AGENDA
CITY OF GLENWOOD SPRINGS
URBAN RENEWAL AUTHORITY
JUNE 22, 2023
101 W. 8th ST
10:00 AM

The agenda is subject to *change, including the addition of items 24 hours in advance or the deletion of items at any time.*
The order and times of agenda items listed are approximate and intended as a guideline for the Urban Renewal Authority.

URBAN RENEWAL AUTHORITY MEETING

1.	Roll Call	
2.	Elect the Chair and Vice Chair	Discussion and/or Action
3.	Urban Renewal Authority (URA) 101	Information Only
4.	Glenwood URA Overview	Information Only
5.	Budget	Discussion and/or Action
6.	URA Expansion Proposals	Discussion and/or Action
7.	URA Next Steps	Discussion and/or Action
8.	Adjournment	

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: Elect the Chair and Vice Chair

Action Requested:

Department: City Clerk

Presented By:

Strategic Goals:

Background Info: The current structure of the Urban Renewal Authority is:

Officers-
Ingrid Wussow; Chair
Jonathan Godes; Vice Chair
Steve Boyd; Treasurer
Beverli Marshall; Executive Director

Members-
Ingrid Wussow: Mayor
Marco Dehm; Mayor Pro-Tem
Jonathan Godes; Council
Shelley Kaup; Council
Sumner Schachter; Council
Erin Zalinski; Council
Mitchell Weimer; Council
John Martin; County Commissioner
Tate Fairbanks; Appointed by Council
Maureen Stepp; School Board Representative
Susan Use; Garfield County Libraries (Other Special Districts)

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation:

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: Urban Renewal Authority (URA) 101

Action Requested: No action requested

Department: Economic and Community Development

Presented By: Danielle Campbell, Karl Hanlon

Strategic Goals:
Provide Efficient and Responsive City Government
Protect and Preserve our Quality of Life
Preserve and Improve Infrastructure
Generate Sustainable Economic Development

Background Info: An Urban Renewal Authority (URA) is a local organization that a community must form before starting an urban renewal project. Legally referred to as a "statutory body," a URA's singular purpose is to prevent and eliminate blight in your community.

A URA provides an opportunity for a city to target investment, public improvements, and new development. It helps remove factors that are known to stand in the way of sound development. Consider it a creative redevelopment tool that can help break the gridlock that can occur with development. Under Colorado state statute, a URA is authorized to borrow money, issue bonds, and accept grants from public and private sources. Tax incremental financing, or TIF, is the most common way that a URA can help fund an urban renewal project.

An URA is a body politic and corporate, meaning it has attributes of both a political and corporate organization by law. An independent consultant performs an analysis and a professional opinion is provided to the Board of Trustees determining whether the statutory requirements for forming a URA within the Municipality can be met. If the requirements are met, the Board of Trustees may form a URA, by resolution, after a public hearing. No election is required to form a URA.

Before an urban renewal plan can be adopted by a municipality, the proposed urban renewal area must be determined to be a "blighted area," which is defined in Section 31-25-103(2) of the Act as "an area that, in its present condition and use and, by reason of the presence of at least four of the following factors substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare." Statutory factors include:

- Slum, deteriorated, or deteriorating structures;
- Predominance of defective or inadequate street layout;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions; (e) Deterioration of site or other improvements;
- Unusual topography or inadequate public improvements or utilities;
- Defective or unusual conditions of title rendering the title nonmarketable;
- The existence of conditions that endanger life or property by fire or other causes;
- Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities;
- Environmental contamination of buildings or property;

- The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements; or
- If there is no objection by the property owner or owners and the tenant or tenants of such owner or owners, if any, to the inclusion of such property in an urban renewal area, “blighted area” also means an area that, in its present condition and use and, by reason of the presence of any one of the factors specified in paragraphs (a) to (k.5) of Section 31-25-103(2), substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare.

The most common financing tool URA use is Tax Increment Financing (TIF). The property tax base will be the assessed value of the taxable property in the urban renewal area last certified prior to the effective date of approval of the urban renewal plan, with adjustments for general reassessments. Tax revenues that are generated from mill levies imposed on an increase in assessed value above the base value are “incremental property tax revenues” that may be used by the Authority to finance or refinance urban renewal projects.

Please check out the resources attached and copied below to learn more about URA’s

- Colorado Downtown Financing Mechanisms Guide
- URA and Tax Increment Financing (TIF) 101 (Video)
- Tax Increment Finance (TIF) Glossary of Terms
- Tax Increment Finance (TIF) FAQs

Issues: No issues

Fiscal Impact:

Legal Review:

Staff Recommendation:

DOWNTOWN COLORADO inc.

Compiled and created by Downtown Colorado, Inc. with support from Employers Council, 2nd Edition 2019

Data Collected 2008-2009; 2018

Redevelopment Financing Mechanisms

BUSINESS IIMPROVEMENT DISTRICTS, DOWNTOWN DEVELOPMENT AUTHORITIES, & URBAN RENEWAL AUTHORITIES IN COLORADO

Downtown Colorado Inc., 1420 N. Ogden St, Ste. G-1, Denver, CO 80218 | 303.282.0625 | downtowncoloradoinc.org

Introduction

Redevelopment Financing: Urban Renewal Authorities, Downtown Development Authorities, and Business Improvement Districts in Colorado is designed to:

1. Provide basic information on how three types of improvement districts function in Colorado
2. Highlight issues faced by communities attempting to form an improvement district
3. Illustrate best practices of improvement districts in Colorado.

Throughout this guide there is information and data collected by Downtown Colorado, Inc. that refers to many municipalities throughout Colorado.

Downtown Colorado Inc. first published this booklet in 2009. At that time, the Colorado Department of Local Affairs (DOLA) reported the existence of 46 urban renewal authorities (URAs), 10 downtown development authorities (DDAs), and 18 business improvement districts (BIDs) in Colorado. (See Appendix A: Resources for a website link to current list.) In 2008, Downtown Colorado Inc. (DCI) conducted a survey of all Colorado URAs, DDAs, and BIDs. Thirty-two representatives responded, identifying as either a URA, DDA or BID. The names of those organizations are listed in Appendix B: Participating Colorado Organizations.

Erin Goff, Colorado Municipal League; Rick Kron, then with Grimshaw & Harring, PC; Dianne Truwe, Aurora Redevelopment; Tim Steinhaus, Arvada Urban Renewal Authority; and Anna Jones, Progressive Urban Management Associates provided the information needed for the original publication.

Update and Republication

In 2018 work began on republishing this booklet. Current information about DDA's and URA's is found in the relevant sections below.

Lorrie Ray with Employers Council worked with Monica Rosenbluth of Butler Snow, Rick Kron of Spencer Fane, and Carolynne C. White and Caitlin S. Quander both of Brownstein Hyatt Farber Schreck to gather updated and expanded information. Much of the information regarding Urban Renewal Authorities came directly from Monica Rosenluth, and Downtown Colorado Inc. is grateful for this contribution, as it reflects the current state of a law that had numerous changes since 2009.

About Downtown Colorado, Inc.

Established in 1982 as the Colorado Community Revitalization Association, Downtown Colorado, Inc. is a 501(c)3 nonprofit membership organization that aims to build better communities by providing assistance to downtowns, commercial districts and town centers in Colorado. Organization members represent downtown organizations, local governments, development and improvement districts, consultants, individuals and others involved in downtown and community development.

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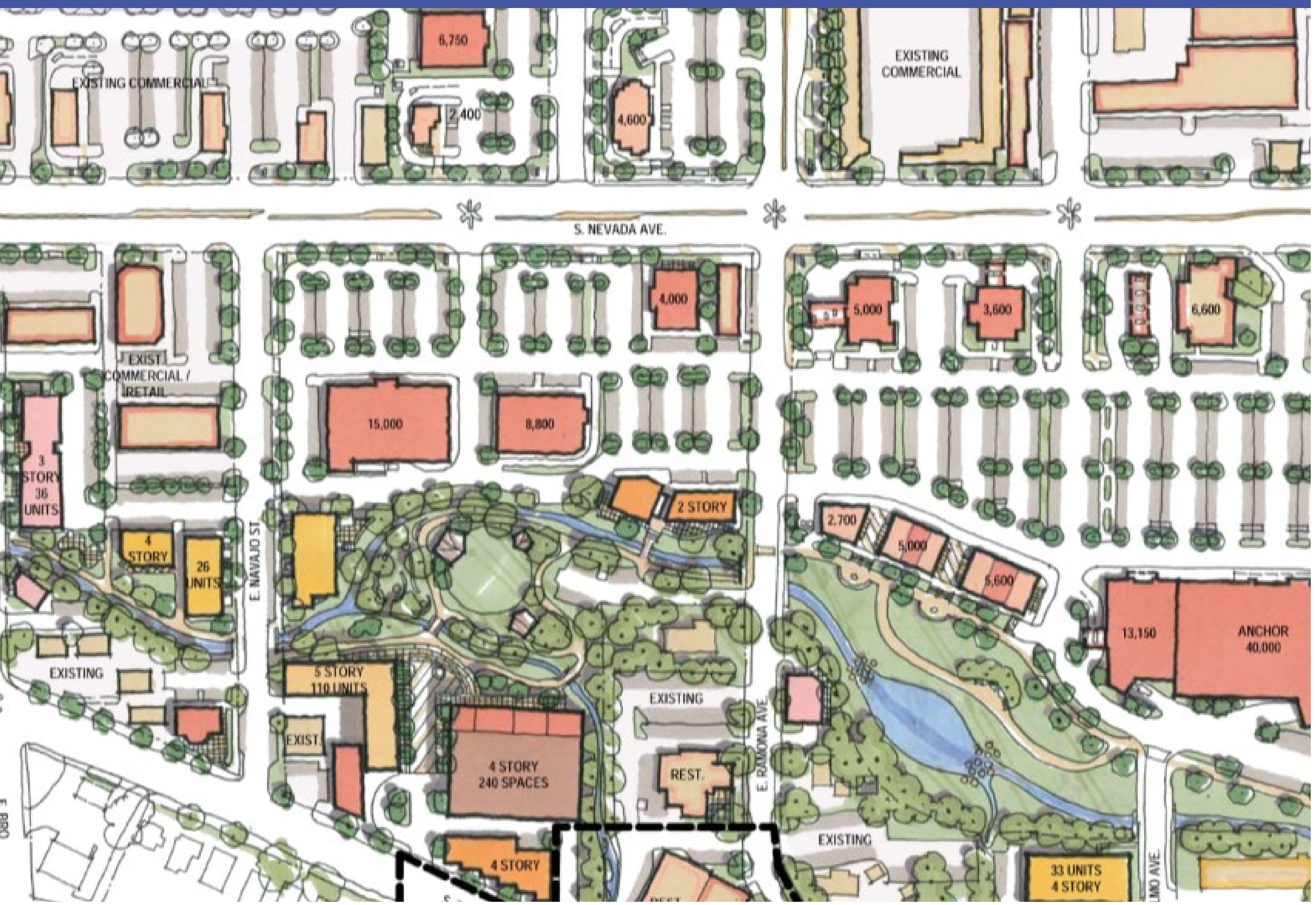
I. Three Types of Redevelopment Organizations to Consider

**Colorado Springs Urban Renewal Authority, South Nevada Avenue Corridor | Conceptual Site Plan*
Courtesy of RTA Architects



Downtown Colorado, Inc. fields inquiries from local government officials, small business owners, legislators, and residents looking for assistance to manage their downtowns or commercial districts. Successful downtown leaders know that "getting organized" is the single most important next step in implementing a downtown plan to improve the competitive position of a commercial district. The issues in Colorado's commercial districts are bigger than a single business can handle, but there is strength in numbers and working together. Colorado allows downtowns to use several types of public entities to help them get organized, finance improvements and services, and help businesses. Local governments that choose to utilize a district or authority to manage a downtown can provide a method to organize a downtown, structure activities, and give a downtown the same advantage of common management enjoyed by single-owner shopping centers and large discount retailers.

Downtown Colorado, Inc. has selected three of the more common types of districts from our members who are utilizing innovative financing mechanisms in Colorado for commercial district revitalization. The districts reviewed in this report will include Business Improvement Districts (BIDs), Downtown Development Authorities (DDAs) and Urban Renewal Authorities (URAs), below is a brief review of the characteristics of these types of districts. Determining which one is the best to use in a particular situation will depend on the goal of development as briefly outlined in the below section.

A. Business Improvement Districts (BIDs)

Business improvement districts (BIDs) are often used to improve existing commercial centers and to develop a new area. Those BIDs responding to the 2008-2009 survey indicated that most often a BID was organized in order to build or repair streets, sidewalks, curbs and gutters and to improve landscape and other beautification. Other common reasons were to provide street furniture and planters, transit and lighting. Less common but still cited were marketing, parking, maintenance, event management and sanitation. One BID was created to build a pedestrian mall, another to install utilities and yet another to fight crime in the area. Another BID managed employer-based travel demand.

Colorado law provides for the creation of a business improvement district. The BID, under Colorado statutes, can make any public improvement, including but not limited to the following improvements:[1]

- Streets
- Off-street Parking Facilities
- Pedestrian malls
- Sidewalks
- Curbs
- Gutters
- Street Lights
- Drainage Facilities
- Landscaping
- Statuaries
- Decorative Structures
- Fountains
- Identification Signs
- Traffic Safety Devices
- Bicycle paths
- Benches
- Restrooms
- Information booths
- Public Meeting Facilities
- All necessary, incident and appurtenant structures and improvements

The BID may also:[2]

- Maintain improvements
- Promote or market district activity
- Organize, promote, market and manage public events or activities in support of the BID
- Manage and develop the BID
- Secure businesses or public areas
- Remove snow and collect refuse
- Design and consult with respect to planning or managing BID activities

1 C.R.S. 31-25-1203

2 C.R.S. 31-25-1212

B. Downtown Development Authorities (DDAs)

Downtown development authorities (DDAs) are formed when redevelopment is centered in a downtown area, since the DDA must be located in the downtown area of a municipality. Typical reasons for the creation of a DDA include improvement of: public facilities, shopping and restaurants, streets, sidewalks curbs and gutters, lighting, and landscape and general beautification as well as mitigation of blight. Additional, though less common reasons include: maintenance, traffic issues, housing, primary and secondary jobs and finance assistance to achieve new goals of downtown plans.

Colorado law provides for the creation of a downtown development authority to halt or prevent deterioration of property values or structures in central business districts, or to halt or prevent the growth of blighted areas within the business districts.[3] The DDA is granted the power to develop or redevelop these areas.

The central business district by definition includes the principal business, commercial, financial, service and governmental center of the municipality. Currently, there are 16 Colorado DDAs

C. Urban Renewal Authorities (URAs)

Municipalities form urban renewal authorities (URAs) when there is a blighted area of general deterioration, slums or deteriorating structures, or a need for a new street or lot layouts. The motivation is often the need for the correction of areas having an unusual topography or inadequate public improvements, as well as health, safety or welfare concerns such as unsafe or unsanitary conditions or environmental contamination. Additionally, the need to control noise due to growth in the area contributed to the organization of at least four URAs in Colorado.

A municipality establishes a URA for the entire municipality to eliminate a "blighted area" within that municipality. The "urban renewal project" is the plan to clear blighted areas for development or redevelopment, demolish existing structures, or rehabilitate existing structures. The urban renewal authority may then build new streets, utilities, parks, playground and other improvements. This new property may be sold at a fair value for development and redevelopment in accordance with the urban renewal plan. An urban renewal project area may be defined as "blighted" if it meets the definition in the Colorado statute.[4] There must be a determined need for an urban renewal plan before it is adopted, and that determination or specific finding must be made by the applicable

3 C.R.S. 31-25-801

4 C.R.S. 31-25-103(1.5)

municipal governing body, e.g. a city council.

Currently, there are approximately 50 active URA's in Colorado. DCI has an updated directory of communities with active URA's.

II. Benefits of the Different Types of Development & Improvement Districts

**Arvada Urban Renewal Authority (AURA)-, Olde Wadsworth & Grandview Streetscape*

The three types of development and improvement districts focused on in this guide are formed with different goals in mind, and each provides different benefits. It is important to understand the differences in benefits when determining which type of authority or district will best serve the needs in a particular community.

A. Business Improvement Districts (BIDs)

In the 2008-2009 DCI survey, new public improvements were most frequently cited as the greatest benefits of a BID. Increased investments, better maintenance of areas within the BID and reduced crime were also reported. Additional noted benefits include increased sales, decreased congestion, and decreased vehicle miles traveled.

BID Organization

A BID is a quasi-municipal corporation and a political subdivision of Colorado. The BID may include both contiguous and non-contiguous tracts or parcels of commercial property. Only commercial property can be included in the BID.

A BID's board of directors may be constituted in one of four ways: (1) the municipality's governing board may constitute ex-officio the BIDs board of directors; (2) the board may be elected by the voters of the BID; (3) the mayor or the municipality's governing body may appoint a board of at least five members; and (4) if there is an overlapping DDA or URA, its board may serve as the board of the BID. Currently, there is an overlapping DDA and BID in Grand Junction and they have a single board. Anyone serving on an elected or appointed BID board must be an elector of the BID.

The organizational process for a BID begins when a petition is filed with the municipality. It must be signed by the owners of real and personal property within the service area of the proposed BID, who together, own not less than 50 percent of the value of all taxable commercial real and personal property in the proposed BID and not less than 50 percent of the acreage within the BID. The service area is defined as that area within the municipality within the boundary of the BID.

At least 50 percent of the service area must include developed land used as commercial property prior to passing the ordinance creating the BID, or the property must be designated by the municipality's governing body as a location for commercial development. The municipal clerk gives notice of the hearing organizing the BID, by publication and mailing. The municipality's governing board then holds a hearing on the BID's organization. After a finding and determination concerning the sufficiency of the petition, and a determination that the kinds of services and improvements to be provided will best satisfy the purposes of the BID, the municipality's governing body considers an ordinance to provide for the creation of the BID. The BID exists upon adoption of the ordinance, but an election satisfying the requirements of taxpayer bill of rights (TABOR) is generally necessary to approve the BID's financial powers.

Powers of BIDs

The BID has statutory authority to:

- Enter into contracts
- Acquire and operate improvements
- Provide services
- Establish rates, tolls and charges for services and improvements furnished by the BID
- Create special assessment districts and levy special assessments for improvements or services
- Levy and collect taxes against all commercial property in the BID

Eminent Domain

BIDs do not have the power of eminent domain; they do have the power to acquire property and can assist in the financing of an acquisition that is accomplished using the eminent domain power of another entity, such as a municipality.

B. Downtown Development Authorities (DDAs)

DDAs can provide a tax-increment revenue stream and bond financing just as URAs can. DDAs also have the power to impose a property tax of up to five mills for operating costs.

DDA Organization

A DDA is also a body politic and corporate. There must be at least five and no more than 11 members of the corporate board, all of whom are appointed by the governing body of the municipality. A majority of board members must reside or own property in the DDA. At least one board member must be a member of the municipality's governing body. Each member, except for the member who is also a member of the municipality's governing body, must be a resident, landowner, or business lessee within the DDA. The Greeley DDA currently has a board that is comprised of one city council representative who overlaps with the city on a board that is interviewed and appointed by the Greeley City Council.

The DDA is first created by an ordinance of the municipality's governing body, putting forth the question of establishing the DDA to a vote of qualified electors at the next general or special election. A qualified elector is a resident, landowner or lessee within the DDA. If any qualified corporate landowner or lessee is not a natural person, that entity-elector may designate a person to vote on its behalf. The municipality's governing body may provide for the submission of TABOR questions at the organizational election; if this is the case the date of the election must be one established by TABOR and must be approved by a majority voting in the election vote.

Powers of DDAs

The DDA has the power to:

- Acquire property
- Construct and equip improvements
- Lease and sell property

- Establish fees, rates and charges for the use of its property

If voters approve, a general property tax can be levied on all real and personal property in the DDA's territory. This levy cannot exceed five mills for the budgeted operations of the authority, including non-debt-funded expenditures.

