TOWN BOARD WORK SESSION

January 18, 2021 - 6:00 PM
Town Board Chambers, 301 Walnut Street, Windsor, CO 80550
Please click this URL to join. https://windsorgov.zoom.us/j/91801816221
OR join by telephone at (888) 788-0099 or (877) 853-5247
Webinar ID:918 0181 6221

***GOAL* of this Work Session is to have the Town Board receive information on topics of Town business from the Town Manager, Town Attorney and Town staff in order to exchange ideas and opinions regarding these topics.**

Members of the Public in attendance virtually are asked to be recognized by the Mayor before participating in any discussions of the Town Board

AGENDA

1. Windsor Housing Authority Golden Meadows Development Update
2. Impact Fee Overview and Update Process - Ian D. McCargar, Town Attorney, John Thornhill, Community Development Director, Eric Lucas, Director of Public Services, Scott Ballstadt, Director of Planning, Tara Fotsch, Deputy Director of Parks, Recreation & Culture, Leif Lesoing, Water Resource Administrator
3. Future Meetings Agenda

The Town of Windsor will make reasonable accommodations for access to Town services, programs, and activities and will make special communication arrangements for persons with disabilities. Please call (970) 674-2400 by noon on the Thursday prior to the meeting to make arrangements.

MEMORANDUM

Date: January 18, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Windsor Housing Authority
Re: Golden Meadows Development Update
Item #: 1.

ATTACHMENTS:

- Golden Meadows Presentation
- Resolution No. 2019-82

Golden Meadows Senior Apartments

WINDSOR HOUSING AUTHORITY

GOLDEN MEADOWS

MASTER PLAN


WORKSHOP8

Sources & Uses

Source	
Perm Mortgage	3,400,000
Tax Credit Equity	12,283,772
State Division of Housing	1,040,000
Department of Local Affairs	642,480
Town Fee Waivers	651,839
WHA Land Note	500,000
Deferred Developer Fee	477,334
Total	18,995,425

Uses	
Land	747,860
Construction & Site Work	13,262,756
Architect & engineering	546,000
Financing & Legal	2,256,959
Inspections, Studies & Tax Credit Fees	346,850
Developer Fees	1,655,000
Project Reserves	180,000
Total	18,995,425

TOWN OF WINDSOR

RESOLUTION NO. 2019-82

A RESOLUTION OF THE WINDSOR TOWN BOARD IN FAVOR OF THE EFFORTS OF THE WINDSOR HOUSING AUTHORITY IN SEEKING FINANCIAL SUPPORT FROM THE COLORADO HOUSING AND FINANCE AUTHORITY WITH RESPECT TO A SENIOR HOUSING PROJECT PROPOSED FOR A LOCATION WITHIN THE TOWN OF WINDSOR, COLORADO, AND SPECIFYING THE FINANCIAL SUPPORT AVAILABLE IN CONJUNCTION THEREWITH

WHEREAS, the Town of Windsor ("Town") is a Colorado home rule municipality with all powers and authority provided by Colorado law; and

WHEREAS, the Windsor Housing Authority ("WHA") is a Local Housing Authority as defined in Title 29, Article 4, Part 2 of the Colorado Revised Statutes; and

WHEREAS, the WHA has undertaken extensive study and effort for the purpose of bringing to Windsor a 90-unit high-quality senior housing development planned to be built in three phases and located at the corner of Weld County Road 15 and Guardian Drive ("Golden Meadows Facility"); and

WHEREAS, the WHA has represented that the proposed budget for all three phases of the Golden Meadows Facility is approximately $19,189,828.00; and

WHEREAS, the WHA has requested that the Town consider waivers of its customary development fees to reduce the overall project cost of the Golden Meadows Facility; and

WHEREAS, the Town has previously supported the WHA's efforts at bringing workforce housing development to Windsor through development fee waivers similar to those requested by the WHA for the Golden Meadows Facility; and

WHEREAS, the Town Board has expressed its support for the development of housing options for all economic and demographic strata within the community, including housing options for elderly persons who wish to reside in Windsor; and

WHEREAS, the WHA intends to apply to the Colorado Housing Finance Authority ("CHFA") for approval of tax credits needed to finance construction of the Golden Meadows Facility; and

WHEREAS, the Town Board wishes to express its support and conditional commitment of development fee waivers to assist the WHA with its appeal to CHFA.

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN BOARD OF THE TOWN OF WINDSOR, COLORADO, AS FOLLOWS:

1. The Windsor Town Board supports in full the efforts of the Windsor Housing Authority in seeking tax credits through the Colorado Housing Finance Authority for the construction of the Golden Meadows Facility proposed for the intersection of Weld County Road 15 and Guardian Drive in Windsor, Colorado.

2. Upon approval of the CHFA tax credits, the Town Manager is authorized to approve the following development fee and use tax waivers:

• Town Administrative Fee:	Approximately $12,600.00;
• Water Plant Investment Fee:	Approximately $130,284.00;
• Sanitary Sewer Plant Investment Fee:	Approximately $60,984.00;
• Parks, Trails & Open Space Fee:	Approximately $286,936.00;
• Storm Drainage New Basin User Fee:	Approximately $21,529.00; and
• Road Impact Fee:	Approximately 139,516.00.
GRAND TOTAL	**Not to exceed approximately $651,839.00**

3. Nothing herein shall be deemed a multiple fiscal year obligation, and all future years' waivers shall be subject to annual appropriation for any funds needed to account for any enterprise fund fee waivers as described above.

4. Nothing herein shall be construed to bind any future Town Board's legislative and fiscal powers.

Upon motion duly made, seconded and carried, the foregoing Resolution was adopted this 25th day of November, 2019.

TOWN OF WINDSOR, COLORADO

By: Kristie Melendez
Kristie Melendez, Mayor

ATTEST:

Krystal Eucker, Town Clerk

[Seal]

MEMORANDUM

Date: January 18, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Scott Ballstadt, Director of Planning, et al
Re: Impact Fee Overview and Update Process
Item #: 2.

Background / Discussion:

The various impact fees that the Town assesses with the issuance of building permits have been adopted by separate ordinances at various times over the years and, as a result, they have come to be periodically reviewed and updated separately as well. The purpose of this memo is to provide Town Board with an overview the Town's adopted impact fees, the purposes for which they can be used, and the respective processes by which each fee is updated. Staff will also be prepared to discuss the potential for unifying the timing of annual update processes so that future fee updates can be considered collectively and with a comprehensive understanding of the overall fee structure.

Impact fees, generally.
Beginning in the 1980's, the authority for governments to legislatively assess fees as a condition of development approval has been judicially and legislatively confirmed. The caselaw is built around constitutional due process and equal protection concepts to assure that developers are not assessed costs for pre-existing deficits in public infrastructure, and are only assessed for new capital facilities costs necessitated by new development. Impact fees cannot be used to fund the general costs of government, such as maintenance and repairs to existing infrastructure.

Colorado's impact fee statutes are found in Title 29, Article 20 of the Colorado Revised Statutes. § 29-20-104.5, C.R.S., specifically allows local governments to legislatively impose impact fees to fund new capital facilities needed to serve new development. The fees must be generally applicable to a broad class of property, and quantified to charge new development at a level no more than as is necessary to defray new capital facility costs directly related to the proposed development.

The key terms here are "new capital facilities", "directly related", "generally applicable", and "quantified". Impact fees are collected to defray the costs of capital facilities made directly necessary by development; impact fees cannot be used to make up for existing deficiencies in levels of service. The fees must be applied uniformly to similar classes of property and development; we must not stray from collecting fees from project to project. Quantification of the fee structure must be derived from competent fiscal analysis, such as third-party studies, well-informed internal studies, and must not exceed projected capital costs identified in the studies.

The Town's various impact fees (including stormwater drainage fees, water service plant investment fees and sanitary sewer plant investment fees) are all built in accordance with these statutory requirements.

Infrastructure fees, distinguished.
In *Bloom vs. City of Fort Collins* (1989), the Colorado Supreme Court approved of a fee structure distinct from impact fees on new development. The Fort Collins fee was intended to fund the costs of infrastructure maintenance, and was to be assessed based on a street frontage formula with different levels for commercial and residential lots. The court first determined that the fee was not a new tax prohibited under TABOR. The court then concluded that, so long as the fee was rationally calculated to defray infrastructure maintenance costs and actually expended for that purpose, the fee could be imposed, collected and disposed of as established. Interestingly, the City of Fort Collins never did follow through with its fee after the case was decided.

The *Bloom* case sets up a model distinct from statutory impact fees. *Bloom* provided the legal basis for the fee structure approved by Windsor to defray the cost of improvements to the I-25/Highway 392 Interchange. Although the *Bloom* fee was intended to be an ongoing source of infrastructure maintenance revenue, the I-25/392 fees were a one-

time assessment quantified to compensate for the benefits of an improved intersection to nearby property owners.

Road Impact Fees

The Town adopted Windsor's first road impact fees in 2001 with Ordinance No. 2001-1092. The purpose of the ordinance is to establish a system for the imposition of road impact fees within the Town to assure that new development contributes its proportionate share of the cost of providing, and benefits from the provision of, road capital improvements to the Town's road network. Fees that are collected are used for projects that expand the capacity of the Town's road network, or to reimburse developers for eligible improvements they make to expand capacity of the Town's road network.

Comprehensive Review and Update

Road impact fees are based upon the Roadway Improvement Plan. Based upon Section 17-15-100 of the Municipal Code, the Town determines whether any comprehensive updates are necessary approximately every five years. The last comprehensive update was completed in 2017 (see attached), and the Roadway Improvement Plan is now part of the Transportation Master Plan (TMP) that was adopted in 2020. The Town has typically budgeted for consulting services to assist with these comprehensive updates, particularly public outreach and technical analysis and fee calculations. The TMP was recently completed at a cost of $150K.

Sec. 17-15-100. - Review every five years.
(a) At least once every five (5) years, the Road Impact Fee Administrator shall recommend to the Town Board whether any changes should be made to the Road Impact Fee Study and this Article. The purpose of this review is to analyze the effects of inflation on actual costs, to assess potential changes in needs, to assess any changes in the characteristics of land uses and to ensure that the road impact fees will not exceed a proportionate share.

Annual Review for Inflation

In addition to periodic review and updates to the plans, Section 17-15-100(b) of the Municipal Code also requires the Town to perform an annual review of the Road Impact Fee Table and make adjustments to account for inflation based on the most recent 2 year annual data calculations of Q2 Colorado Construction Cost Index (CCCI):

Sec. 17-15-100.
(b) In each year during which a comprehensive update is not performed, the fee schedule shall be adjusted to account for construction cost inflation, pursuant to the provisions of this Section. The Road Impact Fee Administrator shall calculate adjustments to the road impact fee rates by multiplying them by a ratio, the numerator of which is the most recently available two-year moving average of the annual Colorado Construction Cost Index by the Colorado Department of Transportation, and the denominator of which is the same index for a period one (1) year earlier than the numerator. The adjusted fee schedule shall become effective upon and in accordance with the approval thereof by the Town Board. The Road Impact Fee Administrator shall make the adjusted impact fee schedule publicly available.

The Road Impact Fee table found in Section 17-15-50 of the Municipal Code identifies fees based upon land use (residential, commercial, industrial, etc.) and most of those fees are assessed based upon square footage proposed in a building permit application. The annual inflationary adjustments are completed by staff and are intended to keep fees current between the comprehensive updates to the TMP.

Sec. 17-15-50(c)(1) Road Impact Fee Table

Land Use Type	Unit	Fee/Unit
Single-family detached	Dwelling	$4,361
Multi-family	Dwelling	$2,768
Mobile Home Park	Site	$1,313
Retail/Commercial	1,000 sq. ft.	$5,768
Office	1,000 sq. ft.	$5,311
Public/Institutional	1,000 sq. ft.	$3,220
Industrial	1,000 sq. ft.	$2,291
Warehouse	1,000 sq. ft.	$2,135
Mini-Warehouse	1,000 sq. ft.	$1,499

Oil and Gas Well	Wellhead	$2,399
Land Use Type	**Unit**	**Fee/Unit**

Drainage Fees

Section 13-3-50 of the Municipal Code established a New Growth Basin Impact Fee and Monthly Basin User Fee.

Sec. 13-3-50. - New Growth Basin Impact Fee and Monthly Basin User Fee established.
(a) The Town Board hereby establishes a New Growth Basin Impact Fee and a Monthly Basin User Fee to be paid by the owners of developed property in the Town.
(b) The New Growth Basin Impact Fee shall be collected prior to the issuance of any building permit or, in the event construction is undertaken and no building permit is required, upon commencement of construction. Any change in the amount of the New Growth Basin Impact Fee shall be effective only as to property that has not paid the fee in full prior to any subsequent modification of the New Growth Basin Impact Fee. After the collection of the New Growth Basin Impact Fee as to a particular property, the amount of the fee for that property shall not be increased, except in the case where additions, expansion or redevelopment of the property results in an increase in impervious surface in excess of three-hundred-fifty (350) square feet, in which case the fee for that property shall be increased only to reflect the increased impervious surface. Except as otherwise provided in this Article regarding additions or expansion of developed property, a New Growth Basin Impact Fee shall not be assessed against any property for which any stormwater drainage plant investment fee has been paid pursuant to any previous ordinance in effect prior to the effective date of the ordinance codified herein.
(c) Any change in the New Growth Basin Impact Fee as calculated by the ordinance codified herein shall be effective for all property to be developed within the Town and shall be calculated by the formula set forth below. The Monthly Basin User Fee as calculated pursuant to this Article shall be effective for all developed property within the Town and shall be collected by the formula set forth below.

