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**GRAND JUNCTION CITY COUNCIL  
MONDAY, DECEMBER 17, 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: Items Relating to the April 2, 2019 Regular Municipal Election**
  - a. Proposed Projects Including Community Center, Portion of Orchard Mesa Middle School, and Partial Development of Matchett Park
  - b. First Responder Needs
  - c. Consideration of the Sale of Burkey Park
  - d. Possible Charter Amendment(s)
- 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.

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

### Workshop Session

Item #1.a.

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**Meeting Date:** December 17, 2018

**Presented By:** Rob Schoeber, Parks and Recreation Director

**Department:** Parks and Recreation

**Submitted By:** Rob Schoeber

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### **Information**

#### **SUBJECT:**

Proposed Projects Including Community Center, Portion of Orchard Mesa Middle School, and Partial Development of Matchett Park

#### **EXECUTIVE SUMMARY:**

The PLACE Committee was a group of Grand Junction residents committed to the creation of an affordable, accessible Community Center that would be the heart of wellness and social connection in the city of Grand Junction and surrounding areas. The Grand Junction Parks & Recreation Department and PLACE have worked closely for the past three years toward the completion of a professional feasibility study for a Community Center in Grand Junction.

The goal of the feasibility study process was to engage the community and collect as much input as possible on areas of importance such as program amenities, location, size and funding. Nearly 2,700 residents participated through either the mail in or online responses. Respondents strongly favored aquatics, fitness, gymnasiums and community spaces. The preferred site for the community center was Matchett Park, and improvements to Orchard Mesa Middle School were also presented. The results of the feasibility study were presented to City Council on July 16, 2018. A follow up workshop was held on August 13, 2018. Discussion in this workshop expanded the community center project to also include a partial build out of Matchett Park. On September 19, 2018, City Council approved Resolution #62-18 – a resolution regarding a 2019 ballot question(s) for a community center at Matchett Park. For purposes of campaign promotion, PLACE has changed their official name to GJ Community Center.

Community Center:

The base program for the proposed community center includes community spaces, aquatics (leisure pool, lap lanes, and diving well), gymnasiums, walking/jogging track, moderate fitness spaces, therapy pool, tenant lease space, racquetball courts, and support areas.

#### Orchard Mesa Middle School:

As a result of the construction of the new Orchard Mesa Middle School, a majority of existing facilities there will be demolished, however the School District has offered to donate to the City the northeastern building that contains several community components including the swimming pool, gymnasium, locker rooms, and band rooms. An evaluation of this facility has been completed by Perkins & Will Architects to determine recommended improvements for the conversion to a community facility.

#### Matchett Park:

Partial development of Matchett Park would be complementary to the construction of the community center and includes approximately seven multi-purpose fields; the south pond and partial irrigation; partial landscaping; southern end of parking for fields; Ridge Drive entrance and parking; skatepark; plaza; two playgrounds; three restroom/shelters; and court sports to include pickleball, tennis, and basketball.

#### Infrastructure:

Significant infrastructure is required for the development of the Center and the park and includes detention and stormwater; cut, fill, and grading; access improvements including an entrance from Patterson Road, a Hawthorne Avenue connection, and a 28 ¼ connection; and the relocation and burying of the Grand Valley Water Users water supply.

#### Operational Subsidies:

With the potential development of several significant recreational facilities, it is important to address future impacts to the General Fund. Staff has worked closely with a Recreational Consultant, Landscape Architect, and other local facility operators to estimate the total operational costs for all facilities. Studies have taken into consideration potential revenue sources as well as estimates expenditures to develop projected subsidy levels for the community center, Orchard Mesa Pool, and Matchett Park.

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

The Grand Junction Parks & Recreation Department together with PLACE (People for Local Activities and Community Enrichment) have worked closely together on a community center feasibility Study. The public portion of this study included a series of community and stakeholder meetings conducted in early 2018. The primary objectives of these meetings were to engage citizens and solicit their input on community needs pertaining to a future community center in Grand Junction. Through the process, a

total of 394 residents completed a mail in survey questionnaire, while an additional 2,291 completed an online response. Significant findings from the surveys included:

- 88% of respondents stated it is somewhat or very important to develop a community center.
- 79% responded favorably to support a sales tax increase for the construction and operation of a community center including potential improvements to the Orchard Mesa Middle School pool and gymnasium.
- A natatorium and fitness area were identified as the top two highest priority amenities, regardless of age. Other priority areas include gymnasium and community spaces.
- The survey offered four potential site locations with an opportunity to write in other suggested sites. A downtown location received the lowest overall rating, while Matchett Park was most preferred.

Community Center - A base program was developed based on the survey results and community feedback. The base program includes:

- Community Spaces – Three multipurpose classrooms with divisible walls, gathering spaces for seniors, youth, and teens, bouldering wall, and catering kitchen.
- Aquatics – Warm water leisure pool, pool party rooms, an aquatic play feature, therapy pool, lap pool, and all mechanical and storage.
- Gymnasium and Indoor Sports Space – Three recreation hardwood courts, an elevated running track, and two racquetball courts.
- Fitness Spaces – Moderate fitness area, one group exercise studio, and storage/support.
- Support Areas – Locker rooms, child watch, lobby areas, and staff areas.
- Tenant Leased Space - 1,000 square feet of leasable space for a complementary service provider.

Orchard Mesa Middle School – The Orchard Mesa Pool and Gymnasium have provided recreational space for the community for many years. Upon completion of the new middle school, the District has offered to donate these facilities to the City for continued recreational use. Perkins & Will Architects completed an evaluation of the current facilities and made recommendations that will provide necessary infrastructure improvements and prepare the facility for long term community use. The preferred option plans for the demolition of the current locker rooms, converting them to a simple, flexible and open social zone with a small food/snack bar area. Improvements to the pool focus primarily on replacement of the filtration system, controls and pumps, and a new spa. A new pool party room will also highlight this area. Gymnasium improvements include refinishing the floor and addressing electrical and lighting deficiencies. Additional spaces will include new restrooms, family dressing areas,

offices, control desk, and a multi-purpose room.

**Matchett Park:**

Partial development of Matchett Park includes approximately 75 acres (10 estimated for Community Center, 15 for infrastructure, and 50 for park amenities) and includes approximately seven multi-purpose fields; the south pond and partial irrigation; partial landscaping; southern end of parking for fields; Ridge Drive entrance and parking; skatepark; plaza; two playgrounds; three restroom/shelters; and court sports to include pickleball, tennis, and basketball.

**Infrastructure:**

Development of either the Community Center or the park requires detention and stormwater; cut, fill, and grading; access improvements including an entrance from Patterson Road, a Hawthorne Avenue connection, and a 28 ¼ connection; and the relocation and burying of the Grand Valley Water Users water supply.

**Operational Subsidies:**

With the potential development of several significant recreational facilities, it is important to address future impacts to the General Fund. Staff has worked closely with a Recreational Consultant, Landscape Architect, and other local facility operators to estimate the total operational costs for all facilities. Studies have taken into consideration potential revenue sources as well as estimates expenditures to develop projected subsidy levels for the community center, Orchard Mesa Pool, and Matchett Park.

**FISCAL IMPACT:**

The following tables represent the estimated costs for construction as well as annual ongoing operating subsidies. Amounts include inflationary factors applied to estimate 2020 costs.

| <b>Construction</b> | <b>2018 Cost Estimate</b> | <b>2020 Cost Estimate</b> |
|---------------------|---------------------------|---------------------------|
| Community Center    | \$48,700,000              | \$52,100,000              |
| Orchard Mesa        | \$ 3,800,000              | \$ 4,100,000              |
| Matchett Park       | \$16,100,000              | \$17,200,000              |
| Infrastructure      | \$ 5,200,000              | \$ 5,500,000              |
| <b>Total</b>        | <b>\$73,800,000</b>       | <b>\$78,900,000</b>       |

| <b>Annual Operating Subsidies 2020 Estimates</b> |                     |
|--------------------------------------------------|---------------------|
| Community Center                                 | \$ 1,305,000        |
| Orchard Mesa                                     | \$ 180,000          |
| Matchett Park                                    | \$ 313,000          |
| <b>Total</b>                                     | <b>\$ 1,798,000</b> |

In order to fund total annual ongoing costs including debt service for construction and annual operating subsidies, it is estimated that a .39% increase in City Sales Tax is required. This would bring the City of Grand Junction's Sales Tax Rate to 3.14%.

**SUGGESTED ACTION:**

This information is for City Council discussion.

**Attachments**

1. City Council Workshop Presentation - Community Center - 2018 - December

# Project Update: Community Center, Portion of Orchard Mesa Middle School, and Partial Development of Matchett Park

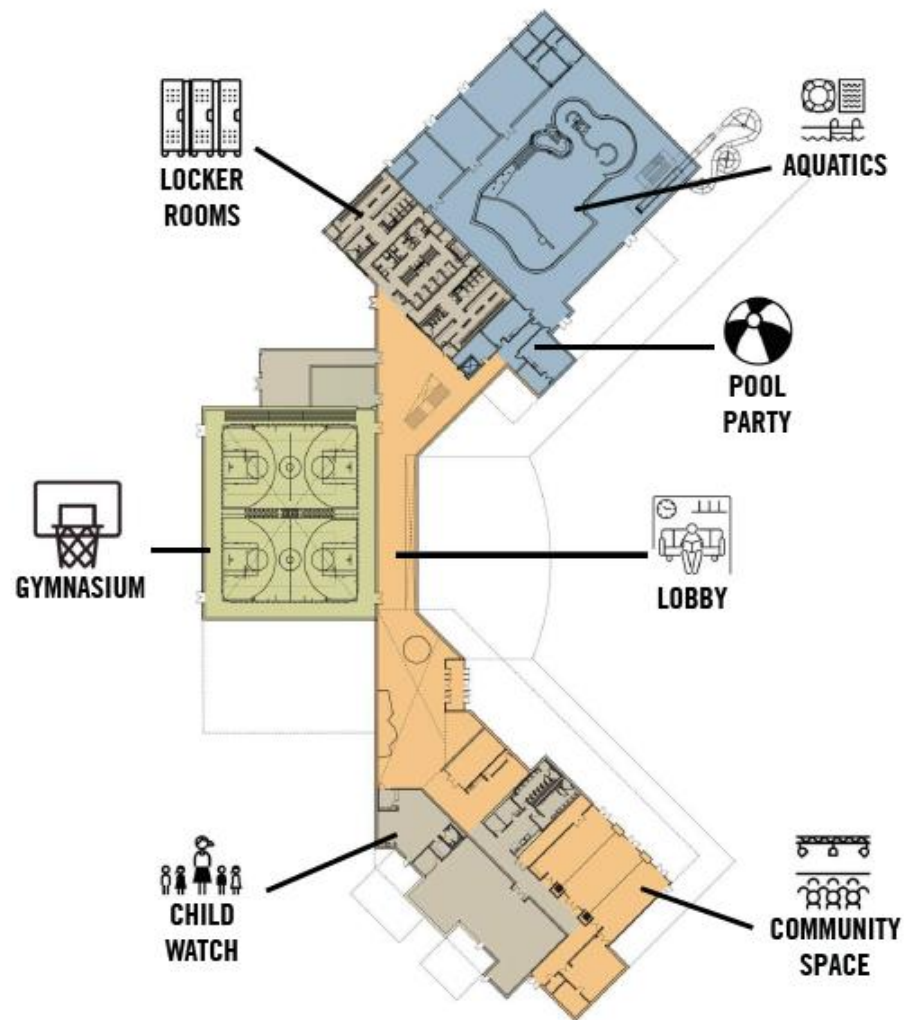
City Council Workshop  
December 17, 2018

# Agenda

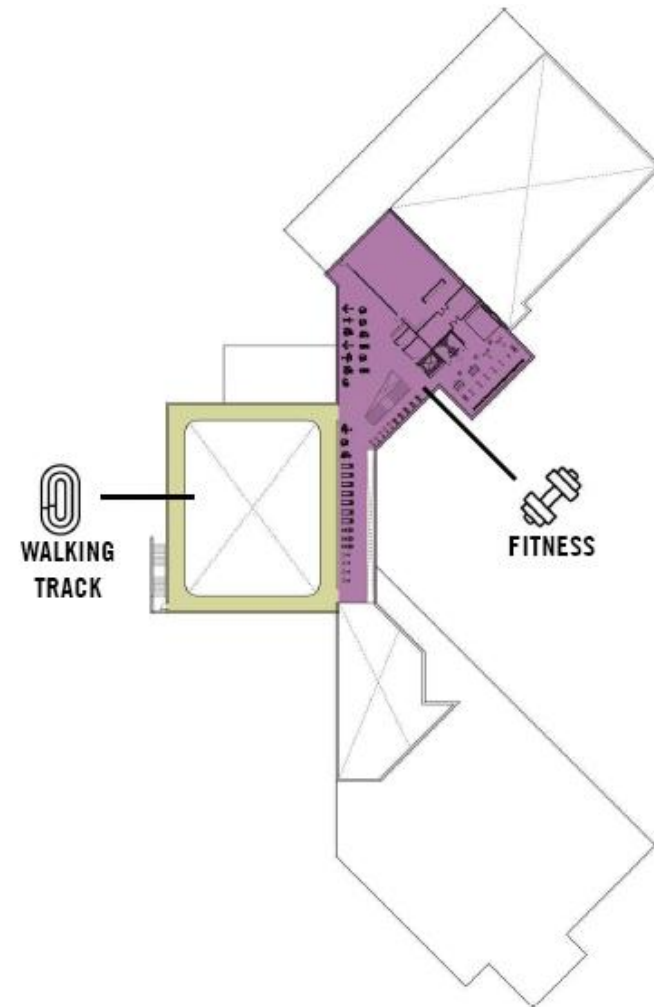
- Community Center
- Orchard Mesa Middle School Renovation
- Matchett Park
- Cost Estimates
- Subsidies

# Community Center

- Community spaces
- Aquatics
- Court sports, walking/jogging track
- Fitness spaces
- Tenant lease space
- Support spaces



