

# 2023 HIGHLIGHTS



## POPULAR ANNUAL FINANCIAL REPORT

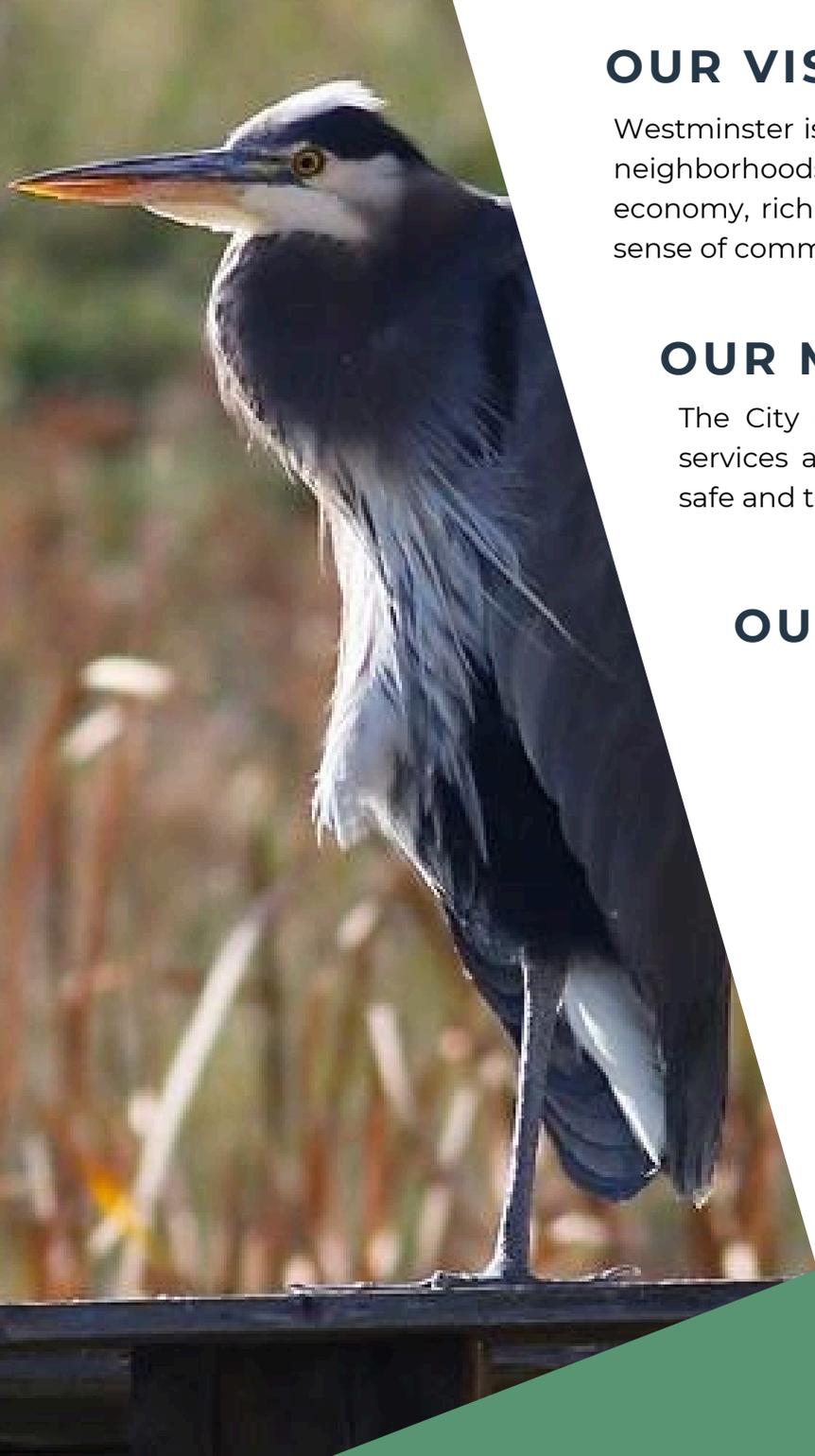
For the year ended December 31, 2023

The City of Westminster, CO

[WestminsterCO.gov](http://WestminsterCO.gov)



WESTMINSTER



## OUR VISION

Westminster is a city of beautiful, safe, well-maintained neighborhoods and destinations with a vibrant, diverse economy, rich and resilient environment, and a strong sense of community and belonging.

## OUR MISSION

The City of Westminster provides high quality core services and fosters resilience in order to promote a safe and thriving community.

## OUR VALUES

Service

People

Integrity

Respect

Innovation

Teamwork

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# CITY COUNCIL & MANAGER

Incorporated in 1911, Westminster's council-manager form of government is consistently recognized for excellence in management and delivery of full services to businesses and residents.

The City of Westminster is a charter City, organized under the Constitution of the State of Colorado, governed by a Council-Manager form of government. City Council is comprised of seven members: a Mayor elected at large and six Councillors, also elected at large.

The Council appoints the City Manager, the City Attorney and the Municipal Court Presiding Judge; all other Staff are appointed or hired by the City Manager.

# BOARDS & COMMISSIONS

City Council sets the policies, direction and budget for Westminster through the committee of the whole. The following boards and commissions are collaborations between City Council and community:

- Election Commission
- Environmental Advisory Board
- Historic Landmark Board
- Human Services Board
- Inclusivity Board
- Parks, Recreation, Libraries & Open Space Advisory Board
- Personnel Board
- Planning Commission
- Special Permit and License Board
- Youth Advisory Panel

## CITY ORGANIZATION STRUCTURE

**CITIZENS**



**MAYOR**

**MAYOR PRO-TEM**

**CITY COUNCIL**



**CITY MANAGER**

**CITY ATTORNEY**

**MUNICIPAL JUDGE**



**DEPUTY CITY MANAGERS**



**DEPARTMENT DIRECTORS**



Mayor Nancy  
McNally



Mayor Pro Tem  
Sarah Nurmela



Councillor  
Claire Carmelia



Councillor  
David DeMott



Councillor  
Obi Ezeadi



Councillor  
Amber Hott



Councillor  
Kristine Ireland



Municipal Judge  
Jason Lantagne



City Manager  
Mark Freitag



City Attorney  
David Frankel



Deputy City Manager  
Barbara Opie



Deputy City Manager  
Jody Andrews



Deputy City Manager/CFO  
Larry Dorr



Assistant City  
Manager/Chief of Staff  
Chris Lindsey



Community Services  
Lindsey Kimball



Information Technology  
David Guo



Fire Chief  
Erik Birk



Human Resources  
Davy Godfrey



Parks, Recreation & Library  
Tomás Herrera  
Mishler



Police Chief  
Norm Haubert



Public Works & Utilities  
Paul Knippel



Deputy City Manager/  
Chief Financial Officer  
Larry Dorr

# A MESSAGE FROM THE CHIEF FINANCIAL OFFICER

In our ongoing effort to inform the citizens about the state of the City of Westminster finances, we are pleased to present the 2023 Popular Annual Financial Report (PAFR). This report is reflective of our commitment to preserving the city's long- term financial health and is intended to summarize the financial activities of the City's funds that are reported in more detail in the Annual Comprehensive Financial Report (ACFR). The PAFR contains information only from selected funds and excludes the City's component units, therefore it is not presented in accordance with Generally Accepted Accounting Principles (GAAP). A copy of the ACFR is available on the City's website at:

*<https://www.westminsterco.gov/Government/Departments/Finance>*

To the best of our knowledge, the information presented herein is accurate in all material respects and presents fairly the financial position and results of operations for the year ending December 31, 2023. Responsibility for the accuracy, completeness and fairness of the data presented rests solely with the City. A special thank you goes out to the Finance Department staff and Policy and Budget Office staff whose hard work and diligence made this possible. The PAFR is prepared in accordance with the Government Finance Officers Association standards. We hope you find this report informative and we welcome your comments and questions. Citizens may keep apprised of the state of the City finances by reviewing the monthly financial reports posted to the City website.

# THE WESTMINSTER COMMUNITY

## COMMUNITY STATISTICS

### Estimate as of Dec. 2023

Population: 115,117,

Households: 48,026

Median Age: 37.7

Educational Attainment (Age 25+):

Bachelor's Degree: 29.9%

Advanced Degree: 9.4%

## CHARACTERISTICS

Westminster is a first-ring suburb in the metro Denver area, but that doesn't begin to describe the unique places, neighborhoods, and development projects that can be found across the City. Already known for its great use of open space and abundance of parks, Westminster is creating several urban spaces, including its new City hub, Downtown Westminster. These targeted developments will add vibrancy and variety, while maintaining our traditional suburban neighborhoods

*City Size: 34 square Miles*

*Open Space: 3,141 Acres*

*Trails: 126 Miles*

*Developed Parks: 64*

*City Golf Courses: 2*

*Recreation Centers: 6*

*City Libraries: 2*

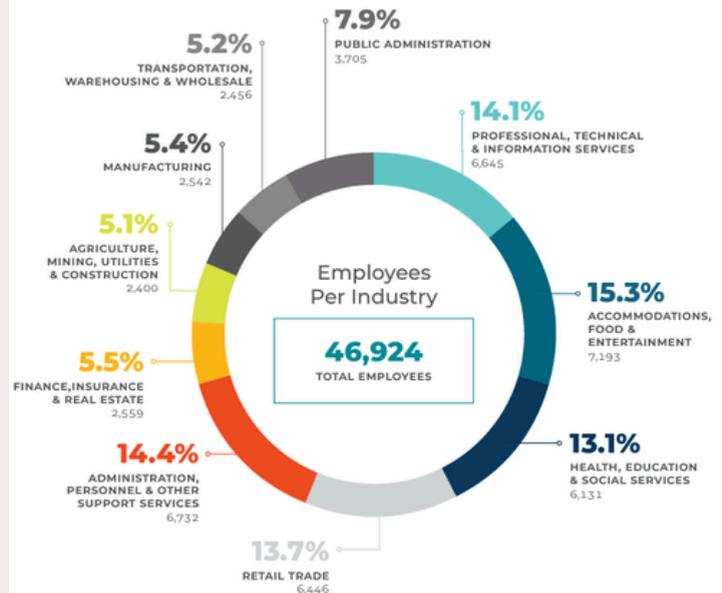
## ECONOMY

There are over 4,000 businesses located in Westminster. The business community includes small family-owned businesses, service companies, and high-tech manufacturers, as well as national and international headquarters.

With 30 business parks, 68 retail centers, and almost 18.7 million square feet of commercial space, Westminster has real estate options to meet almost every business need.

### Employment by Industry

Source: Quarterly Census of Employment and Wages, Q1 2023



# 2024 STRATEGIC PLAN

## BACKGROUND

In early 2024, City Council once again reviewed and updated the City's Strategic Plan. The Strategic Plan includes a vision statement that reflects City Council's picture of the desired future.

The Strategic Plan is comprised of specific guiding principles, priorities, objectives and actions. The goals reflect the broadly defined key statements of what the City hopes to achieve. The objectives reflect the means of achieving or moving toward the goals and focus City efforts. The actions flow from each objective to guide daily, weekly, and monthly actions, and identify specific projects, programs or priorities to be achieved, ultimately helping to achieve the Vision.



## WHY A STRATEGIC PLAN?

Westminster City Council uses a strategic planning process to help achieve its long-range vision of a City that is rich in complexity, a community that is desirable as a place of residence or business. The plan defines the City's vision, mission, guiding principles, and priorities. Each goal is further defined and specific initiatives are identified as priorities for City Council that help achieve the associated goal.

The Strategic Plan was developed to reinforce long-term planning for both operating (day-to-day operations and services) and capital (long-term investment projects such as road construction, water distribution and sewer maintenance) programs. City Council enlists staff's assistance, via the City department heads, in developing the Strategic Plan. This team approach is critical to success.

# 2024 STRATEGIC PLAN: PRIORITIES

## **Strategic Priority 1: Access to Opportunity**

Advance access to opportunity and prosperity for all in Westminster through diverse housing choices, increased mobility options, safe and walkable neighborhoods, and strong social networks.

## **Strategic Priority 2: Community Empowerment and Engagement**

Enhance the sense of community and connection in Westminster through engaging methods of communication and dialogue that improve accessibility, increase understanding, and encourage participation in civic and City life.

## **Strategic Priority 3: Community Health and Safety**

Invest in innovative and collaborative approaches to provide a continuum of services that preserve, promote, and protect the health, safety, and environment of Westminster.

## **Strategic Priority 4: Economic Vitality**

Promote and support a resilient economy that attracts and retains a diversity of businesses, workers, and industries, expands living wage jobs, and diversifies the City's tax base.

## **Strategic Priority 5: Resilient Infrastructure**

Maintain and invest in resilient infrastructure that creates the highest return for safety, community connectivity, enjoyment of life, and local economic success.

## **Strategic Priority 6: Organizational Vitality**

Develop and sustain an environment where employees and the organization are equipped and supported to deliver outstanding service to everyone in Westminster.

# 2023 HIGHLIGHTS

## Mid-Year Reorganization

The City embarked on a mid-year reorganization to ensure staff with similar missions, responsibilities, and skills could work together more closely. The reorganization streamlined operations by retiring the General Services Department and consolidating operations in a few departments. The result of larger divisions with fewer silos between teams has provided greater opportunities for collaboration.

## Progress on the new Drinking Water Facility

In April 2023, the City Council approved the final step in the acquisition of land necessary to construct a new drinking water facility along Westminster Boulevard between 98th and 104th Avenues. In May 2023, the City Council directed staff to pursue a financing plan with the most cost-effective funding sources. With the final step in the construction of the site now complete, approval of the project construction in 2024 will solidify the City's commitment to moving forward with a new drinking water facility.

## Adoption of Revised 2040 Comprehensive Plan

The 2040 Plan was adopted in March 2023 after a coordinated community engagement effort, consultations with the City's Planning Commission and City Council, input from referral agency partners, and coordination with the Water Supply Plan. The 2040 Plan is an official policy document that is updated over time to respond to changing conditions and the evolving needs of the community. It emphasizes opportunities for economic and employment development, homeownership, anticipated water demand, protection of lands for open space and parks, and other policy areas of concern to the City Council.



# 2023 HIGHLIGHTS

## New Municipal Court Building

The City issued \$37 million in Certificates of Participation to finance the design and construction of a new municipal court building that will enable the City to bring justice to the Westminster community in a safe and sustainable manner. The City has partnered with the Community Reach Center, a regional mental healthcare provider, to construct space on the new court campus that will house services to be provided, in particular, to patrons of the court, and ensure the community at large continues to receive mental health services in a convenient location.

## Completion of the Sheridan Underpass

The Sheridan Boulevard Multimodal Transportation Improvement project, otherwise known as the Sheridan Underpass, opened in June 2023, making several key connections and improvements to one of Westminster's busiest corridors. Through a mix of federal and state funding, a new pedestrian path underneath Sheridan Boulevard for commuters and bicyclists and improvements for drivers at the street level has made travel easier to Downtown Westminster.



# POPULAR ANNUAL FINANCIAL REPORT (PAFR)

As a part of an ongoing commitment to transparency and helping ensure community access to information about its local government the City of Westminster provides this Popular Annual Financial Report (PAFR), which describes the City's financial activities and position at the end of 2023. This is a summary of information reported in the City's 2023 Annual Comprehensive Financial Report (ACFR).

While the ACFR is prepared in accordance with generally accepted accounting principles, the PAFR is not. The ACFR is a more detailed, audited document of record, and it presents information in a format consistent with generally accepted accounting principles to ensure it contains detailed information including the City's alternative units, presents individual funds in detail, and fully discloses all material events. By contrast, the purpose of the PAFR is to increase public awareness about the City's financial condition by presenting information in a more user-friendly format and is unaudited and not presented in accordance with general accepted accounting principles.

Both documents are available on the City of Westminster Finance Department's webpage at:

<https://www.westminsterco.gov/Government/Departments/Finance>

The City's website also includes a wealth of information about the activities of City departments; job opportunities; budgets; council members, agendas and meetings; community events; and much more.

# CHANGES IN FINANCIAL POSITION

The Consolidated Statement of Net Position, which appears on page 5 of the ACFR, gives a picture of Westminster's balance sheet at December 31, 2023. The table below provides a summary.

## CONSOLIDATED STATEMENT OF FINANCIAL POSITION

(\$ Millions)	2023 Actual	2022 Actual	Variance	% Change
Assets & Deferred Outflows	1,650.3	1,591.4	58.9	3.70%
Liabilities & Deferred Inflows	(328.0)	(301.2)	26.8	8.90%
<b>Total Net Position</b>	<b>1,311.3</b>	<b>1,261.2</b>	<b>50.1</b>	<b>3.97%</b>

## STATEMENT OF NET POSITION

The Government-wide Balance Sheet, known as the Statement of Net Position, presents information about the City's assets and deferred outflows of resources as well as its liabilities and deferred inflows of resources, with the difference reported as net position. Deferred outflows and inflows of resources represent expenses and revenues that will be recognized in a future period. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the City is improving or deteriorating.

## ASSETS & LIABILITIES

An asset is anything the City of Westminster owns, these can be tangible (property) or intangible (water rights).

A liability is anything that the City of Westminster owes to outside organizations, these can be bills (like Accounts Payable) or long term debts (like bonds and mortgages).

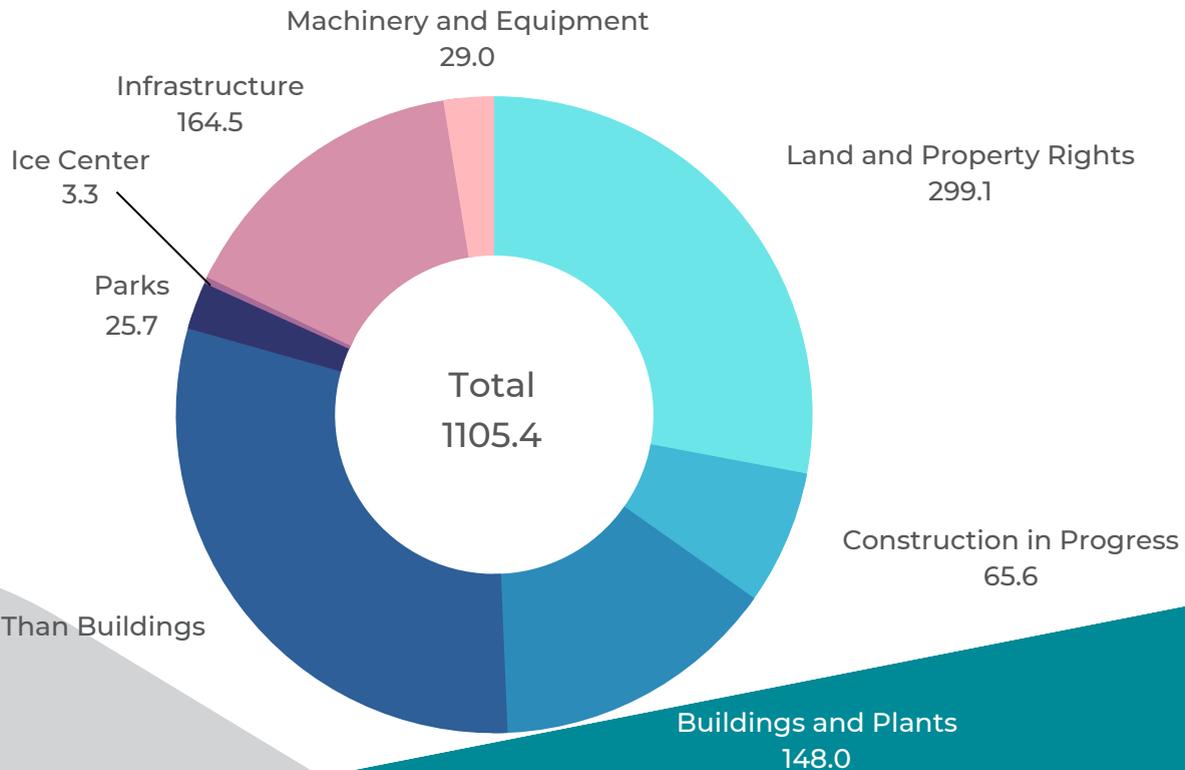
## CAPITAL ASSETS

For budgeting, capital spending is treated as a cash outflow in the year that the spending is planned to occur. The Westminster City Council approves a proposed capital improvement program budget, which authorizes capital project spending to occur. For consolidated government financial reporting, capital spending is reflected differently in the financial statements. Costs are not fully recognized in the year or years when an asset is built or acquired. Instead, only a portion of the cost is reported each year in the Consolidated Statement of Operations as depreciation. The number of years over which cost is recognized through the depreciation process is based on the expected service life of the asset.

The following graph shows the breakdown in the value of capital assets by category:

### CAPITAL ASSETS BY CATEGORY

\$(MILLIONS)



## IMPROVED HEALTH OF RESERVE FUNDS

Reserve Funds	2023	2024 Estimate
General Reserve General Fund	19.0	19.6
Stabilization Reserve General Fund	6.7	7.0
Stabilization Reserve Utility Capital	15.3	15.9
Project Reserve	74.5	72.6

Note: numbers in the millions

The General (Emergency) Reserve Fund is intended to act as a source of funds for unanticipated one-time expenditures and emergencies. City Council action is required to authorize the use of these funds. Under the Colorado State Constitution Article X, Section 20 (also known as TABOR), the City is required to set aside 3% of its fiscal spending subject to the constitutional provision into a reserve.

