



BOARDS & COMMISSIONS

Planning Commission Meeting Minutes

October 14, 2025, at 1:15pm

1. Call to Order

Vice Chair Andersen called the meeting to order at 1:19pm.

2. Roll Call - Present

Vice Chair Louisa Andersen
Commissioner Erik Briscoe
Commissioner Jeff Carlson
Commissioner Larry Modlin
Commissioner Christian Schulte

Absent

Chair Justin Yeater
Commissioner Brian Franzen (arrived at 1:24pm)

3. Approval of the agenda

Vice Chair Andersen asked if there were any changes to the agenda.
With no changes, Vice Chair Andersen proceeded with the agenda as published.

4. Approval of the September 23, 2025, Planning Commission Meeting Minutes

Vice Chair Andersen asked if there were any changes to the minutes.
Commissioner Schulte asked for a question he asked to be corrected in the minutes.

Motion by Commissioner Carlson:

Moved to approve the minutes with that correction.

Second: Commissioner Briscoe

Vote: Motion passed 5-0

Absent: Chair Yeater and Commissioner Franzen

5. Approval to amend the Planning Commission Meeting Schedule for November and December 2025 by Canceling the Regular Meeting on November 25, 2025, and December 23, 2025, and Scheduling a Special Meeting for November 18, 2025.

Motion by Commissioner Briscoe:

He moved to amend the Planning Commission Meeting Schedule for November and December 2025 by Canceling the Regular Meetings on November 25, 2025, and December 23, 2025, and Scheduling a Special Meeting for November 18, 2025.

Second: Commissioner Schulte

Vote: Motion carried 5-0

Absent: Chair Yeater and Commissioner Franzen

6. Staff Report:

Brian McBroom (Director of Community Development) shared that on September 16th, the City Council granted final approval for the Cascadia PUD zoning, following a recommendation from the Planning Commission in August. A petition drive is currently underway to gather enough signatures to require the City Council to act on a proposed ordinance repealing the zoning decision. If enough valid signatures are submitted by the October 16th deadline (30 days after the Council's approval), the Council will have two options: repeal the zoning ordinance or refer the matter to a public vote. This vote could occur during a regularly scheduled election within 90 days or through a special election called by the Council.

Commissioner Schulte asked how this petition drive differs from the previous effort. Mr. McBroom answered by explaining the previous petition sought to repeal the City Council's approval of using certificates of participation to fund pre-construction for the Catalyst project. The current petition challenges a separate Council action, a zoning decision, which is a legislative matter governed by different provisions in the City Charter.

7. Adjournment:

Vice Chair Andersen adjourned the meeting at 1:28pm and moved on to the Workshop portion of the meeting.

Workshop

8. Development Code Text Amendment for Accessory Dwellings

Caleb Jackson (Planning Supervisor) began his presentation by introducing himself and the item as published. Mr. Jackson had three questions for the commission:

Do you support moving forward with a code update to allow ADUs in all zones?

Do you have any suggestions for revisions to the proposed standards?

Should Greeley pursue becoming an ADU-supportive jurisdiction?

While gathering feedback on the proposed questions, the Commissioners posed several questions to staff.

Commissioner Modlin asked in the event the property is sold as a separate entity, how are the existing title covenants updated or enforced. Mr. Jackson said it would function like a standard condo development: the airspace for the main house and the ADU would each be sold separately, while the land itself would be owned by a condo owners' association. The association would need to create covenants, file a plat with the city, record it with the county, and work with titles to complete the sales.

Commissioner Schulte asked whether the statute overrides HOA's ability to restrict accessory dwellings through covenants. Even if the city allows them, or if the usual rule still applies that the most restrictive regulations govern the property. Mr. Jackson shared this ordinance doesn't specifically address HOA covenants, but state law on ADUs might override HOA rules.

Commissioner Schulte asked if this applies to any zone with a pre-existing residential building with an ADU and inquired of the handling of a situation where the residential building is lost and

the ADU remains. Mr. Jackson said if the ADU no longer has a primary home to be accessory to, it would be considered a nonconforming use and essentially grandfathered in. However, the current code also allows certain exceptions for rebuilding residential uses in industrial zones.

Commissioner Carlson asked what level of demand for ADUs staff has observed, and to what extent are we addressing a problem that may not exist locally. Mr. Jackson shared since 2018, only four ADUs have been built. Interest in ADUs has grown recently due to statewide changes, but we've denied two permit applications in the past few months because of the applicant's zoning.

Commissioner Brisco asked if low density housing must be included to support ADUs. Mr. Jackson said to truly support ADUs, we need to allow them anywhere a house is permitted.

Commissioner Modlin asked if there will be a requirement for a larger setback on an existing property if these are allowed. Mr. Jackson said state guidelines on ADUs set specific setback requirements. In most cases, ADUs just need to follow the same setbacks as other accessory buildings, so if a detached garage is allowed in a certain spot, an ADU could be built there too.

Commissioner Briscoe asked if they will be allowing parking anywhere or will there be requirements for parking on-site versus the street. Mr. Jackson shared they can only require additional on-site parking if the property doesn't already meet the minimum. A single-family home usually needs two off-street spaces, plus one for an ADU. If the site already has three spaces, no more can be required. It also allows on-street parking within 300 feet to count toward the ADU parking requirement, per State Statute.

Commissioner Franzen shared he has observed a significant increase in demand for this type of housing and believes that demand will continue to grow.

Vice Chair Andersen expressed appreciation to the City for proactively addressing the issue.

Commissioner Franzen felt it was premature to revise provisions for low-density areas, noting that while the 60% or 750-square-foot ADU limit is generally reasonable, it may not suit all situations, such as large estate lots. He expressed concern that addressing such cases without relying on variances could be challenging. Mr. Jackson said it sounds like there's interest in allowing ADUs larger than 750 square feet on large lots, noting that staff can explore that in a future code update or draft language to permit larger ADUs if there's group consensus.

The commissioners discussed the allowable square footage for an apartment above a garage.

Commissioner Schulte asked if there has been any public opposition or concern from residents who feel their zoning is being negatively impacted. Mr. Jackson stated that he has heard one negative story from an individual whose neighbor built an ADU that affected their property, though it sounded like there were other issues involved beyond just the ADU. Inquiries have gone up though.

Vice Chair Andersen asked how this would affect short-term rentals. Mr. Jackson said short-term rentals are a separate issue but related, since ADUs could be rented that way. The current ordinance, adopted by City Council, allows short-term rentals in any dwelling, so ADUs can be rented short-term.

Commissioner Modlin asked if ADUs can be rented, could the city require permits to track them and potentially generate revenue. Mr. Jackson said the city doesn't have a rental licensing program, so they can't track which homes are rented versus owner-occupied. Council has discussed it before, but currently there's no mechanism to do so.

Commissioner Briscoe expressed concern about privacy, specifically how close these can be to neighboring windows. Additionally, he noted that garage conversions to ADUs could increase street parking in already crowded neighborhoods. He questioned the need for ADUs in Greeley, and raised concerns about short-term rentals, though noted regulation might be possible. He also noted that the current code only requires accessory structures to be "similar" in form, materials, and roof pitch to the primary structure. He recommended changing the standard to "identical" and applying it to all accessory buildings, not just accessory dwelling units. This would include matching in color, form, roof pitch, and architectural style. Mr. Jackson shared that the code does require the ADU to match the house.

Commissioner Schulte asked about the lawn requirement, noting that they have a minimum percentage of a residential lot that must be designated as yard. Mr. Jackson said yes, in typical low-density residential areas, the minimum yard requirement is 30%. He noted that an accessory dwelling doesn't change that; you still must meet the minimum lawn requirement.

Commissioner Schulte and Vice Chair Andersen both asked to what extent is Greeley obligated by the state to adopt and enforce this code. Mr. Jackson shared that the governor's executive order identifies various funding opportunities prioritized for communities that support the state's housing initiatives. City staff have requested estimates from the finance and budget departments but have not yet received a response. The order lists several grant programs, including those from CDOT, the Colorado Energy Office, the Department of Local Affairs, and OEDIT, that are tied to this prioritization. Failure to adopt the proposed ADU changes could reduce the city's competitiveness for these grants. Some of these grants are not specifically related to housing.

Brian McBroom (Director of Community Development) joined the discussion for clarification on the state land use bill.

Deb Callies (Housing Director) joined the discussion to offer clarification on the grants Mr. Jackson mentioned.

Vice Chair Andersen stated she lives in the older part of town, and she suspects many ADUs are currently unreported. This program could encourage owners to come forward. Are there incentives to reveal already rented basements or built ADUs. Ms. Callies stated that there are not currently any incentives.

Commissioner Modlin asked why there isn't a tracking mechanism in place to address issues proactively, rather than reacting after they arise. The code should include a way, such as permits, to know how many ADUs exist. This would also help bring existing units, like in Louise's case, into the system so we have a clear understanding of what we're managing. Ms. Callies said absolutely it can be done, and some municipalities already do it. However, it requires a dedicated team and funding. If City Council wants to prioritize it, it would need to be considered through the budget process. Mr. McBroom shared that some communities have implemented rental certification programs requiring all rental properties to be licensed and periodically inspected. While potentially controversial and resource-intensive, such programs generate funding through

licensing fees to support staff. It is unclear whether Greeley has ever explored rental certification, which would have both pros and cons.

Mr. Jackson said his takeaway is that while there is some dissent on the commission, overall, there is support for moving forward with a code update, including potentially revising the square footage cap for large lots. Mr. Jackson noted that staff would, after receiving feedback from Council, plan to return with the goal of having this adopted by the end of the year.

9. Greeley Housing for All Five-Year Strategic Plan 2025-2030

Deb Callies (Housing Director) began her presentation by introducing herself and the plan as published.

While sharing their perspectives on the plan, Commissioners posed several questions.

Vice Chair Andersen believed that while large developers can navigate approval processes without much difficulty, it is nearly impossible for individuals and small developers. Expanding regulatory frameworks tends to favor bigger entities, making such efforts counterproductive despite good intentions. In her view, the solution to affordable housing lies in simply enabling more housing construction and reducing barriers. Vice Chair Andersen recalled that in 2004, small, modest homes on small lots, once seen as unattractive, became highly desirable because people prioritized having a home period. Thus, rather than adding to design codes, she suggested that relaxing or repealing some of them could better support the creation of smaller, more attainable homes.

Commissioner Schulte expressed frustration with the challenges of navigating housing and development regulations. While acknowledging that local staff are doing their best within restrictive federal and state frameworks, he felt that excessive regulatory requirements make housing less affordable. In his view, reducing regulations or directly assisting people with financial support would be more effective than the current, convoluted system. He also noted that developer liability laws make it nearly impossible to build condominiums, an important housing option for ownership affordability, without state-level reform. Although there have been past efforts to ease these restrictions, such as tightening requirements for HOA-led lawsuits, meaningful changes would require broader state action. He asked whether Greeley has any role or opportunity to engage in that process.

Conversation ensued between Vice Chair Andersen and Ms. Callies regarding developer profit, house price and government regulations.

Commissioner Modlin asked when working collaboratively with a developer and everyone is aligned, what is the overall percentage of savings achieved in the end. Ms. Callies said it's not really a savings, since building still costs money. Deeply affordable homes require funding, federal, state, or local, to offset costs. Some cities waive fees for affordable housing, but that reduces revenue for city services. Their approach is to find ways to offset fees rather than simply waive them.

Commissioner Schulte asked Ms. Callies if, to her knowledge, Habitat for Humanity had the capacity to scale up its efforts or are they already operating at their maximum capacity within our

community. Ms. Callies shared that they're doing an excellent job and moving quickly, so I wouldn't expect much more from them.

Commissioner Carlson commended the housing department's work and mentioned enjoying the tour of the Beeler neighborhood. He noted the thoughtful integration of executive and affordable housing, where one in seven units is subsidized (affordable housing supported by surrounding market-rate homes). He praised the project's attractive design and encouraged others to take the tour.

The Workshop ended at 3:00pm.

Signed by:

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Louisa Andersen – Vice Chair

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Don Threewitt – Interim Community Development Director