City of Greeley, Colorado

City Council Work Session Proceedings

Tuesday, July 14, 2026

1. **Call to Order**

Mayor Hall called the meeting to order at 7:48 p.m. in the City Council Chambers at 1001 11th Ave, Greeley, Colorado, with hybrid participation available via the City's Zoom platform.

2. 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

3. Reports from Mayor and Councilmembers

None.

4. **Development Code Updates**

Interim Director of Community Development Don Threewitt and Jen Gardner of Logan Simpson introduced the item at 7:49 p.m.

They presented Phase 2 of the City's ongoing Development Code Update. Mr. Threewitt provided an overview of the project's guiding principles, which included making the code user-friendly and consistent, incorporating best practices for newer uses, balancing flexibility with predictability, and encouraging sustainable development. The stated goal for process improvements was a "90 by 90" standard — that 90 percent of administrative development review decisions reach a point of decision within 90 days.

Council was asked for directional consensus on five key topic areas to guide the drafting phase, which would later be returned to Planning Commission, Council, and the public for further input prior to formal adoption.

Urban Agriculture / Animal Keeping

Ms. Gardner presented options for updating animal keeping regulations, noting that current standards are restrictive regarding backyard chickens on residential lots.
Two options were presented:

- one allowing up to six chickens by right with standards varying by lot size and zoning district, and
- requiring a permit.

Councilmember Huddleston asked for clarification on how the number of allowed animals would scale with lot size. Mr. Threewitt stated that the drafting phase would tailor standards to lot sizes.

Councilmember Olson asked about the definition of combined fowl types. Mr. Threewitt stated that during drafting, staff would define which domesticated fowl species are appropriate in a residential setting.

Councilmember DeBoutez stated that health and sanitation parameters, similar to those used by other communities, should be incorporated into the standards. Mr. Threewitt confirmed that enclosure size, general cleanup, and good neighbor standards would be built into the code.

Council reached consensus to move forward with the permit-based option, with staff directed to include health, sanitation, and housekeeping standards in the draft.

Cottage Commercial
Ms. Gardner presented the concept of cottage commercial uses, describing them as filling the gap between home occupations and traditional commercial development. The intent was to support neighborhood-scale businesses while maintaining residential character, and to provide a lower barrier of entry for entrepreneurs.

Two options were presented:
- location-specific standards tied to designated zones, and
- broader compatibility-based standards.

Mayor Hall asked whether property owners near existing commercial areas would be caught in a regulatory conflict if their residential zoning did not allow cottage commercial. Mr. Threewitt stated that legal nonconformity protections exist for transitioning areas and that legislative rezonings are a potential tool. He further stated the intent was to allow cottage commercials within residential zones, with HOA covenants able to preclude it.

Councilmember Huddleston asked about compliance with building code and health department requirements for uses such as home bakeries or hair salons, and whether operators would be required to upgrade their spaces. Mr. Threewitt confirmed that uses would need to meet applicable building and health code standards and noted this was a benefit of codification.

Councilmember Huddleston also asked about the relationship between cottage commercial and ADU regulations. Mr. Threewitt stated that ADU standards are a separate code module and will be addressed in a subsequent phase.

Councilmember DeBoutez stated that nuisance concerns must be addressed in the standards and asked whether street parking would satisfy parking requirements. Ms. Gardner stated that many peer communities allow on-street parking and do not require additional off-street parking, and that this would be addressed in drafting.

Councilmember Olson mentioned that cottage commercial could be limited to owner-operators with no employees, in order to minimize parking and operational impacts on neighbors. He also stated that a letter of approval from adjacent property owners could be required as part of the permit process, to ensure that neighboring residents have notice and opportunity to weigh in before a business was established.

Council reached consensus to move forward with the location-specific option, incorporating the no-employee limitation and adjacent property owner notification requirements.

Build to Rent Housing
Ms. Gardner presented a proposal to establish clear development standards for build-to-rent housing.

Staff recommended moving away from case-by-case PUD negotiations and instead establishing base code performance standards, which would provide greater predictability for applicants and a more consistent review process for staff and Council. The proposed standards would function as a hybrid between single-family and multifamily standards, similar in structure to mobile home park or cottage court regulations.

Mr. Threewitt stated that the previous PUD process had resulted in significant back-and-forth with each applicant and no uniform standard against which to evaluate projects. Establishing performance standards would make the process more efficient and predictable.

