

STAFF REVIEW

FILE: #53-93

DATE: April 28, 1993

STAFF: Gerald Williams

REQUEST: Adoption of the Submittal Standards for Improvements and Development (SSID)

STAFF ANALYSIS:

The Purpose of SSID

The Zoning and Development Code appropriately establishes City policy and regulations regarding development in order to serve the public, but lacks definition and clarity regarding submittal standards and requirements. Needed is a separate document which presents in clear, concise terms what is required for various development applications, and what exactly the review agencies expected in various plans, reports, and other required items. Such a document should decode the Code by providing a "user-friendly" format to submittal standards and thereby remove uncertainty which may unnecessarily extend the approval process. Recognizing the need, this manual was prepared.

The Evolution of SSID

In the spring of 1992, apparent confusion or misunderstanding about which drawings, reports, or other information was necessary to properly review applications led to the preparation of interim engineering submittal checklists. Those checklists identified, per the Development Code, items that must be submitted as part of various applications. However, the items were identified by name only, and neither the checklists nor the Development Code provided adequate description regarding content and detail. As a further attempt to clarify not only submittal requirements, but submittal item standards as well, preparations began in late summer of 1992 to prepare a comprehensive document to replace Section 5-6 of the Development Code, which is entitled "Standards For Required Reports, Studies and Special Plans". Once embarked upon, the project mushroomed beyond the original scope, but continued to be driven by the ever-increasing evidence that the project was needed and heading in the right direction. The first draft was completed in October, 1992, and was reviewed by City Staff. The first draft contained most of the information now found in the current version; however, it was difficult to use, and not readily understood.

Efforts continued, with the primary objective being an end product that was not only comprehensive, but "user-friendly" as well. After several more drafts and in-house reviews, 55 copies were prepared and sent out March 12, 1993 for review. Reviewers included developers, home builders, realtors, architects, landscape architects, materials testing companies, surveyors, engineers, utility companies, special districts, and County representatives. Each recipient was asked to review the document and provide feedback. Furthermore, each recipient was invited and encouraged to attend one of eight special sessions where they would be given the opportunity to discuss the manual and voice concerns. Providing written comments or red-lining and returning a manual was strongly encouraged.

Public input was desired, sought, and partially obtained. Comments have been compiled into a single document with a City response to each issue. For the most part, the current form of the SSID manual addresses all applicable concerns, with one exception, which will be discussed hereafter.

The Proposed Use of SSID

It is the opinion of staff that the adoption and use of the SSID manual will assist the development process, removing much of current ambiguities. Once adopted, staff and public use of the manual over the first year will inevitably reveal many issues which should result in manual revision. At that time, additional public input and cooperation with the County will be sought, that the manual may improve, and that County and City requirements may be more consistent with each other.

The Irrigation Issue

The single issue raised in the review process that remains very controversial pertains to private, common irrigation systems for subdivisions. Such systems are not required by the City or for City approval, but if proposed, the question is, "Should the City review the design of such systems so that the public may be better served?"

In the past, private common systems were not reviewed by the City except those portions located within R.O.W. These systems have been installed, and for one reason or another, have not met the expectations of the homeowners. Problems may relate to inadequate water supply or conveyance facilities, inappropriate pumping facilities for the application, and often incorrect operation of the system and unrealistic expectations. Whatever the reasons, each year innumerable phone calls are made by unhappy citizens about irrigation -- calls to the City, the Grand Junction Drainage

District, the Grand Junction Water User's Association, and the Grand Valley Irrigation Company. None of these entities are responsible for the problems, nor are they in a position to help, despite frequent pleas. Also, Munro Supply, a major supplier of pumps and irrigations systems, has also received many calls to fix, repair, or replace systems which are not appropriate for the conditions, or to provide assistance on how to operate the system. Irrigation Systems Company has also received unnecessary complaints due to uneducated use or inappropriate expectations of an irrigation system.

The quantity of phone calls is a clear and unmistakable signal that a problem exists, and that the public wants better service.

Who then, is the responsible entity to correct the problem? Obviously, developers have a responsibility for the installation of adequate systems, but what then? What about operation and maintenance? What about the fact that time has indicated that the current mode of operation (i.e. non-involvement by a government entity at any stage) has allowed such problems to continue? If the problem has persisted while left only in the hands of the development community, could City involvement help? Should the City, as the primary reviewing agency of development, be involved in private systems? Would the establishment of design requirements and review by the City of proposed private, but common irrigation systems, be similar to the establishing municipal building codes and providing building plan review of private homes and buildings, in order to protect the interests of the public?

City staff has concluded that City involvement at the design and construction stage of common irrigation systems would be beneficial. As currently proposed in the SSID manual, if a developer chooses to install a common irrigation system, then the system must be designed and certified by a professional engineer, and should address applicable issues relating to water supply, usage, distribution, and appropriate pump selection. Furthermore, a brief operation guideline should be prepared by the designer/developer which discusses recommended system use, and basics of pump station operation. Once approved, the guidelines regarding limitations, use, and operation would become a part of the subdivision Covenants, Conditions, and Restrictions so that the information may be available to home buyers. This proposed process will hopefully not only provide a check on system designs, but also help educate the public so that systems may more likely be operated correctly, and unrealistic expectations may diminish. (See the SSID manual, pages IX-19 and X-12.)

If implemented as proposed, additional costs may be incurred initially by developers (and therefore homeowners) due to the expense of formalizing designs and calculations into a report. This is not a desirable situation, but it is felt by staff that the

alternative condition is less desirable, and often more costly in the long run.