Section 13-3-80 of the Municipal Code requires the Town to perform a periodic, annual, five and ten-year reviews of rates to consider necessary adjustments:

Sec. 13-3-80. - Periodic Reviews; Annual Reviews, Five-Year Reviews, Ten-Year Reviews.
The Town Board shall periodically review the rates established by this Ordinance and, by subsequent ordinance, shall consider adjustments to those rates as may be necessary to accomplish the purpose and intent of this Article and the Drainage Master Plan. Such adjustment shall be based upon a revision of the estimates of the cost of the construction and maintenance of such facilities and the rate at which revenue therefor is received by the Town.
At a minimum, the following reviews shall be conducted:
(a) The New Growth Basin Impact Fee shall be adjusted annually to account for construction cost inflation. The adjustment shall be accomplished by multiplying the New Growth Impact Fee by a ratio, the numerator of which is the most recently available two-year moving average of the annual Colorado Construction Cost Index by the Colorado Department of Transportation, and the denominator of which is the same index for a period one (1) year earlier than the numerator. The adjusted fee schedule shall become effective upon and in accordance with the approval thereof by the Town Board. The adjusted New Growth Basin Impact Fee shall be published upon adoption.
(b) The Monthly Basin User Fee shall be adjusted annually to account for consumer cost inflation. The adjustment shall be accomplished by multiplying the Monthly Basin User Fee by a ratio, the numerator of which is the most recently available one-year average Consumer Price Index for the Denver-Boulder area, and the denominator of which is the same index for a period one (1) year earlier than the numerator. The adjusted fee schedule shall become effective upon and in accordance with the approval thereof by the Town Board. The adjusted Monthly Basin User Fee shall be published upon adoption.
(c) Every five (5) years, beginning in 2022, the findings and assumptions set forth in the Drainage Master Plan for future development and stormwater drainage facilities needed to address them shall be reviewed. Any adjustments in these findings and assumptions, and any resulting modifications to the fees established herein, shall become effective upon adoption by the Town Board by ordinance.
(d) The Drainage Master Plan, and all subsequently-adopted stormwater master drainage plan updates, shall be reviewed and updated every ten (10) years. Any such future updates, and any resulting modifications to the fees as recommended therein, shall become effective upon adoption by the Town Board.
Prior to making any fee adjustments, the Town Board shall seek recommendations from the Town Manager, the Director of Engineering and the Director of Finance.

Parks Fees

The Town requires developers to pay park development fees to provide high quality parks in the Town, ensuring that "future growth pays its way", as described in the code language below. The Town last completed a land dedication and development fee study in 2004, based in part on a 2003 Parks and Recreation Masterplan. The only increases that

have occurred were related to the annual adjustments that occur based on an agreed upon construction index. The Town hired a consultant (GreenPlay), who is completing a fee study that will be presented to the Board in the coming months.

Chapter 17, Article XVIII of the Municipal Code addresses Park, Open Space and Trail Fees, Dedications and Reservations. Section 17-18-60 established the park and trail development fee:

Sec. 17-18-60. - Park and trail development fee.
(a) There is hereby established a Park and Trail Development Fee, which shall be imposed pursuant to the provisions of this Article for the purpose of funding capital facilities related to the provision of community parks and recreational trails in accordance with (i) the 2016 Town of Windsor, Colorado, Parks, Recreation and Culture Master Plan and (ii) the Town's current Trails Master Plan and any cost analysis to be prepared at the direction of the Director of Parks, Recreation and Culture in association therewith. All fees collected pursuant to this Article shall be expended for the acquisition of community park land, construction of developed community parks, acquisition of easements for trails, and development of trails. This Park and Trail Development Fee is designed to address the need for such capital facilities brought about by development and is separate and distinct from the impact fees otherwise addressed by this Article and other provisions of this Code. Such fee shall be due and payable upon the issuance of every building permit and shall initially be established at five thousand two hundred thirteen dollars ($5,213.00) per dwelling unit, subject to annual adjustment as provided in Section 17-18-100 below.
(b) No Park and Trail Development Fee funds shall be used for the maintenance, improvement or redevelopment of existing capital facilities. These fees shall be segregated, credited and deposited into a special fund and shall not be transferred therefrom except to pay for the expenses directly attributable to the acquisition of community park land, construction of developed community parks, acquisition of easements for trails, and development of trails as addressed herein. These fees shall not be used for general or other governmental or proprietary purposes of the Town except to pay for the equitable share of the cost of accounting and management thereof.

Section 17-18-100 requires the Town to adjust these fees annually for inflation:

Sec. 17-18-100. - Annual adjustment of fees, costs and land valuation.
The fees established by this Article shall be adjusted annually to reflect the effects of inflation. Commencing on January 1, 2019, and on January 1 of each following year, unless the fees herein established are otherwise revised or replaced, such amounts set forth in this Article shall be adjusted for inflation by multiplying them by a ratio, the numerator of which is the most recently available two-year moving average of the annual Colorado Construction Cost Index by the Colorado Department of Transportation, and the denominator of which is the same index for a period one (1) year earlier than the numerator. The adjusted fee schedule shall be maintained by the Director of Parks, Recreation and Culture and made publicly-available upon request.

Raw Water and/or Water/Sewer Tap Fees
Water and Sewer plant investment fees are one-time development fees collected to pay for growth related capital expansion costs of: water supply, storage, and water and sewer transmission, treatment and distribution facilities.

Sec 13-1-10 Sewer Fees (Sewer PIF)
A onetime charge to connect sewer service to finance growth portion of system capacity. The fee is calculated annually through the Sewer rate model.

Sec. 13-2-70 Water plant investment fee (PIF)
Any applicant desiring to take and use water from the water utility of the Town shall pay a water plant investment fee for each individual service pursuant to the schedule of fees set forth herein. Such fees shall be paid in full prior to the time water is used for any purpose.
Sec. 13-2-80 Grant of water rights required.
(a) All premises requesting original water service from the Town shall furnish to the Town, without cost to the Town, water rights in the following amounts:
(1) Single-family residential with separate non-potable irrigation system: 0.25 AF, which includes appropriate factors for treatment system losses, distribution system losses, contractual assessments and drought protection;
(2) Multi-family with separate non-potable irrigation system: 0.15 AF per dwelling unit, which includes appropriate factors for treatment system losses, distribution system losses, contractual assessments and drought protection;
(3) Single-family without separate non-potable irrigation system: 0.50 AF per residence, which includes appropriate factors for treatment system losses, distribution system losses, contractual assessments and

drought protection;
(4) Multi-family without non-potable irrigation system: 0.15 AF per dwelling unit, plus 3 AF per acre of irrigated landscape.
(b) The water rights dedication requirements for all zoning districts other than those listed in sub-section (a) above shall be reviewed and determined by the Town Engineer as specific development plans are proposed. The basis of water dedication requirements shall be the anticipated annual water usage of the development as initially proposed.
(c) The water rights dedication requirements for all zoning districts other than those listed in sub-section (a) above shall be based upon the initial intended use and shall be satisfied one (1) time only for each annexation, subdivision, sub-development and parcel of land, except that if the initial intended use is later increased, the owner of such tract shall furnish such additional water as shall be determined by the Town to be due on account of such different use.
(d) The water requirements herein shall be satisfied by water rights deemed acceptable to the Town. Such water rights shall be transferred to the Town in accordance with the applicable subdivision or site development improvements agreement and, in the case of cash paid in lieu of required raw water dedication, at the time that the request for building permit approval is presented to the Town for approval.(e)In no case shall the fact that a portion of any tract or lot was served previously with water from the Town water utility excuse the furnishing of additional water rights when new water service is requested for other portions of said tract or lot. In the event the present owner or owners of any existing tract or lot sells, conveys or otherwise permits a portion or portions of such tract or lot to be used for building purposes, additional water rights shall be dedicated for such portion or portions in the amount or amounts determined by the Town to be applicable thereto. ***The Town may in its sole discretion accept cash in lieu of water rights dedication. The amount of cash in lieu of water rights payment shall be determined in the sole discretion of the Town.***

Raw water is required for water service and is dedicated through cash in lieu. Cash in lieu of water rights payment shall be determined in the sole discretion of the Town (Sec 13-2-80(d)). Historically, the Town based cash in lieu on the market price of Colorado Big Thompson (C-BT) units. Recently, the cost of C-BT units has risen exponentially. Starting in 2020, the Town switched the cash in lieu methodology to the Water Rate model based on needs for the development of the Northern Integrated Supply Project (NISP). The current cash in lieu fee for an acre-foot of raw water is $58,300. Starting in February 2021, the fee will increase to $61,800 per acre-foot of raw water.

ATTACHMENTS:

- Example Building Permits with Fees
- Town of Windsor Road Impact Fee History
- 2017 Road Impact Fee Update

Town of Windsor

301 Walnut Street, Windsor, CO 80550

(970) 674-2400 Fax (970) 674-2456

Detached Single Family

20WIN-00687

For Inspections: (866) 671-1036

Date Issued:	05/29/2020	Property Owner:	Windmill Homes
Expiration Date:	4/26/2021	Mailing Address:	1760 Broad Street Units E and F
Job Site Address:	267 Hillspire, Windsor, CO 80550		Milliken, CO 80543
Category:	Residential New	Phone:	(970) 652-1051
Permit Type:	Detached Single Family	Email:	jmould@mywindmillhomes.com
Valuation:	$274,368.68		

Description of Work:

NEW RANCH STYLE SINGLE FAMILY RESIDENCE ON AN UNFINISHED BASEMENT.
MASTER PLAN: Copper
BLDG HT: 20.5'
WATER SUPPLY: TOWN OF WINDSOR

LOT SF - 8250. Open space okay @ 4810 +/- SF. Drainage fee based upon 8250 x $0.2206 x 0.40 = $727.98

Subdivision: Greenspire
Parcel ID:
Filing:
Lot: 4
Block: 4
Total Sq Ft: 4632.0000

Required Setbacks:			
North: 20	South: 10	East: 5	West: 5
Actual Setbacks:			
North: 21	South: 31	East: 8.5	West: 8.5

Contractors:

Primary	Windmill Homes, (970) 587-6966
Electric	Limelight Electric, (000) 000-0000
Plumbing	Master Plumbing Solutions, (970) 402-0270
Mechanical	Unique Heating & A/C Inc, (720) 338-0902

Fee Items	**Amount**
Building Permit Fee	$1,973.75
Construction Meter	$57.50
Residential Electrical Fee	$230.00
Plan Review Fee (Same As)	$45.00
Community Center Use Tax .2%	$274.37
CRC Expansion Use Tax .75%	$1,028.88
Windsor Use Tax 3%	$4,115.53
Road Impact (Enter Amount)	$4,361.00
Drainage Fee	$727.98
Park and Trail Development Fee	$5,785.00
Water Meter and Yoke	$465.00
Water Plant Investment Fee	$5,781.00
Sewer Plant Investment Fee	$4,400.00
Admin Fee	$747.31
Total Fees:	$29,992.32

NOTICE

The applicant, his agents and employees of, shall comply with all the rules, regulations and requirements of the Town Zoning Regulations and Building Codes governing all aspects of the above proposed work for which the permit is granted. The Town or its agents are authorized to order the immediate cessation of construction at anytime a violation of the codes or regulations appears to have occurred. Violation of any of the codes of regulations applicable may result in the revocation of this permit. Buildings MUST conform with submitted and approved plans. Any changes of plans or layout must be approved prior to the changes being made. Any change in the use or occupancy must be approved prior to commencement of construction.

Construction not commenced within 180 days of permit issuance voids this permit. Cessation of work for periods of 180 continuous days shall also void this permit. Permits are not transferable. SafeBuilt, Inc and the Town of Windsor are not liable for workmanship.

