



AGENDA
CITY OF GLENWOOD SPRINGS
REGULAR CITY COUNCIL MEETING
NOVEMBER 20, 2025
101 W. 8TH STREET
6:15 p.m.

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 City Council.

ATTENTION: To ensure your written comments are included in the City Council packet, public comments must be received by 4 p.m. on the day before City Council meetings. Comments may be submitted to ryan.muse@cogs.us. Written comments may be submitted after this deadline and will be shared via email to City Council but are not guaranteed to make it into the meeting packet. Submit comments at any time directly to City Council via email at citycouncil@cogs.us.

WORK SESSION

3:00	Excessive Alarm Discussion	Information/Discussion
3:20	Transportation Demand Management with Clean Energy Economy for the Region (CLEER)	Information/Discussion
4:00	South Bridge Design Features	Information/Discussion
4:30	Tourism Promotion Contract	Information/Discussion
5:00	Break to get dinner	
5:15	Future Agenda Items	Information/Discussion
5:30	Speed Camera Update	Information/Discussion
5:45	Council Logo Wear	Information/Discussion

ZOOM INSTRUCTIONS

When: Nov 20, 2025 06:00 PM Mountain Time (US and Canada)
Join from PC, Mac, iPad, or Android: <https://us02web.zoom.us/j/84667106774?pwd=wX40acZLEZ5lfp1WTTWwVSX3OtcIv.1>
Passcode:215312
Join via audio: +1 719 359 4580 US
Webinar ID: 846 6710 6774

REGULAR SESSION

1. Roll Call
2. Agenda Changes
3. Disclosure of Any Councilor Conflicts of Interest
4. Citizens Appearing Before Council and Council Response(for items not on the Agenda-comments limited to 3 minutes)
5. Council Announcements
6. Consent Agenda Discussion and/or Action
 - A. Award Request for Qualification 2025-37Q Mel Rey Road Pressure Reducing Vault
 - B. Resolution 2025-29; Police Department Fees
 - C. Resolution 2025-28; Setting Lodging Tax Spending Policy
 - D. VALE Board Reappointment: Christopher Sharrow
 - E. November 6, 2025 Council Minutes

ACTIONS AND/OR PRESENTATIONS

- | | |
|--|--------------------------|
| 7. Ordinance 2025-30; Amending Title 020 to Combine the Housing Commission and Workforce Housing Financial Advisory Board | Discussion and/or Action |
| 8. Ordinance 2025-36; Code Amendment Regarding Restaurant Drive-Through Use in the Resort (RE) Zoning District | Discussion and/or Action |
| 9. Ordinance 2025-26; Consideration of a Code Amendment Application Regarding Fire and Emergency Services and Police Impact Fees | Discussion and/or Action |
| 10. Ordinance 2025-31; Emergency Medical Service Call Fees | Discussion and/or Action |
| 11. Ordinance 2025-32; Excessive Alarms | Discussion and/or Action |
| 12. Ordinance 2025-29; Centennial Park Alcohol Prohibition | Discussion and/or Action |
| 13. Ordinance 2025-35; Designation of Parks | Discussion and/or Action |
| 14. Ordinance 2025-33; Fixing and Certifying Mill Levy for General Improvement District | Discussion and/or Action |
| 15. Ordinance 2025-34; Fixing and Certifying Mill Levy for the City | Discussion and/or Action |
| 16. Council Comments | |
| 17. Report from City Administration | |
| A. City Manager | |
| B. City Attorney | |
| C. Correspondence Incoming/Outgoing | |
| 18. Social Event Announcement | Information |
| 19. Executive Session | Discussion and/or Action |
- Pursuant to C.R.S. § 24-6-402 (4)(b) to receive legal advice on specific legal questions regarding Shoshone Water Plant.*
20. Adjournment

View the City of Glenwood Springs Accessibility Policy at cogs.us/ADA. - Ver el Póliza de Accesibilidad de la Ciudad de Glenwood Springs en www.cogs.us/ADA



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Excessive Alarm Discussion
Action Requested:	Adoption of policy and fees
Department:	Police Department
Presented By:	Joseph Deras
Strategic Goals:	Ensure Public Safety
Background Info:	Public safety has determined there are significant calls for service related to a variety of alarms. The overwhelming data indicates these are often false. These responses are time-consuming and deplete resources to investigate the source of the alarm leaving our staff unavailable for legitimate calls for service.
Issues:	We understand that false alarms happen from time to time and are prepared to absorb some of these calls. However, in a few instances these calls are unnecessarily frequent. In those cases we are seeking to recover costs, which has acted as an incentive in other communities for residents and businesses to fix the root problem causing repeated false alarms.
Fiscal Impact:	Nominal revenue in the event frequent false alarms continue to occur.
Legal Review:	Legal drafted the ordinance.
Staff Recommendation:	Staff supports this policy and related fees.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Transportation Demand Management with Clean Energy Economy for the Region (CLEER)

Action Requested: NA

Department: Engineering

Presented By: Steve Boyd, Lee Barger

Strategic Goals: Protect and Preserve our Quality of Life

Background Info: The City has been working to implement a transportation demand management program regionally. CLEER is our partner and this is an update of progress and next steps.

Issues: NA

Fiscal Impact: Unknown at this time.

Legal Review: NA

Staff Recommendation: NA

Pilot Colorado River Roaring Fork Valley Transportation Management Organization (TMO)

November 2025 Update



Agenda

- **Project background & advisory committee**
- Two Rivers Connect pilot programming
- Program results
- Next steps



What is a TMO?

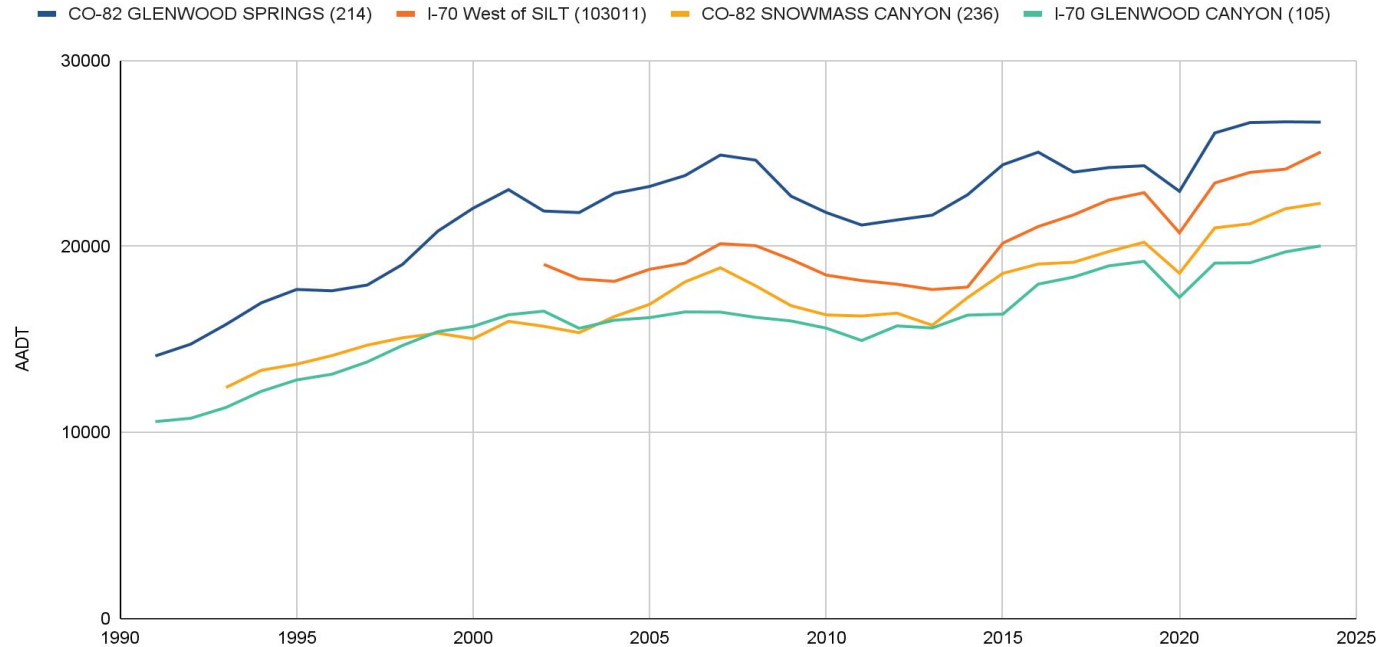
Transportation Management Organisations (TMOs) work directly with employers, the business community, and civic groups in partnership with local governments and transit agencies to provide support, incentives, and practical options that **help people choose alternatives to driving alone**, such as biking, walking, carpooling, remote work or using public transportation.

Project Background



Traffic growth is a region-wide challenge

Average Annual Daily Traffic (AADT)



Project Elements

- **Two Rivers Connect** summer pilot and ongoing programs through 2025/26
 - Guided by advisory committee
 - Employer outreach
- Increase **broader understanding of data trends**
- **Create enduring program**
 - Feedback from pilot programs
 - Determine longer term programs, approaches, structure and funding



Advisory Committee



COLORADO

Department of Transportation



GLENWOOD
SPRINGS
COLORADO



GLENWOOD
SPRINGS
CHAMBER RESORT
ASSOCIATION



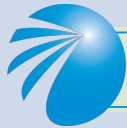
CARBONDALE
CHAMBER & TOURISM



Serving Communities on the Colorado River



Economic
Development
Partnership



GARFIELD
CLEAN ENERGY

Members



Garfield County



Agenda

- Project background & advisory committee
- **Two Rivers Connect pilot programming**
- Program results
- Next steps



TWO
RIVERS
CONNECT



RESIDENTS & VISITORS IN THE COLORADO RIVER & ROARING FORK VALLEYS:

HOW DO YOU GET AROUND?

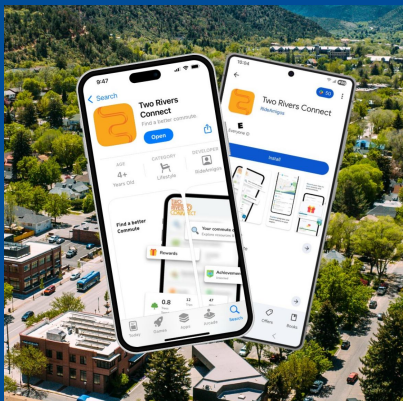
On average, **29,375** vehicles drove through Glenwood Springs **every day** in June 2025—a record high. Let's see what we can do about that!

JOIN US IN FINDING A NEW WAY TO ROLL THIS AUGUST

LOG TRIPS
FIND RIDES
EARN PRIZES

Here's how to get involved:

1. **Sign up** for Two Rivers Connect
2. **Download** the app starting on 8/4
3. **Try** a new way to roll and **track** your miles—*bike, walk, bus, carpool, vanpool, or remote work*
4. **Connect** with a carpool as a rider or driver
5. **Earn prizes**—*e-bikes, lift tickets, gift cards & more*



TWO
RIVERS
CONNECT



RESIDENTES Y VISITANTES DEL RIO COLORADO Y EL VALLE DEL ROARING FORK:

¿COMO TE DESPLAZAS?

Un promedio de **29,375** vehículos circularon cada día en el mes de Junio del 2025 por Glenwood Springs, una cifra récord! ¡Veamos qué podemos hacer al respecto!

ÚNETE A NOSOTROS PARA ENCONTRAR UNA FORMA NUEVA DE DESPLAZARTE ESTE AGOSTO

Aquí le indicamos como participar:

1. **Regístrese** con Two Rivers Connect
2. **Descargue** la aplicación a partir del 8/4
3. **Prueba** una forma nueva de desplazarte y **rastrea** tus millas—Bicicleta, caminando, autobús, transporte colectivo, o trabajo a distancia.
4. **Conéctate** con un viaje compartido como pasajero o conductor
5. **Gana premios:** bicicletas eléctricas, boletos de ascensor, tarjetas de regalo y más



REGISTRA Y
BUSCA TUS VIAJES
GANA PREMIOS



Employer Networks

Valley View Hospital

City of Glenwood Springs

Roaring Fork School District
(RFSD)

Garfield County Libraries

Colorado Mountain College

CMC Rifle

CORE

Holy Cross Energy

Western Colorado Alliance

City of Aspen

CLEER

Aspen One

Aspen School District

REI

Downtowner

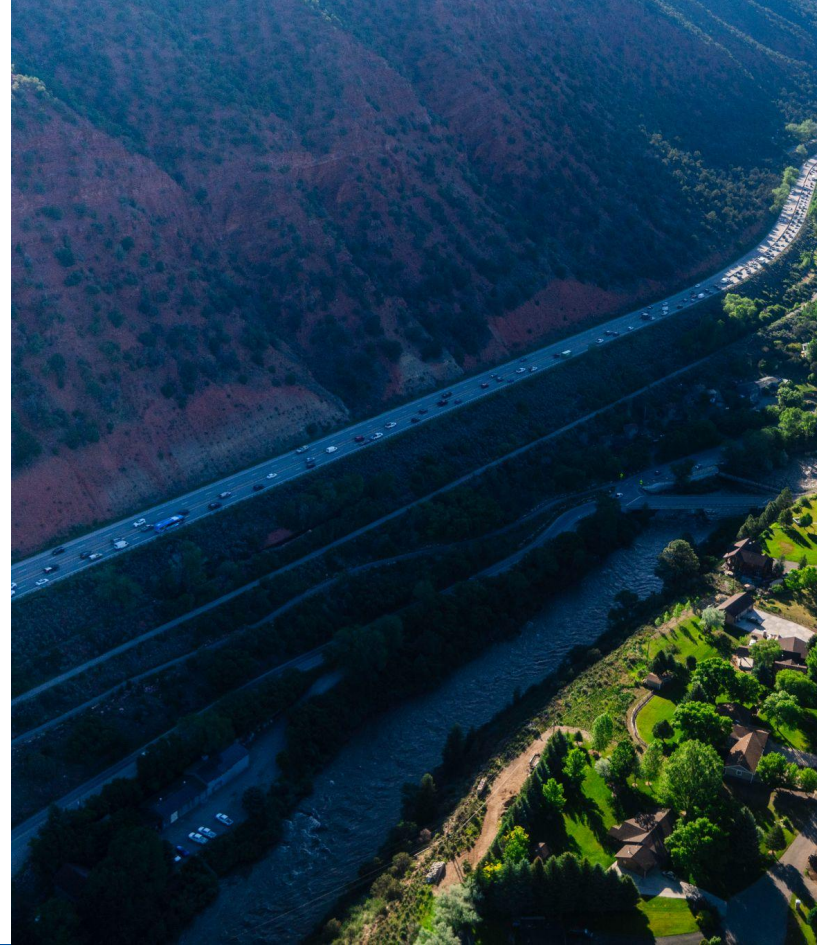
ACES

Aspen Valley Health

WE-Cycle

RFTA

Pitkin County



Prizes



TACAW



Agenda

- Project background & advisory committee
- Two Rivers Connect pilot programming
- **Program results**
- Next steps



August

PARTICIPANTS

257

 **633**
MEMBERS



5.1k

ALTERNATIVE TRIPS

Numerous & varied
high-value prizes (30)



47,713.1 mi

ALTERNATIVE DISTANCE

Intense & active marketing
campaign (\$10,000 + *staff time; media*)



14.4 tons

CO2 REDUCED

Focus on employer
engagement



\$18k

MONEY SAVED

Strong regional
collaboration

2 full-time staff, 2 interns

October

PARTICIPANTS

83

 **708**
MEMBERS



2k

ALTERNATIVE TRIPS

6 prizes



18,214.6 mi

ALTERNATIVE DISTANCE

\$0 on marketing
(*social media, e-blasts + limited staff time*)



6.1 tons

CO2 REDUCED

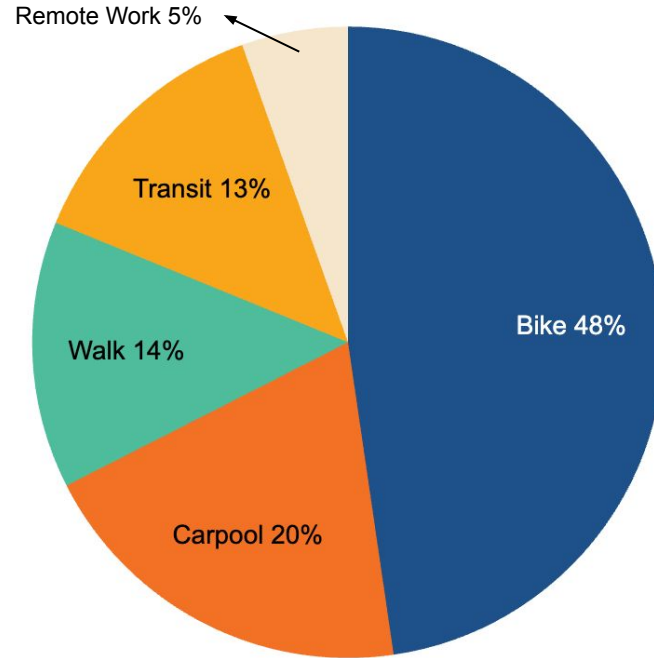
One part-time
staff



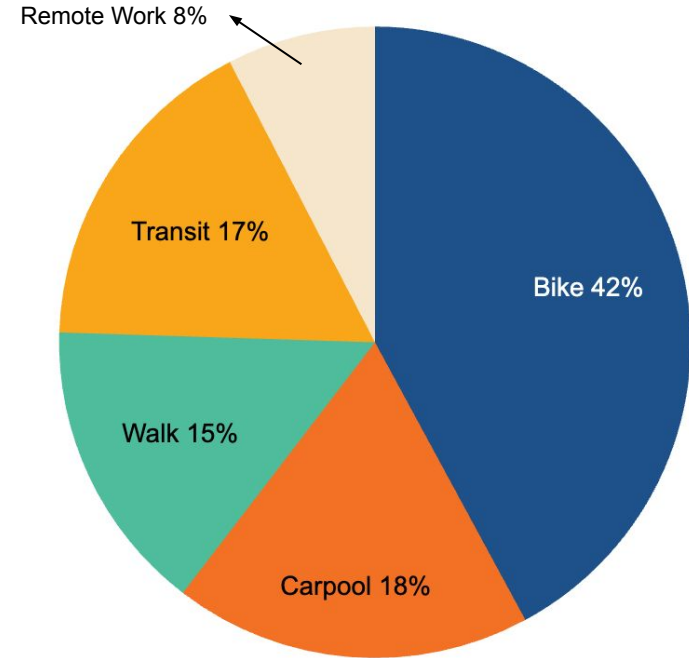
\$9.8k

MONEY SAVED

Trips Types (August)

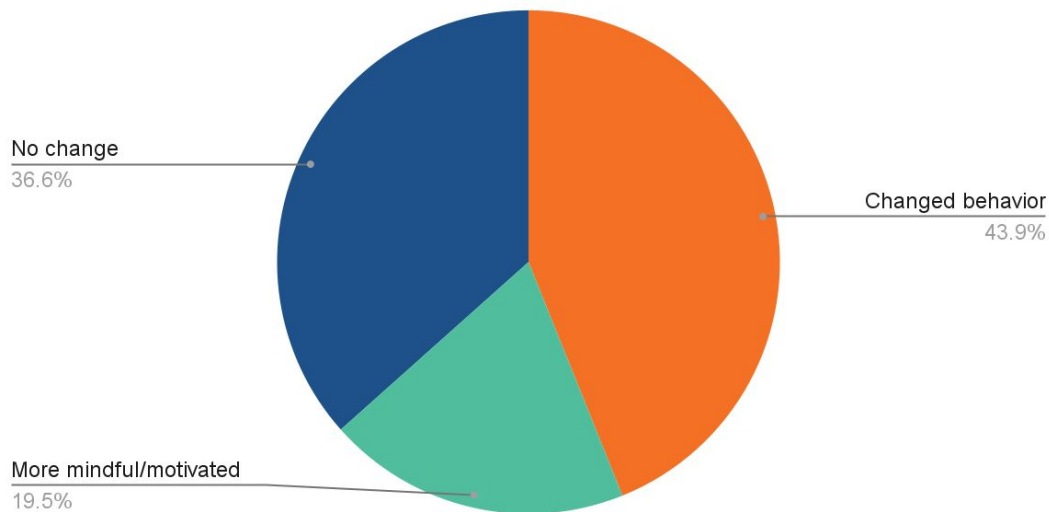


Trips Types (October)



Participant Feedback (August)

How has your participation in Two Rivers Connect changed how you get around?



“I can’t believe I saved \$100 in gas! It makes me feel so good that I’m doing good for my body, the environment, my pocket, and my job’s parking lot!”

– *Two Rivers Connect August Participant*



“I have carpooled quite a bit more and actually made it a habit!

I’ve been carpooling with [my coworker] and it’s been a lot of fun just to talk and catch up.”

– *Two Rivers Connect August Participant*



“I live in Glenwood and for trips further than Carbondale or New Castle I used to always take my car but now I check to see if a bus will work first for my agenda that trip.”

– *Two Rivers Connect August Participant*

Image Credit: RFTA



Pilot Programs

Lessons Learned

- Strong interest and community support
- High potential for long-term success
- Marketing and outreach are effective and necessary
- Employers can have significant influence on commuter behavior and program engagement

Questions & Gaps

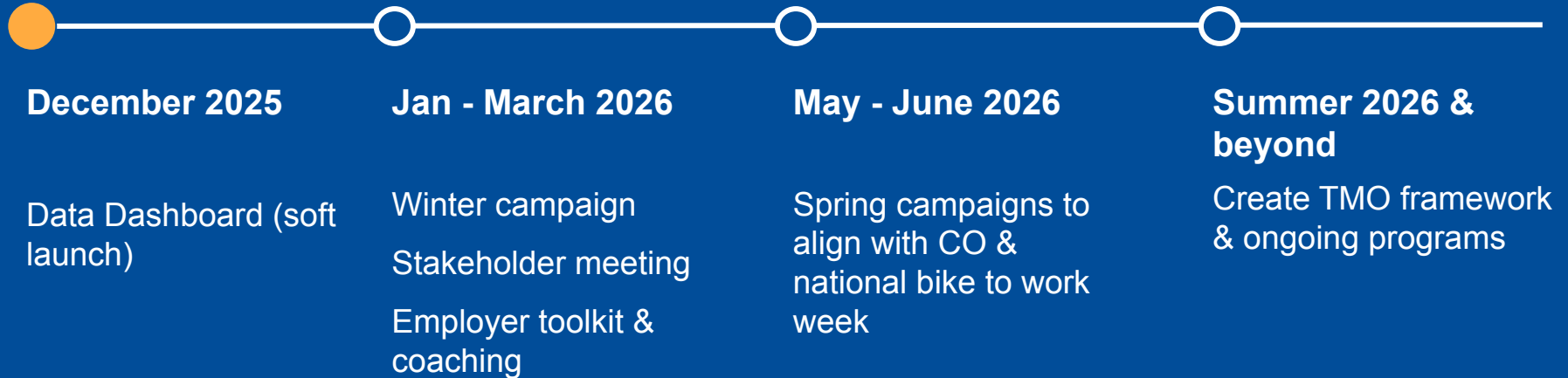
- Are we changing behaviour or capturing what is already happening?
- Long-term behavior change will require stronger support systems.
 - *Guaranteed ride home program*

Agenda

- Project background & advisory committee
- Two Rivers Connect pilot programming
- Program results
- **Next steps**



Budget for TMO Programming



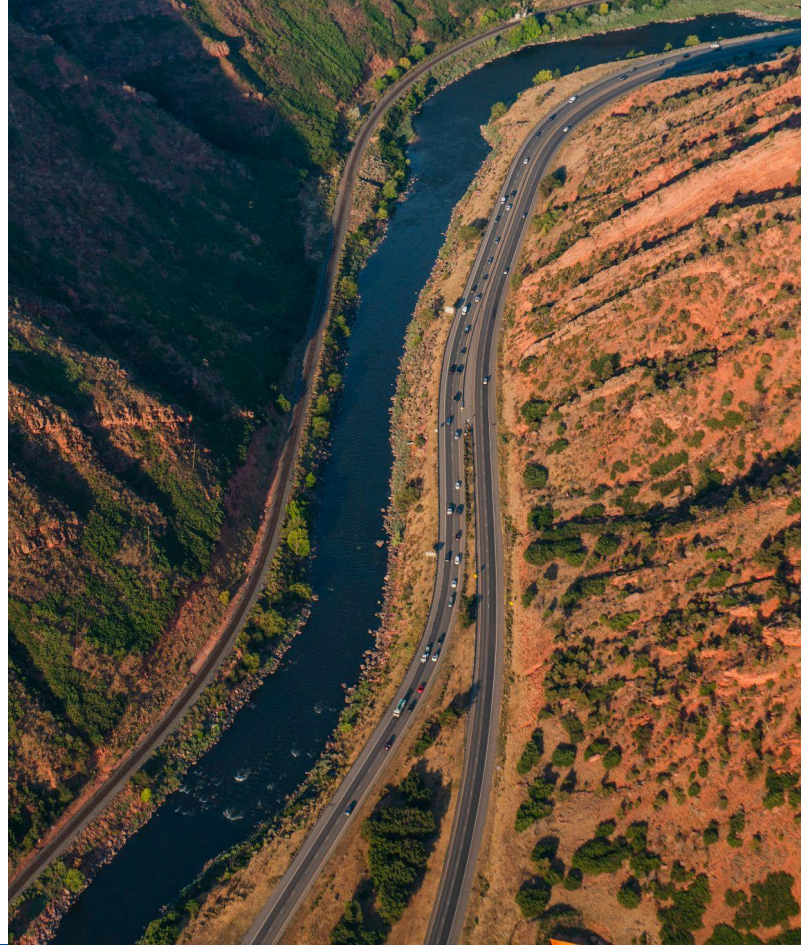
Long Term Funding Sources

Funding Sources

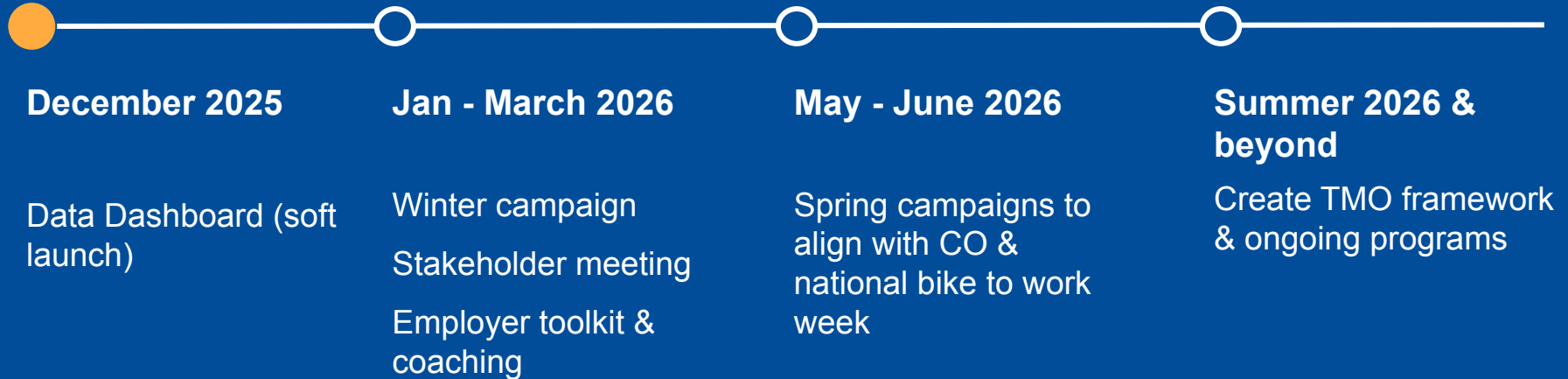
- Federal Grants
- State Grants
- Local Government Funding
- Employer membership
- Sponsorship

Sponsorship Sources

- Employer sponsorship
- Prize Donations



Next Steps



Thank You & Questions



Dova Castañeda Zilly

dova@cleanenergyeconomy.net

Emily Williams

emily@cleanenergyeconomy.net

Lee Barger

lee.barger@cogs.us



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	South Bridge Design Features
Action Requested:	NA
Department:	Engineering
Presented By:	Ryan Gordon
Strategic Goals:	Provide Efficient and Responsive City Government Preserve and Improve Infrastructure Protect and Preserve our Quality of Life Ensure Public Safety
Background Info:	Engineering will provide a detailed presentation on the intersections and major elements associated with South Bridge project.
Issues:	NA
Fiscal Impact:	NA
Legal Review:	NA
Staff Recommendation:	NA

South Bridge Update

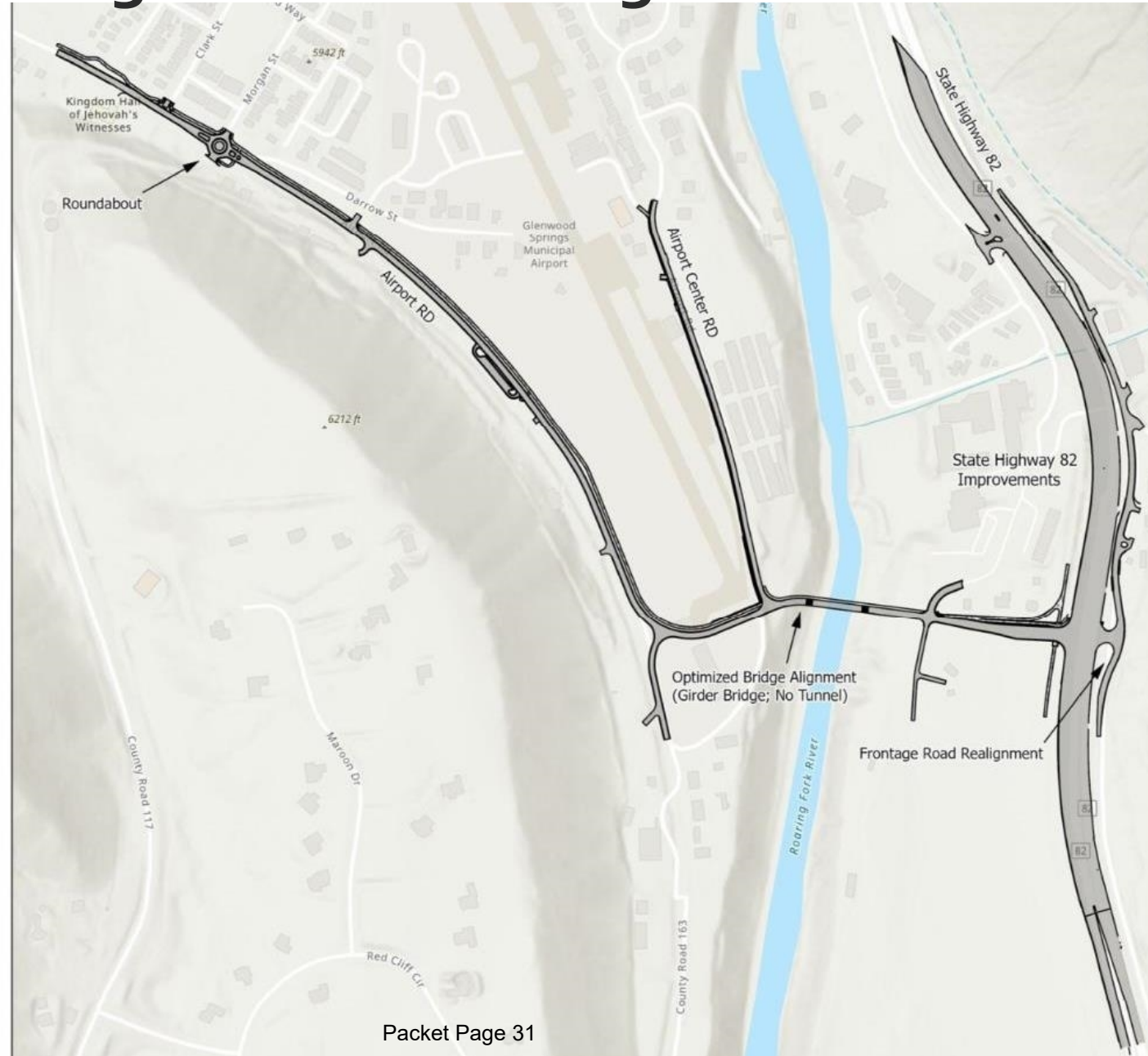


Ryan Gordon, PE; City Engineer

November 20, 2025

Matt Langhorst, PE; Public Works Director

South Bridge – Current Design



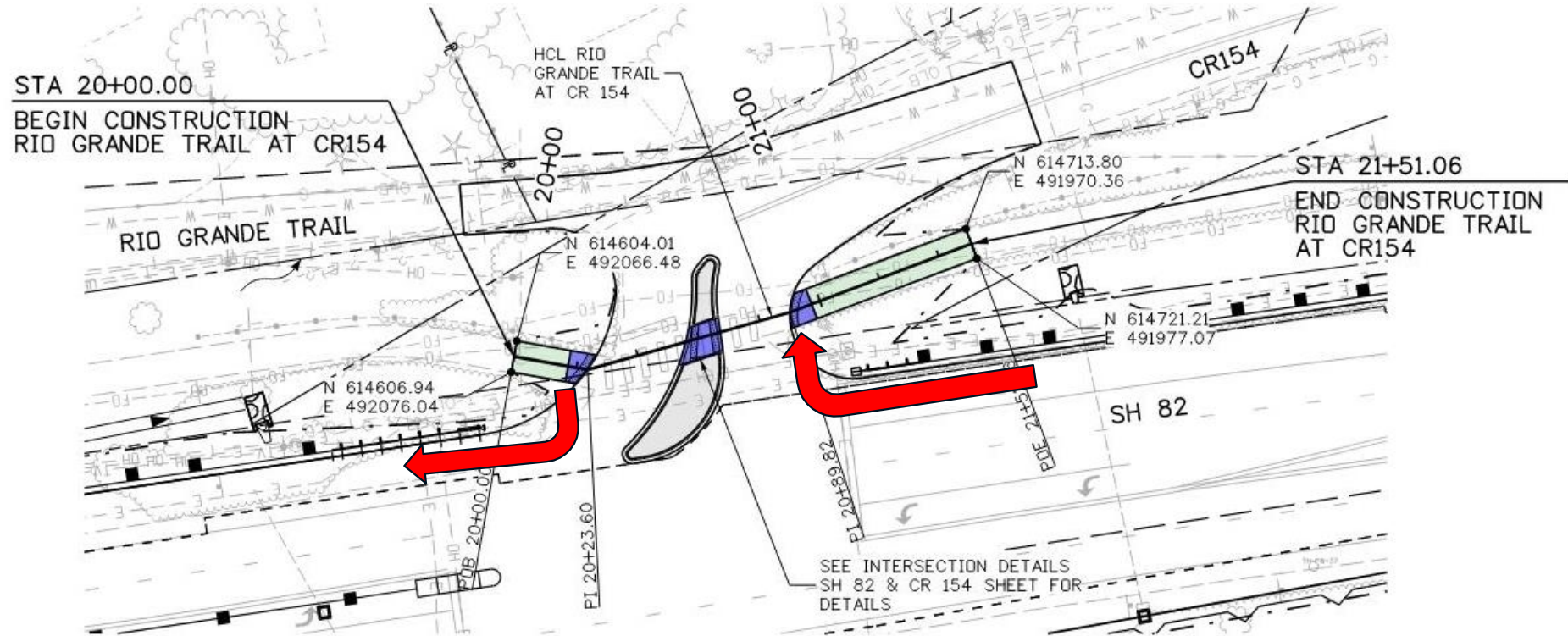
South Bridge – Current Design

❧ Major Changes

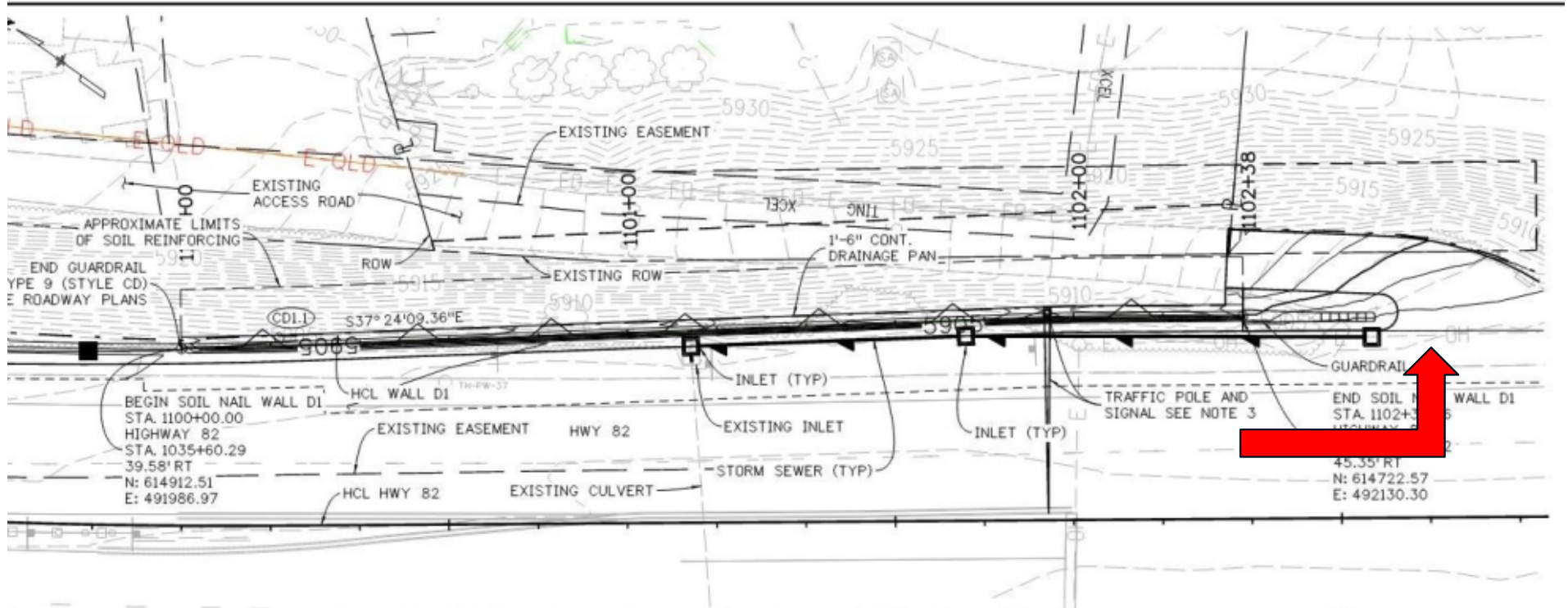
- ❧ Removal of tunnel under airport runway
- ❧ Change bridge from concrete segmented bridge to steel girder bridge
- ❧ Lower elevation of roadways at Holy Cross/Jackson Ranch intersection
- ❧ Removal of concrete sidewalk from south side of project
- ❧ Keep signal at CR 154/Hwy 82
- ❧ Eliminate/simplify frontage road access to homes across from CR154



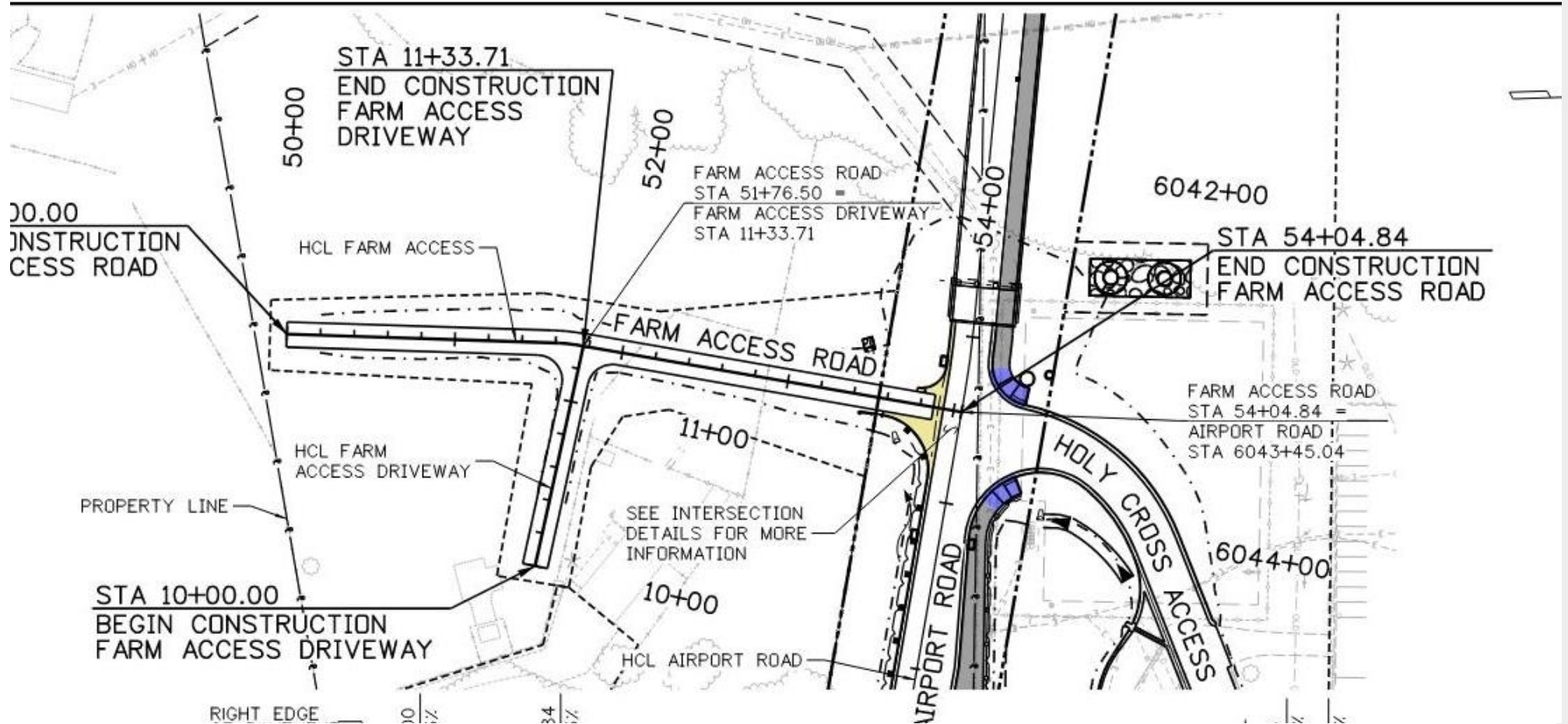
South Bridge –CR 154 Intersection – Western Side



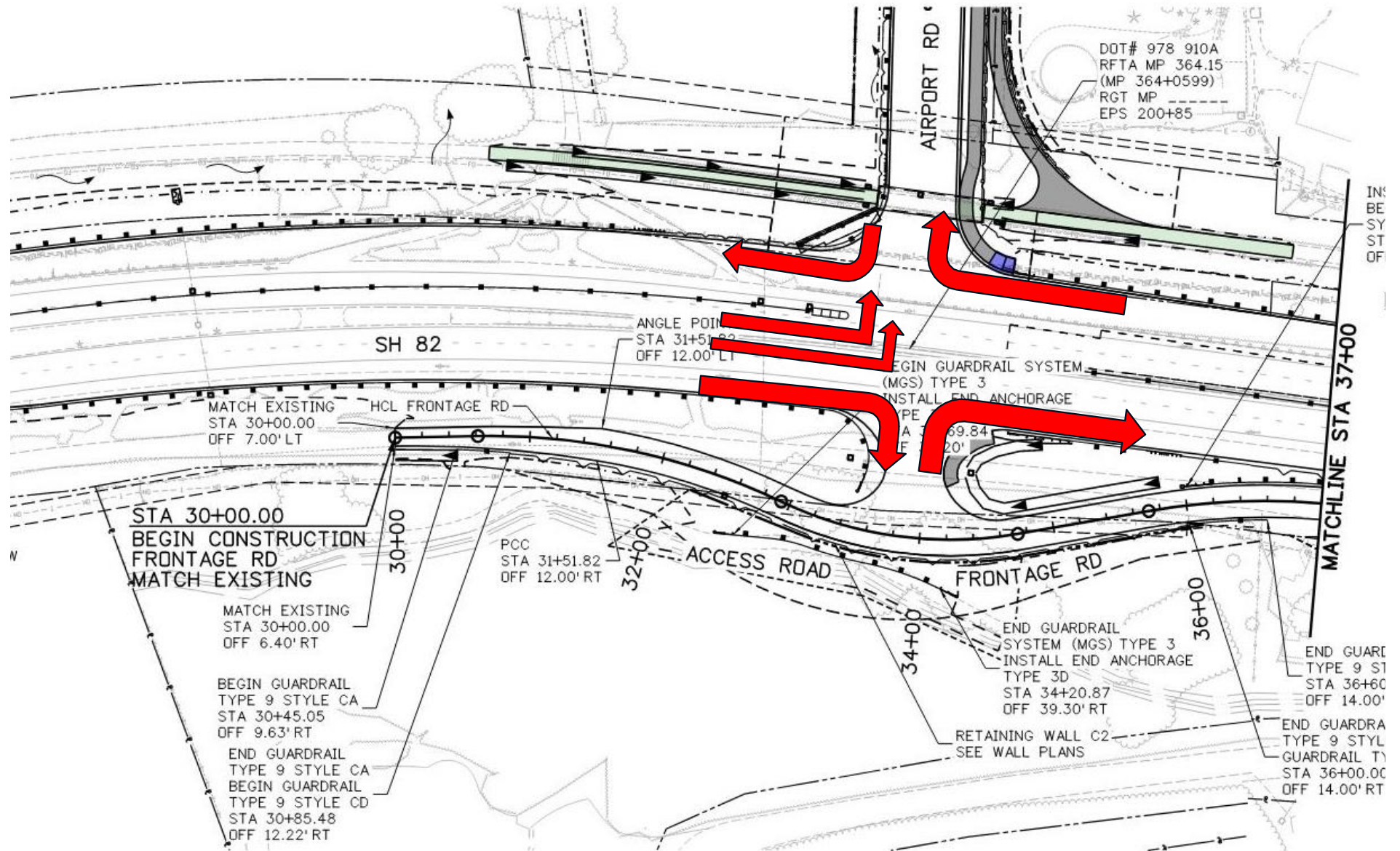
South Bridge –CR 154 Intersection – Eastern Side



South Bridge –Jackson Ranch Intersection

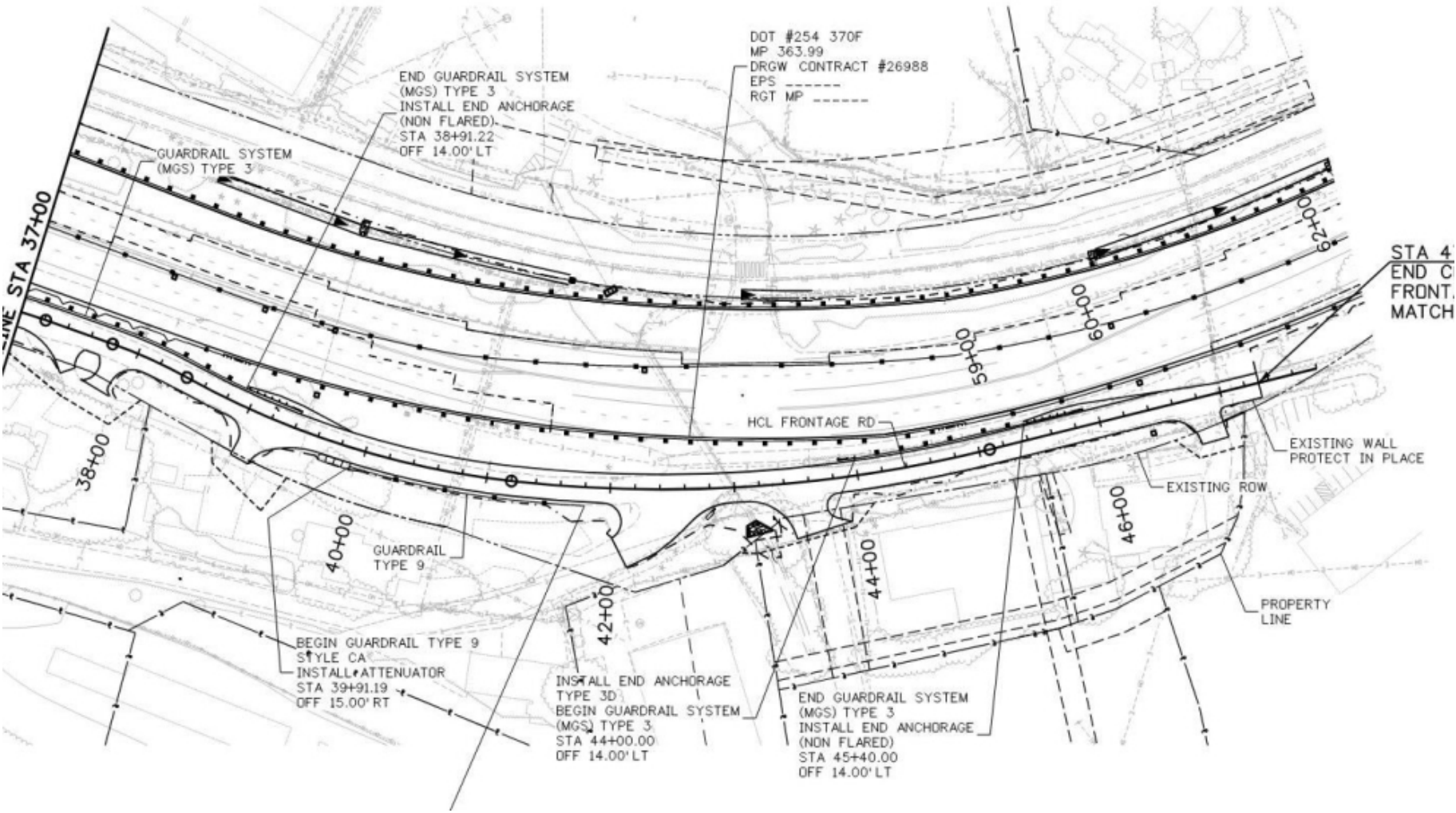


South Bridge –Frontage Road

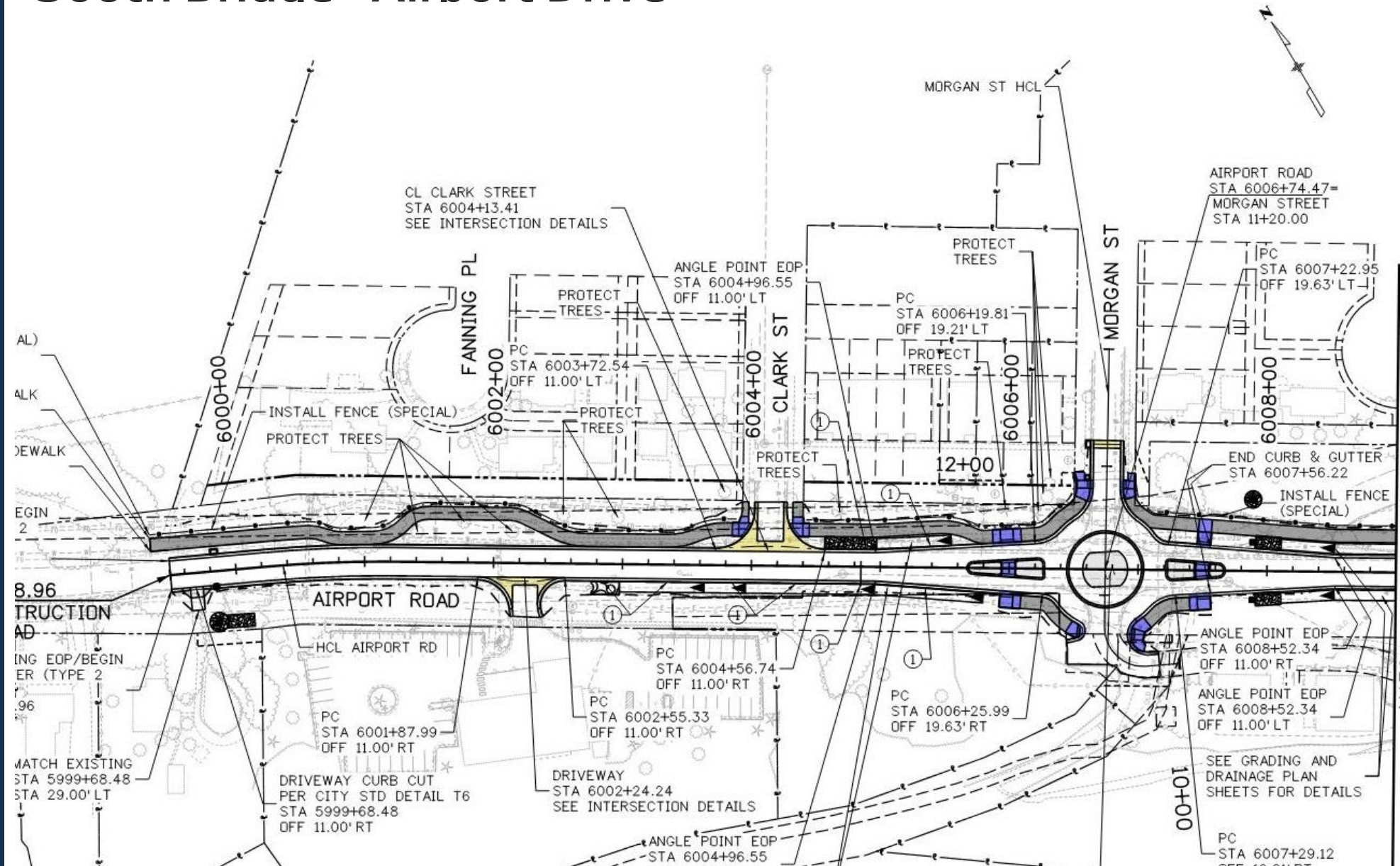


South Bridge –Frontage Road

rou dig.







