

APRIL 2019 • COLORADO MUNICIPAL LEAGUE

# COLORADO MUNICIPALITIES

## LOOKING TOWARD THE FUTURE

LOOKING BACK AND LOOKING FORWARD,  
STRATEGIC PLANNING FOR A STRONGER FUTURE,  
POPULATION SHIFTS AND THEIR FUTURE IMPACT ON COMMUNITIES,  
STRENGTHENING COLORADO COMMUNITIES INTO THE FUTURE, AND MORE



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The Colorado Municipal League is a nonprofit association organized and operated by Colorado municipalities to provide support services to member cities and towns. The League has two main objectives: 1) To represent cities and towns collectively in matters before the state and federal government; and 2) To provide a wide range of information services to help municipal officials manage their governments.

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District 12 — Markey Butler, Snowmass Village mayor  
District 13 — Kathy Reis, Westcliffe town clerk, and Ileen Squire, Silver Cliff town clerk/treasurer

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GET TO KNOW:  
KEVIN BOMMER, COLORADO MUNICIPAL LEAGUE EXECUTIVE DIRECTOR

On the cover: Glenwood Springs.

Correction: In the February 2019 issue of Colorado Municipalities magazine, we incorrectly identified Mark Williams, Durango Community Development Department planner as "AICP." We also would like to note that Williams is a board member for the American Planning Association.

# COLORADO MUNICIPALITIES

## ABOUT SOME OF OUR CONTRIBUTORS



**Jason Crow** represents Colorado's Sixth Congressional District in central Colorado. The son of small-business owners, Crow worked

his way through college by joining the National Guard and working construction jobs. It was during his National Guard training that he first felt the call to serve; he was commissioned as an Army officer, serving in both Iraq and Afghanistan, earning a Bronze Star for his combat actions. Following his service, Crow attended law school at the University of Denver and then worked for Holland & Hart law firm.



**Elizabeth Garner** is the state demographer with the Colorado Department of Local Affairs. She leads the State Demography Office,

which produces population and economic estimates and forecasts for use by state agencies and local governments. Garner has more than 25 years of experience analyzing

population and economic trends in the state. She is a Colorado native, something only 43 percent of the state's population can claim.



**Rick M. Garcia** has more than 25 years of leadership experience in the government, nonprofit, and private sectors across the

nation. He most recently served as the regional administrator for the U.S. Department of Housing and Urban Development's (HUD) Region VIII in the administration of President Barack Obama. In addition, Garcia was designated as senior policy advisor on sustainability to HUD Secretary Shaun Donovan, representing the field offices. He also served as HUD liaison to the Denver Metropolitan's Regional Air Quality Council, which advised the governor and the General Assembly on the Environmental Protection Agency's air quality standards.



**Waverly Klaw**, AICP, is a planner with the Colorado Department of Local Affairs Community Development Office. She provides assistance to municipalities and counties across Colorado on hazard mitigation, sustainability, and resilience through long-range planning and land use regulation. Klaw holds a master's degree in urban and regional planning from the University of Colorado Denver.



**Shoshana M. Lew** was recently appointed as the executive director for the Colorado Department of Transportation (CDOT). She is charged with

leading the department in planning for and addressing Colorado's transportation needs and overseeing 3,000 employees statewide and an annual budget of approximately \$2 billion. She served as the chief operating officer for the Rhode Island

## LETTERS TO THE EDITOR

*Have some thoughts about an article that you read in Colorado Municipalities?*

*Want to share those thoughts with your colleagues across the state?*

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Department of Transportation and worked for the U.S. Department of Transportation. Lew also has worked in other areas of the federal government. Prior to her federal service, she worked at the Brookings Institution.



**Doug Linkhart** is president of the National Civic League. He brings more than 40 years of experience in public policy to the position, including eight years as a Denver councilmember and 10 years as a Colorado legislator. Linkhart started his career by managing local campaigns and then worked in the federal government as a presidential management intern. He later ran his own consulting business, spending his free time as a newspaper columnist, later founding a nonprofit organization to serve neighborhood associations and their residents. He also served as president of the Colorado Municipal League.



**Sam Mamet** recently retired from the position of executive director of the Colorado Municipal League, where he was responsible to CML's 21-member executive board for executing the policies and programs of the League, supervising staff members, managing and coordinating activities and operations, recommending and developing organization policies and programs, and serving as a spokesperson for League policies. Mamet had been with CML since 1979 and was appointed executive director in 2005.



**Joe Neguse** represents Colorado's Second Congressional District. Elected to his first term in 2018, he became the first African-American member of Congress in Colorado history. Before his election, he served in the Governor of Colorado's Cabinet as the executive director of Colorado's consumer protection agency and

represented Colorado's 2nd District on the University of Colorado Board of Regents. He also co-founded New Era Colorado, the state's largest youth voter registration and mobilization nonprofit. Rep. Neguse and his wife Andrea live in Lafayette, where they are raising their newborn daughter, Natalie.



**Mike Whatley** joined the Statewide Internet Portal Authority (SIPA) as the chief technology officer, a new position, in August 2015. His responsibilities include implementing a technology strategy that supports SIPA's mission of improving digital solutions with cost-savings results. Whatley has a 20-year career in Colorado state government, serving in senior executive roles and as the chief information officer. Before his state career, he worked in a variety of research, legal, and federal contract support functions implementing technology solutions.

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## LOOKING BACK AND LOOKING FORWARD

"THE TIME HAS COME TO TALK OF many things, said the walrus to the carpenter, of shoes and ships, and sealing wax, and cabbages and kings." Well, in my case, the time has come to talk of only one thing: My retirement.

After 40 years on the staff, the past 14 as executive director, it is time. When you read this, I will have become officially and blissfully irrelevant — an overripe Rocky Ford melon rolling down the steps and out the door. There is a new sheriff in CML town, and his name is Kevin Bommer. Most of you already know and admire Kevin for his vision, passion, and bold leadership. He has been on this staff for 20 years, most recently as deputy director. The future of this organization is in very good hands; he has my complete and total support.

While my personal preference is always to say, "Go Buffs!" I will make one exception in his honor. I will say, "Go Pokes!"

And since I am handing out kudos, let me say congratulations to the CML Executive Board for its unanimous and wise choice. I also want to give a shout-out to my current staff colleagues. These are the women and men who make this place the great organization it is. They toil in the

trenches dedicated to serve your interests as municipal leaders in a most professional manner day in and day out.

### A Bit of Memory Lane

I fell in love with local government while attending Albright College in Reading, Pennsylvania. I had an internship working for that city's mayor, who also happened to be a college administrator. He told me to answer the phones and take down inquiries from residents and follow up on them. I was to keep him informed. I wrote an occasional speech for him. He warned me that he was up for re-election that fall and that if I screwed up and he lost, it would be my fault. He said this in a rather salty tone, with a big wink and a smile. From that, I got my first taste of the noble cause we know as public service. That is when I came to realize there is no better place in which to work than local government.

I remember when I applied to CML, it was 1979. I had been bouncing around the country in a variety of public policy jobs at the state and local levels after I got my master's in public administration from the University of Colorado (CU) Boulder. I was in Nevada at the time, living in Las Vegas and working as one of several assistants to the Clark County

manager. In my case, I was handling all of the county's lobbying in Carson City, along with representing the Nevada Association of Counties.

A pal of mine, Alex Brown, was working for CML, and he told me about an opening for an "intergovernmental affairs associate." In other words, it was a lobbying gig. Alex and I had worked together in Pennsylvania, where I worked for the legislature and where he lobbied for one of the local government associations. Years later, after he left the League, Alex wound up serving on the Cherry Hills Village Council and told me that I was now working for him!

I very much wanted to return to Colorado, so I applied.

Ken Bueche was the boss man. He was none too sure about me. "You have moved around a lot; you going to stay here for any length of time?" he asked in a rather intimidating tone. Well, it has been 40 years, and he still brings it up! It helped that one of my references was not only my CU advisor, but Ken's as well, the great Dr. Leo Reithmayer, who was a major influence in both of our professional lives.

I could not have asked to work for a finer human being. Ken was not only my boss, but a mentor, a father

confessor, and best of all, my friend. A tremendous lawyer, Ken exhibited a keen and precise understanding of government law.

We traveled together for 27 years. We had the car break down on us in the middle of the night along I-70 outside Stratton; we took a very bumpy flight into Grand Junction's old Walker Field (the only time I saw Ken take a stiff drink in the middle of the day — we were not sure how that plane ride was going to come out!); we got stranded in a snowstorm in Creede for at least a day or so; and I remember the time he made me walk over the border into Nebraska just because we were in Julesburg, and he wanted me to say I had walked to Nebraska.

We worked on tough issues together at the Colorado statehouse. We had some bruising battles over municipal annexation; we got the lottery passed (the only state lottery earmarking significant proceeds to parks and open space, and I am so proud of that); and we lived through numerous TABOR fights.

When TABOR passed in 1992, it was Ken's vision to pull together the best finance and legal minds in the state to figure out its implementation. This work stands the test of time; many of the major cases involving TABOR have CML's fingerprints all over them.



I learned the art of reading bills from Ken. He was meticulous in reading a bill and drafting amendments. "If you want something done right, draft it yourself," he used to tell me and many others on the staff. And here is a little snippet of the result that advice would get us.

When we lobbied and had an amendment, he always made sure that we had CML and one of our names on the amendment with the date. We had one state senator (who shall remain nameless) always read through our amendment word by word at the microphone and would then read, "This amendment prepared by CML and Ken Bueche/Sam Mamet." Oh gosh, would we get razzed for that in the lobby!

During my professional career, I have known and worked closely with six governors, nine U.S. senators, dozens of individuals who served our state in the U.S. House, and hundreds of state lawmakers. I am proud of the fact that today, in this current General Assembly we have 17 former municipal officials serving under the Gold Dome. This is historic. I know them all and say that with great pride.

Finally, I count thousands of municipal leaders as the best friends a guy could ever ask for.

## A History Lesson

CML is one of the oldest of the state municipal leagues having started in 1923 on the CU Boulder campus, as most state leagues were founded on the campus of a major university, generally staffed by that institution's political science department. CML is one of a handful of state leagues across the country that helped to

establish what is known today as the National League of Cities (NLC).

It is that legacy of training municipal leaders in the practice of sound local governance that Kevin will now oversee. He is the eighth CML executive director since 1923 and only the third since 1974.

Within this organization, we all stand on the shoulders of giants — great women and men who have been guiding CML since 1923.

I want to recognize Kevin's predecessors in order of their places in history: Don Sowers, Bill Grinnel, Jay Bell, Curtis Blyth, Dick MacRavey, Ken Bueche (34 years, a record that will never be surpassed), and yours truly since 2005.

I also want to honor a few tremendous women I was lucky enough to work for as CML presidents.

Recently, I reunited with Annette Brand, who was our president when she was Delta city manager and the first woman to become president of the Colorado City/County Managers Association.

Jane Quimby, who as mayor of Grand Junction, oversaw her beloved city as it endured the economic hardship of Chevron closing its facilities on the Western Slope. It put a number of communities into a tailspin, and as mayor, Jane led with class and determination.

Cathy Reynolds served as CML president, president of the Denver City Council, and president of NLC. She was so good and very much loved CML and NLC. I always enjoy being in her presence, along with her hubby, Rick.

