

City of Greeley, Colorado
City Council Meeting Proceedings
Tuesday, October 21, 2025

1. Call to Order

Mayor Gates called the meeting to order at 6 p.m. in the City Council Chambers at 1001 11th Ave, Greeley, Colorado, with hybrid participation available via the City's Zoom platform.

2. Pledge of Allegiance

Mayor Gates led the Pledge of Allegiance.

3. Roll Call

City Clerk Heidi Leatherwood called the roll.

The following were present:

Councilmember Tommy Butler

Councilmember Deb DeBoutez

Mayor Pro Tem Dale Hall

Councilmember Brett Payton

Councilmember Johnny Olson

Councilmember Melissa McDonald

Mayor John Gates

4. Approval of the Agenda

No changes.

5. Recognitions and Proclamation

Wreaths Across America

Mayor Gates read the proclamation at 6:01 p.m. Karen Zach, Emilio Vallejo, Pam Erbacher, and Jill Eaton were present to accept.

What's Great About Greeley Report

Councilmember Olson presented the *"What's Great About Greeley"* report at 6:05 p.m.

6. Citizen Input

1. Peggy Sue Squires thanked Councilmembers for attendance at the Weld Project Connect.
2. Bill Gillard spoke about his support for "Wreaths Across America".
3. Steve Teets spoke about the homeless population.
4. Mary Metzger spoke about housing issues and economic development.

7. Reports from Mayor and Councilmembers

Councilmember Butler attended Evans State of the City event, noting their focus on road projects. He visited a new pocket forest being created next to the Rodarte Center and planting trees.

Councilmember McDonald attended the Weld Project Connect event and thanked City of Greeley employees who volunteered and the Island Grove crew for setup work. She noted this would be Mayor Gates' last regular meeting and said she enjoyed serving with him.

Mayor Gates attended a retirement event for Lieutenant Sean Jaehn of Greeley Fire, who served for 28 years.

8. Initiatives from Mayor and Councilmembers

Councilmember Butler requested discussion on independent cost estimates for the Catalyst project. This information had been promised to citizens by the end of October. City Manager Raymond Lee explained that the city was still waiting for independent analysis of contractor numbers from their consultant. He committed to providing this information before October 31st, subject to legal review.

Councilmember Olson cautioned against releasing contractor numbers without the City's independent analysis. After discussion, consensus was reached to bring this information to council as soon as possible.

Consent Agenda

9. Motion to approve the City Council Work Meeting Proceedings of September 16, 2025, and City Council Work Session Proceedings of September 23, 2025

10. Motion to approve the 2026 Council Meeting and Work Session Schedule

11. Motion to cancel the October 28, 2025, Work Session Meeting

12. Resolution ratifying the appointment of Patty Bodwell to the Board of Trustees of the High Plains Library District for a four-year term

13. Resolution establishing the 2025 Tax Levy and directing the certification of the same to the Board of County Commissioners

14. Resolution of the City of Greeley Council authorizing the City to enter into an Intergovernmental Agreement with the Colorado Department of Transportation (CDOT) for the MERGE Project on US 34 Bypass

End of Consent Agenda

Councilmember Butler requested that Item 11 be pulled from the consent agenda.

Councilmember Olson moved to approve Consent Agenda Items 9-10 and 12-14. Councilmember Butler seconded the motion. The motion passed 7-0 at 6:31 p.m.

15. Pulled Consent Agenda Items

11. Motion to cancel the October 28, 2025, Work Session Meeting

Councilmember Butler explained he did not want to cancel the work session, noting there were several items scheduled that could be addressed rather than postponing them. These included the boards and commission triennial review, comprehensive financial policies, development code amendments for affordable housing, and tree canopy discussion.

Councilmember Payton expressed support for keeping the meeting on the calendar, noting there was business to address before the new council was seated on November 18.

Councilmember Butler moved to deny the cancellation of the October 28, 2025, Work Session. Councilmember DeBoutez seconded the motion. The motion passed 6-1 at 6:37 p.m. with Mayor Gates voting “nay”.

16. Public hearing and second reading of an ordinance of the City of Greeley, Colorado enacting Chapter 14 of Title 24 of the Greeley Municipal Code regarding the inclusion area for the Commercial and Residential West Greeley General Improvement Districts and other details relating thereto

Director of Community Development Brian McBroom introduced the item at 6:37 p.m.

