



FORT COLLINS • LOVELAND
AIRPORT

Joint Meeting: Fort Collins and Loveland City Councils and Fort Collins-Loveland Airport

Tuesday, April 29, 2014
5:00 PM
Airport Modular Building
4900 Earhart Road
Loveland, CO 80538

5:00 p.m. Dinner Served
6:00 p.m. Joint Meeting

Agenda

Airport Strategy	Jason Licon	25 min
Airport Governance	Darin Atteberry, Bill Cahill	25 min
Police Training	Ken Cooper	15 min
HB1375 (Urban Renewal)	Dan Weinheimer	
Other items		
Adjourn		

Additional Information

The Cities of Loveland and Fort Collins are committed to providing an equal opportunity for citizens and do not discriminate on the basis of disability, race, age, color, national origin, religion, sexual orientation or gender. The Cities will make reasonable accommodations for citizens in accordance with the Americans with Disabilities Act. For more information, please contact the ADA Coordinator at betty.greenberg@cityofloveland.org or 970-962-3319.



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MEETING: Joint Fort Collins & Loveland City Councils
MEETING DATE: 4/29/2014

AGENDA ITEM SUMMARIES:

Airport Strategy

The Airport and staff from both Cities are working on a Loveland City Council priority to develop an economic development strategy for the future development and prosperity of the Airport and the land areas surrounding it. The strategic planning process utilized a community engagement model that has been used on various other successful strategic planning processes. The objectives of this process will be presented for discussion and direction.

Airport Governance

As part of the “action plan” component of the Airport strategic planning exercise, the City Managers of Loveland and Fort Collins were asked to take the lead on developing a new governance structure for the Airport. The governance issue includes (1) what the board structure should be, and (2) what amount of authority the board should have. The consensus of the Airport Strategy was that the existing Airport Steering Committee structure is not sufficient to take the Airport into the future, mostly due to lack of authority (most decision items have to return to the two separate City Councils).

The concept proposed is an Airport Commission, with the Commission having more powers than the current Steering Committee in the areas of leasing, contracting, and other obligations. The Commission itself would include the existing Steering Committee members (the two Mayors and two City Managers), and would add three additional members to be selected by the two Councils.

Regional Training Campus

In the summer of 2013, the Cities of Fort Collins and Loveland began a collective effort to design and eventually build a regional training campus for law enforcement. The design team blends local development expertise with national experience building police training centers. Following a site selection process, the Fort Collins-Loveland Airport was chosen with focus on the southwest portion of the Airport campus. Early programming and data collection has resulted in a campus expected to be about 40 acres in size, and

includes indoor pistol and rifle training, a driving course, a street grid, and many other tactical training features.

The project can be phased across multiple years, with an anticipated total capital investment of about \$12M per City. The desire is for outside user agencies to help fill the campus capacity by paying to use its many training opportunities. With support from both Loveland and Fort Collins Councils, total project completion is expected in late 2017.

REVIEWED BY CITY MANAGERS:

LIST OF ATTACHMENTS:

1. AIRPORT AREA ECONOMIC DEVELOPMENT DRAFT STRATEGY
2. AIRPORT GOVERNANCE STRUCTURE
3. REGIONAL TRAINING CAMPUS

Draft Airport Area Economic Development Strategy

Situation

Moving forward in 2014

The Airport Area represents a development zone that has a tremendous amount of potential for future development. The recent loss of the Airport's only commercial air carrier has focused attention on the Airport Area's economic development opportunities. This focus has led the Cities of Loveland and Fort Collins to direct staff to deliberately and specifically prioritize this area in the two Cities' economic development plans and create a strategic process with private sector participation, which has brought forth new ideas for consideration.



Work Completed

The Airport Area Working Group Strategy identified these key recommendations for the Airport Purpose and Future Vision:

