

# CITIZEN BUDGET ADVISORY COMMITTEE

**Wednesday, July 23, 2025 -- 5:00 p.m.**

**Committee Members    Present    Absent    Attending Guests & City Personnel:**

|                      |   |   |
|----------------------|---|---|
| Barry Eastman        | X |   |
| Tyler Mowery         | X |   |
| Anthony McCune       | X |   |
| John Schull          |   | X |
| Merrie Foreman       | X |   |
| Lori Williams        | X |   |
| Javier Alvarado Vega |   | X |
| Khalil N Bhanji      |   | X |

*Kalen Myers: Interim Budget & Policy Director*

*Laura Delp*

*Mandy Shreve: Director, Homelessness Solutions*

*Deb Callies: Director, Housing Solutions*

*Robert Miller, Treasurer*

**CALL TO ORDER** - The meeting was called to order by Barry Eastman at 5:00 PM.

**ATTENDANCE & ANNOUNCEMENTS** - The agenda was amended to include the acceptance of Javier’s resignation. Mr. Eastman made a motion to accept the resignation, which was seconded by Merrie Foreman and passed without opposition.

**APPROVE MINUTES FROM MAY 28, 2025, AND JUNE 25, 2025** - The minutes from the May and June meetings were approved following a motion by Mr. Eastman and a second from Lori Williams; there was no discussion or opposition.

## DISCUSSION ITEMS

### Homelessness Solutions Update – Mandy Shreve

Mandy Shreve, Director of Homelessness Solutions, provided an in-depth overview of the city's homeless response system. Ms. Shreve emphasized that homelessness is a dynamic and ongoing issue in Greeley, with approximately 820 individuals experiencing homelessness annually, including about 145 families and a segment of long-term stayers with complex needs. She clarified that the Point-in-Time count, often referenced publicly, underrepresents the broader scope of the issue. Ms. Shreve highlighted that many individuals resolve their housing crises with short-term support, while approximately 15–20% require more sustained interventions such as rapid rehousing or permanent supportive housing. She illustrated the system’s approach using a case example of a man with significant mental impairments and another hypothetical case study involving a single father named Paul who was helped through various stages of the system.

Ms. Shreve explained that the City’s Outreach Team is often the first point of contact and plays a critical role in connecting individuals with resources. The team has successfully placed 59 households on the housing priority list and has supported working individuals through temporary accommodations such as hotel stays while longer-term housing solutions are secured. The city also operates a rapid rehousing program, primarily assisting newly homeless families, and offers case management services tied to state-funded permanent supportive housing programs for individuals with significant disabilities.

She provided a detailed analysis of the city’s system capacity versus need, revealing significant service gaps, particularly in emergency shelter, transitional housing, and permanent supportive housing. Graphs and charts illustrated how current inventory falls short, and Ms. Shreve emphasized the urgency of maintaining and expanding these services, especially as much of the current capacity is funded by

grants that are set to expire in 2026. Without new funding, the Outreach Team, rapid rehousing staff, and key services offered by United Way (such as the day shelter and housing navigation) are at risk, which could increase the homeless population due to diminished exit pathways.

Ms. Shreve also referenced the Mayor's Task Force on Homelessness, which has been active for two years and recently exceeded its goal to reduce the chronically homeless population by 70 individuals—achieving a reduction of 83. Mr. Eastman raised concerns about Greeley becoming a regional destination for homeless services and whether that might encourage migration from other communities. Ms. Shreve responded that while the homeless population is inherently transient, there is no evidence of other cities “offloading” individuals into Greeley. She offered to share data from the United Way shelter showing that the majority of clients have resided in Greeley for a significant period.

Kalen Myers provided additional fiscal context, noting that the Homelessness services currently employ about 30 staff members, but that number will fall to just 7 if grants are not renewed. The expiration of these grants would eliminate two-thirds of the city's homeless response programming. Kalen emphasized that although the grants were always intended to launch the programs, the city now faces structural funding challenges due to slower-than-expected sales tax revenue growth. Council is actively discussing whether and how to transition these programs to sustainable general fund support as part of the 2026 budget planning.

### **Housing Overview – Deb Callies**

Following Ms. Shreve's presentation, Deb Callies, Housing Director for the City of Greeley, presented a preview of the Housing Solutions Department's Strategic Plan. She noted that her department was created with one-time funding to address Council's Housing For All priority. The plan is built around three primary goals: (1) promoting full-spectrum, mixed-income housing development throughout the city; (2) expanding city capacity and partnerships with developers and nonprofits; and (3) aligning housing initiatives with Greeley's long-term economic development goals.

