

TOWN OF LYONS
BOULDER COUNTY IGA TASK FORCE MEETING

WORKSHOP / MEETING

LYONS TOWN HALL, 432 5TH AVENUE, LYONS, COLORADO

ZOOM LINK:

[https://us02web.zoom.us/j/82051695817?
pwd=BDRfQUVjLSazYoJZMLpO6bSawatthm.1](https://us02web.zoom.us/j/82051695817?pwd=BDRfQUVjLSazYoJZMLpO6bSawatthm.1)

AGENDA

August 21, 2024

12:00 - 1:30 PM

- I. Roll Call
- II. Approve Agenda
- III. Approve Min From 13-July-24 Meeting

Documents:

[DRAFT - IGA TASK FORCE MINUTES AND ATTACHMENTS 8.13.24.PDF](#)

IV. Discussion Topics / Recommendation Discussion

- A. Final Review of Presentation Outline / Latest Edits
- B. Review Final Edits to IGA Document to be presented
- C. Discuss Recommendation Presentation Layout / Reference Documents to include
- D. Presentation Plan for 3-Sep

V. Summary Of Action Items

VI. Adjournment

VII. Documents

Documents:

[TOWN DOCS IMPACTING N STEAMBOAT VALLEY IGA INCLUSION SITES FISHER.PDF](#)

TOWN OF LYONS
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MEETING

LYONS TOWN HALL, 432 5TH AVENUE, LYONS, COLORADO

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MINUTES

August 13, 2024

12:00 - 1:30 PM

- I. Roll Call - Julie Jacobs, Jen Wingard, Martin Soosloff, Sonny Smith, Cindy Fisher, Douglas Mathews, Charles Stevenson, Barney Dreistadt (PCDC liaison), Dave Hamrick (BoT liaison), Andrew Bowen (staff liaison), Hannah Hippley (BoCo)
- II. Approve Agenda – Motion and second to approve, unanimous vote to approve.
- III. Approve Min From 25-July-24 Meeting – correct Cindy’s initials, motion and second, revised minutes approved unanimously.

Documents:

- 1. [DRAFT - IGA Task Force Minutes and Attachments - 7.25.24.pdf](#)

IV. Opening Discussions (20 Min)

- A. Task Force Process Review – Next Steps / Schedule – will likely need one more in person meeting to finish up our work although we are getting close. Plan for 8/21 at 12:00 - 1:30 for our next meeting.
- B. Mayor Communications Re EAB Comments– Review communication and implications – concerns about including the EAB report as a formal part of the IGA task force. Seem ok to not consider this from the EAB and instead consider this person’s individual comments.
- C. Zoning Density Summary Document and communication chain – we have some conflicting information about density information – what is in the IGA versus what is in code versus other information, DM was able to extract what he needed from the code itself which is in today’s packet. AB - Sometimes what is on the ground is different than what is in code because it may preexist the code. Discussion of seeking PUD-R which allows some flexibility but most of town is R-1. There are no maximum densities or minimum densities in the code, those are only in the IGA draft.

V. Discussion topics / recommendation discussions (60 min)

A. EAB Draft IGA Comments (included last week and below) – disregard as a formal guidance, can be considered as a piece of information.

B. Review V4 (6-Aug-24) draft of “IGA Task Force Presentation Outline V4” – CS – it captures a lot of our information, but it is long and wordy so may need to be more concise to be sure that the information is captured and communicated well. Intended for the BoT but also for posterity for future Lyons-ites to know some history and background. Reminder that a lot of what we are presenting is common ground, the main differences are on the map itself but want to note that there is actually a lot of fundamental agreement. The main difference there is when to consider certain point of data – in the map or after annexation applications are submitted. Find another quote that highlights our agreements rather than our disagreements? Community trust in the process *and stakeholders*. DM will accept all changes, put the draft in our packet for any final revisions. Did some real time revisions of recommendations in meeting which will be reflected in the newest draft. Some items will be combined (3 and 7, 1 and 8), might reconsider the order and flow of the recommendations as we continue to edit.

C. Review consolidated edits to “IGA Document with all edits to date (File: “BoCo Draft IGA Task Force Redline V3.2”). Reviewed together and made a few edits, will be posted for additional edits.

D. IGA Map Discussion / Recommendations - 2 options for the map – when to look at the specific parcels – IGA or at annexation applications? Option 2 contains all of the criteria to use for site selection for the IGA itself. JW – Lyons Comp Plan – we have not discussed in detail the differences between the maps. Old IGA talks about zoning and rezoning and the new one doesn’t talk about it. Blue Mountain Stone property went from developable to rural preservation – per HH, county owns a conservation easement on this and won’t allow it to be annexed (far southeast tip). Why did this change on the map? If there is no reason, it should not be changed, otherwise people should know the reason for the change – may just have been a correction. Identify any other properties that should be added or removed. CF - Wants conservation easements to be overlaid on the IGA map for transparency.

- VI. Summary of Action Items – Provide any edits to the updated drafts prior to the next meeting to finalize the presentation, recommendations, and draft IGA. Any communications or feedback from citizens that want included in the packet can be added.
- VII. Set Final (?) Meeting date Agenda for Aug 21 – 12:00 – 1:30 - BoT presentation on 9/3 from 5:00 to 5:55 PM
- VIII. Adjournment at 1:30 PM
- IX. Data Packet

Documents:

1. IGA Task Force Presentation V4
2. BoCo Draft IGA Task Force Redline V3.2
3. [HR DM Comm Chain related to IGA Task Force 30Jul24.pdf](#)
4. [Density Data Comm Chain 25Jul24.pdf](#)
5. [Zone Density Only Data v1 24Jul2024.pdf](#)
6. EAB IGA Inputs V45 Draft

DRAFT

**LYONS PLANNING AREA
COMPREHENSIVE DEVELOPMENT PLAN
INTERGOVERNMENTAL AGREEMENT**

This Intergovernmental Agreement (“Agreement”) is entered into by the Town of Lyons, a Colorado statutory municipal corporation (“Lyons” or the “Town”), and Boulder County, a body politic and corporate of the State of Colorado (the “County”) (individually a “Party” and collectively, the “Parties”) as of the date of the latest signature below.

RECITALS

- A. The Parties are authorized by §§ 29-20-101 et seq., C.R.S., and encouraged by Colorado Constitution, article XIV, section 18(2), to enter into intergovernmental agreements to plan for and regulate land uses, in order to minimize the negative impacts on the surrounding areas and protect the environment, and to cooperate and contract with each other for the purposes of planning and regulating the development of land by means of a “comprehensive development plan;” and
- B. In December 2002, the Parties entered into a Comprehensive Development Plan Intergovernmental Agreement (the “Original IGA”) for a period of ten years which, among other things, defined the Lyons Planning Area as the area the Town may annex and develop. The Original IGA was amended in 2005 and again in 2011. The parties entered into a new Comprehensive Development Plan Intergovernmental Agreement (the “2012 IGA”) in 2012, which replaced the Original IGA. That term of the 2012 IGA has been extended several times and ends in November 2024.
- C. The Parties agree that an intergovernmental agreement to replace the 2012 IGA, providing a comprehensive development plan that recognizes both the urbanization potential of certain lands in the County near Lyons and the rural character of adjacent lands in the County, along with restrictions on development or purchase of open space lands in those areas as defined in this Agreement, is in the best interests of the residents of each of the Parties for the preservation of the unique and individual character and rural quality of those lands; ~~potential of those areas~~; and
- D. The Parties agree that designating portions of Boulder County to remain in Boulder County’s jurisdiction and in a rural character as defined in this Agreement is in the economic and civic interests of their residents and meets the goals of the Boulder County Comprehensive Plan and the Lyons Comprehensive Plan; and
- E. Consistent with municipal annexation, utility service, and land use laws of the State of Colorado, as well as with the Comprehensive Plans of both Parties, this Agreement is intended to:
- (i) encourage the natural and well-ordered development of Lyons and the County;

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IGA TASK FORCE – EDITED DRAFT OF IGA

- (ii) promote planned and orderly growth in the affected areas and avoid urban sprawl by encouraging clustered development where appropriate and consistent with existing development;
- (iii) promote the importance to both Parties of protecting sensitive natural areas, maintaining view corridors, enforcing nuisance ordinances and ensuring that new development is compatible with the character of both Lyons and the adjoining County properties; and
- (iv) promote the economic viability of the Parties, including building a thriving, year-round economy in Lyons through encouraging development of new commercial, light industrial, mixed-use, workforce housing, and senior housing; and
- (v) emphasizes proactive planning for the future needs of the community while balancing the demands of environmental and economic sustainability with the community character, wildlife and ecological preservation, historic preservation and property owners rights; and
- (vi) ensure the provision of adequate urban services, maximize the utility of funds invested in public facilities and services, distribute fairly and equitably the cost of government services among those persons who benefit therefrom, extend government services and facilities in an efficient, logical fashion, simplify the governmental structure of the affected areas, and reduce and avoid, where possible, conflict between the Parties.

