

Grand Junction, Colorado
August 20, 1952

The City Council of the City of Grand Junction met in regular session at 7:30 o'clock, P.M. Councilmen present and answering roll call were Hanson, Severson, Harper, Colescott, Hoisington and President Ela. Councilman Walt was absent. Also present were City Manager Toyne, City Attorney Groves and City Clerk Tomlinson.

It was moved by Councilman Colescott and seconded by Councilman Hoisington that the minutes of the regular meeting held August 6th be approved as written. Motion carried.

ADVENTIST CHURCH REQUEST WITHDRAWN. It was reported that the Seventh Day Adventist Church had chosen a site outside of the City limits for the erection of this "ARMCO" building and had withdrawn their request.

DISCUSS STREET MEETING. The Young People's Group of the Bible Presbyterian Church have asked for permission to hold a street meeting Friday, August 22nd, at 7:30 P. M. by Brownson's on 4th and Main Street. City Attorney Groves reported that the Council had no authority to prohibit such a group from holding meetings nor could they grant permission for such meetings without an ordinance regulating same. It was moved by Councilman Harper and seconded by Councilman Hoisington that the City Attorney be instructed to get in touch with this group and suggest that they meet in a different location or to try to discourage such meetings on Main Street. Motion carried.

TO MAKE FURTHER INVESTIGATION ON "SNORKEL" DEPOSITORY. City Manager Toyne reported that in checking to see what income would be lost in removing three meters on 4th St. so that the United States Bank could install a Snorkel Sidewalk Depository, he found that the average weekly revenue would be approximately \$6.50 per week or a total for the year would be in the neighborhood of \$300 in income to the City. He stated he had discussed the matter with the First National Bank and at the present time, they were not particularly interested in installing a similar device but might be if their customers were to demand the same service as furnished by the United States Bank.

Some Councilmen reported that other businessmen had called inquiring whether they would be given similar privileges. It was moved by Councilman Severson and seconded by Councilman Hoisington that the City Manager be instructed to write letters to Colorado Springs and Denver and see what effect similar installations had had on other business houses and the traffic problems involved in those cities. Motion carried.

DISCUSS WHITMAN PARK FOR PARKING. Councilman Hanson brought up the matter of using a part of Whitman Park for a parking lot. This matter had been brought up several months before but nothing definite had been decided about taking over the park or a portion of it for parking. It was suggested that the City Manager and

Police Department check and see how many people actually used the park and whether or not one-half of the area might be sufficient for their use.

WATER BILL ADJUSTMENT. Leslie J. Crow, 548 Grand Ave., requested an adjustment in his water bill. There was a service line leak which did not surface for some time and his water consumption for the quarter ending August 1st was 113,600 gallons which amounted to \$24.09. A year ago, his consumption was 72,100 gallons and the bill was \$16.92.

It was moved by Councilman Harper and seconded by Councilman Hanson that Mr. Crowe's water bill be adjusted at \$16.92, the same as for the similar quarter in 1951. Roll was called on the motion with all Councilmen present voting "AYE." The President declared the motion carried.

CANCEL TAX SALE CERTIFICATES. There are several tax sale certificates outstanding covering property which the City has recently acquired for right of way for Elm Avenue from Dr. and Mrs. Waldapfel which should be cancelled.

It was moved by Councilman Hoisington and seconded by Councilman Harper that the following tax certificates be cancelled.

No. 51703	No. 50715
No. 51426 <input type="checkbox"/>	No. 50716 <input type="checkbox"/>
No. 51427 <input type="checkbox"/>	No. 50718 <input type="checkbox"/>
No. 51428 <input type="checkbox"/>	No. 50719 <input type="checkbox"/>
<input type="checkbox"/>	No. 50720 <input type="checkbox"/>

Roll was called on the motion with all members of the Council present voting "AYE." The President declared the motion carried.

DISCUSS CIVIL DEFENSE. Letters were read from Mr. Rex Rankin concerning Civil Defense. It had been suggested that Civil Defense in Mesa County be put on a part-time basis or dropped. Mr. Rankin had in mind someone who would take it over on a part-time basis. Mesa County had agreed to go along by paying \$150 a month towards such a program if the City would contribute a like amount.

Councilman Hanson and City Manager Toyne both suggested that State aid should be furnished before the City goes any further with Mutual Aid Headquarters as the program so far has been financed by the City with the help of Mesa County alone, the surrounding counties have not participated financially.

It was brought out that Mr. Rankin had done a very commendable job, but some of the Councilmen were of the opinion that until the Federal Government felt more need for Civil Defense, a full-time program might not be necessary in this area.

City Manager Toyne brought out the fact that the Federal Government has offices in Denver and the State also maintains a force of employees and that the two programs are not coordinated at the present time. It was moved by Councilman Hoisington and seconded by Councilman Hanson that the matter be tabled. Motion carried.

DISCUSS CITY LIABILITY & INSURANCE. City Attorney Groves made a report on a law which had recently been passed by the State Legislature showing who was liable in case of injury for the operation of vehicles owned by state, counties, municipalities or quasi-municipalities.

Some months ago the City Manager had prepared a report for the Council on all insurance matters including the cost of liability insurance for the City. He was requested to furnish the Council with copies of this report for their study before consideration of the 1953 budget.

ACCEPT & RELEASE C. M. TOYNE'S REPORT. City Manager Toyne had made a complete and comprehensive report on the finances of the City since he had been City Manager, and also a report of work which had been done.

It was moved by Councilman Harper and seconded by Councilman Hoisington that this report be accepted and made a part of the minutes; that the report be given to the public and released to the newspapers and radio stations. Motion carried. (See page 239 for full report)

HEALTH DEPARTMENT MEETING. Councilman Hanson reported that he had attended a meeting on the Health Department concerning the amount of money which the City contemplates furnishing the Mesa County Health Unit for the year 1953. The Committee was one which was appointed sometime ago and was made up of Mr. Boltz, School Dist. #51, Mr. Mayne, County Commissioners, and Mr. Walt, Mr. Toyne, and Mr. Hanson, representing the City of Grand Junction. He stated that when the Mesa County Health Unit submits their proposed budget for the year 1953, there will be another meeting of the Committee.

TABLE CHECK OFF LIST FOR UNION. A letter to President of the Council Ela from Mr. Stucker representing the Teamsters Local Union No. 6 concerning the check off system was read.

A new lengthy proposed contract had been submitted a few days previously but Mr. Groves, City Attorney, had not had a chance to render an opinion on whether the contract conformed to the Charter.

It was moved by Councilman Hanson and seconded by Councilman Harper that the matter of the check off be tabled until City Attorney Groves can render his opinion. Motion carried, with Councilman Colescott voting "NAY."

TO INVESTIGATE HALLENBECK PROPOSAL. City Manager Toyne was requested to get in touch with Mr. C. V. Hallenbeck and make an appointment for the Council to go up to his ranch and go over his property and see just what he has to offer in the way of water rights. Motion carried.

MORE TIME FOR CITY ATTORNEY ON LIABILITY PROBLEMS. City Attorney Groves reported that in considering liability in changes in sidewalk structures, he felt that he would like to have a little more time in order to consult other cities to see how they handle the liability problems connected therewith.

TRAILERS. He also stated that in considering problems caused by trailers parking on private property within the City, he had found there were no regulations on trailer camps and there was, contrary to opinions in the building department and other departments in the City, no ordinance which controlled unzoned property in the City.

It was moved by Councilman Harper and seconded by Councilman Hanson that the City Attorney be instructed to draw up ordinances covering both of these problems. Motion carried.

It was moved by Councilman Hoisington, duly seconded and carried that the meeting adjourn.

/s/Helen C. Tomlinson
CITY CLERK

CITY OF GRAND JUNCTION, COLORADO

MEMORANDUM

August 19, 1952

To: Honorable Members of The City Council City of Grand Junction, Colorado

From: W. D. Toyne, City Manager

Subject: FINANCING AND STREET REPAIRS

This memorandum relates to some of the problems and accomplishments of the City Administration since March 20, 1950, the date at which I became City Manager.

PROBLEMS

At the time of my appointment, a period of considerable spending by the City had just been concluded and it was desired, not only to live within a budget, but to avoid and increase in tax levy. However, many problems with which the City was then faced had not been brought to the attention of the Council and were to be discovered shortly thereafter by both the Council and City Manager. It may not be out of order to recall the problems then existing and their relationship to subsequent services rendered by the City, with particular reference to street repairs.

In the three years preceding my employment, the City had spent \$1,660,000.00 of borrowed funds, \$152,000.00 of federal grants and overdrafts of over \$43,000.00, or a total of \$1,855,000.00, for the Airport, City Hall, Stadia and Water Works construction and development. No additional mill levy had been, nor has been, made for the repayment of \$170,000.00 of this, expended for stadia and City Hall construction. Under the terms of pre-existing bonds, bond payments have been higher since 1949, with no additional levies provided. The result has been that from January 1, 1950, until this date \$58,283.82 interest and principal has been paid upon the City Hall and Stadia indebtedness from funds that in the past had been devoted to operating expenditures and, except for this condition, would have been devoted to current needs. While it was thought and stated by the City Council at the time of my appointment that there would be a surplus of \$10,000.00 on hand from the funds borrowed for City Hall, Stadia and Airport construction, when the bills from this completed work stopped coming in, there had been in fact an overexpenditure of \$43,880.31. This had to be, and has been, paid from normal maintenance funds.

Further, the extension of City services and pay increases to employees have constituted an added drain on operating funds.

Including increases in payments upon pre-existing bonds from January 1, 1950, to date, \$408,629.97 has been expended from current revenues, all of which could have been used for general operation and maintenance if conditions were as prevailed prior to 1950.

There follows some further illustrations of these inroads upon operating funds during the past two and a half years and to be expected in the future.

1. Ten years ago the City had a problem in the matter of paying assessment bonds coming due, as a great many property owners were defaulting on their annual assessment payments. In order to meet this situation, the Council grouped many of these issues into one major refunding issue of \$244,000.00, pledging a levy of up to one mill to pay the deficiencies on the bonds. However, the special levy has not been made, and, in lieu thereof, the City has been transferring funds from the general operating fund. In the past two and a half years \$32,500.00 has been transferred from the general revenues and paid upon this debt; but during 1947 only \$6,000.00 was set aside, in 1948 a like amount, and in 1949 there was none, or a total of \$12,000.00 in the three years prior to my appointment. Thus, during the current administration, faith

has been kept with bond purchasers and \$20,500.00 more has been transferred than was transferred over a similar period prior to 1950.

2. Changes and unfinished work at the Stadia, including wire fencing, parking lot, sidewalks and steps, have cost an additional \$3,000.00.

3. We have spent \$4,000.00 sinking rails at the wall along the Colorado River.

4. In 1950, the Recreation Department was given \$4,400.00 cash over and above its appropriation; in 1951, \$800.00; and in 1952 its budget was increased \$1,000.00. This means that a total of \$6,200.00 over and above the usual amount was given to the Recreation Department.

5. Additional right-of-way for North Avenue widening has cost \$4,765.84.

6. To eliminate part of an over-draft in the Equipment Fund, \$5,000.00 was transferred from the General Fund.

7. Needed improvements to the Golf Club House, deferred for several years, were authorized using an additional \$2,000.00 or more of the General Fund money.

8. Civil Defense has taken approximately \$2,500.00.

9. Salary increases effective January 1, 1951, for the years 1951 and 1952 will amount to an estimated cost of \$70,000.00, which automatically reduced our operation and maintenance program by a like amount.

10. On January 1, 1950, the City embarked upon a pension plan for all its employees (except the firemen and police who already had a pension plan.) This plan called for the City to match a 3% employee deduction. Current revenues have been used to pay the City's share which by the end of this budget year will approximate \$23,000.00.

11. Codification of the City Ordinances has cost to date approximately \$1,500.00 and this was not a budgeted item and there will still be some additional cost for this item.

12. Another non-budgeted item that we will face immediately is the deficiency in the intersection fund, which was pointed out during the consideration of the present budget. This deficiency will approximate \$7,000.00 and some department or departments will have to suffer deductions in a like amount.

13. During the years 1950, 1951 and 1952, we have operated a new City Hall, Stadia and Airport Terminal Building. The excess cost over operating the old facilities during the years 1947, 1948 and 1949 is conservatively estimated at \$25,000.00.

14. In the years 1950, 1951 and 1952, Water Works Bonds paid amounted to \$132,182.00 more than was paid in the years 1947, 1948 and 1949, and will continue to increase for sometime to come.

15. In 1952 the City will pay from its current revenues over \$176,000.00 for interest and bond retirement. More than fifty per cent of the Water Department's budget this year will be spent for interest and bond retirement, a rapid increase over prior years. For instance, in 1947 Water Works Bonds and interest paid amounted to \$42,861.00 contrasted with this year's payment of \$120,115.00. This will increase in 1954 to \$136,515.00, which will be in excess of three times the amount paid in 1947.

16. The City, just as everyone else, has been faced with increased cost of most materials and services over previous years.

