

Fort Collins City Council Work Session Agenda

6:00 p.m. Tuesday, January 24, 2023

Colorado Room, 222 Laporte Ave, Fort Collins, CO 80521

NOTICE:

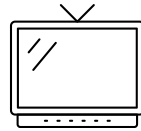
Work Sessions of the City Council are held on the 2nd and 4th Tuesdays of each month in the Colorado Room of the 222 Building. Meetings are conducted in a hybrid format, however there is no public participation permitted in a work session.

City Council members may participate in this meeting via electronic means pursuant to their adopted policies and protocol.

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While work sessions do not include public comment, mail comments about any item on the agenda to cityleaders@fcgov.com





City Council Work Session Agenda

January 24, 2023 at 6:00 PM

Jeni Arndt, Mayor
Emily Francis, District 6, Mayor Pro Tem
Susan Gutowsky, District 1
Julie Pignataro, District 2
Tricia Canonico, District 3
Shirley Peel, District 4
Kelly Ohlson, District 5

Colorado River Community Room
222 Laporte Avenue, Fort Collins

Cablecast on FCTV
Channel 14 on Connexion
Channel 14 and 881 on Comcast

Carrie Daggett
City Attorney

Kelly DiMartino
City Manager

Anissa Hollingshead
City Clerk

CITY COUNCIL WORK SESSION 6:00 PM

A) CALL MEETING TO ORDER

B) ITEMS FOR DISCUSSION

1. Water Resources Matters in the Fort Collins Growth Management Area: Study Report Results.

The purpose of this item is to discuss results of the 'Water Resources Matters in the Fort Collins Growth Management Area: Study Report' (Report) and determine next steps. This study was a result of Council's direction to staff to pursue more regional collaboration between the Fort Collins Utilities (Utilities) and surrounding water districts. Through interviews and discussions with Boards/Commissions, and an evaluation of information, numerous matters for improved collaboration were identified as well as some potential solutions.

2. Urban Forestry Strategy.

The purpose of this work session is to provide an overview of the current state of municipal forestry and to seek Council feedback around future urban forest strategy and policy development. Staff will share proposed next steps for the Urban Forest Strategic Plan effort.

3. Land Use Code Audit Related to Forestry.

The purpose of this work session is to provide an overview of the land use code audit as it relates to tree-related landscape standards and to seek Council feedback on the direction of tree policy update opportunities that have been identified.

C) ANNOUNCEMENTS

D) ADJOURNMENT

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January 10, 2023

WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Jen Dial, Water Resources Manager
Donnie Dustin, Water Resources Engineer II
Jason Graham, Director of Water Utilities

SUBJECT FOR DISCUSSION

Water Resources Matters in the Fort Collins Growth Management Area: Study Report Results.

EXECUTIVE SUMMARY

The purpose of this item is to discuss results of the 'Water Resources Matters in the Fort Collins Growth Management Area: Study Report' (Report) and determine next steps. This study was a result of Council's direction to staff to pursue more regional collaboration between the Fort Collins Utilities (Utilities) and surrounding water districts. Through interviews and discussions with Boards/Commissions, and an evaluation of information, numerous matters for improved collaboration were identified as well as some potential solutions.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. What questions does Council have about the Water Resources Matters Study?
2. What thoughts or direction does Council have about pursuing the next suggested steps?

BACKGROUND / DISCUSSION

Regional water issues have become more and more prevalent creating a need for stronger regional collaboration. Utilities has a history of valuing regional water collaboration and in 2015, City Council directed staff to further pursue regional collaboration opportunities with surrounding water providers with the belief that regional collaboration could improve water supply reliability across the growth management area (GMA). Drivers for regional collaboration include:

- Water to support new development is increasingly expensive and complex.
- New homes have becoming increasingly unaffordable due to development fees.
- Infrastructure maintenance and failures impact multiple water service providers.
- Colorado River drought conditions could have significant implications on water providers' water supplies.

Regional collaborative efforts include:

- Various water treatment, supply, conservation, and infrastructure sharing/sales agreements (over many years) between the City of Fort Collins (City) / Utilities and other water providers.
- Long-standing (but periodic) meetings with Utilities staff and Soldier Canyon Water Treatment Authority entities (East Larimer County Water District (ELCO), Fort Collins-Loveland Water District (FCLWD), and North Weld County Water District (NWCWD)) on treatment and water resource issues.
- Attempt at joint pursuit of Halligan expansion project with ELCO, FLCWD, NWCWD, and North Poudre Irrigation Company (NPIC). ELCO, FLCWD, and NWCWD withdrew in 2009 and NPIC withdrew in 2014).
- Starting in 2009, staff began expanding participation in the Sprinkler Checkup Program to first include FCLWD and then ELCO customers.
- In 2016, a committee of water managers and board members from the City, ELCO, FCLWD, and NWCWD formed to discuss regional collaboration on water-related issues (known as the Regional Water Collaboration Committee).
- In 2018, Utilities, ELCO, FCLWD, and the North Front Range Metropolitan Planning Organization participated in the Growing Water Smart program to work on integrated water and land use planning issues.
- In 2019-2020, Utilities, ELCO, FCLWD, and NWCWD worked collaboratively on the Horsetooth Reservoir Outlet Project. Also, the Regional StratOp group was formed to discuss Northern Colorado water issues with elected officials and leaders from Larimer and Weld Counties, municipalities, and water providers
- Utilities participated in Larimer County's regional water existing conditions report.
- Utilities has and continues to have discussions with Northern Water on Colorado River drought impacts to the Colorado-Big Thompson (CBT) system.
- In 2021-2022, staff initiated this WRSM Report.
- In 2022, staff coordinated with the surrounding water and wastewater districts to expand the newly adopted graywater codes beyond Utilities water service area.

Goal of Study

The Utilities' water service area boundary, city boundary, and GMA do not coincide. Utilities' water service area covers the central portion of Fort Collins city limits. Utilities supplies water to approximately 75% of residents and businesses in Fort Collins. Water service in the other portions of Fort Collins and the GMA is provided by other water providers, including six other water districts: ELCO, FCLWD, West Fort Collins Water District, Spring Canyon Water and Sanitation District, and Sunset Water District (Districts). Significant differences exist about the various water providers in terms of mission, organizational size, staffing, financial resources, water rights portfolio, and development patterns.

The WRMS was pursued to provide insight on the challenges and opportunities around regional water providers with the goal of:

- Improved understanding of regional water matters and improve alignment across City and Utilities organizations.
- Better understanding of the perspectives of the Districts and other stakeholders working in the GMA about what it is like to work with the City and Utilities organizations on water-related matters.
- Systematically evaluate the challenges and opportunities that arise from having multiple water service providers in the GMA.

The study involved three phases: 1) Discovery through interviews, surveys and meetings with City staff, the Water Board (now Water Commission) and external stakeholders in the Districts; 2) Evaluation of information through a ranking system; and 3) Output of the results and potential solutions.

Results

The City and Utilities felt internal collaboration has been going well. However, the City, Utilities and Districts felt there is a need for significant improvement between the City/Utilities and Districts regarding engagement and collaboration.

Listed below are 16 water matters that were identified for a GMA with multiple water providers (Table 3 in the attached report provides additional detail). The bold represent the most cited categories but also the most challenging.

- Competition of water rights acquisition
- Coordination between City and Districts
- Customer experience varies
- **Development review processes and water requirements vary**
- Education and advocacy not consistent/aligned
- City as a customer of the Districts for water service on some City properties
- Future water related challenges will evolve and grow
- Intergovernmental Agreements challenges
- **Infrastructure and Service Areas need clarity on size and boundary**
- Joint programs and projects could expand
- Leadership needs increased knowledge of water issues
- Mission and values differ
- Need increased modeling and analysis
- **Organizational structures vary in size and resources**
- **Need improved planning and policy alignment**
- Opportunity for improved system redundancy and resilience within the GMA

Potential solutions

106 potential solutions were identified in the Discovery phase, some which are internal to the City/Utilities and some that require partnership with the Districts. After evaluation, five “high-benefit” solutions and three “tactical” solutions rose to the top as solutions to potentially pursue. High benefit solutions range from requiring low to high resources (staff and financial) and are likely more challenging. Tactical solutions also range from low to high resources but are more straightforward in approach and can be initiated and led by the City/Utilities. These are summarized below:

High-Benefit Solutions

- Support District strategies to increase raw water storage (where not in contradiction to Council direction).
- Develop an emergency plan IGA to have in place if/when it is needed.
- Explore establishment of a water bank program to buy raw water rights that can later be dedicated to help subsidize affordable housing or other community-benefitting projects.
- Expand conservation program offerings across the GMA through incentives or shared program delivery (like the sprinkler checkup program).

Tactical Solutions

- Development Review

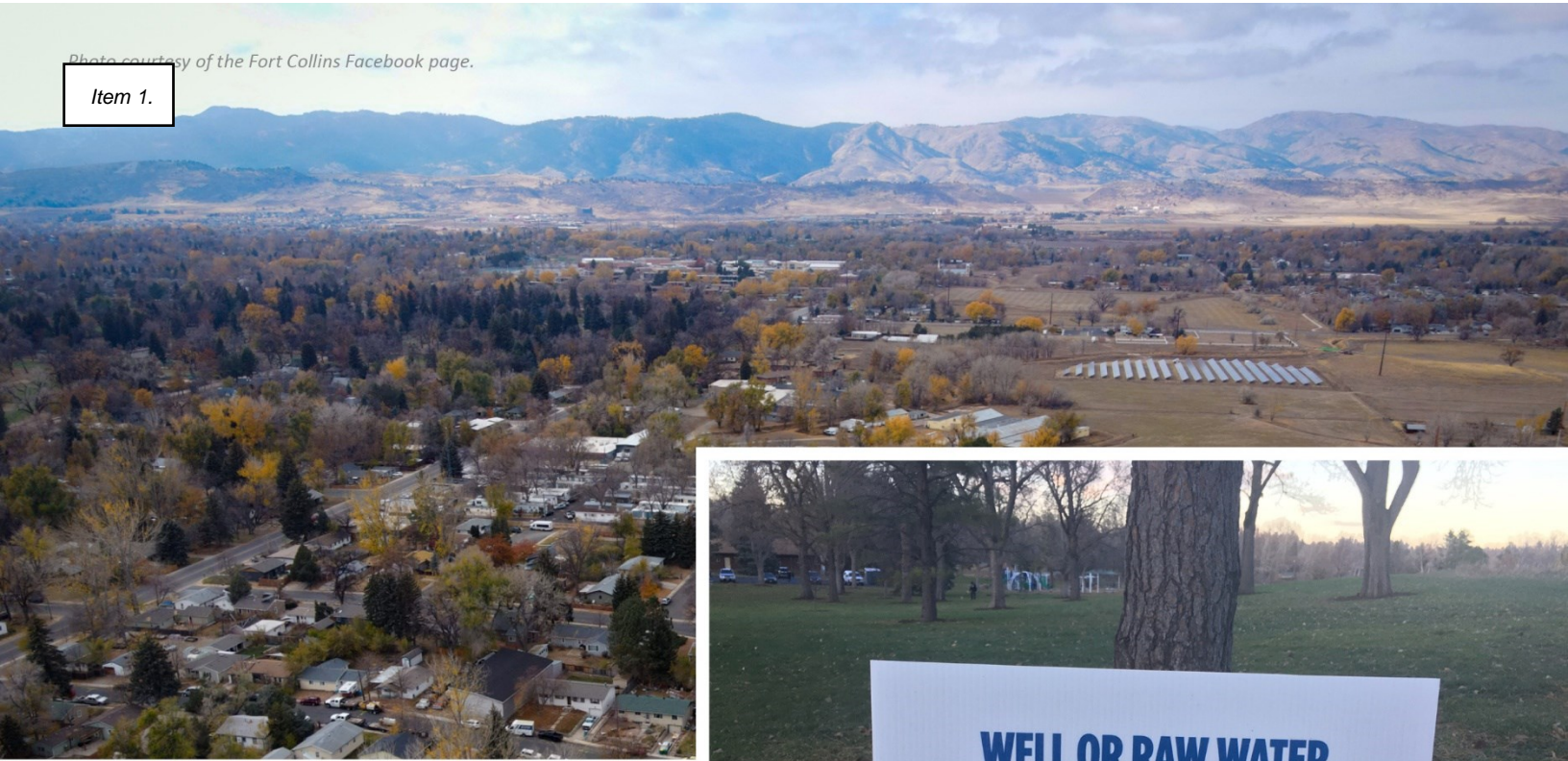
- Work with Districts to educate and align on development review processes and expectations for comments and reviews.
- Gather information and develop a handout of District requirements and costs to provide during the development review process.
- Planning & Analysis
 - Quantify water impacts of long-range plans.
 - Across the GMA, conduct better assessments of future water demands as well as water supply and infrastructure constraints.
 - Include Districts in upcoming City/Utilities projects, when appropriate, such as the 2022-2023 Xeriscape and Soil Amendment Council Priorities work and the Water Supply and Demand Management Policy update.
- Boards & Leadership
 - Regularly attend District board meetings (City staff and/or Council members).
 - Recruit individuals with water expertise to run for boards and commissions.

NEXT STEPS

- Continue to meet with Districts
 - Build more trusting and collaborative relationships
 - Improve collaboration on pursuing more challenging high-benefit solutions
- Continue involvement with Regional StratOps, Larimer County water supply planning effort, District boards meetings, and other regional groups
- Develop handout of various requirements/costs for development review process
- Continue to explore joint conservation efforts and programs
- Better coordinate communication and public outreach around drought, especially during water shortages

ATTACHMENTS

1. Water Resources Matters in the Fort Collins Growth Management Area: Study Report



Water Resource Matters in the Fort Collins Growth Management Area: Study Report

September 2022

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Introduction

Overview of Water Service in the Growth Management Area

Fort Collins Utilities (Utilities) is one of six water service providers currently serving the Fort Collins Growth Management Area (GMA) (**Figure 1**). This situation arose from decisions made in the 1950s and 1960s, when property owners in unincorporated areas north and south of Fort Collins requested that the City extend water service into those areas to facilitate development. The City determined that the expansion was beyond their financial capabilities and denied the service requests. Therefore, Title 32 special utility districts were formed to provide the services.¹ The City has since annexed or included in the GMA areas that are now served by other water service providers (City of Fort Collins, 2015).

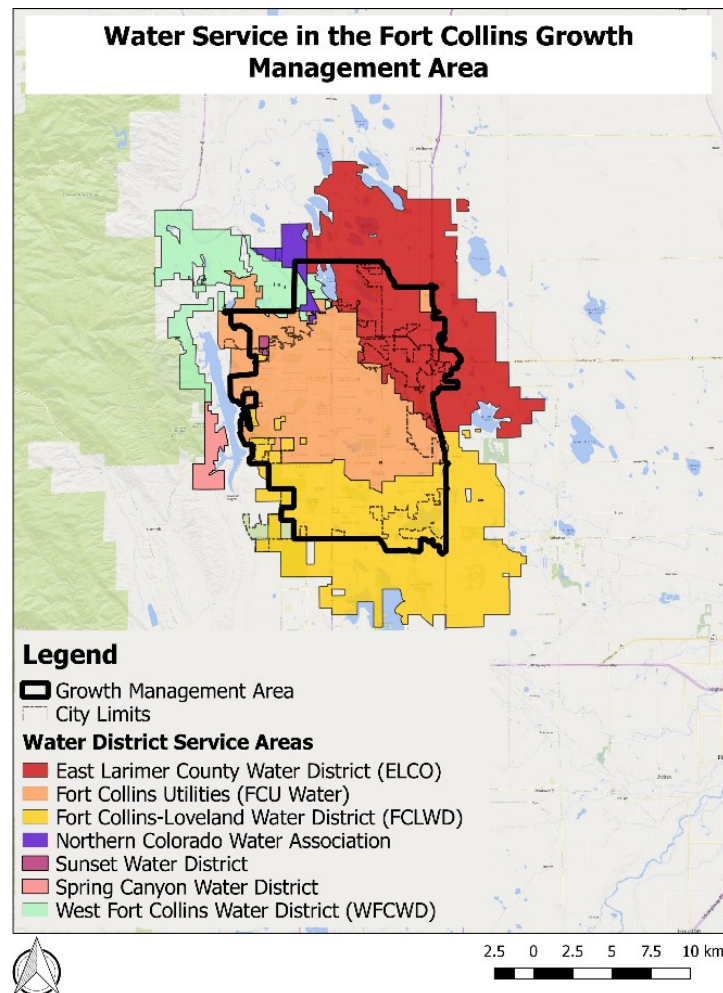


Figure 1. Water Service in the Fort Collins Growth Management Area

Significant differences exist among the water service providers in terms of mission, organizational size, staffing, and financial resources. Utilities is currently the largest water provider in the GMA (**Table 1**).

¹ The other water providers are commonly referred to as “the Districts,” even though not all are legally defined as Title 32 special districts.

According to the City Plan Trends and Forces Report (City of Fort Collins, 2018), “most of the vacant land in the GMA is not served by City sewer and water utilities,” meaning that much of the future growth in the GMA is expected to be served by the other water providers (i.e., Districts).

Table 1. Current Service Population for Water Service Providers That Serve Within the GMA (CDPHE, 2022)

Water Provider	2022 Service Population*
Fort Collins Utilities (Utilities)	179,901
Fort Collins Loveland Water District (FCLWD)	51,500
East Larimer County Water District (ELCO)	20,503
Northern Colorado Water Association	4,550
West Fort Collins Water District	4,000
Spring Canyon Water and Sanitation District	2,120
Sunset Water District	425

** In 2022, Colorado Department of Public Health and Environment (CDPHE) changed guidance and service population estimates now include transient populations e.g., people coming into and out of the service area for the day for work). The service population provided is for the water provider’s entire service territory, not just the portion within the Fort Collins GMA.*

History of Regional Water Collaboration

Utilities has a history of valuing regional water collaboration. The 2012 Water Supply and Demand Management Policy highlights regional collaboration as one of six policy elements (e.g., water use efficiency, water supply acquisition, water supply reliability, treated and raw water quality, use of surplus raw water, and regional collaboration) (City of Fort Collins, 2012). The regional collaboration policy element emphasizes the importance of good relationships with regional entities and the coordination of efforts to achieve mutual goals where possible.

Significant milestones in regional water collaboration include the following:

- Various water treatment, supply, conservation, and infrastructure sharing/sales agreements (over many years) between the City and other water providers.
- Long-standing (but periodic) meetings with staff of the City and Soldier Canyon Water Treatment Authority entities (ELCO, FCLWD, and NWCWD) on treatment and water resource issues (informally known as the Regional Water Collaboration Committee).
- In 2015, City Council directed staff to pursue regional collaboration opportunities with ELCO and FCLWD, including ways to address water supply requirements for affordable housing.
- In 2016-2017, a regional water steering committee was chartered and met, but then dissipated, seemingly due to lack of progress and staffing transitions.
- In 2018, Utilities, ELCO, FCLWD, and the North Front Range Metropolitan Planning Organization (NFRMPO) participated in the Growing Water Smart program to work on integrated water and land use planning issues.
- In 2019-2020, Utilities, ELCO, FCLWD, and NWCWD worked collaboratively on the Horsetooth Outlet Project. Also, the first Regional StratOp meeting was held to discuss Northern Colorado water issues.
- In 2021-2022, Utilities initiated this study to evaluate water resource matters in the GMA that arise from having multiple water service providers. Also, Larimer County initiated a regional

water existing conditions report. A second Regional StratOp meeting was convened by the Community Foundation of Northern Colorado with representatives from Larimer and Weld Counties, municipalities, and water providers.

Drivers for Regional Water Collaboration

The City has adopted a broad suite of climate, sustainability, water, and housing goals that sometimes lead to competing priorities (e.g., increased costs of new water supplies and affordable housing); that sometimes require coordination among multiple agencies to achieve (i.e., the City reviews and approves new development but the Districts set water supply requirements and development fees). Utilities, as a part of the City organization, is better able to support a broad range of objectives, though staff are mindful that Utilities' funds are constrained in how they can be used to be "neutral to the ratepayer" as required in the City's charter and municipal code (City of Fort Collins, 2022). Districts are more singularly focused on providing their customers reliable, high quality water service.

Examples of regional water issues that affect the City and Utilities include the following:

- **Water to support new development is increasingly expensive and complex.** Water supplies have gotten significantly more expensive over the past ten years (Error! Reference source not found.). The Colorado Real Estate Journal reports that *"[i]n response to high prices and limited remaining supply, the volume of CBT trades recently has declined. CBT units will continue to be desirable assets with transfers to municipal use, but the pricing is likely to continue to diverge from the costs of alternative water sources and from being affordable for new development. In short, CBT prices are becoming less relevant as the remaining inventory winds down (Colorado Real Estate Journal, 2020)."*
- **The cost of water is driving up the cost of development:** Water supply costs can constitute a significant portion of the cost of new development. Utilities recently analyzed typical water supply costs for different development types and water service providers as part of the water supply requirements update and reported the following results (City of Fort Collins, 2021b):
 - Water supply costs for a typical single-family home in Northern Colorado: \$14,900-\$31,700
 - Water supply costs for a multi-family development in Northern Colorado: \$250,182-\$961,000
 - Water supply costs for a 4,300 sq ft office (or ¾" commercial tap) in Northern Colorado: \$3,600-\$44,000
 - Water supply costs for a 2,800 sq ft restaurant (or ¾" commercial tap) in Northern Colorado: \$39,400-\$85,000
- **Housing is becoming increasingly unaffordable:** *"Fees for infrastructure, water, and development review continue to rise as resources become scarcer and development challenges become more complex. In 2015, the average cost to build a unit of housing was about \$278,000, while today it costs close to \$330,000. Median income households can only afford a home priced at about \$330,000. Developers build housing for a profit and thus cannot build new homes for purchase for less than \$330,000 without some form of subsidy (Fort Collins, 2021a)."*
- **Infrastructure maintenance and failures impact multiple water service providers.** Though water service providers are separate legal entities, they increasingly rely on common water sources and infrastructure. Utilities, ELCO, and FCLWD all rely on a combination of Poudre River water and Colorado-Big Thompson Project water for their water supplies. When Northern Water and the US Bureau of Reclamation needed to upgrade the Soldier Canyon Outlet Works at Horsetooth Reservoir, *"several years of coordination were required to make this work*

(Northern Water, 2020).” Potential failures of shared infrastructure (e.g., pipelines) could also have regional effects.

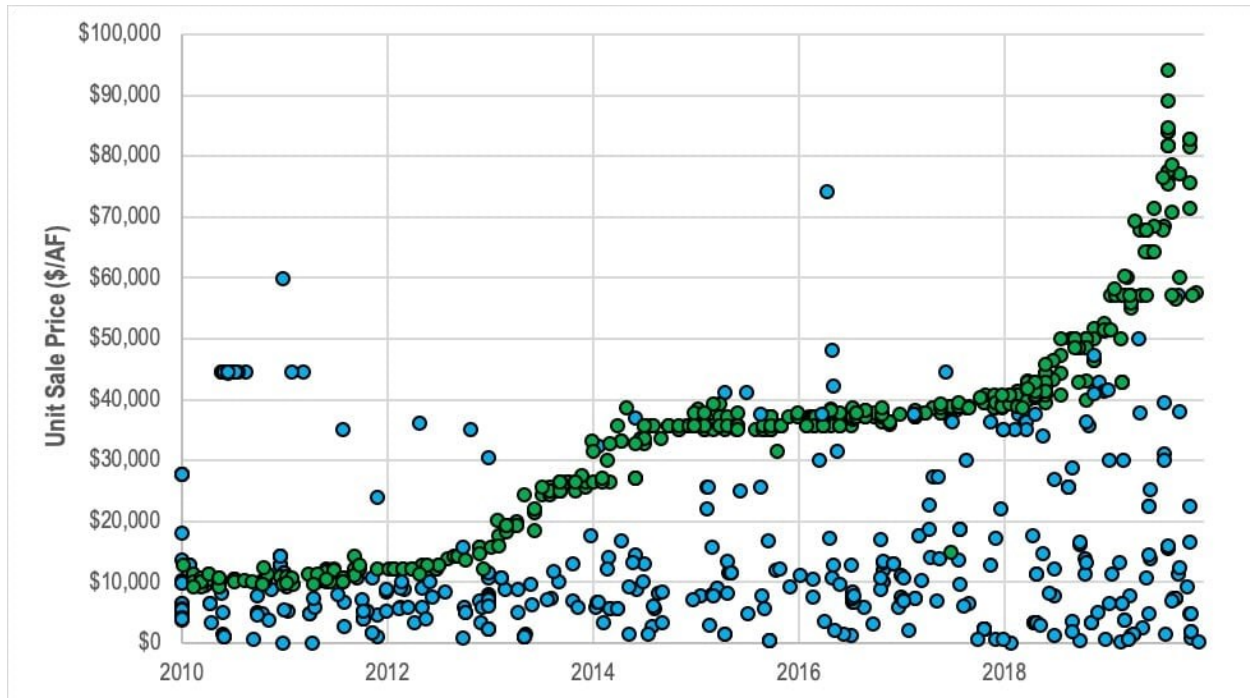


Figure 2. Water right sales in the Northern Front Range over the past 10 years (Colorado Real Estate Journal, 2020). Green dots represent Colorado-Big Thompson share transactions; blue dots represent sales of other water rights.

Developers, residents, and businesses are also affected by having multiple water service providers in the GMA. Developers experience differences in water supply requirements, infrastructure standards, and costs. Residents and businesses experience differences in water billing rates, customer options, water restrictions, and more.

Study Overview

Objectives

Fort Collins Utilities’ Water Resources Division staff found they were spending significant time attempting to address regional water issues as they arose on an *ad hoc* basis; so, in 2020 Utilities initiated the Water Resource Matters in the GMA study to:

- Improve understanding of regional water matters and improve alignment across City and Utilities organizations.
- Better understand the perspectives of District water providers and other stakeholders working in the GMA about what it is like to work with the City and Utilities organizations on water-related matters.
- Systematically evaluate the challenges and opportunities that arise from having multiple water service providers in the Fort Collins GMA.

Note that since Utilities, ELCO, and FCLWD are the largest water services providers in the GMA, they were a key focus of the study. Sanitation districts were not a focus of this effort.

Stakeholder Engagement

Four stakeholder groups were formed to provide direction and gather the input needed to achieve the study objectives:

- The Utilities **project manager** met routinely with the consultant team to provide direction on the day-to-day study execution.
- A **core team** was formed to serve as an advisory board and provide direction on key decisions. Core team members included the Utilities project manager and representatives from Water Resources, Water Conservation, Economic Health Office, and Utilities leadership.
- A **City working group** was formed, with more than 60 representatives from the City and Utilities, to provide input through interviews, polling, and large group meetings.
- An **external stakeholder group** was consulted for input through interviews, polling, and large group meetings. Representatives included the Fort Collins Water Commission (previously, the Water Board), Chamber of Commerce (COC) Local Legislative Affairs Committee (LLAC), and staff and board members affiliated with ELCO, FCLWD, and Soldier Canyon Water Treatment Authority.

Appendix A contains a list of stakeholders along with their roles in the study.

Approach

Phase 1: Discovery

In the Discovery phase, Brendle Group gathered input from the City working group and the external stakeholder group through interviews, polling, and large group meetings. An interview template was developed to illuminate the challenges and opportunities that arise from having multiple water providers serving the GMA (**Appendix B**). Sixty-one (61) City and Utilities staff and seven (7) representatives from the Districts provided input through a series of 18 facilitated interviews and polling questions. Additionally, Brendle Group made presentations to and sought input from the Fort Collins Water Board, ELCO board, FCLWD board, and COC LLAC.

