

City of Greeley, Colorado
City Council Special Meeting Proceedings
Tuesday, July 14, 2026

1. Call to Order

Mayor Hall called the meeting to order at 6:00 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 Craig Huddleston
Councilmember Deb DeBoutez
Mayor Pro Tem Melissa McDonald
Councilmember Johnny Olson
Councilmember Brian Rudy
Councilmember Ryan Roth
Mayor Dale Hall

4. Resolution of the City Council of the City of Greeley, Colorado, reaffirming the City's commitment to the construction of a new City Hall as part of the Civic Campus Project and affirming the City's intent to issue Certificates of Participation in a principal amount sufficient to fund the project cost

Deputy City Manager Kelli Johnson and Senior Strategic Advisor John Hall introduced the item at 6:01 p.m.

Ms. Johnson provided an overview of the Civic Campus Project's origins, current status, budget, and the options available to Council for action.

Ms. Johnson noted that the project began as part of the city's broader downtown revitalization vision, rooted in the adopted 2032 Downtown Master Plan. Early conversations with Weld County and Greeley School District 6 revealed that each entity independently needed additional space and wished to retain a downtown presence, which led to a coordinated multi-partner effort.

Ms. Johnson presented a high-level project budget for the city hall portion, estimated at approximately \$83.6 million, to be funded through the issuance of Certificates of Participation (COPs). She outlined the sequence of remaining steps: completing predevelopment work, finalizing the land exchange agreement with School District 6, executing land trades, scheduling a development agreement for Council adoption, and introducing ordinances for COP issuance.

Ms. Johnson clarified that if Council directed staff to proceed as soon as possible, the earliest staff could return with necessary documents for COP authorization would be

September, with COP ratings and posting occurring in October and receipt of funds in November.

Mayor Pro Tem McDonald asked about the cost implications for School District 6 if the city did not proceed with building its portion of the project. Richmark developer, Adam Fraser stated the cost was closer to \$4 million for horizontal work required to deliver a certificate of occupancy for District 6. He noted this estimate did not include certain parking garage components.

Mayor Pro Tem McDonald stated her support for the project but was concerned about the simultaneous debt obligations from the West Greeley project and the proposed Civic Campus COPs. She asked what the urgency was in acting tonight. Ms. Johnson responded that the urgency was driven by private development partners who required a definitive commitment to proceed with financing their portion of the project. She added that a delay to December would push receipt of COP funds approximately three additional months beyond November, requiring staff to identify a bridge funding structure in the interim.

Chief Financial Officer Allena Portis outlined annual debt service figures:

- West Greeley payments range from approximately \$1.2 million in 2027 to approximately \$7.3–7.8 million annually in years six through eight;
- Civic Campus COPs were modeled at approximately \$4.1 million beginning in 2029, increasing to approximately \$7.9 million annually through 2031.

Councilmember Olson asked about the funding sources for COP repayment, noting the slide referenced food tax, quality of life tax, and the general fund. Ms. Portis confirmed that the general fund was modeled to contribute beginning around year ten of the repayment schedule, while food tax and quality of life tax were the primary sources through approximately 2046 for West Greeley.

Councilmember Olson stated that those dedicated tax revenues had been approved by voters for specific purposes and raised concern about committing such a large percentage of those revenues to debt service, leaving fewer resources for parks, trails, public safety facilities, infrastructure, deferred maintenance, and other capital needs.

City Manager Brian McBroom stated that the resolution could reflect whatever direction Council deemed appropriate and recommended that the language be made as clear as possible. Deputy City Attorney Moses Garcia noted that the resolution as written was fundamentally a reaffirmation of the city's commitment to the project, and if Council wished to establish a December deadline, then that direction should be given to the City Manager.

Mr. Fraser estimated that if the city did not build a city hall or parking garage, the total cost to make District 6 and the county whole — covering horizontal work and land obligations — would be approximately \$8 million. He acknowledged that the number of hypothetical scenarios had made it difficult to arrive at a single definitive figure, as each change in partner participation altered the calculation.

School District 6 representative Jeff Kirtley stated that the district had recently completed design development documents and anticipated having a construction cost

estimate within days, with construction documents expected by September. He confirmed that the district's COPs had already been issued.

Councilmember DeBoutez asked each one of the presenters to sum up their history and investment of the project.

Walker Thrash, the private hotel developer, stated he had first come to the table in 2023 and had invested slightly over half a million dollars in the project to date, with a total hotel development cost of approximately \$28 million. He acknowledged that he had briefly withdrawn from the project weeks prior due to investors who could no longer wait for a decision without a definitive timeline. He stated he had restructured the project with a joint venture partner and was prepared to recommit if the resolution provided a specific COP issuance date.

Mr. Fraser confirmed that the project began with significant optimism among all partners in 2023 and 2024, and that the coordination effort had been extraordinary given the number of moving parts.

Ms. Johnson stated she had joined the project shortly after the initial partner meeting in late 2022 or early 2023, and that her direction from the previous city manager had been to continue advancing the project.

Superintendent Dierdre Pilch of School District 6 stated that the district entered into the project three years ago and had spent approximately \$4 million to date on encumbered costs, with its first COP payment due the following month. She said the district was fully committed to a downtown location and to the partnership, but that if the city was not moving forward, she would be obligated to bring the full school board together to reassess their participation.

Downtown Development Authority representative Bianca Fisher stated that the collaborative process — including over 140 internal coordination meetings and extensive public engagement — had been remarkable, and commended city staff for the depth and diligence of the work.

Mr. Hall provided economic context, noting that combined employment across all project entities would bring over 1,000 employees downtown, generating an estimated \$2 million annually in sales tax revenue, with construction-period economic impacts of approximately \$12 million over four to five years.

Councilmember Huddleston noted that general construction costs had been escalating at approximately five percent per year, estimating that a six-month delay could add roughly \$2 million to project costs. He asked Mr. Thrash about the impact of a potential half-point interest rate increase on the hotels pro forma. Mr. Thrash said that level of change would not break the deal at this point, but that any additional delay without a hard commitment date would cause the capital structure to unravel.

Councilmember Rudy stated he had never seen a four-way public-private partnership of this scale in his experience in local government and said he viewed the project as a significant economic driver for downtown.

Councilmember Roth said he was not fully persuaded that the downtown investment would generate the level of economic activity being projected. He said he had significant hesitations but acknowledged that if Council was going to proceed, sooner was better than later.

Councilmember Olson stated that the West Greeley debt situation had not resulted from fiscal irresponsibility on the part of Council, but from a referendum vote in February of that year that halted zoning on the project after \$90 million in COPs had already been issued. Mr. Hall confirmed that absent the referendum, the short-term COP debt would have been retired through the issuance of long-term bonds, eliminating the ongoing obligation.

Councilmember Olson said that if not for that debt, he would have no hesitation supporting the downtown project.

Mayor Pro Tem McDonald stated that if Council was prepared to give its word to proceed, the city should simply proceed now rather than delay.

Councilmember DeBoutez moved to approve the resolution. Mayor Pro Tem McDonald seconded the motion. The motion passed 6–1 at 7:38 p.m. with Councilmember Olson voting “nay”.

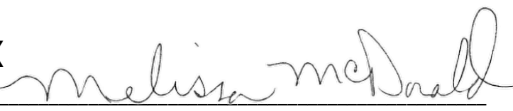
5. **Motion authorizing the City Attorney to prepare any required resolutions, agreements, and ordinances to reflect action taken by the City Council at this meeting and any previous meetings, and authorizing the Mayor and City Clerk to sign all such resolutions, agreements, and ordinances**

Councilmember Olson moved to approve the motion. Councilmember Rudy seconded the motion. The motion passed 7–0 with a voice vote at 7:38 p.m.

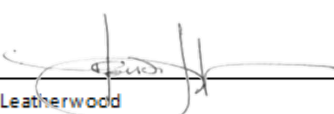
6. **Adjournment**

With no further business to come before the Council, the meeting adjourned at 7:39 p.m. Council would soon convene for the regularly scheduled work session.

Approved:

X 
Melissa McDonald
Mayor Pro Tem

Attested:

X 
Heidi Leatherwood
City Clerk