To access the Agenda and Backup Materials electronically, go to the City of Grand Junction Website. To participate or watch the meeting virtually register for the GoToWebinar.

CITY OF Grand Junction COLORADO

GRAND JUNCTION CITY COUNCIL
MONDAY, MARCH 30, 2026
WORKSHOP, 5:30 PM
FIRE DEPARTMENT TRAINING ROOM
625 UTE AVENUE

1. Discussion Topics

a. Parks Impact Fee Update and Discussion

b. Robert Ballard's Deployment

c. Councilmember Communication and Decorum

2. City Council Communication

An unstructured time for Councilmembers to discuss current matters, share ideas for possible future consideration by Council, and provide information from board & commission participation.

3. Next Workshop Topics

4. Other Business

a. Urban Trails Committee Appointments

b. Downtown Development Authority Business Improvement District Appointments

c. Zoning Board of Appeals Appointments

d. Teacher Appreciation Week Proclamation Request (Social Request)

What is the purpose of a Workshop?

The purpose of the Workshop is to facilitate City Council discussion through analyzing

information, studying issues, and clarifying problems. The less formal setting of the Workshop promotes conversation regarding items and topics that may be considered at a future City Council meeting.

How can I provide my input about a topic on tonight's Workshop agenda?
Individuals wishing to provide input about Workshop topics can:

1. Send input by emailing a City Council member (Council email addresses) or call one or more members of City Council (970-244-1504)

2. Provide information to the City Manager (johnnym@gjcity.org) for dissemination to the City Council. If your information is submitted prior to 3 p.m. on the date of the Workshop, copies will be provided to Council that evening. Information provided after 3 p.m. will be disseminated the next business day.

3. Attend a Regular Council Meeting (generally held the 1st and 3rd Wednesdays of each month at 5:30 p.m. at City Hall) and provide comments during "Public Comments."

Grand Junction City Council

Workshop Session

Item #1.a.

Meeting Date:	March 30, 2026
Presented By:	Mike Bennett, Tamra Allen, Community Development Director
Department:	Community Development
Submitted By:	Tamra Allen, Community Development Director

Information

SUBJECT:

Parks Impact Fee Update and Discussion

EXECUTIVE SUMMARY:

The Grand Junction Municipal Code ("Code" or "GJMC") required 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 which necessitated the need for the city to update its fee study in 2024/2025. The city contracted with TischlerBise to update its fee study for which a new fee schedule was adopted on April 2, 2025. The process for updating included a city-appointed stakeholder group, numerous workshops with the City Council and Planning Commission, community meetings, as well as a joint workshop between the City Council and the appointed stakeholder group. Information about the fee study including all fees were made available throughout the process on https://engagegj.org/impact-fees-study.

Staff received from the Housing and Building Association of Western Colorado a request that the City reconsider the adopted parks fee, including the calculation, collection and tracking therein. A copy of the correspondence is attached. The city has subsequently received a request from the HBA to not collect the increase to the adopted parks fees that, at the time, were scheduled to become effective on January 1, 2026 until a thorough review has been completed and Council has made a decision on whether the fees should be adjusted.

Staff presented at the December 15, 2025 City Council workshop different methods of sorting the dataset to determine the per acre cost for park and open space land acquisition. At that time, the Council directed staff to utilize "Option 3" that would produce a weighted average price per acre of $108,008. Since that workshop, staff has met with HBA representative Kevin Bray to review the original dataset. Staff

subsequently engaged an MAI Appraiser to review the dataset. Staff will present the results of that effort and seek direction from City Council for next steps.

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.

At the time, Code section 21.02.070(a) Development Impact Fees, provided 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. As necessitated by the Code, the City contracted for a fee study update.

TischlerBise performed the fee study update, revising the methodology on numerous occasions based on staff, a council-appointed stakeholder group, and city council input. This effort resulted in the council adopting various revisions to the GJMC along with a new fee schedule on April 2, 2025. The adopted ordinance included revisions to the GJMC, notable removing the requirement for residential development to dedicate parkland or otherwise pay an in lieu fee. The revisions to the GJMC are currently in effect while the new fee schedule has a three-year stepped implementation that was set to begin January 1, 2026.

Staff received from the Housing and Building Association of Western Colorado a request that the City reconsider the adopted parks fee, including the calculation, collection and tracking therein. Staff along with TischlerBise provided information about the parks impact fee at a November 3, 2025 workshop. At that time, council provided direction to reconsider the methodology for the calculation of the average per acre cost of land that is utilized in calculating the park land acquisition portion of the parks impact fee. Using the existing data, three options were developed decreasing the average cost per acre, as follows;

Original Study Data - Weighted average price per acre = $147,513
Option 1 - Remove properties in “downtown” from calculation: Weighted average price per acre = $116,546
Option 2 - Remove properties in Central City from calculation: Weighted average price per acre = $114,019
Option 3 - Remove 3 highest and 3 lowest property values: Weighted average price per acre = $108,008

The city has subsequently received a request from the HBA to not collect the increase to the adopted parks fees until a thorough review has been completed and Council has made a decision on whether the fees should be adjusted; The fees became effective on January 1, 2026. Staff presented at the December 15, 2025 City Council workshop different methods of sorting the land value dataset to determine the per acre cost for park land acquisition. At that time, the Council directed staff to utilize "Option 3" that would produce a weighted average price per acre of **$108,008.**

Since that workshop, staff has met with HBA representative Kevin Bray to discuss the dataset. Staff subsequently engaged an MAI Appraiser to review the dataset.

From that work, Staff presents two additional options for Council consideration:
- **Option 3a.** Using Option 3 as the baseline, the Appraiser found there were six transactions that were either not arm’s lengths transactions (x4) or it was not known what improvements, if any, were included in the transaction price. Removing these from the dataset would retaining 19 transactions, representing approx.. 120 acres of property. The results of using this revised data set provides for a total per acre purchase price of **$113,295.**

- **Option 3b.** Also, using Option 3 as a baseline, it was the appraiser's opinion that the Appraisals submitted to the city as the time of development appeared to be good representations of the market value. Using the appraised value instead of actual purchase price is a departure from the original methodology but is an acceptable method. This would provide a dataset of 23 appraisals representing 189 acres and a total per acre appraised price of **$89,240.**

An additional issue has also arisen that would benefit from Council direction with regards to clarifying the process for a Fee Offset. The Code currently provides that new projects will pay the difference between a previously paid fee and a new fee amount. In

the case where a developer has previously paid in lieu fees and/or dedicated land, this value should be offset against the new fee due. Staff is also proposing that a developer could request the city to pay out the fee offset (remaining per lot value of the previously paid in lieu fee and/or dedication), upon request and at the discretion of the City Manager.

Direction from City Council will be incorporated into an ordinance for council consideration; A revised impact fee ordinance would include:

1. Revision to the time for review of the study to be periodically instead of every six years;
2. Replace the previously adopted fee schedule;
3. Clarify the process for a Fee Offset by clarifying that past paid in lieu fees or dedications should be offset against the new fee due or paid out upon request and approval by the City Manager; and
4. Provide authorization for the city to provide refunds for the difference paid in a few between Jan 1 and the date of a new effective ordinance (with lesser fees).

FISCAL IMPACT:

Discussion only.

SUGGESTED ACTION:

Discussion and direction

Attachments

1. HBA letter regarding parks acquistion fees 10.3.25
2. K. Bray Email 12.10.2025
3. Parks Impact Fee Collection Delay Letter - signed
4. Grand Junction Parks Impact Fee Study and Recommendations 10.3.25
5. Grand Junction CO Dev Impact Fee Study 3.3.25
6. Res Impact Fees 03.26.2025
7. Table 21.02-08 03.26.2025
8. Ordinance 5250
9. PRAB Letter Concerning the 2026 update to impact fees 1 16 26

(logo)

City Manager Mike Bennett
(delivered electronically)
October 1, 2025

RE: Parks Impact Fee and Revised Ordinance

Dear City Manager Bennett,

As you are aware, the Housing and Building Association of Western Colorado has disputed the recently enacted Parks Impact Fee as being disproportionate to the actual impact of development. Our association, with financial assistance from the Grand Junction Area Realtor Association, has engaged the services of Garfield and Hecht, P.C. attorneys at law to conduct a thorough analysis of our claim and offer a more equitable solution. Enclosed is a letter from that firm accompanied by a proposed new ordinance on impact fees and additional analysis of the Parks Impact Fee by BBC Research.

The current park and open space acquisition fees in the City study were projected to raise over $20 million dollars in fees on housing over the next 10 years. The analysis by BBC Research does not provide a 10 year projected revenue figure, but as a percentage of the previous fee, the maximum legally defensible amount would be closer to $6 million dollars in fees over ten years. For reference, based on information that was provided to us from the City of Grand Junction, the amount spent on park and open space acquisitions for the last 10 years was approximately $2 million dollars. We respectfully request you consider whether implementing the maximum legally defensible fee is appropriate as it would still represent a 300% increase over what was needed for the past 10 years.

Additionally, we are proposing that the Council strike the language currently in Ordinance 5220 regarding the need for an additional formal review (Nexus Study) within eight years. The impact fees are already indexed for inflation and construction fee increases and will automatically change every year. We support the language previously proposed by staff that allows the City to review as necessary. Requiring the study is not only a significant expense for the hiring of a 3rd

party consultant, but also requires a significant amount of staff resources and valuable City Council/ planning commission time that could be otherwise prioritized under the leadership and direction of City Manager and Council.

Thank you for considering this formal request for change.

Sincerely,

Kevin Bray
President

Tamra Allen

From: Mike Bennett
Sent: Wednesday, December 10, 2025 12:13 PM
To: Tamra Allen; Jeremiah Boies; Kimberly Bullen
Subject: FW: Emailing: Grand Junction Parks Impact Fee Study and Recommendations 10.3.25, HBA letter regarding parks acquistion fees 10.3.25
Attachments: Grand Junction Parks Impact Fee Study and Recommendations 10.3.25.pdf; HBA letter regarding parks acquistion fees 10.3.25.pdf

Mike Bennett, ICMA-CM
City Manager
City of Grand Junction
250 N. 5th St.
O: 970-244-1557
gjcity.org | EngageGJ

Well Being Notice: I have sent this email at a time that works for me. If you receive this email outside normal business hours, do not feel obligated to respond immediately.

