fees have been prepaid shall be issued without payment of any additional SLD fees. However, if such permit would allow additional dwelling units for which SLD fees have not been prepaid, such permit shall not be issued until the SLD fees for such additional dwelling units have been paid at the rate per dwelling unit in effect at the time the building permit application was made.

(C) Any prepayment of SLD fees in accordance with this section shall be documented by a memorandum of prepayment which shall contain, at minimum, the following:

a. The legal description of the real property subject to residential development for which an SLD fee is being prepaid;

b. A description of the development permit issued concerning such real property, and a detailed statement of the SLD fees owed pursuant to such permit which are being prepaid;

c. The notarized signatures of the record owner of the property or their duly authorized agents; and

d. The notarized signature of the County Manager indicating approval of the prepayment plan, if the fee was paid while the real property was outside the limits of the City; or if the fee was paid at the time the real property was within the limits of the City, of the City Manager, indicating approval of the prepayment plan.

(iii) Exemptions

The following shall be exempted from payment of the SLD fee:

(A) Alterations or expansion of an existing building except where the use is changed from nonresidential to residential and except where additional dwelling units result;

(B) The construction of accessory buildings or structures;

(C) The replacement of a destroyed or partially destroyed building or structure with a new building or structure of the same size and use;

(D) The installation of a replacement mobile home on a lot or other parcel when a fee in lieu of land dedication for such mobile home has previously been paid pursuant to this section or where a residential mobile home legally existed on such site on or before the Effective Date of the ordinance codified in this section;

(E) Nonresidential buildings, nonresidential structures, or nonresidential mobile homes;

(F) Nursing homes, adult foster care facilities or specialized group facilities; and

(G) City- or County-approved planned residential developments that are subject to recorded covenants restricting the age of the residents of said dwelling units such that the dwelling units may be classified as housing for older persons pursuant to the Federal Fair Housing Amendments Act of 1988.

(iv) Credits

(A) An applicant for a development permit (or a holder of such a permit) who owns other suitable school lands within the school district in which the development is located may offer to convey such lands to the school district in exchange for credit against all or a portion of the SLD fees otherwise due or to become due. The offer must be in writing, specifically request credit against fees in lieu of school land dedication, and set forth the amount of credit requested. If the City and the school district accept such offer, the credit shall be in the amount of the

value of the suitable school lands conveyed, as determined by written agreement between the City, the school district and the permit holder or applicant.

(B) Credit against SLD fees otherwise due or to become due will not be provided until good and sufficient title to the property offered under this subsection is conveyed to and accepted by the school district. Upon such conveyance, the school district and the City shall provide the applicant with a letter or certificate setting forth the dollar amount of the credit, the reason for the credit, and a description of the project or development to which the credit shall be applied.

(C) Credits shall not be transferable from one project or development to another.

(v) Refund of Fees Paid

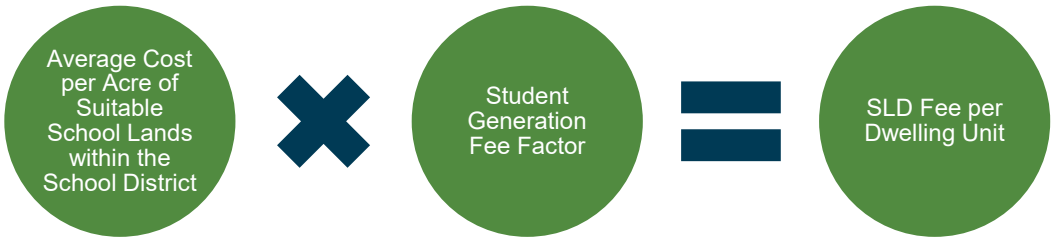
(A) Any SLD fee which has not been expended by the school district within five years of the date of collection shall be refunded, with interest at the rate of five percent per annum compounded annually, to the person who paid the fee. Prior to such refund, such amount shall be reduced by an amount equal to three percent of the principal amount to be refunded, for the costs incurred by the City in the refund of such fee. The City shall give written notice by U.S. mail to the person who paid the fee at their address as reflected in the records of the Mesa County Clerk and Recorder. If such person does not file a written claim for such refund with the City within 90 days of the mailing of such notice, such refund shall be forfeited and shall be retained and used for the purposes set forth in this section.

(B) The City Council may, upon the school district's request, extend the five-year period of time specified in GJMC 21.02.070(b)(1)(v)(A) upon a showing that such extension is reasonably necessary in order for the school district to complete or close a purchase transaction entered into in writing by such district prior to expiration of such period, or to give the school district an opportunity to exercise a purchase option it acquired prior to expiration of such period. Such request shall be made at a public hearing of the City Council. In no event shall any extension of time exceed an additional five-year period.

(2) Fees in Lieu of School Land Dedication (SLD Fees)

(i) SLD fees shall be collected and held in trust for the use and benefit of the school district containing the residential development for which the fee is collected. Such fees shall be expended by the school district to acquire additional real property for expansion of school facilities and construction of new school facilities necessitated by new residential development in the school district, or to reimburse the school district for sums expended to acquire such property. The amount of the SLD fee shall be based on a methodology which takes into account the student generation rates of new residential development, the quantity of land required to build new school facilities on a per pupil basis, and the anticipated cost of acquiring suitable school lands in the school district to expand existing school facilities and construct new school facilities to accommodate new residential development without decreasing current levels of educational services.

(ii) The SLD fee and the value of the variables in the formula to determine the SLD fee shall be set by resolution of the City Council in accordance with the following formula:



(For example, if the average cost of suitable school lands within the school district is $15,000 per acre and the student generation fee factor is 0.023, the SLD fee per dwelling unit would be $15,000 x 0.023, or $345.00.)

(iii) The average cost per acre of suitable school lands within the school district ("average cost per acre for SLD fee") and the student generation fee factor ("SGF factor") shall be determined by City Council. Before City Council considers modification of either, a 60-day prior written notice shall be provided to the school district. If a written request for a public hearing specifying which factor, the average cost per acre for SLD fee and/or the SGF factor, the school district wants to be heard on is received by the City from the school district at least 30 days before the matter is scheduled to be determined by City Council, a public hearing shall occur. At a hearing where City Council is considering the modification of the average cost per acre for SLD fee, City Council shall consider the school district's long range capital improvement plans and any other evidence, comments or recommendations submitted by the school district. At a hearing where City Council is considering the modification of the SGF factor, City Council shall consider the school district's school facilities plan currently in place, the methodology and data supporting the proposed modification, and any evidence, comments or recommendations submitted by the school district.

(iv) The SLD fee in effect as of January 1, 2006, was $460.00. The SGF factor used to determine the SLD fee was 0.023. This SLD fee and SGF factor shall continue until otherwise modified by City Council as set forth in this Code.

Draft 2025 Impact Fee Study

Prepared for:

City of Grand Junction, Colorado

March 3, 2025

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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, Multimodal Transportation, 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.

Development Fee Methods and Cost Components

Figure 1 summarizes service areas, methodologies, and infrastructure cost components for each development fee.

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 & Vehicle Trips
Municipal Facilities	Citywide	Municipal Facilities	N/A	N/A	Population & Jobs
Parks and Recreation	201 Service Bdry	Park Land, Open Space, Park Improvements	N/A	N/A	Population
Police	Citywide	Facilities	N/A	N/A	Population & Vehicle Trips
Transportation	Citywide	Principal Arterial, Minor Arterial, Major Collector, Minor Collector, Trail	N/A	N/A	Person Miles Traveled (PMT)

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).

CURRENT IMPACT FEES

Figure 2 provides a schedule of Grand Junction's current impact fees.

Figure 2. Current Impact Fees

Residential Fees per Development Unit							
Development Type	Development Unit	Fire	Municipal Facilities	Parks and Recreation	Police	Transportation	Current Fees
Single <1,250 sq ft	Dwelling	$827	$0	$1,468	$356	$3,516	$6,167
Single 1,250 - 1,649 sq ft	Dwelling	$827	$0	$1,468	$356	$5,382	$8,033
Single 1,650 - 2,299 sq ft	Dwelling	$827	$0	$1,468	$356	$6,142	$8,793
Single 2,300 or more sq ft	Dwelling	$827	$0	$1,468	$356	$8,044	$10,695
Mobile Home	Pad	$827	$0	$1,468	$356	$3,651	$6,302
Multi-Family	Dwelling	$544	$0	$988	$233	$3,291	$5,056

Nonresidential Fees per Development Unit							
Development Type	Development Unit	Fire	Municipal Facilities	Parks and Recreation	Police	Transportation	Current Fees
Retail/Commercial	1,000 SF	$569	$0	$0	$240	$8,256	$9,065
Convenience Commercial	1,000 SF	$569	$0	$0	$240	$17,551	$18,360
Office	1,000 SF	$222	$0	$0	$95	$6,624	$6,941
Institutional/Public	1,000 SF	$222	$0	$0	$95	$1,529	$1,846
Industrial	1,000 SF	$77	$0	$0	$33	$2,313	$2,423
Warehousing	1,000 SF	$40	$0	$0	$17	$1,025	$1,082
Hotel/Lodging	1,000 SF	$569	$0	$0	$240	$0	$809
Hotel/Lodging	Room	$0	$0	$0	$0	$4,537	$4,537
RV Park	Pad	$544	$0	$0	$233	$3,651	$4,428

Maximum Supportable Impact Fees

Figure 3 provides a schedule of the maximum supportable impact fees. 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 3. Maximum Supportable Impact Fees

Residential Fees per Development Unit							
Unit Size	Development Unit	Fire	Municipal Facilities	Parks and Recreation	Police	Transportation	Maximum Supportable
850 or less	Dwelling	$501	$506	$1,530	$179	$2,853	$5,569
851 to 1,000	Dwelling	$648	$655	$1,978	$232	$3,655	$7,168
1,001 to 1,250	Dwelling	$822	$830	$2,508	$294	$4,610	$9,064
1,251 to 1,500	Dwelling	$1,016	$1,026	$3,100	$364	$5,658	$11,164
1,501 to 2,000	Dwelling	$1,276	$1,289	$3,895	$457	$7,064	$13,981
2,001 to 2,500	Dwelling	$1,550	$1,566	$4,731	$555	$8,534	$16,936
2,501 to 3,000	Dwelling	$1,764	$1,782	$5,384	$632	$9,704	$19,266
3,001 to 3,500	Dwelling	$1,944	$1,964	$5,935	$696	$10,674	$21,213
3,501 and greater	Dwelling	$2,098	$2,120	$6,404	$751	$11,517	$22,890

Nonresidential Fees per Development Unit							
Development Type	Development Unit	Fire	Municipal Facilities	Parks and Recreation	Police	Transportation	Maximum Supportable
Retail/Commercial	1,000 SF	$1,445	$876	$0	$506	$8,313	$11,140
Convenience Commercial	1,000 SF	$1,989	$3,854	$0	$697	$11,443	$17,983
Office	1,000 SF	$641	$1,342	$0	$225	$4,985	$7,193
Institutional/Public	1,000 SF	$297	$1,178	$0	$104	$2,307	$3,886
Industrial	1,000 SF	$200	$478	$0	$70	$1,548	$2,296
Warehousing	1,000 SF	$102	$140	$0	$36	$787	$1,065
Hotel/Lodging	Room	$473	$230	$0	$166	$3,676	$4,545
RV Park	Pad	$160	$21	$0	$56	$1,241	$1,478

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 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 incremental expansion method documents current level-of-service (LOS) standards for each type of public facility, using both quantitative and qualitative measures. This approach assumes there are no existing infrastructure deficiencies or surplus capacity in infrastructure. 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.

Plan-Based Method (Future Improvements) 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 demand units (average cost), or (2) the growth-share of the public facility cost can be divided by the net increase in demand units over the planning timeframe (marginal cost).

EVALUATION OF 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 and Police impact fee calculations, 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.

FIRE IMPACT FEE

The Fire impact fees include components for station space and apparatus. The incremental expansion methodology is used for both fee components. The Fire impact fee is calculated on a per capita basis for residential development and a per vehicle trip basis for nonresidential development.

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.

SERVICE AREA

The Grand Junction Fire Department serves an area greater than the City of Grand Junction. 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 to determine the amount of activity directed toward residents and businesses inside the City limits. As shown in Figure F1, over the last two calendar years, the City of Grand Junction Fire Department has responded to slightly over 42,000 incidents. Of that total, 83 percent of the incidents were inside the City limits.

Figure F1. Fire and EMS Incident Data for Two-Year Period

Location	Incidents	%
Inside the City	34,918	83%
Incidents outside the City	7,152	17%
Total	**42,070**	**100%**

Source: Grand Junction Fire Department

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 2021 functional population data (the latest year available) for Grand Junction, the cost allocation for residential development is 63 percent while nonresidential development accounts for 37 percent of the demand for Fire infrastructure, see Figure F2.

Figure F2. City of Grand Junction Functional Population

Demand Units in 2021					
Residential				Demand Hours/Day	Person Hours
	Population	62,544			
	Residents Not Working		37,046	20	740,920
	Employed Residents		25,498		
	Employed in Grand Junction		17,052	14	238,728
	Employed outside Grand Junction		8,446	14	118,244
				Residential Subtotal	1,097,892
				Residential Share	**63%**
Nonresidential					
	Non-working Residents		37,046	4	148,184
	Jobs Located in Grand Junction		49,018		
	Residents Employed in Grand Junction		17,052	10	170,520
	Nonresident Workers (Inflow Commuters)		31,966	10	319,660
				Nonresidential Subtotal	638,364
				Nonresidential Share	**37%**
				Total	1,736,256

Source: U.S. Census Bureau (population), U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, Version 6.24.1 (employment).

IMPACT FEE COMPONENTS

Fire Facilities

The incremental expansion component of the Fire impact fee is based on an inventory of existing Citywide facilities. It is important to note the existing inventory includes Station No. 7, which is under construction now and will be open around the time of the impact fee adoption. Therefore, the level of service standards are based on the projected 2025 demand units. The use of existing standards means there are no existing infrastructure deficiencies. The floor area has been provided by the City of Grand Junction staff.

As shown in Figure F3, the Fire Department occupies 99,277 square feet in 10 different facilities. To determine the level of service factors for the impact fee calculation, the amount of facility square footage (99,277) 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 F2) is used to allocate the square footage and corresponding replacement cost of the fire stations in Figure F3. For example, of the 99,277 square feet of fire space in the City, 82,400 square feet is directed toward City of Grand Junction (99,277 multiplied by 83%). Of this 82,400 impact fee eligible square footage, 51,912 square feet is allocated to residential growth and 30,488 square feet is allocated to nonresidential development.

The allocated square feet of the Grand Junction fire stations are divided by the 2025 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 0.772 square feet of fire station space per capita and 0.137 square feet per nonresidential vehicle trip.

To estimate the replacement cost of the fire stations, the average cost of $725 per square foot is used. This figure is based on the recent Station No. 7 construction cost. 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 $559.71 (0.772 square feet per person x $725 per square foot = $559.71 per person).

Figure F3. Fire Facilities Level of Service and Cost Factors

Description	Square Feet
Fire Administration Building	14,576
Fire Station No. 1	13,331
Fire Station No. 2	8,461
Fire Station No. 3	10,500
Fire Station No. 4	9,335
Fire Station No. 5 Annex	1,916
Fire Station No. 5	7,291
Fire Station No. 6	10,500
Fire Station No. 7	10,500
Fire Station No. 8	10,500
Fire Training Center	2,367
Total	99,277

Level-of-Service (LOS) Standards

Percentage of Activity in City of Grand Junction	83%
Population in 2025	67,242
Nonresidential Vehicle Trips in 2025	222,710
Residential Share	63%
Nonresidential Share	37%
LOS: Sq. Ft. per Person	**0.772**
LOS: Sq. Ft. per Vehicle Trip	**0.137**

Cost Analysis

Cost per Square Foot*	$725
LOS: Square Feet per Person	0.772
Cost per Person	**$559.71**
LOS: Square Feet per Vehicle Trip	0.137
Cost per Vehicle Trip	**$99.25**

*Source: City of Grand Junction. Based on Station 7 Cost

Fire Apparatus

The second component of the Fire impact fee is fire apparatus. Similar to the station component, the current inventory includes apparatus that will be owned by the City when Station No. 7 opens in 2025. Therefore, the level of service standards are based on the projected 2025 demand units. The City's current inventory of apparatus is contained in Figure F4, which consists of 51 pieces with a total replacement value of $17 million, or an average cost of $334,922 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 F2. For example, of the 51 pieces of apparatus in the City, approximately 42 pieces of the inventory are directed toward City of Grand Junction (51 pieces of apparatus multiplied by 83%). Of the 42 pieces of impact fee eligible apparatus, approximately 27 pieces are allocated to residential growth and approximately 16 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 .00040 pieces of fire apparatus per person in Grand Junction (26.6 apparatus / 67,242 persons = .00040 apparatus per person). As discussed above, a new piece of fire apparatus has an average cost of $334,922, which results in the residential cost equaling $132.83 per person (.00040 vehicles per person x $353,155 per apparatus = $132.83 per person).