Before purchasing or constructing any project, a development plan that describes the development or redevelopment of an area must be approved by the municipality's governing body. Public facilities that may be part of the plan include, but are not limited to:

- Streets
- Parks
- Plazas
- Parking Facilities
- Playgrounds
- Pedestrian malls
- Rights of Way
- Structures
- Waterways
- Bridges
- Lakes
- Ponds
- Canals
- Utility lines
- Utility pipes
- Buildings

The development plan may provide for the use of property and sales tax increment financing. Unlike a URA, the municipality is the issuer of bonds to finance projects for a DDA. Before bonds payable from the tax increment revenues may be issued, the bonds must be approved by an ordinance adopted by the governing body of the municipality and the question of issuing bonds and pledging the tax increment revenues must be approved by a majority the DDA electors who vote in the election.

Examples of current DDA key initiatives include:

- Residential development (Greeley DDA)
- Building enhancement grants (Downtown Partnership of Colorado Springs)
- Creating a pedestrian friendly and safe downtown (Woodland Park Main Street)
- Mill revitalization and backlot development (Windsor DDA)

Eminent Domain

DDAs do not have the power of eminent domain; however, they do have the power to implement any plan of development, whether physical or economic, giving the DDA great flexibility in addressing the needs of a particular downtown area DDAs have the power to acquire property and can assist in the financing of an acquisition that is accomplished using the eminent domain power of another entity, such as a municipality.

An example is the Fort Collins DDA, and it currently has a property tax TIF, a mill levy, with a TABOR debt limit of $250,000,000.

C. Urban Renewal Authorities (URAs)

URAs are used in a wide variety of situations, nearly always involving the demolition of outdated or inferior structures and replacement with new structures. Without the new construction or substantial renovation, there would be no tax increment to fund the URA project. While the primary benefit of a URA is the use of tax-increment financing (TIF) (see Financing and Funding, TIF for more information), the power of eminent domain is also available to URAs to acquire property, when necessary, to alleviate slum and blight. Survey results indicate that this power is used very infrequently by most URAs.

URA Organization

An URA is a body politic and corporate, meaning it has attributes of both a political and corporate organization by law.[5] The creation of a URA is started when a petition, signed by at least 25 registered electors of the municipality is filed. An independent consultant performs an analysis and a professional opinion is provided to the Board of Trustees determining whether the statutory requirements for forming a URA within the Municipality can be met. If the requirements are met, the Board of Trustees may form a URA, by resolution, after a public hearing. No election is required to form a URA.

The potential boundaries of the URA are coterminous with the municipality – meaning they end where the municipality ends.[6] Under the Urban Renewal Law, the Board of Trustees has two choices with regard to the governing body of the Authority: the Board of Trustees may designate itself as the Authority governing board; or, the Mayor and Board of Trustees may appoint a separate Authority governing board. Of those responding to the question, the URA Directory currently lists 21 URAs as having the same board as the Board of Trustees.

As a result of the passage of H.B. 15-1348, the governing board of a new Authority must also include representatives of various taxing entities as follows:[7]

1. One commissioner must be appointed by the Board of County Commissioners of the County. If the Authority is located within more than one county the appointment is made by agreement of the counties.
2. One commissioner must be an elected member of a board of education of a school district levying a mill levy in an urban renewal area. (Although H.B. 15-1348 does not state how this commissioner is chosen for an urban renewal area overlapping with more than one school district, it will likely be through agreement of those school districts).
3. One commissioner must be a board member of a special district selected by agreement of the special districts levying a mill levy in the urban renewal authority.

Powers of URAs

The URA has broad powers with respect to any urban renewal plan, including the power to acquire property. Property may be acquired by purchase, lease, option, gift, or by eminent domain (condemnation). If property is acquired by condemnation, this action must be approved as part of the urban renewal plan or a modification of the plan by a majority of the municipality's governing body. The URA does not have the authority to levy general property taxes or any other taxes.

After its formation, the Authority cannot yet undertake any urban renewal projects until the Board of Trustees, through another public process, designates one or more urban renewal areas and adopts a specific urban renewal plan for each urban renewal area. The municipality can approve numerous urban renewal areas, and related urban renewal plans, within the boundaries of the Authority upon compliance with the requirements set forth in Urban Renewal Law.

Eminent Domain

Of the three entities discussed in this guide, only Urban Renewal Authorities have the power of eminent domain. URAs do not use eminent domain often. In the 2008-2009 DCI survey, all respondents were either unlikely or highly unlikely to use this power. Three reported using eminent domain one to two times, and one reported to using it three to five times.

5 C.R.S. 31-25-104(1)(b)

6 A recent statutory change may allow some portions of the unincorporated area of a county to be included in a U.R.A. C.R.S. 31-25

7 East Grand County School District No. 2 v. Town of Winter Park, 739 P.2d 862 (1987).

III. Determining District or Project Area Boundaries

**Montrose Urban Renewal Authority (MURA), MURA Overview*

There are many elements that should be considered when defining the boundaries of a district or choosing a project area. Two of the most important are as follows:

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Geographic Considerations

It is generally best to define boundary lines for a BID, DDA or URA project area by considering political support and using natural boundaries. BIDs have the widest latitude to do this, and in Colorado include anywhere from one business to up to 500 businesses. DDAs have to be located within the downtown area. In fact, in the 2008-2009 survey, DDAs typically had only one or two geographic areas covered by the authority. URAs most often have just one to two project areas identified; although one URA surveyed in 2018 directory has 21 project areas.

Size Considerations

Size matters. In general, the larger the BID, DDA or URA project area, the larger the budget. Large budgets tend to correlate with more programs and a greater chance of success. Size also brings issues with political support because setting common goals and agreeing on programs over a larger and more diverse electorate and property owners group can be more complex and time-consuming. It is important to weigh the size of the budget and its benefits alongside the diverse interests of the electorate and property owners involved in the particular community.

IV. Financing & Funding

**Fort Collins Urban Renewal Authority, Aspen Heights*

Financing and funding are elemental to a successful authority or district. This is a complicated topic. If the community is considering an urban renewal authority, consider reviewing publications on the Colorado Municipal League website, and requesting information from DCI.

Potential Funding Mechanisms by District Type

Business Improvement Districts

The BID may acquire property (but not with eminent domain), enter into contracts, acquire and operate improvements, provide services and establish charges for those services, create special assessment districts and then levy special assessments, as well as levy and collect general property taxes against all commercial property within the BID.

The BID may issue general obligation, special assessment and revenue bonds to finance improvements, after an election has been held and the bonds and taxes have been approved by BID voters as applicable. It can also levy taxes to pay principal and interest on bonds. The bonds are the obligation of the BID, not of the municipality. Bonds cannot be issued until the issuance is approved by the electors of the BID unless a TABOR exception applies.

An elector of a BID is a citizen of the United States who is 18 years or older, and a resident of Colorado who:

- Has a primary dwelling place in the BID; or
- Owns taxable real or personal property in the BID; or
- Has a leasehold interest in taxable real or personal property in the BID; or
- Is the only naturalized person designated in writing (filed with the BIDs secretary) by a non-naturalized person to stand in the place of the owner or lessee of taxable real or personal property within the BID.

After a public hearing, the town or city council adopts an ordinance to organize the district. The initial Board, if appointed, is often designated at this time. If the initial Board is to be elected, the election is held within 60 days. An election is usually held the following November to approve limits for revenues, expenditures, bonds, and taxes. If the Board is elected, the Board election in even-numbered years may include questions concerning limits for revenues, expenditures, bonds, and taxes.

Downtown Development Authorities

The DDA may acquire property (but not with eminent domain), construct and equip improvements, lease and sell property, and establish fees, rates and charges for the use of property. After voter approval, a general property tax can be levied on all property in the district, so long as it does not exceed five mills for the budgeted operations of the authority, including non-debt-funded expenditures.

Colorado Statutes allows the municipality, and not the DDA, to issue bonds, although the bonds are not the obligation of the municipality. These bonds are payable from the revenues of the project or facility, or from tax increment revenues.

Any plan for development may use property and sales tax increment financing. Prior to issuing bonds that are payable from the tax increment revenues, the issuance of the bonds and pledging of the tax increment revenues must be approved in an election by DDA voters. Annual budgets for DDAs in 2018 ran the gamut from $44,700 to $2,000,000.

The DDA must file an annual information report with Colorado Department of Local Affairs within 60 days following the end of the fiscal year. The report must list the issues of all nonrated public securities, i.e., those securities that are issued with no rating by any national rating service, that are outstanding as of the end of the current fiscal year. Those bond issues under one million dollars are excluded.

Urban Renewal Authorities

A URA may purchase property by voluntary sale or through condemnation, so long as it is authorized by the Board of Trustees. The power of eminent domain must first be approved as part of the urban renewal plan in accordance with urban renewal law. The URA cannot levy general property taxes, but it may have a plan that provides for property and/or sales tax increment financing as described above.

The URA may issue special obligation bonds payable from the tax increment or any funds derived by the URA in connection with any project. The bonds are only the obligations of the URA and not the municipality. The URA also may issue general obligation bonds backed by the full faith and credit of the URA. They may be paid by a mortgage on the project, project revenues, and monies from the Tax-Increment Financing (TIF). Because the URA issues the bonds, no statutory limits on debt of a home rule charter apply. In addition, the URA is not subject to TABOR, so there need not be any election in order to issue bonds.[8]

URA's may also seek traditional financing through a commercial lender. Many lenders do require the municipality to adopt a moral obligation resolution stating the governing body of the municipality will morally obligate themselves to repay this debt if the URA is not able to adhere to the debt servicing obligations.

Tax-Increment Financing (TIF)

From the 1950s through the 1980s, cities were able to finance neighborhood and downtown revitalization efforts with substantial federal assistance. The federal government significantly cut funding levels for urban renewal programs in the 1980s, making these endeavors more difficult. Colorado addressed this problem by modifying its Urban Renewal Law in 1975 to provide for the use of tax increment financing (TIF) and its constitutionality has been upheld by the Colorado Supreme Court.[9] Since the use of TIF was legally authorized, it has become an important source of funding for urban renewal throughout Colorado.

It is important to understand how TIF works. The property tax base will be the assessed value of the taxable property in the urban renewal area last certified prior to the effective date of approval of the urban renewal plan, with adjustments for general reassessments. Tax revenues that are generated from mill levies imposed on an increase in assessed value above the base value are "incremental property tax revenues" that may be used by the Authority to finance or refinance urban renewal projects.

For example, if the assessed value of taxable property in an urban renewal area is $1 million on the date the plan is

8 Olson v. Golden, 53 P.3d 747 (Colo. App. 2002)

9 Denver Urban Renewal Authority v. Byrne, 618 P.2d 1374 (Colo. 1980)

adopted, then the taxing entities also in the area (such as the County, school district, special districts, etc.) each receive tax revenue. Their amount is derived from their respective mill levies multiplied by the base assessed value of $1 million. As the assessed value of the taxable properties in the urban renewal area increase due to the development or redevelopment efforts, the revenue derived from the increase in assessed value multiplied by the combined mill levy of the overlapping taxing jurisdictions are incremental property tax revenues that may be remitted to the Authority. There are significant exceptions included in H.B. 15-1348, which is discussed below.

If the assessed value of taxable property in the urban renewal area increases to $10 million, then the tax revenues derived from the first $1 million in assessed value continues all to go to the taxing entities. The tax revenues derived from the mill levies on the increase of $9 million in assessed value is property tax increment revenue that is available to be remitted to the Authority, subject to the provisions of HB 15-1348.

Prior to the passage of H.B. 15-1348, all of the incremental property tax revenues from the various taxing entities levying a mill levy in an urban renewal area were paid to the Authority. H.B.15-1348 provides a process for new or modified plans approved on or after January 1, 2016. Any Authority formed after that date, and representatives of the other taxing entities levying a mill levy in an urban renewal area must meet and negotiate an agreement concerning the types and limits of tax revenues to be allocated. The agreement must address the estimated impacts of the urban renewal plan on county or district services. There may be separate agreements between the Authority and each taxing entity or a joint agreement among the Authority and multiple taxing entities. An outcome of this negotiation process may be that less than all of the property tax incremental revenues from taxing entities will be remitted to the Authority. If an agreement cannot be reached between the Authority and any taxing entity, H.B. 15-1348 sets forth a mediation process to be followed by the parties.

In Colorado, only URAs and DDAs are able to use TIF. For the most part, URAs and DDAs do not have the power to levy taxes. Instead they receive the tax increment for use in carrying out their plans. A DDA property tax of up to 5 mills can be levied, but only for operations.

Once a URA has fulfilled its specific monetary obligations related to a project, the tax increment created by the redeveloped project reverts to the normal tax entities. TIF may be allocated to the URA for a maximum of 25 years. The TIF for a DDA can be allocated for 30 years, and then may be extended for 20 years, subject to limitations set forth in the law.[10]

Types of Funding Used in Colorado Districts Surveyed

Business Improvement Districts

Fifty of all survey respondent BIDs in 2008-2009 used the mill levy source for funding. Other sources of funding at that time spread evenly among BIDs were gifts, special assessments, fees and charges, revenues from contracts for service, interest earnings, 0.2% sales tax sharing from the municipality and an ownership tax.

Downtown Development Authorities

Mill levies are common with DDAs. 57% of all existing DDAs that responded to the 2008-2009 DCI survey, and 63% that responded to the 2018 survey imposed a mill levy. Of those, in 2008-2009, 67% had a mill levy of five mills, and 33% have a mill levy less than one mill.

Tax-increment financing is also prevalent in DDAs with 71% of DDA respondents in 2008-2009 using tax increment financing and for 60% it is a sales tax increment and for 40% it is both a sales and property tax increments. For those with tax-increment financing, the time left to receive these amounts was between 19 and 25 years. 25% of DDAs responding to the 2008-2009 survey began collecting the increment prior to 1983. The remaining respondents began in 1991 or thereafter. The survey results for 2018 showed that of those responding 36% had a sales TIF, and all had a property TIF.

Urban Renewal Authorities

In 2008-2009, 99% of existing URAs who responded to the DCI survey use tax-increment financing; 20% of all URA respondents use property tax financing; and the remainder of URA respondents use both property and sales tax increment financing. These funding mechanisms are still popular as shown in the 2018 directory.

By statute, a URA tax increment program may last for up to 25 years. In 2008-2009 survey, URA respondents the time left for the tax increment financing varied widely. 30% would expire in fifteen to nineteen years; 20% in nine or fewer years; 10% in twenty five years; and, 30% between 20 and 25 years. 10% of URAs responded that this did not apply in their case.

Once a district or authority is created and a plan developed, the next step is implementation.

10 C.R.S. 31-25-807 (3)(a)(IV)(A)

V. Practical Aspects of Development and Redevelopment Organizations

**Fort Collins Urban Renewal Authority, North College Marketplace*

Managing the Authority or District

Among Colorado Authorities there is a wide range of staffing levels and approaches. Conversely, a BID is often managed by an independent organization that focuses on district management within the determined boundaries. BID boards may have a greater percentage of business and commercial property owners involved in governance. Downtown development authorities vary widely in how they are managed, usually falling somewhere between the URA and BID spectrum.

Staffing

Staffing of authorities and districts varies. 20% of all URAs, DDAs and BIDs responding in the 2008- 2009 survey had employees only, 30% had contractors only, and 50% had both employees and contractors. In the 2018 URA Directory, it appeared that 52% had staff, and of those responding to the DDA survey, 63% had staff and 37% used contractors only, of those who used staff less than 20% used contractors. It appears, that in the case of DDA's there seems to be a stronger desire to hire staff.

Advisory Boards

Authorities and districts in larger municipalities tend to have at least one formal or informal group of advisors. The advisory boards usually form around a particular project (such as a streetscape project that only covers one street in a larger district) or can be more generalized, such as a downtown property owners or business associations.

Elections

One of the most challenging tasks in creating a funding mechanism may be the election process. Often this may be because of the complexity of the voting process, or the lack of understanding of what the funds will be used for. It is strongly suggested that any community embarking on the process to form a district or authority focus on engaging and educating the community in the process of determining the type of authority or district, as well as reviewing how the funding mechanism will work. DCI encourages community forums, panel discussions, and written materials to assist in bringing community members into this process.

Once formed, URAs do not hold elections; though they are accountable to the elected officials of their municipal governments through the aforementioned management structure and advisory boards.

BIDs may hold elections to approve property taxes, bonds or revenue and spending limits. For BIDs, according to the 2008-2009 survey, the easiest aspect of the voting process was the voting administration, followed by the voting process. The petition and review of the petition were considered more difficult.

DDAs may hold elections to approve an operating mill levy of up to five mills, to approve boards, or to approve revenue and spending limits. For DDA survey respondents, the easiest aspect of the election was most often the voting process (one survey participant especially liked their choice of using mail-in ballots) followed by the petition.

Most often, elections held in Colorado for either a BID or DDA have been successful. However, according to 2008-2009 survey respondents, a loss was generally attributed to organized opposition to either additional layers of government or a new tax. In one instance, a tie in the election (resulting in failure), was largely due to the fact that one key business, who would have supporting the formation, was not included in the district boundaries.

Those who want assistance may find that consultants and attorneys that have experience in this area can be most helpful in setting up a successful election process. (See Appendix A: Resources)

Stakeholders

Stakeholders are those with a vested interest in the success of the district or authority. Persons or organizations helpful to include in the formation process are:

- Homeowners
- Major retail developers
- Restaurants and bars
- Educational facilities and school districts
- Light industrial manufacturers
- Out-of-town land owners
- Hotels
- Communication companies
- Labor
- Counties
- Special districts
- Non-profits and Community Groups.

When embarking on this formation process, consider including the following stakeholders on the board of directors:

- Local government
- Petition signatories
- Retailers
- Businesses
- Residents
- Developers
- Construction entities
- Property management firms
- Bankers

VI. Successful Development and Redevelopment

**Longmont Urban Renewal Authority, 1st & Main Transit Oriented Development*

2008-2009 survey respondents provided the following additional insights and anecdotes on the creation and maintenance of development and improvement districts.

Strategies

- Avoid condemnation. A redevelopment of an old gas station converted it into new retail. Condemnation was avoided when a private party was able to purchase and the URA subsidized construction upgrades.

- Leverage funds to create public-private partnerships. The United States Olympic Committee committed to remain in Colorado Springs and negotiated a package with private developers and city to move the staff headquarters into a new building in downtown. A DDA participated in the $53 million package as a finance partner providing financing through a TIF, estimated to generate $4 to $8 million over 29 years.

- Find efficient and experienced management professionals. This can mean the difference between finishing projects on time and below budget, or not.

- Tenant recruitment is the foundation for all successful retail and mixed use projects. Establish relationships with site selectors representing retail land uses your community deems beneficial and appropriate and establish a marketing plan to prospective residential tenants that may buy/lease units within the project.

- Strive to understand the complex dynamics of private sector development, financing, and process. A myriad of risks confront a developer who wishes to partner with the public sector to establish a quality project. Projects worthy of public incentives are often times the most difficult to accomplish from the private sector's perspective, because they involve increased financing, increased time, and increased collaboration, all of which decrease opportunities to attract quality tenants.

- Maintain regular communications with stakeholders and constituents. Those BIDs responding to the 2008-2009 survey communicated with their constituents by use of a variety of methods: email, personal visits, phone calls, special meetings, board meetings, newsletter and direct mail. Respondents found the most effective were board meetings, personal visits, and sending a newsletter.

- Focus on promoting the positive impacts of development and improvement districts. In 2008-2009, URAs reported that when they communicated the benefits of having an urban renewal authority to the general community, other entities' impression of them was favorable. Competing needs for revenue can interfere with favorable impressions.

Case Studies

Survey respondents noted the success of the following projects:

Business Improvement Districts 2008-2009

- A BID in the Town of Black Hawk improved the main street, providing lighting to Highways 6 and 119.

- One BID was responsible for a free circulator shuttle which transports shoppers and employees in a retail area. The circulator connects with local and regional RTD routes to facilitate transportation in and out of the area.

- A large BID created Gateway Station and Clear Creek Commons planned unit developments. Gateway Station involved remediation of PCE pollution and resulted in a self-parked, mixed-use project with 35 residential units, 16,000 square feet of commercial, and a 268-space public parking garage. Clear Creek Square involved flood plain work and redevelopment of an elementary school site resulting in 78 residential condos, an 80,000-square-foot office/retail building, a 14,000-square-foot office/retail building, and a 315- space parking garage.

- A river walk built by one BID extends nearly the entire length of the riverfront and provides a secondary business frontage for growth in the area.

