

**TOWN OF LYONS  
BOULDER COUNTY IGA TASK FORCE MEETING**

WORKSHOP MEETING  
LYONS TOWN HALL, 432 5<sup>TH</sup> AVENUE, LYONS, COLORADO

**ZOOM LINK:**

<https://us02web.zoom.us/j/82051695817?pwd=BDRfQUVjLSazYoJZMLpO6bSawatthm.1>

**AGENDA  
JUNE 26, 2024**

**12:00 PM – 1:30 PM**

I. Roll Call

II. Approve Agenda

III. Approve Minutes From June 18 Meeting

Documents:

[DRAFT - IGA TASK FORCE MINUTES AND ATTACHMENTS - 6.18.24.PDF](#)

IV. Opening Comments/Direction From Chair

IV.1. Review Mission Of Task Force

Documents:

[IGA TASK FORCE MISSION V1.1.PDF](#)

IV.2. Summarize Data Requested And Materials Received

Documents:

[BLUE LINE MUNICIPAL CODE INFO.PDF](#)  
[DEFINITION HIGHERS BEST USE V1.PDF](#)  
[LYONS HOUSING DENSITY DATA DRAFT 1.PDF](#)

V. Task Force Member Site Visit Discussion

V.1. Key Observations

V.2. Questions

V.3. Additional Data Requirements?

VI. Presentation On Annexation Process

Documents:

[ANNEXATION PROCESS OVERVIEW LYONS 6.25.PDF](#)

VII. Presentation On Mixed-Use Developments

Documents:

MIXED-USE PRES FOR IGA TASK FORCE (PAB).PDF

VIII. Summary Of Action Items

IX. Set Agenda For Next Meeting July 1, 2024

X. Adjournment

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BOULDER COUNTY IGA TASK FORCE MEETING**

WORKSHOP MEETING  
LYONS TOWN HALL, 432 5<sup>TH</sup> AVENUE, LYONS, COLORADO

**ZOOM LINK:** <https://us02web.zoom.us/j/82051695817?pwd=BDRfQUVjLSazYoJZMLpO6bSawatthm.1>

**AGENDA  
JUNE 18, 2024  
12:00 PM – 1:30 PM**

- I. Roll Call Julie Jacobs, Charles Stevenson, Wendy Miller, Martin Soosloff, Sonny Smith, Cindy Fisher, Douglas Mathews, Jen Wingard, Dave Hamrick (BoT liaison), Barney Dreistadt (PCDC), Andrew Bowen (staff liaison), Hannah Hippely (Boulder County liaison), Cassidy Davenport, Victoria Simonson
- II. Approve Agenda –Motion and second to approve agenda – approved unanimously
- III. Approve Min from 13-Jun Meeting – Motion and second to approve - approved unanimously
- IV. Opening Comments / Direction
  - a. Clarify mission of Task Force (from Chair) – Comments from Chair regarding last meeting, considering how to approach this task. Outline simple, clear objectives within our scope, focus on a “smart” look at IGA. How do we as a group of non-experts make actual determinations about properties? We don’t – we are not making determinations about properties, we are looking at the IGA document, reviewing the information we can gather to inform ourselves, and determining if we think some of the decisions need to be revisited or reconsidered for specific reasons. Why are the changes there and what was considered in those decisions? Clarification of what the IGA is and how we communicate this to our neighbors/community - One-pager is in the works to help accomplish this. Martin S. – continue to consider “highest and best use” for each parcel for each area and each part of town. Be sure risks have been properly considered for each parcel. Recognition that we are at different levels of understanding about the IGA and the negotiation process, ensure we all have the same basic information upon which to base conclusions. Identify how we will gather citizen input, with the understanding that there will be ample opportunity for this once there is a new draft based on our limited input. We don’t need to get to every person, we need a sample from each of our respective areas. Douglas shared a document with the mission of the task force outlined (attached) revisions to language were discussed to try to eliminate binary “yes or no” choices, focus on factors that need to be changed rather than agree or disagree with each decision that was made.
  - b. Clarify IGA defined summary (what it is, what it is not) – Members will review and provide feedback by next meeting.
  - c. Task Force Member comments – Wendy – discussion of how Comp Plan was developed and what it means – it reflect what citizens said they want in town. IGA is an agreement with BoCo to find ways to work together and accomplish joint goals for these properties. It is a “joint comp plan” in some ways, but they don’t have to match up exactly. There are many steps beyond just including a property

in the planning area. Hannah – adopted Comp Plans are advisory only; an IGA is a binding legal agreement. Our job would be to identify significant conflicts to the BoT if we see them and to have them reconcile these differences. Andrew reminded us to look at the Comp Plan as a whole – every goal and every interest, not just certain specific ones, it is a balance of several goals and strategies. Task force might seek additional information about the Comp Plan, perhaps a presentation from some PCDC members to talk us through this. Dave and Barney are very familiar with the Comp Plan – it is intended to reflect community input at one point in time and to be a living document that is revisited periodically. Dave also noted that the focus is on what properties to consider for development and general considerations of what kind of development should be there. Wendy – consider what properties would be good for other things – utilities, water towers, fire mitigation, things other than just development.

Discussion of the specific uses identified in the IGA – Andrew explained that we have goals for affordable housing. We don't have our own housing authority, so they put specific restrictions (inclusionary zoning) to set expectations for developers on what can be developed. Trying to align the goals for affordability with future annexations and developers – seeking balance in how things are developed.

Hannah – questioning the importance of referencing the prior IGA in our considerations, they were not referencing the old IGA in the changes that were made, it is a newer vision based on current conditions. Doug argues that it is relevant to understand what has changed and get an idea of why it changed. Also need to remember – the last IGA was created before the flood – it is literally a different world today so there will necessarily be differences.

**V. Task Force Workshop discussions topic: MAPS**

- a. Review detailed town maps of w/ IGA areas and related details – Engaged in a review of packet of maps assembled by Doug (will be posted with minutes). Discussed density and reminder that density can look very different with the same density – 6 single family homes versus 3 with ADUs. Also a reminder that these are not the only 3 options for density (we only have 3 listed and 3 in the draft IGA.)
- b. Discuss locations / overlay map options - Hannah noted that the County can offer any overlay map we need. Blue line discussion – wants us to be aware that when those maps were drawn, steep slopes and geologic hazards were major considerations in these decisions, especially Boone and Connor parcels. Also noting that there are many properties above the blue line currently with town water and no water pressure issues so this is not an impermeable boundary.
- c. Prep for physical tour (6-8:00PM 18-Jun) – Will take 2 vehicles to minimize footprint. Meet at Town Hall at 6:00 to ride together, will start on north side, head south then east.

**VI. Summary of Action Items**

- a. Review the one-pager and provide feedback to Doug or at next meeting.
- b. Identify any additional maps or overlays we want to review at future meetings.

**VII. Set Agenda for Next Meeting – Follow up on tour; identify specific areas of focus for our recommendations (may be a later topic); rate the “developability” of each parcel and important considerations; Mayor will do brief presentation on what went into draft IGA; finalize one-pager.**

VIII. Schedule Future Meetings (with public comments) 6/26; 7/1; 7/9; 7/16 – all from noon – 1:30 at Town Hall other than the 7/1 meeting, which will go from 12:30 – 2:00. 7/23 and 7/30 - times TBD perhaps evening for community input.

IX. Adjournment – 1:30 PM

**“The Town of Lyons will not discriminate against qualified individuals with disabilities on the basis of disability in its services, programs, or activities. Persons needing accommodations or special assistance should contact the Town at [hr@townoflyons.com](mailto:hr@townoflyons.com) as soon as possible, but no later than 72 hours before the scheduled event.”**

DRAFT

## **IGA Task Force**

### Simplified Definition of IGA and Role of IGA Task Force – Draft V1

*ROUGH DRAFT V1*

#### **What is the IGA and what is the purpose:**

The IGA (Intergovernmental Agreement) between Lyons and Boulder County is a legal agreement that defines the areas of potential growth (through annexation) outside of current town boundaries and defines the general intent of those properties. Within the towns “Area of Interest”, the properties that are eligible to apply for annexation consideration are referred to as the Proposed Annexation Areas (PPA). This does NOT mean that annexation will be granted, and no specific times lines are included for potential annexation of any parcels within the PPA. All annexation applications are the choice of the property owner, and not initiated by the Town.

In short, the IGA is a Land Use focused document that helps to guild the Town’s growth priorities and strategies. **Specifically, the IGA is intended to define what properties might be considered for future annexation and development and generally what should be the nature of that development.**

Further, the IGA may offer clarity on related development priorities and may impose specific requirements related to parcels within the proposed PPAs that help to meet the goals of the town (such as housing density, percentage of affordable housing, and such related priorities of the town).

The IGA does NOT define any specific development plans but helps to guild priorities and areas of focus for the BoT and town staff. Further the IGA does NOT specially address any development activity or opportunities within the town limits.

#### **IGA Task Force Mission:**

The IGA Task force has been assembled to review the Draft 2024 IGA document and related maps that define the Potential Annexation Areas (PPA). Following considerable expression of concern from citizens across Lyons to the initial 2024 Draft IGA and the development process to this plan, the Task Force has been created and charged with making a short-term review of the draft IGA and all related data in order to offer specific or general recommendations to the BoT related to this document.

#### **Who is the Task Force:**

The Seven (7) member Task Force (plus an alternate) were selected, from applications, by the BOT to represent a mix of citizens from across the Town of Lyons who reside in cross section of the various areas of town, includes both home-owners (6 including the alternate member) and renters (2), a local Lyons business owner and is a balanced mix of gender.

#### **How can you, as a resident and citizen, support the efforts?**

If you have specific questions, comments or concerns about the nature of the 2024 Draft IGA, how it was created, the Task Force would welcome that input while we work to complete our review and recommendation to the town BOT.

#### **Next Steps for the IGA:**

Following the Task Force completion of their work, which is targeted to conclude by early Aug or sooner, the BOT will again take up the revision process of the Draft IGA. They may accept or reject the recommendations of the Task Force and will conduct the normal public hearings as they revise, refine and move to adopt an updated IGA which will last for the next 10 years at a minimum.