-----Original Message-----
From: Kevin Bray <kevinbray@brayandco.com>
Sent: Wednesday, December 10, 2025 10:50 AM
To: Mike Bennett <mike.bennett@gjcity.org>; Chris Bryan <cbryan@garfieldhecht.com>; Haley Carmer <hcarmer@garfieldhecht.com>; shayna@hbawesternco.com
Subject: FW: Emailing: Grand Junction Parks Impact Fee Study and Recommendations 10.3.25, HBA letter regarding parks acquistion fees 10.3.25

Good Morning City Manager Bennett,

I'm just following up on the parks impact fee. The HBA has been consistent since before the fee was adopted that it was incorrectly calculated and charges new development a higher amount than is legally defensible. We followed up with a study as well as a recommended solution on Oct. 3, 2025. On January 1, 2026 these fees are set to go into effect and we remain confident in our belief that the fee is not legally defensible. In addition to whether or not it is legally defensable,

the fee seems unreasonably high and should be a consideration of this council whether or not the City should be moving forward in charging a fee to new construction that is substantially more than the City needs. We are aware that you have sent it back to Tischler Bise to consider our study and recommendations. We are asking that the council consider delaying collection of the parks fees until they have made a decision whether or not to adjust the parks fee.

Sincerely,

Kevin Bray

-----Original Message-----
From: Kevin Bray
Sent: Friday, October 3, 2025 8:49 AM
To: mike.bennett@gjcity.org
Cc: John Shaver <johns@gjcity.org>; shayna@hbawesternco.com; Chris Bryan <cbryan@garfieldhecht.com>; Haley Carmer <hcarmer@garfieldhecht.com>
Subject: Emailing: Grand Junction Parks Impact Fee Study and Recommendations 10.3.25, HBA letter regarding parks acquistion fees 10.3.25

Dear City Manager Bennett,

Attached is a letter from the HBA regarding the parks impact fee. Thanks for your patience as this took some time for us to put together. Attached you will find a letter from the HBA, a letter from our legal counsel Garfield and Heckt, an analysis of the parks impact fee conducted by BBC Research, and a proposed ordinance. We hope that you will find that this clearly defines the issue we have been communicating would be forthcoming, as well as providing a simple, practical and implementable solution. Please let me know if you have any questions and please feel free to contact our counsel as well.

Sincerely,

Kevin Bray, President
Housing and Building Association of Western Colorado

Your message is ready to be sent with the following file or link attachments:

Grand Junction Parks Impact Fee Study and Recommendations 10.3.25 HBA letter regarding parks acquistion fees 10.3.25

Note: To protect against computer viruses, e-mail programs may prevent sending or receiving certain types of file attachments. Check your e-mail security settings to determine how attachments are handled.

HOUSING AND BUILDING ASSOCIATION of WESTERN COLORADO

(delivered electronically)

December 11, 2025

Subject: 2026 Parks Impact Fee

Dear Mayor Kennedy and Members of City Council;

I am writing on behalf of the Housing and Building Association of Western Colorado to request that the City refrain from collecting the increase to the parks impact fees that are set to go into effect January 1, 2026 until a thorough review has been completed and Council has made a decision on whether the fees should be adjusted. The HBA has been consistent since before the fee was adopted that it was incorrectly calculated and charges new housing a higher amount than is legally defensible.

We followed up with a study as well as a recommended solution on Oct. 3, 2025, to which we remain confident in our belief that the fee is not legally defensible. In addition to whether or not it is legally defensible, the fee seems unreasonably high. There needs be a thoughtful discussion and consideration by this Council as to whether or not the City should be moving forward in charging a fee to new home construction that is substantially more than the City needs. Every fee assessed by the City adds to the cost of a new home to the end user at a time when housing affordability is already beyond the reach of many young families in Grand Junction.

We are aware that you sent our study and recommendations back to Tishler Bice after a Council Workshop on November 3rd. However, we have not heard anything since that time. With the uncertainty regarding the fee, it only seems prudent to delay implementation until the matter has been thoroughly researched and vetted again by Council. Please consider our request for a temporary moratorium on collecting the new Parks Impact Fee.

Thank you for considering this request.

Sincerely,

David Hancock (Dec 10, 2025 17:29:00 MST)

Dave Hancock
President HBA of Western Colorado

Parks Impact Fee Collection Delay Letter

Final Audit Report 2025-12-11

Created:	2025-12-11
By:	Shayna Heiney (shayna@hbawesternco.com)
Status:	Signed
Transaction ID:	CBJCHBCAABAAxhpx74FJDKJ6-SIIXpTPlnhuOBglaMf3

"Parks Impact Fee Collection Delay Letter" History

Document created by Shayna Heiney (shayna@hbawesternco.com)
2025-12-11 - 0:17:03 AM GMT

Document emailed to dave.porterhomes@outlook.com for signature
2025-12-11 - 0:17:16 AM GMT

Email viewed by dave.porterhomes@outlook.com
2025-12-11 - 0:28:28 AM GMT

Signer dave.porterhomes@outlook.com entered name at signing as David Hancock
2025-12-11 - 0:28:58 AM GMT

Document e-signed by David Hancock (dave.porterhomes@outlook.com)
Signature Date: 2025-12-11 - 0:29:00 AM GMT - Time Source: server

Agreement completed.
2025-12-11 - 0:29:00 AM GMT

Aspen Office
625 E. Hyman Avenue, Suite 201
Aspen, Colorado 81611
Telephone (970) 925-1936
Facsimile (970) 925-3008

GARFIELD & HECHT, P.C.

ATTORNEYS AT LAW
Since 1975

www.garfieldhecht.com

October 2, 2025

Christopher D. Bryan
cbryan@garfieldhecht.com

Via E-mail
Grand Junction City Council
c/o John Shaver, City Attorney
250 N. 5th Street
Grand Junction, Colorado 81501
E-mail: cityattorney@gjcity.org

Re: City of Grand Junction Park and Open Space Impact Fees.

Dear City Council:

Garfield & Hecht, P.C. represents the Housing and Building Association of Western Colorado ("HBA"), a local group dedicated to advancing the building industry across the Western Slope. I am writing to focus City Council's attention on the park and open space impact fees (the "Park Fees") that the City of Grand Junction ("City") currently imposes. Federal and state law require that impact fees like the Park Fees be proportional to the burden imposed by new development. Current Park Fees are not proportional because they are not levied based on land values in areas where park access is needed. These fees must therefore be adjusted downward to be legally compliant and to avoid judicial challenge.

By way of background, exactions from private developers, including impact fees, are governed by United States Supreme Court opinions and Colorado state statute. *Nollan v. California Coastal Commission* first imposed the requirement that an "essential nexus" exist between the development condition and the burden imposed by the development. 483 U.S. 825, 837 (1987). *Dolan v. City of Tigard* built on *Nollan*, adding that the development condition must bear a "rough proportionality" to the burden imposed by the development. 512 U.S. 374, 391 (1994). Combining *Nollan* and *Dolan*, development conditions must have an essential nexus to the development impact and must be roughly proportional to the burden imposed. Most recently, *Sheetz v. County of El Dorado* held that this standard applies to legislatively prescribed monetary fees, including impact fees. 601 U.S. 267, 279 (2024).

Impact fees are further regulated by Colorado's impact fee statute, C.R.S. § 29-20-104.5. Governments can only charge impact fees when the fee schedule is: (a) legislatively adopted; (b) generally applicable to a broad class of property, and (c) intended to defray the projected impacts on capital facilities caused by proposed development. C.R.S. § 29-20-104.5(1)(a)-(c). However, "intending," but failing, to defray a development's impact on capital facilities is insufficient given three additional requirements. First, a local government must quantify the reasonable impacts of the proposed development on existing facilities. C.R.S. § 29-20-104.5(2)(a). Once impacts are quantified, the government must establish the impact fee at a "level no greater than necessary to defray such impacts." *Id*. Third, the impact fee cannot be imposed to address deficiencies in the

subject capital facility that exist outside of and notwithstanding the development. *Id*. Put another way, state and federal law require that impact fees directly and proportionally address the burden imposed by the development and not be used to fill gaps in the need for a particular facility that exist regardless of new development.

The Park Fees currently imposed by the City are not proportional to the burden and demand new development imposes on parkland because the Park Fees overestimate the cost of parkland. The City presently calculates Park Fees by averaging single and multifamily development land costs, resulting in Park Fees based on land values of $147,513 per acre. However, parkland needs are not uniformly spread across single and multifamily areas within the City. Rather, the City's most pressing park access needs are concentrated in outlying and expanding residential zones, not in established commercial, multifamily, or infill areas.

A breakout of per-acre costs by housing types shows why averaging both categories is problematic: the average per-acre value of multifamily land is an astonishing $287,115 per acre, representing a 580% increase over the average single-family value of $42,205 per acre. Including multifamily areas with higher land values and a lower need for parkland renders the Park Fees disproportional because parkland needs are concentrated in areas with much lower land values. A study prepared by BBC Consulting that examines the discrepancy between land values incorporated into the City's current Park Fee calculations and land values where parks will be built is attached as Enclosure 1. The study concludes that the land acquisition costs used in the City's Park Fees model substantially exceed what the City is likely to pay as it works to meet future recreation needs created by new development. Accordingly, the Park Fees are, at best, on shaky legal grounds.

While HBA understands and appreciates the value of parkland to the community, the exactions that the City makes to support its parks program should be fair and legally supported. In an effort to strike an appropriate balance between those drivers, HBA has crafted the proposed ordinance included as Enclosure 2 that is based on the BBC study. The ordinance would amend the current Park Fee regulations to set the fees at a constitutionally proportional level by aligning the fee with land values in areas where new parkland is most needed and likely to be acquired. It also proposes a separate account for parks & open space acquisition and parks and recreation improvements. Splitting the accounts will help the City track acquisition vs. improvement costs more closely to ensure that Park Fees are proportionately tailored going forward.

If you would like to discuss this matter further, please contact me at cbryan@garfieldhecht.com or (970) 936-1937 Extension 802. The HBA and I look forward to working with the City to resolve the HBA's concerns. Thank you.