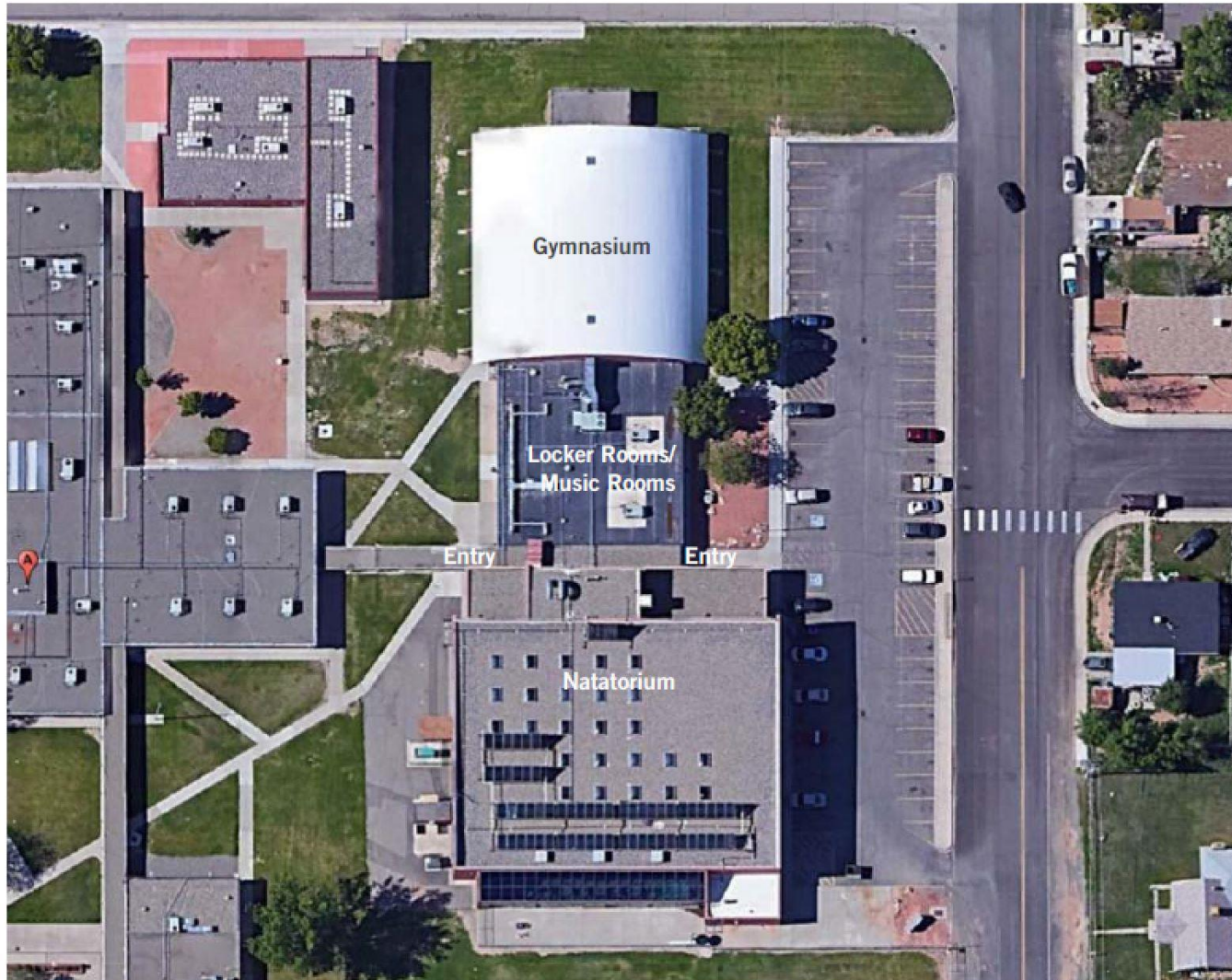
LOWER LEVEL  
FLOOR PLAN



UPPER LEVEL  
FLOOR PLAN



# Orchard Mesa



City of Grand Junction  
Orchard Mesa Pool  
Improvements Study

November 20, 2018

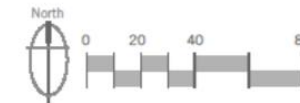
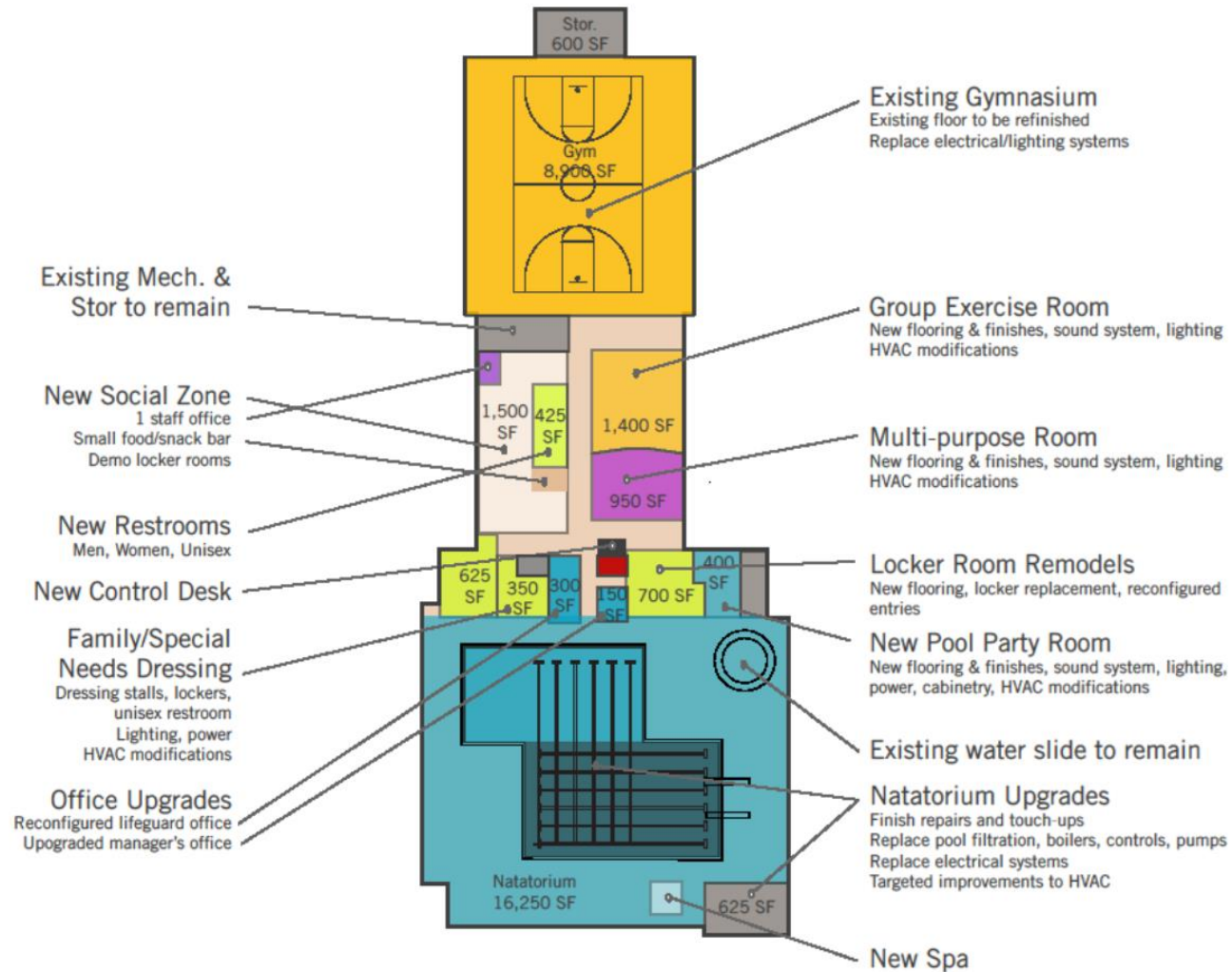
**Existing Site  
Aerial**

PERKINS+WILL

**ORCHARD MESA  
COMMUNITY CENTER POOL**



# Orchard Mesa



City of Grand Junction  
**Orchard Mesa Pool  
Improvements Study**

December 6, 2018

**Option 1a  
Preferred**

# Matchett Park

- Seven multi-purpose fields
- South pond, partial irrigation and landscaping
- Southern end of parking for fields
- Ridge Drive entrance and parking
- Skatepark, plaza, two playgrounds, three restroom/shelters
- Court sports: pickleball, tennis, and basketball



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LAND PLANNING AND  
LANDSCAPE ARCHITECTURE  
222 N. 7TH STREET GRAND JUNCTION, CO 81501 [www.clavonne.com](http://www.clavonne.com)

# Infrastructure

- Detention and stormwater
- Cut, fill, and grading
- Patterson Road entrance
- Hawthorne Avenue connection
- 28 ¼ connection
- Relocation and burying of irrigation water supply



# Construction Cost and Annual Subsidies

| Construction Cost Estimates                          |                      |                      |
|------------------------------------------------------|----------------------|----------------------|
| Location                                             | 2018                 | 2020 Estimate        |
| Community Center                                     | \$ 48,700,000        | \$ 52,100,000        |
| Orchard Mesa                                         | \$ 3,800,000         | \$ 4,100,000         |
| Matchett Park                                        | \$ 16,100,000        | \$ 17,200,000        |
| Infrastructure                                       | \$ 5,200,000         | \$ 5,500,000         |
| <b>Total</b>                                         | <b>\$ 73,800,000</b> | <b>\$ 78,900,000</b> |
| <i>2020 Estimate includes 7% inflationary factor</i> |                      |                      |

| Annual Operating Subsidy Estimates                                           |                     |
|------------------------------------------------------------------------------|---------------------|
| Location                                                                     | 2020 Estimate       |
| Community Center                                                             | \$ 1,305,000        |
| Orchard Mesa                                                                 | \$ 180,000          |
| Matchett Park                                                                | \$ 313,000          |
| <b>Total</b>                                                                 | <b>\$ 1,798,000</b> |
| <i>2020 Estimate includes inflationary factors for individual line items</i> |                     |

**Total Construction and Annual Subsidy \$80,700,000**

## Next Steps

- Approve ballot language – January 16, 2019
- GJ Community Center Campaign
- Election April 2, 2019

# Required Sales Tax Increase

| Total Annual Costs                                   |                      |                         |                          |                     |
|------------------------------------------------------|----------------------|-------------------------|--------------------------|---------------------|
| Construction Cost                                    | 2020 Estimate        | Annual Debt Service (1) | Annual Operating Subsidy | Total Annual Costs  |
| Community Center                                     | \$ 52,100,000        | \$ 3,200,000            | \$ 1,305,000             | \$ 4,505,000        |
| Orchard Mesa                                         | \$ 4,100,000         | \$ 252,000              | \$ 180,000               | \$ 432,000          |
| Matchett Park                                        | \$ 17,200,000        | \$ 1,100,000            | \$ 313,000               | \$ 1,413,000        |
| Infrastructure                                       | \$ 5,500,000         | \$ 338,000              | \$ -                     | \$ 338,000          |
| <b>Total</b>                                         | <b>\$ 78,900,000</b> | <b>\$ 4,890,000</b>     | <b>\$ 1,798,000</b>      | <b>\$ 6,688,000</b> |
| <i>(1) Assuming 30 Year Term, 4.5% Interest Rate</i> |                      |                         |                          |                     |

- Requires a .39% increase in City Sales Tax

# City Sales Tax Rate Comparison

| Comparison of Sales Tax Rates                         |                                          | City Council Workshop<br>December 17th, 2018 |                       | City of Grand Junction Current<br>City of Grand Junction With Community Center |                               | Surrounding Communities       |                           |
|-------------------------------------------------------|------------------------------------------|----------------------------------------------|-----------------------|--------------------------------------------------------------------------------|-------------------------------|-------------------------------|---------------------------|
| City                                                  |                                          | City Sales Tax Rate                          | County Sales Tax Rate | State Sales Tax Rate                                                           | Total Combined Sales Tax Rate | Tax Food for Home Consumption | Tax Residential Utilities |
| 1 Commerce City                                       | <b>Handout<br/>will be<br/>provided.</b> | 4.50%                                        | 0.75%                 | 2.90%                                                                          | 8.15%                         | No                            | Yes                       |
| 2 Broomfield                                          |                                          | 4.15%                                        | 0.00%                 | 2.90%                                                                          | 7.05%                         | Yes                           | Yes                       |
| 3 Greeley                                             |                                          | 4.11%                                        | 0.00%                 | 2.90%                                                                          | 7.01%                         | Yes                           | Yes                       |
| 4 Castle Rock                                         |                                          | 4.00%                                        | 1.00%                 | 2.90%                                                                          | 7.90%                         | Yes                           | Yes                       |
| 5 Boulder                                             |                                          | 3.86%                                        | 0.99%                 | 2.90%                                                                          | 7.75%                         | Yes                           | Yes                       |
| 6 Westminster                                         |                                          | 3.85%                                        | 0.75%                 | 2.90%                                                                          | 7.50%                         | Yes                           | Yes                       |
| 7 Fort Collins                                        |                                          | 3.85%                                        | 0.55%                 | 2.90%                                                                          | 7.30%                         | Yes                           | Yes                       |
| 8 Aurora                                              |                                          | 3.75%                                        | 0.75%                 | 2.90%                                                                          | 7.40%                         | No                            | Yes                       |
| 9 Glenwood Springs                                    |                                          | 3.70%                                        | 1.00%                 | 2.90%                                                                          | 7.60%                         | Yes                           | No                        |
| 10 Pueblo                                             |                                          | 3.70%                                        | 1.00%                 | 2.90%                                                                          | 7.60%                         | No                            | Yes                       |
| 11 Longmont                                           |                                          | 3.53%                                        | 0.99%                 | 2.90%                                                                          | 7.42%                         | Yes                           | Yes                       |
| 12 Englewood                                          |                                          | 3.50%                                        | 0.25%                 | 2.90%                                                                          | 6.65%                         | No                            | Yes                       |
| 13 Arvada                                             |                                          | 3.46%                                        | 0.75%                 | 2.90%                                                                          | 7.11%                         | Yes                           | Yes                       |
| 14 Montrose                                           |                                          | 3.30%                                        | 1.75%                 | 2.90%                                                                          | 7.95%                         | Yes                           | Yes                       |
| 15 Grand Junction-With Community Center .39% Increase |                                          | 3.14%                                        | 2.37%                 | 2.90%                                                                          | 8.41%                         | No                            | No                        |
| 16 Colorado Springs                                   |                                          | 3.12%                                        | 1.23%                 | 2.90%                                                                          | 7.25%                         | No                            | No                        |
| 17 Fruita                                             |                                          | 3.00%                                        | 2.37%                 | 2.90%                                                                          | 8.27%                         | No                            | No                        |
| 18 Delta                                              |                                          | 3.00%                                        | 2.00%                 | 2.90%                                                                          | 7.90%                         | Yes                           | Yes                       |
| 19 Loveland                                           |                                          | 3.00%                                        | 0.55%                 | 2.90%                                                                          | 6.45%                         | Yes                           | Yes                       |
| 20 Lakewood                                           |                                          | 3.00%                                        | 0.50%                 | 2.90%                                                                          | 6.40%                         | No                            | Yes                       |
| 21 Golden                                             |                                          | 3.00%                                        | 0.50%                 | 2.90%                                                                          | 6.40%                         | Yes                           | Yes                       |
| 22 Littleton                                          |                                          | 3.00%                                        | 0.25%                 | 2.90%                                                                          | 6.15%                         | Yes                           | Yes                       |
| 23 Grand Junction-Current                             |                                          | 2.75%                                        | 2.37%                 | 2.90%                                                                          | 8.02%                         | No                            | No                        |
| 24 Palisade                                           |                                          | 2.00%                                        | 2.37%                 | 2.90%                                                                          | 7.27%                         | No                            | No                        |
| 25 Collbran                                           |                                          | 2.00%                                        | 2.37%                 | 2.90%                                                                          | 7.27%                         | No                            | No                        |
| 26 De Beque                                           |                                          | 2.00%                                        | 2.37%                 | 2.90%                                                                          | 7.27%                         | No                            | No                        |





## Grand Junction City Council

### Workshop Session

Item #1.b.

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**Meeting Date:** December 17, 2018

**Presented By:** Greg Caton, City Manager

**Department:** City Manager

**Submitted By:** Ken Watkins, Fire Chief  
Doug Shoemaker, Police Chief  
Jodi Romero, Finance Director

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### **Information**

#### **SUBJECT:**

First Responder Needs

#### **EXECUTIVE SUMMARY:**

As detailed in previous memorandums, presentations, discussions, and most recently at the December 3rd, 2018 City Council Workshop, the needs of the first responders far exceed existing resources. The Fire Department needs include building, staffing, and operating three additional fire stations to provide emergency medical and fire protection services. Additional support positions are required as well. The Police Department needs include adding 18 sworn positions to allow for proactive policing efforts which has a direct impact on reducing criminal activity. Additional civilian positions are also needed in the Communication Center and to support police operations. In total including sworn and civilian positions a total of 91 positions are needed in the two departments. Over the last 12 years the City has re-allocated available resources towards funding increases in staffing levels for first responders; specifically since 2008 the total number of positions in the organization has decreased by 26, while the total number of first responder positions has increased by 49. Even with this effort, the City has not been able to keep pace with the needs and is at a point where first responder services will need to be modified, if an additional, dedicated source of revenue is not generated to meet the needs of the community now and into the future.

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

NOTE: Attached for reference are the same documents included in the December 3rd, 2018 Staff report.

#### BACKGROUND OR DETAILED INFORMATION:

Over the last 18 months, City staff has prepared a series of memorandums outlining the first responder needs of the City along with several funding options. These memorandums are reviewed below.

- Public Safety Memorandum I, June 15, 2017 – Introduced an initial assessment of first responder needs to include increasing the number of sworn police officers and dispatchers, as well as the need to staff and construct the North Area Fire Station and an additional ambulance.
- Revenue Options Memorandum, January 2, 2018 – Explored some revenue source options that the City may consider moving forward to assist with first responder and other needs, such as infrastructure.
- Public Safety Memorandum II, August 1, 2018 – Provided necessary clarification information on the Mesa County Public Safety Tax and a more detailed, more long-term analysis of the City's first responder needs and possible funding sources. This included 2 additional fire stations based on a previous study and for the PD an updated analysis of the "Rule of 60" as established by the International City & County Managers Association and International Association of Chiefs of Police. This rule states that for every 60 minutes of an officer's shift, 22 minutes should be available to conduct proactive policing efforts. From this formula, a staffing request was presented here as well for both sworn and non-sworn personnel within the Police Department.
- Public Safety Memorandum III, September 25, 2018 – As part of the 2019 budget discussion this memorandum was provided to continue the discussion on

first responder needs which included three possible funding options, as well as a comparison to other Colorado Communities.