Signature of Applicant/Date	Building Department Signature/Date

MUST BE POSTED ON JOB SITE

Town of Windsor

301 Walnut Street, Windsor, CO 80550

(970) 674-2400 Fax (970) 674-2456

Detached Single Family

20WIN-01911

For Inspections: (866) 671-1036

Date Issued:	12/08/2020
Expiration Date:	6/6/2021
Job Site Address:	1959 RAINDROP DR, WINDSOR, CO 80550
Category:	Residential New
Permit Type:	Detached Single Family
Valuation:	$324,400.60

Property Owner:	DR Horton, Inc
Mailing Address:	9555 S Kingston Court Suite 200 Englewood, CO 80112
Phone:	(720) 256-6899
Email:	maheiliger@drhorton.com

Description of Work:

SFD # X451 elevation B enhanced, full basement, oversized 2 car garage, covered patio, fireplace, a/c

Rocky Ridge is providing the raw water for Raindance. The meter yoke, water and sewer tap fees will be included on the building permit and paid by the builder. Minimum lot area is 4,000 sq. ft. and minimum on-lot open space is 30%. Lot SF-6527. Required open space is 2628.90 sq ft. Open Space ok @ 4564 SF (Lot size – Lot Coverage = Open Space). Drainage fee based upon (enter lot sq. footage) x .2206 x .40 = $575.94. (Any lots 6,000 sf and larger, the RIF is .40 and any lots smaller than 6,000 sf the RIF is .45)

Subdivision:	RAINDANCE
Parcel ID:	
Filing:	2
Lot:	13
Block:	13
Total Sq Ft:	4244.0000

Required Setbacks:

Actual Setbacks:

North: 41.4	South: 22	East: 6.7	West: 6.6

Contractors:

Primary	Melody Homes Inc DBA D.R. Horton, (303) 754-3249
Electric	ELECTRIC CONTRACTORS INC, (303) 469-5615
Mechanical	Four Seasons, (970) 000-0000
Plumbing	Kimbel Mechanical, (479) 756-1099

Fee Items	**Amount**
Building Permit Fee	$2,253.75
Construction Meter	$57.50
Residential Electrical Fee	$287.50
Plan Review Fee (Same As)	$45.00
Community Center Use Tax .2%	$324.40
CRC Expansion Use Tax .75%	$1,216.50
Windsor Use Tax 3%	$4,866.01
Road Impact (Enter Amount)	$4,361.00
Drainage Fee	$575.94
Raindance Community Park	$1,460.00
Water Meter and Yoke	$465.00
Water Plant Investment Fee	$5,781.00
Sewer Plant Investment Fee	$4,400.00
Admin Fee	$793.67
Total Fees:	$26,887.27

NOTICE

The applicant, his agents and employees of, shall comply with all the rules, regulations and requirements of the Town Zoning Regulations and Building Codes governing all aspects of the above proposed work for which the permit is granted. The Town or its agents are authorized to order the immediate cessation of construction at anytime a violation of the codes or regulations appears to have occurred. Violation of any of the codes of regulations applicable may result in the revocation of this permit. Buildings MUST conform with submitted and approved plans. Any changes of plans or layout must be approved prior to the

changes being made. Any change in the use or occupancy must be approved prior to commencement of construction. Construction not commenced within 180 days of permit issuance voids this permit. Cessation of work for periods of 180 continuous days shall also void this permit. Permits are not transferable. SafeBuilt, Inc and the Town of Windsor are not liable for workmanship.

Signature of Applicant/Date	Building Department Signature/Date

MUST BE POSTED ON JOB SITE

Town of Windsor

301 Walnut Street, Windsor, CO 80550

(970) 674-2400 Fax (970) 674-2456

Detached Single Family

20WIN-00997

For Inspections: (866) 671-1036

Date Issued:	07/27/2020
Expiration Date:	5/9/2021
Job Site Address:	1850 HOLLOWAY DR, WINDSOR, CO 80550
Category:	Residential New
Permit Type:	Detached Single Family
Valuation:	$242,719.61

Property Owner:	Horizon View Homes
Mailing Address:	11409 Business Park Circle Suite 130 Firestone, CO 80504
Phone:	(720) 438-7171
Email:	asowards@horizonviewhomesco.com

Description of Work:

NEW RANCH STYLE HOME ON FINISHED BASEMENT
MASTER PLAN: 1605R
BLDG HEIGHT:21'
WATER SUPPLIER: TOWN OF WINDSOR

Water provided by North Weld Water District. Water service fees must be paid to the NWWD. Contact at 970-356-3020. Sewer provided by Boxelder Sanitation District. Sewer service fees must be paid to Boxelder Sanitation. Contact at 970-498-0604. Applicant must submit receipt from North Weld Water District and Boxelder Sanitation District before permit can be issued. SF-6000. Open space okay @ 3190 +/- SF. Drainage fee based upon 6000 x $0.2206 x 0.40 = $529.44. Minimum offset shared with the Roth and Alexander Estates shall have a forty (40) feet between said residence

Subdivision:	The Ridge @ Harmony Road
Parcel ID:	
Filing:	2
Lot:	7
Block:	10
Total Sq Ft:	3771.0000

Required Setbacks:

Actual Setbacks:

North: 40.5	South: 20.5	East: 5	West: 5

Contractors:

Primary	Horizon View Homes, (720) 438-7171
Electric	Limelight Electric, (000) 000-0000
Mechanical	Bauer Mechanical HVAC, (970) 635-0266
Plumbing	Alder Plumbing, (801) 920-0687

Fee Items	**Amount**
Building Permit Fee	$1,794.55
Construction Meter	$57.50
Residential Electrical Fee	$356.50
Additional Plan Review Fee	$168.89
Plan Review Fee (Same As)	$45.00
Community Center Use Tax .2%	$242.72
CRC Expansion Use Tax .75%	$910.20
Windsor Use Tax 3%	$3,640.79
Road Impact (Enter Amount)	$4,361.00
Drainage Fee	$529.44
Admin Fee	$726.72
Park and Trail Development Fee	$5,785.00
Total Fees:	$18,618.31

NOTICE

The applicant, his agents and employees of, shall comply with all the rules, regulations and requirements of the Town Zoning Regulations and Building Codes governing all aspects of the above proposed work for which the permit is granted. The Town or its agents are authorized to order the immediate cessation of construction at anytime a violation of the codes or regulations appears to have occurred. Violation of any of the codes of regulations applicable may result in the revocation of this permit. Buildings MUST conform with submitted and approved plans. Any changes of plans or layout must be approved prior to the

changes being made. Any change in the use or occupancy must be approved prior to commencement of construction. Construction not commenced within 180 days of permit issuance voids this permit. Cessation of work for periods of 180 continuous days shall also void this permit. Permits are not transferable. SafeBuilt, Inc and the Town of Windsor are not liable for workmanship.

Signature of Applicant/Date	Building Department Signature/Date

MUST BE POSTED ON JOB SITE

Town of Windsor

301 Walnut Street, Windsor, CO 80550

(970) 674-2400 Fax (970) 674-2456

Detached Single Family

19WIN-00308

For Inspections: (866) 671-1036

Date Issued:	03/04/2019
Expiration Date:	2/4/2020
Job Site Address:	918 Camberly Drive, Windsor, CO 80550
Category:	Residential New
Permit Type:	Detached Single Family
Valuation:	$245,514.74

Property Owner:	D.R. Horton
Mailing Address:	9555 S Kingston Ct Suite 200 Englewood, CO 80112
Phone:	(303) 754-3248
Email:	DSWagner@drhorton.com

Description of Work:

Master Plan: 1862
Elevation H
Description: New single story dwelling with a 3 car garage, A/C, stoop, and a covered porch on an unfinished basement.
Building Height:24' 9 5/8"

Cash in Lieu Raw water requirement: 0.145 acre feet per dwelling: 0.145 acre feet @ $47,500/ acre foot = $688750. SF - 6600. Open space okay @ 3144 SF. Drainage fee based upon 6600 x $0.2206 x 0.40 = $582.38

Subdivision: Windshire Park
Parcel ID:
Filing:
Lot: 18
Block: 30
Total Sq Ft:

Required Setbacks:

North: 5.0000	South: 5.0000	East: 10.0000	West: 20.0000

Actual Setbacks:

North: 5.5000	South: 5.5000	East: 26.5000	West: 21.0000

Contractors:

Primary	Melody Homes Inc DBA D.R. Horton, (303) 754-3249
Electric	ELECTRIC CONTRACTORS INC, (303) 469-5615
Plumbing	Dema Plumbing, (970) 759-9571
Mechanical	Four Seasons, (970) 000-0000

Fee Items	**Amount**
Residential Electric Fee (T)	$155.25
Construction Meter (T)	$57.50
Plan Review Fee (Same As)	$45.00
Building Permit Fee	$1,811.35
Road Impact (Enter Amount)	$4,227.00
Drainage Fee	$582.38
Park and Trail Development Fee	$5,213.00
Raw Water Fee	$6,887.50
Water Meter and Yoke	$465.00
Water Plant Investment Fee	$5,781.00
Sewer Plant Investment Fee	$4,400.00
Community Center Use Tax .2%	$245.51
CRC Expansion Use Tax .75%	$920.68
Windsor Use Tax 3%	$3,682.72
Admin Fee	$506.03
Total Fees:	$34,979.92

NOTICE

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Buildings MUST conform with submitted and approved plans. Any changes of plans or layout must be approved prior to the changes being made. Any change in the use or occupancy must be approved prior to commencement of construction. Construction not commenced within 180 days of permit issuance voids this permit. Cessation of work for periods of 180 continuous days shall also void this permit. Permits are not transferable. SafeBuilt, Inc and the Town of Windsor are not liable for workmanship.

Signature of Applicant/Date	Building Department Signature/Date

MUST BE POSTED ON JOB SITE

Town of Windsor Road Impact Fee History		
Date	**Resolution/ Ordinance**	
9/24/01	Ord. 2001-1092	Established a road impact fee for first time
9/9/02	Res. 2002-47	Established an administrative fee for pre-development review of impact fee calculations
2/25/08	Res. 2008-17	Approving and Adopting the Road Impact Fee Update 2007, prepared by Duncan Associates in Association with Felsburg, Holt & Ullevig
2/25/08	Ord. 2008-1318	Repealed and readopted Article XV of Chapter 17 re-establishing road impact fees. This was the first 5-year update as required by the ordinance and, in addition to updating the fees, it also added language regarding annual adjustments to account for inflation based on the Colorado Construction Cost Index (CCCI) - which is why no annual adjustments occurred prior to 2008.
3/10/08	Res. 2008-21	Established a schedule for implementation of fee increases resulting from Ord. 2008-1318 as follows: fees that decreased were fully implemented on April 1, 2008; fees that increased were implemented 50% on November 1, 2008 and the remaining 50% was to be implemented on July 1, 2009.
6/22/09	Res. 2009-46	Further delayed the implementation of fee increases resulting from Ord. 2008-1318, delaying the remaining 50% fee increase from July 1, 2009 until January 1, 2010. This resolution also specified that the first annual modification based on CCCI shall take effect January 1, 2010 and subsequent modifications will become effective January 1st of each successive year.
10/12/09	Ord. 2009-1356	Repealed and readopted portions of Chapter 17 concerning implementation of road impact fees. This ordinance amended the definitions of traffic generating development and modified the "look-back" period. The original "look-back" period considered the use of the property in the 12 months prior to the new traffic generating development. This was changed to consider the use of the property from the date when the road impact fee first took effect, or January 1, 2002.
12/14/09	Res. 2009-93	Decreased road impact fees by 12.3% based on CCCI effective 1/1/10
12/13/10	Res. 2010-69	Decreased road impact fees by 4.3% based on CCCI effective 12/14/10
6/13/11	Res. 2011-21	Authorized reimbursement to eligible developers for non-site related road capital improvements made to the Town's roads
10/24/11	Res. 2011-40	Proposed to increase road impact fees by 7.1% based on CCCI effective 1/1/12; item was tabled to a future work session (1/16/12)
1/16/12	work session	Consideration of whether road impact fees should be adjusted to reflect the 7.1% increase in roadway construction costs based on CCCI; and consideration of additional reimbursements to eligible developers
3/26/12	work session	Consultant Felsburg, Holt & Ullevig made a presentation to Town Board with an overview of Windsor's road impact fee history including a comparison of fees at the local, state and national levels
7/9/12 discussion 7/23/12 formal action	Res. 2012-51	On July 9th the Town Board discussed and authorized reimbursement to eligible developers (Motion to approve the full retirement of the balances in the Road Impact Fee reimbursement queue, and, that to the extent the Road Impact Fee Trust Fund has insufficient balance to make that payment, authorize the Town to reach into the General Fund to make up the difference and also motioned that the Town make an early payment of the funds that were budgeted for 2012 and make a final payment to the Water Valley Metropolitan District #2; carried unanimously) and on July 23rd the Town Board passed Res. 2012-51 ratifying such.
7/1/13	work session	Town Attorney presented information regarding road impact fees as they relate to heavy truck traffic (oil & gas)

3/23/15	Ord. 2015-1494	Added a road impact fee for oil and gas extraction sites to apply to each State-permitted wellhead
11/16/16	work session	Discussion of road impact fee "look-back" period
1/25/16	Ord. 2016-1517	Eliminated the "look-back" period altogether to simplify administration of the road impact fee ordinance and to eliminate disincentives to investment in existing buildings
12/12/16	Ord. 2016-93	Increased road impact fees by 2.3% based on Q2 2014-2016 CCCI effective 1/1/17
6/19/17	work session	Town Board and Planning Commission joint work session to review draft materials, followed by a meeting with development community on June 29th
7/17/17	work session	Town Board and Planning Commission joint work session to review materials revised to address development community concerns
9/11/17	Res. 2017-66	Accepting and Adopting the 2017 Roadway Improvement Plan and Road Impact Fee Update Prepared by Felsburg, Holt & Ullevig in conjunction with Duncan Associates
9/25/17	Ord. 2017-1541	Repealing, Amending and Readopting Chapter 17, Article 15 of the Windsor Municipal Code with respect to Road Impact Fees (Second Reading)
11/6/17	work session	Following additional comments from the development community, Town Board held a work session to discuss the implementation of Ord. 2017-1541. After discussion, Ord. 2017-1541 was implemented as passed on 9/25/17.
9/17/18	work session	Discussion of annual road impact fee adjustment for inflation per Section 17-15-100(b) of the Municipal Code to reflect the 10.13% increase in roadway construction costs based on CDOTs Q2 CCCI.
10/8/18	Res. 2018-89	Approving modifications to the Road Impact Fee Schedule pursuant to Section 17-15-100(b) of the Municipal Code increasing by 10.13% based on CCCI
1/27/20	Res. 2020-06	Approving modifications to the Road Impact Fee Schedule pursuant to Section 17-15-100(b) of the Municipal Code increasing by 3.18% based on CCCI

ROAD IMPACT FEE UPDATE

for the

Town of Windsor, Colorado

prepared by

DUNCAN ASSOCIATES

in association with

FELSBURG HOLT & ULLEVIG

September 2017

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Adopted by the Windsor Town Board on November 25, 2017, Ordinance No. 2017-1541

Duncan Associates
Clancy Mullen, Principal and Project Manager
17409 Rush Pea Circle, Austin, TX 78738, 512-423-0480, clancy@duncanassociates.com

INTRODUCTION AND SUMMARY

Impact fees are a form of development exaction that is intended to ensure that new development pays its fair share of the cost of growth-related infrastructure improvements. Impact fees are charges that are assessed on new development based on a standard formula rather than an individualized, negotiated assessment. The fees are one-time, up-front charges, with the payment usually made at the time of building permit issuance. Essentially, impact fees require that each new residential or commercial project pay its pro-rata share of the cost of new infrastructure facilities required to serve that development.