Very truly yours,
GARFIELD & HECHT, P.C.

Christopher D. Bryan

3298938.3

Enclosures:

1. BCC Consulting study
2. Draft ordinance amending Code Section 21.02

cc: Haley M. Carmer, Esq. (via e-mail)
City Manager (via e-mail)

BBC RESEARCH & CONSULTING

MEMORANDUM

To: HBA of Western Colorado

From: BBC Research & Consulting

Re: Grand Junction Park and Open Space Impact Fees

Date: August 13, 2025

Introduction and Findings

BBC Research & Consulting (BBC) prepared this memorandum to assess the assumptions, methodology, and findings that underpin the City of Grand Junction's Parks and Open Space Impact Fee. Our analysis shows that the land acquisition costs used in the City's fee model substantially exceed what the City is likely to incur as it works to meet future recreation needs created by new development. Specifically, the City's study relied on average land values that included park dedications from both single-family and multi-family developments. Because multi-family projects tend to be built on high value land, their inclusion inflates the average cost per acre used in the fee model.

To evaluate whether the City's cost assumptions reflect the actual impact of new development, we examined zoning patterns and mapped them against areas with the greatest need for new parks and open space. This analysis revealed a clear spatial trend: most future park development will occur on the city's fringe, in low-density residential zones where land is significantly less expensive. This conclusion was validated by the PROS Master Plan and the City's own data.

The City's reliance on multi-family land values results in a disconnect between modeled and actual parkland acquisition costs. The average land cost used in the City's fee study (approximately $147,500 per acre) is nearly four times higher than the average observed in recent single-family dedications (approximately $42,200 per acre).

This discrepancy is not merely technical, but has legal implications. Colorado statutes and federal case law require that impact fees be reasonably proportional to the burden imposed by new development.[1] Basing the fee on inflated land values that do not reflect where most new

[1] Colorado's impact fee standards are governed by Colorado Revised Statutes § 29-20-104.5, which requires development fees to be reasonably related to the impacts of new development and establish the impact fee or development charge at a level no greater than necessary to defray such impacts directly related to proposed development. At the federal level, the U.S. Supreme Court has established in Nollan v. California Coastal Commission, 483 U.S. 825 (1987), and Dolan v. City of Tigard, 512 U.S. 374 (1994), that exactions—including impact fees—must demonstrate an "essential nexus" and "rough proportionality" to the impacts created by development.

parks will be located risks overcharging new development relative to its true impact. A fee based on actual land costs in likely acquisition zones would be more legally defensible and equitable.

The remainder of this memorandum reviews the City's existing fee methodology, analyzes zoning and access data to demonstrate the geographic pattern of future park development, evaluates land dedication data to derive proportional cost estimates, and proposes revised fees that conform with statutory requirements.

Current Impact Fee Summary and Methodology

The City's Parks & Recreation Impact Fee is based on an incremental expansion methodology and includes three primary components:

- Park land acquisition
- Open space acquisition
- Park improvements

The cost per person is calculated using current inventory and level-of-service (LOS) standards, derived from a park population of 114,972 residents within the 201 Sewer Service Boundary. The assumptions include:

- Park Land LOS: 0.0047 acres per person
- Open Space LOS: 0.0026 acres per person
- Park Improvements LOS: 0.0060 improvements per person

The City's original impact fee calculations use an average land cost of $147,513 per acre, based on appraised values of parkland dedicated by both single-family and multi-family developments since 2018, as discussed in later sections. Because multi-family developments often occur in higher-value infill areas, using a combined average of these dedications likely overstates actual future acquisition costs, particularly for expansion in peripheral areas, which the City intends to target.

The City's own park and open space needs assessment, developed during its parks and open space master planning process, supports this conclusion. The assessment identifies most future parkland and open space development as occurring on the edges of the city.

Zoning, Recreation Access, and the Cost of Park and Open Space Acquisition

The cost of acquiring parkland is strongly influenced by both zoning and location. Infill and high-density zones tend to be more expensive due to development potential and proximity to services. Conversely, low-density areas on the urban fringe offer lower-cost land due to limited infrastructure and less development pressure.

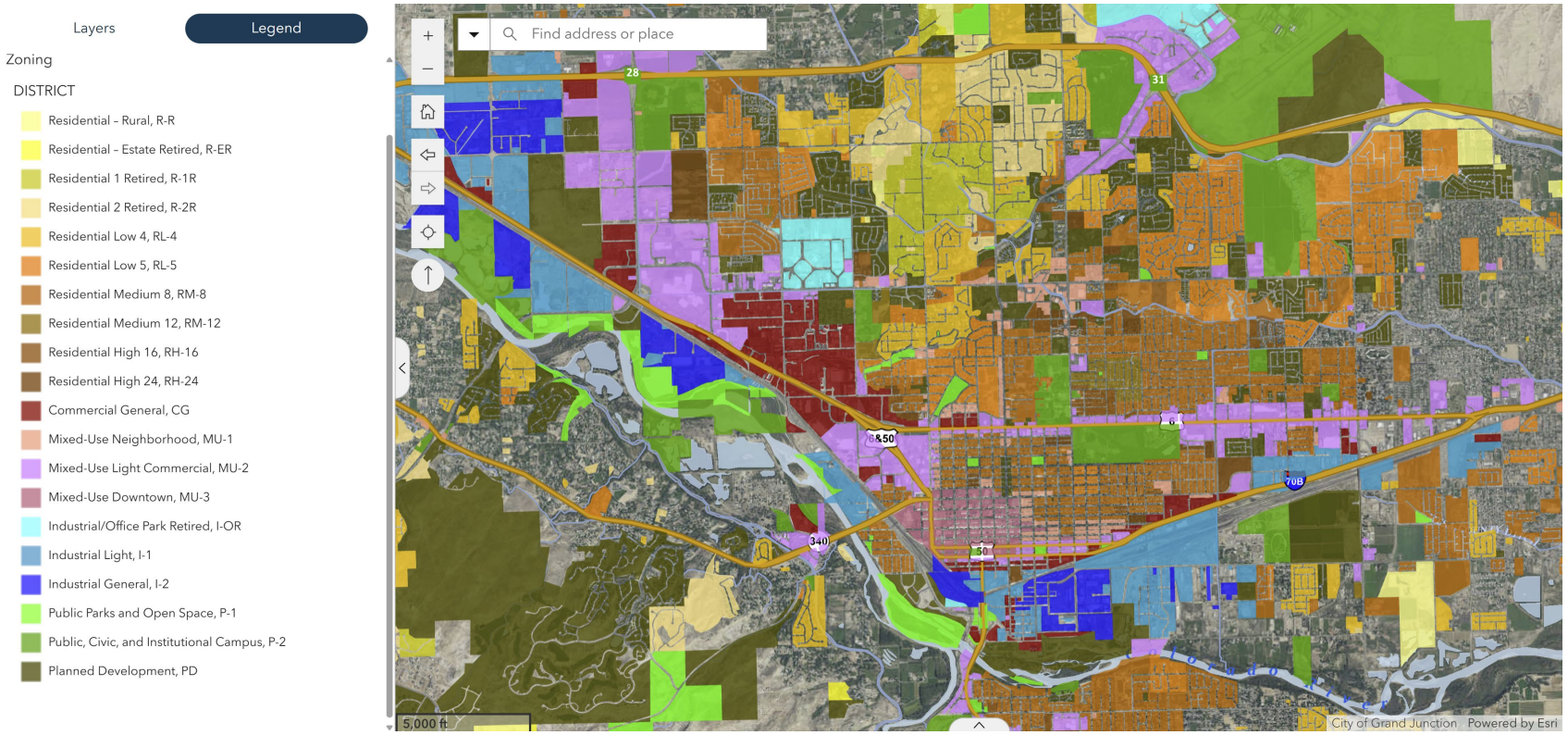
To determine whether the City's parkland acquisition cost assumptions are reasonably proportional, BBC conducted a spatial comparison of zoning patterns and outdoor recreation access. We compared:

- Figure 1: Zoning districts within the City
- Figure 2: Areas where neighborhood access to outdoor recreation falls below target service levels

Figure 1 reveals that the city's core and major commercial corridors—particularly areas zoned for Mixed Use (MU), High Density Residential (RH), and Urban Residential (RU)—are already developed and feature relatively high land values. In contrast, the city's north, southeast, and southwest peripheries are dominated by Residential Low (RL-4 and RL-5), Estate Residential (R-ER), and Residential Rural (R-R) zoning designations. These areas allow for low-density, large-lot development and are generally less costly to acquire due to lower development pressure and limited urban infrastructure.

