

**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  
July 1, 2024**

**12:30 PM – 2:00 PM**

- I. Roll Call
- II. Approve Agenda
- III. Approve Min From 26-Jun Meeting

Documents:

[DRAFT - IGA TASK FORCE MINUTES - 6.26.24.PDF](#)

- IV. Task Force Discussion And Data Review
  - IV.1. Complete Review Of Site Visit Notes / Comments From Task Force
  - IV.2. Discuss Site Selection Data From "Colorado Affordable Housing Developer's Guide"  
[HTTPS://DEVELOPERS-GUIDE.CHFAINFO.COM/PREDEVELOPMENT](https://DEVELOPERS-GUIDE.CHFAINFO.COM/PREDEVELOPMENT)
- V. Presentation On Lyons Utility Matters (Presenter: Pending) (Overview Of Lyons Water And Sewage As Related To Future Annexation And Development) (10-15 Min Presentation, 15 Min Q&A)
- VI. Summary Of Action Items
- VII. Set Agenda For Next Meeting (9-July-24) Key Topics: (1) IGA Document Review / Discussion, (2) Recommendation Development Framework And Process Discussion
- VIII. Adjournment

IX. Data Packet:

Documents:

[BOHANNAN-HUSTON HOUSING ASSESSMENT PLAN TOL 2023.PDF](#)  
[COLORADO AFFORDABLE HOUSING SITE SELECTION EXEC SUMMARY 28-JUN-2024.PDF](#)  
[WHY OR WHY NOT ANNEX.PDF](#)

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

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

June 26, 2024

- I. Roll Call. Julie Jacobs, Charles Stevenson, Wendy Miller, Sonny Smith, Cindy Fisher, Douglas Mathews, Jen Wingard, Dave Hamrick (BoT liaison), Barney Dreistadt (PCDC), Andrew Bowen (staff liaison)
- II. Approve Agenda - Minor revisions to agenda – Andrew moving his presentations up sooner, add IGA draft document review. Motion and second to approve, agenda approved unanimously
- III. Approval of minutes from prior meeting – Motion and second, minutes approved unanimously.
- IV. Opening Comments/Direction from Chair. Chair has been counseled to be more formal in the process and we will work through these processes together. Reminder that task force was appointed by BoT as an advisory group to look at and make recommendations about the IGA, hoping to wrap up and provide recs in early August. Intent is to focus on discussions and less on decision making for the next several meetings. Working group versus formal board committee.
- V. Presentation on Annexation Process. Overview of annexation process from Andrew and Cassidy. Presentation with slides from town.

Slides are intended as a reference tool for us, will not be going into detail on every slide, but can always refer back to the slides for details and links. See link for slide deck.

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

Q&A – how long does the process usually take? Usually many months long, very public notification-heavy so lots of opportunity for public feedback. It often depends on the quality of the initial application packet, then the public hearing process will start, another public hearing for zoning in front of PCDC. For residential development, also goes through subdivision process which includes even more public hearings.

Any idea how much it costs a developer to annex property? Not sure, can look into how much elections cost. Applicants have to put down an escrow of \$5K. Town spends a lot of time, but developer/owner bears the costs and the escrow pays for the town spent by time staff.

Landowner versus developer – often is a consultant team, owners can act as developers, but you don't always get hard development plans with an annexation application. Zoning and annexation process happen concurrently. Zoning requests then go to the PCDC to ensure it is appropriate. The zoning will then define the permitted uses.

Consider decreasing costs and barriers to entry for affordable housing as a recommendation in this process if this is what we want to incentivize.

VI. Presentation on mixed-use development: [MIXED-USE PRES FOR IGA TASK FORCE \(PAB\).PDF](#)

Best place to develop is always infill and urban redevelopment and always try to prioritize this.

Comp Plan shows where we are seeking mixed use development in the future – downtown and eastern corridor. Town is working on 2 mixed use ordinances, one for each of these 2 areas. “Form-based zoning” – outlined on slides. Focus less on use and more on design criteria. Horizontal zoning – can ensure that ground level uses are restaurants or retail, and upper level might be realtors or service providers that don't rely on foot traffic. Also really trying to include housing in upper floors of these zoning areas.

VII. Site visit feedback:

Julie - All sites should be considered for annexation. Provided brief feedback and will provide specific notes to add to minutes.

Charles – Northern areas – could be good ideas as long as traffic is considered, most concern about Conner in terms of rural and wildlife areas, not much space there to develop. Overall comment relates to density proposals and affordable options -wants to have more exploration of affordable housing definitions, is there a different way to designate these things?

Wendy – Overall agreement with JJ comments, be aware of more than just housing and consider commercial and fire mitigation, roads, utilities as major considerations.

Wendy will provide more written comments at next meeting or for minutes. Question – could a water tower go on Conner property? This has never been proposed. It has been proposed on upper part of Boone but not on Conner.

Cindy – 2014 document – housing analysis. We need 50 – 70 units to replace. It ruled out several parcels because there is not water. Build a water tower then reconsider these areas. Conner parcel – there is another gully on the other side that is likely a wildlife corridor. Conner property should stay rural preservation. Fine with eastern corridor being considered, but nothing on north side, except traffic concerns for

Hawkins. All development would require an engineering traffic study approving it and will have to pass muster before they can develop.

Sonny – Conner property – rural area, public access and fire are concerns. Farmette is busy and there is traffic there.

Jen – will provide notes for minutes, but noted that there was a traffic study for Farmette and for Stone Canyon.

Doug – Will submit written comments with the minutes. Concern as a broad stroke – the inconsistency of the density numbers and assigning particular portions for affordable housing or density which could limit options for a developer. Consider fewer specific requirements for specific parcels.

Reminder from Victoria that our task is a much more broad – this is just about whether a property should even be eligible for annexation, can't focus on density and affordable housing.

