



Keystone Planning and Zoning Agenda

The Keystone Planning & Zoning Commission will have a meeting on June 19, 2025, at 5:30 p.m. at 1628 Sts. Road, Keystone, CO 80435 in the Council Chambers.

The Town of Keystone conducts hybrid meetings. This meeting will be held in person at Keystone Town Hall and will also be broadcast live over Teams. [Join the live broadcast available by computer here.](#) If you will need special assistance in order to attend any of the Town's public meetings, please notify the Town Clerk's Office at (970) 450-3500x1 via phone, or clerk@keystoneco.gov via e-mail, at least 72 hours in advance of the meeting.

- I. CALL TO ORDER, ROLL CALL**
- II. ASSIGNMENT OF ALTERNATES**
- III. APPROVAL OF CONSENT AGENDA**
 - A. Minutes – March 20, 2025**
 - B. Minutes – May 15, 2025**
- IV. GENERAL BUSINESS / OFFICIAL ACTION**
 - A. 3 – Mile Plan Discussion**
- V. CONSIDERATION OF APPLICATIONS / PUBLIC HEARINGS**
- VI. OTHER BUSINESS / REPORTS**
 - A. Discussion of July Meeting Date**
 - B. Discussion of Procedures**
- VII. ADJOURNMENT**



Keystone Planning and Zoning Minutes

A Regular Meeting of the Town of Keystone Planning & Zoning Commission was held on March 20, 2025, at 5:30 p.m. at 1628 Sts. John Rd, Keystone, CO 80435. Full and timely notice of the meeting had been posted, and a quorum of the body was present.

I. CALL TO ORDER, ROLL CALL

Chair Woytash called the meeting to order at 5:32 p.m. The roll was called, and it was found there were present and participating at that time the following members: Commissioner Tim Huiting, Commissioner Steve Jacobsen, Commissioner David Koch, Commissioner Peter Madland, Commissioner Kathy Rogg, Commissioner Wendy Timm, Alternate Member Diane Leavesley, Alternate Member Kaili Warren, and Chair Melanie Woytash.

II. APPROVAL OF AGENDA

Chair Woytash presented the agenda. Seeing no objections, the Planning and Zoning Commission accepted the agenda as presented.

III. CONSENT AGENDA

A. Minutes – January 16, 2025

Commissioner Madland moved to approve the consent agenda as presented. Commissioner Timm seconded.

By voice vote, the motion passed unanimously, and the consent agenda was approved as presented.

IV. DISCUSSION

A. Comprehensive Plan Update

Chair Woytash recognized Community Development Director Lindsay Hirsh to introduce Dillon McBride and Caleb Schmitz of SE Group. They presented an update to Planning Commissioners of Existing Conditions and Stakeholder Engagement Initial Insights.

V. PUBLIC HEARINGS

VI. OTHER

VII. ADJOURNMENT

Seeing no further business to conduct, Chair Woytash adjourned the meeting at 7:24 p.m.



Keystone Planning and Zoning Meeting Minutes

A Regular Meeting of the Town of Keystone Planning & Zoning Commission was held on May 15, 2025, at 5:30 p.m. at 1628 Sts. John Rd, Keystone, CO 80435. Full and timely notice of the meeting had been posted, and a quorum of the body was present.

I. CALL TO ORDER, ROLL CALL

Chair Woytash called the meeting to order at 5:32 p.m. The roll was called, and it was found there were present and participating at that time the following members:

Commissioner Tim Huiting (remote), Commissioner Steve Jacobsen (remote), Commissioner Peter Madland, Commissioner Wendy Timm, Alternate Member Kaili Warren, and Chair Melanie Woytash. Commissioner Kathy Rogg arrived remotely at 5:41 p.m. The following members were absent: Commissioner David Koch and Alternate Member Diane Leavesley.

The following members attended remotely and due to technical difficulties were unable to participate in the meeting: Commissioner Tim Huiting, Commissioner Steve Jacobsen, and Commissioner Kathy Rogg.

II. APPROVAL OF AGENDA

III. CONSENT AGENDA

A. Minutes – March 20, 2025

A quorum of voting members were not able to vote due to technical difficulties.

Approval of the minutes will be continued to the next meeting.

IV. DISCUSSION

A. Comprehensive Plan Update

1. 3 – Mile Plan Discussion

Chair Woytash recognized Community Development Director Lindsay Hirsh, who introduced Dillon McBride and Caleb Schmitz of SE Group. McBride and Schmitz provided a presentation to the Planning and Zoning Commission on the Three Mile Plan, outlining areas under consideration for potential annexation.

Discussion of the 3-mile plan has been continued to the next meeting

V. PUBLIC HEARINGS

VI. OTHER

VII. ADJOURNMENT

Seeing no further business to conduct, Chair Woytash adjourned the meeting at 6:23 p.m.

TOWN OF KEYSTONE THREE MILE PLAN

PURPOSE AND LEGAL FOUNDATION

Annexation, the process of incorporating land into a municipality, is generally limited to lands that are not already incorporated. Annexation is one tool that municipalities can use to grow their land area and tax base. Under Colorado law (31-12-105(e)), municipalities are limited to annexing lands within 3 miles of the existing municipal borders. Under Colorado law, the area to be annexed must also share at least 1/6 of its perimeter with the existing municipality. That land must have also been previously considered and planned in an adopted 3-mile plan.

There are generally two methods of annexation: (1) a petition-initiated annexation which typically comes from landowners who wish to be incorporated and requires the signatures of landowners that represent more than 50% of the area and owning more than 50% of the assess valuations; and (2) a municipality-initiated annexation where a municipality that has existed for a minimum of three years may initiate the annexation request. Annexation cannot be forced by one part or the other, both sides must agree. For the town of Keystone, the 3-mile plan presents an opportunity to consider areas that it may be interested in annexing and how the municipality will sustain an adequate level of service to the newly annexed areas and the rest of the municipality. For any potential annexations that exceed 10 acres, the Town of Keystone would be required to prepare a detailed impact report at least 25 days before a formal hearing on the annexation request.

The three-mile plan map (Figure X) shows various land classifications. Existing municipalities cannot be annexed, and federal lands—primarily USFS lands in this area—can only be annexed under special conditions and requires consent from the federal government. The remaining lands within the three-mile area fall within unincorporated Summit County and are generally possible to annex, though many are not under consideration for annexation. Areas that the planning commission has identified as potentially suitable for annexation are filled with a red hatch.

It is important to recognize that these areas are not currently under petition for annexation. The potential annexation areas identified on the three-mile plan map are lands that the Town of Keystone may be interested in annexing in the future to help create a more cohesive municipal boundary and a uniform set of municipal regulations to otherwise contiguous lands. Furthermore, these potential annexation areas are subject to change over time. The identified areas in this plan represent a “snapshot in time” of how the town is thinking about annexation and future growth. More about the Town’s criteria for annexation and philosophical approach to identifying these potential parcels is written below.

KEYSTONE’S POTENTIAL ANNEXATION CRITERIA

The Town of Keystone identified potential annexation areas based on the primary goal of unification. Three sub-criteria emerged from this theme, including unification based on contiguous land, unification based on land ownership, and unification based on perception of place. The identified parcels were considered because their annexation could help increase unification. The

purpose of identifying these locations is to ensure that the town has considered the pros, cons, and development considerations of these parcels in the event of a future annexation process.

CONTIGUOUS GEOGRAPHY CRITERIA

The town would like to reduce the peculiar geography of its municipal border, such as existing gaps and islands. Having a disjointed municipal boundary creates confusion over jurisdiction that negatively affects the public, property developers, and local governments.

CONTIGUOUS LAND OWNERSHIP CRITERIA

The town has an interest in unifying its borders based on land ownership. For example, having PUDs (planned unit developments), parcels, or properties owned by the same party but partially split, such that one part is in the town and the other is in the county leads to inconsistent regulations and a set of competing development goals and criteria across a contiguous developments or land area.

CONTIGUOUS SENSE OF PLACE CRITERIA

Finally, there is the public perception, or felt experience, of what “Keystone” is as a place, which may not always align with the Town of Keystone’s official borders. The town has an interest in annexing areas that feel to the public like they are part of Keystone to help create a cohesive community and sense of place. Furthermore, having places that feel like Keystone but are actually in unincorporated portions of Summit County can lead to public confusion and may prevent the Town of Keystone from having influence in shaping its image and sense of community.

IDENTIFIED PROPERTIES

Based on the criteria outlined above, the Planning Commission evaluated properties within the 3-mile boundary. The following parcels were identified as top candidates due to their contribution to boundary cohesion, governance efficiency, and community identity.

MOUNTAIN HOUSE PARCEL

The Mountain House parcel was identified because the area feels like a part of Keystone and is an exclusion of the Keystone PUD from the Town of Keystone. When walking around in this part of town, you may enter and exit the official town boundaries many times without any indication of having left the town of Keystone. Therefore, it would clear up confusion and contribute to unified governance to include the parcel in the town. Additionally, the parcel belongs to the multi-parcel Keystone Resort PUD. All other parcels included in this PUD are within the Town of Keystone’s municipal boundary. By excluding this parcel, the regulation of the PUD is split between the town and the county, and the property owner must interface with both entities for various developments within the PUD, depending on whether a proposal is within the county or the town. For all these reasons, annexation of this parcel would contribute to unification and the benefits of unification, including efficient, effective, and intuitive governance.

WINTERGREEN PARCEL

The Wintergreen parcel was identified because it is a single, cohesive affordable housing development that is currently split between the Town of Keystone and Summit County. While the parcels themselves are not technically divided, the development spans the municipal boundary, with some buildings located inside the town and others outside of it. This split creates inefficiencies in governance and regulation and leads to confusion for residents and property managers. The entire development is thought of as one place and is perceived by the public as being part of Keystone. Similar to the Mountain House parcel, annexing the remainder of the Wintergreen development would contribute to unification, particularly in terms of ownership and sense of place, and would help create a clearer, more consistent municipal boundary.

KEYSTONE GOLF COURSE PARCEL

The Old Keystone Golf Course Sub was identified because its current location outside the municipal boundary creates a noticeable gap in the town's geography and contributes to the presence of unincorporated islands within the area. The parcel is fully located in Summit County, and while the Town of Keystone has no interest in altering the existing land use or development pattern, including it within the municipal boundary would help establish a more logical and consistent town footprint. Annexation of this parcel would be pursued solely to improve the contiguity and clarity of the town's geography, reduce jurisdictional fragmentation, and simplify governance across adjacent areas.

KEYSTONE RANCH PARCELS

The Keystone Ranch parcels were identified because their current exclusion from the municipal boundary contributes to the presence of jurisdictional islands within the Keystone area. These two parcels are located entirely in unincorporated Summit County, while two other Keystone Ranch parcels are already within the Town of Keystone. Bringing all four parcels under the same jurisdiction would create a more cohesive and intuitive boundary and eliminate unnecessary fragmentation. The parcels under consideration primarily consist of golf course land, and the town does not intend to change the existing land use. Instead, annexation would serve the purpose of unifying land ownership within the Keystone Ranch area and simplifying the overall municipal geography.

PLANNING CONSIDERATIONS

All of the parcels identified in this plan are already served by the same water provider as the Town of Keystone, primarily the Snake River Water District, which reduces the complexity of service delivery in the event of annexation. There are no proposed changes to land use or plans for new infrastructure or roadway construction; annexation would simply incorporate existing, developed areas into the town. As such, these additions are expected to place only a limited additional strain on town services, particularly road maintenance. Before initiating any annexation, the Town of Keystone will consult with the Snake River Water District and any other affected service providers, such as Xcel Energy, Summit County, or other affected water districts. The town will also conduct

an internal planning process to ensure that any annexation is fiscally responsible and aligned with the town's long-term goals.

Should the Town of Keystone decide that it is in their best interest to move forward with annexation of any or all the parcels identified in this plan, the following is a high-level overview of the process. This process typically takes 3-6 months from initiation to completion, depending on complexity and potential challenges.

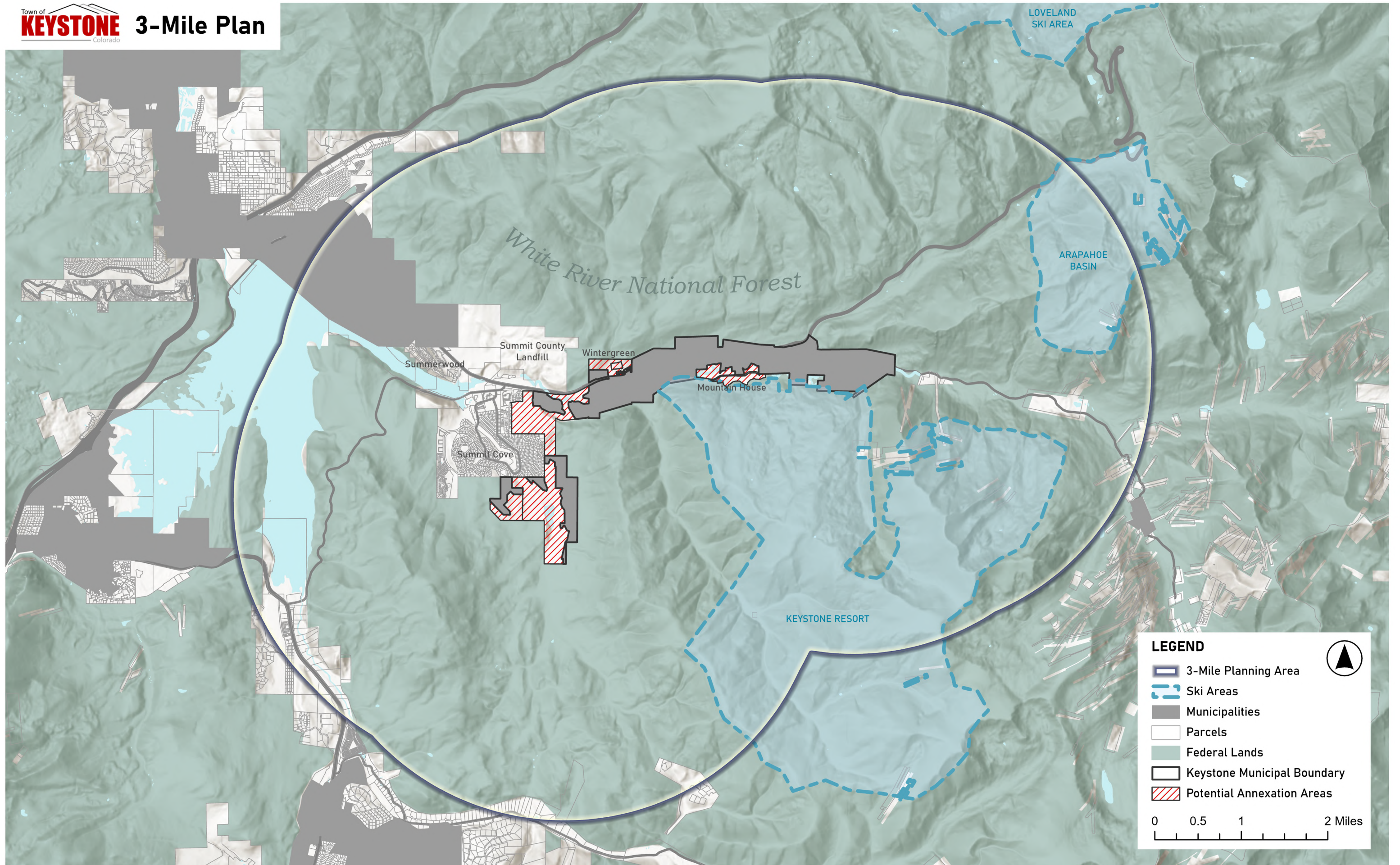
PRE-ANNEXATION:

- **Resolution of substantial compliance:** The Town of Keystone would adopt a formal resolution through the Town Council that the municipal petition to annex any specific parcel substantially complies with State of Colorado statutory requirements. This would lead to a formal proposal to be discussed at a future meeting of the Town Council.
- **Impact report:** For any annexation exceeding 10 acres, the Town of Keystone would require complete an impact report including the following:
 - Municipal services to be provided
 - Financial impact on municipal services
 - Effect on school district boundaries
 - Changes in tax rates and assessment ratios
 - This report must be completed at least 25 days before the hearing
- **Public notice:** 25 days prior to a formal hearing on the annexation, the Town of Keystone would be required to provide public notice so that members of the community are provided the opportunity for input on the annexation proposal.
 - Publication in a newspaper of general circulation once a week for four consecutive weeks
 - Mailed notice to property owners, special districts, and county commissioners at least 25 days before the hearing
 - Posted notice in at least three public places within the municipality
- **Public hearing and decision:** Two steps in the public hearing process.
 - The Town of Keystone's Planning Commission reviews the proposal for compliance with comprehensive plans and zoning regulations.
 - Public Hearing: The Town Council conducts a public hearing where: Town staff present the annexation proposal and then petitioners can present their case, and public testimony may be received. The formal hearing must be held not less than 30 days or more than 60 days after the effective date of the resolution.
- **Annexation Ordinance:** If the annexation is approved by the Town Council during the public hearing meeting, then the Town of Keystone would adopt an annexation ordinance with the following criteria:
 - Legal description of the annexed territory
 - Terms and conditions of annexation
 - Effective date
 - Concurrent or subsequent zoning provisions
 - Referendum possibility: Citizens may petition for a referendum on the annexation within 30 days of ordinance adoption if statutory requirements are met.

POST ANNEXATION PROCESS

- **Filing Requirements:** Three certified copies of the annexation ordinance and map must be filed with the county clerk and recorder. One copy must be filed with the State of Colorado Division of Local Government in the Department of Local Affairs.
- **Boundary Adjustment:** Keystone's municipal boundaries are officially adjusted upon filing.
- **Implementation of Services:** The municipality begins providing services as outlined in the impact report.
- **Zoning and Land Use Integration:** The annexed territory is zoned according to the annexation agreement or subsequent zoning processes.
- **Special District Coordination:** The Town of Keystone would be required to coordinate with special districts regarding service provision and potential inclusion/exclusion proceedings.

DRAFT



THREE MILE PLAN UPDATE

Photo credit: Town of Keystone

LAST TIME WE DISCUSSED...

- What is a 3-mile plan?
- Examples of 3-mile plans
 - Nederland, CO
 - Fruita, CO
 - Frisco, CO
- Discussion of Keystone's annexation considerations
 - The primary goal of "contiguity"



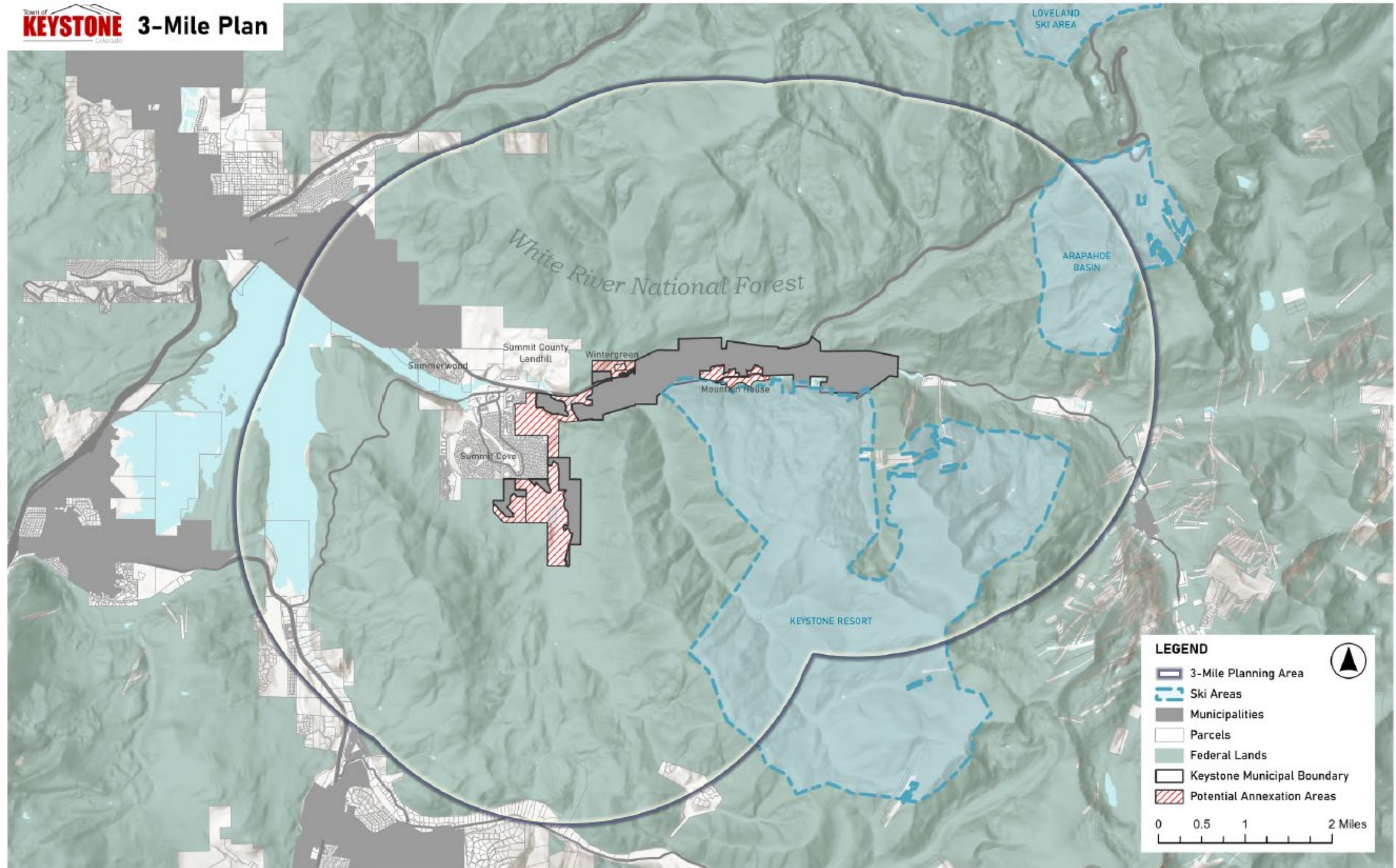
Photo credit: Town of Keystone

WHAT WE HEARD

- **Continuous Geography Criteria**
 - Reduce the peculiar geography of the municipal boundary – reduce gaps and islands.
- **Contiguous Land Ownership Criteria**
 - Unify the boundary based on land ownership to unify land use regulations and development goals on continuous properties.
- **Contiguous Sense of Place Criteria**
 - Annex areas that feel to the public like they are part of Keystone to help create a cohesive community and sense of place



Photo credit: Town of Keystone



IDENTIFIED PROPERTIES RATIONALE

- **Mountain House Parcel**
 - “Feels” like a key part of Keystone despite technically being in the county.
 - Annexation would bring more of the Keystone PUD within town boundaries.
- **Wintergreen Parcel**
 - Annexation would help bring the entire property into the town.
 - Annexation would create a more regular town boundary.
- **Keystone Golf Course Parcel**
 - Creates a noticeable gap in the town’s geography and creates islands of incorporated territory.
- **Keystone Ranch Parcels**
 - Creates gaps and jurisdictional islands.
 - Half of the Keystone Ranch area is already incorporated.



Photo credit: SE Group

PLANNING CONSIDERATIONS

- **Water impact**
 - These areas already utilize the same water providers as the town, so annexing them would not increase water usage unless land use changed.
- **Road maintenance**
 - The main impact of annexing these zones would be increasing the town's road maintenance liability.
- **Collaboration with service providers**
 - The 3-mile plan states that the town will consult the Snake River Water District and any other affected service providers, such as Xcel Energy, Summit County, or other affected water districts, before initiating annexation.
- **Internal planning process**
 - The 3-mile plan states that the town will conduct an internal planning process to ensure that annexation is fiscally responsible and aligned with the town's long-term goals before initiating annexation.

DISCUSSION QUESTIONS

- Are there any additions to these properties that need to be included in the final 3-mile plan?
- Are there any omissions to these properties that need to be incorporated into the final 3-mile plan?
- Any other comments about or edits to the materials we have presented today?

NEXT STEPS

- Final round of edits based on feedback provided today, then pause as we complete the comprehensive plan.
- Three-mile plan will be adopted at the same time as the comprehensive plan. Goal is December 2025.
- Each year, the three-mile plan should come before this commission for edits and readoption.
 - This will be an opportunity to reconsider the map.
 - Often, planning commissions will keep the same three-mile plan for multiple years in a row.

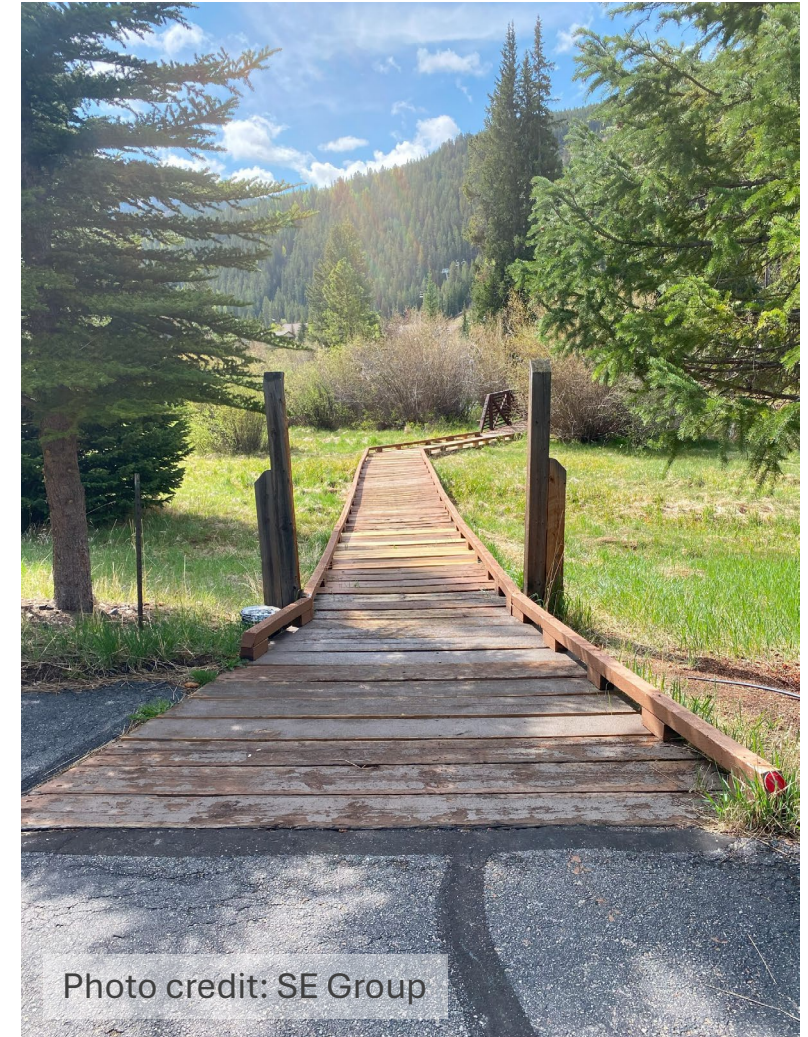


Photo credit: SE Group