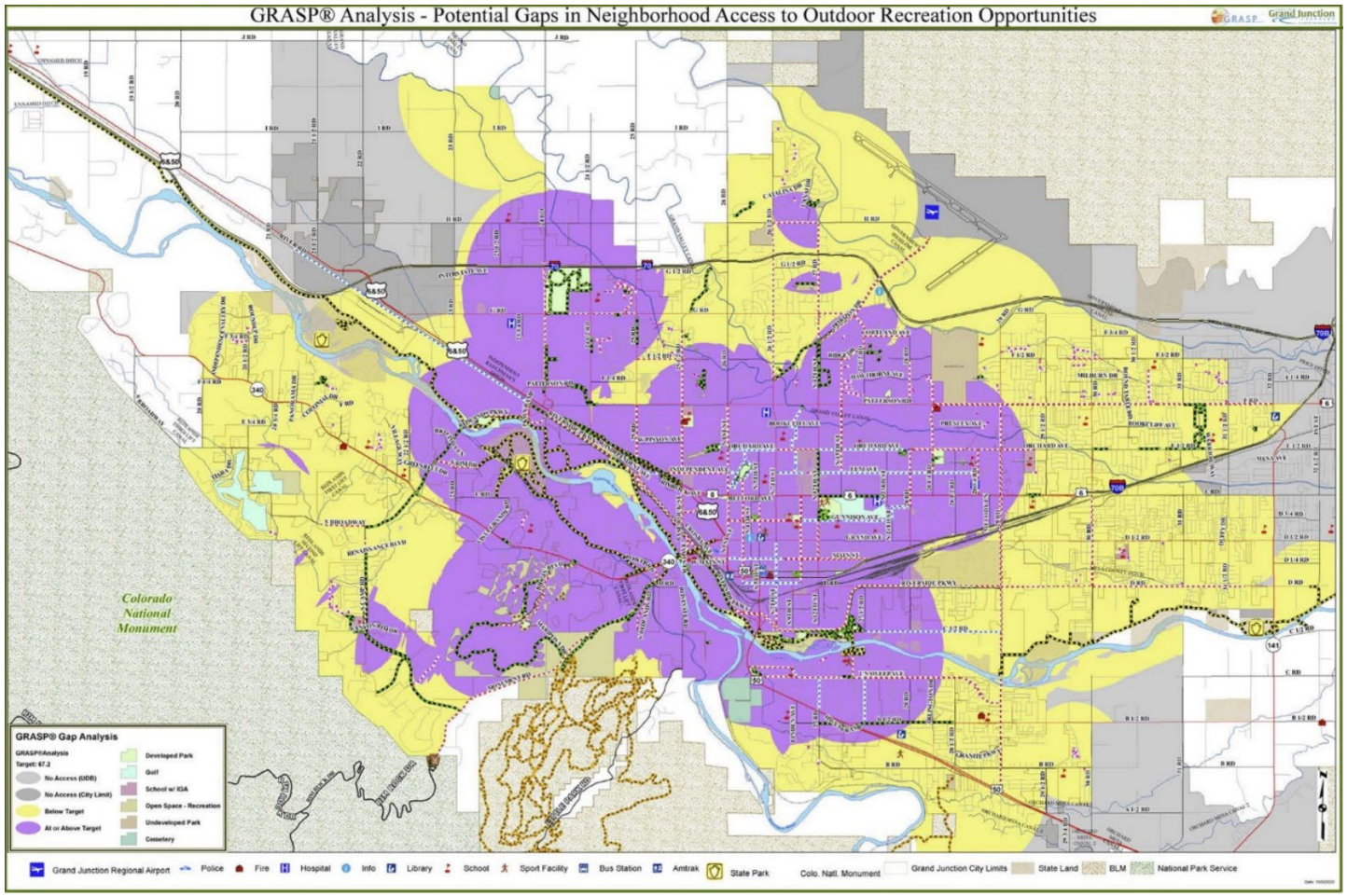
Figure 2 overlays areas of inadequate outdoor recreation access. The most underserved areas—highlighted in yellow—are concentrated at the edges of the city, overlapping almost entirely with the low-density zoning districts identified in Figure 1. This spatial correlation is not a coincidence: it strongly suggests that future parkland and open space development will need to occur in these outlying, lower-cost areas to address service gaps

Figure 1.
City of Grand Junction Zoning Districts



Source: City of Grand Junction

Figure 2.
City of Grand Junction Potential Gaps in Neighborhood Access to Outdoor Recreation Opportunities



Source: City of Grand Junction

These findings are supported by the Grand Junction Parks, Recreation, and Open Space (PROS) Master Plan. The Master Plan clearly establishes that the City's most pressing park access needs are located in outlying and expanding residential areas rather than within commercial corridors or established multifamily housing zones, where parkland acquisition is most costly.

For example, the Park Access Gap Analysis (PROS Master Plan Section 6.5) concludes that "underserved areas are primarily on the fringe of the urban area," citing neighborhoods in the north, northwest, and southeast portions of the city as having the most limited access to parks. Similarly, the Investment Framework (PROS Master Plan Section 8.4) identifies "priority zones for park investments" based on this gap analysis and emphasizes the importance of serving "expanding neighborhoods and growth areas outside the core." These analyses underscores that park service gaps are concentrated at the city's edges, not in its higher-density core.

In sum, most future parkland acquisitions will occur in low-density areas with lower land costs. The inclusion of high-value multi-family land in cost estimates overstates future financial needs. A more accurate approach is to base parkland costs on likely acquisition areas to ensure that the fee is equitable and proportional.

Updated Land Acquisition Costs

In a March 31, 2025 letter to the Grand Junction City Council, appraiser John Nisley identified several flaws in the City's land value data used to support its park and open space impact fee. The City's current fee is based on an average land acquisition cost of $147,513 per acre, calculated by combining sales data from both single-family and multi-family developments. Nisley & Associates, Inc. conducted a review of the land sales used in the city analysis and found significant errors and inconsistencies which would have an impact on the concluded value per acre.

Figures 3 and 4 present these adjusted appraised land values. When broken out by housing type, the data reveals a clear disparity: multi-family sites tend to have much higher per-acre costs due to smaller parcel sizes and higher densities. Including these values in a blended average introduces bias and results in a land cost estimate that overstates the appropriate basis for calculating single-family impact fees.

- Figure 3 (Single-Family): 173 acres developed since 2018, with a total appraised value of approximately $7.3 million, resulting in an average of $42,205 per acre.

- Figure 4 (Multi-Family): 61 acres developed with an appraised value of approximately $17.68 million, yielding an average of $287,115 per acre.

Figures 3 and 4 summarize the adjusted appraised value of parkland dedications used in the City's impact fee analysis and are based on actual transactions involving single-family and multi-family residential developments. Figure 3 shows single-family dedications totaling approximately 173 acres, with a cumulative appraised value of $7.3 million—yielding an average of about $42,205 per acre. In contrast, Figure 4 displays multi-family dedications comprising approximately 61 acres, with a total appraised value of $17.7 million—or $287,115

per acre. The values were used by the City to calculate the average land value of $147,513 per acre in its fee model.

Figure 3.
Single-Family Parkland Dedications and Land Values Used in Grand Junction Parks and Open Space Impact Fee Calculations

Purchase Date	Acreage	Appraised Value	Price Per Acre	Address
3/29/2024	8.3	$421,200	$50,564	N of Appleton Elementary, E side of 23 1/2 Rd
10/30/2020	15.7	$550,000	$35,077	2921 G RD
9/29/2021	23.5	$725,000	$30,904	W end of B 1/2 Road, west of Linden Avenue in Orchard Mesa
7/2/2020	8.9	$330,000	$37,162	780 26 1/2 RD
11/20/2018	8.9	$320,000	$36,077	N of B 1/2 Rd, just west of 27 3/4 Rd.
2/14/2024	8.8	$300,000	$34,091	NW Corner of 26 Rd & I-70 Frontage Rd
10/22/2020	9.9	$350,000	$35,354	G Road - West of N. 12th Street
6/17/2020	2.2	$115,000	$51,570	Horizon Dr and Horizon Glen Dr
1/25/2022	3.2	$155,000	$47,988	726 26 RD
12/15/2023	17.1	$717,000	$42,004	2074 BROADWAY
10/29/2021	10.0	$582,000	$58,258	2946 B 1/2 RD
2/25/2022	6.3	$610,000	$96,825	269 29 RD
3/18/2021	2.1	$230,000	$112,195	247 27 3/4 RD
10/14/2020	13.3	$435,000	$32,707	West of 216 27 1/2 Rd
9/17/2021	9.5	$350,000	$36,842	N side of D 1/2 @ approximately 29 1/2 Rd alignment
Unknown	3.2	$144,000	$45,000	688 3/4 29 1/2 RD
Unknown	19.4	$720,000	$37,094	2973 D 1/2 RD
7/29/2021	3.2	$265,000	$82,298	3023 F 1/2 RD
Total	**173.4**	**$7,319,200**	**$42,205**	

Figure 4.
Multi-Family Parkland Dedications and Land Values Used in Grand Junction Parks and Open Space Impact Fee Calculations

Purchase Date	Acreage	Appraised Value	Price Per Acre	Address
3/23/2021	1.9	$945,000	$472,500	805 STRUTHERS AVE
4/29/2022	2.5	$669,000	$269,758	Brookwillow LOOP
12/22/2022	3.0	$795,000	$266,779	Fracture Ln & 25 1/2 RD
11/21/2023	15.0	$2,950,000	$196,667	674 DURHAM DR
3/22/2017	0.1	$220,000	$1,527,778	130 N 4th St
10/6/2022	6.0	$2,035,000	$337,479	1101 KIMBALL AVE Unit: A
12/22/2022		$2,525,000	$305,320	2805 Printers Way
12/22/2022				Lot 2 CH4 Commercial Park
12/19/2022	8.3			768 Hilaria Ave
3/5/2019	0.5	$160,000	$320,000	512 28 3/4 RD (sale included 510/512/514)
11/3/2021	1.1	$400,000	$363,636	1262 BOOKCLIFF AVE Unit: 2
5/26/2022	8.0	$2,300,000	$288,945	2494 Flat Top Ln
1/19/1996	0.6	$450,000	$719,424	1213 N 15TH ST
9/29/2021	2.7	$490,000	$184,211	656 MARKET ST
6/22/2022	4.4	$2,600,000	$588,235	200 ROOD AVE
12/20/2021	7.5	$1,150,000	$153,129	687 24 1/2 RD
Total	**61.61**	**$17,689,000**	**$287,115**	

Figure 5 provides a comparison of the data the city relied on in its study and the appraisal values used to determine values per this study as discussed above. As the figure shows, the City's appraised values differ from the reconstructed appraised values used to accurately analyze the City's true cost of acquiring parkland and open space.

Figure 5.
City Purchase/Appraisal Values vs. Adjusted Appraisals Used in This Analysis

Metric	Total Purchase Price (City Data)	Total Appraisal Value (City Data)	Total Appraisal Value (Reconstructed)
Total	**$ 30,240,255**	**$ 26,432,000**	**$ 25,188,200**
Average per Acre	$ 141,415	$ 123,606	$ 107,179
Total Single Family	**$ 9,510,655**	**$ 8,923,000**	**$ 7,319,200**
Average per Acre	*$ 57,553*	*$ 53,997*	*$ 42,205*
Total Multi Family	**$ 20,729,600**	**$ 17,509,000**	**$ 17,869,000**
Average per Acre	$ 426,621	$ 360,340	$ 287,115

The clear disparity between the cost per acre of single-family and multi-family dedications highlights a major flaw in the City's approach. The blended average per acre for single and multifamily-zone land significantly overstates the cost of future acquisitions, which will primarily occur in low-density single-family zoned areas where land values align more closely with the single-family average. BBC recommends adopting a per-acre cost of $42,200 as a more accurate and proportional basis for calculating future parks and open space impact fees, as it reflects recent single-family dedications and corresponds to the zoning where most future acquisitions are expected to take place.

