Final Report

Adams County Local Financing Study

The Economics of Land Use

Prepared for:

Adams County Board of County Commissioners

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1. EXECUTIVE SUMMARY

This report summarizes the analysis and conclusions of Economic & Planning Systems (EPS) regarding funding sources and financing strategies to address short-, mid-, and long-range infrastructure and capital facility needs in Adams County.

The completion of capital and infrastructure projects is a critical component of Adams County government functions. These projects ensure that Adams County residents, employees, and visitors have access to a safe and reliable transportation network, that residents are able to enjoy parks and open spaces that contribute to their quality of life, that County employees have access to facilities that allow them to maintain superior level of service, and finally that Adams County elected officials and staff are able to responsibly serve the community with integrity and innovation.

Over the past two decades, Adams County has identified a large number of capital and infrastructure projects that are important to complete in order to maintain and improve the quality of life and level of service that residents are able to enjoy on a daily basis. For the most part, projects included in the long range Capital Needs Project List have been identified in a wide variety of County plans that include the Comprehensive Plan, Regional Parks Master Plan, Transportation Plan, and many others. These plans have identified a total of 413 unique capital and infrastructure projects.

Capital and infrastructure project types range from small scale road and sidewalk improvements to large scale capital facilities projects, such as a new administrative building for the Sheriff's Office. The total cost for the identified capital and infrastructure projects is estimated at $4.5 billion over the 2018 to 2045 time period. On an annual basis, the average annual cost for short-range (2018-2024) projects is estimated at roughly $100 million per year, mid-range (2025-2034) projects are estimated at roughly $141 million per year, and long-range (2035-2045) projects are estimated at approximately $209 million per year.

Adams County currently allocates approximately $25 million per year to these types of capital and infrastructure projects. While these revenues may vary from year to year, they are not nearly sufficient to cover the total costs associated with the capital and infrastructure projects that the County has identified as being important. Over the short-term, there is a funding gap of approximately $75 million per year that increases to $150 million for long-range projects.

This study recommends supplemental funding sources and financing strategies that allow the County to increase revenues for capital and infrastructure needs. These recommendations are summarized below.

1. ***Ensure that existing dedicated revenue sources are maintained and evaluate opportunities to potentially expand existing dedicated sales taxes.***

   The County is heavily dependent on the existing dedicated sales taxes (totaling 0.75 percent) to fund capital and infrastructure projects. These taxes represent a significant amount of the revenue received by the Open Space Fund, Road & Bridge Fund, and the Capital Facilities Fund. These sales taxes are scheduled to expire between 2026 and 2028, and if they are not renewed the amount of revenue currently dedicated to capital and infrastructure projects could drop by up to 43 percent.

EPS also recommends that the County evaluate the feasibility of expanding the current dedicated sales tax rate of 0.75 percent to a combined rate of 1.0 percent. This would increase the amount of revenue available to be dedicated to capital and infrastructure projects and has the potential to improve the way in which revenues are allocated to specific capital and infrastructure projects.

2. ***Pursue appropriate supplemental revenue sources that may be used to fund additional capital and infrastructure projects or leverage existing revenue sources.***

   This study provides a number of specific strategies that the County can pursue to leverage existing revenue sources and utilize supplemental revenue sources to fund capital and infrastructure projects. Specific strategies include the formation of a Regional Transportation Authorities (RTA), establish infrastructure improvement districts around key transit stations and major highway interchanges, establishing a use tax that would be applied to development materials, identify opportunities for public private partnerships (P3), and a number of others. Supplemental funding strategies identified in this report will provide the County with alternative funding avenues that may be used to fund smaller scale local projects, large regional projects, and projects that are required to support general County operations.

3. ***Develop a project prioritization process that allows the County to move from a comprehensive capital and infrastructure project list to a fiscally constrained project list.***

   This study outlines an initial approach to project prioritization that was developed to provide the high-level guidance of how to implement the recommendations above. Key components of this process include the creation of a Project Funding Committee (PFC), refinement of the Capital Needs Project List 2018-2045, cost estimates and timelines, creation of an initial fiscally constrained project list, and finally, a process for incorporating community input into the final project list.

This *Local Financing Study* report provides the research, analysis, and major findings that support the recommendations outlined in this Executive Summary. This work was completed over a nine month period and incorporates significant input from Adams County staff and leadership. Throughout this process EPS worked closely with the Adams County Project Management Team and also received input and feedback from a Technical Advisory Committee composed of Adams County department heads and senior staff as well as the Adams County Board of County Commissions. The implementation recommendations for Next Steps were developed during the 2018 Adams County Summit.

2. INTRODUCTION AND SUMMARY OF FINDINGS

Introduction

Economic & Planning Systems (EPS) was contracted by Adams County in June of 2017 to complete a *Local Financing Study* focusing on developing an approach to provide the County with the tools to fund necessary and desired capital and infrastructure projects for the Adams County community. The aim of this study is to consider all of the funding tools available to the County for new infrastructure projects, while maintaining existing infrastructure investments within the constraints of existing and future operating obligations.

The need for the *Local Financing Study* was identified in the *Making Connections Plan* process for Southwest Adams County. That plan identified the Top 40 projects with the potential to provide the greatest impact to Adams County and narrowed the list to a Top 10 that reflected detailed analysis and prioritization through additional input from the public, technical advisory committee, focus groups, and a prioritization charrette. At the top of the list was a recommendation to complete a local financing study to identify strategies to pay for, and manage, needed and desired infrastructure and capital facility investments that improve the quality of life for county residents on a countywide scale.

Scope of Work

Like virtually every other local government, Adams County is challenged by a list of capital and other infrastructure needs that are growing faster than available funding. The *Local Financing Study* includes a process for compiling a list of identified infrastructure and capital projects from existing plans and programs; evaluates existing funding and financing sources and revenues; identifies supplemental funding and financing sources; and recommends a funding and financing strategy to prioritizes projects and generate additional funds for capital needs. The report is presented in six chapters following this Introduction and Summary of Findings as follows:

- **Capital and Infrastructure Projects Summary** – This chapter summarizes the list of identified capital and infrastructure project needs as contained in County plans and programs. The projects are grouped by type and timeframe and include planning level cost estimates.
- **Capital Project Funding and Financing Sources** – This chapter identifies existing capital funding and financing sources and methods used to pay for capital improvements. Each funding source is described including current funding levels along with their benefits and limitations. It also includes annual revenue forecasts for existing sources over the 2017 to 2045 study time period.
- **Supplemental Funding and Financing Sources** – This chapter presents research on alternative and supplemental funding sources and financing strategies for consideration by Adams County for generating additional revenues toward future capital facilities and infrastructure needs. The alternatives are evaluated based on their applicability, revenue potential, ease of administration, and viability to create a short list of the most applicable mechanisms and strategies for further consideration.

- **Funding and Financing Enhancement Strategies** – This chapter recommends funding and financing strategies to address the projected shortfall in forecasted revenues for the long-range capital infrastructure needs of the County.
- **Project Alignment and Prioritization** – This chapter provides recommendations for project prioritization and the creation of project categories based on a new approach to funding and a specific funding strategy for each category.
- **Next Steps** – Recommended priority action steps for implementation of project prioritization and enhanced funding.

Summary of Findings

Project Needs and Revenues

1. Adams County's existing capital and infrastructure needs are estimated at $4.5 billion over the 2017 to 2045 time period.

The long-range Capital Needs Project List contains 413 projects identified in existing County plans with an estimated cost of $4.5 billion, as shown in **Table 1**. This does not include projects in the 2017 CIP or in enterprise funds capital project lists created to be self-funding. Looking from today's perspective, the number of projects and estimated costs can only be expected to increase going forward.

Table 1
Project Cost by Type

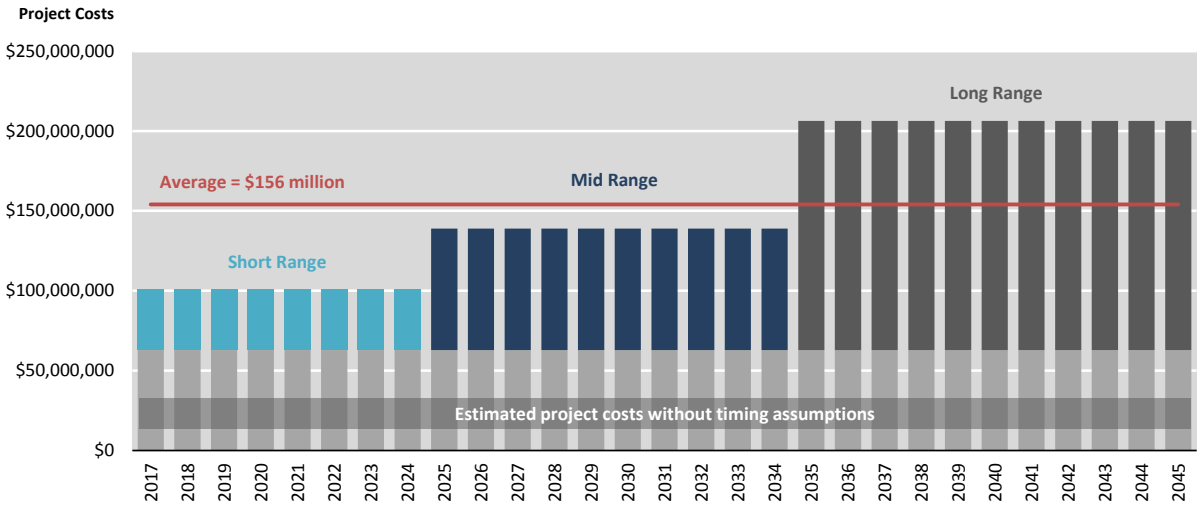
Project Type	Amount	% of Total	# of Projects	Average Cost per Project
Local Roads	$2,005,500,746	44.9%	65	$30,853,858
Stormwater/Drainage	$1,068,908,963	23.9%	29	$36,858,930
Capital Facilities	$522,369,438	11.7%	124	$4,212,657
Regional Roads	$527,068,289	11.8%	20	$26,353,414
Parks, Open Space, and Recreation	$164,318,467	3.7%	75	$2,190,913
Mobility	$148,085,416	3.3%	41	$3,611,839
Enterprise	$31,178,222	0.7%	59	$528,444
Total	**$4,467,429,540**		**413**	**$10,817,021**

Source: Adams County; Wilson & Company; Economic & Planning Systems
\\EPSDC02\Proj\173025-Adams County Local Financing Study\Data\[173025-Plan & Project Summary-MASTER-11-29-2017.xlsm]DT-Data Table

2. The identified capital and infrastructure project costs of the County greatly exceed existing funding levels.

In 2017, the County allocated approximately $23 million annually to capital and infrastructure needs from dedicated sources and fund balances. Based on County growth and revenues, existing capital allocations are projected to grow to $58 million by 2045, which equates to $1.2 billion over the next 27 years. However, current project needs are roughly four times higher than identified project costs (in 2017 dollars) and will be considerably higher when built due to inflation, as shown in **Figure 1**.

Figure 1
Estimate Capital and Infrastructure Expenditures and Available Revenue



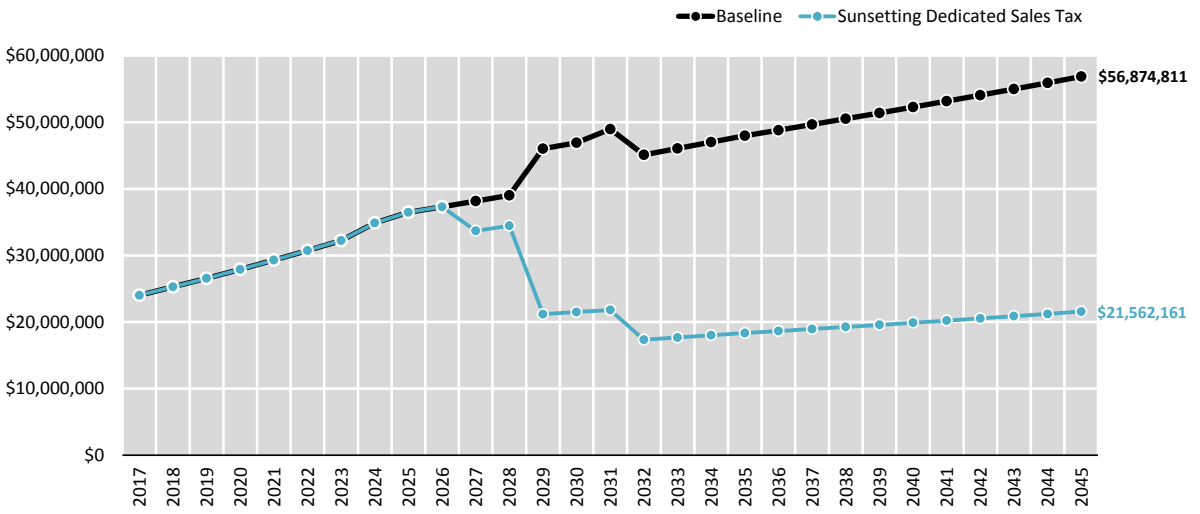
Source: Adams County; Wilson & Company; Economic & Planning Systems

Note: Project costs with no timing assumptions were applied evenly to the entire forecast period

3. *Adams County is dependent on dedicated capital sales taxes for a large share of available capital funding.*

Adams County has sales tax levies primarily used for capital or infrastructure including the 0.30 percent Capital Facilities Sales Tax, 0.25 percent Open Space Sales Tax, and 0.20 percent Road & Bridge Sales Tax. These taxes currently generate a net amount that the County keeps of approximately $22.2 million in annual County revenues. Note: a portion of the taxes for Open Space and Road & Bridge are shared with Adams County municipalities. These taxes are all scheduled to expire between 2026 and 2028, and if not renewed, the total amount of revenue available for capital and infrastructure projects between 2017 and 2045 will decrease from $1.2 billion to $709.4 million and the average revenue available to be dedicated to capital and infrastructure projects would decrease by nearly 43 percent, from $42.7 million to $24.5 million, as shown in **Figure 2**.

Figure 2
Available Capital Project Revenue Sensitivity: Expiring Dedicated Sales Taxes



Source: Adams County; Economic & Planning Systems

Existing Funding Source Enhancement Strategies

4. Continue the use of sales tax based initiatives for funding capital facilities and infrastructure.

The use of dedicated sales tax initiatives has been an important component of the County's capital financing. These initiatives expire in 2026 and 2028 and unless reauthorized annual funds available for capital spending would drop from approximately $45 million to $18 million in 2032 (after COP payments). Therefore, continuing these sources of revenue will be important to maintaining existing capital funding, and because they are sales tax based, they also increase over time correlated to population growth and retail spending, as well as inflation.

The Series 2015 Certificates of Participation (COP) expire in 2045. The annual COP payments beginning in 2029 will be $7,964,044 and will be reduced to approximately $6,800,000 per year from 2031-2045. If sales taxes are not available, the payments would need to come from other sources and would reduce the amount of funds available for capital projects. Currently the Capital Facilities portion of the sales tax generates $4.3 million above the annual COP payments.

5. The County may want to consider implementing a Community Improvement Sales Tax Initiative to provide greater flexibility in funding and generate greater citizen participation in selecting capital priorities.

One strategy to generate more revenues and greater flexibility on what the funds could be spent on would be to combine these sales tax initiatives into a single sales tax levy for a broader array of community improvements. This could be done at the current combined rate of 0.75 percent or potentially increasing the rate to 1.0 percent to be used for a specified package of community improvements. Implementation of a broader based community improvement sales tax initiative would allow the County to address funding for the long-range Capital Needs Project List on a priority basis rather than be confined to funding only a specified project type. It would also likely create broader voter support for funding community enhancements as the package of projects to be funded could address a range of needs and constituencies.

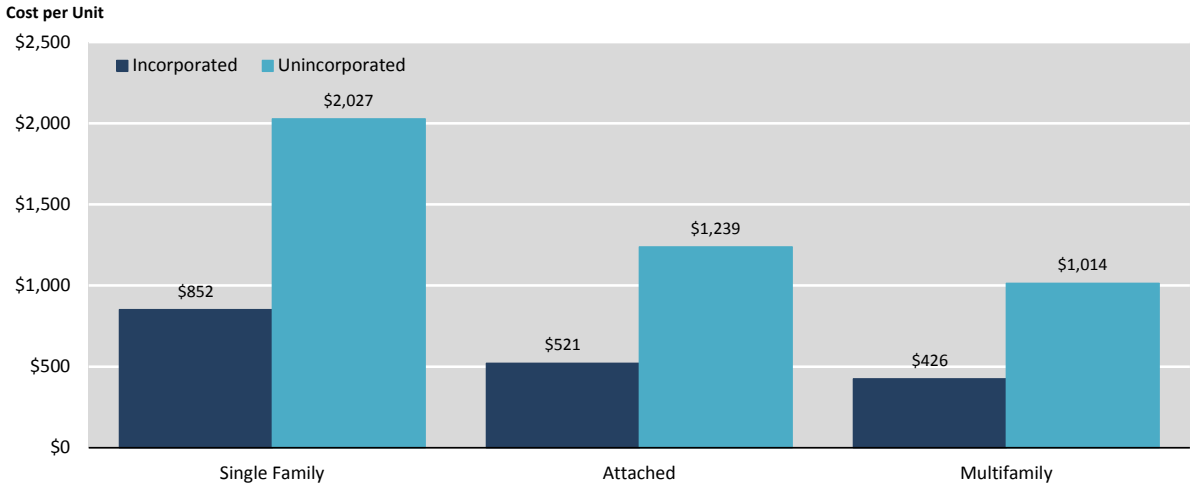
6. The County should consider utilizing a portion of the General Fund ending balance surplus for high priority capital projects.

The General Fund had a 2017 fund ending balance of roughly $111.8 million. The County Budget Office has proposed a modification to the General Fund Balance Policy that would require two months of operating reserve in committed designation, 50 percent of the subsequent year's Capital Improvement Plan in assigned designation, and no change to the Restricted Fund Balance amount. This would result in a one-time surplus of $71.7 million that could be made available for capital spending. It is recommended that some or all of this excess balance be allocated to capital needs. If this balance were allocated for capital spending over a 15-year period, it would increase available funding by $4.78 million per year. Special consideration should be given as it relates to the County's credit rating. Higher fund balances may be better for credit ratings. It is also important to note that when fund balances are spent, money earned as interest revenues will decline.

7. ***New residential development (especially in unincorporated Adams County) is a fiscal drain on the County. In other words, it costs more than the revenue that is derived. It should be expected to pay for a greater share of its infrastructure cost burden.***

   The fiscal impact analysis completed for the *Comprehensive Plan (2012)* determined that revenues derived from new residential development are not paying its proportionate share of County costs. In addition, development in unincorporated Adams County places significantly higher burden on County services compared to development in incorporated areas, as shown in **Figure 3**. This is largely due to the Gallagher Amendment which places a greater share of the property tax burden on non-residential development. The state's tax structure is not likely to change; therefore, the County should implement mechanisms for this development to fund a greater share of its infrastructure costs in order to pay its own way. The most effective financing tools for doing so would include an expanded impact fee program, implementation of development area PIDs, and a more strategic use of metro district financing.

Figure 3
Cost of Development: Incorporated vs. Unincorporated



Source: Economic & Planning Systems

8. ***Revise the County's metro district policies to prioritize their use in funding trunk infrastructure costs in newly developing areas of the county and to cover ongoing the operation and maintenance of facilities being built.***

   We recommend the County establish new policies for the review of metro district service plans to prioritize their use for funding trunk infrastructure costs needed to serve development in addition to the traditional focus on in-tract costs that should be primarily borne by the developer as a normal cost of development. The County should also consider requiring new districts to establish a second operating district to charge a separate mill levy for O&M that would exist in perpetuity. If the improvements are dedicated to the County, the collected revenues for O&M would be directed to the County as well.

Supplemental Funding and Financing Strategies

The recommended supplemental funding and financing strategies seek to categorize the Capital Needs Project List based on three distinct funding approaches for 1) Community-wide Projects, 2) Local Area Projects and 3) County Operations Projects.

9. ***Form Regional Transportation Authorities to help fund regional transportation projects involving multiple jurisdictions.***

   Significant portions of the identified Community-wide Projects are regional transportation projects such as highway interchanges and major arterials. A regional transportation authority (RTA) is a potential funding tool for providing some or all of the local match from the affected benefitting area of the county and at least one area jurisdiction to meet the criteria of the act.

10. ***Implement a use tax on development materials to be dedicated to infrastructure projects needed to serve new development.***

    Use taxes are applied on the use or consumption of personal property that is not subject to sales taxes; with respect to development, use taxes are generally applied to construction materials used in the production of housing or commercial buildings. Many of the County's municipalities charge a use tax on real estate construction materials including Aurora, Westminster, Thornton, Commerce City, and Brighton. It would therefore be logical for the County to impose a similar tax for similar purposes that would also not cause a competitive disadvantage for development.

11. ***Establish infrastructure improvement districts surrounding RTD transit stations to use "value capture" techniques to help pay for infrastructure improvements.***

    The *Southwest Adams County Making Connections Plan* prioritizes improvements around RTD rail stations. These areas are referenced to as Areas of Opportunities. Investment at rail stations results in accessibility improvements which lead to greater development potential and appreciation in property values that could be utilized to generate revenue streams. Capturing the value around TOD rail stations to fund local improvements is a strategy that should be contemplated to achieve the community benefits anticipated in the Plan. A public improvement district (PID) is an appropriate mechanism to charge area property owners an additional property tax or assessment to pay for trunk infrastructure and area amenities that extend beyond individual properties and benefit the larger district. Alternately, a project area impact fee could be used instead of a PID to generate revenues for a specific set of improvements benefitting surrounding area properties.

12. ***Establish infrastructure improvement districts to provide the local match for highway interchanges and other regional transportation projects benefitting multiple adjacent or nearby property owners.***

    Similar to the use of PIDs for transit station area improvements, PIDs can be established to tap into the enhanced real estate values generated by new highway interchanges to the adjacent area properties. Increasing the local funding portion of Fiscally Constrained Regional Transportation Plan (FCRTP) projects can often get them on to the Transportation Improvement Program (TIP) quicker and built quicker as well. Fort Collins and Windsor created a benefit district surrounding the I-25 and Highway 392 interchange improvements to pay for a portion of the local match.

13. ***Incentivize existing neighborhoods with matching grants for creating local improvement districts to fund locally based projects desired by the community but not likely to be a major priority for the County.***

    The County can initiate the creation of a Local Improvement District (LID) for a specified set of improvements based on a petition of the property owners. A LID is a public infrastructure district that imposes an assessment on property owners for specific improvements benefitting

the properties in the district. This approach would be useful for funding smaller scale projects that may not rise to the level of importance of the CIP. The County could potentially encourage property owners within designated areas needing improvements to request formation of a LID by providing a payment for some level of match as an incentive.

The statutory debt limit is 1.5 percent of Assessed Value. The 2017 net assessed value for Adams County is $6,351,421,520. The Statutory debt limit is $95,271,322. From a debt funding perspective, the amount of any debt not subject to annual appropriation in the form of a general obligation or other bond would require an election approving the issuance of such financing. A revenue source would need to be allocated to repayment. If repayment were to come from existing revenues, there would be fewer resources available for other capital or other projects.

14. Actively seek public private partnerships for major infrastructure projects.

P3s represent a long term contractual arrangement to design, build, operate and maintain a capital facility. These partnerships are increasingly being looked at as a means to generate additional funding and investment from the private sector. P3s can take many forms and be used to privately finance a wide range of projects; the key is they require a revenue stream for repayment of the lease payments.

15. Continue to utilize enterprise funds as a way to move County costs for programs and services into specific enterprise funds.

Enterprise Funds are an effective way to fund specific projects within individual funds. The County should continue to rely on these funds to support specific County operations such as the Front Range Airport and the Riverdale golf courses. In addition, the County should continue to evaluate the specific fees or rates within each of these funds and continually reassess whether or not the current revenue stream adequately supports ongoing operations and capital project costs within each fund.

16. Pursue the establishment of a law enforcement authority to help fund costs relating to the Sheriff's Office.

Colorado Statutes allow counties to establish law enforcement authorities (LEA) as an alternative and additional way to provide and fund law enforcements services in unincorporated areas. The County could charge up to a 7-mill property tax to provide these services including all law enforcement operations and the capital costs of equipment needed to provide these services. Jefferson, Arapahoe, and Douglas Counties have all implemented a LEA.

17. Adams County should create a project prioritization process that ties capital projects to funding sources and strategies.

The County should create a Project Funding Committee (PFC) that is responsible for the capital project management and the project prioritization process. The PFC would be responsible for adding new projects to the Capital Needs Project List, developing a Fiscally Constrained Project List similar to DRCOG's Fiscally Constrained Transportation Plan (2015-2040), categorizing projects by funding category (Community-wide, Local Area, and County Operations), and managing the project prioritization process for each funding category. The project prioritization process for each funding category should incorporate input and review from internal and external groups including various methods of public input depending on funding category.

3. CAPITAL AND INFRASTRUCTURE PROJECTS SUMMARY

This chapter provides a summary of the effort to identify and categorize capital and infrastructure projects previously identified as a need in Adams County. It is important to note that while this analysis makes every effort to provide a comprehensive summary of capital and infrastructure projects, it is inevitable that this list will change and need to be updated. As individual programs are vetted and future unanticipated projects arise. The primary goal of this analysis is to provide a general summary and description of current capital and infrastructure costs in the County, but more importantly to recommend establishing a framework for organizing and categorizing projects in the future.

Project Identification and Organization

One of the primary purposes of this study is to provide the County with a clearer understanding of the types of major capital and infrastructure projects that will require funding over the near, mid, and long term. While the County's Capital Improvement Plan (CIP) identifies specific capital projects prioritized for funding over a five year period, this analysis identifies longer term projects and recommends a process for prioritizing projects for future funding.

For the County's 5-year CIP, the annual budget process considers items currently in the plan plus unfinished items from previous years and other unforeseen items that are added as part of the approved budget. New items are added by the various departments and elected offices. It is recommended that the CIP be periodically reconciled with the various consolidated and fiscally constrained project plans. The list should be fluid and the County should have a process in place to regularly update projects, remove completed projects, remove projects that are no longer needed, and add projects that are identified through new planning processes.

The purpose of this component of the study is to organize and categorize all of previously identified projects in a format that provides the County with strategic understanding of the specific capital and infrastructure projects that have been noted in the County's plans. While this analysis identified a significant number of projects, new projects are anticipated to be identified on an annual basis. In order to maintain the reliability and effectiveness of this document, it will be necessary for County staff to update this list on an ongoing basis. Moving forward, the County may want to consider creating and maintaining a GIS data set of planned future capital projects.

A significant challenge associated with this aspect of the study is identifying the documents in which capital and infrastructure projects have been identified in the past. As a starting point this analysis referenced the work that was completed through the *Making Connections Plan (2016)* that evaluated 88 plans and identified a total of 180 projects. While this study provided a helpful starting point, its focus was on the southwestern portion of Adams County. As a result, it was necessary to review plans that identified capital and infrastructure projects throughout Adams County.

Building off of the projects identified in the *Making Connections Plan*, this analysis referenced the following plans in order to develop a list of capital and infrastructure projects that the County has identified in the past as listed in **Table 2**.

Table 2
Plan Summary

Plan Name	Plan Date
2017 Adopted Capital Improvement Plan	2017
Clear Creek Corridor Master Plan	2017
Regional Park and Fairgrounds Master Plan	2017
2014 ADCOG Priorities Status Sheet	2017
The Front Range Airport Layout Plan	2017
CO Aerotropolis Study	2017
Master Planned Drainage Needs	2017
88th Avenue Open Space Master Plan	2016
Adams County Front Range Airport Master Plan	2016
Westminster: Making Connections Plan	2016
The Making Connections Plan	2016
Brighton District Plan	2016
The District Plan	2016
Federal Boulevard Health Impact Assessment	2015
ADA Transitions Plan	2015
Sustainability Plan	2015
Tri-County Health Federal Blvd Health Impact Assessment	2015
Federal Boulevard Framework Plan	2014
Welby Subarea Plan	2014
North I-25, US 36 to SH 7: Planning and Environmental Linkages Study	2014
Open Space, Parks & Trails Master Plan	2012
Transportation Plan	2012
Adams County Comprehensive Plan	2012
Adams County Fiscal Impact Model for Development	2012
REAP I-70 Economic Assessment	2011
Fairgrounds Master Plan	2009
Balanced Housing Plan	2009
Clear Creek Transit Village Vision Plan	2009
Regional Parks Master Plan	2008
The County's Regional Park Master Plan	2008
Berkeley Neighborhood Plan	2008
Weld-Adams County Line Crossroads Alignment Study	2008
Lower Brantner Gulch Plan (UDFCD / Muller Engineering)	2006
Southwest Adams County Framework Plan	2005
Mineral Extraction Plan	2005
Riverdale Road Corridor Plan	2005
SW Adams County Framework Plan	2005
South Platte Fishing Lakes Master Plan	2004
The County's Facilities Master Plan	2002
Strasburg Plan	2002
South Platte River Heritage Corridor Plan	2000

Source: Adams County; Economic & Planning Systems

While the plans listed above provided a solid starting point for this analysis, it was necessary to complete an extensive process of reviewing the projects that were identified as well as identifying additional projects that were not listed in previously completed plans. This refinement process included the following key components:

- Identification and addition of projects not included in original plan list,
- Removal of duplicate projects identified in multiple plans,
- Removal of projects that have already been completed, and
- Removal of projects with dedicated revenue sources.

County Participation

To complete this component of the analysis, EPS relied on signficant input from two key groups. Members of both these groups were instrumental in refining the final project list to be as comprehensive and accurate as possible.

The first group was the Project Management Team (PMT) that included key Adams County staff responsible for the general management of this study. Members of this group included:

- Ben Dahlman – Director, Finance Department
- Kristin Sullivan – Director, Community & Economic Development Department

The second key group was the Technical Advisory Committee (TAC) that included senior members from various Adams County departments. Members of this group included the following individuals (in no particular order):

- Ray Gonzales - County Manger Office
- Sean Braden - Facilities
- Jeffery Maxwell - Public Works
- Nathan Mosley - Parks and Open Space
- Dave Ruppel - Front Range Airport
- Pam Mathisen - Retirement
- Chris Kline - Human Services
- Stephanie Wilde - Animal Shelter
- Marc Osborne - Sheriff's Office
- Brian Kenna - Human Services
- Bryan Ostler - County Manger Office
- Patti Duncan - County Manger Office
- Tricia Allen - Economic Development
- Heather Younger - County Manger Office
- Julia Ferguson - Facilities
- Juliana Archuleta - Public Works
- Brad Boswell - Public Works
- Shannon McDowell - Parks and Open Space
- Rebecca Zamora - Regional Affairs
- Terri Lautt - Human Resources
- Jeanne Shreve - Community & Economic Development
- Andrew Chapin - Housing Developer
- Anna Sparks - Public Works
- Richard Atkins - Community & Economic Development
- Heidi Miller - County Attorney's Office
- Rene Valdez - Public Works
- Joelle Greenland - Community & Economic Development
- Brian Dearth - Communications
- Nancy Duncan - Budget/Finance
- Mark Kluth - Finance
- Christine Francescani - County Attorney's Office
- Marla Vogel - Animal Shelter

Project Cost

In order to estimate project costs, this analysis relied on a number of sources. When available, the project cost identified in each project's respective plan was used as a starting point. These estimates were then reviewed and adjusted by County staff. Where necessary, staff provided additional estimates for projects without a previously estimated cost. Due to the significant number of projects without costs identified in the *Transportation Plan (2012),* this analysis relied on estimates generated by Wilson & Company. In total, the Transportation Plan includes approximately 100 unique projects. For each of these projects, Wilson & Company developed planning level cost estimates that were included in the final project list summary.

Project Categorization

Through a careful review of existing plans, multiple meetings with the TAC, and direct input and review from the PMT, a total of 480 unique projects were identified. Of these projects, cost were estimated for 413 projects. The total estimated cost of construction for the 413 projects is estimated at roughly $4.5 billion (in 2017 dollars). Projects without cost estimates were generally smaller in scale and were, for the most part in the *Open Space, Parks, and Trails Master Plan*, which did not include an estimate for project costs.

Projects with estimated construction costs were organized into seven general categories that include the following:

- Capital Facilities
- Enterprise
- Local Roads
- Mobility
- Parks, Open Space, and Recreation
- Regional Roads
- Stormwater/Drainage

Local Roads and Stormwater/Drainage projects represent 68.8 percent of total projects costs or $3.1 billion, as shown in **Table 3**. Capital Facility projects represent 11.7 percent of total project costs ($522 million), while Regional Roads represent 11.8 percent of project costs ($527 million). Finally, Parks, Open Space, and Recreation, Mobility, and Enterprise projects represent 7.7 percent of total project costs or $343 million.

Overall, the average cost per project is estimated at $10.8 million. However, there is a wide range in the average project cost by category. Average project cost ranges from $36.9 million per project for Stormwater/Drainage projects to $528,000 per project for Enterprise Fund projects.

Table 3
Project Cost by Type

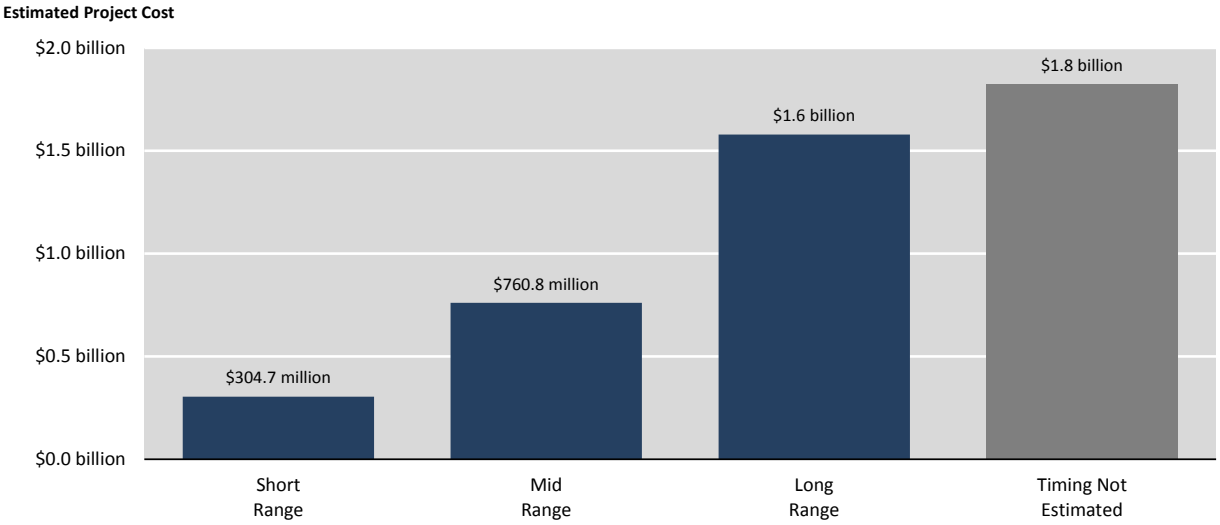
Project Type	Amount	% of Total	# of Projects	Average Cost per Project
Local Roads	$2,005,500,746	44.9%	65	$30,853,858
Stormwater/Drainage	$1,068,908,963	23.9%	29	$36,858,930
Capital Facilities	$522,369,438	11.7%	124	$4,212,657
Regional Roads	$527,068,289	11.8%	20	$26,353,414
Parks, Open Space, and Recreation	$164,318,467	3.7%	75	$2,190,913
Mobility	$148,085,416	3.3%	41	$3,611,839
Enterprise	$31,178,222	0.7%	59	$528,444
Total	**$4,467,429,540**		**413**	**$10,817,021**

Source: Adams County; Wilson & Company; Economic & Planning Systems
\\EPSDC02\Proj\173025-Adams County Local Financing Study\Data\[173025-Plan & Project Summary-MASTER-11-29-2017.xlsm]DT-Data Table

Project costs were also estimated based on the anticipated timing of each project. In order to determine estimated project timing, this analysis relied on information included in specific plans as well as input from the TAC and PMT. Through this process, an estimate of project timing was developed for approximately 60 percent of total projects.

