Citizen Budget Advisory Committee

5:00 – 6:30 PM, April 22nd, 2026
1001 11th Ave, Greeley, CO 80631
2nd Floor Colorado Conference Room 227
Zoom Meeting: https://greeleygov.zoom.us/j/82522074466
Meeting ID: 825 2207 4466

AGENDA

- **CALL TO ORDER**
- **ATTENDANCE & ANNOUNCEMENTS**
- **APPROVE MINUTES FROM MARCH 25, 2026**
- **DISCUSSION ITEMS**
  - Municipal Court Alternative Budget Options – Mark Gonzales
  - City Attorney Alternative Budget Options – Stacey Aurzada
  - Ballot Initiative – Kalen Myers
- **OTHER TOPICS**
  - Nathan's Updates – Nathan Mosley
  - Future Meetings Agenda Review/3-month Look Ahead
- **PUBLIC INPUT**
- **ADJOURNMENT**

CITIZEN BUDGET ADVISORY COMMITTEE

Wednesday, March 25th, 2026 - 5:00 p.m.

Committee Members	Present	Absent
Barry Eastman	X	
Tyler Mowery		X
Anthony McCune	X	
John Shull	X	
Merrie Foreman	X	
Lori Williams	X	
Khalil N Bhanji		X
Laura Gurney	X	
Nicole Riner	X	

ATTENDING GUESTS & CITY PERSONNEL:

Don Threewitt, Interim Director of Community Development, Economic Development and Urban Revitalization
Derrek Jerred, Interim Deputy Director of Economic Development
Sean Chambers, Water & Sewer Director
Virgil Pierce, Utility Finance Manager
Eric Dial, Deputy Director Utility Finance & Customer Service
Nathan Mosley: Budget & Policy Director
Kalen Myers, Budget & Policy Deputy Director
Erin Stoll, City Budget Analyst III
Laura Delp: CBAC Secretary

CALL TO ORDER

- Barry Eastman called the meeting to order at 5:00 p.m.

ANNOUNCEMENTS

- Barry Eastman advised the group that he had submitted an application to serve on the West Greeley Commission and had been speaking directly with Mayor Dale Hall about that opportunity. Barry said that this prospective appointment should not affect his involvement in CBAC, but he wanted the group to be aware. He also mentioned that applications were open through the first of the month and explained that applicants were being asked to indicate which "side" they represented, with the intent of balancing the commission by perspective. Sean Chambers added that the eventual meetings of that commission would be open to the public so that others could attend, learn, and provide input.
- Merrie advised the group that she would be out for the April meeting.

APPROVE MINUTES FROM FEBRUARY 25TH, 2026

- The minutes from February 25th, 2026, were unanimously approved after a motion by Tony McCune that was seconded by MERRIE FOREMAN.

ECONOMIC DEVELOPMENT AND URBAN REVITALIZATION – DON THREEWITT & DERREK JERRED

- Don Threewitt explained that the EDUR function is made up of three interconnected divisions that together support the city's broader community and economic objectives: traditional Economic Development, currently led by Derrek Jerred in an Interim Deputy Director role; the Greeley Urban Renewal Authority, which has been redefining and clarifying its role as it becomes more distinct from the Housing Authority; and Real Estate Management, which is also undergoing strategic transformation. He described the department as a small but capable team with 13 permanent full-time positions, two of which are currently vacant. One of those vacancies, an Economic Development Coordinator I position, has intentionally remained unfilled because of anticipated budget constraints and a deliberate decision to wait until the fiscal outlook becomes clearer. Don characterized his own role as interim support to the team, noted that Derrek oversees workforce management, Economic Development, and the administrative staff, and said the department's business analyst has taken significant ownership of data, metrics, and Urban Renewal Authority efforts. Within Real Estate Management, he noted that Kirsten leads a team of two real estate specialists and one real estate technician.

- Don emphasized that EDUR's work touches all of the city's major mission areas and that the department plays a central role in business retention, expansion, and attraction. He said the team supports infrastructure and mobility by advancing growth-aligned projects, helping identify funding strategies, and coordinating with Public Works and Water and Sewer on both real estate acquisition and business development needs. He described urban renewal not as the outdated "slum clearing" model associated with the 1960s, but as a modern reinvestment tool focused on identifying areas of distress or disinvestment and making targeted investments that can stimulate broader economic activity. He said the department contributes to community vitality by not only supporting workforce growth, but also by attracting and expanding workplaces and jobs within Greeley. He also framed EDUR as an important contributor to High Performance Government through its use of staff expertise, interdepartmental relationships, marketing, business support, data analytics, competitiveness strategies, and city branding. In addition, he highlighted the department's role in quality-of-life initiatives, especially workforce development and education, stressing the importance of a cradle-to-career pipeline that prepares local residents for jobs that will exist in Greeley.
- Don described the department as leanly funded and heavily people-driven. Personnel costs account for about $1.9 million, or roughly 70 percent of the budget, which he said reflects the fact that the department's primary value lies in its staff, their technical knowledge, and their institutional expertise. Purchased and contracted services make up about $647,000, or 24 percent, while fixed costs cover ordinary operating needs such as rent, utilities, and technology. Only about 2 percent of the department's revenue currently comes from charges for services, though Don said staff are actively exploring ways to increase that share, such as charging application fees for urban renewal projects and similar services so applicants have some "skin in the game." He noted that most of the department's budget is supported by general revenue, while approximately 31 percent comes from utility rates and fees through the city's chargeback structure.
- Turning to major concerns, Don said one of the department's biggest challenges is that many of Greeley's strengths are undervalued or underappreciated. He pointed to the city's land and water availability, relative housing affordability, quality of life, progressive vision, and strong share of the regional workforce as meaningful assets. At the same time, he identified a particularly troubling statistic: about 68 percent of Greeley's workforce works outside the city. He said this pattern makes Greeley resemble a bedroom community, which the department is actively trying to avoid. He also discussed perception and competitiveness barriers, explaining that Greeley often loses business prospects because it lacks flex space, shovel-ready sites, and commercial land that is prepared for immediate expansion. He referenced an example of a local company that may leave the community because there is no suitable space to allow it to double in size. He added that power and infrastructure constraints, especially on the east side where industrial growth is envisioned, are another major obstacle. In his view, Greeley is increasingly becoming a community of choice for affordable housing, but it must become just as attractive as a community of choice for jobs.
- Don also noted the importance of preserving commercial land for employment uses. He said City Council has been clear that it does not want commercial property routinely rezoned for residential use, even though there continues to be pressure from applicants seeking to convert those sites to apartment developments. In discussing how the department is managing costs and capacity, he said staff have become more creative and focused on strategic investments, incentive programs, and identifying new revenue opportunities for the city. He has been examining ways to use city-owned land more effectively to generate revenue, while the Real Estate Management division is rethinking how the city handles leases, acquisitions, and dispositions. Don said some older lease arrangements appear to be below market and may have left money on the table, and he believes those should be revisited as terms expire. He also explained that the department has merged responsibilities and broadened staff roles so existing employees can cover work that in another city might be split between multiple positions. He stressed that this is being done carefully so the city does not overstretch staff and create operational risk. In addition, EDUR is relying on partnerships with organizations such as Upstate Colorado and the Chamber to extend capacity, identify overlaps, and fill gaps when the city does not have enough internal manpower. Don also emphasized accountability for past incentive agreements, saying that when recipients are not meeting their obligations, the department is actively pursuing repayment or cancellation where appropriate.
- Don outlined a broader set of economic risks facing the city. He said Greeley risks falling behind competitors because of limited resources and continued difficulty attracting and retaining businesses. Some executives prefer communities closer to the mountains, and Greeley's location several miles off the highway creates a disadvantage when compared with cities offering large amounts of shovel-ready land directly along major transportation corridors. He also warned against what he described as a "they-don't-deserve-it" attitude toward existing businesses, arguing that the city should not withhold support from companies simply because they are already located here. He said one of the best economic development strategies available is economic

gardening—helping homegrown businesses expand—and described how staff are meeting directly with local firms to discuss growth plans, supply chains, potential partners, and ways the city can help them stay and grow in Greeley. He added that Greeley lags regional competitors in local investment, especially in enabling infrastructure like rail spurs and utility capacity. Despite staff efforts, the city can appear business-unfriendly from the outside because it is not investing at the same level as neighboring communities. Don also cited ongoing image and identity challenges, including odor, concerns about the quality of development, and regulatory pressures that complicate talent attraction and business recruitment. At the same time, he said Greeley has shown strength in attracting agricultural technology, ag-based operations, and protein manufacturers because of its industrial base and existing infrastructure capacity for those sectors.

- Don and Derrek then described a range of innovative practices and active initiatives underway. Derrek has led a rapid-response approach to economic development by engaging directly with site selectors at conferences. The department has developed promotional materials such as a "Why Greeley" document and is preparing a "Why Greeley Water" piece to strengthen the city's case to prospective businesses and improve its chances of making site-selection shortlists. Real Estate Management is actively reviewing ways to optimize revenue from city-owned land, while the Urban Renewal Authority is reassessing long-standing districts to determine what investments can spark broader area improvements rather than only benefit isolated sites. Don also highlighted a newer retail recruitment program in which the city is proactively reaching out to retailers and examining shareback programs and other incentives to attract desired retail uses. To illustrate how competitive that environment is, he noted that the retail recruitment specialist contacted IKEA immediately after the company withdrew from Broomfield, only to find that IKEA had already shifted its attention to the Fort Collins area. Business retention and expansion efforts have also become more deliberate, with staff scheduling meetings, making personal outreach, sending thank-you notes, and trying to ensure businesses know whom to contact before they begin considering relocation or expansion elsewhere. He said the city wants to be involved early when companies are evaluating their next steps.
- The department is also strengthening workforce and institutional partnerships, particularly with the University of Northern Colorado and Aims Community College, to make sure startups and employers can access the talent they need. Don said EDUR has improved its technology and workflows so that it now maintains detailed company profiles and relationship histories rather than relying on informal contact lists. He added that the department is actively maintaining the city's website and strengthening collaboration with internal partners such as Water and Sewer. He noted that he and Sean Chambers speak regularly about competitiveness and growth strategies, including how the city's water assets can be used as a business attraction advantage. When asked what CBAC could do to help, Don said the most important need is recognition of the department's value and support for focused investment of time, money, and energy into keeping Greeley's commercial side strong. He said the department needs support for efforts to understand business needs, identify critical gaps, and direct limited resources where they can have the greatest effect.
- It was also noted that the mayor has requested the formation of an economic development task force within the next month or two. Don said the goal is to bring together business leaders and educators to help prioritize actions and advise on sequencing. That process is expected to help determine whether the city should focus first on flex space, shovel-ready lots, industrial development in East or West Greeley, Class A office space, or other needs, and more broadly how to bring a larger share of the business pipeline into Greeley. In discussion, Tony McCune asked why Greeley is perceived as business-unfriendly and whether the issue is economic, cultural, or simply due to inaction. Don responded candidly that part of the problem is limited assets. While Greeley has a young workforce and a durable labor pool for semi-skilled and skilled jobs, it is still at a locational disadvantage because it sits several miles off the highway. He added that when businesses hear about past developments that were turned away by the community, they may remove Greeley from consideration altogether. He said rebuilding the city's reputation as a place that welcomes business and investment must be a major priority in the years ahead.
- Barry Eastman then asked how the department is involved in efforts in West Greeley, East Greeley, and downtown, particularly given recent development controversies. Don said the department is actively involved in the Downtown Civic Campus effort through a coordinated outreach team that includes a developer, a communications representative, and economic development staff who go door-to-door to downtown businesses to explain upcoming changes and help them identify ways to benefit during construction. Regarding West Greeley, he said the retail recruitment initiative was partly motivated by concern that one or two developments could capture an outsized share of regional retail growth, and the city wants to offer equitable incentives while allowing retailers to choose the locations that best suit their customer base. On East Greeley, Don said Community Development is currently working on a sub-area plan for a location long recognized as well-suited for a multimodal industrial park. With Hudson's location creating a strategic opportunity relative to Loveland and Fort Collins, he said the city has the potential to develop an industrial and jobs hub between Highway 85 and

the airport. He reported that staff are pursuing grants, funding options, and coordination with landowners and businesses to accelerate that work.

