

Brown Ranch Annexation Committee (BRAC)
Wednesday, April 12, 2023
Meeting Summary

Attendance: Robin Crossan, Joella West, Gary Suiter, Leah Wood, Kathi Meyer, Jason Peasley (BRAC); Jason Lacy (third-party facilitator); Tom Leeson, Jon Snyder, Angela Cosby, Rebecca Bessey, Dan Foote, Kim Weber, Mark Beckett, Chuck Cerasoli, Brad Calvert, Matt Barnard (City staff); Emily Katzman (YVHA staff) Sheila Henderson, Robin Schepper (BRAC outreach)

A. PRIOR MEETING RECAP

1. **Approval of Minutes** – Minutes (the official video recording) from the March 29, 2023 meeting were approved unanimously (first by Kathi Meyer, second by Gary Suiter).

2. **Population Assumptions of Brown Ranch Community Plan** – Following up on the conversation about population estimates at Brown Ranch from the 3/29/23 meeting, Brad Calvert, City of Steamboat Springs Principal Planner, reviewed a [memo](#) he prepared that includes analysis by EPS, a third-party economics firm hired by the City of Steamboat Springs to “identify and reach agreement on reasonable assumptions, conditions, methodologies, and conclusions related to the Brown Ranch Fiscal Impact Analysis, including assumptions related to total population at Brown Ranch.” The memo includes different data sets related to average household size in Steamboat Springs that could be used to estimate population at Brown Ranch.

Various assumptions for people per household include:

- 2.22 persons/HH: based on EPS analysis, which used a Public Use Microdata Area (PUMA) that includes Pitkin, Eagle, Summit, Grand, and Jackson Counties, thought to be more reflective of a mountain resort context. The PUMA that includes Routt County (Garfield, Moffat, Rio Blanco, and Routt) would likely reflect a more rural context.
- 2.32 persons/HH: YVHA analysis based on 2021 Population Estimates for Steamboat Springs published by the State Demography Office.
- 2.60 persons/HH: YVHA analysis based on resident counts at occupied YVHA developments (Alpenglow, Hillside Village, Reserves, and Sunlight Crossing)
- 2.70 persons/HH: an updated water demand assumption based on specific assumptions about persons per household across the unit mix assumed at Brown Ranch (percentage of 1BR/Studios, 2BR, 3BR, and 4 BR units)

Questions and Discussion:

- Joella West shared City Council’s concern about getting the population estimate right. Underestimating population at Brown Ranch would mean services would be designed for fewer people than would live there.
- Robin Crossan: City Council landed on 2.7 people/household, using the assumptions provided in the Brown Ranch Water Demand Report.

- Jason Peasley: The average 2.7 people/household assumption is based on a custom analysis of planned unit mix at Brown Ranch. It is intentionally high to provide a level of safety/caution. The current average household size in Steamboat Springs is 2.32, which is a decrease in average household size from 10 years ago. YVHA hopes that a natural outcome of Brown Ranch is that average household size in Steamboat Springs will increase again, as more people decide to stay in Steamboat Springs to raise their families. This will help maintain the character of Steamboat. YVHA is comfortable with using the 2.7 people/household multiplier.
- Jason Peasley: It is critical that we all agree to the multiplier, that we believe in it, and it is used consistently to analyze all impacts associated with increased population in Steamboat Springs, including both revenue and expenses in the Fiscal Impact Study.
- Robin Crossan emphasized the importance of having a conservative estimate that provides “wiggle room.”
- Robin Crossan: “We’re all doing what we think is the best to enable people to stay here.”
- Jason Peasley: It is important to note that if we build housing for 6,000 people at Brown Ranch, the population of Steamboat Springs does not grow by 6,000. There is not a 1:1 population increase because a portion of the of those people already live here and will not be creating new impacts on the community.
 - Kathi Meyer clarified: according to the draft Fiscal Impact Study, 49% of people anticipated to live at Brown Ranch are already here.
 - Joella West: We need to understand the backfill; how housing units are filled when existing residents move to Brown Ranch.
 - Jason Lacy: RCLCO and EPS are working on reasonable assumptions on how to estimate backfill of existing units in Steamboat Springs.
 - Gary Suiter: The major takeaway: Brown Ranch will not increase the population by 6,113 and further study is needed.
- **Decision:** BRAC agreed to the 2.7 people/household multiplier, with an estimated population of 6,113 people at full buildout of Brown Ranch.
- **Next steps:** Review full model and assumptions by RCLCO and EPS.