CITY OF
GLENWOOD
SPRINGS
COLORADO



South Bridge Update

Questions?





City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Tourism Promotion Contract
Action Requested:	Discuss the tourism promotion contract that will be on the consent later this evening.
Department:	City Administration
Presented By:	Steve Boyd
Strategic Goals:	Provide Efficient and Responsive City Government
Background Info:	This contract updates the Tourism Promotion Fund to include a reserve for 7.5% of estimated revenues to be used for the mitigation of the tourism industry on City infrastructure, and adds capital improvements and services related to tourism to available uses of funds.
Issues:	NA
Fiscal Impact:	No net impact. This is a housekeeping item that defines uses of funds.
Legal Review:	Legal has reviewed this contract.
Staff Recommendation:	NA

RESOLUTION 2025-28

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ADOPTING A POLICY FOR THE USE OF 2.5% LODGING TAX FOR TOURISM PROMOTION AND DEVELOPMENT AND REPEALING AND REPLACING PRIOR RESOLUTIONS AND POLICIES.

WHEREAS, City Council established a policy for the expenditure of revenues from the accommodations tax through the Tourism Promotion Grant Fund and for the establishment of a reserve fund balance, in Resolution No. 2006-18; and

WHEREAS, City Council has previously amended Resolution 2006-18 through Resolution 2007-6, 2007-14, 2009-16, 2009-21, 2010-21, and 2012-28; and

WHEREAS, City Council and the community recognize that maintaining and promoting tourism requires not only marketing but maintaining and improving infrastructure throughout Glenwood Springs; and

WHEREAS, City Council after careful consideration, wishes to amend the allocation of the 2.5% lodging tax dedicated to tourism promotion to more accurately reflect diverse ways that tourism is promoted and developed including the amenities that are available to tourists when they visit Glenwood Springs; and

WHEREAS, the City Council finds that the allocation set forth is both permitted by the ballot language and municipal code and consistent with its intent.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, RESOLVES THAT:

Section 1. The foregoing recitals are adopted as the findings of the City Council.

Section 2. This resolution shall repeal and replace all prior resolutions related to the allocation of the 2.5% Lodging Tax for Tourism Promotion as set forth below.

Section 3. The total amount of accommodations tax collected by the City in the preceding September 1 through August 31 shall be divided as follows. Up to eighty-five percent (85%) shall be used to develop and fund a marketing promotion plan; seven and one-half percent (7.5%) shall be used for tourism promotion events and grants; and at least seven and one-half percent (7.5%) for any of the purposes identified in GSMC 040.010.040(c)(2)(e).

Section 4. Tourism Promotion Events and Grants.

(a) Tourism promotion events and grants will be awarded on an annual basis through either the annual City budget or a competitive application process. Applications will be made available in the first week of January each year.

(b) Eligible projects shall provide for the development of tourism within the City or the promotion of tourism within the City. Categories of award may include:

(i) **Special Events.** This includes events to draw visitors to Glenwood Springs, encourage longer visits or extend the length of the tourism season.

(ii) **Beautification.** This includes projects that increase the aesthetic experience of visitors to Glenwood Springs.

(iii) **Capital Projects.** This includes projects to build improvements to attract visitors to Glenwood Springs.

(c) Each grant recipient will be required to sign a grant contract and will be required to provide a report to the City at completion of the project or event verifying the project/event has been completed.

Section 5. Reserve. To provide for adequate cash flow and to cover costs associated with special needs, the City shall keep an Accommodations Tax reserve fund balance of fifteen percent (15%) of the Accommodations Tax proceeds from September 1 to August 31 of the preceding year.

INTRODUCED, READ AND PASSED THIS ____ DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

ATTEST:

Marco Dehm, Mayor

Ryan Muse, City Clerk

AGREEMENT FOR PROFESSIONAL SERVICES

This AGREEMENT FOR PROFESSIONAL SERVICES between the CITY OF GLENWOOD SPRINGS, a municipality under the laws of the State of Colorado ("City") and GLENWOOD SPRINGS CHAMBER RESORT ASSOCIATION, a Colorado corporation ("Chamber"), is effective January 1, 2026 no matter the date on which it was signed.

WITNESSETH:

In consideration of the mutual covenants and agreements herein contained, the parties hereto agree as follows:

1. Scope of Agreement. Chamber agrees to perform for the City Tourism Promotion Services more particularly described in the 2026 Tourism Marketing-Management Plan attached hereto as **Exhibit "A"** and incorporated herein ("2026 Tourism Marketing-Management Plan").

2. Consideration. The City agrees to pay the Chamber in accordance with the proposed budget attached hereto as **Exhibit "A"** incorporated herein.

3. Term. This Agreement shall be effective from January 1, 2026 through December 31, 2026.

4. Independent Contractor. Chamber is providing services independently and is not an employee of the City. Chamber shall not be entitled to any benefits provided to City employees. Chamber understands the difference in status between an independent contractor and an employee and acknowledges and stipulates that Chamber is neither eligible nor entitled to statutory or legal benefits or provisions of labor codes or other such similar statutes. The parties further agree that the City shall not withhold from Chamber unemployment insurance, social security or any other withholdings. Chamber agrees to be responsible for all such payments required by law.

- 4.1 Chamber acknowledges and agrees that it is not entitled to unemployment insurance benefits unless unemployment compensation is provided by Chamber or some other entity. Chamber also acknowledges and agrees to report all payments received from the City on its federal and state income tax returns and is obligated to pay any and all resulting federal and state income tax obligations. Chamber will indemnify the City for any such payments required but not paid.

- 4.2 Chamber acknowledges and agrees that it is not covered by the City's workers' compensation coverage and is not entitled to workers' compensation benefits. The City will be held harmless, and Chamber will indemnify the City for any liability arising out of or caused by Chamber's business and/or persons engaged in operations covered by this Agreement.
- 4.3 In making and performing this contract, Chamber acts and at all times shall act as an independent contractor and shall maintain operations that are separate and distinct from the City. Nothing contained in this Agreement shall be construed or applied as to create or imply the relationship of partners, joint adventurers, or employer or employee between the parties hereto.

5. Duties of Chamber.

- 5.1 Implement the 2026 Tourism Marketing-Management Plan in cooperation with the Tourism Management Board and City Council.
- 5.2 Provide quarterly Tourism Performance Reports to the Tourism Management Board with the expectation that city staff or council liaison share the reports with City Council. In-person reports will be given to City Council twice per year or as requested.

6. Payment for Services. Invoices shall be paid within fourteen (14) days of receipt subject to the following:

- 6.1 Invoices shall be in a form approved by the City Finance Director and shall have backup for all expenses listed thereon.
- 6.2 All expenditures shall be approved for payment by City Council or its designee.
- 6.3 Travel expenses for the Director of Tourism and associated staff incurred for mileage shall be reimbursed at the current applicable I.R.S. rate. Travel expense shall not exceed the amount budgeted in the Marketing Plan.
- 6.4 No credit card expenditures, other than the Director of Tourism and associated staff shall be reimbursed, and such expenditures

shall comply with the Chamber's written credit card policy adopted June 5, 2023, and attached hereto as **Exhibit "B."**

- 6.5 **Separate Accounts.** Any money received and disbursed pursuant to this Agreement shall be reflected in a separate account maintained by the Chamber and shall be strictly segregated from all other monies received, handled, or disbursed by the Chamber pursuant to activities other than described herein. Such monies shall be accounted for in the same manner as used by the City for its own accounts.
- 6.6 **Record Keeping and Inspections.** The Chamber shall cooperate fully with the Tourism Management Board and City Council or its designee to maintain full and complete records of all activities performed pursuant to this Agreement and shall make such records available for inspection by the City upon request and during the Chamber's regular business hours. The City also reserves the right to inspect, review and audit any phase of the Chamber's performance hereunder either on a continuing or spot-check basis.

7. **Disclosure of Financial Interest.** Chamber shall disclose in writing to the City any Financial Interest it has in any transaction including without limitation special events, publications and activities for which City funds are used in whole or in part, including without limitation promotion, Printing, storage or Distribution.

8. **City Representative; Work Product.**

- 8.1 A City Council representative shall sit as an ad hoc non-voting member of the Tourism Management Board during the term of this Agreement.
- 8.2 All work product created pursuant to this Agreement paid for with Tourism Promotion Funds is and shall remain the property of the City, including but not limited to URL addresses, web content, contact lists and research information, printed materials, photographic and video assets, and all consultant work products, except for the domain name glenwoodchamber.com that is registered and paid for by the Chamber.

9. **Indemnity, Insurance and Governmental Immunity Act.**

- 9.1 Chamber hereby covenants and agrees to indemnify, save, and hold harmless the City, its officers, employees, and agents from any and all liability, loss, costs, charges, obligations, expenses, attorneys' fees, litigation, judgments, damages, claims, and

demands of any kind whatsoever arising from or out of any negligent act or omission or other tortious conduct of Chamber, its officers, employees, or agents in the performance or nonperformance of its obligations under this Agreement.

9.2 Chamber has provided proof of general liability insurance to the City upon execution of this Agreement. City may require increased coverage based on particular project requirements.

9.3 Nothing herein shall be interpreted as a waiver of governmental immunity, to which the parties would otherwise be entitled under §24-10-101, et seq., C.R.S., as amended.

10. Termination. The City or the Chamber may terminate this Agreement at any time by providing a minimum one hundred and twenty (120) calendar days' written notice to the other party. If the parties have mutually determined that the work has become infeasible, the parties agree to terminate the Agreement in accordance with this Section 12. In the event this Agreement is terminated, the Chamber shall be compensated for all work performed to date including a pro-rated amount for work items begun but not completed.

11. Agreement Administration and Notice. For purposes of administering this Agreement, the City Manager hereby appoints the City Finance Director to represent the City in carrying out the purposes and intent of this Agreement. Any notices required to be given pursuant to this Agreement shall be delivered as follows:

To the City: Finance Director
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

Copies to: City Manager
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

To the Chamber: Lisa Langer, Director of Tourism and
Angela Anderson, President and CEO
Glenwood Springs Chamber Resort Association
P.O. Box 1238, 802 Grand Avenue
Glenwood Springs, CO 81602-1238

12. Entire Agreement. This Agreement constitutes the entire agreement between the parties. The provisions of this Agreement may be amended at any time by the mutual consent of both parties. The parties shall not be bound by any other agreements, either written or oral, except as set forth in this Agreement.

13. Governing Law. The laws of the State of Colorado shall govern the validity, performance and enforcement of this Agreement. Venue for any action instituted pursuant to this agreement shall lie in Garfield County, Colorado.

14. Authority. Each person signing this Agreement represents and warrants that said person is fully authorized to enter into and execute this Agreement and to bind the party it represents to the terms and conditions hereof.

15. Attorneys' Fees. Should this Agreement become the subject of litigation between the City and Chamber, the prevailing party shall be entitled to recovery of all actual costs in connection therewith, including but not limited to attorneys' fees and expert witness fees. All rights concerning remedies and/or attorneys' fees shall survive any termination of this Agreement.

16. Counterparts. This Agreement may be executed in counterparts, including any facsimile copies, each of which shall be deemed an original and all of which together shall constitute one and the same instrument.

17. Agreement Subject to Appropriations. It is expressly understood and agreed that the City's performance of this Agreement is subject to appropriations being made by the City Council of the City of Glenwood Springs. In the event City Council fails to make or maintain sufficient appropriations to pay any costs incurred under this Agreement, the Agreement shall be terminated immediately.

Signatures continued on following page

CITY OF GLENWOOD SPRINGS

ATTEST:

By: _____
Marco Dehm, Mayor

Ryan M. Muse, City Clerk

GLENWOOD SPRINGS CHAMBER
RESORT ASSOCIATION, INC.

By: _____
Angela Anderson, President and
Chief Executive Officer

By: _____
Breanna McCallum, Board Chair

Exhibit A

2026 Tourism Marketing-Management Plan By Lisa Langer, Tourism Director

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- Scope of Work ~
XUMA Communications, BlizzardPress, OMfluence, Colorado.com
Contracts Overview
- Public Relations and Media Hosting
- Travel Guide Printing, Distribution, Lead Fulfillment
- Hosting (Domains, Photos/Video, E-Marketing)
- Internet Management – Content Development/Website Management &
Enhancement, Wander Map Platform, Accessibility Monitoring
- Group, Media and International Marketing
- Data/Research Collection & Analysis, Industry Partnerships

Note:

Numbers in parenthesis correspond to related sections of the 2026 Budget.

For Simplicity, “Visit Glenwood Springs” or “VGS” will be used throughout the plan to identify the Glenwood springs Chamber Resort Association’s (GSCRA) tourism department, which is the city’s contracted Destination Marketing and Management Organization (DMMO).

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The 2026 Marketing-Management Plan

The tourism budget for 2026 has been set at **\$1,491,750 (1)**. This is 1% less than the base budget set for 2025. Note: the tourism budget is based upon 85% of 2.5% accommodations tax receipts collected from September 1 through August 31 of the year prior to calendar year budget.

Administrative Services include Glenwood Springs Visitor Center expenses, overhead and staffing of the Glenwood Springs Chamber Resort Association's tourism department, known as Visit Glenwood Springs. **\$370,375 (2)**

The combined Visitor Center and Tourism department support costs represent a modest **24.8% (3)** of the total 2026 Tourism Budget.

The Working Tourism Marketing-Management Budget for 2026 is \$1,121,375 (4).

The marketing budget must be somewhat pliable within the parameters of the overall budgeted amount. If opportunities outside of the typical arise, the Tourism Management Board may request additional funding from the Tourism Fund Reserves. The following information summarizes each section of the budget and further explains proposed expenditures.

Note: The "working tourism marketing-management budget" is separate from GSCRA's operating budget and contracted administrative services.

Advertising includes Digital/display online, programmatic online, video, radio, out-of-home, Google & social media advertising, CTO international cooperative campaigns, Brand USA, and Colorado.com, plus creative development and production. **\$895,750 (5)**

XUMA Communications is contracted to manage, create and place advertising in close communication with the VGS staff. XUMA will manage the bulk of the allocated advertising budget including creative, production and media costs.

I. Agency Responsibilities, Creative Development and Production

Agency fees and production costs are billed monthly at \$9,500 per month.

- Development of overall strategic and creative approach of 2026 marketing based on marketing goals and secondary research
- Development and presentation of strategy and creative
- Development of an overall strategy for media placement and final media plan
- Development of tactical creative components to support media plan
 - Production of all components (to be mutually agreed upon following approval of media plan), which may include but is not limited to:
 - Broadcast (TV & Radio)
 - Out-of-Home
 - Online Video
 - Digital Banners
 - Print
- Develop tactical creative components separate from paid media
 - Production of all components (to be mutually agreed upon following approval of plan), which may include but is not limited to:

- Collateral (including but not limited to 2026 travel guide)
- Videos (including vertical videos for social media)
- Guerilla marketing efforts (as they are available)
- Ensure all materials are in-line with tourism brand standards & Glenwood Springs' goals for 2026.
- General account support, including travel, planning sessions, meetings and additional support as required by Glenwood Springs Tourism Management Board & VGS staff.

II. **Media Strategy. Planning, Buying, Execution, Maintenance and Reporting Media costs and planning fees not to exceed \$660,250**

- Development and presentation of media objectives, and strategies by target audience and seasonality. This includes a review of all media types leading to a recommended media mix and spend level recommendation to achieve agreed upon goals.
- Ensure all media strategies are in line with goals
- Strategic development of media plan
- Revisions to media plan based on client input
- Presentation of final media plan
- Media negotiations of rates, positioning, placement and value-added promotional opportunities
- Develop and establish metrics and measurement goals
- Review and analyze media spend to establish success measurements and metrics
- Optimization of all media to maximize effectiveness
- Periodic reporting on all media to ensure effectiveness and make any necessary recommendations
- Ensure that all media and promotions run as ordered; all necessary 'make goods' are received
- Update flowcharts and budget reflecting actual media, spending and achievement of goals against spend
- Media plan and mix to be mutually agreed upon by Glenwood Springs, Thayer and XUMA Communications.

III. **Fee Structure**

- All agency fees are payable monthly, due in full net 30 days, billed on the last day of each month.
- Agency fees will be billed as a monthly retainer of \$9,500.
- Contract period: January 1, 2026, through December 31, 2026
- **Total contract: \$774,250**

Paid Search Advertising in Google Ads and YouTube is managed by BlizzardPress Marketing with an agreed upon monthly* budget (*fluctuates throughout the year based upon seasons) for a **total of \$40,000**. Google Ads are paid separately from BlizzardPress fees (located under Internet Management) and charged directly to the tourism credit card. BlizzardPress will provide suggestions to maintain building quality links to the website and evaluate renewing and new online directories.

Social Media Advertising is managed by OMfluence and is contracted for **\$26,500** annually. Social media ads are set at **\$10,000** for the year and charged directly to the tourism credit card.

Colorado.com advertising includes placement in the state vacation guide, leads program, native banners, display banners, brand channel and Glenwood Springs' City Page. Annual contract **\$35,000**

CTO and Brand USA International Co-ops are available intermittently throughout the year. We participate when it makes sense to do so and when the value is exceptional. **\$10,000**

Public Relations - \$7,750 (6)

Scope of Work

Visit Glenwood Springs staff carries out the bulk of public relations responsibilities in-house. The budgeted amount also includes fees for CTO media receptions, posting of press releases on media wires, hosting lodging and meals for domestic media and partner cooperative familiarization tours, promotional items for media and group hosting, and Constant Contact subscription for email marketing for up to 80K contacts.

Responsibilities Include:

- Pitch story ideas to key writers, editors and media who specialize in travel, tourism and hospitality industries and international news media journalists.
- Communicate with in-state tourism industry organizations (Colorado Tourism Office, CO Hotel & Lodging Association, Destination Colorado, Colorado Ski Country, etc.)
- Respond to media leads provided by the Colorado Tourism Office
- Assist and respond to individual media seeking onsite visits and off-site information
- Fact-check media pieces before release by outlets
- Create & distribute press releases as needed
- Serve as official Visit Glenwood Springs spokespersons for the tourism industry
- Maintain an updated media list
- Communicate media opportunities and coverage to local businesses

Vacation Planner Printing and Distribution - \$48,000 (7)

Visit Glenwood Springs produces a 28-page full-color travel guide for distribution and direct mail. The printed piece is shipped, bulk mailed to leads and distributed seasonally as follows:

- High Country Distribution – Montrose, Delta, Grand Junction, Roaring Fork Valley
- Colorado Activities Center – I-70, Hwys. 285 & 24, Summit County, N. & S. Front Range
- Certified Folder & Display – GJ, Durango, NE. CO Super Cities + web ads
- Vail Distribution – Eagle Airport plus 72 locations in Vail, Avon & Beaver Creek
- Red Wheel Media – Aspen Airport plus curated locations in Aspen and Snowmass

Hosting (Website, Video, Photos, Domains, Email, etc. - \$37,215 (8)

- CrowdRiff annual online hosting/management of photo and video library

- Website domains renewal fees and website server hosting
- Email for website leads through Twilio/Sendgrid
- Google Drive storage
- Zoom subscription

Internet Management - \$65,000 (9)

BlizzardPress is contracted to provide oversight, development and enhancement of the visitor website – visitglenwood.com, Google Ads management, search engine optimization (SEO), and other marketing services to generate online traffic. Specific tasks are designed to increase ROI within the dictated monthly budget and with the BlizzardPress team working with the staff of Visit Glenwood Springs staff.

VisitGlenwood.com has been redesigned to the latest “mobile-first” WordPress platform. Content of the site is managed in-house; however in-depth design elements will continue to be updated and managed through BlizzardPress. BlizzardPress will continue to consult on website usability and search engine optimization through 2026. VisitGlenwood.com is a visitor-first, functional repository, and planning website for Glenwood Springs visitor content. Visit Glenwood Springs is contracted with BlizzardPress to make monthly payments of \$2,250 for a **total of \$27,000**. ResortTrends will continue to provide monthly blogs and content as directed, an average of three blogs per month for a **total of \$18,000**.

AccessiBe \$3,000, website accessibility monitoring subscription offers monthly audits of visitglenwood.com. BlizzardPress addresses any compliance concerns through this platform. **WanderMap** online mapping platform through visitglenwood.com annual fee **\$12,000**

BlizzardPress researches and implements proven Search Engine Optimization & Marketing techniques. The owners work closely with partners to identify those services deemed as most critical to success and strategize to develop services implementation. Please keep in mind that these services are based upon the availability of resources and budget and may be modified as we adapt to changes within the industry and budgetary constraints.

Service Definitions

- Consultation ~ Email/phone correspondence and training with Client, Webmaster and Vendors.
- Search Engine Optimization ~ SEO & Keyword research followed by website and content recommendations, on-page optimization, quarterly site audits including broken Link review/update, XML Sitemap review and submission to Google, Structured Data Review/Update.
- Local Search Citation monitoring with submission recommendations.
- Paid Advertising ~ Google Ads monthly maintenance including Ad copy, bid adjustments, ROI Reporting and performance analysis.

Website Performance Analysis ~ Via Google Analytics, Search Console and Tag Manager will evaluate website traffic, behavior and conversions. Assessment of search engine appearance and performance of on-page optimization, website indexing and usability. Recommendations for increased performance will be provided.

Group and International Marketing - \$48,025 (10)

Group and International Marketing shows:

- Go West Summit western states' international marketplace – attendance and one-on-one appointments with tour operators and travel agents
- IPW – Co-op fee for partnership participation in the CO Tourism Office booth
- CTO Cooperative sales missions (these opportunities vary annually)
- Hosted Lodging/Meals for international media and FAM groups
- Tour Colorado membership – this group represents its members at NTA and ABA
- CO Hot Springs Loop Partnership
- Transportation and travel expenses for shows, summits, and meeting participation

Research/Data Collection & Analysis & Industry Partnerships - \$40,000 (11)

As part of the Tourism Management Board's Destination Management Plan, Visit Glenwood Springs purchases several data services. **Mission2Market** will continue to advise the Tourism Management Board and VGS staff on data that is collected, trends, industry standards, and, with assistance from XUMA Communications, will help determine the biggest return on advertising investment by analyzing and reporting findings through these various data sources. **\$12,500**

VISA Destination Insights \$11,500

CoStar Hotel Occupancy Data \$6,000

RMI Trip Report is purchased annually for insights into international tour operators booking overnights in Glenwood Springs. **\$2,000**

For Industry Specific Organizations & Education, Visit Glenwood will continue to affiliate and gain research, industry trends, and education annually through following organizations:

- Colorado Association of Destination Marketing Organizations (CADMO)
- Colorado Tourism Conference
- One West (formerly DMA West)
- Destinations International

		2026 TOURISM MARKETING/MANAGEMENT BUDGET - DRAFT	2026
1	CODE	2026 TPF REVENUE (85% of accommodations tax receipts 9/1/2024-8/31/2025)	1,491,750
		NOTE: 85% of the first 2.5% of accommodations tax receipts.	
2	56413	CONTRACTED ADMINISTRATIVE SERVICES (VC, STAFFING, OVERHEAD)	370,375
3		ADMINISTRATIVE SERVICES IN RELATION TO TOTAL TPF BUDGET	24.8%
4		2026 WORKING TOURISM MARKETING BUDGET	1,121,375
5	56416	Advertising - Includes digital/display online, programmatic online, video, radio, out-of-home, Google & social media advertising, CTO international cooperative campaigns, Brand USA, and Colorado.com, plus creative development and production	895,750
6	56414	Public Relations - includes CTO media events, media hosting, wires, etc.	12,300
7	56415	Vacation Planner Printing/Distribution/Lead Fulfillment	48,000
8	56417	Hosting - website server & domains, video/photo hub, subscriptions, etc.	12,300
9	56418	Internet Management - SEO, map platform, accessibility monitoring, etc.	65,000
10	56424	Group, Media & International Marketing	48,025
11	56429	Data, Research & Industry Partnerships	40,000
12		2026 TOTAL TOURISM MARKETING EXPENSE	1,121,375

KPIs based on the following five measurements – data will be delivered quarterly

1. Lodging demand
2. Visitation highlighting lift of slower seasons + overall
3. Spend – how Glenwood Springs is beating inflation
4. Sentiment of tourism (residents and visitors)
5. Marketing Metrics:
These will vary by tactic, including metrics such as impression delivery, reach, click through rate, and view-throughs as acquisition measures, while metrics such as website traffic, engagement rate, views, and session length help further illustrate the most meaningful channels, tactics and placements that drive results. Digital placements in particular will be optimized throughout the year and for each seasonal campaign, shifting spend and priority to the most productive media elements and targeting strategies, using real-time data and trends to adjust and maximize performance. Seasonal messaging and targeting different traveler types and individual markets are strategically timed to drive tourism in quieter shoulder seasons, while also preserving and capitalizing on the high-volume summer timeframe.

Evaluate all available lodging and tourism data to determine the most effective periods for marketing and advertising activity, adjusting as possible on an annual or seasonal basis in response to those data trends.

Objective One - Brand and Market Glenwood Springs

Develop and execute targeted marketing campaigns to drive incremental leisure travel and spending in Glenwood Springs, within a competitive marketplace. Implement seasonal, full-funnel, and multi-channel strategies aimed at Highly Compatible, Responsible travelers.

Objective Two - Enhance the Visitor Experience

Create a compelling and authentic brand experience for visitors to Glenwood Springs, focusing on personalization, value and engagement. Develop meaningful connections with visitors to foster loyalty and turn them into brand ambassadors. Collaborate with local tourism-related businesses to enhance the visitor experience.

Objective Three - Reach Highly Compatible Visitors

Expand Glenwood Springs' international presence in Europe, Australia/New Zealand, Canada and Mexico to attract Highly Compatible, Responsible international travelers to Glenwood Springs and measure success through key performance indicators.

Objective Four - Create Local Advocates

Create local advocates for the destination and tourism. Work with the Tourism Management Board to conduct resident sentiment surveys and focus groups to identify actionable community opportunities for both visitors and residents.

Objective Five - Make Data Driven Decisions

Leverage emerging technology by investing in data and intelligence.

Report Overview: This quarterly report is produced by the Tourism Management Board on the performance of tourism in Glenwood Springs. The report captures the key performance indicators of lodging demand to track overnight stays, visitation to track lifting off-peak seasons, and visitor spending to track economic impact. The report includes a projection for lodging demand in CO as well. Destination benchmarks are provided versus CO (without Denver and CO Springs) and Northwest CO. Spending benchmarks are versus inflation.

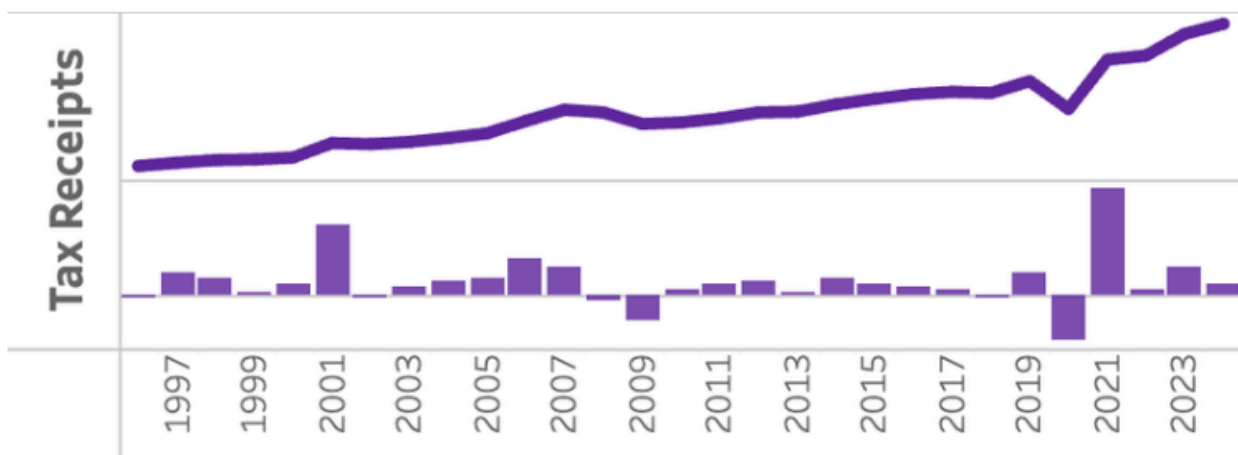
Additionally, this report tracks short-term marketing metrics and long-term organizational goals including annual objectives and bi-annual tracking of resident sentiment to focus on putting residents first.

Our Why: Improve the quality of life in our community through tourism management and development.

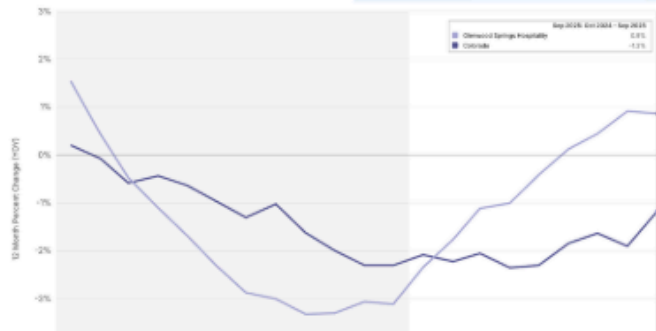
Our Mantra: Residents First - Align tourism with residents' needs, enhancing their quality of life and fostering community pride.

Our Impact: \$321M Visitor spending in 2024 in Garfield County

- 36% growth in visitor spending since 2019, double state growth
- 2,000 Full-time jobs earning \$85M from visitor spending
- \$26M Tax receipts in Garfield County, double state growth (See chart below)
- Visitor spending feeds GWS lodging, sales and property taxes needed to run city services that benefit residents
 - 75+% of taxable sales in DDA are with tourism-related businesses
 - 2.5% Glenwood Springs Lodging Tax funds affordable housing

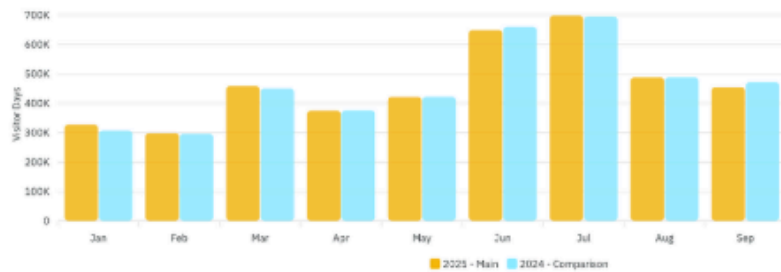


Trailing 12 Month Lodging Demand



➤ 1.3% Glenwood Springs
➤ 1.4% CO (Non-Denver Area)

Visitation



Total Visitors:

-3.44% YOY

Off-Season Visitors:

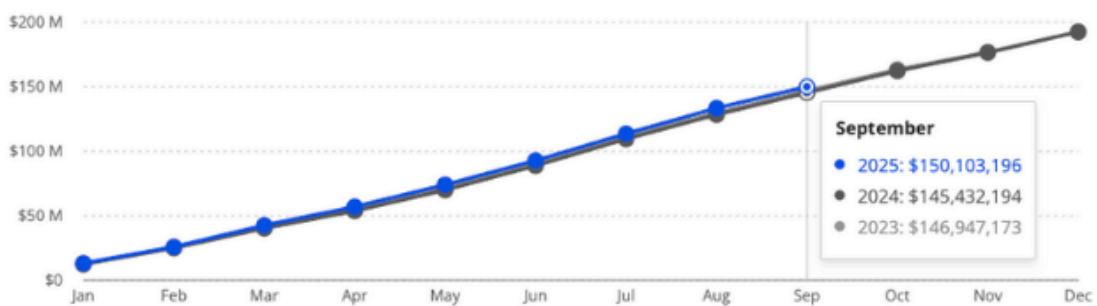
-3.02% YOY

NW CO Visitation

-2.8% YOY

Spending

Legend: 2023 (Grey), 2024 (Black), 2025 (Blue)



- 3.2% YTD Visitor Spend Growth
- 3.0% YTD Inflation Rate

Sentiment

Overall quality of life

Answered: 286 Skipped: 2

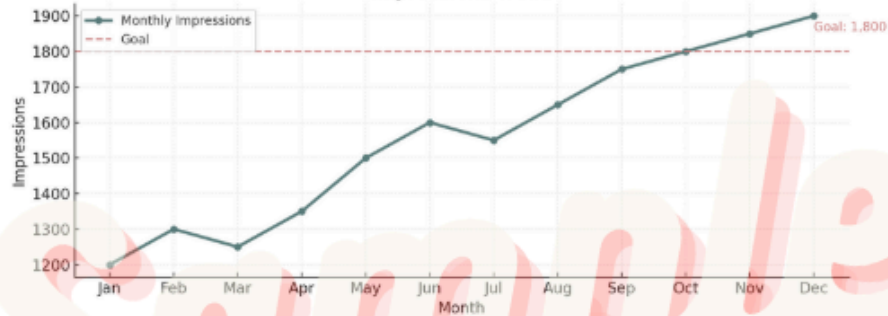


Benchmark Q1 2025: 3.2 out of 5

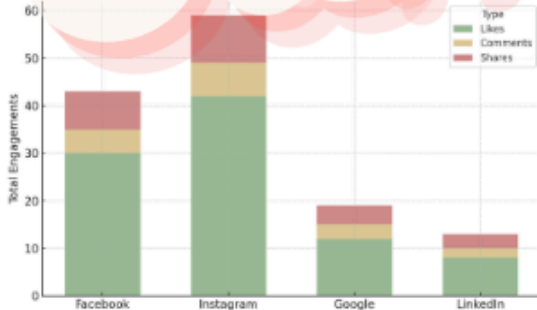
Goal Q1 2027: 3.5 out of 5

Marketing

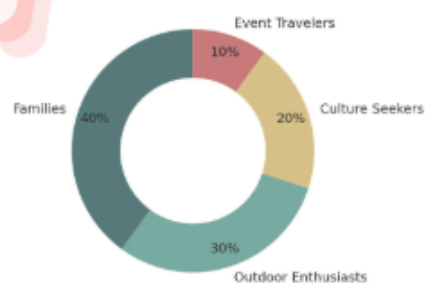
Impressions Trend



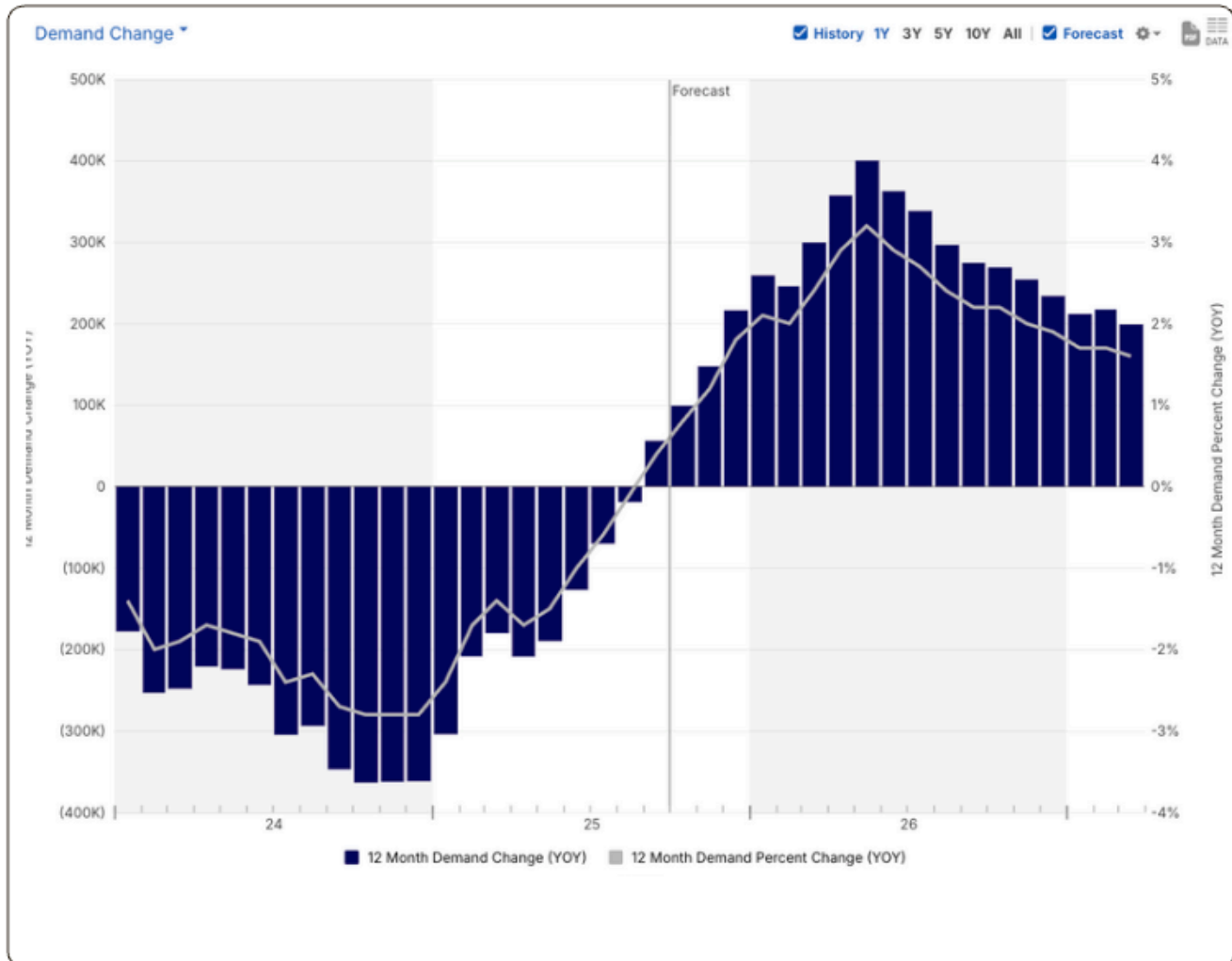
Engagements by Channel



Reach by Target Audience



CO Lodging Demand Forecast



Tourism Management Board Top Objectives

Objective: Create Local Advocates

Goal: Shift to Residents First Mentality

Progress: Conducted resident surveys in Q1, 2025

Results: 811 residents provided input

Key Takeaways: Drive off-peak visitation, create access for locals, continue tourism management

Next Step(s): 2026 Focus Groups to dive deeper; 2027 Resident Survey

Goal: Advocate for Local Access Opportunities

Progress: Local attractions offering improved resident access during off-peak times

Next Step(s): Continued growth of access and communication to residents

Objective: Brand & Market to Highly-Compatible Visitors

Goal: Expand international visitation

Progress: VGS collaborating with CTO to recruit international visitors by attending 2 international summits, meeting with tour operators, travel agents and hosting familiarization tours

Next Step(s): Continued investment in international visitation growth

Objective: Make Data Driven Decisions

Goal: Support local businesses

Progress: Conducted resident surveys in Q1, 2025

Results: 42 Businesses provided input

Key Takeaways: Drive year-round visitation, promote local businesses, champion tourism, improve tourism infrastructure

Progress: Wheel the World Program launched with 23 businesses

Next Step(s): Expansion Wheel World partners; Brand Refresh promoting health & wellness and adventure experiences

Objective: Enhance the Visitor Experience

Goal: Encourage responsible visitation

Progress: Promotion of use of arrival by train/bus, promotion of use of new on-demand transit service, creation of "Walkable Glenwood" Campaign

Next Step(s): Analysis of success of campaigns and increased emphasis on "leave your car behind" visitation

11/7/2025

EXHIBIT B

Corporate Credit Card Use/ Employee Reimbursement

It is the policy of the GSCRA to limit the issuance of credit cards to the President & CEO and designated staff as approved by the President & CEO. Individuals receiving a credit card will sign a Credit Card Issuance Form. Employees must complete a monthly purchase log, attach receipts and submit to the President & CEO. All expenses require a detailed description of business purpose. In the case of conference travel a conference agenda, brochure, name badge, etc. should be attached.

Under no circumstances may corporate credit cards be used for individual purchases. In the event the card is inadvertently used for a personal item, payment in full must be made at the time of the initial billing.

Reimbursed expenses are those necessary and reasonable to effectively carry out the employee's work and appropriately represent the GSCRA in the manner in which the expenditure is related.

Employees who use cash or personal credit cards for business-related purchases must fill out an expense report and include receipts for reimbursement. The CEO must approve and sign all expense reports before reimbursement is made. In the case of CEO purchases, a board member must approve expenditures before a reimbursement check is issued to the CEO. Expense reports for actual expenses are to be turned in within 30 days of incurring the expense(s). Expense reports must match all receipts attached. Payment will be made only if report and corresponding documentation agree.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Future Agenda Items

Action Requested: Discuss topics that Council would like to schedule for a work session or get on a regular agenda in the future.

Department: City Administration

Presented By: Steve Boyd

Strategic Goals: Provide Efficient and Responsive City Government

Background Info: NA

Issues: NA

Fiscal Impact: NA

Legal Review: NA

Staff Recommendation: NA



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Speed Camera Update
Action Requested:	NA
Department:	Police Department
Presented By:	Joseph Deras, John Hassell
Strategic Goals:	Ensure Public Safety
Background Info:	The warning period is expiring and the cameras are going live. This is an update on collected speed data.
Issues:	NA
Fiscal Impact:	Unknown at this time.
Legal Review:	NA
Staff Recommendation:	NA



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Council Logo Wear
Action Requested:	Offer the option to Council to order branded City wear.
Department:	City Administration
Presented By:	Sara Weigel
Strategic Goals:	Provide Efficient and Responsive City Government Generate Sustainable Economic Development
Background Info:	Most local governments make branded apparel available to staff and Council. Available options include those provided in the link in the attached Word document.
Issues:	NA
Fiscal Impact:	Funds would come from the City Manager Discretionary line item in the non-departmental portion of the General Fund. The annual budget for this is \$200,000. Year-to-date we have spent \$40,000, mostly on Sunlight Ski Passes (\$12,000) and the Polco community satisfaction survey that closed this week (\$18,500).
Legal Review:	Legal can get a cool vest or jacket.
Staff Recommendation:	Staff supports a resonable amount of logo wear for staff and Council.

The [SanMar Website](#) has the full catalogue.

This is what we have sent to staff and Council in the past:

[Shirt options](#)

[Vest options](#)

[City Council vest and jacket options](#)



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Award Request for Qualification 2025-37Q Mel Rey Road Pressure Reducing Vault
Action Requested:	City Council Approval to Award Pipestone Equipment the PRV Vault Bid 2025-37Q for \$165,200.
Department:	Public Works
Presented By:	Matthew Langhorst
Strategic Goals:	Preserve and Improve Infrastructure
Background Info:	The Water Department has been looking to add a new pressure regulation vault to the 12-inch waterline that runs up and down Mel Rey road for several years. Currently, the water system to the north of I-70 at Exit 114 and to the south of I-70 at Exit 114 operate independently. This causes water to have to travel from the I-70 crossing at Two Rivers Park all the way west to feed West Glenwood and the West Glenwood Tank. With the installation of this new vault, the pressure and flow can be controlled so that water on the south side of I-70 can now flow north to help feed West Glenwood, thus providing a secondary feed to this section of town. The vault being purchased is a complete unit that is ready to drop into a prepared hole within the southern section of Mel Rey. City staff will prep the area for the vault and complete all installation work as needed. The city will hire subcontractors to repair the roadway damage with asphalt. Staff budgeted \$200,000 for the vault purchase, the preparation process and the completed roadway repairs in the 2026 budget. A Notice of Award will be sent to Pipestone in 2025; but the materials will not be paid for until 2026.
Issues:	None at this time.
Fiscal Impact:	This project is included in the 2026 budget that passed on November 6th.
Legal Review:	None at this time.
Staff Recommendation:	Staff is Recommending City Council Approve Bid 2025-37Q be Awarded to Pipestone Equipment for \$165,200.

