### **EXHIBIT A**

### CITY OF COLORADO SPRINGS/EL PASO COUNTY DRAINAGE BOARD AGENDA May 3, 2018

The City of Colorado Springs/El Paso County Drainage Board will hold the scheduled meeting at **3:00PM on Thursday, May 3, 2018** in the City Council Chambers at City Hall at 107 N. Nevada Avenue.

Item 1: Call to Order.

<u>Item 2:</u> Approval of the January 25, 2018 Drainage Board minutes

Item 3: Old Business - None

Item 4: New Business

a) Financial Update – (City)

b) Request on behalf of Nor'Wood Development to close the Wolf Ranch portion of the Cottonwood Creek Drainage Basin – (City) ACTION REQUESTED: This action is a request to close the Wolf Ranch portion of the Cottonwood Creek Drainage Basin. The closing of the Wolf Ranch Development would exempt the developer from paying the per acre drainage fee, erase the developer's credits within the Wolf Ranch portion of Cottonwood Creek and eliminate the opportunity for reimbursement for construction of any facilities. Wolf Ranch would still be required to pay the Bridge Fee and Surcharge Fee associated with the Cottonwood Creek Drainage Basin.

c) Fixed Drainage Fees for Powers Autopark – (City) ACTION REQUESTED: The City Code referenced above states,

"...The subdivider may determine to build drainage facilities as required by the DBPS prior to subdividing or otherwise developing land. In that event the fees applicable to the land proposed to be subdivided or otherwise developed may, with the approval of the City, be fixed at the time the subdivider contracts for the construction of the drainage facilities in accord with subsections B and C of this section." This action is requested to fix the fee for the Powers Autopark at the current rate of \$13,241 per acre in the Cottonwood Creek Drainage Basin.

d) Pursuant to City Code 7.7.902, a fee adjustment in the Cottonwood Creek Drainage Basin is necessary in order to balance the fee with credits owed – (City)

**ACTION REQUESTED**: The Water Resources Engineering Division is requesting a mid-year adjustment to the Cottonwood Creek Drainage Basin per acre drainage fee.

- e) Elimination of the Cottonwood Creek Surcharge Fee (City)

  ACTION REQUESTED: This request is to eliminate the Surcharge Fee in the Cottonwood Creek Drainage Basin.
  - f) Informational
  - g) Housekeeping
  - h) Open Discussion

Drainage Board Agenda May 3, 2018 Page 2

**Item 5:** Adjournment

For the Public Works Director/City Engineer

Public Works/Water Resources Engineering

### C: (with Attachments)

**Drainage Board Members** 

Brian Kelley, City, Public Works/Water Resources Engineering

Elizabeth Nijkamp, El Paso County Engineering

Gilbert LaForce, El Paso County Engineering

Jennifer Irvine, El Paso County Engineering

Lois Ruggera, City Planning

Marla Novak, Director, Government Affairs, HBA

Mary Murray, City Finance

Mike Cartmell, El Paso County Engineering

Richard Mulledy, Public Works/Water Resources Engineering

Steve Rossoll, Public Works/Water Resources Engineering

Tracy Peters, City Finance

### C: (w/o Attachments)

Travis Easton, City, Public Works Director City Clerk (for posting) Fran St. Germain, County Administration Henry Yankowski, County Administrator Marc Smith, City Attorney Public Communications Department

### CITY OF COLORADO SPRINGS/EL PASO COUNTY DRAINAGE BOARD MEETING SUMMARY January 25, 2018

The City of Colorado Springs/El Paso County Drainage Board held its meeting at 1:30 PM, Thursday, January 25, 2018 in the City Council Chambers at City Hall at 107 N. Nevada Avenue.

MEMBERS PRESENT: Bob Irwin, Jim Houk, Vince Crowell, Darin Moffett, John Schwab

MEMBERS ABSENT: Rhonda McDonald and Jonathan Moore

OTHERS PRESENT: Brian Kelley (City), Elizabeth Nijkamp (El Paso County), Carol Medina (City),

Mary Murray (City), Lois Ruggera (City), Steve Rossoll (City),

Eric Howard (Morley Companies), Chaz Collins (Morley Companies)

Dave Lethbridge (DRL Bridge Consulting) and Kelly Nelson (The Equity Group)

Item 1: Meeting called to order by Bob Irwin at 1:30p,

**Item 2:** Approval of the minutes from the December 7, 2017 Drainage Board Meeting

Motion by Jim Houk to approve the minutes

Motion seconded by Vince Crowell

Motion passed 5-0

item 3: Old Business - None

Item 4: New Business

a) Annual Financial Update – (City)

Item was presented by Mary Murray who provided financial report details and stated that the Annual Meeting is the only time of the year that the Board is given **all** of the Financial Information instead of the summary pages.