The General Fund Stabilization Reserve (GFSR) is intended to level the ebbs and flows of revenue collections, particularly the sales and use tax revenues, and smooth out any peaks or valleys that may result from the unpredictable nature of this primary revenue source. This fund is intended to serve as a stabilizer during reduced revenue collections, allowing City services to continue to be delivered despite downturns in the economy. When not in an economic downturn, the target amount of the General Fund Stabilization Reserve (GFSR) in any given year shall range from 5% to 10% of the total Sales and Use Tax Fund revenues for that year.

The Rate Stabilization Reserve (RSR) functions to offset revenue risk associated with low water demand years. If revenues do not materialize to fund expenses, the use of this reserve normalizes revenues without the need to increase rates. In years when revenues exceed expenses, the fund is replenished. The recommended minimum balance is 25% of projected rate revenue for the water utility and 10% of projected rate revenue for the wastewater utility.

The Capital Projects Reserve (CPR) functions as a source for new assets, replacement of existing assets, and emergency funding for repairs. The balance will be relatively high in some years and relatively low in periods of high investment. The minimum shall be \$3 million for water and \$2 million for wastewater. A maximum balance equal to 40% of the total adopted five-year Capital Improvement Program (CIP) funding is recommended.

# REVENUES & EXPENSES 2023

## RESULTS FOR 2023

Between 2022 and 2023, revenue and expenses changed by \$31.0 million and \$39.6 million respectively. The table below provides a summary.

## CONSOLIDATED STATEMENT OF OPERATIONS

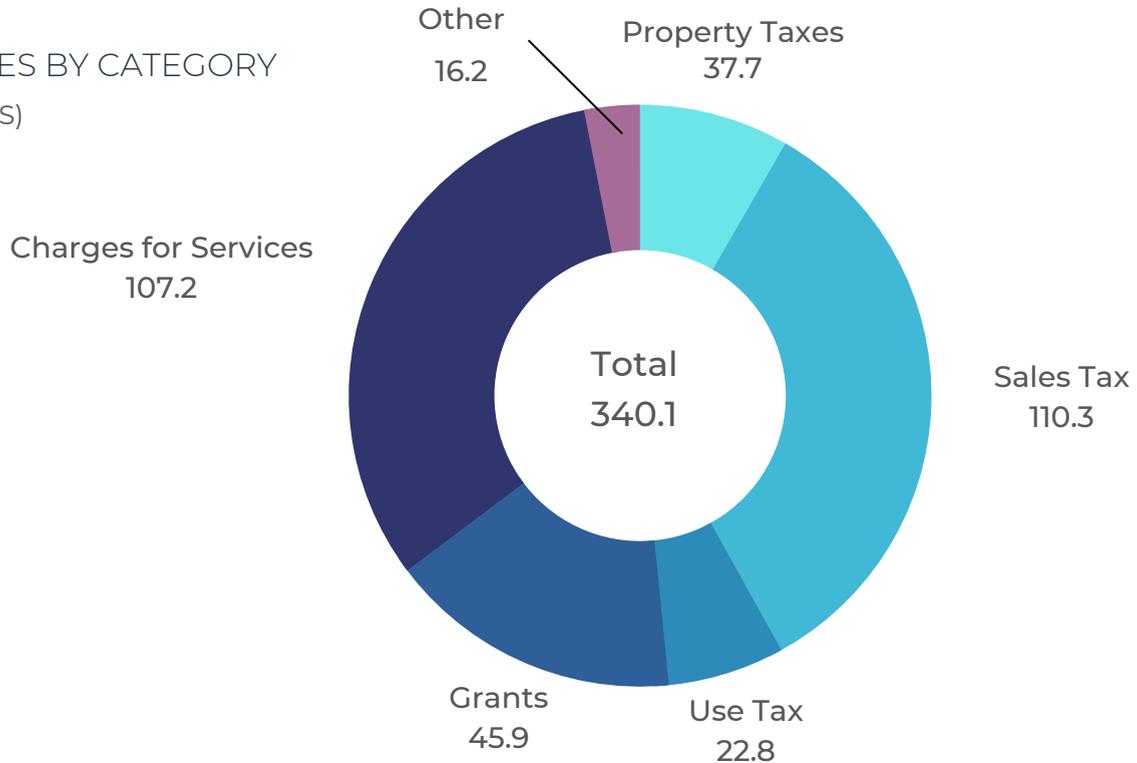
(\$ Millions)	2023 Actual	2022 Actual	Variance
Revenues	340.1	309.1	31.0
Expenses	290.1	250.5	39.6
Annual Surplus (Accrual Basis)	50.0	58.6	(8.6)

## REVENUES

Total revenues, excluding transfers, increased \$31.0 million, or 10%, compared to 2022.