For projects with timing assumptions, 6.8 percent or $305 million are anticipated as short-range projects, 17.0 percent or $761 million are anticipated as mid-range projects, and 35.3 percent or $1.6 billion are estimated as long range projects, as shown in **Figure 4**.

Figure 4
Project Cost by Anticipated Timing



Source: Adams County; Wilson & Company; Economic & Planning Systems
[Note: timing estimates available for approximately 60 percent of total project costs]

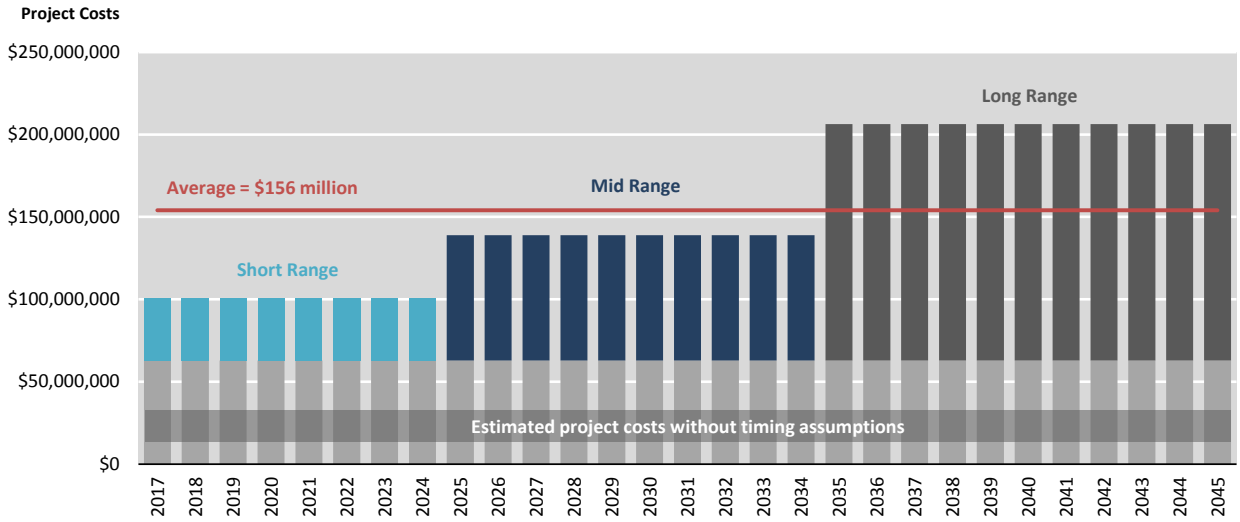
Total Project Costs

Total capital and infrastructure costs are forecasted using two general methodologies. The first simply averages total capital and infrastructure costs over the entire forecast period (2017 to 2045). This equates to an annual cost of $156 million, as shown in **Figure 5**.

The second approach is based on the anticipated project timing. For the purposes of this analysis, short range projects are estimated to require funding between 2017 and 2025, mid-range projects between 2025 and 2035, and long-range projects between 2035 and 2045. Total project costs by anticipated timing are then averaged by time period, as shown in **Figure 5**. Projects without an anticipated date of completion are averaged over the entire forecast period.

For example, short range projects are estimated at $305 million, which equates to $38.1 million per year (between 2017 and 2025). As stated, projects without anticipated dates of completion are estimated equally over the entire forecast period at $62.8 million per year. Together, short range projects and projects without timing assumptions equate to an annual capital and infrastructure cost of roughly $100 million per year between 2017 and 2025.

Figure 5
Project Cost Forecast



Source: Adams County; Wilson & Company; Economic & Planning Systems

Note: Project costs with no timing assumptions were applied evenly to the entire forecast period

Fiscally Constrained Project List

In order for the County to begin to prioritize projects, it is necessary to begin to develop a process for prioritizing projects that will be included in a Fiscally Constrained Project List. This list will include high priority projects and will reflect the budget limitations for funding projects with existing revenue sources and supplemental revenue sources.

As a first step, EPS has used the timing assumptions included in the plans summarized in **Table 2** to begin to prioritize projects. For projects identified in these plans, any project with short- or mid-range timing assumptions is included in the initial Fiscally Constrained Project List. These projects are summarized in **Table 4** and **Table 5** on the following two pages.

These projects represent approximately $1.1 billion in project costs or roughly 40 percent of the total capital and infrastructure project costs identified in this study.

Conclusions

Through a large number of plans and other efforts, Adams County has identified a significant number of capital and infrastructure projects. While this initial list of projects provides a starting point for the County, it will be important for County staff to continue to refine and update this project list in order to ensure that it continually aligns with the County's priorities.

In total, $4.5 billion in project costs have been identified over the 2018 to 2045 period. These project costs can be funded through a variety of sources that include existing dedicated and non-dedicated revenue sources as well as supplemental funding sources that can be used to shrink the funding gap that is currently estimated.

The following sections of this report provide an overview and estimate of existing revenue sources, an evaluation and recommendation of supplemental revenue sources, and, finally, recommendations regarding a process for prioritization of capital and infrastructure projects.

Table 4
Fiscally Constrained Project List (1 of 2)

Plan Name	Year	Project Name	Category	Timeframe	Cost
Front Range Airport MP	2016	A - Rehab Taxilane A7 into Hangar Area	Capital Facilities/Enterprise	Short Range	$25,000
Front Range Airport MP	2016	B - Fog Seal Terminal Ramp (East)	Capital Facilities/Enterprise	Short Range	$379,225
Front Range Airport MP	2016	C - Acquire Airport Maintenance Equipment – Replace Loader	Capital Facilities/Enterprise	Short Range	$200,000
Front Range Airport MP	2016	D - Fog Seal Terminal Ramp (West)	Capital Facilities/Enterprise	Short Range	$416,764
Front Range Airport MP	2016	E - Fog Seal Runw ay 8/26	Capital Facilities/Enterprise	Short Range	$780,319
Front Range Airport MP	2016	F - Acquire Airport Maintenance Equipment - Replace Loader & Snow Blow er Attachment	Capital Facilities/Enterprise	Short Range	$530,000
Front Range Airport MP	2016	G - Fog Seal Taxiw ays A, B, and E	Capital Facilities/Enterprise	Short Range	$331,420
Front Range Airport MP	2016	H - Acquire Airport Maintenance Equipment – Replace SRE Truck	Capital Facilities/Enterprise	Short Range	$654,000
Front Range Airport MP	2016	I - Rehabilitate Terminal Apron (East) (Phase 1)	Capital Facilities/Enterprise	Short Range	$65,498
Front Range Airport MP	2016	J - Rehabilitate Taxiw ay C & Install Lighting on Taxiw ays A & C	Capital Facilities/Enterprise	Short Range	$100,796
Front Range Airport MP	2016	K - Acquire Airport Maintenance Equipment – Replace High-speed Runw ay Blow er:	Capital Facilities/Enterprise	Short Range	$672,000
Front Range Airport MP	2016	L - Fog Seal Runw ay 17/35	Capital Facilities/Enterprise	Short Range	$828,782
Front Range Airport MP	2016	M - Acquire Airport Maintenance Equipment – Replace Runw ay Broom	Capital Facilities/Enterprise	Short Range	$690,000
Front Range Airport MP	2016	N - Fog Seal Taxilane A7	Capital Facilities/Enterprise	Short Range	$64,900
Front Range Airport MP	2016	O - Acquire Airport Maintenance Equipment – Replace SRE Truck	Capital Facilities/Enterprise	Short Range	$708,000
Front Range Airport MP	2016	P - Fog Seal Taxiw ay D	Capital Facilities/Enterprise	Short Range	$313,910
Front Range Airport MP	2016	Q - Rehabilitate Runw ay 17/35 (Design)	Capital Facilities/Enterprise	Short Range	$20,667
Front Range Airport MP	2016	R - Rehabilitate Runw ay 17/35 (Construct)	Capital Facilities/Enterprise	Short Range	$381,000
Front Range Airport MP	2016	S - Fog Seal Taxiw ay A, B, E	Capital Facilities/Enterprise	Short Range	$38,615
Front Range Airport MP	2016	T - Fog Seal 8/26	Capital Facilities/Enterprise	Mid Range	$97,908
Front Range Airport MP	2016	U - Acquire Airport Maintenance Equipment – Replace ARFF Truck	Capital Facilities/Enterprise	Mid Range	$1,064,000
Front Range Airport MP	2016	V - Install Airfield Perimeter Fencing	Capital Facilities/Enterprise	Mid Range	$197,505
Front Range Airport MP	2016	W - Fog Seal Taxiw ay A	Capital Facilities/Enterprise	Mid Range	$24,587
Front Range Airport MP	2016	X - Rehabilitate Runw ay 8/26	Capital Facilities/Enterprise	Mid Range	$342,990
Front Range Airport MP	2016	Y -Fog Seal Runw ay 17/35	Capital Facilities/Enterprise	Mid Range	$110,985
Front Range Airport MP	2016	Z - Reconstruct & Strengthen East Ramp (Phase 1) & Taxiw ay D7	Capital Facilities/Enterprise	Mid Range	$459,015
Front Range Airport MP	2016	AA - Strengthen Taxiw ays D1 & D2	Capital Facilities/Enterprise	Mid Range	$157,000
Front Range Airport MP	2016	BB - Rehabilitate Terminal Apron (East) (Phase 2)	Capital Facilities/Enterprise	Mid Range	$117,750
Front Range Airport MP	2016	CC - Expand Existing SRE Facility	Capital Facilities/Enterprise	Mid Range	$1,056,610
Front Range Airport MP	2016	DD - Construct Taxiw ay E Holding Bay	Capital Facilities/Enterprise	Mid Range	$70,258
Front Range Airport MP	2016	EE - Rehabilitate Taxilane A7D	Capital Facilities/Enterprise	Mid Range	$26,167
Front Range Airport MP	2016	FF - Rehabilitate Taxilane A8A	Capital Facilities/Enterprise	Mid Range	$26,167
Front Range Airport MP	2016	GG - Rehabilitate Taxilane A8B	Capital Facilities/Enterprise	Mid Range	$26,167
Front Range Airport MP	2016	HH - Rehabilitate Taxilane A8C	Capital Facilities/Enterprise	Mid Range	$26,167
Front Range Airport MP	2016	II - Construct New Taxiw ay from Taxiw ay A to Hangars	Capital Facilities/Enterprise	Mid Range	$117,750
Front Range Airport MP	2016	JJ - Rehabilitate Terminal Apron (West)	Capital Facilities/Enterprise	Mid Range	$235,500
Front Range Airport MP	2016	KK - Reconstruct East Apron (Phase 2)	Capital Facilities/Enterprise	Mid Range	$785,000
Front Range Airport MP	2016	LL - Construct Large FBO Hangar	Capital Facilities/Enterprise	Mid Range	$6,280,000
Capital Facilities	2017	Adams County Service Center: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$8,750,000
Capital Facilities	2017	Al Lesser: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$500,000
Capital Facilities	2017	Animal Shelter: New Animal Shelter in Regional Park	Capital Facilities/Enterprise	Short Range	$14,500,000
Capital Facilities	2017	Aurora Motor Vehicle: Lease Space Renew al / Refresh	Capital Facilities/Enterprise	Mid Range	$281,250
Capital Facilities	2017	Aurora Services Campus (combined): Consolidation of WFBC, DMV, & others	Capital Facilities/Enterprise	Short Range	$22,500,000
Capital Facilities	2017	Commerce City Area Probation: WAG - Space for Probation	Capital Facilities/Enterprise	Short Range	$1,000,000
Capital Facilities	2017	Detention Facility-Existing Jail: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$18,500,000
Capital Facilities	2017	Detention Facility-New F Module: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$15,710,700
Capital Facilities	2017	District Attorneys Building: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$4,875,000
Capital Facilities	2017	District Attorneys Building: Renovation (staff grow th / Probation out)	Capital Facilities/Enterprise	Short Range	$5,250,000
Capital Facilities	2017	District Attorneys Building: Security Upgrades (Main Entrance)	Capital Facilities/Enterprise	Short Range	$250,000
Capital Facilities	2017	Exhibit Hall: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,375,000
Capital Facilities	2017	Facilities Management's Storage Facility: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$800,000
Capital Facilities	2017	Flat Rock - Master Plan (Admin)/HQ): Administration Building / Sheriff HQ	Capital Facilities/Enterprise	Short Range	$20,000,000
Capital Facilities	2017	Flat Rock - Master Plan (Gun Range): Additional Shooting Range	Capital Facilities/Enterprise	Short Range	$1,875,000
Capital Facilities	2017	Flat Rock - Master Plan (PAC): 15 Year Renew al (Track & Site)	Capital Facilities/Enterprise	Mid Range	$1,250,000
Capital Facilities	2017	Flat Rock - Master Plan (PAC): Physical Agility Course	Capital Facilities/Enterprise	Short Range	$2,500,000
Capital Facilities	2017	Flat Rock - Master Plan (Rifle Range): Rifle Range	Capital Facilities/Enterprise	Short Range	$2,500,000
Capital Facilities	2017	Flat Rock - Master Plan (Road & Util): Road and Utility Extension	Capital Facilities/Enterprise	Short Range	$8,125,000
Capital Facilities	2017	Flat Rock - Master Plan (Road Course): Additional Road Course	Capital Facilities/Enterprise	Short Range	$2,250,000
Capital Facilities	2017	Flat Rock - Master Plan (Scenario Village): Scenario Village	Capital Facilities/Enterprise	Mid Range	$5,000,000
Capital Facilities	2017	Fleet & Public Works (& Probation): 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$2,887,500
Capital Facilities	2017	Fleet & Public Works (& Probation): Redeveloped Facility (per 2017 Plan)	Capital Facilities/Enterprise	Short Range	$38,000,000
Capital Facilities	2017	Golf Course Club House : 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,041,375
Capital Facilities	2017	Government Center - Space Utilization: Re-use Space (Workforce Move & Security)	Capital Facilities/Enterprise	Short Range	$1,125,000
Capital Facilities	2017	Human Services Center: Build-out of Unassigned Space	Capital Facilities/Enterprise	Short Range	$4,500,000
Capital Facilities	2017	Justice Center - Loop Road Extenison: Extend Service Loop Around Building	Capital Facilities/Enterprise	Short Range	$385,000
Capital Facilities	2017	Justice Center - Sheriff's Yard Rew ork: Rew ork Parking & Bus Queuing	Capital Facilities/Enterprise	Short Range	$550,000
Capital Facilities	2017	Justice Center Area Probation: WAG - Space for Probation	Capital Facilities/Enterprise	Short Range	$1,000,000
Capital Facilities	2017	Justice Center: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$15,170,100
Capital Facilities	2017	Leader Blade Station: Fleet / Public Works - New Wash Bay	Capital Facilities/Enterprise	Short Range	$1,250,000
Capital Facilities	2017	Old Sheriff's Shooting Range: CAP Renew al / Maintenance w ith Solar (10 Years & 20 years)	Capital Facilities/Enterprise	Mid Range	$1,089,000
Capital Facilities	2017	Parks Admin : 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,875,000
Capital Facilities	2017	Parks-Dome: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$1,750,000
Capital Facilities	2017	Red Cross Bldg.: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$197,025

Table 5
Fiscally Constrained Project List (2 of 2)

Plan Name	Year	Project Name	Category	Timeframe	Cost
Capital Facilities	2017	Regional Park - Master Plan (Amphitheater): Amphitheater Improvements	Capital Facilities/Enterprise	Short Range	$150,000
Capital Facilities	2017	Regional Park - Master Plan (Booths): Misc. Pavilions / Ticketing / Small Facilities	Capital Facilities/Enterprise	Mid Range	$560,000
Capital Facilities	2017	Regional Park - Master Plan (Expo Hall): New Expo/Multipurpose Hall	Capital Facilities/Enterprise	Short Range	$9,100,000
Capital Facilities	2017	Regional Park - Master Plan (Fac.Ops.): Facility Operations Building	Capital Facilities/Enterprise	Short Range	$3,000,000
Capital Facilities	2017	Regional Park - Master Plan (Gr.Std.): New Grandstands, Restrooms, etc.	Capital Facilities/Enterprise	Short Range	$4,437,500
Capital Facilities	2017	Regional Park - Master Plan (Ind. Arena): New Indoor Arena / Multi-Use Space	Capital Facilities/Enterprise	Short Range	$13,125,000
Capital Facilities	2017	Regional Park - Master Plan (N Amenities): North Park Area amenities (pier, playgd, etc.)	Capital Facilities/Enterprise	Mid Range	$1,400,000
Capital Facilities	2017	Regional Park - Master Plan (Nature Center): Misc. Pavilions / Ticketing / Small Facilities	Capital Facilities/Enterprise	Mid Range	$3,500,000
Capital Facilities	2017	Regional Park - Master Plan (Pavilions): Park Pavilions / Shelters	Capital Facilities/Enterprise	Mid Range	$500,000
Capital Facilities	2017	Regional Park - Master Plan (Road & Util): Road & Utility Infrastructure	Capital Facilities/Enterprise	Short Range	$5,000,000
Capital Facilities	2017	Regional Park - Master Plan (S Amenities): South Park Area amenities (pier, playgd, etc.)	Capital Facilities/Enterprise	Mid Range	$1,400,000
Capital Facilities	2017	Regional Park - Master Plan (Sitew ork): Parking Lots, Plazas, Landscaping, etc.	Capital Facilities/Enterprise	Short Range	$10,000,000
Capital Facilities	2017	Regional Park - Master Plan (Stall/Barns): New Barns / Stalling Facility	Capital Facilities/Enterprise	Short Range	$16,050,000
Capital Facilities	2017	Regional Park - Master Plan (Trails): Park Pavilions / Shelters	Capital Facilities/Enterprise	Mid Range	$5,600,000
Capital Facilities	2017	Regional Park - Park Boulevard Extension: Road & Utility Infrastructure	Capital Facilities/Enterprise	Short Range	$2,500,000
Capital Facilities	2017	Regional Park - Sew age Lagoon Decomm: Decommission Lagoon	Capital Facilities/Enterprise	Short Range	$1,400,000
Capital Facilities	2017	Regional Park - TBD Project near Shelter: County Support for potential partner project	Capital Facilities/Enterprise	Short Range	$10,000,000
Capital Facilities	2017	Regional Park Shop: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$675,000
Capital Facilities	2017	Renovate Coroner's Office: Renovate for total occupancy by Coroner	Capital Facilities/Enterprise	Short Range	$7,444,500
Capital Facilities	2017	Sale Barn: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$262,500
Capital Facilities	2017	Salt Dome - Commerce City: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$900,000
Capital Facilities	2017	Security Projects / County Wide: Long Term - Forecast	Capital Facilities/Enterprise	Short Range	$2,500,000
Capital Facilities	2017	Security Projects / County Wide: Short Term - Forecast	Capital Facilities/Enterprise	Short Range	$500,000
Capital Facilities	2017	Service Center - Vehicle Storage: Vehicle Storage and Lot (Bomb, Sw at, etc.)	Capital Facilities/Enterprise	Short Range	$2,200,000
Capital Facilities	2017	Service Center (Location TBD): Tri-County Relocation / Renovation for Grow th	Capital Facilities/Enterprise	Mid Range	$2,250,000
Capital Facilities	2017	Strasburg Public Works Shops - Wash Bay: Fleet / Public Works - New Wash Bay	Capital Facilities/Enterprise	Short Range	$1,250,000
Capital Facilities	2017	Strasburg Public Works Shops: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$612,500
Capital Facilities	2017	Strategic Land Acquisition: Additional Grow th at Justice Center	Capital Facilities/Enterprise	Short Range	$4,356,000
Capital Facilities	2017	Strategic Land Acquisition: Aurora Campus for Multiple Services	Capital Facilities/Enterprise	Short Range	$5,227,200
Capital Facilities	2017	Strategic Land Acquisition: Head Start - Brighton Campus	Capital Facilities/Enterprise	Short Range	$871,200
Capital Facilities	2017	Strategic Land Acquisition: Probation / Commerce City Needs	Capital Facilities/Enterprise	Short Range	$1,742,400
Capital Facilities	2017	Strategic Land Acquisition: Sheriff's Office - Bomb Range	Capital Facilities/Enterprise	Short Range	$4,356,000
Capital Facilities	2017	Western Service Center: 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$4,125,000
Capital Facilities	2017	Western Service Center: Security / Probation Upgrades	Capital Facilities/Enterprise	Short Range	$150,000
Capital Facilities	2017	Westminster Motor Vehicle & Elections: Additional Workstations	Capital Facilities/Enterprise	Short Range	$200,000
Capital Facilities	2017	Whittier Public Works Support Facility : 25 Year Renew al (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$250,000
Capital Facilities	2017	HSB Improvements for Condominium	Capital Facilities/Enterprise	Short Range	$2,000,000
Transportation Plan	2012	4-Lane Major Arterial (Buckley Rd: 120th Ave to 136th Ave)	Community-Wide	Mid Range	$13,069,484
Transportation Plan	2012	4-Lane Major Arterial (Piccadilly Rd: 96th Ave to 120th Ave)	Community-Wide	Mid Range	$6,348,349
Transportation Plan	2012	4-Lane Regional Arterial (Imboden/Quail Run Rds: I-70/Quail Run Rd to 56th Avenue)	Community-Wide	Mid Range	$27,196,659
Transportation Plan	2012	Interchange (US 85/104th Ave)	Community-Wide	Mid Range	$60,000,000
Transportation Plan	2012	Interchange (US 85/120th Ave: Brantner Ditch to Oakland)	Community-Wide	Mid Range	$40,000,000
Transportation Plan	2012	Multi-use trail (Big Dry Creek Trail: Big Dry Creek Open Space to 168th Avenue)	Community-Wide	Short Range	$7,940,022
Transportation Plan	2012	Multi-use trail (South Platte River Trail: County Regional Park to Ken Mitchell Open Space (1.7	Community-Wide	Mid Range	$1,124,836
Transportation Plan	2012	Multi-use trail (South Platte River Trail: Elaine T. Valente Open Space to County Regional Park	Community-Wide	Short Range	$992,503
Transportation Plan	2012	Multi-use trail (South Platte River Trail: North of SH 7 168th Avenue (<mi))	Community-Wide	Short Range	$661,668
Transportation Plan	2012	Widen to 4 Lanes (SH 224 (70th/72nd Aves.): Broadw ay St to US 85)	Community-Wide	Short Range	$13,405,402
Transportation Plan	2012	Widen to 4 Lanes (SH 44 (104th Ave): Colorado Blvd to I-76)	Community-Wide	Short Range	$14,901,210
Transportation Plan	2012	Widen to 6 to 8 Lanes; Complete 17th Pkw y/Colfax Interchange Improvements (I-225: Colfax /	Community-Wide	Short Range	$9,080,678
Transportation Plan	2012	2-Lane Arterial (Headlight Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,525,190
Transportation Plan	2012	2-Lane Arterial (Piggott Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,520,821
Transportation Plan	2012	2-Lane Arterial (Strasburg Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,517,909
Transportation Plan	2012	2-Lane Major Arterial (48th Ave: Imboden Rd to Manilla Rd)	Local Area	Mid Range	$12,939,100
Transportation Plan	2012	2-Lane Major Arterial (Manilla Rd: I-70 to 48th Ave)	Local Area	Mid Range	$12,729,943
Transportation Plan	2012	2-Lane Minor Arterial (Wolf Creek Rd: 26th Ave to 48th Ave)	Local Area	Mid Range	$8,101,970
Transportation Plan	2012	2-Lane Minor Arterial (Yulle Rd: I-70 to 56th Ave)	Local Area	Mid Range	$16,114,637
Transportation Plan	2012	2-lane paved Rural Regional Arterial (Imboden Rd Extension: 160th to 168th)	Local Area	Mid Range	$7,490,640
Transportation Plan	2012	Grade separated crossing (South Platte River Trail: McKay Road crossing)	Local Area	Short Range	$1,800,000
Transportation Plan	2012	Multi-use trail (Big Dry Creek Trail: I-25 to 144th Avenue (1.8 mi))	Local Area	Short Range	$1,157,920
Transportation Plan	2012	Multi-use trail (Second Creek Trail: S. Platte River Trail to south Colfax Ave)	Local Area	Short Range	$6,279,585
Transportation Plan	2012	Multi-use trail w ith grade separated crossing of UPRR and RTD Gold Line (Clay Street Trail: Cl	Local Area	Short Range	$764,428
Transportation Plan	2012	Paved 2-Lane Rural Arterial (Piccadilly Rd: 120th Ave to 152nd Ave)	Local Area	Mid Range	$15,713,882
Transportation Plan	2012	Paved 2-Lane Rural Arterial (Piggott Rd: 48th Ave to 56th Ave)	Local Area	Mid Range	$3,828,139
Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (120th Ave: Imboden to SH 79)	Local Area	Mid Range	$37,869,561
Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (56th Ave: Imboden to SH 79)	Local Area	Mid Range	$25,060,708
Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (Imboden Rd: 56th Avenue to 160th)	Local Area	Mid Range	$54,883,933
Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (SH 36 (Colfax Ave): Schumaker Rd to Washington Cou	Local Area	Mid Range	$177,015,633
Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (SH 79: I-70 to 168th Ave)	Local Area	Mid Range	$79,978,739
Transportation Plan	2012	Widen to 4 Lanes (Baseline Rd (168th Ave): I-25 to Quebec St)	Local Area	Mid Range	$15,111,106
Transportation Plan	2012	Widen to 4 Lanes (Pecos St: 52nd to 58th Ave)	Local Area	Short Range	$2,757,986

4. CAPITAL PROJECT FUNDING AND FINANCING SOURCES

This chapter identifies existing capital funding and financing sources and methods used to pay for capital improvements. Each funding source is described including current funding levels along with their benefits and limitations. Following a general description of each funding source is an estimate of available revenues from existing sources over the 2017 to 2045 period.

Existing Capital Funding Sources

This section summarizes existing funding sources used by Adams County and the methods it utilizes to pay for capital improvements. Each funding source is described including current funding levels along with their benefits and limitations. In some cases, extending or even increasing the tax or fee level of a current funding source can represent a viable option for additional funding as noted. The existing funding sources are broadly grouped into four categories:

- Dedicated Revenue Sources,
- Discretionary Funds,
- Federal and State Allocations and Grants, and
- Development Based Funding Sources.

Dedicated Revenue Sources

Adams County has two independent sales tax initiatives that have been approved by the voters. The first is the open space sales tax of 0.25 percent. The second initiative included a capital facilities sales tax of 0.30 percent and a transportation sales tax of 0.20 percent. These dedicated sales taxes are one of the primary sources of revenue for funding capital and infrastructure projects.

Capital Facilities Sales Tax

The 0.30 percent capital facilities sales tax was approved by voters in 2009 for 20 years originally dedicated to a specific list of capital facilities projects including the courthouse expansion, government center, and pre-trial holding facility. The tax is expected to generate approximately $21.0 million in 2017. In 2014, the use of the tax was amended so revenue could be used for any County-owned facility was approved by voters.

Transportation Sales Tax

The 0.20 percent transportation sales tax dedicated for road and bridge infrastructure projects has been extended by voters through 2028. The taxes are distributed based on point of sale with approximately 80 percent going to the cities and the remaining 20 percent retained by the County. The 2017 budget estimates approximately $13 million in tax revenues with $2.6 million retained by the County in the Road & Bridge Fund.

Open Space Sales Tax

The County voter-approved 0.25 percent open space sales tax began in 2000 and ends in 2026. This tax is dedicated to the preservation of open space and includes funding open space acquisition and improvements. The tax is estimated to generate $16.2 million in 2017. After deducting 2 percent for Administration of the Open Space Sales Tax program, 30 percent of the revenues collected are distributed based on the point of collection, which is approximately 80 percent in the municipalities and 20 percent in the unincorporated area of the county. The remaining 70 percent of revenues collected are distributed by the BOCC as grants, which are recommended by the Open Space Advisory Board.

Stormwater Utility Fee

The Adams County Stormwater Utility (SWU) was established in 2012. The SWU assesses an annual fee to all properties within its service area to pay for costs associated with implementation of the Stormwater Program. The service area includes unincorporated Adams County west of Schumaker Road but excludes property in the county's incorporated municipalities. The fee is $0.02004 per square foot and applied against the impervious area of a parcel or lot. A typical 2,250 square foot single family home would therefore pay $45.09 per year. Current annual collections are estimated at approximately $2.2 million for 2017, which only generates a small percentage of the total funding need for stormwater projects and maintenance.

Discretionary Funds

Adams County utilizes a portion of its annual fund revenues not needed for operations and maintenance principally to fund projects in the five-year capital improvement plan. The County also on occasion will spend a portion of the Ending Fund Balance, as noted below.

General Fund

The General Fund has a mill levy of 22.869, which generated roughly $123.6 million in annual revenue in 2017. Most property tax revenues are used along with other General Fund revenue sources to pay for annual government operations. Based on historic spending patterns, it is estimated that roughly 6.5 percent of total General Fund property tax revenue is used to fund capital projects and large one-time maintenance projects, which equates to an estimate of $7.9 million in annual spending in 2017.

The General Fund is expected to have a $111.8 million Ending Fund Balance. The Adams County Budget Office has proposed a modification to the General Fund Balance Policy that would require two months of operating reserve in committed designation, 50 percent of the subsequent year's Capital Improvement Plan in assigned designation, and no change to the Restricted Fund Balance amount. Beginning in the 2018 budget, the County allocated a mill levy of 0.314 to a new retirement fund to pay for expenditures related to the plan. This allocation equates to approximately $2 million per year.

The changes to the General Fund Balance Policy result in unallocated funds that could be utilized as a one-time source for capital projects totaling $71.7 million. Spent over a 15-year period, this would equate to $4.78 million per year. If the General Fund balance is spent as recommended, it is important to note that there would be less investment revenues earned on lower idle balances. Since interest rates are currently very low, the amount of revenue lost would be lower than seen in prior decades.

Road & Bridge Fund

The Road & Bridge Fund is responsible for the maintenance of county roads, streets, and bridges. Total Road & Bridge funding is estimated at $31.1 million for 2017. In addition to the 0.20 percent sales tax dedicated to infrastructure noted above, the primary funding sources are a dedicated 1.300 mill property tax generating $6.9 million (of which the County will keep approximately $4.7 million due to a statutory allocation requirement to share a portion of the levy with the County's cities and towns); specific ownership taxes totaling $22.2 million; and Highway User Tax Funds (gas taxes) transferred from the state totaling $11.7 million. The County allocates a portion of its operating fund balance for capital improvements, which totaled $8.4 million in 2017. It is important to note that the transportation sales tax will expire in 2028 unless renewed and extended by voters.

The County has also been maintaining a healthy Road & Bridge Fund balance that equals $50.4 million in 2017. Some or all of these unallocated funds could be utilized as a one-time source for capital projects.

Certificates of Participation

Certificates of Participation (COPs) are used by government agencies to finance the construction or improvement of public facilities though a long-term lease to a private or non-profit entity. By use of a lease-type repayment structure, the monies needed to fund these building projects do not constitute public debt and do not require voter approval under TABOR. Adams County has utilized COPs to finance public facilities including the Adams County Government Center, Justice Center, Human Services Center, and Detention Center. A total of $15.2 million is budgeted in 2017 for debt service on COPs.

The remaining COP payments subject to annual appropriation through 2045 total $279,416,951. The amount of COP payments after the sales taxes are set to expire total $117,927,070.

Enterprise Funds

Adams County has four enterprise funds that operate and manage County facilities and infrastructure on a self-sustaining basis by generating revenues through charges for services. This includes the Golf Course Fund, Stormwater Fund, and Front Range Airport Fund. The County also has the FLATROCK Facility Fund which is intended to act similarly to an Enterprise Fund for law enforcement training activities. For each fund, some portion of facility improvements can be paid for by operating fund surpluses. Enterprise fees and other revenues may need periodic adjustments to pay for infrastructure needs while maintaining competitive rates.

Federal and State Allocations and Grants

There are federal and state program funds and grants that are used to pay for capital and infrastructure improvements. For example, funding for major road and transit projects of regional significance is largely dependent on federal transportation funds that are distributed to states based on a formula and then allocated by the Denver Regional Council of Governments (DRCOG) to transportation projects within the Denver metro area. Additionally, the U.S. Department of Housing and Urban Development (HUD) Community Development Block Grants (CDBG) can be used to pay for public facilities supporting affordable housing and economic development. Also, a portion of Colorado Lottery revenues are distributed back to local jurisdictions to be used for parks and open space projects. The federal and state revenue sources currently accounting for a portion of Adams County capital and infrastructure funding are summarized below.

Federal and State Transportation Funds

DRCOG is the Metropolitan Planning Organization (MPO) for the 10-county region of Colorado centered around Denver and Boulder. A core function of DRCOG is the region's vison-based growth plan titled *Metro Vision 2040*. A key component of the Plan is the Metro Vision Regional Transportation Plan (MVRTP) which guides the region's future multimodal transportation system. The 2040 MVRTP presents the region's unconstrained vision for a multimodal transportation system needed to respond to future growth and demographic trends. The system includes roadway, transit, bicycle, and pedestrian facilities, as well as safety, transportation demand management, and other supporting services. The 2040 Fiscally Constrained RTP (2040 FCRTP) outlines transportation projects to be implemented over the next 25 years with reasonably expected revenues. DRCOG implements the FCRTP through the Transportation Improvement Program (TIP) which includes all transportation projects funded over the next four years.

Funding for projects in the TIP comes from federal, state, and local sources. The federal sources of transportation funding and authorization bill is known as the FAST Act (Fixing America's Surface Transportation Act). The FAST Act includes money for roads, transit, and alternative transportation programs and enhancements. These federal funds are first distributed to state DOTs and then to regional MPOs. The primary revenue sources include Surface Transportation Funds and Congestion, Mitigation and Air Quality (CMAQ) funds.