Commented [DM1]: Added – from section 1.1.3 & 1.1.4 of 2012 IGA

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F. The Parties have previously entered into the CEMEX Area Comprehensive Development Plan Intergovernmental Agreement ("CEMEX Area IGA"), a complementary IGA that addresses development and preservation issues for the portions of the Lyons Comprehensive Plan as adopted in 2023 ("LCP") area not contained within this IGA. For the purposes of this IGA, LPA refers to all portions of the overall Lyons Planning Area that are not separately addressed in the CEMEX Area IGA. This IGA and the CEMEX Area IGA together represent a shared vision of appropriate development for the areas covered by the IGAs for their respective durations; and

F.G. The Parties have each held duly noticed public hearings for consideration of this Agreement and the comprehensive development plan terms it contains for the subject lands as defined in the Agreement and depicted on the map attached as Exhibit A; and

F.H. The Parties are authorized to perform the functions described in this Agreement by article 20 of title 29, part 1 of article 28 of title 30, part 1 of article 12 of title 31, and parts 2 and 3 of article 23 of title 31, C.R.S.; and

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G.I. The Parties desire to enter into this Agreement to plan for land uses in a mutually binding and enforceable comprehensive development plan.

IGA TASK FORCE – EDITED DRAFT OF IGA

DEFINITIONS

The Town. The area within the current municipal boundaries of the Town of Lyons, as depicted on Exhibit A.

Potential Annexation Area or PAA. The lands surrounding the Town, depicted on Exhibit A, within which the Town may annex parcels and within which the County agrees not to purchase lands for open space preservation, subject to the terms of this Agreement.

Rural Preservation Area or RPA. The lands outside the PAA in unincorporated Boulder County, depicted on Exhibit A, where Lyons may not annex parcels and where the Town or the County may purchase lands for open space preservation, subject to the terms of this Agreement. This Agreement is intended to keep RPA and the land outside LPA rural in character to preserve community buffer.

Any annexation or development will follow the Town of Lyons zoning Comprehensive Plan and Town codes related to density requirements.

~~Estate Residential District/Very Low Density. One unit per gross acre (minimum and maximum).~~

~~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).~~

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AGREEMENT

1. Lyons Planning Area (LPA) Comprehensive Development Plan

This Agreement, including Exhibit A, is adopted to set forth the Lyons Planning Area ("LPA") Comprehensive Development Plan as that term is used in § 29-20-105(2)(a), C.R.S. The LPA constitutes the Town, the PAA and the RPA. The Agreement governs the Parties' use of lands and procedures within the LPA.

2. Potential Annexation Area (PAA).

- (a) The PAA shown on Exhibit A is in the County's regulatory jurisdiction but may be annexed to Lyons in the future. With its approval and adoption of this Agreement, the Board of County Commissioners for Boulder County determines that a community of interest exists between lands in the PAA and Lyons.
- (b) Lyons agrees that it may annex only lands within the PAA, as depicted on Exhibit A.

IGA TASK FORCE – EDITED DRAFT OF IGA

Lyons agrees that it will not annex lands outside the PAA.

- (c) The County agrees that it will not make any open space acquisitions inside the PAA, except for lands subject to existing or prior approval for such acquisitions from Lyons.
- (d) Areas designated “No Development Area” on Exhibit A have been determined to be inappropriate for development. Therefore, structures and/or development are prohibited in these areas, with the exception of- utility facilities, access, emergency access, passive recreation, and structures associated with those uses. the following:
 - a. ~~The No Development Area on the Boone Parcel (Parcel 120307000058) and the Walters Parcel (Parcel # 120307000013) shall have no development except for utility facilities, access, emergency access, passive recreation, and structures associated with those uses.~~
 - b. ~~The No Development Area on the Loukonen parcel (Parcel # 120320000038), may be utilized to provide vehicular and utility access to Area B shown on Exhibit A.~~
 - c. ~~The Loukonen Area C No Development Area (a portion of Parcel # 120320000038 as shown on Exhibit A) shall have no development except for RV/tent camping, and associated access and parking consistent with the regulations of the Town or the County.~~

When parcels are annexed which contain No Development Areas, the Town, prior to final plat recordation or other final approval for any development on those parcels, must ensure that the property owners grant to the County and to the Town a Conservation Easement pursuant to Article 30.5 of Title 38 of the Colorado Revised Statutes, in a form acceptable to both the County and the Town, which prohibits structures and development in the No Development Area of the properties as provided above.

- (e) When evaluating annexation and development applications, with in their respective responsibilities, both Parties will consider the impact of proposed development on floodways, stormwater run-off, natural area, wildlife habitat, steep slopes and historically and archaeologically-significant areas and will require impact to be reasonably mitigated before approval.

- ~~(e)~~(f) New residential annexation and development or neighborhoods should be designed and sighted to protect significant natural areas, wildlife habitat and avoid locations or significant risk of natural hazards such as wildfire and stormwater run-off.

- ~~(f)~~(g) Lyons agrees that the PAA cannot expand within Boulder County.

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Commented [DM3]: Wording from pg 70 of Comp. Plan

IGA TASK FORCE – EDITED DRAFT OF IGA

~~(g)(h)~~ Any property currently inside the Town that becomes disconnected will be treated as PAA.

3. Rural Preservation Area (RPA).

- (a) The RPA will remain in the County's regulatory jurisdiction for the term of this Agreement. RPA represents areas that are expected to remain rural for the duration of this Agreement, unless otherwise agreed to by the Parties.
- (b) With its approval and adoption of this Agreement, Lyons determines that there is no community of interest between the RPA and Lyons during the term of this Agreement, and Lyons will not annex lands in the RPA.
- (c) Lyons affirms that it is not currently pursuing annexations within the RPA.

4. Lands outside the Lyons Planning Area (LPA).

Excepting the area covered by the CEMEX Area IGA, which is addressed in a separate IGA, the Parties agree that lands outside the LPA will remain in the County's regulatory jurisdiction. Lands outside the LPA may be acquired by either Party for open space preservation.

5. Special Provisions.

- (a) Lyons agrees that it will only annex lands in the PAA over which the County owns a conservation easement after the County releases the conservation easement or if the easement terminates upon annexation by its terms. The Parties intend this Agreement be the sole jointly adopted comprehensive development plan related to County conservation easement lands in the PAA.
- (b) The County will refer in writing any discretionary development applications within one mile of Town limits, and any amendment to the Boulder County Comprehensive Plan affecting such parcels, to the Town. Said referrals will be sent according to the timing set forth in the Boulder County Land Use Code.
- ~~(c)~~ (c) The Town shall refer in writing to the County any application for annexation and any proposed amendments to the Lyons Comprehensive Plan.

[▲]
(d) If application for annexation of the following parcels, as shown in Exhibit A, for the purposes of creating new residential development on such parcels are submitted for consideration, not including any commercial development or continuation of existing use, said parcels may only be annexed by the Town if the development proposal expands the supply of affordable and workforce housing, as appropriate for each parcel, shall supports the Town of Lyons defined housing goals and shall utilize density that is congruent and compatible with existing density development.

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6. Regional Housing Partnership

The Parties recognize that addressing housing affordability is a regional concern and agree to continue to participate in the Regional Housing Partnership and work collaboratively along with other jurisdictions to address this issue.

7. Implementation Procedures

The Parties agree to take all necessary steps to adopt procedures, plans, policies, and ordinances or conduct other proceedings necessary to implement and enforce this Agreement. In doing so, each Party will give the other sufficient advance notice to enable the other Party to comment on the planned action if so desired.

Where the County seeks to approve zoning changes within the LPA after referral as provided herein, the Board of Trustees shall respond by resolution, approval or disapproving such change or suggesting conditions or approval.

8. Partnerships

The Parties recognize and acknowledge the need for intergovernmental cooperation on important local and regional land use matters and to achieve common goals. In accordance with the LCP, the Town and the County agree to cooperate in good faith to:

- (a) Identify and implement programs that assist the Town in meeting its affordable housing goals within the Lyons Planning Area.
- (b) Collaborate on identifying potential grants that support housing, transportation, stream quality, stormwater management, infrastructure, electrification, hazard mitigation, trails, and recreation.
- (c) Work with the Regional Transportation District, Denver Regional Council of Governments, and Colorado Department of Transportation to improve Lyons multimodal transportation systems, transportation safety, electric opportunities, and reduction of emissions (Z-Trips / RTD / Lyons Flyer).
- (d) Collaborate on trails connecting the Town to Boulder County Open Space and other areas in the County.
- (e) Share geographic information system data, maps and expertise;
- (f) Continue to collaborate on recycling and compost facilities.

