

Greeley City Council Agenda

Work Session

Tuesday, April 8, 2025 at 6:00 PM

City Council Chambers at City Center South
1001 11th Avenue, Greeley, CO 80631

NOTICE:

City Council Meetings are held on the 2nd and 4th Tuesdays of each month in the City Council Chambers. Meetings are conducted in a hybrid format, with a Zoom webinar in addition to the in-person meeting in Council Chambers.

City Council members may participate in this meeting via electronic means pursuant to their adopted policies and protocol.

Members of the public are also invited to view Council work sessions in person or remotely. **Work sessions are intended for discussion and an overview of key topics to inform future decision-making. While no formal action will be taken, we appreciate public interest; however, participation (virtually or in-person) is not part of the work session format. Public comments are made during City Council meetings.**

Watch Meetings:

Meetings are open to the public and can be attended in person by anyone.

Meetings are livestreamed on the City's Meeting Portal <https://greeleyco.portal.civicclerk.com/>.

For more information about this meeting, to request reasonable accommodations for accessibility purposes in an alternative format, or for meeting agendas, minutes, and archived videos, please contact the City Clerk's Office at cityclerks@greeleygov.com or 970-350-9740.



Mayor

John Gates

Councilmembers

Tommy Butler - Ward I

Deb DeBoutez - Ward II

Johnny Olson - Ward III

Dale Hall - Ward IV

Brett Payton - At-Large

Melissa McDonald - At-Large



**City Council
Work Session Agenda**

**Tuesday, April 8, 2025 at 6:00 PM
City Council Chambers at City Center South
1001 11th Avenue, Greeley, CO 80631**

1. Call to Order
2. Pledge of Allegiance
3. Roll Call
4. Reports from Mayor and Councilmembers
5. Major Project Review
6. 2025 Ballot Measure Planning
7. Development Review Process Overview
8. Overview of the Pre-Development Services and Financing Agreement for the West Greeley project
9. Motion to go into Executive Session to receive legal advice and to instruct negotiators regarding development terms outlined in the Pre-Development Services Agreement for the West Greeley Project
10. Scheduling of Meetings, Other Events
11. Adjournment



Work Session Agenda Summary

Item: 4.

Title:

Reports from Mayor and Councilmembers

Background:

Board/Committee	Meeting Day/Time	Assignment
Airport Authority	3 rd Thu, 3:30 p.m.	Payton/Gates
Board/Commission Interviews (Team of 2)	monthly as needed	Council Rotation
CML Executive Board Opportunity	as needed	Hall
CML Other Opportunities	as available/desired	
CML Policy Committee (Council or Staff)	as needed	Hall/Lee Gates alternate
Downtown Development Authority	3 rd Thu, 7:30 a.m.	Butler/DeBoutez
Employee Health Board	as needed	DeBoutez
Highway 34 Coalition	as needed	Olson
Highway 85 Coalition	as needed	Gates
Historic Preservation Loan Committee	as needed	DeBoutez
Human Relations Commission	2 nd Monday, 5 p.m.	DeBoutez
Interstate 25 Coalition	as needed	Olson
Island Grove Advisory Board	1 st Thu, 3:30 p.m.	Butler
National League of Cities Transportation and Infrastructure Services Committee	as needed	Olson
Parks & Recreation Board	1 st Friday, 7 a.m.	DeBoutez
Police Pension Board	quarterly	McDonald
Poudre River Trail	1 st Thu, 7 a.m.	Hall
Regional Opioid Council	as needed	Gates
Transportation/Air Quality MPO	1 st Thu, 6 p.m.	Olson/Payton
Upstate Colorado Economic Development	last Wed, 7 a.m.	Gates
Water & Sewer Board	3 rd Wed, 2 p.m.	Gates
Weld Project Connect Committee (United Way)	as needed	Olson
Youth Commission Liaison	4 th Mon, 6 p.m.	McDonald



Work Session Agenda Summary

Item: 5.

April 8, 2025

Key Staff Contact: Kalen Myers, Deputy Budget & Policy Director

Title:

Major Project Review

Background:

The purpose of this item is to provide Council with an overview of the City's current list of major projects and their associated funding status. Staff is seeking input from the Council on the list of projects to discover if there's a consensus around the priority order.

Strategic Focus Area:

Business Growth
Community Vitality
High-Performance Government
Housing For All
Infrastructure and Mobility
Quality of Life
Safe and Secure Communities

Attachments:

1. Item 5 - Presentation

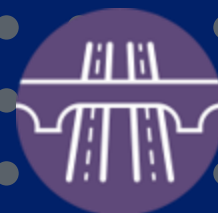
Major Project Review

Allena Portis, Deputy City Manager CFO

Paul Trombino III, Managing Director

Kalen Myers, Interim Budget and Policy Director

City Council Work Session - April 8, 2025

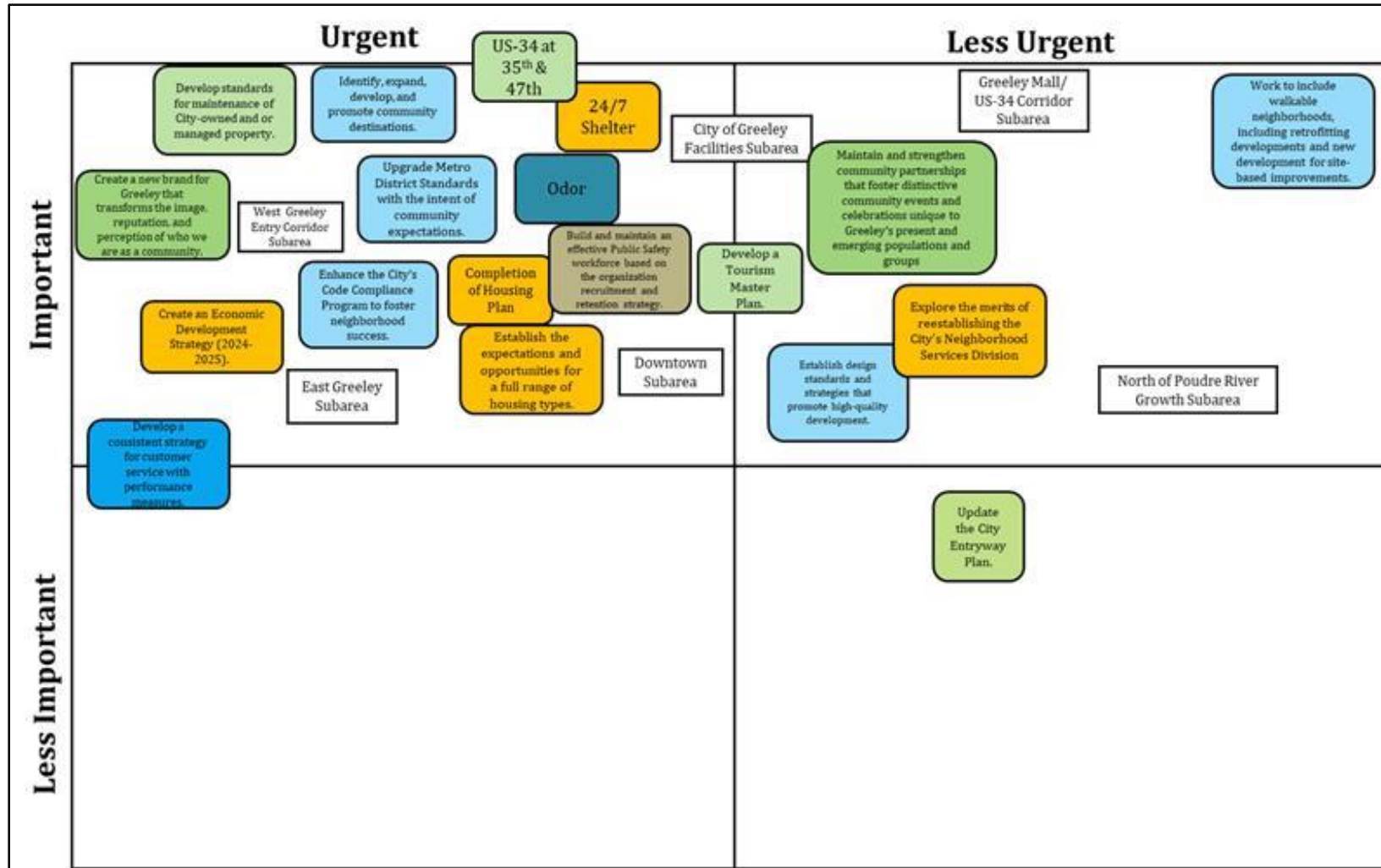


Agenda

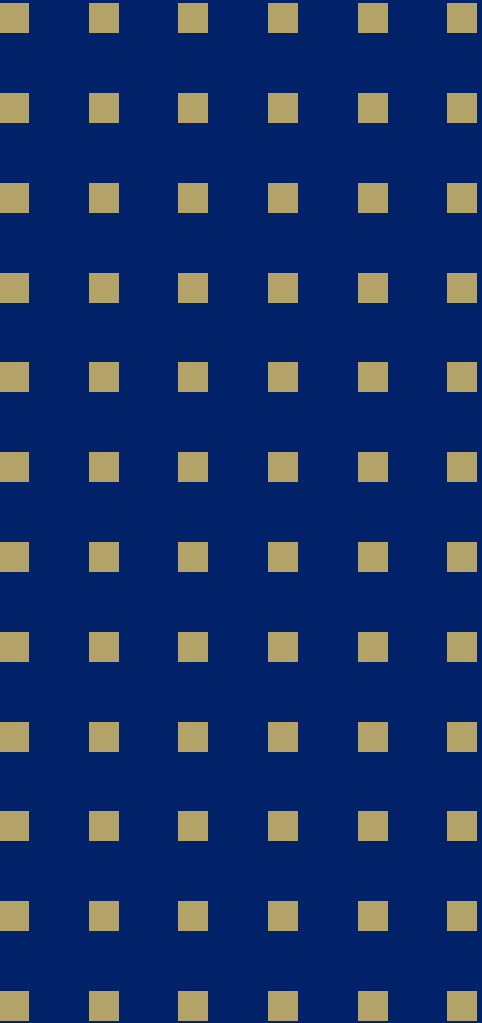


- Revisit Council Strategic Priority Chart
- Overview Major Projects
- Funding Strategy and Needs
- Next Steps
- Purpose: Council Input on Major Project Priorities

Council Strategic Priorities – February 2024



- The chart was a product of Council's February 2024 Strategic Planning Retreat
- Most priorities were placed in Quadrant 1 as both Urgent and Important.
- A majority of the items on this list are either complete or in progress

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Overview Major Projects

Major Projects Overview

Infrastructure and Mobility (Funded)



A – MERGE

Funded

Construction of two grade-separated interchanges along US Highway 34 at 35th and 47th Avenues, and a mobility hub.