Community Development Block Grants

The U.S. Department of HUD CDBG program provides annual allocations to cities of over 50,000 population and urbanized counties of more than 200,000. Funds can be used for a range of activities including housing rehabilitation, property acquisition, infrastructure and public facility improvements, and economic development in designated low-income census tracts. Examples of public facility projects include sewer and water systems, community centers, food banks, shelters, health clinics, etc. Over the last three years, Adams County has received an average of $1.2 million per year, and after subtracting administrative costs and allocations to municipalities the County retains an average of $500,000 per year that could be available for eligible capital projects.

Great Outdoors Colorado

Great Outdoors Colorado (GOCO) Trust Fund distributes a portion of the Colorado Lottery proceeds in the form of grants for four purposes: wildlife, outdoor recreation, competitive grants for open space, and competitive matching grants to local governments for open lands and parks. In 2017, GOCO received the maximum allowable proceeds of $64.5 million which is capped by TABOR and increases on an annual basis by the Denver area CPI. Grant expenditures vary year to year but average around $50 million. Adams County and its municipalities received approximately $750,000 in five grants in 2016.

An example of how Adams County has used these funds in the past includes a receipt of a grant award of $345,898.78 from an Energy Assistance Grant to help mill and overlay Imboden Road which is a north/south road just east of the Denver International Airport.

Department of Local Affairs

The Colorado Department of Local Affairs (DOLA) administers a number of grant programs to local governments funded by federal and state programs, including the Energy and Mineral Impact Assistance Program that can be used for infrastructure projects. This grant program assists local governments impacted by the development, processing, or energy conversion of minerals and mineral fuel and includes oil and gas drilling, which is active in Adams County. It is funded by state severance tax on energy and mineral production and from a portion of the state's share of royalties paid to the federal government for mining and drilling of minerals and mineral fuels on federally-owned land. DOLA issued $84 million in Energy Impact Grants in 2016, including $975,000 to Brighton for City Hall HVAC improvements and $430,000 to Bennett for wastewater treatment facility improvements.

Development Based Funding Sources

Development based funding sources include any taxes, assessments or fees imposed to finance infrastructure in newly development areas.

Development Impact Fees

A development impact fee is a one-time charge on new development designed to recover the cost incurred by a local government in providing public facilities required to serve new development. Adams County has an existing transportation impact fee for roads that has generated a total of $4.6 million since it was implemented in 2006 or an average of $417,000 per year. The fees on housing range from $983 per multifamily unit to $1,599 for a single family detached unit, and for commercial projects ranging from $1.17 per square foot for office, $2.73 per square foot for general commercial, and $5.73 per square foot for restaurants. The revenues collected vary depending on the level of development activity and ranged from a low of $116,000 in 2011 to a high of $1.1 million in 2015. The average amount of fees has been $800,000 per year for the last three years. The County is also considering the potential to impose a new oil and gas traffic impact fee to cover the impacts to county roads from industry-related heavy vehicles.

Public Land Dedication Fees

Adams County has land dedication requirements for neighborhood and regional parks that are imposed at the time of subdivision. The neighborhood park requirements are 6 acres per 1,000 residents and the regional park requirement is 4 acres per 1,000 residents. There is also a requirement for commercial projects to dedicate 5 percent of their land area for regional parks. At the County's discretion, cash-in-lieu payments can be made for the regional park requirement and for no more than 2 acres of the neighborhood park requirement. The cash-in-lieu payments have totaled $1.04 million over the last 11 years (2006 to 2016) which averages $95,000 per year. There is however a great level of variation in the amount of fees collected each year. At the end of 2017, the current balance of Public Land Dedication fees available for regional park improvements in the county is $973,630.

Existing Revenue Conditions and Forecasts

This section provides a summary of the existing capital revenues and financial obligations, as well as an initial forecast of revenues that can be expected from these revenue sources over the 2018 to 2045 forecast period to fund capital and infrastructure projects in specific County funds, while meeting the County's operating obligations. In addition, this analysis evaluates a number of scenarios to identify factors that may have a significant impact on available capital and infrastructure revenue.

The County's primary revenue sources include taxes (property tax, sales tax, highway user tax, and specific ownership tax), intergovernmental grants and allocations, charges for services, other financing sources, use of fund balance, and miscellaneous revenues. The County's primary expenditure types include costs related to personnel, operating and maintenance, charges for services, debt service, governmental services, and capital. This analysis estimates the amount of revenue by source related to ongoing and one-time capital and infrastructure costs. As a result, costs and corresponding revenues related to personnel, operating and maintenance, charges for services, and government services are not directly estimated in this analysis, but will be funded by the County and accounted for separately. Funds that rely solely on charges for service and/or fees, such as enterprise funds, are also not directly addressed. Enterprise and charges for service operations are recommended to be adjusted as costs for those services and operations increase.

There are six County funds that rely on general revenues in addition to direct charges for service, and are used to fund various types of capital and infrastructure costs that are evaluated in this analysis. These funds include the following:

- General Fund
- Conservation Trust Fund
- Open Space Sales Tax Fund
- Open Space Projects Fund
- Road & Bridge Fund
- Capital Facilities Fund

The six primary revenues evaluated in this analysis represent a variety of revenue sources that are used to fund capital and infrastructure projects that include the following:

- Property Tax
- Sales Tax
- Specific Ownership Tax
- Other Taxes
- Intergovernmental Transfers
- Other Finance Sources

A summary of each fund and its respective revenue source(s) is provided below in **Table 6**.

Table 6
County Funds and Revenue Sources

	Property Tax	Sales Tax	Specific Ownership Tax	Other Taxes	Grants and Allocations	Other Finance Sources
General Fund	X	X*			X	X
Conservation Trust Fund					X	
Open Space Sales Tax Fund		X				
Open Space Projects Fund					X	X
Road & Bridge Fund	X	X	X	X	X	
Capital Facilities Fund		X				X

* Marijuana Sales Tax = approx. $500k currently used for scholarships but has flexibility in terms of use.

Revenue Forecast Methodology

Due to the unique attributes associated with each of the County's primary revenue sources, this analysis relies on a number of data sources in order to forecast future County revenues. Primary data sources used to inform revenue forecasts include the following:

- Adams County Historic Tax Collection Data
- Colorado Department of Local Affairs (DOLA)
- Denver Regional Council of Governments (DRCOG)

Primary growth trends and forecasts that were used to inform future revenue forecasts include the following:

- Historic Adams County tax revenue growth rates
- DOLA/DRCOG Adams County household growth forecast
- DOLA/DRCOG Adams County population growth forecast

It is important to note that this analysis does not specifically account for future inflation in revenues or expenditures. Dollar amounts represented in this analysis represent nominal values that have not been adjusted for inflation. Though inflation is a factor in the historic data from past revenue collections.

Adams County Tax Collections

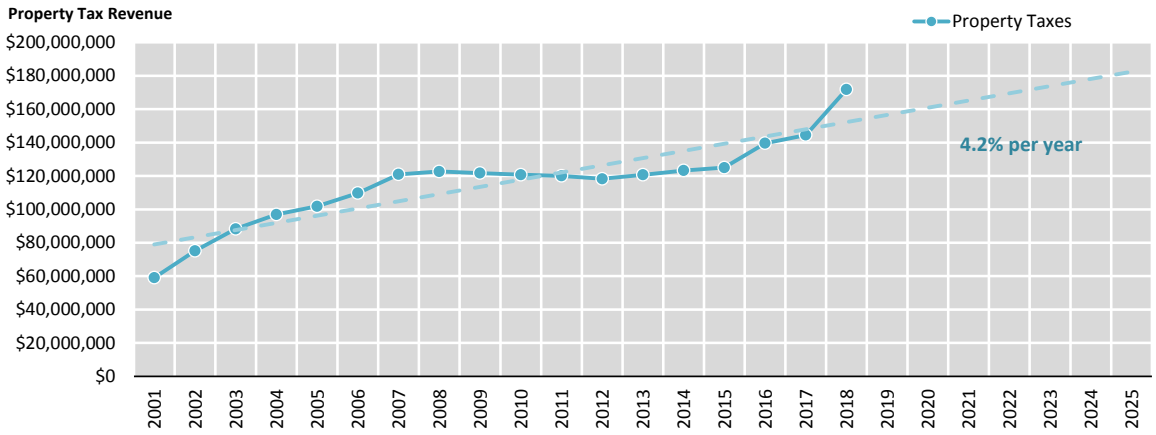
To inform revenue forecasts for property tax, sales tax, and specific ownership tax, EPS referenced historic tax collections for these revenues between 2001 and 2016. These revenues were forecasted over the near-term using a straight line or line of best fit based on historic collections. Based on this methodology, property tax is estimated to grow at a rate of 4.2 percent per year, as shown in **Figure 6**. Sales tax is conservatively estimated to grow at 3.7 percent per year (**Figure 7**). While the change in specific ownership taxes between 2001 and 2016 indicate essentially no growth, specific ownership taxes were significantly impacted by the Great Recession and are anticipated to increase at a moderate rate (**Figure 8**). Future growth rates are estimated at a conservative rate of 1.66 percent per year, which reflects the estimated forecast for state population growth.

It is important to note this methodology is highly dependent on the period used to generate the estimate, and this forecast is likely to be more accurate over the near-term and less accurate over the long-term. As a result, alternative methodologies have been used to forecast mid- and long-term growth rates.

Risks to the revenue forecast methodologies include:

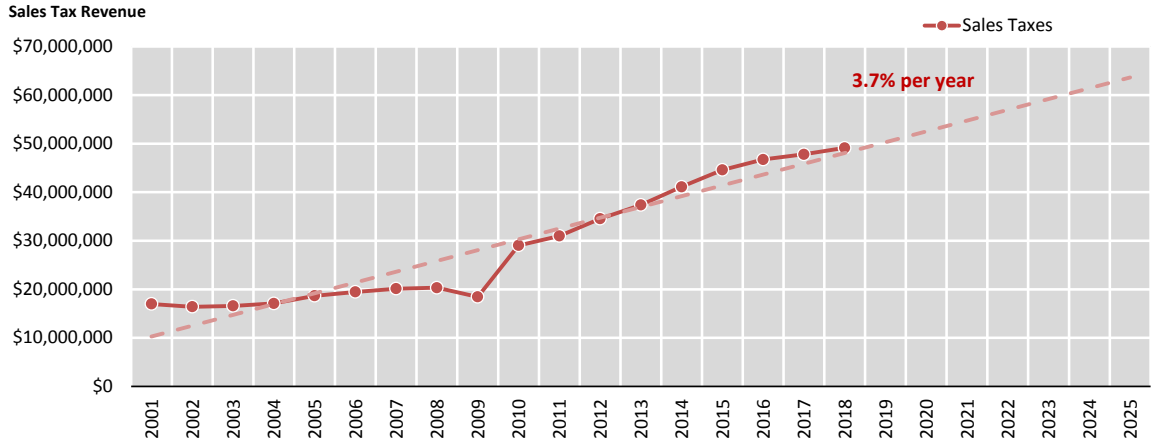
- Changes in household sizes and square footage of residential units
- Potential changes in residential assessment rates due to the Gallagher Amendment
- Changes in consumer behavior and the retail mix in the County that impact sales tax
- A significant economic downturn beyond the normal business cycles.

Figure 6
Adams County Property Tax Collections and Forecast, 2001-2025



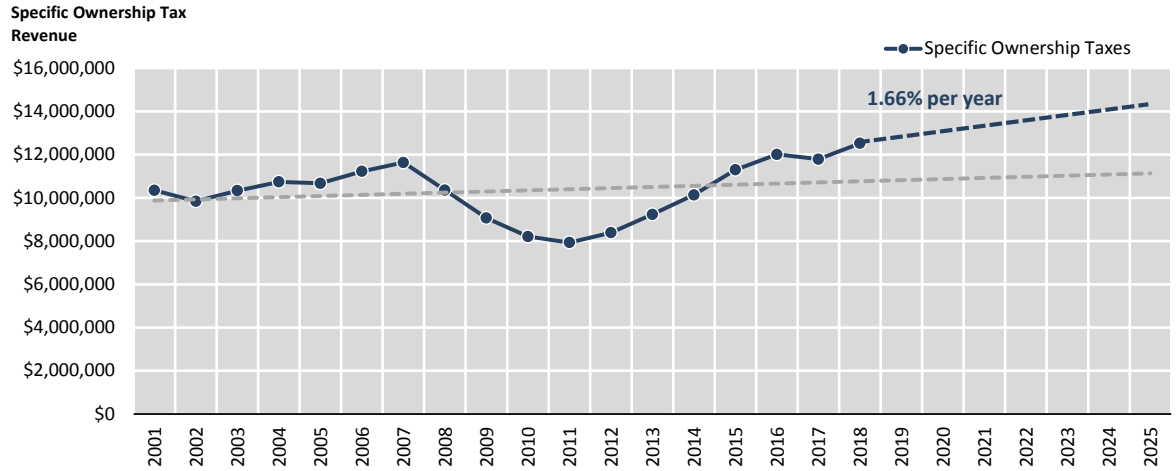
Source: Adams County; Economic & Planning Systems

Figure 7
Adams County Sales Tax Collections and Forecast, 2001-2025



Source: Adams County; Economic & Planning Systems

Figure 8
Adams County Specific Ownership Tax Collections and Forecast, 2001-2025



Source: Adams County; Economic & Planning Systems

DOLA and DRCOG Forecasts

Population and household forecasts developed by DRCOG and DOLA are the primary data sources used to determine appropriate growth rates for the majority of existing County revenue sources. Generally, existing Adams County tax collection data is used to inform near-term (2017 to 2025) growth rates in sales and property tax; Adams County household forecasts inform mid-term (2025 to 2035) and long-term (2035 to 2045) estimates of property tax; Adams County population forecasts inform mid-term and long-term estimates of sales tax; and Colorado population forecasts are used to determine appropriate growth rates in other revenue sources that are more closely tied to regional growth, such as intergovernmental grants and allocations. Forecasts for tax growth, population growth, and household growth by period are summarized in **Table 7**. Annual growth numbers are summarized in **Table 8**. Historically, and for the purposes of this analysis, roughly 20 percent of growth has occurred in unincorporated Adams County and the remaining 80 percent of growth has occurred in incorporated areas.

Table 7
DRCOG and DOLA Population and HH Forecast (Ann. %), 2015-2045

Description	2015-2025	2025-2035	2035-2045
Adams County Data (2001-2016 Data)			
Property Tax Collections	4.19%	N/A	N/A
Sales Tax Collections	3.68%	N/A	N/A
Specific Ownership Tax Collections	N/A	N/A	N/A
DOLA			
Adams County Population	2.10%	1.78%	1.46%
Colorado Population	1.66%	1.37%	1.22%
Adams County Households	2.45%	2.02%	1.74%
Colorado Households	1.95%	1.56%	1.33%
DRCOG			
Adams County Population	1.59%	1.91%	1.75%
Adams County Households	2.35%	2.02%	2.18%

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems

Table 8
DRCOG and DOLA Population and HH Forecast (Ann. #), 2015-2045

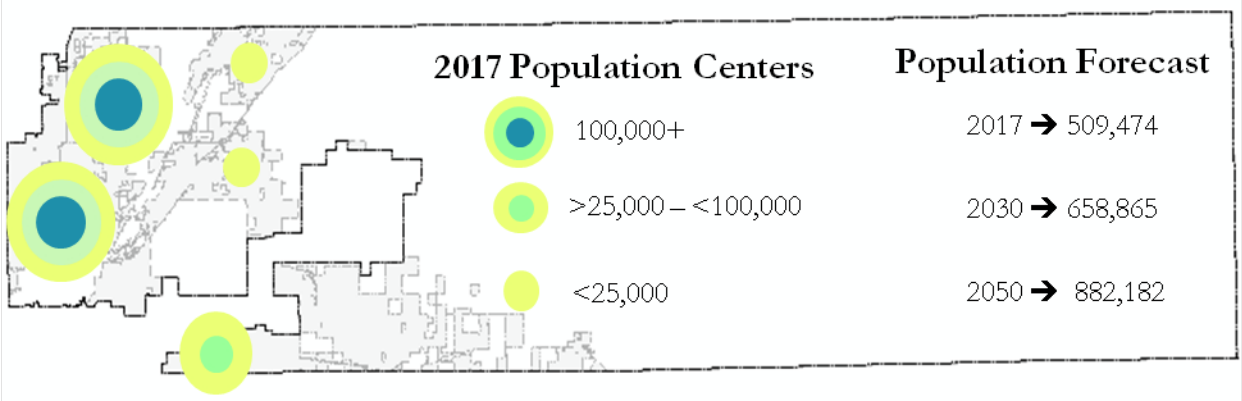
Description	2015-2025	2025-2035	2035-2045
Adams County Data (2001-2016 Data)			
Property Tax Collections	$6,932,980	N/A	N/A
Sales Tax Collections	$1,993,281	N/A	N/A
Specific Ownership Tax Collections	N/A	N/A	N/A
DOLA			
Adams County Population	11,326	11,629	11,196
Colorado Population	97,745	93,599	88,963
Adams County Households	4,765	4,890	4,641
Colorado Households	46,367	44,050	40,506
DRCOG			
Adams County Population	8,399	11,995	10,197
Adams County Households	4,597	4,890	4,743

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems

Adams County Population and Household Forecast

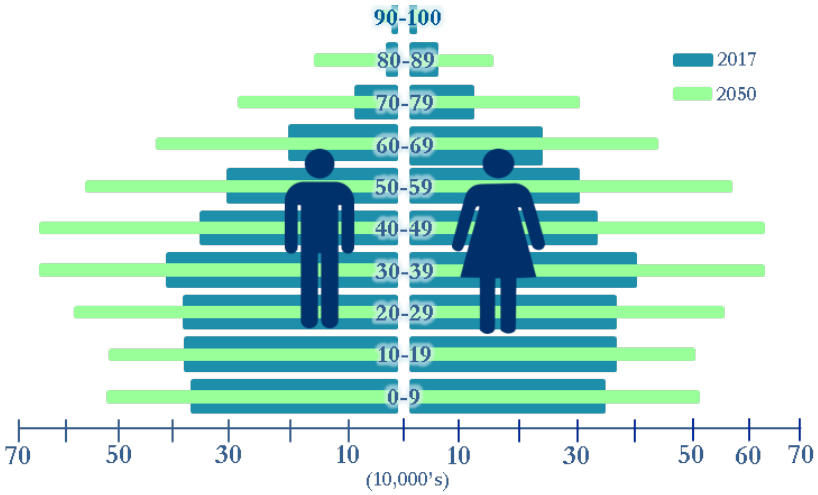
To inform the alternative scenarios tested in this section a number of demographic trends and conditions are summarized. The population of Adams County is estimated to increase from 509,474 in 2017 to 882,182 in 2050, which represents an annual growth rate of roughly 16,000 people per year, as shown in **Figure 9**. The majority of growth is expected to occur in the western and southwestern areas of Adams County, as shown.

Figure 9
Population Forecast, 2017, 2030, and 2050



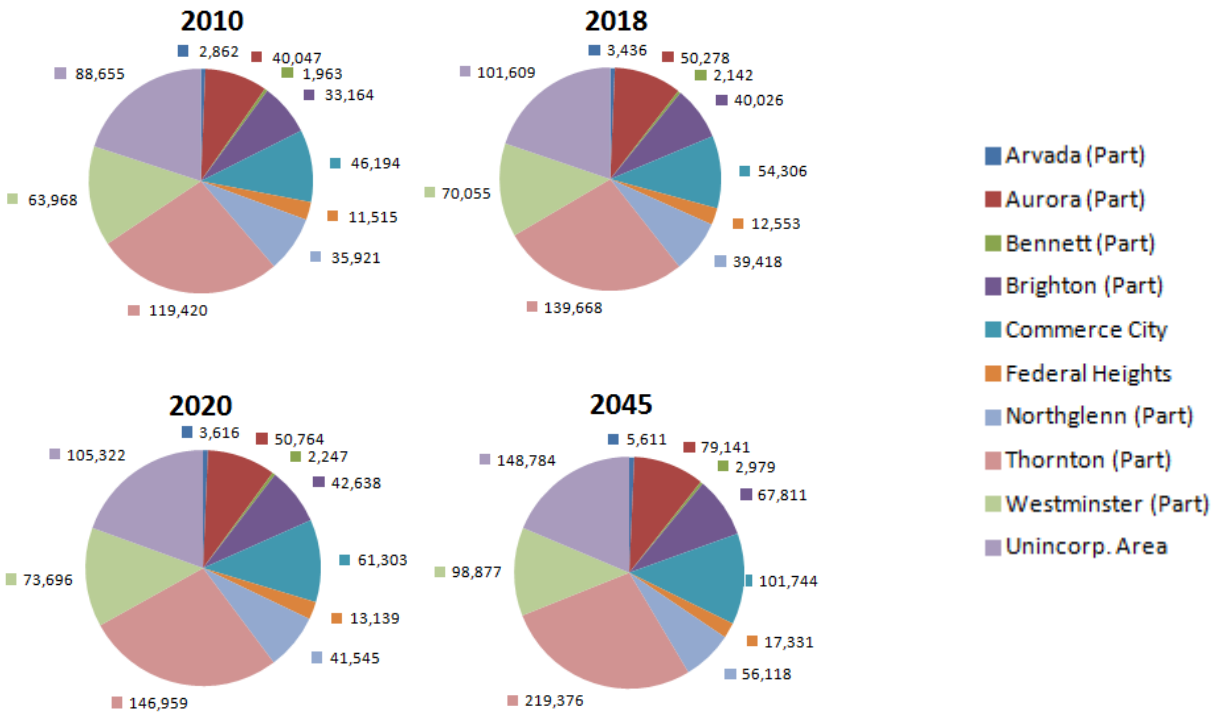
In 2017, the majority of the county's population was under 40. By 2050, there will be about 375,000 more people living in Adams County and the majority of the county's population will be 30 to 50 years old, as shown in **Figure 10**.

Figure 10
Population Composition, 2017 and 2050



Population growth within Adams County is estimated to continue to be concentrated in the largest municipalities, such as Westminster and Thornton as well as in unincorporated areas of the county, as shown in **Figure 11**.

Figure 11
Population by Municipality, 2010-2045



Footnotes:

[1] Lochbuie does not have population data available, thus it has not been represented.

[2] The linear growth rate used was extrapolated from population data collected by the State Demographer's Office.

Revenue Source Forecast

Based on a review of the budget and discussions with Adams County staff, the following forecast methodologies and corresponding growth rates are used as a baseline to determine future revenues by fund.

Table 9
Revenue Forecast by Type, 2015-2045

Description	2015-2025	2025-2035	2035-2045
Property Tax	Historic tax collections (4.19%/yr.)	DOLA Adams County Household Forecast (2.02%/yr.)	DOLA Adams County Household Forecast (1.74%/yr.)
Sales Tax	Historic tax collections (3.68%/yr.)	DOLA Adams County Population Forecast (1.78%/yr.)	DOLA Adams County Population Forecast (1.46%/yr.)
Specific Ownership Tax	DOLA Colorado Population Forecast (1.66%/yr.)	DOLA Colorado Population Forecast (1.37%/yr.)	DOLA Colorado Population Forecast (1.22%/yr.)
Other Taxes	DOLA Colorado Population Forecast (1.66%/yr.)	DOLA Colorado Population Forecast (1.37%/yr.)	DOLA Colorado Population Forecast (1.22%/yr.)
Grants and Allocations	DOLA Colorado Population Forecast (1.66%/yr.)	DOLA Colorado Population Forecast (1.37%/yr.)	DOLA Colorado Population Forecast (1.22%/yr.)

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems

Revenue Forecast by Fund

Total annual revenues by fund are estimated in **Table 11** through **Table 16** on the following pages. Annual revenues are shown for 2017 to 2020, 2025, 2030, 2035, 2040, and 2045. In addition to an estimate of total annual revenue, total revenues that are available to be spent on capital and infrastructure projects are also estimated. These estimates are based on assumptions regarding what proportion of available revenue can be spent on capital and infrastructure projects. This assumption reflects historic County spending patterns and discussions with Adams County staff.

Expenditures

For this analysis, the forecast of revenues (excluding charges for service, fees, etc.) that are not used for capital expenditures is assumed to be allocated to the County's operating activities. While the analysis anticipates growth in revenues, some of that additional capacity will be allocated to those operating related activities. An estimate of revenues available for expenditures not associated with capital or infrastructure costs is included for each fund.

A portion of the revenues that are available for expenditures not directly associated with capital and infrastructure costs will also need to be dedicated to annual depreciation costs. All capital improvements depreciate and require repairs on an annual basis. While this analysis does not directly account for depreciation, it is an important component of ongoing expenditures by fund. It should be noted that the Fiscally Constrained Projects List on page 17 and 18 include significant maintenance projects of depreciable assets.

Depreciation

Table 10 describes the current annual depreciation amounts of the County's fixed assets. This table is intended to demonstrate that when new assets are added there are costs related to maintaining them over time. The more assets added, the more depreciation can be expected. The County would need to have a plan to maintain existing and newly constructed or acquired assets. Depreciation should be a factor when contemplating the funding of future projects.

Table 10
Adams County Annual Depreciation Costs

Description	Amount
General Fund Asset Depreciation*	$14,355,137
Road and Bridge Fund Asset Depreciation	$8,554,935
Open Space Projects Asset Depreciation	$183,677
Conservation Trust Fund Asset Depreciation	$109,147
Fleet Fund Asset Depreciation	$2,948,049
Total Annual Asset Depreciation	**$26,150,944**

[1] assumes that as depreciation expires new assets will be added
*added $1,875,000 in annual depreciation for new Pete Mirelez HSB
Note: land assets do not depreciate
Source: Adams County; Economic & Planning Systems

Adams County Retirement Plan

Adams County contributes to the Adams County Retirement Plan which is a defined benefit pension plan. The plan is a multi-employer plan that includes Rangeview Library District. As reported in the Notes to the Basic Financial Statements section of the County's 2016 CAFR, the County stated that there is a liability of $181,996,405 for its proportionate share of the net pension liability for the Adams County Retirement Plan. This net pension liability was reported with a measurement date of December 31, 2015. The County's proportion of the net pension liability was based on a projection of the County's long-term share of contributions to the pension plan relative to the projected contributions of all participating entities including the Rangeview Library District. These projected contributions were actuarially determined. The County's proportionate share is 96.3 percent of the total liability of the Adams County Retirement Plan.

The Adams County Retirement Plan implemented significant changes to benefits in 2014 for current and future employees. The Plan made these structural changes to help amortize the unfunded liability over 30 years. Additional contributions could accelerate the amortization of unfunded liabilities. In 2017, the Board of County Commissioners allocated a portion of the existing mill levy to help fund the plan expenditures. The mill levy equals approximately $2.0 million or 0.314 mills. If the mill levy allocation continued to 2045 the total would be approximately $56 million. Financial markets and the County's operating environment could also positively or negatively impact the funded status of the plan depending on actual results versus actuarial assumptions. For 2016, the County contributed $9,967,318 or 9 percent of the eligible employees' salaries.

General Fund

- **Property Tax** – The General Fund has a dedicated property tax mill levy of 22.869 mills, which generated $123.6 million in revenue in 2017. Future revenues are estimated based on historical growth rates in property tax and Adams County household growth forecasts developed by DOLA and DRCOG.
- **Capital Project Spending** – Based on historic spending patterns, it is estimated that 6.5 percent of total property tax revenue is dedicated to capital projects and large one-time maintenance projects, which equates to an estimate of roughly $8.0 million in annual spending based on expenditures in 2017. Since 2010, annual spending on capital projects and equipment has ranged from $3.9 million to $13.7 million. For the purposes of this analysis, the proportion of total property tax revenue spent on capital projects is assumed to remain constant.
- **General Fund Balance** – The General Fund had a 2017 fund balance of roughly $111.8 million. The Adams County Budget Office has proposed a modification to the General Fund Balance Policy that would require two months of operating reserve in committed designation, 50 percent of the subsequent year's Capital Improvement Plan in assigned designation, and no change to the Restricted Fund Balance amount. This would result an increase in the unassigned fund balance that are available to be spent on various projects or County efforts. Estimates provided by the Budget Office indicate that with these proposed changes to the unassigned fund balance would increase to $71.7 million. This analysis assumes that this balance could be spent over a 15-year period at rate of $4.78 million per year. The rate of spending and the amount dedicated to capital or other projects and needs are at the discretion of the County and warrant additional discussion.
- **Intergovernmental Grants and Allocations** – Intergovernmental grants and allocations (transfers) are assumed to be $0 in the General Fund for the forecast period. Any grants received would lessen the need to use general revenues such as property tax.

Table 11
General Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
GENERAL FUND												
Capital Project Revenue												
Property Tax												
Property Tax	22.8690	*mill levy*		$122,947,841	$128,100,093	$133,468,255	$139,061,376	$170,745,480	$188,658,209	$208,450,142	$227,213,259	$247,665,291
County Portion	100.00%	*portion of dedicated tax that county will receive*		$122,947,841	$128,100,093	$133,468,255	$139,061,376	$170,745,480	$188,658,209	$208,450,142	$227,213,259	$247,665,291
Subtotal: Property Tax				**$122,947,841**	**$128,100,093**	**$133,468,255**	**$139,061,376**	**$170,745,480**	**$188,658,209**	**$208,450,142**	**$227,213,259**	**$247,665,291**
Sales Tax												
Sales Tax	N/A	*dedicated sales tax rate*		$0	$0	$0	$0	$0	$0	$0	$0	$0
County Portion	N/A	*portion of dedicated tax that county will receive*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Sales Tax				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Other Revenue Sources												
Specific Ownership Tax	N/A	*% of total*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Taxes	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Finance Sources	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Intergovernmental Transfers	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Other Revenue Sources				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Total Revenue				**$122,947,841**	**$128,100,093**	**$133,468,255**	**$139,061,376**	**$170,745,480**	**$188,658,209**	**$208,450,142**	**$227,213,259**	**$247,665,291**
Revenue Available for Capital Projects	6.5%	*% of relevant revenue dedicated to capital spending*		**$7,991,610**	**$8,326,506**	**$8,675,437**	**$9,038,989**	**$11,098,456**	**$12,262,784**	**$13,549,259**	**$14,768,862**	**$16,098,244**
Fund Balance												
Unassigned Fund Balance	$71,700,000			$71,700,000	$66,920,000	$62,140,000	$57,360,000	$33,460,000	$9,560,000	$0	$0	$0
Annual Spending	15.0 years			$4,780,000	$4,780,000	$4,780,000	$4,780,000	$4,780,000	$4,780,000	$0	$0	$0
Revenue Available for Capital Projects	100.0%	*% of relevant revenue dedicated to capital spending*		**$4,780,000**	**$4,780,000**	**$4,780,000**	**$4,780,000**	**$4,780,000**	**$4,780,000**	**$0**	**$0**	**$0**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: GENERAL FUND				$12,771,610	$13,106,506	$13,455,437	$13,818,989	$15,878,456	$17,042,784	$13,549,259	$14,768,862	$16,098,244
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: GENERAL FUND				$110,176,231	$114,993,587	$120,012,819	$125,242,386	$154,867,024	$171,615,425	$194,900,883	$212,444,398	$231,567,047

Conservation Trust Fund

- **Intergovernmental Transfers** – The primary revenue source for the Conservation Trust Fund is intergovernmental transfers associated with lottery funds (GOCO). Future revenues are estimated based on Colorado population growth rates (DOLA).
- **Capital Project Spending** – Prior expenditures associated with capital projects indicate that spending ranges from between $250,000 and $550,000 per year and averaged approximately $402,000 per year. For the purposes of this analysis, approximately 40 percent of intergovernmental transfers are estimated to be dedicated to costs related to capital projects. Based on the historic fluctuations in revenue and spending this amount may be higher or lower on an annual basis.
- **Fund Balance** – The Conservation Trust Fund had approximately $1.7 million in existing fund balance at the end of 2016. The fund balance may also be used to fund one-time capital projects.

Table 12
Conservation Trust Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
CONSERVATION TRUST FUND												
Capital Project Revenue												
Property Tax												
Property Tax	N/A	*mill levy*		$0	$0	$0	$0	$0	$0	$0	$0	$0
County Portion	N/A	*portion of dedicated tax that county will receive*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Property Tax				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Sales Tax												
Sales Tax	N/A	*dedicated sales tax rate*		$0	$0	$0	$0	$0	$0	$0	$0	$0
County Portion	N/A	*portion of dedicated tax that county will receive*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Sales Tax				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Other Revenue Sources												
Specific Ownership Tax	N/A	*% of total*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Taxes	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Finance Sources	$0	*staff recommendation going forward*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Intergovernmental Grants and Allocations	$803,149	*2016 amount*		$816,492	$830,058	$843,849	$857,869	$931,541	$996,999	$1,067,057	$1,133,645	$1,204,388
Subtotal: Other Revenue Sources				**$816,492**	**$830,058**	**$843,849**	**$857,869**	**$931,541**	**$996,999**	**$1,067,057**	**$1,133,645**	**$1,204,388**
Total Revenue				**$816,492**	**$830,058**	**$843,849**	**$857,869**	**$931,541**	**$996,999**	**$1,067,057**	**$1,133,645**	**$1,204,388**
Revenue Available for Capital Projects	40.0%	*% of relevant revenue dedicated to capital spending*		**$326,597**	**$332,023**	**$337,539**	**$343,147**	**$372,616**	**$398,800**	**$426,823**	**$453,458**	**$481,755**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: CONSERVATION TRUST FUND				**$326,597**	**$332,023**	**$337,539**	**$343,147**	**$372,616**	**$398,800**	**$426,823**	**$453,458**	**$481,755**
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: CONSERVATION TRUST FUND				**$489,895**	**$498,035**	**$506,309**	**$514,721**	**$558,924**	**$598,199**	**$640,234**	**$680,187**	**$722,633**

Open Space Sales Tax Fund

- **Sales Tax** – The Open Space Sales Tax Fund is funded through a dedicated sales tax (0.25 percent). Fund revenues are then transferred to municipalities and the County's Open Space Projects Fund (30 percent of total) as well as project specific grants (70 percent of total). As a result, this fund is treated simply as a pass through fund and does not have any direct costs related to capital projects. The dedicated Open Space sales tax is scheduled to expire at the end of 2026 and will require voter approval in order to be renewed (sales tax revenues that will require future voter approval are shown in red). Dedicated Open Space sales tax is estimated at $22.8 million in 2027.
- **Capital Project Spending –** Funds are transferred to the Open Space Projects Fund.

