

City of Greeley, Colorado  
**City Council Work Session Proceedings**  
Tuesday, May 12, 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**

City Clerk Heidi Leatherwood 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**

Mayor Pro Tem McDonald attended the Colorado Dance Collective showcase, a talented initiative in partnership with School District 6. She attended the Fred Otis School to speak with second graders about the role of elected officials.

Councilmember Roth noticed the 2026 graduates of the University of Northern Colorado and attended the master's and doctorate ceremony celebrating his son's accomplishment.

Mayor Hall reminded council that an email from the High Plains Library Board vacancy committee seeking an interview volunteer had been sent out. Councilmember Roth volunteered.

**5. Culture, Parks and Recreation Department (CPRD) Cost Recovery Framework and Implementation**

Deputy Director of Culture, Parks, and Recreation Jill Krantz introduced the item at 6:04 p.m.

Ms. Krantz noted that the cost recovery framework project grew out of the department's 2025 Master Plan, which identified the need for deeper financial analysis of programs, resource allocation, and long-term maintenance sustainability.

Consultant Chris Nunes presented the framework. He explained that cost recovery is understanding what programs cost, relative to revenue they generate, and establishing a principled, defensible rationale for how programs are priced and subsidized.

The framework organized programs into a three-tier spectrum:

- community benefit,
- shared benefit, and
- individual benefit.

The analysis included pro forma reviews of over 100 programs and a stakeholder survey of advisory board members, which achieved a 38% response rate. The market was benchmarked against approximately 10-peer communities in Northern Colorado.

Key findings included wide and inconsistent pricing across comparable programs, lack of rational criteria connecting program type to pricing, and significant opportunities to improve efficiency in program design, staffing, and facility use. The consultant emphasized that the framework is primarily about expense management, not simply raising fees.

A phased implementation approach was presented, beginning with park and pavilion fees in preparation for the 2027 budget, followed by more comprehensive programming cost analysis in later phases.

Councilmember DeBoutez asked how programs such as parks and museums—which carried less measurable economic return but deep cultural and civic value—were weighted in the framework. Mr. Nunes noted that the stakeholder survey informed how programs were categorized, and that cultural programs had broad community support for subsidies under the community benefit tier.

Councilmember Rudy asked about why general citizens were not included in the survey. Mr. Nunes explained that vested stakeholders with operational understanding of government budgeting were targeted specifically, since general public respondents tend to universally oppose fees regardless of fiscal context.

Councilmember Roth asked for early and transparent public communication as pricing changes are implemented.

Councilmember Olson echoed the request, noting that with roughly 116,000 residents mostly uninformed about these meetings, delayed communication risks public backlash. He also underscored the value Greeley already provides in parks acreage (23.28 acres per 10,000 residents versus a national average of 15.23) and was concerned about deferred maintenance. He stressed that lower-income families depend on these programs and that youth participation should not be priced out of reach.

Councilmember DeBoutez noted that youth programs face coaching shortages, which limits participation more than fees. Deputy Director Krantz confirmed that an existing scholarship/assistance program provided up to \$150 per qualifying participant.

Council consensus was to support the framework and phased implementation approach.

Mayor Hall thanked staff and the consultant for the information.

## **6. 2027 Budget Development Update**

Director of Budget and Policy Nathan Mosley introduced the item at 6:30 p.m.

Mr. Mosley presented an update on the 2027 Budget Development process, framing the discussion around a structural general fund deficit requiring significant and immediate course correction.

Mr. Mosley described the scope of the challenge: the projected deficit equates to approximately 12% of general fund expenditures due to a pronounced reversal in revenue and expenditure trends. From 2017 to 2021, revenues grew 41% while expenditure grew only 18%. Since 2021 revenues have grown only 18% while expenditures grew 56%. The result was a drawdown of fund balance, projected to reach 16.7% of general fund expenditures by end of 2026—equal to the minimum two-month reserve required by code.

For the 2027 budget, the city adopted a target-based budgeting approach. Revenue projections were developed early to establish department-level reduction targets. A cohort model was used, grouping departments into tiers with corresponding percentage reductions: Tier C (police, fire, OEM) at 4%; Tier B at 17%; and Tier A at 25%. The total projected deficit to be solved was over \$18.1M. Mr. Mosley clarified that tier assignments were not based on performance, but on council's previously stated strategic priorities from the February retreat.

A voluntary separation process was opened to give staff agency and to help departments understand workforce changes with final selection May 15 and outlined upcoming department budget work sessions.

Councilmember DeBoutez asked about water and sewer, noting those are enterprise funds. Mr. Mosley confirmed they were not part of the \$18.1 million general fund gap but noted that the water and sewer team was voluntarily examining their own budget to manage pressure on ratepayers. She also asked about the budget stabilization fund balance. Mr. Mosley estimated it at approximately \$4.6–\$4.9 million.

Councilmember Olson noted deficit causes, observing that grant-funding and other temporary revenues created a structural spending cycle. He requested examining the Capital Improvement Program for unspent or long-encumbered funds that could be reallocated or deferred.

Mayor Hall explained that council is more directly involved in the 2027 budget process and thanked staff for the ongoing work.

## **7. Quarterly Capital Improvement Program (CIP) Update**

Deputy Director of Budget and Policy Katelyn Myers introduced the item at 6:58 p.m.

Ms. Myers explained that the first quarterly CIP update was designed to provide council with regular, transparent visibility into the capital program as a whole.

Ms. Myers proposed a new organizational framework grouping capital projects into six outcome-oriented categories:

- Safe and Accessible Public Buildings;
- Reliable Transportation and Mobility;

- Clean and Reliable Water, Sewer and Storm Systems;
- Parks, Recreation and Cultural Spaces;
- Community Growth and Place-Based Development; and
- Technology Systems and City Operations.

This structure was designed to better connect investment to community outcomes rather than organizing by technical fund or asset type.

Ms. Myers noted that debt financing and utility rates together represent nearly 60% of capital funding, with development fees at 14%. She emphasized that capital projects are largely funded through dedicated revenue sources and do not directly impact the operational general fund deficit.

A year-to-date spending chart was presented showing the proportion of capital budget spent, obligated under contract, and remaining unspent. Ms. Myers noted this chart would be tracked quarterly to show progress.

She also introduced a new reallocation accounts practice, wherein funds from paused or cancelled projects are held in a holding account for re-evaluation rather than sitting idle. She highlighted three specific examples:

- the Lincoln Park Master Plan redevelopment (on hold pending council direction),
- the River Restoration Phase 3 (paused, to be discussed May 26), and the
- Railroad Quiet Zone (shifted to a 2028 timeline due to negotiations with the railway and Public Utilities Commission, freeing up funds in 2026).

Four projects were highlighted for council awareness:

- the Wastewater Treatment and Reclamation Facility upgrades (approximately 25% complete);
- the Poudre River Trail narrow section repair (\$1.5 million budgeted, construction underway);
- the O Street and 59th Avenue intersection improvement (expected completion in June); and
- the Union Colony Civic Center orchestra pit lift replacement (\$1.2 million).

Councilmember Olson asked for visibility unspent dollar tied to projects that are programmed and budgeted but not yet under contract—so council can evaluate whether money is sitting idle, whether projects need to be canceled or delayed, and whether deferred maintenance is being addressed. Ms. Myers acknowledged the request and indicated the reporting framework would be refined accordingly.

Mayor Hall asked how deferred maintenance fit within the capital program. Ms. Myers explained it was captured both in department operating budgets for smaller repairs and in the CIP for larger projects. Asset management and deferred maintenance were high priorities heading into the 2027 budget.

Mayor Pro Tem McDonald requested that project start dates and estimated completion dates be included consistently in future reports.

Councilmember DeBoutez commented on the quiet zone delay, noting the project started in 2020 and residents ask about it frequently.

Mayor Hall thanked staff for the information.

## **8. Greeley Municipal Court Budget Proposal**

Municipal Court Judge Mark Gonzales and Court Administrator Krista Bagnall introduced the item at 7:25 p.m.

Judge Gonzales presented the budget overview and position on the 2027 reduction targets and included operational data.

The target goal was to reduce operational expenditure by 17%. However, the judge presented scenarios demonstrating that cuts of 17% or 25% of the total budget would require eliminating probation services, reducing court marshals, or cutting clerical staff—each with serious downstream consequences including increased recidivism, reduced courtroom security, longer public wait times, and greater burden on police services.

The court's alternative proposal was a reduction of approximately \$52,000, representing roughly 3% of the total budget (or alternatively, 17% applied only to the general fund support allocation). Ms. Bagnall noted that eliminating 2.75 of 6.75 clerical positions would likely double check-in wait times on docket days and degrade phone response times from same-day to 48–72 hours.

Judge Gonzales also flagged unfunded mandates from the state legislature, including a new livestreaming requirement for bond hearings and a requirement to match state-set rates for court-appointed defense attorneys—rates that had recently increased from \$100 to \$105 per hour and are scheduled to rise to \$110 per hour as of July 1, ultimately reaching 75% of the federal rate (\$177/hour) on an incrementally compelled schedule.

Councilmember Rudy stated that he viewed the court as a public safety entity and believed it should have been tiered with police and fire at 4%.

Mayor Pro Tem McDonald thanked Judge Gonzales for the detailed presentation and supported the alternative general fund reduction.

Councilmember Olson noted that the court's net general fund request was small and that the court's revenue collection nearly covered that amount.

Councilmember DeBoutez asked whether technology or AI could reduce reliance on staff for probation function. Judge Gonzales explained that probation compliance required physical observation and legal documentation that could not be automated, and that current case management software remained the most cost-effective platform available.

Mayor Hall thanked staff for the information.

## **9. 2026 Ballot Measure Planning**

Deputy Director Budget and Policy Kalen Myers introduced the item at 7:48 p.m.

Ms. Myers provided an update on the potential 2026 ballot measure, seeking council directions on whether to continue developing a proposal and under what parameters.

The presentation recapped guidance from the February council retreat, which indicated:

- interest in a combined public safety and homeless solutions measure;
- interest in a sunset provision of 5–10 years for the homeless component; and
- broad agreement on the need for complete transparency around use of funds.

Councilmember Olson asked whether the ballot should also address financing for the West Greeley project and downtown civic campus, noting that many residents associate the city's financial situation with those projects. Combining public safety and homelessness into a single measure could cause both to be denied.

Mayor Pro Tem McDonald preferred separate measures but would support a combined measure if polling indicated that it was favored.

Councilmember DeBoutez suggested the city's most pressing obligation to voters may be resolving the West Greeley project and asking for a public safety or homeless tax before settling that situation could undermine credibility.

Budget Director Nathan Mosley noted that the homeless component of a potential measure is one of the few areas where general fund expenses could be supplanted by a dedicated revenue source, potentially freeing up existing general fund dollars.

Staff outlined the timeline and cost for moving forward:

- polling in May–June
- program development
- public engagement and citizen committee formation

Staff cautioned that polling on too many topics simultaneously reduced the reliability of results, and more than two items on a ballot complicated voter decision-making.

Council reached consensus to proceed with polling on public safety and homeless solutions.

Council directed staff not to initiate polling on the larger capital projects (West Greeley, downtown civic campus) at this time, given the unresolved status of those matters.

Staff indicated they would develop draft polling questions, conduct the poll in June, and return with results, while beginning preparatory work on the public engagement track.

Mayor Hall thanked staff for the information.

## **10. Mayor's Task Force on Economic Development Update**

Interim Director of Community Development Don Threewitt and Interim Deputy Director of Economic Development Derek Jerred introduced the item at 8:32 p.m.

Mr. Jerred presented the proposed structure for the Mayor's Task Force on Economic Development, requested by Mayor Hall, in January. Without deliberate action, the city risks continuing to export its labor force to competing communities.

The task force would consist of 20–30 members appointed by the mayor, including business leaders, educators, developers, small business owners, and diverse community members. After initial orientation, members would be assigned to one of six Strategic Action Teams based on subject matter expertise:

- Business and Industry;
- Small Business and Entrepreneurship;
- Workforce and Education;
- Development and Real Estate;
- Public and Regional Partners; and
- Community and Equity Voices.

The action teams would meet monthly or bimonthly, reporting back to a Committee of the Whole that meets quarterly. Staff would serve as the administrative support arm.

Deliverables over a 9–12-month timeline beginning in June include:

- identification of short-term "quick wins";
- long-term policy and investment strategies;
- a performance metrics and accountability framework; and
- a final Mayor's Economic Development Playbook to be brought to council for review and adoption.

Councilmember Olson asked where the full city council fits in the process, noting that prior task forces—such as the mayor's homeless task force—had not provided regular updates to non-participating councilmembers. Mr. Threewitt confirmed that council would receive regular updates as the committee of the whole develops recommendations, and that a draft playbook would come to council in a work session environment for feedback prior to finalization.

Councilmember Rudy referenced a presentation he had recently attended at the MPO that used a data tool comparing workforce commuting patterns between Greeley and Fort Collins, and suggested the tool be shared with the full council and incorporated into the task force's research.

Mayor Pro Tem McDonald asked whether Greeley appears on site selector lists used by companies considering expansion locations. Mr. Threewitt noted that staff were taking a proactive approach—visiting existing Greeley businesses to identify growth opportunities. Mr. Jerred explained that major employer attraction typically operates through site selectors who evaluate multiple locations nationally, and that Upstate Colorado plays a valuable role as an anonymous intermediary in that process.

Mayor Hall stated his expectation that the task force produces tangible results.

Mayor Hall thanked staff for the information.

**11. Scheduling Meetings, Other Events**

None.

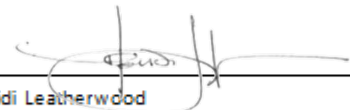
**12. Adjournment**

With no further business to come before the Council, the meeting adjourned at 8:54 p.m.

Approved:

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

Attested: \_\_\_\_\_

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