Information collected through the interview, polling, and presentation process was compiled into a Microsoft Excel-based evaluation framework. The evaluation framework contained:

- **Matter Categories:** The “matter categories” are topical groupings of the types of water matters identified in the interviews. The categories are used to group and filter the full register of matters on the “register of matters” worksheet. Additionally, the “matter categories” worksheet shows linkages to potential types of solutions.
- **Register of Matters:** The “register of matters” worksheet contains a compilation from the interview process, including a unique matter number, a matter category to help filter and sort distinct types of matters, a matter description, and documentation of the source interviews that raised the matter. Most matters represent challenges that arise from having multiple water service providers in the GMA, but occasionally they represent opportunities that arise.
- **Solution Categories:** Like the matters categories, the “solution categories” represent topical types of solutions that are used to group and synthesize the full register of solutions.
- **Register of Solutions:** The “register of solutions” worksheet contains a compilation from the interview process, including a unique solution number, a solution category, a solution description, and documentation of the source interviews that raised the solution. Because the interview content focused more on matters than on solutions, the solution register may be

incomplete and/or may contain solutions that are infeasible or otherwise undesirable. Additional research and engagement may be necessary to identify an exhaustive list of solutions or to further vet the feasibility of identified solutions.

- **Case Studies:** The “case studies” worksheet compiles examples and case studies that were mentioned during the interview process as examples from within the City or Utilities organizations, case studies showing desirable outcomes, or case studies showing adverse outcomes.

Results from the Discovery phase are discussed in the **Study Outcomes** section, under **Current State of Collaboration on Water-Related Matters in the GMA** and **Matters that Arise from Having Multiple Water Service Providers in the GMA**.

Phase 2: Evaluation

In the Evaluation phase, Brendle Group worked with the core team to develop a scoring rubric to help evaluate the identified solutions. The scoring rubric considers resource needs, benefits to the City and Utilities organizations, benefits to external organizations, and benefits to the community (**Table 2**). Low score values are associated with undesirable conditions (high resource needs and/or low benefits) and high score values are associated desirable conditions (low resource needs and/or high benefits).

Table 2. Solution Evaluation Scoring Rubric

Resources

Score Value Description

- | | |
|---|---|
| 1 | High - needs a new funding and/or hiring strategy for additional investment of staffing and financial resources |
| 2 | Medium - can be accomplished with additional staff time, consultant support, or budget offer that can be allocated through annual budgeting |
| 3 | Low - can be accomplished within existing staff time and operating budgets |

Benefits to City/Utilities Organization

Score Value Description

- | | |
|---|--|
| 1 | Low - Benefits a relatively contained portion of the City and Utilities organization |
| 2 | Medium - Benefits most of the City and Utilities organization |
| 3 | High - Directly supports City and Utilities achieving currently established strategic goal |

Benefits to External Organizations

Score Value Description

- | | |
|---|---|
| 1 | Low - Helps external organizations be better informed about City and Utilities operations and initiatives |
| 2 | Medium - Opens opportunity for external organizations to be consulted and provide feedback on City and Utilities operations and initiatives |
| 3 | High - Directly related to business operations of external organizations |

Benefits to Community

Score Value Description

- | | |
|---|---|
| 1 | Low - Residents and businesses indirectly benefit from better functioning government and utility services |
| 2 | Medium - Residents and businesses directly benefit within a single service area (e.g., the Fort Collins Utilities service area) |
| 3 | High - Residents and businesses directly benefit across multiple service areas |

Each member of the core team independently ranked the solutions, using the scoring rubric. Scores were synthesized across core team members, using totals and average values. The solutions that rise to the top depend on the priorities of the City and Utilities organizations. For example, is the City interested in low-resource quick wins? Or does the City want to make investments to achieve strategic outcomes?

Results from the Evaluation phase are discussed in the **Study Outcomes** section, under **Solutions to Improve Water-Related Matters in the GMA**. The completed “solution evaluation” is provided as **Appendix C**.

Phase 3: Outputs

Study outputs include work products and materials to support City and Utilities staff in understanding and presenting about water resource matters in the GMA. Key work products and educational materials are appended to this study report:

- **Appendix A:** Water Resource Matters Study: Stakeholder List
- **Appendix B:** Water Resource Matters Study: Interview Template
- **Appendix C:** Water Resource Matters Study: Solutions Evaluation

Study Outcomes

Current State of Collaboration on Water-Related Matters in the GMA

City and Utilities Staff Responses

Sixty-one (61) City and Utilities staff members provided input via polling. At the time the Water Resource Matters study was being conducted, significant staffing transitions were occurring in the City and Utilities, including several long-tenured staff members with a significant amount of institutional knowledge or history promoting regional water collaboration (**Figure 3**). As new staff are onboarded, it will be important to educate them about the issues and opportunities that arise from having multiple water service providers in the GMA and to transition relationship management with regional partners.



Figure 3. City and Utilities staff polling results: How long have you been with the Fort Collins organization?

Utilities and City staff reported a moderate impact to their job functions from having multiple water service providers in the GMA (**Figure 4**). Multiple departments reported being significantly impacted, all in the Utilities organization (e.g., Water Resources, Watershed, Water Quality, Water Treatment, Water Conservation). At least one department in the City organization reported being highly impacted but not daily (e.g., Social Sustainability).

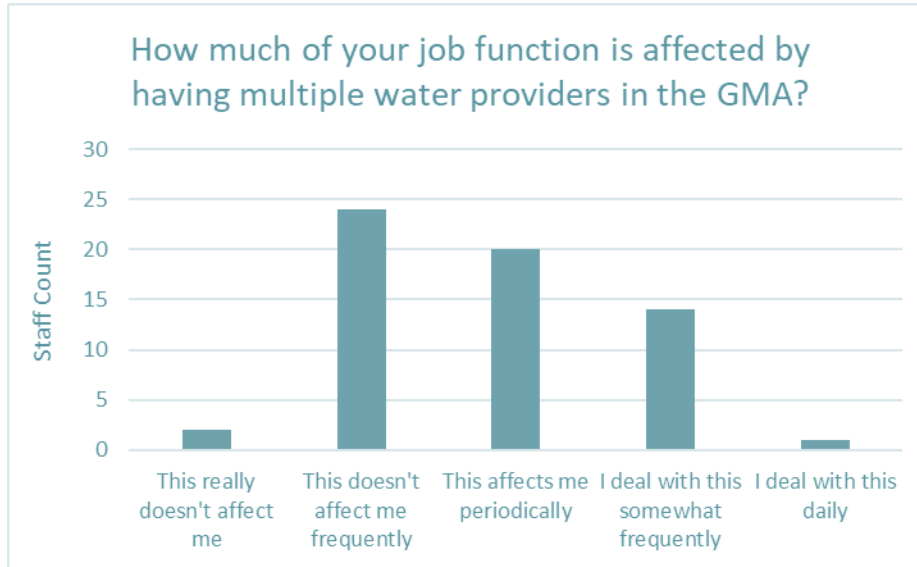


Figure 4. City and Utilities staff polling results: How much is your job function affected by having multiple water providers in the GMA?

Almost everyone within the City and Utilities was satisfied with internal collaboration with Utilities (**Figure 5**), reporting that Utilities staff serve as excellent resources for answering questions, working together, and finding creative solutions. It was common for interviewees to comment that being within the same organization helps collaboration and that continued education on these topics is needed within and across the organization.

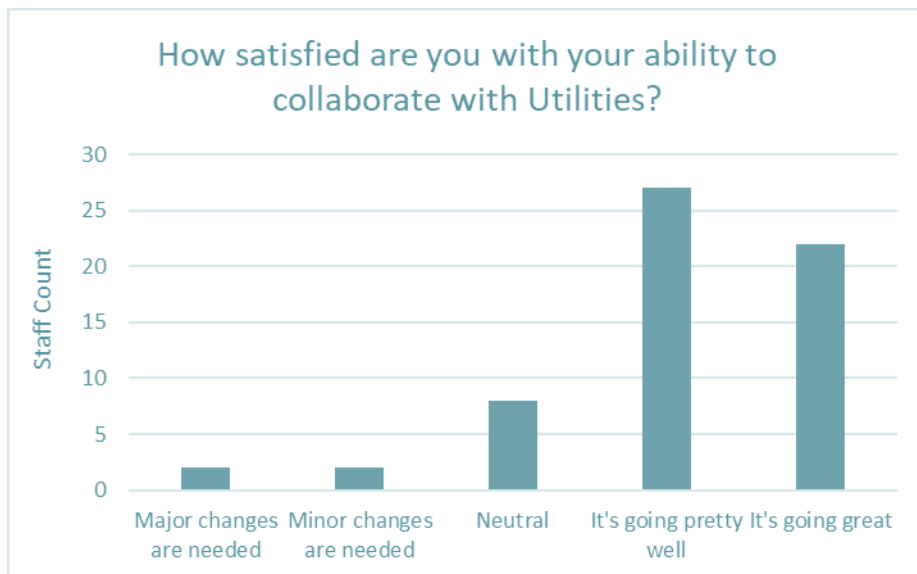


Figure 5. City and Utilities staff polling results: How satisfied are you with your ability to collaborate with Utilities?

However, City and Utilities staff reported a much lower level of satisfaction in their ability to collaborate with the Districts (**Figure 6**). Cited reasons for lower levels of satisfaction include:

- Different organizational structures, mission, values
- Lack of relationships (especially proactive and ongoing, versus as needed or under emergency conditions)
- Lack of a clear point of contact and/or District responsiveness
- Lack of understanding on District decision-making processes, structures, and timelines

It should be noted that a few departments were satisfied with their interactions with the Districts.

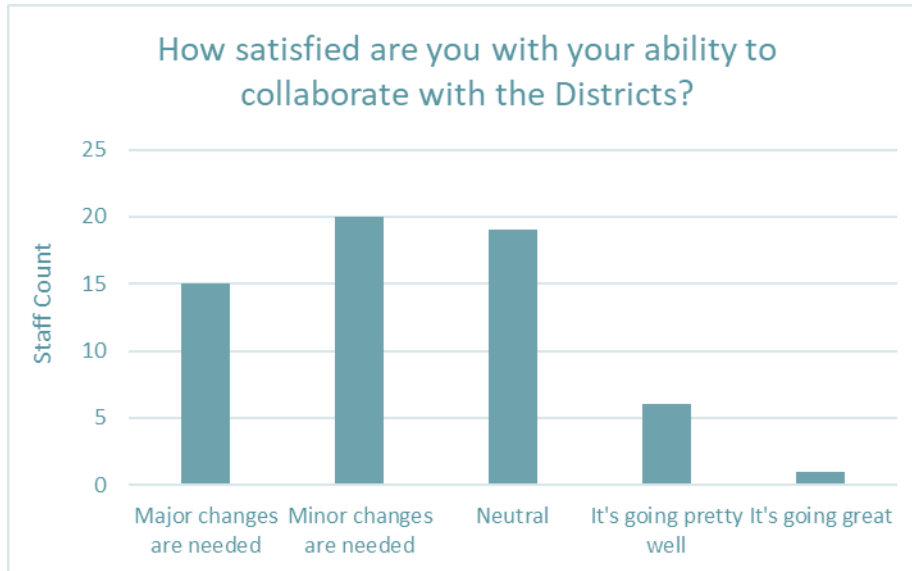


Figure 6. City and Utilities staff polling results: How satisfied are you with your ability to collaborate with the Districts?

City and Utilities staff reported a mix of whether their department has the staffing, budget, and knowledge needed to effectively address water-related matters now (**Figure 7**). Most staff expect their staffing, budget, and knowledge needed to address water-related matters to grow in the future (**Figure 8**).

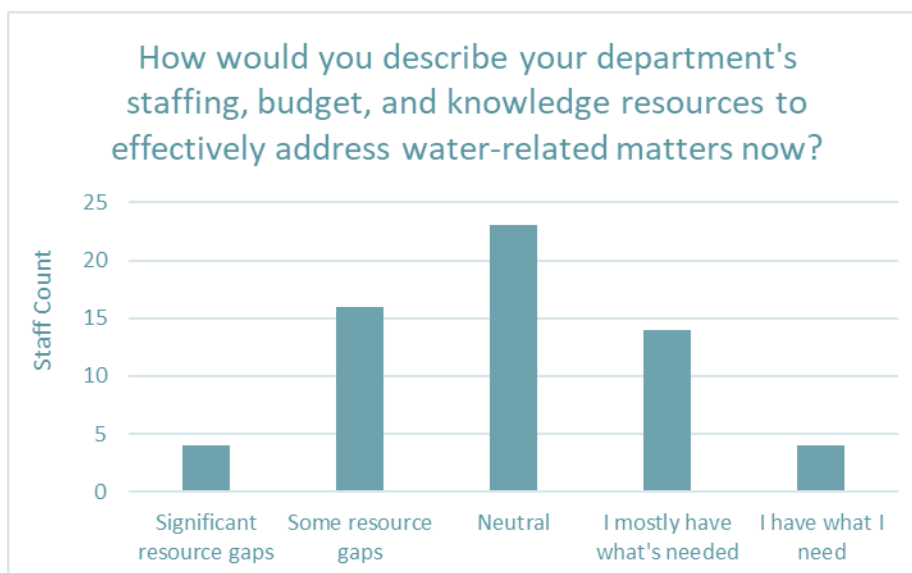


Figure 7. City and Utilities staff polling results: How would you describe your department's staffing, budget, and knowledge resources to effectively address water-related matters now?

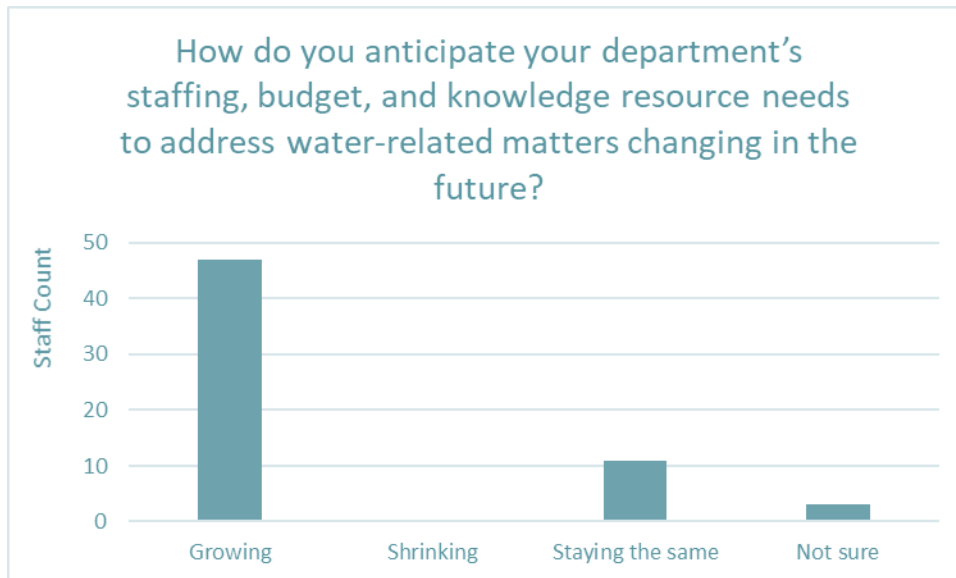


Figure 8. City and Utilities staff polling results: How would you anticipate your department's staffing, budget, and knowledge resource needs to address water-related matters changing in the future?

City and Utilities staff report a mix of whether their department has the influence and support needed to address water-related matters (**Figure 9**). Staff report that they commonly receive special requests that they feel pressured to solve, even if the requests are technically outside of the purview of the City or Utilities. Also, because these requests lack a standardized response process, they take significant staff time to review and formulate a response. Staff expressed that they lack a clear understanding of who is the City's decisionmaker in regional water matters, what the desired ultimate outcome is, and what tradeoffs the City and Utilities may be willing to make. Staff worry about potential negative blowback on the City and Utilities when developers and residents experience "unexpected surprises." Staff expressed appreciation for the Water Resource Matters study, liked being included in interviews, and think now is the time to address regional water matters.

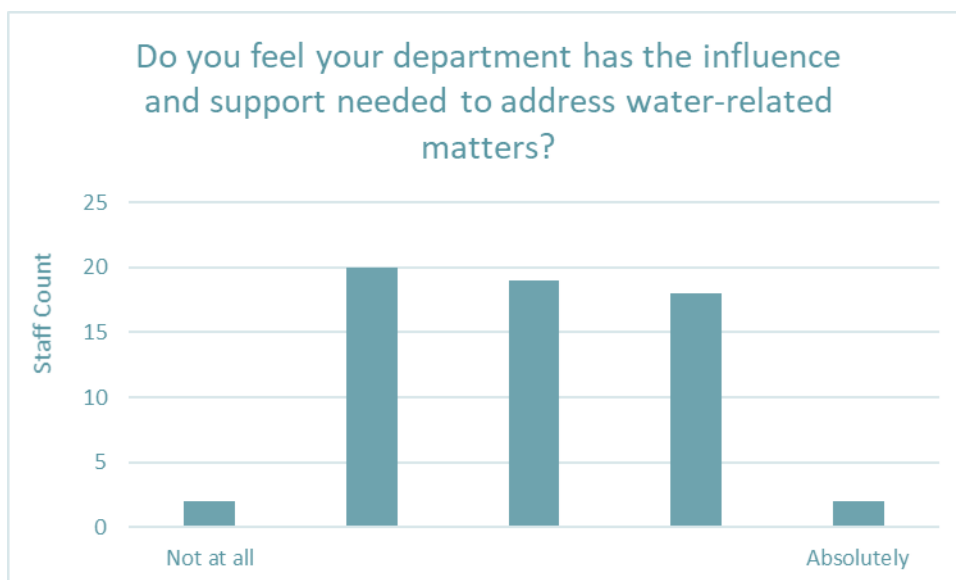


Figure 9. City and Utilities polling results: Do you feel your department has the influence and support needed to address water-related matters?

District Responses

Seven staff members from the Districts (ELCO (2), FCLWD (3), Soldier Canyon Water Treatment Authority (2)) provided input via polling questions. A summary of responses received from provider staff are contrasted with responses received from City and Utilities staff in **Figure 10**. A few takeaways include:

- On average, polling results show District staff reported being more affected by having multiple water service providers in the GMA than City and Utilities staff did.
- District staff and City/Utilities staff report similarly neutral feelings about their ability to collaborate with each other – leaving significant room for improvement.
- District staff, on average, report a lower level of satisfaction with the engagement and support they receive from the City.
- District staff, on average, report a neutral-to-negative opinion about working in the Fort Collins GMA compared to other jurisdictions.

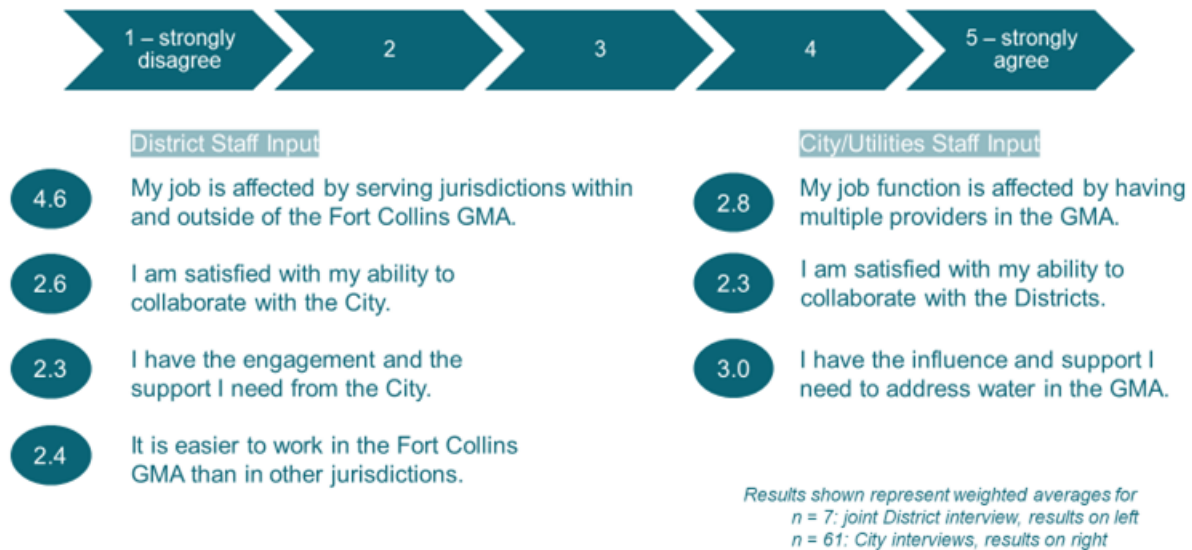


Figure 10. Polling results: Comparing District staff input with City/Utilities staff input

Matters that Arise from Having Multiple Water Service Providers in the GMA

Through the Discovery phase, Brendle Group identified and cataloged 167 distinct water-related matters, grouped into 16 categories (**Figure 11**). Dark blue boxes in **Figure 11** represent the matter categories that contain the most frequently cited matters (i.e., the most common matters).



Figure 11. Matter Categories (dark blue boxes denote matter categories with the most cited matters)

Table 3 includes a brief description of each matter category as well as a few examples of matters that fall within the category.

Table 3. Matters that Arise from Having Multiple Water Service Providers in the GMA

Matter Category	Category Description	Example Matters
Competition	Water rights are scarce, competitive, expensive.	<p>Water rights are scarce, so the market is sometimes cooperative but often competitive and challenging to navigate, especially in water court. Scarcity affects the Districts' ability to acquire new rights, primarily via dedication from developers. The Districts have expressed some concern that the City (especially Natural Areas) will use its resources to outbid the Districts in water right acquisitions.</p> <p>Prices are increasing – C-BT Project units are the most expensive, followed by North Poudre Irrigation Company shares, and then other Poudre basin ditch and reservoir shares.</p> <p>Water court proceedings are inherently full of conflict and can impact organizational relationships.</p>

Matter Category	Category Description	Example Matters
Coordination	City relationships with the Districts vary. The City cannot control whether Districts take an active (collaborate) or passive (inform) role.	<p>Different departments interface with different Districts, even beyond the GMA boundary.</p> <p>Fort Collins can give the impression of deciding on and delivering the message, and then forcing alignment with the Districts, rather than engaging in authentic collaboration.</p>
Customer Experience	Customers have different experiences across water service providers (Utilities and the other Districts)	<p>It is challenging to align communications and campaigns with exactly the right audience. Customers receive the same bill inserts regardless of which combination of services they receive from the City.</p> <p>Residents across the GMA have different water conservation incentive opportunities based on their water service provider.</p>
Development	The City has land use authority across the GMA, yet development review and approval processes, standards, and fees vary across water service providers.	<p>Because a single provider does not serve the full GMA, it opens the door to special requests. Developers pressure City staff to solve problems that arise from differences across providers.</p> <p>Differing fees and standards confuse City staff, developers, and contractors.</p> <p>District water supply requirements make innovative and affordable housing approaches time consuming and unpredictable to get to approval.</p>
City as a Customer	City departments as a major water user must navigate the cost and service differences across providers.	<p>City properties, especially parks and natural areas, are situated in District service areas.</p> <p>The City irrigates newly planted trees (using trucked water pulled from hydrants) and almost 1,000 acres of parks. The City is a paying customer of potable water service providers (~20% of park use) and raw water suppliers (~80% of park use).</p>
Education & Advocacy	There is a need to educate the public on water resource matters in the GMA.	Turf conversion incentive programs are becoming more common beyond Utilities' service area. For example, Northern Water now offers a landscape transformation program.

Matter Category	Category Description	Example Matters
		The public and developers are increasingly accepting of low water using landscapes and other water conservation measures.
Future Challenges	Water related matters will grow and evolve in the future.	<p>Staff are not sure how to manage future water requests from surrounding communities since Fort Collins has more senior and reliable water rights than other communities.</p> <p>Development in northwest Fort Collins has not been an issue to date, but development may increase in the future.</p>
Intergovernmental Agreements (IGAs)	The City/Utilities and Districts formally work together through IGAs.	<p>Utilities provides water services (treatment and/or supplies) under various IGAs (e.g., ELCO, FCLWD, WFCWD).</p> <p>Utilities ends up serving as a peaking plant for FCLWD, especially in summer. This results in operational complexity for staff and hidden energy costs for the City.</p> <p>City labs provide water quality testing for other Districts under a fee-for-service model.</p>
Infrastructure & Service Areas	Providing water service requires infrastructure. Provider operations impact each other due to common water sources, infrastructure proximity, etc.	<p>Service boundaries are not always clear. Staff time is wasted on figuring out which District(s) can serve customers, especially when on the boundary.</p> <p>It is difficult to properly size infrastructure because of changing water use patterns. Water service providers do not want to undersize or oversize infrastructure or leave infrastructure unused.</p> <p>Infrastructure from various organizations exists in proximity, which causes issues during maintenance and construction. Denser development plans are exacerbating this issue.</p>
Joint Programs & Projects	The City/Utilities and Districts work together on some program and projects.	<p>Utilities provides staff time to offer the sprinkler check-up program across the GMA, and the Districts reimburse Utilities for the program. Revenues go back into the water fund.</p> <p>Utilities and the Districts coordinate on river operations, as they are diverting at the same time under different water rights.</p>

Matter Category	Category Description	Example Matters
Leadership	City Council and staff may have limited understanding of regional water issues.	<p>City leadership and staffing changes make it difficult to institutionalize foundational knowledge of water matters and maintain strong relationships with the Districts.</p> <p>Elected Council member positions have minimal requirements, none of which relate to water, which means that Councilmembers may have little knowledge of water matters.</p>
Mission & Values	The City/Utilities and Districts have different organizational missions and values.	As water service providers, Utilities and the Districts are in some cases more aligned than are the City and Utilities. The providers' top priority is to maintain reliable and high-quality water for current and future customers.
Modeling & Analysis	The City can do a better job of including more detailed technical analysis and modeling of water matters in City plans and operations.	<p>City plans have not historically included much water-related technical analysis.</p> <p>Utilities has a long-term planning model but not a more real-time operations model to guide operational decisions. Models cover Utilities service area rather than city boundaries or GMA.</p>
Organizational Structure and Resources	The City/Utilities and District organizations vary in size and resources.	<p>Projects involving the Districts are a complexity and resource multiplier for the City.</p> <p>As smaller organizations, Districts have fewer financial and staffing resources.</p> <p>Districts have independent, politically elected boards whose members have different personalities, leadership styles, and objectives.</p>
Planning & Policy Alignment	The City/Utilities and Districts have different plans and policies at play in the GMA.	<p>Perception that water supply requirements may not be keeping up with water use and development trends.</p> <p>City staff are responsible for municipal code enforcement. The water waste ordinance lives in Chapter 26, which is specific to Utilities' service area.</p> <p>Districts deal with more than one land use authority. Aligning with the City may cause misalignment with other City and county authorities.</p>

Matter Category	Category Description	Example Matters
Resilience	Having multiple providers in the GMA creates opportunities for water system redundancy and resiliency.	<p>Interconnects between water service providers support operations such as emergency water exchanges when needed.</p> <p>Climate change impacts will affect water availability and service levels, water uses and levels, and operations for all providers.</p> <p>Hazards (e.g., wildfires) and damages are increasing in the Poudre watershed, but there are decreasing resources to address the impacts. Joint projects benefit all providers that use a common water source such as the Poudre.</p>

Solutions to Improve Water-Related Matters in the GMA

Like the identification and cataloging of water-related matters in the GMA, Brendle Group also documented 106 potential solutions identified during the Discovery phase in the evaluation framework (**Appendix C**). The solutions were grouped into categories, some of which are internal to the City/Utilities and some which require partnership with the Districts.

Solution categories that apply within the City and Utilities:

- **Organizational Structures and Resources:** Align organizational structures and allocate resources to effectively address regional water matters.
- **City Operations, Plans, and Policies:** Address regional water matters in all relevant operations, models, plans, policies, and standards.
- **Education:** Educate staff, leadership, elected officials, developers, and utility customers to elevate awareness and understanding of regional water matters.
- **Infrastructure and Service Area Resilience:** Manage the service area and infrastructure to improve regional efficiency and resiliency, where feasible.

Solution categories that apply in partnership between the City/Utilities and the Districts:

- **Account/Relationship Management:** Foster proactive, frequent, transparent communication between the City and the Districts, at the staff and Board/Council levels.
- **Planning and Policy Alignment:** Align policies and standards across the GMA, where feasible.
- **IGAs:** Use formal agreements (IGAs) to clarify roles and responsibilities on joint projects.
- **Joint Programs and Projects:** Build up the portfolio of joint projects, where applicable.
- **Advocacy:** Identify regional water needs and advocate together.
- **Central or Regional Authority:** Create a regional water authority or work together through existing regional entities.
- **Water Sharing & Banking:** Establish new models for water banking or sharing of water resources.

The following sections present two sets of recommended solutions that represent high-benefit solutions and low-resource solutions, respectively, based on the scoring evaluation process described in **Phase 2: Evaluation**. The full register of solutions is included in the evaluation framework in **Appendix C**.

High-Benefit Solutions

- Support District strategies to increase raw water storage (where not in contradiction to Council direction).
- Develop an emergency plan IGA to have in place if/when it is needed.
- Explore establishment of a water bank program to buy raw water rights that can later be dedicated to help subsidize affordable housing or other community-benefitting projects.
- Exempt some water provider projects from potential 1041 permitting regulations.
- Expand conservation program offerings across the GMA through stacked incentives or shared program delivery (like the sprinkler checkup program).

Low-Resource Solutions

- Development Review
 - Work with Districts to educate and align on development review processes and expectations for comments and reviews.
 - Gather information and develop a handout of District requirements and costs - to provide during the development review process.
- Planning & Analysis
 - Quantify water impacts of long-range plans.
 - Across the GMA, conduct better assessments of future water demands as well as water supply and infrastructure constraints.
 - Include Districts in upcoming City/Utilities projects, such as the Water Efficiency Plan Update and the Water Supply and Demand Management Policy update.
- Boards & Leadership
 - Regularly attend District board meetings (City staff and/or Council members).
 - Recruit individuals with water expertise to run for boards and commissions.

Reflections & Recommendations

The City has been providing reliable water service since 1882. The City 's [2022 Strategic Plan](#) (City of Fort Collins, 2022) reinforces this commitment through strategic goals to provide and maintain reliable utility services and infrastructure that directly preserve and improve public health and community safety (SAFE 5.5) and to provide a resilient, reliable, and high-quality water supply (ENV 4.4). Even in the face of population growth and water stress from a changing climate, these strategies are implemented through watershed protection, long-term storage, balancing water supplies and demands, meeting evolving regulatory standards, and recognizing that water is a finite resource. All these strategies benefit from regional water collaboration between the City/Utilities and the Districts.

In addition to the Water Resource Matters study, Fort Collins has been contributing to other important regional water collaboration efforts. Fort Collins can leverage existing efforts for building organizational relationships and identifying water-related matters that are more amenable to regional collaboration:

- The South Platte Basin Roundtable, which focuses on identifying projects and processes to close the gap between projected water supplies and demands. Fort Collins participates in the Roundtable.
- The Community Foundation of Northern Colorado convened Regional StratOp conversations that included Larimer and Weld Counties, communities, and water service providers. Fort Collins and the Districts participated in the May 16, 2022, meeting.
- Larimer County completed a foundational project to establish regional water existing conditions and will likely continue with water planning efforts and collaboration in the future. Fort Collins

staff reviewed the existing conditions report and participated in a public open house. The Districts were also invited to review the report and attend the open house.

- The Larimer County Agricultural Advisory Board and Open Lands Advisory Board worked to bridge agricultural-municipal water use and promote water-sharing pilots. Fort Collins and the Districts lease surplus water to the agricultural sector. Water sharing between agriculture and municipal uses is a regional issue.
- The “Poudre Runs Through It” group brings together diverse stakeholders who have a vested interest in the Poudre River. Fort Collins and District staff participate in this group.
- Northern Water started a regional water efficiency program in 2018 for all allottees. Fort Collins and the Districts’ residents and businesses are eligible for these programs since they all own C-BT Project units.

New staff, some of whom may not be familiar with Colorado water issues and/or having multiple service providers in the GMA, are joining the City and Utilities in leadership roles. City and Utilities leaders need to be educated about regional water issues, as well as understand Utilities’ and Districts’ water resources portfolios and needs, so they have the context needed to provide direction to staff about the scope of engagement, desired outcomes, and willingness to make tradeoffs to support regional water outcomes. New staff bring fresh perspectives and as the City/Utilities organization rebuilds, there may be an appetite to engage in new ways to address regional water matters.

The City and Utilities are working on key projects where regional water collaboration would be beneficial, including water supply adequacy determinations, the Water Supply and Demand Management Policy update, the Water Efficiency Plan update, the East Mulberry Corridor Plan, and potential annexation. Each project can be viewed as an opportunity to improve the understanding of water matters across the GMA and to strengthen relationships with the Water Districts.

Regional water issues are complex. Piloting solutions incrementally may be more effective than trying to implement all solutions and tackle all water matters (e.g., affordable housing projects, education, and training efforts) at once. Initial solutions should address a shared purpose and goals between the City/Utilities and water service providers - to build trust and establish a successful foundation for future collaboration endeavors.

The Water Resource Matters study focused on regional water issues from the water utility perspective. Breaking down silos between these utilities within the City/Utilities organization, as well as fostering regional collaboration with the Districts, support industry best practices around integrated water resources management (also known as One Water). Utilities recently underwent a One Water organizational assessment, which may help break down silos, and increase alignment and collaboration for the benefit of regional water, wastewater, and stormwater issues, along with community resilience.

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Appendix A: Stakeholder List

Item 1.

Name	Title	Organization	Department/Division	Type	Role
Meagan Smith	Water Resources Engineer	Fort Collins Utilities	Water Resources Division	internal	project manager
Liesel Hans	Interim Deputy Director	Fort Collins Utilities	Water Treatment & Operations	internal	core team
Donnie Dustin	Utilities Water Resource Manager	Fort Collins Utilities	WRTD, Water Resources Division	internal	City working group
Susan Smolnik	Water Resources Engineer	Fort Collins Utilities	WRTD, Water Resources Division	internal	City working group
Tony Spencer	Water Resources Engineer	Fort Collins Utilities	WRTD, Water Resources Division	internal	City working group
Marlee Miller	Interim Water Conservation Manager	Fort Collins Utilities	Water Conservation Team	internal	project manager (back up)
Abby Neel	Water Conservation Sr Specialist	Fort Collins Utilities	Water Conservation Team	internal	core team
Eric Olson	Lead Technician	Fort Collins Utilities	CC, Water Conservation Team	internal	City working group
Katie Collins	Lead Technician	Fort Collins Utilities	CC, Water Conservation Team	internal	City working group
Kelly Doyle	Water Conservation Assistant	Fort Collins Utilities	CC, Water Conservation Team	internal	City working group
Alice Conovitz	Water Conservation Analyst	Fort Collins Utilities	CC, Water Conservation Team	internal	City working group
Kurt Friesen	Director	City of Fort Collins	CS, Park Planning	internal	City working group
Suzanne Bassinger	Engineer	City of Fort Collins	CS, Park Planning	internal	City working group
Matt Day	Sr Architect, Landscape	City of Fort Collins	CS, Park Planning	internal	City working group
Cameron Gloss	Manager	City of Fort Collins	PDT, CDNS, City Planning	internal	City working group
Ryan Mounce	Planner/Sr Planner	City of Fort Collins	PDT, CDNS, City Planning	internal	City working group
Kelly Smith	Planner/Sr Planner	City of Fort Collins	PDT, CDNS, City Planning	internal	City working group
Sylvia Tatman-Burruss	Planner	City of Fort Collins	PDT, CDNS, City Planning	internal	City working group
John Stokes	Interim Director	City of Fort Collins	CS - Community Services	internal	City working group
Julia Feder	Manager, Environmental Planning	City of Fort Collins	CS, Natural Areas	internal	City working group
Jen Shanahan	Sr Specialist	City of Fort Collins	CS, Natural Areas	internal	City working group
Bernadette Kuhn	Planner	City of Fort Collins	CS, Natural Areas	internal	City working group
Dave Myers	Manager/Sr Manager	City of Fort Collins	CS, Natural Areas	internal	City working group
Jill Oropeza	Director	Fort Collins Utilities	Water Quality Services Division	internal	City working group
Richard Thorp	Lead Specialist	Fort Collins Utilities	Watershed Program	internal	City working group
Jared Heath	Specialist	Fort Collins Utilities	Watershed Program	internal	City working group
Mark Kempton	Interim Deputy Director	Fort Collins Utilities	Water Treatment & Operations	internal	City working group
Ken Morrison	Manager, Plant Operations	Fort Collins Utilities	Water Treatment & Operations / WTF	internal	City working group
Ross Lamb	Supervision, Plant Operations	Fort Collins Utilities	Water Treatment & Operations / WTF	internal	City working group
Kelly DiMartino	Deputy City Manager	City of Fort Collins	City Manager's Office	internal	core team
Darin Atteberry	City Manager	City of Fort Collins	City Manager's Office	internal	City working group
Tyler Marr	Deputy Director	City of Fort Collins	City Manager's Office	internal	City working group
Eric Potyondy	Asst City Attorney (Water Attorney)	City of Fort Collins	City Attorney's Office	internal	City working group
Carrie Daggett	City Attorney	City of Fort Collins	City Attorney's Office	internal	City working group
Mike Calhoon	Director	City of Fort Collins	CS, Parks	internal	City working group
Robert Crabb	Sr Manager	City of Fort Collins	CS, Parks	internal	City working group
Jill Wuertz	Sr Specialist	City of Fort Collins	CS, Parks		
Kendra Boot	Sr Manager	City of Fort Collins	CS, Parks, Forestry	internal	City working group
LeaAnn Haisch	Sr Supervisor	City of Fort Collins	CS, Parks	internal	City working group
Kevin Williams	Sr Supervisor	City of Fort Collins	CS, Parks	internal	City working group
Paul Sizemore	Interim Deputy Director, PDT, CDNS	City of Fort Collins	PDT, CDNS - Community Development & Neighborhood Services	internal	City working group
Dean Klingner	Deputy Director, PDT	City of Fort Collins	PDT	internal	City working group
Meaghan Overton	Sr Planner (new Housing Manager)	City of Fort Collins	PDT, CDNS, Building & Development Review	internal	City working group
Rebecca Everette	Sr Manager	City of Fort Collins	PDT, CDNS, Building & Development Review	internal	City working group
Clark Mapes	Planner	City of Fort Collins	PDT, CDNS, Building & Development Review	internal	City working group
Rich Anderson	Sr Manager	City of Fort Collins	PDT, CDNS, Building & Development Review	internal	City working group
Russ Hovland	Supervisor	City of Fort Collins	PDT, CDNS, Building & Development Review		
Dave Betley	Manager, Civil Engineering	City of Fort Collins	PDT, Engineering	internal	City working group
Josh Birks	Director	City of Fort Collins	Sustainability Services, Economic Health	internal	City working group
Lucinda Smith	Director	City of Fort Collins	Sustainability Services, Environmental Services	internal	City working group
Michelle Finchum	Interim Manager, Env Sustainability	City of Fort Collins	Sustainability Services, Environmental Services	internal	City working group
Clay Frickey	Redevelopment Program Manager	City of Fort Collins	Economic Health/Urban Renewal Authority	internal	core team
Lindsay Ex	Interim Housing Manager	City of Fort Collins	Sustainability Services (Aff Housing Task Force)	internal	City working group
Katy McLaren	Lead Climate Specialist	City of Fort Collins	Sustainability Services, Environmental Services	internal	City working group
Sue Beck-Ferkiss	Lead Specialist	City of Fort Collins	Sustainability Services (Aff Housing Task Force)	internal	City working group
Beth Sowder	Director	City of Fort Collins	Sustainability Services, Social Sustainability	internal	City working group
Theresa Connor	Interim Executive Director	Fort Collins Utilities	Utilities	internal	City working group
Matt Fater	Interim Deputy Director	Fort Collins Utilities	Water Engineering & Field Services (Engineering)	internal	City working group
Andrew Gingerich	Interim Deputy Director	Fort Collins Utilities	Water Engineering & Field Services (Field Services)	internal	City working group
Wes Lamarque	Engineer	Fort Collins Utilities	Water Engineering Development Review	internal	City working group
Wes Watkins	Manager, Water Field Operations	Fort Collins Utilities	Water Engineering & Field Services (Field Services)	internal	City working group
James Carder	Manager, Water Field Operations	Fort Collins Utilities	Water Engineering & Field Services (Field Services)	internal	City working group
Mark Cassalia	Manager	Fort Collins Utilities	Customer Connections, Customer Accounts	internal	City working group
Gretchen Stanford	Manager (Soon to be Interim Deputy Director)	Fort Collins Utilities	Customer Connections, Public Engagement	internal	City working group
Lori Clements	Sr Manager	Fort Collins Utilities	Customer Connections, Customer Care & Technology (CCT)	internal	City working group
Diana Royval	Manager	Fort Collins Utilities	Customer Connections, Communications and Marketing	internal	City working group
Jason Graham	Director	Fort Collins Utilities	Water Reclamation & Biosolids	internal	City working group
Ken Sampley	Director	Fort Collins Utilities	Water Utility Engineering (Stormwater/Floodplain/Dev Review)	internal	City working group
Lance Smith	Director	Fort Collins Utilities	Utility Finance	internal	City working group
Joni Crist	Utilities Rate Analyst	Fort Collins Utilities	Utility Finance	internal	City working group
Jill White	Utilities Rate Analyst	Fort Collins Utilities	Utility Finance	internal	City working group
Mike Schied	General Manager	ELCO staff	East Larimer County Water District	external	external stakeholders
Randy Siddens	District Engineer	ELCO Staff	East Larimer County Water District	external	external stakeholders
Melissa Trembling	Administrative Manager	ELCO Staff	East Larimer County Water District	external	external stakeholders
Chris Matkins	General Manager	FCLWD staff	Fort Collins-Loveland Water District	external	external stakeholders
Brittany Lamb		FCLWD staff	Fort Collins-Loveland Water District	external	external stakeholders
Richard Raines	Water Resources Manager	Tri-Districts	Tri-Districts	external	external stakeholders
Chris Harris	Treatment Manager	Soldier Canyon Water Treatme	Tri-Districts	external	external stakeholders
		Fort Collins Executive Lead Team		internal	internal stakeholders
		Fort Collins Water Commission		external	external stakeholders
		Fort Collins Chamber of Commerce Legislative Affairs Committee		external	external stakeholders
		ELCO Board		external	external stakeholders
		FCLWD Board		external	external stakeholders

Appendix B: Interview Template

Water Resource Matters in the Growth Management Area

XXX Interview, MMM DD, HH-HH

Interview Participants

List here

Project Background

This study aims to illuminate the challenges, opportunities, and barriers that arise from having multiple water providers serving the Growth Management Area (GMA). As you participate in this interview, please consider the interactions and dynamics that arise internally between the City organization and Fort Collins Utilities, as well as externally between your department and other water providers.

Interview Preparation

Ahead of your interview, please think about the following questions:

- What challenges and opportunities have you seen or experienced from having multiple water providers in the GMA?
- How do water matters relate to your department's goals and objectives?

Interview Ground Rules

- This interview is our major opportunity to speak in detail so please give us as much information as you can.
- We intend to record the interview for notetaking purposes only – the recordings will not be shared outside of the advisory team.
- While your input will inform the study findings, we don't intend to attribute input or findings to specific individuals. Findings may be summarized by department.
- We'll ask you to answer a few polling questions in addition to open-ended questions.
- We ask for honesty and transparency, even about sensitive and challenging topics.
- You'll be given the opportunity to engage in the study again through 2 large group meetings at project milestones and by reviewing substantive study deliverables.
- You can contact Meagan Smith or Amy Volckens at any time to provide additional input or ask questions.

Interview Questions

Part 1: Team & Project Introductions (10 min)

Part 2: Scope Identification (15 min)

- What functions of your department involve water-related matters? Please consider both day-to-day and long-term planning functions.
- What situations has your department faced from having multiple water providers in the GMA?
- Which water providers does your department interact with? How would you characterize the interactions (frequency, importance, tone, etc.)?
- In your department's work on the city's strategic objectives (e.g., affordable housing, climate action, sustainability goals), what water-related matters emerge?
- Do water matters present opportunities or barriers in achieving your department's goals and objectives?

Part 3: Opportunity and Barrier Identification (25 min)

- When your department is working on water-related matters:
 - What would you like to preserve?
 - What would you like to achieve?
 - What would you like to avoid?
 - What do you see changing in the future?
 - What solutions should the City and Utilities organizations consider?

Part 4: Interview Closing and Project Lookahead (10 min)

- Please share any written responses you've prepared.
- How can this project help your department?
- What would you want to know from other project participants?
- Are you aware of leading cities or best practices that we should consider?
- Are there any questions you would like to go back to, or any final comments?

Part 5: Polling Questions (10 min)

- We'll ask you to navigate to menti.com, enter a code, and answer 7 short questions.

Appendix C: Solutions Evaluation

Item 1.

Solution #			Synthesis & Averages					Synthesis & Totals				
			Resources	Benefits		Average	Resources	Benefits		Total		
			AVERAGE Staff, technical, other (3 low resource, 1 high resource)	AVERAGE City/Utilities (3 high benefit, 1 low benefit)	AVERAGE External Organization (3 high benefit, 1 low benefit)		TOTAL Staff, technical, other (3 low resource, 1 high resource)	TOTAL City/Utilities (3 high benefit, 1 low benefit)	TOTAL External Organization (3 high benefit, 1 low benefit)	TOTAL Community (3 high benefit, 1 low benefit)		
5-n	City Plans and Policies	Exempt FCU and other water providers from potential 1041 permitting regulations. The City has been working on 1041 regulations as a more comprehensive review process to the more routinely used site plan advisory review (SPAR) process.	2.50	2.81	2.79	2.01	2.53	2.53	2.57	2.71	2.69	40.00
11-a	Modeling and Analysis	Apply metrics to long-range planning to analyze and characterize water impacts.	2.25	2.78	2.50	2.19	2.43	2.43	2.28	2.64	2.50	38.00
14-a	Resilience / Water Sharing & Banking	City supports District strategies to increase available storage for dry-years (e.g., CBT carryover program, store water in gravel pits, NISP, etc.) where not in contradiction to Council direction.	2.38	2.30	2.71	2.30	2.42	2.42	2.39	2.28	2.62	38.00
5-h	City Plans and Policies	Consider Districts in Water Supply and Demand Management Policy update to clarify review and approval processes, clarify how FCU should support the Districts, and allocate adequate staff and financial resources to handle requests outside of FCU service area.	2.25	2.41	2.21	2.23	2.27	2.27	2.29	2.41	2.29	37.00
6-k	Coordination and Communication	Require City council members (especially members whose wards overlap District service areas) or other senior city staff to regularly attend District board meetings.	2.50	2.31	2.10	2.11	2.26	2.26	2.40	2.28	2.15	37.00
5-g	City Plans and Policies	Consider Districts in Water Efficiency Plan update to emphasize regional delivery of conservation programs and goals, to support allocating adequate staff and financial resources to handle requests outside of FCU service area.	2.13	2.02	2.27	2.55	2.24	2.24	2.26	2.16	2.30	37.00
7-c	Education	Develop a "decision tree" handout for development review with important District info, to include the right info in development review letters, and help avoid developers being surprised. Get District info about what info is provided for their service area. Could include water supply requirements, impact fees, conservation programs. Assess FCU and District websites and how accessible this info currently is.	2.38	2.55	2.49	2.55	2.49	2.49	2.23	2.53	2.53	36.00
11-b	Modeling and Analysis	Conduct better analysis and estimation of water demands of new development across the GMA to inform long-range land use changes and proactively identify water supply and infrastructure constraints. For example, further investigate ELCO's water supply needs as the District service area that has the potential for the most greenfield development. The ongoing CWCB/CSU project is developing a tool to estimate raw water needs for different development types for ELCO and FCLWD. FCU also has a demand modeling tool that could be integrated with the Districts' tools (once available).	2.13	2.52	2.46	2.26	2.34	2.34	2.12	2.45	2.44	36.00

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13-a	Planning and Policy Alignment	City to work with Districts in developing strategic & master plans to ease demands and special requests on City staff. City needs to stay aware of how master plans they create impact the cost of development in other utility service areas. This will allow anticipation of impacts to the development community across the GMA.	2.13	2.14	2.16	2.18	2.15	2.15	2.20	2.21	2.22	36.00
15-a	Water Sharing and Banking	Establish a water bank to buy raw water rights that can later be dedicated to subsidize affordable housing or other equitable development projects. There are legal considerations to a program like this.	2.25	2.03	1.91	2.40	2.15	2.15	2.31	2.10	2.09	35.00
5-p	City Plans and Policies	Increase trust and collaboration through inclusive and authentic engagement of Districts in City planning efforts. Where plans affect District service areas, Districts should be invited to the planning process as a key stakeholder. City's outreach approach should be more proactive and collaborative and accommodate District specific water focus (versus general public engagement) and preferences for participation (staff vs Board level).	2.00	2.25	2.41	1.83	2.12	2.12	2.07	2.31	2.33	35.00
8-e	IGAs / Coordination and Communication	Develop an emergency plan IGA to have in place when it is needed (water supply disruptions, fire flows, etc). At times, emergency situations provided opportunities to innovate. Success in coordinating well on emergency situations may lead to better collaboration on longer-range items. Include terms for testing interconnects and other preventative maintenance activities.	1.63	2.20	2.23	2.26	2.08	2.08	1.81	2.19	2.19	35.00
12-m	Organizational Structures and Resources	Fund a joint fellow or staff member to design a community-wide water coordination program (possibly funded by COVID recovery and/or foundations).	2.25	2.53	2.47	2.41	2.42	2.42	2.17	2.39	2.38	34.00
12-e	Joint Programs and Projects	Can City model of Natural Areas supplementing Utility conservation programs be applied to other District service areas (ideally within the GMA only), such as a piggyback rebates?	2.38	1.92	2.16	2.43	2.22	2.22	2.27	2.02	2.15	34.00
10-b	Joint Programs and Projects	FCU could administer a XIP program like the sprinkler checkups which are offered outside the GMA as long as all hard (rebates) and soft (staff time) costs are reimbursed. Not sure if this idea has been discussed with the Districts before.	2.25	2.16	2.05	2.43	2.22	2.22	2.26	2.15	2.14	34.00
4-d	City Operations	Limit turf to recreational fields and limit supplemental irrigation to greatest extent possible in parks. Application rate is 2 ac-ft/ac-yr through waterwise design principles.	2.38	2.42	1.97	1.97	2.19	2.19	2.25	2.34	2.09	34.00
10-a	Joint Programs and Projects	Actively engage the Districts to align their conservation programs with FCU and expand across their full service areas. PRPA's Efficiency Works could serve as a good model.	2.25	2.28	1.94	2.18	2.16	2.16	2.22	2.22	2.08	34.00

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6-b	Coordination and Communication	City meet with District staff to educate about development review processes and timelines and better communicate rounds of review and deadlines. City to also develop a better understanding of District development review processes, to better advise developers	2.63	2.08	2.09	1.85	2.16	2.16	2.46	2.09	2.09	34.00
5-q	City Plans and Policies	Invest in regional and integrated approaches for all water-related matters (i.e., One Water) that consider a broad range of co-benefits and trade-offs (e.g., mutual parks/recreation, land use and other co-benefits). Begin with internal alignment, then eventually work to expand across the GMA. Alternatively, work first towards regional collaboration with all surrounding municipal providers who face similar challenges, then move to working with the Districts as single-purpose organizations.	1.63	2.45	2.13	2.15	2.09	2.09	1.72	2.41	2.17	34.00
6-g	Coordination and Communication	Develop a more formalized/regular process to improve alignment between City/FCU and Districts on long-range water planning issues (two-way communication) and build relationships.	2.13	2.14	2.16	1.93	2.09	2.09	2.07	2.16	2.16	34.00
12-d	Organizational Structures and Resources	Increase outreach and recruitment to encourage knowledgeable representatives to run for and serve on District boards and the FC Water Commission (ex. Nick Armstrong on Box Elder board)	2.38	2.55	2.37	2.16	2.36	2.36	2.25	2.36	2.22	33.00
5-b	City Plans and Policies	Include District boards as direct stakeholders in discussions about Land Use Code amendments. All development projects must conform to Land Use Code, irrespective of the water provider. The forthcoming Land Use Code updates affect water resource matters in the GMA, for example: promote conservation, redefine	2.13	2.02	2.39	2.32	2.21	2.21	2.14	2.03	2.27	33.00
13-d	Planning and Policy Alignment	Develop a common definition of waterwise landscaping and irrigation for common areas and front yards across providers. Use conservation as an opportunity to build bridges across providers.	1.88	2.36	2.28	2.19	2.18	2.18	1.89	2.24	2.22	33.00
1-a	Account Management	Centralize water provider relationship management (to Districts, irrigation companies) to allow for building long-term beneficial relationships.	2.25	2.28	2.19	1.72	2.11	2.11	2.09	2.18	2.16	33.00
11-d	Modeling and Analysis	Develop a joint long-term planning model for use by FCU and water districts that covers the GMA.	1.75	2.34	2.14	2.03	2.06	2.06	1.81	2.28	2.15	33.00
11-c	Modeling and Analysis	Develop a joint long-term operations model for use by FCU and water districts that covers the GMA. This is especially helpful where the City is adjusting operations based on the operations of other Districts (which seems to happen ever summer as FCU serves as peaking plant)	1.88	2.36	2.28	1.69	2.05	2.05	1.92	2.27	2.25	33.00
12-g	Organizational Structures and Resources	Change the City Charter to allow City council representatives to sit on District boards. It currently violates a Charter provision precluding Councilmembers from holding elected office other than on Council. It would be helpful to keep City informed through board representation by council, staff, or water commission reps, while being aware that Board decisions must be made in the best interest of Districts.	2.13	2.02	2.02	2.02	2.04	2.04	2.14	2.03	2.03	33.00
11-e	Modeling and Analysis	Incorporate more analytical impacts of water issues in future planning efforts (e.g., E. Mulberry Plan, Natural Areas Master Plan) to address issues like volume of water, price of water, location of water, how conservation fits in, etc. and determine whether/how we can meet demands of a growing population with current (finite) supply.	1.63	2.45	2.26	1.79	2.03	2.03	1.78	2.28	2.24	33.00

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5-u	City Plans and Policies	Use the General Fund to subsidize affordable housing developments in District service areas, i.e., through raw water dedication, reimbursement to offset water rights and tap fee costs, or other non-water related subsidies or benefits.	1.63	2.08	1.84	2.44	2.00	2.00	1.86	2.13	2.01	33.00
5-s	City Plans and Policies	Update and standardize policies and processes for City to use when reviewing special requests. Develop higher-level policies for water issues that are District and developer neutral (rather than incremental through individual development projects). EG, water affordability, asking for FCU service outside of FCU service boundaries, integrated water and land use	2.00	2.13	1.89	1.88	1.97	1.97	1.98	2.09	1.97	33.00
13-c	Planning and Policy Alignment	Coordinate an affordable housing water policy or agreement across water providers to standardize review processes, fees, and/or raw water options for affordable housing developments.	2.00	1.63	1.70	2.54	1.97	1.97	2.08	1.75	1.77	33.00
13-f	Planning and Policy Alignment	Encourage ELCO and FCLWD to develop water shortage action plans. Parks operates in all water provider districts and is interested in planning for how to alter operations during restrictions scenarios. Without action plans in place, Parks does not know how to plan.	2.38	1.80	1.90	1.76	1.96	1.96	2.31	1.85	1.96	33.00
9-c	Infrastructure and Service Area Management	Work with Districts to firm up service boundaries at an address/parcel level and trade service areas where it makes sense. Be mindful of difference between jurisdictional boundaries (potentially flexible) and infrastructure boundaries (once something is in the ground, less flexible). Some infrastructure mapping, including irrigation, has been done by Parks and between FCU and ELCO.	1.75	2.47	2.40	1.95	2.14	2.14	1.86	2.34	2.32	32.00
5-v	City Plans and Policies	Explore the implications to demands and revenues of and consider buying back water from customers that do large scale turf conversions (HP, Woodward, CSU, HOAs).	2.00	2.25	1.78	2.38	2.10	2.10	1.96	2.18	1.83	32.00
3-d	Central or Regional Authority	Form a regional water authority by separating FCU from the City and merging with the Districts.	1.50	2.19	1.96	2.58	2.06	2.06	1.68	2.17	1.95	32.00
3-e	Central or Regional Authority	Leverage Northern Water as a common wholesaler to Utilities and the Districts for leadership in program delivery (indoor CII audits, outdoor audits) and other appropriate regional collaboration topics	1.88	1.98	1.98	2.11	1.99	1.99	1.88	1.99	1.99	32.00

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5-f	City Plans and Policies	City to move towards integrated water management planning (aka One Water) as wastewater has a similar issue with fragmented service areas, water conservation strategies naturally tie in to green stormwater solutions and watershed health/water quality	1.88	2.36	1.53	1.97	1.93	1.93	1.95	2.30	1.71	32.00
12-n	Organizational Structures and Resources	Have formal assigned job responsibilities for City staff that include: relationship management with the Districts, attending District board meetings, and highlighting when water resource matters in the GMA arise, akin to Legal's role in highlighting legal issues to staff and city leadership with direct line to CMO.	1.88	1.86	1.72	1.56	1.75	1.75	1.94	1.94	1.84	32.00
4-b	City Operations	Create more explicit guidelines around Utilities "neutral to the ratepayer" standard that address economic, social, environmental, resilience, etc. tradeoffs. Legal advises staff of this and other legal standards and whether projects will withstand scrutiny. Staff must provide the factual basis for why a project meets this standard.	2.13	2.39	1.94	2.18	2.16	2.16	2.11	2.23	1.97	31.00
12-o	Organizational Structures and Resources	Hire a community services water resource engineer to manage the parks & natural areas water portfolio (all city-side water resources).	2.25	2.41	2.08	1.59	2.08	2.08	2.07	2.27	2.13	31.00
5-r	City Plans and Policies	Move water waste ordinance to Ch 20 of the municipal code as a nuisance/safety issue that applies across the GMA.	2.13	1.89	1.88	2.24	2.03	2.03	2.13	1.91	1.91	31.00
12-b	Organizational Structures and Resources	Add staff to (1) centralize management of all city-owned water resources across the City/FCU, (2) manage relationships with Districts and serve on or attend board meetings.	2.00	2.13	2.02	1.77	1.98	1.98	1.99	2.10	1.98	31.00
12-i	Organizational Structures and Resources	Continue cost-sharing and collaborative relationships on water rights and infrastructure between the City and institutional partners (e.g., parks and schools).	2.13	2.02	1.77	1.99	1.97	1.97	2.00	1.97	1.84	31.00
5-o	City Plans and Policies	Explore the suitability of low-income water usage rates that are offered through the Income-Qualified Assistance Program to promote water affordability and whether that assistance tool is in conflict with the "neutral to ratepayers" standard. This is a special residential rate code that is offered for water, wastewater, and electricity service, but is not applied to stormwater. The rate is generally a 23% discount on Tier 1 usage. This rate is available to residents that are on the County's LEAP list and residents must opt-in to the program. Approximately 190 residents have opted-in to the program. The Districts do not have equivalent programs.	1.88	1.86	1.72	2.43	1.97	1.97	1.87	1.87	1.75	31.00
1-c	Account Management	Propagate the key account customer management structure for all Districts, akin to the recent setup for FCLWD. Ensure job descriptions and resource allocations formally identify responsibilities in managing District relationships.	2.25	2.03	2.04	1.54	1.96	1.96	2.10	1.97	1.96	31.00
6-m	Coordination and Communication	Form a water team as part of the City's emergency planning and operations to improve regional coordination for informing the public about emergency situations and response activities.	2.00	1.88	1.86	2.09	1.96	1.96	1.87	1.95	1.95	31.00
13-e	Planning and Policy Alignment	Develop consistent field standards to accommodate new types of development (usually denser development). For example, utility setbacks and separations would be nice to align across the GMA.	1.88	1.98	1.98	1.98	1.96	1.96	1.96	1.98	1.98	31.00
4-e	City Operations	Complete planned sale of 10 CBT shares from Land Bank to Utilities. Proceeds will support the Land Bank program in buying more land. CBT shares will increase Utilities' firm yield.	2.50	2.19	1.34	1.50	1.88	1.88	2.28	2.13	1.53	31.00

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3-a	Central or Regional Authority	City to execute a tiered acquisition of districts (WFCWD, then ELCO, then FCLWD)	1.38	2.17	1.69	2.28	1.88	1.88	1.57	2.06	1.71	31.00
5-i	City Plans and Policies	Create a citywide water master plan that identifies supplies, demands, water types, future needs, system limitations, etc.	1.50	2.31	1.73	1.94	1.87	1.87	1.67	2.17	1.80	31.00
5-e	City Plans and Policies	Develop an integrated utility master plan to foster coordination across individual department-level plans and policies.	1.75	2.34	1.64	1.72	1.86	1.86	1.89	2.27	1.79	31.00
3-c	Central or Regional Authority	Form a regional water authority akin to how the SCWTA was formed to resolve cost-sharing uncertainty among three districts. Board includes representatives from each participating district. Poudre Fire Authority as another model.	1.75	2.22	2.25	2.28	2.12	2.12	1.85	2.11	2.10	30.00
5-a	City Plans and Policies	All City- and FCU-led plans should consider and address relevant water matters.	2.00	2.25	1.91	2.27	2.11	2.11	1.96	2.09	1.93	30.00
5-d	City Plans and Policies	Better scale water supply requirements to the development type and anticipated water demands, with the intent of requiring less water for new developments.	1.75	2.09	1.86	2.34	2.01	2.01	1.78	2.02	1.89	30.00
10-c	Joint Programs and Projects	Hold a competition to identify and evaluate creative water supply solutions	2.00	1.88	1.73	2.08	1.92	1.92	1.95	1.84	1.82	30.00

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5-t	City Plans and Policies	Use plumbing, building, and housing codes as tools to address water matters in the GMA where appropriate, for example authorizing onsite reuse if feasible.	2.00	1.88	1.73	2.08	1.92	1.92	1.85	1.93	1.82	30.00
2-a	Advocacy	Increase legislative advocacy, where the City has a policy objective that is the subject of pending legislation. For example, flexibility in sharing water rights with neighboring water providers. Where mutually beneficial, advocacy would ideally be done jointly with Districts.	1.75	1.97	1.96	1.84	1.88	1.88	1.80	1.93	1.93	30.00
8-a	IGAs	Clean up and/or renegotiate water sharing agreements with Districts. Adjust financial terms to better reflects financial, resource, and staff burdens on the City. Adjust financial terms to settle in more real-time to avoid impacts to the City (e.g. carrying costs)	1.88	2.23	1.89	1.50	1.87	1.87	1.81	2.14	1.90	30.00
8-b	IGAs	Complete IGAs in progress (pre-sed basin, PVP, cross-tie, communications)	1.75	2.22	1.87	1.60	1.86	1.86	1.69	2.13	1.89	30.00
1-b	Account Management	Ensure that the City (or Parks, as largest user) is set up as a key account by Districts to foster higher-frequency, more proactive communication.	2.25	2.03	1.66	1.37	1.83	1.83	2.12	1.99	1.75	30.00
12-a	Organizational Structures and Resources	Acquire more financial support to achieve larger visions. For example, leverage CWC/State of Colorado as a provider of grant funds, technical assistance, and training on common topics (e.g. M36 water loss audit training, Water Plan grants for joint integrated water and land use projects)	2.00	1.88	1.61	1.69	1.79	1.79	1.98	1.86	1.73	30.00
13-h	Planning and Policy Alignment	Upgrade metering technology of all Districts to AMI and align or centralize high-resolution data management for all City meters	1.88	1.86	1.59	1.67	1.75	1.75	1.84	1.83	1.70	30.00
6-d	Coordination and Communication	City/Utilities staff to work with Districts based on their preferences. For example, ELCO expressed interest in more board-level interactions, whereas FCLWD expressed interest in more "inform staff for staff recommendation to board" type interactions. FCLWD would like to "sign off" on all developments, like they have seen happen on ditch company boards.	2.00	1.63	1.83	1.43	1.72	1.72	1.93	1.69	1.82	30.00
4-g	City Operations / City Plans and Policies	Fully integrate Utilities into City land use planning to ensure land use form can be supported by utility function and infrastructure.	1.88	2.48	2.04	1.80	2.05	2.05	1.92	2.28	1.92	29.00
6-o	Coordination and Communication	Invite and/or require water providers to attend all development review meetings (virtually or in-person). They are currently invited but often decline the invitation, and not sure what else the City can do. Perhaps the City can categorize development review requests into categories (simple vs. critical). Districts may not be on development review list for pre-application and conceptual plan reviews. There are no fees associated with review at this stage, so cannot recoup cost of staff time. City could route developments earlier in the process, working with the Districts to establish criteria of which projects they are interested to see.	2.25	1.78	1.88	1.74	1.91	1.91	2.07	1.81	1.92	29.00
6-a	Coordination and Communication	Align communications between providers and municipalities where feasible and services and policies aligned. While regional info is exchanged, there are no good examples of regional coordination (Metro drought coordination seems to go better than Front Range coordination in this regard). What about the basin roundtables?	2.13	1.89	1.88	1.74	1.91	1.91	2.06	1.93	1.93	29.00
8-d	IGAs	Develop an IGA that defines equitable cost sharing among City and Districts	1.88	1.98	1.98	1.73	1.89	1.89	1.82	1.93	1.92	29.00

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9-b	Infrastructure and Service Area Management	Install FCU-owned meters on all master meters and interconnects so that FCU has better control of water use and billing data and can better maintain meter infrastructure. Alternatively, require audits or regular calibrations of all meters owned by other organizations.	1.88	2.23	1.64	1.72	1.87	1.87	1.81	2.14	1.77	29.00
6-l	Coordination and Communication	Continue conversations between FCU and Districts for shared water sourcing and water supply issues and opportunities.	2.13	1.64	1.85	1.58	1.80	1.80	1.89	1.72	1.95	29.00
7-e	Education	Educate City leadership and Council re: water matters, including history of water matters, legal limitations, and opportunities. Resurrect or continue promotion of Water Literate Leaders program. FCLWD articulated extensive training for their board members. Could include an "exchange program" or rotation between City/Utilities and District boards to cross-pollinate.	1.88	1.86	1.84	1.45	1.76	1.76	1.74	1.83	1.82	29.00
4-h	City Operations / Water Banking and Sharing	Develop clear criteria on the use and sale of water resources (in a water bank scenario).	1.63	1.95	1.57	1.77	1.73	1.73	1.70	1.94	1.70	29.00
6-e	Coordination and Communication	Continue leveraging the SCWTA RWCC informal operational meeting for information sharing and coordination. Munroe/PVP operating agreement, HOP, North Poudre Irrig. Co. issues addressed in this group to date.	2.13	1.52	1.58	1.28	1.62	1.62	1.99	1.61	1.63	29.00
6-c	Coordination and Communication	City to include District Boards as stakeholders for code changes, plan updates, etc. Request to make presentations similar to how we present to internal Boards and Commissions.	2.13	1.39	1.56	1.39	1.62	1.62	1.98	1.59	1.63	29.00
5-m	City Plans and Policies	Require multifamily units (owner and renter occupied) with common areas, shared landscaping, etc. to increase conservation and reduce overall water demand.	1.88	2.11	1.50	1.81	1.82	1.82	1.78	2.00	1.62	28.00
4-c	City Operations	Fields Services documents infrastructure upgrades needed before assuming ownership of customers and infrastructure from other Districts. Districts should rectify any issues and/or upgrade costs should be reflected in asset transfer costs	1.88	2.11	1.25	1.53	1.69	1.69	1.80	2.02	1.42	28.00

Item 1.

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5-j	City Plans and Policies/City Operations	Create a comprehensive irrigation and raw water master plan for a more holistic systems view of parks water use and engagement of ditch companies and water providers. Convert park irrigation from potable to non-potable when raw water source is nearby. Develop redundant drip systems for tree zones in park design in case water use restrictions are implemented.	1.50	1.94	1.43	1.86	1.68	1.68	1.56	1.91	1.55	28.00
5-k	City Plans and Policies	Develop a citywide irrigation master plan. Where potable irrigation is used, do a billing analysis to check the potential to reduce wastewater charges.	1.50	1.94	1.43	1.86	1.68	1.68	1.56	1.91	1.55	28.00
13-g	Planning and Policy Alignment	Engage with districts about their raw water requirement policies (e.g., changes to lot sizes, cash-in-lieu, tap policies, development types). At a minimum, clarify and educate; at best, align. This may not be feasible unless under a regional authority, and may not benefit each organization depending on their individual costs.	1.38	1.42	1.47	1.66	1.48	1.48	1.53	1.55	1.56	28.00
3-b	Central or Regional Authority	Research statutory tools and judicial proceedings that determine city's level of control over whether the Districts provide water service within city limits. Based on current understanding and status quo, Districts need to consent to relinquishing service area.	2.25	2.03	1.54	1.98	1.95	1.95	2.09	1.96	1.60	27.00
6-i	Coordination and Communication	Request all Districts to share board meeting agendas, meeting minutes, and standards and regulations publicly, to help City stay informed. FCLWD does this already. ELCO shares meeting dates and times, but not agendas or minutes. Title 32 covers meeting notice and information sharing but is not comprehensive.	2.00	1.88	1.86	1.59	1.83	1.83	1.80	1.87	1.86	27.00
7-h	Education	Water staff need to communicate better (translating from technical to public communications) and more often to educate the public about water matters. Examples include better use the annual report to demonstrate the tangible benefits of water conservation; promoting drinking water quality over bottled water. Train City water specialists in communicating technical water resource matters to non-technical audiences, through training, participation in Toastmaster's or other mechanisms.	1.75	1.84	1.70	1.79	1.77	1.77	1.64	1.84	1.72	27.00

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6-h	Education	Develop a policy or process (education platform) for communicating previous work and key decisions on water matters, rather than revisiting or starting from scratch in response to Council, Water Commission, or public requests.	2.00	2.00	1.63	1.45	1.77	1.77	1.76	1.94	1.69	27.00
12-k	Organizational Structures and Resources	Ensure that City staff and leaders are aligned and trained on significant water decisions (e.g., outcomes of RWCC meetings, Regional Strat Op discussion).	1.88	2.11	1.62	1.45	1.76	1.76	1.75	1.96	1.69	27.00
15-b	Water Sharing and Banking	Evaluate the potential to be creative in using southside ditch water for northside water needs (for parks purposes).	1.63	2.08	1.59	1.66	1.74	1.74	1.61	1.95	1.69	27.00
5-l	City Plans and Policies	Enact water demand offset policies so that new developments do not increase overall water demands. See: Water Offset Policies for Water-Neutral Community Growth, Alliance for Water Efficiency, Jan 2015.	1.50	2.06	1.45	1.88	1.72	1.72	1.48	1.94	1.56	27.00
6-f	Coordination and Communication	Re-engage use of the right-of-way coordination standing staff team meetings as a forum for regional coordination of water matters.	2.25	1.66	1.61	1.31	1.71	1.71	2.05	1.67	1.67	27.00
4-a	City Operations	Conduct a comprehensive review of water rate structures and financial planning tools that better promote affordable housing, water conservation.	1.88	1.73	1.33	1.87	1.70	1.70	1.81	1.69	1.44	27.00
6-n	Coordination and Communication	Hold Monthly Regional Water Cooperation Committee meetings (formerly convened by Carol and Gerry, focusing on policy/strategy).	1.88	1.73	1.70	1.41	1.68	1.68	1.70	1.76	1.76	27.00
7-b	Education	Create a 1-page fact sheet or resource guide about this issue with top 10 things people should know, FAQs, high level info about FCU and Districts.	2.13	1.39	1.31	1.35	1.55	1.55	2.04	1.46	1.46	27.00

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9-a	Infrastructure and Service Area Management	Consider "translating" the service area map into other useful maps (e.g., constrained water supplies, water costs, where pipes and infrastructure are actually located)	1.50	1.44	1.49	1.43	1.46	1.46	1.53	1.53	1.54	27.00
4-f	City Operations	Explore creative ways to utilize NAD tap credits elsewhere or by another dept. There are some cases when the City acquires land with old homes and existing water taps, where the structure is demolished and the tap is not intended to be use. NAD currently has 7 such taps (1 with ELCO, 6 with FCLWD, 0 with FCU). These water taps may be a monetizable asset where they can be sold (ELCO allows, FCLWD allows but it's hard, FCU doesn't allow the sale of taps). NAD pays a \$20 monthly account fee for each FCLWD tap regardless of use. NAD pays for tap removal & plugging the water main, gets a credit in the billing system that gets applied to a new tap. This part of the transaction represents a net cost.	1.88	1.98	1.36	1.78	1.75	1.75	1.74	1.83	1.46	26.00
12-j	Organizational Structures and Resources	Develop shared service principles for the City, FCU and Districts.	1.88	1.61	1.56	1.38	1.61	1.61	1.75	1.61	1.61	26.00
12-h	Organizational Structures and Resources	Change the FC Water Commission structure to require fundamental expertise (water rights, stormwater, etc), similar to how Art in Public Places requires 3 artists sit on the board, with intent to strengthen advisory role or even move into more of a decisionmaking role.	1.88	1.73	1.20	1.35	1.54	1.54	1.71	1.68	1.32	26.00
6-j	Coordination and Communication	Identify City staff representative to encourage and engage with Larimer County to move regional water supply conversations and collaboration forward.	2.00	1.75	1.72	1.56	1.76	1.76	1.75	1.70	1.70	25.00
12-q	Organizational Structures and Resources	Review the "Budgeting for Outcomes" process to figure out more flexibility and support for addressing water matters in the GMA	1.88	1.86	1.59	1.67	1.75	1.75	1.74	1.72	1.58	25.00
8-c	IGAs	Create a financial map of connections between the City/FCU and Districts	1.75	1.59	1.42	1.22	1.50	1.50	1.67	1.65	1.54	25.00
7-a	Education	All staff presentations on water matters in the GMA should include a basic orientation to multiple service providers	1.88	1.36	1.40	1.20	1.46	1.46	1.66	1.49	1.51	25.00
13-b	Planning and Policy Alignment	Conduct regional planning on foundational topics, for example to look at impacts of City plan on future demands across the GMA and by provider	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	24.00
7-d	Education	There is a need and opportunity to emphasize that interdependence through joint education between City and the Districts staff on common topics such as land use planning, drought (could include emergency response exercises), landscape transformation, etc. Districts as single-purpose water providers is a narrow view – they wouldn't have customers and growing businesses without having a growing and thriving city and community.	1.75	1.34	1.39	1.56	1.51	1.51	1.58	1.42	1.44	24.00
12-p	Organizational Structures and Resources	Quantify the magnitude of the issue via staff time addressing customers or issues in District services areas, costs of multiple providers (e.g., water treatment operation variability and energy costs, water cost impacts on development)	1.50	1.56	1.26	1.17	1.37	1.37	1.47	1.58	1.35	24.00

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7-g	Education	Develop public education strategies in conjunction with the Districts to address topics such as: who is your provider and what are the implications re: programs, policies, rates)	1.63	1.20	1.23	1.38	1.36	1.36	1.48	1.32	1.34	24.00
5-c	City Plans and Policies	As part of the WSDMP update, clarify if city's water goals cover FCU only or all City including raw/potable and establish whether FCU should plan for how to provide water to surrounding systems in the GMA that rely on single water sources such as CBT or Montava GW. Be proactive in acknowledging that FCU will need to support surrounding systems and residents in case of a system failure (and vice versa if something catastrophic happens to the Poudre).	1.50	1.69	1.52	1.46	1.54	1.54	1.48	1.59	1.57	23.00
12-f	Organizational Structures and Resources	Change the City Charter for Utilities to align with City strategic goals and broaden the project standard to include affordable housing and other strategic objectives.	1.38	1.30	1.08	1.47	1.31	1.31	1.42	1.32	1.20	23.00
7-f	Education	Educate general city staff (non-water specialists) about water matters (e.g., lunch and learns, City training programs, Water Literate Leaders)	1.75	1.47	1.15	1.17	1.39	1.39	1.51	1.45	1.22	22.00
12-c	Organizational Structures and Resources	Advocate for term limits on District Boards.	2.67	1.92	1.72	1.72	2.00	2.00	2.19	1.83	1.69	21.00
10-d	Joint Programs and Projects	Land use authorities (e.g., PDT at FC) hold a competition among FCU and Districts for affordable housing design and price. Updating water supply requirements are the mechanism for adjusting water costs for new housing types.	2.00	1.75	1.55	1.72	1.75	1.75	1.84	1.68	1.65	20.00



Update on the 'Water Resources Matters in the Fort Collins Growth Management Area: Study Report Results'

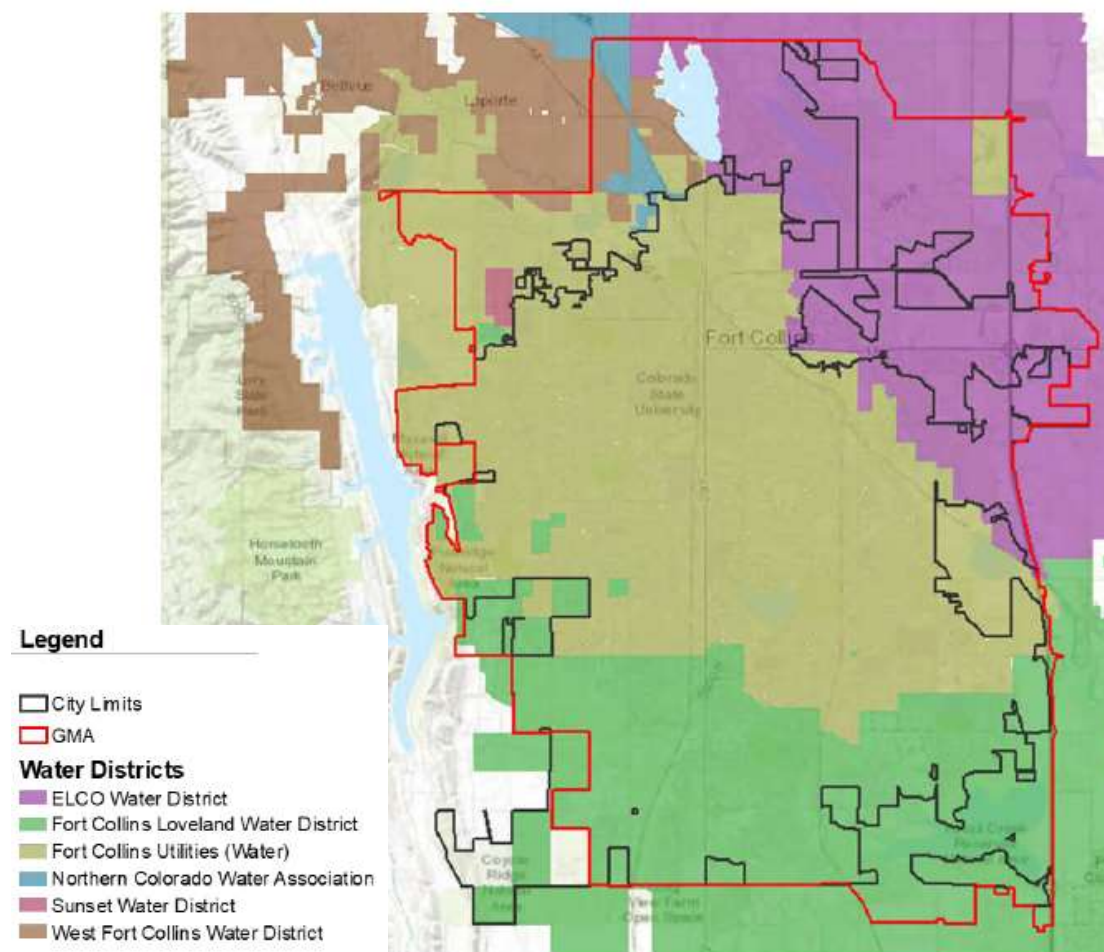
Addressing how the City of Fort Collins can improve regional collaboration and coordination with neighboring water districts

Jen Dial, Water Resources Manager

01-24-23

- 1) What questions does Council have about the Water Resources Matters Study?
- 2) What thoughts or direction does Council have about pursuing the next steps suggested?

- Utilities service boundary, city boundary and GMA ***do not coincide***
- Significant differences exist:
 - Mission and vision
 - Policies
 - Organizational size
 - Staffing
 - Financial resources
 - Water rights portfolio
 - Development patterns
- Regional collaboration could improve ***water supply reliability***



Regional collaboration efforts

- Several districts formed
 - Various agreements entered
 - Periodic meetings with Soldier Canyon Treatment Authority
 - Council directs staff to pursue more regional collaboration
 - Regional Water Collaboration Committee formed
 - **Staff conducted this Report**
 - Adopted graywater codes beyond Utilities service area
-
-
- The timeline consists of six chevron-shaped boxes connected by arrows, representing the progression of time. The boxes are labeled with years or periods: 1960's, 2000, 2010, 2015, 2019-2020, and 2021-2022+.
- 1960's**
 - 2000**
 - Joint Halligan expansion effort
 - Sprinkler Checkup Program
 - 2010**
 - 2015**
 - 2019-2020**
 - Growing Smart Program
 - StratOps formed
 - Larimer Co. water existing report
 - 2021-2022+**

- Water is increasingly scarce, expensive and complex.
- New homes have become increasingly unaffordable.
- Infrastructure maintenance and failures
- Colorado River drought conditions



CO River Basin in significant drought for over 20 years

CO River provides water to 40M people in seven states, two countries and 4M acres of farmland.

- Significant source for Utilities and Districts
- Upper Basin states (CO, NM, UT, WY)
 - Use is within allocation
- Lower Basin states (AZ, CA, NV)
 - Use is over allocation
- Restrictions could be mandated
- Continue communications with Northern Water



Lake Mead Water Levels

Source: Southern Nevada Water Authority

- Improve
 - Understanding of regional water matters
 - Alignment (both internal and external)
 - Understanding of perspectives on relationships
- Evaluate challenges and opportunities
- Develop potential solutions



Phase 1: Discovery

City and Utilities interviews
Joint District interview
District Board presentations
Water Commission presentation
Chamber of commerce/
developer interview

Phase 2: Evaluation

Quantify impacts of identified
matters and potential
solutions

Evaluate identified matters
and solutions for sphere of
influence, feasibility, trade-
offs

Phase 3: Outputs

Evaluation framework
Solutions evaluation
Recommendations for
potential solutions



District Staff Input

4.6

My job is affected by serving jurisdictions within and outside of the Fort Collins GMA.

2.6

I am satisfied with my ability to collaborate with the City.

2.3

I have the engagement and the support I need from the City.

2.4

It is easier to work in the Fort Collins GMA than in other jurisdictions.

City/Utilities Staff Input

2.8

My job function is affected by having multiple providers in the GMA.

2.3

I am satisfied with my ability to collaborate with the Districts.

3.0

I have the influence and support I need to address water in the GMA.

*Results shown represent weighted averages for
n = 7: joint District interview, results on left
n = 61: City interviews, results on right*

Matters identified with multiple water service providers

10

Competition	Coordination	Customer Experience	Development
Education and Advocacy	City as a Customer	Future Challenges	IGAs
Infrastructure and Service Areas	Joint Programs and Projects	Leadership	Mission & Values
Modeling and Analysis	Organizational Structures and Resources	Planning and Policy Alignment	Resilience

Note: Dark blue boxes represent categories with the most challenges.

Potential “High-Benefit” Solutions

Support
strategies to
increase
available storage

Develop an
emergency plan
IGA (supplies)

Explore
establishment of
*a water bank
program*

Expand
conservation
program
offerings

Development Review

- Educate and align on development process and expectations
- Gather information and develop handout with District requirements and costs

Planning & Analysis

- Analyze water impacts of long-range plans
- Assessments of future water demands and water supply/infrastructure constraints
- Include the Districts in planning/policy updates

Boards & Leadership

- Regularly attend District board meetings (City staff or Council members)
- Recruit knowledgeable representatives to run for boards and commissions

- Continue to meet with Districts
 - Build more trusting and collaborative relationship
 - Improve collaboration on pursuing higher-benefit and resource solutions
- Continue involvement with StratOps, Larimer County water supply planning effort, District boards meetings and other regional groups
- Develop handouts of requirements/costs for development review process
- Enhance joint conservation efforts and programs
- Improve data sharing around population, demand, ect.
- Improve coordination on outreach around drought, particularly in water shortage situations

- 1) What questions does Council have about the Water Resources Matters Study?
- 2) What thoughts or direction does Council have about pursuing the next steps suggested?

THANK YOU



January 24, 2023

WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Kendra Boot, City Forester
Mike Calhoon, Parks Department Director
Dean Klingner, Interim Director, Community Services
Ted Hewitt, Legal

SUBJECT FOR DISCUSSION

Urban Forestry Strategy.

EXECUTIVE SUMMARY

The purpose of this work session is to provide an overview of the current state of municipal forestry and to seek Council feedback around future urban forest strategy and policy development. Staff will share proposed next steps for the Urban Forest Strategic Plan effort.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. What general questions or feedback does Council have on how the Forestry Division is addressing the urban forest-related Council Priorities?
2. What general questions or feedback does Council have on the proposed areas of focus and proposed process for the Urban Forest Strategy?

BACKGROUND / DISCUSSION

Urban forestry has been a priority in Fort Collins for decades and has created a strong foundation to advance trees as important infrastructure for generations to come. Council identified two tree-related priorities this term. Staff will share high level details on what efforts have been made thus far related to *Tree Subsidy* and *Improving Tree Policies* and briefly share the programs and existing codes that have helped create the canopy that is present today.

Recent municipal code amendments (June 21, 2022) for improving tree policies included:

- Dedicating all trees, public and private, as important community infrastructure has been created. As trees are essential ecological, cultural and socioeconomic resources for the City, its residents and visitors, this provision will bring awareness to these important assets through the new ordinance. The benefits provided by a diversified and abundant community forest are many and are stated within the ordinance.

- Providing that no person shall affix any item as a tree attachment to any tree within the public right-of-way of any street or sidewalk. Exceptions to this prohibition include: City employees or contractors performing work for the City; authorized use of slacklines or hammocks; and holiday lights from October through February.
- Requiring any person who engages in the business of felling trees for financial gain to be licensed as an arborist in accordance with standards of the City Forester.
- Requiring property owners to maintain trees up to the center line of any alley adjacent to their property to provide for the safe and convenient use of alleys, streets, and sidewalks.
- Authorizing the City Forester to set reasonable arborist license fees by rule and allowing annual adjustments to the fees based on an evaluation of regional arborist licensing fees.
- Authorizing additional flexibility for the terms of repayment when a property owner is to be assessed the costs of complete tree removal.
- Making technical amendments and other minor Code revisions to improve clarity and connection to other Code sections.

Council also funded an Urban Forest Strategic Planning Effort including community engagement that will kick-off in 2023. Staff will provide a presentation on the importance of an urban forest strategic plan and the proposed areas of focus.

NEXT STEPS

- **Urban Forest Strategic Plan** – Council funded budget offer NLSH 59.6 for 2023. Staff is working on a Request for Proposals and will kick-off the consultant driven planning effort in the Spring.
- **Tree Subsidy** – Council funded 1000 trees to be subsidized and planted on private property through the Community Canopy Program in 2022, and again in 2023 and 2024.

ATTACHMENTS

1. Council Memo, June 24, 2022
2. Presentation



MEMORANDUM

Date: June 24, 2022

To: Tyler Marr, Interim Deputy City Manager

Thru: Mike Calhoon, Parks Director

From: Kendra Boot, City Forester

Re: Follow-up regarding First Reading of Ordinance No. 078, 2022, Amending Chapter 27 of the Code of the City of Fort Collins Relating to Forestry.

Introduction

The purpose of this memo is to answer questions from the Council's Consent Calendar Follow-up of the June 21 meeting, regarding this ordinance and *improving tree policies*, a Council Priority.

Discussion:

Both Councilmember Ohlson and Councilmember Pignataro mentioned that they were expecting more changes regarding improved tree policies. The Chapter 27 code amendments are the first step towards accomplishing Council's priority around improved policies, beginning with dedicating trees as important community infrastructure.

Next Steps:

Staff is currently reviewing a draft report from Clarion Associates on a consultant driven Land Use Code (LUC) Audit that benchmarked the City LUC with peer cities around the country, as an additional step towards the priority. Staff will bring forward findings to a Council Work Session in the fourth quarter of this year.

In addition, Forestry Staff has submitted a 2023/2024 budget offer to seek funding for an Urban Forest Strategic Planning effort to establish more long-term implementable action items to preserve and protect the community's canopy.



01-24-2023

Urban Forest Strategy and Policy

Kendra Boot

City Forester



1. What general questions or feedback does Council have on how the Forestry Division is addressing the urban forest-related Council Priorities?
2. What general questions or feedback does Council have on the proposed areas of focus and proposed process for the Urban Forest Strategy?

Strategic Alignment

- City Strategic Plan
- City Plan
- Our Climate Future
- Council Priorities



NEIGHBORHOOD LIVABILITY & SOCIAL HEALTH

- 1.9** Plan for, preserve, plant and maintain a safe, healthy and resilient urban forest.

Urban Forest Benefits

Environmental

- Reduce energy use
- Stormwater runoff reduction
- Air pollutant removal
- Reduce Urban Heat Island

Economic

- Appreciating asset
- Property values

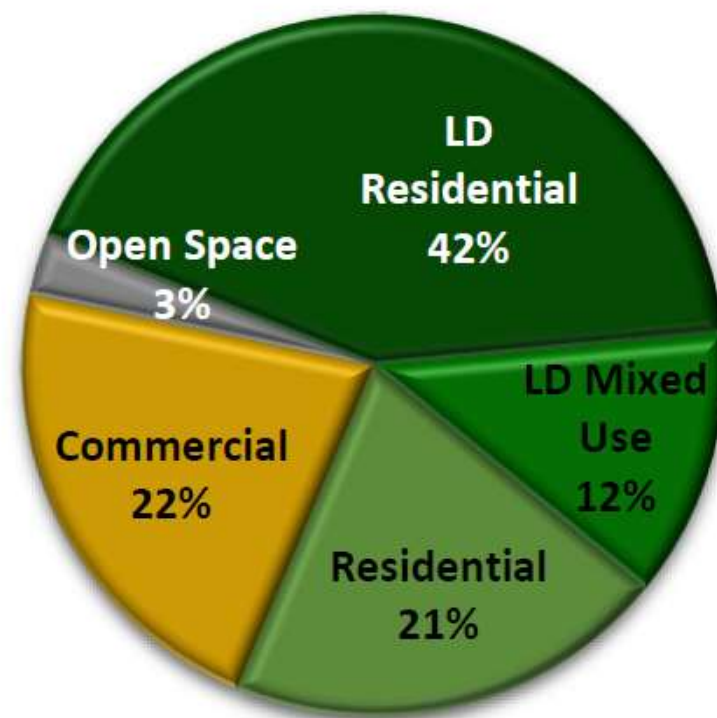
Social

- Quality of life, faster healing
- Sense of place
- Reduce crime
- Shade and aesthetics



Public and private trees within City Limits

- Estimated 443,300 trees*
- Structural value equates to \$781M*
- 14% canopy cover**



Percent of Trees by Land Use

Structure and Public Infrastructure

- 17 full-time classified employees; plus 4 hourlies
- 57,000 public trees
- Current budget equates to \$53/tree investment
- Valued at \$113.7M
- Provide \$6.4M in Eco Benefits Annually
 - Greenhouse gas, water and energy saved, air quality, and property benefits



Urban Forest-related Council Priorities

- Indirect connection
 - Help bird species recover #9
 - Effective soil amendment policies and compliance (water usage) - #14
 - Improved Air Quality - #17
 - Xeriscape - #19
- Direct connection
 - Improve Tree Policies - #28
 - Tree Planting Subsidy - #29

Urban Forest Council Priorities

#28 Improving Tree Policies

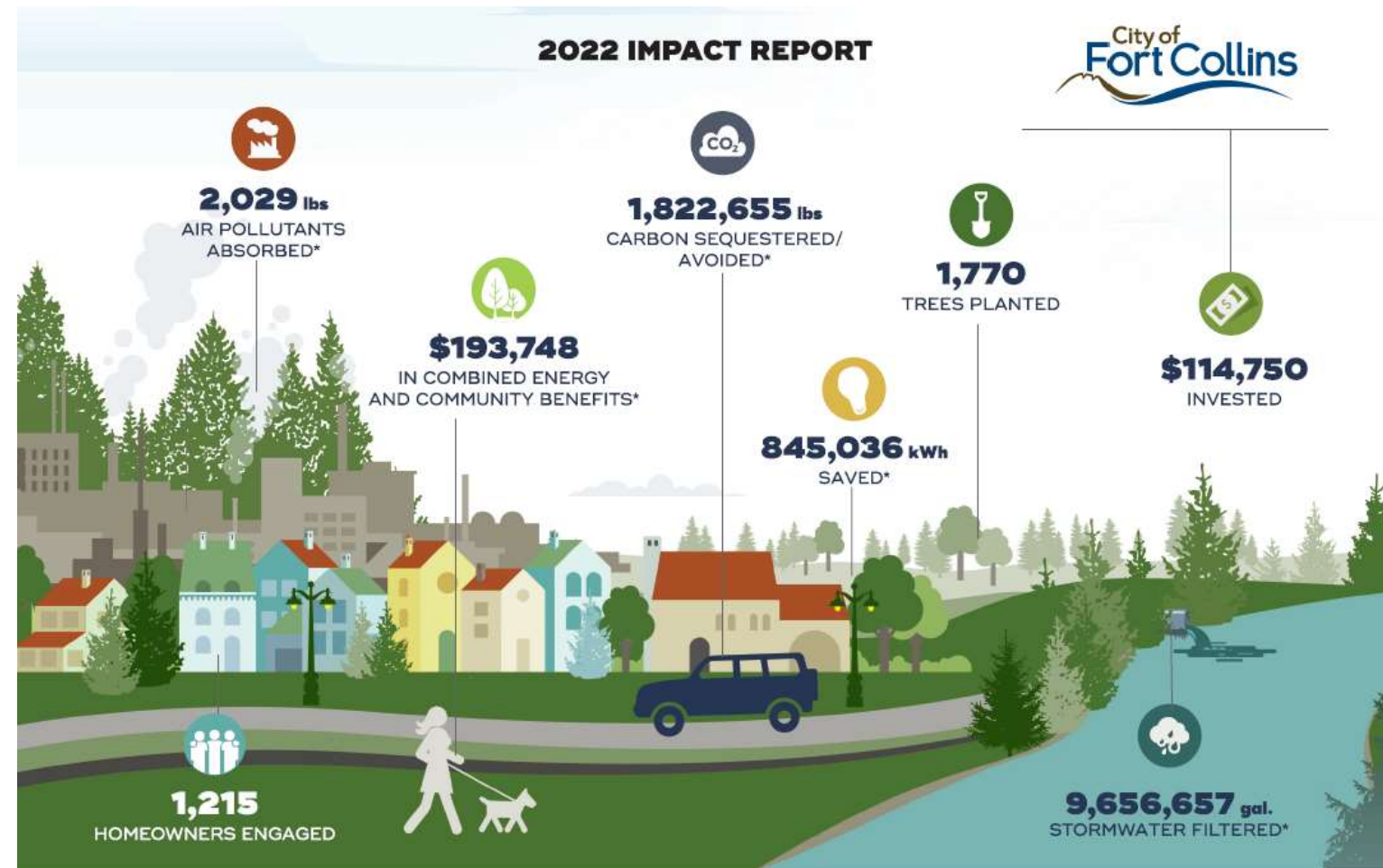
- Municipal Code Updates
 - Dedicating trees as infrastructure
 - Arborist Licensing improvements
 - Affixing items to ROW trees
 - Shifted maintenance responsibility of alley trees
 - Prohibiting planting/sale of ash trees
- Land Use Code audit
 - Clarion Associates
 - Ad hoc Committee

Urban Forest Council Priorities

#29 Tree Subsidy

Community Canopy Program

- 1000 trees in 2022



Established Spring 2019
*projected 20-year cumulative values

LP40177209

Additional Council Support

2023/2024 Funding

- Emerald Ash Borer Management
- Additional tree planting, water truck and hourly
- Contractual pruning funding
- Landscape Inspectors
- Urban Forest Strategic Plan



Operations

- Pruning and Removal
- Emergency Response
- Tree Infrastructure Replacement
- Wood utilization and recycling
- Living Tribute Tree Program
- Tree City USA and Arbor Day



Operations

- Pruning and Removal
- Emergency Response
- Tree Infrastructure Replacement
- Wood utilization and recycling
- Living Tribute Tree Program
- Tree City USA and Arbor Day



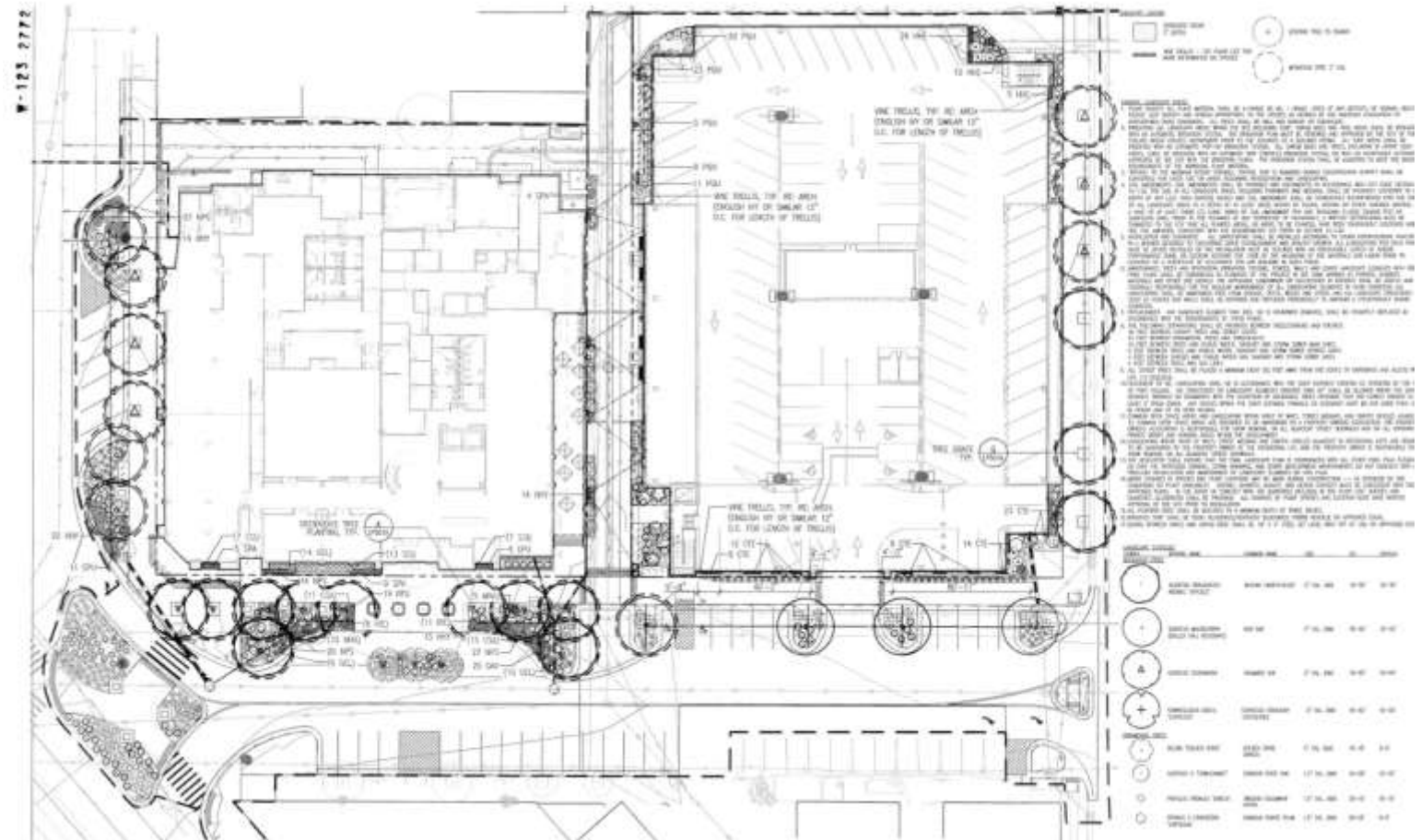
Operations

- Arborist Licensing
- Private Property Enforcement
- Insect & Disease Management
- Development Review
- Education & Outreach



Operations

- Arborist Licensing
- Private Property Enforcement
- Insect & Disease Management
- Development Review
- Education & Outreach



Operations

- Arborist Licensing
- Private Property Enforcement
- Insect & Disease Management
- Development Review
- Education & Outreach



Multiple opportunities

- **Improve codes, standards, and best management practices**
- Urban Forest Strategic Plan

Existing Code and Policy

- Tree Management Standards and Best Management Practices
- Emerald Ash Borer Management & Response Plan
- Urban Forest Storm Response Plan
- Municipal Code
- Land Use Code
- Larimer County Urban Area Streetscape Standards

Existing Code and Policy

Municipal Code

- City Forester position
- Arborist Licensing
- Enforcement
- Permitting
- Prohibiting certain tree species

LUC and LCUASS

- Landscape Standards
- Tree Protection and Preservation
- Mitigation
- Tree Diversity
- Tree-lined streets and neighborhoods

Multiple opportunities

- Improve codes, standards, and best management practices
- **Urban Forest Strategic Plan**

WHY a Strategic Plan?

- Establish a Vision and Strategy
- Identify gaps and opportunities
- Community wants and needs
- Alignment with local and regional plans



Strategic Plan Areas of Focus

- Increasing tree canopy and setting metrics
- Diversify tree species to create resilience
- Co-create a more equitable tree canopy
- Explore sustainable funding approaches



Proposed Strategic Plan Timeline



1. What general questions or feedback does Council have on how the Forestry Division is addressing Council Priorities?
2. What general questions or feedback does Council have on the proposed areas of focus and proposed process for the Urban Forest Strategy?



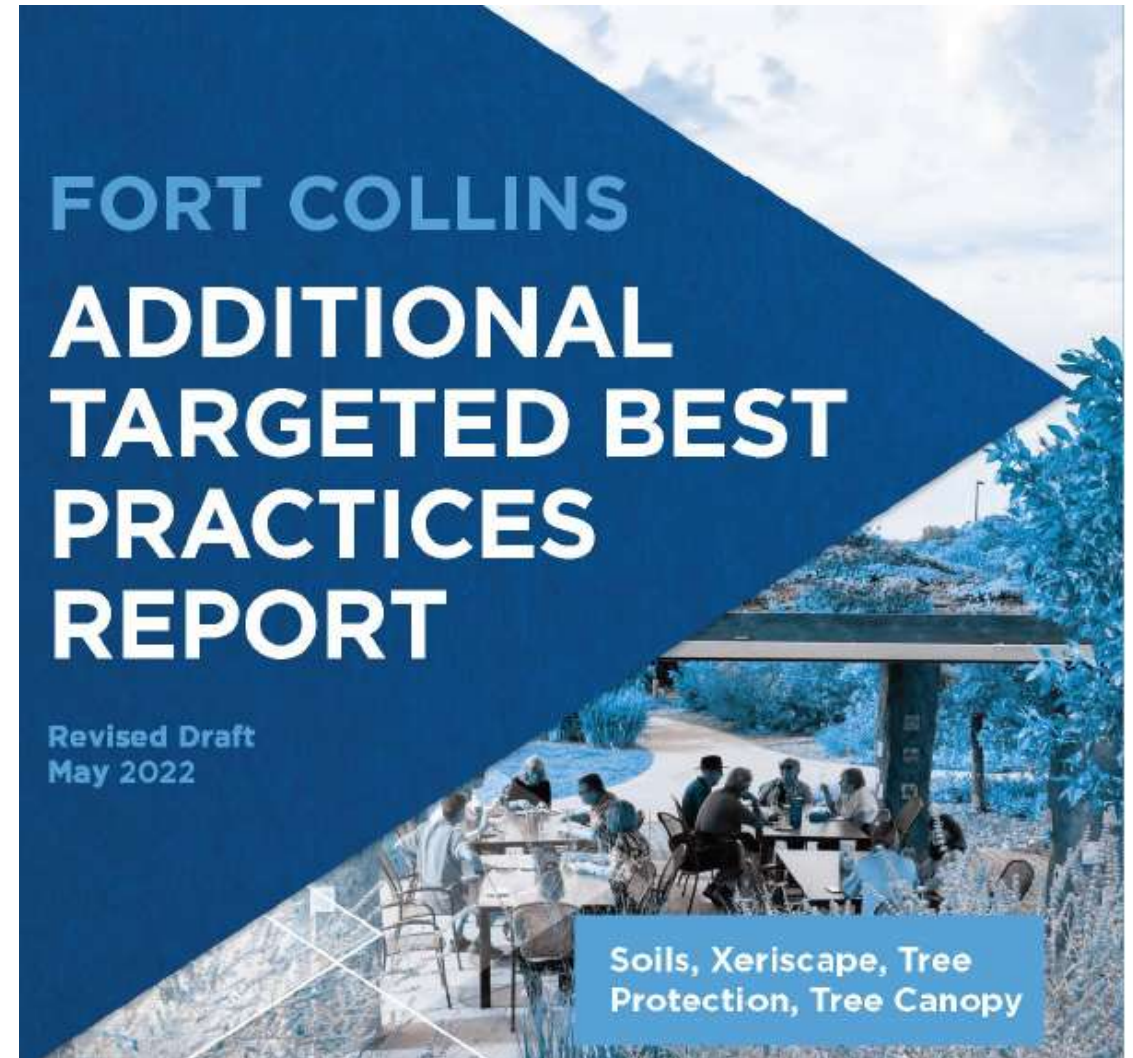
1. Does Council support these opportunities to improve tree-related land use code policies?
2. What general questions or feedback does Council have on the proposed direction?
What additional information is needed?

Clarion Associates (consultant)

- Tree Protection and Preservation
- Tree Canopy Enhancement

Ad hoc Committee

- Reviewed existing code
- Explored Clarion Associates report
- Identified potential updates



Current Opportunities for Improvement

- Challenges around tree establishment and responsibility of replacement
- Mitigation requirements do not strongly incentivize tree preservation
- No penalties for tree removal or tree damage on commercial development sites with approved landscape plans post development
- Parking lot standards and tree replacement to reduce heat island impacts
- Single family residential construction sites do not trigger any tree-related LUC requirements

Escrow for Tree Establishment

Existing Code

- Landscape escrow released once ROW trees are planted/permitted
- No timeline on when trees are specifically taken over by City
- City ends up replacing many trees with General Fund dollars

Opportunities for improvement

- New Landscape Inspectors funded!
- Create separate street tree escrow
- Set timeline for when City takes over street trees

Mitigation

Existing Code

- Mitigation value 1-6 trees
- All trees under 6-inches not mitigated
- Mitigation trees replaced on site or within half mile
- Removals accompanied by feasibility letter
- Does not incentivize saving existing trees

Opportunities for improvement

- Mitigating “in addition to” minimum stocking requirements
- Mitigating trees 2” DBH and above
- Appraised value or inch for inch for larger trees over specified diameter
 - Sliding scale to incentivize preservation
- Limit offsite mitigation to public ROW

Penalty for Healthy Tree Removals

Existing Code

- No long-term enforcement beyond approved landscape plan post development
- Developer/property owner must keep site in compliance

Opportunities for improvement

- New Landscape Inspectors funded!
- Mitigating trees 2" DBH and above
- Appraised value or inch for inch for trees over specified diameter

Heritage Tree Program

Existing Code

- Does not currently exist

Opportunities for improvement

- Municipal and Land Use Codes
- Trees need to be nominated
- Property owner would have to agree
- Approval process needed
- Trees mapped to show designation
- Would require permission to remove, prune, or treat
- Protected in perpetuity
 - Exception for dead, dying or dangerous
- Fund created for maintenance

Parking Lot Standards

Existing Code

- Mostly sufficient
- Losing existing planting spaces for additional parking in redevelopment

Opportunities for improvement

- New Landscape Inspectors funded!
- Increase enforcement/penalties for non-compliant landscapes
- Improve site requirements for adequate growing spaces

Tree protection & preservation on single family residential

Existing Code

- Does not currently exist

Opportunities for improvement

- Explore ways to educate and advise
- A resource for tree preservation
- Establish touch points during Building Permit Process
- Empower licensed tree companies as a resource

Prioritization of Opportunities

High Priority – Q3 2023

1. Escrow for tree establishment
2. Improve mitigation standards to incentivize preservation
3. Consider increasing penalties for tree removal

Lower Priority

4. Explore a Heritage Tree Program
5. Investigate parking lot standards/replacement enforcement
6. Review options to best advise / influence residential redevelopment on tree protection and preservation



1. Does Council support these opportunities to improve tree-related land use code policies?
2. What general questions or feedback does Council have on the proposed direction?
What additional information is needed?



January 24, 2023



WORK SESSION AGENDA ITEM SUMMARY

City Council

STAFF

Kendra Boot, City Forester
Noah Beals, Development Review Manager
Mike Calhoon, Parks Department Director
Dean Klingner, Interim Director, Community Services
Ted Hewitt, Legal

SUBJECT FOR DISCUSSION

Land Use Code Audit Related to Forestry.

EXECUTIVE SUMMARY

The purpose of this work session is to provide an overview of the land use code audit as it relates to tree-related landscape standards and to seek Council feedback on the direction of tree policy update opportunities that have been identified.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Does Council support these opportunities to improve tree-related land use code policies?
2. What general questions or feedback does Council have on the proposed direction? What additional information is needed?

BACKGROUND / DISCUSSION

The Forestry Division hired Clarion Associates to provide a peer-city report on code standards and best practices with a focus on *tree protection and preservation* as well as *tree canopy enhancement*. Staff created an ad hoc committee which included cross-departmental City staff and external landscape architects and CSU staff members to review both the existing land use code and Clarion Associates report to identify gaps and opportunities of the tree-related policy.

NEXT STEPS

- **Additional engagement with City staff and stakeholders.** Additional engagement with internal and external stakeholders is needed to fully understand potential impacts to the development community.
- **Identify and develop resources needed to implement future code updates.** Some of the proposed code opportunities will need additional resources, tracking systems and structure to be successful long-term. Staff will align with other City departments to explore what opportunities currently exist and where they may need to develop new processes.

- **Code development and adoption.** With feedback from Council, Boards and Commissions, stakeholders and the public, the project team will continue to hone these opportunities and the associated potential impacts to development. First reading of an ordinance to updated codes for new and redevelopment can be anticipated in Q3 2023 based on Council's direction.
 - High Priority – Q3 2023
 - Escrow for tree establishment
 - Improve mitigation standards to incentivize preservation
 - Consider increasing penalties for tree removal on commercial development
 - Lower Priority
 - Explore a Heritage Tree Program – *Urban Forest Strategic Plan engagement*
 - Investigate parking lot standards / tree replacement enforcement – *LUC Phase 2*
 - Review options to best advise / influence residential redevelopment on tree protection and preservation – *Building Permit Process*

ATTACHMENTS

1. Council Memo, June 24, 2022
2. Clarion Associates – Best Practices report
3. Presentation

FORT COLLINS ADDITIONAL TARGETED BEST PRACTICES REPORT

Revised Draft
May 2022

Soils, Xeriscape, Tree
Protection, Tree Canopy

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Fort Collins: Nature in the City

Additional Targeted Best Practices Report *May 2022*

Background

Since 2020, Clarion Associates has been assisting the City of Fort Collins to implement its Nature in the City (NIC) initiative. To date, that support has included:

- Preparation of a Land Development Code Audit to identify barriers to implementing different components of the initiative;
- Finalizing definitions of several key terms that are often used loosely, but which need to be defined objectively in order to be used in regulatory documents like the Land Development Code; and
- Preparation of draft text amendments to the Land Development Code to implement the following aspects of the NIC initiative:
 - Requirements for inclusion of common open space;
 - Limits on impervious surfaces in new development; and
 - Requirements that certain types of development earn at least a minimum number of points in a new Nature in the City Score system, which provides numerous flexible options related to site and building design.

Before the proposed regulatory changes were included in the Land Development Code, however, the City asked that Clarion Associates prepare additional research on Best Practices to promote the NIC goals in four discrete areas:

1. Soil amendments to ensure that new vegetation survives, thrives, and provides maximum environmental and experiential benefits;
2. Xeriscape practices to reduce outdoor water consumption without compromising the public experience of being in nature or the environmental benefits that healthy vegetation provides;
3. Tree protection during site work and construction phases and during the creation of landscaping and planting plans for the proposed development and redevelopment; and
4. Tree canopy enhancement in order to increase public perception of nature, increase shading, and reduce the impacts of urban heat islands over time.

To identify these best practices, Clarion Associates agreed with the City staff to:

- Focus on regulations or incentives suitable for inclusion in a Land Development Code or related regulations – rather than advisory policy statements or plans that do not have regulatory effect;
- Identify up to 20 communities across the United States for detailed web-based research on these four topics;
- Focus the research on soil amendment and xeriscape on communities in the Rocky Mountain west, because of the unique dry climate and soil conditions in this region;
- Make initial contact with each community to confirm the accuracy of published regulations and incentives, as well as the continued enforcement and effectiveness of those regulations.
- Refine the list of research communities to eliminate those where initial contacts suggest that further research would not be fruitful, and if possible, replace them with other communities where regulation and incentives appear to be more effective.

After this additional research program was initiated in late 2021, initial contacts revealed that several communities have integrated or overlapping regulations for tree protection and tree canopy protection. In order to reflect these Best Practices accurately, we combined these two topics into a single inquiry and agreed to research a larger number of target communities in that combined category.

After contacting, eliminating, and substituting communities as described above, our initial research and interviews focused our Best Practices research on the following communities:

- **Soil Amendments:** Denver, CO; Thornton, CO; Castle Rock, CO; Brighton, CO; and Greeley, CO.
- **Xeriscape:** Aurora, CO; Castle Rock, CO; Las Vegas, NV; San Antonio, TX; and Tucson, AZ.
- **Tree Protection and Canopy Enhancement:** Boulder, CO; Bloomington, IN; Fort Wayne, IN; Lake Forest Park, WA; Madison, WI; Portland, OR; Reno, NV; San Antonio, TX; and Seattle, WA.

This document includes Clarion Associates’ recommended Best Practices in each of these areas, subject to internal discussion with the City as to which of the recommended practices would best “fit” with the City’s goals and administrative systems. “Best Practices” is, of course, a subjective term, and professionals often differ about what is “best” and why. For this report, we focused on the following factors to identify those regulations that we think are worthy of additional consideration by Fort Collins:

- The clarity and understandability of the regulations to both staff and citizens;
- The administrability of the regulation—i.e., whether the regulation can be efficiently implemented, monitored, and enforced with reasonable levels of effort by City staff; and

- The host community's comments on the effectiveness of the regulation in achieving its purpose.

Within each topic area, we single out a few communities with regulations that we think best meet these criteria. We also identify additional cities whose regulations or incentives include a provision, incentive, or approach that is worthy of additional consideration. We have termed the first group "Best Practices" and the second group "Additional Valuable Practices." In several cases, even those communities that meet these criteria stated that their regulations, procedures, and enforcement mechanisms were imperfect and provided suggestions for improvements that would make them more effective.

Soil Amendments

This section summarizes information from communities that require soil amendments to be added to new landscaping to ensure the proper growth and survival of vegetation. Soil amendments also help conserve water, because newly installed landscaping typically needs to be irrigated more than established landscaping. By increasing the probability that newly planted material survives, the use of soil amendments can help reduce long-term water demand.

Best Practices

Thornton, CO

Thornton's development code (Chapter 18 of its City Code) establishes basic soil amendment requirements. All landscape areas, except for side yards not visible from public areas and rear yards of single-family dwellings, are required to be amended with at least four cubic yards of organic amendment per 1,000 square feet of ground, and the amendments must be tilled at least six inches into the soil. [Sec. 19-538\(a\)\(4\)](#).

The code references [Section 800, Landscape Improvements](#), of the Thornton Standards and Specifications document, which imposes additional obligations on developers. Prior to the addition of soil amendments, applicants are required to remove all construction debris from the soil, including large rocks, concrete, asphalt, and soil clods; all building materials such as boards, insulation, shingles, rebar, wire, and grading stakes. Applicants must then rip the soil to a minimum depth of 12 inches if it has been compacted by heavy machinery or by working it while wet, in rows no greater than 18 inches apart. Ripping operations must be timed to commence when soil moisture is adequate enough to allow penetration but is not wet or muddy.

The soil amendments are required to be incorporated throughout the landscape areas, not just around areas where trees and shrubs are planted. At least four cubic yards must be distributed across the soil surface in a uniform 1½ inch depth and incorporated into the top eight inches of

soil with a rototiller capable of tilling to eight inches in depth.¹ Additional soil amendments are required for City-maintained landscapes and metropolitan district parks (six cubic yards per 1,000 square feet, distributed to two-inch depth) and for landscaped medians (27 cubic yards, distributed to a 36 inch depth).

Compliance with the regulations is assessed at three inspections performed during the landscape installation process:

- The first inspection takes place prior to soil amendment and tilling and looks for the presence of weeds, especially noxious weeds.
- The second inspection involves a review of the soil amendment before it is tilled into the soil.
- Finally, after tilling and fine grading, the third inspection reviews the prepared soil to ensure it was tilled to the required eight inches, and for overall quality and absence of construction debris.

In addition, the developer/applicant may be required to provide City staff soil amendment load tickets and affidavits that confirm soil amendments have been installed for a set of dwellings before the construction of the next phase of dwellings is authorized.

Primary Contacts

Grant Penland, Planning Director, gpenland@ci.thornton.co.us; Warren Campbell, Current Planning Manager, wcampbell@ci.thornton.co.us.

Denver Water

Soil Amendment Program

The requirements of Denver Water's Soil Amendment Program are clearly identified on its [website](#).

- The reasons for amending soil are explained in plain language understandable by the public and contractors.
- Areas larger than 300 square feet must incorporate soil amendments before landscaping is installed.
- The standards encourage (but do not require) that organic compost meeting at least Class II standards be installed, lists Class II compost suppliers, and includes a table listing the chemical requirements for Class I and Class II compost (shown below):

¹ While the City's development code requires tilling down to six inches, the Standards and Specification document, which is incorporated into the code by reference, states that tilling is required down to eight inches.

Minimum Stability Indicator	CLASS I Stable – Very Stable	CLASS II Stable
pH	6.0 – 8.0	6.0 – 8.2
Ag Index (Nutrients/Na+Cl)	Must report	Must report
Soluble Salts	Maximum 5 mmhos/cm	Maximum 10 mmhos/cm
Carbon/Nitrogen Ratio	< 12	< 18
Ammonia-N/Nitrate-N	< 4	< 6
Bulk Density (lbs/CY)	Must report	Must report
Primary, Secondary, Trace Elements	Must report	Must report
Organic Matter; Moisture Content (% / CY)	Must report	Must report

- Four cubic yards of compost per 1,000 square feet of permeable areas (including tree lawns and permeable portions of rights-of-way adjacent to the property, which are often owned by the City rather than individual property owners) roto-tilled to a depth of four to six inches, except in the following situations:
 - Two cubic yards of compost per 1,000 square feet of permeable area are required for native grass areas (subject to Denver Water confirmation of seed mix); and
 - Twelve cubic yards per 1,000 square feet are required for amended topsoil.
- The contractor must supply an invoice or load ticket showing that a specific soil amendment product was being delivered to the subject property address, as well as a map showing the square footages of areas required to be amended, and if native grasses are to be installed, a sample of the seed mix. Denver Water can then confirm that the amount of soil amendment was adequate for the area required to be amended and can provide phone or e-mail confirmation that the requirement had been met.
- Water service to the property can be withheld until Denver Water has confirmed that adequate amendment product had been delivered to the property.
- Site inspections are not required, but contractors are warned that spot inspections might occur.
- Although the requirements are publicized as a cost-saving measure for property owners, who would experience higher rates of plant survival, its primary interest is the associated water savings through more effective water absorption and reduced runoff.

As a regional water utility, Denver Water has regulatory authority to enforce the requirements against property owners only when water service is being installed, and even then its capability to do so is limited. The various jurisdictions served by Denver Water have a broad range of landscaping requirements, and many of the governments' land use and other regulations incorporate only limited water conservation controls and few if any soil amendment requirements. Denver Water works with local governments to encourage landscape regulations

similar to those included in the agency's soil amendment program, and staff is hopeful more consistent regulations will be adopted by local governments over the next several years.

To the (limited) extent that they are enforced, Denver Water's actions to enforce the soil amendment requirements are taken against the landscape contractors who install the landscaping materials. This is similar to the approach used by many cities to enforce sign regulations (i.e., require licensing of sign contractors and make them responsible for compliance with the regulation with the knowledge that violating the regulation could result in suspension or revocation of their license to install signs).

Although the soil amendment program indicates that spot site inspections may take place, Denver Water staff reported that inspections generally have not occurred for the past six years. Previously, when spot inspections did take place, inspectors found that around 95 percent of contractors complied with the requirements. Compliance with the requirement to provide receipts is generally high, although new development projects are more likely to comply than redevelopment projects, and compliance is higher from large developers than from smaller contractors who redevelop individual single-family properties. Overall, the resources devoted to administration of the soil amendment program occupy about 0.5 FTE of staff time.

In an effort to encourage compliance, Denver Water does not charge fees for participation in its soil amendment program.

Primary Contact

Austin Kcmarik, Water Conservation Specialist, Austin.Krcmarik@denverwater.org

Other Valuable Practices

Castle Rock, CO

The Town of Castle Rock landscaping and irrigation standards are contained in its [Landscape and Irrigation Criteria Manual](#), which is adopted by reference into the [Municipal Code](#). Sec. 1.13 of the Manual defines Soil Amendment as "Organic material added to the soil to improve texture, moisture holding capacity, nutrient capacity, water and air infiltration." Sections 4.4.1 through 4.4.3 of the Manual includes specific provisions for how to amend soil that are mandatory for all new developments and changes to landscaping. The provisions require that:

- A soil analysis to be conducted by professional soil scientist to evaluate texture, exchange capacity, conductivity, organic matter, and acidity along with nitrogen, potassium, phosphorus, zinc, iron, copper, manganese, and lime content in the soil.
- Stripping and stockpiling of indigenous topsoil during construction for successful plant material establishment
- At least four cubic meters of amended soil added per 1,000 square feet planting areas for turf, trees, shrubs, perennials, and annuals.

- Soil amendments material to be compost, which is defined as a “fully finished, stabilized, and mature product, derived from organic materials such as leaves, grass clippings, wood chips, and other yard wastes. Finished compost is dark and crumbly, does not resemble the original contents, and has an earthy smell. Acceptable compost will not contain any human or animal waste.” Staff emphasized that the inclusion of any amount of “hot compost” (compost that has not fully broken down) is prohibited, and that on occasion they have required contractors to remove inappropriate soil amendment from the surface and install replacement amendments that meet Town standards.
- As an exception to the requirement of compost as defined above, soil amendments for native seed areas to be consistent with detail #17 in the Castle Rock [Temporary Erosion and Sediment Control Manual](#). The Town may require written documentation of the types and amounts of soil amendments installed.
- Where soil amendments are required, soil that is roto-tilled to a minimum depth of six inches, and rocks, debris, and clods greater than ¾-inch diameter must be removed (except that dry land seed areas may include clods up to two inch diameter).

Castle Rock pairs these requirements with a robust inspection regime. Single-family detached and attached, duplex, triplex, and fourplex residential properties) are inspected once, after the soil amendment has been added, the soil tilled, and the site graded. Multifamily and nonresidential properties are inspected twice. The first inspection takes place after the soil amendment has been added to ensure that an adequate amount has been used. The second inspection takes place after tilling and grading.

Staff believes compliance with the requirement for adding soil amendment is high, particularly for nonresidential buildings, since the compost is relatively inexpensive and providing the required amount (or even a little more) is less expensive than pausing construction while fixing the work and awaiting reinspection. The high compliance rate is also attributed to Castle Rock’s consistent inspection process and withholding certificates of occupancy until inspections have been completed.

The Town’s water conservation programs are managed by a four-person team, including the water efficiency supervisor, a technician who handles the rebate programs and inspections, an inspector, and an office assistant who manages administration, scheduling, and customer contact. Currently, the site inspections are conducted by an inspector who is a seasonal employee who works four days per week (0.8 FTE), generally from May through October or November. Three other members manage the administration of the programs, including potential updates to the regulations to address any necessary changes. This staff has been managing about 1,000 residential inspections and 50-60 permits per year.

Residential projects pay a \$45 inspection fee. For each required reinspection, the fee doubles, which discourages landscape contractors from scheduling inspections before they are ready.

For commercial projects, compliance with the soil amendment regulations is confirmed through the irrigation permit inspection process. The permit inspection fee is \$610, with a reinspection fee of \$110 if necessary.

Primary Contact

Rick Schultz, Water Efficiency Supervisor, 720-733-6027

Greeley, CO

[Section 24-804, Plant Specifications](#), of the Greeley Development Code includes non-regulatory Xeric Guidelines and offers a reduction in raw water requirements for applicants whose landscaping plans include these elements.

- Guideline (d)4 states: “Incorporate soil amendments and use of organic mulches that reduce water loss and limit erosion. All plant areas should receive soil amendments of at least 3 cubic yards per 1,000 square feet.”
- Guideline 5(e) provides that: “Prior to the installation of turf-grass and/or other plant materials in areas that have been compacted or disturbed by construction activity, such areas shall follow soil amendment procedures pursuant to Title 20 and the Water and Sewer lawn installation specifications.”

[Section 14, Vegetation and Irrigation](#), of the City’s Construction Standards for water detention areas provides detailed standards that could be applied to mandatory soil amendment ordinances.

- Compost is defined as: 100% humus rich organic matter. The compost shall be a well decomposed, stable, weed free organic matter derived from agricultural, food, or industrial residuals; biosolids (treated sewage sludge); yard trimmings, or source-separated or mixed solid waste.
 - Product must be certified as fully composted at a permitted solid waste processing facility.
 - Product must be registered with the Colorado Department of Agriculture and approved for use on Colorado Certified Organic Farms by the Division of Plant Industry of the State of Colorado.
 - Product shall contain no solid particle greater than one-half inch in length or diameter and be free from un-composted or non-stabilized wood bulking agents.
 - Product shall contain no substances toxic to plants and shall be reasonably free (<1% by dry weight) of man-made foreign matter.
 - The compost shall possess no objectionable odors and shall not resemble the raw material from which it was derived.

- In addition, the applicant shall provide the City a signed statement that the compost has been tested and meets the following standards:
 - Organic Matter Content: 30 - 70% (dry basis)
 - Soluble Salt Concentration (EC paste test): 5 dS (mmhols/cm) or less (as received)
 - PH range: 5.5 to 8.0 (as received)
 - Final carbon to nitrogen ratio: 20:1 or less.
 - Nutrient Content (dry weight basis): N 1% or above, P 1% or above, K 0.5% or above.
 - Bulk Density: 800 - 1,000 pounds/cubic yard
 - Moisture Content: 35% - 55%

Primary Contact

Sean Chambers, Director of Water & Sewer, sean.chambers@greeleygov.com; Paul Trombino, Public Works/Construction Standards, Paul.Trombino@Greeleygov.com.

Brighton, CO

[Article 8, Landscape and Site Design](#), of Brighton's Land Use and Development Code establishes requirements for water-conserving landscaping:

- All landscape plans are required to incorporate soil amendments and use organic mulches that reduce water loss and limit erosion.
- Plant areas are encouraged to receive soil amendments of at least three cubic yards per 1,000 square feet.

City staff reported that though these soil amendment provisions are included in the city's development regulations and apply to all development projects, they are typically not enforced. There are no provisions in the code requiring an applicant to demonstrate that soil amendments have been acquired or installed. Most site inspections take place after the soil has been prepared and sod and other landscaping materials installed, and evaluations for compliance are limited to whether the landscaping is consistent with the regulatory requirements, not the specifics of soil amendment installation.

Primary Contact

Louis Morris, Project Coordinator, 303-655-2243, lamorris@brightonco.gov.

Other Communities

In addition to the programs listed above, we reviewed development codes, landscaping and engineering criteria, and related manuals and regulations for Westminster and Greenwood Village but did not identify regulatory approaches or standards of sufficient detail or difference from those described above to justify inclusion in this report. While a number of Front Range communities' land development codes, engineering standards, or park and recreation manuals refer to requirements for including soil amendments in the design and construction of detention areas, we view these as public works standards rather than regulations intended to apply to general landscaping.

Xeriscaping

Best Practices

This section identifies three communities that incorporate low-water-use landscaping requirements in their land use regulations and that offer robust turf rebate programs to reduce the number of water-intensive grasses and plants used in residential yards and commercial spaces the City will want to consider. Five other valuable practices are included for further consideration.

Castle Rock, CO

Background

The Town of Castle Rock has taken aggressive steps to promote and require water conservation. Its landscaping regulations limit the types of turf that can be incorporated in new development, and also operates two key programs that offer financial rebates to existing residential and commercial property owners who implement specific low-water-use landscaping techniques.

Landscaping Regulations

Castle Rock's [landscaping regulations](#) limit the amount of high-water-use landscaping material that may be installed. High-water-use grasses such as Kentucky bluegrass and similar turf are prohibited, and other types of turf are also restricted. Single-family and two-family lots that are 7,000 square feet or less in area are allowed to have turf over no more than 30 percent of the lot. Lots larger than 7,000 square feet in area up to 17,000 square feet may have turf over no more than 20 percent of the lot. Lots larger than 17,000 square feet in area may have turf over no more than 20 percent of the lot, up to a maximum of 5,000 square feet of turf.

Staff reports that they are developing updated regulations for new development that would prohibit turf in front yards and limit the turf area in the back yard to a maximum of 500 square feet. These proposed changes are part of the Town's continuing efforts to reduce its water consumption from an average gallons per capita per day (GPCD) of 118 today to 100.

Coloradoscape Renovation Program

Castle Rock's [Coloradoscape Renovation](#) water-wise landscaping program is an effort to encourage property owners to convert water-intensive landscaping into water-wise landscapes. It provides incentives to current landowners to redesign their landscaping to be more water-efficient in ways that are similar to the Town's regulations for new development. The program uses a variety of tools to encourage participation, including rebates, educational classes, and the opportunity to water landscaping on days that would otherwise not be permitted. The details of this program include:

- A rebate of \$1.20 per square foot of turf removed on any existing development (not new construction) that use Castle Rock water services. The City's water service area extends beyond City limits in some cases, so some unincorporated properties are also able to participate.
- For residential customers, a minimum of 400 square feet (or the entire area of the yard, if smaller) must be removed to qualify for a rebate. The City sets a maximum rebate payment of \$1,800, which translates to an eligible turf area of 1,500 square feet.
- Nonresidential customers are also limited to a maximum rebate amount of \$1,800 for removal of 1,500 square feet of turf.
- The replacement landscaping may be zero-water use or require a small amount of water, consistent with the multiple landscaping options available through the *Coloradoscape* program.
- To qualify for the rebate, nonresidential properties are required to have at least 50 percent of the landscaped area be made up of healthy, irrigated turf. Areas with dead or unhealthy turf are deducted from the eligible square footage. The purpose of this provision is to ensure the program is effective in reducing water usage, and not for beautifying unirrigated landscaping.
- In addition to the rebate incentives, applicants are required to participate in a Water-Wiser workshop to learn how to maintain a low-water yard effectively. Those who complete the workshop are exempt from complying with the City's regulations that restrict watering to once every three days.
- Following the final inspection, compliance with the xeriscape standards is maintained by adjustments to the property's water irrigation budget. Like many communities, Castle Rock Water uses a tiered structure, Tier 1 is the lowest fee schedule, Tier 3 the highest, and Castle Rock Water imposes a surcharge for water use in excess of the Tier 3 cap. Tier 1 rates are charged for indoor uses, and Tier 2 rates are charged for irrigation. The water budget for Tier 2 is established by reference to the monthly water needs of the irrigated plant material on the site. Typically, when a turf lawn is replaced with xeriscape, the water needed for landscaping declines substantially, and the Tier 2 water budget is reduced accordingly. If water is used for irrigation in excess of the water budget, the higher Tier 3 rates or surcharge fees are imposed.

In 2021, the City noted that participation was modest. There were 48 residential properties that participated in *Coloradoscape*; 38 additional properties received an initial inspection but did not qualify for the program or did not complete the sod replacement process. Four nonresidential properties participated in *Coloradoscape*, with four additional properties not qualifying for or completing the process.

City staff also noted that the *Coloradoscape* program is labor-intensive because it requires two site visits by City staff in order to complete the rebate process. One visit occurs before turf removal to demonstrate compliance with the terms of qualification. The second visit occurs after turf removal and new landscaping installation in order to ensure the final result meets City standards. Staff noted that accommodating property owner schedules and providing enough Water-Wiser workshop sessions has been a challenge. In addition, some applicants who are not eligible for the program (generally because they do not have existing high-water-use landscaping) apply anyway, increasing administrative burden required to inspect the property and confirm that the non-eligibility. The program also has a modest budget and available funds can be quickly exhausted.

The residential application can be found [here](#); the nonresidential application be found [here](#).

Smart Irrigation Controller System

Castle Rock's second incentive program is a rebate program for updating irrigation system controllers to Smart Evapotranspiration (ET) irrigation controllers. Smart controllers automate watering by adjusting the watering schedule based on the current moisture content of the soil and local weather. This results in reduced run off and creates money-saving water efficiency benefits to landowners.

Residential and nonresidential development are eligible to receive a rebate for installing Smart ET irrigation controllers through the voluntary [Smart Irrigation Controller Rebate](#) program. Participation in a Water-Wiser workshop is required to be eligible for these rebates.

Residential property owners can receive a rebate to cover 50 percent of the price of a Smart controller, up to \$200, while nonresidential property owners qualify for rebates to cover 50 percent of the cost of up to five controllers.

Primary Contact

Rick Schultz, Town of Castle Rock Water Efficiency Supervisor, 720-733-6027

Aurora, CO

Aurora has decided that lush, green lawns of Kentucky bluegrass require levels of that the City cannot continue to serve over the long run. Aurora has adopted regulations and financial incentive programs that act as “carrots and sticks” to encourage implementation of xeriscape principles and the use of other water-conservation techniques on landscaping throughout the community.

Landscaping Regulations

Aurora’s Unified Development Ordinance (UDO) includes extensive water-conservation measures, a fact that is emphasized by the title of a key chapter of the UDO, “Landscape, Water Conservation, Storm Water Management.”

Section 4.7.3, General Landscaping Standards, integrates water-conservation measures throughout all required site landscaping. All shrubs, perennials, groundcovers, and ornamental grasses, and 75 percent of all annuals and trees, are required to be selected from the city’s Water-wise Plant List, a xeriscaping fact sheet maintained by the Colorado State University Cooperative Extension, or other Water-wise or xeriscape plant material references. The list of eligible materials is currently being updated. Except for playfields and golf courses, cool-season grass sod and seed is limited to 33 percent of a site’s landscaped area, and all cool-season grasses must generally be contiguous. Separate irrigation hydrazone areas are required for water-conserving areas versus non-water-conserving areas.

Section 4.7.4 prohibits private covenants that purport to invalidate the xeriscaping provisions in the UDO.

Section 4.7.5 incorporates additional specific landscaping requirements relating to water conservation. Single-family detached and duplex dwellings on lots 4,500 square feet or larger may install no turf at all, or may install between 400 and the lesser of 40 percent or 1,000 square feet of turf, provided that the turf areas are continuous. Homeowners can choose to follow Water-wise options that allow additional landscaping flexibility. Rock or inorganic mulches may be used in the front yard if a Water-wise option is chosen, and permeable pavers such as brick and natural stone can be used on up to 40 percent of the landscape area if a xeric or no-turf option is used. In all cases, rear yards on single-family and duplex lots with no public view may include no more than 45 percent turf. If the rear yards are visible to the public (for example, in a through lot), the front-yard standards apply.

An image from the UDO of a suggested front-yard landscaping configuration is included below.



Compliance with the landscaping regulations is verified during zoning inspections. Irrigation systems are also inspected and are required to comply with regulations in the Aurora Engineering Standards Manual.

Staff is proposing amendments to the UDO to further limit the use of high-water grasses. This summer, the City Council is anticipated to consider a proposal to prohibit the use of cool-season turf in the front yards of all new houses, as well as in tree lawns or curbside landscaped areas.

Water-Wise Landscaping Program

To incentivize residents to retrofit their properties to avoid water-intensive landscaping, Aurora Water created the [Water-Wise Landscaping Rebate Program](#), which includes detailed manuals on compliance for both residential and commercial properties. The program pays residents to eliminate water-intensive varieties of turf such as Kentucky bluegrass and fescue and promotes the exclusive use of xeric landscaping for all plants included in the landscape design.

Aurora offers a rebate up to \$3,000 for residential lawns from which at least 500 square feet of water-intensive grass is removed. The proposal for removal must include at least 60 percent of the water-intensive grass located in a front or side yard and visible to the public. The rebate is calculated using pre-tax material (not labor) costs, verified by inspection of receipts for materials purchased, as well as the amount by which the water bill is reduced after one growing season. Unlike other communities that determine rebate amounts based on the square footage of converted landscaping, Aurora's program reimburses property owners for documented money spent on the plants and materials purchased to be installed in their place.

Sixty-five percent of the rebate is paid after final installation, and the remaining 35 percent is paid following one growing season if the property owner demonstrates that actual water use is less than 110 percent of the recommended xeric water use amount.

As part of the program, applicants are required to enroll in the “Know Your Flow” program which educates about the appropriate levels of indoor and outdoor water use.

The landowner establishes eligibility for the rebate by providing photographs of the existing healthy turf, which also must be visible to the public, and by submitting a proposed alternative landscape design. Previously, the City also reviewed the landowner’s existing water use to ensure the project would result in a reduction of water use, but it stopped doing so because the water use could reflect underwatering of areas of landscape other than the turf.

The program provides [free design services](#) for property owners and offers optional virtual and in-person Water-wise landscaping classes on how to tend to low-water landscaping and how to save water and money. Staff noted that Aurora would be moving to a new program in which applicants take a design class and work with instructors to develop a design for their own site, with the goal of making the design process a little more efficient.

A separate rebate program is offered for large and commercial properties. The commercial rebate covers all documented material (not labor) costs for the approved project, based on a schedule of item-by-item rebate amounts, up to a maximum of \$15,000. Half of the rebate is paid upon final installation and approval of the system, and the remaining half in two equal installments after each of the next two growing seasons documenting water use less than 110 percent of the xeric recommended water use amounts. All approved participants are required to participate in the Large Property Variance Program, which provides monthly emails that evaluate the site’s actual water usage based on recommended water consumption. This information is designed to help participants monitor their water efficiency and may identify any scheduling adjustments required to ensure receipt of the remaining rebate payments.

Previously, under both the residential and commercial programs, two inspections were required. The first inspection took place after plants and irrigation had been installed to confirm everything had been installed according to plans. The second and final inspection was performed after issues identified in the initial inspection are addressed and the mulch is installed. However, the City recently eliminated the second inspection, as being generally not necessary or helpful to ensure compliance with the program.

The City reports that the program has been successful with commercial properties. By contrast, it has underperformed in residential neighborhoods, with fewer than 25 rebates issued to single-family residences in the last year, a low level of participation even on a per-capita basis. Staff suggested that the low participation rate is a function of the complexity of the program, the high cost of re-landscaping even with the Water-Wise rebate, and the fact that the rebate covers only material costs (and not labor costs).

Xeric Landscaping Credit Program

To incentivize the implementation of xeric landscaping, Aurora also created a Xeric Landscaping Credit program. The program is designed to encourage the use of xeric landscaping that does

not require irrigation in so-called “[z-zones](#).” Implementation of zero-water landscaping includes the installation of an irrigation meter that is used only while the native xeric plants are acclimating to their new environment. After the plants have matured and no longer require watering, the irrigation meter is removed from the z-zone. Other portions of the landscaping may continue to be irrigated and permanent irrigation meters remain in place for those areas. This allows savings in initial landscaping installation costs for developers and encourages them to install native, low-water landscapes in common areas watered by irrigation meters. This program is only available to new irrigation-only connections. Existing residential and commercial meters that measure indoor and outdoor use are not eligible. Irrigation meters can be installed in both new residential and commercial properties, and the cost of the connection charges varies based on the type of landscape on the property:

- Irrigation systems for non-water conserving landscapes can be connected at a rate of \$3.05/sq. ft. (or \$30,500 for 10,000 square feet of landscaped area).
- Irrigation systems for water-conserving landscapes can be connected at a rate of \$1.63/sq. ft. (or, \$16,300 for 10,000 square feet of landscaped area).
- In a z-zone, the irrigation system can be connected for no cost, subject to a \$20,000 deposit that is refunded after the three-year establishment period has run and the irrigation system is removed.

The following conditions must be met to establish a z-zone and qualify for the irrigation refund:

- The developer must express interest early on in the building process.
- The developer must submit a hydrozone map as part of the landscaping plan that delineates no-water, low-water, and high-water areas. If there are multiple irrigation meters, each must be clearly indicated on this map.
- The hydrozone map is paired with a [water budget](#) that applies during the xeric plants’ three year establishment period. The budget allows for a maximum amount of water that should be used to establish the xeric landscaping. It also employs a reduced assessment for the gallons of water used. However, if the number of gallons used surpasses the maximum allowed amount of water, the assessment rate will be higher.
- After three years, Aurora Water will use the irrigation meter readings to determine whether the xeric landscaping was watered according to the water budget.
- If successful in complying with the water budget and establishing xeric landscaping, the irrigation meter is removed and the \$20,000 deposit refunded.

If landscape development is occurring in phases, the responsible parties must contact Water Conservation and submit a phasing map.

Staff stated that the program was paired with significant increases in the City’s tap fee for outdoor-only use and that it has been highly successful, with a significant reduction in high-water-use grasses on new development and an increase in native grasses.

Administrative Support

Overall, water conservation staff—part of the City’s Water Department, which is funded separate from the City’s general fund—consists of nine full-time employees and up to 15 seasonal employees. One person is responsible for managing the City’s rebate programs. Several staff perform inspections, in addition to other duties.

Primary Contact

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Albuquerque, NM

Landscaping Regulations

The City’s water conservation measures relating to landscaping are not located in its Integrated Development Ordinance, but in [City Code Sec. 6-1-1, Water Conservation Landscaping and Water Waste](#). These regulations limit the amount of landscaping that can use high-water-use turf. Non-city owned properties other than golf courses and single-family residences may cover only 20 percent of the landscaped area with high-water-use turf and other restricted plants, with a minimum of 300 square feet and a maximum of 3,000 square feet allowed. In addition, the ordinance voids homeowners’ association restrictions or covenants that restrict the use of xeriscape.

According to staff, while existing single-family dwellings are excluded from the landscaping regulations, new single-family home developments must comply, so a developer who is preparing a 60-lot single-family subdivision is subject to the high-water-use turf restrictions. Staff also reports that existing single-family dwellings have made great strides in reducing overall water usage, measured by both external irrigation use and internal water use, so updating the turf regulations to include existing single-family development has not been a priority.

Rebate Administration

The Albuquerque Bernalillo County Water Utility Authority (“Water Authority”) has a variety of incentive programs. These programs are operated by a staff including six full-time employees and four seasonal employees. Staff includes an administrator who processes applications, answers customer calls, and answers questions; a xeriscape inspector whose full-time job is to inspect sites applying for xeriscape rebates (about three to four inspections per day), and conservation specialists who focus on overall water conservation measures with homeowners’ associations and multifamily developments. The Water Authority also uses a contractor who provides leak audits, inspections, and water management tools to their large users.

Xeriscape Rebate Program

The Water Authority has a [Xeriscape Rebate program](#) that provides a rebate on a water utility bill if the customer replaces traditional landscaping with low-water use xeriscaping. The program has existed for almost 20 years and has resulted in the conversion of 4,700 single-family residential and 600 commercial properties to low-water landscaping. In total, 10 million square feet of turf have been replaced with xeric landscaping. Currently, about 400,000 square feet of landscaping is converted to xeriscaping each year, and staff hopes a recent increase in payments from \$1 to \$2 per square foot of high-water-use turf removed and replaced will increase participation to 1,000,000 square feet per year.

There is no minimum removal requirement, as the goal to replace as much aging, water-intensive landscaping with xeric landscaping as possible. While applicants sometimes do not understand that they are required to have healthy living turf to qualify for the rebate, staff try to interpret the requirement leniently to encourage removal of turf and implementation of higher-quality xeric landscaping. In addition, large turf removal projects may be done in phases.

Eligibility for the rebate is confirmed through two inspections:

- The first inspection can occur before an application is filed and involves a site visit from a Water Authority staff member who measures the area, provides landscaping tips, and estimates a potential rebate amount. Alternatively, the first inspection can occur after the application is submitted, with staff visiting the site to ensure that the current landscaping proposed to be removed consists of healthy, spray-irrigated turf.
- The second inspection occurs after the xeric landscaping is installed. During this inspection, staff verifies that the plants included in the landscaping plan are installed on the property. The required number of plants is determined by reference to a point system that assigns a certain number of points to each plant, and the final landscaping must meet a certain number of points. (For example, to convert 1,000 sf of turf, the applicant must install 500 points of plants, and a low-water-use tree might be worth 50 points). The inspector also confirms that at least 50 percent of the area for which a grass removal rebate is awarded is covered with xeric plants, and that only drip irrigation (if any) is installed.

Water Authority staff noted that the approved xeric plant list is flexible and that it is easy to satisfy the plant requirements because the plant list includes 270 plants that are native to New Mexico. In addition, Water Authority staff contact participants one year following the final inspection to offer a consultation by an irrigation specialist. Participants who later are suspected of overwatering may be contacted, but no other enforcement actions are taken following final approval.

This program is notable for its relatively high reimbursement rate compared to other systems and its successful track record. Staff said they expect that the recent increase in reimbursement rates will incentivize more participation in the program.

Tree-Bate Program

The Water Authority also offers a Tree-Bate Program that offers customers 25 percent off the cost of professional tree care services or for the purchase of a new low- or medium-water use tree from the [Water Authority Xeriscape Plant/Tree List Guide](#). The maximum rebate for residential customers is \$100 per year while nonresidential customers are eligible for up to \$500 per year in rebates.

Rainwater Harvesting Rebate

Under this program, the Water Authority provides rebates to property owners that acquire barrels and cisterns to capture rainwater for use in irrigation or other purposes. The rebate amount increases with the capacity of the barrel or cistern:

- \$25 for 50–149 gallons in rain barrel or cistern capacity
- \$50 for 150–299 gallons
- \$75 for 300–499 gallons
- \$100 for 500–999 gallons
- \$125 for 1000–1499 gallons
- \$150 for more than 1500 gallons

Efficient Irrigation Rebate Programs

The Water Authority offers five [Efficient Irrigation Rebates](#) for the installation of water-saving irrigation controllers, sensors, pressure regulators, and sprinkler bodies and nozzles. These rebate programs were just instituted in 2020, and represent a change from the Water Authority's prior focus on incentivizing indoor efficiency. About 150 households take advantage of the program each year.

- The WaterSense Smart Irrigation Controller Rebate offers 25 percent of the cost of irrigation controllers (up to \$100 for residential and \$500 for nonresidential customers)
- The Smart Flow Sensors Rebate offers 25 percent of the cost of smart flow sensors (up to \$100 for residential and \$500 for nonresidential customers). These sensors communicate the flow rate of water to the WaterSense irrigation controller to help with leak detection.
- The Smart Pressure Regulators Rebate offers 25 percent of the cost of smart pressure regulators (up to \$100 for residential and \$500 for nonresidential customers). Smart Pressure Regulators (from a specific list of qualified products) are important for optimizing delivery of water via sprinkler or drip irrigation to landscaping. This allows for consistent water distribution throughout the irrigated area.

- The WaterSense Pressure Spray Sprinkler Bodies Rebate offers a \$4.00 rebate per sprinkler body with no annual limit. These WaterSense sprinkler bodies reduce water waste by optimizing the rate of water expenditure to efficiently cover the landscape.
- The Smart High Efficiency Rotating Sprinkler Nozzle Rebate offers a \$2.00 rebate per nozzle with no annual limit. These smart nozzles apply the water stream at a lower rate which allows the water and nutrients to better penetrate the soil.

Water Smart CPR Program

The Water Authority also offers a [Water Smart Customized Performance Rebate \(CPR\) Program](#) to commercial customers. This program incentivizes landowners to update and improve existing irrigation systems with smart irrigation systems that can save as much as 100,000 gallons of water per year. This rebate program is performance-based to incentivize greater water savings. A customer qualifies for \$10 in rebates for every 748 gallons of water saved per year. The maximum rebate is \$50,000 or 50 percent of project costs, whichever is lower, and may include costs such as materials, hardware, and software.

Landowners who apply for the program and whose applications are approved are assigned a “CPR concierge” to guide them through the process of acquiring and installation the irrigation system. The smart irrigation system must be installed within six months after the application is approved, and the applicant must submit receipts for the cost of implementing the upgrades. Within 30 days of completion, the property owner must schedule the post-installation inspection where project cost estimates are revised based on inspection findings. The final rebate amount is determined after 12 billing cycles (one year) after project completion, and the rebate is then applied to the water bill. The property owner must commit to sustaining the project for five years or until the property title is transferred, whichever occurs first. About 150 landowners participate in the program annually.

Customer Outreach

To target areas where significant water savings may be possible, the Water Authority does targeted outreach to the top five percent of water users within each ZIP code. This outreach includes offers for a free consultation to determine ways to save water, such as changes to the landscaping, changes to the irrigation schedule (over-watering is a common problem), and simple changes to the irrigation system such as replacing spray bodies. Of the approximately 5,000 landowners contacted each year, about 100 reach out to the Water Authority for water-saving advice, while others reduce water usage on their own. About 100,000 email addresses are subscribed to the Water Authority’s newsletter, called “505 Outside,” and the Water Authority does other advertising such as outdoor billboards and television ads.

Primary Contact

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Other Valuable Practices

Tucson, AZ

Due to its location in the Sonoran Desert, the City of Tucson has implemented a host of water conservation measures, including several relating to landscaping. The City's Unified Development Code (UDC) includes restrictions on the types of plants that may be used in landscaping ([Section 7.6.4, Landscape Standards](#)), and those regulations have been effective in replacing existing water-intensive vegetation with more drought-tolerant varieties.

In general, all plants must be chosen from the Arizona Department of Water Resources' low [water use/drought tolerant plant list](#), which includes only those plants that can survive in the Sonoran Desert without using significant water resources. Areas that have been graded and seeded must use Native Seed List approved species listed in the City's [technical standards](#). The landscaped area must also be designed to take advantage of storm-water runoff and/or include a water-conserving irrigation system.

Other plants may be installed only in defined "oasis areas" that will return maximum benefit in terms of cooling, aesthetic pleasure, and exposure to people, or for special uses such as public parks and botanical gardens. In multifamily residential developments, only five percent of the site, 100 square feet per dwelling unit, or eight percent of the open space (whichever is greater) may be a designated oasis area. For all other uses, no more than 2.5 percent of the site may be an oasis area. Oasis areas are encouraged to be located near main buildings, active use areas, pedestrian areas, and outdoor seating and gathering areas.

Although the City's restrictions limiting the use of turf to oasis areas and other water-conservation landscaping requirements do not apply to single-family dwellings, staff reports that the conservation ethos in Tucson is strong and that turf is rarely found in the front yards of single-family homes.

City staff noted that this program requires fairly intensive administration due to the need for regular inspection and enforcement. When applicants have trouble complying with the detailed specifications of the code, staff work to ensure that the landscaping meets the intent and purpose of the ordinance. Tucson Water has spearheaded public outreach to educate property owners on the requirements. Staffing continues to be a challenge both for public outreach and enforcement of the regulations. There is only one staff member who reviews landscape plans for compliance with regulations (although the City plans to hire more) and only three inspectors. The final constructed landscaping and trees are not always installed or maintained consistent with the approved plans, and the City is not aggressive about enforcing compliance.

A [Green Storm Water Infrastructure](#) fee of \$0.13/100 cubic feet (748 gallons) of water, first assessed in 2020, raises about \$3 million per year to help divert and harvest storm drainage from public streets and parking lots to vegetated water harvesting areas. The City has also

recently instituted a requirement that captured rainwater supply 50 percent of landscaping irrigation needs.

Staff reports that the overall program has been successful and that Tucson ranks high in water conservation among Arizona municipalities.

Primary Contact

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Scottsdale, AZ

Land Use Regulations

[Section 49-245](#) of the Scottsdale Code of Ordinances sets forth limitations on water intensive landscaping and turf areas for new schools, churches, resorts, hotels, motels, and cemeteries, and [Section 49-246](#) does the same for new multi-family residential, commercial/industrial, and nonresidential uses.

- Section 49-245 requires that all new facilities limit water intensive landscaping and turf areas, with the majority of landscaping required to be from the [Arizona Department of Water Resources' Low Water Use Plant List](#). Churches and schools are required to limit water-intensive landscaping to 15 percent of the total lot area, while resorts (including hotels and motels) are limited to between five and 10 percent of the total lot area.
- Sec. 49-246 requires that all new commercial and industrial sites limit the use water intensive landscaping and turf areas to 10 percent of the lot area for sites 9,000 square feet or less. For larger sites, the first 9,000 square feet are limited to 10 percent water-intensive plants and the remainder of the site is limited to five percent water-intensive plants. For these uses, all plants installed must comply with the Low-Water Use Plant List.

Notwithstanding the lack of regulations prohibiting turf use on single-family residential property, staff generally does not see excessive turf installed on new single-family residential development. In addition, the northern part of the City (which is where much recent development has occurred) includes land designated as Natural Area Open Space which cannot be developed or irrigated. Most turf is found in South Scottsdale, which has long been developed and where the incentive programs are the approach used to encourage a transition to more water-conserving landscaping.

Rebate Programs

The City also offers a variety of rebate programs that are codified in [Section 49-243](#) of the City's ordinances. A single-family residential property can receive \$1 per square foot of turf removed, with a maximum rebate of \$5,000 and a minimum turf removal requirement of 500 square feet.

The turf must be replaced with City approved low-water-use plants and other compatible landscaping material, and the City's Water Conservation Staff are required to verify eligibility before turf is removed. Rebates are not paid until the replacement landscaping is installed. The current rules require that the first 1,000 square feet of replacement landscaping is the homeowner's choice, but the second 1,000 square feet has to be a xeriscape landscape with 25 percent mature plant coverage. Existing plants, including high-water plants but excluding turf, can be used to meet the plant coverage standard. While the program terms and conditions state that the landscaping may be inspected in the future for continued compliance, in practice those have not occurred.

New rules scheduled to be implemented July 1, 2022, will change some of the rebate program rules. The 500 square foot minimum will be eliminated and the rebate amount will increase to \$2 per square foot, although the maximum rebate will remain \$5,000. The revised rules may include a requirement that sprinkler heads be decommissioned for the second 1,000 square feet of landscaping as well.

Three staff members have been performing inspections, and the City has recently hired two additional inspectors. At times, the pre-inspection is performed using photography provided by the applicant, but other times an inspector visits the site. There is at least one in-person inspection for each rebate.

Staff reports that about one-third of those who enter the program are awarded a rebate. Some enter the process but never complete it or do not comply with the program terms (e.g., they want to install more artificial turf than the program allows). About 150 are awarded rebates each year, although staff is hopeful the increase in rebate and the removal of the minimum turf requirement will increase participation.

Multi-family residential and commercial properties can receive rebates for a minimum of 2,000 square feet of turf removal. Properties with up to 10,000 square feet are eligible for up to \$10,000 in rebates (limit one per year and two per lifetime), and properties with more than 20,000 square feet of turf are eligible for up to \$20,000 in rebates and one per lifetime. Staff reported that fewer than 10 landowners participated in the program in 2021. However, with an increase in water bills scheduled to take place in November, staff expects increased interest in the program. While only six homeowners' associations reached out to participate in water-saving programs in fiscal 2021, in the first six months of the current fiscal year 40 homeowners' associations have contacted the City.

Incentives are also offered for removal of pool and spas. While not often used, staff reports that it is often cost-effective for homeowners with aging pools who would have to pay as much or more to repair or remodel the old pool. The City offers \$200 plus \$1 per square foot of pool removed.

Rebates for installation of a WaterSense irrigation controller are also offered. For single-family residential properties, the maximum is \$250 per controller or the cost of the controller, if less; multi-family and commercial properties, as well as nonresidential common areas, are eligible for rebates for up to 50 irrigation controllers, at a maximum rebate of \$400 per controller.

Primary Contact

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San Antonio, TX

The City of San Antonio uses a combination of techniques to preserve water in landscaping. In 2021, the City's Gallons per Capita per Day (GPCD) water consumption rate was 111 gallons, which was lower than average due in part to a wet summer. San Antonio's goal is to reduce the GPCD to less than 100 gallons.

Landscaping Regulations

The City requires all plants in the city to be chosen from a list of drought-resistant plants in [Appendix E](#) of the City's Unified Development Code. The recommended plant list is specifically tailored to xeriscape planting methods, and all are water-friendly. City staff noted that this plant list is limited and could include additional drought-tolerant species. However, applicants are permitted to propose the use of other shrubs or plants, provided they are native or near-native and the applicant can demonstrate they can survive in the area with limited or no irrigation. The City enforces compliance with the regulations through site visits performed by a team of five inspectors.

Drought Ordinance

Water conservation is also emphasized through the City's [drought ordinance](#), enacted in 2014, which is tied to existing conditions in the Edwards Aquifer that provides much of the water for the city. Once aquifer levels fall below 665 feet (measured as elevation above mean sea level), the City begins preparation for drought restrictions. These restrictions are "staged" in four levels based on the level of the aquifer and are enforced by the City. During all stages, irrigation of commercial and residential properties is staggered based on the property's address.

- In Stage I, which is implemented when the aquifer has dropped to 660 feet, irrigation with a soaker hose, hose-end sprinkler, or in-ground irrigation system is only permitted between 7:00 p.m. and 11:00 a.m. on weekdays specified by address.
- In Stage II, which is triggered when the aquifer has dropped to 650 feet, the irrigation methods allowed in Stage I may only take place from 7:00 a.m. to 11:00 a.m. and 7:00 p.m. to 11:00 p.m. Irrigation with a drip irrigation system or five-gallon bucket is allowed during Stage II at any hour of the day, as is irrigation with a handheld hose.
- In Stage III, which is triggered once the aquifer has dropped to 640 feet, irrigation is only allowed every other week on the designated days beginning on the second Monday

after Stage III has been declared, between 7:00 a.m. and 11:00 a.m. and between 7:00 p.m. and 11:00 p.m. Irrigation with a drip irrigation system or five-gallon bucket is allowed on every Monday, Wednesday and Friday, and irrigation with a handheld hose is allowed at any time on any day.

- In Stage IV, which is triggered at the City Manager’s discretion following a 30-day monitoring period once Stage III has been declared, the Stage III irrigation requirements remain in effect, but a surcharge is assessed on nonresidential San Antonio Water Service accounts whose consumption exceeds 5,236 gallons per month and residential accounts whose consumption exceeds 12,717 gallons in a billing cycle.

Rebate Programs

The City also offers a variety of rebate programs through its wholly owned public utility, the [San Antonio Water System \(SAWS\)](#). For residential clients, SAWS offers [landscaping coupons](#) that provide \$100 coupons for landowners planning to remove grass. A landowner can receive one \$100 coupon for each 200 square feet of grass and sprinklers proposed to be removed, and can redeem coupons at participating plant vendors. Once the plants are installed, the landowner is required to send a photograph back to SAWS and, if approved, the landowner can participate in additional SAWS rebate programs.

Water conservation staff reported that the coupon program was implemented in 2014 and replaced an earlier program that involved pre-rebate and post-rebate inspections and more extensive requirements to update landscaping. SAWS has found that the rebate program is more popular, and in particular was used much more by lower-income households who were less likely to engage in more holistic landscape makeovers. While staff noted that the biggest water savings come from instituting xeriscaping on higher-income households, which generally have larger landscapes and are willing to spend more on water, they believe it is important to reach the entire community. However, staff also noted that a separate “Outdoor Living” program will be implemented on June 1, 2022, which will be an inspection-based program that encourages households to revise their landscaping to contain no more than 1/3 turf, 1/3 planting area, and 1/3 pervious living area such as pavers.

An [irrigation rebate program](#) allows residential homeowners to earn up to \$5,000 for removing their irrigation system or making it more efficient. The largest rewards are offered for removal of active irrigation systems, and smaller rewards are offered for removal of non-functional irrigation system, removal of an irrigation zone, conversion from spray to drip irrigation, and other conservation-friendly efforts. SAWS also offers a [separate irrigation consultation program](#) at no cost to homeowners that provides recommendations for revising an irrigation schedule. These efforts, according to staff, are generally effective in reducing water usage.² Staff has

² Staff reported that it can be tricky to evaluate the effectiveness of individual programs due the variability of weather and other extrinsic factors that may affect water usage. For some projects they try to do a randomized

found that many households over-irrigate their landscapes, and that by providing a consultation that involves modifications to the irrigation schedule, along with less wasteful irrigation equipment, these households use significantly less water.

For commercial water users, SAWS has implemented a [custom rebate program](#) that offers payments for the implementation of a variety of water-conservation techniques. The amount of the rebate depends on the amount of water saved, and eligible options can include installation of smart irrigation systems, upgrades to irrigation systems to include water-saving technology, replacement of irrigated landscaping with xeriscape landscape, and other actions. SAWS also offers a commercial irrigation rebate program similar to the program offered to residential homeowners. Savings are based on the acre-feet of water use that the modifications are projected to eliminate, based on estimates that staff has developed over time. However, it is a complex program, and staff is investigating whether more straightforward, menu-based options would increase participation.

Rewards Program

SAWS also encourages water-conserving landscaping through a points-based WaterSavers Rewards program. Participants can earn points by attending [events relating to water-efficient landscaping](#). These events are sponsored by third-party organizations (some of which are under contract with SAWS) and approved by SAWS. With the points earned, participants receive coupons at local retailers that can be used towards water-conserving materials such as plants, mulch, compost, and rain barrels. Staff reports the program attracts between 100,000 and 200,000 attendees at events each year and has attracted a committed following.

Customer Outreach

The centerpiece of SAWS' public outreach efforts is the [Garden Style San Antonio](#) website, which provides water-conservation advice, as well as evapotranspiration-based accurate watering advice and information about any current watering restrictions due to drought. More than 20,000 people subscribe to the Garden Style newsletter, which provides watering advice and information about other programs offered by SAWS.

Primary Contact

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control trial by matching the participants in a rebate program with non-participants with similar household income and pre-intervention water usage, but that it is complicated and difficult to implement.

Tree Protection and Tree Canopy Enhancement

Best Practices

Lake Forest Park, WA

Background

The City of Lake Forest Park, Washington is a small suburb of Seattle with a population approaching 14,000 across approximately four square miles. The City has had one part-time arborist since 2018, which was the first year the City hired an in-house employee dedicated to forestry. The City previously relied on a resident that was an arborist and expensive consulting services follow the retirement of the resident arborist to implement its tree protection and canopy enhancement program.

Tree Protection

[Chapter 16.14](#) of the Lake Forest Park Municipal Code is focused on tree canopy preservation and enhancement.

- The City uses a two-tiered permit structure that prioritizes protection of “significant” trees, trees in environmentally critical areas or buffers, and native tree species. A Minor Tree Permit, which can be obtained without City Arborist review, generally requires replacement of any trees removed from a development site (at a one tree to one tree ratio as long as canopy coverage is equal to or greater than before). If 1:1 replacement will not result in equal or greater tree canopy coverage, a Major Tree Permit based on arborist review will be required.
- Any application for a Major Tree Permit requires approval of a tree replacement plan that maintains canopy coverage or meets the canopy coverage goal for the property (depending on the project type).
- The City offers a Proactive Forest Management Permits for property owners as a method of expediting projects in exchange for increased collaboration with the City on tree maintenance and management and following an arborist plan to maintain canopy coverage. A similar Utility Forest Management Permit offers utility providers an opportunity to work with the City on a plan to balance the needs of utility providers and community goals for canopy coverage.
- Tree removal is generally not permitted in areas that the City has identified as Environmentally Critical Areas and Buffers—regulated by [Chapter 16.16](#)—which includes floodplain, stream buffers, wetlands, steep slopes, landslide hazard areas, erosion hazard areas, and seismic hazard areas. However, trees that present a risk (based on defined standards), are causing damage to buildings and infrastructure, or are invasive species, may be removed.

- The City Arborist notes that standards for protection of trees during construction are vital but not something addressed in the Code. Current uncodified practice is to require that the critical root zone be protect to a distance equal to one foot of radial distance from the tree trunk for every one inch in tree Diameter at Breast Height (DBH). The City often negotiates for an even wider protection area.
- Historically, the City has required chain link fencing on pier blocks to protect the critical root zone, but the City Arborist has found that pier blocks tend to be shifted around, so the City is starting to require that fencing be attached to posts driven into the ground.

Lake Forest Park highlighted the following successes and challenges with enforcement of tree protection regulations:

- The City is generally unable to do proactive code enforcement due to limited staff. Because it is a small city, Lake Forest Park relies on a small number of highly active residents that will report tree removal when they see it. Sometimes reports are made related to removal of trees for which valid Tree Permits have been issued, but false alarms are better than not knowing about the illegal removals for which permits have not been issued.
- The City has a Tree Account for payment of fees and fines for tree removal, which is an effective way to ensure a direct link between funds and tree programs. The process for determining a fine is generally as follows:
 - The City addresses violations of the Code by hiring an appraiser to determine the value of the removed tree(s) and notifying the property owner (and sometimes tree removal company) of the value to be paid. Local tree removal companies have become well aware of the costs of removing a tree without a Tree Permit, which has reduced the number of violations.
 - The City Arborist highlighted the ability of a resident to provide the City with information on the circumstances of the tree removal and to outline financial hardship before paying the fine.
 - Sometimes the City Attorney and an attorney for the Code violators meet to agree on the final fee amount.
 - In practice, the City Arborist noted that although the process of appraisal, fine, appeal, and reaching agreement on the fine amount is generally effective, it is also time consuming. To reduce this time commitment, the City has been assessing a fine for unpermitted tree removals that is essentially double the cost of the Tree Permit fee that should have been paid before removal, but only in circumstances where the City Arborists agrees that the removed tree was one for which removal would have been approved following the Code process.