IGA TASK FORCE – EDITED DRAFT OF IGA

(g) Enforce nuisance ordinances to improve the appearance of properties in the LPA.

9. Amendments

This Agreement contains the entire agreement between the Parties and, with the exception of the CEMEX Area IGA, supersedes and replaces any other or prior agreements concerning the same subject matter including the 2012 IGA. Any annexation, property acquisition, or land use or development that does not comply with this Agreement is prohibited without an amendment to the Agreement agreed to by the Parties.

Amendment of the Agreement requires approval by resolution or ordinance approved and adopted by the governing body of both Parties after notice and hearing as required by law. No

IGA TASK FORCE – EDITED DRAFT OF IGA

action inconsistent with this Agreement may be taken by any Party before this Agreement is amended as required in this Section 9.

10. Non-severability

If any portion of this Agreement is held by a court in a final, non-appealable decision to be per se invalid or unenforceable as to any Party, the entire Agreement shall be terminated, the Parties understanding and intending that every portion of the Agreement is essential to and not severable from the remainder.

11. Beneficiaries

The Parties, in their corporate and representative governmental capacities are the beneficiaries of this Agreement.

12. Enforcement

Any one or more of the Parties may enforce this Agreement by any legal or equitable means, including specific performance, declaratory and injunctive relief. No other person or entity will have the right to enforce the provisions of this Agreement.

13. Indemnification

Each Party agrees to be responsible for its own actions or omissions, and those of its officers, agents and employees in the performance or failure to perform work under this IGA. By agreeing to this provision, neither Party waives or intends to waive, as to any person not a party to the IGA, the limitations on liability that are provided to the Parties under the Colorado Governmental Immunity Act, C.R.S. § 24-10-101, et seq.

14. Governing Law and Venue

This Agreement will be governed by Colorado law, and venue for any dispute involving the Agreement will be exclusively in Boulder County.

15. Term and Effective Date

This Agreement will become effective when signed by authorized representatives of the governing bodies of each of the Parties. Unless otherwise stated in this Agreement, the Agreement shall remain in effect for a period of 20 years from the effective date unless terminated earlier by written agreement of the Parties pursuant to terms of this Agreement or extended as provided below.

At 10 years after the current effective date, the effective date of the Agreement will automatically update to that date 10 years after the previous effective date. In order to avoid automatic extension, a Party must hold a duly noticed public hearing at least 90 days before the date 10 years after the current effective date and make such determination. The current effective date will then remain in place. Notices of the hearing and subsequent Party action must be provided to the other Party.

16. Party Representatives

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IGA TASK FORCE – EDITED DRAFT OF IGA

Referrals and notices required by this Agreement will be made to the following:

For Boulder County:

Director, Community Planning & Permitting Department
PO Box 471
Boulder, CO 80306

For Lyons:

Town of Lyons
Town Administrator
P.O. Box 49
432 Fifth Avenue
Lyons, Colorado 80540

Changes of name or address for Party representatives will be made in writing, mailed as stated in this Section 16.

THIS AGREEMENT made and entered into as of the latest date set forth below.

TOWN OF LYONS

By: _____
Mayor

Attest:

Town Clerk

Approved as to form:

Town Attorney

BOULDER COUNTY
BY ITS BOARD OF COUNTY COMMISSIONERS

By: _____
Chair

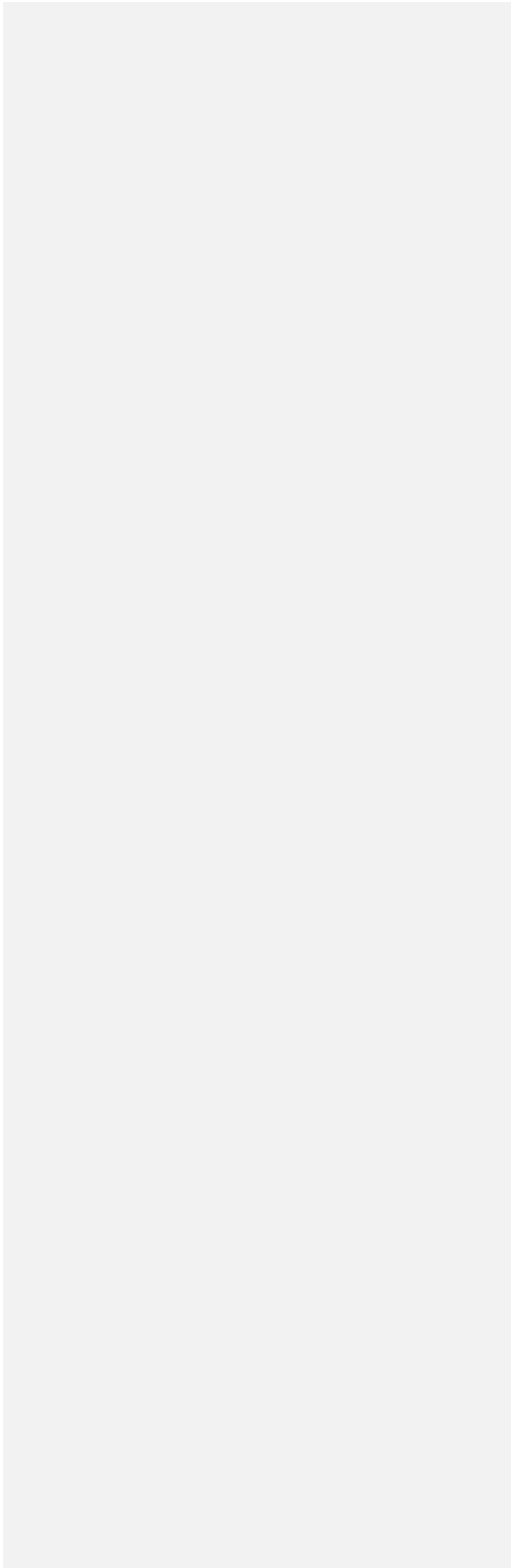
IGA TASK FORCE – EDITED DRAFT OF IGA

Attest:

Approved as to form:

Clerk to the Board

County Attorney



IGA TASK FORCE Presentation – **OUTLINE V4 -- 6-Aug-2024** (notes are edits submitted from draft from V2)

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THE FOLLOWING IS A WORKING DRAFT OUTLINE OF THE PRESENTATION AND RECOMMENDATION FROM THE CITIZEN'S LYONS IGA TASK FORCE TO THE BOARD OF TRUSTEES (BoT). THIS IS INTENDED AS A WORKING OUTLINE ONLY TO BE REFINED BY THE COLLECTIVE TASK FORCE...

1) Overview

- A. What is the IGA and why do we have one?
- B. Task Force – who and why?
 - i. Why: Significant citizen concern about the process and direction of the Draft IGA lead to the BoT creating a citizen task force to review and provide recommendations.
 - ii. Who (how selected, criteria, etc)....
- C. Process used by task force
 - i. Meeting/Discussion dates and process
 - ii. Individual Research and data collection
 - iii. Discussion, debate....

2) Executive Summary / Key Findings

- i. **Widely different perspectives** to the issues lead to alternative recommendations in key areas (*such as properties selected on the map for potential future annexation*)
- ii. **Research findings** included in this document as reference materials for the BoT to consider as they deliberate on the recommendations provided.

iii. Primary Areas of Concern

1. ~~Community trust in the IGA process~~ Transparency of the process
2. Concerns of impact for development on environmentally sensitive lands
3. Health and Safety risk (fire, access/egress, flood, stormwater run-off, etc)
4. Feasibility of proposed development to meet the housing goals outlined in the draft IGA
5. Concerns related to natural constraints (i.e. flood zone, blue line, wildlife corridors, Urban/Wildlife interface, buffer zone, etc)
6. Compatibility of density with existing developments
7. It is important that any future annexation / development be prioritized to address the towns defined housing needs and that each support a goal of housing affordability.??
8. Continue to prioritize infill to meet the defined affordable/attainable housing goals of the town
9. Continue efforts to maintain local control over the towns expansion, annexation and development processes
- 8-10. Future annexation should support Lyons' need to transition from a residential development-based economy to a commercially-based economy.

3) Recommendations to Board of Trustees

The Task Force has divided the recommendation to the BoT into three, inter-related sections for consideration: **(A)** general and specific recommendation on the IGA review process, **(B)** specific edits and questions related to the actual IGA document and **(C)** divided recommendation for how to address the IGA Map related to the document.