Brian McBroom, Director of Community Development, presented the "guardrails ordinance" for the West Greeley General Improvement Districts (GIDs). He explained the ordinance would:

- Require future properties to join one of the GIDs
- Establish triggers for inclusion in the districts
- Ensure properties in the GIDs benefit from the coordination agreement with Water Valley Company
- Require transparency through web pages and annual reports
- Mandate appropriate disclosures to homebuyers

Councilmember Olson stated that properties in Windsor or Johnstown could not join these GID's unless they annexed into Greeley. He also clarified that the GIDs' function was like metro districts where property owners pay for their own infrastructure through mill levies rather than increasing taxes.

Councilmember DeBoutez voiced concern about the potential cumulative tax burden, asking if developers could create metro districts with additional mills on top of the 50 mills for the GID, plus additional public improvement fees. Mr. McBroom confirmed this

was possible and noted that market studies were underway to assess the impact of these fees and mill levies on the rate of growth in West Greeley.

Councilmember Butler noted the financial model also contemplated a PIF (Public Improvement Fee), meaning shoppers in that area would pay a slightly higher tax rate.

Mayor Gates opened the public hearing at 6:49 p.m.

1. Mary Metzger spoke in opposition.
2. Steve Teets spoke in opposition.
3. Bill Gillard asked how the item would be impacted with the referendum petition being circulated.
4. Roger Hollard joined virtually and spoke in support of the item, noting he represented adjoining property owners who would benefit from the infrastructure.

With no further speakers, the public hearing closed at 6:55 p.m.

Councilmember McDonald moved to adopt the ordinance and publish with reference to title only. Councilmember Olson seconded the motion. The motion passed 5-2 at 6:56 p.m. with Councilmembers Butler and DeBoutez voting “nay”.

17. Public hearing and second reading of an ordinance to establish Local Improvement District No. 9510101 for the oversizing of Non-Potable Irrigation Infrastructure (Lake Bluff Non-Potable Irrigation Pump Station)

Water and Sewer Director Sean Chambers introduced the item at 6:57 p.m.

Mr. Chambers explained that the district was located north of 10th Street, primarily west of 95th Avenue, extending to the Poudre River on the north. He emphasized that non-potable systems were key to providing adequate outdoor irrigation without overconsuming potable treatment plant capacity.

Mr. Chambers outlined various funding options, explaining that a local improvement district was the most appropriate by allocating costs to users who directly benefit. The developer (Lake Bluffs) constructed the pump station and would utilize about 25% of its capacity, with the remaining 75% available for 14 other properties comprising 812 acres.

The total approximate cost for oversizing beyond the developer's share is \$1.8 million. Using a bulk acreage methodology, this works out to approximately \$2,214.75 per acre, or about \$443 per single-family home at 5 units per acre density.

Council had no questions.

Mayor Gates opened the public hearing at 7:07 p.m.

With no speakers, the public hearing closed at 7:07 p.m.

Councilmember Olson moved to adopt the ordinance and publish with reference to title only. Councilmember McDonald seconded the motion. The motion passed 7-0 at 7:09 p.m.

18. Public hearing and second reading of an ordinance authorizing the acquisition of real property by purchase or the power of eminent domain for West Greeley basin sewer system infrastructure

Chief Engineer Adam Prior introduced the item at 7:09 p.m.

Mr. Prior presented on the needs for the West Greeley interceptor, lift station, and force main infrastructure. He explained this infrastructure was originally conceptualized in the 2021 collection master plan. While there was an intergovernmental agreement for Windsor to treat West Greeley wastewater flows, Windsor's plant was currently at capacity. The City was planning to temporarily lift wastewater back to Greeley's treatment plant until Windsor upgrades its facility, estimated around 2029-2030.

Mr. Prior described the eminent domain process, emphasizing it promotes transparency, accountability, and uniformity in property acquisition. He outlined the standard process:

- preliminary communications with property owners;
- council authorization;
- notice of intent to acquire;
- appraisal;
- offer;
- negotiation; and
- potential condemnation, if necessary.

He noted that in the past five years of 101 parcels acquired across four projects, only four resulted in condemnation.

Councilmember Butler had concerns about authorizing eminent domain before securing project funding, noting the estimated total cost could be \$30-40 million. Mr. Prior and Mr. Chambers emphasized that the infrastructure was essential regardless which developments proceed in West Greeley, and securing easements early was advantageous.