#### Fire Department

The Fire Department has an estimated operational need of \$6.3 million annually to staff three new fire stations, add a fire inspector, and two civilian positions. The costs include labor as well as ongoing operational costs for each position such as training, equipment, technology, and vehicles. The capital needs for three stations is estimated at \$17 million.

These three stations were identified as immediate needs in a 2008 third party study but the City has not had the revenues to add these facilities or associated personnel. Each station requires 21 new operational positions in order to provide 24 hour/365 day coverage of a fire unit and an ambulance. The 2018 budget provided six positions for

one of these ambulances so a total of 57 new positions are needed for the new stations. In addition, the department will need 3 additional administrative/civilian positions.

### Fire and EMS Incident Volume

The City's fire and EMS incident volume continues to increase along with response times. In the 10 years since the fire station study was completed, the incident volume has increased 18%. Since the last additional fire station (station 5) was built in 2004, incident volume has more than doubled from 7,709 to 15,686 incidents per year. Part of this jump is due to the addition of providing ambulance transport services beginning in 2006. However, measuring workload by incident number is not sufficient. Because different types of incidents require different units or number of units to respond, measuring the total number of responses by station or unit is a more accurate way to assess Fire and EMS workload. Comparing 2008 to 2017, total responses went from 13,141 to 22,532, a 71% increase. As incident volume continues to increase, corresponding response times also increase as units move in and out of their respective station response areas in order to cover calls in other districts.

### Fire and EMS Response Time

Fire department operations falls under National Fire Protection Association (NFPA) and Insurance Service Office (ISO) Standards and the department makes every attempt to maintain these standards. For response time, these standards state that from dispatch to on-scene the department should respond to 90% of incidents within 5 minutes. Currently the department is meeting this standard only 52% of the time for emergent calls. Response times to structure fires or cardiac arrest incidents are critical in order to effect a rescue, reduce damage or to provide lifesaving medical care. As expected, in the areas where new stations are proposed the response times are significantly higher than the core areas of the City.

### Ramifications of Not Funding

Since 2008, the City has grown by about 6,500 people, overall about 12%. In that time though, the total responses from the Fire Department has increased by 71%, doing between 1.5 to 2 times as much work with essentially the same number of resources.

Notably in 2008 a 5th ambulance was placed into service, staffed initially only in the summer months. That ambulance is now staffed full time year round and in 2019 will add a 6th ambulance. Even with these additional units our resources are still spread thin.

While our population has seen a small amount of growth, we are seeing that our population is becoming increasingly reliant on the EMS system, and that the use per

person has significantly increased in the last decade.

Our community has nearly twice the demand on our system than other systems around Colorado. With the growth we are expecting in the coming year and the maximum demand already placed on our system, our level of service in the community is not sustainable, nor will response times improve without additional resources and personnel to respond to calls.

Growth, an aging population, and changing dynamics on how people use the medical system will continue to drive up incident volume and in turn associated response times. The Fire Department will continue to evaluate options but without the additional stations and personnel, staffing on existing units will need to be reduced in order to place additional response units in service to address the demand. This change will further erode the department's ability to meet NFPA and ISO standards and create service and safety concerns.

#### Police Department

If the 2019 recommended budget is adopted it funds 8 Police Department positions. This brings the operational needs of the Police Department to an estimated annual cost of \$3.3 million for 31 new positions (18 sworn officers and 13 civilian personnel). This includes a Code Enforcement Officer position. The costs include labor as well as ongoing operational costs for each position such as training, equipment, technology, and vehicles.

#### Ramifications of Not Funding

As it stands, the Police Department is understaffed by an estimated 18 sworn officers.

An analysis was completed in August of 2018 which revealed that police officers were operating with roughly 12% of their daily shift available for proactive policing efforts, such as foot patrol, crime prevention efforts, directed traffic enforcement, etc.. This number is well below the 37% minimum recommended by the International City & County Manager's Association and International Association of Chiefs of Police study. As of November, that number has since decreased, resulting in a finding of just less than 10% of the shift available to work on these proactive policing strategies. Funding the additional positions should allow the department to operate at the minimum of 37% proactive policing during the average shift and will also allow us to better staff patrol teams by adding overlap teams to reduce workload and enhancing special units who may be dedicated to projects such as directed traffic enforcement efforts and more assertive narcotics interdiction projects. Due to lower staffing levels and availability of officers, the current response time for a priority 1 call for service (assault in progress, panic alarm, kidnapping) can be as long as 13 minutes. Priority 4 calls for service, which may range from a harassment, vandalism or fraud cases (not in progress) hold

for almost 2.5 hours on average, and then an additional 30 minutes before police can arrive on scene.

Without the additional sworn staffing, a reduction in services will need to take place. Such a reduction could include an increased need to mandate online reporting for crimes that are not in-progress and do not have any potential leads for successful prosecution or recovery of any losses incurred during that crime. While the Police Department encourages online reporting now in such cases, the need to mandate online reporting for those instances will become necessary so that calls of a more serious nature will take priority without interference or “stacking” of these lower priority calls that do not involve an immediate response. Additionally, while the Police Department does not take private property accidents now except in rare circumstances involving injury, the need to lower the priority of responding to or investigating property damage accidents on City streets may also need to be considered, as the staff time to investigate these crashes is significant. Finally, without additional resources in our Street Crimes Unit and Intelligence Unit, we will not be able to gather our intelligence within the city of Grand Junction, something that the Grand Junction Police Department should be able to do without relying on the other agencies. In the past our Street Crimes Unit has been instrumental in our intelligence-based policing efforts, including breaking down the Satan’s Disciples gang in 2016-2017. The lack of a Street Crimes Unit has drastically hindered intelligence sharing efforts and has in turn affected proactive criminal enterprise investigations.

Without additional funding in the non-sworn positions, including Dispatch, Records, and Lab, current services will continue to be limited. Within Dispatch, the time to train new employees is significant due to the necessity of training them in all first responder disciplines, including police, fire and EMS. The goal to reduce that training time is to implement specialized dispatching, which allows employees to focus solely on one specialty, thereby drastically reducing training time while increasing their effectiveness at dispatching due to the intense work within the chosen discipline. Current training standards require an 11-month window to complete all phases, while a move to specialized dispatching would reduce that time to 5 months. In terms of cost savings, it is important to consider that 60% of the costs for Dispatchers is paid for by the City of Grand Junction, and the remaining 40% will be covered by other first responder agencies within the valley.

Without additional civilian positions, records processing time will continue to increase as more officers are placed in patrol and calls for service. As we incorporate body cameras in early 2019, the time to review, redact, and process requests for information under Colorado Open Records Act will also add to this workload. Finally, the Grand Junction Police Department has a tremendous backlog in property intake and case management. As the needs to move to an increased focus on digital investigations continues, so does the need to ensure personnel are trained appropriately to conduct

those investigations, and then gather and prepare evidence accordingly.

### **FISCAL IMPACT:**

General government services, including police and fire operations are funded by the City's 2% sales tax. The City's capital plan is funded by a dedicated .75% sales tax. The 2% revenues have just recovered to the pre-recessionary levels not taking into account inflation are sufficient to serve the current operations, but cannot fund the additional first responder needs. The .75% sales tax, also just back to recessionary levels, funds both debt service on capital projects from prior years (ie. Riverside Parkway) and new capital projects. However, these revenues are also not sufficient to fund all capital needs and including unfunded roadway projects, there are over \$264 million unfunded projects in the City's 10-year capital plan.

Sales tax revenue is the major source of revenue that funds operations and capital. Because of the City's regional position for retail, medical, higher education, and recreational services as well as it's strong tourism industry, the majority of sales tax generated in the City is paid for by non-City residents and businesses. The latest study shows only 22% is paid by City residents. The City's mill levy for property tax is only 8 mills and has remain unchanged for over 25 years. Currently property tax comprises about 10% of total General Fund Revenue. When evaluating sources for additional revenue, one option may to increase sales tax because the tax burden is spread over a large population. Based on current retail sales levels, a .25% increase in sales tax would generate \$4.3 million in revenue. In order to generate the same amount in revenue it would require 4.05 increase in mills or a 56% increase to the existing mill levy. The funding needs and required increase in sales tax is listed below. In order to reduce the tax burden to the City of Grand Junction residents and businesses, staff has included an option of eliminating property tax in exchange for an increase in sales tax.

**Option A-Fund Fire and Police** Requires a .50% Sales Tax Increase

**Option B-Fund Fire Only** Requires a .35% Sales Tax Increase

**Option C-Fund Police Only** Requires a .15% Sales Tax Increase

**Option D-Fund Fire and Police, Eliminate Property Tax (replace with sales tax revenue)** Requires a 1% Sales Tax Increase

### **Alternate addition for Roadway Expansion**

Also discussed with City Council in workshops, presentations, and memorandums is the need to improve and expand the City's transportation system. The need is a result of the influx of people moving to the community and the resulting demand on the housing development and roadway network. The total need is estimated at \$184 million

and includes the interchange at 29 Road & I-70, widening of 24 and 25 Roads, improving the interchange at Riverside Parkway & 24 Road, as well as numerous improvement projects across the community that help to change roads that are currently rural in nature to urbanized based on the surrounding population. The improvement and expansion of the transportation system will help create economic development in commercial areas, increase capacity in neighborhood areas improving mobility and safer travel throughout the community. In the memorandums, staff provided an alternative funding option that combined a .25% increase with existing funds now used for debt service on the Riverside Parkway (ends in 2024) and the estimated TABOR excess in order to bond for the construction of \$117 million of the \$184 million in roadway expansion needs.

**Option E-Fund Fire and Police, Eliminate Property Tax (replace with sales tax revenue) , Fund Estimated \$117 million in Roadway Expansion Requires a 1.25% Sales Tax Increase**

**SUGGESTED ACTION:**

This information is for City Council discussion.

**Attachments**

1. GJ Memo Public Safety Needs 061517
2. Public Safety Pt II Memo080118
3. Public Safety Pt III Memo092518
4. Revenue Options Memo010218
5. Road Expansion053118
6. Roadway Expansion Part II Memo 071818
7. City Council Workshop First Responder Presentation 121718

## *Memorandum*

**TO:** Mayor and Members of the City Council  
**FROM:** Greg Caton, City Manager  
**CC:** John Camper, Chief of Police  
Ken Watkins, Chief of Fire  
**DATE:** June 15, 2017  
**SUBJECT:** City of Grand Junction's Public Safety Needs

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The City of Grand Junction has public safety requirements that have developed over time and are increasingly in need of addressing. While some of these are one-time capital projects, the more persistent needs result in ongoing costs. Total Police Department requirements are estimated at \$2.6 million and total Fire Department are estimated at \$2.9 million. As Mesa County proposes to implement a County-wide public safety sales tax, their proposed proportion of new tax revenue of \$500,000 for the City is not enough to adequately address the combined \$5.5 million in needs identified by the public safety departments.

**Police Department and Grand Junction Regional Communications Center (GJRCC) Needs & Priorities** – While there are existing capital needs, the on-going operational costs for the Police Department, including the GJRCC, are approximately \$2.6 million. This total estimation does not include some one-time costs associated with equipment and uniforms.

Police Department Operations – The most immediate need in the Police Department operations is to increase the number of authorized sworn positions. Total operational needs and priorities cost an approximate \$1.7 million:

- Adding seven officers to expand each patrol team by one officer would cost an estimated \$665,676. Alternatively, an additional team could be staffed, requiring a Sergeant. The estimated cost is \$781,679 with a Sergeant.
- Adding two detectives to the Investigations Unit, one dealing with crimes against persons and one for crimes against property would cost an estimated \$190,193.
- Adding an evidence technician would cost an estimated \$71,449.
- Adding a full-time traffic team, would cost an estimated \$285,290. Adding a traffic detective, raises the cost to approximately \$380,387.
- Adding one officer for a crisis response team consisting of a police officer, paramedic, and a mental health worker is estimated to cost \$95,097.
- Adding two School Resource Officers would cost an estimated \$190,193.

Communications Center – Immediate needs in the Communication Center are to provide sufficient staffing to alleviate pressures to maintain console coverage without the significant amount of overtime currently being incurred. Increased staffing and implementing tiered hiring can help alleviate these pressures. An additional two supervisors and 10 telecommunicators provides coverage for an additional Police Department primary channel for 12 hours per day, an additional Fire primary channel for 12 hours per day, and two additional call-taker positions covering 10 hours per day. Tiered hiring helps to remedy the gap caused by attrition and the time it takes to train telecommunication staff. The estimated cost of these increases is \$929,816 for labor and benefits.

With only \$500,000 of funding, the Communication Center could anticipate staffing only an additional PD channel for 12 hours per day, and an additional call-taker position for 10 hours per day. This would be a staffing increase of only one supervisor and five telecommunicators. With only \$500,000, the Communication Center loses the opportunity to implement a tiered hiring approach, add another Fire channel, monitor a tactical channel, and is unable to relieve staff by having dedicated call takers.

**Fire Department Needs & Priorities** – Total Fire Department needs are approximately \$2.9 million. This estimation does not include the capital costs of these projects.

North Fire Station – North Fire Station (Station 6) at a total cost of \$2.2 million. The fire station is needed to cover areas north of Patterson. This station will reduce response times to this area and help balance out the high call volume of Fire Stations 2 and 3. Cost estimates include salary and benefits for 18 personnel and three coverage staff. Costs also include personal protective gear, uniforms, and the firefighter training academy for station staff.

Fire Department Operations – An additional non-fire ambulance is needed to address the increasing medical demand of the community at an estimated cost of \$377,532. Costs include the salary and benefits of four personnel in addition to their personal protective gear, uniforms, and EMS academy.

Adding one paramedic for a crisis response team consisting of a police officer, paramedic, and a mental health worker is estimated to cost \$94,744.

Two fire inspector positions would conduct annual fire safety inspections of businesses that are currently assigned to operational crews at an estimated cost of \$234,106. Due to the high call volume of response crews, these inspections are not always completed, completed late, or not of the quality we expect. The cost includes salary and benefits for the two personnel, plus related operating costs.



CITY MANAGER'S OFFICE

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** August 1, 2018  
**SUBJECT:** Police and Fire Department Budgetary Outlook

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Last year, we provided a memorandum regarding the public safety needs of the City of Grand Junction. That memorandum identified approximately \$5.5 million in requests, with total Police Department requirements estimated at \$2.6 million and the total Fire Department needs were estimated at \$2.9 million. At the time of delivery, Mesa County had proposed their County-wide public safety sales tax, with a proposed portion designated for the City at around \$500,000. Staff identified that the City's proportion of the County's new tax revenue was not enough to adequately address the \$5.5 million in needs identified by our public safety departments. Also identified was the need for alternative sources of revenue to help bridge the gap between the expectation of services by the community and the City's ability to fund such services. The information in this memorandum is meant to continue the discussion on public safety.

The passage of the County-wide public safety tax provides new revenue for public safety organizations like the Sheriff's Office but failed to directly address other components of public safety, such as municipal police, fire departments or emergency medical services, or 911 dispatch. These first responders arguably demonstrate a similar need for additional sources of funding, and while the term *public safety* collectively refers to police, fire, and emergency medical services, it is important to differentiate between the services that contribute to public safety. In our community, fire and EMS services are typically combined as one service, which differs in scope from police services. In addition, the City provides 911 dispatch services for 23 agencies throughout the County.

The 2018 Adopted Budget includes certain public safety elements such as an additional four police officers to reestablish a traffic unit, six firefighters to establish a North-Area Ambulance Station and adds ambulances to the fleet. However, these additions do not adequately represent a complete solution to the need. This memorandum is meant as a follow up to the previous memo and to provide an updated list of public safety needs and to provide options for alternative sources of public safety funding for City Council consideration.

**Fire Department Operational Needs** – An additional ambulance is needed to address the increasing medical demand of the community at an estimated operational cost of \$540,076. Costs include the salary and benefits of six personnel in addition to their personal protective gear, uniforms, and training academy. Capital cost for the ambulance and equipment alone is estimated at \$271,075.

Through a State grant, two crisis response teams were added in 2018 consisting of a police or sheriff officer and a mental health worker. Originally the plan included a paramedic be part of these teams, but the grant would not cover these expenses. Adding a paramedic to each team would eliminated the need for an ambulance to respond to mental health incidents for medical clearance. Cost for two paramedics is estimated to be \$194,225.