Updated Parks and Open Space Impact Fees

Based on the discussion and analysis above, we propose an updated parks and open space impact fee to reflect the lower park and open space acquisition costs the city is likely to pay given the locations and land types used for parkland and open space expansion as outlined in the PROS Master Plan. To reflect the likely cost of future land acquisitions, BBC recommends using the average per-acre value of $42,200 based on recent single-family parkland dedications as discussed above. Applying this value to the City's park and open space level of service (LOS) standards results in the following per-person costs:

- Park Land Acquisition: The existing park land inventory includes 545.28 acres across various park types. The LOS standard was calculated as 0.0047 acres per person, based on a park population of 114,972. Using an average acquisition cost of $42,200 per acre, this translates to a cost of $198.34 per person compared to the originally proposed impact of $699.61 per person for park land.

- Open Space Acquisition: The City's open space inventory includes 303.4 acres. Using the same park population, the LOS standard is 0.0026 acres per person. The same per-acre

cost ($42,200) was applied to determine a cost per person of $109.72 compared to the originally proposed cost of $389.27 per person cost for open space.

- Park Improvements: The City identified 694 individual park improvements with a total replacement value of $109.2 million, averaging $157,464 per improvement. With an LOS of 0.0060 improvements per person, the cost per person for park improvements was calculated at $950.49.

Using these updated assumptions, BBC recalculated maximum supportable impact fees by unit size. The revised fee schedule is shown in Figure 6. As the figure shows, using the appraised value of parkland acquired from single family developments results in park and open space impact fees that are between $586 to $2,452 lower than the originally proposed fees.

Figure 6.
Proposed Updated Parks and Open Space Impact Fee Schedule for City of Grand Junction

Unit Size	Development Unit	Persons per Unit	Park Land	Park Improv.	Open Space	Updated Fee	Originally Proposed Fee	Increase/ (Decrease)
850 or less	Dwelling	0.75	$149	$713	$82	$944	$1,530	($586)
851 to 1,000	Dwelling	0.97	$192	$922	$106	$1,221	$1,978	($757)
1,001 to 1,250	Dwelling	1.23	$244	$1,169	$135	$1,548	$2,508	($960)
1,251 to 1,500	Dwelling	1.52	$301	$1,445	$167	$1,913	$3,100	($1,187)
1,501 to 2,000	Dwelling	1.91	$379	$1,815	$210	$2,404	$3,895	($1,491)
2,001 to 2,500	Dwelling	2.32	$460	$2,205	$255	$2,920	$4,731	($1,811)
2,501 to 3,000	Dwelling	2.64	$524	$2,509	$290	$3,323	$5,384	($2,061)
3,001 to 3,500	Dwelling	2.91	$577	$2,766	$319	$3,662	$5,935	($2,273)
3,501 and greater	Dwelling	3.14	$623	$2,985	$345	$3,952	$6,404	($2,452)

The updated fee schedule complies with Colorado statutory requirements and is consistent with U.S. Supreme Court rulings that require development fees to be roughly proportional to the impacts created by new development.

Conclusion

This analysis demonstrates that the City of Grand Junction's current park and open space impact fees are based on inflated land acquisition cost assumptions that do not reflect where future parkland is likely to be acquired. By using a blended average of land values that includes high-cost, infill multi-family development, the City has overstated the financial burden attributable to new residential growth—particularly in lower-density areas where most park expansion will occur. This approach risks violating the legal requirement that impact fees must be roughly proportional to the impacts created by new development.

By recalibrating the acquisition cost assumptions to reflect recent single-family land dedications in the City's outer neighborhoods, this memo provides a more accurate and defensible basis for calculating impact fees. The revised fee structure better aligns with both actual acquisition patterns and the investment priorities outlined in the PROS Master Plan.

Adopting these recommendations will help ensure that the City's parks and open space fees remain equitable, legally compliant, and responsive to the evolving needs of Grand Junction's growing residential areas.

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. _____

AN ORDINANCE AMENDING SECTION 21.02 OF THE ZONING AND DEVELOPMENT CODE (TITLE 21 OF THE GRAND JUNCTION MUNICIPAL CODE) RELATING TO AND CONCERING PARKS AND RECREATION IMPACT FEES, FEE CREDITS, AND DEIDATIONS

Recitals

By Ordinance No. 5250, the Grand Junction City Council ("Council") adopted certain amendments to the City's fire, police, transportation, and parks and recreation impact fees (collectively, the "Fees") codified in Title 21 of the Grand Junction Municipal Code ("GJMC").

The changes adopted in Ordinance No. 5250 were based on a Fee Study commissioned by the City to analyze the methodology for calculating, updating, and imposing the Fees.

Since adopting Ordinance No. 5250, the City received a report from BBC Research & Consulting, Inc. dated August 13, 2025 (the "BBC Report") that assess the assumptions, methodology, and findings that underpin the parks and recreation impact fee (the "Parks & Rec Fees").

Based on the findings of the BBC Report and those made in the Fee Study supporting Ordinance No. 5250, Council has determined that that amendments and adjustments to its Parks & Rec Fees are warranted in order to ensure that the Parks & Rec Fees are (i) set at a level no greater than necessary to defray impacts to the City's parks and recreation facilities that are directly related to proposed development and (ii) equitable and proportional considering the most likely—and most needed—areas of park and open space acquisitions.

The City Council finds and affirms that (i) it is in the public interest and will benefit the health, safety, and welfare of the City to continue to collect the Parks & Rec Fees, subject to the amendments made hereby, and (ii) the amendments made in this Ordinance are within its jurisdiction and authority to determine and make.

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

1. Recitals. The above recitals are incorporated herein by reference.

2. Amendments. The following sections of the GJMC shall be amended as set forth below. Unless otherwise described, amendments are indicated by showing added language in **bold** and **underlined** and removed language as ~~stricken~~.

A. § 21.02.070(a)(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,~~ **parks and open space acquisition, parks and recreation improvements,** fire capital facilities, and police capital facilities.

B. § 21.02.070(a)(11)(i). Review. is amended to delete the following sentence: ~~At the direction of the City Manager, a new impact fee study shall be conducted by an independent consultant no les than every 8 years.~~

C. § 21.02.070(a)(12) is amended to (i) delete the "Parks" portion of Table 21.02-8 Impact Fee Schedule, Fire, Police, Parks and Recreation, and Transportation and (ii) add the following Table and notes:

Unit Size	Development Unit	Persons Per Unit	Park Land	Park Improvements	Open Space	Combined Fee (Jan. 2026)	Step Increase	Total Fee
850 or less	Dwelling	0.75	$ 149	$ 713	$ 82	$ 944	$ 90	$ 1,034
851 to 1,000	Dwelling	0.97	$ 192	$ 922	$ 106	$ 1,220	$ 165	$ 1,385
1,001 to 1,250	Dwelling	1.23	$ 244	$ 1,169	$ 135	$ 1,548	$ 253	$ 1,801
1,251 to 1,500	Dwelling	1.52	$ 301	$ 1,445	$ 167	$ 1,913	$ 274	$ 2,187
1,501 to 2,000	Dwelling	1.91	$ 379	$ 1,815	$ 210	$ 2,404	$ 405	$ 2,809
2,001 to 2,500	Dwelling	2.32	$ 460	$ 2,205	$ 255	$ 2,920	$ 544	$ 3,464
2,501 to 3,000	Dwelling	2.64	$ 524	$ 2,509	$ 290	$ 3,323	$ 653	$ 3,976
3,001 to 3,500	Dwelling	2.91	$ 577	$ 2,766	$ 319	$ 3,662	$ 745	$ 4,407
3,501 or greater	Dwelling	3.14	$ 623	$ 2,985	$ 345	$ 3,953	$ 823	$ 4,776

Note 1: For multi-family developments, the Combined Fee must be paid for each dwelling unit in the development.

Note 2: Upon receipt of Parks and Recreation Impact Fees, the City will divide the fee between the parks and open space acquisition account and parks and recreation improvements account in accordance with the above.

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

4. Severability. 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 ___ day of _____, 2025, and ordered published in pamphlet form.

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

_____ ATTEST:_____

President of City Council City Clerk

3289506.1

Draft 2025 Impact Fee Study

Prepared for:

City of Grand Junction, Colorado

March 3, 2025

Prepared by:

TischlerBise
FISCAL | ECONOMIC | PLANNING

4701 Sangamore Road
Suite S240
Bethesda, Maryland 20816
800.424.4318
www.tischlerbise.com

[PAGE INTENTIONALY LEFT BLANK]

TABLE OF CONTENTS

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

Year		Single-Family $1,550 per Unit	Multi-Family $1,016 per Unit	Retail/Comm. $1,445 per KSF	Office $641 per KSF	Inst./Public $297 per KSF	Industrial $200 per KSF
		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