Figure F4. Fire Apparatus Inventory and Level of Service

Description	Model	# of Units	Unit Cost	Total Cost
Truck	Smeal 105' Quint	1	$1,700,000	$1,700,000
Truck	Smeal 75' Quint	1	$1,700,000	$1,700,000
Engine	Smeal	4	$1,000,000	$4,000,000
Engine	E-One Pumper	1	$1,000,000	$1,000,000
Engine	Pierce Enforcer	4	$1,000,000	$4,000,000
Battalion Chief	Dodge Ram 1500	1	$86,000	$86,000
Hazmat	BLM	1	$263,000	$263,000
Ambulance	Dodge/Ford/Chevy	14	$86,000	$1,204,000
Rescue	SVI Heavy Rescue Truck	1	$1,000,000	$1,000,000
Brush Engine	HME/BME	2	$375,000	$750,000
Brush Truck	Largo Tank	1	$375,000	$375,000
Tender	International	1	$350,000	$350,000
UTV	Yamaha	2	$25,000	$50,000
ATV	Suzuki	1	$12,000	$12,000
Air Trailer	Misc	1	$40,000	$40,000
Trailers	Trench/Confined Space/Flat	4	$10,000	$40,000
Administrative	SUVs	5	$41,000	$205,000
Administrative	Pickups	6	$51,000	$306,000
Total**		51	$334,922	$17,081,000

Level-of-Service (LOS) Standards**

Percentage of Activity in City of Grand Junction	83%
Population in 2025	67,242
Nonresidential Vehicle Trips in 2025	222,710
Residential Share	63%
Nonresidential Share	37%
LOS: Units per Person	**0.00040**
LOS: Units per Vehicle Trip	**0.00007**

Cost Analysis

Average Cost per Unit	$334,922
LOS: Units per Person	0.00040
Cost per Person	**$132.83**
LOS: Units per Vehicle Trip	0.00007
Cost per Vehicle Trip	**$23.55**

*Source: City of Grand Junction.

**Base Year assumptions have been set to 2025 to include Station 7 Apparatus

PROJECTION OF GROWTH-RELATED FIRE NEEDS

To estimate the demand for future Fire station space, the current level of service (0.772 square feet per person and 0.137 square feet per nonresidential vehicle trip) is applied to the residential and nonresidential growth projected for the City of Grand Junction. As shown in Figure F5, the City is projected to increase by 17,256 residents and 42,895 nonresidential vehicle trips over the next ten years (see Appendix A). As shown in Figure F5, there is a projected need for 19,194 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 ($725 per square feet), the total projected expenditure to accommodate new development is estimated at approximately $13.9 million.

Figure F5. 10-Year Fire Infrastructure Needs to Accommodate Growth

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost
Fire Facilities	Residential	0.772	Square Feet	per Person	$725
	Nonresidential	0.137		per Vehicle Trip	

Growth-Related Need for Fire Facilities						
Year		Population	Nonresidential Vehicle Trips	Residential Square Feet	Nonresidential Square Feet	Total
Base	2024	65,517	218,420	50,580	29,901	80,480
Year 1	2025	67,242	222,710	51,912	30,488	82,400
Year 2	2026	68,968	226,999	53,244	31,075	84,319
Year 3	2027	70,694	231,289	54,576	31,662	86,239
Year 4	2028	72,419	235,579	55,909	32,250	88,158
Year 5	2029	74,145	239,868	57,241	32,837	90,078
Year 6	2030	75,871	244,158	58,573	33,424	91,997
Year 7	2031	77,596	248,447	59,905	34,011	93,916
Year 8	2032	79,322	252,737	61,237	34,598	95,836
Year 9	2033	81,048	257,026	62,570	35,186	97,755
Year 10	2034	82,773	261,316	63,902	35,773	99,675
Ten-Year Increase		17,256	42,895	13,322	5,872	19,194
			Projected Expenditure	**$9,658,550**	**$4,257,315**	**$13,915,865**
			Growth-Related Expenditure on Fire Facilities			**$13,915,865**

To estimate the demand for future Fire apparatus, the current level of service (0.00040 apparatus per person and 0.00007 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 17,256 residents and 42,895 nonresidential vehicle trips over the next ten years (see Appendix A). As shown in Figure F6, there is a projected need for approximately 10 additional growth-related pieces of apparatus. By applying the average cost of a vehicle ($334,922), the total projected growth-related expenditure is estimated at approximately $3.3 million.

Figure F6. 10-Year Fire Apparatus Needs to Accommodate Growth

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost
Fire Apparatus	Residential	0.00040	Units	per Person	$334,922
	Nonresidential	0.00007		per Vehicle Trip	

Growth-Related Need for Apparatus						
Year		Population	Nonresidential Vehicle Trips	Residential Apparatus	Nonresidential Apparatus	Total
Base	2024	65,517	218,420	26.0	15.4	41.3
Year 1	2025	67,242	222,710	26.7	15.7	42.3
Year 2	2026	68,968	226,999	27.4	16.0	43.3
Year 3	2027	70,694	231,289	28.0	16.3	44.3
Year 4	2028	72,419	235,579	28.7	16.6	45.3
Year 5	2029	74,145	239,868	29.4	16.9	46.3
Year 6	2030	75,871	244,158	30.1	17.2	47.3
Year 7	2031	77,596	248,447	30.8	17.5	48.2
Year 8	2032	79,322	252,737	31.5	17.8	49.2
Year 9	2033	81,048	257,026	32.1	18.1	50.2
Year 10	2034	82,773	261,316	32.8	18.4	51.2
Ten-Year Increase		17,256	42,895	6.8	3.0	9.9
			Projected Expenditure	**$2,292,126**	**$1,010,328**	**$3,302,454**
			Growth-Related Expenditure on Fire Apparatus			**$3,302,454**

PRINCIPAL PAYMENT 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 several 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. This bond series was refinanced in 2019 at a lower interest rate of 5.05%. Figure F8 lists the remaining principal payment schedules for the bonds. The fire department's total remaining principal on the bond is $4.6 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 (5.0%) rate. As shown in Figure F7, this results in a credit of $24.37 per person, and $4.47 per nonresidential trip end.

Figure F7. Principal Payment Credit

Year	Principal Payment (20% of Bond)	Res. Share 63%	Population	Debt Cost per Capita	Nonres. Share 37%	Nonres. Vehicle Trips	Debt Cost per Trip
2024	$197,000	$124,110	65,517	$1.89	$72,890	218,420	$0.33
2025	$198,000	$124,740	67,242	$1.86	$73,260	222,710	$0.33
2026	$208,000	$131,040	68,968	$1.90	$76,960	226,999	$0.34
2027	$218,000	$137,340	70,694	$1.94	$80,660	231,289	$0.35
2028	$229,000	$144,270	72,419	$1.99	$84,730	235,579	$0.36
2029	$240,000	$151,200	74,145	$2.04	$88,800	239,868	$0.37
2030	$252,000	$158,760	75,871	$2.09	$93,240	244,158	$0.38
2031	$265,000	$166,950	77,596	$2.15	$98,050	248,447	$0.39
2032	$278,000	$175,140	79,322	$2.21	$102,860	252,737	$0.41
2033	$292,000	$183,960	81,048	$2.27	$108,040	257,026	$0.42
2034	$306,000	$192,780	82,773	$2.33	$113,220	261,316	$0.43
2035	$322,000	$202,860	84,499	$2.40	$119,140	265,605	$0.45
2036	$335,000	$211,050	86,224	$2.45	$123,950	269,895	$0.46
2037	$348,000	$219,240	87,950	$2.49	$128,760	274,184	$0.47
2038	$362,000	$228,060	89,676	$2.54	$133,940	278,474	$0.48
2039	$376,000	$236,880	91,401	$2.59	$139,120	282,763	$0.49
2040	$388,000	$244,440	93,127	$2.62	$143,560	287,053	$0.50
Total	$4,814,000	$3,032,820		$37.76	$1,781,180		$6.96

Discount Rate	**5.0%**		**5.0%**
Net Present Value	**$24.37**		**$4.47**

Maximum Supportable Fire Impact Fee

Figure F8 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 development unit 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 F8. Maximum Supportable Fire Impact Fee

Fee Component	Cost per Person	Cost per Trip
Facilities	$559.71	$99.25
Apparatus	$132.83	$23.55
Principal Payment Credit	($24.37)	($4.47)
Total	$668.16	$118.34

Residential Fees per Development Unit					
Unit Size	Development Unit	Persons per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	0.75	$501	$544	($43)
851 to 1,000	Dwelling	0.97	$648	$544	$104
1,001 to 1,250	Dwelling	1.23	$822	$544	$278
1,251 to 1,500	Dwelling	1.52	$1,016	$827	$189
1,501 to 2,000	Dwelling	1.91	$1,276	$827	$449
2,001 to 2,500	Dwelling	2.32	$1,550	$827	$723
2,501 to 3,000	Dwelling	2.64	$1,764	$827	$937
3,001 to 3,500	Dwelling	2.91	$1,944	$827	$1,117
3,501 and greater	Dwelling	3.14	$2,098	$827	$1,271

Nonresidential Fees per Development Unit					
Development Type	Development Unit	Vehicle Trips per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
Retail/Commercial	1,000 SF	12.21	$1,445	$569	$876
Convenience Commercial	1,000 SF	16.81	$1,989	$569	$1,420
Office	1,000 SF	5.42	$641	$222	$419
Institutional/Public	1,000 SF	5.39	$638	$222	$416
Industrial	1,000 SF	1.69	$200	$77	$123
Warehousing	1,000 SF	0.86	$102	$40	$62
Hotel/Lodging	Room	4.00	$473	$569	($96)
RV Park	Pad	1.35	$160	$544	($384)

1. See Land Use Assumptions

Revenue from Fire Impact Fee

Revenue from the Fire Impact Fee is estimated in Figure F9. There is projected to be 8,180 new housing units and almost 6.6 million square feet of new nonresidential development in Grand Junction by 2034. To find the revenue from each development type, the fee is multiplied by the growth. Overall, the approximately $15.9 million in revenue from the impact fee covers approximately 92 percent of the capital costs generated by projected growth in the City of Grand Junction.

Figure F9. Estimated Revenue from Fire Impact Fee

Infrastructure Costs for Fire

	Total Cost	Growth Cost
Facilities	$13,915,865	$13,915,865
Apparatus	$3,302,454	$3,302,454
Total Expenditures	**$17,218,319**	**$17,218,319**

Projected Fire and Rescue Impact Fee Revenue

		Single-Family	Multi-Family	Retail/Comm.	Office	Inst./Public	Industrial
		$1,550 per Unit	$1,016 per Unit	$1,445 per KSF	$641 per KSF	$297 per KSF	$200 per KSF
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2024	23,347	8,140	10,242	7,639	7,366	7,275
1	2025	23,960	8,345	10,426	7,756	7,584	7,416
2	2026	24,573	8,550	10,610	7,872	7,802	7,557
3	2027	25,186	8,755	10,794	7,988	8,020	7,697
4	2028	25,799	8,960	10,978	8,105	8,239	7,838
5	2029	26,412	9,165	11,162	8,221	8,457	7,979
6	2030	27,025	9,370	11,346	8,337	8,675	8,120
7	2031	27,638	9,575	11,530	8,453	8,893	8,261
8	2032	28,251	9,780	11,714	8,570	9,111	8,401
9	2033	28,864	9,985	11,898	8,686	9,329	8,542
10	2034	29,477	10,190	12,082	8,802	9,548	8,683
Ten-Year Increase		6,130	2,050	1,840	1,163	2,182	1,408
Projected Revenue =>		$9,501,500	$2,082,800	$2,658,986	$745,293	$647,907	$281,534
						Projected Revenue =>	**$15,918,020**
						Total Expenditures =>	**$17,218,319**
						General Fund's Share =>	**$1,300,299**

MUNICIPAL FACILITIES IMPACT FEE

The Municipal Facilities impact fee include components for municipal buildings related to general government and general services functions. The incremental expansion is utilized for this fee calculation. The Municipal Facilities impact fee is calculated on a per capita basis for residential development and a per employee basis for nonresidential development. The residential portion is derived from the product of persons per housing unit (by size of home) 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).

SERVICE AREA

The City of Grand Junction provides general government services throughout the City; therefore, there is a single service area for the Municipal Facilities impact fees.

PROPORTIONATE SHARE FACTORS

Both residential and nonresidential developments increase the demand on Municipal Facilities infrastructure. To calculate the proportionate 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 2021 (the latest year available) functional population data for Grand Junction, the cost allocation for residential development is 63 percent while nonresidential development accounts for 37 percent of the demand for municipal facilities, see Figure M1.

Figure M1. City of Grand Junction Functional Population

Demand Units in 2021				Demand Hours/Day	Person Hours	Proportionate Share
Residential						
Estimated Residents	62,544					
Residents Not Working		37,046		20	740,920	
Employed Residents		25,498				
Employed in Grand Junction			17,052	14	238,728	
Employed outside Grand Junction			8,446	14	118,244	
			Residential Subtotal		1,097,892	63%
Nonresidential						
Non-working Residents		37,046		4	148,184	
Jobs Located in Grand Junction		49,018				
Residents Employed in Grand Junction			17,052	10	170,520	
Nonresident Workers (Inflow Commuters)			31,966	10	319,660	
			Nonresidential Subtotal		638,364	37%
			TOTAL		1,736,256	100%

IMPACT FEE COMPONENTS

Municipal Facilities

The Municipal Facilities Impact Fee is based on ten 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.

As shown in Figure M2, the City has a total of 140,397 square feet of municipal facility floor area. The functional population split for the City of Grand Junction found in Figure M1 is used to allocate the square footage and corresponding replacement cost of Municipal Facilities infrastructure in Figure M2. Of the 140,397 square feet of applicable general government facilities, 63 percent is allocated to residential development (88,450 square feet) and 37 percent (51,947 square feet) is allocated to nonresidential development. The 2024 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 1.35 square feet per person (88,450 square feet 65,517 residents = 1.35 square feet per person).

According to discussions with City staff, the estimated replacement cost of municipal facility space is $500 per square foot. 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 $675.02 (1.35 square feet person x $500 per square foot = $675.02 per person).

Figure M2. Municipal Facilities Level of Service and Cost Factors

Facility	Square Feet
910 Main Street	5,465
Engineering Building	5,170
Daycare Facility	5,525
Wellness Facility	2,050
Transportation Engineering Office	3,600
Municipal Service Center	38,485
Municipal Operations Center	23,345
Field Engineering Building	3,234
Facilities Building	7,523
City Hall	46,000
Total	140,397

Level-of-Service (LOS) Standards

Population in 2024	65,517
Employment in 2024	62,988
Residential Share	63%
Nonresidential Share	37%
LOS: Square Feet per Person	**1.35**
LOS: Square Feet per Job	**0.82**

Cost Analysis

Cost per Square Foot	$500
LOS: Square Feet per Person	1.35
Cost per Person	**$675.02**
LOS: Square Feet per Job	0.82
Cost per Job	**$412.36**

Source: City of Grand Junction

PROJECTION OF GROWTH-RELATED MUNICIPAL FACILITIES FACILITY NEEDS

To estimate the demand for future Municipal Facilities infrastructure, the current level of service (1.35 square feet per person and 0.82 square feet per job) is applied to the residential and nonresidential growth projected for the City of Grand Junction. As shown in Figure M3, the City is projected to increase by 17,256 residents and 16,590 jobs over the next ten years (see Appendix A). Figure M3 indicates that the City will need to construct 36,979 square feet of additional space to maintain current levels of service for Municipal Facilities. By applying the average cost of $500 per square foot), the estimated growth-related cost for Municipal Facilities is approximately $18.5 million over the next ten years.