- A Lakewood BID, commissioned renowned outdoor artist Jon Stiles to design, create and install a significant kinetic median art entry feature named Flow to signify entrance into the World Class Alameda Avenue corridor. Flow, representing the flow of traffic in and out of Lakewood and the flow of energy and vitality into the community, is a contemporary "Aspen Grove" with moving kinetic features adorning 20-foot to 30-foot stainless steel columns, including a series of solar voltaic activated marine standard LEDs that light up at sunset and turn off at dawn.

- The North Nevada Project BID had significant development in its first phase. An 80-acre retail center with three anchors—Costco, Lowes and Kohl's—and other supporting retail, was built with higher than usual architectural standards.

- Another BID built a shopping center, restaurants and other retail outlets. The original building and land attracted EchoStar, who now owns the center and uses it for their call center.

- One BID built a housing project in partnership with tri-county housing. It provides affordable housing in the community.

- The Havana BID had many issues typical of an older, established business corridor. The BID board realized it needed to do something to stop the downward skid and encourage property owners to at least do deferred maintenance on their properties. After 18 months of working with the City of Aurora and CDOT, The Havana Street Overlay District was officially on the city's books. This project involved BID board members, BID ratepayers, neighbors, city planners, and CDOT staff. The new overlay district:

  – Provides a high-quality street edge
  – Provides landscape and streetscape options
  – Allows for consistency of appearance and materials so that the Havana Corridor builds a distinctive character over time
  – Adds readily definable amenities specific to the Havana Corridor that are attractive and useful
  – Features less onerous and clearly defined triggers to allow property owners to do needed deferred maintenance
  – Provides a beautiful xeriscape plant and tree palate, as well as design manual containing street furniture collections with newspaper condos

    » Trees blocking signs: The BID was able to work with the City of Aurora to allow our business owners to group street trees away from their signs, as well as adding a hardy selection of thinner, taller trees with less of a tree canopy that businesses could select for their new landscaping. The grouping of trees and the more business-friendly narrow trees increased the view corridor into the businesses as well.

    » Accommodating the restricted lot sizes and abundance of attached sidewalks in an older business district, yet achieving a high-quality street edge: The new Overlay District allows existing businesses to keep their attached sidewalks and add a minimum of a 3' landscaped buffer, selecting xeriscape plantings from new list. Only scrape-off projects or new development on vacant land in the overlay district are required to comply with the 10' tree lawn, 10' detached sidewalk, 20' landscape buffer standard city streetscape codes. For restricted frontages, an urban street frontage with plaza buffer option was available. The BID worked with area landscape contractors to familiarize them with the new overlay district ordinance to assist commercial property owners during the 2010 planting season.

    » District and Gateway Markers: when the Havana BID's District Identity Gateway and District Marker Program was ready to roll out, CDOT would not allow for any of the markers in their Right of Way. Plan B involved working with the individual property owners at major gateways and other strategic areas to get permission from the property owners to erect the District ID markers.

    » Street Banner Program: Holiday Banners were installed along Havana Street in December of 2009. This process took a year to get approved. Xcel Energy owns the light poles and inspects each pole and conducts wind velocity testing to ensure that the poles could withstand a 3' x 6' events banner.

    » Newspaper Ordinance and Condominium Racks: The BID worked to replace the multi-colored plastic newspaper boxes on the street with custom-made newspaper condos, as part of a streetscape overlay district plans.

Urban Renewal Authorities – 2018 please see DCI URA 2018 Directory

Urban Renewal Authorities 2008 - 2009

- The City of Pueblo partnered with Pueblo County and the Pueblo URA to attract a $250 million wind turbine manufacturer. Incentives to attract the project were funded through the Pueblo URA.

- South Westminster is the oldest URA development in the City of Westminster. The URA took an older part of the city which had deteriorated over the years and introduced significant commercial and residential revitalization to the area.

- One urban renewal area had tax-increment financing that expired in 2007. Prior to that, work was done on commercial redevelopment in the downtown area. Street realignments, storm water updates and public space improvements were all accomplished by the URA.

- One downtown URA added streetscapes, median beautifications, and historic building facade improvements to its urban area.

- A blighted and undevelopable urban area with a 5-acre site created a commercial property with infrastructure assistance provided by the URA. A 12- Plex movie theater, a retail store and the first bus-related "park and ride" was built on the site. This was a $15 million project. After this development a senior residential community was also developed next to this site and additional retail redevelopment has occurred.

- The City of Wheat Ridge has been extremely active using TIF for the redevelopment of old shopping centers and blighted properties. They recently provided TIF for the redevelopment of an shuttered car dealership at the municipalities busiest intersection. A new grocery store, 40,000 sq. ft. of additional commercial space, and a 230 unit market rate apartment complex are now in operation. The same was done for another center, with multiple ownership entities that housed the City's original grocery store that has been used as a thrift shop and about 20,000 sq. ft. of mostly empty retail. The redevelopment now houses a new Sprouts, Starbucks, 5,000 sq. ft. retail inline store, and a senior care memory facility.

- The Wheat Ridge URA has also used excess TIF revenues to fund the placement of two new traffic signals for traffic calming and safety as well as the consolidation of an access point between two commercial buildings.

Downtown Development Authorities - 2018 please see DCI DDA 2018 Directory

Downtown Development Authorities

- A DDA was responsible for the construction of a new bus stop and transportation center for the downtown free bus system.

Appendix A: Resources

Publications

Urban Renewal in Colorado (2004.) A joint publication by CML, DCI, and Brownstein, Hyatt & Farber, P.C., the book provides an overview of the urban renewal law in Colorado, an explanation of the amendments made by the General Assembly in 2004 and some nuts-and-bolts explanations of various aspects of a successful urban renewal project. Available for purchase at www.cml.org.

Financing Public Improvements (2009). Outlines the authority to acquire and construct improvements and borrowing methods available to the municipality to finance public improvements, including the financing by other districts and authorities. Available for purchase at www.cml.org.

Professionals & Organizations

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Butler Snow
1801 California Street
Suite 5100
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Carolynne C. White and Caitlin S. Quander
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Denver, CO 80202-4437
303-223-1100
www.bhfs.com

Colorado Municipal League
1144 Sherman Street
Denver, CO 80203-2207
303-831-6411
www.cml.org

Downtown Colorado, Inc.
1420 N. Ogden St
Denver, CO 80218
303-282-0625
www.downtowncoloradoinc.org

Progressive Urban Management Associates (PUMA)
1616 17th Street
Denver, CO 80202 www.pumaworldhq.com

Additional Resources

County, Municipality, and Special District Mailing List
Colorado Department of Local Affairs, Division of Local Government http://www.dola.state.co.us/dlg/local_governments/Docs/lg_type_list.pdf

Special District Association
225 East 16th Avenue Suite 1000
Denver, CO 80203 sdaco@sdaco.org

Appendix B: Development Improvement District Survey Participants

Below is a list of 2008-2009 survey respondents.

Alameda Corridor Business Improvement District
275 So. Sheridan Blvd # 108 Lakewood, CO 80226
303-274-1807

Black Hawk Business Improvement District
c/o Medill Barnes, District Manager 6031 Bluebell Lane
Evergreen, CO 80439 303-674-0936

Cherry Creek Subarea Business Improvement District
1700 Lincoln Street #3800
Denver, CO 80203

City of Brighton/ Brighton Urban Renewal Authority
22 South 4th Ave
Brighton CO 80601
303-655-2050

City of Delta
360 Main St. Delta, CO 81416
970-874-7566

City of Loveland (Downtown URA)
500 E 3rd Street
Loveland, CO 80537
970-962-2579

City of Westminster
7877 West 110th Drive
Westminster, CO 80021
303-430-2400

Colfax Business Improvement District
P.O. Box 11853
Denver, CO 80218
303-779-4525

Colorado Springs Urban Renewal Authority
104 S. Cascade Ave. Suite 208
Colorado Springs, CO 80903
719-641-1964

Downtown Boulder Business Improvement District
1942 Broadway Suite 301
Boulder, CO 80302
303-449-3774

Downtown Development Authority of Colorado Springs and the Greater Downtown Business Improvement District, affiliated with Downtown Partnership of Colorado Springs
111 South Tejon, Suite 309
Colorado Springs, CO 80903
719-886-0088

Downtown Steamboat Springs Business Improvement District
1700 Lincoln Street #3800
Denver, CO 80203

Englewood Urban Renewal Authority
1000 Englewood Parkway
Englewood, CO 80110
303-762-2346

Estes Park Urban Renewal Authority
P.O. Box 1200
Estes Park, CO 80517
970-577-3704

Fort Collins Downtown Development Authority
19 Old Town Square, #230
Fort Collins, CO 80524
970-420-0537

Flatiron Improvement District
385 S Pierce Ave, Ste E
Louisville CO 80027
720-887-9583

Golden Urban Renewal Authority
922 Washington Avenue, Suite 100
Golden, CO 80401
303-279-4162

Grand Junction Downtown Development Authority
248 South 4th Street
Grand Junction, CO 81501
970-256-4134

Greeley Downtown Development Authority
710 11th Avenue, Suite L-75
Greeley, CO 80631
970-356-6775

Havana Business Improvement District
1700 Lincoln Street #3800
Denver, CO 80203

Highline Business Improvement District
141 Union Blvd., Ste. 150
Lakewood, CO 80228
303-987-0835

Historic Main Street Granby
PO Box 35
Granby, CO 80446
970-887-2858

Lafayette Urban Renewal Authority
1290 South Public Road
Lafayette, CO 80026
303-665-5506

La Junta Urban Renewal
PO Box 489
La Junta, CO 81050
719-384-3636

Littleton Riverfront Authority
2255 W. Berry Ave.
Littleton, CO 80165
303-795-3874

Main Street Louisville Business Improvement District
1700 Lincoln Street #3800
Denver, CO 80203

Town of Mt. Crested Butte Downtown Development Authority
PO Box 5800
Mt. Crested Butte, CO 81225
970-349-6632

Wheat Ridge Urban Renewal Authority
7500 W. 29th Ave.
Wheat Ridge, CO 80033
303-235-2806

COLORADO IMPROVEMENT DISTRICTS

Prepared by Progressive Urban Management Associates (P.U.M.A.) and Spencer Fane Britt and Browne LLP

	Business Improvement District (BID)	Downtown Development Authority (DDA)	Urban Renewal Authority (URA)	General Improvement District (GID)	Special Improvement District (SID)	Metropolitan District
Background/ Summary	Quasi-municipal organization is a subdivision of the state. All property assessed in a BID must be commercial. Boundary may or may not be contiguous.	Quasi-municipal corporation which is intended to halt or prevent deterioration of property values or structures in Central Business District.	Established to eliminate blighted areas for development or redevelopment by purchasing, rehabilitating and selling land for development.	Quasi-municipal corporation which is subdivision of the state. Can provide a wide range of services.	An assessment district is not a subdivision of the state, nor is it separate from the municipality.	Quasi-municipal corporation is a subdivision of the state. Boundary may or may not be contiguous. Often used in large scale new developments.
Focus	Management, marketing, advocacy, economic development. (Can issue bonds for capital improvements.)	Real estate development, infrastructure, operations.	Real estate development, rehab financing, infrastructure.	Capital improvements, public facilities, maintenance.	Capital improvements, infrastructure.	Infrastructure finance, construction and operation. Can and usually does issue bonds for capital improvements.
Formation Steps	Approval by petition of property owners representing 50% of acreage and 50% of value of proposed district; Council ordinance; TABOR election.	City ordinance subject to vote by affected property owners. TABOR election.	Finding of blight; Petition by 25 electors; Council resolution. Separate approval for projects within the authority.	At least 200, or 30 percent of, whichever is less, electors of the proposed district must sign petitions. If all taxable property owners in the district sign a petition, public hearing can be waived.	Need petitions from property owners who will bear at least 50% of the cost of the improvement; Ordinance forms district.	Approval of service plan by city or county; Petition as in GID; election.
Assessment Method	Assessment or mill levy on commercial property.	TIF on property and/or sales and 5 mill property tax for operations.	TIF on property and/or sales tax.	Property tax and income from improvements.	Assessments on property.	Property tax. Can also collect fees and charges for services and facilities. Special assessments possible
Pros/Cons	Very flexible entity that can finance improvements and provide services. Can issue bonds.	Ability to finance improvements and provide services; can have a mill levy and TIF.	Can generate sales and/ or tax increment to finance future development. Can be controversial.	Only those in the district can authorize and pay for improvements. Requires petition and election.	Equitable: only those who benefit pay. Difficult to form - requires election. City constructs improvements.	Very flexible for both infrastructure and operations. Board independence can be a concern.
Governance	Very flexible for both infrastructure and operations. Board independence can be a concern.	5- to 11-member board appointed by city council.	5- to 11-member board appointed by city council.	Governing of the city is ex-officio board.	City council	5- or 7-member board elected by District voters.
Condemn property?	No	No	Yes	Yes	No	Yes
Operate facilities?	Yes	Yes	Yes	Yes	No	Yes
Levy property tax w/ Voter Approval?	Yes	5 mill property tax for operations.	No, but can use TIF.	Yes	No	Yes
Levy sales tax with voter approval?	No but may create SID w/in BID.	No, but can use sales tax TIF	No, but can use TIF.	No	No	Yes, but for streets, street safety, transportation only.
Assess costs?	Yes	Yes	No	Yes	Yes	Yes
Issue GO bonds w/ voter approval?	Yes	Bonds secured by tax increment.	Bonds secured by tax increment	Yes	No	Yes
Issue revenue bonds?	Yes	Yes	Yes	Yes	Yes	Yes
Issue special assessment bonds?	Yes	No	No	Yes	Yes	Yes
CO Revised Statute Cite	31-25-1201, et seq CRS	31-25-801 et seq C.R.S.	31-25-101 et seq C.R.S.	31-25-601 et seq C.R.S.	31-25-501 et seq C.R.S.	32-1-101- et seq C.R.S.

Downtown Colorado, Inc. | 1420 N. Ogden St., Ste. G-1, Denver, CO 80218 | 303.282.0625 | downtowncoloradoinc.org

About Downtown Colorado, Inc. & District Services

Downtown Colorado, Inc. (DCI) is a nonprofit, membership association committed to building better communities by providing assistance to Colorado downtowns, commercial districts and town centers. Established in 1982 as Colorado Community Revitalization Association and now dba Downtown Colorado, Inc., our organization provides four core services to organizations and individuals engaged in downtown and commercial district development: technical assistance, education, advocacy and program participation.

Membership

Districts may join DCI as a Public or Nonprofit Partner Organization that allows all employees of your organization to use DCI membership benefits for a single payment. As a member, receive discounts on our educational events and take advantage of our networking and professional development opportunities.

Guide to Downtown Redevelopment Financing Mechanisms

Learn and understand the differences between Business Improvement Districts, Downtown Development Authorities, and Urban Renewal Authorities as well as the projects and tools that other districts have successfully implemented in their area.

District Quarterly Meetings

At DCI's quarterly meetings for Downtown Development Authorities, leaders and board members from DDAs across the state join in discussion of their latest projects, successes, and challenges and share the methods that have led to successful implementation.

Development & Improvement Districts Forums

The monthly DIDs Forums feature engaging discussions led by area specialists to provide special districts information and a space to ask questions about topics such as financing mechanisms, engagement, and communications. Forum topics are released with the events calendar each year.

Annual IN THE GAME Downtown Conference

DCI's annual four-day conference is the premier space to gain resources, training, and ideas in all areas related to economic development and community viability in Colorado. Take advantage of our Challenge Studios workshops where participants worked side-by-side with leading industry experts and local peer networks to craft problem-solving plans that connect communities to supporting networks and resources, helping them to get the job done.

City Builder Forum

DCI hosts large and mid-sized communities and districts to help foster dialogue around innovation and problem solving for community and economic development in an urban setting.Through interactive dialogue and sharing, participants identify areas of collaboration, programming and creative solutions.

Technical Assistance

DCI will gather a team of specialists who will visit your community and outline a comprehensive plan of action to jumpstart your community's development projects. Participate in our year-long Downtown Sustainability Partnership program and receive a discount on DCI's trainings and events.

TAX INCREMENT FINANCE (TIF)
FREQUENTLY ASKED QUESTIONS

TAX INCREMENT FINANCE (TIF) BACKGROUND

Tax increment financing (TIF) is a mechanism for funding redevelopment activities or undertakings (undertakings) in Colorado targeted at improving blighted areas or deterring blight in commercial business areas. Colorado enacted its urban renewal law in 1975. TIF was first used in Colorado by the Boulder Urban Renewal Authority for the initial development of the Crossroads Urban Renewal Project in 1979.

WHO CAN USE TIF?

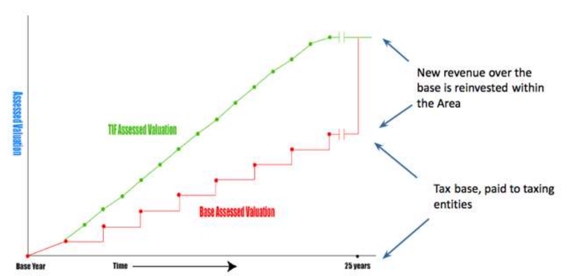
	URA	DDA
FUNDING	Tax Increment Financing	• Tax Increment Financing + 5 Mill Levy • Assess all affected
FORMATION	Ordinance	• Ordinance • Vote of all affected
GOVERNANCE	Appointed	Appointed
PLANNING	Urban Renewal Plan	Plan of Development

State law in Colorado authorizes urban renewal authorities (URAs) and downtown development authorities (DDAs) to use TIF for undertakings that relate to blighted areas. TIF allows an authority to use the "increment" of increased taxes collected within the TIF district once the plan is approved and taxable improvements are made (Section (URA) 31-25-101 et seq., and Section (DDA) 31-25-801 et seq.C.R.S.). Tax increment revenue may be generated from property or municipal sales taxes or both.

WHERE DOES TIF COME FROM?

For TIF purposes, to determine the increment amount of property tax revenue, the base valuation must first be determined. The base valuation is certified by the county and is equal to the total assessed valuation within the TIF district last certified by the county assessor prior to the approval of the urban renewal plan or plan of development. As assessed value increases the resulting tax revenue is dedicated to pay the costs of carrying out the plan. To protect the revenue allocated to taxing bodies, the base assessed value is increased from time to time and the taxing bodies continue to receive the revenue produced by the levy of such taxing bodies against the adjusted base value.

HOW IS PROPERTY TIF CALCULATED?



All the revenue generated by the redevelopment within an area reverts to the normal taxing entities when the urban renewal district sunsets at the close of 25 years for urban renewal and 30 years for downtown development authorities. Thus, the neighborhood benefits from the creation of revitalized, productive properties and amenities, the taxing entities, as well as the entire community, enjoy new, permanent sources of revenue that wouldn't have existed if the authority had not implemented the approved plan and enabled the redevelopment and improvements to happen.

HOW IS TIF USED?

TIF revenues go into a special fund and, as it grows, the funds can be leveraged for support of undertakings in the geographic boundaries of the Tax Increment Finance Plan Area. TIF revenue can be used in a variety of ways for those activities that carry out the basic plan. The authority may issue bonds, pay for eligible costs directly, or reimburse public and private entities for eligible costs.

TIF allows redevelopment authorities to leverage future increased property taxes (and sales tax if the plan includes such) to help finance redevelopment efforts. As redevelopment happens, any of the incremental taxes collected above the adjusted base revenues are invested in the redevelopment itself.

WHY IS TIF NEEDED?

The remediation of blight, redevelopment and construction of public improvements can be very expensive and hard to accomplish, often requiring public investment to remedy. It can be difficult to assemble and redevelop property with dilapidated structures, environmental contamination, lack of proper infrastructure, dangerous conditions, topographical restraints, and undevelopable parcels of land. TIF financing is used to promote and facilitate redevelopment of these areas for the long term benefit of the community.

DOES THE SCHOOL CARE ABOUT TAX INCREMENT, SINCE THEY GET BACKFILL FROM THE STATE?

The school cares about tax increment, and the school gets backfill from the state, but revenue is based on the number of students. The number of students in rural communities is lower than it used to be, but in urban areas many schools are at higher capacity.