- Nicole Riner asked about downtown electrical constraints and whether the department has any influence over upgrades with Xcel Energy. Derrek responded that EDUR has limited direct control, but it can help lead conversations and coordinate partners such as the Housing Authority of the Northeast and Xcel, especially in connection with large-scale projects in West Greeley and on the east side. He said the city has a strong working relationship with both entities. Don added that the city has explored several strategies through East Greeley sub-area planning, including older ideas related to renewable generation that might have forced utility upgrades by creating demand or triggering purchase obligations. He said those options are less attractive to private business under current policy conditions, so the city is now evaluating other ways to create enough electrical demand or generation to justify needed utility investment and capacity expansion.
- The discussion then turned to the department's budget structure, particularly the "utility rates and fees" portion. Barry asked where those funds come from, and Don replied that they ultimately come from utility bills. Sean Chambers clarified that Water and Sewer customers pay into the utility Enterprises, and those Enterprises receive services such as Human Resources, Information Technology, and EDUR support through the city's shared-service model. Water and Sewer, for example, benefit from EDUR's work to grow the city's customer base and therefore transfer funds back to the General Fund through chargebacks to support those shared services. Kalen Myers further clarified that this does not mean the city receives operating revenue from outside utilities like Xcel or Atmos in this context. Nathan Mosley explained that if Water and Sewer were truly standalone operations, they would need to build their own support functions, so the current model reflects a practical cost-sharing arrangement. Don added that the department's real estate services are heavily used in support of Enterprise operations as well. When Barry asked where revenue would go if the department generated money from land transactions, Don explained that the answer depends on who owns the land: proceeds from Enterprise-owned land would return to that Enterprise, while proceeds from city-owned General Fund land would return to the General Fund. Barry then asked whether the department might receive a commission or similar arrangement from such transactions, and Don indicated that ideas like that are among the concepts being considered to expand staff capacity.
- Nathan Mosley asked whether other cities fund economic development differently and whether Don or Derrek had seen innovative models elsewhere. Derrek said that Upstate Colorado is one example of a regional organization that performs economic development work for Weld County and receives support from the city, although the city's contribution has declined as Greeley has built more internal capacity. He explained that in many places economic development is handled by a 501(c)(6) membership-based organization under contract with municipalities. Another model, he said, is a public-private structure in which a private economic development professional or chamber-based entity leads the work while support functions like HR and IT remain with the city, citing Longmont as an example. Don added that in Hastings, Nebraska, where he previously worked, all economic development responsibilities had been placed in a separate corporation. While that model offered some advantages, it also created significant problems, and the city eventually brought economic development back into city government to ensure equitable access and more neutral service delivery. He said that experience reinforced his belief in the value of the city acting as a neutral provider rather than relying too heavily on contractors or outside organizations.
- The department is also exploring administrative fees for tax increment financing districts, which staff believe could fund at least one dedicated urban renewal position and potentially more. Derrek added that one of the major strengths of Greeley's current model is that it relies on paid professional staff performing diligent economic development work on behalf of the city. However, he also pointed to an important limitation: city staff and records are subject to the Colorado Open Records Act. Because many companies want confidentiality during site-selection decisions, public disclosure requirements can complicate economic development efforts. Derrek said this is one of the reasons the city works closely with Upstate Colorado, which can maintain project information under confidential code names in ways the city cannot. Don reinforced that point by explaining that CORA makes city communications potentially subject to public disclosure, which requires staff to be careful about what they put in writing and how widely information is shared. He said that while organizations like Upstate and the Chamber can offer greater discretion, the city's comparative advantage is that it has no private profit motive and is focused solely on what is best for Greeley. Derrek connected that explanation back to the budget by noting that the department's purchased services category includes support for important partner organizations such as the Downtown Development Authority, Upstate Colorado, and the Small Business Development Center, all of which are expected to perform specific functions on the city's behalf.
- Overall, the presentation portrayed EDUR as a lean department with broad responsibilities and increasing strategic importance to the city. Key themes included the need to strengthen Greeley's business-friendly reputation, retain more of the local workforce within the community, preserve commercial land, create more

development-ready sites, improve infrastructure capacity, and better leverage both internal capabilities and external partnerships. Don and Derrek repeatedly highlighted the city's lack of shovel-ready commercial and industrial property, electrical and infrastructure constraints in key growth areas, and the complications created by public disclosure requirements under CORA. At the same time, they emphasized that the department is actively innovating through retail recruitment, business retention and expansion, real estate revenue strategies, urban renewal administration, institutional and regional partnerships, and strategic planning tied to the mayor's upcoming economic development task force.

WATER & SEWER FINANCIAL REPORT – SEAN CHAMBERS, ERIC DIAL, & VIRGIL PIERCE

- Sean Chambers opened the presentation by introducing himself as the Director of Water and Sewer Utilities and explaining that the department operates two separate Enterprise funds: the Water Enterprise and the Sewer Enterprise. He emphasized that these utilities function as government businesses rather than as General Fund-supported city operations, meaning they receive no tax revenue and no General Fund subsidy. Instead, all operations are funded entirely through rates and fees paid by customers. Because of that structure, utility charges must be tied to the actual cost of providing service. Sean explained that determining fair and equitable rates requires substantial cost-of-service analysis because costs differ by customer type and usage patterns. Larger and industrial customers can impose different demands on the system, including stronger wastewater loads, and those differences must be reflected in the rate structure. While Sean said he was comfortable speaking broadly about the utility business, he noted that other members of the team handle the detailed financial calculations and introduced Eric Dial, Deputy Director of Utility Finance and Customer Service, and Virgil Pierce, Manager of Utility Finance, as the staff most directly responsible for rates, budgets, and day-to-day financial analysis.
- Sean also offered broader context about how the utility operates internally, describing the natural tension between those focused on infrastructure and those focused on financial sustainability. Engineers and project managers are tasked with building, maintaining, replacing, and expanding utility infrastructure, while finance staff must manage affordability and customer rate impacts. Those goals do not always align easily. He added that the department's water efficiency efforts create another complication: staff actively encourage customers to use less water, which is positive from a conservation standpoint but reduces revenue from the department's primary product. When Barry Eastman commented that the city currently has plenty of water, Sean agreed that storage conditions remain strong and the city does not expect to impose restrictions at this time, but he explained that the issue is more nuanced than supply alone. The utility maintains a drought emergency plan, much of which is financial in nature because lower water use can create revenue shortfalls even when supply is adequate. Sean noted that this occurred in a previous wet year when customers irrigated less because of rainfall, reducing water sales. He contrasted that with the current year, which he described as hot and dry with low snowpack, but said the city still does not expect to trigger drought response measures because stored water supplies remain healthy.
- Virgil Pierce then began the main financial presentation by discussing the lead service line replacement program being carried out by the department's contractor, Miller Pipeline. He explained that this work is being funded through a state financing package structured as a loan with principal forgiveness, making it functionally similar to a grant. The program allows the city to replace lead service lines on private properties at no direct cost to customers, which he noted is not how every utility has chosen to approach this issue. In response to a question from Merrie Foreman, Virgil said the project is expected to be completed by the end of 2027 and that, as of roughly two weeks before the meeting, crews had been working along 10th Street and moving outward from downtown, likely toward the university area later in the year. Barry Eastman asked whether the department would eventually be able to report progress in linear miles of pipe replaced, and Virgil confirmed that this information would be available and that staff already maintain a dashboard tracking progress. Virgil also reported that the project is running well under budget, leaving approximately $3.7 million of the original loan amount currently unallocated. Because the state will allow those dollars to be redirected to other eligible infrastructure work, the department plans to repurpose the remaining funds for piping improvements at a storage site. He explained that the city must spend the full borrowed amount in order to receive the full $10 million in principal forgiveness, creating a strong incentive to fully allocate those dollars.
- Sean added that Greeley is roughly ten years ahead of the regulatory schedule for addressing lead service lines. He said federal and state requirements for identifying, inventorying, notifying, and planning for lead service line replacement are aggressive, but the city chose to move directly into replacement once lead was identified rather than limit its response to planning. He described that decision as both a public health measure and an equity choice, since many of the affected homes are in older neighborhoods where residents may not have the resources to replace service lines themselves. Sean said the city was also able to secure favorable financing at a time when both political support and interest rates were advantageous. He suggested that many

other communities will be forced to address this issue later under more difficult regulatory conditions and at significantly higher cost.