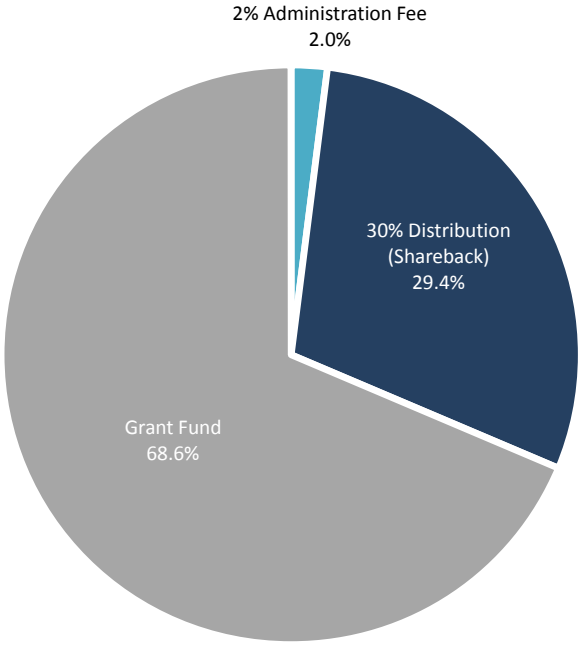
Table 13
Open Space Sales Tax Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
OPEN SPACE SALES TAX FUND												
Capital Project Revenue												
Property Tax												
Property Tax	N/A	*mill levy*		$0	$0	$0	$0	$0	$0	$0	$0	$0
County Portion	N/A	*portion of dedicated tax that county will receive*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Property Tax				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Sales Tax												
Sales Tax	0.25%	*dedicated sales tax rate*		$16,150,519	$16,744,170	$17,359,641	$17,997,737	$21,557,758	$23,541,451	$25,707,678	$27,633,365	$29,703,299
County Portion	100.00%	*pass through to Open Space Projects Fund*		$16,150,519	$16,744,170	$17,359,641	$17,997,737	$21,557,758	$23,541,451	$25,707,678	$27,633,365	$29,703,299
Subtotal: Sales Tax				**$16,150,519**	**$16,744,170**	**$17,359,641**	**$17,997,737**	**$21,557,758**	**$23,541,451**	**$25,707,678**	**$27,633,365**	**$29,703,299**
Other Revenue Sources												
Specific Ownership Tax	N/A	*% of total*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Taxes	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Finance Sources	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Intergovernmental Grants and Allocations	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Other Revenue Sources				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Total Revenue				**$16,150,519**	**$16,744,170**	**$17,359,641**	**$17,997,737**	**$21,557,758**	**$23,541,451**	**$25,707,678**	**$27,633,365**	**$29,703,299**
Revenue Available for Capital Projects	N/A	*% of relevant revenue dedicated to capital spending*		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: OPEN SPACE TAX FUND				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: OPEN SPACE TAX FUND				**$16,150,519**	**$16,744,170**	**$17,359,641**	**$17,997,737**	**$21,557,758**	**$23,541,451**	**$25,707,678**	**$27,633,365**	**$29,703,299**

Open Space Projects Fund

- **Sales Tax** – The Open Space Projects Fund receives transfers from the Open Space Sales Tax Fund and other sources. The Open Space Projects Fund has two primary revenue sources that include the County's portion of the dedicated sales tax and grants that are awarded to County-specific projects. Total sales tax revenues distributed by the Open Space Sales Tax Fund are distributed based on a 30/70 split. Thirty percent of revenues are distributed to the County and municipalities which are then distributed based on the point of sale, as shown in **Figure 12**. Historically, Adams County has received roughly 20 percent of these revenues. The remaining 70 percent of sales tax revenues are awarded in project-specific grants. This model assumes that Adams County receives roughly 20 percent. These distributions are used to determine future revenues in the Open Space Projects Fund.
- **Capital Project Spending** – Historically, the Open Space Projects Fund has very few other expenditures outside of capital projects. This analysis assumes that 100 percent of available revenues are used to fund capital and infrastructure projects, which equates to roughly $3.2 million in annual spending.

Figure 12
Average Open Space Sales Tax Distribution, 2006-2016



Source: Adams County; Economic & Planning Systems

Table 14
Open Space Projects Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
OPEN SPACE PROJECTS FUND												
Capital Project Revenue												
Other Finance Sources												
County Portion of Other Finance Sources	20%	*County keeps 20% of the 30% distribution*		$969,031	$1,004,650	$1,041,578	$1,079,864	$1,293,465	$1,412,487	$1,542,461	$1,658,002	$1,782,198
Subtotal: Other Finance Sources				**$969,031**	**$1,004,650**	**$1,041,578**	**$1,079,864**	**$1,293,465**	**$1,412,487**	**$1,542,461**	**$1,658,002**	**$1,782,198**
Total Revenue				**$969,031**	**$1,004,650**	**$1,041,578**	**$1,079,864**	**$1,293,465**	**$1,412,487**	**$1,542,461**	**$1,658,002**	**$1,782,198**
Revenue Available for Capital Projects	100.0%	*% of relevant revenue dedicated to capital spending*		**$969,031**	**$1,004,650**	**$1,041,578**	**$1,079,864**	**$1,293,465**	**$1,412,487**	**$1,542,461**	**$1,658,002**	**$1,782,198**
Intergovernmental Transfers												
County Portion of Grants	20%	*County keeps 20% of the 70% set aside for Grants*		$2,261,073	$2,344,184	$2,430,350	$2,519,683	$3,018,086	$3,295,803	$3,599,075	$3,868,671	$4,158,462
Subtotal: Government Services				**$2,261,073**	**$2,344,184**	**$2,430,350**	**$2,519,683**	**$3,018,086**	**$3,295,803**	**$3,599,075**	**$3,868,671**	**$4,158,462**
Total Revenue				**$2,261,073**	**$2,344,184**	**$2,430,350**	**$2,519,683**	**$3,018,086**	**$3,295,803**	**$3,599,075**	**$3,868,671**	**$4,158,462**
Revenue Available for Capital Projects	100.0%	*% of relevant revenue dedicated to capital spending*		**$2,261,073**	**$2,344,184**	**$2,430,350**	**$2,519,683**	**$3,018,086**	**$3,295,803**	**$3,599,075**	**$3,868,671**	**$4,158,462**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: OPEN SPACE PROJECTS FUND				**$3,230,104**	**$3,348,834**	**$3,471,928**	**$3,599,547**	**$4,311,552**	**$4,708,290**	**$5,141,536**	**$5,526,673**	**$5,940,660**
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: OPEN SPACE PROJECTS FUND				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**

Road & Bridge Fund

- **Property Tax** – The Road & Bridge Fund has a dedicated mill levy of 1.300. Approximately one-third of the dedicated property tax revenue is transferred to municipalities in the county and two-thirds remains within the Road & Bridge Fund. Future property tax revenues are estimated based on historical growth rates in property tax and Adams County household growth forecasts developed by DOLA and DRCOG.
- **Sales Tax** – In addition to a dedicated mill levy, the Road & Bridge Fund has a 0.20 percent dedicated sales tax. Similar to the Open Space Sales Tax Fund, the County receives roughly 20 percent of the dedicated Road & Bridge sales tax and the remainder is distributed to municipalities. Future sales tax revenues are estimated based on historical growth rates in sales tax and Adams County population growth forecasts developed by DOLA and DRCOG. It is important to note that the dedicated Road & Bridge sales tax is set to expire in 2028 and will require voter approval in order to continue past that date (sales tax revenues that will require future voter approval are shown in red).
- **Other Taxes (Specific Ownership Taxes)** – Specific Ownership Taxes is an ad valorem tax that is levied in addition to sales taxes on a motor vehicle and is paid annually when a vehicle is registered. Total taxes are based on the number of vehicles registered annually, the manufacturer's suggested retail price (MSRP), and the age of each vehicle. For the purposes of this analysis, future Specific Ownership taxes are estimated based on DOLA's estimate of the rate of population growth in Colorado.
- **Intergovernmental Transfers** – Intergovernmental Transfers are comprised of two primary sources that include local revenues (roughly $3.0 million per year) and Highway User Tax Fund (HUTF) revenue ($8.4 million). The single largest source of HUTF revenue is the motor fuel tax, which is currently 22 cents per gallon. This revenue is then redistributed to Colorado counties and municipalities based on a complex redistribution formula. For the purposes of this analysis, future revenues are estimated based on DOLA population forecasts for Colorado.
- **Capital Project Spending** – Capital project spending in prior years has ranged from $2.7 million in 2014 to $23.6 million in 2017. For the purposes of this analysis, 2017 was excluded from the estimate of future spending levels due to the fact that it is significantly higher than the 2014, 2015, and 2016 amounts. Between 2014 and 2016 spending on capital projects averaged $4.5 million. The average capital project spending between 2014 and 2016 translates to roughly 11.1 percent of estimated revenues. For the purposes of this analysis, the proportion of estimated revenue spent on capital projects is assumed to remain constant.
- **Fund Balance** – The Road & Bridge Fund is anticipated to have roughly $25 million in available fund balance by the end of 2017. This balance may be used to fund one-time capital and infrastructure projects. If this amount was spent over the next five years, the County could spend roughly $5 million on capital and infrastructure projects on an annual basis. Over a 10 year period, the existing fund balance would equate to roughly $2.5 million in annual spending.

Table 15
Road & Bridge Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
ROAD & BRIDGE FUND												
Capital Project Revenue												
Property Tax												
Property Tax	1.3000	*mill levy*		$6,989,033	$7,281,915	$7,587,071	$7,905,015	$9,706,114	$10,724,372	$11,849,455	$12,916,054	$14,078,660
County Portion	66.67%	*1/3 of property tax is dist. to cities and 2/3 is*		$4,659,355	$4,854,610	$5,058,047	$5,270,010	$6,470,743	$7,149,582	$7,899,637	$8,610,703	$9,385,773
Subtotal: Property Tax		*kept by the County.*		**$4,659,355**	**$4,854,610**	**$5,058,047**	**$5,270,010**	**$6,470,743**	**$7,149,582**	**$7,899,637**	**$8,610,703**	**$9,385,773**
Sales Tax												
Sales Tax	0.20%	*dedicated sales tax rate*		$12,920,415	$13,395,336	$13,887,713	$14,398,189	$17,246,206	$18,833,161	$20,566,143	$22,106,692	$23,762,639
County Portion	20.00%			$2,584,083	$2,679,067	$2,777,543	$2,879,638	$3,449,241	$3,766,632	$4,113,229	$4,421,338	$4,752,528
Subtotal: Sales Tax				**$2,584,083**	**$2,679,067**	**$2,777,543**	**$2,879,638**	**$3,449,241**	**$3,766,632**	**$4,113,229**	**$4,421,338**	**$4,752,528**
Other Revenue Sources												
Specific Ownership Tax	$12,007,529	*2016 amount*		$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Finance Sources	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Intergovernmental Transfers	$11,546,058	*2016 amount*		$11,737,888	$11,932,905	$12,131,162	$12,332,713	$13,391,824	$14,332,851	$15,340,003	$16,297,272	$17,314,277
Subtotal: Other Revenue Sources				**$23,944,914**	**$24,342,742**	**$24,747,180**	**$25,158,338**	**$27,318,890**	**$29,238,556**	**$31,293,113**	**$33,245,910**	**$35,320,568**
Total Revenue				**$31,188,352**	**$31,876,420**	**$32,582,770**	**$33,307,986**	**$37,238,874**	**$40,154,769**	**$43,305,978**	**$46,277,951**	**$49,458,869**
Revenue Available for Capital Projects	11.1%	*% of relevant revenue dedicated to capital spending*		**$3,475,691**	**$3,552,371**	**$3,631,088**	**$3,711,907**	**$4,149,973**	**$4,474,926**	**$4,826,103**	**$5,157,306**	**$5,511,793**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: ROAD & BRIDGE FUND				**$3,475,691**	**$3,552,371**	**$3,631,088**	**$3,711,907**	**$4,149,973**	**$4,474,926**	**$4,826,103**	**$5,157,306**	**$5,511,793**
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: ROAD & BRIDGE				**$27,712,661**	**$28,324,049**	**$28,951,683**	**$29,596,079**	**$33,088,901**	**$35,679,843**	**$38,479,875**	**$41,120,645**	**$43,947,076**

Capital Facilities Fund

- **Sales Tax** – The primary revenue source for the Capital Facilities Fund is a 0.30 percent dedicated sales tax, which generated approximately $19.4 million in revenue in 2017. Future sales tax revenues are estimated based on historical growth rates in sales tax and Adams County population growth forecasts developed by DOLA and DRCOG. Dedicated sales tax revenues are currently set to expire in 2028 (sales tax revenues that will require future voter approval are shown in red).
- **Capital Project Spending** – Capital project spending in the Capital Facilities Fund has ranged from $3.5 million to $46.7 million (excluding 2017 estimates). For the purposes of this analysis, 25 percent of the dedicated sales tax revenue is estimated to be spent on capital projects (roughly 75 percent of revenue is dedicated COP payments).
- **Financing, COP, and Debt Service Availability** – Adams County currently has roughly $15.2 million in annual COP payment obligations. These obligations are expected to expire in 2018, 2023, 2030, and 2045. As a result, there may be additional capacity that can be dedicated to specific projects. Excess sales tax revenue can also be reserved to fund future COP payments in the event that the sales tax expires in 2028 and is not renewed. This analysis provides a summary of annual COP obligations and anticipated debt retirements. However, at this time no assumptions have been made regarding how additional capacity may be spent in the future.

It is important to note that the Capital Facilities sales tax is currently set to expire on December 31, 2028. In the event that the dedicated sales tax is allowed to expire, there are additional revenue sources that could be used to fund existing COP payments, such as transfers from the General Fund.

In order to prepare for the potential expiration of the dedicated sales tax, the County may choose to reserve excess sales tax revenues between 2017 and 2028 for future COP payments. Annual excess sales tax revenues between 2017 and 2028 are estimated at $106.1 million (not including interest earnings). Remaining COP payments after 2028 are estimated at $139.9 million. Applying the estimated sales tax reserves to the estimated remaining COP results in a net balance of $33.8 million, which equates to an annual payment of $2.1 million. In the event that the dedicated sales tax is allowed to expire, the County would have the ability to fund this amount through transfers from the General Fund, but that would reduce funds available for other capital programs.

Table 16
Capital Facilities Fund Revenue Forecast, 2017-2045

Description	2015-2025	2026-2035	2036-2045	2017	2018	2019	2020	2025	2030	2035	2040	2045
Property Tax	4.19%	2.02%	1.74%	$145,452,526	$151,547,860	$157,898,624	$164,515,524	$201,999,168	$223,190,688	$246,605,387	$268,802,953	$292,998,577
Sales Tax	3.68%	1.78%	1.46%	$48,451,556	$50,232,509	$52,078,924	$53,993,210	$64,673,273	$70,624,352	$77,123,035	$82,900,095	$89,109,897
Specific Ownership Tax	1.66%	1.37%	1.22%	$12,207,026	$12,409,837	$12,616,018	$12,825,625	$13,927,066	$14,905,704	$15,953,110	$16,948,638	$18,006,291
Other Taxes	1.66%	1.37%	1.22%	*See specific fund*								
Other Finance Sources	1.66%	1.37%	1.22%	*See specific fund*								
Intergovernmental Transfers	1.66%	1.37%	1.22%	*See specific fund*								
CAPITAL FACILITIES FUND												
Capital Project Revenue												
Property Tax												
Property Tax	N/A	*mill levy*		$0	$0	$0	$0	$0	$0	$0	$0	$0
County Portion	N/A	*portion of dedicated tax that county will receive*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Property Tax				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Sales Tax												
Sales Tax	0.30%	*dedicated sales tax rate*		$19,380,622	$20,093,003	$20,831,570	$21,597,284	$25,869,309	$28,249,741	$30,849,214	$33,160,038	$35,643,959
County Portion	100.00%	*% of total*		$19,380,622	$20,093,003	$20,831,570	$21,597,284	$25,869,309	$28,249,741	$30,849,214	$33,160,038	$35,643,959
Subtotal: Sales Tax				**$19,380,622**	**$20,093,003**	**$20,831,570**	**$21,597,284**	**$25,869,309**	**$28,249,741**	**$30,849,214**	**$33,160,038**	**$35,643,959**
Other Revenue Sources												
Specific Ownership Tax	N/A	*% of total*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Taxes	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Other Finance Sources	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Intergovernmental Transfers	N/A	*2016 amount*		$0	$0	$0	$0	$0	$0	$0	$0	$0
Subtotal: Other Revenue Sources				**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Total Revenue				**$19,380,622**	**$20,093,003**	**$20,831,570**	**$21,597,284**	**$25,869,309**	**$28,249,741**	**$30,849,214**	**$33,160,038**	**$35,643,959**
Revenue Available for Capital Projects	*Total revenue less debt service*			**$4,217,687**	**$4,930,716**	**$5,664,866**	**$6,429,660**	**$11,769,377**	**$20,289,115**	**$24,047,614**	**$26,359,038**	**$28,842,359**
Debt Payments												
Series 2008				$4,278,731	$4,277,190	$0	$0	$0	$0	$0	$0	$0
Series 2010				$1,163,464	$1,165,904	$1,167,072	$1,166,968	$1,166,732	$1,162,276	$0	$0	$0
Series 2014				$1,068,141	$1,068,993	$1,069,432	$1,069,456	$0	$0	$0	$0	$0
Series 2015				$8,652,600	$8,650,200	$12,930,200	$12,931,200	$12,933,200	$6,798,350	$6,801,600	$6,801,000	$6,801,600
Total				**$15,162,935**	**$15,162,287**	**$15,166,704**	**$15,167,624**	**$14,099,932**	**$7,960,626**	**$6,801,600**	**$6,801,000**	**$6,801,600**
% of Total Revenue				*78%*	*75%*	*73%*	*70%*	*55%*	*28%*	*22%*	*21%*	*19%*
Revenue Available for Capital Projects	N/A	*% of relevant revenue dedicated to capital spending*		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
TOTAL REVENUE AVAILABLE FOR CAPITAL PROJECTS: CAPITAL FACILITIES FUND				**$4,217,687**	**$4,930,716**	**$5,664,866**	**$6,429,660**	**$11,769,377**	**$20,289,115**	**$24,047,614**	**$26,359,038**	**$28,842,359**
TOTAL REVENUE AVAILABLE FOR O&M OTHER EXPENDITURES: CAPITAL FACILITIES FUND				**$15,162,935**	**$15,162,287**	**$15,166,704**	**$15,167,624**	**$14,099,932**	**$7,960,626**	**$6,801,600**	**$6,801,000**	**$6,801,600**

Summary of Revenue Available for Capital Projects

A summary of the revenues that are available to be dedicated to capital projects is provided below in **Table 17**. Total revenues available to be dedicated to capital projects are estimated at $25.3 million in 2018 and are estimated to increase to $56.9 million in 2045. The largest increase in available revenues is in the Capital Facilities Fund, which is a result of a decrease in the debt service obligations in that fund. It is, however, possible and even likely that the County may decide issue additional debt between 2018 and 2045 and thus reduce the total amount of revenues available to be dedicated to capital projects.

Table 17
Revenue Available for Capital Projects Summary, 2018 and 2045

	2018		2045	
Description	Amount	% of Total	Amount	% of Total
General Fund	$13,106,506	51.8%	$16,098,244	28.3%
Conservation Trust Fund	$332,023	1.3%	$481,755	0.8%
Open Space Projects Fund	$3,378,834	13.4%	$5,940,660	10.4%
Road & Bridge Fund	$3,552,371	14.0%	$5,511,793	9.7%
Capital Facilities Fund	$4,930,716	19.5%	$28,842,359	50.7%
Total	**$25,300,450**	**100.0%**	**$56,874,811**	**100.0%**

Source: Adams County; Economic & Planning Systems

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Future Revenue Forecast Scenarios

This section of the *Local Financing Study* presents a number of alternative revenue forecast scenarios. The analysis compares alternative revenue forecasts to baseline conditions summarized in the previous section. The purpose is to identify threats and opportunities that have the potential to impact the amount of revenue available to fund capital and infrastructure projects. The following alternative revenue scenarios are evaluated in greater detail in this section:

- Baseline Forecast
- Conservative Growth Rate Forecast
- General Fund Personnel Expenditure Forecast
- Dedicated Sales Tax Sunset

Baseline Forecast

The Baseline Forecast reflects recent trends in property tax and sales tax growth as well as population and household forecasts produced by DOLA and DRCOG. These trends and forecasts are used to develop revenue forecasts for the six primary funds evaluated in this analysis along with estimates of revenue that may be dedicated to capital projects for each fund. The six funds evaluated in this analysis include the following:

- General Fund
- Conservation Trust Fund
- Open Space Sales Tax Fund
- Open Space Projects Fund
- Road & Bridge Fund
- Capital Facilities Fund

A comprehensive summary of this methodology is provided in the previous section of this report. Annual growth rates for the County's major revenue sources are summarized in **Table 18**.

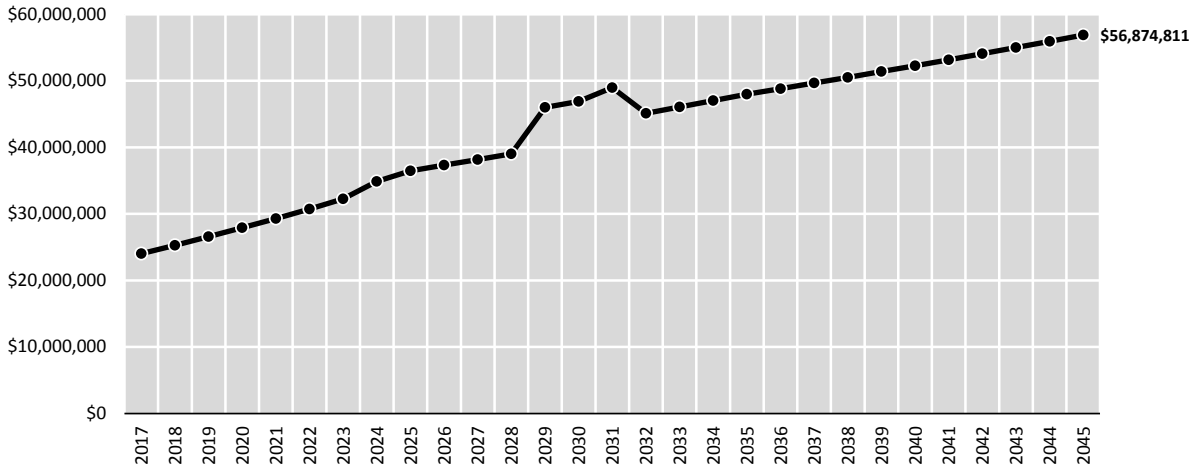
Table 18
Baseline Revenue Forecast by Type, 2015-2045

Description	Baseline		
	2015-2025	2026-2035	2036-2045
Property Tax	4.19%	2.02%	1.74%
Sales Tax	3.68%	1.78%	1.46%
Specific Ownership Tax	1.66%	1.37%	1.22%
Other Taxes	1.66%	1.37%	1.22%
Other Finance Sources	1.66%	1.37%	1.22%
Intergovernmental Transfers	1.66%	1.37%	1.22%

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems
\\EPSDC02\Proj\173025-Adams County Local Financing Study\Models\[173025-AdCo Fund and Revenue Summary-08-29-2017.xlsm]Sheet2

These growth rate estimates are used to forecast the total annual revenue for each of the six primary funds evaluated in this analysis. Based on historic spending on capital and infrastructure projects by fund, the total annual revenue available to be spent on capital and infrastructure projects is forecast between 2017 and 2045, as shown in **Figure 13**.

Figure 13
Revenue Available for Capital/Infrastructure Projects, 2017-2045



Source: Adams County; Economic & Planning Systems

Total annual revenues available to fund capital and infrastructure projects are not only influenced by annual growth rate estimates but also by existing COP payments that have varying expiration dates. In addition, this analysis assumes that the existing General Fund unassigned fund balance of $71.7 million identified as available to be spent down is allocated in 15 equal increments between 2017 and 2031. The spending down of fund balance would also reduce the revenue earnings potential derived from invested idle funds.

The significant increase in revenues seen in 2029 is a result of a decrease in the estimated COP payments on the Series 2015 COPs funded by the Capital Facilities Fund. Series 2015 COP are estimated at $12.9 million between 2019 and 2028 but are estimated to decrease to approximately $6.8 million between 2029 and 2045. In other words, the increase in revenues available to fund capital and infrastructure projects is not a result of additional revenue but rather a decrease in the annual operating expenditures of the County (i.e., a decrease in annual COP commitments). This is analogous to a household with a fixed income stream and an annual mortgage payment that decreases. In this example, the decrease in the annual mortgage payment reduces the household's annual expenditures and frees up income that can be saved or dedicated to other household costs, such as replacing a broken washing machine or repairing an old roof.

The decrease in available revenues shown in 2032 is attributed to the exhaustion of the unassigned fund balance if used. The current unassigned fund balance is estimated at $71.7 million and, for the purposes of this analysis, is estimated to be spent in even increments over a 15 year period. As a result, available revenues in the current unassigned fund balance are estimated to drop to zero by 2032.

Total revenue available to fund capital and infrastructure projects is estimated at $24.0 million in 2017 and is estimated to grow to $56.9 million by 2045. In total, revenue collected between 2017 and 2045 is estimated at $1.2 billion.

Conservative Growth Rate Forecast

The growth rates applied in the Baseline Forecast reflect historic trends in revenue collection as well as published population and household forecast. These estimates reflect the most likely future conditions based on past trends and conditions. However, it is impossible to anticipate exact conditions in the future, especially in a long-term forecast such as this. As a result, a Conservative Growth Forecast was developed in order to illustrate the impact of more conservative growth rates on future revenues.

For the purposes of this analysis, growth rates estimated by DRCOG and DOLA for the 2035 to 2045 period are applied to the 2017 to 2025 period and the 2025 to 2035 period. Growth rates during this period are generally lower due to an anticipated long-term tapering in the annual rate of growth that is generally applied to long-term forecasts. These growth rates assume these declines in annual growth occur sooner.

Annual growth rate estimates for property tax collections are reduced to 1.74 percent from 4.19 percent between 2017 and 2025 and 2.02 percent between 2026 and 2035, as shown in **Table 19**. Annual growth rate estimates for sales tax collections are reduced to 1.46 percent from 3.68 percent between 2017 and 2025 and 1.78 percent between 2036 and 2045. Annual growth estimates for other taxes collected by Adams County are reduced to 1.66 percent from 1.37 percent between 2026 and 2035 and 1.22 percent between 2036 and 2045.

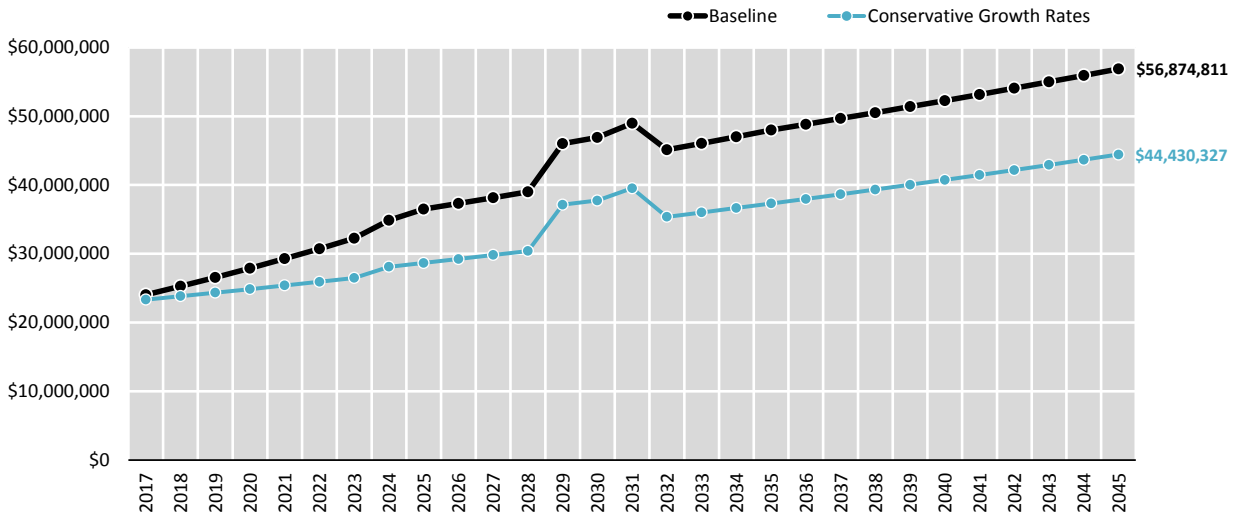
Table 19
Conservative Growth Revenue Forecast by Type, 2015-2045

Description	Conservative Growth Rates		
	2015-2025	2026-2035	2036-2045
Property Tax	1.74%	1.74%	1.74%
Sales Tax	1.46%	1.46%	1.46%
Specific Ownership Tax	1.22%	1.22%	1.22%
Other Taxes	1.22%	1.22%	1.22%
Other Finance Sources	1.22%	1.22%	1.22%
Intergovernmental Transfers	1.22%	1.22%	1.22%

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems

Between 2017 and 2045, these more conservative forecasts result in a total of $991.4 million in total tax collections available to be dedicated to capital and infrastructure projects, a difference of $246.2 million compared to the Baseline Forecast. Between 2017 and 2045, annual average tax collections decrease from $42.7 million in the Baseline Scenario to $34.2 million in the Conservative Forecast, as shown in **Figure 14**.

Figure 14
Available Capital Project Revenue Sensitivity: Conservative Growth Rates



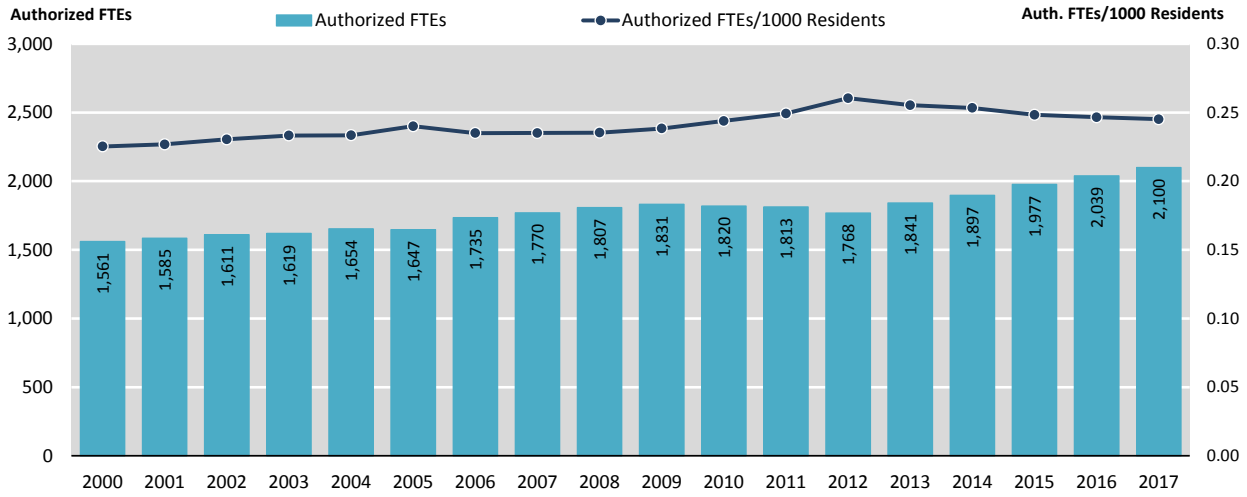
Source: Adams County; Economic & Planning Systems

General Fund Personnel Expenditure Forecast

Approximately 50 to 60 percent of total General Fund revenues are dedicated to personnel expenditures, such as salaries, benefits, and other personnel related costs. As a result, the total amount of General Fund revenue that is available to be dedicated to capital projects is highly dependent on the amount of revenues that the County must dedicate to personnel expenditures in a given year.

Generally, the growth in personnel expenditures are closely correlated to growth to total Adams County population. Between 2000 and 2017, there was an average of 0.24 full time employees (FTE) for every 1,000 Adams County residents. While this ratio has increased from 0.23 in 2000 to 0.25 in 2017, the relationship has remained relatively consistent. Based on these trends, it is unlikely that this ratio will significantly change over the long-term, as shown in **Figure 15**. However, in order to better understand potential impacts associated with changing personnel expenditures, this analysis includes two forecasts that reflect an increase and decrease in personnel expenditures.

Figure 15
Adams County Population and FTE, 2000-2017



Source: Adams County; Economic & Planning Systems

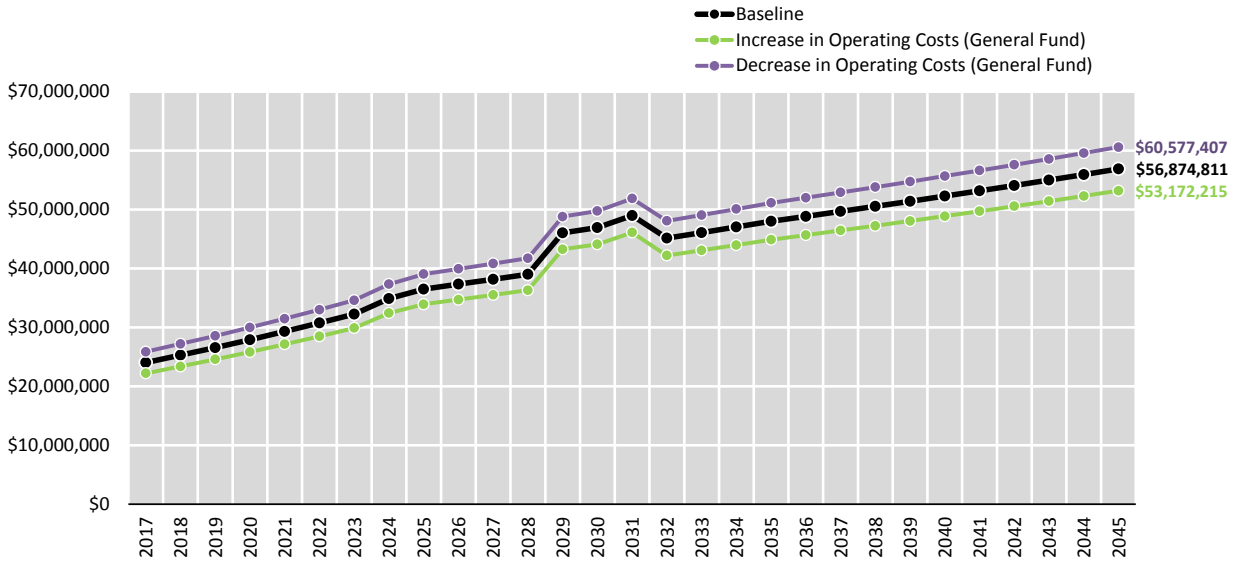
Between 2010 and 2017 expenditures on personnel in the General Fund have averaged $91.6 million per year and have increased at a rate 4.7 percent per year. General Fund expenditures related to capital projects have averaged $6.9 million per year and have increased at a rate of 6.5 percent per year.