Copies provided of full reimbursement list, payouts, platted acres summary 2011-2017, total fees due vs. total fees collected.

The Dry Creek Basin was discussed due to its negative balance, but it was also noted that Dry Creek Basin was closed in 2008 which explained the lack of movement on that particular basin fund.

### b) Election of Chair / Vice Chair

Brian Kelley read from the Rules and Bylaws procedures for the elections of Chair and Vice Chair, and that it could be either voice vote or written ballot vote at the Board's option. Bob Irwin suggested doing a voice election.

Nominations for Chair suggested for Bob Irwin to be Drainage Board Chair – Bob Irwin recused himself. Vote was all in favor of *Bob Irwin* to be Drainage Board Chair 4 - 0 Passed and 1 Recusal Nominations for Vice Chair suggested for Vince Crowell to be Drainage Board Chair – Vince Crowell recused himself.

Vote was all in favor of Vince Crowell to be Drainage Board Vice Chair 4 – 0 Passed and 1 Recusal

c) Drainage Reimbursement for Black Forest Road Storm Sewer - (City)

**ACTION REQUESTED**: This action is requested to reimburse to Informa, Inc. for drainage facilities constructed in Black Forest Road. The total request from the Sand Creek Drainage Basin fund for drainage facilities is \$110,181.50.

Item was presented by Steve Rossoll, providing the Drainage Board the revised copies of request for reimbursement to Informa, Inc. for drainage facilities constructed in Black Forest Road.

Steve Rossoll pointed out that portions of the same storm system were also approved for reimbursement in previous Drainage Board meetings as noted in the application.

Explanation was made that the developer's Bonding Company constructed the system; however the developer is eligible for the reimbursement due to a settlement between the Bonding Company and the developer, along with permission from the Bonding Company, and as verified by the City Attorney's Office email memo. Elizabeth Nijkamp, the City's project manager at the time of the construction, also explained the process whereby the Bonding Company successfully completed the work and the complete storm system was accepted by the City.

Steve Rossoll explained that drainage costs were compared with typical CDOT construction cost data bid items for the year of construction and found to be reasonable. Darin Moffett emphasized the need for staff to bring cost data comparisons, as applicable with future incomplete submittals, with reimbursement requests brought before the Board.

Chair Bob Irwin requested input from the applicant.

On behalf of the applicant, Eric Howard, who works for Morley Companies as an Attorney who represented Informa Inc. in the lawsuit between the Bonding Company and the Developer, provided clarification about the lawsuit, explaining that the Bonding Company tried to recover the amounts they had spent. And since the amount of money was higher than expected, they sued the Developer for that. A settlement was reached in the case before any construction payment documents were ever produced. Mr. Howard further explained that the Developer made significant payment to the Bonding Company as part of the negotiation, resulting in an assignment in the settlement agreement of any credits that might be available to Informa, Inc.

The above information was provided as clarification to the City Attorney's Office by the Bonding Company, and the City Attorney's Office subsequently provided confirmation of sufficient support for the City to proceed on Informa, Inc.'s drainage reimbursement.

Motion was made by Bob Irwin to reimburse Informa, Inc. \$110,181.50 for drainage facilities from the Sand Creek Drainage Basin Fund, subject to the inclusion in the record of confirmation by the Bonding Company granting permission to Informa, Inc. to claim the reimbursement or credit. Motioned seconded by Darin Moffett. \*With the requested copy of the City Attorney's Office email memo attached to the minutes.

### **MOTION PASSED 5-0**

- d) Informational Items None
- e) Housekeeping

Two positions vacancies in March that have been advertised through the City and County for Ms. McDonald (Builder) and Mr. Schwab (Drainage Engineer). At least one application turned in thus far.

