



Brown Ranch Annexation Committee  
Meeting No. 6  
Carver Conference Room and Via Zoom  
WEDNESDAY, MARCH 29, 2023  
9:00 AM

Join Zoom Meeting  
<https://us02web.zoom.us/j/985289877>  
Dial 1-888-475-4499 (US toll-free)  
Enter Meeting ID: 985 289 877  
Hit # to join the meeting

To join the zoom meeting visit, [zoom.us](https://zoom.us) click join meeting and  
enter the meeting ID: 985 289 877

**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

---

**A. PRIOR MEETING RECAP**

- 1. Approval of Minutes**
  - 1.a. March 15, 2023 Meeting Summary.**
- 2. Fiscal Impact Analysis.**
- 3. DRAFT Annexation Agreement.**
- 4. BRAC Agenda Topic Schedule.**

---

**B. CURRENT DISCUSSION**

**5. Population Assumptions of Brown Ranch Community Development Plan.**

**6. Exactions/Dedications of Land.**

---

**C. NEXT MEETING**

**7. Fiscal Impact Analysis.**

---

**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.

**8. RAINBOW**

# AGENDA ITEM #1.a.

## BROWN RANCH ANNEXATION COMMITTEE

**FROM:** Emily Katzman, Yampa Valley Housing Authority

**DATE:** March 29, 2023

**ITEM:** March 15, 2023 Meeting Summary.

---

**ATTACHMENTS:**

Attachment 15: March 1, 2023 Meeting Summary.

Brown Ranch Annexation Committee (BRAC)  
Wednesday, March 15, 2023  
Meeting Summary

Attendance: Robin Crossan, Joella West, Gary Suiter, Leah Wood, Kathi Meyer, Jason Peasley (BRAC); Jason Lacy (third-party facilitator); Jon Snyder, Angela Cosby, Mike Lane, Rebecca Bessey, Dan Foote, Kim Weber, Mark Beckett (City staff); Emily Katzman (YVHA staff) Sheila Henderson, Robin Schepper (YVHA consultants); Dana Schoewe (RCLCO Real Estate Advisors)

## A. PRIOR MEETING RECAP

1. **Approval of Minutes** – Minutes (the official video recording) from the March 1, 2023 meeting were approved unanimously.
2. **Community Outreach Plan** – Robin Schepper provided the following update: The BRAC community outreach team scheduled the first public meeting for Wednesday, March 22<sup>nd</sup> at 5:30 pm at the Steamboat Springs Community Center. City and YVHA staff will share information on water, wastewater, streets, transit, and the Brown Ranch Community Development Plan. The purpose of this 1-hour meeting is to educate community members and solicit feedback from people who may not be able to attend the regular BRAC meetings. Robin Schepper requested the attendance of BRAC members, if possible.
3. **City Services/Operations/Maintenance Responsibilities – General Municipal Services (Streets and Transit)**– Jason Lacy asked for questions, feedback or concerns about direction given at 3/1/23 BRAC meeting.
  - Robin Crossan reported that City Council has created a spreadsheet of annexation agreement issues/items that require further review and discussion, alongside corresponding upfront and ongoing expenses. Jason Lacy requested City Council include that spreadsheet in future BRAC agenda packets for all parties to use.
    - Kathi Meyer suggested the running tally of expenses include the nuance of phasing, since many expenses may not be realized until later in the development process.
4. **DRAFT Annexation Agreement**

Dan Foote reviewed the language added to the draft Annexation Agreement since the March 1, 2023 BRAC meeting. All edits are in Section 4 of the document:

### Streets

- General statement that YVHA will design and construct the Brown Ranch street system in accordance to the City's Engineering Standards, and the City will accept the Brown Ranch street system for maintenance in accordance with standard City practice.
- Recommendation by the City that YVHA will design and construct internal streets with special attention to the effect of winter conditions and snow storage needs, snow



removal operations, and the availability of on-street parking (go above and beyond minimum requirements).

- If the City accepts Brown Ranch alleys for maintenance, YVHA must dedicate sufficient snow storage easements.
- Snow removal in commercial areas requires hauling snow.
- Costs to City: adding 6<sup>th</sup> plow route upfront expenses, annual operating costs, etc.
- Dan Foote noted that BRAC has not yet discussed where funding will come from for the upfront expense to purchase necessary equipment.
- Discussion:
  - Jason Peasley and Leah Wood stated that YVHA's position is to have the City of Steamboat Springs maintain the entire Brown Ranch street network, including alleys. In exchange, YVHA is willing to make accommodations and go above and beyond City street standards, as well as commit to alleyway snow storage easements.
  - Jon Snyder clarified that YVHA has the right to build to the minimum street standards but recommends wider streets in order to improve operations and maintenance efficiency.
  - City Council will discuss the alley maintenance question again with the goal of adding language to next draft Annexation Agreement update.
  - The group acknowledged and agreed that language in the draft agreement will change in the next weeks and months, because what happens in some topic areas may impact and change others.

## Transit

- General language regarding existing City policy for developer to assume responsibility of capital costs of transit facilities and City responsibility to acquire busses and assume maintenance of transit facilities.
- Transit service extension accomplished by relocating the existing western terminus of SST routes to the Slate Creek Road entrance of Brown Ranch.
- Discussion
  - Jason Peasley stated that the transit stop proposed in the Annexation Agreement is sufficient for the first phase of development at Brown Ranch, but will be insufficient for subsequent buildout. Based on community input, YVHA is strongly advocating for a joint commitment to provide more robust transit service to Brown Ranch and west Steamboat Springs. YVHA representatives think it is important to project to the community a commitment to figure out how to expand transit service through Brown Ranch by way of the Annexation Agreement.
  - City Council representatives continue to be uncomfortable committing to robust transit service in the draft Annexation Agreement.
  - YVHA will propose language changes to the transit section for review at the next BRAC meeting.

Motion to approve the current draft Annexation Agreement: Motion by Leah Wood, second by Joella West. Approved unanimously.

## 5. BRAC Agenda Topic Schedule

Jason Lacy asked for confirmation that all parties are comfortable with the BRAC discussion schedule.

- March 29<sup>th</sup> - Robin Crossan requested an update on YVHA's community partnerships at Brown Ranch to understand the vision for the property beyond residential components. Joella West clarified the intent is not to memorialize land dedications to these groups in the annexation agreement. Regarding dedication of land at Brown Ranch, Gary Suiter recommended splitting the conversation into two subjects: public spaces (parks, fire station, utilities etc.) and private spaces (non-profit community spaces, sports, arts & humanities, etc.).
  - Water rights (fee in lieu) moved to June 7<sup>th</sup> or 21<sup>st</sup>.
- April 12<sup>th</sup> meeting – continuation of Fiscal Impact Analysis (remaining items from March 29<sup>th</sup>). Use of STR tax revenue.
- April 26<sup>th</sup> – both parties responsible for packet content
- May 10<sup>th</sup> – YVHA lead packet content
- May 24<sup>th</sup> – YVHA lead packet content w/City response
- June 7<sup>th</sup> and 21<sup>st</sup> – outstanding items and amendments. City lead packet content.

## B. CURRENT DISCUSSION – Fiscal Impact Study

Dana Schoewe, Principal with RCLCO Real Estate Advisors (a consultant for both YVHA and the City of Steamboat Springs) provided an introduction to the methodology for the Fiscal Impact Study, as well as a preliminary overview of net fiscal impacts of Brown Ranch. [Note: this meeting summary is not intended to capture all the details of Dana Schoewe's presentation. Please see the meeting recording at approximately 1:08, as well as the working draft Fiscal Impact Study included in the packet, for additional details.]

- Today's conversation focuses on RCLCO's preliminary findings regarding Brown Ranch impact on City's revenue to the general fund. RCLCO is awaiting additional information from City departments before all expenses are added to the analysis.
- Methodology:
  - Reviewed Brown Ranch *Community Development Plan*, including commercial space to be built over time. Expectation that Brown Ranch will build out in 15-20 year period. How does net increase in units impact City budget?
    - Total revenues expected at full buildout per year.
    - Impact per new housing unit built at Brown Ranch.
    - How does that impact employment growth, tourism increase, etc. ("spillover effect")?
  - Reviewed 2023 adopted Steamboat Springs budget and analyzed revenue streams (existing sales tax, existing vehicle tax, charges for other services, etc.). With additional development at Brown Ranch, what percentage of revenue is expected to

- be fixed or variable? E.g.: will 100 new households at Brown Ranch translate to 100 new vehicles, and commensurate tax revenue?
  - Separate analysis of sales tax projections: annual taxable retail spending by fulltime and parttime households based on historical data. How much income is spent on disposable retail goods for expected area median income (AMI) range at Brown Ranch? What impact will this have on future sales tax revenue?
  - Expenditures: customized analysis based on City departments and services (data forthcoming).
- Key Points:
  - Brown Ranch will increase City's housing stock by 20%.
  - Expect Brown Ranch to create net negative impact on City of Steamboat Springs' general fund.
  - There is a difference in how new construction serves the market today versus how Brown Ranch will impact a broader segment of the community. This is an important consideration when understanding fiscal impact. Today, given the cost to build, net new housing construction in Steamboat Springs serves existing homeowners in Steamboat Springs, wealthy second homeowners, and short-term rental investors. Cost to build is prohibitive to serving regional workforce households, doubled up workforce households, and existing workforce households. When net new housing units are added to Brown Ranch, it will directly serve those three groups.
  - New development at Brown Ranch will directly serve and benefit fulltime local households, creating a sustainable community by increasing new housing supply in a way that has trickle down impacts for many different audiences. Net new growth summary -- For every 100 homes built at Brown Ranch, it is anticipated that there will be:
    - 2,029 tourist days
    - 16 net new part time/Seasonal housing units
    - 51 net new local and regional workforce households
    - 22 de-doubling and internally moving households
  - Some existing housing in Steamboat Springs will be opened up when existing groups move to Brown Ranch. Expect some backfill of existing housing units in Steamboat to serve a broad range of groups, including local workforce, but also second homeowners, STR investors, etc. However, the STR tax and ordinance may temper this impact.
  - 78% of revenues to City from Brown Ranch will be driven by sales tax. Sales tax comprises 2/3 of general fund revenues.
  - Analysis focuses on general fund and ongoing revenues and expenses, rather than capital revenues like building use taxes and excise taxes, which are expected to generate an estimated \$30 million to the City of Steamboat Springs to cover one-time capital projects. The analysis also does not include short-term rental tax.
- Next steps:
  - Continue to work with City departments to gather data and refine year-to-year expenses and add to expense-side of analysis.
  - Refine revenue assumptions as needed.

- Presentation to BRAC on April 12<sup>th</sup> with full, complete analysis.
- Questions:
  - Q: Jason Lacy: Your assumption is 51/100 households will be new residents?  
A: Dana Schoewe: Yes, this is net new growth based on regional households that work in Steamboat Springs and currently commute, as well as expected net new employment growth.
  - Q: Jason Lacy: Over what period of time will \$30M be available to the City for capital projects?  
A: Dana: This is over full buildout of Brown Ranch, though many capital costs will be incurred early in the development.
  - Q: Joella West: How do we know who will actually move to Brown Ranch? What do we know about people who have moved into previous YVHA developments? Who were they? Where did they come from? Did they stay?  
A: Jason Peasley: YVHA is collecting data on house de-doubling. When we add 100 new units at Brown Ranch, all 100 units will serve local workforce. However, when some local workers vacate existing homes, YVHA doesn't have control over how those homes are backfilled and cannot track that information.
  - Q: Robin Crossan: Does RCLCO have a project from 10-15 years ago that you have data on to confirm accuracy of projected assumptions? Do you have data and lessons learned?  
A: Dana Schoewe: RCLCO does review projects to backcheck assumptions.
  - Q: Kathi Meyer: Is the model/methodology credible and defensible? Does it catch all the right points?  
A: Kim Weber: Revenue projections seem fairly accurate (need to do additional checking). In a previous study for a previous annexation attempt, the analysis didn't give sales tax credit to people backfilling units.
    - Dana Schoewe added: model/methodology is standard and consistent with how RCLCO approaches fiscal impact studies for municipalities across the country.
  - Q: Robin Crossan: street assumptions example only shows operating expenses. Should capital expenses be noted as well?  
A: Kim Weber: Fiscal Impact Study focuses on operations, but capital expenditures will be noted.
- Discussion:
  - To confirm the validity of Fiscal Impact Study assumptions, City Council representatives requested data from existing YVHA-developed properties: Who moved in, who decoupled, where did they move from?
    - YVHA has information on current residents from Sunlight Crossing and can provide disaggregated information to inform these assumptions.
  - Jason Peasley added there is a severe backlog of unfilled job positions due to lack of housing. There is a lost opportunity when job postings go unfilled and business are unable to deliver goods and services to the community, which thereby contributes to a

loss in potential sales tax capture. This isn't possible to quantify, but it is important to consider.

- Dana Schoewe added: Routt County has grown an average of 2%/year (jobs). 80% of jobs are based in Steamboat. That means by 2040, there will be 7,000 new jobs in Steamboat Springs based on historical data.
- Can we get additional data on how many jobs go unfilled because of lack of housing?
- Robin Crossan questioned analysis about net impact to general fund for existing regional households who may already spend money in Steamboat Springs because they work here.
- Kim Weber requested clarification on number of households that will de-double.
  - Dana Schoewe clarified the model only accounts for revenue streams associated with new households, not doubled up households, because that is not net new growth.
- Gary Suiter: City of Steamboat Springs has received responses for third-party review and received proposals from three firms. Intend to have a firm on board by week of 3/21/23. Intent is to work collaboratively with RCLCO.

### **Summary of Decisions**

N/A

### **C. NEXT MEETING**

- Wednesday, March 29, 2023 at 9am
- Agenda: Exactions and dedications of land

### **D. PUBLIC COMMENT**

Bill Jameson

- Noted error on page 12 of draft Fiscal Impact Study.
- "YVHA is building a town." If it is not annexed into the City, YVHA will be running a city.
- Brown Ranch will significantly negatively impact net City budget.
- What portion of STR tax gets allocated to Brown Ranch is debatable.
- BRAC should discuss metro district financing.
- Capital costs are significant and upfront and should be part of the analysis. Water treatment plant is being built for Brown Ranch. The resiliency and redundancy impact on the City is negligible.

Bert Denney

- Next meeting should include alley maintenance in the budget/Fiscal Impact Study.
- What is the plan to address traffic costs and impacts? What is the proposed funding mechanism? Who pays for it and how will it be paid for? The town needs a US40 bypass regardless of Brown Ranch.

- Current City budget cannot pay for what is proposed at Brown Ranch through existing sales tax. What is the plan? Will you come to voters with a property tax proposal? Flesh this out early in the process.
- Metro district similar to Steamboat II should be part of the conversation.

Kathy Bateman

- Cost of alley maintenance should be added to Fiscal Impact Study.
- Glad the City is not agreeing to put things into annexation agreement until public can understand the numbers.

Scott Ford

- Interesting discussion on fiscal impact. Any fiscal or economic impact is best looked at as a work of art, painted by assumptions. Assume when all is said and done, it will overstate revenue and understate expenses. Stress test the final picture by reducing revenue by 50% and increasing the expenses by 50%.

In response to public comment, Jon Snyder, City of Steamboat Springs Public Works Director, clarified the cost of maintaining alleys is already included in the Fiscal Impact Study.

# AGENDA ITEM #3.

## BROWN RANCH ANNEXATION COMMITTEE

**FROM:** Dan Foote, City Attorney  
**DATE:** March 29, 2023  
**ITEM:** DRAFT Annexation Agreement.

---

Draft edits related to alley maintenance will be provided in a Rainbow packet.

**ATTACHMENTS:**

Attachment 1: Working Draft Annexation Agreement.

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

## **BROWN RANCH ANNEXATION AGREEMENT**

THIS ANNEXATION AGREEMENT ("Agreement") is made and entered into this \_\_\_\_ day of \_\_\_\_\_, 2023, by and between the CITY OF STEAMBOAT SPRINGS, a Colorado municipal corporation ("City") and the Yampa Valley Housing Authority, a multi-jurisdictional housing authority ("YVHA").

WHEREAS, YVHA owns the real property described in Exhibit A ("Brown Ranch"), which consists of approximately 420 acres; and

WHEREAS, Brown Ranch is contiguous with the city limits and within the Urban Growth Boundary; and

WHEREAS, YVHA filed a Petition for Annexation with the City on October 18, 2022, to annex Brown Ranch into city limits; and

WHEREAS, the City has determined that it would be in the best interest of the public health, safety, and welfare of its citizens to impose certain terms and conditions on YVHA in connection with the annexation of Brown Ranch to the City;

NOW, THEREFORE, in consideration of the recitals, promises, and covenants contained herein, and other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the parties agree as follows:

**1. DEFINITIONS.** As used in this Agreement, unless the context clearly requires otherwise:

"Annexation Ordinance" shall mean the ordinance adopted by the City Council of the City of Steamboat Springs pursuant to the Municipal Annexation Act of 1965 (Section 31-12- 101, et seq., C.R.S.) officially annexing the Property into the City of Steamboat Springs.

"Applicable City Ordinances" shall mean all ordinances of the City which regulate the development, subdivision and use of the Property, as in effect from time to time.

"Regulating Plan" shall mean document which establishes density, uses, patterns, open space and parks, and primary streets and their general locations within the Property, to be approved by the City pursuant to the requirements and procedures set forth in the TND Standards in effect as of the date this annexation becomes effective.

**[TO SUPPLEMENT AS NEEDED]**

**2. POST ANNEXATION LAND USE APPROVAL PROCESS.**



This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

### 3. GENERAL PLAN OF DEVELOPMENT

#### A. Unit Types & Numbers.

YVHA may develop up to 2,264 residential units at Brown Ranch through full build-out. YVHA may develop up to 419,000 square feet of non-residential uses at Brown Ranch.

Brown Ranch shall generally consist of four neighborhoods, currently identified by letter. Neighborhood A shall consist of 400 to 480 Units. Neighborhood B shall consist of 330 to 360 Units. Neighborhood C shall consist of 1030 to 1070 Units. Neighborhood D shall consist of 480 to 510 Units.

The contemplated unit composition at full build-out will consist of 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).

**Commented [df1]:** Approved in concept February 15 BRAC meeting, but only as to the general plan of development 3.A, 3.B, 3.C, 3.D

RESIDENTIAL	PROGRAM		Phase 1	Phase 2	Phase 3	Total per
			# UNITS			type
	Multi-family	Rental	593	221	221	1486
		Condo	179	136	136	
		Sub-Total	772	357	357	
	Single Family Attached	Rental	126	46	46	484
		Owner	104	81	81	
		Sub-Total	230	127	127	
	Single Family Detached	Rental	28	11	10	294
		Owner	94	76	75	
Sub-Total		122	87	85		
		Total by Phase	1124	571	569	2264

COMMERCIAL / COMMUNITY	PROGRAM		Phase 1	Phase 2	Phase 3	Total per
			Area in square feet			type
		Building Type				
	Grocery	Mixed Use	15,000			15,000
	Retail Space (coffee, restaurant, etc)	Mixed Use	48,000	22,000	26,000	96,000
	Office Space/ Non-Profit Center	Mixed Use	10,000	8,000	10,000	28,000
	Childcare accepting CCAP	Mixed Use	5,000		5,000	10,000
	Fire Station	Free Standing		50,000		50,000
	K-8 School (site area)	Free Standing		200,000		200,000
	Unspecified Community Program	TBD		10,000	10,000	20,000
	<b>Total by Phase</b>		<b>78,000</b>	<b>290,000</b>	<b>51,000</b>	<b>419,000</b>

The unit numbers and composition outlined above are based upon current assumptions about housing need, community preferences, and available subsidies. It is YVHA's intention the

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

unit numbers, composition, and size of non-residential uses, will be updated over time to account for changes in local housing need. Based upon the same, YVHA may seek to amend the Regulating Plan consistent with the Applicable City Ordinances, including seeking to add additional Units or square feet of non-residential uses to respond to changes in demand.

### **B. Phasing Plan**

The Brown Ranch phasing plan is shown in the attached Exhibit \_\_\_\_\_. Phase 1 will consist of between 1,100 and 1,200 Units and XXX square feet of non-residential uses. Phase 2 shall consist of between 550 and 600 Units and YYY square feet of non-residential uses. Phase 3 shall consist of 550 to 600 Units and ZZZ square feet of non-residential uses.