3. Exactions/Dedications of Land

Jason Peasley, YVHA Executive Director, presented on the follow-up work and analysis of YVHA in response to the 3/29/23 conversations related to exactions and dedications of land. Meredith Wenskoski, Principal at Livable Cities Studio, presented with Jason Peasley on the Parks, Open Space and Trails framework her firm developed for the *Brown Ranch Community Development Plan*. [Note: this meeting summary is not intended to capture the details of the presentation. Please see the [meeting packet materials](#) and the recording at approximately 39:45 for additional details.]

Parks/Open Space at Brown Ranch:

- Thoughtful about water use consumption across site.
- Feedback from community guided programming and ideas in parks/open space:
 - Entry level opportunities and progressive outdoor adventure: Sledding hills, nature play, court sports, bike progression course
 - Proximity of parks to housing
- Unique components of Brown Ranch Parks/Open Space Plan:
 - Greenways: Fit within the street grid but replace streets. Intended to be mini neighborhood parks that ensure all housing units have close access to parks. Intent: create social centers for gathering and kids to play.
 - Conceptual drawing shows: community garden, flexible lawn areas, playgrounds (up to 2,000 SF). Flexibility for them to be designed differently and be unique.
 - 50 feet wide with additional 10' set back on each side. Stoops or porches will front onto greenway.
 - Fire resistant edges: areas between development and open space. Designed with trail for firebreak and for community. Intent is trail will be soft surface. It would function as a recreation trail most of the time, but has ability to provide access for wildland firefighters. Low water use, with native plants. Major recommendation of fire resilience consultants in wake of Marshall Fire.
 - Drainage and stormwater strategy: thoughtfully integrate drainage and stormwater into open space needs. Focus: providing regional-scale detention... move water to natural drainage corridors and make sure stormwater quality is improved as much as possible before moving to Yampa. Fields can also be used for overflow during major storm events. Fields are dry on a daily basis, flood during major storm events, then quickly dry out. YVHA team wants to continue exploring this approach because it provides multiple uses of land. YVHA is working with City Parks & Rec Dept. based on recent feedback.
- Jason Peasley: What YVHA heard during 3/29 BRAC meeting and how YVHA has addressed issues to-date:
 - Need for agreement between City & YVHA re: proposed parks & open space acreage calculations + trail miles.
 - Increase acreage of mini and neighborhood parkland.
 - It is a priority of the City to secure 40+ acres of land for a regional park w/Special Use Facility.
 - It is a priority of the City to conserve in perpetuity land identified by YVHA for “future development” as open space.
- YVHA shared four alternative options to add to mini and neighborhood park acreage at Brown Ranch. YVHA Board will discuss and explore tradeoffs at next YVHA Board meeting. These are not firm proposals, but rather options. [see slides for details].
 - Option 1 – Expand existing parks (approx. 71 acres)
 - Option 2: Add Neighborhood parks (approx. 82 acres)
 - Option 3: Two large recreation parks (approx. 81 acres)
 - Option 4: Expand existing parks + additional pocket parks along greenways (approx. 73 acres)
- Regional Park: YVHA explored the feasibility and tradeoffs of providing a 46-acre regional park at Brown Ranch.