There are other women who merit recognition: our Immediate Past

President and Northglenn Mayor Carol Dodge, Lorraine Anderson, Barb Cleland, Edith Evans, Annette Anderson, Ruth Fountain, Jan Gelhausen, Patricia Vice, Mary Brown, Diana Wilson, Christina Rinderle, Margaret Carpenter, and Susan Thornton. I thank them for their service, leadership, and friendship.

On a personal note, I want to honor the memory of my colleague Susan Griffiths, who was one of the single finest legal minds I have ever worked with anywhere. We had a lot of fun together, and I do think of Susan often. There is a bronze statue dedicated to Susan in our lobby. She was one of a kind indeed.

If there is one thing that is CML's brand, it is stability and continuity. This is relied upon by all who interact with CML, and we should never lose sight of that fact.

## Challenges

In his keynote address at the League's first annual conference in Boulder on the CU campus, University President George Norlin implored municipal leaders to dedicate themselves "for the sake of the best life." He said:

*And the best thing which has happened is the dawn of the conviction among us that the municipality can and should be a partnership in promoting the best and fullest life.*

This is a profound sentiment and should guide our work at all times.

Here are some of my thoughts on seven future challenges:

- **Leadership.** The churn of municipal leadership is continuous. I believe new blood circulating through the municipal body politic

is a good thing; however, where are future leaders coming from? To serve in municipal government as an elected official is not to advance an agenda. It is to focus on the greater good. One place to cultivate future leaders is a youth commission. Please establish one if you do not have one already. Also, a growing number of municipalities hold citizen leadership academies. Finally, having active advisory boards and commissions is a great way to recruit new mayors, councilmembers, and trustees.

- **Local Control.** I really do not know what local control means — I never really have. I know what home rule is because it has its foundation in our beloved Colorado Constitution since 1902. Here is the point: We have a deep and wonderful partnership with the state government. In that partnership, we have had disagreements, and then we move on. I value that relationship and ask that you respect it. And the best place to work on these issues is within the friendly confines of CML.
- **Infrastructure.** This is a tough nut to crack. There has been a tremendous focus on transportation, and we just have not yet crossed the finish line. More recently, I have been focused on water and how to fulfill the many needs identified in Gov. John Hickenlooper's excellent 2015 state water plan. The greatest challenge we have is Lake Mead in Nevada; if there is ever a call on the Colorado River Compact, all of us will know it as a major headwaters state. Municipal leadership means understanding

water policy and then explaining this challenge to our citizens.

- **Homelessness.** There but for the grace of God go I. One of the singularly most complicated matters affecting many cities and towns across Colorado is homelessness. I have been observing a number of municipal leaders reaching across boundary lines and engaging fellow municipal officials — you are thinking about the issue holistically and engaging many folks in your community. This is what needs to be done.
- **Opioid Abuse.** For more than 12 years, the League has hosted a statewide task force out of the Attorney General's Office to examine the many dimensions of drug abuse. It is a health epidemic, and municipal officials need to acknowledge it as, sadly, occurring in your city or town. There are a number of experts you can turn to. It is a communitywide conversation, and certainly one in which you can demonstrate leadership. Many of you are; thanks for that.
- **Climate Change.** When I first became involved with this issue, I observed that, while the national government and the states might be lagging behind, cities and towns are leading the way with small yet important initiatives. This remains so today. It is a quintessential example of how local officials step up to the plate.
- **Tax Policy.** When, oh when, will we tackle TABOR in Colorado? It is the biggest pothole in the state, and it needs to be patched. All roads lead to TABOR, both at the state and local levels. And the

Gallagher Amendment is a major stress upon rural Colorado antecedent to TABOR, which has been made difficult to address because of TABOR. It will take a broad coalition with clear-cut and understandable policy choices. I am optimistic we shall see the day sooner rather than later when this all can be addressed. I hope I am a part of it as a private citizen.

- **Council-Manager Form of Government.** I have always been a champion of this governance model. It is vibrant in our state. I also acknowledge that in some communities a change in the governance model may be necessary. I respect that. At the end of the day it always does turn on the people holding those particular positions. A clear understanding of roles and responsibilities is essential at all times.

## Parting Thoughts

Dr. Seuss once said, "To the world, you might be one person; but, to one person, you might be the world."

I think the people I have been honored to know and to work with as municipal leaders are seen by many as the world. You are the ones who really make things happen. You work tirelessly to ensure that your city or town is the best place to live, to work, and to play.

God bless each of you for that, for you will always be in my heart and embedded deep in the fiber of my bones.

This is the greatest state in the union, our beloved Colorado. Go forth and continue to do good for her.

# ADDRESSING CONTEMPORARY CHALLENGES AND OPPORTUNITIES THROUGH COMPREHENSIVE PLANNING

HOW CURRENT IS YOUR comprehensive plan? Does it take recent demographic data and future trends into account? How well does it address some of today's "big hairy problems" and offer strategies toward solving these problems? This article examines six current policy and land use challenges and offers recommendations for how they can be addressed within a municipal comprehensive plan.

## Renewable Energy and Vehicle Electrification

On Jan. 17, 2019, Gov. Jared Polis issued an executive order setting the goal of reaching 100 percent renewable electricity in Colorado by 2040 and accelerating the transition to zero-emission vehicles.

Cities and towns consume approximately 70 percent of global energy and therefore are critical players in reaching the statewide renewable energy goals. Municipalities should consider exploring goals and strategies for promoting renewable energy, energy efficiency, vehicle electrification, public transit, and transit-oriented development within their comprehensive plans.

Buildings are major consumers of energy, accounting for about 39 percent of total U.S. energy consumption. Municipalities should engage in thoughtful conversations about how existing or new buildings can be made more energy efficient and could examine whether land use regulations present barriers to emissions-reducing strategies such as installing solar panels.

## Resilience to Natural Hazards and Other Stressors

In the past 10 years, Colorado communities have been severely affected by floods, wildfires, drought, and other hazards. Between 2012 and 2013 alone, Colorado experienced wildfires and floods that destroyed a total of 2,944 homes, caused an estimated \$556 million in economic impact, and inundated an estimated 67,000 acres of farmland and grazing pastures. As temperatures are projected to rise between 2.5 and 5 degrees Fahrenheit by 2050, Colorado will face increased potential for more frequent and severe wildfires, drought, extreme heat, and floods.

Cities and towns should assess their vulnerability to natural hazards and other stressors and should incorporate mitigation strategies into their comprehensive plans that will enable them to be more resilient in the future. The assessment of hazards is required by statute, and integration of hazard mitigation principles is required for comprehensive plans funded by the Colorado Department of Local Affairs (DOLA) Energy/Mineral Impact Assistance Fund grants. DOLA's *Planning for Hazards: Land Use Solutions for Colorado* guide gives specific guidance for integrating natural hazards into comprehensive plans, and its Colorado Resiliency Office offers assistance to communities wishing to increase their resilience to shocks and stressors.

## Water

Increased population growth, a warming climate, and decreased precipitation mean that Colorado's

communities are experiencing a water squeeze. The 2018 Colorado Climate Plan predicts that, because of these factors, "an additional million acre-feet annually may be needed by mid-century to meet demands."

Unfortunately, mid-century is only about 30 years away. For this reason, cities and towns will want to work with their water providers to determine their water-demand trajectories based on population growth, climate change, and other factors. Municipalities also should consider in their comprehensive plans those development patterns that conserve water. Pursuant to Senate Bill 8 passed in 2015, the state and its partners have resources available to support better integration of water demand management and conservation planning into land use planning.

## Attainable Housing

Colorado's population is projected to exceed 6.4 million by 2025. How can a municipality's long-range plan help ameliorate the housing challenge that cost-burdened residents are facing? When updating a plan, it is important to establish proactive policies that encourage or incentivize attainable housing, as well as to identify and resolve barriers to creating or maintaining such housing stock.

DOLA's *Affordable Housing Guide for Local Officials* that describes a set of land use planning practices that, when applied in balance with other community priorities, can encourage and sustain housing that is attainable for its residents.

## An Aging Demographic

Colorado's population over the age of 65 is projected to grow by 43 percent between 2019 and 2030. Lifelong Colorado, an initiative launched by Gov. John Hickenlooper in September 2018, encourages cities and towns across Colorado to develop age-friendly plans by focusing on the environmental, economic, and social factors that influence the health and well-being of older adults.

For example, when assessing transportation in planning, consider that 30 percent of Coloradans aged 65 and older were unable to get somewhere within the past month due to a lack of transportation. How will your community plan help to ensure that transportation is made easier for all and that older Coloradans can age in place? The recently updated *2018 Strategic Action Plan on Aging* offers guidance on steps that the state and local governments can take to plan for the opportunities and challenges related to aging.

## Infrastructure Improvements and Municipal Services

Finally, cities and towns told CML through its *State of Our Cities & Towns* survey that the most common major challenge from 2008 to 2018 was unfunded street maintenance and improvement needs. Communities are struggling to keep up with demand and are considering more resilient and lasting approaches to solving these issues.

Cities and towns facing these challenges can develop strategies to address them in the transportation or infrastructure sections of their comprehensive plans, as well as in their capital improvement plans, like the City of Longmont has done.

## Good Planning Principles

As a reminder, here are a few pointers to keep in mind when updating a comprehensive plan.

A good comprehensive plan:

- includes vision statements, guiding principles, goals, objectives, and policies;
- describes an implementation strategy composed of action plans, metrics, and outcomes to drive community vitality and future sustainability;
- analyzes existing conditions and trends regionally and in the community;
- is developed in consultation with service providers and neighboring jurisdictions;
- reflects the desires of the community through robust public engagement;
- is actively managed and adopted by the planning commission;
- includes a three-mile plan per Colorado Revised Statute § 31-12-105(1)(e)(I);
- uses graphics, visuals, and a thoughtful layout to increase readability;
- incorporates sustainability, equity, and resilience throughout;
- includes all elements relevant to the community, including land use (with future land use map), transportation, utilities/facilities/infrastructure, housing, culture/history, education, energy, environment/natural resources, water (supply, demand, and quality), parks and open space, economic development, public health, hazard mitigation, and recreation and tourism (required by statute); and
- conforms to the regulations put forth in C.R.S. § 31-23-206.

The American Planning Association's *Sustaining Places: Best Practices for Comprehensive Plans* by David R. Godschalk and David C. Rouse remains a helpful resource for developing a strong and multifaceted comprehensive plan. DOLA's Community Development Office, Resiliency Office, and Demography Office are also available to provide assistance.

## Sample Plans

City of Fort Collins, 2011. City Plan. [fcgov.com/planfortcollins/pdf/cityplan.pdf?1415894776](http://fcgov.com/planfortcollins/pdf/cityplan.pdf?1415894776)

City of Longmont, 2016. Envision Longmont Multimodal and Comprehensive Plan. [longmontcolorado.gov/departments/departments-n-z/planning-and-development-services/envision-longmont-longmont-area-comprehensive-plan-update](http://longmontcolorado.gov/departments/departments-n-z/planning-and-development-services/envision-longmont-longmont-area-comprehensive-plan-update)

City of Manitou Springs, 2017. Plan Manitou, an integrated comprehensive and hazard mitigation plan. [planmanitou.com](http://planmanitou.com)

State of Colorado, 2015. Colorado Water Plan. [colorado.gov/pacific/cowaterplan/plan](http://colorado.gov/pacific/cowaterplan/plan)

## Resources

American Planning Association, 2010. PAS Report 560, Hazard Mitigation: Integrating Best Practices into Planning.

