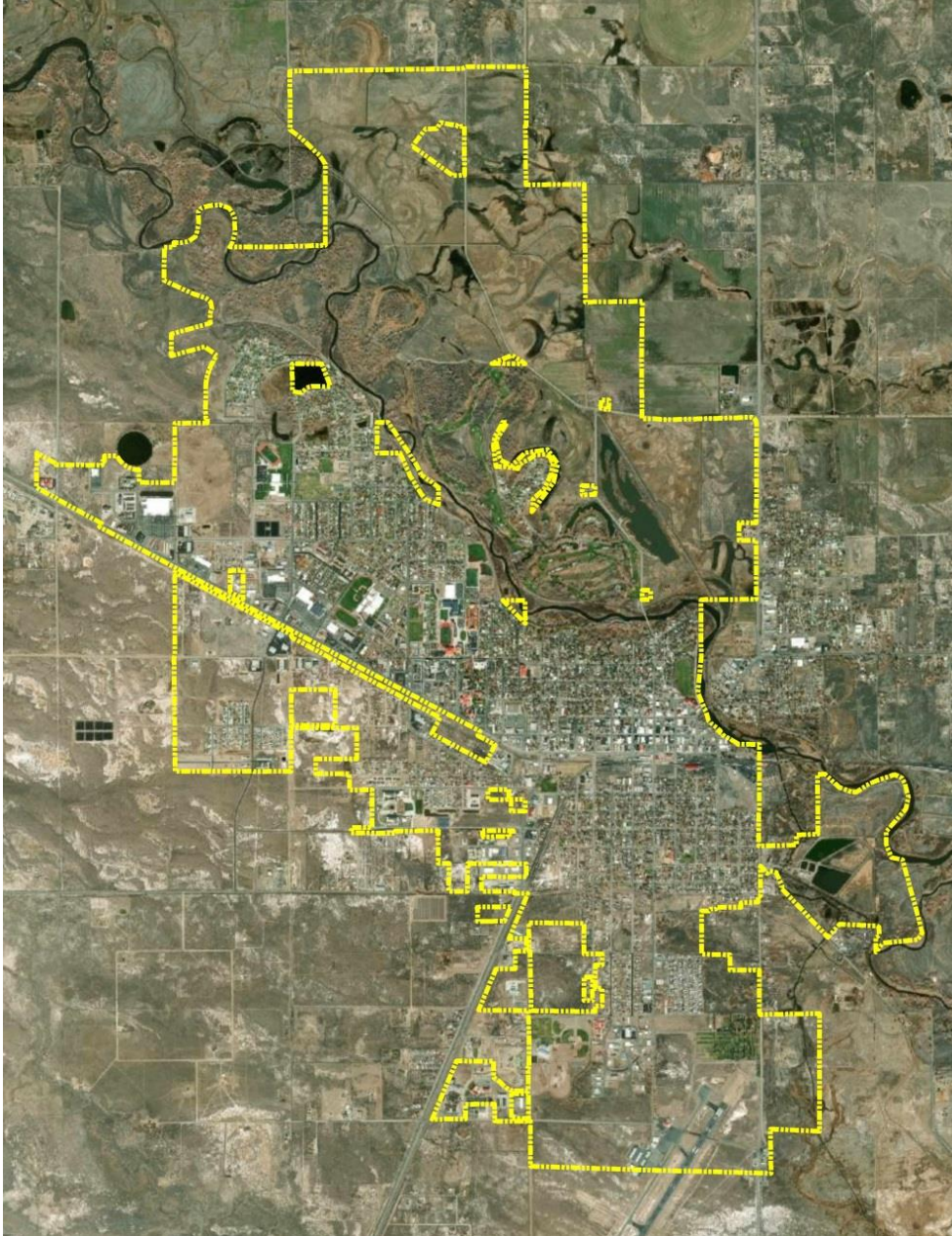


## CITY OF ALAMOSA

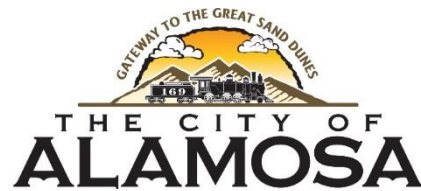


2022

THREE MILE ANNEXATION PLAN

# CITY OF ALAMOSA

## 2022 THREE MILE ANNEXATION PLAN



The City of Alamosa  
P.O. Box 419  
300 Hunt Avenue  
Alamosa, Colorado 81101  
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13 January 2022