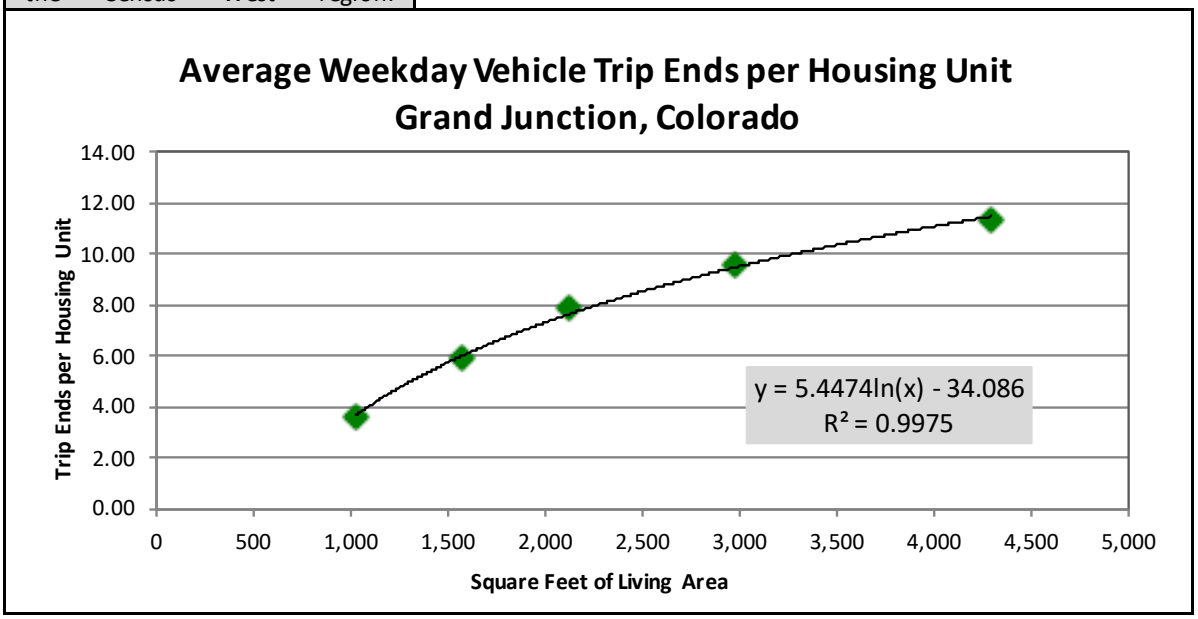
To derive average weekday vehicle trip ends by dwelling size, Tischler Bise uses 2022 U.S. Census Bureau data for housing units constructed in the west region. Based on 2022 estimates, living areas range from 1,021 square feet for 0- to 1-bedroom housing units up to 4,292 square feet for 5+ bedroom housing 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.

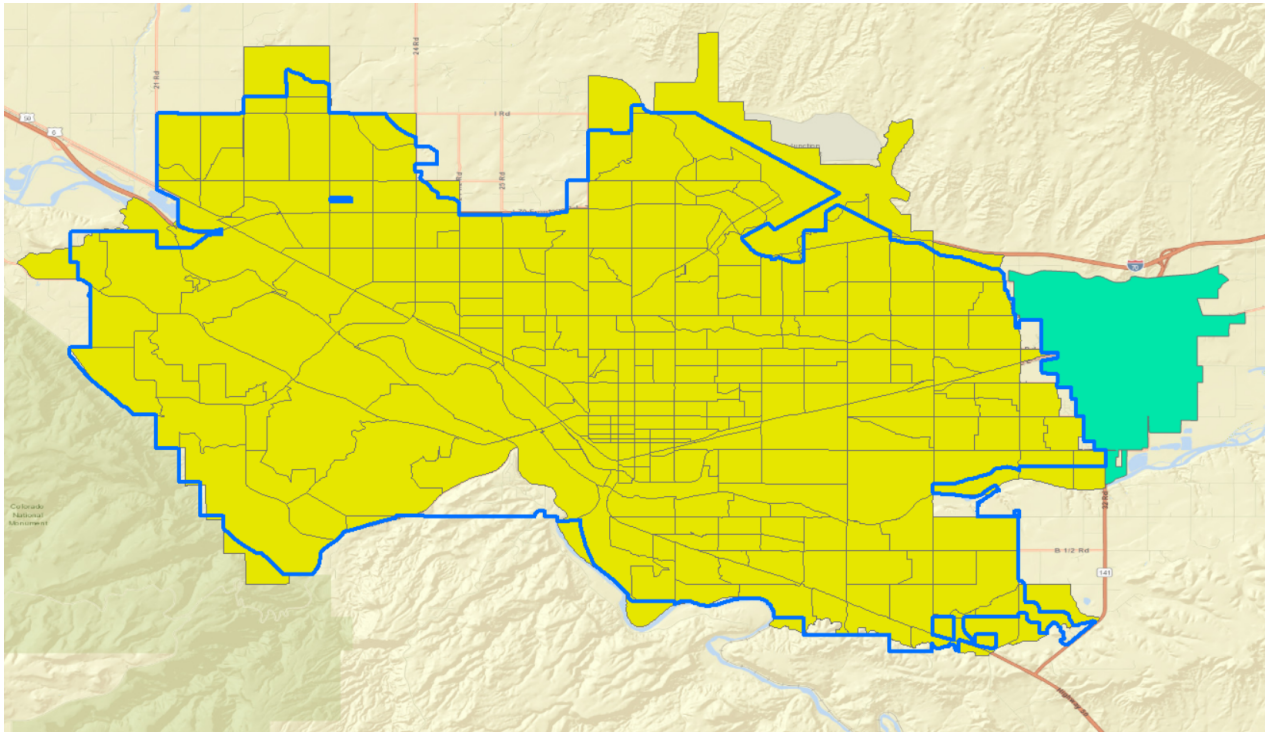
SUMMARY OF GROWTH INDICATORS

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

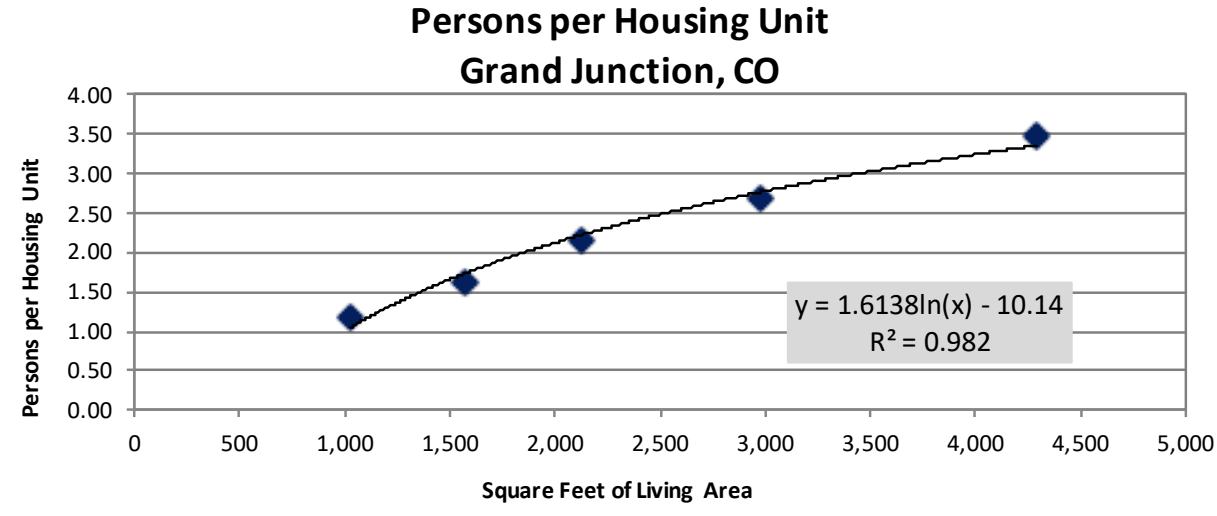
To estimate square feet of living area by bedroom range, TischlerBise uses 2022 U.S. Census Bureau data for housing units constructed in the west region. Based on 2022 estimates, average square feet of living area ranges from 1,021 square feet for housing units with zero to one bedroom up to 4,292 square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

City of Grand Junction City Council
Staff Recommendation on Residential Impact Fees - April 2nd, 2025

Residential Impact Fees

		Fire				Municipal Facilities				Parks & Recreation				
Unit Size	Development Unit	2019 Max Supportable[1]	Current Fee (2025)[2]	Current Study Max Supportable	Staff Recommend	2019 Max Supportable[3]	Current Fee (2025)	Current Study Max Supportable	Staff Recommend	2019 Max Supportable[4]	Current Fee (2025)[5]	Current Study Max Supportable	Current Study Max w/o 3 sisters	Staff Recommend
850 or less	Dwelling	$467	$544	$501	$501	$516	$0	$506	$0	$1,055	$988	$1,824	$1,530	$1,530
851 to 1,000	Dwelling	$467	$544	$648	$648	$516	$0	$655	$0	$1,055	$988	$2,358	$1,978	$1,978
1,001 to 1,250	Dwelling	$467	$544	$822	$822	$516	$0	$830	$0	$1,055	$988	$2,991	$2,508	$2,508
1,251 to 1,500	Dwelling	710	$827	$1,016	$1,016	$785	$0	$1,026	$0	$1,605	$1,468	$3,696	$3,110	$3,110
1,501 to 2,000	Dwelling	710	$827	$1,276	$1,276	$785	$0	$1,289	$0	$1,605	$1,468	$4,644	$3,895	$3,895
2,001 to 2,500	Dwelling	710	$827	$1,550	$1,550	$785	$0	$1,566	$0	$1,605	$1,468	$5,641	$4,731	$4,731
2,501 to 3,000	Dwelling	710	$827	$1,764	$1,764	$785	$0	$1,782	$0	$1,605	$1,468	$6,419	$5,384	$5,384
3,001 to 3,500	Dwelling	710	$827	$1,944	$1,944	$785	$0	$1,964	$0	$1,605	$1,468	$7,075	$5,935	$5,935
3,501 to 4,000	Dwelling	710	$827	$2,098	$2,098	$785	$0	$2,120	$0	$1,605	$1,468	$7,634	$6,404	$6,404

Residential Impact Fees (continued)

		Police				Transportation					
Unit Size	Development Unit	2019 Max Supportable[6]	Current Fee (2025)[7]	Current Study Max Supportable	Staff Recommend	2019 Max Supportable[8]	Current Fee (2025)[9]	Current Study Max Supportable	Staff Recommend 2/19)	2024 Max REVISED	REVISED Staff Recommend (3/5)
850 or less	Dwelling	$200	$233	$179	$179	$4,570	$3,516	$3,750	$3,750	$2,853	$2,853
851 to 1,000	Dwelling	$200	$233	$232	$232	$4,570	$3,516	$4,805	$4,805	$3,655	$3,655
1,001 to 1,250	Dwelling	$200	$233	$294	$294	$4,570	$3,516	$6,059	$6,059	$4,610	$4,610
1,251 to 1,500	Dwelling	$305	$356	$364	$364	$6,763	$5,382	$7,437	$7,437	$5,658	$5,658
1,501 to 2,000	Dwelling	$305	$356	$457	$457	$6,763	$5,382	$9,285	$9,285	$7,064	$7,064
2,001 to 2,500	Dwelling	$305	$356	$555	$555	$6,763	$6,142	$11,217	$11,217	$8,534	$8,534
2,501 to 3,000	Dwelling	$305	$356	$632	$632	$6,763	$8,044	$12,755	$12,755	$9,704	$9,704
3,001 to 3,500	Dwelling	$305	$356	$696	$696	$6,763	$8,044	$14,030	$14,030	$10,674	$10,674
3,501 and greater	Dwelling	$305	$356	$751	$751	$6,763	$8,044	$15,138	$15,138	$11,517	$11,517

