

# Greeley City Council Agenda

Work Session

Tuesday, June 14, 2022 at 6:00 p.m.

City Council Chambers at City Center South, 1001 11th Ave, Greeley, CO 80631

Zoom Webinar link: <https://greeleygov.zoom.us/j/93148588956>

## NOTICE:

City Council Work Sessions are held on the 2nd and 4th Tuesdays of each month in the City Council Chambers. Meetings are conducted in a hybrid format, with a Zoom webinar in addition to the in person meeting in Council Chambers.

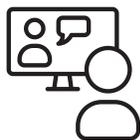
City Council members may participate in this meeting via electronic means pursuant to their adopted policies and protocol.

Members of the public are also invited to view Council work sessions in person or remotely. **Work sessions do not include public input in any format. Public comment is only permitted at regular Council meetings on the 1st and 3rd Tuesdays of each month.**

## Watch Meetings:



Meetings are open to the public and can be attended in person by anyone.



Meetings are livestreamed on YouTube at [youtube.com/CityofGreeley](https://youtube.com/CityofGreeley) as well as over the Zoom webinar. Public participation in the Zoom webinar only allows viewing the meeting.

For more information about this meeting or to request reasonable accommodations, contact the City Clerk's Office at 970-350-9740 or by email at [cityclerk@greeleygov.com](mailto:cityclerk@greeleygov.com).

Meeting agendas, minutes, and archived videos are available on the City's meeting portal at [greeley-co.municodem meetings.com/](https://greeley-co.municodem meetings.com/)





**Mayor**  
John Gates

**Councilmembers**

Tommy Butler  
Ward I

Deb DeBoutez  
Ward II

Johnny Olson  
Ward III

Dale Hall  
Ward IV

Brett Payton  
At-Large

Ed Clark  
At-Large

A City Achieving  
Community Excellence

Greeley promotes a healthy, diverse economy and high quality of life responsive to all its residents and neighborhoods, thoughtfully managing its human and natural resources in a manner that creates and sustains a safe, unique, vibrant and rewarding community in which to live, work, and play.

# City Council Work Session Agenda

**June 14, 2022 at 6:00 PM**

**City Council Chambers, City Center South, 1001 11th Ave &  
via Zoom at <https://greeleygov.zoom.us/j/93148588956>**

1. Call to Order
2. Pledge of Allegiance
3. Roll Call
4. Reports from Mayor and Council Members
5. Community Conversations of Homeless and Housing Alternatives – Final Recommendations
6. Review of the Land Use Quasi-Judicial Hearing Process
7. Scheduling of Meetings, Other Events
8. Adjournment

# City Council Work Session Agenda Summary

**Title:**

Reports from Mayor and Council Members

**Background:**

During this portion of the meeting any Council Member may offer a summary of the Council Member's attendance at assigned board/committee meetings and should include key highlights and points that may require additional decision and discussion by the full Council at this or a future Work Session.

<b>Board/Committee</b>	<b>Meeting Day/Time</b>	<b>Assignment</b>
--Team of 2-- Board/Commission Interviews	Monthly as Needed	Council Rotation
Water & Sewer Board	3 <sup>rd</sup> Wed, 2:00 pm	Gates
Youth Commission Liaison	4 <sup>th</sup> Mon, 6:00 pm	Clark
Historic Preservation Loan Committee	As Needed	DeBoutez
Police Pension Board	Quarterly	Clark
Employee Health Board	As Needed	DeBoutez
Airport Authority	3 <sup>rd</sup> Thur, 3:30 pm	Payton/Clark
Visit Greeley	3 <sup>rd</sup> Wed, 7:30 am	Butler
Upstate Colorado Economic Development	Last Wed, 7:00 am	Gates/Hall
Greeley Chamber of Commerce	4 <sup>th</sup> Mon, 11:30 am	Hall
Island Grove Advisory Board	1 <sup>st</sup> Thur, 3:30 pm	Butler
Weld Project Connect Committee (United Way)	As Needed	Butler
Downtown Development Authority	3 <sup>rd</sup> Thur, 7:30 am	Butler/DeBoutez
Transportation/Air Quality MPO	1 <sup>st</sup> Thur, 6:00 pm	Payton/Olson
Poudre River Trail	1 <sup>st</sup> Thur, 7:00 am	Hall
Interstate 25 Coalition	As Needed	Olson
Highway 85 Coalition	As Needed	Gates
Highway 34 Coalition	As Needed	Olson
CML Policy Committee (Council or Staff)	As Needed	Payton/Lee Gates alternate
CML Executive Board opportunity	As Needed	Hall
CML - Other opportunities	As Available/Desired	

# City Council Work Session Agenda Summary

June 14, 2022

Heather Balsler, Interim Chief Resiliency Officer  
Benjamin Snow, Economic Health and Housing Director  
Urbanity Advisors, Consultant

## **Title:**

Community Conversations of Homeless and Housing Alternatives – Final Recommendations

## **Background:**

In 2020, a small group of stakeholders including City representatives and local non-profits began meeting to discuss ideas for addressing homelessness and affordable housing issues facing the community. Through their conversations, they began to envision a long-term community solution to housing our community's most vulnerable through the development of a service-based campus within the cities of Greeley and Evans. The group toured the area's current [Housing Navigation Center](#) and [Cold Weather Shelter](#) located in Evans and managed through United Way of Weld County, brainstormed potential [housing campus models](#), and toured the [Arroyo Village](#) campus in Denver. As a result, the City of Greeley created a scope of services to solicit a 3rd party consultant to assist with gathering and evaluating housing data, examining demand drivers, determining market and financial viability and feasibility, and estimating capital and operating costs for possible sheltering and housing alternatives.

In August 2021, the City released a Request for Proposal for further consideration of possible sheltering and housing alternatives. In November 2021, the City finalized a [contract](#) with [Urbanity Advisors](#) to complete this work. The anticipated timeline for scoping and assessment of possible sheltering and housing alternatives is approximately 6 months with consultant work beginning in December 2021. The contract includes:

- Evaluating existing sources of information;
- Analyzing what might be driving demand locally and regionally;
- Evaluating best practices, project size and possible locations;
- Providing opportunities for engagement and public involvement;
- Estimating development and ongoing operating costs;
- Outline financial feasibility, funding options and key next steps.

A three-part series of Community Conversations were held on February 16 & 17, April 13 & 14, and May 18 & 19, with an in person and virtual session for each set of meetings. At each set of meetings, information was provided such as current conditions and

plans, best practices, and recommendations along with an opportunity to learn from the community by way of breakout sessions. Questions were asked consistent with the agenda provided. Additionally, after each set of Community Conversations, a video and survey were available for those unable to attend to provide further feedback. Attached is the power point presentation providing highlights of feedback and survey responses from the entire set of Community Conversations along with final recommendations. Additionally, a final report is also included summarizing the findings and final recommendations.

Further, in January of 2022 staff presented information to City Council on the overview of City of Greeley's (City) partnerships to address homelessness and current initiatives. Those included financial support for the Housing Navigation Center and the Cold Weather Shelter (new facilities in place with additional amenities), the Bonnell 32-unit residential facility provided through December of 2021, power washing downtown plazas as needed (typically 2-3x a week), encampment clean-ups, expanded street outreach by United Way and further coordination with Squad 1 and the Neighborhood Action Team (see Attachment A, January 25 work session materials). Further, a Call Guide for Concerns Related to Homelessness has been made available and a Tips for Protecting Private Property Guide is accessible on the City's website at [greeleygov.com/homelessandhousingservices](http://greeleygov.com/homelessandhousingservices). Lastly, the City is exploring a community court model which combines community programs and the criminal justice system to address local problems. The primary goals are to find ways to prompt offenders to get into housing rather than sentencing people to jail and fines.

**Strategic Work Program Item or Applicable Council Priority and Goal:**

Staff will include items in the Strategic Plan under the **Housing for All** Goal and priorities, which will return to City Council for future discussion.

The six recommendations from the Urbanity Advisors are highlighted below with follow up and further explorations suggested by staff.

- 1. Utilize the Collective Impact Framework to coordinate cross-organizational collaboration.**
  - a. Explore a Housing Advisory Council (HAC) with the Cities (Greeley, Evans, Garden City), Weld County, United Way, Evans, and other providers/funders to further discussions on coordination, campus model implementation, services, funding, etc.
  - b. Pursue city organizational structure to support/enhance resources and decision making that can best advance coordinated access in collaboration with partners.
    - 1) Human Affairs Director (or similar title)
    - 2) Expanded and coordinated Outreach (Street Outreach, PD Co Responder, Fire/Squad 1, etc.)
- 2. Conduct a Housing Needs Assessment (grant funded, currently in progress and scheduled to be complete in 16-18 months).**

- a. City-wide, full spectrum of housing needs.
  - b. Once complete, provide policy recommendations and code changes that reflect full use of tools to address gaps and achieve housing goals, such as incentives, regulatory changes, public-private partnerships, creative financing, land banking, etc.
- 3. Pursue pre-development research for a service-based campus model approach.**
- a. Coordinate partners, short- and long-term strategies, financing, and implementation.
  - b. Pursue more directed engagement with High Plains on potential site for review, expedited opportunities for implementation, GURA property acquisition for shelter location, etc.
  - c. Pursue other possible locations, land banking opportunities, Housing Authority investment, partnerships, etc.
- 4. Establish a clear understanding of the risk and protective factors of homelessness.**
- a. Better understanding of risk and protective factors that help identify gaps in current services and build solutions that include preventive measures. Further engagement with those impacted to proactively address factors that put people at higher risk of homelessness.
- 5. Establish a user-friendly resource guide for organizations, housed, and un-housed community members.**
- a. In progress with United Way, expand to include additional service providers, transit routes, resources, etc., and work with communications team to publicize.
- 6. Explore creative temporary solutions.**
- a. Staff review and follow up on possible temporary solutions that consider locations and/or partnership, funding, resources, etc.

**Attachments:**

- A) January 25, 2022 Work Session Agenda Summary (packet materials can be found at: <https://greeley-co.municodemeetings.com> under the January 25, 2022 Work Session)
- B) Greeley, CO Homeless and Housing Services Assessment and Recommendations
- C) City of Greeley Homeless and Housing Options - PP June 14, 2022
- D) Greeley City Council Presentation- Homelessness and Housing

# Worksession Agenda Summary

January 25, 2022

Becky Safarik, Interim Community Development Director/Deputy City Manager, 970-350-9786

**Title:**

Overview of City Partnerships and Strategies to Address Homelessness

**Background:**

For many years, individuals who were unsheltered would be able to overnight at a modest 1930 residence with 38 beds located near the Spanish Colony known as the Guadalupe Shelter, operated by Catholic Charities. Over time, and as the need and profile of unsheltered individuals grew, more community services established to offer housing options for those in need ranging from emergency shelters (A Woman's Place, Cold Weather Shelter), families needing transitional housing and support (the Greeley Family House), and the expanded services of Catholic Charities (overnight emergency shelter for families and, from May-Oct for women, and transitional housing support). Most of these programs offer both shelter and 'wrap around' support services.

The City of Greeley has dedicated significant financial support to these efforts over the last decade (Attachment A).

As the needs of unsheltered persons has grown, so has competition for limited funding and services. In response, United Way of Weld County convened a community taskforce to explore development of a unified strategy to coordinate and leverage resources. After over a year of research, discussion and work, the final report was issued in 2016 and proposed a universe of services under the banner of "Weld's Way Home", Addressing and Preventing Homelessness in Weld County". The focus of that plan centers around a coordinated "housing first" strategy which promotes getting individuals into stable shelter as the first step to then address conditions that led to their homelessness, such as drugs, physical/mental health issues, family separation, and financial crisis. United Way continues to evolve the action strategy with its agency and community and partners and will soon release a major update to the plan as "Weld's Way Home.2".

Aligning resources has resulted in a partnership to help stabilize and support the Cold Weather Shelter, establish a Housing Navigation Center to promote prevention and connect resources, and approval of the Northern Colorado Continuum of Care to foster a regional resource approach.

COVID conditions in 2020 brought about a partnership between the City of Greeley and Bonell Good Samaritan Center (22<sup>nd</sup> St./8<sup>th</sup> Ave) to stand up a 32-unit residential unit on the Bonell campus planned to house individuals who needed to quarantine.

That housing need proved unnecessary and the facility was able to shelter “COVID vulnerable” individuals. Operated by United Way, it also offered short term shelter for unhoused persons while resources and more secure housing could be pursued. By the end of 2021 United Way had successfully placed 42 persons in more permanent housing.

The Cold Weather Shelter, managed by United Way with an operating contract with the Guadalupe Center is open for overnight stays from Nov. – April. A chronic challenge with sheltering persons experiencing homelessness in cold weather has been securing an acceptable location that is accessible for those in need and of minimal impact to adjacent properties. After years of different temporary locations United Way, with the financial support of the City of Greeley, was able to secure a 40-month lease in Evans, adjacent to the Monfort Family Clinic. That lease has terminated and a new location with a 5-year lease, again underwritten by the City of Greeley, has been secured on S. 8<sup>th</sup> Avenue in a former car dealership east of the University Square Shopping Center. The remodel of that building will support both the Cold Weather Shelter and the Housing Navigation Center (HNC).

The HNC, staffed by United Way, is a place where multiple agencies hold offices thereby providing a single stop for individuals threatened with homelessness to receive multiple services as opposed to traveling to multiple locations. The HNC provides guidance, support and resource referrals to help divert individuals from homelessness and to offer resources and support to those without shelter. HNC “navigators” are also expanding their work to include street outreach to individuals who experience chronic homelessness for a variety of reasons. United Way has indicated it will have 3 navigator/street outreach in 2022.

In search of a more stable and reliable way to provide a continuum of shelter and services to limit homelessness in the community, City staff visited other community models and recently issued a Request for Proposals under the moniker of “Weld Village” to study local housing service and housing options.

Following its update of its Comprehensive Plan, the City adopted a Strategic Housing Plan to address a full complement of community needs, including homelessness (Attachment B – Plan excerpt – Housing Ladder).

### **Current Conditions & Initiatives**

While work to address homelessness has grown so has the presence and impact of persons who trespass private property and occupy public areas with encampment and attendant waste and troubling behaviors. In fall, the City Manager convened a staff committee meeting bi-weekly to focus attention on ways to address the impacts of homelessness.

The status of work facilitated by this committee and the services noted above follows:

**Protecting Private Property Guide:** a tip guide on measures property owners can take to limit trespass and protect property from unwanted access was developed. This guide has been shared in a presentation with the Weld County Apartment Association and offered to the Greeley Area Board of Realtors (Attachment C)

**Power-washing Downtown Plazas:** the City has researched the costs to power-wash the Downtown plazas 2-3x/week and as needed to remove waste in areas problematic for businesses (in addition to the once/month cleaning of target alley areas by the DDA) (Attachment D).

**Encampment clean-ups:** on a regular schedule the City will monitor areas in which encampments tend to occur (underpasses/bridges, near the railroad, etc.) to determine if a minimum threshold has been reached which requires contracted clean-up to remove waste, debris, biohazards, etc. to limit contamination to the river and adjoining areas. Pre-approved signage and notices will be placed on site along with information about housing resource support (Attachment E).

**Cost of Service Schedule:** a schedule has been devised to catalogue on-going City labor and materials expenses for services across multiple departments that respond to impacts related to homeless conditions in order to measure the impact in financial terms.

**Street outreach workers:** a homeless outreach team is envisioned to be a group of trained individuals dedicated to investigating encampments, making contact with Greeley's unhoused population, and providing resources to those experiencing homelessness. The goals of the team would be to build proactive relationships with the homeless community and community homeless service providers and work with regional partners to collect and analyze data to inform recommendations.

**Continued agency case-management support:** to the degree consistent with its policies and federal limits, continue support of agencies serving those with emergency housing needs to provide case-management to limit the number of persons experiencing homelessness

**Weld Village Scoping and Assessment:** With the assistance of a third-party consultant, the City has begun a scoping and assessment process evaluating current homeless and housing data, determining market and financial viability and feasibility, and estimating capital and operating costs for possible sheltering and housing alternatives. The scoping and assessment will also include community input sessions throughout the process which will last approximately six months.

The cost in financial and human terms of homelessness is a burden every community experiences at some level. The strategies listed above offer the current initiatives and will evolve and shift as opportunities and resources arise to inform best practices. It is Greeley's advantage that it has a collection of partnerships that are well aligned to continue to face this challenge in an on-going and pro-active manner. Council will continue to receive updates as the response to this community issue evolves.

