

Town of Johnstown

MEMORANDUM

TO: Honorable Mayor Mellon and Town Councilmembers

FROM: Matt LeCerf, Town Manager

DATE: September 25, 2023 & October 11, 2023

SUBJECT: FY 2024 – Proposed Preliminary Budget

It is with great pleasure to provide the Mayor, Town Council, and the Community in compliance with CRS 29-1-105, with the FY 2024 proposed budget. I am hopeful that this important document represents the direction and objectives identified by the Council. As part of this presentation, we will move through the budget on a fund level basis, providing an overview of the departments' requests. We welcome questions, comments, requested changes and adjustments, and the ensuing dialogue to provide a stronger understanding of the budget and the planned outcomes for FY 2024. First and foremost, required reporting is provided as part of the annual budget in compliance with both the Home Rule Charter of the Town of Johnstown and Section 17-3-5 E. of the Johnstown Municipal Code.

Home Rule Charter Compliance – Article 12, Section 12.3

Article 12, Section 12.3 of the Home Rule Charter requires specific content be provided as part of the proposed budget. Subsections A-H of Section 12.3 are included in the body of the preliminary budget. Additional notes related to the contents of the proposed budget include the following information.

a) *Item H:* The subsection requests "*An estimate of the amount required to be raised from an ad valorem property tax levy*". Included in the proposed FY 2024 budget is the amount of ad valorem to be raised through the assessment of the full 23.947 mills. This mill levy also includes the 3.3 mills that are allocated and dedicated to the library – a portion (1.8 mills) of which is by approval of a ballot measure and the balance is by resolution (1.5 mills) approved by Council.

Council inquired during the Council retreat about the ability to reduce property taxes for residents in the community. Besides lowering the mill levy, the only exemptions that can provide a reduction in the property tax values are created by state statue. The two reductions are:

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- *Senior Tax Exemption:* 50% of the first \$200,000 of actual value of the property is exempted.
- *Disabled Veterans Tax Exemption:* 50% of the first \$200,000 of actual value of the property is exempted.

The recommendation to assess the full mill levy for ad valorem taxes is due to the one-time influx of oil and gas revenues. The increase attributed to oil and gas is 614.05%, resulting in a revenue increase from \$906,058 in 2023 to \$6,469,699 in 2024. The net increase from the oil and gas alone is \$5,563,641. We do not have the ability to reduce specific assessment types, consequently, a mill levy reduction would be across all the assessed value types as shown in the table below.

	Changes fro	Changes from 2022 to December 2023 - Both Counties (Larimer & Weld) Comb					bined				
Assessed Values			Growth in	% Growth	% of Total Tax	Re	2022 evenues by	Re	2023 evenues by	C	oifference
Types	2022	2023	2023	in 2023	Pd. By each		Category	Category		Between Years	
Vacant Land	11,999,335	25,738,360	13,739,025	114.50%	3.41%	\$	247,750	\$	531,420	\$	283,670
Residential	162,634,013	220,604,641	57,970,628	35.64%	29.22%	\$	3,357,904	\$	4,554,824	\$	1,196,920
Commercial	122,145,931	161,006,597	38,860,666	31.81%	21.33%	\$	2,521,947	\$	3,324,303	\$	802,356
Industrial	25,381,445	25,778,508	397,063	1.56%	3.41%	\$	524,051	\$	532,249	\$	8,198
Agricultural	1,282,067	1,136,547	-145,520	-11.35%	0.15%	\$	26,471	\$	23,466	\$	(3,005)
Oil & Gas	43,883,286	313,348,132	269,464,846	614.05%	41.51%	\$	906,058	\$	6,469,699	\$	5,563,641
State Assessed	10,079,247	7,345,260	-2,733,987	-27.12%	0.97%	\$	208,106	\$	151,658	\$	(56,449)
Exempt	18,105,514	37,687,339	19,581,825	108.15%	0.00%	\$	-	\$	-	\$	-
Total	395,510,838	792,645,384	397,134,546	100.41%	100.00%						
Total minus Exempt	377,405,324	754,958,045	377,552,721	100.04%	100.00%	\$	7,792,288	\$	15,587,619	\$	7,795,331

The total increase to residential assessed property from 2022 to 2023 is 35.46%. This increase results in a net increase of \$1,196,920 paid to the Town. To provide value to the residents, Staff has recommended to provide back to the residents a total of \$1,000,000 of this increase. The property tax rebate would be paid out based on a proportional share of the increased assessment for each residential property. The result for the Town would be an overall increase to the property tax revenue for residential properties of \$196,920 in FY 2024, (assuming 100% compliance with payment). Conditions such as verification that payment has been made on the property taxes would be applicable as well. Our intention is to perform the operations of this rebate/pay back of the property taxes through the Finance Department.

The preliminary estimate of revenues generated through ad valorem are based on the current mill levy, and are indicated in the revenues heading without the credit being issued. A corresponding expenditure is recognized in the legislative budget of \$1 million. These

revenues are based on preliminary ad valorem rates received by Johnstown from the respective County Assessor Offices.

b) Item I: This item requests "A statement of the outstanding securities and other debt and payment obligations of the Town, showing the debt redemption and interest requirements the authorized and outstanding and the condition of sinking funds, if any." In 2021, the Town issued Sewer Revenue Bonds for capital projects associated with the wastewater system. The PAR amount of these bond proceeds totaled \$46,585,000. This amount is the outstanding principal on the debt schedule since 2021, 2022, and part of 2023 consisted of interest only payments. In December 2023, both principal and interest payments will apply which totals \$1,786,575. A copy of the debt scheduled is attached with this memo.

Regarding sinking funds of concern, there are funds that have balances that are trending lower in FY 2024. These funds include the General Fund, Parks and Open Space Fund, Storm Water Fund, Conservation Trust Fund, Water Fund, and Sewer Fund.

The General Fund is trending lower due to proposed loans or grants in the budget provided to the water fund in FY 2024. The funding is being used to support the critical and necessary water capital projects which are either unfunded state mandates, to meet current utility demands on the system, or to meet future demands on the system. Accordingly, the water fund, while it does have an influx of cash from the general fund, the balances will be drawn down to make substantial progress towards completion of the projects. Following completion of the projects necessary in the water fund, the general fund will be able to independently build up its reserves to a more appropriate level. To ensure long-term sustainability in both water and sewer funds, rate and connections fees for existing users and new development are going to be essential and necessary.

The Parks & Open Space Fund is also trending lower in its ending fund balance. The reasoning for this is due to the fact that it does not generate any significant revenue for the services it delivers. This fund could technically be considered a general fund operation, but we keep it separated because it has both an impact fee revenue source and it receives revenue from the Larimer County Open Space Fund Sales Tax. The declining trend of the ending fund balance will continue as our operational costs increase and area of maintenance and operations continues to grow. There is a transfer planned of \$1MM from the general fund. We would expect transfers of funding support from the general fund to continue for maintenance of our park facilities, until a sustainable revenue source can be identified.

The Conservation Trust Fund (CTF) has a single project planned for FY 2024. Revenue is generated from the sale of lottery ticket proceeds. CTF funding can be used for the acquisition, development, and maintenance of new conservation sites or for capital improvements or maintenance for recreational purposes on any public site. Funds generated

annually are not substantive enough to fund a single project generally, hence our approach has been to draw down the funds every other year. In FY 2024, we will draw down these funds and make improvements to the playground and include a pour in place at Lake Park. The cyclical use of the funds is the reasoning for the sinking funds in CTF.

The Stormwater Fund is also a fund that is trending lower in FY 2024. During May and June of 2023, the Town experienced significant storm events that caused localized flooding. To address these issues, the Town is working to design and construct improvements that will mitigate future impacts, resulting in a reduction in the fund balance. We also plan to make greater assessments of our infrastructure to identify areas in need of additional maintenance and where bottlenecks restricting storm water flows are occurring. Long-term fund evaluations will be necessary as further detailed in this memorandum under the fund overview.

Finally, both the Water and Sewer Funds will be trending downward in their ending fund balances. While they both may appear healthy from an ending fund balance currently, they are both in the process of making substantial capital project improvements which will cause their fund balances to trend lower over the next few years. As previously mentioned, to ensure long-term sustainability in both the water and sewer funds, rate and connections fees for existing users and new development are going to be essential and necessary.

c) *Item J: Such other information as the Council may require.* Town Staff can provide additional information as directed and requested by Council to the Town Manager.

