



## **Keystone Town Council Work Session Agenda**

The Keystone Town Council will have a Work Session on August 12, 2025, at 4:00 p.m. at 1628 Sts. John Rd, Keystone, CO 80435.

The Town of Keystone conducts hybrid meetings. This meeting will be held in person at Keystone Town Hall and will also be broadcast live over Teams. [Join the live broadcast available by computer here.](#) If you will need special assistance in order to attend any of the Town's public meetings, please notify the Town Clerk's Office at (970) 450-3500x1 via phone, or [clerk@keystoneco.gov](mailto:clerk@keystoneco.gov) via e-mail, at least 72 hours in advance of the meeting.

- I. CALL TO ORDER, ROLL CALL**
- II. PUBLIC COMMENT PERIOD**
- III. PRESENTATION OF FINANCIAL AUDIT**
- IV. DISCUSSION OF CAPITALIZATION AND DEPRECIATION POLICY**
- V. DISCUSSION OF OPEN MEETINGS LAWS, QUASI-JUDICIAL MATTERS,  
AND USE OF E-MAIL**
- VI. DISCUSSION OF NATURAL MEDICINE (PSILOCYBIN)**
- VII. DISCUSSION OF MANAGER/COUNCIL ISSUES**
- VIII. ADJOURNMENT**



# McMAHAN AND ASSOCIATES, L.L.C.

*Certified Public Accountants and Consultants*

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WEB SITE: [WWW.McMAHANCPA.COM](http://WWW.McMAHANCPA.COM)

MAIN OFFICE: (970) 845-8800

## **To the Town Council Town of Keystone, Colorado**

We have audited the financial statements of the Town of Keystone, Colorado (the "Town") for the year ended December 31, 2024. Professional standards require that we provide you with the following information related to our audit.

### ***Qualitative Aspects of Accounting Policies***

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the Town are described in the Notes to the financial statements. In 2024, the Town adopted GASB Statement No. 101, *Compensated Absences*, which requires the recognition of estimated liabilities for sick leave to be used in future periods regardless of termination payout policies. As this was the Town's first year of incorporation, there were no effects to beginning net position.

No other new accounting policies were adopted and the application of existing policies was not changed during the year. We noted no transactions entered into during the year for which there is a lack of authoritative guidance or consensus. Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimates affecting the financial statements are:

- Estimated useful lives of capital assets, in connection with the calculation of depreciation, based on industry standards and perceived use of asset categories.
- Estimating future usage of accrued sick leave in calculated compensated absences liability.

### ***Difficulties Encountered in Performing the Audit***

We encountered no significant difficulties in dealing with management in performing and completing our audit.

### ***Corrected and Uncorrected Misstatements***

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management. Management has corrected all such misstatements. There were no material misstatements corrected as a result of our audit procedures.

### ***Disagreements with Management***

For purposes of this letter, professional standards define a disagreement with management as a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditor's report. We are pleased to report that no such disagreements arose during the course of our audit.

*Member: American Institute of Certified Public Accountants*

To the Town Council  
Town of Keystone, Colorado

***Management Representations***

As is required in an audit engagement we have requested certain representations from management that are included in the management representation letter.

This report is intended solely for the information and use of the Board of Directors, management, and others within the organization and is not intended to be, and should not be, used by anyone other than those specified parties.

Sincerely,

A handwritten signature in blue ink that reads "McMahan and Associates, L.L.C." in a cursive script.

McMahan and Associates, L.L.C.  
Avon, Colorado  
July 22, 2025



**Town of Keystone, Colorado**

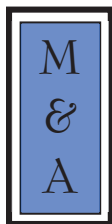
**Financial Statements**

**December 31, 2024**

**Town of Keystone  
Financial Statements  
December 31, 2024**

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## INDEPENDENT AUDITOR'S REPORT

**To the Board of Trustees  
Town of Keystone  
Keystone, Colorado**

### **Report on the Audit of the Financial Statements**

#### ***Opinions***

We have audited the accompanying financial statements of the governmental activities and each major fund of the Town of Keystone (the "Town"), as of and for the year ended December 31, 2024, which collectively comprise the Town's basic financial statements as listed in the Table of Contents, and the related notes to the financial statements.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and each major fund of the Town of Keystone, as of December 31, 2024 and the respective changes in financial position thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America ("U.S. GAAP").

#### ***Basis for Opinions***

We conducted our audit in accordance with auditing standards generally accepted in the United States of America ("U.S. GAAS"). Our responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of our report. We are required to be independent of Town of Keystone and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

#### ***Responsibilities of Management for the Financial Statements***

Town of Keystone's management is responsible for the preparation and fair presentation of the financial statements in accordance with U.S. GAAP, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for one year after the date that the financial statements are issued.

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DENVER, COLORADO

AVON, COLORADO

FLORENCE, ALABAMA

**INDEPENDENT AUDITORS REPORT**  
**To the Board of Trustees**  
**Town of Keystone**  
**Keystone, Colorado**

***Auditor's Responsibilities for the Audit of the Financial Statements***

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with U.S. GAAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with U.S. GAAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control–related matters that we identified during the audit.

***Required Supplementary Information***

U.S. GAAP require that the Management's Discussion and Analysis in Section B be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with U.S. GAAS, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

**INDEPENDENT AUDITORS REPORT**  
**To the Board of Trustees**  
**Town of Keystone**  
**Keystone, Colorado**

***Required Supplementary Information (continued)***

The budgetary comparison information in Section E is not a required part of the basic financial statements but is supplementary information required by accounting principles generally accepted in the United States of America. The budgetary comparison information has been subjected to the auditing procedures applied in the audit of the financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the financial statement or to the financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the information is fairly stated in all material respects in relation to the financial statements as a whole.

***Supplementary Information***

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Town's financial statements as a whole. The budgetary comparison information and the *Local Highway Finance Report* in Section F are presented for purposes of additional analysis and are not a required part of the financial statements.

The budgetary comparison information and the *Local Highway Finance Report* are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the financial statements. The information has been subjected to the auditing procedures applied in the audit of the financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the financial statements or to the financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the information is fairly stated in all material respects in relation to the financial statements as a whole.

A handwritten signature in blue ink that reads "McMahan and Associates, L.L.C.".

**McMahan and Associates, L.L.C.**  
**Avon, Colorado**  
**July 22, 2025**



## **MANAGEMENT DISCUSSION AND ANALYSIS**

## **Town of Keystone, Colorado**

### **Management's Discussion and Analysis (MD&A)**

The Town's management is pleased to provide this narrative discussion and analysis of the financial activities of the Town for the fiscal year ended December 31, 2024. The Town's financial performance is discussed and analyzed within the context of the accompanying financial statements and disclosures following this section. This is the Town's first full fiscal year of operations following incorporation,

#### **Financial Highlights**

- ✚ The Town's total net position as of December 31, 2024, was \$26.52 million, reflecting the contributed infrastructure from Summit County.
- ✚ Total governmental revenues were \$4.32 million, of which sales taxes accounted for \$3.55 million (82%).
- ✚ Total governmental expenditures were \$25.94 million, with \$24.3 million related to contributed capital for roads and infrastructure.
- ✚ The General Fund ended the year with a fund balance of \$1.94 million, and the Workforce Housing Fund reported a balance of \$725,722.
- ✚ There were no long-term debt issuances during 2024. The Town's long-term liability is limited to accrued compensated absences of \$42,249.

#### **Overview of the Financial Statements**

This discussion and analysis is intended to serve as an introduction to the Town's basic financial statements. The Town's basic financial statements include three components:

1. Government-wide financial statements
2. Fund financial statements
3. Notes to the financial statements

This report also contains supplementary information to provide additional detail.

The following schedule shows the Town's net position for the year:

**Town of Keystone's Net Position**

	<b>Governmental Activities</b>
	<b>2024</b>
<b>Assets:</b>	
Current and other assets	\$ 2,812,813
Capital assets, net	23,895,615
<b>Total Assets</b>	<b>26,708,428</b>
<b>Liabilities:</b>	
Current liabilities	144,201
Long-term liabilities	42,249
<b>Total Liabilities</b>	<b>186,450</b>
<b>Net Position:</b>	
Net investment in capital assets	23,895,615
Restricted	829,722
Unrestricted	1,796,641
<b>Total Net Position</b>	<b>\$ 26,521,978</b>

**Government-wide Financial Analysis**

- ✚ As of December 31, 2024, the Town's assets exceeded liabilities by \$26.52 million. Of this amount:
- ✚ \$23.90 million (netted with \$406,391 in accumulated depreciation) (90%) represents contributed capital assets, consisting primarily of roads and infrastructure, with approximately \$16,000 for equipment.
- ✚ \$829,722 is restricted for emergencies and workforce housing.
- ✚ \$1.80 million (7%) is unrestricted and may be used to meet the Town's ongoing obligations. Of the \$1.8 million reported as unrestricted net position, a portion is from road and bridge funds received through intergovernmental revenue. While reported as unrestricted in the government-wide financial statements, Road & Bridge funds are subject to state statutory restrictions and must be used for road and bridge purposes.

