

ADAMS COUNTY, COLORADO 

Popular Annual Financial Report

FOR THE YEAR ENDED DEC. 31, 2023



ADAMS COUNTY
Rising Through Resiliency

MESSAGE FROM THE Budget & Finance Director

June 30, 2024

Dear Residents of Adams County,

On behalf of the Adams County accounting team, the county is pleased to present the Popular Annual Financial Report (PAFR). The PAFR is a condensed version of the Annual Comprehensive Financial Report (ACFR). The ACFR is the detailed and complete financial report prepared by the county annually. The ACFR is prepared in conformance with generally accepted accounting principles (GAAP) and audited by CliftonLarsonAllen LLP. The county received an unmodified (clean) opinion for the financial statements prepared for the year ending on Dec. 31, 2023. The county's 2022 ACFR received the Certificate of Achievement for Excellence in Financial Reporting from the Government Finance Officer's Association for the year ending Dec. 31, 2022.

The PAFR is a summarized version of the ACFR and is similarly prepared in conformance with GAAP. It contains supplemental information with a focus on the financial results of the primary government. This document is presented in a user-friendly format allowing the reader to find general financial information more easily.

Thank you for your interest and continued support of Adams County. Please feel free to review both the ACFR and PAFR at [Annual Comprehensive Financial Report \(ACFR\) | Adams County Government \(adcogov.org\)](#).

We are Adams!

Nancy Duncan, Budget & Finance Director

nduncan@adcogov.org



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ADAMS COUNTY, COLORADO Popular Annual Financial Report



Photo: Melissa Walker

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Profile of Adams County

MAP & DEMOGRAPHICS

With rich traditions and history, Adams County offers the best of suburban and rural life – vibrant cities, quiet towns, and miles of recreation. Located in the Denver metro area, Adams County is the state’s fifth-largest county, serving a population of more than 527,000 residents. With an annual growth rate of 3.8%, Adams County is projected by the Denver Council of Regional Governments (DRCOG) to have a population of 722,000 by 2040.

Adams County is a nexus in the region’s transportation network, with I-25, I-70, I-76, I-270, and E-470, along with other state highways and regional arterials, all intersecting in the county. Adams County surrounds Denver International Airport (DEN), the third busiest airport in the world in 2023.

In addition to its convenient location, Adams County is the most affordable county in the Denver metro area. The relatively lower cost of housing is



attracting a younger population, creating a vibrant community and steadily growing workforce.

Adams County is home to the cities of Brighton, Commerce City, Federal Heights, Northglenn, and Thornton; portions of Arvada, Aurora, and Westminster; the town of Bennett; and a portion of the town of Lochbuie. Unincorporated communities include Henderson, Strasburg, and Watkins.



Meet the Elected Officials

BOARD OF COUNTY COMMISSIONERS

BOARD OF COUNTY COMMISSIONERS

From left to right: Eva J. Henry, Charles “Chaz” Tedesco, Emma Pinter, Steve O’Dorisio, Lynn Baca



ELECTED OFFICIALS



ASSESSOR
Ken Musso



CLERK &
RECORDER
Josh Zygielbaum



CORONER
Monica
Broncucia-
Jordan



DISTRICT
ATTORNEY
Brian Mason



SHERIFF
Gene R. Claps



TREASURER
& PUBLIC
TRUSTEE
Alexander
Villagran

ADAMS COUNTY EXECUTIVE LEADERSHIP TEAM

COUNTY MANAGER Noel Bernal

SENIOR DEPUTY COUNTY MANAGER Alisha Reis

COUNTY ATTORNEY Heidi Miller

Adams County By the Numbers

2023

ADAMS COUNTY HEALTH DEPARTMENT



Five priority areas in the county's first-ever **First Strategic Plan** addressed social determinants of Health, Workforce, Environmental Justice, Data and Technology, and Business Excellence.

HUMAN SERVICES



Served **132,464 unique individuals** by connecting them with Medicaid and SNAP.

BUDGET & FINANCE



Five-Year Capital Improvement Plan included **over \$90 million in 2024** and over **\$1 billion** over the **next five years**.