Impact fees and other forms of developer exactions are not the sole answer to local government's capital funding needs. These funding mechanisms do not address the costs of maintenance, rehabilitation or replacement of existing facilities, nor can they be used to fund capital improvements required to remedy existing capacity deficiencies or safety problems. Rather than the ultimate solution to a community's capital funding needs, impact fees should be viewed as a supplemental financing mechanism to be used in concert with more traditional funding sources.

The Town of Windsor originally adopted road impact fees in 2001, based on a transportation plan and impact fee study. The fees were last comprehensively updated in 2008, although there have been a few inflation adjustments. The Town has engaged the consultant team of Felsburg Holt & Ullevig and Duncan Associates to update the transportation plan and fees.

Windsor, a fast-growing community of approximately 25,000 residents, straddles the boundary between Larimer and Weld Counties in northern Colorado. It is located about 60 miles north of Denver, and is about halfway between Fort Collins and Greeley.

This study updates two options developed in the 2001 and 2007 studies for the Town's road impact fees. The first option is to use the impact fees only to address the growth-related capacity needs of the major roadway system that is or will be the responsibility of the Town. The second option (which the Town adopted in both cases) is to use the impact fees to also pay some portion of the cost of improvements to State highways that traverse the Town's planning area. That portion of the cost of State highway improvements could be funded with the Town's road impact fee to encourage the Colorado Department of Transportation to improve State highways within the Town at a more accelerated schedule than they would otherwise. In this update, the road impact fee will no longer include a component for railroad crossing treatments, because the Town does not intend to spend impact fees for that purpose.

Summary of Findings

The Town's road impact fees are currently assessed at about 86% of the maximum fees calculated in the 2007 study for the total major road system, including State roads. Current fees are compared to the maximum fees calculated in 2007 and the updated fees for the total roadway system in Table 1. If the updated fees are adopted at the same 86% implementation rate and continue to be based on the total roadway system, the fee for a single-family home would increase by 52%. If the updated fees are adopted at 100%, the fee for a single-family home would increase by 77%.

The updated fees calculated in this update reflect varying percentage changes from the current and 2007 study fees by land use type. These variations are due to changes in travel demand factors (trip generation and average trip length) by land use type. Another change made in this update was to simplify the land use categories in the fee schedule.

Table 1. Current and Updated Road Impact Fees

Land Use Type	Unit	Current Fee	2007 Max. Fee	Updated Fee	Change From: Max. Fee	Change From: Current
Single-Family Detached	Dwelling	$2,164	$2,520	$3,838	52%	77%
Multi-Family	Dwelling	$1,517	$1,767	$2,436	38%	61%
Mobile Home Park	Site	$1,128	$1,315	$1,156	-12%	2%
Retail/Commercial	1,000 sq. ft.	$3,556	$4,141	$5,076	23%	43%
Office	1,000 sq. ft.	$2,905	$3,384	$4,674	38%	61%
Public/Institutional*	1,000 sq. ft.	$1,309	$1,526	$2,834	86%	117%
Industrial	1,000 sq. ft.	$1,840	$2,144	$2,016	-6%	10%
Warehouse	1,000 sq. ft.	$1,308	$1,523	$1,879	23%	44%
Mini-Warehouse	1,000 sq. ft.	$660	$768	$1,319	72%	100%
Oil and Gas Well	Wellhead	$1,056	$1,229	$2,111	72%	100%

* current fee based on nursing home

Source: Current fees from Town of Windsor Fee Schedule, updated January 1, 2017; 2007 maximum fees for total system from Duncan Associates/Felsburg Holt & Ullevig, *2007 Road Impact Fee Update*, January 14, 2008, except oil and gas well, which is from Duncan Associates, "Road Impact Fee for Oil and Gas Wells," February 4, 2015; updated fees (for total system) from Table 19.

The changes in total system fees from those calculated in the 2007 study are due to several factors. The demand unit is a daily vehicle-mile of travel (VMT). The fees are the product of two primary factors: the net cost per VMT and the VMT per unit.

The net cost per VMT is the cost per VMT less the State/Federal and local funding credits per VMT. The cost per VMT is up 30% compared to the 2007 study, while the credits are down 7% (primarily due to less available State/Federal funding identified in the 2040 regional plan). Taken together, the net cost per VMT is up 58% from the study ten years ago.

The VMT per unit is the product of trip generation per unit and average trip length by land use type. Changes to this factor were different for each land use. Take the example of a single-family dwelling unit. VMT per unit is down 4% compared to 2007. Combined with the 58% increase in the net cost per VMT, the maximum fee for a single-family unit is up 52%.

Alternative updated maximum fees for the non-State roadway system are also calculated in this report (see Table 18). They are lower than current fees, and the Town likely wants to retain the flexibility to spend impact fees on State road improvements. Adopting the maximum non-State road fees would be the same as adopting the maximum total system fees at about 54%. This would result in fees that are lower than current adopted fees for all land uses.

Phasing Option

Given the magnitude of the potential fee increases, the Town has the option of phasing the fees in over several years. A potential three-year phasing schedule is shown in Table 2. This phasing schedule would result in single-family fees increasing by a little over 20% for each of the next three years. First-year increases would be higher or lower for other land uses.

Table 2. Potential Three-Year Phasing Schedule

			Potential Phasing Schedule					
		Current	Year 1	Year 2	Year 3	Percent Change		
Land Use Type	Unit	Fee	68%	82%	100%	Year 1	Year 2	Year 3
Single-Family Detached	Dwelling	$2,164	$2,610	$3,147	$3,838	21%	21%	22%
Multi-Family	Dwelling	$1,517	$1,656	$1,998	$2,436	9%	21%	22%
Mobile Home Park	Site	$1,128	$786	$948	$1,156	-30%	21%	22%
Retail/Commercial	1,000 sq. ft.	$3,556	$3,452	$4,162	$5,076	-3%	21%	22%
Office	1,000 sq. ft.	$2,905	$3,178	$3,833	$4,674	9%	21%	22%
Public/Institutional	1,000 sq. ft.	$1,309	$1,927	$2,324	$2,834	47%	21%	22%
Industrial	1,000 sq. ft.	$1,840	$1,371	$1,653	$2,016	-25%	21%	22%
Warehouse	1,000 sq. ft.	$1,308	$1,278	$1,541	$1,879	-2%	21%	22%
Mini-Warehouse	1,000 sq. ft.	$660	$897	$1,082	$1,319	36%	21%	22%
Oil and Gas Well	Wellhead	$1,056	$1,435	$1,731	$2,111	36%	21%	22%

Revenue Potential

If the updated fees for the total system were to be adopted immediately at 100%, the Town could collect up to $91.8 million over the next 23 years, as shown in Table 3. This assumes that all new development in the Growth Management Area occurs within the Town limits where it would be subject to the Town's impact fee requirement. Because at least some development is likely to occur in the unincorporated areas of the GMA, this revenue projection should be viewed as the upper limit. It does not assume any inflation indexing, which is consistent with the project costs, which are in current dollars.

Table 3. Potential Impact Fee Revenue

2040 Non-Pass-Through VMT	1,021,224
– Existing Non-Pass-Through VMT	-384,039
New Non-Pass-Through VMT	637,185
x Net Cost per VMT	$144
Potential Revenue	$91,754,640

Source: 2040 non-pass-through VMT derived from 2040 VMT from Table 20 and pass-through percentages for State and non-state roads from Table 7; existing non-pass-through VMT from Table 7; net cost per VMT for total system from Table 17.

The total cost of the planned projects included in this study and identified in the updated transportation plan as needed by 2040 is about $132 million. The updated impact fees, even if adopted immediately at 100%, would only generate about two-thirds this amount over the next 23 years, assuming growth occurs as projected. This is to be expected. The updated fees are not designed to recover the cost of the planned improvements, but rather to replace capacity consumed by new development. The fees are reduced to account for historical local and planned future State/Federal funding, some of which will be generated by new development. Finally, the fees are designed to exclude the portion of project costs attributable to pass-through traffic.

Much of the roadway improvement costs that are not covered by the Town's impact fee revenues could be covered by continued other Town spending, Larimer and Weld County spending in the unincorporated GMA, and State/Federal funding on state highways within the Town's GMA.

The three-year phase in of the updated fees described above would result in foregoing approximately $2 million in revenue over the next two years (see Table 4), which would increase the funding gap somewhat.

Table 4. Potential Impact Fee Revenue with 3-Year Phase-in

	Year 1 68%	Year 2 82%	Year 3 100%	Years 4-23	23-Year Total
New Non-Pass-Through VMT	27,704	27,704	27,704	554,074	637,185
x Net Cost/VMT	$97.92	$118.08	$144.00	$144.00	n/a
Impact Fee Revenue	$2,712,746	$3,271,252	$3,989,332	$79,786,643	$89,759,974
Revenue Lost Due to Phasing	$1,276,586	$718,080	$0	$0	$1,994,666

Source: New non-pass-through VMT based on 23-year total from Table 3 and assumption of linear VMT growth; net cost per VMT for total system from Table 17, reduced by phase-in percentage for years 1 and 2.

MAJOR ROADWAY SYSTEM

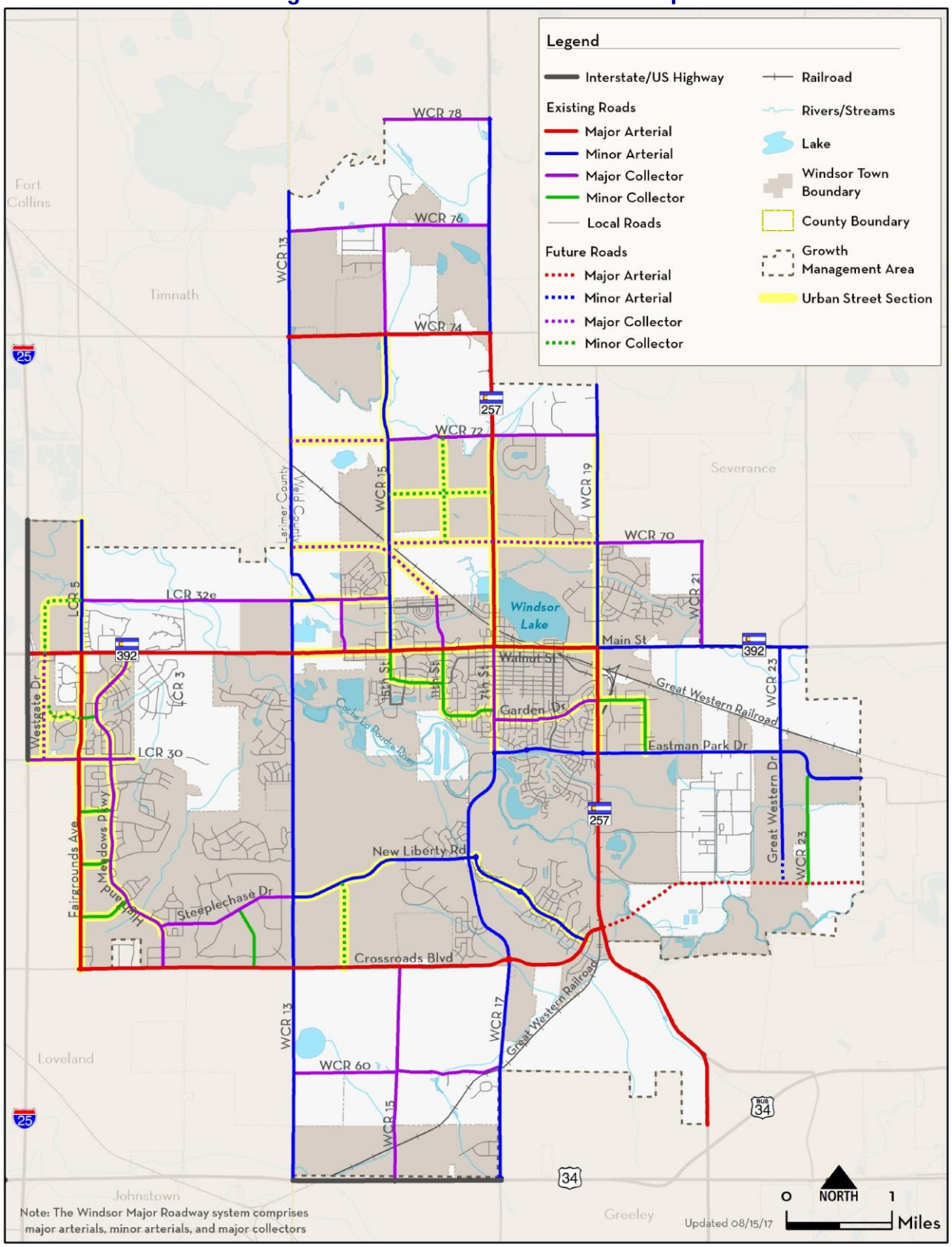
A road impact fee should have a clear definition of the roadway system that the fees will be used to improve. Windsor's road impact fee is designed and intended to fund improvements to arterial and major collector roads within the Town and its Growth Management Area (GMA), excluding interstates and U.S. highways. These are referred to as the "major roads" or the "major roadway system."

