

Brown Ranch Annexation Committee (BRAC)
Wednesday, April 26, 2023
Meeting Summary

Attendance: Robin Crossan, Gail Garey, Gary Suiter, Michael Ann Marchand, Kathi Meyer, Jason Peasley (BRAC); Jason Lacy (third-party facilitator); Tom Leeson, Jamie Malone, Jon Snyder, Rebecca Bessey, Dan Foote, Chuck Cerasoli, Matt Barnard (City staff); Emily Katzman (YVHA staff) Robin Schepper (BRAC outreach)

A. PRIOR MEETING RECAP

- 1. Approval of Minutes** – Minutes (the official video recording) from the April 12, 2023 meeting were approved unanimously (first by Kathi Meyer, second by Gary Suiter)

- 2. Exactions/Dedications of Land**

Jason Peasley provided an update related to the land dedication requests discussed during the April 12, 2023 BRAC meeting. These updates are based on feedback from the YVHA Board of Directors.

- YVHA will agree to provide adequate space for the Fire and Police station. Working with City staff to determine the right location and right amount of space in Neighborhood A.
- YVHA updated its Parks, Open Space, and Trails concept plan to meet the level of service outlined in PROSTR and based on the estimated population of 6,113 people at full build-out.
 - The new plan provides 70 acres of parkland and 125 acres of open space within the 420 acres subject to annexation.
 - Regional Park: The YVHA Board did not support this land dedication issue due to the opportunity cost and loss of housing. A 46-acre park would result in the loss of an estimated 480-500 housing units.
- Public safety training facility: YVHA Board is not supportive of exploring opportunities to deliver land to the City for a public safety training facility, due to the incompatibility of use and opportunity cost of an estimated 100 housing units.
- DRAFT Annexation Agreement: YVHA is working to finalize the DRAFT Annexation Agreement to share with BRAC in advance of the May 10th meeting. The assumptions and provisions in the draft agreement will be incorporated into the Fiscal Impact Study for direct comparison. YVHA is also soliciting feedback from prospective private development partners on the draft agreement.

Gary Suiter provided an update from the City staff: Economics firms RCLCO and EPS are working with the Steamboat Springs Police Department on cost of service assumptions for the Fiscal Impact Study.

Robin Crossan provided an update following a City Council executive session:

- City Council will put the land dedication request for the public safety training facility “on the backburner” but is not happy that YVHA isn’t further exploring it as an option.

- City Council is very concerned about not having space (46 acres) for a regional park. City Council would like to work diligently to make it work, including considering developing the park on land outside the Urban Growth Boundary or offsite of Brown Ranch. Could YVHA get land near Brown Ranch donated and dedicated to the City? We want to be equitable when we talk about who is giving what. City Council is aware of challenges re: slope, parking needs for ballfields, impacts to neighborhoods, etc.
 - Kathi Meyer asked about City-owned land on the north side of Bob Adams Airport.
 - Jason Peasley responded that YVHA understands the regional park is a concern and a desire from the City. YVHA is providing 70 acres of parks that meet the level of service in the PROSTR plan and sees an additional 46-acre park as a “want” not a “need.”
 - Matt Barnard, Parks & Recreation Development Manager reviewed staff recommendations shared with City Council during executive session. Reduced the regional park size from 46 acres to 40. YVHA could consider smaller regional parks with ballfields to cumulatively get to ~40 acres.
 - Next steps: Parks & Rec/YVHA to meet internally. If there are still areas to negotiate, bring it back to BRAC.

3. BRAC Agenda Topic Schedule

- May 10, 2023 9 am – 2pm
 1. Affordability measures (YVHA presentation)
 2. Sustainability measures (YVHA presentation)
 3. Annexation Agreement + Fiscal Impact Study
- May 24, 2023 9 am – 2pm
 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 Peasley)
- June 23, 2023 (to replace the 6/21/23 meeting)

Note: anticipate revisiting traffic conversation on either June 7 or June 23.