**IGA Task Force Mission** (updated 18-Jun-24):

- 1) Learn what properties (parcels) are being discussed and the outlined use of each parcel within the Draft 2024 IGA.**
- 2) Understand what changed from prior 2012 IGA to the Draft 2024 IGA in regard to (A) Map and (B) the document itself (tone, direction, goals, etc.).**
- 3) Gain an understanding of what data, process, considerations went into those updates to the IGA map / document.**
- 4) Determine if there are any other properties or areas of consideration we feel need to be ADDED to the IGA?**
- 5) Draft (then edit, debate and agree on) recommendation (in general or specific) to the BOT on what areas of the IGA we feel need to be reviewed, revised or edited, or given additional consideration.**

# IGA Task Force Reference Maps

(Deck updated 17-Jun-24 by DM)

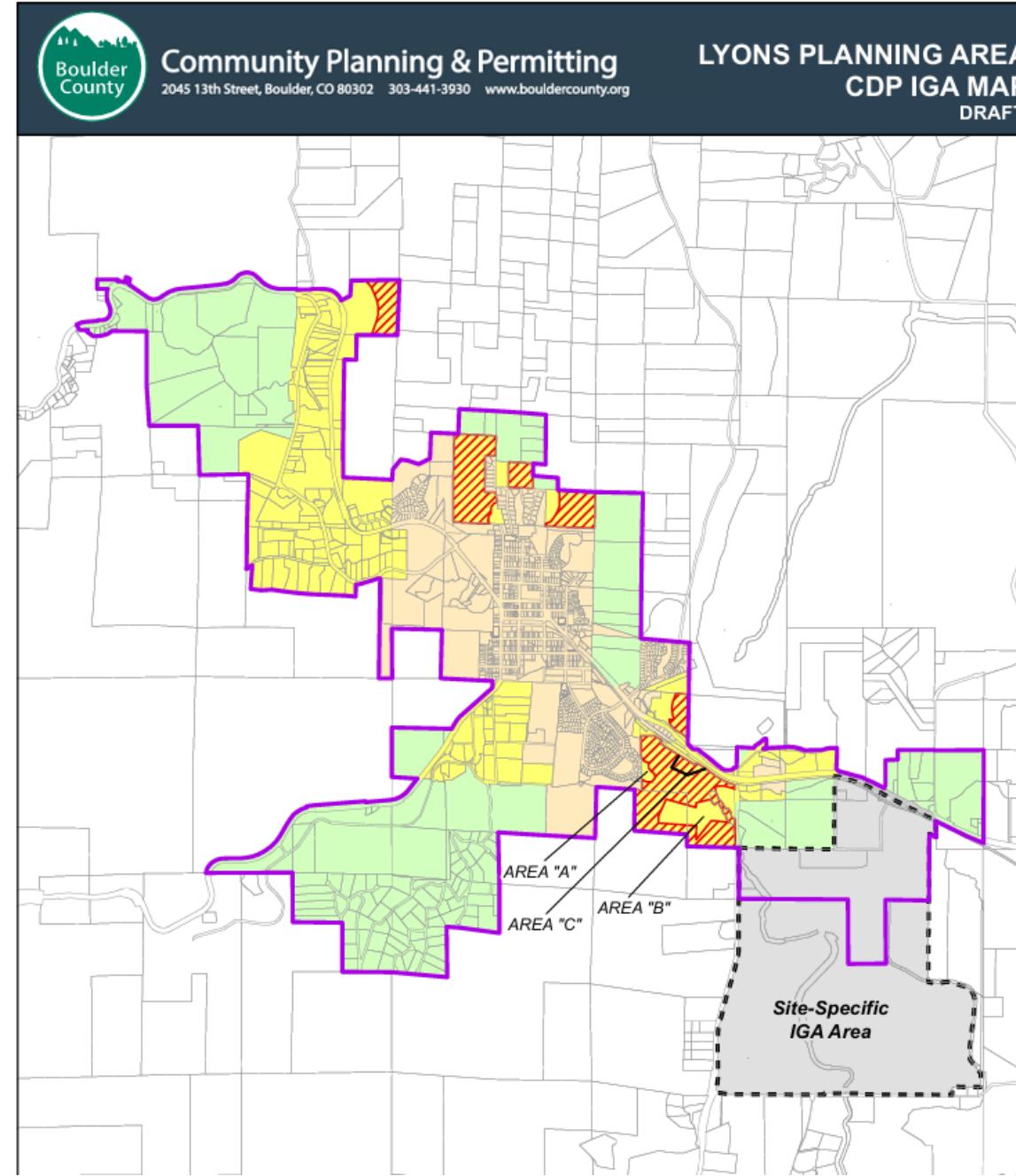
## Table of Content

<u>Page</u>	<u>Map Description</u>
2	2024 Draft IGA Map
3	2012 IGA Map
4	2023 Comprehensive Plan Map
5	Density Definitions
6	Overview of Town with IGA map (missing part of Apple Valley Road)
7	Apple Valley Zoom In Map (missing IGA highlights)
8	North Side – Steamboat Valley
9	Boon Property Zoom-In (as access during tour may not be possible)
10	North Side – Steamboat Valley with “Blue-Line” Overlay
11	East Lyons Overview
12	Loukonen Zoom-in
13	East Corridor Zoom-in

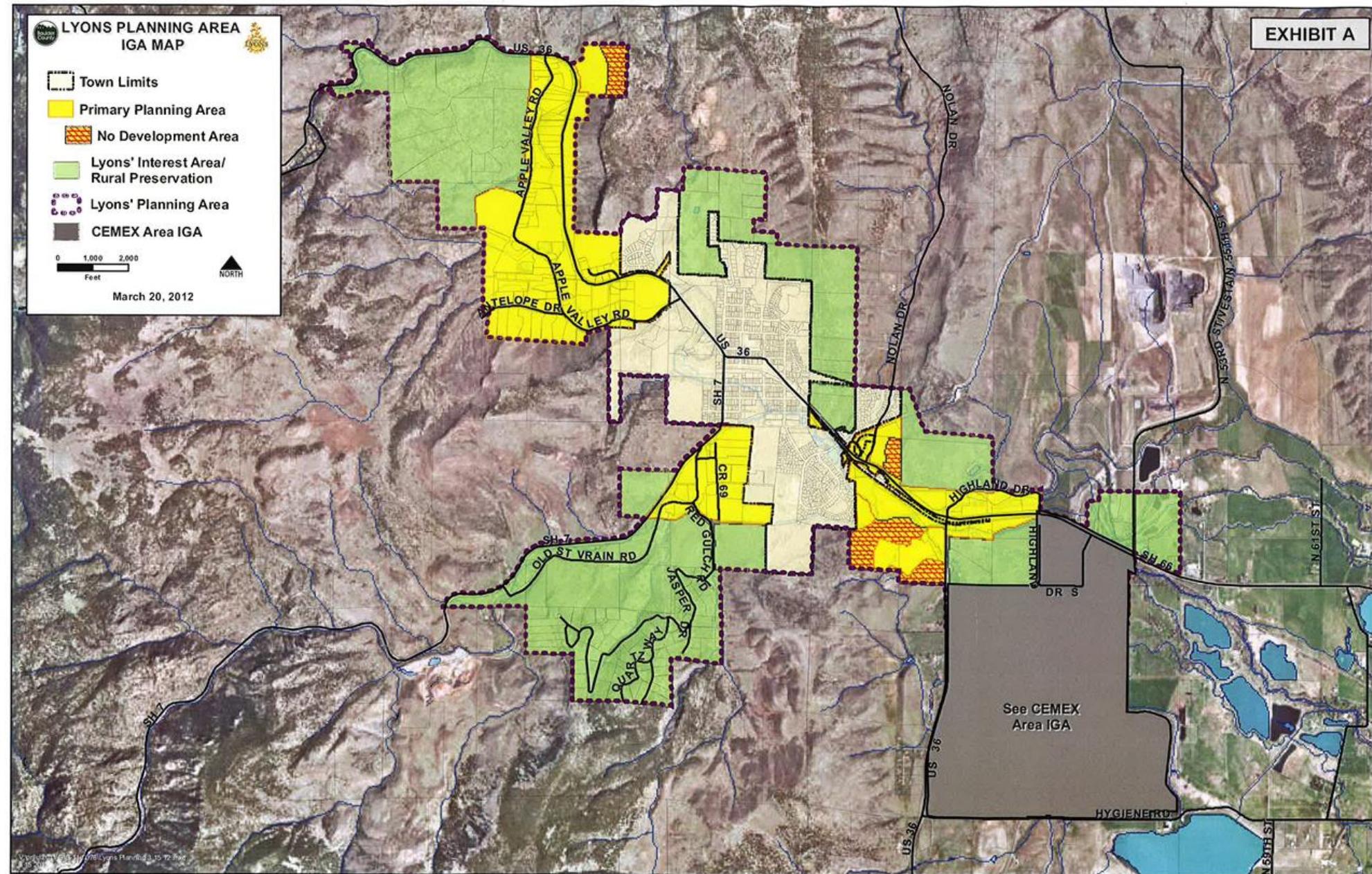
## 2024 Draft IGA Map

IGA Task Force  
Reference Map  
(Updated 17-Jun)

**PAGE 2**



## 2012 IGA Map



## IGA Task Force Reference Map (Updated 17-Jun)

# 2023 Lyons Thrive Comprehensive Plan Map

1. INTRODUCTION    2. GUIDING PRINCIPLES, GOALS, & POLICIES

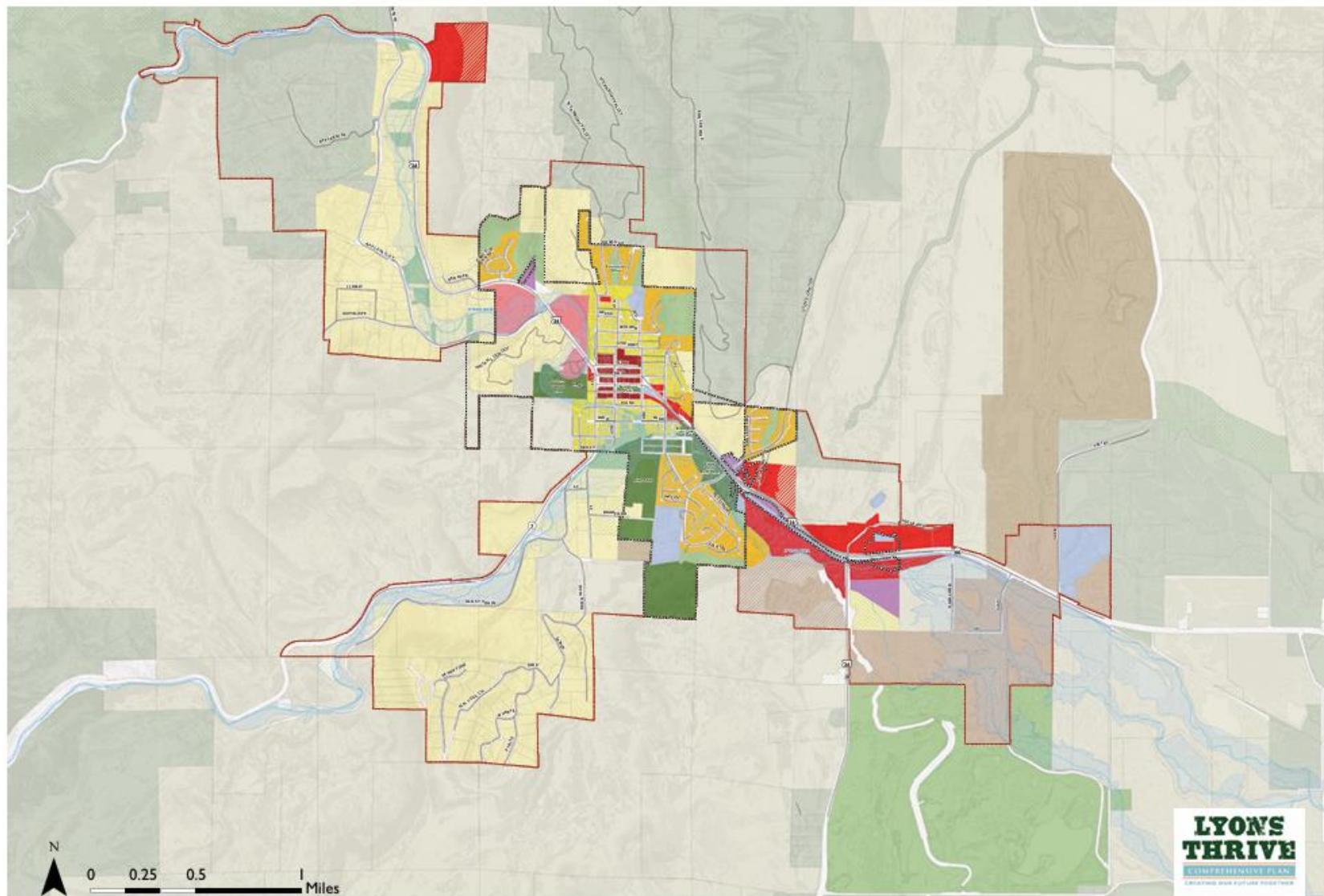
3. FUTURE LAND USE AND THREE-MILE PLAN

4. IMPLEMENTATION

APPENDICES

LYONS PLANNING AREA

## Future Land Use Plan (Map)



### Legend

#### Neighborhoods

- Rural Neighborhoods
- Central Lyons Neighborhoods
- Planned Neighborhoods

#### Commercial/Employment

- Destination Entertainment
- Mixed-Use
- Downtown Mixed-Use
- Light Industrial/Flex