PARKS, OPEN SPACE & CULTURAL ARTS



More than **170,000 community members** attended Pride, Stars & Stripes, Adams County Fair, and Festival Latino.

COLORADO AIR AND SPACE PORT



Busiest year of airport operations ever with **115,931 takeoffs and landings**.

PEOPLE & CULTURE SERVICES



Over **850 employees** were onboarded to start their Adams County careers.

COMMUNITY & ECONOMIC DEVELOPMENT



12,108 building inspections completed with an average building plan review period of three days.

PUBLIC WORKS



Oversaw **1,500 miles of roadways** and **1,184 square miles** of land area for stormwater management.

COMMUNITY SAFETY & WELL-BEING



4,841 unique clients accessed homelessness services in Adams County.

RIVERDALE ANIMAL SHELTER



115,385 days of shelter provided for **7,637 animals**.

Major Projects

ADAMS COUNTY VETERANS MEMORIAL

The long-awaited grand opening ceremony for the Adams County Veterans Memorial took place at Riverdale Regional Park on Memorial Day, May 29, 2023, marking a significant milestone in honoring the brave men and women who selflessly served our nation. In addition to the near life-size replica of the USS Colorado, the memorial encompasses various elements, including marble monuments recognizing each branch of the military, sandblasted

plaques of presidential quotes, a story wall depicting the life of a soldier with entries submitted by Adams County residents, and a concrete map in the entryway that pinpoints all veterans' memorials within Adams County. The Adams County Veterans Memorial is situated at Riverdale Regional Park and is an architectural masterpiece designed to pay tribute to the valor and sacrifice of those who have defended our nation throughout history.



FLEET AND PUBLIC WORKS BUILDINGS

Adams County officially opened its new Fleet and Public Works buildings on Aug. 16, 2023, with a ribbon cutting ceremony attended by county officials and employees, representatives from the City of Commerce City, contractors, architects, and artist Andy Dufford, whose public art piece is displayed at the complex. The new buildings, located at the corner of E. 74th Ave. and Dahlia

St. in Commerce City, are the culmination of five years of planning, design, and construction with a total budget of \$42 million. The complex has more than doubled the space staff previously had with 52,000 square feet dedicated to Fleet, plus a 9,000-square-foot auto wash area. The Public Works building is 23,000 square feet, and another 44,000 square feet is dedicated to covered parking.



Net Position

The statement of net position presents all of Adams County's assets, deferred outflows of resources, liabilities, and deferred outflows of resources, with the difference reported as the net position.

Adams County's fiscal year runs Jan. 1 to Dec. 31 each year. The county's statement of net position for fiscal years ending Dec. 31, 2021 – Dec. 31, 2023 is shown in the chart below.

	GOVERNMENTAL ACTIVITIES			BUSINESS-TYPE ACTIVITIES		
	2023	2022	2021	2023	2022	2021
Cash & Investments	\$461,579,905	\$464,448,824	\$425,236,173	\$20,766,929	\$17,691,835	\$13,201,440
Capital Assets (Net)	928,161,379	900,453,483	852,662,708	49,692,956	43,663,861	40,002,765
Other Assets	395,352,588	312,732,435	289,498,201	12,463,423	12,667,230	4,747,321
Total Assets	1,785,093,872	1,677,634,742	1,567,397,084	82,923,308	73,022,926	57,951,526
Deferred Outflows of Resources	56,029,604	41,782,874	48,101,820	436,970	306,406	362,019
Current Liabilities	93,120,288	113,444,611	80,834,568	1,289,522	1,574,396	613,597
Long-term Liabilities	457,900,950	407,876,635	464,144,101	2,518,218	1,804,229	2,437,301
Total Liabilities	551,021,238	521,321,246	544,978,669	3,807,740	3,378,625	3,050,898
Deferred Inflows of Resources	357,574,776	322,286,364	266,731,391	7,590,796	8,240,440	141,254
Net Investment in Capital Assets	777,453,832	747,897,971	692,807,642	49,077,734	42,373,942	39,804,978
Restricted	224,250,832	210,304,999	205,222,105	-	-	-
Unrestricted	(69,177,202)	(82,392,964)	(94,240,903)	22,924,650	19,336,325	15,316,415
Total Net Position	\$932,527,462	\$875,810,006	\$803,788,844	\$71,961,742	\$61,710,267	\$55,121,393

Changes in Net Position

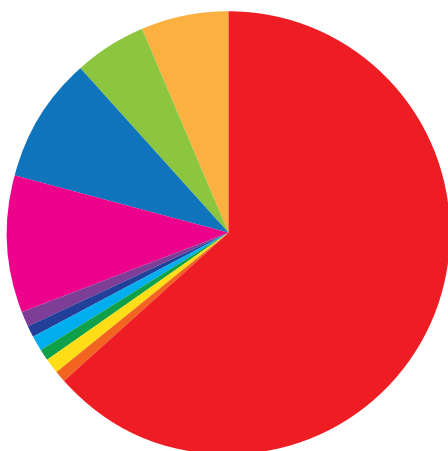
The statement of activities shows how Adams County's net position changed during the year reported, and shows total revenues earned and expenses incurred. When revenues exceed expenses, the county's net position increases. If expenses were to exceed revenues, net position would decrease.

	GOVERNMENTAL ACTIVITIES			BUSINESS-TYPE ACTIVITIES		
	2023	2022	2021	2023	2022	2021
Program Revenues	\$230,884,110	\$242,218,665	\$206,302,332	\$11,607,296	\$14,195,350	\$10,060,793
General Revenues	428,601,073	374,447,004	334,371,585	1,291,685	1,155,371	709,552
Total Revenues	659,485,183	616,665,669	540,673,917	12,892,396	15,350,721	10,770,345
General Gov't	178,658,393	163,023,400	151,469,763	-	-	-
Public Safety	136,482,254	115,051,700	127,952,243	-	-	-
County-Funded Human Services	3,470,568	8,110,088	6,988,701	-	-	-
Public Works	73,941,790	69,201,729	69,228,177	-	-	-
Culture & Recreation	10,394,911	8,501,938	7,820,249	-	-	-
Health & Welfare	159,389,465	147,734,974	139,011,719	-	-	-
Urban Housing & Redevelopment	2,052,719	1,685,941	2,901,573	-	-	-
Conservation of Natural Resources	20,372,995	18,757,160	18,531,328	-	-	-
Economic Opportunity	6,056,487	6,285,279	4,032,439	-	-	-
Interest on Long-Term Debt	5,384,763	5,892,298	6,056,030	-	-	-
Colorado Air and Space Port	-	-	-	6,468,792	5,044,445	5,107,918
Golf Course	-	-	-	3,547,234	3,328,282	3,199,097
Stormwater	-	-	-	1,152,513	789,120	831,569
Total Expenses	\$596,204,345	\$544,244,507	\$533,992,222	\$11,168,539	\$9,161,847	\$9,138,584
Change in Net Position Before Transfers	63,280,838	72,421,162	6,681,695	1,723,857	6,188,874	1,631,761
Transfers	(8,527,618)	(400,000)	(400,000)	8,527,618	400,000	400,000
Change in Net Position	54,753,220	72,021,162	6,281,695	10,251,475	6,588,874	2,031,761
Net Position, Beginning of Year	877,774,242	803,788,844	797,507,149	61,710,267	55,121,393	53,089,632
Net Position, End of Year	\$932,527,462	\$875,810,006	\$803,788,844	\$71,961,742	\$61,710,267	\$55,121,393

General Fund Revenues

In 2023, Adams County's total General Fund Revenues were \$333,885,885, which was a \$31,095,557 increase from the previous year.

	2023	2022	2021
Property Taxes	\$222,130,184	\$211,105,712	\$192,347,424
Other Taxes	663,720	734,465	960,022
Liquor Licenses	27,488	25,425	23,945
Marriage Licenses	28,602	18,277	18,025
Marijuana Licenses	195,000	180,000	180,000
Building Permits	2,503,952	2,547,585	3,006,889
Other Licenses & Permits	78,472	64,956	76,722
Intergovernmental	35,151,016	47,364,711	32,118,419
Charges for Services	32,495,811	32,520,805	35,428,827
Investment Earnings	18,498,618	(1,854,772)	(2,665,365)
Miscellaneous Revenues	22,113,022	10,083,164	7,978,905
Total General Fund Revenues	\$333,885,885	\$302,790,328	\$269,473,813



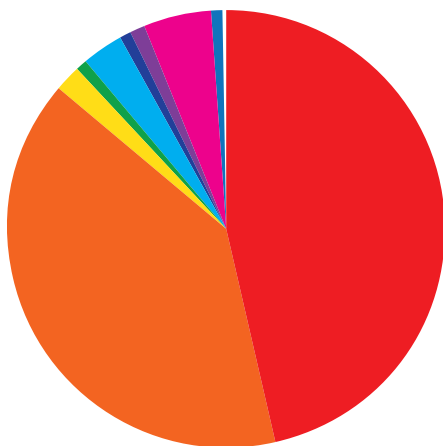
- Property Taxes 66.5%
- Other Taxes <1%
- Liquor Licenses <1%
- Marriage Licenses <1%
- Marijuana Licenses <1%
- Building Permits <1%
- Other Licenses & Permits <1%
- Intergovernmental 10.5%
- Charges for Services 9.7%
- Investment Earnings 5.5%
- Miscellaneous 6.6%

Total General Fund Revenues 2023 = \$333,885,885

General Fund Expenditures

In 2023, Adams County’s total General Fund Expenditures were \$320,159,283, which was \$13,726,602 less than the General Fund Revenues from that year.

	2023	2022	2021
General Government	\$153,482,476	\$149,607,412	\$126,874,430
Public Safety	131,106,887	109,329,170	112,196,708
County-Funded Human Services	3,559,645	8,026,049	6,654,826
Public Works	2,897,438	1,776,044	2,188,960
Culture & Recreation	9,128,479	7,757,278	6,666,978
Conservation of Natural Resources	225,993	323,514	422,573
Economic Opportunity	149,915	128,121	105,991
Capital Outlay	16,747,533	14,376,674	6,084,426
Debt Service	2,860,917	738,317	-
Total General Fund Expenditures	\$320,159,283	\$292,062,579	\$261,194,892

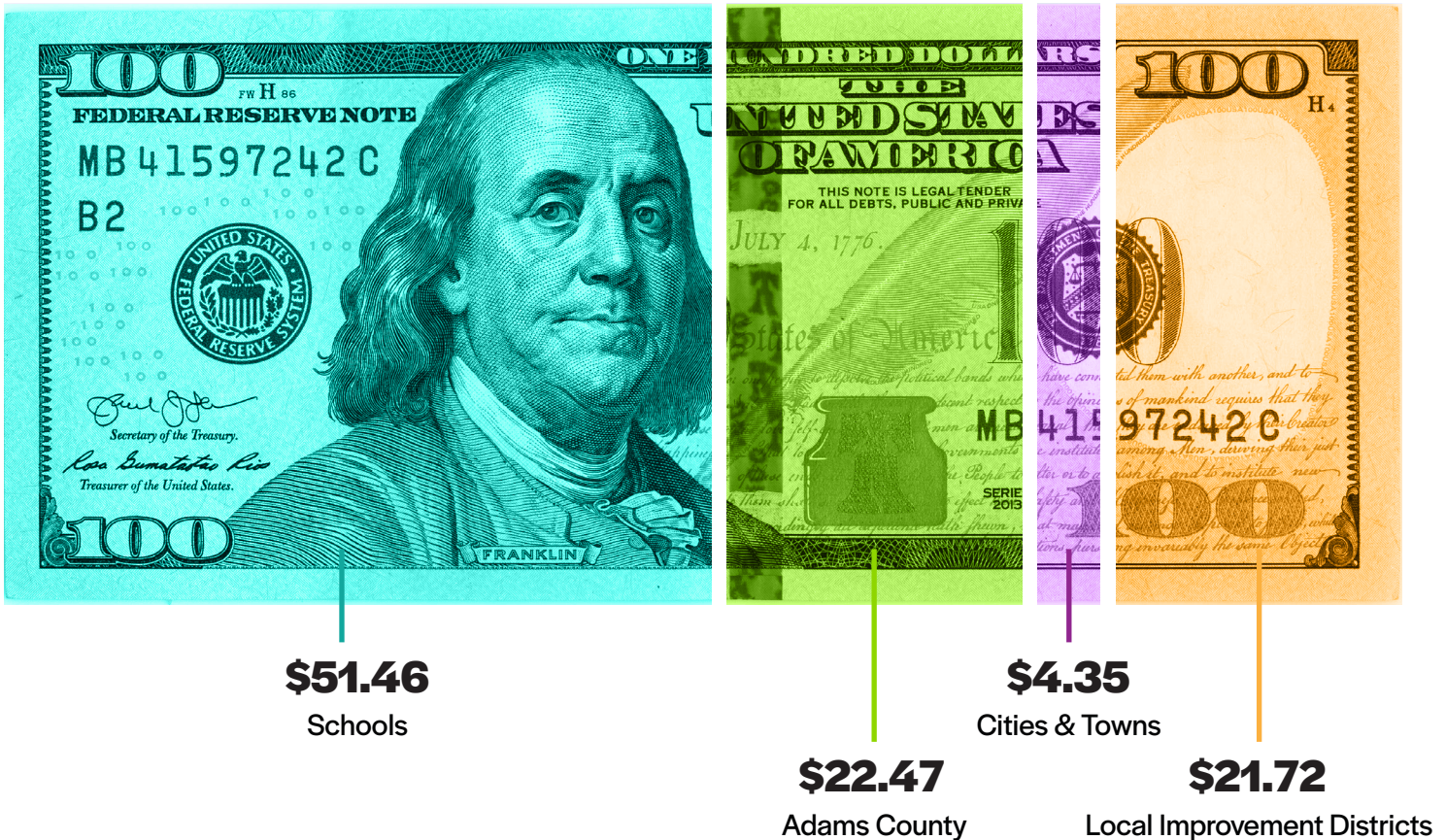


- General Government 47.9%
- Public Safety 41.0%
- County-Funded Human Services 1.1%
- Public Works <1%
- Culture & Recreation 2.9%
- Conservation of Natural Resources <1%
- Economic Opportunity <1%
- Capital Outlay 5.2%
- Debt Service <1%