Figure M3. 10-Year Municipal Facilities Infrastructure Needs to Accommodate Growth

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost / Sq. Ft.
Municipal Facilites	Residential	1.35	Square Feet	per persons	$500
	Nonresidential	0.82		per jobs	

Growth-Related Need for Municipal Facilities						
Year		Population	Jobs	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2024	65,517	62,988	88,450	51,947	140,397
Year 1	2025	67,242	64,647	90,780	53,315	144,095
Year 2	2026	68,968	66,306	93,109	54,683	147,793
Year 3	2027	70,694	67,965	95,439	56,052	151,491
Year 4	2028	72,419	69,624	97,769	57,420	155,189
Year 5	2029	74,145	71,283	100,098	58,788	158,887
Year 6	2030	75,871	72,942	102,428	60,156	162,584
Year 7	2031	77,596	74,601	104,758	61,524	166,282
Year 8	2032	79,322	76,260	107,088	62,893	169,980
Year 9	2033	81,048	77,919	109,417	64,261	173,678
Year 10	2034	82,773	79,578	111,747	65,629	177,376
Ten-Year Increase		**17,256**	**16,590**	**23,297**	**13,682**	**36,979**
			Projected Expenditure	**$11,648,387**	**$6,841,116**	**$18,489,503**

Growth-Related Expenditure on Municipal Facilities	**$18,489,503**

Maximum Supportable Municipal Facilities Impact Fee

Figure M4 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 development unit 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 development unit 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 M4. Maximum Supportable Municipal Facilities Impact Fee

Fee Component	Cost per Person	Cost per Job
Municipal Facilities	$675.02	$412.36
Total	$675.02	$412.36

Residential Fees per Development Unit					
Unit Size	Development Unit	Persons per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	0.75	$506	$0	$506
851 to 1,000	Dwelling	0.97	$655	$0	$655
1,001 to 1,250	Dwelling	1.23	$830	$0	$830
1,251 to 1,500	Dwelling	1.52	$1,026	$0	$1,026
1,501 to 2,000	Dwelling	1.91	$1,289	$0	$1,289
2,001 to 2,500	Dwelling	2.32	$1,566	$0	$1,566
2,501 to 3,000	Dwelling	2.64	$1,782	$0	$1,782
3,001 to 3,500	Dwelling	2.91	$1,964	$0	$1,964
3,501 and greater	Dwelling	3.14	$2,120	$0	$2,120

Nonresidential Fees per Development Unit					
Development Type	Development Unit	Jobs per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
Retail/Commercial	1,000 SF	2.12	$876	$0	$876
Convenience Commercial	1,000 SF	9.35	$3,854	$0	$3,854
Office	1,000 SF	3.26	$1,342	$0	$1,342
Institutional/Public	1,000 SF	2.86	$1,178	$0	$1,178
Industrial	1,000 SF	1.16	$478	$0	$478
Warehousing	1,000 SF	0.34	$140	$0	$140
Hotel/Lodging	Room	0.56	$230	$0	$230
RV Park	Pad	0.05	$21	$0	$21

1. See Land Use Assumptions

Revenue from Municipal Facilities Impact Fee

Revenue from the Municipal Facilities Impact Fee is estimated in Figure M5. There is projected to be 8,180 new housing units and 6.6 million additional square feet of nonresidential space in Grand Junction by 2034. To determine the revenue from each development type, the fee is multiplied by the growth. Overall, the revenue from the impact fee covers 98 percent of the capital costs generated by projected growth in the City of Grand Junction.

Figure M5. Estimated Revenue from Municipal Facilities Impact Fee

Infrastructure Costs for Municipal Facilities

	Total Cost	Growth Cost
Municipal Facilities	$18,489,503	$18,489,503
Total Expenditures	**$18,489,503**	**$18,489,503**

Projected Development Impact Fee Revenue

	Single-Family	Multi-Family	Retail/Comm.	Office	Inst./Public	Industrial
	$1,566 per unit	$1,026 per unit	$876 per 1,000 Sq Ft	$1,342 per 1,000 Sq Ft	$1,178 per 1,000 Sq Ft	$478 per 1,000 Sq Ft
Year	Housing Units		KSF	KSF	KSF	KSF
Base 2024	23,347	8,140	10,242	7,639	7,366	7,275
Year 1 2025	23,960	8,345	10,426	7,756	7,584	7,416
Year 2 2026	24,573	8,550	10,610	7,872	7,802	7,557
Year 3 2027	25,186	8,755	10,794	7,988	8,020	7,697
Year 4 2028	25,799	8,960	10,978	8,105	8,239	7,838
Year 5 2029	26,412	9,165	11,162	8,221	8,457	7,979
Year 6 2030	27,025	9,370	11,346	8,337	8,675	8,120
Year 7 2031	27,638	9,575	11,530	8,453	8,893	8,261
Year 8 2032	28,251	9,780	11,714	8,570	9,111	8,401
Year 9 2033	28,864	9,985	11,898	8,686	9,329	8,542
Year 10 2034	29,477	10,190	12,082	8,802	9,548	8,683
Ten-Year Increase	6,130	2,050	1,840	1,163	2,182	1,408
Projected Revenue =>	$9,599,580	$2,103,300	$1,611,953	$1,560,349	$2,569,813	$672,866

Projected Revenue =>	**$18,117,861**
Total Expenditures =>	**$18,489,503**
General Fund's Share =>	**$371,642**

PARKS & RECREATION IMPACT FEE

The Parks and Recreation Impact Fee is based on the incremental expansion methodology, and includes components for park land acquisition, open space land acquisition, and park improvements. By including a land park land component in the impact fee calculation, it is the City's intent to eliminate the current park land dedication requirement. The parks and recreation impact fee is derived from the product of persons per housing unit (by size of home) multiplied by the net cost per person.

SERVICE AREA

Since Grand Junction Parks provide services to the larger population residing outside the City in the 201 Sewer Service Boundary, parks and recreation infrastructure standards are allocated 100 percent to residential development within this area to establish the current level of service.

IMPACT FEE COMPONENTS

The Parks & Recreation Impact Fee is based on an inventory of existing City parks, current values of recreation improvements, and an inventory of current open space. 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.

Park Land

Figure PR1 lists the current inventory of City parks included in the impact fee calculations. To calculate the current level of service, the existing park acreage, (545.28 acres) is divided by the current park population (114,972). This results in a level of service standard of 0.0047 acres of park land per person.

To determine the cost per acre for park land, the City of Grand Junction provided data on the value of park land acquired through the City's current dedication requirement. According to the sample data provided, the City acquired 205 acres with a value of $30,240,255. This equates to a value of $147,513. When this average cost per acre ($147,513) is applied to the existing level of service standard of 0.0047 acres of park land per person, the cost per person is $699.61.

Figure PR1. Park Land Level of Service and Cost Factors

Park Name	Park Type	Acreage
Burkey Park South	Undeveloped Park	9.8
Canyon View Park	Regional Park	115.1
Columbine Park	Community Park	12.4
Darla Jean Park	Small Neighborhood Park	2.2
Dos Rios Park	Community Park	2.98
Duck Pond - Orchard Mesa	Small Neighborhood Park	4.8
Duck Pond - Ridges	Small Neighborhood Park	1.5
Eagle Rim Park	Large Neighborhood Park	11.4
Emerson Park	Community Park	2.5
Flint Ridge Park	Undeveloped Park	3.2
Founder's Colony Park	Undeveloped Park	4.4
Hawthorne Park	Small Neighborhood Park	2.7
Honeycomb Park	Small Neighborhood Park	3.6
Horizon Park	Undeveloped Park	12.6
Las Colonias Park	Regional Park	33.6
Lincoln Park	Regional Park	32.9
Matchett Park	Undeveloped Park	207
Paradise Hills Park	Small Neighborhood Park	2.8
Pineridge Park	Community Park	1.9
Riverside Park	Small Neighborhood Park	1.5
Rocket Park	Small Neighborhood Park	2.7
Saccomano Park	Undeveloped Park	31.7
Shadow Lake Park	Small Neighborhood Park	5.8
Sherwood Park	Community Park	13.9
Spring Valley I Park	Small Neighborhood Park	3.1
Spring Valley II Park	Small Neighborhood Park	2.5
Washington Park	Small Neighborhood Park	3
Whitman Park	Small Neighborhood Park	2.5
Westlake Park	Large Neighborhood Park	11.2
Total		545.28

Level-of-Service (LOS) Standards

Park Population in 2024 (includes 201 Boundary)	114,972
Residential Share	100%
LOS: Acres per Person	**0.0047**

Cost Analysis

Cost per Acre	$147,513
LOS: Acres per Person	0.0047
Cost per Person	**$699.61**

Source: City of Grand Junction

Open Space

Figure PR2 lists the current inventory of City open space parcels (inventory excludes the Three Sisters Bike Park). To calculate the current level of service, the existing open space acreage (303.4 acres) is divided by the current park population (114,972). This results in a level of service standard of 0.0026 acres of open space land per person.

To determine the cost per acre for open space, the City of Grand Junction provided data on the value of park land acquired through the City's current dedication requirement. According to the sample data provided, the City acquired 205 acres with a value of $30,240,255. This equates to a value of $147,513. When this average cost per acre ($147,513) is applied to the existing level of service standard of 0.0026 acres of open space land per person, the cost per person is $389.27.

Figure PR2. Open Space Level of Service and Cost Factors

Park Name	Acreage
Botanical Gardens Open Space	6.3
Las Colonias Park	32.4
Leach Creek Open Space	0.5
Ridges Open Space	173.9
South Rim Open Space	21.6
Kindred Reserve	37
Watson Island Open Space	31.7
Total	303.4

Level-of-Service (LOS) Standards

Park Population in 2024 (includes 201 Boundary	114,972
Residential Share	100%
LOS: Acres per Person	**0.0026**

Cost Analysis

Cost per Acre	$147,513
LOS: Acres per Person	0.0026
Cost per Person	**$389.27**

Source: City of Grand Junction

Park Improvements

Figure PR3 lists the current inventory of City improvements included in the impact fee calculations. As shown in Figure PR3, the City currently has 694 different park improvements, with a replacement value of $109.2 million. This equates to an average cost per improvement of $157,464. To calculate the current level of service, the existing park improvements, (694) is divided by the current park population (114,972). This results in a level of service standard of 0.0060 park improvements per person.

As discussed above, the average cost per improvement is $157,464. When the average cost per acre ($157,464) is applied to the existing level of service standard of 0.0060 park improvements per person, the cost per person is $950.49.

Figure PR3. Park Improvements Level of Service and Cost Factors

Description	Improvements	Unit Cost	Total Cost
Adventure Course	1	$600,000	$600,000
Aquatics, Indoor Lap Pool	1	$6,000,000	$6,000,000
Aquatics, Outdoor Lap Pool	1	$15,000,000	$15,000,000
Aquatics, Spray Pad	2	$1,050,000	$2,100,000
Basketball Court, Lit	1	$210,000	$210,000
Basketball Court, Unlit	9	$160,000	$1,440,000
Basketball, Practice	4	$127,000	$508,000
Batting Cage	2	$32,000	$64,000
Bike Course	2	$200,000	$400,000
Diamond Field, Lit	8	$880,000	$7,040,000
Diamond Field, Unlit	2	$450,000	$900,000
Diamond Field, Complex	1	$1,000,000	$1,000,000
Disc Golf	3	$110,000	$330,000
Dog Park	4	$500,000	$2,000,000
Event Space	5	$5,500	$27,500
Fitness Course	2	$15,000	$30,000
Game Court	2	$26,500	$53,000
Garden, Display	100	$10,000	$1,000,000
Horseshoe Pits	15	$3,000	$45,000
Inline Hockey	1	$250,000	$250,000
Natural Area	17	$400,000	$6,800,000
Open Turf	350	$42,500	$14,875,000
Pickleball Court, Lit	20	$165,000	$3,300,000
Pickleball Court, Unlit	4	$115,000	$460,000
Picnic Ground (Tables & Grills)	12	$2,600	$31,200
Playground (Destination)	5	$550,000	$2,750,000
Playground (Local)	19	$300,000	$5,700,000
Public Art Installations	10	$100,000	$1,000,000
Rectangular Field, Complex	1	$900,000	$900,000
Rectangular Field, Large	5	$500,000	$2,500,000
Rectangular Field, Multiple	1	$300,000	$300,000
Rectangular Field, Small	2	$100,000	$200,000
Shelter/Pavillion - Large	28	$130,000	$3,640,000
Shelter/Pavillion - Small	12	$60,000	$720,000
Skate Park - Destination	1	$3,200,000	$3,200,000
Skate Park - Local	2	$750,000	$1,500,000
Trail, Multi-Use, Concrete	13	$1,062,000	$13,806,000
Trailhead	1	$150,000	$150,000
Tennis Court, Lit	12	$300,000	$3,600,000
Tennis Court, Unlit	6	$175,000	$1,050,000
Volleyball Court	4	$50,000	$200,000
Water Access, Developed	1	$1,000,000	$1,000,000
Water Access, General	2	$1,300,000	$2,600,000
Total	**694**	**$157,464**	**$109,279,700**

Level-of-Service (LOS) Standards

Existing Improvements	694
Park Population in 2024 (includes 201 Boundary)	114,972
LOS: Park Improvements per Person	**0.0060**

Cost Analysis

Average Cost per Improvement*	$157,464
LOS: Improvements per Person	0.0060
Cost per Person	**$950.49**

*Source: City of Grand Junction

PROJECTION OF GROWTH-RELATED PARK INFRASTRUCTURE NEEDS

To estimate the 10-year growth needs for park land, the current level of service (0.0047 acres person) is applied to the projected park population growth. The 201 Sewer Service area is projected to increase by 20,514 residents over the next ten years (see Appendix A). As shown in Figure PR4, it is projected that the City will need to purchase 97.3 acres to accommodate the needs generated by new development. By applying the average cost per acre ($147,513 per acre), the estimated growth-related expenditure is approximately $14.3 million.

Figure PR4. 10-Year Park Land Infrastructure Needs to Accommodate Growth

Park Land Level-of-Service Standards			
Type	**Level of Service**	**Demand Unit**	**Unit Cost**
Park Land	0.0047 Acres	per person	$147,513

Growth-Related Need for Park Land			
Year		**Park Population**	**Acres**
Base	2024	114,972	545.3
Year 1	2025	117,021	555.0
Year 2	2026	119,070	564.7
Year 3	2027	121,119	574.4
Year 4	2028	123,168	584.1
Year 5	2029	125,217	593.9
Year 6	2030	127,272	603.6
Year 7	2031	129,326	613.4
Year 8	2032	131,379	623.1
Year 9	2033	133,433	632.8
Year 10	2034	135,487	642.6
Ten-Year Increase		20,514	97.3

Growth-Related Expenditure for Park Land	$14,352,098

To estimate the 10-year growth needs for open space land acquisition, the current level of service (0.0026 acres person) is applied to the projected park population growth. The 201 Sewer Service area is projected to increase by 20,514 residents over the next ten years (see Appendix A). As shown in Figure PR5, it is projected that the City will need to purchase approximately 54 acres of open space land to accommodate the needs generated by new development. By applying the average cost per acre to acquire park land ($147,513 per acre), the estimated growth-related expenditure is approximately $7.9 million.

Figure PR5. 10-Year Open Space Infrastructure Needs to Accommodate Growth

Open Space Level-of-Service Standards			
Type	**Level of Service**	**Demand Unit**	**Unit Cost**
Open Space	0.0026 Acres	per person	$147,513

Growth-Related Need for Open Space			
Year		**Park Population**	**Acres**
Base	2024	114,972	303.4
Year 1	2025	117,021	308.8
Year 2	2026	119,070	314.2
Year 3	2027	121,119	319.6
Year 4	2028	123,168	325.0
Year 5	2029	125,217	330.4
Year 6	2030	127,272	335.9
Year 7	2031	129,326	341.3
Year 8	2032	131,379	346.7
Year 9	2033	133,433	352.1
Year 10	2034	135,487	357.5
Ten-Year Increase		20,514	54.1

Growth-Related Expenditure for Open Space	**$7,985,671**

To estimate the 10-year growth needs for park improvements, the current level of service (0.0060 acres person) is applied to the projected park population growth. The 201 Sewer Service area is projected to increase by 20,514 residents over the next ten years (see Appendix A). As shown in Figure PR6, it is projected that the City will need to construct approximately 124 improvements on existing or future parks to accommodate the needs generated by new development. By applying the average cost per improvement ($157,464 per improvement), the estimated growth-related expenditure is approximately $19.4 million.

Figure PR6. 10-Year Park Improvement Infrastructure Needs to Accommodate Growth

Park Improvement Level-of-Service Standards			
Type	**Level of Service**	**Demand Unit**	**Unit Cost**
Park Improvements	0.0060 Improvements	per person	$157,464

Growth-Related Need for Park Improvements			
Year		**Park Population**	**Improvements**
Base	2024	114,972	694.0
Year 1	2025	117,021	706.4
Year 2	2026	119,070	718.7
Year 3	2027	121,119	731.1
Year 4	2028	123,168	743.5
Year 5	2029	125,217	755.8
Year 6	2030	127,272	768.2
Year 7	2031	129,326	780.6
Year 8	2032	131,379	793.0
Year 9	2033	133,433	805.4
Year 10	2034	135,487	817.8
Ten-Year Increase		20,514	123.8

Growth-Related Expenditure for Park Improvements	$19,498,671

MAXIMUM SUPPORTABLE PARKS & RECREATION IMPACT FEE

Figure PR7 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 PR7. Maximum Supportable Park & Recreation Impact Fee

Fee Component	Cost per Person
Park Land	$699.61
Open Space	$389.27
Park Improvements	$950.49
Total	$2,039.37

Residential Fees per Development Unit								
Unit Size	Development Unit	Persons per Unit[1]	Park Land	Park Improv.	Open Space	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	0.75	$525	$713	$292	**$1,530**	$988	$542
851 to 1,000	Dwelling	0.97	$679	$922	$378	**$1,978**	$988	$990
1,001 to 1,250	Dwelling	1.23	$861	$1,169	$479	**$2,508**	$988	$1,520
1,251 to 1,500	Dwelling	1.52	$1,063	$1,445	$592	**$3,100**	$1,468	$1,632
1,501 to 2,000	Dwelling	1.91	$1,336	$1,815	$744	**$3,895**	$1,468	$2,427
2,001 to 2,500	Dwelling	2.32	$1,623	$2,205	$903	**$4,731**	$1,468	$3,263
2,501 to 3,000	Dwelling	2.64	$1,847	$2,509	$1,028	**$5,384**	$1,468	$3,916
3,001 to 3,500	Dwelling	2.91	$2,036	$2,766	$1,133	**$5,935**	$1,468	$4,467
3,501 and greater	Dwelling	3.14	$2,197	$2,985	$1,222	**$6,404**	$988	$5,416

1. See Land Use Assumptions

Revenue from Parks & Recreation Impact Fee

Revenue from the City's Parks & Recreation Impact Fee is estimated in Figure PR8. 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 $38.1 million. Projected expenditures total $41.8 million.

