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**GRAND JUNCTION CITY COUNCIL  
MONDAY, MAY 14, 2018**

**PRE-MEETING (DINNER) 5:00 P.M. ADMINISTRATION CONFERENCE ROOM  
WORKSHOP, 5:30 P.M.  
CITY HALL AUDITORIUM  
250 N. 5<sup>TH</sup> STREET**

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

**1. Discussion Topics**

- a. 2018 Program Year Community Development Block Grant (CDBG)  
Allocate Additional Funding
- b. Growth Management and Streets Policy, and Impact Fee Discussion

**2. Next Workshop Topics**

**3. Other Business**

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*What is the purpose of a Workshop?*

The purpose of a Workshop is for the presenter to provide information to City Council about an item or topic that they may be discussing at a future meeting. The less formal setting of a Workshop is intended to facilitate an interactive discussion among Councilmembers.

*How can I provide my input about a topic on tonight's Workshop agenda?*

Individuals wishing to provide input about Workshop topics can:

1. Send an email (addresses found here [www.gjcity.org/city-government/](http://www.gjcity.org/city-government/)) or call one or more members of City Council (970-244-1504);
  2. Provide information to the City Manager ([citymanager@gjcity.org](mailto:citymanager@gjcity.org)) for dissemination to the City Council. If your information is submitted prior to 3 p.m. on the date of the Workshop, copies will be provided to Council that evening. Information provided after 3 p.m. will be disseminated the next business day.
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3. Attend a Regular Council Meeting (generally held the 1<sup>st</sup> and 3<sup>rd</sup> Wednesdays of each month at 6 p.m. at City Hall) and provide comments during “Citizen Comments.”

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## Grand Junction City Council

### Regular Session

Item #1.a.

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**Meeting Date:** May 14, 2018

**Presented By:** Kristen Ashbeck, Senior Planner/ CDBG Admin

**Department:** Community Development

**Submitted By:** Kristen Ashbeck, Senior Planner, CDBG Administrator

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### **Information**

#### **SUBJECT:**

2018 Program Year Community Development Block Grant (CDBG) Allocate Additional Funding

#### **RECOMMENDATION:**

NA

#### **EXECUTIVE SUMMARY:**

City Council will consider which activities and programs to fund with additional funds received for the Community Development Block Grant (CDBG) 2018 Program Year as well as additional unexpended funds from the 2016 Program Year. The City recently received its 2018 allocation of \$457,189 which is \$32,189 over the estimate used during the funding process. In addition, since the initial workshop on April 30, 2018, additional unexpended funds are available in the amount of \$1,323. Council will re-consider eligible applications to allocate the additional funds in the amount of \$33,512.

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

CDBG funds are an entitlement grant to the City of Grand Junction which became eligible for the funding in 1996. The 2018 Program Year which will begin September 1, 2018, marks the City's 23rd year of eligibility. Applications for funding were originally solicited and received by the City in March and totaled \$948,647 in requests. The purpose of the workshop is to allocate additional funds received from HUD as well as the additional unexpended funds from the 2016 Program Year.

On May 16, 2018, City Council will consider funding for specific projects totaling

\$431,516 from an estimate of funds to be received in 2018 and other unexpended funds from 2016. With the additional allocation received from HUD, the City Council can now consider allocating an amount of \$33,512 on eligible projects. Of this \$33,512 amount, an additional \$6,438 can be spent on Administration and an additional \$4,771 may be spent on services. The remainder must be spent on capital projects.

A spreadsheet is attached that shows all eligible projects, the amount of funding originally requested and the amount that remains unfunded for each project.

**Summary of Potential Action**

of the \$33,512 remaining to be allocated; \$6,438 more may be allocated to Administration (20% cap) and \$4,771 more may be allocated to Services Projects (15% cap less outstanding unexpended funds). Of the March applications, there are six projects that were not funded and the majority of the remaining projects were only partially funded.

**FISCAL IMPACT:**

There is an additional amount of 2018 CDBG allocation of \$32,189 and \$1,323 of additional unexpended 2016 funds that may be used to fund projects. This, along with the estimated amount and the unexpended funds from 2016 total a 2018 allocation amount of \$465,028.

**SUGGESTED MOTION:**

Consider the applications for allocation of additional funds received for the 2018 Program Year.

**Attachments**

1. Worksheet Summary of Recommended Funding May 14 Workshop
2. Summary of Funding Requests

2018 COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS						
		2018 FUNDING	\$457,189			Maximum Admin Allocation (20%) - \$91,438 - \$6,438 more than estimate
		Funds Not Expended Prior Years	\$7,839			Maximum Services Allocation - 15% less outstanding obligated funds = \$39,545 - \$4,771 more than estimate
		TOTAL FUNDS FOR ALLOCATION	\$465,028			
	AGENCY	PROJECT TITLE	GRANT REQUEST	COUNCIL ALLOCATED FUNDS	AMOUNT UNFUNDED	PROJECT INFORMATION/COMMENTS
1 2018 Admin	City of Grand Junction Administration	Program Administration	\$25,000	\$25,000	\$0	Program administration, fair housing activities, annual reports to HUD and a portion of staff salary.
2 2018 Admin	PreDevelopment Costs	Grand Junction Housing Authority	\$50,000	\$20,000	\$30,000	Consultant services for pre-development planning and engineering for Bookcliff Squire Redevelopment at 1262/1282 Bookcliff Avenue.
		SUB TOTAL FUNDING RECOMMENDED		\$45,000		Maximum Admin Allocation (20%) - \$91,438 - \$6,438 more than estimate
3 Services	Karis, Inc.	Integrated Mental Health Services	\$10,400	\$5,000	\$5,400	Funds to provide mental health and substance abuse services to homeless youth.
4 Services	HopeWest	Accessible Exam Tables for PACE Senior Medical Clinic	\$10,518	\$7,000	\$3,518	Purchase specialized medical exam tables that facilitate transfer from a wheelchair.
5 Services	Mesa County Partners	Purchase Van for Restitution/Work Program	\$19,000	\$10,000	\$9,000	CDBG funds will be used to purchase a new van to provide transportation for restitution program.
6 Services	St. Mary's Foundation	Gray Gourmet - Purchase Food	\$16,000	\$4,000	\$12,000	CDBG funds would be used to help off-set the cost of food purchases for meals.
7 Services	Counseling and Education Center	Low Income Counseling Program	\$6,000	\$4,000	\$2,000	CDBG funds would provide 84 more hours of counseling.
8 Services	STRiVE	Audyssey Autism Clinic	\$6,000	\$4,776	\$1,224	CDBG funds would be used to provide this clinic service to 4 additional clients.
		SUB TOTAL FUNDING RECOMMENDED		\$34,776		Maximum Services Allocation - 15% less outstanding obligated funds = \$39,545 - \$4,771 more than estimate
9 Facility Rehab	Hilltop Community Resources, Inc.	Bacon Campus Fire Safety Project	\$43,500	\$20,000	\$23,500	CDBG funds would be used for alarm upgrades, linking the alarm and new sprinkler systems.
10 Facility Rehab	HomewardBound of the Grand Valley	Community Homeless Shelter Roof Replacement	\$43,107	\$25,000	\$18,107	Funds will be used to replace the roof.
11 Facility Rehab	Mesa County Partners	WCCC Building - Additional Door	\$3,800	\$3,800	\$0	CDBG funds would be used to install a second door out of the shop area.
12 Facility Rehab	STRiVE	Roof for Newly Acquired Building	\$151,600	\$100,000	\$51,600	Having been constructed 40 years ago, the building is in need of new roofing which is to be funded with CDBG.
13 Facility Rehab	The Arc Mesa County Inc.	Accessibility Project for People with Disabilities	\$61,722	\$19,740	\$41,982	CDBG funds would be used to create an accessible second floor including an elevator lift, widening doors and removing walls to provide an accessible training/meeting room.
14 Facility	Center for Independence	Taylor Ability Garden	\$25,000	\$4,700	\$20,300	CDBG funds would be used to construct a 1,220-square foot demonstration garden to involve and support the disabled community.
		SUB TOTAL FUNDING RECOMMENDED		\$173,240		
15 Public	City of Grand Junction Parks and Recreation	Riverside Park Improvements	\$25,000	\$25,000	\$0	CDBG funds used for initial park improvements
16 Public	City of Grand Junction Public Works	Grand Avenue at 9th and 10th Streets SRTS/Neighborhood Improvements	\$60,000	\$60,000	\$0	Create curb extensions (bulb-outs) on all four corners of the intersections of 9th Street and Grand Avenue and 10th Street and Grand Avenue.

<b>17 Public</b>	City of Grand Junction Public Works	Pinyon Avenue SRTS/Neighborhood Improvements	\$60,000 per side	\$60,000	\$60,000	There is no sideconstruct 640 feet of curb, gutter and sidewalk and 2 accessible ramps per side of the street.
<b>18 Public</b>	City of Grand Junction Utilities	Replace Lead Water Lines	\$50,000	\$20,000	\$30,000	Pilot program for up to 50 properties within a CDBG-eligible downtown neighborhood, providing an incentive of \$1,000 per home for replacement of lead service line.
<b>19 Public</b>	City of Grand Junction Public Works	24-1/2 Road Pedestrian Improvements	\$13,500	\$13,500	\$0	Construct a pedestrian crossing with a median refuge.
		<b>SUB TOTAL FUNDING RECOMMENDED</b>		<b>\$178,500</b>		
<b>ELIGIBLE PROJECTS NOT FUNDED</b>	<b>AGENCY</b>	<b>PROJECT TITLE</b>	<b>GRANT REQUEST</b>	<b>COUNCIL ALLOCATED FUNDS</b>	<b>AMOUNT UNFUNDED</b>	<b>PROJECT INFORMATION/COMMENTS</b>
<b>20 Services</b>	Grand Valley Peace and Justice	Home Street Home Project	\$10,000	\$0	\$10,000	Funds to begin outreach to chronically homeless persons, including life skills training and preparations for interim housing project.
<b>21 Improve Alley</b>	Grand Valley Catholic Outreach	Pave Alley 200 Block between Pitkin and South Avenues	\$120,000	\$0	\$120,000	CDBG funds would be used to pave this block of the alley.
<b>22 Facility Purchase</b>	Karis Inc.	Purchase the Fourth House - Drop-In Day Center for Youth	\$80,000	\$0	\$80,000	CDBG funds would be used to acquire the Fourth House (a basement unit in 362 Main Street)
<b>23 Facility Purchase</b>	Grand Valley Crisis Nursery	Crisis Nursery Property Acquisition	\$60,000	\$0	\$60,000	CDBG funds will be used toward the purchase of a residential structure to be used as the Nursery.
<b>24 Services</b>	Housing Resources of Western Colorado	Foreclosure Prevention Program	\$13,500	\$0	\$13,500	Program to promote, assist, retain and support opportunities for homeownership for low and moderate workforce households.
<b>25 Public</b>	City of Grand Junction Public Works	Bookcliff Middle SRTS/Neighborhood Improvements Phase 2	\$70,000	\$0	\$70,000	Construct 680 feet of missing curb, gutter and sidewalk on the west side of 29-1/4 Road between Formay Avenue and Elm Avenue.
		<b>FUNDS REMAINING TO BE ALLOCATED</b>		<b>\$33,512</b>		<b>\$6,438 more may be used for Administration; \$4,771 more may be used for Services. Remainder must be expended on Capital Projects</b>

## **SUMMARY OF 2018 FUNDING REQUESTS**

### **Program Administration – Cannot Exceed 20% of Allocation (\$91,438)**

#### **1: City CDBG Administrator**

The City allocated \$25,000 2017 CDBG funds for general administration of the program and a portion of staff salary. The funds will be expended by September 2018. Council can consider what level of CDBG funding they would like to use for 2018 Program Administration.

