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**CITY COUNCIL AGENDA  
WEDNESDAY, APRIL 15, 2026  
250 NORTH 5<sup>TH</sup> STREET - AUDITORIUM  
5:30 PM – REGULAR MEETING**

**Call to Order, Pledge of Allegiance, Moment of Silence**

**Proclamations**

Proclaiming April 25, 2025 as Arbor Day in the City of Grand Junction

**Appointments**

To the Parks and Recreation Advisory Board

**Public Comments**

*Individuals may comment during this time on any item except those listed under Public Hearings on this agenda.*

*The public has four options to provide Public Comments: 1) in person during the meeting, 2) virtually during the meeting (registration required), 3) via phone by leaving a message at 970-244-1504 until noon on Wednesday, April 15, 2026 or 4) submitting comments [online](#) until noon on Wednesday, April 15, 2026 by completing this form. Please reference the agenda item and all comments will be forwarded to City Council.*

**City Manager Report**

**Boards and Commission Liaison Reports**

**CONSENT AGENDA**

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

**1. Approval of Minutes**

- a. Summary of the March 30, 2026 Workshop
- b. Minutes of the March 30, 2026 Special Meeting Executive Session
- c. Minutes of the April 1, 2026 Regular Meeting

## **2. Set Public Hearings**

- a. Quasi-judicial
  - i. Introduction of an Ordinance Amending Section 21.02.070 of the Zoning and Development Code Related to And Concerning Development Impact Fees and Authorization to Issue Refunds of New Fee Schedule Differences Between January 1, 2026 and the Effective Date of this Ordinance, and Setting a Public Hearing for May 6, 2026

## **3. Agreements**

- a. Agreement for Mesa County Clifton Community Campus Field Reservations Scheduling

## **4. Procurements**

- a. Authorize the Contract to Provide and Install Fitness Equipment at the Community Recreation Center (CRC)
- b. Authorization for Two Contracts for On-Demand Traffic Control Services with Ultra Traffic Management, LLC and Traffic Control Specialists, LLC
- c. Authorize Contract: Water Treatment Plant South Tank Interior Recoating

## **5. Resolutions**

- a. A Resolution Amending Resolution No's. 37-22, 56-23 and 59-23 Amending Various Fees and Charges Relating to Title 5 Chapter 13 of the Grand Junction Municipal Code Pertaining to Cannabis Business Licenses
- b. A Resolution to Appoint a Hearing Officer for Cannabis Licensing
- c. A Resolution Authorizing the City Manager to Submit a Grant Request to the US Department of Justice (DOJ) FY FY25 Edward Byrne Memorial Justice Assistance Grant (JAG) Program
- d. A Resolution Authorizing the Mayor to Sign Amendment #1 to the Memorandum of Understanding with Mesa County and School District #51

for the Design and Construction of 22 1/2 Road and Greenbelt Drive  
Sidewalk and Drainage Improvements

**REGULAR AGENDA**

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

**6. Procurements**

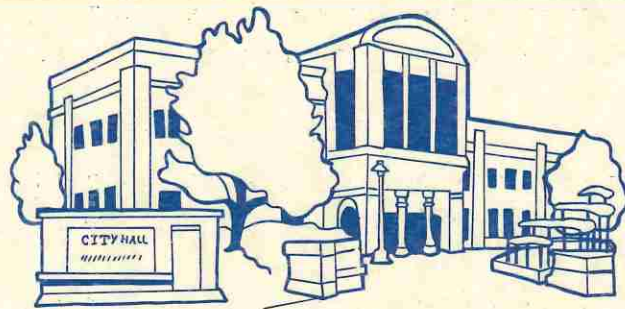
- a. Award of Construction Contract for Material Recovery Facility  
Modifications Phase 1 to KR Construction Group, INC.

**7. Non-Scheduled Comments**

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

**8. Other Business**

**9. Adjournment**



*City of Grand Junction, State of Colorado*

# Proclamation

**Whereas,** trees are an important natural resource asset to the City of Grand Junction, State of Colorado, providing cooling shade, filtering air pollution, improving water quality, shielding properties from storms, and providing oxygen for the air we breathe; and

**Whereas,** trees increase property values, enhance the economic vitality of business areas, and enhance the beauty of the City of Grand Junction; with various forms, textures; and

**Whereas,** providing residents with a closer connection to nature through an urban tree canopy has been linked to improved mental and physical health, better social cohesion, and crime reduction; and

**Whereas,** all citizens of Grand Junction, now and in the future, will benefit from the planting of trees, and the services provided by our current canopy of over 57,000 public trees as a living component of our City's green infrastructure; and

**Whereas,** the City of Grand Junction has officially declared the 25th day of April as Arbor Day and the City will be celebrating with the distributions of tree seedlings, widespread tree planting, and educational opportunities for citizens about the care and benefits of trees; and

**Whereas,** the City of Grand Junction has been recognized as a Tree City USA for forty-three consecutive years by The National Arbor Day Foundation and desires to continue its tree-planting ways.

**NOW, THEREFORE,** I, Cody Kennedy, by the power vested in me as Mayor of the City of Grand Junction, do hereby proclaim April 25, 2026 as

## *"Arbor Day"*

in the City of Grand Junction and encourage all community members to support our City's Urban Forestry Program and to participate in this effort by planting a tree for a better future.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the official Seal of the City of Grand Junction to be affixed this 15<sup>th</sup> day of April 2026.



*Cody Kennedy*  
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Mayor



**Grand Junction City Council**

**Regular Session**

**Item #**

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**Meeting Date:** April 15, 2026  
**Presented By:** Selestina Sandoval, City Clerk  
**Department:** City Clerk  
**Submitted By:** Kerry Graves

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**Information**

**SUBJECT:**

To the Parks and Recreation Advisory Board

**RECOMMENDATION:**

To appoint the interview committee's recommendation to the Parks and Recreation Advisory Board.

**EXECUTIVE SUMMARY:**

There are three full-term and one partial-term vacancies on the Parks and Recreation Advisory Board.

**BACKGROUND OR DETAILED INFORMATION:**

William Findlay, Nancy Strippel, and Byron Wiehe have terms expiring June 30, 2026. Lilly Simond resigned with an expiration date of June 30, 2027.

**FISCAL IMPACT:**

N/A

**SUGGESTED MOTION:**

I move to (appoint/not appoint) and (reappoint/not reappoint) the interview committee's recommendation to the Parks and Recreation Advisory Board.

**Attachments**

None

## GRAND JUNCTION CITY COUNCIL WORKSHOP SUMMARY MARCH 30, 2026

**Meeting Convened:** 5:30 p.m. The meeting was in-person at the Fire Department Training Room, 625 Ute Avenue, and live-streamed via GoTo Webinar.

**City Councilmembers Present:** Councilmembers Robert Ballard, Scott Beilfuss, Laurel Lutz, Jason Nguyen, Anna Stout, Ben Van Dyke, and Mayor Cody Kennedy.

**Staff present:** City Manager Mike Bennett, Interim City Attorney Jeremiah Boies, Deputy City Manager Kimberly Bullen, Chief Financial Officer Jay Valentine, Assistant to the City Manager Johnny McFarland, Parks and Recreation Director Ken Sherbenou, Community Development Director Tamra Allen, Deputy City Clerk Krystle Koehler, and City Clerk Selestina Sandoval.

### 1. Discussion Topics

#### a. Parks Impact Fee Update and Discussion

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. 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.

Overview:

- An MAI appraiser reviewed transactions, resulting in two new options:

OpenAI. (2025). *ChatGPT* [Large language model]. <https://chatgpt.com>

- Option 3A: Refined sales data → ~\$113K/acre
- Option 3B: Appraised values → ~\$90K/acre

Key Points:

- Both methodologies are legally defensible.
- Option 3B uses a larger dataset and may better reflect market value.
- Lower fees = reduced cost burden on housing, but:
  - Tradeoff: less revenue for future park development.

Council Discussion Themes:

- Strong interest in housing affordability impacts.
- Recognition this is a policy trade-off (short-term affordability vs. long-term park funding).
- Some skepticism about how much fees truly affect affordability, but agreement that incremental reductions matter.

Direction:

- Consensus to move forward with Option 3B (~\$90K/acre).

**b. Councilmember Ballard's Deployment**

Overview:

- Discussion of Councilmember Ballard's military deployment and ability to serve.

Key Topics:

- Legal clarity: Whether a resolution is needed to excuse absences.
- Access & representation: Communication with constituents while deployed.
- Technology: Confirmed ability to attend meetings remotely.
- Risk scenario: What happens if multiple meetings are missed.

Council Positions:

- Split views:
  - Some support a resolution now for legal certainty.
  - Others see it as unnecessary unless absences occur.

Key Themes:

- Strong support for Ballard's service.
- Emphasis on maintaining representation and flexibility.
- Recognition of legal ambiguity in charter vs. state law.

Direction:

- Informal direction to bring resolution forward for consideration at a regular meeting.

### **c. Councilmember Communication and Decorum**

#### Overview:

- Discussion initiated regarding tone, accuracy, and professionalism in council communications.

#### Key Concerns Raised:

- Misstatements of fact in public forums.
- Disparaging language toward:
  - Staff
  - Community partners
  - Other councilmembers
- Impact on public trust and relationships.

#### Themes:

- Distinction between:
  - Policy disagreement (acceptable)
  - vs. personal attacks / misinformation (problematic)
- Need for:
  - Respectful communication
  - Accurate public statements
  - Stronger working relationships

#### Councilmember Response:

- Acknowledgment of need to improve tone and effectiveness.
- Commitment to work on communication and collaboration.

#### Outcome:

- No immediate censure.
- Expectation of improved conduct moving forward.

## **2. Council Communication**

#### Items Discussed:

- Upcoming Mayor/Mayor Pro Tem rotation and board assignments.
- CML (Colorado Municipal League) conference registration.
- Advocacy updates deferred.

## **3. Next Workshop Topics**

#### Planned items include:

- 7th & 9th Street conceptual study (transportation/CMU connection)

OpenAI. (2025). *ChatGPT* [Large language model]. <https://chatgpt.com>

- Public land use in development calculations
- Possible workshop on 29 Road item
- Discussion of mayoral rotation and board assignments
- Recreation center tour (upcoming)

#### **4. Other Business**

- **Urban Trails Committee**
  - Interview Committee updated Council on their selections for the vacancies.
- **Downtown Development Authority (DDA)**
  - Interview Committee updated Council on their selections for the vacancies.
- **Zoning Board of Appeals**
  - Proposed shift to role-based appointments (by Planning Commission position rather than individual).
  - Ensures continuity and efficiency.
- **Teacher Appreciation Week Proclamation**
  - General support to issue civic proclamation going forward.

#### **5. Adjournment**

There being no further business, the workshop was adjourned at 8:09 p.m.

**GRAND JUNCTION CITY COUNCIL  
MINUTES OF THE SPECIAL MEETING EXECUTIVE SESSION**

**City Hall Administration Conference Room  
March 30, 2026**

**Call to Order**

Council President Kennedy called the Special Meeting of the Grand Junction City Council to order at 3:04 p.m. on the 30<sup>th</sup> day of March 2026.

Councilmembers Robert Ballard, Scott Beilfuss, Laurel Lutz, Jason Nguyen, Anna Stout, Ben Van Dyke, and Council President Cody Kennedy were present.

Interim City Attorney Jeremiah Boies and Consultant Dan Petersen (virtual) were also present.

**Executive Session**

Councilmember Ballard moved, and Councilmember Lutz seconded to convene into ***EXECUTIVE SESSION TO DISCUSS PERSONNEL MATTERS UNDER AND PURSUANT TO SECTION 24-6-402(4)(f)(I) C.R.S. OF THE OPEN MEETINGS LAW PERTAINING TO COUNCIL PERFORMANCE REVIEW OF THE CITY MANAGER. THE CITY MANAGER HAS NOT REQUESTED DISCUSSION IN OPEN SESSION.***

It was a unanimous 7-0 vote to convene in Executive Session for the stated purpose.

Upon completion of the Executive Session, Councilmember Stout moved, and Councilmember Lutz seconded to adjourn the Executive Session. The motion carried 7-0.

The Special Meeting was reconvened at 3:32 p.m.

**Adjournment**

There being no further business, the meeting adjourned at 3:33 p.m.

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Selestina Sandoval, MMC

City Clerk



**Grand Junction City Council**  
**Minutes of the Regular Meeting**

**April 1, 2026**

**Call to Order, Pledge of Allegiance, Moment of Silence**

The City Council of the City of Grand Junction convened into regular session on the 1<sup>st</sup> day of April, at 5:30 p.m. Those present were Councilmembers Robert Ballard, Scott Beilfuss, Laurel Lutz, Jason Nguyen, Anna Stout, Ben Van Dyke, and Council President Cody Kennedy.

Also present were City Manager Mike Bennett, Interim City Attorney Jeremiah Boies, Environmental Compliance and Sustainability Manager Ashley Firl, Utilities Director Randi Kim, Chief Financial Officer Jay Valentine, City Clerk Selestina Sandoval, and Deputy City Clerk Krystle Koehler.

Council President Kennedy called the meeting to order and led the audience in the Pledge of Allegiance, followed by a moment of silence.

**Proclamations**

**Proclaiming April 2026 as National Donate Life Month in the City of Grand Junction**

Council President Kennedy read the proclamation, and Executive Director of the Chris Klug Foundation Jessi Rochel accepted it.

**Proclaiming April 2026 as Water Conservation Month in the City Grand Junction**

Councilmember Lutz read the proclamation, and Utilities Director Randi Kim accepted it.

**Appointments**

**To the Urban Trails Committee**

Councilmember Nguyen moved, and Councilmember Ballard seconded to reappoint Athena Fouts and to appoint Killian Bailey, Breanna Gonzalez, Imad Burleigh and David Thornton to the Urban Trails Committee for full terms expiring June 30, 2029. Motion carried by a unanimous voice vote.

**To the Downtown Development Authority Business Improvement District**

Councilmember Stout moved, and Councilmember Van Dyke seconded to reappoint Karli Hyland and to appoint Jeremy Arthur to the Downtown Development

Authority/Downtown Grand Junction Business Improvement District for full terms expiring June 30, 2030. Motion carried by a unanimous voice vote.

### **To the Zoning Board of Appeals**

Councilmember Ballard moved, and Councilmember Lutz seconded to appoint the Planning Commission Chair, the 1<sup>st</sup> Alternate Planning Commissioner and the 2<sup>nd</sup> Alternate Planning Commissioner to the Zoning Board of Appeals. Motion carried by a unanimous voice vote.

### **Public Comments**

Public comments were heard from Thomas Copp, Shilo Mcgruff, Cindy Ficklin, Hogan Peterson, Ken Adamson, Ed Kowalski, Ruth Kinnett, Lisa Fry, Molly Heckman, Diane Schwenke, Theresa Cambron, Raquel Sienna, Courtney Webb, Paul Reinwick, Dennis Simpson and Rowdy Allen.

### **City Manager Report**

City Manager Mike Bennett reported that the City is encouraging residents to apply for the new Judicial Performance Committee. He also noted that the Mayor, Mayor Pro Tem, and department directors participated in events with the Grand Junction Chamber of Commerce. Additionally, a Community Conversation was held at Perdita's Coffee. He concluded by reporting on a citywide presentation focused on core values, fundamentals, and best practices, and by highlighting that the Downtown Colorado, Inc. conference was being held in Grand Junction.

### **Boards and Commission Liaison Reports**

Councilmember Beilfuss gave an update regarding the Homeless Coalition, Riverside Technology Corp. and the Business Incubator Center.

Councilmember Ballard reported on the Forestry Board.

Councilmember Van Dyke reported on the (DDA) Downtown Development Authority mobility hub, and April 18<sup>th</sup>, 2026, is the Grand Valley River Cleanup from Palisade to Fruita.

Councilmember Lutz gave an update on the Commission on Arts and Culture which will be selecting art for the new Community Recreation Center and reported on the Grand Junction Housing Authority.

Councilmember Stout reported on the Colorado Municipal League (CML).

## **CONSENT AGENDA**

### **1. Approval of Minutes**

- a. Minutes of the March 18, 2026 Regular Meeting

### **2. Agreements**

- a. Agreement for Palisade Pool Operations

### **3. Procurements**

- a. Authorize the Contract to Provide and Install Furniture at the Community Recreation Center (CRC)

### **4. Resolutions**

- a. A Resolution Authorizing an Application Great Outdoors Colorado (GOCO) Community Impact Program for Riverfront Trail Completion
- b. A Resolution to Adopt Wildfire Resiliency Code Fees
- c. A Resolution Supporting a Grant Application to the Statewide Internet Portal Authority (SIPA) for Procurement, Project Management, and Permitting Software Systems – **MOVED TO THE REGULAR AGENDA**
- d. A Resolution Approving the Settlement of New National Opioids Six Remnant Defendants Lawsuit and Authorizing the City Manager to Sign Settlement Agreement

Councilmember Nguyen moved, and Councilmember Ballard seconded to adopt Consent Agenda Item #1-4, excluding item 4.c. Motion carried by a unanimous voice vote.

## **REGULAR AGENDA**

### **4.c. A Resolution Supporting the Grant Application to the Statewide Internet Portal Authority (SIPA) for Procurement, Project Management, and Permitting Software Systems**

Staff sought City Council support to pursue grant funding through the Statewide Internet Portal Authority (SIPA) to assist with the acquisition and implementation of software solutions for procurement & contracting, project management, and right-of-way permitting. These tools would improve efficiency, transparency, and coordination across

departments while leveraging recent investments in enterprise systems, keeping in alignment with the City's Core Values of Continuous Improvement, Collaborative Partnerships, and Exemplary Service to our community.

Chief Financial Officer Jay Valentine gave a brief presentation and was available to answer questions from council.

Comments were heard from Councilmember Beilfuss.

Councilmember Van Dyke moved, and Councilmember Stout seconded to adopt Resolution No.31-26, a resolution approving City Manager to submit a grant application to Colorado's Statewide Internet Portal Authority for purchase and implementation of improved procurement, project management, and permitting software systems. Motion carried by a unanimous voice vote.