Quote Number: 1401013

QUOTE

Page: 1 of 2

Quote To: Matthew Langhorst Glenwood Springs, City Of 101 West 8th St Glenwood Springs CO 81601 USA Matthew.Langhorst@cogs.us	Date: 8/21/2025 Expires: 9/20/2025 Quote Name: City of Glenwood springs-PE-25-0557- Sales Person: Michael Maga Email: mmaga@pipestoneeq.com Phone: 303-579-9658 Inside Sales: Kira Witwer Email: kwitwer@pipestoneeq.com Phone: 303-579-9658 Est. Lead Time: 4 Mounths Ship Via: Company Truck FOB: FOB Origin Full Freight Allow
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USD

Line	Part	Description	Rev	Expected Qty	Unit Price	Ext. Price
1	90000027	"Pre-Assembled and Hydrostatic Tested Custom Vault Package System consisting of: Precast Concrete Structure, 12'0"x8'0"x6'6" ID, Monolithic Floor to Slope 1" to Corner 24"x24" Sump Hole with FRP Grating, Aluminum Safety Ladder with Ladder Up Post, (2) 36" Diameter H20 Rated Rings/Covers for Personnel and Equipment Access, Joint Sealant, Interior White Paint, Exterior Damproofing, 12" ClaVal Electronic Control Valve with Metering Function and VC22D Controller, 12" ClaVal Strainer, (2) 12" Gate Valves, 12" Romac Dismantling Joint, 1/2" ValMatic Air Release Valve, 1/2" Apollo Ball Valve, 3/4" Apollo Drain Valve, (2) 1/2" Manifold Valves, (2) Pressure Gauges, Fusion Bonded Epoxy Coated Ductile Iron Pipe Spools and Fittings, (2) Adjustable Pipe Supports, Flange Tyte Gaskets, SST Bolts/Studs/Washers, (2) Proco Pen-Seals, One 8-hr Day Startup and Owner Training" "Clarifications: Plain End Pipe will stick 24" from outside of concrete Contractor to Offload from Flat Bed, Heaviest Lift TBD lbs Contractor must take delivery within two weeks after completion to avoid \$500/day storage fee. Buoyancy was not considered." If equipment on this order is affected by tariffs, the additional cost will be passed through directly.		1.00 EA	165,200.00	165,200.00

Quote Number: 1401013

QUOTE

Page: 2 of 2

2	Freight	0.00EA	0.00	0.00
	Freight			

Lines Total	165,200.00
Total Taxes	0.00
Total Taxes %	0 %
Line Miscellaneous Charges	0.00
Quote Miscellaneous Charges	0.00

Quote Total (Cash)	165,200.00
---------------------------	-------------------

Quote Total (Card)	170,569.00
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Due to potential tariff impacts and pricing volatility, all prices are subject to change without notice.

Notes:

1. All pricing in this scope is FOB shipping point. Terms are Net 30 Days, with approved credit. This quote is based on current steel and iron pricing and availability. Due to the unstable market for raw materials, increases in pricing may be passed on at the time of order
2. Take-offs are for the purpose of determining quantity and product descriptions, they may not be comprehensive for the project.
3. No retainage or liquidated damages are allowed.
4. Unless otherwise noted, this scope does not meet either the 2014 American Iron and Steel (AIS) Act or the 2022 Build America, Buy America (BABA) Act.
5. Field Service is not included unless noted above.
6. Electronic submittals and O&M's are no charge. Please inquire about hard copy pricing.
7. Parts orders do carry a minimum order based on manufacturer - please confirm quantities prior to ordering parts.
8. When placing equipment on order, please address your purchase order to: Pipestone Equipment at our address shown above.
9. Pricing is valid for 30 days from the above date.

Signed _____ **Title** _____ **Date** _____



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Resolution 2025-29; Police Department Fees

Action Requested: Review and adoption of updated administrative fee schedule.

Department: Police Department

Presented By: Joseph Deras

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

Background Info: Department fees are examined and updated annually.

Issues: None

Fiscal Impact: No material impact.

Legal Review: Legal drafted the ordinance.

Staff Recommendation: Staff is recommending passage of this ordinance.

RESOLUTION 2025-29

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY
OF GLENWOOD SPRINGS, COLORADO, AMENDING THE
CITY OF GLENWOOD SPRINGS POLICE DEPARTMENT
FEES.**

WHEREAS, the City Council of the City of Glenwood Springs (“City Council”) periodically amends the Glenwood Springs Police Department Fee schedule; and

WHEREAS, City staff recommends, and City Council agrees, that amending Police Department Fees to address certain operational needs of the Police Department are necessary and appropriate to meet the needs of the community, and the City; and

WHEREAS, City Council finds that the changes to the Police Department Fees as set forth on **Exhibit A** are necessary and appropriate.

**NOW, THEREFORE, IT IS RESOLVED BY THE CITY COUNCIL OF THE CITY
OF GLENWOOD SPRINGS, COLORADO, THAT:**

Section 1. The above recitals are hereby incorporated as findings by the City Council of the City of Glenwood Springs.

Section 2. The City Council of the City of Glenwood Springs hereby adopts the Glenwood Springs Police Department Fees as set forth on **Exhibit A** attached hereto and incorporated herein effective January 1, 2026.

INTRODUCED, READ, AND PASSED THIS 20TH DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

EXHIBIT A

2026 POLICE DEPARTMENT FEES	
Admin Services	
VIN (Regular)	\$30
Certified VIN	\$54
Fingerprints (hard card only)	\$30/card
Interstate Compact Registration	\$50
Records/Reports	
Police Report	\$20 + 0.75 per page
Clearance Letter	\$20
Body-Worn Camera Video Redaction	\$45/hour (1st hour is free) Requires a deposit of \$280 per 1/2 hour of raw footage
Disk/CD/Jump Drive	\$20
Impound Fees	
Tow Fee to City Impound Lot	\$250 or actual cost whichever is more
City Impound Storage	\$10/day
Vehicle Tow & Storage at Tow Company Lot	Minimum of \$250 or the actual cost of towing.
Citation Fees	
Fine minimum	\$50
Fine maximum	TBD - Court
Speeding 10-19 above limit	\$150
Speeding 20-24 above limit	\$250
Parking Fines	
General violations	\$40
Parking w/in 15' of a fire hydrant	\$50
Disabled parking space	\$125



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Resolution 2025-28; Setting Lodging Tax Spending Policy
Action Requested:	Passage of Resolution 2025-28 that updates the Tourism Fund.
Department:	City Administration
Presented By:	Steve Boyd
Strategic Goals:	Provide Efficient and Responsive City Government
Background Info:	This resolution updates the Tourism Promotion Fund to include a reserve for 7.5% of estimated revenues to be used for the mitigation of the tourism industry on City infrastructure, and adds capital improvements and services related to tourism to available uses of funds.
Issues:	NA
Fiscal Impact:	No net impact. This is a housekeeping item that defines uses of funds.
Legal Review:	Legal drafted the resolution.
Staff Recommendation:	Staff supports passage of this resolution.

RESOLUTION 2025-28

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ADOPTING A POLICY FOR THE USE OF 2.5% LODGING TAX FOR TOURISM PROMOTION AND DEVELOPMENT AND REPEALING AND REPLACING PRIOR RESOLUTIONS AND POLICIES.

WHEREAS, City Council established a policy for the expenditure of revenues from the accommodations tax through the Tourism Promotion Grant Fund and for the establishment of a reserve fund balance, in Resolution No. 2006-18; and

WHEREAS, City Council has previously amended Resolution 2006-18 through Resolution 2007-6, 2007-14, 2009-16, 2009-21, 2010-21, and 2012-28; and

WHEREAS, City Council and the community recognize that maintaining and promoting tourism requires not only marketing but maintaining and improving infrastructure throughout Glenwood Springs; and

WHEREAS, City Council after careful consideration, wishes to amend the allocation of the 2.5% lodging tax dedicated to tourism promotion to more accurately reflect diverse ways that tourism is promoted and developed including the amenities that are available to tourists when they visit Glenwood Springs; and

WHEREAS, the City Council finds that the allocation set forth is both permitted by the ballot language and municipal code and consistent with its intent.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, RESOLVES THAT:

Section 1. The foregoing recitals are adopted as the findings of the City Council.

Section 2. This resolution shall repeal and replace all prior resolutions related to the allocation of the 2.5% Lodging Tax for Tourism Promotion as set forth below.

Section 3. The total amount of accommodations tax collected by the City in the preceding September 1 through August 31 shall be divided as follows. Up to eighty-five percent (85%) shall be used to develop and fund a marketing promotion plan; seven and one-half percent (7.5%) shall be used for tourism promotion events and grants; and at least seven and one-half percent (7.5%) for any of the purposes identified in GSMC 040.010.040(c)(2)(e).

Section 4. Tourism Promotion Events and Grants.

(a) Tourism promotion events and grants will be awarded on an annual basis through either the annual City budget or a competitive application process. Applications will be made available in the first week of January each year.

(b) Eligible projects shall provide for the development of tourism within the City or the promotion of tourism within the City. Categories of award may include:

(i) **Special Events.** This includes events to draw visitors to Glenwood Springs, encourage longer visits or extend the length of the tourism season.

(ii) **Beautification.** This includes projects that increase the aesthetic experience of visitors to Glenwood Springs.

(iii) **Capital Projects.** This includes projects to build improvements to attract visitors to Glenwood Springs.

(c) Each grant recipient will be required to sign a grant contract and will be required to provide a report to the City at completion of the project or event verifying the project/event has been completed.

Section 5. Reserve. To provide for adequate cash flow and to cover costs associated with special needs, the City shall keep an Accommodations Tax reserve fund balance of fifteen percent (15%) of the Accommodations Tax proceeds from September 1 to August 31 of the preceding year.

INTRODUCED, READ AND PASSED THIS ____ DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

ATTEST:

Marco Dehm, Mayor

Ryan Muse, City Clerk

AGREEMENT FOR PROFESSIONAL SERVICES

This AGREEMENT FOR PROFESSIONAL SERVICES between the CITY OF GLENWOOD SPRINGS, a municipality under the laws of the State of Colorado ("City") and GLENWOOD SPRINGS CHAMBER RESORT ASSOCIATION, a Colorado corporation ("Chamber"), is effective January 1, 2026 no matter the date on which it was signed.

WITNESSETH:

In consideration of the mutual covenants and agreements herein contained, the parties hereto agree as follows:

1. Scope of Agreement. Chamber agrees to perform for the City Tourism Promotion Services more particularly described in the 2026 Tourism Marketing-Management Plan attached hereto as **Exhibit "A"** and incorporated herein ("2026 Tourism Marketing-Management Plan").

2. Consideration. The City agrees to pay the Chamber in accordance with the proposed budget attached hereto as **Exhibit "A"** incorporated herein.

3. Term. This Agreement shall be effective from January 1, 2026 through December 31, 2026.

4. Independent Contractor. Chamber is providing services independently and is not an employee of the City. Chamber shall not be entitled to any benefits provided to City employees. Chamber understands the difference in status between an independent contractor and an employee and acknowledges and stipulates that Chamber is neither eligible nor entitled to statutory or legal benefits or provisions of labor codes or other such similar statutes. The parties further agree that the City shall not withhold from Chamber unemployment insurance, social security or any other withholdings. Chamber agrees to be responsible for all such payments required by law.

- 4.1 Chamber acknowledges and agrees that it is not entitled to unemployment insurance benefits unless unemployment compensation is provided by Chamber or some other entity. Chamber also acknowledges and agrees to report all payments received from the City on its federal and state income tax returns and is obligated to pay any and all resulting federal and state income tax obligations. Chamber will indemnify the City for any such payments required but not paid.

- 4.2 Chamber acknowledges and agrees that it is not covered by the City's workers' compensation coverage and is not entitled to workers' compensation benefits. The City will be held harmless, and Chamber will indemnify the City for any liability arising out of or caused by Chamber's business and/or persons engaged in operations covered by this Agreement.
- 4.3 In making and performing this contract, Chamber acts and at all times shall act as an independent contractor and shall maintain operations that are separate and distinct from the City. Nothing contained in this Agreement shall be construed or applied as to create or imply the relationship of partners, joint adventurers, or employer or employee between the parties hereto.

5. Duties of Chamber.

- 5.1 Implement the 2026 Tourism Marketing-Management Plan in cooperation with the Tourism Management Board and City Council.
- 5.2 Provide quarterly Tourism Performance Reports to the Tourism Management Board with the expectation that city staff or council liaison share the reports with City Council. In-person reports will be given to City Council twice per year or as requested.

6. Payment for Services. Invoices shall be paid within fourteen (14) days of receipt subject to the following:

- 6.1 Invoices shall be in a form approved by the City Finance Director and shall have backup for all expenses listed thereon.
- 6.2 All expenditures shall be approved for payment by City Council or its designee.
- 6.3 Travel expenses for the Director of Tourism and associated staff incurred for mileage shall be reimbursed at the current applicable I.R.S. rate. Travel expense shall not exceed the amount budgeted in the Marketing Plan.
- 6.4 No credit card expenditures, other than the Director of Tourism and associated staff shall be reimbursed, and such expenditures

shall comply with the Chamber's written credit card policy adopted June 5, 2023, and attached hereto as **Exhibit "B."**

- 6.5 **Separate Accounts.** Any money received and disbursed pursuant to this Agreement shall be reflected in a separate account maintained by the Chamber and shall be strictly segregated from all other monies received, handled, or disbursed by the Chamber pursuant to activities other than described herein. Such monies shall be accounted for in the same manner as used by the City for its own accounts.
- 6.6 **Record Keeping and Inspections.** The Chamber shall cooperate fully with the Tourism Management Board and City Council or its designee to maintain full and complete records of all activities performed pursuant to this Agreement and shall make such records available for inspection by the City upon request and during the Chamber's regular business hours. The City also reserves the right to inspect, review and audit any phase of the Chamber's performance hereunder either on a continuing or spot-check basis.

7. **Disclosure of Financial Interest.** Chamber shall disclose in writing to the City any Financial Interest it has in any transaction including without limitation special events, publications and activities for which City funds are used in whole or in part, including without limitation promotion, Printing, storage or Distribution.

8. **City Representative; Work Product.**

- 8.1 A City Council representative shall sit as an ad hoc non-voting member of the Tourism Management Board during the term of this Agreement.
- 8.2 All work product created pursuant to this Agreement paid for with Tourism Promotion Funds is and shall remain the property of the City, including but not limited to URL addresses, web content, contact lists and research information, printed materials, photographic and video assets, and all consultant work products, except for the domain name glenwoodchamber.com that is registered and paid for by the Chamber.

9. **Indemnity, Insurance and Governmental Immunity Act.**

- 9.1 Chamber hereby covenants and agrees to indemnify, save, and hold harmless the City, its officers, employees, and agents from any and all liability, loss, costs, charges, obligations, expenses, attorneys' fees, litigation, judgments, damages, claims, and

demands of any kind whatsoever arising from or out of any negligent act or omission or other tortious conduct of Chamber, its officers, employees, or agents in the performance or nonperformance of its obligations under this Agreement.

9.2 Chamber has provided proof of general liability insurance to the City upon execution of this Agreement. City may require increased coverage based on particular project requirements.

9.3 Nothing herein shall be interpreted as a waiver of governmental immunity, to which the parties would otherwise be entitled under §24-10-101, et seq., C.R.S., as amended.

10. Termination. The City or the Chamber may terminate this Agreement at any time by providing a minimum one hundred and twenty (120) calendar days' written notice to the other party. If the parties have mutually determined that the work has become infeasible, the parties agree to terminate the Agreement in accordance with this Section 12. In the event this Agreement is terminated, the Chamber shall be compensated for all work performed to date including a pro-rated amount for work items begun but not completed.

11. Agreement Administration and Notice. For purposes of administering this Agreement, the City Manager hereby appoints the City Finance Director to represent the City in carrying out the purposes and intent of this Agreement. Any notices required to be given pursuant to this Agreement shall be delivered as follows:

To the City: Finance Director
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

Copies to: City Manager
City of Glenwood Springs
101 West 8th Street
Glenwood Springs, CO 81601

To the Chamber: Lisa Langer, Director of Tourism and
Angela Anderson, President and CEO
Glenwood Springs Chamber Resort Association
P.O. Box 1238, 802 Grand Avenue
Glenwood Springs, CO 81602-1238

12. Entire Agreement. This Agreement constitutes the entire agreement between the parties. The provisions of this Agreement may be amended at any time by the mutual consent of both parties. The parties shall not be bound by any other agreements, either written or oral, except as set forth in this Agreement.

13. Governing Law. The laws of the State of Colorado shall govern the validity, performance and enforcement of this Agreement. Venue for any action instituted pursuant to this agreement shall lie in Garfield County, Colorado.

14. Authority. Each person signing this Agreement represents and warrants that said person is fully authorized to enter into and execute this Agreement and to bind the party it represents to the terms and conditions hereof.

15. Attorneys' Fees. Should this Agreement become the subject of litigation between the City and Chamber, the prevailing party shall be entitled to recovery of all actual costs in connection therewith, including but not limited to attorneys' fees and expert witness fees. All rights concerning remedies and/or attorneys' fees shall survive any termination of this Agreement.

16. Counterparts. This Agreement may be executed in counterparts, including any facsimile copies, each of which shall be deemed an original and all of which together shall constitute one and the same instrument.

17. Agreement Subject to Appropriations. It is expressly understood and agreed that the City's performance of this Agreement is subject to appropriations being made by the City Council of the City of Glenwood Springs. In the event City Council fails to make or maintain sufficient appropriations to pay any costs incurred under this Agreement, the Agreement shall be terminated immediately.

Signatures continued on following page

CITY OF GLENWOOD SPRINGS

ATTEST:

By: _____
Marco Dehm, Mayor

Ryan M. Muse, City Clerk

GLENWOOD SPRINGS CHAMBER
RESORT ASSOCIATION, INC.

By: _____
Angela Anderson, President and
Chief Executive Officer

By: _____
Breanna McCallum, Board Chair

Exhibit A

2026 Tourism Marketing-Management Plan By Lisa Langer, Tourism Director

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XUMA Communications, BlizzardPress, OMfluence, Colorado.com
Contracts Overview
- Public Relations and Media Hosting
- Travel Guide Printing, Distribution, Lead Fulfillment
- Hosting (Domains, Photos/Video, E-Marketing)
- Internet Management – Content Development/Website Management & Enhancement, Wander Map Platform, Accessibility Monitoring
- Group, Media and International Marketing
- Data/Research Collection & Analysis, Industry Partnerships

Note:

Numbers in parenthesis correspond to related sections of the 2026 Budget.

For Simplicity, “Visit Glenwood Springs” or “VGS” will be used throughout the plan to identify the Glenwood springs Chamber Resort Association’s (GSCRA) tourism department, which is the city’s contracted Destination Marketing and Management Organization (DMMO).

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The 2026 Marketing-Management Plan

The tourism budget for 2026 has been set at **\$1,491,750 (1)**. This is 1% less than the base budget set for 2025. Note: the tourism budget is based upon 85% of 2.5% accommodations tax receipts collected from September 1 through August 31 of the year prior to calendar year budget.

Administrative Services include Glenwood Springs Visitor Center expenses, overhead and staffing of the Glenwood Springs Chamber Resort Association's tourism department, known as Visit Glenwood Springs. **\$370,375 (2)**

The combined Visitor Center and Tourism department support costs represent a modest **24.8% (3)** of the total 2026 Tourism Budget.

The Working Tourism Marketing-Management Budget for 2026 is \$1,121,375 (4).

The marketing budget must be somewhat pliable within the parameters of the overall budgeted amount. If opportunities outside of the typical arise, the Tourism Management Board may request additional funding from the Tourism Fund Reserves. The following information summarizes each section of the budget and further explains proposed expenditures.

Note: The "working tourism marketing-management budget" is separate from GSCRA's operating budget and contracted administrative services.

Advertising includes Digital/display online, programmatic online, video, radio, out-of-home, Google & social media advertising, CTO international cooperative campaigns, Brand USA, and Colorado.com, plus creative development and production. **\$895,750 (5)**

XUMA Communications is contracted to manage, create and place advertising in close communication with the VGS staff. XUMA will manage the bulk of the allocated advertising budget including creative, production and media costs.

I. Agency Responsibilities, Creative Development and Production

Agency fees and production costs are billed monthly at \$9,500 per month.

- Development of overall strategic and creative approach of 2026 marketing based on marketing goals and secondary research
- Development and presentation of strategy and creative
- Development of an overall strategy for media placement and final media plan
- Development of tactical creative components to support media plan
 - Production of all components (to be mutually agreed upon following approval of media plan), which may include but is not limited to:
 - Broadcast (TV & Radio)
 - Out-of-Home
 - Online Video
 - Digital Banners
 - Print
- Develop tactical creative components separate from paid media
 - Production of all components (to be mutually agreed upon following approval of plan), which may include but is not limited to:

- Collateral (including but not limited to 2026 travel guide)
- Videos (including vertical videos for social media)
- Guerilla marketing efforts (as they are available)
- Ensure all materials are in-line with tourism brand standards & Glenwood Springs' goals for 2026.
- General account support, including travel, planning sessions, meetings and additional support as required by Glenwood Springs Tourism Management Board & VGS staff.

II. **Media Strategy. Planning, Buying, Execution, Maintenance and Reporting Media costs and planning fees not to exceed \$660,250**

- Development and presentation of media objectives, and strategies by target audience and seasonality. This includes a review of all media types leading to a recommended media mix and spend level recommendation to achieve agreed upon goals.
- Ensure all media strategies are in line with goals
- Strategic development of media plan
- Revisions to media plan based on client input
- Presentation of final media plan
- Media negotiations of rates, positioning, placement and value-added promotional opportunities
- Develop and establish metrics and measurement goals
- Review and analyze media spend to establish success measurements and metrics
- Optimization of all media to maximize effectiveness
- Periodic reporting on all media to ensure effectiveness and make any necessary recommendations
- Ensure that all media and promotions run as ordered; all necessary 'make goods' are received
- Update flowcharts and budget reflecting actual media, spending and achievement of goals against spend
- Media plan and mix to be mutually agreed upon by Glenwood Springs, Thayer and XUMA Communications.

III. **Fee Structure**

- All agency fees are payable monthly, due in full net 30 days, billed on the last day of each month.
- Agency fees will be billed as a monthly retainer of \$9,500.
- Contract period: January 1, 2026, through December 31, 2026
- **Total contract: \$774,250**

Paid Search Advertising in Google Ads and YouTube is managed by BlizzardPress Marketing with an agreed upon monthly* budget (*fluctuates throughout the year based upon seasons) for a **total of \$40,000**. Google Ads are paid separately from BlizzardPress fees (located under Internet Management) and charged directly to the tourism credit card. BlizzardPress will provide suggestions to maintain building quality links to the website and evaluate renewing and new online directories.

Social Media Advertising is managed by OMfluence and is contracted for **\$26,500** annually. Social media ads are set at **\$10,000** for the year and charged directly to the tourism credit card.

Colorado.com advertising includes placement in the state vacation guide, leads program, native banners, display banners, brand channel and Glenwood Springs' City Page. Annual contract **\$35,000**

CTO and Brand USA International Co-ops are available intermittently throughout the year. We participate when it makes sense to do so and when the value is exceptional. **\$10,000**

Public Relations - \$7,750 (6)

Scope of Work

Visit Glenwood Springs staff carries out the bulk of public relations responsibilities in-house. The budgeted amount also includes fees for CTO media receptions, posting of press releases on media wires, hosting lodging and meals for domestic media and partner cooperative familiarization tours, promotional items for media and group hosting, and Constant Contact subscription for email marketing for up to 80K contacts.

Responsibilities Include:

- Pitch story ideas to key writers, editors and media who specialize in travel, tourism and hospitality industries and international news media journalists.
- Communicate with in-state tourism industry organizations (Colorado Tourism Office, CO Hotel & Lodging Association, Destination Colorado, Colorado Ski Country, etc.)
- Respond to media leads provided by the Colorado Tourism Office
- Assist and respond to individual media seeking onsite visits and off-site information
- Fact-check media pieces before release by outlets
- Create & distribute press releases as needed
- Serve as official Visit Glenwood Springs spokespersons for the tourism industry
- Maintain an updated media list
- Communicate media opportunities and coverage to local businesses

Vacation Planner Printing and Distribution - \$48,000 (7)

Visit Glenwood Springs produces a 28-page full-color travel guide for distribution and direct mail. The printed piece is shipped, bulk mailed to leads and distributed seasonally as follows:

- High Country Distribution – Montrose, Delta, Grand Junction, Roaring Fork Valley
- Colorado Activities Center – I-70, Hwys. 285 & 24, Summit County, N. & S. Front Range
- Certified Folder & Display – GJ, Durango, NE. CO Super Cities + web ads
- Vail Distribution – Eagle Airport plus 72 locations in Vail, Avon & Beaver Creek
- Red Wheel Media – Aspen Airport plus curated locations in Aspen and Snowmass

Hosting (Website, Video, Photos, Domains, Email, etc. - \$37,215 (8)

- CrowdRiff annual online hosting/management of photo and video library

- Website domains renewal fees and website server hosting
- Email for website leads through Twilio/Sendgrid
- Google Drive storage
- Zoom subscription

Internet Management - \$65,000 (9)

BlizzardPress is contracted to provide oversight, development and enhancement of the visitor website – visitglenwood.com, Google Ads management, search engine optimization (SEO), and other marketing services to generate online traffic. Specific tasks are designed to increase ROI within the dictated monthly budget and with the BlizzardPress team working with the staff of Visit Glenwood Springs staff.

VisitGlenwood.com has been redesigned to the latest “mobile-first” WordPress platform. Content of the site is managed in-house; however in-depth design elements will continue to be updated and managed through BlizzardPress. BlizzardPress will continue to consult on website usability and search engine optimization through 2026. VisitGlenwood.com is a visitor-first, functional repository, and planning website for Glenwood Springs visitor content. Visit Glenwood Springs is contracted with BlizzardPress to make monthly payments of \$2,250 for a **total of \$27,000**. ResortTrends will continue to provide monthly blogs and content as directed, an average of three blogs per month for a **total of \$18,000**.

AccessiBe \$3,000, website accessibility monitoring subscription offers monthly audits of visitglenwood.com. BlizzardPress addresses any compliance concerns through this platform. **WanderMap** online mapping platform through visitglenwood.com annual fee **\$12,000**

BlizzardPress researches and implements proven Search Engine Optimization & Marketing techniques. The owners work closely with partners to identify those services deemed as most critical to success and strategize to develop services implementation. Please keep in mind that these services are based upon the availability of resources and budget and may be modified as we adapt to changes within the industry and budgetary constraints.

Service Definitions

- Consultation ~ Email/phone correspondence and training with Client, Webmaster and Vendors.
- Search Engine Optimization ~ SEO & Keyword research followed by website and content recommendations, on-page optimization, quarterly site audits including broken Link review/update, XML Sitemap review and submission to Google, Structured Data Review/Update.
- Local Search Citation monitoring with submission recommendations.
- Paid Advertising ~ Google Ads monthly maintenance including Ad copy, bid adjustments, ROI Reporting and performance analysis.

Website Performance Analysis ~ Via Google Analytics, Search Console and Tag Manager will evaluate website traffic, behavior and conversions. Assessment of search engine appearance and performance of on-page optimization, website indexing and usability. Recommendations for increased performance will be provided.

Group and International Marketing - \$48,025 (10)

Group and International Marketing shows:

- Go West Summit western states' international marketplace – attendance and one-on-one appointments with tour operators and travel agents
- IPW – Co-op fee for partnership participation in the CO Tourism Office booth
- CTO Cooperative sales missions (these opportunities vary annually)
- Hosted Lodging/Meals for international media and FAM groups
- Tour Colorado membership – this group represents its members at NTA and ABA
- CO Hot Springs Loop Partnership
- Transportation and travel expenses for shows, summits, and meeting participation

Research/Data Collection & Analysis & Industry Partnerships - \$40,000 (11)

As part of the Tourism Management Board's Destination Management Plan, Visit Glenwood Springs purchases several data services. **Mission2Market** will continue to advise the Tourism Management Board and VGS staff on data that is collected, trends, industry standards, and, with assistance from XUMA Communications, will help determine the biggest return on advertising investment by analyzing and reporting findings through these various data sources. **\$12,500**

VISA Destination Insights \$11,500

CoStar Hotel Occupancy Data \$6,000

RMI Trip Report is purchased annually for insights into international tour operators booking overnights in Glenwood Springs. **\$2,000**

For Industry Specific Organizations & Education, Visit Glenwood will continue to affiliate and gain research, industry trends, and education annually through following organizations:

- Colorado Association of Destination Marketing Organizations (CADMO)
- Colorado Tourism Conference
- One West (formerly DMA West)
- Destinations International

		2026 TOURISM MARKETING/MANAGEMENT BUDGET - DRAFT	2026
1	CODE	2026 TPF REVENUE (85% of accommodations tax receipts 9/1/2024-8/31/2025)	1,491,750
		NOTE: 85% of the first 2.5% of accommodations tax receipts.	
2	56413	CONTRACTED ADMINISTRATIVE SERVICES (VC, STAFFING, OVERHEAD)	370,375
3		ADMINISTRATIVE SERVICES IN RELATION TO TOTAL TPF BUDGET	24.8%
4		2026 WORKING TOURISM MARKETING BUDGET	1,121,375
5	56416	Advertising - Includes digital/display online, programmatic online, video, radio, out-of-home, Google & social media advertising, CTO international cooperative campaigns, Brand USA, and Colorado.com, plus creative development and production	895,750
6	56414	Public Relations - includes CTO media events, media hosting, wires, etc.	12,300
7	56415	Vacation Planner Printing/Distribution/Lead Fulfillment	48,000
8	56417	Hosting - website server & domains, video/photo hub, subscriptions, etc.	12,300
9	56418	Internet Management - SEO, map platform, accessibility monitoring, etc.	65,000
10	56424	Group, Media & International Marketing	48,025
11	56429	Data, Research & Industry Partnerships	40,000
12		2026 TOTAL TOURISM MARKETING EXPENSE	1,121,375

KPIs based on the following five measurements – data will be delivered quarterly

1. Lodging demand
2. Visitation highlighting lift of slower seasons + overall
3. Spend – how Glenwood Springs is beating inflation
4. Sentiment of tourism (residents and visitors)
5. Marketing Metrics:
These will vary by tactic, including metrics such as impression delivery, reach, click through rate, and view-throughs as acquisition measures, while metrics such as website traffic, engagement rate, views, and session length help further illustrate the most meaningful channels, tactics and placements that drive results. Digital placements in particular will be optimized throughout the year and for each seasonal campaign, shifting spend and priority to the most productive media elements and targeting strategies, using real-time data and trends to adjust and maximize performance. Seasonal messaging and targeting different traveler types and individual markets are strategically timed to drive tourism in quieter shoulder seasons, while also preserving and capitalizing on the high-volume summer timeframe.

Evaluate all available lodging and tourism data to determine the most effective periods for marketing and advertising activity, adjusting as possible on an annual or seasonal basis in response to those data trends.

Objective One - Brand and Market Glenwood Springs

Develop and execute targeted marketing campaigns to drive incremental leisure travel and spending in Glenwood Springs, within a competitive marketplace. Implement seasonal, full-funnel, and multi-channel strategies aimed at Highly Compatible, Responsible travelers.

Objective Two - Enhance the Visitor Experience

Create a compelling and authentic brand experience for visitors to Glenwood Springs, focusing on personalization, value and engagement. Develop meaningful connections with visitors to foster loyalty and turn them into brand ambassadors. Collaborate with local tourism-related businesses to enhance the visitor experience.

Objective Three - Reach Highly Compatible Visitors

Expand Glenwood Springs' international presence in Europe, Australia/New Zealand, Canada and Mexico to attract Highly Compatible, Responsible international travelers to Glenwood Springs and measure success through key performance indicators.

Objective Four - Create Local Advocates

Create local advocates for the destination and tourism. Work with the Tourism Management Board to conduct resident sentiment surveys and focus groups to identify actionable community opportunities for both visitors and residents.

Objective Five - Make Data Driven Decisions

Leverage emerging technology by investing in data and intelligence.

Report Overview: This quarterly report is produced by the Tourism Management Board on the performance of tourism in Glenwood Springs. The report captures the key performance indicators of lodging demand to track overnight stays, visitation to track lifting off-peak seasons, and visitor spending to track economic impact. The report includes a projection for lodging demand in CO as well. Destination benchmarks are provided versus CO (without Denver and CO Springs) and Northwest CO. Spending benchmarks are versus inflation.

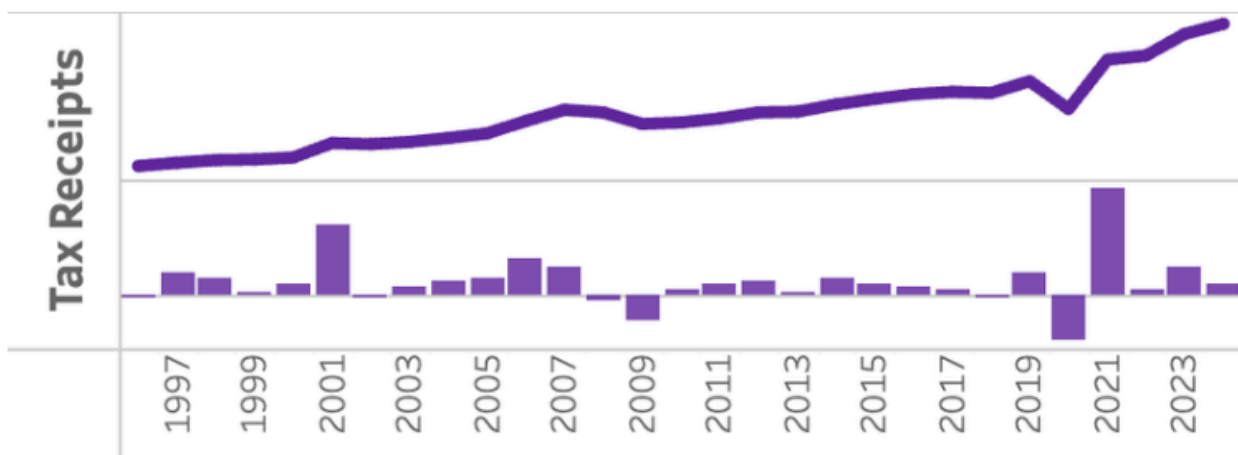
Additionally, this report tracks short-term marketing metrics and long-term organizational goals including annual objectives and bi-annual tracking of resident sentiment to focus on putting residents first.

Our Why: Improve the quality of life in our community through tourism management and development.

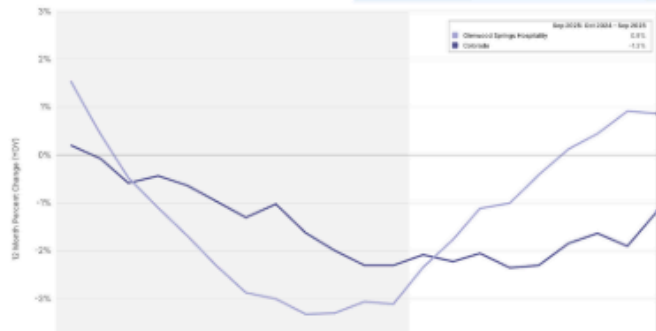
Our Mantra: Residents First - Align tourism with residents' needs, enhancing their quality of life and fostering community pride.

Our Impact: \$321M Visitor spending in 2024 in Garfield County

- 36% growth in visitor spending since 2019, double state growth
- 2,000 Full-time jobs earning \$85M from visitor spending
- \$26M Tax receipts in Garfield County, double state growth (See chart below)
- Visitor spending feeds GWS lodging, sales and property taxes needed to run city services that benefit residents
 - 75+% of taxable sales in DDA are with tourism-related businesses
 - 2.5% Glenwood Springs Lodging Tax funds affordable housing

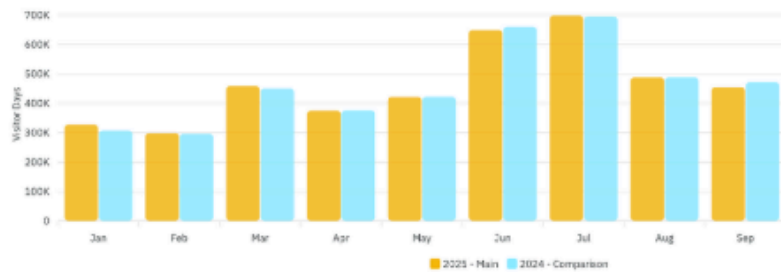


Trailing 12 Month Lodging Demand



➔ 1.3% Glenwood Springs
➔ 1.4% CO (Non-Denver Area)

Visitation



Total Visitors:

-3.44% YOY

Off-Season Visitors:

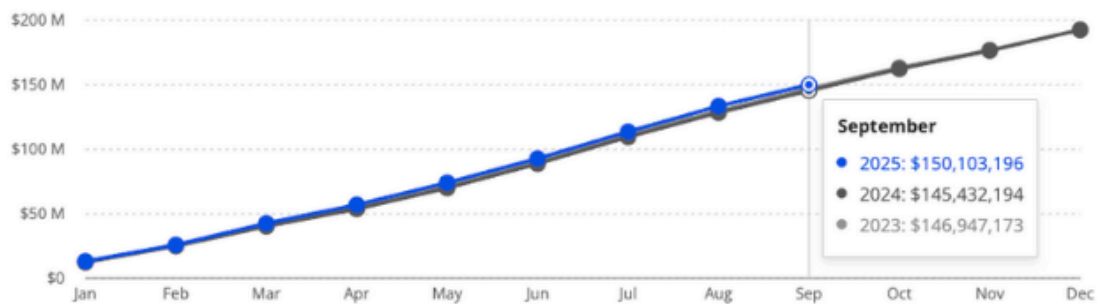
-3.02% YOY

NW CO Visitation

-2.8% YOY

Spending

Legend: 2023 (Grey), 2024 (Black), 2025 (Blue)



- 3.2% YTD Visitor Spend Growth
- 3.0% YTD Inflation Rate

Sentiment

Overall quality of life

Answered: 286 Skipped: 2

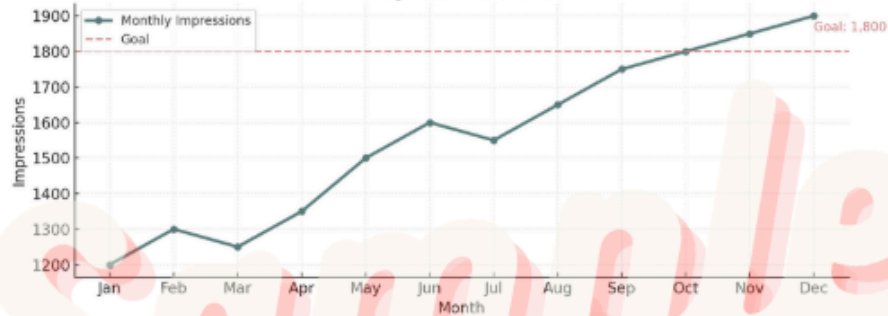


Benchmark Q1 2025: 3.2 out of 5

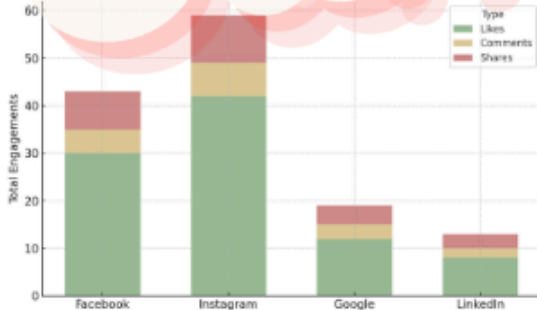
Goal Q1 2027: 3.5 out of 5

Marketing

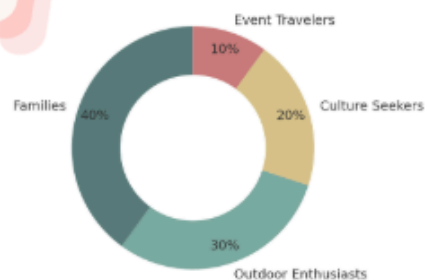
Impressions Trend



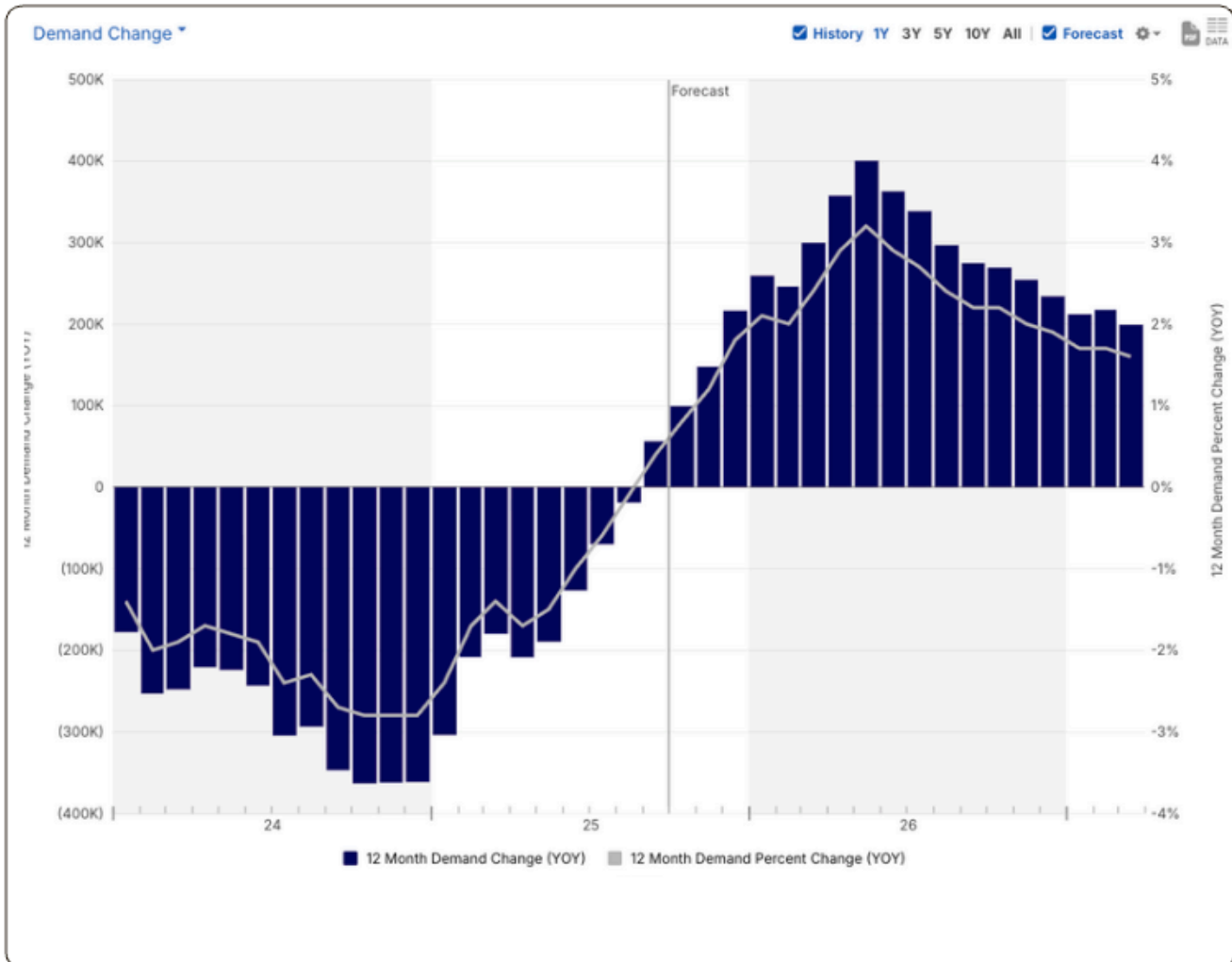
Engagements by Channel



Reach by Target Audience



CO Lodging Demand Forecast



Tourism Management Board Top Objectives

Objective: Create Local Advocates

Goal: Shift to Residents First Mentality

Progress: Conducted resident surveys in Q1, 2025

Results: 811 residents provided input

Key Takeaways: Drive off-peak visitation, create access for locals, continue tourism management

Next Step(s): 2026 Focus Groups to dive deeper; 2027 Resident Survey

Goal: Advocate for Local Access Opportunities

Progress: Local attractions offering improved resident access during off-peak times

Next Step(s): Continued growth of access and communication to residents

Objective: Brand & Market to Highly-Compatible Visitors

Goal: Expand international visitation

Progress: VGS collaborating with CTO to recruit international visitors by attending 2 international summits, meeting with tour operators, travel agents and hosting familiarization tours

Next Step(s): Continued investment in international visitation growth

Objective: Make Data Driven Decisions

Goal: Support local businesses

Progress: Conducted resident surveys in Q1, 2025

Results: 42 Businesses provided input

Key Takeaways: Drive year-round visitation, promote local businesses, champion tourism, improve tourism infrastructure

Progress: Wheel the World Program launched with 23 businesses

Next Step(s): Expansion Wheel World partners; Brand Refresh promoting health & wellness and adventure experiences

Objective: Enhance the Visitor Experience

Goal: Encourage responsible visitation

Progress: Promotion of use of arrival by train/bus, promotion of use of new on-demand transit service, creation of "Walkable Glenwood" Campaign

Next Step(s): Analysis of success of campaigns and increased emphasis on "leave your car behind" visitation

11/7/2025

EXHIBIT B

Corporate Credit Card Use/ Employee Reimbursement

It is the policy of the GSCRA to limit the issuance of credit cards to the President & CEO and designated staff as approved by the President & CEO. Individuals receiving a credit card will sign a Credit Card Issuance Form. Employees must complete a monthly purchase log, attach receipts and submit to the President & CEO. All expenses require a detailed description of business purpose. In the case of conference travel a conference agenda, brochure, name badge, etc. should be attached.

Under no circumstances may corporate credit cards be used for individual purchases. In the event the card is inadvertently used for a personal item, payment in full must be made at the time of the initial billing.

Reimbursed expenses are those necessary and reasonable to effectively carry out the employee's work and appropriately represent the GSCRA in the manner in which the expenditure is related.

Employees who use cash or personal credit cards for business-related purchases must fill out an expense report and include receipts for reimbursement. The CEO must approve and sign all expense reports before reimbursement is made. In the case of CEO purchases, a board member must approve expenditures before a reimbursement check is issued to the CEO. Expense reports for actual expenses are to be turned in within 30 days of incurring the expense(s). Expense reports must match all receipts attached. Payment will be made only if report and corresponding documentation agree.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: VALE Board Reappointment: Christopher Sharrow

Action Requested:

Department: City Clerk

Presented By: Ryan Muse

Strategic Goals: Provide Efficient and Responsive City Government

Background Info: **Mayor Pro Tem Zalinski's Recommendation:**
Christopher Sharrow has served a partial (to fill) term and applied for reappointment. Mayor Pro Tem Zalinski enthusiastically supports Mr. Sharrow's reappointment to a regular seat on the VALE Board with a term expiration date of April 2028.

Composition of the VALE Board:

Six (6) citizens, at least four (4) who are residents of the City and one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City and one (1) youth who is in the 9th-12th grade in the City and who shall serve a one-year term.
The Chief of Police as an advisory member, but a nonvoting member of the Board.

Powers and Duties of the VALE Board:

(as defined in Title 020 of the Glenwood Springs Municipal Code); (h): Powers and duties of the Victim's and Witnesses Assistance and Law Enforcement Board.

(1)

The Board shall designate one (1) of its members as chairman, shall establish rules of procedure and order and shall hold meetings as it might deem necessary.

(2)

A surcharge equal to twenty-five (25) percent of the fine imposed for violation of all municipal ordinances, including ordinance violations under the Model Traffic Code, is hereby levied on each Municipal Court action resulting in a conviction, plea of guilty or no contest or in a deferred judgment and sentence, which municipal ordinance violation is charged pursuant to City ordinances. All calculated surcharge amounts resulting in dollars and cents shall be rounded to the nearest whole dollar. In the event a portion of the fine is suspended, the surcharge levied shall be computed based upon the original fine, regardless of whether a portion of said fine has been suspended. Said surcharges shall be paid to the Clerk of the Court by the defendant, and said Clerk shall deposit the money so received in the fund hereinafter created.

(3)

The Victim's and Witnesses Assistance and Law Enforcement Fund, hereinafter referred to as the "Fund," consist of all monies paid as a surcharge as provided in Subsection (2) above. All monies deposited in the Fund shall be deposited in an interest-bearing account, and all interest earned by monies in the Fund shall be credited to the Fund. The City Manager, by and through the Finance Director, shall be responsible for establishing a separate fund for purposes of accounting for the

revenues and expenditures. At the conclusion of each fiscal year, all monies remaining in the Fund shall remain in the Fund for allocation as hereinafter set forth.

