

**Chair**  
John Gates

**Vice Chair**  
Dale Hall

**Board Members**  
Tommy Butler  
Deb DeBoutez  
Johnny Olson  
Brett Payton  
Melissa McDonald



## **Commercial West Greeley General Improvement District Board Agenda**

**Tuesday, October 21, 2025 at 5:30 PM**

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

**Zoom: <https://greeleygov.zoom.us/j/83000024898>**

1. Call to Order
2. Roll Call
3. Approval of Minutes
4. A resolution of the Board of Directors of the City of Greeley, Commercial West Greeley General Improvement District establishing a debt and financial policy; and providing other details relating thereto
5. Adjournment



# Commercial West Greeley General Improvement District Board Agenda Summary

October 21, 2025

Key Staff Contact: Heidi Leatherwood, City Clerk

**Title:**

Approval of Minutes

**Summary:**

The Commercial West Greeley General Improvement District (CWGGID) Board met for the first time on September 2, 2025.

Attached are the meeting proceedings for approval.

**Recommended Action:**

Approve the meeting proceedings.

**Recommended Motion:**

A motion to approve the September 2, 2025 Commercial West Greeley GID meeting proceedings.

**Attachments:**

1. 09.02.2025 Commercial WG GID Minutes draft

City of Greeley, Colorado  
West Greeley Commercial General Improvement District Meeting Proceedings  
September 2, 2025

**1. Call to Order**

Chair Gates called the meeting to order at 5:30 p.m. in the City Council Chambers at 1001 11th Ave, Greeley, Colorado, with hybrid participation available via the City's Zoom platform.

**2. Roll Call**

Secretary Heidi Leatherwood called the roll.

The following were present:

Board member Tommy Butler

Board member Deb DeBoutez

Vice Chair Dale Hall

Board member Brett Payton

Board member Johnny Olson

Board member Melissa McDonald

Chair John Gates

**3. Adoption of Commercial West Greeley General Improvement District Board of Director By-Laws**

Community Development Director Brian McBroom opened the presentation at 5:32 p.m.

Mr. McBroom welcomed the newly formed Commercial West Greeley General Improvement District Board of Directors to their first meeting and introduced the adoption of bylaws as the initial order of business. He explained that the bylaws would establish the board's structure, designate the mayor as Chair, the mayor pro tem as Vice Chair, and appoint the city manager as Executive Director, along with defining other officer roles. The bylaws also outline procedures for setting meetings and conducting official board business. He recommended that the board adopt these bylaws during the meeting.

There were no questions or comments regarding the proposed by-laws.

**Vice-chair Hall moved to adopt the by-laws. Board member Olson seconded the motion. The motion passed 7-0 at 5:39 p.m.**

**4. Adoption of 2025 TABOR Election Resolution**

Community Development Director Brian McBroom presented this item at 5:35 p.m.

Mr. McBroom introduced City of Greeley Deputy City Attorney Moses Garcia and Butler Snow's Public Finance, Tax Incentive & Credit Market Attorney, Dalton Kelly, as

key contributors to the establishment of the two General Improvement Districts (GIDs). Mr. Kelly was the primary author of the TABOR (Taxpayer’s Bill of Rights) election resolution under review. Mr. McBroom explained that a TABOR election is required for the GID to legally collect taxes and issue debt starting next year. This specific election pertained to eligible electors within the Commercial West Greeley GID, which currently included just two properties owned by LLC’s.

The resolution outlined several authorizations, including the ability to issue debt, levy mills in property tax, enter into multi-year fiscal obligations, and “debruce” revenues (i.e., exempt them from TABOR revenue limits). These broad authorizations were intended to give the GID long-term operational flexibility. If adopted by the board, the election would be scheduled for November 4, 2025, and any taxes or fees approved through the election would apply to the property within the GID.

Councilmember Butler asked about the inclusion of *debrucing* (removal of TABOR revenue/spending limits) in the initial creation of the GIDs. Mr. Kelly explained that for new entities like the GID, which have no fiscal history, TABOR's revenue growth limits can severely restrict their ability to function and grow. Without a baseline year of revenue, the entity’s allowable budget would be too low, potentially requiring refunds and making it difficult to stabilize finances. Debrucing in the early stages was common among new districts.

Councilmember Butler asked if debrucing would be temporary or permanent. Mr. Kelly clarified that the proposed debrucing was permanent, as most Colorado municipalities, special districts, and all but one school district have done. Mr. Kelly added that this does not waive other TABOR requirements such as voter approval for tax increases or debt issuance.

Councilmember DeBoutez asked if the GIDs were subject to annual reporting requirements. Mr. Kelly noted that the GID Board have full authority to impose such reporting requirements. He emphasized that any financial decisions, such as levying taxes or issuing debt, would require board approval and be subject to public audit and budget processes.

Mr. Kelly clarified that the resolution being considered was strictly to approve ballot language for the upcoming TABOR election. He advised that broader governance policies—including reporting, disclosure, and mill levy limits—should be addressed through separate, future legislation.

**Board Member Payton moved to adopt the resolution. Board Member McDonald seconded the motion. The motion passed 6-1 at 5:43 p.m. with Board Member Butler voting “nay”.**

**5. Adjournment**

With no further business to come before the board, Chair Gates adjourned the meeting at 5:44 p.m.

Approved:

\_\_\_\_\_  
Chair

Attest:

\_\_\_\_\_  
Secretary



# Commercial West Greeley General Improvement District Board Agenda Summary

October 21, 2025

Key Staff Contact: Brian McBroom, Community Development Director

## Title:

A resolution of the Board of Directors of the City of Greeley, Commercial West Greeley General Improvement District establishing a debt and financial policy; and providing other details relating thereto

## Summary:

On September 2, 2025, the Board adopted Resolution No. 1, Series 2025 submitting several ballot issues to the electors of the District at a special election to be held on November 4, 2025 regarding (i) the imposition of ad valorem taxes on the taxable property within the District to finance, in general, the acquisition, administration, construction, installation, operating, and maintenance of public improvements and services within the District (the “Improvements” and “Services”) and to pay the annual administrative expenses of the District, (ii) authorizing the District to incur indebtedness and enter into multiple fiscal year financial obligations with respect to any Improvements or Services and other obligations of the District, and (iii) exempting the District from statutory and constitutional limitations on revenue.

If the special election results are in favor of incurring indebtedness or levying ad valorem property taxes, the Board wishes to establish certain policies regarding the imposition of taxes and the issuance of indebtedness in order to protect its future residents and business owners from excessive tax burdens. Thus, it is necessary to set the District’s debt and financial policies.

## Recommended Action:

Approve the resolution

## Recommended Motion:

Motion to Approve Resolution No. 2, Series 2025 establishing a debt and financial policy; and providing other details relating thereto for the Commercial West Greeley General Improvement District

## Attachments:

1. Resolution
2. Presentation

CITY OF GREELEY, COMMERCIAL WEST GREELEY  
GENERAL IMPROVEMENT DISTRICT  
RESOLUTION NO. 2, SERIES 2025

**A RESOLUTION OF THE BOARD OF DIRECTORS OF THE CITY OF  
GREELEY, COMMERCIAL WEST GREELEY GENERAL IMPROVEMENT  
DISTRICT ESTABLISHING A DEBT AND FINANCIAL POLICY; AND  
PROVIDING OTHER DETAILS RELATING THERETO**

WHEREAS, the City of Greeley, Commercial West Greeley General Improvement District (the “District”) is a public improvement district and a quasi-municipal corporation duly organized pursuant to Part 6, Article 25, Title 31, Colorado Revised Statutes (C.R.S.), and Ordinance No. 23, 2025 of the City of Greeley, Colorado (the “City”) adopted by the City Council of the City (the “City Council”) on August 19, 2025; and

WHEREAS, the members of the City Council have been duly elected and qualified and serve ex officio as the Board of Directors of the District (the “Board”); and

WHEREAS, the City desires to catalyze development of certain real property located on the west side of the City within the boundaries of the City and within the City’s growth area as depicted in Exhibit A hereto (the “GID Inclusion Area”); and