Mayor Gates opened the public hearing at 7:23 p.m.

1. Bill Gillard stated he was concerned about the use of eminent domain.
2. Steve Teets spoke against the use of eminent domain.
3. Mary Metzger spoke against the use of eminent domain.

With no further speakers, the public hearing closed at 7:27 p.m.

Councilmember Olson clarified that eminent domain was not about taking property but establishing a process where property owners and the City work together to determine fair value, protecting all parties involved.

Mayor Pro Tem Hall moved to adopt the ordinance and publish with reference in full. Councilmember McDonald seconded the motion. The motion passed 6-1 at 7:30 p.m. with Councilmember Butler as a “nay”.

19. Public hearing and second reading of an ordinance amending Title 2 Chapter 4 of the City Code to require City Council authorization for any contract, agreement, or expenditure for professional services and/or consulting services exceeding \$199,999.99

Chief Financial Officer Allena Portis introduced the item at 7:31 p.m.

Ms. Portis presented the ordinance which would establish council oversight for professional services and consulting contracts above \$199,999.99. She explained that currently, the Charter and Code do not require council to review contracts other than certain intergovernmental agreements and change orders to construction contracts.

The ordinance would:

- Require council approval for professional/consulting services contracts exceeding \$199,999.99
- Maintain the City Manager's authority for all other contracts
- Add review by the Financial Officer for fund availability for contracts of \$200,000 or more

Mayor Gates opened the public hearing at 7:35 p.m.

With no speakers the public hearing closed at 7:35 p.m.

Council had no questions regarding this item.

Councilmember Butler moved to adopt the ordinance and publish with reference to title only. Councilmember DeBoutez seconded the motion. The motion passed 7-0 at 7:36 p.m.

20. Public hearing and second reading of an ordinance appropriating additional sums to defray the expenses and liabilities of the City of Greeley for the balance of the fiscal year of 2025 and for funds held in reserve for encumbrances through December 31, 2024

Director of Budget and Policy Nathan Mosley introduced the item at 7:36 p.m.

Mr. Mosley presented the final budget appropriation request for the current fiscal year 2025. The total request was \$3,464,654, with the majority utilizing operating fund balance, approximately one-third related to grants, and one request related to an intergovernmental agreement with Weld County regarding the Poudre River Trail.

Mayor Gates opened the public hearing at 7:39 p.m.

1. Bill Gillard questioned what constitutes a "high performance government".

With no further speakers, the public hearing closed at 7:41 p.m.

Councilmember Olson moved to adopt the ordinance and publish with reference to title only. Councilmember McDonald seconded the motion. The motion passed 7-0 at 7:41 p.m.

21. Public hearing and second reading of an ordinance adopting the 2026 Budget

Director of Budget and Policy Nathan Mosley introduced the item at 7:41 p.m.

Mr. Mosley presented the 2026 Budget, noting that economic conditions created a gap of approximately \$21 million that needed to be addressed. The budget closes this gap by utilizing unspent carryover from 2024, approximately \$3 million in departmental budget realignments, and a \$7 million transfer from the capital fund.

Budget highlights included funding for a new regional 34 bus route, psychological health services for first responders, continuation of the Clean, Safe and Beautiful initiative, and continuation of homeless shelter operations. The budget supports 1,260 FTEs, including 17 net new positions and one-time dollars to extend 54 term-limited positions into 2026.

Mr. Mosley addressed specific items discussed at the October 7th meeting:

1. Adding three additional firefighters - The budget already included an extension of 3 term-limited firefighter positions. Staff recommended not adding additional personnel until it could be supported by ongoing funds.
2. Drone-As-First-Responder Program - Staff was working with the Police Department to determine the right size program and can utilize already appropriated funds for the Real Time Information Center.
3. Homeless Shelter - United Way operates a low-barrier shelter (sobriety not required) but does not allow active substance use on premises.
4. Poudre River restoration and Lincoln Park - The budget includes \$500,000 for Poudre River restoration and \$2.9 million for Lincoln Park redevelopment.

Extensive discussion ensued about the Poudre River restoration funding. Several councilmembers voiced concerns about tying the funding to the broader Poudre River Restoration Initiative rather than specifically to downtown flood mitigation.

Councilmember Butler sought clarification on the amount budgeted for the Poudre River restoration and whether the funding was tied to the adoption of Phase 1 and Phase 2 of the initiative. Ms. Leonhardt clarified that \$500,000 for Phase 3 was included, and it involved flood mitigation modeling, with the possibility of exploring alternatives during scoping for the modeling.

Mayor Pro Tem Hall asked if the focus remained on flood mitigation. Ms. Leonhardt assured that the modeling would validate the flood mitigation approach and explore options.

Ernest Cienfuegos-Baca from United Way of Weld County addressed questions about the homeless shelter, explaining it is low-barrier because it prioritizes keeping people alive. Councilmember Olson asked how the shelter manages individuals under the influence, particularly for those trying to stay clean, noting that substance use can hinder others' recovery efforts. Councilmember McDonald inquired about the shelter's protocols for handling people under the influence, highlighting the importance of compassion for those

seeking refuge. Mr. Cienfuegos-Baca noted that Greeley already has dry shelters like Guadalupe Center, whereas the Cold Weather Shelter (opening October 30th) aimed to serve people who might otherwise be on the streets. He emphasized that while intoxicated individuals are not turned away, behavior determines whether someone can stay.

Mayor Gates opened the public hearing at 8:29 p.m.

1. Peggy Sue Squires advocated for the homeless shelter to continue and suggested a second methadone clinic in town.
2. Bill Gillard expressed concern about the \$21 million budget gap, urging focus on needs rather than wants.
3. Steve Teets suggested looking at the Colorado Springs Mission's model with its 85% success rate, expressed opposition to the 34 regional MERGE project, and suggested adding more police officers and firefighters.
4. Mary Metzger criticized council for their handling of the Catalyst and Cascadia projects.

With no further speakers, the public hearing closed at 8:39 p.m.

Councilmember DeBoutez moved to adopt the ordinance and publish with reference to title only. Mayor Pro Tem Hall seconded the motion. The motion passed 5-2 at 8:42 p.m. with Councilmembers Olson and McDonald voting “nay”.

22. Public hearing and second reading of an ordinance adopting the Classification and Salary Plan for 2026

Director of Human Resources Martha Lanaghen introduced the item at 8:44 p.m.

Ms. Lanaghen presented the 2026 Classification and Salary Plan, which replaced 52 narrow pay bands with a more streamlined structure. She explained that the current plan was overly complex and difficult for staff to understand and administer, with over 400 employees within 5% of their maximum pay band.

The new plan kept job titles, family names, and exemption statuses while changing pay ranges and grade names. Financial impact was minimal, with only a few employees moving to new minimums (about \$20,000 total impact) and adjustments for Colorado's minimum wage increase (about \$3,000 impact). The plan also proposed increasing on-call pay from \$1.50 to \$2.50 per hour to move closer to market rates.

Councilmember Butler questioned how certain positions were created without council appropriation, specifically referring to director positions. City Attorney Stacey Aurzada clarified that funds were appropriated at the fund level rather than for specific positions, and that the City Manager had authority to make administrative changes to the Pay Plan once adopted.

Mayor Pro Tem Hall sought clarification on the definition and role of a director, questioning whether such positions involve specific requirements such as the number of employees supervised. Ms. Lanaghen explained that there was not a definition

established for a director, and that the number of employees supervised by a director varied, clarifying that directors supervised a functional area in the organization.

Councilmember DeBoutez inquired if creating departments was solely within the Council's authority. Ms. Aurzada affirmed.

Mayor Gates opened the public hearing at 8:57 p.m.

1. Steve Teets stated that raises for employees should not be granted due to economic conditions.

With no further speakers, the public hearing closed at 8:58 p.m.

Councilmember Payton moved to adopt the ordinance and publish with reference to title only. Councilmember Olson seconded the motion. The motion passed 7-0 at 9:00 p.m.

23. Appointments to Boards and Commissions - Greeley Art Commission, Historic Preservation Commission, Housing Authority, Housing for All Advisory Board, Union Colony Civic Center Advisory Board and Youth Commission

City Clerk Heidi Leatherwood presented the following appointments:

- Greeley Art Commission: Cheryl Lee and Molly McIntosh were appointed, each for 3-year terms.
- Historic Preservation Commission: Dan Podell and Melissa Martinez were appointed, each for 3-year terms.
- Housing Authority: Deb Callies was appointed for a 5-year term.
- Housing for All Advisory Board: Chuck Raymer and Jamie Anderson were appointed, each for 3-year terms.
- Union Colony Civic Center Advisory Board: Kathy Salome was appointed for a 3-year term.
- Youth Commission: Emily Karowski and Owen Harper were appointed, each for 2-year terms.