- Virgil next reviewed the department's organizational structure and noted that Water and Sewer is somewhat unique because of both its Enterprise status and the City of Greeley's governance model. The utilities are overseen by a Water and Sewer Board whose members are appointed by City Council. Unlike councilmembers, board members are not subject to term limits, and Virgil remarked that their long tenure gives them an unusually deep institutional memory. In some cases, he said, board members may know more about the history and evolution of the system than current staff. He then outlined the department's mission and major priorities. The core mission is to provide safe and reliable drinking water to city residents, businesses, and other customers. Not all customers live within city limits; Greeley also serves as a wholesale water provider to Windsor, Evans, and Milliken, along with other customers outside the city along transmission lines. Those outside customers are charged different rates because they are not considered owners of the system, whereas city residents are treated as owners who are entitled to the value of the capital investments made on behalf of the Enterprise. Virgil said the utility also has responsibility for cost-effective irrigation water and environmentally responsible wastewater treatment. He listed major priorities as public health protection, permit compliance, operational excellence, planning, asset management, data-driven capital investment, project management, adaptive drought management, water supply management, staff development, training, safety, communication, cybersecurity, technology enablement, data-informed policy decisions, and innovation.
- Virgil then reviewed year-end operating results. He reported that Water operations finished 17 percent under budget. Although actual spending was a little more than $2 million higher than in 2024, about $1 million of that increase was due to a higher General Fund chargeback. He explained that customers used less water during 2025, which reduced revenue but also lowered some operating costs, particularly chemical use. As a result, the Water Enterprise realized substantial savings in salaries, chemicals, and contracted services. Sewer expenditures, by contrast, rose 36 percent over 2024, though they still finished under budget. Virgil said the increase was driven largely by chargebacks. Sewer pays the General Fund for shared services and also reimburses the Water Enterprise for functions such as utility billing and meter support because sewer billing depends on measured water use. He explained that the sewer-to-water chargeback increased by roughly $1 million in 2025 after the department undertook a more detailed analysis and found that some actual sewer-related costs had not previously been fully recovered. He also noted that salary savings in the Sewer Enterprise were significant at 22 percent, bringing sewer in line with the broader citywide salary savings rate.
- A major theme of the presentation was the long-term decline in residential water use. Virgil showed that single-family homes account for about 60 percent of Water Enterprise revenue and approximately 60 percent of Sewer Enterprise revenue, making residential usage trends especially important. Over the last 25 years, water use per single-family account has steadily declined. In 2022, the planning assumption for a typical single-family customer was around 125,000 gallons annually, but by 2025 actual use had fallen below 100,000 gallons, to about 99,000 gallons per year. Lori Williams asked whether, if the city has water supply but not enough customers using it, the fixed costs of the system would be spread over a smaller sales base and therefore increase pressure on individual customer bills. Eric Dial responded that while the utility does sometimes have excess supply, it is not simply wasted. Instead, the department actively monetizes excess water through agricultural leases, short-term rentals, support for oil and gas operations, and augmentation rentals to other providers as required under Colorado water administration. He said the water resources team has become increasingly active in generating revenue from those surplus supplies. Lori then asked whether a proposed data center at the former Kodak/CareStream site in Windsor might be a lucrative customer for Greeley water. Sean explained that the proposal reportedly involves a closed-loop cooling system, which uses relatively little water; each data bank would consume about 65,000 gallons per year, roughly comparable to a single-family home. As a result, the water demand and corresponding revenue would be modest. He added that if a data center used a traditional evaporative cooling system, demand could be much higher, but such facilities would likely seek locations with lower water costs. He said more water-intensive industries, such as beverage manufacturing tied to Front Range distribution, may be more realistic long-term economic development targets from a utility revenue perspective.
- Virgil then discussed enterprise revenues. About 64 percent of Water Enterprise revenue comes directly from rates. Water revenues in 2025 were higher than in 2024 but still below forecast, primarily because rainy weather reduced outdoor irrigation demand and therefore outdoor water sales. He also said that Plant Investment Fee revenue came in below forecast because development activity was particularly slow. He defined Plant Investment Fees, or PIFs, as charges assessed to new customers at the time of building permit issuance. Sewer Enterprise revenue, however, finished well above forecast. Customers generated more metered sewer consumption than expected, and combined with customer growth, that produced materially stronger sewer revenues than budgeted. Because that additional revenue was not needed for specific current-year

expenditures, it remains in the Sewer Fund and can help offset future costs, potentially allowing smaller future rate increases than previously anticipated. Virgil also reported that sewer Plant Investment Fee revenue exceeded expectations because of a recalculation completed with the city's consultant, particularly affecting the way multifamily development is charged.

- Virgil then turned to the challenges currently facing utility finance staff. He said customer utility bills have risen significantly in recent years, especially when Water and Sewer charges are viewed together with stormwater and other utility costs. Because stormwater charges appear on the same bill, customers tend to see one total utility bill regardless of the internal accounting distinctions. He said outdoor irrigation is often the only controllable portion of the bill, which means rising utility costs are driving more customers to reduce irrigation. The department is also hearing more customer concern about the overall cost of Water, Sewer, and Stormwater services and questions about whether customers are receiving sufficient value. At the same time, residential water use continues to trend downward while operating costs continue to increase, including recently announced increases in treatment chemical costs tied largely to fuel prices. Virgil said continued growth in customer numbers and consumption remains important to long-term financial stability, but city growth in 2025 was relatively weak. Even so, sewer PIF performed well. He added that the Water and Sewer Board has begun discussing possible additional rate mechanisms that could help stabilize revenue, although those options are still under evaluation and were not yet ready for public discussion.
- To manage these pressures, Virgil explained that the department is taking several steps to control costs and limit rate impacts. Rather than relying solely on the annual budget cycle, Water and Sewer now reviews its cash flow models and capital plans multiple times per year. This gives staff more flexibility to adjust project timing, identify savings opportunities, and respond to changing conditions. For the 2026 budget, the department identified roughly $700,000 in reductions and eliminated one position, which helped offset cost increases and reduce the size of last year's rate adjustment. Virgil said a similar effort will likely be required again this year and noted that the utility is trying to align itself with the broader citywide budget discipline being applied to all departments. He also emphasized that the largest driver of utility rate increases is capital investment. Without major capital spending, rate management would be far easier. As a result, the department spends a great deal of time evaluating its capital program to ensure projects move forward when needed, but not prematurely. Barry Eastman commented that some wastewater investments will be unavoidable over the next decade to decade and a half, and Virgil agreed, saying some of those projects are already underway and should position the city well enough to delay the next major wastewater project for about eight years.
- Virgil also described several strategic and innovative initiatives. One is the creation of a primary employer water bank intended to help attract new industry to Greeley. He explained that, through changes to the purchase and sale agreement tied to the Terry Ranch Aquifer, the city expects to reduce some of the water acquisition capital spending it would otherwise have needed, while reserving some water rights specifically to support future industrial or commercial customers. He said this industrial water bank is intended to advance economic development while using water assets more strategically. He also highlighted the phase-in of an internal construction crew within the water distribution unit during 2024 and 2025. Analysis showed that contractors cost roughly two and a half times as much as city staff for smaller water line replacements, so bringing some work in-house should improve cost efficiency. He clarified that the internal crew is not taking on the largest water main projects, but is handling smaller four-inch pipe replacements throughout the city. He praised the agility of city crews, noting they can respond in the middle of the night to system breaks and are often highly responsive to customers. Other areas of innovation include exploring one-time recruitment and retention incentives for treatment plant operators and promotions tied to required certifications, as well as advancing capital projects that support growth in West Greeley, downtown, East Greeley, and North Greeley.
- Virgil then reviewed key risks facing the Water and Sewer Enterprises. If customer water use declines faster than forecast, rates would need to rise faster than currently planned because financial models depend on expected consumption levels. He said both utilities also face a demanding regulatory environment in which requirements continue to become more complex and stringent. Staffing is another concern, particularly competition along the Front Range for qualified water and wastewater treatment operators, who are especially difficult to recruit and retain. He also cited the risk of a multi-year drought, which could reduce water available for parks and golf courses and potentially force the city into formal drought response measures, creating both operational and financial strain. Lori Williams commented that in Arizona many golf courses use drought-tolerant turf or even dye grass green rather than maintaining high-water traditional turf, and suggested Greeley might consider similar approaches for golf courses and possibly parks. Virgil thanked her and agreed that such strategies could provide a cost benefit. He also noted that under the utility's new billing system, parks and golf course water use is now actually billed internally, with the Water Fund paying that cost in a way that makes clear utility customers are ultimately covering it. He said staff should be able to provide more concrete numbers in the future showing the cost of golf course water use.

- The presentation concluded with a discussion of the department's upcoming 2026 bond plans. Virgil said staff expects to enter the bond market in the coming months, though final numbers are still being updated as prior-year actuals are finalized and financial models are refreshed. At that point, the Water Enterprise was expected to issue approximately $50 million in bonds. Those proceeds would support water distribution improvements, including rehabilitation of downtown assets that must be completed before Civic Campus construction, as well as improvements at the water treatment plant. Virgil noted that one treatment train at the plant is effectively brand new, but the other dates back to the 1950s and needs rehabilitation to extend its useful life. For the Sewer Enterprise, the previously discussed figure of roughly $78.5 million was being reconsidered. A project near U.S. 34 in the Windsor Basin, estimated at about $28 million, might be deferred into late 2026 or 2027, which would reduce the sewer bond issue to about $55 million to $58 million. In discussion, Lori asked about Windsor's participation in the West Greeley sewer project. Virgil explained that the interceptor itself is a Greeley project serving Greeley customers, though the long-term treatment concept involves Windsor's treatment plant. Sean added that the city has an intergovernmental agreement with Windsor for long-term capacity and is planning financially to buy into the plant, but also said the city is currently in litigation with Windsor over related issues. Virgil noted that this uncertainty is part of why the project timing remains under discussion.
- Virgil then described the other major wastewater bond-funded needs. About $48 million is planned for rehabilitation work at the wastewater treatment plant to address aging assets dating from the 1950s and 1960s and to prepare for nutrient treatment requirements needed for regulatory compliance. He said prior improvements at the plant are currently meeting and even exceeding requirements, generating enough voluntary incentive credits that the city expects to earn the full amount available. Sean explained that these credits effectively buy time by postponing the need to comply immediately with a stricter and more expensive future regulatory standard. That additional time should allow the city to phase rate increases more gradually. Virgil added that the extra runway also gives treatment technology time to improve, which may make compliance options more feasible and affordable later. He also said another approximately $3.5 million is planned for replacement and expansion projects serving downtown, East Greeley, and Garden City, which is treated as an inside-city customer for sewer purposes. Barry Eastman asked whether this portion of the presentation was primarily informational or whether there was any specific action needed from the committee. Virgil said the committee would continue to hear about the bond issue as it develops, but there was no immediate action item. Barry then asked about expected interest rates, and Virgil responded that staff had been advised to expect roughly 4.7 percent for sewer borrowing and 4.5 percent for water borrowing, noting that the municipal tax-exempt bond market had remained more stable than other parts of the broader market.
- As the team wrapped up, Barry raised an additional concern about whether some city operations may be receiving enterprise-supported services without fully transparent cost recovery, using golf course irrigation as an example. Nathan Mosley clarified that Barry was essentially asking whether there are city amenities being subsidized by utility ratepayers in ways that should be more visible. Barry observed that if the golf course had to fully pay its own way on the enterprise side, golf fees would likely need to increase. Nathan agreed, noting that this is a common local government issue because golf courses are often city-owned while water is expensive. If Water and Sewer began fully charging the golf course for water, golf fees would likely rise substantially. Nathan suggested that similar issues could potentially be addressed through internal chargebacks to operating departments such as Culture, Parks and Recreation. Barry said that although he golfs himself, he does not think all city residents should subsidize golf through utility bills. Lori offered a different perspective, arguing that amenities like golf courses can contribute to quality of life and help make Greeley attractive to residents, employers, and higher-wage workers. Nathan agreed that this is ultimately a policy question, one that would likely first be considered by the Water and Sewer Board and then potentially by City Council. He added that the city has recently updated how it calculates fees charged to Water and Sewer to improve equity and that staff continue to review those internal allocations.
- Overall, the presentation highlighted several recurring themes. Water and Sewer Utilities operate as a fully self-supporting enterprise system with no tax subsidy, which makes rate-setting, cost recovery, and customer equity central to every budget and policy decision. While Greeley's water supply position remains relatively strong, revenue stability is being pressured by long-term declines in residential water use, weather-related shifts in irrigation, rising operating costs, and slower-than-expected growth. The department is trying to respond through more frequent financial model reviews, targeted budget reductions, staffing and operational efficiencies, strategic capital phasing, monetization of excess water supplies, and creative tools such as the industrial water bank. At the same time, major capital obligations remain unavoidable, particularly in water distribution, water treatment, wastewater treatment, and regulatory compliance infrastructure, and the utilities are preparing for significant bond issuances to fund those needs. The discussion also brought forward important policy tensions involving affordability, infrastructure investment, economic development, customer equity, and the treatment of city amenities such as parks and golf courses. Likely follow-up items include updated reporting on lead service

line replacement progress, future data on the cost of water used by golf courses and parks, continued review of drought-response strategies, monitoring of revenue-stabilization options, updated bond and project information as financing plans are finalized, and continued evaluation of internal cost allocations for enterprise-supported city services.

