



Jefferson County
PUBLIC LIBRARY

BOARD STUDY SESSION

DATE: June 11, 2026

TIME: 5:30 P.M.

PLACE: Hybrid Public Meeting

Online via ZOOM

In-Person at Lakewood Library meeting room, 10200 W.
20th Avenue, Lakewood 80215

Strategy & Operations - Finance & Budget

- A. Review DRAFT letter to the Board of County Commissioners certifying the mill levy necessary to maintain and operate the library
- B. Review DRAFT 2027 5-Year Capital Plan
- C. Review DRAFT 2027 Proposed Budget Plan
- D. Review Golden Urban Renewal Authority Intergovernmental Agreement

Communications & Engagement

- A. Northwest Jeffco Library Naming

Board Governance

- A. Nominating Committee

For instructions on how to access the **online ZOOM Study Session** please go to:

<https://jeffcolibrary.org/board-of-trustees/2026-study-sessions/>

NEXT BOARD STUDY SESSION

ADMINISTRATION
10200 W. 20th Ave.
Lakewood, CO 80215
303.235.5275



jeffcolibrary.org

TO: Donna Walker, Executive Director

FROM: Kirsten Ruiz, Chief Strategy & Operating Officer

DATE: June 11, 2026

RE: 2027 Proposed Budget

2027 Proposed Budget

JCPL's proposed 2027 budget includes forecasted revenue and projections for operating, debt, and capital expenses. The budget continues to reflect our commitment to long-term financial sustainability and alignment with strategic priorities.

Since the draft budget was presented in May, updates based on standard assumptions from Jefferson County continue to be applied to the budget. At the Board of Trustees' request, I will present multiple forecast options at the June 11 Study Session to support further discussion and identify any additional questions prior to the June regular Board meeting, where the Board will be asked to authorize the Executive Director to submit the proposed 2027 budget to Jefferson County.

ADMINISTRATION
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jeffcolibrary.org

TO: Honorable Jefferson County Commissioners
FROM: Library Board of Trustees
DATE: June 18, 2026
RE: 2027 Proposed Budget

Honorable County Commissioners,

Working collaboratively with the County staff and the Library staff, the Library Board of Trustees has submitted a proposed budget for the year 2027. The budget development process is governed by the Board of County Commissioners annual guidelines, and the Library Board of Trustees fiduciary responsibilities.

State of Colorado Library Law, 24-90-109 Powers and duties of board of trustees instruct the Board of Trustees to:

III (d) "Submit annually a budget as required by law and certify to the legislative body of the governmental unit or units that the library serves the amount of the mill necessary to maintain and operate the library during the ensuing year.

The Board of Trustees, in submitting this budget, support and acknowledge our responsibility to present the budget necessary to provide citizens of Jefferson County with a high-quality library, which continues to fulfil our promises and supports the community's needs. The Board of Trustees notes the following priorities in the 2027 budget:

- Competitively compensating the staff who provide high quality services;
- Continue to invest in books, materials and digital offerings;
- Provide access to updated technology;
- Repair and refurbish existing facilities;
- Improving service in underserved areas by funding new construction and alternative services;
- Stabilize long-term finances.

The amount that the Board of Trustees has determined necessary to deliver on our promises, operate the library and provide the residents of Jefferson County with a responsible level of library services in 2027 is a mill levy of 4.500. This mill levy will provide an estimated net property tax revenue of \$xx million dollars.

As Library Trustees, we take our fiduciary responsibility seriously and we believe the 2027 proposed budget represents a responsible level of spending to support Library services.

Emelda [Bing] Walker, Chair

Library Board of Trustees



Jefferson County
PUBLIC LIBRARY

2027 Preliminary Budget

Kirsten Ruiz, Chief Strategy & Operating Officer

June 11, 2026

Agenda



- 5/10-Year Fund Balance Forecast
 - Key Assumptions
 - 5-year Capital Improvement Plan
- Deer Creek and Northwest Jeffco Project Budgets
- 2027 Preliminary Budget

Key Assumptions

- 2026 forecast updated with “known knowns”
 - Property tax decrease of ~\$400K from projections
 - Salary & benefits increase of ~\$1,600,000
- Investment income forecast from historical returns (2.87%; range -0.53% to 6.03%)
- Operating revenues escalated from trimmed mean of 5-year actuals to remove outliers
- Operating expenses escalated from 2026 budget
- Capital project costs escalated from similar project data scaled on facility size
- ARM expense uses 2027 budget with out-years escalated from trimmed mean of 5-year actuals
- Escalation
 - 2027 labor 3.5% based on CBA
 - 2028+ labor based on CBO Economic Projections, Feb 2026 for Employment Cost Index
 - Non-labor based on CBO Economic Projections, Feb 2026 for Business Fixed Investment

County Property Tax Revenue Methodology



- Properties are reassessed biennially, creating stepwise revenue growth
 - County forecast aligns with inflation (**2.4%–2.6% annually**) based on State economic outlook (<https://content.leg.colorado.gov/EconomicForecasts>)
 - Library cost escalation exceeds County inflation assumption 8 of 10 years
- New construction forecasted at **~0.55% annually**, declining from ~1% over the past decade
- Even-year growth reflects carryforward of reassessed values plus new construction
 - Example: 0.55% (construction) + 4.86% (reassessment) = 5.41% total growth

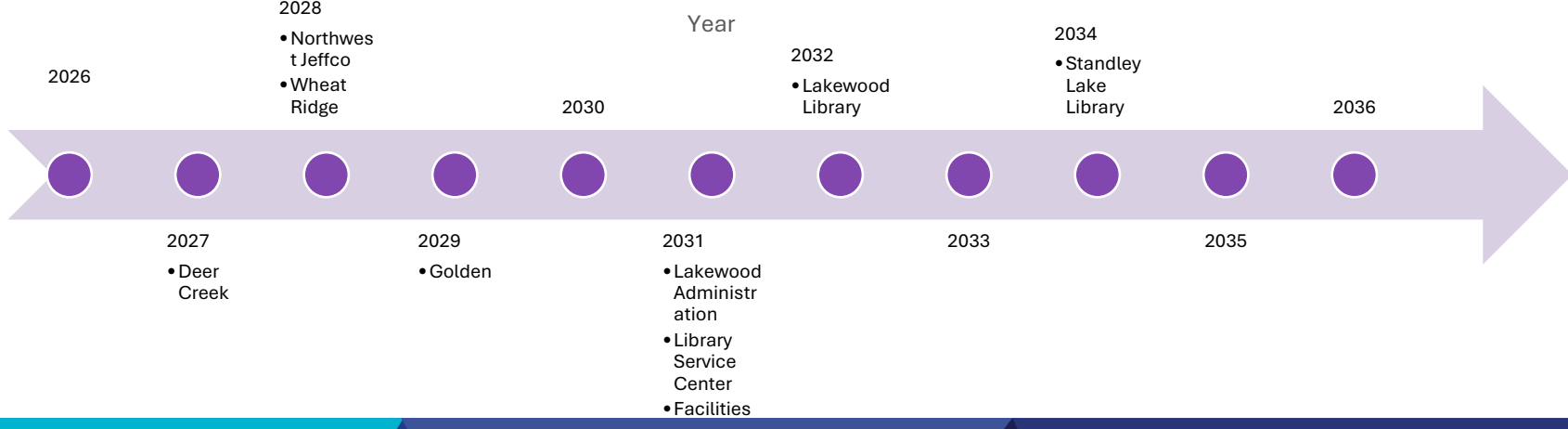
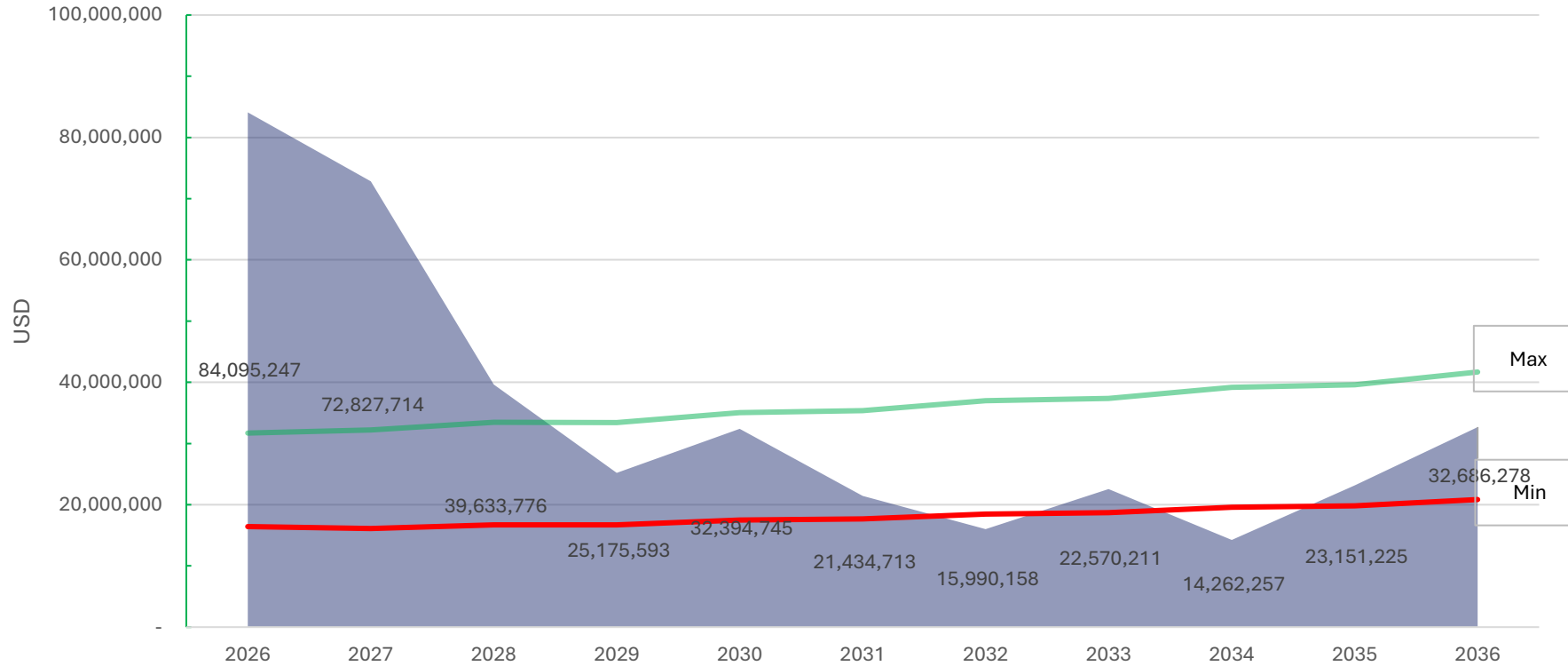
2027 Property Tax Revenue Update



- State of Colorado statutory changes (House Bill 24B-1001 and Senate Bill 24-233)
 - reduction in commercial property tax rate from 27% to 25%
 - taxable property exemption up to 10% of first \$700K for residential properties.
 - annual growth cap of 5.25% (10.5% every 2 years)
- Updated 2027 projections are expected in August

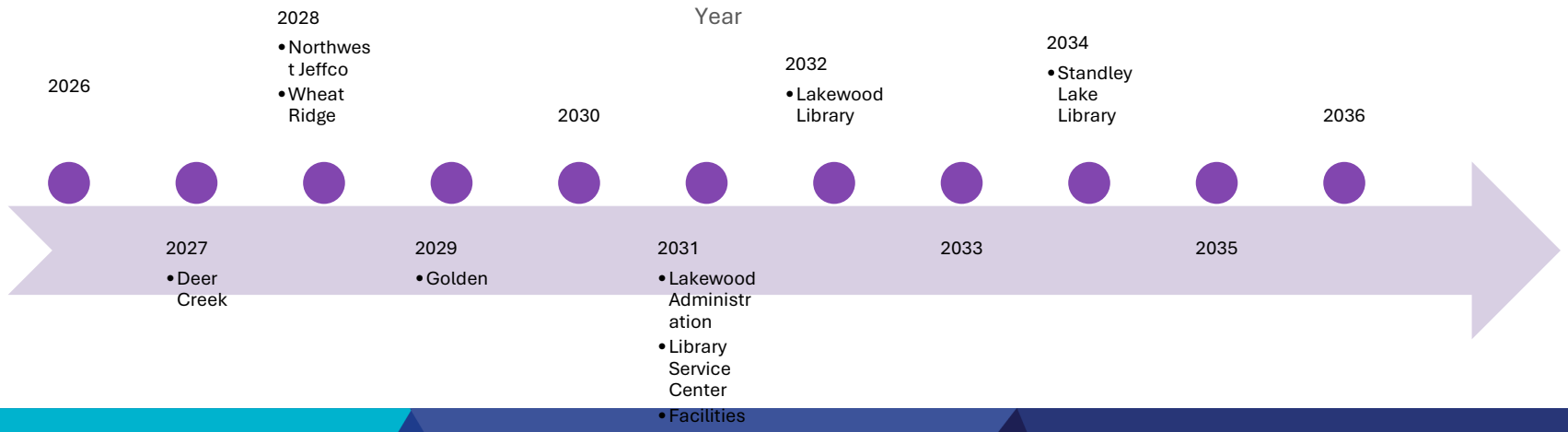
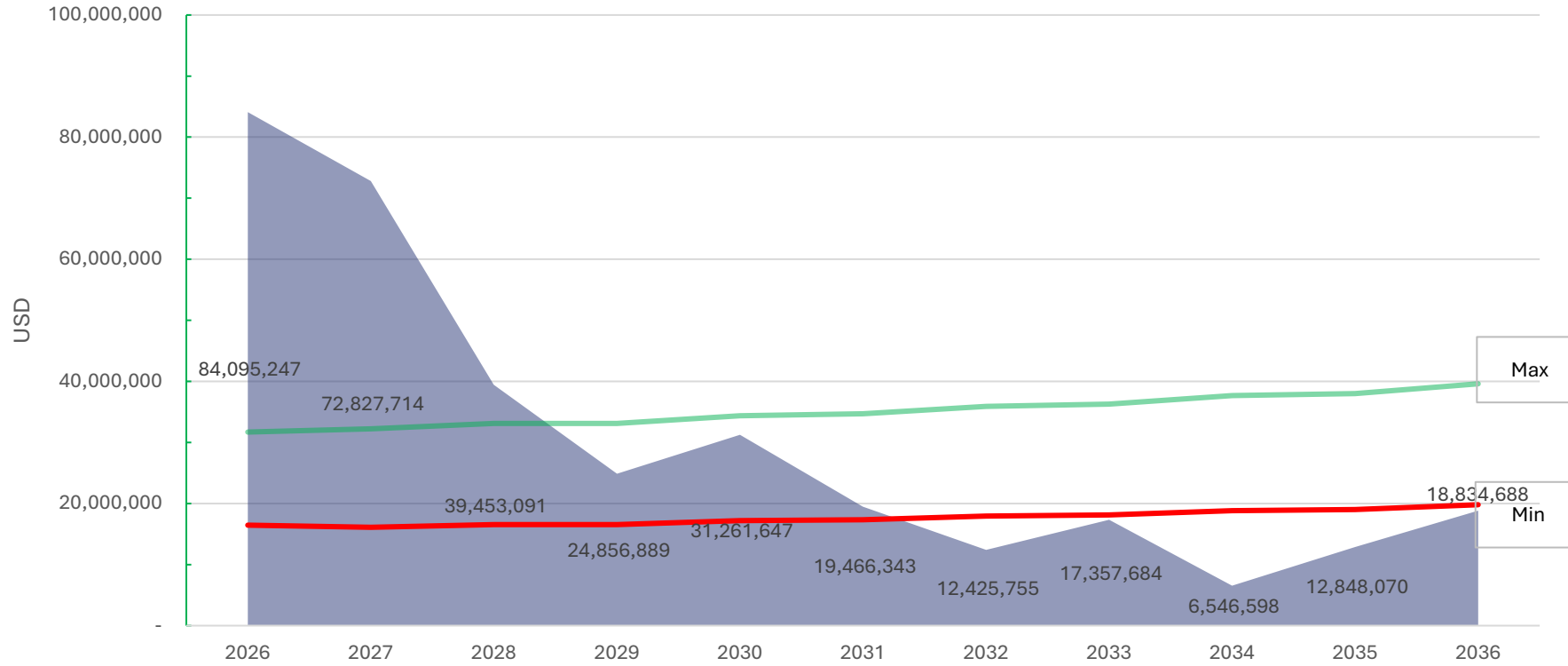
Fund Balance Forecast 5%

Fund Balance Fund Balance Minimum Fund Balance Maximum



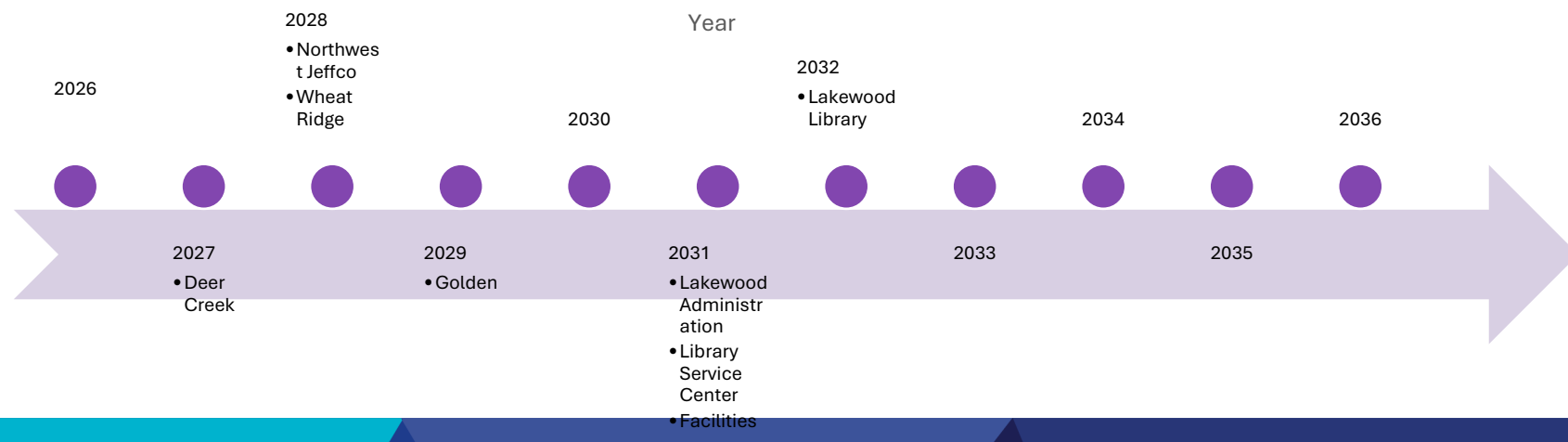
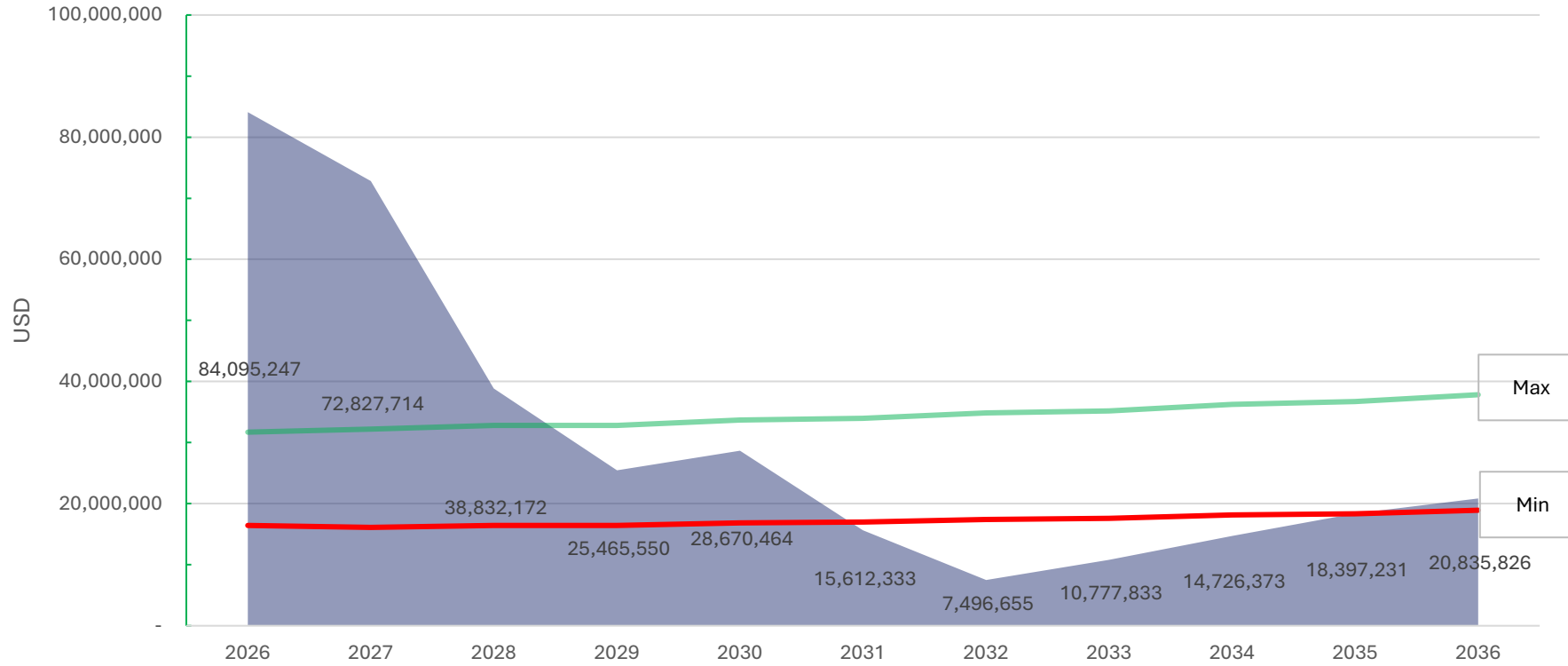
Fund Balance Forecast 4%

■ Fund Balance — Fund Balance Minimum — Fund Balance Maximum



Fund Balance Forecast 3%

Fund Balance Fund Balance Minimum Fund Balance Maximum



5-Year Capital Improvement Plan



	2026	2027	2028	2029	2030	2031
Arvada Library	13,825,415					
Deer Creek Library	1,485,239	15,200,000	4,800,000			
Northwest Jeffco Library	372,744	2,025,000	25,375,000	1,875,000		
Wheat Ridge Library		860,000	8,640,000			
Golden Library			1,790,000	17,850,000		
Lakewood Library	1,170,000					1,200,000
Library Interior Refresh		765,370				
Columbine				940,000		
Edgewater Library					320,000	
Standley Lake Library						1,640,000
Belmar Library						110,000
Holds Locker Increased Capacity		68,290				
<i>Lakewood Administration</i>	226,126				550,000	5,540,000
Library Service Center					560,000	5,870,000
Facilities Office					290,000	2,880,000
Integrated Library System	1,750,000	1,750,000				
Evergreen Library Roof Replacement	1,023,959					
Golden Library Roof Replacement		160,000				
Golden Parking Lot Replacement		55,000				
Standley Lake Parking Lot Replacement		180,000				
Columbine Parking Lot Replacement				740,000		
Reserve/Contingency (Unbudgeted)	2,511,566	4,413,614	2,337,400	373,200	2,197,200	1,931,100

2027 -2031
\$127.2M

Current forecast includes 10%
project reserve/contingency
\$11.6M

KEY

- Major Construction
- Library Refresh
- Technology System Replacement
- Facility Refurbishment/Repair
- Reserve/Contingency



Project Budgets

Project Cost Estimates



Estimate Class	Phase / Maturity	Description	Typical Accuracy Range (Low/High)
Class 5	Analysis of Alternatives (0-2%)	Rough Order of Magnitude (ROM), Analogous	-50% to +100%
Class 4	Feasibility (1-5%)	Parametric, Initial System Capability	-30% to +50%
Class 3	Budgeting (10-40%)	Preliminary Design, Major Milestone	-20% to +30%
Class 2	Definitive (30-70%)	Detailed Design, Sub-system focus	-15% to +20%
Class 1	Bid/Tender (50-100%)	Final "Bottoms Up" (Engineering)	-10% to +15%

AACE International's Cost Estimate Classification System

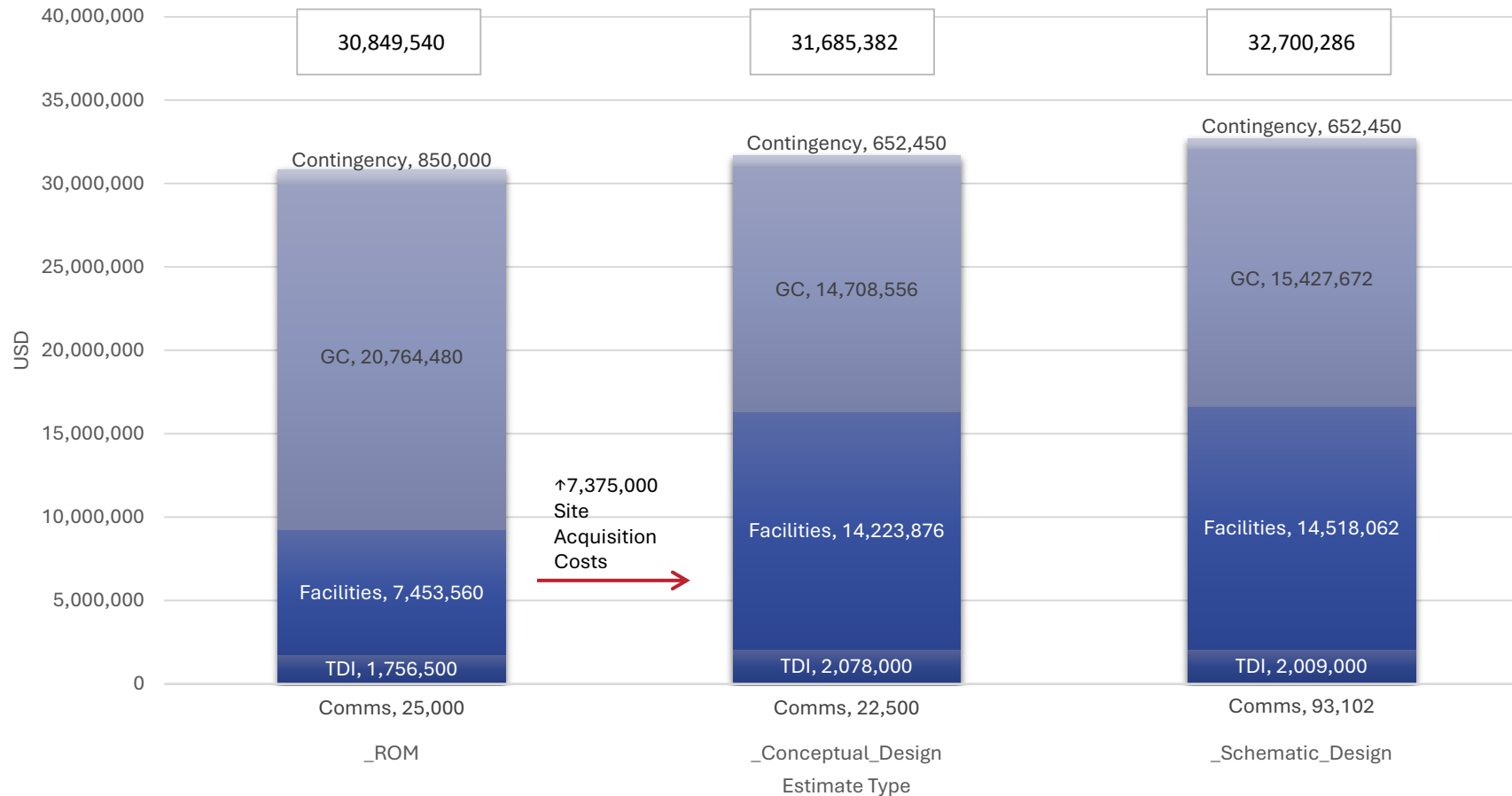
Project Contingency



Project	ROM	Conceptual Design	Schematic Design
Deer Creek			
Cost Estimate	30,849,540	31,685,382	32,700,286
\$ Budgeted Contingency	850,000	652,450	652,450
% Budgeted Contingency	2.8%	2.1%	2.0%
Recommended Contingency	4.6M-6.2M	3.1M- 4.6M	1.5M-3.1M
Northwest Jeffco			
Cost Estimate	25,970,270	Not available	32,295,534
\$ Budgeted Contingency	765,000	Not available	765,000
% Budgeted Contingency	3.0%	Not available	2.4%
Recommended Contingency	5.2M-7.8M	3.9M-5.2M	2.6M-3.9M

Deer Creek

Deer Creek Library Project Cost Estimate



Current Board-Authorized project cost \$30,849,540

Increase Board-Authorized project baseline of \$32,047,836

Increase contingency from \$652,450 to \$ 1,602,392 (5% of project cost)

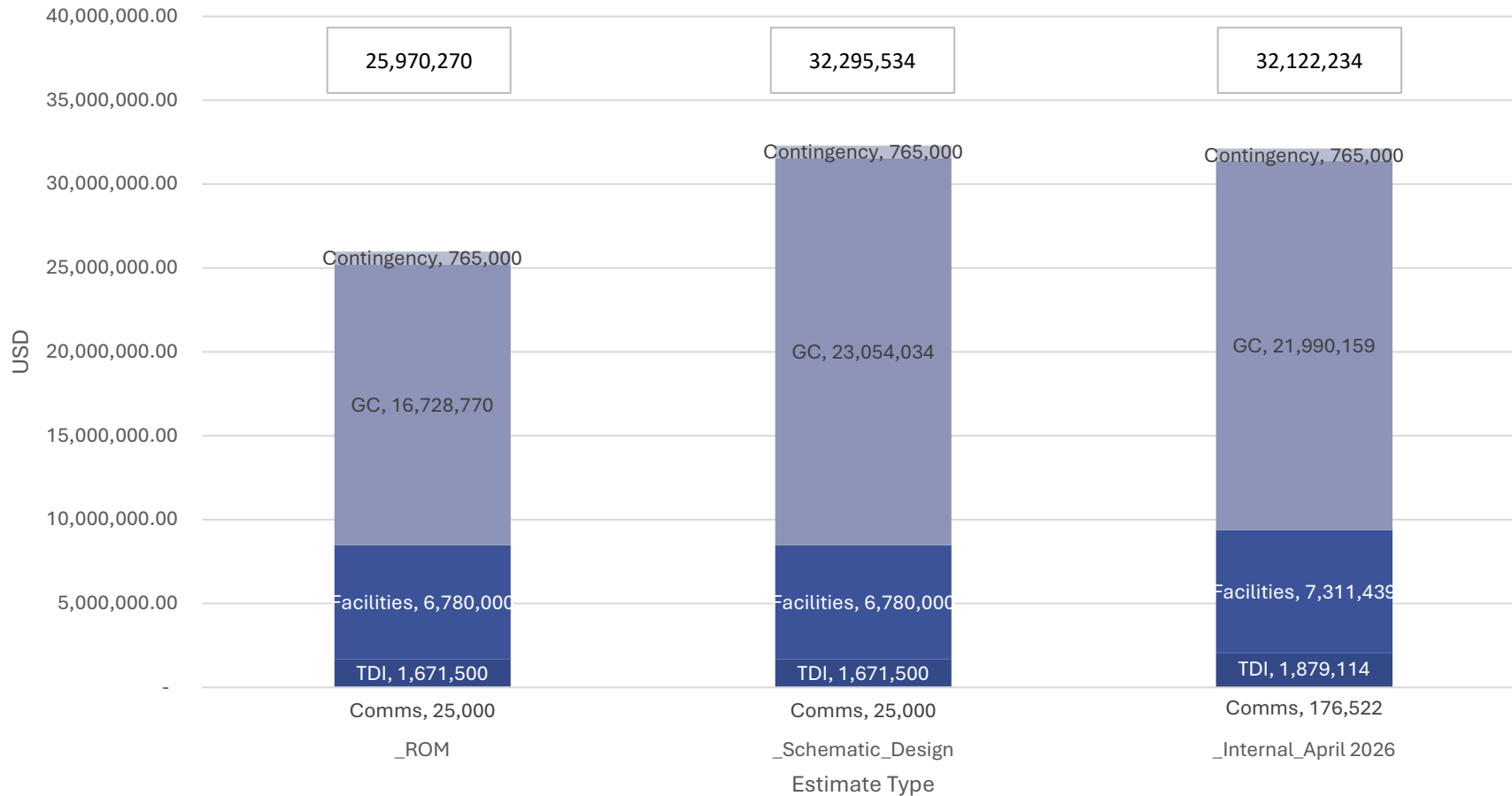
Total Project Cost = \$33,650,228.29

Emerging risk: water supply to building undersized for fixture count (\$200K).

Northwest Jeffco



Northwest Jeffco Library Project Cost Estimate



Current Board-Authorized project cost \$25,970,270

Northwest Jeffco General Contractor Scope Comparison



Scope	ROM Estimate (\$)	Schematic Design	Current Internal Estimate (Then-Year \$)
Development Fees & Permitting	682,500	884,124	812,747
Sitework	2,524,740	5,286,788	4,626,428
Construction	13,521,530	17,017,755	16,550,984
Baseline Project Cost	16,728,770	23,188,667	21,990,159

Northwest Jeffco



- Options for cost savings
 - Reduce building complexity and exterior skin materials (\$750K-\$1M)
 - Reduce scope of sitework (\$1M-\$1.4M)
 - Place transformer and generator nearer to mechanical systems
 - Eliminate optional landscaping improvements
 - Reduce storefront glass between children's and adults
 - Descope Teen Gaming (\$25K)

Northwest Jeffco



Recommended next steps:

- Revisions to schematic design to simplify design
- Reduce scope of sitework from 5 acres to 3.5 acres
- Increase Board-Authorized project cost
 - from \$25,970,270 to \$29,947,898 (2026-year estimate) plus contingency
 - increase contingency from \$765,000 to \$ 2,661,138
 - Total Project Cost = \$32,609,036
- Board management reserve up to \$35.3M
- Update Board on cost estimate after revisions to schematic design



2027 Preliminary Budget

2027 Preliminary Budget Overview



May Board Meeting

Revenue	(65,976,793)
Expense	83,282,106
Grand Total	17,305,313

June Study Session

Revenue	(63,705,176)
Expense	84,749,257
Grand Total	21,044,081

**Net expense is \$21.0M higher than revenue
- Drawdown from fund balance**

2027 Preliminary Budget Overview



Revenue	(63,705,176)
411100:Property Taxes	(61,212,676)
431000:Intergovernmental Revenue	(275,000)
461000:Investment Income	(2,007,500)
465100:Donations & Contributions	(100,000)
494400:Issuance of Leases & SBITAs	(110,000)

Salaries & Benefits	31,606,685
511000:Salaries	22,824,597
512000:Taxes & Benefits	8,782,089

Non-Capital Expense	22,110,482
526000:Supplies	9,766,429
530000:Other Services & Charges	7,891,483
538500:Debt Service Expense	972,312
575700:Interdepartmental Direct Charges	1,894,183
575900:Interdepartmental Indirect Charges	1,586,074

Capital Outlay	31,032,089
550000:Capital Outlay	31,032,089

Total: 84,749,257

2027 Preliminary Budget Overview



Annual Repair & Maintenance	2,249,000
ARM-01 Capital Maintenance	349,000
ARM-02 Equipment Replacement	20,000
ARM-03 Computer & Software Replacement	1,060,000
ARM-04 Book Sorter Replacement	295,000
ARM-05 IT Infrastructure Replacement	525,000
CircTrak Devices	18,000
Holds Locker Increased Capacity	68,290
Contingency	2,500,000

Capital Projects	24,258,458
Deer Creek Library	5,098,088
Northwest Jeffco Library	16,250,000
Integrated Library System	1,750,000
Library Interior Refresh	765,370
Golden Library Roof Replacement	160,000
Golden Parking Lot Replacement	55,000
Standley Lake Parking Lot Replacement	180,000

Total: 29,093,748

2027 Preliminary Budget Overview



Annual Library Collection	6,240,269
Library Books & Materials (Capital)	2,910,706
Library Books & Materials-Audio Book	140,000
Library Books & Materials-DVD	315,000
Library Books & Materials-LPAD	70,000
Library Books & Materials-Print	2,385,706
Library Books & Materials (Non-capital)	5,300,897
526000:Supplies	3,329,563
Library Books & Materials	3,000
Library Books & Materials-Digital	2,257,580
Library Books & Materials-Periodic	231,333
Library Books & Materials-VAS	837,650
Library Computer Service Materials	1,971,334