Section 17-3-5 E. Community Facilities & Fees

Section 17-3-5 E. of the Johnstown Land Use and Development Code requires an annual report to the Council not later than October 15 of each year. The requirements of the annual report are as follows:

E. Annual Report. At least once every year, not later than October 15, and prior to the Town Council's adoption of the annual budget and capital improvements program, the Town Manager shall prepare and submit an annual impact fee report to the Council.

- 1. The annual report may include evaluation of capital improvements planning, analysis of annual development activity and permit statistics, assessment of funds and capital improvements expenditures, recommended updates to the fee schedules and calculation, recommended amendments to the fee ordinances and impact areas, and any other information relevant to or required by specific impact fee ordinances.
- 2. The Town Council shall receive the annual report and may take any action it deems appropriate based on the information.

a. Recommendations for amendments, if appropriate, to these procedures or to specific ordinances adopting impact fees for particular capital improvements; Section 17-2-3 addresses the requirements and applications for impact fees. In November 2021, Council received a report from WEL Consulting Group that performed the necessary analysis of our impact fees. In February 2022, the updated impact fee schedule went into effect and included a 5-year of regular increases until the end of FY 2026. At this time, no amendments to these ordinances are planned to accommodate existing or future capital improvements.

One of the outstanding elements that was recommended in the study was consideration to diversify the Library and Cultural Development Fee. At the time, all fees were being directed to the library. The impact fee allocation for this development fee was adjusted to provide value for additional cultural programming effective October 1, 2023, based on the table below.

Impact Fee Use	Percentage of Total
Library	50%
Public Art	40%
Historical	10%

b. Proposed changes to the Comprehensive Plan or plan elements and/or an applicable Capital Improvements Program, including the identification of additional capital improvement projects anticipated to be funded wholly or partially with impact fees; In November 2021, the Town adopted its new comprehensive plan. No planned changes are anticipated from this plan. Complimenting the Comprehensive Plan is the updated Land Use and Development Code which was effective in May 2023.

The updated Capital Improvements Program (CIP) for FY 2024 has been included within the proposed FY 2024 Budget document. An overall CIP 10 Year plan is currently being completed and will be provided to Council prior to the October 15 deadline. Capital projects planned in FY 2024 directly associated with impact fees are as follows:

- Transportation Facilities Development Fee
 - o Hwy 60 & Colorado Blvd. Intersection Improvements \$2,000,000
- Police Facilities Development Fee
 - o PD Expansion \$4,000,000
- Public Facilities Development Fee
 - o None for FY 2024
- Park & Recreation Facilities Development Fee

- o Trail Development \$1,000,000
- o Pedestrian Trail Over Little Thompson River \$300,000
- o Aragon Park Playground Improvements \$350,000
- o Vehicle \$30,000
- o Small Loader \$40,000
- o Flatbed Trailer \$15,000
- o Parks Master Plan (WCR 17 & WCR 46.5) \$200,000
- Library Facilities Development Fee
 - o Unknown
- Drainage Impact Fee
 - o Country Acres Improvements \$530,000
 - o Stormwater Master Plan \$508,400
- c. Proposed changes to the boundaries of impact fee districts, if applicable;
 The following impact fees have no boundary restrictions with respect to their
 application on any development within the Town limits. No boundary adjustments are
 planned unless new properties are annexed into the Town limits:
 - Transportation Facilities Development Fee
 - Police Facilities Development Fee
 - Public Facilities Development Fee
 - Park & Recreation Facilities Development Fee
 - Library Facilities Development Fee
 - Drainage Impact Fee
- d. Proposed changes to impact fee schedules as set forth in the ordinances imposing and setting impact fees for particular capital improvements;

 Ordinance 2022-221 adopted in February 2022 establishes the 5-year fee schedule for the Town's Impact Fees. A copy of this ordinance which details the fee schedule for the impact fees for FY 2024 is attached to this correspondence.
- e. Proposed changes to level of service standards for particular categories of capital improvements;
 - No specific changes to the level of service standards are planned in the various categories of capital improvements. If any changes were to occur, they would either be organically or due to the improvements that are planned in FY 2024. The specific changes would improve or increase the level of service provided, not reduce, or eliminate a specific service.
- f. Proposed changes to any impact fee calculation methodology;

 No changes are proposed to the existing impact fees calculation methodology.