Staff Recommendation

1. Staff recommends approval of the SSID Manual subject to changes addressed in the City response to review comments.
2. Staff recommends approval of City involvement in private common irrigation systems as currently presented in the SSID manual.

SSID MANUAL

PUBLIC REVIEW COMMENTS AND CITY RESPONSES

1. Comment: *Preface Use of the word "consultant" would be preferable to simply referencing engineer and/or consultant, surveyor, etc.*

Response: Where applicable, the wording will be changed.
2. Comment: *Page I-1 The Prologue is not cute, too negative, and too offensive, and should be removed from the manual.*

Response: The intent of the Prologue was simply to acknowledge in anecdotic form that the current information regarding application requirements is ambiguous (not only for the development community, but for City Staff as well). However, the Prologue will be removed.
3. Comment: *Page I-2 On paragraph 2, use bold print to emphasize the statement made therein that manuals are provided as a service to the public. Hopefully, this is not forgotten by City staff.*

Response: The sentence will be emphasized, and effort will continue to be made to provide manuals which are easy to use and understand, and yet are not so rigid that they become a disservice to the public.
4. Comment: *Page I-2 With reference to paragraphs 3-4, one enforcer is easier to monitor and respond to.*

Response: Both departments have enforcement responsibility. However, the City liaison with the developer is the assigned planner/project administrator from the Community Development Department through the design/application phase, and the Public Works Department during the construction phase. Release of improvement guarantees is done by the planner.
5. Comment: *Page II-1 The layout and use of the manual could and should be expounded upon more, perhaps in the preface, but if not, at least on page II-1. Otherwise, the manual appears formidable.*

Response: Will do.
6. Comment: *Page II-1 Sequentially, a preliminary major subdivision precedes a final major. Why is it reversed on page II-1? Also, why not categorize subdivision processes and non-subdivision processes to make it easier to find processes of interest.*

Response: The processes are placed in alphabetical order; hence, "Final" precedes Preliminary": As for the categorization, the manual was originally set up with separate categories of subdivision and non-subdivision processes and requirements. However, this resulted in much duplication, and even so, once a category was found, an item must be searched for within the

category. We decided that we might learn from dictionaries, encyclopedias, and phone books, which have long alphabetized enormous amounts of information, by which one may readily find what they are looking for. Once used a few times, we are confident that the alphabetical order will lend itself to rapid use.

7. Comment: Page II-2 What is the significance, if any, of the order of manuals listed? If a special order is not intended, perhaps they should be in alphabetical order, which will not place one before or above another in sequence or importance.
- Response: Will do.
8. Comment: Page II-2 Latest revision dates should be put on the manuals so that one may know if they have current manuals.
- Response: Will do. This is also a good idea for checklists and outlines in Sections IX and X.
9. Comment: Page II-4 Add definitions of Community Development, staff, and review agencies.
- Response: Will do.
10. Comment: Page III-1 Add definitions for the different development classifications.
- Response: This is part of the purpose of the Development Code, but perhaps this could be done in a brief manner to enhance the manual and yet not be too far outside the realm of its scope, nor result in too much duplication.
11. Comment: Page III-1 What classifies resubdivision versus something else?
- Response: We may add a brief description of the various applications.
12. Comment: Page III-1, 2, etc. Use of the name "Final Plan" is confusing. It sounds like a drawing, not a process.
- Response: We will consider a new name for the process. *Development?*
13. Comment: Page III-2 Showing the ODP only once, but using it for both the subdivision and non-subdivision processes is confusing.
- Response: We will clarify the chart by using two ODP boxes, one in the subdivision category, and one in the non-subdivision category.
14. Comment: Page III-2 There are times when the ODP should be required, particularly for phased projects.
- Response: We will consider this -- even now, the ODP process is often recommended at the pre-application conference. But currently, developers are allowed to go through the ODP process only if they want to.

15. Comment: Page III-2 "Staff" on this chart should not refer to review agencies. It would be better to reference them separately.
- Response: Will do.
16. Comment: Page III-7 Appeals on variances go to a district, not municipal court, don't they?
- Response: Yes -- this will be corrected.
17. Comment: Page IV-1 In paragraph D, add the word "alphabetically" between "classifications" and "listed below". This will help clarify the sequence presented for checklists.
- Response: Will do. (The same applies to page III-1, paragraph C.)
18. Comment: Page IV-1 Perhaps a statement should be added to recommend petitioner discussion of the project with the various review agencies prior to getting too far into the process.
- Response: Will do.
19. Comment: Pages IV-2 to 15 Could submittals be simplified by not having every recipient be given a packet which is unique in which items it contains? Perhaps there are two or three types of packets that could be defined, and a recipient would receive the type of packet which contains the items that best meets his/her needs.
- Response: The petitioners may, on their own, do this, but that which the submittal checklists identify for a recipient must be included in the packet. In other words, more may be included (and thrown away), but we will not require it.
20. Comment: Pages IV-4 to 15 On the submittal checklists, why not put all items having shaded circles (those that will be required for the application regardless of the specific project) placed together for easier reference?
- Response: The Submittal Checklists provided in the manual are only a guide to what will and what only may be required for a given application. Grouping shaded and open circles on these guideline checklists would not accomplish much because, during the pre-application conference, open circles may be filled in as required by the specific project (and that not in order), and other requirements may possibly be written in. Furthermore, the items are listed in the order we wish to receive and review them, when required. Also, the checklists will be prepared in triplicate format and filled out at the pre-application conference tailored to the specific job. The petitioner could highlight his/her own copy as desired to allow easier reading.
21. Comment: Pages IV-4 to 15 Note 3 on the submittal checklists should be more clear as to meaning.
- Response: Will revise.