One Fire Inspector/Investigator was added in 2018 to conduct annual fire safety inspections of businesses that are currently assigned to operational crews. Due to the high call volume of response crews, these inspections are not always completed, completed late, or not of the quality we expect. The estimated cost for one Fire Inspector/Investigator is \$117,053 which includes salary, benefits and related operating costs.

**Fire Department Station Operating & Capital Needs** – In 2008, a third-party Fire Station Study called for the immediate construction of three additional fire stations to meet the service needs in 2008. Without that additional revenue coupled with the recession and poor economy none of these projects have moved forward. Despite the ballot failure, the Fire Department was able to relocate and construct a new Fire Station 4 to help provide a quicker response and greater coverage area to incidents in Orchard Mesa. However, to improve public safety the additional stations listed below are needed to address the current and growing incident volume resulting from current and future growth in the community. Since the fire stations require significant staffing, the operational costs of each station are included.

North Area Fire Station (Station 6) – The cost of operating the North Fire Station (Station 6) is estimated at \$2.2 million. The fire station is needed to cover areas north of Patterson and will reduce response times as well as relieve pressure from the high call volumes of Fire Stations 2 and 3. Cost estimates include salary and benefits for 18 personnel and three coverage staff. Costs also include personal protective gear, uniforms, and the firefighter training academy for station staff. The capital cost for this station and apparatus is an additional \$4.9 million and likely will be higher due to a planned construction year of 2023.

Northwest Area Fire Station – This station is planned for the vicinity of 23 and I Roads. Currently much of the area is in the Grand Junction Rural Fire Protection District which contracts with the City for fire and medical services. The rural district board is evaluating a possible ballot issue to increase revenue to help with these projects. Costs for this station are estimated at \$2.2 million in operating and \$6 million in capital depending on a planned construction between years 2026 & 2027.

Southeast Area Fire Station – A station in the southeast area of the community in the vicinity of 31 and D Roads was identified in the 2008 Fire Station Study. City annexation, as the result of the urban growth boundary and the City/County wastewater system has created a mix of City and County that is served by both the Grand Junction Fire Department and the Clifton Fire Protection District. The City and District had previously been in negotiation for a joint station for this area, but those discussions have ceased. As this area grows in population, development and incident volume this station will become a critical need for both agencies. It only makes sense that a partnership be formed to solve this need.

The total estimated cost of capital needs for the Fire Department is approximately \$10.9 million. This estimation could increase depending on the cost of a fire station in the southeast area. The total operating costs for staffing these stations is estimated at \$6.6 million, or approximately \$2.2 million per station. When the other operational needs of approximately \$1.1 million are added to the \$6.6 million, the total operational needs for the Fire Department are \$7.7 million annually. It is important to note that the increase in the cost of Fire Department needs is the result of contemplating the cost of necessary fire stations.

**Police Department Operational Needs** – A primary concern for GJPD is providing an adequate level of staffing to become a more proactive and service-based police department,

rather than reactive. This means that the most immediate need for Police Department operations is to increase the number of authorized sworn positions. Rather than relying on the generally accepted ratio of 2.5 officers per 1,000 in population (which would result in 162 sworn officers as the target number), the Police Department is instead focusing on the “Rule of 60” as established by the International City & County Managers Association (ICMA) and International Association of Chiefs of Police (IACP). This rule states that for every 60 minutes of an officer’s shift, 22 minutes should be available to conduct proactive policing efforts. This roughly equates to 37% for noncommitted time, a percentage roughly three times higher than the current Grand Junction Police Department levels. As it currently stands, GJPD officers are operating at a 12% noncommitted time level, meaning that 88% of an officer’s day is spent responding to calls and completing reports based on those calls.

Currently, there are 120 sworn positions within GJPD. Given the necessary compromise from the ideal number of 162 sworn and the current staffing allocation, our approach is to look at specific need to address staffing across a variety of services. The following is a detailed request on those positions:

- Increasing the number of patrol staff will allow for officers to proactively police the neighborhoods and businesses they serve. Total estimated cost for increasing patrol staff is \$1.1 million.
- The Street Crimes Unit works on high profile crimes and is not currently staffed due to patrol shortages. Total estimated cost for a Street Crimes Unit is \$182,600 for just officers, or \$191,600 with a corporal upgrade.
- The number of required additional duties of the Police Department requires the addition of a Special Units Commander and Sergeant to oversee special units. Total estimated cost for a Special Units Commander and Sergeant is \$263,245.
- The addition of two officers to the Traffic Unit is estimated to cost \$182,600.
- The total estimated cost of adding one Police Service Technician is \$76,726.
- Adding two detectives would cost an estimated \$181,600.
- Adding an Intel Officer to assist the Crime Analyst, Detectives and Narcotics would cost approximately \$91,300.
- Increasing the number of officers increases the need to process reports and arrest records. The addition of one Lead Records Technician and one Records Technician would cost an estimated \$124,424.
- The Crime Lab will need additional staff as storage of and requests for evidence increases. Potential needs include a Lead Evidence Technician, Evidence Technician, Digital Forensic Technician, and an Equipment Technician. The estimated cost of two of these positions (based on need) is approximately \$140,000.
- To implement tiered and specialized dispatching, the Communications Center will need to hire ten telecommunicators and two supervisors to provide coverage for an additional Police Department primary channel for 12 hours per day, an additional Fire Department primary channel for 12 hours per day, and two additional call-taker positions covering ten hours per day. The total estimated cost of additional dispatchers and supervisors is \$904,270 and is not covered entirely by the County’s public safety sales tax and the cost would be split among the users of GJRCC.

The needs listed above include salaries, benefits, uniforms and gear, and vehicles if necessary. Total estimated training impact for adding 22 sworn officers, 12 personnel for the communications center, and four civilian police staff would require an additional \$100,000,

which is the average cost of training and for new academy positions. The total estimated cost of operational needs is approximately \$3.3 million annually.

**Police Department Capital Needs** – The Police Department currently lacks adequate space for the storage and processing of evidence. This includes all evidentiary cases, from temporary to long term storage needs. In 2016, a survey was completed for the Police Annex Building Master Plan, which would address not only evidence storage, but vehicle storage as well. The minimum cost estimated was \$13.1 million, with the higher option coming in at \$14.9 million. A temporary solution to the high cost of constructing an annex to the Police Station is to install high-density storage within the current facility. This temporary solution would cost approximately \$175,000.

**Funding Options** – Historically, the growing expectation to provide additional services has not been met with a proportional increase in a willingness to increase funding. At the time the previous memo was drafted, the total cost of the Police Department's needs was estimated at \$2.6 million and the total cost of the Fire Department's needs was estimated at \$2.9 million, totaling approximately \$5.5 million. Currently, the operating needs of the Police Department total an estimated \$3.3 million, and capital needs range from \$175,000 to \$14.9 million. Fire Department combined operational needs now total an estimated \$7.7 million and the total capital needs of the department are estimated at \$10.9 million. Combined public safety operating needs total approximately \$11 million, and with a temporary solution for Police, the capital needs for public safety also total approximately \$11 million.

As discussed in a previous memo, sales taxes are currently collected on only certain items at a rate of 2.75% with 0.75% going to maintaining road infrastructure and economic development. A sales tax increase of a quarter percent would increase revenues by about \$4 million. With Police Department operational needs totaling an approximate \$3.3 million and a temporary solution for Police capital needs estimated at \$175,000, new revenue from a quarter percent increase could be used to fund ongoing Police needs. The total operating needs of the Fire Department, however, are estimated at \$7.7 million. To cover these costs by sales tax would require an increase of a half-percent.

Alternative Sources of Revenue – When resources are scarce, it is important to be creative in finding solutions to funding challenges. Given the current list of public safety needs, the City could explore alternative sources of revenue to help fund public safety. Expanding the scope of the City's sales tax could generate more revenue by collecting tax on items or services not currently taxed by the City. These kinds of new revenues could be used to cover ongoing costs, while other new sources of revenues could be used to pay for one-time costs such as capital and infrastructure.

- *Sales Tax on Grocery Items* – In Colorado, certain grocery items are exempt from state sales tax, though municipalities can tax these items. The City of Fort Collins, for example, has a 2.25% tax on food for home consumption. The City of Aspen does not exempt food from sales tax but refunds a fixed amount per person that lived in the city for the entire preceding year. By doing so, Aspen is able to collect sales tax on food purchased by visitors, while minimizing the impact on residents through a refund.
- *Property Tax* – Property tax is based on the value of real estate and personal property that a person owns within a jurisdiction and is calculated by multiplying the value of the property by the assessment rate and mill levy. Increasing the City's property tax would increase revenues, however with the current rate of just 8 mills in the City of Grand

Junction, property tax would have to be significantly increased to match the potential revenues of increasing other sources, such as sales tax. For example, current property tax revenues in the City are approximately \$7.5 million from our existing 8 mills. If an increase in sales tax by 0.25% generates roughly \$4 million in additional revenue, generating a similar amount of new revenue from property tax would require the mill levy to increase by an additional 4.22 mills.

C: Ken Watkins, Fire Chief  
Doug Shoemaker, Police Chief  
Department Directors



CITY MANAGER'S OFFICE

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** September 25, 2018  
**SUBJECT:** Public Safety Memorandum III – First Responder Tax

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In a memorandum distributed to City Council on August 1<sup>st</sup> regarding the public safety needs of the City of Grand Junction, we identified the operational and capital needs of both the Fire and Police Departments. Operational needs for the Fire Department were estimated to be \$5 million while operational needs for Police were estimated at \$3.3 million. The total capital needs for two fire stations was estimated at \$10.9 million.

While the 2018 Adopted Budget included certain public safety elements such as an additional four police officers, six firefighters to establish a North-Area Ambulance Station and an ambulance, these additions did not represent a complete solution to the need. This memorandum serves as a follow up and provides an updated list of funding options for the City's first responders for City Council consideration.

**First Responder Needs** – As detailed in the previous memorandum, the needs of the Fire and Police Departments exceed existing resources. The Fire Department has an estimated operational need of \$6.3 million to staff three new fire stations, add a fire inspector, two civilian positions and the capital needs for these three stations of approximately \$17 million. The operational needs of the Police Department are estimated to cost \$3.8 million for 22 sworn officers and 16 civilian personnel.

Fire Department Needs – The Fire Department's greatest needs are the construction and staffing of Fire and EMS stations in areas with high incident volume or anticipated growth. These additional stations must be added in currently underserved areas to meet the increasing demand for service and response time standards. The Fire Department has been able to make some changes to address this issue, but a lack of adequate funding has prevented the department from reaching a complete solution. Fire Station 4 was recently relocated to provide better responses in Orchard Mesa. Nine full time personnel were added in the last two years, investments have been made in the development of a fire training facility, and in 2016 the Fire Department was nationally recognized for excellence in responses to cardiac emergencies.

Due to a lack of necessary stations, the Fire Department is underfunded and understaffed, and residents in outlying or high growth areas do not receive the same level of service as residents located in more central parts of the city. Currently the areas of heaviest use center around medical and assisted living facilities in the center of the city. These calls heavily rely on Stations 1, 2, and 3, and often draw resources from Stations 4 and 5, which primarily serve the outer portions of the city. For every 1,000 residents in Grand Junction, the department responds to twice as many calls as comparable departments. This high number of calls causes the department to rely on mutual aid from other agencies as evidenced by the number of calls that Clifton Fire District responds to in the City.

While GJFD is proud of the service it provides to the community, the needs of our community are changing and we have a responsibility to continue to provide excellent service. A decade ago, Emergency Services Consulting Inc. conducted a study that recommended the three new fire stations listed below, bringing the total number of fire stations to eight. The need for these additional stations has not changed and has become more critically important as the community continues to grow. Capital needs for the stations range between \$4.9 million and \$6.1 million per station because of construction inflation and continued staffing costs of \$2.2 million per additional station.

*North Area Station (Station 6)* – The study identified that a station around 27 Road & G Road was needed to help cover the growing north area and would help reduce the high call volumes of Fire Stations 2 & 3. The City has moved forward with a plan to open a temporary station at this site and has hired personnel for an ambulance that will respond from this location. For the permanent station, 15 additional firefighters are needed at a cost of \$1.6 million and an estimated capital cost of \$4.9 million.

*Northwest Area Station (Station 7)* – The study also identified the need for a northwest area station around 23 Road & I Road to address the current gap in fire protection on the western and northwestern boundary as it relates to future growth in the City. The estimated cost of this station is \$6 million, considering the year it will be built, with an additional \$2.2 million in operating and staffing costs.

*Southeast Area Station (Station 8)* – Finally, the study identified the need for a southeast-area station around 31 Road & D Road. This station functions best if Clifton Fire and Grand Junction Fire collaborate in building and staffing this station to meet the growth in population, development, and call volume. This station is estimated to cost \$6.1 million and an additional \$2.2 million will be needed annually for operating and staffing costs. Clifton currently uses a combination of full, part time and volunteer staff to respond to a high number of calls in their district and is currently understaffed. While the per capita demand in our community is much higher, this station would benefit both City and Clifton residents.

Community help is needed for these long-term needs. The three additional fire stations will require 57 sworn employees and capital funding for the buildings, apparatus and equipment. As the department grows it will also need three additional administrative positions for an estimated cost of \$300,000. Total capital needs for three identified fire stations is \$17 million. The total operational needs of the department are approximately \$6.3 million.

Police Department Needs – A primary concern for GJPD is providing an adequate level of staffing to become a more proactive and service-based police department, rather than reactive. As of August 15<sup>th</sup> of this year, GJPD officers are operating at a level of noncommitted time of just 10%. This means that 90% of an officer's day is spent responding to calls and completing reports based on those calls. This is down from the previously reported 12%. To reach the desired level of noncommitted time for officers, 37%, GJPD would require 142 sworn officers. Currently, there are 120 sworn positions allotted to the Grand Junction Police Department. Of those 120 sworn, we are currently at 101 deployable personnel, to include the 11 vacant positions that are open due to recent departures.

The estimated cost of the Police Department's operational needs includes salaries, benefits, uniforms and gear, and vehicles if necessary. After the Police Service Technician and four sworn officers included in the 2019 Recommended Budget, the Police need for 18 sworn

officers and 15 civilian positions would cost an estimated \$3.3 million. Due to the significant time required to hire and train personnel, these costs would not initially occur all at once. The hiring would likely be spread over the course of a few years in order for the Police Department to maintain a high level of recruiting standards that ensures the best candidates are selected.

**First Responder Sales Tax** – The August 1<sup>st</sup> memorandum discussed funding options to address the needs of the City's Fire and Police departments. As discussed, the growing expectation to provide additional services has not been met with a proportional increase in funding. Sales tax is currently collected on certain items at a rate of 2.75% with 0.75% going to capital and economic development. A sales tax increase of a quarter percent would increase revenues by about \$4.3 million.

It is important to understand the difference between needs that are one-time costs versus the needs that require ongoing funding. The Police Department operational needs total approximately \$3.3 million and the total operating needs of the Fire Department are estimated at \$6.3 million. Total capital needs of the Fire Department are estimated at \$17 million, and the debt repayment on these capital needs is estimated to be \$1.3 million annually. Therefore, the need to increase the number of first responders to meet the community's needs must be met with sustainable sources of funding. The following are options for funding such needs:

Option A: Utilize Current Public Safety Funding – If the City chooses to use only existing resources to fund these first responder needs, then the City risks widening the gap in service as the community continues to grow. By utilizing only existing revenues, the completion date for all capital projects and reaching full staffing levels can be expected to be far in the future since we are currently already not meeting the public safety needs of the community. A complete solution to our first responder needs would not be reached as the City is only able to add 4-5 first responder positions each year and one fire station using the resources currently available. Therefore, Option A would entail utilizing existing resources to only fund a small percentage of our needs.

Option B: First Responder Sales Tax – Posing a ballot question to increase the sales tax rate could provide the City with the opportunity to more adequately fund first responders. The total cost of the Police and Fire Departments operational needs are \$3.3 million and \$6.3 million, respectively. The \$17 million in capital costs for three fire stations would result in annual payments of approximately \$1.3 million over the life of a 20-year bond. A complete solution for first responders would total approximately \$10.9 million annually. If these needs are to be addressed solely by new revenues, our sales tax would need to be increased by 0.63%. This significant increase would bring the City's sales and use tax to 3.38%.