**Strategic Work Program Item or Applicable Council Priority and Goal:**

Implementation of the City's Strategic Housing Plan

**Decision Options:**

This item is for information only

**Attachments:**

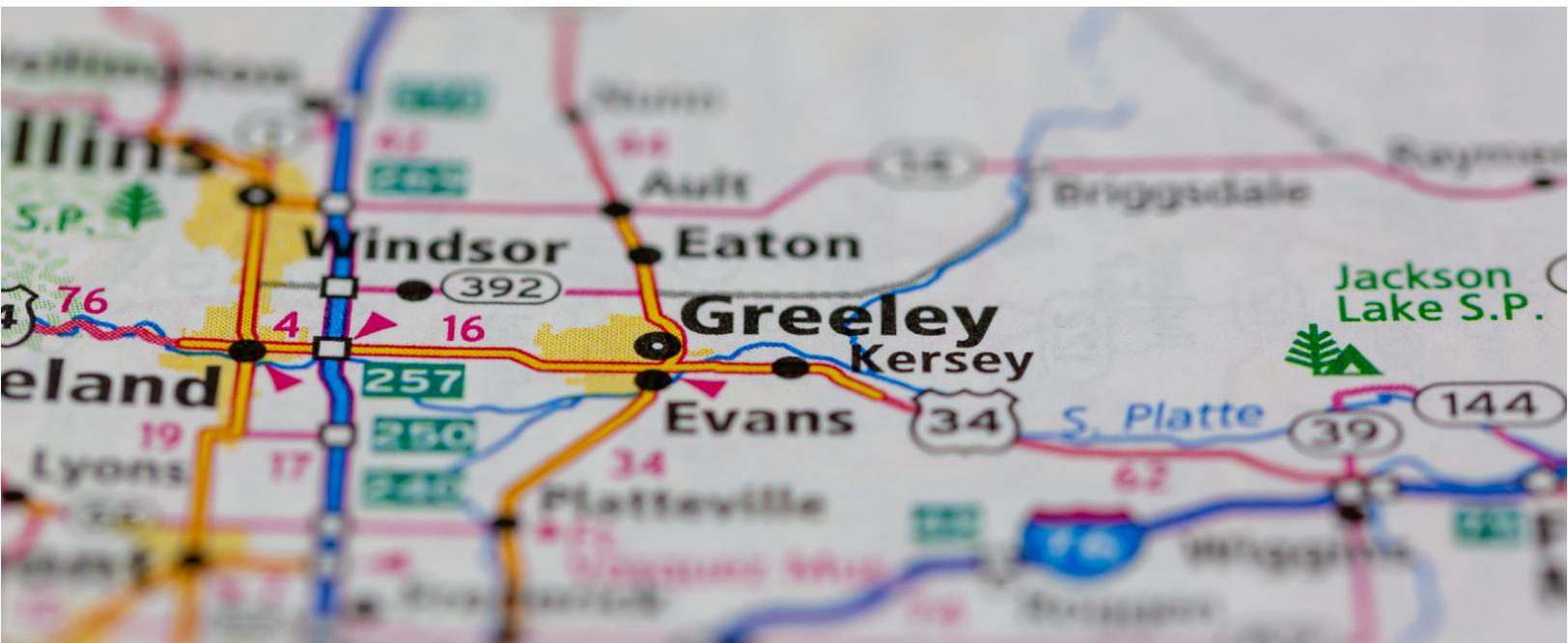
- A: Historic City Funding Supporting Resources to Address Homelessness
- B: City's Strategic Housing Plan - Housing Ladder
- C: Protecting Private Property Guide
- D: Proposed Downtown Power Washing Cost Estimate
- E: Encampment Clean-up Signage
- F: City Cost of Service Log

Powerpoint Presentation

# GREELEY, CO

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## HOMELESS AND HOUSING SERVICES ASSESSMENT AND RECOMMENDATIONS



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**URBANITY** *Advisors*

# Homeless and Housing Services in Greeley, CO

## *Assessment and Recommendations*

June 02, 2022





# A. INTRODUCTION

In 2020, a small group of stakeholders, including City representatives and local nonprofits, began meeting to discuss addressing homelessness and affordable housing issues facing the community. Through their conversations, they began to envision a long-term community solution to housing our community’s most vulnerable through developing a service-based campus within the cities of Greeley and Evans. The group toured the area’s current Housing Navigation Center and Cold Weather Shelter located in Evans (managed through United Way of Weld County), brainstormed potential housing models, and toured the Arroyo Village campus in Denver. As a result, the City of Greeley created a scope of services to solicit a 3rd party consultant to gather and evaluate housing data, examine demand drivers, determine market and financial viability and feasibility, and estimate capital and operating costs for possible sheltering and housing alternatives.

In August 2021, the City released a Request for Proposals (RFP) to consider possible sheltering and housing alternatives. The RFP includes a detailed index of supplemental resources, including a resource partners list, comparative campus models, additional shelter/services/projects in the Northern Colorado Region, and other documents.

In November 2021, the City finalized a contract with [Urbanity Advisors](#) to complete this work. The City of Greeley projected the anticipated timeline for scoping and assessing possible sheltering and housing alternatives to be approximately six months, with consultant work beginning in December 2021. The contract stated the following tasks for Urbanity Advisors:

- Evaluating existing sources of information;
- Analyzing what might be driving demand locally and regionally;
- Evaluating best practices, project size, and possible locations;
- Providing opportunities for engagement and public involvement;
- Estimating development and ongoing operating costs;
- Outline financial feasibility, funding options, and critical next steps.

### URBANITY ADVISORS TEAM

#### Team who contributed to this report:

<b>Urbanity Advisors</b>	James Roy II, Principal	with additional support from:	<b>City of Greeley</b>	Aimee Freeland
	Briana Roy			Benjamin Snow
	Chenay McConnell			Heather Balser
	Terrell Curtis			Raymond C. Lee III
<b>Cappelli Consulting</b>	Augustina Remedios			
	Jonathan Cappelli			
	Mary Coddington			
<b>Reinen Consultants</b>	Tim Reinen			
<b>Williford, LLC</b>	Willa Williford			

## B. EXISTING CONDITIONS

### STAKEHOLDER INTERVIEWS

Urbanity Advisors conducted a series of interviews in January and February with representatives from organizations that have consistently engaged in the work of addressing homelessness and housing in Weld County. Each interview was approximately one hour long. Participants were asked about various pertinent topics, such as their opinion of current challenges, potential barriers, gaps in services, and the evaluation of coordination. Respondents each represent entities engaged in homelessness and various services, with most having been in the field for a decade or more.

The interviews revealed several desires for addressing the issues and bringing solutions, with the most common formulating in what a campus-style real estate solution could present. There is a clear recognition that to solve homelessness, Greeley must think beyond housing and understand how the needs of behavioral health, services, drug treatment, and other areas need to be elevated simultaneously. Interviewees also expressed dissatisfaction with the current state of collaboration and shared responsibility.

While interviewees did not expressly mention the [social determinants of health \(SODH\)](#), each of the interviews identified themes that can be found in the concept (U.S. Department of Health & Human Services, Office of Disease Prevention and Health Promotion, 2022). The general idea of SODH is that the conditions in the environments where people are born, live, learn, work, play, worship, and age affect a wide range of health, functioning, and quality-of-life outcomes and risks. The framework would suggest that solving one area of homelessness, such as housing, would not eliminate other problem areas and would likely be a temporary solution. Instead, Greeley and its homelessness and housing partners must interact to create long-lasting solutions to elevate all sectors impacting homelessness.

To conclude the stakeholder interviews, Urbanity Advisors analyzed the findings' strengths, weaknesses, opportunities, and threats (SWOT Analysis). A SWOT Analysis helps organizations develop strategies to address situations, accentuating the connections and contradictions for moving progress forward. The analysis highlights the possibilities and should be seen as an overall opportunity to move forward in solving problems in the spirit of collaboration and inclusion. 'Strengths' point out what's already going well, while 'weaknesses' define what could be improved. Concurrently, 'opportunities' reveal openings to cease, while 'threats' include anything that could stand in the way of growth.

It's important to point out that the 'threats' identified could stand out differently from some perspectives. The intention here is to hypothesize what could prevent progress and strategize how to minimize perils. The

Stakeholder SWOT Analysis	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Strong skills and expertise</li> <li>Northern Colorado Continuum of Care</li> <li>Great ideas in Motion               <ul style="list-style-type: none"> <li>» High Plains Housing Development Corp.</li> <li>» 665 Units in Pipeline</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Siloed conditions</li> <li>Poor coordination</li> <li>Gaps &amp; Duplication in services</li> <li>Lack of quality engagement of those experiencing homelessness</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Passion for change</li> <li>Desire to coordinate</li> <li>Desire to engage community</li> <li>City-County Partnership</li> <li>United Way of Weld County               <ul style="list-style-type: none"> <li>» System-Level Coordination (Collective Impact Leadership)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Lack of County-wide approach</li> <li>Territorial behavior</li> <li>Passive-aggressive behavior</li> <li>NIMBY-ism</li> </ul>

analysis is not to alienate or predict adverse outcomes. Growth and the discovery of solutions will require inclusivity and stakeholders to collaborate with those they disagree with and may even not like or trust. The most important highlight of the SWOT is the ‘opportunities’ presented. Greeley is in a solid position to take advantage of the desire for change in the community and the substantial existing leadership working in the area.

## **NORTHERN COLORADO CONTINUUM OF CARE**

[The Continuum of Care \(CoC\) Program](#), administered by the U.S. Department of Housing & Urban Development (HUD), promotes community-wide commitment to ending homelessness in Weld and Larimer Counties. The program also provides Federal pass-through funding for efforts by nonprofit providers and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation. Additionally, it promotes access to and affects the utilization of mainstream programs by homeless individuals and families; and optimizes self-sufficiency among individuals and families experiencing homelessness.

In January 2020, HUD named Larimer and Weld Counties the fourth CoC in Colorado, referred to as the [Northern Colorado Continuum of Care \(NOCOCOC\)](#). This designation has granted Larimer and Weld County communities more local control, better data collection and outcomes, and the ability to draw additional housing resources into their communities. Led by [United Way of Weld County](#), the effort commits to stabilizing individuals and families in a housing crisis as quickly as possible.

Currently, the NOCOCOC is being fiscally sponsored and incubated by United Way of Weld County. Recently, the CoC hired Kelli Pryor as the Director. The CoC has its governing board and a goal of becoming its own 501c3 nonprofit with the following organizational members:

- Catholic Charities
- City of Fort Collins
- City of Greeley
- City of Loveland
- Crossroads Safehouse
- Family Housing Network of Fort Collins
- Greeley Family House
- Homeward Alliance
- Homeward 2020
- Housing Catalyst
- Loveland Housing Authority
- United Way of Larimer County
- United Way of Weld County
- Volunteers of America - Colorado Branch



## **2020 Point in Time Count**

The Homeless Point in Time Count (PIT Count) is a federally mandated count of individuals (and families) experiencing homelessness in shelters on any given night in a community. This count takes

place every year in the last ten days of January, with the data reported to the U.S. Department of Housing & Urban Development (HUD). Additionally, a more difficult count of unsheltered homeless individuals is completed biennially. In 2020, the NOCOCO completed a [PIT Count for Larimer and Weld County](#) in Fort Collins, Loveland, and Greeley.

For Weld County, the 2020 PIT counted 240 people in Greeley in emergency shelters (176) and transitional housing (64). NOCOCO counted 56% as male and 44% as female. A more troubling count showed that 37% of the homeless population are youth, with 30% under 17 and 7% between 18 and 24 years old. Additionally, homelessness in Greeley is predominately Latinx, with 55% of the count. The non-Latinx white population was not expressly identified but is likely around 27% concerning the Latinx count. These two groups represent most of the homelessness counted by the PIT, with around 18% falling into categories that represented African American (5%), Native American (3%), Native Hawaiian or Other Pacific Islander (3%), Asian (1%), and two or more races (6%). Statistics show that the homeless community has 17% suffering from severe mental illness, 18% with chronic physical illness/disability, 14% with PTSD, and 11% with developmental disabilities. This count tremendously helped frame the current conditions of homelessness in Greeley.

### High Plains Development - 160 Unit Permanent Supportive Housing Campus

[High Plains Housing Development Corporation](#) has site control, is in early development, and seeks to fulfill the philanthropic desire of Dennis Hoshiko to redevelop the North Weld Produce Company site to provide a permanent housing solution for the homeless in Greeley. The 6.5-acre industrial property is located at 123 N. 9th Avenue in Greeley and provides a tremendous opportunity to create a mixed-use, mixed-income, multi-building development providing job opportunities; attainable housing for essential workers; and a safe, supportive community for formerly homeless individuals and families. High Plains could adapt the site's existing brick structures into housing, light manufacturing, retail, commercial and community-based space.



#### 123 North 9th Avenue

- Multi-Phase, Currently in Early Development
- 150 Housing Units
  - » 60 Units Permanent Supportive Housing
  - » 90 Units of Mixed Low Income Affordable Units
- 6.5 Acres
- 15,000 sqft Housing Navigation Center
- A Woman's Place Domestic Violence Shelter

HIGH PLAINS HOUSING DEVELOPMENT CORPORATION  
123 N. 9TH AVE, GREELEY COLORADO - CAMPUS SITE PLAN



**Other affordable housing units are in various stages of development:**

The table below lists upcoming affordable restricted units planned in various stages of development within Greeley.

<b>Project</b>	<b>Developer</b>	<b>Type of Housing</b>	<b>Units</b>	<b>Current Development Status</b>
Immaculata Plaza II (merging with Immaculata Plaza I)	Archdiocese Housing	Low Income Senior Apartments	29	Pre-Development; Entitlement
Copper Platte (Greeley Mall Project)	Inland Group, Washington State	60% AMI	224	Under Construction
Hope Springs	Habitat/Richmark/Commonwealth	Habitat single family Mixed Income	181	Pre-Development; Entitlement
123 Property	High Plains & Co-Developer	Supportive Housing/ Multi-family Housing	150	Pre-Development
Brigit's Village Frederick	Blueline Development	Seniors (25%) & family housing (30%-50% AMI)	40	Pre-development; 2021 tax credit application not funded
Vincent Village Apartments Fort Lupton	Michael's Development	30%-80% family housing	72	Awarded tax credits in Round 1-2021
		<b>Total</b>	<b>686</b>	

# C. COMMUNITY VOICE

## COMMUNITY MEETINGS

Three community engagement meeting sessions were held in Greeley in February, April, and May 2022 to understand residents' experiences, opinions, and suggestions for addressing issues surrounding homelessness and housing in Greeley, Evans, and Garden City. The first set of meetings focused on learning perceptions, sentiments, and visions for the future to accompany the current conditions data. The second set of community conversations asked community members to help identify methods for addressing the problems identified. Finally, the third set presented recommendations from this report, asking for attendees to help prioritize the potential solutions.

The format of the meetings utilized a small group breakout format to encourage conversation, empathy and increased opportunity to share. Facilitated by the Urbanity Advisors team members, the discussion groups were purposely kept small, with less than 12 community members in each group. The format led to thoughtful discussions between community members that included, but was not limited to, those with lived experience of homelessness, home and business owners concerned with the impact on their property, and nonprofit workers dedicated to finding solutions.

The meetings were held on two different nights to provide multiple participating options and times. Each session was held online via Zoom and in-person at the Greeley Recreation Center.

### Online Survey as an Additional Engagement Method

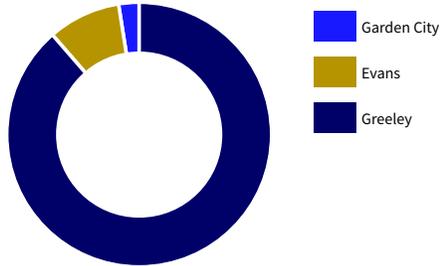
To accompany the community meetings with more options for the community to provide input to the process, Urbanity Advisors worked with the City of Greeley to develop a survey for each meeting session. As a result, 104 community members, in addition to the community discussions, responded, providing their thoughts throughout a series of questions structured to obtain input similar to the meetings. The responses to the survey built upon the qualitative data found during the community meetings, bolstering the reach to the community.



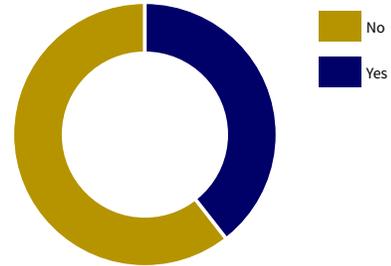
Meetings		
Date & Time	Location	Participants
<b>Session 1</b>		
February 16	Zoom	68 (110 registered)
February 17	Greeley Recreation Center	39 (65 registered)
Survey 1	Online	72
<b>Session 2</b>		
April 13	Zoom	43 (74 registered)
April 14	Greeley Recreation Center	36 (55 registered)
Survey 2	Online	32
<b>Session 3</b>		
May 18	Greeley Recreation Center	22 (32 registered)
May 19	Zoom	16 (29 registered)
Survey 3	Online	97

## Engagement Demographics

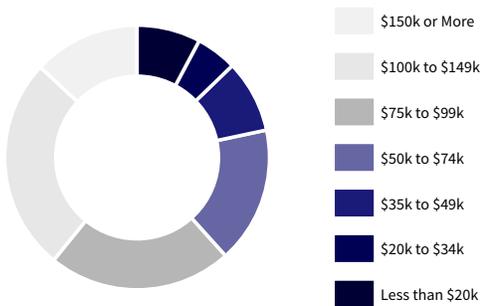
To track the demographics of community members engaged, we asked participants to identify the places where they live, learn, work, or play. We also asked respondents to reveal whether or not they have ever experienced housing insecurity. Lastly, survey respondents specify their race and ethnicity. Each of the demographic questions was optional and not answered by every participant.



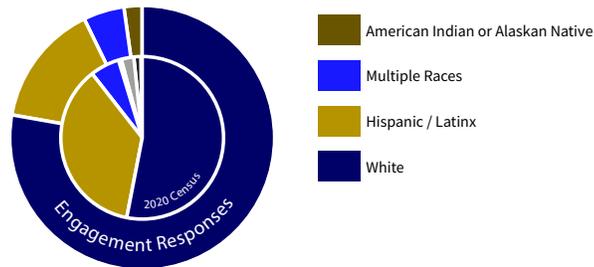
Respondent: Location - Live, Learn, Work, Play, or Worship



Respondent: Ever Experienced Housing Insecurity?



Respondent: What is your Household Income



Respondent: Race/Ethnicity (outer pie chart) VS Actual 2020 Census Demographics (inner pie chart)

## Qualitative Data Analysis

Each discussion group and survey were processed and analyzed through a qualitative data analysis software called [ATLAS.ti](https://atlas.ti.com/). The findings demonstrate themes commonly shared by many community members, measured by the frequency of the topics discussed.

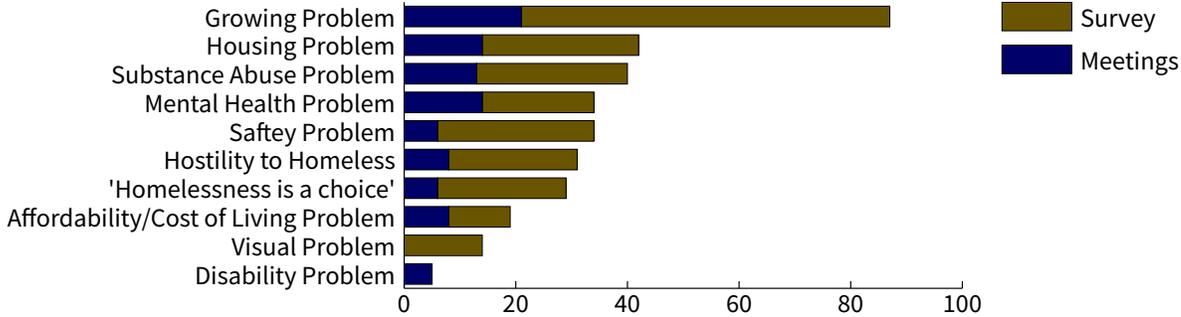
**SESSION I - COMMUNITY PERCEPTIONS, IMPACT, AND VISIONS**

Framing Questions:

- What is your perception of homelessness and housing insecurity in your community?
- How do the issues impact your life?
- Describe your ideal vision of your community (5 or 10 years from now)?
- What will it take to achieve your vision?