Unit composition and density may be shifted between phases during the development approval process. YVHA may, in response to market conditions, funding, development capacity, and site conditions, seek to amend the Regulating Plan consistent with the Applicable City Ordinances.

### **C. Parks, Trails, and Open Space**

YVHA shall provide at least 46.1 acres of parks, as generally shown in the attached Exhibit \_\_\_\_, or as may be amended through the development review process.

At least 68.6 acres of Brown Ranch shall be designated as Open Space through the development approval process, as generally shown on the attached Exhibit \_\_\_\_\_. The specific location of Open Space shall be determined through the development review process.

YVHA shall provide trails as generally shown on the attached Exhibit \_\_\_\_\_. The specific location and character of trails shall be determined through the development review process.

Parks, trails, and open space shall be phased with the development of each Neighborhood, and as the CDC requires.

Dedication and maintenance provisions for Brown Ranch parks, open space, and trails are provided for in Section 4 below.

Brown Ranch will not be subject to any further requirements for the provision of parks, open space, or trails as a condition of any City approval during the vesting term provided in Section \_\_\_\_, or any future extension of such term.

### **D. Wildfire Mitigation**

Health Equity, Sustainability, and Resiliency Guidebook will impose a private regulatory scheme on development within Brown Ranch. The Guidebook will include recommendations identified in the *Increasing Wildfire Resilience at Brown Ranch* report prepared by the Community Wildfire Planning Center. These strategies may include 1) incorporating design features that

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

reduce wildfire susceptibility in the Home Ignition Zone; 2) managing open space vegetation in strategic locations to support fire suppression tactics and further support defensible space; 3) providing adequate setbacks on peripheral edges of all neighborhoods from hazardous fuels and terrain features; 4) planning for the strategic location of trail networks to support fire suppression resource access and tactics; and 5) planning for evacuation opportunities.

Maintenance provisions for the wildfire mitigation measures are provided for in Section 4 below.

#### **E. On-Site Public Infrastructure Plan**

YVHA shall pay all costs for the design and construction of all on-site public improvements to serve Brown Ranch, including, but not limited to, roads, curbs, gutters, sidewalks, sanitary and drainage sewers, water, and street lights, in accordance with applicable City or public utility company standards and specifications. YVHA shall dedicate to the City and applicable public utility companies without charge, free and clear of all liens and encumbrances, those easements and rights-of-way necessary for installation and maintenance of said public improvements, including public streets, and in addition shall convey the public improvements to the appropriate entity upon completion and acceptance of the improvements.

All Units within Brown Ranch shall pay Plant Investment Fees ("tap fees"), in the amount charged for other properties within the City's water and wastewater district, with such fees being due prior to the issuance of a building permit, as provided in the Applicable City Ordinances, except as noted in Section 3.G.3 below. Brown Ranch will not be subject to any further sewer related payments as a condition of any City approval during the vesting term provided in Section \_\_\_\_, or any future extension of such term.

YVHA shall construct stormwater systems within Brown Ranch in conformance with City Engineering Standards.

YVHA shall construct multi-modal transportation within Brown Ranch in conformance with City Engineering Standards.

The Parties agree that YVHA shall be entitled to reimbursement of certain costs of construction of certain public improvements. The City agrees that it will require, as a condition of annexation of any portion of the West Steamboat Area Plan adopted June 19, 2006 (the "Benefited Property") that YVHA will be reimbursed by the developer of such portion of the Benefited Properties a proportionate share of the cost of such infrastructure which serves a Benefited Property. The proportionate share shall be reasonably determined by the City Council at the time of annexation and as a condition of annexation of a Benefitted Property based upon the benefits received by the Benefited Property, which shall be determined, without limitation, by reference to: the cost savings to the Benefited Property by YVHA's construction of the additional infrastructure;

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

age and physical condition of the infrastructure; and the length and capacity of utilities and roadways infrastructure used by the Benefited Property. Nothing in this Paragraph shall prohibit YVHA from making application to the City for a Public Improvements Reimbursement Agreement pursuant to the requirements of the City's Community Development Code for reimbursement of expenses not otherwise reimbursable under this Paragraph. This provision shall not apply to any property annexed pursuant to an annexation ordinance adopted more than twenty (20) years from the effective date of the ordinance annexing the Brown Ranch.

**Commented [df2]:** What parcels do we think will be benefitted and what types of improvements are going to be the subject of reimbursement?

**Commented [df3]:** Per March 1, 2023 discussion, this is a placeholder pending future discussion of term/vesting.

The terms of the provision of City services related to the public infrastructure, and the maintenance of same, are provided for in Section 4 below.

#### **F. Off-site Public Infrastructure Plan**

Except as otherwise provided in this Annexation Agreement as to offsite water and wastewater improvements and other offsite improvements, contributions from YVHA for off-site infrastructure improvements will be paid for using funding from the Short-Term Rental Tax.

**Commented [df4]:** This section needs review. It was not the subject of discussion at the Feb. 15, 2023 BRAC meeting

#### **G. Off-site Water and Wastewater Facilities**

- 1) The City will provide water and wastewater services through its existing water and wastewater utility, which presently operates as an enterprise fund for purposes of the Taxpayers Bill of Rights ("TABOR"), Article X, Section 20 of the Colorado Constitution and which the City intends to continue to operate as an Enterprise Fund for purposes of TABOR.
- 2) The parties acknowledge that the determination as to whether the City has a reliable and secure water supply to serve the Brown Ranch and whether the City can make the determination regarding adequacy of the City's water supply required by C.R.S. 29-20-301, et. seq. and Section 25-78 of the City's municipal code depends on the completion of a Water Demand Analysis, which is expected to be complete in May, 2023. Based on current information, the parties acknowledge that the provision of water to Brown Ranch by the City will require the construction of the following four additional elements to the City's water infrastructure:
  - a) The West Area Water Tank booster station, which must be constructed and accepted prior to the occupancy of any units at the Brown Ranch. This project will be constructed at City expense at an estimated cost of \$1,200,000.
  - b) US Hwy 40 delivery pipeline, which must be constructed and accepted prior to the occupancy of any units at the Brown Ranch. This project is underway and will be constructed at City expense at an estimated cost of \$1,000,000.
  - c) New water treatment facility, diversion system, pumps, raw water delivery line, clearwell, and treated water distribution lines (together "Elk River Water Treatment Facility"), which must be constructed and accepted prior to the issuance of building

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

- permits at Brown Ranch that would cause Brown Ranch water demand to exceed 800 EQRs.
- i) Estimated costs of construction are \$40,000,000-\$58,000,000.
  - ii) The parties' current estimate is that construction could begin at the earliest in 2028 with the treatment facility completed and operational by 2030.
  - iii) The parties acknowledge that the City does not own a site for this treatment facility or the necessary easements or property rights for distribution to Brown Ranch.
  - iv) The parties acknowledge that the City owns certain water rights with authorized points of diversion and related storage rights that are adequate to provide sufficient raw water to the proposed treatment plant to allow for the full development of the Brown Ranch as described in this Section 3.
- d) Onsite distribution facilities. Construction of these facilities shall be the responsibility of YVHA as provided in Subsection 3.e.
- 3) The parties acknowledge that the Elk River Water Treatment Facility will benefit the existing City water utility customer base by providing needed resiliency and redundancy to the City's existing treatment facilities. The parties intend to allocate responsibility for the costs of constructing the Elk River Water Treatment Facility by modelling the distribution throughout the City system of water from that source and allocating costs on a pro rata basis. The model is expected to be complete in early May.
- a) YVHA shall be responsible for paying that share of the costs of the Elk River Water Treatment Facility allocated to the Brown Ranch project on the following terms:
    - i) A surcharge on plant investment fees (i.e. tap fees) collected by the City for development at Brown Ranch attributable to the Elk River Water Treatment Facility, the amount of which shall be determined and adjusted from time to time by the City through periodic rate studies.
    - ii) YVHA shall be responsible for payment of the difference, if any, between the Brown Ranch payment share and anticipated plant investment fee surcharge revenues from YVHA revenue including without limitation YVHA tax revenues, grant proceeds, contributions from the City, and any other source in YVHA's discretion.
    - iii) The timing of payments by YVHA shall be as determined by future negotiations of the parties.
  - b) City shall be responsible for payment of that share of the costs of the Elk River Water Treatment Facility allocated to City water utility customers within the current district boundaries from revenue sources to be determined by the City, including without limitation City utility plant investment fees collected from City utility customers not located at the Brown Ranch.
- 4) YVHA shall implement a water conservation and efficiency plan outlining commitments.
- a) The plan shall meet or exceed the City's policy of a 10% reduction in treated water use in ten years.

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

- b) The parties' staffs will collaborate to develop a water conservation and efficiency plan including, without limitation, the following elements:
  - i) Significant reduction in private yards in favor of common spaces that are centrally managed;
  - ii) Integrate water conservation with land use planning;
  - iii) water budget agreement and monitoring plan (draft document to be provided by Julie Baxter/City)
  - iv) Water-efficient building practices such as low flow fixtures;
  - v) Site design that preserves areas important for water quantity or quality;
  - vi) Water re-use capabilities.
- 5) YVHA shall comply with the City's water rights dedication policy set forth in Section 25-77 of the City's municipal code. The parties acknowledge that YVHA does not have water rights to dedicate and that payment of a fee-in-lieu is contemplated by the policy.
- 6) The parties acknowledge that the provision of wastewater services to Brown Ranch by the City will require the following offsite improvements:
  - a) Connection from onsite collection facilities in the Brown Ranch "West Basin" to the existing City trunk line running from Sleepy Bear/KOA to the existing wastewater treatment plant. The parties acknowledge that existing facilities provide the necessary connection from the Brown Ranch "East Basin". Costs of constructing these facilities shall be the responsibility of YVHA.
  - b) Expanding the capacity of the existing wastewater treatment facility.
    - i) Governed by state law, design must commence when plant is at 80% capacity, construction to commence when plant is at 90% capacity, plant currently at 73%.
    - ii) Projections based on 200 EQRs/year in Brown Ranch starting in 2026 triggers design requirement in 2027, construction 2033.
    - iii) These improvements to be funded by City utility fund, monthly service fees are not expected to increase as a result of the expansion project. There is potential for plant investment fees to increase as a result of the expansion project. The 2024 rate study will determine whether plant investment fees will increase and, if so, by how much.
    - iv) Projections assume no changes in relevant regulatory requirements.

**Commented [df5]:** Per March 1, 2023 discussion, YVHA compliance is TBD a future meeting.

## H. Private Infrastructure Plan

YVHA shall pay all costs for the design and construction of all utility services necessary to serve the Brown Ranch, including, but not limited to, electricity, telephone, gas, and cable television service, in accordance with applicable City or public utility company standards and specifications. YVHA shall dedicate to the City and applicable public utility companies without charge, free and clear of all liens and encumbrances, those easements and rights-of-way

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

necessary for installation and maintenance of said utility lines. Any contribution for offsite electrical infrastructure will be agreed upon between YVHA and YVEA and paid for by YVHA and/or the Short-Term Rental Tax.

The construction of utility services shall be phased with the development of each Neighborhood, and as the CDC requires.

The terms of the provision of City services related to the utility services are provided for in Section 4 below.

#### 4. CITY SERVICES/OPERATIONS/MAINTENANCE RESPONSIBILITIES.

##### A. Streets

1) The City shall accept the Brown Ranch internal street system for maintenance in accordance with the provisions of the Community Development Code and the City's Engineering Standards. YVHA shall design and construct the Brown Ranch internal street system in accordance with standard street cross sections and specifications as set forth in the City's Engineering Standards. City maintenance shall include snow removal in accordance with standard City practice; maintenance, repair, and replacement of pavement and appurtenances; and maintenance, repair, and replacement of stormwater and drainage facilities located within public rights of way. Except as otherwise expressly provided in this agreement, the City shall provide the same level of service for Brown Ranch street maintenance that the City provides in other areas of the City.

**Formatted:** Font: (Default) Times New Roman, Bold

2) YVHA acknowledges that minimum City standards for right of way widths represent a compromise between the efficient use of land and the effective operation of roadways for multi-modal transportation and parking uses. Staff recommends that YVHA incorporate into the planning of its internal street system the effect of winter conditions, snow removal operations, and snow storage on roadway width; the availability of on street parking; and sidewalk maintenance. Use of minimum City standards may result in operational compromises and increased costs for snow plowing and removal during some winter seasons.

**Formatted:** Indent: Left: 0.75", No bullets or numbering

3) Current City policy does not contemplate the acceptance of alleys for maintenance. The parties acknowledge that the City maintains alleys in some areas of town and that alley maintenance in the context of the City providing equitable service levels will be the subject of ongoing discussions between the parties. Due to the fact that the City does not currently accept alleys for maintenance, current City Engineering Standards do not account for or require the provision of adequate easements or property for snow storage purposes. If the City were to elect to accept Brown Ranch alleys for maintenance, the City would require the provision of easements or other property rights to accommodate the storage of snow removed from alleys.

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Normal, No bullets or numbering

**Commented [df6]:** Per March 1, 2023 meeting, consensus not reached as to whether City will provide this service.

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Normal, No bullets or numbering

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

4) The City generally provides a level of snow removal services that depends on storing snow in road rights of way and/or easements adjacent to the roadway. The City provides a level of service in some commercial areas, such as the downtown commercial district, that incorporates the removal and transportation of snow to a central snow storage facility. The City will provide this level of service in limited commercial or school zones at the Brown Ranch as depicted and described in the attached Exhibit "A". YVHA shall provide snow storage for snow removed from these zones at internal Brown Ranch sites as depicted and described in Exhibit "A".

5) The parties acknowledge that the City's assumption of maintenance obligations for all or parts of the Brown Ranch street system will require the City to implement a sixth plow route in order to maintain existing service levels. Capital costs to implement a sixth plow route are estimated at \$847,000 in 2023 dollars. The parties acknowledge that the City estimates the City's annual operating costs for maintenance of the Brown Ranch internal street system at full buildout, including alleys, to be \$800,000 in 2023 dollars.

a) The City will be responsible for the annual operating costs for the maintenance of the Brown Ranch internal street system following expiration of the warranty period.

b) Capital costs for the acquisition of the following shall be the responsibility of TBD.

i) Motor grader with wing \$360,556;

ii) Sand truck with plow \$201,826;

iii) Loader with bucket and blade \$209,132;

iv) Storage facility estimated \$75,000.

## B. Transit

1) The parties acknowledge that existing City policy will require YVHA to assume responsibility for capital costs of transit facilities necessary to the provision of transit services. The City will be responsible for operational costs and maintenance of shelters, shelter pads, and pullout lanes. City shall also be responsible for acquisition of busses. Adjacent property owners will be responsible for the maintenance of sidewalks providing access to transit stops.

2) The City's existing revenue sources are adequate to extend service to Brown Ranch neighborhood A. The City would accomplish the service extension by relocating the existing western terminus of SST routes from the current KOA site to the Slate Creek Road entrance to Brown Ranch (hereafter "US Hwy 40 Service"). The City agrees to provide the US Hwy 40 Service to Brown Ranch. Frequency of service, bus capacity, and other operational decision shall be subject to the discretion of City Council pursuant to the City's annual budget process.

a) The estimated costs to provides the US Hwy 40 level of service are as follows:

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Normal, No bullets or numbering

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Commented [df7]:** Not discussed at March 1, 2023 meeting.

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Indent: Left: 1.25", Hanging: 0.25", Numbered + Level: 6 + Numbering Style: i, ii, iii, ... + Start at: 2 + Alignment: Left + Aligned at: 2.88" + Indent at: 3.38"

**Formatted:** Indent: Left: 0.75", No bullets or numbering

**Formatted:** Font: (Default) Times New Roman, Bold

**Formatted:** Normal, No bullets or numbering

**Formatted:** Indent: Left: 0.75", No bullets or numbering



This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

- i) \$1,000,000 capital costs for the relocation of the western terminus of SST routes;
- ii) Annual operating costs increase would be negligible;
- b) YVHA agrees to assume responsibility for capital costs of relocating the western terminus of SST routes.
- c) The City agrees to assume the responsibility for any increase in operating costs to provide US Hwy 40 Service.
- d) Contracted microtransit service to connect the SST routes to internal Brown Ranch sites is estimated to cost \$400,000 annually. The City is not able to provide microtransit service within Brown Ranch and does not commit to do so as part of the provision of the US Hwy 40 Service. If microtransit service is to be provided to Brown Ranch it shall be at the expense of YVHA.

Formatted: Font: (Default) Times New Roman, Bold

Formatted

Formatted: Font: (Default) Times New Roman, Bold

Formatted: Font: (Default) Times New Roman, Bold

Formatted: Indent: Left: 0.75"

5. **AFFORDABILITY/ATTAINABILITY OF HOUSING.**

6. **EXACTIONS/DEDICATION OF LAND.**

7. **SUSTAINABILITY MEASURES.**

8. **VESTED PROPERTY RIGHTS.**

a. **Vested Property Rights.** The City will approve the creation of vested property rights for the Property pursuant to the Vested Property Rights Act, C.R.S. §24-68-101 et seq. In the event of conflict between this Agreement and the Vested Property Rights Statute or Municipal Code, this Agreement shall prevail. In recognition of the size of the development contemplated under this Agreement, the substantial investment and time required to complete the development, the potential for phases of the development and the possible impact of economic cycles and varying market conditions during the course of the development, YVHA and the City agree that vested property rights are approved under the following conditions: the rights to be vested shall extend only to the permitted uses and densities set forth in the Regulating Plan adopted and approved by the City as described in Paragraph \_\_\_\_ and to \_\_\_\_\_ and other requirements set forth in this Agreement.

b. **Vesting Term.** The term of vesting shall be \_\_\_\_ years commencing upon the date of recording the Annexation Ordinance and Map.

c. **Site-Specific Development Plans.** YVHA and the City agree that the Regulating Plan constitutes an approved "site specific development plan" as defined in the Vested Property Rights Statute, and that pursuant thereto, YVHA and its successors and assigns shall have vested rights to undertake and complete the development and use of the Property under the terms and conditions thereof during the vesting term established in Paragraph (b) above. The vesting term shall be memorialized in a Development Agreement in connection with the approval of the Regulating Plan ("Regulating Plan Development Agreement").

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

d. **Rights Not Vested.** The establishment of rights vested under this Agreement, the Regulating Plan, and Regulating Plan Development Agreement shall not preclude the application by the City of City ordinances and regulations, including, without limitation, the following:

- i. City building, fire, plumbing, engineering, electrical, and mechanical codes and other similar technical codes and standards of the City;
- ii. City architectural, landscaping, and other development standards that are not inconsistent with the uses and densities permitted by the approved Regulating Plan;
- iii. City regulations regarding the subdivision of land to the extent the same do not conflict with the uses and densities permitted by the approved Regulating Plan;
- iv. Traditional Neighborhood Development standards to the extent the same do not conflict with the uses and densities permitted by the approved Regulating Plan;
- v. Applicable federal regulations;
- vi. Any other general City ordinance or regulation that does not conflict with the uses and densities permitted by the approved Regulating Plan.

## **9. TERM.**

## **10. ANNEXATION CONTINGENCIES.**

Final approval of the Annexation Ordinance shall not be deemed to have occurred if on or before the thirtieth (30th) day following the effective date of the Annexation Ordinance either a) legal proceedings are commenced challenging the Annexation Ordinance or b) a petition is submitted to the City Clerk for a referendum on the Annexation Ordinance. Either party may, but shall have no obligation, to defend legal proceedings concerning the validity of the Annexation Ordinance.

In the event of a legal challenge and/or referendum, final approval shall occur upon final and non-appealable resolution of legal proceedings and/or referendum results affirming annexation of the Property. The annexation of the Property to the City shall not be effective until the occurrence of final approval.

If a referendum challenge to the Annexation Ordinance succeeds, this Agreement and all provisions contained herein shall be null and void and of no further effect. In the event the Annexation Ordinance or any portion thereof is voided by the final action of any court, this Agreement and all provisions contained herein shall be null and void and of no further effect unless the parties agree in writing to ratify the Agreement and seek to cure the legal defect(s) that resulted in the court action. If the parties agree in writing that such a cure is successful, YVHA may re-apply for annexation.