Figure PR8. Estimated Revenue from Parks & Recreation Impact Fee

Infrastructure Costs for Parks

	Growth Cost
Park Land	$14,352,098
Open Space	$7,985,671
Park Improvements	$19,498,671
Total Expenditures	**$41,836,440**

Projected Development Impact Fee Revenue

		Single-Family	Multi-Family
		$5,384 per unit	$2,508 per unit
Year		Housing Units	Housing Units
Base	2024	23,347	8,140
Year 1	2025	23,960	8,345
Year 2	2026	24,573	8,550
Year 3	2027	25,186	8,755
Year 4	2028	25,799	8,960
Year 5	2029	26,412	9,165
Year 6	2030	27,025	9,370
Year 7	2031	27,638	9,575
Year 8	2032	28,251	9,780
Year 9	2033	28,864	9,985
Year 10	2034	29,477	10,190
Ten-Year Increase		6,130	2,050
Projected Revenue =>		$33,003,552	$5,142,274
		Projected Revenue =>	**$38,145,826**
		Total Expenditures =>	**$41,836,440**
		General Fund's Share =>	**$3,690,614**

POLICE IMPACT FEE

The Police impact fees include components for future station space. The incremental expansion methodology is used for the 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.

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.

SERVICE AREA

The City of Grand Junction provides Police services on a uniform basis throughout the City; therefore, there is a single service area for the Police impact fees.

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 2021 functional population data (the latest available) for Grand Junction, the cost allocation for residential development is 63 percent while nonresidential development accounts for 37 percent of the demand for police facilities, see Figure P1.

Figure P1. City of Grand Junction Functional Population

Demand Units in 2021					
Residential				Demand Hours/Day	Person Hours
	Population	62,544			
	Residents Not Working		37,046	20	740,920
	Employed Residents		25,498		
	Employed in Grand Junction			17,052	14	238,728
	Employed outside Grand Junction			8,446	14	118,244
				Residential Subtotal		1,097,892
				Residential Share		**63%**
Nonresidential					
	Non-working Residents		37,046		4	148,184
	Jobs Located in Grand Junction		49,018		
	Residents Employed in Grand Junction			17,052	10	170,520
	Nonresident Workers (Inflow Commuters)			31,966	10	319,660
				Nonresidential Subtotal		638,364
				Nonresidential Share		**37%**
				Total		1,736,256

Source: U.S. Census Bureau (population), U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, Version 6.24.1 (employment).

IMPACT FEE COMPONENTS

Police Facilities

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. The floor area has been provided by the City of Grand Junction staff.

As shown in Figure P2, the City of Grand Junction Police Department is housed in the Public Safety Building. This facility occupies 63,863 square feet. Of that amount, 7,832 square feet is utilized by the Regional Communications Center, which serves both the City and County is subtracted, resulting in 56,031 square feet devoted exclusively to Police activities. To determine the residential level of service, the current Police space square footage (56,031) is multiplied by the residential proportionate share factor (63%) and divided by the current population (65,517) for a level of service standard of 0.539 square feet per person. The nonresidential level of service standard of 0.095 square feet per nonresidential vehicle trip was determined by multiplying the current facility square footage (56,031) by the nonresidential proportionate share factor (37%) and divided by the current average daily nonresidential vehicle trips (218,420).

As shown in Figure P2, the estimated replacement cost is $625 per square foot. This cost is based on the estimated cost for construction of a future Police Annex prepared by the Blythe Group. When the residential (0.539 per person) and nonresidential (0.095 per vehicle trip) per square foot level of service standards are multiplied by the cost per square foot ($625), the resulting cost per demand units are $336.81 per person and $59.32 per nonresidential vehicle trip.

Figure P2. Police Station Level of Service and Cost Factors

Facility	Square Feet
Police Station Building*	56,031
Total	56,031

Level-of-Service (LOS) Standards

Population in 2024	65,517
Nonresidential Vehicle Trips in 2024	218,420
Residential Share	63%
Nonresidential Share	37%
LOS: Square Feet per Person	**0.539**
LOS: Square Feet per Vehicle Trip	**0.095**

Cost Analysis

Cost per Square Foot*	$625
LOS: Square Feet per Person	0.539
Cost per Person	**$336.74**
LOS: Square Feet per Vehicle Trip	0.095
Cost per Vehicle Trip	**$59.32**

Source: City of Grand Junction

*Does not include the 7,832 square feet for the Regional Communications Center

PROJECTION OF GROWTH-RELATED POLICE FACILITY NEEDS

To estimate the demand for future Police station space, the current level of service (0.539 square feet per person and 0.095 square feet per nonresidential vehicle trip) is applied to the residential and nonresidential growth projected for the City of Grand Junction. As shown in Figure P3, the City is projected to increase by 17,256 residents and 42,895 nonresidential vehicle trips over the next ten years (see Appendix A). As shown in Figure P3, there is projected demand for 13,369 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 ($625), the total projected growth-related building space expenditure is approximately $8.3 million.

Figure P3. 10-Year Police Space Needs to Accommodate Growth

Type of Infrastructure	Level of Service			Demand Unit	Unit Cost
Police Facilities	Residential	0.539	Square Feet	per Person	$625
	Nonresidential	0.095		per Vehicle Trip	

Growth-Related Need for Police Facilities						
Year		Population	Nonresidential Vehicle Trips	Residential Square Feet	Nonresidential Square Feet	Total
Base	2024	65,517	218,420	35,300	20,731	56,031
Year 1	2025	67,242	222,710	36,229	21,139	57,368
Year 2	2026	68,968	226,999	37,159	21,546	58,705
Year 3	2027	70,694	231,289	38,089	21,953	60,042
Year 4	2028	72,419	235,579	39,019	22,360	61,379
Year 5	2029	74,145	239,868	39,948	22,767	62,715
Year 6	2030	75,871	244,158	40,878	23,174	64,052
Year 7	2031	77,596	248,447	41,808	23,581	65,389
Year 8	2032	79,322	252,737	42,738	23,989	66,726
Year 9	2033	81,048	257,026	43,667	24,396	68,063
Year 10	2034	82,773	261,316	44,597	24,803	69,400
Ten-Year Increase		**17,256**	**42,895**	**9,298**	**4,071**	**13,369**
			Projected Expenditure	**$5,810,940**	**$2,544,637**	**$8,355,576**
			Growth-Related Expenditure on Police Facilities			**$8,355,576**

PRINCIPAL PAYMENT CREDIT

The City of Grand Junction has existing debt obligations for the construction of the present Public Safety Building at a cost of $27.8 million. This total represents 80 percent of the 2010 Bonds. Figure P5 lists the remaining principal payment schedule for the bonds, which totals $19.2 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 (5.0%) rate. This results in a credit of $97.53 per person, and $17.89 per nonresidential trip end.

Figure P4. Principal Payment Credit

Year	Principal Payment (80% of Bond)	Res. Share 63%	Population	Debt Cost per Capita	Nonres. Share 37%	Nonres. Vehicle Trips	Debt Cost per Trip
2024	$788,000	$496,440	65,517	$7.58	$291,560	218,420	$1.33
2025	$792,000	$498,960	67,242	$7.42	$293,040	222,710	$1.32
2026	$832,000	$524,160	68,968	$7.60	$307,840	226,999	$1.36
2027	$872,000	$549,360	70,694	$7.77	$322,640	231,289	$1.39
2028	$916,000	$577,080	72,419	$7.97	$338,920	235,579	$1.44
2029	$960,000	$604,800	74,145	$8.16	$355,200	239,868	$1.48
2030	$1,008,000	$635,040	75,871	$8.37	$372,960	244,158	$1.53
2031	$1,060,000	$667,800	77,596	$8.61	$392,200	248,447	$1.58
2032	$1,112,000	$700,560	79,322	$8.83	$411,440	252,737	$1.63
2033	$1,168,000	$735,840	81,048	$9.08	$432,160	257,026	$1.68
2034	$1,224,000	$771,120	82,773	$9.32	$452,880	261,316	$1.73
2035	$1,288,000	$811,440	84,499	$9.60	$476,560	265,605	$1.79
2036	$1,340,000	$844,200	86,224	$9.79	$495,800	269,895	$1.84
2037	$1,392,000	$876,960	87,950	$9.97	$515,040	274,184	$1.88
2038	$1,448,000	$912,240	89,676	$10.17	$535,760	278,474	$1.92
2039	$1,504,000	$947,520	91,401	$10.37	$556,480	282,763	$1.97
2040	$1,552,000	$977,760	93,127	$10.50	$574,240	287,053	$2.00
Total	$19,256,000	$12,131,280		$151.11	$7,124,720		$27.87

Discount Rate	**5.0%**		**5.0%**
Net Present Value	**$97.53**		**$17.89**

Maximum Supportable Police Impact Fee

Figure P5 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 development unit 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 development unit 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 P5. Maximum Supportable Police Impact Fee

Fee Component	Cost per Person	Cost per Trip
Police Facilities	$336.74	$59.32
Principal Payment Credit	($97.53)	($17.89)
Total	$239.21	$41.44

Residential Fees per Development Unit					
Unit Size	Development Unit	Persons per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	0.75	$179	$233	($54)
851 to 1,000	Dwelling	0.97	$232	$233	($1)
1,001 to 1,250	Dwelling	1.23	$294	$233	$61
1,251 to 1,500	Dwelling	1.52	$364	$356	$8
1,501 to 2,000	Dwelling	1.91	$457	$356	$101
2,001 to 2,500	Dwelling	2.32	$555	$356	$199
2,501 to 3,000	Dwelling	2.64	$632	$356	$276
3,001 to 3,500	Dwelling	2.91	$696	$356	$340
3,501 and greater	Dwelling	3.14	$751	$356	$395

Nonresidential Fees per Development Unit					
Development Type	Development Unit	Vehicle Trips per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
Retail/Commercial	1,000 SF	12.21	$506	$240	$266
Convenience Commercial	1,000 SF	16.81	$697	$240	$457
Office	1,000 SF	5.42	$225	$95	$130
Institutional/Public	1,000 SF	2.51	$104	$95	$9
Industrial	1,000 SF	1.69	$70	$33	$37
Warehousing	1,000 SF	0.86	$36	$17	$19
Hotel/Lodging	Room	4.00	$166	$240	($74)
RV Park	Pad	1.35	$56	$233	($177)

1. See Land Use Assumptions

REVENUE FROM POLICE IMPACT FEE

Revenue from the Police Impact Fee is estimated in Figure P6. There is projected to be 8,180 new housing units and approximately 6.6 million square feet of additional nonresidential development in Grand Junction by 2034. 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 $5.7 million and covers approximately 68% of the total expected expenditures. Impact fee revenue is less than the projected expenditures due to the required debt credit.

Figure P6. Estimated Revenue from Police Impact Fee

Infrastructure Costs for Police Facilities

	Growth Cost
Police Facilities	$8,355,576
Total Expenditures	**$8,355,576**

Projected Development Impact Fee Revenue

		Single-Family $555 per unit	Multi-Family $364 per unit	Retail/Comm. $506 per 1000 Sq Ft	Office $225 per 1000 Sq Ft	Inst./Public $104 per 1000 Sq Ft	Industrial $70 per 1000 Sq Ft
Year		**Housing Units**	**Housing Units**	**KSF**	**KSF**	**KSF**	**KSF**
Base	2024	23,347	8,140	10,242	7,639	7,366	7,275
Year 1	2025	23,960	8,345	10,426	7,756	7,584	7,416
Year 2	2026	24,573	8,550	10,610	7,872	7,802	7,557
Year 3	2027	25,186	8,755	10,794	7,988	8,020	7,697
Year 4	2028	25,799	8,960	10,978	8,105	8,239	7,838
Year 5	2029	26,412	9,165	11,162	8,221	8,457	7,979
Year 6	2030	27,025	9,370	11,346	8,337	8,675	8,120
Year 7	2031	27,638	9,575	11,530	8,453	8,893	8,261
Year 8	2032	28,251	9,780	11,714	8,570	9,111	8,401
Year 9	2033	28,864	9,985	11,898	8,686	9,329	8,542
Year 10	2034	29,477	10,190	12,082	8,802	9,548	8,683
Ten-Year Increase		6,130	2,050	1,840	1,163	2,182	1,408
Projected Revenue =>		$3,402,150	$746,200	$931,105	$261,608	$226,876	$98,537

Projected Revenue =>	**$5,666,476**
Total Expenditures =>	**$8,355,576**
General Fund's Share =>	**$2,689,100**

TRANSPORTATION IMPACT FEE

The transportation impact fees include components for principal arterials, minor arterials, major collectors, minor collectors, and trails. The incremental expansion methodology is used for the transportation impact fee. The transportation impact fee is calculated on a per person mile traveled (PMT) basis for all development. Costs are allocated to both residential and nonresidential development using trip generation rates, trip adjustment factors, and trip length adjustment factors. Residential trip generation rates are customized to Grand Junction's residential development, as discussed in the following sections. Nonresidential trip generation rates are highest for retail/commercial development and lowest for industrial development, whereas trip rates for office and institutional development fall between the other two categories.

SERVICE AREA

The City of Grand Junction provides a citywide transportation network; therefore, there is a single service area for the transportation impact fees.

PROPORTIONATE SHARE FACTORS

Transportation impact fees should be proportionate to the cost of transportation infrastructure needed to accommodate new development. The transportation impact fees allocate the cost of transportation infrastructure between residential and nonresidential based on trip generation rates, trip adjustment factors, and trip lengths.

VEHICLE TRIPS

Average weekday vehicle trips are used as a measure of demand by land use. Vehicle trips are estimated using average weekday vehicle trip ends from the reference book, *Trip Generation, 11th Edition*, published by the Institute of Transportation Engineers (ITE) in 2021. A vehicle trip end represents a vehicle entering or exiting a development (as if a traffic counter were placed across a driveway). To calculate the impact fees, trip generation rates are adjusted to avoid double counting each trip at both the origin and destination points. The basic trip adjustment factor is 50 percent. As discussed further below, the impact fee methodology includes additional adjustments to make the fees proportionate to the infrastructure demand for particular types of development.

Residential Trip Generation Rates

As an alternative to simply using national average trip generation rates for residential development, published by the Institute of Transportation Engineers (ITE), TischlerBise calculates custom trip rates using local demographic data. Key inputs needed for the analysis, including average number of persons and vehicles available per housing unit, are available from American Community Survey (ACS) data.

Vehicle Trip Ends by Bedroom Range

TischlerBise recommends a fee schedule where larger units pay higher impact fees than smaller units. Benefits of the proposed methodology include: 1) proportionate assessment of infrastructure demand using local demographic data, and 2) a progressive fee structure (i.e., smaller units pay less, and larger units pay more).

TischlerBise creates custom tabulations of demographic data by bedroom range from individual survey responses provided by the U.S. Census Bureau in files known as Public Use Microdata Samples (PUMS). PUMS files are only available for areas of at least 100,000 persons, and Grand Junction is in Public Use Microdata Area (PUMA) 2501. Shown in Figure T1, cells with yellow shading indicate the unweighted survey results, which yield the unadjusted number of persons and vehicles available per housing unit. Unadjusted persons per housing unit and vehicles per housing unit are adjusted to control totals in Grand Junction – 2.11 persons per housing unit and 1.68 vehicles per unit. The analysis multiplies adjusted persons per housing unit estimates by the ITE weighted average trip rate per person to estimate trip ends per housing unit based on persons. The analysis multiplies adjusted vehicles per housing unit estimates by the ITE weighted average trip rate per vehicle to estimate trip ends per housing unit based on vehicles. Finally, the analysis calculates average trip ends per housing unit using the average number of trip ends per person and per vehicle. Housing units with 0-1 bedrooms generate 3.61 vehicle trips ends per day and housing units with 5+ bedrooms generate 11.36 vehicle trip ends per day.