Total General Fund Expenditures 2023 = \$320,159,283

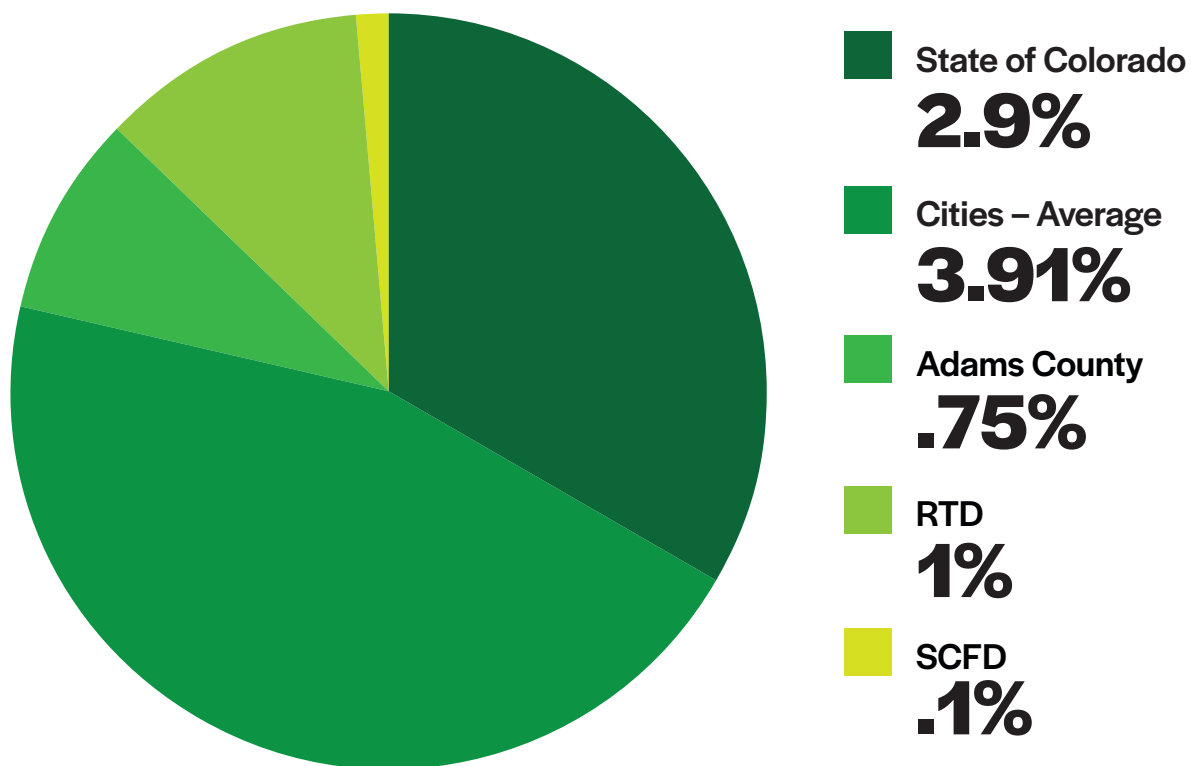
Property Tax Distribution

In addition to collecting property taxes for the county, the Adams County Treasurer's Office also collects property taxes on behalf of many other taxing authorities such as schools, cities, metro districts, water districts, and fire districts. After collection, the amounts due to other taxing authorities are distributed monthly to the appropriate parties. In 2023, \$1,235,599,869 was certified to be collected by the Treasurer's Office. Of that amount, less than 25% remained with the county after collection. See below for a breakdown of where your property taxes go.



Sales Taxes

The State of Colorado collects and remits sales tax to Adams County on the retail sales of tangible personal property sold within county limits. Since each city within Adams County has its own sales tax rate, the total rate residents pay will vary depending on location. However, the illustration below demonstrates how the sales tax rate you pay is allocated to different entities using an average rate of all the cities within Adams County:



**Note: There is no city sales tax for retail sales in unincorporated Adams County.*

One of the ways Adams County residents will see the impact of their sales tax dollars is through parks and open space. One-third of sales tax revenue is used for this purpose, which is split into three components:

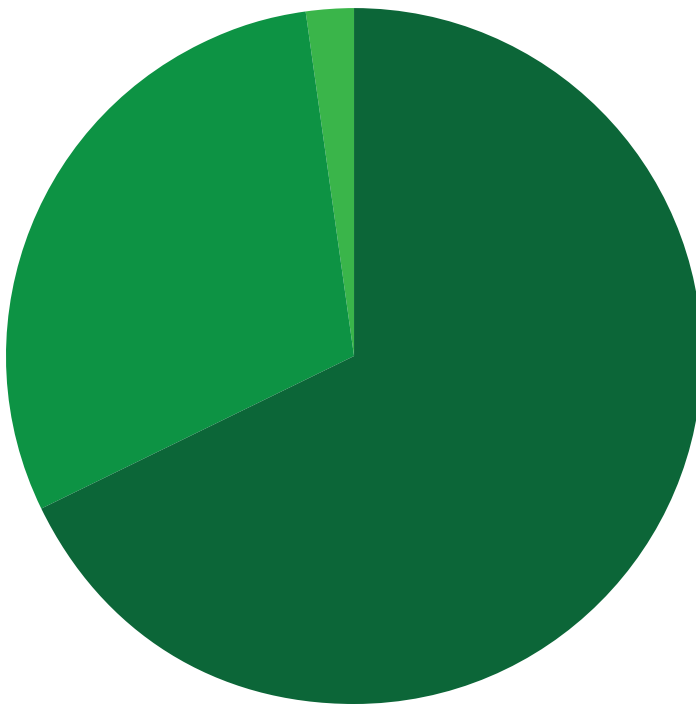
- **2% ADMINISTRATIVE FEE:** Used to cover the costs to administer the sales tax program, including salaries of staff, office supplies, and promotional materials.
- **30% SHAREBACK:** 30% of the revenue received is automatically returned to the cities, towns, and unincorporated areas of Adams County for use in open space projects.
- **68% GRANT FUND:** Adams County Parks, Open Space & Cultural Arts staff administer a competitive grant process in which qualified jurisdictions can apply for funding to complete a wide variety of projects that enhance open space within Adams County.