YVHA may withdraw the petition for annexation and terminate this Agreement if any legal challenge remains unresolved one (1) year after the effective date of the Annexation Ordinance. City shall not be responsible for processing applications for land use approvals relating to the Property and YVHA shall not be responsible for making payment, constructing improvements, or

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

dedicating interests in real property to the City during the pendency of any legal challenge to or referendum regarding the Annexation Ordinance.

## 11. MISCELLANEOUS.

a. **Effective Date.** This Agreement is contingent upon the City approval of the annexation and shall become effective as provided for in Paragraph \_\_.

b. **Parties' Authority.** The City and YVHA represent that each has the authority to enter into this Agreement according to applicable Colorado law and the City's Home Rule Charter and Ordinances, and each represents that the terms and conditions hereof are not in violation of any agreement previously entered into by such party. This Agreement shall not become effective until a resolution or other necessary authorizations for the execution of the Agreement are effective.

c. **Recording.** This Agreement shall be recorded in the Routt County Clerk and Recorder's Office in order to put prospective purchasers of the Property or other interested parties on notice as to the terms and conditions contained herein.

d. **Entire Agreement.** This Agreement and the exhibits hereto represent the entire understanding between the parties, and no other agreement concerning the Property, oral or written, made prior to the date of this Agreement, which conflicts with the terms of this Agreement shall be valid as between the parties.

e. **Modification.** This Agreement may be modified by the written agreement of the City and YVHA. No approval of a modification to this Agreement shall be required of any owner or person or entity holding any interest in any portion of the Property unless such right of approval has been specifically assigned to such owner, person, or entity in a written instrument of assignment, but nothing herein shall prohibit the City from requiring the approval of any such amendment in appropriate cases by other owners within the Property as a condition of the City agreeing to such amendment. An amendment to the TND zone district regulations, Regulation Plan, or City ordinances or other City regulations shall not constitute or require an Amendment to this Agreement. All amendments to this Agreement shall be in writing, shall be recorded with the County Clerk and Recorder of Routt County, Colorado, shall be covenants running with the land, and shall be binding upon all persons or entities having an interest in the Property, unless otherwise specified in the amendment.

f. **Additional Remedies.** If at any time any material part hereof has been breached by YVHA, the City may, in addition to other remedies, withhold approval of any or all building or other permits applied for by YVHA on its Property, or withhold issuance of certificates of occupancy, until the breach or breaches has or have been cured.

g. **Binding Effect.** Once the contingencies set forth in Section \_\_ have been satisfied, the agreements and covenants as set forth herein shall be binding upon YVHA and its successors and assigns, and shall constitute covenants or servitudes that shall touch, attach to, and run with

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

the land that constitutes the Property. The burdens and benefits of this agreement shall bind and inure to the benefit of all persons who may hereafter acquire an interest in the Property, or any part thereof. YVHA shall as a condition of approval of the Annexation Ordinance execute and record a document acknowledging and ratifying the binding effect of this Annexation Agreement on its successors and assigns to the Property.

h. **Severability.** In case one or more of the provisions contained in this Agreement shall be invalid, illegal or unenforceable in any respect, the validity, legality and enforceability of the remaining provisions of this Agreement shall not in any way be affected or impaired thereby.

i. **Incorporation of Exhibits.** Exhibits \_\_ through \_\_, inclusive, which are attached hereto, are incorporated herein by reference.

j. **Attorney's Fees.** If any action is brought in a court of law by either party to this Agreement concerning the enforcement, interpretation or construction of this Agreement, the prevailing party, either at trial or upon appeal, shall be entitled to reasonable attorney's fees, as well as costs, including expert witness' fees, incurred in the prosecution or defense of such action.

k. **Notices.** Any notices required or permitted hereunder shall be sufficient if personally delivered or if sent by certified mail, return receipt requested, addressed as follows:

City: Dan Foote  
City Attorney  
City of Steamboat Springs  
137 10th St.  
Steamboat Springs, CO 80487

with copy to: Gary Suitor City Manager  
(which shall not City of Steamboat Springs  
constitute notice) 137 10th St.  
Steamboat Springs, CO 80487

YVHA: Yampa Valley Housing Authority  
Attn: Jason Peasley  
2100 Elk River Road  
Steamboat Springs, CO 80477

with copy to: Elevation Law Group, P.C.  
Attn: George M. Eck III  
P.O. Box 770908  
Steamboat Springs, CO 80487

Notices mailed in accordance with the provisions of this Paragraph shall be deemed to have been given on the 2nd day following mailing. Notices personally delivered shall be deemed to have

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

been given upon delivery. Nothing herein shall prohibit the giving of notice in the manner provided for in the Colorado Rules of Civil Procedure for service of civil process

l. **Waiver.** The failure of either party to exercise any of its rights under this Agreement shall not be a waiver of those rights. A party waives only those rights specified in writing and signed by either party waiving such rights.

m. **Applicable Law.** This Agreement shall be interpreted in all respects in accordance with the laws of the State of Colorado.

n. **Counterparts.** This Agreement may be executed in several counterparts and/or signature pages and all counterparts and signature pages so executed shall constitute one agreement binding on all parties hereto, notwithstanding that all the parties are not signatories to the original or the same counterpart or signature page.

o. **Paragraph Headings.** Paragraph headings are inserted for convenience only and in no way limit or define the interpretation to be placed upon this Agreement.

p. **Terminology.** Wherever applicable, the pronouns in this Agreement designating the masculine or neuter shall equally apply to the feminine, neuter and masculine genders. Furthermore, wherever applicable within this Agreement, the singular shall include the plural, and the plural shall include the singular.

q. **Assignment.** The rights and obligations of YVHA under this Agreement may not be assigned without prior written approval of the City, which may be granted or withheld by the City Council acting in its sole and exclusive discretion. Such approval shall not be unreasonably withheld or delayed unless the City Council reasonably believes such denial is justified based upon the reputation, credit, standing, or other similar qualifications of the proposed assignee. The express assumption of any of YVHA's obligations under this Subsection with the written consent of the City will thereby relieve YVHA of such obligations with respect to the matter so assumed and assigned.

r. **No Third-Party Beneficiaries.** Enforcement of the terms and conditions of this Agreement, and all rights of action relating to such enforcement, shall be strictly reserved to the City and YVHA, and nothing contained in this Agreement shall give or allow any such claim or right of action by any other third party. It is the express intent of the City and YVHA that any party other than the City or YVHA receiving services or benefits under this Agreement shall be deemed to be an incidental beneficiary only.

s. **Colorado Constitution, Article X, Section 20.** This Agreement is not intended by the parties to create, and does not create, any multi-fiscal year financial obligation of the City or YVHA. All financial obligations of the City or YVHA hereunder are expressly subject to the annual appropriation of funds by the City Council or the Board of Directors, acting in their sole discretion.

This document is a working draft and reflects the discussions of the parties' BRAC representatives to date. It is subject to change based on the parties' ongoing discussions and review by the parties' respective boards.

IN WITNESS WHEREOF, the parties have executed this Agreement the date first written above.

[Signature pages follow]

DRAFT

# AGENDA ITEM #4.

## BROWN RANCH ANNEXATION COMMITTEE

**FROM:** Rebecca Bessey, Planning & Community Development Director

**DATE:** March 29, 2023

**ITEM:** BRAC Agenda Topic Schedule.

---

**ATTACHMENTS:**

Attachment 1: BRAC Agenda Topic Schedule (Revised).

## BRAC Agenda Topic Schedule

Meeting	Discussion Topic	Primary Party for Packet Material
<b>1:</b> January 20	<b>Meeting Procedures and Schedule</b>	City
<b>2:</b> February 1	<b>Community Outreach Plan</b>	City
	<b>General Plan of Development</b> a) Unit types and numbers b) Phasing plan c) Parks d) Wildfire mitigation e) Public Infrastructure Plan provided by YVHA <ul style="list-style-type: none"> <li>• Water, wastewater, stormwater, multi-modal transportation, Fire Station</li> <li>• Construction costs</li> <li>• Phasing</li> <li>• Maintenance</li> <li>• Onsite v offsite (offsite cost shares)</li> <li>• Exactions/Land Dedications</li> </ul> f) Private Infrastructure Plan provided by YVHA <ul style="list-style-type: none"> <li>• Cable, telecoms, wireless, gas, electricity</li> </ul>	YVHA
<b>3:</b> February 15	<b>City Services/Operations/Maintenance Responsibilities</b> a) City to provide City public utility services <ul style="list-style-type: none"> <li>• Timing dependent construction of infrastructure</li> <li>• Water service</li> <li>• Water Demand Report provided by YVHA</li> <li>• Wastewater, stormwater</li> <li>• Existing fee system</li> </ul>	City
<b>4:</b> March 1	<b>City Services/Operations/Maintenance Responsibilities</b> b) General Municipal Services <ul style="list-style-type: none"> <li>• Transit, streets</li> <li>• Capital equipment needs (Buses, snow removal)</li> <li>• Equitable service levels for SS and BR residents (parties to define)</li> <li>• Identification of equipment/maintenance responsibilities and costs</li> </ul>	City
<b>5:</b> March 15	<b>Fiscal Impact Analysis</b>	YVHA
<b>6:</b> March 29	<b>Exactions/Dedication of Land</b> a) Parks and open space and trails easement dedications b) Indoor Field House and Sports Complex c) Fire station d) Avigation easements e) Utility easements f) Other agencies, School District, Arts and Humanities	City & YVHA



Meeting	Discussion Topic	Primary Party for Packet Material
7: April 12	<b>Fiscal Impact Analysis (continued)</b> <ul style="list-style-type: none"> <li>• Use of STR Tax Fund</li> </ul>	City & YVHA
	<b>City Services/Operations/Maintenance Responsibilities</b> b) General Municipal Services <ul style="list-style-type: none"> <li>• Public safety, parks and open space</li> <li>• Capital equipment needs (fire/police/parks vehicles and equipment)</li> <li>• Equitable service levels for SS and BR residents (parties to define)</li> <li>• Identification of equipment/maintenance responsibilities and costs</li> </ul>	
8: April 26	<b>Public Transportation Infrastructure</b> <ul style="list-style-type: none"> <li>• Traffic Study</li> <li>• Onsite v. offsite (offsite cost shares)</li> </ul>	City & YVHA
9: May 10	<b>Affordability/Attainability of Housing</b> a) Ownership model and breakdown <ul style="list-style-type: none"> <li>• YVHA rental, restricted sales, market rate sales</li> </ul> b) Deed/rental restrictions? <ul style="list-style-type: none"> <li>• Income, workforce, primary residence, STR, Pacaso, etc.</li> <li>• Flexibility over time</li> </ul> c) Conformance with WSSAP	YVHA
	<b>Sustainability Measures</b> a) Energy efficiency: LEED, Energy Star, etc., energy conservation, smart home and construction practice tech, living classroom b) Reflective roofs, airtight homes, passive solar, thermal mass, xeriscaping, graywater use, fireproofing, aircrete, permeable surfaces, sidewalks, parks, driveways, walkable neighborhood design, shared spaces/community gathering spaces, integrated pest management plan, EV chargers	YVHA
10: May 24	<b>Post Annexation Land Use Approval Process</b> a) Zoning <ul style="list-style-type: none"> <li>• YVHA/City staff to propose TND Zoning with STR Overlay and Airport Overlay.</li> <li>• Result of zoning ordinance cannot be guaranteed; petition may be withdrawn if TND Zoning not granted</li> <li>• Property may be re-zoned per CDC procedures</li> <li>• YVHA -- requested changes to administrative approvals</li> </ul> b) Subdivision applications <ul style="list-style-type: none"> <li>• Petition may be withdrawn if subdivision applications filed during the annexation process are not approved.</li> </ul> c) CDC shall govern post annexation land use applications <ul style="list-style-type: none"> <li>• Engineering, Water, and Sewer Standards shall apply to post annexation land use applications.</li> </ul>	YVHA

Meeting	Discussion Topic	Primary Party for Packet Material
	<ul style="list-style-type: none"> <li>• YVEA requested exemptions for infrastructure bonding and surety</li> </ul> d) Fire, building, electrical, etc. Codes shall apply e) Vested Rights <ul style="list-style-type: none"> <li>• Term</li> </ul>	
<b>11:</b> June 7	<b>Contingencies</b> a) Legal Challenges b) Referendum/Referred Measure c) Annexation shall not occur until forty days have passed from approval of annexation ordinances. City shall not complete statutory process until the forty-day period has expired.	City
<b>12:</b> June 21	<b>Outstanding Topics and Issues</b>	

# AGENDA ITEM #6.

## BROWN RANCH ANNEXATION COMMITTEE

**FROM:** Angela Cosby, Parks & Recreation Director  
Chuck Cerasoli, Fire Chief  
Mark Beckett, Interim Police Chief

**DATE:** March 29, 2023

**ITEM:** Exactions/Dedications of Land.

---

### **ATTACHMENTS:**

Attachment 1: Parks and Open Space Presentation - to be provide in Rainbow packet.

Attachment 2: Fire and Police Presentation - to be provide in Rainbow packet.

# AGENDA ITEM #8.

## Rainbow Agenda 3 Notes

### BROWN RANCH ANNEXATION AGREEMENT NOTES

#### Annual Operating Costs to General Fund

Water and Wastewater	\$0	(Paid through Utility Fund via monthly service charges)
Basic Transit	\$0	(Relocate KOA stop; no microtransit)
Robust Transit		
Operating	\$1,487,000	
Fleet Replacement	\$394,000	
Street maintenance	\$800,000	(Includes alley maintenance; hauling from commercial zones)
Total	\$2,681,000	

#### Matters that have been addressed but not yet resolved

Funding for 6th Plow Route Equipment (Motor Grader, Sand Truck, Loader, Storage Facility)	\$847,000
Vesting Term and Scope	
Water Rights Dedication Fee in Lieu (Need Fiscal Impact Study for context)	
Parks and Open Space Dedications	
Scope of Reimbursement Agreements	
Offsite Infrastructure and STR Tax revenues	
Contingencies	
Lack of funding source for robust transit fleet acquisition	

## Rainbow Agenda 3 Alleys

Draft agreement language related to alleys:

"Whether the City will accept Brown Ranch alleys for maintenance purposes will depend on the City's approval of the design of each alley that YVHA requests the City to maintain, including whether YVHA proposes to grant easements or other property rights adequate to accommodate the storage of snow removed from alleys. The City will make this determination in connection with its CDC review of the subdivision plat or plats that propose the dedication of alleys and acceptance of the alleys by the City for maintenance purposes. YVHA acknowledges that the CDC does not address this issue and that the City's Public Works Director shall have the discretion to approve or deny alley maintenance requests based on the application of general transportation engineering and snow plowing principles."



## Brown Ranch Annexation Committee – YVHA Packet Materials for March 29, 2023

### Issue Areas: Exactions/Dedications of Land

**Background:** 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 and health equity measures YVHA has built into the vision for Brown Ranch.

This paper includes highlights from the [Brown Ranch Community Development Plan](#), [Health Equity Action Plan](#), and when 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).

Summary of YVHA's position on exactions and dedication of land. Details follow in the packet.

- Parks & open space: It is the intent of Yampa Valley Housing Authority to dedicate land to the City of Steamboat Springs sufficient to meet YVHA's proposed parks, open space, and trails program.
- Indoor field house/sports complex: YVHA has received input from community members indicating a need for indoor and outdoor recreation opportunities for all seasons. In particular, Latinx community members expressed the need for winter indoor recreation that is accessible to all incomes. YVHA has had preliminary conversations with Steamboat Sports Barn. Please see the Community Partnerships update on page 24 of this packet for additional details.
- Fire station: YVHA intends to dedicate land to the City of Steamboat Springs for a fire station. The *Community Development Plan* shows an approximately 15,000 SF fire station on a 50,000 SF (1.15 acre) lot in Neighborhood A (southeast corner) of Brown Ranch.

- Avigation easement: dedication of avigation easements per the City of Steamboat Springs Community Development Code is acceptable to Yampa Valley Housing Authority. YVHA seeks clarity on whether there are limitations on installing rooftop solar due to the Airport Overlay.
- Utility easements: The dedication of utility easements per the City of Steamboat Springs Community Development Code is acceptable to Yampa Valley Housing Authority. YVHA expects all public and private utilities to be located within right-of-way unless pocket easements are needed for specific equipment.
- Other (Steamboat Springs School District, Boys and Girls Club, arts and humanities, etc.): In 2022, YVHA began a formal, systematic process to identify opportunities for community partnerships at Brown Ranch to develop special residential, nonprofit, commercial, or other uses that meet community needs and are aligned with the Brown Ranch vision and priorities. YVHA would prefer to handle future land dedication through its own process, rather than tying these negotiations to the annexation process.

---

### **PARKS, OPEN SPACE, AND TRAILS**

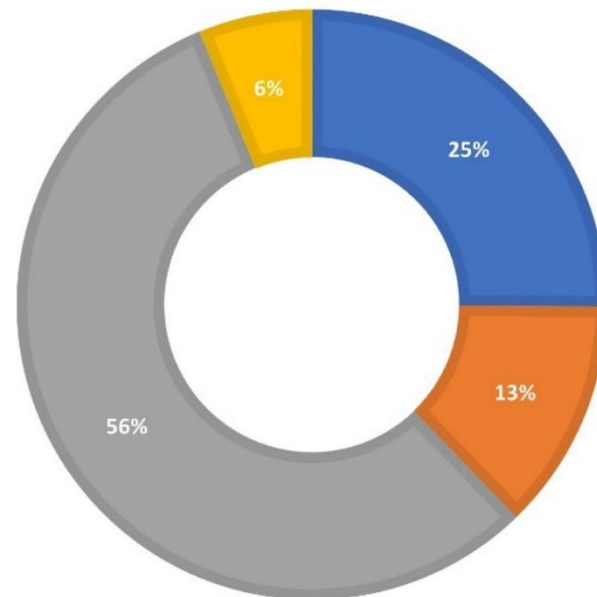
The vision for parks and open space at Brown Ranch is to enhance and increase access to parks and open spaces so that Brown Ranch residents can enjoy a variety of outdoor experiences as part of their everyday lives. Considering only the 420-acres of land subject to this annexation application, 56% of the land is anticipated to be developed, 38% is anticipated to be parks or open space, and 6% is reserved for future development.

It is the intent of Yampa Valley Housing Authority to dedicate land to the City of Steamboat Springs sufficient to meet the following parks, open space, and trails program.

---

### **LAND USE FOR PROPOSED ANNEXATION AREA (420 ACRES)**

■ Open space ■ Parks ■ Developed Area ■ Future Development Area



PROGRAM	Uses	Area in Acres				TOTAL PER TYPE
		NBH A	NBH B	NBH C	NBH D	
Community Park	Sports Fields	-	-	3.16	-	3.16
	Play Space	-	0	3.15	1.26	4.41
	Multi-use	0	0	6.31	0.9	7.21
	Natural	-	-	12.62	12.05	24.67
Neighborhood Park	Play Space	1.08	0	0.42		1.5
	Multi-use	0.27	0	1.68		1.95
	Natural	1.35	0	2.1	0	3.45
Greenways	Multi-use	-	0.86	3.56	1.34	5.76
Pocket Park	Plaza	0.5	-	-	-	0.5
<b>Total Parks</b>		<b>3.2</b>	<b>0.86</b>	<b>33</b>	<b>15.55</b>	<b>52.61</b>
Natural Open Space access	Riparian Open Space	7.98	-	25.56	3.13	36.67
	Upland Open Space	7.43	21.21	38.24	1.38	68.26
<b>Total Open Space</b>		<b>15.41</b>	<b>21.21</b>	<b>63.8</b>	<b>4.51</b>	<b>104.93</b>
				<b>Total Acres</b>		<b>157.54</b>

TRAILS/EDGES	PROGRAM	Uses	Length in Feet			Total per type
			Phase 1	Phase 2	Phase 3	
	Concrete Trail	Multi-use	8,198	7,630	3,456	19,284
	Soft Surface Trail	Multi-use	7,252	3,252	-	10,504
	Sleeping Giant Core Trail (outside annexation area)	Multi-use	-	-	0	0
	Open Space Edge	Multi-use	11,145	2,670	3,651	17,466
			<b>Total Feet</b>			<b>47,254</b>



### ***Brown Ranch Community Development Plan – Parks and Open Space Guiding Principles (pp. 69-70)***

The following guiding principles are reflective of significant community input, and shape the vision for parks and open space at Brown Ranch:

#### **PARKS FOR THE COMMUNITY**

Enhance and increase access to parks and open spaces so that Brown Ranch residents can enjoy a variety of outdoor experiences as part of their everyday lives.