- VIII. Mission document – [IGA TASK FORCE MISSION V1.1.PDF](#). Motion made and seconded, unanimously approved by the task force.
- IX. One pager – Members will send revisions and edits to Doug by end of day tomorrow (6/27)
- X. Brief discussion of blue line, highest and best use documents, all linked to in agenda.

[BLUE LINE MUNICIPAL CODE INFO.PDF](#)

[DEFINITION HIGHERS BEST USE V1.PDF](#)

[LYONS HOUSING DENSITY DATA DRAFT 1.PDF](#)

Density report from Andrew and Doug's analysis of it. Brief note about competing interests in Comp Plan, there are internal conflicts and how to reconcile these inconsistencies.

More information was provided by Andrew this morning and will be included in packet for Monday. Conner concept plan, clarity on housing density, clarity on Loukonen properties and different portions of it, answering questions about other preliminary plans (very few exist), criteria for affordable housing beyond financial metrics (appears to be elusive). Charles – there can be effective financial criteria, just wants something alternative to AMI – rent to income ratio as an alternative option?

Brief note that there is a PCDC proposal for language that indicates it is the full size of the parcel that governs if there is a vote or not, not the subdivided portion that would be annexed.

- XI. Summary of action items – task force members will send any edits on the one-pager to Doug by EOD on 6/27. Task force members will submit any additional requests for data or information to Doug/Andrew.
- XII. Agenda next week – fire dept and utilities presentation about criteria for approval; focus on the words in the IGA document – what are the struggles, issues to address, help clarify where we may need to make recommendations.

Schedule for next meetings:

Monday 7/1 starts at 12:30 instead of noon.

7/9 – 12:00 – 1:30 – hoping for Mayor Rogin to attend

7/16 – 12:00 – 1:30

7/23 – 12:00 – 1:30

7/30 – 12:00 – 1:30

Next 2 weeks will be formulating recommendations; community input will be collected by each task force member in their respective areas as there are other opportunities for public input on a larger scale.

Adjournment at 1:50

# Lets Talk About Affordability/Attainability - generally and specifically

## The *General* part...

**Affordable housing** typically serves those households whose income represents 30% to 60% of Area Median Income.

& → Up to 30% of your income

**Attainable housing (workforce)** typically serves those households whose income represents 60-120% of Area Median Income.

## The Specific part...

### Boulder County Area Median Income Chart

Household Size	30% AMI	40% AMI	50% AMI	60% AMI	80% AMI	100% AMI	120% AMI	140% AMI
1	\$27,900	\$37,200	\$46,500	\$55,800	\$74,400	\$93,000	\$111,600	\$130,200
2	\$31,890	\$42,520	\$53,150	\$63,780	\$85,040	\$106,300	\$127,560	\$148,820
3	\$35,880	\$47,840	\$59,800	\$71,760	\$95,680	\$119,600	\$143,520	\$167,440
4	\$39,840	\$53,120	\$66,400	\$79,680	\$106,240	\$132,800	\$159,360	\$185,920
5	\$43,050	\$57,400	\$71,750	\$86,100	\$114,800	\$143,500	\$172,200	\$200,900

Source: Boulder Housing Partners (2023): <https://boulderhousing.org/rentals/qualification-chart-and-ami-defined/>

Extrapolation: Bohannan Huston, Inc.



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# Lyons by the Numbers - Housing Environment

U.S. Census Bureau, American Community Survey 5-Year Estimates (2017-2021)

Median Household Size: 2.46 people

Total # of Housing Units: 892

→ Total # of *occupied* Housing Units: 875

→ Percent of occupied single-family detached housing units: 82% (721 units)

    owner occupied: 652

    renter occupied: 69

→ Rental unit housing type breakdown (of 188 occupied units)

Single Unit Detached	Single Unit Attached	2 Apartments	3 or 4 Apartments	5 to 9 Apartments	10+ Apartments	Mobile home or other
<b>37%</b>	<b>20%</b>	<b>10%</b>	<b>3%</b>	<b>11%</b>	<b>10%</b>	<b>9%</b>

→ Owner-occupied housing type breakdown (of 687 occupied units)

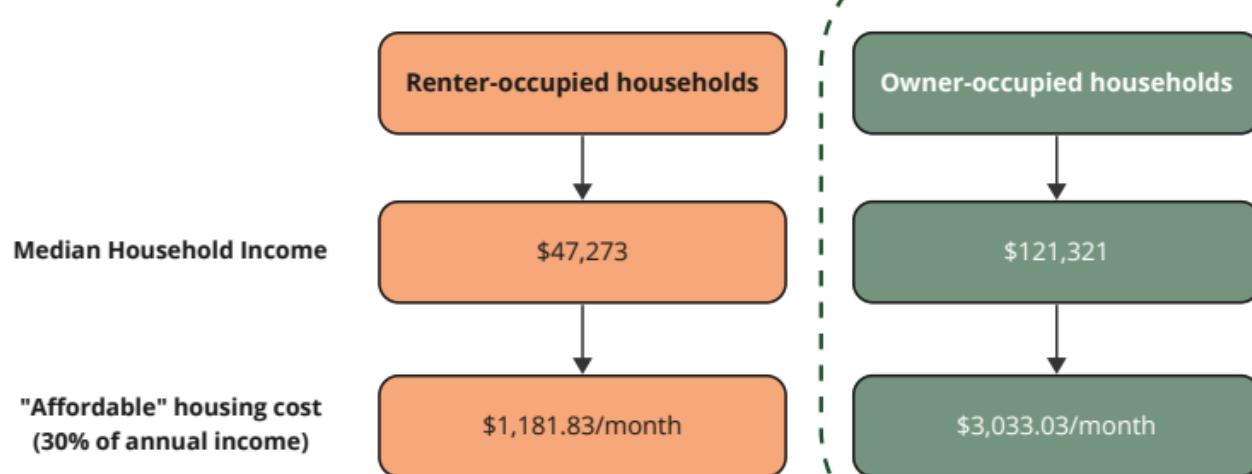
Single Unit Detached	Single Unit Attached	2 Apartments	3 or 4 Apartments	5 to 9 Apartments	10+ Apartments	Mobile home or other
<b>95%</b>	<b>2%</b>	<b>0%</b>	<b>2%</b>	<b>0%</b>	<b>0%</b>	<b>1%</b>

*Note: Single Unit Attached = duplex, triplex, townhome, etc...*

# Lyons by the Numbers - Financial Environment

U.S. Census Bureau, American Community Survey 5-Year Estimates (2017-2021)

Median Household Income: \$111,982



Median Listing Price August 2023: \$895,000

Median Sale Price August 2023: \$873,500

What's the mortgage look like (generally)?