Adopted 2 February 2022

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# THREE MILE ANNEXATION PLAN

## I. ADOPTION RESOLUTION

### RESOLUTION No. 3-2022

#### A RESOLUTION APPROVING THE 2022 THREE MILE ANNEXATION PLAN FOR THE CITY OF ALAMOSA, COLORADO

**WHEREAS**, Prior to completion of annexations within three miles of the boundaries of the City, C.R.S. § 31-12-105(e)(I) requires the City to adopt a plan that generally describes the proposed location, character, and extent of streets, subways, bridges, waterways, waterfronts, parkways, playgrounds, squares, parks, aviation fields, other public ways, grounds, open spaces, public utilities, and terminals for water, light, sanitation, transportation, and power to be provided by the municipality and the proposed land uses for the area; and

**WHEREAS** C.R.S. § 31-12-105(e)(I) requires the City annually to update its three-mile annexation plan; and

**WHEREAS**, on January 26, 2022, the Planning Commission reviewed the current annexation plan, and unanimously recommended that the plan remain substantively the same as last year's plan, with minor wording changes as set forth in the draft plan prepared by the city staff and attached as Exhibit A;

**THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ALAMOSA, COLORADO** that the 2022 Three Mile Annexation Plan dated January 13, 2022, attached hereto as Exhibit A, is hereby approved and adopted.

**ADOPTED** this ADOPTED this \_\_\_ day of \_\_\_\_\_, 2022.

CITY OF ALAMOSA

Attest:

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Ty Coleman, Mayor

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Holly C. Martinez, City Clerk

## II. CITY OF ALAMOSA THREE MILE ANNEXATION PLAN

This document constitutes the Three Mile Plan for the City of Alamosa, Colorado, as required by and in conformance with Section 31-12-105(1)(e) of the Colorado Revised Statutes (CRS).

### Introduction and Purpose of the Three Mile Plan

#### Introduction

The three-mile plan is a long range planning opportunity for municipalities to consider where they want to annex, how they will provide service in the newly annexed areas, and how they will sustain adequate levels of service throughout the rest of the municipality. It ensures that the municipality will annex land only when it is consistent with pre-existing plans for the surrounding area.

The failure to plan for the physical growth of a municipality can result in haphazard annexations that prove expensive to the municipality annexing the land, the county in which the land is located and the neighboring communities.

The statute above requires a three-mile plan to generally describe the proposed location, character and extent of future public utilities and infrastructure (e.g., streets, bridges, parks, playgrounds, aviation fields, waterways, open spaces and other public grounds) as well as proposed land uses for the area. The comprehensive plan takes into account all land that is functionally related to the growth of the municipality, not just land within three miles of the municipal boundary. The City's comprehensive plan covers these elements required for a three-mile plan, therefore suffices as the three-mile plan, and is reviewed and updated annually as such.

In contrast to an annexation impact report, which is site specific to individual annexations, the three-mile plan takes a broader approach to the annexation and development of land. A proposed annexation should be consistent with the municipality's master plan and three-mile plan, in addition to other policies, such as those outlined in the Annexation Handbook and the municipal Code.

#### Purpose

Colorado Revised Statutes Section 31-12-105(1)(e)(1) of the Municipal Annexation Act of 1965 requires that each municipality have a plan that generally describes the proposed location, character, and extent of streets, subways, bridges, waterways, waterfronts, parkways, playgrounds, squares, parks, aviation fields, other public ways, grounds, open spaces, public utilities, and terminals for water, light, sanitation, transportation and power for any annexation within three (3) miles of the municipality. The statute requires that the plan be adopted prior to the annexation of any land into the municipality and that the three-mile plan be updated annually.

The Alamosa Three Mile Annexation Plan does not assume, propose, or guarantee that any property within the three-mile study area will be annexed into the city limits. This plan does not propose specific improvements or land uses for eligible properties. All properties considered for annexation are subject to the criteria of Division 8-4 Annexation and Disconnection of the Alamosa Unified Development Code (UDC, otherwise known as Chapter 21 of the Alamosa Code of Ordinances), in addition to the City of Alamosa Annexation Handbook.

## **Criteria for Annexations**

### **Guiding Policy**

The city shall not annex land unless that land is included with the City's Three Mile Plan for Annexation and the annexation occurs in a manner that is in conformity with the goals and policies of the Comprehensive Plan, Uniform Development Code, and Annexation Handbook. The City will not approve annexations that cannot be served with all necessary utilities and facilities, nor will it approve annexations that have a significant, adverse impact on the City's infrastructure capacity or quality.

### **Study Area**

The Municipal Annexation Act permits local cities and towns to evaluate extraterritorial lands up to three miles from their current corporate limits for consideration of eligibility for annexation. Based on community growth rates and historical annexation requests, the City Council has determined that a one (1) mile limit better suits the development needs of the community. Therefore, the current study area is limited to one mile from the existing corporate limits of Alamosa. However, the City Council reserves the right to expand the study limit to three miles if community need warrants such analysis.

The seven areas adjacent to the city are identified for inclusion in the City's future growth boundary make up the parcels that are included in the City's Three Mile Plan for Annexation. In addition, while not specifically mentioned, any existing enclaves are also included in this plan by reference. The Three Mile Plan for Annexation is intended to meet the requirement of Colorado State Statute Section 31-12-105(1) (e), which requires that all municipalities have a plan in place for annexations prior to annexing any property into the city. This plan generally describes the proposed location, character, and extent of land uses, access, public facilities and other community issues associated with the area proposed for annexation. Whether these parcels are annexed, when they are annexed, and their proposed use are all critical to the future of the community and no annexation should be allowed that is in conflict with the provision of this plan, unless the plan is modified or conditions in the area or community change in such a way as to warrant such a decision. As per state statutes, the Three Mile Plan for Annexation must be updated at least annually.

## Discussion

Seven areas that may be considered for annexation are discussed in detail here, as well as appropriate zoning, timing, and other related issues. Taken together, the recommendations and accompanying map form the City's Three Mile Plan for Annexation. This plan is updated on a yearly basis to reflect annexations that have taken place during the year, any changes in community goals concerning the annexation of additional areas or changes in suggested land uses, and any additional information relevant to annexation issues.

The plan identifies issues that should be addressed prior to any parcel of land being annexed into the City of Alamosa, but does not itself propose the annexation of any lands near the city. Annexation of any land into the city remains an individual landowner decision, unless Council chooses to force an annexation for a property that is eligible. Successful annexation applications to the City should focus on how any particular annexation will meet the goals of the community as identified in the Comprehensive Plan. Annexation is a discretionary act by the City of Alamosa; the submittal of an annexation petition is no guarantee that the subject property will be annexed.

The annexation conditions and implementation actions for each area outlined in this plan are based on an area-wide, broad-level understanding of the needs of the area. These conditions may be modified based on each annexation, and additional conditions are set forth in Section 21-8-402(b) of the UDC. Such conditions are the discretion of City Council and are memorialized in a written annexation agreement to be executed by the land owner and developer (if applicable) prior to final City Council action on the annexation. Should the annexation be approved, the agreement, annexation ordinance, and plat will be recorded in the office of the Alamosa County Clerk and Recorder.

## III. PLANNING AREAS

### Area 1 - NORTHWEST ALAMOSA

**Description.** This area is generally west and north of the Wal-Mart development and south of the Rio Grande. The southern boundary of the area follows the projected Kathleen Lane extension west of County Road 107 S. The property north of the Wal-Mart site traditionally has been used for agricultural and residential purposes, although most agricultural uses lapsed in the early 1980's. The area north and west of Cielo Azul and River Trece continues to develop with the latter phases of these subdivisions. River Trece Three annexed additional property for its next development phase, and in 2020 the City annexed approximately 200 acres of floodplain and riparian habitat along the Rio Grande it acquired in September 2019 for recreational use.

**Zoning Designation:** This property is most suitable for low density residential uses and open space uses. Upon annexation the land should be zoned for low density residential and agriculture (such as for RV parks or open space). Residential density should increase approaching the highway.



Areas closer to the US HWY 160 corridor may warrant consideration for commercial or mixed use zoning.

**Annexation Timing:** With the 2020 annexation of the Alamosa Riparian Park, additional remaining land within this area is privately held, so that annexation is contingent upon the goals and desires of the landowners and not up to the City. Annexation requests are appropriate for any of the land within this area at the present time, based on statutory requirements of the State of Colorado. The City has absorbed several major tracts of land in the past few years. These tracts are developing at a steady pace and it may be appropriate to consider annexations of parcels that fulfill the growth objectives of the City.