Sales Taxes

Adams County Open Space Sales Tax Distribution Report 2023.

SHAREBACK OVERVIEW

Proceeds from the sales tax benefit parks, recreation, trails, and open space projects countywide. Funds are distributed in three ways:



- Competitive Grant Program:**
68%
- Shareback Program:**
30%
- Administrative Costs:**
2%


The Shareback Program distributes **30% of open space sales tax revenue** back to the taxing jurisdiction for use on either passive or active projects.

In 2023, the 30% Shareback Program totaled **\$9,600,178.86**.











City of Arvada	\$106,569.41
City of Aurora	\$1,688,087.22
Town of Bennett	\$78,424.15
City of Brighton	\$844,764.43
City of Commerce City	\$1,198,842.15
City of Federal Heights	\$179,720.98
City of Northglenn	\$489,431.12
City of Thornton	\$1,910,827.88
City of Westminster	\$997,818.50
Unincorporated Adams County	\$2,105,693.02
Total	\$9,600,178.86

Competitive Grant Program

SPRING 2023 PROGRAM









	Applicant	Project	Total Awarded
	Bennett Park and Recreation District	Roof Repair Grant 2023	\$58,000
	Adams County	City View Park Renovation	\$1,250,000
	Town of Bennett	Highway 79 Permanent Trail Construction Phase II	\$140,000
	City of Brighton	Benedict Park Improvements	\$1,750,000
	City of Thornton	Niver Open Space Improvements Second Ask	\$910,000
	City of Thornton	Playground and Nature Play Rehab & Installation	\$1,227,500
	Adams County Parks, OS and CA	Path to Wellness	\$375,000
	City of Northglenn	Fox Run Playground Project	\$250,001
	City of Commerce City	Open Space Restoration	\$260,000
	Strasburg Metro Parks and Recreation District	Wolf Creek Run Athletic Fields Renovation	\$442,250
	Sand Creek Regional Greenway Partnership, Inc.	SCRGP Environmental Education (Spark. Inspire.Embrace)	\$116,129.60

Competitive Grant Program




	Applicant	Project	Total Awarded
	Hyland Hills Parks & Recreation District	Hyland Hills Sports Complex - Phase 1 Renovation Project	\$1,866,240
	City of Northglenn	Aquatic Adventure Cross Project	\$300,000
	Town of Bennett	Trupp Park Phase VI	\$225,000
	City of Northglenn	Trail Map Signage & Stewardship Project	\$25,000
	City of Thornton	Ballfield Backstops & Baselines	\$25,000
	City of Westminster	Open Space Utility Vehicle Acquisition	\$25,000
	Hyland Hills Parks & Recreation District	Carroll Butts Park Master Plan	\$25,000
	Town of Bennett	Open Space Event Bleachers	\$25,000
	Bennett Park and Recreation District	Pool Cover	\$21,000
	City of Commerce City	Single Rider Golf Cart Purchase	\$13,250
Total Spring 2023			\$9,329,370.60

Competitive Grant Program

FALL 2023 PROGRAM

	Applicant	Project	Total Awarded
 City of Thornton	City of Thornton	Thornton Trails Renovation - 2024	\$1,137,500
	City of Aurora	Westerly Creek Greenway Improvements Phase 2	\$1,860,000
	City of Northglenn	Kiwanis Pool Improvements Phase 2- Additional Funding	\$919,722
	Hyland Hills Parks and Recreation District	Camenisch Park Pedestrian Bridge	\$155,400
	City of Northglenn	Alvin B. Thomas Memorial Park Renovation	\$600,000
	City of Commerce City	Pioneer Park Spray Ground Refurbishment	\$750,000
	Wildlands Restoration Volunteers	Empowering Community Led Leadership	\$83,968
	Hyland Hills Parks and Recreation District	Carl Park Playground	\$120,000
	Town of Bennett	Kiowa Creek North Open Space Trail	\$1,166,000
	City of Brighton	Brighton Sports Complex Dugouts and Shade Structures	\$500,000
	City of Thornton	Trail Winds Artificial Turf Replacement	\$1,450,827