The following table summarizes information relating to the Town's Statement of Activities:

**Town of Keystone's Changes in Net Position**

	<b>Governmental Activities</b>
	<b>2024</b>
<b>Revenues:</b>	
Program revenues:	
Charges for services	\$ 581,474
Operating grants and contributions	160,635
Capital grants and contributions	24,285,718
General revenues:	
Specific ownership tax	130
Sales tax	3,547,526
Lodging tax and other taxes	8,815
Interest earnings	20,871
Other revenues	85
<b>Total Revenues</b>	<b>28,605,254</b>
<b>Expenses:</b>	
General government	1,470,597
Public safety	137,618
Public works	475,061
<b>Total Expenses</b>	<b>2,083,276</b>
<b>Change in Net Position</b>	<b>26,521,978</b>
<b>Net Position - Beginning</b>	<b>-</b>
<b>Net Position - Ending</b>	<b>\$ 26,521,978</b>

**Governmental Fund Financial Analysis**

The Town uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

**General Fund**

The General Fund is the primary operating fund. As of December 31, 2024, it had an ending fund balance of \$1.94 million.

**Revenues:** \$3.45 million, primarily from sales taxes and licenses.

**Expenditures:** \$25.79 million, with \$24.3 million related to contributed capital assets.

**Net Change:** \$1.94 million. This net change reflects the addition of contributed infrastructure as capital assets in the government-wide statements.

**Workforce Housing Fund** This fund was established to account for revenues from Summit County's Housing Authority's housing sales tax and related expenditures.

**Revenues:** \$868,192

**Expenditures:** \$142,470, including \$90,000 contributions to the Summit County Housing Authority (SCHA).

**Ending Fund Balance:** \$725,722

### **Budgetary Highlights**

For the General Fund, the original budget anticipated revenues of \$3.60 million and expenditures of \$2.41 million. Actual revenues were slightly below budget by \$148,000, mainly due to lower-than-expected licenses and permit fees. Expenditures exceeded budget by \$23.38 million due to the recording of contributed capital infrastructure.

### **Capital Asset and Debt Administration**

#### **Capital Assets**

The Town's investment in capital assets as of December 31, 2024, amounted to \$23.90 million (netted with \$406,391 in accumulated depreciation). Major additions include:

Roads and infrastructure contributed by Summit County (\$24.29 million) and Equipment (\$16,288).

#### **Debt Administration**

The Town had no bonded debt at year-end. The only long-term obligation was accrued compensated absences totaling \$42,249.

### **Economic Factors and Next Year's Budget**

Key economic factors affecting the Town include:

**Sales Tax Dependence:** Sales tax continues to be the Town's largest revenue source and is influenced by visitor spending and broader economic conditions.

**First Year of Lodging Tax:** 2025 will be the Town's first year collecting lodging tax, creating a new and important revenue stream to support infrastructure, Highway 6 safety, and public services.

**Workforce Housing Needs:** Expanding affordable housing options remains a top priority to support local employees and sustain economic growth.

**Infrastructure Responsibilities:** With significant road and infrastructure assets now under Town ownership, the Town will need to plan for long-term maintenance and replacement costs.

The Town ended its first full fiscal year in a strong financial position with no long-term debt and healthy fund balances.

### **Requests for Information**

This financial report is designed to provide a general overview of the Town's finances for all interested parties. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to Finance Director at 1628 Sts John Road, Keystone, CO 80435.

## **GOVERNMENT-WIDE FINANCIAL STATEMENTS**

**Town of Keystone  
Statement of Net Position  
December 31, 2024**

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**Assets:**

Cash and investments	1,874,161
Accounts receivable, taxes and fees, net	232,989
Accounts receivable, other, net	35,106
Sales tax receivable	660,190
Prepaid expenses	10,367
Capital assets, net	23,895,615
<b>Total Assets</b>	<u>26,708,428</u>

**Liabilities:**

Accounts payable and accrued liabilities	144,201
Accrued compensated absences	42,249
<b>Total Liabilities</b>	<u>186,450</u>

**Net Position:**

Net investment in capital assets	23,895,615
Restricted for emergencies	104,000
Restricted for workforce housing	725,722
Unrestricted	1,796,641
<b>Total Net Position</b>	<u>26,521,978</u>

The accompanying notes are an integral part of these financial statements.

**Town of Keystone  
Statement of Activities  
For the Year Ended December 31, 2024**

Functions/Programs	Expenses	Program Revenues			Net (Expense) Revenue and Changes in Net Position
		Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Total Governmental Activities
<b>Governmental Activities:</b>					
General government	1,470,597	519,389	80,513	-	(870,695)
Public safety	137,618	-	-	-	(137,618)
Public works	475,061	62,085	80,122	24,285,718	23,952,864
<b>Total Governmental Activities</b>	<b>2,083,276</b>	<b>581,474</b>	<b>160,635</b>	<b>24,285,718</b>	<b>22,944,551</b>
		<b>General revenues:</b>			
		Specific ownership tax			130
		Sales taxes			3,547,526
		Lodging and other taxes			8,815
		Investment income			20,871
		Other revenue			85
		<b>Total General Revenues</b>			<b>3,577,427</b>
		<b>Change in Net Position</b>			<b>26,521,978</b>
		<b>Net Position - Beginning</b>			<b>-</b>
		<b>Net Position - Ending</b>			<b>26,521,978</b>

The accompanying notes are an integral part of these financial statements.



## **FUND FINANCIAL STATEMENTS**

**Town of Keystone  
Balance Sheet  
Governmental Funds  
December 31, 2024**

	<b>General</b>	<b>Conservation Trust</b>	<b>Workforce Housing</b>	<b>Total Governmental Funds</b>
<b>Assets:</b>				
Cash and investments	1,379,072	-	495,089	1,874,161
Accounts receivable, taxes and fees	2,356	-	230,633	232,989
Accounts receivable, other	35,106	-	-	35,106
Sales tax receivable	660,190	-	-	660,190
Prepaid expenses	10,367	-	-	10,367
<b>Total Assets</b>	<b>2,087,091</b>	<b>-</b>	<b>725,722</b>	<b>2,812,813</b>
<b>Liabilities:</b>				
Accounts payable and accrued liabilities	144,201	-	-	144,201
<b>Total Liabilities</b>	<b>144,201</b>	<b>-</b>	<b>-</b>	<b>144,201</b>
<b>Fund Balances:</b>				
Non-spendable, prepaid	10,367	-	-	10,367
Restricted for emergencies	104,000	-	-	104,000
Restricted for workforce housing	-	-	725,722	725,722
Unassigned	1,828,523	-	-	1,828,523
<b>Total Fund Balances</b>	<b>1,942,890</b>	<b>-</b>	<b>725,722</b>	<b>2,668,612</b>
<b>Total Deferred Inflow of Resources Liabilities, and Fund Balances</b>	<b>2,087,091</b>	<b>-</b>	<b>725,722</b>	
<b>Amounts reported for governmental activities in the Statement of Net Assets are different because:</b>				
Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the funds.				23,895,615
Long-term liabilities are not due and payable in the current period, and therefore, are not reported on the funds.				(42,249)
<b>Net Position of Governmental Activities</b>				<b>26,521,978</b>

The accompanying notes are an integral part of these financial statements.

**Town of Keystone**  
**Statement of Revenues, Expenditures and Changes in Fund Balances**  
**Governmental Funds**  
**For the Year Ended December 31, 2024**

	<b>General</b>	<b>Conservation Trust</b>	<b>Workforce Housing</b>	<b>Total Governmental Funds</b>
<b>Revenues:</b>				
Taxes	2,691,623	-	864,848	3,556,471
Intergovernmental	160,635	-	-	160,635
Licenses and permits	581,474	-	-	581,474
Miscellaneous revenues	17,612	-	3,344	20,956
<b>Total Revenues</b>	<b>3,451,344</b>	<b>-</b>	<b>868,192</b>	<b>4,319,536</b>
<b>Expenditures:</b>				
General government	25,588,939	-	142,470	25,731,409
Public safety	137,618	-	-	137,618
Public works	67,615	-	-	67,615
<b>Total Expenditures</b>	<b>25,794,172</b>	<b>-</b>	<b>142,470</b>	<b>25,936,642</b>
<b>Excess of Revenues Over Expenditures</b>	<b>(22,342,828)</b>	<b>-</b>	<b>725,722</b>	<b>(21,617,106)</b>
<b>Other Financing Sources (Uses):</b>				
Contributed capital	24,285,718	-	-	24,285,718
<b>Total Other Financing Sources (Uses)</b>	<b>24,285,718</b>	<b>-</b>	<b>-</b>	<b>24,285,718</b>
<b>Net Change in Fund Balance</b>	<b>1,942,890</b>	<b>-</b>	<b>725,722</b>	<b>2,668,612</b>
<b>Fund Balances - Beginning</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Fund Balances - Ending</b>	<b>1,942,890</b>	<b>-</b>	<b>725,722</b>	<b>2,668,612</b>

The accompanying notes are an integral part of these financial statements.

**Town of Keystone**  
**Reconciliation of the Statement of Revenues, Expenditures**  
**and Changes in Fund Balances of Governmental Funds**  
**To the Statement of Activities**  
**For the Year Ended December 31, 2024**

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<b>Net Change in Fund Balances of Governmental Funds</b>	2,668,612
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Amounts reported for governmental activities in the Statement of Activities are different because:

Governmental funds report capital outlays as expenditures. However, in the Statement of Activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. This is the amount by which depreciation exceeded capital outlay during the year.

Capital outlay	24,302,006
Depreciation	(406,391)
	23,895,615

Some expenses reported in the Statement of Activities do not require the use of current financial resources and, therefore, are not reported in the funds.

Change in compensated absences	(42,249)
	(42,249)

<b>Change in Net Position of Governmental Activities</b>	26,521,978
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The accompanying notes are an integral part of these financial statements.