A. General and Specific recommendation on the process (NOTE: This section should include any items that does not fit into the IGA document but that we want to recommend)

1) To the Community: The challenge of the IGA are not assigned only to the BoT or Town Staff but rather, the community at large. Get involved, get informed, speak to neighbors, BoT, others. Avoid “fake-new”, assumptions or accusations. Remain united as a town, open minded, civil. (note: What we want to say here is that citizen involvement and inputs in this process is critical. There is no reason to try to assign blame but rather, we, the people, need to be the drivers behind our Town’s direction by being more engaged. How do we more clearly articulate this matter to defuse the issues?)

2) Extend Deadline: Advise BoCo of Need to Extend IGA development deadline: With the current IGA set to expire in November 2024, an extension will be needed to allow the current BoT time to properly re-engage in the review process, to appropriately study the data available, to clarify the goals of the IGA and to execute the needed planning for that document’s execution, and to allow for public input/comment on an “updated” Draft IGA.

3) Understand Changes and Properties in the IGA: NEW: VBoT, as a group, should visit each property in the IGA that was changed to understand why that change was made, learn the properties, understand the basic risk factors and potential opportunities for development.

4) Focus on what is agreed: In multiple studies and surveys, the eastern corridor has time and again presented the highest potential for growth and development. Being close to utilities, below the blue-line, above flood zone, with lower wildlife interface risk, the BoT and staff should concentrate efforts on the development and integration of that area into Lyons. Such development will help us address both our commercial and residential housing goals in a singular, united and widely supported way.

5) Immediate Opportunities: Prioritize immediately the support of the TeboFibo annexation with necessary grants and support contingent upon to assure that the Townwe receivinge assurances that the housing type and density in the annexation area will- support the towns housing goals,the town desires-

Chose easier to develop land to keep housing affordability:

6) Define Real Goals / Establish Metrics: **(JJ WORKING ON WORDING FOR THIS SECTION)** Clarify and publish to the town our real Affordable/Attainable Housing (“A/AH”) goals and clarify how those goals are measured (i.e. do we include ADUs, do we include only deed restricted A/AH properties, etc). Clarification of those goals will help unite the efforts toward solutions vs allowing the ongoing debate to distract from those efforts.

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7) Study History: ~~The BoT should study the wealth of history and documentation that is available related to development in Lyons.~~ What do we know (including studies such as the Lyons Primary Planning Area Master Plan (known as the “3-Mile Plan”), history, recent development experience (such as the Summit Development), study topographic reality...) Understand “why” on each change to the IGA map and document was made. The bar should be higher than the desires of the property owners / developer to sell or develop their property. 2012 IGA was developed with purpose, and the BoT need to understand why it was changed, what benefits were being pursued vs what risk factors are involved.

5) — ~~Reference Summit development learnings, feedback from developers (DM to summarized and included developer feedback).~~

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8) Transparency during the IGA development process going forward: Given the citizen concerns raised and the limited number of public discussion ~~about during~~ the Draft IGA process, the BoT is urged to assure a more robust, open and transparent process is used to review, discuss and refine any future version if the IGA and allow public comment on an “updated” draft IGA. ~~(prior to the citizen concerns).~~

6) Subdivided Parcel Implications? BEFORE setting IGA Map, clarify who owns (will own) a the “non-conforming” property (the divided property after the developable portion is sub-divided from the “no-development” portion). Define what the implications (cost) are to the town and include the potential impact (positive/negative) if BoCo retains ownership of the undeveloped portion of a sub-divided parcel. (NOTE: This point was discussed and determined to be addressed in Annexation process so not needed here)

9) Guiding Principles to follow (task force inputs needed on this one): Include Items from 2012 IGA that are not actionable enough to keep in IGA but are good guiding principles. For example (section 1.1.2 with literary license): “...adopt as one of its guiding principles articulating the Town’s interest in expanding the development potential in the area by proactively engaging with private landowners, neighboring land owners, citizens within and just outside of town limits, and government stakeholders to make collaborative land use decisions.” As part of this, the IGA should not redesignate lands from Rural Preservation to PAA if the landowner(s) object. (This is a good idea but hard to make concrete in practice for the IGA???)

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The Lyons Community Survey Results used in the Town of Lyons Comprehensive plan 2021, identified several common themes:

- (a) Wildfire mitigation: Firthe risk that wildfires pose to the community was a consistent worry among respondants (pg 5)
- (b) “Natural environment. Many respondents came to Lyons due to its natural beauty and believe that it is important to protect the environmental resources surrounding the town.” p. 5
- (c) “Conservation and Redevelopment. Many respondents worried that building new housing might disrupt the natural beauty and unique habitats around Lyons. Some of

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these respondents suggested limiting sprawl and focusing on redevelopment Downtown, while other respondents suggested limiting new housing development in Lyons altogether.” P.8

(d) “Growth. Many respondents felt that continued population growth and the development of the eastern corridor would help keep Lyons’ business community thriving, other survey contributors worried that continued growth would alter the small-town character and negatively impact the environment.” p. 5

(a)(e) “Affordable housing. While most respondents agreed that the cost of housing was a major concern, the community was split on whether Lyons should build more affordable housing, on where it should go, and what it should look like.”p.5

B. Specific Recommendations: (edits) to the legal document (see attached “Red Line”) (this section tbd following deeper deliberations)

C. Map Recommendations – Specific and General Recommendation to the Lyons Primary Planning Area (PPA) Map that includes Potential Annexation Areas (PAA)

~~IMPORTANT:~~ Challenge Faced: The approach and considerations as to what property should or should not be included in the PPA or PAA was the most difficult part of the process given the emergence of two different perspectives on the most appropriate approach to making such determinations. As accounted for in the establishment of the Task Force, it was agreed that both perspectives would be presented for the BoT. The primary question came down to WHEN should particular parcels be assessed for potential annexation.

Option A: Recommends that the BoT keep all areas (properties) as defined on the Draft IGA Map (Exhibit A) and allow the Town’s annexation process to make that determination when and if such annexation application is presented by a property owner.

Draft Option A Text by JJ: Keep all areas as defined on the Draft IGA and allow the Town’s Annexation process to make that determination when and if such application is presented by a property owner:

We have a robust annexation process in place that addresses our identified issues of concern - utilities, water, traffic, hazard/fire risk, ingress/egress, etc. - that is based on current technologies and capacities at the time of the application. These determinations are made by experts in each area and focus on what is in the best interests of the Town at the time of each application, and these considerations will change over time. Replacing this expertise with BoT’s personal opinions and limited understanding of these issues is not appropriate.

Why limit the town’s options and the options of private landowners who may want to apply for annexation for the next 10 years based on incomplete information? It makes more sense to be dynamic in our approach and base decisions on what is known at the time of the application and on objective data rather than on our personal perspectives of how we feel about each parcel right now. Removing parcels from the map limits our options for the next decade or more, and we can’t possibly anticipate the changes that could occur over that time.

Option B: Recommends that the BoT apply reasonable standard and deliberation to consider appropriateness of possible annexation / development of parcels before the IGA is solidified.

Draft by DM 30-Jul-24:

Given that the IGA supersedes all other directives to the town and the BoT, it is imperative that the parcels of land targeted as ~~possible possibilities for~~ future annexation and development, ~~should be~~ first be evaluated for ~~reasonableness: appropriateness for potential development.~~ Simply deferring to a future annexation process ignores the function of the entire IGA process. The IGA is the most appropriate time to determine whether developing future annexed properties are in the best interests of the Town. This is especially important in light of the recent Stone Canyon Fire given the precipice to town in and areas that was slated to be re-designated as PAA in the Draft 2024 IGA.

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It is recommended that the BoT apply, ~~at least from a the~~ high level, ~~the wealth~~ of knowledge, expert inputs, readily available historical data, and ~~a level of~~ critical reasoning before endorsing ~~and changing a specific the changes of a~~ parcel from Rural Preservation to be developable in the IGA document. It is vital that the basic considerations are made and that the implications of such a change are determined to ~~be~~ truly be in the best interest of the community.

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~~While robust, the annexation process, e~~Even ~~a when~~ simple and widely accepted annexation process, is costly in terms of real dollars to the landowner ~~and, the T~~town, and in the ~~Community form of opportunity cost to the community.~~ A knowingly controversial annexation process over sensitive, rural preservation land will not only take a significant amount~~s~~ of time, energy and focus away from the BoT, PCDC, town staff and citizens, ~~but it will continue has been shown~~ to create significant division within the community.

The BoT should apply balanced and reasoned judgement (using some defined criteria such as the example below). When in doubt, the BoT should ~~error~~ on the side of conservation, protect our natural environment, retain buffer zones, and minimize health and safety risks for the citizens as outlined in the Town's comprehensive plan. Once developed, Rural Preservation land will never exist again.