- Took guidance from Parks, Recreation, Open space, Trails, and River Master Plan (PROSTR) to inform the character and programming of a potential regional park.
- It will be a destination. Do not want traffic from region going through existing neighborhood. To that end, YVHA no longer thinks it is a good idea to locate regional park north of Urban Growth Boundary. Neighborhood D: best siting option for regional park because of access to CR 42.
- Slope: PROSTR calls for site at 5% grade or less. Brown Ranch topography is rolling, not ideal to create 46 acres of flat ground.
- Opportunity cost:
 - 12+ blocks of housing
 - Neighborhood D = 480 – 510 housing units
 - Affordability (\$5,330 per unit in extra cost)
- Special Use Facility: YVHA has had productive preliminary conversations with Steamboat Sports Barn group. Graphic provided as reference, not actual proposal.
- Slate Creek: recognized as key corridor for enhancement, wildlife asset, etc.
 - YVHA working on baseline studies to understand nature of creek, existing conditions + create conceptual options for restoration. Taking care of creek first, prior to hard engineering of site. Slate Creek is conceived as backbone of parks and open space plan at Brown Ranch.
- West Core Trail extension: YVHA is helping City meet the #2 goal articulated in PROSTR by extending the Core Trail to western neighborhoods.

Public Safety:

- YVHA intends to work with Steamboat Springs Fire Department and Steamboat Springs Police Department on size, location, and configuration of Public Safety Building in Neighborhood A.
- First Responder Training Center: Concern about incompatibility of use Opportunity cost: 60-120 housing units. Must discuss with YVHA Board.
- Avigation easements: acceptable to YVHA
- Utility easements: acceptable to YVHA if all public and private utility easements are in right-of-way unless pocket easements needed for equipment.
- Other: YVHA working with Steamboat Springs School District, Boys and Girls Club, and many other groups who may want to utilize land at Brown Ranch. YVHA would prefer to work through the dedication process 1:1, independently of City.

Questions and Discussion:

Q: Jason Lacy: To clarify, you are not offering a preferred alternative park plan and need to talk to YVHA Board?

A: Jason Peasely: Yes. We also didn't know acreage standard YVHA needed to meet until BRAC determined population estimate at Brown Ranch. YVHA is exploring all the options, tradeoffs, etc. We have a land resource. How are we getting the best use of land for community needs?

Q: Robin Crossan: Each greenway space would be included as a mini park? If there is irrigation in mini greenway parks, can it be used for snow storage?

A: Jason Peasley: For alley maintenance and snow storage needs, we need for 500 SF snow storage. Could that space be doubled as open turf in the summer, spring, fall to double utilization of space to meet alley snow storage needs? Suggest working through this at staff level.

Q: Robin Crossan: Would it make any sense to consider a regional park next to the school site?

A: Jason Peasley: Yes. Part of the concept of locating a sports facility on the western edge of Brown Ranch, is for it to be near or adjacent to SSSD property. YVHA has not recently discussed this with SSSD and needs to follow-up.

Q: Joella West: When you reference loss of 60-120 housing units related to the public safety training facility, does that include the “ghost blocks?” (land that could be developed but does not currently have housing planned on it)

A: Jason Peasley: “Ghosted blocks” are a function of two issues. Some have topography and are more difficult, though not impossible, to develop. The blocks in the northern part of Neighborhood C provide flexibility in the plan to accommodate a small amount of lost capacity. Allows us to be flexible and adjust to density changes. If demand is higher and economic conditions make it possible to develop more Single Family Detached housing, there would be land to accommodate that (since it takes up more land).

Q: Robin Crossan: Can you provide a community or two where greenways can be successful so we can look them up?

A: Meredith Wenskoski: The Central Park community in Denver has a variety of open spaces and corridors.

Next steps: YVHA to work through parks & open space concepts with YVHA Board of Directors. YVHA will follow up with full proposal.

4. Draft Annexation Agreement

- No new language added to draft Annexation Agreement.
- Alley maintenance language is close.