CAPITAL IMPROVEMENT PROGRAM – KALEN MYERS & ERIN STOLL

- Erin Stoll explained that her presentation was intended to orient the committee to the City's 2027 capital budgeting process and to provide a high-level overview of the work staff is preparing to begin. She said the discussion would cover the major funding sources used for capital projects, the timeline for the 2027 capital improvement planning process, the methodology used to score and prioritize projects, a new reporting initiative being introduced this year, and the possible role the committee could play in the process. A central goal for this year's effort, she said, is improved communication and collaboration across departments. In practical terms, that means coordinating projects more deliberately so that work is sequenced in a logical manner, resources are used efficiently, and the City avoids unnecessary duplication, overlap, or rework. Erin emphasized that the City is trying to be much more intentional about how and when projects are advanced so that investments are aligned rather than made in isolation.
- The 2027 capital budgeting environment is constrained. Available funding is limited relative to the volume of capital needs the City has identified, so the City must be disciplined in selecting projects that align with City Council priorities. Erin noted that one important policy direction from Council is a stronger emphasis on deferred maintenance, meaning the City should focus first on taking care of assets it already owns before prioritizing construction of new facilities or amenities. She further explained that Council has asked for greater transparency in how capital projects are budgeted and tracked, which has led staff to create a new reporting effort intended to give clearer visibility into both planning and spending throughout the year.
- Turning to capital project funding sources, Erin referred the committee to a chart in their packet summarizing the major funding categories and the revenue streams that support them. She explained that each source of capital funding comes with its own rules and limitations, and that some sources are much more flexible than others. By way of example, she said the public improvement fund can be applied more broadly than many other sources, while public art funding is restricted to public art uses only. She described the chart as a straightforward guide to where capital revenues originate and what types of projects they can support. Erin invited questions on any of the categories and noted that committee members, who are already familiar with many of the City's tax rates, could use the chart to better see how those taxes connect to specific types of capital investments.
- Erin then walked through the City's basic capital budgeting process from beginning to end. She explained that it begins when a department identifies a project need. That project is then entered into the City's budgeting platform, where it is evaluated and scored against established criteria. After scoring, projects are reviewed by a steering committee and then elevated to the City Manager for further consideration and potential inclusion in the proposed budget. She described this as the standard path a project follows from idea to possible inclusion in the City's formal capital plan. The purpose of this structure, she said, is to create a more consistent and objective process for comparing different requests before recommendations are made to executive leadership and ultimately to City Council.
- She next outlined the 2027 CIP timeline. Because the meeting took place at the end of March, departments were just beginning the internal work of identifying projects and preparing them for entry into the budgeting system. Erin said project entry would occur throughout April, with scoring to take place in May. In June, the scored projects will be reviewed by a steering committee, followed by a City Council work session on capital items in July. After that, the capital process would continue through the broader budget development cycle, with formal budget adoption targeted for October. Erin explained that this schedule gives staff a defined period to assemble the project list, assess competing needs, and prepare recommendations for higher-level review. It also establishes a natural point at which the committee could potentially weigh in if members wish to be involved.
- Erin spent considerable time explaining the project scoring methodology, noting that the scoring system is designed to create an objective basis for comparing projects, especially within funding categories that are competitive and flexible enough to support many different types of requests. She contrasted that with enterprise funds, which are dedicated to very specific purposes and therefore do not lend themselves to the same broad cross-category prioritization. She identified the Quality-of-Life Fund, the public improvement fund, and food tax funds as examples of the more competitive funding pools. Projects are reviewed by a scoring committee made up of staff from multiple departments so that a variety of perspectives are brought to the evaluation process. Each criterion is scored from 0 to 5, and the total possible score is 40. Erin gave examples to show how the criteria work in practice. Under community need, for instance, a project affecting the entire city would generally score higher than one affecting only a single neighborhood. Under regulatory compliance, a project tied to a legal requirement or a nonnegotiable deadline would score highly because of its urgency and necessity.

Referring back to the earlier Water and Sewer discussion, she noted that a mandated lead pipe replacement project would naturally receive a high score if compliance were required by a specific deadline. Her explanation made clear that the scoring framework is intended to balance citywide benefit, urgency, legal obligation, and strategic value in a way that is structured, defensible, and comparable across projects.

- Erin then described a new CIP reporting initiative that staff is launching this year in direct response to Council's request for greater transparency. She characterized the new reporting tool as a type of report card that will show the status and spending progress of capital projects throughout the year, with the current plan being to provide the report to Council on a quarterly basis. The report will show how much of the annual capital budget has been spent by category and will identify changes in project status, including projects that are delayed, no longer moving forward, or new projects that emerge mid-year because of emergencies or newly identified needs. Erin expressed strong enthusiasm for this effort and said she believes it will provide valuable insight into where the City is actually investing money. In addition to serving as a transparency measure, she said the reporting tool should help communicate the balance of spending across infrastructure, operations, technology, and other capital categories, making it useful both for public understanding and for internal management.
- The conversation then shifted to the committee's possible role in the CIP process. Erin invited members to think about how they might want to be involved given the timing of the process and the year-round nature of budgeting and reporting. She did not ask for an immediate decision but suggested that the committee might want to review project scores or receive updates at selected points in the calendar. Barry Eastman responded that it would be helpful to see the scores and then asked how many projects are typically submitted each year and how many actually move forward. Erin explained that the answer varies depending on the year and the types of projects involved, and that any qualifying project would be entered and scored. Kalen Myers added that there are approximately 800 projects in the system overall, though many of those are multi-year projects rather than entirely new annual requests. Erin clarified that a project can be "new" in the sense that it is newly entered but may still span five years. When Barry commented that 800 sounded very high, Kalen explained that many of those projects are part of future-state planning and are not all active new requests in a given year. Asked again how many truly new projects are generally initiated each year, Kalen estimated perhaps 20 to 40, depending on the year. Erin added that project count alone does not tell the whole story because one project may cost $100,000 while another could be a $50 million undertaking, so the scale and complexity of the projects matter as much as the raw number.
- The discussion also touched on the value of documenting projects even when funding is unlikely in the near term. Erin noted that limited funding may lead departments to question whether it is worth submitting lower-priority requests, such as a new playground, if those requests are unlikely to score well enough for funding. Nathan Mosley responded that this is partly a philosophical issue and said that in other organizations where he has worked, staff were still encouraged to submit such requests because doing so helps document the backlog of unmet needs. Erin agreed, noting that there is value in creating a formal record that a need was identified in a particular year, even if it is not funded until much later or perhaps never funded. John Shull supported that view and said it is important to put all projects on the list because doing so improves transparency and ensures that project owners can see their needs have at least been formally acknowledged within the process.
- Nathan further emphasized that capital planning is not solely a financial exercise; it is also constrained by staff capacity and implementation realities. He said the City must consider how many projects project managers can realistically oversee and how many can truly move forward at one time. He tied this point back to the new reporting initiative, explaining that part of Council's concern was the perception that some projects were moving ahead without clear funding or that money was being shifted without sufficient explanation. The new quarterly reporting, he said, is intended to make it easier to show what was approved, whether a project is slowing down or being deferred, and why those changes are occurring. Nathan noted that legitimate delays can arise for many reasons, such as when a project depends on land acquisition and the land purchase has not yet been completed. He said the quarterly reports will create a regular opportunity to communicate those developments clearly. He also noted that the CIP reporting will be coordinated with the City Treasurer's quarterly financial updates so that the committee can receive a more integrated picture of financial performance, budget status, and capital project activity.
- Nathan then broadened the conversation to the committee's advisory role. He said he did not want to simply duplicate the work staff already perform for City Council, but he did want to explore whether the committee could be useful in reinforcing broader policy direction. In particular, he suggested that the committee could play a meaningful role in supporting the principle that renewal and replacement of existing assets should take priority over "shiny new" projects. He described this as a recurring tension in local government budgeting, where visible new amenities can be politically attractive even when the more responsible long-term decision is to invest in maintenance and replacement of infrastructure already in service. Nathan suggested that the committee could

help place its stamp on that principle and reinforce it to both staff and Council, thereby contributing in a valuable way without getting too deep into the operational details of individual project scoring.

- Barry responded favorably to that approach and said that, looking at the timeline, June appeared to be the most appropriate point for committee involvement. By then, the steering committee would have completed the scoring and prioritization work, and the committee could review the outcome at a higher level without having to get buried in the details of every single project score. He said that once prioritization is complete, it would be useful for the committee to see how things came out and better understand what is being advanced. Kalen agreed that June would work well, noting that the Capital Council work session occurs in July. If staff came to the June CBAC meeting with the results of the prioritization process and an overview of what would be presented to Council the following month, the committee would have an opportunity to ask questions or provide comments in time to be meaningful. Kalen also observed that it is helpful at the Council level to be able to say the project list has gone through multiple levels of review, including review by this committee. Barry added that the committee does not handle the same depth of detailed information that staff do, which reinforced his view that a June review after prioritization would be the most appropriate balance.
- Overall, the discussion underscored several key themes. First, the City is trying to create a more coordinated and intentional capital planning process so that projects are timed and sequenced effectively across departments. Second, the City faces a constrained funding environment and therefore must focus limited capital dollars on Council priorities, with particular emphasis on deferred maintenance, renewal, and replacement of existing assets. Third, transparency emerged as a major objective, both in how projects are submitted and scored and in how spending and project status are reported throughout the year. Finally, the committee appears interested in serving as a higher-level advisory body rather than engaging in line-by-line operational review, with June identified as the most useful point for reviewing prioritized capital projects before they move to Council.
- Potential Follow-Up Items Noted During the Discussion
    - Potential follow-up items from this discussion include bringing a CIP prioritization summary to the committee in June after steering committee review and before the July Council work session; sharing quarterly CIP reporting updates alongside quarterly finance and budget updates; clarifying the committee's preferred level of involvement in project scoring and review; implementing the planned three-month meeting look-ahead to improve agenda pacing and coordination; and continuing to document even low-priority unfunded capital needs so the city has a fuller picture of long-term backlog and project demand.