Council took a short break at 6:39 p.m.

Council resumed at 6:49 p.m.

**5.a.i. An Ordinance Amending the Water and Sewers Code Section 13.40  
Graywater Control Program**

The City adopted a Graywater Control Program by ordinance in 2022 to comply with the State of Colorado's Regulation 86 – Graywater Control Regulation (5 CCR 1002-86). Staff recommended amending the ordinance to incorporate recent updates to Regulation 86, to maintain consistency with state requirements, and preserve alignment with the structure of the Grand Junction Municipal Code.

Environmental Compliance and Sustainability Manager Ashley Firl gave a presentation and was available to answer questions from council.

Comments were heard from Councilmember Beilfuss.

The public hearing opened at 6:57 p.m.

No comments were heard.

The public hearing closed at 6:57 p.m.

There were no further comments heard from Council.

Councilmember Nguyen moved, and Councilmember Van Dyke seconded to adopt Ordinance No. 5316, an ordinance amending Section 13.40 of the Grand Junction Municipal Code (GJMC) regarding the Graywater Control Program, on final passage

and ordered final publication in pamphlet form. Motion carried by a unanimous roll call vote.

**5.a.ii. An Ordinance for Downtown Development Authority ("DDA")  
Supplemental Appropriation**

The budget is adopted by City Council through an appropriation ordinance to authorize spending at a fund level based on the line-item budget. Supplemental appropriations are also adopted by ordinance and are required when the adopted budget is increased to re-appropriate funds for capital projects or significant operating programs that began in one year and need to be carried forward to the current year to complete.

Supplemental appropriations are also required to approve new projects or expenditures. The DDA Board authorizes the district budget through resolution and the City Council authorizes spending through ordinance. This supplemental appropriation is to authorize the carryforward of the fourth payment to Conjunction Junction, LLC ("Developer") and the carryforward of grant funding for the Terminal project, as well as new spending of a grant awarded to the DDA on behalf of the GJ Union Depot, and funding for the acquisition of a parking lot in support of the Terminal project.

Chief Financial Officer Jay Valentine gave a presentation and was available to answer questions from council.

There were no comments heard from Council.

The public hearing opened at 7:02 p.m.

No comments were heard.

The public hearing closed at 7:02 p.m.

Councilmember Stout moved, and Councilmember Lutz seconded to adopt Ordinance No. 5317, an ordinance making supplemental appropriations to the 2026 Budget of the Downtown Development Authority for the year beginning January 1, 2026, and ending December 31, 2026, on final passage and ordered final publication in pamphlet form. Motion carried by a unanimous roll call vote.

**6.a. A Resolution of the City Council of the City of Grand Junction,  
Colorado, Excusing Councilmember Ballard From Certain Absences  
During Military Deployment and Authorizing Remote Participation**

Councilmember Ballard recused himself and left the auditorium at 7:06 p.m.

At the City Council's regular meeting on January 21, 2026, Councilmember Ballard advised Council that he will be deployed in connection with his duties as a member of

the Army National Guard. This resolution is submitted for Council's consideration pursuant to Section 37 of the Grand Junction Charter to excuse Councilmember Ballard's absences and to authorize his remote participation in Council meetings during such deployment. Council discussed this item at the March 30, 2026 workshop, with direction to bring this resolution back to the April 1, 2026 Regular Meeting.

City Manager Mike Bennett and Interim City Attorney Jeremiah Boies gave a brief presentation and were available to answer questions from council.

Comments were heard from Councilmember Stout, Lutz, Beilfuss, Nguyen and Council President Kennedy.

Councilmember Van Dyke moved, and Councilmember Lutz seconded to adopt a Resolution of the City Council of the City of Grand Junction, Colorado, excusing Councilmember Ballard from certain absences during military deployment and authorizing remote participation. Motion carried 6-0 by a unanimous roll call vote.

Councilmember Ballard returned to the auditorium at 7:22 p.m.

#### **7. Non-Scheduled Comments**

Comments were heard from Ken Adamson and Thomas Copp.

#### **8. Other Business**

City Manager Bennett gave an update on the City Attorney selection process and the need for a committee of two Councilmembers to choose a recruitment firm after an RFP process.

Council requested an update of the follow up with Mesa County Valley School District 51 regarding Orchard Mesa Pool.

#### **9. Adjournment**

The meeting adjourned at 7:30 p.m.

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Selestina Sandoval, MMC

City Clerk





**Grand Junction City Council**

**Workshop Session**

**Item #2.a.i.**

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**Meeting Date:** April 15, 2026  
**Presented By:** Tamra Allen, Community Development Director  
**Department:** Community Development  
**Submitted By:** Tamra Allen, Community Development Director

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**Information**

**SUBJECT:**

Introduction of an Ordinance Amending Section 21.02.070 of the Zoning and Development Code Related to And Concerning Development Impact Fees and Authorization to Issue Refunds of New Fee Schedule Differences Between January 1, 2026 and the Effective Date of this Ordinance, and Setting a Public Hearing for May 6, 2026

**EXECUTIVE SUMMARY:**

The City contracted with TischlerBise to update its 2019 on the 5-year requisite timeline for which a new fee schedule and changes to the GJMC were 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, was made available throughout the process on <https://engagegj.org/impact-fees-study>.

The City 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 and to reconsider the timing for future fee study updates. In late 2025, the City received an additional request from the HBA to not collect the increase to the adopted parks fees that were scheduled to become effective on January 1, 2025. The request included postponing the implementation of a new fee schedule until a review of the park impact fee had been completed and Council had made a decision on whether the fees should be adjusted.

The City Council held a workshop on November 3, 2025, to discuss the park fee and provided direction to staff to work on revising the methodology related to the calculation of the average cost per acre of park land. At a December 15, 2025, workshop, three options related to fees were presented, for which City Council directed staff to revise

the park fee. At that time, Council also directed staff to prepare modifications to the time in which a new fee study is required to be updated, suggesting that a study only be updated periodically, as needed. Further, Council directed staff that should the council adopt a revised schedule based on TischlerBise's revised park fee, that any parks fee collected after January 1, 2026 (consistent with Ordinance No. 5250) and the effective date of a revised fee, for which a difference in fee amount exists, that difference in fee amount be refunded to the developer. The Council was again convened in a workshop on March 30th to discuss the park fee. At that time, Council provided direction to staff to advance further revisions to the park land valuation and the resulting fee, as well as provided direction in support of code changes revising the 1) the frequency for updating the fee study and 2) clarifications to the provision for fee offset specifically related to projects that had previously paid an in-lieu fee or otherwise dedicated land for open space.

The Planning Commission has authority to review and provide recommendations for text changes (not fees) to the GJMC. The fee table (and amount) is the exclusive purview of the City Council. This request pertains to revisions of Section 21.07.070 that would result in revisions to GJMC regarding 1) the frequency for updating the fee study and 2) clarifications to the provision for fee offset specifically related to projects that had previously paid an in-lieu fee or otherwise dedicated land for open space 3) update the fee table and 4) consideration of refunds for fees paid since January 1, 2026.

**BACKGROUND OR DETAILED INFORMATION:**

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 and changes to the GJMC were adopted on April 2, 2025, by Ordinance No. 5280. TischlerBise performed the fee study update, revising the methodology on numerous occasions based on staff, a council-appointed stakeholder group, and city council input. The process also included 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, was made available throughout the process on <https://engagegj.org/impact-fees-study>.

This effort resulted in the council adopting various revisions to the GJMC along with a new fee schedule. The adopted ordinance included revisions to the GJMC, notably removing the requirement for residential development to dedicate parkland or otherwise pay an in lieu fee. The revisions to the GJMC became effective on May 5, 2025, while the new fee schedule that included a three-year stepped implementation became effective January 1, 2026.

The city 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 and to reconsider the timing for future fee study updates.

In late 2025, the City received an additional request from the HBA to not collect the increase to the adopted parks fees that were scheduled to become effective on January 1, 2025. The request included postponing the implementation of a new fee schedule until a review of the park impact fee had been completed and Council had made a decision on whether the fees should be adjusted.

The City Council held a workshop on November 3, 2025, to discuss the park fee and provided direction to staff to work on revising the methodology related to the calculation of the average cost per acre of park land. At a December 15, 2025, workshop, three options related to fees were presented, for which City Council directed staff to revise the park fee. At that time, Council also directed staff to prepare modifications to the time in which a new fee study is required to be updated, suggesting that a study only be updated periodically, as needed. Further, Council directed staff that should the council adopt a revised schedule based on TischlerBise's revised park fee, that any parks fee collected after January 1, 2026 (consistent with Ordinance No. 5250) and the effective date of a revised fee, for which a difference in fee amount exists, that difference in fee amount be refunded to the developer. The Council was again convened in a workshop on March 30th to discuss the park fee. At that time Council provided direction to staff to advance further revisions to the park land valuation and the resulting fee, as well as provided direction in support of code changes revising the 1) the frequency for updating the fee study and 2) clarifications to the provision for fee offset specifically related to projects that had previously paid an in-lieu fee or otherwise dedicated land for open space.

The Planning Commission has authority to review and provide recommendations for text changes (not fees) to the GJMC. Proposed code revisions impact Section 21.02.070 of the GJMC with the specific revisions (strikethrough and underscore) being attached for review. In summary, the revisions include the following

**§21.02.070(11(i)) Review.** The Code currently requires review of impact fee study every 6 years and update no less than every 8 years. The proposed revision requires review periodically; should issues be identified the city would be compelled to update the study

**§21.02.070(a)(12) Impact Fee Schedule - Fire, Police, Parks and Recreation, and Transportation.** Removing and replacing the fee schedule. Planning Commission does not have authority to review and recommend fees. This included in the draft ordinance for reference only.

**§21.02.070(a)(5)(i)(F) Prior Conditions and/or Agreements.** Proposed revisions include clarification and inclusion of fee offsets for previously paid open space dedication/in-lieu fees. It provides direction that the fee offset will be applied at time of planning clearance, the manner of calculation, and the opportunity for an applicant to request a cash payment for fee offset at discretion of city manager and subject to budgetary conditions.

**Refund of new fee schedule difference.** Not include in changes to Title 21, but included in the ordinance is the authorization to issue refunds for fees paid between Jan 1, 2026 and effective date of ordinance in an amount that is the difference.

## **NOTIFICATION REQUIREMENTS**

Notice was completed as required by Section 21.02.030(g).

## **ANALYSIS**

The criteria for review are set forth in Section 21.02.050(d) of the Zoning and Development Code, which provides that the City may approve an amendment to the text of the Code if the applicant can demonstrate evidence proving each of the following criteria:

**(A) Consistency with Comprehensive Plan.** The proposed Code Text Amendment is generally consistent with applicable provisions of the Comprehensive Plan.

The Comprehensive Plan provides relevant goals and strategies regarding impact fees as follows:

*5. Plan for and ensure fiscally responsible delivery of City services and infrastructure. B. Cost of Growth. Periodically update impact fee study. Maintain an efficient and fair system of fees and development requirements that assess the costs and benefits of financing public facilities and services, the need for which is generated by new development, and redevelopment, assessing for: a proportional share, consistent with adopted City policy, of the cost of public improvements outside the development boundaries that is directly attributable to that development; and the full cost of all public improvements required by the development within the boundaries of that development.*

*1. Provide a safe and accessible network of parks, recreational amenities, open space, and trails. B. Reasonable Investment. Ensure that new development reasonably invests in maintaining capital improvements in parks and open space (impact fees).*

The proposed amendment is consistent with the Comprehensive Plan's goals related to periodic study updates and maintaining an efficient and fair system of fees for new development. Staff finds this criterion has been met.

**(B) Consistency with Zoning and Development Code Standards.** The proposed Code Text Amendment is consistent with and does not conflict with or contradict other provisions of this Code.

The amendment is procedural in nature and does not conflict with or contradict other provisions of the code. Staff finds this criterion has been met.

## **(C) Specific Reasons**

The proposed Code Text Amendment shall meet at least one of the following specific

reasons:

a. To address trends in development or regulatory practices;  
The amendment is procedural in nature and is generally reflective of common practices for fee study updates and fee offsets.

b. To expand, modify, or add requirements for development in general or to address specific development issues;  
Not applicable.

c. To add, modify or expand zone districts; or  
Not applicable.

d. To clarify or modify procedures for processing development applications.  
Not applicable.

Staff finds this criterion has been met.

### **FINDING OF FACT AND RECOMMENDATION**

After reviewing the proposed amendments, the following finding of fact has been made:

In accordance with Section 21.02.050(d) of the Grand Junction Zoning and Development Code, the proposed text amendments to Title 21 are consistent with the Comprehensive Plan and the Zoning & Development Code Standards and meet at least one of the specific reasons outlined.

Therefore, staff recommends approval of the request and the Planning Commission will provide a recommendation at their April 14 hearing.

### **FISCAL IMPACT:**

There is no fiscal impact related to this request.

### **SUGGESTED ACTION:**

I move to introduce an Ordinance amending Title 21 of the Zoning and Development Code of the Grand Junction Municipal Code Regarding Development Impact Fees and Authorization to Issue Refunds of New Fee Schedule Differences Between January 1, 2026 and the Effective Date of this Ordinance, and Setting a Public Hearing for May 6, 2026.

### **Attachments**

1. Ordinance 5250
2. HBA letter regarding parks acquisition fees 10.3.25
3. PRAB Letter Concerning the 2026 update to impact fees 1 16 26
4. FINAL Revised\_v2\_Grand Junction CO Dev Impact Fee Study\_04.07.26
5. ORD-Impact Fee 04.15.2026



**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.~~

~~(iii) 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 or 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:**

		Fire	Police	Parks and Recreation	Transportation
<b>Single-Family</b>					
<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
<b>Manufactured Home in a Manufactured Housing Community</b>	Pad	\$751	\$323	\$1,333	\$3,196
<b>Multi-family</b>	Dwelling	\$494	\$212	\$897	\$2,881
<b>RV Park</b>	Pad	\$494	\$212	—	\$3,196
<b>Hotel/Lodging</b>	1,000 square feet	\$517	\$218	—	\$3,972 [1]
<b>Retail/Commercial</b>	1,000 square feet	\$517	\$218	—	\$7,227
<b>Convenience Commercial (Gas station/Drive Thru)</b>	1,000 square feet	\$517	\$218	—	\$15,364
<b>Office</b>	1,000 square feet	\$202	\$86	—	\$5,799
<b>Institutional/Public</b>	1,000 square feet	\$202	\$86	—	\$1,426
<b>Industrial</b>	1,000 square feet	\$70	\$30	—	\$2,025
<b>Warehousing</b>	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:**

Unit Size	Development Unit	Fire			Police			Transportation			Parks		
		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	\$3,895
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	\$1,589	\$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 5<sup>th</sup> 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 5<sup>th</sup> 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 2<sup>nd</sup> 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 7<sup>th</sup> day of April 2025.

  
Deputy City Clerk

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





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 3<sup>rd</sup>

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

**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

# ***2025 Impact Fee Study***

*Prepared for:*

**City of Grand Junction, Colorado**

April 7, 2026

*Prepared by:*



4701 Sangamore Road  
Suite S240  
Bethesda, Maryland 20816

[www.tischlerbise.com](http://www.tischlerbise.com)

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## EXECUTIVE SUMMARY

Impact fees are one-time payments for new development's proportionate share of the capital cost of infrastructure. The following study addresses the City of Grand Junction's Municipal Facilities, Fire, Police, Multimodal Transportation, and Parks & Recreation facilities. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive funding strategy to ensure provision of adequate public facilities. Impact fees may only be used for capital improvements or debt service for growth-related infrastructure. They may not be used for operations, maintenance, replacement of infrastructure, or correcting existing deficiencies. Although Colorado is a "home-rule" state and home-rule municipalities were already collecting "impact fees" under their home-rule authority granted in the Colorado Constitution, the Colorado Legislature passed enabling legislation in 2001, as discussed further below.

### COLORADO IMPACT FEE ENABLING LEGISLATION

For local governments, the first step in evaluating funding options for facility improvements is to determine basic options and requirements established by state law. Some states have more conservative legal parameters that basically restrict local government to specifically authorized actions. In contrast, "home-rule" states grant local governments broader powers that may or may not be precluded or preempted by state statutes depending on the circumstances and on the state's particular laws. Home rule municipalities in Colorado have the authority to impose impact fees based on both their home rule power granted in the Colorado Constitution and the impact fee enabling legislation enacted in 2001 by the Colorado General Assembly.

Impact fees are one-time payments imposed on new development that must be used solely to fund growth-related capital projects, typically called "system improvements". An impact fee represents new growth's proportionate share of capital facility needs. In contrast to project-level improvements, impact fees fund infrastructure that will benefit multiple development projects, or even the entire service area, as long as there is a reasonable relationship between the new development and the need for the growth-related infrastructure.

According to Colorado Revised Statute Section 29-20-104.5, impact fees must be legislatively adopted at a level no greater than necessary to defray impacts generally applicable to a broad class of property. The purpose of impact fees is to defray capital costs directly related to proposed development. The statutes of other states allow impact fee schedules to include administrative costs related to impact fees and the preparation of capital improvement plans, but this is not specifically authorized in Colorado's statute. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive portfolio to ensure adequate provision of public facilities. Because system improvements are larger and costlier, they may require bond financing and/or funding from other revenue sources. To be funded by impact fees, Section 29-20-104.5 requires that the capital improvements must have a useful life of at least five years. By law, impact fees can only be used for capital improvements, not operating or maintenance costs. Also, impact fees cannot be used to repair or correct existing deficiencies in existing infrastructure.