**Annexation Issues:** There are four significant issues related to the annexation of this area:

- This area has developed into one of the more popular residential neighborhoods in the city. As new development parcels are annexed into the city, there should be a conceptual development plan prepared that allows the City to evaluate the impacts of new development on the streets and utilities and emergency services. Until that time, the City is working on the Master Infrastructure Plan to evaluate the condition and capacity of the existing utilities downstream. Any additional impact may trigger costly upgrades to sanitary sewer lines and lift stations.
- The property owner historically responsible for the majority of the development in the area is transitioning his interests to his children and it is uncertain if or to what extent this area will continue to develop.
- Some properties may be outside of the protection of the levee system and within the floodplain. If this is the case, adequate plans must be made to either extend the levee or to develop in a manner that minimizes flood hazards.
- Stormwater continues to be a problem in this area as most stormwater lines are at or over capacity.

**Annexation Conditions and Implementation Actions:** Annexations in this area should be conditioned upon the following specific requirements:

- All annexations and future development must be designed in a manner that contributes to the future collector road system by dedicating all street rights of way necessary for the continuation of the proposed collector road(s).
- Require the annexing parties to provide an estimate of the water supply needed to support the property and propose a means of meeting that anticipated demand. This must be addressed as part of the annexation agreement.
- Development in this area shall be done in such a way to support existing and proposed recreational facilities to include parks, trails, and bicycle paths.
- Additional fees should be considered to offset the costly sanitary sewer upgrades necessary to serve this area.



## Area 2 - WEST ALAMOSA

**Description:** This area is generally west of the Wal-Mart development along the Highway 160 corridor, bound on the north by the Kathleen Lane extension and on the south (south of US 160/285) by West First Street/County Road 7 S. The property west of the Wal-Mart site traditionally has been used for agricultural and high-density residential purposes, although the agricultural uses lapsed in the early 1980's. The area west of Cielo Azul reflects the property currently occupied by the theater and extends to County Road 107 S that was annexed in March 2010. In 2019, the City annexed The Comfort Inn hotel on the west side of County Road 107 S. This area also includes contiguous tracts south of US 160/285 extends south to County Road 7 S.

**Zoning Designation:** This property will be most conducive to commercial uses and should be zoned as such.

**Annexation Timing:** Since this area is owned by private landowners, the annexation is contingent to a great extent upon the goals and desires of the landowners first. Annexation requests are appropriate for any of the land within this area at the present time based on statutory requirements of the State of Colorado. The City has absorbed several major tracts of land in the past few years, and it may be appropriate to see these recent annexations further developed before annexing additional tracts. More focus should be given to developing commercial lots already within city limits.

**Annexation Issues:** There are two significant issues related to the annexation of this area:

- The Carroll Property west of Wal-Mart has been platted as Carroll Business Park. The property has been developed with hotels and financial institutions. There are only a few remaining parcels ready for development. There are many undeveloped commercial and industrial parcels along the Highway 160 corridor. Rather than annex more undeveloped commercial or industrial property at this location, it may be more appropriate to wait until more of the existing property is developed. There appears to be sufficient commercially zoned property in the city at this time, but we lack residential lots that are ready for development. Unless a proposal is put forward for development with clear benefits to the City and its citizens, the City should not proceed with annexation.
- Adjacent properties, other than the Wal-Mart tracts, have been slow to develop. Large investments in infrastructure have been made and should be utilized before extending the infrastructure further.

**Annexation Conditions and Implementation Actions:** Annexations in this area should be conditioned upon the following specific requirements:

- All annexations and future development must be designed in a manner that contributes to the future collector road system by dedicating all street rights of way necessary for the continuation of the proposed collector road(s).
- Require the annexing parties to provide an estimate of the utility demands to support the property and propose a means of meeting that anticipated demand. This must be addressed as part of the annexation agreement. The mitigation of adverse impacts to downstream sanitary lines and lift stations should likewise be addressed in the annexation

agreement.

- Development in this area shall be done in such a way to support pedestrian accessibility to these businesses
- Large-scale annexation should be accompanied with a preliminary development plan conducted in accordance with the Unified Development Code.

### **Area 3 - SOUTHWEST ALAMOSA**

**Description.** This portion of Alamosa is a large area comprised of three distinct annexation subareas, listed from north to south:

1. Subarea A consists primarily of those un-annexed portions of the Stockton and Washington Additions as well as the area north of W Tenth Street and its projected extension. Craft Drive extends south to the Co-op Road (County Road 8 S) and W Tenth St from Highway 285 to Craft Drive. These streets provide the necessary primary transportation routes in the area. Water and sewer lines have been extended south on Foster Drive (formerly County Road 108) from First Street to Tremont and west on Tremont to Craft Drive. A major farm worker housing project was completed south of Tremont and east of Craft and single family dwelling units are being developed in this same area. Additions east of Foster Drive are not currently within the city limits. These properties are primarily residential in nature.
2. Subarea B is that area between W Tenth St (and its projected extension) and the Co-op Road (County Road 8 S), as well as that area south of the Co-op Road between Highway 285 and the Washington Ave extension (west of the photovoltaic site).
3. Subarea C consists of the area south of the Co-op Road west of the Washington Ave extension.

#### **Zoning Designation:**

1. Subarea A. Proximity to the residential development on Craft Drive south of Tremont St leads this area to be a mix of residential zoning.
2. Subarea B. Existing development patterns and land uses established in the county dictate that the primary zoning for this area should be commercial and/or industrial. Mixed use should be considered to provide adequate buffering between these uses and residential uses surrounding this area. Better coordination with the County is necessary to ensure land use buffers remain intact and to limit further incompatibilities between uses.
3. Subarea C. Existing development patterns dictate that the primary zoning for this area should be mixed residential with a gradation to mixed use to the east in anticipation of future solar development.

**Annexation Timing:**

1. Subarea A – The Craft Drive access and ongoing development make this a good candidate for annexation. The ongoing development of homes by CRHDC makes this area desirable as the most recent phase approaches build-out.
2. Subarea B - This property is held by several different individuals and the annexation timing will probably be driven by the need for commercial and industrial uses that utilize City resources. Subarea B should only be annexed after Subarea A.
3. Subarea C - This property is held by several different individuals and will only be annexed after Subareas A and B.

**Annexation Issues:** There are four significant issues related to the annexation of this area:

- A method or methods of financing extension of sewer and water service to these properties must be agreed upon prior to accepting them for annexation.
- Storm water drainage for this area could be problematic. Design of an adequate system as well as financing mechanism for implementing it must be in place prior to annexation. This will also likely mean securing storm water discharge rights into the Hickory Jackson (Alamosa) Ditch.
- Adequate traffic collector routes must be identified and rights of way obtained as part of the annexation process.
- There are multiple potential zoning conflicts between the City's desired growth patterns and the County's existing zoning and development. Buffers or other land use solutions must be considered to reduce land use conflicts.

**Annexation Conditions and Implementation Actions:** Annexations in this area should be conditioned upon the following specific requirements:

- Long-term solutions for storm water impacts must be considered. The past practice of large storm water retention ponds is problematic. Large detention areas waste otherwise developable land and can become maintenance headaches down the road. Future development must provide for adequate storm water management with the most viable option being evacuation via the Alamosa (Hickory Jackson) Ditch. Discharge rights would need to be secured as a condition of annexation.
- Require the annexing parties to provide an estimate of the utility demands to support the property and propose a means of meeting that anticipated demand. This must be addressed as part of the annexation agreement. The mitigation of adverse impacts to downstream sanitary lines and lift stations should likewise be addressed in the annexation agreement.
- While completion of West Tenth Street and Craft Drive provide a good collector system, mutually supporting local streets must complement rather than conflict with these corridors.
- Adequate recreational facilities must be incorporated into the development plans and annexation process for this area.

## Area 4 - SOUTH ALAMOSA INFILL AREAS

**Description:** This portion of the community that should be considered for annexation is an area located generally between the McClain Fink Subdivision and Highway 285 south. It is made up of a combination of single-family homes, vacant lots, and some existing commercial and governmental uses.

**Zoning Designation:**

The proper zoning designation upon annexation should be residential for that property in and adjacent to the McClain Fink Subdivision and Industrial or Commercial for the properties adjacent to Highway 285. The large, vacant properties are ideal for mixed residential infill development.

**Annexation Timing:** The timing of the annexation of this portion of the community is dependent upon the desires of the existing landowners, but in general, the City would encourage the annexation of that portion immediately adjacent to the existing city limits to the east first, so that the current infrastructure can be extended in a logical fashion to best serve the entire area.

**Annexation Issues:** Provisions must be made for storm water drainage, and existing roads must be upgraded to urban standards. Some streets only have borrow ditches for storm water detention, which occupy the areas typically intended for sidewalks.

**Annexation Conditions and Implementation Actions:** A storm water drainage system must be designed and implemented before any further annexations take place in this area. Property owners must present a method to finance all required water, sewer and storm improvements. The Alamosa Ditch may provide relief for storm water discharge so long as those discharge rights are secured.

## Area 5 - AREA ADJACENT TO THE SAN LUIS VALLEY REGIONAL AIRPORT

**Description.** This is an area of vacant and low density housing located along the south side of Airport Road, west of the San Luis Valley Regional Airport, and east of Highway 285.

**Zoning Designation:** This area should be zoned Industrial or Agricultural in order to encourage additional industrial and service commercial uses to be located in the community and as a tool to help protect the airport from incompatible encroachments.

**Annexation Timing:** There is no pressing need to drive annexation of this area. However, the area immediately south of Airport Road could be ripe for industrial development. Since other areas extend well south of existing infrastructure, such extended southward property in this area should be considered for annexation only upon presentation of a pressing public interest in doing so, or the proven ability of the developer to install these services at their cost with no impact to the existing systems.

**Annexation Issues:** Provision of storm and sanitary sewers may be difficult. Undersized sanitary lines and lift stations need to be upgraded.

**Annexation Conditions and Implementation Actions:** Development plans must be in accordance with flight clearance requirements for the airport prior to annexation. The developer must install the necessary utilities to service this area and demonstrate that the existing municipal services will not be adversely impacted.

## **Area 6 – SOUTHEAST ALAMOSA**

**Description.** This annexation area has two subareas. Subarea A consists of mixed residential and industrial properties south of the railroad tracks and northeast of the City’s wastewater treatment plant. Subarea B consists of properties along South River Road and Old Airport Road, which are primarily residential and agricultural uses.

### **Zoning Designation:**

1. Subarea A should be zoned commercial in order to tie the Central Business District with the river as envisioned in the Downtown Design Plan. Mixed Use zoning may be appropriate for parcels adjacent to residential uses, and higher-end housing near the river may revitalize the area. Neighborhood commercial uses could support the residential development within walking distance of the property.
2. Subarea B should be zoned residential, giving the city an additional area to grow for much-needed housing that carries fewer infrastructural challenges than other growth areas.

**Annexation Timing:** There is no pressing need to drive annexation of this area. Commercial and residential redevelopment could inject some vibrancy into the area and remove the existing blight.

**Annexation Issues:** Some of the properties in the area have been previously developed with businesses that that sell or process petroleum products. Some parcels have already undergone remediation for on-site hazardous materials. Properties that develop in this area may be outside of the protection of the Alamosa levee system. Future growth here will need to be able to demonstrate that it can be developed safely out of the floodplain or that the levee system can be extended.

**Annexation Conditions and Implementation Actions:** Properties considered for annexation that were previously used for petroleum processing should undergo a Phase I Environmental Analysis prior to annexation. This may prove to be a barrier for revitalization. On the other hand, its proximity to the river and the wastewater treatment plant make stormwater and sanitary sewer service less problematic.

## **Area 7 – NORTHEAST ALAMOSA**

**Description.** This area consists of remnant ranch parcels with historic residential homes. Theses parcels lay between the Alamosa City Ranch boundary on the west and US Highway 17 on the east.

**Zoning Designation:** Parcels along Highway 17 are suitable for a variety of different uses. The proximity to the highway tends to allow consideration for more intensive economic development. As the property transitions to the west, less intensive uses such as residential estate lots, recreation and riparian habitat should be considered. Assigning specific zoning districts should be delayed until the City completes an economic analysis of the properties or receives a specific proposal from a land owner.

**Annexation Timing:** There is no pressing need to drive annexation of this area at this time. The City may wish to wait until a suitable economic development plan is presented.

**Annexation Issues:** The current open space character of this property creates a bucolic gateway to the city from the north and any future development should enhance the gateway experience. Additionally, the distance between these properties and existing utilities is problematic. Extending utilities will come at a great cost, and the City should have a clear understanding of the impacts this would have on the existing system.

**Annexation Conditions and Implementation Actions:** Annexation should be accompanied with a preliminary development plan conducted in accordance with the Unified Development Code. This should also include a plan for extending services and how this is to be financed, with documentation demonstrating that the existing system will not be adversely impacted.

## **EAST ALAMOSA**

**Description.** East Alamosa is an existing developed area east of the city, across the Rio Grande, that is comprised of a combination of uses, including residential, commercial, and some limited agricultural activities. This tract has shown up on several iterations of the City's Three Mile Plan. After careful study, the city staff has determined that the city cannot efficiently serve this area with municipal services in a cost effective manner. The aging infrastructure requires significant repair and maintenance that could become a financial burden if taken on by the City.

The City of Alamosa should concentrate its development efforts west of the Rio Grande. Any development east of the river should have enough of a positive economic benefit to justify the cost of providing municipal services.

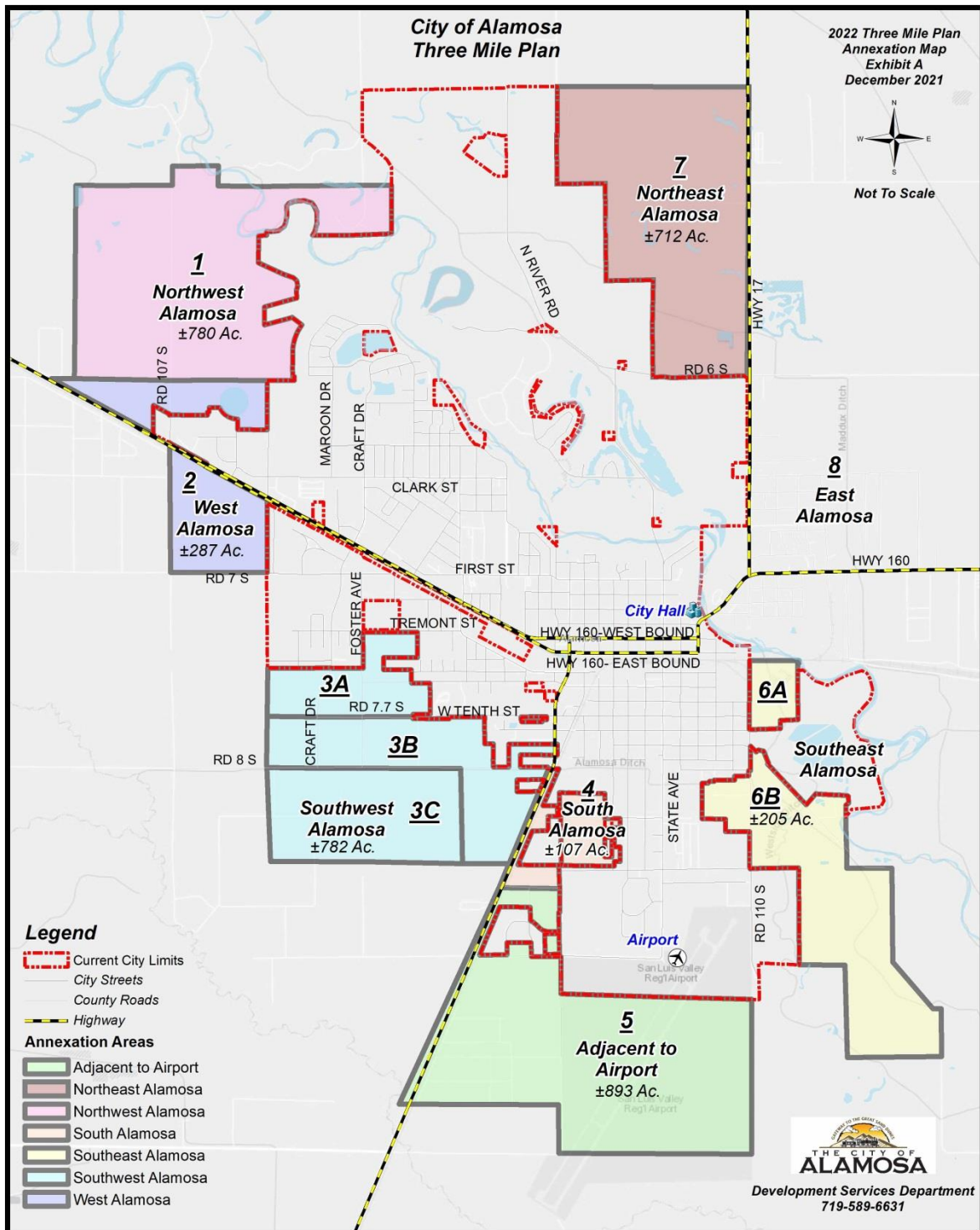


Exhibit A - 2022 Three Mile Plan Map



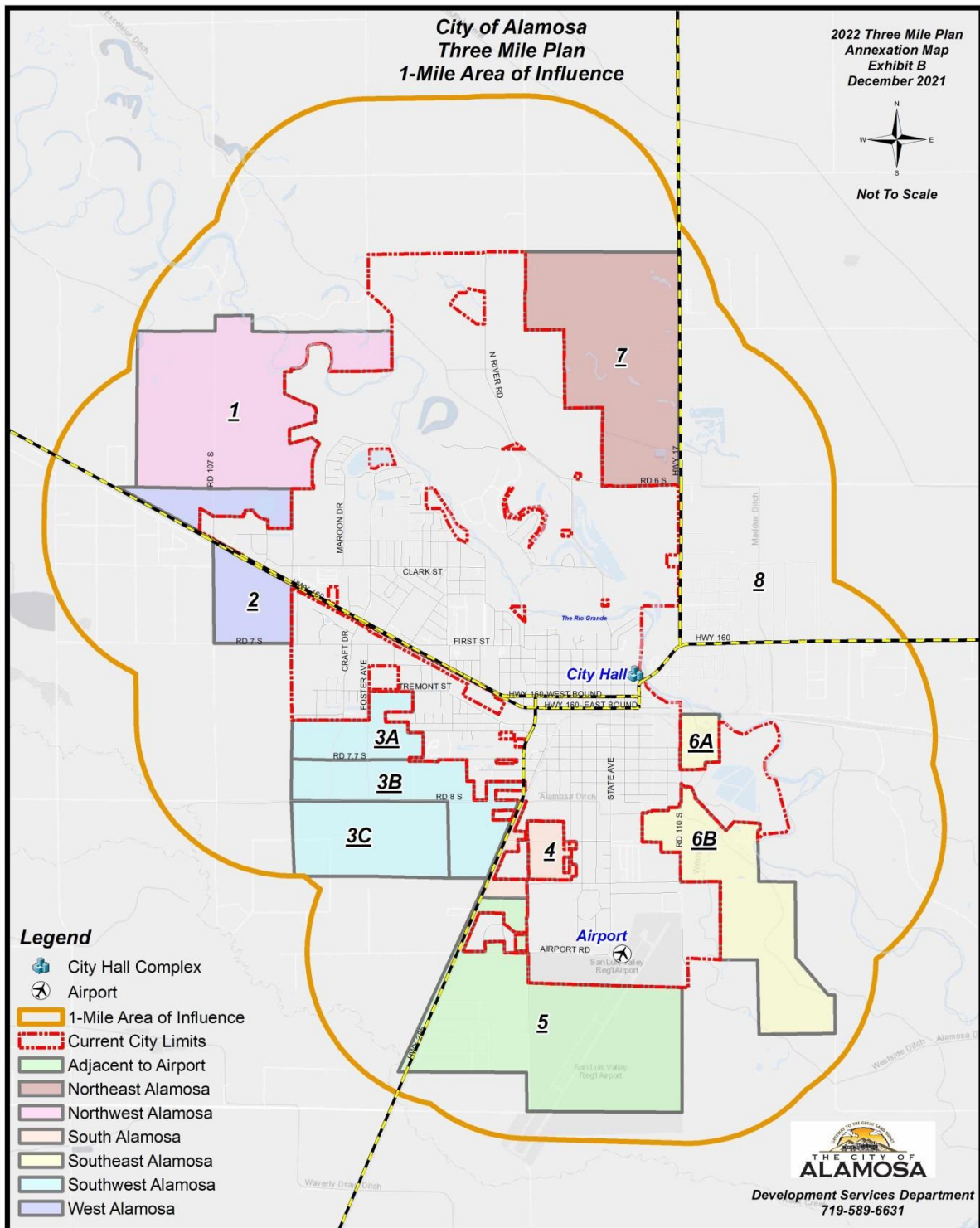


Exhibit B- 2022 Three Mile Plan Map with 1-Mile Area of Influence