(4)

The Board shall disburse monies from the Fund in the following manner:

a.

First, to the payment of all reasonable and necessary expenses and costs incurred by the Board in the performance of its duties, including but not limited to professional fees, office supplies and meeting expenses.

b.

Second, not less than fifty (50) percent of the monies remaining in the Fund after the deduction of reasonable expenses and costs shall be allocated for the purchase of victims (and witnesses) services and reimbursements, as hereinafter set forth. No funds shall be paid except in those specific instances where a police report has been filed by the Police Department for an alleged violation of a municipal ordinance, regardless of whether the perpetrator has been identified, arrested or prosecuted.

c.

Third, any remaining monies may be allocated to the Police Department for the following purposes, including, but not limited to: equipment purchases, training programs for personnel and the employment of additional personnel. Such funds shall not be used by the Police Department for defraying the costs of routine and ongoing operating expenses. No disbursement within this category of expenditure shall be made without the approval of the City Council following a written recommendation by the Board.

(5)

Disbursement of funds by the Board on behalf of the victim's and witnesses assistance services may be used for the following purposes:

a.

Provision of services for early crisis intervention;

b.

Assistance in prompt return of victims' property;

c.

Assistance to victims and witnesses in arranging transportation to and from court;

d.

Provision of translator services;

e.

Protection from threats of harm and other forms of intimidation;

f.

Reasonable medical and hospital expenses and expenses incurred for dentures, eyeglasses, hearing aids or other prosthetic or medically necessary devices; and

g.

Losses resulting from property damage, including repair or replacement of property damaged as a result of crime or payment of the deductible amount on a residential insurance policy in an amount not to exceed five hundred dollars

(\$500.00). Victims' recovery due to property damage shall not exceed five hundred dollars (\$500.00) for any crime, but in no case shall a loss be compensable if the aggregate property damages are less than twenty-five dollars (\$25.00).

(6)

The Board is authorized to accept and evaluate all applications for disbursement of funds, whether emanating from victims, witnesses or law enforcement agencies. Applications for disbursement shall be made upon forms prescribed by the Board, and made available by the Municipal Court and the Police Department. The Board shall establish its own criteria for evaluating applications for disbursement, and nothing herein contained shall obligate the Board to make disbursement of any funds available to it. Upon a finding by the Board that a disbursement shall be made from the Fund, the Board shall submit a written request for payment to the Finance Department, which shall then remit payment in accordance with the request.

(7)

The Board is required to submit minutes of its meetings to the City Council at the next regular Council meeting following the Board's meeting.

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation:

Print**VALE Board Application - Submission #3495****Date Submitted: 11/6/2025****Victim's and Witnesses Assistance and Law Enforcement (VALE) Board Application**

City of Glenwood Springs
101 W. 8th St.
Glenwood Springs, CO 81601

Clare Roberts, VALE Board Secretary
clare.roberts@cogs.us
970-384-6527



Thank you for your interest in serving your community. Please answer all questions on this application.

Membership Qualifications*

You must qualify with one of the options below to be eligible to serve on the Victim's and Witnesses Assistance and Law Enforcement (VALE) Board. Please select the option(s) that applies to you.

- ☒ Resident of Glenwood Springs within city limits.
- ☐ Resident outside of Glenwood Springs city limits, but within the 81601 zip code.
- ☐ Owner of real property or a business within Glenwood Springs city limits.
- ☐ Youth resident (under the age of 18) within the 81601 zip code or attending school within city limits.

Please select today's date*

11/6/2025

Personal Information**First Name***

Christopher

Last Name*

Sharrow

Occupation*

LCSW

Home Address*

[REDACTED]

City*

Glenwood Springs

State*

CO

Zip Code*

81601-4046

Mobile Phone Number*

[REDACTED]

Email Address*

[REDACTED]

Home Phone Number

[REDACTED]

Work Phone Number**Mailing Address (If different than home address)**

[REDACTED]

City

Glenwood Springs

State

CO

Zip Code

81601-4046

Personal and Professional Interests**Why are you interested in serving on the VALE Board?***

N/A

What do you view as the role of a VALE Board member?*

N/A

Describe any experience with maintaining confidential information.*

N/A

Have you ever been a victim of a crime? Please explain to your comfort level.*

N/A

Have you ever been convicted of a crime? If so, what was the violation?*

N/A

Have you, a close family member, or friend ever been employed in the law enforcement or criminal justice system?*

N/A

Can you separate yourself from your personal opinions and represent the City's goals, policies, plans and the Glenwood Springs Municipal Code in an equitable fashion?*

N/A

Do you have any existing time commitments that will hamper your ability to serve?*

N/A

What experience do you have working with people on a board, commission, or committee?*

N/A

Have you previously served on the VALE Board?*

Yes



Reappointment Applicants

These questions only required for reappointment applicants.

Why do you think you should be reappointed?

I believe I did a good job previously.

Have you served two full successive terms on the VALE Board?

No



Powers and Duties of the VALE Board

(as defined in Title 020 of the Glenwood Springs Municipal Code); (h) Powers and duties of the Victim's and Witnesses Assistance and Law Enforcement Board.

1. The Board shall designate one (1) of its members as chairman, shall establish rules of procedure and order and shall hold meetings as it might deem necessary.
2. A surcharge equal to twenty-five percent (25%) of the fine imposed for violation of all municipal ordinances, including ordinance violations under the Model Traffic Code, is hereby levied on each Municipal Court action resulting in a conviction, plea of guilty or no contest or in a deferred judgment and sentence, which municipal ordinance violation is charged pursuant to City ordinances. All calculated surcharge amounts resulting in dollars and cents shall be rounded to the nearest whole dollar. In the event a portion of the fine is suspended, the surcharge levied shall be computed based upon the original fine, regardless of whether a portion of said fine has been suspended. Said surcharges shall be paid to the Clerk of the Court by the defendant, and said Clerk shall deposit the money so received in the fund hereinafter created. (A 33-05,§2)
3. The Victim's and Witnesses Assistance and Law Enforcement Fund, hereinafter referred to as the "Fund," consist of all monies paid as a surcharge as provided in Subsection (2) above. All monies deposited in the Fund shall be deposited in an interest-bearing account, and all interest earned by monies in the Fund shall be credited to the Fund. The City Manager, by and through the Finance Director, shall be responsible for establishing a separate fund for purposes of accounting for the revenues and expenditures. At the conclusion of each fiscal year, all monies remaining in the Fund shall remain in the Fund for allocation as hereinafter set forth.
4. The Board shall disburse monies from the Fund in the following manner:
 - a. First, to the payment of all reasonable and necessary expenses and costs incurred by the Board in the performance of its duties, including but not limited to professional fees, office supplies and meeting expenses.
 - b. Second, not less than fifty percent (50%) of the monies remaining in the Fund after the deduction of reasonable expenses and costs shall be allocated for the purchase of victims and witnesses services and reimbursements, as hereinafter set forth. No funds shall be paid except in those specific instances where a police report has been filed by the Police Department for an alleged violation of a municipal ordinance, regardless of whether the perpetrator has been identified, arrested or prosecuted.
 - c. Third, any remaining monies may be allocated to the Police Department for the following purposes, including, but not limited to: equipment purchases, training programs for personnel and the employment of additional personnel. Such funds shall not be used by the Police Department for defraying the costs of routine and ongoing operating expenses. No disbursement within this category of expenditure shall be made without the approval of the City Council following a written recommendation by the Board.
5. Disbursement of funds by the Board on behalf of the victim's and witnesses assistance services may be used for the following purposes:
 - a. Provision of services for early crisis intervention;
 - b. Assistance in prompt return of victims' property;
 - c. Assistance to victims and witnesses in arranging transportation to and from court;
 - d. Provision of translator services;
 - e. Protection from threats of harm and other forms of intimidation
 - f. Reasonable medical and hospital expenses and expenses incurred for dentures, eyeglasses, hearing aids or other prosthetic or medically necessary devices; and
 - g. Losses resulting from property damage, including repair or replacement of property damaged as a result of crime or payment of the deductible amount on a residential insurance policy in an amount not to exceed five hundred dollars (\$500.00). Victims' recovery due to property damage shall not exceed five hundred dollars (\$500.00) for any crime, but in no case shall a loss be compensable if the aggregate property damages are less than twenty-five dollars (\$25.00).

6. The Board is authorized to accept and evaluate all applications for disbursement of funds, whether emanating from victims, witnesses or law enforcement agencies. Applications for disbursement shall be made upon forms prescribed by the Board, and made available by the Municipal Court and the Police Department. The Board shall establish its own criteria for evaluating applications for disbursement, and nothing herein contained shall obligate the Board to make disbursement of any funds available to it. Upon a finding by the Board that a disbursement shall be made from the Fund, the Board shall submit a written request for payment to the Finance Department, which shall then remit payment in accordance with the request.
 7. The Board is required to submit minutes of its meetings to the City Council at the next regular Council meeting following the Board's meeting.
-

Appointment, Removal, Term, and Vacancies of Boards and Commissions

(Per the Glenwood Springs, CO Municipal Code 020.020.040)

(a) Appointment and term of members. Except as otherwise provided, all appointments to the boards and commissions shall be by the City Council for terms of three (3) years each, and each member shall serve until his/her successor is appointed and takes office; provided, however, that the initial terms of office may be shortened by the City Council so as to provide overlapping terms of office. Appointments shall expire the day before the first regular meeting of the City Council in each month according to the following schedule:

1. February:

Planning and Zoning Commission;
Finance Advisory Board;
Tourism Management Board;
Building Board of Appeals.

2. March:

Transportation Commission;
Arts and Culture Board;
Parks and Recreation Commission;
Airport Board;
River Commission.

3. April:

Local Liquor Licensing Authority;
Victim's Witnesses Assistance and Law Enforcement Board;
Historic Preservation Commission;
Workforce Housing Fund Advisory Board;
Glenwood Springs Housing Commission.

(b) Alternate members. The City Council at its discretion may appoint up to three (3) persons as alternate members for each board or commission. If a regular member of a board or commission is to be absent from a meeting, the presiding officer for the meeting may select an alternate member to fill such absence and to attend and serve at the meeting. The alternate member may exercise all powers at the meeting which the absent regular member could exercise, and the alternate's powers and privileges shall terminate at the end of the meeting attended. The presiding officer may at his/her discretion select the same alternate to serve at successive meetings in the absence of any member.

(c) Limit to term of members. Unless it is deemed vital by the City Council that an appointed member of a board or commission be retained in office, no Board member shall serve more than two (2) full successive terms on the same board or commission. An individual may serve multiple non-successive terms on the same board or commission.

(d) Removal of members. All appointed members of a board or commission shall be subject to removal, at any time, by the City Council. In the event an appointed member of a board or commission ceases to qualify for membership, his or her appointment is immediately terminated.

(e) Vacancies. The City Council shall fill all vacancies on boards and commissions by appointment for the unexpired term.

(Code 1971 §§ 2-63, 2-64, 2-67; 6-95 § 1; 10-07 § 2; Ord. No. 9-2018 , § 2, 4-20-2018)



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: November 6, 2025 Council Minutes

Action Requested: November 6, 2025 City Council Minutes

Department: City Clerk

Presented By:

Strategic Goals:

Background Info:

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation:



MINUTES
CITY OF GLENWOOD SPRINGS
CITY COUNCIL MEETING
NOVEMBER 6, 2025
6:15 PM

Note: Official meeting minutes are located on the City website via YouTube video at the following link: <https://www.youtube.com/user/GlenwoodSprings1885/videos>. The times in agenda items indicate approximately where the item can be found on the YouTube video timeline.

REGULAR SESSION

Item 1. 0:00 Roll Call

Present: Councilor Smith, Councilor Schachter, Councilor Weimer, Mayor Pro Tem Zalinski, Mayor Dehm, Councilor Schmahl, and Councilor Townsley.

Staff Present: Also present were Public Works Director and Acting City Manager Matt Langhorst, City Clerk Ryan Muse, City Attorney Karl Hanlon, Chief of Police Joseph Deras, Finance Director Yvette Gustad, Director of Operations Tim Bergman, Parks and Recreation Director Rod Tarullo.

Item 2. 0:15 Agenda Changes

Item H: Resolution 2025-26; Parks and Recreation Consolidated Fee Schedule for 2026 was moved off the consent agenda onto regular agenda.

Item 3. 0:14 Disclosure of Any Councilor Conflicts of Interest

There were none.

Item 4. 0:22 Citizens Appearing Before Council and Council Response (for items not on the agenda - comments limited to 3 minutes)

Rachel Wind made a comment about parking on Bennett Street.

Public Works Director Matt Langhorst responded.

Item 5. 4:21 Council Announcements

Councilor Smith made announcements about the Historic Preservation Commission annual work plan, and Transportation Commission updates.

Councilor Schachter made an announcement regarding the Financial Advisory Board.

Councilor Townsley made an announcement about the Parks and Recreation Commission.

Councilor Weimer made an announcement about tobacco sales to minors at Thunder River Market.

Mayor Dehm made an announcement about the discussion at a recent Mayors Dinner.

Item 6. 15:33 Consent Agenda

Councilor Smith moved to approve the items A-G of the consent agenda as written. Councilor Schachter seconded the motion, and it passed unanimously.

Item 7. 17:10 Proclamation honoring Trever Wooldridge

Mayor Dehm presented the proclamation to Trevor Wooldridge.

Councilor Smith and Councilor Schmahl made comments.

Item 8. 21:27 Resolution 2025-26; Parks and Recreation Consolidated Fee Schedule for 2026 was moved off the consent agenda onto regular agenda.

Parks and Recreation Director Rod Tarullo presented on the item.

Council had no questions or comments.

Mayor Dehm opened it for public comment.

There were none.

Mayor Dehm closed the public portion.

24:38 Councilor Schachter moved, seconded by Councilor Townsley to approve the amended Consolidated Fee Schedule from Parks and Recreation.

25:10 The motion passed unanimously.

Item 9. 25:25 Resolution 2025-25; Landfill Rate Changes for 2026

Public Works Director Matt Langhorst and Landfill Manager Liz Mauro presented on the item.

Councilor Smith, Councilor Schmahl, and Mayor Dehm asked questions and made comments.

Mayor Dehm opened it for public comment.

There was none.

Mayor Dehm closed the public portion.

32:58 Councilor Schachter moved, seconded by Councilor Townsley to approve Resolution 2025-25 for setting landfill fees for 2026.

33:37 The motion passed unanimously.

Item 10. 33:51 Ordinance 2025-28; Third Quarter Budget Amendment

Finance Director Yvette Gustad opened the item.

Councilor Smith asked questions and made comments.

Mayor Dehm opened the item for public comment.

There was none.

Mayor Dehm closed the public portion.

36:42 Councilor Smith moved, seconded by Councilor Schmahl to approve quarterly supplemental budget adjustment.

37:17 The motion passes unanimously

Item 11. 37:20 Resolution 2025-27; Adoption of 2026 Budget

Finance Director Yvette Gustad opened the item.

Council had no questions or comments.

Mayor Dehm opened it for public comment.

There was none.

Mayor Dehm closed the public portion.

38:28 Councilor Townsley moved, seconded by Councilor Schmahl to approve the adoption of the 2026 budget Resolution 2025-27.

Councilor Schachter and Councilor Schmahl made comments.

40:34 The motion passes unanimously.

Item 12. 40:45 Approve South Bridge Grant Agreement

City Engineer, Ryan Gordon and City Attorney Karl Hanlon opened the item.

Councilor Schachter asked a question.

Mayor Dehm opened it for public comment.

There was none.

43:24 Councilor Weimer moved, seconded by Councilor Schachter to approve the South Bridge Grant Agreement.

Councilor Schmahl made a comment.

44:29 The motion passes unanimously.

Item 13. 44:45 Council Comments

Councilor Schachter commented on his support for the letter of participation in the CLEER grant application, and also to remind council that three council members' support is needed to add items to the agenda rather than two. He also made a comment about employee evaluations.

Councilor Townsley commented about being conservative with the budget in current times.

Mayor Pro Tem responded to councilor Townsley's comments.

Councilor Schmahl commented about the 2026 budget.

Mayor Dehm made a comment about City Clerk and Procurement Manager Ryan Muse being the CML representative in lieu of a council member attending.

Karl Hanlon, City Attorney, responded.

Councilor Schmahl made a comment about Ryan's role.

Item 14. 52:25 Report from City Administration

City Attorney, Karl Hanlon reported that on Nov 19th the CWCB hearing regarding Shoshone water rights takes place and it is important to have representation from our elected officials.

Councilor Townsley asked a question about the annexation of South Bridge.

City Attorney Karl Hanlon responded.

Mayor Dehm commented about the VALE Board meeting virtually.

City Attorney Karl Hanlon responded.

59:01 Councilor Schachter moved, seconded by Councilor Weimer to allow the VALE Board to meet remotely for a temporary period of time until we get advice from council as to whether to change the policy.

59:33 Councilor Schmahl, seconded by Councilor Weimer proposed a friendly amendment give a specific timeframe for the temporary period of 6 months.

1:00:14 The amended motion passes unanimously.

Item 15. 1:00:22 Social Event Announcement

The social event will take place at Doc Holiday's following the meeting.

Item 16. 1:00:37 Adjournment

Councilor Townsley moved to adjourn. Councilor Schachter seconded, and the motion passed unanimously.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-30; Amending Title 020 to Combine the Housing Commission and Workforce Housing Financial Advisory Board
Action Requested:	Approval of changes to section 020.020 of the Municipal Code, which describes the required composition of boards and commissions and their powers and duties.
Department:	Economic and Community Development
Presented By:	Watkins Fulk-Gray
Strategic Goals:	Provide Efficient and Responsive City Government
Background Info:	The Workforce Housing Fund Advisory Board (WHFAB) was established in 2023 to advise City Council on how to manage and spend the Workforce Housing Fund, which itself was established by the voters in 2022. The Housing Commission has been in existence for many years and has traditionally focused on zoning changes, housing needs, and legislative issues relating to housing. Staff discussed the idea of combining the Housing Commission and WHFAB with City Council at the August 7 joint work session with WHFAB, in which City Council expressed general approval of moving forward with the concept of combining the commissions, if the members of the two commissions are in agreement about being joined. Combining the commissions is acceptable to all Housing Commissioners and WHFAB members.
Issues:	There are two members of Housing Commission that may be interested in joining WHFAB. Up to eight members are allowed on WHFAB, but only two are allowed to reside outside Glenwood Springs and one spot is reserved for a high school student. Section 02.020.040(b) of the Municipal Code allows for the appointment of up to three alternates to boards and commissions. The current Housing Commission members are: Katie Narvaez, Dan Hurley, Sean Nesbitt, and Bobbi Hodge. The WHFAB members are Matt Spidell, Kathryn Grosscup, Ben West, Alex Daue, Carolyn Meadowcroft, and Genesis Ramos. WHFAB has one vacant spot, one spot available to a high school student, and three alternate positions available. Combining the two commissions will prevent the fragmentation and siloing of important housing conversations. At this moment no new member appointments are sought; this topic will be brought forward separately.
Fiscal Impact:	None at this time.
Legal Review:	Legal has reviewed the attached ordinance.
Staff Recommendation:	Approval of the ordinance amending Title 020.020.

ORDINANCE NO. 30

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, AMENDING ARTICLE 020.020 OF THE GLENWOOD SPRINGS MUNICIPAL CODE COMBINE THE HOUSING COMMISSION AND WORKFORCE HOUSING FUND ADVISORY BOARD AND TO MODIFY THE POWERS AND DUTIES OF THE WORKFORCE HOUSING FUND ADVISORY BOARD.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home- rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter; and

WHEREAS, on May 18th, 2023, City Council approved Ordinance 08 of 2023 that established the existence, powers, and duties of the Workforce Housing Fund Advisory Board; and

WHEREAS, City Council finds that these amendments are consistent with Article 020.020 of the Code, are necessary to address a demonstrated community need, and are consistent with the general purpose and intent of the Code; and

WHEREAS, City Council finds it is necessary and proper to amend portions of Article 020.020 of the Glenwood Springs Municipal Code as provided in this ordinance to ensure efficient and effective study and consideration on housing matters.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. The foregoing recitals are incorporated herein as if set forth in full.

Section 2. Article 020.020 of the Glenwood Springs Municipal Code is hereby amended as set forth in Exhibit A with double underline text added and ~~striketrough~~ text deleted.

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED
PUBLISHED BY TITLE ONLY THIS 20th DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

Exhibit A

ARTICLE 020.020 BOARDS AND COMMISSIONS

020.020.010 Boards and commissions created.

There is hereby created the following boards and commissions of the City Council:

- (1) Local Liquor Licensing Authority,
- (2) Airport Board,
- (3) Building Board of Appeals,
- (4) Finance Advisory Board,
- (5) Park and Recreation Commission,
- (6) Planning and Zoning Commission,
- (7) River Commission,
- (8) Victim's and Witnesses Assistance and Law Enforcement Board,
- (9) Transportation Commission,
- (10) Workforce Housing Fund Advisory Board,
- ~~(11) Housing Commission,~~
- (12) Historic Preservation Commission,
- (13) Tourism Management Board,
- (14) Arts and Culture Board.

(Code 1971 §§ 2-61, 4-75, 4-230, 15-2; 26-84 § 1; 19-89 § 1; 12-90 § 1; 54-90 § 1; 29-91 § 1; 10-93 § 1; 29-93 § 1; 7-94 § 1; 23-94 § 1; 10-95 § 1; 19-95 §§ 1, 2; 40-95 § 1; 28-97 § 1; 29-97 § 1; 61-01 § 2; 9-04 §; 13-06, § 2; 6-08 § 2; 12-10 § 2; Ord. No. 16-2017, § 2, 8-17-2017; Ord. No. 03-2022, § 2(Exh. A), 2-3-2022; Ord. No. 8-2023, § 2, 5-18-2023)

020.020.020 Composition of boards and commissions.

The membership of boards and commissions shall be composed of the following persons:

- (1) *Local Liquor Licensing Authority.*
 - a. The Local Liquor Licensing Authority shall consist of a Hearing Officer appointed by the City Council by resolution and may be removed with or without cause by a majority vote of the City Council.
- (2) *Building Board of Appeals.* The Planning and Zoning Commission shall act as the Building Board of Appeals whenever such a board is required by this Code, other ordinances of the City or State or Federal law.
- (3) *Finance Advisory Board.*

- a. Eight (8) members of which at least six (6) are City residents. One (1) member shall be employed in the finance industry; one (1) member shall be employed by the tourism industry; one (1) member may be a non-resident but shall own or be employed by a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.
- (4) *Parks and Recreation Commission.*
 - a. Eight (8) citizens, at least six (6) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.
- (5) *Planning and Zoning Commission.*
 - a. Seven (7) citizens who are residents of the City.
- (6) *River Commission.*
 - a. Eight (8) citizens, with one (1) alternate, at least six (6) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.
- (7) *Victim's and Witnesses Assistance and Law Enforcement Board.*
 - a. Six (6) citizens, at least four (4) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.
 - b. Reserved.
 - c. The Chief of Police as an advisory member, but a nonvoting member of the Board.
- (8) *Transportation Commission.*
 - a. Eight (8) citizens, at least six (6) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.
- (9) *Workforce Housing Fund Advisory Board.*
 - a. Eight (8) citizens, at least five (5) who are residents of the City; two (2) who may reside outside of the City but within Garfield County; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term. The membership shall reflect the diversity of Glenwood Springs to ensure that the entire community and its needs are represented.
- ~~(10) *Glenwood Springs Housing Commission.*~~
 - ~~a. Eight (8) citizens, at least six (6) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.~~

Membership should reflect a broad representation of organizations and other entities which are related to housing, including, but not limited to, the financial community, the building and development community, the real estate industry, and organizations which support low-income residents of the community.
- ~~(11)~~ (10) *Historic Preservation Commission.*

- a. Eight (8) citizens, at least six (6) who are residents of the City; one (1) who may reside outside of the City but within the 81601 zip code area or own real property or a business within the City; and one (1) youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term.

~~(12)~~ (11) *Tourism Management Board.*

- a. Two (2) representatives from the tourism related businesses located within the City;
- b. Two (2) representatives from the lodging businesses located within the City;
- c. One (1) representative from the restaurant or retail businesses located within the City;
- d. One (1) representative from the Glenwood Springs Chamber Resort Association; and
- e. Three (3) citizens, at least two (2) who are residents of the City.

~~(13)~~ (12) *Arts and Culture Board.*

- a. Eight (8) members, at least five (5) of which are residents of the City, three (3) of which may reside outside of the City, and one (1) of which being a youth who is in the ninth—twelfth grade in the City and who shall serve a one-year term. Those representatives residing outside of the City must reside within the 81601 postal zip code area, own real property or a business within the City, or attend school within the City.

~~(14)~~ (13) *Council and Staff Participation on Boards and Commissions.*

- a. The Mayor may appoint up to two (2) members of Council to act as a liaison between Council and a Board or Commission.
- b. The City Manager may appoint a member of staff to assist a Board or Commission as necessary to fulfill their duties as provided for in [Section] 020.020.030.

(Code 1971 §§ 2-61, 4-75, 4-230, 15-2; 26-84 § 1; 19-89 § 1; 12-90 § 1; 54-90 § 1; 29-91 § 1; 10-93 § 1; 29-93 § 1; 7-94 § 1; 23-94 § 1; 10-95 § 1; 19-95 §§ 1, 2; 40-95 § 1; 28-97 § 1; 29-97 § 1; 1-01 § 1; 61-01 § 2; 14-03 § 1; 9-04 § 1; 20-05 § 2; 7-06 § 2; 13-06, § 2; 10-07 § 2; 6-08 § 2; 12-09 § 2; 12-10 § 2; 2-12 § 2; Ord. No. 2-2016, § 2(Exh. A), 2-4-2016; Ord. No. 16-2017, § 3, 8-17-2017; Ord. No. 2-2018, § 2, 1-18-2018; Ord. No. 6-2018, § 2, 3-1-2018; Ord. No. 21-2018, § 2, 9-20-2018; Ord. No. 2-2021, § 2(Exh. A), 4-15-2021; Ord. No. 03-2022, § 2(Exh. A), 2-3-2022; Ord. No. 8-2023, § 2, 5-18-2023; Ord. No. 21-2024, § 2(Exh. A), 11-7-2024; Ord. No. 8-2025, § 2, 4-17-2025)

020.020.030 Powers and duties of boards and commissions.

(a) *Local Liquor Licensing Authority.*

- (1) *Powers and duties of local liquor licensing authority.* The Local Liquor Licensing Authority shall have the powers granted to local licensing authorities pursuant to C.R.S. Title 12, Articles 46, 47, and 48, as amended.
- (2) *Temporary permits.* The City Clerk is hereby delegated the authority to issue temporary fermented malt beverage permits to license transferees, as authorized by C.R.S. § 12-46-106.5, as amended, and temporary permits for any class of liquor license as authorized by C.R.S. § 12-47-106.5, as amended. Each temporary permit shall authorize the transferee to continue selling fermented malt beverages and other licensed beverages in accordance with state law during the period in which an application to transfer is pending. The City Clerk may issue the temporary permit if: (a) the premises shall have been previously licensed by the State and the license is valid at the time the application for transfer is filed; (b) the application appears to be in order, an application for transfer of the appropriate license has been filed, all fees have been paid, the initial background check has been successfully completed, and the fingerprint cards have been completed; and (c) the application for the temporary permit is filed no later than thirty (30) days after the filing of the application for transfer and associated fees paid. No

temporary permit issued by the City Clerk shall be for a period greater than one hundred twenty (120) days from the date of its issuance.

- (3) *Wine tastings.* The Local Liquor Licensing Authority is authorized to issue annual wine tasting permits pursuant to C.R.S. § 12-47-301 with the following conditions: (a) All requirements of C.R.S. § 12-47-301 have been met; and (b) Payment of an annual application fee of one hundred dollars (\$100.00); and (c) No more than one hundred four (104) wine tastings may be held during the term of any permit issued pursuant to this section; and (d) Permit holders shall notify the City Clerk and Police Department at least seven (7) days prior to any wine tasting.
 - (4) *Rules, policies and procedures.* The Local Liquor Licensing Authority shall adopt rules, policies and procedures for the implementation of its duties and powers as those have been granted pursuant to C.R.S. Title 12, Articles 46, 47, and 48, as amended.
 - (5) *Report to city council.* The Local Liquor Licensing Authority shall be required to report on all actions taken with respect to the issuance of or control over liquor licenses within the City to the City Council. Reports shall be made in a timely fashion to the City Council.
 - (6) *Appeal to city council.* Any decision of the Local Liquor Licensing Authority may be appealed to the City Council within ten (10) calendar days, or at the next regularly scheduled meeting. City Council shall have the authority to sustain, modify or overturn the decision of the Local Liquor Licensing Authority. In any event, the City Council shall direct the Local Liquor Licensing Authority to take a particular action. The Local Liquor Licensing Authority shall conform to the written direction of the City Council within ten (10) calendar days from the date of the written directive.
 - (7) *Appeal to district court.* Any person applying to the District Court for review of a decision of the Local Liquor Licensing Authority shall apply for review within thirty (30) days of the decision of the Local Liquor Licensing Authority. The thirty-day period shall be inclusive of the appeal process to City Council as outlined in Subparagraph (5) above.
- (b) *Powers and Duties of Airport Board.* The powers and duties of the Airport Board shall be to investigate, study and report to the City Council all matters concerning the airport facilities of the City and other matters concerning the subject of aviation which may be pertinent to the City as shall be requested of the Airport Board by the City Council; and such Board may investigate, study and report to the City Council on such other matters concerning the Municipal Airport as the Board may deem for the best interests of the City.
 - (c) *Powers and Duties of Building Board of Appeals.* The powers and duties of the Building Board of Appeals shall be to hear appeals in accordance with the International Building Code, International Residential Code, International Fire Code, and the other adopted codes from the International Code Council, as adopted or amended by Title 060 of this Code. Such power shall not include matters of interpretation arising under the Code.
 - (d) *Powers and Duties of Finance Advisory Board.* The Finance Advisory Board shall advise and assist the City Manager and Finance Director in the preparation of the City budget, the establishment of accounting systems for the City, the planning of expenses, the projection of revenues and the analysis of the other fiscal matters presented to the Board by the City Council. The Finance Advisory Board shall also be responsible for making recommendations to City Council regarding grants from the City's various grant programs as Council may establish from time to time. No decision of the Finance Advisory Board shall be binding upon the City or anyone acting on its behalf.
 - (e) *Powers and duties of Parks and Recreation Commission.* The powers and duties of the Parks and Recreation Commission shall be:
 - (1) To investigate, study and report to the City Council all matters concerning City parks and recreation within the City and other matters concerning the subject of parks and recreation which may be pertinent to the City and requested of such Commission by the City Council.

- (2) To investigate, study and report to the City Council on such other matters concerning parks and recreation within the City as the Commission may deem in the best interests of the City.
 - (3) To provide technical assistance, advice and planning support to the Parks and Recreation Director and City Council regarding tree planting and maintenance needs in the City.
 - (4) To provide recommendations from time to time regarding the administration and implementation of Article 090.050 of this Code.
 - (5) To investigate, study and report to City Council all matters concerning the burial and internment facilities of the City and other such matters as may be requested by City Council from time to time.
 - (6) To investigate, study and report to City Council on such other matters concerning burial and internment facilities and such other similar matters as the Commission may deem in the best interests of the City.
 - (7) To investigate, study and report to City Council any and all matters concerning the use and operation of the City's Community Center.
 - (8) To coordinate with other City boards and commissions on any aspect of the Community Center that may relate to the powers and duties of such other boards and commissions.
 - (9) To investigate, study and report to City Council on grants, donations and other forms of funding to assist in the operation of the Community Center, and to otherwise advise City Council on budgetary needs related to the operation of the Community Center.
- (f) *Powers and duties of Planning and Zoning Commission.* The powers and duties of the Planning and Zoning Commission shall be:
- (1) To develop and recommend a master plan subject to the approval of the City Council and its environ in accordance with the provisions of this Code and the laws of the State.
 - (2) To recommend to the City Council boundaries of zone districts and regulations to be enforced therein, in accordance with the provisions of this Code and the laws of the State.
 - (3) To review proposals relating to subdivision, development and use of land and make decisions or recommendations on such proposals, in accordance with the procedures and provisions set forth in this Code.
 - (4) To hear and decide appeals wherein there is a question of interpretation of the zone district map, the master plan or related documents and similar questions as they may arise in the administration of this Code.
 - (5) The Planning and Zoning Commission shall have the duty and power to act on appeals with regard to matters arising from enforcement of provisions of Title 070 of this Code, including:
 - a. *Review of administrative decisions.* To hear and decide appeals where it is alleged there is error in any action, including any order, interpretation, requirement, decision or determination made by an administrative official of the city in the enforcement of Title 070 of this Code.
 - b. *Variances.* To hear and decide requests for variances from the zoning provisions and sign regulation provisions where there are unique, unnecessary and unreasonable hardships in the way of carrying out the strict letter of said provisions; and to hear and decide requests for variances to allow deviations from restrictions upon the construction and placement of buildings and other structures on site. Examples of such variances include, but are not limited to, modifications of minimum area requirements, building coverage and setback restrictions. Variances from permitted and special review uses in zone district text shall not be considered.
 - (6) To perform such other functions as required by the provisions of Title 070.
 - (7) To service as the Building Board of Appeals.

(g) *Powers and duties of River Commission.* The powers and duties of the River Commission shall be:

- (1) To investigate, study, and report to the City Council any and all matters concerning the use, enjoyment, conservation of the, rivers and streams in the City and its environs and the open space adjacent thereto, including water quality issues, the protection of valuable riparian ecosystems, and water rights matters.
- (2) To advise the City Council on public access to and use of rivers and streams in the City and the adjacent environs and maintain and update a map related thereto as necessary.
- (3) To advise the City Council on the use of municipally owned property adjacent to the rivers and City construction projects in the rivers or adjacent open space.
- (4) To promote and celebrate riverfront cleanup efforts and public awareness of non-point source water pollution.
- (5) To investigate, study and report to the City Council on grants, donations and other forms of funding to assist in the acquisition and improvement of the rivers and adjacent open space, and to otherwise advise the City Council on budgetary needs related to preservation of open space and river improvement.
- (6) To appoint subcommittees as necessary to carry out the foregoing functions.
- (7) To coordinate with the Parks and Recreation Commission, Roaring Fork Conservancy, Middle Colorado Watershed Council, and other organizations, stakeholders groups, and property owners as is necessary to carry out the foregoing functions.
- (8) At the request of City Council hold an annual work session with the City Council to review the actions taken by the River Commission regarding the foregoing functions and discuss future plans.

(h) *Powers and duties of the Victim's and Witnesses Assistance and Law Enforcement Board.*

- (1) The Board shall designate one (1) of its members as chairman, shall establish rules of procedure and order and shall hold meetings as it might deem necessary.
- (2) A surcharge equal to twenty-five (25) percent of the fine imposed for violation of all municipal ordinances, including ordinance violations under the Model Traffic Code, is hereby levied on each Municipal Court action resulting in a conviction, plea of guilty or no contest or in a deferred judgment and sentence, which municipal ordinance violation is charged pursuant to City ordinances. All calculated surcharge amounts resulting in dollars and cents shall be rounded to the nearest whole dollar. In the event a portion of the fine is suspended, the surcharge levied shall be computed based upon the original fine, regardless of whether a portion of said fine has been suspended. Said surcharges shall be paid to the Clerk of the Court by the defendant, and said Clerk shall deposit the money so received in the fund hereinafter created.
- (3) The Victim's and Witnesses Assistance and Law Enforcement Fund, hereinafter referred to as the "Fund," consist of all monies paid as a surcharge as provided in Subsection (2) above. All monies deposited in the Fund shall be deposited in an interest-bearing account, and all interest earned by monies in the Fund shall be credited to the Fund. The City Manager, by and through the Finance Director, shall be responsible for establishing a separate fund for purposes of accounting for the revenues and expenditures. At the conclusion of each fiscal year, all monies remaining in the Fund shall remain in the Fund for allocation as hereinafter set forth.
- (4) The Board shall disburse monies from the Fund in the following manner:
 - a. First, to the payment of all reasonable and necessary expenses and costs incurred by the Board in the performance of its duties, including but not limited to professional fees, office supplies and meeting expenses.

- b. Second, not less than fifty (50) percent of the monies remaining in the Fund after the deduction of reasonable expenses and costs shall be allocated for the purchase of victims (and witnesses) services and reimbursements, as hereinafter set forth. No funds shall be paid except in those specific instances where a police report has been filed by the Police Department for an alleged violation of a municipal ordinance, regardless of whether the perpetrator has been identified, arrested or prosecuted.
 - c. Third, any remaining monies may be allocated to the Police Department for the following purposes, including, but not limited to: equipment purchases, training programs for personnel and the employment of additional personnel. Such funds shall not be used by the Police Department for defraying the costs of routine and ongoing operating expenses. No disbursement within this category of expenditure shall be made without the approval of the City Council following a written recommendation by the Board.
- (5) Disbursement of funds by the Board on behalf of the victim's and witnesses assistance services may be used for the following purposes:
 - a. Provision of services for early crisis intervention;
 - b. Assistance in prompt return of victims' property;
 - c. Assistance to victims and witnesses in arranging transportation to and from court;
 - d. Provision of translator services;
 - e. Protection from threats of harm and other forms of intimidation;
 - f. Reasonable medical and hospital expenses and expenses incurred for dentures, eyeglasses, hearing aids or other prosthetic or medically necessary devices; and
 - g. Losses resulting from property damage, including repair or replacement of property damaged as a result of crime or payment of the deductible amount on a residential insurance policy in an amount not to exceed five hundred dollars (\$500.00). Victims' recovery due to property damage shall not exceed five hundred dollars (\$500.00) for any crime, but in no case shall a loss be compensable if the aggregate property damages are less than twenty-five dollars (\$25.00).
- (6) The Board is authorized to accept and evaluate all applications for disbursement of funds, whether emanating from victims, witnesses or law enforcement agencies. Applications for disbursement shall be made upon forms prescribed by the Board, and made available by the Municipal Court and the Police Department. The Board shall establish its own criteria for evaluating applications for disbursement, and nothing herein contained shall obligate the Board to make disbursement of any funds available to it. Upon a finding by the Board that a disbursement shall be made from the Fund, the Board shall submit a written request for payment to the Finance Department, which shall then remit payment in accordance with the request.
- (7) The Board is required to submit minutes of its meetings to the City Council at the next regular Council meeting following the Board's meeting.
- (i) *Powers and duties of Transportation Commission.* The powers and duties of the Transportation Commission shall be:
 - (1) To investigate, study and report to the City Council any and all matters concerning transportation issues which directly affect the City.
 - (2) To investigate, study and report to the City Council on other intergovernmental committees, boards or commissions working on transportation issues in the Tri-County (Pitkin, Garfield and Eagle) area.
 - (3) To meet with the City Council on an annual basis to identify which transportation issues require priority attention.

- (4) To investigate, study and report to the City Council on grants, donations and other forms of funding to assist in meeting the transportation needs of the City.
 - (5) To perform functions concerning oversight of transportation issues or functions as delegated by the City Council.
 - (6) To appoint subcommittees as necessary to carry out the foregoing functions subject to the approval of the City Council.
- (j) *Powers and duties of Workforce Housing Fund Advisory Board.* The powers and duties of Workforce Housing Fund Advisory Board shall be:
- (1) To advise City Council on the creation of workforce housing programs for 2C funds.
 - (2) To evaluate and make recommendations regarding eligibility of projects for 2C funds and if funding is within the approved housing plan.
 - (3) To ensure and advise City Council regarding whether funding is being used as intended.
 - (4) To make recommendations within parameters of established housing programs.
 - (5) Reporting on expended funds and program metrics to City Council on a twice-yearly basis, which report shall be made public.
 - (6) To investigate, study and report to the City Council any and all matters concerning housing issues which directly affect the City, including the preparation of a Comprehensive Housing Affordability Strategy (CHAS).
 - (7) To assist City Council in defining the nature and scope of housing opportunities in the City.
 - (8) To meet with the City Council on an annual basis to identify which housing issues require priority attention.
 - (9) To investigate, study and report to the City Council on grants, donations and other forms of funding to assist in meeting the housing needs of the City.
 - (10) To perform functions concerning oversight of housing issues or functions as delegated by the City Council, including monitoring the implementation of activities as described in the CHAS.
 - (11) To appoint subcommittees as necessary to carry out the foregoing functions subject to the approval of the City Council.
- ~~(k) *Powers and duties of Glenwood Springs Housing Commission.* The powers and duties of the Housing Commission shall be:~~
- ~~(1) To investigate, study and report to the City Council any and all matters concerning housing issues which directly affect the City, including the preparation of a Comprehensive Housing Affordability Strategy (CHAS).~~
 - ~~(2) To assist City Council in defining the nature and scope of housing opportunities in the City.~~
 - ~~(3) To meet with the City Council on an annual basis to identify which housing issues require priority attention.~~
 - ~~(4) To investigate, study and report to the City Council on grants, donations and other forms of funding to assist in meeting the housing needs of the City.~~
 - ~~(5) To perform functions concerning oversight of housing issues or functions as delegated by the City Council, including monitoring the implementation of activities as described in the CHAS.~~
 - ~~(6) To appoint subcommittees as necessary to carry out the foregoing functions subject to the approval of the City Council.~~

~~(j)~~ (k) *Powers and duties of Historic Preservation Commission.* The powers and duties of the Historic Preservation Commission shall be:

- (1) To recommend to City Council methods for the protection and preservation of the City's historic and cultural heritage, including, but not limited to, the designation of historic landmarks and districts by appropriate regulations.
- (2) To recommend to City Council methods for enhancing property values and the stabilization of historic neighborhoods.
- (3) To recommend to City Council methods for increasing economic and financial benefits, including, but not limited to, City attractions.
- (4) To provide educational opportunities to increase public appreciation of the City's unique heritage.
- (5) To do any other tasks related to the historic preservation of resources in the community of Glenwood Springs.

~~(m)~~ (l) *Powers and duties of Tourism Management Board.* The powers and duties of the Tourism Management Board shall be:

- (1) To investigate, study and report to the City Council:
 - a. All matters concerning tourism marketing and promotion that pertain to the benefit of Glenwood Springs and the area within the 81601 postal zip code; and
 - b. Other matters concerning the subject of tourism marketing and promotion which may be pertinent to the benefit of the City and the area within the 81601 postal zip code.
- (2) To coordinate with City staff, community organizations, community businesses, and other boards and commissions, when applicable to efficiently market and promote tourism to the benefit of Glenwood Springs and the area within the 81601 postal zip code.
- (3) To, at its discretion, and in addition to initiatives that directly market and promote features and attractions within the City and the area within the 81601 postal zip code, market and promote the geographical proximity of Glenwood Springs to other features and attractions outside of the 81601 postal zip code in ways that could reasonably be expected to benefit the City.
- (4) To establish rules of procedure and order for the Board to follow.
- (5) To review tourism marketing plans; to set tourism marketing goals, to determine the methods to accomplish and measure success in accomplishing those goals; to determine the appropriate staff and marketing contractor(s)/vendor(s) resources needed; to recommend to the City Council an annual tourism marketing budget; to recommend, to the City Council, award of contract(s) for the best candidate for contract staff and marketing contractor(s)/vendor(s), deemed necessary, based upon an approved Request for Proposal, Request for Qualification or other process; and to provide oversight of performance of contract staff and marketing vendor(s)/contractor(s) contract terms to ensure the efficient and effective implementation of the marketing goals and to report problems with performance to City Council.
- (6) To meet with the City Council on an annual basis, or as often as requested by the City Council, to identify marketing priorities of the City.
- (7) To complete all other duties as may be directed by City Council.

~~(n)~~ (m) *Powers and duties of Arts and Culture Board.* The powers and duties of the Arts and Culture Board shall be:

- (1) To promote awareness, access, and appreciation of the fine, performing, and practical arts for City residents and visitors.

- (2) To advise the City Council in connection with all matters relating to the artistic and cultural development of the City.
- (3) To provide opportunities for cultural and art experience and education for children and adults.
- (4) To promote increased interaction and collaboration among artists, art-related organizations, and opportunities for growth and exposure.
- (5) To promote knowledge and appreciation for cultural forms of artistic expression.
- (6) To make recommendations to the City Council with respect to fundraising and annual budget appropriations for the arts.
- (7) To advise and consult with local arts groups as requested by such groups or by the City Council.

(Code 1971 §§ 2-64.1, 2-2, 2-65[a], [b], 2-65.1, 4-78, 4-232, 4-155, 15-2; 26-84 § 3; 19-89 § 3; 12-90 § 1; 54-90 § 3; 39-91 § 3; 10-93 § 2; 29-93 § 3; 7-94 § 3; 17-94 § 1; 23-94 § 3; 10-95 § 3; 11-95; 19-95 § 3; 46-95 § 1; 55-95 § 1; 28-97 § 3; 29-97 § 5; 32-97 § 1; 42-00 § 1; 61-01 § 3, 4, 5; 61-02 § 4; 9-04 § 1; 20-04, § 1; 33-05, § 2; 7-06 § 3; 13-06, § 2; 6-08 § 2; 12-10 § 2; 2-12 § 2; Ord. No. 16-2017, § 4, 8-17-2017; Ord. No. 2-2018, § 3, 1-18-2018; Ord. No. 6-2018, § 3, 3-1-2018; Ord. No. 21-2018, § 3, 9-20-2018; Ord. No. 2-2021, § 2(Exh. A), 4-15-2021; Ord. No. 03-2022, § 2(Exh. A), 2-3-2022; Ord. No. 8-2023, § 2, 5-18-2023)



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-36; Code Amendment Regarding Restaurant Drive-Through Use in the Resort (RE) Zoning District
Action Requested:	Consideration of a Code Amendment to allow drive through restaurant use as a Special Use Permit review in the Resort (RE) District
Department:	Economic and Community Development
Presented By:	Emery Ellingson
Strategic Goals:	Generate Sustainable Economic Development Protect and Preserve our Quality of Life
Background Info:	Please see the attached Planning and Zoning Commission staff report for details.
Issues:	Please see the attached Planning and Zoning Commission staff report for details.
Fiscal Impact:	No impact to the City's budget is anticipated. However, additional sales tax revenue generation is possible as a result of the Code Amendment.
Legal Review:	A draft ordinance and exhibit related to the proposed Code Amendment are attached.
Staff Recommendation:	At the October 28, 2025 regular meeting, the Planning and Zoning Commission (Commission) voted unanimously (7-0) to recommend approval of the Code Amendment to City Council as outlined in the attached draft ordinance. Some of the issues discussed by the Commission included the omission of the use in the RE district originally, concerns related to drive through establishments, and the Special Use Permit review process. Please see the attached draft minutes and/or view the hearing on the City's website for more details. Staff recommends approval of the Code Amendment as outlined in the attached staff report.

ORDINANCE NO. 36

SERIES OF 2025

**AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS,
COLORADO, AMENDING THE GLENWOOD SPRINGS MUNICIPAL
CODE REGARDING THE REGULATION AND PERMITTING OF DRIVE
THROUGH RESTAURANTS WITHIN THE RE RESORT ZONING
DISTRICT.**

WHEREAS, the City of Glenwood Springs (the “City”) is a Colorado home rule municipality organized pursuant to Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”) and Municipal Code (the “Code”); and

WHEREAS, Title 070 of the Municipal Code serves as the Development Code for the City;
and

WHEREAS, in keeping with the goal of the City’s Comprehensive Plan to retain the City’s role as a regional commercial hub and intends to attract and retain diverse business and industries;
and

WHEREAS, Code Section 070.030.020, Table 030.1 Table of Allowed Uses currently prohibits a drive through restaurant use within the Resort (RE) Zoning District and

WHEREAS, At its regular meeting on October 28, 2025, the Planning and Zoning Commission recommended approval of the amendments to the development code as set forth in **Exhibit A**;
and

WHEREAS, at its regular meetings on November 20, 2025, City Council received and considered the recommendations of the Planning and Zoning Commission, comments and recommendations from City staff, and testimony from the public; and

WHEREAS, City Council desires to amend 070.030.020, Table 030.1 - Table of Allowed Use to allow a drive through restaurant use within the Resort (RE) Zoning District through the Special Use Permit process; and

WHEREAS, City Council finds and declares that the amendments to the Municipal Code regarding drive through uses in the Resort (RE) Zoning District as set forth in **Exhibit A** are proper in light of the needs and desires of the City and in the promotion of the public health, safety and welfare of the City’s residents and visitors.

NOW THEREFORE, IT IS ORDAINED BY THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, THAT:

Section 1. The recitals hereinabove are hereby adopted as findings and incorporated herein.