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## ADDITIONAL LEGAL GUIDELINES

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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**

**Proposed 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	\$1,207	\$179	\$2,853	\$5,246
851 to 1,000	Dwelling	\$648	\$655	\$1,561	\$232	\$3,655	\$6,751
1,001 to 1,250	Dwelling	\$822	\$830	\$1,979	\$294	\$4,610	\$8,535
1,251 to 1,500	Dwelling	\$1,016	\$1,026	\$2,446	\$364	\$5,658	\$10,510
1,501 to 2,000	Dwelling	\$1,276	\$1,289	\$3,074	\$457	\$7,064	\$13,160
2,001 to 2,500	Dwelling	\$1,550	\$1,566	\$3,733	\$555	\$8,534	\$15,938
2,501 to 3,000	Dwelling	\$1,764	\$1,782	\$4,248	\$632	\$9,704	\$18,130
3,001 to 3,500	Dwelling	\$1,944	\$1,964	\$4,683	\$696	\$10,674	\$19,961
3,501 and greater	Dwelling	\$2,098	\$2,120	\$5,053	\$751	\$11,517	\$21,539

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%
<b>Total</b>	<b>42,070</b>	<b>100%</b>

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
<b>Residential Share</b>				<b>63%</b>
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
<b>Nonresidential Share</b>				<b>37%</b>
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).

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## IMPACT FEE COMPONENTS

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### 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
<b>Total</b>	<b>99,277</b>

**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%
<b>LOS: Sq. Ft. per Person</b>	<b>0.772</b>
<b>LOS: Sq. Ft. per Vehicle Trip</b>	<b>0.137</b>

**Cost Analysis**

Cost per Square Foot*	\$725
LOS: Square Feet per Person	0.772
<b>Cost per Person</b>	<b>\$559.71</b>
LOS: Square Feet per Vehicle Trip	0.137
<b>Cost per Vehicle Trip</b>	<b>\$99.25</b>

\*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
<b>Total**</b>		<b>51</b>	<b>\$334,922</b>	<b>\$17,081,000</b>

**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%
<b>LOS: Units per Person</b>	<b>0.00040</b>
<b>LOS: Units per Vehicle Trip</b>	<b>0.00007</b>

**Cost Analysis**

Average Cost per Unit	\$334,922
LOS: Units per Person	0.00040
<b>Cost per Person</b>	<b>\$132.83</b>
LOS: Units per Vehicle Trip	0.00007
<b>Cost per Vehicle Trip</b>	<b>\$23.55</b>

\*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
	Nonresidential	0.137		per Vehicle Trip
				\$725

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	
<b>Projected Expenditure</b>			<b>\$9,658,550</b>	<b>\$4,257,315</b>	<b>\$13,915,865</b>	
<b>Growth-Related Expenditure on Fire Facilities</b>					<b>\$13,915,865</b>	

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	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	
<b>Projected Expenditure</b>			<b>\$2,292,126</b>	<b>\$1,010,328</b>	<b>\$3,302,454</b>	
<b>Growth-Related Expenditure on Fire Apparatus</b>					<b>\$3,302,454</b>	

**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
<b>Total</b>	<b>\$4,814,000</b>	<b>\$3,032,820</b>		<b>\$37.76</b>	<b>\$1,781,180</b>		<b>\$6.96</b>

<b>Discount Rate</b>	<b>5.0%</b>		<b>5.0%</b>
<b>Net Present Value</b>	<b>\$24.37</b>		<b>\$4.47</b>

**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)
<b>Total</b>	<b>\$668.16</b>	<b>\$118.34</b>

Residential Fees per Development Unit					
Unit Size	Development Unit	Persons per Unit <sup>1</sup>	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 <sup>1</sup>	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
<b>Total Expenditures</b>	<b>\$17,218,319</b>	<b>\$17,218,319</b>

**Projected Fire and Rescue Impact Fee Revenue**

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

## 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
<b>Residential</b>				
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	
<i>Residential Subtotal</i>			1,097,892	<b>63%</b>
<b>Nonresidential</b>				
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	
<i>Nonresidential Subtotal</i>			638,364	<b>37%</b>
<b>TOTAL</b>			<b>1,736,256</b>	<b>100%</b>

**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
<b>Total</b>	<b>140,397</b>

**Level-of-Service (LOS) Standards**

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

**Cost Analysis**

Cost per Square Foot	\$500
LOS: Square Feet per Person	1.35
<b>Cost per Person</b>	<b>\$675.02</b>
LOS: Square Feet per Job	0.82
<b>Cost per Job</b>	<b>\$412.36</b>

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 Facilities	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
<b>Ten-Year Increase</b>	<b>17,256</b>	<b>16,590</b>	<b>23,297</b>	<b>13,682</b>	<b>36,979</b>
<b>Projected Expenditure</b>			<b>\$11,648,387</b>	<b>\$6,841,116</b>	<b>\$18,489,503</b>

<b>Growth-Related Expenditure on Municipal Facilities</b>	<b>\$18,489,503</b>
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**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 <sup>1</sup>	Maximum Supportable Fee	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 <sup>1</sup>	Maximum Supportable Fee	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
<b>Total Expenditures</b>	<b>\$18,489,503</b>	<b>\$18,489,503</b>

**Projected Development Impact Fee Revenue**

		Single-Family	Multi-Family	Retail/Comm.	Office	Inst./Public	Industrial
		\$1,566	\$1,026	\$876	\$1,342	\$1,178	\$478
		per unit	per unit	per 1,000 Sq Ft	per 1,000 Sq Ft	per 1,000 Sq Ft	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
						<b>Projected Revenue =&gt;</b>	<b>\$18,117,861</b>
						<b>Total Expenditures =&gt;</b>	<b>\$18,489,503</b>
						<b>General Fund's Share =&gt;</b>	<b>\$371,642</b>

## 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.

City of Grand Junction staff provided TischlerBise with a land cost per acre of \$89,240 based on an average of appraised values from 23 properties representing 189 acres in the City. When this average cost per acre (\$89,240) is applied to the existing level of service standard of 0.0047 acres of park land per person, the cost per person is \$423.24.

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
<b>Total</b>		<b>545.28</b>

**Level-of-Service (LOS) Standards**

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

**Cost Analysis**

Cost per Acre	\$89,240
LOS: Acres per Person	0.0047
<b>Cost per Person</b>	<b>\$423.24</b>

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.

City of Grand Junction staff provided TischlerBise with a land cost per acre of \$89,240 based on an average of appraised values from 23 properties representing 189 acres in the City. When this average cost per acre (\$89,240) is applied to the existing level of service standard of 0.0026 acres of open space land per person, the cost per person is \$235.50.

**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
<b>Total</b>	<b>303.4</b>

**Level-of-Service (LOS) Standards**

Park Population in 2024 (includes 201 Boundary)	114,972
Residential Share	100%
<b>LOS: Acres per Person</b>	<b>0.0026</b>

**Cost Analysis**

Cost per Acre	\$89,240
LOS: Acres per Person	0.0026
<b>Cost per Person</b>	<b>\$235.50</b>

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
<b>Total</b>	<b>694</b>	<b>\$157,464</b>	<b>\$109,279,700</b>

**Level-of-Service (LOS) Standards**

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

**Cost Analysis**

Average Cost per Improvement*	\$157,464
LOS: Improvements per Person	0.0060
<b>Cost per Person</b>	<b>\$950.49</b>

\*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 (\$89,240 per acre), the estimated growth-related expenditure is approximately \$8.7 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	\$89,240

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

<b>Growth-Related Expenditure for Park Land</b>	<b>\$8,682,497</b>
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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 (\$89,240 per acre), the estimated growth-related expenditure is approximately \$4.8 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	\$89,240

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

<b>Growth-Related Expenditure for Open Space</b>	<b>\$4,831,040</b>
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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 \$19.5 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

<b>Growth-Related Expenditure for Park Improvements</b>	<b>\$19,498,671</b>
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**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	\$423.24
Open Space	\$235.50
Park Improvements	\$950.49
Total	\$1,609.22

Residential Fees per Development Unit								
Unit Size	Development Unit	Persons per Unit <sup>1</sup>	Park Land	Park Improv.	Open Space	Maximum Supportable	Current Fees	Increase / (Decrease)
850 or less	Dwelling	0.75	\$317	\$713	\$177	\$1,207	\$988	\$219
851 to 1,000	Dwelling	0.97	\$411	\$922	\$228	\$1,561	\$988	\$573
1,001 to 1,250	Dwelling	1.23	\$521	\$1,169	\$290	\$1,979	\$988	\$991
1,251 to 1,500	Dwelling	1.52	\$643	\$1,445	\$358	\$2,446	\$1,468	\$978
1,501 to 2,000	Dwelling	1.91	\$808	\$1,815	\$450	\$3,074	\$1,468	\$1,606
2,001 to 2,500	Dwelling	2.32	\$982	\$2,205	\$546	\$3,733	\$1,468	\$2,265
2,501 to 3,000	Dwelling	2.64	\$1,117	\$2,509	\$622	\$4,248	\$1,468	\$2,780
3,001 to 3,500	Dwelling	2.91	\$1,232	\$2,766	\$685	\$4,683	\$1,468	\$3,215
3,501 and greater	Dwelling	3.14	\$1,329	\$2,985	\$739	\$5,053	\$1,468	\$3,585

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 \$30.1 million. Projected expenditures total \$33.0 million.

**Figure PR8. Estimated Revenue from Parks & Recreation Impact Fee**

**Infrastructure Costs for Parks**

	<b>Growth Cost</b>
Park Land	\$8,682,497
Open Space	\$4,831,040
Park Improvements	\$19,498,671
<b>Total Expenditures</b>	<b>\$33,012,209</b>

**Projected Development Impact Fee Revenue**

		<b>Single-Family</b>	<b>Multi-Family</b>
		<b>\$4,248</b>	<b>\$1,979</b>
		<b>per unit</b>	<b>per unit</b>
<b>Year</b>		<b>Housing Units</b>	<b>Housing Units</b>
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
<b>Ten-Year Increase</b>		<b>6,130</b>	<b>2,050</b>
<b>Projected Revenue =&gt;</b>		<b>\$26,042,372</b>	<b>\$4,057,655</b>
<b>Projected Revenue =&gt;</b>		<b>\$30,100,027</b>	
<b>Total Expenditures =&gt;</b>		<b>\$33,012,209</b>	
<b>General Fund's Share =&gt;</b>		<b>\$2,912,182</b>	

## 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				
<b>Residential</b>				
Population	62,544		Demand Hours/Day	Person Hours
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
<b>Residential Share</b>				<b>63%</b>
<b>Nonresidential</b>				
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
<b>Nonresidential Share</b>				<b>37%</b>
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).

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## IMPACT FEE COMPONENTS

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### 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
<b>Total</b>	<b>56,031</b>

**Level-of-Service (LOS) Standards**

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

**Cost Analysis**

Cost per Square Foot*	\$625
LOS: Square Feet per Person	0.539
<b>Cost per Person</b>	<b>\$336.74</b>
LOS: Square Feet per Vehicle Trip	0.095
<b>Cost per Vehicle Trip</b>	<b>\$59.32</b>

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
	Nonresidential	0.095		per Vehicle Trip
				\$625

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	
<b>Ten-Year Increase</b>	<b>17,256</b>	<b>42,895</b>	<b>9,298</b>	<b>4,071</b>	<b>13,369</b>	
<b>Projected Expenditure</b>			<b>\$5,810,940</b>	<b>\$2,544,637</b>	<b>\$8,355,576</b>	
<b>Growth-Related Expenditure on Police Facilities</b>					<b>\$8,355,576</b>	

**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
<b>Total</b>	<b>\$19,256,000</b>	<b>\$12,131,280</b>		<b>\$151.11</b>	<b>\$7,124,720</b>		<b>\$27.87</b>

<b>Discount Rate</b>	<b>5.0%</b>		<b>5.0%</b>
<b>Net Present Value</b>	<b>\$97.53</b>		<b>\$17.89</b>

**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 <sup>1</sup>	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 <sup>1</sup>	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**

	<b>Growth Cost</b>
Police Facilities	\$8,355,576
<b>Total Expenditures</b>	<b>\$8,355,576</b>

**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
<b>Projected Revenue =&gt;</b>							<b>\$5,666,476</b>
<b>Total Expenditures =&gt;</b>							<b>\$8,355,576</b>
<b>General Fund's Share =&gt;</b>							<b>\$2,689,100</b>

## 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, 11<sup>th</sup> 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 <sup>1</sup>	Housing Units <sup>1</sup>	Vehicles Available <sup>1</sup>	Housing Mix	Unadjusted PPHU	Adjusted PPHU <sup>2</sup>	Unadjusted VPHU	Adjusted VPHU <sup>2</sup>
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 <sup>3</sup>	AWVTE per HU Based on Vehicles <sup>4</sup>	AWVTE per Housing Unit <sup>5</sup>	
0-1	3.02	4.20	3.61	1. U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates, Public Use Microdata Sample (PUMS) for Colorado PUMA 2501. 2. Represents unadjusted 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.
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	

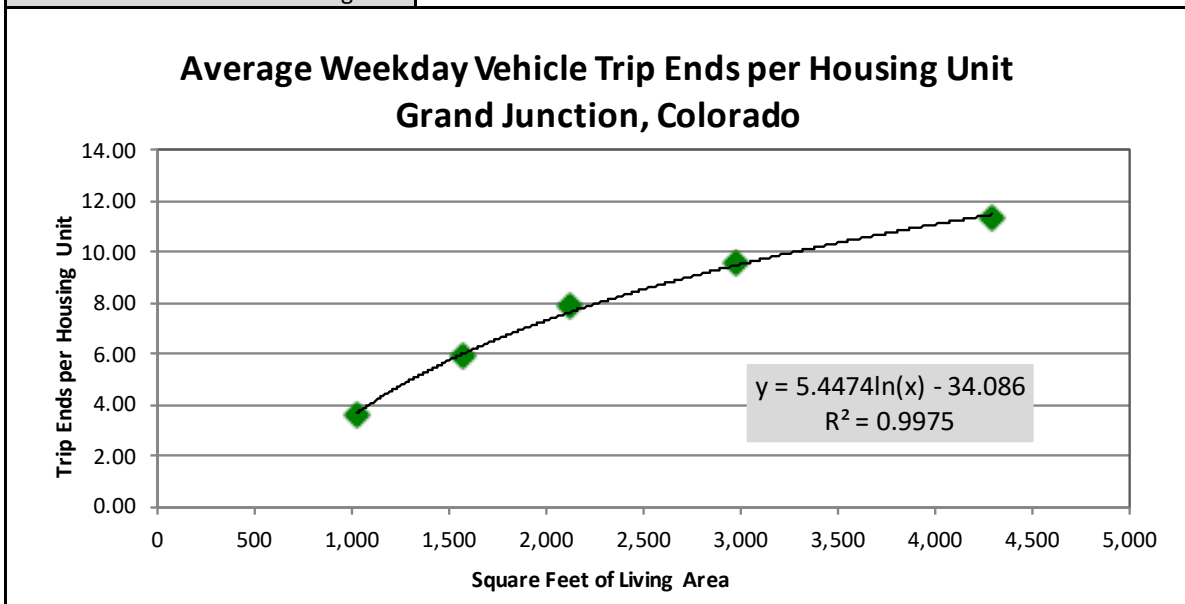
### Vehicle Trip Ends by Housing Size

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, 11<sup>th</sup> 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 ( $0.31 \times 0.50 \times 0.33 = 0.05$ ) 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 <sup>1</sup>	5%
Standard Trip Rate Adjustment	50%
<b>Residential Trip Adjustment Factor</b>	<b>55%</b>

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 ( $0.3099 \times 0.50 \times 0.33 = 0.05$ ) 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://hhts.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
<b>Total</b>						<b>359,836</b>

**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):

$$\text{Person trips} = [(\text{vehicle occupancy}) \times (\text{vehicle trips})] + \text{transit trips} + \text{walk trips} + \text{bike trips}$$

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**

Mode	Residential		Commercial/Retail		Other Nonresidential	
	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%
<b>Total</b>	<b>1,413</b>	<b>100.0%</b>	<b>435</b>	<b>100.0%</b>	<b>203</b>	<b>100.0%</b>

**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):

$$\text{Vehicle trip ends} = [(\text{person trip ends}) \times (\text{vehicle mode share})] / (\text{vehicle occupancy})$$

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  $([9.05 \text{ vehicle trip ends} \times 1.21 \text{ occupancy rate}] / 86.3 \text{ percent vehicle mode share})$ . 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 <sup>1</sup>	Vehicle Occupancy <sup>2</sup>	Vehicle Mode Share <sup>2</sup>	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 <sup>1</sup>	Vehicle Occupancy <sup>2</sup>	Vehicle Mode Share <sup>2</sup>	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
<b>Total</b>						<b>488,921</b>

**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 <sup>1</sup>	Average Trip Length (miles) <sup>2</sup>	Trip Length Adjustment <sup>3</sup>	PMT per Unit <sup>1</sup>
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 <sup>1</sup>	Average Trip Length (miles) <sup>2</sup>	Trip Length Adjustment <sup>3</sup>	PMT per Unit <sup>1</sup>
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
<b>Total</b>	<b>28.26</b>	<b>\$37,382,610</b>	<b>\$29,847,541</b>	<b>\$67,230,152</b>

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
<b>Total</b>						<b>1,759,685</b>

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

Grand Junction, Colorado	Base	1	2	3	4	5	10	10-Year Increase
	2024	2025	2026	2027	2028	2029	2034	
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
<b>Total Person Trips</b>	<b>488,921</b>	<b>499,809</b>	<b>510,698</b>	<b>521,587</b>	<b>532,475</b>	<b>543,364</b>	<b>597,807</b>	<b>108,887</b>
<b>Total PMT</b>	<b>1,759,685</b>	<b>1,801,459</b>	<b>1,843,234</b>	<b>1,885,008</b>	<b>1,926,782</b>	<b>1,968,556</b>	<b>2,177,427</b>	<b>417,742</b>
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
<b>Total</b>	<b>\$6,180,000</b>	<b>\$42,680,000</b>	<b>\$20,000,000</b>	<b>\$68,860,000</b>		<b>\$30.36</b>
					Interest Rate <sup>1</sup>	4.00%
					<b>Credit per PMT</b>	<b>\$18.83</b>

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)
<b>Total</b>	<b>\$253.84</b>

Residential Fees per Development Unit					
Unit Size	Development Unit	PMT per Unit <sup>1</sup>	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 <sup>1</sup>	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
<b>Total</b>	<b>\$113,904,408</b>	<b>\$0</b>	<b>\$113,904,408</b>

		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.