Another concern with automatically re-designating lands from Rural Preservation to PAA is that landowners within the PAA would be subject, against their wishes, "to condemnation for water works, light plants, power plants, transportation systems, heating plants, any other public utilities or public works, or for any purposes necessary for such uses." C.R.S. 38-1-101(4)(b)(I). This would not be allowed if the lands remained in Rural Preservation. Thus, simply deferring to a future annexation process does not protect landowners from condemnation of their lands, and does not consider the effect on the local community, environment, fire risk, and other issues related to condemnation.

At a minimum, the IGA should state that the Town will not force condemnation (be that for utility easements, roadways, etc.) on landowners in the PAA. Forcing condemnation on one set of property owners to benefit others in the PAA should not become Town policy.

Site Selection Criteria to be applied: The BoT should use a basic site selection criterion when assessing parcels to be changed in the revised IGA. The below is one recommendation for such criteria but the BoT may wish to include additional factors:

- Wildlife / Environmental Impact
- Health & Safety
 - Fire risk – House to house spread, elimination of defendable buffer zones
 - Access and Egress (especially in an emergency)
 - Storm Water Run-off
 - Flood plain, flood zone, nuisance flooding risk
- Sight line/light pollution
- Blue Line presumption against development
- Traffic Impact to surrounding areas
- Maintain Urban and Rural interface buffer
- Development feasibility / financial feasibility (*from Town's perspective in terms of both development and ongoing maintenance of infrastructure*)
- Development compatibility (*would development be congruent with the existing development in the area?*)
- Cumulative Impact (*what is the cumulative potential impact if multiple parcels in a given area were to be developed?*)

For Affordable Housing – Site Selection Criteria – If a development plan is to include affordable/attainable housing, a define site selection criteria should be used to assure that the location will best support the community it is intended to serve.

- **Location Factors:**
 - Consider where the site is located. (accessibility standard/ADA)
 - **“Walk-Shed”:** Proximity and assess to town and social services (via foot, bike, wheelchair, etc.)
 - **Accessibility Requirements:** Zoning, Location (will site support independence and is the location near services that would be used by residents like transportation access to job center and grocery stores), Infrastructure (does site have ADA-accessible infrastructure as in sidewalks, curb cuts, accessible pedestrian signals)
 - **Evacuation** risk factors
 - **Site infrastructure** cost / complexity – can sight support lower cost development (see physical factors)
 - **Property size:** does it allow for scalable development and a variety of housing types (affordable, attainable, market rate)
 - **Target Population Needs:** Key considerations-homeless, families, people with disabilities and special needs, single people, workforce, people with specific income levels. See document for more information regarding financing.
- **Market Feasibility:** Market study on housing needs assessment, Housing Development Models, Team and Roles. Market study is used to build an understanding of how your development on the selected site will fit into the community and what demands will be met. A new market study will need to be completed specific to each new development. This shows the feasibility and whether it is likely to be successful. This is a

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key risk-management tool. Need development description, location analysis, comparability analysis, site analysis.

- **Physical & Environmental Factors (which impact cost of construction):**
 - **Slope:** Change in Elevation. Most site-selection guidance rules out 10% grade or higher due to cost (moving soil, stormwater management infrastructure, etc.)
 - **Drainage / Hydrology:** must be considered.
 - **Soil:** Conditions must be considered.
 - **Environmental Consideration:** Natural and Human made (flood, fire, wildlife, etc.)
 - **Parcel Size & Shape:** How development fits and connects with its surroundings.
 - **Existing Utilities & Infrastructure:** Access to existing utilities and infrastructure important for new housing construction, where site improvements to extend or add new/significant upgraded onsite infrastructure may be cost-prohibitive.
 - capacity for additional hookups to existing infrastructure or utility lines.
 - Water lines, Sewer lines, Trash service, Electric, Gas, Broadband, Transportation Access, frontage roads, road access.
- **Regulatory Factors:** Current Zoning. Type of projects (specific groups, do zoning classifications incentives for housing affordability, services, public benefits, requirement of affordable housing units to be provided as part of new development).

Specific IGA Map Recommendations: These specific recommendations are made by the IGA Task Force related to specific properties.

- 1) **346 Steamboat Valley Road** – Referenced as “Walters Parcel (Parcel #120307000013)” in the Draft IGA (see section 2(d)(a): Note reference does not tie to current owner name. This parcel should be removed from Lyons PAA and returned to Rural Preservation.

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Rational: This property owner has expressed no interest in annexation, has no plans to develop his land and wishes to not be subject to possible condemnation of land for utility easements which would be possible if the designation of his land is changed. Further, placing such an unwanted restriction on this property owners is not appropriate even if it were in the best interest of the town.

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As noted above, if this (or other) properties were re-designated as PAA, they would be subject to the Town's condemnation powers for water, electrical, access, etc., which would seriously degrade that property and surrounding lands and properties.

- 2) 1022 Horizon Drive – Referenced as “the Connor Parcel (Parcel # 120318100001)” In the Draft IGA (see section 5c: Return the parcel back to Rural Preservation or remove it from the Lyons Planning Area).

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Rational:

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- (a) The property is above the blue line and may require a referendum to supply water and utility upgrades (Water Distribution and Sanitary Sewer Collection System Capital Improvements Plan, Town of Lyons, CO January, 2017) if referendum did pass.
- (b) The most significant flood hazard impacting downtown Lyons is runoff from Steamboat Valley.” (Town of Lyons Stormwater Masterplan ICON Engineering, Inc., Nov. 2016. Most of the Connor parcel is very steep (West side Eagle Ridge), with large deep drainage. Development on the property could cause adverse effects on Stormwater drainage.
- (c) The current access is a narrow dirt road and bridge across a deep, wildlife migration ravine. For safe evacuation it would likely require a second egress which would need to cross Tebo Park and Longs Peak HOA land. This egress would require 2 bridges to cross two deep ravines that are wildlife migration routes, or the road would have to cross high on the steep slope above.
- (d) Removing the Connor property from the Rural Preservation designation would disconnect the wildlife corridor that exist via the 2012 IGA, Under the 2012 IGA, wildlife had a rural preservation/conservation easement corridor that connected across to the Boulder County Closed Area of the Dakota Ridge along the east side of Stone Canyon, and across to the west to Steamboat Mountain Open Space. Given the recent wildland fire on Ridge Road and Stone canyon, wildlife is in need of habitat more than ever.
- (e) Wildfire Risk and Difficulty in an emergency evacuation. The town maps show the area as severe wildfire risk. The traffic from Steamboat Valley all moves out through 5th Ave.

Town of Lyons Documents (sewage and water service, and stormwater management) Pertaining to the Suitability of Properties Proposed in the Draft 2024 IGA

Part 1: Northern Steamboat Valley

Contributed by Cindy Fisher

The Town of Lyons Blue line Ordinance, Sec 13-1-130 of the Municipal Code, for properties located wholly or partially above the blue line.

Blue line Ordinance:

a) Limit of Service. No water or wastewater service shall be provided by the Town Utility Departments to any property located wholly or partially above the blue line (5,450 ft. elevation), unless applied for and granted a variance from the Town. (Blue Line Ordinance).

(e) Granting of blue line variance.

“... 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....”(Blue Line Ordinance).

Document: Water Distribution and Sanitary Sewer Collection System Capital Improvements Plan, Town of Lyons, CO January 2017.

“The plan evaluates the town’s current water distribution system and wastewater collection system and identifies the improvements needed to both systems.”. (Water Distribution and Sanitary Sewer Collection System Capital Improvements plan, p. 1, here after WDSSCSCIplan)

The following recommendations were made. Cost estimates were for 2017. (WDSSCSCIplan p.1)

townoflyons.com

The proposed wastewater collection system improvements consist of four pipeline replacement projects, four pipeline repair projects, and a lift station replacement project. A summary of these capital improvement projects and their cost estimates are listed in Table 1.

Table 1 – Summary of Wastewater Capital Improvement Projects

Wastewater Capital Improvement Project	Cost Estimate
North Old Town Alleys - 4th Avenue to 5th Avenue	\$520,013
Meily Street - Ewald Avenue to 5th Avenue	\$168,396
Longs Peak Drive	\$359,208
Broadway from Park to 2nd	\$46,200
Broadway from 3rd to 5th	\$63,600
Park Drive from 4th to 5th	\$104,850
4th from Evans to Main Street	\$48,000
High Street- 4th Avenue to 5th Avenue	\$32,400
Eagle Canyon Lift Station	\$192,522
TOTAL	\$1,535,190

The proposed water distribution system improvements consist of five pipe replacement projects, pipe upsizing, and the rerouting of transmission line along St. Vrain Creek. A summary of these capital improvement projects and their cost estimates are listed in Table 2.

