City Council
Work Session Agenda

January 14, 2025 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
Melanie Potyondy, District 4
Kelly Ohlson, District 5

Council Information Center (CIC)
300 Laporte Avenue, Fort Collins

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

Carrie Daggett	Kelly DiMartino	Delynn Coldiron
City Attorney	City Manager	City Clerk

CITY COUNCIL WORK SESSION
6:00 PM

A) CALL MEETING TO ORDER

B) ITEMS FOR DISCUSSION

1. **Community Report: I-25 and Mulberry Interchange Design.**

   The purpose of this item is for the Colorado Department of Transportation (CDOT) to engage with City Council regarding the upcoming project at I-25/Mulberry and hear their concerns/comments/ideas for the outcomes of the project.

2. **Proposed Building Performance Standards Policy.**

   The purpose of this item is to discuss considerations related to a proposed Building Performance Standards (BPS) policy, with consideration of economic and environmental health, feasibility, and timeline. Staff seek Council member feedback related to the policy framework before a first reading.

3. **Transportation Capital Improvement.**

   The purpose of this item is to discuss methodology, criteria, and prioritization of the Transportation Capital Improvement (TCI) dashboard effort and determine if Councilmembers support the draft findings.

4. **Strategic Trails Plan Update.**

   The project team has made considerable progress over the last eight months and the (STP) is nearing completion. The plan enters its third and final phase and it's an opportune moment to pause and garner feedback from Council.

   Following Council feedback, staff will focus on finalizing the tasks and will develop the draft plan which will be available for public review in late February. After incorporating final comments, the plan will be finalized and shared with Council for consideration in May 2025.

C) ANNOUNCEMENTS

D) ADJOURNMENT

Upon request, the City of Fort Collins will provide language access services for individuals who have limited English proficiency, or auxiliary aids and services for individuals with disabilities, to access City services, programs and activities. Contact 970.221.6515 (V/TDD: Dial 711 for Relay Colorado) for assistance. Please provide advance notice. Requests for interpretation at a meeting should be made by noon the day before.

A solicitud, la Ciudad de Fort Collins proporcionará servicios de acceso a idiomas para personas que no dominan el idioma inglés, o ayudas y servicios auxiliares para personas con discapacidad, para que puedan acceder a los servicios, programas y actividades de la Ciudad. Para asistencia, llame al 970.221.6515 (V/TDD: Marque 711 para Relay Colorado). Por favor proporcione aviso previo. Las solicitudes de interpretación en una reunión deben realizarse antes del mediodía del día anterior.

File Attachments for Item:

1. Community Report: I-25 and Mulberry Interchange Design.

The purpose of this item is for the Colorado Department of Transportation (CDOT) to engage with City Council regarding the upcoming project at I-25/Mulberry and hear their concerns/comments/ideas for the outcomes of the project.

January 14, 2025

WORK SESSION AGENDA ITEM SUMMARY

City Council

STAFF

Brad Buckman, City Engineer
Spencer Smith, Special Projects Engineer

SUBJECT FOR DISCUSSION

Community Report: I-25 and Mulberry Interchange Design

EXECUTIVE SUMMARY

The purpose of this item is for the Colorado Department of Transportation (CDOT) to engage with City Council regarding the upcoming project at I-25/Mulberry and hear their concerns/comments/ideas for the outcomes of the project.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Is the I-25/Mulberry interchange a priority for the City of Fort Collins?

    a. If yes, CDOT requests the City of Fort Collins to maintain the I-25/Mulberry interchange as a priority project for the North Front Range Metropolitan Planning Organization (NFRMPO)

    b. If no, please explain why.

2. After hearing the historical background and the proposed goals of the project, what else would the City of Fort Collins like to see addressed or evaluated as part of this project?

3. The Cooper Slough Floodplain is a large technical challenge and partial piece of this project. That said, the floodplain extends way beyond the interchange project limits and should be a project of its own. Is addressing the floodplain and flooding issue a stormwater priority for the City of Fort Collins?

BACKGROUND / DISCUSSION

CDOT Project Schedule:

- **2000-2011**: SH14/I-25 redesigned as part of the I-25 Environmental Impact Study (EIS) to accommodate the express lane and to address safety and aging infrastructure.
- **2019**: SH14/I-25 interchange prioritized by NFRMPO and CDOT, identified on CDOT's 10-yr Plan of Projects
- **2023**: Preliminary design funds allocated to advance/refine interchange concept and to seek grant funding (No construction funding)

- **2024**: CDOT hired Benesch Consulting to support design effort
- **2024-2025**: Design optimizations within existing EIS footprint, ongoing outreach to stakeholders, Fort Collins 1041 initiation
- **May 2025**: Identify preferred optimization/layout of proposed
- **2025-2026**: CDOT to begin pursuing grants for additional design funds and construction funding
- **When construction funds are secured**: Begin construction, earliest design completion, right-of-way acquisition and NEPA would be Fall 2026

CDOT has begun to partner with the City of Fort Collins and Larimer County to enhance safety (i.e., vehicular, bicycle, and pedestrian) at and near the interchange of I-25/Mulberry. CDOT is also looking to correct aging infrastructure and provide multimodal opportunities.

This project has preliminary design funds budgeted but will be pursuing grants and other funding opportunities to secure funding for final design and construction.

CDOT recognizes the scope of this project extends far beyond the limits of the interchange and sees this work as a catalyst for looking beyond the I-25/Mulberry node and an opportunity to solve long standing issues regarding flooding, access and multimodal connectivity. CDOT is seeking and requesting strong partnerships with the City of Fort Collins and Larimer County to improve and address these long-standing areas of concern. Specifically, if the two agencies wished to improve the Cooper Sough Floodplain by removing insurable structures from the Floodplain, while also creating a bike/ped Box Elder crossing at I-25, now is the time to bring this to CDOT's attention and incorporate certain aspects into design.

It is important to note, CDOT is focusing on the scope along Mulberry and at I-25, which does not include Floodplain work. We recognize the larger issues in the area outside of the CDOT right-of-way (i.e., Cooper Slough Floodplain) and wish to be a partner, so projects can be combined and overall tax dollars expended in the area reduced via mobilization and design costs. Additionally, constructing the area in a single project will reduce the fatigue of construction to the residents and roadway users.

NEXT STEPS

CDOT will continue to move forward with the project design and coordinate with the City and other local agencies and stakeholders (i.e., NFRMPO, City of Fort Collins Chamber of Commerce, Larimer County, etc. as necessary. Feedback from Council will be considered in the scope of this design.

ATTACHMENTS

1. presentation

COLORADO
Department of Transportation

I-25 & Mulberry Interchange Improvements

Project Location

I-25 and Colorado Highway 14 (Mulberry Street) interchange in Fort Collins

- I-25 North, between Mile Point 269 and MP 271.
- Includes the Mulberry Street interchange and the frontage road connections in Larimer County and the City of Fort Collins (for approximately one mile along CO 14, from MP 138.7 to 139.25).

Project Goals

- Enhance safety
- Support an equitable transportation connection of neighboring communities for good paying jobs
- Improve projected levels of service for traffic growth, high turn volumes, future transit, and increased bicycle/pedestrian traffic
- Bridge replacement and improve riding surface
- Address floodplain issues
- Modernize the site for increased use of electric vehicles
- Coordinate with stakeholders and the public to reach an economically feasible design alternative
- Secure construction funds

Project Overview

Proposed improvements will address:

- Unconventional traffic operations
- Aging infrastructure
- Traffic growth and regional population growth
- Safe and multi-modal-friendly connection point for pedestrians and cyclists
- Flooding concerns (Pending Local Partnerships with City and County)

NORTHERN COLORADO

Background information
North I-25 EIS Report

- Recommended 3 general purpose and 1 Express Toll Lane in each direction from Denver to CO 14/Mulberry Street
- Rebuild CO 14 interchange as a diamond
- Carpool lot at CO 14 interchange
- West frontage road undercrossing
- Realign northeast frontage road
- Record of Decision 2011

SH 14 Interchange

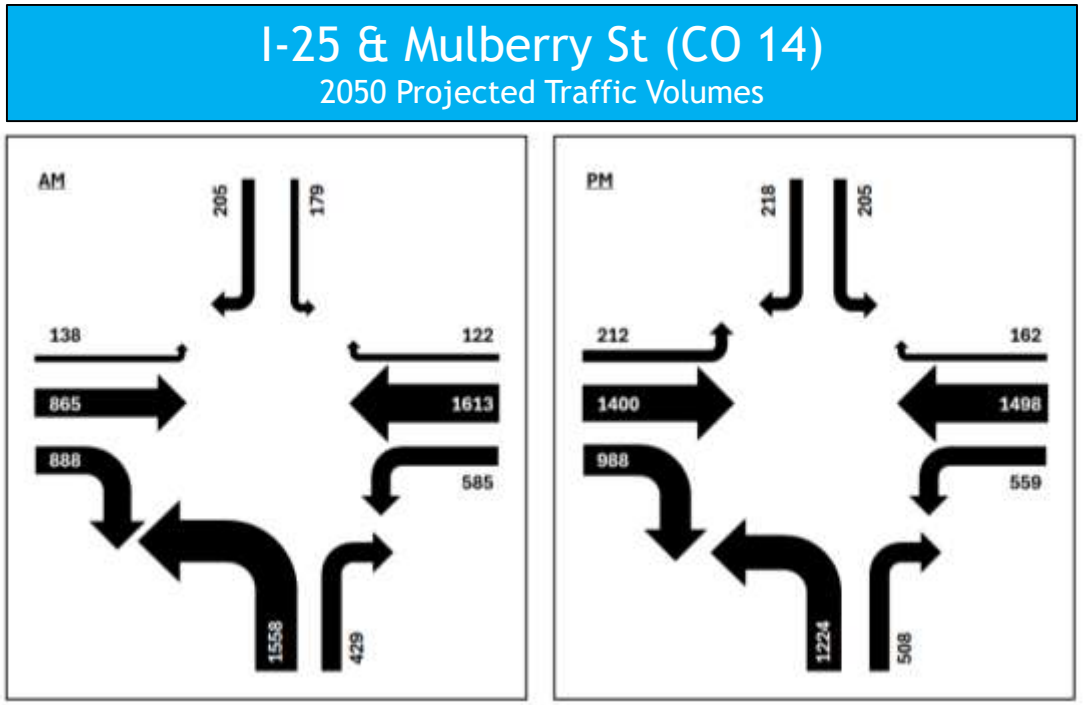
Background information
Interchange Type Selection Report

Projected traffic to 2050 and will evaluate interchange types:

- Standard Diamond with Signals
- Tight Diamond with Signals
- Partial Cloverleaf
- Single Point Urban (SPUI)
- Diverging Diamond (DDI)
- NB to WB Flyover Ramp

Will evaluate west frontage road alternatives:

- Stop-controlled (diamond alternative)
- Roundabouts
- Greenfields as frontage road
- One-way frontage roads
- Full intersection
- Connecting John Deer Dr and Stockton Ave



Local Drainage

July 2022

August 2024

Project Schedule

To Date

- Selected consultant firm to progress design and support with grants
- Completed a Value Engineering process in Fall 2024
- Kicked off design in Winter 2024
- Ongoing outreach with neighboring stakeholders

Up Ahead

- Optimizations in the EIS Footprint will be analyzed and quantified through early summer 2025
- Construction dependent on securing funding

We want to hear from you!

It’s time for a little Q&A round table discussion.

COLORADO
Department of Transportation

Thank you!
Connect with us

- Visit the project website
  - www.codot.gov/projects/i25mulberryinterchange
- Email the project team
  - i25mulberry@gmail.com
- Call the project hotline
  - 970-430-6651

File Attachments for Item:

2. Proposed Building Performance Standards Policy.

The purpose of this item is to discuss considerations related to a proposed Building Performance Standards (BPS) policy, with consideration of economic and environmental health, feasibility, and timeline. Staff seek Council member feedback related to the policy framework before a first reading.

January 14, 2025

WORK SESSION AGENDA ITEM SUMMARY

City Council

STAFF

Brian Tholl, Energy Services Manager
Katherine Bailey, Energy Services Program Manager

SUBJECT FOR DISCUSSION

Proposed Building Performance Standards Policy.

EXECUTIVE SUMMARY

The purpose of this item is to discuss considerations related to a proposed Building Performance Standards (BPS) policy, with consideration of economic and environmental health, feasibility, and timeline. Staff seek Council member feedback related to the policy framework before a first reading.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Does Council have feedback on a local BPS framework as a regulatory method of advancing the community to 2030 and 2050 goals?

2. Does Council have feedback on adjusting proposed timelines, maximum reduction caps, or covered buildings?

3. What other considerations should staff incorporate into the proposed BPS framework?

BACKGROUND / DISCUSSION

Overview

On April 23, 2024, staff presented proposed BPS policy details in a work session, including a policy overview, requirements, alternate compliance options, and supporting research. The presented BPS policy recommendations were designed to support the community-driven goal of an 80% greenhouse gas (GHG) emission reduction by 2030, as defined in the adopted Our Climate Future (OCF) plan. This work session outlined how regulatory strategies like BPS, in addition to economic, behavioral and infrastructure strategies, will be required mechanisms to achieve OCF goals. Per the Sept. 10, 2024 City Manager's Recommended Budget – Our Climate Future memo, the City is currently forecasting a path to achieve 70% GHG reduction by 2030, which includes 3% savings from the proposed BPS. BPS is the single most impactful, direct policy action the City can take to reduce GHG emissions.

BPS recommendations were informed by two years of collaboration with local industry representatives, building science experts, jurisdictional partners, and many others, and are further supported by thorough analysis of local data. Recommendations are designed around feasibility, crafting achievable efficiency

targets specific to buildings' unique use types, along with a selection of alternate pathways, or 'safety nets,' provided for buildings with unique circumstances.

A second work session on June 11, 2024, provided details on policy implementation including proposed supporting resources. During this work session, staff spoke to the robust resources that will be critical to support building owners through implementation. Both our local community and other jurisdictions with existing policies have stressed the need for extensive education, citing this as the most important support for building owners. In addition to exploring additional financial incentives and a financial navigator, staff have begun developing the building owner hub and portal outlined in the Implementation Guide submitted with the June 11 work session materials. Additionally, staff have begun partnering with a vendor to develop advanced technical support to provide technical education and assistance managing upgrades. This process will engage building owners in the community, working initially with a small number of buildings to develop technical support that ensures owners understand the best options to come into compliance. This is designed to help shape the robust body of technical support that will be offered to the wider body of covered buildings in the event of policy adoption. Costs to support the larger body of buildings will be offset by a $4.5 million U.S. Department of Energy grant, anticipated to be distributed beginning in July of 2025.

Economic and Environmental Considerations

Since the June 11, 2024 Council work session, staff have continued to hear feedback about how BPS may impact the community, including high-level concerns that environmental and economic goals may be in conflict. Community feedback included the following themes:

- The proposed BPS has the potential to cause inequitable impacts across building types
- Questions about accuracy of projected policy impacts on all properties
- Building owners do not have sufficient resources to comply

The proposed BPS framework would require about two-thirds of covered building owners to make energy improvements like equipment upgrades or behavioral changes. While all buildings are unique, staff developed the following data points for informed decision making in the development of this policy. Find more information in Attachment 2: BPS supporting data.

Economic:

Economic impacts associated with improved building efficiency were discussed during the April 23, 2024 work session and include building specific factors (such as reduced energy burden, increased occupancy, tenant retention, occupant productivity, and resale value) along with broader societal economic impacts of climate change and climate change mitigation efforts. Economic impacts affect owners of covered buildings who are not currently meeting targets. Out of about 1,400 covered buildings, there are less than 800 local building owners, approximately 550 of which are not already meeting proposed targets.

Estimated collective building owner costs:

- $226 million before rebates, tax deductions, and without business-as-usual assumptions.
    - On average 1% purchase price
    - On average $4-5 per square foot
    - On average $200,000 per building
        - Same cost as average tenant finish over the last 10 years
- By 2050, covered buildings would avoid $630 million in energy costs
- By 2050, the benefit is $2.80 for every $1 spent

- Building upgrades have an average simple payback of approximately eight years
- BPS upfront costs directly benefit rate payers in avoided energy costs

Additional costs not considered herein include broader infrastructure and rate impacts, which affect Utility rate payers across the community. The estimated administrative cost of conserved energy for efficiency is significantly less than the 2024 wholesale cost of electricity, and likewise community BPS costs are lower than rates per unit of electricity. Reducing energy use through efficiency is a critical balance for future electrification; electrifying all buildings and transportation today would triple our current electric load, far surpassing PRPA forecasts of load increase and necessitating increased infrastructure investments. Electrifying inefficient buildings would also be very costly to rate payers.

Environmental:

BPS are associated with significant non-energy benefits, as discussed in the April 23, 2024 work session. Health, safety, comfort, and resilience are tied to improved building efficiency and would directly impact tens of thousands of occupants who live and work in covered buildings, while reductions in natural gas use and GHG emissions benefits the community as a whole. Environmental impacts specifically associated with the proposed policy include:

- About 65,000 fewer metric tons of carbon dioxide equivalent (MTCO2e) emitted every year once targets have been met
- About 1.5 million MTCO2e cumulatively avoided by 2050
- Natural gas reduction by 2030:
    - 3 million therms avoided through BPS (compared to 2.5 million therms avoided through electrification efforts)
- BPS supports Council-adopted electrification goals through efficiency, which is a crucial first step for strategic electrification

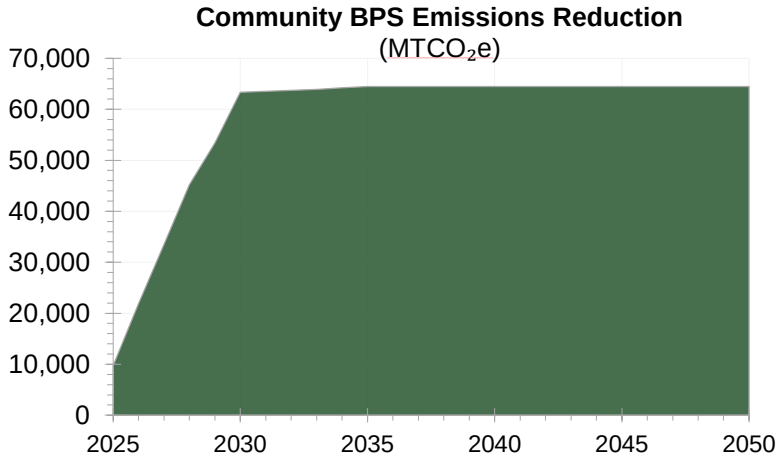


Table 1: Community BPS Emissions Impact

BPS come with significant upfront costs to building owners, and savings accrue more slowly thereafter than may be considered ideal for building owners. Some building owners may only plan to own their buildings for five or 10 years and have shared a general preference for less than three years return on investment. Below are potential levers which could alter associated costs as well as GHG savings. In addition to levers built into the proposed policy framework, the framework itself can be changed by altering the timeline, the maximum reductions required, or the covered buildings.

Policy Levers: Trade-Offs

The recommended policy framework discussed in the April 23, 2024 work session includes levers that can be adjusted throughout implementation, such as increased support (technical, educational, or financial), and altering proposed safety nets. The latter may include changing eligibility criteria for waivers or timeline or target adjustments (alterations which would not impact buildings' progress toward compliance, but rather provide relief for those with non-compliance status upon reaching the target deadline).

Staff stress that a BPS policy framework should allow sufficient flexibility to make any alterations necessary throughout implementation to ensure achievability without significant negative economic repercussions in the short-term. While Fort Collins has access to more local data informing costs and savings than many other jurisdictions creating BPS policies, staff acknowledge there is always the possibility that circumstances change and costs increase, and therefore incorporated safety nets and options for additional support to address those issues. However, changes can be made to the proposed framework itself to further reduce economic impact on building owners. These alterations can be viewed as trade-offs, in that they may reduce costs for all or some building owners, but also may reduce the emission reduction impact of the policy. Three potential alterations, or levers, and the associated tradeoffs are summarized, with more detail below.

- Timeline extension
    - Minimal economic impact
    - Delays environmental impact
    - Moderate administrative impact
- Target (reduce maximum reduction cap)
    - High economic impact
    - High environmental impact
    - Minimal administrative impact
- Covered buildings (excluding small or multi-family buildings)
    - High economic impact
    - High environmental impact
    - Moderate administrative impact

Lever 1: Timeline extension

The recommended BPS framework proposes that commercial and multi-family buildings over 10,000 square feet meet final targets by 2030, while buildings between 5,000-10,000 square feet meet final targets by 2035. These timelines were developed by the BPS Task Force during 2023 as policy recommendations supporting adopted OCF goals. To respect the work done by our community and acknowledge the assumptions they worked within, staff recommend that a 2030 deadline no longer be considered for community buildings if policy adoption is not feasible within 2025. This ensures building owners have an appropriate runway to learn about the policy and take any necessary steps to comply. It is the recommendation of staff, supported by technical experts and experience shared from other jurisdictions with similar policies, that four years is insufficient for this work. However, a staggered implementation could continue to enforce a 2030 deadline for municipal buildings and a later deadline for community owned buildings.

Staff request feedback on the 2030 and 2035 timelines. If policy adoption is delayed, each delayed year the community would emit an estimated 10,000 additional MTCO2e. That equates to a half-percent

removed for every year of delay from the OCF goal of an 80% GHG emissions reduction by 2030. This pathway doesn't prevent savings indefinitely, but rather postpones them.

Lever 2: Reduce maximum reduction caps

The recommended BPS framework includes a maximum reduction cap of 25% for commercial and multi-family buildings over 10,000 square feet, while buildings between 5,000-10,000 square feet are capped at 15%. Factoring in proposed caps, the average reduction on a per building basis is approximately 12%. Maximum reduction caps are one of the proposed safety nets designed to limit the financial and technical investment needed to comply by the most inefficient buildings.

Proposed efficiency targets were determined through a robust technical analysis with near term feasibility as a guiding principle, as were proposed maximum reduction caps. Targets were set based on an analysis of savings that could be achieved within existing systems, rather than assuming systems will be replaced (using what in other jurisdictions would be an interim target methodology).

Staff request feedback on the initially proposed maximum reduction cap. The policy itself can be adjusted by lowering the caps by 5% (from 25% to 20% and 15% to 10%), which would reduce program GHG savings and community costs by about 20%.

Lever 3: Covered Buildings

Accounting for the potential for inequitable impacts to specific buildings, staff continue to build out support for under-resourced buildings (URBs). These buildings were identified through a scoped body of work in 2024, which engaged the community to isolate common barriers faced by URBs. Within the existing policy framework, implementation solutions proposed to address inequitable impacts to URBs include variable levels of support (e.g., higher rebates and more technical support), along with timeline and target adjustments.

Small Buildings (5,000 to 10,000 square feet)

Community contributors participated in robust conversations discussing the appropriate size of buildings to cover, based on potential savings, building specifics, and industry expertise. Through these conversations, contributors landed on including buildings 5,000 square feet and larger but offering both an extended timeline and more attainable targets (through the reduced maximum reduction cap) in buildings between 5,000-10,000 square feet. There are 310 buildings within the small building cohort, that have an average estimated compliance cost of $4.10-4.55 per square foot. Those buildings constitute about 6% of the total covered square footage.

Staff seek feedback on excluding small businesses from the covered buildings. Not including small buildings in the BPS policy would equate to about a 5% reduction in GHG policy impact, and a similar reduction to covered building owner costs.

Multi-family and Affordable Housing

Housing affordability is a key priority and was discussed at length by community contributors. To exclude the majority of naturally occurring affordable housing (unsubsidized affordable properties), community contributors supported excluding multi-family buildings under three stories, along with those under 5,000 square feet (this removed 97% of local multi-family buildings from the proposed policy). The average size of the remaining covered properties is 80,000 square feet.

Within covered properties, community-based organizations helped the City isolate about a dozen naturally occurring affordable housing properties and requested that staff focus on those properties. If policy implementation demonstrates that benefits outweigh costs in naturally occurring affordable housing, community feedback supported considering future requirements that would include smaller multi-family

properties, so policy benefits could be appreciated by more tenants. The community has shared with staff that energy costs can be exorbitant for multi-family tenants in inefficient properties, some of whom struggle maintaining adequate temperatures. Further feedback included concerns that tenants have minimal agency to improve their living space and may fear retribution if they discuss energy efficiency with landlords. As a regulatory pathway requiring upfront community investment, BPS is unique in that cost savings (along with physical health benefits) impact tenants directly in most cases.

The community desire for safer, more comfortable and resilient housing must be carefully balanced with the risk of increased costs in the near future. Community-based organizations noted that even if multi-family owners or operators have upfront costs fully rebated, there is the risk that rents could rise because improved properties have a higher market value. Community recommendations included increasing support for these properties, even exploring options to provide additional rebates contingent upon minimizing rent increases (potentially aligned with dynamic Colorado Housing and Finance Authority limits).

Staff request feedback on how multi-family properties should be considered in a BPS framework. The proposed policy can be altered by removing those buildings, which would reduce GHG policy impact and costs by about 17%. Multi-family buildings comprise about 30% of total covered square footage. Just over 100 covered campuses are not currently meeting targets, and estimated costs average between $4-$5 per square foot before rebates, incentives, and any business-as-usual assumptions.

BPS: A Truly Local Option

BPS policies vary widely across the country, reflecting significant variability in local buildings, community priorities, and sustainability goals. In some existing policies, administrative rules outline specific pathways designed to achieve pre-determined emissions reductions requirements. While our OCF plan sets a community GHG emissions reduction target, there is no local law requiring a specific reduction attributed to BPS. Therefore, proposed requirements were built from the ground up in partnership with informed local contributors, and final recommendations were set with an understanding that achievability is more important than regulating aggressive climate mitigation efforts; unachievable targets not only hurt our community but have broader repercussions due to the potential for Fort Collins to serve as an example to other jurisdictions considering similar policies.

Fort Collins' policy development benefited further in the ability to source our technical assumptions in real, local case studies (see Attachment 1: BPS Case studies). Incentive-based programs in Fort Collins provide over 20 years of examples of how this work has been done locally, providing full costs, savings, and avoided electric use.

Further community engagement in 2024 focused on barriers faced in commercial and multi-family buildings. Community contributors acknowledge that buildings are community assets, and investing in their efficiency benefits many people in Fort Collins. Engaged community members placed a high value on efficiency and indoor air quality, and discussed barriers to improvements including staff capacity, lack of education and awareness, and misalignment between who benefits from efficiency and the decision makers. Economic barriers were discussed holistically, including increased insurance costs and utility bills (both of which were noted as likely to continue to increase due to climate change). More than half of surveyed multi-family tenants said they were interested in making energy efficiency improvements, and another 19% said they were interested, but their owner/management was not.

Learning from Experience

In addition to learning from community examples, the City is leading by example and learning from our own experience. As detailed in a Sept. 10 Council memo, 55% of City-owned buildings are already in compliance with proposed targets (as compared to about 33% of externally-owned buildings). Costs for City buildings to come into compliance are estimated at just over $5 million, including the full replacement

cost of equipment that is reaching end of life as well as any unrelated updates necessary within those buildings (as all needed updates would ideally be done at the same time). A third-party consultant is providing support, reviewing upcoming projects and aligning them with local, state and federal funding sources, including both tax credits and other upfront funding resources, to complement Budgeting for Outcomes offers.

The local nature of this type of policy does not preclude our learning from other jurisdictions and federal partners, and staff have gained much through collaborative sharing of challenges and successes with partners across the country. Organized groups such as the nationwide BPS Technical Assistance Network (coordinated through the U.S. Department of Energy, U.S. Environmental Protection Agency, Institute for Market Transformation, and other trusted partners) provide regular opportunities for jurisdictions across the country to meet and share knowledge.

In the State of Colorado, there are four adopted BPS policies, and Denver is the furthest along. The Energize Denver platform recently engaged about 1,500 community members. Feedback from their process supports the need for new policy 'safety nets' which are already included in Fort Collins' proposed policy, along with stressing the importance of sufficient support for buildings owners. Specifically, waivers for vacancy and financial distress, maximum reduction caps (Denver now proposes a 42% maximum reduction cap), and target adjustments surfaced as important administrative additions to their program. Denver program staff note a key challenge is that this policy represents a true paradigm shift for many building owners, who may have not previously considered managing energy use applicable to their bottom line.

The Fort Collins BPS policy stands out in comparison to others nationwide as having a relatively short timeline. Our community contributors considered the possibility that the proposed BPS requirements represent an initial wave, which could be expanded upon in years to come to support 2050 goals. Our building community was vocal about requesting we start earlier if we consider a more aggressive regulatory pathway to 2050 that may require changing out building equipment to meet targets.

Legal Challenges

Current legal challenges faced by Denver, the state of Colorado, and other jurisdictions with BPS question if BPS conflicts with the 1975 Energy Policy and Conservation Act (EPCA). EPCA prevents jurisdictions from requiring appliances at a higher level of efficiency than the federal standard. Given these legal challenges, Fort Collins recommendations were set based on efficiencies that could be obtained within existing systems, bypassing any requirement for upgraded appliances. Based on the outcome of ongoing litigation, Fort Collins policy could be further strengthened by administrative updates to target adjustments prior to final citations in 2031.

Accounting for the legal landscape and the nature of BPS as a relatively new jurisdictional tool, BPS Code should allow for (and encourage) administrative rules to be updated throughout implementation as and if warranted, such as proposed updates to Denver's administrative rules based on ongoing community feedback described above. This can be explicit (e.g., "every five years there will be a review and change as appropriate") or implicit (through flexible code language).

NEXT STEPS

Staff seek feedback from Council on the current recommended policy framework which includes a suite of resources to help offset upfront costs and reduce barriers. Alternatively, staff request feedback on the potential to change the proposed policy framework, considering the three structural levers presented in this document.

ATTACHMENTS

1. BPS Case studies
2. BPS Supporting data
3. Presentation

Fort Collins Building Performance Standards Case Studies

Contents

City Buildings

As established in 2022, buildings owned by the City of Fort Collins are required to comply with performance standards (§ 12-203 (c) of the Municipal Code). The code states that by 2026, City-owned buildings must define a standard percentage reduction to be meet by City-owned buildings.

Building on the code's impact, City staff collaborated with community experts to define achievable recommendations for citywide Building Performance Standards (BPS) that can be applied to commercial and multi-family buildings within Fort Collins.

The City strives to lead by example, and staff received strong support from City Council to alter targets for City buildings to align with targets set for community buildings should City Council adopt BPS requirements for privately-owned buildings.

A September 2024 memo submitted to City Council outlined specific requirements for City buildings to come into compliance, including an analysis of overall costs for those buildings that will need to take action to reach proposed BPS targets.

In addition to regular maintenance, efforts continue to improve City-owned buildings so they can achieve proposed BPS targets and to advance Council's electrification priority. The following case studies demonstrate ongoing and recent efforts in three City buildings and the results of those efforts, both expected[1] and realized.

[1] Program savings are based on the calculated difference in efficiency from existing to installed equipment and are customized accounting for building use specifics (e.g., lighting savings factor wattage differences between new and existing bulbs and actual hours of use). Calculated savings may not align exactly with reductions in consumption due to the range of other variables impacting electric use, however savings can accurately be viewed as usage that would exist without upgrades.

Fossil Creek Park Shop, 5833 S. Lemay Ave. (FC2975)

The Fossil Creek Park Shop is a 6,550 square foot shop built in 2000. The building's 2024 reported Energy Use Intensity (EUI) was 118.4 kBtu / square foot, 34% over the proposed Fort Collins BPS EUI target for the property use type (Other- Public Services) of 84 kBtu / square foot. As part of the proposed BPS policy, staff recommend buildings of this size not be required to exceed a 15% reduction from their reported energy use. This "maximum reduction cap" means that this building will have a modified target by its 2035 timeline, and instead of the 84 kBtu / square foot, it will need to achieve an annual reported target of 100.6 kBtu / square foot.

The building's total electric use in 2022 was 87,360 kilowatt-hours (kWh), and in 2023 was 77,840 kWh. A lighting retrofit in 2023 had some impact on 2023 annual energy use and will have more in 2024. The building's 2025 reported EUI will therefore reflect the reduction in EUI. Similarly, a roof top unit (RTU) retrofit and the installation of a building automation system were completed in fall of 2024. Those will impact 2025 usage and appear in the building's 2026 reported EUI.

The sum of savings below is estimated to be 36,943 kWh, accounting for approximately 38% electric use reduction. The City also expects to see major reductions in gas use associated with a heating, ventilation and cooling conversion.

2023 interior lighting retrofit

- Cost: $14,005
- Utility rebate: $11,194
- Total project cost after rebate: $2,811
- Simple payback: 3.8 years
- Annual estimated kWh savings: 9,403

2024 heat pump RTU retrofit

- Cost: $42,835
- No direct Utility rebates are available for HVAC rooftop units. HVAC rebates are provided to distributors to provide access to high efficiency HVAC equipment
- Simple payback: 10.0 years
- Annual estimated kWh savings: 15,340
- RTU conversion to dual fuel heat pump technology (electrification)

2024 building automation system

- Cost: $49,500
- No direct Utility rebate available
- Simple payback: 12.0 years
- Annual estimated kWh savings: 12,200

Traffic Operations, 626 Linden St. (FC1313)

Traffic Operations building is a 9,500 square foot office building built in 2000 located at 626 Linden St. The building's 2024 reported EUI was 73.9 kBtu / square foot.

As part of the proposed BPS policy, staff recommend buildings of this size not needing to exceed a 15% reduction from their reported energy use. This maximum reduction cap means that the City Traffic Operations building will have a modified target to achieve by the 2035 deadline; therefore, instead of the 56 kBtu / square foot target proposed for office buildings, it will need to achieve a reported EUI of 62.8 kBtu / square foot.

The building's electric use in 2022 was 109,560 kWh and in 2023 was 108,240 kWh. The RTU and building automation system projects are scheduled to be completed Nov. 19, 2024. Those will impact 2025 usage and will appear in the building's 2026 reported EUI. Projects outlined below and associated usage reductions will lower the building's electric use by a projected 39%. The City also expects to see major reductions in gas use associated with a heating, ventilation and cooling conversion.

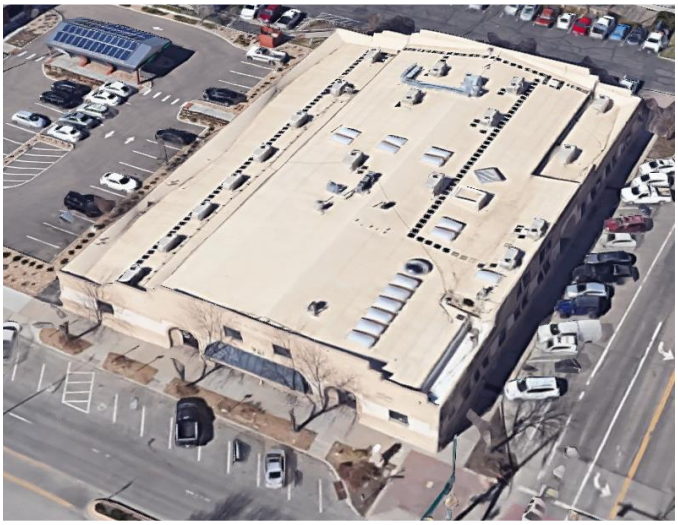
2024 heat pump RTU retrofit

- Cost: $557,836
- There is no direct Utility rebates available for HVAC rooftop units. HVAC rebates are provided to distributors to provide access to high efficiency HVAC equipment.
- Simple payback: 10.0 years
- Annual estimated kWh savings: 27,060
- Eliminated one RTU by combining heating and cooling zones in the building
- RTU conversion to dual fuel heat pump technology (electrification)

2024 building automation system

- Cost: $81,200
- No rebate available
- Simple payback: 12.0 years
- Annual estimated kWh savings: 25,000

Building Services, 281 N. College Ave. (FC2660)



Building Services is a 37,603 square foot office building built in 1970.

The 2023 reported EUI was 63 kBtu / square foot. The building is required to meet the proposed BPS office target of 56, or would need to reduce its overall energy use by approximately 11.7% to hit the target.

Based on a desktop audit, opportunities were isolated for reductions from lighting upgrades and HVAC controls. Costs were estimated at $107,145 before rebates, or $2.85/square foot. The desktop audit did not include opportunities from retrocommissioning, noting that City staff ensure equipment is maintained and calibrated on a routine basis, and the heating and cooling system is tested and balanced periodically.

After the case study, heating and cooling technicians performed semi-annual maintenance on the existing RTUs, taking extra time to do more extensive cleaning of the coils and filters (which build up with dust, dirt, and cottonwood seeds). Based solely on this effort, at no cost, the RTU performance and energy performance improved to the degree that the building is now meeting proposed EUI targets. As the City Assistant Energy Manager stated, “Clean coils and filters equal improved energy and comfort performance.”

Community Buildings: Efficiency Works Business Program Participants

Fort Collins Utilities has offered rebate programs to commercial customers for over 20 years, accounting for about 60% of Utilities historic program savings[2]. Efficiency Works Business (EWB) rebates and incentives accounted for 5,823 megawatt-hours (MWh) reduced electricity use in 2023, down from 11,492 MWh in 2022. EWB has resulted in a total of nearly 200,000 MWh electricity saved since the program was initiated, which is more than 27,000 homes use in a year. A significant amount of EWB program participation has been in lighting upgrades, however many properties benefit from several other rebates and incentives, from grocery, RTU controls, envelope, variable frequency drives (VFDs), custom rebates on virtually any other upgrade that save energy, and more.

In recent years, participation in incentive-based programs has waned; Utilities spent half the money on commercial rebates and incentives in 2023 that were spent in 2022. This may reflect reduced opportunity in high-impact, low-cost projects with engaged building representatives. However, engaged building owners have significantly reduced their energy consumption via participation in EWB offerings, reducing electric use up to 75% below pre-participation usage.

The following case studies represent a subset of local commercial buildings that have participated in EWB program offerings multiple times over the last decade, including total out-of-pocket costs, rebate amounts, and electricity saved. While these studies only reflect a small fraction of the buildings that have engaged with EWB since program inception, these properties demonstrate significant savings and a range of efficiency projects.

[2] Program savings are based on the calculated difference in efficiency from existing to installed equipment and are customized accounting for building use specifics. For example, lighting savings factor wattage differences between new and existing bulbs and actual hours of use. Calculated savings may not align exactly with reductions in consumption due to the range of other variables impacting electric use, however savings can accurately be viewed as usage that would exist without upgrades.

Local House of Worship

This house of worship is a 29,612 square foot church built in 1969. It also includes the additions of an administration area built in 1996 and a further expansion in 2022. The building houses a preschool and a sanctuary with a kitchen, commons and administrative areas. The church was estimated at just over 16,400 square foot before the 2022 expansion, which added 13,160 square foot. For the expansion, the church partnered with Fort Collins' Integrated Design Assistance Program (IDAP).

According to a 2018 facility assessment, there are typically two to eight employees who occupy the facility daily, however the facility can receive several hundred visitors during services and other events. Utilities provides electricity, water, wastewater and stormwater services.

Projects

In addition to several facility assessments, this house of worship completed five projects rebated through EWB, an IDAP expansion project, and benefited from a Midstream Cooling Program air conditioner. The building's electric use went down 27% through lighting projects (including interior lights, signs, classroom lights) and the installation of a high-efficiency air conditioner.

Five lighting projects were completed since 2014 at a total installed cost of almost $19,800. Rebates paid through EWB covered just below $13,000. Annual electric savings from these projects total 35,400 kWh / year. Using 2024 commercial electric rates, that's equivalent to $3,330 in electric bill savings every year.

In 2023, this house of worship benefited from the EWB Midstream Cooling Program. EWB works directly with regional distributors to make sure customers have access to affordable high-efficiency air conditioning units. This program does not provide a rebate paid directly to the customer, but rather directs funding to distributors to lower costs of efficient equipment. The Midstream Cooling Program reduced the price of the air conditioning unit by $2,900 and reduced electric use by 3,025 kWh per year over other comparably-priced units, saving an additional $285 in annual electric bills.

Utilities' IDAP provides technical assistance and financial incentives to help architects, engineering professionals, and building owners optimize energy and demand savings and reduce operating costs in eligible new construction and existing building major renovation projects. Building owners receive a more integrated design process and overall, a more energy efficient building. This happens through engaging the expertise of an energy consultant early in the project to provide energy modeling services. Key program milestones, such as an early design charrette (energy workshop) and energy modeling reports help keep energy efficiency integrated in the design. An incentive of $12,015 was paid to this house of worship as a part of their IDAP project, which focused on a 13,160 square foot project area and modeled reduction in energy use of 183,703 kWh annually.

Current energy use

As a result of the efficiency-focused projects taken on by staff, the church reduced its electric use by 27%. Their current EUI of 34.5 is below the proposed Fort Collins EUI target for worship facilities of 35.

Shared Vision

This house of worship invited 300 people to provide feedback on building upgrades prior to taking action, and shared with City staff that a big part of their congregation's shared vision was to incorporate energy efficiency and to be a sustainable example for the broader community. This house of worship is one of several in our community to uphold shared community values in leading by example.

Local Small Grocer

This grocer is a 7,500 square foot grocery store built in 1942. At the time of the most recent EWB assessment, the building was noted to be cinder block construction for the main space and wood frame for part of the back area. The building has a flat roof with black membrane. Utilities provides electricity, water, stormwater and wastewater. The facility was sold in 2022, however work preceding that sale can be compared to use at the time of sale as well as subsequent use to demonstrate savings associated with EWB projects. Multiple facility assessments before the sale isolated opportunities to save electricity.

Projects

A total of 12 EWB projects were completed over a 10-year period at this small grocer, with an additional lighting project in 2004. These projects upgraded the following elements:

- Lighting
- Refrigeration
- Gaskets
- Cooler lights
- Grocery
- Night covers and case lighting

Installation costs for the 2004 lighting project are not available, however total costs for subsequent upgrades were just under $58,500. Incentives for all projects totaled just under $28,000 (including $1,750 for the 2004 project). Total electric savings for these projects equals 166,853 kWh of annual savings, or $15,684 in annual electric utility savings based on 2024 commercial rates. This equals a 53% reduction in electric use as of 2021, just prior to the sale (a 58% reduction over today’s use). The grocer is currently well under their projected EUI target as set by the proposed Fort Collins BPS (EUI 120, proposed target 148).

Local Retail

This retail store is a 46,070 square foot retail store built in 1991. As no assessment was done on this property, there is limited additional detail available, however the property benefitted from rebates.

In addition to a recent lighting project, they partnered EWB for a VFD upgrade. Their partnership saved them nearly $47,000 in incentives paid toward a total of just under $57,000 in work. EWB covered the entire cost of the lighting project and almost 30% of the cost of the VFD. The two projects saved a total of just under 183,000 kWh annually, totaling $17,200 saved every year in avoided electric bills. This building is well below its proposed BPS EUI target, having reduced total use by 50% with two simple projects (EUI 23.6, proposed target for retail is 49).

Local Restaurant

This restaurant is a 6,200 square foot restaurant that opened in 2006. The building was constructed in 1999. The exterior surface area is estimated to be made up of 20% windows where a large portion faces east. That exposure brings a lot of daylight into the dining area, which led the owner to install indoor shading devices, according to an EWB facilities assessment. Utilities provides electricity, water, wastewater, and stormwater services.

Projects:

Within the last 10 years, this restaurant participated in three projects: gaskets, grocery, and sushi bar grocery. EWB provided just below $6,000 in rebates for total project costs of $6,630. These projects save 37,245 kWh annually. That equates to $3,500 in electric costs avoided every year, using 2024 commercial electric rates. These projects reduced the restaurant's total use by 33%, and its current energy use is well under the proposed BPS EUI target (current EUI is 197, proposed EUI target for restaurants is 219).

Local Strip Mall

This 230,209 square foot strip mall houses large supermarkets, a liquor store, a gym, and various retail stores. Seven of the businesses within the building's footprint have participated in the EWB program, contributing to significant savings across the high-use building. While this building is covered by the State of Colorado's BPS policy, a case study is provided herein given the variety of projects.

To the north end of the building, 2 businesses have participated in 12 projects, including:

- Lighting and sign lighting
- Heater controls and electronically commutated motor (ECM) evaporator
- ECM in walk in and display cases
- LED cooler lights
- RTU controller
- VFD motors
- Gaskets (refrigeration)
- Display case doors (refrigeration)

Incentives paid for these projects total $66,442, of $197,608 total project costs before incentives. Annual electric savings from these projects are 525,096 kWh, or the equivalent of $49,360 annual electric costs.

Toward the center of the building, 3 businesses completed six projects since 2017 focusing on food service and lighting, and one Midstream Cooling Program air conditioner. These projects received rebates of $32,270 and achieved 163,131 kWh of annual savings, or the equivalent of $15,334 in annual electric savings. While the cost of the air conditioner is unknown due to the nature of the Midstream Cooling Program, the installation cost of other rebated measures was $57,387.

To the south end, one business participated in seven rebate offerings, while another business also benefited from the Midstream Cooling Program. The projects included cooler lights, gaskets, and lamps.

Total rebates equaled $29,417 of a total installed cost of $56,408 (minus the air conditioner as its sale price is unknown). Electric savings from these projects equal 382,284 kWh per year, or $35,935 saved in electric bills annually (based on 2023 commercial electric rates).

In total, the whole building has saved 1,070,511 kWh, equal to over $100,680 in annual bill savings. Total out-of-pocket costs after rebates was $183,274 (excluding the unknown air conditioner costs). In total, the projects above reduced overall building electric use by about 17%. This building is meeting Fort Collins' proposed BPS target (current EUI is 101.8, proposed EUI target for strip malls is 103).

Glossary of Terms

ECM:

An ECM (electronically commutated motor) lowers the total electrical consumption of an air conditioner or furnace. It helps maintain proper air flow through the system by sensing its operational status and controls the speed of the evaporator fans.

ECM motors contain a microprocessor, which is the key component of what makes them able to provide better efficiency. This microprocessor controls the motor to regulate air flow. The motor's rotations per minute will either ramp up or down to keep air flow steady. This allows an air conditioner and heater to work at maximum efficiency. Rather than the motor running the fan at the same constant high rate, it modulates to adjust for conditions, sometimes running at lower speeds and using less power than full load. On top of this significant way to save energy, an ECM motor uses less wattage than a standard motor. Savings occur from full speed runtime hours reduction and waste heat reduction to the refrigeration system.

VFD:

A VFD (variable frequency drive) saves energy by helping motors operate at the most efficient speed for any given use. They extend equipment lifespan by decreasing wear and tear and reduce maintenance costs. Fans and pumps that are turned down just 10% can save up to 25% in energy costs. In most systems, reducing speed by 50% can cause a 75% drop in energy consumption. That equals big savings, which can be realized more easily and affordably by partnering with EWB for local rebates.

Gasket:

A gasket is a common term for any seal between two surfaces. A refrigeration gasket is a flexible, elastic strip that creates an airtight seal around the edges of a refrigerator or freezer door. Refrigeration gaskets are a very important part of a walk-in cooler or freezer's performance. Gaskets are responsible for sealing walk-in doors and panels to stop any air infiltration. When gaskets are not working properly, refrigeration units must work harder to keep their temperature – which in turn generates higher energy bills and wear and tear on equipment. Gaskets help maintain temperature and improve energy efficiency by reducing the amount of warm air that enters a cold area, and vice versa.

RTU controller:

A rooftop unit (RTU) controller is a retrofit technology that provides better functionality and energy savings opportunities for existing RTUs. The U.S. Department of Energy estimates anywhere from 15% to more than 50% energy savings can be achieved with a one to four year simple payback potential. There are several features of advanced RTU controllers that contribute to savings, mostly from the implementation of variable or multi-speed control of the supply air fan, demand controlled ventilation (which uses CO2 levels in the return air to adjust the outside air control), and improved economizer control. Some technologies allow for demand response, web-based remote monitoring, and automated fault detection and diagnostics.

LED lighting:

The most common EWB upgrade over the years has been lighting, given its short, simple payback, ease to upgrade, and aesthetic value. Light-emitting diode (LED) is an energy-efficient technology that lasts longer, is more durable, and offers comparable or better light quality than other types of lighting. The high efficiency and directional nature of LEDs makes them ideal for many industrial and commercial uses. LEDs emit very little heat, unlike incandescent bulbs which release 90% of their energy as heat, and CFLs which release about 80% of their energy as heat. LED lighting products also last much longer than other lighting types. A quality LED bulb can last three to five times longer than a CFL and 30 times longer than an incandescent bulb.

Historic Examples

Many case studies have been documented over the years to demonstrate savings along with other positive benefits resulting from efficiency projects. As a part of the City's efforts to outline achievable recommendations for a local BPS, Utilities completed modeled case studies for the most common property use types covered by the proposed Fort Collins BPS (office, multi-family, retail, and strip mall). Those case studies are available at *ourcity.fcgov.com/bps*.

EWB also publishes case studies from Fort Collins as well as the other partner jurisdictions (Estes Park, Longmont, and Loveland). These case studies demonstrate various property types that have participated with the program and benefited from rebates. Those case studies can be found online at *efficiencyworks.org/resources/business-resources*.

Utilities has also put together historic case studies, documenting further local partnerships with EWB. These short, concise studies provide further documentation of the historic success of EWB, and can be shared upon request.

Through decades of partnership with the community, Utilities has provided rebates and incentives directly to the community, financed technical support for on-site audits and energy advising, and direct to manufacturer benefits to reduce the cost of efficient technologies.

These programs have provided many examples of ways local buildings can improve their efficiency. However, the projected future impact of economic-based approaches to building efficiency are far short of the outcomes our community tasked the City to achieve in the Our Climate Future plan. Utilities strongly recommends BPS as a regulatory approach to meet Our Climate Future goals; indeed, such an approach is the only way OCF targets could be met.

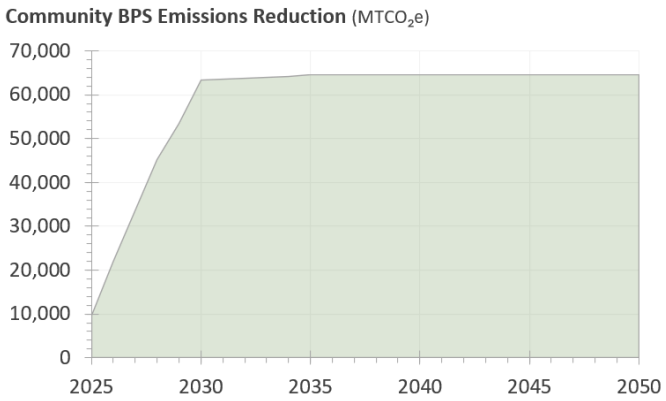
City of Fort Collins Building Performance Standards (BPS)

Our Climate Future (OCF) and BPS

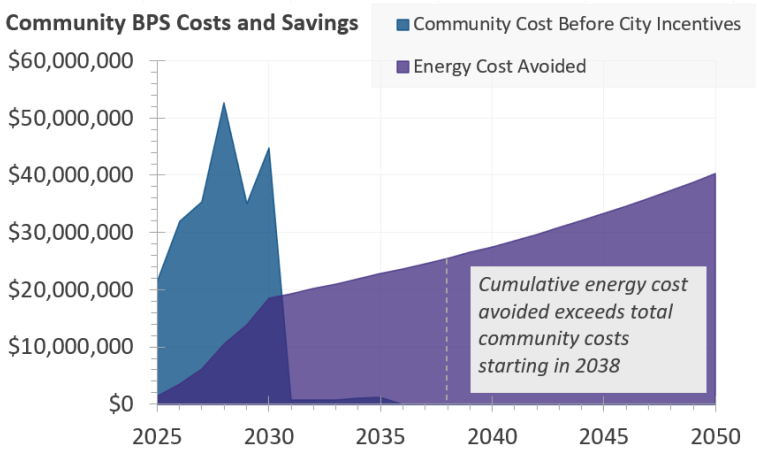
Our local community helped shape the City Council-adopted OCF plan. The plan defines success through the achievement of key outcomes, referred to as 'Big Moves.' Steps to achieve Big Moves are defined as 'Next Moves' or strategies. A BPS policy is a Next Move that supports Big Move 6: Efficient, Emissions Free Buildings. Recommendations were developed to address community and council priorities. BPS is the most impactful direct policy action the City can take toward advancing Big Move 6.

Policy Impacts

City staff estimate the number of metric tons of carbon dioxide equivalent (MTCO2e) avoided due to the proposed BPS policy will go up each year, tapering after 2030, as shown to the right. The estimate assumes larger buildings meet their targets by 2030, and subsequent gains in avoided emissions would come from buildings between 5,000-10,000 square feet.



Once final targets are met, BPS policy savings are projected to be 65,000 MTCO2e each year. By 2050, that equates to cumulative savings of 1.5 million MTCO2e. If policy adoption is delayed, each year the community would emit an estimated 10,000 of additional MTCO2e. This would mean falling short of the OCF greenhouse gas emission goal by about half a percent each year.

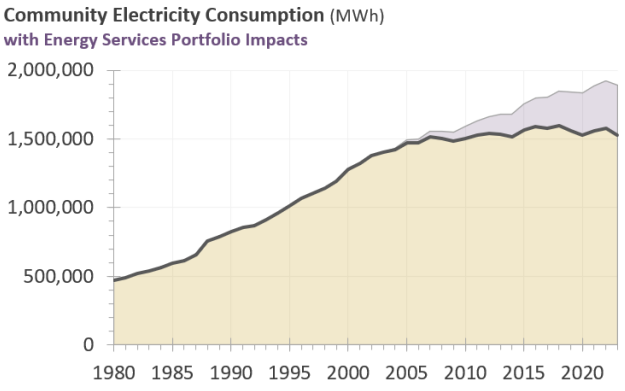


Administrative and Community Costs

Total program cost for BPS is estimated at $270 million, including administrative and community costs. Accounting for administrative costs described in the September 2024 City Council Memo, program administration is projected to be $20/MTCO2e avoided. By 2050, the community would avoid $630 million in energy costs (represented in the total area after 2038 in the graph). The policy is expected to pay for itself by 2038. Also by 2050, the projected benefit of BPS implementation is $2.80 in energy savings for every $1 that the community spends on policy compliance. Not including natural gas savings, community cost is $105/MWh avoided through increased efficiency, compared to current community costs for electric rates of $118/MWh (projected to increase over time).

Economic Levers

Since 2002, Fort Collins Utilities has operated incentive-based programs, and community consumption has decreased 24%. Despite steady community growth, incentives have curbed the impact but have not been able to lower overall electric use. Opportunity in incentive-based programs is decreasing in the commercial space; in 2023, there was about half the participation in voluntary programs compared to 2022. The City spent $2.5 million dollars in commercial incentives in 2023, well below available budgeted incentive dollars.



Policy Development Process

Staff engaged the community for more than 18 months to shape the proposed BPS policy. An industry Task Force, including representation from commercial real estate and local business groups (DDA, LLAC, North Fort Collins Business Association, and others), helped determine achievable policy parameters a[illegible]cture that matches our community needs. A Technical Committee of local building science experts further r[illegible]chievability of the structure and outlined specific Energy Use Intensity targets unique to building use types. Two

endors assisted with technical analysis. Significant additional engagement included environmental, business, a unity-based groups, other jurisdictions, federal partners, and more.

A Focus on Feasibility

Staff centered engagement on determining what specifics could lead to a truly implementable policy with requirements that buildings can achieve. This included establishing which buildings could and should be covered and how those buildings could comply, with in-depth analysis and discussions of unusual case scenarios. This led to the development of several safety nets tailored to accommodate buildings that may struggle to meet targets, including maximum reduction caps, the inclusion of which reduced policy GHG savings by ½, but were deemed necessary for technical and financial achievability. General targets were designed with the short timeline in mind. Proposed final targets are what other jurisdictions consider 'interim' energy efficiency targets, based on efficiency stemming from improvements to existing equipment rather than equipment upgrades.

Supporting Data

Benchmarking Data

Covered building owners provide annual benchmarking data per Article XI, §12-203 of City Code. Building owners report details including their buildings' property use type and use specifics, square footage, energy consumption, and more. Reported data are filtered through 36 flags to determine if they are within normal parameters. Things like abnormal energy use and drastic changes from previous years are flagged, along with specifics associated with various property use types like unusual number of computers in offices or bedrooms in multi-family buildings. Buildings that trip a flag can only come into compliance after speaking to a Help Center staff to explain or correct the abnormal value. About half of the 1,371 covered buildings have tripped flags since the start of the program in 2019. Every single flag has been addressed through a conversation with the building owner or representative. Current program compliance is over 98%. BPS policy proposes covering this same cohort of buildings.

Alternate Data Sources

Benchmarking data are considered a primary data source because they are entered by building owners or representatives. Other data sources are compared to benchmarking data for validation and to provide robust supporting data for BPS policy development. Reported electric use can be validated against Utilities meter data; reported use is the more accurate metric in most cases given manual changes to appropriate meter aggregations. Property use type and size is recorded by the Larimer County Assessor as well as reported by building owners when benchmarking. Reported data are manually entered by building owners during benchmarking, including adding square footage of each property use type. These metrics are further verified during benchmarking reporting through conversations with our Help Center. About 97% of covered building representatives have communicated directly with our Help Center, allowing for verification of unexpected reported data and error corrections. Adopted BPS policies in other jurisdictions often require third-party verification of benchmarked data, but Utilities staff are hopeful they can perform some of this based on existing data, saving building owners administrative time and cost.

To create energy efficiency targets, Utilities worked with two external vendors to review energy data from thousands of buildings around the country, including but not limited to the following sources:

- Utilities billing and metered data
- Efficiency Works Business program data
- Larimer County Assessor records
- City of Denver benchmarking data
- City of Boulder benchmarking data
- ComStock Analysis Tool (U.S. Department of Energy)
- Commercial Building Energy Consumption Survey (U.S. Energy Information Administration)
- California Energy Data and Reporting System

Over 200 data fields were reviewed per building, and many data outliers were reviewed individually. Staff incorporated local case studies to further ensure feasibility.

Cost Data

The basis for the local cost information was derived from publicly available cost assumption information, potential studies, and contractor reporter total project costs (through the Efficiency Works Business program). The BPS Cost Benefit Analysis considered costs for improvements and electric savings through 2035, without accounting for any necessary increase in rates to offset increased electric use if building efficiency is not advanced through this and other efficiency-focused policies. Costs provided also did not include any 'business as usual' assumptions, but rather factored 100% of total project costs (e.g., including costs for equipment already at the end of useful life, upgrades that would happen without policy adoption, etc.). Total costs per property before factoring in incentives, rebates, tax deductions, and other financial assistance equal approximately 1% of each buildings' last purchase price, also aligning with the average cost of a tenant f the last 10 years ($200,000/building).

Jan. 14, 2025

Proposed Building Performance Standards (BPS) Policy Framework

Brian Tholl

Energy Services Manager

Katherine Bailey

Energy Services Program Manager

S Introduction

Purpose of work session #3 on BPS:

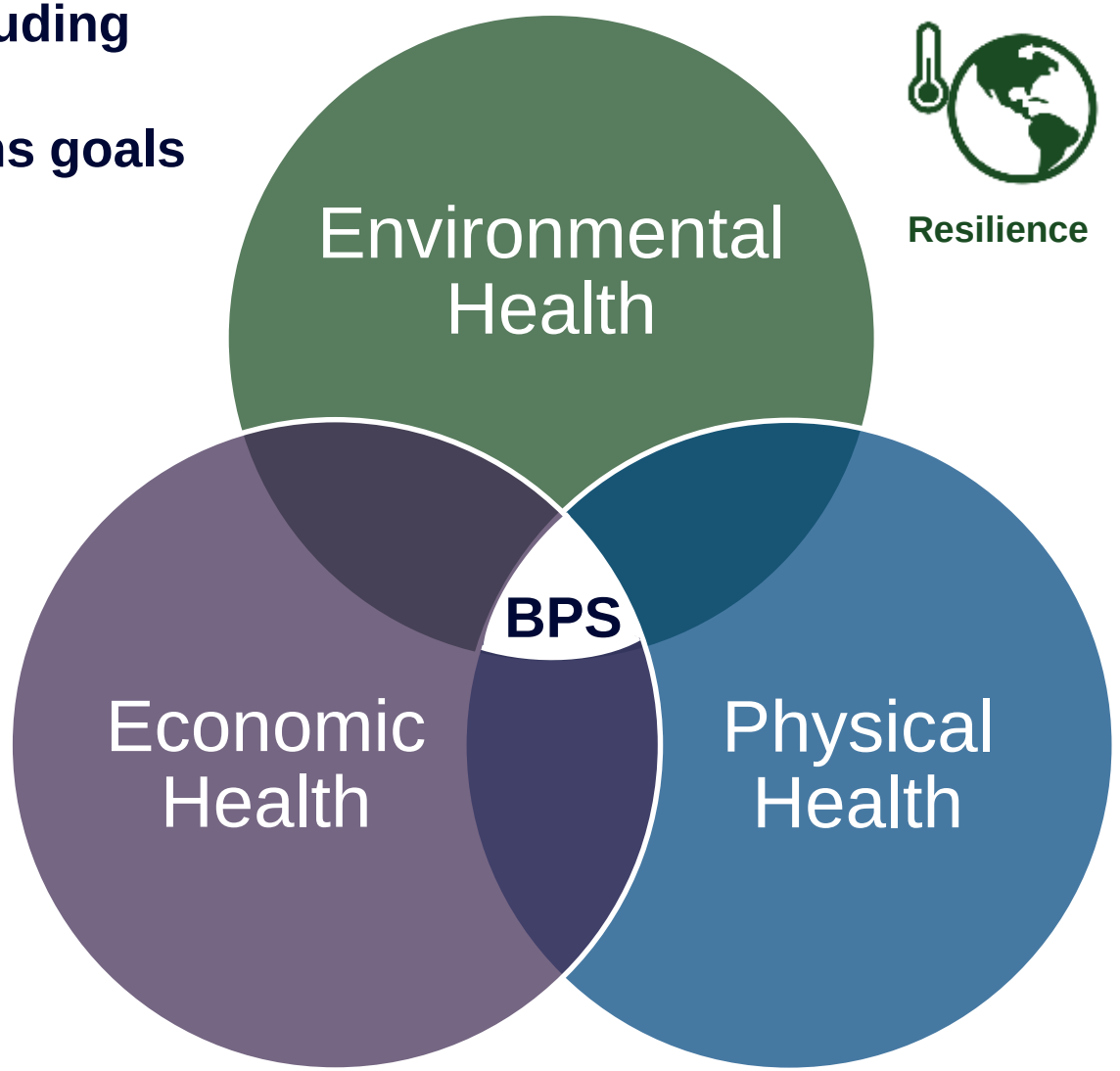
- Share learning from ongoing community engagement and BPS implementation in other jurisdictions
- Highlight potential tensions between this policy framework and other Council Priorities, e.g., housing, economic health
- Discuss trade-offs and possible paths forward

uncil Questions

- Does Council have feedback on a local BPS framework as a regulatory method of advancing the community to 2030 and 2050 goals?
- Does Council have feedback on adjusting proposed timelines, maximum reduction caps, or covered buildings?
- What other considerations should staff incorporate into the proposed BPS framework?

S Benefits

Regulatory actions, including BPS, are necessary for achieving OCF emissions goals



Resilience

Emissions impact

Natural Gas impact

Energy burden through use and rate pressure

Occupancy & tenant retention

Economic growth, resale value, competitiveness

Health

Safety

Comfort

se Studies

Small, Local Grocery

- Lighting, controls, refrigeration, case upgrades
- $58,000 investment
- $28,000 rebates
- $16,000 annual est. avoided utility costs
- Reduced electric use by 53%
- Meeting BPS grocery target

Municipal Office

- Modified HVAC maintenance practices & commissioning
- No capital investment; avoided potential, expensive HVAC upgrade
- Reduced electric use by 11.5%
- Meeting BPS office target

Local Congregation

- Upgrades planned to meet sustainability vision of members
  - Photovoltaic installation
  - Efficiency upgrades and high efficiency expansion project
- Staff note improved comfort and work environment
- Community members now enjoy the sanctuary in all seasons

ho's Impacted

Building owners

Local, not meeting target **<550**

Building occupants

People living in multi-family buildings **~17,000 bedrooms**

People working in office buildings **~11,500 workers** on main shift

Buildings are community assets

Council Considerations from Feedback

Community Concerns

- Inequitable economic impacts across different building types
- Accuracy of projected impact on all properties
- Buildings owners don't have sufficient resources to comply

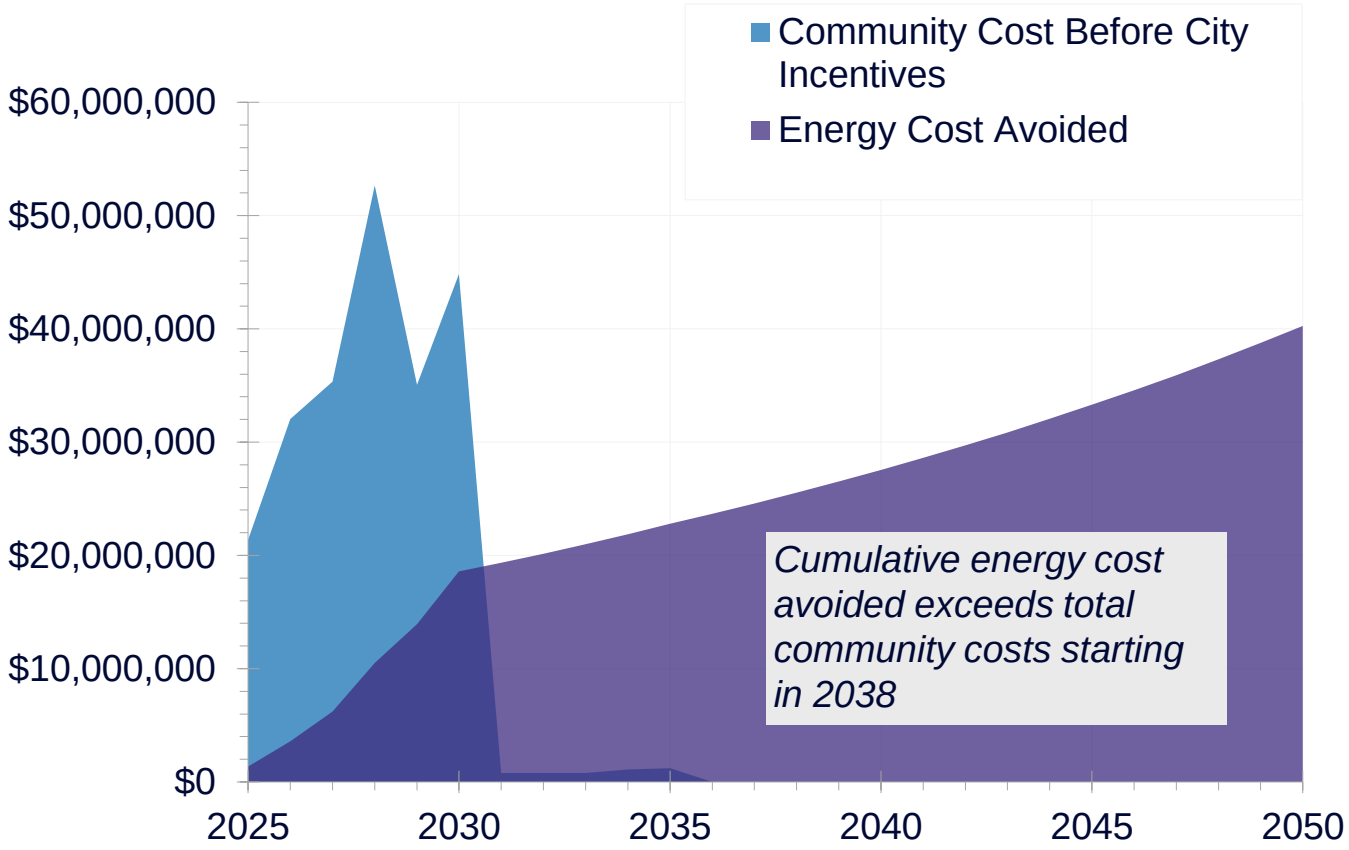
Recommended Implementation Levers	Possible Policy Levers

• Adjustments
• Specialized resources for market segments
• Increased support
• Educational support
• Technical support
• Financial Navigator
	• Modify timeline
	  • Extend community deadlines
	  • Lead with municipal
	• Modify target requirement
	  • Adjust cap
	• Modify covered buildings
	  • Exclude small buildings or certain property types

licy Lever Trade-offs

Policy Lever	Potential Change	Upfront Economic Impact	Environmental Impact	Administrative Impact
Timeline	Extend compliance 3-5 years	**Minimal**	**Half-percent of OCF goal per year**	**Moderate**
Target Requirement	Reduce maximum reduction cap by 5%	**High**	**High**	**Minimal**
Covered Buildings	Exclude buildings 5,000-10,000 ft^2	**Minimal**	**Minimal**	**Moderate**
	Exclude multi-family buildings	**High**	**High**	**Moderate**

onomic Impact: Costs and Savings



Estimated Building Owner Costs

- $226 million costs exclude rebates, business as usual assumptions
  - $4-5 / square foot

Estimated Savings

- By 2050, covered building owners would avoid $630 million in energy costs
- By 2050, BPS economic benefit is $2.80 in energy cost avoided for every $1 spent

Average building upgrade simple payback is eight years

arnings and Opportunities

Other Jurisdictions

- Critical elements:
  - Support (**educational**, technical, financial)
  - Role of alternate pathways, rules
  - Timeline consideration

Municipal Buildings

- City buildings are ahead on energy performance and meeting targets
  - 55% of covered municipal buildings are meeting proposed targets
  - $5.3 million estimated investment for remaining building improvements

Opportunities

- U.S. Department of Energy grant for community technical and financial BPS assistance
  - $4.5 million over six years
  - Distribution expected to begin July 2025

uncil Questions

- Does council have feedback on a local BPS framework as a regulatory method of advancing the community to 2030 and 2050 goals?
- Does council have feedback on adjusting proposed timelines, maximum reduction caps, or covered buildings?
- What other considerations should staff incorporate into the proposed BPS framework?

Questions on BPS:

Katherine Bailey

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ourcity.fcgov.com/BPS

Additional Context

Katherine Bailey

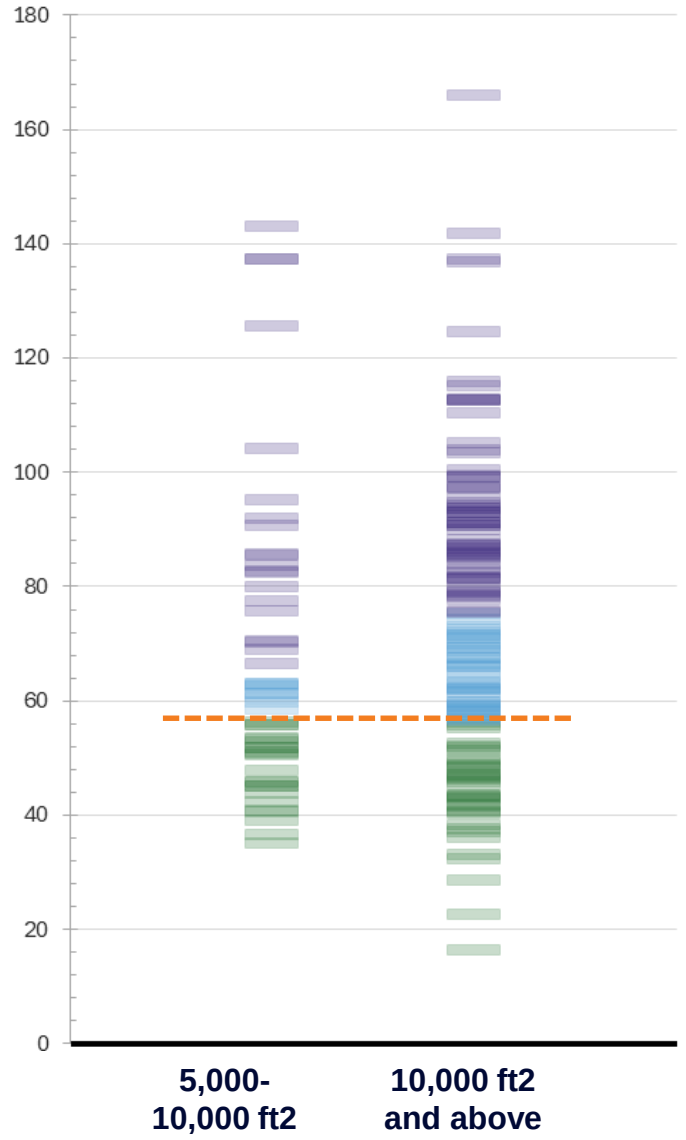
Program Manager, Energy Services

S Policy Framework

- BPS sets efficiency targets accounting for current usage (actual building use represented in graph)
  - More efficient buildings already meet targets (green dashes)
- Buildings not meeting targets make behavioral or efficiency changes
  - "Caps" are percentage limits on the per building maximum energy reduction required (purple dashes indicate buildings eligible for cap)
- Customized solutions are available for special circumstances

Through implementation, the City is committed to communicating required actions, while providing the right resources and support to building owners

Covered Office – Energy Use Intensity by Building (kbtu/ft²)

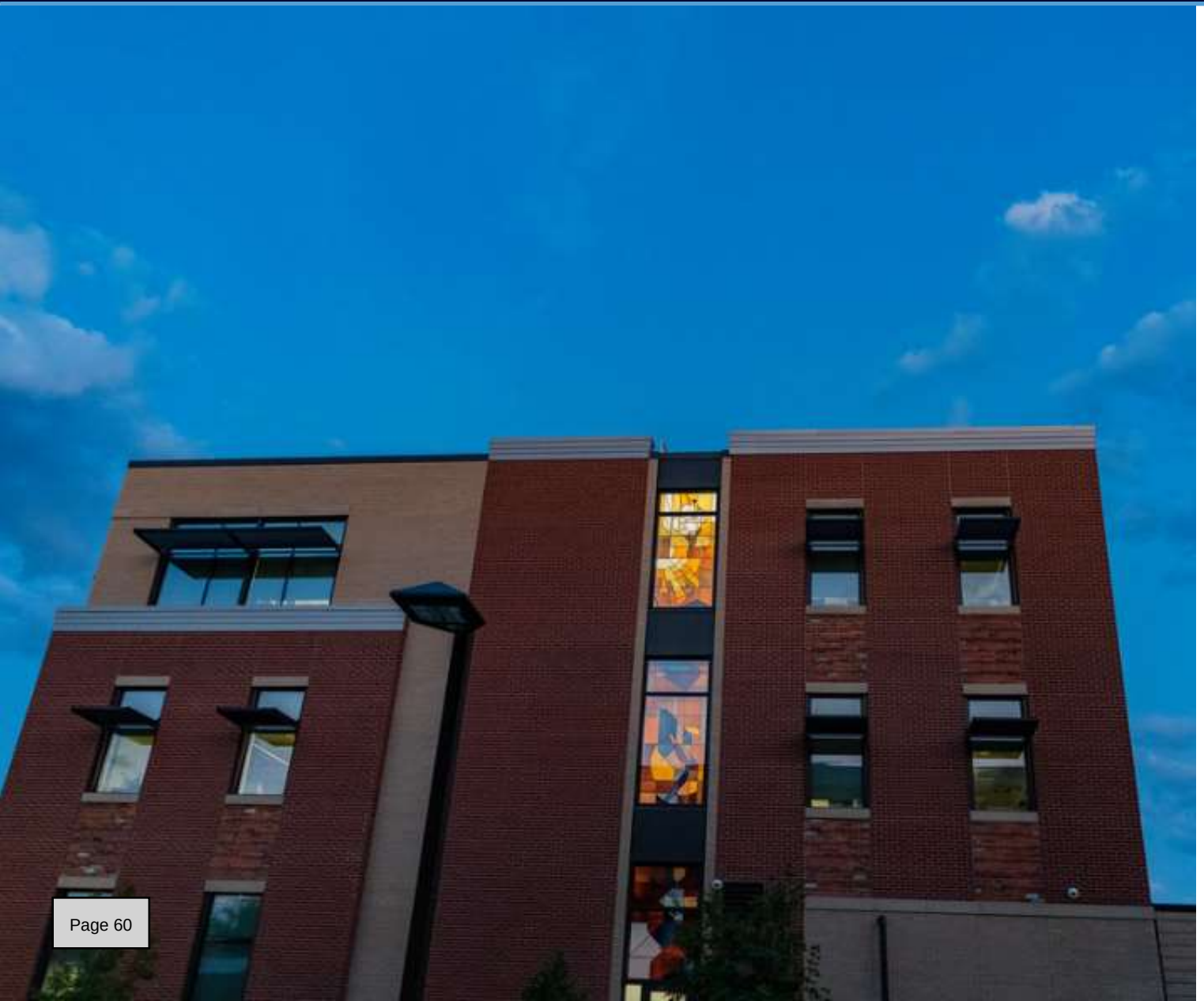


S Overview: Covered Buildings in Fort Collins

Building Size	Building Count	Building Count	Reduction Target	Reduction Target	Reduction Target	Upgrade Cost (Per Square Foot)
	Number of total buildings	Buildings that need to act	Compliance requirement timeline	Individual reduction cap	Average reduction to target	
5,000-10,000 square feet	310	200 (65%)	2035	15%	9%	$4.10 to $4.60
10,000+ square feet	780	520 (66%)	2030	25%	13%	$4.70 to $5.10
State covered 50,000+ square feet	80	60 (77%)	2030	29%	17%	$4.40 to $4.70

Based on 2023 reported benchmarking data; some buildings are campuses which include multiple structures

nicipal Buildings



- About 55% of City-owned buildings already comply with proposed BPS efficiency targets
- For City-owned buildings that do not comply with proposed efficiency targets, staff forecast about $5.3 million of additional capital funds would be needed to reach 2030 and 2035 efficiency targets
- A third-party consultant is providing support; reviewing upcoming projects and aligning them with local, state and federal funding sources, including both tax credits and other up front funding resources, to complement Budgeting for Outcomes offers

rt Collins Community Engagement

	Hours	People Engaged	Audiences
Community Engagement 2023-2024	~175	~700	Technical, Industry, Business, Environmental, Boards, Owner representatives, tenants, and more

+ additional engagement with other jurisdictions and federal partners

Learnings:

- Multi-family tenants are significantly impacted by holistic costs (including utility costs) and face challenges advocating for improved living conditions.
  - BPS compliance costs lead to direct payback to rate payers in the form of reduced utility costs.
- Significant resources are essential for policy success, particularly education.
  - Awareness and knowledge are key barriers to efficiency.
- Split incentive is ongoing concern.
  - Tenant – owner education is essential.

mmunity Contributors

Task Force	Technical Committee	Equity Engagement	BPS Experts	Community Voices
Industry Experts	Building Science Experts	Community-Based Organizations	Other Jurisdictions	Business Groups
	Experienced Consultant	Climate Equity Committee	Non-profit and Federal Groups	Environmental Groups
		Scoped Work		Boards and Commissions

Community contributors shaped BPS policy recommendations

using Affordability

Multi-family Buildings

R2 occupancy, 3+ stories above grade

- 148 covered multi-family campuses (out of 4,136 local multi-family campuses)
  - Average covered campus size: 80,000 square feet
  - 102 campuses are not meeting targets
- Average cost: $4-5 per square foot, <8 yr simple payback
- 17% of total opportunity and costs
- 30% of total covered square footage
- Subsidized affordable housing included in proposed policy
  - Housing Catalyst projects follow Enterprise Green Communities criteria (national green building guidelines specifically for affordable housing)

licy Lever Trade-offs

Policy Lever	Potential Change	Economic Impact	Environmental Impact	Administrative Impact
Timeline	Extend compliance 3-5 years	**Minimal** – inflation / NPV	**Half-percent per year** progress to OCF emission goal	**Moderate** – upgrades over time
Maximum reduction cap	Reduce cap by 5%	**High** – 20% of costs	**High** – 20% reduced emissions reduction	**Minimal** – similar administrative resources
Covered buildings	Exclude buildings 5,000-10,000sf	**Minimal** – 5% of costs	**Minimal** – 5% reduced emissions reduction	**Moderate** – reduce # of covered buildings
	Exclude multi-family buildings	**High** – 17% of costs	**High** – 17% reduced emissions reduction	**Moderate** – reduce # of covered buildings

mpounding Levers

Estimated impact on GHG savings and costs with overlapping scenarios:

- Excluding multi-family AND cap reduction;
- Excluding small buildings AND cap reduction;
- Excluding both multi-family AND small buildings AND cap reduction

Excluding multi-family buildings AND lowering maximum reduction cap by 5%	Excluding small buildings AND lowering maximum reduction cap by 5%	Excluding multi-family AND small buildings AND lowering maximum reduction cap by 5%
35% impact on GHG and costs	24% impact on GHG and costs	39% impact on GHG and costs

onomics of the ‘Low Hanging Fruit’

Efficiency is cheaper than electric rates

- Administrative & Utility:
  - BPS administrative costs are significantly less than wholesale energy costs per MWh
  - Efficiency is cheaper than new energy generation
  - Efficiency minimizes need for distribution upgrades
- Community:
  - BPS community costs are less than 2024 electric rates per MWh

Efficiency supports *strategic* electrification

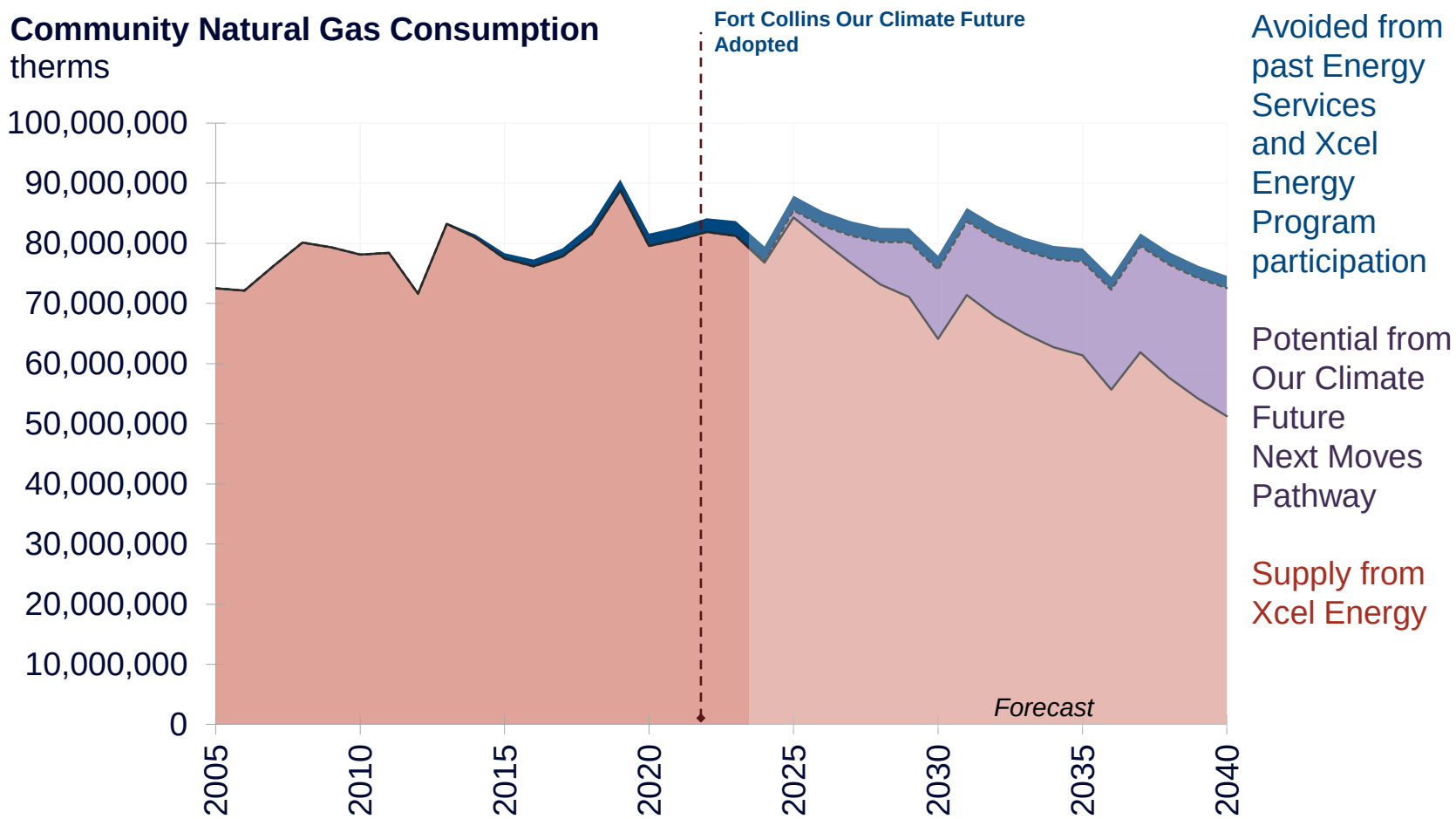
- Reduces costs community-wide

vironmental Impact – Natural Gas

BPS is a significant portion of projected natural gas savings

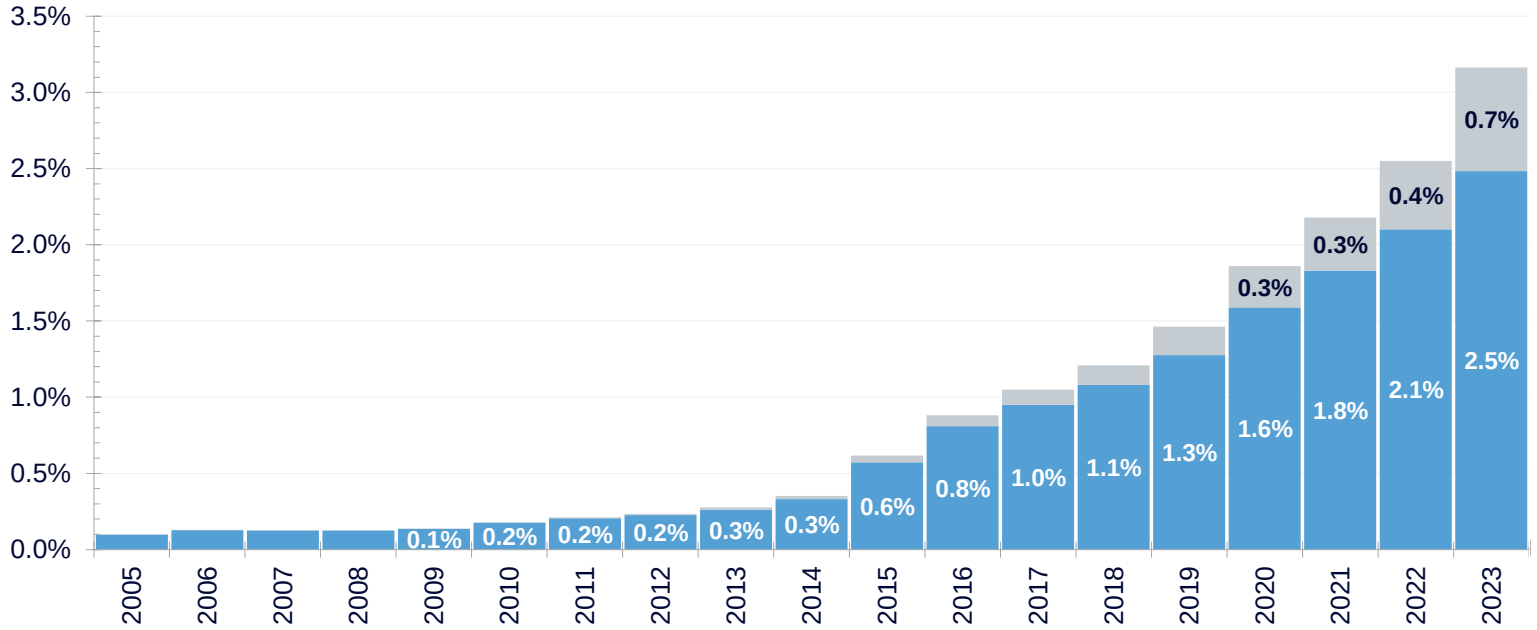
- More natural gas savings projected from BPS (3 million therms) than electrification (2.5 million therms) by 2030
  - Remaining potential savings are from proposed regulatory residential pathways
- BPS enables future electrification through efficiency

Do Nothing More Forecast with Past Impacts AND Forecasted Moves Pathway



Renewables and Efficiency

- Efficiency reduces energy use
- Reduced energy use increases impact of existing and new solar
- Efficiency balances impact of electrification



Local Renewables as a Percent of Resource Mix (generation % of operational consumption) with efficiency impact

Efficiency Enables Renewables

cal Policy Comparison: Lessons from Denver

Denver BPS targets Developed to support local bill requiring 30% total energy savings from BPS	Fort Collins BPS targets Developed with a focus on achievability
Proposed Denver requirement updates and considerations	Included in Fort Collins proposal?
Building target adjustments	☑
Maximum Reduction Cap (42%)	☑ (15% and 25%)
Waivers for occupancy and financial distress	☑

Municipal Codes and Administrative Rules

- Denver proposes updates to Administrative Rules
- Municipal Code should allow for (and encourage) rule updates throughout implementation as warranted; either explicitly (e.g., “every five years there will be a review and change as appropriate”) or implicitly (through flexible code language)
- Updates to rules don’t have to impact implementation (e.g., alterations to waivers and adjustments only affect owners not in compliance at target deadline)

THANK YOU!

For More Information, Visit

ourcity.fcgov.com/bps

City of Fort Collins

File Attachments for Item:

3. Transportation Capital Improvement.

The purpose of this item is to discuss methodology, criteria, and prioritization of the Transportation Capital Improvement (TCI) HYPERLINK "https://www.arcgis.com/apps/dashboards/487a19faef3948c2916d68b5445098fc" dashboard effort and determine if Councilmembers support the draft findings.

January 14, 2025

WORK SESSION AGENDA ITEM SUMMARY

City Council

STAFF

Dana Hornkohl, Capital Projects Manager
Brad Buckman, City Engineer
Caryn Champine, Director of Planning, Development & Transportation

SUBJECT FOR DISCUSSION

Transportation Capital Improvement.

EXECUTIVE SUMMARY

The purpose of this item is to discuss methodology, criteria, and prioritization of the Transportation Capital Improvement (TCI) dashboard effort and determine if Councilmembers support the draft findings.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Do Councilmembers support the draft methodology, criteria, prioritization, and findings for TCI?

2. Do Councilmembers have any questions or feedback on the following specific areas of focus: criteria selection, alignment with goals, and draft prioritized list/dashboard?

BACKGROUND / DISCUSSION

The TCI dashboard is a tool that prioritizes the City's various transportation infrastructure investments using criteria aligning with the City's strategic goals and objectives.

Draft dashboard: https://www.arcgis.com/apps/dashboards/487a19faef3948c2916d68b5445098fc.

The City has adopted, and will consider adopting, several plans that prioritize specific types of transportation infrastructure improvements including the following:

- Active Modes Plan (AMP), adopted December 2022
    - High and medium priority/readiness recommendations including spot and network projects.
- Transportation Capital Projects Prioritization Study (TCPPS), adopted September 2023
    - Larger arterial corridor and intersection projects.
- Strategic Trails Plan (STP), coming before Council in Spring 2025
    - Grade separated crossings where trails cross arterial roadways and railways.

TCI does not seek to prioritize maintenance work (street maintenance program), programmatic work (pedestrian sidewalk program and bridge program), primary transit infrastructure (bus rapid transit), or trails outside of arterial corridors. These efforts all have dedicated funding sources and are prioritized based on the specific evaluation criteria for those programs/projects. However, these efforts inform the scope of work of TCI projects (transit, trails, bridges), as well as the coordination/synergy of TCI projects (street maintenance program, pedestrian sidewalk program, transit).

In addition, the City has adopted several plans and analyses that speak to our strategic goals and inform the selection, implementation, and construction of transportation infrastructure improvements including The City Plan, 2024 Strategic Plan, Our Climate Future, Transit Master Plan, Vision Zero Action Plan, and the 15-Minute City Analysis.

There is a desire to have a data driven approach to prioritize the various infrastructure projects recommended by the plans using criteria that aligned with the recommendations and goals of our governing planning documents. The TCI dashboard was envisioned as a living tool that would accomplish these goals. The tool could then be updated moving forward including new projects and updating criteria to match future strategic planning efforts. Newly identified projects can be added as the various transportation infrastructure plans are updated. The criteria, weighting, and scoring can be updated to reflect updates in governing plans, and the prioritization list can be reordered to focus on funding opportunities and sources that emphasize criteria, such as air quality, safety, or active modes. During this background and discussion, accessing the draft dashboard is encouraged to help provide feedback and guidance and address questions that may arise.

Alignment with Priorities and Objectives

TCI seeks to further the following 2024-2026 Council Priorities:

2. Improve human and social health for vulnerable populations
3. Advance a 15-minute city by igniting neighborhood centers
6. Reduce climate pollution and air pollution through best practices, emphasizing electrification
8. Advance a 15-minute city by accelerating our shift to active modes

TCI seeks to further the following strategic objectives:

- HPG 4 Incorporate a management strategy for all new and existing City assets that address deferred maintenance and accessibility.
- NCV 4 Remove obstacles to build interconnected Neighborhood Centers to accelerate progress towards our goal for everyone to have the daily goods and services available within a 15-minute walk or bike ride from home.
- C&R 2 Implement criteria and prioritization to manage assets and replace equipment that will revitalize parks and recreational facilities, as the planned buildout of the parks and trails system continues.
- T&M 1 Make significant progress toward the City's Vision Zero goal to have no serious injury or fatal crashes for people walking, biking, rolling or driving in Fort Collins.
- ENV 1 Implement the Our Climate Future Plan to advance the City's greenhouse gas, energy and waste goals; reduce air pollution; and improve community resilience.

To further the City's priorities and objectives, the TCI team sought to choose prioritization criteria that directly impacted the scoring of each project. Some criteria overlapped with the existing contributing plans and others are new to the TCI prioritization effort. The current TCI prioritization criteria are discussed below.

Criteria (Weighting) and Scoring

- Safety (3)
- GHG Reduction (1)
- Health Equity Index (2)
- Regional Significance/Alignment (1)
- Synergy
    - Coordination with Streets Department Maintenance Plan (2)
    - Coordination with Utilities Department Capital and Field Operations Projects (2)
    - Ability to further the goals of the Urban Forestry Master Plan (2)
    - Coordination with capital projects originating from other entities such as water and sewer providers like Fort Collins Loveland Water District) and private utilities such as Xcel (1)
- Community Benefits
    - Bicycle access (3)
    - Pedestrian access (3)

Table 1 seeks to show the connection between specific criteria and the priorities and objectives the criteria seek to address in the prioritization process.

Table 1. Criteria versus Community Goals Matrix

Criteria	Community Goals[1]					
	Eliminating Fatal and Serious Injury Crashes by 2032	Encourage Shift to Active Modes	Strengthen Underserved Communities	Improve Resiliency	Enhance Sustainability	Support Community Centers
Safety	●	●	◑	○	○	●
GHG Reduction	◑	●	◑	○	●	◑
HEI	◑	◑	●	●	●	●
Regional Significant/Alignment	○	○	◑	●	○	◑
Synergy (Streets)	○	◑	◑	●	●	◑
Synergy (Utilities)	○	○	◑	●	○	○
Synergy (Forestry)	○	◑	◑	○	●	○
Synergy (Other)	○	○	◑	◑	◑	○
Community Benefit (Bikes)	●	●	●	◑	◑	●
Community Benefit (Pedestrians)	●	●	●	◑	◑	●

1. Community goals aggregated from various relevant plans including: the 2024 Strategic Plan, Our Climate Future, 15-Minute City Analysis, Active Modes Plan, and Vision Zero Action Plan.

The draft criteria (weighting) depicted above was arrived at after careful consideration and robust discussion of the various groups that plan, deliver, and maintain transportation infrastructure for the City. Also included in this dialog were groups that are primarily responsible for advancing the strategic priorities the TCI seeks to advance. Representatives from FC Moves, Equity and Inclusion Office, Traffic Operations,

Streets, Parks (including Forestry and Park Planning and Development), and Engineering have all played roles in developing the TCI dashboard. Scoring for criteria ranges between values of 1 to 5. Several weighting scenarios were considered including options that focused on active modes as well as regional and federal funding sources. The Draft Score (Base) depicted in the dashboard was also developed through staff discussion and input.

Environmental Considerations

During earlier conversations with Councilmembers there was a question of how environmental impacts are considered when prioritizing transportation infrastructure projects. Specifically, environmental impacts are considered at every stage of the life of a project, from conceptualization to construction. During the study/plan phase, conceptual projects are evaluated to determine if their environmental impacts are too great for inclusion for future prioritization and implementation. Impacts to environmentally sensitive areas such as riparian corridors, wildlife habitat, and wetlands can change the scope of work or eliminate projects from consideration. Once transportation projects are identified in the contributing plans, the TCI tool helps prioritize projects using two specific environmentally related criteria: 1) their ability to reduce greenhouse gas emissions and 2) their synergy with the Urban Forestry Master Plan. During the design and permitting phase, the project team focuses on minimizing environmental impacts caused by the project and its construction. Minimizing and mitigating loss of tree canopy, working with various stakeholders to further their environmental stewardship goals, evaluating projects to provide riparian and wildlife corridors where they make sense, and limiting the footprint of projects are all examples of how environmental impacts are considered during the design phase. Finally, providing robust oversight during the construction phase is key to ensuring planning and design considerations are fully implemented, and that all environmental regulations are followed by contractors and project partners.

The draft tool includes a fiscally constrained scenario that assumes certain levels of local, regional, and federal funding consistent with current levels. Assumptions have also been made about the number of projects that can be completed each year. Projects from the contributing plans have been bundled into typical capital project sizes based on project cost and proximity. Projects from contributing plans can be viewed individually or in bundles with TCI numbers. As projects are completed the tool will be updated to show this progress. The tool can be utilized to identify projects that may be better candidates for certain types of funding. The draft tool shows projects that are included In fiscally constrained scenario (Programmed) in orange. Projects that are not able to be completed in this scenario are depicted in blue. As project scoring is updated, projects may move in and out of the Programmed scenario. For example, if a particular intersection or corridor sees an increase in serious injury or fatal crashes the safety score may increase, and the associated capital project will be reprioritized. A draft list of Programmed projects is included as Attachment 2.

Note: The Strategic Trails Plan has not been finalized and adopted at this time. Once this effort is complete, the grade separated crossings included in this plan will be updated in the TCI tool.

Primary work on the TCI effort began in April 2024 and Olsson Associates was engaged to help develop and implement the tool. The effort was first brought to Council's attention in August 2023 as part of finalizing and adopting TCPPS. Updates on progress on the TCI effort were provided to the Council in August 2024 as part of the update on the 15-Minute City efforts. In November 2024, staff presented an update on the effort to the Local Legislative Affairs Committee. After receiving feedback from Council, staff intends to present the dashboard to the Transportation Board for additional discussion. The finalized tool, including a standard operating procedure for updating projects, scoring, weighting, and mapping, will be brought before the Council for adoption in the Spring of 2025.

NEXT STEPS

Staff will receive and address questions from the Transportation Board and Council. The TCI dashboard will be finalized and brought before Council, requesting adoption.

ATTACHMENTS

1. Draft TCI Project List
2. Presentation

TECH MEMORANDUM

Date:	10/17/2024
RE:	10-Year TCIP Updated Fiscally Constrained TCIP
To:	Brad Buckman PE Dana Hornkohl PE
From:	Chris Rolling, PE
Project #	021-06642-F

Table 1. Criteria versus Community Goals Matrix

Criteria	Community Goals[1]					
	Eliminating Fatal and Serious Injury Crashes by 2032	Encourage Shift to Active Modes	Strengthen Underserved Communities	Improve Resiliency	Enhance Sustainability	Support Community Centers
Safety	●	●	◐	○	○	●
GHG Reduction	◐	●	◐	○	●	◐
HEI	◐	◐	●	●	●	●
Regional Significant/Alignment	○	○	◐	●	○	◐
Synergy (Streets)	○	◐	◐	●	●	◐
Synergy (Utilities)	○	○	◐	●	○	○
Synergy (Forestry)	○	◐	◐	○	●	○
Synergy (Other)	○	○	◐	◐	◐	○
Community Benefit (Bikes)	●	●	●	◐	◐	●
Community Benefit (Pedestrians)	●	●	●	◐	◐	●

1. Community goals aggregated from various relevant plans including: the 2024 Strategic Plan, Our Climate Future, 15-Minute City Analysis, Active Modes Plan, and Vision Zero Action Plan.

DRAFT 10 YEAR TCIP SUMMARY BY YEAR

1. Considerations during draft programming:
   - **a.** Capping of annual budgets around $10-$12 million. ($100 million +/- total program)
   - **b.** Honoring previous commitments like grant funding timelines or other known project preludes (e.g. NW Arterial Study for the Shields corridor through downtown)
   - **c.** Spatial analysis of time progression (e.g. avoiding construction on adjacent corridors or logical sequencing of projects along a corridor)
   - **d.** Project distribution by plan source.
   - **e.** *Spatial analysis of investment by council district or similar (in progress)*
2. *As we review consider:*
   - **a.** *Are there other considerations from those listed above that need to be included.*
   - **b.** *Are the projects or annual programs of appropriate size/scope?*
   - **c.** *Are there critical corridors or intersections that need to be included?*
   - **d.** *What interdepartmental coordination is needed to accomplish the program and is that feasible?*

2025 ($2.8 million)

- Begin design for TCIP-002, TCIP-028, TCIP-030, TCIP-033, TCIP-039, TCIP-04, TCIP-078, TCIP-079

2026 ($10.0 million)

- **TCIP-002: S. Taft Hill Road – Horsetooth to Elizabeth** – Separated Bike Lanes and spot improvements
- **TCIP-028: N. College – Magnolia to Willow** – AMP signal operations improvements.
- **TCIP-030: W. Mulberry – Taft to Mason** – AMP signal operations and spot improvements
- **TCIP-033: E. Harmony – Taft to Lemay** – Separated bike lanes
- **TCIP-039: Redwood – Vine to Conifer** – Buffered bike lanes and grade separated crossings
- **TCIP-078: E. Mulberry – College to Greenfield** – Adaptive signal corridor
- **TCIP-079: Various –** Various intersection spot improvements citywide (HSIP grant)

2027 ($11.2 million)

- **TCIP-004: S. Shields – Davidson to Mountain (Yr. 1)** – Separated bike lanes, spot improvements, and grade separation
- **TCIP-081:** Various intersection improvements along Harmony Drive

2028 ($10.0 million)

- **TCIP-004: S. Shields – Davidson to Mountain (Yr. 2)**

2029 ($11.4 million)

- **TCIP-005: S. Shields – Hillsdale to Davidson (Yr. 1)** – Separated bike lanes and spot improvements
- **TCIP-020: W. Drake – Taft to College** – Separated bike lanes, signal improvements
- **TCIP-090: E. Harmony – Mason to Boardwalk** – Corridor and median improvements
- **TCIP-080: Various –** 2027 HSIP Grant signal improvements
- **TCIP-029: W. Prospect – Sheely to College** – Intersection improvements along alignment
- **TCIP-050: Laurel – Sheilds to Endicott** – Separated bike lanes and PHB at Armstrong Ave

- **TCIP-001: S. Taft Hill Road – Elizabeth to Laporte** – Intersection improvements, separated bike lanes

2030 ($11.0 million)

- **TCIP-005: S. Shields – Hillsdale to Davidson (Yr. 2)**
- **TCIP-063: S. College – Carpenter to Harmony (Yr. 1)** – Sidepaths, grade separated and enhanced crossings
- **TCIP-037: Willox – Shield to College** – Intersection improvements, sidepath

2031 ($14.9 million)

- **TCIP-043: Timberline – Prospect to Vine (Yr. 1)** – Separated bike lanes s/o Mulberry Median replacement intersection improvements throughout
- **TCIP-063: College – Carpenter to Harmony (Yr. 2)**

2032 ($15.0 million)

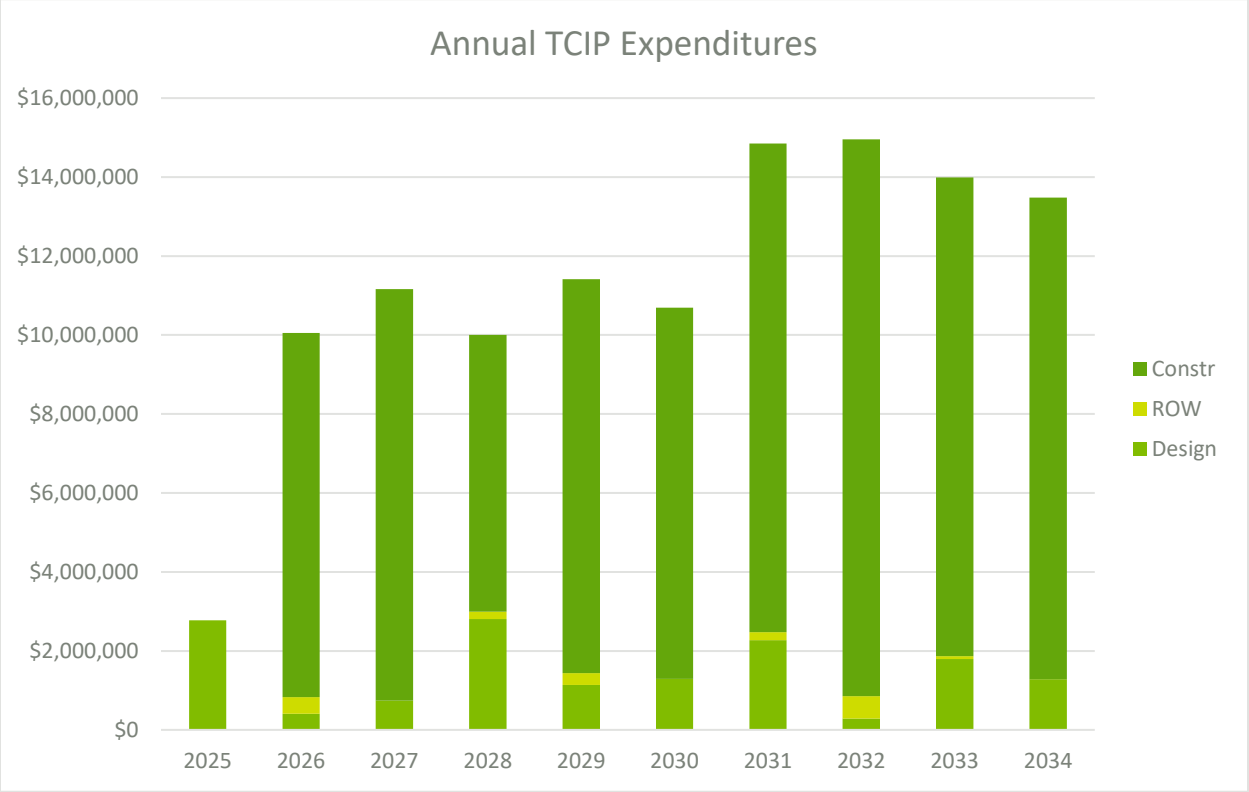
- **TCIP-043: Timberline – Prospect to Vine (Yr. 2)**
- **TCIP-089: College – Olive to Cherry** – Corridor study and various intersection improvements
- **TCIP-025: Horsetooth – Horsetooth Ct. to Shields** – Sidepaths, signal modifications, and Grade separated crossings

2033 ($14.0 million)

- **TCIP-056: Overland Trail – Drake to Elizabeth** – Separated bike lanes with grade separated crossings
- **TCIP-062: S. College – Harmony to Laurel (Yr. 1)** – Sidepaths with intersection/median improvements

2034 ($13.5 million)

- **TCIP-062: S. College – Harmony to Laurel (Yr. 2)**
- **TCIP-031: E. Mulberry – College to Riverside** – Signal operation improvements
- **TCIP-084: E. Prospect – Heatheridge** – Replace signal, minor improvements
- **TCIP-015: Lake – Shields to Mason** – Separated bike lanes, intersection redesigns, RRFB at Aggie Trail
- **TCIP-016: Centre Avenue/Phemister Road/Rolland Moore/Tulane** – Separated bike lanes or bike boulevard, spot improvements
- Begin design for the following:
  i. **TCIP-024: Horsetooth – Shields to Mason** – Signal operation improvements
  ii. **TCIP-027: Boardwalk – Harmony to John F Kennedy** – Pedestrian crossing improvements
  iii. **TCIP-049: Elizabeth – Overland Trail to Shields** – Separated bike lanes
  iv. **TCIP-059: John F Kennedy – Harmony** – Intersection improvement



	By Project Count			By Project Budget		
Plan Source	**In 10-yr TCIP**	**Total**	**Pct.**	**In 10-yr TCIP**	**Total**	**Pct.**
AMP (Near-term)	58	112	52%	$16,911,800	$41,184,500	41%
AMP (Mid-term)	37	96	39%	$37,911,400	$73,301,800	52%
Grants	27	27	100%	$5,636,362	$5,636,362	100%
Bridge Replacement	0	9	0%	$0	$15,000,000	0%
Median Replacement	30	45	67%	$706,130	$1,112,510	63%
Strategic Trails Plan	13	68	19%	$6,500,000	$33,500,000	19%
TCPPS	18	44	41%	$37,970,400	$218,995,400	17%
Total	**183**	**401**	**46%**	**$105,636,092**	**$388,730,572**	**27%**

TRANSPORTATION CAPITAL IMPROVEMENT

Caryn Champine, Director of Planning, Development & Transportation

Brad Buckman, City Engineer

ana Hornkohl, Capital Projects Manager

estions for Council

Do Councilmembers support the draft methodology, criteria, prioritization, and findings for TCI?

Do Councilmembers have any questions or feedback on the following specific areas of focus:

- **Criteria Selection**
- **Alignment with Goals**
- **Draft Prioritized List/Dashboard**

ansportation Capital Improvement (TCI)

What is the TCI?

It is a tool that prioritizes the City's various transportation infrastructure investments using criteria aligning with the City's strategic goals and objectives.

arcgis.com/apps/dashboards/487a19faef3948c2916d68b5445098fc

ject Goals and Deliverables

Increased Safety alignment with Vision Zero – zero deaths or serious injuries while traveling on Fort Collins streets by 2032.

VISION ZERO

Supports mode shift goals to further the Active Modes Plan and Strategic Trails Plan – 50% active modes share of all trips by 2032.

active modes PLAN

City of Fort Collins STRATEGIC TRAILS PLAN

Better environmental outcomes with decreased congestion, mode shift to active modes, and sustainable design – supports Our Climate Future.

OUR CLIMATE FUTURE

ject Goals and Deliverables

Transportation infrastructure needs incorporated into community, equity and environment – alignment with City Plan and Strategic Plan

FORT COLLINS
CITY PLAN
PLANNING OUR FUTURE. TOGETHER.

2024 STRATEGIC PLAN

Supports future BRT planning and aligns with Transit Master Plan

FORT COLLINS
TRANSIT MASTER PLAN
PLANNING OUR FUTURE. TOGETHER.

oject Timeline & Development

Council/Board Discussion and Feedback

- Transportation Capital Projects Prioritization Study, August 22, 2023
- 15-Minute City Context and Work Plan Progress, August 13, 2024
- Local Legislative Affairs Committee, November 22, 2024
- Draft Final Report and Tool Release, January 14, 2025
- Transportation Board, early 2025

Project Development

- Olsson Associates
- April 2024 Kickoff
- Bi-Weekly Meetings

erlapping Council Priorities

2024-2026 City Council Priorities

Every two years, following a Council election, the newly seated Council identifies priorities and confirms strategic direction.

- 1. Operationalize City resources to build and preserve affordable housing
- 2. Improve human and social health for vulnerable populations
- 3. Advance a 15-minute city by igniting neighborhood centers
- 4. Pursue an integrated, intentional approach to economic health
- 5. Accelerate zero waste infrastructure and policies
- 6. Reduce climate pollution and air pollution through best practices, emphasizing electrification
- 7. Protect community water systems in an integrated way to ensure resilient water resources and healthy watersheds
- 8. Advance a 15-minute city by accelerating our shift to active modes
- 9. Develop a Hughes site master plan
- 10. Make government more accessible, approachable and fun
- 11. Modernize and update the City Charter

Neighborhood & Community Vitality

Improve human and social health for vulnerable populations

Economic Health

Advance a 15-minute City by igniting neighborhood centers

Environmental Health

Reduce climate pollution and air pollution through best practices, emphasizing electrification

Transportation & Mobility

Advance a 15-minute City by accelerating our shift to Active Modes

erlapping Strategic Objectives

High Performing Government

HPG 4 Incorporate a management strategy for all new and existing City assets that address deferred maintenance and accessibility.

Neighborhood & Community Vitality

NCV 4 Remove obstacles to build interconnected Neighborhood Centers to accelerate progress towards our goal for everyone to have the daily goods and services available within a 15-minute walk or bike ride from home.

Culture & Recreation

C&R 2 Implement criteria and prioritization to manage assets and replace equipment that will revitalize parks and recreational facilities, as the planned buildout of the parks and trails system continues.

Transportation & Mobility

T&M 1 Make significant progress toward the City's Vision Zero goal to have no serious injury or fatal crashes for people walking, biking, rolling or driving in Fort Collins.

Environmental Health

ENV 1 Implement the Our Climate Future Plan to advance the City's greenhouse gas, energy and waste goals; reduce air pollution; and improve community resilience.

teria Alignment With Community Goals

Transportation & Mobility

- Eliminate fatal and serious injury crashes by 2032
- Encourage shift to active modes

Neighborhood & Community Vitality

- Strengthen underserved communities
- Support community centers

Economic Health

- Improve resiliency

Environmental Health

- Enhance sustainability

Table 1. Criteria versus Community Goals Matrix

Criteria	Community Goals[1]					
	Eliminating Fatal and Serious Injury Crashes by 2032	Encourage Shift to Active Modes	Strengthen Underserved Communities	Improve Resiliency	Enhance Sustainability	Support Community Centers
Safety	●	●	◑	○	○	●
GHG Reduction	◑	●	◑	○	●	◑
HEI	◑	◑	●	●	●	●
Regional Significant/Alignment	○	○	◑	●	○	◑
Synergy (Streets)	○	◑	◑	●	●	◑
Synergy (Utilities)	○	○	◑	●	○	○
Synergy (Forestry)	○	◑	◑	○	●	○
Synergy (Other)	○	○	◑	◑	◑	○
Community Benefit (Bikes)	●	●	●	◑	◑	●
Community Benefit (Pedestrians)	●	●	●	◑	◑	●

1. Community goals aggregated from various relevant plans including: the 2024 Strategic Plan, Our Climate Future, 15-Minute City Analysis, Active Modes Plan, and Vision Zero Action Plan.

TCI

CRITERIA

oject Prioritization: Transportation Capital Improvement

STEP 1 Project Need & Identification

PRIORITIES, OBJECTIVES, PLANS, STUDIES AND PROGRAMS

- Active Mode Plan
- Strategic Trails Plan
- Transportation Capital Projects Prioritization Study

STEP 2 Evaluation Criteria

(varies by plan/program)

- Safety
- GHG Reduction
- Health Equity Index
- Regional Significance & Alignment
- Synergy (4)
- Community Benefit (2)

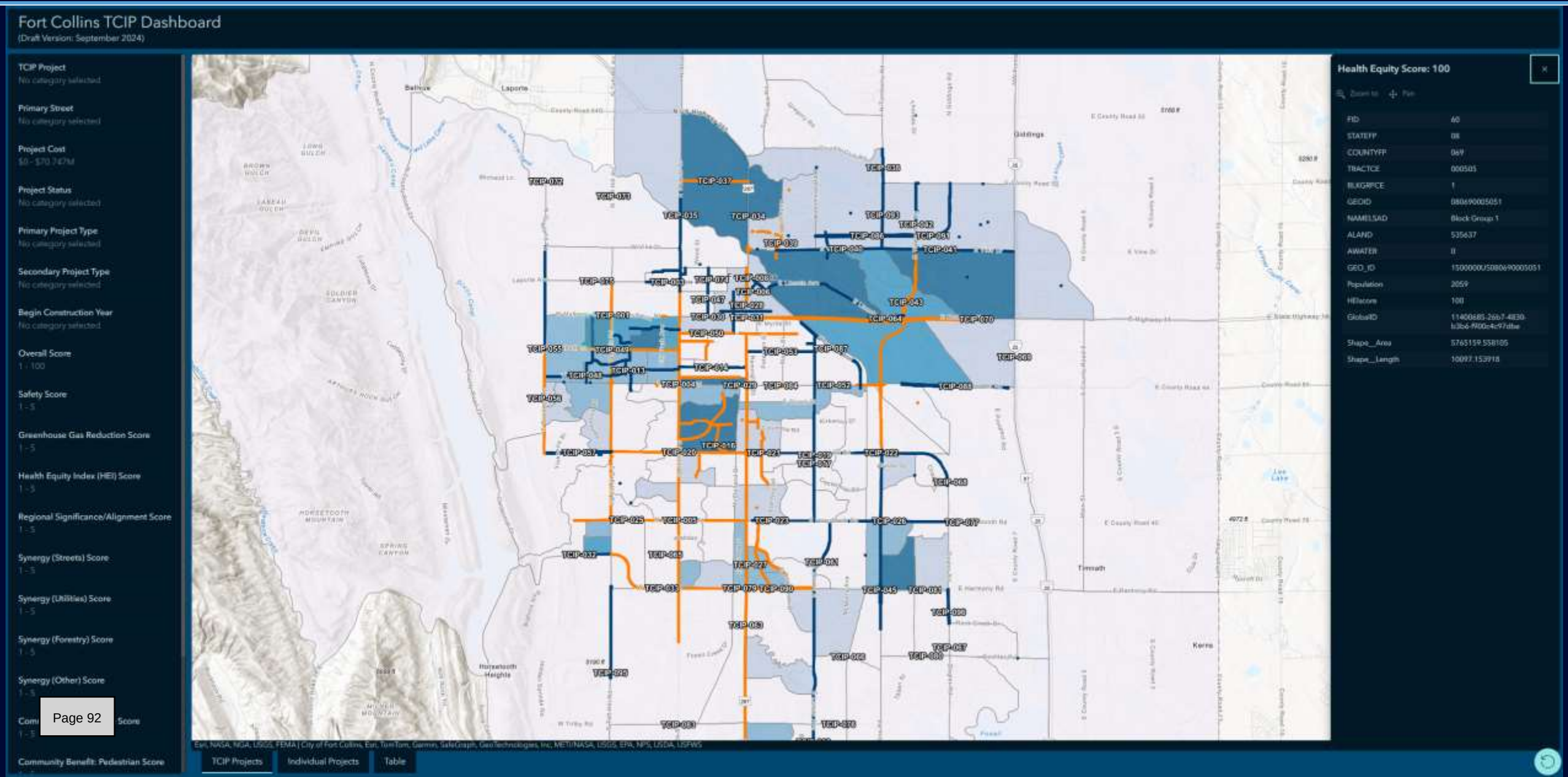
= Includes Impacts to Safe Routes to School

STEP 3 Project Lists

PROJECT TYPES	EXAMPLES
Active modes system improvements	Laporte Bike Lanes, City Park & Mulberry
Road and intersection improvements	College & Trilby, South Timberline
Bicycle/pedestrian grade separated crossings	Siphon, Power Trail at Harmony

PROJECT INTEGRATION – Transportation Capital Improvement

aluation Criteria



TCI

PROJECT PRIORITIZATION

eb Based Tool

ample Project

CONCLUSION

w the TCI helps the City advance a 15-Minute City

Council Priorities		Themes for 15-Minute City Strategy
Operationalize city resources to build and preserve affordable housing		• Increase housing capacity in areas with strong connectivity • Support mixed-use neighborhoods
Advance a 15-Minute City by igniting neighborhood centers		• Expand access to nature and parks • Increase awareness through education and outreach
Advance a 15-Minute City by accelerating our shift to active modes		• Expand the active transportation network • Expand transit services • Increase safety conditions for vulnerable road users

estions for Council

Do Councilmembers support the draft methodology, criteria, and findings for TCI?

Do Councilmembers have any questions or feedback on the following specific areas of focus:

- **Criteria Selection**
- **Alignment with Goals**
- **Draft Prioritized List**

Back Up Slides

ategic Alignment With Our Plans

VISION ZERO

OUR CLIMATE FUTURE

FORT COLLINS CITY PLAN
PLANNING OUR FUTURE. TOGETHER.

2024 STRATEGIC PLAN

FORT COLLINS TRANSIT MASTER PLAN
PLANNING OUR FUTURE. TOGETHER.

City of Fort Collins STRATEGIC TRAILS PLAN

active modes PLAN

High-Injury Network

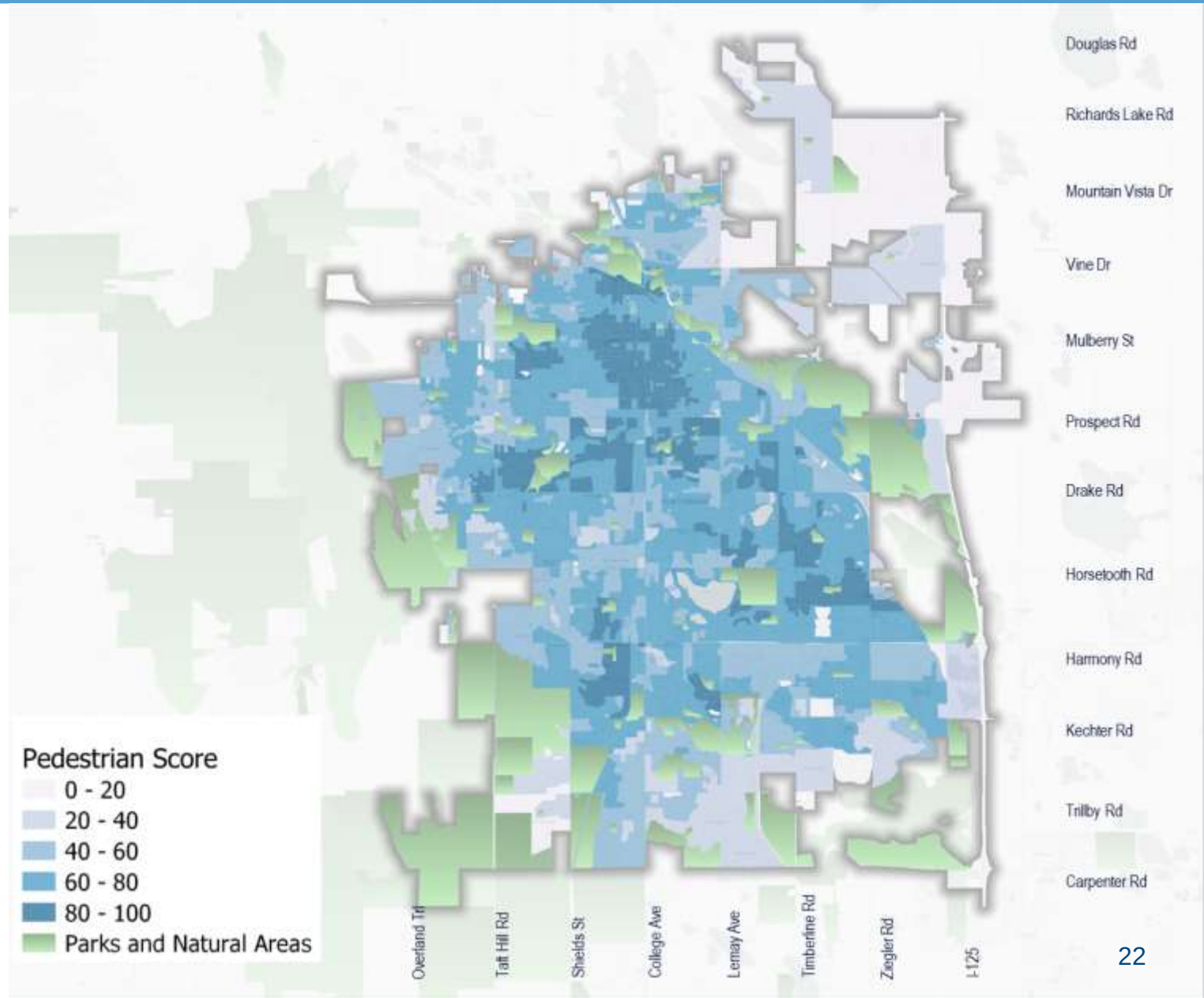
70%
of severe crashes occurred at an intersection

The HIN is
91% arterials
6% collectors
3% local

8%
of the roads have
63%
of all fatal and serious injury crashes

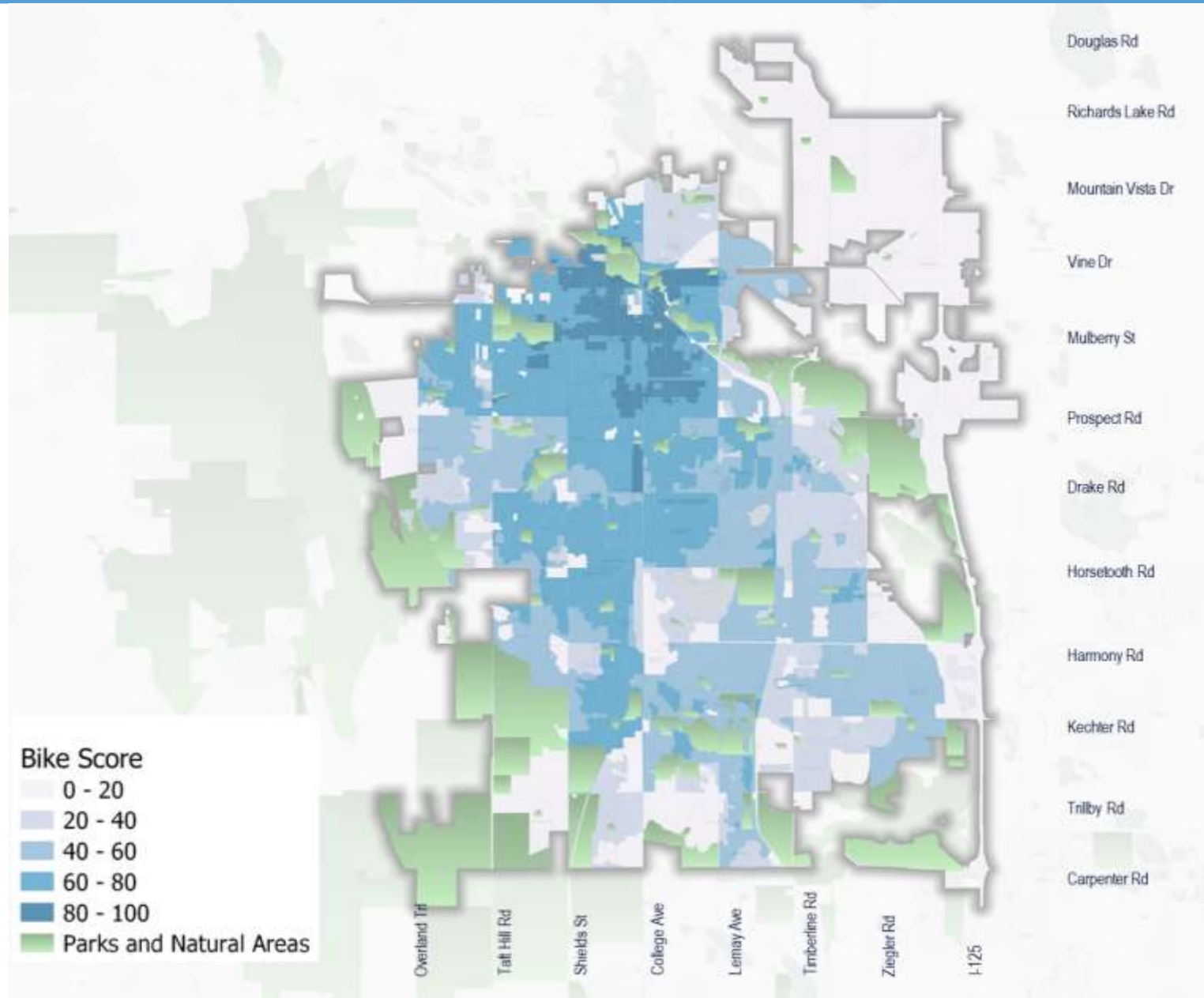
Community Benefit Pedestrian Connectivity

Score Range	Description of Access and Connectivity	
0-20	Very Poor	Little to no daily destinations accessible
20-40	Poor	
40-60	Fair	
60-80	Good	Most or all daily destinations accessible
80-100	Very Good	

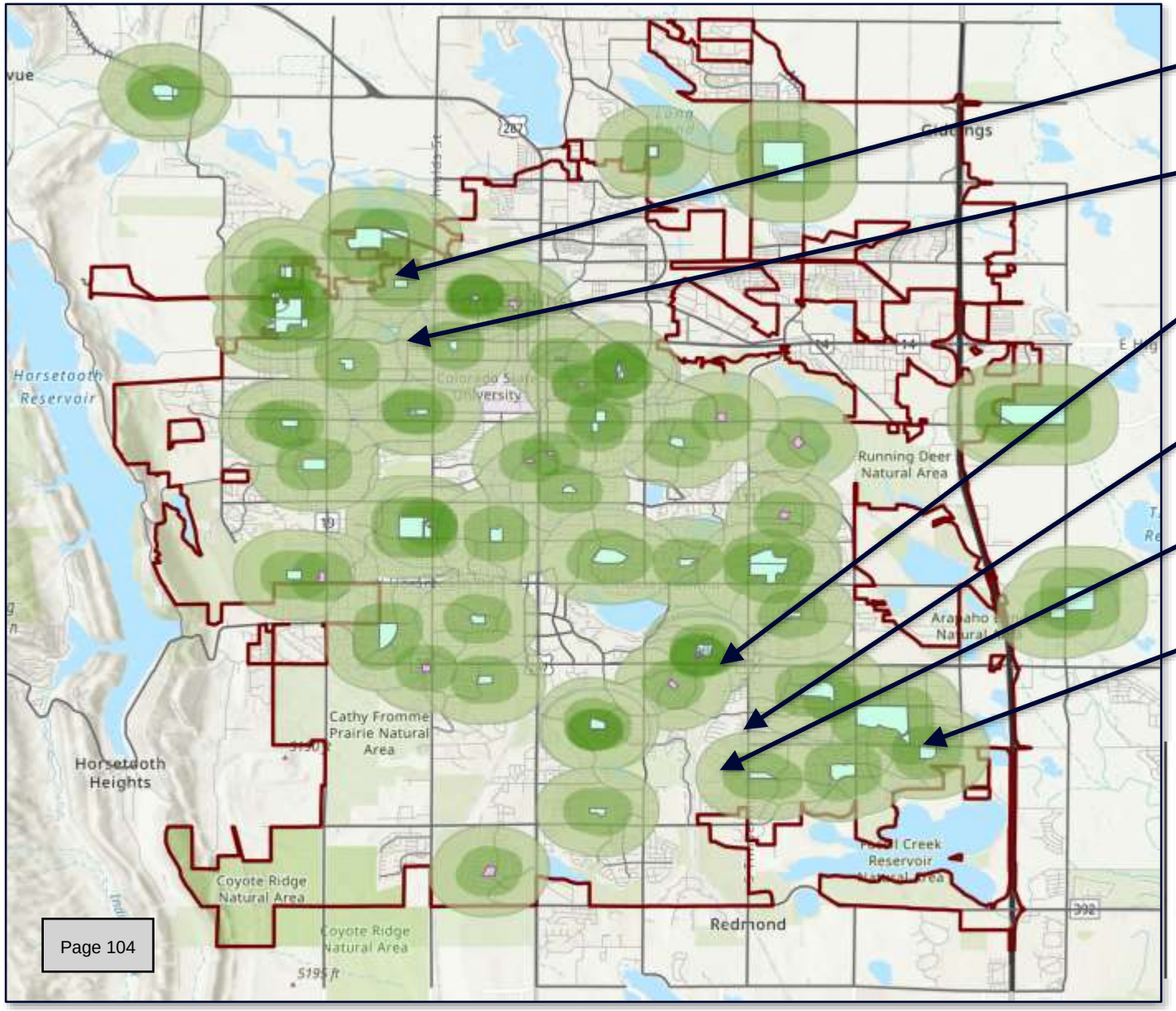


Community Benefit Bike Connectivity

Score Range	Description of Access and Connectivity	
0-20	Very Poor	Little to no daily destinations accessible
20-40	Poor	
40-60	Fair	
60-80	Good	Most or all daily destinations accessible
80-100	Very Good	



Example capital projects and relation to nearby schools



Laporte Ave
- Putnam Elementary, Poudre HS

City Park Ave and Mulberry Intersection
- CSU, Dunn Elementary

Power Trail under Harmony
- Kruse Elementary, Colorado Early Colleges, Harmony School, preschool

Timberline Road Improvements
- Bacon Elementary, Kinard Middle

Mail Creek Trail
- Bacon Elementary, Kinard Middle

Kechter Road Crossing
- Zach Elementary

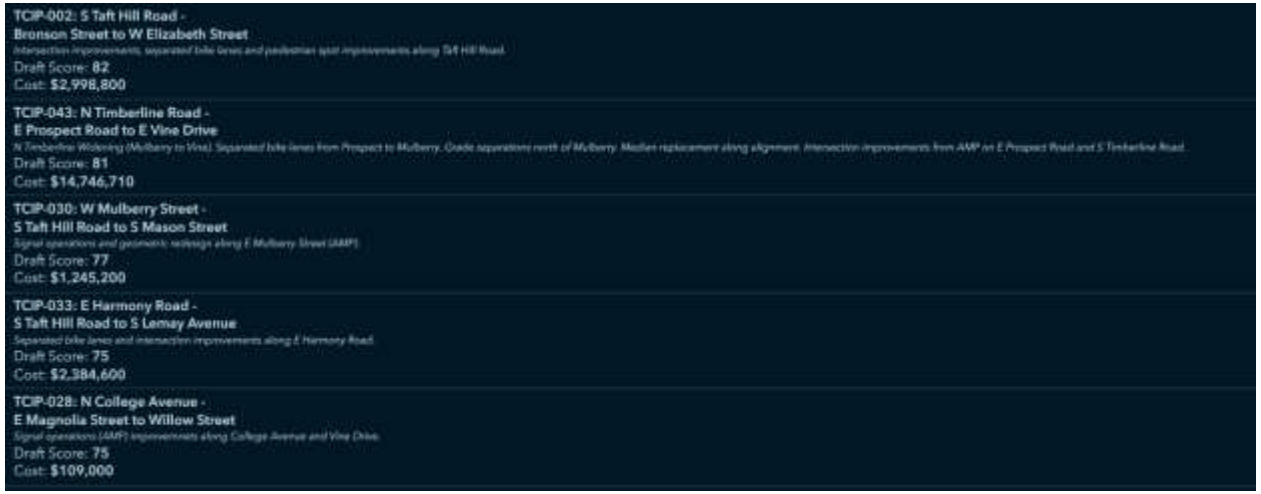
Prioritization Criteria – TCPPS and Active Modes Plan

TCPPS	Active Modes Plan
Quantitative - Identify Top Tier Projects	
Crash Reduction Reduction in annual crashes (crashes/year)	**Safety & Comfort** Citywide High-Injury Network; Bicycle or Pedestrian Level of Traffic Stress; Pedestrian distance to low-stress crossing opportunities
Peak Hour Delay Reduction Amount of delay reduction (seconds)	**Access** Number of nearby Transfort stations or stops
Equity Fort Collins Health Equity Index (unitless)	**Health & Equity** Fort Collins Health Equity Index
Growth Expected traffic growth from NFRMPO (%)	**Network Connectivity** Number of connections to existing or proposed bicycle/trail network

Prioritization Criteria – TCPPS and Active Modes Plan

TCPPS	Active Modes Plan
Qualitative - Final Ranking	
Cost Estimated project cost	**Cost** Estimated project cost
Readiness Additional study, analysis, or permitting? Other exceptional complexities? Funding source available?	**Readiness** Is additional study or analysis needed?
Multimodal Benefit Supports proposed bike/ped/frequent transit projects?	**Multimodal Benefit** Supports proposed bike/ped/frequent transit projects?
Synergy Supports other currently funded or programmed public or private projects?	**Synergy** Supports other currently funded or programmed public or private projects?
Community Addresses community needs & interests based on public input and identified community activity centers, open spaces, etc.	No comparable metric

TCIP Project Number	Primary Street	Project Limits 1	Project Limits 2	Scope	Project Cost	Safety	GHG Reduction	HEI	Regional Significant/ Alignment	Synergy (Streets)	Synergy (Utilities)	Synergy (Forestry)	Synergy (other)	Community Benefit (Bike Scores)	Community Benefit (Pedestrian Scores)	Draft Score (Base)
TCIP-002	S Taft Hill Road	Bronson Street	W Elizabeth Street	Intersection improvements, separated bike lanes and pedestrian spot	$2,998,800.00	4	4	5	5	5	5	2	3	3	5	82
TCIP-043	N Timberline Road	E Prospect Road	E Vine Drive	N Timberline Widening (Mulberry to Vine). Separated bike lanes from	$14,746,710.00	5	4	5	5	3	5	3	1	3	5	81
TCIP-030	W Mulberry Street	S Taft Hill Road	S Mason Street	Signal operations and geometric redesign along E Mulberry Street	$1,245,200.00	4	4	5	5	3	1	5	1	4	5	77
TCIP-028	N College Avenue	E Magnolia Street	Willow Street	Signal operations (AMP) improvemnets along College Avenue and Vine	$109,000.00	4	4	2	5	5	3	3	1	4	5	75
TCIP-033	E Harmony Road	S Taft Hill Road	S Lemay Avenue	Separated bike lanes and intersection improvements along E Harmony Road.	$2,384,600.00	5	4	4	3	3	3	3	3	3	5	75



File Attachments for Item:

4. Strategic Trails Plan Update.

The project team has made considerable progress over the last eight months and the (STP) is nearing completion. The plan enters its third and final phase and it’s an opportune moment to pause and garner feedback from Council.

Following Council feedback, staff will focus on finalizing the tasks and will develop the draft plan which will be available for public review in late February. After incorporating final comments, the plan will be finalized and shared with Council for consideration in May 2025.

January 14, 2025

WORK SESSION AGENDA ITEM SUMMARY

City Council

STAFF

Dean Klingner, Community Services Director
Mike Calhoon, Parks Director
Jill Wuertz, Senior Manager, Park Planning & Development
Dave “DK” Kemp, Senior Trails Planner, Park Planning & Development

SUBJECT FOR DISCUSSION

Strategic Trails Plan Update.

EXECUTIVE SUMMARY

The project team has made considerable progress over the last eight months and the Strategic Trails Plan (STP) is nearing completion. The plan enters its third and final phase and it’s an opportune moment to pause and garner feedback from Council.

Following Council feedback, staff will focus on finalizing the tasks and will develop the draft plan which will be available for public review in late February. After incorporating final comments, the plan will be finalized and shared with Council for consideration in May 2025.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

Does Council have feedback on the following?

1. Guiding principles used to develop the Proposed Trails Map
2. Criteria used to prioritize trail projects
3. Proposed strategy to address trail safety

BACKGROUND / DISCUSSION

The paved trail system is one of the most highly valued community assets in Fort Collins, as indicated in the 2024 Community Survey. Over the span of 45 years, the City has expanded the system to 46 miles of trails throughout the City connecting community members from neighborhoods to schools, parks, natural areas, and downtown. Trail planning efforts have been included in several Parks and Recreation plans since the mid-1970’s and in 2013, the first standalone trails plan was adopted by Council - the 2013 Paved Recreational Trails Master Plan. Additional goals were also identified in the 2021 Parks and Recreation Plan – ReCreate.

Beginning in March 2024, an interdepartmental team was formed to update the 2013 trails plan, renamed, the Strategic Trails Plan (STP). Since March, the project team has embarked upon the planning and implementation of a robust community engagement process that has led to the development of the plan's policies and specific deliverables. To help ground the discussion, below is a recap of the plan's overarching purpose and goals:

Plan Purpose

- Provide a framework for the future planning, design, maintenance, funding, and preservation of the paved trail system
- Update framework for planning, design, construction, maintenance, and preservation of the paved trail system
- Create seamless integration of a low-stress network (on and off-street systems) to achieve a 15-Minute City while maintaining the trail system's recreational value
- Ensure priority trail connections are made to underrepresented neighborhoods, schools, parks, and natural areas

Plan Goals

- Assess if the paved trail system meets the needs of community and determine challenges and opportunities for improvement
- Develop shared vision for expansion of paved trail system to meet future needs
- Create transparency to trail planning, design, funding, construction and maintenance
- Explore and develop new policies to improve current and future paved trail system

PROGRESS TO DATE

1. Community Engagement – Phases I & II

The project team hosted or participated in several community engagement activities between the months of May and November 2024 to share plan details and to hear from community members firsthand. Activities ranged from community working group meetings to community-wide events, neighborhood meetings, boards and commission meetings, and a (regional) Northern Colorado Trails Summit.

The project team also launched the second phase of the online interactive mapping tool to share and receive community feedback on proposed trails. Since Phase I, this interactive tool has enabled community members to interact with one another and to agree or disagree with trail observations and ideas for improvement.

It has proved to be an extremely effective method for reaching hundreds of community members and to also document public input related to the everyday user experiences, including safety concerns, pavement conditions, maintenance needs, user interactions, and suggestions to expand the trail system.

The details of these online and in-person activities are fully captured in the Community Engagement Summary (**Attachment 2).** The input received from Phases I & II activities is summarized in the following key themes:

Phase I (March – May)

- **Trails for all -** Everyone should have access to trail opportunities and the planning and design of trails should account for the great variation in abilities, cultural backgrounds, modes of movement, and diversity of the community.

- **Community Connections -** Priority connections for the community include neighborhoods, schools, parks, natural areas, and linkages to other trails.

- **Interconnected Network -** Trails are a key component of the City's system of facilities for active transportation and recreation and should be considered congruently with those facilities to provide a seamless and safe user experience.

Phase II (May - November)

- **Complement On-Street Infrastructure -** Trails should complement, not replace on-street bicycle infrastructure. In many areas of the city, the existing and proposed on-street infrastructure is low-stress.

- **Balancing Trail Access -** Homeowner concern for loss of privacy if trails are developed within irrigation ditch corridors and very close to homes.

- **New Trails in the Northeast -** Strong support for investment in NE Fort Collins trails and interim facilities while future development processes unfold.

- **Trail Safety Education -** Need for additional trail safety education regarding user behaviors/etiquette.

- **Partnerships Produce Results -** Collaborative trail development in Northern Colorado has resulted in the successful completion of numerous projects that connect Fort Collins to neighboring communities. The City should continue to leverage partnerships for a coordinated approach to network development.

2. Draft Proposed Trails Map

The primary focus of the STP is to analyze the existing trail system, to better understand how the trail system serves the community today, and to re-envision how the trail system will serve the community of tomorrow. The project team used five guiding principles to develop the proposed trails map.

1. **Community Engagement** – The public input gleaned in Phases I & 2 were used to create the foundation of the proposed trails map. Utilizing the on line interactive mapping tool, community members were able to articulate and document current gaps in the trail network and help staff understand where they'd like the trail system to go in the future as part of Phase I. In Phase II, community members were offered the opportunity to react to the proposed trails map generated by staff using comments from Phase I and several guiding principles.

2. **Demand and Growth** - This analysis takes into great consideration areas of the city that are continuing to grow while investigating older parts of the city to determine where trails may be retroactively factored into the built environment.

3. **The 15 Minute City** - The paved trail system should not be considered a panacea for creating safe connections to and from each and every origin and destination, but rather, the system must be

designed to be complementary to the existing and future on-street walking and bicycling systems. The 2022 Active Modes Plan (AMP) envisions, plans and prioritizes hundreds of street projects to make streets more accessible, safe, and comfortable for people walking, biking, and rolling. A key premise of the AMP is to develop a Low (Traffic) Stress Network. By working together, the STP and AMP envision and plan for a seamless integration of the off-street and on-street networks. Further these plans represent integral components to achieve the 15-Minute City, a Council priority, with the goal of prioritized connectivity to schools and underrepresented neighborhoods, thereby ensuring equitable service delivery.

4. **Recreational Experience** - Maintaining and enhancing the recreational value of the paved trail system is germane to the foundation of the paved trail system. The future of the trail system can be designed in a manner that preserves the recreational value by planning a system that provides the following features:

   - Cascading or stacked recreational loops that vary in length.
   - Trail design that emulates the shape of the natural landscape and provides variety.
   - Prioritization of trails to access Parks, Natural Areas, riparian corridors, and open spaces.

5. **Conservation and Resilience** - Trails have significant potential as resilient infrastructure that supports both recreation and conservation, specifically in the following functions:

   - **Environmental Stewardship:** Establishing public trails can formalize beneficial social trails, improving the overall recreation experience while protecting sensitive habitats. The integration of trail construction with environmental restoration projects brings additional benefits; and by aligning trail development with wetland stabilization, and stormwater mitigation efforts, trails can create new opportunities for environmental education and community engagement.

   - **Trails as Resilient Infrastructure:** Trails can be designed to serve multiple purposes, including recreation, active transportation, and climate resilience. By integrating trails into local and regional transportation networks, trails help reduce carbon emissions by encouraging non-motorized travel. Additionally, trails can function as adaptive infrastructure, provide flood protection, add to city's tree canopy to mitigate heat islands, serve as fire breaks, and support stormwater management.

Using these guiding principles and faced with both opportunities and constraints, the project team navigated numerous environmental and physical factors to generate a proposed trails map that is feasible from an implementation standpoint; however, the proposed trails map is extensive and unequivocally ambitious with nearly **71 proposed new miles of trails and 35 proposed grade separated crossings at arterial and collector roadways.**

The proposed trails map represents at least a 25-year planning horizon, although, the proposed trails map should be revisited every 5-7 years as the community grows and priorities shift.

Prioritizing Trail Projects

To prioritize trail projects that best meet the needs of the community, the STP proposes two prioritization models to evaluate existing trails and proposed trails. Existing trails and proposed trails draw different funding sources, and therefore are not always in direct competition with one another for funds. For this reason, two models are proposed to account for the difference in existing versus projected data.

The project prioritization framework will equip staff with a framework for reconsidering priorities each year as the City develops its offers for the bi-annual Budgeting for Outcomes process. The framework will also help community members understand the anticipated build out of the trail system.

Prioritization can change in response to new funding sources, opportunities, constraints, and community preferences. Therefore, prioritization can and should be re-evaluated at regular intervals as needs and opportunities shift. Several criteria were considered as sourced from the several city plans and other peer cities. The following sets of criteria are proposed for each model.

Existing Trails Prioritization Criteria (Maintenance and Improvements):

- ***Deferred Asset Maintenance***
    - The STP Asset Assessment Geodatabase, identifies trail sections that pertain to Access Control needs, ADA Deficiency, Crossing Deficiency, Drainage/Flooding, Erosion, Lack of Lighting, Narrow Tread/Insufficient shoulder, Pavement Deficiency, Sharp Turns & Blind Spots, Other). Improves individual safety and safety among user interactions.
- ***Equitable Service Delivery***
    - Trails that enter or are near the 15-min City Analysis identified Equity Focus Areas (EFAs) which have been cross referenced with city's Economic Opportunities Area (EOA) map.
- ***Quantitative Level of Service (LOS)***
    - A quantitative LOS score was calculated for major existing paved travels that evaluated trail width, surface type, grade changes, and user volumes.

Proposed Trails Prioritization Criteria:

- ***Equitable Service Delivery***
    - Proposed trails that enter or are near the 15-min City Analysis identified Equity Focus Areas (EFAs) which have been cross referenced with city's Economic Opportunities Area (EOA) map.
- ***Connectivity to Schools & Neighborhoods***
    - Closes gaps and/or connects schools and neighborhoods
- ***Recreational Value***
    - Closes gaps, completes loops, or connects to Parks or Natural Areas
- ***Demand and Growth***
    - Located in growth areas in alignment with current BFO proposals OR in areas of active and/or anticipated future development review projects
- ***Completes a Gap***
    - Completes a strategic segment of trail to connect two or more trails.

From an operational perspective, each discrete project will also be cross referenced with other future related or adjacent projects and developments to ensure synergy & ease of Implementation. If the city is able to leverage a project in terms of additional resources, or if the project is considered "low-hanging fruit," these factors may influence a shift in the project's ranking.

Grade Separated Crossings

In 2018, an interdepartmental city team prepared the Bicycle and Pedestrian Grade Separated Crossing Prioritization Study. This prioritization study established an approach to prioritize candidate bicycle and pedestrian grade separation locations to direct future investment toward locations that need it most using an approach of both data and engineering judgement. The study has remained in draft form and has been a helpful tool primarily for staff to reference future projects.

As part of the STP, the prioritization study is being updated to remove projects that have been completed and include newly identified projects through the STP planning process. Using the original prioritization criteria, the new list will be reprioritized and cross referenced against the 15 Minute City Analysis to ensure conformity.

The design and construction of grade separated crossings have historically been implemented through a partnership between Park Planning & Development and the City's Engineering Department. Engineering typically leads these major projects and applies for state and federal transportation grants through the North Front Range Metropolitan Organization to help co-fund the projects.

In 2024, the City's Engineering Department developed the 10-Year Transportation Capital Improvement (TCI). TCI is a tool that prioritizes the City's various transportation infrastructure investments using criteria aligning with the City's strategic goals and objectives. Of the 35 identified proposed grade separated crossings at arterial and collector roadways, the top ranked (10-15) grade separated crossing projects identified in the updated Bicycle and Pedestrian Grade Separated Crossing Prioritization Study will be included in the TCI for capital project prioritization and future construction.

Trail Funding Summary

Funding for trail planning, design, and construction is primarily obtained from Conservation Trust Funds (CTF) and Great Outdoors Colorado (GOCO), which are beneficiaries of Colorado Lottery proceeds.

CTF is constitutionally mandated to be distributed directly to local governments, based on population, for acquiring, developing, and maintaining parks, open space, and recreational facilities, such as trails. The funds are distributed and monitored through the Colorado Department of Local Affairs. The City of Fort Collins receives approximately 2.4 million dollars annually to fund trail planning, design, and construction, as well as partial maintenance of the trail system. Occasionally, CTF funds are also used to augment other Parks' projects.

The city may also apply for GOCO grants to provide supplemental funding for discreet recreational-based projects. A recent example of a successful GOCO grant is the Poudre River Trail project. The recent trail connections were made possible thanks to a $2 million Great Outdoors Colorado (GOCO) Connect Initiative Program grant, awarded in 2019 to Larimer County in partnership with the City of Fort Collins and the Towns of Windsor and Timnath.

The Parks Department will also coordinate with Transportation Engineering and Planning (FC Moves) to apply for state and federal funding to plan, design, and construct joint projects, primarily grade separated crossings (over and underpasses). The city's Transportation Capital Expansion Fee (TCEF) is also a partial funding mechanism to design and construct grade separated crossings. Current examples of this partnership include the future Siphon Overpass and Harmony Underpass projects.

The current Community Capital Improvement Program (CCIP) ¼ cent tax funds have historically contributed to the design and construction of grade separated crossings and could potentially contribute to also fund trail projects in the future.

The current Community Capital Improvement Program (CCIP) tax will expire on December 31, 2025. Staff is currently working to create a package to offer voters as a renewal in November 2025 for a tax that would run from January 1, 2026, to December 31, 2035. The STP is currently linked to two potential projects:

- **Strategic Trails Implementation: $10M (tentative)** - The **Strategic Trail Plan** will be completed in early 2025. Additional annual funding will support the current Conservation Trust funding and expedite project delivery as developed by the plan. This potential funding mechanism would bolster current trail funding by approximately 40%.

- **Bicycle Infrastructure and *Overpass/Underpass* Program**: **$20M (tentative)** - This program provides an annual fund to construct bicycle infrastructure as recommended in the Active Modes Plan (AMP). This fund will combine the previous CCIP Bicycle Infrastructure Improvements and CCIP Bike/Ped Grade Separated Crossing Funds so will also fund pedestrian over/underpass projects that align with the AMP and the **Strategic Trails Plan**, as well as aligns with our Vision Zero action plan.

Lastly, the City has historically capitalized on the opportunity to partner with land developers to dedicate public access easements and to share the cost to design and construct trail infrastructure. This coordination is closely tied to sharing the vision of the STP in areas of the city that are still growing, such as Northeast Fort Collins and other infill and redevelopment projects.

3. Addressing Trail Safety

Over the course of 2024, an emerging theme surfaced through STP community engagement activities at city events, boards commission meetings, and correspondence with community members and Council - a need to more thoroughly address mobility safety on the paved trail system.

The issue primarily involves the speed and types of bikes, including e-bikes, that are being operated on the trail system. The speed differentials between people walking and people biking can be great and in many reported close call incidents, people moving more slowly on the trail system feel intimidated and are concerned they will be struck by a faster moving bicyclist. There's also concern for people operating devices that are outside of the State of Colorado's e-bike classification. These devices are considered "out of class" by the People for Bikes organization and can reach speeds higher than Class 1 & 2 e-bikes.

While crashes resulting in severe injury are rare on the trail system, they do occur. There is a public perception that our city is lacking in terms of providing a safe environment for people to use a diversity of mobility options on our trails and that additional safety education efforts are needed so people of all ages, abilities, and backgrounds feel safe and welcome using the trails. The need to instill a culture of safety and courtesy on our trails is paramount.

Related to the STP process and trail safety, Park Planning & Development staff are coordinating with FC Moves on a 'Which Wheels Go Where?' project to explore the use of human and lightweight electric powered devices on city facilities, such as, sidewalks, streets, bike lanes, and trails. This project is moving forward concurrently to the STP process and is scheduled to seek Council feedback in May 2025.

Trail Safety Strategy
To address trail safety issues, staff is currently exploring a four-point approach that will require coordination between several departments including, Parks, Natural Areas, FC Moves, Communication and Public Information Office, and the Fort Collins Police Department. Implementation of this strategy will begin in 2025.

1. **Trail Safety Education Campaign –** Develop a contemporary and evergreen multimedia safety education campaign that addresses common safety concerns and provides on-going safety education messaging and resources, including information and guidance specific to the types of allowed e-bikes, allowed speeds, and consumer education.

2. **Courtesy and Etiquette Signs -** Use existing sign design or develop new design and install more frequently along the trail system reflecting key safety messages of multimedia campaign.

3. **Warning Signs and Striping Improvements** - Create consistency and refresh centerline striping and install warning signs at bridges, underpasses, and trail junctions.

4. **Bicycle Ambassador Program** - Continue coordination with FC Moves to include path patrols and routine trail pop-up events to provide trail user safety education.

Enforcement Considerations

There's often a sense that enforcement will solve the safety concerns on our trails however, there are considerable challenges with enforcement for it to be an effective tactic in changing trail user behavior, particularly in the long-term.

The existing 45 miles of the paved trail system is patrolled by a small team of rangers from both the Parks and Natural Areas Departments. Rangers have some enforcement limitations as they are not allowed to detain or pursue scofflaws. Rangers have the authority to issue citations for municipal code offenses; however, they often choose to educate people instead.

One method of educating community members involves employing a technique called, *'Authority of the Resource.'* This method transfers the authority (or that which asks a person to think or behave in a certain way) from the ranger to those areas (trails, parks, and natural resources) that have their own requirements. The technique asks the ranger to subtly deemphasize the regulation and transfer part of the expectation back to the community member by interpreting the area's requirements.

Fort Collins Police Services (FCPS) shares a similar position with respect to trail safety and enforcement. They are faced with a multitude of enforcement issues city-wide. Enforcement is at the discretion of the officer, and they typically focus enforcement on issues that have the greater threat to public safety. Spending considerable time on the trail system is not an effective use of their time; however, if an emergency is reported, both FCPS and the rangers will respond. Parks, Natural Areas, and Police Services recognize there is a trail safety issue; however, they believe the best course of action is to continue addressing safety through education and outreach, rather than enforcement.

4. Additional Completed Deliverables

The STP focus areas address existing and new challenges and opportunities associated with growing and preserving the paved trail system. The second phase of the STP process included multiple analyses, resulting in key reports and project deliverables that will directly inform recommendations of the plan.

- **Plan Congruence:** Ensuring STP alignment with related City plans is an important guiding principle of the planning process. The Plan Congruence task included extensive review of existing local and regional plans, maps, and policy initiatives with implications for paved trail planning in Fort Collins. This effort included identifying the specific policies, objectives, and recommendations from related plans that align with or are closely related to the STP Focus Areas, themes, and Council Priorities. This tool is intended to serve as helpful framework for identifying trail projects that support the goals of multiple City plans and departments.

- **Safety, Mobility, and Accessibility:** This task involves the review of current safety outreach practices and ordinances; and provide recommendations to create a culture of safety among users of the trail system. This focus area of the plan includes the trail safety education strategies previously discussed. Additional analyses include the following components:

    - **Quantitative Level of Service Analysis**. This analysis calculated a quantitative Level of Service (LOS) score for major existing paved travels that evaluated each trail according to width, surface type, grade changes, and user volumes. This evaluation identified existing trails in the greatest need of improvements relative to the volume of users served, mode split (type of trail user), and quality of the existing facilities. Roughly two-thirds of existing paved trails already provide a Grade-A level of service. Of the trails studied, the Spring Creek trail performs the poorest, with five miles of C- and D-graded trail segments
    - **At-Grade Trail Crossings Crash History Analysis.** Pedestrian and bicycle crashes reveal potential traffic safety improvements that could be included at select locations. Crash data

trends at the transition zones from on-street to off-street trail network were analyzed for eleven years of crash data (2012 through 2023).

- **Asset Management:** A maintenance audit was conducted of existing major paved trails to document observed deficiencies, pavement conditions, known user conflicts, barriers to access, and other known issues with geo-tagged waypoints. The resulting STP Asset Assessment Geodatabase was used to create an online, interactive mapping tool for trail maintenance staff to review, track, and prioritize trail improvements and upgrades.

- **Irrigation Ditch/Trail Compatibility:** The purpose of this task is to evaluate the feasibility of pairing trails on, along, or across irrigation ditches; and to enhance public transparency to known challenges and explore opportunities for future collaboration with irrigation ditch companies. This study resulted in the production of four tools to help guide future implementation of trails along or across irrigation ditches within Fort Collins Growth Management Area: 1) Irrigation Ditch Company Evaluation Matrix; 2) Irrigation Ditch Viability Map; 3) Case Studies; 4) Consolidated GIS Shapefile of all Ditches within the Growth Management Area (GMA).

Deliverables Under Development

- **Development Review:** The project team conducted a thorough review of the City's Land Use Code as it relates to trail development requirements to identify amendments that may be necessary to optimize the code for future trail development by clarifying authority, definitions and terminology.
- **Design and Construction Standards**: Review and update existing design standards to ensure that new trail facilities can meet the needs of a growing population of trail users. These recommendations will define trail typologies, design specifications for new construction, grade separated crossing standards, at-grade crossing standards, and centerline standards.
- **Project Prioritization and Implementation Scenarios** – Utilizing the criteria described above, the project team will run a model to inform the future build out of the paved trail system. These scenarios will explore the rates of project construction and build out of the trail system based on current and potential future funding.

NEXT STEPS

Following the incorporation of feedback received from Council, staff will focus on finalizing the tasks described above as the fundamental building blocks of the plan recommendations.

Development of the draft plan will take place through February 2025 with a draft plan ready for public review in late February. Draft plan presentations and input sessions to city boards and commissions will take place concurrent to public review. After incorporating final comments, the plan will be finalized and shared with Council for anticipated adoption in May 2025.

ATTACHMENTS

1. Proposed Trails Map
2. Community Engagement Summary
3. Presentation

0 0.75 1.5 3 Miles

City of Fort Collins Strategic Trails Plan
Proposed Paved Trails Overview

Paved Trails
- City of Fort Collins Parks and Recreation - Major Trail
- City of Fort Collins Parks and Recreation - Minor Trail
- City of Fort Collins Other Departments
- Other Municipalities
- Colorado State University
- HOA and Unknown

Active Modes Facilities
- Existing On-Street Bike Facilities
- Existing Separated Bike Lane
- Existing Sidepath
- Proposed On-Street Bike Facilities
- Proposed Separated Bike Lane
- Proposed Sidepath
- Proposed Trail
- Proposed Trail on CSU Property
- Proposed Alternate Trail Route
- Proposed At Grade Crossing
- Existing At Grade Crossing
- Existing Grade Separated Crossing
- Proposed Grade Separated Arterial Road Crossing
- Proposed Grade Separated Collector Road Crossing
- Proposed Grade Separated Waterway Crossing
- Proposed Grade Separated Railroad Crossing
- Potential Trailheads
- NFRMPO Regional Active Transportation Corridor
- Soft Surface Trails
- Railways
- Rivers/Streams
- Canals
- Parks
- Natural Areas
- Growth Management Area
- City Limits
- College/University
- Elementary, Middle, and/or High School

City of Fort Collins STRATEGIC TRAILS PLAN

CITY OF FORT COLLINS STRATEGIC TRAILS PLAN

COMMUNITY ENGAGEMENT SUMMARY

PHASE 1 | MARCH - JUNE 2024

OVERVIEW

This summary presents key constituent and community engagement strategies and results that took place from March through June 2024. This stage of outreach included a series of engagement opportunities that engaged approximately 1,826 Fort Collins constituents and community members at the time of this report.

The STP Project Management Team and planning consultants (the project team) utilized a variety of engagement tools to gather valuable feedback from the community regarding their experiences, challenges, opportunities, and values related to Fort Collins paved trails. The purpose of these conversations was to:

- Introduce the project and stimulate community-wide awareness of the planning effort
- Solicit candid feedback from a broad cross-section of the Fort Collins community
- Identify key themes, opportunities, local values, preferences, and needs related to paved trails in Fort Collins

This section is organized into four parts:

1. Summary of Phase 1 events and engagement opportunities
2. Methodology: event format or outreach strategy
3. Results Summary: key themes and takeaways from each engagement
4. Appendix: complete engagement results

PHASE 1 EVENTS

Date	Event	Location	Number of Attendees/ Respondents
3/4/24	Community Working Group Meeting # 1	215 N. Mason St.	13
4/1-6/1/24	Our City STP Webpage Hits	Virtual	2.3k Aware Visitors
4/1/24 – 5/1/2024	Online Interactive Map Commenting #1	Virtual	400
4/1 – 5/1/2024	Questionnaire (qualitative)	Virtual	947
4/1 – 4/30/2024	Meetings with various trail user group Executive Directors	Hybrid	4
4/15/24	Community-wide Public Meeting #1	Northside Atzlan Community Center	77
4/18/24	City Council Memorandum	Virtual	7
4/22/24	CSU Earth Day Pop-up Engagement	Lory Student Center	114
4/24/24	Parks and Recreation Advisory Board Meeting #1	Parks Dept. offices	9
4/28/24	Kids in the Park Pop-up Engagement	Twin Silo Park	
5/8/24	Power Trail and Harmony Underpass Open House	Kruse Elementary	200

Date	Event	Location	Number of Attendees/ Respondents
5/16/24	Disability Advisory Board Meeting #1	Virtual	12
5/20/24	Active Modes Advisory Board Meeting #1	281 North College	Sent Memo
5/20/24	Neighborhood Meeting #1 of 7: Skyview North and South	Skyview North Park	12
5/29/24 & 6/11/24	Community Working Group Meetings #2 & #3	215 N. Mason St.	16
6/10/24	Super Issues Board Meeting	Lincoln Center	15
		TOTAL ENGAGED	**1,826**

RESULTS SUMMARY

Over a 12-week period from March through June, the project team engaged Fort Collins constituents and community members through a variety of methods including in-person and online engagement opportunities. Each engagement strategy, as well as a high-level summary of the key points and takeaways from each engagement event are provided below. Key themes that emerged consistently across all engagement opportunities are highlighted on the right side of each page below. For additional details, see the complete engagement results at the end of this document.

Community Working Group Meeting #1

To guide the direction and development of the STP, the STP project manager convened a Community Working Group (CWG) comprised of representatives from pertinent local organizations and City boards.

The first CWG meeting was held on March 4, 2024 at the Park Planning and Development office with representatives from the cycling community, CSU transportation, CSU Geospatial Centroid, Parks and Recreation Advisory Board, Chichas end Bicicleta, Larimer County Department of Natural Resources, and the North Front Range Metropolitan Planning Organization. A member of the Active Modes Advisory Board will be selected to participate on the CWG at the May 20th AMAB meeting. The CWG reviewed the STP project charter, community engagement plan, and identified project risks, opportunities, and draft project goals.

Emerging Theme

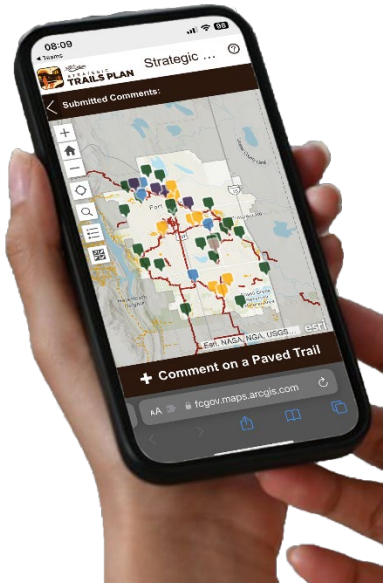
TRAILS FOR ALL. Everyone should have access to trail opportunities and the planning and design of trails should account for the great variation in abilities, cultural backgrounds, modes of movement, and diversity of the community.

- Utilize Safe Routes to School as a gap analysis that identifies routes that require students to be driven to school because they are not safe for walking or biking
- Emphasize that the Plan includes diverse user groups (e.g. equestrian, disability) and not just bikes, with priority projects that benefit both commuters and recreators
- Ensure that community outreach includes Spanish speakers and CSU student involvement
- Identify the best investment and make the choice easy for Council and/or grant funders rather than pitting projects against one another
- Ditches, a potential bike park that is also open to youths, and trail categories are likely challenges for planning
- Assess if the paved trail system is meeting the needs of the community and determine opportunities and challenges
- Develop a shared community vision for how the paved trail system can be maintained and expanded to address the current and future needs of an ever-changing and growing community
- Be transparent about guidelines, standards, and processes for trail funding, planning, design, and construction

- Explore and develop new policies that improve the safety, expansion, efficiency, funding, and connectivity of the paved trail system

Online Interactive Map

From April 1-May 1, 2024, an online interactive map allowed participants to identify the location of existing trail maintenance deficiencies, safety issues, personal security concerns, as well as preferred locations for new connections and amenities by dropping a geo-located pin on the map. In total, 349 pins and comments were placed on the map with 158 replies to the comments and 1,053 "likes."



Results

- Total number of unique comments: 349
  - Maintenance comments: 33
  - New trail connection comments: 159
  - Trail amenity comments: 17
  - Other observation comments: 24
  - Personal security comments: 7
  - Safety comments: 109
- Total number of replies: 158
- Total number of votes/hearts/likes: 1,053
- Top five most "liked" comments:
  - *"Need access to trail system from the growing number of neighborhoods in the Northeast part of Fort Collins."* (Location: Country Club Road and Turnberry intersection; 54 "likes" or votes)
  - *"Prioritize building underpass below Harmony Rd so Power Trail can be connected in this part of town. People have died going around on McMurry!"* (Location: Harmony Road and Union Pacific Railroad intersection; 47 "likes" or votes)
  - *"Either a new trail or heavily protected bike lanes along overland to connect the Poudre trail to the fossil creek trail. There are no trail connections running N/S on the West side of town."* (Location: near Overland Trail and W. Magnolia Street intersection; 24 "likes" or votes)
  - *"Please prioritize the trail connecting the Poudre Trail and Spring Creek trail between Overland Trail Rd and the Horsetooth Reservoir."* (Location: near Overland Trail and Cottonwood Glen/Spring Canyon Community Park; 22 "likes" or votes)
  - *"Please create a path or truly protected bike lane along Mason St in Old Town connecting the Mason Trail to the Poudre Trail from Laurel St to Cherry St."* (Location: intersection of Laurel St. and Mason Trail; 21 "likes" or votes)

- The majority of comment pins appear to be placed north of Drake Road.
- The Poudre River and Spring Creek Trails received a higher concentration of comments than other major paved trails maintained by Park Planning and Development. The Mason Trail also received a significant number of comments, although it is managed by the City's Transportation Department.
- Comments in the northeast quadrant of the City were strongly focused on identifying new connections in existing and planned neighborhoods north of Mulberry.
- Comments in the northwest quadrant of the City identified desired trails along canals and ditches, and underscored the importance of a trail or active transportation solution along the Overland Road corridor.
- In the southeast quadrant, comments were concentrated along Spring Creek Trail and identified the need for improvements and maintenance in many locations. Several commentors specifically identified the Pleasant Valley and Lake Canal corridor as a desirable trail location.
- Comments in the southeast quadrant were concentrated along the Power Trail and many identified the need for an east-west connection between the Power Trail and College Ave. corridor or Mason Trail. Harmony and Trilby Road were identified by participants as urgent needs for safe grade separated crossings and trail facilities along these corridors.
- To review all comments, visit the interactive map at this link.

Online Questionnaire #1

The first community-wide online questionnaire launched on April 1 and collected responses through May 1, 2024. The questionnaire was structured to gauge community satisfaction, attitudes, and perceptions, identify barriers to trail use, understand mode type and frequency of use, and understand what factors may increase trail use. A total of 947 responses were collected. Full results are presented here. Staff synthesized results and summarized key themes below.

Results

When asked to identify ways to better balance the needs of various types of trail users, the community responded with suggestions that have been broken out into seven different key themes.

1. **New Amenity**
    - Investments in the addition of new amenities to the trail system could help curb some of the challenges experienced on the trails. Community members suggested the inclusion of more trees and benches on the trails to enhance the user experience with an emphasis on more lighting in certain areas throughout town. The most common amenity requested was increased signage to help communicate wayfinding, speed limits, and overall trail etiquette suggestions.

      Sample response: "More signage/education about keeping right and passing on the left. Information about where drinking water and bathrooms are available."

2. **Connectivity & Expansion**
    - With the increase in density and population growth, the desire for better connectivity and more trails appeared as a common response. Reasons for an expanded system included safer mobility access, missing neighborhood connections, and accommodating the overall increase in population and users on the trail system.

      Sample response: "Continue to build more trails, more connectivity so users can disperse and access close to home, schools, and for commuting. Add more connected, peripheral trails that increase recreation access close to more neighborhoods around the city,

including soft-surface trails which can be used by those riding bikes, running, and more..."

3. **Infrastructure Replacement/Improvement**
    - While many of the questionnaire responses expressed a desire for overall expansion of the trail system, there was also a clear focus on identifying and addressing existing areas of trail infrastructure in need of improvement, rehabilitation, or replacement. Many community members suggested replacing or improving intersections to reduce the interactions between trail users and vehicles. Many responses also indicated the addition of a painted center line, or dedicated lanes could help reduce user conflicts.

      Sample response: "Create separate lanes on the paved trails for pedestrians and cyclists."

4. **Maintenance**
    - Overall maintenance and condition of the trail system was indicated as an opportunity for improvement to help with the overall usage of the trail system. Focusing on trash pickup and tree/plant care adjacent to the trails could help to address concerns with blind and tight corners. Many community members reported concerts with the upkeep of the overall trail surfaces leading to poor drainage, cracks in the concrete, and poor bridge transitions.

      Sample response: "Clear foliage around blind curves to increase visibility..."

5. **Multi-User Interactions**
    - With the increase in various user types on the trails, many residents expressed the desire for education for trail use etiquette with a significant focus on bike and pedestrian interactions. The convergence of different speeds of travel on the trail was a significant concerns and many responses suggested a focus on speed as a way to alleviate potential points of conflict between different user types.

      Sample response: "More education on trail etiquette. Too many people do not use audible signals with passing or take up the whole trail without paying attention to their surroundings."

6. **Trail Widening & Adjacent Soft Surfaces**
    - With the increase in density and the growth in population, many community members urged the inclusion of more adjacent soft surface trails, wider trail standards, and the widening of existing trails.

      Sample response: "If the trails were a bit wider, it would be easier to pass and be passed. Additionally, having more dedicated gravel paths alongside the trails would help runners enjoy the trails, and to keep them clearer!"

7. **E-Bikes/Micro Mobility Devices**
    - The use of E-Bikes and other micro mobility devices was mentioned as having a significant impact on the multi-use interaction on the trail system. While the initial feedback gathered by this questionnaire spoke to E-Bikes, a more focused survey will be taking place in partnership with the Active Modes Department to address how best to accommodate these new forms of micro mobility on the trail system.

Community Open House #1

The first of four planned public events for the STP was held on April 15, 2024 to provide a formal in-person opportunity for the community to be introduced to the planning process and provide input on needs, preferences, challenges, and satisfaction with paved trails. The open house included multiple

informational posters with pertinent plan information and write-in questions, and a large 6x8ft. floor map that allowed attendees to use sticky notes and yarn to identify locations for new trails. Translated materials and Spanish interpretation services were also provided. Seventy-seven community members attended the open house.

- The meeting was held in the northern part of the City, therefore comments were representative of this area signifying a demand for more trails and connections on the northeast side of the City, including connections to Old Town, the Poudre Trail, and more safe crossings and trails along Mulberry at I-25 and Vine St.
- Support for trails along irrigation ditches

- Desire for trail signs in both Spanish and English
- Ensure that there are trails that can accommodate all abilities
- Provide trails in underserved and low-income residential areas as well as trails in natural areas
- Requests for engagement through a variety of methods, including open houses, emails, hybrid meetings, surveys, and public meetings

Pop-up Engagement

Throughout the spring, the project team capitalized on opportunities for "pop-up" table engagement at already-occurring events with interactive engagement activities to increase awareness of the planning process and solicit feedback and input on key concepts and ideas. Events included:

- Colorado State University Earth Day (4/22/24)
- Kids in the Park (4/28/24)
- Power Trail & Harmony Underpass Open House (5/8/24)

City Boards

The project team presented to the Parks and Recreation Advisory Board (4/24/24) and Disability Advisory (5/16/24) Board, at their regularly scheduled meetings in April and May. The presentation addressed the STP scope of work, goals, objectives, and discussed the overall future vision for paved trails.

Emerging Theme

COMMUNITY CONNECTIONS. Priority connections for the community include schools, parks, Natural Areas, and linkages to *other* trails.

Emerging Theme

INTERCONNECTED NETWORK. Trails are key component of the City's system of facilities for active transportation and recreation and should be considered congruently with those facilities to provide a seamless and safe user experience.

Neighborhood Meeting #1: Skyview

The project team held its first neighborhood meeting in the Skyview neighborhoods on May 20, 2024. The on-site meeting was attended by residents of the area, Council Member Potyondy, and a representative from Fort Collins Natural Areas to discuss the potential for a connection from Skyview to the Fossil Creek Trail.

Outreach to Fort Collins Trail User Groups and Advocates

In April 2024, The City's project manager met individually with the executive directors of several local trail user advocacy groups including Bike Fort Collins, Your Group Ride, Overland Mountain Bicycle Association, and the Wolfpack youth mountain-biking program. The meetings introduced the STP project, an invitation for each organization to involve their membership in the STP engagement opportunities and collaborate on future engagement events.

Community Working Group Meetings #2 & #3

The Community Working Group met twice in late Spring to review preliminary analysis of opportunities and challenges to trail development, evaluate connectivity needs, known gaps, and potential new alignments. The CWG received an update on the results of community engagement and provided feedback on proposed trails through mapping activities. The May 29, 2024 meeting focused on proposed trails in the northern half of the City and the June 11, 2024 meeting focused on trails in the southern half.

Super Issue Meeting

On June 10th, 2024 the City held its second triannual Super Issue meeting that convenes all of the City's appointed boards and commissions in a single meeting for the purpose of in engaging in discussion of broader policy issues and matters not specifically identified in the stated function of each board or commission. These "super issue" meetings provide an opportunity for boards and commissions to come together to learn about and discuss key topics or issues. The STP and Natural Areas Strategic Framework Plan combined forces to present each project as well as highlight the overlap between the two and coordination to support City Council's goal of achieving the 15-minute City. Superboard attendees briefly reviewed the proposed trails map and provided feedback.

PHASE 2 | JULY - NOVEMBER 2024

OVERVIEW

This summary presents key constituent and community engagement strategies and results that took place from June through November 2024. This stage of outreach included a series of engagement opportunities that engaged approximately 2,466 Fort Collins constituents and community members at the time of this report.

The STP Project Management Team and planning consultants (the project team) utilized a variety of engagement tools to gather valuable feedback from the community on the proposed trail maps, cross-agency opportunities for partnership and collaboration, and shared regional values related to paved trails. The purpose of these conversations was to:

- Continue to stimulate community-wide awareness of the planning effort
- Solicit specific feedback on the proposed trails map and future connections
- Generate regional collaboration, inspiration, and identify future opportunities for partnerships

This section is organized into four parts:

1. Summary of Phase 2 events and engagement opportunities
2. Methodology: event format or outreach strategy
3. Results Summary: key themes and takeaways from each engagement
4. Appendix: complete engagement results

PHASE 2 EVENTS

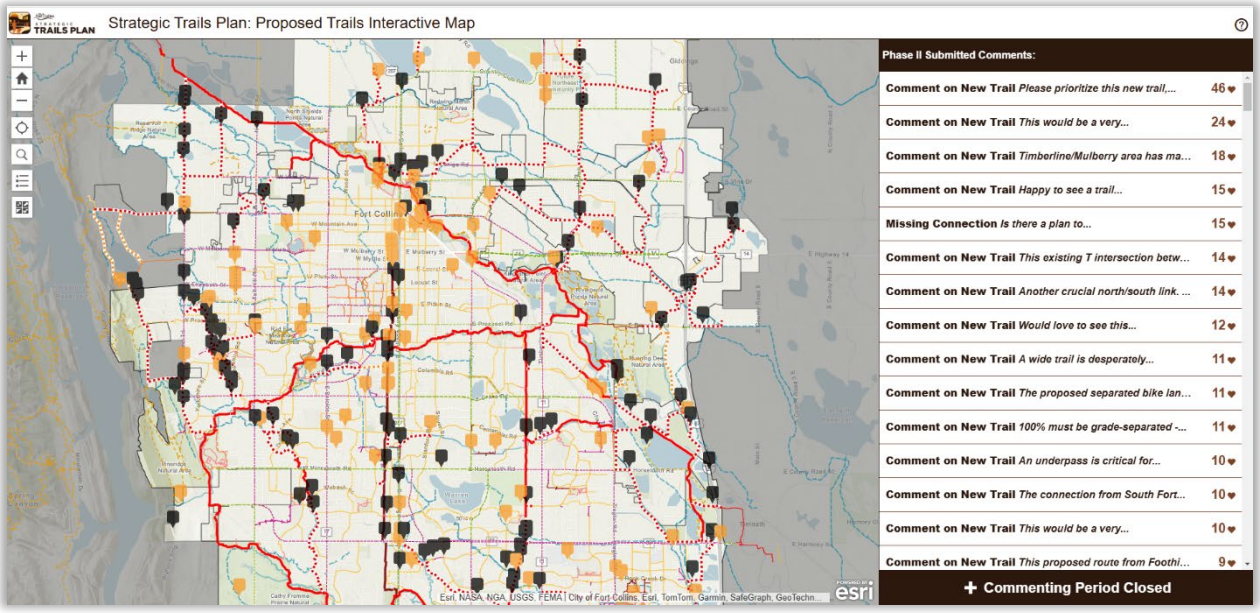
Date	Event	Location	Number of Attendees/ Respondents
6/1/24 – 11/25/2024	Our City STP Webpage Hits	Virtual	1.4k Aware Visitors
9/1/2024 – 10/1/2024	Which Wheels Go Where? Questionnaire	Virtual	1,478
6/26/24	Summer Bike to Work Day	Poudre River Trail at Lee Martinez Park	207
7/10/24	Land Conservation Stewardship Board	Nix Farm	7
7/19/2024 – 9/3/2024	Online Interactive Proposed Trails Map Review	Virtual	~500
7/22/2024	Climate Equity Committee	Virtual	10
7/27/24	Hickory Village Mobile Home Park Resource Fair	400 Hickory Street	46
8/13/2024	City Council Work Session	City Council Chambers	6
9/5/2024	Youth Advisory Board	215 N Mason St	9
9/11/2024	Senior Advisory Board	Senior Center	6
9/15/2024	Open Streets Fair	Shields St.	*~14,000*
9/26/2024	Northern Colorado Trails Summit	The Agave Room, Fort Collins	189
11/20/2024	Natural Resources Advisory Board	Hybrid	8

RESULTS SUMMARY

Each engagement strategy, as well as a high-level summary of the key points and takeaways from each engagement event are provided below. Key themes that emerged consistently across all engagement opportunities are highlighted on the right side of the page. For additional details, see the complete engagement results at the end of this document.

Online Interactive Map

From August 19 – September 3, 2024, an online interactive map presented proposed trails and collected community feedback on the proposed routes, missing connections, and other feedback through geo-located comments on the map. In total, 248 pins or comments were placed on the map with 177 replies to the comments and 712 "likes."



Results

- Total number of unique comments: 248
  - Comment on New Trail: 156
  - Comment on Missing Connection: 92
- Total number of replies: 177
- Total number of votes/hearts/likes: 7121
- Top five most "liked" comments:
  - "*Please prioritize this new trail, and don't wait to start work on it. This connection is so badly needed! This area is frequently forgotten by the city in other efforts and I'm so happy to see it here. Connecting the neighborhoods in the northeast will allow so many families to participate in what makes Fort Collins special*." (Location: Country Club Road and Turnberry intersection;46 "likes" or votes)
  - "*This would be a very valuable new N/S trail connection to increase bike commuting for those on the west side of town to get around. It would be invaluable for those commuting to and from the Harmony Library, FRCC, and the new Montessori charter school at 'Harmony/Shields. There aren't many N/S bike trails on the west side of town."* (Location: Pleasant Valley and Lake Canal east of Westbrooke Court;24 "likes" or votes)

Emerging Theme

COMPLEMENT ON-STREET INFRASTRUCTURE. Trails should complement, not replace on-street bicycle infrastructure

Emerging Theme

PROTECT PRIVACY. Homeowner concern for loss of privacy if trails are developed within irrigation ditch corridors and close to homes.

- *"Timberline/Mulberry area has many businesses but is dangerous to access by bike, even though it's not physically far from downtown or the Poudre Trail. This trail connection to the Spring Creek Trail is important and timely*." (Location: Timberline Road and Mulberry intersection;18 "likes" or votes)
- *"Happy to see a trail along this canal and through the Foothills Campus."* (Dixon Canal at north end of Maxwell Natural Area ;15 "likes" or votes)
- "*Is there a plan to cross the railroad here? There is currently no safe way to cross the railroad between the Power Trail and SE Fort Collins."* (Location: intersection of the Power Trail, Mail Creek Ditch, and Union Pacific Railroad ;15 "likes" or votes)

Emerging Theme

NEW TRAILS IN THE NORTHEAST. Strong support for investment in NE Fort Collins trails and interim facilities while future development processes unfold.

- Comments demonstrated strong support for NE Fort Collins trails and a desire for the City to possibly explore interim solutions to improve active transportation in the near term while development continues.
- Demand for additional grade separated crossings of Union Pacific Railroad to access the Power Trail.
- Neighborhood tensions between residents who desire a paved trail along the Pleasant Valley and Lake Canal and those who prefer to see the trail remain natural surface.
- Concern along Overland Road corridor that trail infrastructure will replace existing bicycle infrastructure.

Emerging Theme

TRAIL SAFETY EDUCATION. Need for additional trail safety education regarding user behaviors/etiquette.

Northern Colorado Trails Summit

On Thursday, Sept. 26, the STP project team hosted the inaugural Northern Colorado Trails Summit. The event convened nearly 190 representatives from regional trail development agencies, partners, advocates, user groups, and supporters in celebration of the history and accomplishments of paved trail development in Northern Colorado.

The event featured an exhibition hall with local and regional trail projects, organizations, and initiatives where attendees could network, connect, learn, and inspire each other with the multitude of exciting trail-related projects taking place in Northern Colorado.

Emerging Theme

PARNTERSHIPS PRODUCE RESULTS. Collaborative trail development in Northern Colorado has resulted in the successful completion of numerous projects that connect Fort Collins to neighboring communities. The City should continue to leverage partnerships for a coordinated approach to network development.

The Summit highlighted the outstanding regional trail system that our communities enjoy while looking to the future of paved trails through presentations from regional speakers, representing Great Outdoors Colorado, Cache La Poudre River National Heritage Area, and an inspirational keynote address by author and award-winning landscape

architect, Chuck Flink. Attendees enjoyed an exceptional evening connecting, learning, and inspiring each other with the multitude of trail-related projects taking place in Northern Colorado.

Which Wheels Go Where? Questionnaire

The project team partnered with FC Moves to explore the use of human and lightweight electric powered micromobility devices on city facilities, such as, sidewalks, streets, bike lanes, and trails. FC Moves administered a questionnaire regarding the use of these devices to help gauge public attitudes, perceptions, and beliefs. Common themes from the questionnaire responses included:

Results

- Safety concerns due to speed differentials, yielding the right-of-way, pedestrian safety, and lack of knowledge on traffic rules and proper etiquette
- Focus on infrastructure and regulation including separate paths, clear rules and signage, and enforcement
- Accessibility and mobility for older adults and encouraged alternative transportation
- Suggestions for improvement focusing on speed limits, education and etiquette, and flexibility on rules

Pop-up Engagement

Throughout the summer and fall, the project team capitalized on opportunities for “pop-up” table engagement at already-occurring events with interactive engagement activities to increase awareness of the planning process and solicit feedback and input on key concepts and ideas. Events included:

- Summer Bike to Work Day (6/26/24)
- Open Streets Fair (9/15/2024)

City Boards

The project team presented to the Land Conservation Stewardship Board (7/10/24) Climate Equity Committee (7/22/24), Youth Advisory Board (9/5/2024), Senior Advisory Board (9/11/2024), and Natural Resources Advisory Board (11/20/2024) at their regularly scheduled meetings. The presentations addressed the STP scope of work, goals, objectives, and discussed the overall future vision for paved trails from the perspective of each board.

Results

Considerations and ideas for plan improvement:

General:

- Amenities, such as, more benches, shade structures and additional access to drinking water is needed.
- Better or increased wayfinding would help as would information at kiosks, including more trail map availability.
- The use of e-bikes has been very helpful for all types of people to go further, better manage hilly terrain, and haul cargo (& children)
- Trails do wonderfully at connecting to nature (natural areas + parks)

Safety:

- Promote lights at night for bikes, front and rear
- E-bikers and recreational road bikers need to understand their impact on others in terms of higher speeds and passing without an audible signal
- Promote dogs on leash
- Separation of trail users (bikes & pedestrians) would decrease conflict at high volume areas
- Prioritize maintenance practices (snow removal) near senior residential areas
- Be mindful of people who are hearing or sight impaired
- Some underpasses need better lighting
- Personal security on the trail is a concern

Hickory Village Mobile Home Park Resident Resource Fair

The project team attended the Hickory Village Mobile Home Park Resident Resource Fair on July 27th to increase awareness of the planning process and solicit feedback and input on key concepts and ideas from neighborhood residents. This event was a Spanish-first engagement effort.

Results

- 46 attendees
- Several students use the Hickory spur to the Poudre Trail to get to Lincoln Middle
- Some concern for feelings of security in Soft Gold Park at night and on the Poudre Trail at night in the underpasses
- Connecting the park to the Hickory spur will help further activate this park

City of Fort Collins

STRATEGIC TRAILS PLAN

City Council Work Session

January 14, 2025

Poudre River Trail 2024

uncil Feedback

Does Council have feedback on the following?

- Guiding principles used to develop the Proposed Trails Map
- Criteria used to prioritize trail projects
- Proposed strategy to address trail safety

New Vision

Purpose:

- Update framework for planning, design, construction, maintenance, and preservation
- Support the 15-Minute City initiative
- Maintain recreational value
- Ensure priority trail connections

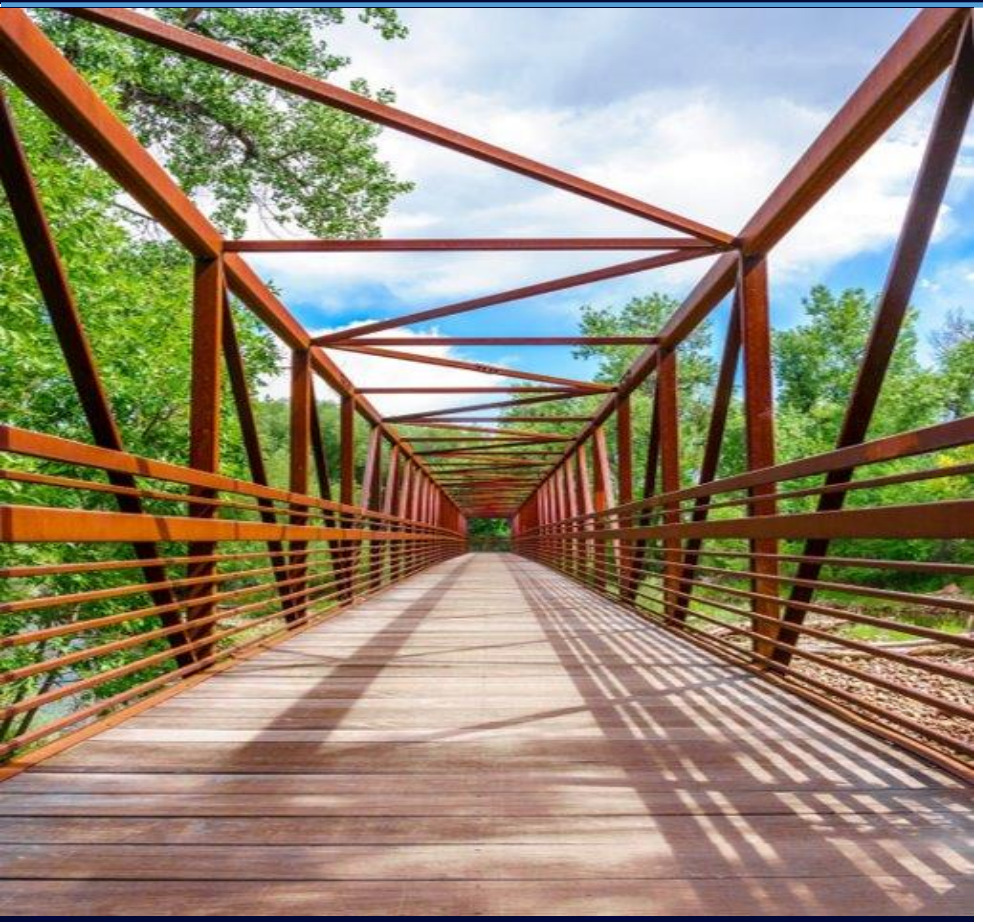
Goals:

- Meet the needs of community and determine challenges and opportunities
- Develop shared vision of system expansion
- Create transparency
- Explore and develop new policies

City of Fort Collins

STRATEGIC TRAILS PLAN

tcome Area and Council Priority Alignment



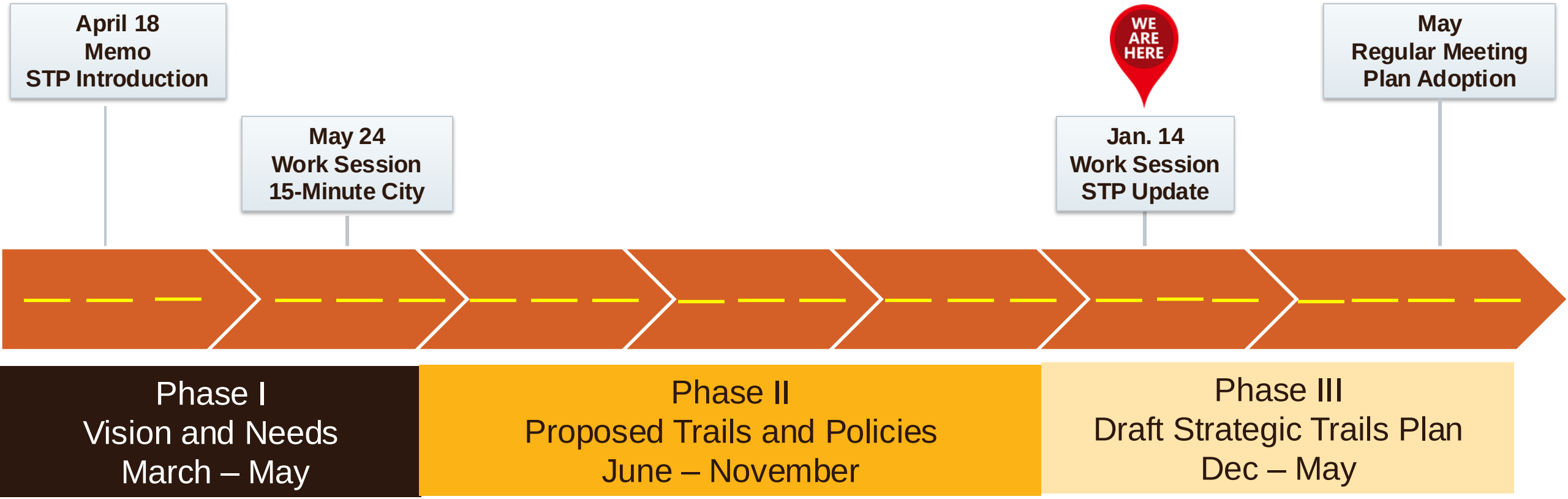
Current Council Priorities 2024-2026

- Improve human and social health for vulnerable populations
- Advance a 15-minute City by accelerating a shift to Active Modes
- Reduce climate pollution and air pollution

Strategic Plan Alignment (2024)

- CR 2: Implement criteria and prioritization to manage assets and replace equipment that will revitalize parks and recreational facilities, as the planned buildout of the parks and trails system continues.
- T&M 1: Make significant progress toward the City's Vision Zero goal to have no serious injury or fatal crashes for people walking, biking, rolling or driving in Fort Collins.

uncil Engagement & Plan Timeline



mmunity Engagement Activities and Themes

Engagement Activities

- 2 Questionnaires
- 1 Open House
- 7 City Board Meetings
- 2 Online Interactive Maps
- 1 Hickory Village Fair
- 1 Council Work Session
- 1 Open Streets Fair
- 1 NoCo Trails Summit

Phase I Themes

- Trails for all
- Community Connections
- Interconnected Network

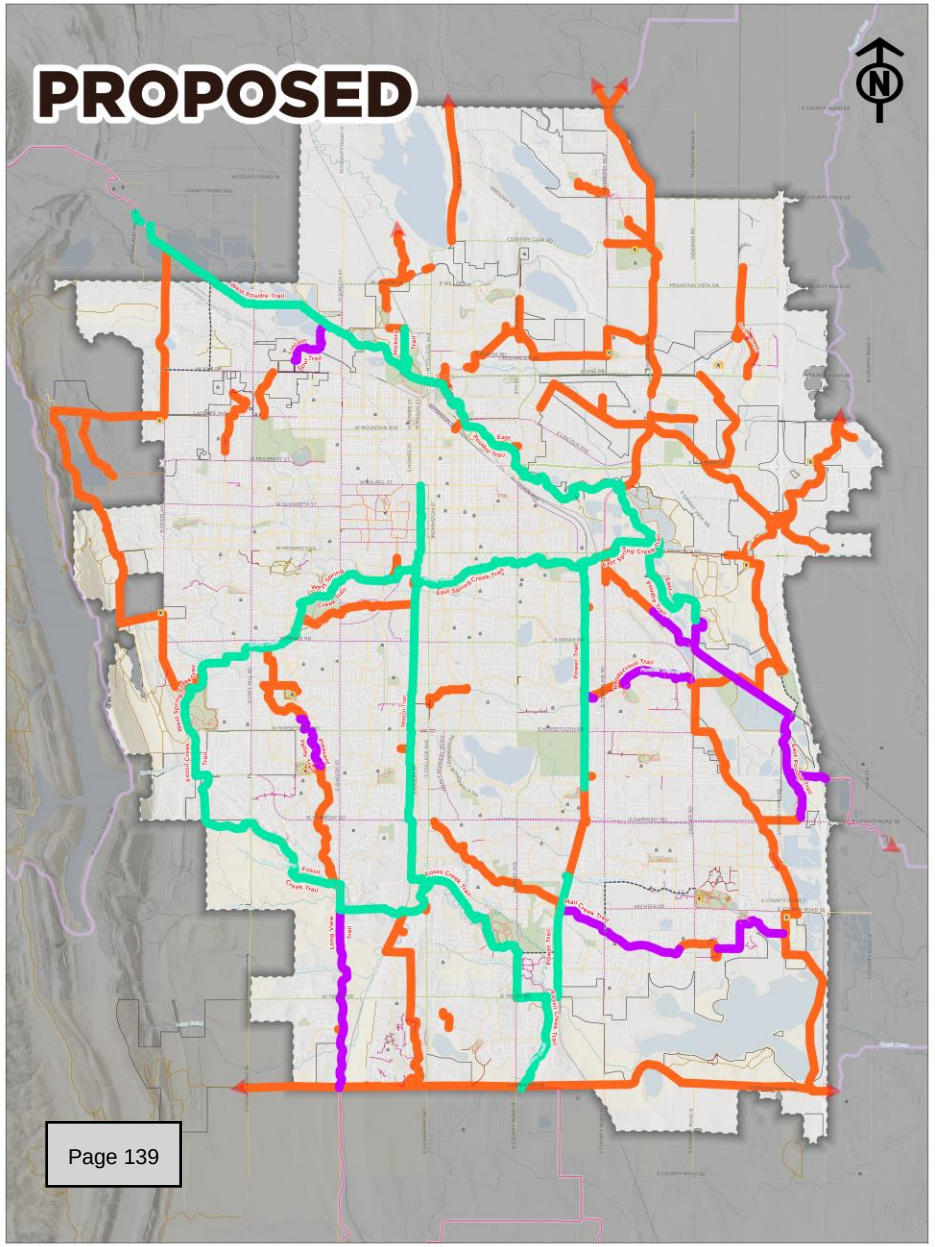
Phase II Themes

- Complement On-street
- New Trails in NE
- Balance Trail Access
- Partnerships Matter

City of Fort Collins STRATEGIC TRAILS PLAN

iding Principles

ved Trail Stats



Existing System:

- 46 miles of trails, includes Mason Trail
- 42 existing over or underpasses (street)

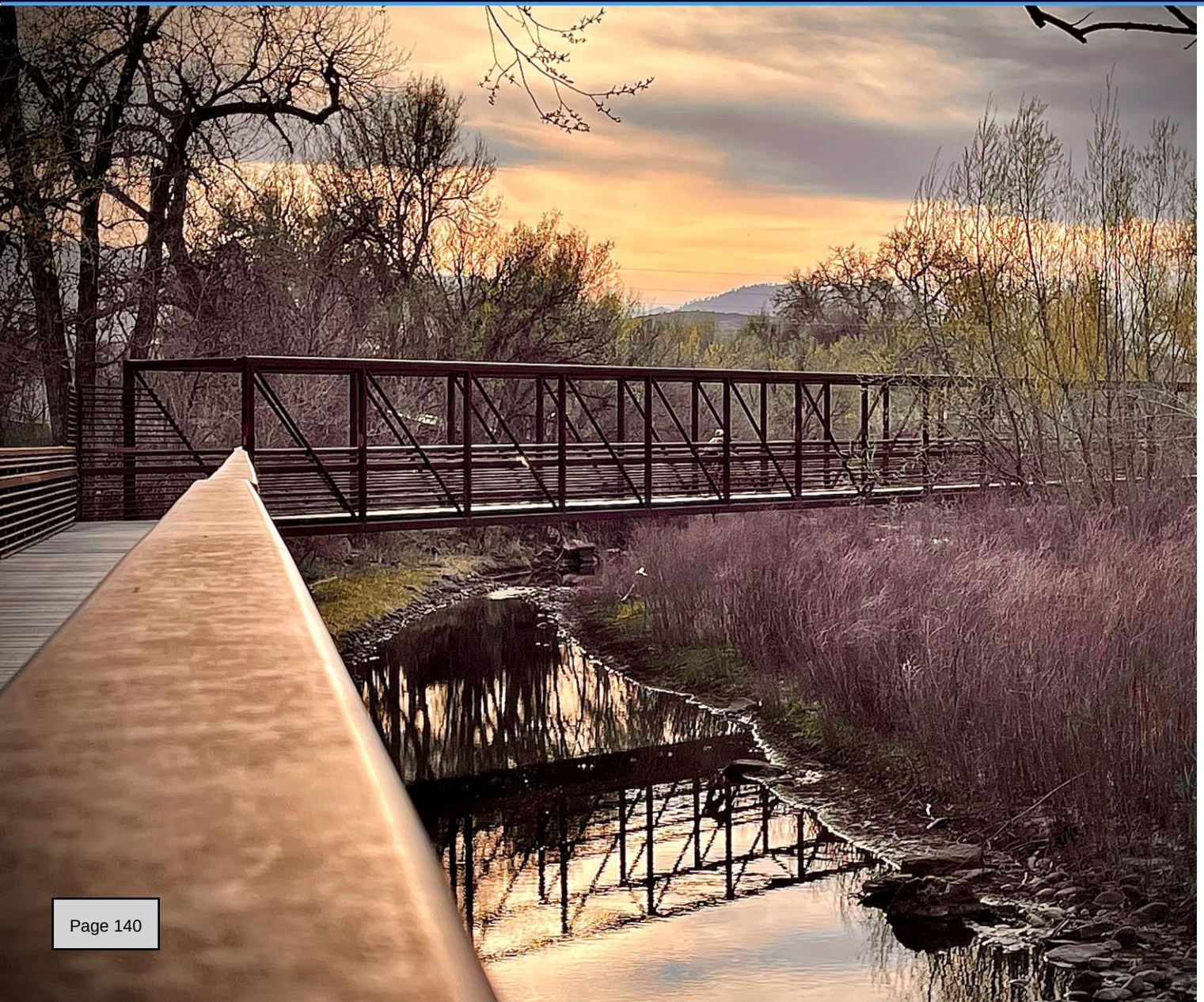
Proposed System:

- 71 new miles of trails
- 35 new over or underpasses (street)

Complete Buildout (~2050)

- 117 miles of trail
- 77 over or underpasses (street)

oject Prioritization Criteria



Quantitative:

- Equity
- Connectivity to Schools
- Recreational Value
- Demand and Growth
- Completes a Gap in System

Qualitative:

- Synergy and Ease of Implementation

gible and Potential Trail Funding Sources

Existing Trails

- General Fund
- Lottery proceeds
  - Conservation Trust Fund
- 2050 Tax (asset management)

Proposed Trails

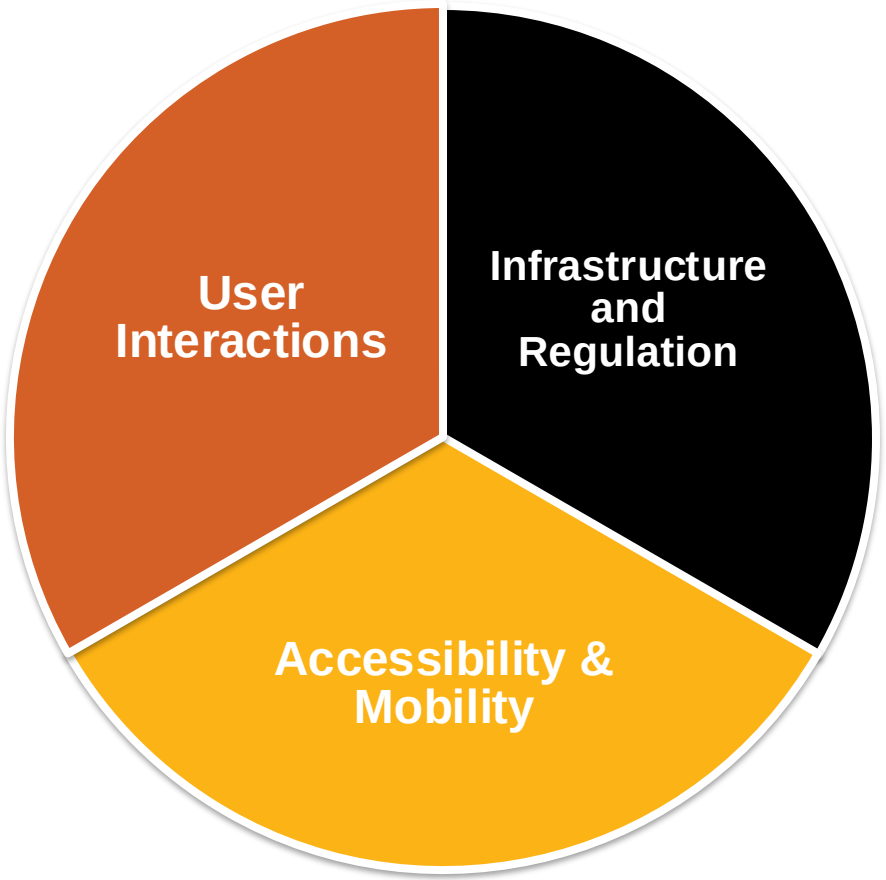
- Lottery Proceeds
  - Great Outdoors Colorado (GOCO) Grant
  - Conservation Trust Fund (~2M annually)
- Engineering & FC Moves Coordination
  - Transportation Grant Funding
- Developer Partnerships

Potential New Funding:

- Community Capital Improvement Program (Strategic Trails Plan Implementation ~10M)

Addressing Trail Safety

mmunity Input: Emerging Safety Themes



fety Strategy: a four-point approach

1. Trail Safety Education Multimedia Campaign
2. Refreshed courtesy and etiquette signs
3. Trail widening, centerline striping and warning signs at bridges, underpasses, and junctions
4. Bicycle Ambassador Program to include routine trail pop-up events

ase III (Next Steps)

Meetings and Draft Plan Development:

- Develop Draft Plan
- City Boards Updates
- Public Draft Plan Review (February 2025)
- Incorporate Public Input
- Prepare Final Plan
- City Council Adoption (May 2025)

estions for Council

Does Council have feedback on the following?

- Guiding principles used to develop the Proposed Trails Map
- Criteria used to prioritize trail projects
- Proposed strategy to address trail safety

ank you!

STRATEGIC TRAILS PLAN

Dave “DK” Kemp
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Park Planning & Development
Parks Department
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Supporting Slides

ıil Typology

Major Trail

- Connects to neighboring communities
- Promotes long-distance travel
- Regional connectivity
- Suitable for high volume of users
- High mode-share of pedestrians, cyclists, and other forms of active modes
- Adjacent crusher fines trail

Minor Trail

- Connects local destinations Short-distance trips
- Suitable for high volume of users
- Lower share of long-range cyclists and higher share of runners/walkers

Spur/Connector

- Short trail
- Links Major or Minor Trails to destinations such as parks, schools, neighborhoods
- Expand comfortable access to the trail system for more people
- Serve fewer users
- Higher share of pedestrians
- Typically constructed in conjunction with another project such as a park, school, or residential development

ail Use (Annual Comparison)

*Table 1 Trail Counts Per Year (*Q4 2024 count estimated)*

Trail Use (24 Counters)	2022	2023	2024
Quarter 1	480,312	460,312	491,159
Quarter 2	677,977	664,103	652,599
Quarter 3	749,668	689,419	672,636
Quarter 4	511,832	514,506	*600,000
Total	**2,419,789**	**2,328,340**	**2,416,394**

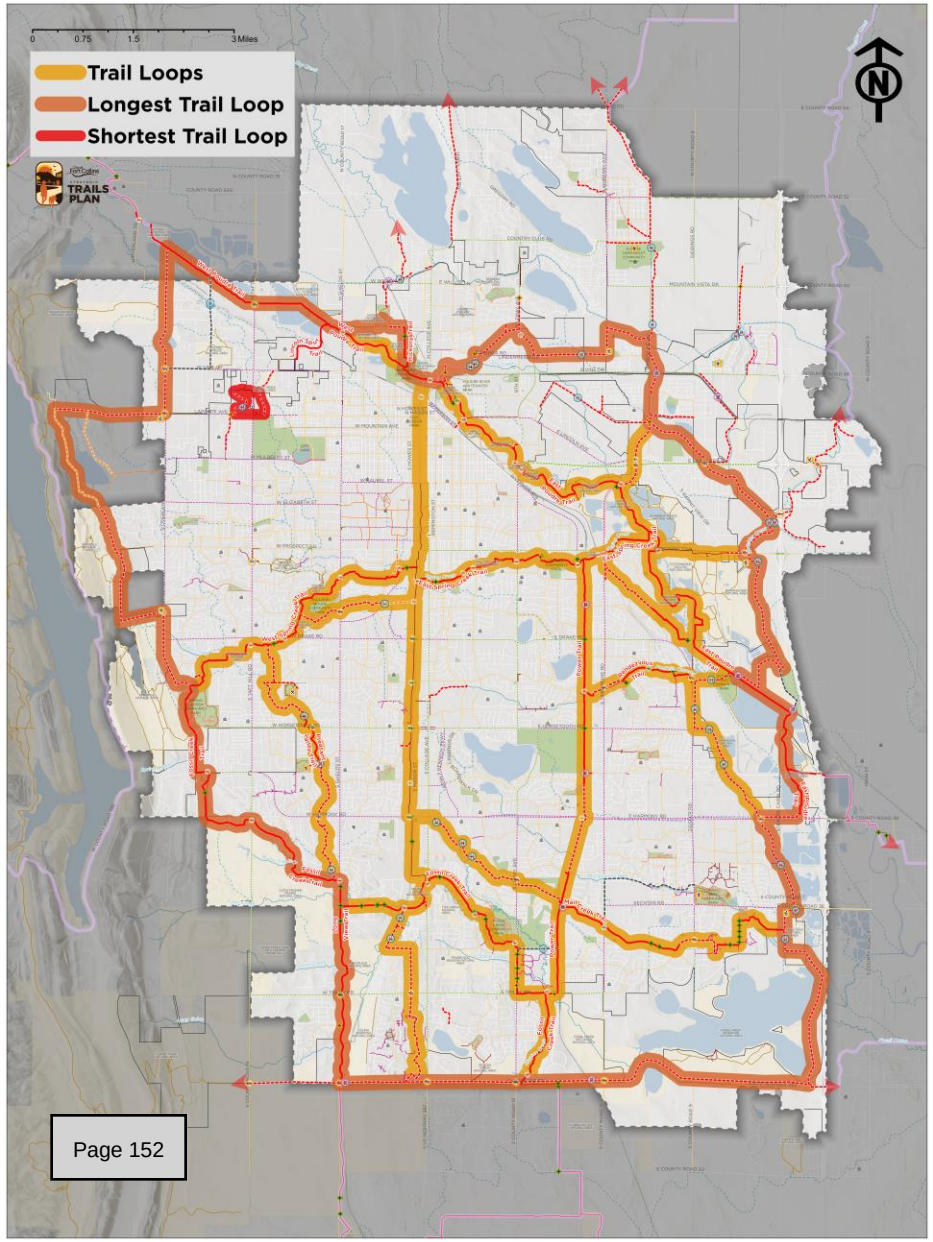
- Historically, the Poudre Trail at Martinez and Spring Creek Trail between Edora Park and Rolland Moore Park are the most used sections of trail.
- Mason Trail and Power Trail have an uptick in use the past 4-5 years

ail Use (June vs. January Comparison)

Counter Location	Jun-24
Fossil-CathyFromme	3,501
Fossil-College	7,828
Fossil-Harmony	11,736
Front Range-Carpenter	7,059
Long View Trail - Trilby	421
Mason - Prospect	14,527
Mason-Harmony	7,409
Mason-Htooth	20,094
Poudre - ELC	6,987
Poudre - Lemay	18,881
Poudre - West Vine Outfall	1,478
Poudre-Butterfly	15,103
Poudre-Mrtinez	7,049
Poudre-Rigden	2,880
Poudre-Taft	*6000
Power-Htooth	*12500
Power-Southridge	9,554
SCT - Edora	9,552
SCT - Lilac	13,390
SCT-Crkside	12,938
SCT-RMoore	23,106
SCT-Taft Hill	8,067
Southridge - Lemay	5,984
Stanton Creek	7,965
	215,509

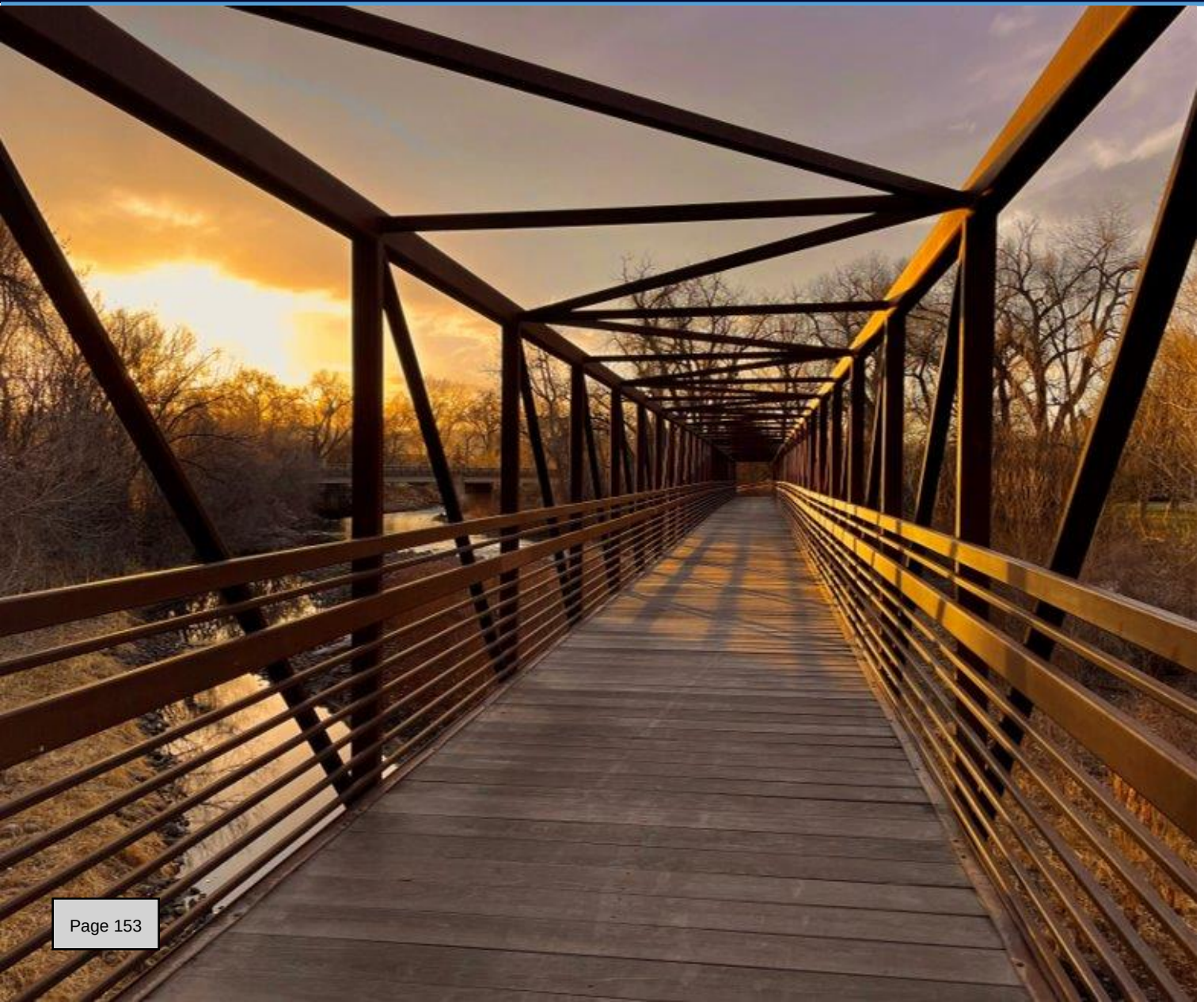
Counter Location	Jan-24
Fossil-CathyFromme	4,631
Fossil-College	3,092
Fossil-Harmony	6,124
Front Range-Carpenter	*3,260*
Long View Trail - Trilby	1,193
Mason - Prospect	6,443
Mason-Harmony	2,677
Mason-Htooth	8,007
Poudre - ELC	3,377
Poudre - Lemay	5,384
Poudre - West Vine Outfall	2,822
Poudre-Butterfly	6,050
Poudre-Mrtinez	4,418
Poudre-Rigden	2,346
Poudre-Taft	*8,132*
Power-Htooth	6,658
Power-Southridge	4,176
SCT - Edora	8,346
SCT - Lilac	5,861
SCT-Crkside	10,202
SCT-RMoore	12,463
SCT-Taft Hill	6,907
Southridge - Lemay	2,403
Stanton Creek	3,927
	128,900

creational Trail Loops



- Range of recreational loop opportunities:
  - Longest trail loop (**Orange**) : 38.73 miles
  - Shortest trail loop (**Red**) : 1.36 miles

ner Project Tasks and Deliverables



Completed

- Plan Congruence Assessment
- Quantitative Level of Service Analysis
- At-Grade Trail Crossing Crash Analysis
- Deferred Maintenance Assessment
- Population-based Level of Service
- Irrigation Ditch/Trail Compatibility Evaluation

In Progress

- Development Review & Refinement
- Project Prioritization
- Grade Separated Crossing Prioritization
- Design and Construction Standards
- Funding and Implementation Scenarios