Down payment: \$87,350

Loan amount: \$786,150

Loan term: 30-year fixed

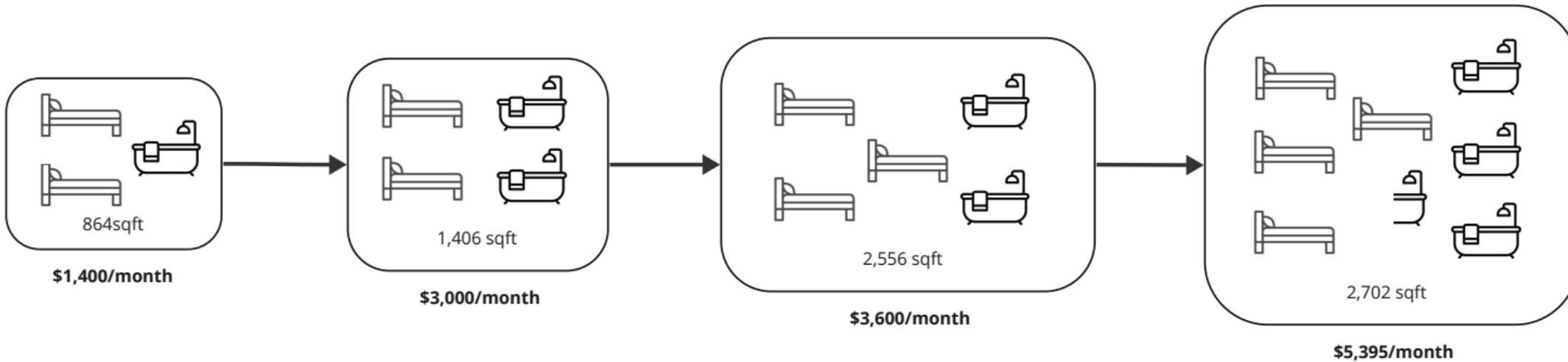
Interest rate: 8.683%

**Monthly payment: \$6,187**

Median Housing Cost - Renter households: \$1,403

Available Rental Stratification - single-family unit (*as of August 2023*)

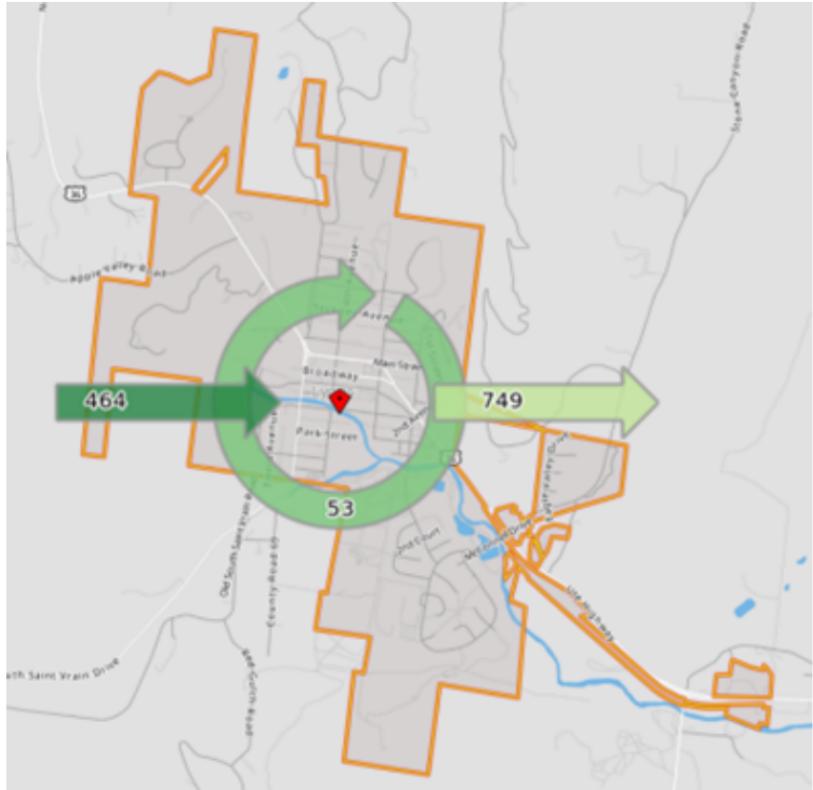
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Available Rental Stratification - one-bedroom "apartment": \$600 - 1,817/month

# Lyons by the Numbers - Commuting Workforce

U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (2020)



