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Tuesday, August 19, 2025, 6:00 PM

Council Chambers  
One DesCombes Drive  
Broomfield, CO 80020

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## **1. Concept Review**

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1.A. Great Western Park Residential Concept Review

## **2. Study Session**

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2.A. Economic and Fiscal Update and Draft Operating and Capital Budgets

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*Date Posted: August 13, 2025*



# City and County of Broomfield

## City Council Study Session

### A. Great Western Park Residential Concept Review

Meeting	Agenda Group
Tuesday, August 19, 2025, 6:00 PM	Concept Review Item: 1A.
Presented By	
Branden Roe, Principal Planner	
Community Goals	
<input checked="" type="checkbox"/> Thriving, Diverse, Safe and Welcoming Community	

## Overview

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Church Ranch Companies has submitted a concept review application for a proposed text amendment to the Great Western Park Planned Unit Development (PUD) Plan. This would be the 7th Amendment to the Great Western Park PUD Plan, and the applicant is proposing to change the allowed uses for two parcels north of Walnut Creek from employment uses to residential uses.

### Attachments

[Memo Great Western Park PUD Plan 7th Amendment Concept Review.pdf](#)

## Summary

[View Correspondence](#) and [BroomfieldVoicePage](#)  
[View Presentation](#)

Church Ranch Companies has submitted a concept review application for a proposed text amendment to the Great Western Park Planned Unit Development (PUD) Plan. This would be the 7th Amendment to the Great Western Park PUD Plan, and the applicant is proposing to change the allowed uses for two parcels north of Walnut Creek from employment uses to residential uses.

The Great Western Park PUD Plan was originally approved by City Council in 2001. The original PUD Plan was for a 321.62-acre business campus and was amended in 2002, which reconfigured Great Western Parkway, which extended from W 112th Avenue to Simms Street. The PUD identified associated open lands to be retained along creeks, but did not include any residential units.

The applicant's conceptual PUD Plan Amendment proposes to amend the approved plan to allow for up to 820 new residential units (bringing the total number of allowed units in the overall Great Western Park PUD from 600 to 1,420 units. The applicant is proposing up to 440 medium-density residential and 330 high-density residential units.

The applicant's conceptual proposal is limited to just the PUD Plan Text Amendment at this time; no conceptual-level site development plan is included with this application. If the project moves forward after concept review, they will only be able to move forward with the PUD Amendment. If they wish to add a site development plan, they would need to hold an additional concept review regarding the conceptual site-specific details, such as site layout, unit type, density, building height, location of PLD, among other details. If they continue to move forward with the two separate processes, then a separate concept review for the site development plan would still be required before that application could be formally submitted.

Key issues are identified by staff, including the long-term fiscal impact of converting commercial property to residential use, concerns regarding adding residential density in close proximity to Rocky Mountain Metropolitan Airport, proximity to Broomfield's gun range, and neighborhood concerns received during the concept review process.

## Financial and Economic Considerations

The conceptual proposal is for a preliminary consideration to change two parcels from commercial to residential use. The land parcels are part of a larger initial PUD, which was proposed and planned to be developed as a commercial campus, likely including office, technology, and research-type space and activities. The Simms Technology Park, now under development and construction, was also part of the initial PUD area. The Simms Tech Park has three buildings nearing completion, with an additional 8 buildings planned in future years. The subject parcels, as planned, had been expected to develop in a similar manner, but at a future date. Currently, the northwest metro commercial market is experiencing soft demand, with the last year resulting in a negative office space absorption. Additionally, the Village at West View has begun construction in the southeastern portion of the PUD, and will include 78 housing units and approximately 30,000 square feet of retail/restaurant.

The 2001 PUD anticipated the development of this 322-acre area over several decades. Since then, the PUD area has been modified through six amendments, resulting in significant increases in housing, limited mixed-use development, and portions remaining as commercial space (either developed or planned for development).

This proposed PUD amendment would convert just over 40 acres from the initially proposed commercial use to additional residential development. If approved, this change would impact the community's long-range financial sustainability.

Given the assumed initial commercial space per acre, this proposed change would reduce the future planned commercial space by nearly 500,000 sq ft. As noted in previous Long Range Financial Plans (LRFP), commercial space results in a positive net fiscal impact on Broomfield's annual and long-range fiscal sustainability.

The proposed development would be up to 820 additional residential units, primarily single-family attached and detached units. The current draft development calls for 770 residential units and no on-site commercial space; specifically, 440 single-family houses and 330 residential units in apartment buildings. The planned housing would result in an estimated nearly 1,800 residents, of which a portion will be school-age children living within the Jefferson County school district. Again, as reflected consistently in previous LRFP, residential housing has a negative fiscal impact on the annual and future fiscal status of Broomfield.

Broomfield staff is currently working on a full update of the LRFP and the associated modeling and data. The 2026 LRFP will be completed in the 1st quarter of the coming year. The current LRFP was updated and adopted in 2021, and a data (economic and fiscal) update was done in 2023 to have more current revenue and expenditure information. Staff has updated the 2024 actual revenue and expenditures in the LRFP and has produced a draft financial impact.

The *draft* LRFP fiscal impact is estimated to be a negative \$1.3 million annual net fiscal impact (based on 2024 dollars and fiscal policies and approach).

(This estimate does not reflect a change from a potential net positive fiscal impact from a future commercial development due to uncertainty of a future proposed commercial development, but rather the fiscal impact from the current status of the property. Further, this negative fiscal impact is consistent in outcome and magnitude with the previous LRFP update model.)

The economic impacts resulting from the proposed PUD amendment, and the following development, may include a proportional increase in the income-align housing (on-site or through a cash-in-lieu payment), a portion of the housing which may be occupied by existing Broomfield residents or Broomfield firms' employee, and an increase of future customer spending and sales for local businesses (e.g. retailers, restaurants and entertainment, and professionals and personal services). These customer-serving businesses would likely see an increase in sales activity and volumes, and the associated sales/use taxes collected by these businesses.

## Prior Council or Other Entity Actions

February 6, 2009 - City Council approved Resolution No. 2009-4 related to a Great Western Park Planned Unit Development Plan Amendment, the Great Western Park Filing No. 4 Final Plat, the Filing No. 4 Site Development Plan, a Revocable Permit to Use and Occupy Public Right of Way, and the Subdivision Improvement Agreement and the Second Amendment to Master Development and Reimbursement Agreement for Great Western Park/McData Corporate Campus. This included Skyestone Parkway (then called Latana Parkway).

## Boards and Commissions Prior Actions and Recommendations

N/A

## Proposed Actions / Recommendations

Hold the concept review discussion. There are no formal actions required.

## Alternatives

No official action taken at concept review. Discuss any concerns regarding the proposed application.

## Key Details

### Sustainability

Sustainability elements are not addressed at this time. They are anticipated to be incorporated into the future site development plan if the project moves forward.

### Income-Aligned Housing

Income-aligned housing details are not addressed at this time. If a future site development plan moves forward, it will be required to comply with Broomfield's Inclusionary Housing Ordinance (Chapter 17-76 of the Broomfield Municipal Code).

### Public Land Dedication (PLD)

Residential developments require a public land dedication (PLD). The PLD is formally calculated as part of a site development plan application, as it is based upon the actual number of units being proposed, the number and type of inclusionary housing units proposed, among other site-specific factors. The conceptual text amendment to the PUD Plan includes a high-level estimate of the maximum potential PLD that would be required if the project were developed with the maximum potential density.

PLD is an item for Council discussion this evening, as the applicant is currently proposing to meet their future PLD obligation through not only future on-site dedications and potential cash-in-lieu, but also by tapping into an existing surplus of existing PLD within the PUD project area. While atypical, this strategy of utilizing surplus PLD is not unprecedented. Broomfield has seen this occur with other developments, including, but not limited to: Palisade Park, Dillon Pointe, and the Village of West View (also within Great Western Park).

### Schools

The project area is located within the Jefferson County R-1 School District. The school district was referred the concept review application but did not provide any written comments. Should the project move forward after the concept review, the school district will continue to be a recipient of future applications and will be asked to provide an analysis of anticipated impacts on their schools.

### Key Issues Identified By Staff

Staff has identified the following key issues with the conceptual proposal, which are discussed in detail towards the end of this memorandum:

- Conversion from Commercial to Residential and Financial Impacts -
- Lack of Access to Transit and Distance to Services
- Proximity to Rocky Mountain Metropolitan Airport
- Proximity to Outdoor Firing (Gun) Range

- Neighborhood Concerns

## Links to Application Materials

[Project Description](#)

[Conceptual PUD Text Amendment](#)

## How to Submit Public Comments on this Proposal

Email directly to [Planning@broomfield.org](mailto:Planning@broomfield.org)

## Overview of Application

Church Ranch Companies has submitted a concept review application for a proposed text amendment to the Great Western Park PUD Plan to change the allowed uses for two lots in Great Western Park, located north of Walnut Creek, from employment to residential.