#### Conservation/Recreation

- Agriculture
- Parks
- Open Space and Natural Areas
- Boulder County Open Space

#### Overlays and Other Categories

- Municipal Facilities
- Future Opportunity Area
- Conservation Easements
- 100-Year Floodplain
- Heightened Environmental Sensitivity Area

#### Boundaries

- Lyons Planning Area
- Town of Lyons

IGA Task Force  
Reference Map  
(Updated 17-Jun)

PAGE 4

## Density Definitions

Land Use Definitions from page 2 of formal IGA legal document Draft

**Low Density.** Six units per gross acre (minimum and maximum).

**Medium Density.** Twelve units per gross acre (six minimum and twelve maximum).

**High Density.** Sixteen units per acre gross (twelve minimum and sixteen maximum).

## AGREEMENT

From Page 6 of Draft IGA

### Comparison of the Lyons Thrive Future Land Use Plan and the Proposed IGA

FUTURE LAND USE PLAN	PARCELS	PROPOSED IGA	PARCELS
BOONE	Rural Neighborhoods	BOONE	Low or Medium Density
CONNOR	Rural Neighborhoods	CONNOR	Low or Medium Density
CARPENTER	Rural Neighborhoods	CARPENTER	Low or Medium Density
HAWKINS	Mixed-Use	HAWKINS	Medium or High Density
HARKALIS	Rural Neighborhoods	HARKALIS	Medium or High Density
LOUKONEN	Planned Neighborhood, Mixed-Use, Future Opportunity Area	LOUKONEN	Medium or High Density

## **Lyons Overview**

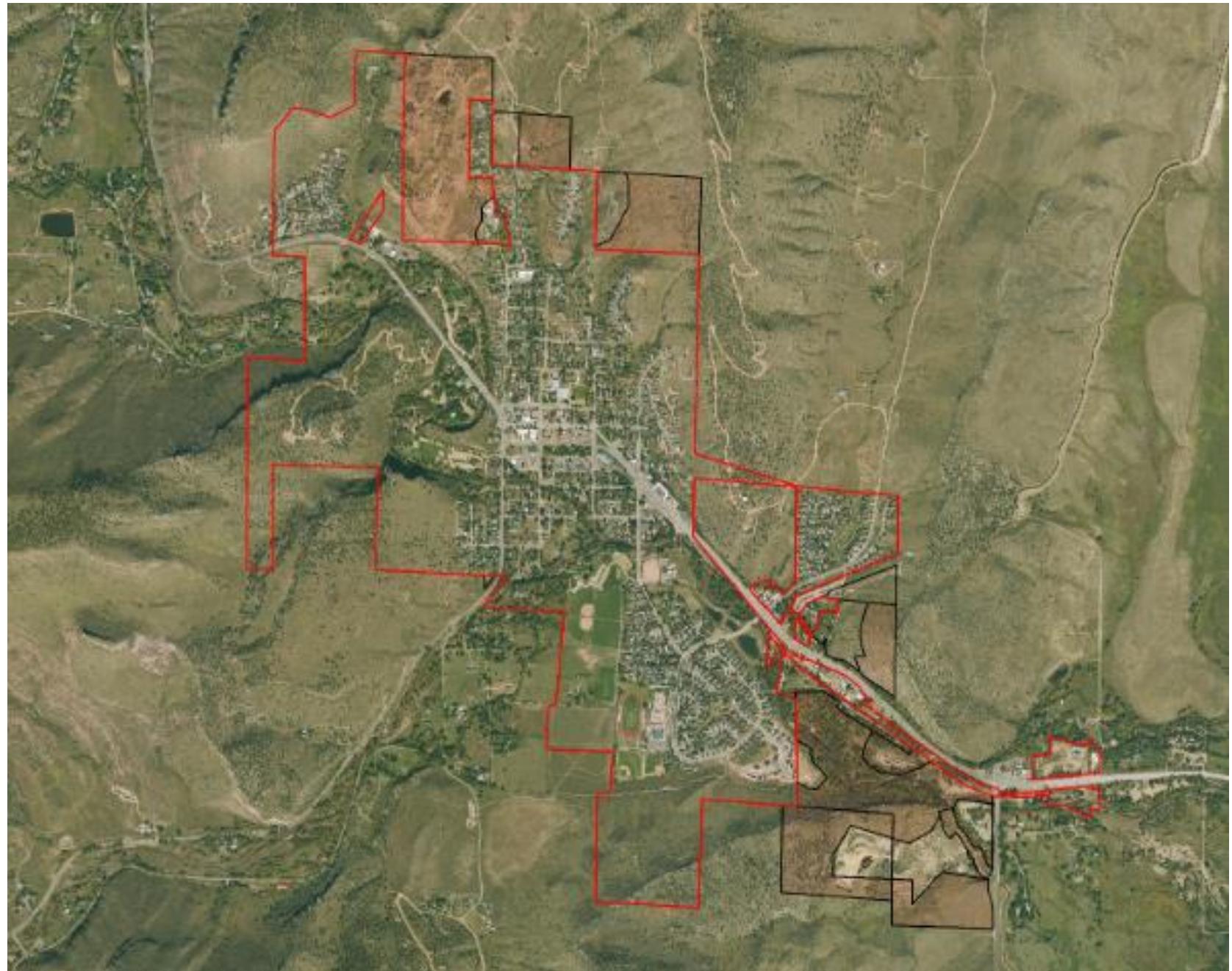
(without Apple Valley – See  
next page)

**Red Line = Town Limits**

**Black line = IGA PAA**

IGA Task Force  
Reference Map  
(Updated 17-Jun)

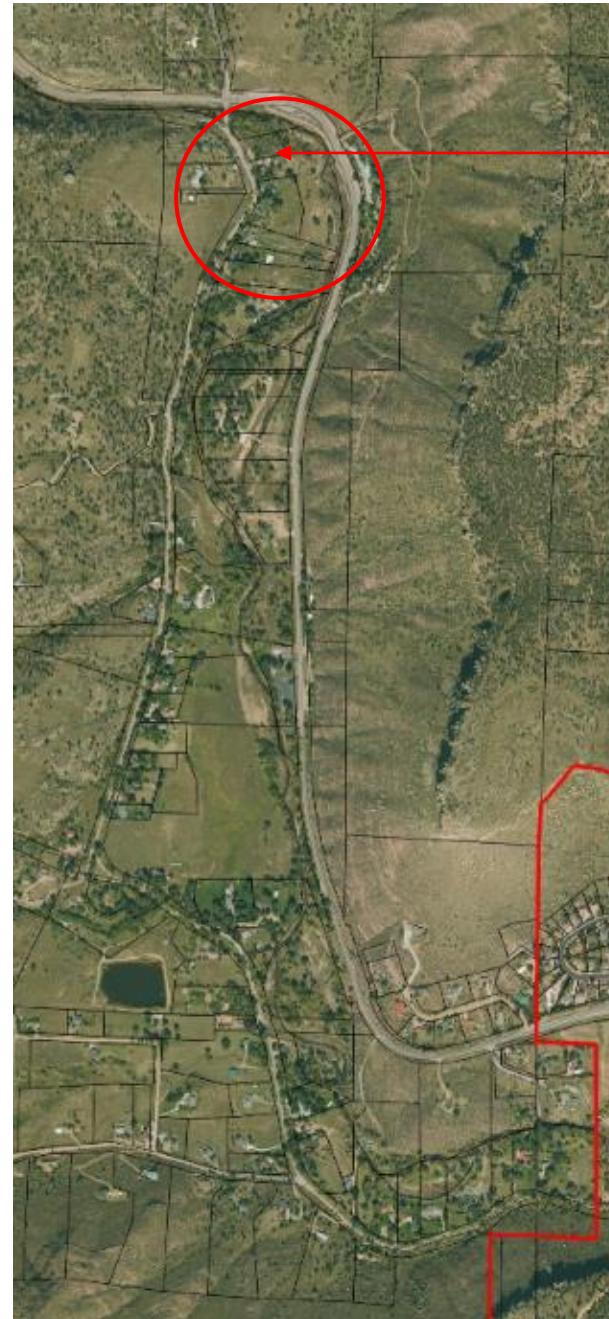
**PAGE 6**



## Apple Valley Road Area (missing IGA Lines)

No changes to Apple  
Valley area from the 2012  
to Draft 2024 IGA Map

IGA Task Force  
Reference Map  
(Updated 17-Jun)



Parcel owned by Town of Lyons (Old  
Water plant / pump station)