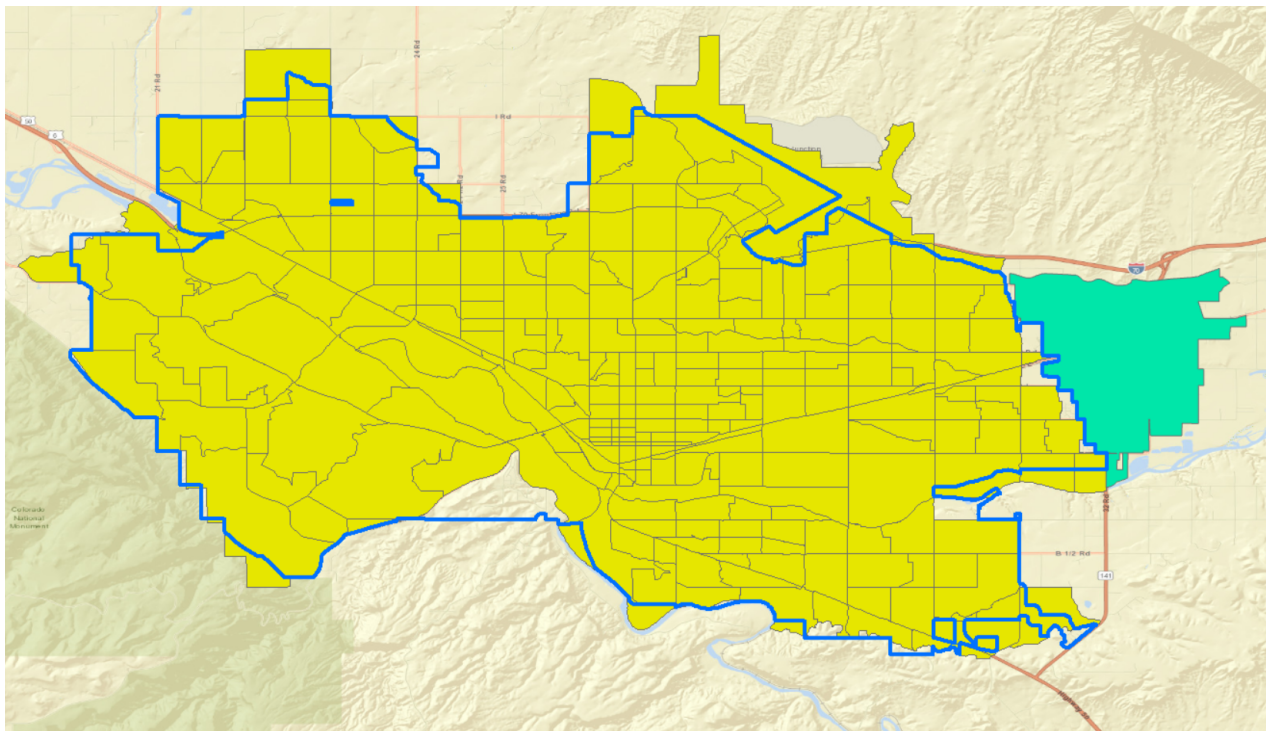
### SUMMARY OF GROWTH INDICATORS

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 edition. 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 <sup>1</sup>	50,729	21,230	2.39	22,266	2.28	74.60%	4.70%
Multi-Family Units <sup>2</sup>	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 <sup>1</sup>	Housing Units <sup>1</sup>	Housing Mix	Unadjusted PPHU	Adjusted PPHU <sup>2</sup>
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 unadjusted PUMS values scaled to control totals for Grand Junction using 2018-2022 American Community Survey (ACS) 5-Year Estimates.

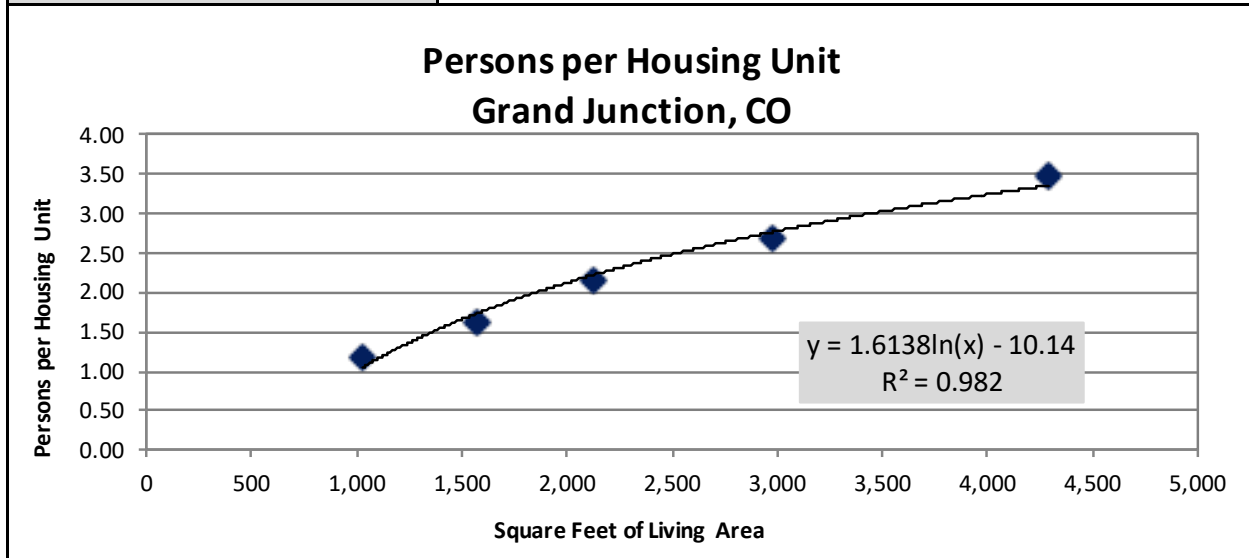
### Occupancy by Housing Unit Size

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 1<sup>st</sup> of each year.

**Figure A7: Grand Junction Residential Development Projections**

	<i>5 year increment &gt;&gt;</i>							
	2024	2025	2026	2027	2028	2029	2034	10-Year
	Base Year	1	2	3	4	5	10	Increase
<b>POPULATION</b>								
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
<b>Total</b>	<b>114,972</b>	<b>117,021</b>	<b>119,070</b>	<b>121,119</b>	<b>123,168</b>	<b>125,217</b>	<b>135,487</b>	<b>20,514</b>
<b>HOUSING UNITS</b>								
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
<b>Grand Junction Total</b>	<b>31,487</b>	<b>32,305</b>	<b>33,123</b>	<b>33,941</b>	<b>34,759</b>	<b>35,577</b>	<b>39,667</b>	<b>8,180</b>
<b>201 Bdry Single-Family</b>	<b>15,453</b>	<b>15,554</b>	<b>15,655</b>	<b>15,756</b>	<b>15,857</b>	<b>15,958</b>	<b>16,471</b>	<b>1,018</b>
<b>Total Housing Units</b>	<b>46,940</b>	<b>47,859</b>	<b>48,778</b>	<b>49,697</b>	<b>50,616</b>	<b>51,535</b>	<b>56,138</b>	<b>9,198</b>

**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 <sup>1</sup>	Share of Total Jobs	2024 Estimated Floor Area <sup>2</sup>
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
<b>Total</b>	<b>62,988</b>	<b>100%</b>	<b>32,522,730</b>

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 1<sup>st</sup> of each year.

**Figure A10: Nonresidential Development Projections**

	2024	2025	2026	2027	2028	2029	2034	10-Year Increase
	Base Year	1	2	3	4	5	10	
<b>EMPLOYMENT BY TYPE</b>								
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
<b>Grand Junction Total</b>	<b>62,988</b>	<b>64,647</b>	<b>66,306</b>	<b>67,965</b>	<b>69,624</b>	<b>71,283</b>	<b>79,578</b>	<b>16,590</b>
<b>NONRES. FLOOR AREA (X 1,000 SF)</b>								
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
<b>Grand Junction Total</b>	<b>32,523</b>	<b>33,182</b>	<b>33,841</b>	<b>34,500</b>	<b>35,160</b>	<b>35,819</b>	<b>39,115</b>	<b>6,592</b>

**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 1<sup>st</sup> of each year.

**Figure A11: Development Projections Summary**

	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	10-Year Increase
	Base Year	1	2	3	4	5	6	7	8	9	10	
<b>POPULATION</b>												
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
<b>Total</b>	<b>114,972</b>	<b>117,021</b>	<b>119,070</b>	<b>121,119</b>	<b>123,168</b>	<b>125,217</b>	<b>127,272</b>	<b>129,326</b>	<b>131,379</b>	<b>133,433</b>	<b>135,487</b>	<b>20,514</b>
<b>HOUSING UNITS</b>												
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
<b>Grand Junction Total</b>	<b>31,487</b>	<b>32,305</b>	<b>33,123</b>	<b>33,941</b>	<b>34,759</b>	<b>35,577</b>	<b>36,395</b>	<b>37,213</b>	<b>38,031</b>	<b>38,849</b>	<b>39,667</b>	<b>8,180</b>
<b>201 Bdry Single-Family</b>	<b>15,453</b>	<b>15,554</b>	<b>15,655</b>	<b>15,756</b>	<b>15,857</b>	<b>15,958</b>	<b>16,061</b>	<b>16,164</b>	<b>16,266</b>	<b>16,369</b>	<b>16,471</b>	<b>1,018</b>
<b>Total Housing Units</b>	<b>46,940</b>	<b>47,859</b>	<b>48,778</b>	<b>49,697</b>	<b>50,616</b>	<b>51,535</b>	<b>52,456</b>	<b>53,377</b>	<b>54,297</b>	<b>55,218</b>	<b>56,138</b>	<b>9,198</b>
<b>EMPLOYMENT BY TYPE</b>												
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
<b>Grand Junction Total</b>	<b>62,988</b>	<b>64,647</b>	<b>66,306</b>	<b>67,965</b>	<b>69,624</b>	<b>71,283</b>	<b>72,942</b>	<b>74,601</b>	<b>76,260</b>	<b>77,919</b>	<b>79,578</b>	<b>16,590</b>
<b>NONRES. FLOOR AREA (X 1,000 SF)</b>												
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
<b>Grand Junction Total</b>	<b>32,523</b>	<b>33,182</b>	<b>33,841</b>	<b>34,500</b>	<b>35,160</b>	<b>35,819</b>	<b>36,478</b>	<b>37,137</b>	<b>37,796</b>	<b>38,456</b>	<b>39,115</b>	<b>6,592</b>

## 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, COLORADO**

**ORDINANCE NO. \_\_\_\_\_**

**AN ORDINANCE AMENDING SECTIONS 21.02 OF THE ZONING AND DEVELOPMENT CODE (TITLE 21 OF THE GRAND JUNCTION MUNICIPAL CODE) RELATED TO AND CONCERNING DEVELOPMENT IMPACT FEES AND AUTHORIZATION TO ISSUE REFUNDS OF NEW FEE SCHEDULE DIFFERENCES BETWEEN JANUARY 1, 2026 AND THE EFFECTIVE DATE OF THIS ORDINANCE.**

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 completed an updated Fee Study, and pursuant to law, the purpose and methodology for calculation and imposition of Fees was reviewed and confirmed. To complete the Fee Study, the City hired TischlerBise, 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. The Fee Study was presented to the City Council.

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.

On April 5, 2025, City Council passed 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.” Ordinance No. 5250 came as the effectuation of the aforementioned Fee Study, which at the time, was required by code every five (5) years (amended to six (6) years in the same Ordinance).

Council at the November 3, 2025 workshop directed staff to review the parks impact fees based on concern the parks impact fee was imposing too high of a burden to the cost of housing. The direction to staff was to determine if those fees could be reduced.

At the December 15, 2025 workshop, TischlerBise presented Council with three additional options arrived through their methodology for calculating parks impact fees, all of which resulted in a lower parks impact fee. TischlerBise presented three variations of parks impact fees based on their methodologies: 1) Removing downtown properties from the calculation; 2) Removing “central city” properties from the calculation; and 3) Removing the highest and three lowest value properties from the calculation. Based on discussion from Council, staff was directed to proceed with the option to remove the highest and three lowest value properties. Using this methodology, TischlerBise created a new parks fees table based on the calculations, which is adopted with this Ordinance.

Additionally, Council directed staff to refund any excess fees collected when the rates from Ordinance No. 5250 becomes effective on January 1, 2026, and when this ordinance becomes effective. The refund is the difference between the higher rates set by Ordinance No. 5250 in effect January 1, 2026, and the rates set by this Ordinance when it becomes effective. This Ordinance accomplishes that direction.

Finally, Council directed staff to amend the code regarding the period to which impact fees are required to be studied, removing the requirements that impact fees be studied at a preset number of years (set by Ordinance No 5250 at six (6) years) and requiring a study conducted by an independent consultant. This Ordinance removes the requirement that impact fees be studied every six (6) years and replaces that with a “periodic” requirement. This Ordinance also removes the requirement that an independent consultant be retained to complete the study.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION IN CONSIDERATION OF THE RECITALS, CHAPTER 21.02 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.)**

§21.02.070(11(i)) Review. The impact fees described in this section and the administrative procedures of this section shall be reviewed periodically by the City Council ~~at least once every six years~~ 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. During this review, should issues, as listed in (i) through (iv), above be identified, the City shall commission ~~At the direction of the City Manager,~~ a new impact fee study shall to be conducted by an independent consultant. ~~no less than every eight years.~~

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

**Remove/Replace Table 21-02-8 Impact Fee Schedule...:**

Replace with Table:

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

Unit Size	Development Unit	Fire	Step Increase*	Police	Step Increase*	Transportation	Step Increase*	Parks	Bi-Annual Step Increase*
		1-Jan-26		1-Jan-26		1-Jan-26		1-Jan-26	
850 or less	Dwelling	\$501	---	\$179	---	\$2,853	---	\$1,025	\$37
851 to 1,000	Dwelling	\$561	\$17	\$232	---	\$3,539	\$23	\$1,084	\$96
1,001 to 1,250	Dwelling	\$590	\$46	\$243	\$10	\$3,698	\$182	\$1,153	\$165
1,251 to 1,500	Dwelling	\$859	\$32	\$357	\$1	\$5,428	\$46	\$1,631	\$163
1,501 to 2,000	Dwelling	\$902	\$75	\$373	\$17	\$5,662	\$280	\$1,736	\$268
2,001 to 2,500	Dwelling	\$948	\$121	\$389	\$33	\$6,541	\$399	\$1,846	\$378
2,501 to 3,000	Dwelling	\$983	\$156	\$402	\$46	\$8,321	\$277	\$1,931	\$463
3,001 to 3,500	Dwelling	\$1,013	\$186	\$413	\$57	\$8,482	\$438	\$2,004	\$536
3,501 or greater	Dwelling	\$1,039	\$212	\$422	\$66	\$8,623	\$579	\$2,066	\$598
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	---		

\* One (1) step increase every six (6) months On Jan 1 and July 1 for three (3) years, Once annually (beginning Jan 1, 2027), inflation will also be added to total fee

...§21.02.070(a)(5)(i)(F) Prior Conditions and/or Agreements

Any Applicant person who prior to January 1, 2026, 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.

- (a) Any Applicant that either dedicated open space or paid an in-lieu fee required for a development and pursuant to §21.05.030(a) of the GJMC prior to being amended by Ordinance No. 5250, will receive a fee offset per lot to be applied to the payment of a parks impact fee due for a Planning Clearance within that same development.
- (b) The fee offset per lot or multi-unit dwelling shall be calculated as the dollar value of the open space dedication, as provided in the MAI Appraisal accepted for the development, or the amount of the in-lieu fee, divided by the total number of lots or multi-unit dwellings in the development.

$$\frac{\text{Dollar value of open space dedication and/or In lieu fee}}{\text{number of lots}} = \text{Fee Offset per lot or multi-unit dwellings}$$

- (c) In substitute of applying the fee offset to existing lots or multi-unit dwellings, an Applicant may request in writing cash for the fee offset. A cash payment of

the fee offset must be approved by the City Manager at their discretion and is subject to budgetary conditions.

**The City Council Further authorizes the following:** Any parks impact fee that is collected between January 1, 2026 and the effective date of this ordinance, shall be refunded to the Applicant in an amount which is the difference between what was paid and the fee made effective by this ordinance. The amount refunded shall be the same dollar amount as said difference, and no interest shall accrue.

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

**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 April 2026 and ordered published in pamphlet form.

**ADOPTED** on second reading this \_\_\_\_ day of May 2026 and ordered published in pamphlet form.

ATTEST:

\_\_\_\_\_  
Cody Kennedy  
President of the City Council

\_\_\_\_\_  
Selestina Sandoval  
City Clerk



## Grand Junction City Council

### Regular Session

Item #3.a.

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**Meeting Date:** April 15, 2026  
**Presented By:** Ken Sherbenou, Parks and Recreation Director  
**Department:** Parks and Recreation  
**Submitted By:** Emily Krause, Recreation Superintendent

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#### Information

##### **SUBJECT:**

Agreement for Mesa County Clifton Community Campus Field Reservations Scheduling

##### **RECOMMENDATION:**

Staff recommends approval of the agreement as proposed.

##### **EXECUTIVE SUMMARY:**

The City of Grand Junction Parks and Recreation Department was asked to manage the reservation process for all programs, special events, sporting events, or shelter reservations for the Long's Park facility in exchange for reimbursement. This includes covering all direct and indirect costs of providing this service. The City and Mesa County first entered into this agreement in January 2019, and it was renewed on October 10, 2023, for a five-year period.