WHEREAS, the City Council organized the District to provide direct or indirect financial support for the acquisition, construction, installation, operations, and maintenance of public improvements within the GID Inclusion Area, including but not limited to water improvements, wastewater improvements, stormwater improvements, streets, sidewalks, recreation facilities, plazas, and public meeting spaces, in order to perpetuate economic growth, promote job creation, target and install new services, generate new tax revenues, design and build public gathering spaces, attract a skilled workforce, provide infrastructure upgrades, and build out cultural and lifestyle amenities for its citizens and the general public; and

WHEREAS, Article X, Section 20 of the Colorado Constitution (“TABOR”) requires voter approval in advance for any new tax, the creation of any debt and for retaining and spending certain moneys above the limits established thereby; and

WHEREAS, on September 2, 2025, the Board adopted Resolution No. 1, Series 2025 submitting several ballot issues to the electors of the District at a special election to be held on November 4, 2025 (the “Election”) regarding (i) the imposition of ad valorem taxes on the taxable property within the District to finance, in general, the acquisition, administration, construction, installation, operating, and maintenance of public improvements and services within the District (the “Improvements” and “Services”) and to pay the annual administrative expenses of the District, (ii) authorizing the District to incur indebtedness and enter into multiple fiscal year financial obligations with respect to any Improvements or Services and other obligations of the District, and (iii) exempting the District from statutory and constitutional limitations on revenue; and

WHEREAS, in the event that a majority of the votes cast on the questions to authorize indebtedness or the levy of ad valorem property taxes submitted at the Election shall be in favor

of incurring indebtedness or levying ad valorem property taxes as provided in such questions, the Board wishes to establish certain policies regarding the imposition of taxes and the issuance of indebtedness in order to protect its future business owners from excessive tax burdens; and

WHEREAS, it is necessary to set the District's debt and financial policies.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF CITY OF GREELEY, COLORADO, AS THE *EX OFFICIO* BOARD OF DIRECTORS OF THE CITY OF GREELEY, COMMERCIAL WEST GREELEY GENERAL IMPROVEMENT DISTRICT, AS FOLLOWS:

1. All action heretofore taken (consistent with the provisions of this Resolution) by the District and the officers and agents thereof, directed at formulating debt and financial policies and the objects and purposes herein stated is hereby ratified, approved and confirmed.

2. The Board determines that it will not levy more than 15 mills total to pay for debt service and operations and maintenance expenses of the District annually (subject to adjustment beginning in tax collection year 2027 and annually thereafter to offset any constitutionally or statutorily mandated tax credit, property tax refunds or abatements or reductions in the percentage of actual valuation used to determine assessed valuation or legislative changes in the actual value against which the assessment rate is applied, including without limitation any tax credit, property tax refunds or abatements or reductions in the percentage of actual valuation used to determine assessed valuation and other legislative changes in the actual value against which the assessment rate is applied required by SB24-233 and HB24B-1001).

3. The District shall be authorized to receive revenue derived from impact fees, capital improvement fees, and any other single family equivalent system development fee for homes built within the District that is imposed by the City, and will use such fee revenues solely for the purpose of paying debt service on any outstanding District bonds.

4. The District shall be authorized to receive, collect, and retain revenues derived from public improvement fees imposed by landowners, and sales tax revenues collected by the City within the District's boundaries and remitted to the District, and will use such revenues solely for the purpose of paying debt service on outstanding District bonds.

5. In the event the "West Greeley Project Coordination Agreement" between the City and Trolco, Inc. d/b/a The Water Valley Company (the "Coordination Agreement") is not executed or is terminated, or the Catalyst Project described in the Coordination Agreement fails or becomes distressed at any phase as defined therein, prior to the issuance of debt by the District or the City of Greeley, Residential West Greeley General Improvement District, the District hereby declares its intent to dissolve the pursuant to Section 31-25-625, C.R.S.

6. If any section, paragraph, clause or provision of this resolution shall for any reason be held to be invalid or unenforceable, the invalidity or unenforceability of such section, paragraph, clause or provision shall in no manner affect any remaining provisions of this resolution.

7. All resolutions or parts of resolutions inconsistent herewith are hereby repealed to the extent only of such inconsistency. This repealer provision shall not be construed to revive any resolution or part of any resolution heretofore repealed.