WHAT IF THE COMMUNITY MEMBERS ARE OPPOSED TO TIF?
Communication is key, and having an open conversation is really important. Having multiple opportunities to educate, and have a dialogue is critical. Take the time to educate the community, and share the value proposition. Many people don't understand TIF, and miscommunication is a major contributing factor.
When doing education with the public, there will always be folks who say "i didn't know about the xxx", if you have an open and transparent process, you can help win the public who might not be a part of the decision, but can accept the process was fair.

IN TRINIDAD, WE HAVE A URA AND THE BOUNDARIES INCLUDE MOST OF TRINIDAD. WOULD IT MAKE MORE SENSE TO HAVE SMALLER URA PLAN AREAS?
Sometimes with big areas, there can be changes that cause decrement. The taxing entities may have some changes, including that properties may change ownership with taxing entities, and properties themselves may change. Property values may decrease, and a catalyst project would have to generate the negative amount and the increment before the URA sees money.

Major modifications of your plan require compliance with HB 15-1348. The administrative cost with complying with HB 15-1348 for plan areas is high, and for small plan areas it can be a lot. Thus, smaller plan areas can be beneficial.

IF YOU HAVE A LARGE EXISTING URA AREA, CAN YOU START SMALLER TIF PROJECTS WITHIN THEM?
Yes, although the recommendation is not to do that because of potential issues with decrement and assessments., As you make "major modification" to the URA plan, HB 15-1348 would come into play.

WHAT ARE THE INTEREST RATES FOR URA BONDS USUALLY?
There's usually a portion of it that's tax exempt. The bond issuer looks at estimated revenue and the underlying security of the repayment. If there are taxable and non-taxable bond series, the taxable series will be at a higher rate. If the municipality issues the bonds, the bonds are issued at a municipal rate. If the URA/DDA bonds are guaranteed by municipal general funds, the interest rate will be lower.

AS A FINANCIAL BROKER, WOULD YOU RATHER HAVE THE TIF AGREEMENT THROUGH THE DEVELOPER OF THE URA?
Through the URA would be preferable for the TIF agreement. Control of the funds from start to finish is a key asset of URA financed bonds.

HOW DO DDAS AND URAS COEXIST?
You can only have one TIF on a parcel. First in time equals first in right for TIF priority. Good relationships between DDAs and URAs are important. URAs' debt authorizations are not subject to TABOR, while DDAs can only be allowed multi-year authorization based on the language in the debt authorization ballot measure.

CAN YOU HAVE A SALES TAX INCREMENT AGREEMENT WITH THE CITY IF IT IS NOT IN THE PLAN OF DEVELOPMENT?
Yes, but they must be individually negotiated with the City.

WHAT IS THE DIFFERENCE BETWEEN A LARGE PROJECT AND A SMALL INFILL PROJECT?
$10M-15M with bonding capability generally indicates a large catalytic project. $1M-$2M probably isn't worth it to issue bonds, maybe $5M could be. Commercial will add return on investment, while housing will have a nice return on investment if it is on vacant ground.

WHAT IS AN EXAMPLE OF A GOOD USE OF URA/DDA BONDS?
Good examples of bond use are for utilities and infrastructure. When additional water, sewer, or road extensions help to make other land more accessible,the cost-benefit analysis will start to work. This can also leverage grants and federal assistance for infrastructure like ARPA funding.

HOW IS SALES TAX INCREMENT CALCULATED OVER TIME?
Base is set 12 months back from the start. Sales tax increment is negotiated with the city, and the sales tax is paid to the city first and then apportioned out to the URA or DDA based on the agreement. Often a sales tax increment will consider previously 'pledged' sales tax funds, for things like streets, public safety, etc. With that lower amount, a percentage may be committed.

HOW DO YOU CONVINCE THE MUNICIPALITY THAT IT'S IN THEIR INTEREST TO SHARE THE SALES TAX WITH THE URA?

For the right catalyst project, there might be a need for a sales tax increment agreement to land a key retail anchor or a project that hits many of the URA/ Council goals. Sales Tax Increment also helps the Council negotiate with other taxing entities by showing that the City itself is pledging revenue.

DOES THE SALES TAX ALLOCATION FROM THE CITY HAPPEN THE ENTIRE 25 YEARS?

The allocation depends on the agreement. The allocation could go beyond 25 years, depending on the type of agreement. When negotiating with the municipality, being aware of sales tax revenue bonds is important, and being aware of where the municipality uses sales tax they receive.

HOW CAN WE THINK CREATIVELY ABOUT PUBLIC BENEFITS FOR TIF AGREEMENTS?

DDAs are a lot more flexible than URAs, in using TIF for improvements. But even URAs are using TIF to encourage the types of uses a community wants - this could be housing units, safety improvements, etc.

HAVE YOU SEEN ANYONE USE PACE FINANCING?

PACE - Property Assessed Clean Energy. It is secured by a special assessment on the property regarding clean energy.

DOWNTOWN COLORADO inc.

GLOSSARY OF TERMS

Terms defined below have, in most instances, been annotated and are only listed as a basic reference. For full details and determination, please refer to CRS 31-25 (Urban Renewal) and consult your Legal Council.

+ **Activity or Undertaking** – A specific action or development of a URA which causes some type of blight remediation.
+ **ADA –** American Disabilities Act. As per legislation adopted in 2021, all websites and items of the City, URA and both must be ADA compliant. An URA Board may be sued if not compliant.
+ **Agricultural Land** - one parcel of land or any two or more contiguous parcels of land that, regardless of the uses for which the land has been zoned, has been classified by the county assessor as agricultural land for purposes of the levying and collection of property tax pursuant to sections 39-1-102 (1.6)(a) and 39-1-103 (5)(a), C.R.S., at any time during the five-year period prior to the date of adoption of an urban renewal plan or any modification of such a plan.
+ **Assignability** - To transfer to another person any asset such as real property or a valuable right such as a contract or promissory note.
+ **Base** – the revenue produced by the total assessed value of taxable property in the plan area (the base value) upon Plan authorization and prior to any new activity or undertaking. The base value is increased every other year when a general reassessment of all taxable property takes place for a period not to exceed 25 years.
+ **Blighted Area** - Slum, deteriorated, or deteriorating structures; **b)** Predominance of defective or inadequate street layout; **(c)** Faulty lot layout in relation to size, adequacy, accessibility, or usefulness; **(d)** Unsanitary or unsafe conditions; **(e)** Deterioration of site or other improvements; **(f)** Unusual topography or inadequate public improvements or utilities; **(g)** Defective or unusual conditions of title rendering the title nonmarketable; **(h)** The existence of conditions that endanger life or property by fire or other causes; **(i)** Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities; **(j)** Environmental contamination of buildings or property; **(k)** (Deleted by amendment, L. 2004, p. 1745, § 3, effective June 4, 2004.). **(k.5)** The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements; or **(l)** If there is no objection by the property owner or owners and the tenant or tenants of such owner or owners, if any, to the inclusion of such property in an urban renewal area, "blighted area" also means an area that, in its present condition and use and, by reason of the presence of any one of the factors

specified in paragraphs (a) to **(k.5)** of this subsection (2), substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare. For purposes of this paragraph (l), the fact that an owner of an interest in such property does not object to the inclusion of such property in the urban renewal area does not mean that the owner has waived any rights of such owner in connection with laws governing condemnation.

+ **Budget** – A report of the anticipated revenues and expenditures from the URA Special Fund. A draft annual budget must be submitted for review by the URA Commissioners by October 31st of each year. That budget must be adopted by resolution, after a noticed public hearing, of the Commissioners by December 31st of each year. The budget must then be registered with the Department of Local Affairs (DOLA) through its web portal. The submission must include the staff memo to the Commissioners, the adopted and executed resolution, and the full budget for that fiscal year. Any subsequent amendments to the budget must be held in front of a public hearing, adoption of resolution and submittal to DOLA.

+ **Catalyst Development** - When forming a plan, there is always a chance that the expectations will not be met, so having a catalyst development in mind - both the place, the use, and the community's vision for co-investment - will help to ensure that the development moves forward and generates the TIF as planned.

+ **Commissioners** – Members of the Board of the URA may consist of the City or Town Council or independent members as appointed by the Mayor (and including HB1348 if required) and one member each by the county, school district, and special districts. The URA is a separate entity from the municipality and it must conduct separate meetings and keep separate minutes documenting its actions.

+ **Conditions Report** – Created prior to authorization of a URA Plan, the report details the blighting conditions considered for the new Plan Area.

+ **County Land** - An urban renewal plan, urban renewal project, or urban renewal area may include unincorporated territory that is outside the boundaries of a municipality but contiguous to a portion of the urban renewal area located within the municipality. No such territory shall be included in the plan, project, or area without the consent of the board of county commissioners exercising jurisdiction over the unincorporated territory proposed for inclusion and the consent of each owner of, and each holder of a recorded mortgage or deed of trust encumbering, real property within the unincorporated area proposed for inclusion.

+ **CRS** - Colorado Revised Statute – CRS 31-25-101 through 116.

+ **Displaced person** - Includes any individual, family, or business concern displaced by the acquisition by eminent domain of real property by an authority.

+ **Disposal of Property - (1)** An authority may sell, lease, or otherwise transfer real property or any interest therein acquired by it as a part of an urban renewal project for residential, recreational, commercial, industrial, or other uses or for public use, as it deems to be in the public interest or necessary to carry out the purposes of this part 1.

Such real property or interest shall be sold, leased, or otherwise transferred at not less than its fair value (as determined by the authority). **(2)** An authority may dispose of real property in an urban renewal area to private persons only under such reasonable competitive bidding procedures as it shall prescribe or as provided in subsection (2) of CRL.; **(3)** An authority may temporarily operate and maintain real property acquired in an urban renewal area pending the disposition of the property for redevelopment.

+ **Downtown Development Authority (DDA)** as defined by CRL and authorized by a Municipal Body (City Council)

+ **"Due on Sale" Clause** - A clause that allows for a certain amount of money to be repaid to the DDA/URA that can help compensate for incentive or agreement funds that might not be made whole if the developer sells the property.

+ **Eligible Expenses** TIF Eligible Expenses means those portions of the costs related to the Project which are (i) reasonable Redevelopment Project Costs and are eligible for reimbursement to the Owner under the Redevelopment Plan and (ii) incurred in accordance with the Act. Another example of eligible expenses would be a third-party pro forma analysis of a proposed activity.

+ **Guardrails** - A tool to ensure alignment with the organization's goals and objectives and to keep people on the right path. Well-formed guardrails conform to five attributes that help teams and individuals make decisions. The power of guardrails lies in the fact that they shape decisions by defining boundaries.

+ **HB 1348** – A law passed in 2015 and into law January 1, 2016. A modification to statutory provisions governing urban Renewal projects that use property tax increment financing to share increment revenues with taxing entities that may be impacted by the project. Adds new commissioners to the URA board. One representing the County Commissioners, one from the School Board, and one representing all the other special districts.

+ **'If not for' or 'but for' proposition** – While not specifically addressed in CRS, the increase in the overall assessed value of a plan area that results from and would not exist "but for" the use of TIF financing.

+ **Impact Report** – The report that tells the taxing entities the burdens and benefits of a project. It helps explain all the benefits of economic development, and the value of keeping sales and property tax high. Can speak to job creation, solutions to elements that arrest sound development, amelioration of blighting conditions.

+ **Increment** – The difference between the Base value, as adjusted from time to time, and the increase in assessed value from new development and appreciation. The revenue produced by the levy of the relevant taxing entities against the increment value, if any, is paid into a special fund to finance urban renewal and downtown development plan activities.

+ **Lookback/Clawback** - A clause within an agreement that allows for the DDA/URA agency to bring an amount of money back to the DDA/URA should a use of property change or sale take place that changes the value of the property when compared to the original agreed-upon pro forma or use.

+ **Major Modification** - A major modification triggers 1348 when 1348 has not been put in place yet.

+ **Other Taxing Entities** – Include the County, Schools, Water, Sanitation, Cemetery, Fire. All taxing entities can be found on any property tax statement.

+ **PACE Financing** - The property assessed clean energy (PACE) model is an innovative mechanism for financing energy efficiency and renewable energy improvements on private property. PACE programs exist for:
    - Commercial properties (commonly referred to as Commercial PACE or C-PACE).
    - Residential properties (commonly referred to as Residential PACE or R-PACE).

+ **Performance and Completion Measures** - What does the developer need to do to receive the funds from a TIF agreement. This is a risk management tool in TIF agreements. This could include a stipulation for no funds to be transferred until there is a Certificate of Occupancy (CO), permits are applied for, or other agreement elements.

+ **Plan of Development -** The authorizing document for a Downtown Development Authority

+ **Powers of Authority –** The lawful powers necessary to undertake urban renewal projects and execute contracts connected therewith; buy and sell property; dedicate property it owns for public projects; sue and be sued; enter property and buildings, with the consent of the owner, to undertake surveys or appraisals; Condemn property or leases; Borrow money; Make appropriations and expenditures of its funds; invest its funds subject to certain restrictions; Make reasonable relocation payments; and Contract with consultants or advisors to accomplish duties related to urban renewal.

+ **Pro forma** - a Latin term meaning "as a matter of form," is applied to the process of presenting financial projections for a specific time period in a standardized format. Businesses use pro forma statements for decision-making in planning and control, and for external reporting to owners, investors, and creditors.

+ **Project** – The sum of all activities and undertakings necessary to carry out the Plan itself. Undertakings and activities for the elimination and for the prevention of the development or spread of slums and blight and may involve slum clearance and redevelopment, or rehabilitation, or conservation, or any combination or part thereof, in accordance with an urban renewal plan.

+ **Public Improvement Fee (PIF) -** An added fee collected by businesses on sales transactions. It operates kind of like a sales tax, but it is actually a fee rather than a tax. The fee is used to fund infrastructure improvements in order to improve the site community of the fee collector.

+ **Public Private Partnership ("P3")** - DDA and URA statutes are the only ones in the CRS that refer to the private sector specifically. Activities require private sector engagement.

+ **Reimbursement Agreement** – An executed agreement between the URA and a private party or public body to reimburse funds from the Special Fund upon satisfaction of terms set in the agreement.

+ **Revenue Bonds** - Bond issues that are repaid with the TIF revenue brought in, and do not have payment due if TIF is not coming in. There may be a taxable and a non-taxable series of bonds. If the city issues the bonds, the rate is the same as a municipal rate. If the bond is guaranteed with general funds, the rate will be lower.

+ **Schedule of Performance** - An agreement with a developer that commits that certain benchmarks would be completed at a certain time and allows for the opportunity to terminate an agreement if one party is in default.

+ **Special Fund** – Segregated account where increment and other revenues/expenditures are attributed to the URA

+ **Substantial Modification** – A change to a Plan regarding land area, land use, authorization to collect incremental tax revenue, the extent of the use of tax increment financing, the scope or nature of the urban renewal project, the scope or method of financing, design, building requirements, timing, or procedure, as previously approved, or where such modification will substantially clarify a plan that, when approved, was lacking in specificity as to the urban renewal project or financing, then the modification is substantial and subject to all of the requirements of the section in CRS

+ **TIF** – Tax Increment Financing. For this discussion generally means property tax increment financing, but may also include municipal sales tax increment revenue.

+ **TIF Agreement** – An agreement between the URA and a private entity such as an individual, corporation, LLC, sole proprietor or other legal entity obligating the use of TIF and authorized by the URA Board.

+ **TIF Clock** – Upon approval of a URA Plan and activation within the Plan, the URA may receive tax increment for a period no longer than 25-years as per statute.

+ **URA** – An Urban Renewal Authority created by law and activated by a Municipal Governing Body (City Council)

+ **Urban Renewal Area** - a slum area, or a blighted area, or a combination thereof which the local governing body designates as appropriate for an urban renewal project.

+ **Urban Renewal Plan -** a plan, as it exists from time to time, for an urban renewal project, which plan conforms to a general or master plan for the physical development of the municipality as a whole and which is sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the urban renewal area, zoning and planning changes, if any, land uses, maximum densities, building requirements, and the plan's relationship to definite local objectives respecting appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities, and other public improvements.

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: Glenwood URA Overview

Action Requested: No action requested

Department: Economic and Community Development

Presented By: Danielle Campbell, Karl Hanlon

Strategic Goals:
Provide Efficient and Responsive City Government
Protect and Preserve our Quality of Life
Generate Sustainable Economic Development
Preserve and Improve Infrastructure

Background Info:

Objectives (Per Amended Urban Renewal Plan 2020):
Eliminate and prevent the spreading of blight by:
Completing and maintaining public and/or private improvements and infrastructure in the plan area;
Using financial resources and powers available to the authority for the express purpose of the same;
Actively promoting private investment and job creation.

Approach:
Identify priority projects that will effectively leverage private investments to eliminate and prevent blight while ensuring alignment of the Urban Renewal Plan and other accepted and adopted community documents in the Urban Renewal Boundary.

Implementation:
The Urban Renewal Authority will be the Amended Plan's principal administrator, City Council will authorize and oversee its efforts. Therefore, the Authority will work in cooperation with the City to prioritize capital investments (roadway, pedestrian, infrastructure, utility) in the Plan Area. Resulting in a public benefit to property owners and business interests within the Urban Renewal boundaries and communitywide.

Authority Powers and Undertakings:

- **Prepare and Modify Plans for the Plan Area**: Work with public bodies, and retain consultants and other advisors to assist with the planning of properties in connection with redevelopment of the Plan Area.Complete Public
- **Improvements and Facilities:** May, or may cooperate with others to, finance, install, construct and reconstruct public improvements in accordance with the Act, and necessary to promote the objectives.
- **Enter into Agreements:** May enter into Redevelopment and Development Agreements and contracts with developers, property owners, individuals and other entities determined to be necessary to carry out the purposes of a plan.
- **Adopt Standards**: May work with public bodies, and retain consultants and other advisors to assist with zoning and rezoning properties in the Plan Area.
- **Provide Relocation Assistance:** Adopt a relocation plan in conformance with the Act, if relocation of individuals, families or business concerns is required because of acquisition activities of the Authority.
- **Incur Debt and Issue Bonds:** Borrow money and apply for and accept advances, loans, grants and contributions from all lending sources, private and public, for purposes identified herein and authorized by the Act.

- **Sales Tax Increment Financing:** Urban renewal plan may contain a provision for allocation of certain tax revenues in an urban renewal area; including incremental sales tax revenues of the municipality in excess of a Base Amount and when collected and deposited in a Special Fund of the Authority

URA Boundary:

Key Definitions:

- Act: means the Urban Renewal Law of the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, as amended.Authority: means the City Glenwood Springs Urban Renewal Authority.
- Plan Area: means the West Glenwood Springs Urban Renewal Plan Area as depicted in Figure 1 of the Plan Document and defined in Appendix B. The Plan Area is the same in the Original Plan and this Amended Plan.
- Redevelopment / Development Agreement: means one or more agreements between the Authority and -- developers, property owners, business interests, individuals, or entities; as may be determined to be necessary or desirable to carry out the purpose of the Amended Plan.
- Tax Increment Finance (or Financing) (TIF): for this Plan, means a financing mechanism which uses future sales tax incremental revenues resulting from private investment within an established area, as well as other resources obtained by the Authority, to fund improvements authorized by the Act.

- URA Plan is attached within this Packet.

Issues: No Issues

Fiscal Impact:

Legal Review:

Staff Recommendation:

Amended West Glenwood Springs Urban Renewal Plan

Glenwood Springs, Colorado

The Amended West Glenwood Springs Urban Renewal Plan will go into effect upon the effective passage of amendments to Resolutions 2018-60 and 2018-61that will be considered at the public hearing before the Glenwood Springs City Council on May 14, 2020.

Prepared for:

Glenwood Springs City Council
Glenwood Springs, Colorado

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Amended West Glenwood Springs Urban Renewal Plan

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City of Glenwood Springs, Colorado

1.0 Introduction

1.1 Preface

This Amended West Glenwood Springs Urban Renewal Plan (herein referred to as the "**Amended Plan**" or "**Amended Urban Renewal Plan**") has been prepared for the City of Glenwood Springs (herein referred to as the "**City**"), pursuant to the provisions of the Urban Renewal Law of the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, 1973, as amended (herein referred to as the "**Act**" or "**Law**"). Its administration and implementation will be carried out by the Glenwood Springs Urban Renewal Authority (herein referred to as the "**Authority**").