22. Comment: Pages IV-4 to 15 Use the words "Reduction of" before "Assessors map" on the checklist, rather than put it only in Section VII where Assessors Maps are described.
- Response: Will do.
23. Comment: Pages IV-5-7, IX-2,3 Are there not times when a Landscape Plan may be required for subdivisions?
- Response: Yes, it could be. We will revise the appropriate pages to address this.
24. Comment: Page V-1 Listing Best Management Practices (BMP's) in paragraph A-2 seems out of place.
- Response: BMP's pertain to practices and facilities which mitigate wind and runoff erosion and water and air quantity. Practices do impact the overall quality of life of the surrounding neighborhood. For example, construction of a detention facility first, instead of last, with BMP facilities such as staked hay bales, may significantly reduce construction phase erosion, and consequently sedimentation at off-site areas. These practices, both features and procedures, should involve applicable inspections.
25. Comment: Page V-1 Paragraphs B, C, and D seem to be redundant.
- Response: We do not think so. Quality control is usually performed by the contractor as the developer's agent, and quality assurance is usually provided by the developer as a check on quality control. City inspection is neither of these.
26. Comment: Page V-1 Although contractors are typically responsible for quality control (and always are on City projects), where that responsibility lies is between the contractor and developer. It is the developer, not the contractor, that is responsible to the City to make sure that quality control (and assurance) is performed. This should be clarified.
- Response: Will clarify.
27. Comment: Page V-1 Current law requires that Quality Assurance be performed by a registered professional (which may be an agent to the developer). This should be clarified.
- Response: Will clarify.
28. Comment: Page V-2 The Construction Phase Submittal Chart should:
- 1) Provide the SSID reference for description of submittal items listed;
 - 2) Require City approval of construction drawings in step 1;
 - 3) Be more clear that approval by the City before proceeding with the next step is not required except before commencing steps 2 and 6; and

4) *Elaborate in note 1 on how the City will provide timely approvals.*

Response: Good comments. We will revise the chart to make it easier to use, work with, and not misunderstand. Also, see comments 29 and 81.

29. Comment: Page V-2 *Could steps 2, 3, 4, and 6 be combined together in terms of required submittals?*

Response: Yes. We are planning to revise the chart as follows:

Step 1 - Prior to any construction activity, construction drawings must be approved, a pre-construction notice provided, and permits, as appropriate, be obtained.

Step 2 - Grading, street rough-cut, drainage and utilities construction, sub-grade preparation, base course placement, and concrete installation may proceed. Prior to Step 3, all of the submittal items shown on the draft SSID Steps 2 through 6 will be required and must have City approval except submittal of the Construction Report: Concrete Placement. Note that the flowline grade sheets and revised asphalt design (if necessary), must be submitted and approved.

Step 3 - Asphalt paving and installation of traffic control facilities, monumentation, and permanent on-site bench marks (subdivisions only) may proceed, followed by submittals as indicated by the draft SSID, steps 7 and 8.

30. Comment: Page VI-2 *AutoCad disks are the property of the consultant/client, and not the City. Why are they being asked for?*

Response: The City simply desires to use them for importing information to the City's Graphic Information System (GIS) file. These disk files obviously cannot be "sealed" or "stamped"; therefore, there is no liability involved. Disks for copying can be furnished by the City. We note, however, that the word "shall" is used, which will be changed. The City only asks for them to simplify preparing GIS files.

31. Comment: Page VI-2 *Submittal of red-lined as-builts before finals has not been required before. Perhaps this should only be a suggested step.*

Response: It is an allowed step. It allows the developer to quickly provide information for review prior to paving, without being held up while more formal as-built drawings are being prepared. We will clarify.

32. Comment: Page VI-3 *Can miscellaneous non-drawing/report items that can be copied on 8½" X 11" paper, be stapled or bound together for convenience?*

- Response: Yes, but they should appear in the order listed in the Submittal Checklist.
33. Comment: Page VII-1 The word "avigation" is used. Shouldn't this be "aviation" instead?
- Response: Avigation is a word, and it includes all flying objects, not just those traditionally associated with aircraft, and is the preferred word by the City attorney.
34. Comment: Page VII-2 The definition of easement discusses dedication to the City or other appropriate agency, yet typically utility easements outside of road rights-of-way are for public utilities not owned by the City.
- Response: The definition provides for dedication to the City or other appropriate agency. If a utility provider requires separate or additional dedication, such is not disallowed by the definition.
35. Comment: Page VII-3 We should consider citing appropriate regulations for permit requirements.
- Response: We do not have control over the permit requirements. If we were to include them in the SSID manual, then we would be obligated to somehow keep the manual current with changes made by others. In other words, such an approach would likely result in our City manual becoming outdated without our knowledge. We prefer to avoid that problem.
36. Comment: Page VII-4 If the 404 permit is required, then I thought the Floodplain permit is not. If so, you might want to state it.
- Response: A project could potentially require both. However, specific project requirements are discussed at the pre-application conference.
37. Comment: Page VII-4 It may be beneficial to indicate that the NPDES is a new regulation.
- Response: Yes. It became a federal and state requirement effective October 1, 1992. We will add this information.
38. Comment: Page VII-5 In the past, a permit for work within public R.O.W. pertained only to where street, curb, gutter, or sidewalk is impacted. Is this suggesting a change to include all R.O.W.?
- Response: No. We will clarify.
39. Comment: Page VIII-1 In paragraph G, the Global Positioning System (GPS) is referenced. Several comments were received that this was unnecessary, expensive, and unjustifiable. Another comment favored the requirement, suggesting that it is not excessive, and is a move in the right direction.