Competitive Grant Program

Applicant		Project	Total Awarded
 Brighton™	City of Brighton	High School Beautification Tree Planting Project - Water Tower Park	\$6,250
 CITY OF Northglenn	City of Northglenn	Wayfinding, Walkability & Vinyl Wraps	\$25,000
 City of Thornton	City of Thornton	Volunteer Landscape Trailer	\$12,500
	Hyland Hills Parks and Recreation District	Xeriscape Concept Plans	\$25,000
	Town of Bennett	Trupp Park Rubber Surface Replacement	\$25,000
Fall 2023 Total			\$8,837,167
2023 Competitive Grant Program Total			\$18,166,537.60





ARPA Grants

In 2021, Adams County received \$101 million in federal American Rescue Plan Act (ARPA) funds, distributed in two parts (Tranche 1 and Tranche 2). The Tranche 1 funds were primarily allocated to direct support and response initiatives for COVID-19.

Notably, the Board of County Commissioners dedicated \$35 million to the COVID-19 Community Support Grant program. This program was designed to provide financial support for projects and programs assisting in COVID-19 response and recovery efforts in Adams County. Through this competitive grant program, Adams County awarded 102 grants to 70 different organizations, with individual grant amounts ranging from \$1,000 to \$1.8 million. By the end of 2023, Adams County

had disbursed 64% of the awarded funds, with the grant period set to conclude on Dec. 31, 2024.

In 2023, Adams County initiated the ARPA Tranche 2 projects, focusing on creating a long-lasting regional impact in three main areas: Housing and Homelessness, Mental and Behavioral Health, and Prevention of Domestic Violence and Food Insecurity. With a total investment of over \$42 million, more than 84% of the funds have been earmarked as grants to external partners. Eight distinct grant programs were launched in 2023 as part of Tranche 2, awarding over \$11 million. The county will continue to roll out Tranche 2 projects in 2024, expecting over 130 active grants by the fall.

GRANT AWARDED IN 2021-2022	
Tranche 1: COVID-19 Grants	\$33,461,356.88
GRANTS AWARDED IN 2023	
Internal Project DA – Temporary Youth Shelter Program	\$1,200,000.00
Almost Home – Next Step Program	\$134,400.00
Boyers Coffee Site	\$2,250,000.00
Colorado Coalition for the Homeless Partnership for Clarion Hotel Conversion/Renewal Village	\$3,800,000.00
Farmworker Housing Partnership with Community Resources and Housing Development Corp.	\$100,000.00
Tiny Home Village - ACCESS Housing	\$485,000.00
Severe Weather Activation Program (SWAP)	\$2,000,000.00
Food security programs - Human Services Center (HSC)	\$1,923,253.35
	\$45,354,010.23

Universal Preschool Grant Funding

In the 2022 state legislative session, HB22-1295 established the Colorado Universal Preschool Program to offer voluntary, high-quality universal preschool to every Colorado child in the year before kindergarten. The Colorado Department of Early Childhood is charged with operating the program to enable families to choose from a mixed-delivery system of high-quality preschool settings, including licensed community-based programs, school-based programs, and licensed home providers. High-quality preschool has demonstrated positive outcomes for children and families in the short- and long-term.

In 2023, Adams County Head Start received \$1,084,443.34 from the Universal Pre-Kindergarten (UPK) Program to support the enrollment of 165 children in its four-year-old program. UPK aims to provide four year olds with access to early care and education before they enter kindergarten, with the intention of breaking the cycle of poverty and ensuring long-term quality care. Head Start utilized these funds to ensure children and families received the highest quality education and support services through a comprehensive curriculum, regular health checks, nutritional guidelines, and robust family support services, all designed to prepare children for a successful transition to kindergarten.



ADAMS COUNTY, COLORADO 

Popular Annual Financial Report

Download
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FOR THE YEAR ENDED DEC. 31, 2023



ADAMS COUNTY
COLORADO

4430 S. Adams County Pkwy. Brighton, CO 80601