Section 2. Section 070.030.020, Table 030.1 Table of Allowed Uses of the Glenwood Springs Municipal Code is hereby amended as set forth in Exhibit A attached hereto.

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED PUBLISHED BY TITLE ONLY THIS 20TH DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

ATTEST:

Marco Dehm, Mayor

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND PUBLICATION THIS ____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

ATTEST:

Marco Dehm, Mayor

Ryan Muse, City Clerk

EXHIBIT A

Double Underline indicates new added text.

~~Strikethrough~~ indicates deleted text.

TITLE 070 - DEVELOPMENT CODE

* * * *

ARTICLE 070.030 - USE REGULATIONS

* * * *

070.030.020 - Table of Allowed Uses.

Table 030.1 lists the uses allowed within each base zoning district. Each listed use is defined in Section 070.070.020, Definitions of Use Categories and Specific Use Types.

* * * *

(f) Table of Allowed Uses.

Table 030.1: Table of Allowed Uses																		
P = permitted by right S = special use permit required Blank = use prohibited																		
	Districts →																	
Use Category	Use Type	RR	RL	RM1	RM2	RH	RT	M1	M2	M3	CO	RE	I1	I2	IN	HP	Use-Specific Standards	Required Minimum Parking
* * * *																		
COMMERCIAL USES																		
Agriculture and Animal-Related Services	Commercial farming, animal husbandry, and plant husbandry	S														P		No requirement
	Community garden	P	P	P	P	P	P	S	S	S	S	S			S	P		No requirement
	Kennel							S			S		S	S			070.030.030(e)(1)	1 per 1,000 square feet

	Sale of produce or plants raised on premises (excluding marijuana uses)	P	P	P	P	P	P	P	P	P	S	P	S	P	P	S	S	070.030.030(e)(2)	No requirement
	Veterinarian hospital or clinic							S	S	S	S	S	P	P	P			070.030.030(e)(3)	1 per 250 square feet
Adult Entertainment Establishments	Adult entertainment establishment													S				070.030.030(e)(4)	1 per 200 square feet
Food and Beverage Establishments	Bar, lounge, or tavern						S	P	P	P	P	P	P	P		S		070.030.030(e)(5)	1 per 200 square feet
	Microbrewery, distillery, or winery							P	P	P	P	P	P	P		S		070.030.030(e)(6)	1 per 200 square feet seating/tasting area, plus 1 per 500 square feet production area
	Restaurant						S	P	P	P	P	P	S	P		S			1 per 200 square feet
	Restaurant, with drive-through							S		S	S	<u>S</u>				S			1 per 200 square feet
Funeral and Interment Services	Cemetery					S	S	S	S	S	S	S	P	P	P				1 per 400 square feet of building area
	Funeral home, columbarium, crematorium, or mortuary					S	S	S	S	S	S	S	P	P	P				1 per 250 square feet
Lodging Facilities	Accessory tourist rental	P	P	P	P	P	P	P	P	P	P	P				P		070.030.030(e)(7)	Per residential use standards
	Bed and breakfast	S	S	S	S	P	P	P	P	P	P	P				S		070.030.030(e)(8)	1 space per guest room, plus 1 space for the owner/manager
	Boarding house					S	S	P	P	P	P	S				S			1 space per guest room, plus 1 space for the owner/management
	Hotel, motel, hostel, or lodge						S	P	P	P	P	P				S			1 space per guest room
	Short-term rental	P	P	P	P	P	P	P	P	P	P	P				P		070.030.030(e)(9)	Per residential use standards

	Extended stay hotel						S	P	P	P	P	P					070.030.030(e)(10)	1 space per guest room
Marijuana Businesses	Medical marijuana business, excluding cultivation							S	S	S	S			S			070.030.030(e)(11)	1 per 300 square feet
	Retail marijuana business, excluding cultivation							S	S		S			S			070.030.030(e)(12)	1 per 300 square feet
Office, Business, and Professional Services	Administrative, professional, or government office					P	P	P	P	P	P	P	P	P	P			1 per 300 square feet
	Bank or financial institution					P	P	P	P	P	P	P	P	P	P		070.030.030(e)(13)	1 per 300 square feet
	Natural medicine center						S	S	S	S	P	P		P	P		070.030.030(e)(20)	1 per 400 square feet
	Printing and copying establishment						S	P	P	P	P	P	P	P	P			1 per 400 square feet
Personal Services	Commercial laundry and dry cleaning										P		P	P				1 per 400 square feet
	Personal service, general <1,500 sq. ft.						P	P	P	P	P	P	P	P	P		070.030.030(e)(14)	1 per 400 square feet
	Personal service, general ≥1,500 sq. ft.						S	P	P	P	P	P	S	S	S		070.030.030(e)(14)	1 per 400 square feet
	Self-service laundry						S	P	P	P	P	P	P	P	P			1 per 400 square feet
Recreation and Entertainment, Indoor	Indoor recreation facility					S	S	P	P	P	P	P	P	P	P			1 per 400 square feet
Recreation and Entertainment, Outdoor	Commercial outdoor recreation use	S	S	S	S	P	P	P	P	P	P	P	P	P	P	S		1 per 400 square feet building area, plus 1 per 10,000 square feet site area

	Commercial outdoor recreation-concentrated							S	S	S	S	S	S	S	S		Based on demand study, see Subsection 070.040.060(c)(5)
	Golf course or country club	P	P	P								P				S	4 per hole, plus 1 per 250 square feet clubhouse area
	Recreational vehicle park					S	S	S	S		S					S	070.030.030(e)(15)
Retail Sales	Building materials and supply store							P	P	P	P		P	P			1 per 400 square feet
	Convenience store							P	P	P	P	P	S	S	S		1 per 300 square feet
	Flea market or swap meet							S			P	P					Based on demand study, see Subsection 070.040.060(c)(5)
	Grocery store							P	P	P	P	P					1 per 300 square feet
	Liquor store							P	P	P	P						070.030.030(e)(16)
	Lumber yard										P		P	S			Based on demand study, see Subsection 070.040.060(c)(5)
	Pawn shop							P	P	P	P						1 per 300 square feet
	Retail, general <1,500 sq. ft.						P	P	P	P	P	P	S	P	S		070.030.030(e)(17)
	Retail, general >1,500 sq. ft.						S	P	P	P	P	P	S	P	S		070.030.030(e)(17)
	Retail, shopping center							P	S	P	S	S		S			1 per 300 square feet
Vehicles and Equipment	Automotive fuel sales and service station							S		P	S	S	S	S	S		070.030.030(e)(18)
	Automotive parts and accessories sales							P	S	P	P		P	P			1 per 400 square feet

	Automotive repair shop							P			P		S	P				1 per 500 square feet, plus 3 per repair bay
	Automotive sales or leasing							S	S	S	P		P	P			070.030.030(e)(19)	1 per 500 square feet sales area, plus 2 per repair bay
	Automobile wash							S		S	S	S	S	S				1 per 300 square feet retail and office area, plus 3 stacking spaces per service lane and 1 stacking space per detailing bay if separate from wash bay/lane)
	Parking as a principal use						S	S	S	S	S	S	S	S	S	S		No requirement
	Equipment sales and rental							P	S	S	P		P	P				1 per 300 square feet
	Mobile home sales							P			P			P				No requirement
INDUSTRIAL USES																		
* * * *																		



October 21, 2025

Trent Hyatt and Emery Ellingson
City of Glenwood Springs
101 W. Eight Street
Glenwood Springs, CO, 81601

RE: Support of Code Amendment to RE Zoning

Dear Trent and Emery,

As one of the Ownership Partners of the Courtyard by Marriott and Residence Inn in Glenwood Springs, we are thrilled to be adding the Home2 Suites by Hilton adjacent to these properties and the Glenwood Meadows Retail Center. As you know, the site for this project has been planned for both a 150 key hotel and a 5,000 SF restaurant, and the lots between these two uses have been recently subdivided.

We are strongly convinced that this restaurant will better serve the community, visitors, and hotel guests with the option of a drive-through lane. Many modern restaurants have utilized and embraced drive-through lanes as an essential part of their businesses since the 2020 pandemic. These lanes can function in the traditional aspect but are also frequently used to expedite online orders and app delivery/pickup services. Examples of fast-casual concepts embracing drive-through lanes include Chipotle, Sweetgreen, Starbucks, and Panera Bread.

Our lot is currently zoned with the RE classification, permitting restaurants but prohibiting drive-through lanes. We considered requesting re-zoning of the restaurant lot to an alternate classification such as M1 that would allow these lanes through a special-use-permit, however, we more strongly support a code-amendment to the RE zoning regulations to allow drive-through lanes through special use permit for the following reasons:

- Rezoning the lot to M1 could potentially allow additional use types, some of which might not be appropriate for the location or consistent with the Comprehensive City Plan. Retaining the RE zoning classification would limit potential alternate use-types.
- A code amendment permitting restaurants with drive-through lanes within the RE zoning classification would require the same process as other zoning classifications – approval of an establishment with drive-through lanes through a special-use-permit, to be reviewed and approved by both Planning & Zoning and City Council.
- Restaurant use with drive-through lanes is market driven and can be complimentary to currently permitted uses in the RE zone districts.
- The RE zoning classification allows for food service establishments, which supports and enhances the hotel guest experience and aligns with our development intent – we agree that the use of drive through lanes should be well designed and intentional to best serve the surrounding area, and therefore granted by special-use-permit.

We appreciate your team spearheading this code-amendment effort and would be happy to provide any additional information to help substantiate or support this modification.

Sincerely,

Brian Smith
Director of Development

A handwritten signature in blue ink, appearing to read "B. Smith", written over a horizontal line.

4949 S NIAGARA ST SUITE 300 DENVER, CO 80237
PHONE (720) 719-8700 • INFO@COPFORDCM.COM



Planning and Zoning Commission Staff Report

Date	October 28, 2025
Planning File Number	CDA-000109-2025
Request	Consideration of a Code Amendment to allow a drive through restaurant use by Special Use Permit review in the Resort (RE) Zoning District.
Applicant	City of Glenwood Springs
Owner	Not applicable (N/A)
Location	Applies Citywide
Zone	Resort (RE) District
Staff	Emery Ellingson, Senior Planner

ACTION ITEM

According to Section 070.060.040(c)(1), the Code Amendment process allows for the review and approval of changes to the text of Title 070 of the *Glenwood Springs Municipal Code* (GSMC or Code) to respond to “...*changed conditions or changes in public policy, or to advance the general welfare of the City.*” Per Section 070.060.040(c)(3)d of the Code, the Planning and Zoning Commission (Commission) is the recommending body for Code Amendment applications and City Council is the deciding body. In reviewing a Code Amendment, Planning and Zoning Commission must adhere to the approval criteria outlined in *Section 070.060.040(c)(d)3 Approval Criteria*, which are analyzed by staff below.

Action 1 – Code Amendment – Consideration of a Code Amendment to allow a drive-through restaurant use by Special Use Permit review in the RE Resort Zoning District.

Staff recommendation: Staff recommends **approval** of the Code Amendment with the findings page 9 of the staff report.

BACKGROUND

The Official Zoning Map divides parcels in the City into 15 districts per Section 070.020 of the Code. *Table 30.1* outlines the districts in which various land uses are permitted by right, by special use permit, prohibited, or are subject to specific standards per Section 070.030.020(a) in *italics* below.

Permitted Uses by Right

(1) Permitted Uses by Right. A "P" designation in a cell within Table 030.1 indicates that the use is allowed by right in the respective zoning district. Permitted uses are subject to applicable standards in the Code but otherwise do not need any special approval. Building permits, development approvals, or other approvals may be needed to fully exercise and execute that use but the use itself does not need any additional approval or review.

Special Use Permit Required

(2) Special Use Permit Required. An "S" designation in a cell within Table 030.1 indicates that the use is allowed in the respective zoning district only with approval of a special use permit pursuant to Subsection 070.060.050(e), Special Use Permit. A special use is one that can be approved on a case-by-case basis through the Special Use Permit (SUP) review process which enables "...the City to evaluate proposed development and land uses that have unique or widely varying operating characteristics or features" and "...to ensure compatibility with surrounding areas and to adequately mitigate for anticipating impacts" per Section 070.060.050(e)(1). The Commission is the deciding body on Special Use Permit applications and per the following approval criteria provided in Section 070.060.050(e)(3)e.2:

- i. The use will be compatible with the surrounding area;*
- ii. The impacts of the use on surrounding areas have been adequately minimized;*
- iii. The use will be consistent with the general purpose and intent of this Code;*
- iv. The use will comply with all applicable standards of this Code;*
- v. The use is in conformance with the Comprehensive Plan and other City plans and policies;*
and
- vi. The use minimizes adverse impacts to the health, safety, and welfare of the inhabitants of the surrounding areas and the City.*

Prohibited Use

(3) Prohibited Use. A blank cell in Table 030.1 indicates that the use is prohibited in the respective zoning district. Prohibited uses are not allowed within a given zoning district nor can one be approved through the Variance process.

Use-Specific Standards

(4) *Use-Specific Standards.* Regardless of whether or not a use is allowed by right or with approval of a special use permit, additional standards may be applicable to that use. Use specific standards are applicable in any given zone district to address peculiarities or nuisances associated with a land use such as odor, noise, light, air quality, density, or other state and federal requirements, etc.

Current Proposal

The proposed Code Amendment relates to a particular use, “restaurant, with drive-through,” within the RE District. As seen in the table below, a drive-through restaurant is currently prohibited in the Resort (RE) District and is allowed in only the Mixed-Use M1, Mixed-Use Regional (M3), Commercial (CO) and Hillside Preservation (HP) Districts as a Special Use.

Table 030.1: Table of Allowed Uses																	
P = permitted by right S = special use permit required Blank = use prohibited																	
	Districts →																
Use Category	Use Type	RR	RL	RM1	RM2	RH	RT	M1	M2	M3	CO	RE	I1	I2	IN	HP	Use-Specific Standards
	Restaurant						S	P	P	P	P	P	S	P		S	1 per 200 square feet
	Restaurant, with drive-through							S		S	S					S	1 per 200 square feet

Snippet of GSMC Table 030.1

A restaurant is a use by right in most zoning districts where commercial activities occur. Whereas, drive-throughs are generally a Special Use as they can generate certain negative impact on adjacent properties such as traffic, noise, lighting etc. which warrant additional review. Further analysis of the potential impacts is discussed below. The uses are defined by Section 070.070.020(c)(3) of the Code as follows:

Restaurant: A commercial establishment where food and beverages are prepared, served, and consumed primarily within the principal building

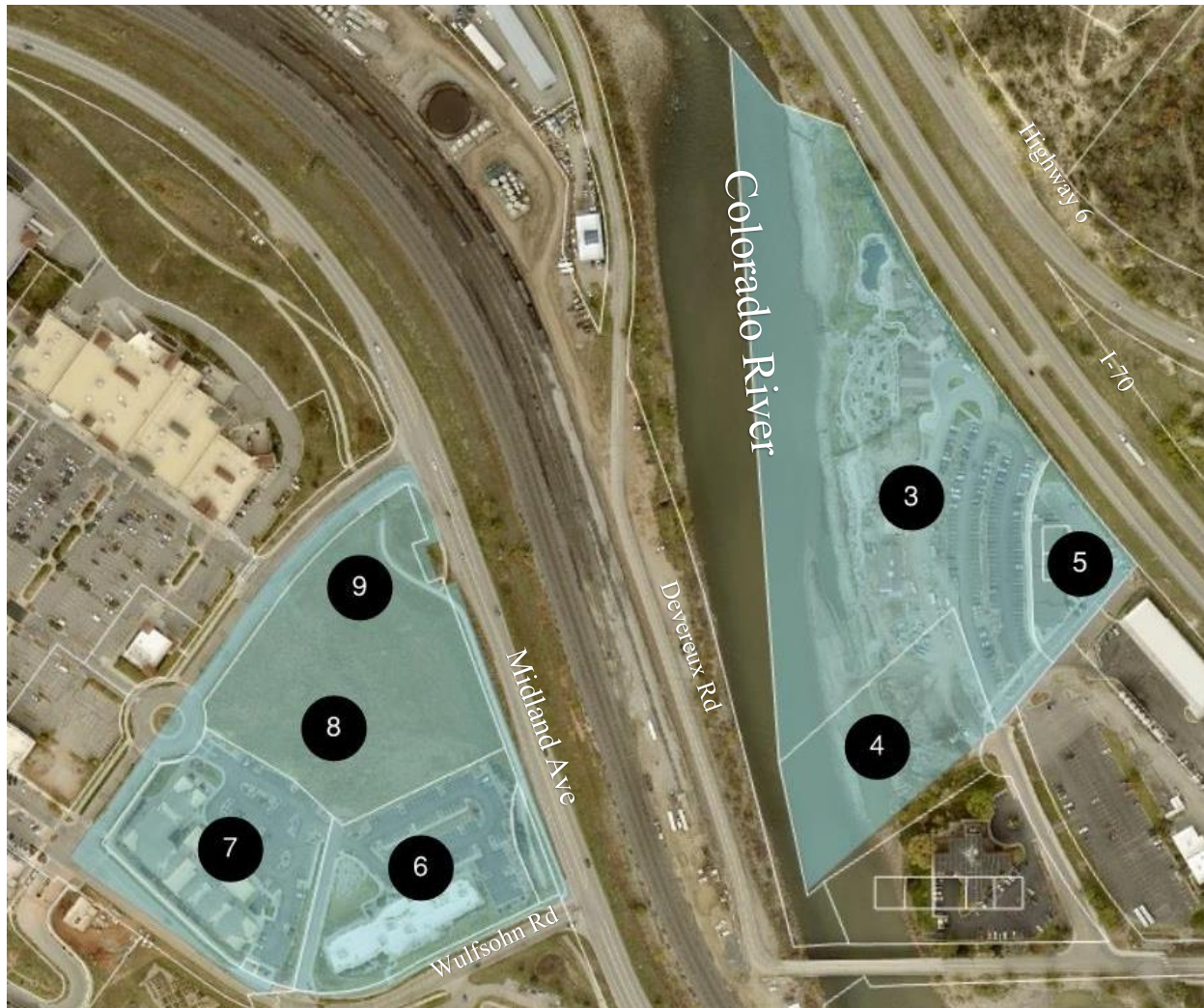
Restaurant, with Drive-Through: A commercial establishment where food and beverages are prepared, served, and consumed either within the principal building, or ordered by customers at a walk-up or drive-up counter to be consumed on or offsite.

Recently, the City received an inquiry regarding a potential Rezoning of a parcel from RE to M1 to accommodate the “restaurant, with drive-through” use. However, staff determined that processing a Code Amendment to add the land use as a special review use within the RE as a simpler path to accommodate the request while preserving the intent of said district while limiting the potential for impacts of a number of uses permitted within the M1 District.

The Code Amendment would apply to three areas zoned RE which include nine separate parcels, varying in location and size. To date, seven of the nine parcels have developed and contain a mix of commercial and residential uses as described in the table and map below.



PROPERTY	AREA	USE
1	23,870 square feet	Multi-family residential
2	162,740 square feet	Senior living, assisted living, and memory care



PROPERTY	AREA	USE
3	446,490 square feet	Commercial (Iron Mountain Hot Springs)
4	50,000 square feet	Commercial (Iron Mountain Hot Springs)
5	42,722 square feet	Multi-family Residential/Commercial (Caverns Village)
6	118,221 square feet	Hotel
7	118,221 square feet	Hotel
8*	164,067 square feet	Vacant (Proposed hotel)**
9*	32,488 square feet	Vacant (Proposed restaurant)***

*These two parcels were created from one larger parcel through a minor subdivision which was approved in September 2025.

****Approved Major Site and Architectural Plan for a 96,000 square foot hotel, July 18, 2024.**

***No development plans have been approved for this restaurant; however, the hotel applicant has indicated intent to develop a drive through restaurant.

APPROVAL CRITERIA AND ANALYSIS

Section 070.060.040(c)(3)d.3 of the Code, outlines the approval criteria (listed in *italics* below) the Commission and City Council shall consider in the review of a Code Amendment application. Staff analysis follows each criteria.

Approval Criteria GSMC 070.060.040(c)(3)d.3.i	Compliance Yes
<i>i. Is consistent with the Comprehensive Plan and other City policies;</i>	
Analysis: Numerous policies/actions outlined in the <i>2023 Glenwood Springs Comprehensive Plan</i> (Comp Plan) and depicted in <i>bold italics</i> below relate to the proposed Code Amendment. <i>Action 3.1 Retain Glenwood Springs’ role as a regional commercial hub.</i> This Code Amendment will allow for more flexibility in commercial development making Glenwood Springs more competitive in retaining its role as the regional commercial hub. <i>Action 3.3 Attract and retain diverse business and industries</i> This Code Amendment will make available more locations for drive-through concepts which allowing for new restaurants within the community. The proposed Code Amendment is also consistent with the recommendations outlined in the <i>City of Glenwood Springs Economic Development Strategy</i> (2018). <i>Maintain national brands along with walkable downtown shopping. Mainitaing these shopping experiences is important to retaning a regional consumer preference. (page 35)</i> Many national chains, especially fast-casual type restaurants like Chipotle, Panera Bread, Sweetgreen and others have moved towards expanding their drive-through service. Allowing drive-throughs in RE District may help attract new national or regional brands which strengthen regional consumer preference towards the City.	

The City's in-town visitor experience and local character includes a diverse retail mix and should be expanded by inviting diverse retailers, as well inviting friendly competition between similar goods. Providing choice through variety, rather than meeting a need, attracts larger numbers – a reason why different fast food restaurants tend to congregate around the same corner or competing restaurants.

Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.i of the Code as it is consistent with the Comp Plan.

Approval Criteria 070.060.040(c)(3)d.3.ii	Compliance Yes
<i>ii. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;</i> Analysis: The proposed amendment does not conflict with other provisions of this Code and actually aligns with existing land uses already allowed as a Special Use within the RE zone district. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.ii of the Code as it does not conflict with the provisions thereof.	

Approval Criteria 070.060.040(c)(3)d.3.iii	Compliance Yes
<i>iii. Is necessary to address a demonstrated community need;</i> Analysis: Allowing flexibility is necessary to address a demonstrated community need and desires retain the City's role as a regional commercial, attract and retain diverse business and maintain national brands as discussed above. Allowing the use in the RE District will provide additional opportunity for economic development without the City losing the ability to review potential site specific impacts and drive-through restaurant locations through the rigorous SUP process. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.iii by addressing a demonstrated community need.	

Approval Criteria 070.060.040(c)(3)d.3.iv	Compliance Yes
<i>iv. Is necessary to respond to substantial changes in conditions and/or policy; and</i> Analysis: In the past few years, the restaurant marketplace has seen a substantial shift as more brands have developed a stronger carryout and drive-through business. Drive-	

throughs are no longer exclusive to fast food restaurants. Staff finds that allowing this use via special review will help to expand the commercial possibilities and allow for the City's zoning standards to keep up with changes in marketplace conditions and demand for drive through restaurant uses.

Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.iv as it responds to changes in market conditions.

Approval Criteria 070.060.040(c)(3)d.3.v	Compliance Yes
<i>v. Is consistent with the general purpose and intent of this Code.</i> Analysis: Staff finds that this Code Amendment is consistent with of the Code per Section 070.010.030 “...to protect the public health, safety, and welfare of the City and to implement the policies, goals, and strategies adopted by the City of Glenwood Springs, including those set forth in the Glenwood Springs Comprehensive Plan.” The proposal implements specific policies outlined in the Comp Plan and <i>Economic Development Strategy</i> while protecting safety and general welfare via the SUP review process. The prohibition of a drive-through restaurant is inconsistent with the purpose and intent of the RE District’s purpose “...to accommodate high-intensity commercial development with flexibility in terms of allowable uses and dimensional standards to accommodate for primary and accessory resort development uses” per Section 070.020.130(a) of the Code. Based on this intent, a drive through restaurant is compatible with the intended uses of this district. In addition, the RE District allows drive-throughs for banks and personal services. The proposal to allow the use through the SUP review process is consistent with the intent of this Code as this matches how the use is regulated in other zoning districts across the City. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.v as it consistent with the purpose and intent of the Code.	

PUBLIC NOTICE AND COMMENT

The Code Amendment was noticed in the *Glenwood Springs Post Independent* on October 13 and 20, 2025 per the requirements of Section 070.060.030. Public comments regarding the potential code change are included in the packet.

ACTION ALTERNATIVES AND STAFF RECOMMENDATION

The Planning and Zoning Commission may recommend approval, approval with conditions, or denial of the Code Amendment to City Council. The Commission may also continue the hearing with a request for specific information necessary to determine compliance with the Code and city goals and policies.

Action 1 – **Code Amendment** – Consideration of a Code Amendment to allow a drive-through restaurant use by Special Use Permit review in the RE Resort Zoning District.

Staff Recommendation

Staff has reviewed the Code Amendment application and find that it complies with the approval criteria outlined in Section 070.060.040(c)(3)d.3 of the Code. Therefore, we recommend **approval** thereof as outlined in the suggested motion below.

Suggested Motion to Approve

*I move to recommend **approval** of Planning File CDA-000109 2025, to City Council, incorporating staff's findings, because the application meets the approval criteria for a Code Amendment.*

Suggested Findings:

1. Is consistent with the Comprehensive Plan and other City policies;
2. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
3. Is necessary to address a demonstrated community need;
4. Is necessary to respond to substantial changes in conditions and/or policy; and
5. Is consistent with the general purpose and intent of this Code.

Suggested Conditions:

None.

Alternative Motion to Deny

Any motion to deny the application shall include findings explaining which approval criteria have not been met. An example motion for denial is provided below.

*I move to recommend **denial** of Planning File **CDA-000109-2025** , to City Council, because the application does not meet the approval criteria for a Code Amendment specifically [ENTER APPLICABLE APPROVAL CRITERIA HERE].*

Motion to Continue

*I move to continue consideration of Planning File **CDA-000109-2025** to [ENTER SPECIFIC MEETING DATE HERE] to gather additional information necessary for a decision.*

ATTACHMENTS

The following attachments are included in the packet:

Proof of Public Notice: Proof of Public Notice being published in the Post Independent

Public Comment: Public comments received regarding the proposed code changes.

OCTOBER 28, 2025 DRAFT PLANNING AND ZONING COMMISSION MINUTES EXCERPT FOR PLANNING FILE 25-25

a. Planning File 25-25, Code Amendment Regarding Restaurant Drive-Through Use in the Resort (RE) District

Senior Planner Emery Ellingson presented Action Item 1: Planning File 25-25.

Staff recommend approval with findings and conditions in the staff report.

Commissioner questions, comments, and staff responses included the following:

- Commissioner Geiman: Why were drive-throughs not allowed in the RE district?
Staff response: Staff explained that the previous code to 2018 did not allow drive throughs in the RE Resort District and that barring any reason for changing it, that existing prohibited use was carried forward. Staff also speculated that it was likely due to the conditions at the time where drive throughs were primarily focused on fast food uses.
- Chair White: Is the recommendation to allow drive-throughs by Special Use or use-by-right? **Staff response:** Staff confirmed that the recommendation was to add the use as a Special Use and not as a use-by-right.

Commissioner White opened the item to public comments. No members of the public were present for comment. Commissioner White closed the item to public comment.

Commissioner Connerton made a motion to approve Action Item 1 with findings and conditions as written in the packet. Commissioner Cowan seconded the motion. Motion passed unanimously with a vote of 7-0.

[Link to Youtube recording of the meeting.](#)

Planning File #25-25

Code Text Amendments Regarding RE Resort Zoning District

City Council

November 20, 2025



Planning File #25-25 Possible Code Text Amendment

Topic for tonight:

- Consideration for potential changes to RE Resort Zoning District to allow a drive through restaurant use as a Special Use.
- Planning and Zoning Commission made recommendation for approval at their October 28, 2025 meeting.



Table of Allowed Uses (EXISTING)

Table 030.1: Table of Allowed Uses

P = permitted by right S = special use permit required Blank = use prohibited

	Districts →																	
Use Category	Use Type	RR	RL	RM1	RM2	RH	RT	M1	M2	M3	CO	RE	I1	I2	IN	HP	Use-Specific Standards	Required Minimum Parking
	Restaurant						S	P	P	P	P	P	S	P		S		1 per 200 square feet
	Restaurant, with drive-through							S		S	S					S		1 per 200 square feet

- **Permitted By Right Use**
 - Allowed by right with no additional approval required.
- **Special Use**
 - Can be approved with a Special Use Permit following Planning and Zoning Commission review
- **Prohibited Use**
 - Not allowed

Table of Allowed Uses (PROPOSED)

Table 030.1: Table of Allowed Uses

P = permitted by right S = special use permit required Blank = use prohibited

	Districts →																	
Use Category	Use Type	RR	RL	RM1	RM2	RH	RT	M1	M2	M3	CO	RE	I1	I2	IN	HP	Use-Specific Standards	Required Minimum Parking
	Restaurant						S	P	P	P	P	P	S	P		S		1 per 200 square feet
	Restaurant, with drive-through							S		S	S	S				S		1 per 200 square feet

- **Restaurant**
 - A commercial establishment where food and beverages are prepared, served, and consumed primarily within the building.
- **Restaurant with drive through**
 - A commercial establishment where food and beverages are prepared, served, and consumed either within the principal building or ordered by customers at a walk-up or drive-up counter to be consumed on or off-site.

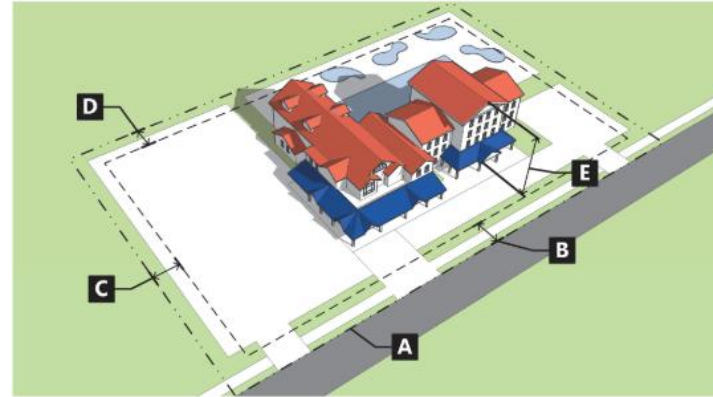
RE Resort Zoning District

070.020.130 - Resort (RE) District.



- (a) *Purpose.* The RE district is intended to accommodate high-intensity commercial development with flexibility in terms of allowable uses and dimensional standards to accommodate for primary and accessory resort development uses. The RE district is intended to apply to properties that are relatively isolated from adjacent properties due to physical and/or natural features.

Figure 020-11: RE District Dimensional Standards

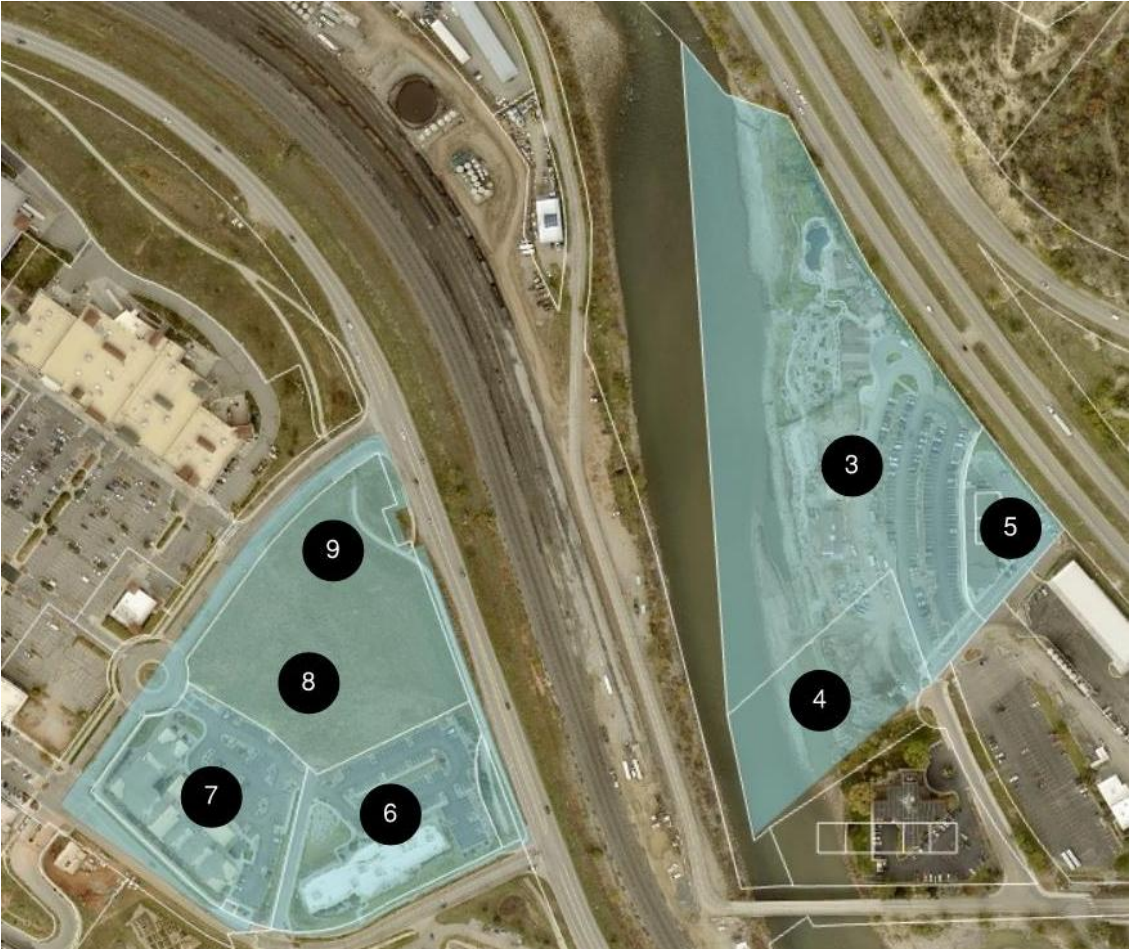


RE Resort Zoning District



PROPERTY	AREA	USE
1	23,870 square feet	Multi-family residential
2	162,740 square feet	Senior living, assisted living, and memory care

RE Resort Zoning District



PROPERTY	AREA	USE
3	446,490 square feet	Commercial (Iron Mountain Hot Springs)
4	50,000 square feet	Commercial (Iron Mountain Hot Springs)
5	42,722 square feet	Multi-family Residential/Commercial (Caverns Village)
6	118,221 square feet	Hotel
7	118,221 square feet	Hotel
8*	164,067 square feet	Vacant (Proposed hotel) #
9*	32,488 square feet	Package (Proposed restaurant) ^

Criteria for Text Amendment to Code

1. The proposed amendment is consistent with the Comprehensive Plan and other City policies;
2. The proposed amendment does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
3. The proposed amendment is necessary to address a demonstrated community need;
4. The proposed amendment is necessary to respond to substantial changes in conditions and/or policy;
5. The proposed amendment is consistent with the general purpose and intent of this Code.



CODE AMENDMENT APPROVAL CRITERIA

1. Is Consistent with the Comprehensive Plan and other City policies:

Comprehensive Plan

- Action 3.1 Retain Glenwood Springs' role as a regional commercial hub
- Action 3.3 Attract and retain diverse business and industries

Glenwood Springs Economic Development Strategies

- Maintain national brands to retain a regional consumer preference.
- Provide choice through variety



CODE AMENDMENT APPROVAL CRITERIA

2. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code

- RE Resort Zoning District already allows drive through uses for banks and personal services
- Other commercial focused zoning districts allow drive through restaurants as a Special Use Permit
- Special Use Permit will still allow for case-by-case review of the use per the Special Use Permit criteria.



CODE AMENDMENT APPROVAL CRITERIA

3. Is necessary to address a demonstrated community need

- Community need for a diverse and strong economic base
- Can attract new restaurants to the community



CODE AMENDMENT APPROVAL CRITERIA

4. Is necessary to respond to substantial changes in conditions and/or policy

- Shift in marketplace to more drive through uses beyond just fast-food chains.
- Allows additional opportunity without losing ability to review for location specific concerns



CODE AMENDMENT APPROVAL CRITERIA

5. Is consistent with the general purpose and intent of this Code.

- RE Resort Zoning District is a commercial focused district
- Drive through restaurant use is compatible with commercial uses
- District allows other drive through uses as Special Uses



Questions

Public Comment

Council Discussion

Motion





SPECIAL USE PERMIT CRITERIA

- The use is compatible with the surrounding area
- The impacts of the use on the surrounding areas have been adequately minimized
- The use will be consistent with the general purpose and intent of the Code
- The use will comply with all applicable standards of the Code
- The use is in conformance with the Comprehensive Plan and other City plans and policies
- The use minimizes adverse impacts to the health, safety, and welfare of the inhabitants of the surrounding areas and the city.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-26; Consideration of a Code Amendment Application Regarding Fire and Emergency Services and Police Impact Fees
Action Requested:	Consideration of a Code Amendment regarding fire and emergency and police impact fees.
Department:	Economic and Community Development
Presented By:	Joseph Deras, Trent Hyatt
Strategic Goals:	Provide Efficient and Responsive City Government Ensure Public Safety Protect and Preserve our Quality of Life
Background Info:	BBC Research and Consulting was engaged by the City to provide an analysis and recommendation regarding public safety fees. A presentation was delivered to Council in the evening session of July 17, 2025. Costs of providing safety and EMS services to residents have been steadily rising as call volumes continue to increase. This creates the need for additional assets in police and fire. The City currently implements a fire impact fee that is recognized in the Fire Equipment Replacement Fund and generates approximately \$100,000 in most years. The estimated revenue from the imposition of these fees will generate an additional \$294,000. We currently do not have an impact fee for police. Our consultant is estimating that the City could recognize approximately \$70,000 in the Capital Projects Fund. We will announce any fees to the development community several months before implementation so no revenue is expected in 2025. Please see the attached staff report for more information related to the Code Amendment associated with the adoption of the related fees.
Issues:	Colorado Revised Statute (CRS) defines the circumstances under which a municipality or fire district can impose development fees for public safety. The Supreme Court of the United States has also made rulings relevant to how fees can be imposed. The recommendations made by BBC Consulting are in compliance with these regulations. Please see the attached staff report for more information related to the Code Amendment associated with the adoption of the related fees.
Fiscal Impact:	Impact fees may only be used for additional capital needs. Operating expenses and repairs of existing facilities are not allowed uses. Funds would be received in the Capital Projects Fund for the police department and the Fire Equipment Replacement Fund. Please see the attached staff report for more information related to the Code Amendment associated with the adoption of the related fees.
Legal Review:	Legal has drafted the attached ordinance and resolution approving the fees.
Staff Recommendation:	The Planning and Zoning Commission (Commission) considered the related Code Amendment at their regular meeting of October 28, 2025 and voted 6-1 to recommend approval to City Council. Issues discussed by the Commission included future waiver of fees, existing fees applicable to development proposals and the increase being proposed, how applicable impact fees are calculated, and the share of impacts related to tourism as opposed to residents. Please see the attached draft minutes and/or view the hearing on the City's website for more details. Staff supports the implementation of public safety fees discussed herein and in the attached staff report.

ORDINANCE NO. 26

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, REPEALING AND REPLACING CODE SECTION 070.040.030(g)(5) AND REPLACING IT WITH FIRE AND EMERGENCY SERVICE IMPACT FEES.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home-rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”); and

WHEREAS, Colorado Revised Statutes (“C.R.S.”) § 29-20-104.5 allows local governments to impose impact fees on new developments to fund expenditures on capital facilities needed to maintain existing service standards; and

WHEREAS, in May of 2024 the Colorado Legislature expanded the authority of fire protection districts by passing SB24-194, which allows fire protection districts to impose and collect impact fees directly within their jurisdictions; and

WHEREAS, the City expects steady development and expansion both within and around its municipal boundaries; and

WHEREAS, the City staff recommends repealing and replacing Section 070.040.030(g)(5) of the Glenwood Springs Municipal Code (the “Code”) regarding Fire and Emergency Service Impact Fees as set forth in the attached **Exhibit A** which will enable the City to maintain present levels of emergency services, despite increases in development; and

WHEREAS, at the October 28, 2025, meeting of the Planning and Zoning Commission, the Commission recommended that City Council adopt changes to section 070.040.030(g)(5) of the Glenwood Springs Municipal Code (the “Code”) regarding Fire and Emergency Service Impact Fees; and

WHEREAS, due to the rise in costs associated with providing necessary services to the residents of Glenwood Springs, the City Council finds it is in the best interest of the City to repeal and replace Section 070.040.030(g)(5) of the Code regarding Fire and Emergency Services Impact Fees as set forth on the attached **Exhibit A** to protect the health, safety, and welfare of the citizens of the City.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. The foregoing recitals are incorporated herein as if set forth in full.

Section 2. Section 070.040.030(g)(5), is hereby repealed and replaced as set forth as **Exhibit A**, attached hereto and incorporated herein by this reference.

INTRODUCED, READ ON FIRST READING, PASSED, AND ORDERED
PUBLISHED BY TITLE ONLY THIS 20TH DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED
BY TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF
SECOND PUBLICATION THIS _____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

EXHIBIT A

TITLE 070 - DEVELOPMENT CODE

* * * *

ARTICLE 070.040 - DEVELOPMENT STANDARDS

* * * *

070.040.030 - Site Development and Improvement Standards

* * * *

(g) *Dedications and Impact fees.*

* * * *

(5) *Fire and Emergency Services Impact Fee.* In order to help offset the financial impacts of new development on the residents of the City, all new development shall pay a fire and emergency services impact fee as provided for in this Subsection.

a. *Purpose.* The purpose of this Subsection is to:

1. Provide a rational system for identifying and mitigating growth-related costs associated with growth and development and the expansion of emergency services and facilities made necessary by land development activities, a growing population and economic activity levels; and
2. Ensure that the impact fees established by the Subsection are based on, and do not exceed, the cost of providing additional capital improvements necessitated by new development; and
3. Regulate the use and development of land to ensure that new development bears a roughly proportionate share of the cost of capital expenditures necessary to provide adequate emergency services within the City.

b. *Applicability.* Any new residential or commercial construction within the City that requires a building permit shall be required to pay both a Fire Impact Fee and an Emergency Services Impact Fee.

c. *Time for Payment of Impact Fee.* Payment of the Fire Impact Fee shall be made to the Fire Department, and the Emergency Services Impact Fee to the Police Department, prior to issuance of a building permit. No building permit shall be issued until proof of payment of the Fire Impact Fee and the Emergency Services Impact Fee is provided to the Building Department. Nothing herein shall prevent the prepayment of all or a portion of applicable Fire Impact Fees or Emergency Services Impact Fees at the time of development or subdivision approval.

d. *User of Impact fees.*

1. All impact fees collected pursuant to this Subsections shall be used for capital improvements as defined in Subsection (a)(2) above.
2. The City may enter into an intergovernmental agreement with the applicable emergency service providers regarding the method of collection and administration of the impact fee program.

e. Calculation of Emergency Services Impact Fee and Credit for Improvements.

1. The emergency services impact fee shall be calculated as follows, and the amount of the fee shall be set by City Council resolution.
 - i. Residential Emergency Services Impact Fee Calculation. The residential emergency services impact fees shall be calculated using the following methodology

<u>Population</u>	X Police Capital Facilities Cost Per Resident
<i>Estimated Dwelling Units</i>	

Using the preceding methodology, City Council shall set the following categories of residential emergency services impact fees by resolution:

- a) Single Family Residential
- b) Multifamily residential
- ii. Non-residential Emergency Services Impact Fee Calculation. The non-residential emergency services impact fee is calculated using the following methodology:

<u>Nonresidential Share of Police Capital Facilities</u>	X Employment Density
<i>Total Number of Estimated Workers</i>	

Using the preceding methodology, City Council shall set the following categories of non-residential emergency services impact fees by resolution:

- a) Retail & Commercial
- b) Office
- c) Institutional
- d) Warehouse & Storage
- e) Industrial

f. Calculation of Fire Impact Fee.

1. The Fire Impact Fee shall be calculated as follows, and the amount of the fee shall be set by City Council resolution.
 - i. Residential Fire Impact Fee. The residential fire impact fee shall be calculated using the following methodology.

Residential Share of Fire Capital Value X Residential Land Use Distribution
Existing Development

Using the preceding methodology, City Council shall set the following categories of residential fire impact fees:

- a) Single Family Dwellings up to 1,999 Square Feet
 - b) Single Family Dwellings 2,000 to 2,999 Square feet
 - c) Single Family Dwellings 3,000 to 3,999 Square Feet
 - d) Dwellings 4,000 Square Feet or Over
 - e) Multifamily Dwellings
- ii. Non-residential Fire Impact Fee. The non-residential fire impact fee shall be calculated using the following methodology.

Total Value of Nonresidential Share of Fire Capital Value X Share of Total Weighted Employment
Existing Development

Using the preceding methodology, City Council shall set the following categories of residential fire impact fees:

- a) Retail and Commercial
- b) Office
- c) Public and Institutional
- d) Warehouse and Industrial



Planning and Zoning Commission Staff Report

Date	October 28, 2025
Planning File Number	50-25
Request	Consideration of a Code Amendment application regarding fire and emergency services and police impact fees
Applicant	City of Glenwood Springs
Owner	Not applicable (N/A)
Location	Applies citywide
Zone	Applies to all zone districts
Staff	Joseph Deras, Chief of Public Safety Trent L. Hyatt, Director of Economic and Community Development

ACTION ITEM

According to Section 070.060.040(c)(1), the Code Amendment process allows for the review and approval of changes to the text of Title 070 of the *Glenwood Springs Municipal Code* (GSMC or Code) to respond to “...*changed conditions or changes in public policy, or to advance the general welfare of the City.*” Per Section 070.060.040(c)(3)d, the Planning and Zoning Commission (Commission) “...*shall review the Code Amendment application and recommend approval, approval with conditions, or denial to City Council.*”

Action 1 - Code Amendment - consideration of a Code Amendment application regarding a revision to the fire and emergency services fee and the adoption of a police impact fee.

Staff recommendation: Staff recommends **approval** of the Code Amendment with the findings outlined on **page 6** of the staff report.

BACKGROUND

Development within the City results in an increase in employment and population. As a result, there is a need for a proportional increase in services provided by various City departments, including fire and police. Impacts fees imposed by governmental agencies and/or service districts are utilized to address funding shortfalls caused by development in order to pass facility improvement costs along to those responsible.

In the state of Colorado, impacts fees (sometimes referred to as “tap fees” but not in the City) have been used to mitigate the costs of water development since the 1920’s. Today, impacts fees are governed by Senate Bill 01S2-015 and related changes it made to Section 29-20-104.5 of Title 29 of Colorado Revised Statutes (C.R.S). C.R.S allows a one-time impact fee for the cost of facilities needed to maintain service levels. Any fee imposed must be roughly approximate the burden a land use places on the service being provided (essential nexus). Said fees are not available for operations by the service provider.

On July 17, 2025, Chief Joseph Deras, alongside BBC Research & Consulting working on behalf of the City, presented the *Glenwood Springs Fire Impact Fee Study* and the *Glenwood Springs Police Department Impact Fee Study* (included as Attachment 1) to City Council. Said studies evaluate and determine the facilities needed by the fire and police departments and the expected fiscal impacts of associated with the development of differing land uses. The adoption of the related fire and police fees requires a Code Amendment to Title 070 of the Municipal Code in order to apply them to future development proposals. Dedications and impact fees associated with development are addressed in Section 070.040.030(g) of Municipal Code and currently required for parkland, school land, fire and emergency services, and public art.

APPROVAL CRITERIA AND ANALYSIS

Section 070.060.040(c)(3)d.3 of the Code, outlines the approval criteria (listed in *italics* below) the Commission and City Council shall consider in the review of a Code Amendment application. Staff analysis of these criteria follows.

Approval Criteria GSMC 070.060.040(c)(3)d.3.i	Compliance Yes
<i>i. Is consistent with the Comprehensive Plan and other City policies;</i>	
<u>Analysis:</u> Numerous policies/actions outlined in the <i>2023 Glenwood Springs Comprehensive Plan</i> (Comp Plan) address the need to provide appropriate fire and police level of service as outlined in <i>italics</i> below.	

Public Utilities & Services

6.9 Provide appropriate levels of service for emergency services.

6.9.A Provide appropriate levels of service for emergency services such as police, fire protection, and hazard events services in response to growth.

6.10 Assure appropriate levels of fire protection and emergency medical services.

6.10.A Update development codes and Capital Improvement Plan to address fire prevention and possible new fire substation needs.