## North Side – Steamboat Valley

Red Line = Town Limits

**Bold Black line = IGA PAA**

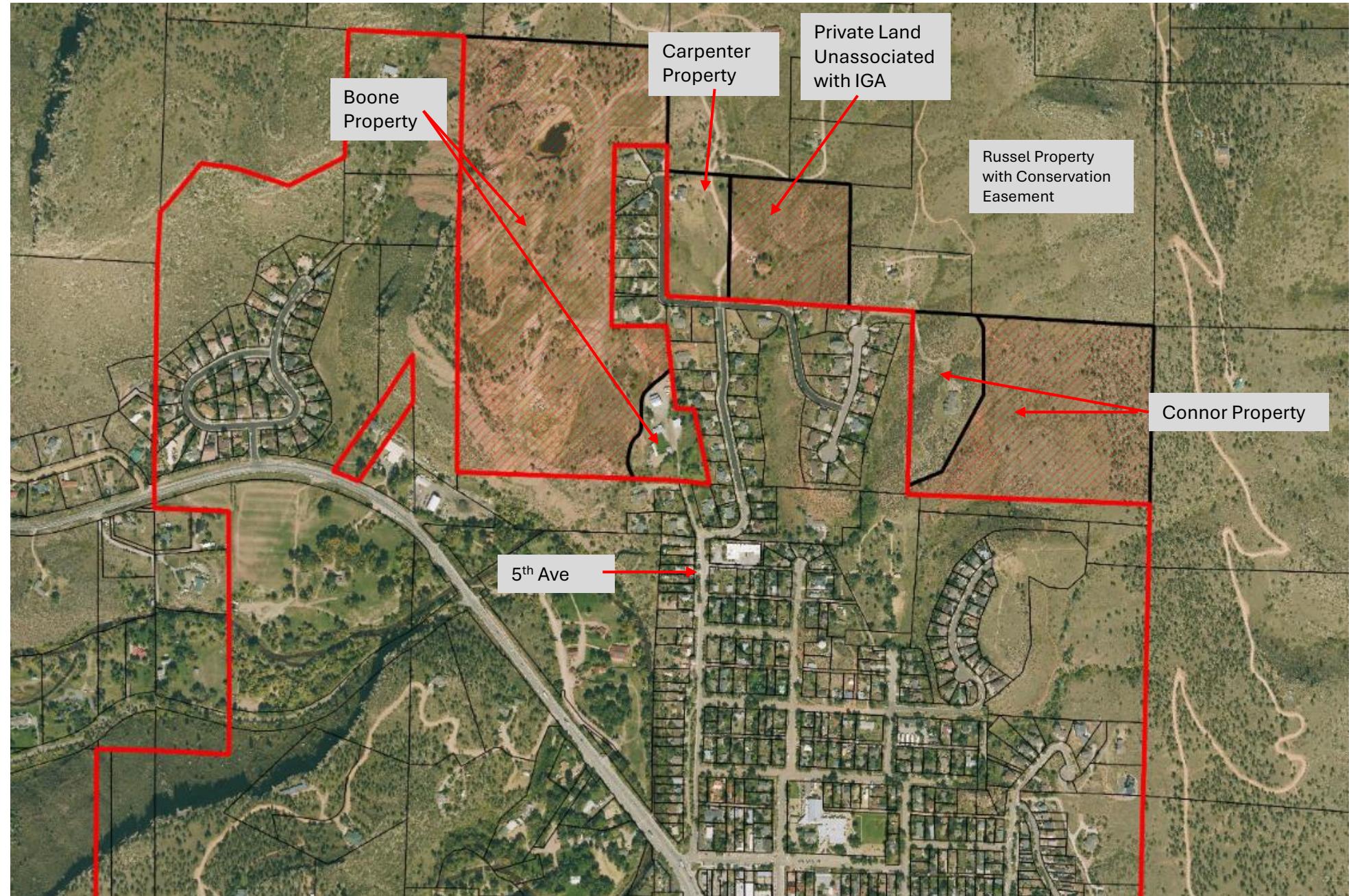
**Thin Black = Parcel lines**

**NOTE:** The Boone, Connor and Carpenter (and neighboring parcel) properties were designated “Rural Preservation” in 2012 IGA to Low/Medium Density (6-12 units per acre) in Draft 2024 IGA

Estimated at approximately 30 (min) to 60 (max) households per each of these parcels.

IGA Task Force  
Reference Map  
(Updated 17-Jun)

**PAGE 8**



## Boone Property Zoom-In

**Draft IGA Proposed Low to Medium Development (Min 6, Max 12 units per acre) over approximately 5 acres (est. 30 – 60 households)**

Approximate Development Area



IGA Task Force  
Reference Map  
(Updated 17-Jun)

## North Side – Steamboat Valley

### IGA Map with Blue Line overlay

#### **Blueline color breakdown:**

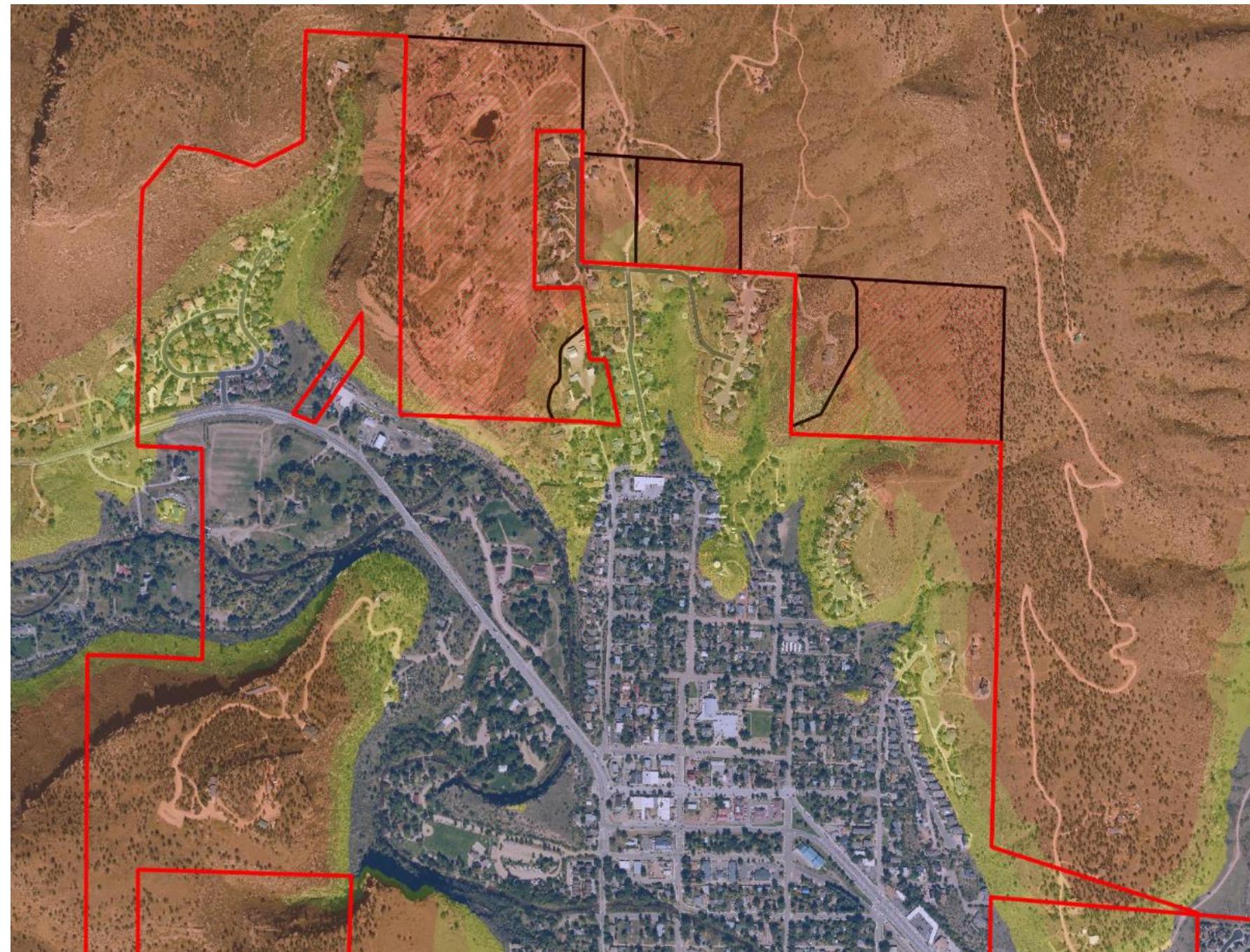
**Blue:** elevation less than or equal to 5450 ft.

**Yellow (Green):** elevation >5450 to 5500 (up to 50 ft above blueline elevation).

**Orange:** elevation >5500 to 5550 (50 to 100 ft above blueline elevation).

**Red:** >5550 ft (> 100 ft above blueline elevation).

IGA Task Force  
Reference Map  
(Updated 17-Jun)



## Lyons East Side Overview

## **Red Line = Town Limits**

**Black line = IGA PAA**

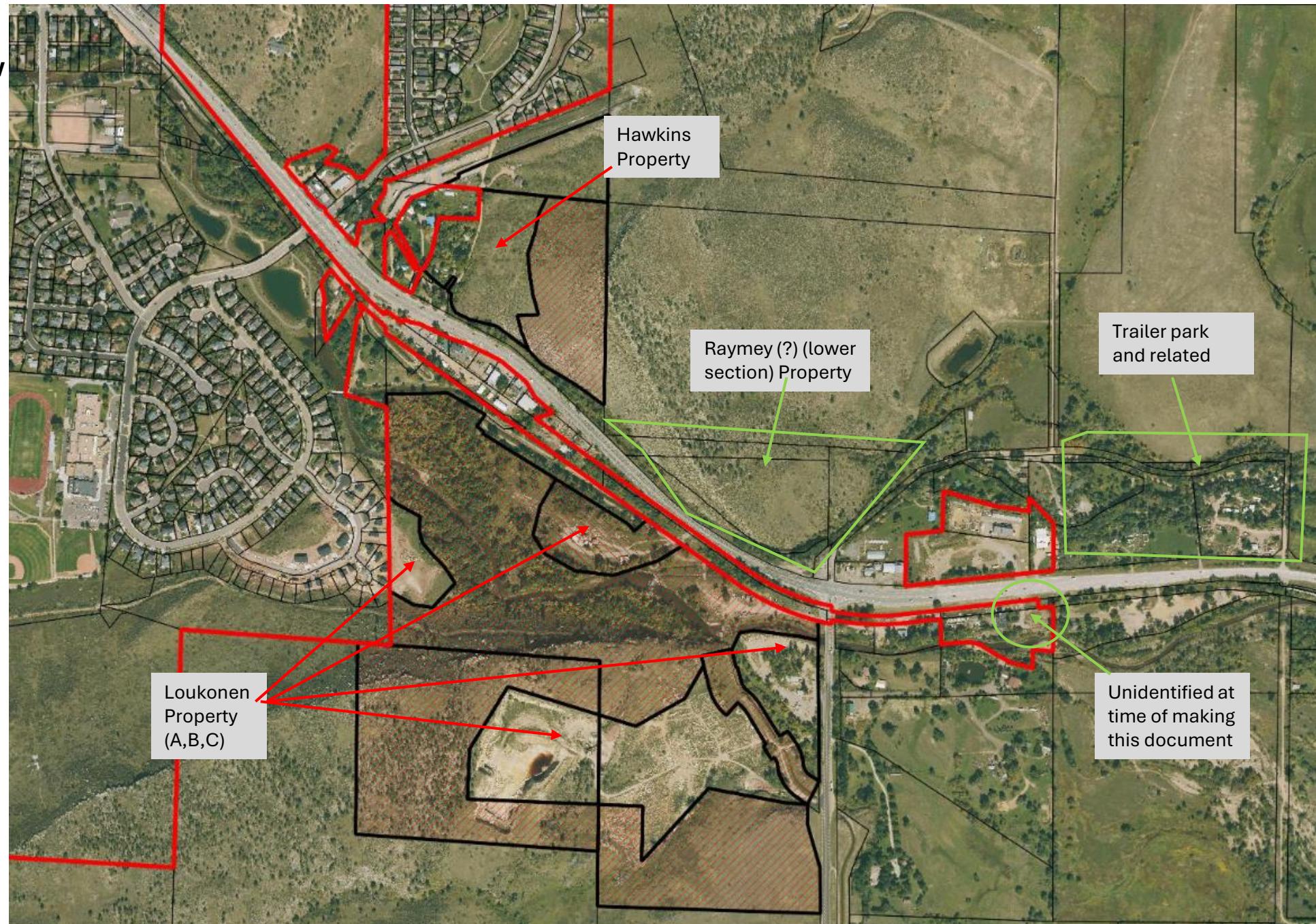
## NOTES:

Lower part of Raymey (?) property seems to have been removed from PPA breaking continuity between Hawkins property and remaining East Corridor properties. Upper part of this parcel removed from map in 2024. To be verified.