Urban Canopy Management

Lake Forest Park has more tree canopy than most surrounding communities and generally prioritizes protecting and expanding tree canopy more than neighboring communities. Existing regulations have been successful in the following ways:

- The City has a clear understanding of parcel-by-parcel tree canopy coverage (see [Canopy Coverage Maps](#)) and clear goals for canopy coverage by zoning district and lot size (see [Community Forest Management Plan](#)). This information is used in determining tree replacement requirements.
- The Code has clear definitions, which make it easier for staff to implement the Code and for community members to understand what is expected. Valuable terms that are defined by Code include:
 - “Canopy coverage” means the area covered by the canopy of trees on the lot. When a tree trunk straddles a property line, 50 percent of the canopy shall be counted towards each property’s canopy coverage. The canopy coverage of the immature trees and newly planted trees is determined using the projected canopy areas in the Lake Forest Park general tree list.
 - “Landmark tree” means a significant tree that is at least 24 inches in diameter (DBH).
 - “Significant tree” means a tree six inches or greater in diameter (DBH) or a required replacement tree of any size. Dead trees shall not be considered significant trees.
 - “Exceptional tree” means a viable tree, which because of its unique combination of size and species, age, location, and health is worthy of long-term retention, as determined by the city’s qualified arborist. To be considered exceptional, a tree must meet the following criteria:
 - The tree must be included in and have a diameter at breast height (DBH) that is equal to or greater than the threshold diameters listed in an adopted table;
 - The tree shall exhibit healthful vigor for its age and species;
 - The tree shall not be considered a significant risk in regard to existing utilities and structures as evaluated per the tree risk assessment defined in LFPMC 16.14.080(A)(1);
 - The tree shall have no visual structural defects that cannot be mitigated by one or more measures outlined in the International Society of Arboriculture Best Management Practices; and
 - If retained under current tree growth conditions, the tree can be expected to remain viable with reasonable and prudent management and care.

- “Viable (tree)” means a significant tree that a qualified arborist has determined to be in good health with a low risk of failure, is relatively windfirm if isolated or exposed, is a species that is suitable for its location, and is therefore worthy of long-term retention
- Although residents often expect that the City is responsible for maintenance of trees in the public right-of-way, the Code makes it clear that the property owner is responsible for those in the tree lawn along property frontages, even if they are located in the public right-of-way.
- The City maintains a detailed [Tree List](#) that include information on the expected canopy area of each species, typical characteristics, drought tolerance, and preferred soil type.

Lake Forest Park has also identified the following improvements that they would like to see in the future:

- The City Arborist would like to see the Code have stronger standards for retaining trees before allowing replacement. Currently, standards allow a tree to be replaced by a tree that will mature into a tree with equal or greater canopy, but replacement trees take years to mature and provide the same benefits as the original, removed tree.
- The City Arborist is concerned about recent changes to the Code that allow accessory dwelling units (ADUs) more broadly and future efforts that could rezone areas to allow for higher density housing, both of which could potentially result in the loss of tree canopy. Historically, the City has not seen much development or redevelopment or its generally large residential lots, so the Code may need to be updated to prevent canopy loss due to more intensive development.
- The City Arborist would like to increase education of new and existing property owners to prevent accidental and unpermitted tree removal.

Primary Contact

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Portland, OR

Tree Permits

Trees on private property and in City of Portland rights-of-way are regulated by [Title 11 of City Code, Trees](#), which is focused on implementation of the City’s [Urban Forest Management Plan](#) (2004) and [Urban Forest Action Plan](#) (2007) and tracking progress on those initiatives. Title 11 establishes the Urban Forestry Program, including appointed supervisory boards and regulations and procedures for tree permits, tree preservation, tree planting, and enforcement of these regulations.

[Chapter 11.30, Tree Permit Procedures](#) outlines a highly nuanced approach to tree protection with permits and standards varying based on ownership and location (private property or public property/street) and the type of activities proposed. Trees that are designated as “Heritage Trees” per [Section 11.20.060](#) (“trees that because of their age, size, type, historical association or horticultural value, are of special importance to the City”) earn the strongest level of protection and regulation, and require approval by the Urban Forestry Commission (UFC) to remove the designation (and subsequent removal of the tree). In other cases, the code requires City Forester approval for any tree removal or maintenance.

[Chapter 11.40, Tree Permit Requirements \(No Associated Development\)](#), details the permit requirements and review criteria when tree removal or maintenance is not associated with development activity. This chapter generally applies to all street trees, City trees three inches or greater in diameter, and private trees 12 or more inches in diameter (among other, more specific situations). Permit standards and review criteria are organized into two categories: City and Street Trees ([Section 10.40.040](#)) and Private Trees ([Section 10.40.050](#)).

City and Street Trees require a Type A tree permit, which requires City Forester review with no public notice period or opportunity for the public to appeal, for the following:

- Tree planting;
- Pruning branches (greater than ½ inch) and roots (greater than ¼ inch);
- Removal of dead, dying, or dangerous trees (with one replacement tree required per removed tree); or
- Removal of up to four healthy trees (per year) that are less than three inches in diameter (with one replacement tree required per removed tree).

City and Street Trees require a Type B permit, which may result in a public notice period and opportunity for public appeal of a pending City Forester decision, for removal of trees that are greater than three inches in diameter if either of the following conditions apply:

- Tree for tree replacement of removed trees is required for trees less than 20 inches in diameter (only if less than four healthy trees are removed per year). If any tree is 20 inches or larger in diameter or more than four healthy trees larger than 12 inches in diameter are removed, trees replacement must be “inch for inch,” which means that trees of an equivalent total diameter are required to be planted.
- Similarly, if any tree is 20 inches or larger in diameter or more than four healthy trees larger than 12 inches in diameter are removed, public notice and opportunity for public appeal of the City Forester approval is required.

Private Trees require a Type A permit for pruning native trees in specified overlay districts, removal of a tree that is dead, dying, dangerous, a nuisance species, located within 10 feet of a building, or no more than four healthy trees smaller than 20 inches in diameter are removed.

Any tree removal under a Type A permit requires tree for tree replacement. Removal of up to four trees that are 20 inches in diameter or larger or removal of more than four trees larger than 12 inches in diameter require a Type B permit, inch for inch replacement, and public notice and opportunity for public appeal.

[Chapter 11.50, *Trees in Development Situations*](#), details the permit requirements and review criteria when tree removal or maintenance proposed as part of a development activity. A Tree Plan is generally required for all development projects, unless:

- There are no private trees 12 inches or larger in diameter;
- There are no city trees six inches or larger in diameter;
- There are no street trees three inches or larger in diameter;
- The site or activity is exempt from on-site tree density standards; and
- The site or activity is exempt from street tree planning standards.

Sites larger than one acre (or where all work is occurring in the public right-of-way) may establish a Development Impact Area that provides some flexibility for tree preservation and planting. It also includes a requirement that one street tree be planted or retained for each full increment of 25 linear feet of street frontage with the option of paying a fee-in-lieu if the required number of trees cannot be provided.

[Section 11.50.040, *Tree Preservation Standards*](#), details the standards for retention of trees and mitigation of trees not preserved, both on-site and in the public right-of-way. Mitigation is based on payment into the Tree Planting and Preservation Fund with the cost depending on the size of tree(s) to be removed.

[Chapter 11.45, *Programmatic Tree Permits*](#), outlines a program to avoid going through individual Tree Permit applications for regular or continuing work by utilities and other public agencies. Although the City Code does not generally apply to State and Federal lands or highways), this permit establishes a method for the City to engage with these agencies to ensure that City regulations are understood and followed while allowing less oversight of day-to-day operations that could result in maintenance or removal of certain trees less than six inches in diameter. Programmatic Tree Permits may be approved by the City Forester for up to five years.

Tree Protection

[Section 11.60.030, *Tree Protection Specifications*](#), offers both prescriptive and performance-based option for protection of both privately- and publicly owned trees. Importantly, the prescriptive path does not require any knowledge of trees or plants and is therefore frequently used by homeowners and small developers. It has been adjusted over time and seems to work well, based on the following standards:

- The root protection zone is one foot for each one inch in tree diameter;
- To provide flexibility for *existing* encroachments, provided the encroachment does not affect more than 25 percent of the root protection zone and does not penetrate the inner half of the zone radius;
- Six-foot chain link protection fencing on eight foot metal posts are required at the edge of the root protection zone; and
- The same standards apply to protection of street trees unless the City Forester requires more or less protection.

The performance path is most often used for larger projects and by larger developers because it allows a professional arborist to create a plan for tree preservation that reflects any unique circumstances of the project or site. The performance plan is reviewed for adequacy by City staff.

Urban Canopy Management

To support the goals of the Urban Forest Action Plan to increase tree canopy coverage to 35-40 percent in residential areas, 15 percent in commercial/industrial areas, 30 percent in parks and open spaces, and 35 percent in rights-of-way, [Section 11.50.050](#) includes on-site tree density standards that specify a minimum required tree area based on the size of the site and the type and size of proposed and existing development. All new development and exterior alteration to existing development above a certain valuation are generally required to comply with these requirements, with a few exceptions. Applicant are provided with two options as follows:

- Option A requires the following minimum tree area:
 - One- and two family residential: 40 percent of site or development impact area;
 - Multi dwelling residential: 20 percent of site or development impact area;
 - Commercial and mixed-use: 15 percent of site or development impact area;
 - Industrial: 10 percent of site or development impact area;
 - Institutional: 25 percent of site or development impact area; and
 - Other: 25 percent of site or development impact area.
- Option B requires that the entire site area, minus existing and proposed building coverage be designated as part of the tree canopy area.

This section also requires that the required tree area be planted with some combination of canopy trees that meets specific standards for number of trees required per size of tree area and the minimum required planting area per tree. The Code provides tree density credits towards any required tree density for trees planted to meet required stormwater or

landscaping requirements, existing healthy trees that are retained on-site, payments in-lieu of planting, and flexibility for small sites where existing trees are retained.

[Section 11.60.030, Tree Protection Specifications](#), outlines the minimum size and species diversity for all trees required by this Code. Standards include the following:

- Broadleaf trees must be 1.5 inches in caliper for one- and two-family residential development (on-site or on street) or on-site for all other development types.
- Broadleaf street trees are required to be a minimum of two inches caliper for multi-dwelling residential and 2.5 inches caliper for all other types of development types.
- Coniferous trees are required to be at least five feet in height.
- Native trees are permitted to be ½ inch caliper less than required.
- When more than eight but fewer than 24 trees are required, no more than 40 percent of trees may be of one species. When more than 24 trees are required, no more than 24 percent may be of one species. In some overlay districts all trees provided are required to be native species.

Portland also uses some unique approaches to enforcement of tree planting, maintenance, and removal requirements, including the following:

- Street trees are included in the warranty period for infrastructure (e.g., sidewalks and streets) that require a Public Works permit, which generally lasts two years. This means that any required street trees that are damaged, poorly maintained, or die during the warranty period are required to be replaced by the applicant. Staff noted that this has worked well and does not require a separate process for enforcement.
- Penalties for failure to comply with the Code standard for trees and landscaping is based on an internal document that is informed by the Technical Specifications of Chapter 11.60. The City's current approach is not to make it more expensive to follow the Code, which may disincentivize people from coming into conformance. This approach still allows the City to require planting of three to seven trees when a tree is illegally removed. City staff hopes to eventually establish an administrative manual outside of the Code that clarifies penalties for noncompliance that can be easily updated if those penalties change in the future).
- The City Forester is permitted to require payment (based on an adopted fee schedule) into the Tree Planting and Preservation Fund instead of requiring replacement trees if the Forester finds there is insufficient or unsuitable area to accommodate some or all of the replacement trees within the street planting area or site.

Although not a complete success, City staff mentioned that they recently completed a study showing that compliance with various landscaping standards varied from 50 to 75 percent. The City currently enforces landscaping and tree regulations based on complaints by neighbors and

concerned citizens, which can make it difficult to ensure that required landscaping on private property is provided and maintained with limited resources.

Additional Portland tree-related regulations are documented in [Title 33, Planning and Zoning](#).

Primary Contact

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Other Valuable Practices

San Antonio, TX

The San Antonio Unified Development Code (UDC) was amended in 2010 to include [Section 35-523, Tree Preservation](#). The regulations are based on a required minimum canopy coverage, which is 38 percent for single-family residential properties, 25 percent for multi-family and nonresidential properties, and 15 percent in the [Community Revitalization Action Group \(CRAG\) area](#), which generally encompasses central San Antonio. Based on these final tree canopy coverage requirements, the applicant may use one of two methods for determining tree preservation. The tree survey method establishes a minimum percentage of all diameter inches of significant or heritage trees, or canopy area, which must be preserved or mitigated (e.g., 35 percent of six inch caliper trees are to be preserved on a single-family dwelling lot). The tree stand delineation method requires a minimum percentage of tree canopy coverage (not including floodplains and environmentally sensitive areas) to be preserved (e.g., 35 percent of non-heritage tree canopy for any project that requires any permit after the master development plan stage or 30 percent with a master development plan). San Antonio allows various alternatives when trees that are required for preservation are removed, including a fee-in-lieu payment into the Tree Mitigation Fund and protection and maintenance of natural areas within the surveyed area.

The City also offers tree preservation incentives, which include:

- Reduction of one required parking space for every four diameter inches of trees protected or mitigated on-site, up to a maximum of 15 percent of required parking spaces (or 30 percent with approval of the Planning Director). Preservation of woodlands and significant tree stands may qualify the site for a 50 percent reduction in parking spaces;
- Reduction in sidewalk width or elimination of a sidewalk requirement;
- Additional tree protection credits for preservation of tree clusters;
- Credit for trees provided to meet required landscape buffers and on-site landscaping (see [Sec. 25-511, Landscaping](#));
- Credit for preservation of native understory plants alongside trees;

- Reduction of lot size and setback requirements for exceeding tree protection requirements.
- Exemption from City tree protection requirements for projects certified under the Texas Parks and Wildlife (TPW) Texas Wildscape Program;
- Credit for planting trees on the south and west sides of habitable buildings (to benefit energy conservation);
- Additional credit for preservation of woodlands, significant trees, and heritage trees;
- Reduction of required tree canopy for athletic fields; and
- Additional credit for incorporation of Low Impact Development (LID) to aid in stormwater management.

San Antonio defines the root protection zone as being one linear foot of radial distance for each one inch in tree diameter, which allows construction within five feet on one side of the tree. Alternatively, the City allows applicants for multi-family and nonresidential development to warranty the trees for five years to ensure trees are otherwise protected and maintained.

City staff noted that the codified list of approved plants and trees should be expanded and also highlighted the need for more detailed direction in the Code and clearer definition of terms. The San Antonio tree protection program is complex, but offers a variety of possible methods, alternatives, and incentives for the City of Fort Collins to consider.

Primary Contact

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Bloomington, IN

The City of Bloomington recently adopted an updated Unified Development Ordinance (UDO) that includes a unique approach to preserving urban canopy during land-disturbance activities. [Section 20.04.030\(i\), Tree and Forest Protection](#) establishes a minimum required canopy cover based on how much of the property is currently covered with tree canopy as shown below:

- 80-100 percent baseline canopy cover requires 50 percent of that coverage to be retained;
- 60-79 percent baseline canopy cover requires 60 percent of that coverage to be retained;
- 40-59 percent baseline canopy cover requires 70 percent of that coverage to be retained;
- 20-39 percent baseline canopy cover requires 80 percent of that coverage to be retained; and
- 0-19 percent baseline canopy cover requires 90 percent of that coverage to be retained.

This approach requires that more of the canopy be preserved when there is less canopy available. City staff indicated that this approach is somewhat complicated because it requires calculation and sometimes on-site review, but general found that the approach is fair to developers and seems to work well. [Section 20.04.080, Landscaping, Buffering, and Fences](#), also establishes standards for landscaping on private property (including single-family dwelling development) and in the public right-of-way, which includes regulations for species diversity, minimum tree sizes, and protection of existing trees.

The City notes the following improvements to the UDO that could help with clarity and implementation of the [Bloomington Urban Tree Canopy Assessment Summary Report](#) (2019):

- A clearer definition of “closed canopy,” or an alternative method of determining what constitutes tree canopy.
- A requirement that trees located in boxes include suitable soils.
- A fee-in-lieu option, especially for sites where there are conflicts between existing and potential planting areas and utility infrastructure).
- Coordination of tree-related regulations between [Chapter 12.24, Trees and Flora](#), which applies to street trees in the public right-of-way, and Title 20 of the Unified Development Code, which governs private development.

City staff highlighted several enforcement challenges and potential solutions or alternatives. The City needs:

- Clearer standards for tree-protective fencing during construction and better enforcement of the required 10 foot setback beyond the dripline, which tends to be encroached upon;
- Clearer direction on who determines when a tree is a “heritage tree,” which is defined as “a tree that is unique and important to the community because of its species, age, size, location, or historic significance;”
- An escrow payment program to ensure street tree maintenance. Currently, the City is responsible for street tree replacement, and poor private maintenance of street trees leads to higher costs to the City for tree replacement.
- Potentially updating UDO standards to require a minimum 10 foot wide tree lawn (where possible) and greater emphasis on planting and protecting native trees.
- A [bond funded program](#) (2022) for tree planting with emphasis on creating a more equitable urban canopy.

Primary Contacts

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Boulder, CO

The City of Boulder Code adopted an [Urban Forest Strategic Plan](#) in 2018 to establish a policy framework for urban canopy management. Today, the City offers limited protection for trees on private property (see [Chapter 9-9, Development Standards](#)). During the development process the applicant is required to identify all trees greater than four inches caliper and have a qualified arborist conduct an inventory of the trees worthy of preservation. The City reviews this inventory and works with the applicant on a tree protection plan, including identifying the trees to be preserved and the fencing and measures required to ensure protection during development of the property (see drawings [3.01, 3.02, 3.03, and 3.04](#)). Trees required to be preserved can be removed with payment of a mitigation fee.

Although the City does not currently have a permit process for removal of street trees, the City Forester noted that the City would like to formalize the process with a permit (see [Chapter 6-6, Protection of Trees and Plants](#)). Currently, the City Forester determines what trees are required to be preserved and the mitigation payment to compensate the City for any removed trees. Boulder uses the [trunk formula method](#), which determines the value of trees to be removed based on the value of similar sized trees in a local nursery, the cost of installation, and other factors. Any tree that is illegally removed during the development process results in a mitigation fee to be paid before other permits are issued. Otherwise, the City documents the illegal tree removal and issues a fine (almost always) or requires replacement (rare because of the large share of development that takes place on infill sites that are too small to accommodate additional trees). Tree mitigation fees and fines go towards Capital Improvement Projects in the Parks and Recreation Budget. The City Forester supports the use of mitigation fees instead of tree replacement because it is easier to administer and because funds can be carried forward from year-to-year so that mitigation fees collected late in the year aren't lost when trees cannot be planted during the winter. Boulder has an [Approved Tree List](#) to guide tree planting in the right-of-way and on other municipal property, including information on tree spacing, hardiness zone, water needs, canopy size, and soil preferences.

The City Forester did note the following challenges and potential improvements to Boulder's current Code and practices:

- Standards for mulching and irrigation of trees are only identified during the permitting process and are otherwise difficult to enforce.
- The City could better educate property owners about when they are responsible for care and maintenance of street trees. The City generally manages street trees adjacent to residential properties and businesses manage those adjacent to their property. Alternatively, the City could explore taking over responsibility for all street trees.

- The City should consider alternative arrangements to ensuring required trees are maintained, including having developers prepay for cost of maintenance when the City is required to provide maintenance. An escrow payment program has been considered before, but it is not always clear which party should pay, or be responsible, or receive any funds required to be rebated if not used within a specific period of time.

Primary Contact

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Madison, WI

The City of Madison requires private development (except for one- and two-family dwellings) to provide trees and landscaping through a menu of options in [Section 28.142, Landscaping and Screening Requirements](#). These regulations establish a point value for distinct types of vegetation, which encourages the installation of higher quality (and larger) trees and requires a greater number of “points” for larger lots. Higher points are also provided for protection of “existing significant specimen trees” (those greater than 2.5 inches caliper) to prioritize preservation of large trees over removal and replacement with smaller trees that take longer to provide similar benefits. This section also requires any development that provides five or more trees to provide a specified diversity of tree species (with greater diversity required when more than 50 trees are provided) and at least three different street tree species per block. Once landscaping is installed, however, the City does not require or enforce tree protection on private property.

Trees in the right-of-way, however, are highly protected, primarily through [Section 10.101, Regulation of Tree Trimming, Pruning and Removal within the Public Right-of-Way of Any Street, Alley or Highway](#). These standards require permits for tree trimming, pruning, and removal of trees in the public right-of-way, which include requirements for tree inventories and/or street tree report prepared by a certified arborist for any request to remove, prune, or perform most construction activities. The reports are typically triggered by a proposal to do any work that could impact the urban canopy or impact a tree that is six inches or greater in caliper. The City noted that tree protection regulations are relatively cumbersome, but that developers view the street tree report as a way to expedite the process because they can hire a certified arborist to conduct the review.

Madison is unique for codifying detailed standards for how the City and any contractors must protect trees in the right-of-way. [Section 107.13](#) of the City’s Standard Specifications for Public Works projects require that a five-foot area around each tree remain undisturbed, provide information on what City Forester markings indicate, describe methods of root cutting to limit damage to trees, lists best practices for trimming, pruning, and avoiding soil compaction, and establishes penalties for damage to trees. The City Forester noted that current practice has

been to collect a deposit of \$125 per trunk diameter inch (measured 4.5 feet above the ground) prior to any work being done near trees. This ensures that the City is able to collect any damages without hassle.

The City noted that they will be reviewing the City Code in the next year to ensure implementation of the [Urban Forestry Task Force Final Report](#) (2019) and had the following suggestions to improve the effectiveness of current standards.

- Codify standards for soil volumes and require a third-party review and approval for the City to evaluate during the development review process.
- Modify parking lot landscaping requirements to require different parking lot tree arrangements.
- Assess development regulations in urban neighborhoods where the required setbacks are less than five feet, because it can prevent the full, healthy growth of trees if the sidewalk width is also narrow.
- Explore recommendations from the Tree Board for improving maintenance of public and private trees.

Primary Contacts

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Seattle, WA

The City of Seattle's 2020 [Draft Urban Forest Management Plan](#) has established a goal of increasing tree canopy coverage to 30 percent by 2037. Currently, [Chapter 25.11, Tree Protection](#) focus on preserving "exceptional trees" as opposed to thinking about the overall urban canopy. This reflects an increase in interest in tree protection from citizens and elected officials due to rapid development the past several years. Generally, Seattle has very few standards related to the planting, preservation, or maintenance of trees on private property (no tree removal permits, no tree planning requirements, no standards for tree size, no required species diversity, etc.). Street trees have more protections (removal requires permit approval), but standards for maintenance and replacement are minimal. Although Seattle takes a more hands-off approach to tree preservation, they are in the process of updating some regulations. Fort Collins may consider some of the following existing valuable practices:

- The City has developed an [interactive tree list \(using Tableau\)](#) to allow residents to tailor any new tree plantings to site conditions (sun exposure, width of planting strip for street trees, presence of overhead wires) and desired tree characteristics (drought tolerance, size, native/non-native, and flower and fall colors). Voluntary planning does not require any specific tree type or size to be provided.

- Removal of a street tree without City approval results in a fine that is triple the cost of the permit that should have been obtained prior to tree removal. The City is considering alternative penalty structures (including charging a dollar value per caliper inch of the removed tree), but staff notes that City officials are weary of fines that could disproportionately impact underserved communities.

Primary Contacts

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Fort Wayne, IN

Fort Wayne has struggled with the loss of large trees and clear-cutting of trees on private property prior to or during the development review process, partly because existing regulations are very permissive about tree removal (see [Section 157.408, Landscape Standards](#)). Over the past decade, the City found that they have lost about six percent of existing tree canopy coverage. The City is in the early stages of looking at solutions (and assessing community support) for addressing the issue with new regulations and further implementing the City's [Urban Forest Management Plan](#) (2014), but does have the following regulations and practices that have proven successful or provide lessons learned from current practice:

- To limit conflicts with trees and infrastructure in utility easements, the City recently adopted provisions that allow landscaping to be provided elsewhere without requiring a waiver of standards. This is not yet reflected in the Code.
- Instead of requiring that trees be replaced at one-tree-to-one-tree ratio, the City is considering requiring tree replacement at a ratio of one-inch of tree caliper for every one-inch of tree caliper being removed. The current standard is not resulting in quality replacement trees.
- The City has been actively protecting about 1,000 of the highest value Ash trees (along key corridors, in parks, etc.) with TREE-age Insecticide Treatment and has removed about 10,000 other Ash trees to manage Emerald Ash Borer damage. Any removed tree is replaced with guidance from the Parks Department to ensure species diversity. Otherwise, there is no species diversity requirement for new trees.

Primary Contact

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Reno, NV

The City of Reno is [in the process of updating standards](#) for tree protection, installation, and maintenance. Although this example does not offer an analysis of existing standards, it reflects

related discussion with City staff about what is working well or proving to be challenging, this community does offer an opportunity to see what another Western community is trying based on best practices. The [draft ordinance language](#) (as of 3/28/22) is set for review and recommendation by the Planning Commission, which has already been recommended to City Council for adoption by the Urban Forestry Commission. The draft ordinance focuses on many of the issues identified by the City of Fort Collins, including soil standards, tree protection regulations, enforcement mechanisms, and updated definitions—all with the goal of improving and expanding tree canopy. New standards in [Chapter 8.32, Trees and Shrubs](#), and [Title 18, Land Development Code](#):

- Establish a landmark tree designation for tree protection on private property;
- Establish a process for removal of a public tree by an adjacent property owner;
- Establish a methodology for tree appraisal and financial assurances in public trees are not adequately protected during construction;
- Clarify minimum soil volume and quality standards based on tree size;
- Increase quality standards for street trees and parking lot trees;
- Enhance standards for tree maintenance and replacement if required trees are damaged or removed;
- Establish procedures for landscape permits if required landscaping is removed or negatively impacted; and
- Expand penalties to apply based on number of trees impacted instead of applying the penalty based on a particular property not following regulations.

Primary Contacts

Matt Basile, Urban Forester, basilem@reno.gov; Kelly Mullin, Principal Planner, mullink@reno.gov.



MEMORANDUM

Date: June 24, 2022

To: Tyler Marr, Interim Deputy City Manager

Thru: Mike Calhoon, Parks Director

From: Kendra Boot, City Forester

Re: Follow-up regarding First Reading of Ordinance No. 078, 2022, Amending Chapter 27 of the Code of the City of Fort Collins Relating to Forestry.

Introduction

The purpose of this memo is to answer questions from the Council's Consent Calendar Follow-up of the June 21 meeting, regarding this ordinance and *improving tree policies*, a Council Priority.

Discussion:

Both Councilmember Ohlson and Councilmember Pignataro mentioned that they were expecting more changes regarding improved tree policies. The Chapter 27 code amendments are the first step towards accomplishing Council's priority around improved policies, beginning with dedicating trees as important community infrastructure.

Next Steps:

Staff is currently reviewing a draft report from Clarion Associates on a consultant driven Land Use Code (LUC) Audit that benchmarked the City LUC with peer cities around the country, as an additional step towards the priority. Staff will bring forward findings to a Council Work Session in the fourth quarter of this year.

In addition, Forestry Staff has submitted a 2023/2024 budget offer to seek funding for an Urban Forest Strategic Planning effort to establish more long-term implementable action items to preserve and protect the community's canopy.