Table 2 – Summary of Water Distribution Capital Improvement Projects

Water Capital Improvement Project	Cost Estimate
3rd Avenue - Evans to Railroad	\$99,584
High Street - 4th Avenue to 5th Avenue	\$186,302
North 5th Avenue - Seward to Steamboat Valley Road	\$281,813
Vasquez Court / Horizon Drive Loop	\$318,994
Longs Peak Drive Loop	\$331,336
St. Vrain Creek	\$91,661
Upsize Four-inch Water Mains	\$903,304
TOTAL	\$2,212,994

This plan is intended to be a working document and should be updated regularly as part of the Town’s routine maintenance programs.

Water Capital Improvement Projects in North Old Town Area

You can see there are several areas that directly affect the IGA 2024 Draft proposed building areas. Several of the areas that provide water to northern Steamboat Valley are highlighted for waterline improvements in 2017. Figure 1. Water Capital Improvement Projects in North Old Town Area (WDSSCSCIplan p.7)

Adding more residences would further stress the system.

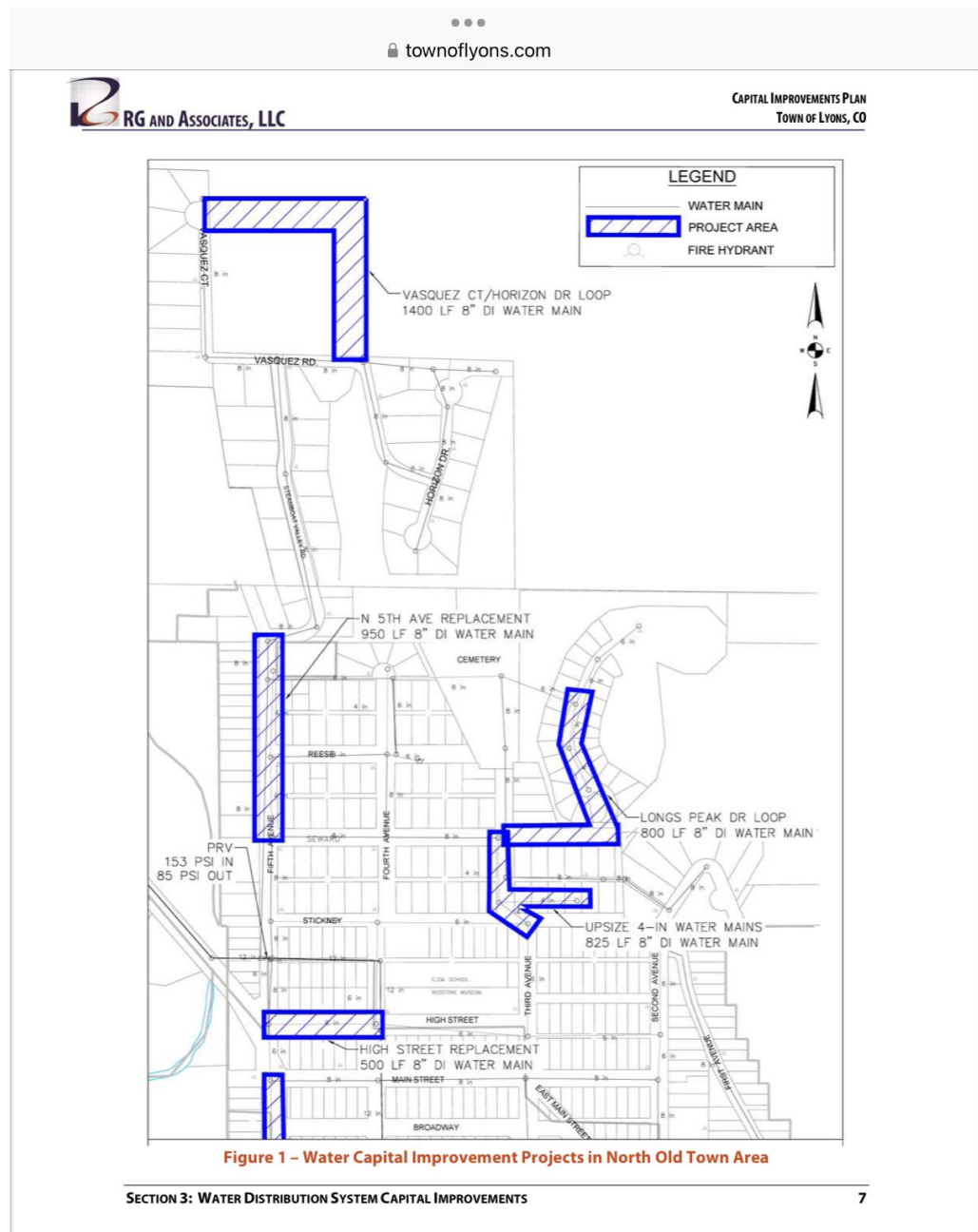


Figure 10 illustrates the pipe diameters in the Town. (WDSSCSCIplan p.31)

There are small diameter pipes leading up to the North Steamboat area and in Longs Peak Drive that negatively impact the delivery of water to the North.

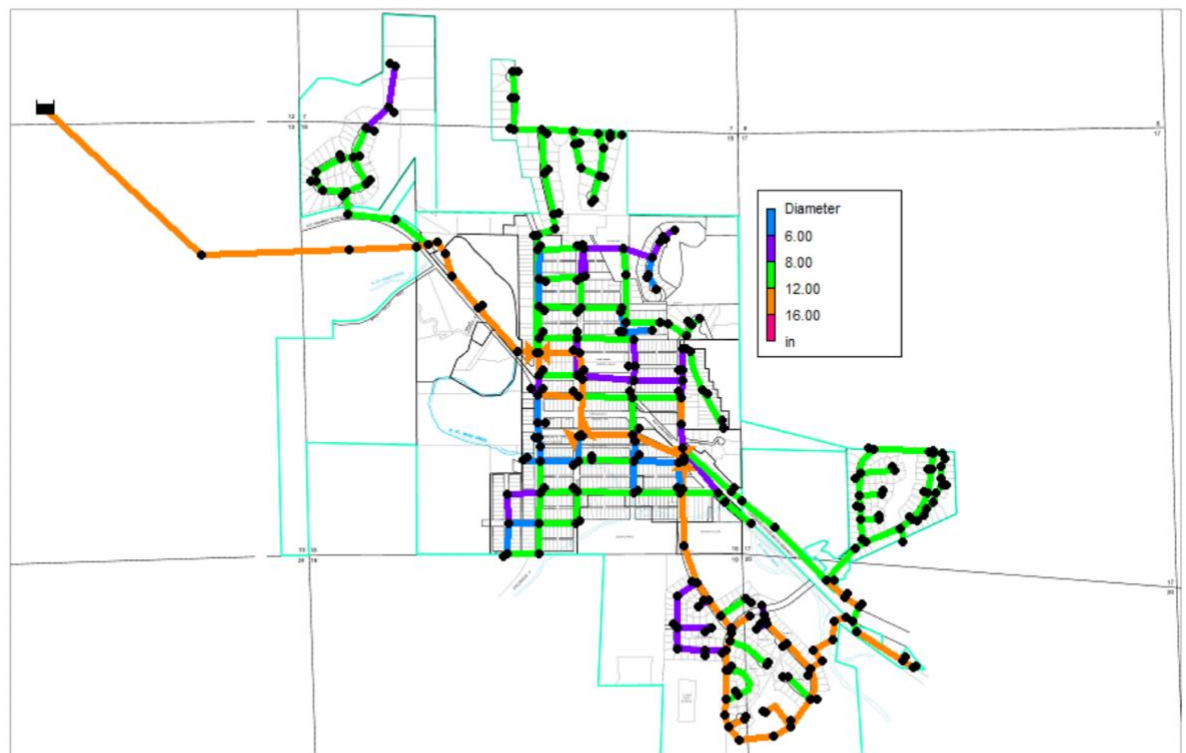


Figure 10 – Pipe Diameters in the Town of Lyons Distribution System

The result of the inadequate water pipe diameters is low water pressure in the Steamboat Valley and Longs Peak drive service areas, as modeled for average demand. See figure 11 below, for the system pressures at Average Day Demand. (WDSSCSCIplan p.34)

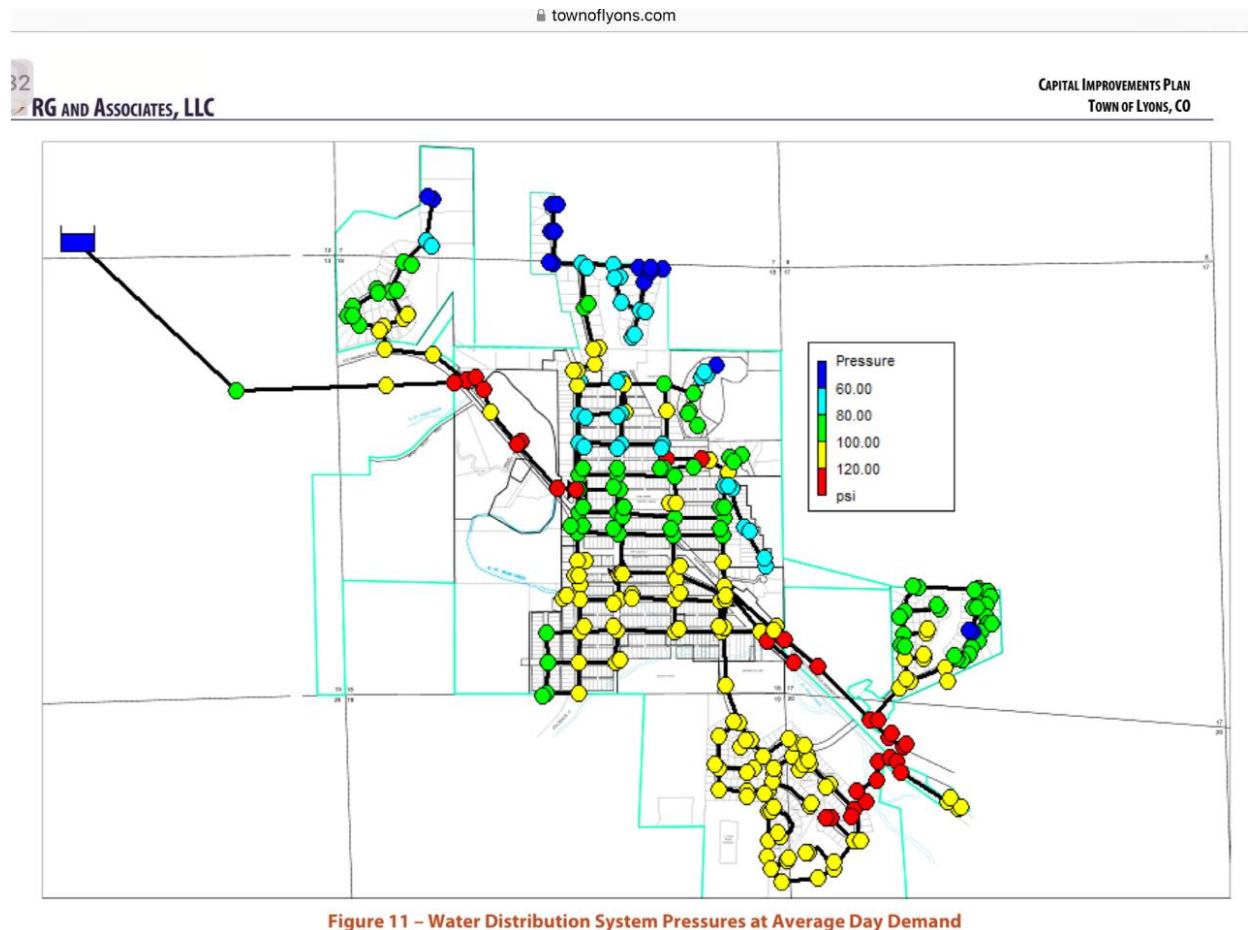
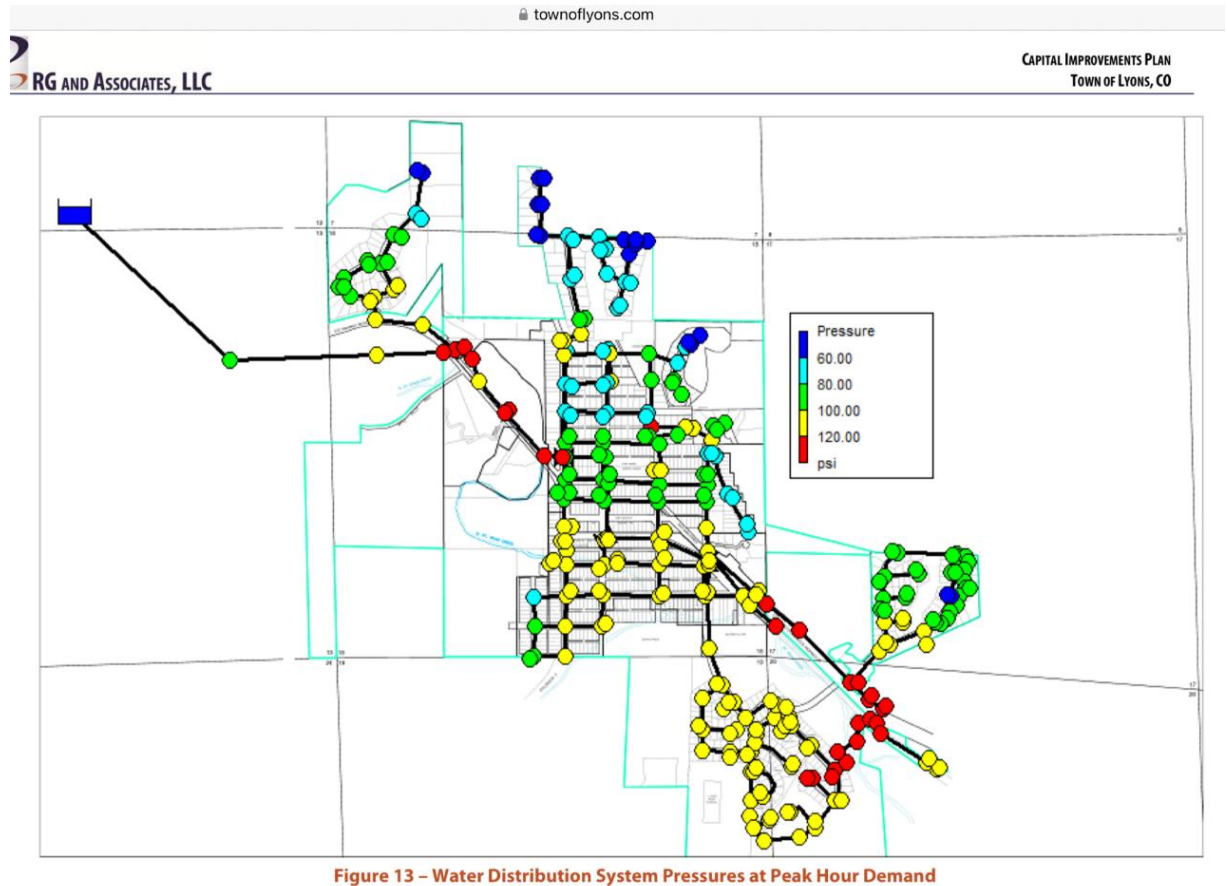


Figure 11 – Water Distribution System Pressures at Average Day Demand

In the areas of North Steam Valley and Longs Peak Drive at times of peak hour demand, the pressure is further reduced, as modeled for peak hour demand. See figure 13 below, for the system pressures at Peak Hour Demand. (WDSSCSCIplan p.36)

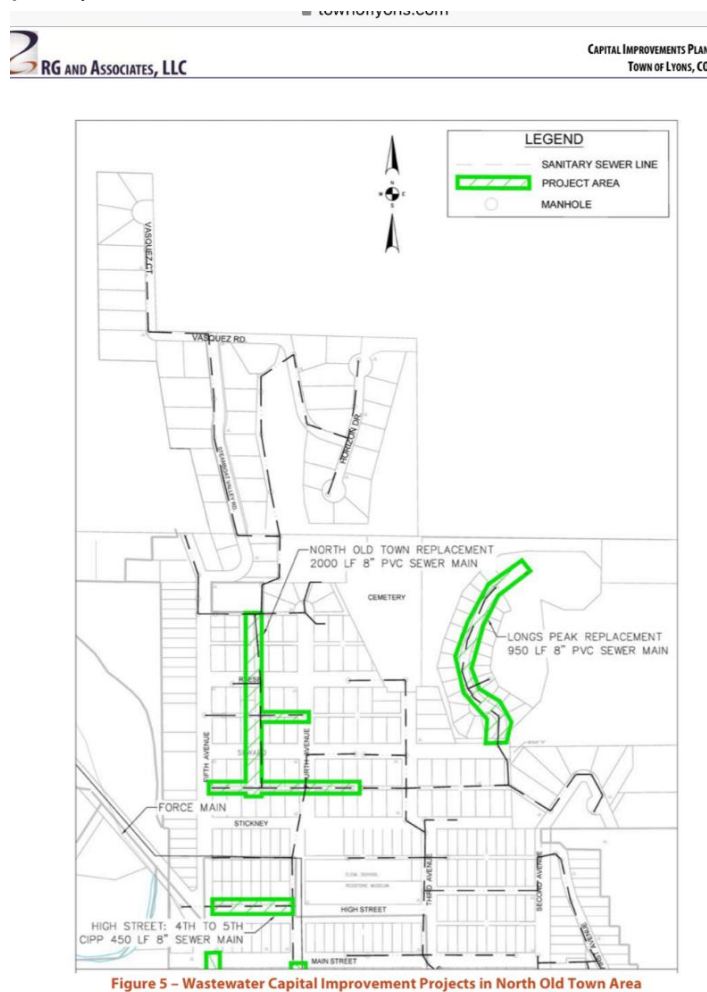


A fire flow analysis model was conducted to determine pressures and head loss at areas throughout the Town. In most areas the pressures and head loss were acceptable. However, in locations where a hydrant is connected to a four-inch water main, or near the limit of the blue line service area, the hydrants would not be able to properly function in the event of a fire. (WDSSCSCIplan p.33)

Given that the Town has not had the funds to address the current water infrastructure issues, the prospect of adding additional residences to North Steamboat Valley, appears contrary to the text in the blue line ordinance (e), stating that projects should not detrimentally affect the health, safety or welfare of the residents.

Sanitary Sewer Collection System January 2017.

The sewage of north Steamboat Valley flows down into 4th Ave, where the report recommended replacing the current sewer main with 2000 linear feet of 8" PVC. (Water Distribution and Sanitary Sewer Collection System Capital Improvements Plan, Town of Lyons, CO January 2017, p.17).



Stormwater considerations

**Document: Town of Lyons Stormwater Masterplan ICON Engineering, Inc.
November 2016**

“The most significant flood hazard impacting downtown Lyons is runoff from Steamboat Valley.” p. 32

1) Inadequate Stormwater Infrastructure

“Existing drainage in the Town reflects open channel drainageways in combination with storm sewer conveyance for more urbanized areas. **Most of the Town’s existing drainage infrastructure is under-sized due to the increase in development within the Town during the 1990s.** The existing conveyance system has the capacity to convey nuisance flows, **but it does not have the capacity to convey even the minor (5-year) storm events.”** (page 7, 2.21 Project Area).

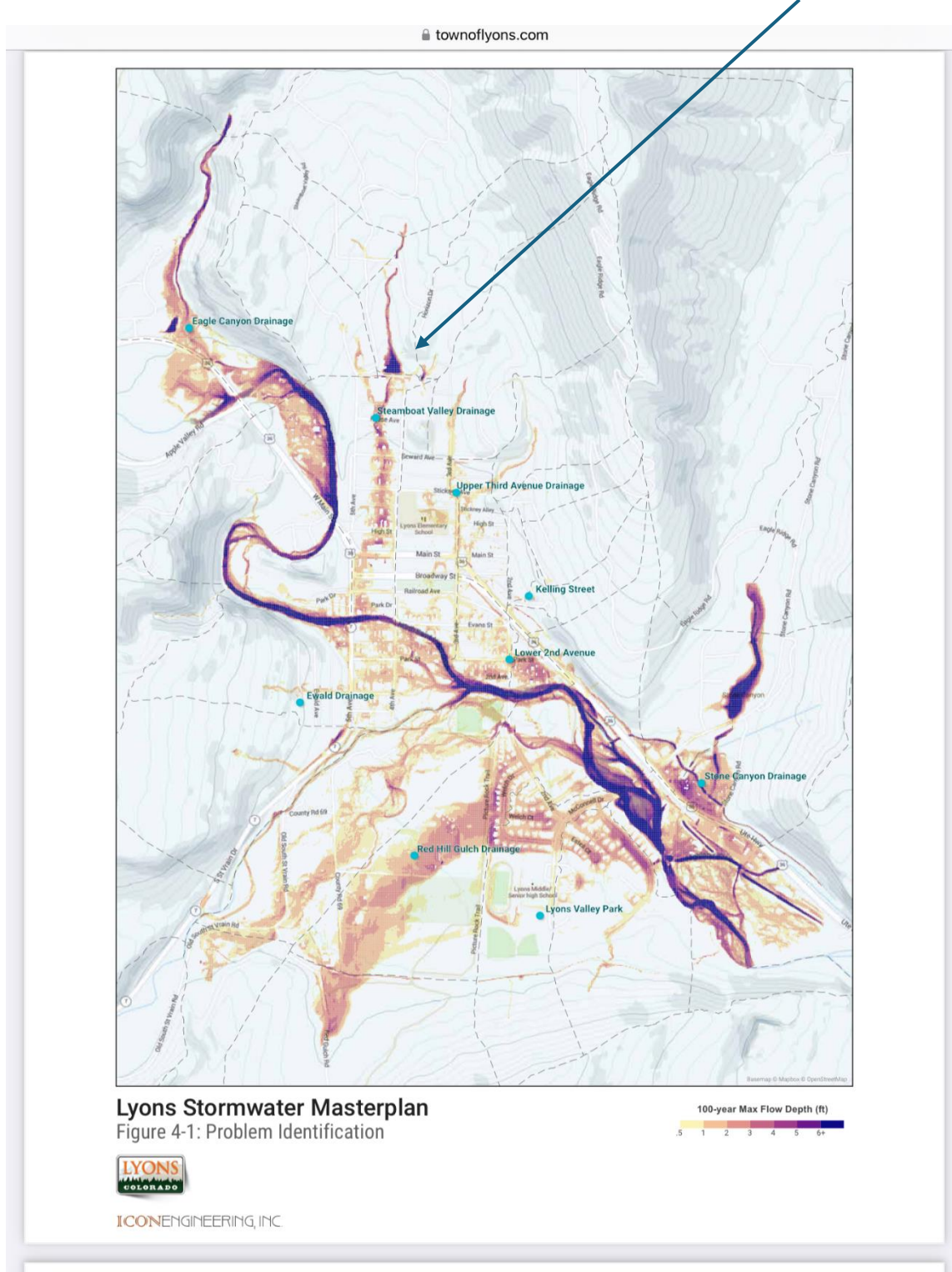
2) Steamboat Valley Drainage

2.3.9“**The majority of the 370-acre watershed converges just upstream of downtown and is conveyed between 4th and 5th Avenue. In the upper reaches, the watershed consists of large lot residential and undeveloped properties. The lower third of the watershed is fully developed consisting of residential and commercial lots. In the lower downtown area, the watershed is bounded by 4th Avenue to the east and North St. Vrain Creek to the west. The watershed ranges in elevation from 6500 feet to 5335 feet.”**

“The flow concentrates in the upper reaches in an open channel with an approximate slope of 16 percent. The flow continues south into a private inadvertent storage area on the Russell property upstream of the old railroad embankment. Downstream of the railroad embankment the drainageway is confined in a small open channel that conveys flow through backyards of private property. There are several

Figure 4.1 Problem identification. Map from model of 100-year flood. Town of Lyons Stormwater Masterplan ICON Engineering, Inc. November 2016.

Railroad embankment Russell property, 6' deep



roadway crossings within this reach including Vasquez Road, McCally Alley, Reese Avenue, Steward Avenue, and Stickney Avenue. A reportedly historic stone box culvert intercepts flow and conveys flow underneath downtown until the outfall location into North St. Vrain Creek. The slope is approximately four percent downstream of the railroad embankment” P. 13.

Hydrologic Analysis

4.3.9 Steamboat Valley

“The most significant flood hazard impacting downtown Lyons is runoff from Steamboat Valley. The runoff from the upper watershed concentrates behind the old railroad embankment. The area behind the old railroad embankment poses a significant flood hazard to downstream properties. Close observation on the stability and maintenance of this embankment is important to managing the risk of a breach or other failure during a storm event. This will require coordination with several private property owners. Downstream of the railroad embankment development within the natural drainage path has confined the runoff to an undersized open channel through private property. The lack of conveyance capacity of this channel and culvert roadway crossings between 4th Avenue and 5th Avenue creates a flooding hazard damaging private property. Any flow that is not intercepted by the historic stone culvert continues the surface flowing through backyards with additional impact to private property and structures.” p. 32

“The existing conveyance within Steamboat Valley does not have the hydraulic capacity to convey storms greater than the 5-year return period. More importantly, the materials (stone and open channel) and alignment (erratic with several sharp bends and constrictions) subjects the adjacent properties to additional risk from debris clogging.” (p. 32)