A functional classification system within the GMA was prepared by Felsburg Holt & Ullevig in coordination with the Town as part of transportation plan update, and the resulting functional classification map is presented in Figure 1 on the following page. Minor collectors, US 34, and I-25 are shown on the map, but are excluded from the major roadway system that is eligible for impact fee funding.

In this update, as in the Town's previous impact fee studies, road impact fees have been calculated for two alternative definitions of the major roadway system. The first option is to define it as the total system, including State roads within the GMA. This definition recognizes that the Town will need to contribute to the cost of State road improvements to ensure maintenance of acceptable levels of service within the Town and its GMA. The Town's fee is reduced by a revenue credit that accounts for anticipated State funding for these improvements. This is the major road system definition that has been the basis for the Town's road impact fees since they were originally adopted in 2001.

The alternative would be to redefine the major roadway system designed to be funded by the impact fees as only the non-State (Town and County) arterials and major collectors within the GMA. While the fees based on this definition have been calculated in this update for comparison purposes, it is anticipated that the Town will desire to continue to have the ability to contribute impact fee funds toward State road improvements within the GMA. To retain this flexibility, it is necessary to continue to base the fees on the "total system" definition of the major roadway system. The two definitions result in fees that are proportionately the same between the various land use categories. Consequently, the calculation of the alternative "non-State road system" is useful primarily as offering a potential percentage at which the maximum total system fees could be assessed.

Figure 1. Functional Classification Map



METHODOLOGY

The Town's road impact fee methodology uses the "consumption-based" approach, which basically charges a new development the cost of replacing the capacity that it consumes on the major roadway system. That is, for every service unit of traffic generated by the development, the impact fee charges the net cost to construct an additional service unit of capacity. Since travel is never evenly distributed throughout a roadway system, actual roadway systems require more than one vehicle-mile of capacity (VMC) for every vehicle-mile of travel (VMT) to keep most road segments functioning at an acceptable level of service. Consequently, the consumption-based road impact fee model generally underestimates the full cost of growth. It is, however, a conservative, legally sound and relatively simple approach to the calculation of road impact fees.

A modification to the standard consumption-based road impact fee model has been developed that more accurately identifies the full growth-related cost of maintaining desired service levels, while avoiding the difficulties associated with the improvements-driven approach. Essentially, the idea is that new development should be required to pay for the cost to construct more capacity than it directly consumes to maintain the system-wide ratio of capacity to demand. In the standard consumption-based model, the VMT generated by a development is multiplied by the cost per VMC to develop the impact fee. Implicit in this formula is the conversion of the cost per VMC to a cost per VMT. In other words, the standard model implicitly assumes that the ratio of VMC to VMT is one-to-one. The recommended approach will make the implicit VMC/VMT ratio an explicit part of the formula. As in previous studies for Windsor, however, the conservative one-to-one ratio implicit in the standard model will continue to be used in this update.

While the consumption-based model is probably the most commonly-used approach for road impact fees in the nation, many communities have used other models. The most common alternative is the "improvements-driven" model. The improvements-driven approach essentially divides the cost of growth-related improvements required over a fixed planning horizon (or to build-out) by the number of new service units (e.g., VMT) projected to be generated by growth over the same planning horizon to determine the cost per service unit.

The long-range transportation planning that was part of this project, and the data from that effort summarized in this report, would be sufficient to support an improvements-driven methodology. However, the standard consumption-based methodology is retained in this update to provide the flexibility to make improvements as required by development as it occurs. The total cost of the needed capacity improvements over the next 23 years is not used directly in the fee calculations, which instead utilize the average cost to add new capacity derived from those planned improvement costs.

The formula for Windsor's road impact fee calculations is shown in Figure 2.

Figure 2
RECOMMENDED ROAD IMPACT FEE FORMULA

FEE = VMT x NET COST/VMT

Where:

VMT	=	TRIPS x % NEW x LENGTH
TRIPS	=	½ trip ends generated by development during average weekday
% NEW	=	Percentage of primary trips as opposed to pass-by or diverted-linked trips
LENGTH	=	Average length of a trip on major roadway system
NET COST/VMC	=	COST/VMT - CREDIT/VMT
COST/VMT	=	COST/VMT x VMC/VMT
COST/VMC	=	Average cost to create a new VMC based on planned improvements
VMC/VMT	=	The system-wide ratio of capacity to demand in the major road system (assumed 1:1)
CREDIT/VMT	=	Credit per VMT, based on net present value of other revenues generated by new development and used for capacity-expanding road improvements in the GMA

SERVICE UNITS

Service units create the link between supply (roadway capacity) and demand (traffic generated by new development). An appropriate service unit basis for road impact fees is vehicle-miles of travel (VMT). Vehicle-miles of travel is a combination of the number of vehicles traveling during a given time period and the distance (in miles) that these vehicles travel. Available traffic counts and projected volumes and roadway capacities are expressed in terms of vehicles per 24-hour period. Consequently, average daily VMT is the most appropriate service unit for Windsor's road impact fees.

The travel demand generated by specific land use types is a product of three factors: 1) trip generation, 2) percent primary trips and 3) trip length. The first two factors are well documented in the professional literature, and the average trip generation characteristics identified in studies of communities around the nation should be reasonably representative of trip generation characteristics in Windsor. In contrast, trip lengths are much more likely to vary between communities, depending on the geographic size and shape of the community and its major roadway system.

Trip Generation

Trip generation rates are based on information published in the most recent edition of the Institute of Transportation Engineers' (ITE) *Trip Generation Manual*. Trip generation rates represent trip ends, which consist of both origins and destinations. Thus, a single trip from home to work counts as one trip end for the residence and one trip end for the work place, for a total of two trip ends. To avoid over-counting, all trip rates have been divided by two. This splits the responsibility for a trip equally between the origin and destination, and avoids the double-counting of trips.

Percent New Trips

Trip rates for retail/commercial uses need to be adjusted by a "percent new trips" to exclude pass-by and diverted-linked trips. This adjustment is intended to reduce the possibility of over-counting trips generated by the development. Pass-by trips are those trips that are already on a particular route for a different purpose and simply stop at a particular development on that route. For example, a stop at a convenience store on the way home from the office is a pass-by trip for the convenience store. Pass-by trips place no additional burden on the street system and are excluded from the new trip percentage. A diverted-linked trip is like a pass-by trip, but a diversion is made from the regular route to make an interim stop. The reduction for pass-by and diverted-linked trips for retail/commercial was drawn from the ITE manual.

The recommended trip generation rates, new trip percentages and resulting new trips generated by specific land use categories are presented in Table 5.

Table 5. Trip Generation Rates

Land Use Type	ITE Code	Unit	Daily Trips	% New	New Trips
Single-Family Detached	210	Dwelling	4.76	100%	4.76
Multi-Family	220	Dwelling	3.33	100%	3.33
Mobile Home Park	240	Site	2.50	100%	2.50
Retail/Commercial	820	1,000 sq. ft.	21.35	43%	9.18
Office	710	1,000 sq. ft.	5.52	100%	5.52
Public/Institutional	620	1,000 sq. ft.	3.80	100%	3.80
Industrial	140	1,000 sq. ft.	1.91	100%	1.91
Warehouse	150	1,000 sq. ft.	1.78	100%	1.78
Mini-Warehouse	151	1,000 sq. ft.	1.25	100%	1.25
Oil and Gas Well	n/a	Wellhead	2.00	100%	2.00

Source: Daily trips is 1/2 trip ends during a weekday, ITE, Trip Generation Manual, 9th ed., 2012 (for oil and gas wells, 1/2 daily trips per wellhead for oil and gas removal, routine inspections and maintenance and repair from City of Loveland, Development Services Department, memorandum for August 19, 2014 City Council meeting, agenda item 14); percent new trips for retail based on shopping centers from ITE manual.

Average Trip Length

The average trip length on the major roadway system is the most difficult travel demand factor to determine, because it varies due to size and geographic distribution of communities, and because it needs to exclude travel on all roadways that are not part of the major roadway system. The approach used here is to divide the existing VMT on the major roadway system in the Town's Growth Management Area (GMA) by the number of daily trips generated by existing land use within the area to determine the average trip length on the major roadway system. The number of daily trips generated by existing development in the Windsor benefit district is estimated based on existing development and national average trip generation rates, as shown in Table 14.

Table 6. Total Average Daily Trips

Land Use Type	Development Unit	Existing Units	Trips/ Unit	Daily Trips
Residential	Households	8,604	4.76	40,955
Retail	Employees	1,020	4.63	4,723
Other Nonresidential	Employees	13,191	1.66	21,897
Total Average Daily Trips				67,575

Source: Existing households and employees from Felsburg Holt & Ullevig, June 9, 2017; trips per unit is one-half trip ends during a week day from Institute of Transportation Engineers (ITE), Trip Generation, 9th Edition, 2012; residential trip rate is for a single-family unit; retail trip rate per employee is based on 1.96 employees per 1,000 sq. ft. from National Association of Office and Industrial Parks, *America's Future Office Space Needs*, 1990 p. 22, and the average shopping center trip generation rate and 43% primary trip factor from the ITE manual; other nonresidential trip rate is one-half of trips during a week day per employee for general office building (1.66) and industrial park (1.67).

Traffic that is passing through the major roadway system, without an origin or destination in the GMA, should not be counted in determining average trip length. Deducting the estimates of through traffic, then dividing the vehicle-miles of travel by trips generated in the GMA, yields an estimate of the average length of a trip on the major roadway system. As shown in Table 7, this approach indicates that the average trip length on the major roadway system in the Windsor planning area, excluding State highways, is 3.29 miles. Including travel on State highways within the GMA, the total system average trip length is 5.68 miles.

Table 7. Average Trip Lengths

	Non-State System	State System	Total System
Existing Total Daily Vehicle-Miles of Travel (VMT)	249,715	237,931	487,646
x Percent Non-Pass-Through Traffic	89%	68%	n/a
Non-Pass-Through VMT	222,246	161,793	384,039
÷ Daily Trips from Existing Development in GMA	67,575	67,575	67,575
Average Trip Length (miles) on Major Roadway System	3.29	2.39	5.68

Source: Existing VMT from Table 20 in Appendix A; percent pass-through traffic based on modeling from Felsburg Holt & Ullevig, June 9, 2017; daily trips from existing development in GMA from Table 6.

The average trip length in Windsor can be used to derive trip lengths for specific purposes including residential, retail, office, and institutional. Data from the National Household Travel Survey by trip purpose can be adjusted for use in Windsor by using the overall average trip length in Windsor for the total major road system calculated above to derive local trip lengths by purpose on the total major roadway system, as shown in Table 8.

Table 8. Trip Length by Purpose

Trip Purpose	National Trip Length (miles)	Local Adjustment Factor	Local Trip Length (miles)
Single-Family Detached	9.16	0.612	5.60
Multi-Family	8.30	0.612	5.08
Mobile Home	5.24	0.612	3.21
Shopping	6.27	0.612	3.84
Doctor/Dentist	9.61	0.612	5.88
School/Church	8.47	0.612	5.18
To or from work	11.98	0.612	7.33
Average	9.28	0.612	5.68

Source: National trip lengths by trip purpose from U.S. Department of Transportation, *National Household Travel Survey*, 2009; overall local average trip length (for total system) from Table 7; adjustment factor is ratio of overall average local to national trip length; local trip length by purpose is product of national trip length and adjustment factor.

Service Unit Demand Schedule

The result of combining trip generation rates and average trip lengths is a demand schedule that establishes the average number of daily vehicle-miles of travel during a weekday generated by various land use types per unit of development. The updated service unit schedule is presented in Table 9.

Table 9. Service Unit Generation by Land Use

Land Use Type	Unit	New Trips/ Unit	Trip Length (mi.)		VMT per Unit	
			Non-State System	Total System	Non-State System	Total System
Single-Family Detached	Dwelling	4.76	3.24	5.60	15.42	26.66
Multi-Family	Dwelling	3.33	2.94	5.08	9.79	16.92
Mobile Home Park	Site	2.50	1.86	3.21	4.65	8.03
Retail/Commercial	1,000 sq. ft.	9.18	2.22	3.84	20.38	35.25
Office	1,000 sq. ft.	5.52	3.40	5.88	18.77	32.46
Public/Institutional	1,000 sq. ft.	3.80	3.00	5.18	11.40	19.68
Industrial	1,000 sq. ft.	1.91	4.24	7.33	8.10	14.00
Warehouse	1,000 sq. ft.	1.78	4.24	7.33	7.55	13.05
Mini-Warehouse	1,000 sq. ft.	1.25	4.24	7.33	5.30	9.16
Oil and Gas Well	Wellhead	2.00	4.24	7.33	8.48	14.66

Source: New trips per unit from Table 5; trip lengths for total system from Table 8; trip lengths for non-state system is total trip length times non-state percent of total trip length from Table 7 (57.9%); VMT per unit is new trips times trip length.

