



Town of Johnstown

TOWN COUNCIL WORK SESSION

450 S. Parish, Johnstown, CO
Monday, June 26, 2023 at 6:00 PM

MISSION STATEMENT: Enhancing the quality of life of our residents, businesses, and visitors through community focused leadership.

AGENDA

CALL TO ORDER

AGENDA ITEMS

- [1.](#) Land Use & Development Code - Proposed Amendment Topics

ADJOURN

AMERICANS WITH DISABILITIES ACT NOTICE

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The Community That Cares

johnstown.colorado.gov

P: 970.587.4664 | 450 S. Parish Ave, Johnstown CO 80534 | F: 970.587.0141



Town of Johnstown

TOWN COUNCIL WORKSESSION COMMUNICATION

AGENDA DATE: June 26, 2023

SUBJECT: Land Use & Development Code – Proposed Amendment Topics

ATTACHMENTS:

1. Topic 1: Dark Skies & Lighting Performance Standards
2. Topic 2: Guest Parking Ratios
3. Topic 3: View Protection

PRESENTED BY: Kim Meyer, Planning & Development Director

WORKSESSION ITEM DESCRIPTION:

With the May 2023 adoption of the Land Use & Development Code (LUDC), which serves as Chapter 17 of the Johnstown Municipal Code governing land uses, zoning, and development standards, there were numerous topics that were discussed in public hearings as future additions or amendments to the code, namely:

1. Expanded lighting performance standards in Sec 17-6- that bring the Town towards more “Dark Skies” compliance, which minimizes glare, overspill onto adjacent properties, and requires down-directional, full-cut off lighting fixtures (Attachment 1).
2. Guest parking minimums for clustered homes and more dense residential areas that do not furnish individual, parkable driveways for each dwelling unit (Attachment 2).
3. Protecting views with new development. (Attachment 3).

For each of these enumerated topics listed, Staff has provided an attached summary that presents the research and analysis to date. Detailed feedback and direction from Town Council on these issues is vital for Staff and the Town Attorney to move forward with crafting appropriate and specific code language to be presented and proposed for this first LUDC code amendment.

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Staff continues to work with the Town Attorney on final review and redlines of the LUDC to update some outstanding “housekeeping” (i.e., non-substantive) items such as formatting and rework of some phrases and sentences for clarity and/or attorney preference, as well as the addition of graphics that help to clarify some of the code sections. A full redlined code will be presented to Council prior to a future hearing, with the intent of including updates based on direction provided on the aforementioned subjects.

In that legal review thus far, the few items that substantively update the code are related to proposed deletion of a section that discusses the process text amendments, as the Attorney felt it unnecessary, and updates to the language and C.R.S. state statute references relating to marijuana uses.

As we continue to review and think about the land use and development standards for the Town, we have a “parking lot” list of future elements that warrant additional attention and consideration, based upon comments received through the adoption process and since, to include Community and Utility-scale Solar Facility standards with permitted livestock grazing and agricultural uses. Staff welcomes additional items that Council feels may be worth further discussion and review.

Reviewed and Approved for Presentation,



Town Manager

Topic 1: Dark Skies & Lighting Performance Standards

General information:

- “Dark Skies” references principles and standards issued by the International Dark-Sky Association (www.darksky.org) that are intended to minimize light pollution from developed and urban areas using lighting that is directed downward, with physical cut-offs to minimize light spillage, and generally lessen the “glow” from outdoor lighting.
- The text of the proposed “model ordinance” produced by this group gets fairly technical and specific employing multiple lighting zones, lumen allowances, and a variety of calculations. Staff review of other codes indicates many have adopted codes that speak to the overall principles of minimizing impact in a manner that is easier to understand and implement.
- Many of these principles have been employed in Town for the past few years, utilizing the prior code requirement of photometric plans to minimize light spillage into residential area, as well as more recent Staff requests for down-directional, full-cut-off fixtures where possible, Staff has also worked with builders and developers to review “color” and brightness of proposed fixtures as well. Current standards in the LUDC include:
 - Sec 17-4-5 District Performance Standards notes maximum “foot-candles (FC)” (measure of light) at the property line in different zoning districts.
 - Sec 17-9-4 provides regulations related to the management of lighting on electronic message displays (signs).
 - The proposed Engineering Specifications and Design Standards will also address lighting related to streets. The Town has been providing an interim guideline for the past several years to address streetlights – consistency, brightness, spacing, and color.

Analysis and Recommendation:

In the review of the current LUDC, Staff concurs that more stringent language regulating lighting should be added into the code to ensure that private development implements meaningful standards in their lighting design and use. The Dark Sky model codes reviewed seem overly technical and challenging to administer. Staff requested additional code language from the code consultants, but had not received the proposed language in sufficient time to present to Council prior to the May public hearing on the Code.