Attachment 1 includes the tables depicted at right (Figure II-1. Glenwood Springs Fire Department Current Assets, 2025 and Figure II-1. Glenwood Springs Police Department Current Assets, 2025 respectively) which identify the

Type of Capital Facilities	Replacement Value	Debt Against Asset	Equity Position for Fee Calculation
Buildings and Land			
Station 71	\$7,634,425	-	\$0 = \$7,634,425
Station 72	\$11,106,775	-	\$0 = \$11,106,775
Station 73	\$6,251,370	-	\$0 = \$6,251,370
Training Ground	\$620,000	-	\$0 = \$620,000
Vehicles and Apparatus			
(3) Ambulances	\$1,636,815	-	\$0 = \$1,636,815
(1) Reserve Ambulance	\$469,008	-	\$0 = \$469,008
(2) Engines	\$2,197,054	-	\$0 = \$2,197,054
(1) Reserve Engine	\$1,025,086	-	\$0 = \$1,025,086
(2) Ladder Trucks	\$2,906,619	-	\$0 = \$2,906,619
(2) Tenders	\$1,419,906	-	\$0 = \$1,419,906
Misc. specialty & fleet vehicles & apparatus	\$970,728	-	\$0 = \$970,728
Miscellaneous Equipment			
Equipment including SCBA, PPE, portable, and communications	\$980,285	-	\$0 = \$980,285
Impact Fee Fund			
Fund balance	\$0	-	\$0 = \$0
Total Value of Fire Capital Facilities for Fee Calculation			\$37,218,071

Type of Capital Facilities	Replacement Value	Debt Against Asset	Equity Position for Fee Calculation
Buildings and Land			
Police Department	\$5,075,000	-	\$0 = \$5,075,000
Vehicle Impound Lot	\$304,448	-	\$0 = \$304,448
Vehicles, Apparatus, and Equipment			
Police Department Vehicle Fleet	\$1,804,000	-	\$0 = \$1,804,000
Radar Trailer	\$10,000	-	\$0 = \$10,000
Evidence Container	\$8,000	-	\$0 = \$8,000
AR-15 Patrol Rifles w/ Optics	\$73,675	-	\$0 = \$73,675
Patrol Handguns	\$11,718	-	\$0 = \$11,718
Less Lethal Shotguns	\$2,457	-	\$0 = \$2,457
Extra Firearms Acc ACOGs	\$4,800	-	\$0 = \$4,800
Body Armor - Duty	\$29,700	-	\$0 = \$29,700
Body Armor - Heavy Vests	\$17,526	-	\$0 = \$17,526
Body Armor - Helmets	\$5,750	-	\$0 = \$5,750
Handheld Lidar Unit	\$12,500	-	\$0 = \$12,500
Bola Wrap	\$21,000	-	\$0 = \$21,000
Taser Unit	\$38,985	-	\$0 = \$38,985
Target	\$480	-	\$0 = \$480
Holsters	\$1,196	-	\$0 = \$1,196
Suit	\$1,200	-	\$0 = \$1,200
Body Worn Cameras	\$28,800	-	\$0 = \$28,800
Evidence Trailer	\$12,000	-	\$0 = \$12,000
In-car Camera System	\$33,000	-	\$0 = \$33,000
Radar Units	\$68,000	-	\$0 = \$68,000
AED Units	\$22,800	-	\$0 = \$22,800
Copier	\$2,006	-	\$0 = \$2,006
IT Equipment	\$71,400	-	\$0 = \$71,400
Miscellaneous Officer Equipment	\$125,550	-	\$0 = \$125,550
Total Value of Police Capital Facilities for Fee Calculation			\$7,785,991

facilities used by the fire and police departments. These facilities are then evaluated against the percentage of existing residential and nonresidential square footages to determine the proportional share of each. A fee for each land use is then calculated to determine the fair share of fire and police fees that new development will generate as shown in the tables below (Figure II-5. Summary of Maximum Allowable Impact Fees for Glenwood Springs Fire Department and Figure II-5. Summary of Maximum Allowable Police Impact Fees for Glenwood Springs Police Department of Attachment 1 respectively). Adoption of the proposed Code Amendment accomplishes the Comp Plan action item to update development codes to address appropriate levels of service for fire and police. Specifically, the proposal anticipates costs related to a new fire substation.

Development Type	Impact Fee
Residential	
Single family residential	
Dwellings up to 1,999 SF	\$3,267 per dwelling unit
Dwellings 2,000 to 2,999 SF	\$6,032 per dwelling unit
Dwellings 3,000 to 3,999 SF	\$8,491 per dwelling unit
Dwellings 4,000+ SF	\$12,398 per dwelling unit
Multifamily residential	\$2,793 per dwelling unit
Non-residential	
Retail & Commercial	\$2.69 per square foot
Office	\$2.83 per square foot
Public & Institutional	\$2.25 per square foot
Warehouse & Industrial	\$1.07 per square foot

Development Type	Maximum Allowable Police Impact Fee
Residential	
Single family	\$1,402 per dwelling unit
Multifamily	\$1,030 per dwelling unit
Non-residential	
Retail & Commercial	\$1.03 per square foot
Office	\$0.95 per square foot
Institutional	\$0.72 per square foot
Warehouse & Storage	\$0.10 per square foot
Industrial	\$0.46 per square foot

Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.i of the Code as it is consistent with the Comp Plan.

Approval Criteria 070.060.040(c)(3)d.3.ii	Compliance Yes
<i>ii. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;</i> Analysis: Impact fees are a common practice used to accommodate impacts related to development throughout the City, Colorado, and United States. The Code currently includes numerous dedication and impact fee requirements for applicable to different types of developments. The subject Code Amendment aligns with and strengthens existing impact fee policies. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.ii of the Code as it does not conflict with the provisions thereof.	

Approval Criteria 070.060.040(c)(3)d.3.iii	Compliance Yes
<i>iii. Is necessary to address a demonstrated community need;</i> Analysis: Fire and police services are critical to promoting the health, safety, and general welfare of the citizens of the City of Glenwood Springs. The studies included in Attachment 1 help to quantify the costs associated with providing these demonstrated community service needs and determine the proportional share of those costs to existing and proposed development throughout the City. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.iii of the Code by addressing a demonstrated community need.	

Approval Criteria 070.060.040(c)(3)d.3.iv	Compliance Yes
<i>iv. Is necessary to respond to substantial changes in conditions and/or policy; and</i> Analysis: Development related increases in population and employment impact our fire and police departments by limiting their ability to maintain the services provided. The cost of facilities required to provide these services also continues to rise. The Code Amendment responds to these the changes by applying a proportional fee to the associated impacts. Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.iv of the Code as it responds to the substanstainal changes in conditiosn.	

Approval Criteria 070.060.040(c)(3)d.3.v	Compliance Yes
<i>v. Is consistent with the general purpose and intent of this Code.</i> Analysis: Staff finds that this Code Amendment is consistent with of the Code per Section 070.010.030 “...to protect the public health, safety, and welfare of the City and to implement the policies, goals, and strategies adopted by the City of Glenwood Springs, including those set forth in the Glenwood Springs Comprehensive Plan.” The proposal implements specific policies outlined in the Comp Plan while being directly related to the safety and general welfare of the City and intent of the Code to regulate “...the development and use of land based upon the impact of such development or use on surrounding areas or the City.” Finding: Staff finds that the Code Amendment application complies with Section 070.060.040(c)(3)d.3.v as it consistent with the purpose and intent of the Code.	

PUBLIC COMMENT

The Code Amendment was noticed in the *Glenwood Springs Post Independent* on October 17 and 24, 2025 per the requirements of Section 070.060.030. To date, no public comment had been received.

ACTION ALTERNATIVES AND STAFF RECOMMENDATION

The Planning and Zoning Commission may recommend approval, approval with conditions, or denial of the Code Amendment to City Council. The Commission may also continue the hearing with a request for specific information necessary to determine compliance with the Code and city goals and policies.

Action 1 – Code Amendment – consideration of a Code Amendment application regarding a revision to the fire and emergency services fee and the adoption of a police impact fee.

Staff Recommendation

Staff has reviewed the Code Amendment application and find that it complies with the approval criteria outlined in Section 070.060.040(c)(3)d.3 of the Code. Therefore, we recommend approval thereof as outlined in the suggested motion below.

Suggested Motion to Approve

I move to recommend approval of Planning File 50-25, to City Council, incorporating *staff's findings, because the application meets the approval criteria for a Code Amendment.*

Suggested Findings:

1. Is consistent with the Comprehensive Plan and other City policies;
2. Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
3. Is necessary to address a demonstrated community need;
4. Is necessary to respond to substantial changes in conditions and/or policy; and
5. Is consistent with the general purpose and intent of this Code.

Suggested Conditions:

None.

Alternative Motion to Deny

Any motion to deny the application shall include findings explaining which approval criteria have not been met. An example motion for denial is provided below.

*I move to recommend **denial** of Planning File 50-25, to City Council, because the*

application does not meet the approval criteria for a Code Amendment specifically [ENTER APPLICABLE APPROVAL CRITERIA HERE].

Motion to Continue

I move to continue consideration of Planning File 50-25 to [ENTER SPECIFIC MEETING DATE HERE] to gather additional information necessary for a decision.

ATTACHMENTS

1. *Glenwood Springs Fire Impact Fee Study and Glenwood Springs Police Department Impact Fee Study*



Glenwood Springs Fire Department Impact Fee Study

DRAFT REPORT

Draft Report

May 7th, 2025

Glenwood Springs Fire Department Impact Fee Study

Prepared for

Glenwood Springs Fire Department
101 W. 8th Street
Glenwood Springs, CO 81601

Prepared by

BBC Research & Consulting
1999 Broadway, Suite 1470
Denver, Colorado 80202-9750
303.321.2547 fax 303.399.0448
www.bbcresearch.com
bbc@bbcresearch.com



SECTION I.

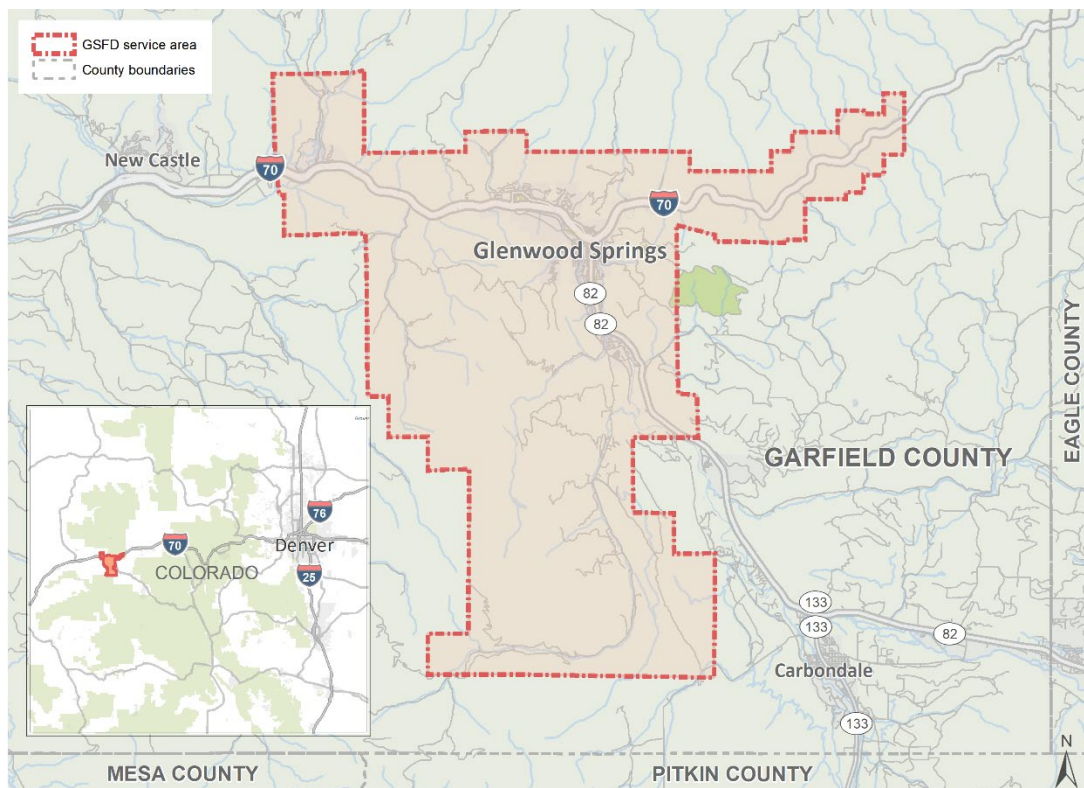
Introduction

Glenwood Springs Fire Department (GSFD or the Department) provides fire suppression, rescue, emergency medical, and other services across southeastern Garfield County, encompassing the City of Glenwood Springs and the surrounding unincorporated areas. The Department serves a mix of urban, suburban, and rural development along the wildland interface.

The City of Glenwood Springs encompasses roughly eight square miles. In addition, the Glenwood Springs Rural Fire Protection District (District) exists for the purpose of affording fire protection services to 64 square miles of unincorporated Garfield County which are situated in the general service area of the City of Glenwood Springs. An Intergovernmental Agreement (IGA) exists between the City and the District in which the City operates both fire departments under one entity known as Glenwood Springs Fire Department.

This report presents the analysis underlying the calculation of proportional development impact fees for GSFD. While this report refers to the unified entity as “the Department,” references to “fire districts” in this report’s introduction reflect general legal and statutory frameworks that apply equally to this entity, which functions much as a typical fire protection district and is subject to the same requirements under Colorado law.

Figure I-1.
Glenwood Springs Fire Department Service Area



Source: BBC Research & Consulting from ArcGIS shapefiles, 2025.

Objectives

Many fire districts in Colorado impose development impact fees for expansion of public infrastructure. Colorado statute and a series of United States Supreme Court decisions dictate the amounts that districts can charge in impact fees and how they can devise, impose, and spend them. Because of those requirements, GSFD retained BBC Research & Consulting (BBC) to prepare a report documenting the calculation of proportional and defensible impact fees to ensure it can maintain its existing service standards as development occurs in its service area.

This report documents BBC's analysis and recommendations for an impact fee that recovers the proportional capital costs associated with new development and in a manner consistent with the Colorado Revised Statutes.

Colorado Impact Fee Requirements

Development impact fees have been used in Colorado going as far back as the 1920s, when cities began charging developers for the water rights required to serve new development.¹ Other states also charged impact fees to new development, and in 1947 one of the first legal challenges to impact fees was filed in Illinois. In that case, the Illinois Home Builders Association sued the Hinsdale Sanitary District over its tap fee. The case was appealed all the way to the Illinois Supreme Court, which ruled that the District's fee was legal so long as the revenues were used for capital expenditures and not operating expenses.²

In Colorado, impact fee requirements were heavily influenced by a 1999 lawsuit between Krupp and the Breckenridge Sanitation District. The case, known as *Krupp v. Breckenridge Sanitation District*, was heard by the Colorado Supreme Court, which ruled that impact fees are legal so long as they meet certain requirements. The requirements defined in the ruling on *Krupp v. Breckenridge Sanitation District* were formally codified by the Colorado Legislature with the passage of Senate Bill 01S2-015, "An Act Concerning Land Development Charges That May Be Imposed by Local Governments."

The Bill, which modified Section 29-20-104.5 of Title 29 of Colorado Revised Statutes, allowed local governments to impose impact fees on new development to fund expenditures on capital facilities needed to maintain existing service standards.³ The impact fees are applicable to a broad set of land uses and can be calculated based on development characteristics of local land uses that roughly approximate each land use's burden on capital facilities. This enabling legislation allowed municipalities to charge a single impact fee to each type of development (e.g., residential, commercial, and industrial) rather than calculating fees on a case-by-case basis.

In 2016, the Colorado Legislature passed House Bill 16-1088, the "Public Service Fairness Act," which granted fire protection districts organized under Article 1 of Title 32, C.R.S., and fire

¹ Lillydahl, J.H, 1987. Impact Fees in Colorado: Economic, Political, and Legal Overview. Presented at A Symposium on Impact Fees, 1987 Conference of the American Planning Association. New York City. Cited in White and Dahl, 2001.

² Carswell, A.T, 2012. The Encyclopedia of Housing, Second Edition. SAGE Publications. p. 385. ISBN 978-1-4129-8958-9. Retrieved 2023-04-03. Cited in Wikipedia, "Impact Fee;" accessed 2023-11-08 at https://en.wikipedia.org/wiki/Impact_fee.

³ Local governments were defined as counties; home rule municipalities; and statutory cities, towns, territorial charter cities.

authorities established under Section 29-1-203.5 the ability to levy impact fees on new development. The bill amended C.R.S. 29-20-104.5, allowing these districts to charge development impact fees as a condition for issuing development permits and to use the revenue for capital facilities supporting fire protection, rescue, and emergency services related to new development. However, fire protection districts were not given unilateral authority to impose these fees; instead, they were required to enter into intergovernmental agreements with county or municipal governments, which would collect and remit the fees on their behalf.

In May 2024, the Colorado Legislature significantly expanded the authority of fire protection districts by passing SB24-194, the “Special District Emergency Services Funding Act.” This law eliminates the requirement for intergovernmental agreements, allowing fire protection districts to impose and collect impact fees directly within their jurisdictions. Additionally, SB24-194 authorizes both fire and ambulance districts to levy a sales tax, subject to voter approval, to generate additional revenue for district services.

To comply with current Colorado law, any development impact fees charged by a fire protection district must:

- Be a one-time charge imposed on new development;
- Quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee or development charge at a level no greater than necessary to defray such impacts which are directly related to proposed development;
- Be reasonably related to the overall cost of capital. Fees must be fairly calculated and rationally based. Mathematical exactitude is not required, however, and the particular mode adopted by the district in assessing the fee is generally a matter of that district’s discretion;
- Ensure no impact fee or other similar development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development; and
- Ensure that impact fees adopted by a local government do not require individual landowners to provide any site-specific dedication or improvements that meet the same need for capital facilities for which the district’s impact fee is imposed.

Because the setting of rates and fees involves many questions of judgment and discretion, districts have the flexibility to choose the most appropriate rate-setting method so long as it uses reasonable assumptions and logic in the basis of calculating the development impact fee schedule.

U.S. Supreme Court Decisions

In *Sheetz v. County of El Dorado* (2024), the U.S. Supreme Court unanimously ruled that impact fees are subject to the Takings Clause of the Fifth Amendment of the U.S. Constitution. The two most notable court decisions that are used to analyze takings clause cases are often referred to as *Nollan* and *Dolan*⁴.

Guidance from these decisions requires that there be an "essential nexus" between the exaction/fee and the state interest being advanced by that exaction. In the more recent *Dolan v. City of Tigard* (1994) decision, the U.S. Supreme Court held that in addition to an essential nexus, there must be a "rough proportionality" between the proposed exactions and the project impacts that the exactions are intended to mitigate. In *Dolan*, the court further states that rough proportionality need not be derived with mathematical exactitude but must demonstrate some relationship to the specific impact of the subject project:

*"We think a term such as 'rough proportionality' best encapsulates what we hold to be the requirements of the Fifth Amendment. No precise mathematical calculation is required, but the city must make some sort of individualized determination that the required dedication is related both in nature and extent to the impact of the proposed development."*⁵

Over the past two decades since *Dolan*, many fire districts have imposed impact fees; thus, there now is a broad set of common practices when considering how best to reflect these judicial and statutory requirements in fee design efforts.

Fee Applicability

As noted above, fire districts can only use impact fee revenue to cover the costs of any necessary expansion of capital facilities that are required to serve new development. In addition, fee amounts can only be set in a manner that is proportional to the cost of capital facility expansion needed to maintain—but not improve—existing standards of service.

Capital facilities. *Capital facilities* are the physical component of public services. Under Colorado statute, the definition of *capital* can include all equipment that has at least a five-year lifetime. It does not include personnel or any operational elements of service costs, even in circumstances where new staff are required to operate new facilities. Capital facilities generally include buildings, apparatus, vehicles, office furniture, and other support facilities.

⁴ *Nollan v. California Coastal Commission*, 483 U.S. 82; 1987 and *Dolan v. City of Tigard* (1994) 114S.Ct. 2309.

⁵ *Dolan v. City of Tigard* (1994) 114S.Ct. 2309.

Nature of capital investments. Not all capital facility costs are associated with community growth or with the expansion of capacity. Most fire districts make investments in capital facilities not because of growth pressures but for the repair and replacement of existing capital. For example, fire districts often make capital investments related to:

- *Repair and replacement of existing facilities*, such as annual building maintenance or replacing a roof;
- *Betterment of existing facilities*, such as introducing new services or improving existing capital facilities without increasing service capacity; and
- *Facilities expansions*, such as expanding an existing building to accommodate growing personnel requirements.

Fire districts are not allowed to account for such investments as part of impact fee calculations nor are they allowed to expend impact fee funds on such investments.

Capital Standards

In designing impact fees, fire districts must determine the appropriate capital standards applicable to each category of infrastructure. Facility standards can vary widely between districts. Whereas some states have legislation that describes such criteria with great specificity, other states—like Colorado—use more general standards. There are two primary approaches for calculating capital standards.

Capital buy-in approach. Capital standards can be estimated using the replacement value of specific capital facilities and the qualified equipment necessary for each category of capital facilities. For example, a city of 2,500 homes with a 20,000 square foot recreation center that has a replacement value of \$5 million would have a recreation center standard of 8 square feet per housing unit (i.e., $20,000 \text{ square feet} / 2,500 \text{ homes} = 8 \text{ square feet per home}$) and a replacement value of \$250 per square foot (i.e., $\$5 \text{ million} / 20,000 \text{ square feet} = \$250 \text{ per square foot}$). Thus, each existing residence would have an embedded recreational investment of \$2,000 per home (i.e., $\$250 \times 8 \text{ square feet} = \$2,000 \text{ per home}$), representing the community's recreational facility standard, which is what a developer could be charged for recreational facilities for each new unit.

One important dimension of the capital buy-in approach is the use of the replacement value of each asset. As mentioned earlier, the purpose of impact fees is to maintain the current level of service. Therefore, the value of each asset should be assessed by its current functionality, not its dollar value. For example, even if a dump truck were purchased in 1980 and its present resale value is less than \$10,000, the replacement value for that dump truck would be equal to the market rate of a new unit that performs the same function as the original vehicle.

If capital standards are defined using a capital buy-in approach, then calculations of those standards must account for any debt that applies against the relevant capital facilities. Because current residents are already responsible for that debt, it would be duplicative and inappropriate to charge developers impact fees that also include that debt.

Plan-based approach. Fire districts can also use a *plan-based approach* to set capital standards, which relies on capital improvement or other specific plans to estimate the value of capital required to serve future development. A plan-based approach requires forecasts of residential and commercial growth and detailed data on capital expansion plans and costs. Plan-based approaches must focus on expansion-related projects or the expansion portion of projects rather than betterment or replacement projects.

Other Considerations

Over time, some consensus has emerged on how best to ensure that impact fees comply with state statutes and court rulings. Many of the factors that fire districts must consider in designing fees appropriately are described above, but BBC also presents other considerations to be made:

- **Land use allocation.** Courts have indicated that all forms of development that have facility impacts—that is, residential, industrial, and commercial developments—must pay their fair share of expansion costs. If one type of development is exempted from fees, then fees may not be sufficient to cover expansion costs that result from new development.
- **Use specificity.** Impact fee calculations vary between different forms of land use. When compelling evidence is available that the forms, sizes, or uses of particular types of development will result in substantially different demands for fire protection services, then a district's impact fees should reflect that information.
- **Fund balance.** A fire district's impact fee fund balance represents cash investments the existing community has made in capital expansion. When utilizing the capital buy-in approach for calculating development impact fees, these cash investments are combined with capital facilities valuations to arrive at the total capital investment that the community has made.
- **Redevelopment.** The application of impact fees raises questions about how to deal with the redevelopment of existing properties. The redevelopment of a residence—even if it involves full scraping—does not lead to an increase in service demands, because it is still one residential unit with no implications for service delivery costs or capital needs. In contrast, the redevelopment of a larger lot into multiple homes would be assessed an impact fee based on the net number of new residential units, because there would be clear implications for service delivery and capital needs. Commercial redevelopment would be subject to the same considerations.
- **Waivers.** Fire districts should not waive fees unless the funds are reimbursed from other sources such as the general fund or other contributions by the developer to system expansion that meets or exceeds the calculated fees.
- **Timing.** Fees should be assessed at the time that building permits are issued.
- **Updates.** Impact fee calculations should be updated periodically to account for changes in costs and asset values. Most fire districts update their fees every year using an inflation multiplier and conduct updates to their impact fee studies every three to five years.

SECTION II.

Impact Fee Derivation

As described in Section I, there are several types of information that fire protection districts must consider to appropriately set their development impact fees, including determining capital standards. BBC used data from various sources to make appropriate considerations in calculating development impact fees for Glenwood Springs Fire Department.

- **Capital standards.** BBC used GSFD’s current investment in capital facilities as the basis for determining capital standards for the fee update – known as the capital buy-in approach. We obtained the information directly from the Department. The valuation included estimates of investments in land and buildings, vehicles and apparatus, and miscellaneous equipment. Calculations of capital standards must also account for any debt that exists in connection with relevant infrastructure. At the time of this study, GSFD does not have any debt outstanding against its facilities.
- **Land use allocation.** It is important for fire districts to determine how impact fees should be allocated according to land use so that all forms of development pay their fair share of expansion costs. Although GSFD does not maintain a database of relevant land use, data from the Garfield County Assessor’s Office indicates that approximately 66 percent of current development in GSFD’s service area is for residential purposes while 34 percent is for non-residential.¹ BBC used this distribution to allocate the total value of capital facilities between residential and non-residential development.
- **Use specificity.** To the extent possible, impact fees should reflect the degree to which different forms, sizes, and uses of particular types of development will result in different demands for fire protection services. For residential development, square footage serves as a proxy for demand due to the relative uniformity of residential structures and activity. For non-residential development—where service demand varies substantially based on building use and intensity—the fee calculation uses employment generation rates to reflect occupancy intensity.
- **Fund balance.** When using the capital buy-in approach, the balance of a fire district’s impact fee fund must be combined with capital facilities valuations to arrive at the total capital investment. GSFD does not currently maintain a balance in its impact fee fund.
- **Proportionality.** By using GSFD’s current investment in capital facilities to derive capital standards and then setting fee rates to replace the current standards of facility investment, BBC has ensured that proportionality has been reasonably and fairly derived. New growth is simply replicating its proportional share of an existing facility standard. Existing standards will be the standards to which new growth will be held accountable.

¹ Non-residential development includes retail, commercial, office, institutional, industrial, and warehouse space.

GSFD Budget

Property tax revenues for GSFD's general fund are collected through the tax mill levies of properties that are within the tax authority areas for either the City of Glenwood Springs or the Glenwood Springs Rural Fire Protection District.

The Department's 2024 Annual Report shows the Department had a budget of \$5.2 million in 2024.² In any given year, operating budgets are generally allocated to personnel costs—including salaries, benefits, incentives, and administration—as well as supplies, maintenance, and normal operational costs.

Property tax revenue that funds GSFD's operating budget will continue to be dedicated to the Department's ongoing operational expenses and may not be sufficient to fund the Department's growth-related capital facilities needs. With impact fees, new development pays for an equitable share of new facilities and existing taxpayers will not be responsible for subsidizing growth. In addition, GSFD's general operating funds can be reserved for other, non-growth-related uses.

Impact Fee Calculations

BBC's methodology for updating GSFD's impact fee includes the following tasks:

1. Quantify the capital facilities investment needed to maintain current level of service;
2. Develop estimates of GSFD's current land use and service demand pattern; and
3. Calculate the fire protection capital costs per unit of development (per residential dwelling unit or per square foot of non-residential development).

Capital facilities investment. A conservative method of establishing GSFD's current level of service for fire protection is to quantify its financial investment in capital facilities. Specifically, the Department has four types of capital facility-related assets that should be included in a calculation of current facilities investment:

- Buildings and land, including fire stations and accessory structures;
- Major vehicles and apparatus, such as fire engines and specialized vehicles;
- A variety of lifesaving and fire-fighting portable equipment and other property; and
- The balance of the impact fee fund.

Figure II-1 presents GSFD's current capital facilities and the replacement values included in impact fee calculations. As shown in the last row of Figure II-1, the total replacement value of GSFD's current capital facilities is approximately \$37.2 million.

² Glenwood Springs Fire Department 2024 Annual Report

Figure II-1.
Glenwood Springs Fire Department Current Assets, 2025

Type of Capital Facilities	Replacement Value	Debt Against Asset	Equity Position for Fee Calculation
Buildings and Land			
Station 71	\$7,634,425	-	\$0 = \$7,634,425
Station 72	\$11,106,775	-	\$0 = \$11,106,775
Station 73	\$6,251,370	-	\$0 = \$6,251,370
Training Ground	\$620,000	-	\$0 = \$620,000
Vehicles and Apparatus			
(3) Ambulances	\$1,636,815	-	\$0 = \$1,636,815
(1) Reserve Ambulance	\$469,008	-	\$0 = \$469,008
(2) Engines	\$2,197,054	-	\$0 = \$2,197,054
(1) Reserve Engine	\$1,025,086	-	\$0 = \$1,025,086
(2) Ladder Trucks	\$2,906,619	-	\$0 = \$2,906,619
(2) Tenders	\$1,419,906	-	\$0 = \$1,419,906
Misc. specialty & fleet vehicles & apparatus	\$970,728	-	\$0 = \$970,728
Miscellaneous Equipment			
Equipment including SCBA, PPE, portable, and communications	\$980,285	-	\$0 = \$980,285
Impact Fee Fund			
Fund balance	\$0	-	\$0 = \$0
Total Value of Fire Capital Facilities for Fee Calculation			\$37,218,071

Source: Glenwood Springs Fire Department; BBC Research & Consulting, 2025.

Current land use. BBC used the current pattern of development in GSFD's service area as the first step for allocating capital facilities costs between residential and non-residential land uses. Figure II-2, on the following page, presents the breakdown of units and square footage for residential and non-residential development, based on current data from the Garfield County Assessor. As shown in Figure II-2, the majority of the development in the service area is residential (45.8 percent single family residential and 20.0 percent multi-family residential) while 34.2 percent is non-residential.

Figure II-2.
Residential and Non-residential Square Footage in the GSFD Service Area, 2025

Development Type	Unit Count	Total Square Footage	Percent of Total Square Footage
Residential	5,918	9,800,474	65.8%
Single family residential	3,250	6,818,841	45.8%
Dwellings up to 1,999 SF	1,672	2,184,192	14.7%
Dwellings 2,000 to 2,999 SF	1,011	2,439,662	16.4%
Dwellings 3,000 to 3,999 SF	395	1,341,848	9.0%
Dwellings 4,000+ SF	172	853,140	5.7%
Multifamily residential	2,668	2,981,633	20.0%
Non-residential	762	5,088,977	34.2%
Retail & Commercial	437	3,299,414	22.2%
Office	140	575,928	3.9%
Public & Institutional	111	791,437	5.3%
Warehouse & Industrial	74	422,198	2.8%

Source: Garfield County Assessor; BBC Research & Consulting, 2025.

The \$37.2 million of fire capital facilities value (Figure II-1) is allocated across residential and non-residential development based on the relative share of total square footage in the Department's service area (Figure II-2). Allocating costs between residential and non-residential development based on existing square footage provides a rational and proportional framework for distributing the costs of firefighting facilities and equipment. Building square footage serves as a measurable indicator of the built environment's potential demand for fire protection services. Larger structures typically present greater fire risk, all else equal, in addition to requiring more time and personnel to inspect or suppress fires and may involve more complex response protocols. As such, square footage offers a reliable and consistent proxy for estimating system demand.

Within the Department's service area, residential uses comprise approximately 65.8 percent and non-residential uses comprise 34.2 percent of the built environment. Of the \$37.2 million in fire capital facilities value, \$24.5 million is allocated to residential development and \$12.7 million is allocated to non-residential development.

Residential impact fee calculation. The methodology for calculating residential impact fees is based on square footage of dwelling units. This approach is appropriate because fire protection service demand from residential uses generally scales with the size and complexity of the structure. Residential buildings also tend to exhibit relatively consistent patterns in construction type, layout, and use, making square footage a reasonable and reliable proxy for the level of service required.

The residential share of the fire capital facilities value—\$24.5 million—is allocated across categories of residential development based on each category's share of total residential square footage. This allows the calculation of tiered residential fees, where smaller units pay lower fees

and larger homes pay higher fees to reflect relative demand. Figure II-3 presents the maximum impact fees for residential development within the Department's service area.

Figure II-3.
Maximum Allowable Residential Impact Fees for GSFD

Calculation of Residential Impact Fees					
	Residential Share of Fire Capital Value [A]	Residential Land Use Distribution [B]	Costs by Land Use Category [C] = [A] x [B]	Existing Development [D]	Impact Fee (Costs by Land Use Category / Existing Development) [C] / [D]
Single family residential		69.6%	\$17,044,559	3,250	
Dwellings up to 1,999 SF	\$37.2M	22.3%	\$5,462,949	1,672	\$3,267 per dwelling
Dwellings 2,000 to 2,999 SF		24.9%	\$6,098,245	1,011	\$6,032 per dwelling
Dwellings 3,000 to 3,999 SF		13.7%	\$3,354,119	395	\$8,491 per dwelling
Dwellings 4,000+ SF		8.7%	\$2,132,531	172	\$12,398 per dwelling
Multifamily residential		30.4%	\$7,452,969	2,668	\$2,793 per dwelling unit

Source: Glenwood Springs Fire Department; Garfield County Assessor; BBC Research & Consulting, 2025.

As Figure II-3 shows, proposed fees range from \$3,267 to \$12,398 per single family dwelling. As an example, a 2,500-square-foot house has an impact fee of \$6,032 and a multifamily dwelling unit has a fee of \$2,793.

Non-residential impact fee calculation. Non-residential fire impact fees are calculated using the \$12.7 million allocated to non-residential development in conjunction with employment generation rates to reflect use intensity amongst different categories of non-residential land use. While building size remains an important factor in determining the impacts new development has on GSFD's capital facilities, the intensity and variability of use across non-residential land uses plays a large role in influencing service demand. For example, a 10,000-square-foot storage warehouse would typically generate fewer emergency calls than a similarly sized commercial kitchen, retail store, or medical facility.

The non-residential fee model uses employment generation rates per 1,000 square feet from the *Institute of Transportation Engineers (ITE) Trip Generation Manual* to account for this variability.³ The *ITE Trip Generation Manual*, published by the Institute of Transportation Engineers, provides empirically derived estimates of the number of employees generated by different land uses. Employment generation measures the number of people employed per 1,000 square feet of development. These rates are based on extensive observational studies conducted at thousands of sites across North America and are widely used in transportation planning, traffic impact studies, and land use analysis.

³ ITE Trip Generation Manual 11th Edition, 2021.

While square footage provides a baseline measure of physical scale, it does not capture differences in activity intensity or occupancy patterns that influence fire risk and service needs. ITE employment rates serve as a practical proxy for these factors, reflecting how intensively a property is used. Land uses with higher employment generation rates generally correspond to higher levels of human activity, increasing the probability of fire incidents, medical calls, and other emergency responses. Incorporating employment rates therefore enhances the model's ability to allocate costs in proportion to actual service demand.

As shown in Figure II-4, different non-residential land uses generate differing levels of activity. For example, office development generates 3.3 jobs per 1,000 square feet compared to 1.2 for warehouse and industrial. The non-residential portion of the fire capital facilities value—\$12.7 million—is distributed across development types in proportion to their share of total weighted employment. This produces a cost per square foot that reflects the relative service demands associated with each use and distributes the cost burden in proportion to the demand generated by different types of economic activity and land use.

Figure II-4.
Maximum Allowable Non-residential Impact Fees for GSFD

Calculation of Non-residential Impact Fees						
	Non-residential Share of Fire Capital Value [A]	Employees per 1,000 SF [B]	Existing Development (SF) [C]	Weighted Employment [D] = [B] x [C]/1,000]	Share of Total Employment [E] = [D] / Σ[D]	Impact Fee (Total Value x Share of Emp / Existing Development) [A] x [E] / [C]
Non-residential			5,088,977	14,762		
Retail & Commercial	\$12.7 million	3.1	3,299,414	10,283	69.7%	\$2.69 per square foot
Office		3.3	575,928	1,892	12.8%	\$2.83 per square foot
Public & Institutional		2.6	791,437	2,064	14.0%	\$2.25 per square foot
Warehouse & Industrial		1.2	422,198	524	3.5%	\$1.07 per square foot

Note: Retail & Commercial development includes shopping, services, dining, commercial lodging, and similar development types.

Public & Institutional development includes schools, hospitals, clinics, indoor recreation, and similar development types.

Source: Glenwood Springs Fire Department; Garfield County Assessor; ITE Trip Generation Manual 11th Edition, 2021; BBC Research & Consulting, 2025.

The result of allocating the non-residential capital burden in the manner described above resulted in full recovery of costs associated with the fees shown in the rightmost column of Figure II-4. Maximum recommended fees are \$2.69 per square foot for retail & commercial development; \$2.83 per square foot for office space; \$2.25 per square foot for public & institutional development; and \$1.07 per square foot for warehouse & industrial development.

Summary of impact fee results. The results of the residential and non-residential fee calculations for GSFD are summarized in Figure II-5, which presents the maximum allowable impact fees by development type and unit of measurement (per dwelling unit or per square foot). GSFD can choose to charge less than the amounts shown in Figure II-5 in order to meet other strategic objectives of the Department.

**Figure II-5.
Summary of Maximum Allowable
Impact Fees for GSFD**

Source:

Glenwood Springs Fire Department; Garfield County Assessor; ITE Trip Generation Manual 11th Edition, 2021; BBC Research & Consulting, 2025.

Development Type	Impact Fee
Residential	
Single family residential	
Dwellings up to 1,999 SF	\$3,267 per dwelling unit
Dwellings 2,000 to 2,999 SF	\$6,032 per dwelling unit
Dwellings 3,000 to 3,999 SF	\$8,491 per dwelling unit
Dwellings 4,000+ SF	\$12,398 per dwelling unit
Multifamily residential	\$2,793 per dwelling unit
Non-residential	
Retail & Commercial	\$2.69 per square foot
Office	\$2.83 per square foot
Public & Institutional	\$2.25 per square foot
Warehouse & Industrial	\$1.07 per square foot

The impact fees presented in Figure II-5 are designed to ensure that new development contributes fairly and proportionately to the cost of GSFD's fire protection capital facilities. The total capital valuation is \$37.2 million and represents the Department's current investment in stations, vehicles, apparatus, and response equipment.

This total cost has been allocated across residential and non-residential development based on the share of existing square footage in the GSFD service area. Within residential development, impact fees are calculated by unit size, using a tiered approach that reflects the proportional service needs associated with different home sizes. For non-residential development, fees are based on employment-weighted demand, using employment rates as a proxy for occupancy intensity and associated land use intensity. The resulting fee structure is equitable and tailored to the unique characteristics of land use within the Department's boundary.

Impact fee revenue projection. Impact fees will bring revenue to the Department, helping to support necessary facilities expansion as development occurs throughout the service area. This region of Garfield County, including the City of Glenwood Springs and the adjacent unincorporated parts of the County, is a highly desirable place to live and work. As a result, steady development is expected to continue both within and beyond City limits.

The Glenwood Springs 2023 Strategic Housing Plan Update estimates near-term housing demand within the City at approximately 33 units annually. However, as the service area for the Department extends beyond City boundaries to include surrounding unincorporated areas, BBC has doubled the projected housing demand to reflect possible development across the full geographic context.

To estimate potential impact fee revenue, BBC assumes that 50 percent of the annual housing unit demand will be met by new single-family dwellings and 50 percent by new multifamily dwellings. Non-residential development is assumed to grow in line with employment, with an annual growth assumption of approximately 1 percent.

**Figure II-6.
Projected Annual Impact Fee
Revenues for GSFD**

Note:

Estimates of future development are shown in dwelling units for residential development and in square feet for non-residential development.

*The scenario assumes annual demand for 66 new housing units, 50 percent single family homes and 50 percent multifamily dwellings. The scenario also assumes 1 percent annual growth in non-residential development square footage.

Source:

Glenwood Springs Fire Department; Garfield County Assessor; ITE Trip Generation Manual 11th Edition, 2021; Glenwood Springs Strategic Housing Plan, 2023; BBC Research & Consulting, 2025.

Development Type	Projected Annual Growth* (dwelling units or sq. ft.)	Projected Annual Revenue
Residential		
Single family residential		
Dwellings up to 1,999 SF	17	\$55,544
Dwellings 2,000 to 2,999 SF	10	\$60,319
Dwellings 3,000 to 3,999 SF	4	\$33,966
Dwellings 4,000+ SF	2	\$24,797
Multifamily residential	33	\$92,184
Non-residential		
Retail & Commercial	32,994	\$88,608
Office	5,759	\$16,304
Public & Institutional	7,914	\$17,783
Warehouse & Industrial	4,222	\$4,511
Projected annual revenue		\$394,016

As Figure II-6 illustrates, the impact fees proposed in this report could generate approximately \$394,000 annually to enable the Department to build new facilities and purchase equipment needed to maintain service levels as the region grows without placing an undue burden on existing development.

SECTION III.

Summary and Recommendations

The residential and non-residential development impact fees that BBC recommends for GSFD's consideration represent maximum allowable amounts. However, GSFD may choose to adopt fees below these amounts. BBC offers the following recommendations regarding implementation of impact fees for Glenwood Springs Fire Department:

- GSFD should provide the development community with a minimum of three to six months' notice prior to implementing the impact fee schedule. This advance notice ensures developers have sufficient time to adjust project budgets and timelines.
- GSFD should maintain its impact fee fund in an interest-bearing account that is separate and apart from its general fund. All fees collected in accordance with the impact fee schedule shall be deposited and accounted for as required in *Colorado Revised Statutes Title 29, Article 1, Part 8, Section 29-1-803*.
- GSFD should adhere to a written policy governing expenditure of monies from its impact fee fund. Withdrawals from the impact fee fund should only be used to pay for growth-related capital facilities with a service life of five or more years. All proceeds shall be used in conformance with *Colorado Revised Statutes Title 29, Article 20, Part 1, Section 29-20-104.5*.
- GSFD should prohibit the payment of operational expenses with impact fees, including the repair and replacement of existing facilities not necessitated by growth. In cases where GSFD expects new capital facilities to partially replace existing capacity and to partially serve new growth, the Department and its legal counsel should determine, to the best of its ability, what percentage of repair and replacement is necessary to serve new development and should use that as the basis of allocating funding for repair and replacement needs.
- GSFD should update its impact fee studies periodically (e.g., every three to five years) as it invests in additional equipment and facilities and as future development occurs, to ensure its impact fees reflect its existing service standards.
- Between updates, GSFD should adjust its impact fees annually at the start of each year based on the U.S. Bureau of Labor Statistics' Mountain-Plains Information Office's consumer price index for the Mountain-Plains Region.¹
- GSFD should establish a process to address unique scenarios that may require further individualization of impact fees. This process should include a mechanism allowing property owners to present data if they believe the fee, as applied, does not accurately reflect the specific impacts of their development, ensuring compliance with *Sheetz v. County of El Dorado, Cal., 601 U.S. 267 (2024)*.

¹ <https://www.bls.gov/regions/mountain-plains/cpi-summary>

APPENDIX.

Land Use Development Classification

This appendix provides additional detail on how residential and non-residential development types were categorized for the purpose of impact fee calculations. These categories reflect the development pattern of the Department's service area and are used to proportionately allocate capital costs in the fee model.

Residential development was classified into two categories: Single Family Residential and Multifamily Residential. Single Family Residential includes detached housing units on individual parcels, and each dwelling is additionally classified by square footage in the fee model. Multifamily Residential includes residential forms with multiple attached units, such as duplexes, townhomes, apartments, and condominiums.

Non-residential development was grouped into four distinct categories: Retail & Commercial, Office, Public & Institutional, and Warehouse & Industrial. These categories are based on land use characteristics that typically correlate with different levels of service demand, such as building size, activity type, occupancy levels, and public accessibility.

BBC worked with account-level data from the Garfield County Assessor to construct a mapping template shown on the following pages. Several descriptive fields related to property type, occupancy, and built use were used to guide the categorization of the assessor data. In addition, where necessary, individual properties were vetted through map searches and visual review to verify land use classifications that are unclear or atypical in the assessor records.

The mapping template included in this appendix provides examples of how typical property descriptions were mapped to the categories utilized in this fee study. These mappings are intended as a reference template to clarify how the categories are commonly applied. They are not intended to serve as a comprehensive or prescriptive guide, but rather to illustrate the approach used in leveraging assessor data to tailor the fee structure.

**Figure A-1.
Development Classification Mapping**

Building Type Field Options	Class 1 Description Field Options	Class 2 Description Field Options	BBC Classification Options
Commercial			
	COMMERCIAL CONDOS IMPROVEMENTS	CONDOS-IMPROVEMENTS	Retail & Commercial Office
		EXEMPT/NONRES CHARITABLE - IMPS	Retail & Commercial Public & Institutional
	CONDO LAND	CONDO LAND	Retail & Commercial
	DUP/TRIPLEX IMPROVEMTS	DUP/TRIPLEX LAND	Multifamily Residential
		MULTI-UNITS(4-8)-IMPRVMTS	
	EXEMPT- POLITICAL SD MULTI FAMILY- IMPS	EXEMPT- POLITICAL SD MULTI FAMILY- LAND	Public & Institutional
	EXEMPT/NONRES CHARITABLE - IMPS	COMMERCIAL CONDOS IMPROVEMENTS	Office
			Public & Institutional
		EXEMPT/NONRES CHARITABLE-LAND	Retail & Commercial Office
			Public & Institutional
			Retail & Commercial
	EXEMPT/NONRES CHARITABLE-LAND	EXEMPT/NONRES CHARITABLE - IMPS	Public & Institutional
	EXEMPT/NONRES RELIGIOUS-IMPS	EXEMPT/NONRES RELIGIOUS-LAND	
	EXEMPT/NONRES RELIGIOUS-LAND	EXEMPT/NONRES RELIGIOUS-IMPS	
	EXEMPT/NONRES SCHOOLS-LAND	EXEMPT/NONRES SCHOOLS - IMPS	
	EXEMPT/RES CHARITABLE-IMPS	EXEMPT/NONRES CHARITABLE - IMPS	
		EXEMPT/RES CHARITABLE-LAND	
	EXEMPT/RES SCHOOLS-IMPS	EXEMPT/RES SCHOOLS-LAND	
	EXEMPT-COUNTY-IMPS.	EXEMPT-COUNTY-LAND	
	EXEMPT-COUNTY-LAND	EXEMPT-COUNTY-IMPS.	
	EXEMPT-POLITICAL SD-IMPS.	EXEMPT-POLITICAL SD-LAND	
	EXEMPT-POLITICAL SD-LAND	EXEMPT-POLITICAL SD-IMPS.	
	EXEMPT-STATE-IMPS-NONRES	COMMERCIAL CONDOS IMPROVEMENTS	Office
		EXEMPT-STATE-LAND-NONRES	Public & Institutional
	EXEMPT-STATE-LAND-NONRES	EXEMPT-STATE-IMPS-NONRES	Public & Institutional
		MERCHANDISING-IMPROVEMENT	
	LODGING-IMPROVEMENTS	LODGING-LAND	Retail & Commercial
		MULTI-UNITS(9 +)-IMPRVMTS	
	LODGING-LAND	LODGING-IMPROVEMENTS	
		MULTI-UNITS(9 +)-LAND	
		RECREATION-LAND	
		SINGLE FAM.RES.-LAND	Multifamily Residential
	MANUFCTRD.HOUSNG PRK-LAND	MULTI-UNITS(4-8)-IMPRVMTS	
		SPEC.PURPOSE-LAND	Single Family Residential
	MERCHANDISING-IMPROVEMENT	DUP/TRIPLEX IMPROVEMTS	Retail & Commercial
		MERCHANDISING-LAND	
		SINGLE FAM.RES-IMPROVEMTS	Office
	MERCHANDISING-LAND	MERCHANDISING-IMPROVEMENT	
			Retail & Commercial
		SINGLE FAM.RES.-LAND	
		SPEC.PURPOSE-LAND	Multifamily Residential
	MULTI-UNITS(4-8)-IMPRVMTS	MULTI-UNITS(4-8)-LAND	
		SINGLE FAM.RES-IMPROVEMTS	Retail & Commercial

Source: Garfield County Assessor; BBC Research & Consulting, 2025.