5. BRAC Agenda Topic Schedule

Jason Lacy acknowledged that the BRAC process started in January 2023, with the intent to conclude in June 2023. While there has been a lot of great education around the issues, not many decisions have been made. Prior to the 4/12/23 BRAC meeting, Jason Lacy, Gary Suiter, and Jason Peasley met to discuss ways to facilitate decision-making.

Following robust conversation, BRAC decided on the following:

- Keep 4/26 meeting on Traffic Impact Study as planned.

- Starting May 10th, YVHA will produce a full draft Annexation Agreement with Fiscal Impact Study based on assumptions in YVHA’s proposed Annexation Agreement. This process will enable BRAC to look at costs, impacts, and language. This allows for a holistic approach to negotiating and could advance conversations in productive way. To ensure that community members understand this working draft of the agreement is NOT a final decision, YVHA will label drafts as “YVHA proposed DRAFT.” Gary Suiter clarified that once annexation is at point of considering agreement for adoption as ordinance, the process needs to shift back to City of Steamboat Springs legal team.

BRAC committee acknowledged that in order complete negotiations by June 2023, meetings should be extended or added to the schedule. Proposed schedule:

- April 26, 2023 - Traffic Impact Study
- May 10, 2023 (extended to 5 hours)
 1. Affordability measures (YVHA presentation)
 2. Sustainability measures (YVHA presentation)
 3. Annexation Agreement + Fiscal Impact Study
- May 24, 2023 (extended to 5 hours)
 1. Post annexation land use approval
 2. Annexation Agreement + Fiscal Impact Study (continued)
- June 7, 2023 (Jason Lacy unable to attend)
 1. Legal challenges, referendum, etc. (lead by Dan Foote)
 2. Follow-up items on Fiscal Impact Study and Annexation Agreement (co-chaired by Gary Suiter and Jason Peasely)
- June 23, 2023 (to replace the 6/21/23 meeting)

Note: Regarding affordability requirements, need to meet baseline requirements of West Steamboat Springs Area Plan. YVHA will talk to Dan Foote about procedural requirements.

6: Communications and Public Outreach Update

Robin Schepper, BRAC Outreach, shared the following updates:

- Estimated 60 people attended the March 2023 BRAC townhall meeting
- Next townhall is scheduled for May 4th. Presentation topics will be broader, including an “annexation 101.” It would be helpful for City and YVHA staff to attend to answer questions.
- Sheila Henderson has been spearheading meetings with community groups including: Chamber Board of Directors, Rotary clubs, Steamboat Springs School District staff meetings. Trying to go to as many organizations as possible and have open conversations about Brown Ranch and annexation.
- 20-40 year-old demographic has been missing from conversations. Sheila and Robin are trying to have 1:1 conversations to try to reach that demographic, including going to places of employment.
- Brown Ranch informational content regularly added to City and YVHA websites.
- Time spent: 70 hours combined in March 2023.

Questions and Discussion:

- In response to a question from Robin Crossan, Robin Schepper clarified that all comments received during the townhalls and direct outreach meetings are added to the City's Engage Platform.
- In response to a request from Kathi Meyer, BRAC outreach team will share the schedule of upcoming outreach meetings so BRAC members can sit and listen.
- BRAC members like the idea of an Annexation 101 Fact Sheet. Needs to be approved by City's legal team.
- Story map to show how Steamboat has grown over the years through many annexations.
- BRAC outreach team will make cards with key talking points for BRAC members to use to help reach people.

B. CURRENT DISCUSSION

7. Fiscal Impact Analysis – deferred until Fiscal Impact Study is complete and has been reviewed by City's economics consulting firm.

8. City Services/Operations/Maintenance – Public Safety

Chuck Cerasoli, City of Steamboat Springs Fire Chief, presented on services provided by Steamboat Springs Fire Department and EMS, focusing on capital and operations expenses. [Note: this meeting summary is not intended to capture the details of the presentation. Please see the [meeting packet materials](#) and the recording at approximately 2:55:00 for additional details.