1.2 Blight Findings

Under the **Act**, an urban renewal area is a blighted area, which has been designated as appropriate for an **Urban Renewal Project**. In order for the **Authority** to exercise its powers within an area, the municipality's board or council must find that the presence of blight, as defined by the **Act**, "substantially impairs or arrests the sound growth of the municipality or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare."

The West Glenwood Springs Urban Renewal Conditions Survey (herein referred to as the "**Survey**"), prepared by Ricker|Cunningham in September 2018, and presented to the **Authority** under separate cover, demonstrates that the West Glenwood Springs Urban Renewal Plan Area (herein referred to as the "**Urban Renewal Plan Area**" or "**Plan Area**"), qualifies as a blighted area under the **Act**. Specifically, the **Survey** concluded that ten (10) of the 11 total possible factors are present at varying degrees of intensity, but all at levels considered significantly adverse. A list of statutory factors either observed or identified, along with a characterization of the same, is presented below in Section 4.0.

1.3 Urban Renewal Area Boundaries

The boundaries of the **Urban Renewal Plan Area,** as illustrated in **Figure 1** and set forth in **Appendix B,** includes two (2) legal parcels comprising approximately 20 acres and adjacent rights-of-way, collectively located in western Glenwood Springs. Its borders may generally be defined as the Interstate 70 (I-70) frontage road or U.S. Highway 6 on the south, Storm King Road on the west, and the Glenwood Springs Mall property lines on the north and east.

1.4 Zoning Classifications

Properties within **Plan Area** boundaries are currently zoned **PUD Planned Unit Development by the city of Glenwood Springs**. A description of this zoning classification is provided below as defined in the Glenwood Springs Development Code (effective August 16, 2018), Title 70 of the Municipal Code.

070.020.180 Planned Unit Development (PUD) District

(a) Purpose

Planned unit developments (PUDs) are intended to allow for greater flexibility in the application of zoning and development standards than would otherwise be achieved through a base zoning district in exchange for greater benefit to the city of Glenwood Springs.

(b) Establishment of a PUD District

PUD districts shall be established pursuant to the rezoning to PUD procedures set out in Section 070.060.040(b). Development in a PUD district shall be subject to the standards included in and / or referenced in an approved PUD plan.

(c) Applicability of Development Standards

1) Unless specifically modified by the PUD plan during the rezoning to PUD, the PUD shall comply with all standards in this Code.
2) Where the PUD standards conflict with the standards in this Code, the regulations of the approved PUD plan shall control.
3) PUDs shall provide common open space as required by relevant sections of the Code.

Figure No. 1: West Glenwood Springs Urban Renewal Plan Area

1.5 Future Land Use Designations

Future land uses desired by the city inside its municipal boundaries are illustrated in its Future Land Use Map. In addition to preferred use categories, the Future Land Use Map reflects the intentions of the **Comprehensive Plan** as it relates to the location of targeted public and private investment that should occur as properties transition over the next 10 to 20 years. Therein, the **Plan Area** is designated as a Secondary Commercial Center, and properties are identified as Mixed-Use. Both of these classifications suggest a location that is believed to be "ripe for redevelopment and in need of its own sub-area plan." A general description of each label is provided below as defined in the **Comprehensive Plan**.

Mixed-Use – The mixed-use land use designation allows for a variety of uses including commercial, retail, office, restaurant, entertainment and multi-family housing, co-existing and integrated in either a horizontal or vertical fashion.

Secondary Commercial Centers - Within the city's future commercial nodes, the **Comprehensive Plan** encourages mixed-use redevelopment projects, informed by detailed market-supportable sub-area plans.

1.6 Statutory Compliance

In compliance with the **Act**, a notice describing the public hearing at which the **Original Plan** was considered; including its time, date, location, purpose and area being considered for an urban renewal designation, along with the general scope of the urban renewal project under consideration; appeared in the Glenwood Springs Post Independent, the community's designated legal newspaper of general circulation at least 30 days prior to the public hearing. Further, a reasonable attempt was made to provide mailing notice of the hearing to all property owners, residents (if any) and owners of business concerns located in the **Area** at their last-known address of record at least 30 days prior to the public hearing.

The **City,** negating the need to quantify and document potential impacts, provided a copy of the **Original Plan** to the Garfield County Board of Commissioners at least 30 days prior to the public hearing. In addition, official meetings required by the **Act** were scheduled, noticed and conducted, including with the Planning and Zoning Commission on Tuesday, October 23, 2018, which determined it to be consistent with the **Comprehensive Plan**; and the Glenwood Springs City Council (herein referred to as the "**City Council**") when they considered accepting findings of blight documented in the **Survey,** and adoption of the **Original Plan**.

In compliance with the Act, a notice of the public hearing at which the **Amended Plan** will be considered appeared in the Glenwood Springs Post Independent, the community's designated legal newspaper of general circulation, at least 30 days prior to the public hearing, and a detailed written description of the proposed amendments and a notice of the date and time of the public hearing was provided to each taxing entity that levies taxes on property located within the **Urban Renewal Plan Area** at least 30 days prior to the public hearing, Further, a reasonable attempt was made to provide mailing notice of the hearing to consider the **Amended Plan** to all property owners, residents (if any) and owners of business concerns located in the **Area** at their last-known address of record at least 30 days prior to the public hearing.

2.0 Definitions and Inclusion of Appendices and Survey

Unless otherwise stated, all capitalized and bolded terms herein shall have the same meaning as set forth in the **Act**. All the **Appendices** and the **Survey** are incorporated in and made a part of this **Plan**.

Act – means the Urban Renewal Law of the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, as amended.

Amended Urban Renewal Plan, Amended Plan or Plan – means this Amended West Glenwood Springs Urban Renewal Plan.

Authority – means the **City Glenwood Springs Urban Renewal Authority**.

Base Amount – in the context of this **Amended Plan** means that portion of municipal sales tax revenues collected within the boundaries of the **Plan Area** in the twelve-month period ending on the last day of the month prior to the effective date of approval of the **Amended Plan**.

Bonds – shall have the same meaning as defined in the **Act.**

City – means the City of Glenwood Springs.

City Council – means the City of Glenwood Springs City Council.

Comprehensive Plan – means the 2011 Glenwood Springs Comprehensive Plan.

Cooperation Agreement – means any agreement between the **Authority** and **City**, respecting action to be taken pursuant to any of the powers set forth in the **Act** or in any other provision of Colorado law, for the purpose of facilitating public undertakings deemed necessary or appropriate by the **Authority** under this **Plan**.

C.R.S. – means the Colorado Revised Statutes, as in effect on the effective date of the **Plan**.

Lessee – means the Glenwood Springs Mall anchor tenant, Ross Dress for Less, Inc.

Lessor – means the owner of commercial properties within the **Plan Area**, Glenwood Springs Mall, LLLC.

Original Plan or **Original Urban Renewal Plan** – means the Original West Glenwood Springs Urban Renewal Plan.

Plan Area– means the West Glenwood Springs Urban Renewal Plan Area as depicted in **Figure 1** and defined in **Appendix B**. The Plan Area is the same in the Original Plan and this **Amended Plan**.

Project – (or **Urban Renewal Project**) means any and all undertakings and activities authorized by an urban renewal plan and the **Act**, for the purpose of eliminating blighting conditions; as well as designing and constructing public and private improvements necessary to serve properties in the proposed Urban Renewal Area, including those located within and outside the plan area.

Redevelopment / Development Agreement – means one or more agreements between the **Authority** and -- developers, property owners, business interests, individuals, or entities; as may be determined to be necessary or desirable to carry out the purpose of the **Amended Plan**.

Special Fund – shall have the same meaning as defined in the **Act.**

Survey – means the West Glenwood Springs Conditions Survey, prepared by Ricker|Cunningham, dated September, 2018 and presented to the **City Council** under separate cover**.**

Tax Increment – that portion of incremental revenues in excess of a **Base Amount** as set forth in Section 7.3.1 of this **Amended Plan,** allocated to and when collected, paid into the **Special Fund**.

Tax Increment Finance (or Financing) (TIF) – for this **Plan**, means a financing mechanism which uses future sales tax incremental revenues resulting from private investment within an established area, as well as other resources obtained by the **Authority**, to fund improvements authorized by the **Act**.

Urban Renewal Law – means the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, as amended. See definition of **Act** above.

Urban Renewal Project – shall have the same meaning as defined in the **Act.**

3.0 Amended Plan Intentions

With an urban renewal designation, the **Plan Area** will be eligible for one or more activities and undertakings, authorized by the **Act** and advanced by the **Authority**. To this end, it is an objective of the **City Council** in adopting this **Urban Renewal Plan**, that the **Authority** have available to it any and all powers authorized in the **Act**, and considered necessary and appropriate to accomplish the undertakings stated herein, with the exception of the power to exercise eminent domain to acquire any property interests within the Plan Area. Because powers conferred by the **Act** include facilitating the completion of improvements for which public money may be expended, the intentions of this **Plan** are considered to be necessary in the public interest as a matter of legislative determination by the **City Council**.

3.1 Purpose

As explained in the **Act**, all urban renewal plans, including this Amended West Glenwood Urban Renewal Plan, are consistent with the powers of the administering authority and adopted to, "assist the municipality in the preparation of a workable program for utilizing appropriate private and public resources to eliminate and prevent the development or spread of slum and blighted areas, and to encourage needed urban rehabilitation."

Additionally, they are created to implement community priorities identified in adopted community plans and other policy documents, and complete or assist in completing necessary improvements.

For this reason, the purpose of this Amended West Glenwood Springs Urban Renewal Plan is to reduce and remove blighting conditions adversely impacting properties and businesses in the **Plan Area** described in the **Survey**. Specifically, as it relates to this **Area**, it is the **Authority's** intent to finance, install, construct, and reconstruct necessary improvements; and cooperate with others to accomplish the same, all in an effort to further economic growth in the community and throughout the region; and in so doing, to advance objectives expressed in the **Comprehensive Plan** (herein referred to as the 2011 Glenwood Springs Comprehensive Plan.)

3.2 Approach

The approach to eliminating and preventing the spread of blighting conditions proposed herein may involve one or more of the following actions: completing and maintaining public and / or private improvements and infrastructure in the **Plan Area**; using financial resources and powers available to the **Authority** for the express purpose of the same; and actively promoting private investment and job creation. The approach to advancing local objectives will likely involve identification of specific priority projects which will effectively leverage private investment therein**,** and ensure alignment of this Amended West Glenwood Springs Urban Renewal Plan with other accepted and adopted community documents. As required by the **Act**, the **Amended Plan** will afford maximum opportunity, consistent with the sound needs of the City, for the rehabilitation and redevelopment of the **Plan Area** by private enterprise.

3.3 Implementation

While the **Authority** will be the **Amended Plan's** principal administrator, **City Council** will authorize and oversee its efforts. Therefore, the **Authority** will work in cooperation with the **City** to prioritize capital investments in the **Plan Area** (roadway, pedestrian, infrastructure, utility); ensuring they provide a public benefit to property owners and business interests within its boundaries and communitywide.

All new development activity will conform to existing municipal codes and ordinances, along with any site-specific regulations or policies in effect at the time. While the **Act** authorizes the **Authority** to regulate land uses, establish maximum or minimum densities, and institute other building requirements in an urban renewal area; for the purpose of this **Amended Plan**, the **Authority** anticipates these activities will remain the responsibility of the **City** in partnership with the **Authority**.

4.0 Blight Conditions

Before an urban renewal plan can be adopted by a municipality, the proposed urban renewal area must be determined to be a "blighted area," which is defined in Section 31-25-103(2) of the **Act** as "*an area that, in its present condition and use and, by reason of the presence of at least <u>four</u> of the following factors substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, <u>or</u> constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare*." Statutory factors include:

(a) Slum, deteriorated, or deteriorating structures;
(b) Predominance of defective or inadequate street layout;
(c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
(d) Unsanitary or unsafe conditions;
(e) Deterioration of site or other improvements;
(f) Unusual topography or inadequate public improvements or utilities;
(g) Defective or unusual conditions of title rendering the title nonmarketable;
(h) The existence of conditions that endanger life or property by fire or other causes;
(i) Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities;
(j) Environmental contamination of buildings or property;
(k.5) The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements; or
(l) If there is no objection by the property owner or owners and the tenant or tenants of such owner or owners, if any, to the inclusion of such property in an urban renewal area, "blighted area" also means an area that, in its present condition and use and, by reason of the presence of any <u>one</u> of the factors specified in paragraphs (a) to (k.5) of Section 31-25-103(2), substantially

impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare.

The general methodology used to prepare the **Survey** involved the following steps: (i) identification of parcels to be surveyed; (ii) collection of information about properties, infrastructure and other improvements within its boundaries; (iii) investigation of conditions through field reconnaissance; (iv) review of aerial photography; (v) discussions with representatives of various public agencies and municipal departments; and (iv) recordation of identified and observed conditions listed in the **Act**.

Among the 11 qualifying factors listed above, the **Survey** showed the presence of all ten (10) blight factors in the **Area** that is the subject of this **Amended Plan.**

(a) Slum, deteriorated, or deteriorating structures
(b) Predominance of defective or inadequate street layout;
(d) Unsanitary or unsafe conditions;
(e) Deterioration of site or other improvements;
(f) Unusual topography or inadequate public improvements or utilities;
(g) Defective or unusual conditions of title rendering the title nonmarketable;
(h) Existence of conditions that endanger life or property by fire or other causes;
(i) Buildings that are unsafe or unhealthy to live or work in
(j) Environmental contamination of buildings or property; and
(k5) Existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements.

5.0 Amended Plan Relationship to Community Documents

5.1 Consistency with the Comprehensive Plan

Whereas this **Amended Plan's** purpose is to facilitate investment within its boundaries consistent with identified community's objectives, and since those objectives appear in the <u>2011 Glenwood Springs Comprehensive Plan</u>; development within its boundaries will need to reflect the intentions expressed therein. As presented, future investment within the **Plan Area** will encourage and support the vision and directives presented below.

Key Directions of the Plan

Vision Statement

The city of Glenwood Springs desires to maintain its small-town character and preserve its cultural and natural resources by implementing a proactive plan to: achieve directed and balanced development, social and economic diversity; and address its transportation needs.

Community Goals

Community Goals of the 2011 Glenwood Springs Comprehensive Plan include:

- Promote long-term, sustainable, and diverse economic development;
- Maintain Glenwood Springs as the regional tourism, retail, commercial, and governmental center of Garfield County;
- Preserve Glenwood Springs' small-town character, while maintaining its livability, increasing its vibrancy, and growing the commercial success of its downtown;
- Address transportation needs and provide multiple convenient travel choices;
- Direct development and encourage building forms that are cost-effective to serve;
- Provide housing for the entire community;
- Support social diversity;
- Preserve cultural resources; and
- Protect natural resources.

Specific references regarding how investment in the **Plan Area** will advance these and other communitywide intentions, as presented in the **Comprehensive Plan**, are summarized in **Appendix A**.

6.0 Authorized Authority Undertakings and Activities

While the **Act** allows for a wide range of activities to be used in the furtherance of goals set out in an urban renewal plan, in the context of this **Amended Plan,** the **Authority** intends to use only those necessary to mitigate or eliminate those conditions adversely impacting properties and businesses within its boundaries. Among those undertakings and activities that may be considered are partnerships and similar forms of cooperative arrangements with owners of private property. Other powers conferred by the **Act,** and a likely component of the **Authority's** strategy for implementation of the Amended West Glenwood Springs Urban Renewal Plan, are described as follows.

6.1 Prepare and Modify Plans for the Plan Area

The **Authority** may work with public bodies, and retain consultants and other advisors to assist with the planning of properties in connection with redevelopment of the **Plan Area**. In addition, the **Authority** may propose, and the **City Council** may make modifications to the **Amended Plan**, provided they are consistent with adopted community plans and any subsequent updates. However, any such amendments made and otherwise contemplated, must be compliant with the **Act**. The **Authority** may also, in specific cases, allow non-substantive variations from the provisions of the **Amended Plan,** if it determines that a literal enforcement would constitute an unreasonable limitation beyond the intent and purpose stated therein.

6.2 Complete Public Improvements and Facilities

The **Authority** may, or may cooperate with others to, finance, install, construct and reconstruct public improvements in accordance with the **Act**, and necessary to promote the objectives stated herein. Whereas public improvements should, whenever possible, stimulate desired private sector investment, it is the intent of this **Amended Plan** that the combination of public and private investment that occurs within its boundaries will benefit properties within its boundaries, as well as throughout the community.

As explained in Section 4.0, ten (10) of the 11 qualifying conditions of blight as defined in Section 31-25-103(2) of the **Act**, were evident in the **Plan Area**. As the **Plan's** administrator, the **Authority** will seek to most effectively leverage available resources in the furtherance of desired private investment, while also eliminating the spread of blighting conditions described in the **Survey** and generally characterized below.

(a) **Slum, deteriorated, or deteriorating structures** – assist in financing physical improvements to Mall properties that will ensure the health, safety and well-being of its employees and customers;

(b) **Predominance of defective or inadequate street layout** – assist in financing roadway enhancements including accommodations to ensure safe vehicular and non-vehicular mobility to and through the **Area**;

(d) **Unsanitary or unsafe conditions** – assist in financing improvements between the Mall and adjacent properties to ensure the safety of visitors to, and users of, properties in the **Plan Area** including adequate fencing;

(e) **Deterioration of site or other improvements –** see Factor (d).

(f) **Unusual topography or inadequate public improvements or utilities** – assist in financing capital improvements (infrastructure and utility) necessary to support redevelopment and rehabilitation of private improvements;

(g) **Defective or unusual conditions of title rendering the title nonmarketable** – assist in correcting conditions of title contributing to conditions of blight;

(h) **Existence of conditions that endanger life or property by fire or other causes** – see Factor (a);

(i) **Buildings that are unsafe or unhealthy to live or work in** – see Factor (a).

(j) **Environmental contamination of buildings or property** – assist with financing improvements and / or infrastructure to protect properties from possible impacts associated with past or future contaminating incidents;

(k5) **Existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements** – assist with eliminating conditions adversely impacting the economic potential of commercial properties operating in the **Plan Area**.

While the **Survey** offers documentation supporting the presence of ten (10) of the 11 total possible factors; all were either observed or identified at varying levels, with the most impactful being those associated with Factors (g) and (k5).

As noted therein, inline space within the primary Mall building is approximately 90 percent vacant, compared to the citywide commercial vacancy rate of approximately 3 percent. The vacancy rate in the Mall building has not improved since the Original Plan was adopted. Given the health of commercial developments in other parts of the city, along with the limited number of comparable commercial tracts available for development, particularly in the rapidly growing western portion of the community; and finally, despite the subject properties' superior site attributes including access and visibility from the region-serving I-70 corridor, the Glenwood Springs Mall should be operating at or above market averages.

6.3 Enter into Agreements

The **Authority** may enter into **Redevelopment and Development Agreements** and contracts with developers, property owners, individuals and other entities determined to be necessary to carry out the purposes of a plan. Such **Agreements**, or other contracts, may contain terms and provisions deemed necessary or appropriate for the purpose of undertaking contemplated activities, and remain in full force and effect, unless all parties to such **Agreements** agree otherwise.

In accordance with the **Act**, the **Authority** may also enter into one or more **Cooperation Agreements** with lawful entities for the purpose of financing, installing, constructing and / or reconstructing improvements considered eligible and necessary for implementation of the **Amended Plan**. In addition, it may, but is not required to, contract with a municipality or other organization for administrative support, including distribution of financial resources.

6.4 Adopt Standards

The **Authority** may work with public bodies, and retain consultants and other advisors to assist with zoning and rezoning properties in the **Plan Area**. As stated previously, while the **Act** allows for the adoption of standards and other requirements applicable to projects undertaken in an urban renewal area, in the context of this **Amended Plan**, it is the **Authority's** intention that these activities will be conducted in cooperation with the **City**. Further, it is the intent of the **Authority** that all development within its boundaries meet or exceed applicable rules, regulations, policies, requirements, and standards of the **City,** and any other governmental entity with jurisdiction.

6.5 Provide Relocation Assistance

The **Authority** will adopt a relocation plan in conformance with the **Act**, if relocation of individuals, families or business concerns is required because of acquisition activities of the **Authority**.

6.6 Incur Debt and Issue Bonds

This **Plan** authorizes the **Authority** to borrow money and apply for and accept advances, loans, grants and contributions from all lending sources, private and public, for purposes identified herein and authorized by the **Act**. The **Authority** may also loan or make monetary resources available for undertakings and activities deemed meritorious and consistent with the **Act** and **Amended Plan**. These resources may be derived through any and all methods authorized in the **Act**, including the issuance of **Bonds** and participation in reimbursement agreements to finance the activities and operations of the **Authority**.

Such **Bonds** may be special obligations of the **Authority** which, as to principal, interest and premiums (if any), are payable solely from and secured only by a pledge of income, proceeds, revenues or funds of the **Authority** derived in connection with its undertakings and activities, including grants or contributions of funds received by outside sources.

6.7 Sales Tax Increment Financing

As explained in Section 31-25-107 of the **Act**, an urban renewal plan may contain a provision for allocation of certain tax revenues in an urban renewal area; including incremental sales tax revenues of the municipality in excess of a **Base Amount** and when collected and deposited in a **Special Fund** of the **Authority** be used for a period not to exceed twenty-five (25) years after the effective date of the urban renewal plan, once approved, for the furtherance of its activities and undertakings.

The use of sales tax increment is hereby authorized by this **Amended Plan**, but shall be utilized by the **Authority** only following approval of an appropriate **Cooperation Agreement** by the board of the **Authority** and **City Council**.

7.0 Project Financing

7.1 Public Investment Objective

A critical component of any urban renewal initiative is participation by both the public and private sectors because no one entity typically has sufficient resources to overcome the financial hurdles frequently encountered in areas suffering from blight and deterioration. To this end, effectively leveraging multiple sources is often essential in order to advance initiatives necessary to attract private investment and grow jobs. Support for projects can take many forms including: monetary contributions, policy and regulatory reform, design support, and assistance with grant writing.

7.2 Financial Mechanisms

As explained above, the **Authority** may finance its undertakings pursuant to the **Amended Plan** by any method authorized under the **Act** or any other applicable law. In addition to incremental sales tax revenues, other financing vehicles available for urban renewal activities include, without limitation: issuance of notes, bonds, interim certificates, and certificates of indebtedness; along with other lawful obligations. The **Authority** may also borrow funds, access federal and state loans or grants, and earn interest income; as well as enter into reimbursement or annual appropriation agreements with public or private entities or any other lawful source; the principal, interest, costs and fees of which are paid for with available funds of the **Authority**.

7.3 Sales Tax Increment Revenues

It is the intent of the **City Council** in approving this **Amended Plan** that incremental property tax revenues will neither be collected nor used to further the objectives of the **Amended Plan**, or finance or refinancing, in whole or in part, the undertakings and activities of the **Authority**.

While this Amended West Glenwood Springs Urban Renewal Plan does not contemplate the use of *incremental* property tax revenues, the **City Council** may allocate incremental municipal sales tax revenues**,** if requested to do so, but only after receipt of a financing plan outlining the proposed amounts and purpose for which those resources are to be used and the approval of a **Cooperation Agreement** by the **Authority Board** as described above and herein.

The approval of such **Cooperation Agreement** by the **City** and **Authority** will not constitute a substantial modification, or the addition of a new activity or undertaking. Finally, approval of such a **Cooperation Agreement** will not extend this **Amended Plan** or the duration of a specific **Urban Renewal Project** in the **Plan Area** which is presently twenty-five (25) years after the effective date of the **Plan's** adoption.

7.4 Other Financing Mechanisms and Structures

Although the **Authority** is authorized to finance implementation **Urban Renewal Projects** in the **Plan Area** by any method authorized by the **Act**, at the time this **Amended Plan** was prepared, **City Council** remained committed to being judicious in their use of monetary resources, and instead make programs and other mechanisms available that can be used independently or in various combinations. Given the obvious and well-documented obstacles often associated with redevelopment, particularly in challenging environments, the **Authority** recognizes the importance of making their offerings as comprehensive, flexible and creative as possible.

8.0 Severability

If any portion of this **Amended Plan** is held to be invalid or unenforceable, such invalidity will not affect the remaining portions of the **Plan**. Further, if there is any conflict between the **Act** and this **Amended Plan**, the provisions of the **Act** shall prevail, and the language in the **Amended Plan** automatically deemed to conform to the **Law**.

Amended West Glenwood Springs Urban Renewal Plan

City of Glenwood Springs, Colorado

Appendix A:

2011 Glenwood Springs Comprehensive Plan References

2011 Glenwood Springs Comprehensive Plan References

Following are select references from the 2011 Glenwood Springs Comprehensive Plan that support the goals and objectives of this West Glenwood Springs Urban Renewal Plan.

Prologue / Executive Summary (taken largely verbatim)

The Evolution of a Community

Communities evolve over time. Glenwood Springs is different today than it was 20 years ago, and different than it will be 20 years into the future. The past 20 years of growth have brought new stores, bigger better schools, and a large hospital. Growth has also brought traffic congestion, different kinds of building styles, and higher taxes for services. The challenge of "change of course" is to have the positive impacts outweigh the negative ones. Surveys and public input conducted with this Plan update indicate that most people, on the whole, feel that Glenwood has gotten better since they've lived here.

The Comprehensive Plan is intended to help the city embrace its evolution by identifying key elements that need to be preserved and recommending or suggesting changes to those elements that need to be modified.

What makes a great, livable community? There are many interrelated factors—a "kit of parts." Each part of the Comprehensive Plan addresses community issues in numerous ways. Each part, or element, of the Plan interacts with the others to achieve the preferred future. All of the parts have been considered for their individual functions, as well as how they operate as a whole.

Current Challenges

Specific current challenges for Glenwood Springs include:

Competition in the Role as a Regional Commercial Center of the County

Over the last decade Rifle has eclipsed Glenwood Springs in population, and has attracted major retailers, as well as businesses. The potential growth from New Castle to Parachute means that the western portion of Garfield County will continue to attract both retail and residential development.

Vitality

The need to grow to maintain vitality is compounded by a lack of land for the community to expand. This forces an introspective look at all opportunities for infill and redevelopment—growing inward and upward instead of outward.

Significant but Uncertain Impacts from Increased Energy Exploration/Development in Garfield County

A dramatic, decade-long buildup of energy-related workers living in Garfield County (including those working in Rio Blanco County) made it more difficult to attract employees to non-energy industry jobs. Due to the lack of available housing, energy workers were finding temporary housing in area hotels and motels, thereby reducing the available supply of rooms for the tourism industry. However, this was followed in 2008/9 by a sudden drop in energy prices, exploration, and the workforce. Revised projections indicate a period of slow growth before energy exploration expands significantly. Ultimately, energy-related jobs are expected to level off in Garfield County. This has spurred renewed interest in the diversification of the economy in order to lessen the impacts of a single industry decline.

The Lack of Affordable Housing for its Workforce, Both Rental and For-Sale Housing

The affordability and availability of housing is acknowledged to be a regional issue that requires a regional response. However, currently each community within the Roaring Fork and Colorado River Valleys are addressing their individual housing needs.

According to the 2004 Local and Regional Travel Patterns Study, of those working in Glenwood Springs, only 32% live in Glenwood Springs. Of those living in Glenwood Springs, 41% commute to work somewhere else. A 2005 housing study indicated that the city needs 2,885 additional dwelling units between 2005 in order to catch-up and keep up with the demand for housing. Similarly, the more recent Strategic Housing Plan, approved in 2010, recommended a goal of creating between 20 and 25 units per year between now and 2015, but went on to recognize that the current requirement or providing community housing is based on new residential development, and the city likely will not meet that target.

Increased Traffic and Congestion on Grand Avenue

State Highway 82 (SH 82) is the Roaring Fork River Valley's sole, regional commuter corridor. It is also Glenwood Springs' historic Downtown main street where it is four lanes wide and carrying daily traffic loads of 25,000 to 29,000 cars and trucks, on average. The 2004 Local and Regional Travel Pattern Study indicated that 35% of all work trips, and virtually all freight and goods delivery vehicle trips in the Roaring Fork Valley, traveled SH 82 in and through Glenwood Springs. The amount of traffic carried by SH 82, and the highway's resulting impacts on the livability and survivability of Glenwood Springs' Downtown commercial core and nearby residential neighborhoods has been the topic of studies and discussions for decades. Recent projections show that SH 82 traffic volumes through Glenwood Springs will increase to between 47,900 and 52,000 vehicles per day by 2030.

Recent studies of traffic alternatives have increased the interest in, and concern about, a long-standing proposal for another alignment of SH 82 through Glenwood Springs, along the east side of the Roaring Fork River. This route has several possible alignments each of which has different cost implications, as well as impacts on the character of the community.

Community Character

As commercial development pressures increase, coupled with projections that the city needs to continue to grow and expand its workforce housing stock, how does Glenwood Springs maintain the small-town atmosphere that its residents and visitors prefer?

To Grow or Not to Grow

Consistent with regional growth policies, Glenwood Springs extended sewer services to developments south of the city along Four Mile Road, and entered into pre-annexation agreements that are still in-force. The county followed suit by designating these areas for urban development. Are those commitments, and that vision, still valid? If so, does it commit the city to extend its Urban Growth Boundary southward?

Finding Agreement on Complex Issues

Interrelatedness of Issues

Many of these issues are inter-related. Each part, or element, of the community interacts with the others, usually in multiple ways. For example, the location, density/intensity, mix/variety, and character/design of land uses dictate travel options and patterns. The location of school influences where utilities and roads are extended and where growth will follow. The alignment of an alternative route for SH 82 could impact the expansion of the Downtown to the west. Growing inward and upward allows continued vitality, but may change the character of the community. Land use decisions, how and where people live and businesses locate, profoundly influences behavior.

Regional Issues

Another factor adding to the complexity of issues in Glenwood Springs is the fact that many are regional issues. Glenwood Springs is not an island. Transportation, congestion, commuting patterns, affordable housing, the location of jobs; and even the quality of air, water, and native habitat, are not isolated to political boundaries. What happens in one area affects another, despite local efforts to positively address any or all of these issues.

Diversity of Opinion

Though consensus is the goal sought for addressing the community's issues, the public input process has demonstrated that there is a wide diversity of opinion on many of the issues confronting the city: the relocation of SH 82, the treatment of Grand Avenue, the mass and scale of the Downtown, potential annexations to the south of town, and the future use of the airport are just a few. As a result, the direction of the Comprehensive Plan represents a combination of public input and professional judgment.

The 2011 Glenwood Springs Comprehensive Plan brings direction to many of the issues that have confronted the community for years, and presents the next steps of action for the city to take shape and do so in a sustainable manner.

Sustainability is a concept that has only reached the public consciousness in the last couple of decades. The term is used to mean many different things. The simplest definition of sustainability is the ability to meet the needs of the present without compromising the ability of future generations to meet their needs. This means utilizing resources in a way that allows future generations to use them, also. The concept of sustainability applies to the environment, fiscal actions, and social responsibility.

> *Environmental sustainability* respects natural systems and resources. This means reducing unnecessary waste, pollutants and energy usage in order to protect the quality of water, air and soils. It also means protecting the river corridors and mountain landscape, preserving important ecosystems and habitat.
>
> *Fiscal sustainability* is living within one's means—as an individual or a community. This means avoiding growth patterns that cost more to serve than the tax revenues they produce. Outward, "greenfield" growth requires new services and infrastructure, whereas inward growth (infill and redevelopment) takes advantage of existing services and infrastructure, usually in a fiscally efficient manner.
>
> *Social sustainability* means taking care of the community to ensure opportunities for proper shelter, food, education, and a healthy lifestyle. It also means that community efforts are equitable, ensuring that the benefits of development are distributed fairly across society. Another aspect of social sustainability is preservation and respect of cultures and heritage.

The physical design of the community can make it either easier or more difficult for a community to be socially sustainable. Creating places for people to gather and interact, and creating a variety of transportation modes adds to a community's vibrancy.

Sustainability is a key foundation of the 2011 Glenwood Springs Comprehensive Plan. Many of the concepts presented work concurrently and collaboratively so that Glenwood Springs can evolve toward a sustainable future.

Chapter 3 Community Character and Form

Strategies and Actions to Promote Community Character and Form

1. Direct Development into a Compact Form: Infill and Redevelopment

The city will maintain a compact urban form by growing inward and upward. Due largely to topographic constraints, the city has few opportunities for outward expansion. Primary opportunities for additional growth include the Downtown and *secondary commercial centers* such as the Glenwood Springs Mall, Roaring Fork Marketplace, and Confluence Areas; as well as commercial districts on Grand Avenue in the vicinity of 14th Street and 20th Street, and along US Highway 6. Encouraging a compact urban form and directing development where infrastructure already exists will allow for the efficient delivery of services, preservation of its small-town character, and protection of its cultural and natural resources.

Secondary Commercial Centers - There are a number of secondary commercial centers located throughout the city that provide convenient access to retail goods and services. In several cases, grocery stores serve as the anchor, supported by service operators, small shops, and restaurants. Many are surrounded by neighborhoods, and most were developed years ago in a "strip mall" style of development with large parking lots between buildings and public rights-of-way. As property values and retailing trends have changed, the format of these secondary centers are becoming somewhat obsolete, and several are being repurposed into mixed-use neighborhoods with retail, office and housing uses. Examples of these centers include:

- Safeway Site (20th Street and Grand Avenue) Current use: local groceries and associated retail
- City Market Site (14th Street and Grand Avenue) Current use: local groceries and associated retail

- Roaring Fork Marketplace / Wal-Mart (3200 block of South Glen Avenue) Current use: regional big box and office retail / services
- **West Glenwood Springs Mall (51000 block Hwy 6) Current use: regional big box, local and regional shopping**
- Glenwood Meadows (Wulfsohn Road / Midland Drive) Current use: regional big-box retail, local and regional shopping

The **Comprehensive Plan** envisions properties in the Glenwood Springs Mall area, as well as those located immediately to the north, as an integrated and redeveloped multi-use community with a significant element of medium- to high-density residential uses, internal system of sidewalks and community spaces; collectively offering a gathering place for residents and visitors in the far west end of town.

2. Create Sub-Area Plans for Center Redevelopment

The city will work with willing property owners to develop sub-area plans for Downtown and secondary commercial centers, in an effort to understand the feasibility of different redevelopment programs, refine the vision accordingly, and assign resources necessary to incent redevelopment.

Chapter 4 Economic Development

Strategies and Actions to Promote Economic Development

1. Create Opportunity - Allocate Adequate Land

In addition to limited opportunities within the city limits to host new industries and businesses, the land that is available will require a new zoning classification to allow for easier development of businesses. To this end, the city should consider revising the zoning code to allow for more flexibility related to uses within structures and sites. Similarly, there is also an inadequate supply of attractive and accessible office space, and commercial space configured to accommodate evolving retail trends. To this end, the City should consider facilitating redevelopment of existing buildings, conducting an analysis of existing spaces, and investigating opportunities for new development located immediately adjacent to the city limits and within its Urban Growth Boundary. A sample location for these types of activities includes the area around and including the Glenwood Springs Mall in west Glenwood.

2. Retain, Enhance and Expand the Long-Standing Tourist Market

Tourism has long been an important component of the Glenwood Springs economy. The city should continue efforts to support the tourism market, its agencies, amenities, and facilities including Vapor Caves, Doc Holliday Grave Site, Glenwood Caverns, and Glenwood Hot Springs Pool. To this end, the city should preserve and enhance recreational opportunities (river access, kayak park, parks, and trails) and other city-owned assets in an effort to attract more tourists and encourage them to stay longer. The city should also consider enhancing the Downtown by creating pedestrian-oriented amenities, encouraging special shops and restaurants, lodging and events, so that it is a place where people want to live and visit. The city should consciously retain lodging units in other areas of the city, as well, including West Glenwood, Glenwood Meadows, and the Hwy 6 corridor.

3. Maintain Glenwood Springs Role as a Regional Center

Glenwood Springs should retain regional businesses that are convenient to regional clients. One step in doing this is to retain automobile dealership, highway-oriented services, and big box retail centers that serve the region.

Amended West Glenwood Springs Urban Renewal Plan

City of Glenwood Springs, Colorado

Appendix B:

Original and Amended West Glenwood Springs Urban Renewal Plan Area Legal Description

West Glenwood Springs Urban Renewal Plan Area

Legal Description

A parcel of land situated in Lots 1 and 2 and in the North 1/2 of the Southeast 1/4 of Section 6 Township 6 South, Range 89 West of the Sixth Principal Meridian, City of Glenwood Springs, County of Garfield, State of Colorado, said parcel being more particularly described as follows:

Tracts E and F as shown on the plat of the Resubdivision of Glenwood Springs Mall Subdivision, Except Tracts A, B, C & D, recorded as Reception Number 336102, on January 18, 1983 in the office of the Garfield County, Colorado, Clerk and Recorded; together with that portion of the right-of-way of Storm King Road situated between the northerly and southerly boundary lines said Resubdivision of Glenwood Springs Mall Subdivision, Except Tracts A, B, C & D, extended westerly to the easterly boundary line of the Glenwood Auto Plaza Subdivision as shown on the plat recorded as Reception Number 396937, on November 18, 1988 in the office of said Garfield County, Colorado, Clerk and Recorded; together with the right-of-way of U.S. Highway 6 & 24 situated between the westerly and easterly boundary lines of said Resubdivision of Glenwood Springs Mall Subdivision, Except Tracts A, B, C & D, extended southerly.

Section: 6 Township: 6 Range: 89 Subdivision: GLENWOOD SPRINGS MALL Lot: TR F

Section: 6 Township: 6 Range: 89 Subdivision: GLENWOOD SPRINGS MALL Lot: E

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: Budget

Action Requested: This is a placeholder for a discussion.

Department: City Administration

Presented By: Beverli Marshall

Strategic Goals:

Background Info:

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation:

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: URA Expansion Proposals

Action Requested: No Action Reqested

Department: Economic and Community Development

Presented By: Danielle Campbell

Strategic Goals:
Provide Efficient and Responsive City Government
Preserve and Improve Infrastructure
Protect and Preserve our Quality of Life
Generate Sustainable Economic Development

Background Info: During the February 2023 URA meeting, the Board identified an interest in expanding the URA boundary. The Board directed staff to provide rough cost estimates and preliminary URA proposals to review. Staff reached out to Rickers and EPS who both provided proposals. Proposals can be found within the packet. Rickers produced the original 2018 Plan for the City. They have resubmitted their original proposal with a cost increase of 1.6%.

Proposal Estimates:

- EPS: $76,250- $96,750
- Rickers: $26,000 (The Rickers proposal attached is the original, but the cost adjustment would be a 1.6% increase from 2018)

In addition to the proposals, Staff reached out to Downtown Colorado Inc (DCI), a non-profit organization that provides strategic assistance with URA's and DDA's. DCI has developed strategic plans that include actions plans for implementation. This would differ from a traditional URA Plan proposal, because this does not develop a boundary survey as needed to expand a URA. However, this will establish a strategy and action plan to effectively leverage tax increment financing and the Urban Renewal Authority (URA) to further the vision of the City. Please see links to examples below and attached within this packet.

- Louisville Redevelopment Strategy
- Durango Urban Renewal Housing Strategy
- URA VIP Membership

Issues: No Issues

Fiscal Impact:

Legal Review:

Staff Recommendation:

Ricker | Cunningham
www.rickercunningham.com
10959 Ashurst Way • Littleton, Colorado 80130
303.458.5800 voice

12 June 2018

Ms. Jenn Ooton
Assistant City Manager
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

RE: Proposal for Urban Renewal Services

Dear Ms. Ooton:

On behalf of Ricker|Cunningham (RC), Real Estate Economists and Community Strategists, we are pleased to present this proposal to the City of Glenwood Springs (the "**City"**) for professional services associated with establishing an urban renewal authority, preparing various statutorily-required urban renewal documents and educating the community and key stakeholders. Based on recent discussions, we understand that the City is considering establishing an urban renewal plan area at Highway 6 and Mel Rey Road, located on incorporated land in the western portion of the community and herein referred to as the "**Study Area**" or "**Area**". The purpose of this work will be to provide the City with documentation necessary to advance the community's revitalization initiatives, including redevelopment of commercial properties and elimination of blighting conditions.