Councilmember DeBoutez asked whether open space and amenity requirements could be increased through these standards. Mr. Threewitt stated that open space, buffers, and amenities would be built into the base standards, noting that without defined standards there was no baseline to enforce.

Councilmember Olson stated that minimum compliance and maintenance requirements must be enforceable

Councilmember Huddleston asked about the interaction of build-to-rent standards with the 21st Century Road to Housing Act. Mr. Threewitt stated that housing legislation impacts are being evaluated by staff and will be addressed in a subsequent housing-focused code module.

Councilmember Huddleston also raised the potential for build-to-rent projects to be converted to condominiums in the future, noting the risk that owners could defer maintenance and convert once costs rise. Mr. Threewitt acknowledged this was a known concern that staff would work to address through code provisions.

Council reached consensus to move forward with establishing base code standards for build-to-rent housing.

Oil and Gas/Mining
Ms. Gardner stated that the focus of this topic was on regulating development around existing wells rather than drilling operations. She noted that many developed areas of Greeley contain plugged and abandoned wells, and that current code imposes a 50-

foot setback from such wells on all structures, including horizontal improvements such as roads, sidewalks, and parking lots.

Staff recommended introducing engineering-based flexibility into the setback standard, requiring field verification of well location, replug certification where needed, and a professional engineer's sealed assessment before any encroachment below 50 feet could be approved. Mr. Threewitt stated that staff could develop a list of approved third-party engineers, hire them directly, and pass costs through to the applicant.

Councilmember Olson stated that engineering verification must be rigorous and noted that certain sensitive uses — schools, daycares, and places frequented by children — should warrant a higher level of scrutiny regardless of engineering findings. Mr. Threewitt stated that the standards could include a discretionary approval component for sensitive uses even where performance standards are otherwise met.

Councilmember Huddleston asked whether a public disclosure mechanism could be created so that prospective residents can make informed choices about proximity to wells. Mr. Threewitt stated that ECMC notification requirements already apply in many situations, and that additional disclosure language could be incorporated into code.

Council reached consensus to move forward with the engineering-based flexibility option, with the direction of including provisions for additional scrutiny near sensitive uses.

Gravel Extraction
Ms. Gardner stated that gravel extraction was an existing use within the City but lacks detailed operating standards.

Staff presented two options:

- adding modern standards for noise, lighting, setbacks, hours of operation, and reclamation;
- building standards to separately regulate accessory uses such as batch plants and crushing operations

Councilmember Huddleston asked how reclamation standards would be defined and applied, particularly for operations that predate annexation into the City. Mr. Threewitt stated that the City would be able to apply higher reclamation standards than state minimums to any new extraction applications within city limits.

Mayor Hall asked about the concept of requiring Council review and environmental reports for certain applications. Mr. Threewitt stated that the state's 1041 regulations framework provides a model for heightened review of regional-impact activities, and that staff would evaluate whether some version of that approach was appropriate for the most complex extraction applications.

Council reached consensus to move forward with a combined approach incorporating both sets of standards.

Solar Energy
Ms. Gardner presented general recommendations for modernizing solar energy standards, including recognizing different scales of facilities and emerging practices. No options were presented; staff sought general directional confirmation.

Council indicated no objections to the recommended direction.

Data Centers
Ms. Gardner noted that Weld County recently adopted an ordinance addressing data centers and that many Colorado communities are beginning to regulate use. Staff recommended being proactive by allowing data centers in appropriate industrial districts while establishing standards for noise, setbacks, and supporting infrastructure.

Key considerations include requiring adequate water supply and an electric will-serve letter. Mr. Threewitt stated that applicants would need to demonstrate guaranteed electric service delivery and show that it would not impact the existing supply for Greeley residents.

Council indicated consensus to move forward with a proactive regulatory approach for data centers.

5. 2027 Budget Development Update
City Manager Brian McBroom addressed the Council prior to departmental presentations at 8:39 p.m.

Mr. McBroom stated that staff had been directed to propose budgets for 2027 that structurally correct the City's ongoing deficit. He stated that the City has already begun reducing spending in 2026.

Councilmember Huddleston offered an apology to Culture, Parks and Recreation Director Diana Frick and Deputy City Manager Kelli Johnson for comments at the prior week's work session, stating that the remarks came across as personal or attacking, and that was not his intent.

Director of Budget and Policy Nathan Mosley provided a progress update. Mr. Mosley stated that this would be the final operational budget update prior to development of the City Manager's recommended budget. He reported that, to date, staff has identified $16.8 million in reductions, of which $11.8 million has been covered in prior work sessions and approximately $5.1 million would be covered in the current session, leaving a remaining gap of approximately $1.3 million to be addressed at the September 11th budget retreat.

Internal Services
Assistant City Manager Kimberly Southern presented the 2027 internal services budget, accompanied by City Clerk Heidi Leatherwood, Director of Innovation and High-Performance Kylie Jackson, Director of Human Resources Martha Lanaghen, and Director of Information Technology Nick Hoyle.

Ms. Southern stated that the internal services portfolio collectively identified $3,350,000 in savings, exceeding the target. The approach across all departments was to reduce director and manager-level overhead before cutting frontline services.

City Clerk's Office: The reduction target of 17 percent was fully met.
Actions included:
- eliminating one already-vacant administrative position,
- reducing discretionary spending across the clerk and council budgets,
- reducing the boards and commissions reception from an annual event to once every three years,
- transitioning Spanish agenda translation to an existing platform at no additional cost, and
- increasing certain liquor license fees to align with peer cities.

Service level impacts include likely increased customer wait times and the potential need for additional appointments for licensing.

Ms. Southern noted that Weld County increased election fees from $1.25 to $2.50 per voter in 2025, roughly doubling the City's coordinated election costs from approximately $87,000 to $175,000. She asked for Council input at the retreat on a preferred budgeting approach for election costs:
- fully fund annually,
- fund only in general election years, or
- appropriate as needed

Innovation and High Performance: The 25 percent reduction target was exceeded, with $691,000 identified for 2027.
Reductions included:
- eliminating two ongoing roles and one termed role.
- expense reductions for a citywide customer relationship management (CRM) platform
- correction of a duplicate website funding line item.

Director Jackson stated that 311 service improvements, including the online portal and new ticket types, would continue, though certain future enhancements such as a chatbot would be deferred.

Human Resources: The 17 percent reduction target was met, with savings exceeding the target by approximately $3,000.

The approach included:
- eliminating three employee positions and four HR leadership roles
- reductions to recognition and coaching platforms.

Ms. Southern stated that deliberate choices were made to protect employee benefits, wellness, learning, compliance, and risk management functions.

Information Technology: The 17 percent target of $1,580,000 was fully met.
The approach included:

- combination of maintenance agreement cleanup and
- three staffing reductions: the Public Safety Technology Services Manager, the IT Procurement and Contract Specialist, and the Chief Information Officer.

Ms. Southern stated that minimal impact on current service levels was anticipated, and responsibilities will be redistributed across the remaining team.

Councilmember Huddleston asked about the future development of 311 features. Director Jackson stated that core functionality would continue, and improvements would be ongoing, though some advanced features would be deferred.

Councilmember DeBoutez asked about the public safety technology services position and whether police, fire, and emergency management have sufficient internal technology support. Director Hoyle stated that IT staff are already embedded with the police department and that the current staffing level was appropriate.

Mayor Hall thanked staff for the information.

Water and Sewer
Deputy City Manager Bret Naber presented the budget alongside Water and Sewer Director Sean Chambers.

Mr. Naber stated that water and sewer are enterprise funds largely self-supported by rates and fees, and it was important to discuss rate assumptions. The water fund reflects $175,000 in increases and a targeted rate increase of 4.5 percent. The sewer fund reflects $32,000 in increases and a targeted 3 percent rate increase.

Mr. Chambers stated that key drivers of reduced water revenue included:
- indoor passive conservation from replacing older fixtures with more efficient ones,
- reduced industrial demand
- advanced metering infrastructure

He noted that the enterprise's rate elasticity means each rate increase tends to reduce consumption further, requiring careful calibration.

Councilmember Olson asked how the City addresses the need to sell more water to sustain infrastructure. Mr. Chambers stated that driving industrial water demand was more impactful, noting that Greeley has available land, a pro-growth orientation, and low-cost water that positions it well for industrial development.

Councilmember Huddleston asked about the City's proactive approach to regulatory compliance, including the Safe Drinking Water Act and nutrient control regulations. Mr. Chambers stated that incremental project delivery over time, limits rate impacts, and that early compliance with state nutrient control produces savings.

Mr. Chambers noted that the Water and Sewer Board was scheduled to make its budget recommendation to the City Manager the following day, and that the Storm Water Board will take up budget on August 5th.

Storm Water
Mr. Naber presented the storm water budget, noting that the program was heavily capital-project-focused. The downtown infrastructure revitalization project was currently underway to address longstanding flooding issues.

Mr. Naber stated that the program faces increasing construction costs, inflation, and a need to balance the pace of project delivery with rate affordability and minimizing disruption to downtown. The targeted rate increase was the minimum necessary to fund priority projects. He stated that Greeley's stormwater rates currently fall below Boulder, Canon City, Loveland, and Fort Collins.

Councilmember DeBoutez asked for a comparative rate slide showing stormwater, water, and sewer rates together, as context for industrial competitiveness. Mr. Naber stated that information would be provided.

Public Works
Mr. Naber presented the public works budget alongside Public Works Director Seth Sorensen. The total reduction target was $2,100,000, with $1,900,000 identified to date.
Mr. Naber stated that further work was underway to close the remaining gap.
The approach included:

- Position reductions include two engineering positions, three positions from the Clean, Safe, and Beautiful program, and two mobility positions through reorganization
- approximately $70,000 in savings from voluntary separations.
- expense reductions in electricity and gas,
- a $100,000 reduction in the spring cleanup program
- reductions in software,
- travel and training, and
- snow removal chemicals.

Mr. Naber noted that the department was now charging staff time to capital projects and other internal projects rather than absorbing those costs in the general fund. And staff were evaluating fee increases to move toward cost recovery.

Mr. Naber noted a new arrangement to bill the water and sewer fund $400,000 for asphalt patching work performed by public works following water main repairs and infrastructure work, improving full cost recovery across departments.

Mr. Sorensen stated that the Clean, Safe, and Beautiful reduction will result in less frequent maintenance of medians and public areas outside of downtown, though the same total number of areas will continue to be maintained.

Councilmember Olson stated that the division of maintenance responsibilities between public works and CPRD should be reevaluated and that a realignment of duties and costs would allow public works staff to focus on CIP delivery, development review, and customer response.
Mr. Naber stated that ongoing conversations with CPRD about operational coordination are already underway.

Mayor Hall thanked staff for the information.

6. **Motion to go into Executive Session to receive legal advice and to instruct negotiators regarding the Civic Campus Project**

A motion to go into executive session pursuant to C.R.S. § 24-6-402(4)(b) and § 24-6-402(4)(e), and Greeley Municipal Code § 2-1518(2) and § 2-1518(5), to receive legal advice related to and to determine positions, develop strategy, and instruct negotiators about the Civic Campus Project.

Mayor Pro Tem McDonald moved to approve the motion. Councilmember Roth seconded the motion. The motion passed 7-0 at 9:44 p.m.

7. Scheduling of Meetings, Other Events
None.

8. Adjournment
With no further business, Council will go into executive session at 9:45 p.m. and upon concluding the executive session the meeting will adjourn.

6. Motion to go into Executive Session to receive legal advice and to instruct negotiators regarding the Civic Campus Project

Mayor Dale Hall started the Executive Session at 9:54 p.m. in the Colorado Room. The meeting was electronically recorded as required by Colorado Open Meetings Law.

All Councilmembers were present along with Deputy City Attorney Moses Garcia, City Manager Brian McBroom, Assistant City Attorney Ned Chapin, Deputy City Manager Kelli Johnson, Deputy City Manager Alena Portis, Senior Strategic Advisor John Hall, Division Treasurer Robert Miller, Deputy Director of Budget and Policy Kalen Myers.

The executive session was for the purpose of determining positions, developing strategy, and instructing negotiators as provided for under C.R.S. Section 24-6-402(4)(e)(l) and Greeley Municipal Code Section 2-151(a)(5) and to receive legal advice related to these matters as provided under C.R.S. Section 24-6-402 (4)(b) and Greeley Municipal Code Section 2-151(a)(2).

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 10:40 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

Melissa McDonald
Mayor Pro Tem

Attested:

X

Heidi Leatherwood
City Clerk