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**GRAND JUNCTION CITY COUNCIL  
MONDAY, JANUARY 9, 2023  
SPECIAL WORKSHOP, 5:30 PM  
FIRE DEPARTMENT TRAINING ROOM AND [VIRTUAL](#)  
625 UTE AVENUE**

**1. Discussion Topics**

- a. City of Grand Junction 2022 Community Satisfaction Survey
- b. Moratorium to Prohibit the Establishment of any New or Relocation of Existing Gaming Establishments
- c. Orchard Mesa Recreational Amenity

**2. City Council Communication**

An unstructured time for Councilmembers to discuss current matters, share ideas for possible future consideration by Council, and provide information from board & commission participation.

**3. Next Workshop Topics**

**4. Other Business**

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*What is the purpose of a Workshop?*

The purpose of the Workshop is to facilitate City Council discussion through analyzing information, studying issues, and clarifying problems. The less formal setting of the Workshop promotes conversation regarding items and topics that may be considered at a future City Council meeting.

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

Individuals wishing to provide input about Workshop topics can:

1. Send an email (addresses found here <https://www.gjcity.org/313/City-Council>) or call one or more members of City Council (970-244-1504);

2. Provide information to the City Manager ([citymanager@gjcity.org](mailto:citymanager@gjcity.org)) for dissemination to the City Council. If your information is submitted prior to 3 p.m. on the date of the Workshop, copies will be provided to Council that evening. Information provided after 3 p.m. will be disseminated the next business day.

3. Attend a Regular Council Meeting (generally held the 1<sup>st</sup> and 3<sup>rd</sup> Wednesdays of each month at 6 p.m. at City Hall) and provide comments during "Citizen Comments."

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## Grand Junction City Council

### Workshop Session

Item #1.a.

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**Meeting Date:** January 9, 2023  
**Presented By:** Sara Spaulding, Director of Communications and Engagement  
**Department:** City Manager's Office  
**Submitted By:** Sara Spaulding, Communications and Engagement Director

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### Information

#### **SUBJECT:**

City of Grand Junction 2022 Community Satisfaction Survey

#### **EXECUTIVE SUMMARY:**

RRC Associates was hired to conduct the City of Grand Junction's 2022 Community Satisfaction Survey which was mailed to a random sample of 5,000 residents within City limits with the option to complete the survey on paper or online through a password protected website (1 response per household). The online survey was also available in Spanish. There were 658 invitation surveys completed with a response rate of 13.5 percent Response Rate and +/- 3.8 percent Margin of Error. Two weeks after mailing the statistically valid survey, the Open Link survey was made available to all Grand Junction stakeholders, including non-county residents (e.g., commuters, residents of nearby communities) and 258 Open Link surveys were completed.

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

The Community Satisfaction Survey is conducted every two years to obtain feedback from a representative sample of City of Grand Junction residents on multiple topics including:

- Satisfaction with City-provided services, facilities, and amenities
- Ratings of overall and specific quality-of-life factors in Grand Junction
- Priorities for issues to be addressed along with allocation of future City funding
- Level of satisfaction with specific neighborhoods and input on desired improvements
- An opportunity to provide comments on the quality of life in Grand Junction and ideas on needed improvements or policies in the City

While planned for every two years in order to gather comparative data, the survey was not distributed in 2020 due to the COVID-19 pandemic. Therefore, the most recent data available for comparison with the results from the 2022 survey was presented in a report to City Council in 2018.

With the delay in the survey from 2020 to 2022, questions with a focus on recent City initiatives were added, including affordable housing, homelessness, sustainable resource management, roadway infrastructure, pedestrian and bicycle safety, and the pace of growth and development.

RRC Associates will present the following key findings of the statistically valid survey at the City Council Workshop on January 19, 2023:

- Grand Junction is an engaged community. Residents are eager to share their input on quality of life and satisfaction with City government. A response rate of 13.5 percent is extremely robust compared to a typical rate of 8-10 percent for community surveys. We received 658 responses to the statistically valid survey. The goal was 400.
- Overall sentiment on Grand Junction is quite positive with 60 percent saying the City is moving in the “right direction” compared to 22 percent reporting the opposite. Seventeen percent have no opinion about how the City is doing.
- Concerns about crime, homelessness and growth were the dominant concerns of those expressing negative sentiments on the direction of Grand Junction.
- Addressing public safety and crime was the top priority of residents followed closely by the need to manage resources, including the supply of water. Improving roads and dealing with homelessness also rated high as priorities.
- Regarding homelessness, residents strongly support funding for the GJPD co-responder program along with increased enforcement of the camping ban. Investing more in local nonprofits that are helping the homeless was also seen positively. There does not appear to be strong interest from residents in getting directly involved with the issue.
- Overall satisfaction with City services is positive with 61 percent giving a rating of 4 or 5. Twelve percent of respondents reported overall dissatisfaction. A significant portion (28 percent) were neutral.
- Public Works ratings were mostly positive. The only function of Public Works that received a negative rating was the condition of City streets. This correlates with the high priority given to improving roads in the City.
- On average, all categories related to Police services rated positively (3.4 and above) except for enforcement of violations against cars, cyclists, and pedestrians.
- There is strong support for a Community Recreation Center as well as additional trails in the City. Improved river access was also noted by more than half of respondents.
- Parks & Recreation facilities and programs all received net positive ratings from respondents. Staff friendliness, proximity of parks and City trails all rated very highly. While still positive, ratings for recreational facilities received the weakest feedback. This correlates with the support noted above for a new City Community Recreation Center.
- Residents are very satisfied with the neighborhoods where they live. Sixty-three percent say things are the same or better as when they moved in. Just 13 percent say conditions have declined.
- In terms of negative neighborhood attributes, the major issues are noise, traffic, and limited ability to walk and bike to frequent destinations in the City.
- When asked to rank priorities for Grand Junction, residents cited improving street safety, improving/building roads, access to high-speed internet and their desire for a Community Recreation Center.
- When asked about priorities in City funding, the top choices were adding more high-speed internet, expanding sustainability efforts, and improving streets and roads. The new Community Recreation Center also garnered support.
- Support for new housing was mixed. Adding apartments and condominiums showed the most support, while additional mobile homes was by far the least popular choice.

**FISCAL IMPACT:**

N/A

**SUGGESTED ACTION:**

This item is for Council discussion only.

**Attachments**

1. City of Grand Junction Community Survey Report - 2022



# Grand Junction Community Survey Report 2022







# Table of Contents

- Introduction
- Methodology
- Key Findings
- Living in Grand Junction
- City Services
- Neighborhood Sentiments
- Future Priorities
- Demographics



# Introduction

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The purpose of this community survey was to obtain feedback from a representative sample of residents on multiple topics including:

- Satisfaction with City-provided services, facilities and amenities
- Ratings of overall and specific quality-of-life factors in Grand Junction
- Priorities for issues to be addressed along with allocation of future City funding
- Level of satisfaction with specific neighborhoods and input on desired improvements
- An opportunity to provide comments on the quality of life in Grand Junction and ideas on needed improvements or policies in the city

Where applicable, 2022 survey results are compared graphically to the 2018 Community Survey in the main body of the report. The complete Open Link survey results are reported separately. Open comments are provided using an Excel comment tool for easier analysis.

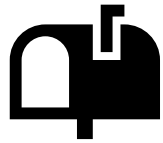




# Research Methods

## 1 = Statistically Valid (Invitation Survey)

Surveys were mailed to a random sample of 5,000 addresses in Grand Junction with the option to complete on paper or online through password protected website (1 response per household). The online survey was also available in Spanish.



**658** Invitation surveys completed  
13.5% Response Rate  
+/- 3.8% Margin of Error

## 2 = Open Link Survey

Two weeks after mailing the statistically valid survey, the open link survey was made available to all Grand Junction stakeholders, including non-county residents (e.g., commuters, residents of nearby communities)



**258** Open Link surveys completed

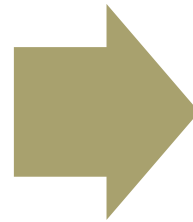
5,000 Surveys Mailed  
(4,854 delivered)

**916**  
Total  
Surveys  
Completed

# Weighting the Data

1

The underlying data from the survey were weighted by age. This was the same variable weighting method used in the 2018 reporting.



2

Using U.S. Census Data, the age distributions in the total sample were adjusted to more closely match the actual population profile of Grand Junction residents.

# Key Findings

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**Grand Junction is an engaged community. Residents are eager to share their input on quality of life and satisfaction with City government. A response rate of 13.5% is extremely robust compared to a typical rate of 8-10% for community surveys. We received 658 responses to the statistically valid survey. The goal was 400.**



**Overall sentiment on Grand Junction is quite positive with 60% saying the city is moving in the “right direction” compared to 22% reporting the opposite. 17% have no opinion how the city is doing.**



**Concerns about crime, homelessness and growth were the dominant concerns of those expressing negative sentiments on the direction of Grand Junction.**



**Addressing public safety and crime was the top priority of residents followed closely by the need to manage resources, including the supply of water. Improving roads and dealing with homelessness also rated high as priorities.**



# Key Findings

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**Regarding homelessness, residents strongly support funding for the GJPD co-responder program along with increased enforcement of the camping ban. Investing more in local nonprofits that are helping the homeless was also seen positively. There does not appear to be strong interest from residents in getting directly involved with the issue.**



**Overall satisfaction with City services is positive with 61% giving a rating of 4 or 5. 12% of respondents reported overall dissatisfaction. A significant portion (28%) were neutral.**



**Public Works ratings were mostly positive. The only function of Public Works that received a negative rating was the condition of city streets. This correlates with the high priority given to improving roads in the city.**

# Key Findings

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**Public Works ratings were mostly positive. The only function of Public Works that received a negative rating was the condition of city streets. This correlates with the high priority given to improving roads in the city.**



**On average, all categories related to Police services rated positively (3.4 and above) except for enforcement of violations against cars, cyclists and pedestrians.**



**There is strong support for a Community Recreation Center as well as additional trails in the city. Improved river access was also noted by more than half of respondents.**



**Parks & Recreation facilities and programs all received net positive ratings from respondents. Staff friendliness, proximity of parks and city trails all rated very highly. While still positive, ratings for recreational facilities received the weakest feedback. This correlates with the support noted above for a new Rec Center in the city.**

# Key Findings

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**Residents are very satisfied with the neighborhoods where they live. 63% say things are the same or better as when they moved in. Just 13% say conditions have declined.**



**In terms of negative neighborhood attributes, the major issues are noise, traffic and limited ability to walk and bike to frequent destinations in the city.**



**When asked to rank priorities for Grand Junction, residents cited improving street safety, improving/building roads, access to high-speed internet and their desire for a Community Recreation Center.**



**When asked about priorities in City funding, the top choices were adding more high-speed internet, expanding sustainability efforts and improving streets and roads. The new Community Center also garnered support.**



**Support for new housing was mixed. Adding apartments and condominiums showed the most support, while additional mobile homes was by far the least popular choice.**



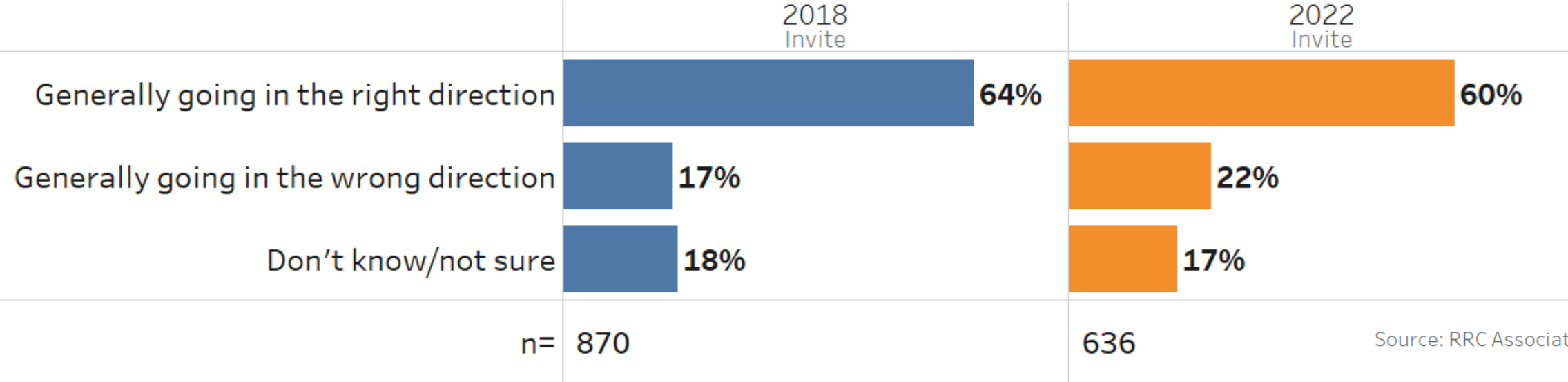
# Living in Grand Junction



# Direction of Grand Junction

A solid majority of respondents believe Grand Junction is heading in the right direction.

In general, would you say that Grand Junction is going in the right direction or wrong direction?



Source: RRC Associates





# Priorities to be Addressed

## 2022 Invite Sample

Public safety, crime and managing limited resources (water) are the biggest community priorities. Also important to residents are improving roadways and dealing with homelessness.

Please rate the level of priority that you think should be given to address the following:

Rating Category	Samp..	Avg.	n=	Percent Responding:		
				1 & 2	3	4 & 5
Public Safety and Crime	Invite	4.3	658	5%	11%	28% 56% 84%
Sustainable Resource Management (e.g., water)	Invite	4.3	646	7%	10%	29% 53% 83%
Roadway Infrastructure	Invite	4.0	645	8%	23%	34% 36% 70%
Homelessness	Invite	4.0	654	11%	17%	27% 44% 71%
Pace of Growth and Development	Invite	3.6	634	14%	32%	31% 23% 54%
Affordable Housing	Invite	3.5	650	23%	20%	25% 32% 57%
Pedestrian and Bicycle Safety	Invite	3.4	647	14% 26%	24%	22% 27% 49%



\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates

# Funding for Homelessness

## 2022 Invite Sample

Residents think the City should focus more resources related to homelessness on enhanced co-responder programs working in collaboration with GJPD on mental health crises as well as an increase in enforcement of the camping ban and trespassing in parks.