4. Communications and Public Outreach Update

Robin Schepper, BRAC Outreach, shared the following updates:

- Continued meetings with community groups: rotary clubs, Routt County Republicans, etc.
- Brown Ranch Town Hall is scheduled for May 4th. It will be an “annexation 101.”
 - BRAC indicated that we should use the town hall as an opportunity to solicit community feedback on the parks & open space plan at Brown Ranch.

- In response to a question from Robin Crossan about what kind of support is needed for town halls, Robin Schepper asked for Board members and key staff members to attend.
- Robin Crossan: General public comment is always good, but we should try to hone in on 2-3 questions to get specific feedback.

B. CURRENT DISCUSSION

5. Traffic Impacts and Infrastructure

Jon Snyder, City of Steamboat Springs Public Works Director, presented high-level questions and methodology associated with traffic impacts and infrastructure needs at Brown Ranch. [Note: this meeting summary is not intended to capture the details of the presentation. Please see the recording at approximately 41:30 for additional details.]

Discussion focuses on offsite infrastructure (US40 and collector roads between 13th St. and CR 42), not the street infrastructure within the Brown Ranch Development.

Intersection Improvements: At some point in the future, these intersections will need “capacity improvements” (how do we get more vehicles through the intersection?)

- US 40 & Elk River Rd. – Intersection expanded in 2018. Will need additional westbound lane at some point in future.
- US 40 & Downhill Dr. – City’s design and right-of-way work nearly finalized; CDOT bidding project and plans to construct improvements over next two summers.
- US 40 & Slate Creek Rd. – This is the gateway into Brown Ranch. Will require a stoplight and might need 2 through-lanes onto US 40.
- US 40 & CR 42 – SSSD recently installed traffic signal. At some point, will need 2 through lanes in each direction to US 40.
- Elk River Rd. & Downhill Dr. – May need to add auxiliary turn lanes.
- Gossard Pkwy & Downhill Dr. – May need to add all-stop intersection.
- Gossard Pkwy & CR 42. – Will be constructed as Brown Ranch builds out.

Highway 40 widening. – Traffic Impact Study shows US 40 west of Dream Island needs to be widened regardless of if Brown Ranch happens, though Brown Ranch will accelerate those projects. Anticipated improvements:

1. Dream Island Plaza to Elk River Road
2. Elk River Rd. to Downhill Dr.
3. Downhill Dr. to Slate Creek Rd.
4. Slate Creek Rd. to CR 42

In the next month, staff intends to deeply analyze when these improvements need to occur so we can plan financially.

Methodologies to assess costs for projects with shared costs (“shared” = projects with multitude of developments driving the need for improvement):

1. “No adverse impact” – used in Steamboat 700 annexation. Developer must do whatever it takes to keep level of service the same. Requires substantial investment on behalf of the developer because it doesn’t account for contribution from background traffic.
2. “Incremental impact” – used in Brynn Grey annexation. Analyzes background traffic and determines how a development adds to existing impact. Developers’ costs are commensurate with impact.

Developer Responsibilities:

- Brown Ranch is solely responsible for funding and constructing their access points including:
 - US 40 and Slate Creek Rd.
 - Gossard Pwky. and CR 42
 - Road TBD and CR 42

Other considerations:

- CR 42 from US 40 to Brown Ranch’s northern intersection:
 - Will this be a County road or a City street upon annexation?
 - Should it become a City street, require Brown Ranch to upgrade it to multimodal standards (bike lanes, sidewalks).
- Northern connection to CR 129:
 - Do not require construction of this road with this annexation (a lot of road of comparatively little traffic benefit).
 - Only require dedication of right-of-way to northern property boundary (consistent with CDC).