Figure A-1, continued.
Development Classification Mapping

Building Type Field Options	Class 1 Description Field Options	Class 2 Description Field Options	BBC Classification Options
Commercial			
	MULTI-UNITS(4-8)-LAND	MULTI-UNITS(4-8)-IMPRVMTS	Retail & Commercial
	MULTI-UNITS(9 +)-IMPRVMTS	DUP/TRIPLEX IMPROVEMTS	Multifamily Residential
		MULTI-UNITS(9 +)-LAND	
		OFFICES-IMPROVEMENTS	
			Office
			Retail & Commercial
	MULTI-UNITS(9 +)-LAND	MULTI-UNITS(9 +)-IMPRVMTS	Multifamily Residential
	MULTI-USE(3 OR MORE)-LAND	MULTI-USE(3 OR MORE)-IMPS	Retail & Commercial
		SPEC.PURPOSE-IMPROVEMENTS	Multifamily Residential
			Retail & Commercial
	OFFICES-IMPROVEMENTS	OFFICES-LAND	Office
		WAREHOUSE/STORAGE-IMPS.	
	OFFICES-LAND	OFFICES-IMPROVEMENTS	
		SPEC.PURPOSE-IMPROVEMENTS	
	RECREATION-LAND	RECREATION-IMPROVEMENTS	Public & Institutional
			Retail & Commercial
	SINGLE FAM.RES-IMPROVEMTS	SINGLE FAM.RES.-LAND	Retail & Commercial
		WAREHOUSE/STORAGE-LAND	Warehouse & Industrial
	SPEC.PURPOSE-IMPROVEMENTS	OFFICES-IMPROVEMENTS	Office
		SINGLE FAM.RES-IMPROVEMTS	Retail & Commercial
		SPEC.PURPOSE-LAND	Office
	SPEC.PURPOSE-LAND	SINGLE FAM.RES.-LAND	Retail & Commercial
		SPEC.PURPOSE-IMPROVEMENTS	
	WAREHOUSE/STORAGE-IMPS.	WAREHOUSE/STORAGE-LAND	Warehouse & Industrial
	WAREHOUSE/STORAGE-LAND	SINGLE FAM.RES.-LAND	
		WAREHOUSE/STORAGE-IMPS.	
Condo			
	CONDOS-IMPROVEMENTS	EXEMPT-POLITICAL SD RES-IMPS	Multifamily Residential
	EXEMPT/RES CHARITABLE-IMPS	EXEMPT/RES CHARITABLE-IMPS	
	EXEMPT-POLITICAL SD RES-IMPS	CONDOS-IMPROVEMENTS	
	EXEMPT-POLITICAL SD-IMPS.	EXEMPT-POLITICAL SD-IMPS.	
	TOWNHOME IMPROVEMENT	TOWNHOME LAND	
Multifamily			
	DUP/TRIPLEX IMPROVEMTS	MULTI-UNITS(4-8)-IMPRVMTS	Multifamily Residential
	LODGING-IMPROVEMENTS	MULTI-UNITS(9 +)-IMPRVMTS	
	LODGING-LAND	MULTI-UNITS(9 +)-LAND	
	MANUFCTRD.HOUSNG PRK-LAND	MULTI-UNITS(4-8)-IMPRVMTS	
	MULTI-UNITS(4-8)-IMPRVMTS	DUP/TRIPLEX LAND	
		MULTI-UNITS(4-8)-LAND	
		SINGLE FAM.RES-IMPROVEMTS	
	MULTI-UNITS(4-8)-LAND	MULTI-UNITS(4-8)-IMPRVMTS	
	MULTI-UNITS(9 +)-IMPRVMTS	DUP/TRIPLEX IMPROVEMTS	
		MULTI-UNITS(9 +)-LAND	
		OFFICES-IMPROVEMENTS	

Source: Garfield County Assessor; BBC Research & Consulting, 2025.

Figure A-1, continued.
Development Classification Mapping

Building Type Field Options	Class 1 Description Field Options	Class 2 Description Field Options	BBC Classification Options
Multifamily			
	MULTI-UNITS(9 +)-LAND	MULTI-UNITS(9 +)-IMPRVMTS	Multifamily Residential
	SINGLE FAM.RES-IMPROVEMTS	MULTI-UNITS(4-8)-IMPRVMTS	
	SPEC.PURPOSE-IMPROVEMENTS	SINGLE FAM.RES.-LAND	
		SPEC.PURPOSE-LAND	
Mobile			
	EXEMPT MANUFACTURED HOUSING	EXEMPT MANUFACTURED HOUSING	Single Family Residential
	EXEMPT-POLITICAL SD-IMPS.	EXEMPT-POLITICAL SD-IMPS.	
	FARM MOBILE HOME	FARM MOBILE HOME	
	MANUFCTRD.HOUSING-IMPRVMT	MANUFCTRD.HOUSING-IMPRVMT	
Residential			
	1 AC TO L/T 5 AC	1 AC TO L/T 5 AC	Single Family Residential
	DUP/TRIPLEX IMPROVEMTS	DUP/TRIPLEX LAND	Multifamily Residential
		MULTI-UNITS(4-8)-IMPRVMTS	
		SINGLE FAM.RES-IMPROVEMTS	Single Family Residential
	DUP/TRIPLEX LAND	DUP/TRIPLEX IMPROVEMTS	Multifamily Residential
		LODGING-LAND	Retail & Commercial
	EXEMPT/NONRES CHARITABLE-LAND	EXEMPT/NONRES CHARITABLE - IMPS	Public & Institutional
	EXEMPT/NONRES RELIGIOUS-IMPS	EXEMPT/NONRES RELIGIOUS-LAND	
	EXEMPT/NONRES RELIGIOUS-LAND	EXEMPT/NONRES RELIGIOUS-IMPS	
	EXEMPT/RES CHARITABLE-IMPS	EXEMPT/RES CHARITABLE-LAND	
	EXEMPT/RES CHARITABLE-LAND	EXEMPT/RES CHARITABLE-IMPS	
	EXEMPT/RES RELIGIOUS-IMPS	EXEMPT/RES RELIGIOUS-LAND	
	EXEMPT-COUNTY RES-IMPS	EXEMPT-COUNTY RES-LAND	
	EXEMPT-COUNTY-IMPS.	EXEMPT-COUNTY-LAND	
	EXEMPT-POLITICAL SD-LAND	EXEMPT-POLITICAL SD-IMPS.	
	FARM/RANCH RESIDENCE-IMPS	OTHER BLDGS.-AGRICULTURAL	
	IMPROVEMENT NOT INTEGRAL TO AG OPERATION	LAND NOT INTEGRAL TO AG OPERATION	Single Family Residential
		OTHER BLDGS.-AGRICULTURAL	Retail & Commercial
	LODGING-LAND	LODGING-IMPROVEMENTS	
	MANUFCTRD.HOUSNG PRK-LAND	SPEC.PURPOSE-LAND	Single Family Residential
	MULTI-UNITS(4-8)-IMPRVMTS	MULTI-UNITS(4-8)-LAND	Multifamily Residential
	MULTI-UNITS(9 +)-IMPRVMTS	MULTI-UNITS(9 +)-LAND	
	OFFICES-IMPROVEMENTS	OFFICES-LAND	Office
		SINGLE FAM.RES-IMPROVEMTS	
	OFFICES-LAND	OFFICES-IMPROVEMENTS	Single Family Residential
	OTHER BLDGS.-AGRICULTURAL	FARM/RANCH RESIDENCE-IMPS	
	SINGLE FAM.RES.-LAND	SINGLE FAM.RES-IMPROVEMTS	Multifamily Residential
	SINGLE FAM.RES-IMPROVEMTS	MANUFCTD.HOUSING-LAND	
		MULTI-UNITS(4-8)-IMPRVMTS	Single Family Residential
		SINGLE FAM.RES.-LAND	
		SPEC.PURPOSE-LAND	Warehouse & Industrial
	SPEC.PURPOSE-IMPROVEMENTS	SINGLE FAM.RES-IMPROVEMTS	
	SPEC.PURPOSE-LAND	SPEC.PURPOSE-IMPROVEMENTS	
	WAREHOUSE/STORAGE-LAND	SINGLE FAM.RES.-LAND	Warehouse & Industrial
		WAREHOUSE/STORAGE-IMPS.	

Source: Garfield County Assessor; BBC Research & Consulting, 2025.



Glenwood Springs Police Department Impact Fee Study

DRAFT REPORT

Draft Report

April 7th, 2025

Glenwood Springs Police Department Impact Fee Study

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SECTION I.

Introduction

Within a community, the construction of a new home, business, or facility brings with it people—residents, workers, customers—who rely on public services to ensure their safety and wellbeing. For police departments, this growth translates into greater demand for patrols, response capacity, vehicles, and facilities. If no new capital facilities are added to match the scale of new development, the quality and responsiveness of public safety services may decline.

Impact fees are one-time charges on new development that ensure new residents and businesses contribute a fair share to the capital investments needed to maintain community safety. These fees are proportional payments that help ensure the police department can serve a growing population without shifting the financial burden to existing taxpayers.

This report presents the analysis underlying the calculation of proportional development impact fees for the City of Glenwood Springs Police Department (GSPD). Like many police departments in Colorado, GSPD faces growing service demands from population and employment increases. Unlike roads or utilities, where demand may be driven by physical development patterns or square footage, the demand for public safety services is more closely related to the presence of people who visit, live, or work in the region. The methodology for this study centers on population and employment as the primary indicators of police service demand.

Development impact fees are a legally supported mechanism to address capital expansion requirements in a way that is equitable and proportional. This report documents the methodology, assumptions, and calculations used to derive impact fees for GSPD.

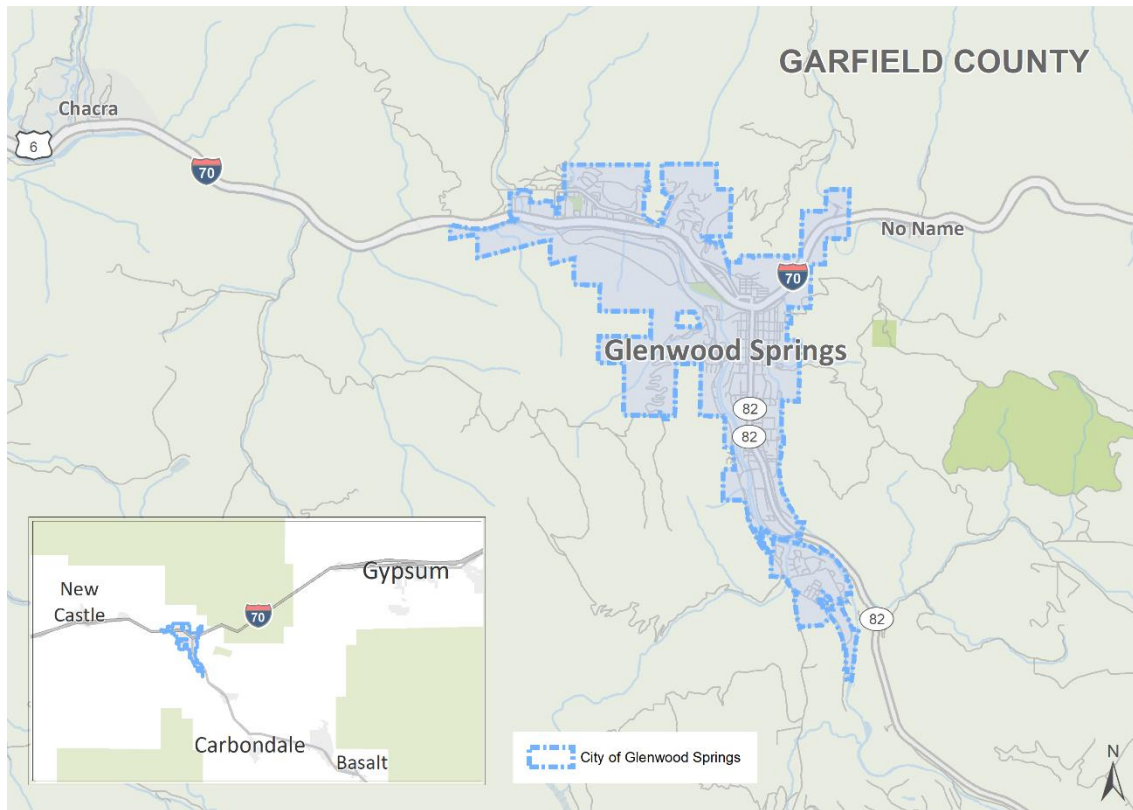
Background

The City of Glenwood Springs is the county seat of Garfield County and located along I-70 and CO-82 in the Roaring Fork Valley. The City has a population of approximately 10,000 residents¹ and is known for its natural amenities, recreation, and regional economic significance, serving as a commercial and service hub for nearby communities. In 2023, the largest single employer in Glenwood Springs was Valley View Hospital—which provides medical services to the City and wider region—followed by several national retail outlets (Walmart, Lowe’s, Kroger, Target); Colorado Mountain College; Roaring Fork School District; Glenwood Hot Springs Resort; Glenwood Caverns; and the City of Glenwood Springs.² Figure I-1 shows the City’s municipal boundary and location within Garfield County.

¹ U.S. Census Bureau American Community Survey (ACS) 2023 5-Year Estimates.

² City of Glenwood Springs, Colorado, Annual Comprehensive Financial Report, 2023.

Figure I-1.
City of Glenwood Springs Municipal Boundary



Source: BBC Research & Consulting from ArcGIS shapefiles, 2025.

The City serves as a hub of employment, residential activity, and civic amenities, and is both a destination and gateway for visitors and tourists.

The GSPD provides residents, commuters, and visitors with vital public safety services. Many Colorado communities impose development impact fees for expansion of capital facilities using a suite of fees with separate charges for individual facilities categories, such as police. The amount that a community can charge in impact fees and the manner in which these fees can be devised, imposed, and spent is dictated by Colorado statute and more generally by a series of United States Supreme Court decisions. In light of these design and implementation requirements, the City retained BBC to prepare this report documenting the calculation of maximum allowable impact fees consistent with the Colorado Revised Statutes.

Colorado Impact Fee Requirements

Development impact fees have been used in Colorado going as far back as the 1920s, when cities began charging developers for the water rights required to serve new development.³ Other states also charged impact fees to new development and in 1947, one of the first legal challenges

³ Lillydahl, J.H, 1987. Impact Fees in Colorado: Economic, Political, and Legal Overview. Presented at A Symposium on Impact Fees, 1987 Conference of the American Planning Association. New York City. Cited in White and Dahl, 2001.

to impact fees was filed in Illinois. In that case, the Illinois Home Builders Association sued the Hinsdale Sanitary District over its tap fee. The case was appealed all the way to the Illinois Supreme Court who ruled that the District's fee was legal so long as the revenues were used for capital expenditures and not operating expenses.⁴

In Colorado, impact fee requirements were heavily influenced by a 1999 lawsuit between Krupp and the Breckenridge Sanitation District. The case, known as *Krupp v. Breckenridge Sanitation District*, was heard by the Colorado Supreme Court, who ruled that impact fees are legal so long as they meet certain requirements. The requirements defined in the ruling on *Krupp v. Breckenridge Sanitation District* were formally codified by the Colorado Legislature with the passage of Senate Bill 01S2-015, "An Act Concerning Land Development Charges That May Be Imposed by Local Governments."

The Bill, which modified Section 29-20-104.5 of Title 29 of Colorado Revised Statutes, allowed local governments to impose impact fees on new development to fund expenditures on capital facilities needed to maintain existing service standards.⁵ The impact fees are applicable to a broad set of land uses and can be calculated based on development characteristics of local land uses that roughly approximate each land use's burden on capital facilities. This enabling legislation allowed municipalities to charge a single impact fee for each type of development (e.g., residential, commercial, and industrial) rather than calculating fees on a case-by-case basis so long as they meet the following criteria:

- Be a one-time charge imposed on new development;
- Quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee or development charge at a level no greater than necessary to defray such impacts directly related to proposed development.
- Be reasonably related to the overall cost of capital. Fees must be fairly calculated and rationally based. Mathematical exactitude is not required, however, and the particular mode adopted by the entity assessing the fee is generally a matter of that entity's discretion;
- Ensure no impact fee or other similar development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development;
- Be imposed and collected by a local government using a publicly promulgated fee schedule and details of collection; and

⁴ Carswell, A.T. 2012. *The Encyclopedia of Housing*, Second Edition. SAGE Publications. p. 385. ISBN 978-1-4129-8958-9. Retrieved 2023-04-03. Cited in Wikipedia, "Impact Fee"; accessed 2023-11-08 at https://en.wikipedia.org/wiki/Impact_fee.

⁵ Local governments were defined as counties; home rule municipalities; and statutory cities, towns, territorial charter cities.

- Ensure that impact fees adopted by a local government do not require individual landowners to provide any site-specific dedication or improvements that meet the same need for capital facilities for which the impact fee is imposed.

Because the setting of rates and fees involves many questions of judgment and discretion, municipalities have the flexibility to choose the most appropriate rate-setting method so long as it uses reasonable assumptions and logic in the basis of calculating the development impact fee schedule.

U.S. Supreme Court Decisions

In *Sheetz v. County of El Dorado* (2024), the Supreme Court ruled that impact fees are subject to the takings clause. The two most notable court decisions that are used to analyze takings clause cases are often referred to as *Nollan* and *Dolan*⁶.

Guidance from these decisions requires that there be an "essential nexus" between the exaction/fee and the state interest being advanced by that exaction. In the more recent *Dolan v. City of Tigard* (1994) decision, the U.S. Supreme Court held that in addition to an essential nexus, there must be a "rough proportionality" between the proposed exactions and the project impacts that the exactions are intended to mitigate. In *Dolan*, the court further states that rough proportionality need not be derived with mathematical exactitude but must demonstrate some relationship to the specific impact of the subject project:

*"We think a term such as 'rough proportionality' best encapsulates what we hold to be the requirements of the Fifth Amendment. No precise mathematical calculation is required, but the city must make some sort of individualized determination that the required dedication is related both in nature and extent to the impact of the proposed development."*⁷

Over the past two decades since *Dolan*, many communities have imposed impact fees; thus, there now is a broad set of common practices when considering how best to reflect these judicial and statutory requirements in fee design efforts.

Fee Applicability

As noted above, cities can only use impact fee revenue to cover the costs of any necessary expansion of capital facilities that are required to serve new development. In addition, fee amounts can only be set in a manner that is proportional to the cost of capital facility expansion needed to maintain, but not improve, existing standards of service.

Capital facilities. *Capital facilities* are the physical component of public services. Under Colorado statute, the definition of *capital* can include all equipment that has at least a five-year lifetime. It does not include personnel or any operational elements of service costs, even in

⁶ *Nollan v. California Coastal Commission*, 483 U.S. 82; 1987 and *Dolan v. City of Tigard* (1994) 114S.Ct. 2309.

⁷ *Dolan v. City of Tigard* (1994) 114S.Ct. 2309.

circumstances where new staff are required to operate new facilities. Capital facilities generally include buildings, apparatus, vehicles, office furniture, and other support facilities.

Nature of capital investments. Not all capital facility costs are associated with community growth or with the expansion of capacity. Most municipalities make investments in capital facilities not because of growth pressures but for the repair and replacement of existing capital. For example, cities often make capital investments related to:

- *Repair and replacement of existing facilities*, such as annual building maintenance or replacing a roof;
- *Betterment of existing facilities*, such as introducing new services or improving existing capital facilities without increasing service capacity; and
- *Facilities expansions*, such as expanding an existing building to accommodate growing personnel requirements.

Communities are not allowed to account for such investments as part of impact fee calculations nor are they allowed to expend impact fee funds on such investments.

Capital Standards

In designing impact fees, a city must determine the appropriate capital standards applicable to each category of capital. Capital facility standards can vary widely between communities. Whereas some states have legislation that describes such criteria with great specificity, other states—like Colorado—use more general standards. There are two primary approaches for calculating capital standards.

Capital buy-in approach. Capital standards can be estimated using the replacement value of specific capital facilities and the qualified equipment necessary for each category of capital facilities. For example, a city of 2,500 homes with a 20,000 square foot recreation center that has a replacement value of \$5 million would have a recreation center standard of 8 square feet per housing unit (i.e., $20,000 \text{ square feet} / 2,500 \text{ homes} = 8 \text{ square feet per home}$) and a replacement value of \$250 per square foot (i.e., $\$5 \text{ million} / 20,000 \text{ square feet} = \$250 \text{ per square foot}$). Thus, each existing residence would have an embedded recreational investment of \$2,000 per home (i.e., $\$250 \times 8 \text{ square feet} = \$2,000 \text{ per home}$), representing the community's recreational facility standard, which is what a developer could be charged for recreational facilities for each new unit.

One important dimension of the capital buy-in approach is the use of the replacement value of each asset. As mentioned earlier, the purpose of impact fees is to maintain the current level of service. Therefore, the value of each asset should be assessed by its current functionality, not its dollar value. For example, even if a dump truck was purchased in 1980 and its present resale value is less than \$10,000, the replacement value for that dump truck would be equal to the market rate of a new unit that performs the same function as the original vehicle.

If capital standards are defined using a capital buy-in approach, then calculations of those standards must account for any debt that applies against the relevant capital facilities. Because

current residents are already responsible for that debt, it would be duplicative and inappropriate to charge developers impact fees that also include that debt.

Plan-based approach. Cities can also use a *plan-based approach* to set capital standards, which relies on capital improvement or other specific plans to estimate the value of capital required to serve future development. A plan-based approach requires forecasts of residential and commercial growth and detailed data on capital expansion plans and costs. Plan-based approaches must focus on expansion-related projects or the expansion portion of projects rather than betterment or replacement projects.

Other Considerations

Over time, some consensus has emerged on how best to ensure that impact fees comply with state statutes and court rulings. Many of the factors that communities must consider in designing fees appropriately are described above, but BBC also presents other considerations to be made:

- **Allocation by land use.** Courts have indicated that all forms of development that have capital facility impacts—that is, residential, industrial, commercial, and institutional developments—must pay their fair share of capital expansion costs. If one type of development is exempted from fees, then fees may not be sufficient to cover expansion costs that result from new development.
- **Use specificity.** Impact fee calculations vary between different forms of land use. When compelling evidence is available that the forms, sizes, or uses of particular types of development will result in substantially different demands for public services, then a city's impact fees should reflect that information.
- **Fund balances.** Fund balances represent cash investments the existing community has made into various capital expansion categories. When utilizing the capital buy-in approach for calculating development impact fees, these cash investments are combined with capital facilities valuations to arrive at the total capital investment that the community has made.
- **Redevelopment.** The application of impact fees raises questions about how to deal with the redevelopment of existing properties. The redevelopment of a residence—even if it involves full scraping—does not lead to an increase in service demands, because it is still one residential unit with no implications for service delivery costs or capital needs. In contrast, the redevelopment of a larger lot into multiple homes would be assessed an impact fee based on the net number of new residential units, because there would be clear implications for service delivery and capital needs. Commercial redevelopment would be subject to the same considerations.
- **Waivers.** Municipalities should not waive fees unless the funds are reimbursed from other sources such as the general fund or other contributions by the developer to system expansion that meet or exceed the calculated fees.
- **Timing.** Fees should be assessed at the time that building permits are issued.
- **Updates.** Impact fee calculations should be updated periodically to account for changes in costs and asset values. Most communities update their fees every year using an inflation multiplier and conduct updates to their impact fee studies every three to five years.

SECTION II.

Impact Fee Derivation

As described in Section I, there are several types of information that municipalities must consider to appropriately set their development impact fees, including determining capital standards. BBC used data from various sources to make appropriate considerations in developing police impact fees for the City of Glenwood Springs.

- **Capital standards.** BBC used the City's current investment in police capital facilities as the basis for determining capital standards for the fee (i.e., the capital buy-in approach). We obtained that information directly from the GSPD. The valuation included estimates of investments in buildings, vehicles, and durable equipment. Calculations of capital standards must account for any debt that exists in connection with relevant capital facilities. At the time of this study, the City of Glenwood Springs does not carry any debt against the police capital facilities described in this report.
- **Land use allocation.** It is important for communities to determine how impact fees should be allocated according to land use so that all forms of development (residential and non-residential) pay their fair share of expansion costs. In this study, the capital cost of police facilities is first divided between residential and non-residential development using a functional population approach. This model captures the way that different segments of the population occupy the City throughout the day, ensuring a proportional allocation of cost based on actual patterns of use.
- **Use specificity.** To the extent possible, impact fees should reflect the degree to which different forms, sizes, and uses of particular types of development will result in different demand for public services. For Glenwood Springs, this is addressed in two ways. Residential fees are tiered based on housing type and average household size, while non-residential fees vary by employment density across development types. These distinctions ensure that development which generates more frequent or intense service demand bears a corresponding share of police service costs.
- **Fund balance.** When using the capital buy-in approach, the balance of the police impact fee fund must be combined with capital facilities valuations to arrive at the total capital investment. With this study, GSPD is establishing impact fees for the first time and so does not have a current impact fee fund balance.
- **Proportionality:** By using GSPD's current investment in capital facilities to derive capital standards and then setting fee rates to replace the current standards of facility investment, BBC has ensured that proportionality has been reasonably and fairly derived. New growth is simply replicating its proportional share of an existing facility standard. Existing standards will be the standards to which new growth will be held accountable.

Impact Fee Calculations

The calculation of residential and non-residential police impact fees for Glenwood Springs is detailed within this section.

Current investment in police facilities. The first step in calculating the impact fees is to determine the value of Glenwood Springs' current investment in police capital facilities. This includes buildings, vehicles, protective gear, communications systems, and other essential equipment used to deliver public safety services. The analysis uses a cost recovery—or capital buy-in—approach, which assumes that new development should replicate its proportional share of GSPD's existing capital investment in facilities. Figure II-1 presents GSPD's total capital facilities valuation (\$7.8 million). GSPD does not currently have debt against its facilities.

Figure II-1.
Glenwood Springs Police Department Current Assets, 2025

Type of Capital Facilities	Replacement Value	Debt Against Asset	Equity Position for Fee Calculation		
Buildings and Land					
Police Department	\$5,075,000	-	\$0	=	\$5,075,000
Vehicle Impound Lot	\$304,448	-	\$0	=	\$304,448
Vehicles, Apparatus, and Equipment					
Police Department Vehicle Fleet	\$1,804,000	-	\$0	=	\$1,804,000
Radar Trailer	\$10,000	-	\$0	=	\$10,000
Evidence Container	\$8,000	-	\$0	=	\$8,000
AR-15 Patrol Rifles w/ Optics	\$73,675	-	\$0	=	\$73,675
Patrol Handguns	\$11,718	-	\$0	=	\$11,718
Less Lethal Shotguns	\$2,457	-	\$0	=	\$2,457
Extra Firearms Acc ACOGs	\$4,800	-	\$0	=	\$4,800
Body Armor - Duty	\$29,700	-	\$0	=	\$29,700
Body Armor - Heavy Vests	\$17,526	-	\$0	=	\$17,526
Body Armor - Helmets	\$5,750	-	\$0	=	\$5,750
Handheld Lidar Unit	\$12,500	-	\$0	=	\$12,500
Bola Wrap	\$21,000	-	\$0	=	\$21,000
Taser Unit	\$38,985	-	\$0	=	\$38,985
Target	\$480	-	\$0	=	\$480
Holsters	\$1,196	-	\$0	=	\$1,196
Suit	\$1,200	-	\$0	=	\$1,200
Body Worn Cameras	\$28,800	-	\$0	=	\$28,800
Evidence Trailer	\$12,000	-	\$0	=	\$12,000
In-car Camera System	\$33,000	-	\$0	=	\$33,000
Radar Units	\$68,000	-	\$0	=	\$68,000
AED Units	\$22,800	-	\$0	=	\$22,800
Copier	\$2,006	-	\$0	=	\$2,006
IT Equipment	\$71,400	-	\$0	=	\$71,400
Miscellaneous Officer Equipment	\$125,550	-	\$0	=	\$125,550
Total Value of Police Capital Facilities for Fee Calculation					\$7,785,991

Source: Glenwood Springs Police Department, 2025.

Functional population allocation. Next, the \$7.8 million police capital facilities cost is allocated between residential and non-residential development using a functional population model. This model measures demand by considering how people (residents and workers) spend their time in the community across a typical day. Residents and employees utilize police services during the hours they are present in Glenwood Springs – residents primarily during mornings and evenings at home, and workers (including in-commuters) during daytime business hours.

By acknowledging patterns of time spent in residential versus non-residential settings, the functional population model apportions an appropriate share of the police facilities costs to residential development and to non-residential development in line with relative demand on police services. Figure II-2 presents the functional population calculation.

Figure II-2.
City of Glenwood Springs, Functional Population Allocation

Population Group	Residential Demand		Non-residential Demand	
	Hours per Person per Day	Total Daily Hours	Hours per Person per Day	Total Daily Hours
Total residents	9,970			
Employed residents	5,579			
<i>Working within Glenwood Springs</i>	1,916	15	9	17,244
<i>Working outside of Glenwood Springs</i>	3,663	15		54,945
Non-working residents	4,391	20	4	17,564
Non-residents employed in Glenwood Springs (in-commuters)	7,445		9	67,005
Total employed in Glenwood Springs	9,361			
Total daily demand hours		171,505		101,813
Total daily share of demand		62.7%		37.3%
Share of police capital facilities valuation		\$4,885,651		\$2,900,340

Source: U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; BBC Research & Consulting, 2025.

As shown in Figure II-2, residents of Glenwood Springs are allocated 15 hours per day in residential settings in the City. Those working within the City are additionally allocated 9 hours per day in a non-residential setting. Non-working residents are allocated 20 hours per day in residential and 4 hours per day in non-residential settings, and commuters into Glenwood Springs (who work within the City but live elsewhere) are allocated 9 hours per day in non-residential settings.

Overall, the functional population model allocates 62.7 percent of police service demand (or, \$4.9 million of the total \$7.8 million capital facilities valuation) to residential development and 37.3 percent of service demand (or, \$2.9 million of the total \$7.8 million capital facilities valuation) to non-residential development.

Residential impact fee calculation. As stated above, the residential share of GSPD’s capital cost is calculated by multiplying the total value of police facilities (\$7.8 million) by the residential share percentage derived from the functional population model (62.7 percent). This results in \$4.9 million in capital costs attributed to residential development.

BBC transformed this value into a per-resident cost by dividing the \$4.9 million cost by the residential population of Glenwood Springs.¹ As shown in Figure II-3, the police facilities cost per resident is \$490.

**Figure II-3.
Maximum Allowable Police Impact Fees for Residential Development**

	Population [A]	Police Capital Facilities Cost per Resident [B]	Est. Dwelling Units [C]	Household Size [D] = [A]/[C]	Police Impact Fee per Dwelling Unit [B] x [D]
Total residential	9,970				
<i>Single family residential</i>	6,955	\$4.9 million / 9,970 residents = \$490	2,431	2.86	\$1,402
<i>Multifamily residential</i>	3,015		1,435	2.10	\$1,030

Source: U.S. Census Bureau ACS 5-Year Estimates, 2023; BBC Research & Consulting, 2025.

Figure II-3 also presents the dwelling unit estimates within the City. BBC calculated household size for single-family and multifamily dwellings by dividing the population for each group by the corresponding number of dwelling units. The average household size for a single-family home is 2.86 people while the average household size for a multifamily dwelling unit is 2.10 people.

To translate this into a per-unit impact fee, BBC used average household size as a proxy for demand, distinguishing between single-family and multifamily units. Although housing unit size can vary, residential development tends to follow relatively consistent patterns of occupancy and use, particularly when compared with the diversity of non-residential land uses.

Applying this cost to each housing type yields the maximum allowable impact fee shown in Figure II-3: \$1,402 for a single-family unit (\$490 x 2.86) and \$1,030 for a multifamily unit (\$490 x 2.10).

¹ Population refers to residents living in typical residential development types (e.g., single family or multifamily dwellings) and does not include group quarters such as dormitories.

Non-residential impact fee calculation. The non-residential share of GSPD’s capital facilities cost is calculated by multiplying the total value of police infrastructure (\$7.8 million) by the non-residential share derived from the functional population model (37.3 percent). This results in \$2.9 million of capital costs attributed to non-residential development. To distribute this cost across various land uses, BBC used employment density—defined as square feet per job—as a proxy for service demand. Because police service needs are primarily driven by the presence and activity of people rather than the size of buildings, this approach allows the fee to reflect relative service burden more accurately than square footage alone.

Figure II-4.
Maximum Allowable Police Impact Fees for Non-residential Development

Development Type	Est. Workers [A]	Police Capital Facilities Cost per Worker [B]	Employment Density (sq. ft. per job) [C]	Police Impact Fee per Sq. Ft. [B] x [C]
Retail & Commercial	2,771		302	\$1.03
Office	2,556	\$2.9 million / 9,361 workers = \$310	326	\$0.95
Institutional	3,321		430	\$0.72
Warehouse & Storage	279		2,953	\$0.10
Industrial	435		676	\$0.46
Total	9,361			

Source: U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; ITE Trip Generation Manual 11th Edition, 2021; BBC Research & Consulting, 2025.

Glenwood Springs’ employment base comprises 9,361 total jobs allocated across five development categories² (shown in Figure II-4). Dividing the \$2.9 million non-residential capital cost by total jobs yields a per-worker police capital cost of \$310. This per-worker cost is then divided by the employment density of each development type³ (in square feet per worker) to derive a cost per square foot. The result is a scaled fee that charges higher fees for development with greater use intensity (such as retail and office environments) than low-density uses like warehouses. This ensures that fees are proportionate to demand for police services.

The resulting maximum allowable non-residential impact fees are: \$1.03 per square foot for retail & commercial development; \$0.95 per square foot for office space; \$0.72 per square foot for institutional space (such as schools or hospitals); \$0.10 per square foot for warehouse & storage development; and \$0.46 per square foot for industrial development.

² Direct data linking jobs to the physical type of building or development setting they occupy are not available. While data sources such as the Census Bureau and the Bureau of Economic Analysis report on occupation or industry classifications, they do not indicate the type of building in which people work. To approximate employment by development type, BBC used job counts by NAICS industry sector from the Census Bureau’s OnTheMap Inflow/Outflow analysis for Glenwood Springs. These industries were then mapped to the five non-residential development categories used in the fee model—Retail & Commercial, Office, Institutional, Warehouse & Storage, and Industrial—based on a reasoned allocation. For example, jobs in the Health Care and Social Assistance industry were attributed 70 percent to Institutional and 30 percent to Office, reflecting typical patterns of physical location for such services.

³ Employment densities were derived from the ITE Trip Generation Manual 11th Edition.

Summary of impact fee results. The results of the residential and non-residential fee calculations are summarized in Figure II-5, which presents the recommended fees by development type and unit of measurement (per dwelling unit or per square foot).

Figure II-5.
Summary of Maximum Allowable
Police Impact Fees for GSPD

Source:

Glenwood Springs Police Department, 2025; U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; ITE Trip Generation Manual 11th Edition, 2021; BBC Research & Consulting, 2025.

Development Type	Maximum Allowable Police Impact Fee
Residential	
Single family	\$1,402 per dwelling unit
Multifamily	\$1,030 per dwelling unit
Non-residential	
Retail & Commercial	\$1.03 per square foot
Office	\$0.95 per square foot
Institutional	\$0.72 per square foot
Warehouse & Storage	\$0.10 per square foot
Industrial	\$0.46 per square foot

The City can choose to charge less than the amounts shown in Figure II-5, but it must apply discounts uniformly to all land use categories.

Impact fee revenue projection. Impact fees will bring revenue to the GSPD, helping to support necessary facilities expansion as development occurs in the community. The City's future growth is subject to real constraints, including the physical limitations of surrounding topography and the capacity of existing water and infrastructure systems.⁴ However, Glenwood Springs remains a highly desirable place to live and work, and is expected to continue experiencing steady development over time.

The Glenwood Springs 2023 Strategic Housing Plan Update outlines possible future housing unit demand in the City, estimated at approximately 33 units annually in the near-term future.⁵ To help illustrate the potential fiscal impact of the recommended impact fees, BBC estimated annual impact fee revenue using the City's development projections.

To support the estimate, BBC conservatively assumes that 50 percent of the annual housing unit demand will be met by new single family dwellings and 50 percent by new multifamily dwellings, and that non-residential development increases with employment growth, with an annual growth assumption of approximately 1 percent.

As shown in Figure II-6, on the following page, proportional impact fees for new development would generate an estimated \$70,000 per year for GSPD to use on capital expansion, given the parameters outlined above.

⁴ Glenwood Springs Comprehensive Plan Update, 2023.

⁵ Glenwood Springs Strategic Housing Plan Update, 2023.

**Figure II-6.
Projected Annual Police Impact
Fee Revenues for GSPD**

Note:

Projected development is shown in dwelling units for residential development and in square feet for non-residential development.

*The scenario assumes annual demand for 33 new housing units, 50 percent single family homes and 50 percent multifamily dwellings. The scenario also assumes 1 percent annual growth in non-residential development square footage.

Source:

Glenwood Springs Police Department, 2025; U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; ITE Trip Generation Manual 11th Edition, 2021; Glenwood Springs Strategic Housing Plan, 2023; BBC Research & Consulting, 2025.

Development Type	Projected Annual Growth* (dwelling units or sq. ft.)	Projected Annual Revenue
Residential		
Single family residential	17	\$23,834
Multifamily residential	17	\$17,503
Non-residential		
Retail & Commercial	8,362	\$8,586
Office	8,333	\$7,918
Institutional	14,280	\$10,288
Warehouse & Storage	8,231	\$864
Industrial	2,941	\$1,348
Projected annual revenue		\$70,340

Figure II-6 illustrates the potential for impact fees to contribute to GSPD's funding for capital expansion, ensuring that police services keep pace with regional growth without overburdening existing development.

SECTION III.

Implementation Recommendations

As the City of Glenwood Springs evaluates whether or not to adopt the full police cost recovery fee amounts summarized above, we offer the following implementation recommendations for consideration.

Setting impact fee amounts. Cities must balance multiple objectives when setting impact fees, including funding necessary infrastructure, maintaining affordability, and staying competitive with neighboring communities. The police impact fees recommended in this study represent the maximum allowable level based on the cost of providing capital facilities to serve new development. However, municipalities may choose to set fees below this maximum.

If the City decides to adopt a lower fee initially, one approach is to implement gradual annual increases over a three- to five-year period. This phased approach allows the City to remain competitive in the short term while ensuring that fees eventually reflect the full cost of growth-related infrastructure needs. However, if the City elects to adopt impact fees at levels below those recommended in this report, it should identify other sources of revenue to keep the impact fee funds “whole.”

Compliance with *Sheetz v El Dorado Co.* The City should establish a process to address unique scenarios that may require further individualization of police impact fees. This process should include a mechanism allowing property owners to present data if they believe the fee, as applied, does not accurately reflect the specific impacts of their development, ensuring compliance with *Sheetz v. County of El Dorado, Cal.*, 601 U.S. 267 (2024).

Impact fee credits. If the City requires a developer to contribute capital improvements or construct facilities that offset the need for police capital expansion, that developer should be eligible for a credit against the fee owed. To administer this process consistently, the City should establish a formal credit application procedure that places the burden of documentation on the applicant. Developers seeking a credit would need to submit evidence demonstrating the value and relevance of their contributions. City staff would evaluate the application to determine whether it satisfies the criteria for a credit, ensuring it meets the same public safety standards the impact fee is designed to support.

The use of an impact fee credit can allow the City to consider opportunities for economic development. Development projects that align with Glenwood Springs’ economic development goals should be made aware of the process and terms of the impact fee credit application.

If the City decides to issue an impact fee credit, it must identify an alternate source of revenue to keep the police impact fee funds “whole.” Some local governments in Colorado choose to dedicate a portion of the sales and property tax from a development for this purpose. Whatever the reimbursement mechanism, the City should also adopt a list of criteria for economic

development waivers so that all builders/developers enjoy a level playing field in their pursuit of potential fee relief.

Additional recommendations. BBC offers the following additional recommendations regarding implementation of impact fees for Glenwood Springs Police Department:

- The City should provide the development community with a minimum of three to six months' notice prior to implementing the updated police impact fee schedule. This advance notice ensures developers have sufficient time to adjust project budgets and timelines.
- The City should maintain its police impact fee fund in an interest-bearing account that is separate and apart from its general fund. All fees collected in accordance with the impact fee schedule shall be deposited and accounted for as required in *Colorado Revised Statutes Title 29, Article 1, Part 8, Section 29-1-803*.
- The City should adhere to a written policy governing expenditure of monies from its police impact fee fund. Withdrawals from the impact fee fund should only be used to pay for growth-related capital facilities with a service life of five or more years. All proceeds shall be used in conformance with *Colorado Revised Statutes Title 29, Article 20, Part 1, Section 29-20-104.5*.
- The City should prohibit the payment of operational expenses with police impact fees, including the repair and replacement of existing facilities not necessitated by growth. In cases where GSPD expects new capital facilities to partially replace existing capacity and to partially serve new growth, the City and its legal counsel should determine, to the best of its ability, what percentage of repair and replacement is necessary to serve new development and should use that as the basis of allocating funding for repair and replacement needs.
- The City should update its impact fee studies periodically (e.g., every three to five years) as it invests in additional equipment and facilities and as future development occurs, to ensure its impact fees reflect its existing service standards.
- Between updates, the City should adjust its police impact fees annually at the start of each year based on the U.S. Bureau of Labor Statistics' Mountain-Plains Information Office's consumer price index for the Mountain-Plains Region.¹

¹<https://www.bls.gov/regions/mountain-plains/cpi-summary>



GLENWOOD SPRINGS PD AND FPD IMPACT FEE STUDY

JUNE 5, 2025

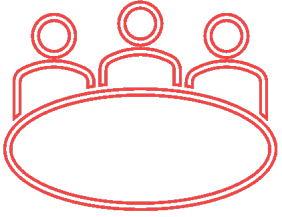
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Presented by

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BB **C** **55**
YEARS
RESEARCH & CONSULTING

BACKGROUND



- In 2025, BBC began working with the City of Glenwood Springs to conduct an update of its police department impact fees in addition to conducting a study to establish impact fees for Glenwood Springs Fire Department and Glenwood Springs Rural Fire Protection District.
- BBC worked closely with City staff throughout the process to collect and validate information, calculations, and recommendations.
- Impact fees were calculated for residential and non-residential development types.

WHAT ARE IMPACT FEES?

“Fees collected through a set schedule or formula, spelled out in a local ordinance....fees are levied only against new development projects as a condition of permit approval to fund infrastructure needed to serve the proposed development. Impact fees are calculated to cover the proportionate share of the capital costs for that infrastructure...”

IMPACT FEES ARE IMPORTANT



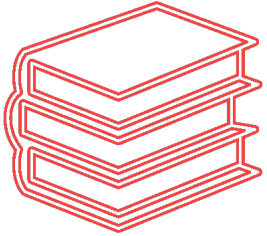
- Fees from new construction provide a fair contribution toward public infrastructure and help mitigate public opposition to development.
- Long-term financial planning becomes more consistent through systematic funding approaches.
- Supports orderly growth and land use by reinforcing broader planning goals.
- Contributes to the availability of necessary facilities and services in expanding areas.
- Replaces ad hoc negotiations with a transparent, consistent fee structure developers can plan for.

IMPACT FEES IN COLORADO

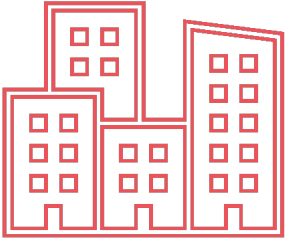


- **Early Roots (1920s):** Cities began charging developers for water rights required to serve new developments—an early form of impact fee.
- **Colorado Legal Foundation (1999):** *Krupp v. Breckenridge Sanitation District* ruled impact fees are legal if they meet standards of reasonableness and proportionality.
- **Codification in State Law (2001):** Senate Bill 01S2-015 authorized governments to impose impact fees under C.R.S. 29-20-104.5 for capital facilities needed to maintain service levels.
- **Expansion to Fire Districts (2016 - 2024):** HB16-1088 allowed fire protection districts to collect impact fees via intergovernmental agreements. SB24-194 eliminated the intergovernmental agreement requirement and allowed fire and ambulance districts to directly levy impact fees and propose sales taxes, pending voter approval.

IMPACT FEE REQUIREMENTS



- Essential nexus between development and required infrastructure
- Fees must be roughly proportional to impact
- Fees are one-time payments
- Only used for capital infrastructure with a minimum lifespan of five years
- Fee revenues must be segregated from other funds
- Fees must be used for capital expansion, not to address existing deficiencies
- Fees must be imposed on all forms of development
- Fee-payer must have a reasonable expectation of benefit

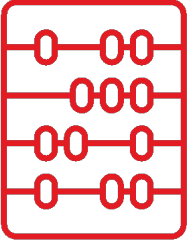


WHAT IS/IS NOT INCLUDED?

- Engines and vehicles – **Yes**
- Stations and buildings, including improvements to maintain service – **Yes**
- Equipment, apparatus, tech, etc. – **Yes**

- Repair and replacement – **No**
- Operations and maintenance - **No**
- Betterment and expansion unrelated to development – **No**

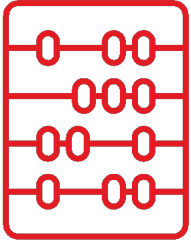
IMPACT FEE METHODS



- **Capital Buy-In Approach:** Charges new development a proportionate share of the value of existing infrastructure capacity, based on the idea that newcomers "buy in" to facilities already built by the community.
- **Plan-Based Approach:** Bases fees on the cost of future capital projects needed to serve new growth, ensuring development pays for its projected impact on planned infrastructure expansions.

POLICE DEPARTMENT IMPACT FEES

POLICE METHODOLOGY



- **Key driver of demand:** Police demand is **driven by people**—residents, workers, and visitors. So the analysis is based on population and employment growth.
- **Capital buy-in approach:** This method estimates the value of existing police capital per person or employee today, and asks new development to “buy in” at the same level to maintain service standards.
 - “If the city currently provides \$1,000 worth of police facilities per person, then a new development with 3 people needs to pay \$3,000 to keep the same level of service.”
- **Replacement value matters:** We base the value of vehicles and facilities on what it would cost to replace them today—not what the City paid years ago—because that’s what the City will have to spend in the future.

WHAT IS DEVELOPMENT BUYING IN TO?

- **Buildings and land** – Police Department and impound lot
- **Vehicles** – Vehicles are specialized, durable units equipped to support patrol, emergency response, and public safety operations across varying conditions and terrains.
- **Equipment** – Police equipment includes essential gear such as radios, protective vests, firearms, and communication systems that enable officers to perform their duties safely and effectively.
- **Total value - \$7.8 million**

Type of Capital Facilities	Replacement Value	Debt Against Asset			Equity Position for Fee Calculation
Buildings and Land					
Police Department	\$5,075,000	-	\$0	=	\$5,075,000
Vehicle Impound Lot	\$304,448	-	\$0	=	\$304,448
Vehicles, Apparatus, and Equipment					
Police Department Vehicle Fleet	\$1,804,000	-	\$0	=	\$1,804,000
Radar Trailer	\$10,000	-	\$0	=	\$10,000
Evidence Container	\$8,000	-	\$0	=	\$8,000
AR-15 Patrol Rifles w/ Optics	\$73,675	-	\$0	=	\$73,675
Patrol Handguns	\$11,718	-	\$0	=	\$11,718
Less Lethal Shotguns	\$2,457	-	\$0	=	\$2,457
Extra Firearms Acc ACOGs	\$4,800	-	\$0	=	\$4,800
Body Armor - Duty	\$29,700	-	\$0	=	\$29,700
Body Armor - Heavy Vests	\$17,526	-	\$0	=	\$17,526
Body Armor - Helmets	\$5,750	-	\$0	=	\$5,750
Handheld Lidar Unit	\$12,500	-	\$0	=	\$12,500
Bola Wrap	\$21,000	-	\$0	=	\$21,000
Taser Unit	\$38,985	-	\$0	=	\$38,985
Target	\$480	-	\$0	=	\$480
Holsters	\$1,196	-	\$0	=	\$1,196
Suit	\$1,200	-	\$0	=	\$1,200
Body Worn Cameras	\$28,800	-	\$0	=	\$28,800
Evidence Trailer	\$12,000	-	\$0	=	\$12,000
In-car Camera System	\$33,000	-	\$0	=	\$33,000
Radar Units	\$68,000	-	\$0	=	\$68,000
AED Units	\$22,800	-	\$0	=	\$22,800
Copier	\$2,006	-	\$0	=	\$2,006
IT Equipment	\$71,400	-	\$0	=	\$71,400
Miscellaneous Officer Equipment	\$125,550	-	\$0	=	\$125,550
Total Value of Police Capital Facilities for Fee Calculation					\$7,785,991

COST ALLOCATION AND FUNCTIONAL POPULATION

Population Group		Residential Demand		Non-residential Demand	
		<i>Hours per Person per Day</i>	<i>Total Daily Hours</i>	<i>Hours per Person per Day</i>	<i>Total Daily Hours</i>
Total residents	9,970				
Employed residents	5,579				
<i>Working within Glenwood Springs</i>	<i>1,916</i>	<i>15</i>	<i>28,740</i>	<i>9</i>	<i>17,244</i>
<i>Working outside of Glenwood Springs</i>	<i>3,663</i>	<i>15</i>	<i>54,945</i>		
Non-working residents	4,391	20	87,820	4	17,564
Non-residents employed in Glenwood Springs (in-commuters)	7,445			9	67,005
Total employed in Glenwood Springs	9,361				
Total daily demand hours			171,505		101,813
Total daily share of demand			62.7%		37.3%
Share of police capital facilities valuation			\$4,885,651		\$2,900,340

RESIDENTIAL IMPACT FEE CALCULATION

	Population [A]	Police Capital Facilities Cost per Resident [B]	Est. Dwelling Units [C]	Household Size [D] = [A]/[C]	Police Impact Fee per Dwelling Unit [B] x [D]
Total residential	9,970				
<i>Single family residential</i>	6,955	\$4.9 million / 9,970 residents = \$490	2,431	2.86	\$1,402
<i>Multifamily residential</i>	3,015		1,435	2.10	\$1,030

NON-RESIDENTIAL IMPACT FEE CALCULATION

Development Type	Est. Workers [A]	Police Capital Facilities Cost per Worker [B]	Employment Density (sq. ft. per job) [C]	Police Impact Fee per Sq. Ft. [B] / [C]
Retail & Commercial	2,771		302	\$1.03
Office	2,556	\$2.9 million / 9,361 workers = \$310	326	\$0.95
Institutional	3,321		430	\$0.72
Warehouse & Storage	279		2,953	\$0.10
Industrial	435		676	\$0.46
Total	9,361			

POLICE IMPACT FEE SCHEDULE

**Figure II-5.
Summary of Maximum Allowable
Police Impact Fees for GSPD**

Source:

Glenwood Springs Police Department, 2025; U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; ITE Trip Generation Manual 11th Edition, 2021; BBC Research & Consulting, 2025.