**Perceptions of the Community**



For this analysis, perceptions are recognized as the way of regarding, understanding, or interpreting something. The questions that framed up the small group discussions asked participants to express their knowledge of housing and homelessness in Greeley. Above is a graph that shows the frequency of the shared perceptions of participants and survey respondents. The most common perception was that many participants perceived homelessness and housing as a growing problem in their community. Other common expressions defined the problem more specifically, with housing, mental health, and drug addiction named contributors to the increasing problem.

*“Jail isn’t always the right place for the homeless... Addressing the core of the problem means addressing mental health and addiction.”*

Other expressions that reflected perception shaped the image of homelessness in the community. Some community members commented on hostility towards the homeless as a problem, expressing perceptions of a desire to include, understand, and treat the homeless community with more respect and empathy. Other community members commented on their belief that many homeless people refuse services and housing, choosing homelessness, and that some of the population is untreatable.

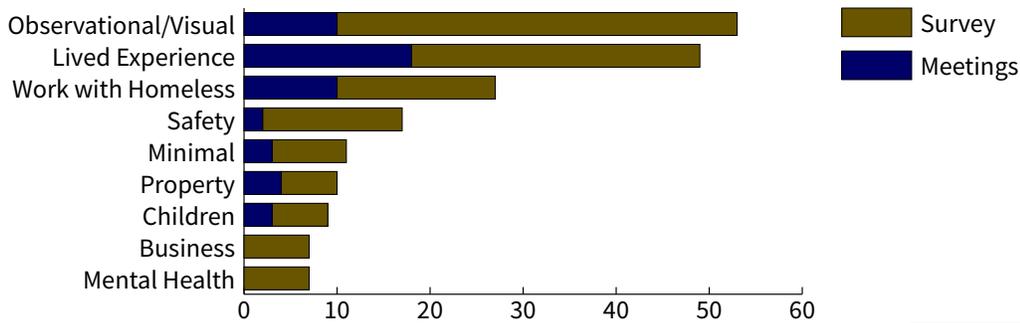
*“I’d like to see an increase in funding for behavioral health so that they are the ones making more direct contact with homeless people instead of having a police-first approach. These people need that kind of help more than they need to be confronted by a police officer.”*

According to many of the participants, these perceptions reveal that something needs to be done. However, for anyone who would spend their free time discussing homelessness and housing, it is safe to assume that the participating community members came to learn and brainstorm solutions.

*“Homelessness has increased incrementally over the past ten years - it has become normalized, and there is little compassion for the difficulties in navigating support systems.”*

*“How can we communicate better with the homeless... many seem like they don’t want help.”*

## Impacts on the Community



*"I have seen a number of new camps for the unhoused and it seem that the number of people asking for money on corners has increased"*

Impacts were statements that expressed personal effects on participants and people close to them. Participants that expressed impacts were asked to relate personally to the problems described from their perceptions. For data integrity, statements that distanced themselves from the question, such as third-hand experience, were not counted as impacts.

Most community members remarked on the observational and visual impact, expressing sadness, dissatisfaction, and seeing homelessness increase in Greeley. These remarks also revealed that the community has not been accustomed to seeing homelessness as a problem for Greeley. The comments were often paired with comparisons to larger cities, such as Denver, with a sentiment of rejection of more significant city problems and politics.

The format of the small group discussions was designed to reveal experiences through empathy found during the conversations. The second most common impact was through lived experiences with homelessness and housing security. We defined housing insecurity through research published by the USC Dornsife Center for Economic and Social Research. The study included measures of housing instability, affordability, safety, and quality and included neighborhood safety and quality measures. Participants shared personal stories of trouble with homelessness, affordable housing, mental health, and even drug addiction. These community members added a particularly unique perspective. They were able to open the minds and hearts of other participants, who reflected empathy for the vulnerability of those with lived experience. This dynamic is essential to replicate and find more significant opportunities for future community engagement.

*"To be honest, I am sad when I see homelessness anywhere. I feel shame when I can't help them all, and feel angered by those who look down upon them. I want to help. Which is why I am doing this survey. I believe I cannot change the world, but together, we can change the spaces closest to us. Our city is beautiful, and should be full of opportunities and public spaces for all. We need each other to keep the city going, right? So I am doing what ever I can to help. I think that is what being a neighbor means, and to be a citizen of this city."*

*"Homelessness is viewed as only addicts and mentally ill. This is not the only individuals that are homeless. I'm a Cancer patient that lost my employment and now [I'm] on disability, lost my housing because I couldn't find housing that was affordable and in a safe location/environment."*

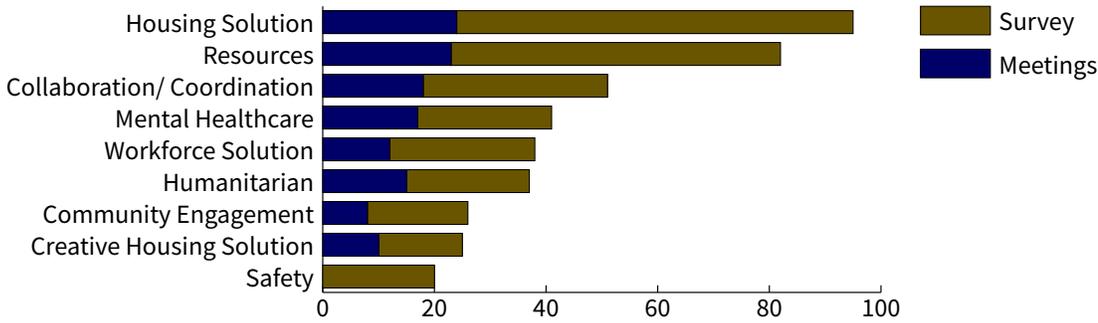
There were also many participants that are practitioners of finding solutions to homelessness and housing affordability issues. This included community members that work for and with nonprofit organizations, shelters, government agencies and officials, affordable housing developers, police officers, mental health professionals, and other direct service-related jobs. This viewpoint brought a significant amount of knowledge to each conversation and opened other participants' minds to understand the issues from an informed perspective.

*"We had a guy in our program and unfortunately, we continually had trouble with him having other people in his apartment. There was probably a lot of drug use going on. His condition rapidly deteriorated. Before we could get him in a nursing home, he passed away. His family said they had no idea it had been getting that bad."*

Overall, the Impact analysis told a story of how the issues show up in the daily lives of community members. In the future, it will be essential to find greater connections with people experiencing housing insecurity and utilize stories to evoke empathy and understanding within the community. Personal impact proved to be the most uniting theme for community members.

*"As a teacher in the community I frequently interact with students and families who are experiencing homelessness or housing insecurity."*

**Visions for the Future**



Community members were also asked to expound upon ideas and the action required to accomplish them, sharing their visions for the future and concepts for solutions. These remarks ranged in solutions that included housing, resources, coordination, and greater mental health care. The most frequent expression was to create solutions to affordable housing, which included increasing the inventory of housing in Greeley and Evans, permanent supportive housing, and specific availability for the disabled, seniors, and families. Many community members expressed humanitarian viewpoints, seeking to promote compassion for the homeless.

This portion of the discussion also brought practical solutions and introduced some unique ideas that are worth exploring that don't rank high in the frequency of the discussion. For example, many quotations represent creative housing solutions that have not been widely adopted but have shown promise in some markets—accessory dwelling units, tiny homes, and a campus concept that would include housing and supportive services.

The qualitative data revealed another compelling and frequent idea through a desire for better coordination and collaboration between nonprofits, government agencies, affordable housing developers, and others. While this was a consistent desire expressed, some took it further to mention how the Collective Impact framework could be a solution as a nonprofit framework designed to bring organizations together in a structured way to achieve social change. We will explore how Collective Impact can contribute to leading change around a common agenda, shared measurement, mutually reinforcing activities, and continuous communication amongst the community's passionately led organizations.

*“Create a community with opportunity to provide jobs and training for the homeless population who so desire. Have the community to aid in temporary low cost housing to help working homeless transition to a more stable housing solution.”*

*“[We should be] finding and funding transitional housing and removing the stigma around getting help for mental health.”*

*“[We need] a campus for homeless [people] that don't want to be housed.”*

*“[We need] clubhouse type spaces connecting employers with folks experiencing homelessness; utilizing staff who have lived experience with homelessness and with willing employers to share their experience and help train new folks.”*

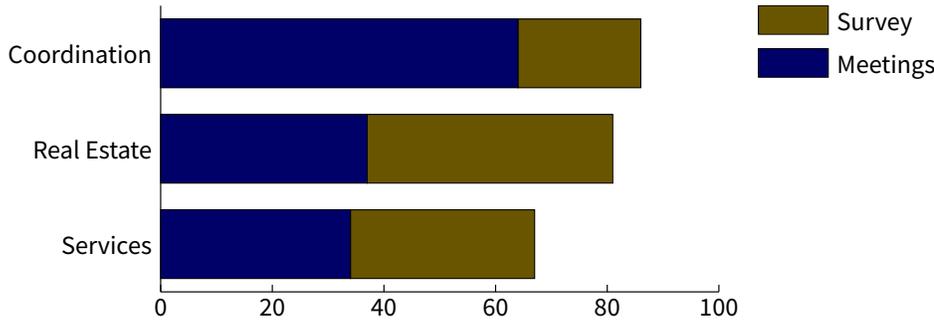
*“[We need] community, government and business involvement [and] a recognition that it is financially more viable to effectively transition folks from homelessness than to pay for the associated problems caused by homelessness.”*

*“It is essential to engage [Weld] County. They run Health and Human Services, [which is a] very important resource.”*

**SESSION 2 - HOW WE MOVE FORWARD**

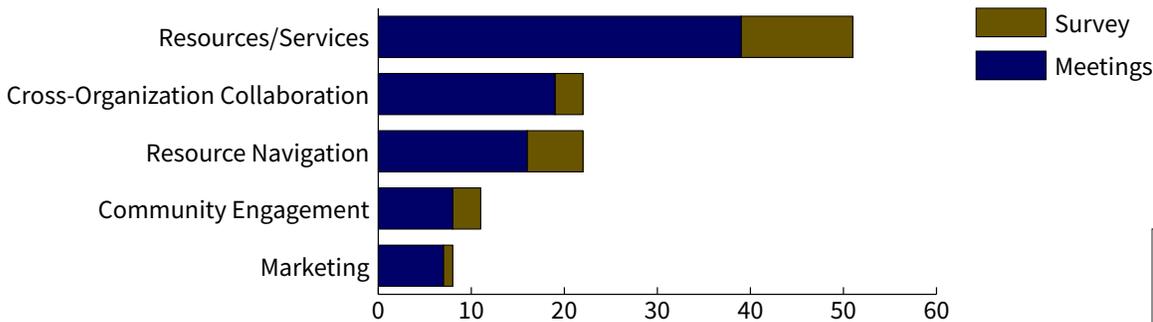
Framing Questions:

- How can we promote better collaboration in Greeley?
- Could a real estate/facility solution address the issue?
- If so, what services do you want to see in a potential future building?
- How could proposed solutions interact with the surrounding community?
- Where should these solutions be located?



In the second series of community conversations, participants were asked to imagine how the City could move forward in addressing issues related to homelessness. Community members identified solutions and ideas that fit into three main categories: coordination, real estate, and service. Coordination was the most frequent expression of the community, which connected deeply with other discoveries within this report. Real estate and service solutions were also frequent expressions but were often coupled with the desire to move forward with a greater sense of collaboration in the work.

**Coordination**



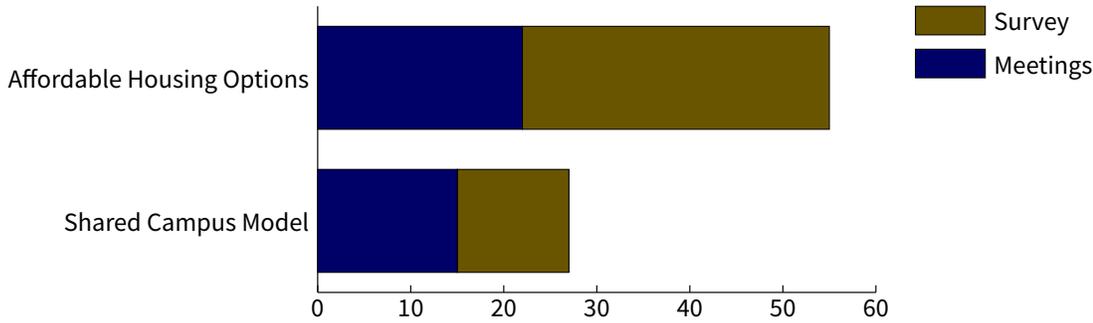
The frequently expressed theme of coordination called for better collaboration around resources and services, cross-organizational communication, and resource navigation for those experiencing housing insecurity. With these expressions, participants remarked on the resources being scattered and difficult to navigate while proposing methods of collaboration to solve the issues. Some community members also expressed the impression of seeing duplicative services and competition for financial resources as contributing problems.

Other expressions revealed a desire for more opportunities for community engagement and marketing to dispel myths and stereotypes of the homeless community. Conversations and survey respondents often paired this with humanitarian values that sought to encourage empathy for mental illness, substance abuse, and the overall needs of those experiencing homelessness.

*“Resources are so scattered we need to be able bring them together to communicate better.”*

*“Communication is lacking. It would help knowing what people have to offer and getting more boots on the ground to spread the word of encouragement/resources.”*

**Real Estate**



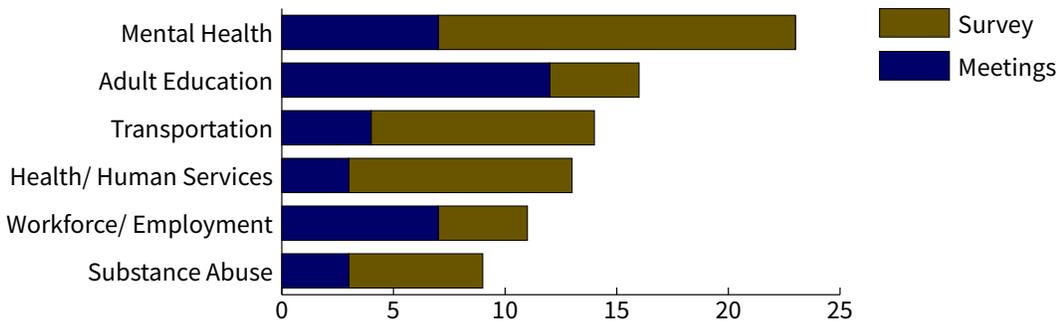
*“We should explore different tiers of affordable housing”*

Expressions categorized as the desire for real estate solutions included whenever a community member mentioned addressing issues with a facility and specific locations. Many of these statements included a desire to provide more options and affordability to the housing stock of Greeley, reaching beyond addressing homelessness and into what many believe to be a rising housing crisis for the City. More complex economic understandings were paired with these expressions, remarking the need for many different tiers of affordability in addressing housing insecurity.

Community members were also asked to comment on ‘shared campus’ and ‘scattered site’ model real estate-based solutions. A shared campus model refers to a particular location and facility that can address many homeless community needs with sheltering, housing, and services, similar to the Arroyo Village development in Denver. Participants showed strong support for exploring solutions of a shared campus model.

*“We need a place with all resources needed in one location - mental health services, food, rehabilitation, education, housing...”*

**Services**



*“We need solid mental health treatment and drug addiction programs.”*

Service-related solutions were the third most common expression of the community’s voice as a general category. Overwhelmingly, the community spoke of mental health support and services for the homeless community, seeking ways to help their unhoused neighbors find permanent life-changing solutions. Other themes included adult education, health, and human services, transportation, workforce solutions, and substance abuse treatment. With many direct-service practitioners in attendance, existing resources were often identified in response to ideas in this area, bolstering the viewpoints that expressed the need for better coordination and resource navigation.

*“There’s lots of trauma with folks on the street. We need education across the board for community members and agencies.”*

**SESSION 3 - WHAT WE DO TO MOVE FORWARD**

Framing Questions:

- What do you think of the recommendations?
- Which recommendations should be the highest priority?
- How should the community be engaged moving forward?

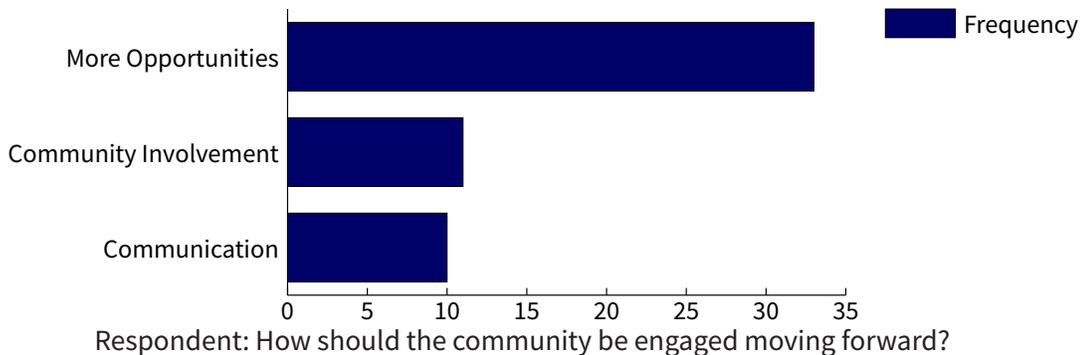
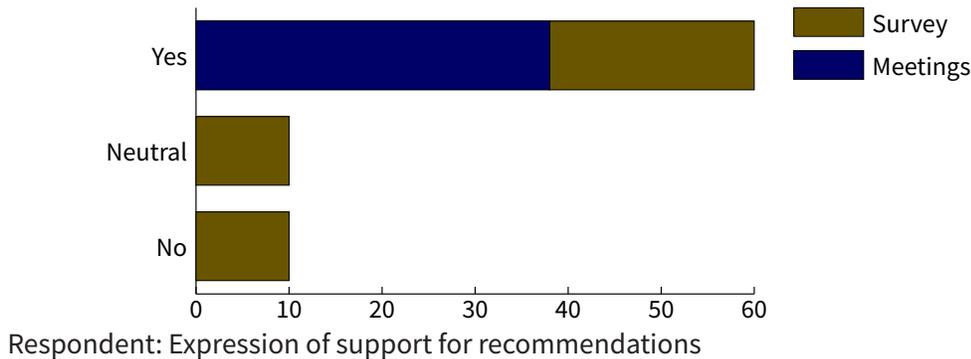
In the third series of meetings, participants were asked to provide their opinions on the preliminary recommendations of this report. There was a significant difference between the meetings and the online survey for these results. The meetings included a presentation and dialogue about each of the recommendations, while the online survey required participants to review the presentation materials and recording of the meeting.

From comments made on the survey, it was apparent that some (not many) survey takers may not have had a complete picture of what the presentation entailed. For example, one respondent said, *“creating housing or camping options will only encourage living in the same circle of drug use, ignoring mental health issues and lack of accountability. We should focus on helping lift people out of their situations”* as a response to the question *“what do you think of the recommendations proposed?”* This response reveals that the participant didn’t review the materials, as the recommendations address what the person expressed. Overall, ten survey responses seemed to ignore the presentation and chose to reflect negative sentiment.

However, the overwhelming majority expressed positive reception to the recommendations, often paired with hopefulness or a desire for immediate action. Many participants who expressed support also said that this report marks the beginning of the necessary activity to emerge from research and practice without hesitation. Future action would best respect this sentiment if organizations across Greeley can find ways to communicate more effectively while deploying ideas.

*“I’m impressed at the research behind it and the multi-step approach. I also like that, at its core, the approach emphasizes efficient collaboration among multiple agencies. I would love to see Weld and Larimer communities band together to tackle the issue.”*

*“Education of our neighbors is an important aspect of this situation, so that we are not ‘pushing the problem’ (meaning, people) to the side. We all should be on board to help one another.”*



## D. RECOMMENDATIONS

1. Utilize the Collective Impact Framework to coordinate cross-organizational collaboration.
2. Conduct a housing needs assessment.
3. Pursue pre-development research for a service-based campus model approach.
4. Establish a clear understanding of the risk & protective factors of homelessness (with collective impact).
5. Establish a user-friendly resource guide for organizations, housed, and un-housed community members (with collective impact).
6. Explore creative temporary solutions.

### **RECOMMENDATION 1: COLLECTIVE IMPACT - AN ANSWER TO CALLS FOR BETTER COORDINATION**

Stakeholder interviews, community engagement, and dialogue with city staff revealed a desire for better coordination amongst government and nonprofit practitioners of homelessness services. A general feeling of disorganized, siloed efforts and seemingly different goals across organizations emerged, showing a lack of cohesive collaboration, which is no fault to Greeley's existing government departments, nonprofits, and service providers. Organizations worldwide find it hard to make actual cross-sector collaboration work, often engaging in what can be called 'isolated impact.' However, a significant opportunity exists in what has been expressed: the desire to coordinate better.

Complex problems, like the growing nationwide problem of homelessness, require creative thinking and cross-sector engagement. No government department or nonprofit has the authority or the realistic capability to solve such a problem independently. This realization should go even further to understand that 'business as usual' is doubtful to be effective, requiring many stakeholders of the work to think deeply about organizational behavior change.

An answer to this dynamic is the Collective Impact Framework. Initially identified by the [Stanford Social Innovation Review in the winter of 2011](#), this framework is a strategy constructed to solve what Greeley stakeholders and community members have been asking for as a structured way to achieve social change. Collective impact is a network of community members, organizations, and institutions who advance equity by learning together, aligning, and integrating their actions to achieve population and systems-level change. The framework helps define success with five conditions ([Collective Impact Forum, 2022](#)).

#### **Sub-recommendation: Build upon existing leadership and align with a backbone entity.**

For Collective Impact to be successful, stakeholders can appoint an existing team or form a new one to ensure intentional coordination and collaboration. Fortunately, Collective Impact around homelessness is already occurring in Greeley through the United Way of Weld County and the [Northern Colorado Continuum of Care \(NOCOCoC\)](#). It

#### **THE FIVE CONDITIONS OF COLLECTIVE IMPACT**

- 1. It starts with a common agenda.**
  - » Multiple organizations come together to collectively define the problem and create a vision to solve it.
- 2. It establishes shared measurement.**
  - » The partner organizations track progress in the same way - allowing for continuous learning, accountability, and improvement.
- 3. It fosters mutually reinforcing activities.**
  - » The organizations take collaboration even further by integrating activities to maximize results.
- 4. It encourages continuous communication.**
  - » The organizations build trust and strengthen relationships with consistency.
- 5. It has a strong backbone.**
  - » The backbone is the team dedicated to aligning and coordinating the work of the partner organizations.

would be best for the City to fully align its efforts with the NOCOCO as the backbone organization and encourage the County to do the same.

However, at this time, after recent communication with NOCOCO and United Way of Weld County, issues of capacity have been raised. For that reason and to act immediately concerning the urgency of the problems, the City of Greeley should begin steps of forming a Collective Impact initiative with Greeley as the backbone. The initiative’s success will require the dedication of a position focused on carrying out the five conditions of Collective Impact. Later, it may be appropriate to reapproach United Way and the NOCOCO to serve in a greater capacity of leadership and fiscal agency for the efforts.

*The following steps would be instrumental in utilizing the framework to its potential:*

1. Form a Greeley Housing & Homelessness Collective Impact Initiative/Council
2. Hire a Director of Collective Impact in Housing & Homelessness
3. Establish a list of partners that the City should engage in the initiative/council that should include executive leadership in:
  - » Multiple City Departments (Greeley, Evans, Garden City)
    - Police, Fire, Public Transit, School District, Economic Health & Housing, Urban Renewal Authority, Planning & Zoning, Neighborhood Resources, Parks, Communication & Engagement, Housing Authority, Street Outreach, Emergency Management
  - » Service providers & Nonprofits
    - Shelters, Transitional Housing, Mental Health, Substance Abuse
  - » Affordable Housing Developers
  - » Philanthropic Foundations
  - » For-Profit Businesses (that desire to help)

**Examples of Collective Impact Addressing Homelessness in Action:**

City/Area	Program Name	Launch	Result Highlights
Omaha, NE	<a href="#">Metro Area Continuum of Care for the Homeless</a>	2006	<ul style="list-style-type: none"> <li>• 8,000+ Households Receive rental assistance</li> </ul>
Coatesville, PA	<a href="#">Homelessness and Unemployment in Coatesville Collective</a>	2021	<ul style="list-style-type: none"> <li>• Received \$225k Grant for exploring Collective Impact</li> </ul>
Los Angeles, CA	<a href="#">Home for Good</a>	2010	<ul style="list-style-type: none"> <li>• 2 successful ballot initiatives</li> <li>• Encampment to Home Program                             <ul style="list-style-type: none"> <li>» 93% remain housed</li> </ul> </li> </ul>

**Collective Impact Resources:**

- [What is Collective Impact?](#)
- [Readiness Assessment](#)
- [Committing to Collective Impact](#)
- [Backbone Starter Guide](#)

## RECOMMENDATION 2: CONDUCT A HOUSING NEEDS ASSESSMENT

As the City and county grapple with housing insecurity and affordability issues, it is vital to quantify the number of housing units needed in the local market regarding economics, demographics, and current supply. The City may need an affordable housing inventory of multiple income points to address broader problems. A balanced housing stock can address issues within Greeley's housing continuum while providing relief to the community members experiencing housing insecurity.

A needs assessment will allow the City to get strategic for defining:

- Income and Poverty
- Market Trends
- Rental Affordability
- Homeownership Affordability
- Special Interest Population Needs (senior and disability)

## RECOMMENDATION 3: PURSUE PRE-DEVELOPMENT RESEARCH FOR A SERVICE-BASED CAMPUS MODEL APPROACH.

Stakeholders and community members expressed a desire to have the City explore the development of a service-based campus model that can offer several homeless services and permanent supportive housing. These campuses have gained increased momentum and attention in other cities and states. It is recommended that the City coordinate a multi-organizational (City, County, Housing Authority, Nonprofit, etc) campus to address homelessness and provide access to critical services such as:

- Housing & shelter
- Healthcare (mental, dental & physical)
- Employment
- Substance abuse treatment
- Food
- Clothing
- Court proceeding assistance



As a sub recommendation, the City should consider what Collective Impact could contribute to the long-term overall success of this type of effort. A shared-service campus could be an essential 'one-stop-shop' in changing people's lives with the proper communication and collaboration.

Below is an example of the preliminary development costs for a 50-unit campus.

### Preliminary Development Costs for a 50 unit Campus:

Users		Sources	
Acquisition	\$1.3M	Conventional Loan	\$5.2M
Site Improvements	\$4.5M	9% LIHTC	\$11.7M
Hard Costs @ \$250 PSF	\$10.7M	DOH Grants	\$3.8M
Professional Fees	\$500k		
Construction Finance	\$1M		
Soft Cost	\$4.3M		
Developer Fee	\$2.5M		
<b>Total</b>	<b>\$25.1M</b>	<b>Total</b>	<b>\$20.6M</b>
<b>Remaining Gap</b>			<b>\$4.4M</b>

### Annual Operating Costs for a 50 unit Campus:

Annual Rental Income (inc. Vouchers)	\$650k
Vac Rate 7%	\$45k
EGI	\$600k
Operating Expenses	\$210k
<b>NOI</b>	<b>\$390k</b>

### Annual Services Costs for a 50 unit Campus:

Staffing Costs	\$200k
Program Costs	\$40k
<b>Total Costs</b>	<b>\$240k</b>

Examples of service-based campus models:

City/Area	Project Name Developer	Highlights
Denver, CO	<a href="#">Arroyo Village</a> <ul style="list-style-type: none"> <li><a href="#">The Deloris Project</a></li> <li><a href="#">Rocky Mountain Communities</a></li> </ul>	<ul style="list-style-type: none"> <li>Mixed-use</li> <li>Trauma-informed</li> <li>35 units - Permanent Supportive Housing</li> <li>95 units - Affordable Housing</li> </ul>
Richmond, CA	<a href="#">Bridge of Hope Center</a> <ul style="list-style-type: none"> <li><a href="#">Bay Area Rescue Mission</a></li> </ul>	<ul style="list-style-type: none"> <li>Trauma-informed</li> <li>Long-term housing               <ul style="list-style-type: none"> <li>» 26 units</li> </ul> </li> <li>Emergency shelter               <ul style="list-style-type: none"> <li>» 114 shelter beds</li> </ul> </li> </ul>

City/Area	Project Name Developer	Highlights
Santa Rosa, CA	<a href="#">Housing First Strategy</a>	<ul style="list-style-type: none"> <li>• Emergency Shelter</li> <li>• Day Services</li> <li>• Safe Parking Pilot Program</li> <li>• Rental Assistance</li> <li>• Community Homeless Assistance Program (CHAP)</li> <li>• Homeless Encampment Assistance Program (HEAP)</li> <li>• Warming Center</li> </ul>

**Sub-recommendation: Support, include, and plan around the upcoming High Plains Development Corporation campus and other affordable housing developments.**

The City should support High Plains Development Corporation’s development plans at 123 9th Avenue. This development presents the fastest opportunity for the delivery of a service-based campus. Additionally, the organization’s leadership is ready to collaborate and partner with the City.

In addition to the inclusion of High Plains, Greeley should also continuously be aware of upcoming and proposed affordable housing products from other developers, seeking to include them into the fold of the potential collective impact initiative.

**RECOMMENDATION 4: ESTABLISH A CLEAR UNDERSTANDING OF THE RISK & PROTECTIVE FACTORS OF HOMELESSNESS (PREFERABLY WITH COLLECTIVE IMPACT).**

There is a palpable desire to end homelessness in Greeley amongst stakeholders and community members, with many organizations providing services for those experiencing homelessness and interventions out of it. However, there doesn’t seem to be a shared understanding of what causes homelessness or why their unhoused neighbors are in Greeley. This disconnect reveals a couple of fundamental missing pieces. To solve the problem of homelessness, we can’t just focus on reactive interventions. We must also think proactively. We must also think proactively. To get proactive, we need to understand ‘the why,’ which can be explained by understanding homelessness’s risk and protective factors. We also need to deeply engage the unhoused community by talking and learning from them to understand their individual stories and the common threads between them. With the proper context, the City, the stakeholders, and the community can move forward with a shared understanding of where to intervene before homelessness becomes an option.

The City can strengthen the exploration of these risk and protective factors further by utilizing the Collective Impact Framework and even the University of Northern Colorado as a research partner. Homelessness risk factors have been studied many times over the years. Some recent nationally representative data recognize adversity in childhood, socioeconomic struggle, mental health problems, and addiction problems as potential predictors of homelessness. However, a deep qualitative study and engagement of the homeless in Weld County would likely reveal extremely pertinent information to plan around.

## **RECOMMENDATION 5: ESTABLISH A USER-FRIENDLY RESOURCE GUIDE FOR ORGANIZATIONS, HOUSED, AND UN-HOUSED COMMUNITY MEMBERS (PREFERABLY WITH COLLECTIVE IMPACT).**

In looking at current resource lists in Greeley, the Urbanity Advisors team found it challenging to get a grasp on homelessness services currently being offered. Much of the marketing material available from stakeholders and the City were too extensive, which could be overwhelming to community members, both housed and unhoused. It was also apparent that printed and online materials are inconsistent, outdated, and hard to find.

We recommend intentional efforts to establish a user-friendly resource navigation guide with the community in mind. It should be easy to find online (with responsive mobile design) and printable on one sheet of paper (front and back). A simple, well-designed guide would allow housed community members to identify resources to help their unhoused neighbors quickly and help the homeless community know where and how to get help.

Fort Collins has a guide that embodies many of the elements mentioned above, called the Homeless Resource Guide, run and managed by Outreach Fort Collins. It includes a list of shelters, services, and other resources, hosted on a website and a printable flyer with a map. This guide could be a model for Greeley to adapt and take even further, especially if organized by Collective Impact.

## **RECOMMENDATION 6: EXPLORE CREATIVE TEMPORARY SOLUTIONS.**

The City should explore temporary options that the collective of homeless service providers can execute quickly while long-term solutions are in the works. The development of real estate solutions, including finding funding sources, pre-development, and eventual construction, can take years to establish. In the meantime, problems of homelessness will likely grow in need. Creative temporary solutions have been explored in other cities and are worth pursuing in Greeley, including safe places for the homeless community to camp, park, and establish more stable situations as they seek solutions in their own lives. These safe places include helpful services that can point the community in the right direction.

To accomplish the following temporary solutions, support from the multiple City departments is vital. Zoning code revisions and creative permitting solutions may be necessary to allow for the uses to be legal. This course of action can lead to great debates and contention within the community and will require deep engagement, education, and consistent talking points from City leadership to be accomplished. It's important to stress the temporary nature of these solutions and highlight them as an alternative to the existing unorganized and unsafe conditions of illegal camping.

### **Safe Outdoor Spaces**

'Safe outdoor spaces' are healthy, secure, staffed, resource and service-rich environments that provide an outdoor, individualized sheltering option for people experiencing unsheltered homelessness. The services include shelter in the form of ice fishing tents, portable toilets, power, and wi-fi as an immediate chance to alleviate street homelessness. This temporary solution offers the community-at-large relief from seeing camping in unorganized places such as parks, sidewalks, or the areas by the Poudre River (where much of Greeley's camping occurs).



*Safe Open Spaces Cost Estimates:*

<b>45 SOS Tents and Site Set Up</b>	<b>Price Per Unit</b>	<b>Total Cost</b>
Tents (45)	\$300	\$13,500
Tent Supplies, Heating & Cooling (45)	\$150	\$6,750
Management, Storage and Services Tent	\$30,000	\$30,000
Site Prep Overall per SOS (fencing, signage, banners, security camera etc.)	\$25,000	\$25,000
Electric	\$50,000	\$50,000
Wooden platforms	\$12,000	\$12,000
Site Design & Permitting	\$10,000	\$10,000
Community Engagement Specialist	\$15,000	\$15,000
Misc.	\$15,000	\$15,000
<b>Total Tents and Site Set up</b>		<b>\$177,250</b>

**Safe Parking**

Similar to the concept of Safe Outdoor Space, Safe Parking provides options for homeless individuals that are living out of their cars. This type of initiative gives individuals and families legal and safe places to shelter in their vehicles overnight and should provide portable toilets, power, and wi-fi.

**Tiny Home Villages**

As a more permanent than tents and vehicles, but still temporary solution, tiny homes provide the opportunity for homeless sheltering, allowing the homeless community to transition into stable housing. Tiny homes offer more privacy and the amenities of toilets, power, and wi-fi.

**Operators, Manufacturers, and Existing Initiatives****Colorado Village Collaborative**

The Colorado Village Collaborative (CVC) is a nonprofit service provider currently working out of the Denver Metro area, offering safe outdoor spaces and tiny home villages. CVC has been operating since 2018 and has served nearly 300 people in 2021.

*CVC Construction Cost Estimates:*

- Tiny Homes: \$15,000 / unit

**Colorado Safe Parking Initiative**

[Colorado Safe Parking Initiative \(CSPI\)](#) is a nonprofit operating statewide and is currently expanding its services, having hired its first paid staff and Executive Director. It launched its first safe parking pilot in 2020 and is now operating five lots in Arvada, Aurora, Broomfield, Golden, and South Denver.

Safe Parking Cost Estimates:

- Roughly \$150k annually

**Pallet**

[Pallet](#) is a manufacturer of tiny home/ temporary cabin-style shelters that boast the ability to be buildable in one day or folded and stored flat when not in use. Their cost-effective approach utilizes fiberglass, reinforced plastic, foam insulations, and aluminum framing. Pallet is strictly a manufacturer and does not provide services outside of helping to support municipalities and nonprofits in delivering and constructing a shelter village. They have over 60 shelter villages around the country of over 1,700 cabins, reaching over 4,000 people. There are two shelter villages currently operating in Colorado in Aurora (run by the Salvation Army) and Grand Valley (operated by Homeward Bound of the Grand Valley).



Construction Cost Estimates:

Product	Starting Price
Shelter 64 (2-bed cabin)	\$6,995
Shelter 100 (4-bed cabin)	\$9,495
Bathroom (shared bathroom unit for village)	\$34,995
Services Office	\$8,995
Community Room (for meals and services)	\$36,995

# Homeless and Housing Options

**Current Initiatives and Partnerships Discussed at the January 25 Work Session**

- 1) Financial support for the Housing Navigation Center and Cold Weather Shelter/new location for facilities with additional amenities**
- 2) Power washing Downtown Plazas**
- 3) Encampment clean-up**
- 4) Expanded United Way Street outreach and coordination with Neighborhood Action Team and Squad 1**
- 5) Homeless and Housing Assessment – Urbanity Advisors**

# Homeless and Housing Options

- 1) **Additional Initiatives Since January 25**
- 2) **Call Guide for Concerns Related to Homelessness**
- 3) **Tips for Protecting Private Property Guide**
- 4) **City's Webpage for Greeley Homeless and Housing Services**

[greeleygov.com/homelessandhousingservices](http://greeleygov.com/homelessandhousingservices)

- 5) **Exploration of Community Court Model**

**Combines community programs and the criminal justice system.**

**The goal is to prompt offenders to get into housing rather than sentencing them to jail and fines.**

# Homeless and Housing Recommendations

- #1) Utilize the Collective Impact Framework to coordinate cross-organizational collaboration.**
  - a. Explore a Housing Advisory Council (HAC)**
    - 1) Cities (Greeley, Evans, Garden City), County, United Way, and other providers/funders**
    - 2) Work on coordination, campus model implementation, services, funding, etc.**
  - b. Pursue city organizational structure to support/enhance resources and decision making.**
    - 1) Human Affairs Director (or similar title)**
    - 2) Expanded and coordinated outreach (Street outreach, Police Co- Responder, Fire/Squad 1, etc.)**



# Homeless and Housing Recommendations

## #2) Conduct a Housing Needs Assessment.

### a. City-wide assessment

- Full spectrum of housing needs

### b. Once complete, provide policy recommendations and code changes

- incentives
- regulatory changes
- public-private partnerships
- creative financing
- land banking



# Homeless and Housing Recommendations

- #3) Pursue pre-development research for a service-based campus model approach.**
  - a. Coordinate partners, short- and long-term strategies, financing, and implementation.**
  - b. Pursue more directed engagement with High Plains on potential site, expedited opportunities for implementation, GURA property acquisition for shelter, etc.**
  - c. Pursue other possible locations, land banking opportunities, Housing Authority investment, partnerships, etc.**



## Homeless and Housing Recommendations

**#4) Establish a clear understanding of the risk and protective factors of homelessness.**

**a. Investigate risk and protective factors**

**b. Identify gaps in current services**

**c. Build solutions that include preventative measures**

**d. Ongoing engagement with those impacted**



# Homeless and Housing Recommendations

**#5) Establish a user-friendly resource guide for organizations, housed, and un-housed community members.**

- a. In progress with United Way**
- b. Expand to include additional service providers, transit routes, resources, etc.**
- c. Work with City communications team to publicize**



# Homeless and Housing Recommendations

## #6) Explore creative temporary solutions.

- a. Staff review and follow-up on possible temporary solutions
- b. Consider locations and/or partnerships, funding, resources, etc.





# Homelessness & Housing in Greeley

June 14, 2022



## Scope of Work

- Evaluate existing sources of information;
- Analyze what might be driving demand locally and regionally;
- Evaluate best practices;
- Provide opportunities for engagement and public involvement;
- Estimate development and ongoing operating costs;
- Outline financial feasibility, funding options, and key next steps.



## About Us

- Formed in 2015
- Services:
  - Geographic Information Systems (GIS)
  - Community Engagement
  - Due Diligence and Project Management
  - Urban Planning and Development
  - Marketing and Branding
- Notable Clients:
  - Colorado Housing Finance Authority
  - Enterprise Community Partners
  - Rocky Mountain Communities
  - University of Colorado Anschutz
  - Urban Land Conservancy

More info at: [urbanityadvisors.com](http://urbanityadvisors.com)

*In collaboration with...*

**Cappelli Consulting, LLC | Reinen Consultants, LLC | Williford, LLC**

# The Team



**James Roy II**  
*Founder*



**Briana Roy**  
*Operations*



**Chenay McConnell**  
*Associate*



**Augustina Remedios**  
*Cappelli Consulting*



**Mary Coddington**  
*Cappelli Consulting*



**Tim Reinen**  
*Reinen Consultants*

**Jonathan Cappelli**  
*Cappelli Consulting*



**Terrell Curtis**



**Willa Williford**  
*Williford, LLC*



# Existing Conditions

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# Stakeholder Interviews

- 13 Stakeholders
  - January 9th - February 17th
  - SWOT Analysis
-



# Stakeholder Interviews

## Findings

Strengths	Weaknesses
<ul style="list-style-type: none"><li>● Passion for change</li><li>● Strong skills and expertise</li><li>● Northern Colorado Continuum of Care</li><li>● Great ideas in Motion<ul style="list-style-type: none"><li>○ High Plains Housing Development Corp.</li><li>○ 665 Units in Pipeline</li></ul></li></ul>	<ul style="list-style-type: none"><li>● Siloed conditions</li><li>● Poor coordination</li><li>● Gaps &amp; Duplication in services</li><li>● Lack of quality engagement of those experiencing homelessness</li></ul>
Opportunities	Threats
<ul style="list-style-type: none"><li>● City-County Partnership</li><li>● Desire to coordinate</li><li>● Desire to engage community</li><li>● United Way of Weld County<ul style="list-style-type: none"><li>○ System-Level Coordination (Collective Impact Leadership)</li></ul></li></ul>	<ul style="list-style-type: none"><li>● Lack of County-wide approach</li><li>● Territorial behavior</li><li>● Passive-aggressive behavior</li><li>● NIMBY-ism</li></ul>

# Community Voice

## Session 1 - [The Why] Community Perception, Impact, & Visions

February 16	Zoom	68 (110 registered)
February 17	Greeley Rec	39 (65 registered)
Survey 1	Online	72

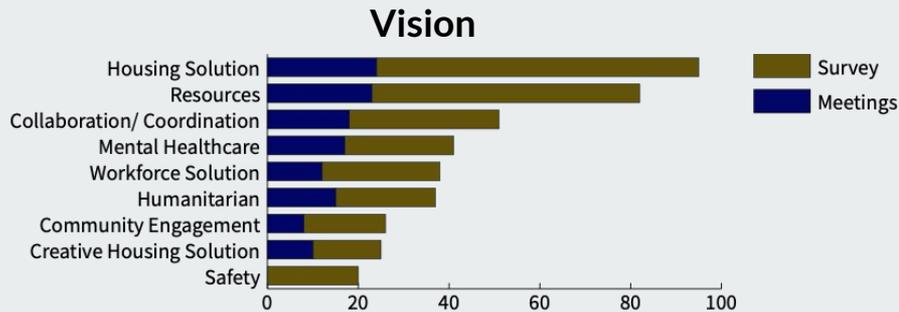
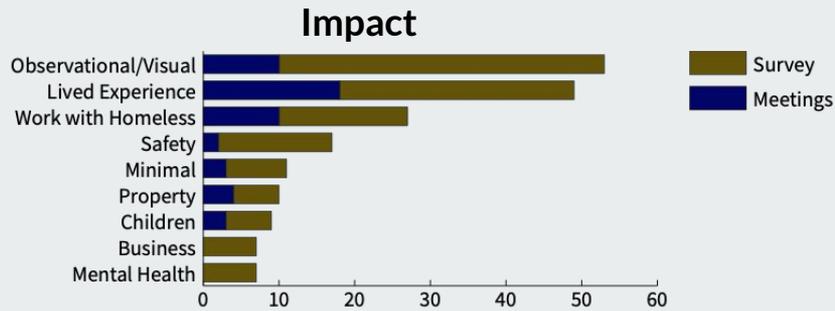
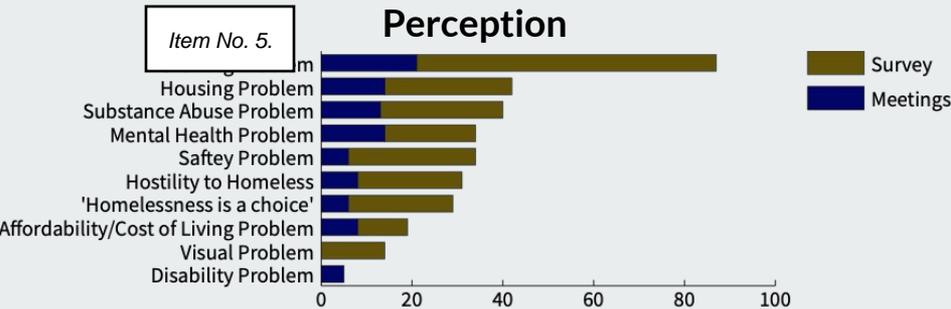
## Session 2 - [The How] We Move Forward

April 13	Zoom	43 (74 registered)
April 14	Greeley Rec	36 (55 registered)
Survey 2	Online	32

## Session 3 - [The What] We Do to Move Forward

May 18	Greeley Rec	22 (32 registered)
May 19	Zoom	16 (29 registered)
Survey 3	Online	xx





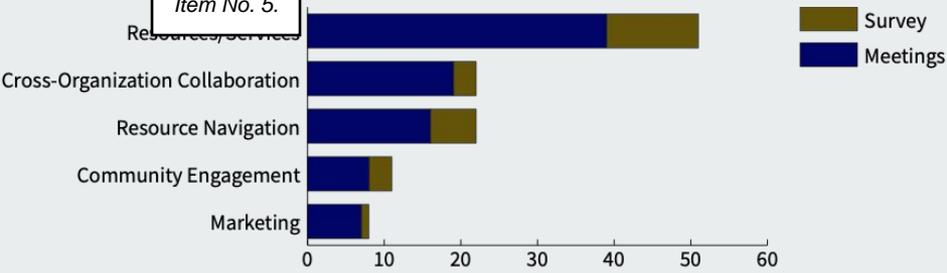
# *[The Why]* Community Perception, Impact, & Visions

Session 1  
February

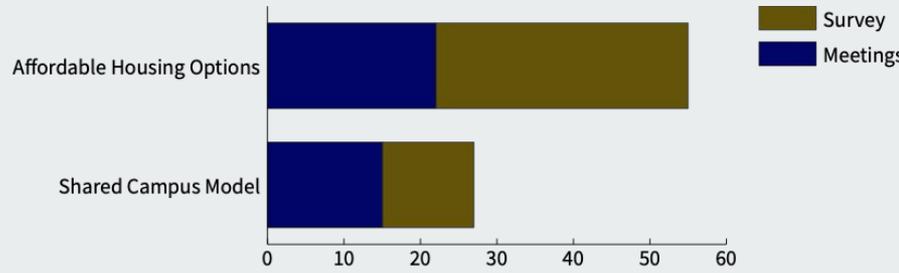


Item No. 5.

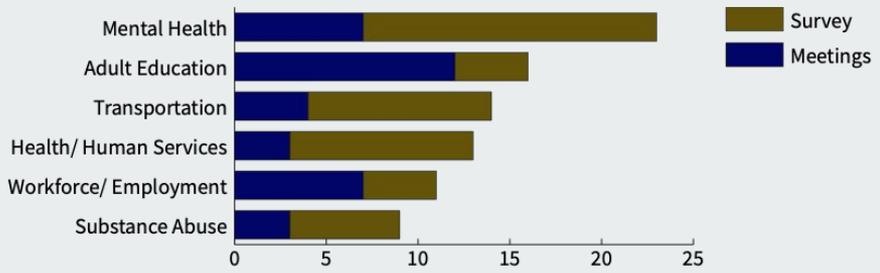
### Coordination



### Real Estate



### Services



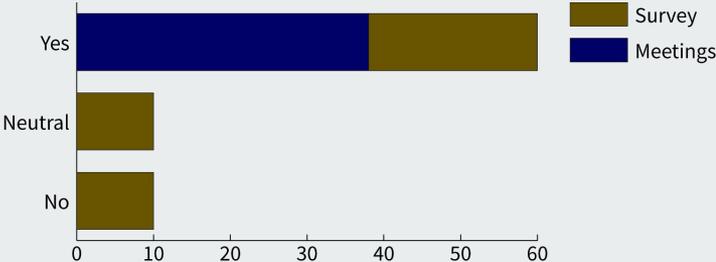
# [The How] We Move Forward

Session 2  
April

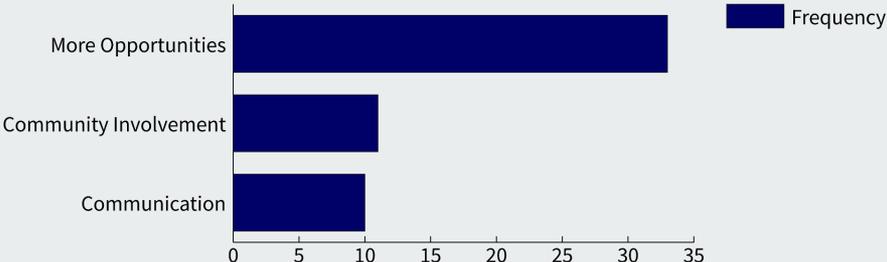


Item No. 5.

### Expressions of Support for Recommendations



### How Should the Community be Engaged?



# [The What] We Do to Move Forward

Session 3  
May



# Recommendations

## *The “What”*

1. **Utilize the Collective Impact Framework** to coordinate cross-organizational collaboration.
  2. Conduct a **housing needs assessment**.
  3. Pursue **pre-development research for a service-based campus model** approach.
  4. Establish a clear **understanding of the risk & protective factors of homelessness** (with collective impact).
  5. Establish a **user-friendly resource guide** for organizations, housed, and un-housed community members (with collective impact).
  6. Explore **creative temporary solutions**.
-

# Solutions to 'Coordination'

Recommendations:

## 1. Collective Impact

- *Utilize the Collective Impact Framework to address calls for better coordination.*

# Collective Impact

Collective impact is a network of community members, organizations, and institutions who advance equity by learning together, aligning, and integrating their actions to achieve population and systems level change.



Item No. 5.



**It starts with a common agenda**

This means coming together to collectively define the problem and create a shared vision to solve it.



**It establishes shared measurement**

That means tracking progress in the same way, allowing for continuous learning and accountability.



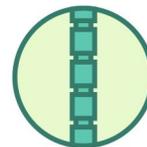
**It fosters mutually reinforcing activities**

That means integrating the participants' many different activities to maximize the end result.



**It encourages continuous communications**

That means building trust and strengthening relationships.



**And it has a strong backbone**

That means having a team dedicated to aligning and coordinating the work of the group.

**The Five Conditions of Collective Impact**

## Recommendation: Utilize the Collective Impact Framework to address calls for better coordination.

***Sub-recommendation: Build upon existing leadership and define a clear backbone entity***

- Backbone Options
  - The City of Greeley and/or Weld County
  - Northern Colorado Continuum of Care
  - United Way of Weld County

Suggested Timeline: Immediate

Follow up steps:

1. Establish a committee composed of cross-sector leaders, decision makers, and community members.
2. Hire dedicated staff to support the initiative.
3. Form working groups of cross-sector partners around specific elements of the common agenda (*include currently or formerly homeless community members*).



# Collective Impact Efforts Center Equity

Collaboratives can pursue equity through five strategies. Each strategy is important and should be woven into the implementation of the five conditions of Collective Impact.

1. Ground the work in *data and context*, and *target solutions*
2. Focus on *systems change*, in addition to *programs and services*
3. *Shift power* within the collaborative
4. *Listen to* and act with *community*
5. Build *equity leadership and accountability*



## Examples of Collective Impact Addressing Homelessness

City / Area	Program Name	Launch	Result Highlights
Omaha, NE	<a href="#"><u>Metro Area Continuum of Care for the Homeless</u></a>	2006	<ul style="list-style-type: none"> <li>8,000+ Households Receive rental assistance</li> </ul>
Coatesville, PA	<a href="#"><u>Homelessness and Unemployment in Coatesville Collective</u></a>	2021	<ul style="list-style-type: none"> <li>Received \$225k Grant for exploring Collective Impact</li> </ul>
Los Angeles, CA	<a href="#"><u>Home for Good</u></a>	2010	<ul style="list-style-type: none"> <li>2 successful ballot initiatives</li> <li>Encampment to Home Program               <ul style="list-style-type: none"> <li>93% remain housed</li> </ul> </li> </ul>

# Solutions through 'Real Estate'

Recommendations:

## 2. Conduct a Housing Needs Assessment

*(Collective Impact - Forming the Common Agenda & Establishing Shared Measurement)*

- Quantifies the number of housing units and types needed in the local market with regard to economics, demographics, and current supply. **Affordable housing inventory** of multiple income points may be needed to address wider problems.

## 3. Pursue pre-development research for service-based campus model approach

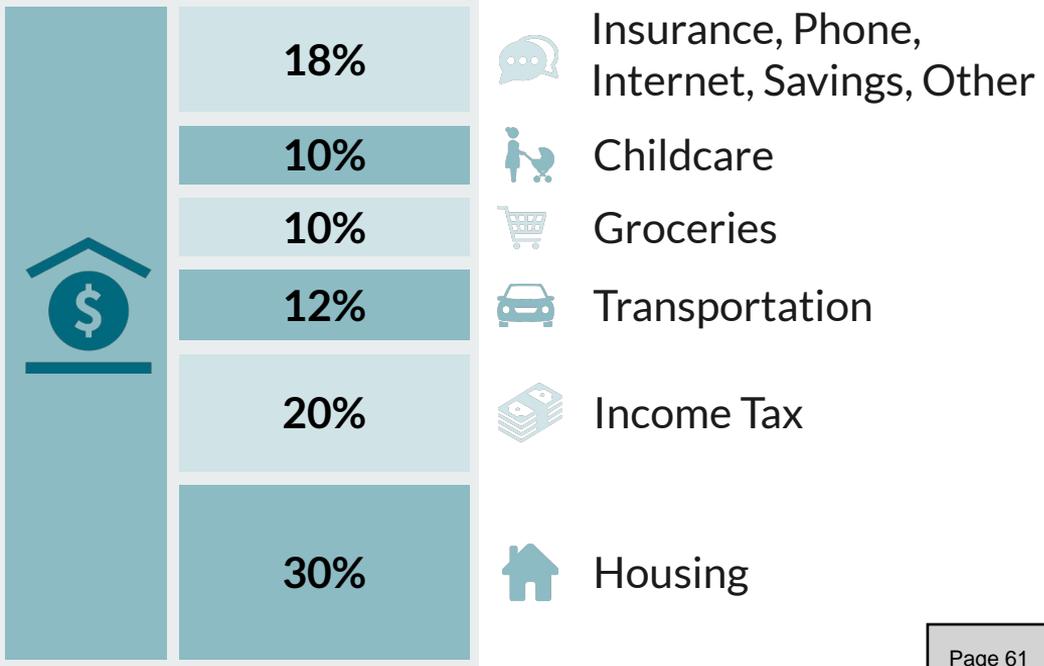
*(Collective Impact - Fostering Mutually Reinforcing Activities)*

- Utilize **Collective Impact** to coordinate a multi-organizational (City, County, Housing Authority, Nonprofit, etc) campus to address homelessness and provide access to critical services such as housing, healthcare (mental, dental & physical), employment, substance abuse treatment, food, shelter, clothes, and even court proceedings. **This should consider collaboration with [High Plains Housing Development](#) and its ongoing plans to develop a campus.**

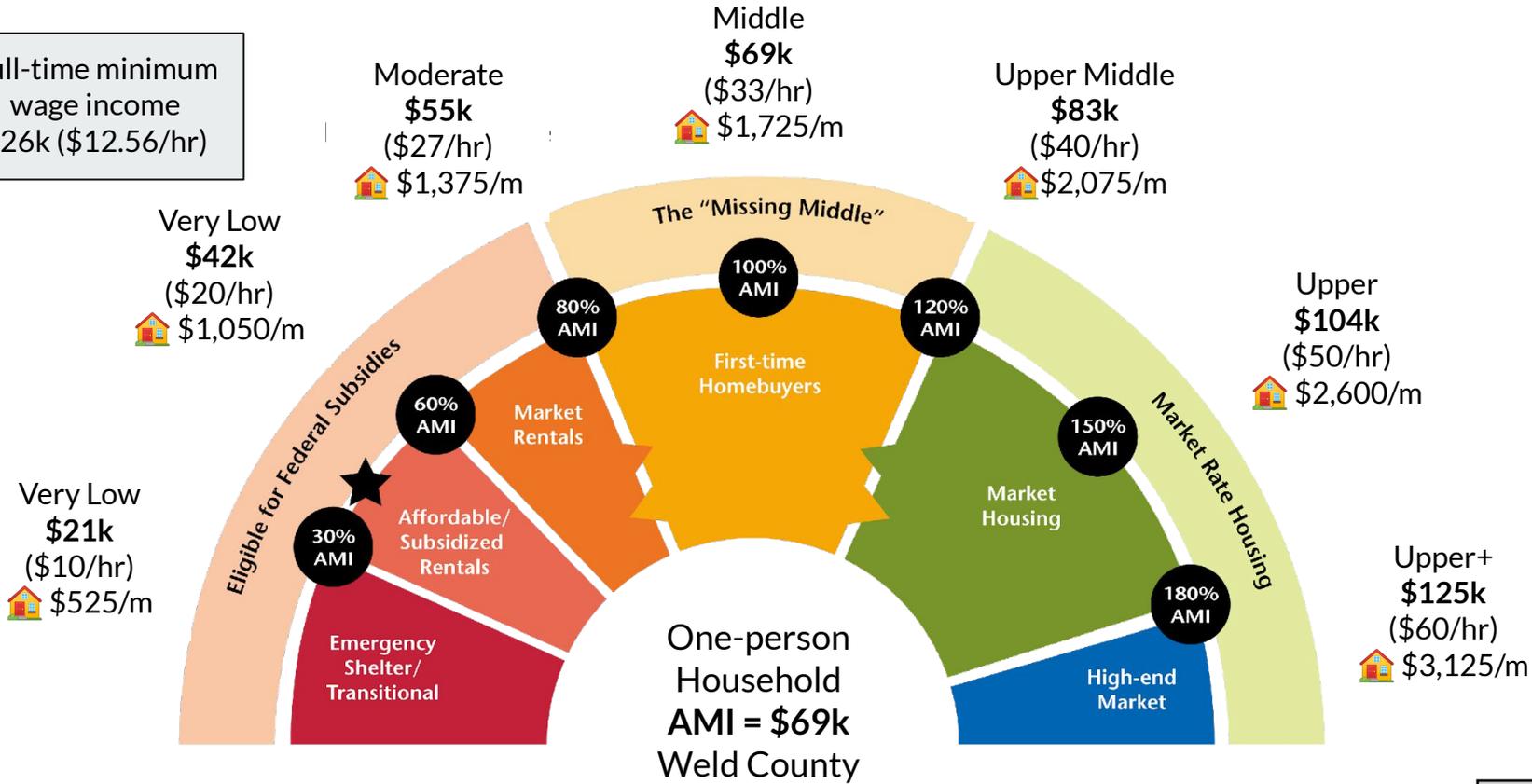
...But even with “affordable” housing, a typical Colorado family would have little left over to invest in the future

# What is affordable housing?

“Affordable” housing means paying no more than 30% of gross income for rent/mortgage and utilities.



★ Full-time minimum wage income \$26k (\$12.56/hr)



# Housing Bridge



# Service-based Campus Model

## Potential service offerings

- Housing & shelter
- Healthcare (mental, dental & physical)
- Employment
- Substance abuse treatment
- Food
- Clothing
- Court proceeding assistance



Preliminary Development Costs:

Uses		Sources	
Acquisition	\$1.3M	Conventional Loan	\$5.2M
Site Improvements	\$4.5M	9% LIHTC	\$11.7M
Hard Costs @ \$250/SF	\$10.7M	DOH Grants	\$3.8M
Professional Fees	\$500k		
Construction Finance	\$1M		
Soft Costs	\$4.3M		
Developer Fee	\$2.5M		
<b>Total</b>	<b>\$25.1M</b>	<b>Total</b>	<b>\$20.6M</b>
<b>Remaining Gap</b>			<b>\$4.4M</b>

*Financial Example | Service-Based Campus | 50 unit campus*

Annual Operating Costs:

Annual Rental Income (inc. Vouchers)	\$650k
Vac Rate 7%	\$45k
Effective Gross Income (EGI)	\$600k
Operating Expenses	\$210k
<b>Net Operating Income (NOI)</b>	<b>\$390k</b>

Annual Services Costs:

Staffing Costs	\$200k
Program Costs	\$40k
<b>Total Costs</b>	<b>\$240k</b>

# What's already in the works?

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# High Plains Housing Development

## 123 9th Ave

- Multi-Phase, Currently in Early Development
- 150 Housing Units
  - 60 Units Permanent Supportive Housing
  - 90 Units of Mixed Low Income Affordable Units
- 6.5 Acres
- 15,000 sqft Housing Navigation Center
- A Woman's Place Domestic Violence Shelter



# 123 N. 9TH AVE, GREELEY COLORADO



Item No. 5.

# 123 N. 9TH AVE, GREELEY COLORADO - CAMPUS SITE PLAN





# Affordable Units in Greeley Housing Pipeline

(and surrounding areas)

686 Units

Project	Developer	Type of Housing	Units	Current Development Status
<b>Immaculata Plaza II (merging with Immaculata Plaza I)</b>	Archdiocese Housing	30% Low Income Senior Apartments	29	Pre-Development; Entitlement
<b>Copper Platte (Greeley Mall Project)</b>	Inland Group, Washington State	60% AMI for Families	224	Under Construction
<b>Hope Springs</b>	Habitat/Richmark/Commonwealth	Habitat single family Mixed Income	181	Pre-Development; Entitlement
<b>123 Property</b>	High Plains & Co-Developer	Supportive Housing/Multi-family Housing	150	Pre-Development
<b>Brigit's Village Frederick</b>	Blueline Development	Seniors (25%) & family housing (30%-50% AMI)	40	Pre-development; 2021 tax credit application not funded
<b>Vincent Village Apartments Fort Lupton</b>	Michael's Development	30%-80% family housing	72	Awarded tax Round 1-202

# Solutions through 'Services'

Recommendations:

## 4. Establish a clear understanding of the risk and protective factors of homelessness

*(Collective Impact - Forming the Common Agenda & Establishing Shared Measurement)*

- An understanding of risk and protective factors will help identify gaps in current services available and build well-rounded solutions that include preventative measures.

## 5. Establish a user-friendly resource guide for organizations, housed and un-housed community

*(Collective Impact - Encourage Continuous Communication & Fostering Mutually Reinforcing Activities)*

- Along with Collective Impact partners, establish a working group to create a resource guide for community members to access easily and a potential marketing campaign for reach.

## 6. Explore creative temporary solutions

*(Collective Impact - Fostering Mutually Reinforcing Activities)*

- Monitored camping villages and safe parking lot programs can serve as productive ways to meet challenges while more permanent solutions are in the works.



# Homelessness Risk Factors

Risk factors for homelessness in a nationally representative, population-based sample.

[Source: Risk Factors for Homelessness: Evidence From a Population-Based Study.](#)  
[Katherine H. Shelton Ph.D.Pamela J. Taylor M.D.Adrian Bonner Ph.D.Marianne van den Bree Ph.D.](#)

## Adversity in childhood

- Ever ran away
- Ordered out of home by parents
- Parental-caregiver neglect
- Foster care
- Biological father incarcerated
- Duration of welfare assistance before age 18

## Socioeconomic situation

- Grade when person left school
- Economic difficulty in the past 12 months
- Currently employed

## Mental health problem

- Ever diagnosed with depression
- Psychiatric hospitalization (past 5 years)

## Addiction Problem

- Substance Abuse



# Creative Solutions: Safe Outdoor Spaces

Example: [Colorado Village Collaborative](#)

Healthy, secure, staffed, resource and service-rich environments that provide an outdoor, individualized sheltering option for people experiencing unsheltered homelessness.



# Creative Solutions: Safe Outdoor Spaces

## *Financial Implications*

Example provided by:

[Colorado Village Collaborative](#)

*Cost per tent between \$4,000 - \$4,500*

45 SOS Tents and Site Set Up	Price Per Unit	Total Cost
Tents (45)	\$300	\$13,500
Tent Supplies, Heating & Cooling (45)	\$150	\$6,750
Management, Storage and Services Tent	\$30,000	\$30,000
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Community Engagement Specialist	\$15,000	\$15,000
Misc.	\$15,000	\$15,000
<b>Total Tents and Site Set up</b>		<b>\$177,250</b>

## Creative Solutions: Safe Parking

Example: [Colorado Safe Parking Initiative](#)

Safe parking provides a safe, legal place to sleep and provides stability for people on their path toward more permanent housing.

*Roughly \$150k annually*



# Creative Solutions: Tiny Homes

- Temporary “tiny homes”
- About 100 square feet each
- Contains electricity, heaters, fans and outlets but no water or sewer connections.
- Temporary residential environment that serves as an alternative sheltering solution intended to create additional access points into the housing continuum.





# Creative Solutions: Tiny Homes

## Colorado Village Collaborative

Around \$15,000 per unit



## Pallet Shelter

Product	Starting Price
Shelter 64 (2-bed cabin)	\$6,995
Shelter 100 (4-bed cabin)	\$9,495
Bathroom (shared bathroom unit for village)	\$34,995
Services Office	\$8,995
Community Room (for meals and services)	\$36,995

# City Council Work Session Agenda Summary

June 14, 2022

## **Agenda Item Number**

Key Staff Contact: Becky Safarik, Interim Community Development Director/Deputy City Manager, 350-9786

## Title

Review of the land use quasi-judicial hearing process

## Background

The City Council has recently been presented with several significant land use proposals and, during that process, a number of questions arose concerning procedure, land use distinctions, as well as a request to better understand options at Council's disposal in its deliberations and decision-making role. The following summary is offered to help clarify some of those points.

## Planning Context:

Like most American cities, Greeley has embodied the value and role of a planned community in its charter. Article XIX, Section 19-1 describes the Planning function as follows:

*Consistent with all federal and state law with respect to land use and development and in conformance with all applicable articles in its Charter, the City Council shall:*

- a. Designate a City department or other agency to carry out the planning, zoning and housing functions as set forth in ordinances.*
- b. Maintain a planning commission of seven (7) members appointed to terms of three (3) years to advise the City Council on land use planning and to make decisions on land use matters as they may be set forth by ordinance.*
- c. Adopt a comprehensive plan as a guide to land use and development.*
- d. Adopt all development codes.*
- e. Establish a process for handling variance applications and appeals of land use decisions or actions.*

The current Comprehensive Plan, dubbed "Imagine Greeley" was adopted in January 2018 and represents the 5<sup>th</sup> such master plan since the community's inception in 1869. It contains the community's growth and development aspirations, categorized as its Vision and Core Values and executed in a set of goals, objectives and action steps. It provides the policy direction that informs other documents, plans, and guidance tools

for the physical development of the City. Multiple departmental plans are contained and incorporated by reference in the Comprehensive Plan, intended to provide alignment with the overall vision and offer policy direction for elected and appointed leaders who carry out various aspects of the Plan.

Ten core topical elements of the Plan provide a further set of goals and objectives:

- Growth and City form
- Economic Health & Diversification
- Education, Health & Human Services
- Housing
- Historic & Cultural Resources
- Natural Resources & Open Lands
- Parks and Recreation
- Public Safety
- Transportation
- Infrastructure

The Comprehensive Plan defines the City's Long Range Expected Growth Area in map form, which provides annexation and planning areas for infrastructure and municipal services. This map also illustrates general corridors for certain types of development, where natural resources and development limitations may be present, and provides policy guidance for land use decisions.

The City's Development Code translates the goals of the Comprehensive Plan into regulatory tools which are used to allow the development of land through annexation, zoning, subdivision and construction of improvements.

## ZONING

Zoning is the term applied to the land use designation for a property. The City's development code is divided into several categories ranging from least intense (agricultural, conservation district and low density residential) to most intense (heavy industrial uses). Each zoning category lists the allowed land uses within that zoning designation.

In general, there are 3 major categories of uses in which development occurs: Residential, Commercial and Industrial and within each of those areas are varying intensities of land uses. For example, in a residential zone the least intense land use is R-E: Residential Estate (large lot single family use) to R-H Multi-family. Generally, each land use is progressively inclusive of all the less intense uses from the lower-level zoning categories within that zoning category. In other words, R-L or single-family zoning only allows single family uses; however, R-M or Medium Density Residential allows up to fourplex units but also single-family homes, R-H allows multi-family, medium density and single-family structures. The Development Code also has Mixed Use zoning categories

which promoted a blend of uses among normally separated types of development and Planned Unit Developments which usually have a more defined range of land use types coupled with specific site design components.

In addition to the primary uses within a zone, other uses may be possible with special permission as reasonably compatible uses. For example, childcare facilities and churches may be allowed in residential zones as a "Use by Special Review", which is an additional land use that can be allowed with the underlying zoning. "Overlay" zones are another tool to add zoning conditions based on a common characteristic of an area (e.g. floodplain, Mercado District, Historic District, etc.)

The Development Code requires the zoning of a property to be determined by City Council; some types of land uses can be determined at the Planning Commission level. Decisions at the staff and Planning Commission level are appealable to the next level of authority.

All property annexed into the City must be zoned within 90 days of its inclusion. Often, a landowner may annex in anticipation of eventual development but does not have a specific development plan to propose. In those cases, the property is categorized as "Holding Agriculture" denoting its transitional status and a 'place marker' to allow the continuation of farming activity until a permanent zoning designation is set by Council when development is timelier and a projected use more certain.

Zoning applications originate from the applicant who must have a legal interest in the subject property. It is Council's duty is to consider the request based upon specific criteria. Council or the Planning Commission can initiate a zoning action when there is a public interest in doing so, such as with an area rezone for changed conditions (such as new floodplain regulations) or with newly annexed land for which the owner does not yet have a specific development intent (e.g. Holding Agriculture). The City Council cannot negotiate a different zoning during its hearing process other than the one requested since notice to the public and due process is a requirement of such actions. Zoning is approved by ordinance, which requires two Council actions, including a public hearing.

## SUBDIVISION

The division of property generally occurs once zoning is established and when development is anticipated. The City's Development Code defines the way in which a property may be subdivided that will allow it to become a buildable lot. At this stage access to the property, utility easements, lot size, streets, and other infrastructure obligations are identified. The subdivision of a lot is also subject to the underlying zoning of the property, which may denote minimum lot sizes and carry other requirements. This step is generally undertaken when the site is within the City's Adequate Public Facilities Area and can be reasonably served from existing systems, which is a condition

precedent to development. If the site is not adjacent to the City's infrastructure, the development is obligated to extend those streets, utility lines, etc. at the project's expense.

### DEVELOPMENT

Once the property has been zoned and subdivided, infrastructure may be installed to integrate the property into the City's existing grid of streets, dry and wet utilities, storm drainage, and so forth. This provides a buildable lot for the ultimate user, or "entitles" the property, which refers to preparing the property by completing the annexation, zoning, and subdivision of the property so it is ready for construction. The developer may accomplish this phase of the development through private or conventional financing or via a metropolitan district financing tool. The developer may also be the builder or could sell part or all of the site to other builders who construct final improvements. With the essential infrastructure in place the next step is the "walls in" or building permit phase of development.

### BUILDING CONSTRUCTION

In this final phase of development, a builder submits plans for construction of improvements on a property. Once more, the Development Code provides the design element of a structure (setbacks from property lines, building height, size, configuration, building materials, lighting, signage, site landscaping and other "walls out" design elements to the property). The City's Building Codes dictate the "walls in" construction requirements.

### LAND USE/ZONING APPROVAL PROCESS

Zoning and land use approvals that require zoning approval by City Council are considered "quasi-judicial". This means, essentially, that the City Council acts as a judge in weighing specific land use criteria as set out in the Development Code in making a determination of compliance, and therefore approval (or denial) of a land use application. In this role the Council follows a set of steps:

1. Presentation by Planning staff of the application and Planning Commission action
2. Questions about the application of the Planning/Development staff
3. Presentation by the applicant
4. Questions about the zoning action of the applicant
5. Open the public hearing to allow testimony from the general public
6. Close the public hearing
7. Final questions of the applicant and their option to respond to any points raised during the public hearing
8. Pose any additional questions of the staff
9. Deliberation and discussion among Council

#### 10. Motion to approve or deny the application.

The Council is establishing a public record so the motion should include the specific criteria from the Development Code in support of or denial of the application. This is the same criteria that the Planning Staff use to guide the applicant through the review process and includes in its report to the Planning Commission. In turn, the Commission must use this same criterion in making its findings and recommendation to Council and are summarized in the Council summary.

As a quasi-judicial hearing there are also other important procedural considerations:

- A. Just as in a trial, the Council should not discuss or consider comments from the applicant or the public outside the public hearing process. It is perfectly acceptable to ask staff to clarify the reports or material contained in the application or report but discussions among Council or with outside interests could compromise a hearing or outcome or give the appearance of deliberations outside the public hearing process.
- B. Any potential conflicts of interest should be noted on the record. Unless inconsequential, the Council member should exclude themselves from the hearing.
- C. It is ideal to resist offering personal opinions until all testimony is given or introducing new or "outside evidence" (such as anecdotal accounts, hearsay, petitions, unverified data).
- D. Questions of the applicant should be limited to the relevant review criteria. For example, asking about how many new jobs might be created with a project or if a certain product would be available at proposed tenant of the property could be interesting but not relate to any of the criteria and may infer a bias in a decision irrelevant to the decision.
- E. All communication received from the public should be forwarded to the City Clerk in advance of the meeting so that all members of Council, as well as staff and the applicant are privy to the same information.
- F. If testimony from the applicant or public becomes redundant it is acceptable to limit such comments from additional speakers.

Not all councilmembers may have exposure to or experience with Greeley's codes or their role and responsibilities in a quasi-judicial hearing, whether for a land use or other process. If of interest, the Colorado Municipal League offers a land use training for city officials, which could be helpful for those new to the process or as review. Here is a link to that training: [2014-10-24 Land Use Basics for Elected Officials | CML](#) . Staff is also able to provide a more extensive review of any codes or process the Council may find of interest.

#### **Strategic Work Program Item or Applicable Council Priority or Goal:**

Image Greeley Comprehensive Plan "Develop and maintain a safe, aesthetically pleasing, and livable community."

Good Governance

**Decision Options:**

Information only

**Attachments**

A - Power Point Presentation

# Review of the Land Use Quasi-judicial Hearing Process

**City Council Worksession  
June 12, 2022**

# Context

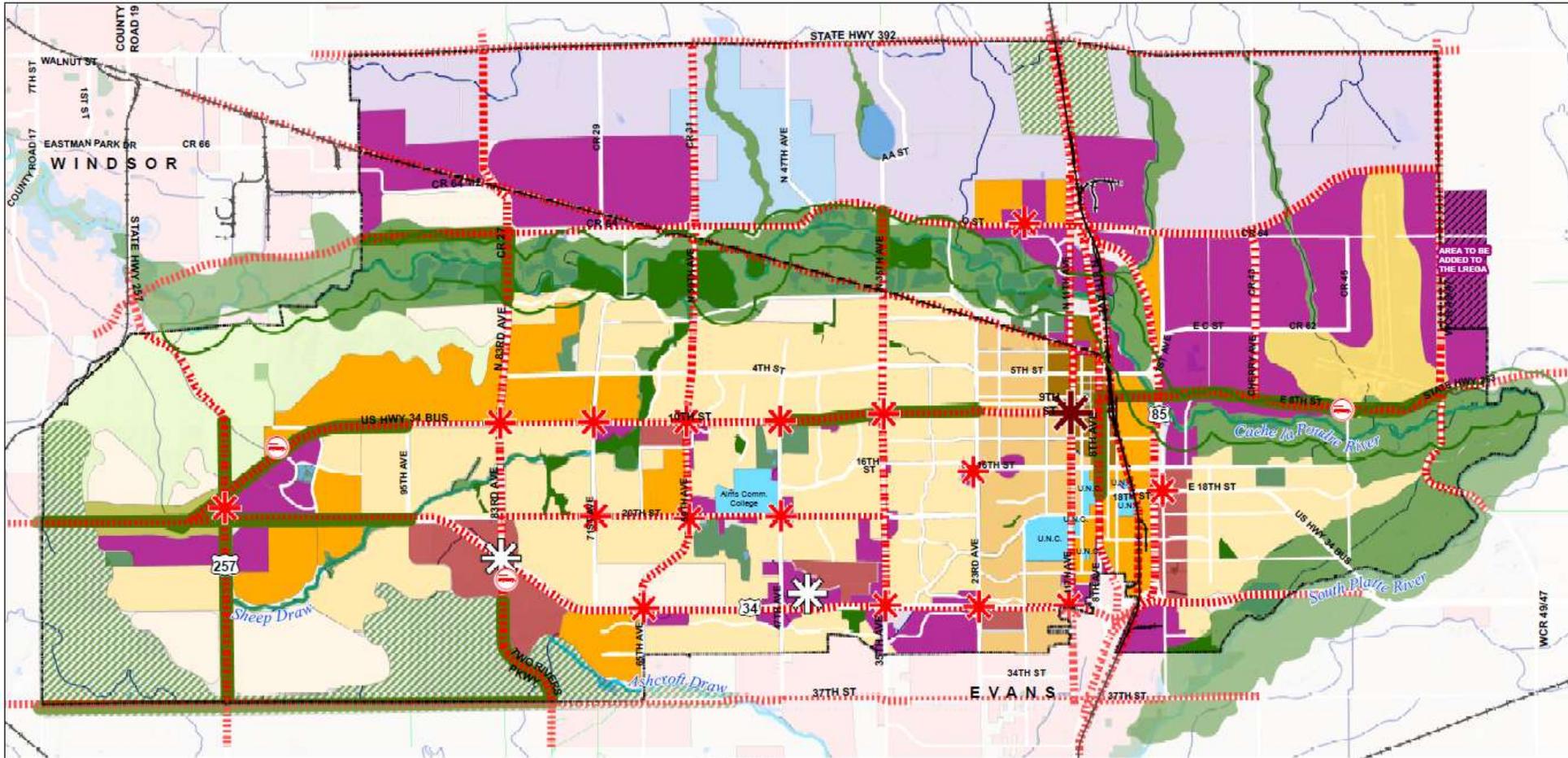
- **Greeley City Charter**
  - **Authority**
  - **Planning Commission Role**
  
- **Comprehensive Plan**
  - **Vision and values for community's development**
  - **Land use guidance policies (not zoning)**
  - **Alignment of other development master plans**
  - **Aspirations for City form, infrastructure, services**

# Comprehensive Plan Themes

- **Growth and City form**
- **Economic Health & Diversification**
- **Education, Health & Human Services**
- **Housing**
- **Historic & Cultural Resources**
- **Natural Resources & Open Lands**
- **Parks and Recreation**
- **Public Safety**
- **Transportation**
- **Infrastructure**

# Comprehensive Plan Land Use Guidance Map

Item No. 6.



## LEGEND

### CENTERS

- Downtown Center
- Regional Center
- Neighborhood Center

### CORRIDORS

- Multi-Modal Corridor
- Special Multi-Modal Corridor Landscaping
- Poudre River Greenway
- Potential Fire Station Locations
- Area to be added to the LREGA

### AREAS

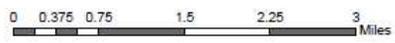
- Airport Area
- Higher Education Hubs
- Employment, Industrial, and Commercial Areas
- North Annexation Area
- Mixed Use High Intensity
- Urban Reserve

### OPEN LANDS & NATURAL AREAS

- Bluffs
- Community Separator
- Entryway Character Corridor
- Riparian Land
- City Owned Natural Areas

### NEIGHBORHOODS

- Rural
- Suburban
- Legacy Urban
- Mixed Use
- Downtown



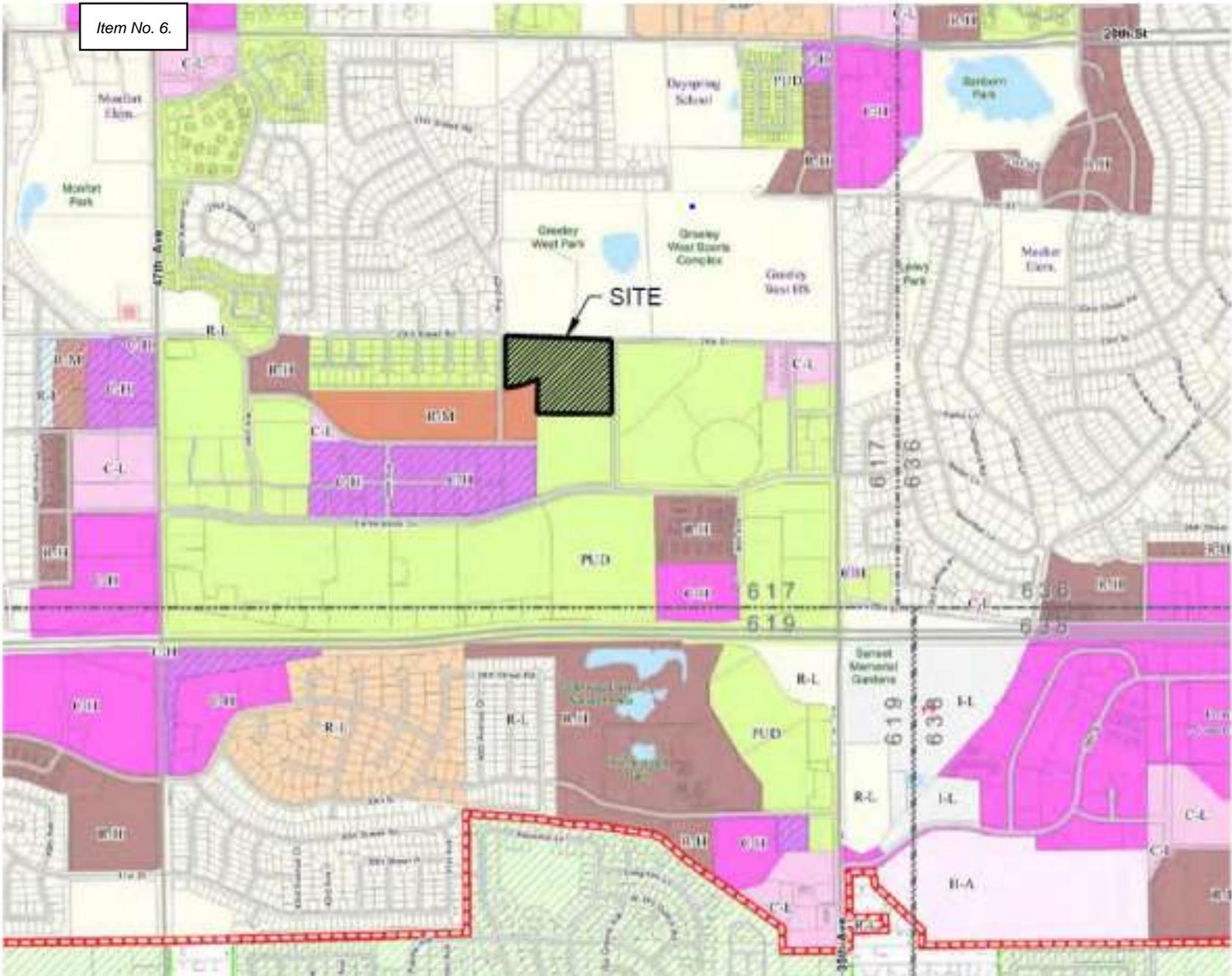
Date of Preparation 12/1/17



# Zoning/Development Code

- **Tool to execute Comp Plan Goals**
  - **Sets out land use categories**
  - **Uses allowed within zoning designations**
  - **Areas where each type of land uses is desired**
  - **Criteria for considering land use decisions**
  - **Process for considering land use applications**
  - **Development Design standards and expectations**

Item No. 6.



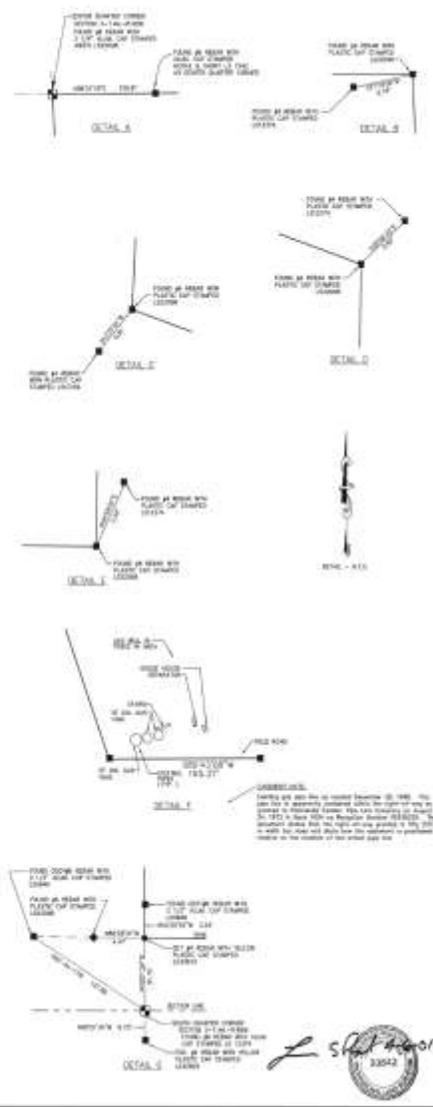
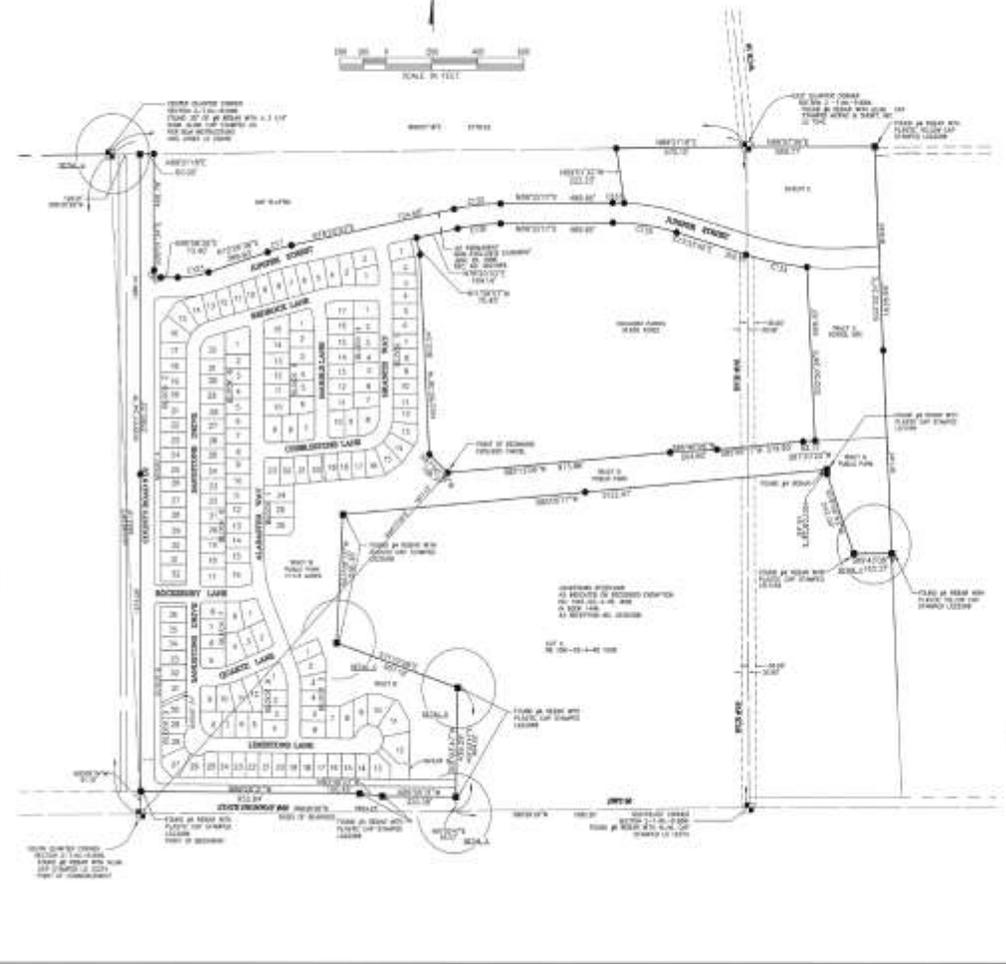
# Zoning Vicinity Map



# Subdivision

- **Tool to create a buildable lot**
  - **Defines size of lot**
  - **Provides access and connectivity to the property**
  - **Locates utility easements, streets, and other infrastructure**
  - **Development obligations are identified**

Item No. 6.



1:12-10  
 KING SURVEYORS, INC.  
 11111 15th Avenue S.E., Suite 100, Bellevue, WA 98004  
 (206) 835-1111  
 www.kingsurveyors.com

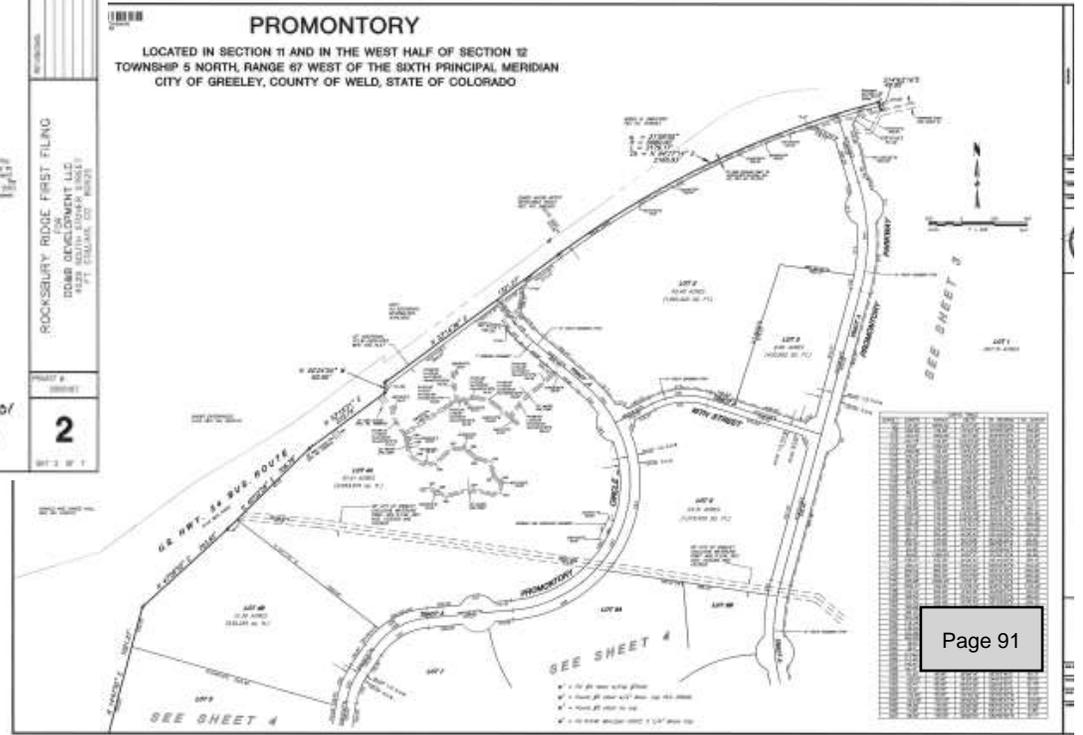
DATE	12-10
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BY	[Signature]
CHECKED BY	[Signature]
DATE	1-10

ROCKBURY RIDGE FIRST FILING  
 DDMB DEVELOPMENT LLC  
 11111 15th Avenue S.E., Suite 100, Bellevue, WA 98004  
 (206) 835-1111  
 www.kingsurveyors.com

2



# Subdivision Plats



# Development Standards

- **Implement Site Development Requirements**
  - **Location of improvements**
  - **Installation of utilities**
  - **Installation of landscaping**
  - **Incorporation of signage, lighting, other site features**

Item No. 6.

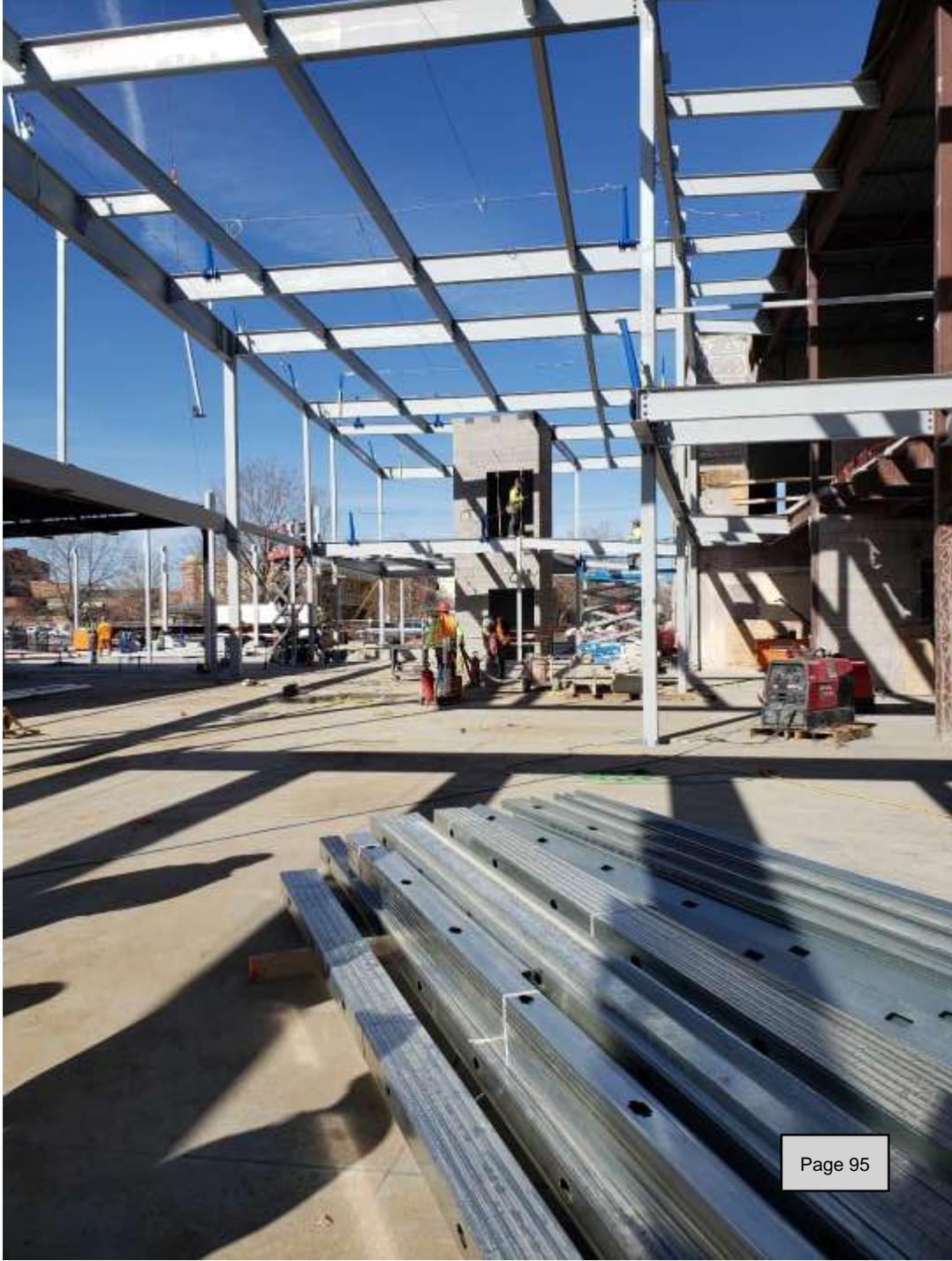
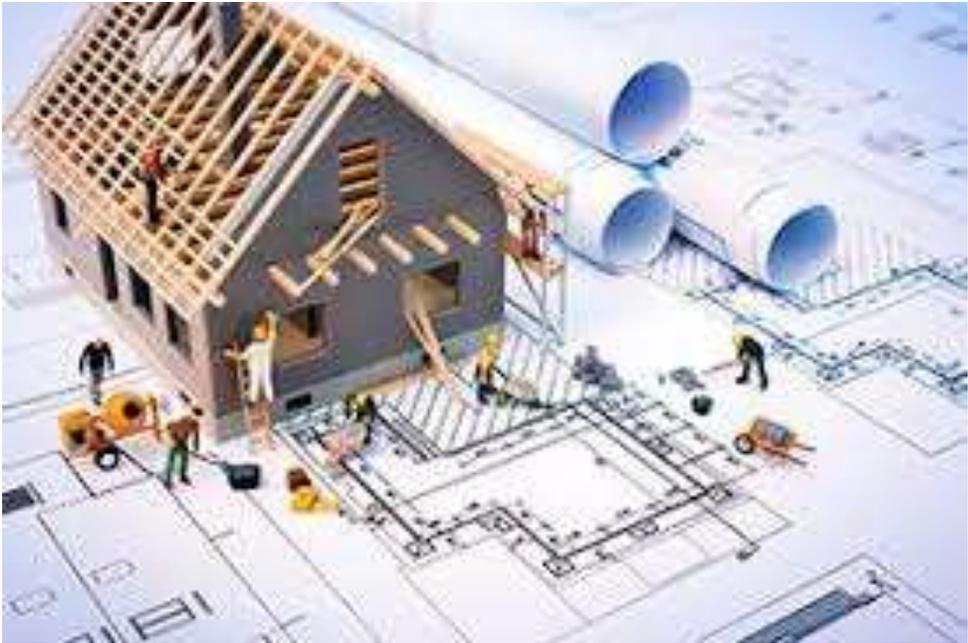


## Site design elements

# Building Construction

- **“Walls In” development**
  - **Building and Fire Codes**
  - **Safety**
  - **Materials and installation practices**
  - **Inspections**
  - **Final occupancy**

# Building Construction



# Zoning Approval Council Role

- **Quasi-judicial (“like a judge”)**
  - **Hearing is to consider application**
  - **Staff analysis**
  - **Planning Commission recommendation**
  - **Public testimony**
  - **Approval criteria**
  - **Make findings/render decision**

# Process

- **Hearing is the setting to review application and consider testimony**
- **Not appropriate to engage in discussion or represent an opinion with applicant or public outside hearing**
- **Caution not to deliberate case with other Councilmembers outside hearing or decide position in advance**
- **Declare any conflicts of interest (evaluate with City Attorney)**
- **Avoid discussion of project info irrelevant to decision criteria**
- **Important to articulate rationale for vote relative to decision criteria**

# Instructions to the “Jury”

- **The hearing and deliberation process is building a legal record of the final decision**
- **All parties involved in evaluating the merits of the application must use the Development Code criterion as their basis of analysis, recommendation and decision**
- **Re-zoning requires a finding that the request substantially meets or does not meet the criteria found in the Development Code (should reference in motion or discussion)**

# Nine Rezoning Criteria

- **The proposal is consistent with the Comprehensive Plan;**
- **The proposal can fulfill the intent of the zoning district, considering the relationship to surrounding uses;**
- **Whether the area has changed, or is changing to such a degree that it is in the public interest to rezone the property to encourage development or redevelopment of the area;**
- **Whether the existing zoning has been in place is obsolete;**

- **will the proposed zoning enable development that is compatible with the area character and design;**
- **Can the City or other agencies provide the services or facilities projected to be needed by the development;**
- **The change of zone will serve a community need or provide an amenity or accommodate development not possible under the existing zoning;**
- **Any reasonable anticipated negative impacts on the area or adjacent property either are mitigated by sound planning, design or engineering practices or are outweighed by broader public benefits; and**
- **The recommendations of professional staff or advisory review bodies**

# Items not relevant to decision criteria

- **Number of supporters / opponents to proposal**
- **The timing of development (might be a metro district/APFA discussion)**
- **Types of products a shopping center or store would carry**
- **Number of jobs that might be created**
- **Don't want anymore of a certain type of development**
- **Would hurt the competition if allowed**
- **Detrimental reliance on misinformation presented by a seller**
- **Limit the denomination or type of religion with approval of a church**
- **Ownership vs. rental occupancy of units**
- **Amount of sales tax that would be generated**
- **Don't want a specific cultural aspect of a project**
- **Representation of the finished quality ("walls in")**

# Additional Support Resources

- **CML Land Use for Local Officials Training**
- **Staff Workshops**
  - **Code**
  - **Process**
  - **Special Topics**

**Questions/Discussion.....**

# June 13, 2022 - June 19, 2022

June 2022							July 2022						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
				1	2	3 4						1	2
5	6	7	8	9	10	11	3	4	5	6	7	8	9
12	13	14	15	16	17	18	10	11	12	13	14	15	16
19	20	21	22	23	24	25	17	18	19	20	21	22	23
26	27	28	29	30			24	25	26	27	28	29	30
							31						

## Monday, June 13

## Tuesday, June 14

**6:00pm - City Council Worksession Meeting** (Council Chambers and via Zoom) - Council Master Calendar ↻

## Wednesday, June 15

**2:00pm - 5:00pm Water & Sewer Board (Gates)** ↻

## Thursday, June 16

**7:30am - 8:30am DDA (DeBoutez/Butler)** ↻

**3:30pm - 4:30pm Airport Authority (Clark/Payton)** ↻

## Friday, June 17

**8:00am - 9:00am FW: Boomerang Back 9 Ribbon Cutting-Hold the Date** (Boomerang Golf Course) - Kelly Snook

## Saturday, June 18

**6:00pm - 7:30pm Greeley Stampede Big Buckle Ball (Gates, Deboutez)** (Events Center at Island Grove Regional Park )

## Sunday, June 19

**4:00pm - 4:30pm Stampede Western Invitational-Art Exhibit and Sale- June 19; 4 p.m. (DeBoutez)** (Island Grove Event Center; 425 North 15th Ave; Greeley, CO 80631)

# June 20, 2022 - June 26, 2022

June 2022							July 2022							
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa	
				1	2	3	4						1	2
5	6	7	8	9	10	11	3	4	5	6	7	8	9	
12	13	14	15	16	17	18	10	11	12	13	14	15	16	
19	20	21	22	23	24	25	17	18	19	20	21	22	23	
26	27	28	29	30			24	25	26	27	28	29	30	
							31							

## Monday, June 20

## Tuesday, June 21

- 8:00am - 5:00pm Colorado Municipal League Annual Conference (Hall, Deboutez, Butler) (Beaver Run Resort- Breckenridge)
- 6:00pm - City Council Meeting - Council Master Calendar ↻

## Wednesday, June 22

- 8:00am - 5:00pm Colorado Municipal League Annual Conference (Beaver Run Resort- Breckenridge)

## Thursday, June 23

- 7:30am - Poudre River Trail (Hall) ↻
- 8:00am - 5:00pm Colorado Municipal League Annual Conference (Beaver Run Resort- Breckenridge)

## Friday, June 24

- 8:00am - 5:00pm Colorado Municipal League Annual Conference (Beaver Run Resort- Breckenridge)

## Saturday, June 25

## Sunday, June 26

# June 27, 2022 - July 3, 2022

June 2022							July 2022						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
			1	2	3	4						1	2
5	6	7	8	9	10	11	3	4	5	6	7	8	9
12	13	14	15	16	17	18	10	11	12	13	14	15	16
19	20	21	22	23	24	25	17	18	19	20	21	22	23
26	27	28	29	30			24	25	26	27	28	29	30
							31						

## Monday, June 27

- 11:30am - 12:30pm Greeley Chamber of Commerce (Hall) ↻
- 6:00pm - 7:00pm Youth Commission (Clark) ↻

## Tuesday, June 28

- 6:00pm - City Council Worksession Meeting - Council Master Calendar ↻

## Wednesday, June 29

- 7:00am - 8:00am Upstate Colorado Economic Development (Gates/Hall) (Upstate Colorado Conference Room) - Council Master Calendar ↻

## Thursday, June 30

## Friday, July 1

- 9:00am - 10:00am Annual Greeley Naturalization Ceremony (Butler/Olson) (Centennial Village Museum, 1475 A Street, Greeley, CO 80631) - Council Master Calendar

## Saturday, July 2

## Sunday, July 3

# July 4, 2022 - July 10, 2022

July 2022							August 2022						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
					1	2		1	2	3	4	5	6
3	4	5	6	7	8	9	7	8	9	10	11	12	13
10	11	12	13	14	15	16	14	15	16	17	18	19	20
17	18	19	20	21	22	23	21	22	23	24	25	26	27
24	25	26	27	28	29	30	28	29	30	31			
31													

## Monday, July 4

**7:00am - 12:00pm Greeley Stampede Independence Day Parade- Council participation in parade** (Parade staging location will be sent at a later time; Parade runs North on 10th Avenue from 19th Street to 5th Street) - Council Master Calendar

## Tuesday, July 5

**6:00pm - City Council Meeting - CANCELLED**(Council Chambers and via Zoom) - Council ster Calendar

## Wednesday, July 6

## Thursday, July 7

- 12:00am CML Executive Board retreat (Hall)** (Doubletree by Hilton Lincoln Park) →
- 3:30pm - IG Adv. Board (Butler)** ↻
- 6:00pm - 8:30pm North Front Range MPO Meeting (Olson/Payton)** ↻

## Friday, July 8

← **CML Executive Board retreat (Hall)** (Doubletree by Hilton Lincoln Park) →

## Saturday, July 9

← **12:00am CML Executive Board retreat (Hall)** (Doubletree by Hilton Lincoln Park)

## Sunday, July 10

City Council Meeting Scheduling 2022				
		as of 6/7/2022		
		This schedule is subject to change		
Date		Description	Sponsor	Placement/Time
June 14, 2022	Worksession Meeting	Homeless and Housing Options- Presentation on recommendations from Urbanity Advisors	Heather Balsler	0.75
		a review of quasi-judicial / land use procedures	Becky Safarik	
June 21, 2022	Council Meeting	Cancelled- CML		
		COVID 19 Update	Brian Kuznik	
June 28, 2022	Worksession Meeting	seeking Council feedback on funding priorities for the FY 2023 budget - tentative		
		Compensation and Classification Project update (tentative)	Paul Fetherston	
		Strategic Plan update	Raymond Lee	
July 5, 2022	Council Meeting	Cancelled due to Holiday		

## Greeley City Council

### Status Report of Council Initiatives

Initiative No.	Council Member Initiating	Council Request	Council Meeting or Work Session Date Requested	Status or Disposition (After completion, item is shown one time as completed and then removed.)	Assigned to:
15-2021	Olson	Formation of a committee for implementation of a funding strategy for the 35 <sup>th</sup> and 47 <sup>th</sup> interchanges.	December 7, 2021 Council Meeting	Council Member Olson will be following up with Manager Lee and Director Trombino on next steps	Paul Trombino
02-2022	Clark	Request update on City's graffiti removal program	March 15, 2022 Council Meeting	Requested Public Works provide an update to Council on the City's graffiti removal program	Paul Trombino
04-2022	Olson	Request update on City's involvement on LinkNoCo transit.	April 5, 2022 Council Meeting	Requested Public Works provide a report to Council on LinkNoCo Transit projects.	Paul Trombino
05-2022	Butler	Request a Housing Affordability update. Prepare a baseline on where Greeley stands on housing costs; new versus rentals, and where Greeley stands in the housing market	April 19, 2022 Council Meeting	Requested Economic Health and Housing provide a report on housing affordability within the City of Greeley.	Ben Snow
06-2022	Butler	Review of the G-HOPE assistance program which is a grant program to assist citizens and City employees with down payment assistance to purchase a home.	April 19, 2022 Council Meeting	Human Resources will review the G-HOPE assistance program and provide recommendations to revamp the program to meet current housing needs at a Council work session.	Kathleen Hix

07-2022	DeBoutez	Compile and update list of existing projects, programs and facilities that fit within the sustainability model. .	May 17, 2022 Council Meeting	Identify areas to update and improve the sustainability model and explore securing resources to grow this effort.	Heather Balsler
08-2022	Olson	Front Range Passenger Rail District – Council needs to ask the question whether we should be paying into a transportation district that is in Loveland and Fort Collins and doesn't come to the Greeley area.	June 7, 2022 Council Meeting	Would like a presentation on how the rail aligns with the City of Greeley.	Paul Trombino
09-2022	Butler	Review traffic and safety surrounding 15 acre open area between 71 <sup>st</sup> Avenue and 8 <sup>th</sup> Street	June 7, 2022 Council Meeting	Requested that Public Works review the traffic and to improve safety in this congested area.	Paul Trombino
10-2022	Butler	Review costs and strategies to live stream Planning Commission and Water Board meetings for public and Council members	June 7, 2022 Council Meeting	Asked staff to investigate the cost of live streaming Planning Commission and Water and Sewer Board meetings and return to Council with findings	Kelli Johnson