**Funds Requested: \$25,000**  
**Recommended Funding: \$25,000**

#### **2: Grand Junction Housing Authority Pre-Development Design and Engineering for Bookcliff Squire Project**

In conjunction with local stakeholders, the Grand Junction Housing Authority (GJHA) has developed a conceptual design for a 20-unit housing and supportive services facility with a preference for serving those that have experienced domestic violence. The project will be located at 1262 and 1282 Bookcliff Avenue which are owned by GJHA. Redevelopment of the .87 acres into housing will require asbestos abatement and demolition of the existing site infrastructure for which funding sources have been secured or are pending. CDBG funding will be utilized to begin creation of the design development deliverables including schematic plans and specifications. GJHA has received multiple grants, most recently a 2016 grant (\$75,000) towards the rehabilitation of the Nellie Bechtel Apartments. All funds have been expended and projects closed out.

**Funds Requested: \$50,000**  
**Total Project Cost: \$443,682**  
**Recommended Funding: \$20,000**

### **SERVICES PROJECTS – Cannot Exceed \$34,776**

#### **3: Karis, Inc. Integrated Mental Health Services**

Karis, Inc. provides housing and support services for homeless, unaccompanied teens and youth in the community. CDBG funds would be used to provide mental health and substance abuse services to Karis clients at its various housing facilities in the City limits. With 2017 CDBG funds, Karis, Inc. was able to increase direct service hours per week for two clinicians to a total of 40 hours per week. Additional 2018 funds will provide another increase in services. Karis, Inc. received \$10,400 for the same services in 2017 and 50% of the funds have been expended.

**Funds Requested: \$10,400**  
**Total Project Cost: \$39,260**  
**Recommended Funding: \$5,000**

#### **4: Grand Valley Peace and Justice – Home Street Home Project**

Grand Valley Peace and Justice is in the process of creating an outreach team and a survey of the chronically homeless community. Participants in the next phase of the program will be selected based on the survey results. CDBG funds will then be used to further community outreach, including life skills training and preparation for the next phase of the project which is securing interim housing for the individuals. Grand Valley Peace and Justice has not been a previous applicant for CDBG funds.

**Funds Requested: \$10,000**  
**Total Project Cost: \$10,000**  
**Recommended Funding: \$0**

#### **5: Housing Resources of Western Colorado (HRWC) Foreclosure Prevention Program**

HRWC is starting a program to promote, assist, and support homeownership for low and moderate income workforce households through education, training and counseling services. CDBG funds will be used for start-up costs associated with the program. HRWC expects to serve 80 households within the City limits in the coming year. HRWC has received multiple CDBG grants, the most recent being 2017 funds for its Critical Home Repair Program which is 30 percent expended.

**Funds Requested: \$13,500**  
**Total Project Cost: \$163,425**  
**Recommended Funding: \$0**

#### **6: HopeWest PACE Center Accessible Exam Tables**

HopeWest will open a Program of All-Inclusive Care for the Elderly (PACE) Center in 2018 to provide care to the frail elderly. The program goal is to meet the healthcare needs of this population so they can stay in their own homes. The PACE Center will include a senior primary care medical clinic. This grant would be used to purchase specialized medical exam room tables that facilitate transfer from a wheelchair for frail elderly. The Center expects to serve 300 persons, with 70 percent residing in the City limits. HopeWest received 2016 CDBG funds (\$38,000) for therapy equipment and the kitchen facility at the Center. All funds have been expended and the projects closed out.

**Funds Requested: \$10,518**  
**Total Project Cost: \$26,295**  
**Recommended Funding: \$7,000**

#### **7: Mesa Youth Services, Inc. dba Mesa County Partners (Partners) Van Purchase**

Partners supervises up to 1,000 juvenile offenders annually. The youth perform court-ordered community service projects. CDBG funds will be used to purchase a new van to provide safe transportation to job sites. The Program expects to serve 700 youth in the coming year, with 70 percent residing in the



City limits, so CDBG can fund up to 70 percent of the van purchase. Partners has received several grants in the past, most recently a 2015 grant (\$27,500) to make safety improvements to its main program office. All funds have been expended and the project closed out.

**Funds Requested: \$19,000**  
**Total Project Cost: \$29,000**  
**Recommended Funding: \$10,000**

#### **8: St. Mary's Hospital Gray Gourmet Program Food Purchase**

Gray Gourmet prepares and serves a nutritious lunchtime meal for Mesa County seniors age 60 and older. CDBG funds would be used to help off-set the cost of food purchases for meals to be prepared and served for an estimated 3 percent increase in persons served and the number of meals provided. Gray Gourmet has received multiple grants in the past, most recently a 2016 grant (\$16,000) for the same purpose. All funds have been expended and the project closed out.

**Funds Requested: \$16,000**  
**Total Project Cost: \$281,800**  
**Recommended Funding: \$4,000**

#### **9: Counseling and Education Center (CEC) - Low Income Counseling Services**

This program provides counseling services for low income citizens. Funds are requested to help pay for 84 more hours of counseling sessions for an estimated 17 more clients seeking care. The number of persons served is directly related to the amount of funding received. CEC has received multiple grants for the same purpose with the most recent being 2017 funds (\$6,000) which have been expended and the project closed out.

**Funds Requested: \$6,000**  
**Total Project Cost: \$419,182**  
**Recommended Funding: \$4,000**

#### **10: STRiVE Audyssey Autism Clinic**

STRiVE offers the only diagnostic clinic on the western slope for children facing challenges of autism, neurological conditions or developmental disabilities who can benefit from individualized intervention and support services. The diagnostic process involves a team of specialists and can be very costly for families. CDBG funds would be used to provide this service to 4 additional clients. STRiVE has received multiple grants in the past, most recently two 2015 grants (\$31,210) to rehabilitate 4 group homes and for the Audyssey Clinic for the same purpose. All funds have been expended and the grants closed out.

**Funds Requested: \$6,000**  
**Total Project Cost: \$86,064**  
**Recommended Funding: \$4,776**

## **CAPITAL IMPROVEMENTS PROJECTS**

### **11: Hilltop Community Resources, Inc. Bacon Campus Fire Safety Project**

The Bacon Campus houses two residential programs 1) the Life Adjustment Program for adults with traumatic brain injuries and 2) Youth Services for persons ages 12 to 18 who have encountered difficulty at home, school or in the community. The State of Colorado is requiring Hilltop to add fire sprinklers and fire separation walls for licensure requirements. CDBG funds would be used for alarm upgrades, linking the alarm and new sprinkler systems. Hilltop has received grants in the past, most recently a 2014 grant (\$10,320) for services at the Latimer House. All funds have been expended and the project closed out.

**Funds Requested: \$43,500**  
**Total Project Cost: \$1.8 million +**  
**Recommended Funding: \$20,000**

### **12: Grand Valley Catholic Outreach (GVCO) – Pave Alley Behind St. Martin Housing Development**

The St. Martin Place housing that provides housing for 40 homeless veterans in the 200 block of Pitkin Avenue was completed in April 2015. The alley behind the apartments is dirt and rocks. When it rains or snows, the alley is treacherous, mud is tracked onto the surrounding paved streets and the apartments are being damaged by rocky sludge being tracked in. CDBG funds would be used to pave this block of the alley. GVCO has received grants in the past, most recently a 2017 grant (\$55,788) for the rehabilitation of the Day Center which has not yet been expended.

**Funds Requested: \$120,000**  
**Total Project Cost: \$200,000**  
**Recommended Funding: \$0**

### **13: Hilltop on behalf of the Grand Valley Crisis Nursery**

The Crisis Nursery will provide free, short-term, emergency childcare to families in crisis and connect families with local resources to help them get out and stay out of crisis. CDBG funds will be used toward the purchase of a residential structure to be used as the Nursery.

**Funds Requested: \$60,000**  
**Total Project Cost: \$300,000**  
**Recommended Funding: \$0**

### **14: The Arc Mesa County Inc. Accessibility Improvements to Program Office**

Arc Mesa County provides no cost individual advocacy, community outreach, advocacy education and legislative and systematic advocacy for children, adults and parents with disabilities. CDBG funds would be used to create an accessible second floor including an elevator lift, widening doors and removing walls to

provide an accessible training/meeting room for clients with disabilities in its existing facility at 845 Grand Avenue. Arc Mesa County has not been a previous applicant for CDBG funds.

**Funds Requested: \$61,722**  
**Total Project Cost: \$82,296**  
**Recommended Funding: \$19,740**

**15: Karis, Inc. Purchase the Fourth House/Drop-in Day Center**

CDBG funds would be used to acquire the Fourth House (a basement unit in 362 Main Street) which Karis, Inc. currently uses as a drop-in center for homeless unaccompanied youth that provides showers, meals, clothing, laundry, addiction counseling, art groups, access to computers and crisis and employment services. Karis has served 142 youth since last fall at the facility. Karis Inc. has received several grants, most recently a 2017 grant (\$10,400) for mental health counseling for the youth in its facilities. 50 percent of the funds have been expended.

**Funds Requested: \$80,000**  
**Total Project Cost: \$229,500**  
**Recommended Funding: \$0**

**16: HomewardBound of the Grand Valley Homeless Shelter Roof Replacement**

HomewardBound provides overnight emergency shelter for adults and families experiencing homelessness. The roof in the single adult dormitory began leaking during this past winter. CDBG funds will be used to replace the roof. The budget includes a 15-year warranty on the membrane material. HomewardBound has received multiple grants in the past, most recently a grant (\$15,000) for the purchase of food for the meals served at the shelter. 3 percent of the funds have been expended.

**Funds Requested: \$43,107**  
**Total Project Cost: \$43,107**  
**Recommended Funding: \$25,000**

**17: Partners Western CO Conservation Corps (WCCC) Building New Door**

WCCC operated through Partners employs and trains youth and young adults working on public land improvement projects (101 youth in 2017). WCCC operates from a shop located at 2818-1/2 North Avenue which currently has one large garage door to enter and exit the building. This creates a safety issue without having a place to quickly exit the rear of the building and energy efficiency drops when the large door must be opened to load work crews and/or bring in supplies. CDBG funds would be used to install a second door out of the shop area. 77 percent of the WCCC participants live in the City limits, so CDBG could fund 77 percent of the project. Partners has received several grants in the past, most recently a 2015 grant (\$27,500) to make safety improvements to its

program facility. All funds have been expended and the project closed out.

**Funds Requested: \$3,800**  
**Total Project Cost: \$8,800**  
**Recommended Funding: \$3,800**

**18: STRiVE Roof for New Building**

STRiVE provides care and support for disabled individuals of all ages and their families. The agency has outgrown its current location at 950 Grand Avenue and has purchased a new building at 790 Wellington Avenue. STRiVE is in the process of remodeling it for their use which will increase access to services for clients. The newly purchased building, having been constructed 40 years ago, is in need of new roofing which is proposed to be funded with CDBG. STRiVE has received multiple grants in the past, most recently two 2015 grants (\$31,210) to rehabilitate 4 group homes and for the Audyssey Clinic. All funds have been expended and the grants closed out.

**Funds Requested: \$151,600**  
**Total Project Cost: \$6.85 million +**  
**Recommended Funding: \$100,000**

**19: Center for Independence (CFI) Taylor Ability Garden**

Utilizing the existing front yard landscape area at the facility at 740 Gunnison Avenue, CDBG funds would be used to construct a 1,220-square foot demonstration garden to involve and support the disabled community. The publically visible garden would feature handicap-accessible raised beds, elevated wheelchair stations, and recycled-carpeting pathways. CFI has received several grants in the past, most recently a 2016 grant (\$18,750) for an accessible lift at its program office that is currently underway.

**Funds Requested: \$25,000**  
**Total Project Cost: \$34,575**  
**Recommended Funding: \$4,700**

**20: City of Grand Junction – Riverside Park Improvements**

CDBG funds would be used for initial park improvements including: 1) Close Riverside Park Dr/Convert to Trail; 2) Concrete Path around Park; 3) Split Rail Fence Along Alley East Side of Park; and 4) Concrete barriers at Fairview Ave (if street closed). The Riverside neighborhood is an eligible low and moderate income area. In order to apply for GOCO Local Parks and Outdoor Recreation (LPOR) grants, an additional \$276,000 is needed in matching funds. Thus, an additional \$25,000 in 2018 CDBG funds is requested to be applied to the needed match to be added to the \$73,686 2017 CDBG funds awarded to the project.

**Funds Requested: \$25,000**  
**Total Project Cost: \$626,314**  
**Recommended Funding: \$25,000**

**21: City of Grand Junction – Bookcliff MS/Community Center Pedestrian Improvements Phase 2**

Construct 680 feet of feet of missing curb, gutter and sidewalk on the west side of 29-1/4 Road between Formay Avenue and Elm Avenue. The project is the highest priority as recommended by the Urban Trails Committee. Phase 1 is to be completed Summer 2018 with a 2017 grant in the amount of \$42,000 matched with \$18,000 from Mesa County.

**Funds Requested: \$70,000**  
**Total Project Cost: \$100,000**  
**Recommended Funding: \$0**

**22: City of Grand Junction – Grand Avenue at 9<sup>th</sup> and 10<sup>th</sup> Streets Safe Routes to School/Neighborhood Pedestrian Improvements**

Heavily utilized on-street parking along Grand Avenue as well as the width of the roadway and vehicular speed causes visibility and safety challenges and an increased crossing distance for pedestrians and bicyclists. 9th Street is the preferred school walking corridor for East Middle and Chipeta Elementary Schools. 10th Street is the preferred bicycle corridor connecting CMU and downtown. CDBG funds would be used to create curb extensions (bulb-outs) on all four corners of the intersections of 9th Street and Grand Avenue and 10th Street and Grand Avenue. This project was second in priority as recommended by the Urban Trails Committee.

**Funds Requested: \$60,000**  
**Total Project Cost: \$60,000**  
**Recommended Funding: \$60,000**

**23: City of Grand Junction – Pinyon Avenue Safe Routes to School/Neighborhood Pedestrian Improvements**

No sidewalk exists on either the north or south side of Pinyon Avenue between 13th and 15th Streets which is a walking route to Orchard Avenue Elementary School. CDBG funds would be used to construct 640 feet of curb, gutter and sidewalk and 2 accessible ramps per side of the street. This project was the recommended third priority as reviewed by the Urban Trails Committee.

**Funds Requested (per side): \$60,000**  
**Total Project Cost (per side): \$60,000**  
**Recommended Funding: \$60,000**

**24: City of Grand Junction – Replace Lead Water Lines**

1985 amendments to the Safe Drinking Water Act banned the use of lead pipes and leaded solders for drinking water lines. Remaining lead pipe sections represent the greatest potential source of lead in drinking water. The City estimates about 200 lead service lines remain in the City's water district and has developed a proactive replacement program for them. Currently, the property owner is responsible for replacement of private water lines from the water main

to their home. CDBG funds would be used for a pilot program for up to 50 properties within a downtown CDBG-eligible neighborhood, providing an incentive of \$1,000 per home for the replacement of the customer-owned portion of a lead service line.

**Funds Requested: \$50,000**  
**Total Project Cost: \$50,000**  
**Recommended Funding: \$20,000**

**25: City of Grand Junction – 24-1/2 Road Pedestrian Improvements**

Grand Valley Transit's (GVT) West Transfer Station has increased pedestrian activity in the area. Recent commercial development (O'Reilly Auto Parts) to the west included a trail connection between Patterson Road and 24-1/2 Road across from the GVT Station on the east side of 24-1/2. An improved pedestrian crossing at this location with a median refuge that reduces the unprotected crossing distance as well as signs and markings would improve pedestrian safety along the corridor.

**Funds Requested: \$13,500**  
**Total Project Cost: \$13,500**  
**Recommended Funding: \$13,500**



## Grand Junction City Council

### Workshop Session

Item #1.b.

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**Meeting Date:** May 14, 2018

**Presented By:** Greg Caton, City Manager, Tamra Allen, Community Development Director, Trent Prall, Public Works Director

**Department:** City Manager

**Submitted By:** Tamra Allen, Community Development Director  
Trent Prall, Public Works Director  
Jodi Romero, Finance Director

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### Information

#### **SUBJECT:**

Growth Management and Streets Policy, and Impact Fee Discussion

#### **EXECUTIVE SUMMARY:**

Growth management is a set of strategies and policies that are used to ensure that as population grows and development occurs, there are services available to meet the demands. The policies are set in order to meet established service levels within the community. One of the most direct demands resulting from growth and development is the impact on the transportation infrastructure. Other impacts include public safety and parks and open space. The City of Grand Junction is beginning to experience growth and development that we have not seen in many years, and that we expect to continue into the future. The State Demography Office projects that Mesa County will grow at an average of 1.3% per year for the next 10 years. At this rate, the City of Grand Junction will grow from 65,000 to 73,000 by 2028.

During the budget process last year, staff identified a shortfall of resources when developing the 10 year capital plan and indicated we would bring back a discussion of impact fees with Council before the 2019 budget development process began.

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

When discussing impact fees it is important to differentiate between on-site and off-site improvements. On-site improvements are commonly considered to be improvements that are required for the development and directly benefit the development. An

example would be access and safety improvements such as left hand turn lanes. These on-site improvements should be paid for by the benefiting development and new residents.

Off-site improvements result from growth and development impacting the overall system. These are improvements that are needed in order to add capacity to accommodate new growth. Systems impacted include transportation infrastructure, public safety service to additional population including location of facilities such as fire stations, extension of utility service lines to the development area, and open space and parks demands. These off-site improvements are generally funded on a cost-share basis through impact fees such as the Transportation Capacity Payment (TCP) paid by development and new residents, as well as through taxes paid by existing residents.

In 2004, the City adopted a Growth and Development Related Street Policy as well as a financing mechanism to pay for improvements attributable to development which was the TCP fee. This changed what is required of development for public access and street safety improvements. The TCP was adopted at a discounted rate of 52% of the total fee recommended. Over the last 15 years, the increase in the TCP fee has not kept up with the market and cost of improvements, and currently the fee is at \$2,554 for a single family equivalent which is believed to be at 35% of what it needs to be. The Mesa County Transportation Planning Region and Grand Valley Metropolitan Planning Organization have a TCP study underway that will be completed this fall that will provide guidance on where the TCP fee should be set.

Attached is the 2004 Ordinance setting the TCP fee and adopting the Growth and Development Related Streets Policy, as well as a staff prepared TCP of the impacts.

Next steps include evaluating the results of the TCP study that is currently underway, starting a Nexus study regarding public safety and utility impact fees, as well as beginning outreach to the development community regarding potential changes to the policy for on-site improvements.

**FISCAL IMPACT:**

No direct fiscal impact resulting from workshop discussion; however, if Council were to authorize a change in policy and/or TCP fee, it would impact revenues and expenses related to on-site and off-site improvements. Those impacts would be evaluated and presented based on direction for change.

**SUGGESTED ACTION:**

This item is for City Council discussion and direction to staff, if any.

**Attachments**



1. Ordinance No. 3641
2. TCP and Growth Management Summary May 14th Workshop

## **CITY OF GRAND JUNCTION**

### **ORDINANCE NO. 3641**

#### **AN ORDINANCE AMENDING ORDINANCE NO. 2750 AS CODIFIED AS SECTION 6.2 OF THE GRAND JUNCTION ZONING AND DEVELOPMENT CODE CONCERNING TRANSPORTATION CAPACITY PAYMENTS INCLUDING CALCULATIONS THEREOF, CREDITS AND APPROVED METHODOLOGIES**

##### **Recitals:**

The existing City ordinances require that a developer of land adjacent to a right-of-way which is unimproved or does not meet current standards ("under-improved") either improve the abutting half of the right-of-way for the frontage of the development or pay a sum of money determined by an assumption of additional traffic that will be created from the development. Also, current City policy allows the City to require additional improvements to the existing roadway system when it is determined that the proposed development has negative impacts to the capacity and/or safety of the existing system.

While this method assures that a development pays its fair share of the cost of the associated impact to the transportation system, there has been concern raised that this method of addressing traffic impacts is not always fair. This method has the disadvantage of requiring the first development in an area of under-improved public infrastructure to complete these improvements but allows others, who follow later, to develop without similar costs.

Another disadvantage is that a developer of land immediately adjacent to one or more unimproved or under-improved streets may be required to pay for the improvement of all adjacent street improvements, yet another development, due to location or the configuration of the parcels such that it does not abut an unimproved street, may not be required to make the same improvements to the street system, even though each development may add the same amount of traffic.

Because safe and efficient streets are one of the most important services provided by the City, the Council does hereby amend the Code to provide a specific financing mechanism, which will continue to allow safe and functional streets while refining the calculation of payment for and costs attributable to development.

The Council determines that the resources of the City are properly allocated to maintaining and improving, including capital additions to, the existing 370 miles of streets and roads and that, as resources permit, additional improvements to the system should be made near and around developing areas of the City as growth occurs. The citizens and users of the street system pay for the upkeep and general improvement to

the system nearly exclusively by the payment of sales and use taxes. Sales and use taxes are not sufficient, however, to pay for all the road needs and there are limited resources available to the City, from other sources, to add to the system or to make improvements in the rapidly developing areas of the City.

Therefore, the Council finds and affirms that it is in the public interest to continue the practice of collecting Transportation Capacity Payments (TCP) and appropriately increase the amount of that fee to more accurately reflect the cost of improvements that are reasonably attributable to new development, new residents and new business activities (collectively "Growth").

The Council further finds that the TCP shall be set at a level that a substantial portion of the cost to build new transportation facilities caused by Growth is paid for by the Growth that has caused the need.

The Council is well aware that Growth and new development creates additional vehicular traffic that consumes a portion of the existing transportation infrastructure capacity. In support of the TCP methodology, the City has adopted the data, assumptions and conclusions of the Institute of Transportation Engineer's Trip Generation Manual ("ITE") for purposes of projecting the number of trips created by development. The ITE is a valid, nationally recognized basis to estimate traffic generated by a development and shall continue to be used by the City. The most recent version of the ITE is incorporated herein by this reference as if fully set forth.

The Council has found and affirms that a fair method of imposing a portion of the costs of paying for additional or improved capacity, necessitated because of Growth, is a fee based on a formula that considers among other things the number of trips generated by different types of development (based on ITE), the average trip length, and the percentage of new trips as variables. The specific formula for the TCP provided for herein has been studied and found to be valid by the 2002 Transportation Impact Fee Study prepared by Duncan Associates. That study is incorporated herein by this reference as if fully set forth.

Because the traffic impacts of new trips are not always easily ascertained or allocated to a particular intersection or street, and because the City is not so large that there are distinct areas of the City which are wholly unrelated to the others, the Council finds that it is not reasonable to define discrete time and distance limits for the spending of TCP funds in relation to each development. Nevertheless, expenditure and the prioritization of projects for expenditure shall, to the extent reasonable, be as near in time and distance as is possible to the location from which the payment was derived.

The Council has considered, but rejected as impracticable, a proposal whereby the City would be divided into quadrants or other sub-areas, in which quadrant or sub-area funds attributable to a particular subdivision or development must be spent within certain specified time limits. Such a method, while attractive to a developer, ignores the professional judgments which traffic engineers must make and ignores the reality that

sub-funds, which track TCP funds from particular areas or neighborhoods, may never have enough money to pay for needed improvements.

**BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT SECTION 6.2 B1& B2 OF THE ZONING AND DEVELOPMENT CODE ARE AMENDED AS SHOWN:**

Additions are shown in ALL CAPS, except for the entire section entitled "Growth and Development Related Street Policy" which is new, even though it is not capitalized. Adoption of this ordinance shall constitute a repeal of inconsistent terms and provisions of the existing ordinance and/or the codification including the analytical and other justification and descriptive materials which were adopted by reference in Ordinance No. 2750.6.2B1(f) Dedications required by subparagraph shall be at no cost to the City. Dedications shall not be eligible for, or require a refund or TCP credit.

6.2B1(f) Dedications required by subparagraph 6.2B1c shall be at no cost to the City. Dedications shall not be eligible for or require a refund or TCP credit.

6.2B2 Transportation Capacity Payment (TCP) and Right-of-Way Improvements.

6.2B2 a. The developer shall pay to the City a Transportation Capacity Payment (TCP) and Right-of-Way Improvements as required by the Public Works Director (DIRECTOR.)

a. The developer shall pay to the City a Transportation Capacity Payment (TCP) as required by the Public Works Director (DIRECTOR).

b. THE DIRECTOR MAY REQUIRE THAT THE DEVELOPER PAY FOR AND/OR CONSTRUCT IMPROVEMENTS necessary for the safe ingress and/or egress of traffic to the development. THOSE IMPROVEMENTS ARE DEFINED AS MINIMUM STREET ACCESS IMPROVEMENTS. MINIMUM STREET ACCESS IMPROVEMENTS SHALL BE DEFINED BY THE MOST RECENT VERSION OF THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY AND/OR TEDS. THE GROWTH AND DEVELOPMENT RELATED STREET POLICY SHALL BE REVIEWED BY CITY STAFF AND ADOPTED ANNUALLY BY COUNCIL RESOLUTION.

c. No PLANNING CLEARANCE FOR A building permit for any use or activity requiring payment of the TCP pursuant to this Ordinance shall be issued until the TCP HAS BEEN PAID AND MINIMUM STREET ACCESS IMPROVEMENTS HAVE BEEN CONSTRUCTED, PAID FOR OR ADEQUATELY SECURED AS DETERMINED BY THE DIRECTOR. ADEQUATE SECURITY SHALL BE THAT ALLOWED OR REQUIRED FOR A DEVELOPMENT IMPROVEMENT AGREEMENT (DIA) UNDER SECTION 2.19 OF THIS CODE.

d. The amount of the TCP shall be as set forth ANNUALLY BY THE CITY COUNCIL in ITS adopted fee RESOLUTION. THE TCP IS MINIMALLY SUBJECT

TO ANNUAL ADJUSTMENT FOR INFLATION BASED ON THE CONSUMER PRICE INDEX FOR ALL URBAN CONSUMERS (CPI-U), WESTERN REGION, SIZE B/C, PUBLISHED MONTHLY BY THE UNITED STATES DEPARTMENT OF LABOR. (THIS INFORMATION CAN BE FOUND AT THE INTERNET SITE OF <http://data.bls.gov/labjava/outside.jsp?survey=cu>)

e. THE TCP shall be used BY THE DIRECTOR TO MAKE capital improvements to the transportation facilities in the City IN ACCORDANCE WITH THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY, THIS ORDINANCE, AND OTHER APPLICABLE PROVISIONS OF THE ZONING AND DEVELOPMENT CODE.

(1) TO PAY DEBT SERVICE ON ANY PORTION OF ANY CURRENT OR FUTURE GENERAL OBLIGATION BOND OR REVENUE BOND ISSUED AFTER THE EFFECTIVE DATE OF THIS ORDINANCE AND USED TO FINANCE MAJOR ROAD SYSTEM IMPROVEMENTS;

(2) FOR THE RECONSTRUCTION AND REPLACEMENT OF EXISTING ROADS, THE CONSTRUCTION OF NEW MAJOR ROAD SYSTEMS, AND IMPROVEMENTS AND/OR FOR THE PAYMENT OF REIMBURSABLE STREET EXPENSES (AS THAT TERM IS DEFINED FROM TIME TO TIME BY THE CITY'S GROWTH AND DEVELOPMENT RELATED STREET POLICY) THAT ARE INTEGRAL TO AND THAT ADD CAPACITY TO THE STREET SYSTEM;

(3) TRAFFIC CAPACITY IMPROVEMENTS DO NOT INCLUDE ONGOING OPERATIONAL COSTS OR DEBT SERVICE FOR ANY PAST GENERAL OBLIGATION BOND OR REVENUE BOND ISSUED PRIOR TO THE EFFECTIVE DATE OF THIS SECTION OR ANY PORTION OF ANY CURRENT OR FUTURE BOND ISSUED AFTER THE EFFECTIVE DATE OF THIS SECTION AND NOT USED TO FINANCE MAJOR ROAD SYSTEM IMPROVEMENTS.

(4) Capital spending decisions shall be guided by the principles, among others, that TCP funds shall be used to make capacity AND SAFETY improvements but not used to upgrade existing deficiencies except incidentally in the course of making improvements; TCP fund expenditures which provide improvements which are near in time and/or distance TO the development FROM WHICH THE FUNDS ARE COLLECTED are preferred over expenditures for improvements which are more distant in time and/or distance.

(5) No TCP funds shall be used for maintenance.

(6) TCP funds will be ACCOUNTED FOR SEPARATELY BUT may be commingled with other funds of the City.

(7) The DIRECTOR shall determine when and where TCP funds shall be spent.

(i) AS PART OF THE TWO-YEAR BUDGET PROCESS

(ii) AS REQUIRED TO KEEP PACE WITH DEVELOPMENT

(8) The TCP shall not be payable if THE DIRECTOR IS SHOWN by clear and convincing evidence, that at least one of the following applies:

(i) alteration or expansion of an existing structure will not create additional trips;

(ii) the construction of an accessory structure will not create additional trips produced by the principal building or use of the land. A garage is an example of an accessory structure which does not create additional trips;

(iii) the replacement of a destroyed or partially destroyed structure with a new building or structure of the same size and use that does not create additional trips;

(iv) a structure is constructed in a development for which a TCP fee has been paid within the prior EIGHTY FOUR (84) months or the structure is in a development with respect to which the developer constructed Street Access Improvements and the City accepted such improvements and the warranties have been satisfied.

f. IF THE TYPE OF IMPACT-GENERATING DEVELOPMENT FOR WHICH A BUILDING PERMIT IS REQUESTED IS FOR A CHANGE OF LAND USE OR FOR THE EXPANSION, REDEVELOPMENT OR MODIFICATION OF AN EXISTING DEVELOPMENT, THE FEE SHALL BE BASED ON THE NET INCREASE IN THE FEE FOR THE NEW LAND USE TYPE AS COMPARED TO THE PREVIOUS LAND USE TYPE.

g. IN THE EVENT THAT THE PROPOSED CHANGE OF LAND USE, REDEVELOPMENT OR MODIFICATION RESULTS IN A NET DECREASE IN THE FEE FOR THE NEW USE OR DEVELOPMENT AS COMPARED TO THE PREVIOUS USE OR DEVELOPMENT, THE DEVELOPER MAY APPLY FOR A REFUND OF FEES PREVIOUSLY PAID WITH THE CONSENT OF THE PREVIOUS PERSON HAVING MADE THE PAYMENT AND OR CONSTRUCTED THE IMPROVEMENTS.

h. FOR FEES EXPRESSED PER 1,000 SQUARE FEET, THE SQUARE FOOTAGE SHALL BE DETERMINED ACCORDING TO GROSS FLOOR AREA, MEASURED FROM THE OUTSIDE SURFACE OF EXTERIOR WALLS AND EXCLUDING UNFINISHED BASEMENTS AND ENCLOSED PARKING AREAS.

THE FEES SHALL BE PRORATED AND ASSESSED BASED ON ACTUAL FLOOR AREA, NOT ON THE FLOOR AREA ROUNDED TO THE NEAREST 1,000 SQUARE FEET.

- i. Any claim for credit shall be made not later than the time of application or request for a planning clearance. Any claim not so made shall be deemed waived. Credits shall not be transferable from one project or development to another nor otherwise assignable or transferable.

2.5 MINIMUM STREET ACCESS IMPROVEMENTS INCLUDE street and road improvements required to PROVIDE FOR THE SAFE ingress and egress needs of the development AS DETERMINED BY THE DIRECTOR.

- a. Quality of service FOR ANY NEW DEVELOPMENT AND/OR FOR TRAFFIC CAPACITY IMPROVEMENTS shall be DETERMINED BY THE DIRECTOR. THE DIRECTOR SHALL DETERMINE THE ACCEPTABLE QUALITY OF SERVICE TAKING INTO CONSIDERATION EXISTING TRAFFIC, STREETS, AND PROPOSED DEVELOPMENT.

- b. REQUIRED RIGHT-OF-WAY DEDICATIONS SHALL BE AT NO COST TO THE CITY.

2.6 Definitions. The following terms and words shall have the meanings set forth for this section.

- a. Average trip length: The average length of a vehicle trip as determined by the limits of the City, the distance between principle trip generators and as modeled by the CITY'S, THE COUNTY'S, THE STATE'S OR THE MPO'S COMPUTER program(S). IN THE EVENT THAT THE MODELS ARE INCONSISTENT, THE MOST ADVANTAGEOUS TO THE CITY SHALL BE USED.

- b. "Convenience store," "hotel/motel," "retail," and other terms contained and with the meaning set forth in the Trip Generation Manual.

- c. Lane-mile: Means one paved lane of a right-of-way mile in length fourteen (14) feet in width, including curb and gutter, sidewalk, storm sewers, traffic control devices, earthwork, engineering, and construction management including inspections. The value of right-of-way is not included.

- d. Percentage of new trips: Based on THE MOST CURRENT VERSION of ITE Transportation and Land Development Manual, and of the ITE Trip Generation Manual.

- e. Unimproved/under-improved floor area: Has the meaning as defined in the adopted building codes.

2.7 CALCULATION OF FEE.

a. ANY PERSON WHO APPLIES FOR A BUILDING PERMIT FOR AN IMPACT-GENERATING DEVELOPMENT SHALL PAY A TRANSPORTATION IMPACT FEE IN ACCORDANCE WITH THE MOST RECENT FEE SCHEDULE PRIOR TO ISSUANCE OF A BUILDING PERMIT. IF ANY CREDIT IS DUE PURSUANT TO SECTION i ABOVE, THE AMOUNT OF SUCH CREDIT SHALL BE DEDUCTED FROM THE AMOUNT OF THE FEE TO BE PAID.

Land Use Type	ITE Code	Unit	Fee	Factor
<b>Residential</b>				
Single Family	210	Dwelling	\$1,500	1.00
Multi-Family	220	Dwelling	\$1,039	0.69
Mobile Home/RV Park	240	Pad	\$ 754	0.50
Hotel/Motel	310/320	Room	\$1,414	0.94
<b>Retail/Commercial</b>				
Shopping Center (0-99KSF)	820	1000 SF	\$2,461	1.64
Shopping Center (100-249KSF)	820	1000 SF	\$2,311	1.54
Shopping Center (250-499KSF)	820	1000 SF	\$2,241	1.49
Shopping Center (500+KSF)	820	1000 SF	\$2,068	1.38
Auto Sales/Service	841	1000 SF	\$2,223	1.48
Bank	911	1000 SF	\$3,738	2.49
Convenience Store w/Gas Sales	851	1000 SF	\$5,373	3.58
Golf Course	430	Hole	\$3,497	2.33
Health Club	493	1000 SF	\$2,003	1.34
Movie Theater	443	1000 SF	\$6,216	4.14
Restaurant, Sit Down	831	1000 SF	\$3,024	2.02
Restaurant, Fast Food	834	1000 SF	\$6,773	4.52
<b>Office/Institutional</b>				
Office, General (0-99KSF)	710	1000 SF	\$1,845	1.23
Office, General >100KSF	710	1000 SF	\$1,571	1.05
Office, Medical	720	1000 SF	\$5,206	3.47
Hospital	610	1000 SF	\$2,418	1.61
Nursing Home	620	1000 SF	\$ 677	0.45
Church	560	1000 SF	\$1,152	0.77
Day Care Center	565	1000 SF	\$2,404	1.60
Elementary/Sec. School	520/522/530	1000 SF	\$ 376	0.25
<b>Industrial</b>				
Industrial Park	130	1000 SF	\$1,091	0.73
Warehouse	150	1000 SF	\$ 777	0.52
Mini-Warehouse	151	1000 SF	\$ 272	0.18

b. IF THE TYPE OF IMPACT-GENERATING DEVELOPMENT FOR WHICH A BUILDING PERMIT IS REQUESTED IS NOT SPECIFIED ON THE FEE SCHEDULE, THEN THE DIRECTOR SHALL DETERMINE THE FEE ON THE BASIS OF THE FEE APPLICABLE TO THE MOST NEARLY COMPARABLE LAND USE ON THE FEE SCHEDULE. THE DIRECTOR SHALL DETERMINE



COMPARABLE LAND USE BY TRIP GENERATION RATES CONTAINED IN THE MOST CURRENT EDITION OF ITC *TRIP GENERATION MANUAL*.

c. IN MANY INSTANCES, A BUILDING MAY INCLUDE SECONDARY OR ACCESSORY USES TO THE PRINCIPAL USE. FOR EXAMPLE, IN ADDITION TO THE PRODUCTION OF GOODS, MANUFACTURING FACILITIES USUALLY ALSO HAS OFFICE, WAREHOUSE, RESEARCH AND OTHER ASSOCIATED FUNCTIONS. THE TCP FEE SHALL GENERALLY BE ASSESSED BASED ON THE PRINCIPAL USE. IF THE APPLICANT CAN SHOW THE DIRECTOR IN WRITING BY CLEAR AND CONVINCING EVIDENCE THAT A SECONDARY LAND USE ACCOUNTS FOR OVER 25% OF THE GROSS FLOOR AREA OF THE BUILDING AND THAT THE SECONDARY USE IS NOT ASSUMED IN THE TRIP GENERATION FOR THE PRINCIPAL USE, THEN THE TCP MAY BE CALCULATED ON THE SEPARATE USES.

d. TCP FEE CALCULATION STUDY -- AT THE ELECTION OF THE APPLICANT OR UPON THE REQUEST OF THE DIRECTOR, FOR ANY PROPOSED DEVELOPMENT ACTIVITY, FOR A USE THAT IS NOT ON THE FEE SCHEDULE OR FOR WHICH NO COMPARABLE USE CAN BE DETERMINED AND AGREED BY THE APPLICANT AND THE DIRECTOR OR FOR ANY PROPOSED DEVELOPMENT FOR WHICH THE DIRECTOR CONCLUDES THE NATURE, TIMING OR LOCATION OF THE PROPOSED DEVELOPMENT MAKES IT LIKELY TO GENERATE IMPACTS COSTING SUBSTANTIALLY MORE TO MITIGATE THAN THE AMOUNT OF THE FEE THAT WOULD BE GENERATED BY THE USE OF THE FEE SCHEDULE, A TCP FEE CALCULATION STUDY MAY BE PERFORMED.

e. THE COST AND RESPONSIBILITY FOR PREPARATION OF A FEE CALCULATION STUDY SHALL BE DETERMINED IN ADVANCE BY THE APPLICANT AND THE DIRECTOR.

f. THE DIRECTOR MAY CHARGE A REVIEW FEE AND/OR COLLECT THE COST FOR RENDERING A DECISION ON SUCH STUDY. THE DIRECTOR'S DECISION ON A FEE OR A FEE CALCULATION STUDY MAY BE APPEALED TO THE ZONING BOARD OF APPEALS IN ACCORDANCE WITH 2.18B OF THIS CODE.

g. THE TCP FEE CALCULATION STUDY SHALL BE BASED ON THE SAME FORMULA, QUALITY OF SERVICE STANDARDS AND UNIT COSTS USED IN THE IMPACT FEE STUDY. THE FEE STUDY REPORT SHALL DOCUMENT THE METHODOLOGIES AND ALL ASSUMPTIONS.

h. THE TCP FEE CALCULATION STUDY SHALL BE CALCULATED ACCORDING TO THE FOLLOWING FORMULA.

FEE	=	VMT X NET COST/VMT X RF
WHERE:		
VMT	=	TRIPS X % NEW X LENGTH ÷ 2
TRIPS	=	DAILY TRIP ENDS GENERATED BY THE DEVELOPMENT DURING THE WORK WEEK
% NEW	=	PERCENT OF TRIPS THAT ARE PRIMARY, AS OPPOSED TO PASSBY OR DIVERTED-LINK TRIPS
LENGTH	=	AVERAGE LENGTH OF A TRIP ON THE MAJOR ROAD SYSTEM
÷ 2	=	AVOIDS DOUBLE-COUNTING TRIPS FOR ORIGIN AND DESTINATION
NET COST/VMT	=	COST/VMT - CREDIT/VMT
COST/VMT	=	COST/VMC X VMC/VMT
COST/VMC	=	AVERAGE COST TO CREATE A NEW VMC BASED ON HISTORICAL OR PLANNED PROJECTS (\$306 EXCLUDING MAJOR STRUCTURES)
VMC/VMT	=	THE SYSTEM-WIDE RATIO OF CAPACITY TO DEMAND IN THE MAJOR ROAD SYSTEM (1.0 ASSUMED)
CREDIT/VMT	=	CREDIT PER VMT, BASED ON REVENUES TO BE GENERATED BY NEW DEVELOPMENT (\$82)
RF	=	REDUCTION FACTOR ADOPTED BY POLICY AT 52.6%

i. A TCP FEE CALCULATION STUDY SUBMITTED FOR THE PURPOSE OF CALCULATING A TRANSPORTATION IMPACT FEE MAY BE BASED ON DATA, INFORMATION AND ASSUMPTIONS THAT ARE FROM:

(1) AN ACCEPTED STANDARD SOURCE OF TRANSPORTATION ENGINEERING OR PLANNING DATA; OR

(2) A LOCAL STUDY ON TRIP CHARACTERISTICS PERFORMED BY A QUALIFIED TRANSPORTATION PLANNER OR ENGINEER PURSUANT TO AN ACCEPTED METHODOLOGY OF TRANSPORTATION PLANNING OR ENGINEERING THAT HAS BEEN APPROVED BY THE DIRECTOR.

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## **Growth and Development Related Street Policy**

The City of Grand Junction requires that new development pay a Transportation Capacity Payment to help defray the cost to the City for the impact of development on City streets. The City has experienced steady growth for over a decade and during that time has struggled with how to fairly collect and administer impact fees assessed against development, how to credit some or all of those fees against taxes otherwise paid and what, if any, role the City should have in funding/contributing to the cost of providing additional traffic/street capacity and/or traffic/street capacity in accordance with community expectations.

The City has determined that there are three key components to a meaningful growth and development related street/traffic policy. They are:

1. Collection of a realistic TCP for all new development projects. The TCP shall be annually reviewed and adjusted in accordance with 6.2B2d of the ZDC.
2. A clear articulation of what minimum requirements (in addition to the TCP) each development must construct; and
3. City funding and/or other means of participation in construction of street improvements.

Because the City has determined that traffic is a community problem, the TCP shall be uniform throughout the City and subject to criteria stated below; funding may be provided to street improvements anywhere within the City.

The principles of this policy are:

1. All development projects that create a traffic impact, as defined by the City ZDC, shall pay a TCP as established by and in accordance with the ZDC. The fundamental precept of the City's TCP policy is that new development must pay its fair share for the added traffic that development creates.
2. The TCP fee has been set to ensure that trips from each new development are calculated and that the developer contributes to the value of capacity consumption of City streets in proportion to the traffic that the development is reasonably anticipated to generate. The fee also recognizes as a credit the value of taxes generated from development.
3. TCP funds are intended to be used for improvements to the major roadway system as identified on the most current version of the Grand Valley Circulation Plan functional classification map (Minor Collector or above). Improvements to the local

roadway system will continue to be the responsibility of the property owners abutting the local roadway. The TCP fee is not intended to be used for debt service for the Riverside Parkway project.

4. **Minimum Street Access Improvements** -- The intent of this section is to describe the improvements necessary to connect a proposed development to the existing street system. **SUCH IMPROVEMENTS SHALL BE PUBLIC IMPROVEMENTS AND SHALL BE THE MAINTENANCE RESPONSIBILITY OF THE CITY WHETHER SUCH PUBLIC IMPROVEMENTS ARE IDENTIFIED THROUGH A TRAFFIC STUDY OR OTHERWISE MADE A CONDITION OF APPROVAL FOR DEVELOPMENT.** Construction of these improvements will be the responsibility of the developer and shall be constructed or guaranteed at the time of development. These improvements are needed to provide safe ingress/egress and shall meet the minimum standards in ~~Section~~ **CHAPTERS 5 AND 6 AND THE UNNUMBERED CHAPTER ENTITLED Fire Department Access** of the TEDS Manual – Fire Department Access. These improvements are not intended to include off-site, Half Street or perimeter improvements necessary to increase the capacity or improve the safety of adjacent or perimeter streets.

- Absent unique needs or characteristics of the development, Minimum Street Access Improvements shall mean construction of full asphalt radii, and necessary drainage improvements in accordance with the City standard detail for each intersection with a perimeter street and/or improvements necessitated if the proposed development creates lots with direct access to the perimeter street(s) as determined by the Director. An owner or developer may appeal a determination of Minimum Street Access Improvements to the Transportation Engineering Design Standards (TEDS) Exception Committee. That Committee consists of the PW&U Director, the Fire Chief and the Community Development Director.
- Curb, gutter and sidewalk improvements shall be constructed as part of minimum access improvements when connecting directly to a street with like improvements.
- The City's multi-modal plan, including bike lanes, trails, paths, alternate pedestrian connections and bus stops and transit shall be incorporated into determining what improvements are required associated with a connection to the adjacent street system.
- Right of Way - The development shall dedicate necessary ROW (per Code and TEDS) to provide safe ingress/egress to the proposed development.
- Drainage Structures including Bridges - The development shall construct drainage structures and/or bridges associated the connection of the development to the street system.

- Traffic Studies - Preparation of Traffic Studies shall be the responsibility of new development as currently defined by the Code.
- Utilities – The extension of utilities including water, sewer, storm water improvements gas, electric, cable and telephone, etc will continue to be the responsibility of new development.

5. In addition to the TCP and Minimum Street Access Improvements, the developer must fully construct ( or if current needs do not require construction, then the developer must guarantee for future construction) all internal streets, roads, alleys, and future connections in accordance with the development's approved plan.

6. The developer is responsible for the cost of the design of all features of the Minimum Street Access Improvements as required by TEDS, the GVCP, and other applicable City code(s), ordinance(s), policy(ies) or resolution(s).

7. Reimbursable Street Expenses – In the event a development triggers the need for public improvements beyond available City funding from the TCP, the City and the developer may enter into an agreement that would provide for the reimbursement of a portion of the costs of the public improvements.

Safe and adequate streets are a priority for the City. To help meet that need, a fund will be established to allow the City to fund and/or partner with developers or other governments. City funding or participation in street improvements shall be used for three purposes:

1. Construction of larger scale improvements along corridors which are deficient in street improvements (i.e., capacity, safety or physical improvements including pavement, curbs, gutters, and sidewalks).

2. Specific street or intersection improvements either adjacent or off-site from a new development where the existing condition is deficient as defined by City code.

3. Participation in a larger regional project in cooperation with the participating agencies of the Grand Valley MPO.

City funding and/or other means of participation in street improvements is conditioned on:

- Construction will improve traffic safety;
- Construction will improve traffic flow;
- Construction will improve pedestrian safety;
- Construction will improve capacity.

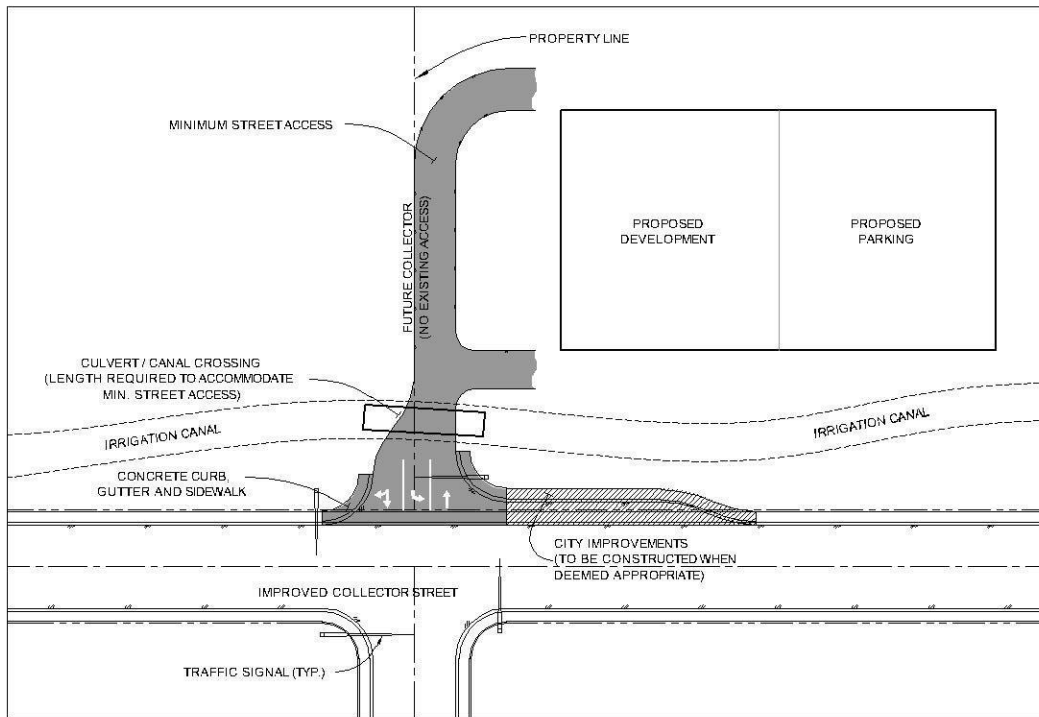
Introduced on First Reading this 19<sup>th</sup> day of May 2004.

PASSED and ADOPTED on second reading this 2<sup>nd</sup> day of June 2004.

/s/: Bruce Hill  
President of the Council

Attest:

/s/: Stephanie Tuin  
City Clerk



**MINIMUM STREET ACCESS INCLUDES**

- ◆ CULVERT/CANAL CROSSING TO ACCOMMODATE DEVELOPMENT NEEDS (TRAFFIC STUDY). IF LESS THAN LENGTH REQUIRED FOR ULTIMATE STREET SECTION, CITY MAY CONTRIBUTE TO COMPLETE THE LENGTH.
- ◆ FIRE ACCESS IMPROVEMENTS BETWEEN COLLECTOR AND STORE ACCESS (MIN. 20' OF PAVEMENT WIDTH, OR GREATER AS REQUIRED BY THE TRAFFIC STUDY. DOES NOT INCLUDE CURB, GUTTER OR SIDEWALK, UNLESS NECESSARY FOR TRANSITION WITH EXISTING).
- ◆ DEDICATION OF R.O.W. PER DEVELOPMENT NEEDS OR PER MAJOR STREET PLAN, WHICH EVER IS GREATER.
- ◆ DRAINAGE IMPROVEMENTS AS NECESSARY.

**CITY OF GRAND JUNCTION BUILDS**

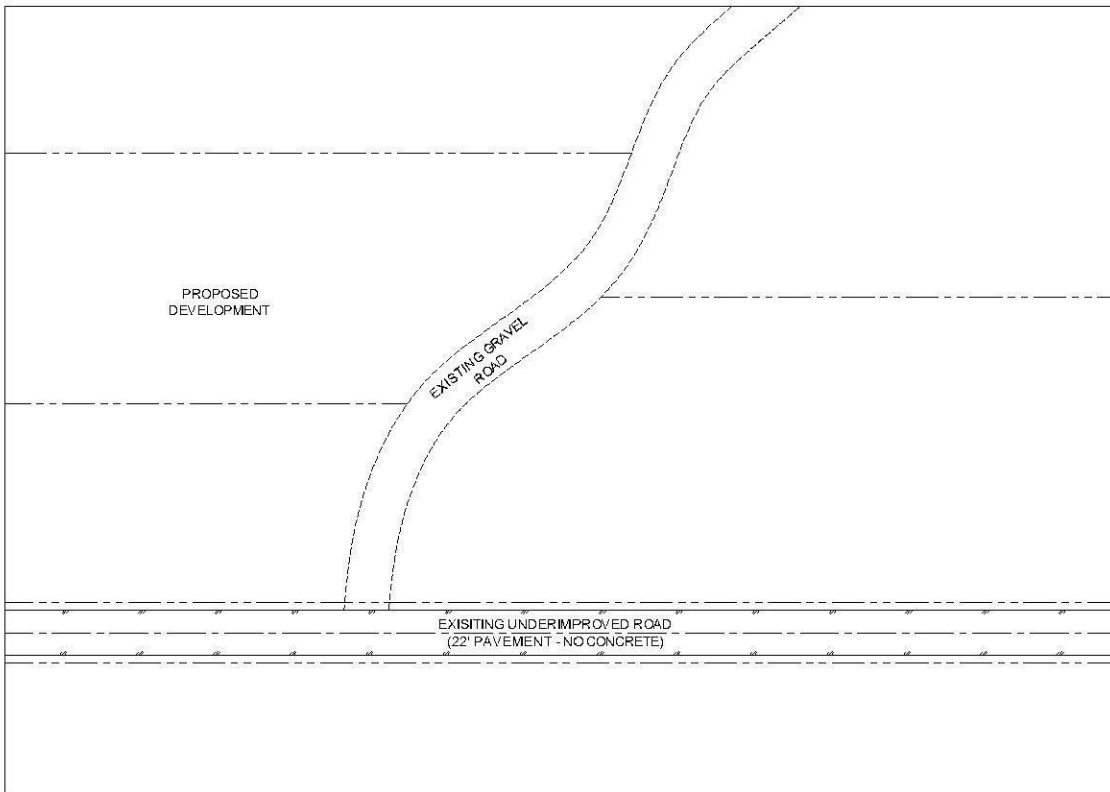
- ◆ TRAFFIC SIGNAL
- ◆ DECELERATION LANE

DRAWN BY: JAH  
 DATE: 5-10-2004  
 SCALE: N.T.S.  
 APPR. BY: T.M.  
 FILE NO. EXAMPLE.DWG

*PUBLIC WORKS & UTILITIES  
 ENGINEERING DIVISION*

*EXAMPLE 1*





MINIMUM STREET ACCESS INCLUDES

- ◆ IMPROVE GRAVEL ROAD PER FIRE STANDARDS.
- ◆ DRAINAGE IMPROVEMENTS AS NECESSARY.
- ◆ R.O.W. DEDICATION TO ACCOMODATE DEVELOPMENT NEEDS.

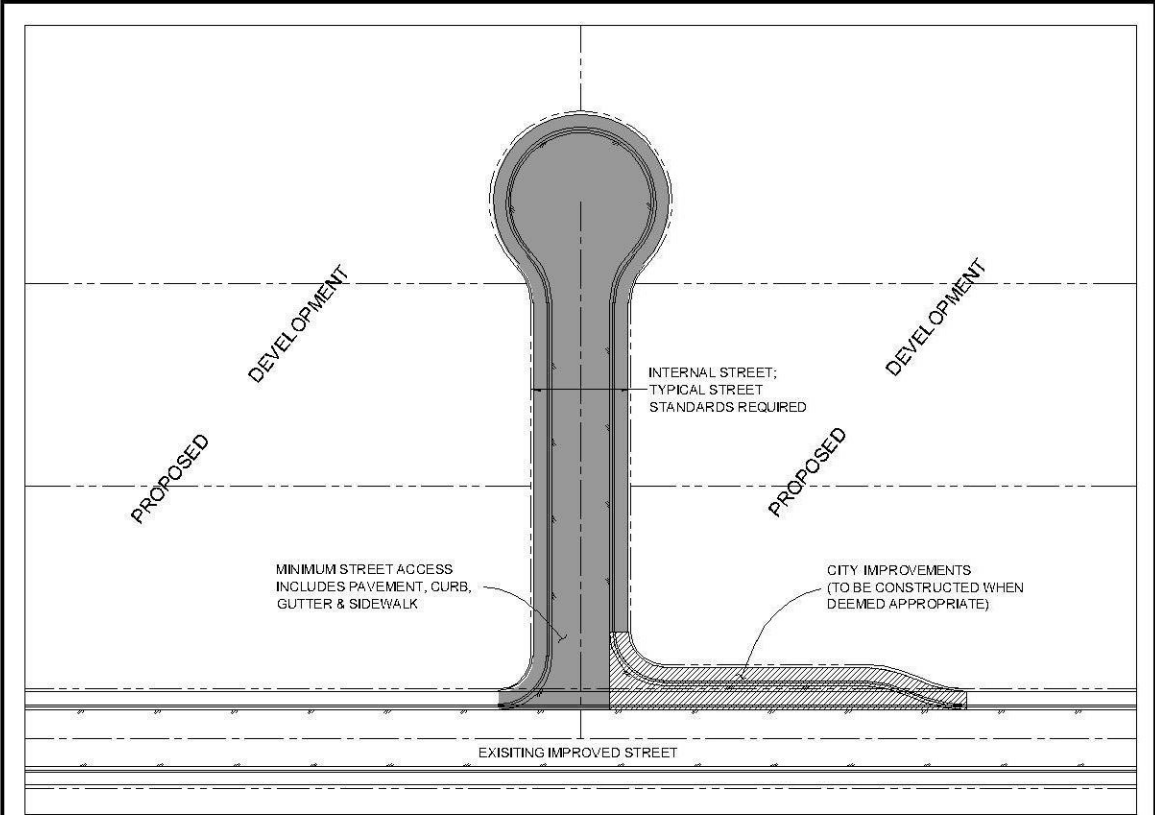
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 DATE: 5-10-2004  
 SCALE: N.T.S.  
 APPR. BY: T.M.  
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PUBLIC WORKS & UTILITIES  
 ENGINEERING DIVISION

EXAMPLE 2







MINIMUM STREET ACCESS INCLUDES

- ◆ CONNECTION OF CURBS, GUTTERS AND SIDEWALKS TO EXISTING IMPROVEMENTS.
- ◆ DRAINAGE IMPROVEMENTS AS NECESSARY.

CITY OF GRAND JUNCTION BUILDS

- ◆ DECELERATION LANE

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 SCALE: N.T.S.  
 APPR. BY: T.M.  
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 ENGINEERING DIVISION

EXAMPLE 3



## **City Council Workshop**

**May 14<sup>th</sup>, 2018**

### **Summary of Transportation Capacity Program and Growth Management and Streets Policy**

#### **Background**

In 2004, the City adopted Ordinance No. 3641 that provided for the methodology and collection of the City's Transportation Capacity Payment fee. As a compendium to that fee payment program the City also adopted a Growth Management and Streets Policy that, at that time, significantly revised the City's approach to both the City's obligations and development's obligation for the construction of public access and street safety improvements. At the time of adoption, and as stated in the recitals of the adopted Ordinance, the premise for adopting a new approach was due to concerns raised that the method of addressing traffic impacts was "not always fair" and the previous methodology required the first development in an area to complete infrastructure improvements while others who followed later were not burdened with similar costs. The resulting new policy approach tried to address the instance where a "developer of land immediately adjacent to one or more unimproved or under-improved streets may be required to pay for the improvement of all adjacent street improvement due to location, or the configuration of parcels such that it does not abut an unimproved street, may not be required to make the same improvements to the street system even though each development may add the same amount of traffic."

The result of this approach was twofold. One was the adoption an updated Transportation Capacity Program fee and the second was the adoption of the Growth Management and Streets policy.

#### **Transportation Capacity Program.**

The Transportation Capacity Program (TCP) was adopted to pay for improvements to the street system that either provided capacity to the system or added safety improvements. The streets identified for the use of the funds were only those streets shown on the adopted Grand Valley Circulation Plan functional classification map and that were considered part of the City's Major Street System. Though the Streets Policy required the City to pay for safety improvements (such as turn lanes or traffic signals) these costs were not included in the calculation of the TCP fee.

The TCP fees and methodology were based on a fee study conducted by Duncan and Associates in 2002. The fees were adopted at a rate of 52% of what was recommended by the nexus study and were set at a level at which a "substantial portion of the cost to build new transportation facilities caused by Growth is paid for by Growth." However, the fee was also recognized at that time to be discounted as a credit for the value of taxes generated from development. The fee was also set to be adopted annually by resolution of the Council and be adjusted annually for inflation in the Consumer Price Index.

Since adoption in 2004, the City adjusted the fee for residential development (based on the CPI) from \$1,500 to \$1,589 between 2004 and 2007 then to its current fee of \$2,554 in 2008 which has not been adjusted since. The TCP fee for Commercial development was originally adopted at a rate of \$2,461 per

1,000 square feet (e.g. Shopping Center) and was adjusted upwards in 2008 to \$2,607 and then in 2013, 2014 and 2015 to a rate of \$4,189 per 1,000 square feet (eg. Shopping Center) that is being collected today.

The City also adopted in 2013 by Resolution 15-13, an area within a redevelopment boundary that reduced TCP fees for areas within the boundary that included broadly the downtown area, river district area as well as the North Avenue corridor between State Highway 6 & 50 and I-70 Business Loop, to encourage development of infill parcels and redevelopment of underutilized land within certain areas of the City.

### **Growth Management and Streets Policy**

As noted, at the same time the City adopted updated TCP fees in 2004, the City adopted a Growth and Development Related Streets Policy. At that time the City determined that there are three key components to a meaningful growth and development related street/traffic policy. These included:

- Collection of a realistic TCP for all new development projects.
- A clear articulation of what minimum requirements (in addition to TCP) each development must construct; and
- City funding and/or other means of participation in construction of street improvements.

In addition to the key policy components, the policy also set forth seven principles of the policy. Summarized, these principles included:

1. All development shall pay a TCP and must pay its fair share of added traffic that it creates.
2. The TCP was set to ensure the developer contributes to the value of capacity consumption proportional to its impacts but is credited for the value of taxes generated from the development.
3. TCP funds are intended to be used for improvements to the major street system while improvements to the local system are the responsibility of the property owners abutting the local street.
4. The developer is required to construct Minimum Street Access Improvements, defined as follows:
  - a. Construction of full asphalt radii, and necessary drainage improvements for each intersection with a perimeter street and/or improvements necessitated if the proposed development creates lots with direct access to the perimeter street(s) as determined by the Director.
  - b. Curb, gutter and sidewalk improvements when connecting directly to a street with like improvements.
  - c. The City's multi-modal plan shall be incorporated into determining what improvements are required associated with a connection to the adjacent street system.
  - d. Dedication of necessary ROW to provide safe ingress/egress to the proposed development.
  - e. Construction of drainage structures and/or bridges associated the connection of the development to the street system.
  - f. Preparation of Traffic Studies as necessary

- g. Extension of utilities including water, sewer, storm water improvements gas, electric, cable and telephone, etc.
5. The developer must construct all internal streets specific to their development.
6. The developer is responsible for the design of the Minimum Street Access Improvements.
7. Should the development trigger the need for public improvements beyond available city funding from the TCP, the City may enter into an agreement that would provide for the reimbursement of a portion of the costs of the public improvement.

Essential to the policy, the policy describes a “fund being established to allow the City to fund and/or partner with developers or other governments for improvement to traffic safety, traffic flow, pedestrian safety and improved capacity. No separate fund was or has been established to fill this gap in need for transportation infrastructure.

This policy replaced the previous policy that required developers to pay for the improvement of the half of the street(s) that was directly abutting their project (“half street improvements”) and eliminated the need for the developer to build any safety improvements (eg. Turn lanes into their development) as well as eliminated any need for the developer to pay for any off-site improvements (eg. Intersection improvements and traffic signals).

As the Policy and Fees are applied today, there are significant implications for how the City funds street capacity and safety improvements that include,

- The cost of safety improvements (such as turn lanes into a specific development) were not included in the cost of capacity improvements in calculating the TCP fee. Because these safety improvements were not included in the overall costs, the TCP that is collected does not take into account these improvements; the end result being that the city pays for *all* safety improvements, even those related to a specific development. An example of this scenario is provided in **Example A** and **Example B**.
- When a development abuts a street that is classified as a “collector” or above in the Circulation Plan, the obligation to improve that street is carried in full by the City – even if the improvements are necessary for access to a specific development. Only if the street is considered a “local” street is the developer required to construct it. The net effect is two-fold, one the city carries the full cost of improving the street (beyond 20 feet of asphalt which is considered minimum access) and two, it generally finds itself moving money towards certain street projects to serve specific development, but that may not be of the greatest overall community benefit or need. This scenario is shown in both **Example C** (residential) and **Example D** (commercial). In a quick survey of other jurisdictions, generally cities require the developer to pay for the adjacent street to be developed to a local street standard (or that adequate to serve their development) and then the City pays the portion of the cost required to “upsized” the street to a higher classification (eg. Minor collector, arterial, etc). **Example E** is a brief summary of a basin study for the area north of Mesa Mall that highlights the potential liability for the City as it relates to new development.

### Example A

Incremental development over the last 10 years has created many dwelling units west of 25 Road. Waite Avenue was built by Copper Creek Subdivision and Heritage Estates to serve their subdivisions. Similarly, although F ¼ Road existed prior to Heritage Estates, the development added significant traffic changing the character of F ¼ Road and also significantly affecting the F ¼ Road and 25 Road intersection. Left turn lanes on 25 Road at F ¼ Road and Waite Avenue were warranted from the development traffic but have not been built due to funding and other capital improvement priorities of the City. Under the existing Growth Management and Streets Policy the turn lanes (safety improvements) are the responsibility of the City to construct.



### Example B

A recently proposed development (Weeminuche) was intended to fully develop a single 151-acre parcel of land. Under the current policy, the City would have been required to construct the warranted left hand turn lanes from 26 1/2 Road into the development at an estimated cost of \$200,000.



### Example C

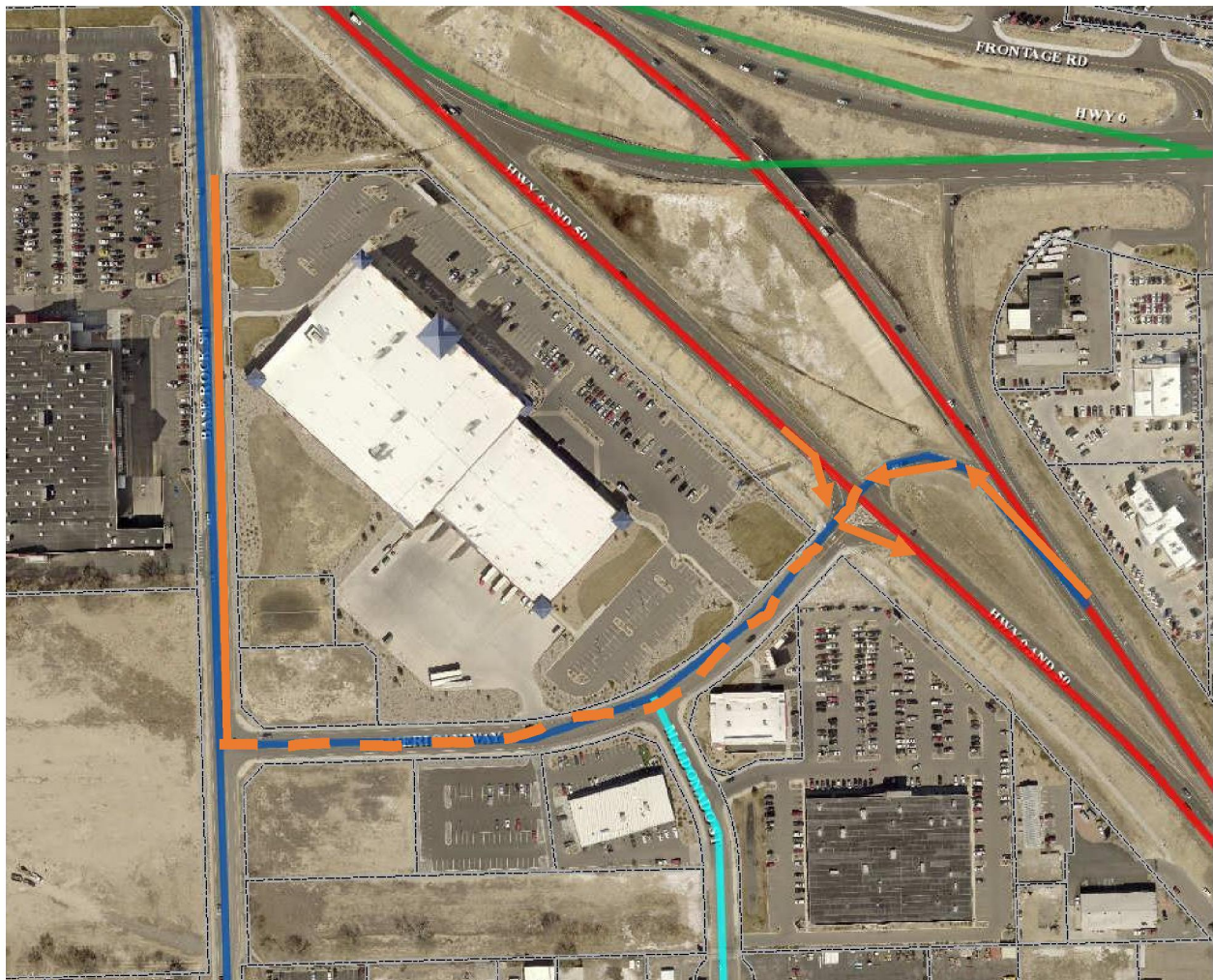
Cortland Avenue is a proposed street with a Major Collector classification in the City's adopted Circulation Plan. Cortland Avenue currently is built with a 20-foot surface with two drive lanes that meets local street standards. Under the current policy, the developer of Grand View Hollow is required to dedicate right-of-way for the additional width needed to construct the future major collector. However, the developer is only required to pay TCP fees and is not required to construct the any improvements. The Grand View Subdivision to the south was built prior to 2004 under the previous policy and constructed the south half of Cortland.

The undeveloped section of Cortland on the southern border of a proposed future subdivision is not, under the current policy, required to pay for any portion of Cortland construction because it can access all lots internally.



### Example D

American Furniture Warehouse was developed in 2010/2011 under the existing streets policy. Through their site (dashed orange line) was a planned major collector street (American Way). Under the policy, American Furniture Warehouse was not responsible to construct anything more than “minimum access,” which would have consisted of only 20 feet of asphalt. Additionally, the major collector and their projected traffic generation triggered the construction of acceleration and deceleration lanes (orange arrows) on State Highway 6 & 50. Because State Highway 6 & 50 is a Principal Arterial, the required lanes were considered safety improvements and were the responsibility of the City to construct. The completion of the east half of Base Rock Street (solid orange line) was also a necessary improvement but as a defined collector street was also the responsibility of the City to construct. However, despite the improvements being the City’s responsibility due to the policy, the City was only able to contribute \$700,000 (50% derived from the project’s TCP fees) to the construction of the streets and American Furniture Warehouse paid for the remainder because they were essential for their development. Had the policy been applied as written and intended, the full cost of the improvements to be borne by the City is estimated to have exceeded \$1.2 million.

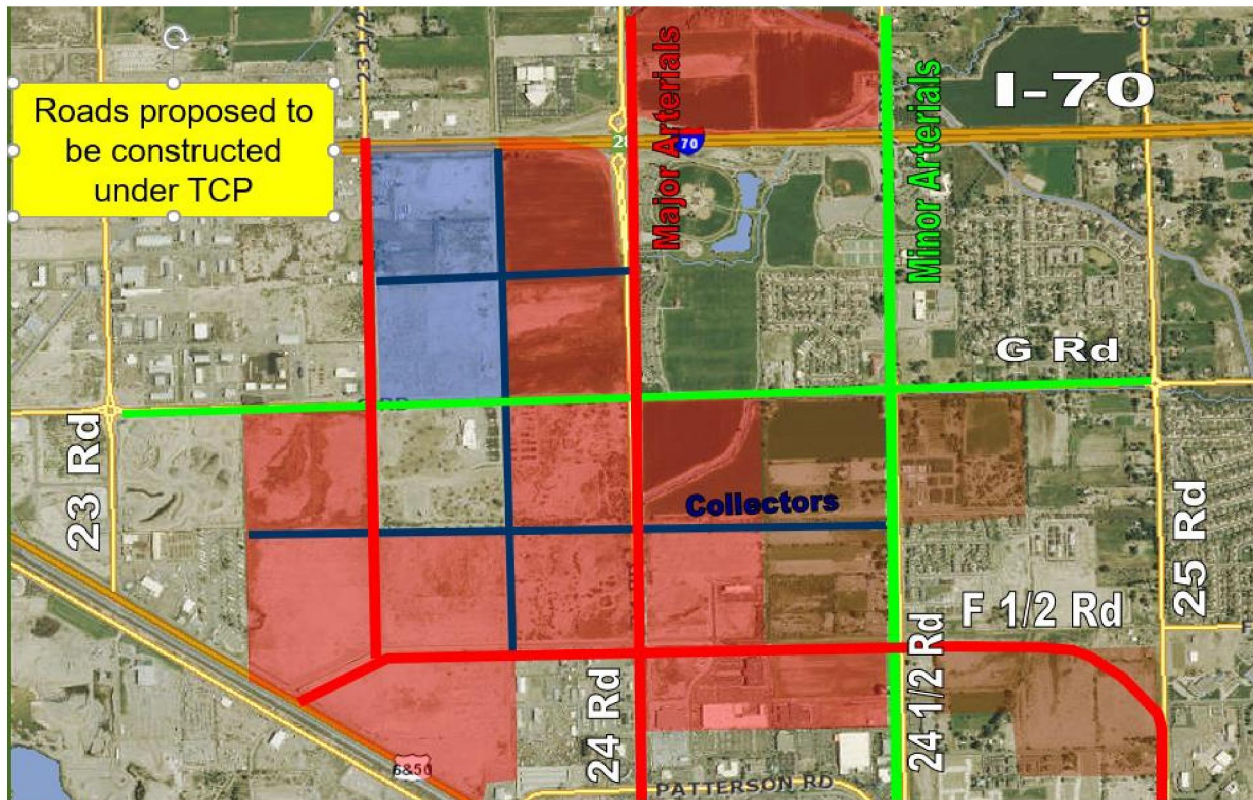




## Example E

### 24 Road Area Study

As the area north and west of Mesa Mall develops, the City is responsible for the construction of all arterials and collectors streets. Under the current policy, developers would only be responsible to construct "minimum access," which only consists of only 20 feet of asphalt.



Cost to expand and construct the infrastructure road network highlighted above is estimated at \$83.6 million in 2018. The anticipated TCP revenue, if the area develops at zoned density, is \$21.0 million or roughly 25.1% of what is required to build out the urban streets including widening of the 24 Road bridge and 24 ½ Road bridge structures.