With the completion of the Clifton Community Campus and associated outdoor fields, there are additional spaces available for community rental beyond the facilities at Long's Park. As such, both parties desire to add the scheduling responsibility of the Clifton Community Campus fields to the existing Intergovernmental Agreement signed on October 10, 2023. If approved by City Council, the City will provide these same scheduling responsibilities to the Clifton Community Campus fields. From a customer perspective, having the City oversee the scheduling of Long's Park provides continuity in customer service for large athletic venues that are reserved throughout the community. It also achieves expanded governmental efficiency in the management of the community's resources.

##### **BACKGROUND OR DETAILED INFORMATION:**

Based on the terms of the original agreement, and this amendment to the original agreement, the City agrees to provide all required labor for the Recreation Services

Representative staff to reserve the fields at Clifton Community Campus. The City is responsible for maintaining the software system to complete facility reservations, handle customer payments, and create facility schedules. There are increased operational efficiencies and economies of scale since the City also manages the reservation system and processes for the other park facilities within the Parks and Recreation system such as Canyon View Park, Lincoln Park and the other 33 developed parks. This also allows for a more seamless process for customers during the reservation process. Mesa County, as the park owner, is responsible for all maintenance of the Clifton Community Campus fields including irrigation, mowing, facility repairs, park amenities, and any park improvements. The cost to maintain the park, including repairs, upkeep and utilities shall be the sole expense and liability of the County. The City is responsible for communication with Mesa County by providing schedules of park events and or reservations, allowing Mesa County to schedule and staff the park facility for maintenance or reservation management. The agreement outlines that the City will collect all fees paid to the City by users or customers of Long's Park reservations. The City's annual expenses for overseeing the reservations at Long's Park are \$29,471, and the additional fields reservation responsibility for the fields at the Clifton Community Campus is \$5,541.

Enclosed with this agenda documentation is the executed October 10, 2023 agreement as well as this proposed first amendment to that agreement.

**FISCAL IMPACT:**

Under the terms of the existing Intergovernmental Agreement and proposed amendment, Mesa County will reimburse the City of Grand Junction for all direct and indirect costs associated with managing reservation services. The City's current annual cost for Long's Park is \$29,471. Expanding these services to include the Clifton Community Campus fields is estimated to add \$5,541 annually, for a total annual cost of approximately \$35,012. These costs will be offset through reimbursement from Mesa County and user fees collected by the City.

**SUGGESTED MOTION:**

I move to (authorize/not authorize) the City Manager to execute the First Amendment to the Long's Park Agreement as proposed between the City of Grand Junction and Mesa County.

**Attachments**

- 1. Final 2024 - 2028 Long's Memorial IGA
- 2. City-County Agreement for Parks Prgramming 3.2026

## INTERGOVERNMENTAL AGREEMENT

THIS INTERGOVERNMENTAL AGREEMENT ("Agreement") is made and entered into this \_\_\_\_\_ day of August, 2023, by and between MESA COUNTY, hereinafter called "County" and THE CITY OF GRAND JUNCTION, a Colorado Home Rule City, hereinafter called "City," collectively the "Parties."

### RECITALS

The County is the owner of real property situated at 3117 F Road, in Mesa County, Colorado, known as Long Family Memorial Park, hereinafter called "Park".

The City and the County agree that the provision of recreation programs is important to the public in general and specifically to those persons utilizing Long Family Memorial Park.

In support of the Park, the City and County agree that the City will schedule all recreation activities at Long Family Memorial Park.

An intergovernmental agreement for such purpose is authorized pursuant to Section 18, Article XIV of the Colorado Constitution, Section 29-1-203, C.R.S., Section 22-32-110(1)(f), C.R.S., and other applicable laws.

NOW, THEREFORE, in consideration of the mutual covenants and conditions contained herein and other valuable consideration, the sufficiency of which is acknowledged, the Parties agree as follows:

1. The term of this Agreement will be for five years, commencing January 1, 2024 and ending December 31, 2028, and may be extended for an additional term upon mutual agreement.
2. The City agrees to provide programming for the Park. Programming for purposes of this Agreement is the scheduling and management of all organized, recreational activities at the Park, including but not limited to, youth and adult sports, recreation events and other organized and scheduled sporting events and activities. The County agrees that the standard and customary City/County recreation rules and regulations shall be applied to the programming of the Park. For purposes of scheduling maintenance, the City will provide the County seasonal schedules, with weekly updates, for all City scheduled and programmed activities in the Park. The County acknowledges that the schedule may be subject to change. The City shall provide the County with its schedule via e-mail or fax on a day and time agreed upon by both parties. The County reserves the right to review scheduling and use of the Park and recommend changes in City programming from time to time.
3. As owner of the Park, County agrees to be responsible for maintenance of the Park. Without limiting the generality of that responsibility, the County shall repair and/or replace parking lot improvements, irrigation lines, pump(s) and sprinklers, fences, lights, restrooms, shelters, tables, benches, playground equipment, sign(s), trash receptacles and any other feature, facility or installation of the Park. Furthermore, the County shall mow, water, fertilize, spray, stripe, aerate and maintain all turf grass and playing fields on a schedule and to a condition mutually determined by the City and County.

The cost to maintain the Park, including repairs, upkeep and utilities shall be the sole expense and liability of the County.

4. The County and City agree to promptly notify each other should the physical condition of the Park not be conducive to the safe conduct of any programmed activity, event or

recreation in the Park and/or if maintenance practices may impact in any way, the scheduling of activities in the Park.

5. The City will collect all fees paid to the City by users of the Park. The City agrees that it shall report annually to the County in a form mutually determined by the City and County. The City and County agree that for purposes of this Agreement the City's annual expenses are estimated to be \$29,471.00 for the subsequent years. The City shall be entitled to retain that amount as compensation for its services. Any funds collected in excess of that amount belongs to the County. Should collected funds fall below the annual amount, the County shall owe the City the difference which the City will bill the County by December 31. In the event the City's annual expense exceeds the annual amount, the City and County may renegotiate the base amount based on the City's actual cost.

6. The County understands and agrees that it may not reserve, schedule or hold any activity at the Park, for itself or for any other person or entity, without securing the prior written permission of the City's Director of Parks and Recreation or his or her designee. Such permission shall not be unreasonably withheld.

7. The City and the County will set the fees and charges for Park usage and programming in accordance with the prevailing City or County rates in effect as of the date of this Agreement. Fees and charges shall be reviewed annually based on activity level, park wear and tear. All fees collected by the City shall belong to the City as compensation for the services provided and will be reconciled per the provisions of Paragraph 5 herein.

8. The Parties understand and agree that both the City and the County may be protected by and will rely on and do not waive or intend to waive by any provision of this Agreement the monetary insurance limitations or any other rights, immunities and protections provided by the Colorado Governmental Immunity Act, 24-1-101 et seq., 10 C.R.S., as from time to time amended, or otherwise available.

9. The County agrees to indemnify and hold harmless the City and its officers and its employees, from and against all liability, claims, demands and expenses, including court costs and attorney fees, on account of any injury, loss or damage, which arise out of or are in any manner connected with the maintenance work to be performed by the County under this Agreement, if such injury, loss or damage is caused by, or is claimed to be caused by, the act, omission or other fault of the County or any officer or employee of the County.

The City agrees to indemnify and hold harmless the County and its officers and its employees, from and against all liability, claims, demands and expenses including court costs and attorney fees, on account of any injury, loss or damage, which arise out of or are in any manner connected with the programming work to be performed by the City under this agreement, if such injury, loss or damage is caused by, or is claimed to be caused by, the act, omission, or other fault of the City or any officer or employee of the City.

10. Any persons employed by either the City or the County for the performance of work hereunder shall be employees of the respective party and not agents or employees of the other.

11. Neither party may assign or delegate this Agreement or any portion thereof without the prior written consent of the other Party.

12. Each and every term and condition hereof shall be deemed to be a material element of this Agreement. In the event either Party should fail or refuse to perform according to the terms of this Agreement; such party may be declared in default.

13. This Agreement may be terminated by either party for material breach, default of the Agreement by the other party not caused by any action or omission of the other party, or for no reason, by giving the other party written notice of at least thirty (30) days in advance of

the termination date. Termination pursuant to this subsection shall not prevent either party from exercising any other legal remedies which may be available to it.

14. The Parties shall reasonably comply with the applicable provisions of the American with Disabilities Act of 1990 and any and all other applicable federal, state or local laws and regulations.

15. This Agreement represents the entire agreement between the Parties and there are no oral or collateral agreements or understandings. Only an instrument in writing signed by the parties may amend this Agreement.


16. The traditional rule that ambiguities shall be construed against the drafter is waived.

17. Venue for any action arising out of or occurring under this Agreement shall be Mesa County, Colorado. The agreement shall be controlled by, construed and interpreted in accordance with the law of Mesa County and State of Colorado.

Mesa County:

DocuSigned by:  
*Pam Noonan* 9/7/2023 | 10:53 MDT  
19368D213A1842E  
Mesa County Finance Director Date

City of Grand Junction, Colorado:

  
Greg Caton, City Manager 10/10/2023  
Date

## FIRST AMENDMENT TO INTERGOVERNMENTAL AGREEMENT

THIS FIRST AMENDMENT TO INTERGOVERNMENTAL AGREEMENT (“Amendment”) is made and entered into this \_\_\_ day of March, 2026, by and between MESA COUNTY, hereinafter called “County” and THE CITY OF GRAND JUNCTION, a Colorado Home Rule City, hereinafter called “City,” collectively the “Parties.”

### RECITALS

The Parties entered into an Intergovernmental Agreement made and entered into in August, 2023 (the “Agreement”).

The County is the owner of real property situated at 3117 F Road, in Mesa County, Colorado, known as Long Family Memorial Park, hereinafter called “Park”.

The City and the County agree that the provision of recreation programs is important to the public in general and specifically to those persons utilizing Long Family Memorial Park, and the City will schedule all recreation activities at Long Family Memorial Park.

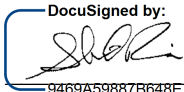
The County is also the owner and/or operator of the Clifton Campus located at 3270 D 1/2 Rd. #A, in Mesa County, Colorado (“Clifton Campus”), and the Parties desire that the City provide the same parks and recreation programming services at the Clifton Campus under the terms and conditions of the Agreement, as amended herein.

NOW, THEREFORE, in consideration of the Recitals, mutual covenants and conditions contained herein and other valuable consideration, the sufficiency of which is acknowledged, the Parties agree as follows:

1. For purposes of Paragraphs 2 through 7 of the Agreement, the term “Park” shall mean and include both (a) Long Family Memorial Park and (b) the Clifton Campus. All rights, obligations, limitations, and procedures applicable to the Park under Paragraphs 2 through 7 of the Agreement shall apply equally to the Clifton Campus.
2. Additional Compensation for Clifton Campus. In addition to the compensation and reconciliation provisions set forth in Paragraph 5 of the Agreement, the Agreement is further amended to require that the County shall pay the City \$5,541.00 per year for the City’s provision of the parks and recreation programming services at the Clifton Campus. Such payment shall be invoiced and paid in the same manner and on the same schedule as payments under Paragraph 5 of the Agreement. The compensation set forth herein constitutes the sole and exclusive compensation for services provided at the Clifton Campus unless otherwise agreed in writing by the Parties.
  1. Coordination at Clifton Campus. Programming at the Clifton Campus shall be reasonably coordinated with County operations. The County retains priority for governmental functions and public services conducted at the Clifton Campus.

2. Insurance. The City's insurance obligations under the Agreement shall apply to all programming conducted at the Clifton Campus.
  3. Suspension of Clifton Campus Programming. The County may suspend programming at the Clifton Campus upon reasonable notice if such programming materially interferes with County operations, public safety, or the intended use of the facility.
3. Ratification. Except as expressly amended hereby, all terms and conditions of the Agreement remain in full force and effect, and are hereby ratified and confirmed.

Mesa County:

By:  3/27/2026 | 08:07 MDT  
Sheila Reiner, Finance Director Date

City of Grand Junction, Colorado:

By: \_\_\_\_\_  
Mike Bennett, City Manager Date



## Grand Junction City Council

### Regular Session

Item #4.a.

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**Meeting Date:** April 15, 2026  
**Presented By:** Ken Sherbenou, Parks and Recreation Director  
**Department:** Parks and Recreation  
**Submitted By:** Ken Sherbenou

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### Information

#### **SUBJECT:**

Authorize the Contract to Provide and Install Fitness Equipment at the Community Recreation Center (CRC)

#### **RECOMMENDATION:**

Staff recommends the City Council authorize the Purchasing Division to enter into a Professional Services Contract with Advanced Exercise Equipment for the provision and installation of Fitness Equipment at the Community Recreation Center (CRC) at Matchett Park for the not-to-exceed amount of \$696,049.90.

#### **EXECUTIVE SUMMARY:**

The City issued a Request for Proposals (RFP) to select the contractor to complete the provision and installation of fitness equipment at the CRC in the summer of 2026. This includes all fitness and weight equipment necessary for the three group fitness rooms, as well as the comprehensive fitness and weight center in the upstairs of the Community Recreation Center. The selected contractor is responsible for ensuring a professional, complete, and timely provision and installation that meets the City's operational needs. After evaluation of proposals, the evaluation committee selected Advanced Exercise Equipment to complete this important and very visible element of the Community Recreation Center (CRC) that is crucial in driving memberships.

#### **BACKGROUND OR DETAILED INFORMATION:**

The City issued an RFP to qualified contractors to provide commercial-grade fitness and weight equipment for the new Community Recreation Center. This ensured competitive pricing. As presented to City Council at the discussion and approval of the Guaranteed Maximum Price on November 6, 2024, this is the final remaining element to be approved.

The City completed the Parks, Recreation, and Open Space (PROS) Master Plan in January 2021. This led to an election on April 6, 2021, in which dedicated funding was secured through taxation on cannabis sales. The number one item on the PROS Plan was the Community Recreation Center (CRC). Throughout the summer and fall of 2022, a CRC feasibility study planning process was underway, led by the Council-appointed Parks and Recreation Advisory Board (PRAB). This robust community input process was conducted to develop recommendations for the new CRC, including the location, funding sources, facility size, as well as the amenities.

On April 4, 2023, the citizens of Grand Junction voted to approve the ballot question to build a new Community Recreation Center. The design by lead architect Barker-Rinker-Seacat is complete, and construction is about 70% complete. Construction is being led by FCI Constructors, working with 35 subcontractors. The final design is for a 107,000 square foot comprehensive Community Recreation Center with five pools, a three-court gym, party rooms, community rooms, fitness rooms, a full-service fitness/weights center, an indoor walk/jog track, child watch, space for St. Mary's hospital physical therapy clinic, a family game area, administrative space, community lounges, and an indoor climbing wall. Furnishings are needed in all the aforementioned spaces.

The formal Request for Proposal (RFP) for the City of Grand Junction Community Recreation Center Fitness (RFP-5785-26-KF) was publicly advertised through BidNet Direct, the City's online procurement platform. The solicitation was also posted on the City of Grand Junction Purchasing website and distributed through the Grand Junction Chamber of Commerce, the Western Colorado Contractors Association, and a targeted list of known commercial fitness equipment providers. An additional notice was published in *The Daily Sentinel* to ensure broad visibility and promote competitive participation. In total, approximately 326 suppliers were notified of the opportunity.

The solicitation attracted approximately 56 plan holders. In response, the City received six (6) proposals from firms. The following firms submitted proposals (with locations noted):

- **Advanced HealthStyles, Advanced Exercise** — Littleton, CO
- **Commercial Fitness Solutions, Inc.** — Littleton, CO
- **Design 2B Fit Inc.** — Snowmass Village, CO
- **Direct Fitness** — Mundelein, IL
- **Johnson Health Tech Retail, Inc., d/b/a Johnson Fitness & Wellness** — Cottage Grove, CO
- **Push Pedal Pull** — Denver, CO

An evaluation committee consisting of staff members from parks and recreation, engineering/transportation, general services, and purchasing evaluated proposals and conducted interviews with the top four highest-ranked firms: Advanced Exercise Equipment, Commercial Fitness Solutions, Inc., Design 2B Fit Inc., and Push Pedal

Pull. Based on initial scoring and interviews, the selection committee identified Advanced Exercise Equipment as the preferred vendor. Negotiation then ensued as final selections were made with the goal of maintaining the price, maintaining quality, and adding additional needed scope. This included all items specified, as well as additional scope needed to maximize the success of the spaces, such as the recently funded outdoor fitness area, thanks to the generous contribution from the Patterson Family. The budget for this portion of the soft cost budget was \$700,000, slightly above the amount recommended for contract approval, which includes the added scope valued at approximately \$14,000. This outcome is yet another example of the CRC project being below budget while still achieving additional value and scope from what was initially envisioned. More detail is included in the cost summary enclosed with this agenda documentation. Provision and installation of all equipment is scheduled for the summer of 2026.

Per Section 1.1.3 of the Purchasing Manual, confidential information obtained during procurement activities will be protected in accordance with applicable law.

**FISCAL IMPACT:**

The \$696,049.90 cost of the CRC fitness and weight equipment is included in the \$82.1 million CRC budget.

**SUGGESTED MOTION:**

I move to (authorize/not authorize) the City Purchasing Division to enter into a Professional Services Contract with Advanced Exercise Equipment for the provision and installation of fitness and weight equipment for the Community Recreation Center (CRC) at Matchett Park for the not-to-exceed amount of \$696,049.90.