- Provide a variety of park programs and activities for people of all ages, abilities, and backgrounds.
- Integrate culture and art into the parks and public realm.
- Incorporate inclusive and adaptable elements into parks and trails for people with a range of physical, auditory, and visual abilities.
- Provide outdoor spaces that increase health, wellness, and recreation opportunities.
- Consider permaculture and community gardens within community spaces.
- Provide activities within the parks for all seasons of the year.

#### **ACCESS TO NATURE**

Prioritize walkability and ensure safe and easy connections to parks and trails from every home within Brown Ranch.

- Ensure that **all homes are within three blocks** of a neighborhood green space.
- Prioritize convenient connections to the multimodal trail as the primary regional trail.
- Provide safe connections to secondary trails within Brown Ranch that link key destinations such as schools, retail, restaurants and parks.
- Clearly define trails for use within open space areas to minimize impact on the ecosystem.
- Streets, alleys and all public realm should prioritize people and be considered as part of the larger parks and open space system.

#### **ECOSYSTEM BALANCE**

Restore and protect the most important ecological habitats.

- Provide vegetative buffers between habitat areas and developed areas.
- Consider seasonal closures of trails within open spaces to minimize disturbance and protect habitat areas and migration corridors.
- Retain natural habitats in open space to the greatest extent possible.
- Manage runoff to aid in restoration of riparian areas.

- Design dark sky and bird friendly environments by avoiding light pollution.
- Consider migration corridors on the north side of the site, if the Urban Growth Boundary changes in the future.

#### LIVING INFRASTRUCTURE

Maximize opportunities to integrate stormwater features within the larger parks and open spaces.

- Utilize existing drainage corridors to incorporate stormwater detention.
- Incorporate stormwater quality strategies into street design, parks, and open spaces.
- Ensure that all features are thoughtfully designed and aesthetically pleasing.
- Minimize impervious surfaces.
- Where possible, create features that can serve dual purposes, such as stormwater detention within recreation fields.

#### WATER CONSERVATION

Minimize potable water use within landscape areas throughout Brown Ranch.

- Focus irrigation in common spaces that are highly utilized such as greenways, neighborhood parks, and community parks.
- Limit use of irrigated areas on private parcels.
- Use native and low-water use trees and plants.
- Consider reducing the frequency of plantings to limit water use.
- Minimize spray irrigation, and use drip irrigation to the greatest extent possible.

#### NATURE AND COMMUNITY INTERFACE

Create strong connections and clear edges between the built form and open space areas.

- Create public edges along all open space and park areas.
- Provide a fire management buffer zone along development edges that integrates into the overall open space.
- Orient buildings to open space and park areas such that they create “eyes on the park” to help activate the space.
- Consider solar access, views, habitat, and slopes when designing the interface between buildings and landscape to ensure comfortable outdoor spaces for the community.

Note: the following content includes direct excerpts from the *Community Development Plan*, pages 71 - 85.

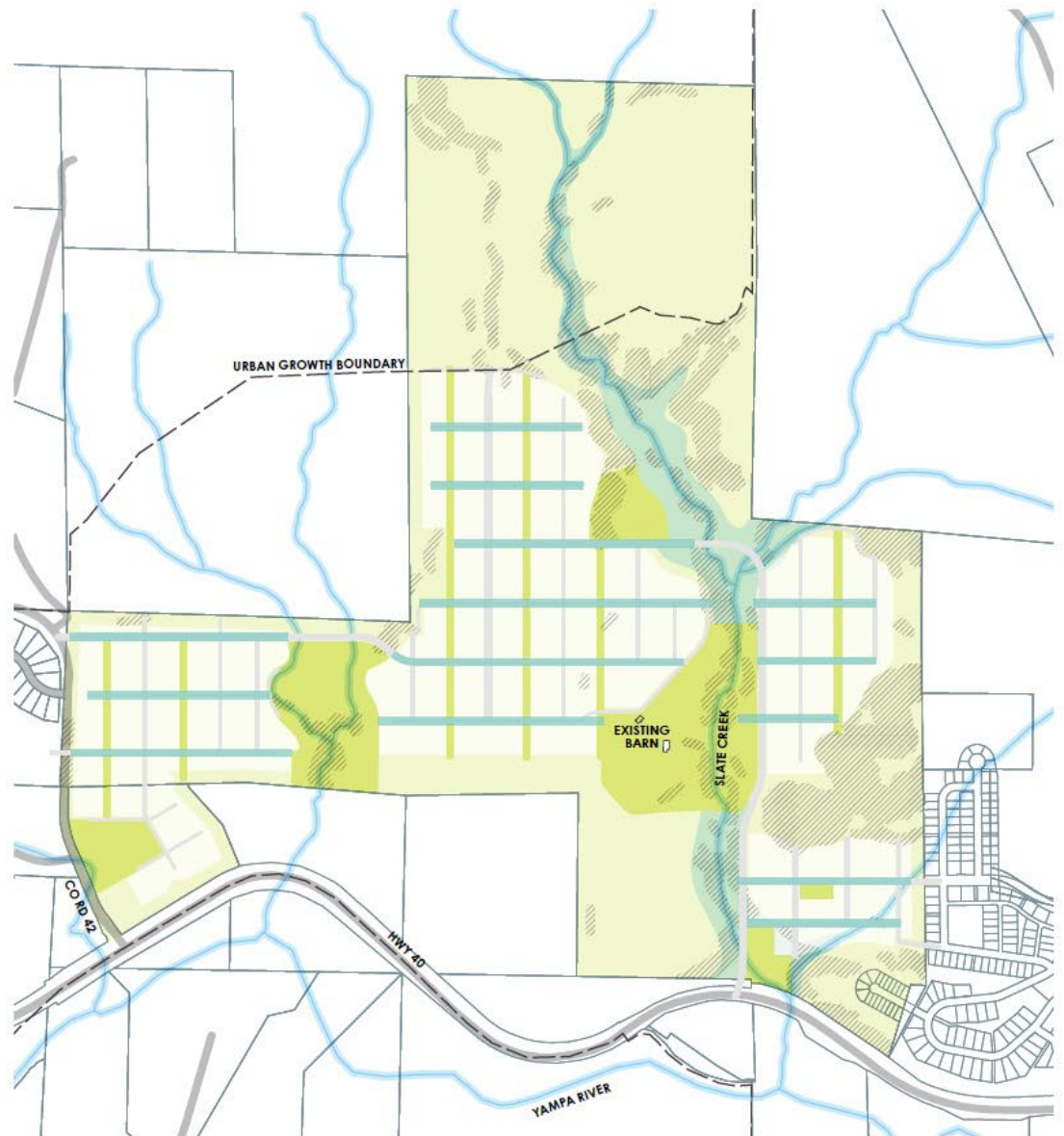
# LANDSCAPE CONCEPT

**The landscape concept builds from the natural characteristics of the site to provide outdoor places for both residents and native habitats to thrive.**

The landscape within Brown Ranch provides parks for recreation and activation, open spaces that retain the natural character of the land with a focus on wildlife and native plantings, and spaces for water collection and conveyance. The land with the steepest slopes, more challenging access, and wildlife migration areas have been reserved for open space. Parks are intentionally located within the neighborhoods to provide equitable and easy access for all. Greenways, which orient north-south, are designed for gathering and movement of people within the community to the trails. The east-west streets are designed to collect, treat, and convey stormwater to the natural site drainages.

## LEGEND

- OPEN SPACE
- PARKS
- GREENWAYS
- STORMWATER CORRIDORS



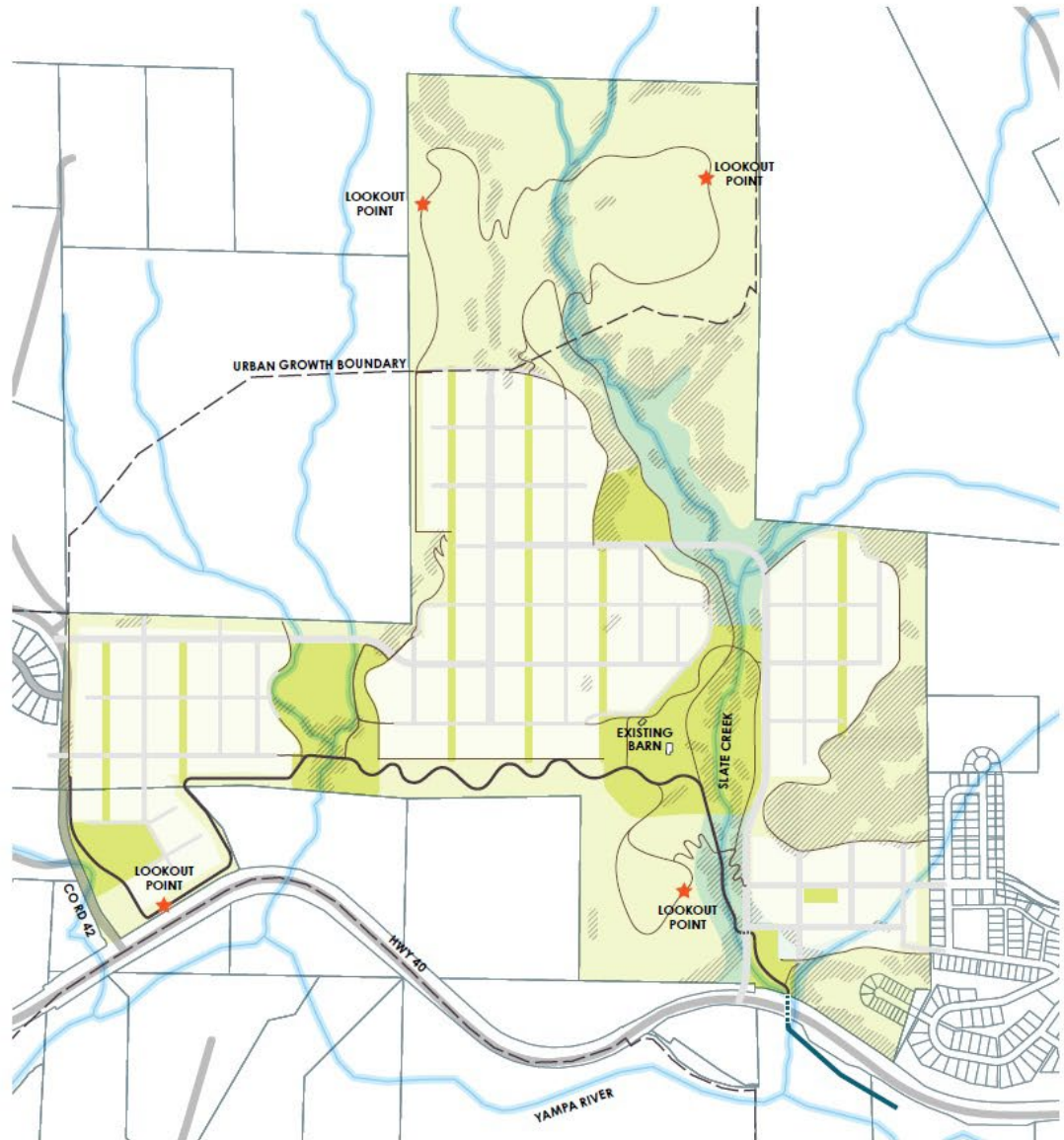
# TRAIL NETWORK

**A robust trail network provides connectivity within the community and beyond while also providing recreational opportunities and experiences for all ages and abilities.**

The multimodal trail within Brown Ranch provides regional connectivity by linking to the Core Trail through a new underpass at Highway 40. A new underpass will be built under Highway 40, connecting downtown Steamboat to Brown Ranch, and through to the Silver Spur neighborhood in the west. Secondary trails are provided throughout the site with larger recreational loops within the open spaces, drainage corridors, and along the edges of the development areas. Tertiary trails are provided within parks themselves and are shown in greater conceptual detail in the community and neighborhood park typologies. Exact trail alignments should be studied further and confirmed during future design phases. Additionally, lookout points have been identified within the open space areas as places to pause, gather, and enjoy the views.

## LEGEND

- MULTIMODAL TRAIL
- SECONDARY TRAILS
- PARKS
- OPEN SPACE
- NEW UNDERPASS
- EXISTING CORE TRAIL
- ★ LOOKOUT POINT





# LANDSCAPE TYPOLOGIES

## OPEN SPACE

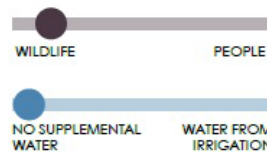
Brown Ranch's variety of open spaces and parks is intended to create a rich and layered experience for community members while also protecting natural areas and minimizing impacts to the ecosystem.

The parks and open space system is characterized by a variety of spaces with differing levels of programming, water use, habitat, landscape, and activation. More natural open spaces prioritize wildlife, native plants, and no irrigation. Parks spaces are designed for greater use by the community and provide programming, activities, irrigation, and places to gather.



**UPLAND OPEN SPACE**

Open space with emphasis on wildlife habitats and ecology. Human access limited to trails and key points of gathering or significance. Human access may be seasonal.

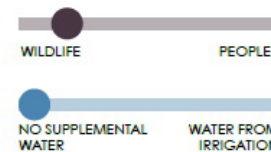


- Native trees & plants
- Wildlife
- Ecological zones



**RIPARIAN CORRIDOR**

Landscape with focus on riparian ecology. Limited human access to designated trails and gathering areas.

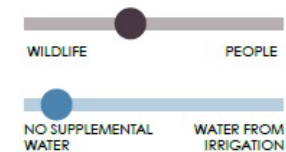


- Native trees & plants
- Wildlife
- Water quality and infiltration, stormwater detention



**FIRE RESISTANT EDGE**

Landscape managed to support fire suppression tactics while providing a publicly oriented edge for connectivity within the community.



- Native trees & plants
- Wildlife
- Firebreak edges such as trail, woonerf or road

# LANDSCAPE TYPOLOGY FRAMEWORK

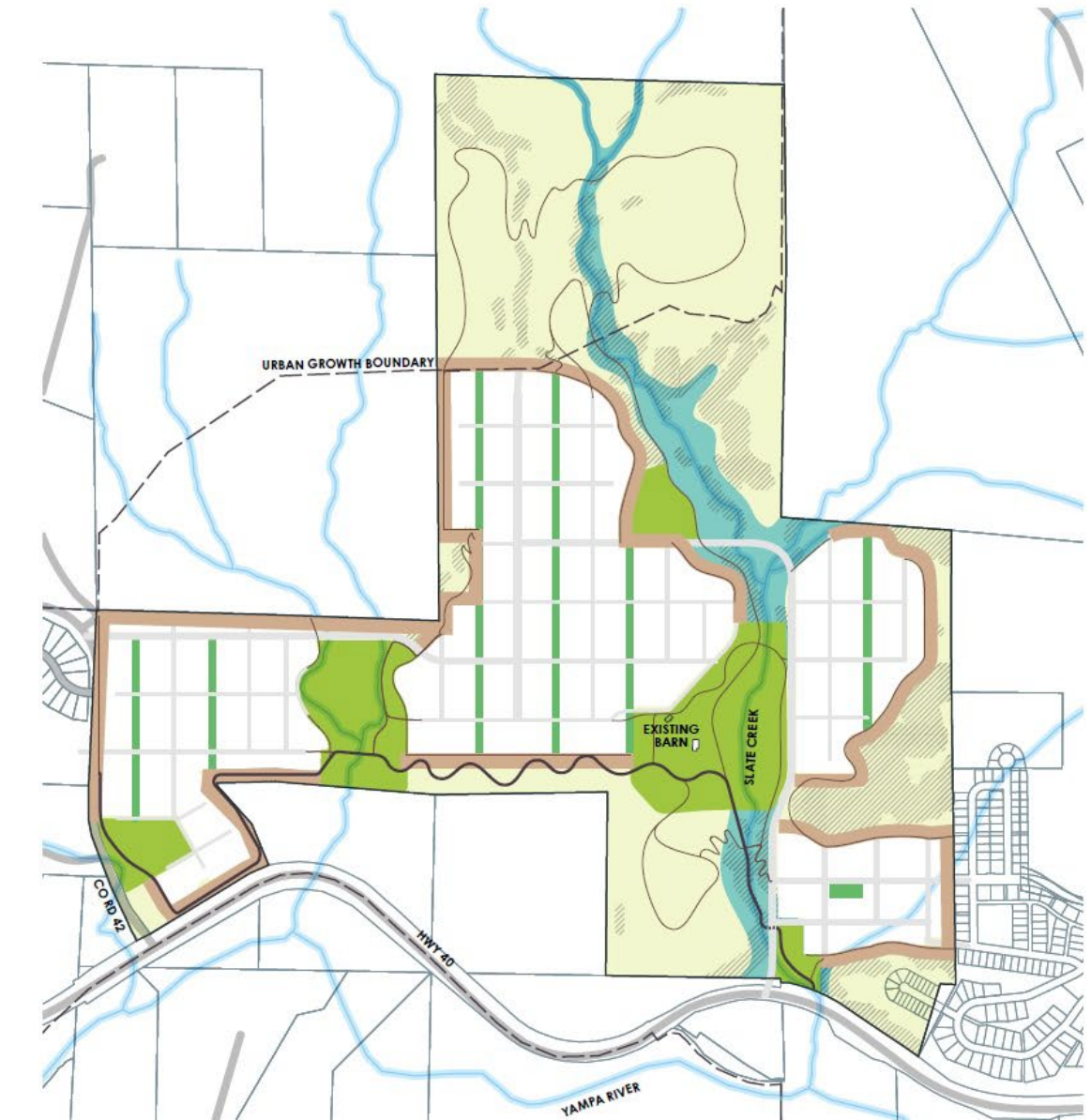
The landscape framework utilizes natural drainages and ridges to create an interconnected network of parks and open space that integrates with future development areas.

The multimodal trail runs along the southern edge of the site to minimize street crossings, acting as a green corridor to move people and provide an open space buffer to the uses south of the property. The hillside landscape punctuates the eastern edge of the property forming small neighborhoods. Larger community parks integrate into the drainage corridors connecting people to the trail systems that run along the drainages. Neighborhood parks, plazas, and greenways provide active spaces that are near every resident in Brown Ranch.

## LEGEND

- MULTIMODAL TRAIL
- SECONDARY TRAILS
- UPLAND OPEN SPACE
- RIPARIAN LANDSCAPE
- FIRE RESILIENT EDGES (EXACT LOCATIONS TO BE DETERMINED WITH FURTHER ANALYSIS)
- COMMUNITY PARK & NEIGHBORHOOD PARK
- GREENWAY & PLAZA
- STREETSCAPE
- PRIVATE PARCELS

- Water quality and infiltration
- Stormwater detention





# UPLAND OPEN SPACE

Upland open space is the land that is not developed for residential or commercial uses. This land is intended to be preserved as natural open space with a primary focus on ecological health and wildlife.

Brown Ranch has a significant amount of open space within the property, including some steep sloped areas that are undevelopable. Open space preservation is a key component of this plan and of the character of Brown Ranch. While people can utilize the open space through marked trails, these spaces are intended for wildlife, and trails may be closed seasonally to accommodate wildlife migration. A number of lookout points have been located along the trails, providing places for people to stop, pause, and enjoy the great views.

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Lookout point



Trail access



Native wildflowers



Wildlife habitats

## GRASSES



Western Wheatgrass  
*Pascopyrum smithii*



Needle and Thread Grass  
*Hesperostipa comata*

## SHRUBS



Silver Sagebrush  
*Artemisia cana*



Common Sagebrush  
*Artemisia tridentata*



Silvery Lupine  
*Lupinus argenteus*



Rabbitbrush  
*Ericameria nauseosa*

## TREES



Quaking Aspen  
*Populus tremuloides*



Lodgepole Pine  
*Pinus contorta*



# RIPARIAN LANDSCAPE

Riparian landscapes are those bordering streams, rivers, and bodies of water. Riparian landscapes form an inseparable unit from the drainage corridor or waterway such that it functions as one ecological system.