### f) Open Discussion

- > Elizabeth Nijkamp stated there are open County positions for hire on their inspector and engineering staffs.
- Elizabeth Nijkamp stated that the County will have certain drainage basin funds transferred to the City from the County with details to follow.
  Brian Kelley clarified that transfers between the County and the City will typically happen at the end of the life cycle of a drainage basin. If there are no more facilities to be constructed on the County side or alternately the City side of a basin, any collected fees

for platted acreage belongs to the development community, so the County would pay any collected fees to the City and vice versa.

Item 5: Meeting adjourned at 2:20pm





**DATE: May 3, 2018** 

TO: Brian Kelley, Secretary Drainage Board

FROM: Steve Rossoll

**SUBJECT: Cottonwood Creek Drainage Basin** 

**RE**: Request on behalf of Nor'Wood Development to close the Wolf Ranch portion of the Cottonwood Creek Drainage Basin.

**ACTION REQUESTED**: This action is a request to close the Wolf Ranch portion of the Cottonwood Creek Drainage Basin. The closing of the Wolf Ranch Development would exempt the developer from paying the per acre drainage fee, erase the developer's credits within the Wolf Ranch portion of Cottonwood Creek and eliminate the opportunity for reimbursement for construction of any facilities. Wolf Ranch would still be required to pay the Bridge Fee and Surcharge Fee associated with the Cottonwood Creek Drainage Basin.

BACKGROUND: The drainage basin fee program is designed to spread the cost of major drainage improvements across properties within a drainage basin. A per acre fee is established based on an engineered drainage study called a Drainage Basin Planning Study (DBPS). The fee is the calculated cost of major infrastructure within the study area divided by the unplatted land within the study area. Land within the DBPS boundary must pay the per acre fee at the time of platting. A developer that constructs a storm sewer system that conveys flows from upstream development may be reimbursed for the construction by the upstream developer(s) if the constructed storm system has been identified as reimbursable in the DBPS.

Developers with large parcels of land will regularly build reimbursable infrastructure of which the cost offsets drainage fees that are due at platting. In other words, they do not pay drainage fees because the cost of their infrastructure exceeds the cost of the drainage fees. This results in the developer who constructs reimbursable facilities being able to offset drainage fees and also being granted drainage credits within the basin as is normal throughout the City.

On occasion, a DBPS will define a drainage area as a closed basin. This means that there are no fees due at platting and no reimbursement is available for major storm infrastructure. Each developer constructs the infrastructure required to convey on-site and off-site flows at their own expense without an opportunity for reimbursement.

Cottonwood Creek is a fee basin, that is, there are fees due at platting and reimbursement available for the construction of major infrastructure. This basin is in the midst of a DBPS update. One of the purposes of this update is to recalculate the fee applied to unplatted land. The 2018 fee per platted acre is \$13,241. This fee has not kept up with the cost of construction.

The draft updated DBPS calculated the per platted acre fee at \$23,502. The updated fee is calculated the same way as other DBPS's (cost of infrastructure divided by unplatted land) with the added component of making the credit holders within the basin whole (cost of infrastructure plus total amount owed to credit holders divided by unplatted land).

Wolf Ranch is a master planned community within the Cottonwood Creek drainage basin. Based on recent analysis, of the +/-1130 remaining unplatted acres within the Cottonwood Creek Basin, there are only approximately 270 acres outside of Wolf Ranch. Additionally, all of the infrastructure identified as reimbursable in the DBPS update is within the Wolf Ranch Development. Wolf Ranch is also a credit holder within the basin. What this means is that if the current draft DBPS moves forward, Wolf Ranch will continue to offset platting fees with the cost of reimbursable infrastructure thereby not contributing any cash to the basin. In fact they will likely increase their credit position. The result of this is that the remaining unplatted land outside of Wolf Ranch will bear the burden of repaying the credit holders.

The purpose of this request is to close Wolf Ranch within the Cottonwood Creek Drainage Basin. In doing so, the cost of infrastructure within Wolf Ranch will be the responsibility of Wolf Ranch with no opportunity for reimbursement. Wolf Ranch will not have to pay Drainage Basin fees at the time of platting. However, the developer, Nor'Wood, will retain credits earned outside of Wolf Ranch.

If Wolf Ranch is closed, the DBPS calculations for the per acre drainage fee will be revised to be the total amount owed to credit holders divided by the remaining (outside of Wolf Ranch) unplatted land. The cost of infrastructure is removed from the calculation because the remaining reimbursable infrastructure is all in Wolf Ranch. The end result is a per acre drainage fee of \$16,100.