Ms. Callies described how inclusive neighborhood design can reduce segregation and improve social cohesion, safety, and health outcomes. To achieve affordability, the city must offer development incentives such as land use, water access, fee deferrals, or other offsets. She emphasized that creating executive-level housing and affordable housing both require different forms of developer support. Ms. Callies also expressed concern about the city's over-reliance on federal funds, which are increasingly at risk of being cut, and stressed the need for ongoing local investment.

She presented a staffing model showing that the Housing Solutions team ideally needs 12 staff to implement the plan, though they currently have 8 staff—5 of whom are in term-limited positions. If additional funding is not secured, staffing will drop to just 3 in 2026, limiting the department's ability to engage with developers or administer incentives. Ms. Callies stated that while her team has completed the strategic planning phase, implementing it over the next five years will require dedicated project managers, especially to pursue redevelopment opportunities in aging parts of the city and to preserve housing stock for seniors and low-income residents. She discussed the need for down payment assistance and housing rehabilitation programs as complementary tools.

Ms. Callies showcased examples of successful mixed-income communities such as Beeler Park in Denver, the Lowry redevelopment, and Green Valley Ranch. These models demonstrate that it is possible to build high-quality, visually cohesive neighborhoods with a broad income mix. She noted that such developments provide equal access to schools, jobs, transportation, and services, and that similar outcomes could be achieved in Greeley given the city's available green space and future growth.

Mr. Eastman asked if the downtown civic campus and Justice Center project could impact housing strategies. Ms. Callies confirmed that such catalytic developments would support broader housing efforts and increase demand in downtown areas, but reiterated that without funding for staff, the department lacks the capacity to act on these opportunities. She concluded by emphasizing that even maintaining current staffing levels would allow for continued progress in 2026, but any expansion would depend on

the city's budgetary decisions.

Kalen closed with a reminder that both homelessness and housing initiatives—although distinct—are deeply interconnected and face the same fundamental challenge: the expiration of critical grant funding and an urgent need for sustained local investment. Mr. Eastman thanked both Ms. Shreve and Ms. Callies for their presentations, recognizing the importance of their work and the difficult funding realities ahead. The meeting then moved to the next agenda item.

### **Ballot Measures – Kalen Myers**

Kalen Myers opened the discussion by noting a rearrangement of the agenda to accommodate Ms. Callies and Ms. Shreve's presentations, which aligned with broader concerns about funding loss and the critical need for a dedicated funding source. This led into a comprehensive overview of potential ballot measures that had just been discussed with City Council the previous evening. While the purpose of the presentation was originally to inform and prepare for Council's decision, Council had unexpectedly decided not to proceed with any of the proposed measures, a result that surprised some staff members. Despite this, Ms. Myers proceeded with the presentation to provide context and offer the opportunity for the committee to submit feedback or a memo to Council, as they had done in the previous year.

Four ballot measures were under consideration, each proposing a 0.50% sales tax increase that could generate approximately \$12–14 million in annual revenue.

- **Public Safety Tax Measure:** This proposal aimed to fund increased staffing in fire and police services. It included hiring nine additional firefighters to meet minimum staffing relief requirements, additional fire prevention and EMS personnel, and an alternative response model involving a peak demand unit of six tactical firefighters. For police, it proposed expanding support services such as body-worn camera technicians, the Real-Time Information Center, and establishing a drone-as-first-responder program. It also included plans for additional patrol vehicles, the replacement of Fire Station 4 (built in the 1970s), and the construction of a joint public safety complex in West Greeley. Ms. Myers emphasized that while some council members believe public safety should be funded solely through the General Fund, others recognized the strain that current resources place on maintaining adequate services. Council's reluctance to pursue a tax increase for public safety may have stemmed from this internal division.
- **Housing and Homelessness Tax Measure:** This proposal focused on sustaining and expanding the city's housing and homelessness teams, many of which are currently grant-funded. It would fund the continuation of the Housing Solutions team, expansion to match an ideal staffing model, and programming for housing rehabilitation, down payment assistance, and affordable housing development. Ms. Myers stressed that without this funding source, these teams face an uncertain future.
- **Combined Public Safety and Homelessness Measure:** Due to Colorado's TABOR single-subject rule, a combined housing and homelessness measure was not legally viable, but combining public safety with homelessness was allowed due to their shared nexus in public health and emergency response. This measure combined scaled-down elements from both original proposals. Ms. Myers acknowledged the trade-off between breadth and depth—while the combined measure would have broader voter appeal, it offered fewer resources for each area. Nonetheless, this measure had the most viable polling results and was recommended by the polling consultant as the single best option, had Council chosen to proceed.
- **Economic Development Measure:** This tax proposal sought to fund initiatives such as business assistance programs, support for startups, small business aid, and redevelopment projects. However, this measure polled the weakest and was considered least likely to pass.

Polling results showed none of the measures exceeded 50% strong support without relying on leaners—respondents who said they would “probably” support a measure but are statistically less likely to follow through at the ballot. Among all options, the Housing and Homelessness measure had the highest intensity of support, with a strong base of likely and definite supporters. However, due to insufficient polling strength and concerns about November's political volatility (including turnover in Council seats), Council voted by consensus not to move forward with any ballot items. Ms. Myers emphasized that this

decision significantly complicates the future of sustainable service funding, particularly for housing and homelessness work.

Mr. Eastman offered insights into the Council's decision-making, noting the political realities of pursuing tax increases during an election year. He pointed out that while the positions are officially nonpartisan, political risks remain high—particularly in West Greeley and Ward 4, where public understanding of city funding mechanisms is limited and often misinformed. Eastman acknowledged that although there is broad community awareness of the housing and homelessness crisis (as reflected in polling and community surveys), there remains a disconnect between public support and willingness to approve tax increases. He cited factors such as federal policy shifts, economic strain on residents, and the risk of public backlash if a tax measure fails, especially for Council members seeking reelection. Eastman concluded that the decision was ultimately a political calculation, driven by perceived risk rather than need.

### **Financial Update – Robert Miller**

Robert Miller provided a comprehensive financial overview, focusing on revenues, investments, and the city's fiscal outlook. While cash balances remain strong—approximately \$340 million across all funds—the city faces declining revenues in key areas. Notably, sales and use tax revenue is projected to fall short by \$1.8 million, and building-related revenue is expected to drop by \$17.1 million due to a slowdown in new construction and unpulled permits. This has immediate consequences for the Capital Improvement Plan (CIP), which relies heavily on development impact fees to fund infrastructure projects.

On the positive side, the city will exceed its budgeted interest earnings, with projections at \$14 million versus the \$8 million originally anticipated. This is due in part to smart financial management: the city has locked in interest rates around 4.25% on \$200 million of its investments, providing stability for the next 1–2 years. Oil royalties from city-owned mineral rights have also outperformed expectations, helping to offset losses from state severance taxes, which were drastically reduced after producers claimed one-time credits.

Mr. Miller noted the city has \$11.1 million in unappropriated one-time General Fund balances, and a \$4.8 million reserve in the General Fund stabilization account. These buffers will assist with short-term balancing but do not address long-term structural funding needs, especially for ongoing programs that cannot rely on one-time sources.

#### **Zip Code Legislation Discussion:**

Mr. Eastman introduced a brief discussion on pending federal zip code legislation intended to reassign USPS zip codes to align more accurately with municipal boundaries. Smaller towns like Severance and Timnath expect to benefit from increased online sales tax revenue due to better address coding. Mr. Miller confirmed that Greeley is unlikely to be affected because it is a home rule city and manages its own tax collection, including rigorous parcel-level address mapping. In contrast, smaller municipalities that depend on the State for tax distribution are more vulnerable to revenue misallocation.

Ms. Myers concluded by reiterating the uncertain path forward due to Council's decision not to pursue ballot measures. The lack of new dedicated funding puts pressure on teams like Housing and Homelessness and restricts the city's ability to respond to growing community needs. Ms. Myers encouraged committee members to consider submitting feedback to Council as they did previously, especially in light of the significant fiscal and service implications. Mr. Miller ended by emphasizing the city's relatively strong financial position for now, while warning of structural challenges ahead if revenue sources are not diversified or increased.

### **2026 Budget Outlook – Kalen Myers**

Kalen Myers led a comprehensive presentation on the City's General Fund outlook, following up on Robert Miller's earlier overview and aligning with the July 8 Council Budget Retreat. Ms. Myers emphasized the intention to provide consistent information to both Council and the advisory board regarding the city's financial position and budget development process.

She explained that the annual budget process is cyclical, beginning in the spring. Departments submit budget increase requests in May despite a flat budget directive. The Budget Office reviews these requests internally and hosts discussions with departments and City Manager's Office (CMO) representatives throughout May and June. July is dedicated to preparing budget recommendations, which will feed into production of the full budget document in August. September is reserved for publishing the recommended budget for public review and Council work sessions, leading to formal adoption in October.

Currently, the city is facing heightened financial scrutiny as it prepares the FY2026 budget. Ms. Myers outlined that the General Fund is projected to have a preliminary structural budget gap of \$11 million, driven by several factors: reduced sales tax revenue due to slower economic activity, a cooling development pipeline affecting tax base growth, and rising expenditures related to full-time employee (FTE) growth, inflation, and expanded services. While the city remains "stable," that stability relies heavily on one-time funds such as the Revenue Stabilization Reserve, already appropriated for FY2025 and expected to help bridge the shortfall temporarily.

Mr. Eastman asked for clarification on the General Fund's total, which Ms. Myers confirmed is projected at \$160 million for 2026. She also noted that if term-limited positions are factored in—of which there are many—the actual budget gap could climb to \$20 million. These term-limited roles, such as those in Ms. Callies and Ms. Shreve's teams, were often funded through grants or pilots and now face sustainability challenges.

Ms. Myers reviewed a 10-year chart showing a strategic but now unsustainable drawdown of fund balances starting in 2022. Fund reserves once stood at over 60% of expenditures but are now approaching the minimum required 16.7% reserve target, posing a risk if corrective action is not taken. She highlighted that development impact fees and other revenues, especially from housing development, were overestimated in previous years, causing misalignment between projected and actual capital revenues.

A discussion of development trends followed, supported by a map showing approximately 16,700 residential units in the development pipeline. Only about 4,000 of those units are fully platted and ready to go, which if built immediately, could generate roughly \$274 million in one-time capital revenues and about \$11 million in annual recurring revenues. However, Ms. Myers emphasized the uncertain timing of this growth and the importance of pacing internal investments accordingly.

Expenditure growth, particularly in staffing, was identified as a major driver of the structural gap. From 2015 to 2024, budgeted expenditures rose from \$97.6 million to \$183.6 million. Over the past six years, 244 FTEs were added to the General Fund, including 63 term-limited positions, often associated with new programs or service expansions. Ms. Myers noted that the General Fund is largely personnel-based, with 68% of expenses going toward salaries and benefits, making potential reductions especially sensitive.

In response, the City has taken the following actions:

- Implemented a hiring pause requiring leadership review for any new, replacement, or reclassified positions.
- Departments have also submitted realignment exercises, identifying low-priority programs or projects that could be slowed or deferred.
- The Budget Office is actively analyzing expenditures and revenue projections to find additional cost-saving opportunities.
- Longer-term planning includes development of a 10-year financial forecast led by CFO Allena Portis to help ensure ongoing fiscal sustainability.

In terms of Council involvement, Ms. Myers reported that Council participated in a budget prioritization exercise on July 8, which will inform future decisions. Additional Council work sessions are scheduled

through August and September, with the final vote on the FY2026 budget planned for October.

The conversation shifted to the West Greeley capital project, which includes a large economic development initiative involving entertainment, housing, and infrastructure. Concerns were raised about the city's reliance on General Fund backing and Certificates of Participation (COPs) for debt coverage in the early years. The city expects to issue a \$45 million COP to cover payments until revenues from the project become self-sustaining, estimated to occur around 2038. However, this presents a financial burden in the interim. Councilmembers expressed concern that while the project may eventually pay for itself, current shortfalls may place pressure on General Fund operations. Lori Williams added that Greeley has a moral obligation to back the reserve fund should projected revenues fall short.

Other concerns raised included increased foreclosure activity in West Greeley and slowing housing starts, which further complicate revenue forecasts. Robert Miller and Kalen Myers acknowledged these trends, and Ms. Myers explained the city has responded by significantly lowering its development impact fee revenue estimates to avoid budgeting with unrealistic assumptions. She emphasized the importance of erring on the conservative side to prevent future gaps in capital funding.

As the session concluded, Ms. Myers reiterated that difficult decisions are imminent. The leadership team is reviewing every term-limited position, realignment proposal, and revenue forecast to determine where reductions can be made. Even if housing growth were to accelerate immediately, the city does not currently have capacity to absorb and process the full volume of pending development and so cannot rely on that to close the budget gap.

In closing, Ms. Myers announced the appointment of Nathan Mosley as the new Budget Director, starting August 14. He joins from the City and County of Broomfield and is expected to bring expertise and leadership to help navigate both the immediate budget process and longer-term planning challenges.

## OTHER BUSINESS

Triennial Review Spokesperson for Council Meeting on October 28, 2025 – Tony and Mr. confirmed that they would both be available for the Council Meeting on October 28<sup>th</sup> for the Triennial Review.

**PUBLIC INPUT** – No members of the public were present

## ADJOURNMENT

The meeting concluded with a request to send the agenda for the August meeting to the committee members via email.

The meeting was adjourned at **6:56 PM**

## Next Regular Meeting:

**August 27, 2025**

**5:00-6:30 p.m.**

**City Center South - 1001 11th Ave, Greeley, CO 80631**

**2nd Floor Colorado Conference Room 227**

**Zoom**(<https://greeleygov.zoom.us/j/82522074466>)

DocuSigned by:



Kalen Myers

Interim Budget & Policy Director

Signed by:



Barry Eastman

Chairperson