The following verbiage which has been recently received by the consultant is proposed to insert into Article 8 of the LUDC as an update, which addresses overall landscaping and site design for all development. It would apply to all types of development. In general the updated code language includes standards for fixture height based on the purpose of the lighting, provides basic performance standards and notes that a photometric plan may be required. This would create a new Section 17-8-6.

17-8-6 Outdoor Lighting

A. **Design Objectives.** Exterior lighting of sites and buildings shall meet the following design objectives:

1. Provide safety and security in publicly accessible areas.
2. Create comfort and atmosphere with softer and warmer lighting in gathering spaces, social places, and pedestrian-oriented and residential areas and streetscapes.
3. Accent the architectural features of buildings, gateways or other portions of sites visible from the streetscape or other public spaces.
4. Design the appropriate scale of light considering pedestrian-oriented or vehicle-oriented portions of sites.
5. Limit backlighting, uplighting, glare, spillage, and other impacts on adjacent sites.
6. Comply with the general principles for responsible outdoor lighting, including useful, targeted, controlled, low-level, and color-appropriate lighting.
7. Use the appropriate design, location, and type of fixture to minimize lighting impacts and reinforce the character of distinct areas.
8. Utilize energy efficient lighting strategies in balance with other site lighting objectives.

B. **Mounting Height.** All exterior lighting shall be limited to the heights noted in the following table:

Table 8-6: Maximum Light Mounting Height	
<i>Driveways and Parking Areas</i>	<ul style="list-style-type: none"> ▪ 24' in residential districts; or within 30' of any street; or within 100' of a residential use or residentially zoned property. ▪ 35' in all other districts or situations.
<i>Pedestrian Walkways, Plazas or Courtyards, and Pedestrian-oriented Streetscapes</i>	<ul style="list-style-type: none"> ▪ 16'
<i>Facade Lights</i>	<ul style="list-style-type: none"> ▪ Below the eave or cornice line, provided the light is directed downward or otherwise designed and located to limit up lighting beyond the facade.
<i>Other Site Lighting</i>	<ul style="list-style-type: none"> ▪ 12' nonresidential; ▪ 7' residential
<i>Building Mounted Security Lights</i>	<ul style="list-style-type: none"> ▪ May be mounted at heights required to provide adequate security provided all efforts be made to mitigate off-site impacts including dimmers, timers, sensors, shields or other technology.
<i>General</i>	<ul style="list-style-type: none"> ▪ All light poles shall be setback from the property at least 3', or at least 1/3 of the height, whichever is greater.
<i>Specialty</i>	<ul style="list-style-type: none"> ▪ To be reviewed and approved on a case-by-case basis, based upon the needs and context of the use. i.e., sports fields, industrial user, etc.

C. **Performance Standards.** In addition to the height and location standards, exterior site lighting shall meet the following performance standards:

1. All exterior fixtures shall be fully shielded and installed so that the direct illumination shall be confined to the property boundaries of the source, except for ornamental lights below 500 lumens, or 200 lumens where multiple fixtures are used.
2. The location, height, and fixture shield shall prevent light spread or glare onto any adjacent property or any public right-of-way, with the exception of building-mounted lighting on street-front buildings which could spill onto a sidewalk or adjacent street.
3. All facade lighting and other externally illuminating lights shall use shielded, directional fixtures, designed and located to minimize uplighting and glare. Decorative lighting, such as lanterns and wall sconces, which may be allowed as long as the fixtures, do not exceed 200 lumens and do not emit light directly upward.

4. The style of light standards and fixtures shall be consistent with and complement the style and character of architecture proposed on the site and building.
5. Lighting shall be designed to meet the functional and security needs of the site, without adversely affecting adjacent properties. Features such as dimming interfaces or timers that reduce light levels to minimal security levels for off-hours are encouraged and may be required.
6. Lighting plans shall demonstrate compliance with Town and industry standards and guidelines for environmental and energy performance, including the fixture types, light source, and energy source, employing LED or current best practice energy-efficient technologies.
7. A photometric plan and information related to fixture and lighting design, prepared by a qualified professional, may be required by the Director to accompany any project subject to review under 17-2.

D. **Alternative Compliance.** Alternative compliance to the lighting standards established in Section 17-8-6, may be authorized according to the process and criteria in Section 17-2-6.