The area to the far east ("Trailer Park and Related") seems to be unaddressed in IGA. To be verified.

**The property marked  
“unidentified...” was changed  
from PAA in 2012 to Rural  
Preservation in 2024.**

## IGA Task Force Reference Map (Updated 17-Jun)



## Loukonen Property Zoom-In

**Red Line = Town Limits**

**Black line = IGA PAA**

### NOTES:

Area "A" no change in 2024 IGA

Area "C" changed from PAA to "No Development"

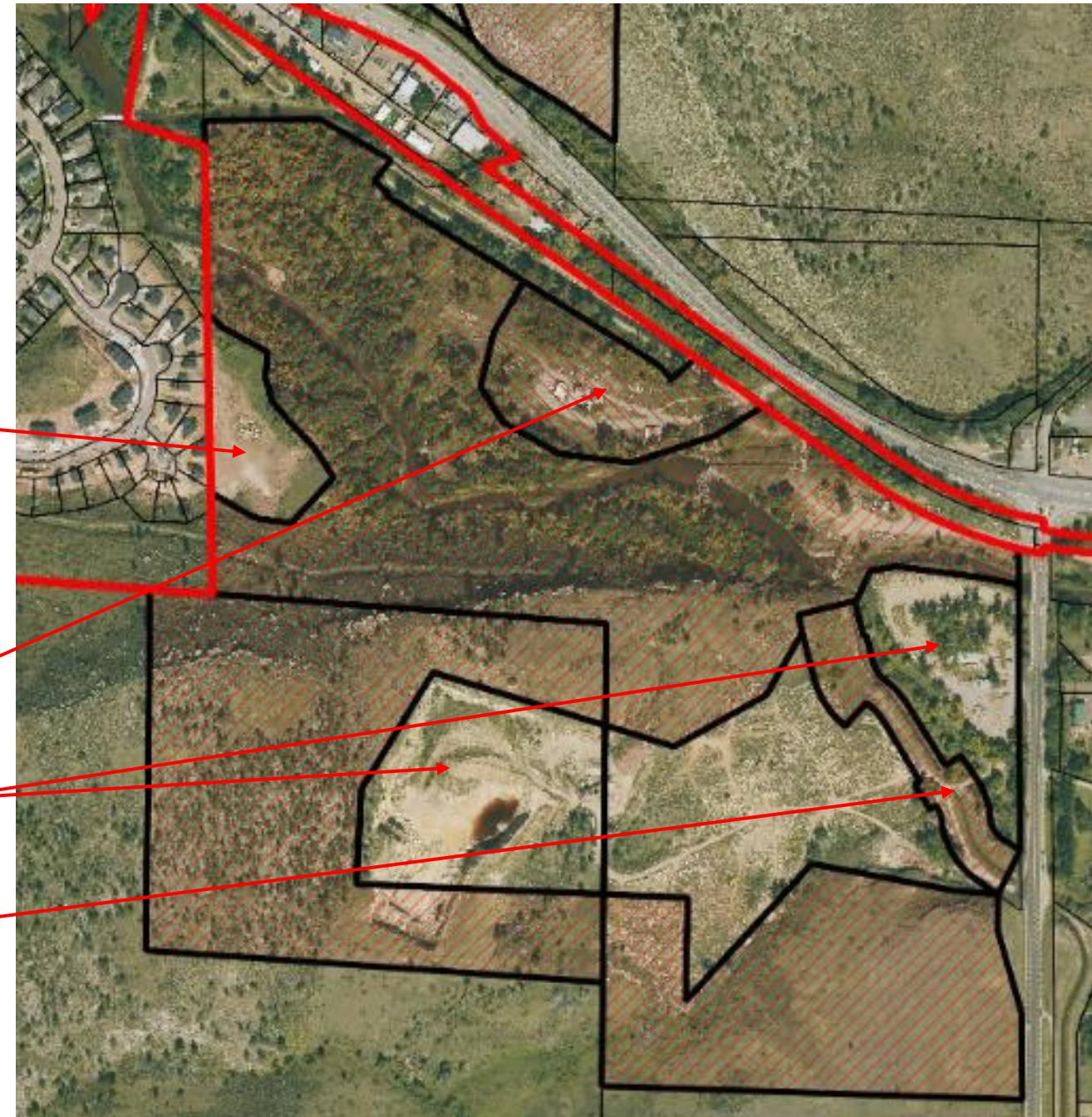
Area "B" Designation unchanged but area updated to reflect easement near Hwy. 36

Area "A"

Area "C"

Area "B"

Easement



## East Side – Zoom in View



IGA Task Force  
Reference Map  
(Updated 17-Jun)

# Town of Lyons, IGA TASK FORCE – Mission Summary

**IGA Task Force Mission** (updated 18-Jun-24):

- 1) Learn what properties are being discussed and what is the outlined use of each within the Draft 2024 IGA**
- 2) Understand what changed from prior 2012 IGA to Draft 2024 IGA in regard to (A) Map and to (B) document (tone, direction, goals, etc.)**
- 3) Gain an understanding of what data, process, considerations went into those updates to the IGA map / document and offer any recommendations**
- 4) Determine if there are any other properties or areas of consideration, we (Task Force) feel need to be ADDED to the IGA**
- 5) Draft (then edit, debate and agree on) recommendation to the BOT on what areas of the IGA we feel need to be reviewed, revised or edited I general or specific ways**

# Town of Lyons, IGA TASK FORCE - Data Collection

## **BLUE LINE MUNICIPAL CODE INFO and BLUE LINE MAP:**

The blue line is covered in Section 13-1-130 of the Municipal Code. Here's that section in whole:

Sec. 13-1-130. - Blue line variances for water and wastewater services.

**(a) Limit of service. No water or wastewater service shall be provided by the Town Utility Departments to any property under the same ownership located wholly or partially above a line defined by the five-thousand-four-hundred-fifty-foot elevation mark, except in accordance with this Section and the granting of a blue line variance. The five-thousand-four-hundred-fifty-foot elevation line shall be known as the blue line.**

(b) Application for blue line variance. An owner seeking consideration of a blue line variance shall submit to the Town Clerk an application for a blue line variance. The application shall, at a minimum, identify the nature and extent of any proposed development to be served by water and wastewater services and shall include plans and documentation generally consistent with the documentary requirements associated with the submission and review of sketch plans pursuant to the subdivision regulations of the Town. The Town Administrator may promulgate an application form and procedures necessary to ensure conformance with this Section.

(c) Preliminary review. Following a determination by the Town Administrator that the application is complete, the Town Administrator shall refer the application to the Planning Commission for preliminary review. The preliminary review shall be conducted as an administrative proceeding, and the Planning Commission shall consider whether the proposed service area described in the application conforms to the goals and policies of the Comprehensive Plan, as amended. Subject to ratification of the Board of Trustees, the Planning Commission may reject an application following the preliminary review where the requested service extension would be contrary to the Comprehensive Plan; in such event, the applicant may elect to pursue the Board of Trustees' approval for a waiver of any mandatory connection requirements imposed by this Chapter in order to permit the on-site provision of water and wastewater services.

(d) Feasibility study. Following preliminary review and acceptance of the application by the Board of Trustees, the Board of Trustees may authorize a licensed engineer to determine if existing water and wastewater lines can be extended to provide service to the proposed development. All fees incurred by the Town for the licensed engineer and all other costs and expenses of review shall be paid by the applicant. The Town Administrator may require that a deposit of the estimated costs of review be paid by the owner prior to commencing any review. In lieu of engineering review as provided by this Subsection, an owner may submit completed engineering plans and construction documentation for a water tank and pumping station independent from the existing Town water system to provide water for the

## Town of Lyons, IGA TASK FORCE - Data Collection

proposed development and wastewater management plans for an-site treatment of waste and effluent. Such plans shall fully comply with all applicable Town engineering and design specifications, including the provision of sufficient water pressure and volume to provide adequate firefighting capabilities to the property.

(e) Granting of blue line variance. Where the extension and provision of water and wastewater services to the property is found to be feasible, the Board of Trustees may grant a blue line variance and may condition such variance upon conditions necessary to ensure that the service will not detrimentally affect the health, safety or welfare of the residents of the proposed development or consumers of the public water and wastewater systems. A blue line variance shall be a legislative act by the Board of Trustees, shall be subject to public referendum and shall be made by written resolution containing a legal description of the property affected by the variance and all terms and conditions of the variance.

(f) Effect of blue line variance. A blue line variance shall be deemed to approve only the extension above the blue line of the public water and wastewater system to the property described in the application subject to any conditions imposed by the Board of Trustees. A blue line variance shall not be construed to grant any approval of, or consent for, any aspect of the development described in the application. A blue line variance shall not be construed to grant or reserve capacity, pressure or volume associated with any Town Utility System. Nothing in this Section shall be deemed to waive or modify the applicability and requirements of any other provision of this Code.

(g) Variance to run with property. A blue line variance shall be appurtenant to and run with the property described in the variance until expiration of the variance or completion of all improvements necessary to provide services to the property.

(h) Expiration of blue line variance. Any blue line variance shall automatically terminate two (2) years after the date of approval by the Board of Trustees. The Board of Trustees may extend the effective date of a variance by not more than one (1) year from the date of expiration upon a finding that the owner has diligently pursued the extension of services and the development of the property described in the variance.

(Prior code 7-1-12; Ord. 956 § 1, 2014)

( Ord. No. 1123 , § 3, 7-1-2022)

Editor's note— Sec. 3 of Ord. No. 1123 , adopted July 1, 2022, directed for renumbering of §§ 13-1-110—13-1-260 as §§ 13-1-120—13-1-270.

