

## **GRAND JUNCTION CITY COUNCIL WORKSHOP SUMMARY September 19, 2022**

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

**City Councilmembers Present:** Councilmembers Chuck McDaniel, Randall Reitz, Dennis Simpson, Rick Taggart, Mayor Pro Tem Abe Herman and Mayor Anna Stout. Councilmember Phil Pe'a was absent.

**Staff present:** City Manager Greg Caton, City Attorney John Shaver, Community Development Director Tamra Allen, Planning Supervisor Felix Landry, Director of Parks and Recreation Ken Sherbenou, Finance Director Jodi Welch, City Clerk Amy Phillips, and Deputy City Clerk Selestina Sandoval.

### **1. Discussion Topics**

#### **a. Discussion Regarding the Zoning & Development Code Update**

Community Development Director Tamra Allen introduced the item and Elizabeth Garbin of Clarion Associates, and Planning Supervisor Felix Landry presented the item. Ms. Garbin noted that the revisions regarding the City's Zoning and Development Regulations, Title 21 in the Grand Junction Municipal Code, will work toward three primary goals:

1. Better implementation of the City's vision and goals as described in the 2020 One Grand Junction Comprehensive Plan
2. Achieve greater simplicity, efficiency, consistency, and legal effectiveness in the code language
3. Identify opportunities to facilitate the development of affordable and attainable housing

The first module of the revised Code has been drafted and is available for public review and comment on the City's Zoning and Development Code webpage. Information pertaining to the update can also be found on GJSpeaks.

Module 1 includes sections: 21.01 General Provisions, 21.02 Administration and Procedures, 21.12 Nonconformities, 21.13 Violations and Enforcement, and 21.14 Measurements and Definitions.

The Zoning & Development Code Committee discussed Module 1 at their September 6 meeting and the Planning Commission discussed Module 1 at their September 8 workshop.

## **Summary of Changes in Module 1: Administration and Procedures**

Z&DC content has been edited into more “plain” language, but regulatory drafting still has some legalese.

When the Z&DC refers to “Director” it also includes Community Development staff, the actual Director is not required to do all the specific tasks identified in the Code.

The Z&DC is being drafted in four modules, each containing several chapters.

### **1. All Chapters**

- Added more detailed table of contents and page headers/footers to make information easier to find.
- Tables and flow charts added to summarize information where helpful as a quick reference.
- Cross-references have been added or updated.

### **2. Chapter 21.01 General Provisions**

- Created a process to retire the current Z&DC but maintain the regulations for future use as needed.
- Add transitional standards that address development applications in process when the updated Z&DC is adopted.

### **Chapter 21.02 Administration and Procedures**

- Table 21.02-1: New summary of decision-making table added to provide quick information and improve Code navigation.
- Updated the review and decision-making standards to be more objective and predictable.
- Reorganized specific procedures into four groups: Administrative Permits, Administrative Approvals, Major Development Applications, and Historic Preservation, and organized the procedures within each section alphabetically.
- Added complete procedures for Annexations and Boundary Adjustments.

The following were outcomes generated from group discussions.

#### **A. Pre-Application Meetings**

Section 21.02.030(b)(2), Pre-Application Meetings, was changed from “highly encouraged” to mandatory for three types of applications: major site plans, preliminary subdivision plans, and planned developments. This is to ensure that the applicant is notified of possible issues or concerns and to help set shared

expectations about the review process. This is based on best practices in communities that are generally perceived by applicants as well-functioning.

## **B. General Meetings**

Section 21.02.030(b)(3), Neighborhood Meetings, was changed to require neighborhood meetings for applications that require a public hearing and are decided by the City Council based on an interpretation of Z&DC requirements. The specific goal of this change is to alert applicants of issues of concern to the surrounding neighborhood. The Director is allowed to waive the neighborhood meeting requirement for projects that will have minimal impacts on surrounding properties.

## **C. Administrative Adjustments**

21.02.040(d), Administrative Adjustment, has been revised to allow targeted adjustments to specific standards in the Code, either in conjunction with a specific application or as part of an application amendment when issues are found during field work.

## **D. Rezoning Review Criteria**

21.02.050(d)(3)(iii), Review Criteria, have been revised to allow rezonings that are consistent with the adopted comprehensive plan. The desired outcome is longer-term change that aligns the zoning map with the One Grand Junction Future Land Use Plan. Staff and consultant team will provide more detailed discussion about how to reflect housing goals and impacts of redevelopment on existing housing in the rezoning process.

## **E. Readability**

The Code has been revised to make it more readable with plain language and the addition of charts, graphs, and tables. The discussion groups are hoping the same level of detail will exist in the codified version.

## **F. Project Schedule Adjustments**

Consultants are requesting more time for Public Outreach which will push the overall completion date from late December to mid-March or early April.

Discussions concerned, the revised timeline and how the April election could affect final adoption, rezoning process and ensuring that Council will have final decision on rezones, how public comments are gathered and incorporated into final document since the draft modules will not be revised, how modular homes will be addressed and regulated, assurance that the codified code will have the level of detail in the codified version.

Councilmembers with additional questions or concerns will submit comments to the City Manager, and he will forward all to members of Council for review.

Concluding discussion, it was confirmed that the ADU section of the Code will be expedited through the process as previously suggested for a possible review in December.