Representatives of RC are familiar with conditions in the Study Area, as well as the larger Glenwood Springs community, primarily because of previously completed work on the Western Slope. Having served more than three-quarters of Colorado's urban renewal authorities, we are also well-versed on what is required with regard to creating urban renewal plans and bringing the urban renewal projects within them to fruition. For these reasons, we are confident that we can expedite delivery of the work products described herein.

Scope of Services

Authority Formation

Task 1: Authority Petition and Public Hearing (Optional)

RC can be available to assist with preparing a petition document and supporting letter of explanation for use in obtaining the statutorily-required signatures necessary for creating an urban renewal authority (the "**Glenwood Springs Urban Renewal Authority**" or "**Authority**"). If requested to do so, we can also be available to attend the public hearing where this information will be submitted to the City Council of Glenwood Springs for consideration, and answer any questions raised by Council or the community.

Public and Property Owner Notification

Task 2: Property Owner and Business Interest Notices (Optional)

RC can be available to assist with preparing the statutorily-required notice to owners of property in the Area that the survey of conditions is commencing. As per the Urban Renewal Stature (the "**Act**"), this notification must occur within 30 days of authorizing preparation of the Survey. The Act also requires that notice be provided to owners of property and business interests in a proposed urban renewal area prior to the public hearing when the urban renewal plan will be considered for adoption by is governing body (City Council of Glenwood Springs). This notice must be received by the parties and appear in the newspaper of general circulation for the municipality within 30 days of the date of the public hearing.

Note: In this instance, whereas there are only two known owners of property within the Area boundaries, and assuming both they and their tenants have no objection to creation of the urban renewal plan, the City and / or Authority may want to request they waive (in writing) their right to notification. Regardless of whether they desire to receive notification or not, the public hearing notice must still appear in the newspaper.

Community and Stakeholder Education

Task 3: Informational Meetings (Optional)

RC can be available to facilitate informational meetings with key stakeholders, city leaders, and the community at-large. Meeting topics could be general in nature, such as practical application of urban renewal in Colorado; or project area-specific, such as findings from the survey or details about the planned urban renewal project. Note: Should you desire to contract for this type of work, RC will work with you and other representatives from the City and community, to identify and secure appropriate meeting locations, distribute information regarding the meeting time and location, and prepare and reproduce meeting materials.

Conditions Survey

Task 4: Data Gathering and Field Investigation

RC will collect information, including electronic GIS base map files and aerial photography, that shows the location of streets, parcel boundaries, and other physical features; as well as relevant regulatory, political and market data related to properties in the Survey Area. In addition, we will conduct visual inspections in order to determine if there are conditions suggesting the presence of factors deemed "blight" as defined in the Act. We do not inspect the interiors of improvements unless specifically requested to do so, and only after access has been arranged for by the City / Authority or representative of said properties. Rather, all observations are made from rights-of-way or other locations commonly accessible to the general public.

Conditions such as building code violations, traffic accident data, street capacity and design deficiencies, and others which cannot be discerned through photography or visual examination, will be investigated by contacting appropriate individuals within various public departments and agencies.

Regarding the statutory blight factor "g" related to "defective or unusual conditions of title," due to the cost and time-consuming nature of this type of inquiry, RC will only consider conditions related to this factor when verifiable information is provided by the City, Authority, or agent of a property.

Task 5: Base Mapping

RC will prepare maps and other illustrations to demonstrate the location and severity of certain blighting factors. These resources will be provided to the City and Authority in electronic format for use by the same and their partners.

Task 6: Draft and Final Conditions Survey Report

RC will prepare a draft survey report including descriptions and illustrations of conditions in the Survey Area, along with an opinion of whether or not they collectively meet appropriate thresholds defined in the Act. We will transmit the report to you in electronic (PDF) format for review. Upon receipt of any comments or clarifications, we will revise the draft document and issue a final report, formatted in a manner suitable as either a stand-alone document or attachment to other urban renewal documents (identified below).

Task 7: Authority Board Presentation (Optional)

RC will be available to present the survey findings to the board of the Authority either upon completion of the written report, or after all of the related urban renewal documents have been prepared, and are being considered for acceptance and adoption by City Council during the public hearing. (see Task 13)

Urban Renewal Plan

Task 8: Market Analysis

RC will conduct an analysis of existing and projected market conditions in an effort to quantify support for those land uses and product types proposed within the Area. Select indicators including rates of absorption, hard and soft costs, as well as price points and rent levels will serve as the basis for projections of future incremental tax revenues and associated impacts (if any) to relevant taxing entities. (see Task 11)

Task 9: Plan Components

RC will review all relevant policy, regulating and capital documents which could inform future investment in the Area. With an understanding of market forces, the community's vision, along with prevailing controls and standards, RC will define public and private initiatives necessary to arrest adverse (blighting) conditions and catalyze desired investment. Note: Where possible, supporting illustrations will be taken from existing documents (public or private) to ensure consistency with the same.

Task 10: Draft and Final Urban Renewal Plan Report

RC will prepare a draft urban renewal plan report describing development goals for the Area, priority capital investments, potential funding sources and strategies, powers available to the Authority to remedy "blight" and advance projects with a defined public benefit, and the proposed urban renewal project. As per the Act, legal descriptions of the urban renewal planning area and Tax Increment Financing (TIF) District boundaries (if different), will also be included. Note: Whereas we cannot provide this service, it will need to be contracted for by either RC or the City.

We will transmit the draft report in electronic (PDF) format for review. Upon receipt of any comments or clarifications, we will revise the draft document and issue a final report for consideration by the Glenwood Springs City Council.

Impact Reports

Task 11: Tax Increment Analysis and Impact Reports

RC will either use the development program for the urban renewal project provided by the property owner(s) or their representatives, or define a program based on conclusions drawn from the market analysis. Using the same, and assumptions derived through completion of Task 8 above, we will estimate the magnitude of future potential incremental revenues (real and personal property, sales, use, lodging, and other municipal taxes) resulting from new investment. The impact (if any) to relevant taxing entities will also be determined, and documented in statutorily-required reports.[1] (See that list below.)

As per the Act, an urban renewal impact report must be prepared and received, by the county where the plan area is located, within 30 days of the public hearing. While the statute does not require that similar reports be prepared for other affected taxing entities (if any), it is customary to do so whereas they can assist with discussions and potential negotiations required by the Act. If requested to do so, RC can be available to assist with presentation of this information to pertinent audiences.

Task 12: Legal Description(s) (Optional)

According to the Act, a legal description of the urban renewal plan and TIF area (if different) must be prepared and certified by a licensed surveyor, and accompany the final plan report. If the City does not have access to these services, RC can contract for them, but only after receiving written authorization to do so. Note: Fees associated with preparation of any legal description(s) are not included in the estimate for RC presented below.

Task 13: City Council and Authority Board Presentations

RC will be available to present all of the findings to statutorily-identified boards and commissions including the governing body (Glenwood Springs City Council), planning commission (Glenwood Springs Planning and Zoning Commission) and board of the Authority. If additional presentations are required or requested (see Task 3), associated fees and expenses will be billed to you at-cost.

<u>Urban Renewal Project Financial Examination</u>

Task 14: Fiscal Impact Analyses (Optional)

Representatives of RC will be available to assist the City (Finance Department) with quantifying the economic, fiscal and financial impact of various decisions related to implementation of urban renewal projects within the Area boundaries. In this capacity, we will work with you to determine basic static assumptions, as well as variables to be tested including the City's and / or authority's participation in financing certain improvements.

[1] City of Glenwood Springs, Garfield County, Garfield School District, West Glenwood Sanitation District, Colorado River Water Conservation District, Colorado Mountain College, and Garfield County Public Library.

Work Products

Work products to be prepared include:

- Petition to Create Urban Renewal Authority (Optional)
- Public and Property Owner Notification (Optional)
- Informational Meeting Materials (Optional)
- Draft and Final Conditions Survey and Supporting Maps
- Draft and Final Urban Renewal Plan
- Impact Reports for County, School District and Other Impacted Taxing Entities
- Synthesis of Key Market Assumptions
- Public Hearing Presentation Materials
- Legal Description(s) (Contract for Services)
- Financial and Impact Modeling and Assumptions (Optional)

Timing

While the timeframe for completion of this work will ultimately be influenced by the availability of public officials to receive and consider the findings and recommendations at publicly-noticed meetings; we do not anticipate it exceeding 16 weeks. This schedule assumes the timely delivery of information and data by the City to RC, as well as prompt review of all reports and transmittal of any comments for editing.

Fees and Expenses

Fees associated with completion of the major work elements described above are presented below and based on the hourly rates for the professionals involved. Expenses associated with the provision of 15 bound color copies of all final documents, and attendance at statutorily-required meetings (specified herein), are included in this estimate. Expenses associated with data purchases and reproduction of presentation and educational materials, will be charged at-cost.

Major Work Elements:

Authority Formation (Optional)	Time and Materials
Public and Property Owner Notification (Optional)	Time and Materials
Property and Stakeholder Education (Optional)	Time and Materials
Conditions Survey	$5,900
Urban Renewal Plan	$7,100
County Impact Report	$6,500
Additional Taxing Entity Impact Reports ($750 each)	$4,500

Financial Examination (Optional) Time-and-Materials
Legal Description(s) Sub-Contractor Services

Hourly Rates:

Anne B. Ricker, Principal	$185
Bill J. Cunningham, Principal	$185
GIS Mapping	$105

Invoices will be issued twice monthly. The final invoice for any outstanding balance associated with incurred professional fees and / or expenses will be submitted with all final documents, and due and payable upon their delivery.

Summary

Thank you again for your request and consideration of this proposal. We would welcome the opportunity to work with you and the City in furthering the community's redevelopment objectives through completion of this assignment. If you have any questions about our approach, timing or fees, please do not hesitate to contact either of us at 303.458.5800. In order to initiate our services, please sign below and return a signed electronic copy to either Anne Ricker or Bill Cunningham. Both individuals are authorized to execute an agreement on behalf of Ricker|Cunningham.

Sincerely,

Ricker|Cunningham

Anne B. Ricker
Principal
anne@rickercunningham.com

Bill J. Cunningham
Principal
bill@rickercunningham.com

Accepted By:

Ms. Jenn Ooton
Assistant City Manager

Date

Prospective URA Formation

Prepared for:

City of Glenwood Springs

Prepared by:

Economic & Planning Systems, Inc.

April 17, 2023

April 17, 2023

Economic & Planning Systems, Inc.
The Economics of Land Use

Ms. Danielle Campbell
Economic Development Specialist
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

Re: Glenwood Springs Prospective URA Formation; EPS # 233038

Dear Danielle:

Thank you for reaching out to Economic & Planning Systems (EPS) about supporting the City of Glenwood Springs in its efforts to establish a new Plan Area for the City's urban renewal authority (URA). EPS has worked extensively with URAs in the Rocky Mountain West and throughout the State of Colorado and understands the challenges and benefits related to using URAs to support redevelopment. It is important to note that the primary purpose of a URA, based on Colorado's statutory parameters, is to ameliorate blight. The primary method for achieving this goal is to sequester the increment of new property taxes (and sales taxes of the municipality sponsoring the URA) and redirect them to a given site within a Plan Area. This redirection of increment is known as a commitment of Tax Increment Financing, or TIF. There are a number of related steps that the URA must take to document the way a proposed use of TIF complies with the various regulatory requirements, and the steps below frame that process.

In addition to the technical direction regarding URAs, EPS also brings experience with Public Private Partnerships (P3) and understands how cities and other public entities can partner with private developers in a way that leverages the strengths of both parties for the betterment of the community. Setting the appropriate TIF commitment requires a detailed financial analysis, such that the City can effectively support the project with sufficient funding to make it viable without over-subsidizing to the detriment of other City goals.

The steps below provide a framework of the steps the City is looking to take:

Phase I Preliminary Testing

A. **Formulate a Vision –** Identify the general boundaries of the Plan Area to be designated. Define three to five development scenarios that represent the objectives of the City. Test these concepts against market conditions to understand the degree of market support, and depth of revenues generated by the project to offset costs.

B. **Revenue Generation Forecasts –** Estimate the potential revenues available to the URA under different development scenarios.

C. **Sources and Uses Modeling –** Based on the objectives of the URA, test revenues against likely expenditures to ensure the vision is potentially viable.

Phase II URA Plan Area Formation

A. **Conditions Analysis –** Complete an evaluation of conditions within the proposed URA Plan Area to determine if and to what degree the area meets the state definition of blight. For most URA Plan Areas to be formed, 4 of 11 conditions of blight must be documented.

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303 623 3557

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Sacramento

epsys.com

B. **URA Plan –** Define how a proposed redevelopment plan can transform the URA Area, how it complies with the City's existing Comprehensive Plan, and how the anticipated changes in the Plan Area advance the interests of the City.

C. **Garfield County Impact Report –** Document the fiscal revenues and expenditures to be generated by the proposed development and provide an evaluation of the impact of these on Garfield County and other affected taxing entities.

Phase III Implementation

A. **Financial Evaluation –** To determine the amount of TIF to be allocated to a given proposal, the URA will need to review a “But For” financial evaluation. In this analysis, it will be determined that the project cannot proceed "But For" the infusion of financial incentives, in the form of TIF (plus any other committed incentives). EPS will document how much TIF should be allocated to the development, compared to the amount accruing to existing taxing entities.

B. **Discussions with Regional Taxing Entities –** Following the passage of HB 1348, URAs cannot allocate TIF unless a given taxing entity (e.g., county, school district, library district, etc.) agrees to participate. For this step in the process, EPS would support the Glenwood URA with documentation regarding the need for the tax increment from each entity, the percentage of the increment needed, and the duration of time required.

C. **Clock Initiation –** Each Plan Area has a 25-year time horizon for the potential collection of TIF. The URA can establish the clock for the Plan Area or for each site within the Plan Area. There are pros and cons associated with each approach. EPS will document how each approach may benefit the community and the best course of action.

D. **Amended County Impact Report –** As the clock is started for each Plan Area (or site), the URA will then need to provide a specific County Impact report on the associated fiscal impacts of the proposed development. This is not a heavy lift, but one that should be anticipated as you develop a strategy.

The information we have put together in this letter is intended to serve as an overview of the steps you will take as you activate the URA and begin to focus on specific sites and opportunities. We are available to discuss these in more detail and can provide you with a specific scope of work with greater clarification of the work to be completed. We have also attached a summary of work that EPS has completed for other URAs with the goal of showing the breadth and depth of our experience.

Based on the conversations I have had with you and other members of the Glenwood community, we are excited about the potential projects and would enjoy supporting you and your team in these efforts.

Sincerely,

ECONOMIC & PLANNING SYSTEMS, INC.

Andrew Knudtsen

Andrew Knudtsen
Managing Principal

QUALIFICATIONS

About EPS

EPS has addressed real estate development, public policy, and economic and fiscal issues for public and private sector clients throughout the western United States for 40 years. EPS excels in collaborating with our clients to create and maintain places that are economically, socially, and ecologically sustainable. Every day, our assignments require us to creatively solve complex challenges in real estate development, land use policy, and local government finance.

EPS organizes its services along the following interrelated practice areas that are periodically updated and refreshed to meet the evolving needs of our clients:

- **Real estate economics** - EPS advances realistic and achievable land use and development programs with rigorous market and financial analysis.
- **Land use and transportation** - EPS informs land use and transportation planning with socioeconomic fundamentals.
- **Fiscal and economic impact analysis** - EPS identifies the economic and budgetary implications of land use projects, activities, and policies.
- **Public finance** - EPS assembles comprehensive financing plans, funding sources, and tools for public infrastructure and services.
- **Economic development and revitalization** - EPS fosters economic vitality and opportunity in distressed, transitioning, or underserved neighborhoods and regions.
- **Housing policy** - EPS crafts housing policies and strategies that address regional needs, market realities, and community objectives, including affordability.
- **Public-private partnerships** - EPS combines public-and private-sector resources for innovative development projects and partnerships.

303 623 3557

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About
Economic & Planning Systems

Economic & Planning Systems, Inc. (EPS) is a land economics consulting firm experienced in the full spectrum of services related to real estate development, the financing of public infrastructure and government services, land use and conservation planning, and government organization.

EPS was founded on the principle that real estate development and land use-related public policy should be built on realistic assessment of market forces and economic trends, feasible implementation measures, and recognition of public policy objectives, including provisions for required public facilities and services.

AREAS OF EXPERTISE

- Real Estate Economics
- Public Finance
- Land Use & Transportation
- Economic Development & Revitalization
- Fiscal and Economic Impact Analysis
- Housing Policy
- Public-Private Partnership (P3)
- Parks and Open Space Economics

Clients Served

Since 1983 EPS has provided consulting services to hundreds of public- and private-sector clients in Colorado and throughout the United States. Clients include cities, counties, special districts, multi-jurisdictional authorities, property owners, developers, financial institutions, and land use attorneys.

Staff Capabilities

The professional staff includes specialists in public finance, real estate development, land use and transportation planning, government organization, and computer applications. The firm excels in preparing concise analyses that disclose risks and impacts, support decision making, and provide solutions to real estate development and land use-related problems.

Urban Renewal Advisory Services

Various Locales

www.epsys.com

EPS has worked with a large number of Urban Renewal Authorities (URA) throughout Colorado on completing blight studies, URA plans, strategic visioning, investment analyses, market and financial feasibility, and but for financial modeling and evaluations. This work involves a variety of tasks that often include the following:

- Working closely with staff to establish a clear understanding of the larger goals and vision of the URA
- Meeting with private development teams to understand their needs and development plans for specific sites and proposals
- Establishing a common market framework for both the private and public sector to work from
- Evaluating project feasibility with and without the investment of public revenues, such as tax increment financing (TIF)
- Estimating total public revenues, such as property and sales tax increment, generated by individual projects throughout the life of a urban renewal plan area and providing a summary of the revenues that will flow to the public and private sector
- Presenting this analysis to staff, URA boards, and city councils in a clear and easy to understand format

This work provides staff and elected officials with the information and guidance necessary to not only evaluate specific project requests but to also balance individual project needs with the larger goals and vision of the URA. While a quantitative evaluation of individual projects is a necessary and important component of this work, the service EPS provides related to overall URA policy is equally important.

EPS has extensive experience working with URAs across Colorado and has specifically provided these services in the following communities:

- Alamosa
- Arvada
- Boulder
- Brighton
- Castle Rock
- Colorado Springs
- Denver
- Erie
- Fort Collins
- Glenwood Springs
- Lafayette
- Littleton
- Longmont
- Louisville
- Northglenn
- Parker
- Pueblo
- Rifle
- Steamboat
- Wheat Ridge

URA Support and Related Services

Colorado Springs, Colorado

Project Description

EPS has provided urban renewal and real estate consulting services to the City of Colorado Springs and the Colorado Springs Urban Renewal Authority (CSURA) since 2020. The majority of the work completed by EPS has been as a third-party analyst providing analysis and recommendations relating to requests for establishing new urban renewal areas and tax increment financing (TIF) submitted by private sector developers.

Specific analysis has included existing conditions survey, Urban Renewal Plan, financial evaluation and "but-for" analysis that evaluated specific projects with and without public funding, and county impact reports. EPS provided support during internal staff meetings, meetings with applicants, and presentations to the Colorado Springs Urban Renewal Authority Board, City Council, and El Paso County Board of County Commissioners.

Specific services provided to the City and the CSURA included the following:

- **Gold Hill Mesa (1/22-ongoing) –** URA creation and TIF analysis for the second phase of Gold Hill Mesa that includes 212 for-sale single family units, 148 for-rent townhome units, 190 for-rent apartment units, a 100-key hotel, and approximately 71,000 square feet of commercial for grocery, general retail, and restaurant uses. The site required significant environmental remediation from Golden Cycle Mill. The development also includes various public improvements with public park space, open space, trails with connections to other areas of the city, and Fountain Creek restoration and erosion prevention.
- **City Gate 2.0 (6/21-ongoing) –** URA creation and TIF analysis for mixed use development in downtown Colorado Springs adjacent to the newly constructed Weidner Field. The development will be constructed in three phases with a total of 1,182 units, approximately 37,000 square feet of ground floor retail, and over 2,000 public and private parking spaces. The project includes various public improvements including pedestrian plazas, public parking, public art, and other street improvements.