Topic 2: Guest Parking Ratios

General information:

- Town Staff research on codes in multiple municipalities to get a sense for best practices related to required guest parking, in addition to the required per dwelling unit parking:

Guest space / Dwelling Unit (DU)	Attached SF	Multifamily
Berthoud	1 / 5 DU	1 / 5 DU
Brighton	-	-
Evans	Lots <35' frontage +1/unit	1 / 5 DU – Min 1 to Max 20
Erie	Consider on-street as “guest”	
Firestone	1 / 3 DU	1 / 3 DU
Greeley	+10% of Req'd Parking spaces	+10% of Req'd Parking spaces
Loveland	-	+5% of Req'd Parking spaces
Mead	1 / 3 DU	-
Thornton	1 / 5 DU	1 / 5 DU
Timnath	-	Up to 20% reduction
Windsor	1 / 8 DU	1 / 8 DU

Analysis and Recommendation:

- There is a wide range from not regulating at all to requiring up to 33% additional spaces.
- Staff found no municipality that has specifically addressed cluster/courtyard type housing configurations in their codes. In discussing this with their planning staff, our assessment is that many of them to note require that and those that do tend to address that in the process of reviewing an overall PUD and tend to handle on a case-by-case basis with no code guidelines.

For detached single-family homes, the LUDC requires a minimum of 2 parking spaces in an enclosed garage. For attached units and other multi-unit residential structures, the code takes into account the number of bedrooms in a unit, and assigns a parking minimum based upon that likely impact and demand for parking:

<i>Dwellings (attached, multiple, or mixed)</i>	1 / unit (Studio / 1 bedroom) 1.5 / unit (2 bedroom) 1.75 / unit (3 bedroom) 2 / unit (4 + bedroom) Attached Single Family (duplex, rowhome) shall provide required spaces in an enclosed garage.
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For townhomes, cluster/courtyard homes and other housing types where additional spaces are not provided on-site in a full-length (20+ foot) driveway, Staff shares Council concerns that additional parking should be provided and believes the goal is to find a reasonable balance that ensures adequate parking where warranted and desired.

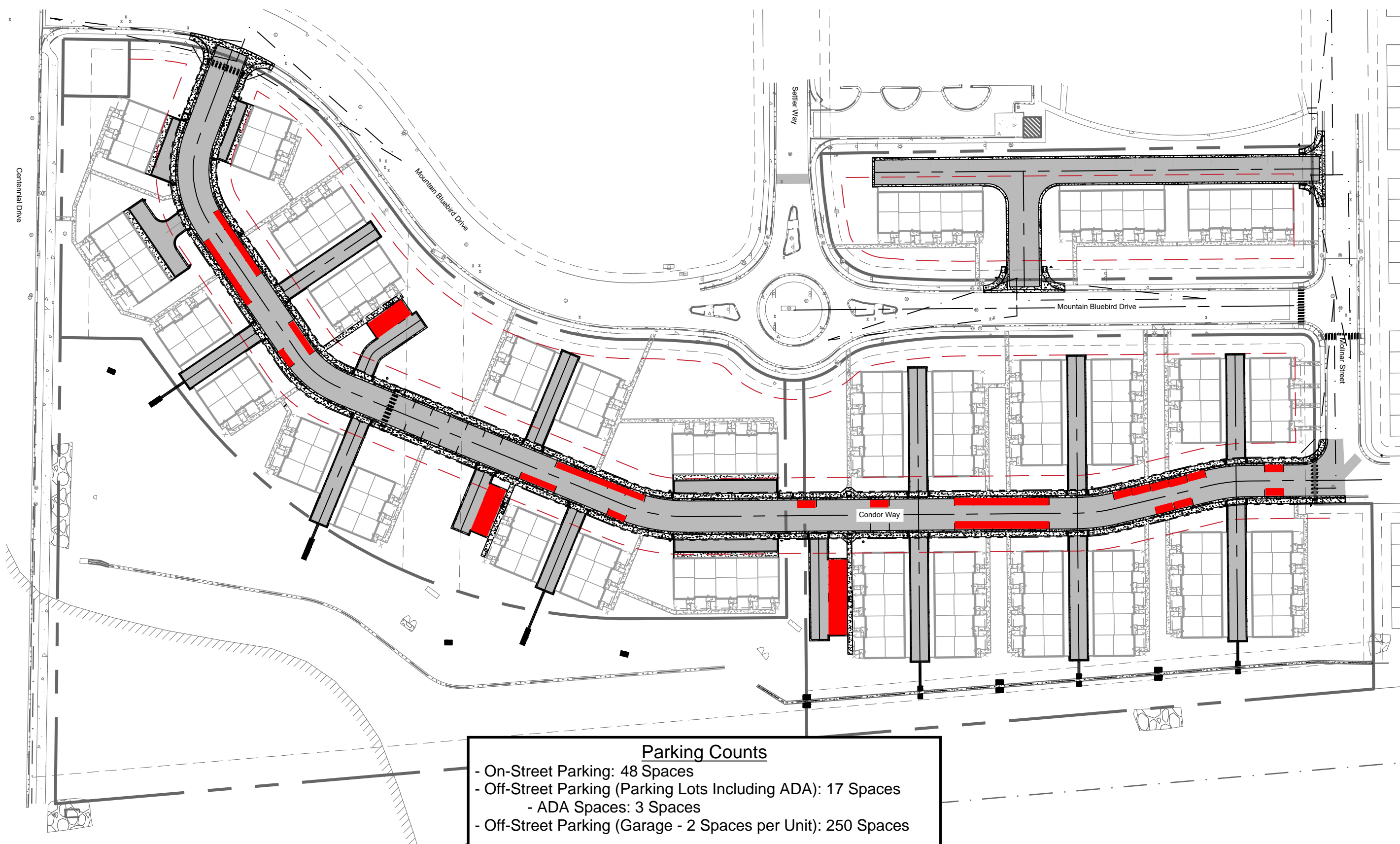
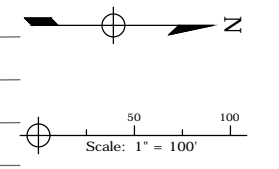
Attached are two exhibits of recent projects and how parking was accommodated; both also provide 2-car garages for each unit.