## **NOTES TO THE FINANCIAL STATEMENTS**

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**

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**I. Summary of Significant Accounting Policies**

The Town of Keystone, Colorado (the "Town") was incorporated in 2023 as a statutory town under the laws of the State of Colorado. An elected Mayor and Town Board of Trustees are responsible for setting policy, appointing administrative personnel and adopting an annual budget in accordance with state statutes. The Town's major operations include general government, public safety, and public works. The Town is located in Summit County, Colorado.

The Town's financial statements are prepared in accordance with generally accepted accounting principles ("GAAP"). The Governmental Accounting Standards Board ("GASB") is responsible for establishing GAAP for state and local governments through its pronouncements (Statements and Interpretations). The more significant accounting policies established by GAAP used by the Town are discussed below.

**A. Reporting Entity**

The reporting entity consists of (a) the primary government; i.e., the Town, and (b) organizations for which the Town is financially accountable. The Town is considered financially accountable for legally separate organizations if it is able to appoint a voting majority of an organization's governing body and is either able to impose its will on that organization or there is a potential for the organization to provide specific financial benefits to, or to impose specific financial burdens on, the Town. Consideration is also given to other organizations which are fiscally dependent; i.e., unable to adopt a budget, levy taxes, or issue debt without approval by the Town. Organizations for which the nature and significance of their relationship with the Town are such that exclusion would cause the reporting entity's financial statements to be misleading or incomplete are also included in the reporting entity.

Based on the criteria above, the Town is not financially accountable for any other entity nor is the Town a component unit of any other government.

**B. Government-wide Financial Statements**

The Town's basic financial statements include both government-wide (reporting the Town as a whole) and fund financial statements (reporting the Town's individual funds). Both the government-wide and fund financial statements categorize primary activities as either governmental or business-type. The Town's governmental functions include general government (administration), planning and zoning (building department), public safety (police department), judicial (municipal court), and public works (street maintenance). The Town does not have any business-type activities. As a general rule, the effect of the interfund activity has been eliminated from the government-wide financial statements.

In the government-wide Statement of Net Position, the governmental activities columns are (a) presented on a consolidated basis by column, and (b) reported on a full accrual, economic resources basis, which recognizes all long-term assets and receivables as well as long-term debt and obligations. The Town's net position is reported in three parts: net investments in capital assets, net of related debt; restricted net position; and unrestricted net position.

The government-wide statement of activities reports both the gross and net cost of each of the Town's functions (public safety, public works, etc.). The Statement of Activities reduces gross expenses (including depreciation) by related program revenues, operating and capital grants. Program revenues must be directly associated with the function (public safety, public works, etc.).

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**I. Summary of Significant Accounting Policies (continued)**

**B. Government-wide Financial Statements (continued)**

Operating grants include operating-specific and discretionary (either operating or capital) grants while the capital grants column reflects capital-specific grants. The net costs (by function) are mostly supported by general revenues (property and sales taxes, interest income, etc.).

The government-wide focus is on the sustainability of the Town as an entity and the change in the Town's net position resulting from the current year's activities.

**C. Fund Financial Statements**

The financial transactions of the Town are reported in individual funds in the fund financial statements. Each fund is accounted for by providing a separate set of self-balancing accounts that comprises its assets, liabilities, reserves, fund equity, revenues and expenditures/expenses. The fund focus is on current available resources and budget compliance.

The Town reports the following governmental funds:

The *General Fund* is the Town's primary operating fund. It accounts for all financial resources of the Town, except those required to be accounted for another fund.

The *Conservation Trust Fund* accounts for state lottery proceeds required to be expended solely on park and recreation improvements. There was no activity for this fund in 2024.

The *Workforce Housing Fund* accounts for funds received from the summit county housing sales tax or workforce housing.

**D. Measurement Focus, Basis of Accounting, and Financial Statement Presentation**

Measurement focus refers to whether financial statements measure changes in current resources only (current financial focus) or changes in both current and long-term resources (long-term economic focus). Basis of accounting refers to the point at which revenues, expenditures, or expenses are recognized in the accounts and reported in the financial statements. Financial statement presentation refers to classification of revenues by source and expenses by function.

**1. Long-term Economic Focus and Accrual Basis**

The government-wide financial statements use the long-term economic focus and are presented on the accrual basis of accounting. Revenues are recognized when earned and expenses are recognized when incurred, regardless of the timing of the related cash flows.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**I. Summary of Significant Accounting Policies (continued)**

**D. Measurement Focus, Basis of Accounting, and Financial Statement Presentation (continued)**

**2. Current Financial Focus and Modified Accrual Basis**

The governmental fund financial statements use the current financial focus and are presented on the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recorded when susceptible to accrual; i.e., both measurable and available. "Available" means collectible within the current period or soon enough thereafter (60 days) to be used to pay liabilities of the current period. Expenditures are generally recognized when the related liability is incurred. The exception to this general rule is that principal and interest on general long-term debt, if any, is recognized when due.

**3. Financial Statement Presentation**

Amounts reported as program revenues include 1) charges to customers and applicants for goods, services or privileges provided, 2) operating grants and contributions, and 3) capital grants and contributions, including special assessments. Internally dedicated resources are reported as *general revenues* rather than as program revenues. Likewise, general revenues include all taxes.

**E. Financial Statement Accounts**

**1. Cash and Cash Equivalents**

Cash and cash equivalents include amounts in demand deposits as well as short-term investments with a maturity date within 3 months of the date acquired by the Town.

The Town follows Colorado Revised Statutes which permit investments in the following type of obligations:

- U.S. Treasury Obligations (maximum maturity of 60 months)
- Federal Instrumentality Securities (maximum maturity of 60 months)
- FDIC-insured Certificates of Deposit (maximum maturity of 60 months)
- Corporate Bonds (maximum maturity of 60 months)
- Prime Commercial Paper (maximum maturity of 60 months)
- Eligible Bankers Acceptances
- Repurchase Agreements
- General Obligations and Revenue Obligations
- Local Government Investment Pools
- Money Market Mutual Funds

Investments are stated at fair value or net asset value. The change in fair value of investments is recognized as an increase or decrease to investment assets and investment income.

**2. Receivables**

Receivables are reported net of an allowance for uncollectible accounts. The Town uses the allowance method for recognizing the potential uncollectibility of delinquent accounts receivable. No allowance is recorded at December 31, 2024, as all accounts are considered to be collectible.



**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**I. Summary of Significant Accounting Policies (continued)**

**E. Financial Statement Accounts (continued)**

**3. Capital Assets**

Capital assets, which include land, infrastructure, buildings and improvements, park improvements, equipment, furniture, and vehicles, are reported in the government-wide financial statements. Capital assets are defined by the Town as assets with an estimated useful life in excess of two years with an initial cost of \$5,000 or more. Purchased assets are recorded at historical cost. Donated capital assets are recorded at acquisition value.

The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend asset lives are not capitalized. Improvements are capitalized and depreciated over the remaining useful lives of the related fixed assets, as applicable. Infrastructure, buildings and improvements, park improvements, equipment, furniture and vehicles are depreciated using the straight-line method over the following estimated useful lives:

<b><u>Capital Assets</u></b>	<b><u>Years</u></b>
Infrastructure	40-59
Building and improvements	40
Park improvements	20
Equipment, furniture and vehicles	5-7

**4. Compensated Absences**

The Town allows its employees to accumulate vacation leave, based on the employee's length of service. Vacation leave can be accrued up to a maximum of 200 hours. Vacation leave is paid out upon termination up to the maximum accrual. The Town also allows employees to accumulate sick leave. Sick leave is accrued at a rate of 1 hour per 30 hours worked, up to a maximum of 64 hours in a year. Sick leave can accumulate up to 192 hours.

The Town estimates how much of the leave is more likely than not to be used as paid leave and recognizes that portion as a liability for compensated absences. At December 31, 2024, the estimated value of accumulated vacation leave and sick leave is \$42,249.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**I. Summary of Significant Accounting Policies (continued)**

**E. Financial Statement Accounts (continued)**

**5. Deferred Outflows and Inflows of Resources**

In addition to assets or liabilities, the statement of financial position will sometimes report a separate section for deferred outflows or inflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption or acquisition of net assets that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/ expenditure) or deferred inflow of resources (revenue) until that time. The Town doesn't have any items that qualify for reporting in this category at December 31, 2024.

**6. Fund Balances**

The Town classifies governmental fund balances as follows:

*Non-spendable* – includes fund balance amounts inherently non-spendable since they represent inventories, prepaid items, etc.

*Restricted* – includes fund balance amounts that are constrained for specific purposes which are externally imposed by providers, such as creditors or amounts constrained due to constitutional provisions or enabling legislation.

*Committed* – includes fund balance amounts that are constrained for specific purposes that are internally imposed by the government through formal action of the highest level of decision making authority, which is the Town Board of Trustees. Fiscal year spending excludes bonded debt service and enterprise spending.

*Assigned* – includes spendable fund balance amounts that are intended to be used for specific purposes that are neither considered restricted or committed. Fund Balance may be assigned by the Town Board of Trustees or its management designees. The Capital Acquisition Fund's entire balance was restricted for future capital projects and equipment acquisition.

*Unassigned* – includes residual positive fund balance within the General Fund, which has not been classified within the other above mentioned categories. Unassigned fund balance may also include negative balances for any governmental fund if expenditures exceed amounts restricted, committed, or assigned for those specific purposes.