- Response: Use of GPS will not be required. It was initially required here and on drawing checklists in Section IX as well. In subsequent drafts, the latter areas were changed to read "Section aliquot corners", and this page should have been and will be revised to read the same.
40. Comment: Page VIII-2 In paragraphs "M" and "N", use of City drafting symbols, line weights, and abbreviations are recommended, but not required. On the next page, under paragraph "5", this is not clear, and the titles of pages VIII-4 through VIII-10 use the word "standard". This is not only inconsistent, but requiring the public to use such rigidly prescribed drafting "standards" is inappropriate.
- Response: Paragraphs "M" and "N" describe our actual intent; that is, to only recommend what are or will be "standards" for the City. We do not intend to impose them upon the public. We consider the "Graphic Standards" to be standards, and the City "Drafting Standards" to be only recommendations to the public; therefore we will use a different word and otherwise clarify this issue.
41. Comment: Page VIII-2 The draft SSID requires use of USGS elevations for all proposed development. Is that necessary?
- Response: We will revise the SSID so that the requirement for USGS datum will only be effective when public facilities (other than driveways or sidewalks) are involved.
42. Comment: Page VIII-2 There is no mention of sealed as-builts which are currently required. Also, mylars are not sealed.
- Response: We will add information regarding sealed prints of as-built drawings.
43. Comment: Pages VIII-4 to 9 The pen size heading is incorrect.
- Response: True. This and other heading (and title) problems will be corrected.
44. Comment: Pages VIII-4 to 9 On the drafting "standards", "continuous" is often listed, but the symbol shown is dashed.
- Response: The line type name will be corrected.
45. Comment: Pages IX-2-4, & elsewhere As-built drawings are required for most facilities -- why not landscaping?
- Response: The City has not required this in the past, but it may not be a bad idea. It will be considered, but for now, it is not required.
46. Comment: Page IX-19 Add to the feature items for the Irrigation System Design Map: "Show route of supply from the headgate to the development" and "show route of return flow water from the development to a named natural wash, river, (or drain).

- Response: Will do. (Note: Concerning this drawing as a requirement, see comment 55.)
47. Comment: Page X-all Outlines look fine if they are intended as a guide to information requested, and the intent is not to impose a rigid outline.
- Response: We agree. We will clarify our intent.
48. Comment: Page X-12 Add to the Irrigation System Design Report, after the words "supply source" in "A" the words "canal or lateral, and gate number."
- Response: Will do. (Note: Concerning this report as a requirement, see comment 55.)
49. Comment: Page X-12 Since the purpose of "E System Operation Guidelines" is to provide the homeowner information about the irrigation system, it should also appear in the C.C. & R.'s.
- Response: Excellent idea. This will be noted in the narrative about C.C. & R.'s. (Note: Concerning this report as a requirement, see comment 55.)
50. Comment: Page X-13 & 14 When will the City require environmental reports? Also, these are rarely submitted to CDH unless cleanup is required.
- Response: We do not intend to be responsible for alleviating lender fears regarding site problems, nor be responsible for letting a developer know if a site should be investigated. However, if we happen to be aware of potential problems, then we will suggest or require preparation of the reports. Submittal of reports to CDH is not required unless there is a problem which requires correcting prior to development.
51. Comment: Policy For small sites, perhaps it would be better to pay a drainage fee in lieu of providing a drainage report, ponding, and metering devices. That way, money currently spent on questionable practices could be used to construct bona-fide public storm drainage facilities. Another related public comment regarding this is the question of whether the City should risk liability by knowingly allowing an increase in runoff.
- Response: Under certain circumstances, such a course of action may be desirable, in which case it would be well to allow the option of paying the fee in lieu of current practices. A draft ordinance has been prepared regarding this, with the fee based upon acreage and proposed runoff coefficient. It may be ready for City Council consideration at the May 19, 1993 public hearing, or soon thereafter.
52. Comment: Policy The first working day of the month concept, with a rigid 30-day cycle with fixed starting and ending dates, is not an ideal process. Why not allow submittals to come in at any time and begin the cycle then?

Response: The suggested procedure is similar to the County's, where a hearing is guaranteed in so many days. Unfortunately, this often results in a hearing before review comments are back, and tabling of the application. The process may not be the best, and we are actively trying to improve the process, but for now, until we are given or come upon a better solution, we will keep the current one.

53. Comment: Policy Preliminary major subdivision applications go before the Planning Commission and are reviewed regarding the concept, land use, etc., which are Planning Commission issues. Subsequent final major subdivision applications are technical and detailed in nature, are beyond the concept/land use stage, and should not go to Planning Commission. It sets up another "cycle" that wastes time, and results in issues being discussed in a hearing not suited for such. (Nearly a universal comment from the development community.)

Response: City staff agrees. We are in the process of preparing a recommendation that final major subdivisions require only an administrative review.

54. Comment: Policy Could the Planning Commission meet twice per month, so that "cycles" missed only cost a developer two weeks, instead of four?

Response: That issue will be considered as part of current review of the application process.

55. Comment: Policy/SSID IX-19, X-12 (This is the most controversial topic. Regarding irrigation systems, should the City be involved?)

