

Planning and Zoning Commission: December 19, 2024

City of Fort Collins Carnegie Building Renovation Exterior Lighting Update - MA230137

Summary of Request

This is a request for a Minor Amendment to the City of Fort Collins Carnegie Building Renovation Lighting Updates located at 200 Mathews. The proposal is to complete exterior lighting updates in conjunction with recent programming updates and interior updates to the building. The lighting is intended to improve the safety and versatility of the outdoor spaces around the building, while providing energy efficiency.

Zoning Map



Next Steps

If approved, the applicant will submit a final set of electronic plans to be filed as the approved plan set.

Site Location

City of Fort Collins Carnegie Building
200 Mathews St., Fort Collins, CO
Parcel # 9712321901

Zoning

Neighborhood Conservation, Medium Density (NCM)

Property Owner

City of Fort Collins
300 Laporte Ave, Unit B
Fort Collins, CO 80521

Applicant/Representative

Mark McLean
City of Fort Collins
300 Laporte Ave, Unit B
Fort Collins, CO 80521

Staff

Jill Baty, City Planner

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Staff Recommendation

Approval of the Minor Amendment with an Alternative Compliance request.

1. Project Introduction

A. PROJECT DESCRIPTION

The proposal is to update and replace lighting at the Carnegie Building, following recent programmatic updates and interior renovations. The goal of the lighting update is to enhance safety, improve energy efficiency, and align with City night sky goals. The proposed lighting will also support the use of the exterior space for occasional evening events.

The proposal involves removing and replacing three fixtures that are broken and/or not B-U-G-compliant (labeled FF and FF2 on the photometric site plan). The plan also proposes to lower the lumens and adjust the color temperature of an existing light pole on the site which is owned and managed by the City of Fort Collins Light and Power (labeled GG on the photometric site plan). It is not reasonably feasible to remove this fixture or adjust its glare rating to come into compliance at this time. No changes are proposed for the additional fixture (labeled CC on the photometric site plan). Five bollards will be added (BB) to improve egress lighting along the south side of the building.

In addition, the applicants propose adding 5 additional bollards (for 10 in total) (labeled BB on the photometric site plan) and 1 top post light (labeled DD on the photometric site plan). These new proposed lights, along with an existing tapelight in a gateway, would constitute “event lighting” on the site. Event lighting would only be used during occasional outdoor evening events and would be equipped with timers to automatically turn off at 10:00 P.M, allowing guests to safely enjoy the outdoor spaces south of the building during those evenings.

The proposal includes two photometric site plans that show the locations of the lighting fixtures, along with details about each fixture. One shows the “everyday” lighting scenario and the other plan shows the “event” lighting scenario. The plans also provide information on the light color temperature, off-site impacts and lighting controls to demonstrate compliance with Land Use Code requirements.

The applicant is requesting alternative compliance pursuant to Division 3.2.4(L) – Exterior Site Lighting of the Land Use Code for the Lumens per Square Foot Limit for the Lighting Context Area 1 during the times when event lighting will be used.

B. SITE CHARACTERISTICS

1. Development Status/Background

The 1.18-acre site is located within Library Park, in the original town site of the City of Fort Collins. It sits at the northeast corner of Mathews Street and East Olive Street, approximately 0.15 miles east of College Avenue. The site is zoned Neighborhood Conservation, Medium Density (NCM) and is within the Lighting Context Area 1 (LC1).

2. Surrounding Zoning and Land Use

	North	South	East	West
Zoning	Neighborhood Conservation, Buffer (NCB)	Neighborhood Conservation, Medium Density (NCM)	Neighborhood Conservation, Medium Density (NCM)	Neighborhood Conservation, Buffer (NCB)

Land Use	Place of Worship Office Multi-unit Residential Single-Unit Residential	Office Multi-unit Residential Single-unit Residential	Library Park Library	Multi-unit Residential Office
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C. OVERVIEW OF MAIN CONSIDERATIONS

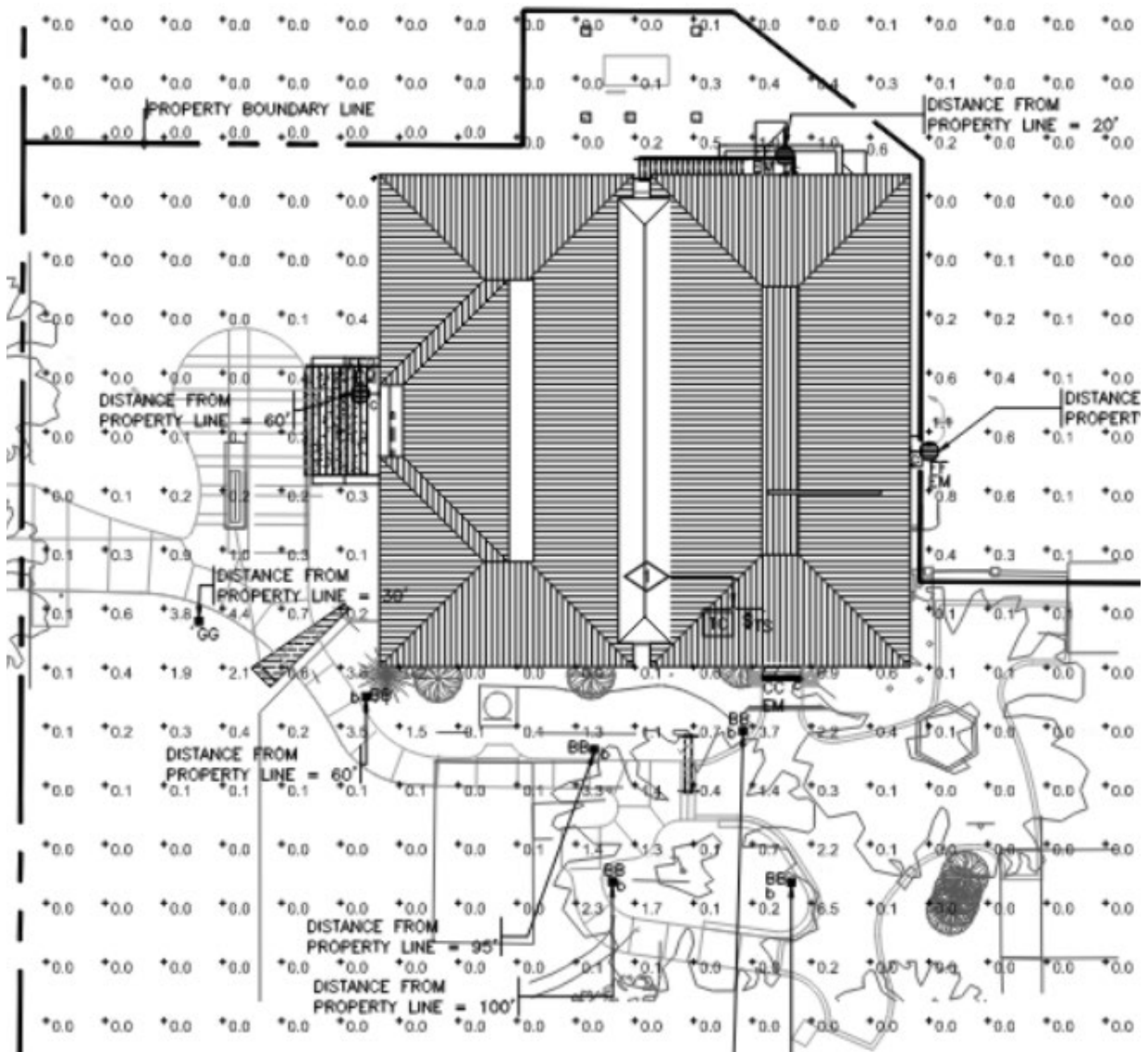
The proposed Minor Amendment is intended to retrofit the existing lighting in order to improve the safety, energy efficiency and align with city night sky goals. City staff review considered the surrounding land uses, existing landscaping, new programming of the space, lighting locations, and fixture specifications.

Update of Standard Safety Lighting.

The plan proposes removing and replacing three fixtures on the building that are broken and/or not BUG-compliant (FF and FF2 on the Photometric Plan Set). The plan also proposes to lower the lumens as

much as possible and adjust the color temperature of an existing light pole on the site that is owned and managed by City of Fort Collins Light and Power. It is not possible to remove this fixture at this time, nor to bring its glare rating into compliance (GG on the Photometric Plan Set).

Due to the way property lines are drawn around this building within Library Park, the parking lot used by and adjacent to the Carnegie Building is not part of the parcel. Lights mounted on the east and north sides of the building do spill over the property line and into the parking lot, but this is the only area where light trespass occurs. Lighting on the western and southern portions stays well within the property boundaries.



Light trespass will occur into the parking lot immediately adjacent to the building on the east and north. In no other areas does the proposed lighting spill over property lines.

Alternative Compliance Request.

A main consideration with the application was a request for Alternative Compliance to the Lighting Standards in Division 3.2.4(L) – Exterior Site Lighting. The Land Use Code requires compliance with the BUG Rating by fixture location and Lumens per square foot. This request is specific to the maximum lumen levels allowed on the site.

The request is specific to the proposed maximum lumen levels for lighting proposed during evening events held at the Carnegie Building.

Alternative Compliance Request: Lumens Per Square Foot Limit

This property is in the Lighting Context Area 1 (LC1). The purpose of LC1 is to provide low ambient lighting. The code states:

The vision of human residents and users is adapted to low light levels. Lighting may be used for safety and convenience, but it is not necessarily uniform or continuous. Typical locations include low and medium density residential areas, commercial or industrial areas with limited nighttime activity, and the developed areas in parks and other natural settings.

There are two ways an applicant can calculate the maximum number of lumens allowed in LC1: the Parking Space Method and the Hardscape Area Method. Under the Parking Space Method, a site in LC1 would be allowed up to 490 lumens per parking space. Due to the way lot lines are drawn through Library Park, there are no parking spaces on this site, so the Parking Space Method is not an appropriate fit for this site.

Under the Hardscape Area Method, a site in LC1 is permitted up to 1.25 lumens per square foot of hardscape. With 9,500 square feet of hardscape, the Carnegie Building site would be allowed up to 11,875 lumens. The proposed base lighting is 11,631 lumens, below the permitted limit. However, the applicants propose that this limit is insufficient for the occasional use of the outdoor space around the Carnegie Building during evening events.

The applicants propose that during times when events will be utilizing the outdoor space at the Carnegie Building, the Lighting Context Area 2 (LC2) is a more appropriate conceptual fit for the site. The purpose of LC2 is to provide moderate ambient lighting. The code states:

Areas of human activity where the vision of human residents and users is adapted to moderate light levels. Lighting may typically be used for safety and convenience, but it is not necessarily uniform or continuous. Typical locations include high density residential areas, shopping and commercial districts, industrial parks and districts, City playfields and major institutional uses, and mixed-use districts.

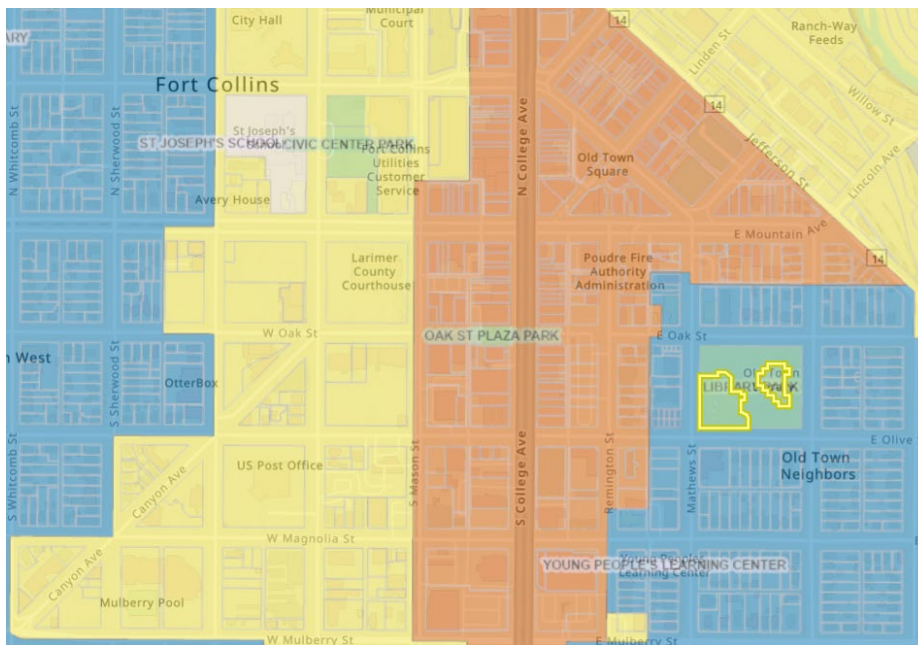
Under the Hardscape Area Method, a site in LC2 would be allowed up to 2.5 lumens per square foot of hardscape. With 9,500 square feet of hardscape, this would allow the Carnegie Building site up to 23,750 lumens. The outdoor event lighting would operate at 11,730 lumens. In addition to the base lighting of 7,401 lumens, this puts the site at a maximum of 23,361 lumens, which is below the LC2 limit.

	Lighting Context Area 1 lumens permitted (Hardscape Method)	Lighting Context Area 2 lumens permitted (Hardscape Method)	Base lighting lumens proposed	Event + Base lighting lumens proposed (Alternative Compliance request)
Per square foot	1.25 lumens	2.5 lumens	0.78 lumens	2.46 lumens
Total	11,875 lumens	23,750 lumens	7,401 lumens	23,361 lumens

The proposed event lighting is below the lumen count that would be permitted for a site in the Lighting Context Area 2. This lighting would only be used during outdoor evening events. The exact frequency of events in this newly renovated space is unknown, but would not exceed a few times per week. Timers will extinguish this lighting at 10:00 P.M.

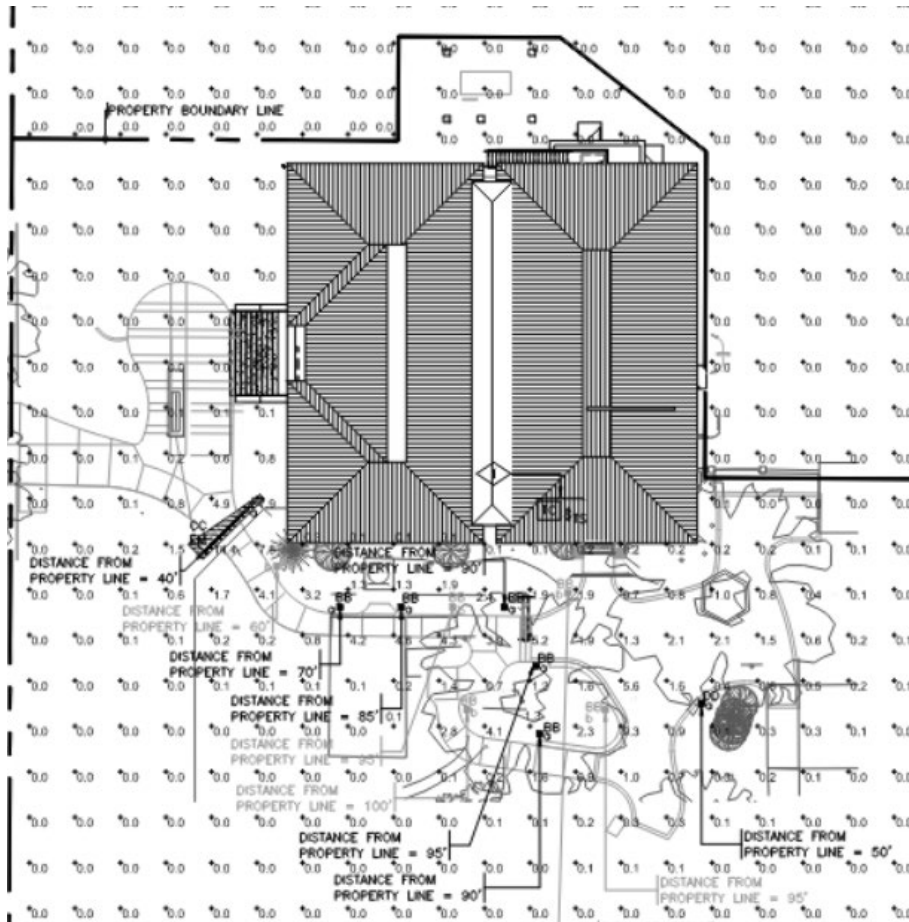
The Purpose of the Exterior Lighting Section is to ensure adequate exterior lighting for the safety, security, enjoyment and function of the proposed land use; conserve energy and resources; reduce light trespass, glare, artificial night glow, and obtrusive light; protect the local natural ecosystem from damaging effects of artificial lighting; and encourage quality lighting design and fixtures.

The proposed Alternative Compliance balances the purposes of the Exterior Lighting standards by providing baseline low light levels that provide a minimum of security, conserve resources and reduce non-conformance with B-U-G standards, protecting local natural ecosystems from the damaging effects of artificial lighting and avoiding obtrusive light and light trespass. The proposal also achieves the intent of the standards by providing additional, moderate lighting that allows for the enjoyment and function of the site, and safety and security of the site during times when the outdoor space will be used by guests. For this reason, the alternative compliance request provides contextually appropriate lighting for the site equally well or better than a lighting plan that would comply with this standard.



Orange, flanking College Avenue indicates Lighting Context Area, LC3, the highest light levels permitted in the City of Fort Collins. Yellow indicates Lighting Context Area LC2. Blue indicates Lighting Context Area LC1. Note the large amount of LC2 area to the west of College Avenue. This plan proposes to treat the

Carnegie Building site, at the southwest corner of Library Park, as LC1 in most cases and as LC2 during occasional events. All event lighting will be extinguished by 9:00 P.M.



Proposed event lighting would not cause any light to trespass outside of the property boundaries of the site.

The Exterior Site Lighting Alternative Compliance, Section 3.2.4(L) of the Land Use Code states that to approve an alternative plan, the decisionmakers must first find that the proposed alternative plan accomplishes the purposes of this Section equally well or better than would a lighting plan which complies with the standards of this Section. They must also consider the following aspects of the plan:

- Whether it meets functional safety and security needs,
- Protects natural areas from light intrusion,
- Enhances neighborhood continuity and connectivity,
- Fosters nonvehicular access,
- Demonstrates innovative design and use of fixtures or other elements.

D. CITY OF FORT COLLINS LAND USE CODE & CITY PLAN

The Land Use Code's purpose statement per 1.2.2(A) is to ensure that all growth and development that occurs is consistent with this Code, City Plan, and its adopted components, including, but not limited to, the Structure Plan, Principles and Policies and associated sub-area plan.

The City's comprehensive plan (2019 *City Plan*) embodies the vision and values of the community for the future.

This proposal is supportive of principles ENV 9 and SC 1 of City Plan.

- Principle ENV 9: Protect human health, safety, wildlife habitat and the environment by limiting light pollution and protecting our night sky.
- Principle SC 1: Create public spaces and rights-of-way that are safe and welcoming to all users.

The Structure Plan designates this property with the Mixed Neighborhood place type, which is characterized by providing single-family detached homes, duplexes, triplexes and townhomes that are supported by community and public facilities, parks and recreational facilities, schools, places of worship, restaurants/cafes, small-scale retail and other supportive uses in a compact neighborhood setting.

This property is part of the Old Town Neighborhoods Plan. The guidance for lighting found in this document is not applicable to this project.

2. Public Outreach

A. NEIGHBORHOOD MEETING

Pursuant to *Section 2.2.2 – Step 2: Neighborhood Meetings*, a neighborhood meeting is required for all projects to be reviewed by the Planning and Zoning Commission. However, a Neighborhood Meeting is not required for a Minor Amendment application. This project has been processed as a Minor Amendment in accordance with *Section 2.2.10 – Step 10: Amendments and Changes of Use* and referred to P&Z based on the requirements of *Section 2.17 – City Projects* that all City development projects be reviewed by the Planning and Zoning Commission. Therefore, no neighborhood meeting was conducted.

B. PUBLIC COMMENTS:

This application has been posted on the City's Development Review website as it is being reviewed. During the review of the Minor Amendment, no public comments were received.

Comments received after the hearing notice will be forwarded to the Planning and Zoning Commission.

3. Article 2 – Applicable Standards

A. BACKGROUND

This project was submitted on February 15, 2023. The project has completed four rounds of staff review, the project documents are substantially complete for review by the Commission. The fourth submittal resolved staff's comments.

B. PROCEDURAL OVERVIEW

1. Minor Amendment Submittal – MA230137

Round 1 Comments sent to applicant November 17, 2023

Round 2 Comments sent to applicant May 24, 2024

Round 3 Comments sent to applicant July 12, 2024

Round 4 Comments resolved November 8, 2024

2. Minor Amendment Review

The review criteria for a Minor Amendment are used to verify that the proposed changes continue to comply with the standards of this Code to the extent reasonably feasible.

The Land Use Code defines Extent Reasonably Feasible:

Extent reasonably feasible shall mean that, under the circumstances, reasonable efforts have been undertaken to comply with the regulation, that the costs of compliance clearly outweigh the potential benefits to the public or would unreasonably burden the proposed project, and reasonable steps have been undertaken to minimize any potential harm or adverse impacts resulting from noncompliance with the regulation.

3. Notice (Posted, Written and Published)

Posted notice: Not applicable for Minor Amendments.

Written notice: Per LUC Section 2.2.10(A)(5), "Written notice must be mailed to the owners of record of all real property abutting the property that is the subject of the minor amendment application at least fourteen (14) calendar days prior to the Director's decision."

Written notice: December 4, 2024, 267 letters sent.

Published Notice: Scheduled for December 8, 2024.

C. DIVISION 2.8 – MODIFICATION OF STANDARDS

The applicant is not requesting any modification of standards.

4. Article 3 - Applicable Standards

A. DIVISION 3.2 - SITE PLANNING AND DESIGN STANDARDS

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
3.2.1 – Landscaping and Tree Protection	This Code Section ensures a fully developed landscape plan that addresses relationships of landscaping to the circulation system and parking, the building, abutting properties, and users of the site in a manner appropriate to the neighborhood context. <ul style="list-style-type: none"> • No landscaping is expected to be disturbed for the installation of the site lighting improvements. The City's Forestry staff did not have any concerns with the proposal. 	Not Applicable
3.2.2 – Access, Circulation and Parking	This Code Section requires secure, convenient, efficient parking and circulation improvements that add to the attractiveness of the development. <ul style="list-style-type: none"> • No new parking is proposed as a part of this project. • No parking exists on this property. 	Not Applicable

3.2.4 – Site Lighting (A)(C)(K)	<p>This Code section requires that exterior lighting meet the functional and security needs of the project and are met in a way that does not adversely affect the adjacent properties or neighborhood.</p> <ul style="list-style-type: none"> • The site is in the Lighting Context Area 1 – Low ambient lighting and meets the requirements for the Backlight and Uplight ratings. • The proposal meets the requirements for Glare ratings on all but one fixture. This fixture is owned by Light & Power and removal of the fixture is not feasible as part of this Minor Amendment. The applicant is working with Light & Power to ensure the brightness of this fixture is turned as low as possible to minimize the impacts of the non-conforming Glare. • The proposed base levels of lighting meet the Lumen Budget. • The proposed event lighting levels do not meet the requirements Lumens Budget do not meet the requirements for the Lighting Context Area 1 and Alternative Compliance is requested. <ul style="list-style-type: none"> ○ The proposed lumens per square foot to be used during occasional evening events exceeds the 1.25 limitation. The project proposes 2.46 lumens per square foot, which is compliant with Lighting Context Area 2. ○ The purpose of Lighting Context Area 1 is to provide low lighting levels that may be used for safety and convenience but are not necessarily uniform or continuous. Typical locations would include low and medium density residential areas, commercial or industrial areas with limited nighttime activity, and the developed areas in parks and other natural settings. ○ The purpose of Lighting Context Area 2 is to provide moderate lighting levels typically used for safety and convenience but are not necessarily uniform or continuous. Typical locations include high density residential areas, shopping and commercial districts, industrial parks and districts, City playfields and major institutional uses, and mixed-use districts. ○ The alternative compliance request has been outlined in the Main Considerations section of this staff report. • Off-site impacts are limited to the maximum extent practical by demonstrating that lighting spill will be minimized where feasible. The proposed plans show no light trespass to the western or southern boundaries of the site. The only locations of light trespass are on the north and east sides of the building where the property line abuts the building. Trespass will only spill into the adjacent parking lot in those areas. • The proposed lighting controls demonstrate that the lighting will be sensitive to the needs of the visitors and staff on site as well as the existing neighbors. <ul style="list-style-type: none"> ○ The proposed event lighting will be on timers that will turn off at 9:00 P.M. on the evenings when this lighting is used. • The lighting shall have a nominal correlated color temperature proposed is no greater than 3000 Kelvin. 	Alternative Compliance Requested