In the operation of all levels of government, there is always a period of spending which of necessity must be followed by a period of strict economy and debt payment. In Grand Junction we are at the present time in the latter period of this well-established cycle. If the present City Administration had not been compelled to reduce current revenues for the items mentioned in this memorandum and had been given \$1,855,000.00 in extra cash, it would have had approximately \$2,220,000.00 extra to expend. With this amount of extra cash, this or any other City Administration could have made a much more impressive showing.

ACCOMPLISHMENTS

In spite of these problems, we have been able, not only to place the City in an excellent condition of solvency, but to carry on usual and even added services and maintenance. During the thirty-one months prior to August 1, 1952, as appears by the City Manager's monthly reports, our service departments have kept pace with or exceeded any similar period. In this period we have with our own forces accomplished the following:

1. Removed 98,368 cubic yards of rubbish from the alleys.
2. Swept, 6,834 curb miles of streets.
3. Flushed 5,683 miles of streets and alleys.
4. Graded 649 miles of dirt streets and alleys.
5. Installed 16,466 feet of cast iron water mains into new areas.
6. Installed 505 new water service lines.

7. Made 43,758 square yards of asphalt patches and, considering that some of the holes patched comprised an area of a fraction of a square yard, this is a lot of patching.

8. Overlaid or reconstructed 92,656 square yards of asphalt streets.

9. Removed the base dirt for the construction of 86,000 square yards of new paving.

10. Placed the base course for 86,000 square yards of new paving.

11. Mixed and placed 86,000 square yards of new asphalt surfacing.

12. Sealcoated in excess of 100,000 square yards of asphalt paving.

13. Paved and overlaid 54,115 square yards of runways at the Airport.

14. Sealcoated, sanded and chipped 40,000 square yard of runways.

15. Stabilized several hundreds of yards of runway base.

16. Construction of Paving Districts No. 48 and 49, except curb and gutters put in under contract.

The foregoing does not include considerable street repair since August 1, 1952, and other work since that date. Neither does the foregoing include Paving District #50 nor North Avenue, both of which were done by contract. These listed items embrace the work performed by the City's forces and the men in the various departments can be justly proud of this work. This listing does not in any way represent all of the various work projects during the period, but covers only the major items.

STREET REPAIR

The first budget that I presented to the Council in October, 1950, being the 1951 budget, was designed to start meeting many needs of the City that previously had not been met. This required an increase in mill levy, but when the Council concluded to leave it the same as in prior years, it was necessary to reduce the budget about \$275,000.00. This budget originally called for almost \$75,000.00 for construction and patching of paved streets. Before final adoption of the budget this item was reduced to \$30,250.00. Many other items were likewise reduced or eliminated.

Again with the Council's conclusion not to increase the mill levy, the 1952 budget adopted in the fall of 1951, provided for about the same amount for street repair.

Grand Junction has approximately sixty miles of streets and alleys that are surfaced with asphalt. A great percentage is laid on soil that has an extremely low-bearing power, especially when damp or wet, and with substantial irrigation of lawns

and parkings, it absorbs considerable underground moisture. A considerable yardage of this asphalt surfacing was laid on a gravel base of not more than three inches, hardly enough for the old Model T. Fords let alone trucks of 75,000 pounds capacity. A lot of this paving was laid fifteen to twenty years ago and then almost forgotten except for pot-hole patching. Had this paving been sealcoated every few years since its construction, its condition today would be much different. It is to be assumed that lack of adequate financing in years past has prevented the establishment of a sound maintenance policy just as exists today.

Asphalt surfacing is not and never has been considered as a permanent paving surface even when constructed in the most scientific manner and on a rigid base. Asphalt surfacing has very little load-carrying strength. It is nothing more than a riding surface and a water-proofer for the base that lies beneath. Most of Grand Junction's paving is not laid on a rigid base, but on a gravel base commonly referred to as a flexible base. After construction, if there occurs a compaction of the subsoil under the gravel base or the base course itself, the asphalt surface will depress under traffic to meet the base. When this occurs there is a market depression of the surface. If the asphalt surface has lost part or most of its natural life, cracking and chuckholes develop. Asphalt is merely a liquid to bind sand and rock together. When the life of the asphalt is spent, disintegration takes place. Asphalt, like human beings, has a life expectancy and the life expectancy of asphalt is far less than that of human beings.