TOTAL Residential Impact Fees				Staff Recommendation			Comparison		Comparison	
Unit Size	Development Unit	2019 Max Supportable	Current (2025)	Staff Recommendation (2/19)	REVISED Staff Recommendation (3/5	% change in Recommendation	Cost Change To 2025 Current	% Change To 2025 Current	Cost Change to Current w/Land	% Change to current w/ Land
850 or less	Dwelling	$6,292	$5,281	$5,960	$5,063	(15%)	($218)	(4%)	($1,281)	(24%)
851 to 1,000	Dwelling	$6,292	$5,281	$7,663	$6,513	(15%)	$1,232	23%	$169	3%
1,001 to 1,250	Dwelling	$6,292	$5,281	$9,683	$8,234	(15%)	$2,953	56%	$1,890	36%
1,251 to 1,500	Dwelling	$9,383	$8,033	$11,927	$10,148	(15%)	$2,115	26%	$1,052	13%
1,501 to 2,000	Dwelling	$9,383	$8,033	$14,913	$12,692	(15%)	$4,659	58%	$3,596	45%
2,001 to 2,500	Dwelling	$9,383	$8,793	$18,053	$15,370	(15%)	$6,577	75%	$5,514	63%
2,501 to 3,000	Dwelling	$9,383	$10,695	$20,535	$17,484	(15%)	$6,789	63%	$5,726	54%
3,001 to 3,500	Dwelling	$9,383	$10,695	$22,605	$19,249	(15%)	$8,554	80%	$7,491	70%
3,501 or more	Dwelling	$9,383	$10,695	$24,391	$20,770	(15%)	$10,075	94%	$9,012	84%

*$1,063 per unit

DRAFT Table 21.02-8 Impact Fee Schedule Fire, Police, Parks and Recreation and Transportation

Unit Size	Development Unit	Fire	6 month Step Increase + inflation TBD	Police	6 month Step Increase + inflation TBD	Transportation	6 month Step Increase + inflation TBD	Parks	6 month Step Increase + inflation TBD
		1-Jan-26		1-Jan-26		1-Jan-26		1-Jan-26	
850 or less	Dwelling	$501	---	$179	---	$2,853	---	$1,078	$90
851 to 1,000	Dwelling	$561	$17	$232	---	$3,539	$23	$1,153	$165
1,001 to 1,250	Dwelling	$590	$46	$243	$10	$3,698	$182	$1,241	$253
1,251 to 1,500	Dwelling	$859	$32	$357	$1	$5,428	$46	$1,742	$274
1,501 to 2,000	Dwelling	$902	$75	$373	$17	$5,662	$280	$1,873	$405
2,001 to 2,500	Dwelling	$948	$121	$389	$33	$6,541	$399	$2,012	$544
2,501 to 3,000	Dwelling	$983	$156	$402	$46	$8,321	$277	$2,121	$653
3,001 to 3,500	Dwelling	$1,013	$186	$413	$57	$8,482	$438	$2,213	$745
3,501 or greater	Dwelling	$1,039	$212	$422	$66	$8,623	$579	$2,291	$823
Retail/Commercial	1,000 SF	$715	$146	$284	$44	$8,266	$10		
Convenience Commercial	1,000 SF	$806	$237	$316	$76	$11,443	---		
Office	1,000 SF	$292	$70	$117	$22	$4,985	---		
Institutional/Public	1,000 SF	$235	$13	$97	$2	$1,742	$113		
Industrial	1,000 SF	$98	$21	$39	$6	$1,548	---		
Warehousing	1,000 SF	$50	$10	$20	$3	$787	---		
Hotel/Lodging	Room	$473	---	$166	---	$3,676	---		
RV Park	Pad	$160	---	$56	---	$1,241	---		

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. 5250

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 new Fees as described in the Fee Study would be reasonably related to the overall cost of the services or improvements to be provided by the City.

The City Council further finds and determines that 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.

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 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, consistent with adopted standards (Title 29) of the GJMC. Such dedications shall be at no cost to the City and shall not be eligible for impact fee credit(s). If a developer dedicates road or street right-of-way beyond what is needed to serve the project, or if the developer dedicates 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 ~~such~~ 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 ~~ask~~ make a recommendation to the City Council to ~~pay a fair share of the~~ evaluate whether to pay or not additional value of such dedication or to waive all or part of such required dedication. If a developer donates road or street right-of-way beyond what is needed to serve the project, or if the developer donates 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 neither claim, nor receive credit for such donation against the project's Transportation Impact Fee.

~~§ 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 for any purpose other than replacing a required sidewalk (pursuant to Section 29.68.020.(f) Pedestrian Facilities), then the developer/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 January 1, 2026 ~~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 January 1, 2026 ~~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 January 1, 2026, ~~January 1, 2020~~; and for nonresidential and multifamily development for which a complete application was submitted prior to January 1, 2026, ~~January 1, 2020~~, so long as construction commences by January 1, 2028, ~~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 adjusted starting

January 1, 2026 and on July 1 and January 1 thereafter until July 1, 2029, starting with the amount and step(s) shown in Table 21.02-8 Impact Fee Schedule. ~~adjusted annually and/or biannually consistent with the impact fee study.~~ 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, utilizing the following formula and as follows:

Current Fee + (Total Fee X inflation) + Step Increase = New Fee

(Total Fee and Step Increase as shown in Table 21.02-8)

§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 by the City Council at least once every ~~five~~ six 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. At the direction of the City Manager, a new impact fee study shall be conducted by an independent consultant no less than every 8 years.

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

Remove/Replace 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 Impact Fee Schedule Fire, Police, Parks and Recreation and Transportation													
		Fire			Police			Transportation			Parks		
Unit Size	Development Unit	1-Jan-26	Step Increase	Total Fee	1-Jan-26	Step Increase	Total Fee	1-Jan-26	Step Increase	Total Fee	1-Jan-26	Step Increase	Total Fee
850 or less	Dwelling	$501	---	$501	$179	---	$179	$2,853	---	$2,853	$1,078	$90	$1,530
851 to 1,000	Dwelling	$561	$17	$648	$232	---	$232	$3,539	$23	$3,655	$1,153	$165	$1,978
1,001 to 1,250	Dwelling	$590	$46	$822	$243	$10	$294	$3,698	$182	$4,610	$1,241	$253	$2,508
1,251 to 1,500	Dwelling	$859	$32	$1,016	$357	$1	$364	$5,428	$46	$5,658	$1,742	$274	$3,110
1,501 to 2,000	Dwelling	$902	$75	$1,276	$373	$17	$457	$5,662	$280	$7,064	$1,873	$405	$3,695
2,001 to 2,500	Dwelling	$948	$121	$1,550	$389	$33	$555	$6,541	$399	$8,534	$2,012	$544	$4,731
2,501 to 3,000	Dwelling	$983	$156	$1,764	$402	$46	$632	$8,321	$277	$9,704	$2,121	$653	$5,384
3,001 to 3,500	Dwelling	$1,013	$186	$1,944	$413	$57	$696	$8,482	$438	$10,674	$2,213	$745	$5,935
3,501 or greater	Dwelling	$1,039	$212	$2,098	$422	$66	$751	$8,623	$579	$11,517	$2,291	$823	$6,404
Retail/Commercial	1,000 SF	$715	$146	$1,445	$284	$44	$506	$8,266	$10	$8,313			
Convenience Commercial	1,000 SF	$806	$237	$1,989	$316	$76	$697	$11,443	---	$11,443			
Office	1,000 SF	$292	$70	$641	$117	$22	$225	$4,985	---	$4,985			
Institutional/Public	1,000 SF	$235	$13	$297	$97	$2	$104	$1,742	$113	$2,307			
Industrial	1,000 SF	$98	$21	$200	$39	$6	$70	$1,548	---	$1,548			
Warehousing	1,000 SF	$50	$10	$102	$20	$3	$36	$787	---	$787			
Hotel/Lodging	Room	$473	---	$473	$166	---	$166	$3,676	---	$3,676			
RV Park	Pad	$160	---	$160	$56	---	$56	$1,241	---	$1,241			

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 5th day of March 2025 and ordered published in pamphlet form.

ADOPTED on second reading this 2nd day of April 2025 and ordered published in pamphlet form.

Abram Herman
President of the City Council

ATTEST:

Selestina Sandoval
City Clerk

I HEREBY CERTIFY THAT the foregoing Ordinance, being Ordinance No. 5250 was introduced by the City Council of the City of Grand Junction, Colorado at a regular meeting of said body held on the 5th day of March 2025 and the same was published in The Daily Sentinel, a newspaper published and in general circulation in said City, in pamphlet form, at least ten days before its final passage.

I FURTHER CERTIFY THAT a Public Hearing was held on the 2nd day of April 2025, at which Ordinance No. 5250 was read, considered, adopted, and ordered published in pamphlet form by the Grand Junction City Council.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of said City this 7th day of April 2025.

Deputy City Clerk

Published: March 8, 2025
Published: April 5, 2025
Effective: May 5, 2025

January 15, 2026

Dear Members of the Grand Junction City Council,

As Grand Junction continues to grow, setting appropriate impact fees for new development is essential to maintaining our current level of per-capita infrastructure. Without adequate impact fees, the City faces an untenable choice: divert funds from other budget priorities or accept a gradual decline in service levels as more residents share the same resources.

However, calculating the exact amount of Grand Junction's impact fees has been a contentious subject.