Option C: First Responder Sales Tax Scaled Approach – A hybrid approach could be used to leverage existing resources with new sources of revenue. If new tax revenue is able to be used for the operational costs (staffing) for two of the three identified fire stations, estimated at \$4.1 million, and 18 sworn officers and 15 non-sworn positions for the Police Department, at an estimated cost of \$3.3 million, the total operational cost would be an estimated \$7.4 million in addition to capital costs. This new operational cost could be covered by a 0.43% tax increase. The annual debt repayment on \$10.9 million in capital for two fire stations is approximately \$838,000. Therefore, the annualized cost for capital and operations needs increases to \$8.2 million and could be covered by a 0.48% increase in tax.

If City Council believes there is a percentage increase the community would support (plus or minus 0.48%), Council could consider an increase in the range between 0.38% and 0.63%. By selecting a percentage tax increase in this range, staff could modify the number of first responder positions accordingly. New revenues generated by a tax increase within this range would allow some of the first responder needs to be addressed.

**Comparison to Other Colorado Communities** – Other Colorado communities and special districts are entertaining tax increases to help address their respective public safety needs.

Fire Protection Districts – Fire protection districts across the state are looking to increase their revenues to both meet increases in demand and to address the challenge of the Gallagher Amendment to the Colorado Constitution. For example, Fort Lewis Mesa Fire Protection District has filed the paperwork for two ballot measures in November. The first measure is a mill levy increase, and the second measure is a proposal to “de-Gallagherize,” the district from the reigns of the Gallagher Amendment. Closer to home, Lower Valley Fire Protection District went to the voters in May to increase the mill levy by three mills. This increase was in response to increased calls for service in a district with growing population. Lands End Fire Protection District in Whitewater also went to the voters in May and increased their mill levy by five mills and was also able to de-Gallagherize.

This fall, both Clifton Fire Protection District and Central Orchard Mesa Volunteer Fire District will ask the voters to de-Gallagherize. Due to the constricting effects of the Gallagher Amendment, Clifton Fire Protection District has experienced nearly a 15% drop in funding from 2016 to 2017. Clifton Fire is asking voters this fall to let the fire district keep the revenues that the Gallagher Amendment formula would have reduced. Central Orchard Mesa is asking voters to approve a mill-levy increase from 4.035 mills to 10 mills in addition to its de-Gallagherizing measure.

Durango – Durango City Council recently reached a consensus on likely sales and property tax questions to go in front of the voters this November. Revenue from the new taxes is expected to raise about \$7.5 million in 2019 and would be used for city services such as street maintenance and police. The questions will ask for a 5.4 mill property tax increase and a 0.55% increase in sales tax, bringing the City’s total tax rate in Durango from 3% to 3.55%.



CITY MANAGER'S OFFICE

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** January 2, 2018  
**SUBJECT:** Revenue Options

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A core responsibility of the City of Grand Junction is to be a responsible steward of our finances. Recent community conversations have highlighted the potential need to increase funding for public safety in response to increased demands and needs. Historically, the growing expectation to provide additional services has not been met with a proportional increase in a willingness to increase funding. This creates a gap where expenditures do not match revenues. However, when resources are scarce, it is important to be creative in finding solutions to funding challenges. Given the current environment, the City could explore alternative sources of revenue to help close this gap. The following memo explores some revenue source options that the City may consider moving forward.

**Increase & Expand Sales Tax** – Sales tax is a major and primary source of revenue for cities. Sales taxes are currently collected on only a certain amount of items at a rate of 2.75%. This rate could be increased as the City's current sales tax rate is lower than the average of other cities in Colorado. An increase in sales tax to 3% would increase revenues by about \$4.17 million. The types of items from which sales tax is currently collected could be expanded as well:

Sales Tax on Grocery Items – In Colorado, certain grocery items are exempt from state sales tax, though municipalities can tax these items. The City of Fort Collins, for example, has a 2.25% tax on food for home consumption. The City of Aspen does not exempt food from sales tax, but refunds a fixed amount per person that lived in the city for the entire preceding year. By doing so, Aspen is able to collect sales tax on food purchased by visitors, while minimizing the impact on residents through a refund.

Sales Tax on Services – Sales tax collections could also be expanded to include services not currently taxed. Increasing revenues from services would help capture consumer dollars spent on discretionary items and would ensure that consumer spending is taxed broadly and evenly. Examples of services that are not currently taxed locally are a variety of personal services, business services, computer services, admissions and amusements, and professional services. Like collecting tax on internet sales, the standards for this would likely have to come from the Federal or state level.

Sales Tax on Internet Sales – Consumer spending patterns have shifted in recent years with an increase in spending at online retailers. Although the idea of collecting tax for online sales appears to be an easy source of revenue, it should be noted that in Colorado, physical presence applies for internet sales. While some companies like Amazon have made separate tax partnership agreements with municipalities to collect taxes on behalf of the local governments, companies that do not have a physical presence in Colorado are not required to collect sales tax on items sold to Colorado residents. Uniformly collecting tax on internet sales is a venture best made at the Federal or state-level and would likely require a special vote. A roadblock to

this concept is that Colorado lacks a universal tax base, meaning some municipalities tax items that others do not. We currently receive revenue from Amazon sales.

**Lodging Tax** – The current City lodging tax is 3%. Grand Junction, compared to other markets, is relatively competitive. Boulder has a 7.5% lodging tax, and guests pay 12.30% tax in total per room. Steamboat Springs, in comparison, only has a 1% lodging tax, but guests pay 11.65% in total taxes per room. An increase of 1% to Grand Junction's lodging tax would increase revenues by approximately \$500,000. An option to expand lodging tax revenue is to collect taxes on short-term vacation rentals:

Short-Term Vacation Rentals – Short-term vacation rentals, like the popular companies *Airbnb* and *VRBO*, are gaining in popularity nationwide. Municipalities frequently use tax partnerships with companies like these to help with tax collection. For example, the City of Loveland recently signed an agreement with *Airbnb* for guests staying within city limits to pay an additional 3% lodging tax on their bills. The short term vacation rental company already collects a 3% sales tax, a local marketing district tax, and a 2.9% Colorado state sales tax to price listings. *Airbnb* will collect the new tax on behalf of the city, then remit the tax back. This is a key part of the agreement, since tax collection will be ensured by being performed by the company.

**TABOR and de-Brucing** – The passage of the TABOR law in November 1992 required voter approval on all tax increases in all taxing districts within the state. These include tax rate increases, imposition of new taxes, and increases in property tax assessment ratios. The law also explicitly prohibits the implementation of certain types of taxes including new or increased real estate transfer taxes, local income taxes, state property taxes, and state income tax surcharges. TABOR also requires voter approval to change any existing spending limits or revenue growth limits. Equally important, TABOR restricts general revenues to the prior year's revenues adjusted for population growth and inflation. Any excess revenues must be rebated back to the population through tax reductions or cash rebates. Voter approval is needed to override any of these provisions.

There is, however, a method for reducing the restrictions brought by TABOR. When local governments are allowed to keep revenues in excess of TABOR's specified limit in lieu of returning it to the citizens, it is known as *de-Brucing*. The term *de-Bruce* is in reference to Douglas Bruce, the architect of the TABOR amendment. A common misconception of the practice is that it strips the voters of their right to vote on taxes. However, *de-Brucing* only allows local governments to keep excess revenues collected.

**Mill Levy Adjustments & Property Tax** – A mill levy adjustment would allow the City to maintain revenue in response to changes in property tax from the 1982 Gallagher Amendment, which maintains Colorado's base property tax ratio at 55% for commercial property and 45% for residential. It is important to remember that under this law, commercial property is assessed at a fixed 29% rate, requiring that the residential assessment rate be lowered periodically in order to balance. Grand Junction currently enjoys low mill levy rates relative to other parts of the state. Adjusting mill levies would allow the City to also maintain revenue despite changes in valuation across the state. Alternatively, rural fire districts could adjust their respective mill levies to keep their revenues from decreasing.

Property Tax – Property tax is based on the value of real estate and personal property that a person owns within a jurisdiction and is calculated by multiplying the value of the property by the assessment rate and mill levy. Increasing the City's property tax would increase revenues,

however with the current rate of just 8 mills in the City of Grand Junction, property tax would have to be significantly increased to match the potential revenues of increasing other sources, such as sales tax. For example, current property tax revenues in the City are approximately \$7.5 million from our 8 mills. If an increase in sales tax by \$0.25 generates roughly \$4 million in additional revenue, generating a similar amount of new revenue from property tax would require the mill levy to increase by an additional 4.22 mills. Furthermore, the sales tax base is much larger than the base for property tax. Using the same example, approximately \$4 million would be generated by a sales tax increase of 0.25%, compared to an increase in property tax of 0.42%.



CITY MANAGER'S OFFICE

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** May 31, 2018  
**SUBJECT:** Roadway Expansion Projects

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The ability to move around the community with relative ease is important to maintaining the overall quality of life of Grand Junction residents. Planning and Infrastructure is one of City Council's directives as identified in the adopted Strategic Plan. When we put forth the ballot question in the spring of 2017 (Ballot Question 2B), we knew that was a solution for improving the condition (pavement condition index) of our existing roadways; however, we knew we would need to develop another solution for roadway expansion. The purpose of this memorandum is to identify projects that expand the transportation system and begin the discussion regarding funding for these improvements.

City staff works closely with the Regional Transportation Planning Office (RTPO) on traffic models that project population growth, travel routes, and future impacts to the transportation network. These models also help forecast "hotspots" and understand which areas require attention and resources to avoid significant delays on daily trips. The current model is slated to be updated later this year and published in 2019.

Transportation capacity improvement projects proposed for consideration include:

- 29 Road & I-70 Interchange
- Widening 24 Road
- Creating the F ½ Road Parkway
- Widening 25 Road
- Riverside Parkway interchange with 24 Road

**Grand Junction Loop, 29 Road & I-70 Interchange** – The City currently has several transportation capacity needs, and several notable roadway expansion projects would help to complete the beltway system known as the Grand Junction Loop. For approximately thirty years, the City of Grand Junction and Mesa County have identified the need for a beltway system. The concept of the Grand Junction Loop was developed in the late 1990s. In 2008, the Riverside Parkway opened, followed by the I-70B and 29 Road interchange in 2011.

An element of the Loop not yet completed is the I-70 & 29 Road interchange. The 2010 Grand Junction Comprehensive Plan envisions the 29 Road corridor as a Multi-use Opportunity Corridor and is part of the north-south corridor of the Grand Junction Loop that not only serves as the eastern portion of the loop but also connects I-70 to US 50. The 2040 Regional Transportation Plan (RTP) plan identifies two projects for the corridor. The first project will widen 29 Road from two to four lanes between F Road north to I-70 and construct an interchange on I-70. The second project will involve widening 29 Road from three lanes to five lanes between North Avenue and Patterson Road. The planned projects are multi-modal, including pedestrian and bicycle facilities. Total project cost for the I-70 & 29 Road interchange and widening north of Patterson is approximately \$60 million.

The City of Grand Junction and Mesa County recently approved an agreement to move forward on a Planning and Environmental Linkages (PEL) study that should be completed in the next 9 months. The study will help the City, County and CDOT determine the best configuration and location for the interchange and as well as develop a budget from which to explore funding opportunities at the federal, state and local levels.

**Western Corridors of the Grand Junction Loop** – The western corridors of the Grand Junction Loop include the components around the Mesa Mall and commercial areas in the western part of the City. Transportation capacity improvement projects in this area include the widening of 24 Road, creating the F ½ Road Parkway, widening 25 Road and the Riverside Parkway interchange with 24 Road.

2010 Comprehensive Plan envisions 24 Road as a corridor connecting I-70 and I-70B with the Riverside Parkway. The 24 Road Corridor Plan establishes 24 Road with a distinctive “parkway” character along the roadway that can serve as a gateway to the Grand Junction community. Reconstruction of the interchange with I-70 has already occurred, creating a desired gateway feature through coordination with and project construction by CDOT. Expansion of 24 Road would create a five-lane parkway with a landscaped median, landscaped right-of-way on the west and east (including transitions to the Leach Creek natural corridor), street lighting, bike lanes, and a detached sidewalk on the west side. Currently, no sidewalk is planned for the east side because a multi-use trail is planned for the Leach Creek natural corridor. This section is planned for future transit system expansion. The cost of a project widening of 24 Road is approximately \$10 million.

The vision for a F 1/2 Road Parkway is primarily to increase mobility as well as improve safety between I-70B and 25 Road as an alternative to Patterson Road. The Parkway corridor would be constructed with multi-modal features and a distinctive “parkway” character that could serve as a bypass around the Mesa Mall area as well as serve the anticipated additional growth in residential, commercial and industrial property along the corridor. F 1/2 Road at buildout is proposed to have four lanes with a 30-foot landscaped median with 10-foot detached shared use paths on both sides complete with street and pedestrian level lighting. Future travel modes include passenger vehicles, possibly bus service, as well as bicycles and pedestrians. The estimated cost of creating an interim three lane F 1/2 Road Parkway, similar to that which exists just east of 24 Road is \$10 million.

A 25 Road widening project would provide much needed improvements to a corridor connecting a future F 1/2 Road Parkway and I-70B. This project would also join with an existing interchange between the Riverside Parkway and 25 Road, adding connectivity to the overall Grand Junction Loop System. Expansion of 25 Road would also serve future residential, commercial and industrial property along the corridor. The cost of a project to improve 25 Road is approximately \$8 million.

The Riverside Parkway and 24 Road Interchange is not as intuitive as originally envisioned and has been the subject a few suggestions by citizens. The estimated cost for more conventional ramps, right of way acquisition, and Union Pacific Railroad coordination is \$20 million.

**Project Costs & Financing Options** – The total estimated cost of these projects is \$108 million which makes them unattainable using the current annual capital improvement funding. Debt will

need to be issued in order to appropriately fund these sizable projects and construct them over a feasible time-frame.

In April of 2017, voters approved using TABOR excess towards pavement maintenance. Over the next several years, both the planned and authorized expenditures will allow us to bring our pavement condition index up to 73, which is the desirable condition. The voter approved authorization of dollars in excess of the TABOR limitation sunsets in 2022. Depending on sales tax growth, property tax growth and the allowed amount of growth under TABOR, the average projected revenues in excess of the TABOR imposed limitation over the next 10 years ranges from \$800,000 per year to \$1,000,000 per year.

The City currently has outstanding debt on the Riverside Parkway that matures in 2024. That annual debt service payment is \$3.8 million. Without another authorization from voters to use excess TABOR funds after 2022, the funds now being used for the Riverside Parkway debt service will be subject to a refund to the taxpayers.

An option to consider for a roadway expansion solution is to ask the voters to use TABOR excess funds beyond 2022 to help pay the debt service on these projects. Funds from TABOR excess would be combined with funds being used for the Riverside Parkway debt service (after maturity) and growth in existing capital revenues to service the debt required to construct these projects. Considering the County's estimated participation in the 29 Road and I-70 interchange, the net cost of the projects to the City would be approximately \$78 million. It is estimated that the debt service would range between \$5 and 6 million per year to fund the improvements.

As the community has recently felt the demand on the housing with additional people moving to the community, we are feeling a sense of urgency to discuss, and finalize, solutions for expanding the transportation system. Many of these projects will have a positive impact on the surrounding private properties and will create economic development opportunities. Due to the complex nature of these projects and other important factors such as available resources and existing sales tax revenue, posing a question to the voters in spring of 2019 could be advantageous for these projects.

C: Department Directors

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** July 18, 2018  
**SUBJECT:** Roadway Expansion – Part II

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We recently provided a memorandum regarding roadway expansion. That memorandum (attached for reference) has produced some healthy exchanges and additional questions. This memorandum is meant as a follow up to these questions and provide additional options for City Council consideration. We are seeing an increasing need for expanding the transportation system as we have felt the demand on the housing market with the recent influx of people moving to the community. Projects that improve and expand the existing transportation system will have a positive impact on properties in the City and will help create economic development opportunities. Due to the complex nature of these projects and other important factors such as available resources and existing sales tax revenue, posing a question to the voters in spring of 2019 could be advantageous for these projects. The purpose of this memorandum is to continue the discussion on roadway projects that expand the transportation system in the City of Grand Junction and our options for funding for these improvements.

**Roadway Expansion Projects** – As discussed in a previous memorandum, transportation capacity improvement projects proposed for consideration included the list below. The total estimated cost of these projects is \$108 million which makes them unattainable using the current annual capital improvement funding. If Mesa County participates in the 29 Road & I-70 interchange project, then the City's approximate cost of these projects is reduced to \$78 million. As discussed in the aforementioned memo, debt will need to be issued in order to appropriately fund these sizable projects and construct them over a feasible time-frame.