From the development community -- Is it not an education issue over unrealistic expectations, rather than a regulation issue? Should the City be a reviewer? The City should stay out of the irrigation business. The City does not: supply irrigation water; operate or maintain the systems; control user activities; accept responsibility for problems, nor ever become the owner of the systems. Therefore, other than in matters of public safety (e.g. electrical and plumbing code enforcement), the City should keep out of the irrigation business.

From business and agencies -- Everything asked for in the outline portion of the Irrigation System Report is reasonable and necessary to design a system, but be careful to not impose too rigid of regulations, which do not always make for a better job. Also, the criteria is too restrictive about map graphics and format. Allow latitude in design. We support the report and map checklist, and definitely feel it is a positive start in the right direction. It will help to inform the public about system use and about unrealistic expectations. It will result in reduced problems which, unfortunately, reflect back upon the supplier. It will hopefully reduce incoming phone calls. Since unregulated and sometimes unprofessional planning and construction of irrigation systems to serve subdivision and other suburban development has often produced very unsatisfactory results, it seems that an effort to overcome irrigation system plans

by a qualified competent local government engineer or technical expert would be a step in the right direction.

Response:

In the past, private common systems were not reviewed by the City except those portions located within R.O.W. These systems have been installed, and for one reason or another, have not met the expectations of the homeowners. Problems may relate to inadequate water supply or conveyance facilities, inappropriate pumping facilities for the application, and often incorrect operation of the system and unrealistic expectations. Whatever the reasons, each year innumerable phone calls are made by unhappy citizens about irrigation -- calls to the City, the Grand Junction Drainage District, the Grand Junction Water User's Association, and the Grand Valley Irrigation Company. None of these entities are responsible for the problems, nor are they in a position to help, despite frequent pleas. Also, Munro Supply, a major supplier of pumps and irrigations systems, has also received many calls to fix, repair, or replace systems which are not appropriate for the conditions, or to provide assistance on how to operate the system. Irrigation Systems Company has also received unnecessary complaints due to uneducated use or inappropriate expectations of an irrigation system.

The quantity of phone calls is a clear and unmistakable signal that a problem exists, and that the public wants better service.

Who then, is the responsible entity to correct the problem? Obviously, developers have a responsibility for the installation of adequate systems, but what then? What about operation and maintenance? What about the fact that time has indicated that the current mode of operation (i.e. non-involvement by a government entity at any stage) has allowed such problems to continue? If the problem has persisted while left only in the hands of the development community, could City involvement help? Should the City, as the primary reviewing agency of development, be involved in private systems? Would the establishment of design requirements and review by the City of proposed private, but common irrigation systems, be similar to the establishment of municipal building codes and providing building plan review of private homes and buildings, in order to protect the interests of the public?

City staff has concluded that City involvement at the design and construction stage of common irrigation systems would be beneficial. As currently proposed in the SSID manual, if a developer chooses to install a common irrigation system, then the system must be designed and certified by a registered professional (see comment 57), and should address applicable issues relating to water supply, usage, distribution, and appropriate pump selection. Furthermore, a brief operation guideline should be prepared by the designer/developer which discusses recommended system use, and basics of pump station operation. Once approved, the guidelines regarding limitations, use, and operation would become a part of the subdivision Covenants, Conditions, and Restrictions so that the information may be available to home buyers. This proposed process will hopefully not only provide a check on system designs, but also help educate the public so that systems may more likely be operated correctly, and unrealistic expectations may diminish. (See the SSID manual, pages IX-19 and X-12.)

If implemented as proposed, additional costs may be incurred initially by developers (and therefore homeowners) due to the expense of formalizing designs and calculations into a report. This is not a desirable situation, but it is felt by staff that the alternative condition is less desirable, and often more costly in the long run.

Staff recommends approval of City involvement in private common irrigation systems as currently presented in the SSID manual.

56. Comment: Policy The Grand Junction Drainage District is very interested in the review and permanent record of irrigation systems in developments within the boundaries of the Drainage District. There are presently no known records on many systems. Why not have the City be keeper of such records as part of the review and approval process? Once the developer's engineer signs off on the construction, where does any lot owner go to find out the basis for design decisions when one portion of the system must be modified? Once a system is piped, an individual cannot "walk the ditch" to find the headgate. All underground systems need some record of where they are -- as constructed drawings -- not just plans. Ties to above ground, visible improvements such as power poles and fire hydrants and permanent survey markers would be good. Records which affect public agencies must be accessible. A copy of the design calculations, the supply and waste water routing, and the as-constructed drawings on file with a public agency is little to ask.

Response: If the SSID manual is approved with irrigation involvement per the draft copy, then the City would obtain as-built information, which record would be available. Then, regardless of whether or not the developer or consultant is no longer available or known, a record is had.

57. Comment: Policy While support is given for irrigation system design approval by the City, it is suggested that not just registered professionals, but Landscape Architects from Accredited Landscape Architecture programs and Irrigation Association (IA) certified Irrigation Designers as well.

Response: In follow-up conversations, we learned that Landscape Architects currently are not registered by the state, but have irrigation system training, with systems as large and complex as those used by golf courses. Also, one certified by IA also has demonstrated knowledge in the design of irrigation systems.

We do not have a problem adding graduate landscape architects to the list of accepted designees of irrigation systems. As for the other certification, we have called Larry Keelson in Denver regarding it, and more information is being submitted for our review.

58. Comment: Policy The City and County should combine their planning/application process, or at least make them the same or similar.

Response: Efforts have begun and will continue towards having at least requirements and standards be similar, which may take a year

before much visible progress is made. However, two entities may not agree to have the same processes, and it is unlikely that the two systems will merge for development review. It will be considered in our current review of the application process.