To test the sensitivity of General Fund personnel expenditures on capital project expenditures, this analysis assumes that any additional expenditures associated with personnel not driven by an increase in total revenue will be covered by revenues typically dedicated to capital and infrastructure projects. For example, if required personnel expenditures increase by $1.0 million without a corresponding increase in General Fund property tax revenue, expenditures on capital and infrastructure projects will decrease by $1.0 million. It is possible that an unexpected increase in personnel expenditures would be covered through a reduction across all other expenditure types (Operations & Maintenance, Charges for Services, Government Services, etc.) in addition to a reduction in capital projects spending. However, in order to avoid overcomplicating this analysis and to err on the conservative side, this analysis assumes a direct relationship between any increase in personnel expenditures and corresponding decrease in revenue available for capital projects expenditures.

For the purposes of this analysis, total revenue available for capital and infrastructure projects is estimated based on an increase or decrease of 2.0 percent in annual General Fund personnel expenditures. An increase of 2.0 percent in annual personnel expenditures results in increase of roughly $1.8 million in annual expenditures related to personnel. A $1.8 million reduction or increase in annual capital projects spending equates to a decrease or increase of nearly 23 percent in annual expenditures.

Between 2017 and 2045, an increase in annual personnel expenditures of 2.0 percent results in a decrease of $82.4 million in total revenues available for capital and infrastructure projects compared to the Baseline Forecast, as shown in **Figure 16**. An increase in personnel expenditures of 2.0 percent results in a corresponding increase of $82.4 million in total revenues available for capital and infrastructure projects, as shown.

Figure 16
Available Capital Project Revenue Sensitivity: General Fund Operating Expenditures



Source: Adams County; Economic & Planning Systems

However, if the relationship between Adams County FTEs and the Adams County population continues to remain at roughly 0.24 FTEs per 1,000 residents and there are no additional extraneous factors impacting personnel expenditures, it is estimated that the County will be able to continue to dedicate 6.5 percent of General Fund revenues to capital projects while maintaining adequate personnel expenditures.

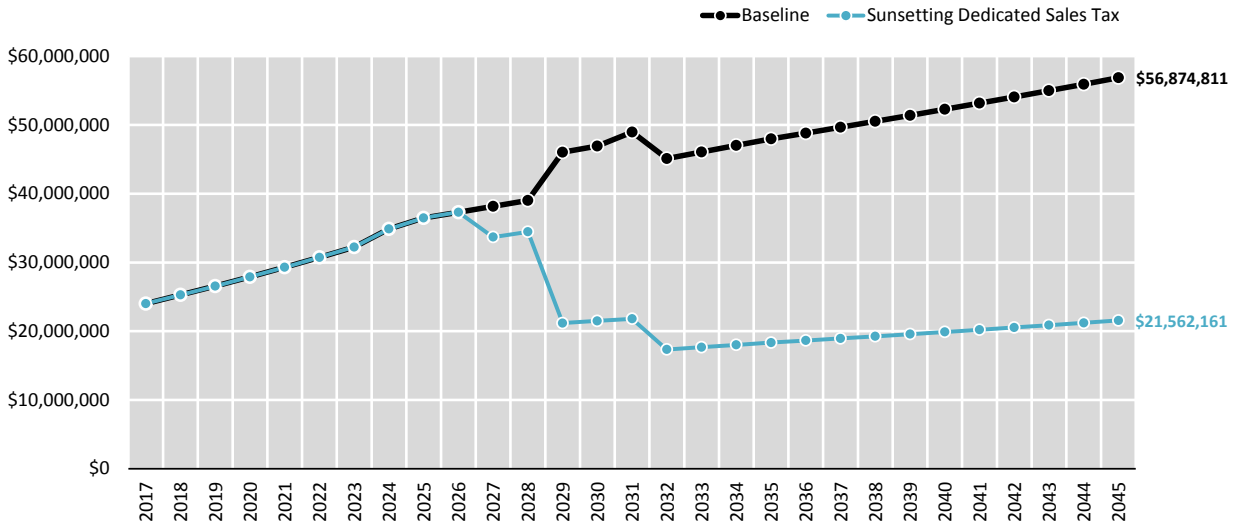
Dedicated Sales Tax Sunset

Adams County has sales tax levies approved by the electorate that are dedicated for, or primarily used for, capital or infrastructure including the Capital Facilities Sales Tax, Open Space Sales Tax, and Transportation Sales Tax. Each of these dedicated sales taxes are scheduled to expire before 2030 unless they are reapproved by the voters, which would extend each tax for additional time. The dedicated sales taxes and their scheduled expiration dates are summarized below:

- Open Space Sales Tax (0.25 percent): Expires end of 2026
- Capital Facilities Sales Tax (0.3 percent): Expires end of 2028
- Transportation Sales Tax (0.20 percent): Expires end of 2028

If Adams County voters choose not to renew and extend any of these dedicated sales taxes, the amount of revenue that is available for capital and infrastructure projects would significantly decrease. If all three dedicated sales taxes are allowed to expire the total amount of revenue available for capital and infrastructure projects between 2017 and 2045 will decrease from $1.2 billion to $709.4 million, as shown in **Figure 17**. Between 2017 and 2045, annual average revenue with the dedicated sales taxes is estimated at $42.7 million. If the dedicated sales taxes are allowed to expire, annual average revenue available to be dedicated to capital and infrastructure projects is estimated to decrease by nearly 43 percent, from $42.7 million to $24.5 million.

Figure 17
Available Capital Project Revenue Sensitivity: Expiring Dedicated Sales Taxes



Source: Adams County; Economic & Planning Systems

Revenue Forecast Scenario Summary

A summary of the total revenue available for capital and infrastructure projects in 2017 and 2045 as well as the average annual amount and total amount during this period is shown in **Table 20**. The expiring dedicated sales tax levies represent the greatest threat to existing revenue sources that are available to fund capital and infrastructure projects. Lower than expected growth rates also have the potential to negatively affect available revenues. Increases or decreases in General Fund personnel expenditures represent less of a threat or opportunity.

Table 20
Summary of Revenue Forecast Scenarios

Description	2017 Ann.	2045 Ann.	2017-2045 Average	2017-2045 Total
Baseline Forecast	$24.0 M	$56.9 M	$42.7 M	$1,237.7 M
Conservative Growth Forecast	$23.3 M	$44.4 M	$34.2 M	$991.4 M
Increase in GF Personnel Costs	$22.2 M	$53.2 M	$39.8 M	$1,155.2 M
Decrease in GF Personnel Costs	$25.9 M	$60.6 M	$45.5 M	$1,320.1 M
Expiring Dedicated Sales Tax Sunset	$24.0 M	$21.6 M	$24.5 M	$709.4 M

Source: Adams County; DOLA; DRCOG; Economic & Planning Systems
H:\173025-Adams County Local Financing Study\Models\[173025-AdCo Fund and Revenue Summary-08-29-2017.xlsm]Sheet2 (2)

Fiscal Impact of New Development

EPS completed a fiscal impact study for the County in 2012 that identified the net fiscal impacts to the County associated with alternative development types and geographic location (i.e., unincorporated or in cities). The results of this analysis help to inform how growth and development policy has the potential to impact the County's overall net fiscal position.

Impact of New Development

The fiscal impact model determined that development in the unincorporated portion of the county had a greater fiscal impact on the County compared to development within cities. The analysis looked at the net fiscal impact of new development for three housing types (single family, attached, and multifamily) and retail, office, and industrial development both in the unincorporated portions of the county and within cities. Commercial and industrial development created a net positive fiscal impact. The average square foot of new office space created an annual benefit of $0.98 per square foot if built in a city and $0.79 per square foot if built in the unincorporated area of the county. Housing development however, has a net negative fiscal impact. A new single family home in a city created a negative fiscal impact of $203 annually based on the 2012 model. If that same house is in the unincorporated portion of the county, the net impact of the home at that time was a negative $1,240 annually. The major findings of the study related to new growth were:

- It is more beneficial for growth to occur in cities rather than in the unincorporated portion of the county.
- Residential development in the unincorporated portions of the county has a significant burden on the County.

Major Considerations

EPS analyzed four growth scenarios to understand the future impacts of new development based on the model, as shown below:

- Scenario 1: 10 year historic growth trend
- Scenario 2: 20 year historic growth trend
- Scenario 3: DRCOG's growth forecast at the time
- Scenario 4: Modified growth forecast that modeled lower growth rates.

Three of the four scenarios found a net annual positive impact, but there were some major findings related to growth that should be considered. The two major determinants of a positive fiscal balance were the differences in the rate of growth between households and employment and the percent of new development occurring in the unincorporated portions of the county.

Consideration 1: If household growth outpaces employment growth it will create a negative impact on the County's budget. The 10 year historic growth trend had a household growth of 1.84 percent annually for households (from 2010 to 2035) and a 1.21 percent annual growth for employment (from 2010 to 2035). In this scenario, the net fiscal impact annually would be negative $14.5 million. Balanced housing and employment growth is needed.

Consideration 2: A greater proportion of housing growth in the unincorporated portion of the county creates a negative annual impact on the County. The assumption used in the fiscal impact model was that 20 percent of new households and jobs in the county would be located in the unincorporated portions of the county. If households and employment growth rates are approximately the same, but 25 percent of new households are in the unincorporated portion of the county there is a negative fiscal impact. The capture of new households in the unincorporated portion of the county is the driving factor. If there is lower than 20 percent of capture in the unincorporated portion of the county, the imbalance between jobs and household growth rates are less impactful. If capture is higher, then the more severe negative impacts occur.

Impact of Current DRCOG Forecast and Fiscal Impact Model Updates

The current DRCOG growth rates for Adams County from 2015 to 2035 are 2.18 percent annually for households and 2.09 percent for employment. Based on the current DRCOG growth rates for Adams County within the 2012 model, the impacts of new development are relatively neutral with a small annual benefit of approximately $2 million per year. The analysis for the Comprehensive Plan resulted in the identification of fiscal mitigation strategies to address new development.

In addition to incremental updates to reflect changes in forecasted population and household growth published by DRCOG, it is good fiscal policy to update the countywide fiscal impact model roughly every five years, assuming that there are no major changes in the County's overall fiscal structure (i.e., changes in sales tax rates or property tax collections).

Tax Increment Financing

Urban renewal authorities (URAs) are enabled by state statute to halt or prevent slums or blight. A URA within a city can create an urban renewal plan for a project area meeting the state statute requirement for a finding of blight. URAs can use tax increment financing (TIF) to pay for eligible redevelopment and public improvements costs. TIF redirects the incremental property taxes from all taxing entities (including city, County, school district, and any special districts) from a new development within a URA to pay for eligible expenses including extraordinary costs for remediation and infrastructure. TIF has been a significant financing tool for redevelopment projects in URA plan areas including 23 tax increment financing districts spread throughout Adams County.

Urban renewal and specifically the use of TIF can help build and pay for public infrastructure and other eligible expenditures and provide a catalyst for economic growth and higher long term assessed values in the county. Once the infrastructure has been paid for, the property taxes then go the property taxing entities affected by the development. Currently, the diversion of Adams County's property taxes to TIF to help fund URA projects totals approximately $5.8 million annually. By 2028 based upon current incremental values, Adams County might expect $3.8 million in additional property taxes as these TIF districts expire.

However, URAs and the use of TIF can also have unintended impacts on the County and other taxing entities. The County is required to provide services during the up to 25 years when its property taxes are being diverted. Many of the larger projects will exist for many years to come and there are likely to be additional URA projects requesting TIF including the newly approved Mile High Racetrack redevelopment in Commerce City.

Conclusions

The next chapter of the report presents EPS' research on potential supplemental funding and financing sources that can be considered by the County to increase available revenues for capital improvements.

5. SUPPLEMENTAL FUNDING AND FINANCING SOURCES

This section of the *Local Financing Study* presents research on supplemental funding sources and financing strategies for consideration by Adams County for generating additional revenues toward future capital facilities and infrastructure needs. The infrastructure funding and financing options available to Adams County are grouped into three loosely defined categories:

- Community-wide Funding Sources,
- Development Based Funding Sources, and
- Innovative Funding and Financing Strategies.

Community-wide Funding Sources

There are a number of Community-wide funding sources that could be considered to generate supplemental revenues for capital improvements. Each funding source is described along with information on how it is established, who pays, and benefits and limitations as summarized below.

General Obligation Bonds

A general obligation (GO) bond is a type of municipal bond that is secured by the County's pledge to use legally available resources—most typically property tax revenues—to repay bond holders. GO bonds are restricted to defined capital improvements. Because property owners are usually reluctant to risk losses due to unpaid property tax bills, credit rating agencies often consider a general obligation pledge to have very strong credit quality and frequently assign them with high investment grade ratings. If local property owners do not pay their property taxes on time in any given year, a government entity is required to increase its property tax rate by as much as is legally allowable in a following year to make up for delinquencies. In the interim between the taxpayer delinquency and the higher property tax rate in the following year, the general obligation pledge requires the local government to pay debt service coming due with its available resources. In Colorado, voter approval is needed under TABOR to issue general obligation bonds.

Adams County does not currently have any outstanding GO bond obligations. Many cities and counties will periodically issue a GO bond for a defined package of capital improvements—often a combination of road, park, and community facilities—to ensure broad public support. City and County of Denver voters approved a $937 million Neighborhood Bond Initiative in November 2017 to pay for a package of citywide and neighborhood specific capital improvements. The bonds will be paid for by extending an existing mill levy; therefore, no additional taxes will be required. The City has done this on several occasions, typically every seven or eight years, and therefore uses this funding source as a major component of its capital improvement plan. Note: GO bonds require a dedicated revenue source. That revenue source would likely need to be something new.

- ***Establishment*** – Creation of general obligation bonds requires the approval of the majority of voters in a general election.
- ***Who Pays?*** – The incidence of burden of general obligation bonds is upon all property owners in the county. It is this very broad base of funding that provides excellent security for GO bonds, thus typically garnering the lowest interest rate of any municipal debt instrument.

- ***Benefits*** – GO bonds allow the County to finance at a low fixed rate over the useful life of the asset.
- ***Limitations*** – GO bonds are limited to capital improvement expenditures and are also limited in their use to the purposes outlined in the authorizing ballot measure.
- ***Other Considerations*** – GO bonds can promote intergenerational equity in that the beneficiaries of projects paid with such sources pay for them over time. Alternatively pay-go approaches may raise revenues from people beforehand who might not benefit from them because monies are collected before a project is built.

Revenue Bonds

A revenue bond is a type of municipal bond for which repayment is from revenues generated by the entity issuing the bonds. Local governments typically issue revenue bonds when they have access to a stable source of revenue, such as municipal utility rates. Commonly, revenue bonds fund improvements to water and sewer facilities. Utility rates that fund revenue bonds can vary within a given jurisdiction if there are substantial differences in the costs of providing services. There also can be rate surcharges if unique improvements are needed to serve the area.

- ***Establishment*** – Revenue bonds are issued by the local government enterprise and require no voter approval. Revenue bonds may provide improvements for an entire jurisdiction or a sub-area.
- ***Who Pays?*** – The incidence of burden of revenue bonds is upon rate payers.
- ***Benefits*** – Revenue bonds have a good risk profile and therefore garner comparatively low interest rates. Because they are secured exclusively by enterprise revenue, they are not general obligations of the city and they do not require ballot approval. The ability to adjust rates to cover debt service costs and the ability to charge such rates differentially (given differing costs and benefits in service sub-areas) creates flexibility and appropriate cost allocation.
- ***Limitations*** – Revenue bonds are limited to enterprise-related expenditures and to the precise purposes outlined in the authorizing bond instrument.

Community Improvement Sales Tax Initiative

A community improvement sales tax initiative is similar to a community improvement bond issue described under general obligation bonds above but is backed by sales taxes instead of property taxes. It also differs from the County's existing voter approved sales taxes for capital facilities, roads, and open space in that a specific package of improvement projects are presented to the public for approval. The funding sunsets when the specified improvements are completed.

Currently this approach to generating supplemental funds for community enhancements is widely used. Perhaps the most well-known is Oklahoma City's Metropolitan Area Projects (MAPS) initiative first approved in 1993. The city proposed and voters approved a limited term 1.0 percent sales tax to fund $350 million in projects to revitalize its downtown, including new and upgraded cultural, sports, recreation, entertainment, and convention facilities. The projects were built with a "pay as you go" structure with no debt issued and the tax sunsetting when the projects were complete.

OKC has since approved two additional MAPS programs. MAPS for kids was approved in 2001 for facility improvements, technology, and transportation projects for OKC Public Schools (70 percent) and surrounding jurisdictions (30 percent) backed by $514 million in new sales tax and a $180 million Oklahoma City Public Schools bond issue. When these projects were paid off in 2008, the voters approved MAPS3 with $777 million in public works and redevelopment projects to be funded from 2010 to 2017 including $132 million for Central and Promenade Parks in the Core to Shore redevelopment area. Other major projects in MAPS3 include a new 470,000 square foot convention center, and a street trolley connecting Bricktown, Downtown, and Midtown.

- ***Establishment*** – Creation of a community improvement sales tax requires the approval of the majority of voters in a general election.
- ***Who Pays?*** – The sales tax is levied on all taxable retail sales at the point of sale by both county residents and visitors.
- ***Benefits*** – Reliable revenue source with significant revenue generating potential. Inclusion of a diverse range of needed public facilities and infrastructure broadens the appeal of the ballot issue and helps build voter support.
- ***Limitations*** – Cost of projects to be funded is limited to the amount of sales tax revenues that can be raised in an 8- to 10-year period. Requires going back to the voters every 8 to 10 years to approve a new set of projects
- ***Other Considerations*** – Since cities and towns rely on sales taxes as their primary source of revenue and overall sales tax rates may differ between areas, there may be intergovernmental competitive issues to consider and cooperation is therefore an important aspect when seeking this source of revenue to fund needed projects.

Regional Transportation Authority

Colorado law allows cities and counties to form regional transportation authorities (RTAs) to fund and build transportation infrastructure improvements and to provide transportation services within a multijurisdictional area boundary (CRS 43-4-601). An RTA has the power to build, finance, operate, and maintain any regional transportation system. There are currently at least six RTAs operating in Colorado, most of which provide funding to—and operation of—transit services. An RTA is currently being proposed by the developer of the Aurora Highlands project in the Aurora North East Transportation (NEAT) plan area (including the participation of Adams County) to finance major regional road improvements including two highway interchanges.

- ***Establishment*** – An authority can be established by the County subject to an election of the voters within the proposed boundaries.
- ***Who Pays?*** – An RTA can levy a sales tax of up to 1.0 percent; property tax of up to 5 mills; charge tolls; charge a motor vehicle registration fee of up to $10; and levy lodging taxes of up to 2.0 percent. RTAs may also enter into agreements to receive other revenues from participating jurisdictions.
- ***Benefits*** – RTAs can levy differential sales tax rates within its boundaries based on level of service received. RTAs can be expanded in the future to include additional properties.
- ***Limitations*** – Requires the involvement of two or more cities and/or counties.

Occupational Privilege Tax

An occupational privilege tax (also known as an employee tax or head tax) is a tax imposed on businesses operating in a local jurisdiction and/or on employees of the business. There are at least five cities in Colorado with an occupational privilege tax (OPT) including Denver, Aurora, Glendale, Greenwood Village, and Sheridan. Denver's OPT consists of $5.75 per month and is paid for by the employee, along with a tax of $4.00 per month paid for by the employer. The City allocates one-half of the revenues collected to Capital Improvement Program funding, which equals about $8 million per year. With the exception of Denver which is both a city and county, there are no counties currently using this as a revenue source.

- ***Establishment*** – An OPT can be established by a city or county by ordinance under home rule powers.
- ***Who Pays?*** – The cost is borne proportionately by the businesses and the employees which includes business owners.
- ***Benefits*** – Steady and predictable source of revenues with a nexus for road or transit improvements.
- ***Limitations*** – Adams County would need to become a home rule county or should require new state legislation to allow statutory counties to levy such a tax.

Motor Vehicle Registration Fee

Colorado imposes a vehicle registration fee that is collected with annual auto registrations. There are 33 states that explicitly allow for local option vehicle fees, with both the amounts collected and the use of those funds varying widely. In Colorado, the Public Highway Authority Law enabled the establishment of the E-470 Authority with the authority to collect a $10 vehicle registration fee approved by voters in Adams, Arapahoe, and Douglas Counties. This fee was used to pay off the bonds and other financing used to build E-470; it was retired in 2018 as the bond have been paid off and there is sufficient toll revenues for financing future improvements. The RTA legislation also allows for the collection of a $10 fee to be used for transportation investments and/or operations as noted above.

A local option registration fee could potentially be imposed by Adams County dedicated to funding for transportation improvements as part of an RTA or independently. Based on Colorado Department of Revenue figures, there were 482,763 motor vehicles registered in Adams County in 2016. A fee of $10 per vehicle per year would therefore raise nearly $5.0 million per year in revenues on an ongoing basis, which could be the primary or partial source of a revenue bond issue for transportation improvements.

- ***Establishment*** – The imposition of a countywide vehicle registration fee would require a countywide election. It may or may not require state legislative approval to be implemented. A vehicle registration fee of up to $10 per vehicle is authorized as a revenue source within a RTA.
- ***Who Pays?*** – The general public would pay the additional fee with a new vehicle registration and with annual renewals.
- ***Benefits*** – Substantial, steady, and predictable source of revenues with strong nexus for road or transit improvements.
- ***Limitations*** – Would require a countywide vote. May require legislative approval to be implemented.

Use Tax

Use taxes are similar to sales taxes but are applied to an interim point in the production or manufacturing process before a final sale. They are typically applied on the use or consumption of personal property that is not subject to sales taxes. As it relates to real estate, use taxes are generally applied to construction materials used in the production of housing or commercial buildings. Use tax could also apply to vehicles registered in the county that are purchased outside the county's boundaries. It is therefore similar to the way a value added tax (VAT) is used at an interim step of production in many European countries. Adams County does not charge a use tax on construction materials. To the extent that these materials are imported to the state and county, they are often not paying a sales tax. A use tax would be applied at the same rate as the local sales tax. A number of County municipalities have implemented a use tax on construction materials including Commerce City, Brighton, Westminster, Thornton, and Aurora.

- ***Establishment*** – The imposition of a use tax applied to new development countywide would require a countywide election and could be established by ordinance.
- ***Who Pays?*** – New residential and commercial development would pay at the time of the building permit. Building-related use taxes are most often estimated at 50 percent of the value of the building permit based on the assumption that the value is 50 percent materials and 50 percent labor that would not be subject to the tax.
- ***Benefits*** – A use tax applied to new residential and commercial construction is a robust and relatively reliable revenue source to be dedicated to building infrastructure to serve new development. Use taxes can be applied to new construction but represent a general revenue source that does not need to be specifically earmarked.
- ***Limitations*** – Would require a countywide election to be implemented.

Excise Tax/Fee

An excise tax is typically levied on the manufacture, sale, or consumption of a specific good or service. A number of local communities in Colorado have instituted an excise tax on new development to pay for related infrastructure costs. In most cases, this type of excise tax is actually a fee and not a tax in that the revenues derived are used to pay for improvements related to new growth and are established though a nexus study that determines the maximum fee level similar to impact fees. These excise taxes can be adopted in lieu of impact fees or in addition to impact fees as noted in the examples below.

The Town of Parker applies an excise tax (in lieu of impact fees) against all new residential and commercial development at the time of a building permit; this is to pay for capital projects serving new residents moving to the town and includes roads and parks. The 2017 excise tax rate is $4,687 per single family unit, $3,397 per multifamily unit, and $0.35 per square foot of commercial space.

The City of Boulder applies an excise tax against new development to help fund transportation projects. The 2017 rates are $3,518 per detached housing unit, $2,553 per attached unit, and $2.48 per square foot of non-residential development

- ***Establishment*** – Adams County has the power to implement an excise tax or fee. The imposition of an excise fee applied to new construction countywide would require a nexus study to demonstrate that the applicable fee is rational, reasonable and related to the cost of providing the facilities or services to be paid for. If implemented as a tax, it would require a vote.

- ***Who Pays?*** – New residential and commercial development would pay the additional tax or fee at the time of building permit.
- ***Benefits*** – An excise tax resembles a use tax but the revenues are dedicated to a specific purpose. If applied to capital projects for new development, it would generate revenues in a similar way to impact fees.
- ***Limitations*** – If imposed in addition to impact fees, the County would need to be clear regarding the use of funds to avoid double taxation.

Transportation Utility Fee

A transportation utility fee (TUF) is a transportation financing mechanism in which the network is treated as a utility and properties are charged fees in proportion to their network use. This mechanism connects the costs of maintaining the infrastructure more directly to the benefits received from mobility and access to the system. The fees are based on the number of trips generated and vary with land use. TUFs (also known as street maintenance fees, road use fees, or street utility fees) are primarily used by local governments to fund maintenance of local roads. They are distinct from transportation impact fees and are paid for by users rather than developers. Loveland is the only community in Colorado with a TUF; TUFs are extensively used by cities in Oregon.

- ***Establishment*** – A TUF could be established by ordinance by the BOCC. Because roads are not metered, Institute of Transportation Engineers (ITE) Manual trip generation rates are generally used as the basis for fees.
- **Who *Pays?*** – The fee would be paid for by county households and businesses on a monthly or annual basis.
- ***Benefits*** – The fee does not legally require an election to be implemented.
- ***Limitations*** – Applies to ongoing maintenance rather than capital construction.

Law Enforcement Authority

Colorado Statutes allow counties to establish law enforcement authorities (LEA) as an alternative and additional way to provide and fund law enforcements services in unincorporated areas. The County could charge up to a 7-mill property tax to provide these services including all law enforcement operations and the capital costs of equipment needed to provide these services. Jefferson, Arapahoe, and Douglas Counties have all implemented a LEA. Implementing a LEA would potentially free up additional General Fund revenues now spent on law enforcement services.

- ***Establishment*** – A LEA could be established by ordinance by the BOCC.
- ***Who Pays?*** – The mill levy would be paid for by residents and businesses of the unincorporated portions of the county that rely on the Adams County Sheriff for law enforcement.
- ***Benefits*** – The LEA would effectively free up additional General Fund revenues for capital spending.
- ***Limitations*** – Applies only to portions of the county where law enforcement is provided by the County Sheriff. Does not apply in incorporated cities with their own police protection services.

Development Based Funding Sources

Development based funding sources include taxes or fees that are imposed to finance infrastructure in new development areas. Also included are special improvement and assessment districts that can be formed under current Colorado law to finance infrastructure in specific geographies.

Development Impact Fees

The collection of impact fees by cities and counties is allowed under Colorado Revised Statutes (CRS 29-20-104). The law allows a levy of one-time fees to be charged on new development to defray the cost of constructing the infrastructure needed to serve the demands created by new development. To the extent that required improvements are needed to address both "existing deficiencies" as well as the projected impacts from growth, only the portion of the cost attributable to new development may be included. Fees can be charged on a countywide basis or can be applied for a particular subarea or district. In addition to the traffic impact fee currently collected, impact fees can be levied for a wide range of other capital facilities including water and sewer facilities, stormwater/drainage, transit, police and fire protection, libraries, museums, and parks and recreation. The County is currently considering implementing an impact fee addressing the impact of oil and gas development activity on county roads.

- ***Establishment*** – Impact fees can be imposed through adoption of a local enabling ordinance supported by a technical analysis showing a "nexus" between the fee and the infrastructure demands generated by new development. Fees may be charged for an individual improvement or for multiple infrastructure categories in a comprehensive program.
- ***Who Pays?*** – The burden incidence of impact fees is on the developers and builders who pay the fees. Fees are a cost of development and are internalized into project costs in the same manner as other development and construction related costs.
- ***Benefits*** – Impact fees provide a comprehensive and programmatic framework for identifying and allocating infrastructure costs to development based on rational nexus allocations. There is no discretion on the part of those subject to the fees nor is voter approval required for their implementation.
- ***Limitations*** – A key constraint on impact fees is that the fee levels adopted are often substantially less the amount determined to be needed to pay for the measured impacts. This is because of concerns over the cost burden that fees place on area developers and their ability to compete in the area market. In addition to the burden limit, another limitation is related to the timing of development. Infrastructure is generally needed up-front in advance of development, while fees are paid for as development occurs (generally at the time of building permit). This means that other funding sources or financing methods are needed to fill the funding gap. Fees are also irregular and depend on development activity, which vary with economic conditions.

Metropolitan District

A Title 32 Metropolitan District (Metro District) is an independent special district formed to develop and/or operate two or more public infrastructure improvements such as roads, utilities, parks, or public parking. A metro district is most often created by a land developer (but requires the city's or county's approval of the service plan) to apply an additional mill levy to future development in order to create a revenue stream to help pay for the project related expenses that include trunk infrastructure costs. Metro districts are an effective financing tool for many residential, commercial, and mixed-use development projects.

Several developments in unincorporated Adams County have used metro districts to fund capital and ongoing services within their developments. The mill levy rates used in these metro districts have also varied greatly, leaving various subdivisions with widely variable property tax rates. Since metro districts require approval of the city or county, some cities have restricted the use of metro districts, capped the mill levy rate, or have placed requirements on use of metro districts to offset costs to the city or county of new development. The City of Fort Collins limits the use of metro districts to developments with commercial development. The City of Aurora requires that a portion of metro districts mill levy (5 mills) be dedicated and paid to the city for the maintenance of local roads within new developments.

- ***Establishment*** – Proponents submit a service plan to the County that is reviewed by staff and BOCC. At a public hearing, the BOCC approves or denies the service plan. A petition is then filed in court to hold a district and/or a bond election. Fifty percent or more of the electors owning land within the proposed district are required for approval.
- ***Who Pays?*** – A metro district can levy a property tax and can establish fees for services. A metro district can issue GO bonds or revenue bonds to finance up-front improvements.
- ***Benefits*** – A metro district is a political subdivision of the state and is an independent entity and can be established in a way that allows a developer to maintain effective control of the district during the length of development timeframe. There is no limitation on how long a metro district can stay in place.
- ***Limitations*** – Once established, a metro district is a separate legal entity outside the control of the County. There are risks that infrastructure built and maintained using a metro district can lead to the County having to maintain them if the metro district defaults or becomes insolvent.

Public Improvement District

A public improvement district (PID) in a county (general improvement district in a municipality) is a public infrastructure district that applies an additional property tax or assessment to a specific improvement area to pay for new public infrastructure (CRS 30-20-501). PIDs can be used to fund any public improvement or service the County is authorized to undertake or provide. It is commonly used to fund infrastructure facilities (such as roads, utilities, parking garages, pedestrian improvements, and/or storm water) in a defined district or subarea shared by or serving multiple development projects.

- ***Establishment*** – A PID is initiated by petition of at least a majority of the owners of property in the district followed by publication, notice, and public hearings. The district is initiated by not less than 30 percent or two hundred of the electors of the proposed district, whichever is less. Alternately, if 100 percent of the property owners sign the petition, the hearing can be waived.

- ***Who Pays?*** – A PID can levy a property tax (additional mill levy) to pay for the specified improvements. It can alternatively or additionally levy an assessment which would allow for a varied fee structure based on benefits received.
- ***Benefits*** – Bonds can be issued to pay for up-front infrastructure costs. Although organized and managed by the County, a PID is a separate governmental entity with its own board of directors and powers and duties. The County is not responsible for any debt.
- ***Limitations*** – Issuance of debt requires a TABOR election. Also, any tax levy applies uniformly to all property owners in the district regardless of development status.

Local Improvement District

A local improvement district (LID) in a county (special improvement district in a city) is a public infrastructure district that imposes an assessment on property owners for specific improvements benefitting the properties in the district (CRS 30-20-601). A LID does not assess property tax, but rather charges an assessment of a specific capital improvement project. A LID is best applied for specific infrastructure costs (for example, sidewalk or alley improvements) relating to a discrete number of abutting properties that directly benefit from the improvements. LIDs are not separate governmental entities, and thus are under full control of the County.

The City of Reno, Nevada and other cities in Nevada use special assessment districts in a unique way to repair, reconstruct, and fill in gaps in sidewalks as part of large street repair and maintenance projects. When the City is undertaking a major reconstruction or replacement of a local street, the sidewalks along the street are repaired, reconstructed, or constructed within the same project. The City utilizes a special assessment district to assess the cost of the sidewalk improvements to the adjacent property owners. Combining the sidewalk improvements with the roadway project can reduce the cost of the sidewalk portion. However, there are limitations to the use of LIDs in Colorado, which would make this type of program difficult due to the need of approval by election of impacted owners. Then again, it may be possible to seek approval of a larger County program under one election.

- ***Establishment*** – The County can initiate the creation of a LID. It is established by the County based on a petition of the owners of 50 percent of the costs to be assessed.
- ***Who Pays?*** – The benefitted property owners pay an assessment based on the cost of the improvements and the portion of benefits received. It therefore allows for differential assessment rates based on the level of benefits received. The County can also impose a sales tax within a LID for some limited purposes.
- ***Benefits*** – Equitable in that only benefitted property owners pay for the improvements.
- ***Limitations*** – Not a separate governmental entity. Difficult to form as it requires an election. Also, there are no provisions for funding ongoing operations and maintenance.

Business Improvement District

A business improvement district (BID) is a quasi-public corporation that can be established to develop, maintain, and operate a broad range of public improvements including streets, sidewalks, pedestrian malls, landscaping and streetscape amenities, and parking facilities (CRS 31-25-1201). BIDs can also provide economic development services and marketing and promotional activities. Although BIDs have the ability to build public infrastructure improvements, they are generally more operationally-focused than other improvement districts and act as a type of manager of a business district, similar to a retail mall manager. BIDs have the power to assess costs of service to local property owners through either an additional property tax (mills) or a special assessment charge.

- ***Establishment*** – BIDs are formed by petition and election by commercial property owners (requires approval by 50 percent of non-residential property) in either a contiguous or noncontiguous area to provide necessary services such as planning, managing development activities, promotion or marketing, business recruitment, and/or maintenance. It is a separate political entity with its own board of directors.
- ***Who Pays?*** – Can impose a property tax levy and can also create a separate assessment based improvement district within its boundaries.
- ***Benefits*** – Ability to build and finance public improvements and also to provide ongoing maintenance.
- ***Limitations*** – Counties in Colorado currently cannot form BIDs. Legislative changes are needed to allow for counties to use it. Limited to commercial property. Residential property is not included in the tax base.

Public Improvement Fee

A public improvement fee (PIF) is a fee based on sales transactions imposed by a private development entity within its boundaries and used for funding infrastructure improvements. The fee resembles a sales tax, but it is an additional charge over and above the required state and local sales taxes. In some cases, a PIF (implemented with the city or county's involvement) replaces a portion of the local sales tax. This is referred to as a credit PIF. These PIFs have most often been used on major regional destination retail projects including Centerra in Loveland, Belmar in Lakewood, and Streets at Southglenn in Centennial. They are less likely to be used in more locally oriented retail projects (including grocery store-based neighborhood shopping centers) where an additional charge on top of the sales tax rate would be a major competitive disadvantage.