LEVEL OF SERVICE

"Level of service" is a basic concept in impact fee methodology. Impact fees should not charge new development for the cost to provide a level of service higher than what is currently provided for existing development. Level of service is defined as the ratio of system capacity to system demand.

A roadway's capacity is the maximum traffic volume that can be accommodated at the desired level of service. Capacity is defined differently for different roadway types. Capacities for paved roads in Windsor are based on Level of Service "C" (LOS C). Level of service is a standard traffic engineering measure of congestion on a scale from A to F, where LOS A represents free-flow conditions with virtually no congestion or delay and LOS F represents extremely high levels of congestion and delay.

Table 10 shows daily volume thresholds at LOS C for different types of roadways based on number of lanes, functional classification, and rural or urban cross-section. For unpaved roads, the 200 vehicles per day threshold is based on the Colorado Department of Public Health standard that requires that roads carrying more than 200 vehicles should be either paved or have dust abatement treatments. Capacities for paved roads were developed by Felsburg Holt & Ullevig based on standards documented in the Highway Capacity Manual, using typical Windsor traffic characteristics and the North Front Range regional travel model. While capacities for minor collectors are shown in Table 10, minor collectors are not included in the definition of the major roadway system, and would be eligible for impact fee funding only if they are to be upgraded to a higher functional classification.

Table 10. Daily Capacities

Roadway Type Characteristics	Capacity at LOS C
2-Lane, Gravel	200
2-Lane Rural Collector, Major or Minor	8,000
2-Lane Urban Collector, Major or Minor	11,000
2-Lane Minor Arterial, Urban or Rural	11,000
2-Lane Major Arterial, Urban or Rural	15,000
4-Lane Minor Arterial, Urban or Rural	22,000
4-Lane Major Arterial, Urban or Rural	30,000
4-Lane Highway	60,000

Source: Felsburg Holt & Ullevig, June 9, 2017.

The existing level of service for the major roadway system is the ratio of vehicle-miles of capacity (VMC) to vehicle-miles of travel (VMT). System-wide VMC is determined by multiplying the capacity of each segment by the length of each segment in miles, and aggregating the results for all road segments. Similarly, system VMT is determined by multiplying the length of each road segment by the average daily traffic count and aggregating the results for all road segments.

Table 1 shows that the major roadways in Windsor have more than a one-to-one ratio of VMC to VMT. Thus, there are no existing deficiencies on a system-wide basis. The Town could reasonably charge for more than a 1.00 VMC/VMT ratio, as discussed in the methodology chapter. However, to be conservative, a one-to-one ratio will continue to be used in the fee calculations.

Table 11. System-Wide Ratio of Capacity to Demand

	Non-State System	Total System
Existing Vehicle-Miles of Capacity (VMC)	654,900	947,900
÷ Existing Vehicle-Miles of Travel (VMT)	249,715	487,646
Existing VMC/VMT Ratio	2.62	1.94
Recommended Ratios	1.00	1.00

Source: Existing VMC and VMT from Table 20 in Appendix A.

COST PER SERVICE UNIT

There are two steps to calculate the cost per service unit. First, the average cost per vehicle-mile of capacity (VMC) is calculated by dividing the total cost of the identified capacity-expanding improvements by the additional roadway capacity created by the improvements. Second, the cost per VMC is multiplied by the system-wide ratio of capacity to demand (i.e., VMC/VMT) to determine the cost per VMT.

As part of the transportation planning effort conducted by Felsburg Holt & Ullevig (FHU) for this project, unit cost estimates (cost per roadway mile) were developed for the typical roadway cross-sections that have been developed by the Town of Windsor. These estimates, shown in Table 5, represent typical, conceptual-level cost estimates for constructing a mile of each roadway segment. Cost estimates include typical numbers of major intersection improvements, as well as typical design and construction engineering costs. They do not include right-of-way, landscaping, major utility relocation or local street/driveway intersection costs.

Table 12. Road Improvement Cost per Mile

Project Type	Cost/Mile
Upgrade 2 Lane Rural to Urban	$1,250,000
New or Pave Rural 2-Lane Collector	$2,470,000
Widen Rural 2 to 4 Lanes	$2,540,000
Widen Urban 2 to 4 Lanes	$3,170,000
New 2 Lane Urban Collector	$3,720,000
New 4 Lane Rural Arterial	$4,180,000
New 4 Lane Urban Arterial	$5,500,000
New 6 Lane Urban Arterial	$6,270,000

Source: Felsburg Holt & Ullevig, June 9, 2017.

FHU compared the existing capacity for each roadway segment with the forecasted 2040 traffic volume to determine what improvements would be needed to maintain LOS C. The identified improvement needs are detailed in Appendix B, and are summarized in Table 13. The locations of the improvements are illustrated in Figure 2. The types of improvements include widening roads from 2 to 4 lanes, constructing new 2-lane and 4-lane roads, and paving 2-lane gravel roads.

Dividing the total cost of the identified capacity-expanding improvements by the additional roadway capacity created by the improvements results in an average cost of $209 per vehicle-mile of capacity to expand the major roadway system. The average cost to add new capacity is higher for non-State roads than for State highway improvements.

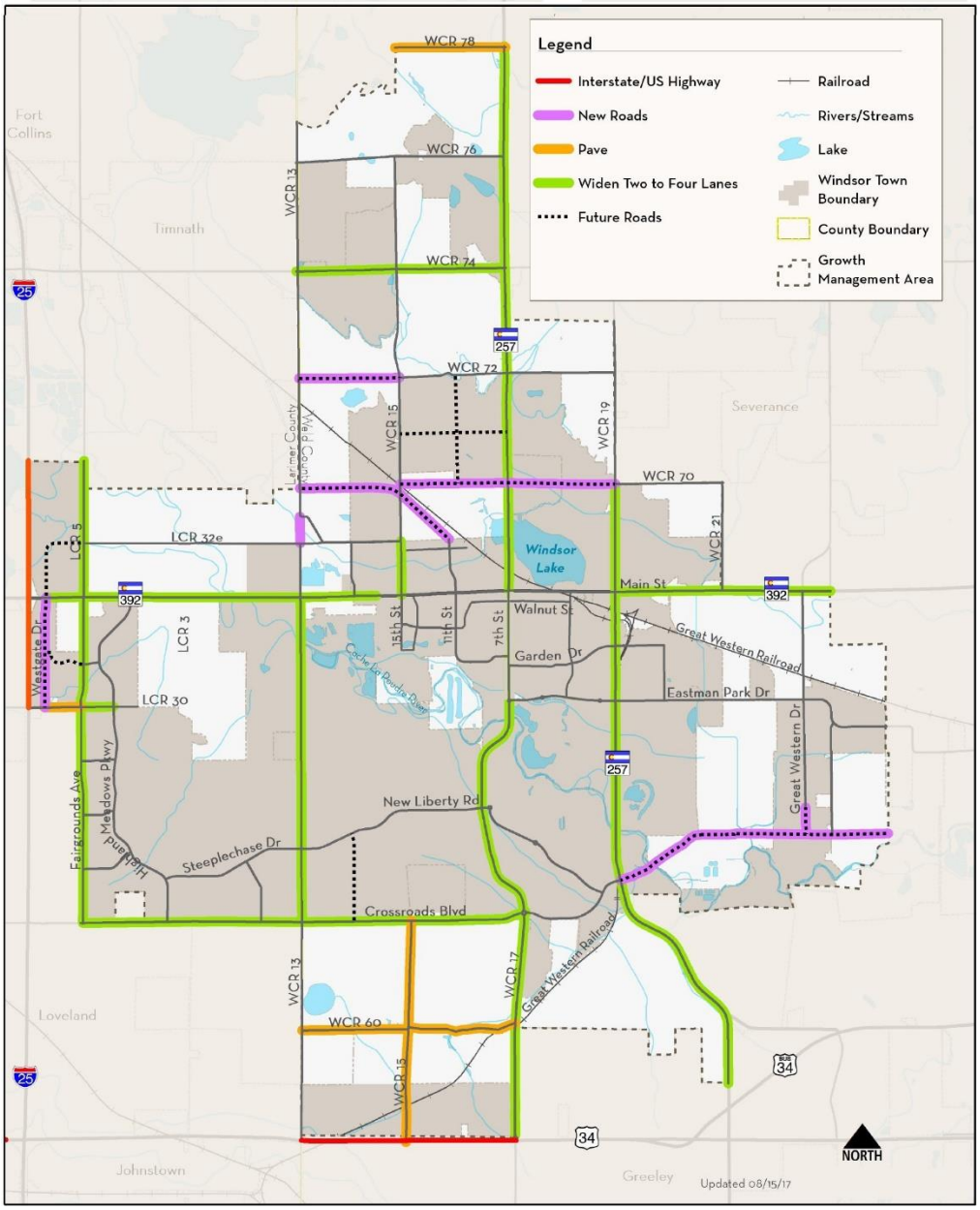
The cost per unit of new capacity must be multiplied by the system-wide ratio of capacity to demand to derive the cost per unit of additional demand. The existing system-wide VMC/VMT ratio is greater than 1 (refer to Table 11). While the major roadway system provides more than one unit of roadway capacity per unit of travel demand for both non-State and State road components of the major road system, a conservative one-to-one ratio will be assumed. Based on this assumption, the cost per VMT is the same as the cost per VMC calculated in the table below.

Table 13. Cost per Service Unit

	Non-State System	State System	Total System
Widen to 4 Lanes	$51,914,000	$33,957,500	$85,871,500
New 4-Lane Road	$11,286,000	$0	$11,286,000
New 2-Lane Road	$21,204,000	$0	$21,204,000
Pave 2-Lane Gravel Road	$13,338,000	$0	$13,338,000
Total Improvement Costs	$97,742,000	$33,957,500	$131,699,500
÷ New Vehicle-Miles of Capacity (VMC)	440,020	189,375	629,395
Cost per New VMC	$222	$179	$209

Source: Improvement costs and new VMC from Table 21 in Appendix B.

Figure 2. Planned Project Location Map



NET COST PER SERVICE UNIT

One of the fundamental principles of impact fee systems is that new development should not be required to pay twice for the same level of service, once through impact fees and again through other taxes or fees. To avoid such potential double-payment, the fees are reduced with what are called "revenue credits." That is the subject of this section.

The cost per VMT is reduced by appropriate revenue credits to determine the net cost per VMT. The first step is to reduce the cost per VMT by credits to account for other revenues that will be generated by new development and used for capacity-expanding road improvements. Revenue credits are appropriate if there are existing deficiencies, outstanding debt for past road improvements, dedicated or historical local sources of capital funding for road improvements, or outside funding that can reasonably be anticipated to be available to help pay for such improvements.

The Town major roadways have no existing deficiencies (see Level of Service section), and the Town has no outstanding debt for road improvements, nor does it have any dedicated local funding source. Consequently, credit needs to be provided only for anticipated future local and outside funding. There are two potential sources of future outside funding for major roadways within the Town's Growth Management Area (GMA) – State/Federal highway funds, and local funding from the Town, Weld County and Larimer County.

Federal/State Funding Credit

Federal and State highway funding for road improvements varies considerably from year to year. A reasonable estimate of the amount of funding that might be available for expanding the capacity of the roads in Windsor's GMA can be derived from anticipated long-term highway funding for the North Front Range regional transportation planning area, which surrounds Windsor. Anticipated annual Federal and State highway funding for capacity improvements over the next 25 years amount to a present current value equivalent of $14 per service unit, as shown in Table 14.

Table 14. Federal/State Funding Credit per Service Unit

Regional Priority Program	$54,230,000
Surface Transportation Program-Metro (STP-Metro)	$59,381,000
Congestion Mitigation and Air Quality(CMAQ)	$68,485,000
Highway Safety Investment Program	$37,601,000
Transporation Alternatives Program (TAP)	$11,153,000
Total State/Federal Capacity Funding, FY 2016-2040	$230,850,000
÷ Years in Funding Plan	25
Annual Federal/State Road Funding for North Front Range	$9,234,000
÷ Daily VMT in North Front Range	11,634,303
Annual Capital Funding per VMT	$0.79
x Net Present Value Factor (25 years)	17.91
State/Federal Funding Credit per VMT	$14

Source: Programmed funding and daily VMT from North Front Range, *Regional Transportation Plan*, amended February 2, 2017; net present value factor based on a discount rate of 2.75% which was the average interest rate on AAA 20-year municipal bonds on May 28, 2017 from FMS Bonds' website.

Local Funding Credit

In addition to Federal and State highway funds, some County and Town funding may also be available to help finance capacity-expanding improvements to the major roadway system in the benefit district. Local governments vary in the amount they expend annually on capacity-expanding improvements. Because the Windsor GMA accounts for only small portions of Larimer County and Weld County, only the portion of County funding proportional to the Town's population is used in the calculations. In the aggregate, the three jurisdictions are estimated to have averaged spending about $1.1 million annually over the last three years on capacity-expanding road improvements within the Windsor GMA, as shown in Table 15.