The Parks and Recreation Advisory Board (PRAB) had the opportunity to weigh in on the lengthy process that concluded in the spring of 2025. At that time, we felt a good compromise was reached that was sensitive to the amount of the fee to minimize impact on affordable housing and development in general, while also ensuring the level of service in our parks system did not decline with growth. However, we read in the paper about the revisiting of the park fee in particular. Following that news, we asked staff to provide an update regarding where park impact fees stood, which we received at today's regular meeting.

The fees adopted in 2025 were the product of extensive effort: hundreds of hours of public outreach, detailed analysis by City staff, and the nationally recognized expertise of TischlerBise. That work represented our best estimate of the true cost of growth and reflected a shared community value—that tax rates should be kept as low as possible, and thus growth should pay its own way.

The importance of parks and open space is well documented. Numerous studies demonstrate their positive effects on both physical and mental health, as well as their role in supporting property values and neighborhood vitality. Parkland acquisition is often a now-or-never opportunity during an area's development. Parks are essential infrastructure and they must be funded accordingly.

After extensive discussion, PRAB voted today to approve a motion expressing:

- relief that the disparity between the impact fees adopted in 2025 and the most recent proposal was not greater; and,
- appreciation that parks and public spaces are identified as core city services in the 2025–2027 City Council Strategic Plan; and,
- concern about the precedent set by revisiting carefully considered decisions so soon after adoption; and,
- continued commitment to the appropriate use of impact fees to address the ramifications of new development in a timely fashion; and,
- so long as no further reductions are made, general support of the additional compromise described by staff from the most recent Council workshop, which reduces the fee as described in option 3.

Nancy Strippel
Chair, City of Grand Junction Parks and Recreation Advisory Board

Grand Junction City Council

Workshop Session

Item #1.b.

Meeting Date: March 30, 2026

Presented By:

Department: City Council

Submitted By: Johnny McFarland, Asst. to the City Manager

Information

SUBJECT:

Robert Ballard's Deployment

EXECUTIVE SUMMARY:

At the March 2, 2026, City Council Workshop, the City Council indicated a desire to discuss Councilmember Ballard's deployment. This item is to allow the Council to have that discussion.

BACKGROUND OR DETAILED INFORMATION:

At the March 2, 2026, City Council Workshop, the City Council indicated a desire to discuss Councilmember Ballard's deployment. This item is to allow the Council to have that discussion.

FISCAL IMPACT:

For discussion only.

SUGGESTED ACTION:

N/A

Attachments

None

Grand Junction City Council

Workshop Session

Item #1.c.

Meeting Date:	March 30, 2026
Presented By:	Mike Bennett, City Manager
Department:	City Council
Submitted By:	Johnny McFarland, Asst. to the City Manager

Information

SUBJECT:

Councilmember Communication and Decorum

EXECUTIVE SUMMARY:

At the March 2, 2026, City Council Workshop, the City Council indicated a desire to discuss recent communications between a Councilmember and the public. This item is to allow the Council to have that discussion.

BACKGROUND OR DETAILED INFORMATION:

At the March 2, 2026, City Council Workshop, the City Council indicated a desire to discuss recent communications between a Councilmember and the public. This item is to allow the Council to have that discussion.

FISCAL IMPACT:

For discussion only.

SUGGESTED ACTION:

N/A

Attachments

None

Grand Junction City Council

Workshop Session

Item #4.a.

Meeting Date:	March 30, 2026
Presented By:	Selestina Sandoval, City Clerk
Department:	City Clerk
Submitted By:	Kerry Graves

Information

SUBJECT:

Urban Trails Committee Appointments

EXECUTIVE SUMMARY:

There are five vacancies on the Urban Trails Committee.

BACKGROUND OR DETAILED INFORMATION:

Diana Rooney, Athena Fouts, Anna Quach, Stephen Meyer, and Brooke Carlso have terms expiring June 30, 2026. Both Diana Rooney and Stephen Meyer are term limited.

FISCAL IMPACT:

N/A

SUGGESTED ACTION:

The interview committee will update the Council on their recommendations for appointments.

Attachments

None

Grand Junction City Council

Workshop Session

Item #4.b.

Meeting Date:	March 30, 2026
Presented By:	Selestina Sandoval, City Clerk
Department:	City Clerk
Submitted By:	Kerry Graves

Information

SUBJECT:

Downtown Development Authority Business Improvement District Appointments

EXECUTIVE SUMMARY:

There are two vacancies on the Downtown Development Authority Business Improvement District.

BACKGROUND OR DETAILED INFORMATION:

Steven Boyd and Karli Hyland have terms expiring June 30, 2026. Both are eligible to reapply.

FISCAL IMPACT:

N/A

SUGGESTED ACTION:

The interview committee will update the Council on their recommendations for appointments.

Attachments

None

Grand Junction City Council

Workshop Session

Item #4.c.

Meeting Date:	March 30, 2026
Presented By:	Selestina Sandoval, City Clerk
Department:	City Clerk
Submitted By:	Selestina Sandoval

Information

SUBJECT:

Zoning Board of Appeals Appointments

EXECUTIVE SUMMARY:

This is to provide Council with information regarding an appointment to the Zoning Board of Appeals on the April 1, 2026, agenda, in which they will appoint the Planning Commission Chair and the First and Second Alternates to that board, in compliance with the code.

BACKGROUND OR DETAILED INFORMATION:

The Zoning and Development Code still has a Zoning Board of Appeals and indicates that those members shall be appointed by City Council. [§21.02.010(c)(1)] It further states that "Generally, members shall be the Chairperson of the Planning Commission along with the first and second alternate Planning Commission members...." This does not appoint them it just says "generally" that is who the members would be. However, there is no term indicated for members of the Zoning Board of Appeals. The reference is simply to appointments being made "from time-to-time."

The advice from the City Attorney's Office is that the City Council appoint the positions as members of the ZBOA, e.g., the Planning Commission Chair, the first alternate Planning Commissioner, and the second alternate Planning Commissioner. Designating the positions rather than a specific person will save the City from having to change who is appointed when the chairperson changes or when an alternate becomes a regular member. More importantly, it also avoids the question of how long one serves in the position, as there is no term specified in the Code.

FISCAL IMPACT:

There is no fiscal impact.

SUGGESTED ACTION:

For discussion only.

Attachments

None

Grand Junction City Council

Workshop Session

Item #4.d.

Meeting Date:	March 30, 2026
Presented By:	Selestina Sandoval, City Clerk
Department:	City Clerk
Submitted By:	Selestina Sandoval

Information

SUBJECT:

Teacher Appreciation Week Proclamation Request (Social Request)

EXECUTIVE SUMMARY:

We typically issue a social proclamation for Teacher Appreciation Week. The requester has asked for a short message of appreciation from Council.

BACKGROUND OR DETAILED INFORMATION:

We typically issue a social proclamation for Teacher Appreciation Week. The requester has asked Council to consider a short message of appreciation from Council in addition to the proclamation. This item is for approval of the issuance of the proclamation and consideration of the additional message.

FISCAL IMPACT:

There is no fiscal impact.

SUGGESTED ACTION:

For discussion only.

Attachments

1. Teacher Appreciation Week
2. 2025 Mesa County Commissioners
3. Proclamation - Teacher Appreciation Week

From:	Christensen, Angela
To:	Janet Harrell; Selestina Sandoval; Laura Bauer; Krystle Koehler; kelseyco@gjcity.org
Cc:	Andreya Krieves; Cody Kennedy
Subject:	Teacher Appreciation Week
Date:	Tuesday, March 24, 2026 9:16:43 AM

I wanted to reach out to see if the City of Grand Junction would consider issuing a proclamation recognizing Teacher Appreciation Week, May 4–8. Over the past eight years, we have sincerely appreciated the proclamations made by municipalities, including Grand Junction, recognizing this important week.

Our D51 teachers work incredibly hard to support and inspire our students, and we want them to know how much their dedication is valued. We share these proclamations with all of our staff and they truly appreciate the recognition from our community.

Thank you for considering this request and for your continued support of our educators. Last year, the Mesa County Commissioners sent a photo and short message of appreciation which I was able to share with all D51 staff members. *(see attached)* It was such a hit on social media. Would you also consider adding this along with a proclamation?

If it is possible, here's the information you asked me to share with you in the past:

40 schools

19,430 students

3,462 teachers and staff

If it's approved, please send it to me at the following address:

D51 Foundation

c/o Angela Christensen

2115 Grand Avenue

Grand Junction, CO 81501

Sincerely,

Angela

Angela Christensen, Ph.D.
Executive Director

2115 Grand Avenue
Grand Junction, CO 81501
O: 970.254.5108
C: 970.210.4120
Website: www.d51foundation.org

Donate to support students and teachers

During Teacher Appreciation Week, we extend our heartfelt thanks to the teachers who shape our community. You represent the best of what it means to serve others. On behalf of the Board of County Commissioners, thank you for investing your time, energy, and heart into the next generation. We are grateful for all that you do.

– Board of Mesa County Commissioners

MESA COUNTY

City of Grand Junction, State of Colorado

Proclamation

Whereas, Mesa County Valley School District 51 employs 3,462 teachers and staff, and currently serves 19,430 students in 40 schools throughout the Grand Valley; and

Whereas, teachers work hard in schools throughout the nation every day to provide a safe, high quality, and stable learning environment for children; and

Whereas, our future is written in schools across our country, and we know a student's circumstances do not dictate his or her potential; and

Whereas, having an effective teacher is the most important in-school factor for student success by providing them with opportunities to develop skills for the fulfillment of achievable goals in life and in work, which strengthens our economy and society as a whole; and

Whereas, teachers often do not receive the pay or praise they deserve for dedicating their lives to educating the children of our community; and

Whereas, teachers should be accorded in high public esteem, reflecting the value placed on their skills and abilities, and the importance of public education.

NOW, THEREFORE, I, Cody Kennedy, by the power vested in me as Mayor of the City of Grand Junction, do hereby proclaim the week of May 4 – 8, 2026 as

"Teacher Appreciation Week"

in the City of Grand Junction and call upon all members of our community to express their appreciation for the educators who engage, equip, and empower our learning community today for a limitless tomorrow.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the official Seal of the City of Grand Junction this 25th day of March, 2026.

_____

Mayor