- Exhibit 2-1 shows the Mountain View West Townhomes Phase II parking exhibit, which subdivision and development plan was recently approved with 125 townhomes and providing approximately 48 spaces in on-street areas, as well as 17 off-street spaces.
 - That equates to about 7% off-street spaces of the 250 required. (1 space / 7 DU)
 - Counting the street spaces as well, gives a total of 65 spaces providing +26% additional spaces or approximately 1 space / 2 DUs.
- Exhibit 2-2 depicts the typical carriage homes configuration in Thompson River Ranch (TRR) which has relied on on-street parking to provide guest and overflow parking. With the width of those lots, there is a 94-foot street-front area available for on-street parking across that cluster that accommodates four parallel spaces (typical length is ~22'). No additional off-street parking spaces have been required at TRR. Equates to 1 guest space per home.

For apartments, the municipalities screened ran the gamut from reducing parking by 20% to requiring additional 20% parking, based on the minimum parking standards. With the scale of projects that the Town has seen for multifamily lately – with an apparent sweet spot in the multifamily market currently for 250-500 units in a single complex, there seems to be some built-in balance and the market seems to be accommodating the parking they feel is needed without additional regulation at this time. As these larger complexes are relatively new to the Town, we will monitor the parking in and around these areas to see if additional regulation may be needed.

Staff recommends the following:

1. Requirement for “guest parking” at a rate of 1 space / 2 DUs for detached single family homes that do not accommodate additional parking in min 20-foot driveways, outside of the required 2 car garage.
2. Requirement for “guest parking” for the “Dwellings (attached, multiple, or mixed)” code category at a rate of 1 space / 10 required spaces (10%) on lots up to 100 min spaces required, plus 1 additional space / for each additional 20 spaces (5%). For example a use that would require a minimum of 160 spaces would require 10 (10% on first 100) + an additional 3 spaces (5% of the 50 spaces over 100).
3. Permit on-street parking to be counted toward that additional parking.



Parking Counts

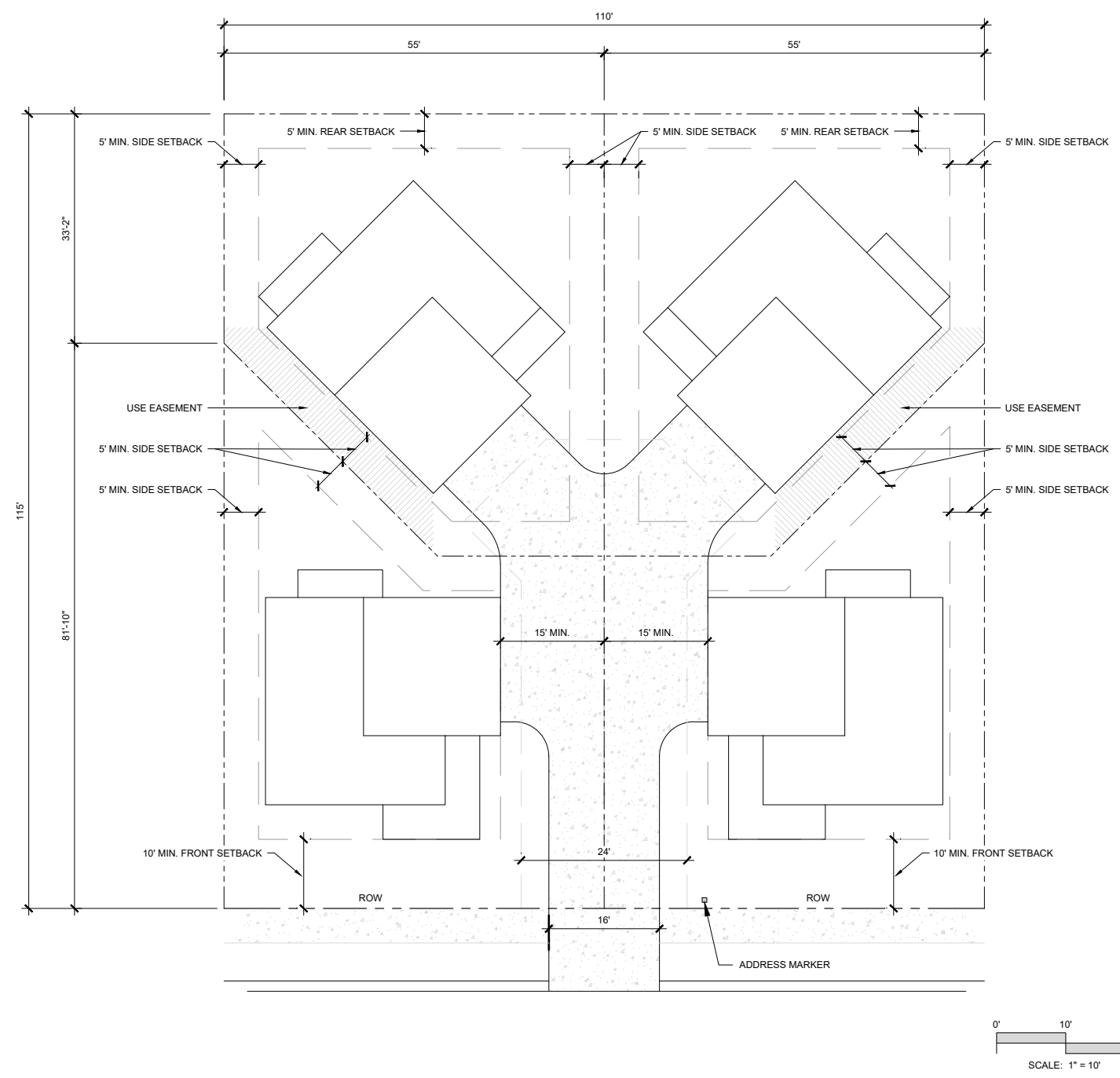
- On-Street Parking: 48 Spaces
- Off-Street Parking (Parking Lots Including ADA): 17 Spaces
 - ADA Spaces: 3 Spaces
- Off-Street Parking (Garage - 2 Spaces per Unit): 250 Spaces

Total Parking Spaces (Including Garages and ADA): 315 Spaces

02/23/2023



OWNER/CLIENT
 CLAYTON PROPERTIES
 GROUP II, INC
 4908 TOWER ROAD
 DENVER, COLORADO
 303-460-8800



- NOTES:
- DRAWINGS DEPICT TYPICAL LAYOUT. SITE PLAN VARIES DUE TO SITE CONSTRAINTS.
 - PARKING IS NOT PERMITTED ON DRIVEWAYS OR FIRE LANES.
 - FIRE LANE TO BE KEPT CLEAR AT ALL TIMES.
 - USE EASEMENT FOR BENEFIT/USE OF ADJACENT LOT.
 - VERIFY PLAT FOR UTILITY, DRAINAGE AND ACCESS EASEMENT DIMENSIONS.
 - ADDRESS NUMERALS AFFIXED TO EVERY HOUSE TO BE A MINIMUM 4 INCHES IN HEIGHT.
 - ADDRESS SIGN/MARKER TO BE LOCATED 6' FROM EDGE OF DRIVEWAY AND LIST ALL UNIT ADDRESSES WITHIN POD. THE COLOR OF THE NUMERALS TO BE VISIBLE AND CONTRAST WITH THE BACKGROUND COLOR OF THE HOUSE OR SIGN THEY ARE AFFIXED TO.

TYPICAL SINGLE FAMILY CARRIAGE LOTS - 4 PACK

THOMPSON RIVER RANCH
 JOHNSTOWN, COLORADO
 FILING 15 - FINAL DEVELOPMENT PLAN
 TYPICAL CARRIAGE HOME LAYOUT

PROFESSIONAL STAMP

PROJECT INFORMATION
 PROJECT #: 201023
 DRAWN BY: TH
 CHECKED BY: RH

ISSUE RECORD

1ST SUBMITTAL	11/25/2020
2ND SUBMITTAL	02/26/2021
3RD SUBMITTAL	12/23/2021
4TH SUBMITTAL	02/22/2022

SHEET NUMBER

L0.5

Topic 3: View Protection

General information:

Town Staff researched the codes in multiple municipalities to get a sense for those that would protect views. Staff looked at numerous codes and planning documents, and reached out to those that provided some reference to views or view protection. Municipalities contacted directly include: Castle Rock, Thornton, Aurora, Superior, Golden.

Castle Rock has the most substantial protections related to maintaining views from specific transportation corridors to key/identified skylines and ridgelines throughout the city, which translates into an overlay zoning district with height, color, vegetation, and lighting restrictions imposed within certain areas that could impact those views. Exhibit 3-1 shows a detailed mapping of these ridgeline and skylines, classified into major, moderate, and minor with varying degrees of regulation.