 Changes to the Town's ordinances related to the method of calculation would only be

- to clarify the current practice and application of the impact fee for residential and nonresidential development as applicable in the assessment of the impact fee.
- g. Proposed changes to the population, housing, land use, persons per household or nonresidential development projections included in the impact fee report and upon which the impact fee amounts have been determined;

 Northern Colorado continues to be one of the fastest growing regions in Colorado and more than likely in the United States. Based on the current draft of the Comprehensive Plan, growth is conservatively estimated at 2.5% annually, but could be as great as 6%. Our impact fees accurately reflect the growth estimates currently expected in Johnstown. The fees in place are set to meet needs and demand for capital improvements necessary as the growth in the community continues. Given current changes in supply chains and inflation increase, we have estimated 175 single-family homes and 250 multi-family units for FY 2024.
- h. Other data, analysis or recommendations as the Town Manager may deem appropriate, or as may be requested by the Town Council.

 The Town Manager is prepared for any additional information and analysis desired by the Council upon request.

Introduction

Overall, the budget portions presented are in a stable financial position and balanced. This is due to the accountability and expectations created by the Citizens, coupled with the leadership of the Council. Accordingly, Staff recognizes and understands the importance of ensuring financial sustainability for the organization and the Community. Included in the budget within each fund are proposed revenues, expenditures, and ending fund balances. The budget presented ensures that services both internal and external are either maintained at their current level or improved for a better community experience. Below are brief highlights of some of the FY 2024 projects and outcomes proposed. We intend to walk through the entire budget highlighting other outcomes requested by Council beyond the operational components.

General Fund

The General Fund has a healthy reserve balance of approximately 1 year's operational reserves at the end of FY 2024. Our current financial policies require 6 months' operational reserves. It is important to note that operational reserves are different than the total budget. Operational reserves are the ending fund balance compared to the annual operational expenditures for a specific fund, while the total budget for a fund including capital outlays. The measurement of operational reserves against its expenditures is a more justified measurement since the capital items are generally larger expenses which, if necessary, can be paused until a more appropriate time for the improvement(s).

The general fund provides for legislative, administrative, financial, police, planning, building services and maintenance, and some public works operation functions. Included in the FY 2024 proposed budget is the creation of additional departments and/or divisions which are detailed below in the highlights of the general fund:

- This year the Johnstown BBQ Days committee met with the Town Manager to request that the Town begin transitioning to own and lead the coordination of Johnstown BBQ Days. The FY 2024 budget includes this transition of ownership where the Town will hire an Event Coordinator to help with the transition in 2024. In 2025, the operations of the BBQ Days will be solely the responsibility of the Town. The creation of this division within the Town will also include one other event during the calendar year which has yet to be determined. If Council supports this direction, we will work to hire this employee immediately and that individual would use their creative mind to determine the additional event(s).
- The creation of an Engineering Department is also proposed in FY 2024. The focus of this new department would be to bring all development review in-house and in short order, eliminate our reliance on consulting engineers. Our current method is using consultants and billback the developer/applicant based on invoices received. We intend to adjust this method slightly by charging a flat fee for the development review based on the various sizes and types of applications. During this transition, the fund itself may be challenged financially based on the current status of an application, but we see this as a more sustainable method of operations. Not only will the staffing in this department be more responsive to the development community, but they will also be able to respond to citizen inquiries in a timelier manner, as well as monitor and oversee the various capital projects within our community. Additional staffing is planned to accommodate this change and creation of the new department.
- The addition of staffing to the engineering department will create the need for the Town offices to expand. Currently the Town owns the old library, and we have a tenant in place with a lease ending on August 31, 2024. There are provisions that either party may terminate the lease earlier provided a 120 days notice. If this department is supported, Staff would recommend providing the required notice to the tenant to terminate the lease and begin plans to remodel the facility. Included in the FY 2024 budget are funds totaling \$500,000 for the remodel. While I am still working out the details, the vision would be to establish this building as the primary development offices of the Town.
- The Police Department requested four (4) new officers and vehicles in their budget for FY 2024. While I am supportive of the need for new officers, the request was rejected simply because the department has existing vacancies in the department based on FY 2023 staffing approvals that have not been filled. Upon being fully staffed, I have committed to the Police Chief that I would request to Council during a regular council meeting to fill one of four positions incrementally. This will ensure both financial

- requests are being utilized appropriately and we are not purchasing equipment unnecessarily. Each officer cost including equipment and salary is roughly \$225,000.
- Construction appropriations are requested for the expansion of the Police Department Headquarters. The project will expand the facility with the most critical need being the accommodation of additional storage in the facility for evidence. Funding is proposed at \$4 million, but we will be submitting a DOLA grant application for \$1 million for the project as well. If we are successful, the construction budget should increase to \$5 million with a portion of this grant allocation dedicated to energy efficiency in the form of a solar panel system on the building roof. Energy efficiency is a requirement of receiving the grant.
- The Town is currently working with Ditesco on broadband deployment options in Johnstown. Based on the outcome and general direction from Council on this study an allocation to continue investigations on this initiative have been included.
- The Town is currently working with the FRFR and Milliken on a shared Emergency Management Coordinator IGA. This position will be housed in the FRFR Offices and be responsible for completion of the Emergency Response Plan for the community which dates back to the early 2000's.
- The Johnstown Downtown Development Association has requested an allocation of \$20,000 for FY 2024. Currently proposed is the historical contribution of \$15,000. A copy of their request is included.
- Public transit funding and meeting the needs of employers in Johnstown has been a hot topic. Funding to support a partnership with other area transit partners has been proposed.
- Funding for a Downtown Economic Study is proposed in FY 2024. This will likely include engagement with a consultant as well as Downtown Colorado, Inc. The most critical to this process will be the downtown community and its businesses.
- Transfers are proposed in the general fund including the following:
 - o A proposed loan to the water fund in the amounts of \$50.7MM
 - o An operational transfer to the parks & open space fund in the amount of \$1MM
 - A transfer into the recreation center fund in the amount of \$503,000. Their proposed FY 2024 budget is also included. The additional \$3,000 is for our participation in the Mountain View HOA as agreed to in 2019.

Street Funding

The Town is committed to improving streets in our community which is a significant indicator of a quality community. The community also recognizes the value of a healthy transportation system and accordingly approved a 0.5% sales and use tax on goods sold in the community. Some of the notable items included in the FY 2024 Street & Alley Budget include the following:

• A \$2.2 million allocation for street maintenance for slurry seal, overlay projects, and other Preventative Maintenance Programming on our Town roadways. This is a 100% increase compared to the approved FY 2023 budgeted amount and can be directly

- attributed to the support of the community to approve the 0.5% transportation sales and use tax increase. We anticipate continuing this program at this level or higher based on increases to sales and use tax for the community.
- An allocation of \$2 million is being made for the purposes of widening the western segment of Colorado Blvd. and coordinating it with the Purvis property development (the Purvis developer will be responsible for the eastern segment of Colorado Blvd adjacent to the Purvis property). This will help improve safety, road condition and traffic congestion along this section of roadway north of Highway 60.
- A \$2.5 million allocation for the interim improvements to Highway 60 and Colorado Boulevard are also included in FY 2024. Our hope is that we can complement this improvement and more importantly the funding with a grant. With the establishment of the high school, this is a critical project at this intersection.
- Funding for the design to realign High Plains Boulevard and Highway 34 is proposed in FY 2024, with construction being planned and appropriated in 2025. It is our hope that CDOT may have interest in supporting this project or grants might be available when we pursue construction.

Capital Facility Fund

The Capital Projects Fund derives its revenues from 1% use tax for all capital projects in the Town of Johnstown. In 2024, there are two funding expenditures proposed as described below:

- In 2023, we completed the Downtown Branding and Phase I of the wayfinding and placemaking. FY 2024 plans for the continuation of the wayfinding and placemaking signage to properly brand downtown.
- An allocation is proposed for the installation of several EV Charging stations around Town as the electric vehicle count changes across the community.

Park & Open Space Fund

In FY 2024 over half of the proposed budget is recommended for allocation to capital projects. As part of the citizen survey, recreational opportunities and amenities were a key focus of the feedback we received. Accordingly, we are listening to that feedback. Some of the specific projects will include the following:

• Construction of the Little Thompson Trail Bridge Project. The initial phase of the Little Thompson River Trail project will be completed in 2023. This bridge project will provide safe connectivity on the trail to cross over the Little Thompson River rather than pedestrian and bikers detouring onto WR 46.5. While the project is small, the cost is significant, requiring a pedestrian bridge installation to cross the river. An additional allocation of \$1 million is proposed for additional trail development in the community as well. Our goal is to eventually complete a connected trail from the south side to the north side of Town.

- The Town will take ownership of the Letford Elementary School property sometime towards the end of the calendar year. While funding of a master plan of both the Letford Elementary School site and the 60 acres at the southeast corner of WCR 46.5 and WCR 17 owned by the Town was appropriated in FY 2023, the initial focus was to perform a pool financial feasibility study. We expect the feasibility study to be completed by the end of 2023 which would allow us to now proceed with the master planning of these sites in 2024.
- Aragon Park is in critical need of improvements. Our focus in FY 2024 will be to replace the playground, add a pour in place for surface of the playground, and make cosmetic improvements to the pavilion and other areas at this park.

Sewer Fund

The Sewer Fund has several major capital projects that will be continuing during FY 2024. While some of these are a result of the Consent Order with the Colorado Department of Public Health and Environment, others are of a general need to accommodate the anticipated growth in the community. To facilitate these capital projects, the Town in 2021 issued roughly \$56 million in bonds to begin the improvements now. Some of the project highlights include the following:

- The collection system construction in areas north and south of Highway 60 began in 2021. Construction and design elements will continue in 2024, focusing on the Northern Interceptor. The allocation for the North Interceptor in FY 2024 is \$13 million.
- The Central WWTP will continue construction in 2024. The approved total budget for this project is \$52.8 million and \$26.5 million of this cost is allocated for FY 2024. Construction completion is expected in 2025.
- The sewer fund as it is presented also includes a 15% increase to the sewer utility rate charges for monthly service.

Water Fund

The Water Fund has several critical and necessary projects in 2024. The specific projects that will assist with water demands on the system (especially during the summer season of high-water usage) will including the following:

- Construction of the new Water Treatment Plant Expansion. This will increase the plant capacity from ~6.2 MGD to 12 MGD. The construction which will begin in 2023, will carry forward to completion hopefully in early 2026. Total construction costs are expected to be approximately \$80 million over the term of the project.
- A raw water trunk line is also going to be an essential part to building additional capacity in the water system. Accordingly, funds have been allocated for the purposes of easement acquisition and to begin design in FY 2024 with plans to perform construction in 2025.
- The water fund is proposed to accept a loan from the general fund in FY 2024 in the amount of \$50.7 million. This cash dedication will help to ensure that the Town is able to

- meet its current and future demands on the Water Utility, while also providing excellent water quality in the future that either meets or exceeds state permit requirements. This loan will be subordinated to a bond which is also expected to take place in early 2024. The estimated amount of the bond is \$72 million.
- Rates will be a critical factor in the ability to meet the needs and complete these large capital projects. Staff is proposing that rates increase by 30% in each of the next 3 years based on results from the utility rate study presented to Council by the utility rate consultant.

Staffing & Compensation

In FY 2024 the following position as shown in the table below. As detailed above, a majority of this increase in staffing is due to establishing in-house departments and divisions to meet current service level demands.

DEPARTMENT	QUANTITY	POSITION	FUND	
Human Resources	1	HR Generalist	General Fund	
Engineering	5	3 Civil Engineers, 2 Inspectors	General Fund	
Events Division	1	Events Coordinator	General Fund	
Finance	1	Accountant	General Fund	
Utilities	1	Utility Crew Lead	Water/Sewer Fund	
Planning	1	Administrative Assistant	General Fund	
Public Works (Streets)	6	3 Street Crew Maintenance 1 Mechanic 1 Operations Supervisor 1 Parks & OS Maintenance	Street & Alley, Parks & Open Space, and Stormwater Fund	

Finally, included in the FY 2024 is the pay scale adjustments for employees based on the compensation study presented to Council in August 2023. The hiring landscape of qualified employees is challenging. We are in a geographical area where we have ample competition for a talented workforce. This compensation adjustment will help us to both retain quality employees and recruit new talent when we compete with our neighboring communities. Being competitive and our team is essential to prevent changes in the level of service we delivered to the community and throughout our organization as we work to ensure a healthy organizational culture.