59. Comment: Policy The Improvements Guarantee is a major problem. Unless the subdivision is built, one cannot record a plat without the guarantee, but one may hardly get a guarantee without a recorded plat.

Response: We will pass this one on to the City Attorney.

60. Comment: Policy There is not enough time in the process to do everything. Five weeks may be enough, but six would be more ideal. Starting with the first of the month for submittal, and pushing back the Planning Commission meeting would help. (Another suggested the same only leave the P.C. meeting as it is, and move the submittal date earlier.)

Response: We agree, the time allowed is too short. We are investigating possibilities.

61. Comment: Policy Why not allow up to ten lots in a minor subdivision?

Response: We will discuss it.

62. Comment: Policy We would like an initial review for "completeness" with a few days grace period for submitting items that may be missing.

Response: This is being considered, along with other process issues.

63. Comment: Policy If petitioner response would only have to be written, one week may be adequate time to respond, but if drawings are to be changed, two weeks are required. But currently, we have only one week at best.

Response: Again, we are working on this.

64. Comment: Policy The City and County should combine their planning/application process, or at least make them the same or similar. (This was nearly a universal comment.)

Response: Efforts have begun and will continue towards having at least requirements and standards be similar, which may take a year before much visible progress is made. However, two entities may not agree to have the same processes, and it is unlikely that the two systems will merge for development review. It will be considered in our current review of the application process.

65. Comment: Policy Why have every "i" dotted and "t" crossed before the Planning Commission meeting? Must their hearing be preceded by fine-tuning of details? Is not their appropriate role more limited to concept, use, zoning, and other "big picture" items such as access, etc.?

- Response: To be discussed. Currently, the directive staff is given is to try to ensure that plans and reports are complete for the most part.
66. Comment: Policy Some places have a "fast track" review/approval process, which allows a developer the option to pay an additional fee and receive priority review status, and sometimes other special attention. Could this be a possibility here?
- Response: This would have to be discussed as part of current efforts to review and improve/streamline current processes. No changes in policy, if any, would be proposed at this time.
67. Comment: Policy The County has recently implemented a new site plan review process. Perhaps we should look at it for ideas, and together obtain a common process.
- Response: This will be done during the course of the next year.
68. Comment: Policy In some areas, a "certification for consultants" is provided by a community, county, or even state (Virginia), where consultants must attend a course regarding submittal standards prior to being allowed to submit to that agency. While we may not be ready for this now, it is something to keep in the back of your mind.
- Response: Improved manuals which are clear and understandable should perform equally well, save taxpayer money, and not be so offensive. It is not our intent to implement such an option.
69. Comment: Policy The City should combine Planning and Engineering under one Development Group with one effective manager. The Planning Commission should be abolished, or be assigned as an advisory group to Development to recommend general criteria and guidelines. It is not a forum for public castigation.
- Response: Certainly the purpose of hearings is not for public castigation, which would be inappropriate. Planning and Engineering, both here and many places elsewhere, used to be under the same department. However, most places now have a separation. The merits of the two organizational procedures, and the other suggestions, will be discussed by the development process review team.
70. Comment: General There is concern about the City's image of developers. Developers work hard, trying to make a living by providing a service to the public.
- Response: None required.
71. Comment: General It would be very helpful if the developer would bring the consultant to the pre-application conference.
- Response: Agreed -- we try to encourage that.

72. Comment: General If a project is on the agenda and not pulled prior to the commencement of the meeting, the petitioner ought to be given a chance to speak, rather than be denied the opportunity.
- Response: The Planning Commission members will receive this comment.
73. Comment: General The 0.5-inch vertical tolerance for sewerlines seems too restrictive, particularly if slopes remain above minimum.
- Response: Typically, the City has reviewed sewerline as-built information more with respect to the as-built slope than whether or not it is within 0.5-inch of design grades. It is our intent to re-write the specifications, and remove reference to the 0.5-inch, and refer instead to conformance with minimum allowed slopes.
74. Comment: General Utility companies felt that while it would be nice to see information regarding all proposed development, the paper load does not permit it. Consequently, on very small projects, such as in-fill development, perhaps they could be skipped as a reviewing agency.
- Response: This will be addressed on a case-by-case basis by City staff in the pre-application conference. Please let us know, utility companies, if we are screening too much or not enough.
75. Comment: General There was concern about liability when existing utilities are not located as shown, and during the course of construction, drilling, or performing other work, such facilities are damaged.
- Response: Each person performing work is responsible to call for utility locates. Regretfully, this may result in scheduling problems; nonetheless, that is the proper course of action.
76. Comment: General Developers should be encouraged to meet with the public and affected neighbors before public hearings.
- Response: Agreed. Professional developers are aware of the value of consent building, and most already do this. As for once-in-a-lifetime petitioners, we try to encourage them at the pre-application conference to meet with potentially affected interests.
77. Comment: General While the city focus on drainage is certainly a significant issue, it continues to disturb me that we have a tax-supported group, Grand Junction Drainage District, that does not appear to interact in this area. When the City moves to fill what they consider a necessary function, it soon becomes their responsibility, as opposed to some other entity which may have the responsibility in both their charter and budget. To the extent possible, I recommend that the City require the Drainage District to deal with drainage.
- Response: The City and GJDD have a long-standing cooperation with each other, understand each other's missions and charters, and have coordinated drainage efforts. Projects often involve

GJDD drains and City facilities and/or areas of jurisdiction; hence the involvement of both parties. Both agencies have and will receive this comment, which will be considered as we continue efforts to better serve public interests together and separately.

