

City of Greeley, Colorado  
**City Council Work Session Proceedings**  
Tuesday, April 28, 2026

**1. Call to Order**

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

**2. Pledge of Allegiance**

Mayor Hall led the Pledge of Allegiance.

**3. Roll Call**

Deputy City Clerk Naomi Gonzales called the roll.  
The following were present:

Councilmember Deb DeBoutez  
Mayor Pro Tem Melissa McDonald  
Councilmember Johnny Olson  
Councilmember Brian Rudy  
Councilmember Ryan Roth  
Mayor Dale Hall

**4. Reports from Mayor and Councilmembers**

Councilmember Olson attended a meeting held with the city's transit group, noting that the city has been drawing on local funds to support the Poudre Express and US 34 bus routes. He stated his intention to work with the North Front Range transportation coordination group over the coming months to develop a more balanced regional funding model, reorienting the routes as commuter service rather than local service.

Mayor Pro Tem McDonald attended the MCR ribbon cutting for their new emergency room facility. She also attended a Regional Leaders presentation in Fort Collins regarding Forge Campus, a developer who has repurposed former Hewlett Packard campuses in Fort Collins and Loveland into business incubator districts. She recognized the Forestry Department for planting 170 trees in advance of Arbor Day.

Councilmember DeBoutez highlighted upcoming community events including the UNC Jazz Festival, the Cinco de Mayo celebration on Sunday, May 3, in downtown, and the season-opener for the Farmers Market on Saturday at Lincoln Park.

Councilmember Roth attended the ribbon cutting for SAVA's new West Greeley office, the Boys and Girls Club's Elegant Night and promoted the upcoming Bear Fest event in downtown Greeley.

Mayor Hall attended the opening of Brentwood Park's new playground. He highlighted a \$100,000 grant received through Gametime's 2025 grant program that helped fund the project.

## 5. Eastern Greeley Subarea Plan

Interim Director of Community Development Don Threewitt introduced the item at 6:09 p.m.

Mr. Threewitt shared that the East Greeley Subarea Plan emphasizes an area planning approach reflect the distinct character and growth needs of different parts of the community. Mr. Threewitt introduced Principal Planner Doug May and Britt Palmer, Director of Planning with Rick Engineering and project manager for the plan.

Mr. Palmer presented the findings and early concepts developed over the preceding nine to twelve months of community engagement. The first round of engagement ran from August through December 2025 and included a community-wide open house, multiple stakeholder meetings with property owners of 40 or more acres, outreach at community events such as the Delta Park grand opening, the Greeley Farmers Market, and the LULAC green chili cook-off, as well as retail pop-ups at local breweries. A community survey received 620 responses, offered in both English and Spanish.

The top three community-identified issues were the condition of streets and roads, job opportunities and economic development, and housing affordability and availability. In terms of planning priorities, the community showed strong support for agricultural preservation, particularly in the northern portion of the study area; a desire for development that reflects the unique and non-generic character of East Greeley; and preservation and improvement of natural open spaces around the Poudre and South Platte Rivers. Residents indicated a desire for a grocery store to return to East Greeley, more family entertainment, local small businesses, improved pedestrian and bicycle connectivity to the rest of the city, and better public transit links.

Mr. Palmer presented several early concepts that had been developed with city staff but not yet released publicly:

**Campus Town Concept:** Centered on Highway 34/85 interchange area, this concept proposes removing the US 85 Business alignment from its current arc and converting the wide right-of-way into a greenway, potentially flanked by mixed-use and workforce housing development. The 85 Business route would be relocated to 8th Avenue. The concept would create a gateway into the south part of Greeley near UNC and could serve as a complementary mixed-use district to the university.

**Neighborhood Infill/Hub Concept:** Using the intersection of 1st Avenue and 22nd Street as a prototype, this concept illustrates how a fire station facility that may be relocated, combined with nearby underutilized parcels, could be redeveloped as a small-scale mixed-use neighborhood hub with a park or plaza element.

**Dumbbell Connectivity Concept:** This concept focuses on creating a demonstrable east-west multimodal connection — for walking, cycling, and potentially transit — between the East Greeley area and downtown, linking the Western Sugar Urban Renewal Area with the Civic Campus area along either a 16th Street or 18th Street alignment, crossing the railroad corridor and US Highway 85.

**North Poudre Area / Industrial-Agricultural Land Use Concept:** For the large area north of the Poudre River, representing approximately 40 percent of the 25-to-27 square mile study area, the concept envisions a gradual transition from mixed-use

near the river to industrial, then agro-industrial, and finally agricultural preservation approaching Highway 392. This area was also discussed in the context of the Greeley-Weld County Airport's potential future expansion to accommodate commercial passenger travel, with a new passenger terminal concept shown to the north and west of the existing terminal.

Mr. Palmer said that the general target is to complete a draft plan for adoption by the second quarter of 2027.

Mayor Hall spoke about the importance of deliverables.

Councilmember DeBoutez asked about the Western Sugar TIF district's balance and potential for early infrastructure investment. Mr. Threewitt and Deputy City Manager Kelli Johnson responded that the current TIF balance is approximately \$25 million, with projected available funds through the life of the TIF totaling approximately \$83 million.

Mayor Pro Tem McDonald asked about the feasibility and cost of an overhead pedestrian crossing over Highway 85, and Mr. Threewitt indicated that options including overpass, underpass, and enhanced at-grade crossings are being evaluated, with overhead crossings estimated at \$10 to \$20 million depending on scope. He cautioned against building costly infrastructure before behavioral patterns support its use.

Councilmember Olson questioned the emphasis on parks, trails, and pedestrian improvements relative to revenue-generating economic development, asking what the plan's primary "draw" would be to attract developers and new investment. He shared that agricultural preservation designations, if applied rigidly, could conflict with the development aspirations of landowners and discourage annexation. He suggested that the plan should clearly distinguish between what can be phased and what is fixed, and that the airport energy area along the County Road 66 corridor should be positioned more prominently as a gateway and economic driver. Mr. Palmer acknowledged that the land use concepts were meant to be iterative and would be refined through a second round of community engagement in summer 2026, during which alternative land use scenarios will be presented.

Councilmember Roth asked whether there had been discussions with Sunrise Health Clinic about adding a clinic location in East Greeley, given community survey responses identifying healthcare access as a concern. Mr. Palmer indicated that no such discussions had occurred yet but that the team would reach out.

Councilmember Roth also advocated strongly on behalf of East Greeley residents for expanded open space, parks, and simple gathering areas for families.

Mayor Hall thanked staff and the consultants for the information.

## **6. 2026 First Quarter Financial Update**

Division Treasurer Robert Miller and Director of Finance Kirk Jones introduced the item at 6:57 p.m. presented the first quarter financial update for fiscal year 2026.

Mr. Miller reported that the city continued to monitor a range of economic indicators. Retail spending was increasing at both the local and state levels, inflation in Colorado was at approximately 4.2%, and Weld County unemployment remained low between 0.3% and 0.4%. Short-term interest rates remained volatile and could fall by as much as 0.5 percent by year-end.

Mr. Jones include Key financial highlights noting new construction revenues, investments and cash balances, interest earnings, oil and gas revenues, sales tax collections and the overall projection of the general budget fund and reserves.

Mr. Jones reported on the city's federal grant portfolio and updated Council on the status of the fiscal year 2025 annual audit. The financial reporting team made it a priority beginning in January to get ahead of the process, and completion of the city's work is targeted for June.

Mayor Pro Tem McDonald thanked staff for the work on the audit timeline,

Councilmember Olson said that the overall financial picture suggested meaningful progress toward reducing the city's projected long-term budget gap, and noted that Weld County continued to be among the fastest-growing areas in Colorado economically.

Mayor Hall asked about the lag time between oil price changes and the city's receipt of resulting revenue. Mr. Miller confirmed the lag is typically six to eighteen months depending on the revenue stream.

Mayor Hall thanked staff for the information.

## 7. **West Greeley Financial Update**

Chief Financial Officer Allena Portis introduced the item at 7:13 p.m.

Ms. Portis presented an update on the financial status of the West Greeley Catalyst project, joined by Deputy City Manager Brett Naber and financial adviser Jason Simmons of Hilltop Securities.

Ms. Portis outlined five areas of focus: project cost overview, financial due diligence completed to date, fiscal implications of the recent community vote, the updated predevelopment financing strategy through Certificates of Participation (COPs), and the path forward.

**Project Costs:** As of February 2026, the estimated total project cost is approximately \$959.4 million, up from approximately \$910 million estimated in March 2025. An additional \$211 million in capitalized interest, cost of issuance, and reserves — including startup operating reserves and a debt service reserve — are not included in that figure, bringing the total financing need substantially higher. Regional partners have indicated potential contributions of approximately \$11.5 million toward the CR 17 interchange, pending execution of an agreement, though this does not reduce the identified funding gap at this time.

**Due Diligence:** Multiple specialized firms have contributed to the financial analysis of the project, including CBRE (initial feasibility study), H&LA (feasibility study and

rent analysis for the Mattel and ice arena contracts), Zonda and EPS (economic impact studies), Hilltop Securities (501(c)(3) structure and GID analysis), and Anderson Analytics (long-term fiscal impact modeling for both West Greeley and Cascadia).

**Fiscal Implications:** Ms. Portis explained that the recent community vote materially affected the project's financing outlook by increasing what is known as "nonappropriation risk." Investors in the 501(c)(3) conduit structure rely on confidence in the city council's ongoing willingness to make annual appropriations. The vote signaled reduced political certainty to potential bond investors, which could increase borrowing costs, reduce the effective bonding capacity of the 501(c)(3), or make debt issuance less viable without an additional partner providing moral obligation support.

**Updated Predevelopment COP Strategy:** Under the original plan, COP proceeds were to be reimbursed by the GID, water and sewer, and the 501(c)(3), effectively reducing the city's net COP obligation to zero by 2027.

By February 2026, revised GID capacity estimates reduced that body's projected contribution, and as of April 2026, the predevelopment COP amount under consideration has been reduced. Under the current structure, no 501(c)(3) reimbursement is assumed, and the city would need to refinance approximately \$72 million in COPs, using buildings valued at \$72 million as collateral, if the project does not proceed.

Ms. Portis presented a worst-case debt service scenario showing that average annual payments on a 20-year \$90 million COP could be approximately \$6.5 million, with a notable spike from approximately \$4.7 million in year five to \$8.9 million in year six, which she cautioned must be planned for in real budget terms.

**Path Forward:** Ms. Portis identified several key unresolved conditions, including securing CR 17 interchange funding, determining the GID's financing capacity and structure, and clarifying the pace and mix of development in the West Greeley subarea.

Potential financing options going forward include private investors, public-private partnerships, public-public partnerships, continuation of the 501(c)(3) conduit model (potentially with an additional moral obligation partner), and revenue bonds. The West Greeley Oversight Committee was described as the primary vehicle for reviewing these options, refining cost and scope assumptions, and developing communications for the public.

Councilmember Olson noted that the GID's role as a repayment source for the COPs was not something he had previously understood and asked why the 501(c)(3) could not fully reimburse the COP proceeds. Mr. Simmons explained that the 501(c)(3) bonding capacity was constrained by the H&LA revenue assumptions and was essentially fully committed at approximately \$668 million to fund the entertainment district costs and required reserves. Acting City Manager Brian McBroom added that prior to the election, discussions with Providence had explored using 501(c)(3) revenue bonds to fund the plaza — originally a GID expense — as a way to create some additional capacity.

Councilmember Olson asked about the clarity of communication to the public regarding the differences between what the GID funds, what the 501(c)(3) funds, and what the COP proceeds fund. He argued that conflating these sources has contributed to public confusion and distrust, and that the gap being discussed was more attributable to GID-funded infrastructure — much of which can be phased — than to the entertainment district itself. Mr. McBroom agreed that the city needs to do a better job distinguishing these funding streams.

Councilmember Olson asked Mr. Simmons about the impact of the community vote on the projected bond rating. Mr. Simmons explained that prior to the vote, the model assumed a low investment-grade rating of approximately triple-B, which supported a modeled interest rate of approximately 5.25 percent. Following the vote, investor confidence in future appropriations declined, pushing the effective rate closer to 6 to 6.5 percent, which would meaningfully reduce the 501(c)(3)'s bonding capacity.

Mayor Pro Tem McDonald suggested the city develop a video to explain the financial model's waterfall structure to the public in accessible terms, noting that the complexity of the financing structure has made it easy for misinformation to take hold. Mr. McBroom endorsed the idea and stated that translating this information effectively is a core goal of the oversight committee.

Councilmember Olson also noted a tax revenue option — going to voters for a dedicated revenue source — should be added to the list of financing alternatives under consideration, arguing that such a mechanism would give the moral obligation pledge more credibility with bond investors. He further suggested that a combined West Greeley and downtown financing initiative could be explored, under which revenues generated out west ultimately help retire downtown COP obligations over time. Mr. McBroom agreed these were valid considerations for the oversight committee to evaluate.

Councilmember DeBoutez asked whether the oversight committee would have access to the foundational CBRE and RBC financial models. Mr. Simmons clarified that RBC's financial model was the basis for the original project development and service agreement (PDSA) submission from Water Valley and was the primary base model, with CBRE used to analyze it independently.

Mayor Hall emphasized that the committee's work must proceed with urgency, given that developer interest and project viability were time-sensitive.

Mayor Hall thanked staff and consultants for the information.

## **8. Ward 1 Vacancy Process and Council Direction**

City Clerk Heidi Leatherwood introduced the item at 8:07 p.m.

Ms. Leatherwood presented the proposed process for filling the Ward I Council vacancy created when Councilmember Butler departed in March to pursue another government office.

Ms. Leatherwood reported that 15 applications were received; 13 were determined to be qualified. Of the two disqualified applications, one was submitted after the deadline and one was from a non-resident of Ward I.

Ms. Leatherwood proposed that the interviews be conducted at the May 5 regular council meeting beginning at 5:00 p.m., following a process similar to that used at the April 16 oversight committee interviews. The proposed structure included a panel-style interview format moderated by the City Clerk, with two standardized questions asked of all candidates, followed by follow-up questions from Council members, and an immediate ballot vote after interviews conclude. Formal appointment was proposed for the May 19 meeting, at which time orientation, line of succession, and committee assignments would be completed.

Council agreed that each Councilmember would individually score and rank all 13 applications using a rubric to be distributed by Ms. Leatherwood, with scores submitted by Thursday, April 30 at noon, in order to produce a shortlist of five candidates for interview. The start time of 5:00 p.m. on May 5 was confirmed to allow adequate time given the evening's broader agenda.

Council agreed to two standardized questions with follow-up questions from Council members as appropriate.

Mayor Hall thanked staff for the information.

**9. Motion to go into an Executive Session for the purpose of discussing employment matters related to appointment of a City Manager**

A motion to go into an Executive Session to discuss the following matter as provided under C.R.S. Section 24-6-402(4)(f) and Greeley Municipal Code Section 2-151(6)(a): To discuss personnel reporting to the City Council.

**Councilmember DeBoutez moved to make the motion to go into Executive Session. Councilmember Rudy seconded the motion. The motion passed 6-0 at 8:27 p.m.**

**10. Scheduling Meetings, Other Events**

None.

**11. Adjournment**

With no further business to come before the Council, Mayor Hall noted the time was 9:27 p.m. and council would go into executive session. Following the executive session the meeting would conclude.

**9. Motion to go into an Executive Session for the purpose of discussing employment matters related to appointment of a City Manager**

Mayor Dale Hall started the Executive Session at 8:35 p.m. in the Executive Room. The meeting was electronically recorded as required by Colorado Open Meetings Law.

All Councilmembers were present along with City Attorney Stacey Aurzada.

The executive session was for the purpose of discussing personnel reporting to the City Council as provided under C.R.S. Section 24-6-402 (4)(f) and Greeley Municipal Code Section 1-151(6)(a).

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

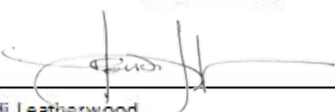
The Executive Session concluded at 9:19 p.m.

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

Approved:

**X**   
\_\_\_\_\_  
Dale Hall  
Mayor

Attested:

**X**   
\_\_\_\_\_  
Heidi Leatherwood  
City Clerk