24. Motion to go into Executive Session to Request and Receive Legal Advice from the City Attorney regarding a proposed Referendum Petition

A motion to go into an Executive Session for conferral with the City Attorney to request and receive legal advice regarding a proposed referendum petition, as provided in C.R.S. 24-6-402(4)(b) and Greeley Municipal Code 2-151(a)(2).

Councilmember Payton moved to approve the motion. Councilmember McDonald seconded the motion. The motion passed 7-0 at 9:02 p.m.

25. Motion to go into Executive Session to receive legal advice regarding personnel matters

A motion to go into an Executive Session to receive legal advice as provided under C.R.S. Section 24-6-402(4)(b) and Greeley Municipal Code Section 2-151(a)(2).

Councilmember Olson moved to approve the motion. Councilmember Butler seconded the motion. The motion passed 7-0 at 9:03 p.m.

- 26. A motion authorizing the City Attorney to prepare any required resolutions, agreements, and ordinances to reflect action taken by the City Council at this meeting and any previous meetings, and authorizing the Mayor and City Clerk to sign all such resolutions, agreements, and ordinances**

Councilmember Payton moved to approve the motion. Councilmember Olson seconded the motion. The motion passed with a voice vote of 7-0 at 9:04 p.m.

27. Scheduling of Meetings, Other Events

None.

28. Adjournment

With no further business to come before Council, Mayor Gates adjourned the meeting at 9:04 p.m.

24. Motion to go into Executive Session to receive legal advice regarding personnel matters

Mayor John Gates started the Executive Session at 9:14 p.m. in the Executive Room. The meeting was electronically recorded as required by Colorado Open Meetings Law.

All Councilmembers were present along with City Manager Raymond Lee, City Attorney Stacey Aurzada, City Clerk Heidi Leatherwood, Community Development Director Brian McBroom and Chief Operating Officer Blair Snow.

The executive session was for the purpose of receiving legal advice related to the referendum petition as provided for under C.R.S. Section 24-6-402(4)(b) and Greeley Municipal Code Section 2-151(a)(2).

Mayor Gates cautioned each participant in the executive session to confine discussion to the stated purpose, and reminded everyone that no formal action may occur in executive session. He asked if at any point in the executive session any participant believes that the discussion was going outside the proper scope of the executive session, to please interrupt the discussion and raise an objection.

The City Attorney made an announcement regarding privileged communication. The recorder was turned off during the confidential attorney-client privileged conversation.

The Executive Session concluded at 9:42 p.m.

The recording of the executive session will be retained as provided in the City's records retention policy and in conformity with Colorado Open Meetings Law for a period of 90 days.

25. Motion to go into Executive Session to receive legal advice regarding personnel matters

Mayor Gates started the Executive Session at 9:46 p.m. in the Executive Room. The meeting was electronically recorded as required by Colorado Open Meetings Law.

All Councilmembers were present along with Human Resources Director Martha Lanaghen and City Attorney Stacey Aurzada.

The executive session was for the purpose of receiving legal advice related to personnel matters as provided for under C.R.S. Section 24-6-402(4)(b) and Greeley Municipal Code Section 2-151(a)(2).

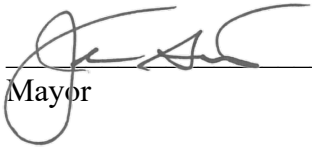
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The City Attorney made an announcement regarding privileged communication. The recorder was turned off during the confidential attorney-client privileged conversation.

The Executive Session concluded at 10:41 p.m.

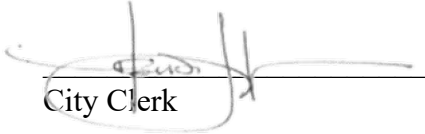
The recording of this executive session will be retained as provided in the City's records retention policy and in conformity with Colorado Open Meetings Law for a period of 90 days.

Approved:



Mayor

Attested:



City Clerk