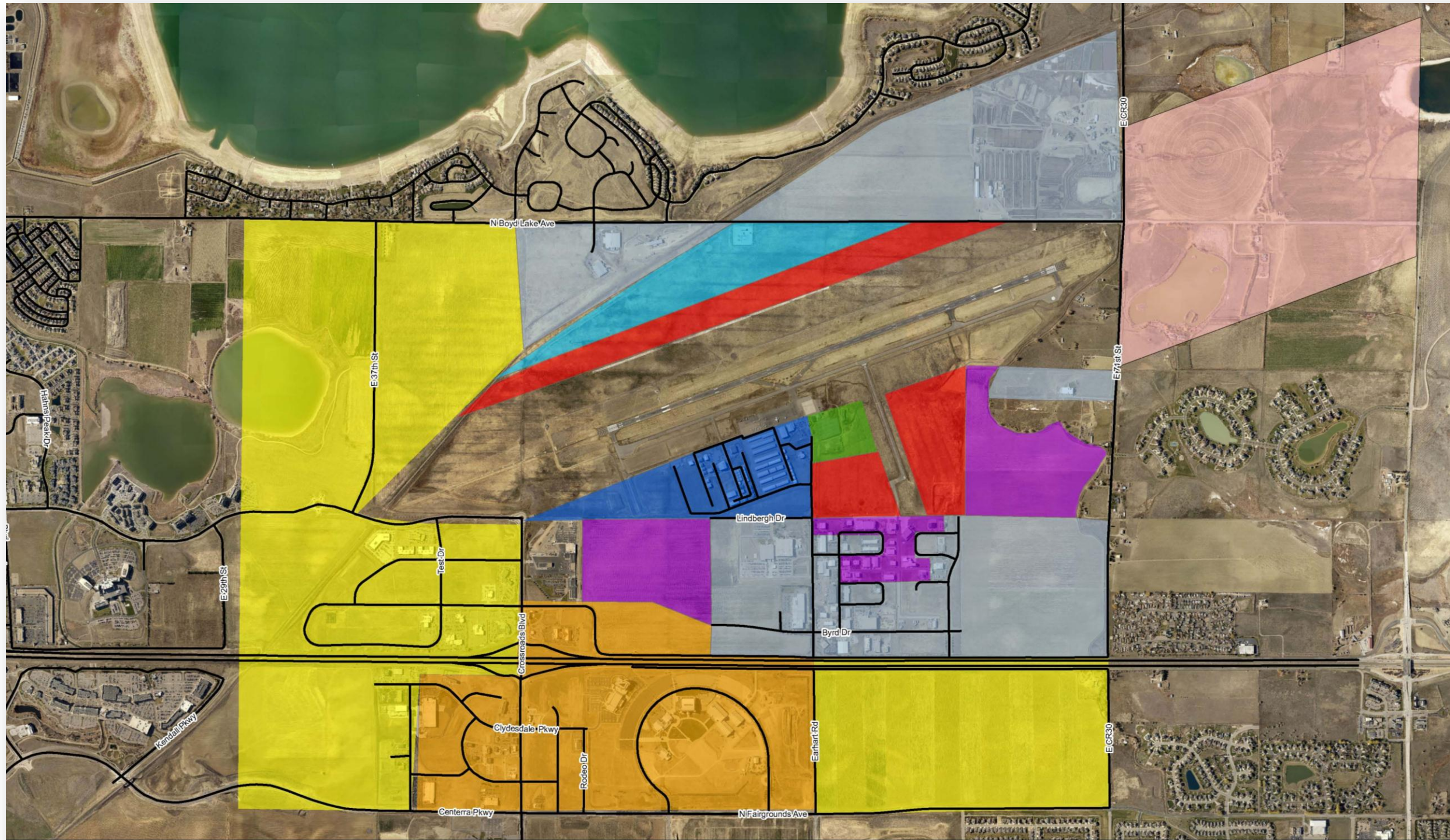
Airport Purpose

Support the regional transportation system and drive economic opportunities in Northern Colorado.

Future Vision

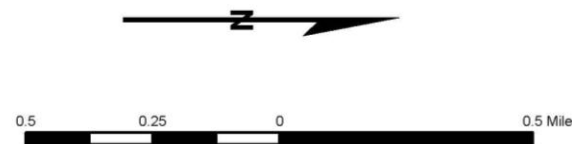
- The Airport is the front door and first impression to visitors of Loveland, Fort Collins and Larimer County. The Airport will reflect the regional values and vision of the communities it serves.
- The airport will have an impressive gateway.
- There will be compelling signage and advertising to the 3 million travelers on I-25.
- The Airport has a thriving general aviation community.
- The Airport has a clear, compelling role in our region and is playing a critical role in our region's economic health.
- Loveland and Fort Collins are aligned in attracting new businesses that would utilize Airport resources.
- The Airport is a part of an active multi-modal system that integrates air, highway, rail, and cargo transportation.
- The Airport has excellent physical facilities and infrastructure, a high quality fuel service provider with hanger facilities and exceptional service, and an excellent scheduled air service supporting over 10,000 enplanements per year.
- We have facilities that service aircraft with turbine maintenance services, a quality restaurant, and an air museum.
- The airport has based aircraft manufacturers attracting high quality jobs to the region.

Airport Area Economic Development and Land Use Conceptual Strategy Map



Airport Development Areas

- | | |
|--|--|
|  Airline |  Industrial |
|  Commercial |  Mixed Use/General Aviation |
|  Corporate Aviation |  Open Space/Agriculture |
|  General Aviation |  Through the Fence |
| |  Tourism |



Date: 4/15/2014

Image Date: 2012

NOTE: All calculations were made using best available data and should be considered approximate.

Compatible Land Use

Within the Airport Area there is a diverse mix of land use that in order to maintain a healthy and high functioning transportation center, requires compatible development surrounding it.

Airport Area Development

Through the utilization of existing planning information, and the recommendation and input of the Airport Area Working Group, an airport area development map was created. This was done in order to identify where potential development opportunities may exist and be placed in a manner consistent with existing developed areas and transportation resources.

The map identifies locations within the Airport boundaries for aviation and non-aviation development opportunities, and the various categories of development areas that surround it. One of the Airport's primary assets is undeveloped land. It is because of this resource it is critical to ensure that it is developed in a way that is consistent with existing and future demand. Adjacent undeveloped land has also been identified as requiring land use compatibility with airport operations.

Strategy

Strategies

Tactics

Protect against residential encroachment on the airport.

1. Staff of each City meeting with Larimer County to identify goals and objectives, create a plan of action, and conclude with the formation of a new IGA for land development within the airport influence area.

Create a sustainable business model with potential revenue streams and financing for FNL.

1. Develop an educational presentation exploring airport finance and regulations including a 10 year forecast
2. Benchmark other airports
3. Clarify the market and users
4. Address challenges relative to the existing Through The Fence agreement

Encourage immediate private capital projects.

1. Explore the potential of an aviation cluster consisting of a public private partnership
2. Explore RFP for airport development
3. Explore a Charter Flight Service or Airline Guarantee program

Revise the Airport governance structure and authority for the governing board.

1. Create a concept for approval by both councils
2. Move through approval process
3. Open conversation with other public entities to explore regional partnership opportunities

Rebrand the Airport and more productively engage the public.

1. Build out our current master plan visually
2. Explore rebranding of the Airport to create an enhanced regional identity



FORT COLLINS • LOVELAND
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To: City Councils of Fort Collins and Loveland
From: Darin Atteberry, City Manager, Fort Collins
William D. Cahill, City Manager, Loveland
Date: April 18, 2014
Subject: Airport Governance Model

Summary

As part of the “action plan” component of the Airport strategic planning exercise, the City Managers of Loveland and Fort Collins were asked to take the lead on developing a new governance structure for the Airport. The governance issue includes (1) what the board structure should be, and (2) what amount of authority the board should have. The consensus of the Strat-Op was that the existing Airport Steering Committee structure is not sufficient to take the Airport into the future, mostly due to lack of authority (most decision items have to return to the two separate City Councils).

The concept proposed is an Airport Commission, with the Commission having more powers than the current Steering Committee in the areas of leasing, contracting, and other obligations. The Commission itself would include the existing Steering Committee members (the two Mayors and two City Managers), and would add three additional members to be selected by the two Councils. The concept is presented to the joint meeting of the Fort Collins and Loveland City Councils on April 29, 2014.

Introduction

The airport is jointly owned and operated by the cities of Loveland and Fort Collins; full control and decision-making authority is placed with the City Councils of both cities. Under the current governance structure, the Airport Steering Committee is charged with facilitating communication between the cities and advising the Councils concerning Airport issues such as general policies, land use, budget, capital improvements and strategic planning.

Since commencing operations in 1965, the airport has tried a range of governance structures, including an Airport Board, Ad Hoc Committee, Airport Authority and Joint Steering Committee.

The 1994 Intergovernmental Agreement set up an Airport Steering Committee made up of the Mayors and City Managers from each City, an Airport Liaison from each City and the Airport Manager. There are both benefits and drawbacks to this structure:

Pro

- Full control and decision-making authority remains with the City Councils of both cities; each city is assured of control of Airport assets and operations
- Steering Committee members serve as a communication link between the Committee, Airport staff and the City Councils; the Committee advises the Councils on policies, land use, budget, capital improvements and strategic planning
- The Steering Committee is an effective sounding board

Con

- The Steering Committee has no voting authority; decisions go to two sets of elected officials
- Separate City Charters, processes and decision-making approaches by each of the cities have led to Airport staff spending increasing amounts of time on administrative issues; there are two sets of City staff members reviewing documents, two City Councils making decisions, two organizations with which to communicate, etc.
- The current approach handicaps the ability to make timely decisions and react accordingly when emergency issues arise.
- The IGA requires the two cities operate under a joint Administrative Rules document, but none currently exists. This needs to be developed to further outline the roles and responsibilities of each City.

A number of issues should be reviewed and, where appropriate, provisions of the IGA changed to address those issues. These include delineation of strategic/policy decisions and tactical decisions, to allow the Airport Director increased discretion in management; and better definition of the financial contributions and costs for each of the partner cities.

Options

Previous analysis by Fort Collins and Loveland staff included a search for "best practices" in governance structures. Several alternative structures are possible, as noted below.

A. Airport Authority

The Fort Collins-Loveland Airport was governed by an Airport Authority from 1983 - 1990, when it disbanded of its own volition. The Authority had six members, three appointed by City Councils on each City.

The pros and cons of this structure include the following:

Pro

- The Authority is charged with serving and making decision in the best interests of both communities
- An effective Authority can embody the "Policy Governance" oversight model, directing an Airport Director who is responsible for day to day operational decisions.
- The "two-pronged" approach is eliminated and replaced with one centralized Board that is able to make more timely decisions when needed.
- Board Members terms can help create continuity in the Board.
- The cities maintain ownership of the Airport, appoint Authority members, and have the ability to dissolve the Authority.

Con

- In order for the Authority to be successful, the two City Councils will need to agree to turn over the majority of decision-making responsibilities for the Airport to the Authority
- An Airport Authority might cost more because it would be independent of the Cities and not have the management, financial, legal and other services that have been provided by Cities in the past.
- The cities may still have to accept and guarantee the provisions of federal grants for the Airport.

B. Airport District

In 1990 the Steering Committee discussed whether or not some type of an Airport District with taxing power would be a desirable long-term solution for the Airport. The Committee subsequently decided to work with the State legislature to create legislation enabling Airport Districts with taxing power. This legislation does not exist, thus the Airport District concept is not an option as of this writing.

C. One City Assumes Full Operational, Management and Financial Responsibility

Another governance structure for consideration is that of one of the two Cities assuming full responsibility for the Airport. The benefits and downsides to this model mirror those of the Airport Authority, with a few modifications as noted below.

Pro

- The managing City is charged with serving and making decisions in the best interest of both communities
- The "two pronged" approach is eliminated and replaced with one City Council that is able to make more timely decisions when needed
- Both Cities maintain ownership of the Airport and would have the ability to create a different governance system should this model prove unsatisfactory to both parties

Con

- The Cities would need to agree upon which City is best suited to manage the Airport and one City Council would need to turn over the majority of decision-making responsibilities for the Airport to its peer City.
- Constituents of the non-managing City might be concerned their needs are not adequately represented.

Proposed Governance Structure

The proposed governance structure is to create a new entity, the Northern Colorado Regional Airport Commission. The Commission will be created by intergovernmental agreement between the two owners of the Airport, the Cities of Fort Collins and Loveland.

The structure and scope of the proposed Commission would be similar in many ways to the Poudre Fire Authority and Loveland Fire Rescue Authority. The Commission will be vested with more powers than the current Steering Committee, lessening the need for considerations of individual decisions by the two

separate City Councils. The Commission's board structure will be more inclusive than the existing Steering Committee structure, with its membership determined by the two owner City Councils.

Key features of the Commission Board: The Board will be composed of seven (7) members, as follows:

- (2) The Mayors of Fort Collins and Loveland
- (2) The City Managers of Loveland and Fort Collins
- (1) One citizen member appointed by the Fort Collins City Council
- (1) One citizen member appointed by the Loveland City Council
- (1) One citizen member appointed by agreement of the City Councils of Loveland and Fort Collins

Appointed members will not be required to reside within either of the two cities. The appointed citizen members will serve 4-year terms.

The Board will meet monthly to direct the affairs of the Airport.

Level of Authority Granted to the Board: The Board shall have power to:

1. Enter into contracts and leases
2. Develop and submit the annual budget of the Airport to the owner City Councils
3. Hire, direct and evaluate the Airport Director
4. Adopt its own bylaws and operating procedures, providing that they do not conflict with provisions of the IGA
5. Set applicable Airport rates and fees
6. Periodically update and enforce Airport Minimum Standards

Neither City shall be required to name a staff liaison to the Airport Commission. Airport operations shall be governed by the IGA.

The owner Cities retain approval of the annual Budget, and approval of the Airport Master Plan.

Implementation

Implementation of the new Airport Commission would be by Intergovernmental Agreement (IGA) between the two cities. The new IGA would terminate and replace the existing IGA for the Airport.

It is recommended that the City Councils direct staff to develop and present the IGA for action by both Councils not later than September 30, 2014.



Regional Training Campus

Joint City Council Meeting April 29, 2014



PROGRAMMING
PHASE

General Progress

Programming / Needs / Initial Layouts

NEEDS ASSESSMENT - PARTICIPANTS TO DATE

NATIONAL AUTHORITIES IN TRAINING CAMPUS DESIGN

Interact Business Group	STRATEGIC OPERATIONS ANALYSIS & DESIGN
Track Plan	VEHICLE/DRIVER COURSE
Martin & Martin	CIVIL ENGINEERS VEHICLE / DRIVER COURSE
Troy Acoustics	ACOUSTICAL ENGINEERS

OUTSIDE AGENCIES

FBI	Ault	Weld County
Greeley	Evans	Platteville
Windsor	Frederick	Lasalle
Colorado State University	Eaton	Fort Lupton
Milliken	Johnstown	Larimer County
Evans	Timnath	Lafayette
University of Northern CO	Berthoud	Firestone
AIMS Community College	Dacono	Colorado Parks & Wildlife

LOCAL AGENCIES

Fort Collins / Loveland Airport
Loveland Planning / Design Review

TODAY'S TRAINING ISSUES

SHOOTING

- Ranges are short, limited size
- Cannot be used for realistic situation, scenario based training
- Outdoor – neighbors complaining (Loveland)

DRIVING

- Limited size at sites, cannot train at proper speeds
- Limited availability hampers training
- Set-up, tear-down time in a shared area is considerable

SITUATION TRAINING / SWAT

- Travel to Fort Carson, Pawnee Sportsman Center, Colorado Springs, Cheyenne WY
- Limited shooting range size & configuration hampers training
- Training in converted storage areas (Loveland)

CLASSROOMS

- Generally the needs are met, but in dispersed areas in the communities

NEEDS ASSESSMENT

Training Components

Fort Collins – Loveland
Projected Use M-Sat
8:00 AM – 10:00 PM

With Outside Agency
Use Added

SHOOTING	50 Yard Shooting Range (25 Lanes)	90%	95%
	100 Yard Shooting Range (10 Lanes)	90%	95%
DRIVING	Driving Course	35%	53%
	Skid Pad		
	Street Grid		
SCENARIO	SWAT / Shoot House	19%	30%
	Scenario Village	43%	55%
CLASSROOM	Classrooms (3)	92%	100%
	Mat Room	80%	85%
	Practical Classroom (Dirty)	1%	1%

FC-LV FACILITY USE

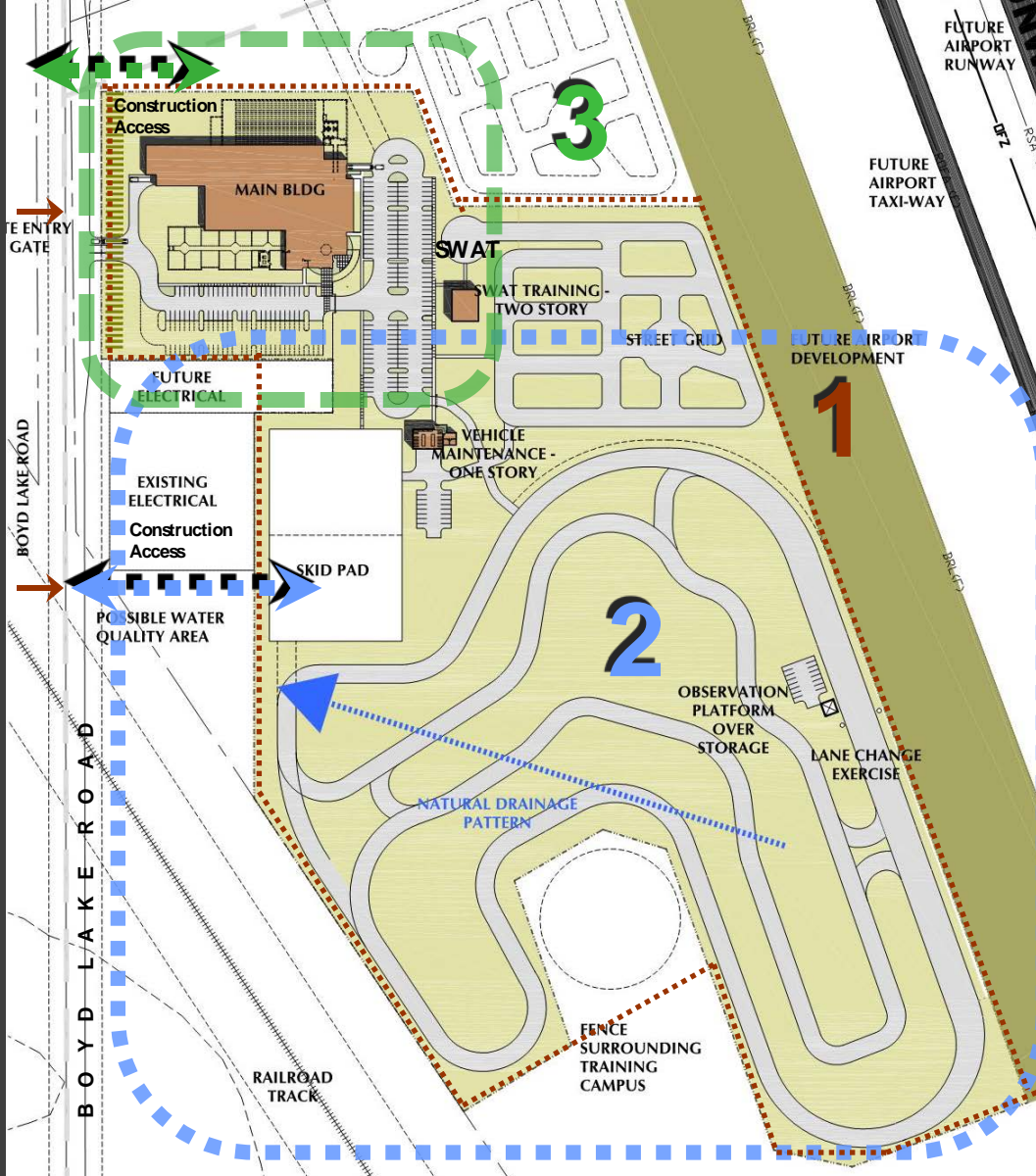
OUTSIDE AGENCY USE



Airport Site Layout



Proposed Master Plan Land Use



PROPOSED PROJECT SCHEDULE

1. Schedule Construction to Match Funding
2. Work From Back of Site to Front
3. Proposed Steps:
 - 2014 – Entitlement Process
 - 2015 – Draw Construction Documents
 - 2016 – **Step 1**, Build Airport Security
 - 2016 – **Step 2**, Building Driving Courses
 - 2017 – **Step 3**, Build Ranges, Classrooms

REGIONAL TRAINING CAMPUS

Outline Program

4/29/2014

	Project Component w/ Soft Cost Included	Escalation	Total	With Escalation
A.	Main Building - Classrooms & Support	7%	\$5,993,000	\$16,919,000
	1 Range #1 25 Lanes		\$6,025,000	
	2 Range #2		\$0	Not in This Phase
	3 Rifle Training (100 yd 10 Lanes		\$3,780,000	
B.	Shoot House / SWAT		\$931,000	\$997,000
C.	Outbuildings			\$727,000
	1. Tower Lane Change Control		\$63,000	
	2. Vehicle Building / Driving Offices		\$664,000	
D.	Driving Courses			\$2,322,000
	1. Pursuit / Speed Track .9 miles		\$1,072,000	2/3 length
	2. Street Grid - crowned, curbs		\$700,000	
	3. Skid Pad - 250' x 400'		\$550,000	
E.	Site Improvements			\$2,477,000
	1. Acceleration / Deceleration / Left Turn Lanes		\$82,000	
	2. Parking (These are placeholders)		\$326,000	
	3. Fire Access Lane		\$38,000	
	4. Utilities		\$269,000	
	5. Drainage / Water Quality / Earthwork		\$1,128,000	
	6. Landscape / Fences		\$634,000	
F.	TOTALS		\$22,255,000	\$23,442,000

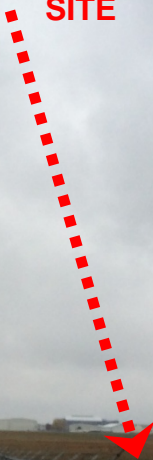
Financing Alternatives

- **Annual Debt Service on \$11m:**
 - \$650K to \$900K depending on term and rates
- **Debt Funding Alternatives:**
 - Sales Tax growth above forecast
 - Possible use of Marijuana sales tax
 - Potential BOBII Project – pay cash for a portion, borrow less
 - Portion of Cost Could Use Reserve Funds:
 - \$2.3M available with Woodward Phase II & IV
 - One-time Use Tax above budget in 2013 and 2014
- **Financing Challenges:**
 - Shared ownership of facility
 - Leased land
 - Not considered an essential service
 - May need to collateralize other facilities

Debt Service and Financing Challenges are Manageable

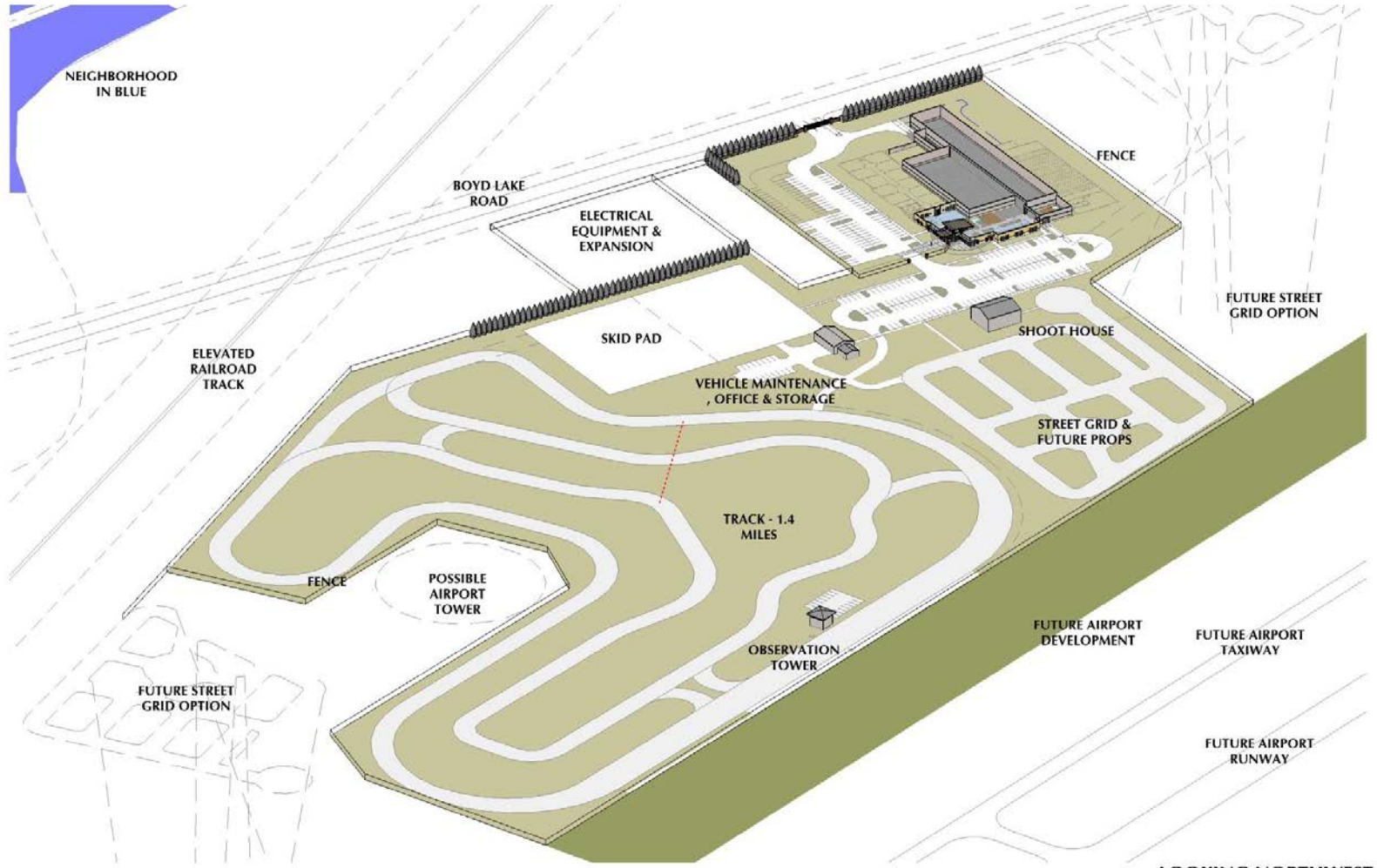
**Electrical Station
below raised
Boyd Lake Road**