2027 DEPARTMENT BUDGET DEVELOPMENT UPDATE – NATHAN MOSLEY

- Nathan Mosley began the budget update by explaining that the presentation compiled information he had been sharing with the organization throughout the budget development process. He noted, somewhat humorously, that because of the difficult financial decisions involved in the budget process, he may currently be one of the least popular people in the organization, though he emphasized that staff have been supportive. He stated that the City is in a very challenging financial position and that his goal was to provide an update on where the organization stands, share key information from the presentation, and answer questions.
- Nathan reviewed foundational information that had been presented previously, explaining that he has repeated the message multiple times across the organization because of the importance of ensuring staff understand the situation. He said the presentation was organized around the ACTION framework used in recent discussions with city leadership and included City Council feedback, the current approach to the 2027 budget, the budget calendar, and next steps. He highlighted continued economic uncertainty and explained how that uncertainty affects residents' spending power. As households spend more on basic costs such as utility bills, they have less discretionary income for activities like dining out, which in turn affects the City's largest revenue source, sales tax. He also noted that the City is experiencing significant expenditure increases across departments, citing examples such as rising chemical costs not only in Water and Sewer but also in operations like pool maintenance in the Culture, Parks, and Recreation Department. He stated that these combined pressures have created an ongoing budget gap. Referring to spending trends, he explained that expenditures began exceeding revenues in 2023 and that this pattern has continued, creating the need to bring expenditures back below revenues in order to restore long-term fiscal sustainability.
- Nathan next reviewed the City's fund balance history. He explained that from 2014 forward, the fund balance had remained fairly consistent and trended upward until 2022, when it spiked largely due to American Rescue Plan Act (ARPA) funds. Since then, ARPA dollars have been spent, and because of the structural imbalance in the budget, the City's general fund reserves have been declining. He stated that by the end of 2026, the City is projected to be at approximately its target reserve level of 16.7%, or roughly two months of operating reserves, which he described as a government accounting best practice. He stressed that the City does not want to fall below that level; if it does, a formal plan would be required to replenish reserves within five years. Nathan also provided context for earlier budget decisions, explaining that in a prior five-year period, revenues had increased

by 41% while expenditures rose only 18%, which would reasonably have led decision-makers to believe the City was in a strong financial position and able to expand services. In contrast, over the most recent five-year period, revenues increased only 18% while expenditures rose 56%. He said that while it may be tempting to criticize past decisions, he believed many people would have made similar choices given the information available at the time. However, he emphasized that the current situation demonstrates the need for much greater caution and intentionality when considering future expansion.

- Nathan stated clearly that there is no more time to delay corrective action and that the organization must act now. He explained that the City's approach has been to acknowledge the problem, accept responsibility for the results of past decisions, and move forward rather than dwell on blame. He said the City has tried to be as transparent as possible over the past several months in helping employees understand the nature of the fiscal challenge and what will be required to correct it. He also described efforts to involve staff in problem-solving, including the launch of a Smart City Spending Initiative to gather ideas from employees across the organization for both revenue generation and cost savings. He stressed the importance of collective ownership of the challenge and the need to navigate the situation together.
- Nathan then discussed the City Council Strategic Planning Retreat held in early February. He explained that, before the retreat, Council members received departmental one-page summaries that included each department's ongoing expenses, full-time equivalent staffing levels, budget breakdown, and a list of major programs and services. The purpose was to obtain high-level guidance from Council about department and program priorities so that department heads could use that information in developing their 2027 budget proposals. Nathan said that, using this feedback, staff developed budget reduction targets. He explained that the City first projected expected revenue, then removed certain fixed costs "off the top," such as debt service and other non-department-specific obligations, to determine the amount available for departmental allocation. Based on Council feedback, departments were then grouped into three tiers or cohorts. Tier C represented the lowest share of reductions and included Fire and Police. Nathan explained that Council's direction was that these departments should ideally be strategically invested in, if possible, although their large budgets meant they still needed to contribute some savings. He stated that for Fire and Police, the expectation was to identify savings outside of positions covered by the Collective Bargaining Agreement, meaning sworn personnel were not intended to be reduced. Tier B included most departments and represented more moderate reductions, while Tier A included departments that would receive the highest share of reductions.
- Nathan reviewed scoring comparisons between City Council and the CBAC. He noted that the CBAC's scoring tended to be more stringent than Council's, joking that he would rather be graded by Council than by the committee. He said that, in general, the committee's scoring aligned fairly closely with Council's, though there were some notable differences. One example was Culture, Parks, and Recreation, which Council scored at 2.8 while the CBAC scored it at 1.6, indicating that the committee viewed it as more discretionary than Council did. Barry Eastman commented on the scoring results, specifically noting strong support for Police and Fire, with scores of 3.5 and 3.7 respectively, and humorously observed that Finance and Budget Policy were not scored especially favorably. Nathan responded that this comes with the nature of the work and added that the City Manager's Office had received the lowest score from Council, underscoring that the scoring provides perspective but not a complete picture.
- Nathan then discussed the actual departmental buckets and reduction framework, indicating that Fire and Police were placed in the minimal reduction tier. He stated that the general reduction structure being applied was 3%, 17%, and 25%, depending on the department's assigned tier. He acknowledged that staff had gone through many iterations of possible approaches and that there is ultimately no easy way to close the budget gap. He emphasized that all of these scenarios and options had been shared with department directors. He further explained the target-based methodology, reiterating that the City began with revenue projections and then removed fixed costs including debt, utilities, liability, and chargebacks. After those deductions, there was approximately $134.5 million available to distribute to departments. Staff explored multiple methods and percentages for allocating that amount and shared those scenarios first with Interim City Manager Brian McBroom, then with the City Manager's Office, and finally with department directors on March 11. Nathan said that department directors have now had the targets for approximately two weeks and are working on proposals, though he acknowledged there has been significant shock across the organization.
- Nathan described the direction given to departments for developing their proposals. He said each department must create a proposal that meets its assigned target while clearly explaining the service impacts and associated risks. He also stated that departments have not been given baseline credit for revenue they already generate if their operations are still subsidized; however, they are being encouraged to identify and propose new incremental revenue opportunities. He explained that many fees have not been reviewed in a long time, and departments are being asked to evaluate whether those fees remain market competitive. Nathan cited examples such as leases that may be below market rate and noted that some departments, including the City

Attorney's Office and Municipal Court, have already considered fee increases, though Municipal Court's options may be constrained by state law. Barry Eastman remarked that the committee had previously asked for code updates, and Nathan's comments indicated that this request aligns with the current review of fees and related structures.

- Nathan reviewed the budget development timeline. He said the budget kickoff had occurred two weeks earlier and that department directors had been provided with a "sandbox spreadsheet" allowing them to model personnel and budget changes in order to develop options for meeting their targets. He gave the example that a vacancy in his own department could potentially be counted toward a target. Draft budget proposals are due April 24, at which time departments will submit their initial plans. After that, the Executive Leadership Team, consisting of all department directors, will conduct a peer review process in which directors present their proposals and receive feedback from colleagues to help refine them. Final proposals will be due May 15. Nathan explained that, after that stage, deputy and assistant city managers will meet with their respective departments, followed by City Manager's Office budget sessions in June and City Council work sessions in July to review proposed budget development. He noted that staff will then need time to convert the internal working materials into the format required for the proposed budget and that additional fall work sessions will follow.
- Nathan also reviewed the formal adoption schedule and discussed the importance of determining when committee engagement would be most useful. He stressed the need for alignment between staff and the CBAC so that consistent messages can be shared with City Council. He candidly acknowledged that no one wants to make the cuts under consideration, including himself, but said that making the decisions now is necessary because delaying them will only worsen the situation. He expressed hope that, once the City resets financially, future conversations can shift toward strategic reinvestment and enhancement rather than ongoing reductions. He noted that every department has demonstrated significant need, so the challenge is not finding ways to spend tax dollars but rather ensuring that spending is sustainable.
- Nathan stated that staff had shared department targets during the week of March 30 and would be meeting with departments to conduct budget training so staff understand how to submit the required proposals. He reiterated that April 24 is the due date for budget submissions. Because proposals will still be very fresh at that time, he said he may not be able to share all details immediately but expects that May will likely be the appropriate time to present the proposals to the committee. He said he still needs to determine how best to structure that information for the CBAC. He added that while detailed information will be needed to build the budget, the more important component will be the narrative prepared by department directors and staff explaining why they made their choices and what the impacts will be. As part of the process, department directors will also prepare videos, which Nathan said he intends to share with both the committee and City Council to support questions and discussion throughout the process leading up to October.
- Barry Eastman asked whether October 6 was the date he should place on his schedule. Nathan confirmed that it was. Nathan then invited additional questions or comments and closed by emphasizing that, although the committee meets only once a month, members should feel free to email him with questions in the meantime. He said he wanted to ensure the committee understood where the budget process currently stands and remained informed as work continues.

FUTURE MEETINGS AGENDA REVIEW – GROUP

- The discussion then turned briefly to agenda planning. Laura Delp commented that the relevant schedule had not yet been finalized, although Barry noted that he was looking at a draft. Nathan acknowledged that some materials had not yet been updated from the prior year and accepted responsibility for not looking far enough ahead to manage the agenda more smoothly. He said that with better forward planning, certain items could potentially have been shifted to different months to balance workloads more effectively. Nathan told the committee that he and Laura intend to begin using a three-month look-ahead for meeting agendas, which he said will be particularly important this year because the budget process differs from prior years and requires more deliberate planning. Even with that adjustment, he reiterated that June still appears to be a logical month for a CIP update and committee review.
- Barry suggested that the committee be more selective about which department presentations it receives. He noted that while the Water and Sewer presentation was interesting, he was not sure the committee needs to hear regularly from Water again because it is an Enterprise Fund overseen primarily by the Water and Sewer Board rather than by this committee. He made a similar observation about golf, indicating that Enterprise-related topics may not always require committee time unless there is a specific reason to bring them forward during a lighter meeting month. Barry also questioned whether a separate presentation from Human Resources was necessary. In response, Nathan Mosley suggested that some departments might be combined into a broader "Internal Services" presentation rather than appearing individually, and he proposed that staff begin developing a rolling three-month agenda look-ahead to better organize meetings. Nathan said staff could

prepare an agenda proposal for the next three months, share it first with Barry for feedback, and then circulate it to the full committee.

- The discussion then shifted to which topics should remain priorities for future meetings. Barry said that updates on Cascadia would be important, particularly because of what is happening in West Greeley and the likely budget implications of that work. Nathan agreed and said he would need to speak with Brett, who is currently acting as the internal project manager, to determine when a West Greeley update would make sense. He explained that the project is effectively in a pause status at the moment while next steps are being determined and a citizen oversight committee is being established but confirmed that staff would schedule a West Greeley update at an appropriate time. Nathan also asked whether the committee would want an update on the Civic Campus or East End projects, clarifying that he was asking specifically about the airport area when Barry referenced the east side. Barry responded that these kinds of major projects are relevant because they significantly affect the budget and will ultimately show up in the Capital Improvement Plan and in economic development discussions. He added that the effects extend to areas such as stormwater and bond financing, meaning they fit appropriately within the committee's interests even if they involve enterprise-related elements.
- Barry further emphasized that he does not want meetings to become a "hit parade" of departments simply cycling through presentations without a strong purpose. He said he likes the current format and suggested setting clearer expectations for presentation length, such as 15 minutes plus questions for smaller departments or 30 minutes plus questions for larger ones. Nathan agreed and said staff could implement that approach. He then stated that staff would plan to return in June with a CIP presentation. Laura Delp asked what had happened to April and May on the schedule, and Nathan clarified that they were only discussing ideas and timing concepts at that point, not finalizing the full sequence. Merrie Foreman asked whether, since CIP would be discussed in June, that might also be the right time to include a West Greeley update given its project-related nature. Laura then noted that the agenda document in front of the group was actually last year's agenda and had not yet been updated, meaning it should not be treated as current.
- Nathan acknowledged that the existing agenda framework had largely been recycled from prior years and may no longer be applicable. He said that in May, staff would likely bring forward the budget proposals that had been developed by that point, since the proposals should be finalized by then and there would hopefully not be major differences between the draft and final submissions. He said that sharing those proposals in May would allow the committee to review them, provide feedback, and weigh in before the material goes to City Council in July. Nathan concluded by saying that staff could now begin sketching out the agenda for the remainder of the year based on the discussion and would first share that draft with Barry, and also with Tony, for feedback before circulating it more broadly to the full committee.