Thornton has no specific codes regulating views or protection – their planner indicated they impose only typical setbacks, height restrictions, and architectural requirements, with no specific requirement or reference to relative grading or other issues about which we inquired.

Aurora’s land use code includes a Mountain View District overlay from one specific point, from High Point public park, and has specific height restrictions (Exhibit 3-2). Height is restricted to a total elevation indicated on that map, within that area.

Superior provides “view protection” to the mountains from major transportation corridors, but excludes the residential from these requirements. Non-residential buildings are required to face the short side of buildings toward single family areas. In multifamily developments, building separations with landscaping or parking are implemented. And buffers of 150 to 300 feet between multifamily or non-residential buildings from single family areas. There is also a submittal requirement for a view impact analysis addressing the views of the proposed development, but Staff found no specific standards or regulations for how that impact is accounted for in reviews and approvals.

Golden provides several references to “guidelines” for views, but there are no specific regulations or standards that must be met, and their planning staff indicates that “the City doesn’t regulate viewsheds.” It appears they want developers and owners to be aware of views, but does not require they adhere to any code to protect that.

Analysis and Recommendation:

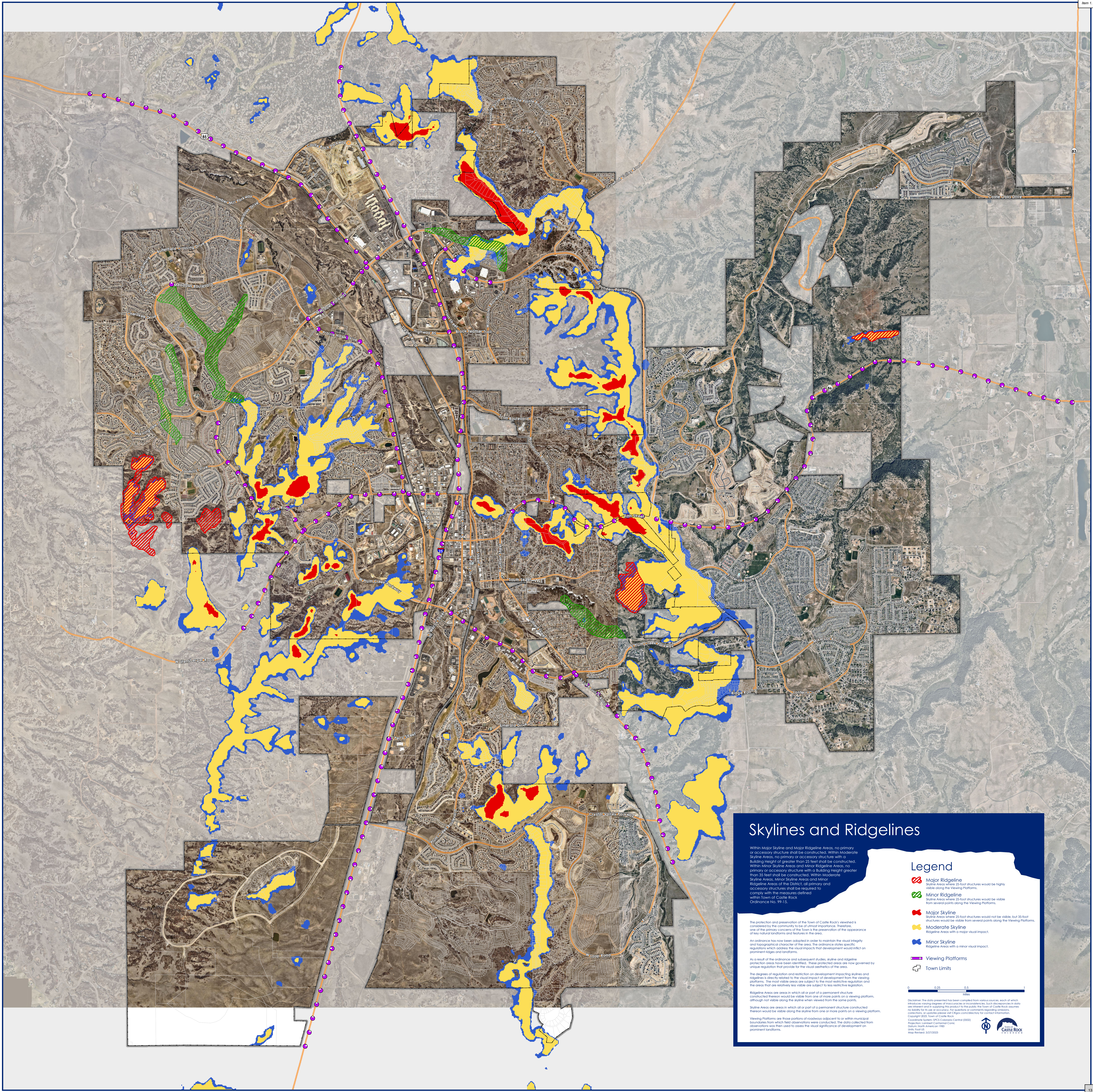
Most communities do not regulate any viewshed or view corridor requirements. Those that do appear to have undertaken significant mapping studies to determine what they wanted to protect, and what specific properties and design elements to regulate. The Castle Rock mapping, in particular, represents a substantial investment of resources. Further research across the country and in planning resources has provided a variety of view protections of a specific thing, such as

Longs Peak, or of a section of a corridor, such as a river or mountain pass that have been identified as a community benefit – or in several cases a state or interstate benefit.