- 29 Road & I-70 Interchange
- Widening of 24 Road
- Creating the F ½ Road Parkway
- Widening of 25 Road
- Riverside Parkway & 24 Road Interchange

Complete Roadway Expansion Projects List – We received a request from Council for a complete solution. In addition to the projects highlighted by the preceding memo (as shown above), staff has identified 24 additional roadway expansion projects that would complete the necessary expansion of the City's roadway network. The cost of these new projects is estimated to total over \$106 million. These new improvement projects increase capacity of the network and help to change roads that are currently rural in nature to those that are urbanized. Projects include:

- 23 Road between H Road and I-70
- 23 Road and I-70 bridge structure
- 24 Road and I-70 bridge structure
- 24 ½ Road
- 25 Road from F ½ to G 3/8 Roads
- 26 Road
- 26 Road and I-70 bridge structure
- 26 ½ Road
- 26 ½ Road and I-70 bridge structure
- G Road from 23 Road and Horizon Drive
- 27 Road and I-70 bridge structure
- Intersection improvements at G Road and 27 Road

- F ½ Road
- F ½ Road
- D Road in Pear Park
- D ½ Road in Pear Park
- E Road in Pear Park
- Intersection improvements along D Road at 30, 31, and D ½ Roads
- B ½ Road in Orchard Mesa
- 27 ½ Road in Orchard Mesa
- Intersection improvements at 27 ½ Road and Unawep and B ½ Roads
- F ½ Road across Matchett Park
- F ½ Road from 30 Road to 31 Road
- South Broadway improvements in the Redlands

These projects would increase capacity for neighborhoods throughout the City of Grand Junction and would improve mobility between all areas of the city and the downtown core. Improvements to corridors such as 26 Road and 26 1/2 Road are currently identified outside the 10-year capital plan. Projects listed within the 10-year CIP are north area improvements such as to the G Road corridor, F 1/2 Rd, 24 Road and 25 Road corridors. While identified in the CIP, they are outside the balanced portion of the CIP. When added to the \$78 million described in the previous memo, the total estimated cost of all transportation expansion projects is \$184 million.

**Option A: Utilize Current Transportation Funding** – If the City chooses to use only existing resources to fund these transportation projects, especially without bonding, then the completion date for all projects can be expected to be far in the future. The current 10-year capital improvement plan includes some small capacity projects, such as roundabouts and turn lanes that are funded in the 5-year projection. However, in the latter years, other transportation capacity projects remain unfunded. Using the CIP as a guide, the City currently has capacity to fund approximately \$15 million in roadway infrastructure projects over ten years.

Voters approved using TABOR excess towards pavement maintenance in April of 2017. The voter approved authorization of dollars in excess of the TABOR limitation sunsets in 2022. Depending on sales tax growth, property tax growth and the allowed amount of growth under TABOR, the average projected revenues in excess of the TABOR imposed limitation over the next 10 years ranges from \$800,000 per year to \$1,000,000 per year. The City currently has outstanding debt on the Riverside Parkway that matures in 2024. That annual debt service payment is \$3.8 million. Without another authorization from voters to use excess TABOR funds after 2022, the funds now being used for the Riverside Parkway debt service will be subject to a refund to the taxpayers. The approximate amount of funds devoted to transportation is \$4.8 million. Using the resources available to the City currently, the total value of projects we can fund is approximately \$64 million. Therefore, Option A would entail utilizing existing resources, including reauthorization of the TABOR excess, to fund major projects through bonding that totals approximately \$64 million.

**Option B: Sales Tax Increase** – Even with bonding, the City's limited existing funds pose challenges to achieving a complete transportation solution. With consideration of increasing revenue sources, the City has the opportunity to complete more projects resulting in a comprehensive road network solution. Combined with existing resources, new sources of revenue would allow the City to pay the debt service on transportation projects throughout the community. The cost of the projects from the expanded list, indicated in this memo is approximately \$106 million. Also, of important note is the existing resources can fund \$4.8 million per year for a total of \$64 million. So, there is a gap between \$64 million that we can fund with existing resources and the \$78 million needed to fund the original list of projects. The debt

service on \$78 million and \$106 million would be \$5.8 million and \$7.8 million, respectively, over the 20-year life of the debt. Combined debt service of the complete solution would be approximately \$13.6 million.

The total estimated cost of all projects is \$184 million. Debt will need to be issued in order to appropriately fund these sizable projects and construct them over a reasonable time-frame. An option is to ask voters to increase sales tax within the City to fund these transportation projects. New revenues from sales tax, in combination with existing funds could provide a complete solution to roadway expansion. A half-percent increase on sales tax would result in approximately \$8 million in revenue to the City annually. This means that debt service on some of the proposed projects could be covered in part by increasing the sales tax.

Posing a ballot question to increase the tax rate could provide the City with the opportunity to complete capacity projects. However, with the cost of a total transportation solution estimated at approximately \$184 million, the timeline to complete these projects is also important to consider. The number of projects the City can complete is dependent on the availability of funding. A potential ballot question, in combination with existing resources, could be enough to address most of the transportation needs present in the community. Alternatively, these projects could be completed over longer periods of time. For example, the City could propose to do half of these projects with quarter percent sales tax increase and do the other half after 20 years. However, as the community continues to grow, a less aggressive approach would leave inadequate portions of the City's transportation network in place for longer. Therefore, Option B would entail additional revenue through a sales tax increase. To fully fund the \$106 million, annual debt service is approximately \$7.8 million. A half-percent would provide \$8 million annually. An alternative option (let's call it Option B Light) could be to fund approximately half of the \$106 million (or \$53 million) and request a quarter-percent sales tax increase. If Option A is combined with Option B Light, then a quarter-percent sales tax increase would be requested and in conjunction with existing revenues, we could fund \$117 million worth of major projects.

**Additional and Supplemental Sources of Funding** – Senate Bill 18-001 provides two years of General Fund transfers to CDOT, totaling approximately \$451.5 million, authorizes a 2019 ballot initiative for \$2.3 billion in bonds if 2018 ballot initiatives fail, and retains the first year of funds authorized by SB 17-267, with future years contingent on the outcomes of 2018 ballot initiatives.

Ballot Initiative #153 will ask Colorado voters to increase the state sales tax by 0.62% for 20 years. Of the total amount collected in year one, 45% will go to the State and is estimated to collect approximately \$345 million. Another 15% will be used for the multimodal fund and is estimated to collect \$115 million in its first year. 85% of this revenue will be used for local priorities. The final 40%, or approximately \$306.7 million in the first year will go to local agencies and is projected to net approximately \$8 billion over the span of the increase. Revenue is to be split evenly between counties and cities and will be based off the HUTF formula. The City budgeted approximately \$2.3 million for HUTF funds in 2018. New revenue from Ballot Initiative #153 is estimated to provide an additional \$2.7 million in its first year.

*Attachment*

## *Memorandum*

**TO:** Mayor and Members of Council  
**FROM:** Greg Caton, City Manager  
**DATE:** May 31, 2018  
**SUBJECT:** Roadway Expansion Projects

---

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An element of the Loop not yet completed is the I-70 & 29 Road interchange. The 2010 Grand Junction Comprehensive Plan envisions the 29 Road corridor as a Multi-use Opportunity Corridor and is part of the north-south corridor of the Grand Junction Loop that not only serves as the eastern portion of the loop but also connects I-70 to US 50. The 2040 Regional Transportation Plan (RTP) plan identifies two projects for the corridor. The first project will widen 29 Road from two to four lanes between F Road north to I-70 and construct an interchange on I-70. The second project will involve widening 29 Road from three lanes to five lanes between North Avenue and Patterson Road. The planned projects are multi-modal, including pedestrian and bicycle facilities. Total project cost for the I-70 & 29 Road interchange and widening north of Patterson is approximately \$60 million.

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C: Department Directors

# First Responder Needs

City Council Workshop  
December 17th, 2018

# First Responder Needs

- Fire

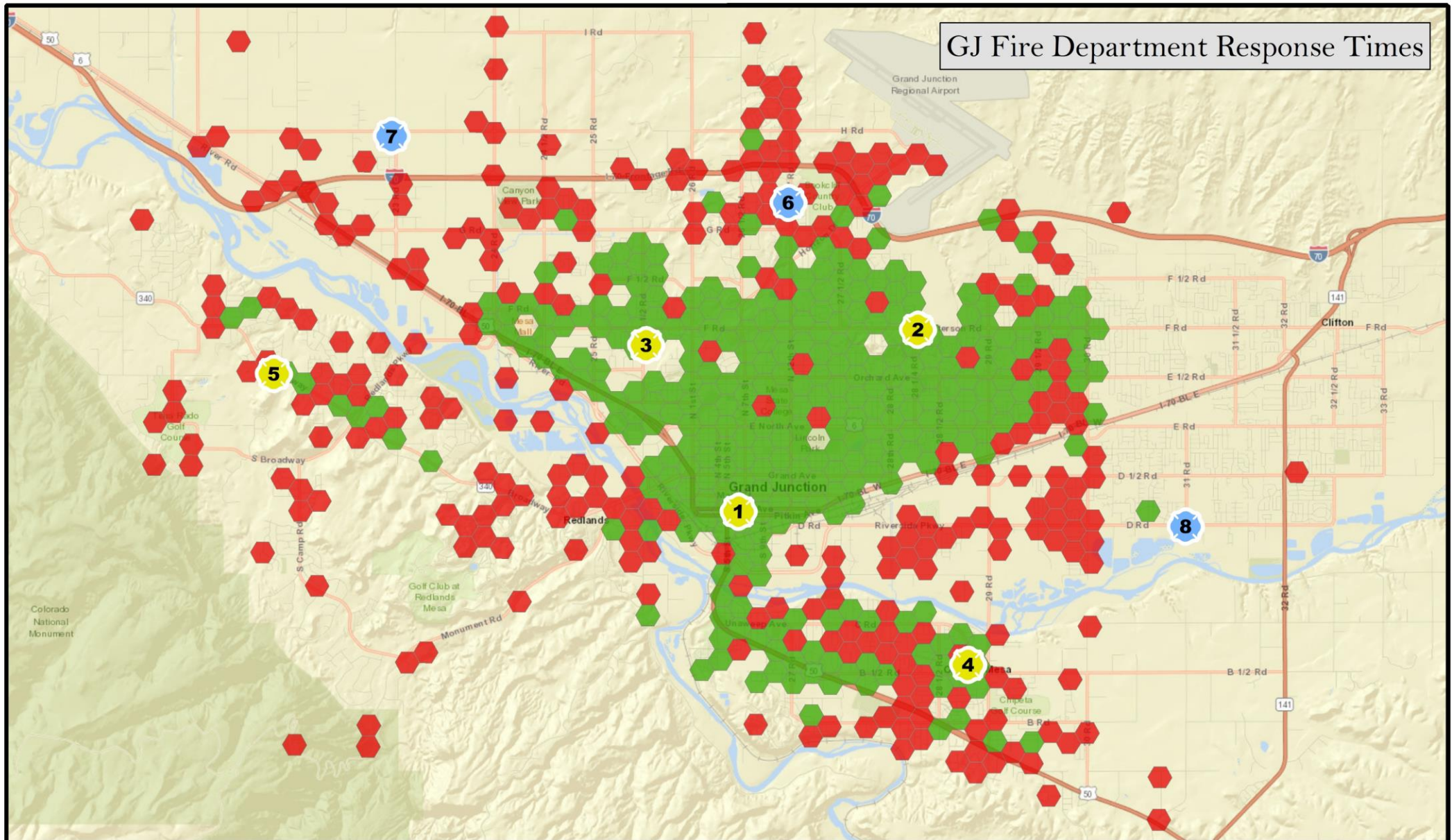
- Build, staff, and operate three stations-Need 60 total positions
  - Station #6 North Area (731 27 Rd)
  - Station #7 Northwest Area (23 Rd & H Rd)
  - Station #8 East Area (31 Rd & D Rd)
- Total ongoing need of \$6.3 million per year

- Police

- 18 sworn positions, 8 communication center positions, and 5 civilian positions
- Total ongoing need of \$3.3 million per year

- Total for First Responders \$9.6 million per year

# GJ Fire Department Response Times



 Response < 6 Minutes  
 Response > 6 Minutes

 Existing Station

 Proposed Station



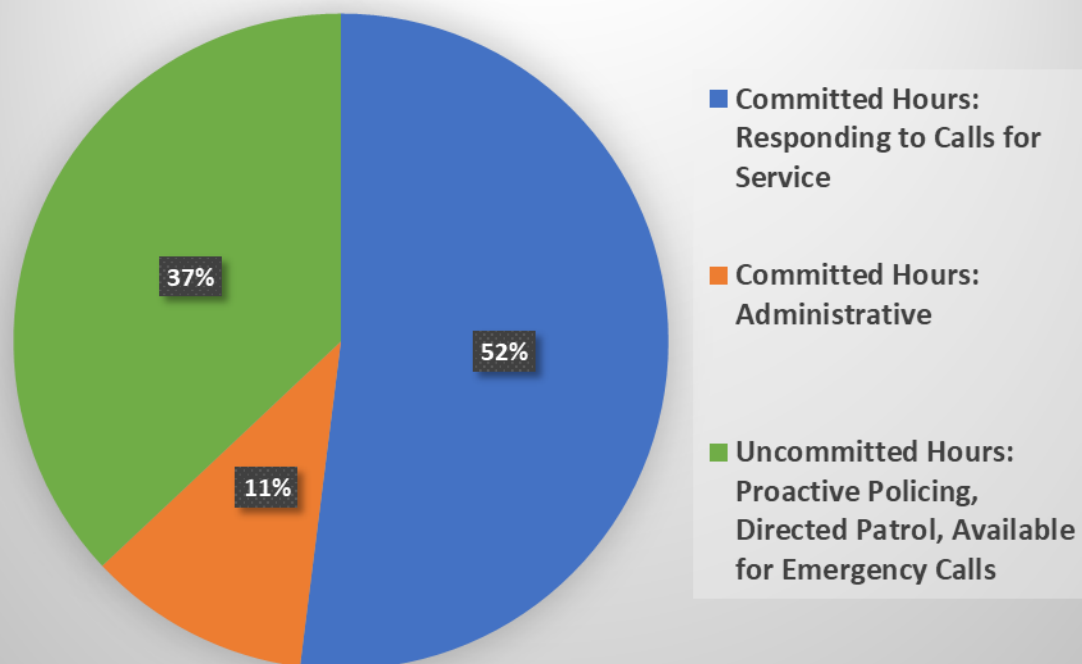
0 1 2 Miles

Published: 12/10/2018

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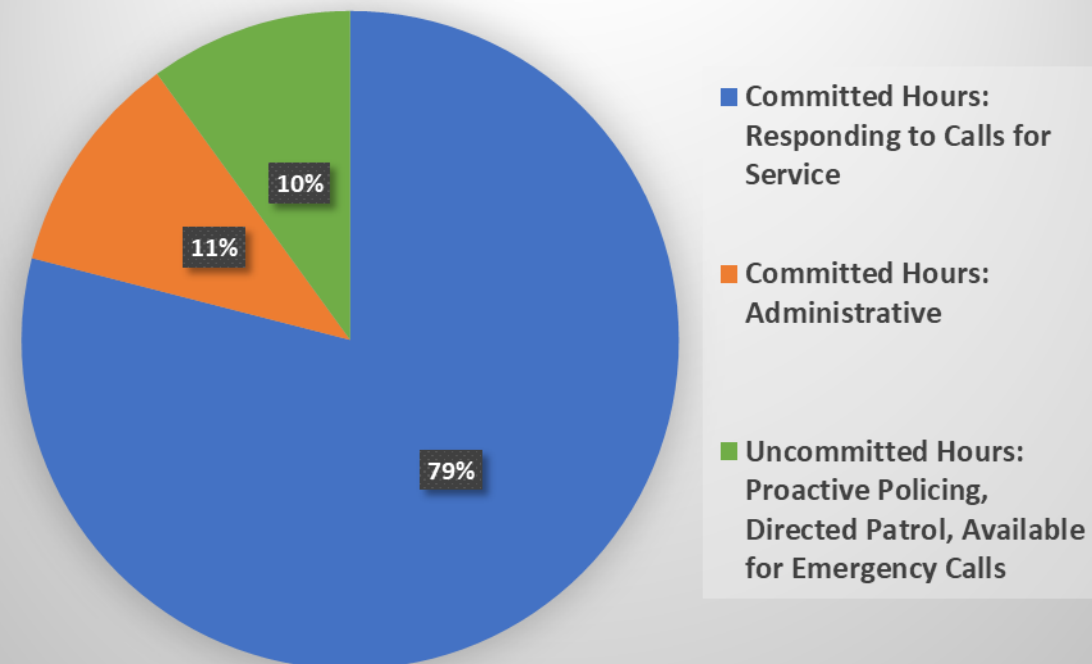
# Grand Junction Police Department

## Recommended\* *Minimum* Availability 37%



\*Recommended By: International Association of City & County Managers and International Association of Chiefs of Police

## Current GJPD Availability 10%



Based on a 10 hour shift, this means only **1 hour** is available for Proactive Policing which has a direct impact on reducing criminal activity.