**Attachments**

1. FINAL - Response RFP-5785-26-KF Advanced HealthStyles - Advanced Exercise PRICING summary updated

# Grand Junction Community Recreation Center

**Entity Name:** Advanced Exercise

## Original Solicitation Scope

Equipment Category	Number of Pieces	Total Cost – Purchase
Mezzanine Strength	303	\$ 108,183.88
Mezzanine Cardio	30	\$ 200,103.92
Mezzanine Circuit	15	\$ 68,341.25
Mezzanine Functional & Recovery	45	\$ 31,287.78
Group Fitness	285	\$ 156,760.14
Outdoor Fitness	2	\$ 48,771.10
<b>Total:</b>	<b>680</b>	<b>\$ 613,448.07</b>

## Added Scope

Equipment Category	Number of Pieces	Total Cost – Purchase
Mezzanine Strength	27	\$ 28,852.27
Mezzanine Cardio	8	\$ 29,298.85
Outdoor Fitness	24	\$ 38,858.68
<b>Total:</b>	<b>59</b>	<b>\$ 97,009.80</b>
<b>Discount Extended:</b>		\$ (14,407.97)
<b>Package Total:</b>	<b>739</b>	<b>\$ 696,049.90</b>



## Grand Junction City Council

### Regular Session

Item #4.b.

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**Meeting Date:** April 15, 2026

**Presented By:** Jay Valentine, Chief Financial Officer, Trenton Prall, Engineering & Transportation Director

**Department:** General Services

**Submitted By:** Trent Prall

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### Information

#### **SUBJECT:**

Authorization for Two Contracts for On-Demand Traffic Control Services with Ultra Traffic Management, LLC and Traffic Control Specialists, LLC

#### **RECOMMENDATION:**

Staff recommends approval for the City Purchasing Division to contract with Ultra Traffic Management, LLC and Traffic Control Specialists, LLC in the amount of \$200,000 for 2026.

#### **EXECUTIVE SUMMARY:**

The purpose of this contract is for traffic control services for a wide variety of City projects and events on an as-needed basis. This contract was competitively bid. While the anticipated annual spend does not exceed \$200,000 for the initial contract, the contract includes three additional one-year renewal options that have a high likelihood of exceeding \$200,000.

#### **BACKGROUND OR DETAILED INFORMATION:**

The City and the Downtown Development Authority contract for traffic control services for a wide variety of purposes, such as the Junior College World Series, emergency incidents, Parks and Recreation 4th of July Fireworks, Market-on-Main, utilities water and sewer maintenance and emergency work, engineering and transportation survey and design work, and General Services' street and storm drain maintenance along with Spring Cleanup.

To achieve economies of scale, the City Purchasing Division issued a Request for Proposal (RFP-5869-26-KF) to establish annual contracts with qualified contractors to provide comprehensive, on-demand traffic control services. This includes both planned

support for annual projects and events, as well as responsive assistance for unexpected situations such as emergency road closures due to weather conditions, utility outages, natural disasters, power outages, motor vehicle incidents, and other unforeseen circumstances.

The estimated contract amount is provided below.

Department or Division	2026 Estimated Budget
JUCO	\$45,000
GJPD Other Incidents	\$5,000
Parks and Recreation - 4th of July Fireworks	\$9,250
Utilities	\$20,000
Engineering and Transportation	\$10,000
General Services	\$48,750
<b>Total</b>	<b>\$138,000</b>

The formal RFP was distributed via BidNet Direct, reaching 168 suppliers, and resulting in approximately 20 plan takers. Additionally, a Secondary Vendor List included two (2) traffic management contractors. The solicitation was sent to the Grand Junction Chamber of Commerce and the Western Colorado Contractors Association, advertised in *The Daily Sentinel*, and posted on the City’s Purchasing website.

Three contractors submitted proposals, which were evaluated by a six-member staff panel based on the contractor’s understanding of the project, experience, necessary resources, strategy & implementation plan, references, and fees. The contractors that submitted proposals were:

- Superior Traffic Control, LLC of Denver, CO
- Traffic Control Specialists LLC of Grand Junction, CO
- Ultra Traffic Management, LLC of Clifton, CO

Upon the review and evaluation of proposals received and interviews held, both Ultra Traffic Management, LLC and Traffic Control Specialists, LLC were selected as the preferred proposers. They will each serve the following capacities:

- **Ultra Traffic Management, LLC** – **Primary** Contractor for Construction, Capital Improvement, and Operational Maintenance Activities
- **Traffic Control Specialists, LLC** – **Primary** Contractor for Events and Special Activities; **Secondary** Contractor for Construction, Capital Improvement, and Operational Maintenance Activities

Per Section 1.1.3 of the Purchasing Manual, confidential information obtained during procurement activities will be protected in accordance with applicable law.

**FISCAL IMPACT:**

The funds for traffic control services are included in the 2026 Adopted Budget within the City departments that contract for these services throughout the year including Police, Parks and Recreation, General Services, Water and Sewer Utilities, and Engineering and Transportation.

**SUGGESTED MOTION:**

I move to (authorize/not authorize) the City Purchasing Division to enter into a contract with Ultra Traffic Management, LLC and Traffic Control Specialists, LLC for On-Demand Traffic Control Services for the City of Grand Junction in the amount of \$200,000.

**Attachments**

None



## Grand Junction City Council

### Regular Session

Item #4.c.

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**Meeting Date:** April 15, 2026  
**Presented By:** Randi Kim, Utilities Director  
**Department:** Utilities  
**Submitted By:** Evan Sales, Engineering Specialist

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#### Information

##### **SUBJECT:**

Authorize Contract: Water Treatment Plant South Tank Interior Recoating

##### **RECOMMENDATION:**

Staff recommends authorizing the City Purchasing Division to execute a construction contract with Mandros Painting, Inc. for the Water Treatment Plant South Tank Interior Recoating project in the amount of \$821,300.00.

##### **EXECUTIVE SUMMARY:**

This item is to award a construction contract for the Water Treatment Plant South Tank Interior Recoating project. The City has procured plans and chosen a bidder for this project. The scope of work for the project includes all material, equipment and labor to recoat the interior of the tank, and to perform two add alternate maintenance tasks: (1) replace the outlet nozzle and (2) seal the exterior joint of the wall and floor plates.

##### **BACKGROUND OR DETAILED INFORMATION:**

**Background:** The City of Grand Junction stores potable water in two 4-million-gallon steel tanks at the Water Treatment Plant (WTP), located at 244 26 1/4 Rd. These tanks measure approximately 170 feet in diameter, have perimeter walls 24 feet high, and an interior surface area of 58,214 square feet. The tanks rest on a concrete ring wall around its perimeter and an interior base of 6 inch granular fill. The interior has additional features such as support columns, girders, rafters, an overflow pipe, etc. (see tank detail). The tanks were constructed in 1968. Both tank interiors were recoated in 1981, 1998 and 2014. A warranty inspection of the south tank in 2015 found that the ceiling coating had significant peeling. In 2017 the south tank's ceiling was recoated to resolve these defects. A 2024 annual inspection of the south tank observed the interior coating was failing on parts of the ceiling and support columns. In 2025 an inspection of the south tank floor was conducted. This inspection recommended the following

maintenance items in addition to recoating: installing patch plates on floor deficiencies, replacement of the outlet nozzle, sealing the exterior transition between the floor plate projection and concrete ring wall.

**Project Description:** The project work generally consists of recoating the full interior of the south storage steel tank the Water Treatment Plant, located at 244 26 ¼ Rd, Grand Junction, CO. The full interior surface area of the ceiling, wall and floor is approximately 58,214 square feet. All interior structures such as rafters, girders, support columns, overflow pipe, etc. are to be recoated as well. This project additionally includes the following maintenance tasks: installing patch plates on floor deficiencies, replacement of the outlet nozzle, sealing the exterior transition between the floor plate projection and concrete ring wall. The City has performed the installation of patch plates.

**Bid:** A formal Invitation for Bids was issued via BidNet (an online site for government agencies to post solicitations), posted on the City’s Purchasing website, sent to the Grand Junction Chamber of Commerce, the Western Colorado Contractors Association, and advertised in The Grand Junction Daily Sentinel. The City received eleven bids for the project (inclusive of the two added alternates) and were found to be responsive and responsible in the following amounts.

Contractor	Location	Bid Amount
Mandros Painting, Inc.	Rock Springs, WY	\$ 821,300.00
WBS Coatings, Inc.	Grand Junction, CO	\$ 876,817.00
Riley Industrial Service, Inc	Farmington, NM	\$ 967,024.00
Coblaco Services, Inc	Henderson, CO	\$ 963,445.00
Swedish Industrial Coatings	Parker, CO	\$ 1,028,650.00
TMI Coatings	St Paul, MN	\$ 968,800.00
Classic Protective Coatings	Menomonie, WI	\$ 1,241,900.00
Markleys Precision Company	New London, OH	\$ 1,477,000.00
Utility Service Co., Inc	Perry, GA	\$ 1,387,600.00
Viking Industrial Painting LLC	Omaha, NE	\$ 1,615,400.00
Protective Finishes Company	Denver, CO	\$ 1,627,000.00

Per Section 1.1.3 of the Purchasing Manual, Confidential information obtained during procurement activities will be respected and protected as provided by law. If awarded, construction will begin in early Fall 2026.

**FISCAL IMPACT:**

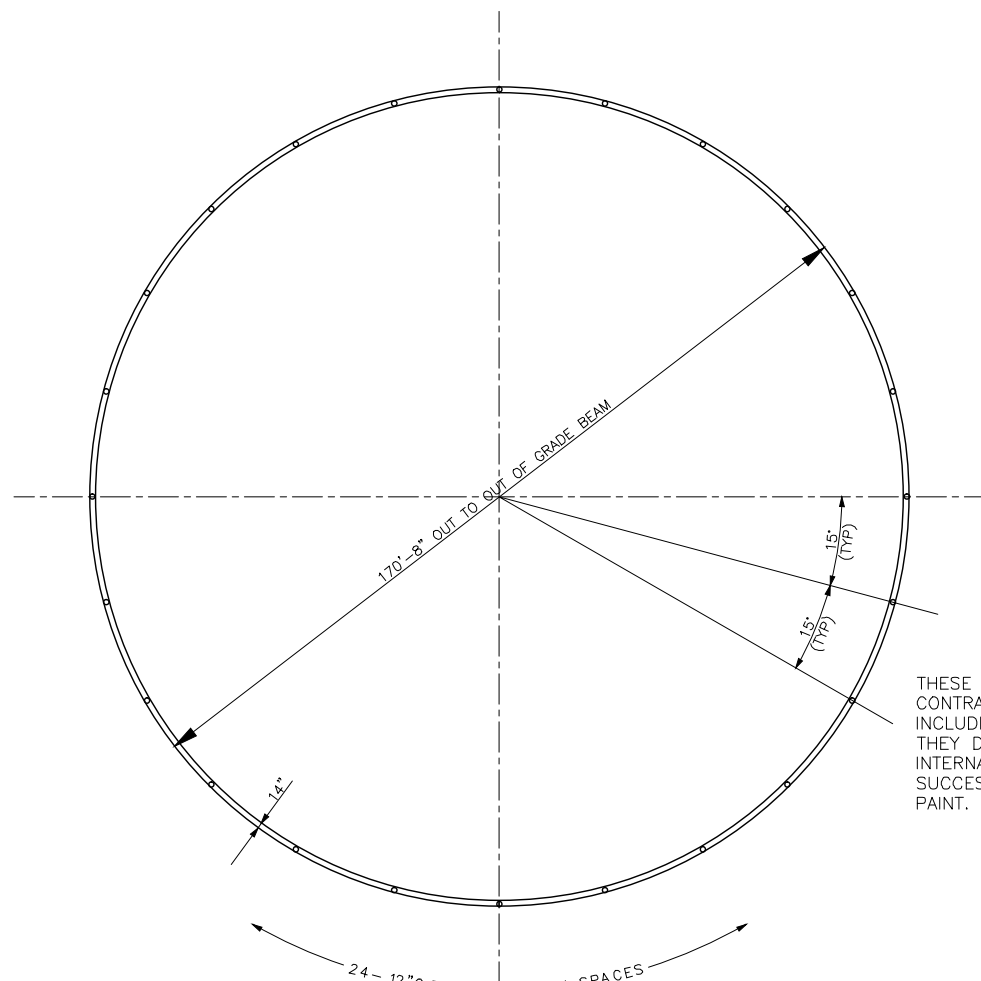
Funding for this project is included in the 2026 Adopted Budget for the Water Services Enterprise Fund.

**SUGGESTED MOTION:**

I move to (authorize/ not authorize) the City Purchasing Division to enter into a contract with Mandros Paintng, Inc. of Rock Springs, Wyoming for the WTP South Tank Interior Recoating project in the amount of \$821,300.00.

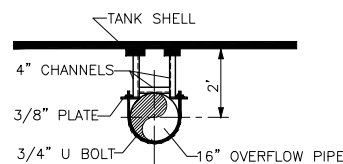
**Attachments**

1. Tank Detail

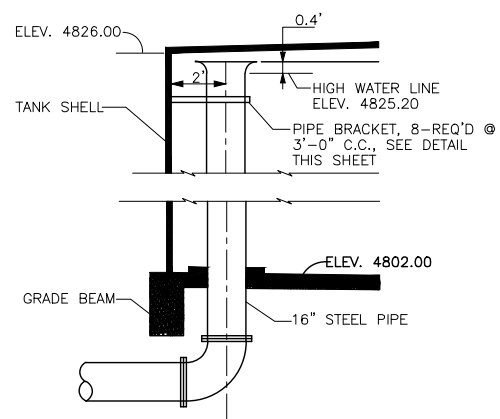


**PLAN  
TANK GRADE BEAM**  
1" = 20'

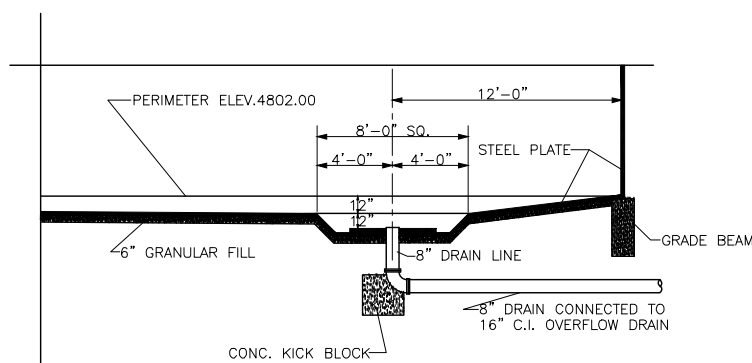
THESE PLANS ARE INTENDED TO PROVIDE THE PAINTING CONTRACTOR A GENERAL LAYOUT OF EACH TANK INCLUDING SOME OF THE INTERNAL STRUCTURES. THEY DO NOT DEPICT COLUMNS AND SOME OTHER INTERNAL STRUCTURES IN EACH TANK THAT THE SUCCESSFUL CONTRACTOR WILL BE RESPONSIBLE TO PAINT.



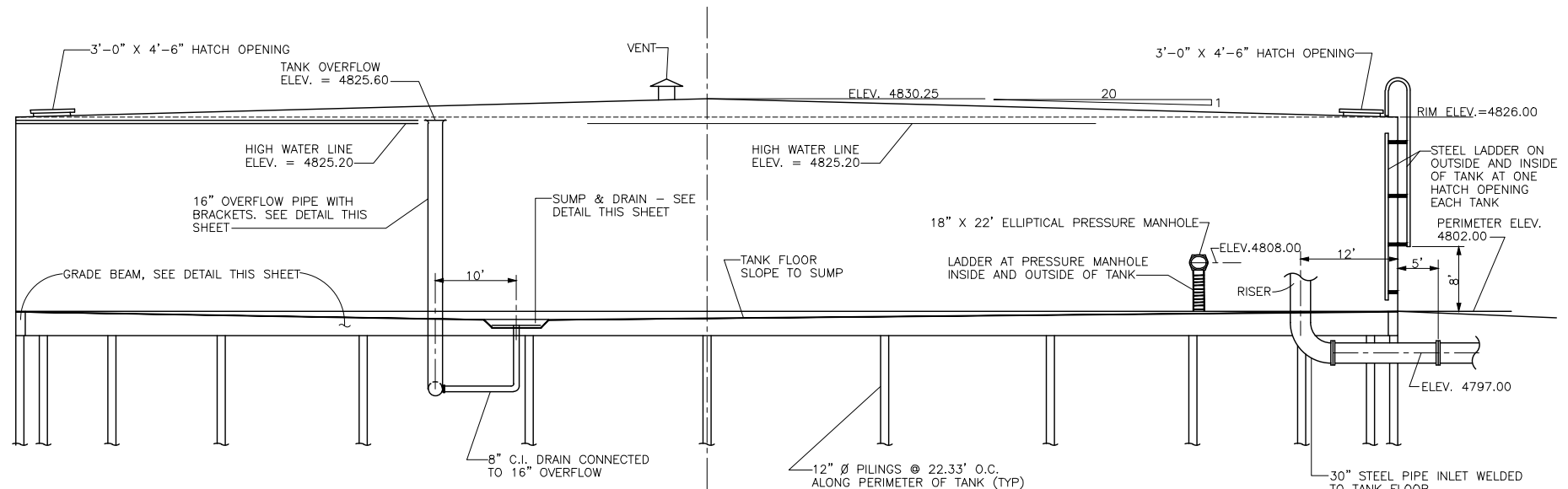
**TANK BRACKET DETAIL**  
NO SCALE



**TANK OVERFLOW PIPING DETAIL**  
NO SCALE



**TANK SUMP & DRAIN DETAIL**  
NO SCALE



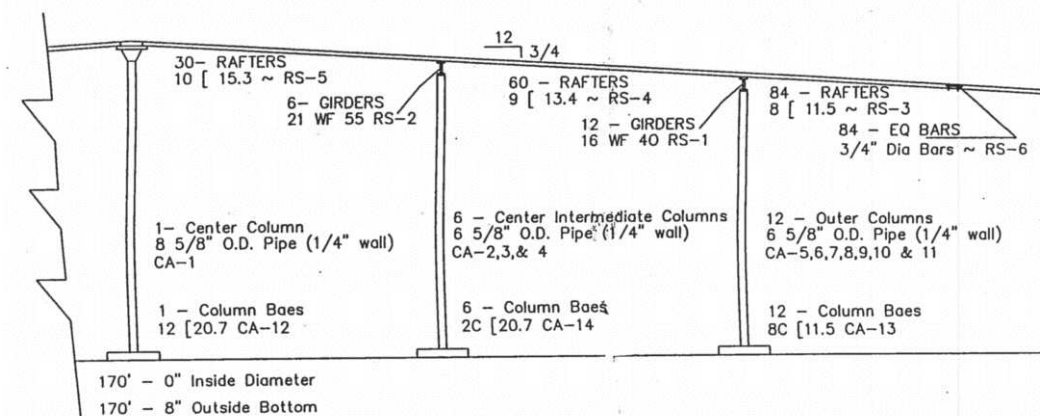
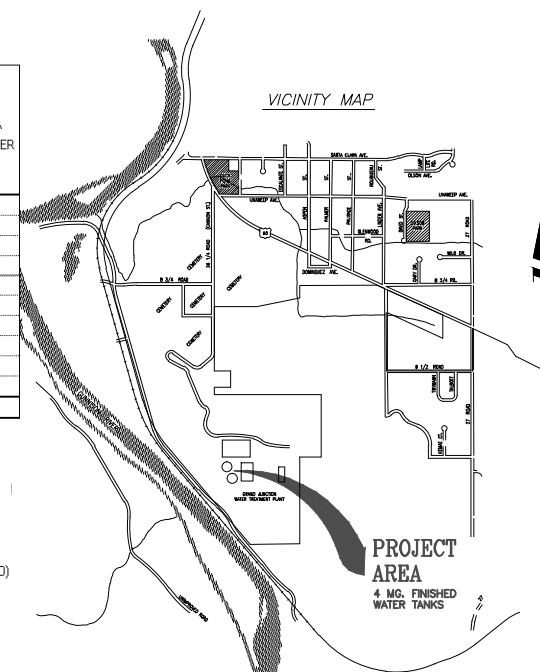
**TYPICAL RESERVOIR SECTION**  
1" = 10'