Development Type	Maximum Allowable Police Impact Fee
Residential	
Single family	\$1,402 per dwelling unit
Multifamily	\$1,030 per dwelling unit
Non-residential	
Retail & Commercial	\$1.03 per square foot
Office	\$0.95 per square foot
Institutional	\$0.72 per square foot
Warehouse & Storage	\$0.10 per square foot
Industrial	\$0.46 per square foot

POLICE IMPACT FEE REVENUE PROJECTIONS

**Figure II-6.
Projected Annual Police Impact
Fee Revenues for GSPD**

Note:

Projected development is shown in dwelling units for residential development and in square feet for non-residential development.

*The scenario assumes annual demand for 33 new housing units, 50 percent single family homes and 50 percent multifamily dwellings. The scenario also assumes 1 percent annual growth in non-residential development square footage.

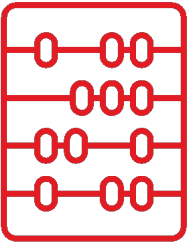
Source:

Glenwood Springs Police Department, 2025; U.S. Census Bureau ACS 5-Year Estimates, 2023; OnTheMap Inflow/Outflow Analysis, 2022; ITE Trip Generation Manual 11th Edition, 2021; Glenwood Springs Strategic Housing Plan, 2023; BBC Research & Consulting, 2025.

Development Type	Projected Annual Growth* (dwelling units or sq. ft.)	Projected Annual Revenue
Residential		
Single family residential	17	\$23,834
Multifamily residential	17	\$17,503
Non-residential		
Retail & Commercial	8,362	\$8,586
Office	8,333	\$7,918
Institutional	14,280	\$10,288
Warehouse & Storage	8,231	\$864
Industrial	2,941	\$1,348
Projected annual revenue		\$70,340

FIRE DEPARTMENT IMPACT FEES

METHODOLOGY



- **Key driver of demand:** Fire protection demand is driven by the **size and complexity of buildings**.
 - ITE employment rates serve as a practical proxy for non-residential land use intensity factors that influence fire risk and service needs.
- **Capital buy-in approach:** This method calculates how much investment currently exists in fire stations, engines, and gear, and asks new development to contribute at the same level to maintain existing service quality.
- **Replacement value matters:** We base our numbers on what it would cost to **replace** fire engines and stations **today**, not what they cost 10 or 20 years ago. Why? Because that's the amount the department will need to spend to serve future growth.

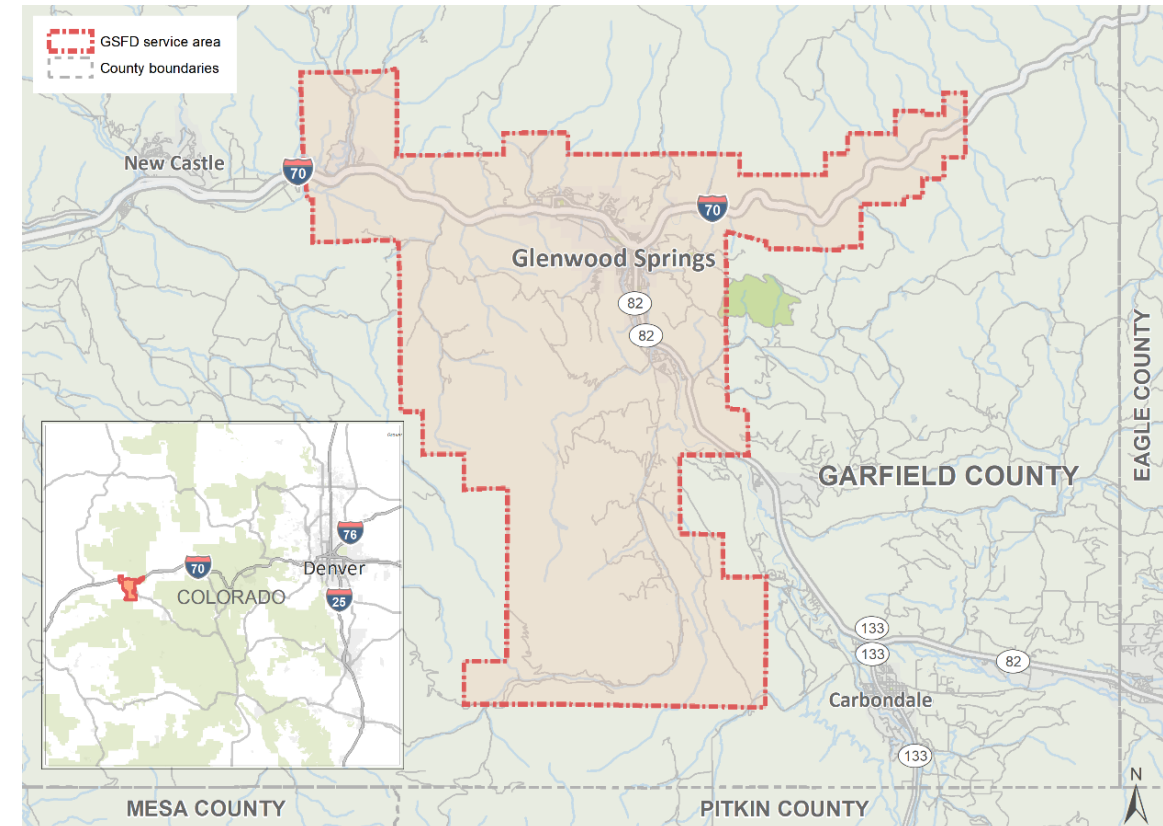
WHAT IS DEVELOPMENT BUYING IN TO?

- **Buildings and land** – Three stations and training ground
- **Vehicles** – Fire department vehicles include specialized apparatus such as engines, ladders, and rescue units designed to transport personnel, equipment, and water to emergency scenes quickly and effectively.
- **Equipment** – Fire department equipment includes tools and gear like hoses, turnout gear, self-contained breathing apparatus (SCBA), and medical supplies essential for firefighting, rescue, and emergency medical response.
- **Total value - \$37.2 million**

Type of Capital Facilities	Replacement Value	Debt Against Asset	Equity Position for Fee Calculation
Buildings and Land			
Station 71	\$7,634,425	- \$0 =	\$7,634,425
Station 72	\$11,106,775	- \$0 =	\$11,106,775
Station 73	\$6,251,370	- \$0 =	\$6,251,370
Training Ground	\$620,000	- \$0 =	\$620,000
Vehicles and Apparatus			
(3) Ambulances	\$1,636,815	- \$0 =	\$1,636,815
(1) Reserve Ambulance	\$469,008	- \$0 =	\$469,008
(2) Engines	\$2,197,054	- \$0 =	\$2,197,054
(1) Reserve Engine	\$1,025,086	- \$0 =	\$1,025,086
(2) Ladder Trucks	\$2,906,619	- \$0 =	\$2,906,619
(2) Tenders	\$1,419,906	- \$0 =	\$1,419,906
Misc. specialty & fleet vehicles & apparatus	\$970,728	- \$0 =	\$970,728
Miscellaneous Equipment			
Equipment including SCBA, PPE, portable, and communications	\$980,285	- \$0 =	\$980,285
Impact Fee Fund			
Fund balance	\$0	- \$0 =	\$0
Total Value of Fire Capital Facilities for Fee Calculation			\$37,218,071

DEVELOPMENT SERVED BY GSFD

Development Type	Unit Count	Total Square Footage	Percent of Total Square Footage
Residential	5,918	9,800,474	65.8%
Single family residential	3,250	6,818,841	45.8%
Dwellings up to 1,999 SF	1,672	2,184,192	14.7%
Dwellings 2,000 to 2,999 SF	1,011	2,439,662	16.4%
Dwellings 3,000 to 3,999 SF	395	1,341,848	9.0%
Dwellings 4,000+ SF	172	853,140	5.7%
Multifamily residential	2,668	2,981,633	20.0%
Non-residential	762	5,088,977	34.2%
Retail & Commercial	437	3,299,414	22.2%
Office	140	575,928	3.9%
Public & Institutional	111	791,437	5.3%
Warehouse & Industrial	74	422,198	2.8%



RESIDENTIAL IMPACT FEE CALCULATION

Calculation of Residential Impact Fees					
	Residential Share of Fire Capital Value [A]	Residential Land Use Distribution [B]	Costs by Land Use Category [C] = [A] x [B]	Existing Development [D]	Impact Fee (Costs by Land Use Category / Existing Development) [C] / [D]
Single family residential		69.6%	\$17,044,559	3,250	
Dwellings up to 1,999 SF	\$24,497,528	22.3%	\$5,462,949	1,672	\$3,267 per dwelling
Dwellings 2,000 to 2,999 SF		24.9%	\$6,098,245	1,011	\$6,032 per dwelling
Dwellings 3,000 to 3,999 SF		13.7%	\$3,354,119	395	\$8,491 per dwelling
Dwellings 4,000+ SF		8.7%	\$2,132,531	172	\$12,398 per dwelling
Multifamily residential		30.4%	\$7,452,969	2,668	\$2,793 per dwelling unit

NON-RESIDENTIAL IMPACT FEE CALCULATION

Calculation of Non-residential Impact Fees						
	Non-residential Share of Fire Capital Value [A]	Employees per 1,000 SF [B]	Existing Development (SF) [C]	Weighted Employment [D] = [B] x [C/1,000]	Share of Total Employment [E] = [D] / $\sum$ [D]	Impact Fee (Total Value x Share of Emp / Existing Development) [A] x [E] / [C]
Non-residential			5,088,977	14,762		
Retail & Commercial		3.1	3,299,414	10,283	69.7%	\$2.69 per square foot
Office	\$12.7 million	3.3	575,928	1,892	12.8%	\$2.83 per square foot
Public & Institutional		2.6	791,437	2,064	14.0%	\$2.25 per square foot
Warehouse & Industrial		1.2	422,198	524	3.5%	\$1.07 per square foot

FIRE IMPACT FEE SCHEDULE

Figure II-5.
Summary of Maximum Allowable
Impact Fees for GSFD

Source:
Glenwood Springs Fire Department; Garfield County
Assessor; ITE Trip Generation Manual 11th Edition, 2021;
BBC Research & Consulting, 2025.

Development Type	Impact Fee
Residential	
Single family residential	
Dwellings up to 1,999 SF	\$3,267 per dwelling unit
Dwellings 2,000 to 2,999 SF	\$6,032 per dwelling unit
Dwellings 3,000 to 3,999 SF	\$8,491 per dwelling unit
Dwellings 4,000+ SF	\$12,398 per dwelling unit
Multifamily residential	\$2,793 per dwelling unit
Non-residential	
Retail & Commercial	\$2.69 per square foot
Office	\$2.83 per square foot
Public & Institutional	\$2.25 per square foot
Warehouse & Industrial	\$1.07 per square foot

FIRE IMPACT FEE REVENUE PROJECTIONS

**Figure II-6.
Projected Annual Impact Fee
Revenues for GSFD**

Note:

Estimates of future development are shown in dwelling units for residential development and in square feet for non-residential development.

*The scenario assumes annual demand for 66 new housing units, 50 percent single family homes and 50 percent multifamily dwellings. The scenario also assumes 1 percent annual growth in non-residential development square footage.

Source:

Glenwood Springs Fire Department; Garfield County Assessor; ITE Trip Generation Manual 11th Edition, 2021; Glenwood Springs Strategic Housing Plan, 2023; BBC Research & Consulting, 2025.

Development Type	Projected Annual Growth* (dwelling units or sq. ft.)	Projected Annual Revenue
Residential		
Single family residential		
Dwellings up to 1,999 SF	17	\$55,544
Dwellings 2,000 to 2,999 SF	10	\$60,319
Dwellings 3,000 to 3,999 SF	4	\$33,966
Dwellings 4,000+ SF	2	\$24,797
Multifamily residential	33	\$92,184
Non-residential		
Retail & Commercial	32,994	\$88,608
Office	5,759	\$16,304
Public & Institutional	7,914	\$17,783
Warehouse & Industrial	4,222	\$4,511
Projected annual revenue		\$394,016

RECOMMENDATIONS

- **Impact fees** – BBC recommends adopting the impact fees at their maximum allowable level to ensure funding is adequate to keep pace with demands created by new development.
- **Credits** – Developers should receive credits for all or part of growth-related infrastructure that would otherwise be financed by impact fees.
- **Phasing** – Some municipalities set a date for implementation 6 to 12 months into the future to avoid disrupting projects already underway. The exact timing of phase-in is flexible.
- **Accounting** – Continue maintaining impact fees in separate funds and use exclusively for growth-related capital investment.

RECOMMENDATIONS

- **Financial responsibility of current residents** – Where construction of new facilities is not fully funded by impact fees, existing residents and businesses must contribute their pro rata share.
- **Fee updates** – Fees should be inflation-adjusted each year using an inflation index and recalculated every three to five years to ensure consistency with costs and growth figures.
- **Sheetz v. Co of El Dorado** – GSFD should establish a process to address unique scenarios that may require further individualization of impact fees. This process should include a mechanism allowing property owners to present data if they believe the fee, as applied, does not accurately reflect the specific impacts of their development.



THANK YOU

JUNE 5, 2025

Packet Page 237

Presented by

Dr. Michael Verdone, *Director*
1999 Broadway, Suite 1470
Denver, Colorado 80202
(303) 321-2547
mverdone@bbcresearch.com

BB **C** **55**
YEARS
RESEARCH & CONSULTING

OCTOBER 28, 2025 DRAFT PLANNING AND ZONING COMMISSION MINUTES EXCERPT FOR PLANNING FILE 50-25

a. Planning File 50-25, Code Amendment regarding fire and emergency services and police impact fees

Director Trent Hyatt, Chief Joseph Deras, and the City's consultant, Dr. Michael Verdone, presented Action Item 1: Planning File 50-25.

Staff recommend approval with the findings and outlined in the staff report.

Commissioner questions, comments, and staff responses included the following:

- Commissioner Houghton: Asked questions related to the future location of the fees in the Development Code, how the draft fees were calculated, tourist related impacts/costs.

Staff response: Staff explained the fees will be added to section of Code where existing dedications and impact fees are located, Section 070.040.030(g). Dr. Verdone explained that the fees are calculated based expected impacts of various uses and that tourism associated with the development of various businesses.

- Commissioner Cipperly: Asked which development types (such as accessory dwelling units) would be subject to the fees and when they are paid.

Staff response: Staff explained the fees are applicable to new development or redevelopment and are assessed at the time of building permit submittal, one half being due prior to issuance and the other due prior to a certificate of occupancy.

- Commissioner Connerton: Asked for clarification on how fees increase efficiency and how our fees relate to other communities.

Staff response: Dr. Verdone explained that fees are intended to maintain existing services and to pass the responsibility of new impacts on to development. He explained that the proposed fees are similar to other rural resort communities in Colorado but that each is different.

- Commissioner Cowan: Asked about the distinction in types and forms of development.

Staff response: Dr. Verdone confirmed that the fees are applicable and specific to all types of new development.

- Commissioner White: Asked specifics related to how fee calculated and our Police Department is currently funded. She also asked what the exact change in the fire and emergency services fee being proposed is. Commissioner White when the last time the fees were adjusted.

Staff response: City Attorney explained that the department is mostly funded by the general fund and that he is not sure whether the fire and emergency fee has ever been adjusted. Mr. Hyatt explained that the fee is proposed to move from \$1,600 to \$3,267 for a single-family home equivalent rate upon adoption.

- Commissioner Geiman: Inquired about the fee applicable to multi-family residential and whether fees are reassessed if growth trends change.

Staff response: Dr. Verdone explained that the proposed fee is \$2,793 per multi-family unit and that fees are collected for actual new development and should address the impact or revenue to the fund on an as needed basis.

- Commissioner Cipperly: Asked whether the fees would limit impacts of the Police Department on the general fund and how fees are managed.

Staff response: Mr. Hanlon explained that it would have material impact because impact fees are not allowed for use for operations and are kept separate from the general fund.

Commissioner White opened the item to public comments. No members of the public were present for comment. Commissioner White closed the item to public comment.

Commissioner Cowan made a motion to approve Action Item 1 with findings as written in the packet. Commissioner Connerton seconded the motion. Motion passed unanimously with a vote of 6-1.

[Link to Youtube recording of the meeting.](#)

Planning File #50-25

Code Amendment Regarding Fire and Emergency Services and Police Impact Fees

City Council

November 20, 2025



Planning File #50-25 Code Amendment

- Consideration of a Code Amendment to:
 - Update existing fire and emergency services impact fee; and
 - Adopt police impact fee





Background

- Development results in increases in employment and population
 - Need for a proportional increase in services provided by City departments
 - Impacts fees are used to address funding shortfalls
- In Colorado
 - Used to offset impacts since the 1920's
 - Senate Bill 0152-015 and Section 29-20-104.5 of Title 29 of Colorado Revised Statutes (C.R.S)
 - One-time impact fee for the cost of facilities needed to maintain service levels
 - Any fee imposed must be roughly approximate to the land uses burden (essential nexus)
 - Not available for operations
- On July 17, 2025
 - Presented study to City Council
 - Requires a Code Amendment to apply to future development proposals
 - Currently required
 - parkland, school land, fire and emergency services, and public art

Planning File #50-25 Code Amendment

- Fees Explanation
 - Chief of Public Safety
 - Joseph Deras
 - BBC Research & Consulting
 - Michael Verdone



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

1. The proposed amendment is consistent with the Comprehensive Plan and other City policies;
2. The proposed amendment does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
3. The proposed amendment is necessary to address a demonstrated community need;
4. The proposed amendment is necessary to respond to substantial changes in conditions and/or policy;
5. The proposed amendment is consistent with the general purpose and intent of this Code.



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

1. Is Consistent with the Comprehensive Plan and other City policies

2023 Comprehensive Plan

Public Utilities & Services

- *6.9 Provide appropriate levels of service for emergency services.*
 - *6.9.A Provide appropriate levels of service for emergency services such as police, fire protection, and hazard events services in response to growth.*
- *6.10 Assure appropriate levels of fire protection and emergency medical services.*
 - *6.10.A Update development codes and Capital Improvement Plan to address fire prevention and possible new fire substation needs.*



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

2. *Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code*

- Common practice for accommodating developmental impacts
- Code currently includes numerous dedication and impact fees



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

3. Is necessary to address a demonstrated community need

- Fire and police services are critical to promoting the health, safety, and general welfare of the citizens of the City of Glenwood Springs
- Need to update to for proportionality



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

4. Is necessary to respond to substantial changes in conditions and/or policy

- Increases in population and employment limit fire and police departments' ability to maintain services
- Cost of facilities continues to rise



Code Amendment Approval Criteria

GSMC 070.060.040(c)(3)d.3

5. Is consistent with the general purpose and intent of this Code.

- Section 070.010.030 Purpose
 - "...to protect the public health, safety, and welfare of the City and to implement the policies, goals, and strategies adopted by the City of Glenwood Springs, including those set forth in the Glenwood Springs Comprehensive Plan."
- Section 070.010.030 Intent
 - "...the development and use of land based upon the impact of such development or use on surrounding areas or the City."
- Comp Plan
 - Policies discussed



Recommendation

- City Council may
 - Approve;
 - Approve with conditions; or
 - Deny
 - Continue the hearing
- Planning and Zoning Commission Recommendation
 - 6-1 for approval
 - Questions/concern
 - future waiver of fees,
 - existing fees applicable to development proposals/proposed increase
 - how applicable impact fees are calculated, and
 - share of impacts related to tourism vs. residents
- Staff Recommendation
 - Complies with the approval criteria of Section 070.060.040(c)(3)d.3
 - Recommend approval



Suggested Motion

- **Action 1 – Code Amendment** – Consideration of a Code Amendment application regarding fire and emergency services and police impact fees
- **Suggested Motion to Approve**
 - *I move to approve of Planning File 50-25, Ordinance 2025-26 incorporating staff's findings, because the application meets the approval criteria for a Code Amendment and Resolution 2025-28.*
- **Suggested Findings:**
 - Is consistent with the Comprehensive Plan and other City policies;
 - Does not conflict with other provisions of this Code or other provisions in the Glenwood Springs Municipal Code;
 - Is necessary to address a demonstrated community need;
 - Is necessary to respond to substantial changes in conditions and/or policy; and
 - Is consistent with the general purpose and intent of this Code.



Alternative Motions

- **Motion to Deny**

- *I move to **deny** Planning File 50-25, Ordinance 2025-26, because the application does not meet the approval criteria for a Code Amendment specifically [ENTER APPLICABLE APPROVAL CRITERIA HERE].*

- **Motion to Continue**

- *I move to **continue** consideration of Planning File 50-25, Ordinance 2025-26, to [ENTER SPECIFIC MEETING DATE HERE] to gather additional information necessary for a decision.*





City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Ordinance 2025-31; Emergency Medical Service Call Fees

Action Requested: Approval of Ordinance adding Emergency Management Service Fees

Department: Fire Department

Presented By: Joseph Deras

Strategic Goals:

Background Info: City staff has identified that excessive and/or unnecessary requests for the City's Emergency Medical Services ("EMS") are causing a significant misuse of resources of the City by causing the dispatch of emergency units to facilities which should be equipped to handle minor medical issues and which renders EMS units out of service and unavailable to respond to legitimate emergency situations.

Issues: Establishing a fee for excessive calls for this type of response will decrease the waste of taxpayer resources.

Fiscal Impact: Nominal as we do not expect significant revenue from this fee.

Legal Review: Legal drafted the ordinance.

Staff Recommendation: Staff support implementation of EMS fees.

ORDINANCE NO. 31

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, AMENDING ARTICLE 110.040 OF THE GLENWOOD SPRINGS MUNICIPAL CODE BY ADOPTING NEW SECTION 110.040.090 TO ADDRESS EMERGENCY MEDICAL FEES.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home-rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”); and

WHEREAS, Article 110.040 of the Glenwood Springs Municipal Code (the “Code”) addresses Emergency Medical Services; and

WHEREAS, the City staff have identified that excessive and/or unnecessary requests for the City’s Emergency Medical Services (“EMS”) are causing a significant misuse of the manpower and resources of the City by causing the dispatch of emergency units to facilities which should be equipped to handle minor medical issues and which renders EMS units out of service and unavailable to respond to legitimate emergency situations; and

WHEREAS, the City Council finds that continued excessive and/or unnecessary requests for EMS are a threat to the health, safety and welfare of the citizens of Glenwood Springs; and

WHEREAS, City Council will consider a fee schedule for EMS Services to be adopted by resolution at a future City Council meeting; and

WHEREAS, the City Council believes it is in the best interest of the public health, safety and welfare of its citizens and visitors to add Section 110.040.090 to Article 110.40 of the Code regarding EMS fees attached hereto as **Exhibit A**.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. The foregoing recitals are incorporated herein as if set forth in full.

Section 2. Article 110.040 of the Glenwood Springs Revised Municipal Code is hereby amended by the addition of Section 110.040.090 as set forth in **Exhibit A** attached hereto.

Section 3. The amendments Article 110.040 shall become effective on _____, 2026

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED PUBLISHED
BY TITLE ONLY THIS ____ DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ____ DAY OF _____ 202__.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

EXHIBIT A

Article 010.040 is hereby amended as follows with double underlined text added.

TITLE 110 - PUBLIC SAFETY

* * * *

ARTICLE 110.040 - EMERGENCY MEDICAL SERVICES

* * * *

110.040.090 – Fees for Emergency Medical Services

- (a) In this section the following definitions shall apply:
 - (1) “Non-Transport Call” shall mean any request for assistance by Emergency Medical Services for which the individual treated is not transported to a hospital or other emergency medical facility.
 - (2) “Living Facility” shall mean any assisted living residence licensed to operate under C.R.S. § 25-27-105 or a nursing home licensed under C.R.S. § 25-3-101.
- (b) Council by resolution shall set fees for Emergency Medical Services including but not limited to all transport calls and for Living Facility non-transport calls on an annual basis.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-32; Excessive Alarms
Action Requested:	Adoption of policy and fees
Department:	Fire Department
Presented By:	Joseph Deras
Strategic Goals:	Provide Efficient and Responsive City Government Preserve and Improve Infrastructure Protect and Preserve our Quality of Life Ensure Public Safety
Background Info:	Public safety has determined there are significant calls for service related to a variety of alarms. The overwhelming data indicates these are often false. These responses are time-consuming and deplete resources to investigate the source of the alarm leaving our staff unavailable for legitimate calls for service.
Issues:	We understand that false alarms happen from time to time and are prepared to absorb some of these calls. However, in a few instances these calls are unnecessarily frequent. In those cases we are seeking to recover costs, which has acted as an incentive in other communities for residents and businesses to fix the root problem causing repeated false alarms.
Fiscal Impact:	Nominal revenue in the event frequent false alarms continue to occur.
Legal Review:	Legal drafted the ordinance.
Staff Recommendation:	Staff supports this policy and related fees.

ORDINANCE NO. 32

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, AMENDING TITLE 110 OF THE GLENWOOD SPRINGS MUNICIPAL CODE BY ADOPTING NEW ARTICLE 110.050 TO ADDRESS EXCESSIVE AND/OR UNNECESSARY EMERGENCY ALARMS. VIOLATIONS OF THE NEW ARTICLE 110.050.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home-rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”); and

WHEREAS, Title 110 of the Glenwood Springs Municipal Code addresses Public Safety; and

WHEREAS, the City staff have identified that excessive and/or unnecessary emergency alarms are causing a significant misuse of the manpower and resources of the City by causing the dispatch of emergency units to the scene of an emergency alarm, which renders them out of service and unavailable to respond to legitimate emergency situations; and

WHEREAS, the Public Safety Chief recommended the proposed addition of Article 110.050 to the Code, attached as **Exhibit A**; and

WHEREAS, The City Council finds that continued excessive and/or unnecessary emergency alarms are a threat to the health, safety and welfare of the citizens of Glenwood Springs; and

WHEREAS, City Council will consider a fee schedule for Excessive and/or Unnecessary Emergency Alarms to be adopted by resolution at a future City Council meeting; and

WHEREAS, the City Council believes it is in the best interest of the public health, safety and welfare of its citizens and visitors to add Article 110.050 to Title 110 of the Code regarding Excessive and/or Unnecessary Emergency Alarms attached hereto as **Exhibit A**; and

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. The foregoing recitals are incorporated herein as if set forth in full.

Section 2. Title 110 of the Glenwood Springs Revised Municipal Code is hereby amended by the addition of Article 110.050 as set forth in **Exhibit A** attached hereto.

Section 3. The amendments to Title 110 shall become effective on _____, 2026

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED PUBLISHED
BY TITLE ONLY THIS ____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ____ DAY OF _____ 202__.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

EXHIBIT A

Title 010 – Public Safety is hereby amended as follows with double underlined text added.

TITLE 010 - PUBLIC SAFETY

* * * *

ARTICLE 010.050 - EXCESSIVE AND/OR UNNECESSARY EMERGENCY ALARMS.

010.050.010 -Purpose.

The purpose of this Article is to encourage Owners and Alarm Companies to maintain the operational effectiveness of Emergency Alarm Systems in order to improve the reliability of Emergency Alarm Systems and reduce or eliminate excessive and/or unnecessary emergency alarms and to provide for the assessment of fees for excessive and unnecessary emergency alarms.

010.050.020 - Definitions.

For the purposes of this Article, certain terms are defined as follows unless the context clearly indicates that a different meaning was intended by the City Council.

Emergency Alarm System means a system or portion of a combination system consisting of components and circuits arranged to monitor the status of emergency alarm or supervisory signal-initiating devices and to signal or transmit Emergency Alarms of any kind, including, but not limited to, fire alarms, smoke alarms, emergency alarms as well as burglar, robbery and panic alarms.

Emergency Alarm means a signal or transmission to any public Fire or Law Enforcement agency, or to any officer or employee thereof, whether by telephone, spoken word or otherwise, of information to the effect that there is an emergency at or near a place indicated by the signal or transmission.

Emergency Alarm System Owner means the property owner or contractor with authority and control over the Emergency Alarm System.

Emergency Alarm Installation/Testing, Emergency Alarm Monitoring or Emergency Alarm Maintenance Company means:

- (a) *Category I Emergency Alarm* means any Emergency Alarm requiring a Fire and/or Law Enforcement response to a non-emergency situation where the system operated properly under the following conditions:
 - (1) *Accidental*: The Emergency Alarm was caused by the following:
 - a. A circumstance beyond the control of the Emergency Alarm System Owner.
 - b. An accidental smoke, fire, or intrusion condition.

(b) *Category II Emergency Alarm* means any emergency alarm requiring a Fire and/or Law Enforcement response to a non-emergency situation under the following conditions:

- a. *System Malfunctions*: The Emergency Alarm was caused by poor or improper maintenance, improper installation of Emergency Alarm equipment, hardware or wiring. An improper action by the Emergency Alarm monitoring center or Emergency Alarm installation/testing company shall also be considered a system malfunction.
- b. *User Error*: The act or omission of an agent, employee or contractor of the Emergency Alarm System Owner or, in the case of a construction site, by the general contractor.
- c. *Undetermined Cause*: Any Emergency Alarm which after investigation by Fire and/or Law Enforcement personnel does not reveal the apparent cause of the emergency alarm. If the Emergency Alarm System owner or, in the case of a construction site, the general contractor, or their agent, can provide proof of cause within two working days from the emergency alarm time, the responding agency may re-evaluate the assessment.

Construction Site means structures in the course of construction, repair, alteration, or demolition, including those in underground locations.

New Construction Contractor means a competent and capable person or company that has met the requirements and training for a given field licensed by the City.

010.050.030 - Unnecessary Alarm Violations.

- (a) *Emergency Alarm System Owner Liability*. Any Emergency Alarm System found to have two or more Category II Emergency Alarms within a twelve-month period shall be considered in violation of this Article.
- (b) *Emergency Alarm Installation/Testing, Emergency Alarm Monitoring or Emergency Alarm Maintenance Company Liability*. Any emergency alarm monitoring or maintenance company found to have two or more Category II Emergency Alarms at any combination of properties within a twelve-month period shall be considered in violation of this Article.
- (c) *New Construction Contractor Liability*. Any new construction site found to have two or more Category II Emergency Alarms shall be considered in violation of this ordinance.

010.050.040 - Excessive and/or Unnecessary Emergency Alarm Fees.

Council by resolution, shall set the fees for the excessive or unnecessary alarm violations identified in Section 100.050.030 above.

010.050.050 - Rebate Eligibility

Within thirty days following any emergency alarm in violation of Section 100.050.030(a) the owner may provide the Public Safety Chief written documentation verifying that the necessary repairs or corrections have been made to the Emergency Alarm System by a qualified contractor. Upon determination by the Public Safety Chief that all necessary repairs to the Emergency Alarm System have been made, the owner is eligible to receive a fifty percent rebate on the assessed fees.



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-29; Centennial Park Alcohol Prohibition
Action Requested:	City Council adoption of Ordinance 29, prohibiting alcohol within Centennial Park.
Department:	Parks & Recreation
Presented By:	Rod Tarullo
Strategic Goals:	Provide Efficient and Responsive City Government Preserve and Improve Infrastructure Protect and Preserve our Quality of Life Generate Sustainable Economic Development Ensure Public Safety
Background Info:	There has been a growing concern for safety in Centennial Park. This has been discussed in various city meetings that have been open to the public. City staff, the Parks and Recreation Commission, and City Council have all suggested that it is in the best interest of the community to prohibit open containers in Centennial Park. With the adoption of this Ordinance, fermented malt beverages and wine are still allowed to be consumed in park lands within the city, except Centennial Park.
Issues:	No issues
Fiscal Impact:	No fiscal impact
Legal Review:	The City Attorney has prepared Ordinance 29 for consideration of adoption.
Staff Recommendation:	Staff recommends City Council adoption of Ordinance 29, prohibiting alcohol within Centennial Park.

ORDINANCE NO. 29

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, AMENDING SECTION 120.030.080 OF THE GLENWOOD SPRINGS MUNICIPAL CODE REGARDING THE PROHIBITION OF ALCOHOL WITHIN CENTENNIAL PARK.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home-rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”); and

WHEREAS, safety within Centennial Park is a growing concern; and

WHEREAS, Centennial Park is dedicated to the city for park purposes pursuant to Section 090.030.010(b)(15) of the Glenwood Springs Municipal Code (the “Code”); and

WHEREAS, City Council believes it is in the best interest of the community to prohibit open containers in Centennial Park; and

WHEREAS, the City Council finds and declares that the Code amendment as set forth in **Exhibit A** attached hereto and incorporated by this reference are necessary to protect the health, safety, and welfare of the citizens of the City.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. **Recitals.** The foregoing recitals are incorporated herein as if set forth in full.

Section 2. **Amendment.** Section 120.030.070 of the Code is hereby amended as follows. Changes to the Code are double underlined.

TITLE 120 – CRIMINAL OFFENSES

* * * *

ARTICLE 120.030 – MISCELLANEOUS CRIMINAL OFFENSES

* * * *

120.030.070 – Drinking in public areas.

(a) Except as provided in Subsection (b) below, it shall be unlawful for any person to drink or consume any alcoholic beverage, as defined in C.R.S. § 12-47-103, as amended, in or about any public street, alley, road, highway, bridge, sidewalk, park

trail, vehicle, automobile parking lot, other publicly owned property, or property commonly or generally held out as open to the public for commercial purposes that is located within City limits.

(b) Notwithstanding the prohibition in Subsection (a) above, persons of legal age may publicly drink or consume alcoholic beverage consistent with the following:

(1) In any establishment and premises licensed for the sale and consumption of alcoholic beverages, and only during such licensed hours;

(2) Fermented malt beverages and wine may be consumed in park lands designated in Section 090.030.010 hereof, except within Centennial Park; and

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED
PUBLISHED BY TITLE ONLY THIS ____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Erin Zalinski, Mayor Pro Tem

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item:	Ordinance 2025-35: Designation of Parks
Action Requested:	City Council adoption of Ordinance 35, adding a new subpart to Section 120.030.010 of the Municipal Code regarding Centennial Park
Department:	Parks & Recreation
Presented By:	Rod Tarullo
Strategic Goals:	Provide Efficient and Responsive City Government Preserve and Improve Infrastructure Protect and Preserve our Quality of Life Generate Sustainable Economic Development Ensure Public Safety
Background Info:	Safety within Centennial Park is a growing concern. In response to these concerns, there is consideration to clarify and establish specific rules, regulations and uses for this city-owned property. This Ordinance more clearly defines and identifies the Centennial Park parcel as park land, which can then be subject to its own specific rules and regulations as adopted by Code.
Issues:	None
Fiscal Impact:	None
Legal Review:	The City Attorney has drafted the Ordinance for review and possible adoption.
Staff Recommendation:	Staff recommends City Council adoption of Ordinance 35, adding a new subpart to Section 120.030.010 of the Municipal Code regarding Centennial Park.

ORDINANCE NO. 35

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ADDING A NEW SUBPART (9) TO SECTION 120.030.010 OF THE GLENWOOD SPRINGS MUNICIPAL CODE REGARDING CENTENNIAL PARK.

WHEREAS, the City of Glenwood Springs (“Glenwood Springs” or the “City”) is a home-rule municipality organized under Article XX of the Colorado Constitution and with the authority of the Glenwood Springs Home Rule Charter (the “Charter”); and

WHEREAS, pursuant to Section 090.030.010 the City may designate lands which the City owns or has an interest in for park or recreational purposes; and

WHEREAS, Centennial Park has been included in the general list of parks in Section 090.030.010 and is owned by the City and within City limits; and

WHEREAS, City Council wishes to more specifically call out Centennial Park for clarity regarding rules, regulations and use; and

WHEREAS, the City Council finds and declares that the Code amendment as set forth in **Exhibit A** attached hereto and incorporated by this reference are necessary to protect the health, safety, and welfare of the citizens of the City.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, ORDAINS:

Section 1. **Recitals.** The foregoing recitals are incorporated herein as if set forth in full.

Section 2. **Addition.** The following is hereby added to Section 090.030.010 of the Code. Additions are underlined.

TITLE 090 – PUBLIC LANDS

* * * *

ARTICLE 090.030 – MUNICIPAL PARKS

* * * *

090.030.010 – Parks and recreation areas established; designation as park lands.

(9) Centennial Park, which is described as City of Glenwood Springs, Colorado
Original Townsite, Block 37, Lots 14, 15 and 16.

INTRODUCED, READ ON FIRST READING, PASSED AND ORDERED
PUBLISHED BY TITLE ONLY THIS 20TH DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ____ DAY OF _____ 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Ordinance 2025-33; Fixing and Certifying Mill Levy for General Improvement District

Action Requested: Approval of Ordinance 2025-33; Fixing and Certifying Mill Levy for General Improvement District.

Department: Finance

Presented By: Yvette Gustad

Strategic Goals: Provide Efficient and Responsive City Government

Background Info: Each year we have to pass an ordinance certifying the mill levy for the General Improvement District.

Issues: None

Fiscal Impact: Detailed in the Exhibit.

Legal Review: NA

Staff Recommendation: Staff supports approval.

ORDINANCE NO. 33

Series of 2025

AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS, COLORADO, FIXING AND CERTIFYING THE MILL LEVY ON THE 2025 ASSESSMENT FOR COLLECTION IN FISCAL YEAR 2026 FOR THE GLENWOOD SPRINGS GENERAL IMPROVEMENT DISTRICT NO. 1980.

WHEREAS, the City Council of the City of Glenwood Springs has established the Glenwood Springs General Improvement District No. 1980; and

WHEREAS, the City Council of the City of Glenwood Springs has adopted by Resolution 2025-27 the budget for fiscal year 2026 commencing January 1, 2026 and ending December 31, 2026; and

WHEREAS, the City Council of the Glenwood Springs, as the ex-officio Board of Directors of the Glenwood Springs General Improvement District No. 1980, desires to fix a mill levy pursuant to Section 9.7 of the Municipal Charter of the City of Glenwood Springs to enable the City to have sufficient revenues to pay the proposed expenditures for fiscal year 2026; and

WHEREAS, pursuant to Section 4.1 of the Municipal Charter of the City of Glenwood Springs, the City Council is required to levy taxes by ordinance.

NOW, THEREFORE, IT IS ORDAINED BY THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, THAT:

Section 1. The mill levy for general purposes that shall be assessed upon each dollar of the assessed valuation of all taxable property within the Glenwood Springs General Improvement District No. 1980 shall be fixed at the rate set forth on **Exhibit A** attached hereto and incorporated herein.

Section 2. The City Manager is hereby directed to certify said mill levy to Garfield County as required by law, no later than the 15th day of December 2025.

INTRODUCED, READ ON FIRST READING, PASSED, AND ORDERED
PUBLISHED BY TITLE ONLY THIS 20th DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ___ DAY OF DECEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

CERTIFICATION OF TAX LEVIES for NON-SCHOOL GovernmentsTO: County Commissioners¹ of Garfield County, Colorado.On behalf of the G.I.D. #1980,(taxing entity)^Athe City Council(governing body)^Bof the City of Glenwood Springs(local government)^C

Hereby officially certifies the following mills to be levied against the taxing entity's GROSS \$ assessed valuation of:

(GROSS^D assessed valuation, Line 2 of the Certification of Valuation Form DLG 57^E)

Note: If the assessor certified a NET assessed valuation (AV) different than the GROSS AV due to a Tax Increment Financing (TIF) Area^F the tax levies must be calculated using the NET AV. The taxing entity's total property tax revenue will be derived from the mill levy multiplied against the NET assessed valuation of:

\$ 30,347,840

(NET^G assessed valuation, Line 4 of the Certification of Valuation Form DLG 57)
USE VALUE FROM FINAL CERTIFICATION OF VALUATION PROVIDED BY ASSESSOR NO LATER THAN DECEMBER 10

Submitted: 12/15/2025 for budget/fiscal year 2026.
 (no later than Dec. 15) (mm/dd/yyyy) (yyyy)

PURPOSE (see end notes for definitions and examples)**LEVY²****REVENUE²**

1. General Operating Expenses ^H	<u>2.287</u> mills	\$ <u>69,406</u>
2. <Minus> Temporary General Property Tax Credit/ Temporary Mill Levy Rate Reduction ^I	< <u>.467</u> > mills	\$ < <u>14,172</u> >
SUBTOTAL FOR GENERAL OPERATING:	<u>1.820</u> mills	\$ <u>55,233</u>
3. General Obligation Bonds and Interest ^J	_____ mills	\$ _____
4. Contractual Obligations ^K	_____ mills	\$ _____
5. Capital Expenditures ^L	_____ mills	\$ _____
6. Refunds/Abatements ^M	_____ mills	\$ _____
7. Other ^N (specify): _____	_____ mills	\$ _____
	_____ mills	\$ _____

TOTAL: [Sum of General Operating Subtotal and Lines 3 to 7]1.820

mills

\$ 55,233

Contact person: (print) Yvette Gustad Daytime phone: (970) 384-6421

Signed: _____ Title: Finance Director

Include one copy of this tax entity's completed form when filing the local government's budget by January 31st, per 29-1-113 C.R.S., with the Division of Local Government (DLG), Room 521, 1313 Sherman Street, Denver, CO 80203. Questions? Call DLG at (303) 864-7720.

¹ If the *taxing entity's* boundaries include more than one county, you must certify the levies to each county. Use a separate form for each county and certify the same levies uniformly to each county per Article X, Section 3 of the Colorado Constitution.

² Levies must be rounded to three decimal places and revenue must be calculated from the total NET assessed valuation (Line 4 of Form DLG57 on the County Assessor's **FINAL** certification of valuation).



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Ordinance 2025-34; Fixing and Certifying Mill Levy for the City

Action Requested: Approval of Ordinance 2025-34; Fixing and Certifying Mill Levy for the City.

Department: Finance

Presented By: Yvette Gustad

Strategic Goals: Provide Efficient and Responsive City Government

Background Info: Each year we need to pass an ordinance that certifies our mill levy.

Issues: None

Fiscal Impact: Detailed in attachment.

Legal Review: NA

Staff Recommendation: Staff supports approval of this ordinance.

ORDINANCE NO. 34

Series of 2025

**AN ORDINANCE OF THE CITY OF GLENWOOD SPRINGS,
COLORADO, FIXING AND CERTIFYING THE MILL LEVY ON THE
2025 ASSESSMENT FOR COLLECTION IN FISCAL YEAR 2026.**

WHEREAS, the City Council of the City of Glenwood Springs has adopted by Resolution 2025-27 the budget for fiscal year 2026 commencing January 1, 2026 and ending December 31, 2026; and

WHEREAS, the City Council of the Glenwood Springs desires to fix a mill levy pursuant to Section 9.7 of the Municipal Charter of the City of Glenwood Springs to enable the City to have sufficient revenues to pay the proposed expenditures for fiscal year 2026; and

WHEREAS, pursuant to Section 4.1 of the Municipal Charter of the City of Glenwood Springs, the City Council is required to levy taxes by ordinance.

NOW, THEREFORE, IT IS ORDAINED BY THE CITY COUNCIL OF THE CITY OF GLENWOOD SPRINGS, COLORADO, THAT:

Section 1. The mill levy for general purposes that shall be assessed upon each dollar of the assessed valuation of all taxable property within the corporate limits of the City of Glenwood Springs, shall be fixed at the rate set forth on **Exhibit A** attached hereto and incorporated herein.

Section 2. The City Manager is hereby directed to certify said mill levy to Garfield County as required by law, no later than the 15th day of December 2025.

INTRODUCED, READ ON FIRST READING, PASSED, AND ORDERED
PUBLISHED BY TITLE ONLY THIS 20th DAY OF NOVEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

INTRODUCED, READ ON SECOND READING, AND ORDERED PUBLISHED BY
TITLE ONLY TO BE EFFECTIVE TEN DAYS FOLLOWING THE DATE OF SECOND
PUBLICATION THIS ___ DAY OF DECEMBER 2025.

CITY OF GLENWOOD SPRINGS, COLORADO

Marco Dehm, Mayor

ATTEST:

Ryan Muse, City Clerk

CERTIFICATION OF TAX LEVIES for NON-SCHOOL Governments

TO: County Commissioners¹ of Garfield County, Colorado.

On behalf of the City of Glenwood Springs,
(taxing entity)^A
the City Council,
(governing body)^B
of the City of Glenwood Springs,
(local government)^C

Hereby officially certifies the following mills
to be levied against the taxing entity's GROSS \$ _____
assessed valuation of: (GROSS ^D assessed valuation, Line 2 of the Certification of Valuation Form DLG 57 ^E)

Note: If the assessor certified a NET assessed valuation (AV) different than the GROSS AV due to a Tax Increment Financing (TIF) Area^F the tax levies must be calculated using the NET AV. The taxing entity's total property tax revenue will be derived from the mill levy multiplied against the NET assessed valuation of:

\$	360,351,150
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(NET^G assessed valuation, Line 4 of the Certification of Valuation Form DLG 57)

USE VALUE FROM FINAL CERTIFICATION OF VALUATION PROVIDED BY ASSESSOR NO LATER THAN DECEMBER 10

Submitted: 12/15/2025 for budget/fiscal year 2026
(no later than Dec. 15) (mm/dd/yyyy) (yyyy)

PURPOSE (see end notes for definitions and examples)	LEVY²	REVENUE²
1. General Operating Expenses ^H	8.603 mills	\$ 3,100,101
2. <Minus> Temporary General Property Tax Credit/ Temporary Mill Levy Rate Reduction ^I	< > mills	\$ < >
SUBTOTAL FOR GENERAL OPERATING:	mills	
3. General Obligation Bonds and Interest ^J	_____ mills	\$ _____
4. Contractual Obligations ^K	_____ mills	\$ _____
5. Capital Expenditures ^L	_____ mills	\$ _____
6. Refunds/Abatements ^M	.022 mills	\$ 7928
7. Other ^N (specify): _____	_____ mills	\$ _____
_____	_____ mills	\$ _____
TOTAL: [Sum of General Operating Subtotal and Lines 3 to 7]	8.625 mills	\$ 3,108,029

Contact person: (print)	Yvette Gustad	Daytime phone:	(970)	384-6421
Signed:		Title:	Finance Director	

Include one copy of this tax entity's completed form when filing the local government's budget by January 31st, per 29-1-113 C.R.S., with the Division of Local Government (DLG), Room 521, 1313 Sherman Street, Denver, CO 80203. Questions? Call DLG at (303) 864-7720.

¹ If the *taxing entity's* boundaries include more than one county, you must certify the levies to each county. Use a separate form for each county and certify the same levies uniformly to each county per Article X, Section 3 of the Colorado Constitution.

² Levies must be rounded to three decimal places and revenue must be calculated from the total NET assessed valuation (Line 4 of Form DLG57 on the County Assessor's **FINAL** certification of valuation).



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Social Event Announcement

Action Requested: City Council will announce the location of their social event immediately following the meeting.

Department: City Clerk

Presented By:

Strategic Goals: Provide Efficient and Responsive City Government

Background Info:

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation:



City Council
STAFF REPORT
City of Glenwood Springs
November 20, 2025

Agenda Item: Executive Session

Action Requested:

Department: City Clerk

Presented By:

Strategic Goals:

Background Info:

Issues:

Fiscal Impact:

Legal Review:

Staff Recommendation: