

Colorado Springs “Special Districts 101.5”

Session No. 2

City Council Work Session October 21, 2019

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Session 2 Topics



- 1) Metropolitan Districts
- 2) Overall Special District Submittal, Review and Approval Processes

Updates from Session 1



- Special District Maps
 - 1) City metropolitan districts with school districts
 - 2) All other City districts plus urban renewal areas

<https://coloradosprings.gov/planning-and-development/page/special-districts?mlid=33886>

-Disclaimers

- a) Rely on Assessor and/or districts for tax purposes
 - b) Cityview/ SpringsView coverages can be delayed
 - c) Time lag for inclusions or exclusions being captured
- Communities that do not allow districts:
 - Apparently Littleton and Jefferson County have limits policies but they are nonetheless being allowed
 - There may be others

City Special District Numbers 1997-2019 YTD

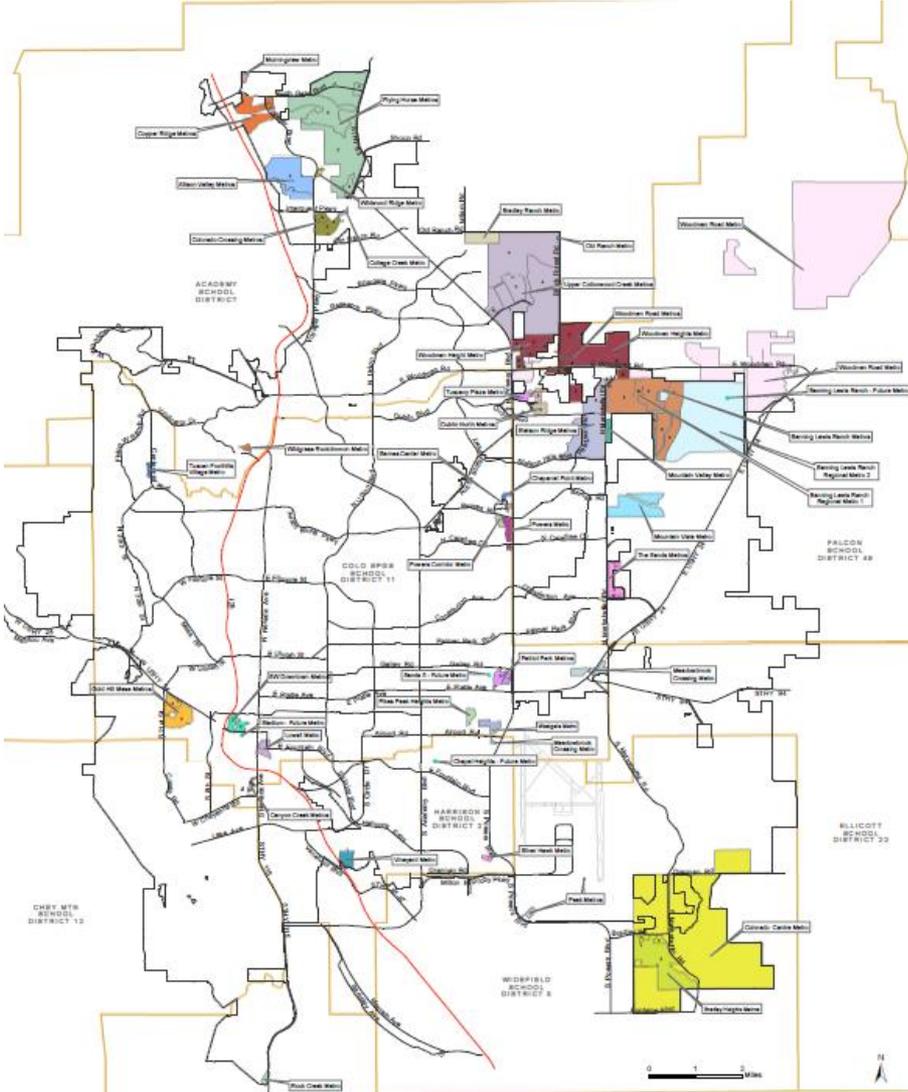


Type of District	# in 1997	# in 2008	# in 2019-YTD
Special Improvement Maintenance Districts (SIMDs)	8	7	7
General Improvement Districts (GIDs)	3	4	3
Business Improvement Districts (BIDs)	0	10	15
Total Metropolitan Districts	2	53	76
Primary Metropolitan Districts*	[2]	[28]	[42]
Downtown Development Authority (DDA)	0	1	1
Local Improvement Districts (LIDs)	4	9	0
Flood Conservancy District [Banning-Lewis Ranch]	1	1	0
Fire Protection District [Broadmoor]	1	1	1
Metropolitan Park and Water District [Cheyenne Creek]	1	1	1
Special Improvement District (SID)	0	1	1
Fountain Creek Watershed District	0	0	1
Total Districts	20	88	106

Does not include districts in process (1 additional Metro districts is pending)

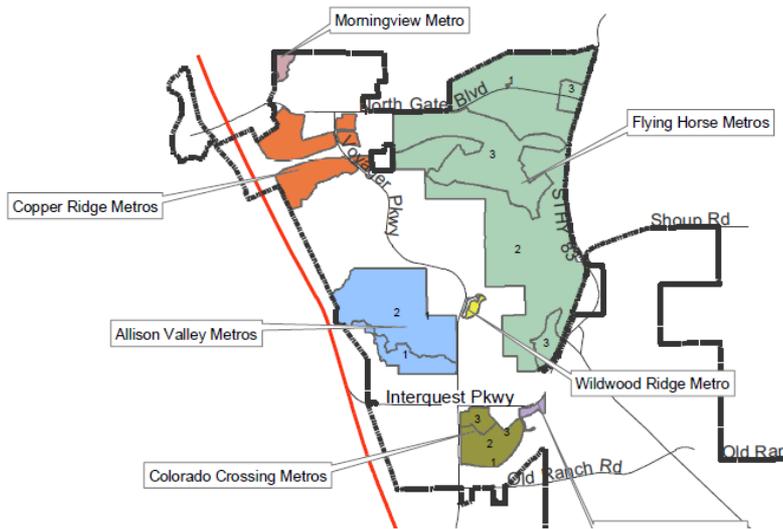
*[unique service plans]

Metro District Map and Inset



Metropolitan and School Districts

Color	District Name
Blue	Allison Valley Metro 1,2
Light Blue	Bandera Lower Ranch Metro 1,8, 10, 11
Dark Blue	Bandera Lower Ranch Residential Metro 1
Light Green	Bandera Lower Ranch Residential Metro 2
Green	Bandera Center Metro
Light Purple	Bandera Heights Metro
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Light Green	Bandera Heights Metro 100



What is a Metropolitan District?



- Title 32 district with two or more services
 - Other Title 32 districts include fire protection districts, water districts, parks and recreation districts, uniquely created districts and many others
- Municipal and developer-initiated Title 32 districts are almost always metropolitan districts
 - More options for public financing, and possibly operations and maintenance

How it Often Works



- Initiated at early stages of development
 - Developer board
- Developer responsible for required or desired public improvements
 - Agreements between District and developer
- District certifies debt service mill levy
- District issues formal debt
 - Proceeds used to reimburse accrued or future costs
- O&M Mill levy used for district operations and/or ongoing services
- District ultimately converts to resident/owner control

Powers



- Very broad, as limited by the district's service plan

Examples:

- Certify taxes; impose fees, rates, tolls and charges
- Issue debt
- Enter contracts and intergovernmental agreements
- Own property
- Provide services; maintain property

C.R.S Title 32 Special District Authorization



- **Colorado Revised Statutes**
 - Title 32-1-101 et. seq.
 - No specific metropolitan district statute
 - Started with counties
- **Purposes-** Legislative declaration attached
 - Public use and promotion of health, safety welfare etc.
 - Coordinated and orderly creation
 - Prevent unnecessary proliferation
- **Statutory Findings for Council** - Attached

Creation



- Petition filed (ordinarily by a developer)
- City action on service plan
- Elections (organization and TABOR) and District Court Process
- Mill levy certification may follow

Service Plan



- **Model Service Plans**
 - Adopted 2006, with 2012 amendment
 - Single and multiple district versions
 - Focus on a few numbers and any exceptions
 - Redline version provided
 - Identification of O&M functions
 - Approval by Council resolution

Example of Single-District Model attached

Consolidated Service Plans

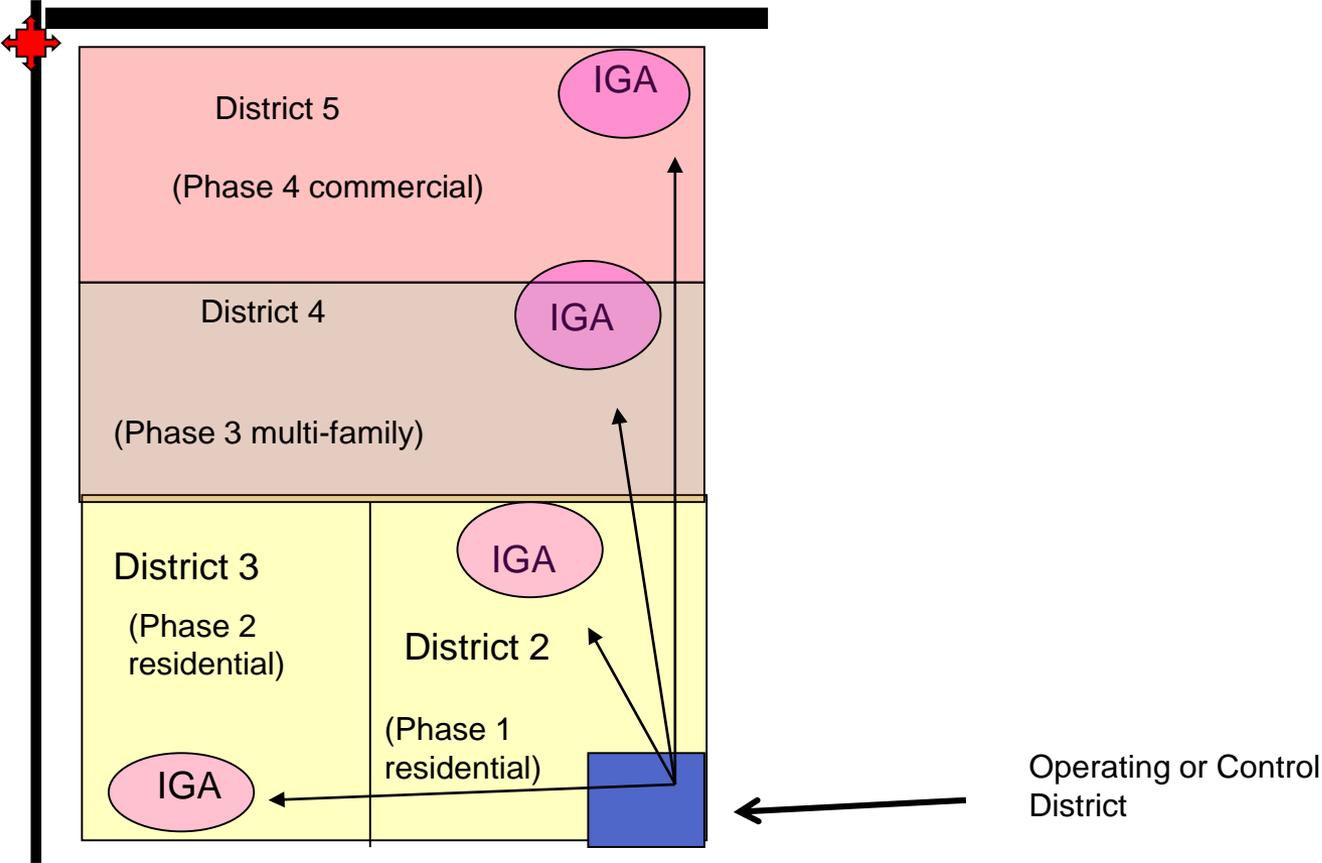


- **Multiple-District Model Service Plan**
 - Differentiate commercial and residential districts
 - And/or allow for phasing of districts
 - Sometimes have an operating district
 - If so, typically very small and controlled by the developer through the life of the district
 - IGAs between/ among districts

Multiple District Structure



Arterial Roads



Metropolitan District Governance



- Elected 5- member boards; ultimate 4- year terms with a two year overlap
 - Board elections held in May of even number
- Eligible electors generally include residents, property owners and their spouses who are registered to vote in Colorado
 - Developers can qualify otherwise eligible electors by providing them an ownership interest in a single property

Metro District Mill Levies and Debt Issuance



- Additional information will be provided in Sessions 3 and 4
- Most but not all existing City metropolitan districts have certified mill levies for both debt service and operations.
- Debt service mill levies vary but for residential metropolitan district are almost always 30.0 Gallagher-adjusted back to 2006
- Operational mill levies are most often 10.0 mills, Gallagher adjusted back to 2006
- Over 25 metropolitan districts have issued debt or are in the process.
- A few (e.g. Copper Ridge) use public improvement fees (PIFs), as revenues for debt
 - Only applicable to commercial districts

Urban Renewal and Metro. Districts



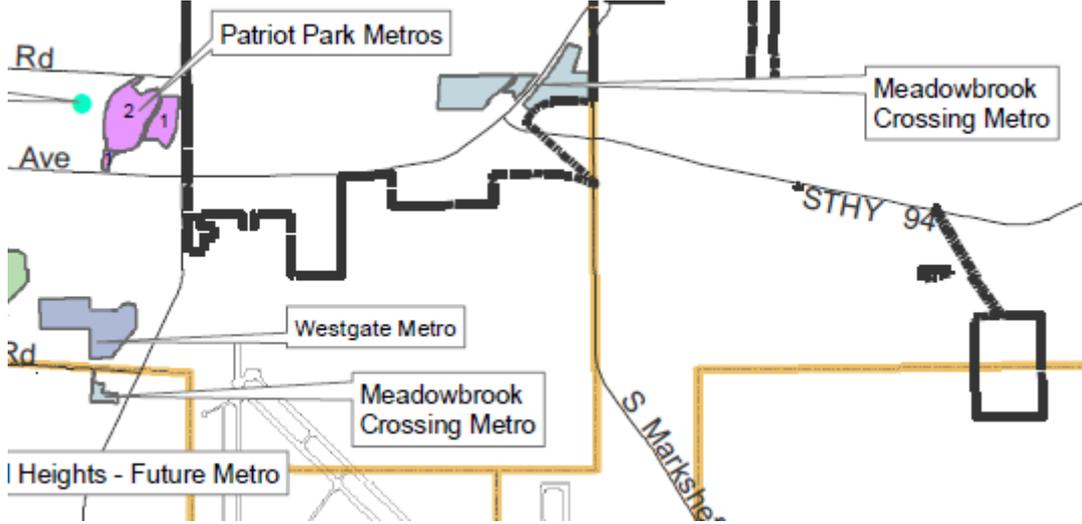
- Overlap is common
- District and/or URA can issue debt, sometimes with pledged revenues of the other
- Examples:
 - Copper Ridge Metropolitan District
 - Canyon Creek Metropolitan Districts
 - Gold Hill Mesa Metropolitan Districts
 - Vineyards Metropolitan District
 - SWDT Metropolitan Districts
 - Lowell Metropolitan District
 - Stadium Metropolitan District (pending)

Other Trends and Topics



- Smaller districts
- Stepping into HOA shoes
- Noncontiguous district boundaries
- Annexation of County districts
- County districts including territory inside City
- Related operational mill levy limits (future session)
- Gallagher (future session)

County-approved Districts With Property in the City- Meadowbrook Crossing Example



Related Topics for Future Sessions



- Mill levies
- Debt issuance
- Elections
- Contacts, disclosure
- Conversion to resident control or dissolution

Overall Application Review and Decision Processes



Committee and Council



- Staff-level Special District Committee reviews requests
 - Membership list attached
 - Most participation is electronic
- City Council-only hearing process
- Typical process:
 - City Council Budget Committee
 - Work Session
 - Hearing(s)

Most Common Requests



- New or amended metropolitan district service plan
- New BID
- BID inclusion or exclusions
- Authorizations to issue formal debt
- Annual actions on BID plans

-less common actions covered in back-up material

Key Departments



- Planning
- Clerk
 - File custodian, intake, agendas, records
- Budget and Finance
 - GIDs
 - SIMDs with Parks
 - Tag team with Planning on Annual BID Actions
- City Attorney's Office

Attached information



- Special District Committee list
- Summary of post-2009 actions
- Lists and descriptions of submittal items

Questions/ Comments?