The buffer setbacks that Superior requires may be the closest we were able to find in our research that required substantial setbacks of multifamily and non-residential buildings from single family uses, but it's not clear that the intent was view protection – as relative heights or elevations are not mentioned – as much as a desired separation of uses and mitigating impacts from the higher intensity use to the single-family area. Staff did not find any such buffers required between single family uses.

To pursue this further and propose specific code language for this issue, Staff asks for specific direction from Council on:

1. What views Johnstown wants to protect (mountain range, certain peaks, river corridors, ag areas, etc)?
2. From where are these views “originating”? Such as a specific road corridor, one or several outlook points, existing adjoining structures, or property lines.
3. What elements of a development should we consider regulations for that might best produce the outcome you seek? Such as building height, separation, orientation, relative grade from historic, buffers, fencing, vegetation/planting limitations, and similar.



Skylines and Ridgelines

Within Major Skyline and Major Ridgeline Areas, no primary or accessory structure shall be constructed. Within Moderate Skyline Areas, no primary or accessory structure with a Building Height of greater than 25 feet shall be constructed. Within Minor Skyline Areas and Minor Ridgeline Areas, no primary or accessory structure with a Building Height greater than 35 feet shall be constructed. Within Moderate Skyline Areas, Minor Skyline Areas and Minor Ridgeline Areas of this District, all primary and accessory structures shall be required to comply with the measures defined within Town of Castle Rock Ordinance No. 99-15.

The protection and preservation of the Town of Castle Rock's visual character is considered by the community to be of utmost importance. Therefore, one of the primary concerns of the Town is the preservation of the appearance of key natural landmarks and features in the area.

An ordinance has now been adopted in order to maintain the visual integrity and topographical character of the area. The ordinance states specific regulations which address the visual impacts that development would inflict on prominent ridges and landmarks.

As a result of the ordinance and subsequent studies, skyline and ridgeline protection areas have been identified. These protected areas are now governed by unique regulation that provide for the visual aesthetics of the area.

The degrees of regulation and restriction on development impacting skylines and ridgelines is directly related to the visual impact of development from the viewing platforms. The most visible areas are subject to the most restrictive regulation and the areas that are relatively less visible are subject to less restrictive legislation.

Ridgeline Areas are areas in which all or part of a permanent structure constructed thereon would be visible from one or more points on a viewing platform, although not visible along the skyline when viewed from the same points.

Skyline Areas are areas in which all or part of a permanent structure constructed thereon would be visible along the skyline from one or more points on a viewing platform.

Viewing Platforms are those portions of roadways adjacent to or within municipal boundaries from which field observations were conducted. The data collected from observations was then used to assess the visual significance of development on prominent landmarks.