[planning.org/publications/report/9026884/](http://planning.org/publications/report/9026884/)

American Planning Association, 2015. PAS Report 578, Sustaining Places: Best Practices for Comprehensive Plans [planning.org/publications/report/9026901/](http://planning.org/publications/report/9026901/)

Department of Local Affairs Division of Housing, 2017. Affordable Housing Guide for Local Officials. [colorado.gov/pacific/dola/publications-reporting](http://colorado.gov/pacific/dola/publications-reporting)

State of Colorado, 2016. Planning for Hazards: Land Use Solutions for Colorado. [planningforhazards.com](http://planningforhazards.com)

State of Colorado. Resources for Integrating Water & Land Use Planning. [colorado.gov/pacific/cowaterplan/integrating-water-land-use-planning](http://colorado.gov/pacific/cowaterplan/integrating-water-land-use-planning)

Strategic Action Planning Group on Aging. 2018 Strategic Action Plan on Aging. [colorado.gov/pacific/agingstrategy](http://colorado.gov/pacific/agingstrategy)

## A PATH TO RESILIENCE AND SUSTAINABILITY

*By Karen Berchtold, AICP, Manitou Springs senior planner for long-range planning*

IN APRIL 2017, AFTER CONSIDERABLE COORDINATION AND PREPARATION, THE CITY OF MANITOU SPRINGS adopted “Plan Manitou,” an integrated master/hazard-mitigation plan, and hopes that its experience may be relevant for other Colorado communities.

Manitou Springs has a population of approximately 5,500 people and occupies about three square miles. It developed along the foothills of Pikes Peak adjacent to the City of Colorado Springs. Manitou Springs is characterized by steep topography, open space, scenic vistas, and extensive historic resources. Its economic base is firmly rooted in tourism. The City is nearly built out and encourages redevelopment.



In summer 2013, Manitou Springs experienced major flooding with widespread impacts. With the encouragement of FEMA and other agencies, City leaders concluded they needed a comprehensive master plan that addressed natural hazard risk. The City received Energy Impact and Assistance funding to hire a planner to manage the project and a Department of Local Affairs Resilience Planning grant to engage a consultant, Clarion Associates. The plan needed to be responsive to the community’s high level of public involvement. Key groups that guided the plan were the Citizens Advisory Committee, Hazard Mitigation Working Group, City Planning Commission, and Manitou Springs City Council.

Sustainability and resiliency are organizing themes integrated throughout Plan Manitou ([www.planmanitou.com](http://www.planmanitou.com)).

The City values sustainability, and the Plan defines a comprehensive approach to it, including policies and actions to promote energy efficiency through housing, transportation, and municipal facilities.

Manitou Springs is vulnerable to a range of natural hazards; flooding, geologic hazards, and wildfire pose the most significant risks. The master plan takes a unique approach to resiliency by including a community-scale hazard risk assessment and a hazard mitigation strategy prepared and vetted with the community. The plan incorporates hazard mitigation goals, policies, and actions.

Educational tools are a core approach to help property owners reduce risk. In spring 2018, staff distributed wildfire mitigation guidance. This spring, the City will promote educational materials on green infrastructure.

Everyone involved agreed the plan needed a feasible implementation strategy. Plan Manitou includes short-term implementation (three to four years) and longer-term actions. Some characteristics of implementation are:

- Public involvement: Citizen boards and volunteers are delegated to implement plan actions. All City departments have an implementation role.
- The Plan Manitou website serves as a portal for communications, surveys, and educational tools.
- Staff provide an annual update on completed and planned actions at a joint planning commission–city council meeting.

Following plan adoption, the City established a permanent long-range planner position to oversee implementation.

Nearly two years into implementation, Manitou Springs is learning that most aspects of the plan are working well, whereas some need to be fine-tuned.

**What is working well:** The plan is a valuable tool for coordinating other City plans and activities. Staff identified priority actions to consider in last fall’s budget process. Community members continue to help implement actions.

**What needs to be fine-tuned:** The plan is a large document, and staff look for opportunities to streamline and simplify it. Quarterly updates are planned to keep the community engaged.

As the City of Manitou Springs approaches its third annual progress report, staff will conduct an assessment to evaluate implementation and consider plan updates.





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## Community Ownership Is Essential

Communitywide planning efforts should be aimed at determining what people want to see in the municipality, not what people want to see from the municipality. If, for example, a community goal is better public safety, the question for a community plan should be how to work together to create public safety, not what do residents want law enforcement to do. This is why it is important to have key groups at the initial planning sessions, such as business associations, homeowners groups, nonprofit agencies, faith-based institutions, and ethnic groups.

One of the most important steps in communitywide planning is broad outreach to engage every part of the community. It can be a struggle to gain the involvement of parts of the community that are often under-represented, such as youth, low-income populations, and immigrants, yet these populations are often the subject of many plan objectives. These objectives will certainly be better targeted and more successful with the involvement of these populations.

Not every source of input needs to contribute in the same form. For many community members, attending lengthy deliberations is not desirable or realistic. Cities and towns are finding many creative techniques for accommodating different types of input, from the “Tamales and Talk” meals in Longmont to the “Take Ten” interviews on the street by city employees in Charlotte, North Carolina. Clipboards at festivals, online portals with survey questions, and art contests can all play a role in gathering input in ways that are most amenable to a variety of populations.

## Plan Outcomes Should Be Measurable, Implemented, and Tracked

Outcomes should be specifically defined and measurable, with clear ideas of the manner in which they will be achieved and responsibilities

assigned. Goals should be set in a context that considers past work and the ability of key players to deliver on commitments.

A committee of the overall group should be tasked with oversight and staff members assigned with responsibility for collecting and reporting progress. There should be a specific timeline for review, whether it be quarterly, annually, or every five years. In San Antonio, a nonprofit agency was formed to oversee implementation and tracking. In Longmont, a plan review was scheduled five years out, with tracking steps in between.

## Leave Stronger Than When You Began

One of the oft-neglected yet most powerful outcomes of communitywide planning is the opportunity for capacity building. By opening input and decision-making on key challenges to the full community, a city or town can create relationships among members of the community for solving problems for years to come.

The National Civic League (NCL) calls this problem-solving capacity civic capital, the formal and informal

relationships, networks, and capacities communities use to make decisions and solve problems. The components of civic capital, as described in NCL's Civic Index, include inclusive community leadership, collaborative institutions, a culture of engagement, and other factors that relate to different parts of a community.

The act of collectively identifying a community vision, outlining goals and objectives, and implementing activities to achieve these measures is a perfect opportunity for creating communitywide ownership of public issues and ongoing relationships for addressing future challenges. These relationships should be intentional, with advisory structures and communications mechanisms left in place that are open, inclusive, and respectful of each actor's role in helping to foster community change.

The NCL's Civic Index is available at [www.ncl.org](http://www.ncl.org). NCL also has published a *Community Visioning and Decision-Making Handbook* with step-by-step guidance on communitywide planning processes; contact NCL for a free copy or for other resources and advice on how to harness the full power of your community.



## STRATEGIC PLAN FOCUSES ON PRIORITY AREAS

*By Mark Deven, Arvada city manager*

THE CITY OF ARVADA'S STRATEGIC PLAN FOCUSES ON FIVE COUNCIL PRIORITY AREAS: SAFE COMMUNITY, infrastructure, community and economic development, vibrant community and neighborhoods, and organizational and service effectiveness. The strategic plan is established on a six-year implementation timeframe and reviewed during the annual strategic planning retreat with a focus on strategic results. Every other year following council elections, a comprehensive review of all strategic results is conducted to identify updates, additions, or deletions. The review of the results provides a platform for potential changes that reflect the outcome of each council election. The following steps associated with the execution of Arvada's strategic plan occur throughout the year.

**Collection of data** is the foundation for the strategic plan. Data is collected from citizens through the biennial citizen survey, Ask Arvada (customer relationship management, or CRM), public meetings, Speak Up Arvada (citizen and neighborhood engagement tool), and council contacts with citizens. Performance measures tracked by operational units also identify residents' service needs. As an example, the council receives quarterly Ask Arvada reports, results from the biennial citizen survey, summaries of engagement results from Speak Up Arvada, and annual updates regarding community demographics.

**Data assessment** is supported by staff presentation of strategic results and performance measures through a series of "base camp" meetings. The base camp name embodies the theme of "the climb" related to the City's core values of innovation, passion, and opportunity. This format brings staff together into work systems directly aligned with the five council priority areas. For example, staff from the public works and utilities departments will report on strategic results and performance measures that align with the priority area of infrastructure.

**Strategies** are aligned and prioritized within the five priority areas. The leadership team conducts planning sessions to review and incorporate performance measurement findings and other data to prepare proposed strategic plan revisions for presentation to council. Council adoption of revisions sets the final direction.

**Action plans** are developed following the adoption of the strategic plan. Departmental priorities are defined to support achievement of the strategic results. Base camp preparation meetings review the current status of the strategic results and specific actions and adjustments needed to achieve desired outcomes.

The strategic plan is the foundation of all **budgetary and long-range planning decisions**. Revenue forecasts are updated annually, and budget decisions are formulated on a biennial basis with annual updates approved by the council. Long-range operating and capital improvement plans are reviewed annually and updated on a biennial basis. Requests for additional resources or repurposing of existing funds must align with a strategic result approved by the Arvada City Council within the strategic plan.

It is then important to actively **evaluate the process and implement and monitor** the strategic plan. Implementation is accomplished at all levels of the organization. Goals are developed within individual employee work plans that support strategic results, which is the "golden thread" that aligns the work of the organization to the direction provided by the Arvada City Council. Base camp meetings are the primary venue for discussion and collaboration, as meeting agendas include strategic results as a specific agenda topic along with performance measures that address key performance topics.

The City of Arvada is already seeing results in the council's priority target areas:

- **Safe Community:** Three new community police stations have been built to advance community policing and a staffing plan implemented to support Arvada's rapid growth.
- **Infrastructure:** A new transit hub was built to serve Olde Town Arvada, and a City-sponsored bond measure was approved by Arvada voters to improve two major east-west streets.
- **Community and Economic Development:** Eight hundred new nonretail jobs have been created through targeted business attraction efforts, and more than \$577 million in private sector investments have been generated since 2014.
- **Vibrant Community and Neighborhoods:** More than 50 percent of "unorganized" neighborhoods now have neighborhood leaders and are engaged in neighborhood improvement initiatives, and Speak Up Arvada was launched as part of a community visioning project.
- **Organizational and Service Effectiveness:** The procurement process was revised to reduce the time to process purchase orders and include performance measures, and workforce plans have been established to support the transition of the workforce and to manage retirements.

## CONTINUED DEVELOPMENT OF STRATEGIC PLAN A KEY PRIORITY

*By Kevin Bommer, CML executive director*

THE COLORADO MUNICIPAL LEAGUE'S STRATEGIC PLAN HAS LONG BEEN A SUBJECT OF FOCUS AND attention by the CML Executive Board and staff, but the past two years have seen a more intentional effort to better connect the process and desired outcomes to CML's mission, vision, and values.