**SUMMARY OF PAINTING AREAS - FOR INFORMATION ONLY (See Notes Below)**

INTERIOR SURFACE AREA OF TANKS	SURFACE AREA (SF)	SURFACE AREA AT OR ABOVE THE WATER LINE (ASSUMED TOP 5 FEET OF WALL) (SF)	SURFACE AREA BELOW THE WATER LINE (SF)
SOUTH TANK, 4 million gallons, 180 ft diameter, 24 ft wall height at sides			
Interior Walls (24 ft height)	12,818	2,670	10,148
Interior Ceiling	22,698	22,698	
Interior Floor	22,698		22,698
	58,214		

**NOTES:**

- This table is being provided for information only, to provide additional clarity on what the specified scope of work includes.
- Areas shown are FLAT SURFACE ONLY and do not include any interior columns, supports, or any other protruding or overlapping surfaces. Contractor is responsible for calculating actual surface areas.
- Up to 10% of the surface area below the water line of the tanks may require additional surface preparation to the Near White Blast (SSPC-SP10) level in order to address localized areas of corrosion.
- Up to 5% of the total surface area of the tanks may require Hand Tool Cleaning (SSPC-SP2) and/or Power Tool Cleaning (SSPC-SP3).



**INTERNAL TANK DIMENSIONS**

ALL DRAWINGS AND NOTES APPLICABLE TO BOTH TANKS

REVISION	DESCRIPTION	DATE	DRAWN BY	DATE	SCALE
REVISION			DESIGNED BY	DATE	AS SHOWN
REVISION			CHECKED BY	DATE	
REVISION			APPROVED BY	DATE	



**PUBLIC WORKS  
AND UTILITIES  
ENGINEERING DIVISION**

**APPENDIX B  
TANK RECOATING PROJECT**



**Grand Junction City Council**

**Regular Session**

**Item #5.a.**

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**Meeting Date:** April 15, 2026  
**Presented By:** Selestina Sandoval, City Clerk  
**Department:** City Clerk  
**Submitted By:** Selestina Sandoval

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**Information**

**SUBJECT:**

A Resolution Amending Resolution No's. 37-22, 56-23 and 59-23 Amending Various Fees and Charges Relating to Title 5 Chapter 13 of the Grand Junction Municipal Code Pertaining to Cannabis Business Licenses

**RECOMMENDATION:**

Staff recommends approval of the resolution.

**EXECUTIVE SUMMARY:**

The City of Grand Junction is proposing the addition of cannabis licensing fees related to changes in ownership and business structure following the expiration of the three-year ownership restriction established through the City's cannabis lottery. At the time of license issuance, cannabis businesses were prohibited from transferring ownership or modifying controlling interests for three (3) years to promote stability and discourage speculative applications. That restriction has now expired, and license holders may pursue ownership changes in accordance with state regulations.

Because these transactions were previously prohibited, the City's current fee schedule does not address the administrative review required for ownership changes. Staff is recommending the adoption of new fees to recover costs associated with processing these requests and to align with practices in comparable Colorado municipalities. Adoption of these fees will support effective administration and continued regulatory oversight of the City's cannabis licensing program.

**BACKGROUND OR DETAILED INFORMATION:**

In 2023, the City of Grand Junction established its local cannabis licensing framework, including the use of a lottery system to award a limited number of retail marijuana business licenses. As part of that process, the City imposed a condition prohibiting

license holders from transferring ownership or making changes to controlling beneficial ownership for a period of three (3) years following license issuance. This provision was adopted to promote equity in the licensing process, discourage speculative participation, and ensure that selected applicants were committed to establishing and operating their businesses within the community.

During this initial three-year period, ownership changes, including transfers of ownership, changes in controlling beneficial owners (CBOs), and modifications to business structures, were not permitted. As a result, the City's adopted cannabis fee schedule did not include fees associated with these types of transactions. As the three-year restriction period has now expired, cannabis license holders are eligible to pursue ownership changes consistent with state regulations administered by the Colorado Marijuana Enforcement Division (MED). These changes require both state and local review and approval, and may involve background investigations, financial disclosures, and compliance verification.

With ownership changes now permissible, the City must establish a local process and corresponding fee structure to evaluate and administer these requests. The addition of these fees will align the City's regulatory framework with current operational realities and ensure that staff resources required to process ownership changes are appropriately supported.

**FISCAL IMPACT:**

The proposed fees are intended to recover the administrative costs associated with processing cannabis ownership changes, including staff review, coordination with the State of Colorado Marijuana Enforcement Division, and compliance verification. Revenue will be expended in accordance with the provisions outlined in the City's original cannabis ordinance.

**SUGGESTED MOTION:**

I move to adopt Resolution No. 33-26, a resolution Amending Resolution No's. 37-22, 56-23 and 59-23 Amending Various Fees and Charges Relating to Title 5 Chapter 13 of the Grand Junction Municipal Code Pertaining to Cannabis Business Licenses

**Attachments**

1. Resolution to Add Transfer Fees to Cannabis Licensing

## RESOLUTION NO. XX-26

### **A RESOLUTION AMENDING RESOLUTION NO'S. 37-22, 56-23 and 59-23 AMENDING VARIOUS FEES AND CHARGES RELATING TO TITLE 5 CHAPTER 13 OF THE GRAND JUNCTION MUNICIPAL CODE PERTAINING TO CANNABIS BUSINESS LICENSES**

#### **Recitals.**

Fees charged by the City for various licenses, permits and programs are set by resolution of City Council. With this Resolution the City Council amends Resolution No's. 37-22, 56-23 and 59-23 regarding fees related and referred to in Title 5, Chapter 13 of the Grand Junction Municipal Code pertaining to regulated cannabis business licenses, specifically amending the fees for transfers of ownership and other changes in ownership.

In 2023, the City of Grand Junction established its local cannabis licensing framework, including the use of a lottery system to award a limited number of retail marijuana business licenses. As part of that process, the City imposed a condition prohibiting license holders from transferring ownership or making changes to controlling beneficial ownership for a period of three (3) years following license issuance. This provision was adopted to promote equity in the licensing process, discourage speculative participation, and ensure that selected applicants were committed to establishing and operating their businesses within the community.

During this initial three-year period, ownership changes, including transfers of ownership, changes in controlling beneficial owners (CBOs), and modifications to business structures, were not permitted. As a result, the City's adopted cannabis fee schedule did not include fees associated with these types of transactions. As the three-year restriction period has now expired, cannabis license holders are eligible to pursue ownership changes consistent with state regulations administered by the Colorado Marijuana Enforcement Division (MED). These changes require both state and local review and approval, and may involve background investigations, financial disclosures, and compliance verification.

With ownership changes now permissible, the City must establish a local process and corresponding fee structure to evaluate and administer these requests. The addition of these fees will align the City's regulatory framework with current operational realities and ensure that staff resources required to process ownership changes are appropriately supported.

The City Council having been duly advised and considered the fees proposed in this Resolution does establish, set, and determine the same and make the fees as provided in the Resolution applicable to regulated cannabis business license

applications.

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

1. The foregoing Recitals are adopted, and the fees are established with the understanding that the fees shall be paid to compensate the City for some of the costs incurred by it in the reviewing and processing of applications, including as applicable, the publication, hearing, administration, inspection and enforcement of regulated cannabis business applications and licenses.
2. The fees shown in Exhibit A ("Fees") are hereby approved and adopted. The Fees shall apply upon adoption of this Resolution and will remain in effect until amended by subsequent resolution of the City Council.
3. The fees established and provided by and with the adoption of Resolution No's. 37-22, 56-23 and 59-23 are not changed.

PASSED AND ADOPTED this 19<sup>th</sup> day of July, 2023.

\_\_\_\_\_  
President of the Council

Attest:

\_\_\_\_\_  
City Clerk

-

**Exhibit A**

Transfer of Ownership	\$3,000
Change in Controlling Beneficial Owner	\$750
Add/Remove Owner	\$500 per owner
Entity Restructure	\$500

Other Fees and charges established and provided by and with the adoption of Resolution No's. 37-22, 56-23 59-23 and are unchanged. All Fees are nonrefundable unless otherwise provided in Ordinance No. 5064.



**Grand Junction City Council**

**Regular Session**

**Item #5.b.**

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**Meeting Date:** April 15, 2026  
**Presented By:** Jeremiah Boies, Interim City Attorney  
**Department:** City Attorney  
**Submitted By:** Jeremiah Boies

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**Information**

**SUBJECT:**

A Resolution to Appoint a Hearing Officer for Cannabis Licensing

**RECOMMENDATION:**

Appoint Jill Cenamo as the hearing officer for Cannabis Licensing in the City of Grand Junction

**EXECUTIVE SUMMARY:**

Ordinance 5064 provides for and establishes a local Cannabis Licensing Authority for hearing and deciding certain matters related to cannabis licensing and enforcement in the City. This Resolution appoints local attorney and current Liquor and Beer licensing hearing officer Jill Cenamo as the hearing officer for Cannabis licensing.

**BACKGROUND OR DETAILED INFORMATION:**

Ordinance 5064 provides for and establishes a local Cannabis Licensing Authority for hearing and deciding certain matters related to cannabis licensing and enforcement in the City. The Ordinance, which is in accordance with the Colorado Constitution and Colorado law creates and vests the Hearing Officer with certain authority. The vesting of that authority follows from and with the City Council appointment of the Cannabis Licensing Authority.

By and with this Resolution the City Council being duly advised does appoint Jill Cenamo as the Hearing Officer for the Grand Junction Cannabis Licensing Authority. Ms. Cenamo is succeeding Hearing Officer Starritt following his resignation.

Ms. Cenamo is a private attorney in the City and presently serves the City as the Hearing Officer for Liquor and Beer licensing matters. Ms. Cenamo has no actual or

apparent conflicts of interest and is ready, willing, and capable of serving to administer the law relative to cannabis business licensing and operations.

**FISCAL IMPACT:**

The position of hearing officer for cannabis licensing is accounted for in the 2026 adopted budget.

**SUGGESTED MOTION:**

I move to adopt Resolution 34-26, a Resolution to Appoint Jill Cenamo as Hearing Officer for Cannabis Licensing for the City of Grand Junction Cannabis Licensing Authority.

**Attachments**

- 1. RES - Jill Cenamo Appointment to Cannabis Hearing Officer

**CITY OF GRAND JUNCTION  
RESOLUTION NO. \_\_-25**

**A RESOLUTION TO APPOINT A HEARING OFFICER FOR  
CANNABIS LICENSING**

RECITALS:

Ordinance 5064 provides for and establishes a local Cannabis Licensing Authority for hearing and deciding certain matters related to cannabis licensing and enforcement in the City. The Ordinance, which is in accordance with the Colorado Constitution and Colorado law creates and vests the Hearing Officer with certain authority. The vesting of that authority follows from and with the City Council appointment of the Cannabis Licensing Authority.

By and with this Resolution the City Council being duly advised does appoint Jill Cenamo as the Hearing Officer for the Grand Junction Cannabis Licensing Authority. Ms. Cenamo is succeeding Hearing Officer Starritt following his resignation.

Ms. Cenamo is a private attorney in the City and presently serves the City as the Hearing Officer for Liquor and Beer licensing matters. Ms. Cenamo has no actual or apparent conflicts of interest and is ready, willing, and capable of serving to administer the law relative to cannabis business licensing and operations.

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

Jill Cenamo is hereby appointed and shall serve until replaced as Hearing Officer for the Cannabis Licensing Authority in and for the City of Grand Junction, in accordance with Title 5 Chapter 13 of the Grand Junction Municipal Code, the Colorado Constitution, Colorado Revised Statutes and the regulations promulgated thereunder.

PASSED AND ADOPTED this \_\_\_\_ day of April, 2026.

\_\_\_\_\_  
Cody Kennedy, President of the Council

ATTEST:

\_\_\_\_\_

City Clerk



## Grand Junction City Council

### Regular Session

Item #5.c.

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**Meeting Date:** April 15, 2026  
**Presented By:** Matthew Smith, Chief of Police  
**Department:** Police  
**Submitted By:** William Baker

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### Information

#### **SUBJECT:**

A Resolution Authorizing the City Manager to Submit a Grant Request to the US Department of Justice (DOJ) FY FY25 Edward Byrne Memorial Justice Assistance Grant (JAG) Program

#### **RECOMMENDATION:**

Staff recommends adoption of the resolution authorizing application for the 2025 BJA JAG grant.

#### **EXECUTIVE SUMMARY:**

The Grand Junction Police Department has been solicited by the Bureau of Justice Assistance (BJA) program of the US Department of Justice (DOJ) to apply for an annual, formula grant in the amount of \$40,241.

As part of the application process, the Bureau of Justice Assistance requires that City Council review/authorize receipt of the grant and provide an opportunity for public comment (30 days minimum). Therefore, a public comment opportunity is requested for the purpose of satisfying this requirement.

#### **BACKGROUND OR DETAILED INFORMATION:**

The Grand Junction Police Department continues to focus on initiatives that will further strengthen our community policing and officer safety initiatives. While at the Grand Junction Police Department, we already provide NIK drug testing kits to each of our officers. However, recent movement within the Colorado legislature could limit the ability to utilize this type of testing in the future. Updating our field-testing process will necessitate the utilization of JAG funds to accomplish this mission to an even greater level that will correspond with our community's expectations.

NIK field test kits have historically served as a practical presumptive tool for law enforcement officers investigating suspected controlled substances. Their primary value lies in providing a rapid, low-cost field assessment that can assist with probable cause determinations, support investigative decision-making, and help identify cases that warrant laboratory confirmation. However, these kits have important limitations. They are presumptive rather than confirmatory, require officers to handle unknown substances directly, and rely on subjective interpretation of color changes. Results can be affected by contamination, environmental conditions, packaging, and the presence of adulterants or cutting agents. For these reasons, NIK test kits are viewed as a preliminary investigative resource rather than a definitive method of drug identification.

A TruNarc device represents a strong modernization of this process by enhancing safety, improving reliability, and increasing operational efficiency. Using Raman spectroscopy, the device can identify many substances through clear packaging, substantially reducing officer exposure to hazardous narcotics such as fentanyl and minimizing the need to open evidence in the field. It also provides a more objective and standardized result than traditional color-based testing, which can strengthen case documentation, improve consistency in enforcement decisions, and reduce avoidable laboratory submissions. For the Grand Junction Police Department, investment in TruNarc reflects a commitment to officer safety, sound evidence-handling practices, and the adoption of technology that supports more accurate and efficient field operations.

This will provide the needed safety equipment for officers of the Grand Junction Police Department without increasing our impact on the city budget in 2027. These grants are specifically designed for law enforcement and public safety improvements, making them an ideal source for this critical investment. This purchase will be for a TruNarc Delta Unlimited Model. We anticipate the purchase/deployment to take place in the first year and we expect funds to be expended in that same time frame.

The Edward Byrne Memorial Justice Assistance Grant (JAG) is an annual formula grant offered through the Federal Bureau of Justice Assistance. Based upon population and crime statistics, the BJA awards funds to be used for operational and training needs.

### **FISCAL IMPACT:**

An application will be submitted for \$40,241, to be shared with the Mesa County Sheriff's Department. The Grand Junction Police Department's portion will be used to purchase drug field testing equipment for patrol officers.

### **SUGGESTED MOTION:**

I move to adopt Resolution 35-26, a resolution authorizing the City Manager to submit a grant request to the US Department of Justice (DOJ) FY 2025 Edward Byrne Memorial Justice Assistance Grant (JAG).

### **Attachments**

1. RES-Justice Assistance Grant 10112024

RESOLUTION NO. \_\_-26

A RESOLUTION SUPPORTING THE APPLICATION FOR THE EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG) FROM THE DEPARTMENT OF JUSTICE (DOJ) BUREAU OF JUSTICE ASSISTANCE PROGRAM (BJA)

Recitals:

City Council has considered and for the reasons stated, authorizes an application for the 2025 Edward Byrne Memorial Justice Assistance Grant which will provide financial assistance to the Grand Junction Police Department (GJPD).