## Inflow/Outflow Job Counts (All Jobs)

2020

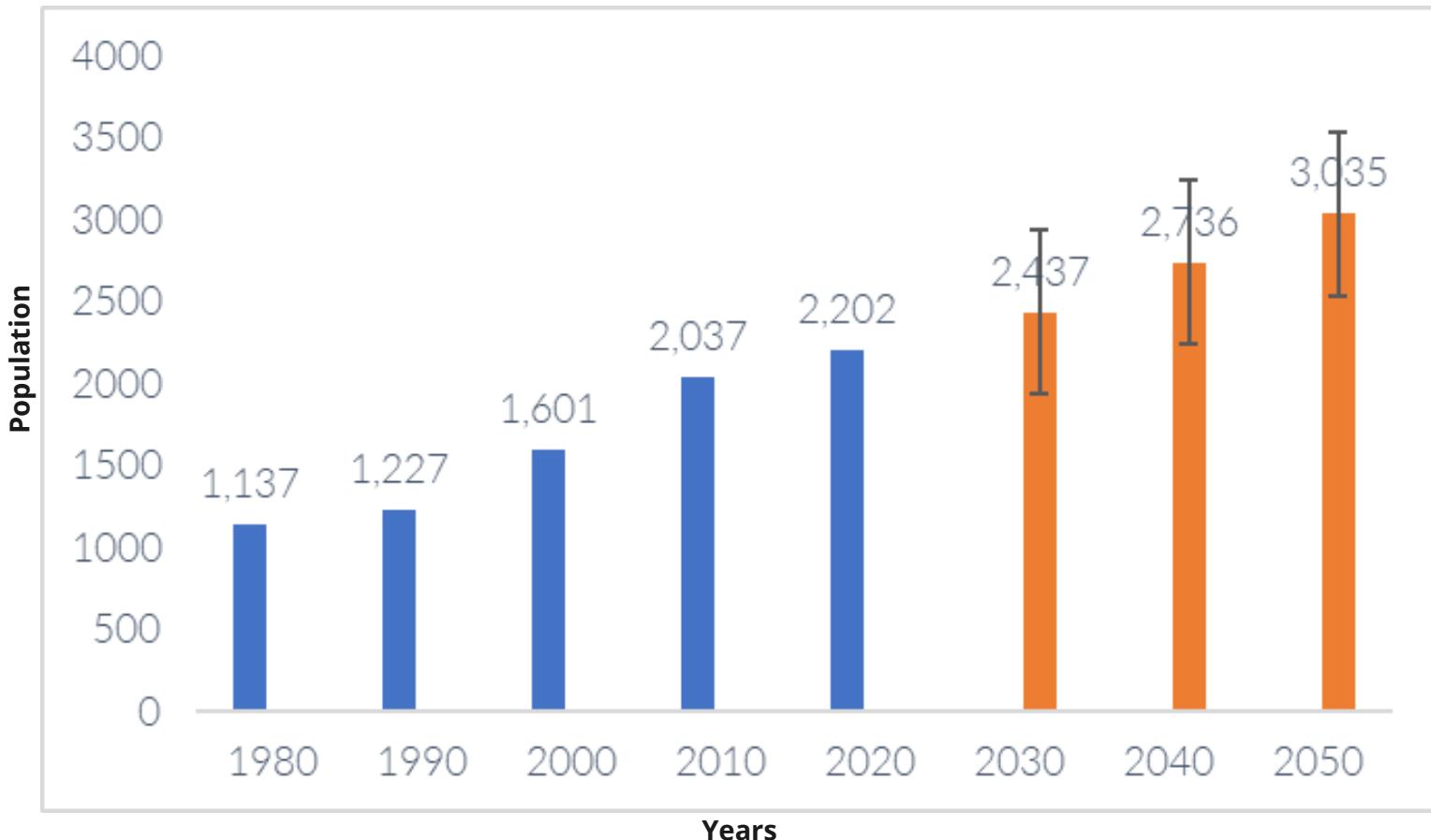
	Count	Share
<a href="#"><u>Employed in the Selection Area</u></a>	517	100.0%
<a href="#"><u>Employed in the Selection Area but Living Outside</u></a>	464	89.7%
<a href="#"><u>Employed and Living in the Selection Area</u></a>	53	10.3%



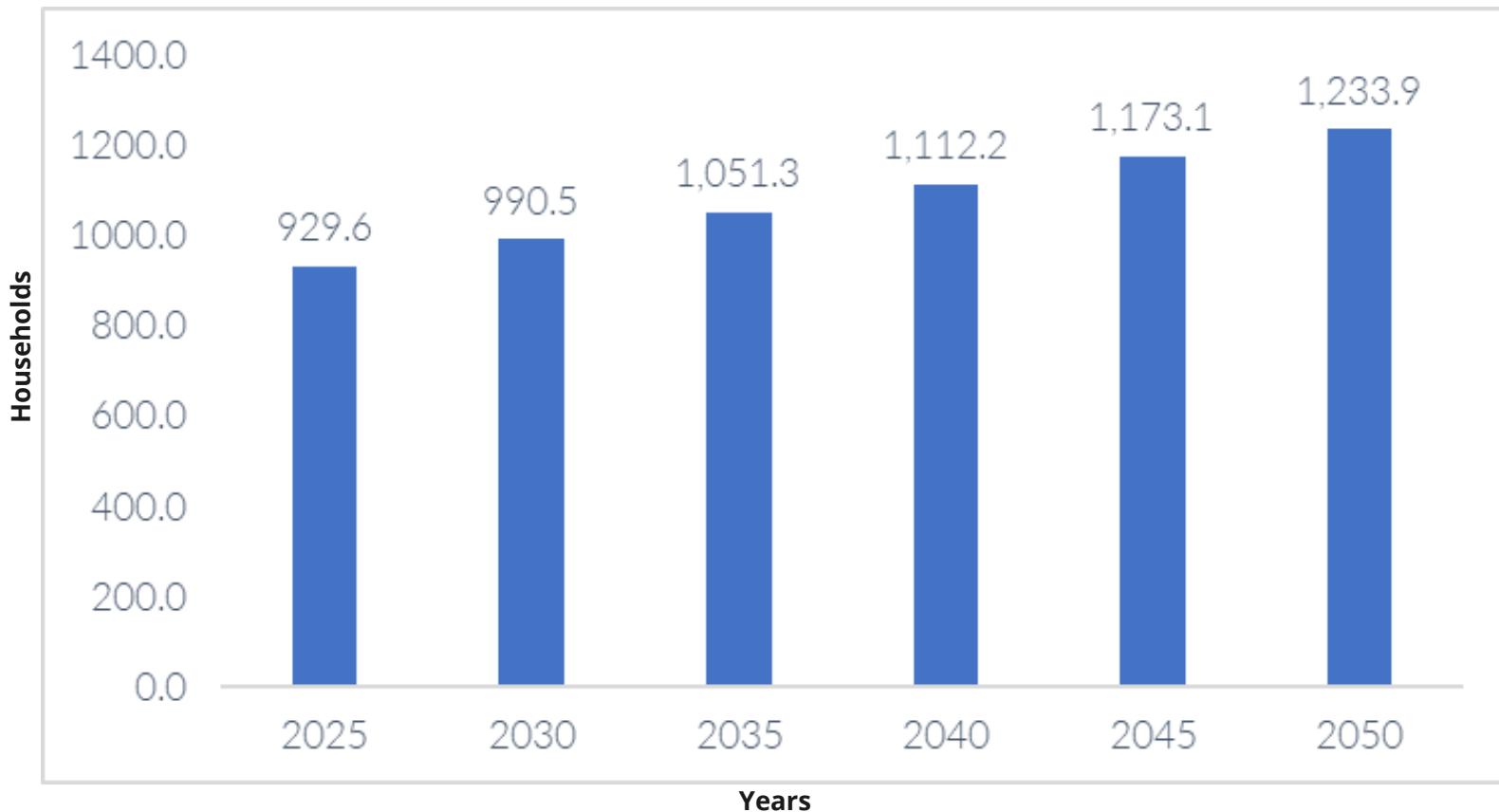
# Lyons - Current and Forecasted Housing Needs: Supply and Demand

U.S. Census Bureau, American Community Survey 5-Year Estimates (2017-2021)  
Bohannan Huston, Inc.

## Historic and Future Population Projection



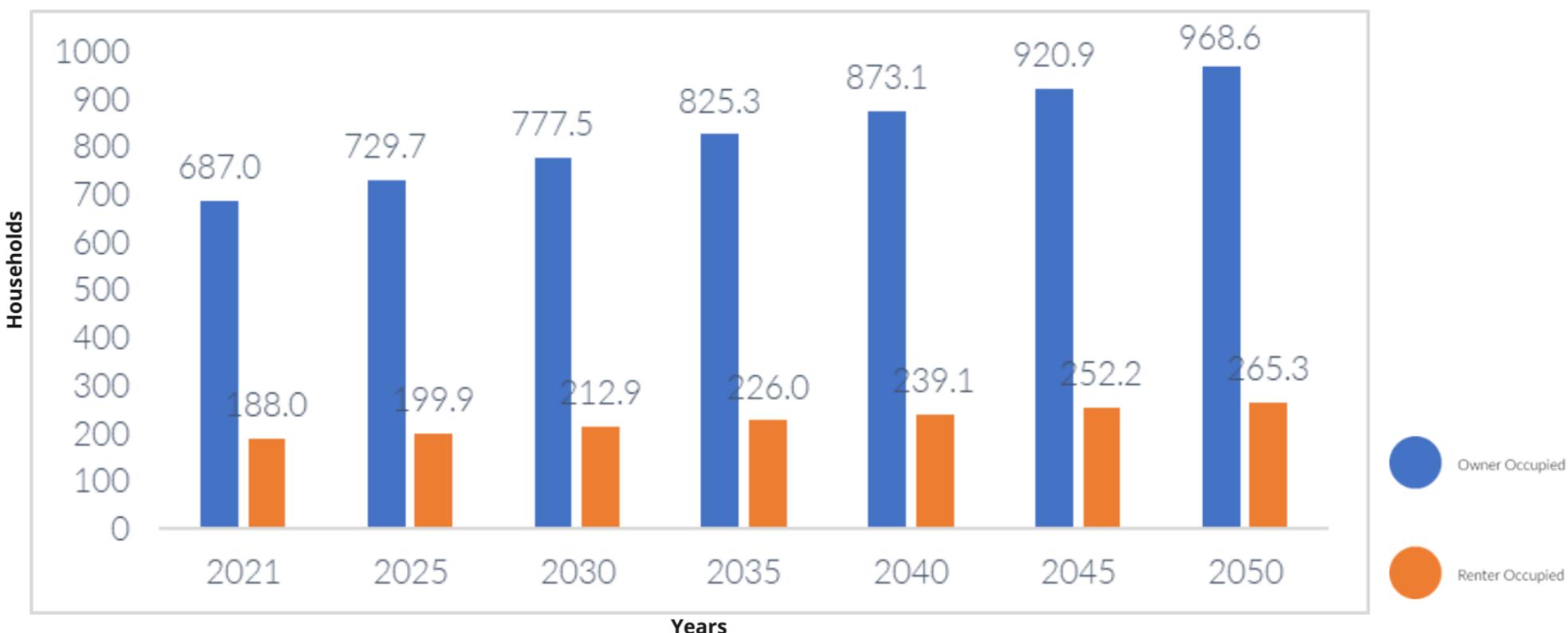
## Forecasted Number of Total Households



## Forecasted Households By Tenure - Two Scenarios

Scenario 1: Current separation between tenure types exists in perpetuity

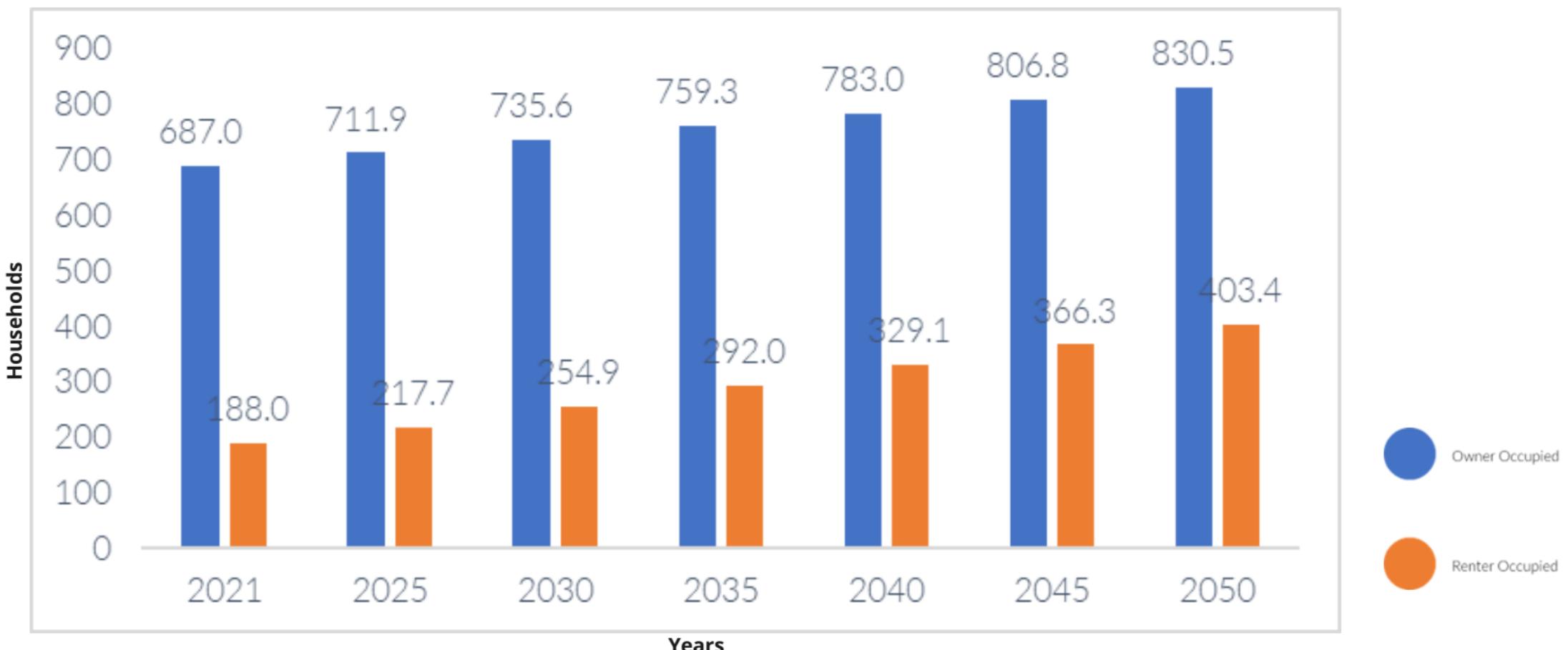
78.5% Owner Occupied | 21.5% Renter Occupied



## Scenario 1 Outcomes

	2021	2025	2030	2035	2040	2045	2050
Occupied Units	892	930	990	1,051	1,112	1,173	1,234
Owner Occupied	687	730	778	825	873	921	969
Renter Occupied	188	200	213	226	239	252	265
Average Household Size	2.46	2.46	2.46	2.46	2.46	2.46	2.46
Population Accommodated	2,152	2,287	2,437	2,586	2,736	2,886	3,035
Owner Occupied	1,690	1,795	1,913	2,030	2,148	2,265	2,383
Renter Occupied	462	492	524	556	588	620	653
Additional Units Needed		38	98	159	220	281	342
Owner Occupied		30	77	125	173	221	268
Renter Occupied		8	21	34	47	60	74

Scenario 2: Separation between tenure types is adjusted to support an increase in renter occupied households



## Scenario 2 Outcomes

	2021	2025	2030	2035	2040	2045	2050
Occupied Units	892	930	990	1,051	1,112	1,173	1,234
Owner Occupied	687	712	736	759	783	807	830
Renter Occupied	188	218	255	292	329	366	403
Average Household Size	2.46	2.46	2.46	2.46	2.46	2.46	2.46
Population Accommodated	2,152	2,287	2,437	2,586	2,736	2,886	3,035
Owner Occupied	1,690	1,751	1,810	1,868	1,926	1,985	2,043
Renter Occupied	462	536	627	718	810	901	992
Additional Units Needed		38	98	159	220	281	342
Owner Occupied		29	73	115	155	193	230
Renter Occupied		9	25	44	65	88	112

## **DOLA HB21-1271 - Innovative Affordable Housing Strategies (Planning Grant)**

- Use of vacant publicly-owned property for affordable housing development
- Subsidize/reduce local government fees
- Expedited development review for affordable housing up to 120% AMI
- Expedited development review for acquiring or repurposing underutilized commercial property
- Density bonus program for housing need
- Promote sub-metering utility charges for affordable housing
- Dedicated funding source to subsidize affordable housing infrastructure costs and fees
- Middle multi-family use by right in single family residential zoning districts
- Affordable housing as a use by right in residential zoning districts
- ADU use by right in single family zoning districts
- Allow planned unit developments (PUDs) with integrated affordable housing units
- Allow small square footage residential unit sizes
- Lessened minimum parking requirements for new affordable housing
- Land donation/acquisition/banking program
- Inclusionary zoning ordinance (HB21-1117)

## Lyons Housing Futures Plan - Initially Identified *Potential* Strategies

- Use of vacant publicly-owned property for affordable housing development
- Subsidize/reduce local government fees
- Expedited development review for affordable housing up to 120% AMI
- Expedited development review for acquiring or repurposing underutilized commercial property
- Density bonus program for housing need
- Promote sub-metering utility charges for affordable housing
- Dedicated funding source to subsidize affordable housing infrastructure costs and fees
- Middle multi-family use by right in single family residential zoning districts
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- Land donation/acquisition/banking program
- Inclusionary zoning ordinance (HB21-1117)

## Proposition 123 (*commitment by November 1, 2023*)

1. Up to \$43.5 million a year, estimated, for land banking. Governments and nonprofit developers would get loans to buy land for future projects. The loans are forgiven if affordable housing projects are started within a decade.
2. Up to \$121.8 million yearly for grants for financing low- and middle-income multi-family housing, as well as providing direct support to renters.
3. Up to \$60.9 million for debt financing for projects that qualify for affordable housing tax credits, as well as for modular and factory-based housing builders.
4. Up to \$58 million for grants and loans for nonprofits and community land trusts that help people buy homes, as well as money for mobile home community residents who want to purchase the parks where they live.
5. Up to \$52.2 million for programs for people experiencing homelessness or at risk of it, including for rental assistance, housing vouchers, eviction defense and housing development.
6. Up to \$5.8 million to help local governments process applications and plans for housing projects.

Source: CPR News - <https://www.cpr.org/2022/10/17/vg-2022-colorado-prop-123-affordable-housing-income-tax/>

<p>Local Government Affordable Housing Baseline Reference Data Table</p>

Community	Income Limit Type	Affordable Housing Baseline Estimate	Three Year Commitment Estimate	Annualized Commitment Estimate
Lyons	Own AMI - Boulder County	80	8	3

Source: DOLA Division of Housing - <https://docs.google.com/spreadsheets/d/1mm6gtUGC7jb26nn4MrczKMxaHoiWja4lCNbXO5YuRpyXk/edit#gid=0>

**Program Target:** 60% AMI or less → \$71,760 → \$1,794 or less/month

**Implementation Requirement:** Fast-track approval process (90 or 120 days for affordable housing developments).

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

## Site Selection Criteria for Affordable Housing

<https://developers-guide.chfainfo.com/predevelopment>

**Source:** Colorado Affordable Housing Developer's Guide  
(Data Provided by Administrator Simonson, Exec Summary by D. Matthews)

### **Key Criteria Executive Summary:**

**Introduction / Overview** (by IGA Task Force Chair, D. Matthews): While the IGA is intended to focus on land use and identification of lands for potential future annexation, the Lyons 2024 Draft IGA has been crafted to include specific requirements for each land parcel that would be considered for annexation which include both housing density requirements (minimum and maximum density) as well as specific requirements for the % of affordable housing that must be included in order for that land to be considered for annexation.

**Lyons / Boulder County Approach:** At present, it appears, surprisingly, that no such consideration is being used by either the Lyons Board of Trustees or Town Planners nor that of the team in Boulder County based on the request for such criteria on behalf of this Task Force.

When seeking such site selection criteria on behalf of this Task Force in order to understand the consideration applied related to the properties included and the Affordable/Approachable Housing requirement for each parcel included in the Draft IGA review process, the following responses were received:

**Lyons:** *"The idea of choosing a property based on its appropriateness for affordable/attainable housing development was not a part of staff's methodology for choosing new parcels for proposed annexation. The parcels proposed to be added were chosen due to their location, continuity to Town limits, and requests from property owners (not developers)." (Lead Planner A. Bowen, 25-Jun-2024)*

**Boulder County:** *"I don't know of such a site selection criteria. I would imagine the criteria for developing affordable housing are very similar to that of market rate housing since the difference between the two is generally the type of financing. Available land with access to urban services is generally the starting place for any development. In the case of the properties added to the IGA as potential annexation areas, these were properties that town staff brought to the discussion as possibilities for the expansion of the town and my understanding is that these were areas adjacent to town, where services could potentially be extended, where property owners had expressed interest in annexation, where development could be feasible, etc. The level of detail I think you are looking for at this time regarding development potential simply has not been done and*

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

generally would not be undertaken if there is not even the possibility that annexation could be requested as engineering, geotechnical studies, etc. are quite costly. The affordable housing elements are a layer on top of that intended to ensure that any development provides some diversity in housing. I did not see this as an exercise in finding locations for affordable housing rather considering where additional growth may be entertained and trying to ensure that if and when it does the community needs and benefits are achieved."

(Boulder County Leason, Hannah L. Hippely, AICP | Long Range Planning Division Manager, 27-June-2024)

**Considerations:** As outlined in the above reference [Colorado Affordable Housing Developer's Guide](#), not all locations are equally suitable for such affordable housing developments given the needs of the population that such development is intended to support. The guide goes into great detail on what makes one site more suitable than another.

Below is a summary of the key elements of that guide but **a full reading of the document is recommended** for anyone involved in such planning or decision making.

- **Affordable Housing:** definitions, targeting affordability (AMI calculations: 30, 50, 60, 80, 120 Percent. Extremely low-income, low-income, moderate-income, workforce.
- **Development Process Overview:** Develop concept, Feasibility Assessment, Securing Financing, Development, Post Development.
- **Housing Needs:** Income level, price points, disabilities, older adults, homeless, supply and demand mismatches, housing types, location). Need housing needs assessment.
  - Create a Development Model: What type and how much housing is needed. What are your housing affordability goals? What are your AMI's? Will your tenants buy, rent or rent to own?
- **Individual Stakeholders:** target population, neighborhood residents, community stakeholders. Engagement matters, transparency matters and engage the community/plan your approach
- **Site Selection:** Examine land and what meets goals developing affordable housing
  - **Physical & Environmental Factors:**

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

**-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).

**-Location Factors:** Consider where the site is located. (accessibility standard/ADA)

**-Financial Factors:** Cost of site selection/property values. See document for more information.

**-Private land & Property Acquisition:** Off market acquisition, right of first refusal. See document for more information.

**-Community-serving land and property:** See document for more information.

**-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 key risk-

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

management tool. Need development description, location analysis, comparability analysis, site analysis.

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.

Make sure you understand developers costs and use your financial feasibility analysis results.

**-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)

**-Financial Feasibility:** Back of the Envelope (BOE) calculations can provide rough and quick estimate of project cost and feasibility. See documentation for more information.

**-Design and Development Phasing:** A development doesn't always need to be completed all at once. Can be a step process. Green building, sustainability and health should be incorporated along with designing for people of all abilities. See document for more information.

**-Project Construction:** See document for more information.

**-Project Operations and Compliance:** See document for more information.

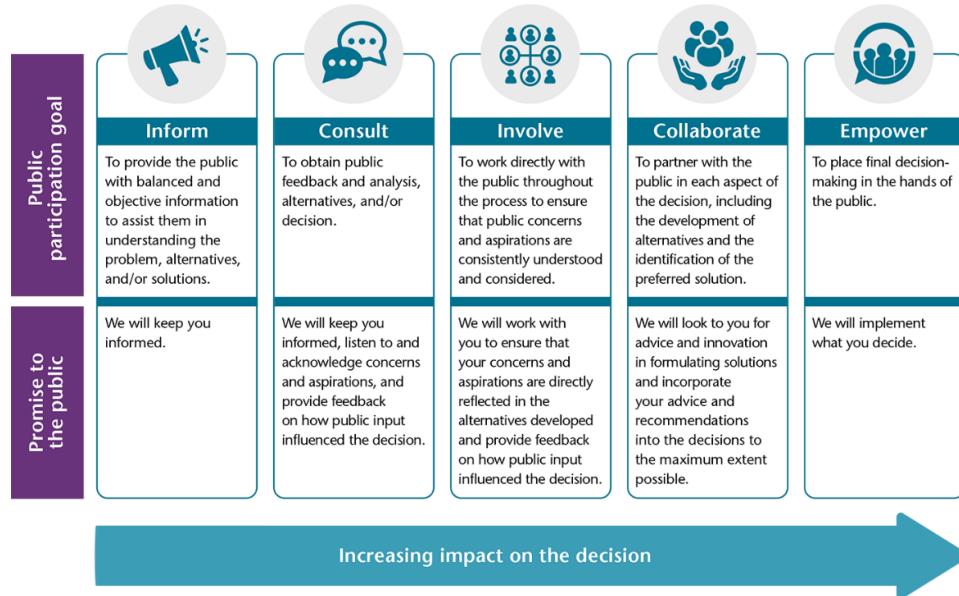
Note: there are 3 case studies in this Colorado Affordable Housing Developer's Guide.

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

NOTE: The following excerpt from this documents seemed particularly relevant for consideration as related to the IGA development and implementation.

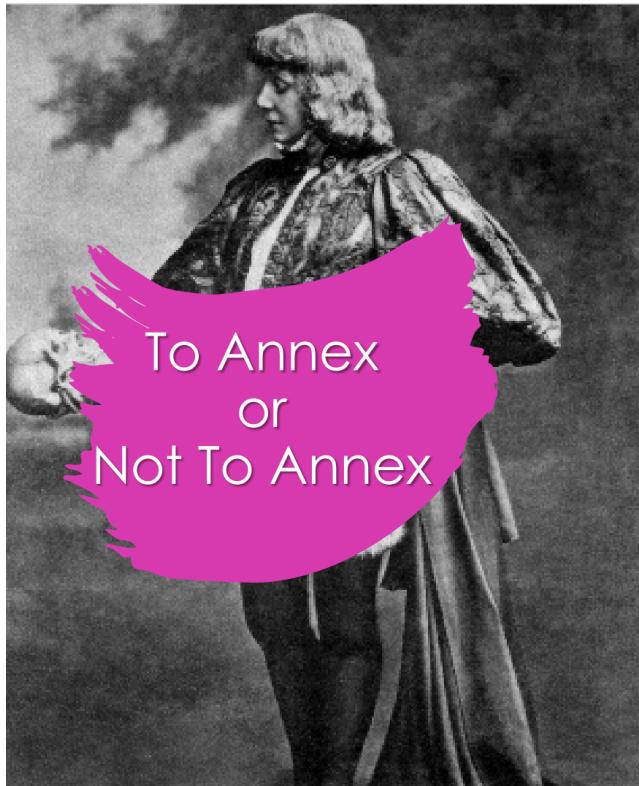
## **Process to be used by municipalities:**

- **Models of Engagement:** Individual interviews, community meetings, listening sessions, focus groups, group interviews, written materials, digital engagement platforms.
- **Engage and Adapt:**
  - Keep open and ongoing communication by being easily accessible and listening.
  - Recognize wisdom, voice and experience of community stakeholders.
  - Reach out to marginalized communities and create a safe space to express their opinions.
  - Treat all stakeholders with integrity and respect even when they don't agree with you.
  - Be transparent about your motives and relevant power dynamics.
  - Share decision-making and leadership when possible.
  - Engage in continuous reflection and be willing to change course.
  - Follow through with commitments you make to stakeholders.
  - When things change, follow up to keep key stakeholders informed.
  - See engagement as an opportunity to build long-term relationships with the community.
  - Provide written materials (hard copy/virtual) to provide greater transparency and clarity.



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

Data from Town Planner to Board of Trustees in 2023



## Why Annex?

- Need for more residents
- Need for more businesses
- Need for better amenities
- Need for safer community
- Need for improved utilities
- "Squaring off" of boundaries / enclaves
- More

## Why Not Annex?

- Proposal is for low-density residential development
- Proposal is on sensitive lands
- Proposal would potentially force Lyons to provide services it doesn't want to have to provide
- Proposal is voted down by vote of citizens
- Proposal is poor land use (e.g. leapfrog annexation)
- More