PUBLIC INPUT

- Chair Eastman opened the floor for public comment and confirmed there were no members of the public present online or in attendance.

ADJOURNMENT

- Chair Eastman adjourned the meeting at 7:03pm.

Next Regular Meeting:
April 22nd, 2026
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)

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Nathan Nathan
Budget & Policy Director

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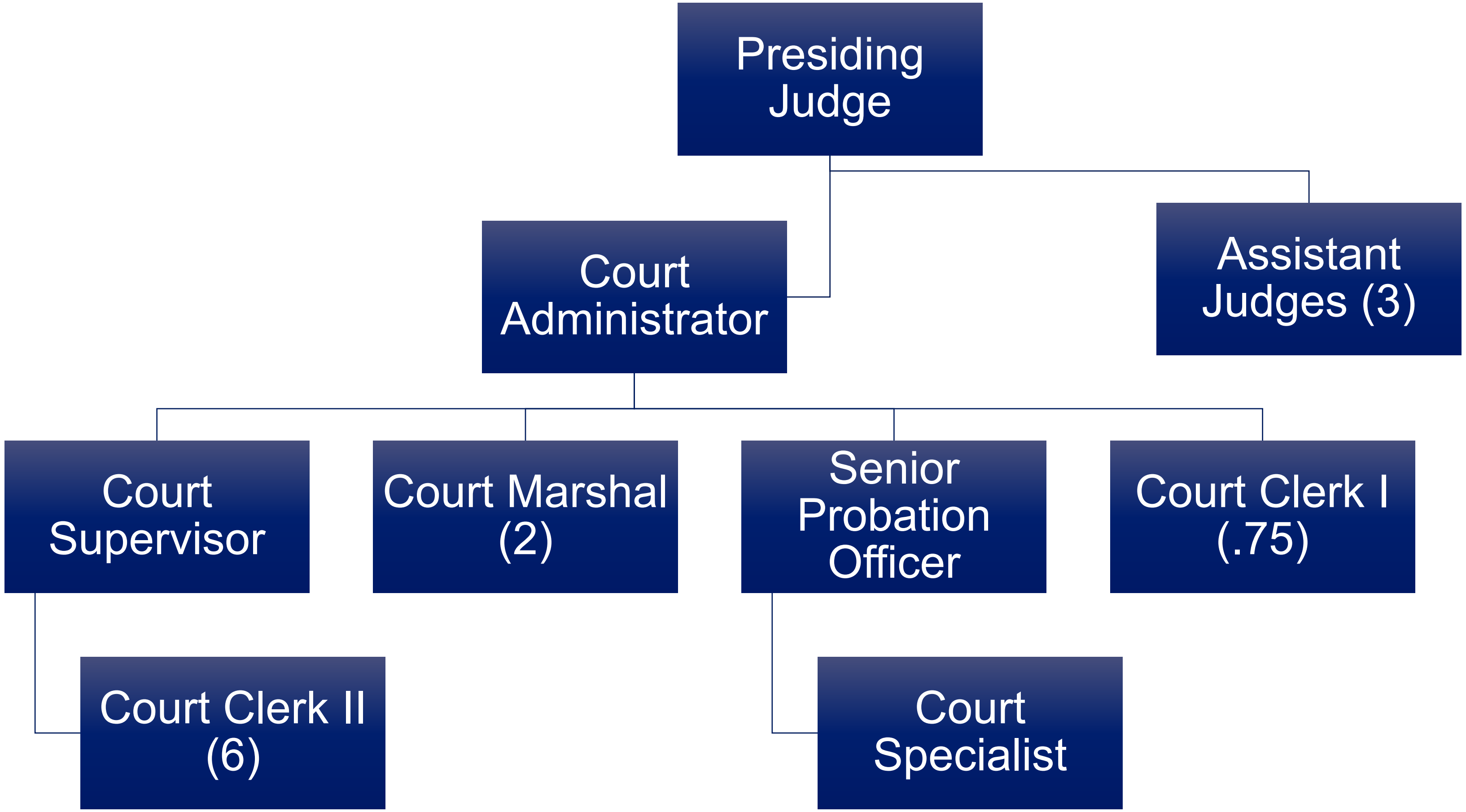
Barry Eastman
Chairperson

CBAC Budget Presentation

Mark Gonzales, Presiding Judge
Municipal Court

Organizational Chart



Mission

The Municipal Court is committed to administering justice fairly, efficiently, and cost-effectively. We strive to uphold due process and ensure individual justice in every case, while maintaining consistency with established laws. Through accessible and impartial proceedings, the Court supports public trust, accountability, and the fair resolution of municipal ordinance violations.

Priorities

- Fair and consistent administration of justice
  - Protection of due process rights
- Operational efficiency
  - Cost-effective service delivery
  - Customer service
  - Continuous improvement
- Accessibility and Transparency
  - Public trust
  - Accountability and compliance

Overall Budget Slide with General Costs – 3 Year Average

*Salaries reflect 2026 budgeted, not 3-year average

Expenditure Account	Amount
7114- Salaries & Wages - Part-Time	$ 6,651
7121- Overtime - Regular	$ 1,038
7217- Worker Compensation/Seasonal	$ -
7232- FICA/Social Security Seasonal	$ -
7235- Medicare Seasonal	$ -
7314- Office Supplies & Materials	$ 5,387
7315- Small Items of Equipment $100 - $5,000	$ 959
7316- Computer Hardware/Software < $5000	$ 1,540
7317- Meals/Food - Non-Travel Related	$ 1,314
7325- Clothing And Uniforms	$ 2,447
7333- Machinery, Vehicle & Equipment Parts	$ 65
7344- Building and Grounds Maintenance Supplies	$ 15
7362- Trackable Equipment For Replacement < $5000	$ 5,247
7412- Mailing/Delivery Services - External	$ 18
7415- Legal	$ 85,367
7426- Outside Printing/Copies	$ 109
7432- Publications & Subscriptions	$ 3,638
7433- Memberships & Dues	$ 175
7435- Other Purchased Services	$ 56,692
7445- Telephone	$ 856
7463- Maintenance Agreements	$ 3,811
7472- Hotel and Motel	$ 2,920
7473- Meals/Per Diem	$ 404
7474- Air Travel	$ 1,881
7475- Mileage	$ 1,028
7477- Other Travel	$ 52
7478- Registration	$ 2,226
7632- Internal Rentals	$ 1
8149- Other Machinery And Equipment	$ 16,402
Court Administrator	$ 160,480
Court Clerk I	$ 59,854
Court Clerk II	$ 77,912
Court Clerk II	$ 65,667
Court Clerk II	$ 87,558
Court Clerk II	$ 87,558
Court Clerk II	$ 87,558
Court Clerk II	$ 87,558
Court Marshal	$ 129,527
Court Marshal	$ 129,527
Court Specialist	$ 95,032
Court Supervisor	$ 109,412
Municipal Judge	$ 298,708
Senior Probation Officer	$ 121,762
TOTAL	$ 1,798,356

Overall Budget Slide with General Costs – 2025 Actuals

2025 Expenditures by Account	Dollar Amount
7114- Salaries & Wages - Part-Time	$ 5,500.00
7121- Overtime - Regular	$ 809.00
7217- Worker Compensation/Seasonal	$ -
7232- FICA/Social Security Seasonal	$ -
7235- Medicare Seasonal	$ -
7314- Office Supplies & Materials	$ 4,353.00
7315- Small Items of Equipment $100 - $5,000	$ -
7316- Computer Hardware/Software < $5000	$ 1,011.00
7317- Meals/Food - Non-Travel Related	$ 1,739.00
7325- Clothing And Uniforms	$ 4,396.00
7333- Machinery, Vehicle & Equipment Parts	$ -
7344- Building and Grounds Maintenance Supplies	$ -
7362- Trackable Equipment For Replacement < $5000	$ 9,034.00
7412- Mailing/Delivery Services - External	$ -
7415- Legal	$ 78,864.00
7426- Outside Printing/Copies	$ -
7432- Publications & Subscriptions	$ 3,556.00
7433- Memberships & Dues	$ -
7435- Other Purchased Services	$ 62,441.00
7445- Telephone	$ 1,008.00
7463- Maintenance Agreements	$ 11,433.00
7472- Hotel and Motel	$ 2,055.00
7473- Meals/Per Diem	$ -
7474- Air Travel	$ 1,526.00
7475- Mileage	$ 889.00
7477- Other Travel	$ 32.00
7478- Registration	$ 1,796.00
7632- Internal Rentals	$ -
8149- Other Machinery And Equipment	$ -
TOTAL	**$ 190,442.00**

2025 Salary Expenditure by Position	Dollar Amount
Court Administrator	125,127.62
Court Clerk I	44,229.77
Court Clerk II	62,301.57
Court Clerk II	63,098.35
Court Clerk II	53,824.95
Court Clerk II	61,071.21
Court Clerk II	50,411.59
Court Clerk II	46,076.54
Court Marshal	98,740.96
Court Marshal	98,740.96
Court Specialist	66,230.11
Court Supervisor	92,049.20
Municipal Judge	250,188.71
Senior Probation Officer	88,292.84
TOTAL	**$ 1,200,384.38**

2025 Expenditure Total	Dollar Amount
2025 TOTAL	**$ 1,390,826.38**

Overall Revenue

Revenue Accounts	2025 Actuals	3 Year Average
4321- State Grants	$ 11,037	$ 6,327
4415- Docket Fee	$ 48,499	$ 42,272
4416- OJW - City	$ 285	$ 492
4417- Marriage Ceremony Fees		$ -
4782- Filing Fees		$ 130
4789- Expense Reimbursement		$ 133
5511- Court Fines	$ 1,257,491	$ 1,029,358
5512- Court Costs	$ 220,816	$ 191,446
5513- Ticket Surcharge-Training		$ (3)
5514- County Court Fines	$ 4,563	$ 3,969
5515- Warrant Fees	$ 2,530	$ 2,457
5517- SOE Fees	$ 5,105	$ 5,155
5519- Jury Fee	$ 50	$ 42
5520- Bond Forfeiture	$ 2,000	$ 5,298
5525- UPS	$ 5,925	$ 3,488
5529- Default Fee - City	$ 480	$ 715
5533- Deferred Fees	$ 508	$ 348
5534- Transcripts	$ 132	$ 95
5535- Unapplied Fines/Fees	$ 150	$ -
5536- Supervision Fee	$ 15,672	$ 12,926
5702- Photocopies	$ 498	$ 227
5763- Cash Over / Short	$ 25	$ (55)
Grand Total	$ 1,575,766	$ 1,304,819

What are you doing to keep costs down and accomplish your mission?