# Town of Lyons, IGA TASK FORCE - Data Collection

## Map of Lyons with Blue Line Overlay (and Draft IGA Parcel Lines)

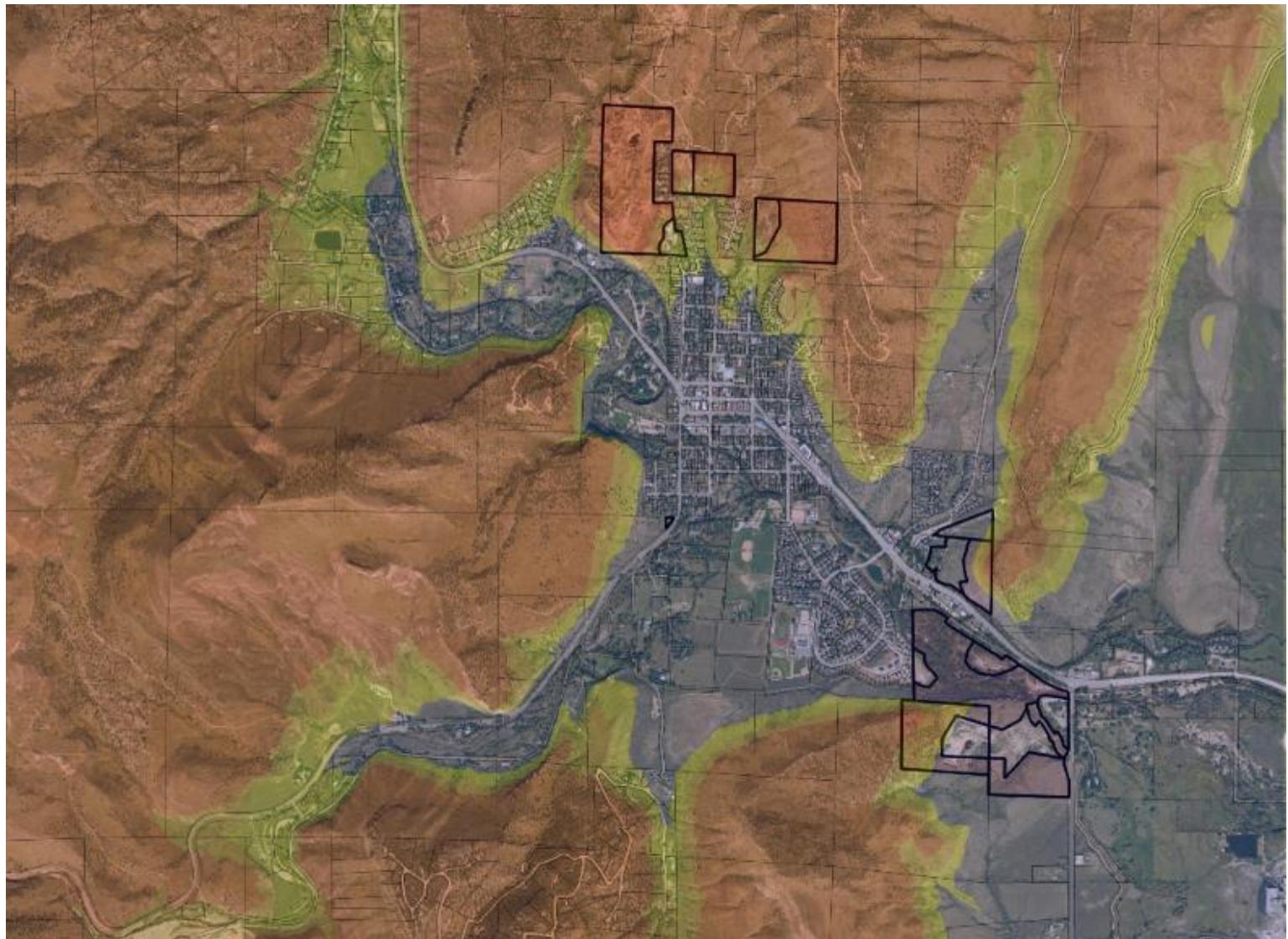
### Key:

**Blue:** Elevation less than or equal to 5450 ft

**Yellow (green):** Elevation >5450 to 5500 (up to 50 ft above blue line elevation)

**Orange:** elevation >5500 to 5550 (50 to 100 ft above blue line elevation)

**Red:** >5550 ft (> 100 ft above blue line elevation)



### **SOURCE:**

- Digitized off maps from Boulder County
- CO Office of Information Technology (via USGS)
- Lidar elevation data - blue line

# Town of Lyons, IGA TASK FORCE - Data Collection

(Materials collected and consolidated by D. Matthews and M. Soosloff)

## **Definition of “Highest and Best Use” (as requested during IGA Task Force 13-June-2024 meeting)**

**General Overview:** When talking about real property (real estate) valuation, the term “Highest and Best Use” is often referred to as what is the most financially valuable way to use a property (from the perspective of the owner or future owner). The best and highest used does NOT necessarily take into account other subjective measures such as desired personal or community use of a property, does not consider possible impact on properties within the proximity when related to things like sight-lines, noise impact, etc. as long as the use is legal and permissible with overreaching municipal regulations, zoning, etc.

### **The Appraisal Institute defines highest and best use as follows:**

The reasonably probable and legal use of vacant land or an improved property that is physically possible, appropriately supported, financially feasible, and that results in the highest value.

The four criteria the highest and best use must meet are legal permissibility, physical possibility, financial feasibility, and maximum productivity. Alternatively, the probable use of land or improved property – specific with respect to the user and timing of the use – that is adequately supported and results in the highest present value

# Town of Lyons, IGA TASK FORCE – Housing Density Data

(Data provided by Town Planner Bowen, report and analysis consolidated by D. Matthews)

## Comparison of existing Lyons Density vs the Draft IGA (Updated 18-Jun-2024)

### **Data Overview:**

The attached housing density data of existing developments across Lyons was provided by Lead Planner Andrew Bowen and was provided to IGA Task Force chair on 18-Jun-24. The handwritten density per acre is Mr. Bowen's math.

Clarification and validation of this data was requested 19-Jun-24 along with a request to include details about the properties included, a request for the data that included the Summit housing complex and validation as to if streets and byways should be included in the density calculations. As of the time of this publication (24-Jun-24) the requested updated data had not been received.

### **Data Summary:**

The sample housing density data provided the following housing density averages for the following sections within the town limits of Lyons:

- Steamboat Valley: 1.6 pe acre
- Eagle Canyon: 2.7 per acre
- North Downtown: 3.8 per acre
- Stone Canyon: 3.8 per acre
- Confluence: 4.7 per acre
- 2<sup>nd</sup>/McConnell Dr: 4.7 per acre

### **Preliminary Conclusion:**

In the Draft 2024 IGA, the LOWEST density numbers proposed were 6 housing units per acre. On the Connor, Boone and Carpenter property the proposed density is 6 to 12 units per acre which, using conservative math, is 3.7 to 7.5 times higher density than the surrounding properties. Even if the housing units are considered duplex or triplex housing units, the building density (number of buildings) is still significantly higher than the surrounding area.

At the 2.4 person per household number used by the planners, the population (aka traffic, water needs, etc.) are significantly above current developments. The actual population count would be estimated to be as high as 40%+ over the current calculated population of the steamboat value neighborhood. Again, these are only preliminary estimates based on the standards set out in the Draft IGA.

For the Hawkins property (next to Stone Canyon) the density in the Draft IGA is 12 to 16 units per acre or 4.4 to 5.7 times the density of the surrounding neighborhood properties.

On the Loukonen Area A & C the proposed density is also 12 to 16 housing units per acre which is **3.4 times higher than the highest density that exist in the most densely developed part of town today** (i.e. 2<sup>nd</sup>/McConnell or the Confluence) excluding again the streets and public spaces.

The 2012 IGA and the Comprehensive plan both references clearly and in multiple ways, the need to be consistent with current style, "to preserve the rural quality of the land", to "avoid sprawl", to "minimize the impact on surrounding development", etc.

# Town of Lyons, IGA TASK FORCE – Housing Density Data

(Data provided by Town Planner Bowen, report and analysis consolidated by D. Matthews)

**Note:** Digital copies of data has not yet been provided so scanned copies of provided data are included in this preliminary report.

## Eagle Canyon

	Sq Feet	Acreage
	16,482	0.38
	14,151	0.33
	12,449	0.29
	18,324	0.42
	11,909	0.27
	14,532	0.33
	13,165	0.3
	15,805	0.36
	14,454	0.33
	35,435	0.81
	12,606	0.29
	13,579	0.31
Average	<b>16,074</b>	<b>0.37</b>

2.7 per Ac

✓

## Steamboat Valley PU Sq Feet Acreage

	28,961	0.67
	31,297	0.72
	25,710	0.59
	46,115	1.06
	<u>23,925</u>	<u>0.55</u>
	27,113	0.62
	16,195	0.37
	18,470	0.42
	30,382	0.7
	20,341	0.47
	23,941	0.55
	18,442	0.42
Average	<b>25,908</b>	<b>0.60</b>

1.6 per Ac

## North Downtown Sq Feet Acreage

	7,376	0.17
	17,226	0.4
	8,447	0.2
	14,838	0.34
	10,105	0.23
	10,556	0.24
	10,513	0.24
	10,269	0.24
	10,679	0.24
	9,307	0.21

# Town of Lyons, IGA TASK FORCE – Housing Density Data

(Data provided by Town Planner Bowen, report and analysis consolidated by D. Matthews)

Average	10,081	0.23
	13,987	0.32
	<b>11,115</b>	<b>0.26</b>

38 per AC

Confluence	Sq Feet	Acreage
	6,835	0.16
	10,365	0.24
	6,900	0.16
	6,816	0.16
	13,543	0.31
	12,394	0.28
	6,804	0.16
	8,291	0.19
	10,426	0.24
	7,003	0.16
	7,410	0.17
	11,935	0.27
Average	<b>9,060</b>	<b>0.21</b>

4.7 per AC

2nd/McConnell Dr	Sq Feet	Acreage
	7,858	0.18
	7,614	0.17
	10,175	0.23
	10,976	0.25
	8,474	0.2
	9,898	0.23
	8,824	0.2
	9,231	0.21
	8,661	0.2
	12,429	0.28
	7,618	0.17
	9,602	0.22
Average	<b>9,280</b>	<b>0.21</b>

4.7 per AC

Stone Canyon	Sq Feet	Acreage
	9,712	0.22
	8,860	0.2
	10,030	0.23
	15,180	0.35
	9,270	0.21
	11,908	0.27
	9,842	0.23
	11,612	0.27

# Town of Lyons, IGA TASK FORCE – Housing Density Data

(Data provided by Town Planner Bowen, report and analysis consolidated by D. Matthews)

	12,928	0.3
	14,433	0.33
	9,423	0.22
	11,298	0.26
Average	<b>11,208</b>	<b>0.26</b>

38 per AC

# Annexations in Lyons

IGA Task Force Regular Meeting on 6.25.24  
Presented by: Cassidy Davenport

# Annexation in Lyons

- Annexations in Lyons:
  1. Must follow and complete all of the annexation application procedures set forth in Lyons Municipal Code Chapter 15, Article 1 – [Annexation Procedures](#)
  2. Fit/follow Annexation Review Criteria set forth in the [comprehensive plan](#) and in the [municipal code](#)
  3. Some annexations must also be [approved by voters](#) – these guidelines are set in the Lyons Municipal Code Sec. 15-1-340

# 1. Application Procedures

From the Lyons Municipal Code

# Application Procedures

1. Preapplication conference
2. Annexation application submittal
3. Staff certifies application is complete
4. Annexation petition referral to Board of Trustees
5. Town Clerk publishes public notice
6. Town provides petitioner draft annexation agreement

## ANNEXATION Guide

NOTE: FOR DETAILED PROCEDURES,  
REFER TO CHAPTER 15 OF THE  
Lyons Municipal Code

The Lyons code sets out the following annexation steps:

- Step 1, Pre-application conference
- Step 2, Annexation application submittal
- Step 3, Staff certifies application is complete
- Step 4, Annexation petition referral to Board of Trustees
- Step 5, Town Clerk publishes public notice
- Step 6, Town provides petitioner draft annexation agreement
- Step 7, Town Clerk refers annexation petition to County and special districts
- Step 8, Town Clerk files annexation impact report
- Step 9, Applicant posts signs on property and provides signed affidavit to Town
- Step 10, Town Clerk refers annexation application to interested parties
- Step 11, Staff report
- Step 12, Planning and Community Development Commission review and recommendation
- Step 13, Staff report update
- Step 14, Board of Trustees public hearing and action
- Step 15, Final submission
- Step 16, Record annexation map

### Step 1, Pre-application conference

#### Pre-application Conference w/Town Staff:

An Applicant is required to schedule a pre-application conference with the Town of Lyons before making a formal annexation application submittal. The pre-application conference provides an opportunity for an informal evaluation of the Applicant's proposal by Community Development Staff and Staff can discuss with the Applicant the application process, submittal requirements, and applicable standards in the Municipal Code.