- **Hancock Commons (6/21-7/22) –** URA creation and TIF analysis for 150 for-rent apartment units, 86 for-sale townhome units, and approximately 10,000 square feet of neighborhood commercial including a range of retail and restaurant uses. The development plan includes significant infrastructure improvements with the realignment of Hancock Expressway and an updated drainage system with a gravity sewer.
- **Almagre (10/20-7/21) –** URA creation and TIF analysis for a 137-unit affordable housing development with an average AMI level of 60 percent AMI. The project was funded through CSURA, 4 percent LIHTC, El Paso County funds, and Division of Housing funds.

Reference

Jariah Walker, Executive Director, Colorado Springs Urban Renewal Authority · 30 S Nevada Ave #600, Colorado Springs, CO 80903
719 385 5714 · Jariah.Walker@coloradosprings.gov

Economic & Planning Systems
The Economics of Land Use

epsys.com | Denver Los Angeles Oakland Sacramento

URA Support and Related Services

Fort Collins, Colorado

Project Description

EPS has been an economic and financial advisor to the City of Fort Collins on multiple housing and economic development project financial services over the last 15 years under two on-call contracts and other project assignments including the following:

- **Urban Renewal Financial Analyses (7/22-ongoing)** EPS is the City's on-call consultant to provide third party reviews of urban renewal TIF applications including market analysis of the proposed development program and absorption schedule and a "but for" financial analysis of developer returns with and without public financing. On the most recent projects, EPS has also assisted with compliance with the requirements of HB 15-1348 including utilizing the Fiscal Impact Model to estimate the direct and indirect impacts on the taxing districts. Over a dozen projects have been evaluated over the last 10 years.

- **College and Drake Urban Renewal Plan (9/18-6/19) –** EPS assisted the URA with the steps needed to implement a new 30-acre Plan Area for a mixed use residential and hotel development on one parcel and a new supermarket on a second, consistent with the requirements of CRS 31-25-107 and HB 15-1348. This included an existing conditions survey, a draft URA plan, and financial analysis of a proposed mixed use development.

- **North College URA Strategic Investment Plan (8/17-9/18) –** EPS assessed current market conditions, existing land use and infrastructure land utilization and values, and future development potentials. Identified development opportunities and infrastructure investments for five subareas and three focus areas fundable with the remaining TIF in the urban renewal area.

- **MAX BRT Parking Study (5/18-1/19) –** EPS, working with a transportation firm, compiled a database of opportunity sites for additional MAX parking, transit-oriented development, and access easements based on established selection criteria. Strategies, including leases and easements of existing parking and shared parking agreements; funding strategies utilizing assessment districts and impact fees; land banking, and public private partnerships.

Reference

Josh Birks, Economic Health Director
City of Fort Collins • 300 LaPorte Ave., Building B, Fort Collins, CO 80521
970 221 6324 • jbirks@fcgov.com

Economic & Planning Systems
The Economics of Land Use

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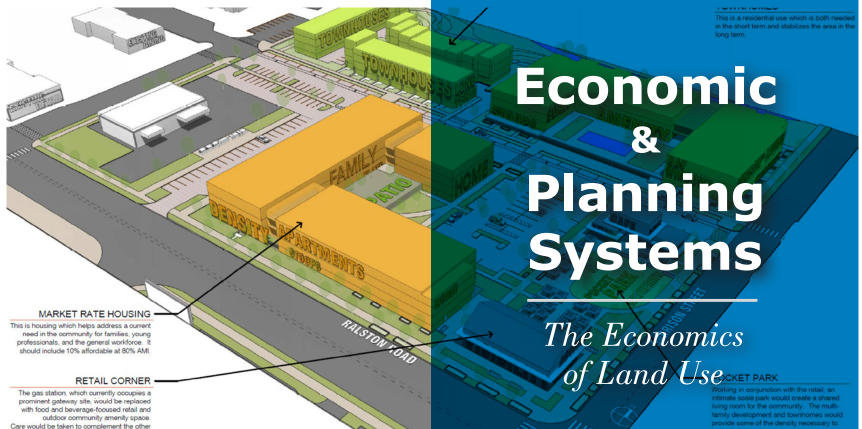
Urban Renewal and Public Private Partnership Advisory Services

Arvada, Colorado



Project Description

EPS has provided urban renewal and public private partnership (P3) advisory services to the Arvada Urban Renewal Authority since 2019. EPS has worked closely with URA staff to evaluate the need for public investment for a variety of development types. A large portion of this work has been as a third-party analyst providing analysis and recommendations relating to requests for tax increment financing (TIF) submitted by private sector developers. EPS has also helped the URA structure redevelopment agreements and a range of incentive packages provided to individual projects. Specific analysis completed for the URA include the following:

- **Residences at Olde Town Station (1/20-8/20) –** The project included a 4-story 128-room hotel and a 6-story 252-unit multifamily development. The project received discounted land contribution, property tax increment, and sales tax increment. EPS helped evaluate and structure the terms of the redevelopment agreement and outlined a Lookback Agreement to insure that at stabilization the level of TIF investment was appropriate.
- **Ralston Creek (2/20-5/21) –** A mixed-use project that includes 185 multifamily units and 5,500 square feet of commercial development. Project required TIF in order to structured parking, improved façade improvements, and locally oriented commercial development. EPS evaluated the performance of the project with and without TIF and provided recommendations to staff and the board related to the appropriate level of public investment.
- **Tabernacle Church (7/22-10/22) –** A proposed redevelopment of an existing church. Contemplated to included nearly 9,000 square feet of new commercial space. Project required TIF in order to support additional costs associated with the historic renovation of the existing building.
- **Ralston Cottages (12/20-1/21) –** Project includes 64 units of small lot single family and townhome units. Anticipated pricing ranges from $300,000 to $425,000 per unit with a goal of being affordable for local families. URA investment is required in order to support additional site costs and unique unit mix. While this project is ongoing, EPS continues to work closely with URA staff and the developer to move the project forward.

Economic & Planning Systems

The Economics of Land Use

Client
Arvada Urban Renewal Authority

Timeframe
9/2019 – present

Deliverables
- Developer financial qualifications
- Market values and absorption forecasts
- Financial pro forma (But-for analysis)
- Public investment needs determination
- Impacts on other taxing entities

References
Maureen Phair
Executive Director
720 898 7062
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www.epsys.com

Denver Oakland
Los Angeles Sacramento

Encore Condos and Town Parking Garage Public Private Partnership

Castle Rock, Colorado

Economic & Planning Systems

The Economics of Land Use

Project Description

Like many municipalities, the Town of Castle Rock – in the greater Denver Metro Area – is balancing a desire to densify and add vibrancy to its downtown while also maintaining adequate parking infrastructure given both real and perceived parking needs. This proposed mixed-use development includes for-sale residential condominiums, office space, and ground floor retail with three levels of parking totaling 500 spaces. The parking component includes 300 public parking spaces for Town Hall and downtown area patrons, as well at 200 spaces for the project tenants and residents. The public parking component will be owned by the Town through a lease purchase contract and financed by sales and property tax increment and a special improvement district that will raise additional property tax revenue. The Town will also contribute a portion of the property tax increment to the developer to help subsidize the structured parking.

- EPS evaluated the market and financial feasibility of the public private partnership including: supportable land and market values used for the property tax and sales tax estimates; price and absorption assumptions used in the development pro forma; and a "but for" analysis determining the public investment required for the project to be feasible and achieve a reasonable rate of return.
- Estimated future public finance revenues associated with the project and performed a sensitivity analysis on these estimates, assessing the likelihood that public finance revenues will be able to service the Town's debt obligations for building the public garage.
- Assisted in the development negotiations and helped the Town and developer to decide how to best structure the financial risks and reward for the project.
- The project was completed in late 2021.

Client
Town of Castle Rock, Colorado

Timeframe
6/2017-11/2017

Deliverables
- Draft RFQ/RFP
- Evaluation of developer proposals
- Development partnership structure
- Financing evaluation and gap financing

Client Reference
David Corliss
Town Manager
303 660 1374
DCorliss@crgov.com

www.epsys.com

Denver Oakland
Los Angeles Sacramento

Economic and Real Estate On-Call Services

Wheat Ridge, Colorado

Project Description

EPS has provided on-call economic and real estate consulting services to the City of Wheat Ridge and the Wheat Ridge Urban Renewal Authority since 2015. The majority of the work completed by EPS has been as a third-party analyst providing analysis and recommendations relating to requests for tax increment financing submitted by private sector developers.

Specific analysis has included market readiness recommendations, feasibility analysis, and “but-for” analysis that evaluated specific projects with and without public funding. EPS provided support during internal staff meetings, meetings with applicants, and presentations to the Wheat Ridge Urban Renewal Authority Board and City Council. Specific TIF Economic Analyses completed for the City and the URA include the following:

- **Prospect Park Apartments –** The conversion of Howard Johnson Motel into 97 workforce apartments with studio, 1-, and 2-bedroom units. Judy Townhomes – The redevelopment of a 2.7-acre site at the northwest corner of West 38th Avenue and Eaton Street with 55 townhomes.
- **Clear Creek Crossing –** Proposal to develop roughly 85 acres with a 250-unit apartment project, entertainment facilities, restaurants, two hotels, and a 25-acre office complex.
- **Applewood Village –** Proposal to redevelop a vacant portion of the Applewood Village shopping center with a mix of retailers totaling 126,000 square feet.
- **WestEnd 38 –** One of the first integrated mixed-used projects in the city, consisting of street oriented-retail, multifamily residential rental units, as well as structured and surface parking.
- **Fruitdale –** Redevelopment of the historic Fruitdale school to a 16-unit, multifamily project.
- **Swiss Flower Shop** –Proposal to redevelop a local family-owned business with additional retail and maker space.
- **Hacienda –** Proposal to develop a new Hacienda Colorado within an aging shopping center.
- **TRAX Multifamily –** Proposal to develop a 207-unit apartment within the Ward Road Station area.
- **Ridge House –** Proposal to develop a 140-unit age restricted apartment project near the intersection of 44th Avenue and Wadsworth Boulevard.

Client
City of Wheat Ridge

Wheat Ridge Urban Renewal Authority

Timeframe
9/2015 – present

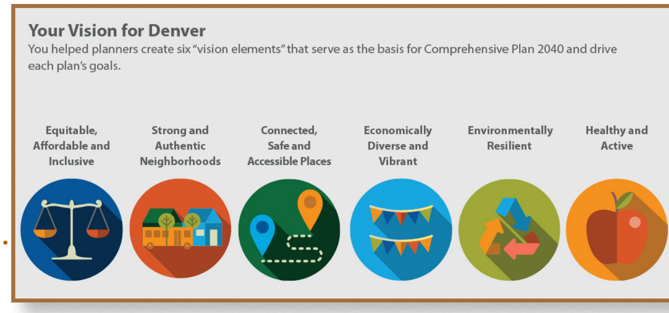
References
Steve Art
Economic Development & Urban Renewal Manager
City of Wheat Ridge
303 235 2806
sart@ci.wheatridge.co.us

www.epsys.com

Denver Oakland
Los Angeles Sacramento

Denver Urban Renewal Authority Strategic Plan

Denver, Colorado



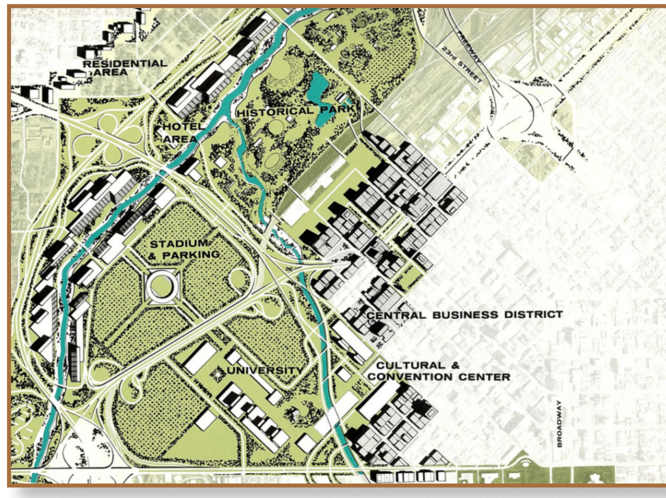
Project Description

EPS was retained by Denver Urban Renewal Authority (DURA) to provide a 20-year Strategic Plan, coupled with a 5-year Business Plan. The challenges facing the organization include the need for better alignment between adopted values and the criteria used by the Board and staff to approve new Urban Renewal districts. In addition, the organization is seeking clarity on how to improve the effectiveness of its primary programs, which include Redevelopment, Tax Increment Financing, and Housing Rehabilitation.

EPS with its subcontractors completed a Strategic Plan and Business Plan, with an emphasis on defining values and using those values to drive programming priorities. EPS evaluated the organization's financial performance, with 20-year lookback as well as a 20-year forecast, and using this financial base, modeled growth scenarios to enable the agency to understand operating costs and revenue requirements. Financial autonomy has been a central goal of the organization and the forecasting analysis has provided targets for fiscal solvency. EPS also evaluated the cost effectiveness of different programs and developed recommendations for ways the organization could direct its funding to achieve greater impact.

The project included research of other agencies across the country and a development of best practices, with an emphasis on equity. These examples have been used to broaden Board perspective and identify new programs with a greater emphasis on commercial investment. EPS has drawn from these examples to establish criteria for approving future redevelopment projects, and included references to the City and County of Denver's Comprehensive Plan to better integrate the resources of both agencies to achieve targeted results for economic development.

- EPS's analysis has served as a baseline for creating a new mission, vision, and set of objectives for DURA. The unifying element throughout the plan has been the definition of values, which has driven the balance of elements.



- The project included extensive interaction with Board members and larger community stakeholders to ensure that the technical analysis and forthcoming plans align with Board direction.

Deliverables

- Economic development strategic planning
- Alternative financing approaches/tools
- Long range funding forecasts/capacities
- Comparable community financing incentives

Reference

Tracy Huggins, Executive Director, Denver Urban Renewal Authority (DURA)
1555 California St #200, Denver, CO 80202
303 534 3872 | thuggins@renewdenver.org

Economic & Planning Systems
The Economics of Land Use

epsys.com | Denver Los Angeles Oakland Sacramento

Andrew Knudtsen, CCIM

Managing Principal

Education

Bachelors of Environmental Design, Summa Cum Laude
University of Colorado

Employment History

20 Years with EPS

25 Years Experience

Affiliations

CCIM – Certified Commercial Investment Manager; Certificate No.: 18731

ULI – Member of the Explorers Committee

State of Colorado Governor's Blue Ribbon Affordable Housing Panel

Publications

"Urban-Suburbia", Urban Land, October 2008.

Speaking Engagements

Rail-Volution "Feasibility Evaluation of Joint Venture Development" Vancouver, BC

Rail-Volution "Value Capture for the Rest of US" Seattle, WA

Appraisal Institute "Transit Oriented Development: Value Capture and Market Positioning" San Diego, CA

Urban Land Institute "Quantifying Sustainability" Washington, D.C.

Sonoran Institute Summit "Real Estate Premiums and Sustainable Development Trends" Bozeman, MT

Andrew Knudtsen, CCIM, is a planner and economist with 25 years of experience addressing real estate development opportunities for strategic planning and advisory services. His experience includes a number of large scale policy and strategy plans for public sector clients. He leads teams that integrate technical work with policy formation to provide direction to city councils, transit authority boards, housing authorities, and urban renewal authorities. His policy direction is based on a depth of technical work, including public finance strategies, economic feasibility analysis, market trend evaluation, fiscal and economic impact, affordable housing needs analyses, and strategy development. Andrew is particularly focused on urban revitalization and ways to leverage resources across jurisdictional boundaries to enable public and private sectors to transform cities.

SELECTED PROJECT MANAGEMENT EXPERIENCE

- Wheat Ridge URA Economic and Real Estate On-Call Services | Wheat Ridge, CO
- On-Call Colorado Springs URA Support Services | Colorado Springs, CO
- On-Call Brighton Urban Renewal Authority Manufacturing Plant | Brighton, CO
- Longmont 1st and Main Tod Redevelopment Node | Longmont, CO
- 6th Street Corridor Master Plan Economic and Financing Assessment | Glenwood Springs, CO
- Vail Civic Area Financing Plan and Fiscal Impact Analysis | Vail, CO
- Denver Urban Renewal Authority Renew Denver Strategic Plan | Denver, CO
- Pueblo Manufacturing Facility TIF Study | Pueblo County, CO
- URA On Call Services including "But For" Evaluation and TIF Review for Multiple Sites | Lafayette, CO
- Fan Fare Redevelopment Market Study | Aurora, CO
- Denver Urban Renewal Authority Feasibility Modeling-Denargo Redevelopment | Denver, CO
- Highway 42 Urban Renewal Authority Analysis | Louisville, CO

EPS
Economic & Planning Systems, Inc.
The Economics of Land Use
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aknudtsen@epsdenver.com

Sarah Dunmire

Senior Associate

Sarah joined EPS in 2017, bringing her academic and professional experience in planning and economics. She brings experience in all phases of urban renewal planning including blight studies, plan development, county and other taxing district impact reports, and TIF "but for" financial analyses. Additionally, through her time as an Economic Analysis Program Assistant for Penn State Extension, Community and Economic Development she learned skills of economic development, strategic planning, and facilitation. She has a passion for community and economic development, affordable housing, and sustainability.

Education

Masters of Urban and Regional Planning at the University of Colorado Denver

BS in Community, Environment, and Development; Minors in Economics and Communication Arts and Sciences—The Pennsylvania State University, 2015

Employment History

9 Years Experience

6 Years with EPS

Affiliations

Urban Land Institute

SELECTED PROJECT EXPERIENCE

- Wheat Ridge URA Economic and Real Estate On-Call Services | Wheat Ridge, CO
- Fort Collins URA Support Services On-Call | Fort Collins, CO
- On-Call Colorado Springs URA Support Services | Colorado Springs, CO
- On-Call Brighton Urban Renewal Authority Manufacturing Plant | Brighton, CO
- Lafayette URA Support Services | Lafayette, CO
- Urban Renewal Advisory Services | Northglenn, CO
- 44th Avenue Subarea Plan | Wheat Ridge, CO
- Ward Road and I-70 Subarea Plan | Wheat Ridge, CO
- North College MAX BRT TOD Plan | Fort Collins, CO
- Mulberry Corridor Annexation Fiscal Analysis and Model | Fort Collins, CO
- Mesa County 29 Road Interchange PEL Market and Economic Impact Study | Colorado
- Farmington MRA Plan Update | Farmington, NM
- SA Tomorrow Comprehensive Plan | San Antonio, TX
- Founders Village Property Tax Sensitivity Analysis | Castle Rock, CO
- Zoning Feasibility Analysis | State College, PA

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	Totals	
	Low Est.	High Est.
Formulate a Vision	$5,000	$7,500
Revenue Generation Forecasts	$8,000	$10,000
Sources and Uses Modeling	$5,000	$5,000
Optional Urban Design (subconsultant)	$15,000	17,500
Subtotal Phase I	**$33,000**	**$40,000**
Conditions Analysis	$8,000	$10,000
URA Plan	$5,000	7,500
Garfield County Impact Report	$8,000	10,000
Subtotal Phase II	**$21,000**	**$27,500**
Financial Evaluation	$17,500	$22,500
Regional Taxing Entities Discussions	T&M	T&M
Clock Initiation	$1,500	2,500
Amended County Impact Report	$1,500	2,500
Subtotal Phase III	**$20,500**	**$27,500**
Travel	$1,250	$1,250
Data Acquisition	$500	$500
Total Misc.	$1,750	$1,750
TOTAL COST	**$76,250**	**$96,750**

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item:	URA Next Steps
Action Requested:	Give Staff direction on URA expansion and consistent meeting schedule.
Department:	Economic and Community Development
Presented By:	
Strategic Goals:	
Background Info:	NA
Issues:	NA
Fiscal Impact:	NA
Legal Review:	
Staff Recommendation:	

City Council
STAFF REPORT
City of Glenwood Springs
June 22, 2023

Agenda Item: Adjournment

Action Requested:

Department: City Clerk

Presented By:

Strategic Goals:

Background Info:

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation: