

Grant Application Staff Report

Date: May 15, 2025
To: Douglas County Board of County Commissioners
Through: Douglas J. DeBord, County Manager
From: Terence T. Quinn, AICP, Director of Community Development *TTQ*
CC: Lauren Pulver, Planning Supervisor
Kati Carter, AICP, Assistant Director of Planning Resources
Subject: **Colorado Water Plan Grant Application for the 2050 Comprehensive Douglas County Water Plan in the amount of \$260,806 and a County contribution of \$137,997**

Board of County Commissioners Meeting:

May 27, 2025 @ 1:30 p.m.

I. EXECUTIVE SUMMARY

Staff is requesting approval to apply for a Colorado Water Plan grant to complete the Public Engagement and Outreach, Land Use Policy Analysis, and Development of Water Plan phases of work of the 2050 Comprehensive Douglas County Water Plan (Douglas County Water Plan) in the amount of \$260,806 and a cash match from the County of \$137,997. The application is due July 1, 2025.

II. REQUEST

A. Request

This is a request for approval of a \$260,806 Colorado Water Plan grant application for the Public Engagement and Outreach, Land Use Policy Analysis, and Development of Water Plan phases of work of the Douglas County Water Plan. The County's cash match to cover the remaining estimated cost of these phases of work will be \$137,997.

III. BACKGROUND

The Douglas County Board of County Commissioners (Board) established the Douglas County Water Commission (Water Commission) through Resolution in November 2023. The Water Commission was established with the purpose of developing a Douglas County Water Plan that will identify strategic policies addressing water infrastructure and storage, supply acquisition, reclamation, and conservation practices.

The County issued an RFP in October 2024 to solicit a consultant to develop the Douglas County Water Plan. A contract with Forsgren Associates was approved by the Board in

January 2025. The Forsgren Associates consulting team consists of Forsgren as project managers, LRE Water for water supply and groundwater analysis, and Michael Baker International for public engagement and land use policy analysis. This consulting team’s prior work includes the Arapahoe County Water Supply Study and the El Paso County Water Master Plan.

The Douglas County Water Plan will include the following phases of work, Public Engagement and Outreach, Water Supply and Demand Analysis, Land Use Policy Analysis, and Development of the Water Plan. The phases of work included in the Colorado Water Plan grant will include development and execution of a public engagement plan to include public workshops and a survey, a Land Use Policy Analysis based on information from the Water Supply and Demand Analysis and County growth and development, and formation of the final Douglas County Water Plan. These portions of the Douglas County Water Plan qualify for Colorado Water Plan grant funds as they address priorities of the Colorado Water Plan related to integrated land use and water resource planning and water education and outreach efforts.

Staff discussed grant funding opportunities with the Water Commission at its February 24, 2025, meeting. The Commission members supported staff pursuing grant funds to fullest extent possible. Staff plans to also apply for funding for the Water Supply and Demand phase of work through the CWCB Water Supply Reserve Fund (WSRF) grant. Staff has identified that the Water Supply and Demand phase of work is most applicable to the WSRF grant and the additional phases of work are most applicable to the Colorado Water Plan grant.

IV. RECOMMENDED ACTION

The Colorado Water Plan grant application for the Public Engagement and Outreach, Land Use Policy Analysis, and Development of Water Plan phases of work of the Douglas County Water Plan in the amount of \$260,806, with a County contribution of \$137,997, may be approved for submission by the Board as it complies with County approval standards and policies. Technical corrections may be made to the application prior to the July 1, 2025, submittal deadline.

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Colorado Water Conservation Board

Water Plan

Water Project Summary

Name of Applicant	Douglas County
Name of Water Project	Douglas County 2050 Comprehensive Water Plan
Grant Request Amount	\$260,806.00
Primary Category	\$260,806.00
<i>Conservation & Land Use Planning</i>	
Total Applicant Match	\$137,997.00
<i>Applicant Cash Match</i>	\$137,997.00
<i>Applicant In-Kind Match</i>	\$0.00
Total Other Sources of Funding	\$125,000.00
<i>CWCB</i>	\$125,000.00
Total Project Cost	\$523,803.00

Applicant & Grantee Information

Name of Grantee: Douglas County	
Mailing Address: 100 Third Street Castle Rock CO 80104	
Organization Contact: Lauren Pulver	
Position/Title:	Email: lpulver@douglas.co.us
Phone: 720-415-9170	
Organization Contact - Alternate: DJ Beckwith	
Position/Title:	Email: dbeckwith@douglas.co.us
Phone:	
Grant Management Contact: Lauren Pulver	
Position/Title:	Email: lpulver@douglas.co.us
Phone: 720-415-9170	
Grant Management Contact - Alternate: DJ Beckwith	
Position/Title:	Email: dbeckwith@douglas.co.us
Phone:	

Description of Grantee/Applicant

No description provided

Type of Eligible Entity

- ☒ Public (Government)
- ☐ Public (District)
- ☐ Public (Municipality)
- ☐ Ditch Company

Exhibit A – Statement of Work

(Template updated April 2025)

Statement Of Work	
Prepared Date:	5/9/25
Name of Applicant:	Douglas County
Name of Water Project:	Douglas County 2050 Water Plan
Water Project Overview: Please provide a brief description of the proposed water activity (no more than 200 words). Please define all acronyms. <p>The County has contracted with Forsgren Associates, Inc. to develop a 2050 Comprehensive Douglas County Water Plan. The goal of the 2050 Comprehensive Douglas County Water Plan is to inform long-term strategic water planning for Douglas County, its municipalities, special district partners, and rural individual well owners. The project phases include public engagement, water supply and demand analysis to include groundwater analysis, and land use policy analysis. The Water Plan grant request is to fund the Public Engagement and Outreach, Land Use Policy Analysis, and Development of the Water Plan phases of work.</p> <p>The County has also submitted a WSRF grant request for the Water Supply and Demand Analysis phase of work which will include a survey of water supply and demand for water providers in the County and a review of all publicly available documents to develop an assessment of groundwater use in the Denver Basin aquifers.</p>	
Project Objectives:	
<ul style="list-style-type: none"> • Develop and execute a public engagement plan • Utilize information from the Water Supply and Demand Analysis to inform a Land use Policy Analysis • Develop draft and final Douglas County 2050 Comprehensive Water Plan 	

Task 1
Task 1: Public Engagement and Outreach
Description of Task:
<p>The Consultant will utilize stakeholder meetings with the Douglas County Water Commission, focus groups, public workshops and presentations to the Board of County Commissioners to gather input from residents and stakeholders on constraints, priorities, opportunities, and commonly held perceptions about longer-term water supplies.</p>
Method/Procedure:

The Consultant will prepare presentations and action items to engage the Douglas County Water Commission as the stakeholder group for the Water Plan. The Consultant has identified focus groups to engage with more in depth on issues identified from the public survey, public workshop, or data gathering. These groups include well users and economic development professionals and the land development community.

The Consultant will host three public open houses throughout the project development in order to provide updates to the public and will include a Q&A session with the project team.

The Consultant will also create and manage a Digital Engagement Hub to house project information, updates, and opportunities for public engagement, and a public engagement survey.

Deliverable:

Public engagement summary, Social Pinpoint website

Task 2

Task 2: Land Use Policy Analysis

Description of Task:

The Consultant will prepare a Land Use Policy Analysis and provide observations and findings to assist the Douglas County Water Commission in developing draft land use policies that integrate into the Water Plan.

Method/Procedure:

The Consultant will assess how the relationship between forecasted demand and supply (calculated in the Water Demand and Supply analysis task funded through WSRF grant) correlates to forecasted changes in land use for 2030, 2040, and 2050. Utilizing methods from other countywide studies, the Consultant will rely on a combination of local, regional, and state-level data to estimate key indicators including population growth, number of residential dwelling units, amount of commercial/industrial square footage, and the number of new jobs. The Consultant will tabulate each of these for the years 2030, 2040, and 2050.

Deliverable:

Land Use Policy Analysis Summary

Task 3

Task 3: Development of Water Plan

Description of Task:

The Consultant will develop the overall Douglas County 2050 Comprehensive Water Plan using the information from previous tasks.

Method/Procedure:

Throughout the work performance, the Consultant will prepare correspondence, meeting summaries, and technical memoranda documenting activities and recommendations. These documents will be compiled by topical sections and then integrated to create the Water Plan. A draft report will be submitted to the County staff, followed by a meeting to receive review comments. Afterward, the Consultant will prepare a draft of the report for the Water Commission and Board of County Commissioners. Following these meetings, the Consultant will incorporate final comments received and produce a final report.

Deliverables:

A final report that includes an Executive Summary, maps & graphics, summaries of Water Supply and Demand Analysis and Land Use Policy Analysis, and a public engagement summary.

Budget and Schedule

This Statement of Work is accompanied by a combined Budget and Schedule that reflects the tasks identified in the Statement of Work.

Reporting Requirements

Progress Reports: The grantee shall provide the CWCB a progress report every six months, beginning from the date of issuance of the grant agreement. The progress report shall describe the status of the tasks identified in the statement of work, including a description of any major issues that have occurred and any corrective action taken to address these issues.

Final Report: At completion of the project, the applicant shall provide the CWCB a final report on the applicant's letterhead that:

- Summarizes the project and how the project was completed.
- Describes any obstacles encountered, and how these obstacles were overcome.
- Confirms that all matching commitments have been fulfilled.
- Includes photographs, summaries of meetings and engineering reports/designs.

The CWCB will pay out the last 10% of the budget when the final report is completed to the satisfaction of CWCB staff. Once the final report has been accepted, and final payment has been issued, the grant agreement will be closed without any further payment.

Payment

Payment will be made based on actual expenditures and must include invoices for all work completed. The request for payment must include a description of the work accomplished by task, an estimate of the percent completion for individual tasks and the entire project in relation to the percentage of budget spent, identification of any major issues, and proposed or implemented corrective actions.

Payments are limited by the proportionate grant percentage of the total overall project cost in the approved budget. For example, for an approved budget with 70% CWCB grant and 30% match, for every \$1 in project costs, CWCB can pay up to \$0.70 with documentation of at least \$0.30 covered by match. Please reference the [CWCB Board's Grant Disbursement Policy](#). If you have questions, contact your CWCB grant manager.

Costs incurred prior to the effective date of this grant agreement are not reimbursable. The last 10% of the entire grant will be paid out when the final deliverable has been received. All products, data and information developed as a result of the grant agreement must be provided to the CWCB as part of the project documentation.

Performance Measures

Performance measures for the grant agreement shall include the following:

(a) Performance standards and evaluation: Grantee will produce detailed deliverables for each task as specified. Grantee shall maintain receipts for all project expenses and documentation of the minimum in-kind contributions (if applicable) per the budget. Per grant guidelines, the CWCB will pay out the last 10% of the budget when the final report is completed to the satisfaction of CWCB staff. Once the final report has been accepted, and final payment has been issued, the grant agreement will be closed without any further payment.

(b) Accountability: Per grant guidelines full documentation of project progress must be submitted with each invoice for reimbursement. Grantee must confirm that all grant conditions have been complied with on each invoice. In addition, per Grant Guidelines, progress reports must be submitted at least once every six months. A final report must be submitted and approved before final project payment.

(c) Monitoring Requirements: Grantee is responsible for ongoing monitoring of project progress per Exhibit A. Progress shall be detailed in each invoice and in each progress report, as detailed above. Additional inspections or field consultations will be arranged as may be necessary.

(d) Noncompliance Resolution: Payment will be withheld if grantee is not current on all grant conditions. Flagrant disregard for grant conditions will result in a stop work order and cancellation of the grant agreement.

- ☐ Private Incorporated
- ☐ Private Individual, Partnership, or Sole Proprietor
- ☐ Non-governmental Organization
- ☐ Covered Entity
- ☐ Other

Category of Water Project

- ☐ Agricultural Projects
Developing communications materials that specifically work with and educate the agricultural community on headwater restoration, identifying the state of the science of this type of work to assist agricultural users among others.
- ☒ Conservation & Land Use Planning
Activities and projects that implement long-term strategies for conservation, land use, and drought planning.
- ☐ Engagement & Innovation Activities
Activities and projects that support water education, outreach, and innovation efforts. Please fill out the Supplemental Application on the website.
- ☐ Watershed Restoration & Recreation
Projects that promote watershed health, environmental health, and recreation.
- ☐ Water Storage & Supply
Projects that facilitate the development of additional storage, artificial aquifer recharge, and dredging existing reservoirs to restore the reservoirs' full decreed capacity and Multi-beneficial projects and those projects identified in basin implementation plans to address the water supply and demand gap.

Location of Water Project

Latitude 39.372200
 Longitude -104.862490
 Lat Long Flag Default/Proponent headquarters: If the location cannot be defined with flags above, use location of project proponent headquarters
 Water Source
 Basins Metro
 Counties Douglas
 Districts 8-South Platte Cheesman to Denver Gage; 2-South Platte: Denver Gage to Greeley

Water Project Overview

Major Water Use Type Municipal
 Type of Water Project Study
 Scheduled Start Date - Design 2/24/2025
 Scheduled Start Date - Construction
 Description
 The County has contracted with Forsgren Associates, Inc. to develop a 2050 Comprehensive Douglas County Water Plan. The goal of the 2050 Comprehensive Douglas County Water Plan is to inform long-term strategic water planning for Douglas County, its municipalities, special district partners, and rural individual well owners. The project phases include public engagement, water supply and demand analysis to include groundwater analysis, and land use policy analysis. The Water Plan grant request is to fund the Public Engagement and Outreach, Land Use Policy Analysis, and Development of the Water Plan phases of work. The County has also

submitted a WSRF grant request for the Water Supply and Demand Analysis phase of work which will include a survey of water supply and demand for water providers in the County and a review of all publicly available documents to develop an assessment of groundwater use in the Denver Basin aquifers.

Measurable Results

New Storage Created (acre-feet)
 New Annual Water Supplies Developed or Conserved (acre-feet), Consumptive or Nonconsumptive
 Existing Storage Preserved or Enhanced (acre-feet)
 New Storage Created (acre-feet)
 Length of Stream Restored or Protected (linear feet)
 Length of Pipe, Canal Built or Improved (linear feet)
 Efficiency Savings (dollars/year)
 Efficiency Savings (acre-feet/year)
 Area of Restored or Preserved Habitat (acres)
 Quantity of Water Shared through Alternative Transfer Mechanisms or water sharing agreement (acre-feet)
 383,911 Number of Coloradans Impacted by Incorporating Water-Saving Actions into Land Use Planning
 383,911 Number of Coloradans Impacted by Engagement Activity
 Other
 This project may result in water conservation, efficiency, and land use recommendations that lead to water savings for the region.

Water Project Justification

This request is for a grant to fund the Public Engagement and Outreach, Land use Policy Analysis, and Development of the Water Plan phases of work of the Douglas County 2050 Comprehensive Water Plan. The Water Plan will also include a Water Supply Demand and Analysis phase of work that includes groundwater analysis. The County has applied for a WSRF grant application to fund the Water Supply and Demand phase of work.

The Vibrant Communities section in Chapter 6 of the Colorado Water Plan indicates that, “Colorado communities need resilient water supplies, water-conscious and attractive urban landscapes, planning that integrates land use and water solutions, and residents who understand the importance of water to their lives and economy.” Douglas County does not currently have a comprehensive collection of water supply and demand analysis from all water providers and groundwater users in the County. The County Water Plan will provide information to help ensure long term water supplies for the County, identify areas of risk, and include land use policy analysis based on anticipated population growth and water supply and demand through 2050.

The Resilient Planning section of Chapter 6 emphasizes thoughtful planning by local governments to address future needs. The Douglas County Water Plan is a critical piece for the County to make informed decisions in planning for future population growth. This analysis will produce a current state and future state at increments of 10 years to assess changes to water supplies and demand as well as reliability of supplies. The gap analysis can be used by decision makers in determining where and how development should occur in the County. This analysis will inform the Douglas County Water Plan which will include policy recommendations such as conservation measures, land use policy, or other strategies such as increasing storage or opportunities for interconnected systems to reduce risks in times of drought or other uncertainty.