## Property Owner and Applicant

Property Owner: Great Western Park

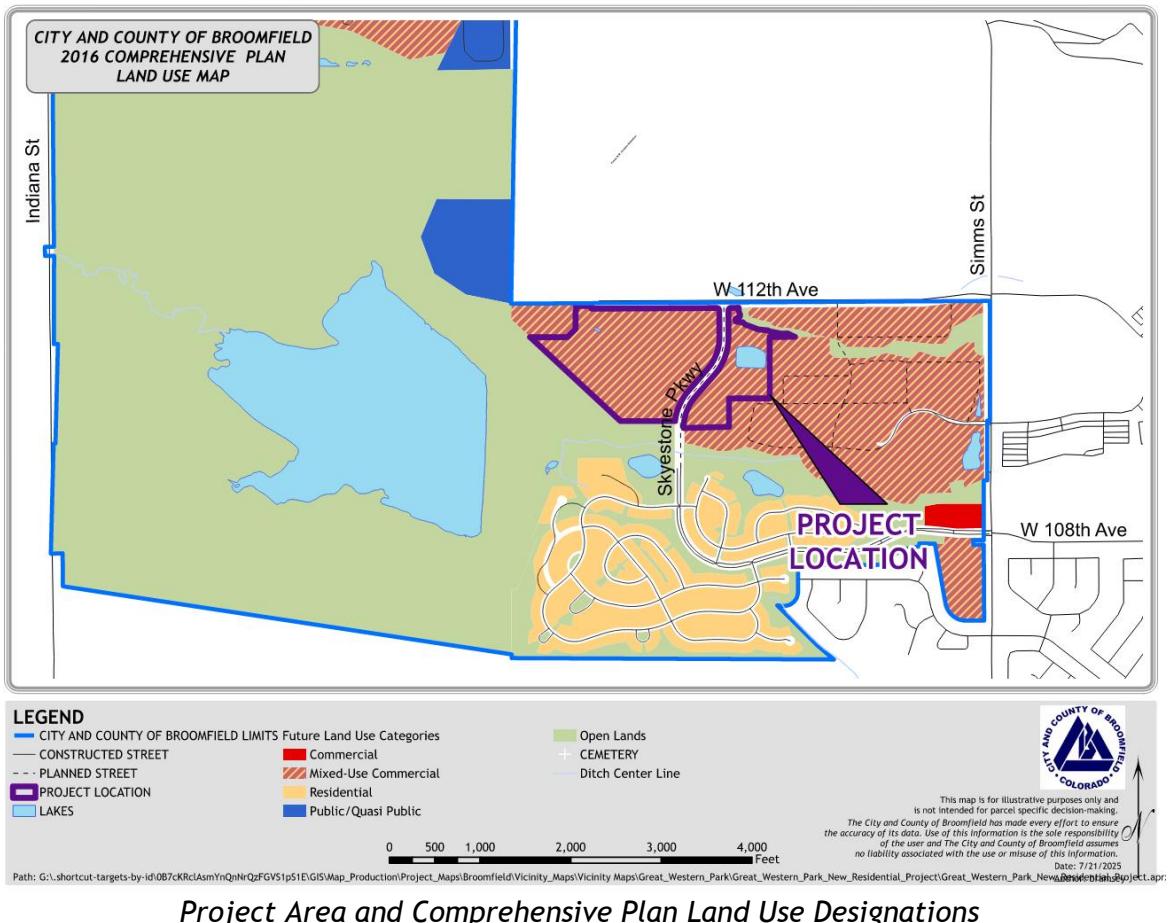
Applicant: Church Ranch Companies

## Applicable City and County of Broomfield Plans

### Relationship to Comprehensive Plan

The Broomfield Comprehensive Plan land use designation for the project location is Mixed Use Commercial. Primary uses within Mixed-Use Commercial areas include commercial, employment, and multi-unit or single-family attached residential uses. Single-unit detached uses may be allowed in limited areas through the PUD review and approval process. As a guide, no more than 30 percent of the land area within the Mixed-Use Commercial district should be utilized for residential uses unless approved through the PUD process.

Residential built above first-floor retail should be considered a bonus in excess of this maximum. Secondary uses allowed include Public/Quasi-Public and Open Land uses. The project location is zoned PUD, and the proposed development is consistent with the comprehensive plan designation when considering the subject site within the context of the overall PUD Plan area.



*Project Area and Comprehensive Plan Land Use Designations*

## Goals and Policies

Elements of the proposed project could help meet the following Comprehensive Plan goals and policies:

- **Goal CF-A: Community Form and Identity** - Build on the established physical framework to strengthen Broomfield's sense of community identity by identifiably connecting neighborhoods, open lands, and residential and commercial areas, and by enhancing natural and human-made features.
- **Goal CF-C: Community Form and Identity Implementation** - Implement the vision and the policies relating to Broomfield's physical form and identity.
- **Goal LU-C: Residential Neighborhoods** - Continue to encourage and support community of neighborhoods containing a variety of housing types, while maintaining existing single-family residential areas of Broomfield.
- **Goal HO-C: Diversity of Housing Types and Ownership Options** - Encourage a diversity of populations within developed areas by providing a variety of housing types that serve a broad spectrum of households.

Elements of the proposed project could hinder advancing the following Comprehensive Plan goals and policies:

- **Goal LU-E: Commercial Areas** - Encourage and support commercial development that contributes to a diverse community image and to a vibrant character that provides increased choices and services.
- **Policy LU-E.6: Make convenience shopping accessible to residents while limiting impacts on the neighborhood.**

- **Policy LU-E.11:** Protect planned employment areas by restricting residential uses in such areas and by limiting retail and commercial uses.
- **Policy ED-A.4:** Ensure an adequate supply of appropriately zoned land for a diversified mix of manufacturing, services, and business support services
- **Goal ED-B: Commercial Vitality** - Maintain and enhance the vitality of commercial, industrial, and retail sectors in order to provide employment and tax base.
- **Goal ED-G: Adequate Tax Base** Ensure an adequate property and sales tax base to support quality community services, facilities, and amenities as identified within the Long-Range Financial Plan, and without placing an undue tax burden on citizens.

## Zoning, Previously Approved Plans and Status of the Development

### Zoning and Previously Approved Plans

The project area is currently zoned Planned Unit Development (PUD) and is governed by the Great Western Park PUD Plan (as amended). The Great Western Park PUD Plan was originally approved by City Council in 2001. The original PUD Plan envisioned Great Western Park to develop as a business campus with a maximum overall building floor area in the PUD of up to 3,806,000 square feet. There have been a total of six amendments to the PUD Plan since its original approval. The first amendment was approved in 2002, and revised the PUD Plan boundaries but made no changes to the allowed uses for the development.

Following its approval in 2001, the Great Western Park PUD did not develop as a large-scale business park as quickly as anticipated, as only one business office building was constructed. As a result, in 2009, City Council approved the 2nd Amendment to the Great Western Park PUD Plan. This second amendment converted approximately 139.6 acres of the PUD from commercial to residential. This amendment approved a maximum of 1,000 residential units consisting of single-unit attached and detached, multi-unit, and a Good Samaritan community (consisting of independent living, assisted living, and memory care units). This amendment limited the residential uses to a senior (age-restricted) community.

The 3rd and 4th amendments to the Great Western Park PUD Plan made changes to the types of units and the number of units allowed within the development. In 2013, Council adopted the 3rd Amendment to the Great Western Park PUD Plan, which replaced the Good Samaritan community with general medium-density residential. This amendment maintained the maximum number of units allowed in the PUD at 1,000 and also kept the restriction of age-restricted units. The 4th Amendment to the PUD Plan was approved by Council in 2016 and removed the high-density multi-unit units from the approved plan. This 4th Amendment also reduced the overall number of units allowed in the Great Western Park PUD Plan from 1,000 units to 600 units, but did not reduce the commitment regarding overall open land dedication.

In 2022, Council approved the 5th Amendment to the Great Western Park PUD Plan. This amendment modified development standards to allow an approximately 600,000 square foot technology park (Simms Technology Park).

In 2024, City Council approved the 6th Amendment to the Great Western Park PUD Plan, which amended the allowed uses for the parcels of land located at the intersection of Skyestone Parkway and Simms Street to allow residential uses as well as employment uses. This project, the Village of West View, included a mix of commercial and residential uses, including 78 residential units.

## Status of the Development

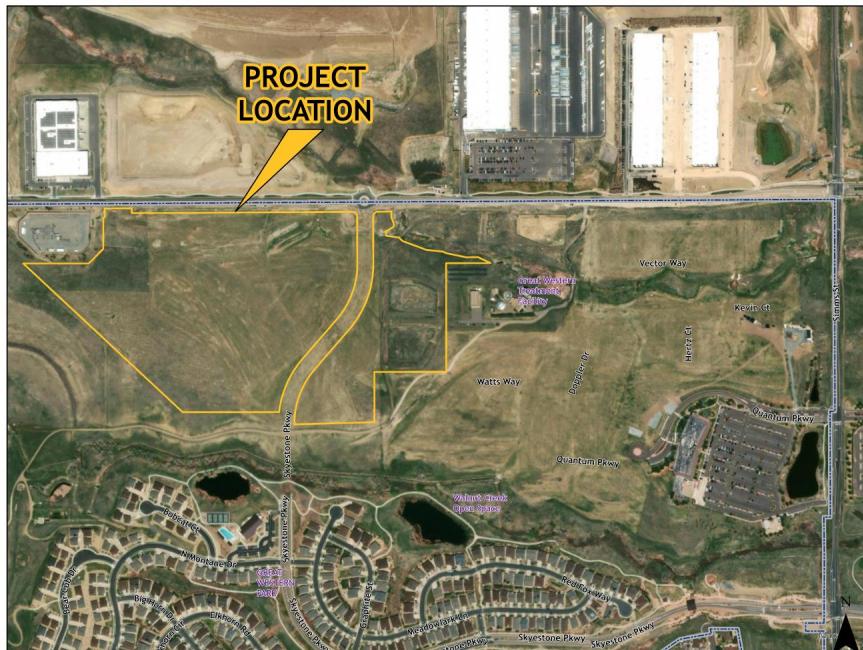
The Great Western Park development is partially developed. The development has evolved from its original vision of a business park into a mixed-use development. The development is bisected by Walnut Creek, which divides the development into two general sections. South of Walnut Creek, Great Western Park is nearly fully developed. There is the existing age-restricted Skystone community, which is fully developed and includes 519 single-unit dwellings. To the east of Skystone is the recently approved Village of West View, which is a mixed-use project that includes 78 residential units. Collectively, the Village of West View and Skystone communities total 597 residential units (3 less than the current PUD limit of 600).