To lay asphalt on the type of base used in Grand Junction and upon the kind of soil that exists in most parts of the City and expect it to last indefinitely with little or no maintenance is just WISHFULLY THINKING. Many paved streets in this City laid fifteen to twenty years ago have about lived their life expectancy, which naturally is no fault of the present City Administration. It is the result of the natural process of the life of asphalt gradually dying, coupled with the fact that it will break up faster when laid on a flexible base rather than on a rigid base.

With approximately sixty miles of asphalt streets and alleys, this City will have a major maintenance and reconstruction problem each year in the future. To expect this to be accomplished on a budget of approximately \$30,000.00 per year is also WISHFULLY THINKING. In the near future, when the Council gives consideration to next year's operation, it is hoped that further funds will be provided for a realistic street maintenance program.

CONCLUSION

There is no desire on my part to shift to the Council or any former officer of the City any responsibility that is properly mine. It should be stated that the Council has been faced with the impossible task on the one hand of meeting obligations, needed services and increased costs and, on the other hand, has been admirably possessed with a strong desire not to increase an already heavy tax burden. The Council has worked on and worried with these problems sincerely and diligently, and has known that, no matter what course it took, it would be subjected to criticism. Frankly, the

problems with which the Council has been and will be faced are more difficult than those of the City Manager. City Managers can be discharged and hired and can come and go, but the City must continue on and this or some Council must meet and solve the continuing legislative problems.

Having very much in mind the foregoing comments concerning the perplexing responsibilities of the Council and with the utmost respect for the ability and sincerity of each member of the City Council, I wish to direct attention to a couple of situations which have made the City Manager's role difficult. It is no secret that the principal reason for my selection for this job was that I had a record of operating under municipal budgets for thirty-five years and had stayed in the "Black" consistently. When I was selected for this position, in effect the instructions to me from the City Council were as follows:

Grand Junction must, beyond all things, stay within its budget, and we expect this of you. You have a "tight" budget for 1950 which we adopted last fall. The City must continue its services but, so handle your job that maximum municipal services are rendered, our debts are paid when due and, most important, do not have deficits.

When these instructions were given, as indicated earlier herein, neither the Council nor I knew that at that moment the City Hall, Stadia and Airport funds had been overexpended in excess of \$43,000.00, nor had any concept that the following three years would require over \$400,000.00 of normal operating fund to be expended for existing bills, debts, increased costs and added municipal services. However, with intensive research on the part of members of the City Council and the finest kind of cooperation of the Council with the City Manager, it can be stated that we have stayed in the black and that the tax levy has not been raised.

It has been the custom of Grand Junction for many years to budget 100 per cent of expected revenues without provision for any cushion for unexpected expenditures. The result has been that the City has been obliged to follow another habit of long standing; taking funds budgeted to one department to meet pressing requirements elsewhere. As distinct from the situation two and a half years ago, we now know every cent of liabilities that the City has incurred in the past and are in a much superior position to estimate and anticipate the future outlays for our regular municipal functions. It is most earnestly hoped that the 1953 budget shortly to be considered will be one which may be lived with and within fearlessly and without the necessity of "robbing Peter to pay Paul."

A separate report could be prepared, if desired, upon the comparative cost of services and tax levies of this and similar municipalities. It would show that cities with less taxes for municipal services either are not confronted with our per capita debt for past construction or simply are not rendering without additional fees such services to their citizens as are furnished in Grand Junction. Specifically, the City that is satisfied with the condition of all its streets is indeed a rare municipality.

Both you, as members of the City Council and I, as City Manager, are representatives and servants of the people of Grand Junction and all of us are charged with a public trust. A part of this trust is constantly to be mindful of suggestions and criticisms of each resident particularly because it is folly for any of us, and especially for me, to suggest that honest mistakes have not been made. However, with respect to recent comments that sufficient work has not been performed on street repair, attention must be directed to the fact that the sentiment expressed seems to be, not that too much money is being spent elsewhere, but simply that there ought to be more money expended on streets. So far as is known, there is no intelligent belief that those monies allotted to street repairs have been wasted. Fundamentally, the question with this or any other Council and with this or any other City Manager is, if there is to be more street repair, are other City functions to be curtailed or is there to be an increase in revenues? There must be one or the other.

In this report attention has been directed to the considerable amount of revenues devoted to debt payment. In this connection, it should also be borne in mind that good government is not necessarily measured by the amount of indebtedness it creates, but rather by what it is able to accomplish with the amount it does expend. That, in the larger sense, is the thought of all--Council members, other City officers and every citizen.