78. Comment: General It appears that while some streamlining is accomplished in the submittal process (per the draft SSID manual), more specific requirements are imposed, which will only add unnecessarily to the cost of building within the City limits.

Response: Our intent was to clarify what is required, and to streamline, simplify, or eliminate as much as possible to alleviate unnecessary burden. On the other hand, we felt that in some cases additional information may be beneficial or necessary. While there is a trade-off, we believe that after the learning/adjusting curve is experienced, the net result of the proposed manual will be less trouble and cost for the developer -- but of course, time will tell. We also note, moreover, that not all items will be required, or if required, necessary at the full extent specified in the manual. The manual outlines what would normally be the maximum extent asked for, but through the pre-application conference, and of course the design process, some items will understandably be not applicable.

79. Comment: General I believe the community would be better served by a City staff which worked on maintaining and improving the infrastructure, and providing a database for design of extensions to the water, sewer, and street systems, rather than concentrating on the drafting symbols, line weight, and how drawings are folded or rolled when submitted for review.

Response: Limited staff must be responsible for both the positive municipal projects mentioned and development review. If development plans are submitted using graphics which clearly identify and distinguish between existing and proposed facilities, and indicate the full scope of development, then less time is required in review, and consequently, less taxpayer dollars go into City staff. As for how materials are submitted, the same concept applies. If submitted in order, they may be processed quicker. If drawings are folded for those using files, or rolled for those using plan holders, and rolled so that they stay open when unrolled, all these are a help. Certainly if the requested format of submittals was so complicated or peculiar so as to cost taxpayers more due to submittal preparation than it would for staff and agency review, then we have gone too far, but we do not think we have approached that threshold by simply requesting the courtesy of a few small time-saving and convenience measures. (Reference is made to page VI-3 and Section VIII.)

80. Comment: General There is far too much engineering time required for small developments in both design, reports, drawings, and intermediate certifications. This is commensurate with major construction projects, not installation of street and lot services.

Response: The entire barometer should not necessarily be based upon time -- project feasibility will consider that; but also what is necessary to properly design and review a proposed project. It is no surprise that what we are proposing for review is consistent with that required in other urbanized areas -- time and experience has indicated that such submittals are necessary. And like most processes, familiarity and experience and the subsequent systematic design and preparation of required submittal items will substantially reduce current effort -- for design and our review.

81. Comment: General The intermediate approval steps delay construction and raise costs through multiple mobilizations or standby time, rescheduling delays with subcontractors, and suppliers. The City should hire more inspectors with authority to approve in the field instead of directing every decision through City Hall. Learn from the County.

Response: The construction phase approval charts will be revised as discussed in comments 28 and 29. As for more City inspectors, we have hired a part-time inspector to be involved with developer-installed improvements, who will assist with, but not be responsible for, City approval of work. We repeat what is stated on page V-1 of the SSID manual, that City inspection is not intended to be quality control or quality assurance.

82. Comment: General Seals or stamps should only be required on the final construction drawings approved by the City. The approved drawings should be stamped by both the design engineer and the development engineer, since the latter is interpreting conformance with specifications. Surveyors should stamp as-builts, since they do the final measurements.

Response: We will revise the SSID manual to indicate that only plats or construction drawings which are ready for City approval must be stamped and sealed. Also, construction drawings will be required to have a signature block for City Public Works Department approval, which will not be signed until sealed drawings are submitted.

Moreover, unsealed plats and construction drawings could be stamped "Preliminary" or "Preliminary - not approved for construction", "For Review Only", or with a similar message.

The comment regarding the development engineer's seal on the drawings is not taken literally -- obviously an entity exempt from stamping their own designs would not and should not accept responsibility for someone else's design over which there was no direct "control" or "direction" of work, which happens to be the legal requirement. It is assumed that the comment made pertains to the last sentence, implying that having an engineer stamp as-builts which for the most part present additional information which is surveyor-supplied, is like having the development engineer stamp another consultant's work.

Regardless of the intent, we acknowledge that various projects or phases thereof may appropriately be certified by various licensed professionals. Exact requirements, which will likely involve the introduction of phrases attached to

the certification, will be investigated by City staff, with information forthcoming.

83. Comment: General The City should encourage responsible land use and development, not strangle growth with layers of requirements which add unpredictable costs and burden raw land with development expenses far beyond the construction of improvements.

Response: The comment does not provide any specific information regarding what is perceived as being unnecessary requirements. Staff is not opposed to eliminating unnecessary procedures or requirements, but specifics, not generalities, must be brought to our attention.

GRAND JUNCTION DRAINAGE DIST.

722 23 ROAD P.O. BOX 55246 GRAND JUNCTION, CO 81505
(303) 242-4343

May 13, 1993

Larry Timm, Community Development Director
Jim Shanks, Public Works Director
City of Grand Junction
250 North 5th Street
Grand Junction, CO 81501

Re: SSID Manual

Gentlemen:

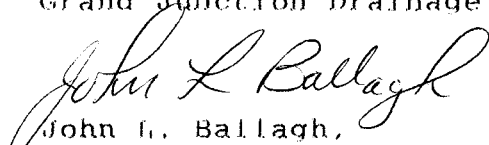
The Drainage District is still very interested in the irrigation system question in new subdivisions and developments. There is a need of a way for private property owners to access information concerning a "system" that is important to their property.