- *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?*

Note: expenses are based on the original, overstated Brown Ranch population expenses. Numbers can be adjusted to reflect agreed upon population estimate of 6,113 people at full buildout.

- Fire Department Capital Needs:
 - Westside Fire Station:
 - Need identified in the 2021 Fire Department Strategic Plan
 - Fire Station land needs: 2 acres
 - Public Safety Training Center: 3-5 Acres
 - Station: 21,550 sqft estimated at \$1,000/sqft
 - Living Quarters (kitchen, day room, six bedrooms)
 - Offices and Training/Community Center
 - 6 Bays
 - Police needs (office, equipment, and bay space) ~Approx. 2,040 SF
 - 6 Bays
 - Police needs (office, equipment, and bay space) Approx. 2040 SF.

- Apparatus Needs:
 - 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:
 - 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
 - If anticipating 6,000 people in Brown Ranch, need to staff appropriately to serve that population. Do not anticipate reducing service level in mountain or downtown stations. Cannot reduce staffing level of current setup in order to serve Brown Ranch.
 - Proposing 3 people 24/7 at Brown Ranch, not full station (5 people). Crew with multiple roles.
 - Estimated fire costs are proportional to anticipated population at Brown Ranch relative to residents of Silver Spur, Heritage Park, and other communities in the Fire District that are not Brown Ranch.
- Chief Cerasoli reviewed in-depth calculations and assumptions in his [spreadsheet](#).
 - Brown Ranch estimated valuation to analyze 2mil tax for fire district = \$173,000/year.
 - City has intergovernmental agreement with fire district that requires district to contribute 33% of capital items. Operating share is about 26%. Fire District is maxed on mills and is concerned about any increase in cost to them.

Questions and Discussion

Q: Jason Lacy: when does the fire station need to be up and running?

A: Chief Cerasoli: By completion of Neighborhood A

Q: Kathi Meyer: Regarding the financial contribution of the Fire District, the district is already maxed out on 9 mills?

A: Chief Cerasoli: yes.

Q: Kathi Meyer: Brown Ranch is being allocated almost the full amount of capital costs because you cannot get the 33% contribution from the Fire District? But under normal circumstances, the District would be responsible for 33% of capital expenses?

A: Chief Cerasoli: We need to have conversations with the District Board regarding how YVHA, the City, and the District want to handle the cost share.

Q: Kathi Meyer: Regarding phasing, how many units in Neighborhood A and when do we anticipate end date?

A: Jason Peasley: 500 units by 2029-2030.

Q: Kathi Meyer: Is there a sunset on the 2 mills? Could it be bonded?

A: Kim Weber: it could be bonded, but the 2 mills are already allocated to staff and overhead costs.

Q: Kathi Meyer: City's grant team has been very successful. What do you expect in terms of grant opportunities?

A: Chief Cerasoli: in past 5 years, City has been very successful in receiving grants for apparatus. Has not been very successful in federal grants because funders focus on replacing old apparatus and existing systems, not expansion apparatus. Doesn't mean we cannot and shouldn't try. There are fire station construction funds available in new funding programs.

Q: Kathi Meyer: Can you educate us any further on insurance ratings and ISO?

A: Chief Cerasoli: we are being reevaluated and will be able to share more specifics after that conversation.

Q: Kathi Meyer: There is an expectation that Brown Ranch will have a similar service level than the rest of the City. Isn't a high number of calls from mountain area due to injuries during winter and hot spots in downtown commercial area? Do you see lower needs, especially with first 500 units at Brown Ranch?

A: Chief Cerasoli: yes, that is why we are proposing a 3-person crew to handle an initial response rather than a full crew like the other stations.

