



Brown Ranch Annexation Committee Meeting  
Carver Conference Room and Via Zoom  
WEDNESDAY, FEBRUARY 15, 2023  
9:00 AM

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**MEETING LOCATION:** In-person and virtual via Zoom. See Instructions above. Carver Meeting Room, Centennial Hall; 124 10<sup>th</sup> Street, Steamboat Springs, CO

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**A. PRIOR MEETING RECAP**

- 1. Approval of Minutes**
  - 1.a. February 1, 2023 Meeting Summary and Transcript.**
- 2. Community Outreach Plan.**
- 3. General Plan of Development.**

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**B. CURRENT DISCUSSION**

- 4. City Services/Operations/Maintenance Responsibilities - General Municipal Service.**

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**C. NEXT MEETING**

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**D. PUBLIC COMMENT**

PUBLIC COMMENT IS SCHEDULED FOR 30 MINUTES, AND IT SHALL BEGIN AT 11:30 A.M. OR THE CONCLUSION OF THE ABOVE AGENDA ITEMS, WHICHEVER COMES FIRST. THOSE ADDRESSING THE COMMITTEE ARE REQUESTED TO IDENTIFY THEMSELVES BY NAME AND ADDRESS. ALL COMMENTS SHALL NOT EXCEED THREE MINUTES. ALL COMMENTS SHALL RELATE ONLY TO TOPICS OF DISCUSSION ON TODAY'S AGENDA.

**5. RAINBOW**

# AGENDA ITEM #1.a.

Brown Ranch Annexation Committee (BRAC)  
Wednesday, February 1, 2023  
Meeting Summary

Attendance: Robin Crossan, Joella West, Gary Suiter, Leah Wood, Kathi Meyer, Jason Peasley, and staff from the City of Steamboat Springs and Yampa Valley Housing Authority

## 1. Prior Meeting Recap

- **Approval of Minutes** - BRAC approved the minutes from the January 20, 2023 meeting.
- **Approval of Pricing for Minutes**
  - City Council will review the 1/20/23 meeting transcript and will provide feedback regarding the usefulness of the document.
  - There are concerns about the limitations of the transcript being the official record of the meetings, particularly if speakers are misidentified.
  - The BRAC decided to rely on the meeting recordings as the official meeting minutes but will continue to use the meeting transcript unless or until a better option is identified.
- **Meeting Procedures and Schedule**
  - The BRAC approved the general format of meeting procedures, schedule, and post-meeting summary.
  - Jason Lacy suggested adding a “technical consultant” to BRAC meetings. This person would have experience going through a similar process (annexation, development of master planned community) and would provide expertise to help information the annexation agreement and work toward a successful outcome. This person would have to be an uninterested, objective third party to ensure no conflict—or perceived conflict— of interest. Jason Lacy requested feedback from BRAC at the 2/15/23 meeting.

## 2. Current Discussion

- **Community Outreach Plan** – Mike Lane, Communications Manager for the City of Steamboat Springs presented the City’s Annexation Outreach Plan, included in the [Rainbow Agenda](#).
  - In response to Jason Peasley’s question about whether the City considered the community engagement proposal provided by YVHA during the January 20, 2023 BRAC meeting, representatives from the City emphasized that any activity that could be perceived as advocacy must be kept separate from City-led outreach.
  - All parties agreed that messaging about annexation must be neutral, objective, and consistent no matter who is delivering the message.
  - Decision: Gary Suiter, Jason Peasley, Mike Lane, Robin Schepper, and Sheila Henderson will meet outside of BRAC to discuss combining the outreach plans each proposed by YVHA and the City of Steamboat Springs. In the meantime, BRAC will proceed with the City’s plan as presented.
- **General Plan of Development** – Jason Peasley presented the general plan of development for Brown Ranch, as described in the *Brown Ranch Community Development Plan* (The Plan).

For details on The Plan, please refer to the agenda packet. Peasley summarized the key points added by YVHA to the working draft Annexation Agreement:

- Unit types/numbers: Up to 2,264 residential units in four neighborhoods: 1,486 multi-family units (65.5% of total units), 484 single-family attached units (21.5% of total units), and 294 single family detached units (13% of total units). Up to 419,000 square feet of non-residential uses at full build-out.
- 115 acres of open space and parks.
- Health Equity, Sustainability, Resiliency guidelines that will go above and beyond local zoning code.
- Public and private Infrastructure: YVHA intends to build all onsite infrastructure in collaboration and conformance with public utilities. Ongoing maintenance will be provided by utilities.
- Offsite infrastructure improvements: YVHA will work in collaboration with offsite utilities and proposes using STR tax to fund those utilities.
- Work on detailed phasing of infrastructure through preliminary plat process.
- Water supply: to be addressed in a future meeting. However, YVHA anticipates all units will pay tap fees.
- Drainage: handled post-annexation. Will comply w/City criteria. YVHA will take holistic, community-wide approach rather than lot-by-lot approach to storm water management.

General questions and conversation in response to Jason Peasley's presentation:

- **Water supply:** YVHA is working w/ City to scope the Water Demand Report from third-party engineer, LRE. All units at Brown Ranch will be "water wise." Little private open space will limit irrigation.
- **STR revenue:** In response to a question from a City representative about YVHA's assumptions regarding use of the short-term rental tax revenue, Jason P. clarified that YVHA would like to work with the City's Public Works department to anticipate projects and expenses and compare to projected revenues of STR tax. YVHA suggests the City considers making a Capital Improvements Plan for use of STR tax.
- **Grocery store:** In response to a question from Councilwoman Crossan about grocery store size, Jason P. clarified that the size of the grocery store is to be determined. That analysis is part of the ongoing development plan work. YVHA will need to bring in a partner or develop a food cooperative non-profit organization to operate the market.
- **Annexation Agreement:** All parties agreed that the Annexation Agreement needs a good deal of flexibility because of the inherent difficulty in predicting future needs. To amend an annexation agreement in the future, all parties must be in agreement. This could become more complicated if, in the future, YVHA does not own the entire property. Third parties would also have to agree to amendments to the extent they are affected.
- **Vested Rights:** Kathi Meyer questioned if there is a reason YVHA should not be vested in perpetuity. There needs to be a minimum number of years. City suggested

started at 20 years as the lowest number. This will be revisited in a future BRAC meeting.

- **Unit types/numbers:**
  - YVHA has proposed typing the cap to demand (currently project 2,264 workforce housing units). The group discussed raising the cap and will revisit this in a future BRAC meeting.
  - Councilwoman Robin Crossan expressed her concern that there are not enough single-family homes proposed in the plan. YVHA will provide additional background information on how the unit mix was determined. BRAC will revisit this conversation in a future meeting.
  - “Ghosted blocks” are shown in the Community Development Plan and do not have a prescribed use or density. This allows for flexibility in the development of the site and product type delivered based on community need and onsite conditions. The group questioned how to handle that flexibility in the Annexation Agreement.
- **Parks, open space, and trails:** Councilwoman Crossan expressed concern about the amount of parks and open space provided in the proposed plan. Existing Steamboat Springs parks are over-capacity and over-utilized. Jason P. clarified YVHA is striving for access to parks. For example, every housing unit at Brown Ranch would be 3 blocks from a park. YVHA will work with the Parks and Recreation Department on meeting the City’s metrics and will follow-up with additional information in a future BRAC meeting.

3. **Next Meeting** – The BRAC agreed on the proposed agenda for the February 15, 2023 meeting. YVHA has the opportunity to add to or supplement the General Development Plan based on feedback and public input from the February 1, 2023 meeting. Jason Lacy reminded everyone to come with input on the concept of including a third-party consultant, as well as a revised public engagement plan. New discussion: introduction to City services, operations, and maintenance. The City will provide information for the meeting and will provide annexation agreement language.
4. **Public Comment** – Three members of the community provided spoken public comment.

[silence]

**[00:15:01] Dan Foote:** Now, you're unmuted. You're [crosstalk].

**[00:15:02] Jason Lacy:** Okay. Great.

**[00:15:04] Gary Suiter:** Is someone else sitting here?

**[00:15:05] Jason Lacy:** Yes, please.

**[00:15:06] Gary Suiter:** [unintelligible 00:15:06]

**[00:15:06] Jason Lacy:** Yes, you're good. I think they wanted somebody on each side, so apparently, it's better.

**[00:15:14] Gary Suiter:** It's balanced.

**[00:15:14] Jason Lacy:** Yes, exactly. [inaudible 00:15:18]

[crosstalk]

**[00:15:21] Robin Crossan:** You're supposed to be here. Do you care?

**[00:15:23] Joella West:** Oh, is that what that is?

**[00:15:24] Robin Crossan:** What I was going to do is pull this out of here so we have more room. Pull those guys out so we're all down here a little bit more. Maybe people can see us better. [inaudible 00:15:32]

**[00:15:33] Jason Peasley:** Right. [unintelligible 00:15:33]

**[00:15:39] Jason Lacy:** All right. Are we ready to call the meeting to order? Is everyone ready? Let's call the meeting to order then. All right. This is the February 1st, 2023 meeting of the Brown Ranch Annexation Committee. We don't have a roll call, but I think as we start every meeting, it's probably going to make sense, especially for our transcription service, if we all just go around and introduce ourselves. I'm Jason Lacy. I'll be the third-party facilitator.

**[00:16:05] Jason Peasley:** Jason Peasley, Director of the Yampa Valley Housing Authority.

**[00:16:08] Robin Crossan:** Robin Crossan, City of Steamboat Spring City Council President.

**[00:16:13] Joella West:** Joella West, City of Steamboat Springs City Council.

**[00:16:17] Kathi Meyer:** Kathi Meyer, Yampa Valley Housing Authority Board member.

**[00:16:20] Leah Wood:** Leah Wood, Yampa Valley Housing Authority Board President.

**[00:16:24] Gary Suiter:** Gary Suiter, City Manager for the City of Steamboat Springs.

**[00:16:28] Dan Foote:** Dan Foote, Steamboat Springs City Attorney.

**[00:16:31] Jason Lacy:** Great.

**[00:16:32] Emily Katzman:** Emily Katzman, Project Manager for Yampa Valley Housing Authority.

**[00:16:35] Mike Lane:** Mike Lane, Communications Manager of the City.

**[00:16:38] Angela Cosby:** Angela Cosby, Parks and Recreation Director.

**[00:16:41] Kim Weber:** Kim Weber, Finance Director for the City of Steamboat Springs.

**[00:16:45] Rebecca Bessey:** Rebecca Bessey, planning director for the city.

**[00:16:48] Sally Hertzog:** Sally Hertzog, citizen of Steamboat Springs.

**[00:16:54] Sheila Henderson:** Sheila Henderson, Brown Ranch Community Outreach.

**[00:16:58] John Snyder:** John Snyder. Steamboat Springs Public Works Director.

**[00:17:01] Jason Lacy:** All right, thanks, everyone. Just kick things off, as we'll do at each meeting, we'll have a prior meeting recap, and the first item on the agenda is item 1A approval of minutes from the last meeting. You should have a transcript in your packet. Hopefully, that was what you were looking for and the detail you and your groups were looking for. Any discussion on those? If not, I'll be happy to take a motion to approve.

**[00:17:27] Robin Crossan:** The only discussion would be the fact that we are going to ask council whether this detail is what they want, or whether it's too much. In the hopes that we'll come back with if it's too detailed.

**[00:17:39] Jason Lacy:** Sure.

**[00:17:40] Robin Crossan:** In the hopes that we can reel this back a little bit. That's the only thing **[unintelligible 00:17:44]**

**[00:17:46] Jason Lacy:** Okay. Great. Any other comments on the minutes? Okay. I'll look for a motion to approve those minutes, please.

**[00:17:55] Joella West:** I move to approve the minutes as written.

File name: BRAC-02-01-23-video.mp4

**[00:17:57] Kathi Meyer:** Moved. Second.

**[00:17:59] Jason Lacy:** Okay. It's a motion by Joella West, second by Kathi Meyer. Any other discussion on the minutes? All in favor signify by saying aye.

**[00:18:07] Group:** Aye.

**[00:18:08] Jason Lacy:** Anyone opposed? All right. Passes unanimously, and then secondly, agenda item 1B. This is the approval of the pricing for the minutes. Dan Foote, I believe you had some information on the pricing that you've included in the packet.

**[00:18:24] Dan Foote:** Sure, this is a middle-of-the-road option in terms of price and quality. If you wanted minutes that are clearer, that have less instances of inaudible statements, and so forth, we could try to get a stenographer who would be present in the room, but that would be substantially more expensive. I did look for a local stenographer and wasn't able to find one. If we went that route, we'd probably have to have somebody come up from Denver. There is a less expensive option, and that would be to use automatic transcription, and we do that through our existing Zoom platform, and there's also some online services that do that. It's a question of whether or not you all feel the balance is right here between, price and quality, and then the time to turn this document around.

**[00:19:09] Jason Lacy:** Okay, and could you remind us what the quote is for generally the pricing each time?

**[00:19:16] Dan Foote:** We paid \$326 for the transcription from January 20, and that was a two-hour and 20-minute meeting. If we have three-hour meetings, then those transcripts will probably cost a little bit more than \$400. To use live stenographers from Denver, that would be three or four times as much, and then to use automatic transcription, that would be no cost to be used, although that would mean, in addition to some quality issues, we would not have Kathi identification and there would not be timestamps.

**[00:19:48] Jason Lacy:** Okay. Discussion from the group on the structure for the pricing on minutes.

**[00:19:55] Robin Crossan:** I think we just keep those options open and maybe you can give us that list for our next city council meeting.

**[00:20:01] Dan Foote:** It's going to be in my city attorney report.

**[00:20:03] Robin Crossan:** Thank you.

**[00:20:05] Joella West:** It's very hard to say yes or no to any of these varieties until we get a reaction from the rest of the council for what we already have. In particular, whether the timestamp is valuable to them. I thought it would be, but we haven't talked to them. We need to find out.

File name: BRAC-02-01-23-video.mp4



**[00:20:25] Jason Lacy:** Any comments YVHA?

**[00:20:28] Leah Wood:** As I said in our last meeting, I don't think our board members are going to read a detailed set of minutes. I think the summary report that's being prepared is going to be sufficient. We'll defer it to council.

**[00:20:40] Dan Foote:** I also have one more thing to note. That is Rebecca Bessey and I have looked at these transcripts of this transcript. There are some errors, there are some statements attributed to Rebecca in particular that she said wasn't her. I think maybe instead of adopting this transcript as the minutes of the meeting, I think maybe we should just view that as an index to the video. We can treat the video itself as the minutes of the meeting that satisfy the open meeting's law requirements. Otherwise, I think that if you're going to adopt the minutes, we would have to go through and correct things. I don't know if that's worth the time.

**[00:21:17] Jason Lacy:** Going forward we'll plan on just basically approving the video?

**[00:21:20] Dan Foote:** Yes, just call the video the minutes.

**[00:21:21] Jason Lacy:** Okay, all right.

**[00:21:23] Robin Crossan:** Then I think that when the transcript is printed and put online, then it needs to say, draft on every page.

**[00:21:32] Dan Foote:** I think we'll figure out some disclaimer to put on the minutes, on the transcript indicate that it is a rough document or something along those lines.

**[00:21:43] Robin Crossan:** Not to be used to be quoted from.

**[00:21:45] Jason Peasley:** What's the point of it then? Just asking a question.

**[00:21:51] Robin Crossan:** No, my concern is someone from the public would read and say, well, Rebecca said, and that gets put on Facebook or goes out in the newspaper or a letter to the editor and it's not correct. That's why if it says draft on it then--

**[00:22:10] Joella West:** Are you saying that someone would attribute based on watching the video, that someone would incorrectly attribute a quote to someone who didn't say that?

**[00:22:22] Robin Crossan:** I'm saying somebody just reads a transcript, which could be incorrect and decided to use that as a quote. That would be a problem where if we're approving the video that is what we're actually doing.

**[00:22:40] Leah Wood:** Should we make the transcript detailed available to the public if we're not double-checking it and clarifying that people's points are correct?

Is the video available? Really maybe the transcript could just be for council purposes.

**[00:22:53] Jason Lacy:** The video's going to be on city website, right?

**[00:22:56] Dan Foote:** The video will be available on the city website.

**[00:23:00] Robin Crossan:** That's okay with me. If council asked for the transcript, if we're going to approve the video as the minutes, then that's what should get posted.

**[00:23:10] Jason Lacy:** Right. Then maybe the transcript to the extent you want to keep doing it or anybody wants to is really more just a document that we include in packets for anybody who might want to use that instead of video, but we don't adopt those.

**[00:23:26] Robin Crossan:** Yes, but if it's in the packet, it's still in the public eye. It hasn't been--

**[00:23:30] Jason Lacy:** There's also a video that could either corroborate or say, "Gee, that wasn't really what I said," right?

**[00:23:37] Robin Crossan:** You're absolutely correct.

**[00:23:41] Jason Lacy:** Maybe then the next step would be for, it sounds like council's the one who may be most interested in the transcript. Maybe follow up at the next meeting, just give us your feedback, whether we want to keep doing that or something else. Okay? In the interim, Dan, do you want any motion just to temporarily approve the pricing for the transcript on transcript service until then?

**[00:24:02] Dan Foote:** No. I think I'm hearing a consensus that we should keep using this. Until unless we hear differently from the full council. I think that's **[inaudible 00:24:09]**.

**[00:24:10] Jason Lacy:** Okay.

**[00:24:12] Dan Foote:** Thank you.

**[00:24:12] Jason Lacy:** Very good. All right. Okay, next item is agenda item 1C. That is the review of our January 20th meeting where we discuss meeting procedures, schedule, et cetera. Obviously, we have all that packet material in the packets. Not going to go through and read it all. Did anybody have any concerns, any questions, any follow-up on the schedule, procedures, anything like that? Everyone comfortable with the approach?

**[00:24:53] Jason Peasley:** One question was just as it relates, this is a bit of a summary. This is what YVHA is committed to produce moving forward. How does this format work for you? You guys like it? Does it work?

**[00:25:08] Joella West:** [inaudible 00:25:08]

**[00:25:09] Robin Crossan:** Yes.

**[00:25:13] Jason Lacy:** I think the expectation would be some presentation like you're doing today, and then whether it's YVHA or the city also bringing an update at each meeting to the working draft of the annexation agreement itself.

**[00:25:26] Jason Peasley:** I'm just saying as it relates to the meeting summary that we're going to be producing that supplementary to the transcript and the video. This is the more easily digestible version of what happened at the last meeting.

**[00:25:42] Jason Lacy:** The highlights.

**[00:25:43] Jason Peasley:** Yes. I just want to make sure everybody's comfortable with this general format so that as we produce this over time, this was our first stab at it. If there's improvements upon that, we're happy to do that, but this is an opportunity to look at it and say, "I like this, and I like that."

**[00:26:04] Jason Lacy:** Okay. Any thoughts on the summary? Go ahead, Gary.

**[00:26:06] Gary Suiter:** I like executive summaries. Well, I said this last time, my concern is the more information we have going out there on this meeting, the more opportunity for confusion. I'm going to be looking at these primarily, not transcripts, but that's just me.

**[00:26:25] Jason Lacy:** You don't want to watch multiple three-hour videos?

**[00:26:27] Gary Suiter:** Not of the meeting that I attended.

[laughter]

**[00:26:31] Jason Peasley:** Your memory's good enough, right?

**[00:26:33] Jason Lacy:** Right.

**[00:26:34] Gary Suiter:** Yes.

**[00:26:36] Jason Lacy:** Any comments from council on the summary? You're okay?

**[00:26:38] Robin Crossan:** No, it's fine.

**[00:26:39] Joella West:** Yes.

**[00:26:40] Robin Crossan:** It was more than adequate. We're hopeful that that's what we can do, too.

**[00:26:44] Jason Peasley:** That's great. I hope that this is useful because I do think it's much more easily digestible for everyone to hit the highlights of what was discussed. If people want to dive in deeper, we have a video.

**[00:26:58] Jason Lacy:** I would guess more people will look at this first, and then if they want more information, they may pull up the video to see what the meat of the discussion might or details might have been. Okay. Anything else on the meeting procedures, schedule? Going okay right now? As we mentioned last time, I think we made assignments for who would be responsible for the next few meetings. We need to fill in the gaps as we move forward, but I think we can do that. Maybe starting at the next meeting, we'll start filling in whole seats, see what progress we're making, and start making additional assignments as we go to each meeting. Sound good?

**[00:27:39] Jason Peasley:** Yes.

**[00:27:40] Gary Suiter:** Nothing else on meeting procedures and schedule? Okay, all right. One last thing before we move on to the current discussion. I just had one item I wanted to bring up, and I don't want any feedback today. I'll bring this up again when we follow up in a couple of weeks, but I've been trying to think, how do we ensure our best chance of success here throughout this process?

Not just for the annexation agreement itself, but to ensure that we have the best chance for a full build-out, successful development, et cetera. For me, what I'm wondering is should we consider bringing in what I guess I would call a technical consultant which is allowed per your MOU that you signed, who would be someone who has been through full annexation and development of a master plan community of this scale?

Someone who they've learned the hard lessons, they've learned the pitfalls, they've seen the mistakes. They've also seen the good aspects of the agreements they've worked through. I just think that might help us get to the finish line and just have that set of eyes on this from someone who's been there and done that and something of this scale in particular. I would want it to be someone who would give us assurances that they would not in any way be involved in the development or anything like that so there wouldn't be any concerns, especially from the community bias or anything like that, or **[unintelligible 00:29:19]** some hidden agenda that they may have.

I really think someone that could help us, someone who's been there, done that, who's been through a process like this could really bring a lot of value and maybe more importantly, give the community confidence in what we've done here. It's just something to think about. When we meet again on February 15th, I'd like to see if you get a chance to talk to your groups about it. That would be great. I'd like to see if you'd be interested in us reaching out to the community and seeing if there's one or more people out there that might be good to help us, have another set of eyes on this, who's been through a process like this before.

**[00:30:06] Joella West:** Is that person a developer or is it a wider net that you're proposing?

**[00:30:12] Jason Lacy:** I think it could be a wider net. I think it could be someone who's actually gone through that process. Someone who's done the development work. It could be someone with a more technical background, like a person from Urban Land Institute or something like that. I wouldn't put any restrictions on it. I just think someone who's had some real experience. That's certainly not to insult this group. We have a lot of good experience in this room, and I'm hopeful we'll get a good product. I just think that it might give it a lot of credibility if we have someone who's had some real experience in going all the way through on developing.

This is a project that's going to change the face of Steamboat. This is a master plan community of a size and scale that we haven't seen here before, and I just think if we can find someone who's had that experience and they've seen what has happened, what's gone well, what's gone poorly, they can help us think about some things maybe we haven't thought about. I think that could provide some real value. I'll bring that up again in two weeks and you can let me know if you're up for that or not. Okay?

**[00:31:29] Kathi Meyer:** Do you have a name in mind?

**[00:31:32] Jason Lacy:** Not necessarily. I think I could call a few people, and I'm not even sure it would necessarily be a local person, but I think I could probably reach out and make a few calls to get some names.

**[00:31:46] Kathi Meyer:** Are you thinking that this person would help in the annexation discussion or with the actual development of Brown Ranch?

**[00:31:57] Jason Lacy:** No, I wouldn't say they would help with the development itself. I think it would be someone who would help us in informing the annexation agreement which hopefully this person would have some experience with from the past. They could help us with asking questions. What have we missed? What about this? That they could ask us multiple questions, think about things that maybe we haven't thought about based on their experience, that they've seen in the real world. Annexation agreements they may have worked on and things that went well, and things that didn't go well.

I'm not talking about someone going on for 10, 15 years or something like that to help through buildout or anything like that, but I think someone who has been through a full annexation buildout would be helpful to help us identify any potential landmines and make us think about some things that maybe we haven't thought about.

**[00:32:57] Kathi Meyer:** All right. Let me think about it.

**[00:32:58] Jason Lacy:** That's fine. That could totally derail the meeting, and that's why I said let's not do that today. Let's think about it, talk about it amongst your groups, and we'll ask the question again in two weeks.

**[00:33:09] Leah Wood:** If you have specific people that you're thinking about, I think for me it would be helpful to understand who that person is, what their resume background is, as I'm considering whether or not I think they would be a valuable contributor to the meeting. I don't know if you have someone specific.

**[00:33:23] Jason Lacy:** Okay, great.

**[00:33:25] Gary Suiter:** I heard about this concept, and I think it was in one of the documents earlier, about bringing in a technical person. My mind immediately went to major Denver developments and people that were involved in that. Through my career, I've met some of those people, and those are the types of people that could help inform this process. People that were on the team that helped redevelop the old Stapleton Airport. Massive communities.

I met a gentleman that helped develop that whole town of Superior, which has since burned, or a good portion of it, but I worked for the town of Superior and met some of those people that helped develop town Superior. Big, massive developments of Richmond Homes, KB Homes, and everything else. Those type of people that have been through the process, they've been through the local government process, they've been through an annexation process, and they've been through a development process.

When I worked up around North Front Range, McWhinnies were a big name up there, and they were all **[unintelligible 00:34:20]** on the whole Union Station team. These are people that are deep in experience. Those are the types of people I'm thinking of. I don't have a specific person in mind, but there's some folks with some deep experience, especially with development along the Front Range, both commercial and residential.

That's where my mind went. I don't have a person in mind, Leah, but that's what I was thinking. Is there someone here locally that's done that? I don't know, we could test the waters and find out. That's all I have to say for now, but, yes, I'm going to defer to the council members for sure.

**[00:34:54] Jason Lacy:** Of course. Very good. All right. Thanks. I'll follow up in two weeks on that. Okay, then that concludes item one, and let's roll into item two, our current discussion. Item 2D is our community outreach plan. I don't know, is Mike, are you leading this discussion or somebody else?

**[00:35:14] Mike Lane:** I wasn't sure how it's going to roll.

**[00:35:16] Jason Lacy:** Okay. Whoever from the city team would like to provide a presentation on the community outreach plan, feel free to take the floor.



**[00:35:25] Mike Lane:** Sure. We put together a brief outreach plan from the city side to share information and gather feedback similar to what we do for other boards and commissions, as well as some additional opportunities around town halls and things like that as we get towards the end of the second page. Trying to get your input if that's something you would like us to continue or do that whole plan, or if you're looking for something more than that from this **[inaudible 00:35:49]**.

**[00:35:51] Jason Lacy:** Kathi or Leah, any feedback on the community outreach plan?

**[00:35:58] Kathi Meyer:** Well, what about the proposal from Sheila and Robin? How does that mesh?

**[00:36:13] Jason Lacy:** You're asking Mike or--?

**[00:36:14] Kathi Meyer:** Yes.

**[00:36:14] Jason Lacy:** Okay.

**[00:36:15] Mike Lane:** We kind of talked briefly. I think there might be some components of that that we can look at working together on. I'm not sure from the city side if we're supposed to be out advocating for the annexation, just ensuring that the information is available to the public, getting their feedback, and making sure the process is transparent but that's up to the committee to decide what level of role you want us to partake or work.

**[00:36:43] Kathi Meyer:** You know that advocating was what I had envisioned, rather education and information.

**[00:36:52] Mike Lane:** We can go through their proposal if you like and take a look at it.

**[00:36:58] Jason Peasley:** We heard, I think, a lot of clear from the city council that they want a standard of community outreach that's above and beyond the typical that you would expect from a regular funding application or parks and rec application or whatever it might be. We provided that type of- from our experience, what we've done in the scope of providing information, soliciting feedback from the community.

That was the nature of the proposal that you got from Sheila and Robin was, this is how you get broad community feedback, where you're going to the people where they are, where they're most comfortable to get the honest and truthful feedback that you're looking for, as opposed to, here's the information, it's on a website. Shoot us an email if you want, and come to a meeting if you want to make a comment.

I guess we're trying to figure out where we want to help supplement that because we believe that the community is striving for more information that they've become fairly accustomed to that level of communication that we engaged in during our Brown Ranch Community development plan process. We want the city to be the ones

File name: BRAC-02-01-23-video.mp4

driving this, but we're happy to provide the resources to help make sure that we can provide the robust community outreach and feedback mechanisms that we think are needed in an application like this.

**[00:38:29] Jason Lacy:** Okay. Robin, Joella, feedback on the proposal?

**[00:38:35] Joella West:** I think Jason is absolutely right that at this point, after all this time, people expect the Housing Authority to put out a certain level and a certain kind of communications. I think that we need to make sure that it continues at that level. As the city conceptually, I have a little bit of trouble only in the sense that we may **[unintelligible 00:39:04]** but we may put this to a vote. That puts us in a strange position of we've negotiated this, but the public has to decide. We're not advocating for or against it. I just don't know how those two things mix well, and yet I would like them to.

**[00:39:29] Jason Lacy:** Well, it may be difficult for you to advocate now when we're just at the beginning, right? It's pretty difficult to say, "Yes, we're in favor of this," when we don't even know what this is yet. Maybe that's how we think about blending the two is we have the informational approach from the city, but as the new information is developed over time, is there a way we can work in the proposal Jason is referring to possibly make the community outreach even more robust? I think I've heard from all of you is really, you want really robust public outreach.

Are wanting the two proposals to work the city and the other proposal to work in tandem and then coordinate together to make sure? I think the concern, and maybe what Gary might have mentioned earlier, he's a little concerned about is you don't want to have confusion, you don't want to have mixed messages. You want to make sure that the messaging is consistent no matter who's delivering it. It seems like if you're going to have both the city and the other proposal, those people working on this then, they need to be working in closely and seen together in order for this to be effective and helpful for the community.

**[00:40:47] Joella West:** They need to work closely together and be visible together in the outreach.

**[00:40:54] Jason Lacy:** Right.

**[00:40:55] Robin Crossan:** I think it's--

**[00:40:55] Jason Lacy:** Go ahead, Robin.

**[00:40:57] Robin Crossan:** The proposal is very detailed. I think it's more than what we are looking for. I don't believe we need to have a 40-hour-a-week person to do any of this. I think it's too still in the early stages to look at what the city has proposed and what the other proposal is and to try to figure out where the city's holes might be so that an outside group could help us. I agree with what Mike said. I'm sorry. It became advocacy in the proposal and we have to keep that separate.



I think starting with the city's game plan and then maybe just as a group has to look at- mesh the two together, and how do we bring in the extra staff and the extra help as we get further into the project. To say tomorrow we need a 40-hour week **[unintelligible 00:41:56]** is absolutely incorrect. The proposal, in my mind, it's overboard. I'd like to know, what was the RFP? Who did we go out to say, "This is what we want accomplished"? As opposed to a group just putting together, "This is what we've done in the past, so this is what we're going to do **[unintelligible 00:42:17]**." What do we actually need versus what people can offer us? What do we need as a group?

**[00:42:26] Jason Lacy:** Did you have feedback here?

**[00:42:27] Gary Suiter:** I was just going to-- I echo Robin's comments. In the scope of work, I saw words in there in that intimated advocacy. I think as the city, as boring as it sounds, Jason, I think that's what our job is, is to put out objective information and to listen to comments. I think we need to be careful about crossing the advocacy line, especially these policymakers need to make an objective decision on annexation at some point in the future. We can't be spending money on advocacy. I do believe we should collaborate, work together, but we need to strip the efficacy part out of that proposal and then have the team work together and come up with a good, robust plan.

**[00:43:05] Kathi Meyer:** Jason?

**[00:43:08] Jason Lacy:** Go on. Kathi.

**[00:43:09] Kathi Meyer:** In order to be respectful of everyone's time, what if we ask Gary and Jason together with Mike Lane and Robin and/or Sheila to get together and deal with the specifics of both proposals and come back next time? I'm just thinking we could spend a lot of time talking about what our expectations, but I think just these brief conversations have brought forward some concerns and I'd like the experts to have an opportunity to address that.

**[00:43:51] Gary Suiter:** Thanks for being the micromanagement monitor.

[laughter]

**[00:43:55] Gary Suiter:** That's helpful. We need that.

**[00:43:57] Jason Lacy:** Then it sounds like maybe right now the plan would be continue the city outreach portion of the plan, but in the interim have the two groups work together and come back to us whenever they're ready to maybe have a more refined plan that does not include as much of the advocacy pieces **[unintelligible 00:44:20]**.

**[00:44:21] Kathi Meyer:** More neutral.

**[00:44:21] Jason Lacy:** Yes. Okay? Any other discussion on community outreach plan? Nothing else there? All right. Thank you very much.

**[00:44:36] Gary Suiter:** Thank you.

**[00:44:36] Jason Lacy:** That brings us to item 2E, which is the general plan of development proposal from YVHA today. Jason, are you going to present this one?

**[00:44:45] Jason Peasley:** Let me see if I can pull up the Zoom and then actually broadcast the slides.

**[00:44:58] Robin Crossan:** Do you think it's possible for the next meeting that we can get these monitors working as well.

**[00:45:05] Gary Suiter:** This was for Teams, that's for Zoom.

**[00:45:08] Robin Crossan:** We can't--

**[00:45:09] Gary Suiter:** If we switched format, we could.

**[00:45:11] Robin Crossan:** Okay.

**[00:45:13] Leah Wood:** [inaudible 00:45:13]

**[00:45:13] Gary Suiter:** Yes.

**[00:45:14] Robin Crossan:** Thank you.

**[pause 00:45:16]**

[laughter]

**[00:45:30] Gary Suiter:** Big [inaudible 00:45:31]

**[00:45:34] Jason Lacy:** Then Alex, we will see. I'll go check. This is all new to me. I've been gone that long. [chuckles] Be a participant [inaudible 00:45:50] There we go. All right. I need to do anything to allow you to share your screen?

**[00:46:09] Robin Crossan:** [unintelligible 00:46:09] Jason.

**[00:46:10] Jason Lacy:** Okay.

**[pause 00:46:12]**

**[00:46:42] Kathi Meyer:** [crosstalk] an extra copy.

**[00:46:43] Jason Peasley:** No, it's fine. That's just the--

**[00:46:44] Robin Crossan:** This is the revised, this is the original.

**[00:46:48] Leah Wood:** My computer's not. Do you want me to make up? Would you like to follow along?

**[00:46:54] Kathi Meyer:** Yes. [crosstalk].

**[00:46:55] Robin Crossan:** How about **[unintelligible 00:46:56]** do you want me to go?

**[00:46:57] Kathi Meyer:** Yes. We'll share. I don't know why it's just not downloading.

**[00:47:02] Leah Wood:** **[inaudible 00:47:02]**

**[00:47:07] Jason Peasley:** I have a hard time accessing through the city's internet. I can't actually access the city's documents.

**[00:47:16] Kathi Meyer:** The agenda?

**[00:47:17] Jason Peasley:** The agenda.

**[00:47:18] Kathi Meyer:** Yes, I can't either. It's timing out on me.

**[00:47:23] Jason Lacy:** **[inaudible 00:47:23]**

**[00:47:26] Mike Lane:** Says you're in the meeting.

**[00:47:28] Jason Peasley:** Yes, I'm in now, thank you.

**[pause 00:47:30]**

**Jason Peasley:** There we go. Awesome.

**[00:47:42]**

**Jason Peasley:** All right. General plan of development. Just wanted to start off with the fact that everything that you see in here is a function of the Brown Ranch community development plan that we worked on over the course of the last 18 months. That includes significant community outreach, technical study of the site, collaboration with city departments and was adopted by our Housing Authority Board on December 15. In this document, there's a link to take you to our website. We currently have a draft, adoption draft of the document up there. We're expecting to have the final document up very soon. It's subject to some minor non-material changes. Just wanted everyone to be aware of that.

That link will remain the same. As that document is updated, the link will still be accurate. Moving on, so unit types and numbers. The basis for all of the numbers that you see here are a function of the demand study that we commissioned that looked at what is the workforce housing needs for the Steamboat Springs area through 2040. You've probably heard quite often that we need 1,400 units today. That number grows over time to be 2,264 units by 2040. For the purpose of putting a

File name: BRAC-02-01-23-video.mp4

number to this annexation, we've tied it specifically to that demand study. Now, that's a snapshot in time. That's what we believed it to be six months ago.

That number is likely to fluctuate over time, but we needed to kind of draw a line in the sand at some point, so that's the number that we're utilizing for this. Then based on several factors related to demand project economics, efficiency of delivering municipal services, we came up with the unit mix that's roughly 1,486 multifamily units, 484 single-family attached, meaning townhome or row home product, and then 294 single-family detached units. That is, again, based on a lot of different analysis of the feasibility of delivering those units. Fundamentally, it is much more efficient to deliver multifamily units than single-family units.

If you imagine a street having 10 single-family homes on it, it has the same linear feet of street, it has the same linear feet of pipe and all of that versus the same block that might have 30 single-family attached units on it or 60 apartment or condo units on it. That is what drove that unit mix. Then we also tied the non-residential demand to those number of housing units and the greater West Steamboat area and then pared it down to the things that met our objectives as an organization. Whereas there's probably a need for a much larger grocery store on the west side of town than 1,500 square feet, we were anticipating having mostly a food access point, smaller grocery facility.

Now, that's what we're making accommodations for. We're making accommodations for retail that is local serving, so the things that you, as an individual, might need that are within walking distance of your community. When we talk about office, we're often talking about nonprofit centers and spaces for individuals to do jobs, medical clinics, those types of things that would directly serve the needs of the community there. Obviously, they would have a broader impact on the West of Steamboat area since there's not much in the way of medical or nonprofit office space out in that area. We have space dedicated to daycare, fire station, school, and then some unspecified community program.

That's essentially knowing that there's additional needs for community something or other. We heard a lot of feedback on a variety of needs, and so we just wanted to dedicate some space so that we could accommodate that. When you look at the actual physical design of the site, you will see that it's a very flexible design. I'll get into the specifics of that, but there's more room there than is needed to accommodate this amount of housing at this density. That provides a lot of flexibility to match demand as it changes over time. As an example, if demand is much higher and the financing is available for, say, a lower density product type, more single-family attached than multi-family, it takes more physical land space to develop those same number of units.

It can accommodate that flexibility. It also could, at the same density ratio, accommodate more units if demand past 2040 is higher and our community needs more housing. There's flexibility built into the design to accommodate that. For the purposes and what you'll see in the actual annexation agreement, 2,264 is the high-

end number. We have information about the demand that's in here that's come straight out of our plan for you guys. I'm not going to go through any of this for the purpose of time. This is an important slide that talks about all of the community program that we have there for residential, commercial, and non-residential, and also open space.

As you see here on the plan, you have these ghosted blocks that aren't colored with a particular density characteristic. Those are ones that are the flexible spaces that can be utilized for building at a lower density as an example or accommodating more units if we needed to. I wanted to make sure that that was clear, and that's why you'll see that written in the actual annexation agreement. We have lots of detail surrounding the actual blocks, plans. This is an example of each of those density characteristics, and we've named them by the different streets that they generally represent. Lincoln Avenue being the one that's much more dense.

Lot line to lot line development. Oak street having a little different characteristic. Then Pine Street itself being far more residential, single-family homes. You'll see that in the description of the plan. It's a rough regulating plan for the development. Skipping through all of this, which you guys have thoroughly read through, we'll get into the next section. All right. Phasing. We have a general phasing plan anticipated for the site. We anticipate that neighborhood A, the one that's closest to the overlooked subdivision in Highway 40 is going to be the first area to develop, and then we would generally flow east to west.

We're not necessarily certain if that's the way it's going to go, but I think there's some coordination with the city that can help with that after that neighborhood A, whether it makes more sense to move over towards the western side of it and access up Highway 40, too. That's certainly an option. This is the general phasing that we're thinking of right now, that it would move east to west. As it relates to parks, we have a significant amount of parks that are planned. We've worked on those in accordance with the West Steamboat Springs plan and whatever that acronym is comprehensive plan. Parks, recreation, open space, trails, and river.

**[00:57:22] Robin Crossan:** Got it.

**[00:57:23] Jason Peasley:** We have essentially, in total, 115 acres of open space and parks. That is something that you can see throughout the development. This is a very good example. These darker green areas are the parks, and then a lot of open space along the riparian corridor and the bluffs surrounding the neighborhood, and then linear parks that run through the blocks that take the place of every other north, south street. All of that's in the plan. Details of which are included in the annexation agreement. There's also a significant trail network that is connecting to the **[unintelligible 00:58:14]** River Core Trail.

It's essentially a spur off of that that runs on the south side of the property and then internal trails that connect to that. There's quite a bit of detail surrounding each of the parks. These are all conceptual. Obviously, we want to work with the city on what the

specific park needs are on the west side of town. As it relates to wildfire mitigation, we have commissioned a study by the Community Welfare Planning Center. They're a nonprofit focused on helping build resiliency for communities. We work with Chief Cerasoli and Mo DeMorat on the development of that plan. There's a link to that.

This bit of regulation is above and beyond what the city requires related to any developments. We are going to be having within our own private regulatory environment at Brown Ranch health equity, sustainability, and resiliency guidebook that will be the things that we will require above and beyond what you would generally see through the zoning process to meet our health equity objectives, our sustainability objectives, and resiliency objectives. These recommendations from that will be incorporated into that guidebook, which will be developed over the course of the next year. This is a good example of just some of the techniques that are being utilized.

One of the major ones is that we're utilizing the trail system as an actual fire break so that if there's a grassland fire in that north and west part that's raging across, we actually have ease of access to create a fire line and stop that advancing fire before it hits the buildings. Then also, there's building material standards that would be related to building hardening and fire resiliency so that if you had embers hitting those homes, they're not immediately combusting and starting house fires that then become Marshall Fire scenario. We heard loud and clear from the community that that was a concern. We invested additional resources into doing this plan.

We think it was a really good process to inform us of the things that we need to be doing to make sure that we're building a resilient community. There's also focus on evacuation and staging for emergencies and things like that. It's fairly comprehensive as it relates to resiliency all around. As it relates to the public infrastructure, we intend to build all of the onsite infrastructure necessary to serve the homes and the non-residential in collaboration and conformance with the utility design assuming that they will be accepted as public infrastructure by those entities. Ongoing maintenance would then be provided by those entities for the mains and things like that that are part of the public system.

Then as it relates to the offsite utilities we would work in collaboration with those utilities and utilize the STR tax funds to fund those developments. The same is true for private infrastructure, like cable telecom wireless electricity that we would work with those entities to build to their standards so that they would take them over. If there's offsite work, we would work with the city on utilizing the STR tax to fund those types of infrastructure investments. We do have a significant amount of detail on the infrastructure. Even though this is a greenfield site, we do have a water line running all the way through the property to serve the neighborhoods on the western side.

We have a lot of different access points from traffic and water and sewer standpoint with the newly developing overlooked subdivision and some of the existing infrastructure that's just on the other side of Highway 40. There's plans from the city to extend water lines out that way. The rollout of all of this infrastructure, I think is



going to become a very detailed phasing discussion with the Public Works Department. We anticipate that will be something that we'll work on through the preliminary plat process for the first neighborhood. I would imagine that the scoping of that will include understanding what's feeding into that from elsewhere outside of neighborhood A, so neighborhoods B, C, and D and making sure that we're accommodating for that best future needs as they come through.

Just as an example, sewer runs downhill, has to go through that Slate Creek corridor to get to the sewer interceptor that goes to the water treatment plant on the western side of town. We need to make sure that we're accommodating for all of that flow. At one point, we were putting it **[inaudible 01:03:56]** As it relates to water, a very big conversation that I think we're going to be putting a pin in and discussing later on, but we're working in conjunction with the city right now to scope the water demand report for the site, recognizing that Brown Ranch units are intending to be very water-wise.

We're having very little private open space or private yards, which will limit a lot of the irrigation. As you see an equivalent housing unit has 2,500 square feet of lawn irrigation. That's not going to be the case for a Brown Ranch unit. The water consumption per unit's going to be significantly less. We're going to work on recognizing that and then seeing what that impact has on the overall system and needs for improvements over time. Again, on water distribution, there's obviously the onsite stuff is our responsibility, but working on broader districtwide distribution and additional supply is something that we'll be working on in collaboration with the city utilizing the STR funds.

We anticipate that all of the projects will be paying tap fees just as every other project does. As it relates to sewer, that's essentially how a sewer system is funded. Then as far as drainage is concerned, it's not a public utility necessarily. Is that right?

**[01:05:43] Jason Lacy:** Correct.

**[01:05:43] Jason Peasley:** It's something that the city manages and has existing regulations. We anticipate this being a post-annexation item that we'll just comply with the city's drainage criteria. We have the opportunity to look at this on a much more holistic basis and look at it from a regional detention standpoint as opposed to each property has bathtubs for drainage coming into them. We can look at it on a community-wide basis. Just an example of what that might look like. Then as it relates to energy, that's a big part of what we're studying right now. It ties into a lot of different things. It has to do with sustainability and affordability.

We're looking at a ground source geothermal system that, over time, would be the most efficient and affordable option. We're working on that as one of the major sustainability backbones for the project. That also includes upgrades to the grid and all of that because there is still electric that's needed, EV charging and all of that that's coming down the line. We're working on the master plan. We're working on that in conjunction with YVEA. More details to come on that. That's, again, one of

those private infrastructure areas where we believe that, especially the offsite infrastructure, could be funded through STR tax revenue.

There's a couple of long lead time items that are really big items that we need to be addressing, but that will have a tail that runs long after this annexation agreement is over. Highway 40, something that we've talked about probably ever since Highway 40 was a thing. Electrical capacity, being able to deliver the electricity that's needed to the site, expanding the water treatment capacity of the city with the Elk River supply. Then also just general upgrades to, say, the infiltration system at the YVHA wells or the filtration galleries at Fish Creek Plant or adding capacity to the sewer treatment plant.

All of those things are things that we can project through this process, and we can ideally create a capital improvements plan related to all of those necessary items. We are lucky enough to have the STR tax revenue that can help us forecast revenues to pay for those. That is everything on the agenda for the Housing Authority. We do have the actual document, the annexation agreement document if that's how we want to go through this.

**[01:09:03] Gary Suiter:** Maybe pull it up. Take a look at that.

**[01:09:06] Jason Peasley:** Please stop sharing for a minute, and then I'll pull that up.

**[pause 01:09:09]**

**[01:09:22] Jason Peasley:** Before we go into that, are there any questions on the presentation?

**[01:09:27] Robin Crossan:** Yes.

**[01:09:27] Jason Peasley:** Yes, go ahead, Robin.

**[01:09:28] Robin Crossan:** Back to your general plan of development and the unit types and numbers, when was the original study done? I'm just not remembering what year. Was it '16, '17, '18? When was that?

**[01:09:41] Jason Peasley:** Oh, no, this was one that was done in 2021.

**[01:09:44] Robin Crossan:** These numbers are the 2021 numbers, not the numbers before that?

**[01:09:48] Jason Peasley:** Yes.

**[01:09:48] Robin Crossan:** It's not a question, it's a comment. I'll wait. Have you guys gone away from the food co-op idea to a grocery store idea because you specifically here say a food coop and I know you've talked since then about the need



for a real grocery store, but then you only put 15,000 square feet. I'm wondering where you really stand on that.

**[01:10:16] Jason Peasley** We're quite honestly not sure because we're not in the grocery business. It is part of our ongoing development plan to create the space and create a partnership to bring **[unintelligible 01:10:32]** some type of grocer or food co-op or whatever it might be. Quite honestly, we don't know. We don't have somebody being like, "I'm ready to go." At this point, we're anticipating that we need to accommodate space for that, but that it's not entirely figured out, and it doesn't preclude the fact that somewhere else in the city, a grocer could, on their own, decide they want to come in and build, which could alleviate the need for such a large square footage at Brown Ranch. It could be supplemented by more housing, could be supplemented by something else.

**[01:11:17] Jason Lacy:** You're basically reserving commercial nodes per se just to meet needs as they change over time?

**[01:11:25] Jason Peasley** Yes. Because the one thing that we know for sure is that our estimation of demand right now is a good guess, but it's not probably right. For the purpose anticipating what might be, we have to project what those might be. We have to be flexible enough to respond to the realities of whatever 2032 looks like when a grocery store might **[inaudible 01:11:53]**

**[01:11:55] Jason Lacy:** Inevitably this agreement needs to have a good deal of flexibility because we can't anticipate 2032, probably even three years from now, we may not be able to accurately anticipate-

**[01:12:06] Jason Peasley:** Correct.

**[01:12:07] Jason Lacy:** -what the needs are.

**[01:12:10] Jason Peasley** Yes. We don't control every aspect of development. We don't know, again, if another grocer comes in and buys a piece of property and builds a grocery on the west side of town.

**[01:12:20] Robin Crossan:** Absolutely. Thank you.

**[01:12:23] Jason Lacy:** Other questions on the presentation? Yes, Joella.

**[01:12:29] Joella West:** In talking about the allocation of community space, the grocery store, all of many things, **[inaudible 01:12:36]** section of the fire station, how much do you think about will this draw people who don't live here to also come out and do some business there, whether it's a medical office or a grocery store? Is that a factor, or is this all specifically focused only on the people that we expect to be there?

**[01:13:05] Jason Peasley** The types of non-residential uses that we're looking to do are the ones that would reduce trip generation outside of the property as much as

possible. That's why the grocery store is a great example or a medical clinic is some of those high volume trips that we take as a community member regularly to make sure that those can actually be done by walking or biking or a short car drive within the neighborhood are the ones that were focusing on. Now, they probably do have some inflow characteristic to it, and that's going to be part of the scoping of the traffic study that has been done or will be done. **[inaudible 01:13:51]**

**[01:13:52] Jon Snyder:** Yes. I'm waiting for it.

**[01:13:54] Jason Peasley:** Yes. Very good.

**[01:13:57] Robin Crossan:** Great.

**[01:13:58] Jason Peasley:** What other questions?

**[01:14:01] Jason Lacy:** I wanted to follow up. You mentioned in your presentation, looks like YVHA is essentially planning to take care of all the onsite infrastructure, public and private type infrastructure, but offsite, you're looking for the STR tax funds to help pay for the offsite-

**[01:14:20] Jason Peasley:** Correct.

**[01:14:20] Jason Lacey:** -improvements. I have no idea where council stands on this. We'll get to the financial model later. Does there need to be a commitment that all the STR tax funds are available for the offsite infrastructure in order to make the math work? Because I think I'd heard from council they may want flexibility to provide monies for other projects as well. We just need to know, going forward, what you were anticipating as far as what fund had to be available to help make the math work on the offsite infrastructure.

**[01:15:03] Jason Peasley:** If you think about the proportionate share that's Brown Ranch's responsibility of the large number, it's not going to overtake the volume of revenue that would come in, but those projects still need to be funded. I think it's more of an exercise of working with the Public Works Department on what are all those projects, what's the timing of those anticipated costs, and projecting that out in a capital improvements plan process related to the revenues coming in from the STR tax.

**[01:15:33] Jason Lacey:** Fair.

**[01:15:35] Jason Peasley:** I think that's a project that needs to be undertaken relatively soon.

**[01:15:40] Jason Lacey:** Because I think some of those numbers, maybe in earlier years, could be large enough that I don't know if we need to look at financing, bonding. I'm not sure what direction we'd have to go to make it work.

**[01:15:54] Jason Peasley:** That's part of the future discussions of utilization of the STR tax and bonding capacity. I think we have to know the answer to the initial question, which is what all needs to be funded. We can probably anticipate that. We know quite a bit, but we probably don't know at all. I think pairing that with what we know from the STR tax revenue that's coming in thus far, what we anticipated to be in the future would be a good exercise.

**[01:16:31] Robin Crossan:** I have questions on open space and trails. What is the appropriate ratio of people to open space **[inaudible 01:16:40]** We're looking at 2,400-ish units minimum of 6,000 to 8,000 people. Maybe it'd be easier, really, just to look at A in the first phase. Brown Ranch has over 500 acres. Somewhere at the beginning of this says that you're going to annex 440 of them in. I don't know what the difference is between the 440 and the total, why there is a difference. Then number two, the ratio of the number of people to the open space. Because if we in the city know we do not have enough open space today for the number of people, I wouldn't want to make that mistake again at Brown Ranch and not have the appropriate acreage of open space. What would that correct ratio be? Are you sticking to that?

**[01:17:35] Jason Peasley:** We don't have a particular metric that we're utilizing to say that's what the appropriate number is. We were going primarily for proximity to open space. As an example, people who live in the city can take advantage Spring Creek open space, but it's also 5.5 miles. That's not necessarily incredibly accessible to everyone. Certainly, a really nice amenity. We wanted to focus on the things that we could provide because we can't provide a Spring Creek park or a house. We can provide access to open space, parks and trails within three blocks of every home.

Those were the types of measurements that we were looking at. We certainly understand the city's concern there. We're willing to work collaboratively on whatever that is. The difference between the 420 acres that's being requested for annexation and the 534 that we own is that the 114 acres difference is the portion on the north side of the property that's outside of **[unintelligible 01:18:44]**. We're essentially holding that for future use by the community at some point in time. We could collectively agree to just leave it as it is and the leaders of the community 25 years from now can figure out what they want to do with it or we can do something now.

The steering committee wanted to hold that in reserve because they know that the future is uncertain. We don't know what we may need 25 years from now. Let's leave some land available that we could program for the needs of the community in the future.

**[01:19:29] Robin Crossan:** All right. My next question is, again, the same, the number of people ratio to the trail network data from **[inaudible 01:19:37]** because obviously there'll be people outside the community that will use this network because it's connected. Just to ensure that there is enough not only connectivity, but also enough trails so that we don't end up with a Core Trail situation we have downtown with so many **[unintelligible 01:19:58]** on it and this conflict. That would be my

concern about having the appropriate **[inaudible 01:20:04]** available to everyone, whether they're for commuting or whether they're for recreation, whether **[inaudible 01:20:10]**. My concern is you're going to put so many people in a small area. I look at Sunlight, I look at other locations where there's a lot of people. These are single-family homes, and the playgrounds is small. How are we going to get any or a section that has 400 units, at least approximately 400 kids in a playground this small? That's my concern.

**[01:20:41] Jason Peasley:** I think that's one of the actual values that we have from doing the-- Looking good, **[unintelligible 01:20:49]**.

**[01:20:53] Robin Crossan:** Hi, Craig

**[01:20:56] Jason Peasley:** The fact that we can masterplan the entire area, as an example, we have Sunlight Crossings in the reserves more or less in the same neighborhood with their own little parklets. We didn't have the ability to plan for a much larger park that would serve that whole neighborhood. Sunlight has its own little park but Sunlight neighborhood. We are now in a place where we can design a 7- acre park for the 400 households that live in neighborhood A. They actually have something large and meaningful to go to as opposed to these pot lots that exist all around in all these dispersed developments.

Having the ability to plan regionally for those types of things, and I say regionally, not the whole west region but just on a neighborhood by neighborhood basis, gives us much more flexibility and much more opportunity to develop something that's more meaningful for the folks that live there. As an example, in neighborhood A is a park immediately as you enter the property. That's now providing access for the folks that live Sleepy Bear access to a park that they never had before and solving a problem that has been identified for the city of the lack of park infrastructure that exists on the west side.

**[01:22:24] Robin Crossan:** My concern still and will continue to be, the right number of acres for the number of people in that area. Just know that that's a concern. I think it's shared by many people in the community.

**[01:22:39] Leah Wood:** Robin, do you have the metrics, but you're asking what our metrics are. Do you or Parks and Rec have metrics that you're looking for that will help us quantify how **[crosstalk]** plan and meeting up with?

**[01:22:51] Robin Crossan:** Sure.

**[01:22:52] Angela Cosby:** Yes. Angela Cosby, the Parks and Rec director for the city. We do have metrics in our parks recreation open space shuttle and river masterplan. We have those metrics based on acreage per capita as well as per household. The hardest part we're going to have with Brown Ranch is when you use those metrics, it's over 400 acres. That clearly is not going to work for this situation. We're going to have to get creative. When we say that to Steamboat, we are very

rich in parks. When I say parks using it as a general term versus developed or undeveloped. They are all over capacity, sports fields, trails, et cetera.

If we're to step back and say, "We're going to do just over a hundred," we can probably anticipate it's going to be extremely over utilized. Setting up something, we're going to have to work together and have a lot of conversations to figure out best location, best purpose, how to maximize plans, so it can be achievable. Yes, we do have those metrics. They might not give us as much guidance as we want for this circumstance.

**[01:23:54] Leah Wood:** Thank you.

**[01:23:56] Jason Lacy:** Anything else, Robin?

**[01:23:58] Robin Crossan:** No, not for now.

**[01:24:00] Jason Lacy:** Any other questions or comments, Joella?

**[01:24:01] Joella West:** No.

**[01:24:02] Jason Lacy:** All right. All right, Jason, do you want to bring up the annexation agreement draft and talk through that briefly, see if we have any questions? [silence]

**[01:24:20] Jason Peasley:** The annexation agreement draft. Some fairly standard whereas statements. Definitions to be included at some point. The part that we're talking about here is the type of unit. We've included that graph that shows the volume of units and the amount of non-residential and community space. Then recognized the general breakout of the type of units, where they're located, which neighborhood. Then an acknowledgement that this is tied to demand and that there's a need for flexibility. I don't know how we exactly write that. We've proposed some language, but that's the plan as we have it in there for the number of units.

The way we've been working on it is that the 2,264 would be the top line number and that there would be flexibility amongst the unit mixture or the commercial space or maybe 419,000 is the maximum number for non-residential space and that there would be flexibility within those numbers over time as they're approved through different subdivision and development plan projects. We just keep a tally to these numbers. Then if we get to a point in the future where we all collectively say, "The demand is so much more than what we thought it was going to be," or, "It's so much less than we thought it was going to be," we're going to change those numbers. We would collectively agree upon that through whatever your normal process is at that time.

**[01:26:36] Jason Lacy:** Would that be you would anticipate amending the regulating plan to do that?

**[01:26:40] Jason Peasley:** I think so.

File name: BRAC-02-01-23-video.mp4

**[01:26:42] Robin Crossan:** I'd like when Dan gets back in the room to have him talk to us about how this plan gets amended in the future.

**[01:26:49] Jason Peasley:** Moving forward. On the phasing, we'll provide a phasing plan exhibit. Again, it's relatively illustrative, and I think that we'll have much more detailed phasing conversations as it relates to the individual preliminary plats. A post annexation and entitlement conversation, but it may be worthwhile as we get to the point of understanding the major thresholds of water, the major thresholds of traffic capacity, as an example. In this phasing plan section, there may be some triggers related to we can't build so many units until such improvements are funded or something along those lines.

As it relates to the parks and trails, we're proposing 46.1 acres of parks, 48.6 acres of open space. I don't have a number on the actual trails. I don't have an actual how many miles of trail, but we will provide all of that. The goal would be that we would work with the city on the design and what programming is involved in each of those parks, and then they would be dedicated to the city as part of the general parks program. That's something [crosstalk]

**[01:28:34] Kathi Meyer:** Yes. We're missing a word on the third paragraph where it says, "Yamba Valley shall provide as generally shown." I think the word should be trails.

**[01:28:44] Jason Peasley:** Yes. [silence] Again, the wildfire mitigation is something that will go into the Health, Equity, Sustainability and Resiliency Guidebook. We provided some of the concepts, strategies that we may utilize. Then as we discussed. This is the language related to providing the onsite improvements and discussion of offsite improvements related to the short-term rental tax utilization. Same thing with private--

**[01:29:32] Kathi Meyer:** I did read this this morning. There's a reference to West Steamboat Neighborhood in the private infrastructure [crosstalk]

**[01:29:41] Jason Peasley:** See that. [unintelligible 01:29:44]. Come on. [laughs]

**[01:29:48] Kathi Meyer:** There's two.

**[01:29:49] Jason Peasley:** Yes. [laughs]

**[01:29:50] Jason Lacey:** [inaudible 01:29:50]

**[01:29:56] Jason Peasley:** Those are the areas that we provided. The rest of it is copy and pasted stuff from the previous annexation agreement that we don't think is part of our conversation today. We'll have those in later meetings. Any questions or feedback on the working draft or the annexation agreement?



**[01:30:24] Kathi Meyer:** Yes, I'd like to talk about vesting. Given the fact that there's a blank here and I don't know what point whether we discuss it at a later date, or we at least talk about it. Is there a reason we shouldn't be vested in perpetuity?

**[01:30:49] Jason Peasley:** That's part of the post-annexation land use, the Section 1 parts because annexation is perfect.

**[01:31:01] Kathi Meyer:** Right.

**[01:31:02] Jason Peasley:** Annexation is perfect, but-

**[01:31:03] Kathi Meyer:** Investing, yes.

**[01:31:05] Jason Peasley:** -do you mean investing for development plans?

**[01:31:07] Kathi Meyer:** No, I'm talking about--

**[01:31:10] Jason Peasley:** Yes, it is appropriate as it relates to the total number of units and the total square footage. The reason for vesting would be to basically agree that the city would not downzone the property in the future to limit the amount of development that we had agreed to, to the annexation. We say the demand is 4,400 units, if ur future city council says, "Well, we don't want that many people, so we disagree with you. We're going to downzone and make it eight people."

[laughter]

**[01:31:46] Gary Suiter:** I'd like to weigh in. I think we should be liberal with vesting, Kathi. The term perpetual in any contract scares me.

**[01:31:55] Kathi Meyer:** -I understand that, but it's a starting point here.

**[01:31:58] Gary Suiter:** Yes, I get it.

**[01:31:59] Kathi Meyer:** When you're talking investing millions of dollars, hundreds of millions of dollars on both sides, I think permanent vesting is the best case. As Jason said, it's a minimum amount. Again, if the city says 40 years, but there's got to be a number there. At some point, we're going to have to deal with that.

**[01:32:29] Jason Peasley:** Something more than a few years.

**[01:32:30] Kathi Meyer:** Yes.

**[01:32:32] Jason Peasley:** Understood.

**[01:32:32] Gary Suiter:** Yes, your typical vesting is three.

**[01:32:34] Jason Peasley:** Three.

**[01:32:35] Gary Suiter:** Right.

File name: BRAC-02-01-23-video.mp4

**[01:32:36] Robin Crossan:** Well, if it's a 20-year build-out, we should start at 20 years the lowest number.

**[01:32:40] Kathi Meyer:** That would be, yes.

**[01:32:43] Jason Peasley:** Very good. Robin, you said you had a question for Dan.

**[01:32:47] Robin Crossan:** Oh, it was about the vesting. We've already talked through that. Oh, yes.

**[01:32:52] Gary Suiter:** Amending the agreement.

**[01:32:53] Robin Crossan:** Amending the agreement.

**[01:32:55] Jason Peasley:** Which agreement?

**[01:32:57] Robin Crossan:** 10 years from now, there's a section in here that is not working. What is the process to amend the annexation agreement?

**[01:33:09] Jason Peasley:** It's **[unintelligible 01:33:11]** principles as any kind of agreement to have all the interested parties in agreement. The potential complications are 10 years from now, maybe the Housing Authority personnel **[inaudible 01:33:22]**. Housing Authority has sold the parcel, for example, to a private developer. That would complicate things. You'd have a third party that you have to agree to them, to the extent that you then inspected them, but yes, it's possible. It just entails a **[unintelligible 01:33:44]**.

**[01:33:45] Robin Crossan:** Then there's **[unintelligible 01:33:46]** because per the agreement is with the community.

**[01:33:54] Jason Peasley:** Not in the sense of an election. Obviously, there's a political dimension to that decision and you want to have public support for it, but there would be no direct mechanism for the public that involves themselves in that decision.

**[01:34:11] Robin Crossan:** Thanks.

**[01:34:12] Jason Peasley:** That's all? Okay. Any other questions on the draft annexation agreement? Yes, Robin.

**[01:34:21] Robin Crossan:** Just like the first thing, the 2,264, that you say we need 2,400. Do you want to be curtailed at 2,264 when you want to build 10 more units? Is that the number that you're going to be comfortable with moving forward, no matter what?

**[01:34:42] Jason Peasley:** Our goal was to tie it to something that wasn't just us making up a number.

**[01:34:48] Robin Crossan:** Which is the number?

File name: BRAC-02-01-23-video.mp4



**[01:34:49] Jason Peasley:** Which is the number of demands. 2,264 is the demand that we studied and said that's what it was. Whether we draw at 2,264 or 2400 units or whatever, there's got to be a point in time where we might bump up against that and have to make a collective decision to either increase it or not. Our belief was that let's tie it to demand. That's what we've been building for, not building for building sake, we're building for our workforce demand. That's the purpose of putting the number there.

**[01:35:28] Robin Crossan:** Okay. Then my second question is for the 419,000. To me, that's a lot. Again, if you get the supermarket that needs 30,000, as opposed to the 15 you put in the plan somewhere down the road, are we going to hit that limit as well? It's a pie-in-the-sky question, because we don't know. I'm just concerned about having numbers that when you get to them, even if it isn't 18 years, you can end with a problem, the community could end up with a situation.

Maybe that's more of a comment than anything else, but as it relates to the number of units and the type of units that truly concerns me. I appreciate the fact that you're going to be flexible. If demand changes, my concern is there are not enough single-family homes in this at all, at all. A person can get out of any other unit and move into their own house. That could change over time.

For all this being built now, and all this going to be built in here to have so purely single-family house is a real concern for me. I appreciate the economics of it and everything else, I totally understand it. To have so few people in their own homes, which I think if you went through this community right now, many people would want to have their own home, as opposed to a duplex, or a townhouse. That's a concern, as far as these numbers being so put in black and white.

**[01:37:03] Jason Peasley:** Yes, just the unit mix, proportionally.

**[01:37:04] Robin Crossan:** The unit mix, absolutely.

**[01:37:08] Kathi Meyer:** Jason, maybe, to address that, we could go through how we arrived at those numbers, because clearly there was more demand for single-family detached. When you look at the expected infrastructure, and density is your friend, there was a trade-off. It wasn't heavily discussed. Maybe that's something that we need to spend more time in how we got there.

**[01:37:44] Jason Peasley:** Yes, we certainly can provide all of the background because we had focus team meetings specifically on that topic. That is probably the major juxtaposition of this project from demand, wants versus what can be provided, if that makes sense.

**[01:38:05] Jason Lacy:** While balancing affordability.

**[01:38:06] Jason Peasley:** Exactly, right. I think we have the land, we have the flexibility to provide that, but we don't have the resources to provide housing for the people that want it and need it at the price they can afford.

File name: BRAC-02-01-23-video.mp4

We have to utilize the tools that we exclusively have control over like density, to be able to deliver the product, any product that people [unintelligible 01:38:35]. The other aspect of that is that we want to invest in some single-family attached products that definitely have that single-family detached feel. I think over time we're aspiring to provide more of that single-family feel, if that makes sense. We have some serious headwinds. The economics are very real. We don't want to over-promise to the community something we can't deliver. Yes, Joella.

**[01:39:17] Joella West:** I'd like to talk about your white spaces on your maps. I don't know, and I haven't read anywhere about whether you envisioned anything or just said, as you sometimes do when you buy a house and you say, well, this garage is big enough to store stuff. You go and you move beyond that. I don't know what you envision if you envision anything and they're very different white spaces, very differently timed. Then I look at the plan here, which includes only the things that are in the white spaces. How should we think about those white spaces now and should we provide anything in this document about the white spaces?

**[01:40:11] Jason Peasley:** Yes, the white spaces represent flexibility to maybe deliver some more of that single-family product that we're talking about. Or through the development process, we learned that our land's not quite as efficient as we thought, and so we lose some space here and there because of slopes or because of unsuitable soils or things that we just don't know about right now.

It provides some flexibility in the developability of the site and also flexibility in the product type delivery. I'm not entirely sure, and I would hope that maybe the lawyers can help us with exactly how you put that into the document. The purpose is that we've designed a program that doesn't need all the space that's within the urban growth boundary to be delivered. It inherently provides us with some flexibility. We could decide that we want to have another park or we can decide that we want to save that for some unspecified community use or whatever it might be. It gives us the opportunity to meet the housing demand and also have some flexibility of doing that.

**[01:41:38] Joella West:** Which takes me right back to what you said, I would hate to have to do an amendment to the annexation agreement, either because you needed to move some units out there, or because you found that you needed to build units that exceeded the specified totals here.

**[01:42:00] Jason Peasley:** Okay. Well, maybe that's where you think about, you came up with the 2264 number. Do you slightly raise that to give a little more flexibility now? Also, remember, as far as the neighborhoods and how they're going to look, this is really a broad general vision. The details are really going to come with subdivision and development plan processes.

I think as long as all the lawyers build in all the flexibility into the language as we should, those types of details can be fleshed out more as needed in those more detailed planning processes. Totally. I think this is just a classic conundrum that we

have of flexibility versus predictability and where is the sweet spot amongst that? We're totally open to that conversation. We appreciate you guys being open to that, knowing that as we build and respond to demand, that is an ever-changing dynamic, and we will need the flexibility to do that. I think we put a pin in exactly how we create that flexibility. This is what we've got right now.

**[01:43:21] Leah Wood:** To Dan's point, I'm asking about if we wanted to change something. He brought up the fact that what if there was another developer or someone else owned a piece of the land? I look at a way to raise funds is to sell off some of the land so that people can build their own single-family home and at some point in time, we'll get to all the financing pieces of it, but that's your tax might not have the capability to do what you want it to do.

Instead of you building the three, 400 single-family homes, what about selling the lots at market value and letting somebody else put them on in order to generate funds to build more infrastructure for the attached and the multifamily? Is that something that's feasible down the road and is that something that needs to get addressed in here as an option?

**[01:44:27] Jason Peasley:** From us, it's our option of last resort. The practical economics of delivering the pad-ready unit are such that it's-- I'm not entirely sure what the number was. For a single-family home, it is much higher than you're expecting. To then get some delta on top of that, some profit on top of that, that we can use to cross-subsidize other housing, it's not a very good utilization of our most precious resource versus land to help fund this. Yes, it's available to us, but it is probably 10th or 11th done in the list of things that we would utilize to close that gap.

**[01:45:22] Leah Wood:** I'm only just thinking about some and what went from \$100,000, \$200,000 point 10 of an acre to 400, 500,000 to buy it. I'm wondering whether there is a potential there too because land is such a limited commodity.

**[01:45:42] Jason Peasley:** The other problem is that we would not be hitting if we sold just free-market unrestricted homes lots, that would not be hitting our 2264 number.

**[01:45:55] Leah Wood:** I understand. Thanks.

**[01:45:57] Robin Crossan:** Jason, is there any restriction in the donation that we would bump up against as far as selling upmarket land?

**[01:46:08] Jason Peasley:** There's no particular restriction to that, but the expectation is that we would be delivering affordable and attainable housing. Certainly, again, it's a tool that we have, but it's not a tool we're really eager to utilize. What else? Other questions or comments over here? Yes, Kathi, go ahead.

**[01:46:31] Kathi Meyer:** Jason, could you maybe give a little bit more background as to the plan and the expert national consultants that helped us, because that might help that, and the ULI role as far as this was not just locally developed, it was highly

File name: BRAC-02-01-23-video.mp4

locally input, but we started out with going and spending a lot of money to bring in national experts. Could you talk a little bit about that?

**[01:47:05] Jason Peasley:** Yes, so the housing authority spent about a million dollars on technical consultants over the course of the last 18 months studying the site. The prime contractor was Mathieu and their national contractor or design firm really well known for their big urban design concepts, sustainability, resiliency, health equity. They worked in conjunction with Landmark, a local engineering firm to help design out the structure of the site.

The neighborhoods that you see, the street grid that you see in there, and that's all been truthed out to the point where it's legitimate that's going to be-- It says schematic or conceptual design, certainly not construction ready drawings, but we've worked through with those technical consultants exactly how we build out the residential component. We also went down to the granular level of designing out example blocks, and that's in the presentation that we provided for you guys.

**[01:48:20] Jason Lacy:** That's the Lincoln overtime stuff.

**[01:48:22] Jason Peasley:** Yes it is, and then we took it further and said, "Here's a three by three block diagram, so nine blocks of what could meet that density concept with a mixture of housing types. I can bring that up if that's useful in this case, but we went down, we really wanted to truth out that this was going to deliver the look and feel that we were wanting.

We also had Livable Cities, which is a landscape architecture firm on the team, and they did all of the streetscape parks, trails, open space design that you see in the plan that's built upon making sure that we have access to parks for everyone that's in the community, focusing specifically on the low and moderate-income folks that generally have the worst access to parks and open space.

We invested significant resources in coming up with this plan, taking the community's feedback, taking that national expertise and the local experts. We had folks from the city staff helping with that to develop the plan. We're really proud of what we've got there, we hope that people will go to the website and review it, take a look at the drawings, and then the Urban Land Institute, we've hired them to come in and give us their unfiltered opinion of what we've done.

We were hoping that they wouldn't say that we're crazy. Thankfully, they didn't. They were really proud of the work that we did. They were very complimentary of the volume of community input, which is above and beyond what they've seen in basically any land development. Then also, just the attention to detail from the consultants on every aspect of that.

They had some very serious recommendations about how we implement that, so we will be actually bringing in that third-party expert that you were talking about to RT to help us implement. As somebody that's been through this type of process before they can help us with the learning curve of how do you build an entire community.

File name: BRAC-02-01-23-video.mp4

We're going to be issuing an RFQ at our February meeting for that, and anticipating doing a subsequent RFP process, and bringing on someone in the summer. That would be our implementation partner.

**[01:51:19] Kathi Meyer:** Okay.

**[01:51:20] Jason Lacy:** Good to know. Good question, Kathi. [chuckles] All right. What are the questions on the annexation draft? I just want to-- Oh, did you have something, Joella?

**[01:51:32] Joella West:** No.

**[01:51:34] Jason Lacy:** You mentioned the water demand study and also the energy study. You're still looking at those pieces. What's the timeline on finalizing those?

**[01:51:43] Jason Peasley:** The Energy Master Plan should be completed at our February meeting.

**[01:51:48] Jason Lacy:** Okay.

**[01:51:49] Jason Peasley:** The water demand report is we have a scoping meeting this week.

**[01:51:54] Gary Suiter:** Tomorrow?

**[01:51:55] Jason Lacy:** Tomorrow, yes.

**[01:51:56] Gary Suiter:** On Friday?

**[01:51:57] Jason Peasley:** Yes, I don't think it's going to be a super complicated process. That should be ready in the next-- I don't know, maybe a month.

**[01:52:05] Jason Lacy:** Okay.

**[01:52:05] Jason Peasley:** Then I confirmed with our traffic engineer that the traffic study would be ready by that April meeting that we intend to discuss traffic.

**[01:52:14] Jason Lacy:** Okay. Great. Perfect. What else? Any other questions or comments on the annexation draft? Yes, Jon.

**[01:52:25] Jon Snyder:** If I may?

**[01:52:25] Jason Lacy:** Yes, please.

**[01:52:26] Jon Snyder:** Two questions that matter a lot for infrastructure planning. When do you anticipate the first unit coming online, and what is your desired rate of build-up?

**[01:52:41] Jason Peasley:** First unit is coming out of the ground.

**[01:52:43] Jon Snyder:** Yes, on line and being inhabited.

**[01:52:45] Jason Peasley:** Oh, on line and being inhabited? I guess our stretch goal is 2026 for the first unit to be occupied.

**[01:52:55] Jon Snyder:** Okay.

**[01:52:56] Jason Peasley:** A lot has to happen to get to that point.

**[01:53:00] Robin Crossan:** We can do this in six months. You can do it by the end of 2020.

**[01:53:04] Jason Peasley:** Sure.

[laughter]

**[01:53:06] Jason Peasley:** Yes, absolutely.

**[01:53:07] Jason Lacy:** Let's get the first part done.

**[01:53:09] Jason Peasley:** We all own apart in getting to 2026.

**[01:53:13] Jason Lacy:** Yes. [chuckles]

**[01:53:17] Jason Peasley:** Then from there, I think that we would probably be building in the 200-units-a-year range. What you've seen the Housing Authority build thus far is about 50 to 100 units a year.

**[01:53:35] Jon Snyder:** Okay.

**[01:53:37] Jason Peasley:** No. Whatever. Two to four times that cadence of development. The idea would be that we would just roll through because demand is so deep that we could continue to do projects. As an example, if we do a low-income housing tax credit project, it's likely to be a large one. Maybe it's dispersed around our neighborhood, but it would be one of the 100-plus unit scope, so each project may be fairly large.

**[01:54:13] Jon Snyder:** I guess we've started building?

**[01:54:14] Jason Peasley:** Yes.

**[01:54:16] Jason Lacy:** Okay.

**[01:54:17] Joella West:** You said you has two questions?

**[01:54:18] Jon Snyder:** That's it.



**[01:54:18] Joella West:** Okay. got you.

**[01:54:21] Jason Lacy:** Good. Staff any other questions?

**[01:54:23] Dan Foote:** No.

**[01:54:24] Jason Lacy:** Okay.

**[01:54:25] Jason Peasley:** The last, I guess outstanding study is the fiscal impact model.

**[01:54:29] Jon Snyder:** Right.

**[01:54:31] Jason Peasley:** In this case, a little bit to one of the questions that you guys brought up around parks is we were looking at the fiscal impact model and some of the assumptions in there, Kim and I were working with. I think we're going to be I think doing a side exercise to try to truth those assumptions out to what we experience in the city currently based on however many lane miles of road we have per person, or something along those lines as an example. to tie back the assumptions to the real experience that we have here in town. That's still forthcoming. I would say it's probably a month from being completed. Does that make sense?

**[01:55:15] Kim Weber:** Yes. Kim Weber, finance director. We have it on the March 15th agenda, but that means the packet materials due March 2nd. We'll be pushing it. I know that Jon is working on a separate analysis for specifically, snowplowing, or streets, and transit, because those are really initial infrastructure costs that really can't be by person. We have a lot of work left to do.

**[01:55:49] Jason Lacy:** Yes. We want to make sure that we're all on board with the assumptions that are in that. We've been working with Kim to make sure that she's okay with those assumptions. That's obviously, the meat the matter when it comes to making those financial projections. I think when we spoke last time with the group, I think everyone's comfortable with the material needs to come in a little later than March 2nd. I think that's fine. What else on the annexation draft? Anything else for today on that? Yes, Gary.

**[01:56:27] Gary Suiter:** I would say I think this is a great start reflecting back on the WSN, West Steamboat Neighbors. We didn't even have anything in writing for a couple of years, [laughter] if you recall so this a great start. I appreciate the committee's work and the consultant's work in putting this together. I think we're getting the ground running. Thank you.

**[01:56:48] Jason Lacy:** Yes, I think it's a good start. Let's plan, the next meeting is two weeks from today, which is February 15th. At that meeting so, we will start with our prior meeting recap. We will approve the minutes, which I guess we will, we'll have a transcript, but we'll also the approval will actually be of the video. Want to get

some feedback from council on whether you want have the transcript as it is, or if you want to keep that process going, or not.

It sounds like YVHA is happy with just the summary. We'll also follow up on the community outreach plan. Hopefully, there'll be a chance for the groups to get together to talk about some combined efforts with a little less advocacy role on the communications process. Let's also do a follow-up on the presentation we just had on the general plan of development. If there's any specific feedback, anything else you wanted to add, or supplement.

Also if there's any, I don't know what kind of internal processes you have for getting communications from council, but if there's any feedback on questions, suggested edits on the working draft of the annexation agreement. I want the prior meeting recap to be active, and not just a perfunctory thing. I want us to really follow up, because I'm sure you'll also get some public comments, whether today or along between now and then.

Want to make sure that you get a chance that city's responding this time to the draft. You get a chance to propose any feedback or any suggested edits you may have. It will be vice versa, city proposes language going forward. Yes, we can follow up on that expert discussion. I wasn't aware that you guys were going to have the RFQ for technical expert of your own, so that's good to know. We can follow up on that discussion.

The new discussion that we'll have next time will be on city services operations, maintenance, and maintenance responsibilities. The city will prepare that information, and provide the presentation. We'll wrap up with a discussion of the next meeting after that, the topics, and public comment. Any questions on next meeting? Jon.

**[01:59:20] Jon Snyder:** My understanding from your discussion with your previous meeting was you specifically wanted to focus on wastewater and stormwater for next meeting. That's where we're prepared to deliver. Is that still what the group wants?

**[01:59:34] Rebecca Bessey:** Stormwater **[unintelligible 01:59:36]** an existing fee system.

**[01:59:40] Jon Snyder:** Existing what?

**[01:59:41] Rebecca Bessey:** Existing key system.

**[01:59:43] Jon Snyder:** Existing key system.

**[01:59:44] Jason Lacy:** Is that tap fees? Is that what that is?

**[01:59:46] Jon Snyder:** Probably.

**[01:59:50] Gary Suiter:** That's a big bite.

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**[01:59:52] Jason Peasley:** It is. As far as supplemental information for that is that going to be the white papers that we've discussed? Then we'll talk tomorrow later about the water demand report, but that can be something that we can have prepared specifically for that meeting. That's a quick turnaround.

**[02:00:15] Jon Snyder:** Well, I anticipated the next BRAC meeting would be the introduction to these three topics. Not necessarily that this group will be prepared on making decisions.

**[02:00:26] Robin Crossan:** Well, we have to go back to council. We can't make decisions.

**[02:00:30] Jason Lacy:** All right. We'll follow up on that meeting, at the next meeting as well. We'll have more opportunities. I believe later on, once you've developed the demand study and things like that, you'll have a more comprehensive presentation for us for the group to review at that time.

**[02:00:47] Jon Snyder:** Exactly.

**[02:00:50] Jason Lacy:** Good. Any other questions about the next meeting? Things sound good? Okay. Great. Then let's see, that's the conclusion of our agenda for today, other than public comments. Happy to open the floor for anyone in here, if you have any public comment, give us your name and address. We'll give you three minutes, if you'd like to make any comments.

**[02:01:13] Robin Crossan:** Just we want to make sure the public comment is in reference to what we discussed today.

**[02:01:18] Jason Lacy:** Correct. For comments today and in all meetings going forward, we'd appreciate if the comments were focused on any of the discussion topics for today. Yes, please give us your name and address.

**[02:01:31] Cindy Wither:** Cindy Wither, 1788 Harmony Lane. I really applaud the idea. All of the things the committee has done I think it's great because this is such an important element that we're taking and that's huge. Also, the fact that you look so much at the sustainability and the fact of climate change and what we're facing. I have to think when Robin was mentioning about single-family homes, I think things are changing so rapidly with climate change. We really have to look at that.

What we lived with, we in America in the past, is going to have to shift. I lived in Europe for quite a few years and other countries, and this is what it is where we're going. Also, I really applaud the idea of the geothermal that is just fantastic and so important. We have to look all of that. Thank you.

**[02:02:28] Jason Lacy:** Thank you. All right. Any other comment?

**[02:02:33] Sally Hertzog:** My name is Sally Hertzog. I live at 2812 Park. I too really applaud what this group has done, I guess the whole city working on this. It's a huge,

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huge, huge project. I came today because I need more information. I think your idea, first of all, of giving our community a lot of information about what's going on is really important. The idea of not having advocacy is also very important.

I don't think people want to read that one side is more in favor, even though we know that they are, we need to get information. I don't know, can I ask a question? Well, I'll make a comment about it. The whole idea that the goal of this is to build this for the workforce. Is that correct? Am I right in that? I think we have to look at it too in the future, do we know people want to live here? How many people want to live here? Just because somebody comes from Craig or Yapa doesn't mean that they want to come and live here.

I think we're making some assumptions sometimes that people want to live here when maybe they're tired of living here. I don't know. You just need to look at some big pictures there, I think. I guess I want to know who's doing these studies, energy, traffic, water, fiscal. Does the city do those studies?

**[02:04:11] Jon Snyder:** They're leading.

**[02:04:12] Sally Hertzog:** Sorry,

**[02:04:13] Jon Snyder:** We can talk offline, but they're leading them.

**[02:04:15] Sally Hertzog:** You're doing the studies?

**[02:04:15] Jason Peasley:** We can let you know who the consultants are that are doing them. Then we usually work with the city on the scope of that actual study.

**[02:04:27] Jason Lacy:** All right. Thank you, Sally. Yes, please.

**[02:04:29] Debora Black:** I'm Debora. I-

**[02:04:31] Robin Crossan:** Your full name?

**[02:04:32] Debora Black:** Debora Black.

**[02:04:40] Jason Lacy:** We usually do name and address.

**[02:04:41] Debora Black:** Address 3173 Aspen Wood Drive.

**[02:04:45] Jason Lacy:** Thank you.

**[02:04:47] Debora Black:** I have a question from a friend. I don't know if it applies to this topic because I don't know what the term means. If it doesn't apply and you can't answer that's fine. "A point I suggest raising is that they should include the to-be-selected fee developer in these meetings as this party will undoubtedly have valid expertise and comments to contribute the annexation agreement." I don't really know what a fee developer is.

**[02:05:27] Gary Suiter:** That's the technical expert that we will be hiring to help us implement. We're going through that process--

**[02:05:32] Debora Black:** You talked about that at the very beginning.

**[02:05:35] Gary Suiter:** We're going through that process of selecting whoever that is. Till we have that person identified, we can't go there.

**[02:05:46] Debora Black:** Do you know when you might have that person identified?

**[02:05:49] Gary Suiter:** The goal would be the middle of summer.

**[02:05:53] Jason Lacy:** Thank you.

**[02:05:54] Debora Black:** Thanks.

**[02:05:54] Jason Lacy:** Thank you, Debora. Do we have anyone online who would like to make any comments? If so then raise your hand and unmute yourself, and we'll give you three minutes. I don't see anyone that wants to make a comment. You, people, maybe from the public, but I'm not seeing anyone unmute or raise their hands. All right, well, if you did want to make some comments, feel free to do so next time, and also feel free to reach out to any of the committee members or also on Engage Steamboat at any time, Robin.

**[02:06:38] Robin Crossan:** I have a clarifying question based on one of the public comment questions. The question was, "Do people want to live here?" I think that that's a really important question because based on Brown Ranch presentations, and we heard the horror stories about three families living in one house, each family had a bedroom. For me, the question of, "Do people want to live here." Whether we at one point or whether it's right now or whether it's at another time. Explain the need in the community today from people in our community versus people outside our community wanting to come in. That's just a comment.

I think it would be good for the community, in general, to hear again that piece of representation about the need is for people right here, right now, today.

**[02:07:33] Jason Peasley:** We're working on some assumptions and it actually ties back to the physical impact model. If you build a hundred units at Brown Ranch who occupies those units? Is it a de-doubling of those people who are leaving many households to be in one home? Is it people choosing to move into the city from Hayden or Craig or Creek or elsewhere? Is it people moving from existing homes in Steamboat to Brown Ranch? Or is it people who are new employees to the community moving from outside? The city needs a new parks person or whatever, and they hire somebody from out of town, and they move in, and they're now local workforce member and they move into one of those units.

We're trying to figure out what sort of ranges of assumptions we can make for that, thinking that those are essentially the options that are available given how were

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restricting the homes. Could be somebody who's retired from the workforce here that's moving to a unit in Brown Ranch, where they're moving from matters. Especially for the physical impact model of how much of their sales tax will be captured.

**[02:08:50] Jason Lacy:** Thank you. Joella?

**[02:08:50] Joella West:** Thank you because my comment in earlier exchange, I think it's misleading to constantly refer this to as entirely workforce housing because what it may also be is senior housing.

**[02:09:08] Jason Peasley:** Retirees, yes.

**[02:09:09] Joella West:** Absolutely.

**[02:09:12] Jason Lacy:** Good. Anything else from crew?

**[02:09:14] Sally Hertzog:** May I make another comment?

**[02:09:15] Jason Lacy:** [unintelligible 02:09:15]

**[02:09:16] Sally Hertzog:** I give up my two minutes?

**[02:09:18] Jason Lacy:** We're not supposed to do that, I'm sorry. But feel free whenever we take a-- Were about to wrap up the meeting, I'm sure everyone will be happy to chat with you.

**[02:09:28] Joella West:** Or send us emails.

**[02:09:29] Jason Lacy:** Send emails too, and come next time too. Anything else from the group before we adjourn for the next meeting? Nothing else? All right. They'll all go this smoothly right? We will be done early every time.

**[02:09:46] Robin Crossan:** This is great.

**[02:09:47] Jason Lacy:** Thank you. This is a great start everyone. We'll see you back here in two weeks.

**[02:09:50] Leah Wood:** Thank you, Jason.

**[02:09:51] Jason Lacy:** Thank you.

**[02:09:57] [END OF AUDIO]**

# AGENDA ITEM #4.

## Drinking Water Utility

February 15, 2023

### Purpose

The purpose of this paper is to provide a background of Steamboat Springs' drinking water utility to the Brown Ranch Annexation Committee to frame and inform annexation negotiations pertaining to Brown Ranch.

### Decision Points

Within the context of Brown Ranch annexation negotiations, the community and the community's elected and appointed representatives have several key decisions to make, including:

1. Is there a reliable and secure supply of water to serve the proposed annexation?
2. What infrastructure improvements are necessary to serve the proposed annexation?
3. When do infrastructure improvements need to be completed to serve additional development within the proposed annexation?
4. What do those infrastructure improvements cost, and what is the most equitable way to distribute those costs?
5. What water conservation and efficiency measures should be required?

### Section 1: Water System Background

The community of Steamboat Springs is divided into two separate water districts: the City district, which lies primarily north and west of Fish Creek, and the Mt. Werner Water and Sanitation District, which lies primarily south of Fish Creek. The infrastructure of these two districts' water systems is intertwined. Two reservoirs - Fish Creek Reservoir and Long Lake - store water from high elevation tributaries that feed Fish Creek, which in turn supplies the Fish Creek Filtration Plant. The Yampa River feeds a set of infiltration galleries (commonly known as wellfields) located near the southern edge of the city, which then supply the Yampa Wellfield Treatment Plant. These two water plants are operated by the Mt. Werner Water and Sanitation District and serve both the City's water district and Mt. Werner's water district.

Additionally, the Steamboat II Metro District, which provides drinking water to the Steamboat II, Silver Spur, and Heritage Park neighborhoods as well as the Sleeping Giant School, is fed in part from the City's water system. The Steamboat II Metro District has both its own wellfield and treatment plant on the banks of the Yampa River, but they also purchase up to 150,000 gallons per day from the City plus whatever water is necessary to serve the Sleeping Giant School. This water is delivered from the City to the Metro District via a 12" transmission main that traverses the Brown Ranch property.

From both a capacity and a resiliency standpoint, the two existing water plants at Fish Creek and the Yampa River are adequate to serve the buildout of the existing city limits plus the allotment that the Steamboat II Metro District currently receives. The Fish Creek Filtration Plant has room to grow by another 60%, and a multi-year effort to expand the capacity of the Yampa River system is slated for completion in late 2023.

Financially, the City operates the water system under the Utility Fund, which is a TABOR enterprise fund set up for the specific purpose of providing drinking water and wastewater utilities for the Steamboat Springs utility district. As a TABOR enterprise fund, the Utility Fund is separated from the General Fund and it does not receive any tax revenue. All revenue for the Utility Fund is derived from customer water and sewer bills and from plant investment fees (commonly referred to as tap fees), and the fund may only obtain 10% of its annual revenue from other state and local sources.

The City performs water and wastewater rate studies every three years. These rate studies inform what the customer bills and tap fees must be to meet expenses, and Council is asked to adjust rates per recommendations provided in the rate studies. Our next rate study is slated for 2024.

## **Section 2: Current Demand**

Water demand in Steamboat Springs fluctuates greatly depending upon the time of year and the level of precipitation received. The City monitors and studies these trends in extensive detail on an ongoing basis. Additionally, water supply and infrastructure master plans are updated every ten years. Our current water supply master plan was completed in 2019, and our current water infrastructure master plan was completed in 2020. Taken together, these master plans confirm what staff is observing in current trends and provides a solid basis for future efforts. Here are some water demand figures derived from those studies:

*Definition:* Equivalent Residential Unit (EQR) is a typical 2,500 square-foot single family residence with 3 bedrooms and 2 bathrooms.

- a. An EQR in Steamboat Springs uses an average of 200 gallons per day. This is a year-round average, where summer use will be greater and winter use will be less.
- b. An EQR in Steamboat Springs uses 480 gallons per day on a maximum-use day in the summer when irrigating outdoor landscaping.
- c. Approximately 30% to 32% of the City's treated water goes to outdoor irrigation.
- d. The City district uses approximately 1.1 million gallons per day on a peak winter day.
- e. The City district uses approximately 3.1 million gallons per day on a peak summer day.
- f. The City district uses 1,450 to 1,600 acre-feet per year (an acre-foot is the volume of water equivalent to one acre in area by one foot deep).

## **Section 3: Water System Capacity**

There are five primary thresholds that determine water system capacity:

1. Water rights
2. Raw water availability
3. Treatment capacity
4. Delivery capacity
5. Redundancy

As is commonly known, there is more demand for water than there is supply in Colorado and throughout the West. As populations grow and droughts persist, pressure on water supplies continues to increase. As a Western Slope community within the Colorado River basin, Steamboat Springs is actively engaged in various water supply planning efforts. In 2019, the City adopted an update to its Water Supply Master Plan in coordination with Mt Werner Water.

The City has a robust water rights portfolio that contains a myriad of water rights. The City holds water rights on a number of lakes, streams, springs and ditches that are decreed for different uses. However, these water rights are not always available at the right time and at the right location to serve their intended purpose. In addition, the City has the ability to contract in the future for water supplies from Stagecoach reservoir, which is currently underutilized. Thus, extensive work must be performed behind the scenes to make sure that physical water exists where and when people need it.

The Water Supply Master Plan identifies vulnerabilities in the community's water supply including population growth, a Colorado River Compact call, extended drought, and wildfire in the Fish Creek basin. Scientists predict more frequent and severe drought conditions in northwest Colorado and throughout the West as a result of a changing climate, resulting in earlier spring runoff and declining streamflows throughout the Yampa and Colorado river basins. A wildfire within the Fish Creek drainage basin has the potential to impact water quality, increase flooding and erosion, and affect reservoir and water treatment operations. Resiliency and redundancy become highly important under these scenarios.

It is important to note that not all of the City's discussions regarding water supply are limited to drinking water. A significant portion of our water rights portfolio is dedicated to other efforts, such as maintaining flows within the Yampa River, snowmaking on Howelsen Hill, and irrigating our parks, medians, and Haymaker Golf Course with untreated (raw) water, etc. These amenities are very important to our community, and extensive effort is dedicated to making water available for them.

Our drinking water system was sized to serve the existing City limits. Modest expansions of the City limits are viable, depending upon where the expansions take place. Large scale expansions of the City limits, however, will require significant financial investment to make development a reality.

The City's water rights and raw water availability are sufficient to fully supply both treatment plants. The City's capacity within both treatment plants is provided below (please note that Mt. Werner also has capacity within these plants, but to minimize confusion, Mt. Werner's allotted capacities are not included below). It should always be assumed that there is a 3% to 5% reduction between the stated or design treatment capacity and the actual output of treated water due to inherent treatment process inefficiencies. It should also be assumed that some level of plant maintenance is occurring which may reduce the output further. Thus, a sustainable capacity figure for each plant is also provided, which is generally 10% less than the maximum capacity.

**Fish Creek Filtration Plant:**

- Total existing capacity: 4.5 million gallons per day
- Total sustainable capacity: 4.05 million gallons per day
- The City has room to grow this plant by another 1.5 million gallons per day maximum, 1.35 million gallons per day sustainable

**Yampa Wellfield Treatment Plant:**

- Total existing capacity: 800,000 gallons per day
- Total additional future capacity (slated for completion in late 2023): 967,680 gallons per day



- Total future sustainable capacity upon completion of 2023 improvements: 1.59 million gallons per day

Upon completion of the City's 2023 Yampa Wellfield improvements, the City's total combined maximum treatment capacity will be 6.27 million gallons per day, with **5.64 million gallons per day** considered sustainable. Future expansion of the Fish Creek Filtration Plant will increase the City's treatment capacity to 7.8 million gallons per day, with 7.02 million gallons per day considered sustainable.

In the context of a west Steamboat annexation, it is not treatment capacity, but rather delivery capacity and supply redundancy that become the limiting factors for development. Treatment and supply redundancy limits growth both within the City's current district and any westward expansion to approximately **1,700 EQRs**. The delivery capacity of the distribution system to the west Steamboat area is limited to approximately **800 EQRs** above and beyond buildout of existing city limits. The answer to both the supply redundancy limitation and the delivery limitation is a third water supply source, which would come from the Elk River.

#### **Section 4: The Role of Conservation**

Any discussion on future water needs must start with conservation and efficiency. Sustainable water conservation and water efficient development allows for more time and greater flexibility to grow into water supplies, make infrastructure improvements, and increase resilience to future uncertainties.

Today, an EQR in Steamboat Springs uses 200 gallons per day on average over the course of a year. Thirty years ago, 350 gallons per day per EQR was more typical. In the City's utility district, water consumption peaked in 2007, and there has been a 5% reduction in peak water use over the last ten years, even as the population continues to grow. The biggest driver of peak water demand is outdoor water use. To decrease the demand on the drinking water system from outdoor watering, the City has expended significant effort over the last 10-15 years to convert most of our large parks from treated water sources to raw water (untreated) sources. Additionally, the City's water main replacement program and mandatory year-round watering schedule have helped reduce water use and water waste.

In 2020, City Council adopted a Water Conservation Plan jointly prepared by the City of Steamboat Springs and Mt Werner Water. The plan was developed in accordance with state statute and guidelines for a municipal water efficiency plan and is required to be updated every seven years. The Water Conservation Plan is available on the City's website here: <https://steamboatsprings.net/DocumentCenter/View/21906/2020-Steamboat-Springs-Water-Conservation-Plan>.

The purpose of the plan is to achieve lasting, long-term improvements in water efficiency and to reduce overall water demands and it sets a goal of saving treated water by 10% in 10 years. This is one of seven overall goals adopted in the plan. Leading by example, reducing costs, ensuring a reliable water supply, and integrating water conservation with land use planning are additional goals that should help guide the decision-making for Brown Ranch.

The Water Conservation Plan recognizes that the existing Community Development Code (CDC) requires updating to address water conservation and efficiency goals and recommends CDC updates to landscaping standards, infill and development standards, subdivision regulations, and annexation policy to incorporate water conservation. These intended updates have not yet been adopted as code. However, the annexation agreement provides an opportunity to require development in the west Steamboat area meet the adopted water efficiency goals and recommendations.

We can anticipate additional guidance, funding, incentives, and mandates from the state related to water conservation and land use development. The 2023 Colorado Water Plan identifies land use and water planning integration and water efficiency and conservation programs as key tools for action. Recent updates to the Colorado Housing Finance Authority Housing Tax Credit Qualified Allocation Plan requires new projects apply waterwise landscaping and limit non-functional turf. The most impactful driver of water conservation in west Steamboat will be the extent of irrigated landscapes.

## **Section 5: History of Efforts Related to West Steamboat Development**

Over the last 30 years, the City of Steamboat Springs has invested a substantial amount of time and money into water supply and water infrastructure in an effort to make annexation in the west Steamboat area feasible and to prevent “buy and dry” of the surrounding agricultural lands.

As early as 1993, the City was actively master planning for provision of municipal water service to the west Steamboat area. While efforts to serve this area were well underway for many years prior to 1993, for the sake of this discussion our summary begins in 1993.

In April of 1994, a treated water master plan was finalized and published. This master plan built on the work of previous editions of the master plan. Of note in the 1994 version was the establishment of a plan for creating the “West Valley Low Zone”, which is the water pressure zone that would serve an eventual west Steamboat development. The backbone of this West Valley Low Zone was a proposed 12” water main that would run from the western edge of the City limits near West Acres Mobile Home Park to the Steamboat II Metro District. The plan also proposed a future 1-million gallon tank located near the airport, a new 1-million gallon tank north of Steamboat II which would be shared by the City and Steamboat II, a new pumping station, and several pressure regulating valves. Together, once constructed these improvements would provide the basic infrastructure for water provision for west Steamboat.

Between 1993 and 1994, the City constructed the 12” water main from West Acres Mobile Home Park to the Steamboat II Metro District. This water main has been in use ever since, as it delivers 150,000+ gallons per day from the City’s distribution system to Steamboat II. Costs for this main were approximately \$410,000 at the time, not including easements.

The 1-million gallon water tank that is shared with Steamboat II was constructed in 2001. The City’s costs for this project were approximately \$300,000. Records indicate that \$125,000 of this \$300,000 may have come from State Energy and Mineral Impact Assistance grant funding.

In 2010, in conjunction with the City’s construction of Gloria Gossard Parkway, the City constructed a 2,040 linear-foot water main under the parkway from Downhill Drive to the 12”

water main that runs westward to Steamboat II. Previously, the flow through the Steamboat II water main was limited by the 8" diameter water main running within West Acres Mobile Home Park, thus this new main under Gossard Parkway was constructed in an effort to deliver greater flows to the west Steamboat area. The City's costs of the water main under Gossard Parkway totaled \$170,000.

Work pertaining to the City's water rights portfolio as it relates directly to serving the west Steamboat area has been ongoing for 24 years. In 1999, City Council signed Resolution number 99-49, which authorized and directed staff to take all steps necessary to perfect the City's water right on the Elk River. It is difficult to estimate how much money has been spent on legal fees and engineering analyses for this effort, but it is likely greater than \$250,000.

## **Section 6: Elk River Water Supply**

As the community grows west, the water distribution system becomes the limiting factor in our ability to deliver water to new homes. A third water source located somewhere on the west side of town will eventually be needed for both capacity and redundancy.

The current water distribution system has the ability to serve buildout of the existing city limits plus an additional approximate 800 equivalent residential units (EQRs) west of the existing city boundaries.

For over two decades, the City has eyed the Elk River as the community's third water source. This would add capacity to our existing water system, and equally important, it would add supply resiliency to our water system. The intent is to build a three-legged stool of water supply for the community where if any one source is taken offline or compromised for whatever reason, the community could be fed by the other two sources. The need for this resiliency is driven primarily by the threat of wildfire in the Fish Creek drainage basin. Statistically speaking, it is a near certainty that eventually a wildfire will erupt in that basin, and when it does, we must be prepared by having redundant sources ready to go.

Substantial work has already been accomplished to someday make an Elk River water source a reality. In 1999, the City filed for an 8 cubic feet per second water right on the Elk River, with a diversion point for the water located where Routt County Road 44 crosses the river. In 2009, initial siting for the plant was completed in conjunction with a master plan. The initial siting places the treatment plant somewhere on or near Deer Mountain, north of Steamboat Springs Airport. In 2016, the City built a portion of the distribution system trunk line that will one day deliver water from the future plant to the West Area Water Tank. In 2020, construction of the West Area Water Tank commenced. This tank will eventually serve as the primary distribution system tank for the Elk River supply. Also in 2020, after many years of negotiations with Colorado Parks and Wildlife and Public Service Company, the City obtained a perpetual lease agreement for storage water out of Steamboat Lake. This effort "firmed" the water right obtained in 1999 and was likely our single biggest hurdle in making this source viable.

Future steps include the following:

1. Property and right-of-way acquisition: Property will have to be acquired for the treatment plant as well as right-of-way for supply and delivery pipelines.

2. Water quality sampling and testing: This is a preliminary step to treatment design where the raw (ie: untreated) water in the Elk River would be sampled and tested over the course of at least one calendar year to understand what treatment processes will be necessary.
3. Design: This step would involve the design of the new treatment facility including the treatment processes based on the water quality sampling, the raw water pump station, the water supply line necessary to deliver the raw water from the river to the plant, and a clearwell (ie: water tank) adjacent to the plant.
4. Permitting: Permitting would involve obtaining approval of the design from the Colorado Department of Public Health and Environment, obtaining land use approval from Routt County and obtaining building permit approval from the Routt County Building Department.
5. Financing: The plant would likely be financed by a loan, and that loan would likely come from the Colorado Water Resources and Power Development Authority. The loan would then be paid down through plant investment fees and customer bills. Under State TABOR restrictions, the expenses would not touch the General Fund.
6. Construction: This is likely a two-year construction project.

Many of these steps will run concurrently. That said, staff anticipates a minimum of five years from the start of water quality sampling to the completion of construction, with the largest variable being the property acquisition phase.

Construction costs for treatment plants have risen dramatically over the last two to three years due to a number of factors related to supply chains, construction demand, labor shortages, stimulus investment, general inflation, etc. As such, staff has updated conceptual cost estimates to reflect today's construction trends. For the purpose of creating conceptual estimates, 2028 has been used as the initial year of construction. Using inflationary assumptions for 2028 costs, staff estimates total costs to be somewhere between **\$40M and \$58M**, with one of the largest variables again being property acquisition. Annual operating and maintenance costs are estimated at **\$642k**. The cost of construction and the cost of ongoing operations make the plant cost-prohibitive until such time as the customer base increases via annexation.

Assuming that the Brown Ranch annexation is finalized, and that the first home is delivered in 2026, and growth within Brown Ranch occurs at an average rate of 200 EQRs per year, the Elk River treatment plant would have to be online by 2030. Staff considers this timeline to be aggressively conservative, so the 2030 target date could likely be pushed out several more years. That said, 2030 is a prudent target to aim for, should annexation occur. The next big step staff intends to focus on is the property acquisition phase.

## **Section 7: Legal Issues**

Colorado Revised Statutes 29-20-301 to 306, enacted in 2008 by House Bill 1141, require local governments to determine whether proposed developments have adequate water supplies and require local governments to deny applications for development where there is not a demonstration of an adequate water supply. C.R.S. § 29-20-302(1) defines a water supply as adequate if it "will be sufficient for build-out of the proposed development in terms of quality, quantity, dependability, and availability to provide a supply of water for the type of development proposed and may include reasonable conservation measures and water demand management measures to account for hydrologic variability". The statutes provide local governments the sole discretion to determine

whether a water supply meets this definition of “adequate”, and when during a development process the adequacy determination is made.

In response to these State statutes, the City adopted the “Adequate Water Supply for Development Policy” (Revised Municipal Code Section 25-78). For the City to approve a development permit, requirements of the Adequate Water Supply for Development Policy must be satisfied. Please note that the requirements for the “Adequate Water Supply for Development Policy” do not have to be met prior to annexation, rather, they must be met prior to development permit.

The “Water Rights Dedication Policy” (Revised Municipal Code Section 25-77) was adopted by the City in conjunction with the “Adequate Water Supply for Development Policy”. In the Water Rights Dedication Policy, the City adopted a general policy of conditioning new water service from the City’s municipal water system upon either a dedication of water rights equal to 110% of the water rights necessary to serve the development, or a payment of cash in lieu of water rights by the development to be served, applicable to properties outside of the City’s service area. There is no state law mandating the City require dedication of water rights or payment in lieu of water rights. The implementation of the Water Rights Dedication Policy is subject to City Council’s sole discretion. To date, the City has not required any dedication of water rights or fee-in-lieu upon new developments within the city limits.

The legal issues that the Brown Ranch Annexation Committee should therefore consider can be synthesized into the following questions:

1. At what point in the development and annexation process should the “adequacy” determination be made?
2. In consideration of the City’s current and future water supplies, should the applicant be required to obtain water rights and dedicate those water rights to the City?
3. If the applicant is unable to obtain and grant water rights to the City, should the applicant be required to pay a fee in lieu of those water rights?

The discussion in section eight will hopefully assist the Committee in its consideration of these questions.

## **Section 8: Further Discussion on Decision Points**

Near the beginning of this paper, staff offered the following items as major decisions that the community and the community’s elected representatives need to make in relation to the Brown Ranch annexation proposal. This paper will conclude with focused discussion on each decision point.

### **Is there a reliable and secure supply of water to serve the proposed annexation?**

The Yampa Valley Housing Authority has hired Leonard Rice Engineers to produce a water demand report and has asked that the report be completed in advance of the April 12, 2023, BRAC meeting. Staff will review that report and compare the figures and assumptions used in that report to our master plans. At that point, staff will be equipped to render an opinion on whether Steamboat has a reliable and secure supply of water to serve the proposed annexation.

That said, with some of the preliminary figures that have already been developed, staff is reasonably confident at this time that between the City’s existing water rights portfolio and the City’s perpetual

water storage contract out of Steamboat Lake, the City does have a reliable and secure supply of water to serve the proposed annexation, of which full buildout would be contingent upon the construction of the Elk River water supply project.

Contingent upon the findings of the Water Demand Report, staff is reasonably confident that the City can make a determination that the proposed water supply will be adequate under C.R.S. § 29-20-301 to 306. It is worth reiterating that the Elk River water supply must be constructed for Brown Ranch to become a reality.

### **What infrastructure improvements are necessary to serve the proposed annexation?**

For the purpose of this discussion, it is helpful to divide the infrastructure improvements into two major categories: onsite and offsite.

Onsite infrastructure includes the pipelines, regulating valves, and pump stations necessary to serve future developments within the Brown Ranch boundary. The City's Municipal Code, Community Development Code, and the Standard Specifications for Water and Wastewater Utilities will govern the parameters of this infrastructure, which will be reviewed in conjunction with future development permit applications. These documents place the burden of constructing onsite infrastructure on the developer. If a different arrangement is desired for Brown Ranch, that needs to be identified in the Annexation Agreement. However, if a different arrangement is not desired for Brown Ranch, the Annexation Agreement can be silent to this issue, thus allowing the Municipal Code, the Community Development Code, and the associated standards and specifications to govern.

Though staff does not see a need to modify existing regulations pertaining to water infrastructure development, staff would appreciate feedback on whether there is a desire to explore or modify existing regulations.

As for the offsite infrastructure, the City has already constructed much of the offsite infrastructure necessary to serve Brown Ranch, including the West Area Water Tank, the 12" transmission main, and one half of the 1MG Steamboat II Water Tank.

The primary piece of offsite infrastructure that still needs to be constructed is the Elk River water supply. This is a large project that would involve a raw water diversion, a pump station, a raw water pipeline, a treatment plant, an associated clearwell (ie: water tank), and treated water delivery pipelines from the plant to the future developments.

Also of primary importance is a redundant delivery pipeline from the City's existing distribution system to the Brown Ranch property. This project is already designed and will be constructed at the same time the US 40 West Multimodal Trail is built.

Finally, the other major piece of offsite infrastructure needed to serve Brown Ranch is a booster station located near the West Area Water Tank. Design is slated for 2024, and construction is slated for 2025.

**When do infrastructure improvements need to be completed to serve additional development within the proposed annexation?**

The Elk River supply must be constructed and online before the new EQR's in Brown Ranch exceed 800.

The delivery pipeline along US40 from Snow Bowl to Brown Ranch must be constructed and online prior to the first new EQR in Brown Ranch.

The booster station feeding the West Area Water Tank must be constructed and online prior to the first new EQR in Brown Ranch in order to provide adequate fire flow availability.

Onsite infrastructure must be constructed and online as development progresses, in accordance with the City's Municipal Code, Community Development Code, and the Standard Specifications for Water and Wastewater Utilities.

**What do those infrastructure improvements cost, and what is the most equitable way to distribute those costs?**

Elk River water supply: between \$40M and \$58M, with an estimated \$642k in annual operating costs

- See discussion below

Delivery pipeline along US40 from Snow Bowl to Brown Ranch: \$1M

- This project is currently 100% funded by the City

West Area Water Tank booster station: \$1.2M

- This project is currently 100% funded by the City

Onsite infrastructure: this estimate will be developed by the Brown Ranch consultant team.

- If existing development codes, regulations, and policies are followed, then all onsite infrastructure will be 100% funded by the developer.



**Table 1: New Drinking Water Infrastructure Required**

<b>New Infrastructure</b>	<b>Timeline</b>	<b>Cost Estimate</b>	<b>Existing/Potential Funding Source</b>
Booster station near West Area Water Tank	Prior to occupancy of any new EQRs	\$ 1.2 million	Funded: City of Steamboat Springs
Redundant delivery pipeline along US 40	Prior to occupancy of any new EQRs	\$1 million	Funded: City of Steamboat Springs
Elk River water supply treatment and offsite pump station and pipelines	Prior to exceeding 800 new EQRs	\$40-58 million	Potential: Loan paid off by enterprise fund ratepayers and tap fees; STR tax; grants
Brown Ranch onsite distribution pipelines and pump stations	As development progresses	unknown	Potential: developer funds; STR tax; grants

\*Equivalent Residential Unit (EQR)

It will likely prove difficult to achieve consensus on how to equitably distribute costs for water infrastructure between existing City customers and Brown Ranch. This is because water systems are integrated, which means that, when done correctly, the individual components within a water system have multiple benefits to multiple areas of a district. For instance, we know that the Elk River supply must be constructed and online prior to the 800<sup>th</sup> EQR in Brown Ranch. We also know that if the City were to never grow westward beyond the existing city limits, then we would not likely construct the Elk River supply because it is cost-prohibitive, and expansion of our Fish Creek supply and our Yampa Wellfields supply could provide for both the quantity and redundancy needed to serve buildout of our existing city limits. But in a scenario where the Fish Creek supply is taken offline for any reason (for example, a wildfire) and the City was fed solely by the Yampa Wellfields, outdoor water use would have to be eliminated and any complications the Yampa Wellfields may suffer during a Fish Creek outage or a Colorado River Compact call would be disastrous for our community. Thus, an Elk River supply would have undeniable benefits for existing City customers, even if they don't currently need it.

Should annexation occur, our next rate study (slated for 2024) will include rate establishment to support financing for the Elk River supply. The project would almost certainly be funded by a loan from the Colorado Water Resources and Power Development Authority, which would then be paid down by a combination of monthly utility bills, tap fees, and potentially the STR tax. Staff will explore every grant opportunity available, but the potential contribution of grants towards this project should be considered modest, bordering on negligible, at best. TABOR restrictions prohibit property taxes funding water and wastewater infrastructure.

**What water conservation and efficiency measures should be required?**

The Brown Ranch planning process and Community Development Plan so far have demonstrated a commitment to long-term resiliency and sustainability, particularly as related to water resources. The development offers a unique opportunity to integrate water conservation into land use planning and affordable housing from the outset.

Many of the urban design principles of affordable housing align with those for water efficient land use and development, such as higher densities, compact or cluster development, smaller lots, mixed-use facilities, and multi-family housing. This alignment is primarily due to the lower percentage of lot area devoted to irrigated landscaping and lawns. Limiting large, privately-owned grass lawns is the single greatest means of achieving water conservation goals. There also are other elements of a model water efficient landscape code that can be incorporated into Brown Ranch, such as requiring drought tolerant species and water efficient irrigation practices.

Other potential requirements for water conservation and efficiency that could be considered as part of the annexation agreement include:

- A water conservation and efficiency plan outlining commitments
- Water budget agreement and monitoring plan
- Water-efficient building practices, such as low flow fixtures
- Site design that preserves areas important for water quantity (i.e, groundwater recharge areas) or quality (i.e., riparian buffers)
- Water reuse capabilities

These types of measures are consistent with the recommendations of the City's Water Conservation Plan. The plan sets an overall conservation goal of reducing treated water demand by 10% in 10 years (2030). Should Brown Ranch be annexed, the City's long-range water plans, such as the Water Conservation Plan will be applicable. The Annexation Committee should explore the recommendations of the plan as well as additional conservation measures.

The Water Conservation Plan and the City Municipal Code have a number of provisions that limit the use of treated water. Should Brown Ranch be annexed, it would automatically be subject to these same provisions. But as noted in the item above, the question the Annexation Committee should explore is whether additional limitations on the use of treated water are desired.

# Wastewater Utility

February 15, 2023

## Purpose

The purpose of this paper is to provide a background of Steamboat Springs' wastewater utility to the Brown Ranch Annexation Committee to frame and inform annexation negotiations pertaining to Brown Ranch.

## Decision Points

Within the context of Brown Ranch annexation negotiations, the community and the community's elected and appointed representatives have several key decisions to make, including:

1. What infrastructure improvements are necessary to serve the proposed annexation?
2. When will the treatment plant need to be expanded, what will it cost, and who should pay for it?
3. Will monthly bills or tap fees change as a result of Brown Ranch?

## Section 1: Wastewater System Background

Financially, the City operates the wastewater system under the Utility Fund, which is a TABOR enterprise fund set up for the specific purpose of providing drinking water and wastewater utilities for the Steamboat Springs utility district. As a TABOR enterprise fund, the Utility Fund is separated from the General Fund and it does not receive any tax revenue. All revenue for the Utility Fund is derived from customer water and sewer bills and from plant investment fees (commonly referred to as tap fees), and the fund may only obtain 10% of its annual revenue from other state and local sources.

The City performs water and wastewater rate studies every three years. These rate studies inform what the customer bills and tap fees must be to meet expenses, and Council is asked to adjust rates per recommendations provided in the rate studies. Our next rate study is slated for 2024.

For the purpose of discussing infrastructure, the wastewater system is divided into two categories: the collection system and the treatment plant.

### Collection System

In the wastewater industry, the collection system is the series of sewer pipes and pumps that convey flows from homes and businesses to the treatment plant. The City has already built the offsite collection system infrastructure necessary to support the eastern basin of Brown Ranch, which appears to encompass neighborhoods A and B, as well as about 40% of neighborhood C. That infrastructure is essentially a +/- 12,000 linear foot pipeline from the applicant's property to the treatment plant ranging from 12" to 24" in diameter. From the southern boundary of Brown Ranch near Slate Creek, the pipeline is comprised of a 15" pipe that runs under Highway 40 and southward across the KOA campground site, where it then ties into a 24" pipe that conveys flows to the treatment plant. This pipe is separate from the interceptor that conveys flows from the rest of the City. An aerial depicting this pipeline is included in Figure 1 below.



Figure 1 - Sanitary Sewer Serving West Steamboat

The western basin of Brown Ranch, which appears to encompass the remaining +/- 60% of neighborhood C, as well as neighborhood D, could also flow through this same pipeline if lift stations are installed and if calculations indicate there is enough capacity within the pipeline to convey the additional flows. Otherwise, an alternate pipeline or a conveyance that runs through the Steamboat II Metro District would be necessary to serve these two neighborhoods.

### Treatment Plant

The City of Steamboat Springs owns and operates a regional wastewater treatment facility located at 39565 County Road 33 in unincorporated Routt County. The site is located approximately four miles west of Steamboat Springs, at the lowest elevation of the regional treatment area, on the banks of the Yampa River, opposite Riverbend golf course.

In addition to treating wastewater from the City of Steamboat Springs sewer collection system, the treatment plant also serves the Mt. Werner Water and Sanitation District, the Steamboat II Metro District, the Tree Haus Metro District, and regional septage haulers.

There are three different parameters that govern the overall capacity of the wastewater treatment plant:

1. The high season flow, which is 7.5 million gallons per day (MGD). This is the treatment plant capacity during runoff months, which are defined as March through June.
2. The low season flow, which is 5 MGD. This is the treatment plant capacity during non-runoff months, which are defined as July through February.
3. Loading, which is 9,600 pounds per day of biochemical oxygen demand (BOD). Loading is a measure of the "strength" of the wastewater and is independent of the flow. BOD is the quantity of oxygen that bacteria are utilizing over a five-day period to consume the biological waste within the wastewater.

The loading capacity is the limiting parameter at the treatment plant. The plant is rated for 9,600 lbs/day, as averaged over a peak month. Our peak month is currently March of 2021, which saw 6,988 lbs/day of loading. Therefore, we have 2,612 lbs/day of excess capacity currently available.

Colorado Department of Public Health and Environment (CDPHE) regulations require design for treatment plant capacity upgrades to commence once 80% of the capacity is reached, and they require that construction of treatment plant capacity upgrades commence once 95% of the capacity is reached. Thus, we have 692 lbs/day of excess capacity currently available before we must commence design, and 2,132 lbs/day of excess capacity currently available before we must commence construction.

## **Section 2: Capacity vs. Growth Rate**

An average equivalent residential unit (EQR) generates 0.6 lbs of BOD per day. Therefore, we have enough capacity to serve another 4,350 EQRs. Design must commence with another 1,150 EQRs, and construction must commence with another 3,550 EQRs. Between 2006 and 2017, the City's district has grown at approximately 60 EQRs per year, and Mt. Werner's district has grown at approximately 100 EQRs per year. Growth in the Tree Haus Metro District and the Steamboat II Metro District has been statistically negligible. Therefore, at this time, we anticipate commencing design for capacity increases in approximately 7 years and construction in approximately 22 years. Of course, if Brown Ranch is annexed and the rest of the city continues to build out at historical rates, that timeline will be advanced. Assuming the first unit in Brown Ranch comes online in 2026 and Brown Ranch builds an average of 200 EQRs per year, then design for capacity expansion would likely commence sometime around 2027, and construction would likely commence sometime around 2033. Everyone will have a different assumption about growth rates, but the bottom line is that capacity is something that staff must monitor and plan for, especially if the State mandates new capacity definitions based upon flow.

## **Section 3: History of Efforts Related to West Steamboat Development**

Over the last 25+ years, the City of Steamboat Springs has invested a substantial amount of time and money into wastewater infrastructure in an effort to make annexation in the west Steamboat area feasible.

In 1996, in conjunction with a CDOT Highway 40 project, the City installed the sewer main under the highway near the Slate Creek drainage, understanding that this main would one day serve development within the Brown Ranch property.

From 2001 to 2002, the City replaced and upgraded the sanitary sewer interceptor line that runs from the City to the Wastewater Treatment Plant. This project was a necessary upgrade to replace an older pipe and to upsize the pipe to convey flows from an ever-expanding population base. One of the considerations in selecting the pipe diameter was the eventual buildout of the west Steamboat area. Thus, the majority of the offsite sewer backbone is in place and ready for Brown Ranch development, though a few minor (by comparison) upgrades may be necessary.

In 2007, the City constructed a 15" diameter sewer trunk line from the interceptor, northward through the KOA Campground, to the west Steamboat property at Highway 40 where the highway crosses the Slate Creek drainage. The sewer main was sized to convey flows from the eastern half of the Brown Ranch property. The City's costs for this project totaled approximately \$220,000.

## **Section 4: Legal Issues**

The City's wastewater treatment plant also serves the Mt. Werner Water and Sanitation District, the Steamboat II Metro District, the Tree Haus Metro District, and regional septage haulers. The contractual arrangement between the City and these other entities is codified in the Wastewater Special Connector's Agreement. Under this agreement, City Council has sole authority to set the terms and establish the rates for wastewater treatment service for all entities.

All wastewater treatment plants are regulated under a permit program called the National Pollutant Discharge Elimination System (NPDES). The Clean Water Act of 1972 created the NPDES and established it under the Environmental Protection Agency. The EPA in turn authorizes individual states to perform the administrative functions of the program, including the issuance and enforcement of discharge permits on a facility-specific basis. In Colorado, this responsibility falls under the Colorado Department of Public Health and Environment (CDPHE). Discharge permits are good for five years, after which they must be renewed. The intent within the NPDES, as established in the Clean Water Act, is to protect water by establishing uses, setting standards to protect those uses, and issuing permits that meet those standards. By design, discharge regulations become ever more stringent with each permit renewal in an effort to gradually make water bodies cleaner and healthier over time. This in turn drives a near-constant need to upgrade treatment plants to meet ever more stringent discharge requirements. The last major upgrade at Steamboat's plant, which came fully online in January of 2022, was a \$7M project that reduced the amount of ammonia in the effluent. Future regulatory upgrades on the horizon include metals reduction, temperature reduction, and nutrient reduction. Future upgrades and future capacity expansions must therefore be included within the rate studies that the City performs every three years so that tap fees and customer bills keep pace with the rising costs of operating treatment plants.

## **Section 5: Further Discussion on Decision Points**

Near the beginning of this paper, staff offered the following items as major decisions that the community and the community's elected and appointed representatives need to make in relation to the Brown Ranch annexation proposal. This paper will conclude with focused discussion on each decision point.

### **What infrastructure improvements are necessary to serve the proposed annexation?**

Onsite infrastructure includes the pipelines and lift stations necessary to serve future developments within the Brown Ranch boundary. The City's Municipal Code, Community Development Code, and the Standard Specifications for Water and Wastewater Utilities will govern the parameters of this infrastructure, which will be reviewed in conjunction with future development permit applications. Historically, the City of Steamboat Springs has required the developer to fund and construct all infrastructure necessary to serve proposed developments. If a different arrangement is desired for Brown Ranch, that needs to be identified in the Annexation Agreement. However, if a different arrangement is not desired for Brown Ranch, the Annexation Agreement can be silent to this issue, thus allowing the Municipal Code, the Community Development Code, and the associated standards and specifications to govern.

Though staff does not see a need to modify existing regulations pertaining to wastewater infrastructure development, staff would appreciate feedback on whether there is a desire to explore or modify existing regulations.

As for the offsite infrastructure, the City has already constructed the offsite infrastructure necessary to serve the eastern basin of Brown Ranch. Additional analysis by the applicant will be necessary to determine what offsite infrastructure is necessary to serve the western basin. Staff encourages the Annexation Committee to identify who is responsible for design and construction of the offsite infrastructure for the western basin in the Annexation Agreement.

The infrastructure to serve the western basin will either entail a conveyance through the Steamboat II Metro District, an alternative conveyance to the treatment plant, or a lift station to pump sewage into the eastern basin. Any conveyance through the Steamboat Metro District would be at the Metro District's sole discretion.

**When will the treatment plant need to be expanded, what will it cost, and who should pay for it?**

Assuming Steamboat and Mt. Werner continue to build out at historical rates, Brown Ranch delivers the first unit in 2026 and builds an average of 200 EQRs per year, design for capacity expansion would likely commence sometime around 2027, and construction would likely commence sometime around 2033, provided State mandates do not change.

From a conceptual level, it costs roughly \$12M to construct 1 million gallons-worth of treatment capacity.

As the unit treatment costs to serve Brown Ranch are commensurate with the unit costs to serve customers within all four districts, staff is starting with the assumption that tap fees in Brown Ranch will be commensurate with the rest of the City. If the Annexation Committee agrees with this approach, then the cost of treatment plant expansion will be borne by anyone who applies for a building permit and pays tap fees within all four districts. If the Annexation Committee believes a different approach is warranted, that needs to be identified within the Annexation Agreement.

Should annexation occur, our next rate study (slated for 2024) will include rate establishment to support financing for wastewater treatment plant expansion. The costs for expansion would then be reflected in the revised tap fees that would be equitable across all customer classes within the four districts. Depending upon the costs for expansion, the project may need to be funded by a loan from the Colorado Water Resources and Power Development Authority. Staff will explore every grant opportunity available, but the potential contribution of grants towards this project should be considered modest, bordering on negligible, at best.

**Will monthly bills or tap fees change as a result of Brown Ranch?**

Due to ever-increasing costs for service and ever-increasing mandates for treatment enhancements, monthly bills and tap fees are always increasing. As the applicant has committed to construct all onsite infrastructure in conformance with current City codes and specifications, and since the City has already funded and constructed all offsite infrastructure for the eastern basin of Brown Ranch, staff does not anticipate any negative impacts to monthly bills that would



be attributable to Brown Ranch. However, tap fees for treatment plant expansion, which would be borne by anyone who pulls a building permit and pays tap fees, may increase by an estimated \$2k over and above other increases over the next twenty years due to Brown Ranch if STR tax money is not used to help pay for plant expansion. This figure should be considered highly preliminary and will be refined during the next rate study.

# Stormwater

February 15, 2023

## Purpose

The purpose of this paper is to provide a background in local stormwater management to the Brown Ranch Annexation Committee to frame and inform annexation negotiations pertaining to Brown Ranch.

## Decision Points

There are no decisions that need to be made in connection with an eventual Annexation Agreement unless the Annexation Committee desires to modify the existing codes and regulations that delineate responsibilities amongst the City, developers, and property owners.

## Section 1: Stormwater Background

In the context of municipal service, stormwater refers to surface water drainage. A stormwater system is the infrastructure used to manage, treat, and convey rain, snowmelt, pumped groundwater, etc. Stormwater can carry trash, dirt, pet waste, fertilizers, chemicals, and other pollutants and is one of the main sources of water pollution in the nation. In Steamboat Springs, the stormwater system is separate from the wastewater system. Stormwater is not collected in wastewater mains, and stormwater is not treated at the wastewater treatment plant.

The stormwater conveyance system can generally be described as the series of ditches, culverts, inlets, and best management practices (BMPs) that eventually discharge into local waterbodies, such as the Yampa River and its tributaries. A BMP is an industry term that refers to a water quality treatment element. Examples of permanent BMPs include:

- Sedimentation basins/ponds
- Grass swales
- Grass buffers
- Rain gardens
- Mechanical separators (e.g., stormceptors)
- Inlet sumps

BMPs must be designed to achieve a certain level of treatment before runoff is discharged into a waterbody. Often, a series of BMPs is necessary to successfully meet the required level of treatment. The important thing to note is that ***BMPs require space***. A development cannot successfully treat their runoff unless space is provided for the placement of BMPs.

The stormwater system provides critical community services in protecting public safety and property from flood damage and in protecting water quality in our streams and rivers. The "One Water" philosophy promoted in the 2023 Colorado Water Plan integrates capital planning and operations for stormwater, drinking water, and wastewater systems to create cost efficiencies and provide multiple benefits for communities. Brown Ranch offers an opportunity to plan these infrastructure systems more holistically and to implement green infrastructure approaches. Green infrastructure approaches are nature-based BMPs for managing and treating stormwater, such as

rain gardens, permeable pavement, and constructed wetlands, that can also enhance parks, streetscapes, and wildlife habitat. The City supports these approaches where consistent with existing standards. Recent updates to the City's adopted long-range plans, such as the Yampa River Streamflow Management Plan, Water Conservation Plan, and Climate Action Plan, include action items to promote green infrastructure methods in new development and publicly funded projects.

## **Section 2: Roles and Responsibilities**

The City, developers, and property owners all have defined roles to play in the stormwater system.

- City responsibilities:
  - a. Implementation and oversight of the MS4 (Municipal Separate Storm Sewer System) Permit
  - b. Citywide stormwater master planning
  - c. Adoption and enforcement of municipal code standards and engineering standards to regulate stormwater system requirements, floodplains, and waterbody setbacks.
  - d. Drainage off and through public rights-of-way
  - e. Ongoing maintenance of conveyances (such as ditches, culverts, and inlets) and BMPs within public rights-of-way
- Developer responsibilities:
  - a. Construct stormwater conveyances through their property and through rights-of-way they intend to convey to the City
  - b. Construct BMPs for runoff that originates on their property
  - c. Minimize stormwater pollution during construction
- Private property owner responsibilities:
  - a. Ongoing maintenance of conveyances and BMPs located on their property

## **Section 3: Legal Issues**

There are several legal principles at play regarding stormwater:

Discharge of runoff to waterbodies is regulated through the Federal Clean Water Act. In Colorado, the Colorado Department of Public Health and Environment (CDPHE) is tasked with implementation of these regulations. CDPHE in turn requires every municipality with a population of 10,000 or more to operate under an MS4 Permit.

- MS4 Permits must be renewed every five years.
- MS4 Permits require the Permittee (i.e., the City) to implement five control measures. The control measures are:
  - Public education and outreach (i.e., educating the public about stormwater management and water quality)
  - Illicit discharge detection and elimination (i.e., discharge of pollution to the storm system)
  - Construction sites (i.e., stormwater management during construction using BMPs to minimize pollution leaving active construction sites)
  - Post-construction stormwater management (i.e., permanent BMPs designed as part of the development)
  - Pollution prevention and good housekeeping for municipal operations (i.e., reduce water quality impacts from pollutants from municipal operations)

- ***The City's MS4 Permit with the State therefore governs how stormwater must be managed in Brown Ranch.*** The City in turn enforces stormwater program requirements through the Municipal Code, permitting, and engineering standards.

Important from a conveyance standpoint, per State law, property owners have the right to discharge runoff onto the downstream property *at the historic rate*, and an easement is not necessary to do so.

Floodplain restrictions and waterbody setbacks govern the parameters of development along streams and rivers. Typically, the 100-year flood dictates thresholds. The term "100-year flood" means there is a 1% chance the flood will occur in any given year. Statistically, over a 100-year period, there is a 63% chance of the 100-year flood happening at least once.

#### **Section 4: Applicant's Proposal**

The applicant is proposing to master plan their storm sewer system. This is a very good approach, as master planned systems tend to function better, and less land is required for BMPs. This in turn provides more options as the sites build out.

Going back to Section 2: Roles and Responsibilities, the applicant's proposal should clarify who the responsible party is going to be for the regional BMPs. Under current regulations, the property owner that the BMP is located on is responsible for ongoing maintenance.

# AGENDA ITEM #5. Rainbow Agenda #2



YAMPA VALLEY  
HOUSING AUTHORITY

## **Brown Ranch Annexation Committee (BRAC) Community Engagement Plan**

### **PURPOSE/GOALS:**

Both the City of Steamboat Springs and the Yampa Valley Housing Authority agree that a comprehensive community outreach effort needs to be implemented for the Brown Ranch annexation process. The Brown Ranch Annexation Committee outreach efforts will focus on the following goals:

- Educate the community about the Brown Ranch Annexation Committee (BRAC) process
- Inform the community on ways to provide input to the BRAC
- Educate the community about the Brown Ranch Community Development Plan (CDP) and the City's infrastructure plans
- Avoid duplication between City efforts and YVHA efforts

### **CONSIDERATIONS:**

- The education effort is guided by the Brown Ranch Annexation Committee members
- Unlike other annexation processes, the Yampa Valley Housing Authority is a government institution governed by a board that includes one City Council member and one County Commissioner.
- The final annexation recommendations from the Brown Ranch Annexation Committee need to be approved by the City Council.
- To be transparent, open, and easily accessible to the community, the following outreach strategies and opportunities are being recommended by the city to share information and gather feedback throughout the process to reach a draft annexation agreement for city council review.
- Make materials, collateral, meetings, and public engagement including public comment seamless and available throughout all portions of the discussion.

### **IMPLEMENTATION:**

The following plan includes strategies and tactics that will be implemented by both City and YVHA staff/consultants. When there are extra fees beyond staff time, a budget is indicated on the bottom of this document.

#### **I. Prepare/Brief BRAC members for bi-monthly meetings**

- City staff prepares issue papers for BRAC members on different issues like water, utilities, open space that are included in the public agenda packets.
- YVHA staff and consultants prepare issue papers on the same issues adding information from the Brown Ranch Community Development Plan (CDP) and recommendations from the Urban Land Institute.

- Both the City and YVHA state linkages to other existing plans that are relevant to the issues (i.e., West Steamboat Springs Area Plan, Routt County Master Plan, Climate Action Plan, Parks and Recreation Plan, etc.)
- City posts issue papers on City communications channels
- YVHA posts issue papers on Brown Ranch website
- City and YVHA post calendar of topics for each BRAC on communications assets

Feb 15: Water, Wastewater, Stormwater
March 1: Transit, streets, public safety, open space, buses, snow removal, fire/police/parks vehicles
March 15: Funding for City services, use of STR taxes,
March 29: Funding for City services, use of STR taxes, Exactions/dedication of land (indoor field house, fire station, etc
April 12: Exactions/dedication of land (indoor field house, fire station, utility easement, water rights, school district,etc
April 26: Public Transportation Infrastructure (traffic study)
May 10: Affordability/Attainability of Housing (ownership, deed restrictions, Conformance with West Steamboat Springs Area Plan); Sustainability Measures (Energy Efficiency, Climate Action Plan, EV infrastructure, etc.)
May 24: Post Annexation Land use Approval Process (zoning, subdivision applications, codes, vested rights
June 7: Contingencies: (Legal challenges, referendum/referred measure, 40 day period)

## II. Host monthly community presentations

- BRAC hosts monthly community presentations at Citizens Hall with the expectation of a meeting in March, April, May, June, and July, if needed.
- City to post meetings live and post on YouTube Channel
- Topics will cover the issues discussed in the previous BRAC meetings leading up to the community meeting date
- City and YVHA staff serve as experts on issues
- YVHA coordinates interpretation/translation services
- YVHA drafts power point presentation for each community meeting reviewed by City Staff
- Community meetings are recorded and placed on City and Brown Ranch websites for viewing afterward
- City uses their communications mechanisms to generate participation

- YVHA uses their communications assets (newsletter, social media) to generate participation.
- YVHA and City gather input from community to share with the BRAC members
- YVHA and City draft summaries after the meetings for distribution on communications assets for each agency.

### III. Utilize City asset called Engage Steamboat to generate more public input

- Publicizes key dates and milestones
- Shares agendas, schedules, minutes, and materials
- Allows public to subscribe to BRAC and remain aware/involved
- Uses platform to conduct polls/surveys after community meetings and share results with public and BRAC members.
- Updates newsletter
- url: Engagesteamboat.net/Annex

The screenshot displays the 'Annexation' page on the Engage Steamboat platform. The main content area includes a title 'Annexation', social media sharing icons, and a detailed text block explaining the draft memorandum of understanding between the City of Steamboat Springs and the Yampa Valley Housing Authority (YVHA) for the proposed Brown Ranch property. A small aerial rendering of the ranch is also visible. Below the text is a 'News Feed Items - Draft' section with a date of '30 Nov 2022'. To the right, a 'Key Dates' sidebar lists several events: 'Q&A Session - The Process' on December 19, 2022, and four 'Committee Meeting' dates: January 04, 16, and 28, 2023, and March 08, 2023. A 'SUBSCRIBE' button is located at the bottom of the sidebar.

### IV. Reach different target audiences by updating City and YVHA Brown Ranch websites

- **City:**
  - City created landing page steamboatspring.net/brac with information and link to Engage
  - Added Committee meeting dates and other associated events listed on main city website calendar and other community locations (ie Happenings)
  - Post Agendas, Synopsis and Videos available on this page
  - Homepage spotlight linking to Engage
- **YVHA:**
  - Created annexation process section on Brown Ranch website
  - Continue to add key dates, milestones, issue papers on Brown Ranch website
  - Promote Engage platform on Brown Ranch website to drive to public comment section.

### V. City to continue media relations/community engagement and YVHA will amplify to their target audiences



- City to draft press releases when appropriate
- City continues editorial coverage of meetings/progress
- YVHA to amplify BRAC press releases/editorial coverage on YVHA platforms (newsletter, social media)
- YVHA to work with Integrated Community to ensure press release information is translated and distributed to immigrant community in print and video form on Integrated Community/LatinX communications assets
- City posts BRAC information on City social media assets
- YVHA leverages City posts on YVHA/Brown Ranch communications assets
- City uses City Limits Radio Show to promote BRAC process
- City and YVHA assist BRAC members to write editorial columns about facts in the annexation process
- Utilize other regular radio opportunities like Harvey's Huddle on Steamboat Radio and Gary Suiter's regular radio shows.



## Annexation

# ANNEXATION

## L BROWN RANCH



### STEAMBOATSPRINGS.NET/BRAC

The City of Steamboat Springs and the Yampa Valley Housing Authority are developing a draft agreement to annex 420-acres of the Brown Ranch into the city.

The Brown Ranch Annexation Committee is charged with negotiating the agreement terms governing the proposed annexation for City Council review and approval. All BRAC meetings are streamed live and open to public.

#### 2023 Meeting Schedule

February 1 & 15  
 March 1, 15 & 29  
 April 12 & 26  
 May 10 & 24  
 June 7 & 21

Public Comment @ 11:30am-12pm or the end of earlier agenda items, whichever comes first.

### EngageSteamboat.net/Annex

The EngageSteamboat site will host all annexation materials and documents as well as provide a convenient and easy way for citizens to stay up-to-date on the process and provide public comment.

- Annexation Documents
- Committee Agendas/Minutes
- Key Dates
- Lifecycle of Project
- Maps/Graphics
- News & Information
- Newsletter Updates
- Photos/Videos
- Polls/Surveys
- Public Comment
- Streaming Options
- Subscribe to Project



[steamboatsprings.net](http://steamboatsprings.net)  
[yvha.org/brown-ranch](http://yvha.org/brown-ranch)

## VI. Increase Public & Council Awareness (YVHA and City)

- Write Monthly Update in City Manager Report (City)
  - Same report used in e-newsletter
  - Add community input when appropriate
- Create Awareness Posters (City)
  - Post at public locations including the three City Clerk locations – City Hall, Parks & Recreation and Post Office.
  - YVHA posts at YVHA housing developments and other locations frequented by target populations (current and potential Brown Ranch residents)
- Work with other organizations to share information on BRAC process (city and YVHA)
  - Ask County PIO to share BRAC information on County assets including community newsletter (5K subscribers), social media, website
  - Leverage communications assets of other partners organizations to share BRAC information including:
    - Chamber of Commerce
    - Human Resources Coalition
    - Yampa Valley Community Foundation
    - Integrated Community
    - United Way
    - First Impressions
    - Other non-profits
- YVHA continues outreach to community groups about process
  - Share updates and how to get involved with process
  - Groups include Rotary, Young Professional Network, Economic Development Council, school groups, youth groups (40 meetings)
- YVHA ensures that materials are multi-lingual and provide both translation and interpretation:
  - Websites already have translations options: Steamboatsprings.net and YVHA.org/brown-ranch
  - Create materials in print and video format

## VI. Use Advertising and Marketing to expand reach to community (City)

- Work with Steamboat Pilot and Steamboat Radio on advertising
  - Print
  - Radio
  - Social media boosts on City and YVHA assets
- Create collateral materials in English and Spanish
  - Posters
  - Door hangers
  - Translation

**VII. Budget Estimate:** The following budget is an estimation of time/services spent during the BRAC process (January – end of July.) Work past August 1<sup>st</sup> will need an additional budget.

- *Advertising/Marketing*

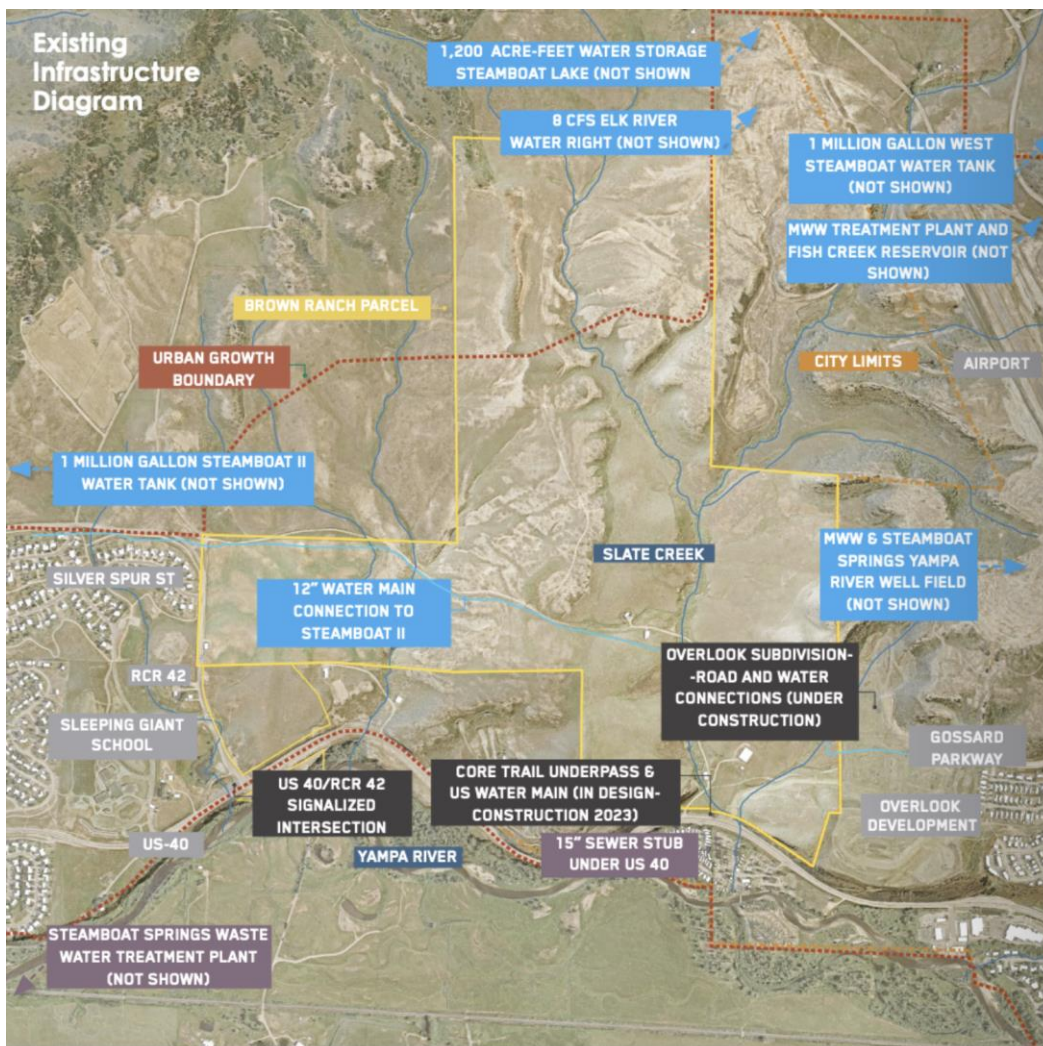
- Social media
- Print/radio
- Collateral materials
- Subtotal: \$10,000
- City to pay costs directly
  
- *Translation/Interpretation*
  - Translation of materials: \$4,000.
  - Interpretation at meetings: \$2,500.
  - Subtotal: \$6,500
  - Integrated Community to bill YVHA
  
- *YVHA Community outreach and engagement:* Due to the capacity limitations of YVHA, two consultants will be hired to work on the following tasks.
  - Interagency coordination
    - Meetings between City and YVHA, BRAC meetings. Etc.
    - \$9,000
  - Community/partner outreach & small meetings
    - Outreach to 40 groups
    - \$8,000
  - YVHA amplification of city content
    - Twice a month after BRAC meetings
    - Before and after community presentations
    - \$8,000
  - BRAC community presentations outreach and prep
    - Build audience for monthly meetings
    - \$4,000
  - BRAC materials drafted
    - Presentations for community meetings
    - External fact sheets on BRAC
    - \$4,000
  - Subtotal: \$33,000
  - Outreach consultants to bill YVHA
  
- **TOTAL:**
  - Advertising/Marketing (City) \$10,000
  - Translation/Interpretation (YVHA) \$ 6,500
  - Community outreach and engagement (YVHA) \$33,000.
  - **TOTAL** **\$49,500**
  
- Please note that YVHA will contract with translation/interpretation and community outreach consultants directly and reconcile billing at the end of the BRAC process with the City of Steamboat Springs.

Updated February 9, 2023

# L BROWN RANCH



## *Brown Ranch Community Development Plan* Issue Area: Water, wastewater, and stormwater



**Background/History:** The Yampa Valley Housing Authority (YVHA) spent a year in 2022 engaging the community to understand local housing needs, as well as community



members' hopes and concerns about Brown Ranch. To date, YVHA has connected with over 3,300 community members. YVHA paired this unprecedented community input with technical study by local and national experts and consultants. The result is the *Brown Ranch Community Development Plan*, a comprehensive vision to guide development of the Brown Ranch. The Plan is available for review [using this link](#). As the Brown Ranch Annexation Committee (BRAC) members discuss topics integral to the annexation agreement, it is important to include the priorities already identified by the community during the Brown Ranch community outreach efforts, as well as sustainability measures YVHA has built into the vision for Brown Ranch.

This paper includes highlights from the *Brown Ranch Community Development Plan*, as well as topically relevant [recommendations from the Urban Land Institute](#). More information can be found on the Brown Ranch website: [www.brownrachsteamboat.org](http://www.brownrachsteamboat.org)

## **BROWN RANCH COMMUNITY DEVELOPMENT PLAN HIGHLIGHTS**

### **WATER**

#### **a. Sustainability Framework (pp. 108 - 113):**

- Buildings should be designed to meet the highest standards for indoor water efficiency:
  - Use low-flow fixtures for all buildings.
  - Minimize installation of hose-bibs to discourage outdoor water use.
  - Minimize water waste while waiting for hot water by using on-demand water heaters, loop systems or water-saving levers on faucets and shower heads.
  - Consider rain barrels for irrigation, car washing, etc. Maintenance program required to prevent mosquito breeding and algae.
- Limit irrigation water to public spaces only. Limit new turf to areas when turf is needed for the public function (no decorative turf).
- Prevent irrigation of private open spaces in Single Family Attached and Single Family Detached homes. Limit irrigation in multi-family buildings.
- Use drought tolerant native and adaptive landscapes throughout the development.
- Explore the potential use of non-potable water for public irrigation.
- Follow the *Climate Action Plan* and *Water Conservation Plan*.

#### **b. Distribution Strategies (p. 128):**

- The Brown Ranch on-site water distribution plans to include water mains, fire hydrants, pressure boosting pumps and pressure reducing valves. The size, phasing and cost of the on-site distribution will be determined in a subsequent scope of work. Suggestions include:

- **Grid Network:** Locate the water mains within the street network to allow for ongoing access, as is typical. Use a traditional street grid (as opposed to cul-de-sacs) which will allow for water distribution efficiency.
- **Adaptive re-use of grey water:** Create a grey-water or non-potable irrigation system to irrigate public parks that reduces demand.
- **Valve and Metering:** Create a valve and metering system to allow for two-way flow to the Steamboat II metro District and full use of the one-million-gallon water tank located in Steamboat II.

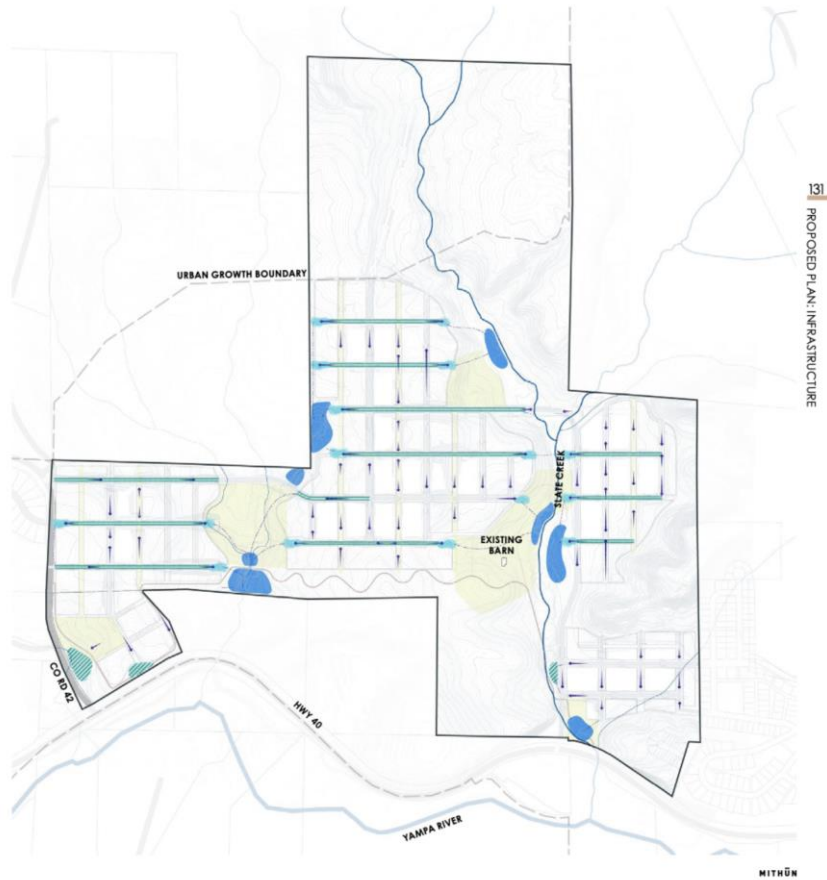
**WASTEWATER (p. 129):**

- The current treatment plant is operating at 70% capacity. Design of an expansion is required when 80% capacity is reached.
- Service to the west basin of Brown Ranch requires coordination and cooperation with the Steamboat II Metro District or lift station to pump sewage to the east basin of Brown Ranch.
- A grey water system that reduces loading the treatment plant is also a possibility but will come with additional plumbing or infrastructure costs.
- Brown Ranch will be required to construct all on-site collection infrastructure - including mains, manholes and lift stations. The scope, phasing, size and cost is dependent on the physical footprint of the Brown Ranch.
- The Overlook Subdivision has a sewer easement across the Brown Ranch connecting Emerson Trail to US 40. Overlook is required to construct a sewer main in this easement to service their project.

**STORMWATER (pp. 130-131):**

- **Sustainability principles (pp. 148-150):**
  - Integrate stormwater strategies with creek restoration to achieve water quality and channel protection goals.
  - Reduce impervious surfaces.
  - Deliver quality water to Yampa River.
  - Integrate solutions with urban design & open space.
  - Design for retention vs. conveyance.
  - Pursue long-term runoff barrier solutions.
  - Maximize groundwater recharge.
- **Drainage (pp. 130-131):** The overall drainage and stormwater approach for Brown Ranch is focused on regional water quality and detention.
  - Large detention areas are strategically located within open space and natural drainage corridors.
  - Water quality is handled throughout the site, including within seals along the east-west streets and at key discharge points.
  - This regional approach requires an early investment in drainage infrastructure but provides the benefit of development flexibility for each block.

- Improvements to the Slate Creek drainage corridor and the western drainage area will be essential in incorporating areas for detention while improving these areas for people, recreation, and open space.
- See Drainage map below.



**URBAN LAND INSTITUTE RECOMMENDATIONS AND HIGHLIGHTS:**

Between December 4<sup>th</sup>-9<sup>th</sup>, Yampa Valley Housing Authority hosted the Urban Land Institute and a panel of national experts and practitioners in development, affordable housing, public policy, and finance to kickstart implementation of the *Brown Ranch Community Development Plan*. This weeklong intensive process included a detailed and critical review of the Plan, interviews with local leaders and stakeholders, and the development of recommendations related to funding, the construction labor force,

engagement with the private sector, and other major issues associated with making Brown Ranch a reality.

The following are ULI recommendations that relate to the issue of water, wastewater, and stormwater.

**City Services/Capacity:**

- The capacity of municipal services to meet demand of *Brown Ranch Community Development Plan* implementation needs to be built before it is needed.
- Consider the need for short-term operational capacity to process entitlements and issue permits, consider partnering with Routt County for PW inspections. Consider contract services with City oversight.
- Water: *Community Development Plan* considers non-potable water irrigation for landscaping. Retain water on-site for landscaping. Consider the cost/revenue options of installing wastewater treatment systems to generate non-potable water to use for landscaping.