**RECOMMENDATION:** The Water Resources Engineering Division recommends that the Drainage Board approve the closing of Wolf Ranch within the Cottonwood Creek Drainage Basin.

A recommended motion would be: I move to close Wolf Ranch within the Cottonwood Creek Drainage Basin. Wolf Ranch will be exempt from paying the per acre drainage fee and be eliminated from reimbursement opportunities. Wolf Ranch will still be obligated to pay other fees associated with the Cottonwood Creek Drainage Basin.





**DATE: May 3, 2018** 

**TO: Board Packet** 

FROM: Steve Rossoll

SUBJECT: Wolf Ranch closing in Cottonwood - Backup

The following exhibits are supplied as background information for the Cottonwood Creek board recommendation. The exhibits as well as this missive are provided to aid the board members in their understanding of the item before them for vote. This document has been prepared, for the most part, using common language and attempts to answer questions that are bound to arise.

Generally speaking, the "closing" of a basin is inclusive of an entire basin, rather than a portion of a basin as in this case. That said, there have been portions of basins closed in the past. This type of closure is typically at the request of a developer with large chunks of land within a basin.

Cottonwood Creek is in an odd situation. The previous DBPS identified very little in the way of reimbursable facilities. As such the bulk of the basin has developed without improvements to the creek. The current DBPS identifies necessary creek improvements that have little to any adjacent development, outside of Wolf Ranch. The result of this is that the improvements will be a City responsibility. The fee calculations in the attached exhibits reflect this City cost.

Throughout the research of this project the question was asked, "Didn't Nor'Wood lose a lawsuit with the City wherein they wanted to close the basin?" The answer to the question is yes Nor'Wood lost the lawsuit but it wasn't about closure of the basin. The lawsuit was regarding whether the City had the right to even charge a drainage fee if a development was releasing at historic rates.

"The Colorado Supreme Court affirms the judgment of the Colorado Court of Appeals, holding that Colorado Springs' drainage fee system does not trigger the Regulatory Impairment of Property Rights Act. The supreme court finds that the fee assessed to Wolf Ranch was promulgated by Colorado Springs via legislative process and uniformly assessed to all property owners occupying the drainage basin. Accordingly, the supreme court holds that Colorado Springs' drainage fee system falls under the act's exception for legislatively formulated fees imposed upon a broad class of property owners"

Nor'Wood will be keeping their credits within the basin in order to offset future drainage fees for property they own outside of Wolf Ranch. The credits that they are keeping were all earned outside of Wolf Ranch.

The attached exhibits are taken from the draft DBPS for Cottonwood Creek, except for the last page which is an updated and annotated map from the DBPS. Following is a brief explanation of the exhibits

The first page, titled "7.0 FEE DEVELOPMENT" is an explanation of the methodology used in developing the fee. Section 7.3 on this exhibit defines the terms used in the fee calculation. The language is somewhat confusing so for clarity the following brief definitions are provided:

- Development Fee = Facilities costs that are eligible for reimbursement.
- Reimbursement Fee = The credits owed from the basin to developers.
- Total Fee = Development Fee plus Reimbursement Fee.
- City Cost = All necessary improvements that are not considered reimbursable.

Exhibit 2, labeled "Cottonwood Creek DBPS Fee Development" is from appendix E of the DBPS. In the "Notes" section of this page there is an asterisk that relates to the "Development Fee." The asterisked note identifies the facilities that were used to calculate the Development Fee or, as noted above, the facilities eligible for reimbursement. This is a key component of the recommended approval of this request. All of the facilities identified under the asterisk are in Wolf Ranch.

The third exhibit is Figure 7-1 from the DBPS. This exhibit shows the unplatted developable land (red) within Cottonwood Creek drainage basin. The exhibit was prepared in 2010 so it's a little outdated but it can be easily seen that the Wolf Ranch Development holds the majority of the unplatted developable land within the basin.