The GJPD has been solicited by the Bureau of Justice Assistance (BJA) program of the US Department of Justice (DOJ) to apply for an annual formula grant in the amount of \$40,241. The grant is a joint award that will be apportioned with the Mesa County Sheriff's Office per the grant requirements. If awarded, the grant funds will be used to procure essential field drug identification equipment providing sound evidence-handling practices, and the adoption of technology that supports more accurate and efficient field operations.

GJPD has been awarded this grant annually and would like to apply for the current cycle, which requires assurance of community priority. Applications cannot be submitted unless approved by the City Council.

As part of the application process, the Bureau of Justice Assistance requires that the City Council review/authorize receipt of the grant and provide an opportunity for public comment (30 days minimum). Therefore, a public comment opportunity will be provided for the purpose of satisfying this requirement.

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

1. The City Council of the City of Grand Junction supports the application to the DOJ to obtain funds needed to complete the training. The City Manager is authorized and directed to finalize and submit such DOJ BJA grant application; and,
2. If the grant is awarded, the City Council supports the use of the funds as provided in the grant agreement which the City Manager is authorized to sign on behalf of the City as grantee of the DOJ BJA grant.

This Resolution shall be in full force and effect from and after its passage

Passed and adopted this 15<sup>th</sup> day of April 2026.

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Cody Kennedy  
President of the City Council

ATTEST:

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Selestina Sandoval  
City Clerk

DRAFT



**Grand Junction City Council**

**Regular Session**

**Item #5.d.**

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**Meeting Date:** April 15, 2026  
**Presented By:** Trenton Prall, Engineering & Transportation Director  
**Department:** Engineering & Transportation  
**Submitted By:** Trent Prall, Engineering and Transportation Director

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**Information**

**SUBJECT:**

A Resolution Authorizing the Mayor to Sign Amendment #1 to the Memorandum of Understanding with Mesa County and School District #51 for the Design and Construction of 22 1/2 Road and Greenbelt Drive Sidewalk and Drainage Improvements

**RECOMMENDATION:**

Adopt resolution authorizing the Mayor to sign Amendment #1 to the Memorandum of Understanding with Mesa County and School District 51 for the 22 1/2 Road and Greenbelt Drive Sidewalk and Drainage Improvements Project.

**EXECUTIVE SUMMARY:**

This Amendment #1 to the Memorandum of Understanding with Mesa County and School District 51 adjusts the funding for the project based on actual construction phase bids received. The project will improve drainage and sidewalk facilities on 22 1/2 Road and Greenbelt Drive adjacent and near Broadway Elementary.

**BACKGROUND OR DETAILED INFORMATION:**

The existing asphalt trail on the west side of 22 1/2 Road adjacent to Broadway Elementary is more than 35 years old and in poor condition, with extensive block cracking that is difficult to repair. These conditions have created safety concerns, including a recent incident in which a student's wheelchair became caught in a crack. In addition, a nearby drainage channel has progressively incised, creating a hazardous drop-off along the edge of the trail.

To address these issues, the project proposes construction of a new 10-foot-wide concrete path on the west side of 22 1/2 Road, along with drainage improvements that

include piped infrastructure.

Greenbelt Drive also serves as an important walking route to school for neighborhoods east of Redlands Parkway. Mesa County proposes to pipe an existing drainage ditch and construct a new 10-foot-wide concrete path on the north side of Greenbelt Drive.

The original Memorandum of Understanding (MOU), approved by City Council on April 17, 2024, and executed on May 21, 2024, established roles, responsibilities, and cost-sharing among the City, Mesa County, and School District 51. Under the agreement, design costs are split evenly among all three parties. Construction costs for the 22 1/2 Road improvements are shared equally by the City and the School District, while Mesa County is responsible for construction costs along Greenbelt Drive. Since execution of the MOU, Mesa County added design scope, which is fully funded by the County.

This amendment updates the MOU to reflect revised project costs based on received construction bids.

The project generally includes the design and construction of sidewalk and drainage improvements along the west side of 22 1/2 Road adjacent to Broadway Elementary, and along the north side of Greenbelt Drive from 22 1/2 Road to the existing sidewalk at Milena Way. No right-of-way or easement acquisition is required.

The total estimated project cost is \$1,159,074. The City’s share is estimated at \$222,440, which includes design work completed in 2025 and \$170,187 for construction which is slated for summer of 2026 during school break.

**FISCAL IMPACT:**

The 2026 budget includes \$134,000 for the project. Based on the bids received, the City's share has increased to \$170,187. Staff proposes to move the necessary funds from 2026 Contract Street Maintenance to cover the additional \$36,187.

**SUGGESTED MOTION:**

I move to adopt Resolution 36-26 authorizing the Mayor to sign Amendment #1 to the Memorandum of Understanding with Mesa County and School District #51 for the Design and Construction of 22 1/2 Road and Greenbelt Drive Sidewalk and Drainage Improvements.

**Attachments**

- 1. Resolution \_\_-26 22.5Rd\_Greenbelt MOU Amend 1
- 2. MOU City County & D51 Greenbelt & 22.5 Amendment 1

**CITY OF GRAND JUNCTION, COLORADO**

**Resolution No. \_\_-26**

**A RESOLUTION AUTHORIZING THE MAYOR TO SIGN AMENDMENT #1 TO THE MEMORANDUM OF UNDERSTANDING WITH MESA COUNTY AND SCHOOL DISTRICT #51 FOR THE DESIGN AND CONSTRUCTION OF 22 1/2 ROAD AND GREENBELT DRIVE SIDEWALK AND DRAINAGE IMPROVEMENTS**

**Recitals:**

The City of Grand Junction and Mesa County are responsible for transportation planning and capital improvements within their respective jurisdictions. Mesa County Valley School District #51 is responsible for providing safe access to its schools and facilities. The parties recognize that coordinated planning and investment improve the effective use of limited public resources.

The parties have identified the need for sidewalk and drainage improvements along 22 ½ Road and Greenbelt Drive (the “Project”) to provide Americans with Disabilities Act (ADA) compliant access to Broadway Elementary School, located west of 22 ½ Road south of Greenbelt Drive. 22 ½ Road is within City right-of-way, and Greenbelt Drive (between 22 ½ Road and Redlands Parkway) is within County right-of-way.

In 2024, the parties entered into a Memorandum of Understanding (MOU) to define roles and responsibilities for the Project and to support cooperative planning and construction.

Amendment #1 to the MOU confirms the parties’ commitment to jointly fund and complete the Project and updates cost-sharing based on received construction bids.

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

The City Council finds the Project necessary to improve safe routes to school and drainage along 22 ½ Road (from Highway 340 to Greenbelt Drive) and along Greenbelt Drive (from 22 ½ Road to Redlands Parkway). The City Council hereby authorizes the Mayor to sign Amendment #1 to the Memorandum of Understanding with Mesa County and Mesa County Valley School District #51.

PASSED and ADOPTED this 15th day of April 2026.

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Cody Kennedy  
President of the Council

ATTEST:

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Selestina Sandoval  
City Clerk

**MEMORANDUM OF UNDERSTANDING**  
between  
**The City of Grand Junction, Mesa County Valley School District 51,**  
**and Mesa County, Colorado**  
for the  
**DESIGN AND CONSTRUCTION OF 22 ½ ROAD AND GREENBELT DRIVE**  
**SIDEWALK AND DRAINAGE IMPROVEMENTS**  
**Amendment #1**

The parties to this Memorandum of Understanding (“Agreement”) are Mesa County, Colorado, a political subdivision of the State of Colorado, acting through the Mesa County Board of County Commissioners (“County”), the City of Grand Junction, Colorado, a Colorado Home Rule Municipality, acting through the Grand Junction City Council (“City”), and Mesa County Valley School District 51 (“School District”). The County, City and School District may be collectively referred to as “Parties or “the Parties”.

I. Introduction

Both the City and the County have responsibilities for developing and implementing transportation plans and authorizing capital improvements within their respective jurisdictions. The School District has a responsibility to maintain safe access to its schools and associated properties. The Parties recognize that transportation related improvement decisions by one party affect decisions by the others, and that cooperative planning and spending can help to make the most of the community’s resources that are available to fund improvements.

The Parties further recognize the need to make sidewalk and drainage improvements to 22 ½ Road and Greenbelt Drive in unincorporated Mesa County (“Project”) in order to provide Americans with Disabilities Act (“ADA”) compliant access to Broadway Elementary School. Broadway Elementary is a School District facility located on the west side of 22 ½ Road, south of Greenbelt Drive. 22 ½ Road is designated as a City right-of-way and Greenbelt Drive, between 22 ½ and Redlands Parkway is designated as a County right-of-way. Because of the common and related interests of the City, the County and the School District they as the Parties to this Agreement acknowledge and agree that it is in their singular and collective best interests to work cooperatively in the planning and construction of the Project.

II. Purpose

The purpose of this Agreement is to establish the relative rights and responsibilities for the various work necessary to accomplish the Project. To that end this Agreement establishes the intention of the City, County, and School District to cooperatively fund and prosecute to completion the design, bidding, and construction of the Project.

III. Procedure

Now, therefore, it is agreed that the Parties will:

- 1) Include in their respective 2024 - 2025 Capital Improvement Plans the funds and staff to pay for and complete the Project. Accordingly, the Parties will make every effort to budget no less than the sums ("Project Funds") shown below:

Fund Source	Design 2024	Construction 2026	Project Funds
City	\$52,252	\$170,187	\$222,440
School District	\$52,252	\$170,187	\$222,440
County	\$52,252	\$661,942	\$714,194
<b>C.O. on County portion</b>	\$43,448		
<b>TOTAL</b>	<b>\$200,205</b>	<b>\$1,002,317</b>	<b>\$1,159,074</b>

Design costs will be split evenly between all three parties, **except for additional design work authorized by County on the Greenbelt Road improvements**. Construction costs on 22-1/2 Road improvements will be split evenly between the City and the School District. Construction costs on Greenbelt Drive will be paid for by the County.

- 2) The Parties agree to carry over any unexpended Project Funds from year to year until the Project is constructed.
- 3) The Project generally is described as and will include design and construction of sidewalk and drainage improvements to the west side of 22 ½ Road along Broadway Elementary School property and to the north side of Greenbelt Drive between 22 ½ Road to the existing sidewalk at Milena Way. All work will be designed and constructed to City/CDOT standards. It is anticipated that no right-of-way or easement acquisitions will be required.
- 4) The County will manage the Project from design through bidding and construction. The City, County, and School District will perform their respective public relations coordinated through the County's Project Engineer.
- 5) The County shall contract with a Consulting Engineer for design services. Design services include design to the most current City/CDOT standards, any permitting required for the Project,

coordination with utilities, as well as outreach and coordination with affected interests.

- 6) The County shall contract with a civil contractor to construct the Project. The construction contract shall be in accordance with County procurement and contracting standards.
- 7) So that revenue limitations under TABOR are not implicated, the contract(s) between the County and the third-party contractors performing the work on the Project may be written so that payments may be made directly to the third-party contractor by either the City and/or the County, and/or the School District in amounts consistent with the contributions of the Parties as established by this Agreement. Under such a contract, the third-party contractors shall issue invoices directly to the paying Party(ies) and payment shall be made directly to the third-party contractor by the paying Party(ies).
- 8) The City, County, and School District may not necessarily pay exactly equal shares of every individual portion of the Project; however, all Parties agree that the total share of the Project actual cost will be divided as in the proportion shown in III(1) above. Should a Party receive a grant for the Project, it is the general intent of the Parties to apply the grant money to the Project as a whole, with the contributions of each Party being reduced by the application of the grant funds. At the time of a grant award(d), the Parties shall generate a written amendment to this Agreement detailing how the grant(s) shall be applied in accordance with this Agreement and in compliance with any requirements of the grant(s). The Project Funds to be paid by each Party shall not exceed the amount shown in III(1) above except by mutual, written modification of this Agreement.

#### IV. Administration

- 1) Nothing in this Agreement shall be construed as requiring any Party to assume or expend any sum in the excess of appropriations available. All expenditures contemplated by any Party under this Agreement shall be subject to that Party's annual appropriations pursuant to Colorado Law.
- 2) This Agreement shall become effective when signed by the Parties. The Parties may amend the Agreement in writing as mutually agreed, including changes in scope or cost as the performance of the Project progresses. Any Party may terminate this Agreement for its convenience after giving the non-terminating Parties 30 days written notice of the terminating Party's intent to terminate. Any outstanding obligations or other responsibilities accrued in accordance with the

performance of this Agreement until the time of its termination, including any amounts owed or reimbursements to be paid, shall remain in effect and shall be performed by the Parties.

- 3) The County shall advertise, receive bids, and award the bid based on the County's Purchasing Policy and the recommendation of the Project management team. The Project management team shall be comprised of a named representative of each Party. The County shall include all the terms and conditions regarding bonding, insurance, and indemnification in construction contract so that the Project is protected as the County would customarily require.
- 4) This Agreement may be signed in counterparts. Each counterpart shall become part of the final Agreement and shall have the same force and effect thereof. A copy of any signature on a signature page shall be as valid and binding as an original signature.

In Witness whereof, the parties hereto have executed this Agreement as of the dates set forth below.

MESA COUNTY

\_\_\_\_\_  
James "JJ" Fletcher, Chair  
Mesa County Board of Commissioners


\_\_\_\_\_  
ATTEST:  
Date: \_\_\_\_\_


CITY OF GRAND JUNCTION

\_\_\_\_\_  
Cody Kennedy, President of City Council  
Grand Junction City Council

\_\_\_\_\_  
ATTEST:  
Date: \_\_\_\_\_

MESA COUNTY VALLEY SCHOOL DISTRICT 51

  
\_\_\_\_\_  
José Luis Chávez  
President of the Board of Education  
Mesa County Valley School District 51

  
\_\_\_\_\_  
ATTEST:  
Date: 4/16/2026



## Grand Junction City Council

### Regular Session

Item #6.a.

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**Meeting Date:** April 15, 2026  
**Presented By:** Jerod Timothy, Project Engineer  
**Department:** General Services  
**Submitted By:** Jerod Timothy, General Services Director

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### Information

#### **SUBJECT:**

Award of Construction Contract for Material Recovery Facility Modifications Phase 1 to KR Construction Group, INC.

#### **RECOMMENDATION:**

Staff recommends awarding the construction contract for the Materials Recovery Facility Phase 1 – Building Modifications project to KR Construction Group Inc. in the amount of \$4,281,380.00.

#### **EXECUTIVE SUMMARY:**

The City of Grand Junction is advancing Phase 1 of the Materials Recovery Facility (MRF) Re-Purpose and Construction Project located at 365 32 Road. This phase includes critical building modifications necessary to prepare the existing facility for installation of processing equipment and future recycling operations. Improvements include structural modifications, demolition, concrete work, and upgrades to mechanical, electrical, plumbing, and fire suppression systems.

This project is a key step in the City's long-term strategy to enhance recycling operations, improve efficiency, and support a more sustainable materials management system. Due to the complexity of retrofitting an existing structure and the need to maintain an accelerated schedule, timely completion of Phase 1 is essential to support overall project delivery and future facility operations.

#### **BACKGROUND OR DETAILED INFORMATION:**

The City of Grand Junction is advancing the development of a regional Materials Recovery Facility (MRF) located at 365 32 Road to support long-term recycling and materials management needs for the community and surrounding region. This project is a key component of the City's strategy to improve operational efficiency, increase

diversion, and provide a more sustainable and resilient recycling system.

In 2022, the City acquired the existing curbside recycling operation, transitioning from a privately operated system to a municipally managed program. Since that time, the City has been evaluating opportunities to enhance recycling services and infrastructure, including the development of a regional MRF capable of processing materials more efficiently and adapting to evolving market conditions.

The MRF Re-Purpose and Construction Project is being implemented in phases. Phase 1 focuses on necessary building modifications to prepare the existing structure for installation of specialized processing equipment and future operations. This work includes selective demolition, structural modifications, installation of concrete foundations and pits, and upgrades to mechanical, electrical, plumbing, and fire suppression systems.

Due to the nature of retrofitting an existing facility, the project presents several complexities, including coordination of multiple trades, integration of new systems within the existing structure, and the need to maintain a tight construction schedule to align with future equipment installation and operational timelines.

Completion of Phase 1 is critical to maintaining overall project momentum and ensuring the facility can be brought online in accordance with the City's planned schedule.

### **What's Next / Phase 2:**

Following completion of Phase 1 building modifications, the City will advance into Phase 2 of the Materials Recovery Facility (MRF) project. Phase 2 will focus on developing the operational, administrative, and support spaces necessary for full facility functionality and long-term use.

Key elements of Phase 2 include improvements to the tipping floor, such as construction of push walls and the addition of loading docks to support efficient material handling and outbound commodity shipment. The phase will also include renovation and expansion of office and support areas, including administrative offices, reception space, meeting and training areas, and a public-facing educational/viewing component.

Additional improvements include construction of a mezzanine level, installation of an elevator and stair access, and development of employee facilities such as locker rooms, restrooms, break areas, and support spaces. The project will also include necessary upgrades to building systems, including HVAC, electrical, plumbing, fire suppression, and structural enhancements to support new loads and configurations.

Design for Phase 2 is currently underway and is approximately 90 percent complete. Upon completion of final design, the project is anticipated to be advertised for competitive bidding.

Phase 2 will build upon the foundational work completed in Phase 1 and is critical to achieving full operational capability of the facility. Staff will continue to evaluate budget and delivery considerations and will return to City Council with additional information and recommendations as the project progresses.

**FISCAL IMPACT:**

The contract for Phase 1 of the MRF re-purpose and construction is \$4,281,380.00. Funding for this phase is budgeted in the Solid Waste and Recycling Fund supported by Certificates of Participation (COPs) issued by the City of Grand Junction in late 2025.

As the project advances into Phase 2, staff will return to City Council for an additional contract approval. A second tranche of the previously authorized COPs is anticipated to support Phase 2 construction.

**SUGGESTED MOTION:**

I move to (authorize/not authorize) the City Manager to enter into a construction contract with KR Construction Group Inc. for the Materials Recovery Facility Phase 1 – Building Modifications project in the amount of \$4,281,380.00.

**Attachments**

None