The Town uses restricted amounts to be spent first when both restricted and unrestricted fund balance is available unless there are legal documents or contracts that prohibit this, such as grant agreements that require dollar for dollar spending. Additionally, the Town would first use committed, then assigned, and lastly unassigned amounts when expenditures are made.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**I. Summary of Significant Accounting Policies (continued)**

**E. Financial Statement Accounts (continued)**

**7. Net Position**

In the government wide financial statements, net position represents the difference between assets and liabilities. Net investment in capital assets, consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used for the acquisition, construction or improvement of those assets. Net position is reported as restricted when there are limitations imposed on their use either through the enabling legislation adopted by the Town or through external restrictions imposed by creditors, grantors or laws or regulations of other governments. All other net position is reported as unrestricted.

**F. Use of Estimates**

The preparation of financial statements in conformity with generally accepted accounting principles requires the Town's management to make estimates and assumptions that affect the reported amounts of assets and liabilities, the disclosure of contingent assets and liabilities at the date of the financial statements, and the reported amount of revenues and expenditures or expenses during the reporting period. Actual results could differ from those estimates.

**II. Reconciliation of Government-wide and Fund Financial Statements**

**A. Explanation of certain differences between the governmental fund Balance Sheet and the government-wide Statement of Net Position**

These financial statements include a reconciliation between the total fund balances of all governmental funds as presented on the Governmental Funds Balance Sheet and the net position of governmental activities as reported in the government-wide Statement of Net Position.

**B. Explanation of certain differences between the governmental fund Statement of Revenues and Expenditures and the government-wide Statement of Activities**

Additionally, these financial statements include a reconciliation between the total net change in fund balances of all governmental funds as presented on the Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balances and the change in net position of governmental activities as reported in the government-wide Statement of Activities.

**III. Stewardship, Compliance, and Accountability**

**A. Budgetary Information**

Budgets are adopted on a basis consistent with generally accepted accounting principles. Annual appropriations are adopted for all funds. Expenditures may not legally exceed appropriations at the fund level. All appropriations lapse at year-end.

The Town followed the required timetable noted on the following page in preparing, approving, and enacting its budget for 2024.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**III. Stewardship, Compliance, and Accountability (continued)**

**A. Budgetary Information (continued)**

1. For the 2024 budget year, prior to August 25, 2023, the County Assessor sent to the Town an assessed valuation of all taxable property within the Town's boundaries. The County Assessor may change the assessed valuation on or before December 15, 2023, only once by a single notification to the Town.
2. The Mayor, or other qualified person appointed by the Council, submitted to the Council, on or before October 15, 2023, a recommended budget which detailed the necessary property taxes needed along with other available revenues to meet the Town's operating requirements.
3. Prior to December 15, 2023, a public hearing was held for the budget, the Council certified to the County Commissioners a levy rate that derived the necessary property taxes as computed in the proposed budget, and the Council adopted the proposed budget and an appropriating resolution that legally appropriated expenditures for the upcoming year.
4. After a required publication of "Notice of Proposed Budget", the Town adopted the proposed budget and a resolution that legally appropriated expenditures for the upcoming year.
5. After adoption of the budget resolution, the Town may make the following changes: a) it may transfer appropriated money between funds; b) it may approve supplemental appropriations to the extent of revenues in excess of estimated revenues in the budget; c) it may approve emergency appropriations, and d) it may reduce appropriations for which originally estimated revenues are insufficient.

For the year ended December 31, 2024, the Town's General Fund and Workforce Housing Fund exceeded appropriations by \$23,438,444 and \$90,406 respectively, which may be a violation of State Statutes. In the General Fund, the excess was caused by a year-end recording of contributed capital and outlay for the Town's infrastructure valued at \$24,285,718.

**B. TABOR Amendment**

In November 1992, Colorado voters amended Article X of the Colorado Constitution by adding Section 20; commonly known as the Taxpayer's Bill of Rights ("TABOR"). TABOR contains revenue, spending, tax and debt limitations that apply to the State of Colorado and local governments. TABOR requires, with certain exceptions, advance voter approval for any new tax, tax rate increase, mill levy above that for the prior year, extension of any expiring tax, or tax policy change directly causing a net tax revenue gain to any local government. Any revenues earned in excess of the fiscal year spending limit must be refunded in the next fiscal year unless voters approve retention of such excess revenue.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

**III. Stewardship, Compliance, and Accountability (continued)**

**B. TABOR Amendment (continued)**

Except for refinancing bonded debt at a lower interest rate or adding new employees to existing pension plans, TABOR requires advance voter approval for the creation of any multiple-fiscal year debt or other financial obligation unless adequate present cash reserves are pledged irrevocably and held for payments in all future fiscal years.

TABOR also requires local governments to establish an emergency reserve to be used for declared emergencies only. Emergencies, as defined by TABOR, exclude economic conditions, revenue shortfalls, or salary or fringe benefit increases. The reserve is calculated at 3% of fiscal year spending. Fiscal year spending excludes bonded debt service and enterprise spending. The Town has reserved \$104,000 for TABOR, which is the approximate required reserve at December 31, 2024.

On November 2024, a majority of the Town's electors passed a ballot question, which authorized the Town to "retain and spend the full amount of all revenue collected from all sources, including but not limited to state and private grants and summit county sales tax, commencing in 2025 and each subsequent year, without regard to any state revenue or expenditure limitation including the limitation contained in the Taxpayer's Bill of Rights, Article X, Section 20 of the Colorado Constitution."

The Town's management believes it is in compliance with the financial provisions of TABOR. However, TABOR is complex and subject to interpretation. Many of its provisions, including the interpretation of how to calculate fiscal year spending limits, will require judicial interpretation.

**IV. Detailed Notes on All Funds**

**A. Deposits and Investments**

The Town's deposits are entirely covered by the Federal Deposit Insurance Corporation ("FDIC") or by collateral held under Colorado's Public Deposit Protection Act ("PDPA"). The FDIC insures the first \$250,000 of the Town's deposits at each financial institution. Deposit balances over \$250,000 are collateralized as required by PDPA. The carrying amount of the Town's cash was \$172,888 at year end. The Town had the following cash and investments with the following maturities at December 31, 2024:

			Maturities	
	Standard & Poors rating	Carrying amounts	Less than one year	More than one year
<b>Deposits:</b>				
Checking	Not rated	172,888	172,888	-
<b>Total deposits</b>		172,888	172,888	-
<b>Investments:</b>				
Investment pools	AAAm	1,701,273	1,701,273	-
<b>Total investments</b>		1,701,273	1,701,273	-
<b>Total cash and investments</b>		1,874,161	1,874,161	-

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**IV. Detailed Notes on All Funds (continued)**

**A. Deposits and Investments (continued)**

*Fair Value of Investments*

The Town measures and records its investments using fair value measurement guidelines established by generally accepted accounting principles. These guidelines recognize a three-tiered fair value hierarchy, as follows:

- *Level 1:* Quoted prices for identical investments in active markets;
- *Level 2:* Observable inputs other than quoted market prices; and,
- *Level 3:* Unobservable inputs.

At December 31, 2024, the Town had the following recurring fair value measurements:

<u>Investments Measured at Net Asset Value</u>	
Colotrust	1,701,273

Debt and equity securities classified in Level 1 are valued using prices quoted in active markets for those securities. Debt and equity securities classified in Level 2 are valued using the following approaches:

- U.S. Treasuries, U.S. Agencies, and Commercial Paper: quoted prices for identical securities in markets that are not active;
- Repurchase Agreements, Negotiable Certificates of Deposit, and Collateralized Debt Obligations: matrix pricing based on the securities' relationship to benchmark quoted prices;
- Money Market, Bond, and Equity Mutual Funds: published fair value per share (unit) for each fund.

Debt securities, namely mortgage backed securities classified in Level 3 are valued using an appraisal service.

The Investment Pool represents investments in COLOTRUST. The fair value of the pool is determined by the pool's share price. The Town has no regulatory oversight for the pool.

*Interest Rate Risk* - As a means of limiting its exposure to interest rate risk, the Town coordinates its investment maturities closely to match cash flow needs and restricts the maximum investment term to less than five years from the purchase date.

*Credit Risk* - Colorado statutes specify instruments in which local governments may invest. The Town's general investment policy is to apply the prudent-person rule; Investments are made as a prudent person would be expected to act, with discretion and intelligence, to seek reasonable income, preserve capital, and, in general, avoid speculative investments.

*Concentration of Credit Risk.* The Town diversifies its investments by security type and institution. Financial institutions holding Town funds must provide the Town a copy of the certificate from the Banking Authority that states that the institution is an eligible public depository.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

**IV. Detailed Notes on All Funds (continued)**

**B. Receivables**

Receivables as of year-end for the Town's funds, including applicable allowances for uncollectible accounts, are as follows:

Receivables:	
Sales tax	660,190
Accounts	268,095
Other governments	-
Gross receivables	<u>928,285</u>
Less: allowance for uncollectibles	-
Net receivables	<u><u>928,285</u></u>

**C. Capital Assets**

Capital asset activity for the year ended December 31, 2024 was as follows:

	<u>Beginning Balance</u>	<u>Increases</u>	<u>Decreases</u>	<u>Ending Balance</u>
<b>Governmental activities:</b>				
Capital assets, being depreciated:				
Infrastructure	-	24,285,718	-	24,285,718
Furniture, vehicles and equipment	-	16,288	-	16,288
Total capital assets, being depreciated	<u>-</u>	<u>24,302,006</u>	<u>-</u>	<u>24,302,006</u>
Less accumulated depreciation:				
Infrastructure	-	(404,762)	-	(404,762)
Furniture, vehicles and equipment	-	(1,629)	-	(1,629)
Total accumulated depreciation:	<u>-</u>	<u>(406,391)</u>	<u>-</u>	<u>(406,391)</u>
Total capital assets being depreciated, net	<u>-</u>	<u>23,895,615</u>	<u>-</u>	<u>23,895,615</u>
<b>Governmental activities capital assets, net</b>	<u><u>-</u></u>	<u><u>23,895,615</u></u>	<u><u>-</u></u>	<u><u>23,895,615</u></u>

The Town had capital outlay expenditures and depreciation expense for 2024 as follows:

	<u>Depreciation Expense</u>	<u>Capital Outlay</u>
<b>Governmental activities:</b>		
General government	1,629	24,302,006
Public safety	-	-
Public works	404,762	-
<b>Total</b>	<u><u>406,391</u></u>	<u><u>24,302,006</u></u>

In 2024, the Town recorded capital outlays and a capital contribution of \$24,285,718 for the contribution of its share of road infrastructure within the Town.



**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

**IV. Detailed Notes on All Funds (continued)**

**D. Long-term Liabilities**

**1. Changes in Long-term Liabilities**

Long-term liability activity for the year ended December 31, 2024, was as follows:

	<u>Beginning Balance</u>	<u>Additions</u>	<u>Reductions</u>	<u>Ending Balance</u>	<u>Due Within One Year</u>
<b>Governmental Activities:</b>					
Accrued compensated absences	-	42,249	-	42,249	10,562
<b>Total governmental activities long-term liabilities</b>	<u>-</u>	<u>42,249</u>	<u>-</u>	<u>42,249</u>	<u>10,562</u>

These liabilities are generally liquidated by the General Fund.

**V. Other Information**

**A. Retirement Plan – Deferred Compensation Plan – 457(b)**

The Town participates in the CRA retirement plan created in accordance with Internal Revenue Code Section 457(b) (the “457(b) Plan”), which is a deferred compensation plan. The plan permits employees to defer a portion of their salary until future years. All contributions to the 457(b) Plan and all income attributable to those amounts are to be held in a trust for the exclusive benefit of the plan participants and their beneficiaries. Plan investment purchases are determined by the plan participants and therefore, the plan’s investment concentration varies between participants. The Town has no liability for losses under the plan but does have the duty of due care that would be required of an ordinary prudent investor. The Town is neither the trustee nor the administrator for the plan. The seven-member governing board of the CRA makes all necessary rules and is responsible for the administration of the funds in the 457(b) Plan. Benefits payable at retirement, death, termination, or other unforeseen circumstances are based on the accumulated account balance of each employee. The Town matches up to 3% of the employee’s salary.

During the year ended December 31, 2024, there was \$6,573 in matched contributions remitted to the trustee on their behalf.

**B. 401(a) Money Purchase Plan and Trust**

The Town provides a Defined Contribution Plan (401 Plan) under Section 401(a) of the Internal Revenue Code. The 401 Plan is administered by CRA.

The 401 Plan is available to all full time employees of the Town. Under the 401 Plan, the Town contributes 8% of each full time and salaried employee’s gross salary on a monthly basis. Employees contribute a mandatory contribution of 3% of gross salary. The Town’s contributions are immediately vested upon plan participation.

In accordance with Internal Revenue Code Section 401(a), all plan assets and income are held in trust for the exclusive benefit of the participants and their beneficiaries. During the year ended December 31, 2024, the Town remitted \$36,345 in benefits to the Trustee, which represents its cost and required contribution. No part of the corpus or income of the Trust shall revert to the Employer or be used for or diverted to purposes other than the exclusive benefit of Participants and their beneficiaries. The Town has no liability for losses under the 401(a) Money Purchase Plan. Accordingly, it is not a part of the Town’s financial statements.



**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**V. Other Information (continued)**

**C. Risk Management**

**1. Colorado Intergovernmental Risk Sharing Agency**

The Town is exposed to various risks of loss related to workers compensation, general liability, unemployment, torts, theft of, damage to, and destruction of assets, and errors and omissions. To address such risks, the Town is a participant in a public entity risk pool administered by the Colorado Intergovernmental Risk Sharing Agency (CIRSA).

CIRSA's operations are funded by contributions from member governments. Coverage is provided in the amount of \$500,000 per claim or occurrence for property, \$100,000 per claim/annual aggregate public relations and security breach, \$1,000,000 per claim or occurrence for liability, \$1,000,000 for public officials' liability, \$500,000 each claim/annual aggregate security and privacy liability, and \$150,000 per claim or occurrence for crime. CIRSA has also acquired additional excess coverage from outside sources.

While the Town may be liable for any losses in excess of this coverage, the Town does not anticipate such losses at December 31, 2024. The deductible amount paid by the Town for each incident in 2024 was \$1,000. All settlements for the year-ended December 31, 2024 were under the maximum coverage allowed.

Surpluses or deficits realized by CIRSA for any given year are subject to change for such reasons as interest earnings on invested amounts for those years and funds, re-estimation of losses for those years and funds, and credits or distributions from surplus for those years and funds.

CIRSA's combined financial information for the year ended December 31, 2024, is summarized as follows:

**Assets:**

Cash and investments	98,496,751
Other assets	6,370,143
<b>Total assets</b>	<u>104,866,894</u>

<b>Total liabilities</b>	<u>67,056,273</u>
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<b>Net position</b>	<u>37,810,621</u>
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Total contributions and other revenues	55,696,415
Total expenses and distributions	(51,954,991)
<b>Change in net position</b>	<u>3,741,424</u>

A copy of CIRSA's audit report can be obtained by writing to CIRSA, 3665 Cherry Creek North Drive, Denver, CO 80209, or by calling (800)-228-7136.

**Town of Keystone, Colorado**  
**Notes to the Financial Statements**  
**December 31, 2024**  
**(continued)**

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**V. Other Information (continued)**

**C. Risk Management (continued)**

**2. Workers' Compensation**

The Town is exposed to various risks of loss related to workers' compensation. The Town has acquired commercial coverage for this risk and any settled claims are not expected to exceed the commercial insurance coverage. There is no change in coverage from past years, and settlements have not exceeded coverage for each of the past three fiscal years.

**D. Commitments and Contingencies**

During the normal course of business, the Town may incur claims and other assertions against it from various agencies and individuals. Management of the Town and their legal representatives are not aware of any claims or assertions that would affect the fairness of the presentation of the financial statements at December 31, 2024.

## **REQUIRED SUPPLEMENTARY INFORMATION**

**Town of Keystone**  
**Schedule of Revenues, Expenditures and Changes in Fund Balance**  
**Budget and Actual - General Fund**  
**For the Year Ended December 31, 2024**

	<b>Original and Final Budget</b>	<b>Actual</b>	<b>Final Budget Variance Positive (Negative)</b>
<b>Revenues:</b>			
<b>Taxes:</b>			
Specific ownership taxes	35,318	130	(35,188)
General sales taxes	2,614,224	2,682,678	68,454
Selective use taxes:			
Cigarette taxes	64,720	8,815	(55,905)
<b>Total - Taxes</b>	<u>2,714,262</u>	<u>2,691,623</u>	<u>(22,639)</u>
<b>Intergovernmental:</b>			
Road and bridge mill levy	91,684	80,122	(11,562)
Highway users taxes	48,627	-	(48,627)
Grants, other	-	80,513	80,513
<b>Total - Intergovernmental</b>	<u>140,311</u>	<u>160,635</u>	<u>20,324</u>
<b>Licenses and permits:</b>			
Building permits	203,203	62,085	(141,118)
Business and lodging tax licenses	541,732	519,389	(22,343)
<b>Total - Licenses and permits</b>	<u>744,935</u>	<u>581,474</u>	<u>(163,461)</u>
<b>Miscellaneous revenues:</b>			
Interest	-	17,527	17,527
Other	-	85	85
<b>Total - Miscellaneous revenues</b>	<u>-</u>	<u>17,612</u>	<u>17,612</u>
<b>Total Revenues</b>	<u>3,599,508</u>	<u>3,451,344</u>	<u>(148,164)</u>

**Town of Keystone**  
**Schedule of Revenues, Expenditures and Changes in Fund Balance**  
**Budget and Actual - General Fund**  
**For the Year Ended December 31, 2024**  
**(continued)**

	<b>Original and Final Budget</b>	<b>Actual</b>	<b>Final Budget Variance Positive (Negative)</b>
<b>Expenditures:</b>			
<b>General government:</b>			
Employee benefits and taxes	188,759	129,496	59,263
General expenditures	179,997	137,327	42,670
Mayor and Town Council	51,026	52,163	(1,137)
Administrative services	764,197	652,528	111,669
Community development	389,960	156,992	232,968
Capital outlay	781,400	24,460,433	(23,679,033)
<b>Total - General government</b>	<u>2,355,339</u>	<u>25,588,939</u>	<u>(23,233,600)</u>
<b>Public safety:</b>			
Public safety	-	137,618	(137,618)
<b>Total - Public safety</b>	<u>-</u>	<u>137,618</u>	<u>(137,618)</u>
<b>Public works:</b>			
Public works	60,017	35,902	24,115
Road maintenance and snow plowing	-	31,713	(31,713)
<b>Total - Public works</b>	<u>60,017</u>	<u>67,615</u>	<u>(7,598)</u>
 <b>Total Expenditures</b>	 <u>2,415,356</u>	 <u>25,794,172</u>	 <u>(23,378,816)</u>
 <b>Excess (Deficiency) of Revenues     Over Expenditures</b>	 1,184,152	 (22,342,828)	 (23,526,980)
 <b>Other Financing Sources (Uses):</b>			
Sales tax advance	-	1,400,000	1,400,000
Sales tax repayment	-	(1,400,000)	(1,400,000)
Contributed capital	-	24,285,718	24,285,718
Transfers in	900,000	-	900,000
Transfers out	(900,000)	-	(900,000)
<b>Total Other Financing Sources (Uses)</b>	<u>-</u>	<u>24,285,718</u>	<u>24,285,718</u>
 <b>Net Change in Fund Balance</b>	 1,184,152	 1,942,890	 758,738
 <b>Fund Balance - Beginning</b>	 <u>-</u>	 <u>-</u>	 <u>-</u>
 <b>Fund Balance - Ending</b>	 <u>1,184,152</u>	 <u>1,942,890</u>	 <u>758,738</u>

**Town of Keystone**  
**Schedule of Revenues, Expenditures and Changes in Fund Balance**  
**Budget and Actual - Conservation Trust Fund**  
**For the Year Ended December 31, 2024**

	<u>Original and Final Budget</u>	<u>Actual</u>	<u>Budget Variance Positive (Negative)</u>
<b>Revenues:</b>			
Intergovernmental: State lottery revenue	12,920	-	(12,920)
<b>Total Revenues</b>	<u>12,920</u>	<u>-</u>	<u>(12,920)</u>
<b>Expenditures:</b>			
Capital improvements	-	-	-
<b>Total Expenditures</b>	<u>-</u>	<u>-</u>	<u>-</u>
<b>Excess (Deficiency) of Revenues Over Expenditures</b>	<u>12,920</u>	<u>-</u>	<u>(12,920)</u>
<b>Fund Balance - Beginning</b>	<u>-</u>	<u>-</u>	<u>-</u>
<b>Fund Balance - Ending</b>	<u><u>12,920</u></u>	<u><u>-</u></u>	<u><u>(12,920)</u></u>

**Town of Keystone**  
**Schedule of Revenues, Expenditures and Changes in Fund Balance**  
**Budget and Actual - Workforce Housing Fund**  
**For the Year Ended December 31, 2024**

	<u>Original and Final Budget</u>	<u>Actual</u>	<u>Budget Variance Positive (Negative)</u>
<b>Revenues:</b>			
General sales tax	788,210	864,848	76,638
Interest	-	3,344	3,344
<b>Total Revenues</b>	<u>788,210</u>	<u>868,192</u>	<u>79,982</u>
<b>Expenditures:</b>			
Housing authority fees	52,064	52,470	(406)
Contribution to SCHAs office	-	90,000	(90,000)
<b>Total Expenditures</b>	<u>52,064</u>	<u>142,470</u>	<u>(90,406)</u>
<b>Excess (Deficiency) of Revenues Over Expenditures</b>	<u>736,146</u>	<u>725,722</u>	<u>(10,424)</u>
<b>Fund Balance - Beginning</b>	<u>-</u>	<u>-</u>	<u>-</u>
<b>Fund Balance - Ending</b>	<u><u>736,146</u></u>	<u><u>725,722</u></u>	<u><u>(10,424)</u></u>

## **SUPPLEMENTARY INFORMATION**



<b>LOCAL HIGHWAY FINANCE REPORT</b>		STATE: <b>COLORADO</b>
		YEAR ENDING (mm/yy): <b>12/2024</b>
This Information From The Records Of: <b>Town of Keystone</b>		Prepared By: <b>Heikela Fawkes, Finance Director</b>

**I. DISPOSITION OF HIGHWAY-USER REVENUES AVAILABLE FOR LOCAL GOVERNMENT EXPENDITURE**

ITEM	A. Local Motor-Fuel Taxes	B. Local Motor-Vehicle Taxes	C. Receipts from State Highway-User Taxes	D. Receipts from Federal Highway Administration
1. Total receipts available				
2. Minus amount used for collection expenses				
3. Minus amount used for nonhighway purposes				
4. Minus amount used for mass transit				
5. Remainder used for highway purposes				

**II. RECEIPTS FOR ROAD AND STREET PURPOSES****III. EXPENDITURES FOR ROAD AND STREET PURPOSES**

ITEM	AMOUNT	ITEM	AMOUNT
<b>A. Receipts from local sources:</b>		<b>A. Local highway expenditures:</b>	
1. Local highway-user taxes		1. Capital outlay (from page 2)	\$ 4,267.06
a. Motor Fuel (from Item I.A.5.)		2. Maintenance:	\$ 9,202.00
b. Motor Vehicle (from Item I.B.5.)		3. Road and street services:	
c. Total (a.+b.)		a. Traffic control operations	\$ -
2. General fund appropriations	\$ 660,000.00	b. Snow and ice removal	\$ 22,511.00
3. Other local imposts (from page 2)	\$ 2,682,678.00	c. Other	\$ -
4. Miscellaneous local receipts (from page 2)	\$ -	d. Total (a. through c.)	\$ 22,511.00
5. Transfers from toll facilities	\$ -	4. General administration & miscellaneous	\$ -
6. Proceeds of sale of bonds and notes:		5. Highway law enforcement and safety	137,618.00
a. Bonds - Original Issues	\$ -	6. Total (1 through 5)	\$ 173,598.06
b. Bonds - Refunding Issues	\$ -	<b>B. Debt service on local obligations:</b>	
c. Notes	\$ -	1. Bonds:	
d. Total (a. + b. + c.)	\$ -	a. Interest	\$ -
7. Total (1 through 6)	\$ 3,342,678.00	b. Redemption	\$ -
<b>B. Private Contributions</b>	\$ -	c. Total (a. + b.)	\$ -
<b>C. Receipts from State government</b>		2. Notes:	
(from page 2)	\$ -	a. Interest	\$ -
<b>D. Receipts from Federal Government</b>		b. Redemption	\$ -
(from page 2)	\$ -	c. Total (a. + b.)	\$ -
<b>E. Total receipts (A.7 + B + C + D)</b>	\$ 3,342,678.00	3. Total (1.c + 2.c)	\$ -
		<b>C. Payments to State for highways</b>	\$ -
		<b>D. Payments to toll facilities</b>	\$ -
		<b>E. Total expenditures (A.6 + B.3 + C + D)</b>	\$ 173,598.06

**IV. LOCAL HIGHWAY DEBT STATUS**

(Show all entries at par)

	Opening Debt	Amount Issued	Redemptions	Closing Debt
<b>A. Bonds (Total)</b>				\$ -
1. Bonds (Refunding Portion)	\$ -	\$ -	\$ -	\$ -
<b>B. Notes (Total)</b>				\$ -

**V. LOCAL ROAD AND STREET FUND BALANCE (RECEIPTS AND DISBURSEMENTS ONLY)**

	A. Beginning Balance	B. Total Receipts	C. Total Disbursements	D. Ending Balance	E. Reconciliation
	\$ -	\$ 3,342,678.00	\$ 173,598.06	\$ 3,169,079.94	\$ -

Notes and Comments:

LOCAL HIGHWAY FINANCE REPORT		STATE: COLORADO	
		YEAR ENDING (mm/yy): 12/2024	

II. RECEIPTS FOR ROAD AND STREET PURPOSES - DETAIL			
ITEM	AMOUNT	ITEM	AMOUNT
<b>A.3. Other local imposts:</b>		<b>A.4. Miscellaneous local receipts:</b>	
a. Property Taxes and Assessments	\$ -	a. Interest on investments	0.00
b. Other local imposts:		b. Traffic Fines & Penalties	\$ -
1. Sales Taxes	2,682,678.00	c. Parking Garage Fees	\$ -
2. Infrastructure & Impact Fees	\$ -	d. Parking Meter Fees	\$ -
3. Liens	\$ -	e. Sale of Surplus Property	\$ -
4. Licenses	\$ -	f. Charges for Services	\$ -
5. Specific Ownership &/or Other	\$ -	g. Other Misc. Receipts	\$ -
6. Total (1. through 5.)	\$ 2,682,678.00	h. Other	\$ -
c. Total (a. + b.)	\$ 2,682,678.00	i. Total (a. through h.)	\$ -
(Carry forward to page 1)		(Carry forward to page 1)	
ITEM	AMOUNT	ITEM	AMOUNT
<b>C. Receipts from State Government</b>		<b>D. Receipts from Federal Government</b>	
1. Highway-user taxes (from Item I.C.5.)		1. FHWA (from Item I.D.5.)	
2. State general funds		2. Other Federal agencies:	
3. Other State funds:		a. Forest Service	\$ -
a. State bond proceeds		b. FEMA	\$ -
b. Project Match	\$ -	c. HUD	\$ -
c. Motor Vehicle Registrations	\$ -	d. Federal Transit Administration	\$ -
d. DOLA Grant	\$ -	e. U.S. Corps of Engineers	\$ -
e. Other	\$ -	f. Other Federal ARPA	\$ -
f. Total (a. through e.)	\$ -	g. Total (a. through f.)	\$ -
4. Total (1. + 2. + 3.f)	\$ -	3. Total (1. + 2.g)	\$ -
(Carry forward to page 1)		(Carry forward to page 1)	

III. EXPENDITURES FOR ROAD AND STREET PURPOSES - DETAIL			
	ON NATIONAL HIGHWAY SYSTEM (a)	OFF NATIONAL HIGHWAY SYSTEM (b)	TOTAL (c)
<b>A.1. Capital outlay:</b>			
a. Right-Of-Way Costs	\$ -	\$ -	\$ -
b. Engineering Costs	\$ -	\$ 4,267.06	\$ 4,267.06
c. Construction:			
(1). New Facilities	\$ -	\$ -	\$ -
(2). Capacity Improvements	\$ -	\$ -	\$ -
(3). System Preservation	\$ -	\$ -	\$ -
(4). System Enhancement And Operation	\$ -	\$ -	\$ -
(5). Total Construction (1)+(2)+(3)+(4)	\$ -	\$ -	\$ -
d. Total Capital Outlay (Lines 1.a. + 1.b. + 1.c.4)	\$ -	\$ 4,267.06	\$ 4,267.06
(Carry forward to page 1)			
Notes and Comments:			

# TOWN OF KEYSTONE, COLORADO

## STAFF REPORT

TO: Mayor & Town Councilmembers  
THROUGH: John Crone, Town Manager  
FROM: Heikela Fawkes, Finance Director  
DATE: August 12, 2025  
SUBJECT: Capitalization and Depreciation Policy Adoption

---

**Executive Summary:** The attached Capitalization and Depreciation Policy establishes consistent guidelines for accounting for the Town's capital assets in compliance with Generally Accepted Accounting Principles (GAAP), Governmental Accounting Standards Board (GASB) pronouncements, and best practices recommended by GFOA, CML, and CGFOA. The policy sets capitalization thresholds, depreciation methods, useful lives, and reporting standards necessary for accurate financial reporting and audit compliance

**Background:** As a newly incorporated municipality, the Town of Keystone must formalize core financial policies to support effective asset management and reporting. This policy is designed to define when purchases should be capitalized, how they are depreciated, and how assets are inventoried, maintained, and reported. It incorporates GASB Statements 34, 87, and 96 and aligns with state and professional guidance.

### **Alternatives:**

1. Approve the policy as presented.
2. Approve the policy with modifications.
3. Do not adopt a policy at this time.

**Financial Considerations:** Adopting this policy will not have a direct budgetary impact but will significantly improve long-term financial controls, asset accountability,

and audit readiness. It provides a consistent framework to distinguish capital expenditures from operating expenses.

**Previous Council Actions:** This is the first formal presentation of the Capitalization and Depreciation Policy for adoption.

**Next Steps:** Upon approval, the policy will be incorporated into the Town's financial procedures. Finance will begin implementing fixed asset tracking and depreciation schedules in accordance with the policy.

**Suggested Motions:**

I move to adopt the Capitalization and Depreciation Policy as presented.

Alternative Motion (if amendments are made): I move to adopt the Capitalization and Depreciation Policy with the following changes: (specify amendments).

**Attachment:** Capitalization and Depreciation Policy – Draft

**TOWN OF KEYSTONE**  
**Summit County, Colorado**

**RESOLUTION 2025-XX**

**A RESOLUTION OF TOWN COUNCIL OF THE TOWN OF KEYSTONE, COLORADO,  
A RESOLUTION**

WHEREAS, the Town of Keystone ("Town") is a home rule municipality governed by the Keystone Home Rule Charter; and

WHEREAS, the Town Council recognizes the need for clear and consistent financial policies to ensure proper stewardship of public resources;

WHEREAS, Governmental Accounting Standards Board (GASB) pronouncements and best practices from the Government Finance Officers Association (GFOA), Colorado Municipal League (CML), and Colorado Government Finance Officers Association (CGFOA) recommend adoption of formal asset capitalization and depreciation policies;

WHEREAS, the Finance Director has prepared and presented a Capitalization and Depreciation Policy for the Town Council's consideration that meets these standards and supports accurate financial reporting, compliance, and asset management;

**Now, Therefore, be it Resolved by the Town Council of the Town of Keystone, Colorado, that:**

Section 1. The Capitalization and Depreciation Policy, attached hereto and incorporated herein by this reference, is hereby adopted by the Town Council of the Town of Keystone.

Section 2. . Town staff are directed to implement the policy and ensure its integration into the Town's financial procedures and internal controls.

Section 3. Effective Date. This Resolution shall take effect upon its approval by the Town Council.

**ADOPTED** by a vote of \_ in favor and \_ against, this \_\_ day of \_\_\_\_\_ 2025.

By: \_\_\_\_\_  
Kenneth D. Riley, Mayor

ATTEST:

Approved as to Form:

By: \_\_\_\_\_  
Town Clerk

By: \_\_\_\_\_  
Town Attorney

# Town of Keystone

## Capitalization and Depreciation Policy

- I. **PURPOSE OF POLICY:** The purpose of this policy is to establish a uniform framework for capitalizing and depreciating capital assets in accordance with Generally Accepted Accounting Principles (GAAP), the Governmental Accounting Standards Board (GASB), and best practices as recommended by the Government Finance Officers Association (GFOA), Colorado Municipal League (CML), and Colorado Government Finance Officers Association (CGFOA). This ensures accurate financial reporting, effective asset management, and audit compliance
- II. **SCOPE:**

This policy applies to all departments and funds of the Town of Keystone, including governmental and proprietary (enterprise or internal service) funds. It covers the acquisition, capitalization, depreciation, inventory, and disposal of capital assets.
- III. **DEFINITIONS:**

For the purpose of this Policy:

**Capital Asset**

A tangible or intangible asset used in operations with an initial useful life of more than one year and a value above the Town's capitalization threshold.

**Capitalization Threshold**

The minimum dollar amount at which an asset is recorded as a capital asset in the Town's accounting records.

**Depreciation**

The systematic allocation of the cost of a capital asset over its estimated useful life.

**Useful Life**

The period over which a capital asset is expected to be used in operations, as determined by its physical life, legal or contractual limits, and technological obsolescence.

**Book Value**

The original cost of a capital asset minus accumulated depreciation.

**Straight-Line Depreciation**

A method of depreciation where the cost of the asset is expensed evenly over its useful life.

**Salvage Value**

The estimated value of an asset at the end of its useful life. Keystone assumes salvage value is zero unless otherwise justified.

**Infrastructure**

Long-lived capital assets that are normally stationary and can be preserved for significantly more years than most capital assets. Examples include roads, bridges, sidewalks, stormwater systems, and trails.

**Building Improvements**

Capital outlays that materially extend the useful life or increase the value of a building, as opposed to routine maintenance which is expensed.

**Construction in Progress (CIP)**

Costs incurred for construction projects that are not yet completed or placed in service. CIP is not depreciated until the project is completed.

**Lease Asset**

A right-to-use capital asset recognized under GASB 87 for leases that meet certain criteria. Lease assets are amortized over the term of the lease.

**Donated Asset**

An asset received by the Town without cost. Donated assets are recorded at their estimated fair market value at the time of acquisition.

**Fixed Asset Register**

The Town's official record of capital assets, including acquisition cost, useful life, depreciation, location, and disposal information.



#### IV. POLICY:

##### Capitalization Thresholds

Capital assets are defined as tangible or intangible assets with a useful life of at least one year. Assets will be capitalized if they meet or exceed the following thresholds:

Asset Category	Capitalization Threshold
Land	Capitalize all
Buildings	\$50,000
Building Improvements	\$25,000
Infrastructure	\$100,000
Machinery & Equipment	\$10,000
Vehicles	\$10,000
Computer Hardware	\$10,000
Software (internally developed or purchased)	\$25,000
Lease Assets (GASB 87)	Per lease standard
Intangible Assets	\$25,000

Assets below the thresholds are expensed in the year of acquisition.

##### Depreciation

All depreciable capital assets will be depreciated using the straight-line method over the following standard estimated useful lives, with no salvage value unless documented otherwise:

Asset Category	Useful Life (Years)
Buildings	25–50
Building Improvements	10–30
Infrastructure	20–50
Machinery & Equipment	5–15
Vehicles	5–10
Computer Hardware	3–5
Software	5–10
Lease Assets (GASB 87)	Term of Lease

Land and construction in progress are not depreciated.

##### Capital Asset Categories

Assets shall be recorded under the following categories:

Land: Real property owned by the Town; non-depreciable.

Buildings and Improvements: Structures and renovations that extend useful life.

Infrastructure: Roads, sidewalks, stormwater systems, etc.

Machinery and Equipment: Tools, furnishings, and equipment used in operations.

Vehicles: Autos, trucks, snowplows, etc.

Software/Intangibles: Licenses, internally developed systems.

Lease Assets: Right-of-use assets under GASB 87.

Construction in Progress: Costs incurred on assets not yet placed in service.

Donated assets are recorded at fair market value at the time of donation.

### **Timing of Capitalization**

Assets are capitalized and depreciated beginning in the month placed into service, not at the time of purchase or payment.

### **Improvements vs. Repairs**

Capitalized Improvements: Expenditures that extend the asset's useful life, increase capacity, or significantly enhance value.

Expensed Repairs/Maintenance: Routine or recurring costs to maintain current service level.

### **Asset Management & Inventory**

The Finance Department will maintain a fixed asset register. Departments are responsible for:

- Notifying Finance of new acquisitions, transfers, or disposals
- Participating in biennial physical inventory

### **Disposals and Write-offs**

Departments must submit documentation to Finance for approval of asset disposals. Disposed assets will be removed from the asset register, and any gain/loss will be recorded in accordance with GASB standards.

### **Reporting and Compliance**

This policy ensures compliance with:

GASB 34: Basic Financial Statements for State and Local Governments

GASB 87: Leases

GASB 96: Subscription-Based IT Arrangements

GFOA Best Practices: Capital Asset Accounting and Control

CML/CGFOA Guidelines: Small and Mid-Size Government Financial Operations

Annual financial reports shall include disclosures on capital asset activity and depreciation schedules.

Review Cycle: This policy will be reviewed at least once every year, or upon adoption of new GASB standards.

**V. APPROVAL:**

This Policy was approved by Town Council through Resolution No. \_\_\_\_\_.

# TOWN OF KEYSTONE, COLORADO

## STAFF REPORT

TO: Mayor & Town Councilmembers  
THROUGH: John Crone, Town Manager  
Lindsay Hirsh, Community Development Director  
FROM: Jennifer Madsen, Town Attorney  
DATE: August 12, 2025  
SUBJECT: Proposed Regulations on Natural Medicine Uses

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### **Executive Summary:**

An overview of Colorado's new natural medicine landscape was provided to Council at the [October 22 work session](#). At that meeting, Staff discussed with Council the option of a moratorium on natural medicine uses. Town Council approved Ordinance 2024-O-15 to implement a moratorium on the operation of natural medicine businesses, uses, and services until February 1, 2026. This work session is to discuss proposed natural medicine regulations.

### **Background:**

In 2022, Colorado voters approved the [Natural Medicine Health Act](#) (the "NMHA") through a statewide ballot measure ([Proposition 122](#)). The NMHA decriminalized the personal use, possession and growth of certain natural medicines, such as psilocybin and psilocin, for individuals over the age of 21. The NMHA also established a regulating framework for the use of these substances in therapeutic settings, including the creation of licensed healing centers where natural medicines can be administered under the supervision of trained facilitators. State decriminalization and legalization of natural medicine is a recent development. In November 2020, Oregon voters passed ballot measure 109 and Oregon became the first state to create a state-legal, regulated market for psychedelic psilocybin products. Colorado became the second state when voters approved of the decriminalization in November 2022.

The first phase of Colorado's legalization and licensing regime focuses on psilocybin, a naturally occurring psychedelic compound found in more than 200 species of mushrooms that grow naturally around the world. Other substances related to mushrooms and in the state definition of natural medicine will be the focus of future roll out of licensing and state regulations in coming years.

**Licensing requirements:** The NMHA, as amended in 2023 by SB-23-290, creates occupational licensing requirements for facilitators that are to be administered by the Colorado Department of Regulatory Agencies (DORA) (such as requirements for training and experience) and business licensing requirements for healing centers, products manufacturers, cultivation faculties, and testing facilities that are to be administered by the Colorado Department of Revenue (DOR Natural Medicine Division).

What follows is an overview of the state regulations on operating requirements for the natural medicine businesses:

### **Facility Security and Access**

- All business operations must occur within licensed, secure, enclosed facilities.
- Access to restricted areas (where cultivation, testing, manufacturing, or storage occurs) is limited to licensed personnel.
- Security plans must include video surveillance, secure storage of natural medicine, and restricted public access.

### **General Sanitary Standards and Hygiene**

Natural Medicine Businesses must:

- Exclude ill individuals (those with open wounds, infections, or microbial contamination) from operations involving direct contact with products.
- Require all employees working with natural medicine to maintain personal cleanliness and handwashing before and during duties.

- Maintain clean, sanitary floors, walls, ceilings, and provide adequate lighting in processing and storage areas.

## **Facility and Contamination Controls**

Facilities must:

- Be protected against pests, odors, and microbial growth.
- Store materials and products to prevent growth of undesirable microorganisms.
- Handle toxic cleaning chemicals in accordance with local, state, and federal safety laws, with all Safety Data Sheets (SDS) maintained on-site.

## **Handwashing, Toilets, and Water Supply**

Facilities must have:

- At least one toilet and hand-washing station, with hot water, soap, and drying supplies.
- Sanitized restroom facilities on a regular schedule.
- Potable drinking water for employees and participants.

## **Fire, Building & Local Health Inspections**

Natural Medicine Businesses are subject to:

- Fire safety, building, and zoning inspections by local authorities.
- These inspections may impose additional requirements (e.g., installation of fire suppression systems or verification of compliance with time/place/manner regulations).

## **Operations and Environmental Standards**

- Outdoor cultivation or clinical sessions are prohibited unless specifically approved (e.g., secured outdoor administration areas).
- Businesses must include Environmental, Social, and Governance (ESG) plans, with specific goals such as:
  - Sustainable practices (e.g., renewable energy, recyclable materials)
  - Social impact goals (e.g., inclusive hiring, community benefit sharing)

- Public transparency (e.g., publishing ESG plans online)

### **Licensing, Zoning, and Local Control**

- Licensees must comply with local zoning and land use laws.
- Local governments may regulate the time, place, and manner of business operations but may not ban them outright.
- Premises cannot be shared with other regulated substances (e.g., marijuana), with limited exceptions.

### **Staffing and Background Checks**

- Natural Medicine Handler Licenses are required for anyone handling or accessing regulated medicine.
- All personnel must pass criminal background checks and be 21 years or older.
- Certain felony convictions and past regulatory violations may disqualify applicants.

### **Taxes, Fees, and Recordkeeping**

- All taxes must be current; failure to file or pay taxes can result in denial or revocation of licenses.
- All changes in ownership, location, or business status require prior approval and proper filing.
- Licensees must keep detailed records of financial interests, visitor logs, operations, and security data.

### **Inspections and Enforcement**

- The State Licensing Authority may conduct random inspections and require compliance documentation at any time.
- Noncompliance can result in warnings, license suspension or revocation, and administrative sanctions.

## **Complaints and Community Impact**

- Businesses must report adverse health events and may be required to respond to public health orders.
- Law enforcement retains full authority to investigate unlawful conduct despite state licensure.

**Local government role:** As discussed on October 22, 2024, the NMHA provides that local governments may not prohibit the provision of “natural medicine services” within their jurisdiction when conducted by a state-licensed facilitator as defined by state law. A local jurisdiction may also not prohibit the establishment or operation of state-licensed natural medicine businesses (such as hearing centers) within the jurisdiction.

However, local governments retain authority to enact reasonable regulations regarding the time, place, and manner of the operation of such businesses. These regulations must not constitute a de facto ban or undermine access to services permitted under state law.

The State of Colorado, through the Department of Revenue’s Natural Medicine Division, anticipates began accepting applications for natural medicine businesses in the first quarter of 2025.

**Proposed regulations on Natural Medicine uses:** The proposed regulations are reasonable time, place, and manner regulations and establish a local regulatory framework for natural medicine businesses and personal use cultivation in the Town, consistent with the Town’s zoning authority and Colorado state law.

1. **Proposed New Use Definitions:** The recommendation is to add the following use definitions to the Land Use Code:

*Natural Medicine* has the same meaning as in Section 44-50-103(13), C.R.S. [Currently, defined as psilocybin and psilocin. As of June 1, 2026, it may include dimethyltryptamine, ibogaine, or mescaline.]



*Natural Medicine Business* means any of the following entities licensed under the Natural Medicine State Licensing Authority and includes a Natural Medicine Healing Center, a Natural Medicine Cultivation Facility, a Natural Medicine Products Manufacturer, a Natural Medicine Testing Facility, or another licensed entity created by the Natural Medicine State Licensing Authority.

*Natural Medicine Cultivation Facility* means a facility that is licensed by the Natural Medicine State Licensing Authority where regulated Natural Medicine is grown, harvested, and prepared in order to be transferred and distributed to either a Healing Center, Facilitator, a Natural Medicine Products Manufacturer, or to another Natural Medicine Cultivation Facility.

*Natural Medicine Healing Center* means a facility licensed by the Natural Medicine State Licensing Authority that permits a facilitator, as defined by the Natural Medicine Code, to provide and supervise natural medicine services for a participant, as defined by the Natural Medicine Code.

*Natural Medicine Products Manufacturer* means a facility that is licensed to manufacture regulated natural medicine products for transfer to a Healing Center, Facilitator, or to another Natural Medicine Products Manufacturer pursuant to the terms and conditions of the Natural Medicine State Licensing Authority.

*Natural Medicine Testing Facility* means a facility that is licensed by the Natural Medicine State Licensing Authority to perform testing and research on Natural Medicine and Natural Medicine Product.

2. **Zoning and Permitted Use Areas:** The proposal is to amend the Town Land Use Code to allow natural medicine businesses and uses in the Highway Business, B-1 zone district. The parcels in the B-1 zone district are located along Highway 6. The [zoning map](#) shows the location of these B-1.

The proposal is to allow these uses as uses by right within designated zone districts. This approach is based on the fact that natural medicine businesses are subject to extensive state regulation.

**3. Operational Restrictions:**

- All business operations must occur within a fully enclosed, permitted principal building.
- All such uses shall not cause odors, smoke, heat, glare or light that is detectable to a person of normal senses beyond the property line of the property upon which the use is being conducted, or in an adjacent unit or public area.
- Outdoor operations, including cultivation or clinical sessions, are prohibited.
- Personal cultivation must occur in enclosed, locked spaces and not be visible or detectable from outside the property.

**4. State Compliance:** All natural medicine businesses must be licensed by the State of Colorado and comply with state regulatory standards.

**Alternatives:**

Town Council may provide alternative direction on natural medicine regulations.

**Next steps:**

Staff will draft an ordinance based on Council direction. The ordinance will be presented to the Planning & Zoning Commission for consideration and recommendation and then Town Council will consider the draft ordinance.