Table 15. Annual Local Road Funding, 2013-2015

	Annuall Road Capacity Funding				Windsor	Windsor
	2013	2014	2015	Average	Share	Funding
Windsor	-$336,589	$365,970	$789,692	$273,024	100.00%	$273,023
Weld County	$4,763,897	$8,223,531	$41,360,696	$18,116,041	3.37%	$610,510
Larimer County	$1,859,371	$10,311,256	$5,442,628	$5,871,085	3.37%	$197,856
Total						$1,081,389

Source: Local Highway Finance Report in each jurisdiction's *Comprehensive Annual Financial Report*, 2013 through 2015 calendar years; includes expenditures for right-of-way, engineering and construction on new road facilities or capacity improvements, minus impact fees; Windsor share based on Windsor's 2010 population as percent of 2010 population of the two counties from U.S. Census Bureau.

The estimated annual local expenditure on capacity-expanding road improvements within the benefit district is divided by existing vehicle-miles of travel to determine annual funding per service unit. Assuming the local governments maintain this pattern of expenditure in the future, new development will generate the present value equivalent of revenues shown in Table 16 to be spent on capacity-expanding road improvements over the long term – defined as the next 25 years.

Table 16. Local Funding Credit per Service Unit

	Non-State System	Total System
Annual Local Road Capacity Expenditures	$1,081,389	$1,081,389
÷ Existing Daily VMT	222,246	384,039
Annual Capacity Expenditures per VMT	$4.87	$2.82
Net Present Value Factor (25 years)	17.91	17.91
Local Funding Credit per VMT	$87	$51

Source: Annual local capacity expenditures from Table 15; existing daily VMT is non-pass-through VMT from Table 7; net present value factor from Table 14.

Net Cost Summary

The net cost calculations are summarized in Table 17. The cost per VMT is reduced by the amount of credits per VMT for additional revenues that may be generated by or attributed to new development and used for capacity-expanding improvements to the major roadway system. The results are the net costs per VMT for the two definitions of the major roadway system.

Table 17. Net Cost per Service Unit

	Non-State System	Total System
Cost per Vehicle-Mile of Travel (VMT)	$222	$209
– Federal/State Funding Credit per VMT	$0	-$14
– Local Funding Credit per VMT	-$87	-$51
Net Cost per VMT	$135	$144

Source: Cost per VMT from Table 13; Federal/State funding credit from Table 14; local funding credit from Table 16.

UPDATED FEE SCHEDULES

Based on average daily travel demand by land use and the net cost per service unit, the net costs to accommodate additional travel demand at the existing level of service per unit of development are shown below for the non-State system (see Table 18) and the total major roadway system (see Table 19).

These represent the maximum road impact fees that can be adopted based on the data, methodology and assumptions presented in this report. The Town could adopt maximum fees at a percentage less than 100% of the maximum fees. For a comparison with current fees and discussion of implementation options, see the Executive Summary.

Table 18. Net Cost Schedule, Non-State System

Land Use Type	Unit	Daily VMT	Net Cost/ VMT	Net Cost/ Unit
Single-Family Detached	Dwelling	15.42	$135	$2,082
Multi-Family	Dwelling	9.79	$135	$1,322
Mobile Home Park	Site	4.65	$135	$628
Retail/Commercial	1,000 sq. ft.	20.38	$135	$2,751
Office	1,000 sq. ft.	18.77	$135	$2,534
Public/Institutional	1,000 sq. ft.	11.40	$135	$1,539
Industrial	1,000 sq. ft.	8.10	$135	$1,093
Warehouse	1,000 sq. ft.	7.55	$135	$1,019
Mini-Warehouse	1,000 sq. ft.	5.30	$135	$716
Oil and Gas Well	Wellhead	8.48	$135	$1,145

Source: Daily VMT per unit from Table 9; net cost per VMT for non-state system from Table 17.

Table 19. Net Cost Schedule, Total System

Land Use Type	Unit	Daily VMT	Net Cost/ VMT	Net Cost/ Unit
Single-Family Detached	Dwelling	26.66	$144	$3,838
Multi-Family	Dwelling	16.92	$144	$2,436
Mobile Home Park	Site	8.03	$144	$1,156
Retail/Commercial	1,000 sq. ft.	35.25	$144	$5,076
Office	1,000 sq. ft.	32.46	$144	$4,674
Public/Institutional	1,000 sq. ft.	19.68	$144	$2,834
Industrial	1,000 sq. ft.	14.00	$144	$2,016
Warehouse	1,000 sq. ft.	13.05	$144	$1,879
Mini-Warehouse	1,000 sq. ft.	9.16	$144	$1,319
Oil and Gas Well	Wellhead	14.66	$144	$2,111

Source: Daily VMT per unit from Table 9; net cost per VMT for non-state system from Table 17.

APPENDIX A: MAJOR ROADWAY INVENTORY

Table 20. Major Roadway Inventory

			Lanes		X-	Fnc	Capacity		Daily VMC		Volume		Daily VMT	
Road	From - To	Mi.	Ex.	Fut.	Sec	Cls	Exist	2040	Exist	2040	Exist	2040	Exist	2040
Crossroads Bvd	Frgrnds Ave - WCR 13	2.0	2	4	R	A2	15,000	30,000	30,000	60,000	11,000	32,100	22,000	64,200
Crossroads Blvd	WCR 13 - WCR 17	2.0	2	4	R	A2	15,000	30,000	30,000	60,000	10,002	31,000	20,004	62,000
Crossroads Blvd	WCR 17 - SH 257	1.0	4	4	R	A2	30,000	30,000	30,000	30,000	6,270	26,600	6,270	26,600
Crsrds Bvd Ext	SH 257 - GMA Line	2.7	0	4	R	A2	0	30,000	0	81,000		20,400	0	55,080
Eastman Pk Dr	WCR 17 - SH 257	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	6,676	9,400	6,676	9,400
Eastman Pk Dr	SH 257 - WCR 23	2.2	2	2	R	A1	11,000	11,000	24,200	24,200	4,037	9,500	8,881	20,900
Eastman Pk Dr	WCR 23 - GMA Line	0.7	2	2	R	A1	11,000	11,000	7,700	7,700	2,687	7,400	1,881	5,180
Fairgrounds Ave	Crossrds - Crked Stick	1.0	2	4	U	A2	15,000	30,000	15,000	30,000	7,700	31,900	7,700	31,900
Fairgrounds Ave	Crked Stick Dr - LCR 30	1.0	2	4	U	A2	15,000	30,000	15,000	30,000	5,924	23,700	5,924	23,700
Fairgrounds Ave	LCR 30 - SH 392	1.0	2	4	U	A2	15,000	30,000	15,000	30,000	10,611	16,500	10,611	16,500
Highland Mdws	Crssrds Blvd - LCR 30	2.4	2	2	U	C	11,000	11,000	26,400	26,400	1,610	7,300	3,864	17,520
Highland Mdws	LCR 30 - SH 392	1.0	2	2	U	C	11,000	11,000	11,000	11,000	1,900	5,100	1,900	5,100
Garden Dr	WCR 17 - SH 257	1.1	2	2	U	C	11,000	11,000	12,100	12,100	3,110	5,300	3,421	5,830
LCR 3	LCR 30 - SH 392	1.0	2G	2P	R	C	200	8,000	200	8,000	180	5,600	180	5,600
LCR 3	SH 392 - LCR 32E	0.5	2	2	R	C	8,000	8,000	4,000	4,000	650	6,700	325	3,350
LCR 5	SH 392 - LCR 32E	0.5	2	4	U	A1	11,000	22,000	5,500	11,000	6,500	17,300	3,250	8,650
LCR 5	LCR 32E - GMA Line	0.7	2	4	U	A1	11,000	22,000	7,700	15,400	9,315	22,300	6,521	15,610
LCR 30	Westgate - Fairgrounds	0.4	2G	2P	U	C	200	11,000	80	4,400	170	6,900	68	2,760
LCR 30	Fairgnds - E/of Hmdw	0.6	2	4	U	C	11,000	22,000	6,600	13,200	5,420	13,500	3,252	8,100
LCR 30	E/of HMdw Pky - LCR 3	0.6	2G	2P	R	C	200	8,000	120	4,800	180	5,600	108	3,360
LCR 32E	LCR 5 - LCR 3	1.0	2R	2U	R	C	8,000	11,000	8,000	11,000	3,000	10,400	3,000	10,400
LCR 32E	LCR 3 - WCR 13	1.2	2R	2U	R	C	8,000	11,000	9,600	13,200	3,800	8,200	4,560	9,840
New Liberty Rd	WCR 13 - WCR 17	1.8	2	2	U	A1	11,000	11,000	19,800	19,800	1,400	9,500	2,520	17,100
New Liberty Rd	WCR 17 - Crossrds Bvd	0.7	2	2	U	A1	11,000	11,000	7,700	7,700	2,430	7,400	1,701	5,180
Steeplechase Dr	HMdw Pky - WCR 13	1.3	2	2	R	C	8,000	8,000	10,400	10,400	1,540	6,600	2,002	8,580
WCR 13	US 34 to WCR 60	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	2,300	7,500	2,300	7,500
WCR 13	WCR 60 - Crssrds Blvd	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	2,400	8,200	2,400	8,200
WCR 13	Crssrds Blvd - Stplchse	0.6	2	4	R	A1	11,000	22,000	6,600	13,200	3,973	11,900	2,384	7,140
WCR 13	Stplechse - Kaplan St	1.2	2	4	R	A1	11,000	22,000	13,200	26,400	5,539	17,800	6,647	21,360
WCR 13	Kaplan Dr - SH 392	1.2	2	4	R	A1	11,000	22,000	13,200	26,400	4,083	13,700	4,900	16,440
WCR 13	SH 392 - LCR 32E	0.5	2	2	R	A1	11,000	11,000	5,500	5,500	1,800	6,400	900	3,200
WCR 13	LCR 32E - WCR 72	1.5	2	2	R	A1	11,000	11,000	16,500	16,500	1,197	2,000	1,796	3,000
WCR 13	WCR 72 - WCR 76	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	675	8,800	675	8,800
WCR 13	WCR 74 - WCR 76	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	661	9,000	661	9,000
WCR 13	WCR 76 - GMA Line	0.4	2	2	R	A1	11,000	11,000	4,400	4,400	994	7,700	398	3,080
WCR 15	SH 392 - LCR 32E	0.5	2	4	U	A1	11,000	30,000	5,500	15,000	9,248	16,600	4,624	8,300
WCR 15	LCR 32E - WCR 70	0.5	2	2	U	A1	11,000	11,000	5,500	5,500	6,090	6,600	3,045	3,300
WCR 15	WCR 70 - WCR 74	2.0	2	2	U	A1	11,000	11,000	22,000	22,000	2,625	9,900	5,250	19,800
WCR 15	WCR 74 - WCR 76	1.0	2	2	R	C	8,000	8,000	8,000	8,000	709	4,500	709	4,500
WCR 15	US 34 - Crossrds Blvd	2.0	2G	2P	R	C	200	8,000	400	16,000	150	1,900	300	3,800
WCR 17	US 34 - Crossroads Bvd	2.0	2	4	R	A1	11,000	22,000	22,000	44,000	6,911	16,800	13,822	33,600
WCR 17	Crsrds Bvd - New Librty	1.1	2	4	R	A1	11,000	22,000	12,100	24,200	5,430	14,700	5,973	16,170
WCR 17	New Liberty - Estmn Prk	1.1	2	4	R	A1	11,000	22,000	12,100	24,200	8,449	17,800	9,294	19,580
WCR 17	Eastman Park - SH 392	1.0	2	4	U	C	11,000	22,000	11,000	22,000	10,135	14,900	10,135	14,900

continued on next page

Table 20. Major Roadway Inventory (continued)

			Lanes		X-	Fnc	Capacity		Daily VMC		Volume		Daily VMT	
Road	From - To	Mi.	Ex.	Fut.	Sec	Cls	Exist	2040	Exist	2040	Exist	2040	Exist	2040
WCR 19	SH 392 - WCR 70*	1.0	2	4	U	A1	20,500	30,000	20,500	30,000	9,000	13,100	9,000	13,100
WCR 19	WCR 70 - WCR 72	1.0	2	2	U	A1	11,000	11,000	11,000	11,000	5,702	9,100	5,702	9,100
WCR 19	GMA Line - WCR 72	0.5	2	2	U	A1	11,000	11,000	5,500	5,500	5,043	10,000	2,522	5,000
WCR 21	WCR 70 - SH 392	1.0	2	2	R	C	8,000	8,000	8,000	8,000	1,620	4,900	1,620	4,900
WCR 23	SH 392 - Eastman Prk	1.0	2	2	R	A1	11,000	11,000	11,000	11,000	1,789	8,500	1,789	8,500
WCR 23	Eastmn - Cache la Pdre	1.3	2	2	R	C	8,000	8,000	10,400	10,400	1,000	3,500	1,300	4,550
WCR 60	WCR 13 - WCR 15	1.0	2G	2P	R	C	200	8,000	200	8,000	67	4,200	67	4,200
WCR 60	WCR 15 - WCR 17	1.0	2G	2P	R	C	200	8,000	200	8,000	75	4,000	75	4,000
WCR 68	WCR 13 - WCR 15	0.8	2	2	U	C	11,000	11,000	8,800	8,800	1,904	6,400	1,523	5,120
WCR 70	WCR 13 - WCR 15	1.0	0	2	U	C	0	11,000	0	11,000	0	5,600	0	5,600
WCR 70	WCR 15 - WCR19	2.0	0	2	U	C	0	11,000	0	22,000	0	9,200	0	18,400
WCR 70	WCR 19 - WCR 21	1.0	2	2	R	C	8,000	8,000	8,000	8,000	166	4,900	166	4,900
WCR 70	WCR 15 - WCR 68.5	0.7	0	2	U	C	0	11,000	0	7,700	0	6,000	0	4,200
WCR 72	WCR 15 - SH 257	1.0	2	2	R	C	8,000	8,000	8,000	8,000	630	5,000	630	5,000
WCR 72	SH 257 - WCR 19	1.0	2	2	R	C	8,000	8,000	8,000	8,000	496	6,100	496	6,100
WCR 72	WCR 13 - WCR 15	1.0	0	2	U	C	0	11,000	0	11,000	0	8,200	0	8,200
WCR 74	WCR 13 - WCR 15	1.0	2	4	R	A2	15,000	30,000	15,000	30,000	11,767	25,200	11,767	25,200
WCR 74	WCR 15 - WCR 17	1.0	2	4	R	A2	15,000	30,000	15,000	30,000	9,346	22,000	9,346	22,000
WCR 76	WCR 13 - WCR 15	1.0	2	2	R	C	8,000	8,000	8,000	8,000	391	3,800	391	3,800
WCR 76	WCR 15 - WCR 17	1.0	2	2	R	C	8,000	8,000	8,000	8,000	383	2,500	383	2,500
WCR 78	WCR 15 - WDR 17	1.0	2G	2P	R	C	200	8,000	200	8,000	106	3,200	106	3,200
Westgate Dr	SH 392 - LCR 30	1.0	0	2	U	C	0	11,000	0	11,000	0	12,000	0	12,000
Total, Non-State Roads									654,900	1,125,000			249,715	833,680
SH 257/WCR 17	WCR 74 to WCR 78	2.0	2	4	R	A1	11,000	22,000	22,000	44,000	7,730	20,000	15,460	40,000
SH 257/WCR 17	WCR 70 - WCR 74	2.0	2	4	R	A2	15,000	30,000	30,000	60,000	7,220	16,700	14,440	33,400
SH 257/WCR 17	SH 392 - WCR 70	1.0	2	4	U	A2	15,000	30,000	15,000	30,000	7,013	17,300	7,013	17,300
SH 257/WCR 19	Garden Dr - SH 392	0.5	2	4	U	A2	15,000	30,000	7,500	15,000	9,009	16,300	4,505	8,150
SH 257/WCR 19	Eastmn Prk - Garden Dr	0.5	2	4	U	A2	15,000	30,000	7,500	15,000	10,976	18,400	5,488	9,200
SH 257/WCR19	Crsrds Bvd - Estmn Prk	0.8	2	4	R	A2	15,000	30,000	12,000	24,000	15,920	23,800	12,736	19,040
SH 257/WCR19	GMA Line - Crossroads	2.2	2	4	R	A2	15,000	30,000	33,000	66,000	14,431	26,100	31,748	57,420
SH 392	I-25 to LCR 3	1.5	4	4	R	A2	30,000	30,000	45,000	45,000	28,099	34,100	42,149	51,150
SH 392	LCR 3 - WCR 13	1.0	2	4	R	A2	15,000	30,000	15,000	30,000	20,560	41,100	20,560	41,100
SH 392	WCR 13 - WCR 17	2.0	4	4	U	A2	30,000	30,000	60,000	60,000	24,870	39,500	49,740	79,000
SH 392	WCR 17 - 3rd St.	0.4	2	2	U	A2	15,000	15,000	6,000	6,000	17,554	22,800	7,022	9,120
SH 392	3rd St - WCR 19	0.6	4	4	U	A2	30,000	30,000	18,000	18,000	14,402	23,800	8,641	14,280
SH 392	WCR 19 - WCR 21	1.0	2	4	U	A1	11,000	30,000	11,000	30,000	9,657	14,800	9,657	14,800
SH 392	WCR 21 - WCR 23	1.0	2	4	R	A1	11,000	30,000	11,000	30,000	8,772	16,700	8,772	16,700
Total, State/Federal Roads									293,000	473,000			237,931	410,660

* about half of road segment already has four lanes, capacity of segment is average of 2-lane and 4-lane

Notes: "X-Sec" is urban (U) or rural (R) existing cross-section; "Fnc Cls" is functional classification – Collector (C), minor arterial (A1), major arterial (A2), or highway (H); "VMT" is vehicle-miles of travel, "VMC" is vehicle-miles of capacity

Source: All data from Felsburg Holt & Ullevig, July 6, 2017.

APPENDIX B: IMPROVEMENT COSTS

Table 21. Major Roadway Improvement Costs

Road	From - To	Planned Improvement	Mi.	Capacity		Daily VMC		New VMC	Estimated Const. Cost
				Exist	2040	Exist	2040		
Crossroads Bvd	Frgrnds Ave - WCR 13	Widen to 4 Lanes	2.00	15,000	30,000	30,000	60,000	30,000	$5,080,000
Crossroads Blvd	WCR 13 - WCR 17	Widen to 4 Lanes	2.00	15,000	30,000	30,000	60,000	30,000	$5,080,000
Crsrds Bvd Ext	SH 257 - GMA Line	New 4-Lane Road	2.70	0	30,000	0	81,000	81,000	$11,286,000
Fairgrounds Ave	LCR 30 - SH 392	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$3,170,000
Fairgrounds Ave	Crossrds - Crked Stick	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$3,170,000
Fairgrounds Ave	Crked Stick Dr - LCR 30	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$3,170,000
LCR 5	LCR 32E - GMA Line	Widen to 4 Lanes	0.70	11,000	22,000	7,700	15,400	7,700	$2,219,000
LCR 5	SH 392 - LCR 32E	Widen to 4 Lanes	0.50	11,000	22,000	5,500	11,000	5,500	$1,585,000
LCR 30	Westgate-Fairgrounds	Pave 2-Lane Road	0.40	200	11,000	80	4,400	4,320	$988,000
LCR 30	Fairgnds - E/of Hmdw	Widen to 4 Lanes	0.60	11,000	22,000	6,600	13,200	6,600	$1,902,000
WCR 13	Kaplan Dr - SH 392	Widen to 4 Lanes	1.20	11,000	22,000	13,200	26,400	13,200	$3,048,000
WCR 13	Crssrds Blvd - Stplchse	Widen to 4 Lanes	0.60	11,000	22,000	6,600	13,200	6,600	$1,524,000
WCR 13	Stplechse - Kaplan St	Widen to 4 Lanes	1.20	11,000	22,000	13,200	26,400	13,200	$3,048,000
WCR 15	SH 392 - LCR 32E	Widen to 4 Lanes	0.50	11,000	30,000	5,500	15,000	9,500	$1,585,000
WCR 15	US 34 - Crossrds Blvd	Pave 2-Lane Road	2.00	200	8,000	400	16,000	15,600	$4,940,000
WCR 17	New Liberty - Estmn Prk	Widen to 4 Lanes	1.10	11,000	22,000	12,100	24,200	12,100	$2,794,000
WCR 17	Crsrds Bvd - New Librty	Widen to 4 Lanes	1.10	11,000	22,000	12,100	24,200	12,100	$2,794,000
WCR 17	US 34 - Crossroads Bvd	Widen to 4 Lanes	2.00	11,000	22,000	22,000	44,000	22,000	$5,080,000
WCR 19	SH 392 - WCR 70	Widen to 4 Lanes*	1.00	20,500	30,000	20,500	30,000	9,500	$1,585,000
WCR 60	WCR 13 - WCR 15	Pave 2-Lane Road	1.00	200	8,000	200	8,000	7,800	$2,470,000
WCR 60	WCR 15 - WCR 17	Pave 2-Lane Road	1.00	200	8,000	200	8,000	7,800	$2,470,000
WCR 70	WCR 13 - WCR 15	New 2-Lane Road	1.00	0	11,000	0	11,000	11,000	$3,720,000
WCR 70	WCR 15 - WCR 19	New 2-Lane Road	2.00	0	11,000	0	22,000	22,000	$7,440,000
WCR 70	WCR 15 - WCR 68.5	New 2-Lane Road	0.70	0	11,000	0	7,700	7,700	$2,604,000
WCR 72	WCR 13 - WCR 15	New 2-Lane Road	1.00	0	11,000	0	11,000	11,000	$3,720,000
WCR 74	WCR 13 - WCR 15	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$2,540,000
WCR 74	WCR 15 - WCR 17	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$2,540,000
WCR 78	WCR 15 - WDR 17	Pave 2-Lane Road	1.00	200	8,000	200	8,000	7,800	$2,470,000
Westgate Dr	SH 392 - LCR 30	New 2-Lane Road	1.00	0	11,000	0	11,000	11,000	$3,720,000
Total, Non-State Roads								440,020	$97,742,000
SH 257/WCR 17	WCR 74 to WCR 78	Widen to 4 Lanes	2.00	11,000	22,000	22,000	44,000	22,000	$5,080,000
SH 257/WCR 17	WCR 70 - WCR 74	Widen to 4 Lanes	2.00	15,000	30,000	30,000	60,000	30,000	$5,080,000
SH 257/WCR 17	SH 392 - WCR 70	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$3,170,000
SH 257/WCR 19	Garden Dr - SH 392	Widen to 4 Lanes	0.50	15,000	30,000	7,500	15,000	7,500	$1,585,000
SH 257/WCR 19	Eastmn Prk - Garden Dr	Widen to 4 Lanes	0.50	15,000	30,000	7,500	15,000	7,500	$1,585,000
SH 257/WCR19	Crsrds Bvd - Estmn Prk	Widen to 4 Lanes	0.80	15,000	30,000	12,000	24,000	12,000	$2,032,000
SH 257/WCR19	GMA Line - Crossroads	Widen to 4 Lanes	2.20	15,000	30,000	33,000	66,000	33,000	$5,588,000
SH 392	Westgate - WCR 3	Widen to 4 Lanes*	1.25	22,500	30,000	28,125	37,500	9,375	$1,587,500
SH 392	LCR 3 - WCR 13	Widen to 4 Lanes	1.00	15,000	30,000	15,000	30,000	15,000	$2,540,000
SH 392	WCR 19 - WCR 21	Widen to 4 Lanes	1.00	11,000	30,000	11,000	30,000	19,000	$3,170,000
SH 392	WCR 21 - WCR 23	Widen to 4 Lanes	1.00	11,000	30,000	11,000	30,000	19,000	$2,540,000
Total, State/Federal Roads								189,375	$33,957,500

* half of the road already has 2 lanes

Source: Felsburg Holt & Ullevig, July 6, 2017.

MEMORANDUM

Date: January 18, 2021
To: Mayor and Town Board
Via: Shane Hale, Town Manager
From: Karen Frawley, Town Clerk
Re: Future Meeting Agenda
Item #: 3.

ATTACHMENTS:

- Future Meeting Agenda

FUTURE TOWN BOARD MEETINGS

January 25, 2021 5:30 p.m.	Town Board Work Session 7th Street Multimodal & Walnut Street Bikeway Plans
January 25, 2021 7:00 p.m.	Town Board Regular Meeting
February 1, 2021 6:00 p.m.	Town Board Work Session Snow Plan Facility Master Plan Update
February 8, 2021 6:00 p.m.	Town Board Work Session Board-Manager-Attorney Monthly Meeting SafeBuilt Presentation of Annual Report and Audit Fire District Impact Fees
February 8, 2021 7:00 p.m.	Town Board Regular Meeting
February 22, 2021 5:30 p.m.	Town Board Work Session Eastman Park Drive Corridor Plan
February 22, 2021 7:00 p.m.	Town Board Regular Meeting
March 1, 2021 6:00 p.m.	Town Board Work Session COGCC Rule Making Update Jacoby Farm Halfway House Grant Update
March 8, 2021 6:00 p.m.	Town Board Work Session Board-Manager-Attorney Monthly Meeting
March 8, 2021 7:00 p.m.	Town Board Regular Meeting
March 15, 2021 6:00 p.m.	Town Board Work Session
March 22, 2021 6:00 p.m.	Town Board Work Session
March 22, 2021 7:00 p.m.	Town Board Regular Meeting
April 5, 2021	Town Board Work Session

FUTURE TOWN BOARD MEETINGS

6:00 p.m.

April 12, 2021 6:00 p.m.	Town Board Work Session Board-Manager-Attorney Monthly Meeting
April 12, 2021 7:00 p.m.	Town Board Regular Meeting
April 19, 2021 6:00 p.m.	Town Board Work Session
April 26, 2021 6:00 p.m.	Town Board Work Session
April 26, 2021 7:00 p.m.	Town Board Regular Meeting

Future Work Session Topics

- Joint Meeting with Town of Windsor, Town of Severance, Fire District and School District – Tentative for Fall of 2020
- PBB
- Telecom Code (February)
- Comprehensive Plan Review
- Broadband and Allo
- Regional Water Treatment Plant Site
- Wastewater Treatment Plant Expansion Discussion
- Park Fee Study
- Public Art Commission Proposal
- Proportional services and amenities for planned population (February 2021)
- Economic development/retail needs based on population levels
- Code Amendments for Reimbursements