



To: Mayor Huckstep and Town Council
From: Michael Yerman, Town Planner
Thru: Todd Crossett, Town Manager
Subject: **Slate River Annexation Concept Review**
Date: December 1, 2014

Process

Concept Review is the first step in the annexation process and is intended to allow the applicant to obtain an informal response from the Town Council on their application prior to the submittal of a formal annexation petition. The code requires the applicant provide detail to three main concepts in their submittal which include transportation, land uses, and water and sewer services. The applicant has also provided additional details on several other aspects of the project for the Town Council to consider. However, it is important to understand that the applicant is not required to submit detailed engineered plans, lot layouts, wetland studies, and other details at the Concept Review stage. While there may be a desire to see additional details, the requirements of the code only require the applicant have a concept for the layout for the property. The concept layout in turn will dictate more detailed plans as we move forward.

Staff is recommending the Council utilize the following agenda in considering this proposal by the applicant.

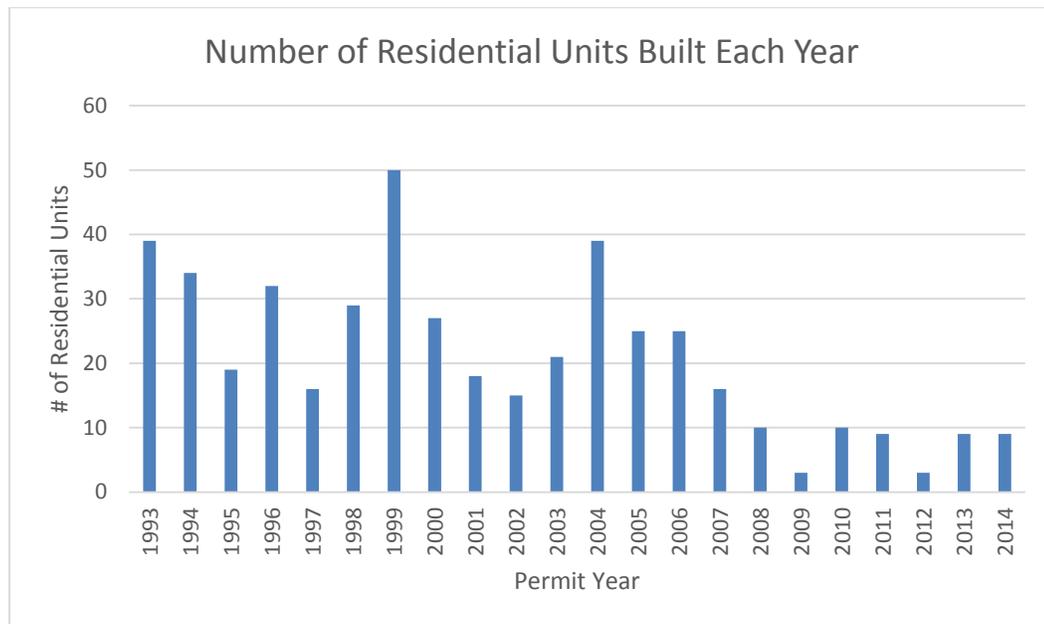
1. Presentation of application by applicant
2. Council questions of the applicant
3. Public input
4. Applicant response
5. Staff review
6. Council deliberation and discussion

General Overview

The Slate River Annexation will annex a 44.5 acre parcel that shares contiguity with the Town Boundary on the northeast side of the Town. The applicant will meet the statutory requirements of the 1/6 contiguity of the Municipal Annexation Act of 1965 with the proposed application. The annexation proposal will create a new neighborhood on the Town's northern gateway and a residential development to the east of the Slate River. There are several unique characteristics of this property

including a former town landfill, wetlands, topography, and wildlife habitat. This parcel also shares contiguity with the Town Cemetery.