- ***Establishment*** – A PIF is imposed by a developer through contract or covenant and is collected by retailers, who then return the PIF revenue to pay for capital improvements and/or ongoing maintenance costs.
- ***Who Pays?*** – The public pays a PIF as a percent of the value of a retail purchase or transaction. PIF rates in Colorado (not including credit PIFs) are generally in the 0.5 to 2.0 percent range.
- ***Benefits –*** PIFs are a voluntary private contract that can generate supplemental revenues for project-related trunk infrastructure without the requirement of an election.
- ***Limitations*** – PIFs are generally effective only for major retail projects (although a PIF can be levied against non-retail services that are exempt from sales tax).

Innovative Funding and Financing Strategies

EPS has identified a number of additional funding sources and financing strategies that can be categorized as "innovative" because they are not in widespread use for paying for local infrastructure needs. Some are legal in Colorado while others would require legislative enabling action to be implemented as noted.

Public-Private Partnerships

In spite of the need for additional infrastructure facilities, the current political environment does not always favor new tax initiatives. Public-private partnerships (P3s) are increasingly being looked at as a means to generate additional funding. There are a wide range of partnerships between the public and private sectors that are generically referred to as P3s. In their purest form, P3s represent a long-term contractual arrangement between the public and private sectors in which a private sector entity designs, builds, finances, operates, and maintains (DBFOM) a facility designed for a public purpose, in exchange for a payment stream during the period of operations. These P3s resemble Certificates of Participation (COPs) except that the privatization extends beyond financing to design and build to include operations and maintenance. They have been most commonly used for toll roads and bridges since toll revenues represent a reliable and predictable source for payments. P3s are being used for funding other types of infrastructure with reliable revenue streams such as parking structures, water and wastewater treatment facilities, and student housing. Other public facilities such as government offices, university facilities, courthouses, and libraries with less obvious revenue sources for payments generally rely on incorporating private real estate development as noted in the examples below.

Long Beach Civic Center – This P3 includes facilities for the City of Long Beach and the Port of Long Beach including a city hall building, office space, library, parking structure, and central utility plant. The City engaged a private concessionaire to create a vision for a new civic center that includes these facilities as well as seven acres for private hotel, retail, and residential development—the revenues from which became a component the $452 million in private financing along with equity contributions from the concessionaire and a cash contribution from the City.

Eagle P3 Project – The Eagle P3 is a $2.2 billion capital project by Denver Transit Partners, a private concessionaire, to design-build-finance-operate-maintain (DBFOM) a portion of the RTD FasTracks expansion project including the East Rail Line, Gold Line, a portion of the Northwest Rail Line, and Commuter Rail Maintenance Facility. The sources of payments for the 30-year contract include RTD sales tax bonds, private equity from the concessionaire team, and a $1.03 billion grant from the Federal Transit Administration. The P3 allowed RTD to use its future sales tax revenues to leverage private equity as well as the FTA grant to build the three commuter rail lines in a much earlier timeframe than would have otherwise been possible.

- ***Establishment –*** A P3 can be created by a partnership between a public entity desiring to finance infrastructure or other capital facilities and a private concessionaire with access to equity capital and the capabilities to complete the DBFOM.
- ***Who Pays?*** – The County would pay in the form of annual concession payments backed by a steady and predictable revenue source such as tolls or user fees capable of backing private financing. For facilities without an ongoing source of revenue, private commercial development is most often required to be integrated into the project.

- ***Benefits –*** P3s can leverage the County's assets to provide up front financing for capital projects without the requirement of an election.
- ***Limitations –*** P3s involving a DBFOM contract are generally limited to large projects that can attract the interest of private equity partners.

Crowd Funding

Crowd funding is an application of crowd sourcing techniques to public infrastructure financing. Crowd sourcing is used by small companies and development firms to raise capital for start-up businesses or real estate developments in small investment increments from a large number of participants. This type of microfinancing is now being used by local governments to create a broad base of public support and participation in funding infrastructure projects. According to a Stanford University study, more than 1,200 civic crowdfunding campaigns have raised more than $10.5 million. Two notable examples are summarized below.

Denver Mini Bonds – Starting in 1999, Denver has issued on three separate occasions a series of mini-bonds as partial funding for its neighborhood improvement general obligation bonds. The goal was to issue bonds at lower minimum values in order to include more residents in infrastructure funding and to provide an investment return to citizens at three times bank interest rates. The latest issuance was $12 million in GO bonds in $500 increments in 2014 to approximately 1,000 residents. The proceeds were rated AAA and generated a 4.3 percent tax exempt return over nine years and 4.8 percent return over 14 years. Among the projects funded were the McNichols Building restoration, Boettcher Concert Hall Renovations, and Central Denver Recreation Center building project. The remaining $538 million Better Denver improvement bonds were sold in traditional markets.

Arapahoe Protected Bike Lane – The Downtown Denver Partnership (DDP) and City and County of Denver constructed a protected bike lane on Arapahoe Street in downtown Denver and used crowd funding for a private sector grant match. DDP secured a $120,000 grant from the Gates Family Foundation and the City agreed to cover construction costs and $35,000 for design if the private sector raised an additional $35,000. DDP used crowd funding as a means to allow community members and businesses to make a statement about "what matters to them and to vote with their dollars." A total of $69,000 was raised from about 500 investors.

Neighborhood Matching Grant Programs – Fort Collins and other cities have developed neighborhood grant programs that provide small amounts of money to neighborhoods and other small geographic areas for neighborhood projects and events. This type of program can be modified in a crowd-funding manor to establish a matching grant program where the County provides matching funding to neighborhood improvement projects initiated by residents but won't likely—or can't be—funded by the County. The matching grant could be coupled with other tools, such as a LID, to provide an incentive to participation for neighborhoods.

- ***Establishment*** – This funding source could be initiated by the County for countywide issuance similar to the Denver Mini Bonds or an area-specific project like the Arapahoe Protected Bike Lane.
- ***Who Pays?*** – Crowd funding derives small investments from a large number of citizens. This can be in the form of a direct investment or in payment of a property tax mill levy to support a bond issue.
- ***Benefits*** – The greatest benefit is engaging more residents to participate in funding for County infrastructure projects.
- ***Limitations*** – It is a funding source that generally works only for small projects.

Immigrant Investor Program (EB-5)

The Immigrant Investor Program (EB-5) was created in 1990 to stimulate the national economy through job creation and capital investment by foreign investors. For each foreign investor USCIS (Citizenship and Immigration Services) looks for a minimum investment of $500,000 within targeted employment areas (TEAs), which are rural or urban areas with high unemployment (150 percent of the national rate), or a minimum investment of $1.0M in areas outside of TEAs. The investment must also create 10 new jobs or a 40 percent expansion of an existing business.

As part of this program, 3,000 of the 10,000 EB-5 visas each year are set aside for investors in regional centers designated by USCIS based on proposals for promoting economic growth. A regional center is defined as any area engaged in the promotion of economic growth, improved regional productivity, job creation and increased investment. A regional center must be approved by USCIS. The total number of jobs that a particular transportation project will create determines the maximum amount of potential EB-5 funding (includes "indirect" jobs, such as employees of materials suppliers).

The program has become an increasingly popular tool, especially for real estate projects; however, it has also been used for public infrastructure projects. Funding can be structured as a short-term low-interest non-secured loan without diluting the property owner's equity, thus allowing a project to receive credit for job creation after construction has commenced and EB-5 capital has been received to replace interim or bridge financing. Two EB-5 transportation-related projects are described below.

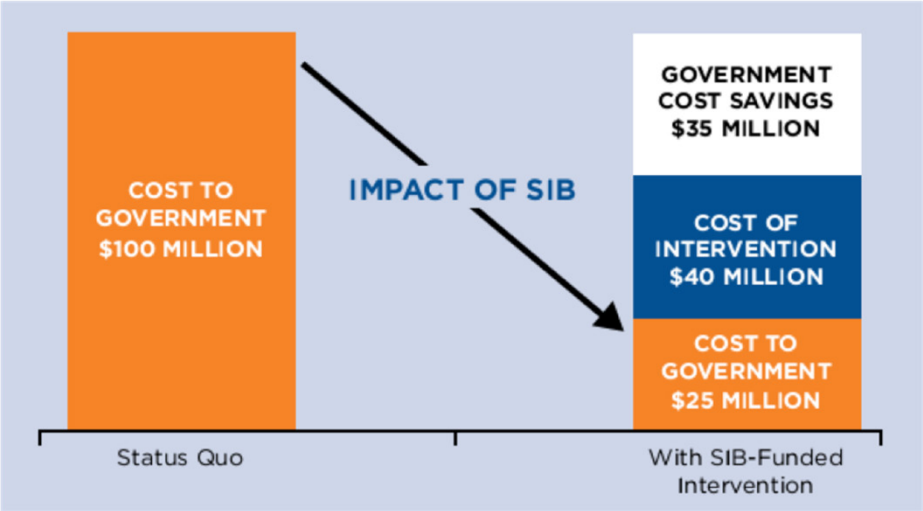
In 2012, Southeastern Pennsylvania Transportation Authority (SEPTA) approved the largest EB-5 project to date, raising $175 million in financing with 100 percent investor approvals. The SEPTA Rebuilding for the Future Project is an $809 million capital improvement program comprised of the development, construction, and purchase of an integrated system of machinery and equipment to improve and update SEPTA's public transportation system while creating over 8,400 new jobs for the local economy. Specifically, the work to be performed includes City Hall Station Rehabilitation, Elwyn-Wawa Rail Service Restoration, Substation Rehabilitation Program, and Frazer Yard Expansion and Locomotives & Rail Car Acquisition. Another example was the renovation of the George Washington Bridge Bus Station in New York City, which was estimated at $180 million.

- ***Establishment*** – This funding source could be established by the County or by a development entity in partnership with the County to provide all or a portion of equity funding for a major infrastructure project.

- ***Who Pays?*** – The majority of the revenue would be from foreign private investment. Typically, foreign investors who participate in this program do not expect high returns on investment.
- ***Benefits*** – The program attracts investors whose primary motivation is to obtain U.S. Visas. As a result, many programs have been structured with relatively low returns on investment.
- ***Limitations*** – It is likely to be limited to major projects that would attract the interest of wealthy foreign individual investors.

Social Impact/Resilience Bonds

Social Impact Bonds and Resiliency Bonds are similar approaches of attracting private investment for capital improvements and/or programs. The private investment funds a program or makes a capital improvement and is repaid through the increased value generated by the improvement or the cost savings born as result of the new program. For this type of program to be successful four main feasibility criteria need to be overcome: 1) the benefit of the investment or program funded by the private (or non-profit) entity needs to be monetizable; 2) there needs to be a reasonable time horizon for repayment (typically 5 to 10 years); 3) there has to be existing evidence of achievable outcomes to entice investment; and 4) there has to be appropriate legal and political conditions.



Source: Forbes; Social Finance US

The application of social impact bonds is most typically in relation to social services where a new approach or program can generate cost savings for the government entity. The limited applications in the U.S. have been for criminal justice or social welfare programs. The City and County of Denver has attempted to seek investment programs aimed at early childhood education, at-risk youths, supportive housing, criminal recidivism, and homelessness.

Resiliency bonding is a similar approach to social impact bonding in that private investment pays for the investment and is paid back through savings or new value generated by the investment. This approach is being explored for improvements to address issues related to climate change. A hypothetical example is the investment in storm water management that would reduce flooding on adjacent property. The investment could increase the value of the property, with the increased value benefit going to the investor and/or the cost insurance is reduced with the cost savings used to repay the investor.

- ***Establishment*** – This funding source could be established by the County in partnership with a private or non-profit entity with the equity coming from the investor for a County project or program. The use of pay-for-success contracting by governments in Colorado was enabled with HB 15-1318 in 2015.
- ***Who Pays?*** – The investment comes from the private or non-profit investor who is repaid by the County directly or indirectly.
- ***Benefits*** – The program attracts investors whose primary motivation is to generate a return on their investment. However, non-profit or mission-driven investors could require a lower return rate than could be achieved through other means if the investment reaches an objective that matches their mission/purpose. The County benefits by attracting upfront investment for programs or improvements it otherwise couldn't afford. The approach also could shift risks off the County, if structured correctly, of trying new programs or investments that could be a way of reducing operating costs and be applicable to non-capital needs.
- ***Limitations*** – There is limited to no track record of use or success of these programs in the U.S. Finding a situation for use is likely difficult.

Asset Management

Adams County is a significant land and mineral rights owner. These land and mineral rights could be used to raise revenue for the County. It already does this on a limited basis through limited mineral rights leases and the periodic sale of surplus land. There are examples of public entities shifting the control of their assets to be managed by a professional, private, or public entity with the purpose of utilizing the assets to generate revenue.

The Colorado State Board of Land Commissioners (State Land Board) manages lands given to Colorado at statehood for the purpose of generating revenue for public education. The Land Board manages approximately 3.0 million surface acres and 4.0 million acres of mineral estate. It generates revenue through leasing of lands and other assets. The State Land Board generated $186 million in revenue in 2014-2015 largely through mineral development leases.

An international example of this approach comes from Copenhagen, Denmark. The Copenhagen City and Port Development Corporation was formed in the late 1980's. It is a publically owned, privately run corporation that manages real estate and port assets within the City. The National government of Denmark and the City of Copenhagen agreed to transfer surplus lands within the City to the corporation. The land has been utilized to generate revenue for public improvements such as the City's transit network. The corporation's typical approach to revenue generation is as follows:

1. The land assets are transferred to the Development Corporation.
2. The local government rezones land to allow for greater intensity of uses, which increases the land value.
3. The Development Corporation borrows money based on the increased land value.
4. The money borrowed is transferred to a construction company to build identified infrastructure needs of the City.
5. The Development Corporation facilitates development through land sales and land leases, and the revenue generated is used to repay debt for the capital improvements.

- ***Establishment*** – This funding source could be established by the County.
- ***Who Pays?*** – Funds raised by attracting private development through land or other asset sales or leases.
- ***Benefits*** – Generate revenue off of unused or underutilized assets.
- ***Limitations*** – Political will and public perception may inhibit use. There may not be much revenue that can be generated based on limited or unattractive assets.

Supplemental Funding Source Evaluation

The above supplemental funding and financing sources have been evaluated to create a short list of the top ranked mechanisms for further consideration in developing recommended long-range financing strategies. The list of potential sources has been prioritized based on a series of criteria including Applicability, Revenue Potential, Ease of Implementation, and Political Viability as defined below and as ranked in **Table 21** on a low, medium and high scale.

- **Applicability** – This evaluation criterion seeks to evaluate how well the funding source addresses funding for capital facilities and infrastructure.
- **Revenue Potential** – This criterion evaluates the amount and stability of revenue to be raised.
- **Ease of Administration** – This criterion considers the hurdles to implementing the tool and the relative level of administrative complexity to operate and manage the function.
- **Viability** – This measure attempts to assess the likely level of political and community support for implementing the proposed funding source or program.

Table 21
Additional Funding and Financing Tools Evaluation

Tool	Recommended	Applicability	Revenue Potential	Ease of Administration	Viability
County Wide Sources					
1 General Obligation Bonds	No	High	High	Medium	Low
2 Revenue Bonds	No	High	High	Medium	Low
3 Community Improvement Sales Tax Initiative	Yes	High	High	High	High
4 Regional Transportation Authority	Yes	High	Medium	Medium	High
5 Occupational Privilege Tax	No	Medium	Low	Low	Low
6 Motor Vehicle Registration Fee	No	Medium	High	Medium	Medium
7 Use Tax	Yes	High	High	Medium	High
8 Excise Tax	Yes	High	Medium	High	High
9 Transportation Utility Fee	No	High	Medium	Low	Low
10 Law Enforcement Authority	Yes	Medium	High	High	Medium
District/Development Based Sources					
11 Development Impact Fees	Yes	High	Medium	Medium	High
12 Metropolitan Districts	Yes	Medium	Medium	High	High
13 Public Improvement Districts	Yes	High	Medium	Medium	High
14 Local Improvement Districts	Yes	Medium	Medium	Medium	High
15 Business Improvement Districts	No	Low	Medium	Medium	Low
16 Public Improvement Fees	No	Low	Medium	High	High
Innovative Funding and Financing Strategies					
17 Public - Private Partnerships	Yes	High	High	Low	High
18 Crowd Funding	Yes	Medium	Low	Medium	High
19 Immigrant Investor Program (EB-5)	No	Medium	Medium	Low	Low
20 Social Impact/Resiliency Bonds	No	Low	Low	Low	Low
21 Asset Management	Yes	Medium	Medium	Medium	Low

Source: Economic & Planning Systems

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Conclusion

As shown in **Table 21**, a total of 12 of the 21 supplemental funding and financing mechanisms are recommended to be used in the Funding and Financing Enhancement Strategy that is outlined in the next chapter. A number of the remaining funding and financing tools may have application to other project needs in the future.

6. FUNDING AND FINANCING ENHANCEMENT STRATEGIES

This chapter of the report recommends funding and financing strategies to address the projected shortfall in forecasted revenues to address the long-range capital infrastructure needs of the County. The first section summarizes internal and external challenges affecting the County's ability to address its long-term capital and infrastructure needs. The funding strategy begins with recommendations to generate additional funding from existing capital funding tools. This is followed by recommendations for new project funding categories and a funding strategy for each category including supplemental funding sources and strategies for generating additional revenues.

Funding and Financing Challenges

As a preface to considering new funding sources and financing mechanisms, it is useful to consider the broader trends influencing local government infrastructure financing. Economic, fiscal, and political trends over the last several decades, beginning with passage of the Taxpayers Bill of Rights (TABOR) in 1992, have sowed the seeds for the revenue constraints (relative to service costs) now facing Colorado's local jurisdictions. These trends, as summarized below, have restricted the ability of local jurisdictions to grow property and sales tax revenues at a rate to keep up with growth. Further, these constraints on operating budgets further constrain the amount of revenue that can be allocated to capital facilities and infrastructure from traditional tax sources.

Shift of financing responsibilities to local governments - During the past three decades there has been an increasing shift of infrastructure financing responsibilities from state and federal government to the local level. Many grant programs that once funded major highway improvements and water and sewer infrastructure improvements have been abandoned.

Constitutional and statutory restrictions on local government revenues - Beginning with the anti-tax sentiment that resulted in TABOR in 1992, voters (through voter-approved ballot initiatives) and the state legislature have continued to restrict the ability of local governments to raise revenues for general or special purposes.

Public expectations regarding municipal service levels and infrastructure standards - During this same time frame, citizens have come to expect high standards for the quality and function of services and infrastructure (e.g., traffic congestion thresholds) and have often embedded expectations for these higher levels of service and quality standards in the County's planning documents, such as the Comprehensive Plan and other policy documents.

Increasing federal and state regulatory standards and mandates - The lack of funding from federal and state government has not slowed the growth in mandates related to water quality, habitat conservation, pollution controls and other rules that have increased cost burdens on local governments. Compliance with these mandates results in expenditures that compete for resources needed for other local services and infrastructure.

Increasing shift of infrastructure costs to new development - The aforementioned trends, along with continuing population growth has led to new development needing to assume an increasing share of costs for building new infrastructure. Development impact fees are often the

primary source of revenues, although Adams County has only implemented one impact fee to date (traffic impact), and at a relatively low rate. The use of Metro districts by land development entities has also been used to pay for some capital facilities and trunk infrastructure and operations and maintenance needed to serve new development, although the vast majority of revenues in developer-initiated special districts have been used to pay for in-tract costs.

The list of long range Capital Needs Project List contains an estimated $4.5 billion in identified projects over the 2017 to 2045-time period (in 2017 costs). Looking from today's perspective, the number of projects and the estimated costs can only be expected to increase going forward. Although annual revenues from current funding sources are expected to grow from $24.7 million to $80.9 million over the same time period, there will continue to be a substantial shortfall lacking any new funding sources or financing approaches.

Existing Funding Source Enhancements

A starting point for the funding and financing strategy is an evaluation of the effectiveness of existing sources and an assessment of opportunities to make them more productive. The strategies listed below include recommendations for the continued and potentially expanded use of dedicated sales tax initiatives; for the expanded use of impact fees; and for the more effective use of the powers of metro districts so that new development pays its own way.

1. ***Continue the use of sales tax based initiatives for funding community facilities and infrastructure.***

   The use of dedicated sales tax initiatives has been an important component of the County's capital financing including the 0.25 percent Open Space Tax, the 0.20 percent Road & Bridge Tax, and the 0.30 percent Capital Facilities Tax. These initiatives were approved by voters for a specified time period and expire in 2026, 2028, and 2028, respectively, unless reauthorized in a new election. The existing revenue forecasts in Chapter 3 of the report shows that if the three sales taxes are not renewed, that funds available for capital spending would drop from approximately $45 million to $18 million in 2032. Obviously, continuing these sources of revenue will be important to maintaining existing capital funding, and because they are sales tax based they also increase over time correlated to population growth and retail spending, as well as inflation.

2. ***Consider implementing a broader Community Improvement Sales Tax Initiative to provide greater flexibility in funding capital projects and expand citizen support and involvement.***

   One strategy to generate more revenues and greater flexibility on what the funds could be spent on would be to combine these sales tax initiatives into a single sales tax levy for a broader array of community improvements. The voters would be asked to approve a broad array of specific improvement projects (e.g., roads, transit, parks, civic and cultural facilities, etc.) that collectively add up the projected level of sales tax revenue that could be raised over a specified period (generally 8 to 10 years). When the improvements are paid off the County could then identify a new set of projects for an additional sales tax initiative. This could be done at the current combined rate of 0.75 percent or potentially increasing the rate to 1.0 percent to be used for a specified package of community improvements. (Technically, to comply with TABOR the improvements would be listed separately by type on the ballot.)

Implementing this approach would require the participation and consent of the municipalities as they participated in the establishment of the current sales tax initiatives and receive a portion of the derived revenues.

This approach to capital funding would be similar to the Oklahoma City MAPS Initiatives which have utilized a 1.0 percent sales tax starting in 1993 to fund three successive packages of community improvements that are funded over 8 to 10 years on a pay as you go basis. The MAPS initiatives have been popular as they include a wide variety of project types and locations to maximize political support. This broader based funding structure would align with the recommended financing strategy outlined below. This approach is also used by many Wyoming cities with the optional Sixth Cent sales tax (1.0 percent on top of the base 5.0 percent rate) to fund a similar package of improvements on a pay as you go basis. The implementation of a broader based community improvement sales tax initiative would allow the County to address funding for the Long-Range Project List on a priority basis rather than be confined to funding only a specified project type. It would also likely create broader voter support for funding community enhancements as the package of projects to be funded could address a range of needs and constituencies.

Currently, the dedicated sales taxes (Capital Facilities, Open Space, and Transportation) generate a combined total of approximately $22.9 million in annual County revenues (net of distribution to cities). Increasing the combined sales tax rate from 0.75 percent to 1.0 percent has the potential to increase available annual revenue by approximately 33 percent or roughly $7.7 million (assuming an even distribution of the funds).

3. ***Utilize a portion of the General Fund ending balance for high priority capital improvement needs.***

   The General Fund is estimated to have a 2017 fund ending balance of roughly $113 million. The County Budget Office has proposed a modification to the General Fund Balance Policy that would require two months of operating reserve in committed designation, 50 percent of the subsequent year's Capital Improvement Plan in assigned designation, and no change to the Restricted Fund Balance amount. This would result in a one-time surplus of $71.7 million that could be made available for capital spending. It is recommended that some or all of this excess balance be allocated to capital needs. If this balance were allocated for capital spending over a 15-year period, it would increase available funding by $4.78 million per year. Such spending should consider a county's credit rating, reduction in interest revenues, and any additional operating costs.

4. ***Implement a broader set of development impact fees so that new development pays its own way.***

   New development, through necessity as well as intent, will be expected to "pay its own way" and carry a greater share of its infrastructure costs. The fiscal impact analysis conducted by EPS as part of the Comprehensive Plan documented that revenue from new residential development in unincorporated Adams County does not cover the full cost of providing services. At the time of the Plan (2012), the fiscal model estimated a new single family home produced an annual deficit of $1,240. The most effective means of shifting this cost burden to new development would be through an expanded impact fee program and the implementation of PIDs, as well as through more strategic use of metropolitan districts.

The County has an existing Traffic Impact Fee with which it has the ability to implement impact fees for a range of other capital facilities needs including stormwater and drainage improvements, transit improvements, police and fire protection, libraries, museums, and parks and recreation. Most Adams County municipalities including Commerce City, Brighton, Westminster, Thornton, and Aurora impose a larger group of impact fees. Aligning fee structures with fees of other entities would create an environment in which the County doesn't incent development that creates additional cost without supporting revenue, so the County would not be at a disadvantage with respect to attracting new development.

5. ***Utilize metro districts to pay for a greater share of trunk infrastructure costs in newly developing areas of the county.***

   Developer initiated metro districts are widely used in Adams County as well as elsewhere in the Denver metro area to help pay for infrastructure costs in master planned communities. These costs are passed on to the future residents and businesses within the community through an additional property tax mill levy that flows to the district and largely reimburses the development entity for up-front capital costs. The district service plan is required to be approved by the County before it can be formed and an election scheduled. We recommend the County establish new policies for the review of metro district service plans to prioritize their use for funding trunk infrastructure costs needed to serve development in the larger area as opposed to in-tract costs that should be primarily borne by the developer as a normal cost of development.

6. ***Require metro districts to include a separate district for the operation and maintenance of facilities being built.***

   Metro districts are commonly used to build local roads and other capital facilities and infrastructure in new residential communities that expire when the repayment of the district bonds is completed. In many cases the roads and/or other facilities are turned over to the County at this point in time with no provision for paying for ongoing operations and maintenance costs. The County should consider requiring new districts to establish a second operating district to charge a separate mill levy for O&M that would exist in perpetuity. If the improvements are dedicated to the County, the collected revenues for O&M would be directed to the County as well. Although there is no mandated cap, a typical O&M metro district has a 5 or 10 mills to fund these needs

Funding and Financing Strategy

The recommended funding and financing strategy seeks to align the Capital Project Needs by categories based on different funding approaches for each. Three broad categories are suggested for organizing projects by funding strategy and for which there would be a separate and distinct proposed funding and financing strategy. Projects will also continue to be tracked by project type as currently grouped (based on the County department initiating the project and/or applicable plan source, e.g., Regional Roads, Local Roads, Capital Facilities, Parks and Open Space etc.) However, this will be for purposes of tracking the amount spent by type rather than as a starting point for the allocation of resources.

The purpose of the funding categories is to align projects based on the impact they would have on the community (countywide versus more local) and whether the project enhances quality of life for residents directly (i.e., will residents use it) or does it support County operations and therefore although essential, has a more indirect impact on county residents and needs to be considered and evaluated separately. The suggested categories for analysis are as follows:

- **Community-wide Projects –** This category would include projects that are used by or otherwise benefit all county residents. This would include regional road, parks, trails, and open space projects, as well as facilities used by residents of the county regardless of the location of their residence.
- **Local Area Projects –** This category includes projects that are more locally oriented and/or geography specific, and therefore are of interest to and generally benefit residents of a specific subarea or interest group. This would include local roads, TOD station area improvements, and neighborhood and community-level parks.
- **County Operations Projects –** This category includes projects that are essential to County operations but may not directly affect the daily experience or quality of life of residents. A County facility roof replacement or improvements to the fleet facility are examples of projects in this category.

  The potential additional funding and financing strategies identified earlier were grouped within the three project categories. This aligns the additional strategies with the recommended approach to organizing the County's projects. Each of the recommended additional funding strategies is provided by category below.

- **Enterprise Funds** – This category includes projects that are solely funded by enterprise funds. Enterprise Funds account for operations that are financed and operated in a manner similar to private business enterprises where the intent of the governing body is that the costs of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges. County Enterprise Funds include the Golf Course Fund, Stormwater Utility Fund, Front Range Airport Fund, and the FLATROCK Facility Fund which is intended to be funded like an enterprise fund.

Community-wide Projects

The funding strategy for Community-wide Projects is largely based on use of broad-based funding sources listed in the Enhancing Existing Funding Sources above including a Community Improvement Sales Tax Initiative and an expanded Impact Fee Program to raise additional funds dedicated to capital funding. It also includes the use of a number of the supplemental funding sources and strategies that can be applied to specific Community-wide Projects as highlighted in the recommended strategies below.

1. ***Form Regional Transportation Authorities to help fund regional transportation projects involving multiple jurisdictions.***

   A significant portion of the Community-wide Projects are regional transportation projects such as highway interchanges and major arterials. Most if not all of these projects will be included in the DRCOG Fiscally Constrained Regional Transportation Plan (2040 FCRTP). As noted in Chapter 3, the primary sources of funding for these projects are federal transportation funds distributed to the state and then to DRCOG as the region's MPO. The prioritization of these projects is often based on the availability and amount of local funding match that will need to come from the County and/or the affected municipalities in the county. A regional transportation authority (RTA) is a potential funding tool for providing this local match from the affected benefitting area of the county and at least one area jurisdiction to meet the criteria of the act. The County is working with Aurora to form a RTA to fund new interchanges on I-70 and E-470 and other regional road improvements to serve the Northeast Transportation Plan Area (NEATS).

2. ***Implement a use tax on development materials to be dedicated to infrastructure projects needed to serve new development.***

   Use taxes are applied on the use or consumption of personal property that is not subject to sales taxes; with respect to real estate, use taxes are generally applied to construction materials used in the production of housing or commercial buildings. Many of the County's municipalities charge a use tax on real estate construction materials including Aurora, Commerce City, Brighton, Westminster, and Thornton. It would therefore be prudent for the County to also take advantage of this revenue source for similar purposes. If a use tax was established at the current rate of 0.75 percent it could generate roughly $2.5 million to $3.0 million in annual revenue. If the County chose to increase its dedicated sales tax rate from 0.75 percent to 1.0 percent, a use tax could generate roughly $3.3 million to $4.0 million in annual revenues.

Local Area Projects

Local area projects are more geographically specific or otherwise are of interest to or benefit a more localized area of a county. These projects would include local roads, neighborhood or community level parks, and area improvements. These projects also typically include infrastructure and community facilities needed to serve newly developing communities. The funding strategy is based on application of area specific special districts that apply to the households or employers benefitting from the public improvements and/or undeveloped properties that would be enhanced in value by the proposed improvements.

3. ***Establish infrastructure financing districts surrounding RTD transit stations to use "value capture" techniques to help pay for infrastructure improvements.***

   The Southwest Adams County Making Connections Plan prioritizes improvements around the Sheridan, Federal, and 72nd and Colorado, and Welby RTD Stations. Investment at rail stations results in accessibility improvements which translate to greater development potential and appreciation in property values that could be utilized to generate revenue streams. Capturing the value around TOD rail stations to fund local improvements is a strategy that should be contemplated to achieve the community benefits anticipated in the Plan. A PID is an appropriate mechanism to charge area property owners an additional property tax or assessment to pay for trunk infrastructure and area amenities that extend beyond individual properties and benefit the larger district. Alternately, a project area impact fee could be used instead of a PID to generate revenues for a specific set of improvements benefitting surrounding area properties.

4. ***Establish infrastructure financing districts to provide the local match for highway interchanges and other regional transportation projects benefitting multiple adjacent or nearby property owners.***

   Similar to the use of PIDs for transit station area improvements, PIDs or other revenue agreements established through IGAs can be used to tap into the enhanced real estate values generated by new highway interchanges to the adjacent area properties. Increasing the local funding portion of FCRTP projects can often get them on to the TIP and built quicker as well.

   Fort Collins and Windsor formed an IGA to provide a portion of the local match for the I-25 and Highway 392 interchange improvements. The Corridor Activity Center (CAC) properties paid a proximity fee ranging from $0.04 to $0.28 per square foot of land and a trip generation fee of $7.75 per trip. Under the IGA, there is also a sales tax sharing agreement in the CAC under which the Town of Windsor receives 65 percent of the sales tax from properties in Windsor, and the City of Fort Collins receives the remaining 35 percent. The percentages are reversed on property in the CAC in the City of Fort Collins.

5. ***Incentivize existing neighborhoods with local street, sidewalk or alley deficiencies to form local improvement districts for their construction.***

   The Long-Range Project Needs List has a long list of local sidewalk and alley improvement projects. There is no specific funding source for these projects, and because they benefit a limited number of households, they rarely rise to a level of importance in the CIP. The County can initiate the creation of a LID for a specified set of improvements based on a petition of the property owners. The County could potentially encourage property owners within designated areas needing improvements to request formation of a LID by providing a payment for some level of match as an incentive.

6. ***Utilize crowd funding to broaden citizen involvement in County investments.***

   This type of microfinancing is now being used by local governments to create a broad base of public support and participation in funding infrastructure projects. Local examples include Denver Mini Bonds and Arapahoe Protected Bike Lane in Denver.

7. ***Provide neighborhood matching grant programs.***

   These types of programs provide small amounts of money to neighborhoods and other small geographic areas for neighborhood projects and events. This strategy could be coupled with other tools, such as a LID, to provide a participation incentive for neighborhoods.

County Operations and Enterprise Fund Projects

This category includes projects that are essential to County operations including County office buildings, jails, and social service facilities. Although of lower interest to county residents, providing and maintaining County facilities is important to ongoing County operations, and a health and safety function.

8. ***Set aside a designated amount in annual funding for County operations projects.***

   County operations projects are a critical component of the County's ability to continue to provide a high level of service to residents and employees. As a result, it is important to continue to prioritize the revenue that funds these types of projects and ensure that the level of funding is adequate to cover the growing needs of the County.

9. ***Actively seek public private partnerships for major infrastructure projects.***

   P3s represent a long term contractual arrangement to design, build, finance, operate and maintain a capital facility. These partnerships are increasingly being looked at as a means to generate additional funding and investment from the private sector. The key is they require a revenue stream for repayment of the lease payments.

10. ***Continue to utilize enterprise funds as a way to move County costs for programs and services into specific enterprise funds.***

    Enterprise Funds are an effective way to fund specific projects within individual funds. The County should continue to rely on these funds to support specific County operations such as the Front Range Airport and the Golf Course. In addition, the County should continue to evaluate the specific fees or rates within each of these funds and continually reassess whether or not the current revenue stream adequately supports ongoing operations and capital project costs within each fund.

11. ***Pursue the establishment of a law enforcement authority to help fund costs relating to the Sheriff's Office.***

    Colorado Statutes allow counties to establish law enforcement authorities (LEA) as an alternative and additional way to provide and fund law enforcements services in unincorporated areas. The County could charge up to a 7-mill property tax to provide these services including all law enforcement operations and the capital costs of equipment needed to provide these services. Jefferson, Arapahoe, and Douglas Counties have all implemented a LEA.

7. PROJECT ALIGNMENT AND PRIORITIZATION

This chapter provides an initial framework for how to prioritize the County's Capital Needs Project List. The final details for how exactly prioritization is to be completed should be developed by County staff to fit with current and desired operational approaches.