### REVENUES BY CATEGORY

\$(MILLIONS)

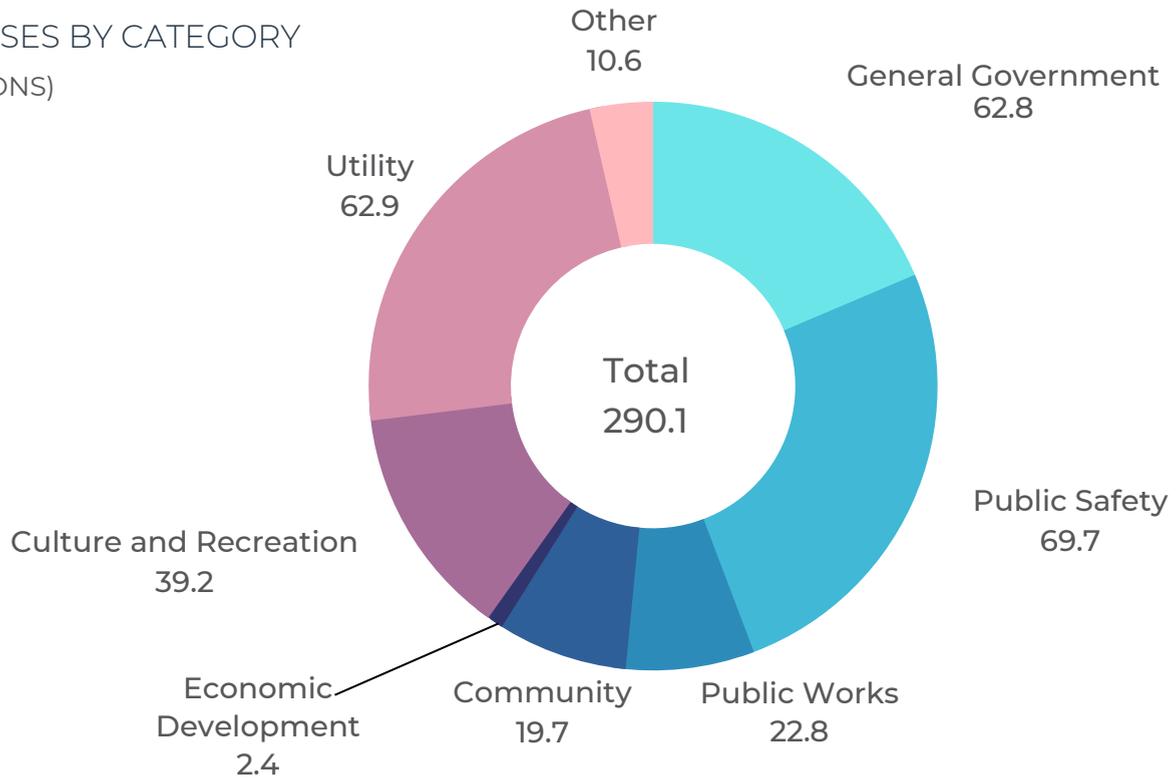


# EXPENSES

The total expenses of all the City's programs increased \$39.6 million, or 15.8%, compared to 2022.

## EXPENSES BY CATEGORY

\$(MILLIONS)



General Government includes:

- Internal service functions: City Manager, City Attorney, Policy & Budget, Finance, General Services, Human Resources and Information Technology
- The cost of employee benefits for Economic Development, Community Development, Public Works, Public Safety, and most of the Culture & Recreation categories.

# CONCLUSION



Assistant City  
Manager/Chief of Staff  
Chris Lindsey

As Assistant City Manager and the sponsor of this Popular Annual Financial Report (PAFR), I would like to thank you for taking the time to review this important information. The Westminster community continued to make progress in 2023 and we are pleased to have been a part of our community's success.

This is the City's second PAFR and is part of a continuous effort in the City's transparency initiatives. The City also launched an interactive financial transparency portal on its website provide greater insight into the City's finances than ever before. We are committed to continuing our efforts in years to come.

This PAFR is intended to increase public awareness about the City's financial condition. It is intended to be a user-friendly companion to the City's 2023 Annual Comprehensive Financial Report (ACFR). The PAFR offers residents and the community a breakdown of our revenues and expenses, as well as a snapshot of our local economy.

Lastly, I would like to thank the Finance Department, led by the City's Chief Financial Officer Larry Dorr, for their hard work every year on the ACFR.

# THE CITY OF WESTMINSTER

## CONSOLIDATED STATEMENT OF NET POSITION

As of December 31, 2023

	2023	2022
<b>ASSETS</b>		
Current and Other Assets	\$536,800,000	\$531,100,000
Capital Assets	\$1,111,500,000	\$1,054,000,000
<b>Total</b>	<b>\$1,648,300,000</b>	<b>\$1,585,100,000</b>
<b>DEFERRED</b>		
Deferred Outflow of Resources	\$26,800,000	\$17,200,000
<b>LIABILITIES</b>		
Current and Other Liabilities	\$41,600,000	\$31,400,000
Long-term Liabilities	\$286,500,000	\$263,500,000
<b>Total</b>	<b>\$328,100,000</b>	<b>\$294,900,000</b>
<b>DEFERRED</b>		
Deferred Inflow of Resources	\$35,700,000	\$46,200,000
<b>NET POSITION</b>		
Net Investment in Capital Assets	\$880,600,000	\$837,300,000
Restricted	\$70,600,000	\$114,400,000
Unrestricted	\$360,100,000	\$309,500,000
<b>Total Net Position</b>	<b>\$1,311,300,000</b>	<b>\$1,261,200,000</b>

Note: rounded numbers



# THE CITY OF WESTMINSTER

## CONSOLIDATED STATEMENT OF ACTIVITIES

As of December 31, 2023

	2023	2022
<b>REVENUES</b>		
<b>Program Revenues</b>		
Charges for Services	\$107,200,000	\$102,200,000
Operating Grants & Contributions	\$18,600,000	\$31,900,000
Capital Grants & Contributions	\$22,400,000	\$19,900,000
<b>General Revenues</b>		
Property Taxes	\$7,700,000	\$7,800,000
Sales Taxes	\$110,300,000	\$106,800,000
Use Taxes	\$22,800,000	\$20,600,000
Property Tax Increment	\$20,600,000	\$18,600,000
Accommodations Tax	\$5,300,000	\$5,000,000
Intergovernmental	\$1,300,000	\$800,000
Interest	\$17,700,000	(\$8,500,000)
Other	\$4,000,000	\$3,700,000
Gain on Sale of Assets	\$400,000	\$300,000
<b>Total Revenues</b>	<b>\$340,100,000</b>	<b>\$309,100,000</b>

Note: rounded numbers



WESTMINSTER

# THE CITY OF WESTMINSTER

## CONSOLIDATED STATEMENT OF ACTIVITIES (CONTINUED)

As of December 31, 2023

	2023	2022
<b>EXPENSES</b>		
<b>Program Expenses</b>		
General Government	\$62,800,000	\$46,600,000
Public Safety	\$69,700,000	\$64,200,000
Public Works	\$22,800,000	\$18,300,000
Community Development	\$19,700,000	\$18,500,000
Economic Development	\$2,400,000	\$2,300,000
Culture & Recreation	\$39,200,000	\$33,100,000
Utility	\$62,900,000	\$58,500,000
Golf	\$5,800,000	\$5,400,000
Parking Management	\$1,400,000	\$1,300,000
Interest & Fiscal Charges	\$3,200,000	\$2,100,000
Unallocated Depreciation	\$100,000	\$100,000
<b>Total Expenses</b>	<b>\$290,100,000</b>	<b>\$250,500,000</b>
<b>NET POSITION</b>		
Excess Before Transfers	\$50,000,000	\$58,600,000
Transfers	--	--
Change in Net Position	\$50,000,000	\$58,600,000
Net Position - Beginning	\$1,261,200,000	\$1,202,600,000
Net Position - Ending	\$1,311,200,000	\$1,261,200,000

Note: rounded numbers





# WESTMINSTER

## CONTACT US

For information on the City of Westminster services and programs, please visit:

<https://www.westminsterco.gov/Residents/CityServices/ServicesA-Z>

303-658-2400

Monday-Friday  
8 a.m. to 5 p.m.

## MAILING ADDRESS

4800 W. 92nd Ave.,  
Westminster, CO 80031

## WEBSITE

[www.westminsterco.gov](http://www.westminsterco.gov)

## GET INVOLVED

<https://www.westminsterco.gov/Residents/GetInvolved>