The application includes a variety of land uses including commercial and mix uses along the Gothic corridor and up to 115 residential units on 75 lots. The Town of Crested Butte currently contains 1,114 residential units. The applicant’s proposal at complete build out would add an additional 10% of residential units to the Town. The graph below shows new home startups since 1993. While a complete market study has not been conducted this graph is intended to help illustrate the Town’s absorption of new residential units since 1993.



Landfill Remediation

The applicant is proposing to remediate the old Town landfill through the Voluntary Cleanup and Redevelopment Program. The applicant has also proposed to clean up the portion of the landfill located on the Town’s property at no cost to the Town. The applicant has engaged a professional cleanup company Casey Resources to conduct the cleanup of the landfill. Environmental analysis reports have not been reviewed by Town Staff at this time.

Key Discussion Points:

- Does the Town Council want to explore remediation of the landfill?
- Does the Town Council want to allow the applicant to remediate the landfill on the Town’s property?
- What other considerations does the Council want staff to explore with applicant in regards to the Landfill remediation?

Transportation Review

The applicant has proposed 2 different design layouts that create two different street layouts. Direction is needed by the Town Council on the preferred design layout.

Grid Proposal

Maintaining the grid is essential to the absorption of this development into the Town to help reduce the impacts caused by increased traffic. The grid allows the dilution of traffic by providing additional options to paths of travel. This is particularly important with this development because of its location in respects to the Gothic Corridor.

While both proposals include a grid on the western half of the development, the grid is also maintained on the eastern portion of the property as well with the Grid proposal. The eastern portion of the property is particularly challenging due to the topography and sensitive wetlands. However, either plan will require disturbance to the natural environment of the eastern portion of the property. Maintaining the grid has numerous benefits just as it does in the remainder of the Town. It allows for traditional lot sizes, minimizes front loaded garages, provides for better circulation, will allow for the look and feel of a Town neighborhood, architectural standards will be those of typical Town lots, and provides essential space for utilities in alleys. While the grading for new roads and creating the grid will require additional disturbance the eastern half of the property, there are significant long term benefits to maintaining the traditional neighborhood development over suburban sprawl.

Key Discussion Points:

- Would Town Council be willing to consider reduction in wetland setbacks to maintain the grid on the eastern portion of the property?
- How important is maintaining the grid and the fabric of the Town to the Council?
- Can additional mitigation measures be put in place to protect wetlands in areas where the wetland setbacks are reduced?

Natural Proposal

The natural proposal maintains the grid on the western half of the development which is essential to making connections to 7th and 8th Street. However, the natural proposal creates an organic street layout to incorporate the proposed residential neighbor. This proposal utilizes topography and respects the required wetland setbacks. However, to construct new roads and install the necessary utilities will still require significant amounts of grading and cut and fill to accomplish this layout. This will also result in odd shaped lots, the loss of the traditional development pattern of the Town and could have long term consequences cause by suburban sprawl.

Key Discussion Points:

- Is the Town Council willing to allow the applicant to deviate from the requirements of maintaining the grid?
- Will this development lose the look and feel of a Town Block and therefor become an exclusive community?
- What will be the long term costs of maintaining the utilities?

Gothic Road

The applicant is proposing two additional access points to Gothic Road which is essential to not creating a bottle neck at new intersections. This will help dilute traffic impacts at each of the proposed intersections. However, the applicant is proposing the Gothic Road corridor will continue to remain in County and be maintained by the County. While the County has indicated that they may be willing to entertain this proposal, this issue is very important for the Council to consider with this application. Particularly because Gothic Road corridor requires 24 hour snow removal maintenance which the Town cannot absorb without significant long term costs to the Town.

Key Discussion Points:

- What improvements should be required of the Gothic Road Corridor? i.e sidewalks, curb and gutter, streetlights?
- What provisions should be considered with the County on future maintenance of this Corridor if this application is approved?
- What improvements will be required of the road surface of Gothic Road?

Other Roads and Alleys

The proposal will continue to utilize Town standards for the construction of roads within the development. The applicant is proposing one bridge within the development to access the eastern half of the development. Initial discussions with the Crested Butte Fire Protection District have indicated that one bridge will be suitable for the proposed density on the east side of the development. Staff would like to see 8th Street continue to the parcel to the North to make a future connection if this property ever chooses to develop. Also staff would like to see the proposed park expanded over the alley space behind Poverty Gulch to allow additional playing area for this future park.

Key Discussion Points:

- Does the proposed street network adequately meet the needs of the proposed development?
- Should 8th Street continue north to accommodate future development?
- Is there a need for an alley behind Poverty Gulch or should this area be added to a new park to create enough space for a new playing field?

Trails

The applicant is proposing a variety of trails and sidewalks within the development. Overall the proposal makes connections to the critical public uses within the development. This includes extending the 8th Street sidewalk connection, extension of sidewalks on Gothic, a Slate River Trail, and an east/west connection to the perimeter trail along Road B.

Key Discussion Points:

- Are there any areas that should also be serviced by additional trails?
- Is it appropriate to have a Slate River trail and how will this trail effect wildlife habitat?
- What is Council's vision for the construction and maintenance of these trail surfaces?
- What will be the expectations for the construction and maintenance of the trails within the development?

Other Transportation Items

The applicant is proposing a transit stop on the 8th Street Corridor. At this time, Mountain Express has not been asked to comment on the application. If approved, they will be asked to comment at the next stage on possible transit facilities.

Key Discussion Points:

- What other transportation improvements should be considered with this application?
- Is a stop on the 8th Street Corridor the logical spot for transit expansion?
- How would a circulator bus work with this development?

Land Use Review

The applicant has proposed a variety of land uses within the development which will create a new neighborhood on the northern edge of the Town. The land uses range from commercial, business, office, and multi-family to single-family residential and new public spaces for parks. The proposal includes areas for affordable housing, civic uses such as a fire station and public works storage facilities, and new parks for the community.

As part of the application, the applicant is proposing including a portion of Town owned land to be incorporated into the development. A majority of the Town owned land will be turned into a park or become right-of-ways for the development's road network.

Key Discussion Points:

- Is the Town Council willing to consider allowing the annexation to include a portion of Town owned land as part of the development proposal?

Commercial, Business, and Professional Services

The applicant is proposing two blocks of commercial, business, and professional services uses. These uses are located along the Gothic Corridor. These blocks will help provide additional funding within the Street and Alley property tax mill levy to help fund the future maintenance of roads located in the development. While an analysis of tax revenues has not been produced at this point in the application process, commercial property tax rates are three times those of residential and are significant to maintaining the infrastructure in the proposed development.

Key Discussion Points:

- Are commercial uses appropriate in the proposed locations?
- How important is it to Town Council that the property tax mill levy will pay for the future maintenance of this development?

Residential

The applicant is proposing a variety of residential uses ranging from a large multi-family affordable housing project to single-family homes on the eastern portion of the development. The applicant is proposing 75 lots with up to 115 units. The applicant is proposing densities of 5 units per acre on the west side of the development and 3.5 units per acre on the east side of the development. The applicant is also proposing a mixed-use residential component to the commercial uses.

Key Discussion Points:

- Is the proposed density appropriate for this development proposal?
- Are the different housing types proposed suitable for this development?
- Is the low density neighborhood appropriate on the eastern portion of the property?

Fire Station Relocation

The applicant is proposing the possibility of relocating the fire station to the northern parcel on this property. The initial conversations with the Crested Butte Fire Protection District have been receptive of the possibility of moving to a new location. Town staff would encourage a dialogue between the Council and the District's Board on the possible relocation of this facility if Concept Review is approved and the application moves forward.

Key Discussion Points:

- Does the Town Council want to consider the relocation of this facility to a new location within the development?

- Is the space provided enough room for additional emergencies services to co-locate at this site?

Public Work Yard

The proposed development will have significant operational impacts on the Public Works, Parks and Rec, Sewer Plant, and Mt. Express operations. The area to be converted as a new park will remove outdoor storage and the tow lot. As the Town continues to grow we are reducing the space in this location by about 1/4. We are also creating a neighborhood that will surround this vital facility that currently sits on the edge of the Town.

Key Discussion Points:

- As the Town grows where will the vital operations of the Town grow?
- Should a facility plan be created to understand the long term needs of the Town's operations?
- What opportunities exist with this proposal to allow responsible growth of this facility?
- What additional mitigation measures can be done to ensure public safety at this existing facility?

Affordable Housing

The applicant acknowledges the requirements of the Town code for affordable housing. There are a variety of options for fulfilling the requirements of the code. The applicant has also proposed building a similar project to Anthracite Place to help fulfill the requirements of the code.

Key Discussion Points:

- Does the Town Council want to consider allowing the applicant to fulfill the affordable housing requirements by allowing the applicant to construct units?
- Is the Council interested in considering a multi-family rental affordable housing project with this development?
- What are Council's other thoughts on how this requirement might be met by the applicant?
- Will affordable housing in this development receive the 2/3 system development subsidy?

Parks and Open Space

The applicant is proposing to leave 70% of the site as open public lands. The applicant is proposing two park facilities and creating a river park trail system. With the inclusion of the alley behind Poverty Gulch there is a possibility of creating a playing field on the eastern proposed park. The northeast park would be a natural park which could be possibly utilized for disc golf and trails.

Key Discussion Points:

- Does the Town Council want to consider allowing the applicant to fulfill park requirements on Town owned land?
- What are the Council's thoughts on the applicant's obligations to help construct these park improvements?
- Does the Council feel the park space proposals are adequate to serve the proposed development?
- What will be the ownership structure of the open space areas?

School Land

Since the densities in the proposed development will only equal a land dedication of a third of an acre, the applicant is proposing to make a payment in lieu or to provide teacher affordable housing. The School Board will have to weigh in on this proposal as well if concept review is approved.

Key Discussion Points:

- Does the Town Council want to consider allowing the applicant to fulfill the school requirement with affordable housing?

Water and Sewer Services

As part of annexing new lands into the Town, the applicant is required to discuss how the development will provide additional water and sewer infrastructure. The applicant is also responsible for offsetting the additional demands that are placed on the Town's systems. The applicant will be responsible for installing water and sewer infrastructure for the development. There are a variety of forms this could take including participation in upgrades to the systems, additional water rights, or payments to help offset costs.

At this time the Town's water rights could be sufficient to accommodate the potential growth from this development. However, the Town's water treatment capacity will require system upgrades in the future. Irrigation water for the Town parks also places a large demand on the Town's treatment capacity.

The Town's sewer treatment capacity has reached capacity and Town staff will be performing a performance evaluation to see whether the plant has additional capacity in 2015. However, this development, if approved, will require the Town to begin expensive engineering and upgrades to the Town's plant. The applicant has proposed providing funding for engineering if the application is approved which would require these upgrades.

Key Discussion Points:

- Does the Town Council want explore system upgrades instead of additional water rights with this application?
- Does the Town Council feel system development fees from the proposal are adequate to upgrade the Town's water and sewer plants?
- Is the Council willing to consider allowing the applicant to assist in designing and engineering for the sewer plant if the application is approved and the State requires the Town to begin this process?

Required Action on Application

Town Council may approve or deny the application. The conceptual review application must be approved to allow the applicant to submit a formal annexation petition and continue the process. The Council may also continue the application to a date certain to allow the applicant to provide additional information.

If the Council desires to approve the application, Town staff would recommend that Council consider the following condition at a minimum:

1. The applicant and Town execute a pre-annexation agreement prior to the submittal of an annexation petition and subdivision application.