Most recently, CML's goals and objectives were revised to remove outdated provisions and better align activities with the vision statement and CML's core functions. These goals are found on the CML website at [www.cml.org/strategic-plan](http://www.cml.org/strategic-plan). In the future, members will be able to see dashboards that better illustrate progress toward goals and specific objectives. In addition, CML's budgeting process reflects prioritization of goals and objectives and intentionally demonstrates goal integration.

The development of performance measures is also a high priority. Staff began work in 2018 on establishing a few target areas for performance measurement by examining the various metrics already collected to better understand and determine what the League wants to continue to track over time. The board initially had approved starting small by showing selected organizational metrics within the database management system, specific data related to the annual conference revenue and attendance, and key legislative data points. However, staff was able to go far beyond the limited list and took a much deeper dive into a vast array of organizational metrics, adding other areas based on a consensus list of key subjects on which CML collects data.

Where possible, staff listed established targets for certain items, and exercises in 2019 will build out the rest of the performance targets. The intent is still to start small and develop expertise and repeatable processes while the League establishes new tools through a website redesign, content management system improvements, and upgrades to the League's database. Once operational, these tools will help the process of developing an integrated dashboard on the website.

It was rewarding for the staff and the board to realize that there were a whole lot of metrics that were already available, and there is an embrace of the challenge ahead to consolidate them in common and repeatable practices. The staff identified inefficiencies and departmental variations in metrics collection — only reporting some of them — and without clearly established goals but for a few specific purposes, generally related to ensuring realization of budgeted revenue. The process will take a steady, dedicated effort, which both the CML staff and board are committed to.

Including additional data sources beyond those originally intended surprised the staff. It demonstrated the power in the numbers that CML already gathers. When consolidated, it will then be possible to see where opportunities exist for improvement and establish operational priorities. In addition to the work that will occur in 2019 on process alignment and goal management, the greatest of growth and expansion of the CML Strategic Plan in 2019 will be the refinement of data gathering and performance management.

For more information, visit [www.cml.org](http://www.cml.org).





# POPULATION SHIFTS AND THEIR FUTURE IMPACT ON COMMUNITIES

## Introduction

Who we are today is a culmination of decades of migration patterns, births, and deaths. There are several factors influencing migration, ranging from economic opportunities, education, cost of living, and housing options to geopolitics, war, and natural disasters. Births and deaths are influenced by age, education, income, lifestyle, and health care — just to name a few. These factors change over time, causing a shift in the population dynamics of Colorado.

In order to plan for the needs of a community, including housing, schools, health care, infrastructure, and human services, it is important to understand its current population, economic conditions, and how it fits into the region and state, as well as how the factors are forecast to change over time. The largest transitions impacting Colorado include disparate growth, lower birth rates, aging population, slowing labor force growth, and increased racial and ethnic diversity.

## Growth Trends

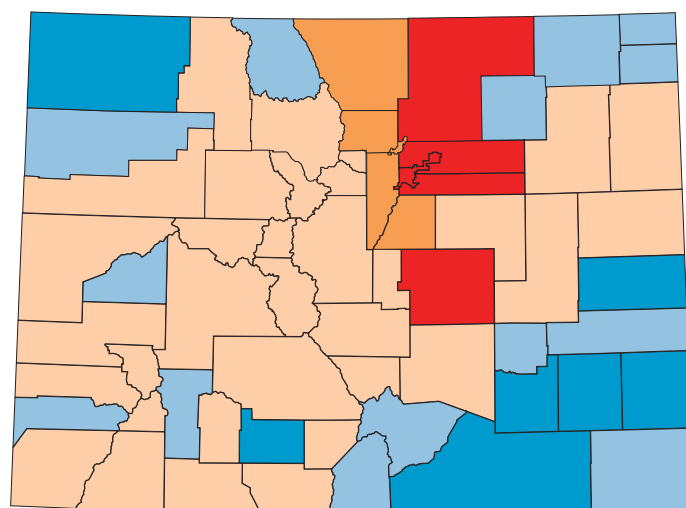
Community trends are influenced by what is happening nationally and within the state. Growth in the United

States has slowed to a 0.7 percent annual average rate, the lowest since the great depression in the 1930s. Between 2010 and 2017, Colorado's population has increased by almost 560,000. This is an annual average growth rate of 1.5 percent.

The increase in population in Colorado since 2010 has been concentrated along the Front Range. The map below shows the areas of growth and

decline. Counties with increasing population are shown in red, orange, and yellow, while counties with declining populations are shown in different shades of blue. Since 2010, 93 percent of state growth has been along the Front Range, which is uncharacteristic. Historically, the growth along the Front Range has made up 80 to 84 percent of the growth in the state.

**Colorado: Total Population Change, 2010–2017**



-1,173 to -500

-599 to 0

**Population Change**

1 to 10,000

10,001 to 50,000

50,000 to 101,403

Source: Colorado State Demography Office, Sept. 22, 2018



So what have been some of the drivers and barriers to growth throughout the state? Understanding how a community fits within the state and regional economy is important in planning for the future.

*Recommendation: Keep informed about larger-scale trends impacting the nation and state by attending the State Demography Annual Summit, held each November.*

## Births and Deaths

There are macro trends impacting births and deaths, but they are also

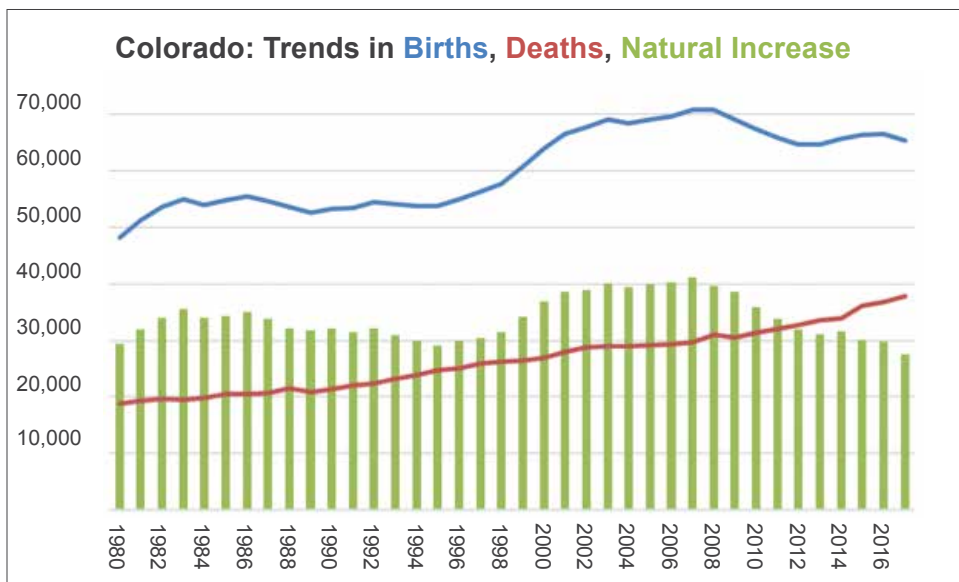
impacted by local conditions, such as age, education, and cost of living. Total fertility (lifetime births per woman) has decreased in the United States from 2.1 in 1990 to 1.8 in 2017; Colorado is now at 1.7. The decline in total fertility has been led by declining births rates to younger mothers due to increased birth control options, increased educational attainment, financial uncertainty caused by the Great Recession, and delayed marriage. Colorado's natural increase (births minus deaths) is believed to have reached its peak in 2007. The

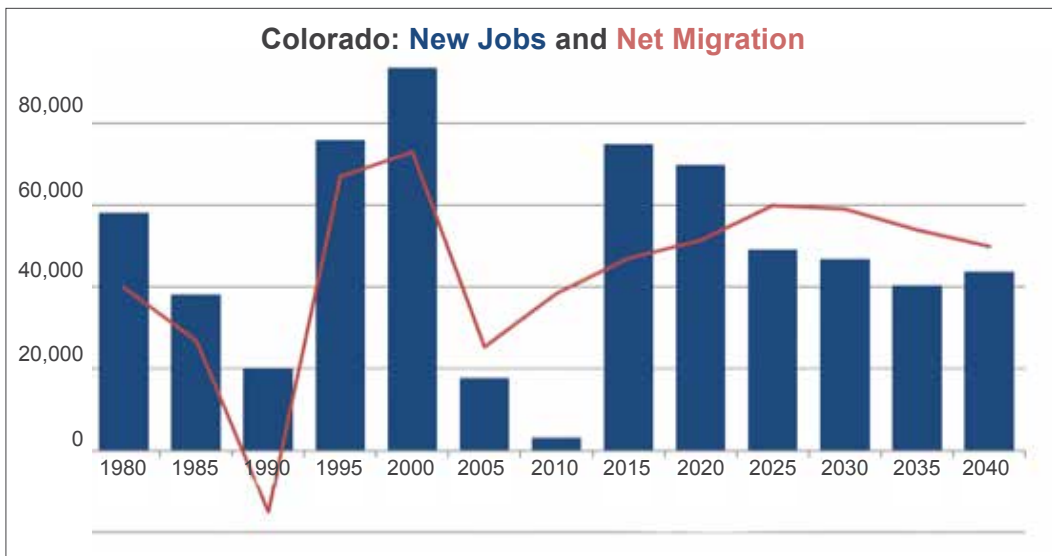
chart below shows the trend in births, deaths, and natural increase since 1980.

Tracking births is very important — especially in understanding the needs for schools. A decline or increase in births directly leads to changes in school enrollment and other service demands. When there are both decreasing births and increasing deaths, natural increase becomes smaller, or even becomes natural decline. Managing a community in a phase of natural decline brings its own set of challenges. Often, the counties with natural decline have a larger share of their populations over 65 years of age and are lacking young adults in the 25- to 44-year-old age range who would typically have children. The age of a community greatly impacts births and deaths, and migration greatly influences age.

Although Colorado is experiencing decreased birth rates and increased deaths, not every community is experiencing the same patterns.

*Recommendation: Understand the age dynamics in your community by reviewing current age distribution, patterns of migration by age, and trends in births and deaths. It will influence the available workforce,*





housing, consumer spending, transportation, service demands, public finance, civic engagement, and more. There are several age analysis tools on the State Demography Office website under Population, Interactive Data, and Community Profiles.

## Migration

Migration is the flow of people into and out of Colorado. Net migration takes the in-migrants (around 210,000 per year) and subtracts the out-migrants (around 150,000 per year since 2010). Migrants tend to be younger and have lower incomes and higher education levels than Colorado's average population. Colorado's largest positive net migration is dominated by the 22- to 34-year-olds, but this varies by location. A web tool showing net migration by age patterns for all counties can be found at the State Demography Office demographic dashboard, [gis.dola.colorado.gov/apps/demographic\\_dashboard](https://gis.dola.colorado.gov/apps/demographic_dashboard).

Migration patterns are strongly linked to job and educational opportunities. Understanding the levels of migration and characteristics and how they are changing is important in developing programs for communities. Since migrants tend to be younger, and younger adults tend to have kids, the migration patterns in Colorado are critical in understanding the future service demands. Migration is

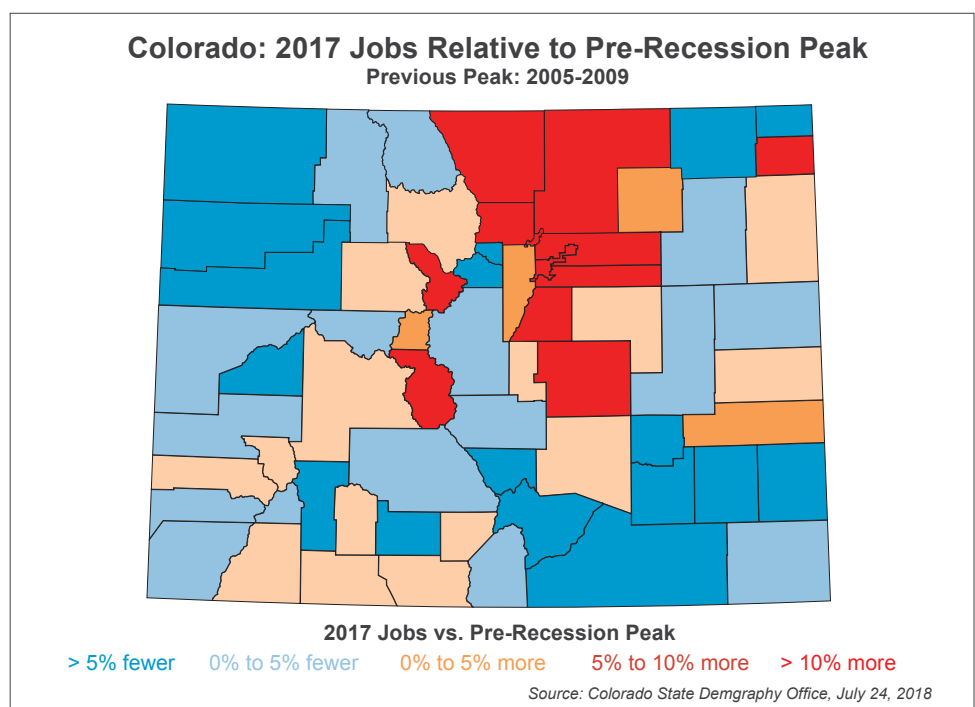
influenced by the types of industries growing and shrinking, the skill sets of workers, and Colorado's comparative strength to other states. The chart above shows the pattern of job growth and net migration over time.

## Economy

Colorado ranks third in the United States in employment growth since 2010. Health services, professional and technical services, accommodations, and food service industries generate 47 percent of the total employment growth. Analyzing the growth by industry and wage

allows for researchers and policy makers to evaluate the type of job growth Colorado has been experiencing and the types of housing and other services that may be needed in the future.

Job growth across the state has been disparate. The map below shows job growth by county from pre-recession peak levels through 2017. The economic recovery from the recession has not been equally enjoyed by all counties. The counties shaded blue have lower employment than pre-recession peak levels. This is partially explained by the jobs that



## The largest transitions impacting Colorado include disparate growth, slowing births, aging of its population, slowing labor force growth, and increasing racial and ethnic diversity.

have helped to support the recovery. Health care services are dominant in areas with larger population centers, and professional and technical services thrive in metropolitan areas and areas with full broadband infrastructure.

*Recommendation: Utilize the employment data, charts, and maps that are available on the State Demographic Office website.*

### Aging

Age is a dominant force when understanding most trends in the state because age impacts preferences, spending, housing needs, community service demands, labor force participation, and more. Colorado is one of the youngest states, with the

sixth lowest share of its population older than 65 years old, and is the third fastest-aging state, with an annual growth rate of 4.8 percent for those 65 and older. Between 2010 and 2017, the 65-plus population has increased by 217,000, while the total population has increased by 560,000. The growth of the 65-plus population has been 38 percent of the total growth in the state, yet this age group represents only 13 percent of the population.

Colorado has very few people older than 65 due to years of migration trends attracting primarily young adults. Today, 95 percent of the growth in Colorado's 65-and-older population is people who in-migrated over the years and are aging in place.

Due to aging trends, Colorado will experience faster growth in industries supporting the aging population, such as health care.

The current tight labor force is also due in part to the aging of Colorado, with the fastest growth in retirees it has ever experienced as well as slower growth in new entrants. The chart below shows the growth rate of the population by age and age relationship to the labor force. One concern is whether Colorado will be able to retain and attract a labor force sufficient to fill the needs of the job market or whether a lack of a labor force will constrain growth.

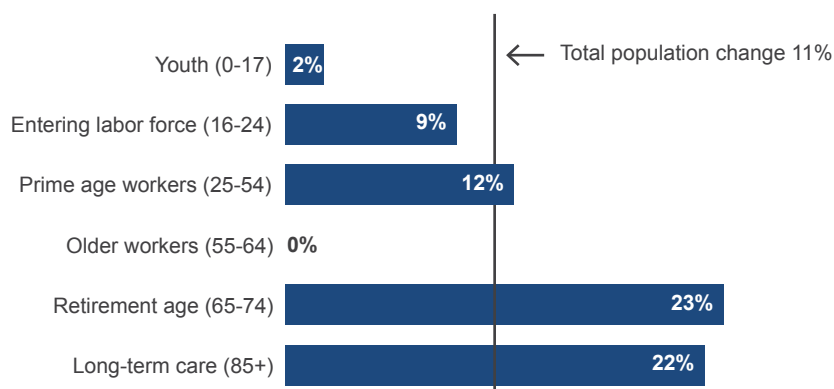
Strategies to keep Colorado competitive include increasing labor force participation in all age groups and ensuring all Coloradans have the education and skills needed to meet the demands of growing industries.

### Race and Ethnicity

Historically, Colorado's younger population is more racially and ethnically diverse than older generations. For the population under the age of 24, people of color make up 40 percent of the total population, compared to the population over 65, of which they make up 16 percent.

Due to Colorado's race and ethnic diversity by age, the fastest growth in

**Colorado: Projected Change in Specific Age Groups, 2018 to 2025**



Colorado's growth is dependent on several factors, ranging from industrial competitiveness, labor force preparedness, and cost of living to age, birth rates, income, and healthcare. These factors change over time — some more abruptly than others.

the labor force is people of color. Colorado's disparity in educational attainment by race and ethnicity is a challenge. Colorado has the second largest achievement gap (30 points) for a bachelor's degree or higher between its Hispanic and White non-Hispanic population in the country.

*Recommendation: Increase educational achievement of Coloradans, and create opportunities for youth to investigate occupational prospects at an early age to align education and career pathways.*

## Forecast

Colorado's population is forecast to continue to grow but at a slowing rate. The population is forecast to increase annually from the mid-70,000s to low 80,000s through 2020, with natural increase forecast to remain in the high to mid-20,000s and net migration to remain in the high 40,000s to low 50,000s.

The decelerating population forecast is due to a slowing national economy, birth rates, and international migration as well as an aging population and declining labor force growth. Although Colorado's growth is forecast to slow, it is projected to grow twice as fast as the nation.

The largest population growth by county continues to be along the Front Range. Between 2018 and 2025 the state population is forecast to increase by almost 600,000. Eighty-seven percent, or 520,000, is forecast for the Front Range; of that, 300,000 is

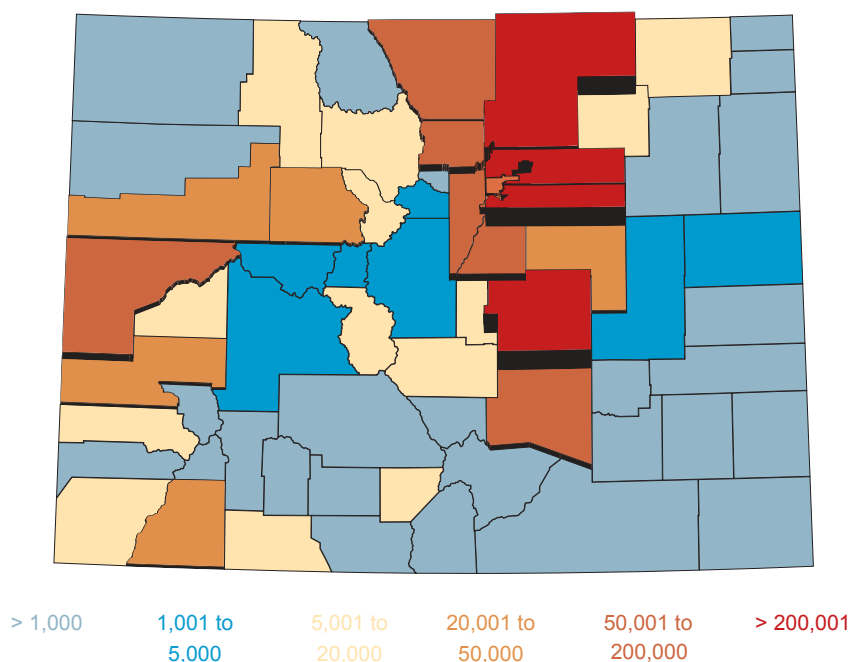
forecast for the Denver Metro area. The fastest growth is forecast for the northern Front Range at an annual average of 2.4 percent, or 120,000. The 2050 population forecast for the state is 8.1 million, with 6.8 million along the Front Range (84 percent of the total population).

## Summary

Colorado's growth is dependent on several factors, ranging from industrial competitiveness, labor force preparedness, and cost of living to age, birth rates, income, and health care. These factors

change over time — some more abruptly than others. In order to plan for the needs of a community, it is important to understand its current population and economic conditions and how the factors are forecast to change over time. Some factors can be planned for, such as reduced birth rates or increased demand for housing; others need to be researched to understand the relative risk, such as industrial transitions or shifts in the climate. The State Demography Office and other offices within the Colorado Department of Local Affairs have information and resources to help communities plan for the future.

Colorado: Projected Population Change, 2018 to 2050



Source: Colorado State Demography Office, Nov. 2, 2018

## USING DEMOGRAPHIC DATA TO PLAN FOR THE FUTURE

AFTER AN INNOVATIVE LOOK AT DATA FROM THE DEPARTMENT OF LOCAL AFFAIRS (DOLA) DEMOGRAPHERS Office, the Town of Bennett is preparing for a “boomer boom.”

Having overall growth of 11 percent last year, and recently investing \$22 million into infrastructure, Bennett is in the middle of a growth spurt. The town of fewer than 3,000 residents is working to develop a flexible and integrative capital asset inventory master plan that will evolve with the community.

To guide this transition, the Town’s development team worked with DOLA to forecast different population scenarios. These population scenarios will be used with the master planning document to accommodate the evidence-based projections in the demographic shift, as well as a range of possible growth scenarios. Often, towns rely on anecdotal evidence or local information when drafting population growth plans, but the objective data available through DOLA provided Bennett with a more specific perspective that revealed a pattern of steady growth in the 60-and-older population, as well as a bump in the 30- to 40-something populations.

“The capital asset inventory master plan for the Town is designed to be responsive,” says Rachel Summers, Bennett deputy town administrator.

One of the important aspects of this master plan was to be able to capture the holistic population growth as it relates to infrastructure and planning needs.

“While we, like the rest of the state, are preparing for an increase in our older population, Bennett is also poised to be welcoming an influx of 30- to 40-year-old residents, requiring our areas to be inviting and exciting for not just the older population but the younger one as well,” says Trish Stiles, Bennett town administrator.



Additionally, to accommodate the growth in retirees, Bennett is implementing plans with the help of and assessment from the Denver Regional Council of Governments’ “Boomer Bond” program. This includes amenities, wayfinding strategies, walkable areas, parks, and public lands that are inclusive for disabled residents — for what the Town now refers to as “Go-Go, Slow-Go, and No-Go” (catchphrases referring to different stages of retirement). Noting that, such amenities also can provide lifestyle options for a wide variety of demographics.

In addition, Bennett is using demographic and population forecasts to recruit industries to come to do business. Updating the industry recruiting materials to highlight the population forecasts and changing demographics has been key to attracting various types of new development. Equally important to Bennett is working with existing businesses to help prepare them for potential growth and an influx of demographic changes.

# STRENGTHENING COLORADO'S COMMUNITIES INTO THE FUTURE

## From the New Executive Director of the Colorado Department of Local Affairs

MOVING BOLDLY FORWARD — THAT is the mission I have charted my career on and will continue to do as the new executive director of the Colorado Department of Local Affairs (DOLA).

Coming to DOLA as a leader for the past 25 years in affordable housing, economic development, and transportation, I will continue to work to strengthen Colorado's communities.

The governor has charged me with strengthening policies and improving programs, such as housing, business development, transportation, and equitable community development.

I have spent the majority of my public service career working toward a stronger, more efficient economy in Colorado.

Gov. Jared Polis has four strong and direct initiatives that DOLA will fold into its strategic goals moving forward. The initiatives focus on providing every child with quality

early education; lowering the cost of health care; creating better-paying jobs in the clean-energy sector that cannot be outsourced; and reducing taxes for Coloradans instead of giving breaks to special interests. These initiatives are bold, and it is DOLA's goal to set aside discretionary funds that go toward these priorities.

The great thing about DOLA is that it is able to impact every part of Colorado, from the Eastern Plains to the northwest corner to the Western Slope and all the way to the southeastern corner of the state. The impacts can vary from drought and climate change to looking at the population shifts in places that never thought they would see the development or sizeable reduction within recent years. The state's increased population has required us to be creative with how we deal with population expansion in smaller communities, and DOLA has and will continue to address the changes to Colorado.

In addition to focusing on population change, DOLA will focus a large portion of its efforts on Census 2020. Being the lead agency for this decennial count, the department prides itself on getting an accurate and complete count for Colorado. DOLA, in partnership with the Colorado Complete Count Committee, additional sister agencies, and other nonprofits, will ensure that there are strategic outreach efforts in place that identify and ensure that hard-to-count populations are not missed, as well as focusing efforts on rural communities to make sure everyone counts in Colorado.

DOLA will center attention in the rural communities, as we have seen a substantial change in housing needs outside of the Denver-metro area and Front Range Colorado. More than 30 percent of households in Colorado are housing-cost burdened. This means that we need to address the cost of sustainable, safe, and affordable housing. The Division of Housing has focused efforts on providing residents with safe and stable housing and, as of last year, provided 3,181 affordable housing opportunities for Coloradans.





But DOLA should and wants to do more with this. The department has the opportunity to serve people with disabilities, which leads to the launch of the new Home Modification Tax Credit Program. The program came out in January, to aggressively tackle this problem and provide help and alleviate tax burden to those families, by providing up to a \$5,000 tax credit for people who have made modifications to their homes based on a disability, impairment, or illness. This type of advanced thinking will allow DOLA to progressively and effectively meet the needs of Coloradans. We have an obligation to the residents of Colorado to address needs that include the promotion of economic health, development, and sustainable living through the increased accessibility of affordable housing and supportive services through a strategic rollout that will include growing programs that work with families in need.

DOLA will continue to collaborate with communities across Colorado to

tackle some of the issues that have been identified as essential. This will include working with the Colorado Resilience Office (CRO) to position it as a statewide resource for recovery and planning through the creation of long-term funding initiatives.

Planning is not the only concern. DOLA recognizes that it needs to establish a stronger partnership with the Office of Economic Development and International Trade, Colorado Energy Office, Colorado Department of Natural Resources, and Colorado Department of Transportation to develop criteria that allows for these state agencies to work together to fund and support the clean-energy sector and rural development projects.

I look forward to being able to collaborate with all of our communities, specifically the rural areas, to work with them on housing, building capacity through strategic planning, and overall strengthening of their communities during my tenure.

There has been an ongoing conversation about education and equal education for all. You may ask, "How does education align with funding from DOLA?" The department will look at ways to align its funding opportunities where there is need, with the development of infrastructure that will enable early childhood education workforce. What does that mean? It is simple: If there is a need in a community to develop a center for early childhood education that would

in turn provide jobs in the educational workforce and provide a balance for local asset-building activities, DOLA can look at funding. DOLA's goal is to continue to promote sustainable community development and increase livability throughout Colorado, and early childhood education can be a contributor.

Finally, with growth comes a need for change and development. There has been an increased need for the expansion of broadband internet service to achieve economic development and interjurisdictional communication, mainly in rural Colorado. Through DOLA's planning for the "middle mile" infrastructure grants, you will start to see additional support for rural communities in Colorado that will create access to broadband infrastructure in locations not currently achieving the "middle mile" goal. Regional broadband plans have already been developed, and it is DOLA's goal to ensure that the phased approach to planning and implementation of broadband occurs statewide. It is my view that creating opportunities for distance learning, new businesses, and telemedicine is imperative for the success of rural Colorado. It is my goal to provide this foundational need for Colorado, and with the partnerships we will develop and the momentum we have, success will grow.

I look forward to the work, challenges, and opportunities ahead.



# THOUGHTS ON THE FUTURE OF TRANSPORTATION IN COLORADO

From the New Executive Director of the Colorado Department of Transportation

IT IS A TREMENDOUS HONOR TO have been selected by Gov. Jared Polis to be the executive director of the Colorado Department of Transportation (CDOT) and to serve alongside the more than 3,000 employees committed to making your travels safe every day. The responsibility is humbling and exciting, and together, we have a tremendous opportunity to improve the lives of Coloradans through our transportation system.

As some of you know, I come to Colorado following a decade of public service both at the federal and state levels. I served as the chief financial officer of the U.S. Department of Transportation, and most recently, I was the chief operating officer of the Rhode Island Department of Transportation. My work in state government focused on delivering comprehensive asset management planning to maximize the impact of investments on people's lives.

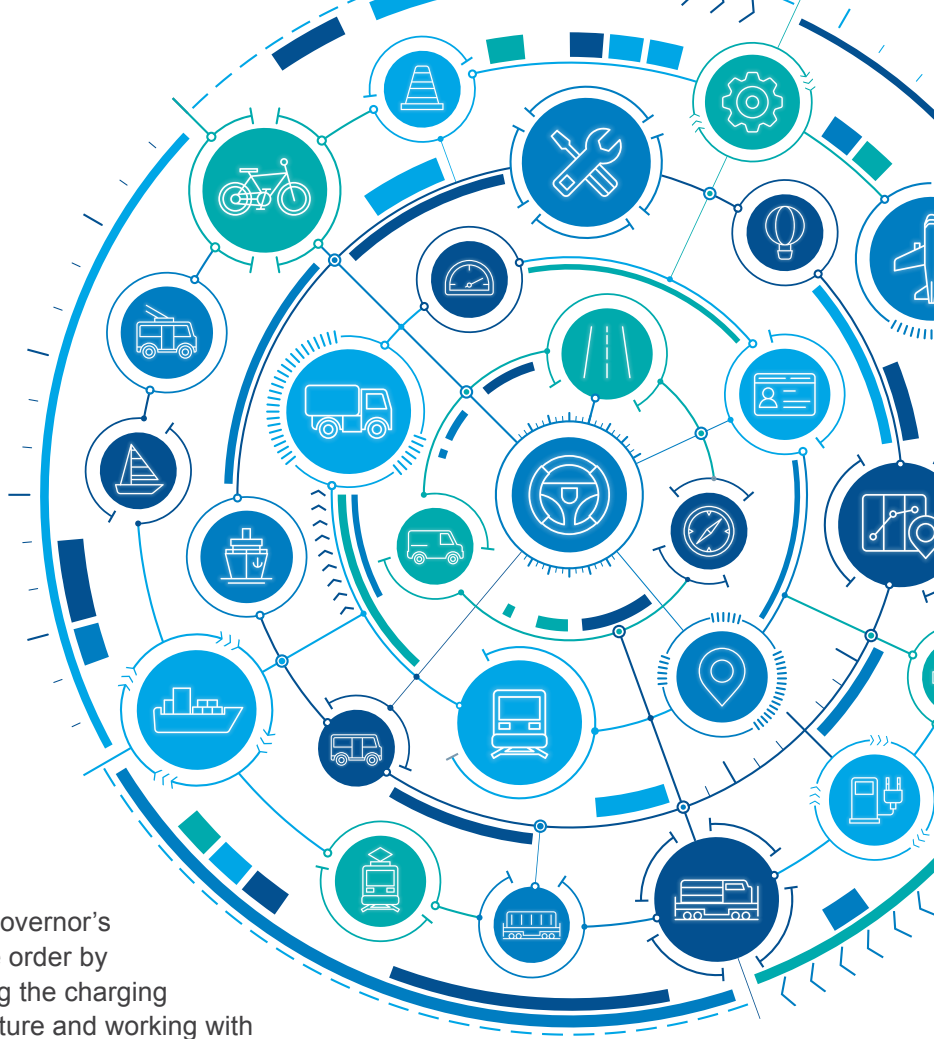
My experiences have impressed upon me the importance of careful stewardship of finite resources, be it taxpayer dollars or public lands, and the essential role we play in making balanced decisions, executing them

well and with integrity, and ultimately delivering results for the people we serve. Every part of our daily lives depends upon our transportation system, from when we go to school, work, grocery store, or doctor's office, to when we have goods delivered to our home. Issues such as access to good schools, health care options, jobs, and multimodal transportation options — some of Gov. Polis' key priorities — are deeply interconnected.

We are in the midst of a dynamic moment for infrastructure and transportation. Forces such as population growth and movement, technology advancements, climate change, and the expanding need for mobility options place rapidly evolving pressures on the systems that connect people and economies. We see these forces coming to a head in Colorado, and as stewards of much of the state's transportation network and budget, we have unique opportunities to prepare for them. CDOT must play a pivotal role in managing the transition toward a future that meets those demands. Our state's success depends on CDOT's stewardship and managing our infrastructure to maintain a state

of good repair and tackling congestion both in the ground and in the air — all while we accommodate population growth with a system that expands multimodal options and integrates new technology in ways that make us more efficient. Our culture must focus on safety by continually striving to improve the safety of our system, both through the design and implementation of our investments, and to foster a safety culture both at work and in our communities. We must work together toward a more sustainable source of funding to keep our system both sustainable and safe for the people of Colorado.

In the upcoming months, CDOT will focus on connecting people to places with new ways and modes of access. This will require a bold approach that blends transportation and mobility to deliver a stronger, more robust multimodal system, support electrification of the vehicle fleet to help reduce our environmental impact and the effects of climate change, and improve the safety of our transportation system to get everyone home alive every day.



Expanding multimodal options means opening new connections. Whether along the populous Front Range in an urban center or in the suburbs, mountain communities, or rural areas, travel options are critical to create better access to goods, services, and jobs. Improving access across the state depends on CDOT's strong partnerships with local and transit partners. Collectively, our focus is improving high-usage transit connectivity and providing services that fit different demographics.

The vehicle fleet has begun an electric transformation, which protects and benefits our environment and climate, as well as providing new economic opportunities. CDOT is exploring ways to further support this electrification

and the governor's executive order by enhancing the charging infrastructure and working with local jurisdictions and planners to set realistic reduction goals and targets for incentive programs.

Saving lives is the most important thing CDOT does. Last year, Colorado lost more than 600 people on its roads. We must continue to focus on how we reduce crashes and the severity of those crashes, with practical, hard-hitting improvements to our infrastructure combined with better education of our drivers.

A critical element to successfully achieving our shared goals lies in coordination and collaboration with our local partners and governments.

CDOT must understand the priorities for transportation in communities and how we can build together for a sustainable, efficient, and safe transportation system.

The measure of our success or failure is whether or not we can do these kinds of things safely, efficiently, and sustainably, not how many miles of road we pave or how much asphalt it takes. I look forward to working together with all of you to build and support transportation that provides better opportunity for all of Colorado.

A critical element to successfully achieving our shared goals lies in coordination and collaboration with our local partners and governments. CDOT must understand the priorities for transportation in communities and how we can build together for a sustainable, efficient, and safe transportation system.



## TECHNOLOGY TRENDS 2019

### CONVERGING TECHNOLOGIES TO WATCH

AS LOCAL GOVERNMENTS continue the process of becoming digital communities, several considerations arise that enable the ability to become digital government service providers. Technology innovation continues to occur at a pace that is mind-boggling; however, there are some previous trends that will continue. A review of common knowledge sources, such as GovLoop, GovTech, Gartner, and others indicates some familiar trends and others that bear watching:

#### Broadband Access

Being a digital community requires an ability to provide residents access to services over the internet. Many municipalities today are using a variety of public-private partnerships to ensure broadband access to their residents. Although Colorado does have a digital divide, with rural areas experiencing a lack of broadband access, notable examples of successful partnership, planning, and implementation exist. Small towns such as Meeker and Redcliff have successfully implemented broadband access, and larger cities such as Fort Collins and Longmont have pursued a municipal utility model for broadband access to citizens.

The impact of broadband availability to Colorado cities and towns has a

substantial impact on possible economic development opportunities, such as distance learning, telemedicine, and shared service provision with other towns. Several state or nonprofit organizations have the expertise and/or the capability to assist with broadband planning and funding. These organizations include the Office of Information Technology Broadband Office, Department of Regulatory Agencies Broadband Deployment Board, Department of Local Affairs, Statewide Internet Portal Authority, and various councils of governments across the state.

#### Cybersecurity and Risk Management

Cybersecurity, the protection of digital assets, has been a growing requirement for local governments for quite some time. Local governments need to be responsible stewards of data, as they are the level of government closest to residents. As local governments increasingly create digital services, investment in securing and safeguarding data must continue to grow. The National Association of State Chief Information Officers reports that security and risk management are yet again the top priority in 2019. This trend is reflected by the local government priorities stated in GovTech.

Cybersecurity has many facets that extend beyond securing infrastructure and data. Risk management — including understanding and meeting compliance standards such as the Payment Card Industry Data Security Standard, Criminal Justice Information System Security Policy, and Health Insurance Portability and Accountability Act — will continue to be a major emphasis.

As local governments increase digital services, understanding risk associated with data, particularly personally identifiable information data elements, is important. The legal and financial implications of risk management require that local governments must understand their contractual obligations with current vendors and their strategies for responding to a breach of data or interruption of digital services.

Additionally, a comprehensive strategy of “cyber insurance” costs and benefits should be explored by local governments. At the very least, understanding the insurance capabilities of current vendors and contractors should be addressed.

#### Cloud Services

Assuming a local government has adequate broadband capability, the



opportunity for leveraging “cloud services” continues to grow. Local governments should create a cloud strategy that is driven by business outcomes and requirements. Some considerations for a cloud strategy include operational reliability, speed and innovation, budget (capital expenditures versus operating expenditures), and security needs based on compliance and regulatory requirements.

Cloud providers offer a variety of solutions, from private to fully public clouds. Regulatory and compliance requirements may force local governments into a private or hybrid cloud solution, which will require clear policies on usage and contractual terms on risk. A recent Gartner study indicates that cloud computing is more secure than on-premise solutions. Gartner predicts that by 2020, 95 percent of cloud security failures will be caused by customer error.

Ultimately, a local government, through its cloud services strategy, should delineate the best option for its own situation. Cloud services could be a software-as-a-service solution, such as G-Suite or Office 365; platform-as-a-service solution, such as Salesforce; or infrastructure-as-a-service solution, such as Amazon Web Services, Microsoft Azure, or Google Cloud Platform.

## Autonomous Everything

We are living in an increasingly connected world. Statista, the online statistics portal, estimates the number of internet of things (IoT) devices that will be connected to the internet will be 35 billion by 2020 and almost 75 billion by 2025 ([www.statista.com/statistics/471264/iot-number-of-connected-devices-worldwide](http://www.statista.com/statistics/471264/iot-number-of-connected-devices-worldwide)). This surge of devices indicates we will be drowning in data.

Examples of connected devices currently include the household use of Google Home, Amazon Alexa, Nest thermostats, and Ring security devices. These devices also are increasing people’s expectations about performing a task or getting information through an auditory interface. Why go online and search when you can just ask?

All organizations, including local governments, will need to analyze how digital services are delivered through these devices. Use of machine learning and artificial intelligence will allow local governments to utilize data both in a predictive and customer-centric manner that should improve the user experience.

## Convergence

According to the Forbes Technology Council (Top Tech Trends in 2019: 11 Experts Detail What You Need to Watch), several technology trends will occur in 2019. Many of these topics have been discussed above; however, one trend discusses the convergence of all these technologies.

There is a great deal of hype regarding machine learning, artificial intelligence, blockchain, and augmented reality. All of these technologies are impressive in their own right but historically have been siloed. The expectation is that convergence of these technologies will create value for organizations as they become integrated into standard business processes.

## Conclusion

In summary, 2019 will be an exciting year for local governments. We all have the requirement to do more with less. The continuing improvement and expansion in technology capabilities allows local governments to review and change what and how service delivery is done.

As always, change is uncomfortable; however, with attention to security, compliance, business improvement, and fiduciary and legal responsibilities, these technology trends can transform public engagement.

# COLORADO'S NEWEST REPRESENTATIVES

## Jason Crow: Responsive to the Community

WE LIVE IN A PIVOTAL MOMENT in history. This is an unorthodox presidency, and Congress recognizes that. Many of us, including myself, came to Congress as part of a new class of candidates. We have not held office before. We are veterans, small business owners, teachers, and parents.

It is an experience that has helped shaped my priorities. First and foremost, I believe we need to take on the system in Washington that gives special interests too much influence over what gets done in Congress. The amount of money in politics underpins every single issue and stands at the root of Congress' dysfunction and gridlock. It is why my first bill in Congress was the End Dark Money Act, which would close loopholes that allow mega-donors to hide their political contributions and bring more transparency and accountability into our elections.

One of the reasons I ran for Congress was to help pass gun violence prevention legislation. We cannot let mass shootings become the new

normal. It is common sense that the same guns I carried through the streets of Baghdad should not be allowed in the neighborhoods of Aurora. I am honored to serve as vice chair of the Gun Violence Prevention Committee and to co-sponsor H.R. 8, the universal background checks bill.

I also serve on the House Small Business Committee. Colorado is home to more than 610,000 small businesses that employ more than one-half of the private sector workforce, and I am proud to bring that perspective to Washington and make sure Congress is advocating for our small businesses. As chair of the Innovation and Workforce Development Subcommittee, I am looking forward to working with small businesses to make sure they have access to the latest technology, the resources to hire and retain talented employees, and the support they need to address their challenges, such as health care, retirement, or labor issues.

We must continue to improve and repair the Affordable Care Act. For too many businesses and families, our

current health care system is too inaccessible and far too expensive. Lowering prescription drug costs should be a top priority while ensuring that folks are getting the health care they deserve.

And we need to protect our planet. The threat of climate change is real and imminent. We have already seen the human and economic toll that drought, higher temperatures, and natural disasters has had on our country. I look forward to pushing for renewable energy and protecting our public lands for generations to come.

Lastly, though this certainly is not an exhaustive list, is immigration reform. We need to make sure we provide DREAMers a path towards citizenship and bring the millions of undocumented immigrants out of the shadows and do so in a way that protects family unity.

Any legislative agenda, though, is not possible without a strong district office that is responsive to the community. I look forward to working hand-in-hand with local officials to ensure they have a strong partner at the federal level.



## Joe Neguse: Taking My Lead From You

AS A REPRESENTATIVE FOR Colorado's 2nd Congressional District, I am taking my lead from my constituents, including municipal leaders and county governments, and adopting the spirit of commonsense problem-solving that runs through Colorado. Across our district, our mayors and local governments are doing incredible work to make each of our communities and cities the best that they can be. In Washington, I hope to partner with these efforts and support our local governments.

I was proud to have two of my first pieces of legislation included in the recent public lands package — two important provisions that came from our local communities, which would provide access and use of the Bolts Ditch head gate to the Town of Minturn and a boundary adjustment for Arapaho National Forest. In addition, one of the first pieces of legislation I have introduced was written by Coloradans and is the culmination of years of collaborative input from outdoor businesses, conservationists, ranchers, and municipal leaders. The Colorado Outdoor Recreation and Economy Act, co-led by Sen. Michael Bennet, protects nearly 400,000 acres of precious public lands at the heart of

Colorado's character and economy. This is the type of legislation that I will prioritize in the 116th Congress, that which focuses on Colorado's values and hits at the heart of the issues most important to my constituents: combating climate change, protecting our public lands, lowering the cost of health care, investing in our infrastructure, and serving the most vulnerable in our community, from our school children to our elderly.

As your representative, my first duty is to the workers and families in our great state, ensuring that every Coloradan is making a livable wage and has affordable health care, equal opportunity in the workforce, and access to affordable housing. Across the 2nd District, the most pressing issue I hear about is the need for affordable housing. As our communities expand, and the economy changes, many constituents find it more and more difficult to live where they work. At the federal level, there are commonsense fixes we should and must employ to fully invest in affordable housing.

We must also address congestion and traffic issues on I-25 and I-70 and invest in our infrastructure. This is absolutely essential to supporting our

local economy. In the 116th Congress, we have the opportunity to pass a bipartisan infrastructure package. Identifying the local needs in each of our communities, working with county and city leaders, and ensuring that Colorado is considered in this package is a chief priority for me.

In addition, essential to solving all of these problems is the important work that the American people mandated in the November elections: We must return accountability and trust to every level of our government by strengthening our nation's ethics laws, removing dark money from our political system, and increasing access to the ballot box. In Colorado, I have fought for online voter registration and preregistration for 16- and 17-year-olds, and I look forward to continuing to fight for these initiatives as a member of the Democratic leadership team.