K: what's the highest building we have proposed at Brown Ranch? I am shocked we need a 100' ladder truck.

A: Jason Peasley: 4-stories Chief Cerasoli: ladder truck serves multiple purposes that we utilize quite a bit.

Q: Robin Crossan: if we chose not to build anything on the west side of town, what is the driving time for a first responder to Brown Ranch from downtown?

A: Chief Cerasoli: Do not have exact numbers available right now, but a drive-time analysis can be found in the strategic plan.

Q: Leah Wood: When is west side fire station anticipated to be needed without BR?

A: Chief Cerasoli: Strategic Plan identifies the need by 2026-27.

Discussion:

Leah Wood noted that YVHA needs to be credited for value of land contemplated to be donated for fire station, especially if it's improved land.

Robin Crossan expressed appreciation of Chief Cerasoli's review of staffing and creative approach. Thinks it is a good compromise. Appreciate the station is scaled for growth in additional staffing to accommodate flexibility and future needs.

Jason Peasley: YVHA understands there is significant benefit to having west side fire station located at Brown Ranch.

Next steps: Work with Steamboat Springs Fire Area Protection District.

Interim Police Chief Mark Beckett presented on services provided by Steamboat Springs Police Department with a focus on operational and capital expenses.

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

Level of service/operations needs determined by analyzing calls for service + metric provided by FBI based on population and minimum number of shifts covered and minimum number of officers per unit. Estimate increase in 5,100-5,200 calls for service annually.

Staffing would be phased. 6 FTE needed at end of phase 1 and 6 officers at beginning of Phase 3. Takes 2 years to recruit and fully train an officer.

Multifamily housing: calls tend to be related to parking, animals. Not asking for sergeants, evidence techs, etc. Focus on minimum officers needed to maintain service levels and administrative support.

Capital costs:

- Additional Up-Front Equipment: \$148,250
- Vehicles \$563,000

- Station: \$2,040,000

Total 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

Discussion Questions:

- *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?*

Questions:

Q: Leah Wood: I understand you have a community policing strategy. Have you considered utilizing space decentralized in the community (satellite office model) for drop in office space?

A: Mark Beckett: We have discussed this concept in general, but it is challenging because equipment has to be secured: firearms, computers w/records, vehicles w/temperature sensitivity, etc. Police Department needs a centralized location for this level of security. Need 4 desks and workstations for officers + supervisor office. PD use of proposed public safety building at Brown Ranch are as small as possible to serve the community.

Q: Robin Crossan: Phasing

A: Mark Becket:

Q: Jason Peasley: current level of service in City is less than what is anticipated at Brown Ranch. Why is there a significantly higher cost per household for PD service, especially since Brown Ranch won't have as many calls associated with bars, tourists, etc.

A: Mark Beckett: Per capita cost is based on population of Steamboat Springs. Empty households or STRS are difficult to quantify. The only way to provide an anticipated level of service at Brown Ranch is based on the estimated population at Brown Ranch. This proposal includes the barebones staff needed to maintain existing level of service. Society in general likely underestimates the cost of providing public safety service to communities.

Q: Robin Crossan: if you were fully staffed today, how many officers per shift?

A: 4 officers for a population of 13,000.

D. Public Comment [11:30 am; 2:39 in meeting recording]:

Doug Klingemann: President of Steamboat Soccer Club and Vice President of Steamboat Sports Barn. 1,500 local kids represented by coalition, not including all the adults who participate in activities. Sports

Barn has had great conversations with City's Parks & Rec department and more recently with YVHA about building the Sports Barn on the Brown Ranch property. Sports Barn is here to help develop facility, pay for it, and provide huge community asset. Soccer Club is here to help develop and maintain some fields to help. Group is a leader in community. As it grows, Sports Barn can be representatives of 1500 kids at school who don't have chance to speak to you today.

Meeting summary prepared by Emily Katzman, YVHA Development Project Manager
April 12, 2023