8. The effective date of this resolution shall be immediately upon adoption.

INTRODUCED, PASSED AND ADOPTED at a regular meeting of the City Council of the City of Greeley, Colorado, acting ex-officio as the Board of Directors of the City of Greeley, Commercial West Greeley General Improvement District, on October 21, 2025.

CITY OF GREELEY, COMMERCIAL WEST  
GREELEY GENERAL IMPROVEMENT  
DISTRICT

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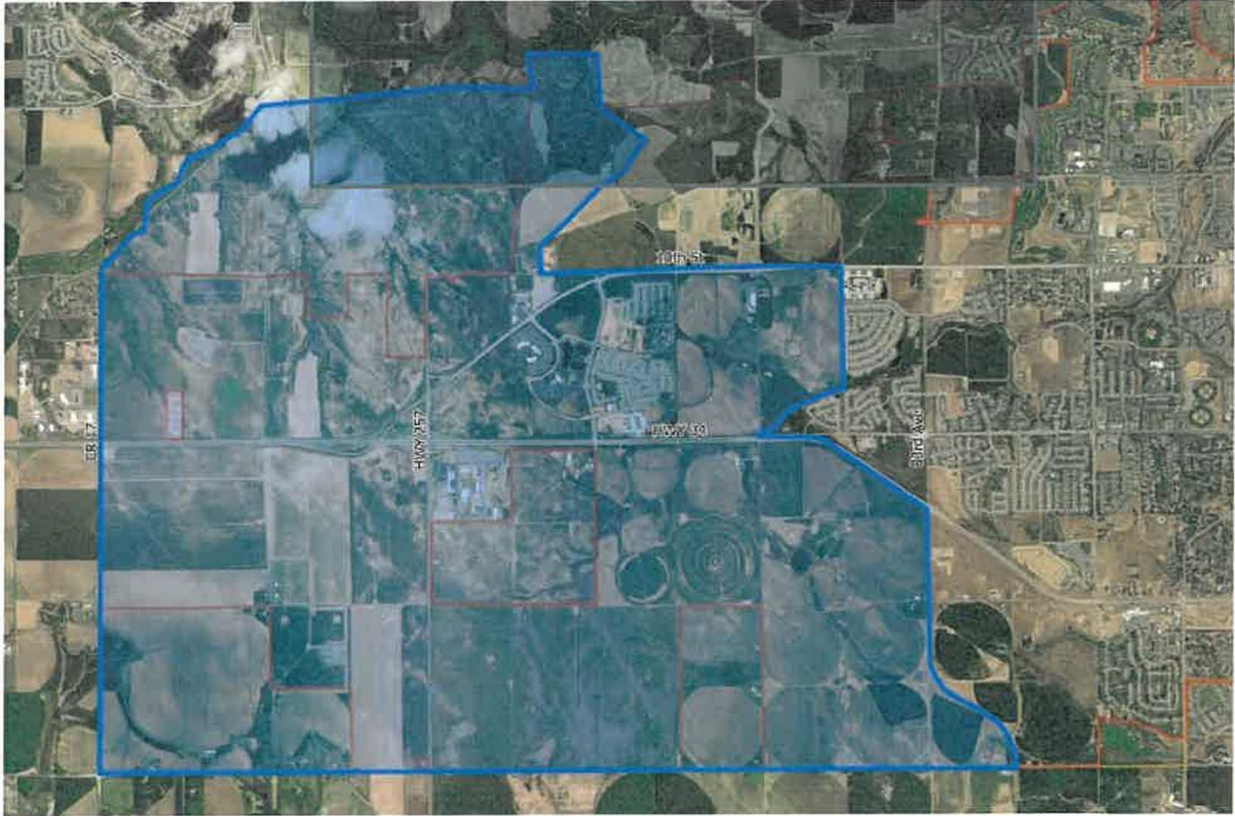
Mayor/Chairman of the Board of Directors

ATTEST:

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City Clerk/District Secretary

**EXHIBIT A**  
**GID INCLUSION AREA**



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# **West Greeley Commercial General Improvement District Debt and Financial Policy Resolution**

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**Brian McBroom, Director of Community Development  
Commercial West Greeley General Improvement District Meetings - October 21, 2025**

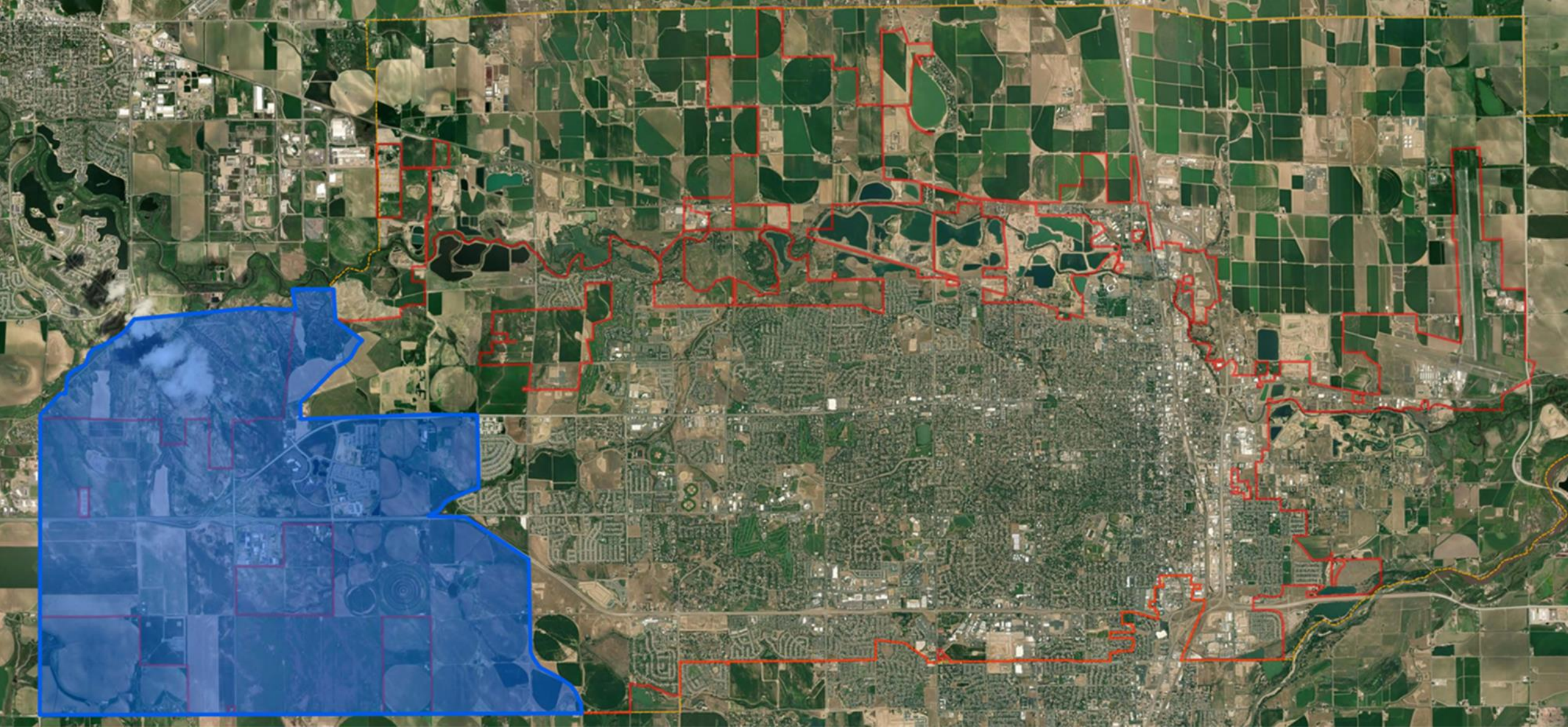


- Review of Proposed Policies
- Questions/Discussion
- Purpose: Adopt Policies

# Agenda

# Overview of Policies

- No more than 15 mills total levied to pay for debt service and operations & maintenance expenses annually.
  - Subject to adjustment beginning in tax collection year 2027 and annually thereafter.
- District authorized to receive revenue from the following:
  - Impact Fees
  - Capital Improvement Fees
  - Single Family Equivalent System Development Fees
  - Public Improvement Fees
  - Sales Tax
- Fee revenues to be solely used for the purpose of paying debt service on outstanding District bonds.



# Questions and Discussion