Deer Creek Library Collection	1,900,000
Library Books & Materials (Capital)	1,614,500
Library Books & Materials-Audio Book	151,700
Library Books & Materials-DVD	371,600
Library Books & Materials-Print	1,091,200
Library Books & Materials (Non-capital)	285,500
Library Books & Materials-Periodic	11,600
Library Books & Materials-VAS	273,900

Total: 10,111,603

FTE Request



Department Requests	
Creative Technician	1 FTE
Cybersecurity Analyst	1 FTE
Staffing Analysis	
Librarian (Library Service Center)	1.5 FTE
Additional	3.5 FTE

Current: 300 authorized FTE
 2026 supplemental:

- reclassify 5 x 0.5 FTE
- add 2 x 0.5 FTE earlier than planned
- Add 1 x 0.5 FTE not previously planned

2027 budget request: 22 additional FTE

Deer Creek		
Public Services Supervisor	1 FTE	September 2027
Library Operations Supervisor	1 FTE	September 2027
Librarians	3 FTE	November 2027
Public Service Associates	11 FTE	November 2027
Operations Page	1 FTE	December 2027
Pages	1.5 FTE	December 2027
Deer Creek	18.5 FTE	

Total authorized and requested: 326 FTE

Operational Contingency/Reserve



- Operational reserve allows the Library to reallocate appropriated budget to respond to emerging needs
 - Unappropriated reserves require supplemental budget request
 - Differs from project contingency which authorizes a higher Total Project Cost (TPC)
 - Project contingency may be included in annual project appropriation or transferred from appropriated reserve without authorizing an increase in TPC
- Recommend appropriating 1%-5% of revenue (\$660K-\$3.3M) as reserve following current Board policy for budget transfers

Recommendations



- Revenue forecast: assume 5% property tax increase
- Project Budgets:
 - Deer Creek Library authorize Total Project Cost of \$33,650,228
 - Increase authorized baseline project cost from \$30,849,540 to \$32,700,286
 - Increase contingency from \$652,450 to \$ 1,602,392
 - Northwest Jeffco Library authorize Total Project Cost of \$32,609,036
 - Increase authorized baseline project cost from \$25,970,270 to \$29,947,898
 - Increase contingency from \$765,000 to \$ 2,661,138
 - Hold additional management reserve at Board up to \$35.3M Total Project Cost
- FTE Request:
 - 5 additional FTE for current operations
 - 11.5 additional FTE for Deer Creek operations between September and December
- Contingency: Increase appropriated contingency from \$500K to up to \$3.3M



Questions

ADMINISTRATION
10200 W. 20th Ave.
Lakewood, CO 80215
303.235.5275



jeffcolibrary.org

TO: Donna Walker, Executive Director

FROM: Kirsten Ruiz, Chief Strategy & Operating Officer

DATE: June 11, 2026

RE: Golden Urban Renewal Authority (GURA) Intergovernmental Agreement (IGA)

Purpose:

To request Board authorization for the Executive Director to execute a Tax Increment Revenue Agreement with Golden Urban Renewal Authority for the 17455 West 16th Avenue Urban Renewal Plan, pledging 100% of the Library's incremental property tax revenue from the area for the 25-year duration of the Plan.

Background:

Under House Bill 15-1348, local taxing entities impacted by an urban renewal plan must be given the opportunity to negotiate the sharing of property tax increment revenues before plan adoption. City of Golden is advancing the 17455 West 16th Avenue Urban Renewal Plan.

The 17455 West 16th Avenue Urban Renewal Area (URA) plan encompasses a single parcel which includes the Golden Church of the Nazarene and an associated single-family residence. The Golden Church of the Nazarene's leaders and congregation have elected to convey this property to an affordable housing developer and community land trust. The partnership seeks to demolish the existing building improvements and develop for-sale affordable housing on the site.

The proposed intergovernmental agreement (IGA) allows the Golden Urban Renewal Authority to retain 100% of the property tax revenue generated by the Library's 4.5 mill levy above the base-year amount within the designated area for a 25-year term. This incremental revenue is estimated to average approximately \$5,000 annually.

Next Actions:

We request the Board of Trustees authorize the Executive Director to execute an IGA with the Golden Urban Renewal Authority, pledging 100% of the Library's incremental property tax revenue from the 17455 West 16th Avenue Urban Renewal Area for a period of 25 years. **This item will be placed on the consent agenda for the June 18, 2026 board meeting unless otherwise instructed by the Board.**

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jeffcolibrary.org

TO: Donna Walker, Executive Director

FROM: Elise Penington, Director of Communications & Engagement

DATE: June 11, 2026

RE: Northwest Jeffco Library Naming Discussion

Naming Background

The naming process for the Northwest Jeffco Library has been progressing thoughtfully and deliberately since July 2025, following the steps laid out in our inaugural Library naming process. Following Board discussion in November 2025, staff recommended pausing the naming process to explore additional naming options.

In April 2026, following extensive additional naming research, we invited staff and Northwest Jeffco patrons and residents to participate in a naming feedback survey. The thoughtful and detailed survey responses, along with a structured criteria-based ranking and evaluation process, informed the development of a naming recommendation.

Additional insights were gained through a discussion with the Chief Executive Officers (CXO) team, and an initial review by the County Attorney's Office confirmed name availability. In addition, JCPL's Diversity, Equity and Inclusion team reviewed and provided their approval of the recommended name. Together, these steps led to the final name being proposed to the Board tonight.

Next Steps

Staff will incorporate Board feedback before bringing this item back for a potential vote on June 18, 2026.