The Applicant is responsible for bringing to the meeting a description of the character, location and magnitude of the proposed development that is supported by documents such as maps, drawings or models.

The informal evaluation by the Town at the pre-application conference is not binding upon the applicant or the Town, but are intended to serve as a guide to the applicant in making the application. After a pre-application conference has been held, a complete formal application should be submitted within six months. If an application is not submitted within six months, a new pre-application conference should be required.

# Application Procedures

7. Town Clerk refers annexation petition to County and special districts
8. Town Clerk files annexation impact report
9. Applicant posts signs on property and provides signed affidavit to Town
10. Town Clerk refers annexation application to interested parties
11. Staff Report

# Application Procedures

12. Planning and Community Development Commission review and recommendation
13. Staff report update
14. Board of Trustees public hearing and action
15. Final submission
16. Record annexation map

## 2. Annexation Criteria

From the comprehensive plan and municipal code

# Annexation Criteria

Lyons will consider future annexations using the following criteria. In addition to the standards listed in Chapter 15 of Lyons Municipal Code:

- Located within the Planning Area
- Conservation and Hazard Mitigation
- Maintain Levels of Service
- Consistency with Comprehensive Plan
- Municipal Code Requirements
- Regional Coordination

## ANNEXATION CRITERIA

Lyons will consider future annexations using the following criteria, in addition to the standards listed in Chapter 15 of Lyons Municipal Code:

- **Located within the Planning Area.** All annexations should occur within the Lyons Planning Area as shown on the Future Land Use Map.
- **Conservation and Hazard Mitigation.** Annexations should maintain a compact footprint, preserve environmentally sensitive lands, wildlife corridors, and riparian areas, and minimize risk from natural hazards.
- **Maintain Levels of Service.** Allow for the efficient expansion of services and infrastructure, while maintaining the levels of service currently provided to residents and properties within the municipal boundary.
- **Consistency with Comprehensive Plan.** Annexations should advance the visions, goals, and policies of the Comprehensive Plan, including opportunities to diversify the Town's economy, provide affordable or workforce housing, and support tourism.
- **Municipal Code Requirements.** Annexations must meet the detailed requirements listed in Chapter 15 of the Municipal Code and all other relevant Town policies.
- **Regional Coordination.** Annexations will be evaluated in coordination with Boulder County and follow the policies outlined in all current Intergovernmental Agreements (IGAs).



# Annexation Review criteria

1. Annexation is a discretionary act. With the exception of an initiated petition for the annexation of an enclave, the Board of Trustees shall exercise its sole discretion in the annexation of territory to the Town.
2. The property is eligible for annexation if:
  - a) Not less than one-sixth ( 1 /6) of the perimeter of the area proposed to be annexed is contiguous with the Town. Contiguity is not affected by the existence of streets, alleys, rights-of-way, public lands (except County-owned open space) or water bodies between the Town and the land proposed to be annexed. The one-sixth contiguity of the perimeter may be achieved by the annexation of one (1) or more parcels in a series, which can be considered simultaneously for the purpose of the public hearing.
  - b) A community of interest exists between the territory proposed to be annexed and the Town.
  - c) The territory proposed to be annexed is urban or will be urbanized in the near future and is integrated or is capable of being integrated with the Town. Existence of Subparagraph a. above is a basis for a finding of Subparagraphs b. and c., unless the Board of Trustees at a public hearing finds that at least two (2) of the following exist: [See more info](#)

# Annexation Review criteria

3. No land held in identical ownership may be divided into separate parcels for annexation without written consent of the landowner unless the parcels are separated by a dedicated street, road or other public way.
4. No land in identical ownership that comprises at least twenty (20) acres and that has improvements with an assessed value in excess of two hundred thousand dollars (\$200,000.00) for ad valorem tax purposes may be included in the annexation without written consent of the owner unless the parcel is located entirely within the outer boundaries of the Town as they exist at the time of annexation.
5. No annexation resolution pursuant to [Section 15-1-330](#) of this Chapter and no annexation petition or petition for an annexation election is valid when annexation proceedings have been initiated for the annexation of part of such territory by another Town. In that case, other provisions apply. See Section 31-12-114, C.R.S.

# Annexation Review criteria

6. If an annexation will result in the detachment of area from a school district and its removal to another school district, the annexation petition or petition for annexation election must be accompanied by a resolution of the board of directors of the school district to which such area will be attached, approving the annexation.
7. The parcel annexed must not have the effect of extending the Town's boundary more than three (3) miles in any direction in any one (1) year. This three-mile limit may be exceeded if the limit would have the effect of dividing a parcel of property held in identical ownership if at least fifty percent (50%) of the property is within the three-mile limit. In such event, the entire property held in identical ownership may be annexed in any one (1) year without regard to such mileage limitation. Such three-mile limit may also be exceeded for the annexation of an enterprise zone.



# Annexation Review criteria

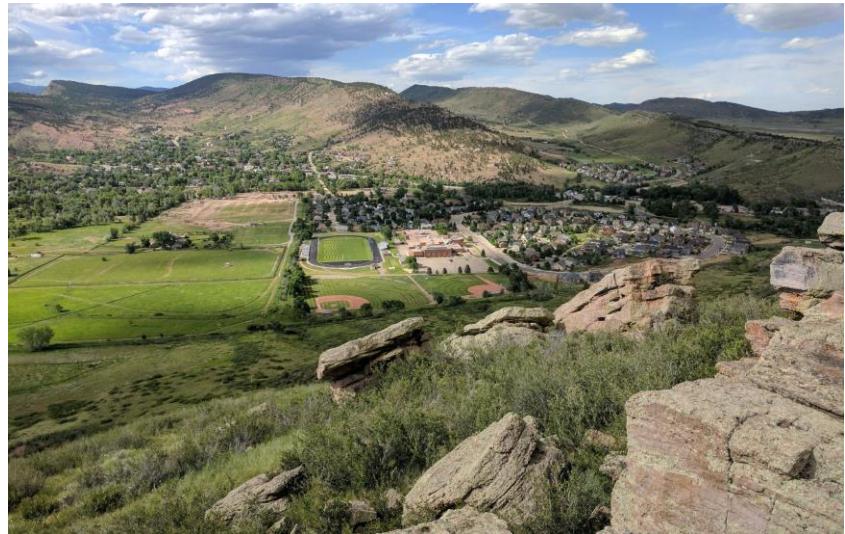
8. Prior to completion of any annexation within the three-mile area, the Town shall have in place a plan for that area that generally describes the proposed location, character and extent of streets, subways, bridges, waterways, waterfronts, parkways, playgrounds, squares, parks, aviation fields, other public ways, grounds, open spaces, public utilities and terminals for water, light, sanitation, transportation and power to be provided by the Town and the proposed land uses for the area. Such plan shall be updated at least once annually.
9. If a portion of a platted street or alley is to be annexed, the entire width of the street or alley must be included within the area annexed.
10. The Town may not deny reasonable access to landowners or owners of easements or franchises adjoining a platted street or alley that the Town has annexed but that is bounded on one (1) or both sides by unincorporated property.

# Annexation Review criteria

11. Annexed areas will not divide tracts of land to prevent further annexation of adjoining parcels (for example, leaving a "gap" or a "strip" of land between property to be annexed and the adjoining property).
12. The land to be annexed and the uses proposed for the land shall contribute to the orderly growth of the Town and shall generally conform to the goals and policies of the Comprehensive Plan.
13. Certain public facilities and amenities are necessary and must be constructed as part of any territory annexed to the Town in order that the public needs may be served by such facilities. These facilities include, but not by way of limitation, arterial streets, bridges, public parks and recreation areas, school sites, fire and police station sites and storm drainage facilities. The annexation of lands to the Town shall be shown not to create any additional cost or burden on the then-existing residents of the Town to provide such public facilities in any newly annexed area.

# Annexation Review criteria

14. The petitioner for annexation shall be responsible for paying the Town's full cost for processing the annexation petition, from initial discussion with the Planning Commission before submittal of the petition, through the approval and recording of the final annexation documents, unless otherwise approved by the Board of Trustees.
15. All subsurface (nontributary) water rights shall be deeded to the Town at the time of annexation as authorized by Article 90 of Title 37, C.R.S.
16. All subsurface (nontributary) water rights shall be deeded to the Town at the time of annexation as authorized by Article 90 of Title 37, C.R.S.