- Prioritizing streamlined processes
- Cross-training staff
- Leveraging technology to improve efficiency and reduce costs

Risks (Now and Future)

- Increasing caseloads
- Budget constraints
- Changes in legislation
- Advancement in technology and the costs associated
- Evolving community needs

What are you doing to innovate within your department for more efficiency and performance?

- Strategic innovation partner with the developer of CourtQ
  - GMC will pilot new platforms, helping shape the system while benefitting from reduced costs
- Created Haitian Creole video advisements
  - Reduces the need for interpretation of long advisement forms
- Championed implementation of Brazos ticketing system
  - Streamlines case creation process
- Assisting other departments with payments
  - Parking
  - Radar Van

What can the CBAC do to help you and your team?

Continue to support our mission and goals

City Attorney's Office

Stacey Aurzada, City Attorney
April 22, 2026

Mission and Values

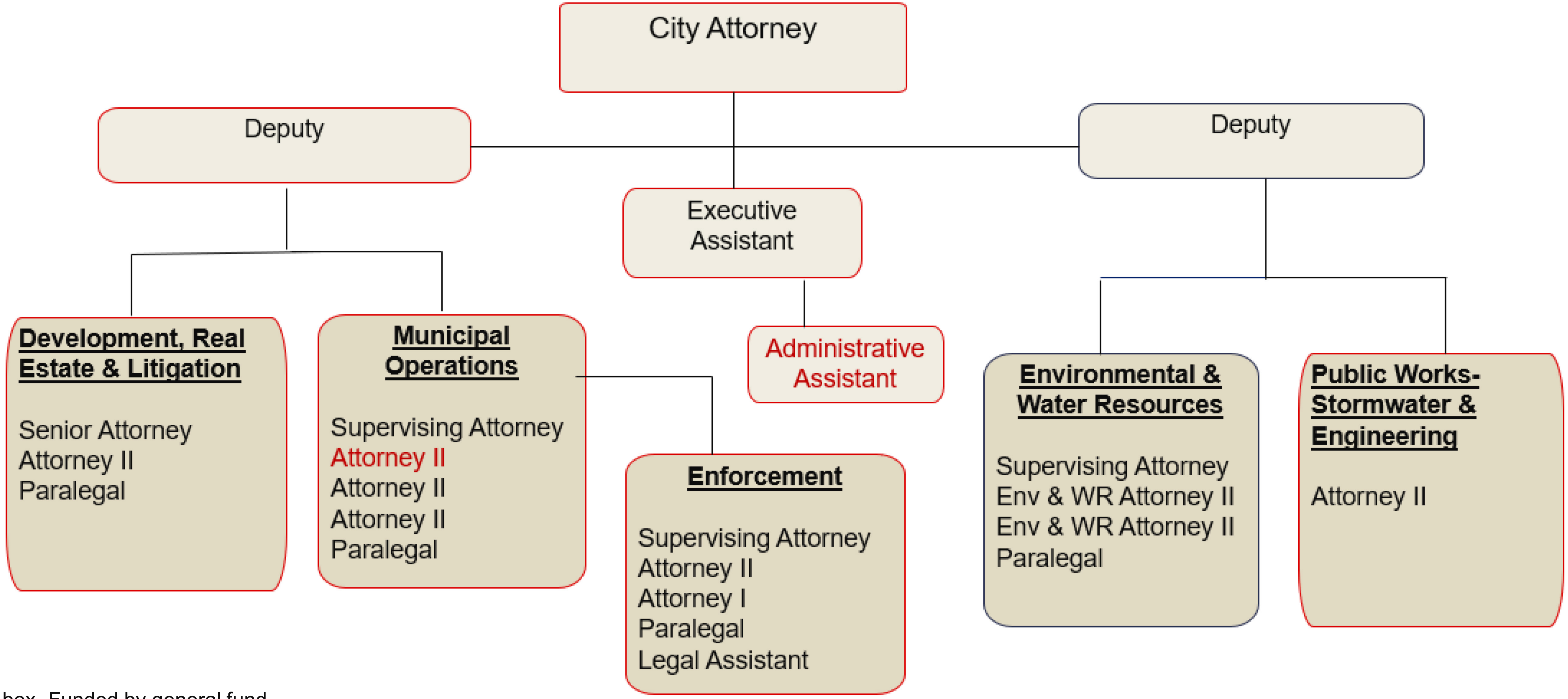
The City Attorney's Office strives to provide the highest quality legal representation to the City of Greeley at the lowest possible cost to the taxpayers; to give sound and objective legal advice to City officials and staff; and to act in accordance with the highest ethical and professional standards.

TEAMWORK

INTEGRITY

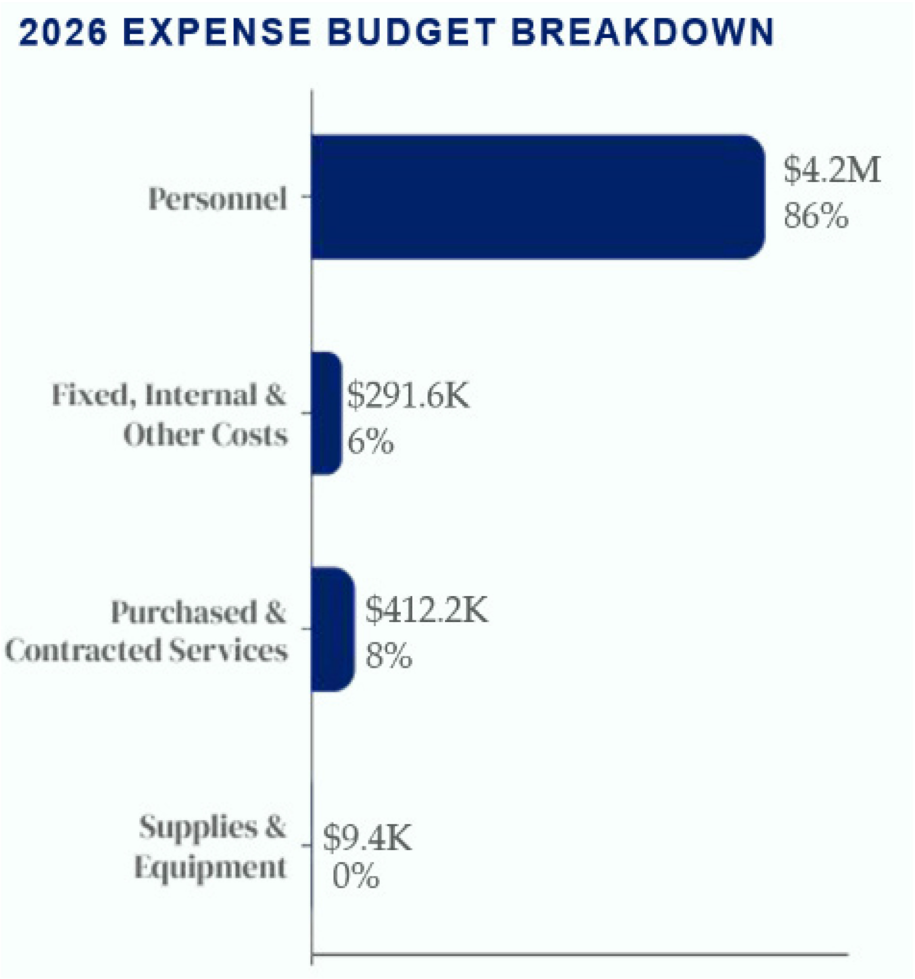
EXCELLENCE

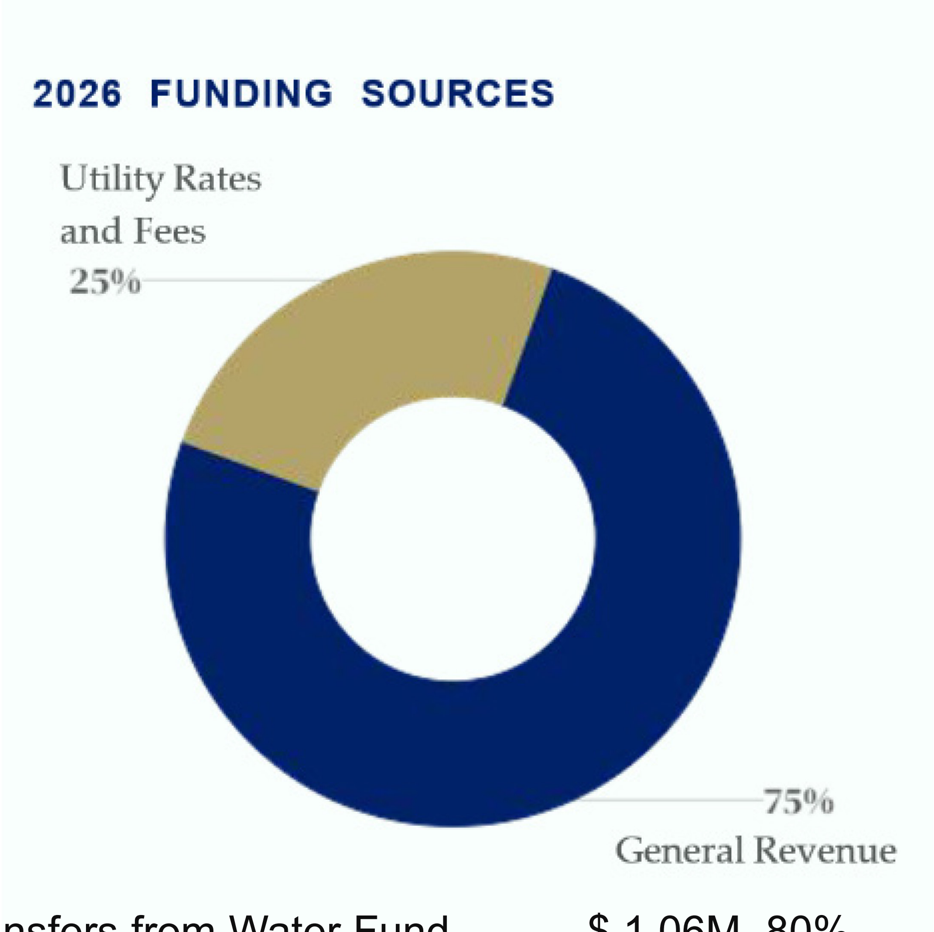
Organizational Chart



Red box- Funded by general fund
Red type- planned elimination

Overall Budget





Transfers from Water Fund	$ 1.06M, 80%
Transfers from Sewer Fund	$ 0.19M, 14%
Transfers from Stormwater Fund	$ 0.07M, 5%

17% Budget Reductions- $617,141

PERSONNEL REDUCTIONS- $252,000

- Do not fill Administrative Assistant vacancy
- Do not fill Attorney II vacancy

OTHER REDUCTIONS- $365,000

- Significantly reduce outside counsel funding
    - ∗ When needed this will have to be funded through the Department
- Significantly reduce career path funds
- Eliminate AI research service
- Significantly reduce training funds
- Eliminate leadership coaching
- Eliminate out of state travel

10% Budget Reductions- $363,024

PERSONNEL REDUCTIONS- $56,500

- Fill Administrative Assistant III vacancy as an Administrative Assistant I
- Fill Attorney II vacancy as an Attorney I

OTHER REDUCTIONS- $306,500

- Reduce outside counsel funding
- Reduce career path funds
- Reduce training funds
- Eliminate leadership coaching

What keeps you up at night as a leader/manager to accomplish your Mission?