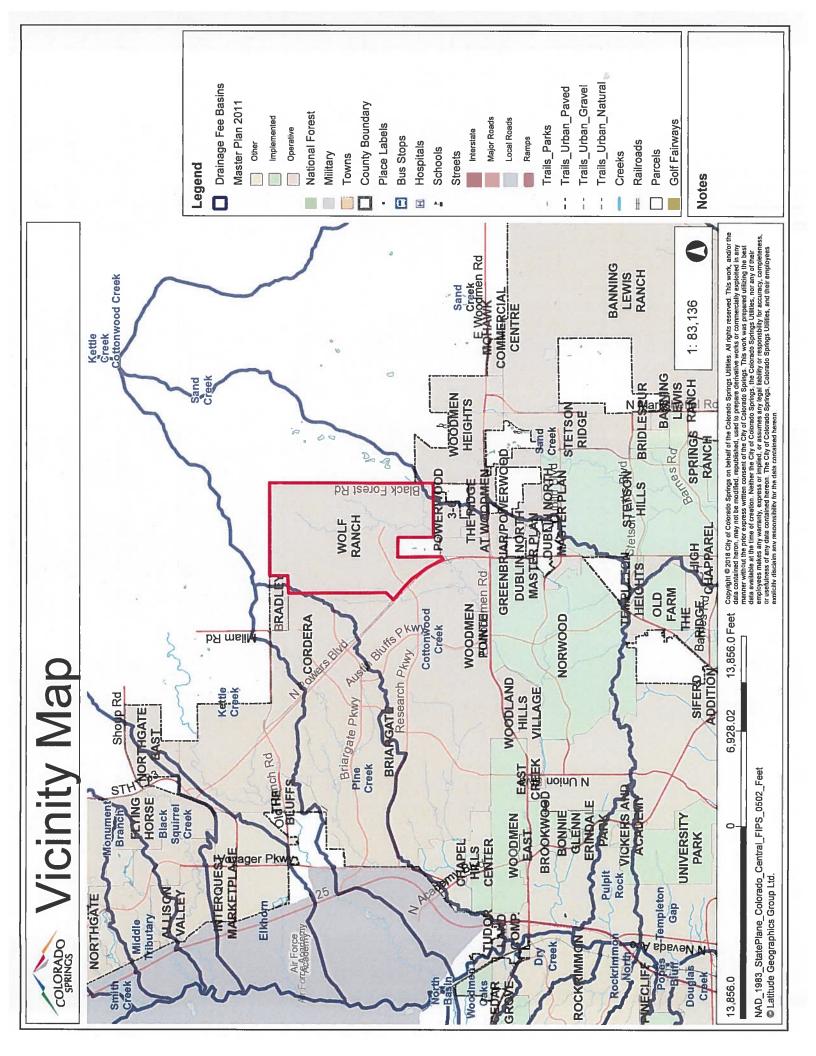
Figure 6-1, the fourth exhibit, identifies necessary improvements within the basin. This map can be used to correlate the necessary improvements with the asterisked improvements identified on Exhibit 2. Again, all of the improvements under the asterisk are located within Wolf Ranch.

The final exhibit is labeled "Figure 7-1" but it is not the same 7-1 noted in the third exhibit. This map is a hybrid of the unplatted developable land map and the necessary improvements map. Additionally, this map has identified land that has been platted since 2010 (lime green boundary) and therefore no longer a part of the unplatted developable land. The text boxes show the potential for necessary improvements that are outside of Wolf Ranch and adjacent to unplatted developable land. The blue text is comments regarding the viability of the unplatted land/improvements correlation.

Based on all of this information the revised calculation for the basin fee is:

Numbers are rounded for simplification.

\$4,346,626 Credits in Cottonwood Creek (includes Nor'Wood)
270 acres of unplatted developable land outside of Wolf Ranch
\$16,100 drainage fee per acre (rounded up to nearest 100)



## 7.1. Introduction

improvement costs that a developer is responsible for paying to the City if they wish to plat a piece of for drainage improvements that are necessary as a result of development. The outcome of this section is a unit fee (cost/acre) that is a one-time charge to the developer based on the number of acres platted land. This cost is a function of the total cost for the selected plan and will be used by the City to pay The objective of the fee development exercise was to determine the equitable share of drainage

## 7.2. Developable Land

area of 15,358 acres. A total of 12,198 acres of the Fee basin are within the City boundary, and of this amount, 1,559 acres are unplatted and able to be developed according to the GIS dataset received from A list of unplatted area that can't be developed is listed in Table 7-1. A complete The Cottonwood Creek Fee Basin (Fee Basin) encompasses both of the Study Basins and has a total the City. This dataset also includes unplatted areas that can't be developed because of specific land summary of unplatted area land use within the City and El Paso County is provided in Appendix E.

Table 7-1. Unplatted Area That Can't Be Developed

Area (acres)	2	299	4	7	26	22	91	4	- 1	456
Land Use	Floodplain	Open Space	Undefined Park	Drainage Easement	Community Park	Neighborhood Park	Primary/Secondary School	Candidate Open Space	Other	Total

A summary of land classification within the Fee Basin is provided in Table 7-2 and shown graphically on Figure 7-1.

Table 7-2. Land Classification

Classic Colins		Area (acres)	
Classification	City	County	Total
Platted	10,183	2,482	12,666
Unplatted (not developable)	456	99	512
Unplatted (developable)	1,559	621	2,180
Total	12,198	3,160	15,358

Note that the combined area for both of the Study Basins is 14,656 acres, whereas the total area for the Fee Basin is 15,358 acres. The reason for the difference is because the hydrologic basin boundaries

or the Study Basins were developed independently of the Fee Basin boundary as described in Section The first area is to the south of the Cottonwood Creek outfall and the second area is to the north of the 3.0. Figure 7-1 shows two large areas within the Fee Basin that are not included in the Study Basins. were not evaluated for any areas outside of the Study Basin boundary with the exception of the improvements recommended for Pine Creek between I-25 and the confluence with Monument Creek. Cottonwood Creek outfall and to the south of the South Pine Creek outfall. Drainage improvements

### Fee Calculation & City Cost 7.3.

The total cost for the Selected Plan was separated into a Development Fee, Reimbursement Fee, and City Cost. A description of how the aforementioned were defined is as follows:

- development and that can't be considered a shared drainage improvement. A shared drainage improvement is an improvement that conveys stormwater from an existing development and Development Fee - All drainage improvement costs that are directly associated with new that will also convey stormwater from future development.
- Reimbursement Fee The amount of reimbursements due in the Fee Basin as of April 16<sup>th</sup>, 2010.
- Total Fee The summation of the Development Fee and Reimbursement Fee. This is the total fee for the Fee Basin.
- City Cost The difference between the total cost for the Selected Plan and the Total Fee. This cost includes all shared drainage improvement costs since there is not a clear way how to assign a portion of these costs to the development fee.

Drainage improvements that are required as a result of new development are listed in Appendix E. The development fee calculation is provided in Table 7-3 and City cost is provided in Table 7-4.

Table 7-3. Development Fee Calculation

\$ 31,396,800	\$ 7,003,700	\$ 38,400,500	\$ 24,624
Developer Fee	Reimbursement Fee	Total Fee	Fee/Acre

Total Fee \$ 38,400,500	6	Selected Plan Cost \$ 99,382,800	Table /-4. City Cost
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7-1

# Cottonwood Creek DBPS Fee Development

Lond Closeiffeeding		Area (acres)	
Land Classification	City	County	Total
Platted Area	10,109	2,557	12,666
Unplatted Area (Not Developable)	456	99	512
Unplatted Area	1,634	547	2,180
Total	12 108	2 160	45 259

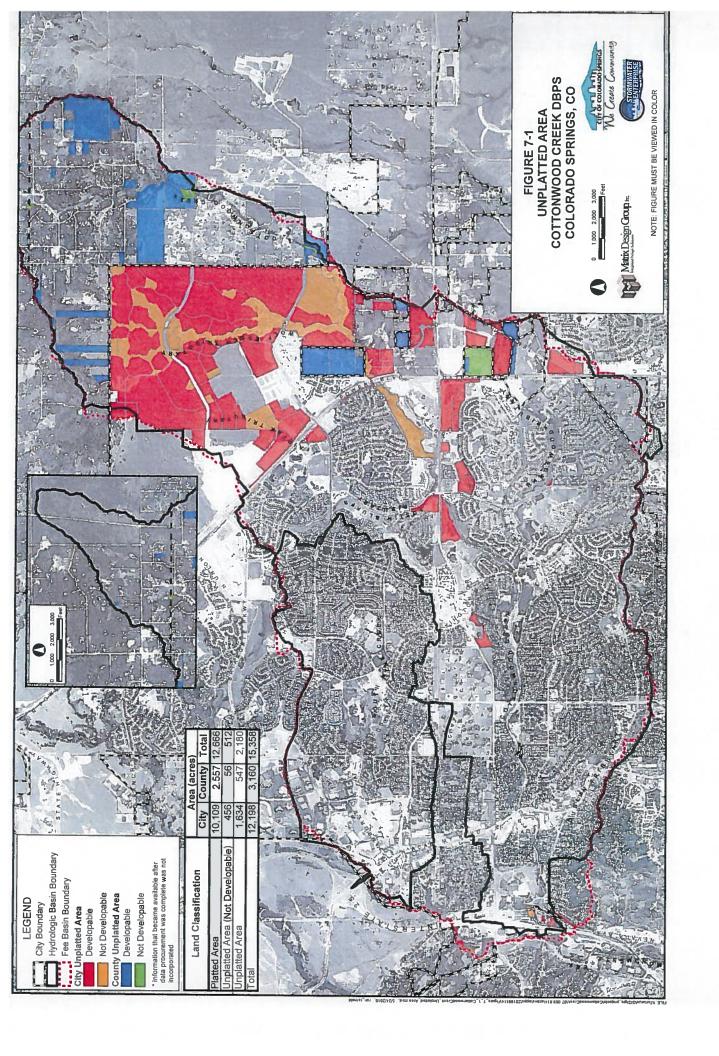
\$ 91309200	\$ 7,077,600	000'966 \$	\$ 99,382,800
Cottonwood Greek Cost	South Pine Creek Cost	Pine Creek Outfall Cost	Total Improvement Cost

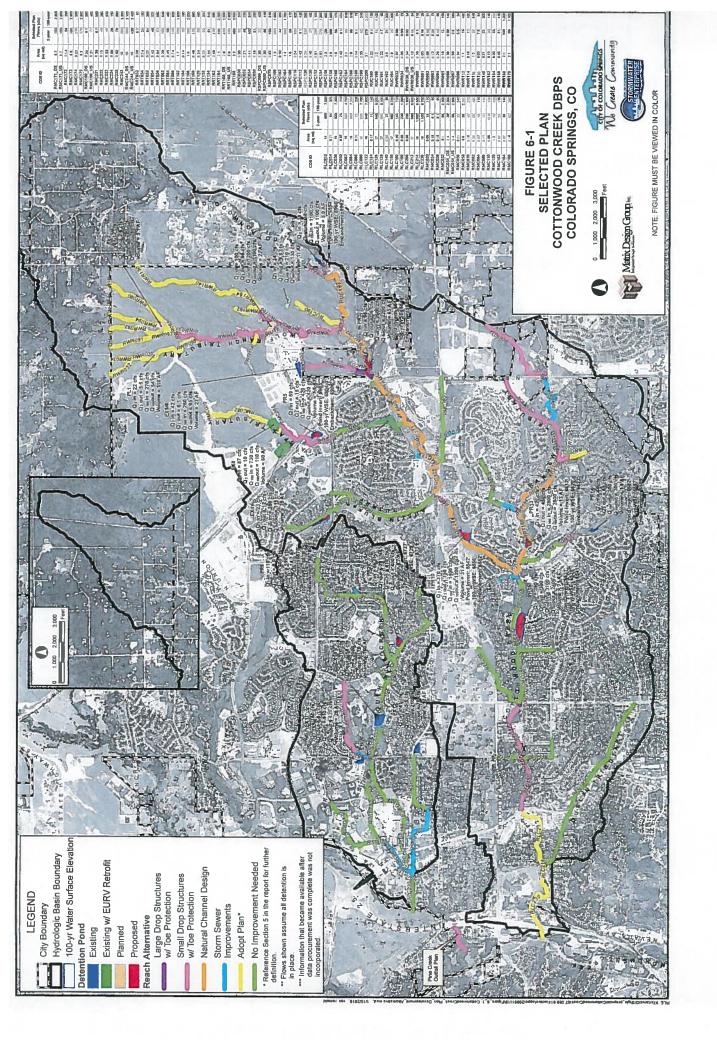
Development Fee* Reimbursement Fee	\$ 31,396,800 = All drainage improvement costs that are directly associated with new development and that can't be considered a shared drainage improvement \$ 7,003,700 = Amount of reimbursements due in the Cottonwood Creek Fee Basin
Total Fee	\$ 38,400,500 = Development Fee + Reimbursement Fee
Fee/Acre	\$ 23,502 = Total Fee / City Unplatted Area
City Cost	\$ 60,982,300 = Total Improvement Cost - Total Fee

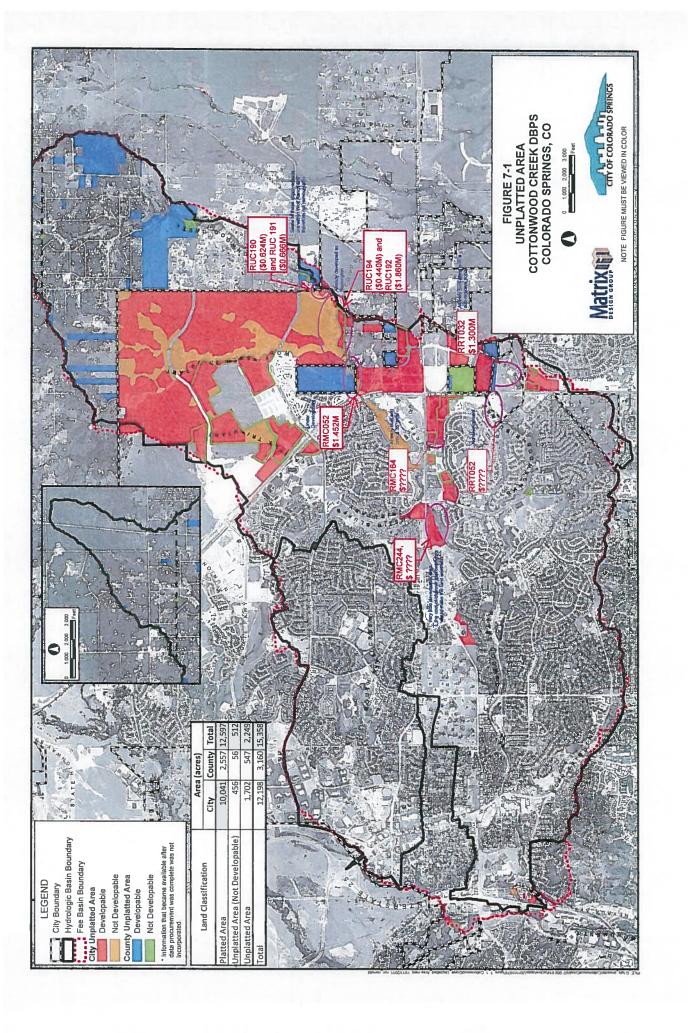
Notes:

\* Cost included Ponds PL1, PL2, PL3, and PL4. Cost included Reaches:

	RWR096	RWR097	RWR098	RWR112	RWR114	RWR116	RWR130	RWR140	RWR162	RWR164	RWR166	RWR168	RWR170		
st included Reaches:	RMC070	RMC082	RMC084	RMC086	RUC180	RWR032	RWR034	RWR036	RWR080	RWR091	RWR092	RWR093	RWR094	RWR095	











**DATE: May 3, 2018** 

TO: Brian Kelley, Secretary to the Drainage Board

FROM: Steve Rossoll

SUBJECT: Drainage Fee Increase in Cottonwood Creek Drainage Basin

**RE**: Pursuant to City Code 7.7.902, a fee adjustment in the Cottonwood Creek Drainage Basin is necessary in order to balance the fee with credits owed.

**ACTION REQUESTED**: The Water Resources Engineering Division is requesting a mid-year adjustment to the Cottonwood Creek Drainage Basin per acre drainage fee.

**BACKGROUND:** With the closing of Wolf Ranch within the Cottonwood Creek Drainage Basin, the per acre drainage fee calculation is being adjusted accordingly. There are no planned reimbursable improvements outside of Wolf Ranch and, therefore, no need to collect fees from unplatted acreage for the same. As such, the per acre fee calculation becomes the total dollar value in credits owed divided by the total unplatted developable acreage (outside of Wolf Ranch). The equation is as follows:

\$4,346,626.72 Credits

270 unplatted developable acres

\$16,098.62 per acre drainage fee - Calculated

\$16,100 per acre drainage fee - Requested

**RECOMMENDATION:** The Water Resources Engineering Division recommends that the Drainage Board approve the request to increase the per acre drainage fee in the Cottonwood Creek Drainage Basin from \$13,241 per acre to \$16,100 per acre. This is a per acre increase of \$2859.

A recommended motion would be: I move to increase the per acre drainage fee in the Cottonwood Creek Drainage Basin from \$13,241 per acre to \$16,100 per acre.