This study has made an initial compilation of all identified capital and infrastructure projects contained within County master plans. The draft Capital Needs Project List now contains 413 projects identified in 32 County plans and programs, not including what is already in the CIP or in County Enterprise Funds. The *Local Financing Study* made an initial cut at grouping the projects into short- (2017 to 2025), medium- (2025-2035) and long-term (2035-2045) categories.

Proposed Framework Prioritization Approach

The initial long-range Capital Needs Project List contained in this report and compiled in 2017 will need to be further vetted and refined by County staff as further defined below, particularly with respect to estimated timing and estimated project cost. It will also need to be reviewed, revised, and updated annually to account for completed projects as well as changing needs and conditions. The efforts around the Capital Needs Project list to date have demonstrated the need for a more comprehensive, regular, and collaborative capital project prioritization process; however the work of actually prioritizing these projects will be an ongoing effort by the County.

As a next step, the County will need to establish a prioritization process to step down and move from the needs based project list and 27-year timeframe to the CIP funded projects and five-year timeframe. There are a number of alternative approaches to the categorization and prioritization of projects for purposes of moving from planning to programming, and ultimately to funding and construction. The *Making Connections Plan* proposed a Plans to Projects (P2P) Program that was intended to better align long range planning with the CIP. It initially grouped projects into three categories; Plans and Programs, Development Areas, and Infrastructure Projects. The initial category of Plans and Programs includes a number of more policy oriented items such as an Affordable Housing Policy and Complete Streets Policy that are not entirely consistent with capital funding and financing and would need to be modified if this framework were to be used.

Two interim steps are recommended in establishing the prioritization process. First, it will be important to empower a senior level interdepartmental committee to oversee this capital planning process referred to here as the Project Financing Committee (PFC). Second, it is our recommendation that the County consider establishing a Fiscally Constrained Project List as an interim step towards project prioritization between the needs-based plan and the CIP. The process of prioritization within each funding category should be based on a series of criteria agreed to by the PFC. The projects are recommended to be prioritized using a set of evaluation criteria that is tailored to that category.

Project Prioritization Recommendations

The following recommendations were developed through review of the *Making Connections Plan*, development of the Capital Needs Project List, and through the TAC meetings.

1. ***Create a Project Funding Committee (PFC) to categorize and prioritize projects.***

   A Project Funding Committee (PFC) should be empowered to categorize and prioritize projects for funding recommendations to the BOCC. The committee should be composed of County senior staff with expertise in capital finance, long range planning and departments with the greatest portion of capital and infrastructure needs.

2. ***Develop a "Fiscally Constrained" Project List that only includes short and medium term projects.***

   A recommended interim step is to reduce the Capital Needs Project List (2017 to 2045) to eliminate projects with no likely funding. As an initial starting point, the Fiscally Constrained Project List could be based on the short-range (2017 to 2025) and mid-range (2025-2035) projects as currently compiled or adjusted through further analysis of need and funding availability and priority. The intent is to refine the Capital Needs Project List to include only those projects with a reasonable basis for funding over about a 15-year timeframe (exact time period to be determined). This would be done by eliminating projects in the long term 2035 to 2045 timeframe but with some discretion to move projects up or add new projects that will meet an emerging need based on other considerations.

3. ***Categorize the Fiscally Constrained Project List by funding strategy category and develop a prioritization process and criteria for each funding category.***

   The organization of projects by funding strategy category is a recommended approach to better align funding with projects. As described previously, the approach and strategy is to group projects in the three funding categories as a first step to prioritization. Therefore, the projects in each category can be prioritized differently. The impact and value of projects within the project list can vary depending on the audience. There are benefits in grouping projects into the recommended funding categories because they are funded differently in many cases. This also holds true in respect to prioritization. Community oriented improvements are difficult to weigh against projects that enhance County operations. They may be equally important but the community may not value the operational projects as highly as staff. This may be problematic when considering how sales tax initiative dollars are used for the operations projects and require voter approval. The criteria that are used to prioritize projects should differ based on the type of projects.

4. ***Incorporate processes for input into prioritization from internal and external groups for each funding category.***

   Many of the strategies suggested include some participation from other jurisdictions, residents, property owners, and other stakeholders to be successful. Including these groups in various ways within the prioritization process will help build buy-in for both which projects are funded and for potential new funding sources.

Funding Category Prioritization Criteria

Each category should have both a distinct input and review approach and criteria for prioritizing projects. The recommended approach for each funding category is provided below. In addition to the County's broad Mission and Vision (shown below), the County currently uses the Commissioners' goals as one criteria used to prioritize projects. The Commissioner goals can be used to organize the review criteria for each funding category, which are more specific to the desired outcomes of the project.

Mission

To responsibly serve the Adams County community with integrity and innovation.

Vision

Adams County is the most innovative and inclusive county in America for all families and businesses.

County Commission Goals

The Board of County Commissioners (BOCC) has identified five goals: Education and Economic Prosperity, High Performing and Fiscally Responsible Government, Quality of Life, Safe and Reliable Infrastructure, and Community Enrichment. The following questions were developed to score the relevance of the goals to each project.

- Contribute to Education or Economic Prosperity
    - Is there a direct link to current economic development efforts/objectives?
    - Is the project related to education institutions or programs?
    - How does the project increase the standard of living?
- High performing, fiscally responsible government
    - Does the project reduce County operations costs, or does the project provide an improvement that is more cost effective to operate and maintain?
- Does it improve the current level of safety and reliability of County infrastructure in the area?
- Does the project improve the County's and/or partner agencies' human services programs?
- Does it enhance the quality of life for Adams County residents and/or businesses?

Countywide Projects

For Countywide Projects, an internal County committee should manage the prioritization process. This role could be played by the PFC or another group of staff. Considering the purview of these projects, inclusion of other municipal or jurisdictional stakeholders would be useful to supplement the internal County group. The managing group should incorporate a community feedback process to influence prioritization. Easiest approach would be incorporate questions regarding potential projects into the County's annual surveying. However, other approaches could be taken to solicit community feedback.

The preliminary project review criterion for Countywide Projects is provided below. A simple scoring system (1 point for a demonstrable yes for each question) could be used but can be weighted to value certain criteria more.

General Criteria

- Is the project within an existing plan?
- Has the project been identified and placed onto the Long-Range Project List by multiple departments and/or offices?
- Is the project a multi-jurisdictional project and/or identified in other jurisdiction plans?

Education or Economic Prosperity

- Is there a direct link to current economic development efforts/objectives?
- Is the project related to education institutions or programs?

High performing, fiscally responsible government

- Does the project reduce County operations costs, or does the project provide an improvement that is more cost effective to operate and maintain?
- Does the project have funding partners?
- Is there a specific funding source/strategy that could fund the project in the near-term? And/or is the project eligible for grants and/or state/federal funding that can be obtained within the five years?
- What is the impact to ongoing operational costs? Does the County have capacity to address the added costs?

Safe and Reliable Infrastructure

- Does it improve the current level of safety and reliability of County infrastructure in the area?

Community Enrichment

- Does the project improve the County's and/or partner agencies' human services programs?
- What is the impact on County and residents if the project is not completed?

Quality of Life

- Does it enhance the quality of life for Adams County residents and/or businesses?

Local Area Projects

The PFC should also manage the prioritization process for Local Area Projects. Considering the purview of these projects, Allowing for input from neighborhood organizations should be accounted for a some point in the process. The preliminary project review criterion for Local Area Projects is provided below.

General Criteria

- Is the project within an existing plan?
- Has the project been identified and placed onto the Long-Range Project List by multiple departments and/or offices?
- Is it identified as a priority project for a neighborhood(s)?

Education or Economic Prosperity

- Is there a direct link to current economic development efforts/objectives?
- Is the project related to education institutions or programs?

High performing, fiscally responsible government

- Does the project reduce County operations costs, or does the project provide an improvement that is more cost effective to operate and maintain?
- Can it be funded by a localized funding strategy? Can it be funded and constructed as part of a larger group of projects?
- Is it eligible for a grant, matching funds, or have partner funders?
- What is the impact to ongoing operational costs? Does the County have capacity to address the added costs?

Safe and Reliable Infrastructure

- Does it improve the current level of safety and reliability of County infrastructure in the area?

Community Enrichment

- Does the project improve the County's and/or partner agencies' human services programs?
- Does the project have a catalytic effect? Can it allow for programs to be improved or implemented?
- What is the impact on residents if the project is not completed?

Quality of Life

- Does it enhance the quality of life for Adams County residents and/or businesses?
- Does the project have a catalytic effect?
- Can it facilitate new development or reinvestment?

County Operations Projects

For County operations projects an internal review committee (either the PFC or another capital project-oriented group) should prioritize the projects within this category.

The preliminary project review criterion for County operations projects is provided below. A simple scoring system (1 point for a demonstrable yes for each question) should be used.

General Criteria

- Is the project within an existing plan?
- Has the project been identified and placed onto the Long-Range Project List by multiple departments and/or elected officers?

Education or Economic Prosperity

- Is there a direct link to current economic development efforts/objectives?
- Is the project related to education institutions or programs?

High performing, fiscally responsible government

- Does the project reduce County operations costs, or does the project provide an improvement that is more cost effective to operate and maintain?
- Can it be funded with a County enterprise fund?
- What is the impact to ongoing operational costs? Does the County have capacity to address the added costs?

Safe and Reliable Infrastructure

- Does it improve the current level of safety and reliability of County infrastructure in the area?
- What is the impact on the County if the project is not completed?

Community Enrichment

- Does the project improve the County's and/or partner agencies' human services programs?

8. NEXT STEPS

In February of 2018, EPS participated in the annual Adams County Summit. At this meeting EPS presented the conclusions and recommendations of this *Local Financing Study* and also facilitated a number of exercises designed to further the discussion around local financing in Adams County and around strategies and next steps. One of the key results of these exercises was a general agreement among members of the BOCC and senior staff regarding the need for continuing to work on long range project needs prioritization and capital funding.

Adams County should be commended for investing its resources in planning for long range capital and infrastructure needs. We are not aware of this level of effort being undertaken at any other local government in the state. That said, it will only be "another plan on the shelf" if it is not implemented. Continuing the process of project needs refinement and working on supplemental funding sources and financing strategies is not within the current responsibilities of most County staff, and it will likely not get the attention and level of effort needed unless the appropriate senior County staff are empowered to continue this work.

This section of the report provides an overview of the feedback provided at the 2018 Adams County Summit and a summary of specific "next steps" that the County can pursue to implement the recommendations included in this study.

Photo: Adams County 2018 Summit

Project Prioritization

There is a collective understanding that project prioritization is difficult. The draft Capital Needs Project List compiled by EPS contains 413 projects identified in 32 County plans and programs that have been initially categorized into short-, medium- and long-term needs. This categorization needs further vetting by County staff with greater knowledge of project specifics. There are also a significant number of projects without cost estimates and a desire for a more consistent approach to estimating project costs.

There was agreement that developing a Fiscally Constrained Project List was a needed interim step in the project prioritization process. The timeframe for this list and the level of funding probability or likelihood will still need to be determined.

The categorization of the Fiscally Constrained Project List by funding strategy category or bucket needs further discussion. The three project categories—Countywide, Local Area, and County Operations, has support; however, the impact of funding sources and availability by project type (Roads, Parks and Open Space, Facilities, etc.) will still need to be factored into the prioritization of projects within each funding bucket.

There was also agreement around the need for a Project Funding Committee and that this should be the first step taken. The three project management committee members for the Local Financing Committee were recommended to become the initial members of the PFC. Additional members will need to be included to provide subject specific knowledge and insight into the major focus areas on capital construction including; but not limited to, Road & Bridge, Parks and Open Space, Capital Facilities and others etc.

Finally, it was acknowledged that this is largely an internal County planning and financing function. Public input will be important but should be provided through existing avenues. This will primarily be through participation in the development of the master plans recommending the initial project lists and through the ongoing annual quality of life survey.

Funding and Financing

The Summit reinforced the study conclusion that the County will need additional funding to address the capital funding gap that is only going to continue to grow. Many of the recommended supplemental funding sources and financing strategies, which were reviewed and confirmed with the Summit attendees, can be implemented in the near future.

The most important next step action was identified as continuing and/or enhancing the use of sales tax-based initiatives for funding community facilities and infrastructure. The importance of the existing dedicated sales taxes for project funding was confirmed by all. There was also support and interest in investigating the viability and political support for increasing the overall rate from 0.75 percent to 1.0 percent in the near future. EPS reviewed three alternative implementation actions with Summit attendees.

- Maintain the existing dedicated sales taxes but with a proportional increase in each dedicated sales tax levy.
- Maintain approach to Open Space and Transportation sales taxes and broaden the Capital Facilities sales tax for a greater variety of County capital projects with an increase of the rate from 0.30 percent to 0.55 percent.
- Create a broad community improvement program by combining all existing sales tax levies into a single 1.0 percent tax levy to fund a specific package of high priority projects (renewed every 8 to 10 years).

There was general agreement that moving from 0.75 percent to 1.0 percent is a potential option to raise additional revenue for capital projects. However, it is also recognized that increasing the sales tax rate presents various challenges (election cycle, economic conditions, political support), and that these challenges are associated in varying degrees with all three approaches.

Getting buy-in for a sales tax increase would also need support from the cities as they also share in these revenues and approval of any changes will likely take a countywide vote. To this end, the alternative of converting to a community-based initiative with a broad-based project package might increase the voter appeal for a tax increase.

The timing of a sales tax election would need further vetting. The various pros and cons associated with a general election or off-year ballot initiative will need to be considered. The BOCC and County Manager's Office should consider convening an intergovernmental task force to address these sales tax options as an initial step towards building consensus around the most supportable alternatives.

Appendix

#	Plan Name	Plan Yr.	Project Name	Category	Timeframe	Cost
1	Front Range Airport MP	2016	A - Rehab Taxilane A7 into Hangar Area	Capital Facilities/Enterprise	Short Range	$25,000
2	Front Range Airport MP	2016	B - Fog Seal Terminal Ramp (East)	Capital Facilities/Enterprise	Short Range	$379,225
3	Front Range Airport MP	2016	C - Acquire Airport Maintenance Equipment – Replace Loader	Capital Facilities/Enterprise	Short Range	$200,000
4	Front Range Airport MP	2016	D - Fog Seal Terminal Ramp (West)	Capital Facilities/Enterprise	Short Range	$416,764
5	Front Range Airport MP	2016	E - Fog Seal Runway 8/26	Capital Facilities/Enterprise	Short Range	$780,319
6	Front Range Airport MP	2016	F - Acquire Airport Maintenance Equipment - Replace Loader & Snow Blower Attachment	Capital Facilities/Enterprise	Short Range	$530,000
7	Front Range Airport MP	2016	G - Fog Seal Taxiways A, B, and E	Capital Facilities/Enterprise	Short Range	$331,420
8	Front Range Airport MP	2016	H - Acquire Airport Maintenance Equipment – Replace SRE Truck	Capital Facilities/Enterprise	Short Range	$654,000
9	Front Range Airport MP	2016	I - Rehabilitate Terminal Apron (East) (Phase 1)	Capital Facilities/Enterprise	Short Range	$65,498
10	Front Range Airport MP	2016	J - Rehabilitate Taxiway C & Install Lighting on Taxiways A & C	Capital Facilities/Enterprise	Short Range	$100,796
11	Front Range Airport MP	2016	K - Acquire Airport Maintenance Equipment – Replace High-speed Runway Blower:	Capital Facilities/Enterprise	Short Range	$672,000
12	Front Range Airport MP	2016	L - Fog Seal Runway 17/35	Capital Facilities/Enterprise	Short Range	$828,782
13	Front Range Airport MP	2016	M - Acquire Airport Maintenance Equipment – Replace Runway Broom	Capital Facilities/Enterprise	Short Range	$690,000
14	Front Range Airport MP	2016	N - Fog Seal Taxilane A7	Capital Facilities/Enterprise	Short Range	$64,900
15	Front Range Airport MP	2016	O - Acquire Airport Maintenance Equipment – Replace SRE Truck	Capital Facilities/Enterprise	Short Range	$708,000
16	Front Range Airport MP	2016	P - Fog Seal Taxiway D	Capital Facilities/Enterprise	Short Range	$313,910
17	Front Range Airport MP	2016	Q - Rehabilitate Runway 17/35 (Design)	Capital Facilities/Enterprise	Short Range	$20,667
18	Front Range Airport MP	2016	R - Rehabilitate Runway 17/35 (Construct)	Capital Facilities/Enterprise	Short Range	$381,000
19	Front Range Airport MP	2016	S - Fog Seal Taxiway A, B, E	Capital Facilities/Enterprise	Short Range	$38,615
20	Front Range Airport MP	2016	T - Fog Seal 8/26	Capital Facilities/Enterprise	Mid Range	$97,908
21	Front Range Airport MP	2016	U - Acquire Airport Maintenance Equipment – Replace ARFF Truck	Capital Facilities/Enterprise	Mid Range	$1,064,000
22	Front Range Airport MP	2016	V - Install Airfield Perimeter Fencing	Capital Facilities/Enterprise	Mid Range	$197,505
23	Front Range Airport MP	2016	W - Fog Seal Taxiway A	Capital Facilities/Enterprise	Mid Range	$24,587
24	Front Range Airport MP	2016	X - Rehabilitate Runway 8/26	Capital Facilities/Enterprise	Mid Range	$342,990
25	Front Range Airport MP	2016	Y -Fog Seal Runway 17/35	Capital Facilities/Enterprise	Mid Range	$110,985
26	Front Range Airport MP	2016	Z - Reconstruct & Strengthen East Ramp (Phase 1) & Taxiway D7	Capital Facilities/Enterprise	Mid Range	$459,015
27	Front Range Airport MP	2016	AA - Strengthen Taxiways D1 & D2	Capital Facilities/Enterprise	Mid Range	$157,000
28	Front Range Airport MP	2016	BB - Rehabilitate Terminal Apron (East) (Phase 2)	Capital Facilities/Enterprise	Mid Range	$117,750
29	Front Range Airport MP	2016	CC - Expand Existing SRE Facility	Capital Facilities/Enterprise	Mid Range	$1,056,610
30	Front Range Airport MP	2016	DD - Construct Taxiway E Holding Bay	Capital Facilities/Enterprise	Mid Range	$70,258
31	Front Range Airport MP	2016	EE - Rehabilitate Taxilane A7D	Capital Facilities/Enterprise	Mid Range	$26,167
32	Front Range Airport MP	2016	FF - Rehabilitate Taxilane A8A	Capital Facilities/Enterprise	Mid Range	$26,167
33	Front Range Airport MP	2016	GG - Rehabilitate Taxilane A8B	Capital Facilities/Enterprise	Mid Range	$26,167
34	Front Range Airport MP	2016	HH - Rehabilitate Taxilane A8C	Capital Facilities/Enterprise	Mid Range	$26,167
35	Front Range Airport MP	2016	II - Construct New Taxiway from Taxiway A to Hangars	Capital Facilities/Enterprise	Mid Range	$117,750
36	Front Range Airport MP	2016	JJ - Rehabilitate Terminal Apron (West)	Capital Facilities/Enterprise	Mid Range	$235,500
37	Front Range Airport MP	2016	KK - Reconstruct East Apron (Phase 2)	Capital Facilities/Enterprise	Mid Range	$785,000
38	Front Range Airport MP	2016	LL - Construct Large FBO Hangar	Capital Facilities/Enterprise	Mid Range	$6,280,000
39	Comprehensive Plan	2012	Mitigation Strategy Action 10: Acquisition Projects	Capital Facilities/Enterprise	N/A	N/A
40	Comprehensive Plan	2012	Mitigation Strategy Action 3: Redundant Emergency Operations Center Communication Syst	Capital Facilities/Enterprise	N/A	N/A
41	Lower Brantner Gulch Plan	2006	Lower Brantner Gulch Drainage Improvements HEC-RAS OUTPUT	Capital Facilities/Enterprise	N/A	$10,000,000
42	Master Planned Drainage Needs	1989	54th and Pecos	Capital Facilities/Enterprise	N/A	$30,063,145
43	Master Planned Drainage Needs	2002	Basin 4100	Capital Facilities/Enterprise	N/A	$7,342,675
44	Master Planned Drainage Needs	1992	Beebe Draw Barr Lake	Capital Facilities/Enterprise	N/A	$192,350,389
45	Master Planned Drainage Needs	2012	Big Dry Creek	Capital Facilities/Enterprise	N/A	$39,107,137
46	Master Planned Drainage Needs	2014	Box Elder Creek	Capital Facilities/Enterprise	N/A	$182,047,636
47	Master Planned Drainage Needs	2006	Brighton	Capital Facilities/Enterprise	N/A	$63,455,961
48	Master Planned Drainage Needs	2008	Clear Creek	Capital Facilities/Enterprise	N/A	$57,425,760
49	Master Planned Drainage Needs	1980	DFA 0054	Capital Facilities/Enterprise	N/A	$8,304,800
50	Master Planned Drainage Needs	2000	Globeville	Capital Facilities/Enterprise	N/A	$2,567,033
51	Master Planned Drainage Needs	2013	Globeville	Capital Facilities/Enterprise	N/A	$19,136,575
52	Master Planned Drainage Needs	1996	Grange Hall Creek	Capital Facilities/Enterprise	N/A	$2,287,000
53	Master Planned Drainage Needs	2008	Hidden Lakes - Bates Lake	Capital Facilities/Enterprise	N/A	$223,250
54	Master Planned Drainage Needs	2003	Horse Creek	Capital Facilities/Enterprise	N/A	$28,385,177
55	Master Planned Drainage Needs	2011	Irondale Gulch Totals	Capital Facilities/Enterprise	N/A	$20,552,082
56	Master Planned Drainage Needs	1988	Kalcevik Gulch	Capital Facilities/Enterprise	N/A	$3,466,541
57	Master Planned Drainage Needs	2015	Kalcevik Gulch OSP	Capital Facilities/Enterprise	N/A	$27,286,505
58	Master Planned Drainage Needs	1979	Little Dry Creek	Capital Facilities/Enterprise	N/A	$12,996,674
59	Master Planned Drainage Needs	2002	Lower First Creek	Capital Facilities/Enterprise	N/A	$84,426,057
60	Master Planned Drainage Needs	1997	Niver Creek	Capital Facilities/Enterprise	N/A	$85,415
61	Master Planned Drainage Needs	2004	Second Creek Totals	Capital Facilities/Enterprise	N/A	$42,598,649
62	Master Planned Drainage Needs	2002	South Platte	Capital Facilities/Enterprise	N/A	$96,596,737
63	Master Planned Drainage Needs	1990	Third Creek	Capital Facilities/Enterprise	N/A	$55,029,404
64	Master Planned Drainage Needs	2003	Todd Creek DFA 0052	Capital Facilities/Enterprise	N/A	$25,920,734
65	Master Planned Drainage Needs	1991	Utah Junction	Capital Facilities/Enterprise	N/A	$10,659,019
66	Master Planned Drainage Needs	1992	Western Hills	Capital Facilities/Enterprise	N/A	$35,194,608
67	Golf Course	N/A	Bridge Repair	Capital Facilities/Enterprise	N/A	$60,000
68	Golf Course	N/A	Bunker Renovation	Capital Facilities/Enterprise	N/A	$150,800
69	Golf Course	N/A	Cart Path Repairs/Additions	Capital Facilities/Enterprise	N/A	$650,000
70	Golf Course	N/A	Club house/DR Building/Cart Barn Renovations	Capital Facilities/Enterprise	N/A	$2,000,000
71	Golf Course	N/A	Dredge Irrigation Lakes	Capital Facilities/Enterprise	N/A	$40,000
72	Golf Course	N/A	driving range renovation	Capital Facilities/Enterprise	N/A	$50,000
73	Golf Course	N/A	Equipment Rotation	Capital Facilities/Enterprise	N/A	$200,000
74	Golf Course	N/A	GPS for golf carts	Capital Facilities/Enterprise	N/A	$100,000
75	Golf Course	N/A	Internet Connections	Capital Facilities/Enterprise	N/A	$25,000
76	Golf Course	N/A	Irrigation Ditch Repairs	Capital Facilities/Enterprise	N/A	$100,000
77	Golf Course	N/A	Irrigation upgrades	Capital Facilities/Enterprise	N/A	$450,000
78	Golf Course	N/A	Lake Edge Stabilization	Capital Facilities/Enterprise	N/A	$80,000
79	Golf Course	N/A	Maintenance Building/halfway houses/shelter renovations	Capital Facilities/Enterprise	N/A	$200,000
80	Golf Course	N/A	Native Grass enhancements	Capital Facilities/Enterprise	N/A	$10,000
81	Golf Course	N/A	Parking lot resurfacing	Capital Facilities/Enterprise	N/A	$100,000
82	Golf Course	N/A	Pedestrian Bridge Replacements	Capital Facilities/Enterprise	N/A	$3,500,000
83	Golf Course	N/A	Riverdale Dunes Irrigation/Pumps & Pump House	Capital Facilities/Enterprise	N/A	$3,500,000
84	Golf Course	N/A	Sewer Lines Replacement	Capital Facilities/Enterprise	N/A	$200,000
85	Golf Course	N/A	Teaching facility on the range	Capital Facilities/Enterprise	N/A	$200,000
86	Golf Course	N/A	Tie-wall Repair/Replacement	Capital Facilities/Enterprise	N/A	$1,125,000
87	Golf Course	N/A	Tree Plan	Capital Facilities/Enterprise	N/A	$15,000
88	Southwest Adams County Framework Plan	2005	Stormwater System Improvement Lowell/ 55 Ave	Capital Facilities/Enterprise	N/A	N/A
89	Southwest Adams County Framework Plan	2005	Stormwater System Improvement Tennyson/ 55 Ave	Capital Facilities/Enterprise	N/A	N/A
90	Capital Facilities	2017	Adams County Service Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$8,750,000
91	Capital Facilities	2017	Al Lesser: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$500,000
92	Capital Facilities	2017	Animal Shelter: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$3,625,000
93	Capital Facilities	2017	Animal Shelter: New Animal Shelter in Regional Park	Capital Facilities/Enterprise	Short Range	$14,500,000
94	Capital Facilities	2017	Annual CW Paving, Painting, & Flooring: Cost Center 1130, 1131, & 1132	Capital Facilities/Enterprise	N/A	$1,650,000
95	Capital Facilities	2017	Aurora Motor Vehicle: Lease Space Renewal / Refresh	Capital Facilities/Enterprise	Mid Range	$281,250
96	Capital Facilities	2017	Aurora Services Campus (combined): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$5,625,000
97	Capital Facilities	2017	Aurora Services Campus (combined): Consolidation of WFBC, DMV, & others	Capital Facilities/Enterprise	Short Range	$22,500,000
98	Capital Facilities	2017	CFC Grant St: Lease Space Renewal / Refresh	Capital Facilities/Enterprise	Long Range	$375,000
99	Capital Facilities	2017	Children & Family Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	N/A	N/A
100	Capital Facilities	2017	Commerce City Area Probation: WAG - Space for Probation ???	Capital Facilities/Enterprise	Short Range	$1,000,000
101	Capital Facilities	2017	Coroner's Office: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$2,481,500
102	Capital Facilities	2017	Detention Facility-Existing Jail: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$18,500,000
103	Capital Facilities	2017	Detention Facility-New F Module: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$15,710,700
104	Capital Facilities	2017	District Attorneys Building: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$4,875,000
105	Capital Facilities	2017	District Attorneys Building: Renovation (staff growth / Probation out)	Capital Facilities/Enterprise	Short Range	$5,250,000
106	Capital Facilities	2017	District Attorneys Building: Security Upgrades (Main Entrance)	Capital Facilities/Enterprise	Short Range	$250,000

#	Plan Name	Plan Yr.	Project Name	Category	Timeframe	Cost
107	Capital Facilities	2017	Exhibit Hall: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,375,000
108	Capital Facilities	2017	Facilities Management's Storage Facility: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$800,000
109	Capital Facilities	2017	Flat Rock - Master Plan (Admin)/HQ): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$5,000,000
110	Capital Facilities	2017	Flat Rock - Master Plan (Admin)/HQ): Administration Building / Sheriff HQ	Capital Facilities/Enterprise	Short Range	$20,000,000
111	Capital Facilities	2017	Flat Rock - Master Plan (Gun Range): Additional Shooting Range	Capital Facilities/Enterprise	Short Range	$1,875,000
112	Capital Facilities	2017	Flat Rock - Master Plan (PAC): 15 Year Renewal (Track & Site)	Capital Facilities/Enterprise	Mid Range	$1,250,000
113	Capital Facilities	2017	Flat Rock - Master Plan (PAC): Physical Agility Course	Capital Facilities/Enterprise	Short Range	$2,500,000
114	Capital Facilities	2017	Flat Rock - Master Plan (Rifle Range): Rifle Range	Capital Facilities/Enterprise	Short Range	$2,500,000
115	Capital Facilities	2017	Flat Rock - Master Plan (Road & Util): Road and Utility Extension	Capital Facilities/Enterprise	Short Range	$8,125,000
116	Capital Facilities	2017	Flat Rock - Master Plan (Road Course): 25 Year Renewal (Paving & Drainage)	Capital Facilities/Enterprise	Long Range	$2,250,000
117	Capital Facilities	2017	Flat Rock - Master Plan (Road Course): Additional Road Course	Capital Facilities/Enterprise	Short Range	$2,250,000
118	Capital Facilities	2017	Flat Rock - Master Plan (Scenario Village): 15 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$1,250,000
119	Capital Facilities	2017	Flat Rock - Master Plan (Scenario Village): Scenario Village	Capital Facilities/Enterprise	Mid Range	$5,000,000
120	Capital Facilities	2017	Flatrock Training Facility: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$3,500,000
121	Capital Facilities	2017	Fleet & Public Works (& Probation): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$2,887,500
122	Capital Facilities	2017	Fleet & Public Works (& Probation): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$9,500,000
123	Capital Facilities	2017	Fleet & Public Works (& Probation): Redeveloped Facility (per 2017 Plan)	Capital Facilities/Enterprise	Short Range	$38,000,000
124	Capital Facilities	2017	Golf Course Club House : 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,041,375
125	Capital Facilities	2017	Government Center - Space Utilization: Re-use Space (Workforce Move & Security)	Capital Facilities/Enterprise	Short Range	$1,125,000
126	Capital Facilities	2017	Government Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$24,300,000
127	Capital Facilities	2017	Honnen Building: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	N/A	N/A
128	Capital Facilities	2017	Human Service Building: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	N/A	N/A
129	Capital Facilities	2017	Human Services Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$23,598,750
130	Capital Facilities	2017	Human Services Center: Build-out of Unassigned Space	Capital Facilities/Enterprise	Short Range	$4,500,000
131	Capital Facilities	2017	Justice Center - Expansion (East Wing): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$10,000,000
132	Capital Facilities	2017	Justice Center - Expansion (East Wing): East Wing Expansion (per previous concept)	Capital Facilities/Enterprise	Long Range	$40,000,000
133	Capital Facilities	2017	Justice Center - Expansion (Parking Deck): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$750,000
134	Capital Facilities	2017	Justice Center - Expansion (Parking Deck): Parking Deck for Loss due to Expansion	Capital Facilities/Enterprise	Long Range	$3,000,000
135	Capital Facilities	2017	Justice Center - Expansion (Power Plant): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$2,500,000
136	Capital Facilities	2017	Justice Center - Expansion (Power Plant): Power Plant for JC Campus	Capital Facilities/Enterprise	Long Range	$10,000,000
137	Capital Facilities	2017	Justice Center - Loop Road Extenison: Extend Service Loop Around Building	Capital Facilities/Enterprise	Short Range	$385,000
138	Capital Facilities	2017	Justice Center - Sheriff's Yard Rework: Rework Parking & Bus Queuing	Capital Facilities/Enterprise	Short Range	$550,000
139	Capital Facilities	2017	Justice Center Area Probation: WAG - Space for Probation	Capital Facilities/Enterprise	Short Range	$1,000,000
140	Capital Facilities	2017	Justice Center Phase II: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$7,687,500
141	Capital Facilities	2017	Justice Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$15,170,100
142	Capital Facilities	2017	Leader Blade Station: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$312,500
143	Capital Facilities	2017	Leader Blade Station: Fleet / Public Works - New Wash Bay	Capital Facilities/Enterprise	Short Range	$1,250,000
144	Capital Facilities	2017	Motor Vehicle Warehouse: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	N/A	N/A
145	Capital Facilities	2017	New Aurora Work Force Center: Lease Space Renewal / Refresh	Capital Facilities/Enterprise	Long Range	$627,438
146	Capital Facilities	2017	New Sheriff's & Coroner's Office: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	N/A	N/A
147	Capital Facilities	2017	Old Sheriff's Shooting Range: CAP Renewal / Maintenance with Solar (10 Years & 20 years)	Capital Facilities/Enterprise	Mid Range	$1,089,000
148	Capital Facilities	2017	Parks Admin : 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$1,875,000
149	Capital Facilities	2017	Parks-Dome: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$1,750,000
150	Capital Facilities	2017	Red Cross Bldg.: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$197,025
151	Capital Facilities	2017	Regional Park - Master Plan (Amphitheater): 25 Year Renewal (Shell & Lighting)	Capital Facilities/Enterprise	Long Range	$37,500
152	Capital Facilities	2017	Regional Park - Master Plan (Amphitheater): Amphitheater Improvements	Capital Facilities/Enterprise	Short Range	$150,000
153	Capital Facilities	2017	Regional Park - Master Plan (Booths): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$140,000
154	Capital Facilities	2017	Regional Park - Master Plan (Booths): Misc. Pavilions / Ticketing / Small Facilities	Capital Facilities/Enterprise	Mid Range	$560,000
155	Capital Facilities	2017	Regional Park - Master Plan (Expo Hall): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$2,275,000
156	Capital Facilities	2017	Regional Park - Master Plan (Expo Hall): New Expo/Multipurpose Hall	Capital Facilities/Enterprise	Short Range	$9,100,000
157	Capital Facilities	2017	Regional Park - Master Plan (Fac.Ops.): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$750,000
158	Capital Facilities	2017	Regional Park - Master Plan (Fac.Ops.): Facility Operations Building	Capital Facilities/Enterprise	Short Range	$3,000,000
159	Capital Facilities	2017	Regional Park - Master Plan (Gr.Std.): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$1,109,375
160	Capital Facilities	2017	Regional Park - Master Plan (Gr.Std.): New Grandstands, Restrooms, etc.	Capital Facilities/Enterprise	Short Range	$4,437,500
161	Capital Facilities	2017	Regional Park - Master Plan (Ind. Arena): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$5,625,000
162	Capital Facilities	2017	Regional Park - Master Plan (Ind. Arena): New Indoor Arena / Multi-Use Space	Capital Facilities/Enterprise	Short Range	$13,125,000
163	Capital Facilities	2017	Regional Park - Master Plan (N Amenities): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$350,000
164	Capital Facilities	2017	Regional Park - Master Plan (N Amenities): North Park Area amenities (pier, playgd, etc.)	Capital Facilities/Enterprise	Mid Range	$1,400,000
165	Capital Facilities	2017	Regional Park - Master Plan (Nature Center): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$875,000
166	Capital Facilities	2017	Regional Park - Master Plan (Nature Center): Misc. Pavilions / Ticketing / Small Facilities	Capital Facilities/Enterprise	Mid Range	$3,500,000
167	Capital Facilities	2017	Regional Park - Master Plan (Pavilions): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$125,000
168	Capital Facilities	2017	Regional Park - Master Plan (Pavilions): Park Pavilions / Shelters	Capital Facilities/Enterprise	Mid Range	$500,000
169	Capital Facilities	2017	Regional Park - Master Plan (Road & Util): 25 Year Renewal (Paving & Drainage)	Capital Facilities/Enterprise	Long Range	$1,250,000
170	Capital Facilities	2017	Regional Park - Master Plan (Road & Util): Road & Utility Infrastructure	Capital Facilities/Enterprise	Short Range	$5,000,000
171	Capital Facilities	2017	Regional Park - Master Plan (S Amenities): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$350,000
172	Capital Facilities	2017	Regional Park - Master Plan (S Amenities): South Park Area amenities (pier, playgd, etc.)	Capital Facilities/Enterprise	Mid Range	$1,400,000
173	Capital Facilities	2017	Regional Park - Master Plan (Sitework): 15 Year Renewal (site work)	Capital Facilities/Enterprise	Long Range	$2,500,000
174	Capital Facilities	2017	Regional Park - Master Plan (Sitework): Parking Lots, Plazas, Landscaping, etc.	Capital Facilities/Enterprise	Short Range	$10,000,000
175	Capital Facilities	2017	Regional Park - Master Plan (Stall/Barns): 25 Year Renewal (Shell & Lighting)	Capital Facilities/Enterprise	Long Range	$4,012,500
176	Capital Facilities	2017	Regional Park - Master Plan (Stall/Barns): New Barns / Stalling Facility	Capital Facilities/Enterprise	Short Range	$16,050,000
177	Capital Facilities	2017	Regional Park - Master Plan (Trails): 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$1,400,000
178	Capital Facilities	2017	Regional Park - Master Plan (Trails): Park Pavilions / Shelters	Capital Facilities/Enterprise	Mid Range	$5,600,000
179	Capital Facilities	2017	Regional Park - Park Boulevard Extension: 25 Year Renewal (Paving & Drainage)	Capital Facilities/Enterprise	Long Range	$625,000
180	Capital Facilities	2017	Regional Park - Park Boulevard Extension: Road & Utility Infrastructure	Capital Facilities/Enterprise	Short Range	$2,500,000
181	Capital Facilities	2017	Regional Park - Sewage Lagoon Decomm: Decommission Lagoon	Capital Facilities/Enterprise	Short Range	$1,400,000
182	Capital Facilities	2017	Regional Park - TBD Project near Shelter: County Support for potential partner project	Capital Facilities/Enterprise	Short Range	$10,000,000
183	Capital Facilities	2017	Regional Park Shop: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$675,000
184	Capital Facilities	2017	Renovate Coroner's Office: Renovate for total occupancy by Coroner	Capital Facilities/Enterprise	Short Range	$7,444,500
185	Capital Facilities	2017	Sale Barn: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Short Range	$262,500
186	Capital Facilities	2017	Salt Dome - Commerce City: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$900,000
187	Capital Facilities	2017	Security Projects / County Wide: Long Term - Forecast	Capital Facilities/Enterprise	Short Range	$2,500,000
188	Capital Facilities	2017	Security Projects / County Wide: Short Term - Forecast	Capital Facilities/Enterprise	Short Range	$500,000
189	Capital Facilities	2017	Service Center - Vehicle Storage: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$550,000
190	Capital Facilities	2017	Service Center - Vehicle Storage: Vehicle Storage and Lot (Bomb, Swat, etc.)	Capital Facilities/Enterprise	Short Range	$2,200,000
191	Capital Facilities	2017	Service Center (Location TBD): Tri-County Relocation / Renovation for Growth	Capital Facilities/Enterprise	Mid Range	$2,250,000
192	Capital Facilities	2017	Strasburg Public Works Shops - Wash Bay: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Long Range	$312,500
193	Capital Facilities	2017	Strasburg Public Works Shops - Wash Bay: Fleet / Public Works - New Wash Bay	Capital Facilities/Enterprise	Short Range	$1,250,000
194	Capital Facilities	2017	Strasburg Public Works Shops: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$612,500
195	Capital Facilities	2017	Strategic Land Acquisition: Additional Growth at Justice Center	Capital Facilities/Enterprise	Short Range	$4,356,000
196	Capital Facilities	2017	Strategic Land Acquisition: Aurora Campus for Multiple Services	Capital Facilities/Enterprise	Short Range	$5,227,200
197	Capital Facilities	2017	Strategic Land Acquisition: Head Start - Brighton Campus	Capital Facilities/Enterprise	Short Range	$871,200
198	Capital Facilities	2017	Strategic Land Acquisition: Probation / Commerce City Needs	Capital Facilities/Enterprise	Short Range	$1,742,400
199	Capital Facilities	2017	Strategic Land Acquisition: Sheriff's Office - Bomb Range	Capital Facilities/Enterprise	Short Range	$4,356,000
200	Capital Facilities	2017	Western Service Center: 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$4,125,000
201	Capital Facilities	2017	Western Service Center: Security / Probation Upgrades	Capital Facilities/Enterprise	Short Range	$150,000
202	Capital Facilities	2017	Westminster Motor Vehicle & Elections: Additional Workstations	Capital Facilities/Enterprise	Short Range	$200,000
203	Capital Facilities	2017	Westminster Motor Vehicle & Elections: Lease Space Renewal / Refresh	Capital Facilities/Enterprise	Long Range	$493,125
204	Capital Facilities	2017	Whittier Public Works Support Facility : 25 Year Renewal (Roof, Mechanical, Layouts)	Capital Facilities/Enterprise	Mid Range	$250,000
205	Capital Facilities	2017	HSB Improvements for Condominium	Capital Facilities/Enterprise	Short Range	$2,000,000
206	Capital Facilities	2017	Flat Rock - Additional Skills Pad	Capital Facilities/Enterprise	N/A	$750,000
207	Capital Facilities	2017	Flat Rock - Future Evoc/Driver Training Building	Capital Facilities/Enterprise	N/A	$250,000
208	Capital Facilities	2017	Flat Rock - Additional Parking	Capital Facilities/Enterprise	N/A	$500,000
209	Capital Facilities	2017	Flat Rock - Pavilion on site @ training amenities and restroom	Capital Facilities/Enterprise	N/A	$350,000
210	Capital Facilities	2017	Flat Rock - Car Storage (Heated and Indoor)	Capital Facilities/Enterprise	N/A	$1,000,000
211	Capital Facilities	2017	Flat Rock - Shoot House	Capital Facilities/Enterprise	N/A	$500,000
212	Clear Creek Corridor Master Plan	2017	Additional trailhead parking areas	Community-Wide	N/A	$3,000,000