Brown Ranch has two riparian landscapes – the Slate Creek corridor and the drainage corridor to the west. Both of these are seasonal in nature but need to accommodate flows during the spring and early summer during snow melt. Community parks are designed to be integrated into both riparian corridors, connecting to trails and providing varied experiences within the open space. Both stream and drainage corridors will need to be carefully studied and designed in future phases to address concerns related to riparian habitat, erosion, ecological health, and stormwater flows.

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Preserve and restore native riparian species and wildlife



Provide areas to get close to the water



Providing habitat for wildlife



Trail along riparian corridor

## GRASSES



Common Spikerush  
*Eleocharis palustris*



Alpine Timothy  
*Phleum alpinum*



Arrowgrass  
*Triglochin maritimum*



Western Wheatgrass  
*Pascopyrum smithii*

## SHRUBS



Twinberry Honeysuckle  
*Lonicera involucrata*



Wood's Rose  
*Rosa woodsii*



Buffaloberry  
*Shepherdia argentea*



Redosier Dogwood  
*Cornus sericea*

## TREES



Willow  
*Salix species*



Narrowleaf Cottonwood  
*Populus angustifolia*



Quaking Aspen  
*Populus tremuloides*



Native River Birch  
*Betula occidentalis*



# FIRE RESISTANT EDGE

A fire resistant edge is the edge between landscape and development with a landscape buffers that is managed to support fire suppression tactics. This edge should have a path to delineate the space that allows for fire management vehicles if needed.

Along all development edges of Brown Ranch, a buffer for fire management is needed. Within this zone, plants should not be planted in large masses, but rather in small and irregular clusters. Tall grasses should be avoided, and dense groundcover plants or low-grow wildflower mixes should be used instead. The exact locations of the fire resistant edge will be determined as the development plan is designed in greater detail.

Refer to the full wildfire report in the appendix for more specific recommendations regarding fire resistant management.

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Trail as fire break



Plant in clusters and avoid large masses



Road or trail at edge of development



Use gravel to provide better fire barrier

## GROUND COVER



Moss Phlox  
*Phlox subulata*



Hens and Chicks  
*Sempervivum sp.*



Blue Mist Penstemon  
*Penstemon virens*



Small-leaf Pussytoes  
*Antennaria parvifolia*

## SHRUBS



Pinemat Manzanita  
*Arctostaphylos nevadensis*



Mountain Lilac  
*Ceanothus fendleri*



Oregon Grape Holly  
*Mahonia aquifolium*



Mountain Ninebark  
*Physocarpus monogynus*

## TREES



Quaking Aspen  
*Populus tremuloides*



Hawthorn  
*Crataegus spp.*



Mountain Mahogany  
*Cercocarpus ledifolius*



Ginnala Maple  
*Acer ginnala*



# COMMUNITY PARK RECREATION AND ACTIVITY NODES

Community parks should be located within 1.5 miles of all residents. These larger parks, ideally 8-40 acres, are places for community-wide activities and should connect to regional trails.

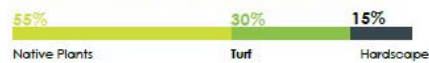
The community parks in Brown Ranch are located along the multimodal trail and are intended as destinations for community-wide use and programs. Events, festivals, and markets can be held in the community park along Slate Creek. The recreation focused park to the west should have a variety of recreation and outdoor adventure programs such as a bike progression course, nature play, and fields. Consideration should be given to activities during all seasons of the year. Stormwater detention and water quality features will likely need to be integrated into these spaces in an aesthetically pleasing way while providing dual-use, to the greatest extent possible.

Estimated total Brown Ranch population: 6,895 - 7,590  
Community park area required (based on 6 acres per 1,000 population) = Approx. 41.4 - 45.5 acres  
Approx. Community park area proposed: 45.0 acres

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Outdoor amphitheater area for events



Destination playground for the community



Sports fields



Bike progression course

## GRASSES



Indian Ricegrass  
*Achnatherum hymenoides*



Blue Grama  
*Bouteloua gracilis*



Needle and Thread Grass  
*Hesperostipa comata*



Junegrass  
*Koeleria macrantha*

## SHRUBS



Chokecherry  
*Prunus virginiana*



Mountain Ash  
*Sorbus scopulina*



Mountain Big Sagebrush  
*Artemisia tridentata* var. *vaseyana*



Serviceberry  
*Amelanchier alnifolia*

## TREES



Willow  
*Salix* species



Engelmann Spruce  
*Picea engelmannii*



Wasatch Maple  
*Acer grandidentatum*



Quaking Aspen  
*Populus tremuloides*

Note: Population estimate at full build out is inaccurately stated in this excerpt from the Community Development Plan. Using Colorado State Demographer's average Steamboat Springs household size of 2.32 people/household x 2,264 housing units, assume population of 5,252.48



## COMMUNITY PARK CONCEPT IDEAS

The following concept ideas were developed to test the size and potential uses within each park. Further design and engagement will be needed to confirm the park design concepts.

## Slate Creek Community Park

Slate Creek Community Park is a large community park that connects the community to Slate Creek with the existing log barn as a central element set in its current ranch landscape. Park uses are family-oriented with playgrounds, gardens, and space for gatherings. Cultural programs and activities could be organized within the park.

POTENTIAL PROGRAMS:

- ENTRY PLAZA & EVENT SPACE
- DESTINATION PLAYGROUND
- AMPHITHEATER LAWN FOR EVENTS
- STAGE AREA
- NATIVE PLANT EDUCATIONAL GARDEN
- DESTINATION DOG PARK
- PICNIC & GATHERING AREAS
- NATURE PLAY



### Recreation Park

Recreation Park is a large activity-focused community park. The natural drainages become exploratory elements within the park, although modifications will need to be made to incorporate these uses. Active uses flank the eastern edge, possibly located near the school.

POTENTIAL PROGRAMS:

U11 SOCCER FIELDS X 2  
SKATE PARK  
FLEXIBLE COURT AREA  
BIKE PROGRESSION COURSE  
GATHERING AREAS  
NATURE PLAY





# NEIGHBORHOOD PARK GATHERING AND PLAY NODES

Parks designed for play and community gathering with greater amounts of manicured landscape.

Neighborhood parks should be located within a 1/2 mile of all residents. These spaces are intended for play, recreation, and community gathering with greater amounts of manicured landscape. The parks should be approximately 1.5-8 acres in size.

The neighborhood parks are located to provide access for both Brown Ranch residents and the neighbors immediately adjacent to the site such as those in the Sleepy Bear Mobile Home Park. As important common green spaces, neighborhood parks will utilize irrigation to provide flexible turf areas and planting beds with low-water use vegetation. Activities should be provided for all seasons and include spaces for sledding and other winter activities.

Estimated total Brown Ranch population: 6,895 - 7,590  
Neighborhood park area required (based on 2 acres per 1,000 population): Approx. 13.5 - 15.5 acres  
Approx. Neighborhood parks area proposed: 14.20 acres

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Picnic and gathering areas with playground and flexible turf area



Nature play elements



Sledding hill



Flexible turf area

## GRASSES



Blue Grama  
*Bouteloua gracilis*



Indian Ricegrass  
*Achnatherum hymenoides*



Prairie Dropseed  
*Sporobolus heterolepis*



Switchgrass  
*Panicum virgatum*

## SHRUBS



Mountain Ash  
*Sorbus scopulina*



Fringed Sage  
*Artemisia frigida*



Shrubby Cinquefoil  
*Pentstemon floribundus*



Wood's Rose  
*Rosa woodsii*

## TREES



Colorado Blue Spruce  
*Picea pungens*



Ginnal Maple  
*Acer ginnala*



Kentucky Coffee Tree  
*Gymnocladus dioica*



Bur Oak  
*Quercus macrocarpa*

Note: Population estimate at full build out is inaccurately stated in this excerpt from the Community Development Plan. Using Colorado State Demographer's average Steamboat Springs household size of 2.32 people/household x 2,264 housing units, assume population of 5,252.48

# NEIGHBORHOOD PARK CONCEPT IDEAS

The following concept ideas were developed to test the size and potential uses within each park. Further design and engagement will be needed to confirm the park design concepts.

## Sleeping Giant Park

This park serves as the terminus to the commercial corridor in west Brown Ranch. Small events, gatherings, play, flexible turf space, and connections to the multimodal trail could be provided. This neighborhood park serves the western portion of the community.

POTENTIAL PROGRAMS:  
GATHERING AREA  
PLAYGROUND  
FLEXIBLE TURF SPACE  
DOG PARK



## Hillside Park

Hillside Park is a recreation-focused neighborhood park situated to take advantage of natural slopes for sledding and winter activities. Courts and gathering space could activate the park during other times of the year.

POTENTIAL PROGRAMS:  
PICNIC & GATHERING AREAS  
SLEDDING HILL  
MULTISPORT COURTS



## Brown Ranch Park

The Brown Ranch Park is a community-oriented entry park along Highway 40. The intent is to provide a larger park within Phase 1A that also serves the Sleepy Bear Mobile Home Park community. Located along the multimodal trail, the space provides a place to stop whether your destination is Town Center or traveling along the multimodal trail.

POTENTIAL PROGRAMS:  
PICNIC & GATHERING AREAS  
PLAYGROUND  
FLEXIBLE TURF AREA



KEYMAP



Note: Sleeping Giant Park is outside of the proposed annexation area and is not included in the acreage totals provided in this packet.



# GREENWAYS & PLAZA SOCIAL CENTERS FOR GATHERING

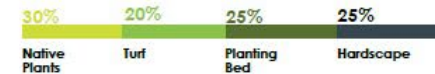
Greenways and plazas are small green spaces designed for social activities, play, and small gatherings.

The greenways are oriented north-south to connect people to the multimodal trail to the south. These spaces are located between neighborhood streets to provide better access to green space such that all residents are within three blocks of green space. The greenways are designed to support gatherings, play spaces, and community gardens. Plazas should be located in places with greater housing density and accommodate small community events.

## WATER USE



## LANDSCAPE & IRRIGATION DEMAND



## CHARACTER IMAGES



Provides pockets of program along greenways



Flexible lawns for various forms of gathering and events gathering



Provide adequate seating and lighting for gathering



Greenway with path and amenities

## GRASSES



Switchgrass  
*Panicum virgatum*



Large Blue Fescue  
*Festuca amethystina*



Side-oaks Grama  
*Bouteloua curtipendula*



Prairie Dropseed  
*Sporobolus heterolepis*

## SHRUBS



Common Juniper  
*Juniperus communis*



Kinnikinnick  
*Arctostaphylos uva-ursi*



Twinberry Honeysuckle  
*Lonicera involucrata*



Red-osier Dogwood  
*Cornus sericea*

## TREES



Honeylocust  
*Gleditsia triacanthos*



Hackberry  
*Celtis occidentalis*



Kentucky Coffeetree  
*Gymnocladus dioica*



Sugar Maple  
*Acer saccharum*



# STREETSCAPE

## LIFE WITHIN THE PUBLIC REALM

Streetscapes are places for people to walk and connect with their neighbors.

Brown Ranch's streets are intentionally designed to move people through the community to their homes and key destinations. These spaces are essential for public life, with a focus on promoting human connection, socialization, and access to fresh air and sunlight all while activating our streets and making the community safe. The streets are shared public spaces where residents of a block can gather and spend time together.

### WATER USE



### LANDSCAPE & IRRIGATION DEMAND



### CHARACTER IMAGES



Sidewalk swale



Places to gather and meet neighbors



Accommodate multi-modal transportation



Amenity zones

### GRASSES



Prairie Dropseed  
*Sporobolus heterolepis*



Switchgrass  
*Panicum virgatum*



Junegrass  
*Koeleria macrantha*



Indian Ricegrass  
*Achnatherum hymenoides*

### SHRUBS



Kinnikinnick  
*Arctostaphylos uva-ursi*



Shrubby Cinquefoil  
*Pentstemon floribundus*



Common Juniper  
*Juniperus communis*



Twinberry Honeysuckle  
*Lonicera involucrata*

### TREES



Bur Oak  
*Quercus macrocarpa*



English Oak  
*Quercus robur*



Sugar Maple  
*Acer saccharum*



Kentucky Coffeetree  
*Gymnocladus dioica*



# STREETSCAPE

## LIFE WITHIN THE PUBLIC REALM

Streetscapes are places for people to walk and connect with their neighbors.

Brown Ranch's streets are intentionally designed to move people through the community to their homes and key destinations. These spaces are essential for public life, with a focus on promoting human connection, socialization, and access to fresh air and sunlight all while activating our streets and making the community safe. The streets are shared public spaces where residents of a block can gather and spend time together.

### WATER USE



### LANDSCAPE & IRRIGATION DEMAND



### CHARACTER IMAGES



Sidewalk swale



Places to gather and meet neighbors



Accommodate multi-modal transportation



Amenity zones

### GRASSES



Prairie Dropseed  
*Sporobolus heterolepis*



Switchgrass  
*Panicum virgatum*



Junegrass  
*Koeleria macrantha*



Indian Ricegrass  
*Achnatherum hymenoides*

### SHRUBS



Kinnikinnick  
*Arctostaphylos uva-ursi*



Shubby Cinquefoil  
*Pentaphragyloides floribunda*



Common Juniper  
*Juniperus communis*



Twinberry Honeysuckle  
*Lonicera involucrata*

### TREES



Bur Oak  
*Quercus macrocarpa*



English Oak  
*Quercus robur*



Sugar Maple  
*Acer saccharum*



Kentucky Coffeetree  
*Gymnocladus dioica*



## Indoor Field House and Sports Complex

YVHA has received input from community members indicating a need for indoor and outdoor recreation opportunities for all seasons. In particular, Latinx community members expressed the need for winter indoor recreation that is accessible to all incomes. YVHA has had preliminary conversations with Steamboat Sports Barn. Please see the Community Partnerships update on page 23 of this packet for additional details.

## Fire Station

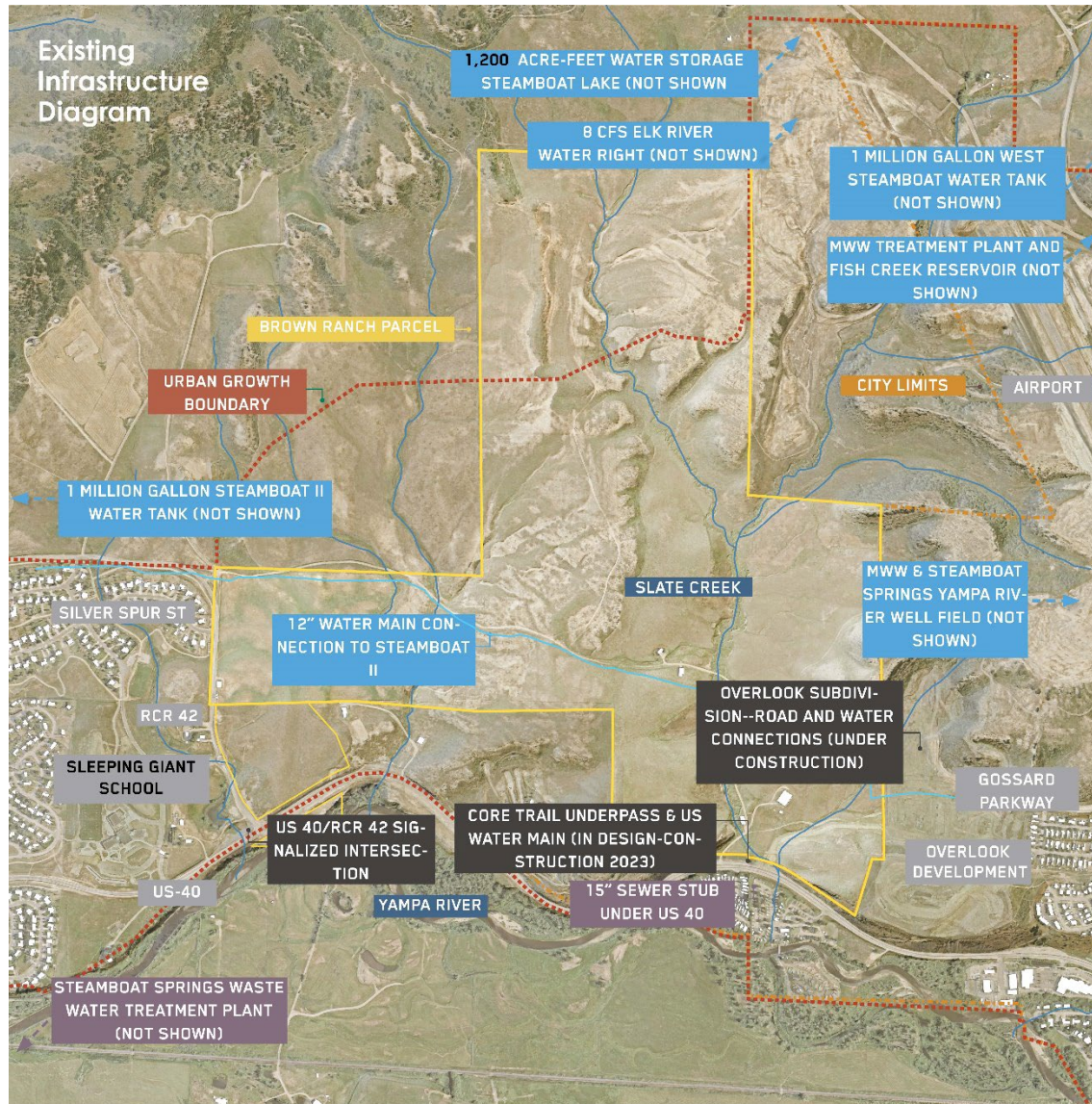
YVHA intends to dedicate land to the City of Steamboat Springs for a fire station. The Community Development Plan shows an approximately 15,000 SF fire station on a 50,000 SF (1.15 acre) lot in Neighborhood A (southeast corner) of Brown Ranch.

## NEIGHBORHOOD A VIEW





## Avigation Easements



The dedication of avigation easements per the City of Steamboat Springs Community Development Code is acceptable to Yampa Valley Housing Authority. YVHA seeks clarity on whether there are limitations on installing rooftop solar due to the Airport Overlay.

## Utility Easements

The dedication of utility easements per the City of Steamboat Springs Community Development Code is acceptable to Yampa Valley Housing Authority. YVHA expects all public and private utilities to be located within right-of-way unless pocket easements are needed for specific equipment.



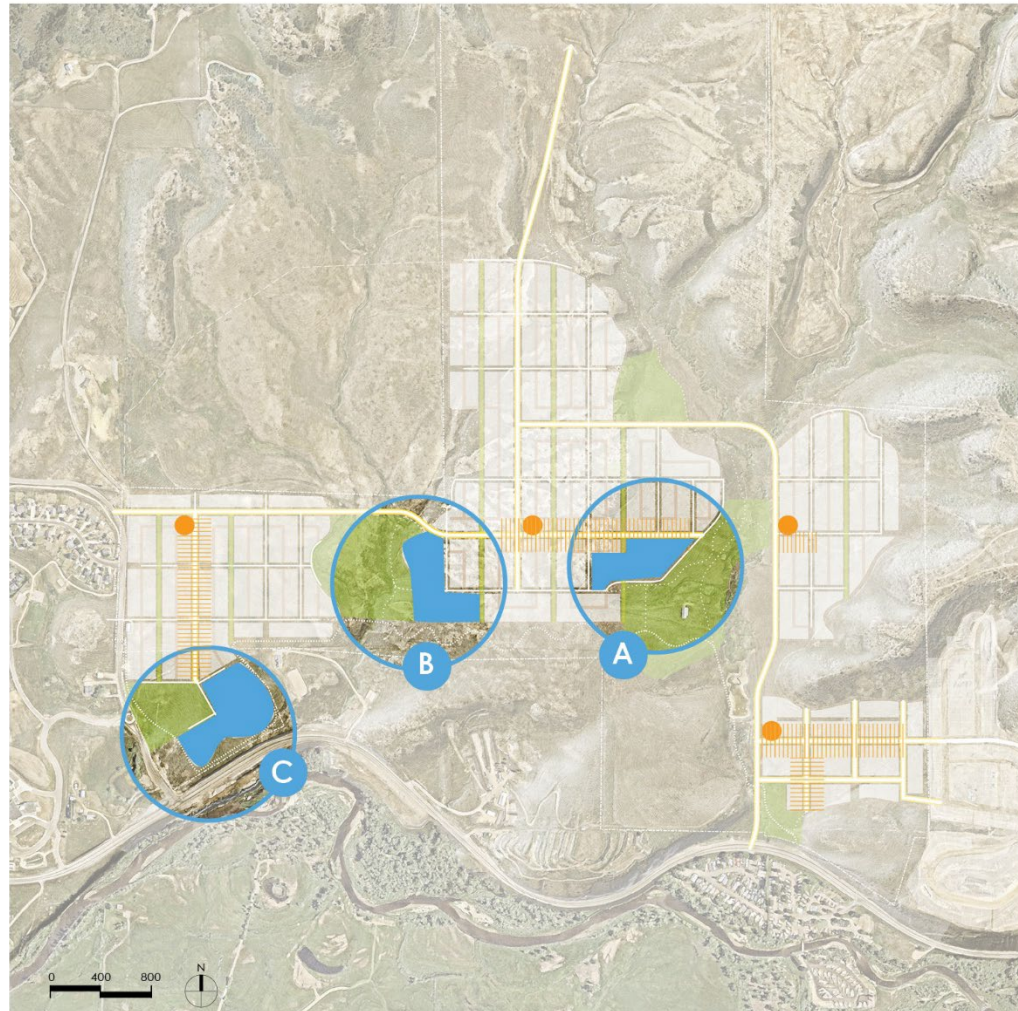
## Steamboat Springs School District (SSSD)

YVHA has had ongoing conversations with the Steamboat Springs School District Board of Education to understand the capacity of existing schools, future demand, and the appropriate location for the future school site. At full build-out of 2,264 units, Brown Ranch will have an estimated 1,087 children ages 0 to 18. Not all students will be new to SSSD, as there will be movement within the system.

YVHA's demand analysis indicates that an approximately 50,000 square foot elementary school on a 200,000-site area will be needed by full build-out.

SSSD owns a 27-acre property adjacent to the southwest corner of the Brown Ranch property. YVHA has an agreement with the SSSD to incorporate the SSSD-owned property into planning for Brown Ranch. A school to serve future needs will be identified within the combined Brown Ranch and SSSD sites at a location that best serves the new community. However, the 27-acre SSSD property is not subject to this annexation petition.

No decisions have been made regarding the future location of the school. The graphic to the right shows three school site options. All options are adjacent to the planned location of parks and transit stops. The land shown as Option C is currently owned by SSSD.



## Brown Ranch Community Partnerships

In 2022, YVHA began a formal, systematic process to identify opportunities for community partnerships at Brown Ranch to develop special residential, nonprofit, commercial, or other uses that meet community needs and are aligned with the Brown Ranch vision and priorities. Over 20 organizations—mostly local non-profits—responded to YVHA’s “Community Partnerships Expression of Interest” form. Since then, YVHA has convened several meetings to identify collaboration opportunities between YVHA and other community groups that have shared interests and needs. Conversations have focused on land needs, office space needs, programming opportunities and appropriate timing/phasing as it relates to development at Brown Ranch. YVHA is committed to leveraging Brown Ranch as a community resource that helps meet broader community needs, including accessible childcare, healthy food access, recreation, arts and culture, and more. YVHA would prefer to handle future land dedication through its own process, rather than tying these negotiations into the annexation process.

Below is an update provided by Sheila Henderson on the 30+ potential community partnerships at Brown Ranch.

**The Food Access Team:** Held first meeting in February 2023.

- Lift Up, Community Agriculture Alliance, Buffalo Pass Farms, CSU Extension of RC, Yampatika, CMC, YVCF, Bob Schneider-Developer, Marsha Daughenbaugh (local rancher), Local Food Insecurity Coalition
- **Community Input (key points)**
  - Those who hope to live there want key grocery items and over the counter medicine.
  - SAFE walkable bikeable access to key services.
  - Those from outside Brown Ranch also want a grocery store.

Key Questions/Points:

- YVHA chose 15,000 sq ft which is supported by CDP data and Associated Grocers data/requirements.
- Working on a market that will support Brown Ranch residents needs and support surrounding neighborhoods.
- The team includes community gardens, alternative food programs, a food bank for the lower income residents and community connections through food.
- Team includes a retired developer with a lifetime of experience working with food corporations.
- Our team includes all local food programs.

**The Youth Services/Indoor & Outdoor Recreation Team:** Held first meeting in February 2023.

- Boys & Girls Club, Yampatika, CSU Extension of RC, Partners of Routt County, SBS Youth Soccer Association, Steamboat Sports Barn (includes SSYSA, High Altitude Basketball, Whiteout Volleyball Club, Steamboat Youth Lacrosse), Routt County Riders
- **Community Input**
  - Indoor/Outdoor Rec Center for all seasons. Latinx community would like winter indoor recreation that is accessible to all incomes.
  - Key youth services that are accessible by walking, biking or on a bus route. Many current opportunities for youth aren't utilized due to lack of transportation.
  - Key youth services, open space, parks, and recreation within the Brown Ranch neighborhood.
  - SAFE walkable bikeable access to all these amenities.

#### Key Questions/Points:

- How much land is needed for each?
- Which phase is each service located in? Ex: B&G Club would like to be by the school and a park or open space.
- Which groups can share facilities, program space, commercial kitchen space etc.?
- We should include arts community in this group.
- Need to look at designated outdoor spaces.

#### Childcare

- 1<sup>st</sup> Impressions of Routt County, Little Bear Home Childcare
- **Community Input**
  - Daycare is a necessity inclusive of infant care.
  - SAFE walkable access for all Brown Ranch residents.

#### Key Questions/Points:

- We have the detailed analysis of space and requirements from Routt County.
- Meet with 1st Impressions 2023 when they have new ED.
- Get updated on First Impressions work and the home daycare requirements for homes.

#### Medical

- Northwest Colorado Health (NWCOH) and UHealth Yampa Valley Medical Center
- **Community Input**
  - Access to basic medical needs and mental health.

#### Key Questions/Points:

- NWCOH is ready to provide behavioral health, medical and dental. Initially it will be accessible through their mobile unit and then switch to a physical office when needed.
- NWCOH needs parking space for mobile unit (lg RV) with 220 electric access.
- NECOH cover costs as it is an additional site for current program/services.
- UCHHealth collaboration will include an outdoor exercise site.

#### **Special Needs**

##### Horizons:

##### Day Program

- 1700 sq ft space includes: 700 sq ft common, commercial kitchen, 2-3 separate rooms 300+/- sq ft, close to bus, ground floor, lockers.
  - Kids day programs can be integrated w/other youth spaces (Boys & Girls Club?)

##### Horizons Supportive Living Services 18+ years (Development Partnership with YVHA 1<sup>st</sup> phase?)

- Need a total of 41 units: 13 studio, 20 units for staff, 20 units HHP program.
- Host Home – adult foster care.
- Would like option for clients to buy 2B units.

##### Northwest Colorado Center for Independence: NWCCI & Yampa Valley Autism Program

- Needs are individual.
- Development collaboration for integration of needs.

#### **Nonprofit Center**

Mark Fitzgerald (ED of Better Tomorrow) to lead.

- Approximately 15 nonprofits currently interested.
- Inclusive of HRC members and arts coalition members.
- No environmental org yet.

#### **Arts/Culture**

- Young Bloods Collective, Undiscovered Earth, Steamboat Creates
- **Community Input**
  - Members were active in focus team meetings and advocated for “for sale” homes.

Key Questions/Points:

- Will begin meeting late 2023.
- Need studio space and retail space.
- How to integrate local art into the entire Brown Ranch community?

**Transitional Housing integrated into development projects:**

- Better Tomorrow Shelter
- Clean & Sober – The Health Partnership & The (anonymous) family
- Jail release program
- Short term crisis housing (ex: Lift Up’s old program)

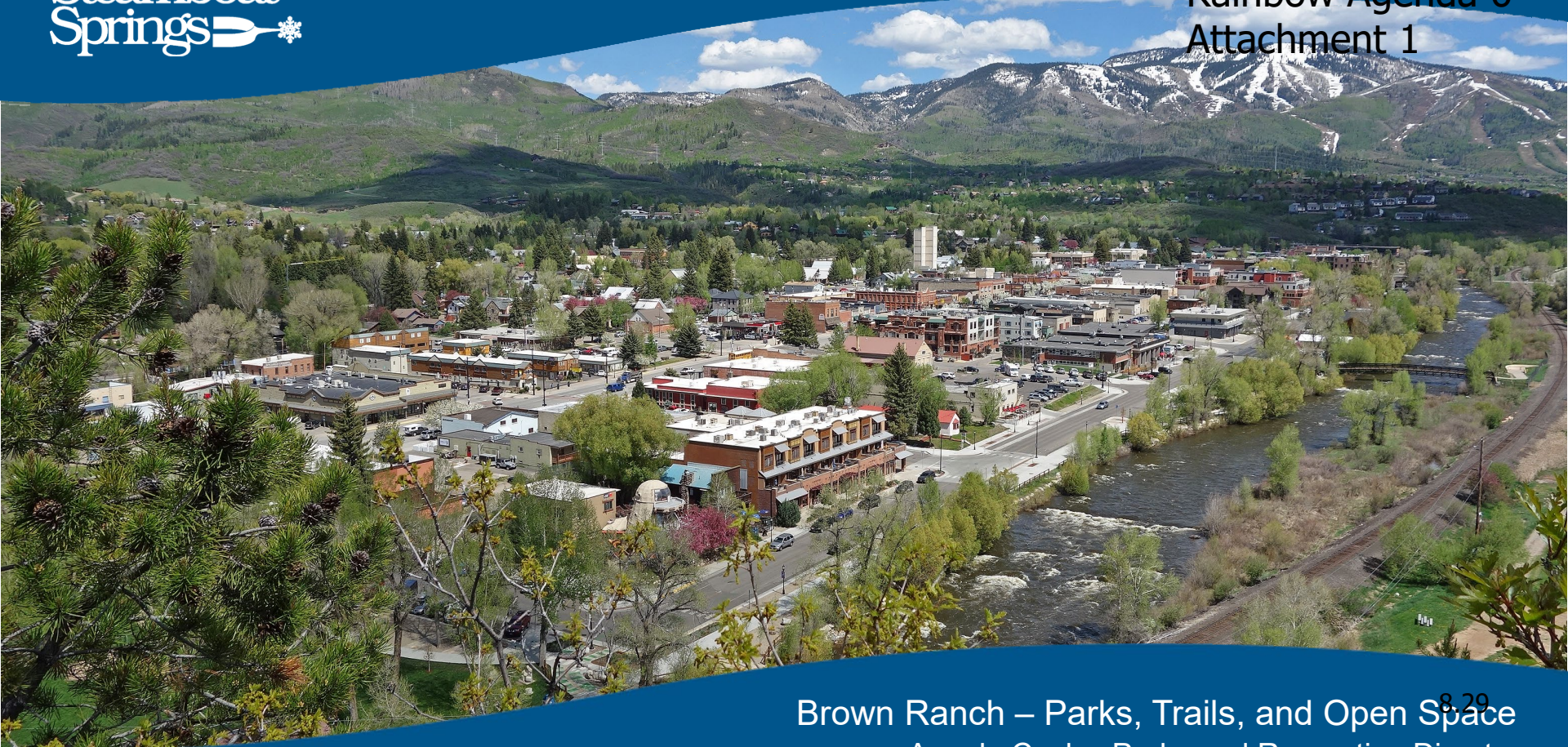
**Seasonal housing for nonprofits and the arts:**

Colorado New Play Festival, BookTrails, Steamboat Symphony Orchestra, Partners of Routt County, Rocky Mtn Youth Corps, Family Development Center, Piknik Theatre, and other smaller art groups.

- The majority need summer housing.
- Could be a specific development or integrated into other developments.

ALL PARTNERS ASKED FOR STAFF HOUSING!! Horizons is struggling the most because when they commit to a client it is for life.





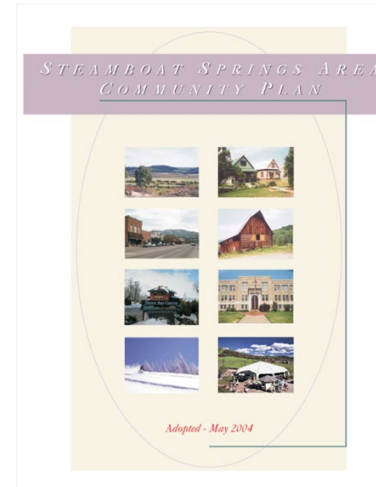
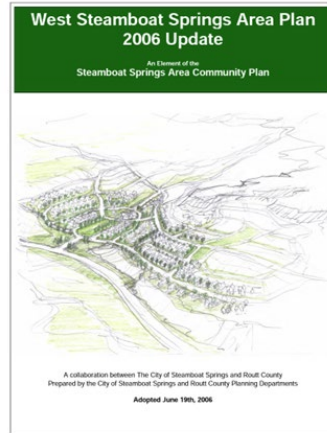
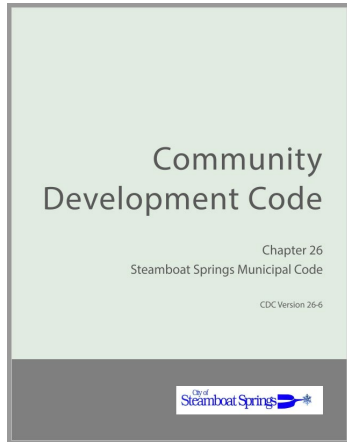


1. Should the Brown Ranch development adhere to the City's adopted plans and Community Development Code?
2. Should all City of Steamboat Springs residents receive equal or equitable services?
3. Should socioeconomic status impact City of Steamboat Springs citizens access City services?
4. Should socioeconomic status impact access to public park land?

1. Annexation + Requirements
2. Existing Level of Service
3. Development Plan
4. Equity
5. Discussion



**Adopted plans establish the requirements for annexation.  
The Community Development Code is designed for infill development.**



## Community Development Code

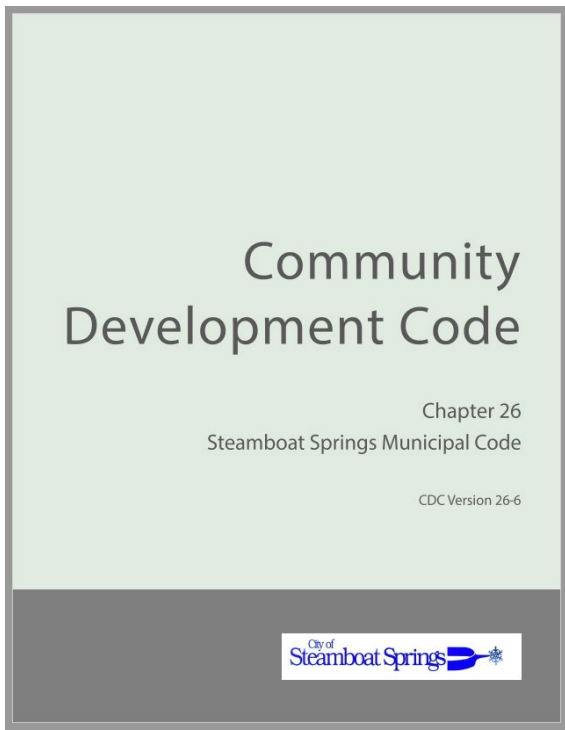
Chapter 26  
Steamboat Springs Municipal Code

CDC Version 26-6

## 605.G Parks and Open Space

Parks shall not include:

- Nature preserves
  - Steeply-sloped hillsides
  - Riparian corridors
  - Sensitive habitat areas
  - Areas within that are inappropriate for active or passive recreation
- 
- Stormwater drainage only when compatible with intended park use



## 606 TND Parks and Open Space Standards

### **Primary:**

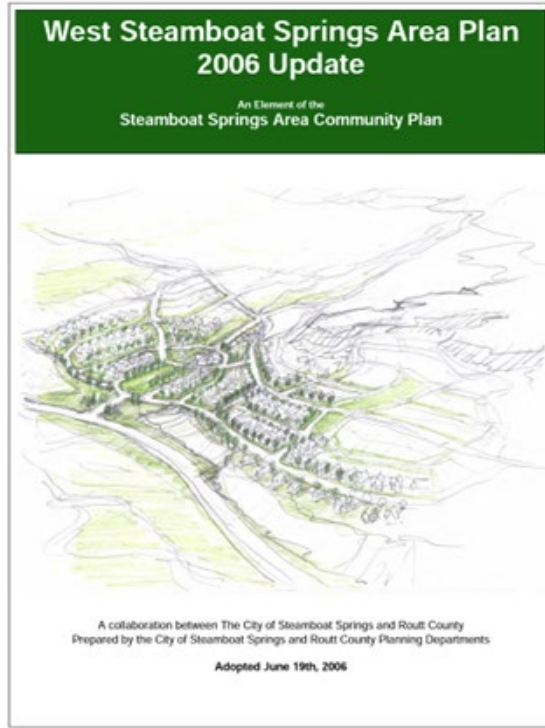
- Community Parks, Regional Parks, Natural Area, etc.
- Typically improved and maintained by the City

### **Secondary:**

- Neighborhood Parks, Plazas, and Civic Spaces
- Typically improved and maintained by HOA/District

### **Tertiary:**

- Mini Parks, Mini Plazas, Community Gardens, Playgrounds
- Typically improved and maintained by HOA/District

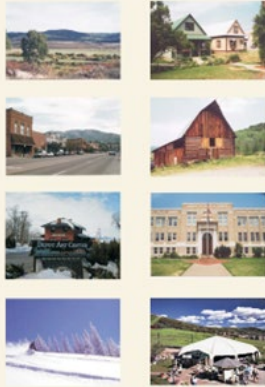


## Parks, Trails, and Open Space

- Small neighborhood parks
- Large community parks, open spaces and recreational areas
- Northern end of the Slate Creek drainage provide the best opportunity to restore and enhance a large natural area within West Steamboat.
- Comprehensive network of hard and soft surface trails



## STEAMBOAT SPRINGS AREA COMMUNITY PLAN



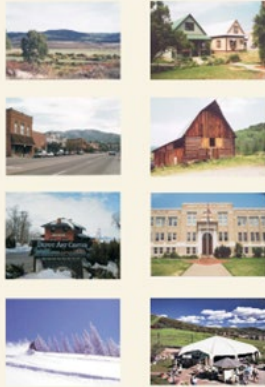
*Adopted - May 2004*

## Trails and Open Space

Policy OS-3.1: Take a comprehensive approach to the region's trail system, to link existing trails as a contiguous system; give neighborhoods access to trails, and connect city and county trails to public lands.

Policy OS-5.1: Identify critical natural areas along the Yampa River corridor and other important riparian corridors before the land surrounding them is proposed for development.

## STEAMBOAT SPRINGS AREA COMMUNITY PLAN



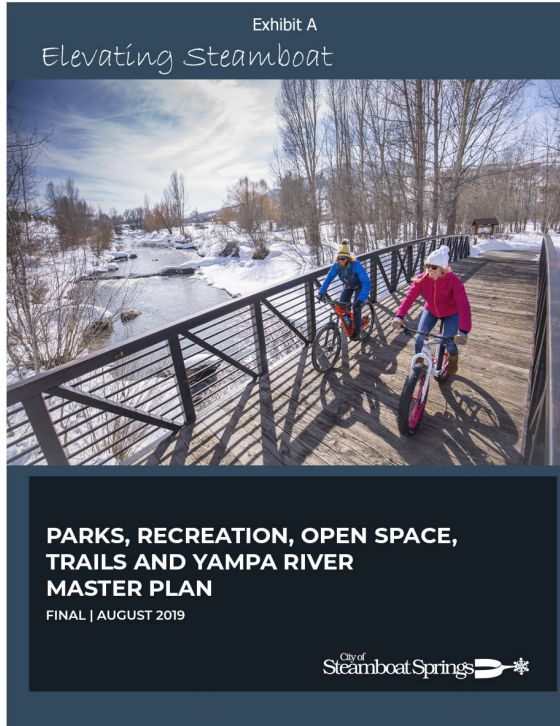
*Adopted - May 2004*

## Parks

Policy OS-4.1: Establish an appropriate amount of park lands according to population and demands of the community.

Strategy OS-4.1(a): Require Park Land Dedication – The city will require new development to dedicate park land to meet the recreation demand generated by the population in the new development. Park land dedication amounts should be in accordance with Level of Service guidelines established in the Park and Recreation Master Plan.





## Future Parkland Levels of Service

- Mini/Neighborhood Parkland: 5.5 acres/1,000 pop.
- Community Parkland: 6 acres/1,000 pop.
- At least 46 acre large multi-purpose park:
  - Not to exceed 5% slope
  - Recreation center/special use facility
  - Four-field complex + multi purpose sport fields
  - Large playground
  - Sports courts
  - Group picnic shelters

Type	Current Level of Service	PROSTR / 2017 Level of Service	Brown Ranch Requirements	Brown Ranch Development Plan
<b>Mini/Neighborhood Parkland</b>	4.76 acres per 1,000 pop.	5.5 acres per 1,000 pop.	39.83 acres	6.91 acres**
<b>Community Parkland</b>	23.40 acres per 1,000 pop.	6 acres per 1,000 pop.	43.46 acres	39.45 acres**
<b>Regional Parkland</b>	19.18 acres per 1,000 pop.	46+ acres	46+ acres	0 acres
<b>Open Space/Natural Areas</b>	179.33 acres per 1,000 pop.	192 acres per 1,000 pop.	1,390.66 acres	68.26 acres
<b>Trails</b>	4.04 miles per 1,000 pop.	3.71 miles per 1,000 pop.	26.87 miles	6.95 miles***
<b>Special Use Facilities</b>	0.52 facilities per 1,000 pop.	1 facility	1 facility	0 facilities

\* 2017 level of service based on population of 12,520. Brown Ranch requirements based on estimated average population of 7,243. Population projections provided on pg.79 of February 10, 2023 Brown Ranch Development Plan.

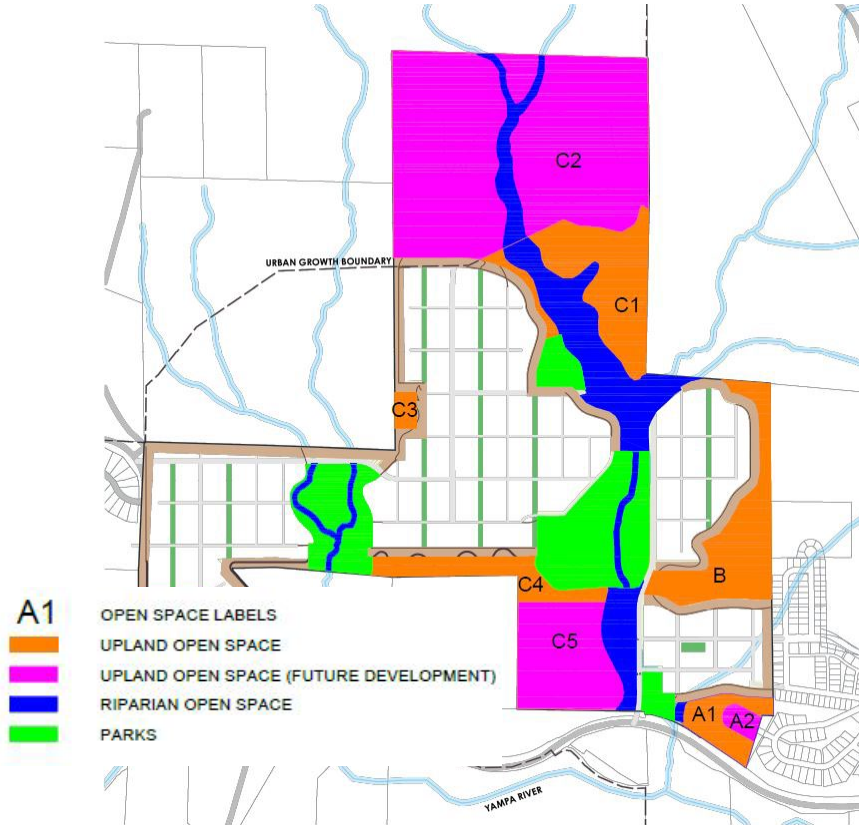
\*\* Proposed parkland does not comply with CDC 605.G. Parks shall not include; nature preserves, steeply-slopped hillsides, riparian corridors, sensitive habitat areas, or areas inappropriate for active or passive recreation.

\*\*\* Brown Ranch proposed trails includes fire resistant edge. Trail type tbd, thus acceptance not known.





# Development Plan – Open Space



## Upland Open Space:

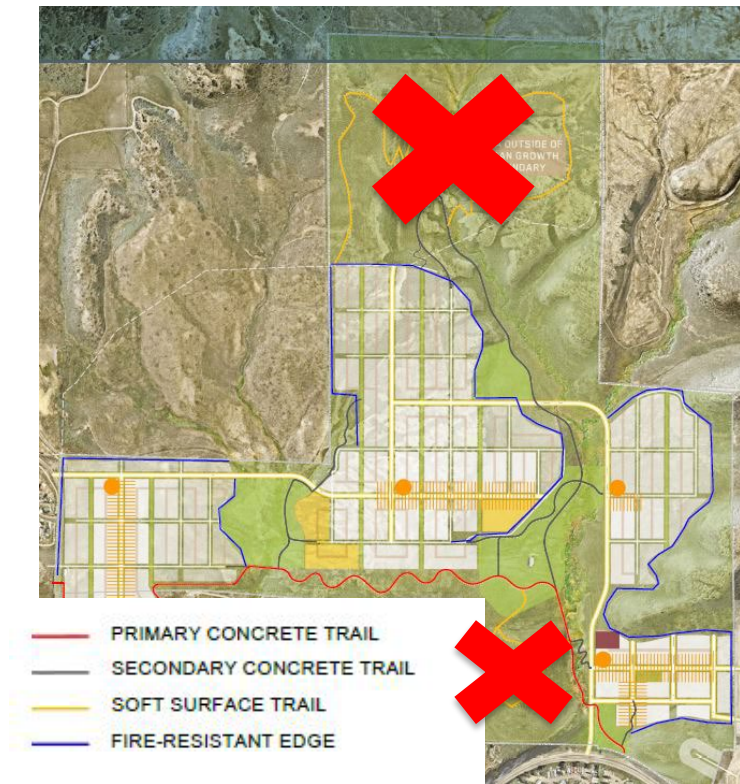
- Allocated land 68.26 acres

## Future Development Space:

- Allocated land 131.9 acres
- Not included as open space
- Dedicating this as open space would increase LOS

## Riparian Open Space:

- Allocated area 44.26
- Slate Creek Park riparian area data and imagery needs to be clarified



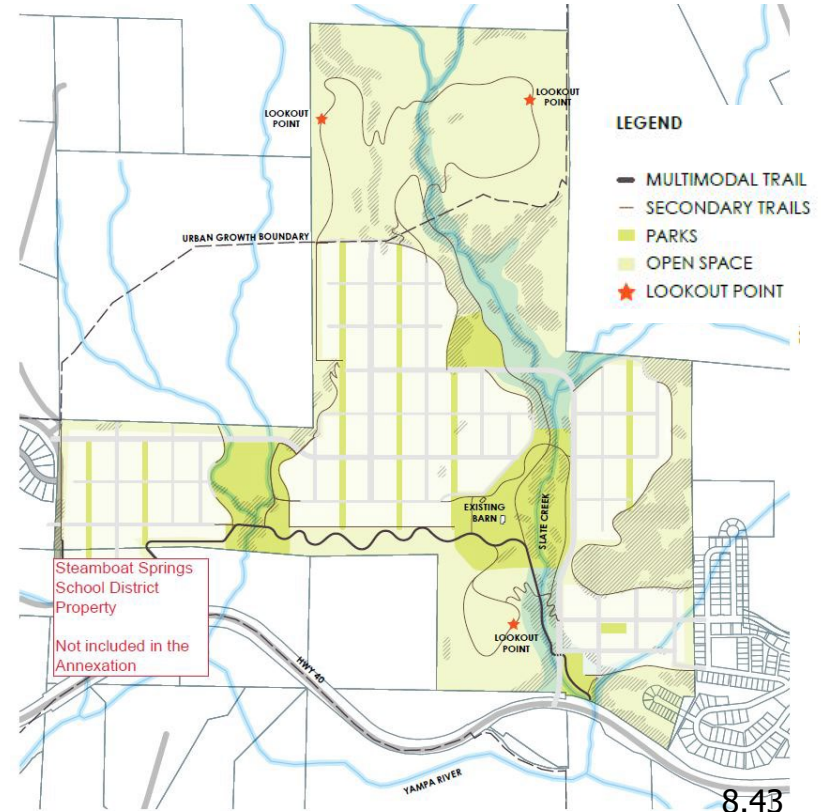
## Brown Ranch Trail Offerings:

- Primary / Secondary Trails: 3.65 miles
- Soft Surface Trails: 0 miles\*
- Fire-Resistant Edge, 3.3 miles\*



The Brown Ranch Development Plan  
Includes 4 Developed Mini/Neighborhood  
and Community Parks:

- Brown Ranch Park
- Hillside Park
- Recreation Park
- Slate Creek Community Park



## Brown Ranch Park:

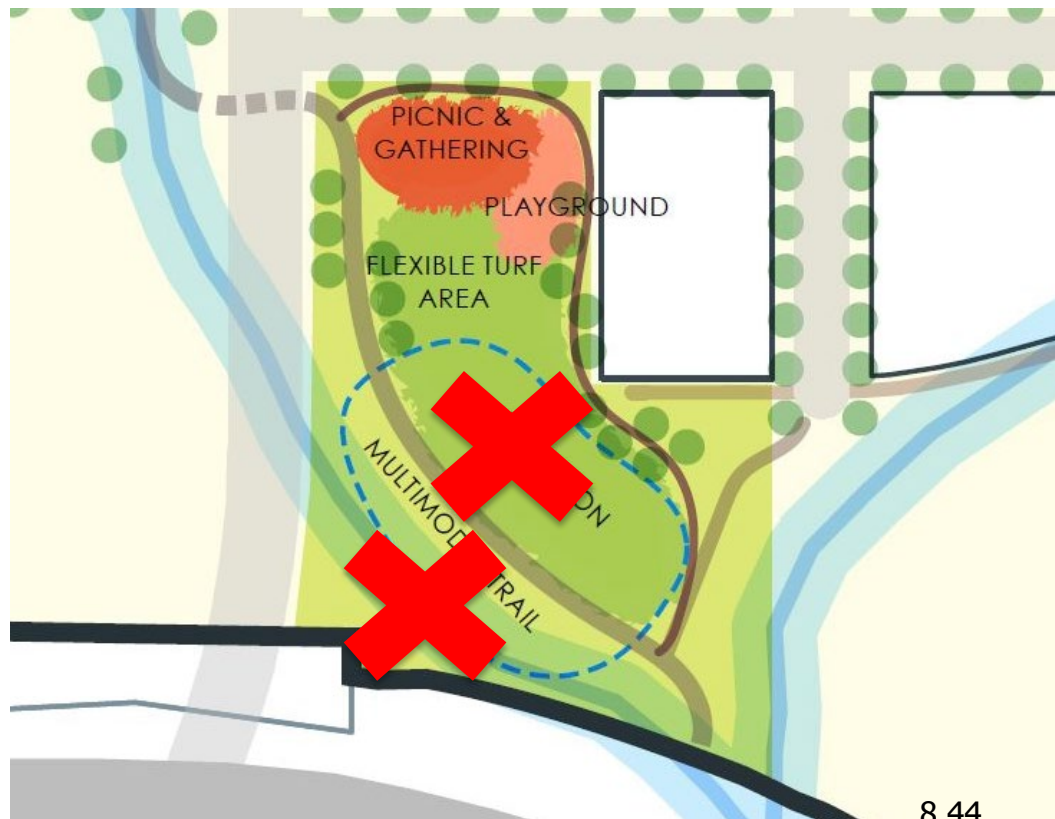
- A large park within Phase 1A
- Provide a park for the Sleepy Bear Mobile Home Park community
- Located along the multimodal trail
- Sized at 2.71 acres with .87 acres of riparian area
- 1.84 acres of developable park land

## Park Type:

- Mini/Pocket Park, near 1.5 acres
- Provides small play areas, shade pavilions, and open play areas

## Local Comparison:

- Little Toots Park is 1.23 acres



## Hillside Park:

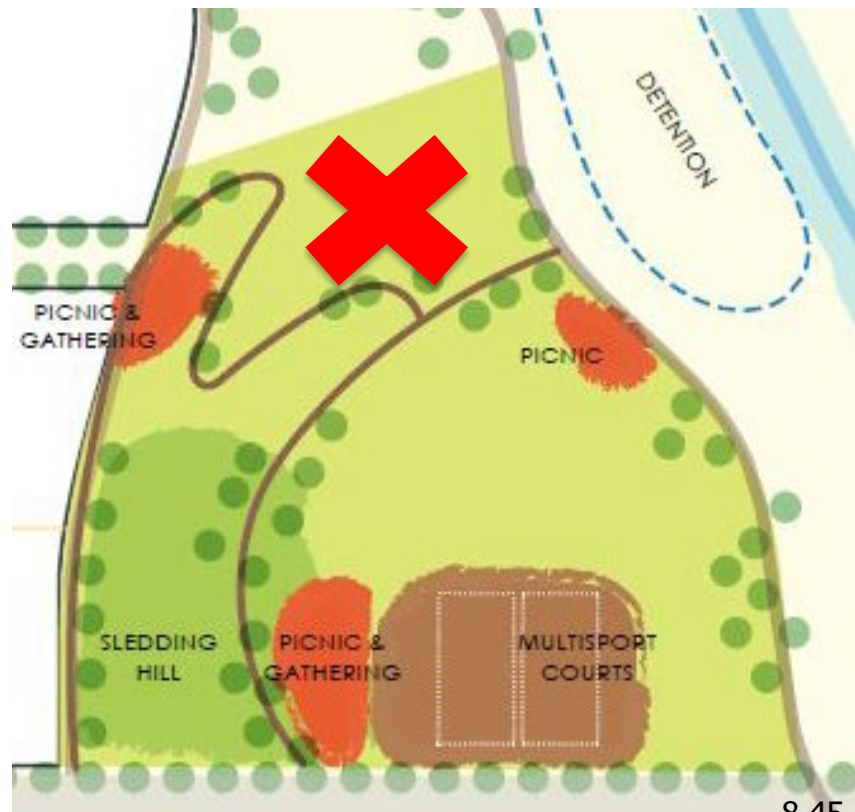
- Recreation-focused neighborhood park
- Contains natural slopes for sledding and winter activities
- Courts and gathering space could activate the park during other times of the year.
- Sized at 4.2 acres

## Park Type:

- Neighborhood Parks are 1.5-8 acres
- Mostly active recreational opportunities, diverse amenities; restrooms, shelters, small pavilions, playgrounds, open turf, and athletic fields that can be used for practice
- Slope needs to be reviewed for acceptable parkland

## Local Comparison:

- No local comparison, parks cannot be developed on steeply-sloped hillsides.



8.45

## Recreation Park:

- Activity-focused community park
- Drainage is an exploratory elements within the park, although modification will need to be made to incorporate these uses.
- Sized at 14.21 acres with 3.06 acres of riparian area
- 11.15 acres of developable park land

## Park Type:

- Community Parks are 8-40 acres
- Provide community-wide activities and facilities
- Maintain a balance between programmed sports facilities and other community activity areas, urban forests, gardens, historic features, water features, performing arts, festival spaces, plazas, and access to community trails

## Local Comparison:

- Whistler Park at 14.8 acres (City and SSSD Property)



8.46



## Slate Creek Park:

- Large community park
- Includes Slate Creek and the existing log barn as a central elements. Park uses are playgrounds, gardens, and space for gathering.
- Sized at 25.24 acres with 1.97 acres of riparian area
- 23.27 acres of developable park land this needs to be verified against the riparian area

## Park Type:

- Community Parks are 8-40 acres
- Provide community-wide activities and facilities
- Maintain a balance between programmed sports facilities and other community activity areas, urban forests, gardens, historic features, water features, performing arts, festival spaces, plazas, and access to community trails

## Local Comparison:

- Whistler Park is 14.8 acres considering estimated riparian open space



8.47



No Regional Parks, Sports Complexes or Special Use Facilities



## Health Equity Definition

Health equity means that everyone has a fair and just opportunity to be as healthy as possible. This requires removing obstacles to health such as poverty and discrimination and addressing lack of access to healthy food and safe environments, including parks and recreation, healthcare, good jobs with fair pay and quality education and housing.

## HEALTH EQUITY FINDINGS

This summary of findings reflects research and data from Health Equity Group meetings along with research and reports from multiple community organizations such as the Colorado Futures Center (CFC), and the Northwest Colorado Health Aging Coalition Report 2020.



### LACK OF HOUSING IMPACTS AVAILABLE WORKFORCE

There is a staff shortage among teachers, nurses and social service workers due to lack of affordable housing options. Routt County's working-age population (16-65), both in absolute numbers and as a share of the total population, hit a decade's low in 2021. The downward trend is strongest in the 24-44 age cohort.



### OVERCROWDED HOUSING

Doubled-up households are becoming more common due to high costs and lack of supply. Overcrowding can exacerbate stress. Steamboat has a doubled-up household rate of 18.6% compared to Colorado at 15.5%.<sup>2</sup>



### HIGH HOUSING COSTS

About 30% of households are cost burdened in Steamboat Springs and Colorado state, in Routt County 28% of households are cost burdened.<sup>1</sup>



### INEQUITABLE LIFE EXPECTANCY

In Craig, where much of the Steamboat Springs workforce lives, average life expectancy is 75.4 to 79.7 years, compared to 77.7 to 82.2 years in Steamboat Springs itself.<sup>4</sup>



### HIGHER WORKFORCE DISABILITY

Steamboat Spring has a disability rate of 4.7% of the total population.<sup>2</sup>

BROWN RANCH / COMMUNITY DEVELOPMENT PLAN / FEBRUARY 10, 2022

This summary of findings reflects input from Health Equity Group meetings and survey findings, targeted outreach, and research and reports from multiple community organizations including Northwest Latinx Alliance, LiftUp Client Survey 2021 and Integrated Community based on their day to day experience with traditionally unrepresented voices within the community.



### NEED FOR SAFE PEDESTRIAN SYSTEMS

Safe sidewalks, trails and walkable access to essential services are needed.



### TRAFFIC SAFETY CONCERNS

Traffic safety is a significant concern, and most collisions in the county happen in Steamboat Springs.



### FOOD ACCESS CHALLENGES

Food prices are among the highest in the state, well over the state average.



### COVID INEQUITY

Latinx community members suffered more than 2x the COVID-19 death rate, compared to white community members.



### CHANGING CLIMATE INEQUITIES

Many people don't have access to cooling during summer heat and smoke waves and there are high rates of ER visits due to heat.



### CHILDCARE CHALLENGES

Routt County has a very low rate of childcare attendance due to lack of affordability, which affects people's ability to keep a job.

# Development Plan – High Density



## Lincoln Blocks

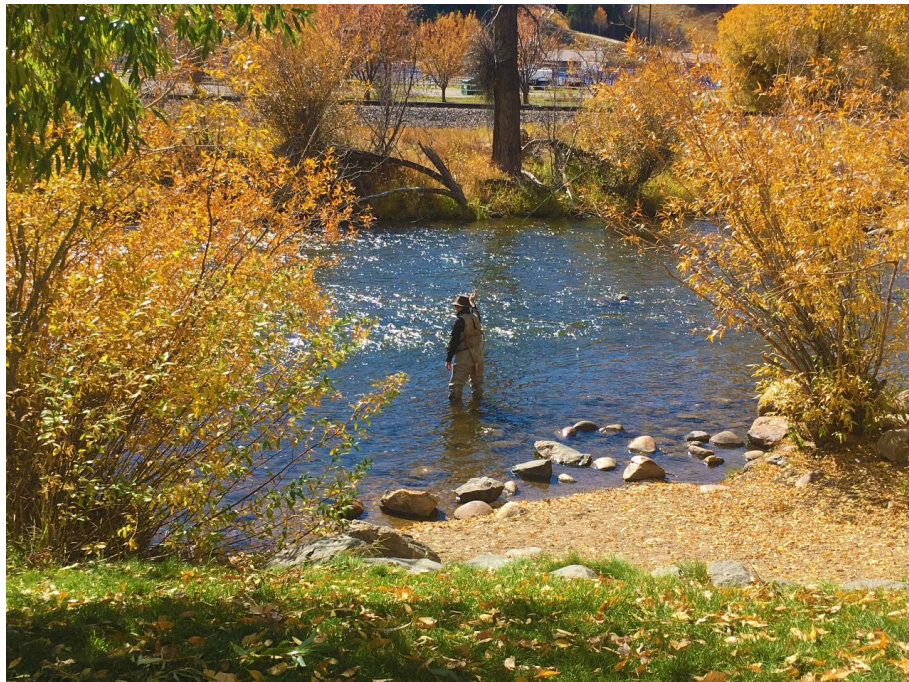
- 60-120 units per block
- 193 - 386 residents per block
- 1,739 – 3,478 residents in illustration

## Parks & Open Space

- Park plazas, podium courtyards & small yards
- Insufficient personal outdoor space for proposed density
- Resulting in need for higher levels of service



## Existing System is Over Capacity



- Demand for additional special use facilities
- Trail closures
- Long waitlists for athletic fields
- Core trail congestion
- Over utilized parks





## Key Finding #4

**Steamboat Springs residents highly value the natural environment and the outdoor recreational opportunities available to them, and rates of use have increased.**



## Increased Parks and Recreation Use Over Time



### Compared to 2017...

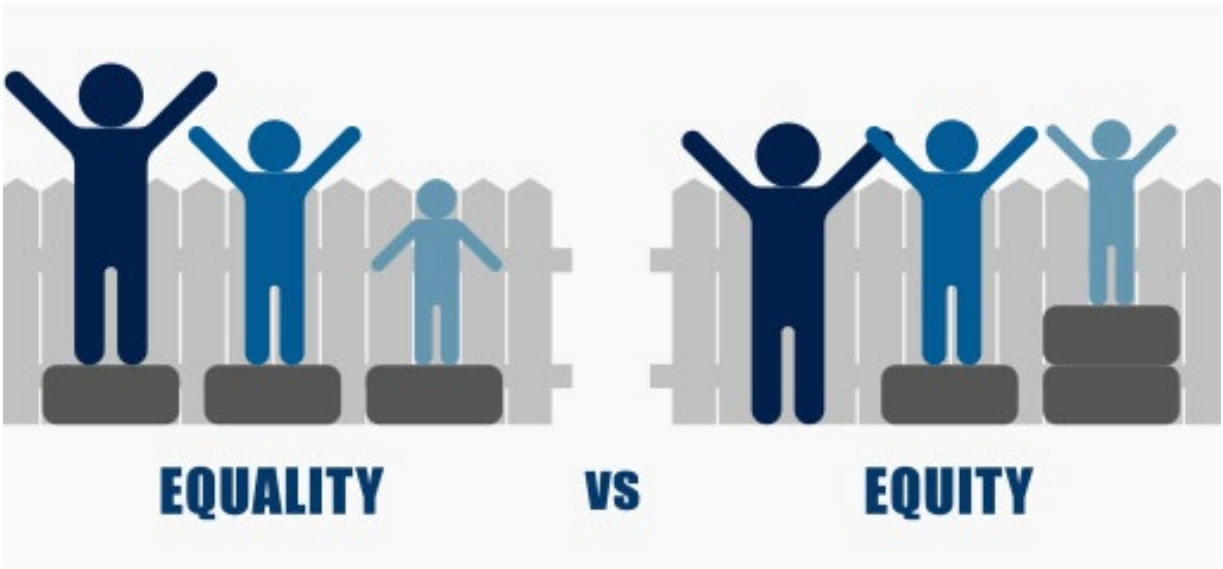
Increased  
by >20%

- Emerald Mountain winter use
- Emerald Park
- Howelsen Hill alpine area
- Bike parks
- Playgrounds
- Howelsen Hill Nordic area
- City-sponsored adult recreation and sports programs
- Field sports (baseball, softball, soccer, football, etc.)
- Tennis and/or pickleball at Howelsen Hill

Increased  
by 10-20%

- Non-core trail bike and pedestrian paths
- Emerald Mountain summer use
- Neighborhood parks
- Botanic Garden
- Howelsen Hill summer use
- Swimming/wading on the Yampa River
- Tubing on the Yampa River
- Howelsen Rodeo/equestrian facility
- Haymaker Golf Course
- Floating (boat, kayak, SUP) on the Yampa River
- Fishing on the Yampa River
- Howelsen Ice Arena
- Skate parks
- City-sponsored youth recreation and sports programs
- Howelsen Hill jumps area

City Council 2023-2024 Adopted Goal:  
Continue with the City’s Diversity Equity and Inclusion efforts



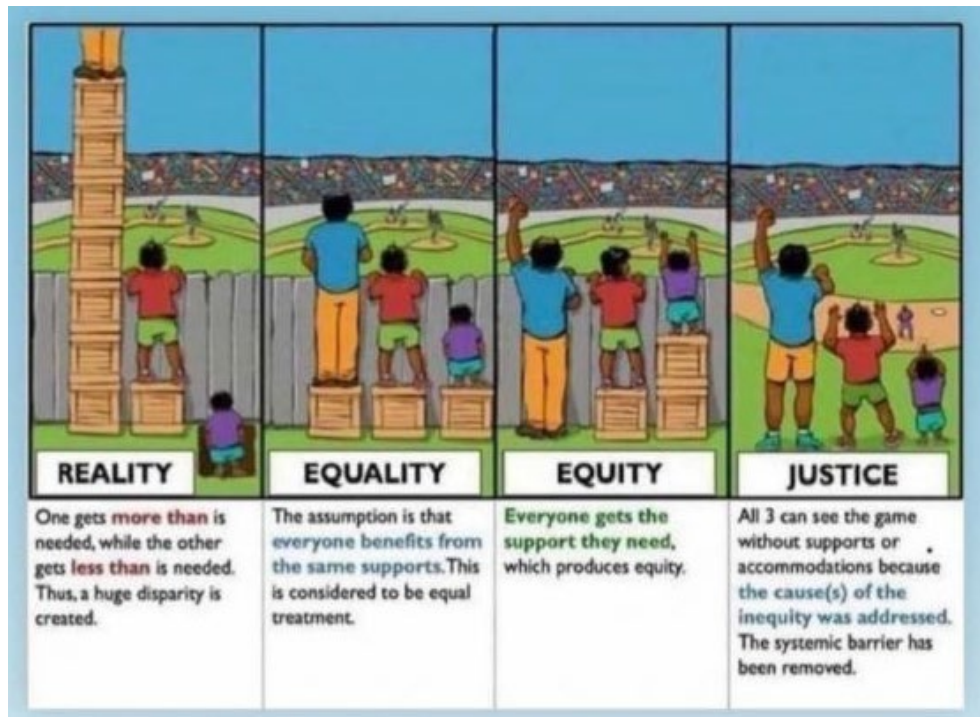
Type	Current Level of Service	PROSTR / 2017 Level of Service	Brown Ranch Requirements	Brown Ranch Development Plan
<b>Mini/Neighborhood Parkland</b>	4.76 acres per 1,000 pop.	5.5 acres per 1,000 pop.	39.83 acres	6.91 acres**
<b>Community Parkland</b>	23.40 acres per 1,000 pop.	6 acres per 1,000 pop.	43.46 acres	39.45 acres**
<b>Regional Parkland</b>	19.18 acres per 1,000 pop.	46+ acres	46+ acres	0 acres
<b>Open Space/Natural Areas</b>	179.33 acres per 1,000 pop.	192 acres per 1,000 pop.	1,390.66 acres	68.26 acres
<b>Trails</b>	4.04 miles per 1,000 pop.	3.71 miles per 1,000 pop.	26.87 miles	6.95 miles***
<b>Special Use Facilities</b>	0.52 facilities per 1,000 pop.	1 facility	1 facility	0 facilities

\* 2017 level of service based on population of 12,520. Brown Ranch requirements based on estimated average population of 7,243. Population projections provided on pg.79 of February 10, 2023 Brown Ranch Development Plan.

\*\* Proposed parkland does not comply with CDC 605.G. Parks shall not include; nature preserves, steeply-slopped hillsides, riparian corridors, sensitive habitat areas, or areas inappropriate for active or passive recreation.

\*\*\* Brown Ranch proposed trails includes fire resistant edge. Trail type tbd, thus acceptance not known.





What does that look like for the residents?

What does that feel like for residents?

What is the impacts of not having yards or personal outdoors space on the park system?

# Equity – Developed Park Land

Current Level Of Service = 21 People Per Acre

## DEVELOPED PARKLAND



Brown Ranch = 113 People Per Acre

## DEVELOPED PARKLAND



Combined Future Level Of Service = 27 People Per Acre

## DEVELOPED PARKLAND



↓ 30%

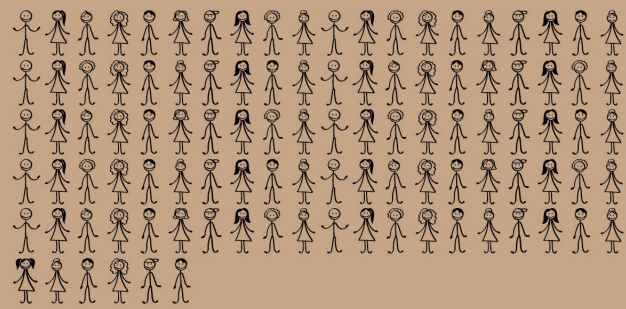
Current Level Of Service = 6 People Per Acre

## OPEN SPACE/NATURAL AREAS



Brown Ranch = 106 People Per Acre

## OPEN SPACE/NATURAL AREAS



Combined Future Level Of Service = 8 People Per Acre

## OPEN SPACE/NATURAL AREAS



↓ 45%

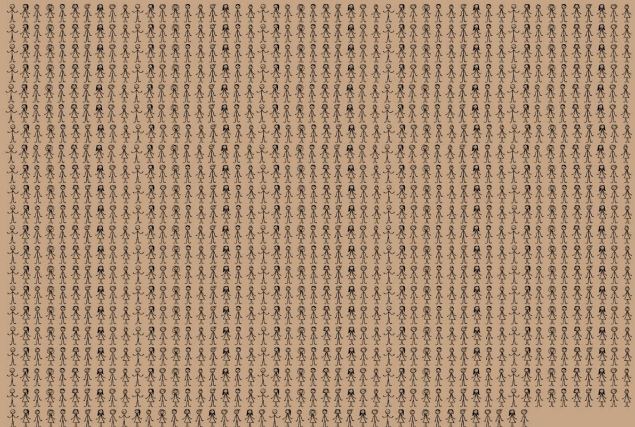
Current Level Of Service = 247 People Per Mile

## TRAILS



Brown Ranch = 1,042 People Per Mile

## TRAILS



Combined Future Level Of Service = 338 People Per Mile

## TRAILS



↓ 25%



# Equity – Special Use Facilities

Current Level Of Service = 1,911 People Per Facility

Brown Ranch = 0 People Per Facility

Combined Future Level Of Service = 2,945 People Per Facility

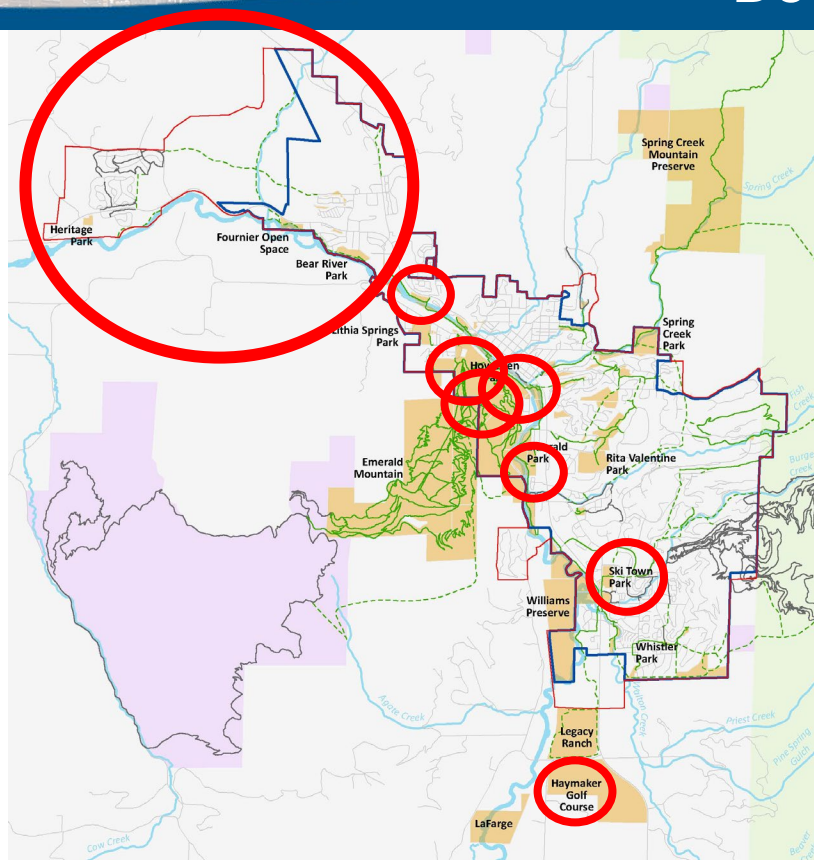
## SPECIAL USE FACILITIES

## SPECIAL USE FACILITIES

## SPECIAL USE FACILITIES

↓ 35%

8.60



## Equitable Service Levels:

The City of Steamboat Springs currently provides 0.56 special use facilities per 1,000 population.

- Community Center
- Haymaker Golf Course
- Howelsen Ice Complex
- Howelsen Ski Area
- Rodeo Grounds
- Tennis Center
- Yampa River Botanic Park

1. Should the Brown Ranch development adhere to the City's adopted plans and Community Development Code?
2. Should Brown Ranch residents receive the same level of services as existing Steamboat Springs residents? If not, what is an acceptable level of service?
3. Should a Regional Park, Sports Complex, and/or Special Use Facility be included in the Brown Ranch Development?
4. Could the Brown Ranch population be balanced to improve the quality of life for its residents?
5. Should development of parks and recreation amenities be equally phased with the Brown Ranch development? If not, what is an acceptable level of service?
6. Should a neighborhood association or other local governing entity be responsible for maintaining secondary and tertiary parks?

## Questions



Public Safety and Brown Ranch Annexation  
Chuck Cerasoli, Fire Chief and Mark Beckett, Interim Police Chief

- What are the anticipated financial impacts on **Capital** needs for Public Safety?
- What are the anticipated financial impacts on **operational** expenses for Public Safety?
- How are these expenses accounted for during BR development?
- Are there alternative funding mechanisms available to support Public Safety?



### Fire/EMS and Police Department Goals:

- Respond to anticipated calls for service at a similar level as other areas within the City of Steamboat Springs.
  - Anticipated Population
  - Proposed single family/multi-family/commercial growth
  - Existing population in West Steamboat (Fire)
  - Call volumes associated with population
- Provide a level of proactive public safety and education at a similar service level as other areas within the City of Steamboat Springs and the Steamboat Springs Area Fire Protection District.

### Fire Department Capital Needs:

#### West Side Fire Station –

- Need identified in the 2021 Fire Department Strategic Plan
- Fire Station land needs of 2 acres
- Public Safety Training Center 3-5 Acres
- Station (see spreadsheet): 21,550 sqft estimated at \$1,000/sqft
  - Living Quarters (kitchen, day room, six bedrooms)
  - Offices and Training/Community Center
  - 6 Bays (see spreadsheet)
  - Police needs (office, equipment, and bay space)
    - *Approximately 2040 sqft*



## Apparatus Needs:

(See spreadsheet for estimated percentages associated to Brown Ranch)

- Type I WUI/Structural Engine - \$1,000,000
- Type VI Brush Truck - \$275,000
- Ambulance - \$315,000
- Ladder Truck (75'-100') - \$1,300,000
- Water Tender (current)
- Staff Vehicle (\$80,000)

### **Fire Department Capital Needs:**

- Fire Station/Public Safety Building: \$21,550,000
  - Estimated Brown Ranch Contribution: \$16,566,000
- Fire Apparatus: \$2,970,000
  - Estimated Brown Ranch Contribution: \$2,378,500

**Total Capital Costs: \$24,520,000**

**Total Brown Ranch: \$18,944,500**

## Fire/EMS Operational Needs:

(see spreadsheet)

- 3 FF/EMT's staffed 24/7
  - 11 FTE's needed for line Firefighters (\$155,641/FF)
- 1 Fire Inspector/Plan Reviewer (\$106,356/Inspector)
- 3 Battalion Chief/Administrative Personnel (\$507,704/BC)
- 1 Office Administrator (\$155,641/FTE)
- Equipment/PPE/Training for new FF's

**Overall estimated Operational Expense Increase: \$3,447,877**

- *Estimated Brown Ranch Impact: \$1,595,885*

## Currently:

- SSPD consists of 29 sworn personnel and 19 civilian personnel; we are currently staffed at 73%
- In 2022, SSPD handled 11,621 calls for service

## Proposed:

- Brown Ranch project population increase averages 7,243; a 54% increase from the DOLA population of 13,374
- Based on per capita calculations, we anticipate an increase of 6,300 additional calls for service per year by the end of Phase 3 due to the Brown Ranch population

To maintain similar levels of service, SSPD will require a 35% total increase in staffing

- The increase consists of 12 Officers and 5 support personnel (detailed in subsequent slides)



## Police Department – Operational Needs

Police Personnel Needs (FTE Fully-loaded Costs = Salary+Benefits+OpExpenses\*)

- 2 Patrol Officers Staffed 24/7 = 12 FTEs (\$212,404 each)
- 1 Detective (\$215,067)
- 2 Community Service Officers (\$106,580 each)
- 1 Animal Control Officer (\$110,550)
- 1 Admin staff/Records Technician (\$100,697)

**Total Annual Operational Needs Costs: \$3,188,317**

Staffing could be phased in over the duration of the project, with total staffing needed by the beginning of Phase 3.

\*Not included in OpEx calculation; Fleet Charges, Contract Services

### Additional Up-Front Equipment Costs per Employee:

- Cell phone \$650
- Firearms \$2,500
- Body worn camera \$1,200
- Tazer \$750
- Radio \$5,000

For Patrol Officers/Detectives: \$10,100 each ACO/CSO: \$5,650 each; total \$148,250

### Vehicles:

- 6 Patrol vehicles \$71,000 x 6 = \$426,000
- 1 CSO vehicle \$51,000
- 1 ACO van \$86,000

Total vehicle costs: \$563,000

## Station Needs:

- Apparatus bays for 2 vehicles, large equipment
- Working space to include 4 report writing stations, separate supervisor office, conference room, and equipment storage
- If this is a publicly accessible facility, SSPD would also need a secure reception lobby for walk-in
- Estimated square footage of 2,040

Total estimated station costs: \$2,040,000

*\*PD station needs would be housed in Fire Station (sq ft estimates taken from Fire)*

Estimated Capital Costs: \$2,751,250

Capital Equipment Costs per Household: \$1,215

Annual Operating Expenses Attributed to Brown Ranch: \$3,188,317

Operating Expenses Cost per Household: \$1,408



- What are the anticipated financial impacts on Capital needs for Public Safety?
- What are the anticipated financial impacts on operational expenses for Public Safety?
- How are these expenses accounted for during BR development?
- Are there alternative funding mechanisms available to support Public Safety?





## Fire Station/Public Safety Building:

- 2 Acres of land
- Flat site
- Close proximity to Hwy 40
  - Ideally accessed by two secondary roads
- Dedicated at beginning of Phase 1

### Public Safety Training Site:

- 3-5 acres of land
  - Generally flat grade
- Future site of Routt County Public Safety Training Facility
- Located in very close proximity to Hwy 40 or RCR 42
- Utilized by First Responders throughout Routt County
  - Fire, Law Enforcement, Search & Rescue, etc.
  - Would potentially include:
    - Classroom, fire training buildings, indoor gun range, technical rescue props,



## Routt County Rifle Club (RCRC):

- Located adjacent to proposed annexation
- Serves regional law enforcement for all firearm training
- Routt County Sheriff's Office, Steamboat PD, Oak Creek PD, Colorado Parks and Wildlife, US Forest Service