Cost \$132 Million

Timeline 2024 - 2029

Funding Federal & State Grants, Quality of Life Funds, KGM Funds, Transportation Development Fees, TIFIA Debt (Food Tax for repayment)



B – Downtown Stormwater Improvements

Funded

Generational improvements to the storm Infrastructure downtown to resolve seasonal flooding

Cost \$500 Million

Timeline 2025 to 2033

Funding Stormwater Utility Rate Fund



C – Greeley Weld Airport

Funded

Construction of an airport road extension to serve corporate jet expansion. This work is being done in coordination with Weld County, and it expected to provide significant business growth to the City.

Cost \$3 Million

Timeline Construction planned 2025

Funding Transportation Development Fund

Major Projects Overview

Water and Sewer Investments



D – WTRF Upgrades Phase 2

Funded

Asset rehabilitation and renewal for the city's Wastewater Treatment and Reclamation Facility. Infrastructure at the plant has reached its end of life and needs replacement and rehabilitation to ensure safe and environmentally responsible handling of city wastewater.

Cost \$45 Million

Timeline 2025 – 2027

Funding Bond Financing repaid by sewer rate revenue



E – Lead & Copper Program

Funded

Identification and replacement of lead pipes in customer owned water service lines. Program will ensure compliance with new regulations.

Cost \$21 Million

Timeline 2023 – 2027

Funding A 2024 loan from the Colorado Clean Drinking Water Revolving Fund loan program was secured to pay for the project. \$10M is included in principal forgiveness.



F – Gold Hill Pipeline

Funds Pending

Extending the 60" Transmission Pipeline from the current terminus in Windsor to the Gold Hill Pump Station.

Cost \$21.5 Million

Timeline 2025 – 2027

Funding Preliminarily awarded a \$13.8M FEMA grant, which has been rescinded. Staff are working with congressional office to explore other matching Grants for the \$21.5M project.

Major Projects Overview

Economic Development Opportunities



G – West Greeley

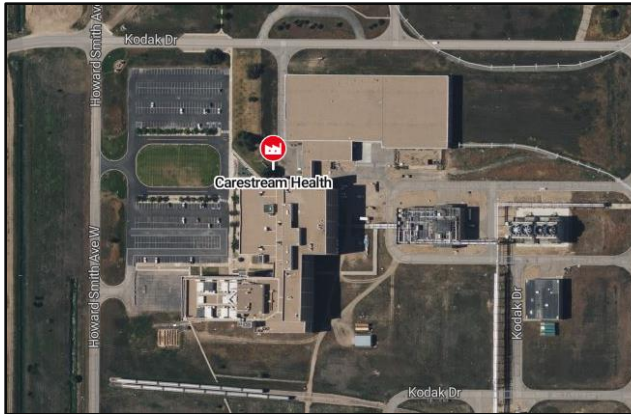
Funds Pending

A destination center to include a hockey arena, hotel/convention center, 12-slide water park and plaza for restaurants, retail and more.

Cost \$45M COP (3.6M/yr) + Max \$33M Moral Ob

Timeline 2025 – 2028 Phase 1 / Future Phases TBD

Funding \$3.6M/yr EcoDev Payment COP, Source TBD
Moral Obligation Funding Source TBD



H – Carestream Property

Funds Pending

Potential acquisition of 438 acres of the “Carestream” property (former Kodak site) as an economic development opportunity. The industrial site includes a power plant and wastewater treatment facility.

Cost \$6.25 Million Initial + TBD O&M

Timeline Due Diligence and Purchase 2025

Funding General Fund Balance, EDUR Funds, W&S



I – JBS Building

Funds Pending

Proposed acquisition of the “JBS Building” to facilitate JBS’ expansion to 1553/1555/1557 Promontory Circle.

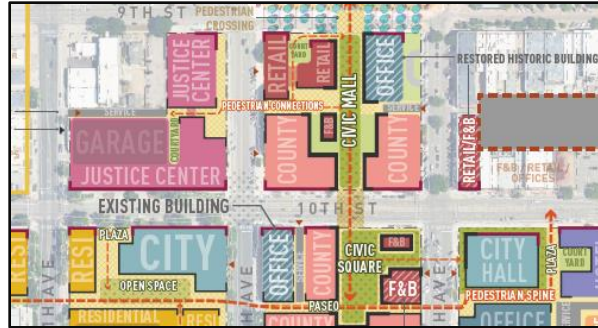
Cost \$15.7M COP (\$1.35M/yr) + \$4M Incentive

Timeline Due Diligence and Purchase 2025

Funding \$4M Economic Incentive Funding TBD
20Yr COP \$15.7M Repaid by Food Tax

Major Projects Overview

Downtown Investments



J – Downtown Office Space

Funded

Renovation of spaces to house city administrative staff on an interim basis (~5 year). Includes remodel of the Atmos building on 11th Avenue (~\$3.5M).

Cost \$7 Million
Funding Food Tax

Timeline 2024 - TBD

K – Downtown Civic Campus

Funds Needed

Development of a new City Hall and associated offices downtown.
**New City Hall programming design is funded in 2025 to develop a comprehensive program plan for a new facility.

Cost \$125 - \$160 Million (Working Estimate)
Timeline 2025 – 2030
Funding Debt Financing, Repayment Source TBD

L – Lincoln Park

Funds Needed

Redevelopment of downtown's Lincoln Park.

Cost \$20 Million (Working Est) **Timeline** TBD
Funding \$3.3M Funded in QOL, Remaining Source TBD

M – Downtown Plazas

Funds Needed

The 8th & 9th Street Plaza redesign project is intended to enhance the plazas feel, connectivity and vibrancy of Downtown.

Cost TBD
Funding TBD

Timeline TBD

Major Projects Overview

Public Facilities



N – Downtown Arts & Recreation

Funds Needed

Greeley's Active Adult Center (1979), Recreation Center (1985) and UCCC (1988) were constructed ~40 years ago. These facilities need replacement. This project contemplates a modern joint facility.

Cost \$250 Million (Working Estimate)

Timeline TBD

Funding Debt Financing, Repayment Source TBD



O – Public Safety Facilities

Funds Needed

A new fire station and police substation will be needed to serve the growing community out west. In addition, a recent assessment determined additional in-fill fire stations are needed to serve existing residents. Other needs include replacement of station #4, renovation of station #5 and a new training facility.

Cost TBD Pending Concept Planning (partially funded)

Timeline TBD

Funding Debt Financing, Repayment Source TBD



P – Infrastructure Campus

Funds Needed

City maintenance facilities at A Street and beyond are in disrepair and no longer meet the needs of Greeley's growing infrastructure or workforce and associated operations. A new modern facility is needed.

Cost TBD Pending Concept Planning (unfunded)

Timeline TBD

Funding Debt Financing, Repayment Source TBD

Major Projects Overview

Natural Areas Development



Q – Poudre River Restoration

Funds Needed

Develop the Poudre River as a community anchor and economic driver for the City, providing river recreation opportunities and other amenities.

Cost TBD pending design process (begins April)

Timeline Fall 2025

Funding Planning & Design Funded / Implementation TBD



R – Arroyos Del Sol Phase 1

Funds Needed

Phase One focuses on activating the natural landscape by enhancing trail connectivity, recreation, and educational opportunities. This initial phase will provide public trail access throughout the property, with integration into the regional Poudre River Trail system.

Cost \$10 Million

Timeline TBD

Funding TBD



Major Projects Overview

Other Priority Projects



S – Greeley Mall

Funds Needed

Redevelopment of the 1973 Greeley Mall. Cost estimates are pending yet-to-be funded conceptual planning work.

Cost TBD Pending Concept Planning (unfunded)

Timeline TBD

Funding TBD



T – Homeless Shelter

Funds Needed

There's a need in the Greeley community for more shelter beds. There are several ways to solve this challenge, one of which is construction of a 24/7/365 homeless shelter.

Cost TBD Pending Concept Planning (unfunded)

Timeline TBD

Funding TBD



U – Animal Shelter

Funds Needed

NOCO Humane Society is exploring partnerships for construction of a new animal shelter for the Greeley area.

Cost \$37-47M, Greeley Share Uncertain

Timeline TBD

Funding TBD

Major Projects Summary – Funding Needs

Status	No.	Title	Est. Cost	Est. Annual Debt Payment	Possible Financing	Currently Budgeted	Estimated Funding Need
Pending	F	Gold Hill Pipeline	\$21.5M	-	-	\$7.7M	\$13.8M
Pending	G	West Greeley	\$45M	\$3.6M	COP	-	\$45M
Pending	H	Carestream	\$6.25M	-	-	\$1.45M	\$4.8M
Pending	I	JBS Building	\$19.7M	\$1.35M	COP	-	\$19.7M
Unfunded	K	Civic Campus	\$160.5M	\$10.4M	Bond (vote)	\$0.5M	\$160M
Unfunded	L	Lincoln Park	\$20M	\$1.1M	Bond (vote)	\$3M	\$17M
Unfunded	M	Downtown Plazas	TBD	TBD	TBD	-	TBD
Unfunded	N	Rec & Wellness	\$250M	\$16.2M	Bond (vote)	-	\$250M
Unfunded	O	Public Safety Fac.	TBD	TBD	TBD	-	TBD
Unfunded	P	Infrastructure Campus	TBD	TBD	TBD	-	TBD
Unfunded	Q	Poudre River	TBD	TBD	TBD	-	TBD
Unfunded	R	Arroyos Del Sol	\$10M	\$0.7M	Bond (vote)	-	\$10M
Unfunded	S	Greeley Mall	TBD	TBD	TBD	-	TBD
Unfunded	T	Homeless Shelter	TBD	TBD	TBD	-	TBD
Unfunded	U	Animal Shelter	TBD	TBD	TBD	-	TBD
		Total Known Estimates		\$17.1M			\$520.3M

Funding Outlook and Strategies

Available Resources

There's approximately **\$11 Million in one-time funding** available for the 2026 budget process for base expenses like compensation & inflationary increases. Budget's recommendation is the remainder should go towards closing the gap between recurring revenues and expenditures and to fund the revenue stabilization mechanism.