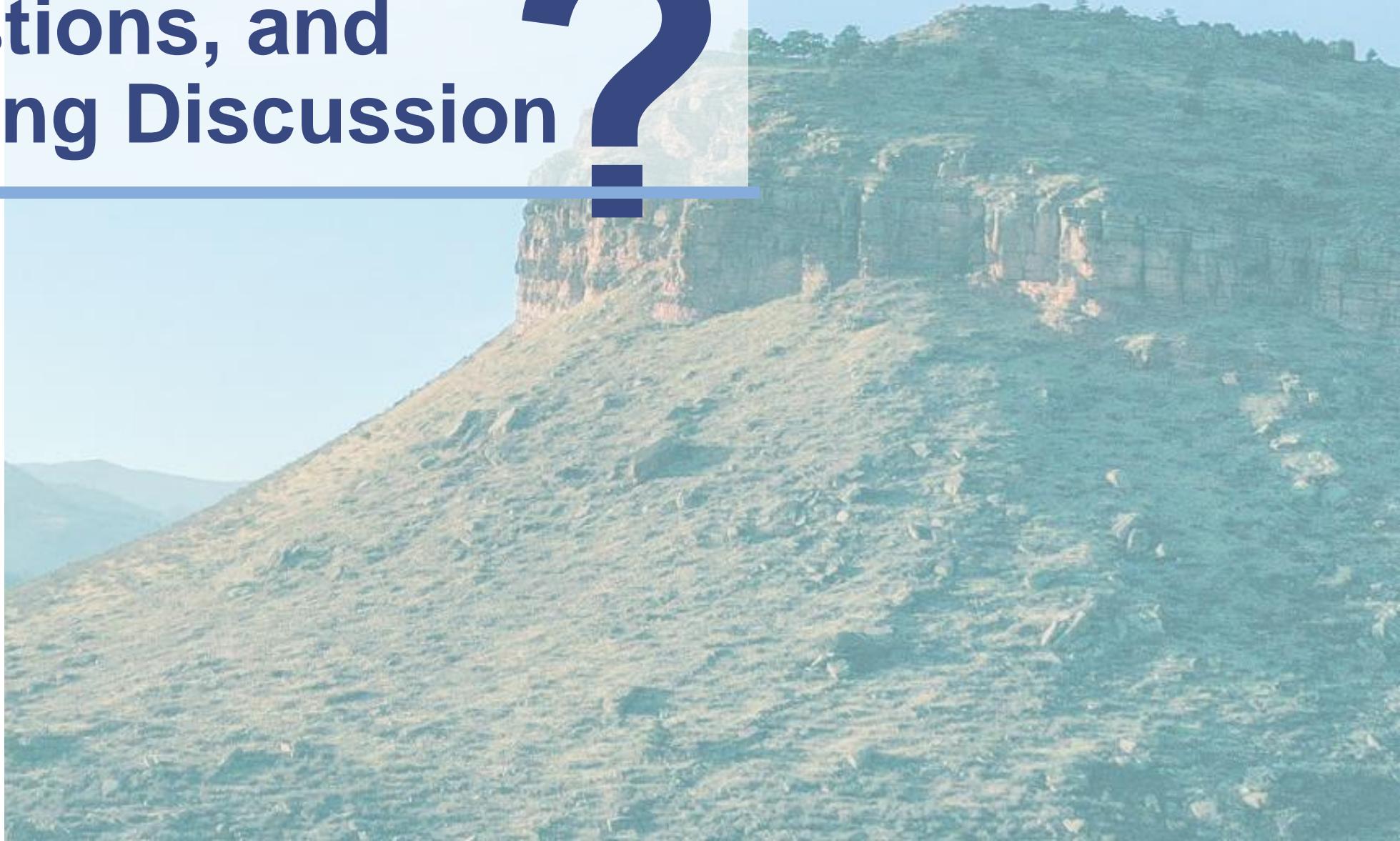
# 3. Annexation Voting Process

From the Lyons Municipal Code

# Annexations to be approved by voters

- a. No ordinance annexing property into Town shall be effective unless and until the ordinance is referred to the registered electors of the Town at a regular or special election and such ordinance is approved by a majority of the registered electors voting thereon.
- b. The following annexations shall be exempt from the Section:
  - a. Any annexation of property owned by the Town
  - b. Any annexation of property smaller than five acres in size; provided that simultaneous or serial annexations of two or more properties that together comprise a parcel of five or more acres in size shall not be exempt from this section
  - c. Any annexation of property smaller than 10 acres in size that is located in the Eastern Corridor subarea as defined in the adopted Lyons Primary Planning Area Master Plan, and as amended; provided that simultaneous or serial annexations of 2 or more properties that together comprise a parcel of 10 or more acres in size shall not be exempt from this section
- c. The applicant for an annexation that is subject to an election pursuant to this Section shall pay the reasonable costs and expenses incurred by the Town in the calling, preparation and conduct of the election...

Questions, and  
Closing Discussion?

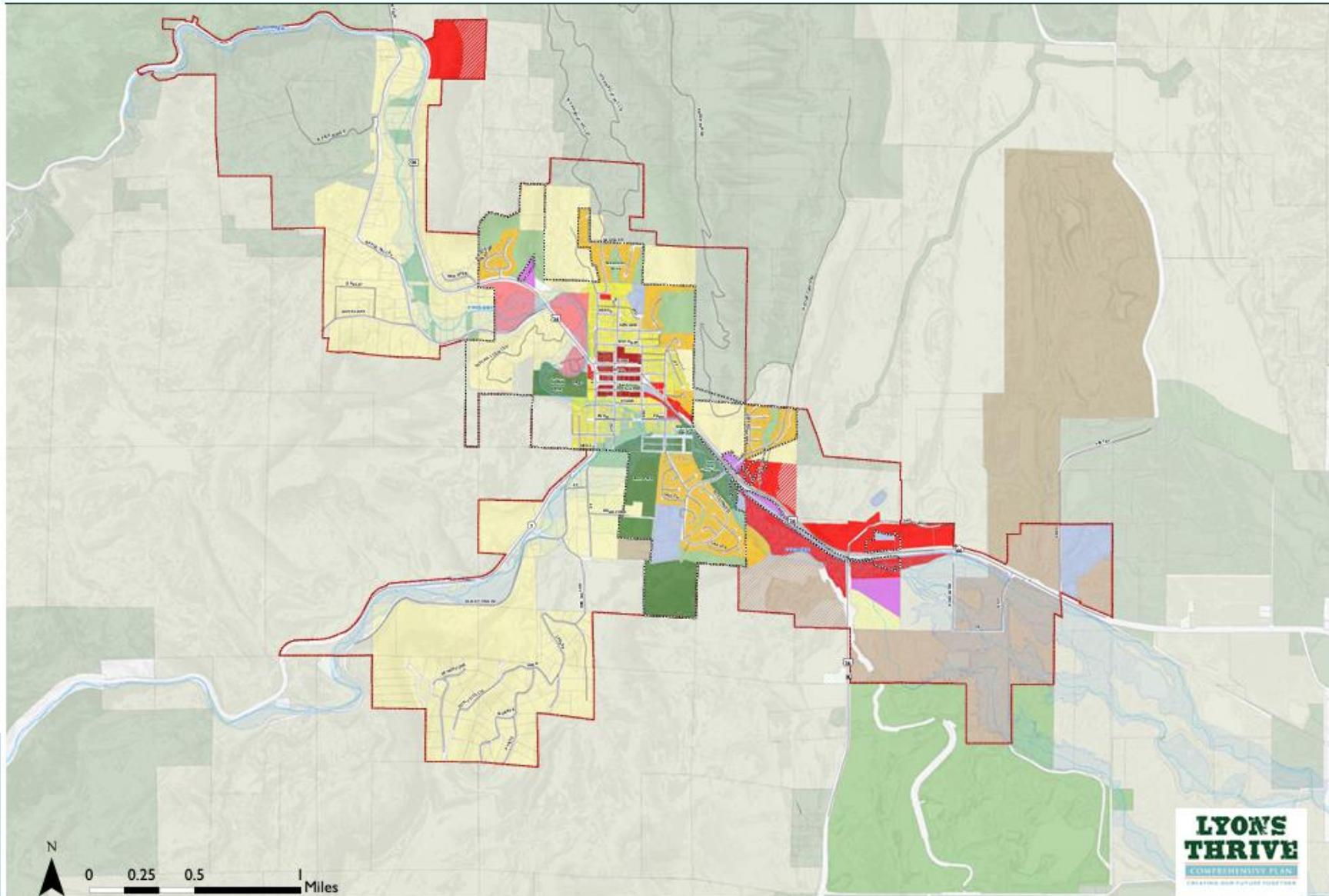


# **Mixed-use zoning as a tool for commercial redevelopment/infill and housing development**

**IGA Task Force Regular Meeting on 6.25.24**  
**Presented by: Andrew Bowen**

# Lyons Thrive (Future Land Use Map)

Future Land Use Plan (Map)



## Legend

### Neighborhoods

- Rural Neighborhoods
- Central Lyons Neighborhoods
- Planned Neighborhoods

### Commercial/Employment

- Destination Entertainment
- Mixed-Use
- Downtown Mixed-Use
- Light Industrial/Flex

### Conservation/Recreation

- Agriculture
- Parks
- Open Space and Natural Areas
- Boulder County Open Space

### Overlays and Other Categories

- Municipal Facilities
- Future Opportunity Area
- Conservation Easements
- 100-Year Floodplain
- Heightened Environmental Sensitivity Area

### Boundaries

- Lyons Planning Area
- Town of Lyons

# What is Mixed-use Zoning?

If done correctly, a mixed-use and “form-based” district can help to reactivate the redevelopment of commercial areas. Mixed-use districts typically allow far greater flexibility in use and density than traditional commercial zones, while also encouraging housing development close to commercial cores.

The two primary areas called out within the Lyons Thrive Comprehensive Plan to be mixed-use are Downtown and the Eastern Corridor.

## Common Mixed-use District Goals

- Maintain a community’s unique character while promoting economic growth.
- Encourage redevelopment in existing commercial areas by allowing for greater flexibility.
- Encourage a broad range of commercial uses and a diverse economy.
- Encourage dense commercial and residential uses to be developed in concert.
- Focus on form, scale, and neighborhood aesthetics, not on use.

**Note:** Staff and the PCDC are currently working on the creation of these districts/regulations.

# What is Form-based Zoning?

While traditional zoning codes focus first on the use of land, form-based codes prioritize the form of buildings, based on the belief that the form of buildings is more important than the use in determining community character. (Planetizen)

# The rise of “Gentle Density”

Outside of being wonderful “Planner’s Speak,” the relatively new concept of gentle density has become an important tool to address property redevelopment and workforce housing provision in already developed areas. This concept allows for housing density to be created (within reason) in established commercial areas and surrounding neighborhoods. A common example of gentle density is a code allowing a single-family lot to be redeveloped to accommodate more units. This model also works for commercial redevelopment (see the example from Highlands, NC).

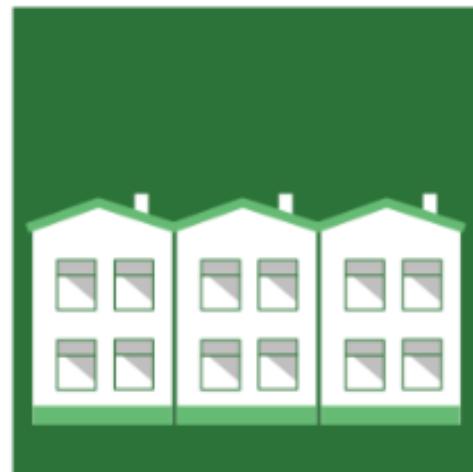
## Common concepts supporting Gentle Density

- Where land is expensive, building more homes per parcel increases affordability
- Density supports neighborhood retail

## More homes, less yard



One single-family detached  
3,000 square feet  
2.5 stories



Three townhouses  
2,000 sq. ft./house  
2.5 stories



Six condominiums  
1,200 sq. ft./condo  
3 stories

# The studied benefits of “loosening up” local zoning laws.

Mixed-use development does not have to occur on a large scale. Local codes can be written to grant entrepreneurs and developers the ability to be creative, which often leads to success.

Below is an example of a gas station in Highlands, NC that was redeveloped to include, a small market (sales most necessities), an office space, and two dwelling units. Both dwelling units are “naturally occurring affordable housing”, due to their size and location.



## Examples of Mix use (added by D. Matthews).

Photos of Old Town Bluffton, SC -- a small town, facing similar constraints as Lyons in terms of topographic limitations and little to no available land for expansion. This mixed-use development added significant housing options, and a vibrant commercial community with public open space all while keeping with the look and feel of the historic old town.



## Examples of Mix use (added by D. Matthews).

Examples of Mixed-Use Developments around Colorado. Also, look to North Boulder and throughout the front range for examples of effective mixed-used development designed to offer more affordable commercial space along with a wide range of housing options.



Questions, and  
Closing Discussion?