Figure T1: Vehicle Trip Ends by Bedroom Range

Bedroom Range	Persons[1]	Housing Units[1]	Vehicles Available[1]	Housing Mix	Unadjusted PPHU	Adjusted PPHU[2]	Unadjusted VPHU	Adjusted VPHU[2]
0-1	233	193	159	8%	1.21	1.18	0.82	0.73
2	814	496	743	21%	1.64	1.61	1.50	1.33
3	2,647	1,202	2,401	50%	2.20	2.16	2.00	1.78
4	1,089	396	938	17%	2.75	2.70	2.37	2.11
5+	340	96	259	4%	3.54	3.48	2.70	2.40
Total	5,123	2,383	4,500	100%	2.15	2.11	1.89	1.68

National Averages According to ITE

ITE Code	AWVTE per Person	AWVTE per Vehicle	AWVTE per HU	Local Housing Mix
210 SFD	2.65	6.36	9.43	75%
221 Apt	2.28	3.97	4.54	25%
Weighted Avg	2.56	5.75	8.19	100%

Recommended AWVTE per Housing Unit

Bedroom Range	AWVTE per HU Based on Persons[3]	AWVTE per HU Based on Vehicles[4]	AWVTE per Housing Unit[5]
0-1	3.02	4.20	3.61
2	4.12	7.65	5.89
3	5.53	10.24	7.89
4	6.91	12.13	9.52
5+	8.91	13.80	11.36
Average	5.40	9.66	7.53

1. U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates, Public Use Microdata Sample (PUMS) for Colorado PUMA 2501.
2. Represents unadjsted PUMS values scaled to control totals for Grand Junction using 2018-2022 ACS 5-Year Estimates.
3. Adjusted persons per housing unit multiplied by ITE weighted average trip rate per person.
4. Adjusted vehicles available per housing unit multiplied by ITE weighted average trip rate per vehicle.
5. Average trip rates based on persons and vehicles per housing unit.

Vehicle Trip Ends by Housing Size

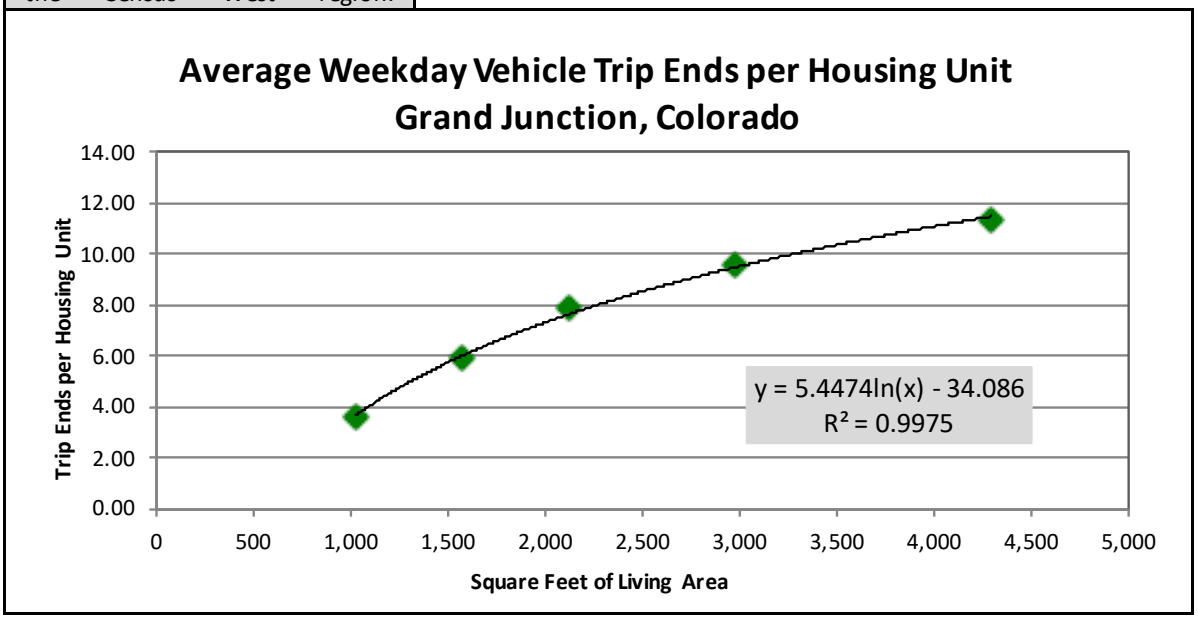
To derive average weekday vehicle trip ends by dwelling size, Tischler Bise uses 2022 U.S. Census Bureau data for housing units constructed in the west region. Based on 2022 estimates, living areas range from 1,021 square feet for 0- to 1-bedroom housing units up to 4,292 square feet for 5+ bedroom housing units. Citywide average floor area and weekday vehicle trip ends, by bedroom range, are plotted in Figure T2 with a logarithmic trend line formula to derive trip ends by housing unit size. TischlerBise recommends a minimum size based on 850 square feet or less and a maximum size of 4,501 square feet or larger.

A medium-size unit with 2,501 to 3,000 square feet has a fitted-curve value of 9.05 vehicle trip ends on an average weekday – this is less than the national average of 9.43 vehicle trip ends per single-family unit. A small unit of 850 square feet or less generates 2.66 vehicle trip ends, and this represents 29 percent of demand from a medium-size unit. A large unit of 3,501 square feet or more generates 10.74 vehicle trip ends, and this represents 119 percent of demand from a medium-size unit. With a "one-size-fits-all" approach, small units pay more than their proportionate share while large units pay less than their proportionate share.

Figure T2: Vehicle Trip Ends by Housing Size

Average weekday vehicle trip ends per housing unit derived from 2018-2022 ACS 5-Year PUMS data for the area that includes Grand Junction. Unit size for 0-1 bedroom from the 2022 U.S. Census Bureau average for all multi-family units constructed in the Census West region. Unit size for all other bedrooms from the 2022 U.S. Census Bureau average for single-family units constructed in the Census West region.

Actual Averages per Housing Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Trip Ends	Sq Ft Range	Trip Ends
0-1	1,021	3.61	850 or less	2.66
2	1,573	5.89	851 to 1,000	3.41
3	2,123	7.89	1,001 to 1,250	4.30
4	2,974	9.52	1,251 to 1,500	5.28
5+	4,292	11.36	1,501 to 2,000	6.59
			2,001 to 2,500	7.96
			2,501 to 3,000	9.05
			3,001 to 3,500	9.96
			3,501 or more	10.74



Nonresidential Trip Generation Rates

For nonresidential development, TischlerBise uses trip generation rates published in Trip Generation, Institute of Transportation Engineers, 11th Edition (2021). The prototype for industrial development is Industrial Park (ITE 130) which generates 3.37 average weekday vehicle trip ends per 1,000 square feet of floor area. Institutional/public development uses Hospital (ITE 610) and generates 10.77 average weekday vehicle trip ends per 1,000 square feet of floor area. For office & other services development, the proxy is General Office (ITE 710), and it generates 10.84 average weekday vehicle trip ends per 1,000 square feet of floor area. The prototype for commercial development is Shopping Center (ITE 820) which generates 37.01 average weekday vehicle trips per 1,000 square feet of floor area.

Figure T3: Average Weekday Vehicle Trip Ends by Land Use

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	4.87	3.10	1.57	637
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
150	Warehousing	1,000 Sq Ft	1.71	5.05	0.34	2,953
310	Hotel	Room	7.99	14.34	0.56	n/a
416	Campground/RV Park**	Campsite	2.70	n/a	0.05	n/a
620	Nursing Home	Bed	3.06	3.31	0.92	n/a
610	Hospital	1,000 Sq Ft	10.77	3.77	2.86	350
710	General Office (avg size)	1,000 Sq Ft	10.84	3.33	3.26	307
720	Medical-Dental Office	1,000 Sq Ft	36.00	8.71	4.13	242
730	Government Office	1,000 Sq Ft	22.59	7.45	3.03	330
840	Auto Sales/Service	1,000 Sq Ft	27.84	11.20	2.49	402
430	Golf Course	Hole	30.38	3.74	1.47	680
444	Movie Theater	1,000 Sq Ft	78.09	53.12	1.47	680
820	Shopping Center (avg size)	1,000 Sq Ft	37.01	17.42	2.12	471
912	Bank	1,000 Sq Ft	100.35	32.73	3.07	326
934	Fast Food	1,000 Sq Ft	50.94	5.45	9.35	107
945	Convenience Store w/Gas Sales	1,000 Sq Ft	624.20	241.21	2.59	386

*Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

**Employees per Demand Unit from National Association of RV Parks & Campgrounds (ARVC), "2023 Outdoor Hospitality Industry Benchmarking Report."

Trip Rate Adjustments

Trip generation rates require an adjustment factor to avoid double counting each trip at both the origin and destination points. Therefore, the basic trip adjustment factor is 50 percent. As discussed further in this section, the impact fee methodology includes additional adjustments to make the fees proportionate to the infrastructure demand for particular types of development.

Commuter Trip Adjustment

Residential development has a larger trip adjustment factor of 55 percent to account for commuters leaving Grand Junction for work. According to the 2009 National Household Travel Survey (see Table 30) weekday work trips are typically 31 percent of production trips (i.e., all out-bound trips, which are 50 percent of all trip ends). As shown in Figure T4, the U.S. Census Bureau's OnTheMap web application indicates 33 percent of resident workers traveled outside of Grand Junction for work in 2021. In combination, these factors (0.31 x 0.50 x 0.33 = 0.05) support the additional five percent allocation of trips to residential development.

Figure T4: Commuter Trip Adjustment

Trip Adjustment Factor for Commuters	
Employed Residents	25,498
Residents Living and Working in Grand Junction	17,052
Residents Commuting Outside Grand Junction for Work	8,446
Percent Commuting out of Grand Junction	33%
Additional Production Trips[1]	5%
Standard Trip Rate Adjustment	50%
Residential Trip Adjustment Factor	55%

Source: U.S. Census Bureau, OnTheMap Application (v 6.24.1) and LEHD Origin-Destination Employment Statistics, 2021.

1. According to the National Household Travel Survey (2009)*, published in December 2011 (see Table 30), home-based work trips are typically 30.99 percent of "production" trips, in other words, out-bound trips (which are 50 percent of all trip ends). Also, LED OnTheMap data from 2021 indicate that 33 percent of Grand Junction's workers travel outside the city for work. In combination, these factors (0.3099 x 0.50 x 0.33 = 0.05) account for 5 percent of additional production trips. The total adjustment factor for residential includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (5 percent of production trips) for a total of 55 percent. *http://nhts.ornl.gov/publications.shtml ; Summary of Travel Trends - Table "Daily Travel Statistics by Weekday vs. Weekend"

Adjustment for Pass-By Trips

For commercial development, the trip adjustment factor is less than 50 percent because this type of development attracts vehicles as they pass by on arterial and collector roads. For example, when someone stops at a convenience store on the way home from work, the convenience store is not the primary destination. For the average shopping center, ITE data indicate 34 percent of the vehicles that enter are passing by on their way to some other primary destination. The remaining 66 percent of attraction trips have the commercial site as their primary destination. Because attraction trips are half of all trips, the trip adjustment factor is 66 percent multiplied by 50 percent, or approximately 33 percent of the trip ends.

Average Weekday Vehicle Trips

Shown below in Figure T5, multiplying average weekday vehicle trip ends and trip adjustment factors (discussed on the previous page) by Grand Junction's existing development units provides the average weekday vehicle trips generated by existing development. As shown below, existing development generates 359,836 vehicle trips on an average weekday.

Figure T5: Average Weekday Vehicle Trips by Land Use

Development Type	Dev Unit	ITE Code	Avg Wkday VTE	Trip Adjustment	2024 Dev Units	2024 Trips
Single Family	HU	210	9.43	55%	23,347	121,090
Multi-Family	HU	221	4.54	55%	8,140	20,326
Retail/Commercial	KSF	820	37.01	33%	10,242	125,090
Office	KSF	710	10.84	50%	7,639	41,406
Institutional/Public	KSF	610	10.77	50%	7,366	39,666
Industrial	KSF	130	3.37	50%	7,275	12,259
Total						359,836

PERSON TRIPS

Grand Junction is a unique community with residents and workers using varying modes of travel. In general, an impact fee study calculates future development's impact on infrastructure. In suburban, greenfield communities that concentrate on roadway expansion to accommodate additional vehicles, a development's impact is best estimated by calculating the additional vehicle trips or vehicle miles traveled (VMT) generated by the development. However, based on the urban environment and residents' travel behaviors, a multimodal approach is necessary for the City of Grand Junction. This is also consistent with the capital improvements identified in Grand Junction's Capital Improvement Plan and Grand Junction's desire to serve all modes of travel. As such, the multimodal approach calculates person trips generated by the varying development types in the study.

Person Trip Methodology

According to the Institute of Transportation Engineers (ITE), there are several elements necessary to calculate person trips. The following equation is provided in the ITE's Trip Generation Handbook (2021):

Person trips = [(vehicle occupancy) x (vehicle trips)] + transit trips + walk trips + bike trips

To create a more streamlined approach, this study uses "walk / bike / scooter" as the sum of walk and bike trips. The Trip Generation Handbook outlines the general approach to calculating person trips:

1. **Estimate vehicle trip ends generated by development type.** This study uses the vehicle trip rates found in Figure T2 for residential development and Figure T3 for nonresidential development.
2. **Determine mode share and vehicle occupancy.** This study uses mode share and vehicle occupancy data for Mesa County provided by Grand Valley Metropolitan Planning Organization (GVMPO) as part of the 2024 Colorado Department of Transportation (CDOT) travel survey.
3. **Convert vehicle trips to person trips.** This conversion calculates the total person trips by combining the vehicle trip mode share and vehicle occupancy.

Mode Share and Vehicle Occupancy

Vehicle trip estimates, by mode, from the CDOT travel survey provide mode share and vehicle occupancy data used in this analysis. According to preliminary results for Mesa County, the vehicle mode share is 86.3 percent for residential trips, 94.7 percent for nonresidential commercial/retail trips, and 89.2 percent for other nonresidential trips. Additionally, the vehicle trips had an average vehicle occupancy of 1.21 passengers per residential trip, 1.25 passengers per nonresidential commercial/retail trip, and 1.20 passengers per other nonresidential trip.

Figure T6: Mode Share

	Residential		Commercial/Retail		Other Nonresidential	
Mode	Trips	Share	Trips	Share	Trips	Share
Vehicle	1,220	86.3%	412	94.7%	181	89.2%
Transit	12	0.9%	0	0.0%	10	4.9%
Walk/Bike/Scooter	181	12.8%	23	5.3%	12	5.9%
Total	1,413	100.0%	435	100.0%	203	100.0%

Figure T7: Vehicle Occupancy

	Residential	Commercial/Retail	Other Nonresidential
Vehicle Occupants	1,474	515	217
Vehicle Trips	1,220	412	181
Vehicle Occupancy	1.21	1.25	1.20

Source: CDOT Travel Survey, Mesa County, 2024 (Preliminary Data)

Calculation of Person Trip Ends

The total person trip end rate for each land use can be calculated using the vehicle trip end rate, vehicle occupancy rate, and vehicle mode share. The following formula to calculate vehicle trip ends is provided in the ITE's Trip Generation Handbook (2021):

Vehicle trip ends = [(person trip ends) x (vehicle mode share)]/(vehicle occupancy)

To calculate average weekday person trip ends for each land use, the analysis inputs vehicle trip ends, vehicle occupancy, and vehicle mode share factors found in earlier sections. For example, a 2,700-square-foot housing unit generates 9.05 average weekday vehicle trip ends, has a vehicle occupancy rate is 1.21, and the vehicle mode share is 86.3 percent. Based on these factors, a 2,700-square-foot housing unit generates 12.69 average weekday person trip ends ([9.05 vehicle trip ends X 1.21 occupancy rate] / 86.3 percent vehicle mode share). Figure T8 includes average weekday person trip ends for each land use.

Figure T8: Average Weekday Person Trip Ends by Land Use

Residential per Development Unit					
Unit Size	Development Unit	Vehicle Trip Ends per Unit[1]	Vehicle Occupancy[2]	Vehicle Mode Share[2]	Person Trip Ends per Unit
850 or less	Dwelling	2.66	1.21	86.3%	3.73
851 to 1,000	Dwelling	3.41	1.21	86.3%	4.78
1,001 to 1,250	Dwelling	4.30	1.21	86.3%	6.03
1,251 to 1,500	Dwelling	5.28	1.21	86.3%	7.40
1,501 to 2,000	Dwelling	6.59	1.21	86.3%	9.24
2,001 to 2,500	Dwelling	7.96	1.21	86.3%	11.16
2,501 to 3,000	Dwelling	9.05	1.21	86.3%	12.69
3,001 to 3,500	Dwelling	9.96	1.21	86.3%	13.96
3,501 and greater	Dwelling	10.74	1.21	86.3%	15.06

Nonresidential per Development Unit					
Development Type	Development Unit	Vehicle Trip Ends per Unit[1]	Vehicle Occupancy[2]	Vehicle Mode Share[2]	Person Trip Ends per Unit
Retail/Commercial	1,000 Sq Ft	37.01	1.25	94.7%	48.85
Convenience Commercial	1,000 Sq Ft	50.94	1.25	94.7%	67.24
Office	1,000 Sq Ft	10.84	1.20	89.2%	14.58
Institutional/Public	1,000 Sq Ft	10.77	1.20	89.2%	14.49
Industrial	1,000 Sq Ft	3.37	1.20	89.2%	4.53
Warehousing	1,000 Sq Ft	1.71	1.20	89.2%	2.30
Hotel/Lodging	Room	7.99	1.20	89.2%	10.75
RV Park	Pad	2.70	1.20	89.2%	3.63

1. See Land Use Assumptions
2. CDOT Travel Survey, Mesa County, 2024 (Preliminary Data)

Average Weekday Person Trips

Shown below, multiplying average weekday person trip ends and trip adjustment factors by existing development units provides the average weekday person trips generated by existing development. As shown below, existing development generates 488,921 person trips on an average weekday.

Figure T9: Average Weekday Person Trips by Land Use

Development Type	Dev Unit	ITE Code	Avg Wkday PTE	Trip Adjustment	2024 Dev Units	2024 Person Trips
Single Family	HU	Custom	13.22	55%	23,347	169,757
Multi-Family	HU	Custom	6.37	55%	8,140	28,518
Retail/Commercial	KSF	820	48.85	33%	10,242	165,108
Office	KSF	710	14.58	50%	7,639	55,692
Institutional/Public	KSF	610	14.49	50%	7,366	53,367
Industrial	KSF	130	4.53	50%	7,275	16,478
Total						488,921

PERSON MILES TRAVELED (PMT)

The transportation impact fee is calculated on a per person mile traveled (PMT) basis for all development. Costs are allocated to both residential and nonresidential development using trip generation rates, trip adjustment factors, and trip length adjustment factors.

Trip Length Weighting Factor

The transportation impact fee methodology includes a percentage adjustment, or weighting factor, to account for trip length variation by type of land use. As documented in Table 3-1, Table 3-2, and Table 3-3 of the 2022 National Household Travel Survey, person trips from residential development are approximately 124 percent of the average trip length. The residential trip length adjustment factor includes data on home-based work trips, social, and recreational purposes. Conversely, shopping trips associated with commercial development are roughly 46 percent of the average trip length while other nonresidential development typically accounts for trips that are 61 percent of the average for all trips.

Local Trip Lengths

According to recent estimates, Grand Junction provides approximately 223.1 lane miles of arterials and collectors citywide. Using the capacity standards shown below, Grand Junction's existing network provides 1,759,670 vehicle miles of capacity – the weighted average is 7,887 vehicles per lane.

Figure T10: Existing Arterial and Collector Network

Description	Lane Miles	Lane Cap	VMC
Principal Arterial	74.9	9,000	674,100
Minor Arterial	66.6	8,000	532,400
Major Collector	63.2	7,000	442,050
Minor Collector	18.5	6,000	111,120
Total	223.1	7,887	1,759,670

Source: City of Grand Junction

To derive the average utilization (i.e., average trip length expressed in miles) of the major streets, divide vehicle miles of capacity by person trips attracted to development in Grand Junction. As shown in Figure T9, citywide development currently attracts 488,921 average weekday person trips. Dividing 1,759,670 vehicle miles of capacity by existing average weekday person trips yields an unweighted-average trip length of approximately 3.599 miles. The calibration of average trip length includes the same adjustment factors used in the impact fee calculations (i.e., commuter trip adjustment, pass-by trip adjustment, and average trip length adjustment). With these refinements, the weighted-average trip length is 4.417 miles.

Local Person Miles Traveled

Shown below are the demand indicators for residential and nonresidential land uses related to person miles traveled (PMT).

Figure T11: Average Weekday PMT by Land Use

Residential Development						
Unit Size	Development Unit	Person Trip Ends per Unit	Trip Rate Adjustment[1]	Average Trip Length (miles)[2]	Trip Length Adjustment[3]	PMT per Unit[1]
850 or less	Dwelling	3.73	55%	4.417	124%	11.24
851 to 1,000	Dwelling	4.78	55%	4.417	124%	14.40
1,001 to 1,250	Dwelling	6.03	55%	4.417	124%	18.16
1,251 to 1,500	Dwelling	7.40	55%	4.417	124%	22.29
1,501 to 2,000	Dwelling	9.24	55%	4.417	124%	27.83
2,001 to 2,500	Dwelling	11.16	55%	4.417	124%	33.62
2,501 to 3,000	Dwelling	12.69	55%	4.417	124%	38.23
3,001 to 3,500	Dwelling	13.96	55%	4.417	124%	42.05
3,501 and greater	Dwelling	15.06	55%	4.417	124%	45.37

Nonresidential Development						
Development Type	Development Unit	Person Trip Ends per Unit	Trip Rate Adjustment[1]	Average Trip Length (miles)[2]	Trip Length Adjustment[3]	PMT per Unit[1]
Retail/Commercial	1,000 Sq Ft	48.85	33%	4.417	46%	32.75
Convenience Commercial	1,000 Sq Ft	67.24	33%	4.417	46%	45.08
Office	1,000 Sq Ft	14.58	50%	4.417	61%	19.64
Institutional/Public	1,000 Sq Ft	14.49	50%	4.417	61%	19.52
Industrial	1,000 Sq Ft	4.53	50%	4.417	61%	6.10
Warehousing	1,000 Sq Ft	2.30	50%	4.417	61%	3.10
Hotel/Lodging	Room	10.75	50%	4.417	61%	14.48
RV Park	Pad	3.63	50%	4.417	61%	4.89

1. See Land Use Assumptions
2. TischlerBise calculation
3. National Household Travel Survey data, 2022; TischlerBise analysis

IMPACT FEE COMPONENTS

The transportation impact fee is based on Grand Junction's existing inventory of arterials, collectors, and trails. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure.

Principal Arterial

Grand Junction currently provides approximately 74.9 lane miles of principal arterials to existing development, and Grand Junction plans to construct additional principal arterials to serve future development. Grand Junction's existing level of service is 0.4256 lane miles per 10,000 PMT (74.9 lane miles / (1,759,685 PMT / 10,000)), and the analysis uses the incremental expansion methodology to maintain the existing level of service for principal arterials.

Based on Engineering & Transportation Department estimates, the construction cost for principal arterials is $2,051,280 per lane mile. The analysis uses this cost as a proxy for future growth-related principal arterial costs, and Grand Junction may use impact fees to construct principal arterials to serve future development. For principal arterials, the cost is $87.31 per PMT (74.9 lane miles / 1,759,685 PMT X $2,051,280 per lane mile).

Figure T12: Principal Arterial Level of Service and Cost Factors

Cost Factors	
Principal Arterial Cost per Mile	$12,307,680
Lanes	6.0
Principal Arterial Cost per Lane Mile	$2,051,280

Level-of-Service (LOS) Standards	
Existing Lane Miles	74.9
2024 PMT	1,759,685
Lane Miles per 10,000 PMT	0.4256
Cost per PMT	$87.31

Source: Grand Junction Engineering & Transportation Department

Minor Arterial

Grand Junction currently provides approximately 66.6 lane miles of minor arterials to existing development, and Grand Junction plans to construct additional minor arterials to serve future development. Grand Junction's existing level of service is 0.3782 lane miles per 10,000 PMT (66.6 lane miles / (1,759,685 PMT / 10,000)), and the analysis uses the incremental expansion methodology to maintain the existing level of service for minor arterials.

Based on Engineering & Transportation Department estimates, the construction cost for minor arterials is $1,622,016 per lane mile. The analysis uses this cost as a proxy for future growth-related minor arterial costs, and Grand Junction may use impact fees to construct minor arterials to serve future development. For minor arterials, the cost is $61.34 per PMT (66.6 lane miles / 1,759,685 PMT X $1,622,016 per lane mile).

Figure T13: Minor Arterial Level of Service and Cost Factors

Cost Factors	
Minor Arterial Cost per Mile	$8,110,080
Lanes	5.0
Minor Arterial Cost per Lane Mile	$1,622,016

Level-of-Service (LOS) Standards	
Existing Lane Miles	66.6
2024 PMT	1,759,685
Lane Miles per 10,000 PMT	0.3782
Cost per PMT	$61.34

Source: Grand Junction Engineering & Transportation Department

Major Collector

Grand Junction currently provides approximately 63.2 lane miles of major collectors to existing development, and Grand Junction plans to construct additional major collectors to serve future development. Grand Junction's existing level of service is 0.3589 lane miles per 10,000 PMT (63.2 lane miles / (1,759,685 PMT / 10,000)), and the analysis uses the incremental expansion methodology to maintain the existing level of service for major collectors.

Based on Engineering & Transportation Department estimates, the construction cost for major collectors is $1,830,400 per lane mile. The analysis uses this cost as a proxy for future growth-related major collector costs, and Grand Junction may use impact fees to construct major collectors to serve future development. For major collectors, the cost is $65.69 per PMT (63.2 lane miles / 1,759,685 PMT X $1,830,400 per lane mile).

Figure T14: Major Collector Level of Service and Cost Factors

Cost Factors	
Major Collector Cost per Mile	$5,491,200
Lanes	3.0
Major Collector Cost per Lane Mile	$1,830,400

Level-of-Service (LOS) Standards	
Existing Lane Miles	63.2
2024 PMT	1,759,685
Lane Miles per 10,000 PMT	0.3589
Cost per PMT	$65.69

Source: Grand Junction Engineering & Transportation Department

Minor Collector

Grand Junction currently provides approximately 18.5 lane miles of minor collectors to existing development, and Grand Junction plans to construct additional minor collectors to serve future development. Grand Junction's existing level of service is 0.1052 lane miles per 10,000 PMT (18.5 lane miles / (1,759,685 PMT / 10,000)), and the analysis uses the incremental expansion methodology to maintain the existing level of service for minor collectors.

Based on Engineering & Transportation Department estimates, the construction cost for minor collectors is $1,911,360 per lane mile. The analysis uses this cost as a proxy for future growth-related minor collector costs, and Grand Junction may use impact fees to construct minor collectors to serve future development. For minor collectors, the cost is $20.12 per PMT (18.5 lane miles / 1,759,685 PMT X $1,911,360 per lane mile).

Figure T15: Minor Collector Level of Service and Cost Factors

Cost Factors	
Minor Collector Cost per Mile	$3,822,720
Lanes	2.0
Minor Collector Cost per Lane Mile	$1,911,360

Level-of-Service (LOS) Standards	
Existing Lane Miles	18.5
2024 PMT	1,759,685
Lane Miles per 10,000 PMT	0.1052
Cost per PMT	$20.12

Source: Grand Junction Engineering & Transportation Department

Trail

Grand Junction currently provides approximately 28.26 miles of trails, also known as off-network active transportation corridors, to existing development, and Grand Junction plans to construct additional trails to serve future development. The total value of Grand Junction's existing trails is $67,230,152, and the analysis uses the weighted average of $2,378,589 per mile ($67,230,152 total value / 28.26 miles of existing trails) as a proxy for future growth-related trail costs.

Figure T16: Trail Cost Factors

Constructed Off-Network ATCs	Miles	Est. Construction Investment	Estimated ROW Value	Total Value
Riverfront Trail	13.77	$14,537,861	$14,537,861	$29,075,722
Monument Trail	3.67	$3,874,685	$3,874,685	$7,749,369
Audubon Trail	3.35	$3,537,522	$3,537,522	$7,075,044
Leach Creek Trail	2.41	$7,543,270	$2,543,270	$10,086,541
Eagle Rim Park	1.04	$2,198,651	$1,098,651	$3,297,302
Price Ditch Trail	0.97	$1,027,622	$1,027,622	$2,055,244
Highway 50 Trail	0.75	$793,828	$793,828	$1,587,656
Colorado Mesa University	0.53	$554,517	$554,517	$1,109,034
Independent Ranchman's Trail	0.35	$368,277	$368,277	$736,554
Main Street Bridge	0.30	$1,600,000	$314,931	$1,914,931
Ridges Blvd Trail	0.28	$449,195	$299,195	$748,391
GV Canal Trail	0.27	$280,369	$280,369	$560,738
Ridge Dr Trail	0.20	$212,577	$212,577	$425,154
Westlake Park Trail	0.16	$171,981	$171,981	$343,962
Levi Ct to Horizon Drive	0.10	$103,338	$103,338	$206,676
Little Bookcliff	0.04	$46,460	$46,460	$92,920
Lincoln Park	0.08	$82,456	$82,456	$164,913
Total	28.26	$37,382,610	$29,847,541	$67,230,152

Source: Grand Junction Engineering & Transportation Department

Grand Junction's existing level of service is 0.1606 miles per 10,000 PMT (28.26 miles / (1,759,685 PMT / 10,000)), and the analysis uses the incremental expansion methodology to maintain the existing level of service. The analysis uses the weighted average of $2,378,589 per mile as a proxy for future growth-related costs. The trail cost is $38.21 per PMT (28.26 miles / 1,759,685 PMT X $2,378,589 per mile).

Figure T17: Trail Level of Service and Cost Factors

Cost Factors	
Total Value	$67,230,152
Existing Miles	28.3
Trail Cost per Mile	$2,378,589

Level-of-Service (LOS) Standards	
Existing Miles	28.26
2024 PMT	1,759,685
Miles per 10,000 PMT	0.1606
Cost per PMT	$38.21

Source: Grand Junction Engineering & Transportation Department

PROJECTION OF GROWTH-RELATED TRANSPORTATION NEEDS

As shown in the *Land Use Assumptions* document, projected development includes an additional 8,180 housing units and 6,592,000 square feet of nonresidential floor area over the next 10 years. Based on the trip generation factors discussed in this section, projected development generates an additional 417,742 PMT over the next 10 years. Shown below in Figure T18, Grand Junction needs to construct approximately 17.8 lane miles of principal arterials at a cost of $39,741,374 (17.8 lane miles X $2,235,034 per lane mile), 15.8 lane miles of minor arterials at a cost of $36,172,343 (15.8 lane miles X $2,289,558 per lane mile), 15.0 lane miles of major collectors at a cost of $40,944,901 (15.0 lane miles X $2,731,175 per lane mile), 4.4 lane miles of minor collectors at a cost of $11,849,979 (4.4 lane miles X $2,695,254 per lane mile), and 6.7 miles of trails at a cost of $15,960,159 (6.7 miles X $2,378,589 per mile) over the next 10 years to maintain the existing levels of service.

Figure T18: 10-Year Transportation Infrastructure Needs to Accommodate Growth

Development Type	Dev Unit	Avg Wkday PTE	Trip Adjustment	Trip Length Adjustment	2024 Dev Units	2024 PMT
Single Family	HU	13.22	55%	124%	23,347	929,775
Multi-Family	HU	6.37	55%	124%	8,140	156,198
Retail/Commercial	KSF	48.85	33%	46%	10,242	335,469
Office	KSF	14.58	50%	61%	7,639	150,054
Institutional/Public	KSF	14.49	50%	61%	7,366	143,790
Industrial	KSF	4.53	50%	61%	7,275	44,398
Total						1,759,685

Average Trip Length (miles)	4.417
Average Lane Capacity	7,887

Grand Junction, Colorado	Base	1	2	3	4	5	10	10-Year
	2024	2025	2026	2027	2028	2029	2034	Increase
Single Family Units	23,347	23,960	24,573	25,186	25,799	26,412	29,477	6,130
Mobile Home Units	8,140	8,345	8,550	8,755	8,960	9,165	10,190	2,050
Retail/Commercial KSF	10,242	10,426	10,610	10,794	10,978	11,162	12,082	1,840
Office KSF	7,639	7,756	7,872	7,988	8,105	8,221	8,802	1,163
Institutional/Public KSF	7,366	7,584	7,802	8,020	8,239	8,457	9,548	2,182
Industrial KSF	7,275	7,416	7,557	7,697	7,838	7,979	8,683	1,408
Single-Family Trips	169,757	174,215	178,672	183,129	187,586	192,043	214,329	44,571
Mobile Home Trips	28,518	29,237	29,955	30,673	31,391	32,110	35,701	7,182
Residential Trips	198,276	203,451	208,627	213,802	218,977	224,153	250,029	51,753
Retail/Commercial Trips	165,108	168,074	171,041	174,007	176,973	179,940	194,772	29,664
Office Trips	55,692	56,539	57,387	58,235	59,082	59,930	64,168	8,476
Institutional/Public Trips	53,367	54,947	56,528	58,108	59,689	61,269	69,172	15,805
Industrial Trips	16,478	16,797	17,116	17,435	17,754	18,072	19,667	3,188
Nonresidential Trips	290,645	296,358	302,071	307,785	313,498	319,211	347,778	57,133
Total Person Trips	**488,921**	**499,809**	**510,698**	**521,587**	**532,475**	**543,364**	**597,807**	**108,887**
Total PMT	**1,759,685**	**1,801,459**	**1,843,234**	**1,885,008**	**1,926,782**	**1,968,556**	**2,177,427**	**417,742**
Principal Arterial Lane Miles	74.9	76.7	78.5	80.2	82.0	83.8	92.7	17.8
Minor Arterial Lane Miles	66.6	68.1	69.7	71.3	72.9	74.4	82.3	15.8
Major Collector Lane Miles	63.2	64.6	66.1	67.6	69.1	70.6	78.1	15.0
Minor Collector Lane Miles	18.5	19.0	19.4	19.8	20.3	20.7	22.9	4.4
Trail Miles	28.3	28.9	29.6	30.3	30.9	31.6	35.0	6.7

PRINCIPAL PAYMENT CREDIT

The City of Grand Junction has outstanding and planned debt obligations of $68,860,000 related to the construction of existing and future arterial and collector improvements. A credit is necessary since new development will pay the impact fee and will also contribute to future principal payments on the remaining debt through taxes. A credit is not necessary for future interest payments because the analysis excludes interest costs from the impact fee calculation. The analysis divides annual principal payments by projected PMT to determine the annual cost of principal payments per PMT. To account for the time value of money, the analysis calculates the net present value of future principal payments per PMT using the Series 2020B discount rate of 4.00 percent. The net present value of future principal payments related to existing debt is $18.83 per PMT.

Figure T19: Principal Payment Credit

Year	2020A Principal	2020B Principal	2025A Principal	Total Principal	PMT	Payment per PMT
2024	$2,040,000	$0		$2,040,000	1,759,685	$1.16
2025	$1,180,000	$0	$1,000,000	$2,180,000	1,801,459	$1.21
2026	$1,200,000	$0	$1,000,000	$2,200,000	1,843,234	$1.19
2027	$1,225,000	$0	$1,000,000	$2,225,000	1,885,008	$1.18
2028	$535,000	$725,000	$1,000,000	$2,260,000	1,926,782	$1.17
2029	$0	$1,411,000	$1,000,000	$2,411,000	1,968,556	$1.22
2030	$0	$1,411,000	$1,000,000	$2,411,000	2,010,330	$1.20
2031	$0	$1,411,000	$1,000,000	$2,411,000	2,052,105	$1.17
2032	$0	$1,411,000	$1,000,000	$2,411,000	2,093,879	$1.15
2033	$0	$1,411,000	$1,000,000	$2,411,000	2,135,653	$1.13
2034	$0	$1,724,000	$1,000,000	$2,724,000	2,177,427	$1.25
2035	$0	$1,724,000	$1,000,000	$2,724,000	2,219,201	$1.23
2036	$0	$1,724,000	$1,000,000	$2,724,000	2,260,976	$1.20
2037	$0	$1,724,000	$1,000,000	$2,724,000	2,302,750	$1.18
2038	$0	$1,724,000	$1,000,000	$2,724,000	2,344,524	$1.16
2039	$0	$2,105,000	$1,000,000	$3,105,000	2,386,298	$1.30
2040	$0	$2,105,000	$1,000,000	$3,105,000	2,428,072	$1.28
2041	$0	$2,105,000	$1,000,000	$3,105,000	2,469,847	$1.26
2042	$0	$2,105,000	$1,000,000	$3,105,000	2,511,621	$1.24
2043	$0	$2,105,000	$1,000,000	$3,105,000	2,553,395	$1.22
2044	$0	$2,572,000	$1,000,000	$3,572,000	2,591,409	$1.38
2045	$0	$2,572,000		$2,572,000	2,629,422	$0.98
2046	$0	$2,572,000		$2,572,000	2,667,436	$0.96
2047	$0	$2,572,000		$2,572,000	2,705,450	$0.95
2048	$0	$2,572,000		$2,572,000	2,743,464	$0.94
2049	$0	$2,895,000		$2,895,000	2,781,477	$1.04
Total	$6,180,000	$42,680,000	$20,000,000	$68,860,000		$30.36
				Interest Rate[1]		4.00%
				Credit per PMT		$18.83

1. Transportation 2020B

Source: Grand Junction Engineering & Transportation Department

MAXIMUM SUPPORTABLE TRANSPORTATION IMPACT FEE

Infrastructure components and cost factors for transportation impact fees are summarized in the upper portion of Figure T20. The cost per service unit is $253.84 per PMT. Transportation impact fees for residential development are calculated per housing unit, based on unit size, and vary proportionately according to the number of PMT per housing unit. The fee of $8,534 for a residential unit with 2,200 square feet is calculated using a cost per service unit of $253.84 per PMT multiplied by 33.62 PMT per unit. Nonresidential impact fees are calculated per development unit and vary proportionately according to the number of PMT per development unit. The industrial fee of $1,548 per development unit is calculated using a cost per service unit of $253.84 per PMT multiplied by 6.10 PMT per development unit.

Figure T20: Maximum Supportable Transportation Impact Fee

Fee Component	Cost per PMT
Principal Arterial	$87.31
Minor Arterial	$61.34
Major Collector	$65.69
Minor Collector	$20.12
Trail	$38.21
Debt Credit	($18.83)
Total	$253.84

Residential Fees per Development Unit					
Unit Size	Development Unit	PMT per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	11.24	$2,853	$3,291	($438)
851 to 1,000	Dwelling	14.40	$3,655	$3,291	$364
1,001 to 1,250	Dwelling	18.16	$4,610	$3,291	$1,319
1,251 to 1,500	Dwelling	22.29	$5,658	$3,516	$2,142
1,501 to 2,000	Dwelling	27.83	$7,064	$5,382	$1,682
2,001 to 2,500	Dwelling	33.62	$8,534	$6,142	$2,392
2,501 to 3,000	Dwelling	38.23	$9,704	$8,044	$1,660
3,001 to 3,500	Dwelling	42.05	$10,674	$8,044	$2,630
3,501 and greater	Dwelling	45.37	$11,517	$8,044	$3,473

Nonresidential Fees per Development Unit					
Development Type	Development Unit	PMT per Unit[1]	Maximum Supportable	Current Fees	Increase / (Decrease)
Retail/Commercial	1,000 SF	32.75	$8,313	$8,256	$57
Convenience Commercial	1,000 SF	45.08	$11,443	$17,551	($6,108)
Office	1,000 SF	19.64	$4,985	$6,624	($1,639)
Institutional/Public	1,000 SF	9.09	$2,307	$1,529	$778
Industrial	1,000 SF	6.10	$1,548	$2,313	($765)
Warehousing	1,000 SF	3.10	$787	$1,025	($238)
Hotel/Lodging	Room	14.48	$3,676	$4,537	($861)
RV Park	Pad	4.89	$1,241	$3,651	($2,410)

1. See Land Use Assumptions

REVENUE FROM TRANSPORTATION IMPACT FEES

Projected fee revenue shown in Figure T21 is based on the development projections in the *Land Use Assumptions* document and the maximum supportable transportation impact fees. If development occurs faster than projected, the demand for infrastructure will increase along with impact fee revenue. If development occurs slower than projected, the demand for infrastructure will decrease and impact fee revenue will decrease at a similar rate. Projected impact fee revenue equals $99,061,413 and projected expenditures equal $113,904,408. Impact fee revenue is less than the projected expenditures due to the required debt credit.

Figure T21: Estimated Revenue from Transportation Impact Fees

Fee Component	Growth Share	Existing Share	Total
Principal Arterial	$36,474,022	$0	$36,474,022
Minor Arterial	$25,625,956	$0	$25,625,956
Major Collector	$27,440,767	$0	$27,440,767
Minor Collector	$8,403,503	$0	$8,403,503
Trail	$15,960,159	$0	$15,960,159
Total	$113,904,408	$0	$113,904,408

		Single-Family $8,534 per unit	Multi-Family $5,658 per unit	Retail/Comm. $8,313 per 1,000 sq ft	Office $4,985 per 1,000 sq ft	Inst./Public $2,307 per 1,000 sq ft	Industrial $1,548 per 1,000 sq ft
Year		Hsg Unit	Hsg Unit	KSF	KSF	KSF	KSF
Base	2024	23,347	8,140	10,242	7,639	7,366	7,275
Year 1	2025	23,960	8,345	10,426	7,756	7,584	7,416
Year 2	2026	24,573	8,550	10,610	7,872	7,802	7,557
Year 3	2027	25,186	8,755	10,794	7,988	8,020	7,697
Year 4	2028	25,799	8,960	10,978	8,105	8,239	7,838
Year 5	2029	26,412	9,165	11,162	8,221	8,457	7,979
Year 6	2030	27,025	9,370	11,346	8,337	8,675	8,120
Year 7	2031	27,638	9,575	11,530	8,453	8,893	8,261
Year 8	2032	28,251	9,780	11,714	8,570	9,111	8,401
Year 9	2033	28,864	9,985	11,898	8,686	9,329	8,542
Year 10	2034	29,477	10,190	12,082	8,802	9,548	8,683
10-Year Increase		6,130	2,050	1,840	1,163	2,182	1,408
Projected Revenue		$56,194,724	$12,459,519	$16,432,242	$6,226,557	$5,407,013	$2,341,357

Projected Revenue =>	**$99,061,413**
Total Expenditures =>	**$113,904,408**
General Fund's Share =>	**$14,842,995**

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, Grand Junction should update 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.

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 types (single-family, commercial, etc.) are 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 to the 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.

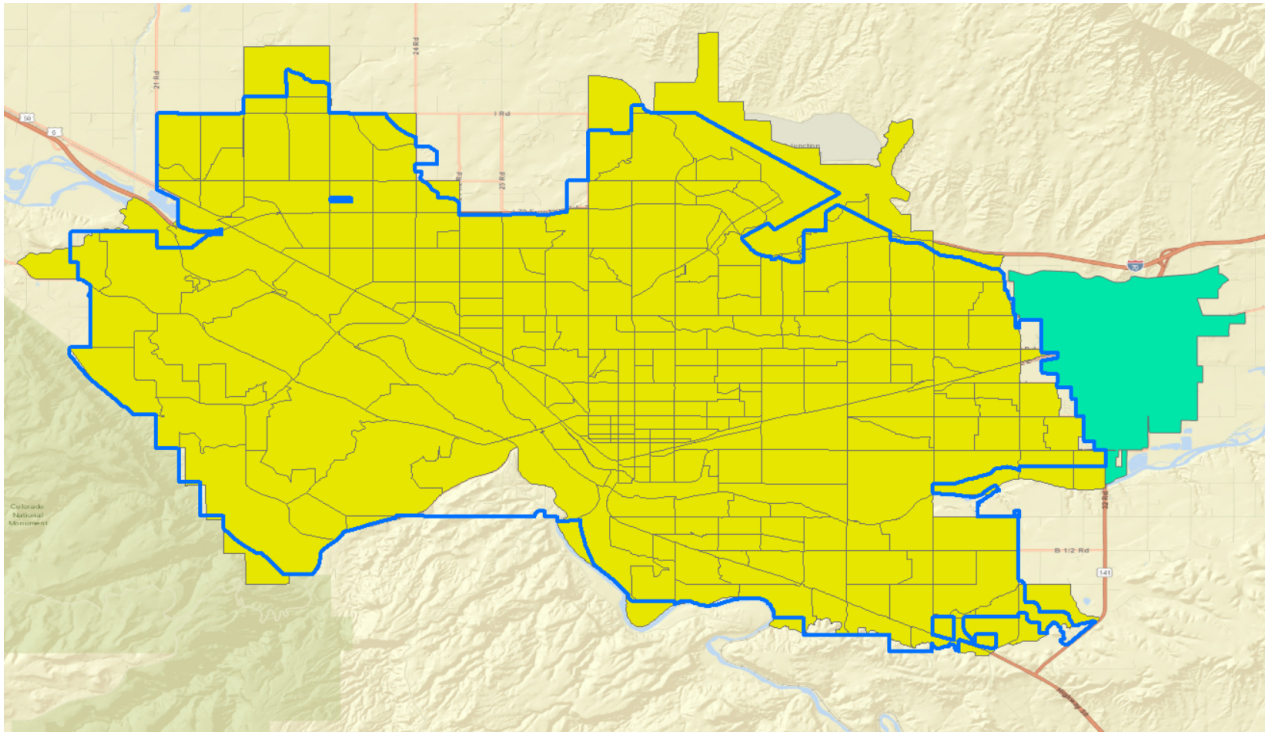
SUMMARY OF GROWTH INDICATORS

Key development projections for Grand Junction's impact fee study are housing units and nonresidential floor area. 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 the assumptions outlined in the following sections, projected citywide development over the next ten years includes an average of 818 residential units per year and approximately 759,900 square feet of nonresidential floor area per year.

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). 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 A1 depicts the 201 Sewer Service Area Boundary (light blue line) and TAZ areas (yellow) incorporated into the study population and housing estimates.

Figure A1: Map of 201 Sewer Service Boundary and TAZ Areas



Occupancy by Housing Type

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.

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 and employment for future years, the analysis applies growth assumptions derived from *Grand Valley Metropolitan Planning Organization Mesa County TAZ Estimates,* City GIS parcel data, and standards from the Institute of Transportation Engineers, 11th 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 2018-2022 ACS 5-Year Estimates shown in Figure A2. Collectively, this information is used to indicate the relative number of persons per housing unit, by units in a residential structure, (2.28 PPHU Single-Family, 1.60 PPHU Multi-Family) and the housing mix (75% Single-Family, 25% Multi-Family) in Grand Junction. Because of the minimal seasonal population residing in the City, TischlerBise recommends Grand Junction impose impact fees for residential development according to the number of persons per housing unit.

Figure A2: Occupancy by Housing Type

Housing Type	Persons	Households	Persons per Household	Housing Units	Persons per Housing Unit	Housing Mix	Vacancy Rate
Single-Family Units[1]	50,729	21,230	2.39	22,266	**2.28**	74.60%	4.70%
Multi-Family Units[2]	12,095	6,850	1.77	7,572	**1.60**	25.40%	9.50%
RV Park	56	13	4.31	13	**4.31**	0.04%	0.00%
Total	62,880	28,093	2.24	29,851	**2.11**	100.00%	5.90%

Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

1. Includes detached, attached (i.e. townhouses), and mobile home units.
2. Includes dwellings in structures with two or more units.

Occupancy by Bedroom Range

Impact fees must be proportionate to the demand for infrastructure. Averages per housing unit have a strong, positive correlation to the number of bedrooms, so TischlerBise recommends a fee schedule where larger units pay proportionately higher impact fees. Benefits of the proposed methodology include 1) a proportionate assessment of infrastructure demand using local demographic data and 2) a progressive fee structure (i.e., smaller units pay less, and larger units pay more).

TischlerBise creates custom tabulations of demographic data by bedroom range using individual survey responses provided by the U.S. Census Bureau in files known as Public Use Microdata Samples (PUMS). PUMS files are only available for areas of at least 100,000 persons, and Grand Junction is in Public Use Microdata Area (PUMA) 2501.

Shown below in Figure A3, cells with yellow shading indicate the unweighted PUMS data used to calculate the unadjusted estimate of 2.15 persons per housing unit for PUMA 2501. Unadjusted persons per housing unit estimates are adjusted to match the control total of 2.11 persons per housing unit for Grand Junction shown in Figure A2. Adjusted persons per housing unit estimates range from 1.18 persons per housing unit for units with zero to one bedroom up to 3.48 persons per housing unit for units with five or more bedrooms.

Figure A3: Occupancy by Bedroom Range

Bedroom Range	Persons[1]	Housing Units[1]	Housing Mix	Unadjusted PPHU	Adjusted PPHU[2]
0-1	233	193	8%	1.21	1.18
2	814	496	21%	1.64	1.61
3	2,647	1,202	50%	2.20	2.16
4	1,089	396	17%	2.75	2.70
5+	340	96	4%	3.54	3.48
Total	5,123	2,383	100%	2.15	2.11

1. U.S. Census Bureau, 2018-2022 American Community Survey (ACS) 5-Year Estimates, Public Use Microdata Sample (PUMS) for Colorado PUMA 2501.

2. Represents unadjsted PUMS values scaled to control totals for Grand Junction using 2018-2022 American Community Survey (ACS) 5-Year Estimates.

Occupancy by Housing Unit Size

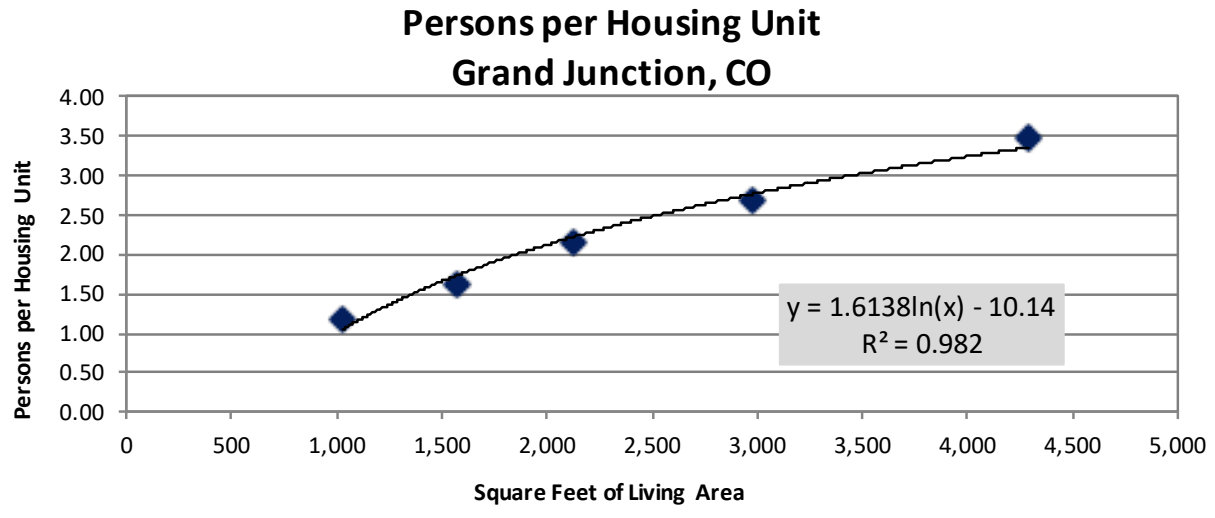
To estimate square feet of living area by bedroom range, TischlerBise uses 2022 U.S. Census Bureau data for housing units constructed in the west region. Based on 2022 estimates, average square feet of living area ranges from 1,021 square feet for housing units with zero to one bedroom up to 4,292 square feet for housing units with five or more bedrooms.

Average square feet of living area and persons per housing unit by bedroom range are plotted in Figure A4 with a logarithmic trend line derived from U.S. Census Bureau estimates discussed in the previous paragraph and adjusted persons per housing unit estimates shown in Figure A3. Using the trend line formula shown in Figure A4, TischlerBise calculates the number of persons per housing unit by square feet of living area. TischlerBise recommends a minimum size range of 850 square feet or less and a maximum size range of 3,501 square feet or more. Using these size ranges, occupancy in the minimum size range is 24 percent of the maximum size range (0.75 PPHU / 3.14 PPHU), 47 percent of the multi-family average shown in Figure A2 (0.75 PPHU / 1.60 PPHU), and 33 percent of the single-family average shown in Figure A2 (0.75 PPHU / 2.28 PPHU).

Figure A4: Occupancy by Housing Unit Size

Average persons per housing unit derived from 2018-2022 ACS PUMS data from Grand Junction. Unit size for 0-1 bedroom from the 2022 U.S. Census Bureau average for all multi-family units constructed in the Census West region. Unit size for all other bedrooms from the 2022 U.S. Census Bureau average for single-family units constructed in the Census West region.

Actual Averages per Housing Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Persons	Sq Ft Range	Persons
0-1	1,021	1.18	850 or less	0.75
2	1,573	1.61	851 to 1,000	0.97
3	2,123	2.16	1,001 to 1,250	1.23
4	2,974	2.70	1,251 to 1,500	1.52
5+	4,292	3.48	1,501 to 2,000	1.91
			2,001 to 2,500	2.32
			2,501 to 3,000	2.64
			3,001 to 3,500	2.91
			3,501 or more	3.14



Recent Residential Construction

The City of Grand Junction provided TischlerBise with recent City residential building permit activity, shown in Figure A5. Although not used to calculate the projections, it is worth noting a total of 2,341 single-family permits and 1,748 multi-family permits were issued in the City from 2019 through 2023. Permit distribution over this period was 57 percent single family and 43 percent multi-family. This ratio differs from the existing housing unit mix of 75 percent single-family units and 25 percent multi-family units shown in Figure A2.

Figure A5: Recent Grand Junction Residential Permit Activity

Year	Single Family	%	Multifamily	%	Total
2019-2023	2,341	57.3%	1,748	42.7%	4,089

Source: City of Grand Junction, CO Building Permit Data

Current Population and Housing

Population and housing unit estimates for the 201 Sewer Service Area Boundary were compiled from data provided by MPO. 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 15,453 housing units (46,940 units within the service area - 31,487 units within the City limits of Grand Junction) exist in the 201 Sewer Service Area Boundary, outside of the City limits for which *impact fees will not be collected*. Deducting the estimated 2024 Grand Junction population from the 201 Sewer Service Area Boundary TAZ area (114,972 - 65,517) results in an estimated population of 49,455 currently residing in the 201 Sewer Service Area, outside of city limits.

Figure A6: 2024 Population and Housing Units

2024 Residential Development			
Residential	**City Limits**	**201 Service Area**	**Total**
Population	65,517	49,455	114,972
Housing Units	31,487	15,453	46,940
PPHU	2.08	3.20	2.45

Projected Population and Housing Units

Figure A7 summarizes housing unit projections from 2024 to 2034 for the City of Grand Junction, as well as the 201 Sewer Service Area Boundary. Growth in residential units is based on the past five-year average of 818 additional units annually. A total of 56,138 housing units, (9,198 net new units) are projected in the area (City and 201 Sewer Service Area Boundary) by 2034. Given historic housing dispersion throughout the 201 Sewer Service Area 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 Sewer Service Area Boundary. Approximately 75 percent of Grand Junction's housing units are single-family units. City housing unit growth projections have mirrored this ratio, resulting in an additional 6,130 single-family units and 2,050 multi-family units by 2034. For areas outside current city limits but within the 201 Sewer Service Area Boundary, 100 percent of the 1,018 new housing units have been attributed to single-family development reflecting the rural composition of the area. All totals shown in Figure A7 represent estimates as of January 1st of each year.

Figure A7: Grand Junction Residential Development Projections

5 year increment >>

	2024	2025	2026	2027	2028	2029	2034	10-Year
	Base Year	1	2	3	4	5	10	Increase
POPULATION								
Grand Junction	65,517	67,242	68,968	70,694	72,419	74,145	82,773	17,256
201 /Outside City	49,455	49,779	50,102	50,425	50,748	51,072	52,713	3,258
Total	**114,972**	**117,021**	**119,070**	**121,119**	**123,168**	**125,217**	**135,487**	**20,514**
HOUSING UNITS								
GJ Single-Family	23,347	23,960	24,573	25,186	25,799	26,412	29,477	6,130
GJ Multi-Family	8,140	8,345	8,550	8,755	8,960	9,165	10,190	2,050
Grand Junction Total	**31,487**	**32,305**	**33,123**	**33,941**	**34,759**	**35,577**	**39,667**	**8,180**
201 Bdry Single-Family	15,453	15,554	15,655	15,756	15,857	15,958	16,471	1,018
Total Housing Units	**46,940**	**47,859**	**48,778**	**49,697**	**50,616**	**51,535**	**56,138**	**9,198**

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 2024 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 were 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 471 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 office development, with an average of 307 square feet per job. And finally, Hospital (ITE 610) is the prototype for future institutional development, with an average of 350 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	4.87	3.10	1.57	637
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
150	Warehousing	1,000 Sq Ft	1.71	5.05	0.34	2,953
310	Hotel	Room	7.99	14.34	0.56	n/a
416	Campground/RV Park**	Campsite	2.70	n/a	0.05	n/a
620	Nursing Home	Bed	3.06	3.31	0.92	n/a
610	Hospital	1,000 Sq Ft	10.77	3.77	2.86	350
710	General Office (avg size)	1,000 Sq Ft	10.84	3.33	3.26	307
720	Medical-Dental Office	1,000 Sq Ft	36.00	8.71	4.13	242
730	Government Office	1,000 Sq Ft	22.59	7.45	3.03	330
840	Auto Sales/Service	1,000 Sq Ft	27.84	11.20	2.49	402
430	Golf Course	Hole	30.38	3.74	1.47	680
444	Movie Theater	1,000 Sq Ft	78.09	53.12	1.47	680
820	Shopping Center (avg size)	1,000 Sq Ft	37.01	17.42	2.12	471
912	Bank	1,000 Sq Ft	100.35	32.73	3.07	326
934	Fast Food	1,000 Sq Ft	50.94	5.45	9.35	107
945	Convenience Store w/Gas Sales	1,000 Sq Ft	624.20	241.21	2.59	386

*Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

**Employees per Demand Unit from National Association of RV Parks & Campgrounds (ARVC), "2023 Outdoor Hospitality Industry Benchmarking Report."

Nonresidential Floor Area

TischlerBise utilized multiple data sources to forecast future nonresidential development in the study area. To project future employment, the analysis relies on the 2024 ratio of 0.96 jobs per person observed in the MPO's employment data (96 jobs per 100 residents). TischlerBise utilized the ESRI employment estimate of 62,988 jobs in Grand Junction to derive a 2024 base, with jobs allocated to one of four nonresidential categories: Retail/Commercial, Office, Institutional/Public, or Industrial. Utilizing GIS parcel data from the MPO, base year nonresidential square footage equals approximately 32.5 million square feet – 10.2 million square feet of retail/commercial, 7.6 million square feet of office, 7.4 million square feet of institutional, and 7.3 million square feet of industrial.

Figure A9: Grand Junction Nonresidential Floor Area and Employment Estimates 2024

Industry Sector	2024 Jobs[1]	Share of Total Jobs	2024 Estimated Floor Area[2]
Retail/Commercial	14,843	24%	10,242,103
Office	14,370	23%	7,639,464
Institutional/Public	23,661	38%	7,366,028
Industrial	10,114	16%	7,275,135
Total	62,988	100%	32,522,730

1. Esri Business Analyst Online, Business Summary, 2024
2. Grand Valley Metropolitan Planning Organization

Projected Nonresidential Floor Area

Once the 2024 employment data was derived for the City, employment growth projections were distributed according to observed 2024 MPO employment sector percentages for Grand Junction (24% Commercial/Retail, 23% Office, 38% Institutional, and 16% Industrial/Flex) (Figure A9). The analysis results in an increase of 16,590 jobs. To calculate growth of nonresidential floor area, TischlerBise applied ITE square feet per employee estimates shown in Figure A8 by estimated sector employment to derive net new annual growth. Projected nonresidential growth over the next ten years results in an increase of 6.59 million square feet. Totals shown below represent estimates as of January 1st of each year.

Figure A10: Nonresidential Development Projections

	2024	2025	2026	2027	2028	2029	2034	10-Year
	Base Year	1	2	3	4	5	10	Increase
EMPLOYMENT BY TYPE								
GJ Retail/Commercial	14,843	15,234	15,625	16,016	16,407	16,798	18,752	3,909
GJ Office	14,370	14,748	15,127	15,505	15,884	16,262	18,155	3,785
GJ Institutional/Public	23,661	24,284	24,907	25,531	26,154	26,777	29,893	6,232
GJ Industrial	10,114	10,380	10,647	10,913	11,180	11,446	12,778	2,664
Grand Junction Total	**62,988**	**64,647**	**66,306**	**67,965**	**69,624**	**71,283**	**79,578**	**16,590**
NONRES. FLOOR AREA (X 1,000 SF)								
GJ Retail/Commercial	10,242	10,426	10,610	10,794	10,978	11,162	12,082	1,840
GJ Office	7,639	7,756	7,872	7,988	8,105	8,221	8,802	1,163
GJ Institutional/Public	7,366	7,584	7,802	8,020	8,239	8,457	9,548	2,182
GJ Industrial	7,275	7,416	7,557	7,697	7,838	7,979	8,683	1,408
Grand Junction Total	**32,523**	**33,182**	**33,841**	**34,500**	**35,160**	**35,819**	**39,115**	**6,592**

DEVELOPMENT PROJECTIONS

Figure A11 includes a summary of cumulative development projections used in the impact fee study. Base year estimates for 2024 are used in the 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 A11: Development Projections Summary

	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	10-Year
	Base Year	1	2	3	4	5	6	7	8	9	10	Increase
POPULATION												
Grand Junction	65,517	67,242	68,968	70,694	72,419	74,145	75,871	77,596	79,322	81,048	82,773	17,256
201 /Outside City	49,455	49,779	50,102	50,425	50,748	51,072	51,401	51,729	52,057	52,385	52,713	3,258
Total	**114,972**	**117,021**	**119,070**	**121,119**	**123,168**	**125,217**	**127,272**	**129,326**	**131,379**	**133,433**	**135,487**	**20,514**
HOUSING UNITS												
GJ Single-Family	23,347	23,960	24,573	25,186	25,799	26,412	27,025	27,638	28,251	28,864	29,477	6,130
GJ Multi-Family	8,140	8,345	8,550	8,755	8,960	9,165	9,370	9,575	9,780	9,985	10,190	2,050
Grand Junction Total	**31,487**	**32,305**	**33,123**	**33,941**	**34,759**	**35,577**	**36,395**	**37,213**	**38,031**	**38,849**	**39,667**	**8,180**
201 Bdry Single-Family	15,453	15,554	15,655	15,756	15,857	15,958	**16,061**	16,164	16,266	16,369	16,471	1,018
Total Housing Units	**46,940**	**47,859**	**48,778**	**49,697**	**50,616**	**51,535**	**52,456**	**53,377**	**54,297**	**55,218**	**56,138**	**9,198**
EMPLOYMENT BY TYPE												
GJ Retail/Commercial	14,843	15,234	15,625	16,016	16,407	16,798	17,189	17,580	17,971	18,362	18,752	3,909
GJ Office	14,370	14,748	15,127	15,505	15,884	16,262	16,641	17,019	17,398	17,776	18,155	3,785
GJ Institutional/Public	23,661	24,284	24,907	25,531	26,154	26,777	27,400	28,023	28,647	29,270	29,893	6,232
GJ Industrial	10,114	10,380	10,647	10,913	11,180	11,446	11,712	11,979	12,245	12,512	12,778	2,664
Grand Junction Total	**62,988**	**64,647**	**66,306**	**67,965**	**69,624**	**71,283**	**72,942**	**74,601**	**76,260**	**77,919**	**79,578**	**16,590**
NONRES. FLOOR AREA (X 1,000 SF)												
GJ Retail/Commercial	10,242	10,426	10,610	10,794	10,978	11,162	11,346	11,530	11,714	11,898	12,082	1,840
GJ Office	7,639	7,756	7,872	7,988	8,105	8,221	8,337	8,453	8,570	8,686	8,802	1,163
GJ Institutional/Public	7,366	7,584	7,802	8,020	8,239	8,457	8,675	8,893	9,111	9,329	9,548	2,182
GJ Industrial	7,275	7,416	7,557	7,697	7,838	7,979	8,120	8,261	8,401	8,542	8,683	1,408
Grand Junction Total	**32,523**	**33,182**	**33,841**	**34,500**	**35,160**	**35,819**	**36,478**	**37,137**	**37,796**	**38,456**	**39,115**	**6,592**

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.

202 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."

RV Park: RV parks typically do not have large buildings, they may feature a park office, restrooms, showers, pools, fishing ponds, walking trails, laundry facilities, and sometimes small retail shops or a restaurant. The park is made up of individual sites for RVs, each with enough space for parking, a small outdoor area, and the necessary hookups. RV parks are typically located near highways, tourist areas, or natural attractions. Short-term stays or overnight visits generally result in more frequent turnover and higher trip generation. Long-term stays or seasonal residents might generate fewer trips on a daily basis, though the overall traffic may still be significant during the peak tourist season.

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.

Land Use: 934 Fast-Food Restaurant with Drive-Through Window. This type of land use is characterized by a fast-food restaurant with large drive-through surrounded by a small surface parking lot with access to one or more commercial roads. Establishments have large carry-out clientele, long hours of service (including 24-hour service). The restaurant does not provide table service, and a patron typically orders from a menu board and pays before receiving the meal. A typical stay is less than 30 minutes.

Land Use: 710 General Office Building Description. A general office building has a floor area of 5,000 square feet or greater and houses multiple tenants; it is a location where business affairs, 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.

Land Use: 730 Government Office Building Description. A government office building is an individual office building containing either the entire function or simply one agency of a city, state, federal, or other government unit. Government office buildings do not contain retail, manufacturing, or residential uses and can vary in size from a single story to several stories. They tend to have a large number of office workers, administrative staff, and may also accommodate meetings and public services.

Land Use: 130 Industrial Park. This type of land use involves areas dedicated to industrial activities, where multiple businesses or industrial tenants operate within a designated space. Industrial parks are typically characterized by large, often single-story buildings with high ceilings to accommodate manufacturing equipment, storage, and loading docks, located in areas where there is significant transportation access, such as near highways, railroads, or ports. Buildings may vary in size, and the park may include multiple separate buildings or be comprised of a few larger structures designed for specific industrial activities. The primary activities in these parks generally include manufacturing, assembly, processing, and warehousing. Unlike Light Industrial Parks (Land Use 110), Industrial Parks may accommodate a wider range of industries, including those with moderate to heavy manufacturing or production operations**.**

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.

Land Use: 310 Hotel. Hotels usually consist of multiple floors of guest rooms, common areas, service facilities, and amenities. The design and size can vary from small boutique hotels with a few rooms to large, multi-story hotels with hundreds of rooms and expansive meeting and recreational spaces. The property may also have parking garages, loading docks, and amenities designed to serve both business and leisure travelers. Hotels are often located near highways, business districts, tourist attractions, or transportation hubs, such as airports or train stations, to accommodate the travel needs of guests. Some hotels may be part of larger commercial complexes, while others are standalone properties.