SITE

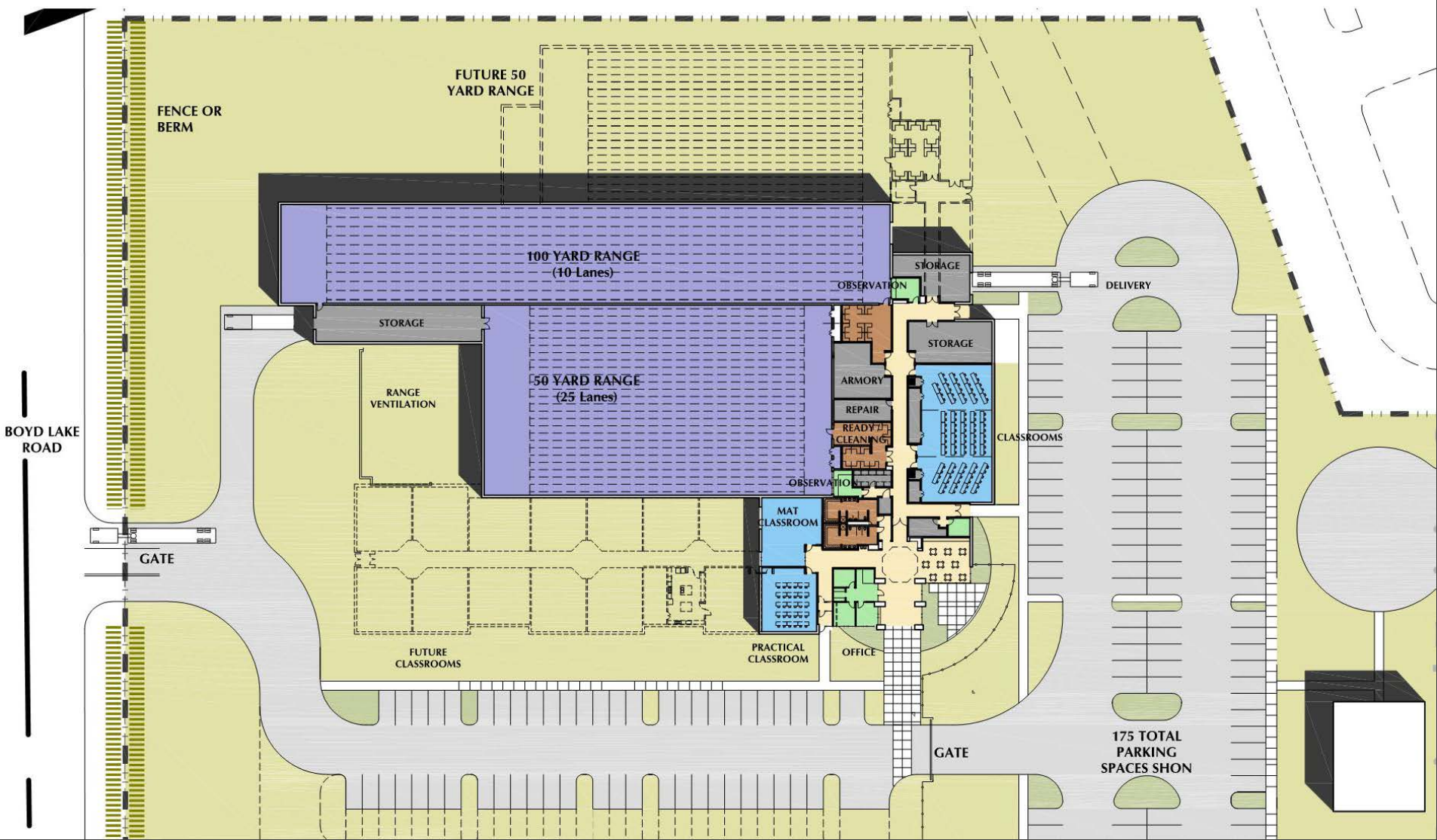


Boyd Lake Road Looking East

Campus Screening



LOOKING NORTHWEST



Proposed Plan Layout

Looking Northwest



Project Execution

PART A

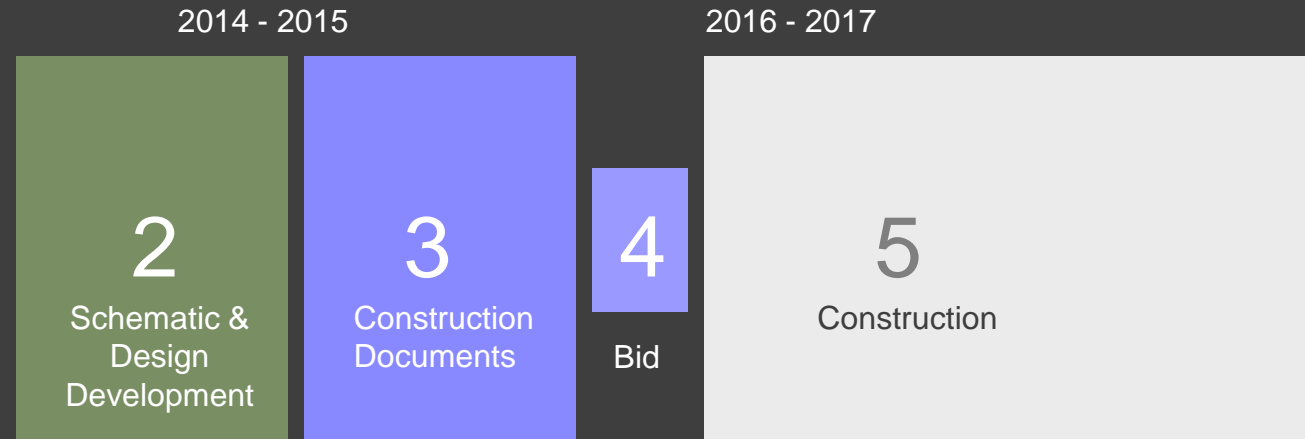
PLANNING,
BUSINESS
OPERATIONS
PLAN



- Set the Project Scope

PART B

DOCUMENTS & CONSTRUCTION



HB 14-1375



BUILDING A STRONG PARTNERSHIP WITH COLORADO'S CITIES AND TOWNS

URBAN RENEWAL COMPLICATING URBAN IN-FILL REDEVELOPMENT

YOUR "NO" VOTE RESPECTFULLY REQUESTED

Urban renewal financing packages are complex and difficult to complete - generally taking more than a year to work out between the urban renewal authority and the private sector. HB 14-1375 adds yet another layer of complication and delay putting urban in-fill projects at risk.

The bill implies that municipalities take unfair advantage of other taxing entities through the use of tax increment financing for urban renewal projects. This is not true. Municipalities and the private sector are the only entities putting upfront dollars in a project. They are the ones with "skin in the game" - in fact they have invested skin and bones to make the project work. Other taxing entities make no upfront investment in the project but they reap increased property tax revenue as the project moves forward. With no URA project the properties involved continue their decline in valuation yielding fewer property tax dollars for all taxing entities.

The amount of property tax revenue gained by all taxing entities is not static, but increases during the life of the URA TIF project. Taxing entities also gain revenue from increased property values for properties adjacent to the project. Counties that levy a sales tax gain additional revenue generated by the project. While municipal property tax is always included in the TIF, this bill does not include county sales tax.

Currently urban renewal authorities are required to solicit from the county a list of anticipated county government service impacts generated by an urban renewal project. Urban renewal authorities have a strong track record of negotiating with counties, fire districts and school districts to meet their costs of service created by the project. The underlying goal of this legislation appears to be creating a mechanism for a county to extract a portion of TIF revenues not connected with service impacts generated by the project.

Today many urban renewal TIFs include the municipal sales tax increment, others don't, and a few are municipal sales tax only - no property tax. This is because each project has unique challenges. Many factors come into play while crafting a workable financing package.

This bill also requires a member of the urban renewal board to report directly to the county commissioners. This poses questions of attorney/client privilege and executive session confidentiality between municipal and county government.



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fcgov.com

HB14-1375 – “Urban Redevelopment Fairness Act”

HB 1375 seeks to make three changes to the Urban Renewal statute:

1. Add a county-appointed member to the Urban Renewal Authority Board
2. Require, upon completion of the project, that the city return pro rata portion of property tax to local taxing authorities
3. Requires that cities pledge an equal percentage of sales tax increment to the property tax increment sought for a project

Bill status – hearing Wednesday, April 30 in Senate Judiciary Committee at 1:30pm

Fort Collins Urban Renewal Authority Advocacy:

1. Communication in interim about projects:
 - Driving tour of projects in 2012 (Sen. Kefalas and Rep. Fischer)
 - Individual conversations 2013
2. Participation in the Colorado Counties Inc. discussions in 2013 interim
3. Regular updates of the City’s legislative positions in 2014 session
4. Direct outreach to legislators on URA bill
5. Work with Colorado Municipal League (CML) and Downtown Colorado Inc. (DCI)
6. Testimony at General Assembly hearings

Fort Collins’ talking points:

1. Fort Collins – judicious and appropriate use of tax increment financing tool
 - a. Blight remediation
 - b. Supportive of common-sense limitations like HB 10-1107 (Rep. Fischer bill) restricting TIF on agricultural lands
 - c. City does not TIF all commercial property
 - i. Percent of TIF to total property tax has remained nearly flat in Fort Collins
 - ii. URA creates a “rising tide” – evidence in The Square: Trader Joe’s and Sierra Trading Post and Conn’s (outside a TIF district)
2. “Taking of Revenue” Argument
 - a. Projects represent revenue not there today
 - b. Revenue that wouldn’t be there except for the city efforts and investments
3. A “Cost of Service Impact”
 - a. City willing to negotiate appropriate compensation to taxing authorities
 - b. Taxing authorities have not been able to specify URA impact on “cost of service”