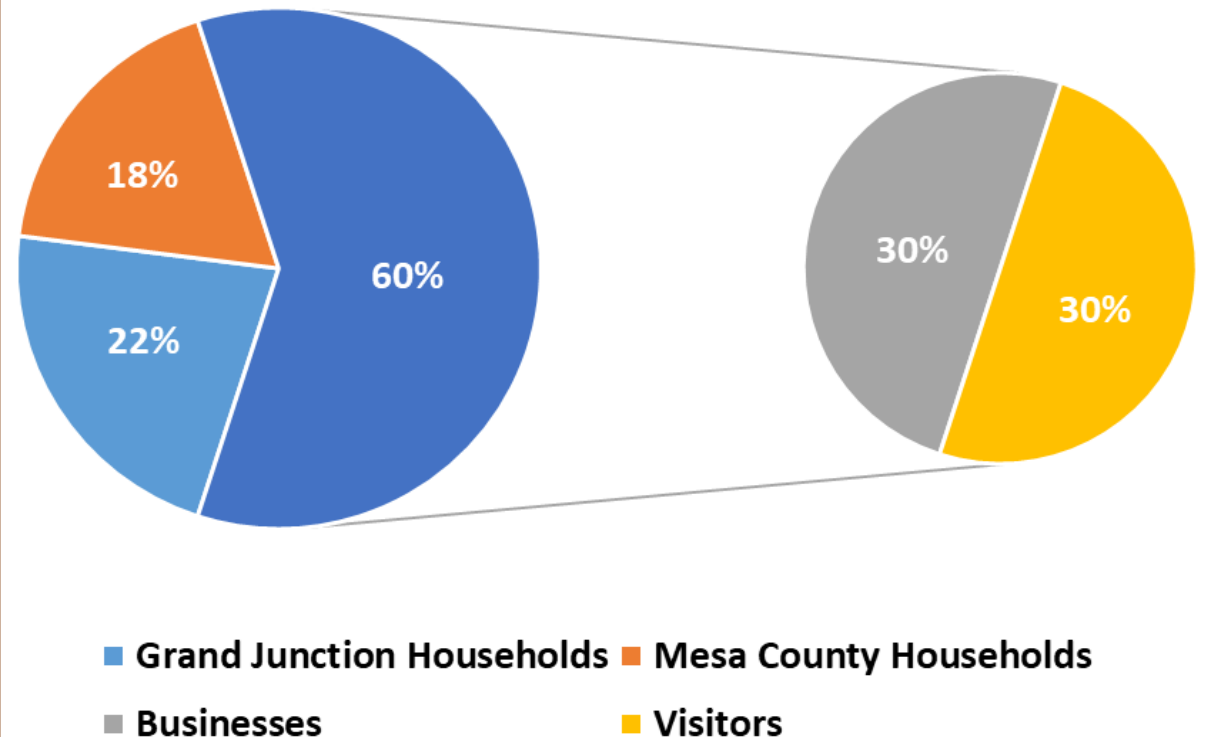
# Sales Tax

## Total Sales Tax Breakdown in Grand Junction

|                                                         |              |
|---------------------------------------------------------|--------------|
| City of Grand Junction General Fund                     | 2.00%        |
| City of Grand Junction Capital and Economic Development | 0.75%        |
| <b>City of Grand Junction Total</b>                     | <b>2.75%</b> |
| Mesa County (City receives 16% or 32% of second 1%)     | 2.00%        |
| Mesa County Public Safety Tax (City receives 6.97%)     | 0.37%        |
| <b>Mesa County Total</b>                                | <b>2.37%</b> |
| <b>State of Colorado Total</b>                          | <b>2.90%</b> |
| <b>Total Combined Sales Tax Rate</b>                    | <b>8.02%</b> |

City's Share of Mesa County Public Safety Tax is currently estimated at \$500,000 per year.

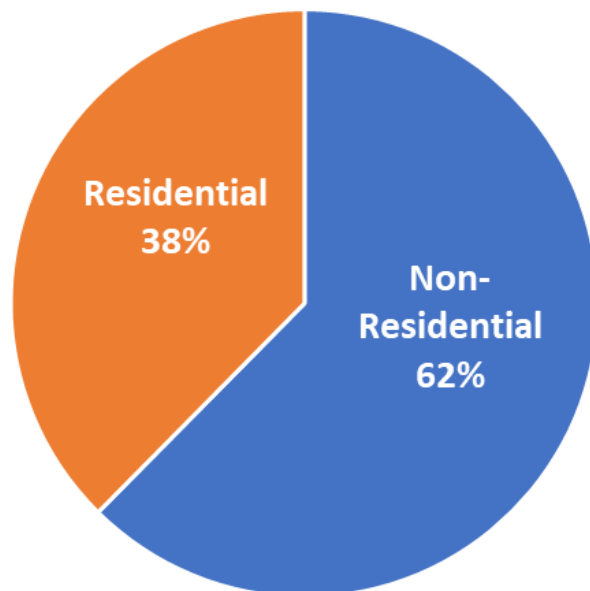
## Who Pays Sales Tax



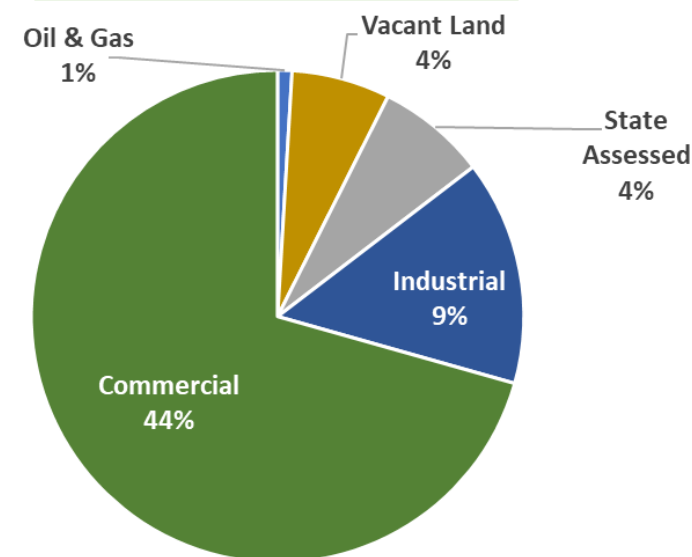
# Property Tax

- Property tax comprises 10% of revenue from a levy of 8 mills
- Property tax mill levy has not been increased in over 25 years

City Property Tax



Non-Residential City Property Tax



# First Responder Funding Sources

- Sales tax is a major source of revenue and is paid in large part by non-City residents and businesses
- Increase in sales tax is spread over a large population and reduces the tax burden to City residents
- A .25% increase in sales tax generates \$4.3 million based on current retail sales
- In order to reduce a tax increase to City residents and businesses, an option is to eliminate property tax

# First Responder Funding Options

| Option A-Fund Fire and Police<br>Sales Tax Increase |                           | .50%         |
|-----------------------------------------------------|---------------------------|--------------|
|                                                     |                           |              |
| <u>Funded</u>                                       | <u>Sales Tax Increase</u> |              |
| Fire                                                |                           | 0.35%        |
| Police                                              |                           | 0.15%        |
| <b>Total</b>                                        |                           | <b>0.50%</b> |

City Sales Tax Rate Total 3.25%

| Option B-Fund Fire Only<br>.35% Sales Tax Increase |                           |
|----------------------------------------------------|---------------------------|
|                                                    |                           |
| <u>Funded</u>                                      | <u>Sales Tax Increase</u> |
| Fire                                               | 0.35%                     |

City Sales Tax Rate Total 3.10%

# First Responder Funding Options

## Option C-Fund Police Only .15% Sales Tax Increase

| <u>Funded</u> | <u>Sales Tax Increase</u> |
|---------------|---------------------------|
| Police        | 0.15%                     |

City Sales Tax Rate Total 2.90%

## Option D-Fund Fire and Police, Eliminate Property Tax, 1% Sales Tax Increase

| <u>Funded</u>                | <u>Sales Tax Increase</u> |
|------------------------------|---------------------------|
| Fire                         | 0.35%                     |
| Police                       | 0.15%                     |
| Replace Property Tax Revenue | 0.50%                     |
| <b>Total</b>                 | <b>1.00%</b>              |

City Sales Tax Rate Total 3.75%

# Roadway Expansion Needs

- Grand Junction Loop with 29 Road & I-70 Interchange estimated costs total \$78 million
  - 29 Road & I-70 Interchange (County pays 1/2)
  - Riverside Parkway & 24 Road
  - Widening of 24 Road Creating F ½ Road Parkway
- Widening 25 Road Roadway Expansion Projects Part II estimated costs total \$106 million
  - 24 projects increasing capacity for neighborhoods and improving mobility
- Total estimated cost of expansion projects is \$184 million

Combined with funds used currently for debt service and estimated TABOR excess, Option E is estimated to fund \$117 million in road expansion projects.

## Option E-Fund Fire and Police, Eliminate Property Tax, Fund Roadway Expansion, 1.25% Sales Tax Increase

| <u>Funded</u>                | <u>Sales Tax Increase</u> |
|------------------------------|---------------------------|
| Fire                         | 0.35%                     |
| Police                       | 0.15%                     |
| Replace Property Tax Revenue | 0.50%                     |
| Roadway Expansion Projects   | 0.25%                     |
| <b>Total</b>                 | <b>1.25%</b>              |

City Sales Tax Rate Total 4.00%

# Monthly Impact of Potential Tax Increases

| All Based on a Monthly Comparison                                     |                         |                                                 |                                                                                |                                                                         |                                                                         |                                                                               |                                                                                 |
|-----------------------------------------------------------------------|-------------------------|-------------------------------------------------|--------------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------------|---------------------------------------------------------------------------------|
|                                                                       | Sales Tax Rate Increase | Sales Tax Increase Per Grand Junction Household | Residential Property Tax <b>Reduction</b> Based on Median Home Value \$240,000 | Residential Property Tax <b>Reduction</b> Based on Home Value \$300,000 | Residential Property Tax <b>Reduction</b> Based on Home Value \$350,000 | Commercial Property Tax <b>Reduction</b> Based on Property Value of \$500,000 | Commercial Property Tax <b>Reduction</b> Based on Property Value of \$1,000,000 |
| Current                                                               |                         | \$ 30.84                                        |                                                                                |                                                                         |                                                                         |                                                                               |                                                                                 |
| Option A-Fire and Police                                              | 0.50%                   | \$ 5.61                                         | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    |                                                                               |                                                                                 |
| Option B-Fire Only                                                    | 0.35%                   | \$ 3.93                                         | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    |                                                                               |                                                                                 |
| Option C-Police Only                                                  | 0.15%                   | \$ 1.68                                         | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    |                                                                               |                                                                                 |
| Option D-Fire, Police, Eliminate Property Tax                         | 1.00%                   | \$ 11.21                                        | \$ (11.52)                                                                     | \$ (14.40)                                                              | \$ (16.80)                                                              | \$ (96.67)                                                                    | \$ (193.33)                                                                     |
| Option E-Fire, Police, Eliminate Property Tax, Fund Roadway Expansion | 1.25%                   | \$ 14.02                                        | \$ (11.52)                                                                     | \$ (14.40)                                                              | \$ (16.80)                                                              | \$ (96.67)                                                                    | \$ (193.33)                                                                     |

# Annual Impact of Potential Tax Increases

| All Based on an Annual Comparison                                     |                         |                                                 |                                                                                |                                                                         |                                                                         |                                                                               |                                                                                 |
|-----------------------------------------------------------------------|-------------------------|-------------------------------------------------|--------------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------------|---------------------------------------------------------------------------------|
|                                                                       | Sales Tax Rate Increase | Sales Tax Increase Per Grand Junction Household | Residential Property Tax <b>Reduction</b> Based on Median Home Value \$240,000 | Residential Property Tax <b>Reduction</b> Based on Home Value \$300,000 | Residential Property Tax <b>Reduction</b> Based on Home Value \$350,000 | Commercial Property Tax <b>Reduction</b> Based on Property Value of \$500,000 | Commercial Property Tax <b>Reduction</b> Based on Property Value of \$1,000,000 |
| Current                                                               |                         | \$ 370.08                                       |                                                                                |                                                                         |                                                                         |                                                                               |                                                                                 |
| Option A-Fire and Police                                              | 0.50%                   | \$ 67.32                                        | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    | \$ -                                                                          | \$ -                                                                            |
| Option B-Fire Only                                                    | 0.35%                   | \$ 47.16                                        | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    | \$ -                                                                          | \$ -                                                                            |
| Option C-Police Only                                                  | 0.15%                   | \$ 20.16                                        | \$ -                                                                           | \$ -                                                                    | \$ -                                                                    | \$ -                                                                          | \$ -                                                                            |
| Option D-Fire, Police, Eliminate Property Tax                         | 1.00%                   | \$ 134.52                                       | \$ (138.24)                                                                    | \$ (172.80)                                                             | \$ (201.60)                                                             | \$ (1,160.00)                                                                 | \$ (2,320.00)                                                                   |
| Option E-Fire, Police, Eliminate Property Tax, Fund Roadway Expansion | 1.25%                   | \$ 168.24                                       | \$ (138.24)                                                                    | \$ (172.80)                                                             | \$ (201.60)                                                             | \$ (1,160.00)                                                                 | \$ (2,320.00)                                                                   |

# Sales Tax Rates Across the State

- Grand Junction is currently on the lower end for stand-alone city sales tax rates compared to other full- service cities around Colorado. Many other cities tax food for home consumption and residential utilities; Grand Junction does not tax these basic necessities.
- Most front range cities have a dedicated transportation tax for public transit.
- The City of Grand Junction funds fire and emergency medical services (EMS) through sales tax and property tax.
- Many cities have fire protection districts that provide fire and EMS to their residents. Those residents pay an additional property tax for those services.
- For illustration purposes, a City of Fruita resident pays 3% Fruita City Sales tax and a property tax mill of 10.14 for City services (fire and EMS not included). They also pay a mill levy of 8.31 to the Lower Valley Fire District for fire and EMS.

# Sales Tax Rates Across the State

## By City Rate

**Handout  
will be  
provided.**

| Comparison of Sales Tax Rates |                         | City Council Workshop |                       | City of Grand Junction Current |                               | Surrounding Communities |                               |                               |                           |
|-------------------------------|-------------------------|-----------------------|-----------------------|--------------------------------|-------------------------------|-------------------------|-------------------------------|-------------------------------|---------------------------|
|                               |                         | December 17th, 2018   |                       | City of Grand Junction Options |                               |                         |                               |                               |                           |
|                               |                         | City Sales Tax Rate   | County Sales Tax Rate | State Sales Tax Rate           | Total Combined Sales Tax Rate | Fire District           | Effective City Sales Tax Rate | Tax Food for Home Consumption | Tax Residential Utilities |
| 1                             | Commerce City           | 4.50%                 | 0.75%                 | 2.90%                          | 8.15%                         | Yes                     | 5.84%                         | No                            | Yes                       |
| 2                             | Broomfield              | 4.15%                 | 0.00%                 | 2.90%                          | 7.05%                         | Yes                     | 6.15%                         | Yes                           | Yes                       |
| 3                             | Greeley                 | 4.11%                 | 0.00%                 | 2.90%                          | 7.01%                         | No                      | 4.11%                         | Yes                           | Yes                       |
| 4                             | Grand Junction-Option E | 4.00%                 | 2.37%                 | 2.90%                          | 9.27%                         | No                      | 4.00%                         | No                            | No                        |
| 5                             | Castle Rock             | 4.00%                 | 1.00%                 | 2.90%                          | 7.90%                         | No                      | 4.00%                         | Yes                           | Yes                       |
| 6                             | Boulder                 | 3.86%                 | 0.99%                 | 2.90%                          | 7.75%                         | No                      | 3.86%                         | Yes                           | Yes                       |
| 7                             | Westminster             | 3.85%                 | 0.75%                 | 2.90%                          | 7.50%                         | No                      | 3.85%                         | Yes                           | Yes                       |
| 8                             | Fort Collins            | 3.85%                 | 0.55%                 | 2.90%                          | 7.30%                         | Yes                     | 5.29%                         | Yes                           | Yes                       |
| 9                             | Grand Junction-Option D | 3.75%                 | 2.37%                 | 2.90%                          | 9.02%                         | No                      | 3.75%                         | No                            | No                        |
| 10                            | Aurora                  | 3.75%                 | 0.75%                 | 2.90%                          | 7.40%                         | No                      | 3.75%                         | No                            | Yes                       |
| 11                            | Glenwood Springs        | 3.70%                 | 1.00%                 | 2.90%                          | 7.60%                         | No                      | 3.70%                         | Yes                           | No                        |
| 12                            | Pueblo                  | 3.70%                 | 1.00%                 | 2.90%                          | 7.60%                         | No                      | 3.70%                         | No                            | Yes                       |
| 13                            | Longmont                | 3.53%                 | 0.99%                 | 2.90%                          | 7.42%                         | No                      | 3.53%                         | Yes                           | Yes                       |
| 14                            | Englewood               | 3.50%                 | 0.25%                 | 2.90%                          | 6.65%                         | No                      | 3.50%                         | No                            | Yes                       |
| 15                            | Arvada                  | 3.46%                 | 0.75%                 | 2.90%                          | 7.11%                         | Yes                     | 5.46%                         | Yes                           | Yes                       |
| 16                            | Montrose                | 3.30%                 | 1.75%                 | 2.90%                          | 7.95%                         | Yes                     | 4.46%                         | Yes                           | Yes                       |
| 17                            | Grand Junction-Option A | 3.25%                 | 2.37%                 | 2.90%                          | 8.52%                         | No                      | 3.25%                         | No                            | No                        |
| 18                            | Colorado Springs        | 3.12%                 | 1.23%                 | 2.90%                          | 7.25%                         | No                      | 3.12%                         | No                            | No                        |
| 19                            | Grand Junction-Option B | 3.10%                 | 2.37%                 | 2.90%                          | 8.37%                         | No                      | 3.10%                         | No                            | No                        |
| 20                            | Fruita                  | 3.00%                 | 2.37%                 | 2.90%                          | 8.27%                         | Yes                     | 4.13%                         | No                            | No                        |
| 21                            | Delta                   | 3.00%                 | 2.00%                 | 2.90%                          | 7.90%                         | Yes                     | 3.65%                         | Yes                           | Yes                       |
| 22                            | Loveland                | 3.00%                 | 0.55%                 | 2.90%                          | 6.45%                         | Yes                     | 3.00%                         | Yes                           | Yes                       |
| 23                            | Lakewood                | 3.00%                 | 0.50%                 | 2.90%                          | 6.40%                         | Yes                     | 4.68%                         | No                            | Yes                       |
| 24                            | Golden                  | 3.00%                 | 0.50%                 | 2.90%                          | 6.40%                         | No                      | 3.00%                         | Yes                           | Yes                       |
| 25                            | Littleton               | 3.00%                 | 0.25%                 | 2.90%                          | 6.15%                         | Yes                     | 4.25%                         | Yes                           | Yes                       |
| 26                            | Grand Junction-Option C | 2.90%                 | 2.37%                 | 2.90%                          | 8.17%                         | No                      | 2.90%                         | No                            | No                        |
| 27                            | Grand Junction-Current  | 2.75%                 | 2.37%                 | 2.90%                          | 8.02%                         | No                      | 2.75%                         | No                            | No                        |
| 28                            | Palisade                | 2.00%                 | 2.37%                 | 2.90%                          | 7.27%                         | No                      | n/a                           | No                            | No                        |
| 29                            | Collbran                | 2.00%                 | 2.37%                 | 2.90%                          | 7.27%                         | Yes                     | 2.70%                         | No                            | No                        |
| 30                            | De Beque                | 2.00%                 | 2.37%                 | 2.90%                          | 7.27%                         | Yes                     | 2.54%                         | No                            | No                        |

(a) Includes an estimated equivalent sales tax rate based on the property tax paid for fire service through a mill levy in a separate fire district using same median income and home value as Grand Junction.

# Sales Tax Rates Across the State

## By Effective Rate With Fire Service

**Handout  
will be  
provided.**

| Comparison of Sales Tax Rates |                                      | City Council Workshop<br>December 17th, 2018 |                          | City of Grand Junction Current<br>City of Grand Junction Options |                                  | Surrounding Communities |                                  |                              |  |
|-------------------------------|--------------------------------------|----------------------------------------------|--------------------------|------------------------------------------------------------------|----------------------------------|-------------------------|----------------------------------|------------------------------|--|
| City                          | Effective City<br>Sales Tax Rate (a) | City Sales Tax<br>Rate                       | County Sales Tax<br>Rate | State Sales Tax<br>Rate                                          | Total Combined<br>Sales Tax Rate | Fire<br>District        | Tax Food for Home<br>Consumption | Tax Residential<br>Utilities |  |
| 1 Broomfield                  | 6.15%                                | 4.15%                                        | 0.00%                    | 2.90%                                                            | 7.05%                            | Yes                     | Yes                              | Yes                          |  |
| 2 Commerce City               | 5.84%                                | 4.50%                                        | 0.75%                    | 2.90%                                                            | 8.15%                            | Yes                     | No                               | Yes                          |  |
| 3 Arvada                      | 5.46%                                | 3.46%                                        | 0.75%                    | 2.90%                                                            | 7.11%                            | Yes                     | Yes                              | Yes                          |  |
| 4 Fort Collins                | 5.29%                                | 3.85%                                        | 0.55%                    | 2.90%                                                            | 7.30%                            | Yes                     | Yes                              | Yes                          |  |
| 5 Lakewood                    | 4.68%                                | 3.00%                                        | 0.50%                    | 2.90%                                                            | 6.40%                            | Yes                     | No                               | Yes                          |  |
| 6 Montrose                    | 4.46%                                | 3.30%                                        | 1.75%                    | 2.90%                                                            | 7.95%                            | Yes                     | Yes                              | Yes                          |  |
| 7 Littleton                   | 4.25%                                | 3.00%                                        | 0.25%                    | 2.90%                                                            | 6.15%                            | Yes                     | Yes                              | Yes                          |  |
| 8 Fruita                      | 4.13%                                | 3.00%                                        | 2.37%                    | 2.90%                                                            | 8.27%                            | Yes                     | No                               | No                           |  |
| 9 Greeley                     | 4.11%                                | 4.11%                                        | 0.00%                    | 2.90%                                                            | 7.01%                            | No                      | Yes                              | Yes                          |  |
| 10 Grand Junction-Option E    | 4.00%                                | 4.00%                                        | 2.37%                    | 2.90%                                                            | 9.27%                            | No                      | No                               | No                           |  |
| 11 Castle Rock                | 4.00%                                | 4.00%                                        | 1.00%                    | 2.90%                                                            | 7.90%                            | No                      | Yes                              | Yes                          |  |
| 12 Boulder                    | 3.86%                                | 3.86%                                        | 0.99%                    | 2.90%                                                            | 7.75%                            | No                      | Yes                              | Yes                          |  |
| 13 Westminster                | 3.85%                                | 3.85%                                        | 0.75%                    | 2.90%                                                            | 7.50%                            | No                      | Yes                              | Yes                          |  |
| 14 Grand Junction-Option D    | 3.75%                                | 3.75%                                        | 2.37%                    | 2.90%                                                            | 9.02%                            | No                      | No                               | No                           |  |
| 15 Aurora                     | 3.75%                                | 3.75%                                        | 0.75%                    | 2.90%                                                            | 7.40%                            | No                      | No                               | Yes                          |  |
| 16 Glenwood Springs           | 3.70%                                | 3.70%                                        | 1.00%                    | 2.90%                                                            | 7.60%                            | No                      | Yes                              | No                           |  |
| 17 Pueblo                     | 3.70%                                | 3.70%                                        | 1.00%                    | 2.90%                                                            | 7.60%                            | No                      | No                               | Yes                          |  |
| 18 Delta                      | 3.65%                                | 3.00%                                        | 2.00%                    | 2.90%                                                            | 7.90%                            | Yes                     | Yes                              | Yes                          |  |
| 19 Longmont                   | 3.53%                                | 3.53%                                        | 0.99%                    | 2.90%                                                            | 7.42%                            | No                      | Yes                              | Yes                          |  |
| 20 Englewood                  | 3.50%                                | 3.50%                                        | 0.25%                    | 2.90%                                                            | 6.65%                            | No                      | No                               | Yes                          |  |
| 21 Grand Junction-Option A    | 3.25%                                | 3.25%                                        | 2.37%                    | 2.90%                                                            | 8.52%                            | No                      | No                               | No                           |  |
| 22 Colorado Springs           | 3.12%                                | 3.12%                                        | 1.23%                    | 2.90%                                                            | 7.25%                            | No                      | No                               | No                           |  |
| 23 Grand Junction-Option B    | 3.10%                                | 3.10%                                        | 2.37%                    | 2.90%                                                            | 8.37%                            | No                      | No                               | No                           |  |
| 24 Loveland                   | 3.00%                                | 3.00%                                        | 0.55%                    | 2.90%                                                            | 6.45%                            | Yes                     | Yes                              | Yes                          |  |
| 25 Golden                     | 3.00%                                | 3.00%                                        | 0.50%                    | 2.90%                                                            | 6.40%                            | No                      | Yes                              | Yes                          |  |
| 26 Grand Junction-Option C    | 2.90%                                | 2.90%                                        | 2.37%                    | 2.90%                                                            | 8.17%                            | No                      | No                               | No                           |  |
| 27 Grand Junction-Current     | 2.75%                                | 2.75%                                        | 2.37%                    | 2.90%                                                            | 8.02%                            | No                      | No                               | No                           |  |
| 28 Collbran                   | 2.70%                                | 2.00%                                        | 2.37%                    | 2.90%                                                            | 7.27%                            | Yes                     | No                               | No                           |  |
| 29 De Beque                   | 2.54%                                | 2.00%                                        | 2.37%                    | 2.90%                                                            | 7.27%                            | Yes                     | No                               | No                           |  |
| 30 Palisade                   | 2.00%                                | 2.00%                                        | 2.37%                    | 2.90%                                                            | 7.27%                            | No                      | No                               | No                           |  |

(a) Includes an estimated equivalent sales tax rate based on the property tax paid for fire service through a mill levy in a separate fire district using same median income and home value as Grand Junction.

# Questions & Discussion



## Grand Junction City Council

### Workshop Session

Item #1.c.

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**Meeting Date:** December 17, 2018

**Presented By:** Greg Caton, City Manager

**Department:** City Manager

**Submitted By:** Greg Caton

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### **Information**

#### **SUBJECT:**

Consideration of the Sale of Burkey Park

#### **EXECUTIVE SUMMARY:**

The purpose of this item is for City Council consideration of the sale of Burkey Park.

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

The City Council discussion at the workshop will determine what future actions, if any, will be taken to sell the park.

#### **FISCAL IMPACT:**

Fiscal information will be provided in future staff reports if the park is to be sold.

#### **SUGGESTED ACTION:**

City Council discussion.

### **Attachments**

None



## Grand Junction City Council

### Workshop Session

Item #1.d.

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**Meeting Date:** December 17, 2018

**Presented By:** John Shaver, City Attorney

**Department:** City Attorney

**Submitted By:** John Shaver

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### **Information**

#### **SUBJECT:**

Possible Charter Amendment(s)

#### **EXECUTIVE SUMMARY:**

The purpose of this item is for City Council discussion regarding possible Charter amendments.

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

Pursuant to §151 of the Grand Junction City Charter, the Charter may be amended at any time in the manner provided by Article XX of the Constitution of the State of Colorado, and more than one Charter amendment or measure may be submitted to the voters in any one election.

The City Charter provision for renewal of cable television franchises is out-of-date and preempted by and/or in conflict with federal law by requiring a vote of the electorate to approve and/or authorize franchise renewal.

The provision limiting leases of public property to a term of twenty-five years may be unduly restrictive and that increasing the term from twenty-five to ninety-nine years may benefit the public by allowing the highest and best use of public property and contributing to economic development in the community. Leasing of any public property is permissive and within the sole and sound discretion of the City Council.

**FISCAL IMPACT:**

N/A

**SUGGESTED ACTION:**

City Council discussion.

**Attachments**

1. ORD-2019 CHARTER AMENDMENTS BALLOT QUESTION

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

**AN ORDINANCE PLACING CHARTER AMENDMENTS TO COMPLY WITH  
FEDERAL LAW GOVERNING RENEWAL OF CABLE TELEVISION FRANCHISES  
AND TO CHANGE THE AUTHORIZED LENGTH OF LEASES OF PUBLIC PROPERTY  
FROM TWENTY-FIVE TO NINETY-NINE YEARS ON THE ELECTION BALLOT FOR THE  
REGULAR MUNICIPAL ELECTION TO BE HELD THE 2nd DAY OF APRIL, 2019**

**Recitals.**

Pursuant to §151 of the Grand Junction City Charter, the Charter may be amended at any time in the manner provided by Article XX of the Constitution of the State of Colorado, and more than one Charter amendment or measure may be submitted to the voters in any one election.

The City Council has reviewed the City Charter and found that the provision for renewal of cable television franchises is out-of-date and preempted by and/or in conflict with federal law by requiring a vote of the electorate to approve and/or authorize franchise renewal.

The City Council has determined that the provision limiting leases of public property to a term of twenty-five years may be unduly restrictive and that increasing the term from twenty-five to ninety-nine years may benefit the public by allowing the highest and best use of public property and contributing to economic development in the community. Leasing of any public property is permissive and within the sole and sound discretion of the City Council.

Therefore, the City Council desires to present to the City voters two changes to the City Charter, allowing the voters to determine if the changes would be in the best interest of the City.

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

1. That a question of proposed amendment to Section 119 of the Charter to bring the provisions of the Charter governing renewal of cable television franchises into compliance with federal law by eliminating the requirement that a renewal of such franchise be subject to a vote of the electorate, as follows, be placed on the April 2, 2019 ballot. Proposed amendment(s) are shown with underlined text :

**119. Amendment, Renewal, Extension or Enlargement of Franchise.**

No amendment, renewal, extension or enlargement of any franchise, or grant of rights or powers previously or heretofore granted to any corporation, persons, or association of persons, shall be made except in the manner and subject to all conditions provided in this article for the making of original grants and franchises, except that renewal of any cable television franchise shall not be subject to a vote of the registered electors, but shall be made in accordance with applicable federal law.

**City of Grand Junction \_\_**

Shall there be amendment to the Grand Junction City Charter Section 119 concerning the process for renewal of cable television franchises in the City to bring the Charter provision into compliance with federal law by eliminating the requirement that such renewal be subject to a vote of the electorate?

\_\_\_\_\_ FOR THE AMENDMENT

\_\_\_\_\_ AGAINST THE AMENDMENT

2. That a question of proposed amendment to Section 124 of the Charter to increase the length of the allowed term of lease of public property from twenty-five to ninety-nine years, as follows, be placed on the April 2, 2019 ballot:

**124. Term Not Longer Than Twenty-Five Years--Compensation.**

No franchise, lease or right to use the streets or the public places, or property of the city, shall be granted by the city, except as in this Charter provided, for a longer period than ~~twenty-five~~ ninety-nine years. Every grant of a franchise shall fix the amount and manner of the payment of the compensation to be paid by the grantee, for the use of the same, and no other compensation of any kind shall be exacted for such use during the life of the franchise, but this provision shall not exempt the grantee from any lawful taxation upon his or its property, nor from any licenses, charges, or impositions not levied on account of such use.

**City of Grand Junction \_\_\_\_**

Shall there be an amendment to the Grand Junction City Charter Section 124 increasing the authorized term for lease of public property from twenty-five to ninety-nine years?

\_\_\_\_\_ FOR THE AMENDMENT

\_\_\_\_\_ AGAINST THE AMENDMENT

INTRODUCED ON FIRST READING AND ORDERED PUBLISHED THIS 19<sup>th</sup> DAY OF DECEMBER, 2018.

PASSED AND ADOPTED THIS \_\_\_\_ DAY OF JANUARY, 2019.

\_\_\_\_\_  
Barbara Traylor Smith  
President of the City Council

Attest:

\_\_\_\_\_  
Wanda Winkelmann  
City Clerk