The argument of the City keeping out of what is a private system is hard to refute. It is understandable that a City department holding the official copy of some as-built drawings of a private irrigation system could be dragged into a responsibility role. That is not the idea. The idea is only to have some place that a private property owner can go and get a copy or piece of information concerning the irrigation system in a specific neighborhood.

Perhaps a neutral plan holder such as the County Clerk and Recorder is an alternative. Almost any document can be recorded. There used to be a "ditch plat" book within the Clerk's office. If a set of as-builts was placed of public record then access to those pages could be through the Clerk's office, Title Companies, and all other private sector companies who purchase information from the County Clerk. The City might be removed from the position of explaining the irrigation system plans, design, construction, or operation because the City was not the holder & source of the documents. If a single property owner or a whole development wanted information on that private irrigation system then they could contact the designer whose name should probably be required on the documents.

Sincerely,

Grand Junction Drainage District



John H. Ballagh,
Manager

STAFF REVIEW

FILE: #53-93(2)
DATE: July 26, 1994
STAFF: Kathy Portner
REQUEST: Revisions to SSID Manual

APPLICANT: City of Grand Junction

STAFF ANALYSIS:

The Submittal Standards for Improvements and Development (SSID) Manual was adopted by the City Council in June of 1993. As the document was used it was anticipated that amendments would need to be made based on feedback from the development community and City staff. At this time staff is proposing two substantive changes to the document, one is to add a requirement for all as-built drawings and final plats to be submitted on a computer disk and the other is allowing future changes to the document by Council resolution. Other non-substantive changes have been made to the manual involving changes to the Submittal Checklists. Those changes have been only to add or delete review agencies and items that may be required for development review. The Submittal Checklists are used only as a guide. Checklists are tailored for the specific proposal at the time of the pre-application conference.

The proposed requirement for all as-built and final plat information to be submitted on a computer disk is to aid in the building of the City's computer mapping system. All such information is currently entered into the system by City staff. By requiring the disk, the information can simply be loaded into the system, greatly reducing City staff time. Virtually all companies doing engineering and consulting work now have computer capabilities. Mesa County recently passed a similar requirement.

As with other technical documents adopted by the City, staff is proposing that future changes to the SSID Manual be passed by Council resolution rather than ordinance. This greatly speeds up the process of adoption and would allow improvements to the document to be implemented much sooner.

STAFF RECOMMENDATION:

Staff recommends approval.

RECOMMENDED PLANNING COMMISSION MOTION:

Mr. Chairman, on item #53-93(2), Amendments to the SSID Manual, I move we forward this onto City Council with a recommendation of approval.

DRAWING STANDARDS CHECKLIST

FINAL PLAT

ITEM	GRAPHIC STANDARDS	OK	NA
SECTION VIII	A Scale: 1" = 20', 30', 40', 50', or 100'		
	B Drawing size: 24" x 36"		
	D Notation: All non-construction text, and also construction notation for all primary features		
	G Horizontal control: Subdivisions and all public utilities (final drawings) tied to Section aliquot corners		
	I Orientation and north arrow		
	J Stamped and sealed drawings by registered professional competent in the work		
	K Title block with names, titles, preparation and revision dates		
	M Legend of symbols used		
	N List of abbreviations used		
	P Multiple sheets provided with overall graphical key and match lines		
	R Neatness and legibility		

ITEM	FEATURES	OK	NA
PLATTING ITEMS	1 Plat conforms to City Code and State Law		
	2 Complete monumentation shown		
	3 Identify all parcels, tracts, ROWs, and easements		
	4 Dedicate all common tracts; identify purpose, use and owners		
	5 Dedicate and identify use of all ROWs, easements, and public tracts		
	6 All blocks and lots numbered consecutively		
	7 Public streets named		
	8 Complete horizontal control for all boundaries		
	9 Lengths shown to 0.01 foot, angles and bearings to seconds of an arc		
	10 Legal description		
	11 Lot building setbacks		
	12 Space for notarized signatures		
	13 Provide acreages of all individual lots, tracts, ROW, and also total area to 0.01 acres		
	14 Provide with the plat a computerized printout of external property boundaries and closure		
	15 Space for approval signatures by City Manager and Mayor		
	16 Space for approval signatures by County Clerk and Recorder		
	17 <i>All information on a 3 1/2" disk suitable for use with a personal computer in format compatible with DEX or DWG files shall be submitted prior to recording the plat</i>		

COMMENTS

construction drawings. These shall be submitted individually folded except final plats, which may be submitted with construction drawings.

b. Construction Drawings Drawing Cover Sheets, Grading and Stormwater Management Plans, Plan and Profile drawings, Roadway cross-section sheets, Detail drawings, Landscape Plans, and Site Plans fit into the category of construction drawings. Format shall be as follows:

- 1) Submittals to Engineering shall be as a set in a roll;
- 2) Submittals to Community Development shall be folded and stapled together as a set (if 10 sheets or less), or individually folded (if more than 10 sheets); and
- 3) For review agencies other than City Engineering and Community Development, site plans shall be folded individually.

4. As-Built Sketches These red-lined prints of the approved plans may be submitted to Engineering in advance of As-built Drawings to allow for quick preparation, review, and approval, and thereby expedite the construction process. These shall be individually folded.

5. Record As-Built Drawings As-built drawing prints shall be submitted rolled for review. Once approved, final as-built drawing submittal shall consist of sealed prints and unsealed mylars. Submittal of disks of AutoCad files, ~~when available, would be appreciated~~ *is required* for use in importing information into the City's Graphic Information System (GIS) file.

C. FORMAT CHECKLIST The following Format Checklist is provided as an aid in preparing applications for submittal.