#	Plan Name	Plan Yr.	Project Name	Category	Timeframe	Cost
213	Clear Creek Corridor Master Plan	2017	Clear Creek Bike Share program (Sheridan, Federal, Little Dry Creek Lake, Confluence with	Community-Wide	N/A	$200,000
214	Clear Creek Corridor Master Plan	2017	Clear Creek Wetlands	Community-Wide	N/A	$1,500,000
215	Clear Creek Corridor Master Plan	2017	Clear Creek/South Platte Confluence	Community-Wide	N/A	$5,000,000
216	Clear Creek Corridor Master Plan	2017	Hawk Crossing at Tennyson Street	Community-Wide	N/A	$125,000
217	Clear Creek Corridor Master Plan	2017	Little Dry Creek open space improvements	Community-Wide	N/A	$3,000,000
218	Clear Creek Corridor Master Plan	2017	Lowell Ponds enhancements	Community-Wide	N/A	$1,000,000
219	Clear Creek Corridor Master Plan	2017	Ralston Creek Confluence	Community-Wide	N/A	$2,000,000
220	Clear Creek Corridor Master Plan	2017	Twin Lakes Bottomlands	Community-Wide	N/A	$1,500,000
221	District Plan	2016	Annual funding to preserve agricultural land	Community-Wide	N/A	$500,000
222	Fairgrounds Master Plan	2009	Site Furnishings (w/ 20% contingency)	Community-Wide	N/A	$142,800
223	Fairgrounds Master Plan	2009	Vegetation Improvements (w/ 20% contingency)	Community-Wide	N/A	$1,879,508
224	Making Connections Plan	2016	DRCOG Community Bicycle Corridor	Community-Wide	N/A	N/A
225	Making Connections Plan	2016	The Federal Connection: Federal Boulevard PEL	Community-Wide	N/A	$1,500,000
226	Making Connections Plan	2016	The Federal Connection: Floodplain Improvements	Community-Wide	N/A	$11,400,000
227	Open Space, Parks & Trails Master Plan	2012	Barr Lake Connections	Community-Wide	N/A	N/A
228	Open Space, Parks & Trails Master Plan	2012	Big Dry Creek Trail	Community-Wide	N/A	$1,000,000
229	Open Space, Parks & Trails Master Plan	2012	Brantner Gulch Trail	Community-Wide	N/A	$1,500,000
230	Open Space, Parks & Trails Master Plan	2012	First Creek Trail	Community-Wide	N/A	N/A
231	Open Space, Parks & Trails Master Plan	2012	I-25 / Tanglewood Creek Trail	Community-Wide	N/A	N/A
232	Open Space, Parks & Trails Master Plan	2012	I-76 Trail	Community-Wide	N/A	N/A
233	Open Space, Parks & Trails Master Plan	2012	O'Brian Canal Trail	Community-Wide	N/A	N/A
234	Open Space, Parks & Trails Master Plan	2012	Rocky Mountain Greenway	Community-Wide	N/A	N/A
235	Open Space, Parks & Trails Master Plan	2012	Second Creek Trail	Community-Wide	N/A	N/A
236	Open Space, Parks & Trails Master Plan	2012	South Platte River Greenway Trail	Community-Wide	N/A	N/A
237	Open Space, Parks & Trails Master Plan	2012	Turnpike Multi-Use/Westminster Proposed Trail	Community-Wide	N/A	N/A
238	Open Space, Parks & Trails Master Plan	2012	US 36 Trail	Community-Wide	N/A	N/A
239	Regional Parks Master Plan	2008	Plains River Bottom Park: Construction Total	Community-Wide	N/A	$4,042,546
240	Regional Parks Master Plan	2008	Plains River Bottom Park: Grading Total	Community-Wide	N/A	$3,620,240
241	Regional Parks Master Plan	2008	Plains River Bottom Park: Irrigation Total	Community-Wide	N/A	$1,264,598
242	South Platte Fishing Lakes MP	2004	Upland Grading/Restoration	Community-Wide	N/A	$100,000
243	South Platte Fishing Lakes MP	2004	Fishing Access Improvements - basic parking, fishing docks, access paths, pond upgrades	Community-Wide	N/A	$280,000
244	South Platte Fishing Lakes MP	2004	River Corridor Improvements/Acquisitions including tire wall replacement	Community-Wide	N/A	$1,897,000
245	South Platte Fishing Lakes MP	2004	Multi-Use Trail Construction Platte River incl. ped. bridge	Community-Wide	N/A	$1,000,000
246	South Platte Fishing Lakes MP	2004	Crusher Fine Trail (2,500 lf) - Completes loop central area.	Community-Wide	N/A	$35,000
247	South Platte Fishing Lakes MP	2004	Grange Hall Creek Renovation - localized stabilization work	Community-Wide	N/A	$250,000
248	South Platte Fishing Lakes MP	2004	Grange Hall Creek Multi-Use Trail	Community-Wide	N/A	$375,000
249	South Platte Fishing Lakes MP	2004	Rest Areas	Community-Wide	N/A	$20,000
250	South Platte Fishing Lakes MP	2004	Upland Wildlife Improvements	Community-Wide	N/A	$100,000
251	South Platte Fishing Lakes MP	2004	Interpretive Displays	Community-Wide	N/A	$20,000
252	South Platte Fishing Lakes MP	2004	Protect/Acquire In-Holdings	Community-Wide	N/A	N/A
253	South Platte Fishing Lakes MP	2004	Amenities/Furnishings	Community-Wide	N/A	$250,000
254	South Platte Fishing Lakes MP	2004	Main Shelter	Community-Wide	N/A	$300,000
255	South Platte Fishing Lakes MP	2004	Large Fishing Dock	Community-Wide	N/A	$60,000
256	South Platte Fishing Lakes MP	2004	Wetland Creation Enhancement	Community-Wide	N/A	$20,000
257	South Platte Fishing Lakes MP	2004	West Pond Restoration (Dredge bank work)	Community-Wide	N/A	$500,000
258	Transportation Plan	2012	4-Lane Major Arterial (Buckley Rd: 120th Ave to 136th Ave)	Community-Wide	Mid Range	$13,069,484
259	Transportation Plan	2012	4-Lane Major Arterial (Piccadilly Rd: 96th Ave to 120th Ave)	Community-Wide	Mid Range	$6,348,349
260	Transportation Plan	2012	4-Lane Regional Arterial (Imboden/Quail Run Rds: I-70/Quail Run Rd to 56th Avenue)	Community-Wide	Mid Range	$27,196,659
261	Transportation Plan	2012	Interchange (US 85/104th Ave)	Community-Wide	Mid Range	$60,000,000
262	Transportation Plan	2012	Interchange (US 85/112th Ave)	Community-Wide	Long Range	$40,000,000
263	Transportation Plan	2012	Interchange (US 85/120th Ave: Brantner Ditch to Oakland)	Community-Wide	Mid Range	$40,000,000
264	Transportation Plan	2012	Interchange (US 85/136th Ave)	Community-Wide	Long Range	$40,000,000
265	Transportation Plan	2012	Interchange (US 85/144th Ave)	Community-Wide	Long Range	$40,000,000
266	Transportation Plan	2012	Multi-use trail (Big Dry Creek Trail: Big Dry Creek Open Space to 168th Avenue)	Community-Wide	Short Range	$7,940,022
267	Transportation Plan	2012	Multi-use trail (E-470 Trail: I-25 to S. Platte River Trail)	Community-Wide	N/A	$6,616,685
268	Transportation Plan	2012	Multi-use trail (E-470 Trail: S. Platte River Trail to I-70)	Community-Wide	N/A	$12,240,867
269	Transportation Plan	2012	Multi-use trail (sidepath) (Huron Street Trail: US 36 to 160th Avenue)	Community-Wide	N/A	$7,476,854
270	Transportation Plan	2012	Multi-use trail (South Platte River Trail: County Regional Park to Ken Mitchell Open Space (1	Community-Wide	Mid Range	$1,124,836
271	Transportation Plan	2012	Multi-use trail (South Platte River Trail: Elaine T. Valente Open Space to County Regional P	Community-Wide	Short Range	$992,503
272	Transportation Plan	2012	Multi-use trail (South Platte River Trail: North of SH 7 168th Avenue (<mi))	Community-Wide	Short Range	$661,668
273	Transportation Plan	2012	Multi-use trail (US 36 Trail: I-25 to Sheridan)	Community-Wide	N/A	$3,094,177
274	Transportation Plan	2012	Widen to 4 Lanes (SH 224 (70th/72nd Aves.): Broadway St to US 85)	Community-Wide	Short Range	$13,405,402
275	Transportation Plan	2012	Widen to 4 Lanes (SH 44 (104th Ave): Colorado Blvd to I-76)	Community-Wide	Short Range	$14,901,210
276	Transportation Plan	2012	Widen to 6 lanes (120th Ave: Holly St to US 85)	Community-Wide	Long Range	$13,718,781
277	Transportation Plan	2012	Widen to 6 Lanes (56th Ave: E-470 to Imboden Rd)	Community-Wide	Long Range	$27,455,612
278	Transportation Plan	2012	Widen to 6 Lanes; Add Interchanges at Quebec St, Potomac St (E-470: I-25 to I-70)	Community-Wide	N/A	$127,825,079
279	Transportation Plan	2012	Widen to 6 to 8 Lanes I-225 to Tower Rd (I-70: I-225 to Tower Road)	Community-Wide	N/A	$11,942,034
280	Transportation Plan	2012	Widen to 6 to 8 Lanes; Complete 17th Pkwy/Colfax Interchange Improvements (I-225: Colfa	Community-Wide	Short Range	$9,080,678
281	2014 ADCOG Priorities Status Sheet	2017	120th & 85 Interchange	Community-Wide	N/A	$50,000
282	2014 ADCOG Priorities Status Sheet	2017	S.H. 44 (104th) widening	Community-Wide	N/A	$75,000
283	2014 ADCOG Priorities Status Sheet	2017	I-25 Regional Bus Service, including Larkridge P&R: I-25 & 7 Mobility Hub (Larkridge P&R)	Community-Wide	N/A	$500,000
284	Clear Creek Corridor Master Plan	2017	Clear Creek Station Area Park (not Gateway Plaza, focused along creek)	Local Area	N/A	$2,000,000
285	Clear Creek Corridor Master Plan	2017	Neighborhood connections (throughout Clear Creek corridor)	Local Area	N/A	$20,000,000
286	Making Connections Plan	2016	ADA Transition Plan	Local Area	N/A	$22,000,000
287	Making Connections Plan	2016	Parks and Trail Improvements: Allen Ditch Trail	Local Area	N/A	$100,000
288	Making Connections Plan	2016	Parks and Trail Improvements: Clear Creek Trail Replacement	Local Area	N/A	$450,000
289	Making Connections Plan	2016	Parks and Trail Improvements: Federal to Sheridan	Local Area	N/A	$4,000,000
290	Making Connections Plan	2016	Little Dry Creek Access from 70th Ave	Local Area	N/A	N/A
291	Making Connections Plan	2016	Meade/Lowell Bike Facility US 36 to 91st Ave	Local Area	N/A	N/A
292	Making Connections Plan	2016	Missing Sidewalk Links	Local Area	N/A	$31,700,000
293	Making Connections Plan	2016	Pecos St Bike facility, 70-US 36 Trail	Local Area	N/A	N/A
294	Making Connections Plan	2016	SH 224/ 70 Ave Bike Facility	Local Area	N/A	N/A
295	Making Connections Plan	2016	Sheridan Connection: Area Connectivity Improvements	Local Area	N/A	$2,000,000
296	Making Connections Plan	2016	Sheridan Connection: Sheridan Corridor Improvements	Local Area	N/A	$40,000,000
297	Making Connections Plan	2016	The Clear Creek Connection: Clay Community Outfall/Trail	Local Area	N/A	$20,000,000
298	Making Connections Plan	2016	The Clear Creek Connection: Pecos Street Improvements	Local Area	N/A	$433,000
299	Making Connections Plan	2016	The Clear Creek Connection: Proposed New Multi-Modal Roads Between Federal and Pecos	Local Area	N/A	$58,100,000
300	Making Connections Plan	2016	The Welby Connection: Proposed Roadway Network	Local Area	N/A	$79,500,000
301	Making Connections Plan	2016	The Welby Connection: 78th Street Improvements	Local Area	N/A	$11,500,000
302	Making Connections Plan	2016	The Welby Connection: Thornton Partnership Projects	Local Area	N/A	$150,000
303	Making Connections Plan	2016	The Welby Connection: York/Welby/Washington Street Improvements	Local Area	N/A	$55,000,000
304	Making Connections Plan	2016	Parks and Trail Improvements: US-36 Connections	Local Area	N/A	$1,400,000
305	Making Connections Plan	2016	Parks and Trail Improvements: Welby Neighborhood	Local Area	N/A	$5,500,000
306	Open Space, Parks & Trails Master Plan	2012	136th Avenue	Local Area	N/A	$7,000,000
307	Open Space, Parks & Trails Master Plan	2012	Adams County Bike Facility/ Multi-Use(88th Ave)	Local Area	N/A	N/A
308	Open Space, Parks & Trails Master Plan	2012	Bike Lane (Westminster Install) 66 Ave, Lowell-72	Local Area	N/A	N/A
309	Open Space, Parks & Trails Master Plan	2012	Clay St Trail, 52nd-Clear Creek Trail (Multi-Use)	Local Area	N/A	N/A
310	Open Space, Parks & Trails Master Plan	2012	Clay Street Trail	Local Area	N/A	N/A
311	Open Space, Parks & Trails Master Plan	2012	Denver Hudson Canal	Local Area	N/A	N/A
312	Open Space, Parks & Trails Master Plan	2012	E. 104th Avenue	Local Area	N/A	$7,500,000
313	Open Space, Parks & Trails Master Plan	2012	Lowell / Jim Baker Trail	Local Area	N/A	N/A
314	Open Space, Parks & Trails Master Plan	2012	Multi-Use/Westminster Prop Trail Lowell, 84-96	Local Area	N/A	N/A
315	Open Space, Parks & Trails Master Plan	2012	Non-Motorized Improvements - 72nd, Pecos to Lowell	Local Area	N/A	N/A
316	Open Space, Parks & Trails Master Plan	2012	On-Street Bikeway on Irving 71-73	Local Area	N/A	N/A
317	Open Space, Parks & Trails Master Plan	2012	Riverdale Road Trail	Local Area	N/A	$1,500,000
318	Open Space, Parks & Trails Master Plan	2012	Tennyson Street Trail	Local Area	N/A	N/A

#	Plan Name	Plan Yr.	Project Name	Category	Timeframe	Cost
319	Southwest Adams County Framework Plan	2005	Trail Access Improvement Lowell/ Little Dry Creek	Local Area	N/A	N/A
320	Transportation Plan	2012	2-Lane Arterial (Headlight Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,525,190
321	Transportation Plan	2012	2-Lane Arterial (Piggott Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,520,821
322	Transportation Plan	2012	2-Lane Arterial (Strasburg Rd: US 36 to 48th Ave)	Local Area	Mid Range	$11,517,909
323	Transportation Plan	2012	2-Lane Major Arterial (48th Ave: Imboden Rd to Manilla Rd)	Local Area	Mid Range	$12,939,100
324	Transportation Plan	2012	2-Lane Major Arterial (Manilla Rd: I-70 to 48th Ave)	Local Area	Mid Range	$12,729,943
325	Transportation Plan	2012	2-Lane Minor Arterial (Himalaya Rd: 96th Ave to 120th Ave)	Local Area	Long Range	$8,276,343
326	Transportation Plan	2012	2-Lane Minor Arterial (Hudson Rd: US 36 to 72nd Ave)	Local Area	Long Range	$23,644,828
327	Transportation Plan	2012	2-Lane Minor Arterial (Wolf Creek Rd: 26th Ave to 48th Ave)	Local Area	Mid Range	$8,101,970
328	Transportation Plan	2012	2-Lane Minor Arterial (Yulle Rd: I-70 to 56th Ave)	Local Area	Mid Range	$16,114,637
329	Transportation Plan	2012	2-lane paved Rural Regional Arterial (Imboden Rd Extension: 160th to 168th)	Local Area	Mid Range	$7,490,640
330	Transportation Plan	2012	Bike Lanes (Lowell Blvd: US 36 Trail to 52nd Ave)	Local Area	N/A	$2,659,894
331	Transportation Plan	2012	Grade separated crossing (South Platte River Trail: McKay Road crossing)	Local Area	Short Range	$1,800,000
332	Transportation Plan	2012	Multi-use trail (Big Dry Creek Trail: I-25 to 144th Avenue (1.8 mi))	Local Area	Short Range	$1,157,920
333	Transportation Plan	2012	Multi-use trail (Second Creek Trail: S. Platte River Trail to south Colfax Ave)	Local Area	Short Range	$6,279,585
334	Transportation Plan	2012	Multi-use trail (sidepath) (104th Avenue: McKay St to E-470 Trail)	Local Area	N/A	$4,300,845
335	Transportation Plan	2012	Multi-use trail (sidepath) (120th Avenue: Sheridan Pkwy to Buckley Rd)	Local Area	N/A	$9,260,351
336	Transportation Plan	2012	Multi-use trail (sidepath) (Buckley Road: 120th Avenue to 136th Avenue)	Local Area	N/A	$1,323,337
337	Transportation Plan	2012	Multi-use trail (sidepath) (US 85: O'Brian Canal to 52nd Ave)	Local Area	N/A	$2,431,381
338	Transportation Plan	2012	Multi-use trail (to be built with North Metro rail corridor) (North Metro Trail: S. Platte River Tra	Local Area	Long Range	$7,221,317
339	Transportation Plan	2012	Multi-use trail with grade separated crossing of UPRR and RTD Gold Line (Clay Street Trail:	Local Area	Short Range	$764,428
340	Transportation Plan	2012	On street bikeway (168th Avenue: I-25 to I-76)	Local Area	N/A	$12,072,848
341	Transportation Plan	2012	On street bikeway (Dahlia Street: S. Platte River Trail US 85)	Local Area	N/A	$930,754
342	Transportation Plan	2012	On street bikeway or multi-use trail (sidepath) TBD (144th Avenue: Colorado Blvd to Zuni)	Local Area	N/A	$3,772,298
343	Transportation Plan	2012	On street bikeway or multi-use trail (sidepath) TBD (Colorado Blvd: SH 7 to Grange Hall Cree	Local Area	N/A	$6,606,444
344	Transportation Plan	2012	On-Street Bikeway (132nd Avenue: Second Creek Trail to Buckley Rd)	Local Area	N/A	$2,261,707
345	Transportation Plan	2012	On-Street Bikeway (50th Avenue: 152nd Ave to Southern St)	Local Area	N/A	$458,101
346	Transportation Plan	2012	On-Street Bikeway (64th Avenue: Sheridan Blvd to Clear Creek Trail)	Local Area	N/A	$2,077,011
347	Transportation Plan	2012	On-Street Bikeway (Chambers Rd: E-470 Trail to Bromley Lane)	Local Area	N/A	$3,905,234
348	Transportation Plan	2012	On-Street Bikeway (Holly Street: Signal Ditch Trail to SH 7)	Local Area	N/A	$1,006,304
349	Transportation Plan	2012	On-Street Bikeway (Sable Blvd: E-470 Trail to Bromley Lane)	Local Area	N/A	$2,643,638
350	Transportation Plan	2012	On-Street Bikeway (Shared Lanes) (Tennyson St: Clear Creek Trail to 52nd Ave)	Local Area	N/A	$304,988
351	Transportation Plan	2012	On-Street Bikeway (Tower Road: 152nd Ave to Southern St)	Local Area	N/A	$406,702
352	Transportation Plan	2012	Paved 2-Lane Rural Arterial (104th Ave: Shamrock to Winview)	Local Area	Long Range	$15,124,718
353	Transportation Plan	2012	Paved 2-Lane Rural Arterial (112th Ave: Strasburg to Horrogate, Rector to Deter)	Local Area	Long Range	$58,361,371
354	Transportation Plan	2012	Paved 2-Lane Rural Arterial (120th Ave: SH 79 to Strasburg)	Local Area	Long Range	$19,376,616
355	Transportation Plan	2012	Paved 2-Lane Rural Arterial (136th Ave: Deter to Shamrock)	Local Area	Long Range	$33,155,880
356	Transportation Plan	2012	Paved 2-Lane Rural Arterial (144th Ave: Imboden to Peoria Crossing)	Local Area	Long Range	$96,576,702
357	Transportation Plan	2012	Paved 2-Lane Rural Arterial (152nd Ave: I-76 to Imboden, Mimosa to Phimay)	Local Area	Long Range	$55,972,525
358	Transportation Plan	2012	Paved 2-Lane Rural Arterial (56th Ave: Imboden to Headlight, Bradbury to Rector, East Rd to	Local Area	Long Range	$104,098,073
359	Transportation Plan	2012	Paved 2-Lane Rural Arterial (64th Ave: Strasburg to Bradbury)	Local Area	Long Range	$15,555,461
360	Transportation Plan	2012	Paved 2-Lane Rural Arterial (88th Ave: DIA to Behrens Rd)	Local Area	Long Range	$101,833,056
361	Transportation Plan	2012	Paved 2-Lane Rural Arterial (96th Ave: Behrens to Rector, Hanks to East Rd)	Local Area	Long Range	$40,962,112
362	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Behrens Rd: 88th Ave to 112th Ave)	Local Area	Long Range	$11,497,524
363	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Bradbury-Krebs Rd: US 36 to 168th Ave)	Local Area	Long Range	$79,824,634
364	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Calhoun-Byers Rd: US 36 to 88th Ave)	Local Area	Long Range	$31,057,692
365	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Deter Winters Rd: 112th Ave to 152nd Ave)	Local Area	Long Range	$19,492,755
366	Transportation Plan	2012	Paved 2-Lane Rural Arterial (East Rd: US 36 to 56th Ave)	Local Area	Long Range	$15,706,438
367	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Hanks Crossing: US 36 to 112th Ave)	Local Area	Long Range	$42,308,781
368	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Harvest Rd: 120th Ave to 168th Ave)	Local Area	Long Range	$23,002,732
369	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Horrogate Rd: 112th Ave to 148th Ave)	Local Area	Long Range	$19,417,360
370	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Manila Rd: 56th Ave to 144th Ave)	Local Area	Long Range	$42,501,690
371	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Mimosa Rd: 112th Ave to 168th Ave)	Local Area	Long Range	$27,163,919
372	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Peoria Crossing Rd: 136th Ave to 168th Ave)	Local Area	Long Range	$15,535,344
373	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Petterson Rd: 144th Ave to 168th Ave)	Local Area	Long Range	$11,865,922
374	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Phimay Rd: 152nd Ave to 168th Ave)	Local Area	Long Range	$7,756,751
375	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Piccadilly Rd: 120th Ave to 152nd Ave)	Local Area	Mid Range	$15,713,882
376	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Piggott Rd: 48th Ave to 56th Ave)	Local Area	Mid Range	$3,828,139
377	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Rector Leader Rd: US 36 to 112th Ave)	Local Area	Long Range	$42,344,752
378	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Schumacker Rd: I-70 to 136th Ave)	Local Area	Long Range	$61,044,191
379	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Shamrock Rd: 96th Ave to 168th Ave)	Local Area	Long Range	$34,775,058
380	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Strasburg Rd: 48th Ave to 144th Ave)	Local Area	Long Range	$46,262,793
381	Transportation Plan	2012	Paved 2-Lane Rural Arterial (Winview Rd: US 36 to 168th Ave)	Local Area	Long Range	$69,725,741
382	Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (120th Ave: Imboden to SH 79)	Local Area	Mid Range	$37,869,561
383	Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (56th Ave: Imboden to SH 79)	Local Area	Mid Range	$25,060,708
384	Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (Imboden Rd: 56th Avenue to 160th)	Local Area	Mid Range	$54,883,933
385	Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (SH 36 (Colfax Ave): Schumaker Rd to Washington Co	Local Area	Mid Range	$177,015,633
386	Transportation Plan	2012	Paved 2-Lane Rural Regional Arterial (SH 79: I-70 to 168th Ave)	Local Area	Mid Range	$79,978,739
387	Transportation Plan	2012	Wide Shoulders (112th Avenue: Petterson Rd to SH 79)	Local Area	N/A	$4,078,008
388	Transportation Plan	2012	Wide Shoulders (120th Avenue: Buckley Rd to Petterson Rd)	Local Area	N/A	$12,546,364
389	Transportation Plan	2012	Wide Shoulders (144th Avenue: Imboden Rd to Strasburg Rd)	Local Area	N/A	$11,870,862
390	Transportation Plan	2012	Wide Shoulders (168th Avenue: I-76 to Watkins Rd)	Local Area	N/A	$5,255,110
391	Transportation Plan	2012	Wide Shoulders (88th Avenue: Imboden Rd to Strasburg Rd)	Local Area	N/A	$11,164,297
392	Transportation Plan	2012	Wide Shoulders (Imboden Road: 168th Ave to Colfax Ave)	Local Area	N/A	$14,979,267
393	Transportation Plan	2012	Wide Shoulders (Strasburg Road: 88th Avenue to 144th Avenue)	Local Area	N/A	$5,884,137
394	Transportation Plan	2012	Wide Shoulders/Bike Lane (Bromley Lane/ 152nd Avenue: S. Platte River Trail to Imboden F	Local Area	N/A	$12,504,381
395	Transportation Plan	2012	Wide Shoulders/Bike Lanes (Colfax Avenue (US 36): Hudson Rd to Strasburg Rd)	Local Area	N/A	$14,163,733
396	Transportation Plan	2012	Wide Shoulders/Bike Lanes (SH 79: Colfax Ave to 112th Ave)	Local Area	N/A	$8,661,381
397	Transportation Plan	2012	Widen to 4 Lanes (Baseline Rd (168th Ave): I-25 to Quebec St)	Local Area	Mid Range	$15,111,106
398	Transportation Plan	2012	Widen to 4 Lanes (Pecos St: 52nd to 58th Ave)	Local Area	Short Range	$2,757,986
399	Transportation Plan	2012	Widen to 4 to 6 Lanes (120th Ave: US 85 to Imboden Rd)	Local Area	Long Range	$56,558,042
400	Welby Subarea Plan	2014	Ped Bridge over S. Platte at 78th Avenue (connect Steele St. Park to Siegrist)	Local Area	N/A	$1,500,000
401	Welby Subarea Plan	2014	Trail Improvements S Platte River to Rotella Park	Local Area	N/A	N/A
402	Welby Subarea Plan	2014	Vehicular Access to Rotella Park from 78th Avenue	Local Area	N/A	$250,000
403	Westminster: Making Connections Plan	2016	Construct Sidewalk connecting to Little Dry Creek Trail	Local Area	N/A	N/A
404	Westminster: Making Connections Plan	2016	Install Bike Lanes - 68th, Pecos to Federal	Local Area	N/A	N/A
405	Westminster: Making Connections Plan	2016	Install Curb and Gutter of West side of the Street - Green st	Local Area	N/A	N/A
406	Westminster: Making Connections Plan	2016	Install Curb and Gutter on West of Street - Hooker St	Local Area	N/A	N/A
407	Westminster: Making Connections Plan	2016	Install Curb and Gutter on West side of Street - Grove St	Local Area	N/A	N/A
408	Westminster: Making Connections Plan	2016	Install Sidewalk on both sides of the street - Grove st	Local Area	N/A	N/A
409	Westminster: Making Connections Plan	2016	Install Sidewalk on both sides of the street - Hooker	Local Area	N/A	N/A
410	Westminster: Making Connections Plan	2016	Install Sidewalks on both sides of the Street- Green St	Local Area	N/A	N/A
411	Westminster: Making Connections Plan	2016	Sidewalk Widening Irving, 66th to 69th	Local Area	N/A	N/A
412	Westminster: Making Connections Plan	2016	Widen Sidewalk and Extend Bike Lane (Need ROW) - 88th, Federal to Lowell	Local Area	N/A	N/A
413	Westminster: Making Connections Plan	2016	Zuni Roadway Realignment	Local Area	N/A	N/A