Rate the following ways you think the City should focus increased funding or resources to address the issues related to homelessness:

Rating Category	Samp..	Avg.	n=	Percent Responding:		
				1 & 2	3	4 & 5
Enhance the co-responder program working in collaboration with GJPD on mental health crises	Invite	4.0	628	10%	21%	28% 41% 69%
Increase enforcement of the camping ban and trespassing in parks after dark	Invite	3.9	645	17%	15%	22% 45% 68%
Increase funding for non-profit partners focused on services for those experiencing homelessness	Invite	3.7	651	21%	17%	27% 35% 63%
Increase support of affordable housing options	Invite	3.5	643	13% 24%	19%	21% 36% 57%
Identify opportunities for community involvement	Invite	3.3	628	15% 21%	36%	29% 14% 43%



\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates



# City Services

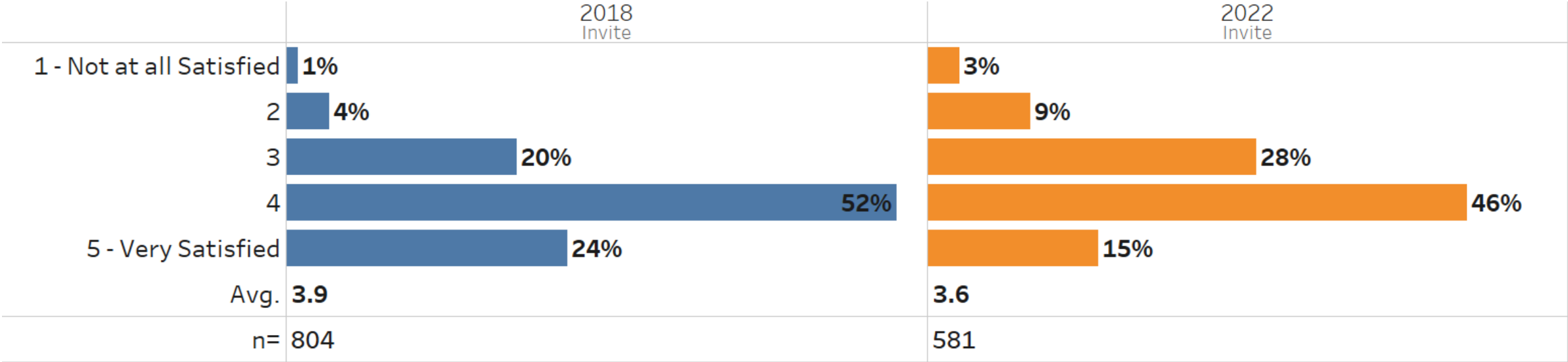
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# Overall Quality Satisfaction

61% of residents give the City high marks on the overall quality of services provided.

Please rate your satisfaction with the overall quality of service provided by the City of Grand Junction:



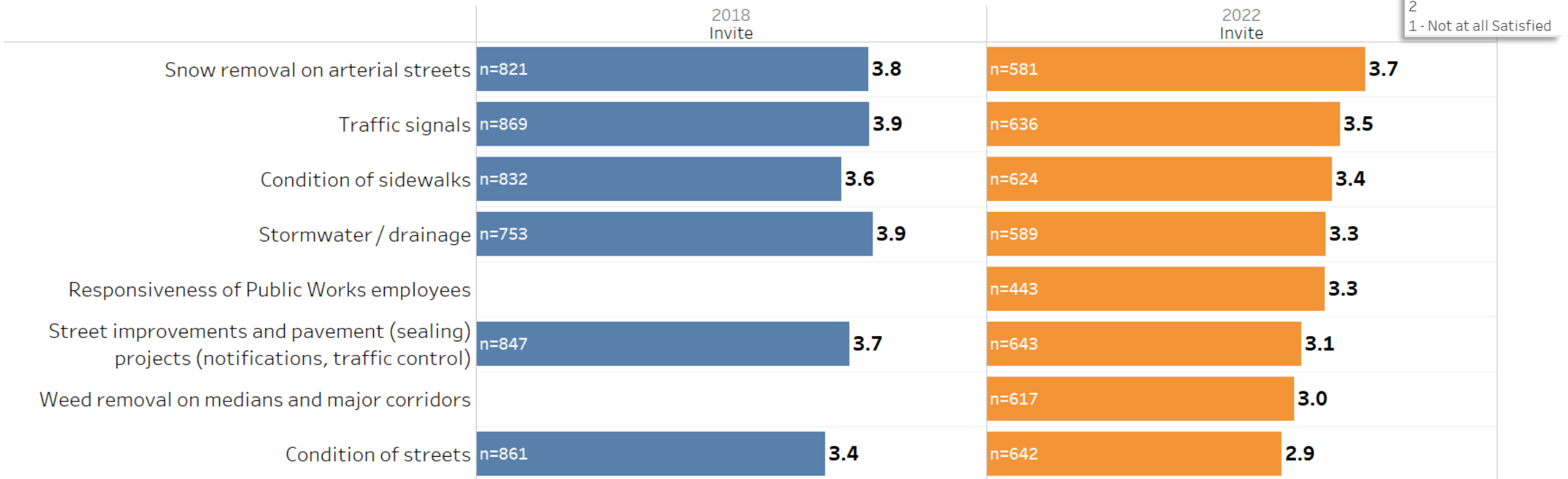
Source: RRC Associates



# Public Works Satisfaction

Residents are positive on snow removal, traffic signals and sidewalks but feel the condition of city streets could be improved.

Please rate your satisfaction with the following aspects of Public Works services in the City:



5 - Very Satisfied  
4  
3  
2  
1 - Not at all Satisfied

\*Ratings categories are sorted in descending order by the average rating of 2022.

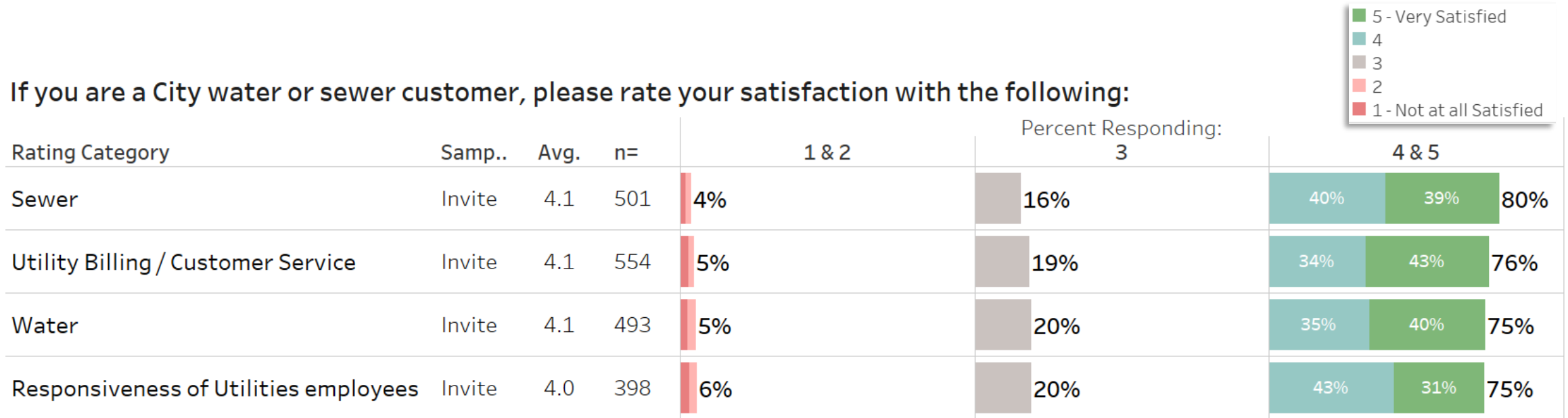
Source: RRC Associates

# City Water & Sewer Satisfaction

## 2022 Invite Sample

At least 75% of Invite respondents said they are satisfied with all categories of the City water and sewer service.

If you are a City water or sewer customer, please rate your satisfaction with the following:



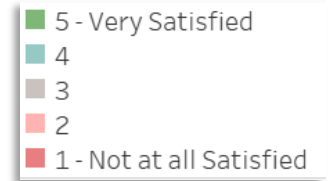
\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates

# Trash & Recycling Satisfaction

## 2022 Invite Sample

Among trash and recycling participants, at least 65% say they are satisfied with the services provided. Products being accepted at recycling centers is the least-rated service at 3.7/5.

If you have used City trash or recycling services, please rate your satisfaction with the following:



Rating Category	Samp..	Avg.	n=	Percent Responding:		
				1 & 2	3	4 & 5
Trash pickup	Invite	4.5	529	2%	8%	89%
Recycling Center hours of operation	Invite	4.0	408	9%	15%	76%
Recycling pickup	Invite	3.8	327	19%	14%	67%
Recycling Center products accepted	Invite	3.7	425	17%	18%	65%

\*Ratings categories are sorted in descending order by the average rating

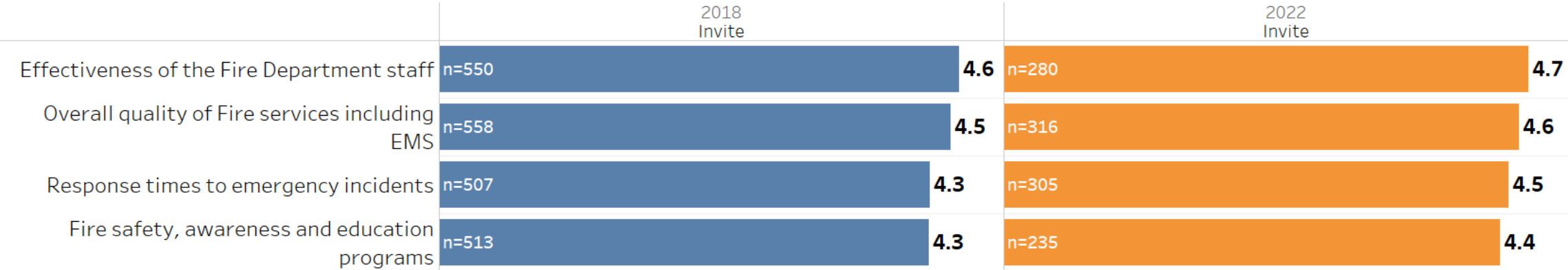
Source: RRC Associates

# Fire & EMS Satisfaction

Residents strongly approve of the level of Fire & EMS services provided by the City.

5 - Very Satisfied  
 4  
 3  
 2  
 1 - Not at all Satisfied

If you have had an interaction with Fire or EMS Services, please rate your satisfaction with the following:



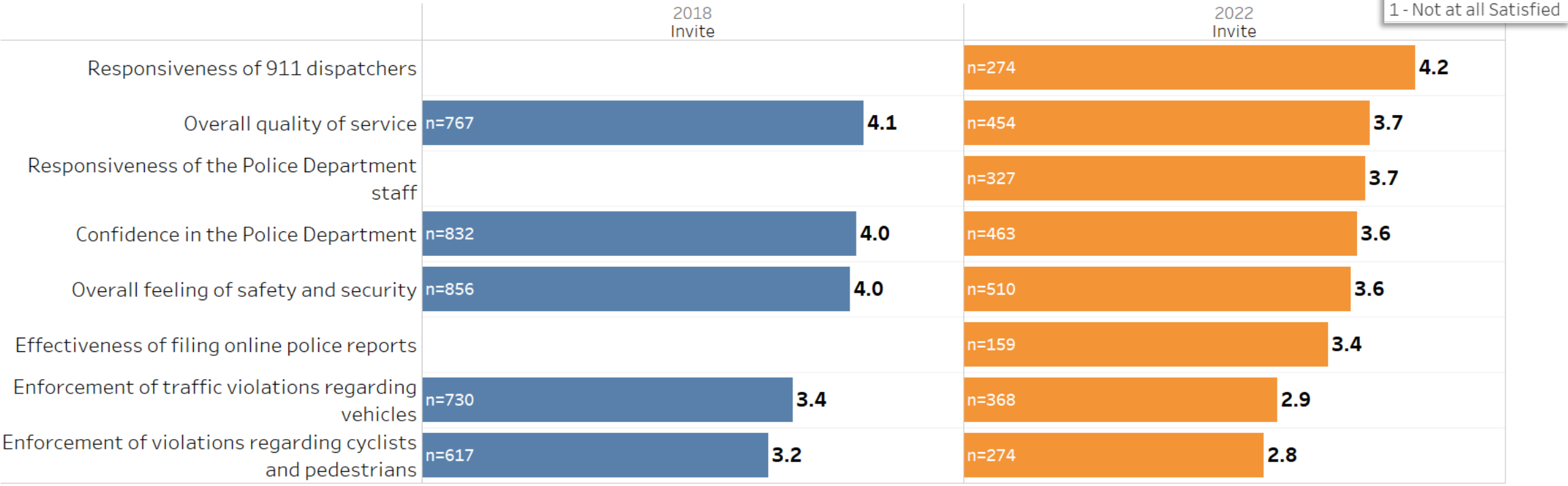
\*Ratings categories are sorted in descending order by the average rating of 2022.  
 Source: RRC Associates



# Police Satisfaction

**Opinions of the Police Department are positive overall. However, enforcement of violations for motorists, cyclists and pedestrians received net negative ratings.**

If you have had an interaction with Police, please rate your satisfaction with the following:



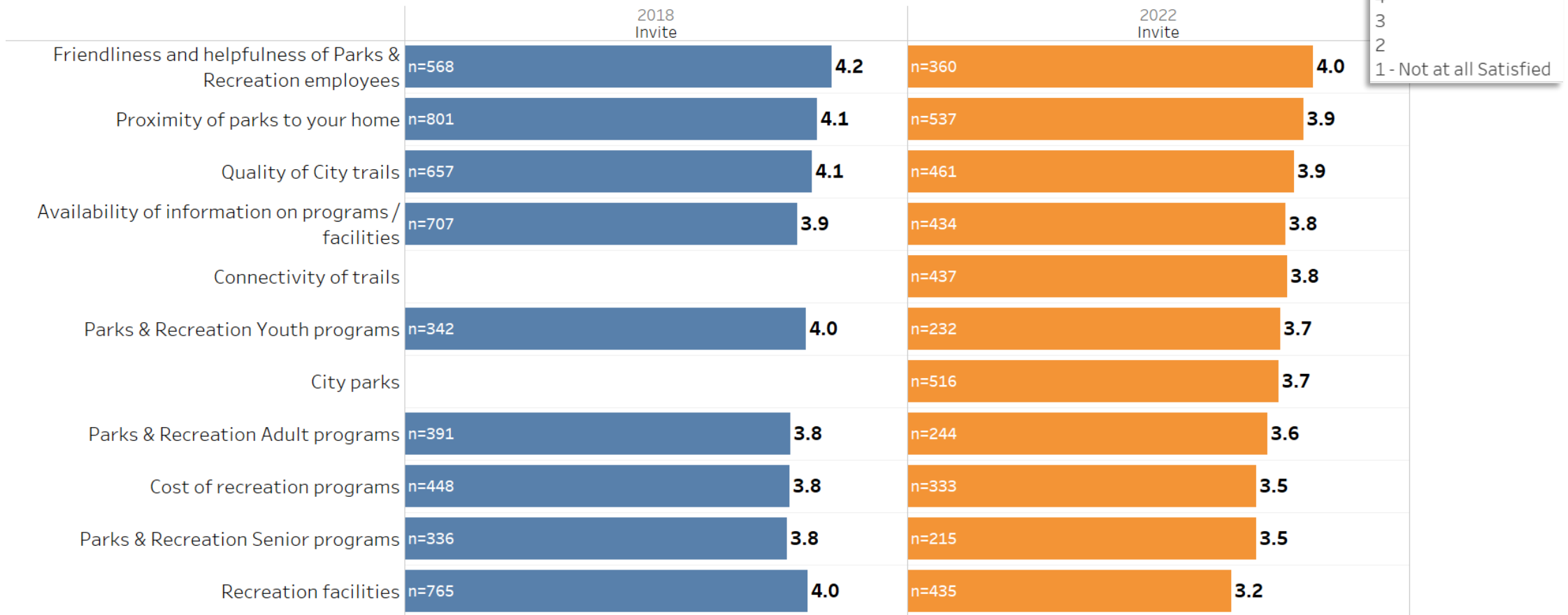
5 - Very Satisfied  
 4  
 3  
 2  
 1 - Not at all Satisfied

\*Ratings categories are sorted in descending order by the average rating of 2022.  
 Source: RRC Associates

# Facilities & Programs Satisfaction

Satisfaction with parks and recreation amenities is positive overall. The quality of staff remains the top-rated aspect followed by proximity of parks to respondent homes and quality of trails. Recreation facilities received the lowest rating which is consistent with the strong support shown for a new Recreation Center.

If you have used Parks facilities or Recreation programs, please rate your satisfaction with the following:



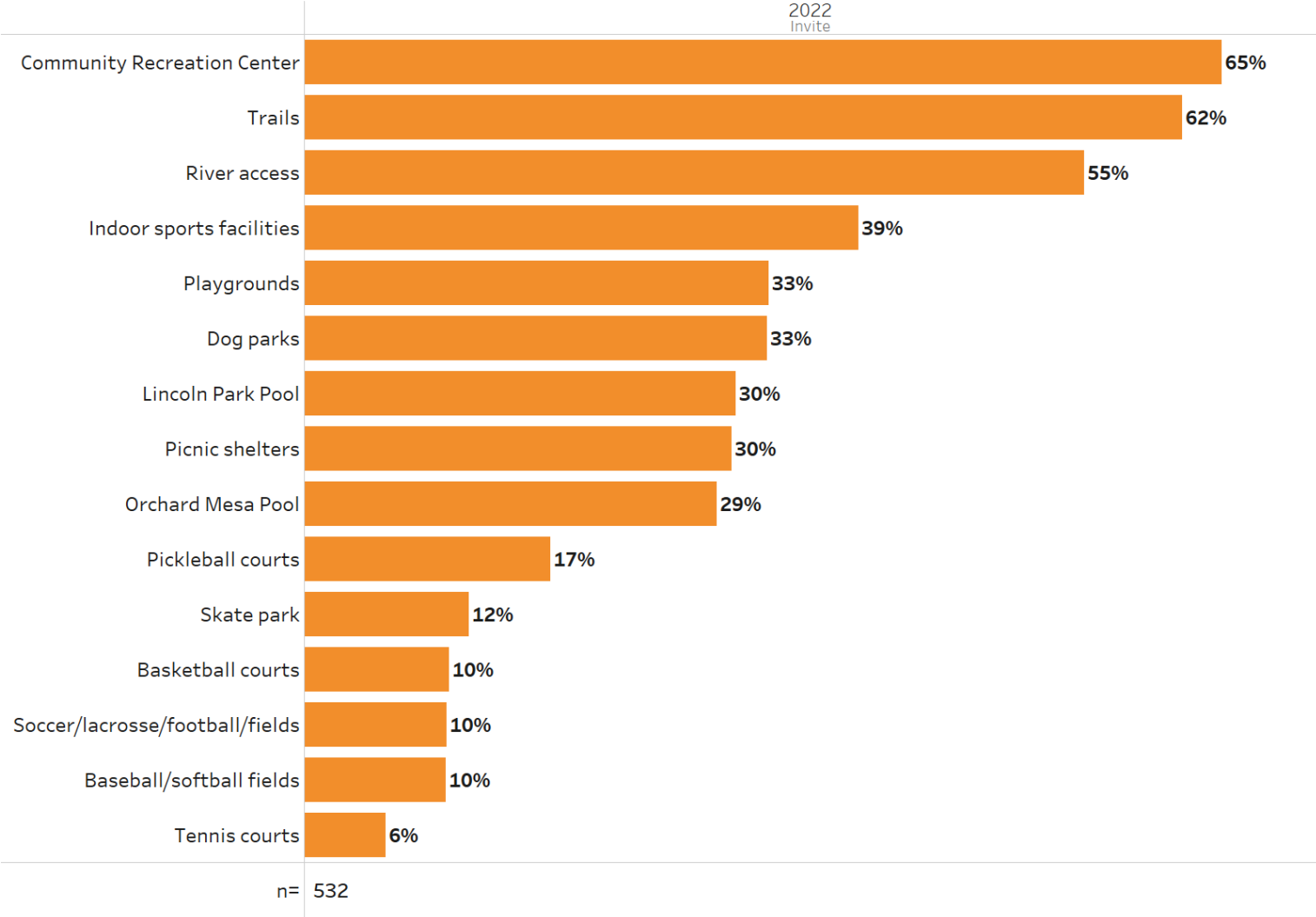
5 - Very Satisfied  
4  
3  
2  
1 - Not at all Satisfied

\*Ratings categories are sorted in descending order by the average rating of 2022.

Source: RRC Associates

# Five Highest Priorities

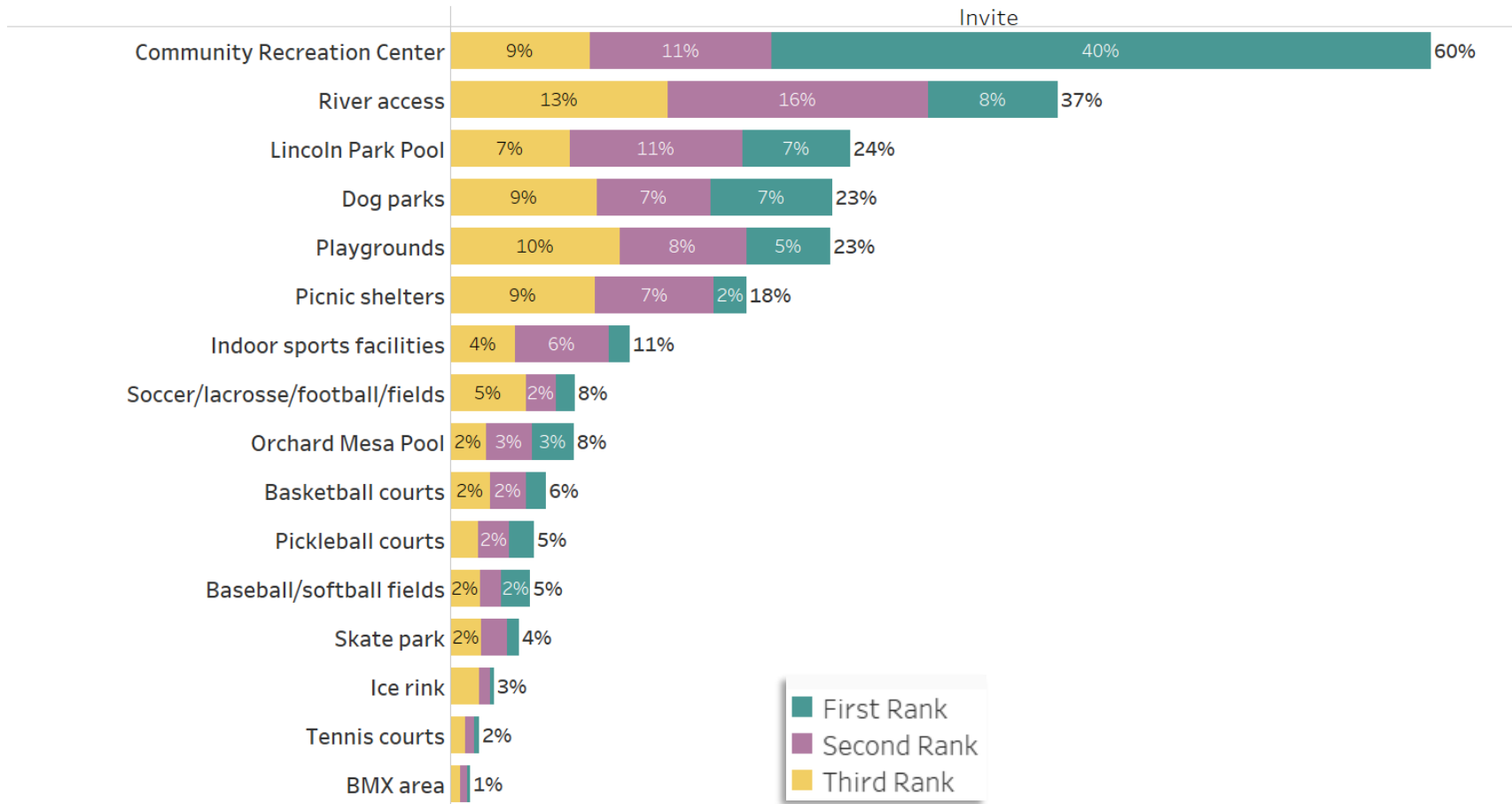
From the list below, please select the five Parks and Recreation facilities that should be the HIGHEST PRIORITIES to add or improve in Grand Junction to better meet the needs of your household.



- Residents are focused on a new Community Recreation Center, additional trails and expanded river access as their main priorities for Parks and Recreation amenities. Athletic facilities are lower priorities.**

# Top Three Highest Priorities

Q 13: List your top three priorities.  
Invite Sample



Source: RRC Associates

- **A total 40% of this years Invite respondents agree a community recreation center should be the top priority.**
- **River access should also be a high priority.**
- **Other offerings such as new courts, fields, ice rink, etc. are not priorities**



# Satisfaction with Information Provided

Overall, satisfaction with information sources provided by the City about projects, updates and events is just slightly above a neutral rating.

Using the 1 to 5 scale below, how satisfied are you with the information the City provides to the community about City projects, updates, and events?

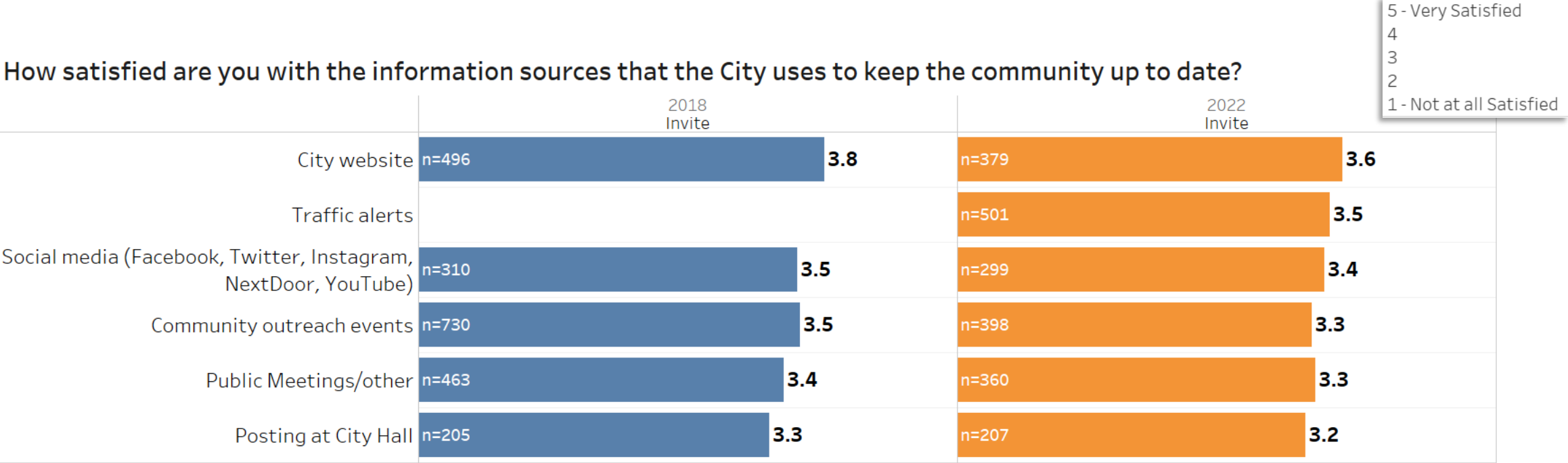
- 5 - Very Satisfied
- 4
- 3
- 2
- 1 - Not at all Satisfied

	2018 Invite	2022 Invite
Availability of clear, accurate and timely information	n=809 <b>3.6</b>	n=599 <b>3.3</b>
The variety of ways information is available	n=717 <b>4.1</b>	n=579 <b>3.2</b>
Public engagement opportunities	n=754 <b>3.6</b>	n=560 <b>3.2</b>

\*Ratings categories are sorted in descending order by the average rating of 2022.  
Source: RRC Associates

# Information Source Satisfaction

The City’s website ranks highest in satisfaction ratings for communication with residents.



\*Ratings categories are sorted in descending order by the average rating of 2022. Source: RRC Associates

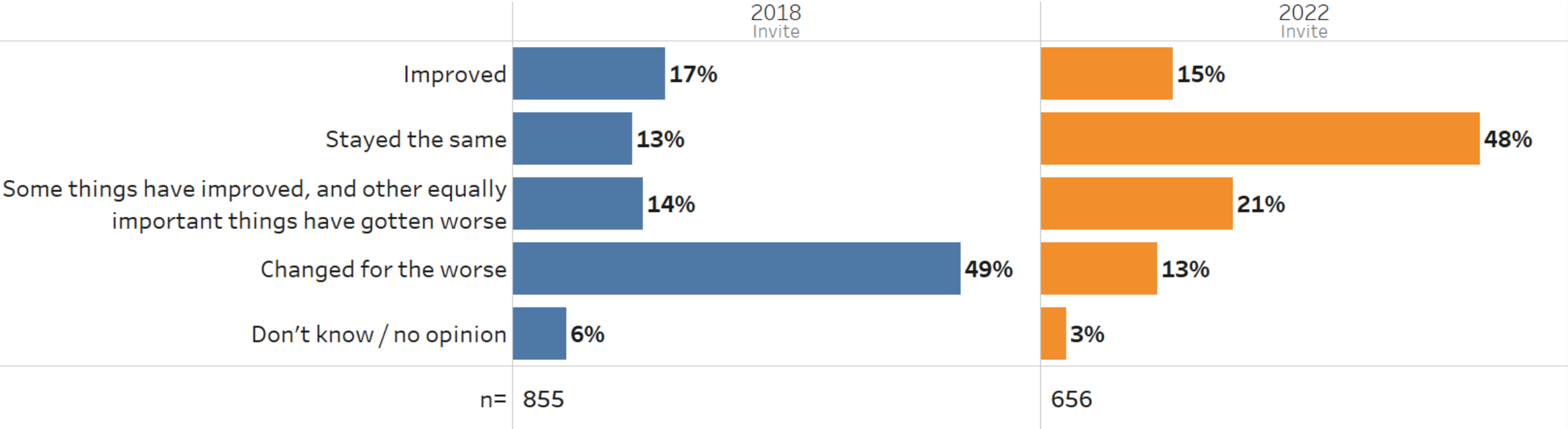
# Neighborhood Sentiments



# Changes in the Neighborhood

Sentiments towards respondents' neighborhoods have generally improved since 2018 with far more reporting the area has stayed the same and fewer saying it has declined.

Since you have lived there, has your neighborhood changed or stayed the same as a place to live, taking everything into consideration?

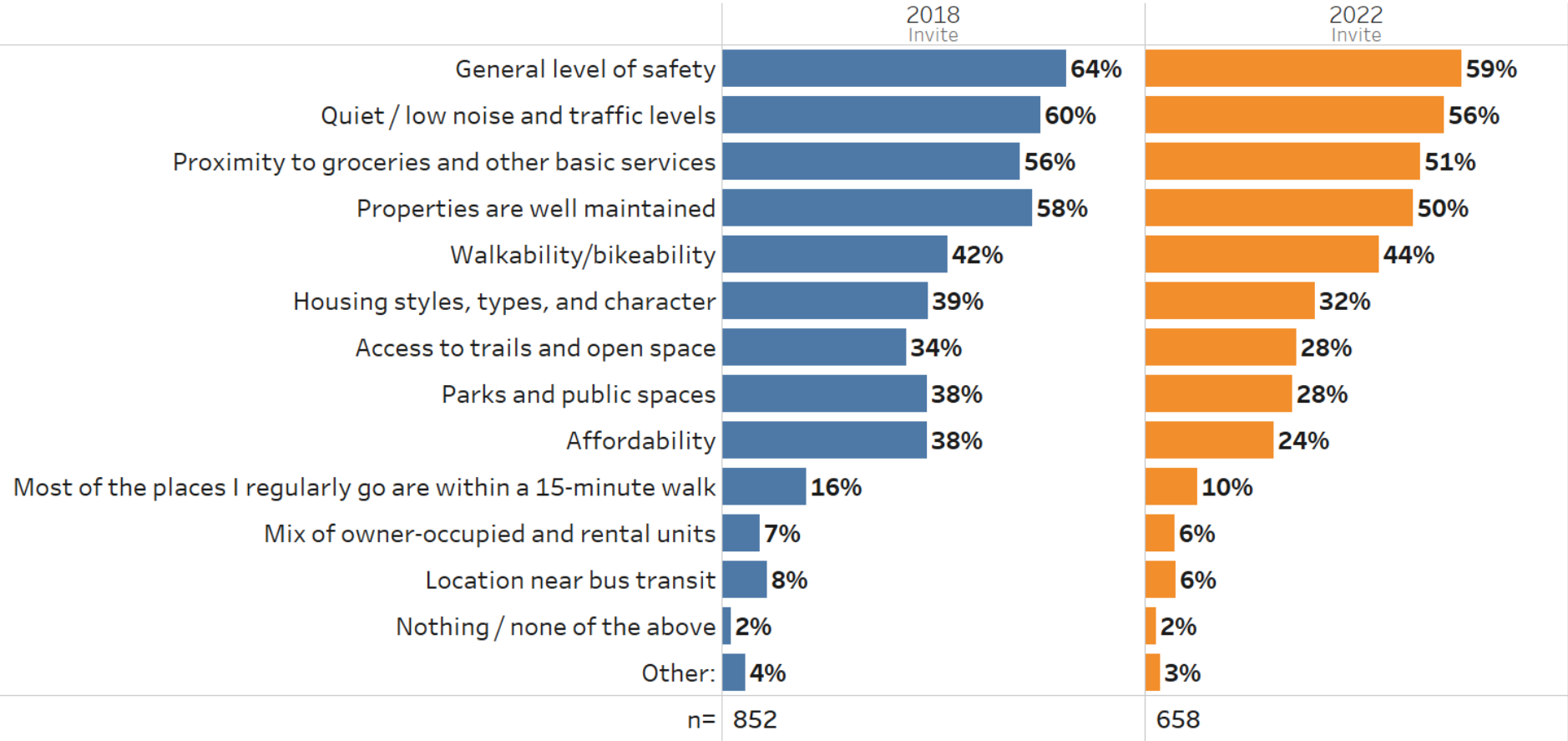


Source: RRC Associates



# Favorite Qualities of Neighborhood

What do you like MOST about your neighborhood that should be preserved/protected? (Select all that apply)

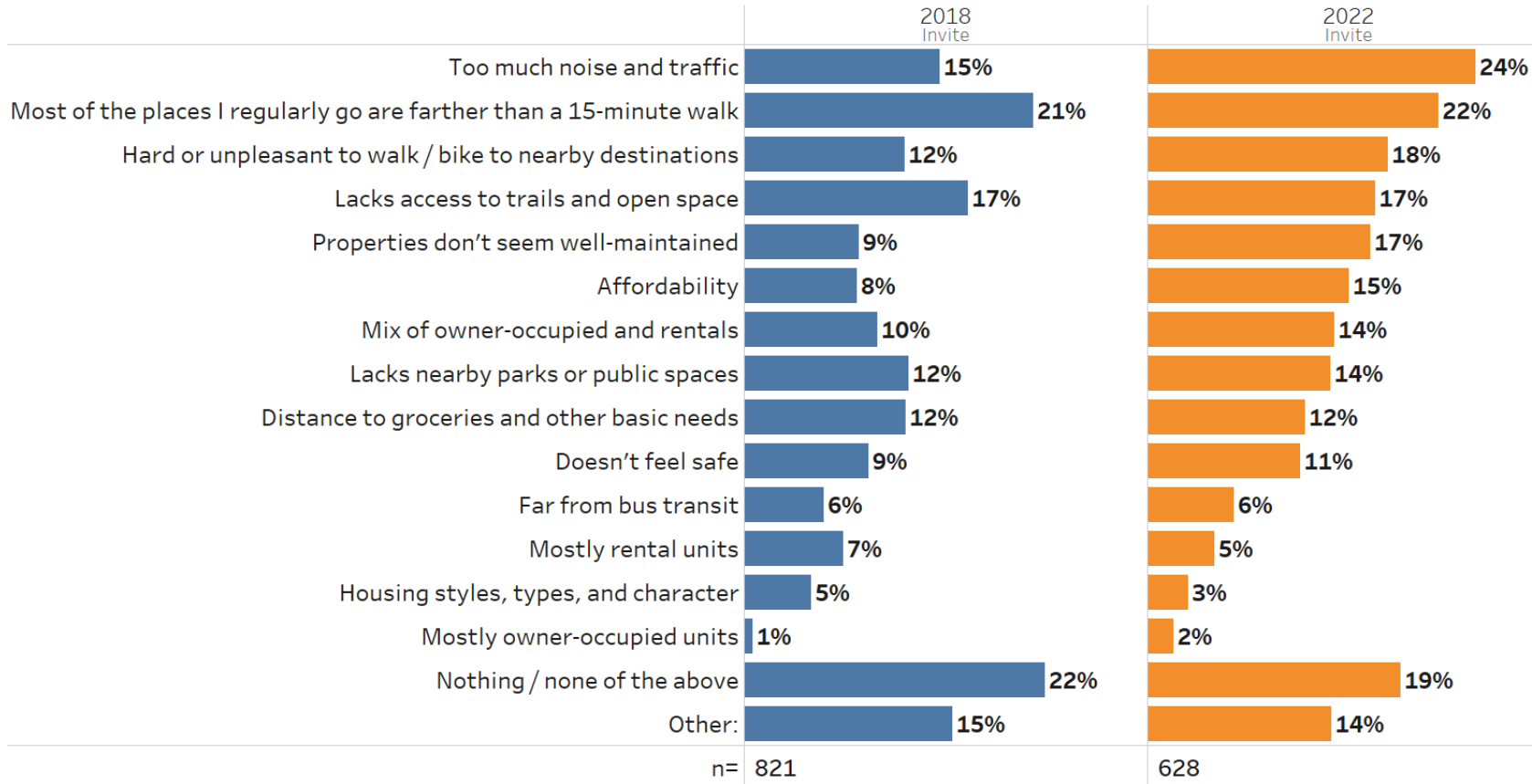


Source: RRC Associates

- **Residents clearly feel their neighborhoods are safe, quiet and conveniently located.**

# Improvement of Neighborhood

What do you like LEAST about your neighborhood that you would most like to improve? (Select all that apply)



Source: RRC Associates

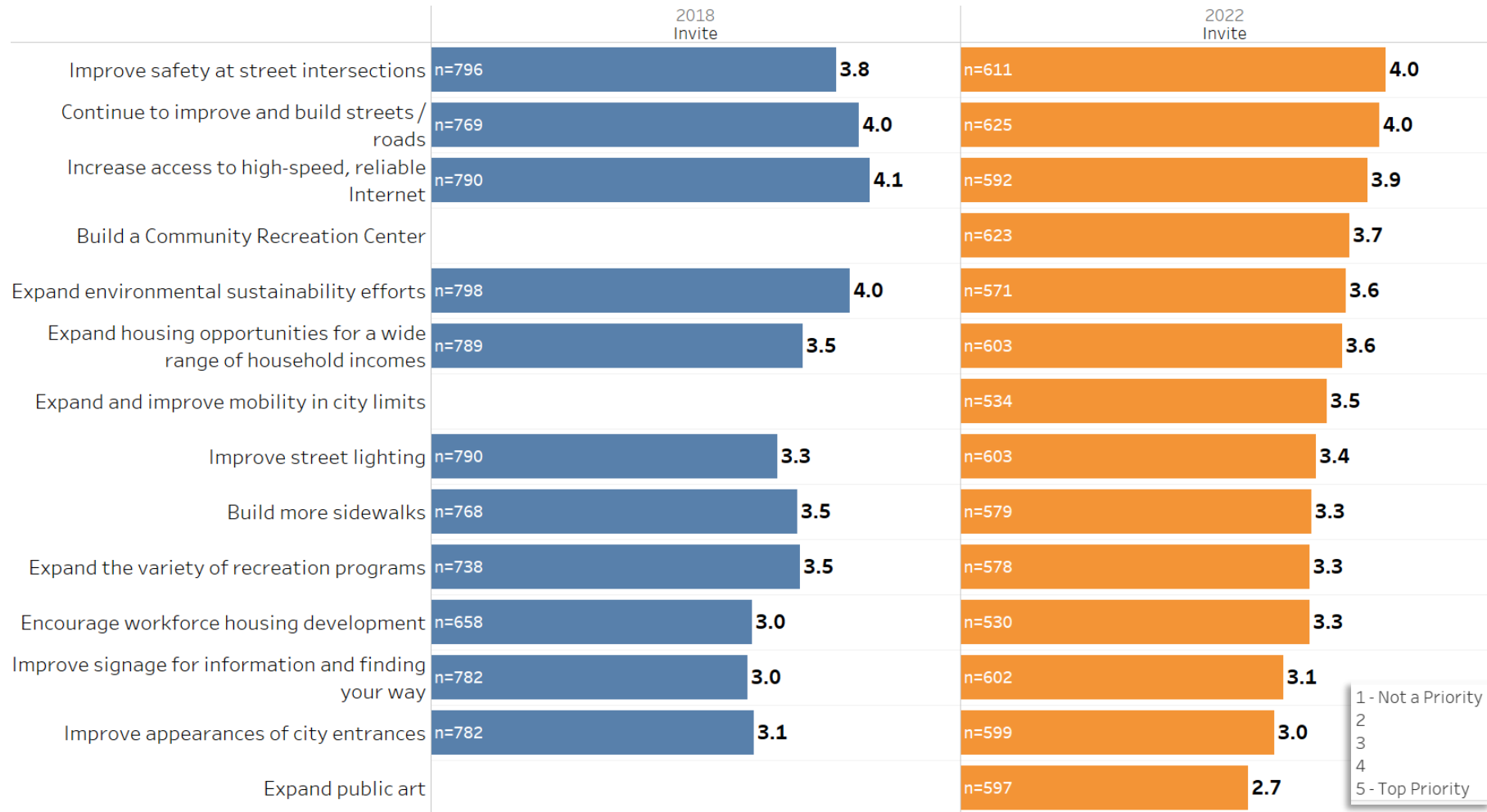
- **Of those attributes residents would like to change, the most frequently cited include noise, traffic and convenience of walking/biking to nearby destinations.**

# Future Priorities



# Priorities for Grand Junction

The Grand Junction City Council and staff value community input to help understand your priorities. Please rank each area listed below by what you believe should be the City's priorities.



- **Residents support improving streets, increasing high-speed internet and adding a new Recreation Center.**
- **The least important priorities among respondents include the expansion of public art and the improvement of city entrances and signage.**

\*Ratings categories are sorted in descending order by the average rating of 2022.

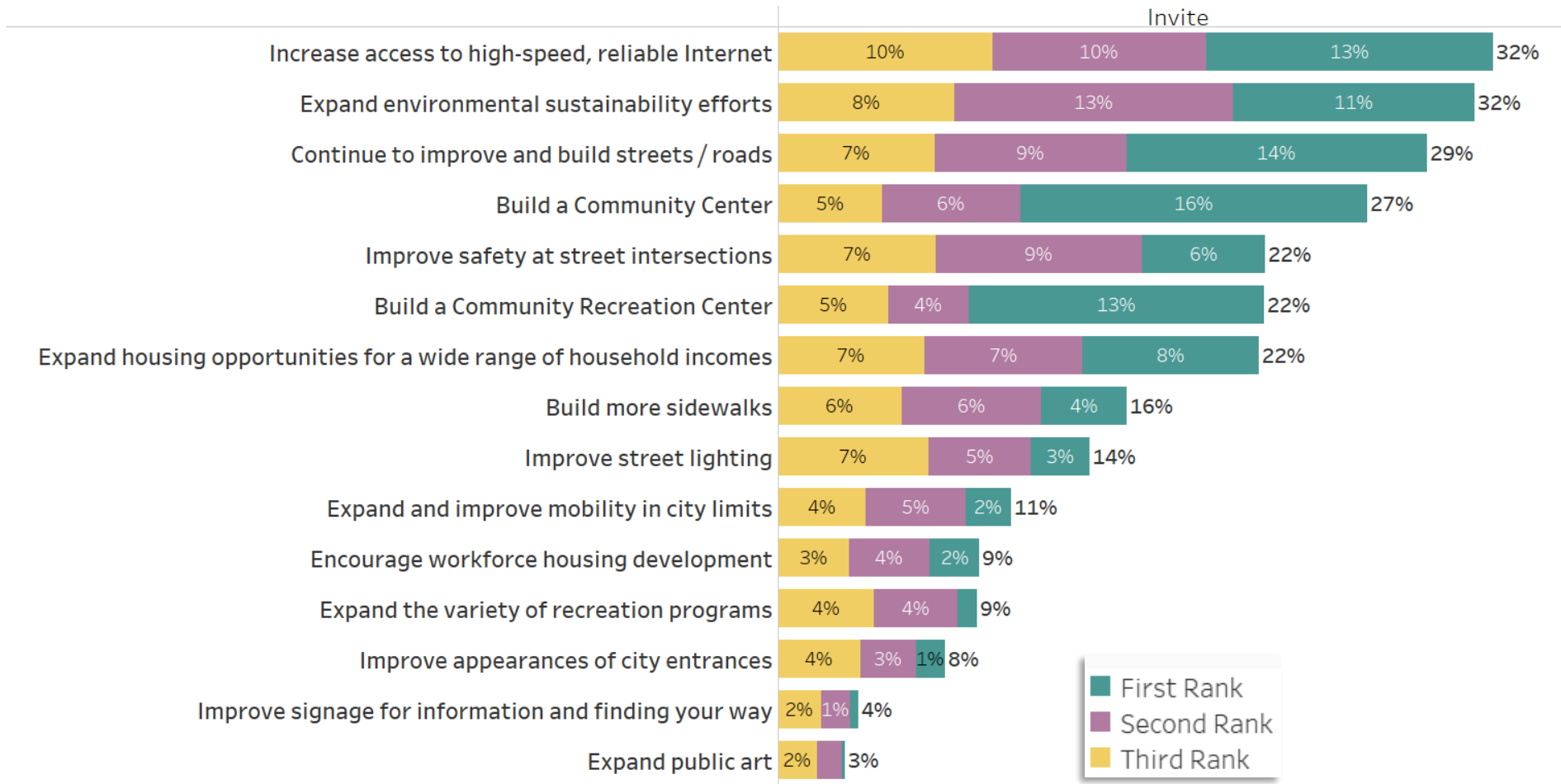
Source: RRC Associates



# Funding

Q 18: If you would like to see increased funding for any of the above, please list here:

Invite Sample



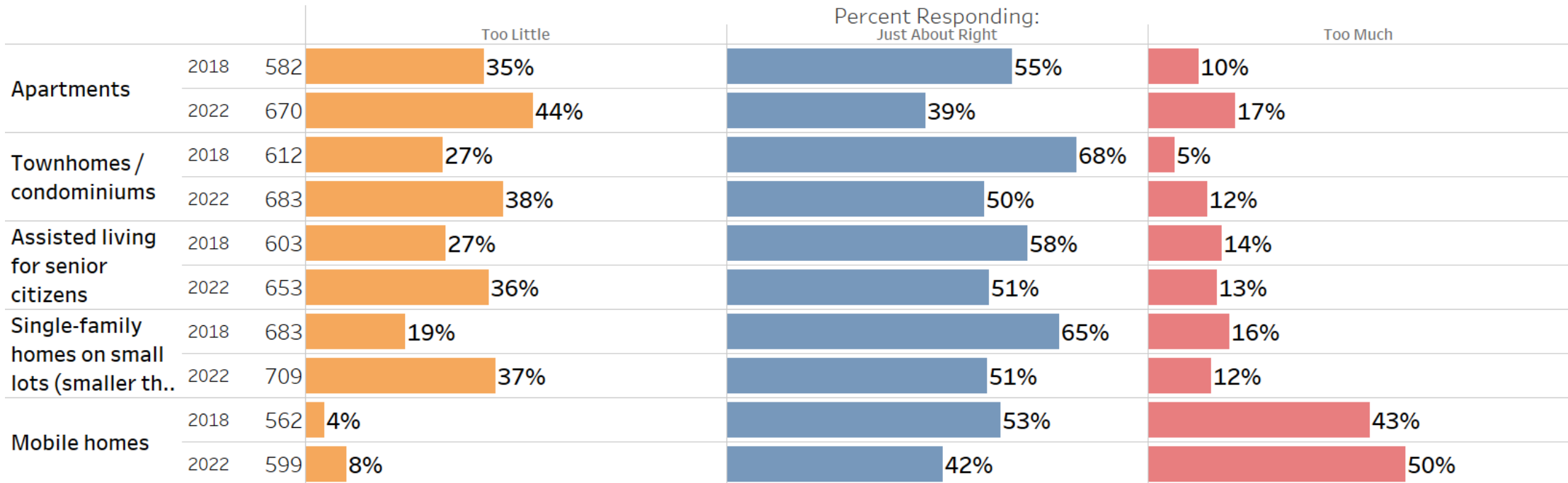
Source: RRC Associates

- There is not strong consensus to add more funding – even for community priorities.
- Increasing internet, sustainability, improving streets and the Recreation Center all garnered support for more funding.
- Expanding public art and improving wayfinding signage are of least priority.

# Housing

People are generally satisfied with housing levels in the city though there is support for new apartments, condominiums and senior living. Residents do not support additional mobile homes.

Q 17: Providing appropriate housing options for residents of various lifestyles, ages, and incomes is a focus of the City's long-range plan. Do you think we have the right amount, too much, or too little of the following?



Source: RRC Associates

# Additional Comments/Suggestions

Respondents were offered an opportunity at the end of the survey to provide any additional comments and suggestions for Grand Junction. A total of 396 additional comments were received. Representative comments are included below and a full list of responses is included in the Comments Spreadsheet.

## Pools/Rec Center



“Get those weed stores quickly established so we can FINALLY get a recreation center.”

“We need bigger, better, more pools and lessons, especially for poorer families”

GJ is currently the largest city on the Western Slope and basically the only one without a community center. Not everyone is able or wants to recreate outdoors.

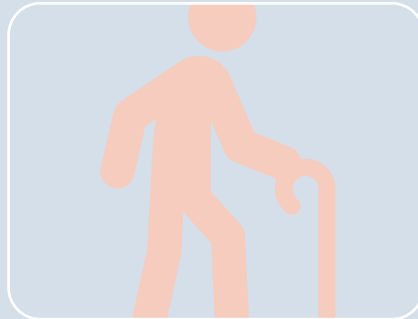
## Road Safety



“It is very difficult and unsafe to get around in this community via bike and foot. It feels like cars and traffic flow are prioritized over safety of pedestrians, bikers, children.”

“Police presence is lacking, I see so many speeding, running lights and stop signs.”

## Seniors/Teens



“[Grand Junction] Does not have senior programs- needs some new programs and activities, classes, and more appealing get-togethers.”

“We need a Senior Center that provides a wider range of activities, classes, etc. to meet the needs of seniors in GJ”

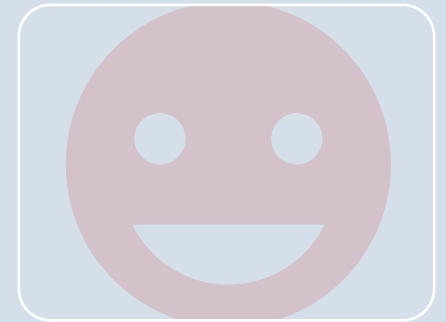
## Homelessness



“Grand Junction has a large population of unhoused individuals. We need more mental health resources and outreach programs for these individuals along with more affordable housing options available.”

“Homelessness has DRAMATICALLY increased in the past 10 years, increasing crime, and lowering the safety and appearance of the city.”

## Thank You



“Keep it up, thanks for what you do...”

“It's nice you inquire about so many aspects of our community”

“Overall, you all are doing a good job. Thanks.”



# Demographics





# Neighborhood

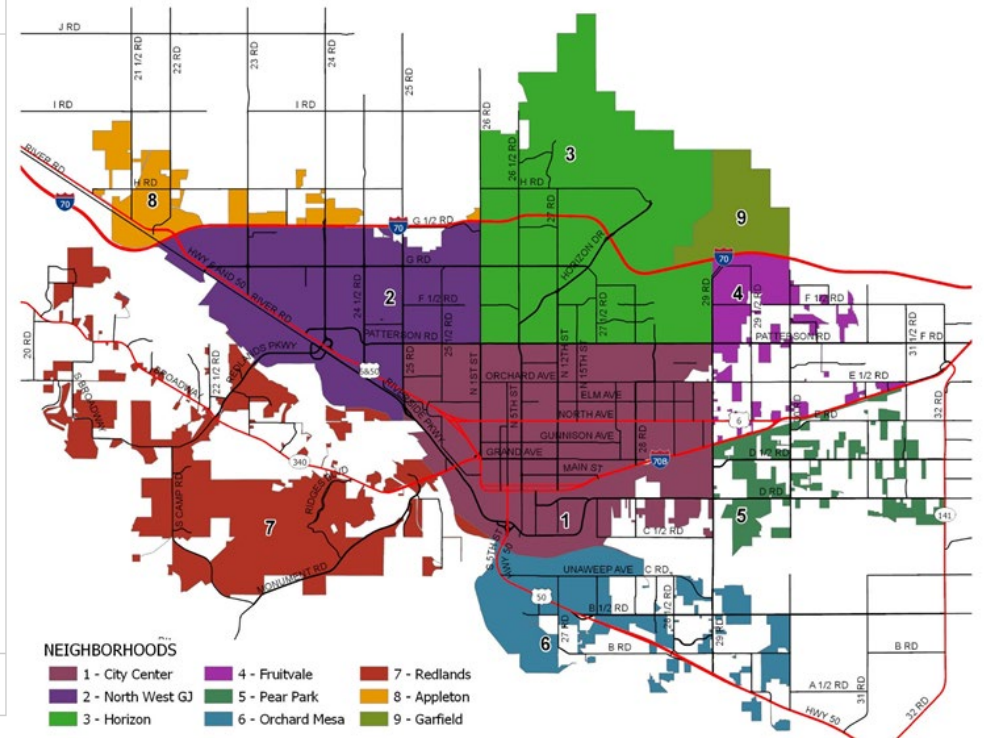
Below is how survey responses were distributed across Grand Junction neighborhoods in 2018 and 2022. Responses by area were relatively consistent.

Referring to the map below, which neighborhood do you live in?

	2018 Invite	2022 Invite
1 - City Center	34%	30%
2 - North West GJ	15%	9%
3 - Horizon	19%	18%
4 - Fruitvale	6%	7%
5 - Pear Park	2%	5%
6 - Orchard Mesa	10%	15%
7 - Redlands	13%	14%
8 - Appleton	1%	1%
9 - Garfield	0%	0%
Unsure/Not shown on map		1%
n=	840	641

Source: RRC Associates

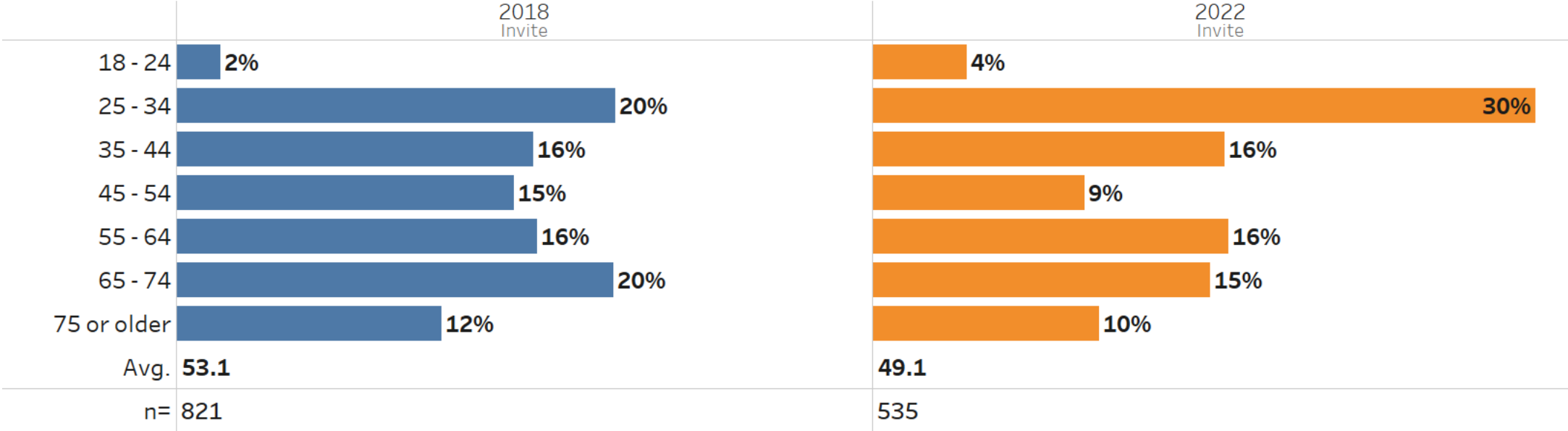
City of Grand Junction Neighborhood Map



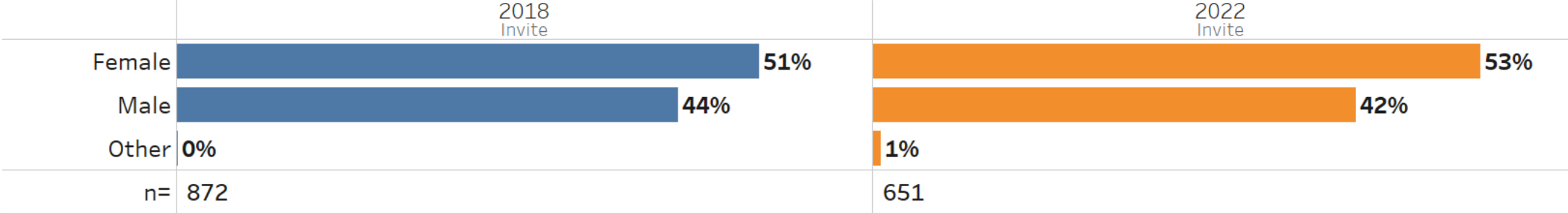
# Gender & Age

Respondents in 2022 skewed slightly younger than 4 years ago. Results were also weighted by age for both samples to match the U.S. Census data of Grand Junction.

Age of respondent



Are you:



Source: RRC Associates

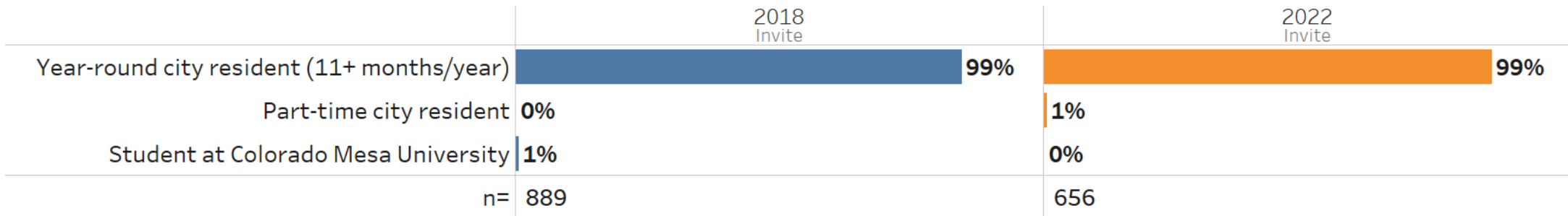
\*Responses are sorted in descending order by the Invite sample.



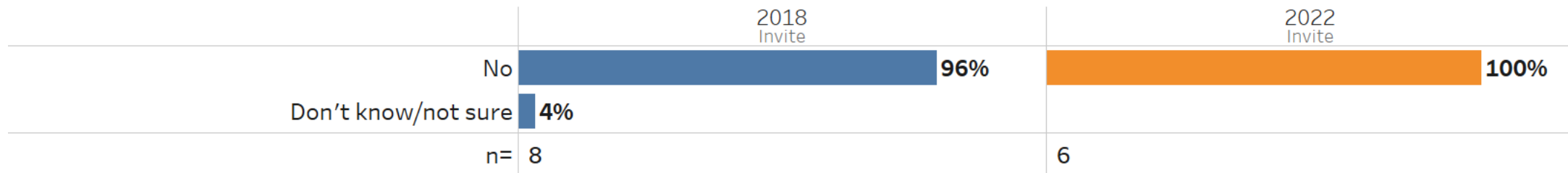
# Type of Resident

Almost all respondents are year-round city residents.

Which of the following best describes you?



Do you live in housing owned/managed by the University?



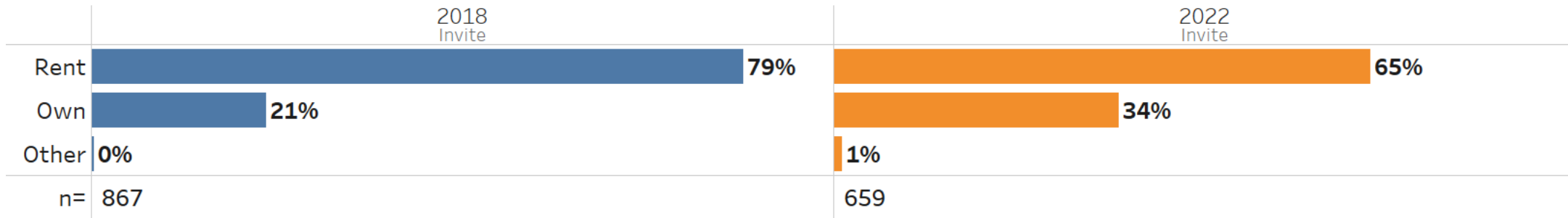
Source: RRC Associates

\*Responses are sorted in descending order by the Invite sample.

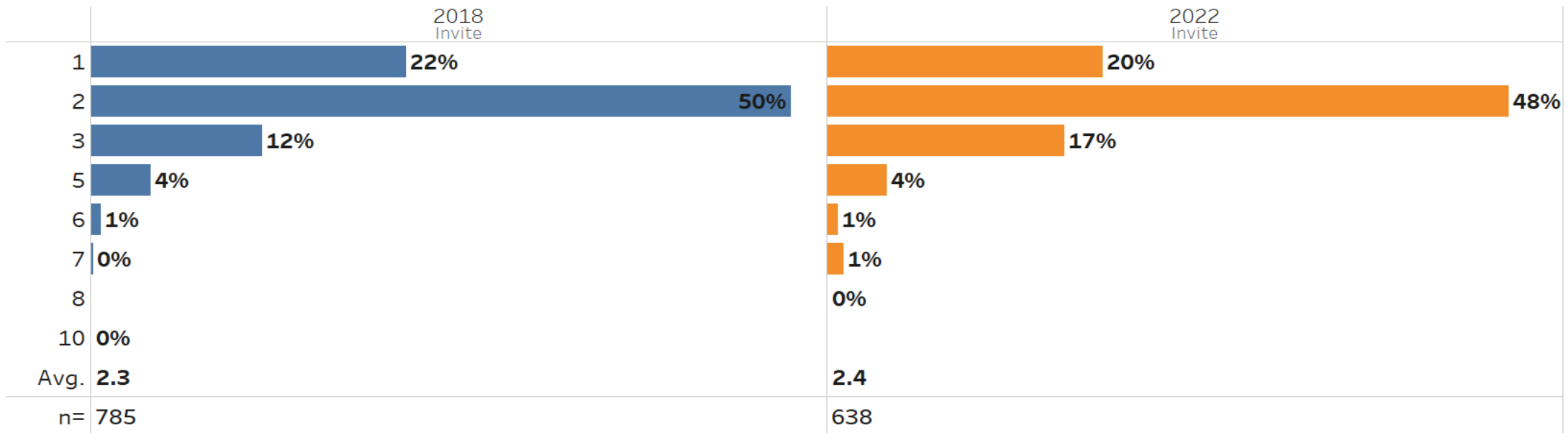
# Residence Ownership & Number of People in Household

2022 Respondents were more likely to own their homes with just over 1/3 reporting they are homeowners.

Do you rent or own your residence?



How many people currently reside in your home?



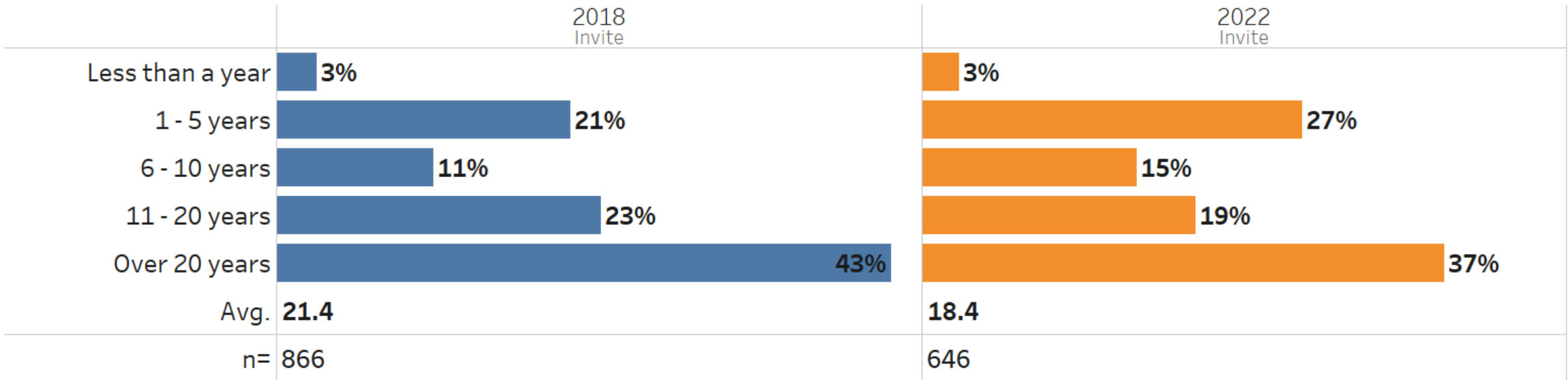
Source: RRC Associates



# Years in Grand Junction

Respondents are long-term residents with an average length of over 18 years. A total of 71% of respondents have lived in Grand Junction more than 5 years.

How many years have you lived in the City of Grand Junction? Enter 0 if less than a year.