Until sales tax trends and development activity improves, there are **no available ongoing resources** to commit to new priorities. New ongoing commitments will require cuts to existing programs or new revenue via voter approved tax increase(s).

Strategies

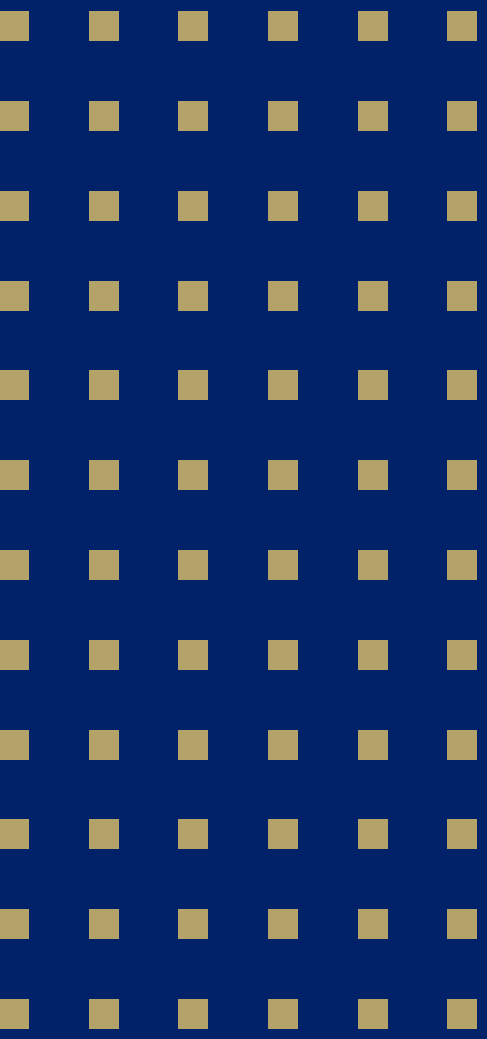
- Voter polling and potential tax proposals
- Debt - general bonds require voter approval; annual payment requires resource reallocation or new revenue in most cases
- Continued focus on completing concept designs for top priorities so we're prepared to act when financial outlook improves

Economic Considerations

- There's a projected decline in U.S. economic growth in 2025
- Inflation continues to be a concern, and unemployment remains low-to-moderate but is rising
- State of Colorado is currently estimating continued reductions in sales tax with an estimated \$1.2B shortfall
- Impact of federal government policy decisions such as tariffs remains uncertain

Next Steps

- **Comparative Poll Later this Month**
 - **10-Year Financial Plan**
 - **Development Code Update**
 - **Impact Fee Study Update**
-
- **Purpose: Council Input on Major Project Priorities**

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Thank You



Work Session Agenda Summary

Item: 6.

April 8, 2025

Key Staff Contact: Kalen Myers, Deputy Budget & Policy Director

Title:

2025 Ballot Measure Planning

Background:

The purpose of this work session is to engage City Council in discussion about potential ballot measures for November 2025. Specifically, staff is seeking consensus from Council on which items to include in a public opinion poll this spring. The poll will be high-level, designed to get a comparative sense of how voters are thinking about a large number of city priorities and conceptual tax increase proposals. Items for consideration include a dedicated Open Space Tax, an increase to the Public Safety Tax, a dedicated tax for economic development and community revitalization, and a dedicated tax for homeless and housing services.

Following the results of the spring assessment poll, staff will return to Council for further decisions about which proposals, if any, to advance to a more targeted poll in June. Ultimately, if Council proceeds with any fiscal measures they will go to first and second reading in August.

Strategic Focus Area:

Business Growth
Community Vitality
High-Performance Government
Housing For All
Infrastructure and Mobility
Quality of Life
Safe and Secure Communities

Attachments:

1. Item 6 - Presentation

2025 Ballot Planning

Kalen Myers, Interim Budget and Policy Director
City Council Work Session - April 8, 2025



Agenda



- Council Initiative
- Background and Timeline
- Possible Financial Measures
- Next Steps
- Purpose: Consensus on Polling Items

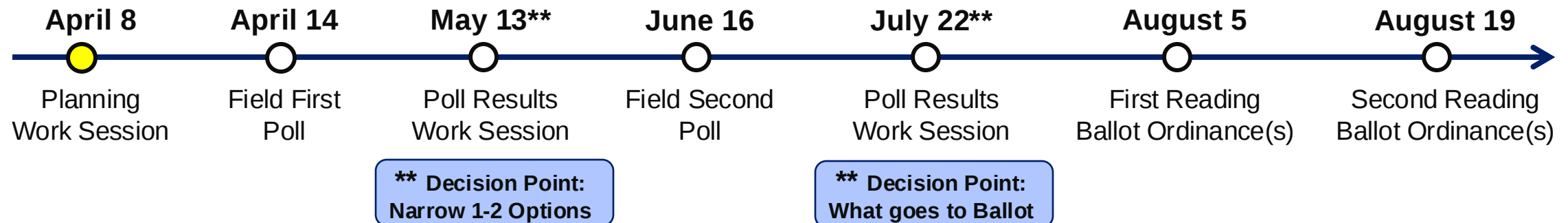
Related Council Initiative

Item No.	Council Member	Request Title	Date of Request	Description
2- 2025	Butler	Voter Polling	February 18, 2025 Council Meeting	Mayor Gates requested that staff come back with a cost analysis prior to Councilor Butler's request. Request: A voter poll to investigate the desire to support Public Safety and Open Space tax measures. In addition, he asked for potential Poudre River Restoration projects that could be part of the Open Space tax.

- 2025 Polling Estimate: \$75,240 for 2 polls; n500, 15 min (\$37,620 per poll)
- This was included in the First Appropriation along with dollars for marketing and outreach
- Two polls recommended: First a “Comparative” Poll in April, then a “Targeted” Poll in June
- Pending direction this evening, we can poll on public safety and open space this month
- Poudre River Restoration – Projects are being identified in phase 2 currently underway

Background and Timeline

- **Recap of 2024 process: four items considered, two advanced to voters**
 - ❑ Food Tax Permanent Renewal – ✓ Passed 63% (Polled at 53% June 24 / 58% Dec 23)
 - ❑ TIFIA Debt Issuance – ✓ Passed 67% (Polled at 59% June 24 / 64% Dec 23)
 - ❑ Dedicated Open Space Tax – Postponed (Polled at 56% Dec 23)
 - ❑ Public Safety Tax Increase – Postponed (Polled at 46% June 24 / 55% Dec 23)
- **Next renewal is Keep Greeley Moving - Expires 2029; tentative renewal 2027**
- **Consideration of Charter Amendments for ballot**
- **Tentative Timeline for 2025 Process**



Possible Financial Ballot Measures

- **Increase Dedicated Public Safety Tax**

Priorities: Police and Fire staffing levels, financing of new and renovated public safety facilities

- **Increase Dedicated Quality of Life Tax**

Priorities: Maintain existing uses; increase would focus on Lincoln Park Redevelopment and Civic Campus project

- **New Dedicated Open Space & Poudre River Restoration Tax**

Priorities: Trail Construction, Land Acquisition, Land Development & Restoration, Conservation, and Maintenance

- **New Dedicated Tax for Economic Development and Community Revitalization**

Priorities: Business development, downtown redevelopment, a new civic campus, airport development and other projects critical for Greeley's future

- **New Dedicated Tax for Homeless and Housing Solutions**

Priorities: Support for homeless and housing services and construction and operations of a 24/7/365 shelter

- OR -

- **Increase General Sales and Use Tax**

Priorities: Including but not limited to economic development, community revitalization & public facilities

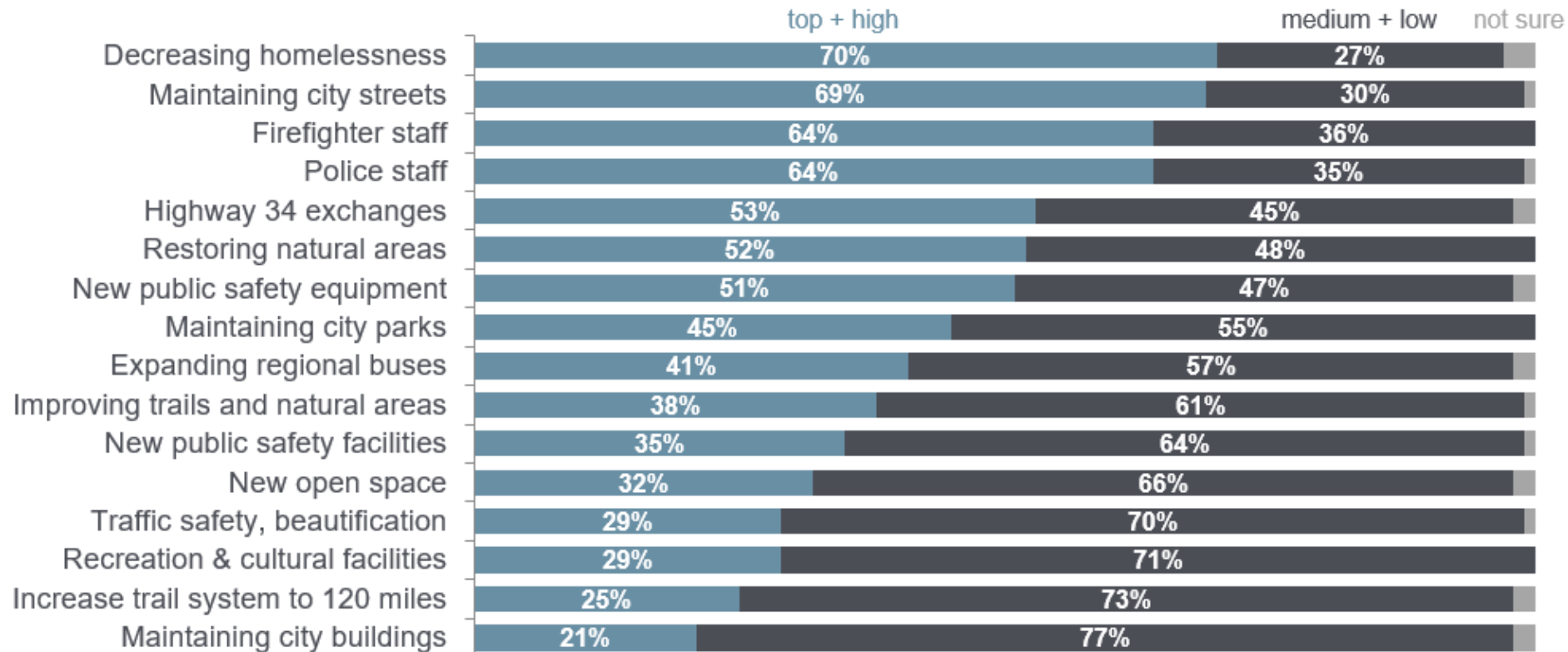
- **Increase Property Tax**

Priorities: Debt repayment of general obligation bonds

Comparative Poll Example

This example is from the City's December 2023 poll. This question disaggregated and tested a variety of funding priorities to understand how they compared in residents' minds

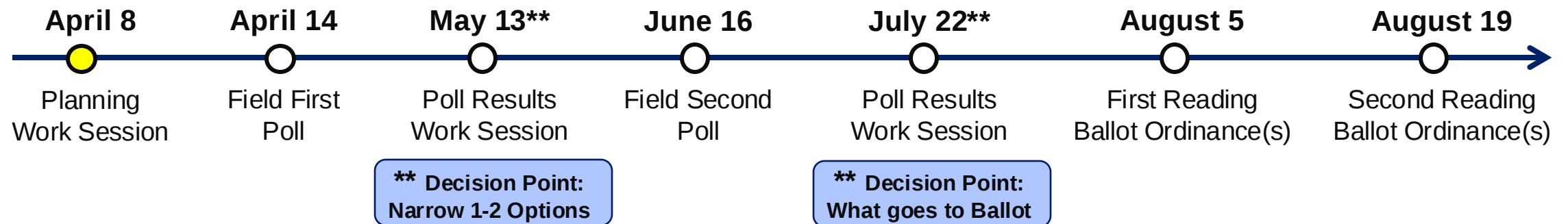
Relevant funding priorities for the city

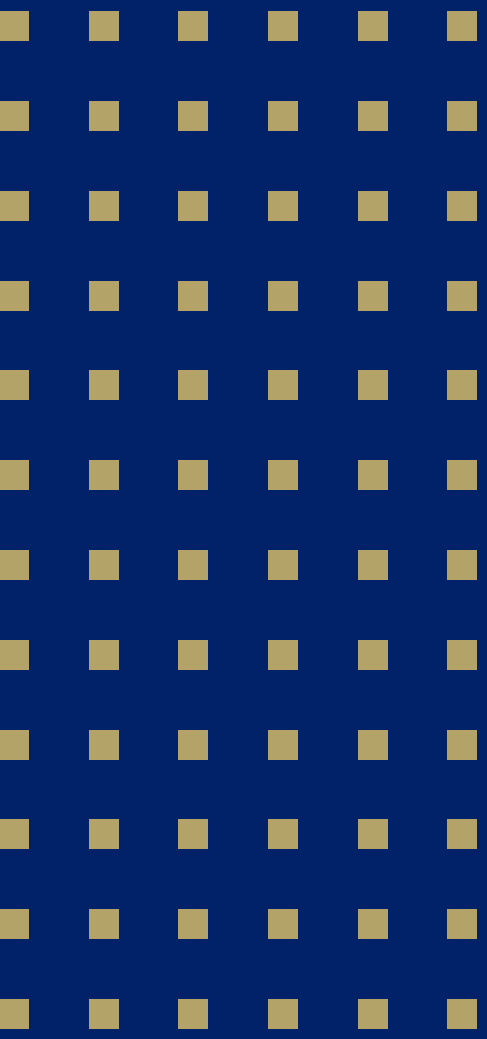


Actual question text:
“Next, here’s a list of city programs and services. For each, please choose whether that item is an absolute top priority, a high but not top priority, a medium priority, or a low priority. Please remember, not everything can be a top priority.” (All options randomized.)

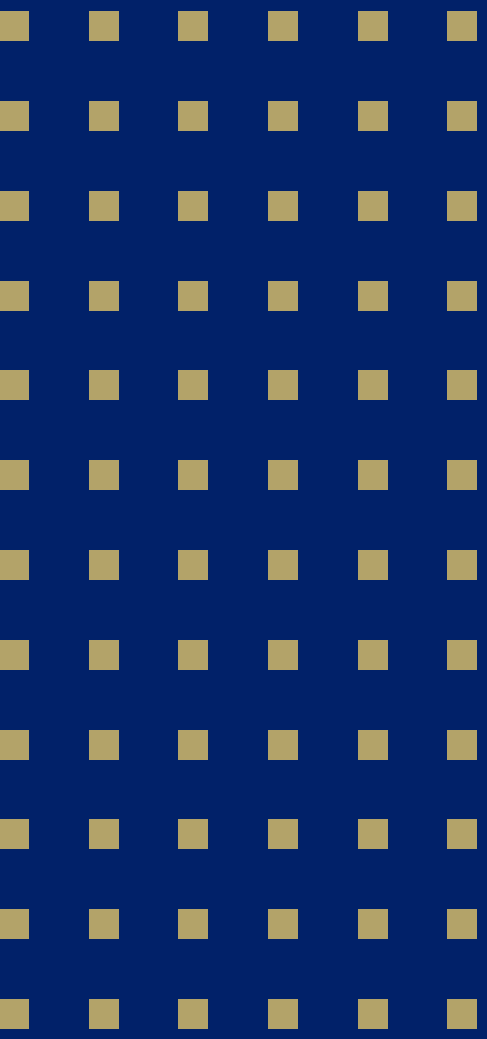
Direction & Next Steps

- **Financial Measures: What's on/off the table for a comparative poll later this month?**
- **Pending direction, we will field a poll Mid-April**
- **Tentative Timeline for 2025 Process**



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Thank You

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Appendix

Greeley Tax Breakdown

Sales Tax

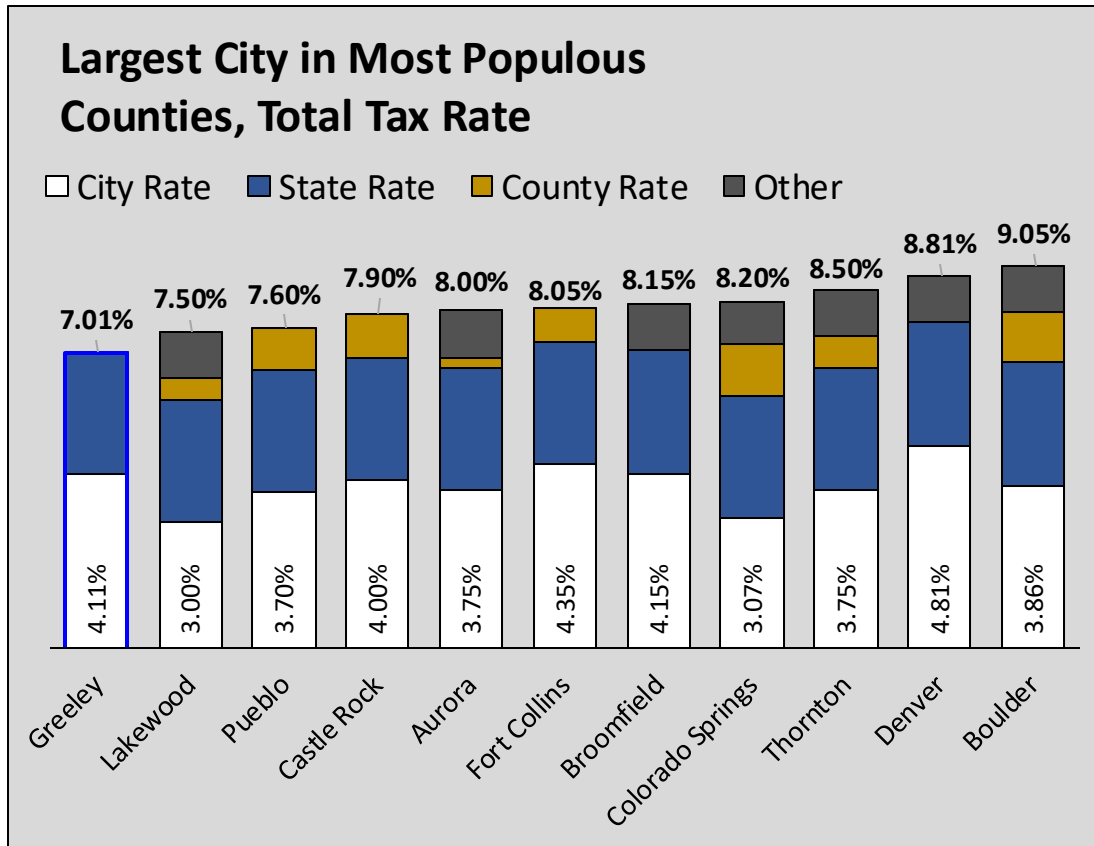
Component	Rate	Expiration	Uses
General Sales	3.00%	None	General: Unrestricted
Food Tax			Food: Capital Improvements
Keep Greeley Moving	0.65%	2029	Road and Sidewalk Improvements
Quality of Life	0.30%	2042	Capital: CPRD and Transportation
Public Safety	0.16%	2044	Public Safety Staffing & Facilities
Total City Rate	4.11%		
State Rate	2.90%		
County Rate	0.00%		
Total Sales Tax	7.01%		

Property Tax

Entity	Mill Levy
School District 6	47.04
Weld County	12.024
Greeley City	11.274
Aims Junior College	6.336
High Plains Library	3.196
Northern CO Water (right to use C-BT system)	1.00
Total Levy	80.87

While there are multiple taxing areas across Greeley, the above total levy applies to most properties east of 59th Ave.

Regional Comparisons: Sales Tax



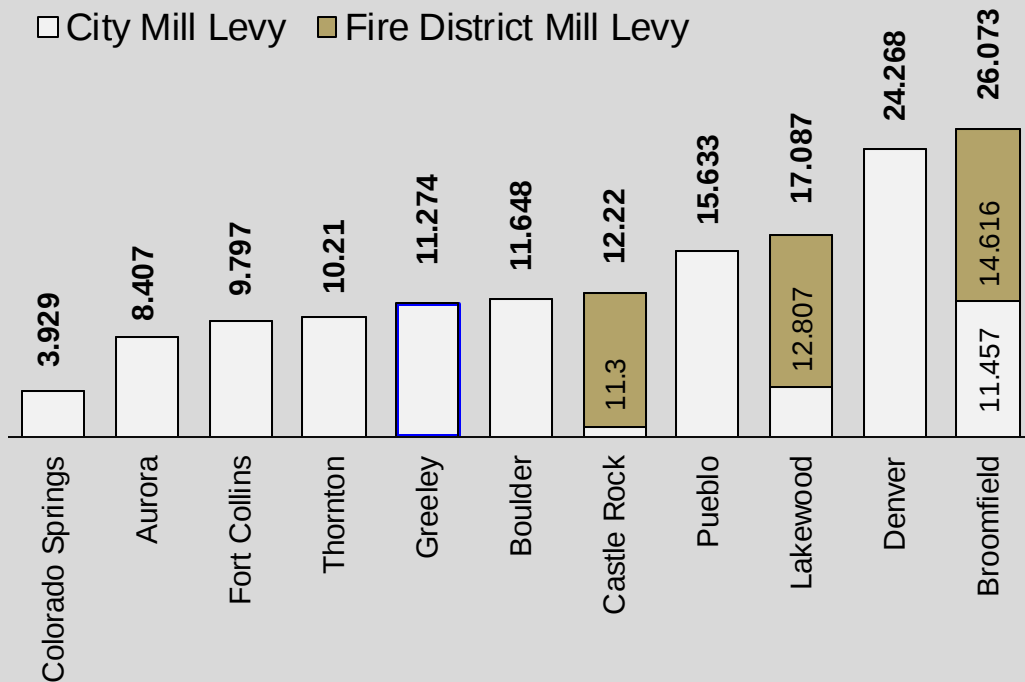
Nearest Neighbors

Municipality	Population	Local Rate
Milliken	9,084	2.50%
Loveland	79,300	3.00%
Johnstown	19,500	3.50%
Kersey	1,490	3.60%
Windsor	40,300	3.65%
Eaton	5,800	4.00%
Greeley	112,600	4.11%
Evans	22,300	4.50%

Regional Comparisons: Property Tax

**Largest City in Most Populous Counties,
Local Property Tax Rate**

□ City Mill Levy ■ Fire District Mill Levy



Nearest Neighbors

Municipality	City Mill	Fire Mill	Total
Loveland	9.564	0	9.564
Greeley	11.274	0	11.274
Eaton	5.04	9	14.04
Evans	3.536	15.5	19.036
Windsor	12.03	8.25	20.28
Kersey	17.205	5.165	22.37
Johnstown	23.947	11.663	35.61
Milliken	29.166	11.663	40.829



Work Session Agenda Summary

Item: 7.

April 8, 2025

Key Staff Contact: Brian McBroom, Community Development Director

Title:

Development Review Process Overview

Background:

The regulation of new development within the City of Greeley is a key function of city government, provided to it through its police power to protect the health, safety and welfare of the community. This overview presentation will describe the development review process, key challenges we face, and our efforts to improve the process and the experience of customers we serve, including data we are tracking to measure our progress. This is an informational presentation with no action required.

Strategic Focus Area:

Business Growth
Community Vitality
High-Performance Government
Housing For All
Infrastructure and Mobility
Quality of Life
Safe and Secure Communities

Attachments:

1. Item 7 - Presentation



Development Review Process Overview

Brian McBroom
Director of Community Development
City Council Work Session - April 8, 2025



Agenda



- What Is Development Review?
- Why Is It Necessary?
- How Does It Work?
- Who Performs This Work?
- How Are We Performing? Dashboard Metrics
- What Are We Doing To Improve?
- Questions/Discussion
- Purpose: Informational

What is Development Review?



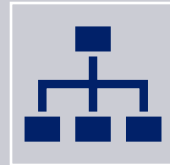
Regulatory process



Review all new development of the built environment



Purpose of development review is not “perfect” development



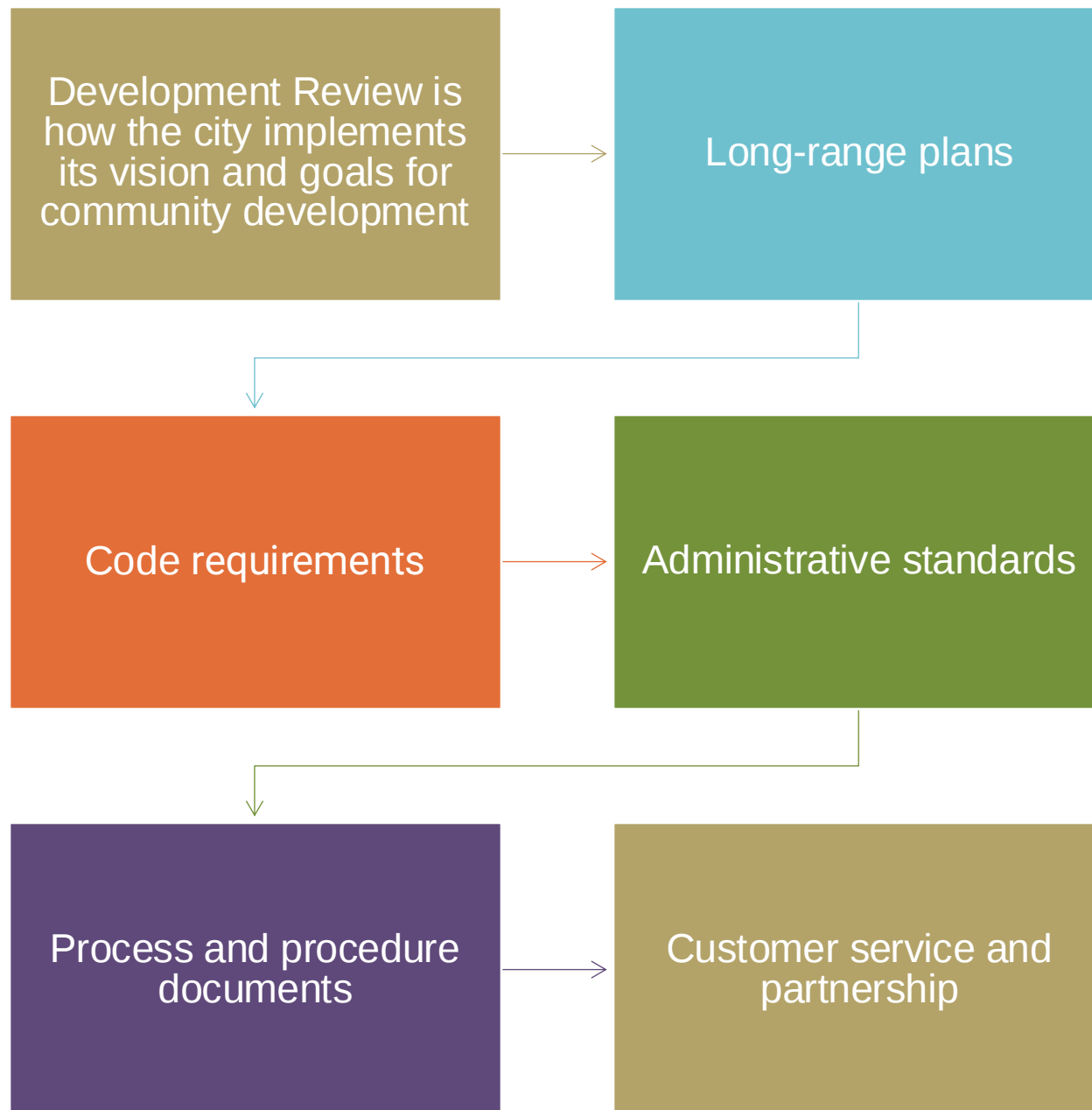
Processes are largely technical and primarily administrative

Why?

- Authorized through the City's home rule authority to enact zoning
- Authorized through the City's ownership and maintenance of public infrastructure
- Authorized through various city codes and adopted standards
- Protects the public's health, safety and welfare
- Means of creating a high quality, sustainable community both environmentally and fiscally



How?



Development Review – Six Steps



Land Use Approval



Infrastructure Design
Review & Issuance of
Site Work Permits



Building Construction
Plan Review &
Issuance of Building
Permit



Public Spaces Permit
(in most cases)



Infrastructure
Inspections and
Acceptance



Building Inspections
and Certificate of
Occupancy

Recent Changes to Requirements



Development Code Rewrite – 2022



Updated Water and Sewer Design Criteria – 2023



Updated Storm Water Drainage Design Criteria – 2024



Streets Design Criteria – 2024



Complete Overhaul of Standards Since late 2021

How Are We Performing? Housing Strategic Plan Feedback



STREAMLINE INTERNAL
PROCESSES AND
SIMPLIFY ENTITLEMENT
PROCEDURES



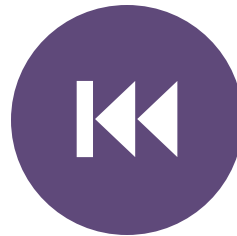
PRIORITIZE PROJECT
REVIEWS



EMPOWER FRONTLINE
STAFF – FEWER
REFERRALS



“FRONT LOAD” THE
PROCESS – NEW
PREAPPLICATION
PROCEDURES



CONTINUE SHIFT TO
MORE OBJECTIVE
CRITERIA – STAFF AND
DEVELOPER TRAINING



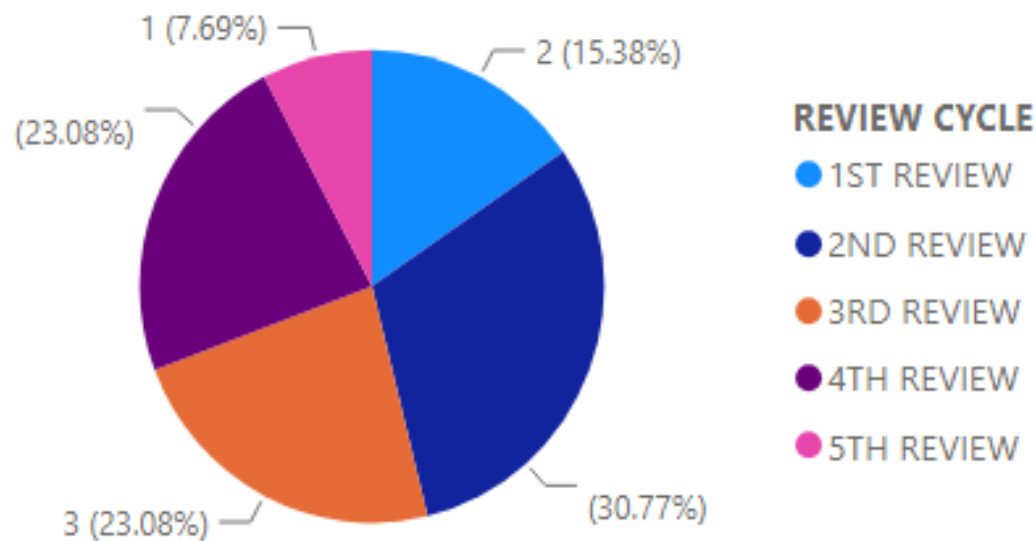
SHEPHERD MORE
SENSITIVE/COMPLEX
PROJECTS – SMALL
BUSINESS LAND USE
CENTER



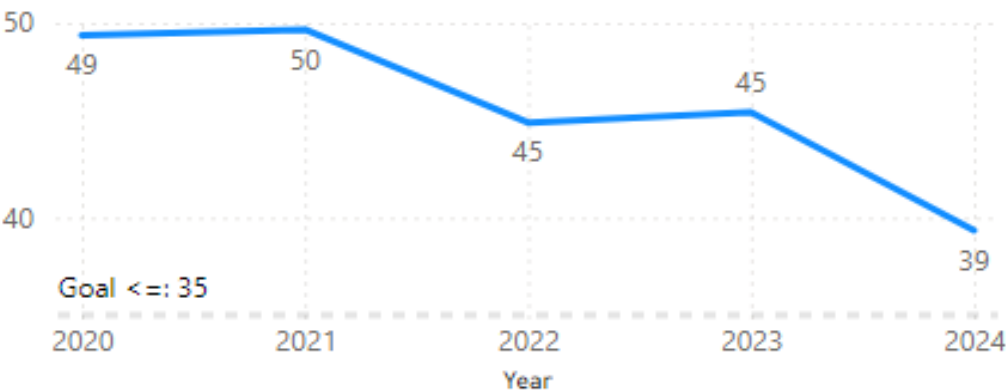
FEEDBACK LOOPS –
REGULAR SUMMITS AND
SURVEYS

How Are We Performing? Dashboard Metrics

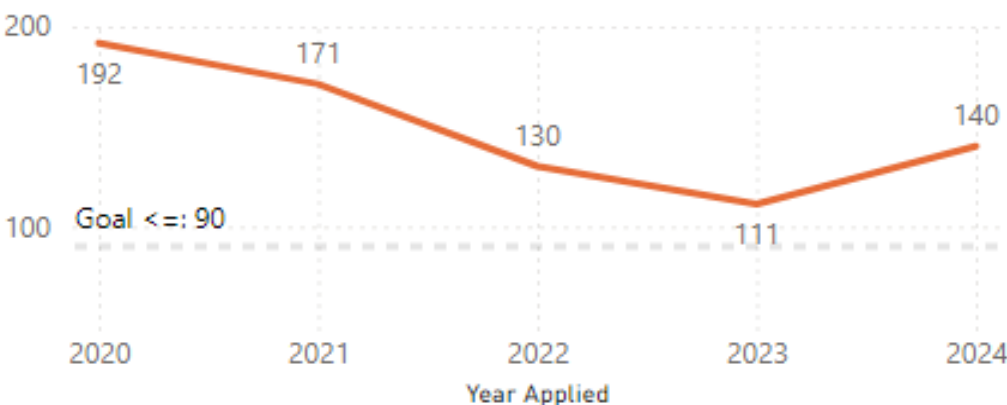
Project APPROVED
BY REVIEW CYCLE

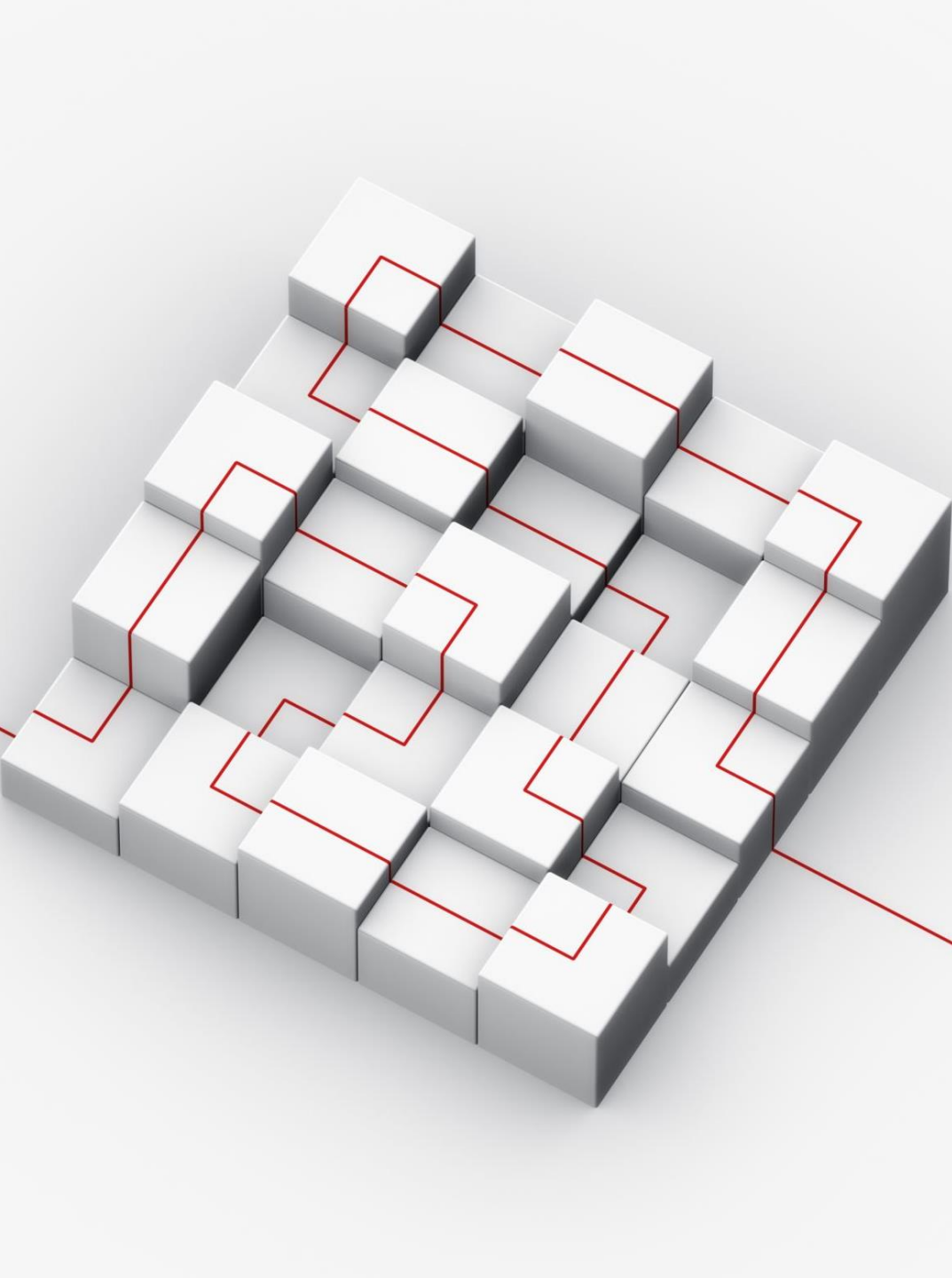


Average Staff Review Days by Year



Average Applied to Approved Days





Reasons Some Projects Take Longer

- Very large projects
- Complicated sites
- New criteria
- Incomplete design information

What Are We Doing to Improve?

**Speed AND
Quality**

90 x 90
90% Approved in 90
Days

**Enhanced
One Stop
Shop**

**Development
Code Audit**

**Development
Review
Summit**

**Long-Range
Planning**

SBLUC

**Customer
Focus:
Surveys**

What's Next?



- SBLUC update in May
- East Sub Area Plan update in June
- Development Review Summit in June
- Development Code Audit Initial Code Changes - Late 2025

Thank you





Work Session Agenda Summary

Item: 8.

April 8, 2025

Key Staff Contact: Stacey Aurzada, City Attorney

Title:

Overview of the Pre-Development Services and Financing Agreement for the West Greeley project

Background:

The City of Greeley (City) and The Water Valley Company (TWVC) have been evaluating the viability, feasibility and public benefit of a potential development of an Entertainment District which would include a new arena and ice center, a waterpark, and hotel. Additionally, the City and TWVC have been discussing development in areas surrounding the Entertainment District in a manner benefiting the City, which would include commercial and residential development. Preliminary work has shown that the Entertainment District project is viable and feasible if certain conditions are met. The terms of the preliminary stages of the development project have been negotiated by the parties and are contained in a Pre-Development Services and Financing Agreement. The work session presentation is for the purpose of reviewing key terms from the Agreement in advance of the Council's consideration of the item on April 15th.

Strategic Focus Area:

Business Growth

Community Vitality

Attachments:

1. Item 8 - Presentation



Overview of the Pre-Development Services Agreement for the West Greeley Economic Development Project

Stacey Aurzada, City Attorney
Moses Garcia, Deputy City Attorney
Daniel Biwer, Interim Supervising Senior City Attorney
City Council Worksession- April 8, 2025

Dalton Kelley, Butler Snow
Dawn Bookhardt, Butler Snow

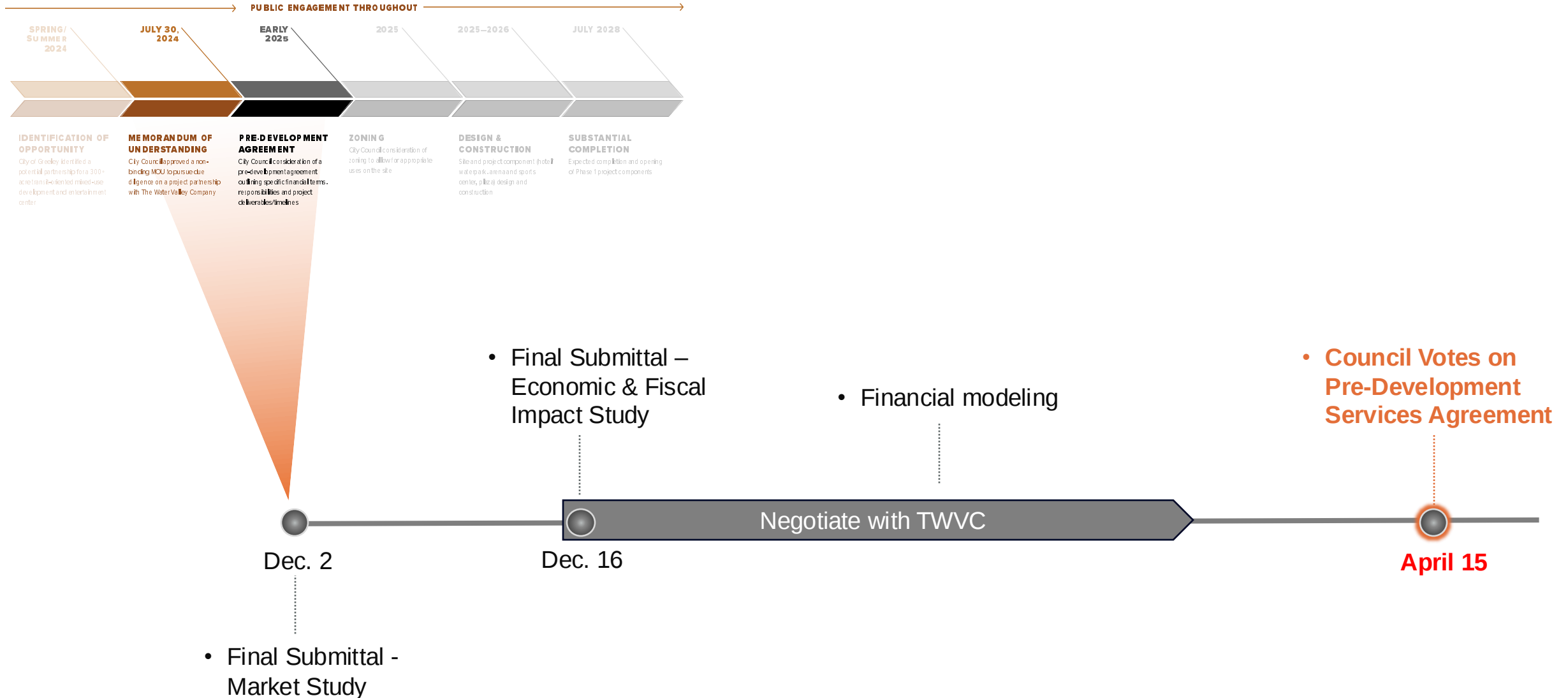


Agenda



- Provide an overview of the key terms of the Pre-Development Services Agreement
- Identify risk points
- Answer questions

Key Milestones



Pre-Development Services Agreement (PDSA)

- Purpose is to memorialize terms and agreements between the City and The Water Valley Company (TWVC) prior to the execution of design and construction contracts and development agreements
- The PDSA provides the framework for TWVC to serve as the City's fee developer to provide the conceptual, preliminary and final planning for the Entertainment District project (the "Catalyst Project") and certain terms regarding the broader development of the surrounding area (the "Cascadia Project")

Definitional Terms

- **Catalyst Project:** The Entertainment District (Arena, Ice Center, and the Hotel) and the supporting infrastructure (Plaza, water, sewer, stormwater, streets, etc.)
- **Cascadia Project:** Mixed-Use development of West Greeley area outside of the Entertainment District.
- **Eligible Costs:** expenditures for the Catalyst Project incurred by Water Valley from the date of execution of the MOU through finalization of the construction documents and completion of certain preconstruction activities for the Entertainment District Project.

Catalyst Project

- Also referred to as the Entertainment District
- Includes:
 - Arena
 - Ice Center
 - Hotel
 - Waterpark
 - Plaza
 - Supporting Improvements
- Supporting Improvements includes all the infrastructure



Cascadia Project

- The areas surrounding the Entertainment District area
- Anticipated to request that Council approve a PUD
- Mix of Residential, Retail and Commercial Units



Purchase of Land for the Catalyst Project

- **Purchase of Land**
 - City will pay \$5M for 100.59 acres located North of Hwy 34, West of 131st Avenue
 - Funds will come from COPs
- **Due Dilligence**
 - City will have the opportunity to conduct Due Dilligence
- **No restriction on resale of land**



Fee Developer

- **Water Valley will be contracted as the City's fee developer for the Catalyst Project**
 - Will be paid a fee of total Development Costs
 - Expected to be 3.0% with a 0.5% incentive
 - Development Costs for Catalyst Project are estimated at \$850,533,000

Preliminary Funding

- **City will provide preliminary funding through the issuance of Certificates of Participation**
- **Total amount of COPs= \$115M**
- **Catalyst Project**
 - Expected cost of \$641,000 which is anticipated to be financed with the conduit bonds
 - Eligible Costs of the design and preconstruction will be paid from COP financing
 - City will only release \$11.5 M (\$5,500,000 to be escrowed for the purchase of the Entertainment District Property and \$6,000,000 for other Eligible Costs) until the primary and principal terms of the Eagles lease have been negotiated and agreed upon
- **Supporting Improvements**
 - Expected cost of \$209,567 which is anticipated to be financed with the General Improvement District Bonds, Water Enterprise Revenue Bonds, and Sewer Enterprise Revenue Bonds

Required Actions for COPs

- Authorizing Ordinance
 - April 15 and May 6
- Lease
 - Form of Lease Amendment
- Site Lease
 - Form of Site Lease Amendment
- Indenture
 - Form of Supplemental Indenture
- Reimbursement Ordinance

Conduit Bonds

- Issuance of Bonds by a conduit issuer with a 501c3 borrower and owner (expected to be issued in 2026)
- Repayment from:
 1. Project Net Operating Income
 2. Sales Tax Rebate
 3. Lodging Tax Rebate
 4. Public Improvement Fees (PIFs)
 5. City Economic Development Payments

501(c)(3) borrower

- The City has contracted with Provident Resources to manage the arena, plaza and waterpark hotel during the term of the bonds and to repay the bonds as the borrower
- Additional revenue modeling will be done before the bonds are issued
- Finance modeling must show the project will cash flow

Public Improvement Fees

- **Public Improvement Fees (PIF) within the Catalyst Project**
 - Arena Add-on PIF
 - Arena Credit PIF
 - Hotel Lodging Add-on PIF
 - Hotel Lodging Credit PIF
 - Hotel Retail Add-on PIF
 - Hotel Retail Credit PIF
- **PIF within the General Improvement District (GID)**
 - GID Credit PIF
 - GID Add-on PIF

General Improvement District

- Water Valley will submit a GID Petition to the City Council
- Council will serve as the Ex-Officio Board for the GID

Business Incentive Agreement

- Council will consider a Sales Tax rebate
- Council will consider a Public Accommodations tax rebate

Eagles Lease

- Eagles will pay rent to the City for use of the arena
- Lease term to be at least 30 years with the option to renew for two 5-year extensions
- CMO is working on a term sheet with Water Valley and the Eagles
 - No lease has been drafted yet

Residential and Commercial Development

- Water Valley commits to use its best efforts to attract a certain amount of residential, retail, and certain types of commercial development
- City will provide economic incentives
 - Sales tax rebate and Public Accommodation tax rebate
 - Fee Waivers
- City has the right to step-in to assist with attracting development
 - No penalty to Water Valley if City has to step-in
- Development Agreement will be negotiated at a later time in connection with the issuance of the conduit bonds

Coordination Agreement

- Legal team sent a draft Coordination Agreement to Water Valley
- Coordination Agreement sets forth terms so the parties can coordinate development between the Catalyst Project and the Cascadia Project
- Establishes expectations on items such as required studies (traffic impact, environmental, etc.), infrastructure development, and submittal requirements
- The coordination agreement will be an exhibit to the PDSA

Risks

- The PDSA aims to mitigate risk, but all risk can't be eliminated
- Examples of risks
 - City's ability to make the economic development payments
 - Non-performance by Water Valley
 - Performance of the GID
 - Moral obligation

Questions?





Work Session Agenda Summary

Item: 9.

April 8, 2025

Key Staff Contact: Stacey Aurzada, City Attorney

Title:

Motion to go into Executive Session to receive legal advice and to instruct negotiators regarding development terms outlined in the Pre-Development Services Agreement for the West Greeley Project

Background:

The Executive Session will focus on discussing and finalizing the terms and conditions of the Pre-Development Services Agreement with The Water Valley Company for the West Greeley Project. Staff will receive instructions from the City Council regarding final negotiations with The Water Valley Company.

Council's Recommended Action:

A motion to go into an Executive Session to discuss the following matter as provided under C.R.S. Section 24-6-402(4)(b) and 24-6-402(4)(e)(I), Greeley Municipal Code Sections 2-151(a)(2) and 2-151(a)(5):

To receive legal advice related to and determine positions, develop strategy, and instruct negotiators about the Pre-Development Services Agreement with The Water Valley Company.

Strategic Focus Area:

Business Growth

Attachments:

None



Work Session Agenda Summary

Item 10.

Title

Scheduling of Meetings, Other Events

Summary

During this portion of the meeting the City Manager or City Council may review the attached Council Calendar or Work Session Schedule regarding any upcoming meetings or events.

Attachments

Council Meetings and Other Events Calendar

Council Meeting and Work Session Schedule

Status Report of Council Initiatives and Related Information

Council Meetings and Other Events Calendars

April 6 – May 3, 2025

Sunday, April 6, 2025

- Holocaust Memorial Observation Interfaith Service (Proclamation) 6 p.m. Beth Israel Congregation (1625 Reservoir Rd, Greeley, CO 80631)

Tuesday, April 8, 2025

- City Council Work Session Meeting 6 p.m. City of Greeley Council Chambers (1001 11th Ave Greeley CO 80631)

Tuesday, April 15, 2025

- City Council Meeting 6 p.m. City of Greeley Council Chambers (1001 11th Ave Greeley CO 80631)

Wednesday, April 16, 2025

- Water & Sewer Board Meeting 2 p.m. (1001 11th Ave Greeley CO 80631) City of Greeley Council Chambers

Thursday, April 17, 2025

- Downtown Development Authority 7:30 a.m. (802 9th Street, Greeley CO 80631)
- Airport Authority 3:30 p.m. Greeley-Weld Airport (600 Airport Road, Greeley CO 80631)

Tuesday, April 22, 2025

- Greeley Housing and Development Opportunities Summit 8 a.m. Zoe's Cafe & Events (715 10th St, Greeley, CO 80631)
- City Council Work Session Meeting 6 p.m. Greeley Police Department Donahue Room (2875 W 10th St. Greeley, CO 80634)

Wednesday, April 23, 2025

- Greeley/Weld Quarterly Breakfast 7 a.m. Doug's Dinner - Greeley (801 9th St, Greeley, CO 80631)

Monday, April 28, 2025

- Greeley Chamber of Commerce 11:30 a.m.

Wednesday, April 30, 2025

- Upstate Colorado Economic Development 7 a.m. Upstate Colorado Conference Room (822 7th Street Greeley CO 80631)

Thursday, May 1, 2025

- Poudre River Trail Meeting 7:30 a.m. Poudre Learning Center (8813 W. F Street Greeley CO 80631)
- Island Grove Advisory Board 3:30 p.m. (600 N. 14th Ave Greeley CO 80631)
- North Front Range MPO Meeting 6 p.m. Fort Collins Colorado River Community Room (222 LaPorte Avenue Fort Collins, CO 80521)

2025 Council Meeting/Work Session Agenda Items Schedule			
	4/1/2025 This schedule is subject to change		
Date/Type	Description	Sponsor Presenter/Director or Project Manager	Placement/Time
April 15, 2025 Council Meeting	Proclamation - National Youth Service Day Award	Mayor	Intro
	Proclamation - Arbor Day Proclamation	Mayor	Intro
	Proclamation - National Library Week	Mayor	Intro
	Proclamation - Law Enforcement Property & Evidence	Mayor	Intro
	Proclamation - Child Abuse Awareness Month	Mayor	Intro
	Minutes - March 18 RM; March 25 WS	Heidi Leatherwood	Consent
	Resolution - Reimbursement	Robert Miller/Tyra Litzau	Consent
	Pre-development agreement	John Hall	Consent
	Intro & first reading ord - Eagles Lease (Hold)	John Hall	Consent
	Intro & first reading ord - L&T Annexation	Doug May/Brian McBroom	Consent
	Intro & first reading ord - L&T Annexation Zoning	Doug May/Brian McBroom	Consent
	Intro and first reading ord - Water Revenue Improvement Bonds, Series 2025	Robert Miller/Tyra Litzau	Consent
	Intro and first reading ord - First-Lien Sewer Improvement Revenue Bonds, Series 2025	Robert Miller/Tyra Litzau	Consent
	Intro and first reading ord - West Greeley COP Series 2025a	Allena Portis	Consent
	Intro and first reading ord - appropriation for West Greeley COP	Kalen Myers/Allena Portis	Consent
	Intro & first reading ord - Two Rivers Garden Rezoning	Brian McBroom	Consent
	PH & second reading ord - City Manager Salary Increase	Martha Lanaghan	Regular
	PH & second reading ord City Attorney Salary Increase	Martha Lanaghan	Regular
	PH & second reading ord - Municipal Judge Salary Increase	Martha Lanaghan	Regular
	B&C Appointments	Jennifer Middleton	Regular
Council Chambers Closed due to AV Refresh April 16 - May 5			
April 22, 2025 City Council Work Session	East Subarea Plan Update (Tentative)	Brian McBroom	WS
	Waste Diversion Follow-up	Will Jones/Paul Trombino	WS
	UCCC Naming Discussion	Diana Frick	WS
	Housing Authority Update	Vincent Ornelas/Deb Callies	WS
May 06, 2025 Council Meeting	Proclamation - Small Business Week	Mayor	Intro
	Proclamation - Historic Preservation Month	Mayor	Intro
	Proclamation - Professional Municipal Clerk's Week	Mayor	Intro
	Minutes - April 1 RM; April 8 WS	Heidi Leatherwood	Consent
	Resolution - adopting the Mobility Development Plan	Victoria Leonhardt/Will Jones	Consent
	Resolution - GURA Ironwood/Apricot Avenue IGA	Kalen Myers	Consent
	PH & second reading ord - Eagles Lease (Hold)	John Hall	Regular
	PH & second reading ord - L&T Annexation	Doug May/Brian McBroom	Regular
	PH & second reading ord - L&T Annexation Zoning	Doug May/Brian McBroom	Regular
	PH & second reading ord- Water Revenue Improvement Bonds, Series 2025	Robert Miller/Tyra Litzau	Regular
	PH & second reading ord - First-Lien Sewer Improvement Revenue Bonds, Series 2025	Robert Miller/Tyra Litzau	Regular
	PH & second reading ord - West Greeley COP Series 2025a	Allena Portis	Regular
	PH & second reading ord - appropriation West Greeley COP	Kalen Myers/Allena Portis	Regular
	PH & second reading ord- Two Rivers Garden Rezoning	Brian McBroom	Regular
May 13, 2025 City Council Work Session	Continued PH & second reading ord - Village at Greeley PUD	Brian McBroom	Regular
	Analysis of the Homeless Response System and Intervention Strategies for Unhoused	Mandy Shreve	WS
	Spring Assessment Poll Results (Hold)	Kalen Myers	WS
	2025 first quarter financial update	Robert Miller/Tyra Litzau	WS
May 20, 2025 Council Meeting	Economic Development Incentive Policy	John Hall	WS
	Minutes - April 15 RM; April 22 WS	Heidi Leatherwood	Consent
	Intro & first reading ord - Camping Restriction	Bobbier Cranston/Adam Turk	Consent
	B&C Appointments	Jennifer Middleton	Regular
May 27, 2025 City Council Work Session	CAO Organizational Assessment (Tentative)	Stacey Aurzada	WS
	Economic Development Strategic Plan Update	John Hall	WS
	Overview and Discussion of the Small Business Land Use Center Program (Hold)	Brian McBroom	WS
June 03, 2025 Council Meeting	Minutes - May 6 RM; May 13 WS	Heidi Leatherwood	Consent
	Resolution - 3 Mile Annexation	Brian McBroom	Consent
	Intro & first reading ord - Downtown Overlay	Doug May/Brian McBroom	Consent
	PH & second reading ord - Camping Restriction	Bobbier Cranston/Adam Turk	Regular
June 10, 2025 City Council Work Session	Water & Sewer Board Interviews	Jennifer Middleton	WS

Greeley City Council

Status Report of Council Initiatives

Initiative No.	Council Member Initiating	Council Request	Council Meeting or Work Session Date Requested	Next Steps & Schedule	Anticipated Deliverable & Date (Report, Council Presentation, etc.)	Assigned to:
11-2023	Clark/Butler	Artificial turf and landscape standards	August 1, 2023 Council Meeting	*Come back to Council with a draft ordinance	Staff will follow up on scheduling of this item	Brian McBroom
4-2024	Butler	Lincoln Park Redesign	April 2, 2024 City Council Meeting	Requested Work Session for information on the Lincoln Park Redesign- to include status of project, timeline of project and overview of the coming outreach Work Session	Site concepts shared with stakeholders in October: including Project costs, Phasing options and integration with Downtown. Early 2025: Construction design drawings scheduled to begin, incorporating stakeholder input, alignment with redevelopment goals, and lessons from other urban parks. Late 2025 - 2026: Construction slated to begin at the end of 2025 and continue into 2026.	Diana Frick
5-2024	Hall	Impact Fee Study Structure	May 7, 2024 Council Meeting	Requested staff bring a report to a future work session explaining more in depth the Impact Fee Study Structure - how the ratio is calculated, review process, timeline of review, and development fees	DTA was awarded the contract and that process has now started	Allena Portis/Robert Miller
7-2024	Butler	Building Permit Fees	September 17, 2024 Council Meeting	Would like staff to provide information to a work session relating to building permit fees for the last few years and what they are currently	Staff sent a memo to council on January 10, 2025 Pending follow-up reagrding communication to Councilmember Butler Raymond to follow-up with Mayor to see if work session is needed	Brian McBroom
8-2024	Olson	Code Compliance	Oct 1, 2024 Council Meeting	Part 1 - Requested staff to present at a future work session on code compliance- what is compliant and what is not and to develop a plan to assist with low-income residents specifically relating to yards and vegetation Part 2 - More information needed on specific options on landscaping; enhancing voluntary compliance ticketing system	Part 1 was presented Feb. 11 and staff has begin working on the next report to council which will be scheduled at a later date	Juliana/ Kelli Johnson/Buxton Demers
11 - 2024	Butler	HP Rezone Parking	Oct 15, 2024 Council Meeting	There was a request for staff to provide a report to council on the HP Rezone area parking, traffic problems, and what has been done in the area. It was also requested that the design standards be included.	The traffic safety report completed and shared with CMO. CMO is planning to schedule a meeting to review the report with Councilmember Butler.	Public Works
13- 2024	Butler	Audit of Development Code	Dec 10, 2024 Council WS	Discrepancies in the code and would like an administrative fix of the R-M zoning issue if possible, and then a full audit of the Development Code.	Recieved proposals on 2/13 and now in the evaluation and Anticipate making a selection by April 1, 2025	Brian McBroom

2- 2025	Butler	Voter Polling	February 18, 2025 Council Meeting	Mayor Gates requested that staff come back with a cost analysis prior to Councilor Butler's request. Request: a voter poll to investigate the desire to support Public Safety and Open Space tax measures. In addition he asked for potential Poudre River Restoration projects that could be part of the Open Space tax.	This will be presented at the April 8 Work Session	Kalen Myers
3-2025	DeBoutez	Public Art Program	March 18, 2025 Council Meeting	Research the Public Art Program with 3 components: expanding the program to include local performing art groups, clarify the funding source for the 1% for all of the capital improvement projects, and reporting of when the money is appropriated to the program.		Diana Frick



Work Session Agenda Summary

Item: 11.

Title

Adjournment