To the northeast of the Skystone Community (and extending north of Walnut Creek) are the existing Broadcom office building and the Simms Technology Park, the latter of which consists of 600,000 square feet of flex and commercial buildings that are currently under development and will be phased over a number of years.

The remaining portion of Great Western Park, north of Walnut Creek, is undeveloped and subject to this application. The Great Western Park PUD Plan establishes employment uses and open lands for these parcels north of the creek. As such, the applicant's proposal would require an amendment to the PUD Plan to change the allowed uses from employment to residential.

## Area Context

The project area is located in the southwestern corner of the City and County of Broomfield. The site is south of W 112th Avenue and west of Simms Street. To the south and east are other parts of the Great Western Park PUD, including the Skystone age-restricted community and the Simms Technology Park. To the west is the Colorado Hills Open Space and the Great Western Park Reservoir. To the north is an enclave of unincorporated Jefferson County, which includes a mixture of commercial and mixed-use developments (FedEx and the Verve Innovation Park). The Rocky Mountain Metropolitan Airport (RMMA) is located to the northeast of the project location. The site is located in an area with significant flight patterns for takeoffs and landings near the site. To the northwest of the project location is an open-air firing range that is used by the Broomfield Police Department. The map below shows the project area and the surrounding area.



Project Location Map

## Current Application - Detailed Description and Staff Review

### Description

Church Ranch Communities has submitted a concept review application for a proposed amendment to the Great Western Park PUD Plan. The proposed amendment would change the allowed uses for approximately 41.9 acres of vacant land north of Walnut Creek from employment to residential. The proposed residential development would include a mixture of single-unit detached, single-unit attached, and multi-unit residential units, and would increase the number of residential units allowed within the PUD from 600 to 1,420. This concept plan review is limited to the PUD Plan amendment and does not include a site development plan or any site design at this time. Should the project move forward, the proposal would require an application for a PUD Amendment. A separate concept review would also be required before filing any future site development plan(s).

### Background/Base Data

PROPERTY OWNER: Great Western Park

APPLICANT: Church Ranch Companies

PROPERTY LOCATION: Generally south of W 112th Avenue and west of Simms Street

PROPERTY SIZE: Approximately 41.9 acres

CURRENT ZONING: PUD (Employment Uses)

PROPOSED ZONING: PUD (Residential Uses)

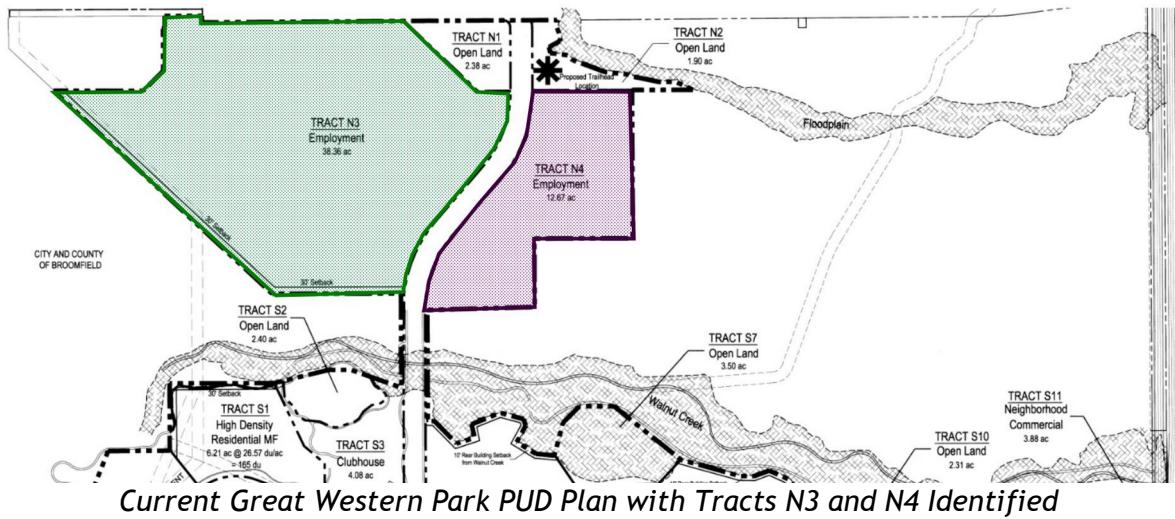
CURRENT LAND USES: Vacant

PROPOSED LAND USES: Residential

COMPREHENSIVE PLAN DESIGNATION: Mixed Use Commercial

## Planned Unit Development Plan Amendment

The applicant is proposing an amendment to the Great Western Park PUD Plan to change the allowed uses for two parcels, identified as Tracts N3 and N4 on the Great Western Park PUD Plan (identified in the first exhibit below), from employment to medium and high density residential (identified in the second exhibit below).



*Conceptual Amendment Plan for Proposed PUD Amendment*

The proposed amendment to the Great Western Park PUD Plan is intended as a text amendment and would be the seventh amendment to the PUD. The proposed medium-density residential (MD-RES) for Tract N3 is anticipated to be developed as single-unit attached, single-unit detached, or single-unit detached cluster homes. The conceptual amendment notes that single-unit attached homes may be developed to have alley access and may include up to 6 residential units per cluster area. The high-density residential (HD-RES) proposed for Tract N4 is anticipated to be developed as multi-unit buildings.

Tract N3 is approximately 38.3 acres in size, of which 29.3 acres is proposed to be changed from employment uses to medium density residential uses with a proposed density of 15 dwelling units per acre (440 units); the remaining 9 acres is proposed to be utilized for open lands and possible public land dedication.

Tract N4 is approximately 12.6 acres in size, and the applicant is proposing to change the allowed use for this tract from employment to high-density residential. The proposed density would be 30 dwelling units per acre (330 units) and is anticipated to be multi-unit residential.

## Income-Aligned Housing

Broomfield has adopted regulations requiring all new residential projects with more than 25 units to provide income-aligned housing. The PUD Plan amendment proposes to establish a maximum density, and the ultimate development may not utilize that maximum density allowed; as such, income-aligned housing is determined as part of a site development plan since it is based on a more refined plan for construction.

The total amount of required income aligned housing and the price points of income-aligned housing are based upon occupancy type (ownership vs rental) and unit type (single-unit detached, single-unit attached/townhome, or multi-unit). The table below summarizes the proportion of units that are required by unit and occupancy type, and the level of income that is required.

	Single Family/Duplex (1-2 units per foundation)	Townhome/Rowhome (3-9 units per foundation)	Multifamily (10+ units per foundation)
Rental	20% at 80% AMI	20% at 70% AMI	20% at 60% AMI
For-Sale	12% at 100% AMI	12% at 90% AMI	12% at 90% AMI

Developers have the option to provide onsite income-aligned units, which is consistent with Broomfield's community desires, or the option to meet their obligation through a cash-in-lieu payment. The applicant has noted that they plan to meet the requirement but have not shared if it will be through on-site units or a cash-in-lieu payment. Their approach to meeting this project's income-aligned housing obligation will be determined as part of a future site development plan.

## School Impacts

The project is located within the Jefferson County R-1 School District. The school district was referred the concept review application but did not provide any written comments. Typically, the school districts that serve our community, including Jefferson County R-1, provide student generation projections. The projections are typically based on specific unit types and unit counts, and the nature of a PUD Plan Amendment means that this level of detail (specific unit types and counts) is not established at this time. Should the project move forward after the concept review, the school district will continue to be a recipient of future applications and will be asked to provide an analysis of anticipated impacts on their schools. The schools likely to serve this area include Lukas Elementary, Wayne Carle Middle, and Standley Lake High School. The proposed development would be approximately 2 miles from both Wayne Carle Middle and

Standley Lake High School and approximately 2.62 miles from Lukas Elementary School. None of these schools appear within a reasonable walking distance for future students within this development.

## Traffic Report and Vehicular Access

The project will have access from W 112th Avenue and it is also proposed to be accessed by the future northern segment of Skyestone Parkway (the connection from the existing dead end at Walnut Creek north to W 112th Avenue). This segment of Skyestone Parkway, depicted in the maps above, has previously been identified in the planned unit development plan and approved as part of a prior site development plan. The right-of-way has been dedicated previously as part of a final plat. If this residential project moves forward after concept review, a traffic study and street design will be considered to ensure cut-through traffic is discouraged through possible street design, and truck traffic potentially restricted to minimize large trucks from cutting through the neighborhood. Traffic studies are not required with concept reviews, which is why this would be an element provided as part of a future formal development application.

Since the extension of Skyestone Parkway has been previously approved, it is important to note that the property owner could proceed with the construction of this parkway extension regardless of whether the proposed development moves forward through the development review process or not. Construction plans for the roadway have been submitted for review based on the prior plan and plat approvals. Concerns have been raised by area residents through public comment on this concept review about the extension of this roadway and potential impacts on traffic through the adjacent neighborhood. Regardless of whether the roadway extension is related to a development project or proceeds independently, staff has communicated to the property owner that they will need to incorporate traffic calming elements as noted above to address concerns.

## Walkability, Transit Access and Proximity to Services

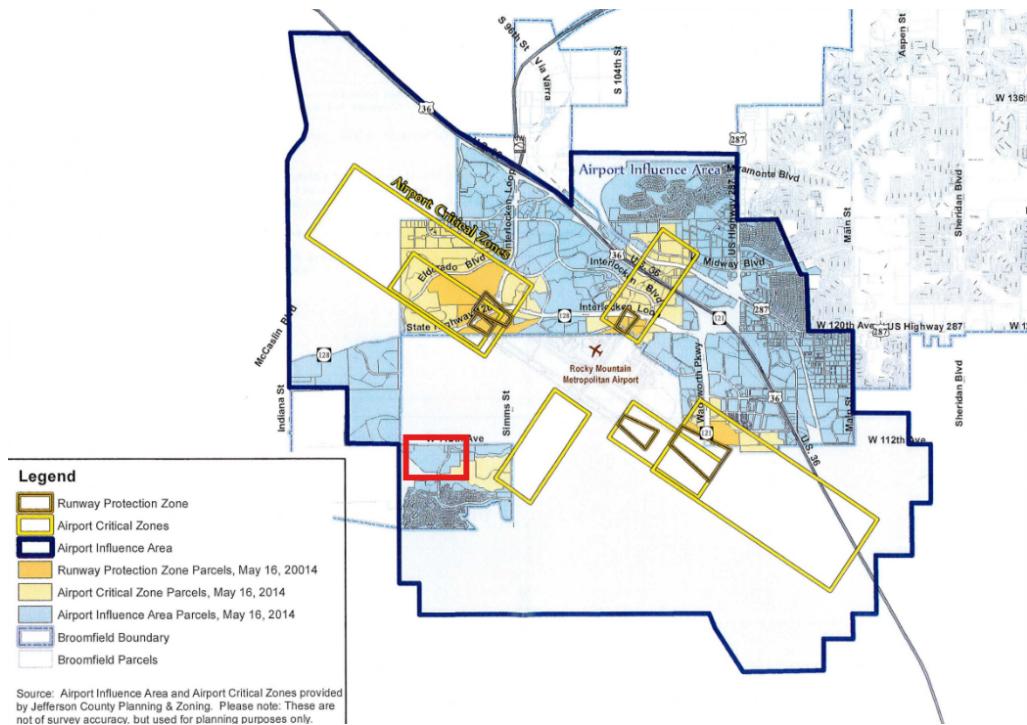
The project is located outside of the Regional Transit District (RTD) service area and does not have access to any public transportation. There are limited pedestrian connections in the area; however, sidewalks would be incorporated into a future site development plan as they are site-specific design components. Sidewalks are not included in PUD Plans, as the PUD plan is a custom zoning document that typically addresses uses, densities, and building heights, among other parameters that direct and/or guide development.

The project area is located in the extreme southwest of Broomfield and, as a result, is located a significant distance from existing services within the community. The closest recreational facility to this project is the Broomfield Community Center, located approximately 7 miles away. The library and health department are also nearly 7 miles away. As noted above, the closest school is approximately 2 miles away.

The lack of accessibility to public transit and the distance to services is identified as a key issue for this concept review.

## Proximity to Rocky Mountain Metropolitan Airport (RMMA)

The project area is located southwest of RMMA. The map below shows the approximate project location with a red box. The project is located within the Airport Influence Area, but is outside of the airport critical zones and the runway protection zones. While the project is located outside of the critical and protection zones, it is in an area that is subject to significant overhead flights from frequent takeoffs and landings at the airport. This high volume of flights means that the site would be subject to noise impacts from aircraft regularly and could impact the quality of living for residents in this area should the development move forward. Because of the proximity to the airport, the significant aircraft traffic, and the resulting noise, staff have identified the proximity to the airport as a key issue with this application.



### **Project Location Related to Airport Influence Area and Critical Zones, and Runway Protection Zones**

## Proximity to Outdoor Firing Range

The project is located southeast of an outdoor firing (gun) range, which is just south of the Broomfield Detention Center. While the proposed development is outside of the pathway of the firing range, it is within close proximity, and with the firing range being outdoors, the potential for sounds to impact future residents has resulted in staff identifying this as a key issue.

## Public Land Dedication (PLD)

Public Land Dedication is required for all new residential projects and is calculated based on a ratio of new residents generated by a development project. Since the PUD Plan Amendment is only proposing to establish a maximum potential density, the proposed amendment would include a potential maximum public land dedication obligation should the site develop at its maximum capacity. At this time, an estimated PLD obligation could be approximately 46 acres, although this is an estimate assuming maximum density is realized and the units are single-unit attached or detached and apartments. As such, the actual public land dedication obligation for the project (if it moves forward after concept) will be calculated at the time of future site development plan to align with the actual number of units being developed as opposed to the maximum potential density.

At this time, the applicant is proposing to satisfy their future public land dedication through a combination of existing surplus within the Great Western Park PUD, additional on-site dedications with this new development, and cash-in-lieu payments. While atypical, this strategy of utilizing surplus PLD is not unprecedented. Broomfield has seen this occur with other developments, including, but not limited to, Palisade Park, Dillon Pointe, and the Village of West View (also within Great Western Park).

This proposed future approach to addressing public land dedication is not identified as a key issue but is a possible item for discussion for council, as the applicant would benefit from understanding council's receptiveness to this approach. If there is not support for this methodology of utilizing the surplus, plus additional future dedications and cash-in-lieu, then it would require the applicant to revise their public land

dedication strategy. This could impact future development site design and densities to accommodate a greater proportion of the site as public land dedication.

## Oil and Gas Facilities

The project area does not have any pre-production, producing, shut-in, or plugged and abandoned wells within the boundaries of the project or within 2,000 feet of the site.

## Variances

No variances have been identified as part of this concept review application.

## Neighborhood Outreach and Communication

A [Broomfield Voice page](#) has been created for this concept review. This page provides information regarding the applicant's proposed PUD Text Amendment. The Broomfield Voice provides a venue for comments, questions, and concerns regarding the proposed application, and staff have received significant public feedback regarding the proposal. A summary report including the public comments from the Broomfield Voice page has been added to the Correspondence folder.

The applicant also held a neighborhood meeting prior to submitting their concept review application. They held the meeting in person at Wayne Carle Middle School in Westminster. The meeting location is approximately 2 miles from the Skyestone Neighborhood; significantly closer than the Broomfield Community Center, which is sometimes used for such meetings. The applicant voluntarily expanded their notice radius for this meeting from 1,000 feet from the project location to 2,000 feet, plus any remaining homes within Skyestone that were not within this 2,000-foot buffer to ensure every resident in Skyestone was invited to the meeting. Approximately 148 residents attended the neighborhood meeting. The applicant has provided these [summary notes from the meeting](#).

The City and County of Broomfield public notice requirements (listed below) have been met or exceeded for this case as follows:

- Sign(s) were posted on the property a minimum of ten days in advance of this meeting
- Mail notice to property owners located within 1,000 feet of the parcel boundaries (or such additional distance deemed necessary by the city and county manager based on the proposed size, density, and intensity of the proposed development), mailed a minimum of ten days in advance of the meeting
  - Note: The mail notice radius was 2,000+ feet for this project.
- The concept review has a project website on the Broomfield Voice.

## Staff Review of Key Issues

Staff have identified the following key issues as part of this concept review application.

- **Conversion from Commercial to Residential and Financial Impacts** - The proposed PUD amendment would convert just over 40 acres from the initially planned commercial use to residential development, representing a significant departure from the original 2001 PUD vision for this 322-acre area. This conversion would reduce future planned commercial space by nearly 500,000 square feet, which has substantial implications for Broomfield's long-term financial sustainability.

According to the Long Range Financial Plan (LRFP), commercial development generates a positive net fiscal impact for Broomfield, while residential development consistently produces a negative fiscal impact. The proposed development of up to 820 residential units (770 units in current draft plans) would result in an estimated negative \$1.3 million annual net fiscal impact based on 2024 dollars and fiscal policies. The development would house an estimated 1,800 residents, including school-age children who would attend Jefferson County schools, further adding to municipal service costs.

- **Lack of Access to Transit and Services** - The project area is outside of the RTD service area and, as such, has no access to public transit. The project area is located in the extreme southwestern corner of the community, and that location compounds the lack of transit as residents will be nearly 7 miles from the closest community recreational facility (Broomfield Community Center), the library, and the health department, as well as other City and County services. This project is not proposed to be an age-restricted community in contrast to Skyestone. Because this project is proposed to include residents of all ages, there are service needs that those populations would require (i.e., access to schools/childcare, library, health department, and recreational amenities). Likewise, the Skyestone community provided substantial on-site amenities, including open lands and a private clubhouse.
- **Proximity to Rocky Mountain Metropolitan Airport** - The project is located just south of the Rocky Mountain Metropolitan Airport (RMMA). While the project area is located outside of the airport's critical zones and the runway protection zones, it is within a high-volume flight path for the airport. The high volume of air traffic results in significant noise and would possibly result in a reduced quality of living for the residents in this proposed development. This concern regarding noise impacts on residents was reiterated by the RMMA staff in their review comments, where they note:

*"The developer and CCOB should be aware that approving residential units in this location will likely lead to additional aircraft-related noise complaints to both the airport and Broomfield. Given the increasing noise complaints generated by residential developments nearby, we would recommend a land use that is more compatible with airport operations, such as the previously proposed employment uses."*

- **Proximity to Outdoor Firing (Gun) Range** - The project is located southeast of an existing outdoor firing (gun range) owned by Broomfield and used for the Police Department that is just south of the Broomfield Detention Center. While the proposed development is outside of the pathway of the firing range, it is within close proximity, and with the firing range being outdoors, the potential for sounds to impact future residents is a concern.
- **Neighborhood Concerns** - Staff has received a significant number of public comments related to this development proposal. These comments have been included in the correspondence folder. Consistent themes raised in these comments include: the proposed completion of Skyestone Parkway and the resulting increase in traffic and possible safety concerns, noise impacts from both RMMA and the outdoor gun range, roadway capacity and congestion concerns, impacts to the ecosystem (displacement of wildlife like coyotes and rattlesnakes), and the negative financial impacts of converting this larger area planned for commercial/employment uses to residential.

## Next Steps

If the applicant chooses to move forward with the development proposal after concept review, the next step would be to submit a formal development application for the proposed PUD Plan Text Amendment. Since the applicant has already held their required neighborhood meeting, no additional neighborhood meeting would be required prior to the submittal of the PUD Plan Amendment.

If the PUD Plan Amendment were approved, then the applicant would need to complete a separate development application for the site development plan(s) for the residential development. These site development plans would require an additional concept review and neighborhood meeting prior to the formal submittal of an application.



# City and County of Broomfield

## City Council Study Session

### A. Economic and Fiscal Update and Draft Operating and Capital Budgets

Meeting	Agenda Group
Tuesday, August 19, 2025, 6:00 PM	Study Session Item: 2A.
Presented By	
Graham Clark, Director of Finance	
Community Goals	
<input checked="" type="checkbox"/> Financial Sustainability and Resilience <input checked="" type="checkbox"/> Organizational Health	

## Overview

[View Correspondence](#)

[View Presentation](#)

The memo provides an overview of the economic and fiscal factors that are influencing the revised 2025 and draft 2026 operating and capital budgets and the overall fiscal health of the organization.

### Attachments

[Economic and Fiscal Update to Include 2025 and 2026 Budget Highlights \(1\).pdf](#)

# Summary

[View Correspondence](#)

[View Presentation](#)

This report provides critical information and insights to guide Broomfield's financial, economic, and development decisions for the upcoming budget year, ensuring continued fiscal sustainability as our community evolves. The analysis examines how changing economic conditions and legislative impacts are reshaping our budget priorities and strategic approach. Additionally, it outlines the process and methodology used to draft the 2026 Budget and includes a detailed explanation of the proposed utility rate changes needed to support the enterprise funds in 2026 and beyond.

The August 19th study session presentation will address four areas:

1. **Economic Conditions Overview** - Current economic factors impacting Colorado and Broomfield
2. **Update Financial Impact Analysis** - Long Range Financial Plan outcomes and the status of the Financial Plan update scheduled for completion in Q1 2026, including working draft economic and financial impact assessments.
3. **2026 Budget Introduction** - How current economic conditions and revenue reductions necessitate a fiscally constrained budget featuring delayed capital projects, minimal new staffing, and limited new programs for 2026. The City and County of Broomfield's 2025 Revised Operating and Capital Improvement Projects (CIP), including initial information related to the development of the 2026 proposed budget, will also be shared at the presentation.
4. **Enterprise Fund Considerations** - Year two of the five-year rate plan to ensure fiscal sustainability of the enterprise funds.

## 1. Economic Conditions Overview

Broomfield has successfully leveraged favorable economic conditions and sustained development growth over the past two decades. However, our future economic and fiscal success now depends on adapting to the realities of a maturing community. This transition requires focusing on strengthening our economic foundation, identifying catalytic redevelopment opportunities, adhering to sound financial principles, and making disciplined budget and program choices.

As the community continues toward buildout, we must shift our expenditure priorities toward repair and replacement of critical infrastructure while implementing a more disciplined decision-making approach for future approvals. This strategic pivot reflects the natural evolution from a growth-focused to a maintenance-focused budget model.

Transitioning into 2026, Broomfield's economic and financial position remains fundamentally stable. However, decisions made at the federal and state levels have a direct impact on Broomfield's finances, demonstrating our vulnerability to economic, consumer, and public policy changes beyond our control. This reality underscores the importance of maintaining financial flexibility and conservative planning assumptions.

Broomfield's two primary revenue sources—property tax and sales/use tax—with the sales tax showing minimal growth in 2025 (measured at the halfway point through the year, sales tax is projected to end 1-2% higher than 2024).

That trend is anticipated to continue into 2026 and 2027, while retail and commercial investments in the pipeline begin to come online mid to late 2027 (ie. Macerich development). Conversely, the property tax rates are not expected to move in any direction but downward.

Relief for the property owner in decreased assessment rates was correlated with a county reduction of a projected \$3-4M decrease for residential and an additional \$3-4M for the commercial assessment, totaling \$6-8M, which is anticipated to continue in the future. The primary decline of property tax revenues is expected to become the new normal.

#### **Immediate Revenue Impacts:**

- State legislators' changes to assessment rates resulted in approximately \$3-4 million in annual lost revenue.
- Commercial property assessment rate declines during this assessment period, creating an additional \$3-4 million decrease.

#### **Market Conditions:**

- Sales tax revenues remain stable but continue to be subject to consumer volatility. As the economy and consumer behavior choices change, planning for future years continues to be challenging.
- Recent federal and state policy decisions have increased uncertainty for Broomfield households, businesses, and developers.
- These factors are contributing to flat or slower growth and activity, directly impacting revenues and cash flows.

Currently, Broomfield's economic and financial position is stable, due to an established business base and a productive and educated labor force, which is complemented by a combination of a diversified tax base and sources, a conservative approach to making financial commitments and expenditures, and a moderate level of bond debt (compared to revenue).

Staff's focus is heightened on making recommendations to the council based on maintaining and shifting the residential/commercial development ratio, becoming ultra-sensitive to the trade-off of shifting commercially zoned property to residential.

## **2. Update Financial Impact Analysis**

Broomfield is actively engaged in initiatives to enhance its financial and economic systems, notably through the Enterprise Resource Planning (ERP) and the Long Range Financial Plan (LRFP). These endeavors build upon recent improvements to the budget process and a focused examination of Enterprise Fund activities.

The LRFP update, which commenced in Q1 2025 and is slated for completion in Q1 2026, has been instrumental in Broomfield since 2004. It serves to bolster the community's financial sustainability and resilience, aligning with City Council priorities. This plan integrates community planning, development, economics, and the organization's finances. Its methodology involves using actual financial data for revenues and expenditures, connecting this data to development types and activities, and projecting short, mid-term, and long-range impacts based on current economic, development, and operational conditions.

Broomfield's LRFP approach is recognized by the GFOA team, which is involved with the ERP and reviews LRFP strategies nationwide, as being more comprehensive and integrated than those in most other U.S. communities. The ongoing LRFP work will be linked and integrated with the ERP.

Progress on the LRFP is on schedule, with several key components well underway. Staff have updated market-informed land use plans, incorporated finalized 2024 revenues and expenditures, and linked this detailed financial and land-use information to conduct preliminary financial impact analyses. Concurrently, work has begun on revenue and expenditure projection modeling. This modeling employs a two-step approach, informing both revenues and expenditures with cost influences and modifiers, such as program and personnel costs impacting departmental budgets.

Revenue drivers encompass both endogenous factors (e.g., type and scale of new and redevelopment, household behavior changes) and exogenous factors (e.g., market, economic, and federal/state policy influences), including shifts in consumer spending, demand for commercial space, and Colorado's legislative actions on property tax assessments. The planned changes to the LRFP will establish a scenario-based approach to better understand the impacts on current and future fiscal outcomes, including immediate budgets and longer-term fiscal effects.

Similar to the annual budget process, Broomfield leverages actual recent revenues and expenditures to assess the fiscal impacts of development. This allows for a comprehensive net fiscal impact analysis during development review, extending beyond use taxes and fees to projected fiscal impacts from specific developments. While the full LRFP update is expected in early 2026, preliminary estimates of the impact per unit of development (housing units for residential, square footage for commercial) have been developed. Land use categories have evolved to reflect changes in Broomfield's development landscape.

For instance, in 2004, single-family residential dominated residential growth, alongside growing high-density multifamily, office, and retail spaces. Today, residential development is primarily mid-density single-family and higher-density multifamily, while commercial development has shifted to flex and innovation spaces, boutique retail, entertainment/dining/hospitality, mixed-use, and rehab/redevelopment projects. The LRFP land use categories have been updated accordingly.

Revenue and cost distributions have also evolved. Preliminary analysis shows that commercial uses continue to generate the largest share of total non-Enterprise Fund revenues, estimated at 55% of revenues. Retail and restaurants contribute nearly 30% of Broomfield's revenues, with office/flex space adding another 13%. Residential accounts for an estimated 45%, with single-family residential contributing just under 30% of total revenues. Sales tax was the primary fiscal revenue source in 2024, with nearly 75% collected from local businesses. The LRFP model has been updated to reflect the increasing share of sales tax from online shopping. Property tax is the second-largest revenue source.

The LRFP model, based on actual property tax revenue shares, indicates a near-equal balance between residential and commercial property revenues in 2024. While residential property values are assessed at about 25% of commercial property assessment rates, the total market value of residential property in Broomfield is nearly four times that of commercial property. Single-family residential is the largest land use category for property tax revenue, closely followed by office/flex.

Preliminary LRFP analysis, linked to actual 2024 expenditures, reveals that nearly 75% of expenditures are tied to residential utilization and demand. Services such as Parks and Recreation, Public Safety (BPD and Courts), and Library and Arts programs exhibit high residential utilization compared to services for commercial users.

The net fiscal impact for each land use/development type has been updated. While further refinement is expected in Q1 2026, the preliminary analysis reflects 2024 actual revenues and expenditures and aligns with previous LRFP analyses (2021 Update and 2023 data refresh). The net fiscal impact from an average residential unit or commercial square footage is incorporated into the Fiscal Impact analysis during development review and decision-making. The following table presents the preliminary 2026 Land Use type analysis:

Land Use Category	Net Fiscal Impact
Residential (per residential unit)	
Single-Family	(\$2,511)
Townhome (Mid-density)	(\$1,387)
Apartment (High Density)	(\$673)
Commercial (per square foot)	
Office/Flex/Innovation Work	\$1.53
Production	\$0.28
Retail/Restaurant	\$10.38
Non-Profit/Government	(\$0.50)

*Note: "Other Commercial" includes State-Assessed, Oil & Gas, and agriculture. While not converted to a square footage metric, these categories are net positive contributors to the community's fiscal sustainability, totaling approximately \$5.6 million.*

Information on land use projects has been updated to reflect the current slowdown and factors affecting residential and commercial development markets. This information is now updated quarterly, based on actual activities and discussions with developers and general contractors. Both the 2025 market and projected 2026 residential and commercial markets are expected to continue being impacted by higher interest rates and construction costs. While these factors are anticipated to moderate in late 2025 and 2026, other economic and market factors will likely influence buyer and business demand.

Over the next five years (2025-2029), land use projections estimate an average of just under 1,000 residential units per year, with 2026 projected to be the lowest at just over 500 permitted residential units. Additionally, approximately 1.5 million square feet of commercial space, primarily flex/innovation space, is anticipated. The projected Retail/Restaurant space (around 500,000 square feet to be permitted and built by 2030) will be concentrated in three main locations: FlatIron Crossing and the HiFi neighborhood (Catalytic projects), the Baseline Center Street District, and the Broomfield Town Square. This projected development level represents a downward shift compared to three years ago and the 2024/2025 projections used for the 2025 budget development.

As will be discussed in the following section, Broomfield takes a conservative approach in projecting revenue and development. The LRFP modeling utilizes the land use projections and will link them to the revenue and expenditure drivers to project future financial sustainability.

## 3. 2026 Budget Introduction

The upcoming 2026 budget continues to be guided by conservative revenue projections, reasonable cost growth assumptions (revenue), strategic development decisions, effective management of staffing and patterns, and data-driven decision-making models to keep operational costs in check while moderating risk impacts in uncertain times. Considering this economic context and fiscal outlook, staff completed a comprehensive line-by-line budget analysis in close coordination with every department to identify optimization opportunities.

Any funding request not categorized by a mandate, critical need, or obligation, but necessary to provide ongoing programs and services, would be defined as an 'other' for funding consideration. For the 2026 budget, the prioritization included only the mandated, critical, and obligated categories. After review and discussion, there is no available funding for additional programs, projects, or initiatives that fall in the 'other' category. As of now, this has not had an impact on any current levels of service to the community.

For the fourth consecutive year, staff recommends maintaining public safety as a top priority while continuing to adapt to growth, addressing deferred maintenance while moving forward with an asset management approach, and shifting to new and long-term fiscal realities.

- Broomfield Police Department: This commitment is demonstrated by keeping the Police Department organizationally separate from general employee groups. This approach has enabled the City and County of Broomfield to strengthen its police force effectively, resulting in a substantial increase in essential personnel to better serve the community. The Full-Time Equivalents (FTEs) grew from 242 in 2021 to 277 in 2025, a 14% increase. Concurrently, the police budget expanded from \$34 million in 2021 to \$44 million in 2025, marking a 27% increase. This investment is directly linked to Broomfield maintaining [the lowest crime rate per capita in the metro area](#).
- Similarly, our focus on infrastructure over the past several years has led to significant growth in resources dedicated to roads, streets, maintenance, and water. Full-time equivalents (FTEs) increased from 158 in 2021 to 220 in 2025—a 39% rise. The budget grew from \$47 million in 2021 to \$71 million in 2025, reflecting a 51% increase driven by being historically understaffed, inflation, supply chain challenges, rising labor costs, unfunded mandates, and regulatory changes.

This marks the third year that the City and County of Broomfield has prioritized expenditures based on three classifications or "buckets." Staff continues to apply these categories to prioritize spending for the remainder of the 2025 fiscal year and the upcoming 2026 proposed budget.

- Mandates: Regulatory requirements issued at the federal or state level that result in a need to fund.
- Critical Need: Essential to the effective operations of the organization. Failure to fund would result in a threat to public health, the environment, or community safety, or would create a greater liability or risk to the organization.
- Obligations: Contractual requirement or agreement.

Given current fiscal conditions, new services and associated costs will be strategically timed for review and further discussion when budget flexibility improves, which is not expected in 2026 or 2027. Existing service levels will be thoughtfully evaluated within the broader financial context to ensure maximum community benefit. This presents an opportunity to review services in terms of their community impact relative to delivery costs, ensuring resources are allocated where they can achieve the greatest positive outcomes. A strategic, comprehensive approach will guide these decisions in the near term.

Boomfield's 2026 budget reflects a strategic commitment to fiscal discipline and operational optimization in response to evolving economic conditions and resource constraints. The budget development process underwent comprehensive reform, emphasizing data-driven decision making, historical spending analysis, and alignment with community priorities to ensure sustainable financial management while maintaining essential services.

### **Budget Optimization Methodology - Reduced revenue drives structural changes**

The 2026 budget recommendations are driven by market volatility, legislative changes, and possible state-deficient outcomes. Our optimization methodology prioritizes mandated and critical budgets essential for operational excellence.

#### **Key budget adjustments for 2026 include:**

- **Vehicle Replacement:** A pause on vehicle replacement. Restructuring the maintenance schedule, conducting cost-benefit ratios, and including staffing ratios, CCOB brought the upkeep and maintenance of all BPD vehicles in-house.
- **Travel and External Training Budgets:** Significant reductions to staff travel and external training budgets.
- **Process Improvement:** Continuous pursuit of process improvement opportunities leveraging AI throughout the organization.
- **Personnel Requests:** Building on our longstanding practice of evaluating personnel requests before filling vacancies and adding new positions, excluding those related to public safety, critical functions, mandates, or legal obligations, we will be implementing a more rigorous, data-driven review process. This enhanced framework will deepen our analysis to ensure every hiring decision is backed by clear operational need, aligns with long-term organizational priorities, and optimizes the use of limited resources.

Employee compensation and employee health and wellness remain paramount, especially with historic low staffing vacancy rates (estimated 5% for general employees) and extremely high employee engagement survey results and participation rates. Due to our compensation philosophy and current benefit package, we are confident that employees will understand our 2026 budget approach. Leadership remains optimistic that CCOB will continue to attract and retain top talent due to the organization's compensation, benefits, flexible work, organizational work culture, and engagement/appreciation activities.

- **Merit Increases:** We are proposing a 1.5% average merit increase in the 2026 draft budget.
- CCOB will be absorbing the anticipated 14% premium increases for the Medical Care Expense Plan (MCEP), utilizing budgeted funds as well as funds from the existing MCEP Reserve Trust, which is composed of employee and employer dollars from the self-funded medical insurance trust.
- **Salary Ranges:** CCOB will hold the 2025 salary ranges for 2026, so no market increases will be budgeted, only minimum wage increases.

## **Staff Training and Development**

Reductions in external training and travel expenditures are incorporated. To compensate, we will enhance internal training offerings, utilizing cost-effective delivery methods and local expertise to provide high-quality professional development. This strategy ensures training obligations are met and employee growth is supported while maximizing value and reducing travel-related expenses.

## **Enterprise Resource Planning (ERP) System**

In preparation for future organizational needs, our staff has spent the last two and a half years preparing for the transition from an antiquated, manual, and spreadsheet-dependent finance system to a state-of-the-art Enterprise Resource Planning (ERP) system. Implementation is set to begin in late 2025. This new system will provide the community with a transparent, user-friendly, and easy-to-use tool, including a dashboard, to review, engage with, participate in, and understand the overall city and county budget.

## **Budget Alignment with Spending Patterns**

In close partnership with departments, the budget team conducted an in-depth review of multiple years of actual expenditures. Finance staff met with every department to perform a detailed analysis of historical spending patterns. The goal was to align the 2026 budget with these patterns, while also considering external factors that may impact future expenditures, thereby reducing the variance between budgeted and actual amounts.

Through departmental collaboration, the discretionary spending category was thoroughly analyzed, resulting in budget reductions that better reflect historical usage patterns. This optimization exercise produced meaningful reductions in both the 2025 revised and 2026 original budgets.

This comprehensive approach provides the discipline needed to carefully consider what is truly necessary to accomplish Broomfield's mission to serve the community. Each year, the budget process must be based on solid data analytics regarding generated revenue, expenses, future forecasts, and trends, and a clear understanding of organizational and community goals.

Broomfield anticipates applying the same methodology and due diligence with both development opportunities and new debt as it continues its current conversations with the council, specifically, recognizing the challenges and opportunities upcoming from constrained resources.

## **2025 Revised Capital Improvement Plan Update**

On multi-year projects, amounts not spent in the current year are rolled forward into future budget years by City Council action until the project is completed. This is accomplished through carryover and, similar to the operating budget, supplemental appropriations supporting the CIP may be made under the Charter, presuming additional revenues or fund balances are available to support the projects.

In March of this year, the 2025 budget was amended to support new and carryover capital improvement projects:

- March 11, 2025: carryover of unspent capital project budgets of \$74,670,459 for General Governmental and \$46,810,139 for Utilities

The [2025 Revised CIP Projects](#) include a table that shows the current non-recurring, or one-time, capital projects. Also included is the full proposed project list for the 2026-2030 CIP (see below). The projects are sorted by category. Since many of the 2026 projects are multi-year, the amounts that remain unspent on these projects at year's end will, potentially, roll into the 2027 budget.

## 2025-2029 Capital Improvement Plan Considerations

Similar to the operating budget, the efforts to manage capital projects for the 2026 budget are in response to a constrained revenue projection over the next two budget years. Using a conservative approach and understanding the constraints of Broomfield's finances, the staff has continued to evaluate and prioritize projects on the basis of the health and safety of the community. For the current 5-year [2026-2030 CIP](#), some non-critical projects have been delayed.

The Detailed Draft CIP Five-Year Outlook is a working draft of the proposed 5-year CIP Plan that includes all currently proposed projects that were carefully selected and scheduled to match financial resources. This working draft of the 2026 budget for Capital Projects includes \$145 million (includes \$80M for Police and Courts building) in expenditures for the General Governmental Funds and \$217 million (includes \$114M for wastewater facility bonding and \$70M for water tank bonding) in expenditures for the Utility Funds. These projects fall into two basic categories: those projects that provide funding necessary to meet existing obligations and provide capital repair or replacement of current assets (annually recurring projects), and non-recurring projects. The amounts are larger this year as they include the three bonds mentioned for police and courts, wastewater facility expansion, and water tanks.

Notable changes to the CIP 5-year plan include:

- Some CIP projects are driven by future development, such as the Sheridan bridge widening at Northwest Parkway and intersection improvements at SH128 and Interlocken Blvd. The timing for these projects has been pushed out based on the anticipated timeframes for developments in these areas.
- The next phase of improvements to Anthem Community Park was pushed out for a few years based on budget constraints. Staff will continue to evaluate the availability of funding for this project and potential phasing of the improvements as a part of the next update to the 5-year CIP plan.
- Some recurring CIP projects, such as ADA curb ramp program and bike/pedestrian striping modifications, were revised to match more closely with historic actual annual spending.
- New CIP project line items were added for Broomfield Facilities and New Assets. These line items will be used to consolidate the annual budgets associated with Broomfield facilities, such as those related to plumbing repairs, HVAC system rehabilitation, citywide building repairs, and emergency generator upgrades. Consolidating these budgets also provided an opportunity to reduce the overall anticipated budget needs for these ongoing projects.
- Some projects that were not deemed obligations, mandates, or critical were pushed out to future years, such as replacement of software utilized in the Community Development Department, street lighting upgrades in Arista, space need analysis for a portion of city hall, and expansion of the Broomfield municipal shops.

The 2026 Annually Recurring CIP projects include commitments for debt service, transfers, and reserves. It also includes phasing the maintenance recommendations from AECOM into the annual, recurring CIP budget. These projects represent the funding necessary to meet existing obligations and provide capital repair or replacement of critical infrastructure to both the Water and Wastewater enterprise funds.

As CIP conversations continue, staff will work to shift the focus from funding of new capital projects towards the preventative maintenance and repair, and rehabilitation to ensure that Broomfield is focusing efforts on adequately addressing its existing critical infrastructure.

### **Upcoming Bond Issuance**

Until 2021, Broomfield did not have a formal [Debt Policy](#). Since adopting one, we have aligned with industry and government standards by capping total debt at no more than 10% of the City's assessed value. As of the close of fiscal year 2024, Broomfield's total debt was at 5.25% of assessed value—well below industry standards.

In 2023, debt service accounted for 4.6% of total revenues, and in 2024, that decreased slightly to 4.2%, reflecting our intentional focus on managing and reducing outstanding obligations. For context, debt service levels under 5% of total revenue are typically considered “best in class.”

As we look ahead, the staff has strategically timed the issuance of new debt to coincide with the defeasance of the 2004 Certificates of Participation (COP) for the County building. This approach will help offset the impact of new debt issuance for the upcoming Police and Courts facility. While we expect to slightly exceed the 5% debt-to-revenue ratio following issuance, our strong financial standing provides confidence in our ability to manage this responsibly. In the past two years, Broomfield has earned three credit rating upgrades, which is a significant achievement.

For the general fund, with the Council’s approval to move forward, staff will be bringing forward the \$80M bond (Certificate of Participation) for funding the construction of a new police headquarters as well as the initial phases of the court building remodel.

For the water fund, with the Council’s approval, staff is moving forward with issuing a \$70M bond for funding the new water tanks. Broomfield’s water system model identifies capital improvements that will be needed as Broomfield develops. The model specifically focuses on the phased development of the areas north of W. 144th Avenue that are quickly developing. Design is complete, and construction is anticipated to begin in 2026. Construction is projected to last 36 months. The associated annual debt payment is anticipated to be approximately \$5.3M over 20 years.

For the sewer fund, staff recommends issuing a \$114M bond for funding the Wastewater Treatment Facility Expansion. Due to future increases in population and regulatory requirements from the CDPHE, the Wastewater Treatment Facility will need to commence a significant expansion to adequately treat the increase in wastewater and maintain compliance with current and future regulatory requirements. Project drivers include capacity, asset renewal, biosolids, reuse, and regulation. Construction is to begin in 2026. The associated annual debt payment is anticipated to be approximately \$8.8M over 20 years.

### **American Rescue Plan Act Update:** Began practice of spending one-time dollars on one-time projects

The funding stipulations for ARPA required Broomfield to encumber the \$20,727,034 by December 2024. The finance staff (budget, procurement, and grants) worked in collaboration with CIP project managers to ensure that the Purchase Orders for the major direct spending projects, such as Fiber and Stormwater, as well as the revenue recovery projects, such as Pedestrian, Asphalt, and Sealing, were solidified by the end of 2024.

The federal compliance team has approved the allocations and expenses as we continue to work towards spending down the balance by December 31, 2026.

### American Rescue Plan Act Budget and Expenditures

Project	Budget	2025 Actuals	Balance
Fiber Optic Connection for Pump and Lift Stations	\$2,107,064	\$2,107,064	0.00
Broomfield Heights Pedestrian Improvements	\$388,846	\$388,846	0.00
Broomfield Heights Stormwater Improvements	\$8,620,044	\$2,941,961	\$5,678,083
Pavement Management (Asphalt & Sealing)	\$9,611,078	\$9,611,078	0.00
<b>Grand Total</b>	<b>\$20,727,034</b>	<b>\$15,050913</b>	<b>\$5,678,083</b>

## 4. Enterprise Fund Considerations

Utilities are funded by three enterprise funds that are specifically dedicated to the Water, Wastewater, and Stormwater/Flood Management utilities. Each enterprise operates as a self-supporting entity. Revenues generated from monthly utility bills are the largest source of revenue for each utility, accounting for generally between 85% to 90% of revenues in each fund. Other significant sources of funds include development fees and funding from the Mile High Flood District (MHFD). These cumulative funding sources cover day-to-day operations, capital and rehabilitation projects, and annual programs. A robust enterprise fund presents a significant strategic advantage, empowering the city to issue revenue bonds.

This mechanism is crucial for financing substantial capital projects, much like the extensive bonded projects anticipated in 2026. The ability to leverage revenue bonds ensures that vital infrastructure and development initiatives can proceed.

As previously noted, to prepare for critical utility infrastructure needs, Broomfield adjusted water and sewer rates last year. This was, in part, to support two upcoming enterprise bond issues—one to fund two new water storage tanks and another to expand our wastewater treatment facility. Staff issued an RFQ seeking proposals from bond underwriting firms, specifically seeking relevant experience issuing Enterprise Fund bonds. Several vendors responded by the June 30th deadline, and staff have selected Stifle and Piper Sandler as underwriters of the bonds. CCOB is still targeting issuance in early 2026.

Staff has provided additional detailed information on how water and sewer rates are directly influenced by the process of repairing and replacing aging infrastructure, known as asset renewal. Here is the linked document - [Water Utilities System Asset Renewal - Key Aspects of Establishing Rates](#).

### Five-Year Utility Rate Plan

In 2025, the City of Broomfield implemented the first utility rate increase of a comprehensive five-year financial plan to address the financial sustainability of the enterprise funds. This increase was necessary because our utility rates had stayed significantly below market rates, while the costs of providing safe, reliable water service continued to rise due to aging infrastructure requiring increased maintenance and replacement, new regulatory requirements and unfunded mandates, unprecedented inflation impacting operational costs, and a substantial backlog of critical system repairs and upgrades. Recognizing the financial burden this placed on residents, the Council established the Utility Rate Assistance Fund (URAF) to help eligible households manage the impact.

As detailed in the adopted budget by the Council in 2025, the five-year plan includes a year two increase totaling \$16.89 per month for the average single-family home starting in 2026. This represents a 15% increase for utility rates across all funds, with a 9% (\$1.00) increase for stormwater service fees, and aligns with projections presented in the original five-year plan presented in 2024 (also see [October 22, 2024](#), memorandum).

Staff has completed a comprehensive fiscal analysis to evaluate anticipated revenues from utility rates as well as projected expenses based on necessary costs associated with day-to-day operations, capital and rehabilitation projects, and annual maintenance requirements.

This increase is essential to ensure the long-term financial sustainability of our enterprise funds while maintaining essential services and infrastructure. The recommended rate structure ensures sufficient funding for both ongoing maintenance of existing water infrastructure and necessary capital improvements. The proposed increase allows the utility to maintain a proactive maintenance schedule consistent with capital improvement planning recommendations, protecting the community's investment in water infrastructure while avoiding more costly emergency repairs. Deferring maintenance on water system components creates significant financial risk, as delayed repairs typically result in substantially higher replacement costs and potential service disruptions that impact the entire community.

It is important to understand why this rate increase cannot easily be reduced. Each percentage point reduction in the proposed rate change would result in approximately \$500,000 less annual revenue to the enterprise fund. Such reductions would necessitate corresponding cuts to maintenance programs, capital projects, or service levels to maintain a balanced budget.

Given the essential nature of water services and the potential for deferred maintenance to compound costs over time, the proposed increase represents the minimum funding level necessary to ensure reliable, long-term service delivery to our community.

The fiscal analysis includes multiple interdependent variables, and adjusting any one component impacts several other variables within the model, requiring a holistic re-evaluation of all dependencies within the five-year comprehensive plan.

Understanding that any increase in fees can be challenging for our residents, the staff has included the continuation of the Utility Rate Assistance Fund (URAF) program in the 2026 budget. A review of URAF applications received by the Housing Division revealed that the vast majority of applicants requesting assistance were at or below 60% AMI, representing 78% of total applicants. Total applications processed through the date of memo drafting are 1748, with an additional 97 applications in progress.

While the 2025 URAF program allowed residents with incomes up to 100% of Area Median Income (AMI) to request water utility bill assistance, staff recommends reducing the eligibility threshold to 60% AMI for the 2026 program. Staff also recommends transitioning from quarterly payments to a one-time payout, as the administrative burden of maintaining the current quarterly process is considerable, and this change would improve program efficiency while maintaining the same assistance levels as in 2025.

This adjustment recognizes that the 2025 rate increase was significantly larger than what is proposed for 2026, while acknowledging that the proposed rate increase will still present challenges for some community members.

Communication Plan: Staff will be providing additional information for the community to learn about the proposed fee increase and how it could impact them directly. In the fall, staff will be updating the Broomfield.org website and will include information on the City and County of Broomfield's communications channels. We will work with our Broomfield magazine, which was indicated in the Community Survey as a common place where residents seek to learn about Broomfield events, to share information about the rate change.

Additional information will be shared in late 2025 before the new rates take effect. Furthermore, staff is preparing an online bill estimator tool that residents can use to enter information specific to their address based on one of their current utility bills to estimate what the rate increase would mean for their particular property. Additional information will also be prepared before the ordinance consideration to ensure estimated impacts are shared for townhome, apartment, and condominium owners, as well as commercial customers.

The recommended rate change will be formally presented to the City Council by ordinance during budget consideration in October 2025. Residents who may need assistance with utility costs are encouraged to learn more about the Utility Rate Assistance Fund (URAF) eligibility and application process.

The projected impact on each of the rate components for residential customers is shown below, as well as the impact on an average monthly bill for a single-family home and a Multi-family home.

In 2025, the increase for the water utility bill was only on the base fees, and there was no increase for the water usage rates. As discussed and presented last year, in 2026, the proposal also includes an increase to the water usage rate, and therefore, the monthly difference in the water bill will be dependent on how much water the residence typically utilizes.

The example provided below uses an average single-family home bill of 9,000 gallons for water and 6,000 gallons for sewer. The 9,000 gallons/month for water is based on a 4-year historical average of 107,000 gallons per year for a single-family 0.75-inch. Staff will be creating a web-based application linked on our website to help residents calculate how the proposed increase would apply to their home utility bill based on their specific household water usage (to be available before consideration of the ordinance).

### **Impact on Average Monthly Bill for a Single Family Home**

Fee Type	2025 Rate	2026 Rate	2025	2026	Difference
Water Base Fee	\$36.91	\$42.45	\$36.91	\$42.45	\$5.54
Water Usage (0 - 5k gal)	\$2.39	\$2.75	\$11.95	\$13.75	\$1.80
Water Usage (6 - 9k gal)	\$3.82	\$4.39	\$15.28	\$17.56	\$2.28
Water Usage (> 9k gal)	\$5.41	\$6.22	\$0.00	\$0.00	\$0.00
Sewer Cost/1,000 gallons	\$5.44	\$6.26	\$32.64	\$37.56	\$4.92
Sewer Fed Mandate Charge	\$0.52	\$0.52	\$3.12	\$3.12	\$0.00
Sewer Env Compliance Fee	\$9.00	\$10.35	\$9.00	\$10.35	\$1.35
Stormwater Fee	\$11.00	\$12.00	\$11.00	\$12.00	\$1.00
<b>Total Bill</b>			<b>\$119.90</b>	<b>\$136.79</b>	<b>\$16.89</b>

## Projected 4-Year Outlook for Single-Family Home Bill

	2025	2026	2027	2028
Anticipated Bill	\$119.90	\$136.79	\$146.37	\$156.61
Percentage Change		14%	7%	7%

## Impact on Average Monthly Bill for a Multi-Family Home

	2025 Rate	2026 Rate	2025	2026	Difference
Water Base Fee	\$36.91	\$42.45	\$36.91	\$42.45	\$5.54
Water Usage Fee / 1,000 gal	\$2.55	\$2.93	\$7.65	\$8.79	\$1.14
Sewer Cost/1,000 gallons	\$5.44	\$6.26	\$21.76	\$25.04	\$3.28
Fed Mandate Charge	\$0.52	\$0.52	\$2.08	\$2.08	\$0.00
Env Compliance Fee	\$9.00	\$10.35	\$9.00	\$10.35	\$1.35
Stormwater Fee	\$6.60	\$7.20	\$6.60	\$7.20	\$0.60
<b>Total Bill</b>			<b>\$84.00</b>	<b>\$95.91</b>	<b>\$11.91</b>

\* The average Multi-family home bill is based on 3,250 gallons for water and 4,000 gallons for sewer.

## Projected 4-Year Outlook for Multi-Family Home Bill

	2025	2026	2027	2028
Anticipated Bill	\$84.00	\$95.91	\$102.62	\$109.81
Percentage Change		14%	7%	7%

## Next Steps

Comments received during this update will be weighed as the draft Operating and CIP budgets move forward for Council's consideration and final adoption on October 28, 2025.

Staff will host two study sessions on Thursday, September 18th and 25th, to answer questions and solicit feedback from Council. Council direction on adjustments will be incorporated into the 2025 revised budget and the proposed 2026 budget.

Staff anticipates distributing the 2026 Proposed Annual Budget electronically to the Council on September 3, 2025, and will post it for public view on Broomfield's Finance website on September 4, 2025, which will include the following entities:

- City and County of Broomfield
- Arista Local Improvement District (ALID)
- Broomfield Urban Renewal Area (BURA)

The following files are included with this memo to supplement the study session discussion related to Broomfield.

- [2025R & 2026 CIP Projects By Division](#)
  - Includes all Annually Recurring CIP Projects
  - Includes all commitments for debt service and contribution to reserves
- [2025-2030 Detailed Draft CIP Five-Year Outlook](#)
  - Includes all of the currently proposed revised 2025 and 2026 projects and all projects through 2030

## Financial Considerations

The information presented outlines the financial approach for the City and County for the remainder of the fiscal year 2025 and provides preliminary estimates for the 2026 CIP draft budgets.

## Prior Council or Other Entity Actions

- October 22, 2024: [Resolution No.2024-149](#) Approving the 2025 City and County of Broomfield Budget
- March 11, 2025: [Resolution No. 2025-44](#) Approving the First Amendment to the 2025 City and County of Broomfield Budget
- May 8, 2025: [2026 Budget Planning Study Session](#)
- July 15, 2025: [Second Quarterly Update Regarding Enterprise Funds](#)

## Boards and Commissions Prior Actions and Recommendations

N/A

## Proposed Actions / Recommendations

N/A

## Alternatives

N/A