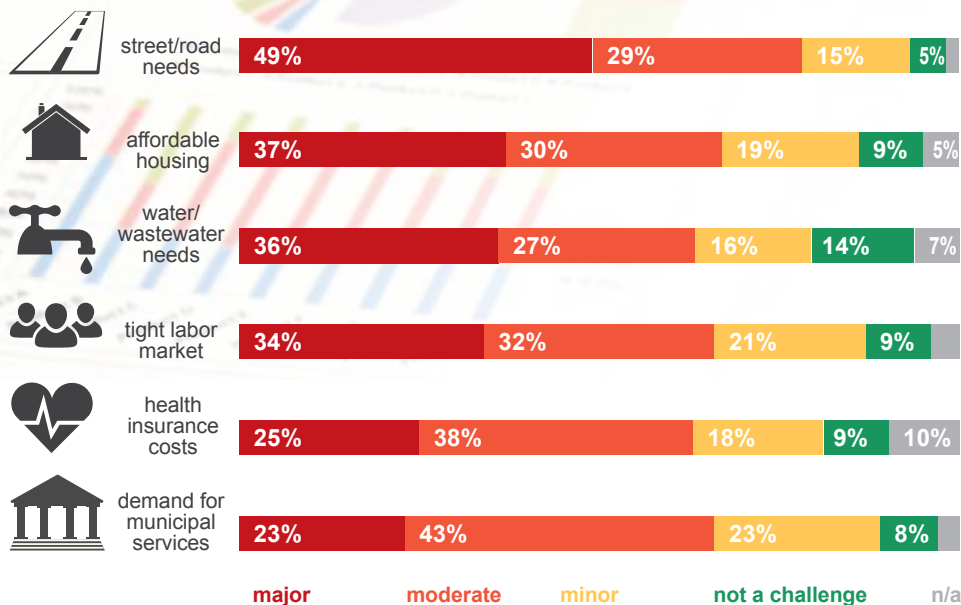
As a representative of Colorado's 2nd Congressional District, it is a great honor to represent this district, to fight for our cherished wild places, to protect the economic security of our families, and to lead boldly on progressive policies. I truly believe this seat belongs to the citizens of the 2nd District, and it is my honor to be your voice in Washington.

# MUNICIPAL ECONOMIC OUTLOOK

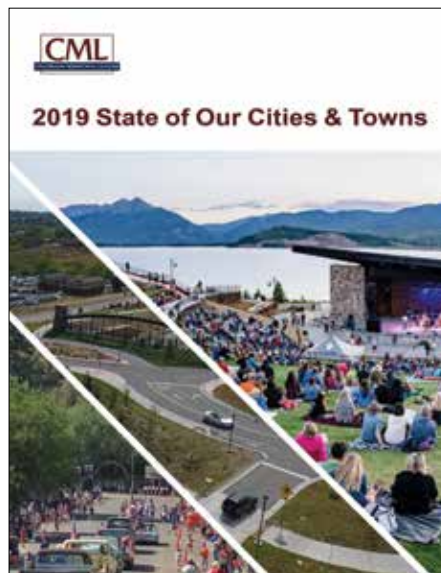
In the 2019 *State of Our Cities & Towns* survey, CML asked Colorado municipalities about their anticipated economic challenges and opportunities. One hundred and fifty-nine municipalities responded, and this is what they told us.

## The Immediate Future

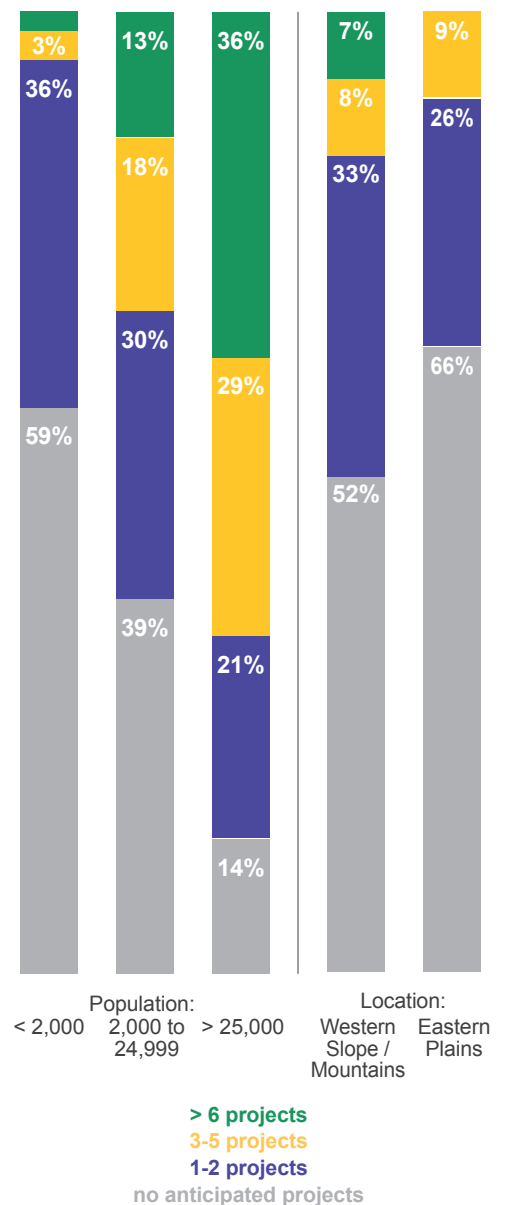
Taking into account both the magnitude of the following issues and the ease or difficulty of addressing them, please rate the following potential fiscal challenges that your municipality may face in 2019.



For the complete report, visit [www.cml.org/state-of](http://www.cml.org/state-of).



How many economic development projects are anticipated by your municipality for the coming 12 months?



## A Little Further Out

Looking to the next five years, do you believe your municipality's financial outlook is...

Looking to the next five years, what are the biggest challenges facing your municipality? Please check all that apply.



very positive  
somewhat positive  
neutral  
somewhat negative  
very negative



70%  
budget constraints



68%  
housing affordability



49%  
transportation funding



33%  
opioid/substance abuse issues



29%  
broadband access



24%  
climate change



23%  
other challenge(s)



20%  
cybersecurity



15%  
sharing economy

Each issue of Colorado Municipalities magazine introduces you to a key person in municipal government through the “Get to Know ...” column. Each person featured answers questions about his or her position and municipality, and how he or she ended up in municipal government.

## GET TO KNOW ... KEVIN BOMMER

### COLORADO MUNICIPAL LEAGUE EXECUTIVE DIRECTOR

#### How did you end up at the Colorado Municipal League?

After my undergraduate and graduate work at the University of Wyoming, I was in Utah for three years working for a nonprofit on growth management. When the opportunity came to move to Colorado, I took it and arrived around June 1999. I started in October 1999 with CML as a staff associate — basically in charge of meetings and outreach — until I got my break as a lobbyist in 2000.

#### What do you enjoy most about your position?

This job is all about doing everything we can for our members who give their blood, sweat, and tears to the communities they love so much. I am inspired by those who choose to serve as elected officials or choose careers in public service. Anything I can do to make their jobs easier makes my job more fulfilling.

#### What challenges do you foresee for Colorado cities and towns?

That is a long list! Where should I start? The great thing about municipal leaders is how they look at a challenge as an opportunity. It does not matter if it is climate change, the impacts of TABOR and Gallagher, infrastructure, or economic development. Municipal leaders talk about how to tackle challenges like those and make things better.

#### What are some exciting things going on at CML?

No matter how folks interact with CML, they are going to see some exciting new things in 2019. These include

rebranding and a new website, some new faces filling some open positions, and a strong focus on member engagement and outreach.

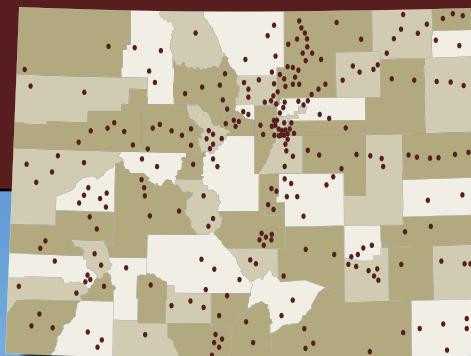
#### What goals do you have as the League’s new director?

First, I want to honor the legacy of leaders prior to me — the executive directors and all the fine folks that have served on the CML Executive Board since I started 20 years ago. I was two years old when Ken Bueche was hired as executive director in 1973, and I am only the eighth director of CML, which was founded in 1923. Ken Bueche and Sam Mamet dedicated a total of nearly 80 years to the organization and our members, and my goal is to live up to the legacy they leave behind. In the next several months, I will be taking the time to meet with as many of our members as I can and listen to what they think about CML and the services we provide. What should we do more — or less — of? How can CML serve them better? I want that information to guide the decisions made by the board and me charting the future of



# GET TO KNOW THE COLORADO MUNICIPAL LEAGUE

- Founded in 1923
- Members: 270 cities and towns
- [www.cml.org](http://www.cml.org)



the organization. It is going to be an exciting time to be a part of the CML family!

## What project or undertaking are you most proud of and why?

I am proud of the work I have done as a lobbyist for 20 years, and the team I have led for most of that time, which will continue to remain strong. Our strategic plan, and all the promise for growth that it holds, is our diamond in the rough. The best part of it is the strong collaborative effort from the entire staff and immense support from the CML Executive Board. We all own it.

## What is the funniest thing to happen while at work?

Some of the best laughs have been with the staff. During a staff holiday party at the former Elitch Lanes, Sam Mamet donned a couple of white elephant gifts (a flashing red reindeer nose and holiday-themed boxer shorts) over what he was wearing. I am pretty sure that is the year he took home the first annual CML Staff Bowling Championship.

## What website(s) and/or publication(s) do you refer to when seeking information?

We all start with our favorite search engines, don't we? That is almost always the starting point, but I like to dig a lot deeper. That might have something to do with doing research when I was in school by combing through card catalogs, finding articles in periodicals captured on microfiche, and browsing through the stacks. Even though we can get more information faster in the digital age, sometimes you still have to roll up your sleeves to find the best information.


## What book are you currently reading? Are you enjoying it?

*The Leadership Challenge* by James Kouzes and Barry Posner (Fifth Edition). It is a great, thought-provoking book for anyone in leadership or aspiring to be a leader.

*Kevin Bommer has been with CML since October 1999, was appointed deputy director in 2012, and as executive director as of April 1, 2019. He has been a lobbyist for municipal interests nearly all of that time and led the CML advocacy team in the Colorado Statehouse for nearly 10 years. Kevin was born and raised in Jackson Hole, Wyoming, and graduated from the University of Wyoming (UW). He holds a bachelor's degree in political science and a master's degree in public administration from UW. While attending UW, Kevin interned in Washington, D.C., for U.S. Sen. Alan K. Simpson and subsequently staffed his Laramie, Wyoming, field office. They remain close friends. Prior to joining CML, Kevin was the local government coordinator for Envision Utah, a public-private partnership for responsible growth management, from 1996 to 1999 and was responsible for the involvement of 76 municipalities and 10 counties. Kevin's wife, Gabriella, is a member of the municipal family. She is the deputy director of human resources for the City of Arvada. Kevin's step-daughter (Gabriella's daughter), Christy Vetsch, is a senior at Colorado State University.*



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