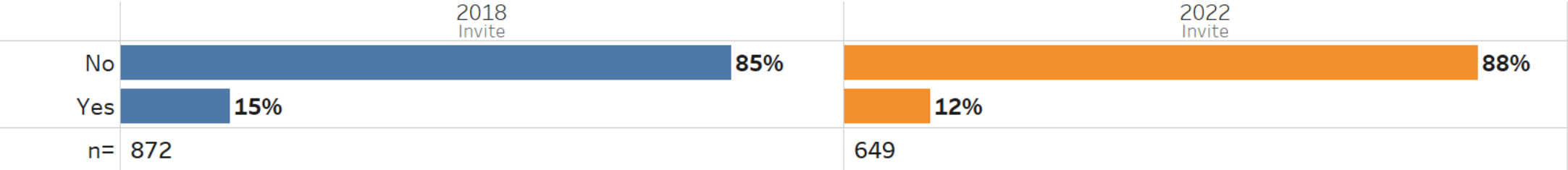


Source: RRC Associates

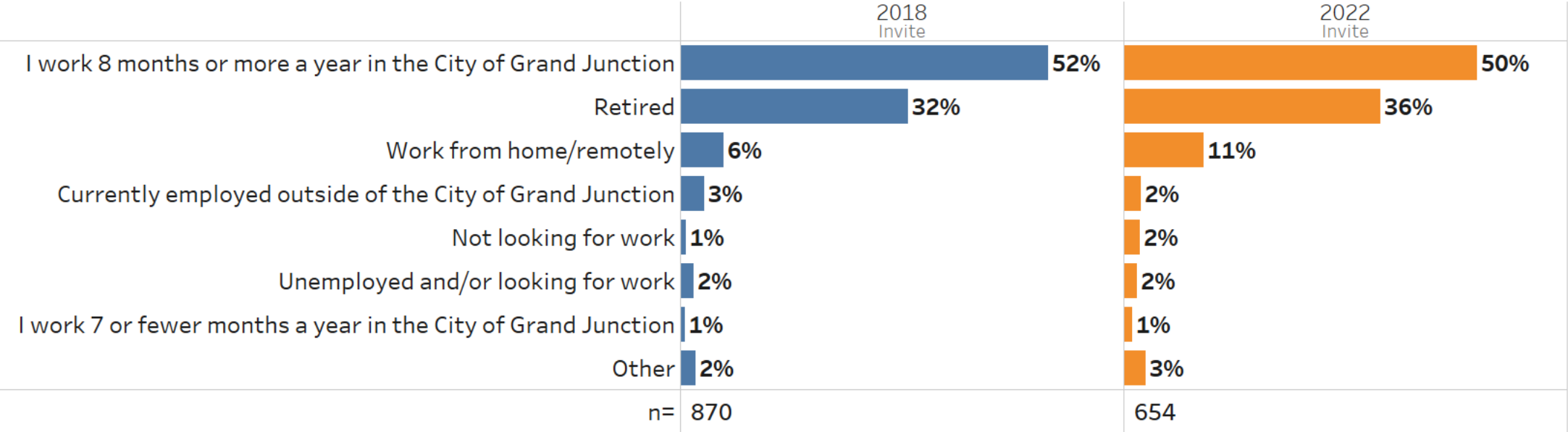
# Employment & Business Ownership

A total of 12% of Invite respondents own a business within the City while half of respondents work at least 8 months in the City of Grand Junction.

Do you own or operate a business within the City of Grand Junction?



Which of the following best describes your employment status? (Please check all that apply)



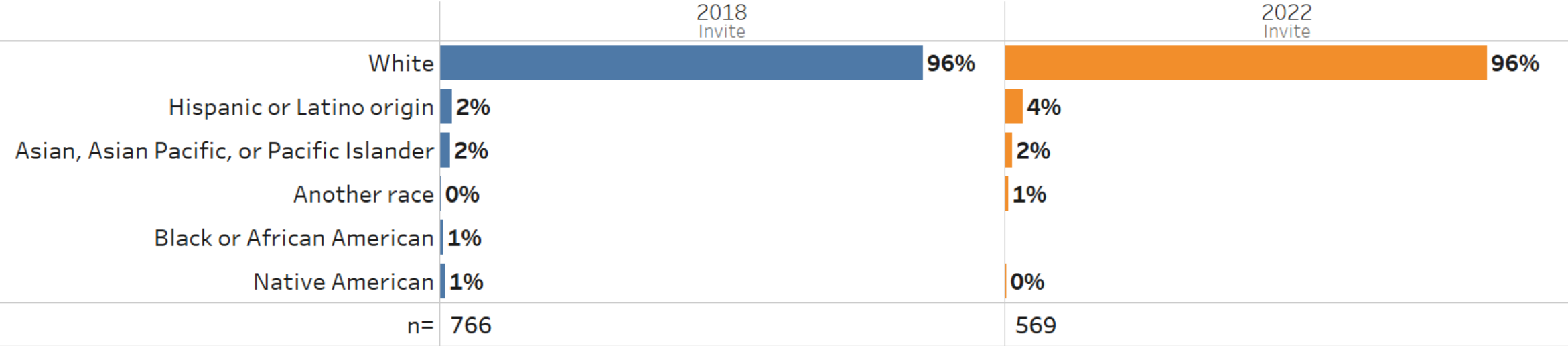
Source: RRC Associates



# Ethnicity & Race

Race and ethnicity of respondents remain similar to 2018.

Which of the following best describes your race/ethnicity? (Select all that apply)



Source: RRC Associates

\*Responses are sorted in descending order by the Invite sample.





**RRC**

CITY OF  
**Grand Junction**  
C O L O R A D O





## Grand Junction City Council

### Workshop Session

Item #1.b.

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**Meeting Date:** January 9, 2023  
**Presented By:** Matt Smith, Interim Police Chief, John Shaver, City Attorney  
**Department:** Police  
**Submitted By:** Matt Smith, Interim Police Chief  
John Shaver, City Attorney

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### Information

#### **SUBJECT:**

Moratorium to Prohibit the Establishment of any New or Relocation of Existing Gaming Establishments

#### **EXECUTIVE SUMMARY:**

Gaming establishments are businesses engaged in gambling-type activities that use technology to operate in a gray area of the law that distinguishes between games of skill (legal) and games of chance (illegal). These establishments are located in commercial and residential areas in the City with examples of locations ranging from garages to storefronts. Currently there are approximately 15 businesses, however, they often go out of businesses in one area and relocate to another very quickly so it is difficult to track. They primarily operate in the nighttime hours (8pm to 5am) and are attracting increased criminal activity including theft, assault, drug trafficking, and prostitution to the area. Residents are continually coming to staff explaining about the negative impact this type of activity is having on their business and/or residential community.

Under HB22-1412, the State Gaming Commission has the power to investigate and prosecute crimes and enforce regulations pertaining to unlicensed gaming establishments throughout Colorado; however, the Colorado Division of Gaming Enforcement and Investigations Section has advised the City that the Division will not operate/provide enforcement outside of the cities authorized for limited gaming in Article XVIII, Section 9 of the Colorado Constitution (Blackhawk, Central City, and Cripple Creek).

Currently, there are no City laws to restrict these types of business and land uses, and due to the technology, the investigation and prosecution of tech businesses as illegal gambling (games of chance) is almost impossible and accordingly, the businesses

continue to operate in the City. Therefore, staff recommends a temporary (18 to 24 month) moratorium disallowing new skilled gaming businesses and the relocation of any existing skilled gaming businesses to allow the opportunity to evaluate potential regulation, licensure, and other options, including coordination with the State, to better limit the negative impact on the community. A draft ordinance is attached for discussion purposes. This temporary moratorium is narrowly tailored and will further the health, safety, and welfare of the people of the City of Grand Junction.

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

A new type of “gray casino” business has been operating in the City of Grand Junction (City) and throughout Colorado. The businesses look, feel, and operate much like Las Vegas style casinos. The businesses use technology to operate in a gray area of the law which purports to distinguish games of skill from games of chance.

Due to the technology, the investigation and prosecution of the businesses as illegal gambling, i.e., games of chance, is almost impossible and accordingly the businesses continue to operate in the City.

With the passage of HB22-1412 the State’s Gaming Commission was empowered to investigate and prosecute crimes and enforce regulations pertaining to unlicensed gaming establishments throughout Colorado; however, the Colorado Division of Gaming Enforcement and Investigations Section has advised the City that the Division will not operate/provide enforcement outside of the cities authorized for limited gaming in Article XVIII, Section 9 of the Colorado Constitution (Blackhawk, Central City, and Cripple Creek).

The games of skill typically offered by these businesses are video machines, similar to video slot machines, which the player may win money, cryptocurrency, or other value. Because these businesses operate in a gray area of the law, sometimes known as simulated gambling, they are unregulated and uncontrolled under Colorado law. The businesses often bring problems of increased crime, no public health oversight, and no regulation of the flow of money. Because the businesses typically do not sell products, a City sales tax license is not required.

A temporary moratorium disallowing new skilled gaming businesses will allow time for the City Attorney’s Office and the Grand Junction Police Department, and/or other legal authority(ies) to conduct a review of existing skilled gaming establishment(s) and will help preclude other businesses from opening in the City. A temporary moratorium will allow the City an opportunity to evaluate potential regulation, licensure, and other avenues, including coordination with the State, to better limit the impact the businesses are having on the community.

This temporary moratorium is narrowly tailored and will further the health, safety, and welfare of the people of the City of Grand Junction.

**FISCAL IMPACT:**

This item is for discussion purposes only.

**SUGGESTED ACTION:**

Staff recommends Council favorably consider the moratorium ordinance prohibiting the establishment of any new or relocation of existing gaming establishments within the City limits of Grand Junction.

**Attachments**

1. STR-Gaming Establishment Moratorium Ordinance 010523 (2)

## CITY OF GRAND JUNCTION, COLORADO

### ORDINANCE NO. XXXX

**ENACTING A MORATORIUM TO PROHIBIT THE ESTABLISHMENT OF ANY NEW OR RELOCATION OF EXISTING GAMING ARCADES OR GAMING USES WITHIN THE CITY OF GRAND JUNCTION; PROVIDING THAT THE MORATORIUM SHALL BE IN EFFECT FOR A PERIOD WHICH SHALL TERMINATE AT THE EARLIEST OF THE CITY'S ADOPTION OF AMENDMENT(S) TO 21.04.030 USE-SPECIFIC STANDARDS; AND/OR TITLE 9, PUBLIC PEACE, MORALS AND WELFARE OF THE GRAND JUNCTION MUNICIPAL CODE OR THE EXPIRATION OF 365 DAYS FROM THE DATE OF PASSAGE OF THIS ORDINANCE; PROVIDING FOR FINDINGS, INTENT AND PURPOSE; PROVIDING FOR A DEFINITION FOR THE USE OF ADULT GAMING ARCADE; PROVIDING REPEALING CLAUSES; AND PROVIDING AN EFFECTIVE DATE.**

#### **RECITALS:**

A new type of "gray casino" business has been operating in the City of Grand Junction (City) and throughout Colorado. The businesses look, feel, and operate much like Las Vegas style casinos. The businesses use technology to operate in a gray area of the law which purports to distinguish *games of skill* from *games of chance*.

Due to the technology, the investigation and prosecution of the businesses as illegal gambling, *i.e.*, *games of chance*, is almost impossible and accordingly the businesses continue to operate in the City.

With the passage of HB22-1412 the State's Gaming Commission was empowered to investigate and prosecute crimes and enforce regulations pertaining to unlicensed gaming establishments throughout Colorado; however, the Colorado Division of Gaming Enforcement and Investigations Section has advised the City that the Division will not operate/provide enforcement outside of the cities authorized for limited gaming in Article XVIII, Section 9 of the Colorado Constitution (Blackhawk, Central City, and Cripple Creek).

The *games of skill* typically offered by these businesses are video machines, similar to video slot machines, which the player may win money, cryptocurrency, or other value. Because these businesses operate in a gray area of the law, sometimes known as *simulated gambling*, they are unregulated and uncontrolled under Colorado law. The businesses often bring problems of increased crime, no public health oversight, and no regulation of the flow of money. Because the businesses typically do not sell products, a City sales tax license is not required.

A temporary moratorium disallowing new *skilled gaming* businesses will allow time for the City Attorney's Office and the Grand Junction Police Department, and/or other legal authority(ies) to conduct a review of existing *skilled gaming* establishment(s) and will

help preclude other businesses from opening in the City. A temporary moratorium will allow the City an opportunity to evaluate potential regulation, licensure, and other avenues, including coordination with the State, to better limit the impact the businesses are having on the community.

This temporary moratorium is narrowly tailored and will further the health, safety, and welfare of the people of the City of Grand Junction.

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

Chapter 21.04 Section 030 shall be revised in relevant part as follows (additions are underlined and deletions marked with strike-through notations):

(b) Adult Entertainment.

(1) The City Council finds that the concentration of certain adult entertainment establishments in cities tends to result in the blighting and deterioration of the areas of such concentration. Accordingly, it is necessary that these establishments be regulated in a manner as to prevent the erosion of the character of affected neighborhoods.

(5) Definitions.

(i) (E) Gaming arcade (aka skilled gaming business) means any business location, including a private club, that is owned, leased, or otherwise possessed, in whole or in part, by a person or by that person's partners, affiliates, subsidiaries, agents, or contractors which features (i) slot machine(s), (ii) gambling device(s), (iii) simulated gambling device(s), or (iv) any mechanical, electrical, video, electronic, or other device, contrivance or machine which after insertion or conveyance of a coin, debit card, credit card, cash, token or similar object or upon payment of any required consideration whatsoever by a player, is available to be played or operated, and which, whether by reason of the skill of the player or application of the element of chance, or both, may deliver or entitle the player operating the machine to receive monetary compensation and/or redeemable game credits, or any other thing of value. This definition expressly includes 'fish game' 'fish game table' 'fish game gambling table' however denominated that consists of a tabletop electronic display with one or more stations featuring buttons, joysticks, or other control(s) that delivers to the player cash, cash premiums, redeemable game credits or any other thing of value for successful play, whether the redeemable payout is made automatically from the machine or from an employee of the business location. This definition expressly excludes any business location which features bona fide amusement devices that pay nothing of value, cannot be adjusted to pay anything of value, provide only unredeemable free games, or provide only tickets redeemable for nonmonetary prizes consisting of toys or novelties of nominal value; crane games; BINGO operations, coin-operated music machines; or any bona fide amusement device authorized within restaurants by C.R.S 44-3-103(47).



(a) Slot machine: any mechanical, electrical, video, electronic, or other device, contrivance, or machine which, after insertion of a coin, token, or similar object, or upon payment of any required consideration whatsoever by a player, is available to be played or operated, and which, whether by reason of the skill of the player or application of the element of chance, or both, may deliver or entitle the player operating the machine to receive cash premiums, merchandise, tokens, redeemable game credits, or any other thing of value other than unredeemable free games, whether the payoff is made automatically from the machines or in any other manner; except that the term does not include a crane game or vintage slot machine models introduced on the market in 1984, does not contain component parts manufactured in 1984 or thereafter and is not used for gambling purposes or limited gaming purposes.

(b) Gambling Device means any device, machine, paraphernalia, or equipment that is used or usable in the playing phases of any professional gambling activity, whether that activity consists of gambling between persons or gambling by a person involving the playing of a machine; except that the term does not include a crane game.

(c) Simulated Gambling Device: a mechanically or electronically operated machine, network, system, program, or device that is used by an entrant and that displays simulated gambling displays on a screen or other mechanism at a business location, including a private club, that is owned, leased, or otherwise possessed, in whole or in part, by a person conducting the game or by that person's partners, affiliates, subsidiaries, agents, or contractors; except that the term does not include bona fide amusement devices, as authorized in C.R.S. 44-3-103 (47), that pay nothing of value and cannot be adjusted to pay anything of value. "Simulated gambling device" includes: (I) A video poker game or any other kind of video card game; (II) A video bingo game; (III) A video craps game; (IV) A video keno game; (V) A video lotto game; (VI) A video roulette game; (VII) A pot-of-gold; (VIII) An eight-liner; (IX) A video game based on or involving the random or chance matching of different pictures, words, numbers, or symbols; (X) An electronic gaming machine, including a personal computer of any size or configuration that performs any of the functions of an electronic gaming machine; (XI) A slot machine, where results are determined by reason of the skill of the player or the application of the element of chance, or both, as provided by Article XVIII, § 9(4)(c) of the Colorado constitution; and (XII) A device that functions as, or simulates the play of, a slot machine, where results are determined by reason of the skill of the player or the application of the element of chance, or both, as provided by Article XVIII, § 9(4)(c) of the Colorado constitution. (b) "Simulated gambling device" does not include any pari-mutuel totalizator equipment that is used for pari-mutuel wagering on live or simulcast racing events and that has been approved by the director of the division of racing events for entities authorized and licensed under article 32 of title 44 of the Colorado Revised Statutes.

(d) Crane Game means an amusement machine that, upon insertion of a coin, bill, token, or similar object, allows the player to use one or more buttons, joysticks, or other controls to maneuver a crane or claw over a nonmonetary prize, toy, or novelty, none of

which shall have a cost to the arcade of more than twenty-five dollars per item, and then, using the crane or claw, to attempt to retrieve the prize, toy, or novelty for the player.

(8) Gaming Arcades: The City Council finds that it is necessary to preserve the public health, safety, morals, and general welfare of the residents and businesses of the City by affording time for City staff to evaluate the impact of Gaming Arcades, whether such uses are legal and, if so, can be appropriately sited within the City with appropriate regulation, or whether such uses are or should be prohibited.

(i) Imposition of Moratorium. A moratorium period is hereby declared on all new establishments not in existence or the relocation of existing establishments as of [DATE], constituting Gaming Arcades (aka skilled gaming businesses), Slot Machine(s), Gambling Device(s) and Simulated Gambling Device(s) from the effective date of this Ordinance, [DATE], for the period of three hundred sixty five (365) days to [DATE] (inclusive), or until further action of the City Council ending or modifying this moratorium, whichever occurs first. Such further action shall be taken by resolution by the City Council accordingly. No applications pertaining to sales and use tax, amendments to the official zoning map, site development, liquor license, sign permit or building permit, any development permit, or renewal or transfer of any of the aforementioned shall be accepted for review by the City for the moratorium period as defined herein.

(ii) Repeal. Section 21.04.030(8) and subsections contained therein is repealed effective [DATE].

**ALL OTHER PROVISIONS OF CHAPTER 21.04 SECTION 030 SHALL REMAIN IN FULL FORCE AND EFFECT.**



## Grand Junction City Council

### Workshop Session

Item #1.c.

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**Meeting Date:** January 9, 2023  
**Presented By:** Ken Sherbenou, Parks and Recreation Director  
**Department:** Parks and Recreation  
**Submitted By:** Ken Sherbenou

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### Information

#### **SUBJECT:**

Orchard Mesa Recreational Amenity

#### **EXECUTIVE SUMMARY:**

Recognizing the need for additional recreational services in the Orchard Mesa area, and in alignment with the priorities set forth in the PROS Master Plan, staff would like direction on the concept of developing an indoor recreational amenity on Orchard Mesa: an indoor turf Field House. This amenity would expand recreational opportunities for Orchard Mesa residents while providing access to indoor space for turf sports and other uses currently lacking in the community.

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

The 2021 Parks, Recreation and Open Space Master Plan has identified the Orchard Mesa community as having a lower level of service. Dixon Park, a 4-acre Park used extensively for field sports was sold to a new owner recently who has closed off the park from public access.

To address this challenge of a lower level of service, the idea of an alternative recreational amenity on Orchard Mesa has surfaced. The trajectory of indoor recreational facility development in communities often includes first an indoor pool (which are usually phased out), followed by a multi-purpose indoor CRC, and then finally an indoor Field House to complement the CRC. Field Houses can offer a wide array of recreational amenities including, first and foremost, indoor turf for field sports such as soccer and lacrosse. Field Houses do not have an aquatic component. As such, they are less expensive to build and operate, and complement a multi-purpose CRC that is heavy on aquatics. Furthermore, field sports such as soccer and lacrosse, are on the rise with thousands of current participants in Grand Junction. There is a lack of indoor space for these users, which has worsened with the recent closure of the privately run Skyline Sports next to Sam's Club, 2522 Highway 6 and 50.

As shown in the PROS Master Plan, the pursuit of a Field House in Orchard Mesa fits the PROS Master Plan vision. Should Council provide direction to pursue this opportunity, the next step would be to engage with an architectural firm to conduct a planning process to include site selection, concept design and an operational plan. Several sites should be considered but there is one leading contender given an initial examination: Burkey Park South.

See the enclosed map with this agenda documentation for the location of this 9-acre undeveloped park. With close proximity to the Mesa County Fairgrounds and with the continued improvement and increasing utilization of the outdoor fields at Veterans Park (located at the Fairgrounds), synergy with other recreational components is possible. The Gunnison Bluffs trail system and the Old Spanish Trail is also connected to Burkey Park South. Mesa County is currently working on a Trails Master Plan to expand this trail network and connections. Finally, the land is owned by the City, and similar to Matchett, a facility would be owned and operated by the City.

The development of an indoor recreation facility would address a priority outlined in the PROS Master Plan and embarking on a planning process for this facility in Orchard Mesa would send a clear message about the City's commitment to serve this part of the Grand Junction community.

Attached to this agenda documentation is the GRASP (Georeferenced Amenities Standards Program) map showing current level of service community-wide and including Orchard Mesa as well as a map showing the Burkey Park South location.

**FISCAL IMPACT:**

This item has no fiscal impact at this time.

**SUGGESTED ACTION:**

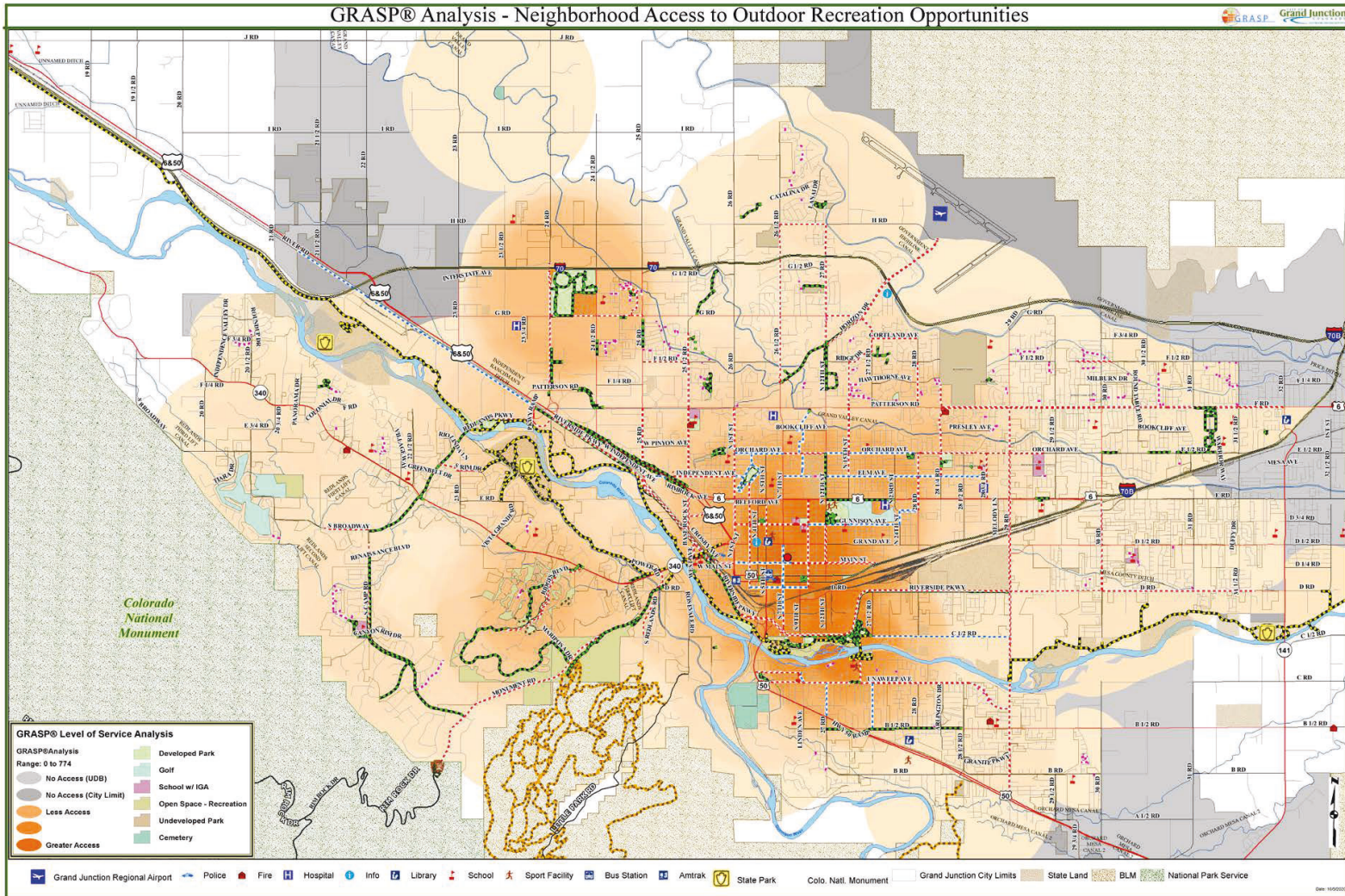
For discussion purposes only.

**Attachments**

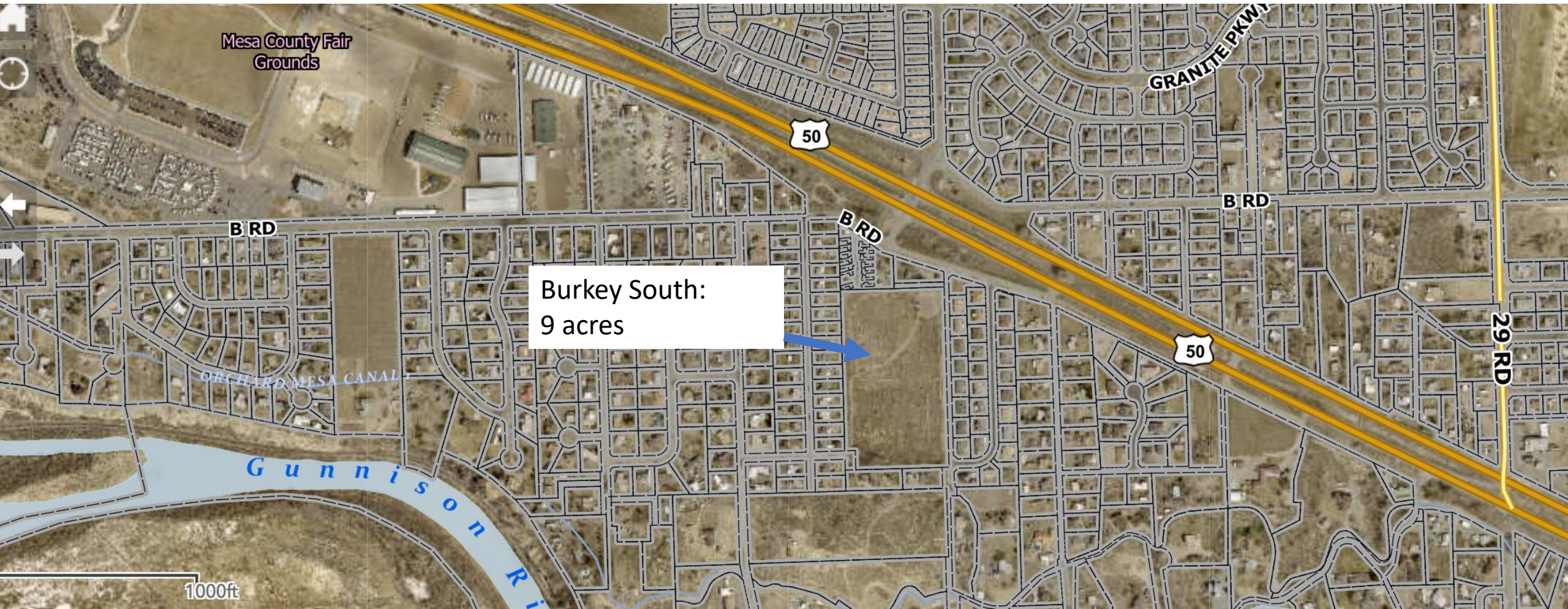
1. Orchard Mesa Rec Facility Concept Map Attachments for January 9th Council Workshop 7
2. Burkey South Location



Figure 9: Neighborhood Access to Outdoor Recreation  
 (Refer to Appendix C for the Outdoor Recreation List)







Mesa County Fair  
Grounds

GRANITE PKWY

50

B RD

B RD

B RD

Burkey South:  
9 acres

50

ORCHARD MESA CANAL

Gunnison River

29 RD

1000ft