- *Having the resources to support large City initiatives while still maintaining core legal services*
- *Increased workload caused by technological investments made by other departments*
- *Increase in expectation that CAO perform non-legal work*
- *Losing valuable employees due to the lack of promotional opportunities and burnout*

What are you doing to keep costs down and accomplish your mission?

- *Management of outside counsel costs*
- *Build internal expertise on complex matters*
- *Monitor proper assignment of tasks*

Risks (Now and Future)

- *Adequate staffing and retention*
- *Legislative changes creating unfunded and unacceptable mandates*
- *Growth of City brings changes to needed City services*
- *Turnover and lack of adequate staff training city wide increases liability risks and costs*

What are you doing to innovate within your department for more efficiency and performance?

- *Development of better standardized contracts*
- *Use of technology for intake and matter management*
- *Centralize institutional knowledge*
- *Standardize workflows*
- *Enable self help on simple tasks by establishing training program on legal topics and include FAQs on these topics on the City Attorney's Office SharePoint site*

What can the CBAC do to help you and your team?

- *Continue to serve the Greeley community by volunteering your time on the Commission*
- *Continue to be open to hearing about the services provided by the City Attorney's Office*

Thank you!

City of Greeley Colorado

2026 Ballot Measure Discussion

Citizen Budget Advisory Committee | April 22, 2026

Agenda

- Context for Ballot Measure
- Council Retreat Directions
- CBAC Input
- Appendix

Why We’re Talking About This

Context for Tax Increase Consideration

- Ongoing cost pressures in core service areas
- Public safety resourcing needs
- Continued community needs related to homelessness
- Desire to maintain service levels without relying on one-time solutions

What this is (and is not):

✓ Early-stage exploration of a November 2026 tax increase ballot measure

✓ No decisions made

X Not a finalized proposal

What we Heard from Council

City of Greeley Colorado

At their February 2026 Strategic Retreat …

General Direction (Not Formal Yet):

- Interest in a combined measure:
  - Public Safety (Police, Fire, OEM)
  - Homeless Solutions
- **Maximum:** up to 0.50% sales tax increase
- **Homeless component:** potential sunset (5–10 years)

Important Themes:

- No supplanting existing funding
- Clear, transparent use of funds

Nuances & Open Questions

Not unanimous:

- Some Councilmembers prefer no measure
- Others support a measure only within strict limits

Key Questions Still Unresolved:

- What exactly is included as “homeless solutions”?
- How should funding be split?
- Should the existing 0.16% public safety tax be included in the cap?
- What level of tax is realistic given voter sentiment?

What Happens Next

Near-Term Steps:

May 12: Council Work Session

- Review options
- Provide direction on whether to proceed

If Council moves forward:

- Ballot language development
- Polling to assess voter sentiment
- Formation of citizen committee
- Community engagement and education

CBAC Input

Your perspective helps us:

- Understand community priorities and sentiment
- Identify concerns early
- Pressure-test assumptions before Council decisions
- Help shape how (or if) this moves forward

Discussion Questions:

1. Do these priority areas resonate (public safety, homeless solutions)?
2. What concerns would you have with a measure like this?
3. How do you think the community would respond?
4. What would build trust with voters?
5. What would make you supportive, or not supportive, of a measure?

How We’ll Use Your Feedback

- Inform May 12 Council work session
- Help shape polling approach (if pursued)
- Identify key risks and messaging considerations
- Guide future community engagement

-- Break For Discussion --

Appendix

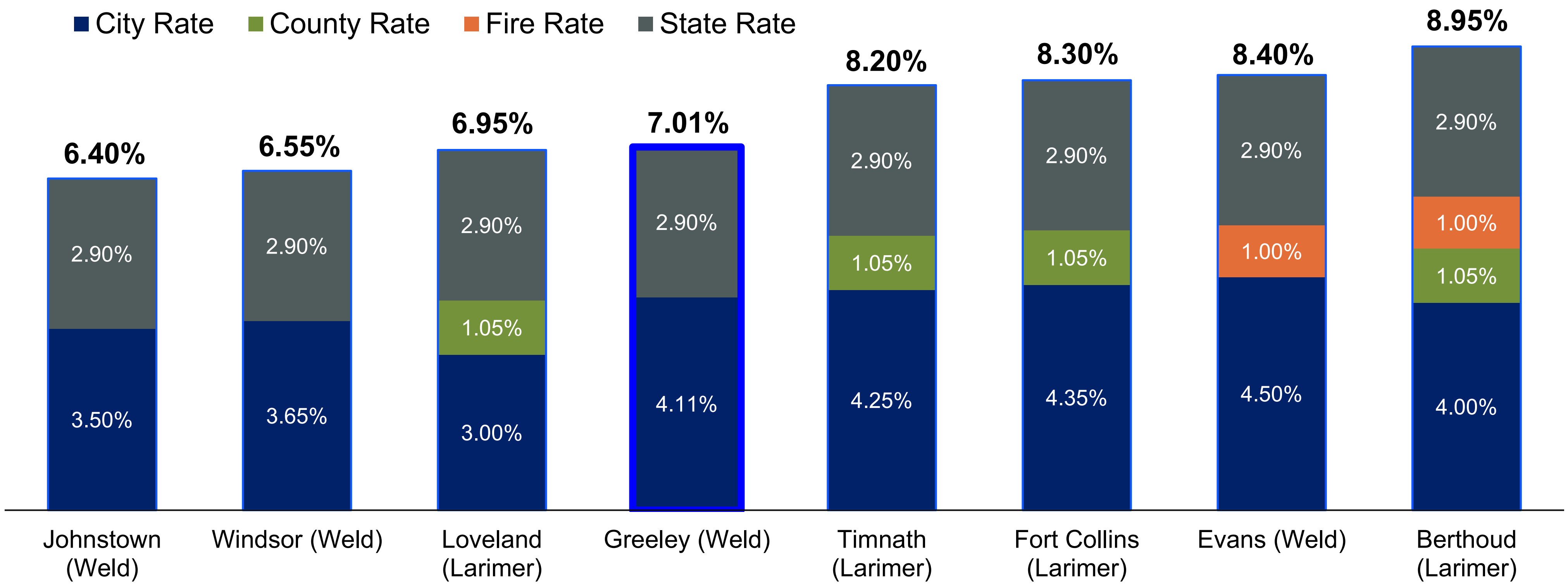
Greeley’s Sales Tax Components

- Tax on General Purchases: 4.11%
- Tax on Food Purchases: 3.46% (KGM not included)

Component	%	Purpose	Example of Use	Expiration
General Sales Tax	3.0	Government Operations	- Employee Salaries & Benefits - Utility Payments - Fuel	No Sunset
Food Tax	3.0	Capital Improvements Including Maintenance and Replacement	- Irrigation replacements - Ice Haus Improvements - UCCC Maintenance	No Sunset (Permanently Renewed 2024)
Keep Greeley Moving	0.65	Capital Improvements related to Road Infrastructure	- Overlay & Striping Program - Concrete Repair Program - Asphalt Patching Program	Expires 2029
Quality of Life	0.30	Parks, Trails, Culture, Public Facilities, Transportation Capacity	- Highway 34 Interchanges - Shurview Property - Playground Replacements	Expires 2042
Public Safety	0.16	Public Safety Staffing and Facilities	- Debt Service/New Stations - Equipment Replacements - Public Safety Salaries	Expires 2044

Regional Sales Tax Comparison

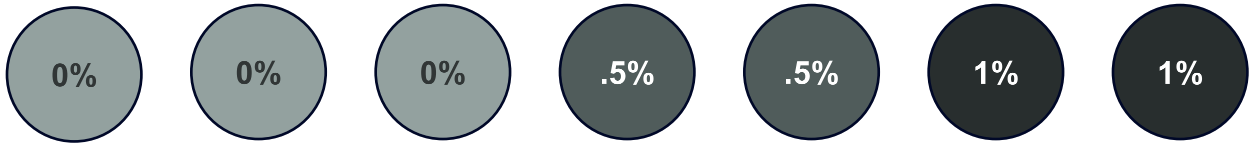
- Total sales tax rates vary by structure (county and special districts), not just city policy.
- Greeley benefits from Weld County's lack of a county sales tax.
- Some peers include separate fire district taxes that raise total rates.



Pre-Retreat Survey Results - Council

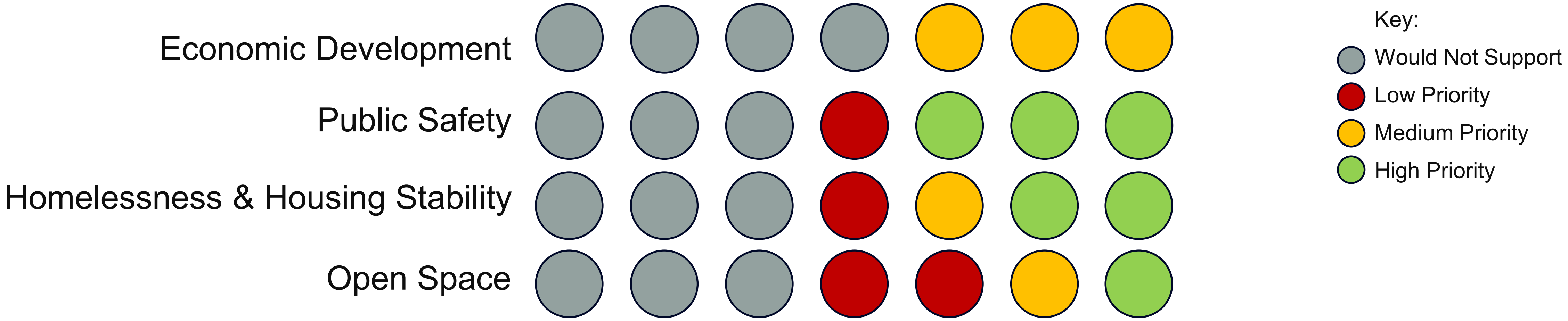
Q: Thinking broadly about potential revenue options, what is the highest overall tax increase you would be willing to consider putting before voters in November 2026 to sustain or improve City services?

Council Responses:



Q: For each area below, indicate how strongly you would support using a tax increase to address it.

Council Responses:



Pre-Retreat Survey Results - CBAC

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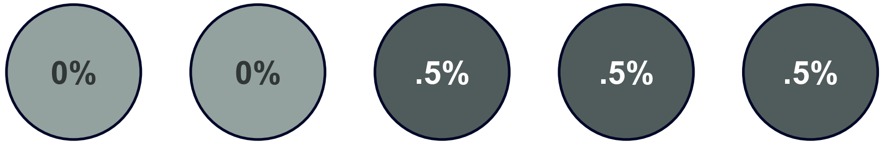
CBAC Responses:



Q: For each area below, indicate how strongly you would support using a tax increase to address it.

CBAC Responses: