

Final Draft Report

Facilities Space Planning and Properties Market Assessment

The Economics of Land Use



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City of Brighton

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Table of Contents

1.	Findings and Recommendations.....	1
	Introduction	1
	Scope of Work	1
	Land Recommendations	3
	Building Recommendations.....	7
2.	Land Evaluation.....	15
	Property Inventory and Screening	15
	Land Property to Hold	17
	Other Land Property Recommendations.....	20
3.	Buildings	25
	Historic Buildings	28
	Other Buildings.....	35
4.	Municipal Courts and Space Needs Assessment	37
	Purpose	37
	Background and Working Assumptions	37
	Scenario Analysis.....	39
	Scenario 1: Municipal Courts to Historic City Hall	43
	Scenario 2:	
	Municipal Courts to 1 st Floor and Council Chambers to 6 th Floor of City Hall Building	46
	Scenario 3:	
	Shared Municipal Courts and Council Space on 1 st Floor of City Hall Building	48

List of Tables

Table 1.	Land Property Recommendations	4
Table 2.	Summary of Municipal Courts and Historic City Hall Scenario Costs	10
Table 3.	Building Recommendations.....	13
Table 4.	Land Properties for City to Hold.....	18
Table 5.	City Cemeteries	19
Table 6.	Other Land Property Recommendations.....	20
Table 7.	City-Owned Buildings Evaluated	27
Table 8.	Aichelman House Renovation Costs	30
Table 9.	Historic City Hall Occupancy and Gross Potential Rent	33
Table 10.	Historic City Hall Revenues and Operating Costs	33
Table 11.	Main Street Creatives Revenues and Expenses	35
Table 12.	Main City Hall Current Departmental Use	38
Table 13.	Historic City Hall Scenario 1 Cost Estimate.....	40
Table 14.	Scenario Cost Estimates.....	40
Table 15.	Summary of Municipal Courts and Historic City Hall Scenario Costs	42

List of Figures

Figure 1.	Land Properties Evaluated	16
Figure 2.	Cole Property Parcels.....	22
Figure 3.	Buildings Evaluated	26

1. Findings and Recommendations

Introduction

The City of Brighton owns 13 land properties and six buildings for which a clear need and use have not been identified. At the direction of City Council, the City commissioned this Facilities Space Planning and Properties Market Assessment to evaluate each property and to advise the City on options for either use or disposition (sale or lease). Through a competitive RFP process the City selected Economic & Planning Systems (EPS) and Cushing Terrell (CT) to conduct this study. EPS is the lead consultant and specializes in real estate market analysis and led the overall study and evaluation of use options for each property. CT is an architecture, engineering, and planning firm that conducted conditions assessments for each building and a planning level space needs assessment. CT's focus was on evaluating options for relocating the Municipal Courts to either City Hall or Historic City Hall.

Scope of Work

The scope of work for this project is summarized below in four major tasks.

1. Property Inventory

- Work with the City to compile the list of City-owned property for evaluation.
- Identify important considerations such as the property history, how it was acquired, funding sources used, legal constraints on use, and if they are subject to any land use plans or policies.
- Compile mapping, construction drawings, and other relevant information.

2. Land Assessment

- Tour properties with City staff and review history, current use, and options that have been considered for alternatives to the current use.
- Identify applicable land use policies including future land use designation and zoning.
- Compile and review any lease revenue, lessee history, and operating and maintenance costs.
- From review of above information and discussions with staff, recommend options to hold, lease, or sell the property.

3. Building Assessment

Perform a building conditions assessment (led by CT) to identify:

- Any immediate needs to stabilize the building to prevent deterioration or to mitigate any safety issues.
- Evaluate suitability for current or alternative uses and identify any major upgrades that would be needed.
- Compile and review market data to consider potential lease revenue or value if sold.
- Discuss with staff past and current use, need for building, and options for reuse.
- Recommend disposition options (hold, lease, or sell).

4. Space Planning Scenarios

A major focus of this study is to evaluate the role and need for the Historic City Hall (HCH) building. The building is not fully utilized and has capacity to house more City functions, or to increase leased use and revenues.

Alternatively, it could be sold if a use case is not identified. It is, however, a City Council priority to evaluate how this building could be used more productively for or by the City because of its historical significance.

Specifically, the City requested an evaluation of the feasibility of relocating the Municipal Courts from the current Police building to HCH. The effect of the new Municipal Service Center (MSC) on space needs in City Hall and HCH also need to be considered in this context.

CT led this aspect of the Study and conducted the following work:

- Prepared an inventory of building and floor square footage and staff counts by building, department, and floor in City Hall, Police, and HCH.
- Compared the space needs of the Municipal Courts to available space in HCH and in City Hall assuming full construction of the MSC.
- Identified options for relocating the Municipal Courts into HCH and City Hall based on space needs and building capacity and suitability.
- Prepared rough order of magnitude cost estimates for the three options identified.
- Recommended options for the use for HCH, relocation of the Municipal Courts, and next steps for implementation.

Land Recommendations

The recommendations for the 13 land properties are summarized below and in **Table 1**. The properties have been placed in three categories based on their type and the recommended actions for the City.

1. Hold due to funding, public use, and/or legal restrictions

This category of properties contains four properties that were purchased with grant funding that requires a conservation use and is enforced by a conservation easement. The four other properties should be held as current community amenities, and for infrastructure needs.

- **Homestead Farm** – Property was acquired through a development and annexation agreement for open space requirements. Presence of high pressure gas lines limits the use beyond passive open space.
- **K-Mart Property 2** – This 0.5 acre parcel was obtained for right-of-way needs and should be retained or combined with the larger K-Mart Property 1 parcel if it is not needed.
- **Brighton Adventist Community Garden** – It is recommended that the City continue to own this property and allow use as a community garden.
- **Letterly Properties North and South** – Acquired with Adams County Open Space funding and have conservation easements on the deeds. Their use is restricted to conservation purposes including the current leased agricultural operations.
- **Stegman Property** – Acquired with Adams County Open Space funding and has a conservation easement. Use is restricted to conservation purposes including the current leased agricultural operations.
- **Farmhouse & Land (Peoria & 119th)** – This property was acquired by the City because the land is needed for a storm drainage project in the southwest part of the city.
- **14950 Brighton Rd** – This property has a large underground stormwater conveyance pipe traversing the property. It cannot be developed due to the underground infrastructure. It is also likely not a good location for park or open space use due to its narrow configuration, location near existing commercial properties, and underground infrastructure.

Table 1. Land Property Recommendations

Property	Notes	Current Use	Acres	Approx. Ann. Revenue	Ann. Maint. Costs	Herbicide & Seeding Every 3 yrs.	Potential Sale Value
Hold: Legal or Funding Restrictions							
Homestead Farm	Open space, gas lines	Ag./Conservation	17.0	N/A	\$600	\$12,000	
K-Mart Property 2	Future ROW needs	Open Space	0.5	N/A	\$0	N/A	
Brighton Adventist Community Garden	Community amenity	Community Garden	0.2	N/A	\$0	N/A	
Letterly Property North	Conservation easment	Ag./Conservation	44.3	\$6,700	tenant pays	N/A	
Letterly Property South	Conservation easment	Ag./Conservation	31.4	\$27,000	tenant pays	N/A	
Stegman Property	Conservation easment	Ag./Conservation	39.8	\$7,000	tenant pays	N/A	
Farmhouse & Land(Peoria &119th)	Storm drainage project	Former farm	11.0	N/A	N/A	N/A	
14950 Brighton Rd	No viable use	Storm drainage	2.0	N/A	\$300	\$1,000	
Evaluate Options for Future Use							
Tucson St & E470	Future trailhead	Dryland farming	15.8	\$0	\$600	\$11,000	
Bromley-Hishinuma Farm	Operate as living farm	Living Farm	9.6	\$0	tenant pays	N/A	
Cole Property	Open space or P3 development	Dairy/Cattle	90.0	\$16,000	tenant pays	N/A	
K-Mart Property 1	Eval. future recreation needs	Dryland farming	31.4	\$0	\$1,200	\$22,000	\$4.0-\$7.0M
Totals				\$56,700	\$2,700	\$46,000 \$15,333/yr	\$4.0-\$7.0M
Cemeteries							
Pioneer, Fairview, Elmwood	Continue City management	Cemeteries	64.6	\$300,000 [1]	\$500,000		

[1] Cemetery revenues are grave and cremation fees. Expenses do not include \$225,000 in capital projects in 2021. Cemeteries receive approx. \$200,000/yr from General Fund.

Source: Economic & Planning Systems

2. Evaluate options for future use

These properties are important assets but are recommended to be monitored more closely, and potentially planned for alternative uses depending on City Council direction.

- **Tucson St & E470** – This property is the location of the planned junction of the E-470 Trail and Second Creek Trail identified in Adams County Open Space Plan. The City should hold this property for this future project. The City may also anticipate developing trailhead infrastructure here such as parking, restrooms, and trailhead amenities (seating, shade, potable water).
 - In the interim, this land should be maintained with herbicide treatments and native grass seeding.
 - Leasing to a dryland farming tenant is not recommended as lease revenue would be negligible at \$250 per year (\$16/acre) and would not cover the administrative costs.
- **Bromley-Hishinuma Farm** – The property is an important community asset and part of the City’s historic identity. The City should continue to own and closely oversee its use and management. There are other examples of historic living farms in the region operated by local governments that provide precedent for preserving this farm. These include Lee Martinez Park in Fort Collins, the Denver Botanical Gardens Chatfield site, Four Mile Historic Park in Denver, and the Littleton 1860 Farm.

The City has executed a lease with Boots & Shorty through 2027 to operate and manage the property as a living farm. As an incentive to creating a viable operation, the City does not collect rent. The tenant is, however, responsible for paying utilities and property taxes. The City should continue to partner with this tenant unless it is determined that they are not meeting the goals of the City. It is important for the City to establish a successful partnership here to minimize the need for City resources to operate and manage the property.

- **Cole Property** – Two options are provided for City Council consideration as this property has a range of possible uses. A map of the Cole Property is shown in **Figure 2**.

Option 1 – Continue current dairy farm operation

The City leases the property for approximately \$16,000 per year and the lessor is responsible for maintaining the property; there is little cost to the City. This use contributes to the City’s agricultural character and economic development strategy around local food and agriculture.

Option 2 – Innovative mixed use real estate development

This is a long term option for consideration if the agricultural operations do not continue at some point in the future. This site is within walking distance of a proposed stop on the planned Highway 7 Bus Rapid Transit (BRT) line that creates an opportunity to build transit oriented development (TOD) on the southern portion of the property. Development on the southern frontage could be a mixed use and mixed income community with a range of housing types and prices from affordable to market rate. Consistent with the City's agricultural heritage and a broad trend of addressing healthy food access, the project could be combined with community agriculture on the property. The northern portion of the property could be continued as an agricultural operation and/or developed as a park or open space facility.

Implementing this concept would begin with a master planning process, followed by a developer selection and partnership process. The Brighton Housing Authority could have a role as a nonprofit development partner, which brings tax advantages especially if a low income housing tax credit (LIHTC) project is a component of the development.

- **K-Mart Property 1** – This 31.4 acre property needs to be considered in the context of the Sports Complex public private partnership being negotiated at Adams Crossing. Depending on the terms of the agreement and how the facility is ultimately managed, it could meet the City's needs for public recreation sports fields. However, if the facility's utilization does not have enough availability for true public use, the City expects to need additional recreation field capacity. City staff has identified this property as an excellent location and site for future sports fields if needed.
 - The City should hold this property until it can be certain about its future recreation needs. If the Sports Complex meets the City's public recreation needs, then the City could consider selling this property. It should be noted that acquiring land in the future may be more difficult if the City has an unforeseen need for more park or recreation property.
 - Leasing to a dryland farming tenant is not recommended as lease revenue would be negligible at \$500 per year (\$16/acre) and may not cover the administrative costs of finding a tenant and overseeing the lease.
- **Cemeteries** – EPS and staff evaluated the option of privatizing the City cemeteries and do not recommend this option. The cost savings are likely insignificant and the risk of partnering with a new operator may outweigh the benefits of likely minor cost savings. The City should, however, do a rate comparison with surrounding communities as Brighton's fees are below the market and the City could recover more of its operating costs. The Cemetery Fund currently needs approximately \$200,000 per year from the General Fund to operate.

3. Financial Considerations – Land

The City's land holdings are not a major fiscal impact on the City's budget. For most properties, either the tenants cover maintenance costs or they are minor and limited to mowing and weed control. The City currently collects just under \$57,000 per year in lease revenue. Its annual maintenance costs are less than \$3,000. If more active herbicide and native grass treatments are implemented, it would equate to a total of approximately \$15,000 per year for a few of the properties that are not leased.

Building Recommendations

Six buildings were evaluated, four of which are historic. The findings and recommendations for each are summarized below and in **Table 3**.

1. Aichelman House

The City acquired this home and 30-acre property as part of the implementation of the Ken Mitchel Open Space (KMOS) project. The home has been abandoned as a residence since at least 2001. The 2,300 sq. ft. home was constructed in 1921 by Frank A. Aichelman, the son of Frank Aichelman who settled on the property in 1860. Frank Aichelman was one of the first white farmers and settlers in Brighton's history. This property has been identified by the Brighton Historic Preservation Commission (HPC) as one of its highest priorities for preservation.

The immediate priority is to stabilize the building to prevent further deterioration so that the City and HPC have time to consider all of the options. Immediate and ongoing actions include monitoring for leaks and weather damage, securing access to prevent unauthorized access, and pest and rodent control.

Two options for this property have been identified.

- The first option is to use this building for Parks and Open Space management and administrative offices. However, this option is not recommended by the Consultant. When the full scope of the MSC is complete there will be space in City Hall and/or the MSC to accommodate the space needs of Parks and Open Space staff.
- The recommended option is to further study how the building could be incorporated into the KMOS project as a visitor or interpretive center. The HPC should be involved in the process to ensure preservation goals are addressed.
- The building will need to be renovated at a minimum cost of roughly \$400,000 but may be higher depending on the scope of the renovation. There may be additional costs to connect to City water and sewer, but the City has plans to extend water and sewer lines to this area as part of a citywide utility planning and for the KMOS project.

2. The Depot

The Depot building was originally constructed in 1907 on a site along Cabbage Avenue, on the west side of the Union Pacific tracks. In 1981 it was relocated to its current location and altered with two non-historic additions and the attached Burlington Northern box-car. The building was operated as a restaurant for many years, then a bicycle sales and repair shop. It is currently listed on the local Landmark Register. An extensive remodel and code compliant construction was completed in 2021. The building consists of 4,373 GSF on a main level and basement.

As of April 2022, the property has been leased to Brighton Chamber of Commerce. There are also plans to add a small coffee shop on the premises.

- The City should continue owning this property and leasing to the current tenants for the foreseeable future. This property is an economic development asset because it is located adjacent to the Armory theatre and events venue in Downtown.
- If the City sold this property, it would lose its influence on how the property is used, which could detract from the Armory and Downtown.

3. 1886 Church

This historic building was constructed in 1886 as the First United Presbyterian Church. It was listed on the State Register of Historic Places on 6/9/1999, and the Local Landmark Register on 12/6/2016. The building is generally in good condition and is well maintained. A near term maintenance item is to address deteriorating masonry joints (tuck pointing) at an estimated cost of \$15,000.

- The consultant's recommendation is to relocate the City Museum, which is now in HCH, to this site. The Church would be a better location for the museum, which would boost activity in Downtown and support economic development there. A rough cost estimate to relocate the museum is \$300,000 assuming \$250 per sq. ft. in renovation, interior fit up, and exhibit installation costs. These costs could be potentially double that depending on how bathrooms are required to be added to meet occupancy and ADA requirements. A design feasibility study should be procured to analyze this option more fully.
- Another option is to try to increase event usage of the facility. The electrical and mechanical systems (HVAC, lighting, plumbing, restrooms, and drainage) are minimally adequate for the current usage and will need to be upgraded if the City wishes to increase usage. However, the event revenues will not likely cover the needed renovation costs.
- If the City cannot find the resources to keep and maintain this building it should be sold or donated. A private sale is estimated to generate \$250,000 to \$300,000 but the City should get an appraisal from an appraiser that specializes in unique and historic buildings. If sold to a

private party, a possible outcome would be conversion to offices. The City could also offer it to the Adams County Historical Society and/or to the HPC if it has the ability to take on ownership and maintenance.

4. Historic City Hall and Municipal Courts Space Needs Assessment

Historic City Hall is the 36,432 square foot original City Hall. This is a historically important building, but the City does not fully utilize the space and the building is costly to maintain. Today, the City leases out 10,899 square feet in six office suites at a below market rate of \$5.71 per net rentable square foot which totals to \$62,233 per year in rent. The average operating costs for the building are approximately \$229,235. The building therefore operates at a significant loss each year.

A focus of this Study was to examine, at a planning level, the potential to relocate Municipal Courts from the Police Department building to Historic City Hall or to current City Hall. Both buildings have the space to accommodate Municipal Courts. This determination is independent of which if any departmental offices relocate to the Municipal Service Center. Four scenarios were analyzed for the City to consider, with rough order of magnitude costs summarized in **Table 2**. More detailed information on costs and scope considerations are provided in **Chapter 4**.

- Scenario 1 – Move Municipal Courts to Historic City Hall
- Scenario 2 – Move Council Chambers to sixth Floor of City Hall, Municipal Courts to first floor council chambers in City Hall.
- Scenario 3 – Shared Municipal Courts and City Council space on City Hall first floor.
- Scenario 4 – Incorporate Municipal Courts in planned Police Department building expansion.

Each scenario should be considered in the context of the potential expansion of the Police building which today includes the Municipal Courts space. The Police Department has proposed an expansion of their existing facility, however, no recent design or needs assessment has been conducted for this space and is beyond the scope of this report. It is expected that design and feasibility will be proposed in the 2023 Budget with construction expected at a later date based on these findings. As such, this project works with a high-level understanding that some type of remodel or expansion will be needed in the future, but is unable to provide an estimated price or timeline. Thus the focus was largely on functionality for this scenario. Keeping municipal courts with Police would consolidate public safety functions in one location and eliminate the need for movement of staff, officers, and defendants for Court proceedings.

Table 2. Summary of Municipal Courts and Historic City Hall Scenario Costs

	Scenario 1 (Municipal Courts to Historic City Hall)	Scenario 2 (Council Chambers to 6th Floor)	Scenario 3 (Shared Municipal Courts and Council Space)	Scenario 4 (Police and Courts Building Expansion)
Courts Cost	\$11,695,200	\$1,455,000	\$1,047,600	TBD

Costs referenced from RS Means Square Foot Cost – 2022 43rd Annual Edition; Scenario 4 City of Brighton

Scenario 1: Municipal Courts to Historic City Hall

HCH has the space capacity on the second floor to house Municipal Courts. The costs to perform this relocation and renovation could vary widely depending on the scope of the project. A preliminary cost estimate of \$11.7 million is shown here for consideration. This cost assumes a full building renovation to get the building up to current code and standards for broader City or leased use, in addition to hosting Municipal Courts. When the new Police building is included in this, the total cost of this option is \$23.7 million.

The City will need to issue an RFP for more detailed space planning and design services to fully understand the scope and cost of moving the Municipal Courts to HCH. If ultimately it is determined that this move is not feasible, the City should consider selling the building or working to increase lease revenues. There has been interest from other government agencies in using this building.

While this study does not contemplate the existing tenant mix and how it might be shuffled around to accommodate the Court and the Court's circulation/access requirements, it can be confirmed that all current tenants in HCH may be accommodated with the addition of Municipal Courts.

Scenarios 2 and 3

In Scenarios 2 and 3, Municipal Courts would move into existing City Hall. Scenario 2 would move the City Council chambers from the first floor to the smaller 6th floor space and Municipal Courts would use the first floor City Council Space. In Scenario 3, Municipal Courts and City Council Chambers would share the first floor Council Chambers since they typically operate at different times of day. Defendants in Municipal Courts would need to be transported into and through City Hall from the Police Department. Scenarios 2 and 3 are each expected to cost under \$1.5 million on their own, making

them the least expensive, but with more tradeoffs on how current City Hall is used.

Scenario 4

The City is also considering an expansion to the Police Department building to meet the needs of this growing department. A feasibility assessment and design are proposed for 2023 with construction to occur at a later date. This project assumes that Municipal Courts would relocate, and keeping it in its current location would likely increase the scope of expansion and ultimately the costs. Keeping municipal courts with Police would consolidate public safety functions in one location and eliminate the need for movement of staff, officers, and defendants for Court proceedings.

All of these costs should be treated as indicators relative to each other (i.e., most or least expensive option). This report emphasizes that the City will need to commission a full design study to determine the best option and more refined cost estimates.

5. The City could explore using Federal historic tax credits to help fund the renovation of its historic buildings.

The federal historic tax credit program is designed to incentivize building owners and real estate developers to renovate, restore or reconstruct historic buildings. The tax credits can apply to up to 20 percent of the eligible costs of a project, reducing the effective cost by that amount on the eligible costs. The City is not eligible to use tax credits so it would need to partner with a private developer to use the program. Tax credits can only be used on income producing (rental) properties as well.

Historic City Hall may be the best opportunity to use this program. A possible arrangement would be the City executing a development agreement with a private developer. The City would transfer Historic City Hall to the developer who would apply for a secure the tax credits. The developer would complete the renovation project to the agreed upon specifications. The developer would then lease the building back to the City for department use or to other office tenants for the required 5-year holding period. The City could purchase the building at the end of the holding period as well. The building could be converted to office space, city use space, or to rental housing as long as it is rental income producing property.

6. Main Street Creatives

This 5,418 sq. ft. building was the former Police station until 2001 when it was vacated and leased to Main Street Creatives. The building was constructed in 1953 as the original Brighton City Hall.

The City has two tenants in the property leasing the entire building. To support the arts, the City charges a below market rent of \$5.71 per square foot which cover approximately 70% of the operating costs (not including capital replacement costs). The City approved lease extensions in late 2021 through 2023.

- The City should hold this property and continue to lease it to artists or other similar nonprofit uses that create an attraction in Downtown.
- The building may be worth \$800,000 to \$1.1 million (\$150 to \$200 per square foot). If the City sold the building, it would lose control of a property in a good Downtown location and risk having uses in the building that detract from the Downtown environment.

7. Financial Considerations – Buildings

Addressing the capital needs for the buildings in this study will have a greater impact on the City's budget than the land properties. Aichelman House, the 1886 Church, and HCH all need capital maintenance or renovations to be fully utilized. Costs for the Aichelman House are at least \$400,000 to \$500,000 to get the building stabilized and up to code for residential or office use (not including bringing City water and sewer and road access to the home). The 1886 Church should have the masonry tuck pointed within the next five years at a cost of \$15,000 to \$20,000. The Main Street Creatives building operates at a loss of approximately \$12,440 per year, which is a policy decision to support the arts.

The largest cost is HCH. The building has a large operating deficit at over \$167,000 per year. Leasing space at market rent of \$18.00 to \$20.00 per square foot plus expenses could help close this gap, but it is uncertain if the building can achieve those rents. As noted above, the cost to relocate the Court to HCH is preliminarily estimated to be at least \$11.6 million.

- At the appropriate time, the City should reevaluate its leasing policies to recover more of the cost of operating these buildings.
- If a policy decision is made to offer below market rent in City-owned buildings, the City should ensure that it is getting a public benefit. The City should develop a policy on how it determines rent discounts, what types of organizations are eligible, and what types of public benefits are required.

Table 3. Building Recommendations

Buidling and Current Use	Location	Site Acres	Building Sq.Ft.	Recommendations	Renovations or Capital Maintenance	Cost Range
HISTORIC BUILDINGS						
Aichelman House: Vacant	14495 Brighton Rd	30.2	3,464	<ul style="list-style-type: none"> - Part of planned Ken Mitchel Open Space park - Evaluate feasibility of use for visitor/interpretive center - Stabilize to prevent further deterioration 	Stabilize and bring up to code for office or visitor use. Cost does not include connecting to City water and sewer.	\$400,000-\$500,000
The Depot: Leased to Chamber of Commerce	269 E. Bridge St.	0.23	2,530	<ul style="list-style-type: none"> - Continue Chamber of Commerce lease - Hold for civic or economic/community development purposes. 	None: building recently had full renovation.	N/A
1886 Church: Vacant; occasional weddings	147 S. 1st Ave	0.15	1,200	<ul style="list-style-type: none"> - Sell to private party - Offer to City or County Historical Societies - Renovate and rent for events 	Masonry maintenance. Cost TBD if renovated for more public use.	\$300,000-\$600,000
Historic City Hall: City Economic Development and non-profit tenant leases	22 S. 4th Ave	1.58	36,432	<ul style="list-style-type: none"> - Issue RFP for more detailed space planning and design services and cost estimate to house Municipal Courts and other functions. 	Costs will depend on scope of Municipal Courts relocation.	\$11,700,000
OTHER BUILDINGS						
Main St Creatives: Artist gallery and studios	5 Main St.	0.54	5,418	<ul style="list-style-type: none"> - Continue use as artist gallery and facility - Work with tenants to ensure publicly accessible programming and education 	\$25,000 for parking lot sealing and patching.	\$25,000
Fleet Shop: Fleet maintenance and public works storage	401 Longs Peak St.	1.30	19,892	<ul style="list-style-type: none"> - Sell upon completion of full scope of Municipal Services Center. - Determine if any environment issues will need to be addressed. 	Salt dome will need to be relocated; cost unknown at this time.	TBD

Source: City of Brighton; Economic & Planning System

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2. Land Evaluation

This Chapter describes the process conducted to evaluate the City's land properties and to make recommendations on either future use or disposition.

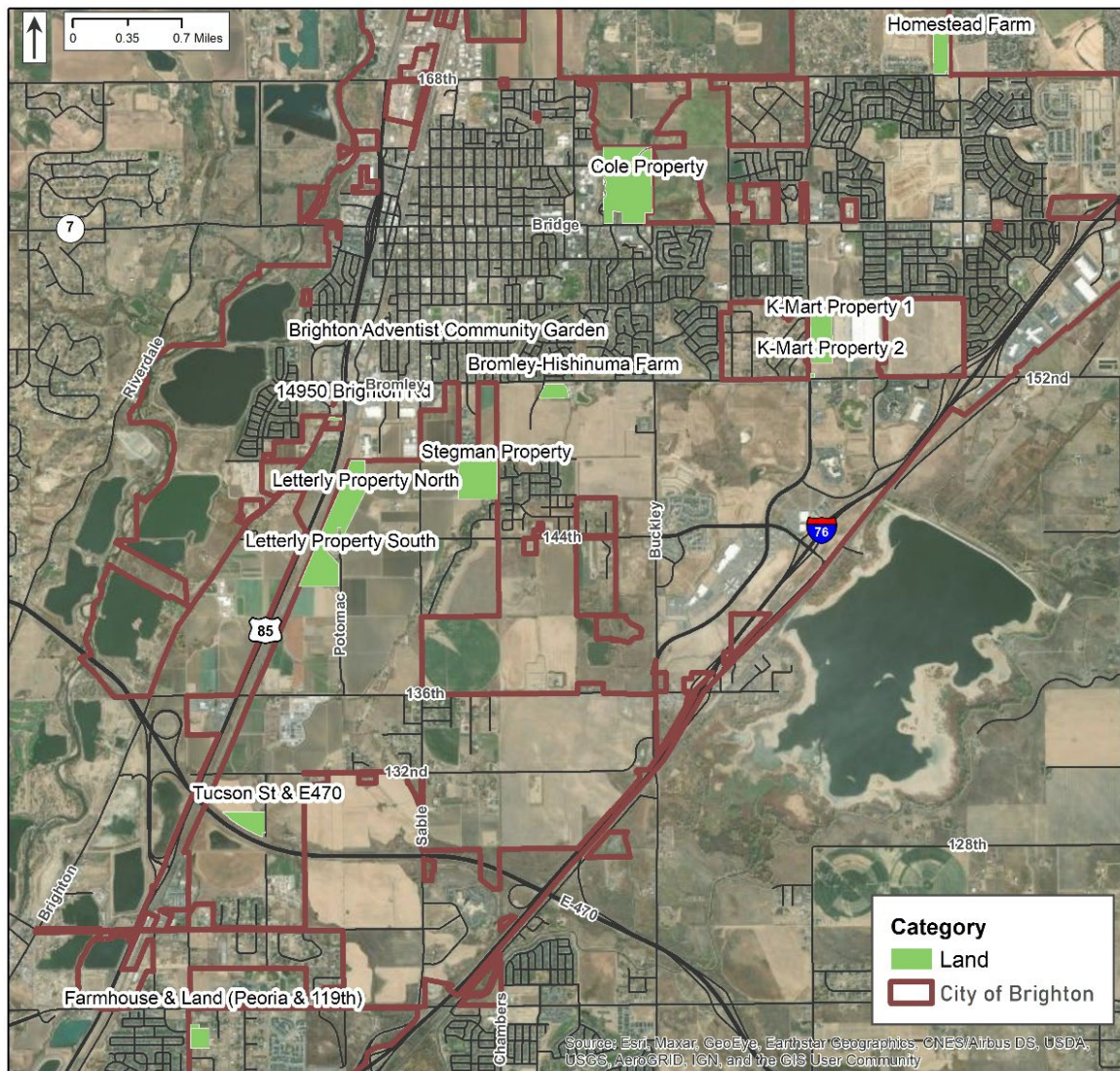
Property Inventory and Screening

The 13 land properties identified for evaluation are shown in **Figure 1**, with cemeteries considered together as a group. EPS developed a screening process to focus the analysis on properties where there may be options for future use and to screen out properties that did not warrant further evaluation. This screening process is outlined below.

- **Legal and regulatory factors** – First we determined with staff and from a review of property records if there are any legal restrictions on the use of the property beyond its current use. This includes factors such as conservation easements, deed restrictions, zoning, and development agreements.
- **Funding sources and how acquired** – We reviewed with staff how the property was acquired and if the funding source or sale agreement has any use requirements or restrictions. An example is properties acquired with Great Outdoors Colorado grants and/or Adams County Opens Space funding that restricts the properties to open space, park, or other conservation uses.
- **Physical considerations** – For a property to be considered for future use, any physical impediments need to be identified that may preclude other uses. These impediments include things like energy pipelines, infrastructure, property size and access, and adjacent land uses.

The first step was to review each land property against the criteria listed above. Several properties were immediately screened out from further evaluation due to limitations on their use from legal, funding source, and physical considerations.

Figure 1. Land Properties Evaluated



Land Property to Hold

Eight properties were screened out from further evaluation due to legal/regulatory, funding, and physical constraints listed in **Table 4**. The City will most likely need to continue ownership and maintenance of these properties as described below.

- **Conservation easement properties** – The Letterly and Stegman properties were acquired with Adams County Open Space funding and have conservation easements on the deeds. Their use is restricted to conservation purposes including the current leased agricultural operations. The City receives approximately \$27,000 per year in lease revenue for the Letterly South Farm, \$6,700 per year for the Letterly North Farm, and \$7,000 per year for the Stegman property. The tenants are responsible for all operations and maintenance costs.
- **K-Mart Property #2** – This 0.5 acre property was acquired from K-Mart (now Sears) for right-of-way (ROW) preservation for a potential right turn acceleration/deceleration lane. It has no viable use other than being combined with the larger 31.4 acre K-Mart Property #1 that surrounds it. The City however should hold this property for future ROW needs at that intersection.
- **Homestead Farm** – This 17.0 acre property was acquired through land dedication during development and annexation process in the northeast portion of the city. The site is impacted by high pressure gas pipelines that preclude any real estate development on the site. It is recommended that the City hold this property for passive open space and recreation use. Some modest trail and park improvements could be considered. In addition, annual weed treatments and seeding with native grasses are recommended.
- **Brighton Adventist Community Garden** – The City has owned this property for several decades. The City Recreation Department manages the land and the rental of garden plots. This property has become a community and neighborhood amenity. It is recommended that the City continue working with the Church to operate it as a community garden.
- **Peoria & 119th Farmhouse** – The City acquired this home and property to construct a regional storm drainage project. The City needs to hold this property to complete this storm drainage project underway.
- **14950 Brighton Road** – This property has a large underground stormwater conveyance pipe traversing the property. It cannot be developed due to the underground infrastructure. It is also likely not a good location for park or open space use due to its narrow configuration, location near existing commercial properties, and underground infrastructure. The recommendation is to hold the property and periodically treat it with weed herbicide and seed with native grasses.

Table 4. Land Properties for City to Hold

Property Name	Restrictions	Acres	Options
No Further Evaluation: Hold			
Homestead Farm	Open space buffer, energy pipelines	17.0	Consider modest improvements for passive open space, native vegetation
K-Mart Property 2	Not developable, ROW	0.5	Hold for future right-of-way needs
Brighton Adventist Community Garden	Neighborhood amenity	0.2	Continue current use. Offer to Brighton Adventist Church.
Letterly Property North	Conservation easement	44.3	Continue agricultural leasing
Letterly Property South	Conservation easement	31.4	Continue agricultural leasing
Stegman Property	Conservation easement	39.8	Continue agricultural leasing
Farmhouse & Land (Peoria & 119th)	Planned for stormwater detention pond	N/A	Hold for stormwater project
14950 Brighton Rd	Stormwater conveyance	2.0	No viable use. Herbicide and native grass

Source: Economic & Planning Systems

Cemeteries

Many cities own and manage cemeteries dating from the cities' establishment in the 1800s. Many have also purchased or have excess land available for future expansion. The City has three city-owned cemeteries, Elmwood, Fairview, and Pioneer totaling 64.6 acres (**Table 5**).

The annual operating budget from the cemeteries is approximately \$600,000. In 2021, the budget increased to \$750,000 to include a capital outlay to fund needed irrigation system improvements. The cemeteries have an annual operating deficit of approximately \$100,000 to \$250,000, not including capital improvements. The annual revenues in 2019 were \$265,000 and \$420,000 in 2020. Revenues come from grave and funeral fees.

The City charges residents \$900 for an adult grave and nonresidents \$2,200. These fees are low compared to other communities and the City should evaluate its fee structure to recover more of the operating costs.

Table 5. City Cemeteries

Cemeteries	Location	Acres
Pioneer Cemetery	N of 13001 E 148th Ave	0.5
Fairview Cemetery Future Expansion	102 Telluride St	1.2
Fairview Cemetery	102 Telluride St	6.0
Elmwood Cemetery	14800 Old Brighton Rd	10.9
Elmwood Cemetery	14800 Old Brighton Rd	7.2
Elmwood Cemetery	14800 Old Brighton Rd	19.4
Elmwood Cemetery Building & Memorial	14800 Old Brighton Rd	19.4
Total		64.6

Source: City of Brighton; Economic & Planning System

Privatization

One option the study evaluated was privatizing cemetery operations. However, this is not recommended. First, private management does not appear to bring great savings. Second, the City incurs risk in partnering with new operator.

EPS identified one cemetery in Colorado that is privately operated, Pueblo's Mountain View Cemetery. It is 37 acres and has been managed by Mountain View Cemetery LLC since 2016. The City pays the manager \$120,000 for management and operations. The manager pays the City 15% of all sales revenues, and the City pays the manager back 6% of all sales. The manager is responsible for ordinary maintenance and pays the City \$1,500 per project for capital repair of streets, walls, and fences. This arrangement likely does not cover the cost of these capital maintenance projects.

While privatization is an option, it is not recommended. The cost savings are likely insignificant. Privatization is more typically done when staffing capacity is an issue and a private provider can provide the staffing resources. Again, the risk of partnering with a new operator may outweigh the benefits of likely minor cost savings.

Other Land Property Recommendations

The four remaining properties shown in **Table 6** had more complex considerations that need further research and discussion with and consideration by City staff. A more detailed description of each of these properties is provided below, along with the considerations and recommendations.

Table 6. Other Land Property Recommendations

Property Name	Restrictions	Acres	Options
Tucson St & E470	Purchased with Open Space grant funds	15.77	- Hold for planned trail connections
Bromley-Hishinuma Farm	Nat'l. and State Historic Registers	9.6	- Living farm and preservation site - Continue leasing partnership model and monitor for success
Cole Property	High water table	90.0	- Develop southern portion (workforce and affordable housing, community agriculture, transit/TOD). - Northern portion as open space/wildlife park. - Or continue cattle ranching lease. \$16,000/year current lease.
K-Mart Property 1	None	31.4	- Hold for future parks and rec needs - Rezone and sell for industrial if not needed. \$4.0-\$7.0M possible (\$3.00-\$5.00/sq. ft.).

Source: Economic & Planning Systems

Tucson St & E-470

- Location and description – This site is located near the alignments of Tucson St. at E-470. It is bounded by E 132nd Ave. to the north, Tucson St to the east, E-470 to the south, and Hwy 85 to the west. The property is vacant dry agricultural land. It is not annexed and is in unincorporated Adams County.
- How acquired – The property was purchased with Adams County Open Space sales tax funds and therefore is restricted for conservation purposes. If the City were to change the property to a non-conservation use it may have to reimburse the County open space fund.
- Zoning – Agricultural-3 District (A-3) Adams County
- Adopted or future plans – Planned E-470 Trail and Second Creek Trails will intersect on the property. Identified in Adams County Open Space Plan, also located in the City's Historic Splendid Valley Plan area.
- Water and utilities – No water rights and no City water available at the site. No development or agricultural potential other than dry farming.
- Constraints – The property has restricted use due to the Adams County Open Space grant funds. Property is not annexed and has poor road access. 100-year flood plain.

Recommendation

The City should hold this property to support the future trail connections and Adams County Open Space Plan. At the appropriate time the City and/or County can design programming and access improvements to support the future trails. Features such as parking, restrooms, and trailhead amenities (seating, shade, potable water) are typical of other trail access areas in the region. In the interim, this land should be maintained with herbicide treatment and native grass seeding.

Leasing to a dryland farming tenant is not recommended as lease revenue would be negligible at approximately \$250 per year (\$16/acre) and would not cover the administrative costs of finding a tenant and overseeing the lease.

Bromley-Hishinuma Farm

- Location and description
 - 1594 Bromley Lane.
 - Just east of corner of Bromley Lane and Chambers Road.
 - Property is improved with several historic farm buildings and a residence.
- How acquired – Historic family farm purchased with \$1.3 million in State historic preservation grants.
- Zoning – PUD
- Adopted or future plans – On national, state, and local historic registers.
- Water and utilities – On City water
- Constraints – Property purchased with State historical funds. Future use needs to maintain historic and agricultural character. Being on City water, irrigation for crops is expensive compared to other farms. City does not have the staff resources or funding for City to manage property.



Recommendation

The property is an important community asset and part of the City's historic identity. The City should continue to own it and closely oversee its use and management.

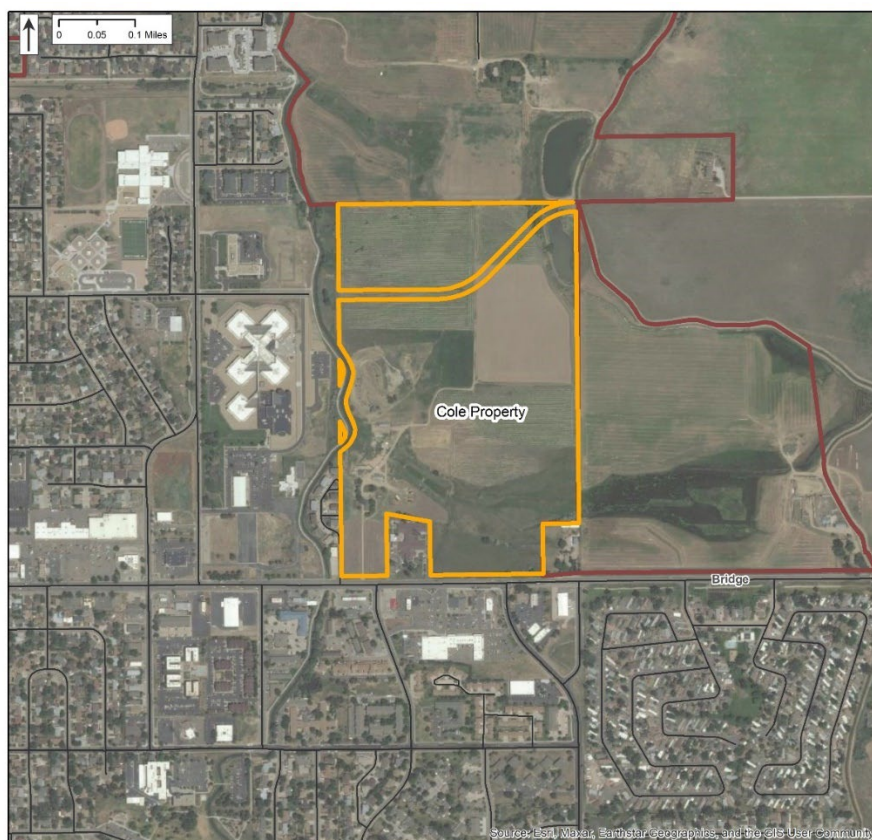
The City has executed a lease with Boots & Shorty through 2027, and the tenant is only responsible for utilities and property taxes. The City should continue to partner with this tenant unless it is determined not to be meeting the goals of the

City. The City would however then need to identify the funding and resources to manage the property itself.

There are other examples of historic living farms in the region operated by local governments that provide precedent for preserving this farm. These facilities have programming and educational events for the public that help people connect with the land and agricultural history. Other Historic Farms include the Lee Martinez Park in Fort Collins, the Denver Botanical Gardens Chatfield site, Four Mile Historic Park in Denver, and the Littleton 1860 Farm. As a point of reference, the Lee Martinez Park has an operating budget of about \$450,000 per year.

Cole Property

Figure 2. Cole Property Parcels



- Location and description – Two parcels (north and south properties) at the northeast corner of N. 23rd Street and E. 160th Avenue (**Figure 2**). The Brentwood Apartments and the Adams County Youth Services Center are along the western property boundary. A medical office building is located along the southeast property boundary. The property is improved with a barn, small agricultural outbuildings, and a residence.

- Lease – The City leases the property to a dairy farm operator and cattle rancher for approximately \$16,000 per year.
- How acquired – City purchased the property from developer about 20 years ago. City had a conceptual plan for a golf course that was not implemented.
- Zoning – PL/R-1/R-1-B/R-2/C-1
- Adopted or future plans – The property is within walking distance to a proposed transit stop on the proposed Highway 7 Bus Rapid Transit line connecting Brighton with the City of Boulder.
- Water and utilities – City water and utilities at street
- Constraints – No major constraints identified for other uses. High water table needs to be evaluated for any potential impacts of other uses. Old buildings on the site may become a maintenance and safety issue.

Recommendation

Two options are provided for City consideration as this property has a range of possible uses.

Option 1 – Continue current dairy farm operation.

The City leases the property for approximately \$16,000 per year and the lessor is responsible for maintaining the property. This use contributes to the City's agricultural character and economic development strategy around local food and agriculture. A concern identified by the Consultant is that over time residential development will continue to encroach on the farm and create use conflicts or incompatibilities. The City should also ensure that the existing buildings are being maintained.

Option 2 – Mixed use real estate development on southern frontage, park/open space on northern portion.

This is a long term option for consideration if the agricultural operations do not continue at some point in the future. It is also an ambitious option but could be a visionary project in the city. The potential BRT stop creates an opportunity to build transit oriented development (TOD) on the southern portion of the property. There is a growing trend and policy goal in many places of located affordable and workforce housing close to transit to reduce vehicle trips and provide access to jobs for people who either cannot afford to drive or would like other options. Third, healthy food access is also a growing concern and integrating community gardens with housing helps to address this.

Within this framework, the southern portion could be planned and developed as a mixed use community around transit and community agriculture. The site is large enough to have a mix of housing types, both market rate and income restricted. A modest amount of commercial development could also be considered on the E. 160th frontage.

Implementing this concept would begin with a master planning process, followed by a developer selection and partnership process. The Brighton Housing Authority could have a role as a nonprofit development partner, which brings tax advantages should a low income housing tax credit (LIHTC) project be a component of the development.

K-Mart Property 1

- Location and description – East side of Tower Rd. north of Bromley Lane
- How acquired – Dedicated to City as open space by K-Mart through development agreement with City during development of K-Mart/Sears distribution warehouse to the east.
- Zoning – Open Space (OS)
- Adopted or future plans – None identified
- Water and utilities – City water and utilities at street
- Constraints – No constraints have been identified in development agreement on other uses or sale of the property.

Recommendation

The role of this 31.4 acre property needs to be considered in the context of the Sports Complex public private partnership being negotiated at Adams Crossing. The City is negotiating with a private operator and developer of sports complexes to create and manage a multisport event and practice field facility. Depending on the terms of the agreement and how the facility is ultimately managed, it could meet the City's needs for public recreation sports fields. However, if the facility's utilization does not have enough availability for true public use, or does not come to fruition, the City expects to need additional recreation field capacity. City staff has identified this property as an excellent location and site for future sports fields if needed.

- The City should hold this property until it can be certain about its future recreation needs. If the City sold the property, it would have a difficult time finding new land for its recreation needs. If the property is to be sold, the City should first rezone it for industrial development. A sale could generate about \$4.0 to \$7.0 million based on estimated land values of \$3.00 to \$5.00 per square foot.
- It does not cost the City a significant amount of money to maintain this site today (mowing). Trash removal and mowing are approximately \$1,148/year. The City should consider herbicide treatments and native grass seeding to control noxious weeds and erosion. An annual herbicide treatment is approximately \$6,300 per year and seeding with native grasses would cost \$16,000.
- Leasing to a dryland farming tenant is not recommended as lease revenue would be negligible at \$500 per year (\$16/acre) and may not cover the administrative costs of finding a tenant and overseeing the lease.

3. Buildings

Six buildings were evaluated in this study, as shown in **Figure 3**Figure 3 and listed in **Table 7**. There are four historic buildings and two other buildings addressed in separate sections within this Chapter. A more detailed analysis of Historic City Hall is provided in Chapter 4 that addresses the feasibility of relocating the Municipal Courts to this building.

The historic buildings are each listed on the national, state, and local historic registers:

- Aichelman House – State Register of Historic Properties (nominated)
- The Depot – Local Landmark Register (2018)
- 1886 Presbyterian Church – State Register of Historic Places (1999); Local Landmark Register (2016)
- Historic City Hall – State Register of Historic Structures (2006); National Register of Historic Places (2006).

The other buildings are:

- Main Street Creatives (former Police station); and the
- Fleet Maintenance Shop.

The analysis and recommendations in this Chapter combine information on lease revenues and operating costs; the physical conditions of the structures; potential renovation or stabilization costs; and City policies and space needs.

Figure 3. Buildings Evaluated

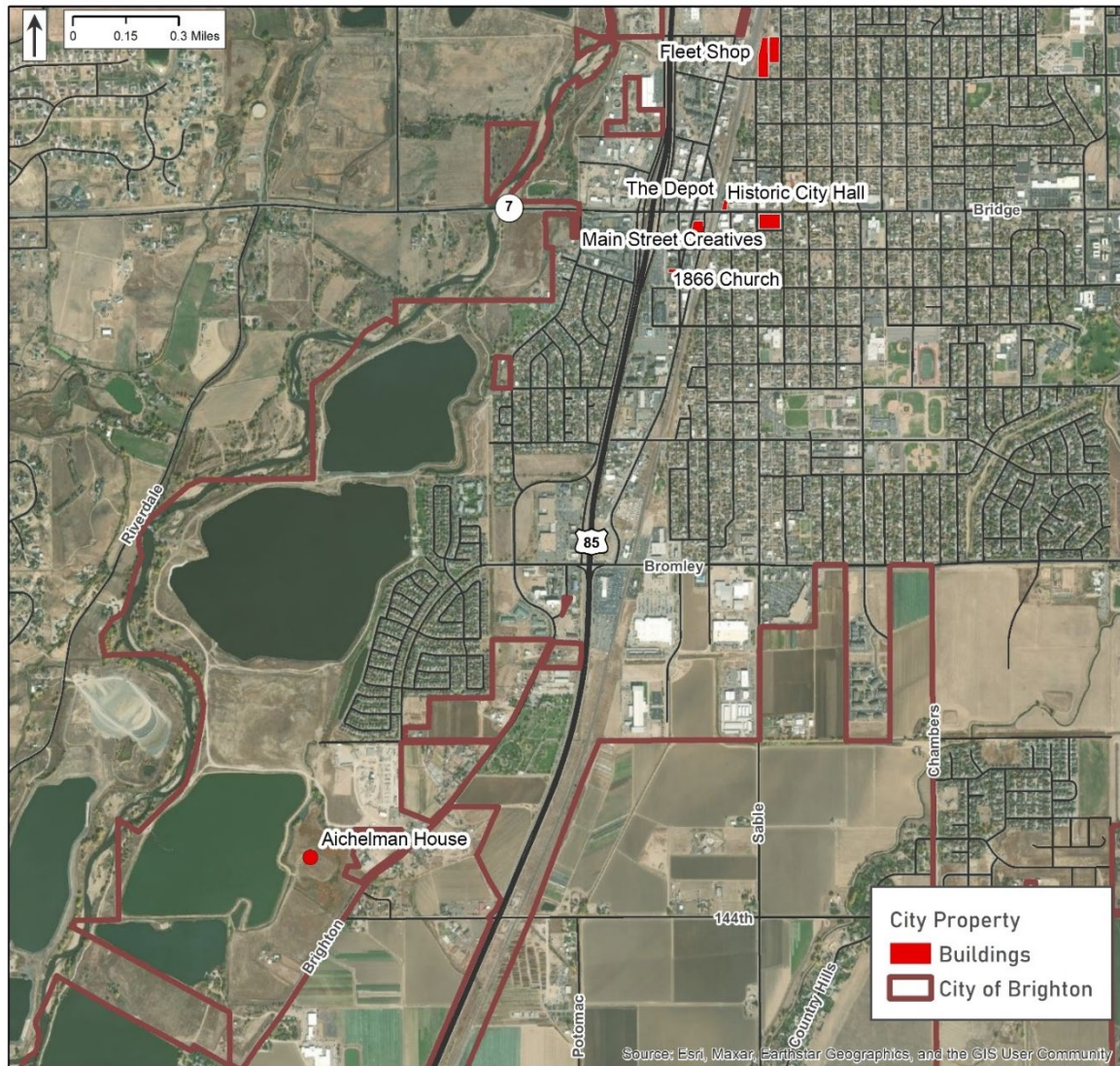


Table 7. City-Owned Buildings Evaluated

Buidling and Current Use	Location	Site Acres	Building Sq.Ft.	Recommendations	Renovations or Capital Maintenance	Cost Range
HISTORIC BUILDINGS						
Aichelman House: Vacant	14495 Brighton Rd	30.2	3,464	<ul style="list-style-type: none"> - Part of planned Ken Mitchel Open Space park - Evaluate feasibility of use for visitor/interpretive center - Stabilize to prevent further deterioration 	Stabilize and bring up to code for office or visitor use. Cost does not include connecting to City water and sewer.	\$400,000-\$500,000
The Depot: Leased to Chamber of Commerce	269 E. Bridge St.	0.23	2,530	<ul style="list-style-type: none"> - Continue Chamber of Commerce lease - Hold for civic or economic/community development purposes. 	None: building recently had full renovation.	N/A
1886 Church: Vacant; occasional weddings	147 S. 1st Ave	0.15	1,200	<ul style="list-style-type: none"> - Sell to private party - Offer to City or County Historical Societies - Renovate and rent for events 	Masonry maintenance. Cost TBD if renovated for more public use.	\$300,000-\$600,000
Historic City Hall: City Economic Development and non-profit tenant leases	22 S. 4th Ave	1.58	36,432	<ul style="list-style-type: none"> - Issue RFP for more detailed space planning and design services and cost estimate to house Municipal Courts and other functions. 	Costs will depend on scope of Municipal Courts relocation.	\$11,700,000
OTHER BUILDINGS						
Main St Creatives: Artist gallery and studios	5 Main St.	0.54	5,418	<ul style="list-style-type: none"> - Continue use as artist gallery and facility - Work with tenants to ensure publicly accessible programming and education 	\$25,000 for parking lot sealing and patching.	\$25,000
Fleet Shop: Fleet maintenance and public works storage	401 Longs Peak St.	1.30	19,892	<ul style="list-style-type: none"> - Sell upon completion of full scope of Municipal Services Center. - Determine if any environment issues will need to be addressed. 	Salt dome will need to be relocated; cost unknown at this time.	TBD

Source: City of Brighton; Economic & Planning System

Historic Buildings

Historic buildings have benefits to community character and economic development. The challenge is that the City has limited funding to continue to maintain buildings or to upgrade them for public use. The City has a Historic Preservation Commission (HPC) that works on acquiring and preserving historic properties. However, it has no dedicated funding and rely on volunteer labor and competitive grant funding. City policy makers should consider these funding and resource constraints in prioritizing the options for these buildings. This section does provide interim recommendations from Cushing Terrell on critical maintenance needed to stabilize the structures from further deterioration until a longer term plan is identified.

Aichelman House

- Location – 14585 Brighton Boulevard
- Building size – 2,312 sq. ft.
- How acquired – Property was acquired from the Ready Mix Concrete Company with plan of incorporating into future Ken Mitchell Open Space area.
- Zoning – Mineral Extraction (ME)
- Adopted or future plans – Property is part of planned Ken Mitchell Open Space (KMOS) project.
- Water and utilities – Well; no City water
- Leases – None
- Operating costs – N/A
- Constraints – Building is in poor condition. No city utilities or direct road access.

The City acquired this property as part of the implementation of the KMOS project. The home is a 2-story (plus basement) single family home that has 2,312 sq. ft. of gross floor space with an additional 1,152 sq. ft. in the basement. The home has been abandoned as a residence since at least 2001. Currently, the only access is through the Ready Mix lot, through a gated gravel road and fence.

The home was constructed in 1921 by Frank A. Aichelman. The farm property was settled in 1860 by his father Frank Aichelman, one of the first white farmers and settlers in Brighton's history. This property has been identified by the HPC as one of its highest priorities for preservation.

Recommendations

The immediate priority is to stabilize the building to prevent further deterioration. These actions will ensure that the building is preserved to give the City and the HPC time to consider a longer term use. The ongoing and needed actions include:

- Continuing to monitor the roof for leaks and make repairs as needed
- Ensuring windows and doors are boarded and sealed
- Securing access to prevent squatting or other unauthorized access
- Pest and rodent control.

Two options for this property have been identified and are summarized below.

Option 1 – Renovate for Parks and Open Space staff offices

One option that has been discussed is to use this building for Parks and Open Space management and administrative offices. This would require the minimum \$400,000+ renovation cost plus the cost of providing City water and sewer. This is not in the Consultant's opinion a feasible option. In addition, the completion of the full scope of the MSC and available space created in City Hall will address the space needs of Parks and Open Space staff.

Option 2 – Renovate for KMOS visitor or interpretive center

Another option that has been discussed is using the building as a visitor or interpretive center for the Ken Mitchell Open Space (KMOS). When detailed implementation planning and cost estimating for KMOS begins it should incorporate this building and property to determine if there is a need and role for the structure. The HPC should be involved in the process to ensure preservation goals are addressed.

A baseline cost estimate was prepared by Cushing Terrell to address deferred maintenance and to bring the building up to code for office occupancy. As shown in Error! Reference source not found., a basic renovation is estimated to cost at least \$400,000 but may be higher depending on the scope of the renovation.

The site does not have water or sewer service today, but the City has plans to extend water and sewer in the vicinity in about 2026 as part of broader citywide utility planning and the KMOS project. There may be some additional costs to connect to these mains depending on where they are ultimately located. An access road will also be needed but is anticipated with the KMOS project.

Table 8. Aichelman House Renovation Costs

Work Description		Unit Cost	Total Cost
Site Improvements for accessibility, includes walk from future parking, ADA ramp to building entrance.	3,000 SF	\$48.33	\$145,000.00
Structural Evaluation of building for new occupancy (will need to be improved to current code for Group-B Business, or other.)	1 LS		\$12,000.00
Structural shoring for building, anticipate 4 helical pier locations on west side.	4 Piers	\$5,600.00	\$22,400.00
Tuckpointing at masonry, anticipate 20% of residence.	300 SF	\$52.50	\$15,750.00
Painting and sealant replacement	1,500 SF	\$4.50	\$6,750.00
3-Tab Roof membrane removal and replacement	22 squares	\$418.00	\$9,200.00
Interior Finishes replacement, first floor only – front room (accessible locations)	400 SF	\$75.00	\$30,000.00
Replacement HVAC (furnace, AC with condenser, distribution)	1	LS	\$18,000.00
Replacement plumbing	1	LS	\$5,000.00
Replacement Electrical system; new panel and meter	1	LS	\$20,000.00
			0
SUBTOTAL			\$284,100.00
Contractor OH&P	10%		\$28,410.00
TOTAL CONSTRUCTION COSTS			\$312,510.00
Design Fees (Arch/Civil/MEP/Structural)	12%		\$37,500.00
Owner Contingency	20%		\$62,000.00
TOTAL COSTS ANTICIPATED (rounded)			\$412,000.00
Costs obtained through various resources, including but not limited to 2022 RS Means Construction Cost Data, 2022 Costimator Software.			
Estimate based on 2022 indices, prorated to June 1, 2022, with a 2.5% per month inflationary increase.			
Client should add up to 3.0% per month inflation for each month after the date of this report.			

1886 Church

- Location – 147 South 1st Avenue
- Building size – 1,205 sq. ft.
- How acquired – Deeded to the City by Adams County Historical Society. Parks and Recreation owns and manages the property.
- Zoning – Downtown (DT)
- Adopted or future plans – N/A
- Leases – None. Minor rental income (less than \$1,000 per year) for events and weddings.
- Operating costs – N/A
- Water and utilities – Full city utilities

- Constraints – Property is listed on the State Register of Historic Places in 1999 and the Local Landmark Register in 2016. Property would require renovations to be ADA compliant.

The building is generally in good condition and well maintained. No significant deficiencies were observed or reported regarding the property elements, building(s), related structures and the mechanical and electrical systems. A near term maintenance item is to address deteriorating masonry joints (tuck pointing) at an estimated cost of \$15,000.

The main electrical and mechanical systems (HVAC, lighting, plumbing, restrooms, and drainage) are minimally adequate for the current usage. They will need to be upgraded if the City or any future owner wishes to increase usage especially for events or other public assembly and revenue generating purposes.

Recommendations

The City should address the masonry maintenance in the near term to ensure the building is stabilized. Longer term recommendations and options are described below.

Option 1 – City Museum

The consultant's recommendation is to relocate the City Museum that is now in HCH. The Church would be a better location for the museum, which would boost activity in Downtown and support economic development. A rough cost estimate to relocate the museum is \$300,000 assuming \$250 per sq. ft. in renovation, interior fit up, and exhibit installation costs. These costs could be significantly higher depending on how the addition of bathrooms and other ADA improvements is addressed. Bathrooms may need to be a separate building on the property. Other options would require retrofitting them onto the 1st floor or into the basement, which would require an elevator to meet ADA requirements.

Option 2 – Increase event utilization

Another option would be to market the building for events. A private event and facility manager could be hired, which may be the best option since the City does not specialize in this type of business or have staffing capacity to take it on. There could be synergies between the Main Street Creatives building and other downtown businesses that would support downtown economic development. Renovation costs could be somewhat less than what is estimated for the museum. The City could, however, also explore other cost options like portable restrooms (on trailers with running water) and food trucks or kitchen trailers.

Option 3 – Sell or donate the property

If the City cannot find the resources to keep and maintain this building it should be sold or donated. A private sale is estimated to generate \$250,000 to \$300,000 but the City should get an appraisal from an appraiser that specializes in unique and historic buildings. If sold to a private party, a possible outcome would be conversion to offices.

The City could also offer it back to the Adams County Historical Society and/or to the HPC if it has the ability to take on ownership and maintenance.

Historic City Hall

This section provides an overview of the HCH use, costs, and revenues.

- Location – 22 South 4th Ave
- How acquired – Former City Hall
- Zoning – Commercial Office (C-O)
- Adopted or future plans – N/A
- Leases – \$22,000/year from 6 tenants
- Water and utilities – Full city utilities
- Constraints – Property is on the National and State Historic Register

HCH is located at the southeast corner of South 4th Avenue and East Bridge Street in Brighton, Colorado. The building has 24,288 of gross floor space (GSF) with an additional 12,144 SF in the basement (total 36,432 sq. ft.). Correct sq. ft. on T2? The exterior walls are brick masonry and plaster detailing. The historic building was constructed in 1906 as the Adams County Courthouse; renovated with an addition in 1939; converted to the Brighton City Hall in 1977 and added to the State of Colorado Register of Historic Structures in 2006.

The second floor of the building contains a historic City Council chamber and executive conference room. This area is what is being considered for the relocated Municipal Courts functions. The remaining first floor and basement could be used for other City functions or leased to nonprofits or private firms.

Leases and Operating Costs

Today, the City leases office suites to six tenants at a below market rate of \$5.71 per net rentable square foot. Market rents are in the \$18.00 to \$20.00 per square foot range for office space in Brighton. Out of the 36,432 square foot building, 8,099 square feet are leased and producing revenue. Annual rent collections are expected to be about \$62,233, as shown in **Table 9**.

Table 9. Historic City Hall Occupancy and Gross Potential Rent

Tenant	Sq. Ft.	Rent per Sq. Ft.	Gross Potential Rent
Private and Non-Profit			
American Highland Cattle Association	1,800	\$5.71	\$10,278
Colorado Horse Council	1,356	\$5.71	\$7,743
Colorado Thoroughbred Breeders Assoc	1,464	\$5.71	\$8,359
Rocky Mountain Quarter Horse Assoc	1,309	\$5.71	\$7,474
Almost Home	2,170	\$5.71	\$12,391
Subtotal	8,099		\$46,245
City or Related			
Brighton Housing Authority (BHA)	2,800	\$5.71	\$15,988
Economic Development Corporation	1,877	\$0.00	---
Brighton History Museum	1,014	\$0.00	---
Subtotal	5,691		\$15,988
Total Occupied Area	13,790		\$62,233
Building Area	36,432		
Occupancy Rate	37.9%		

Source: City of Brighton; Economic & Planning Systems

HCH is an expensive building to operate because of its age, inefficient floor plan for leasing, and old and energy intensive building systems. The average operating costs for the building average \$229,235 per year (**Table 10**). The building therefore operates at a significant loss each year. In order to break even, the City would need to charge the current tenants at least \$20.00 per square foot which is at the upper end of market rents in Brighton. If the whole building were leased, the breakeven rent would be about \$6.29 per square foot.

Table 10. Historic City Hall Revenues and Operating Costs

Description	Sq.Ft.	Per Sq.Ft.	Annual
Lease Revenue	10,899	\$5.71	\$62,233
Operating Costs (5yr. Avg.)	36,432	\$6.29	<u>-\$229,235</u>
Total Annual Expenses			-\$229,235
Net Operating Income		-\$4.58	-\$167,001
Break even rent on leased space			
	10,899	\$21.03	-\$229,235

Source: City of Brighton; Economic & Planning Systems

Recommendation

The recommendations for HCH are addressed in more detail in Chapter 4. In summary, the building has the space capacity on the second floor to house the Municipal Courts. The major considerations are:

- A renovation cost estimated in the range of at least \$11.7 million.
- Compatibility of the Municipal Courts with other tenants in the building. The Police Department has indicated it may have a use for the remaining space which would alleviate this concern.
- Displacement of the nonprofit tenants.
- The Housing Authority would need a new location. City Hall could accommodate the Housing Authority once the MSC is complete and some second and fourth floor staff are relocated there from City Hall.
- Economic Development prefers to be in a location outside of City Hall so a new location may be needed for its offices.

The Depot

- Location – 269 East Bridge Street
- How acquired – City repurchased in 2018
- Zoning – Downtown (DT)
- Adopted or future plans – N/A
- Leases – Brighton Chamber of Commerce; \$216,000 per year
- Water and utilities – All City utilities
- Constraints – Historic Landmark designation

The Brighton Railroad Depot Building is located east of the Union Pacific ROW, on East Bridge Street. The Depot building was originally constructed in 1907 on a site along Cabbage Avenue, on the west side of the Union Pacific tracks. In 1981 it was relocated to its current location and altered with two non-historic additions and the attached Burlington Northern box-car. The building was operated as a restaurant for many years, then a bicycle sales and repair shop. It is currently listed on the local Landmark Register. An extensive remodel and code compliant construction was completed in 2021. The building consists of 4,373 GSF on a main level and basement.

Recommendation

As of April 2022, the property has been leased to Brighton Chamber of Commerce. There are also plans to add a small coffee shop on the premises. The City should continue with the current tenants holding this property. This property is an economic development asset because it is located adjacent to the Armory theatre and events venue in Downtown. If the City sold it, the City would lose its influence on how the property is used, which could detract from the Armory and Downtown.

The estimated value of the Depot is approximately \$600,000 to \$750,000 or \$250 to \$300 per square foot.

Other Buildings

Main Street Creatives

- Location – 5 Main Street
- How acquired – Former Police Station until 2001 when it was vacated and leased to the current occupants.
- Zoning – Downtown (DT)
- Adopted or Future Plans – N/A
- Water and utilities – All City utilities
- Constraints – None

The Main Street Creatives Gallery is located midblock on the east side of South Main Street, between East Bridge Street, and Bush Street, in Brighton, Colorado. The property consists of one 2-story (plus basement) Arts Collective building. The building consists of 5,418 gross floor space (GSF) above grade. The exterior walls are brick masonry. The building was constructed in 1953 as the original Brighton City Hall, which included the Brighton Police Department which fronted Cabbage Street to the east. The building was vacated in 2001, and soon after was leased out to the current occupants. Today it is used as artist workspace with a public gallery in the first floor lobby area.

Leases and Operating Costs

The City has two tenants in the property leasing the entire 5,418 square feet. The City charges a below market rent of \$5.71 per square foot (**Table 11**). The City approved lease extensions in late 2021 through 2023. The below market rent does not cover the operating costs of this building. The breakeven rent for this building is estimated at just over \$8.00 per square foot.

Table 11. Main Street Creatives Revenues and Expenses

Description	Sq.Ft.	Per Sq.Ft.	Annual
Lease Revenue	5,418	\$5.71	\$30,937
Operating Costs (5yr. Avg.)	5,418	\$8.01	<u>-\$43,377</u>
Total Annual Expenses			-\$43,377
Net Operating Income			-\$12,440
<hr/>			
Break Even Rent		\$8.01	

Source: City of Brighton; Economic & Planning Systems

Recommendation

The City should hold this property and continue to lease it to artists or other similar non-profit uses that create an attraction in Downtown. The building has a lot of common area space that cannot be leased. The City may be able to cover its operating costs, but the building does not meet current standards for offices and may need costly tenant fit ups to be competitive in the market.

If the City sold the building, it would lose control of a property in a good Downtown location and risk having uses in the building that detract from the Downtown environment. The building may be worth \$800,000 to \$1.1 million (\$150 to \$200 per square foot).

The City should however reevaluate the lease structure at the appropriate time to try to recover more of the building's operating costs. In addition, if the rents offered are well below market the City should also consider getting more public programming and event commitments from the tenants. The City could also explore other artistic, civic, or educational organizations for the building at the appropriate time.

Fleet Shop

- Location – 401 Longs Peak Street
- How acquired – Purchased by City for Maintenance Shop
- Zoning – Public Land (PL)
- Adopted or future plans – N/A
- Water and utilities – All City utilities
- Constraints – None identified

This is the City's fleet maintenance facility for Public Works and other City fleet vehicles. It also holds the City's road salt dome (salt storage) needed for winter deicing. The 1.3 acre site has three light industrial and maintenance buildings on it that total 19,892 square feet.

Recommendation

The City should sell this property when the full scope of the MSC is complete. An additional cost that will need to be funded is relocating the salt dome. Today, the City does not have the funding to construct a new salt dome at the MSC. The City should also determine if there is any environmental contamination that needs to be addressed due to the property's history as a maintenance facility handling vehicle fluids.

4. Municipal Courts and Space Needs Assessment

Purpose

The Municipal Courts is currently housed within 5,446 square feet of the Brighton Police Department building. It is assumed that the future needs of the Police Department are, in part, best handled by expanding into the space currently occupied by the Court. This study aims to identify options for the relocation of the Municipal Courts within the City's currently owned building portfolio.

This work is a "first look" at potential options to guide City decisions and planning. If the City decides to proceed with one of these options, a more detailed space planning assessment is recommended, including interviews with staff and departments, architectural planning, and more refined cost estimates in a separate effort.

Background and Working Assumptions

The Space Needs component of the assessment has come to focus on the usage and relevant departments within the Historic City Hall, the current City Hall and the Police Department buildings.

In discussions with staff, three major factors are shaping the exercise of establishing long-term utilization and building adequacy. Those factors are:

- A new municipal services building is underway that will be the future home of the Parks, Streets, and Utilities departments currently housed within City Hall. Currently, the full design is not funded and the building may need to be done in phases, which would delay some departments in moving to the MSC.
- Police Department growth may be accommodated within its current building if the Municipal Courts can be relocated. The City is also considering an expansion to the Police Department building which could accommodate both departments.
- The City is interested in better utilizing Historic City Hall. This building has historical value and is part of the City's identity. If it can be feasibly repurposed to house the Municipal Courts and/or other City functions, the City would like to consider those options.

Based upon information from City staff, the relevant departments have been inventoried in **Table 1**. Please also see attached Exhibits/Addenda for current floor plans and location of these departments.

Table 12. Main City Hall Current Departmental Use

	Departments	Area (Square Feet)	Location
	Municipal Courts	5,446 SF	2nd Floor Police Department
	Council Chambers	3,610 SF	1st Floor City Hall
	PIO	707 SF	1st Floor City Hall
	Parks	1,683 SF	2nd Floor City Hall
	Streets	2,001 SF	2nd Floor City Hall
	Parks/Streets Break and Conference	687 SF	2nd Floor City Hall
	Utilities	4,473 SF	4th Floor City Hall Building
	Storage / Unutilized Space	800 SF	6th Floor City Hall
	City Museum	1,151 SF	1st Floor Historic City Hall
	Economic Development	1,752 SF	2nd Floor Historic City Hall

Parking Assumptions

Municipal Courts / Police Department Building

Currently, approximately 75 total parking spaces exist with upwards of 20 to 30 of those spaces used regularly by employees and/or users of the Municipal Courts. Based upon staff input, on a normal operating basis there are no shortages in parking with exception to occasions when police training occurs at the same time as court is in session.

Per Brighton Land Use Code, applicable parking ratios are Public/Civic assembly at 400 square feet per parking space or one parking space provided for each three courtroom seats. The current estimated parking requirement is 38 spaces.

Historic City Hall Building

Currently, approximately 80 spaces exist. Existing City Museum requires about four parking spots. Existing Economic Development Corporation requires about six parking spots. Given assumed business uses, the remaining area of building would require an additional 48 parking spots. In total, the current parking need for Historic City Hall is estimated at 58 spaces, leaving an excess of 22 spaces. Based on the existing parking demand of 20 to 30 parking spaces for the Municipal Courts, HCH could likely accommodate the additional parking needs.

City Hall Building

Currently, approximately 173 spaces exist. Per Brighton Land Use Code, Office and Service areas require a ratio of 1 parking space per 300 square feet of area. Per these calculations, the estimated required parking would be 214 spaces. Additionally, it should be noted that a portion of the existing parking lot is used for City fleet vehicles, thus further reducing the parking deficit should the building be fully occupied. There is, however, street parking available on both Southern Street to the north of the facility, Laurel Street to the west, and Jessup Street to the south that is largely unoccupied during regular business hours and could be used to accommodate clientele or staff.

Scenario Analysis

Both the current City Hall and Historic City Hall are underutilized and present viable options as the new home to the Municipal Courts, whether or not the Municipal Service Center is able to accommodate any departmental offices. Four future utilization scenarios have been developed to inform our evaluation and recommendations. The scenarios produce a range of potential project costs. The estimates below are rough order of magnitude costing based on anticipated project area and nationally recognized costing data per square foot.

Scenario 1 - Municipal Courts to Historic City Hall

Municipal Courts would be relocated to Historic City Hall and the current City Hall departments stay in place. This scenario would require a full building renovation with a base cost estimated at \$7.1 million, plus additional courts, restrooms, and parking upgrades estimated at \$2.6 million, as shown in **Table 13**. Total hard costs under this scenario are estimated at \$9.7 million, with an additional \$1.9 million in soft costs and escalations, for a grand total of nearly \$11.7 million.

Table 13. Historic City Hall Scenario 1 Cost Estimate

Description	Unit (Sq.Ft)	Unit Cost (per Sq.Ft.)	Total
Full Building Renovation	35,730	\$200	\$7,146,000
Courts FF&E	6,000	\$100	\$600,000
Vertical Circulation & Restrooms	5,000	\$350	\$1,750,000
Additional land for parking	--	--	\$250,000
Construction Total			\$9,746,000
Soft Costs (10%)			\$974,600
Escalations (10%)			\$974,600
Grand Total			\$11,695,200

Source: Cushing Terrell; Economic & Planning Systems

Scenario 2 - Council Chambers to Sixth Floor

Municipal Courts would move to the current City Hall on the ground floor. City Council would then use only the smaller sixth floor chambers and vacate meeting room and additional council chambers in Historic City Hall. The other current City Hall departments would stay in place.

Scenario 3 - Shared Municipal Courts and Council Space

Municipal Courts moves to current City Hall. Municipal Courts and City Council would share the ground floor Council chambers since they typically operate at different times of day. City Council vacates Historic City Hall. Current City Hall departments stay in place.

Scenario 4 - Police Department/Public Safety Complex Expansion

The City is also considering an expansion to the Police Department building. However, a dedicated feasibility study and design will be necessary to determine overall scope and cost. It is expected that this study will be proposed in the 2023 Budget.

Table 14. Scenario Cost Estimates

Category	Scenario 1 (Municipal Courts to Historic City Hall)	Scenario 2 (Council Chambers to 6 th Floor)	Scenario 3 (Shared Municipal Courts and Council Space)	Scenario 4 (Police and Courts Building Expansion)
Project Area	35,730 sq ft	12,500 sq ft	9,000 sq ft	
Renovations	\$7,746,000	\$875,000	\$630,000	

FF&E	\$600,000	\$337,500	\$243,000	
ADA Upgrades	Incl. above	-	-	
Parking	\$250,000	-	-	
Construction Total	\$9,746,000	\$1,212,500	\$873,000	
Soft Costs (10%)	\$974,600	\$121,250	\$87,300	
Escalations (10%)	\$974,600	\$121,250	\$87,300	
Grand Total	\$11,695,200	\$1,455,000	\$1,047,600	TBD

Costs referenced from RS Means Square Foot Cost – 2022 43rd Annual Edition; Scenario 4 Costs from City of Brighton

Scenario Summary

Each scenario should be considered in the context of the potential expansion of the Police building which today includes the Municipal Courts space. Keeping municipal courts with Police would consolidate public safety functions in one location and eliminate the need for movement of staff, officers, and defendants for Court proceedings. However, costs will be dependent on the overall scope and design of this project. The City anticipates proposing a feasibility study and design in the 2023 Budget which will provide a clearer picture on cost. Based on the information known today, Scenarios 2 and 3 are the least expensive but have numerous tradeoffs on the use of City Hall and Council Chambers.

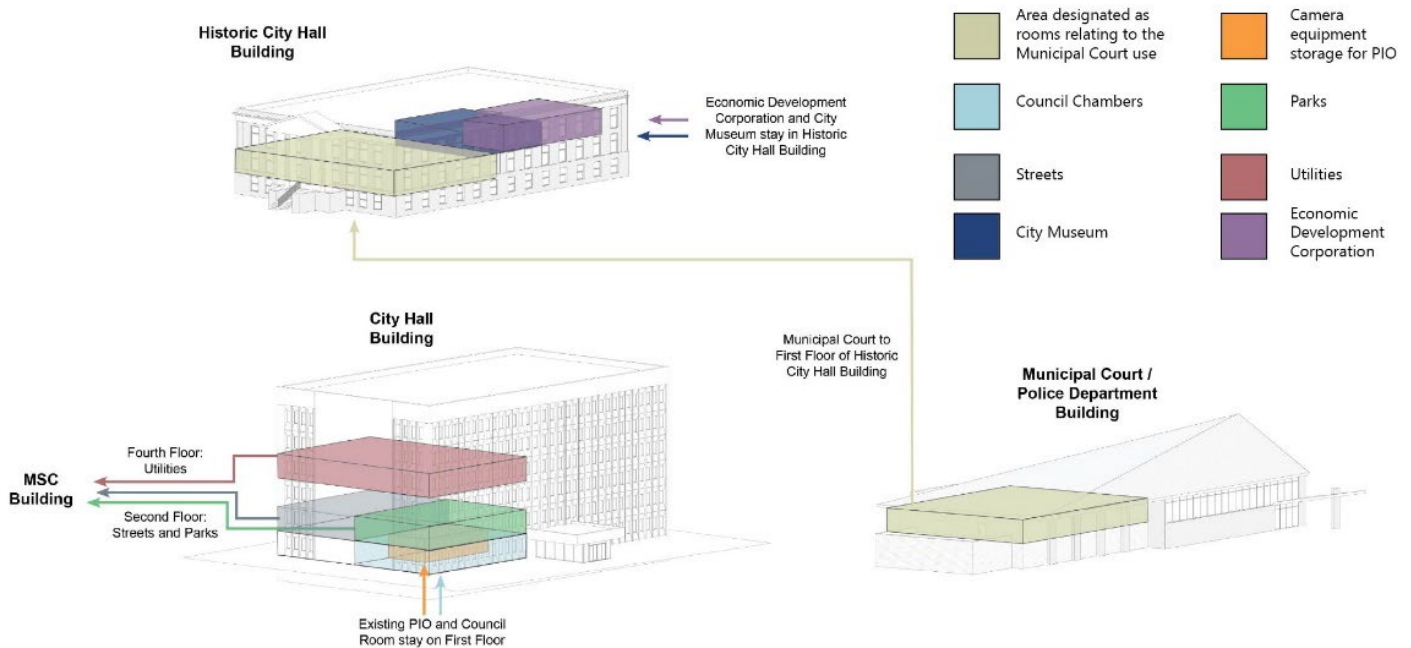
Table 15. Summary of Municipal Courts and Historic City Hall Scenario Costs

	Scenario 1 (Municipal Courts to Historic City Hall)	Scenario 2 (Council Chambers to 6th Floor)	Scenario 3 (Shared Municipal Courts and Council Space)	Scenario 4 (Police and Courts Building Expansion)
Courts Cost	\$11,695,200	\$1,455,000	\$1,047,600	TBD

Costs referenced from RS Means Square Foot Cost – 2022 43rd Annual Edition; Scenario 4 City of Brighton

Within the description of Scenario 1, a summary of the recommended next steps has been provided should the City elect to further explore renovation of Historic City Hall to house the Municipal Courts and other functions.

Scenario 1: Municipal Courts to Historic City Hall



Summary

Under all scenarios it is assumed that the Police Department will use the current Municipal Courts space, in its entirety, at the Police Department building. Versus the following scenarios, Scenario 1 relocates the court to the Historic City Hall. The Municipal Courts requires approximately half a floor's worth of space in the Historic City Hall. While this study does not contemplate the existing tenant mix and how it might be shuffled around to accommodate the Municipal Courts and its circulation/access requirements, it can be confirmed that all current tenants may be accommodated even with the addition of the Court.

To round out this scenario, the current City Hall is able to remain as-is or Parks, Streets and Utility departments can be relocated to a new Municipal Services building. This evaluation does not contemplate usage for any future vacated spaces within the current City Hall.

Scope

This section summarizes the scope of the renovations to HCH that would need to be addressed in lower cost baseline scenarios and a more complete full renovation.

Baseline

- Access controls / security / audio-video upgrades (about \$170k)
- Creation of secure vestibule
- Secure-side restroom for courts
- Replacement of finishes, fixtures, and equipment

Scenario 1

- New building addition: New site/ADA access, elevator, fire stair, restrooms
- Major interior remodel of existing building to allow for circulation and separation of various tenants and within courts to provide proper safety/security measures
- Major renovation, or supplemental systems, to existing HVAC system
- Parking expansion, off-site parking agreement and/or purchase of additional parking capacity

Total Estimated Costs: \$11,695,200

Considerations

- If the area of renovations is over 50% of the building area, code/ADA upgrades will be required throughout the building, presenting a potential large project cost.
- Creating a separation between the court and other users will be a primary concern if it is determined that shared circulation is not desired or possible. At a minimum, Municipal Courts will require secured access. East vs West entrances could be used for courts versus other tenants, but ADA access may become a challenge. A new stair, elevator and restroom core may be required.
- No current assessment has been made of the HVAC equipment as the system is relatively new and does not require replacement unless specific requirements for courts dictate necessary changes (example - dedicated courts system).
- It is possible that the addition of Municipal Courts will increase the building's Occupant Load to the point where current restrooms may not meet new occupant loads or most current accessible codes.
- In this same vein, the existing parking lot may not provide enough capacity for an increased occupant count. Currently, it is projected that for an office use, the Historic City Hall has an excess of parking spaces.

Recommended Additional Analysis / Next Steps

Structural Assessment

A structural assessment would be needed to determine whether the building areas accommodate the Court's use when held to current code-defined live loads or to create a basic understanding of bearing walls/how much the existing plan can be modified.

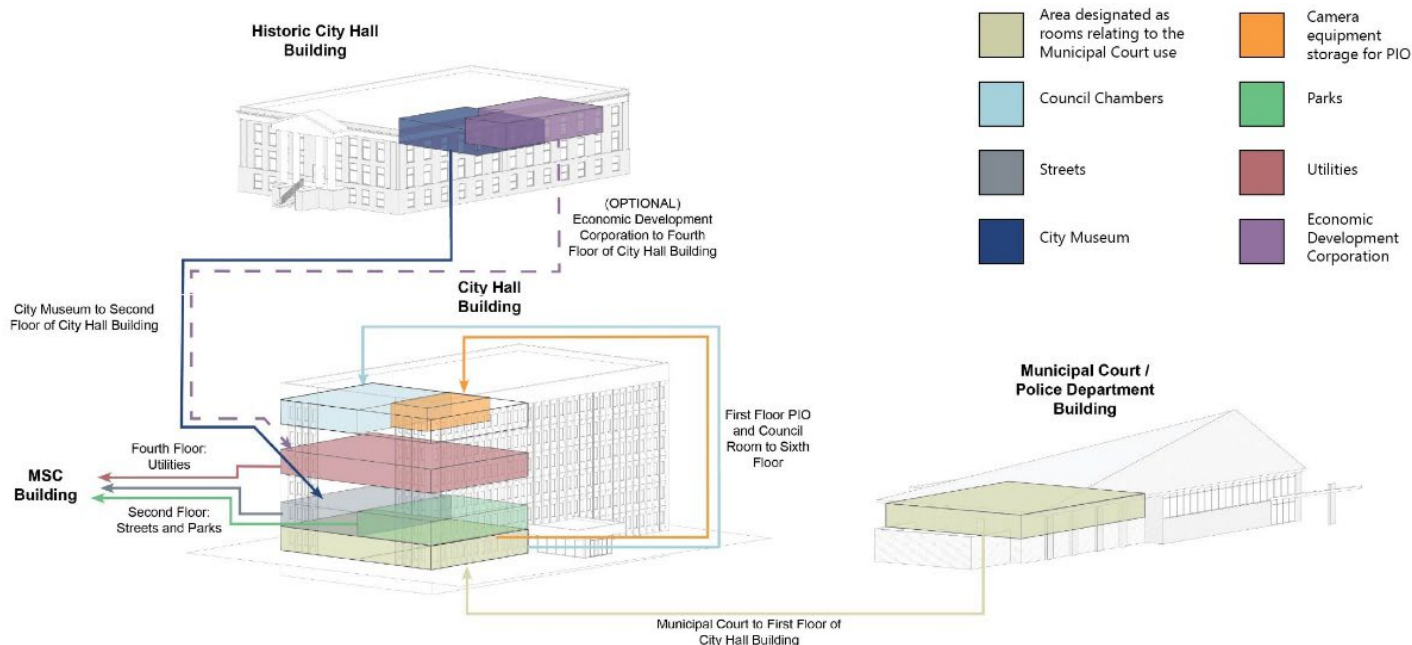
Hazardous Materials Analysis

If the City had any evaluations or conformance letters completed during the previous restroom projects a hazardous materials analysis would not be warranted. If that is not the case it is important to undertake this analysis as it could present a major swing in project scope and cost later in the project if hazardous materials were to be discovered at the onset of construction.

Programming and Concept Design

It is suggested that a space program for all relevant departments/users be created based on the City's anticipated funding. A Conceptual Design would also plan for the location of departments within the building specific to circulation/safety/security needs. It is recommended that this scope of work also include a preliminary analysis of utilities and building systems' capacity for new uses / building upgrades. A full code analysis based upon concept layout and parking analysis at full occupancy will help to determine the full project scope, as well as compliance with historic building registration (national and state) requirements. A final suggested deliverable to make recommendations to City leadership would be a project budget and schedule based upon the Conceptual Design.

Scenario 2: Municipal Courts to 1st Floor and Council Chambers to 6th Floor of City Hall Building



Summary

Under all scenarios it is assumed that the Police Department will use the current Municipal Courts space, in its entirety, at the Police Department building. These scenarios make no evaluation as to whether the Police Department will need additional space above and beyond that which is currently occupied by the court.

In the City Hall building the Municipal Courts would take over the existing Council Chambers and the PIO space on the first floor. The Council Chambers and the camera equipment storage for the PIO would then relocate to the sixth floor. If the Parks, Streets, and Utilities departments are to move to the new Municipal Services building, the second floor will be vacant for court or other uses. If these departments are to stay, the City Hall building would be able to take efficiency measures to better utilize current space to create room for the court's back of house functions.

The City Museum and the Economic Development Corporation could move from the Historic City Hall to the current City Hall if Parks, Streets, and Utilities departments are able to relocate to the Municipal Services building. If these departments do not leave the current City Hall, the City Museum and Economic Development Corporation could be located elsewhere within the real estate portfolio, such as the downtown church. This would free up the Historic City Hall for potential sale without affecting any City related occupancies.

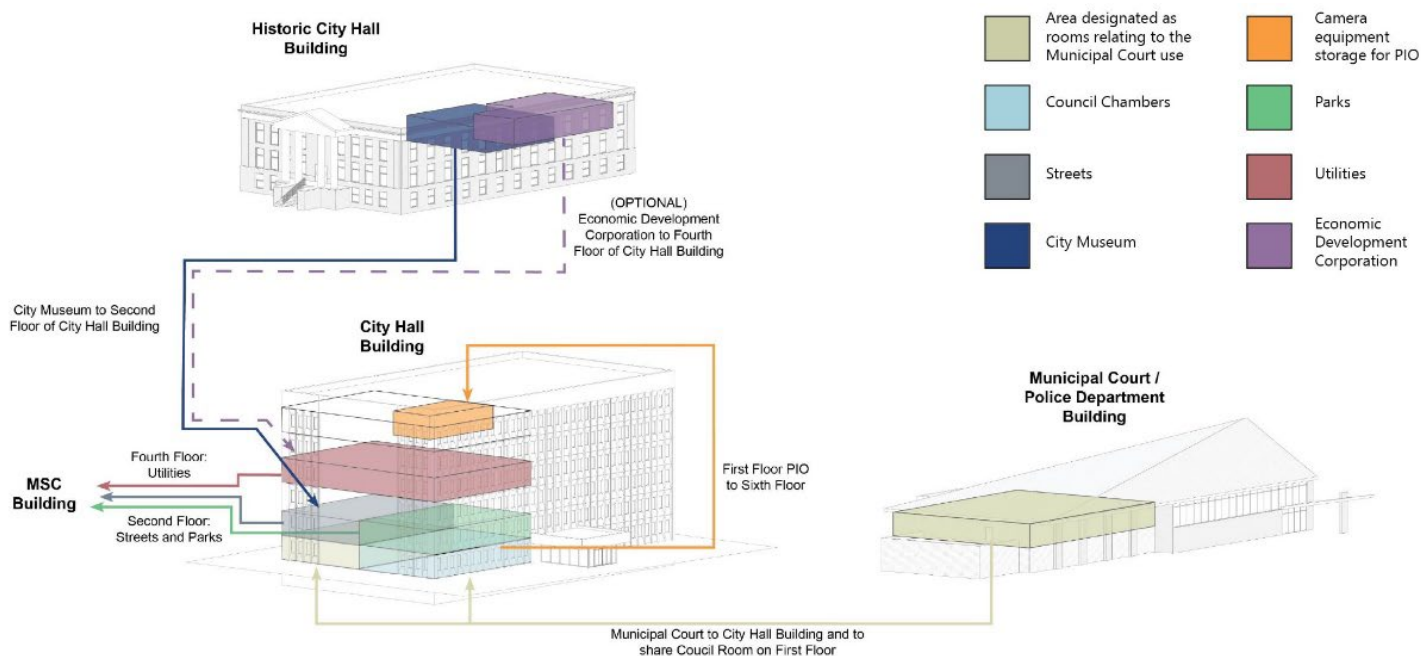
Total Area Disturbed: 12,500 sq ft.

Total Estimated Costs: \$1,455,000

Considerations

- A secure vestibule could be created within the current footprint of the Council Chambers as the chambers are oversized for the court's use.
- PIO functions are required to move adjacent to Council Chambers on the sixth floor. It is believed that there are unused spaces that will accommodate this. The cost to move all the PIO equipment to the sixth floor from an IT standpoint would be about \$50,000.
- There are concerns with public access to Council Chambers if located on sixth floor. Currently, electronic access controls are in place to limit public access to elevators and particular doors during certain events or hours of the day. The elevator would need to be programmed to have public access to the sixth floor during council meetings.
- The existing parking lot contains 208 spaces. The total parking need is 233 spaces assuming fleet vehicles are moved to the Municipal Services building. If fleet vehicles remain, 262 spaces total would be required. This represents a potential parking shortage of 25 to 54 spaces.

Scenario 3: Shared Municipal Courts and Council Space on 1st Floor of City Hall Building



Summary

Under all scenarios it is assumed that the Police Department will use the current Municipal Courts space, in its entirety, at the Police Department building. These scenarios make no evaluation as to whether the Police Department will need additional space above and beyond that which is currently occupied by the court.

In the City Hall building the Municipal Courts would share the large room on the first floor with the Council Chambers department. The supporting spaces could then be located on the first floor with an overflow option of taking some space over on the second floor. If the Parks, Streets, and Utilities departments are to move to the new Municipal Services building, the second floor will be vacant for court or other uses. If these departments are to stay, the City Hall building would be able to take efficiency measures to better utilize current space to create room for the court's back of house functions.

The City Museum and the Economic Development Corporation could move from the Historic City Hall to the current City Hall if Parks, Streets, and Utilities departments are able to relocate to the Municipal Services building. If these departments do not leave the current City Hall, the City Museum and Economic Development Corporation could be located elsewhere within the real estate portfolio, such as the downtown church. This would free up the Historic City Hall for potential sale without affecting any City related occupancies.

Total Area Disturbed: 9,000 sq ft

Total Estimated Costs: \$1,047,600

Considerations

- A secure vestibule would need to be created within the City Hall lobby space as not to reduce the size of Council Chambers given the shared use scenario.
- The Council Chambers and Municipal Courts should not have any inflicting scheduling issues, but by combining the uses the risk of overscheduling the shared space is possible.
- The council support spaces on the first floor may be used by court's back-of-house functions but would eliminate that council function. Additionally, this space might not be large enough to house all of the Municipal Court's supporting functions, which would mean those rooms would need to be located on a different floor level.
- The cost to have the first floor Council Chambers serve dual purposes as courts would help reduce the costs of equipment and wiring the space.
- The existing parking lot contains 208 spaces. The total parking need is 233 spaces assuming fleet vehicles are moved to the Municipal Services building. If fleet vehicles remain, 262 spaces total would be required. This represents a potential parking shortage of 25 to 54 spaces.