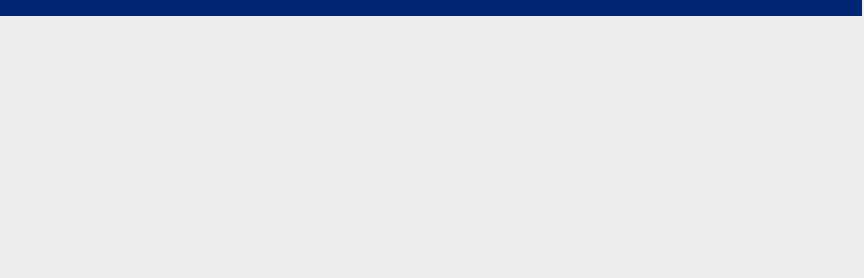
Legend

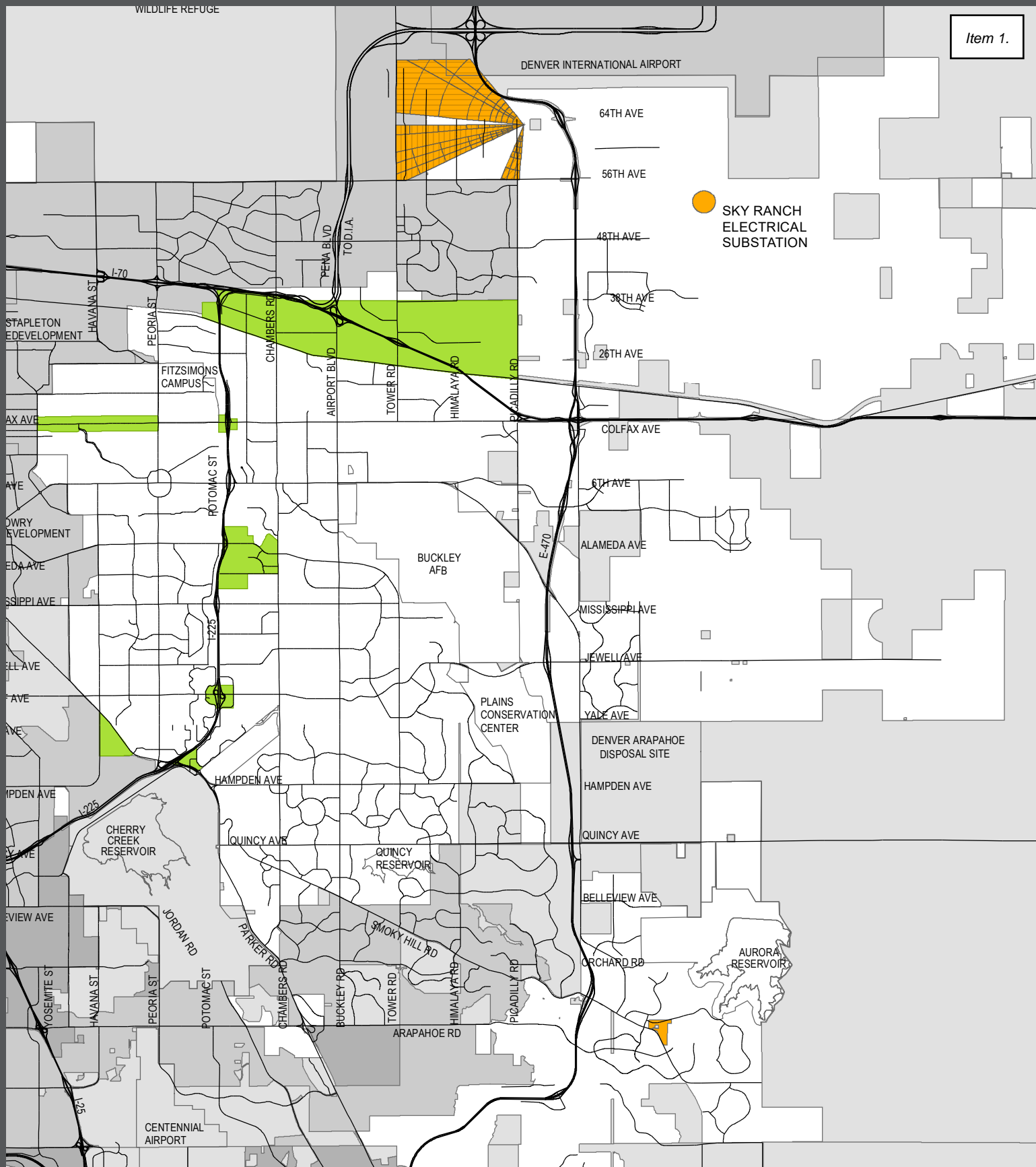
- Major Ridgeline
Skyline Areas where 25-foot structures would be highly visible along the Viewing Platforms.
- Minor Ridgeline
Skyline Areas where 25-foot structures would be visible from several points along the Viewing Platforms.
- Major Skyline
Skyline Areas where 25-foot structures would not be visible, but 35-foot structures would be visible from several points along the Viewing Platforms.
- Moderate Skyline
Ridgeline Areas with a major visual impact.
- Minor Skyline
Ridgeline Areas with a minor visual impact.
- Viewing Platforms
- Town Limits



Disclaimer: The data presented has been compiled from various sources, each of which introduces varying degrees of inaccuracies or inconsistencies. Such discrepancies do not constitute an intended or implied warranty by the Town of Castle Rock, nor does it constitute a liability for its use or accuracy. For questions or comments regarding general conditions, or seeking advice on design construction for specific projects, contact the Planning Department.

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 Construction Systems (PCS) Colorado Council (2023)
 Project: Landmark Ordinance (2023)
 Date: 10/18/2023
 Unit: Feet US
 Map Revised: 10/18/2023





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City of Aurora, Colorado

2022 Building Height Overlay
 and View Preservation Map

February 22, 2022

*Aurora is
 Worth Discovering!*



Legend

- LONGS PEAK VIEW PRESERVATION
- MT EVANS VIEW PRESERVATION
- PIKES PEAK VIEW PRESERVATION
- HEIGHT RESTRICTIONS - SEE 146-885
- UNRESTRICTED HEIGHT - SEE 146-884
- AURORA
- UNINCORPORATED
- OTHER JURISDICTION