B. DIVISION 3.3 – ENGINEERING STANDARDS

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings

3.3.1(C)(1) – Plat and Development Plan Standards	An applicant is required to dedicate rights-of-way for public streets, drainage easements, and utility easements as needed to serve the area being developed. <ul style="list-style-type: none"> • No dedications or easements are required for the project. 	Not Applicable
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C. DIVISION 3.4 – ENVIRONMENTAL, NATURAL AREA, RECREATIONAL AND CULTURAL RESOURCES PROTECTION STANDARDS

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
3.4.1(A)(B)	This Code section applies to any portion of a development that is within five hundred feet of an area or feature identified as a natural habitat or feature on the City’s Natural Habitats and Features Inventory Map or if any portion of the site contains natural habitats or feature of ecological value. Development will protect any existing natural habitats and features.	Not Applicable
3.4.6 (A)(B)	The community and neighborhood are to be protected from glare, or uncomfortably bright light. <ul style="list-style-type: none"> • The proposed lighting fixtures have a lower lumen output compared to the estimated lumen output of the existing fixtures. • The existing Light & Power fixture will be dimmed as much as possible to reduce glare to the maximum extent feasible. 	Complies

D. 3.5 – BUILDING STANDARDS

The purpose of this Section is to ensure that the physical and operational characteristics of proposed buildings and uses are compatible when considered within the context of the surrounding area.

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
3.5.1– Building Project and Compatibility (B)(C)(E)(F)(G)(I)(J)	These subsections require new developments in or adjacent to existing developed areas are compatible when considered within the context of the surrounding area, by using a design that is complimentary. They should be read in conjunction with the more specific building standards contained in the zone district standards contained in Article 4. <ul style="list-style-type: none"> • The scope of work does not include any changes to buildings nor does it change the compatibility of the use with the surrounding area. All improvements are related to the lighting fixtures on the building and the adjacent outdoor space. 	Not applicable

E. 3.6 TRANSPORTATION AND CIRCULATION

This Section is intended to ensure that the transportation network of streets, alleys, roadways, and trails is in conformance with adopted transportation plans and policies established by the City.

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
3.6.4 – Transportation Level of Service Requirements	This section ensures that all adopted level of service (LOS) standards are achieved for all modes of traffic. <ul style="list-style-type: none"> • The scope of work does not change the adopted transportation LOS. 	Not Applicable
3.6.6 – Emergency Access	This section is intended to ensure that emergency vehicles can gain access to, and maneuver within, the project so that emergency personnel can provide fire protection and emergency services without delays. <ul style="list-style-type: none"> • The scope of work does not change the existing emergency access on site. 	Not Applicable

5. Article 4 – Applicable Standards:

A. DIVISION 4.8 – NEIGHBORHOOD CONSERVATION, MEDIUM DENSITY DISTRICT

The Neighborhood Conservation, Medium Density District is intended to preserve the character of areas that have a predominance of developed single-family and low- to medium-density multi-family housing and have been given this designation in accordance with an adopted subarea plan.

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
4.6(D)(1-4) & (E)	<p>This section ensures that a change of use or addition of use on the property would go through the prescribed Development Review process as determined in this section. Additional standards in this section apply to land use standards, dimensional standards and development standards.</p> <ul style="list-style-type: none"> • The scope of work does not change the existing land use at the site, site design, or building design. 	Not Applicable

6. Findings of Fact/Conclusion

In evaluating the request for the City of Fort Collins Carnegie Building Lighting Updates Minor Amendment, staff makes the following findings of fact and conclusions:

- The Plan complies per 1.2.2(A) with the pertinent provisions of the Land Use Code, City Plan and its adopted components.
- The Minor Amendment complies with process located in Division 2.2 – Common Development Review Procedures for Development Applications of Article 2 – Administration.
- The Minor Amendment complies with relevant standards located in Article 3 – General Development Standards, to the extent reasonably feasible.
- The Minor Amendment complies with relevant standards located in Division 4.8, Neighborhood Conservation, Medium Density District, Article 4.

7. Recommendation

Staff recommends approval of the City of Fort Collins Carnegie Building Lighting Updates Minor Amendment, MA230137, with the approval of alternative compliance.

8. Attachments

1. Minor Amendment application
2. Lighting Plan Set sheets
3. Alternative Compliance Request
4. Round 1 Comment Letter
5. Round 2 Comment Letter
6. Round 3 Comment Letter
7. Staff Presentation