The Resilient Planning section also highlights the need for public education and outreach. The County Water Plan includes multiple opportunities for public participation in the development of the Plan. The public will have access to the data collected from the Water Supply and Demand Analysis as well as the maps produced that will portray a detailed look at the health of groundwater wells in the County. This will help property owners make educated decisions.

South Platte BIP

The South Platte BIP, Volume 2 Section 4 identifies Additional Use of Denver Basin Aquifer System Water as a challenge for the region. The County's Water Plan will provide valuable data and information on the state of the Denver Basin aquifers in Douglas County, helping to identify specific areas where the Basin has more robust or limited groundwater supplies.

South Platte BIP Strategy 3E encourages the integration of land use and water resource planning. The County's Water Plan may include land use policy recommendations to increase water efficiency and conservation and will help decision makers and the public plan for future growth in the County.

Related Studies

Douglas County 2040 Comprehensive Master Plan

Taxpayer Bill of Rights

Douglas County has no TABOR concerns.

Colorado Water Conservation Board
Water Plan Grant - Detailed Budget Estimate
Fair and Reasonable Estimate

Prepared Date: 5/6/25
Name of Applicant: Douglas County
Name of Water Project: 2050 Comprehensive Douglas County Water Plan

EXAMPLE A: Study or Project Coordination

Task 1 - Douglas County Water Plan

Sub-task	Item	Hourly Rate	# Hours	Hourly Rate	# Hours	Hourly Rate	# Hours	LRE Water Base Fee	Michael Baker International Base Fee	Vertex Base Fee	Sub-total	Total	CWCB Funds	Matching Funds
Project Coordination & Administration		Forsgren Project Manager		Forsgren Project Engineer		Forsgren Administration								
	Budget Tracking, Reporting, and Invoicing	\$ 279.00	52	\$ 114.00	52						\$20,436	\$ 20,550.00		
	Project Team Coordination	\$ 279.00	105								\$ 29,295.00	\$ 29,295.00		
	Tech Submittals & Presentations	\$ 279.00	48	\$ 268.00	96						\$ 39,120.00	\$ 39,388.00		
Total												\$ 89,233.00	\$20,000	\$ 69,233.00
Public Engagement & Outreach	Stakeholder Meetings							\$6,160	\$21,900		\$28,060	\$28,060		
	Focus Groups							\$6,160	\$8,760		\$14,920	\$14,920		
	Public Workshops							\$6,160	\$32,536		\$38,696	\$38,696		
	Digital Engagement Hub								\$19,558	\$ 19,558.00	\$ 19,558.00	\$ 19,558.00		
	Outreach Materials and Activities								\$13,539	\$ 13,539.00	\$ 13,539.00	\$ 13,539.00		
	Board of County Commissioners Presentations							\$6,160	\$7,926		\$14,086	\$14,086		
Total												\$128,859	\$64,000	\$64,859
Land Use Policy Analysis	Growth Projections	\$ 279.00	4	\$ 268.00	10				\$11,806		\$15,602	\$15,602		
	Existing Land Use Conditions	\$ 279.00	4	\$ 268.00	10				\$11,806		\$15,602	\$15,602		
	Future Land Use Conditions	\$ 279.00	4	\$ 268.00	10				\$11,806		\$15,602	\$15,602		
Total												\$46,806	\$46,806	\$0
Development of Water Plan	Draft report	\$ 279.00	40	\$ 268.00	66	\$174	100		\$15,902	\$11,500	\$73,650	\$73,650		
	Review Meetings	\$ 279.00	8	\$ 268.00	8	\$174	8				\$ 5,768.00	\$ 5,768.00		
	Final Report	\$ 279.00	15	\$ 268.00	26	\$174	40				\$ 18,113.00	\$ 18,113.00		
	Policy and Implementation	\$ 279.00	12	\$ 268.00	7	\$174				\$23,000	\$ 28,224.00	\$ 28,224.00		
	Pre Final Presentation	\$ 279.00	10	\$ 268.00	20	\$174					\$ 8,150.00	\$ 8,150.00		
Total												\$133,905	\$130,000	\$3,905
Total												\$ 398,803.00	\$260,806	\$ 137,997.00