### **Community Recreation Center Planning (3rd and Final Session)**

Parks and Recreation Director Ken Sherbenou introduced the item and speakers William Findlay, Chair of the Parks and Recreation Advisory Board, and representatives Craig Bauck and Jason Jaynes of Barker Rinker Seacat Architecture (BRS) presented.

The Community Recreation Center (CRC) planning is divided into three core work sessions or phases. Work session #1 occurred June 13 and 14 and focused on the site of a potential CRC. Parks & Recreation Advisory Board (PRAB) analyzed all public input received, along with numerous other data points, and made a unanimous recommendation to City Council to pursue Matchett Park as the location. City Council approved the recommendation on July 6 and Matchett is now the site for the CRC.

Work session #2 occurred on July 18 and 19 and focused on the funding and the building program. PRAB analyzed all public input received, along with numerous other data points, and made a unanimous recommendation to City Council to pursue a 0.15% sales tax increase to supplement the revenue from a tax on cannabis sales devoted to parks and recreation to build an 83,000 square foot CRC. City Council approved this recommendation on August 17.

The final work session on September 20 will focus on the operational plan and design. The plan includes defining fees and projecting utilization, which estimates operational revenue. The operational plan includes operating hours and requirements, staffing needs, supplies and costs for operating the CRC, as well as the annual debt service.

The concept design presentation included the building layout and potential future improvements on the overall site plan. The total project cost of \$70M and approximately 83,000 square feet in size includes a leisure pool, lap pool, therapy pool, hot tub, water slide, fitness/weights/aerobic rooms, gymnasium for pickleball (9 courts), volleyball (3 courts) and basketball (3 for middle school, which allows one high school court), a walk/jog indoor track, multi-purpose meeting rooms, catering kitchen, administrative space, climbing wall, family game area, senior space, locker rooms, family changing rooms, and an area for child watch.

Mr. Bauck explained the use of design threads and how they were developed. He stated that they asked residents to help define the people of Grand Junction and their aspirations, where they live, work and play, and what experiences and pace of life do they seek? They also asked, how do residents describe Grand Junction, what places or events do they say visitors must see and do when they are here, and why do you live here and what do you want the community to be? The results provided the threads:

- faceted - embracing many different aspects or features,
- convergence – flowing together,
- adaption – continually changing to better suit the environment

On September 26, PRAB will be presented with all public feedback for their consideration and will meet again to compose another recommendation to City Council tentatively planned for their October 19 meeting.

Council took a quick 10-minute break and then reconvened at 6:51 p.m. Councilmember Taggart left the meeting during the break.

### **Source of Sales Tax Study Presentation**

Jodi Welch, Finance Director reported that the City's sales tax revenue is the single largest revenue source that supports General Government operations. Over the last 30 years the City has engaged financial consultants six times to analyze where the City's sales tax revenue comes from on an annual basis. The recent analysis was conducted by BBC Research & Consulting (BBC) for a cost of \$10K. She introduced Kevin Williams representing BBC.

He gave background information reporting that 60% of the City General Fund revenues come from sales, use and lodging tax, and that the sales tax rate changed in 2020 to 3.25 percent.

The analysis looked at four main sources for sales tax which comes from purchases from City households, County households, businesses, and visitors (mainly shoppers outside of Mesa County, travelers, and tourists). It is important to understand where that revenue is coming from and who is paying it, especially when evaluating the value of services to our residents. He explained the methodology behind the analysis. Based on the analysis, the portion of sales tax paid by City households is estimated as 30%, the portion paid by Mesa County households (outside of the City) is 23%, the portion paid by visitors (non-residents of Mesa County) is 25%, and the portion paid by businesses is 22%. For this analysis, BBC and staff applied additional assumptions for certain categories including motor vehicle purchases, motor vehicle parts, on-line sales, and building materials to ensure that the resulting portion paid by City households was not understated.

Given the unique nature of business during the pandemic along with questions from Council and residents about methodology, BBC and City staff reviewed each aspect of the analysis using information from City business data, other Colorado city sales tax information, and data from the Consumer Expenditure Survey. Additionally, BBC and City staff calculated the share of residential contributions to sales tax for three years: 2018, 2019, and 2020. Two key insights considered by BBC during this analysis were:

- Online sales provide a greater share of sales tax than in previous studies and City data and processes account for these revenues in a more robust manner than in past studies; and
- The study team and City staff reviewed the classification of businesses remitting sales tax to ensure they were appropriately classified for the sales tax analysis. The staff and study team paid particular attention to areas where residents and staff have had questions about past sales tax sources results (e.g., automobile sales, online sales, and building materials).

The analysis was completed for three years from 2018 through 2020. The two years prior to the pandemic showed a slightly higher percentage paid by visitors, which makes sense based on the impact of the pandemic on the tourism industry. BBC will provide a model that can be used by staff each year to update the analysis between formal studies.

Discussion concerned questions asked by community member Richard Swingle, regarding the makeup of the \$9.3M in the motor vehicle purchases, ATVs, parts and services, and on-line sales and the proportion of 41% given to Grand Junction residents. Staff will follow-up with Mr. Swingle regarding any additional questions.

## **2. City Council Communication**

None

### **Next Workshop Topics**

City Manager Caton stated the October 3 & 17 Workshops are for Budget presentations and discussions and both will begin at 4:00 p.m. and are slated to adjourn at 8:00 p.m.

October 31st will be the date for the Workshop prior to the November 2<sup>nd</sup> City Council meeting.

There being no further business, the Workshop adjourned at 7:20 p.m.