Funding Possibilities:

- Grants: assume that we cannot rely on grants for road improvements, but here are options:
 - Federal stimulus
 - FASTER safety grants
 - Hazard Elimination grants
 - Multimodal Options Fund grants
 - DOLA mineral severance grants
- Jon Snyder – thinks YVHA might have better shot at receiving CDOT grants to widen US 40 than City.
- CDOT/Regional Priority Program – US 40 improvement costs are so significant, we must count on support from CDOT to make them possible.
- City Capital Improvement Plan
- YVHA – STR tax revenue

Key Questions and Discussion:

1. *What cost assessment methodology are you comfortable with for transportation improvements with **shared** costs? “No Adverse Impact” “Incremental Impact” or other?*
 - Robin Crossan: City Council is comfortable with “incremental impact” approach Caveat: need to be sure everyone agrees on the numbers.
 - a. Jason Peasley: On behalf of YVHA: agreed. Since YVHA is dedicated to providing 100% affordable housing, it can open the door to utilize STR tax revenue for local contributions that can hopefully advance CDOT funding.

2. *Are you comfortable with staff’s recommendation that Brown Ranch be 100% responsible for:*
 - *US 40 & Slate Creek Rd.*
 - *Gossard Parkway & CR 42*
 - *Road TBD & CR 42*
 - *CR 42 multimodal improvements*

 - a. Jason Peasley: YVHA anticipated responsibility for the three road improvements but did not anticipate the CR 42 multimodal improvements. Suggested that as adjacent development occurs, those improvements would be made and funded by Brown Ranch. Jon Snyder agreed and clarified: we don’t want multimodal improvements on US 42 unless there is somewhere safe for people to go (nuance in development review process).
 - b. Jason Lacy: how specific do we need to be regarding multimodal improvements of CR 42 in the annexation agreement?
 - Jon Snyder suggested it should be included in the agreement. How it is handled also depends on how County Commissioners respond. The BCC may ask the City to take CR 42.
 - Add to list of potential use of STR tax revenue.

3. *Are you comfortable dedicating right-of-way for a northern connection to CR 129?*
 - a. Jason Peasley: Suggest dedicating a blanket easement to City that can be convertible to right-of-way with location to be determined.

4. *Timing of payments for shared costs:*
 - a. Up front (ie at annexation)
 - b. Prior to each phase
 - c. At development approval
 - d. At building permit approval

YVHA and City both comfortable with options C and D depending on type of development.

Next Steps:

- City staff will continue to review and analyze Traffic Impact Study.
- City and YVHA will collaborate to develop a spreadsheet identifying cost of projects, timing, and percent contribution from YVHA.

- City to solicit third-party peer review of Traffic Impact Study. Purpose: all must be convinced that assumptions are correct. Jon confirmed that peer review will be complete in time for June follow-up meeting.

Questions:

- Q: Kathi Meyer: Clarify Downhill Drive improvements.
A: Jon Snyder: Initial intersection improvements are already planned and funded by the City and CDOT and will be built over the next two summers. 15 – 20 years in the future, will need an additional westbound through lane. The impending improvements are designed in a way to facilitate the expansion in 15-20 years.
- Q: Kathi Meyer: Acknowledging that improvements to US 40 are needed whether or not Brown Ranch happens, what is the City anticipating on its 6-year Capital Improvement Plan?
A: Jon Snyder: Signalized intersection at Indian Trails & US 40. Not included in Brown Ranch Traffic Impact Study.
- Q: Jason Peasley: Is there an opportunity to create priority for bus transit, bike lanes, as we contemplate widening US 40? Can we incentivize the multimodal shifts that we want to see?
A: Jon Snyder: absolutely.

C. NEXT MEETING

- Affordability/Attainability of Housing
- Sustainability Measures
- Draft Annexation Agreement
- Draft Fiscal Impact Analysis

Review of Draft Annexation Agreement:

- Jason Lacy suggested BRAC start by focusing on where there is agreement to identify which items require more conversation and negotiation.
- Robin Crossan: suggested using “green, yellow, red” methodology to identify progress made. The BRAC group generally agreed with this approach.

Fiscal Impact Analysis: YVHA and consultants will make a presentation, be prepared for questions on assumptions, and a discussion regarding which party is responsible for what and how it will be funded.

Robin Crossan: Indicated City Council gets many questions about live-work units at Brown Ranch. Was there any consideration for this use at Brown Ranch?

- Jason Peasley: yes. Will provide more detail in a future meeting.

D. PUBLIC COMMENT

Public comment was held at 10:18am. There was no public comment.