

NORWOOD PLANNING AND ZONING / BOARD OF ADJUSTMENTS

Monday, June 15, 2026

Regular Session 6:30 p.m.

NORWOOD COMMUNITY CENTER

1670 Naturita St, Norwood, CO 81423 - And - Via Zoom

MINUTES

<https://us02web.zoom.us/j/85001344971>

Meeting ID: 850 0134 4971

Passcode: 8142302

Call Regular Meeting To Order

This Planning and Zoning / Board of Adjustments Regular Meeting was called to order by Bronwen Spielman at 6:33 pm.

Board Attendance:

Mayor Pro-Tem – Shawn Fallon - Absent
Norwood Fire Chief – John Bockrath – Present, via Zoom
Member – Kerry Welch – Present
Member – Nancy Willis – Present
Member – Isabella James – Absent
Member – Jenny Wheeler – Present
Member – Mark Eckard – Absent
Member Brian DiPaola – Present, via Zoom
Member – Bronwen Spielman - Present

Staff Attendance:

Town Manager – Sara Owens – Present
Public Works Director – Randy Harris – Absent
Town Clerk – Cidney Ross – Present

Public Attendance:

None

Public Comment For Items Not On The Agenda

None

Consent Agenda

1. Minutes from May 18, 2026

Nancy Willis motioned to approve the Minutes from May 18, 2026 with the correction of Sara Owens's title change. Kerry Welch seconded the motion. All voted, motion carried.

Board Business Agenda

1. Discussion of Dark Sky Coalition Updated Rules

The board discussed the adoption of updated Dark Sky Coalition outdoor lighting standards and review the current land use code update analysis. The commission reviewed and approved recommendations to adopt new dark sky standards, including creating a standalone chapter in the land use code, adding a dark sky compliance checkbox to permit applications, and

designating a town staff liaison for dark sky compliance concerns. They agreed to implement a 45-day limit for holiday lighting rather than specific date ranges and decided to include best practices for using timers in the code.

2. Approval of Resolution No 0615 Series 2026: A RESOLUTION RECOMMENDING APPROVAL OF AMENDMENTS TO THE NORWOOD LAND USE CODE TO ADOPT THE UPDATED 2026 DARKSKY INTERNATIONAL OUTDOOR LIGHTING STANDARDS

Jenny Wheeler made a motion to approve the Resolution with the amendments to the Norwood Land Use Code to adopt 2026 Dark Sky updated outdoor lighting standards and with recommendation to the Board of Trustees to approve. Kerry Welch seconded the motion. All voted, motion carried.

3. Land Use Code Update: Current Conditions Analysis

The board reviewed land use code updates and current conditions analysis, with participants discussing the adoption of Proposition 123 and associated funding. Sara Owens clarified that the town had already adopted Proposition 123 in December, which made them eligible for a \$50,000 incentive fund to be used for the master plan, not for land use code amendments. The group confirmed that while Proposition 123 is currently in the land use code as an amendment, it will be further incorporated into the overhauled code during Phase 2.

The board discussed the need to fast-track modernization of the enforcement framework by establishing civil penalties and administrative citation authority, as current enforcement methods are inadequate and violations are occurring frequently. Town explained that while new legislation in August may provide better legal tools for code enforcement, including the ability to place liens on properties for violations, the current system lacks effectiveness in pursuing non-compliant cases beyond basic fines. The discussion concluded with questions about whether to request KLJ to address civil penalties as part of phase one due to the urgency of enforcement issues.

4. Discussion of Upcoming Agenda Items

The board requested to see the KLJ Land Use Code updated schedule as well as a update on the temporary Moratorium. Nancy Willis asked to discuss mixed-use zoning and conditional usage.

[Adjourn](#)

MOTION: Kerry Welch motioned to adjourn the Planning and Zoning Commission / Board of Adjustments Regular Meeting at 8:22 pm. Jenny Wheeler seconded the motion. All voted, meeting is adjourned.

☐ APPROVED

☐ APPROVED AS CORRECTED

DATE APPROVED:

Minutes Taken by: Cidney Ross, Town Clerk



Norwood Dark Sky Advocates

NorwoodDarkSky.org
norwooddarksky@gmail.com

*Maintaining the dark skies over Norwood
and the surrounding area for the enjoyment,
education and protection of all entities.*

Norwood was given the status of International Dark Sky Community in February of 2019 and was the 22nd Dark Sky Community in the world. The night skies here are some of the darkest on the planet and protecting them should be of the upmost importance. The code currently in use was the original document from Dark Sky International and in February of this year they released an updated version, the first and only update they have made thus far. Below you will find some key points on updates to this code as well as some action items. Please do not hesitate to reach out with any questions you may have.

Notable Changes

- Lighting Zone table and Examples chart
- Enforcement and Penalty section
- Definitions; a lot of the same information with some updates and name changes

Action Items

- Remove old standards from Chapter 5 of the Norwood LUC
- Add new standards as its own chapter to the new Norwood LUC
- Add a checkbox to the Zoning Development Permit Application under one of the "verify compliance" sections for "Dark Sky Lighting Requirement"
- Appoint a liaison for Dark Sky (NDSA can likely filter complaints and bring notable ones to the liaison)

Thank you for your time,
The Norwood Dark Sky Advocates Board of Directors:
Creighton Wood
Ellen Metrick
Hailey Bruinsma
Nathan Cook



DarkSky International

2026 U.S. Municipal Code for Outdoor Lighting

February 20, 2026 – Version 1.1

Introduction

This DarkSky International (DarkSky) template provides outdoor lighting requirements for any local government (e.g., county, municipality) seeking to enact responsible outdoor lighting code (i.e., ordinance, bylaw). The language and requirements herein are a proven approach to mitigate light pollution and other misuses of artificial light at night. Such misuses threaten visual performance and human safety at night, brighten the naturally dark sky, waste valuable energy resources, and may damage nocturnal ecosystems or cause adverse biological health disruptions. The requirements work together holistically to meet the Five Principles for Responsible Outdoor Lighting co-authored by DarkSky and the Illuminating Engineering Society.

Instructions for Use

Narrative written in *[Blue + Italicized font]* are instructions intended for the user, including why a topic is being addressed, and, when applicable, optional requirements or choices. The language within this template will assist advocates and municipal staff members draft appropriate language. Narrative in *[red brackets]* requires the insertion of an appropriate name, term, value, or date depending on local conditions.

Before completion, it is recommended to gather input from key stakeholders (e.g., law enforcement, staff, community, utilities) so all perspectives are considered. The intent is for options to be selected that best fit the passion, identity, and goals of the local community while still meeting DarkSky recommendations. Upon completion, unused options and user instructions should be deleted to keep the document concise.

DarkSky Recognized Program

A program is available for any jurisdiction seeking to have their outdoor lighting code recognized by DarkSky International. For questions regarding this program, contact the [DarkSky Lighting Program Manager](#).

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[MUNICIPALITY] OUTDOOR LIGHTING CODE

Note: Italicized and capitalized words and phrases are defined in section 4.0 Definitions.

1.0 PREFACE

1.1 Authority

On behalf of [municipality], this outdoor lighting code is enacted on [date] pursuant to, and in accordance with, the authority of the [city council].

1.2 Purpose

[Municipal code for outdoor lighting should first establish a purpose and intent for having one. This information is important for future decision makers who will be faced with new and unique variance requests. While preamble and background narratives are not usually accepted as code or bylaw, recitals are an effective way to incorporate background and intent. Recitals must be factual, not general, and kept to a minimum.]

- A.** Outdoor lighting requirements are intended to protect the health and welfare of all residents within the jurisdiction, enhance its [character and quality of life], prevent inappropriate and poorly installed outdoor lighting, reduce lighting conflicts between property owners, prevent the increase of potentially harmful sky glow, and preserve the naturally dark sky for the benefit of residents, visitors, wildlife, and the environment. The *Five Principles for Responsible Outdoor Lighting* will guide [municipality]'s outdoor lighting decisions because:

1. Whereas, outdoor uses of *artificial light at night (ALAN)* often include misdirected or bright sources of light that cause an unsafe reduction in human visual performance; and
2. Whereas, unnecessary, excessive, and misdirected *ALAN* contributes to *Light Pollution* and wastes energy resources that would, if corrected, generate tangible cost savings; and
3. Whereas, increased use of *ALAN* has contributed to an escalation of *Light Pollution*, thus increasing the brightness of the night sky by 10% annually and rendering the current night sky orders of magnitude (often hundreds of times) brighter than the natural sky background; and
4. Whereas, *Light Pollution* from *ALAN* is known to cause adverse effects on the health and well-being of birds, wildlife, nocturnal ecosystems, vegetation, and under certain circumstances, human health;
5. Now, therefore, let it be resolved that the [municipality], which has the authority to protect natural resources and maintain a healthy environment for present and future generations, chooses to enact this outdoor lighting code *[the following is optional and not required for DarkSky Recognition, but highly recommended:]* and hereby assign the following *Lighting Zones* to all property within the [municipal] boundaries:

[Insert table or map] *[See Appendix B for example formats.]*

[Assignment of Lighting Zones by the jurisdiction will enable appropriate and coordinated Light Levels based on land use tasks (not property values), avoid subjectivity, and establish a thoughtful hierarchy of lighting conditions across the jurisdiction. ANSI/IES RP-43-25, Appendix A, and Appendix B provide guidance on how to establish lighting zones.]

1.3 Applicability

- A. This outdoor lighting code shall apply to all sources of outdoor lighting being installed, altered, or replaced within [municipality]. This includes, but is not limited to, newly permitted development, remodels, and construction projects involving homes, dwellings, roadways, public right-of-way, [signage, billboards] buildings, facilities, properties, landscape features, parking lots, hardscape, non-habitable structures, and monuments.
- B. Existing outdoor lighting lawfully installed prior to enactment and not meeting the requirements of this code shall be considered legal and repairable but non-conforming. All non-conforming *Luminaires* may continue to be used and maintained until one of the following occurs:
 - 1. A determination by the [code official] that an outdoor light source constitutes a nuisance or hazard to public safety.
 - 2. When a property is re-zoned for new land use, at which time all outdoor lighting on the property shall meet the requirements of this code before the new use commences.

1.4 Exemptions

- A. **Lawful:** Lighting requirements mandated by a legal jurisdiction with broader authority (e.g., federal, state, or territorial) than the [municipality], including but not limited to:
 - 1. Navigational lighting systems regulated by the Federal Aviation Administration and the US Coast Guard.
 - 2. Any conflicting building code or Department of Transportation illumination requirements.
 - 3. Lighting for worker safety as mandated by the Occupational Safety and Health Administration.
- B. **Safety:** Lighting installed for the benefit of public safety, including but not limited to:
 - 1. A judgement by the [code official] that extenuating circumstances justify an exemption or exception for security lighting.
 - 2. Temporary lighting required by authorized first responders during emergency procedures.
- C. **Temporary Lighting:** Temporary lighting approved by permit for special events, festivals, and/or community benefit, provided the permitted lighting still meets Sections 2.1(A) legality, 2.1(C)(2) light trespass, and Section 2.1(D) control requirements.
 - 1. Temporary permits shall not operate longer than [14] consecutive days.
- D. *[Option without penalty to DarkSky Recognition status:]* **Seasonal:** *Seasonal Lighting* used from [date] to [date]. *[While some municipalities will choose to make this exempt, it may be better to prescribe seasonal lighting requirements to guide the desired outcome. See Section 2.4.]*
P&Z recommend 45 days with timers suggested

1.5 Prohibitions

- A. **ALAN** must not interfere with the safe movement of motor vehicles. Any lighting that distracts or disables the vision of a motor vehicle operator (e.g., excessively bright or rapid blinking, flashing, and/or motion video) or contributes to traffic control confusion (e.g., sources resembling or imitating traffic or railroad signals) is prohibited.
- B. Beacons and searchlights are prohibited, except for emergency use by authorized first responders.

2.0 REQUIREMENTS

2.1 General

- A. Legality:** All outdoor *Luminaires* and *Luminaire* installations shall comply with federal and state law; county and municipal codes; applicable energy and building codes; product safety labeling; and shall be subject to the appropriate permit and inspection requirements thereof.
- B. Light Level:** *[As stated in the five principles for responsible outdoor lighting, installed lighting at night must have a purpose. For example, if roadway lighting is necessary and installed, it should be evaluated against roadway lighting standards. For that reason, we are explicitly identifying any lighting installed for “an” outdoor use, so that it is not evaluated against adjacent criteria.] Unless otherwise specified, lighting installed for an outdoor use shall not exceed 50% more than the *Light Level* allowed by the applicable ANSI/IES, or other nationally recognized, *Lighting Standard* as published by [date].*
1. Exception: Non-Residential lighting when no *Luminaire* installed on the property exceeds a total output greater than 3,000 *Lumens*.
- C. Distribution**
1. **Uplight and Very High Angle:** Unless otherwise specified, *Luminaires* emitting more than 1,000 *Lumens* shall be *Zero Uplight* and either emit no more than 5% of their total *Lumen* output above 80 degrees from *Nadir* or achieve a maximum *G2* rating. Exceptions are:
 - a) *Luminaires* that are part of a historical registration site or approved by the municipality for commercial, central business, and entertainment corridors emitting fewer than 500 lumens above 90-degrees from *Nadir*.
 - b) Festoon string lighting where no individual lamp emits more than 50 lumens, and the lumen density of the string is no greater than 25 lumens per foot. *[This will restrict some medium-base line-voltage products that are not recommended unless they are shielded.]*
 - c) *Luminaires* used for façade illumination which are shielded and aimed, such that their direct light emission is contained to the architectural target.
 2. **Trespass:** Unless otherwise specified, *Light Trespass* shall meet the following:
 - a) *Luminaire* lamp sources shall not be visible from federal or state wilderness, natural area, or other areas designated for environmental protection; and therefore, *Light Trespass* shall not exceed one-tenth (0.1) *Lux*.
 - b) *Light Trespass* onto Waters of the United States shall not exceed one (1) *Lux*.
 - c) *Light Trespass* onto Residential property shall not exceed three (3) *Lux* when measured 5 meters (15ft) inside the property/easement line or at the dwelling façade, whichever distance is closest to the property/easement line.
 - d) *Light Trespass* onto public right-of-way shall not exceed five (5) *Lux*.
- D. Controls:** Unless otherwise specified, lighting installed for outdoor uses shall meet the following requirements during *Nighttime Curfew*:
1. When applicable, outdoor lighting shall dim or be extinguished as prescribed by the adopted energy code.

2. *Non-essential* outdoor lighting, including but not limited to landscape features and decorative lighting elements, shall be extinguished or dimmed by at least 50 percent.
3. *Luminaires* activated by motion detection shall automatically return to their prior state no greater than [5] minutes after activity is no longer detected.

E. Spectrum: Unless otherwise specified, the maximum allowable correlated color temperature (CCT) for outdoor *Luminaires* is 3000 K. *[Because blue light is more apt to scatter locally in the atmosphere, it is prone to being redirected back toward earth as a physical manifestation of sky glow. This veil of sky glow reduces the visibility of stars within the natural nighttime sky, and the increased illumination may disrupt biological and ecological health. A CCT of 3000 K is the highest recommended baseline criterion. Some communities may choose, or be accustomed to, 2400 K.]* Exceptions are:

1. Public safety needs supported by cited documentation.
2. Non-white light sources are allowed for decorative illumination of building facades, landscape features, and entertainment effect. *[Saturated color in the outdoor environment should have limited use.]*

2.2 Residential

A. The following requirements are supplemental to the General Outdoor Lighting Requirements (**Section 2.1**) and shall further regulate outdoor lighting on *Residential* properties that do not exceed a density of 36 dwellings per acre.

1. No *Luminaire* shall exceed 1,000 lumens of total output.
2. Adjustable flood light *Luminaires* mounted to roofed structures shall be controlled (i.e., turned on and off) by motion detection.
3. *[Because residential lighting is a major contributor to skyward light pollution, it is very important to require one of the following methods to limit lumen usage while maintaining a safe and equitable use of light. Depending on the municipal tolerance for complexity, select one of the following options which range from a basic default value without lighting zone assignments to more refined allowances based on common residential applications, tasks, and diminishing allowances for larger lots.]*

☐ The installed lumen allowance shall not exceed 11,800 lumens per acre of lot area.

☐ The installed lumen allowance shall follow the values shown in **Table 2.2**. For multi-family development, lot size shall be calculated for each dwelling unit by dividing the total lot size by the number of dwelling units on the lot:

P&Z recommend removing #3 and keep lighting examples for reference.

TABLE 2.2: RESIDENTIAL LUMEN ALLOWANCE PER DWELLING UNIT (If lighting zones are not assigned, use Lz1)					
Dwelling Unit Lot Size			Lz0	Lz1	Lz2
(acre)	(sq feet)	(sq meters)			
1.33+	58,000	5400	5,100	12,750	25,500
1.00	43,500	4040	4,700	11,800	23,600
0.75	32,500	3020	4,250	10,600	21,200
0.50	21,750	2020	3,500	8,700	17,400
0.33	14,375	1325	2,750	6,800	13,600
0.25	10,800	1000	2,250	5,600	11,200
0.20	8,700	800	1,900	4,750	9,500
0.13	5,400	500	1,325	3,300	6,600
0.05	2,175	200	610	1,525	3,050
0.03	1,200	110	360	890	1,780

Examples:

- Single Family: A Lz1 dwelling located on a lot of 9,000 sf will use the be allowed 4,750 lumens based on the lot threshold that has been met (8,700 sf).
- Multi-Family: 32 townhome units on a 3.2-acre development will equal 4,356 sf (i.e., 0.10 acres) per dwelling. Therefore, each dwelling is allowed 1,525 lumens when located in Lz1.
- Multi-Family: 70 apartment units on a 2-acre development equals 0.02 acres per dwelling. Therefore, the dwelling density is too high, and lumen limits are not applicable. Therefore **Section 2.1(B)** must be used.

□ *[This formula is the most exact method for calculating residential lumen limits. This method is also the background math behind the allowances listed in Table 2.2.]* The installed lumen allowance may be calculated using the following formula:

$$\text{Residential Lumen } AL_{\max} \cdot (1 - e^{-kAp})$$

$L_{\max}$ = lumen density value based on *Lighting Zone*: 5,600 (Lz0); 14,000 (Lz1 default); 28,000 (Lz2)

e = Euler's natural logarithm (approx., 2.71828)

A = square footage being allocated for a dwelling unit after the total lot size (sf) is divided by the number of dwelling units on that lot.

$p = 0.93$ (the reducing rate of lumen rise as lot size increases)

$k = 0.00009$ (the magnitude of allowable lumens relative to lot size)

- B. Sport and recreational lighting on *Residential* property are exempt from the requirements of **Section 2.2(A)** provided it meets the requirements of **Section 2.3(A)(1)**.

2.3 Sports Lighting

- A. The following requirements are supplementary to the General Outdoor Lighting Requirements (**Section 2.1** and its subsections) and shall further regulate outdoor sport and recreational lighting.
1. **Residential Use:** *[Allowing Residential sport court lighting at night is a choice. Many benchmark communities do not allow the illumination of sport courts when located on Residential property to avoid neighborhood complaints.]*
 - a) Unless otherwise approved by permit, lighting installed for *Residential* sport and recreational courts shall not exceed 300 *Lux* illuminance average, or 10% more than the *Light Level* recommended by ANSI/IES RP-6 Class 4 "Class of Play" as published by [date].
 - b) Lighting for sport and recreational play on *Residential* property shall be extinguished during *Nighttime Curfew*.

2. **Park, Amateur, Collegiate, Professional, and Outdoor Entertainment Facility:** *[The following requirements are a subset of the DarkSky Approved Outdoor Sports Lighting Facilities program. These criteria have been proven to create safe playing fields while also mitigating problematic light pollution. DarkSky Approved Sports Lighting Facilities would meet these requirements.]*
- a) Eighty-five percent (85%) of the lumens generated by sports lighting luminaires shall be confined to within 10 meters (33 feet) or a distance equal to one pole height, whichever is greater, beyond the playing field, spectator track or bleacher area, whichever is greater.
 - b) Lighting installations for aerial sports are allowed a maximum of 8% of the total lumen output to be emitted above 80 degrees from *Nadir*.
 - c) The maximum *Light Level* shall not exceed 10% more than the *Light Level* recommended for the “Class of Play” by the referable *Lighting Standard*.
 - d) The maximum *CCT* for outdoor sports lighting should be the lowest possible for the sport, class of play, and viewing audience as defined by the relevant *Lighting Standard*, while never exceeding 5700 K.
 - e) The maximum luminous intensity from any *Luminaire* lighting a sports field shall not exceed 10,000 *candelas* (cd) as calculated using computer software or measured along a perimeter that is 46 meters (150 feet) from the edge of the field, at 1.5 meters (5 feet) above grade. *[This requirement is considered the minimum guideline for glare reduction because sports lighting can be 85% contained, meet light trespass illuminance requirements, and still produce obtrusive brightness in the surrounding properties that cause an individual to uncomfortably squint or turn away. There are many LED products with shielding and optical control that can meet this requirement. The design process and installation crews can validate this measurement on behalf of the municipality. When post-installation measurement is difficult, third party sources can take these measurements.]*

2.4 [Additional Specialty Lighting Requirements Available:]

[Supplemental outdoor lighting requirements are available for specialized uses and applications. These requirements can be found at <https://darksky.org> and are intended for insertion into the outdoor lighting code starting with section 2.4. The specialized uses and applications that are available include:]

- A. *[Seasonal Lighting]*
- B. *[Illuminated Signage]*
- C. *[Coastal Marine Turtle Habitat]*

3.0 COMPLIANCE PROCESS

3.1 Application

- A. **Submittal:** Whenever a building, subdivision, site plan, or outdoor building/lighting permit is applied for, an outdoor lighting plan must be submitted along with a compliance statement that the proposed work will comply with all code requirements. The outdoor lighting plan must utilize one of the following:

1. **Schedule Method:** Only available for renovation and *Residential* lighting; projects to be documented using a spreadsheet format by listing the *Luminaire* identifications (i.e., manufacturer, model number, type), *Luminaire* quantities, installation locations, and *Lumen* outputs for each; or
 2. **Calculation Method:** Available for all project types, required for sports lighting (e.g., park, collegiate, professional), and when specifically requested by the [planning commission]; an outdoor lighting design shall be prepared using lighting design software and approved by a licensed Professional Engineer or Architect. *[Note: In Europe and the UK, lighting designers are not required to get lighting design plans approved by another entity]* This outdoor lighting plan shall include:
 - a) *Luminaire* identification (model number), installation locations, mounting heights, targeted directions, buildings, and other physical objects within the site that could affect the lighting outcome.
 - b) Site plan and *Light Level* calculation plots demonstrating conformance with this code, including the sports lighting luminous-intensity and *Light Trespass* limits.
- B. Review:** Submitted spreadsheets, site lighting plans, and compliance affidavits shall be subject to review and approval by the [administrator], or designee. The [administrator] shall have the authority to refer an application to the [planning and zoning commission] or the [historic commission] if deemed appropriate.
- C. Appeals:** Any appeals related to decisions regarding outdoor lighting shall be made to the [administrator], or designee.

3.2 Enforcement and Penalty

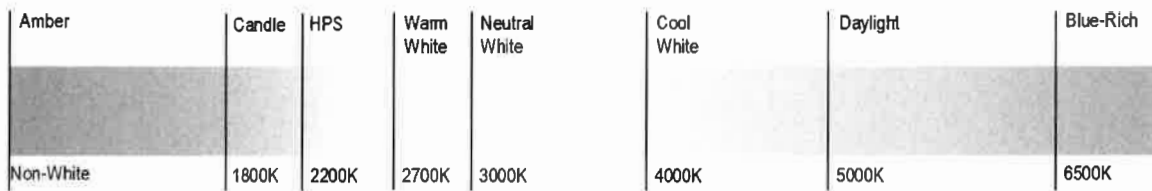
[Each municipality will have its own code and/or regulations from which to cite specific references on enforcement and penalties. This section should be tailored to cite those specific sections as applicable to ensure enforcement and that penalties can be administered.]

- A. Enforcement:** Unless otherwise noted, the [administrator], or designee, shall be responsible to implement, administer, and enforce this code, including investigations of alleged violation. A private right of action may also constitute enforcement of the requirements within this code.
1. The [administrator] charged with enforcing this code shall have the authority to grant partial waiver of specific requirements for up to one year if a property owner demonstrates that compliance creates unreasonable hardship, as balanced against the potential impacts of non-compliance, or results in conditions that are materially detrimental to health, safety or welfare.
- B. Penalty:** Any property owner (e.g., person, business, corporation) that does not meet the requirements of this code shall be in violation and issued a notice of administrative citation as provided by the jurisdiction code. Any property owner found to have violated any portion of this code shall correct the violations within [ninety (90)] days of the citation date. Each day a violation continues beyond the deadline without having been corrected shall be a separate offense. *[For municipalities without standard citation penalties or injunctive relief, a monetary fine is recommended for each citation.]*

3.0 DEFINITIONS

3.1 The following definitions apply to terms used within this code:

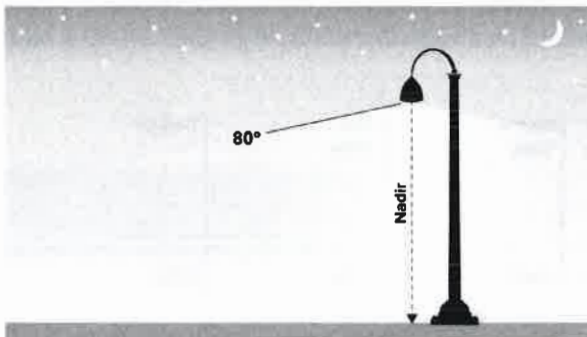
- A. ANSI/IES:** The Illuminating Engineering Society (IES) is an American National Standards Institute (ANSI)-recognized Standards Development Organization. ANSI/IES Recommended Practices are universally recognized as authoritative references for lighting applications.
- B. ALAN (artificial light at night):** Light that is created from human technology, rather than a naturally occurring process. Also known as anthropogenic lighting.
- C. Candela (cd):** The unit of measure for luminous intensity.
- D. CCT (correlated color temperature):** The measured color appearance of white light using units of kelvin (K). Lower CCTs (1800 K to 2200 K) appear very warm or amber. Medium CCTs (2700 K to 3000 K) appear warm white, similar to standard incandescent bulbs. High CCTs (4000 K and higher) appear cool white or daylight blue.



- E. DarkSky Approved Outdoor Sports Lighting:** A standalone program put forth by DarkSky International to guide and/or certify sports lighting that meets stringent glare and *Light Trespass* requirements.
- F. Five Principles for Responsible Outdoor Lighting:** Co-authored and published by DarkSky International and the Illuminating Engineering Society: 1) Use light only if needed; 2) distribute light only where it is needed; 3) use light that is no brighter than needed; 4) control light so it is on only when needed; and 5) use warmer color light when possible.
- G. G2 Rating:** A *Luminaire* fabricated or shielded in such a manner that its light emission profile has achieved a G2 rating using the ANSI/IES TM-15-20 standard.
- H. Light Level:** The measured luminous flux (illuminance) onto a surface or the intensity of light emitted from a surface (luminance) in a given direction. Typically measured and compared to values recommended by the appropriate *Lighting Standard*.
- I. Light Pollution:** Excessive or unnecessary *ALAN* traveling into areas where it is not needed or wanted. This can be in the form of *Light Trespass*, glare, or sky glow.
- J. Light Trespass:** Unwanted *ALAN* entering property without permission. Illumination limits are measured vertically 1.5 meters (5ft) above grade with the meter aimed toward the light source in question. Unless otherwise specified, limits are measured at any location along a property line.
- K. Lighting Standard:** A published lighting standard, including date or version number, which can be referenced for outdoor lighting applications. Examples include:
 - 1. ANSI/IES RP-2: outdoor retail spaces
 - 2. ANSI/IES RP-6: outdoor sports and recreational areas
 - 3. ANSI/IES RP-7: outdoor industrial areas
 - 4. ANSI/IES RP-8: roadway and parking facilities
 - 5. ANSI/IES RP-40: port terminals

6. ANSI/IES RP-43: outdoor pedestrian applications

- L. **Lighting Zone:** Co-authored by IES and DarkSky, lighting zones describe the luminous environment and related lighting conditions based on land uses and expected tasks. These range from natural and intrinsically dark zones to very bright zones. Definitions and descriptions of lighting zones can be found in ANSI/IES RP-43-25 and Appendix A.
- M. **Lumen (lm):** A unit of measure for the luminous flux of a light source.
- N. **Luminaire:** A complete lighting unit, including the light source, housing, optics, electronics, and other necessary components for the purpose of providing outdoor illumination.
- O. **Lux (lx):** The SI metric system unit of measure for illuminance.
- P. **Nadir:** A downward vertical vector directly beneath a luminaire, opposite to zenith.



- Q. **Nighttime Curfew:** The time between [10] PM and sunrise, or 6 AM (whichever comes earlier). For businesses and events with operating hours later than [10] PM, curfew hours will begin one hour after closing.
- R. **Non-essential:** Lighting that is not directly associated with security, motor vehicle safety, and pedestrian threats, including but not limited to: landscape feature lighting, illuminated signage or advertising after business hours, façade lighting, vacant sports fields, and seasonal lighting.
- S. **Residential:** Municipal zoning districts dedicated to places of low-rise (i.e., 3 stories or less) human residence and dwelling. Examples include single family, duplex, multi-family, condominium, townhome, and mobile home. This does not include vertically mixed-use districts.
- T. **Seasonal Lighting:** Outdoor or site lighting that is portable, temporary, decorative, and used in connection with holidays and traditions. This includes but is not limited to string lighting, icicle lighting, and lighted inflatables, none of which are intended for general illumination.
- U. **Shielding:** A *Luminaire* design, optical intervention, or physical accessory (such as a louver) preventing light emission from traveling into a particular area, angle, or region.
- V. **Zero Uplight:** An installed *Luminaire* that does not have visible light source emission at or above a horizontal plane passing through the lowest light-emitting part of the *Luminaire*; or a U0 BUG rating; or a 0% upward light ratio (ULR).

APPENDIX A – LIGHTING ZONE SUMMARY

Illuminance recommendations within ANSI/IES standards may be based on different luminous environments as expected and/or predicted by different land uses and their associated tasks. These luminous environments, defined as lighting zones, are described within ANSI/IES RP43-25. The following table is an abbreviated list of lighting zone descriptions and provided as a condensed summary.



ANSI/IES RP43-25 Table B-1

Scotopic	NLz	NATURAL CONDITIONS w/ NO ANTHROPOGENIC LIGHT: Applies to areas where the natural environment is adversely affected by anthropogenic lighting at night. Land Use Examples: Any area where the protection of the natural nighttime environment is critical. This includes wilderness, backcountry, natural parks, preserves, protected wildlife areas, and sizable areas surrounding observatories.
	Lz0	PROTECTED AREA w/ VERY LOW ANTHROPOGENIC LIGHT: Characterized by predominantly dark areas where there is a limited built environment for human use. Responsible lighting decisions in these areas should protect the natural environment to the greatest extent possible. Land Use Examples: Conventional outdoor agricultural and residential uses in rural areas. Frontcountry areas adjacent to NLz. Municipal parks with low pedestrian activity. Natural area amenities within or adjacent to NLz, including visitor centers, lodges, employee housing, and park operation facilities.
Mesopic	Lz1	DEVELOPED AREA w/ LOW ANTHROPOGENIC LIGHT: Applies to areas of human habitat and other developed areas where too much anthropogenic light could affect the quiet, dark character of the area. Minimal illuminated signage is used or expected. Land Use Examples: Single and low-rise multi-family residential uses. Rural town centers and low pedestrian volume institutional (e.g., church, campus, public use), commercial. Light industrial, including controlled agriculture with greenhouses illuminated at night. County and municipal parks with low and moderate pedestrian activity.
	Lz2	DEVELOPED AREA w/ MODERATE ANTHROPOGENIC LIGHT: Applies to municipal areas intended for commerce, recreation, and moderate nighttime activity where light may be needed for increased mobility and convenience. Lighting informs users and helps navigation tasks with moderate signage. Land Use Examples: Residential uses with moderate or high pedestrian volume. Moderate pedestrian volume commercial corridors and suburban town centers. Moderate pedestrian volume institutional (e.g., campus, hospitals, public use) and parks. Moderate industrial uses. Areas may be adjacent or within Lz3 areas.
Low-Photopic	Lz3	DEVELOPED AREA w/ HIGH ANTHROPOGENIC LIGHT: Applies to larger volume city centers, commercial, and entertainment corridors where signage competes to attract users. Anthropogenic lighting is continuous for convenience, safety, and to support nighttime activity. Land Use Examples: Commercial corridors, central business districts, entertainment/hospitality districts, and sports arenas in urban areas with high pedestrian volume. Heavy industrial and transportation facilities with nighttime operations.
	Lz4	LIMITED USE AREA w/ VERY HIGH ANTHROPOGENIC LIGHT: The highest risk for adverse ecological effects. Applies to rarely used tourism areas recognized and accepted for their use of lighting at night for attraction and entertainment. Typically contained within a larger Lz3 area. Land Use Examples: Specially designated urban entertainment, hospitality, and retail areas designated by planning authorities. There is significant competition amongst illuminated signage and a very high volume of pedestrian and vehicular traffic at night.

Purpose: Lighting zone classifications are designed to help protect the natural environment from unintended consequences of excessive or misapplied light at night. Used as a municipal design and planning tool, lighting zones have become the foundation for countless illuminance recommendations and many auxiliary design and energy standards. Adoption of lighting zones can help balance environmental and community goals by recommending appropriate illuminance levels for the expected tasks.

Instructions: Using the available descriptions and land use examples, users should assign the lowest and most aspirational lighting zone possible to public and private properties within the municipality. This effort will direct lighting designers and specifiers toward safe and responsible illuminance criteria set forth by ANSI/IES.

APPENDIX B – LIGHTING ZONE DESIGNATION EXAMPLES

Table Format Example

Zone District	Residential						Mixed-Use				Non-Residential							
Lighting Zones	R - A	R - 1	R - T	R - M C	R - M L	R - M H	M X - T	M X - L	M X - M	M X - H	N R - C	N R - B P	N R - L M	N R - G M	NR-PO			
															A	B	C	D
NLz																X ¹	X ¹	
Lz0	X ³	X ³	X ³	X ³	X ³		X ³								X ²	X ²	X ²	X ²
Lz1	X	X	X	X	X	X ⁴	X	X ⁴	X ⁴	X ⁴	X	X	X	X	X			X
Lz2						X		X	X	X	X ⁵			X ⁵	X ⁶			
Lz3									X ⁵	X ⁵					X ⁷			

Notes:

[1] NLz is required in NR-PO zones for open space where no anthropogenic light is allowed.

[2] Lz0 is required in NR-PO zones for open space where artificial light is needed during nighttime hours.

[3] A lower lighting zone is required on subject properties with sensitive lands.

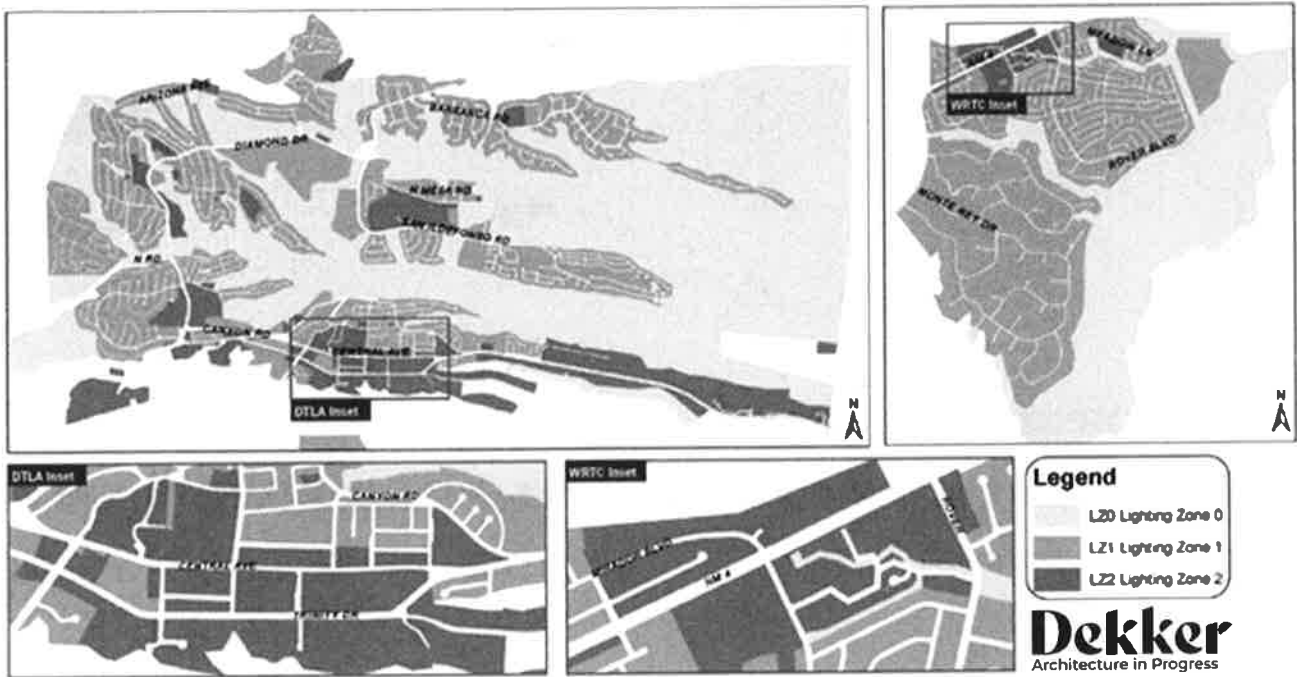
[4] A lower lighting zone is required on subject properties adjacent to low-density uses.

[5] A higher lighting zone is allowed unless the subject property is adjacent to any residential zone district.

[6] Lz2 is allowed in parks with high pedestrian activity and many amenities.

[7] Lz3 is allowed in parks containing nighttime stadiums or entertainment activities.

Map Format Example



DarkSky International Policy

2026 Municipal Lighting Code - Illuminated Signage Supplement

January 27, 2026 – Version 1.1

1.1 Illuminated Signage

[Illuminated signage at night is a choice. When municipalities allow illuminated signage, the municipality must have a baseline municipal sign code that includes a permit process to address: applicability, prohibited areas, design criteria, construction methods, clearances, installation locations, and quantity and/or density. Of note, the baseline sign requirements may prohibit certain types of signage. For example, four states in the U.S. prohibit all off-premise signage (e.g., advertising billboards) and many cities ban new billboards (either static or digital) or include restrictions such as amortization, cap-and-replace models, and digital exchange ratios greater than 6:1.]

A. The following requirements are supplementary to the General Outdoor Lighting Requirements (**Section 2.1** and its subsections) to further regulate outdoor illuminated signage.

1. On-premise signage larger than 20 square feet may only be illuminated while the associated business or activity is taking place, and must otherwise extinguish during *Nighttime Curfew*.
2. Please choose one of the following paths for municipal requirements:]

☒ **Illumination for off-premise signage (e.g., advertising billboard) is prohibited.**

- ☐ Illuminated off-premise signage (e.g., advertising billboard) is prohibited from having line-of-sight to *Residential Use* zone districts and school campuses.

Unless otherwise specified in this ordinance, illuminated off-premise signage is prohibited from operating during *Nighttime Curfew*.

3. The maximum luminous / illuminated surface area of an individual sign must not exceed 27.9 square meters (300 square feet).
4. Static signage may be illuminated externally, internally, or backlit, provided the light source itself is not directly visible from the public right-of-way or adjacent property.

5. External illumination of static signage shall be mounted above the sign and directed downward.
6. The highest light level of any illuminated sign (as measured with an all-white display for electronic signs) shall not exceed 3 lux more than the ambient lighting conditions (defined here as not including non-essential, decorative, or other sign sources of light) as measured within 15 degrees of perpendicular (both horizontal and vertical) from the distances in **Table 2.5**. Illuminated signs that cannot be measured using an illuminance meter shall not exceed a luminance of 100 nits (100 candelas per square meter, cd/m^2).

TABLE 2.5: ILLUMINATED SIGN MEASUREMENT DISTANCE			
Area of Sign (sq. ft.) ^[1]	Measurement Distance (ft.)	Area of Sign (sq. ft.) ^[1]	Measurement Distance (ft.)
10	32	65	81
15	39	70	84
20	45	75	87
25	50	80	89
30	55	85	92
35	59	90	95
40	63	95	97
45	67	100	100
50	71	150	125
55	74	200	150
60	77	300	175

[1] For signs with an area other than those specifically listed in this table, the measurement distance may be calculated with the following formula: Measurement Distance (ft) = square root of [Area of Sign (sq. ft.) x 100]

B. Additional requirements for electronic signage are as follows:

1. Electronic signs shall have automatic dimming controls to properly adjust the sign luminance according to ambient conditions, including nighttime. Should an electronic problem prevent normal function, the sign shall default to night-mode or remain unlit.
2. Excluding trademark logos, electronic messages shall be positive-contrast (i.e., light-colored fonts and features on a dark background) and shall contain no more than 35% white area within the displayed image. *[Positive-contrast (light-on-dark) messages are more legible, and legible at greater distances (as much as one-third greater), than negative contrast (dark-on-light) messages. In addition, the increased light emitted by negative-contrast messages may overwhelm the darker features.]*
3. Unless otherwise allowed by law or specified within this code, electronic messages shall not change more often than every 8 seconds. Video and motion effects are prohibited. *[As designed, off-premise signage attracts driver attention (sometimes involuntarily as the eye detects brightness) with video and motion attracting longer and more frequent glances.]*



DarkSky International Policy

2026 Municipal Lighting Code – Seasonal Lighting Supplement

January 27, 2026 – Version 1.1

1.1 Seasonal

The following requirements are supplementary to the General Outdoor Lighting Requirements (**Section 2.1** and its subsections) and shall further regulate *Seasonal Lighting*, provided it meets all of the following:

- A. Temporary *Seasonal* lighting is allowed from [November 15] to [February 1].
- B. *Seasonal Lighting* shall not interfere with the safe movement of motor vehicles or create dangerous glare conditions on adjacent roadways or properties.
- C. *Seasonal* lighting shall be maintained and not constitute a dangerous situation or fire hazard.
- D. *Seasonal* lighting shall be extinguished during *Nighttime Curfew*.



Land Use Code Update

Planning & Zoning Commission Workshop

Phase I Amendments – Policy Direction

Prepared for:

Town of Norwood Planning & Zoning Commission

Norwood, Colorado – San Miguel County

Prepared by:

KLJ Engineering

July 2026

For Staff and Board Review



Land Use Code: *Phase 1 Update*

Phase 1 focuses on targeted updates to address the most immediate and time-sensitive issues in the current LUC. A key priority of this phase is adopting the amendments needed to lift the existing moratorium on certain types of development by clarifying standards, fixing internal conflicts, and closing major gaps in the code. These updates are necessary to allow development to move forward in a clear, predictable way.

Phase 1 also includes establishing a compliant Proposition 123 expedited review process for eligible affordable housing, creating a clear and tiered application framework, and addressing the most significant integration issues within the existing code. Together, these changes are intended to stabilize the code, restore confidence in the review process, and set the stage for a full rewrite.

KLJ has drafted the Phase 1 amendments and is requesting Planning & Zoning Commission guidance on several policy issues that will inform the final document. This discussion is intended to focus on policy choices and desired outcomes, not the review of specific code language. Staff will use the Commission's feedback to finalize the complete draft.

For each topic presented, staff will identify the issue under consideration, explain why direction is needed, outline the options considered, and summarize key considerations associated with each approach. Staff will then request Commission guidance to inform preparation of the next draft.

While Commission members are encouraged to note any comments related to technical edits, formatting preferences, individual wording changes, or topics not identified herein, the primary objective of this discussion is to obtain policy direction on the issues presented. Additional comments may be provided to the Town Manager following the meeting for KLJ's review and consideration during preparation of the final draft, as appropriate.

The desired outcome of this discussion is clear policy direction on the identified issues so staff can proceed with refining and completing Phase 1 of the Land Use Code update for future public review and consideration.



Discussion Topics

Topic 1: General Waiver Authority

Issue

The current general waiver provision grants the Board of Trustees broad authority to waive requirements of the Land Use Code (LUC) when strict compliance would create practical difficulties or unnecessary hardship. While this flexibility can be beneficial in unique circumstances, the broad nature of the provision can create uncertainty regarding when waivers may be granted and blur the distinction between legislative policy decisions, administrative flexibility, and variance relief.

Option A: *Strike the provision and require all development to comply with applicable Land Use Code standards unless relief is available through another established process.*

- Increase predictability in development review
 - Applicants, property owners, and the public would have greater certainty regarding applicable development requirements and expected outcomes.
- Reduces processing time and administrative complexity
 - Eliminating the waiver process removes the need for separate public hearings and requests for relief prior to or concurrent with development applications.
- Requires compliance with adopted Land Use Code standards
 - Development proposals would be required to meet the standards established by the Code rather than seeking relief through a discretionary waiver process.
- Clarifies the distinction between a variance and a waiver.
 - Variances are intended to address property-specific hardships under defined criteria. Removing the waiver provision eliminates overlap between the two forms of relief.

Considerations

- No mechanism would exist to provide flexibility when unique circumstances arise that are not adequately addressed elsewhere in the Code.
- Any desired exceptions would require compliance with existing relief procedures or future amendments to the Land Use Code.

Option B: *Retain the provision while establishing clearer criteria, findings, and limitations governing its use*

- Retains flexibility in unique circumstances
 - The Town would continue to have the ability to address situations where strict application of the Code may not achieve the intended outcome.
- Provides limited predictability
 - While additional criteria may improve transparency and limit subjectivity, a general waiver provision remains inherently discretionary. Because relief may be granted across a broad range of Code provisions, applicants and the public may have less certainty regarding development outcomes.

Considerations

- Even with additional criteria, a broad waiver provision remains inherently discretionary and may produce less predictable outcomes than objective standards.

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- Interpretation of waiver criteria may vary over time, potentially resulting in inconsistent application.

Option C: *Replace the General Waiver Provision with Targeted Administrative Deviations*

- Creates greater clarity and predictability
 - Applicants would know in advance when deviations may be granted and the specific criteria that must be satisfied.
- Allows flexibility while maintaining objective standards
 - Limited deviations could be permitted for clearly defined circumstances, such as unusual lot configurations or site constraints.
- Improves review efficiency
 - Objective deviations could be approved administratively, reducing the need for public hearings and streamlining project review.
- Promotes consistency across applications
 - All applicants would be evaluated against the same established criteria, reducing subjective decision-making.

Considerations

- Detailed code drafting would be required to identify areas where flexibility may be appropriate and establish corresponding criteria.
- Circumstances not anticipated during code development may require future amendments to create additional flexibility.

Topic 2: Accessory Dwelling Unit (ADU), Dwelling Type Applicability & Number Allowed

Issue

ADUs are proposed as a replacement for alley houses, reflecting current planning terminology and housing trends. The current code allows one alley house in conjunction with a single-family dwelling or double-wide manufactured/mobile home. Staff is seeking direction regarding both the range of dwelling types eligible to establish an ADU and the number of ADUs that should be permitted on a single property.

Communities throughout Colorado have increasingly expanded ADU eligibility to include additional residential building types and, in some cases, allow both an attached and a detached ADU on a single lot. These approaches can increase housing diversity and flexibility but may also increase the intensity of residential development.

Option A: *Maintain the existing limitations: permitted only with single-family dwellings (including double-wide manufactured/mobile homes); one ADU per property*

- Maintains the Town's existing development pattern
 - ADUs would remain limited to lot configurations currently permitted under the Land Use Code, minimizing changes to neighborhood character and development expectations.
- Maintains a lower overall intensity of residential development
 - Limiting ADUs to single-family dwellings restricts the number of dwelling units that may be located on properties that already contain multiple principal dwelling units.
- Reduces potential impacts on infrastructure and services

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- Limiting where ADUs may be established may lessen concerns related to parking demand, traffic generation, utility capacity, and other neighborhood impacts.
- Provides continuity with existing regulations
 - Property owners, residents, and decision-makers are already familiar with the current framework, reducing the need for additional regulatory changes or administration.

Considerations

- Limiting ADUs to single-family dwellings reduces opportunities to introduce additional housing types within established neighborhoods.
- Owners of duplexes and paired single-family dwellings would be unable to establish ADUs, even where adequate lot size, access, and infrastructure may exist.
- Compared to communities that allow ADUs with a broader range of residential uses, the Town may have fewer opportunities to increase housing supply through small-scale infill development.

Option B: *Expand eligible dwelling types but maintain one ADU per property*

- Expands housing opportunities while maintaining a moderate level of development intensity
 - Additional property owners would be able to establish ADUs, increasing housing opportunities without increasing the number of ADUs permitted on an individual property.
- Provides greater flexibility for property owners
 - Owners of duplexes and paired dwellings would have the same housing tool currently available to single-family homeowners.
- Supports incremental housing growth
 - Additional housing units can be created within established neighborhoods without requiring subdivision, rezoning, or large-scale redevelopment.
- Promotes efficient use of existing infrastructure
 - Housing growth could occur in areas already served by streets, utilities, and public services.
- Creates a gradual expansion of ADU regulations
 - This approach broadens eligibility while retaining the Town's existing limitation of one ADU per property, allowing the Town to evaluate impacts before considering additional expansion.

Considerations

- Additional dwelling units may increase the intensity of development on properties that already contain multiple principal dwelling units (duplexes or two-family paired dwellings).
- Residents may express concerns regarding parking demand, traffic generation, privacy, or neighborhood.
- Additional development standards may be necessary to address site design, building placement, parking, or compatibility with surrounding development.
- Ownership structure may result in different outcomes between otherwise similar building forms. For example, a two-family paired dwelling may ultimately have the potential for two ADUs, while a duplex under single ownership may be limited to one ADU.

Option C: *Expand eligible dwelling types and allow up to two ADUs on a property*

- Provides maximum flexibility for property owners

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- Property owners could establish both an internal ADU and a detached ADU, allowing a wider range of housing configurations.
 - Two internal ADUs could also be established, however this typically triggers requirements in the building code for multifamily development. This often raises costs and makes this option infeasible.
- Creates the greatest opportunity for housing diversity
 - A variety of housing sizes and living arrangements could be accommodated on a single property, including multigenerational households, caregivers, workforce housing, and rental units.
- Increases potential housing supply
 - Allowing multiple ADUs can create additional dwelling units within established neighborhoods without requiring significant changes to zoning districts or infrastructure systems.
- Supports long-term housing affordability goals
 - Smaller accessory units can provide housing options at a lower cost than many newly constructed primary residences.
- Makes efficient use of existing developed land
 - Additional housing can be accommodated within established neighborhoods that already have access to public facilities and services.

Considerations

- This option would result in the greatest increase in development intensity compared to the alternatives.
- A property could potentially contain three dwelling units, consisting of the principal dwelling, an internal ADU, and a detached ADU.
- Additional standards may be necessary to address lot size, setbacks, lot coverage, building scale, parking, and compatibility with surrounding development.
- Increased development intensity may raise concerns related to parking demand, traffic, privacy, open space, and neighborhood character.
- Depending on how eligibility is structured, two-family paired dwellings and duplexes could experience different outcomes due to ownership patterns and the number of ADUs permitted.

Topic 3: ADU Parking Requirements

Issue

The current Land Use Code requires one off-street parking space for an alley house. Under the proposed Phase 1 revisions, alley houses would be replaced by Accessory Dwelling Units (ADUs), requiring the Town to determine whether additional parking should be required for ADUs.

Colorado law limits a local government's ability to require additional parking for ADUs. An additional parking space may only be required if all of the following conditions are met:

- No existing off-street parking space is provided on the lot;
- The property is located within a zone district that requires one or more parking spaces for the principal dwelling; and
- The property is located on a block where on-street parking is prohibited.

As a result, parking requirements for ADUs may vary depending on the location and characteristics of a property. The Town should consider the benefits of a simple, consistent parking standard

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against the potential impacts of additional vehicles in areas where on-street parking opportunities are limited or unavailable.

Option A: *Do not require additional parking for ADUs*

- Provides a simple and consistent standard
 - All ADUs would be subject to the same parking requirement, regardless of location or lot characteristics.
- Reduces administrative complexity
 - Staff would not need to evaluate additional site-specific criteria to determine whether parking is required.
- Eliminates potential confusion for applicants
 - Property owners would have clear expectations regarding parking requirements at the outset of the development process.
- Reduces barriers to ADU development
 - Existing properties with limited space for additional parking may still be able to establish an ADU.

Considerations

- Additional vehicles may be parked on public streets in areas where on-street parking is available.
- Streets that were not designed to accommodate significant on-street parking may experience congestion or operational challenges, and residents may face increased competition for available parking spaces.

Option B: *Require additional parking when permitted by Colorado Revised Statutes*

- Addresses parking concerns in constrained areas
 - Additional parking would only be required in situations where on-street parking is prohibited and no existing off-street parking is available.
- Maintains flexibility within State law
 - The Town would utilize the full extent of its authority to address site-specific parking concerns.
- Balances housing opportunities and parking demand
 - Most ADUs would not be subject to additional parking requirements, while locations with limited parking options could be addressed.

Considerations

- Parking requirements would vary between otherwise similar properties based on location and existing site conditions.
- Applicants may find the requirements less predictable than a uniform standard.
- Staff would need to evaluate the statutory criteria for each ADU application to determine whether parking is required.
- The Town may experience questions regarding fairness or consistency when one applicant is required to provide parking while another is not.

Topic 4: Neighborhood Meetings

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Issue

The current Land Use Code does not require neighborhood meetings for any application type. Some communities require applicants to conduct neighborhood meetings before submitting certain development applications to provide an opportunity for applicants, nearby property owners, and other interested parties to discuss a proposal before the formal review process begins.

Neighborhood meetings can create opportunities for early communication, allowing applicants to explain a project, identify potential concerns, and consider modifications before investing significant time and resources in the development review process. They may also help residents better understand a proposal and provide feedback before public hearings occur.

The draft code currently includes neighborhood meetings for certain discretionary applications, with the Town Planner authorized to waive the requirement when a meeting is unlikely to provide meaningful public benefit due to the size, scope, or nature of the proposal.

The Town should consider whether neighborhood meetings should be required and, if so, which application types should trigger the requirement. The Town should also consider the purpose of neighborhood meetings and how they relate to the formal review process. When expectations regarding the scope of discussion and decision-making authority are not clearly defined, neighborhood meetings may create frustration among residents who believe they are being given an opportunity to influence a proposal when the applicable review criteria provide limited discretion to alter the outcome.

Option A: *Do not require Neighborhood Meetings*

- Simplifies the development review process
 - Eliminates an additional procedural step prior to application submittal.
- Reduces costs and administrative requirements for applicants
 - Applicants would not be required to organize or conduct additional meetings before submitting an application.
- Minimizes administrative oversight responsibilities for Town staff
 - Town staff would not be responsible for reviewing meeting materials, attendance records, or summaries.
- Maintains existing opportunities for public participation
 - Residents would continue to receive notice and have opportunities to comment through public hearings and other established review processes.

Considerations

- Neighbors may not become aware of a project until after an application has been submitted.
- Potential issues, misunderstandings, or concerns may not be identified until later in the review process.
- Formal public hearings may become the first opportunity for communication between applicants and affected property owners.
- Applications that do not require public hearings may provide limited opportunities for early public input.

Option B: *Require neighborhood meetings for major discretionary applications*

- Focuses public outreach on projects most likely to affect surrounding properties

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- Public participation requirements are targeted toward applications involving policy decisions or significant development impacts.
- Encourages early communication
 - Applicants and nearby property owners have an opportunity to discuss projects before formal review begins.
- Identifies concerns earlier in the process
 - Potential issues may be addressed before public hearings, reducing confusion and improving project design.
- Balances public involvement and procedural efficiency
 - Additional outreach is limited to applications where public interest is most likely.

Considerations

- Applicants may incur additional costs and timelines associated with conducting meetings and preparing summaries.
- The Town would need to determine which application types trigger the requirement (what is considered major).
- Different requirements for different application types may create questions regarding consistency and fairness.
- Additional staff time may be necessary to administer the process and review meeting documentation.

Option C: *Require neighborhood meetings for all public hearing applications*

- Creates a clear and consistent standard
 - All public hearing applications would be subject to the same requirement.
- Maximizes opportunities for early public engagement
 - Residents would have an opportunity to review and discuss proposals before public hearings occur.
- Provides decision-makers with additional information
 - Planning and Zoning Commission and Board of Trustees members could consider neighborhood feedback received prior to formal hearings.
- Promotes transparency in the development review process
 - Applicants would be encouraged to engage with affected property owners early and consistently.

Considerations

- Additional costs and procedural requirements would be imposed on all public hearing applications, regardless of project size or complexity.
- The requirement may be burdensome for smaller projects with limited neighborhood impacts.
- Review timelines may increase due to meeting scheduling, notice requirements, and documentation.
- Some neighborhood meetings may generate little attendance or feedback while still requiring applicants to complete the process.

Topic 5: Administrative Review vs. Public Hearing Review

Issue

Norwood's current Land Use Code directs a significant number of development and land use applications through review processes requiring public hearings before the Planning Commission,

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Board of Trustees, or both. While this approach promotes transparency and public participation, it can also increase review timelines, application costs, and administrative workload, particularly for projects that can be evaluated against objective standards.

One of the primary goals of the Phase 1 amendments is to create a clearer and more predictable development review framework by distinguishing between administrative decisions, which are based on objective compliance with adopted standards, and discretionary decisions, which require policy judgment or application of broader review criteria. The draft procedures table generally proposes that compliance-based applications be reviewed administratively, while discretionary applications continue through public hearing processes.

The Town should consider the appropriate balance between administrative efficiency, predictability, and opportunities for public participation in the development review process.

Option A: *Maintain broad public hearing review*

- Maximizes transparency and public participation
 - Community members have opportunities to review and comment on a broad range of development applications.
- Maintains elected and appointed body oversight
 - Planning Commission and Board of Trustees members continue to play a direct role in reviewing most development proposals.
- Provides multiple opportunities for public feedback
 - Development proposals are discussed in a public forum before decisions are made.
- May increase public confidence in development decisions
 - Decisions are made through visible public processes rather than administrative approvals.

Considerations

- Review timelines may be longer than necessary for projects that can be evaluated using objective standards.
- Public hearings may be required for applications involving limited policy discretion.
- Additional hearing requirements increase staff workload, review costs for the Town, and consume Planning Commission and Board meeting time.
- Projects that fully comply with adopted standards may still be perceived as uncertain if approval is subject to discretionary review.

Option B: *Administrative review for objective compliance; public hearings for discretionary decisions*

Examples may include:

Administrative Review

- Site Plans
- ADU Permits
- Sign Permits
- Minor and potentially Major Subdivisions

Public Hearing

- Conditional Use Permits

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- Rezoning Requests
- Comprehensive Plan Amendments
- Annexations
- Creates a clear distinction between ministerial and discretionary decisions
 - Applications are reviewed by the decision-making body best suited to the nature of the request.
- Improves efficiency and predictability
 - Projects meeting objective standards can proceed without unnecessary hearings and associated delays.
- Allows elected and appointed officials to focus on policy issues
 - Planning Commission and Board of Trustees time can be directed toward applications requiring policy judgment.
- Supports modern development review practices
 - Administrative review is increasingly used for compliance-based applications where approval criteria are objective and measurable.

Considerations

- Some residents may perceive fewer opportunities to participate in the review process.
- Administrative review relies on clear, measurable standards and consistent staff interpretation.
- Staff must be comfortable administering and enforcing standards without elected or appointed body review.
- The Town must determine which application types are truly ministerial and which require discretionary review.

Option C: *Hybrid review process – certain thresholds would required public hearings*

- Balances efficiency with public oversight
 - Smaller projects can proceed efficiently while larger or more impactful proposals receive additional public review.
- Focuses public hearings on projects with greater potential impacts
 - Public resources are directed toward applications generating the greatest community interest.
- Provides flexibility
 - The review structure can adapt as development patterns change over time.
- Creates a middle ground between complete administrative review and broad hearing requirements
 - The Town can tailor review requirements to the scale and complexity of development.

Considerations

- Clear thresholds must be established to determine when applications transition from administrative review to public hearing review.
- Additional procedures may increase complexity and create confusion if thresholds are not clearly defined.
- Disputes may arise regarding whether a project qualifies for administrative review or requires a hearing.
- The Town would need to determine whether thresholds should be based on dwelling units, lot count, building area, project impacts, or another measure.

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Topic 6: Growth Readiness and Availability of Services

Issue

Norwood's existing Land Use Code contains limited provisions addressing the relationship between development and the availability of public infrastructure and services. While certain applications require consideration of water, sewer, utility, roadway, and emergency service availability, the Code does not establish a comprehensive framework for evaluating whether infrastructure systems and community services can adequately support new development as growth occurs. Existing regulations also provide limited direction regarding how infrastructure capacity should be evaluated, when improvements should be required, or how growth should be phased to align with available services.

The Town has identified concerns regarding limited infrastructure capacity, including utility systems, transportation facilities, emergency services, and the community's ability to accommodate additional residents and employees associated with large-scale development. Norwood operates as a single-source rural municipal water system with finite capacity, storage limitations, redundancy needs, and drought resiliency concerns, and faces increasing regional growth pressure on Wright's Mesa. The Norwood Water Commission's adopted planning documents outline these constraints and could provide an objective basis for evaluating system capacity. The Strategic Code Assessment identified opportunities to strengthen infrastructure adequacy standards, improve coordination between subdivision design and infrastructure delivery, and establish clearer requirements related to infrastructure improvements and development phasing.

Additionally, comments received during the code assessment process emphasized the importance of evaluating not only whether infrastructure can physically serve new development, but whether growth can be supported in a manner that is sustainable over the long term. This includes consideration of system redundancy, emergency response capacity, workforce housing needs, and the cumulative impacts of growth on the Town's limited infrastructure and services.

The Town should consider what level of responsibility development should have for demonstrating service availability, addressing growth-related impacts, and contributing toward the infrastructure and services necessary to support new development.

Option A: Maintain existing service availability standards

What the Code Could Require

Development applications shall demonstrate the availability of water, sewer, roadway access, and other required utilities as part of the existing development review process.

- Maintains flexibility in development review
 - Development proposals would continue to be evaluated under the Town's current review procedures.
- Reduces regulatory complexity
 - Additional studies, analyses, or monitoring requirements would not be required.
- Supports smaller and incremental development
 - Approval costs and timelines would remain relatively unchanged.

Considerations

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- Existing regulations provide limited guidance regarding how infrastructure capacity should be evaluated.
- The Town may have limited ability to ensure that development occurs in step with available infrastructure and services.
- Long-term impacts on infrastructure systems and community services may not be fully evaluated during project review.

Option B: *Require infrastructure and service adequacy analysis for larger developments*

What the Code Could Require

Applications exceeding a threshold established by the Town shall submit an Infrastructure and Service Adequacy Report.

The report may evaluate:

- Water and sewer capacity;
- Roadway and transportation impacts;
- Fire protection and emergency service capacity;
- Public facility impacts; and
- Workforce housing needs associated with the proposed development.

The Infrastructure and Service Adequacy Report shall be considered during review of the application and may be used by the Town to identify infrastructure needs, inform future capital planning, and evaluate the potential impacts of development on public facilities and services..

- Improves understanding of growth impacts
 - Infrastructure and service constraints can be identified before development approvals are granted.
- Supports informed decision-making
 - The Town would receive objective information regarding the demands placed on public systems and services.
- Recognizes workforce housing impacts
 - Larger projects would be required to evaluate whether their anticipated workforce creates additional housing demand within the community.
- Aligns development review with long-term planning
 - Growth-related impacts could be considered alongside infrastructure planning and capital improvements.

Considerations

- Additional studies may increase development costs and review time.
- The Town would need to establish clear standards for evaluating adequacy.
- Some services, such as workforce housing availability, may be more difficult to quantify than traditional utility infrastructure.
- The Town would need to clearly establish how the information will be used during project review. Without a defined decision-making framework, applicants may be required to prepare analyses that increase project costs without a clear understanding of how the findings affect project approvals. If the Town requires infrastructure and service analyses for larger developments, should those analyses:
 - Be used primarily for informational and planning purposes;
 - Inform discretionary review and decision-making; or

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- Serve as the basis for determining whether adequate infrastructure and services are available to support development?

Option C: *Establish an adequate public facilities and growth management framework*

What the Code Could Require

Prior to approval of a major subdivision or large-scale development, the applicant shall demonstrate that adequate public facilities and services are available, or will be provided concurrent with development.

Where deficiencies are identified, approval may be conditioned upon:

- Construction of infrastructure improvements;
- Participation in improvement agreements;
- Development phasing;
- Utility capacity upgrades;
- Provision of emergency access improvements; or
- Submission of a workforce housing accommodation or mitigation plan.

Additional phases of development may be delayed until required improvements are completed.

- Directly links growth and service availability
 - Development would occur only when adequate infrastructure and services are available or are being provided.
- Supports long-term system sustainability
 - Infrastructure capacity, redundancy, and service availability could be considered as part of the approval process.
- Provides flexibility in implementation
 - Deficiencies could be addressed through phasing, improvements, agreements, or other mechanisms depending on the project.
- Recognizes broader growth impacts
 - The Town would have a framework to consider workforce housing, emergency services, wildfire resiliency, and community capacity in addition to traditional utility infrastructure.

Considerations

- This would be the most complex option to administer.
- Clear standards would be needed to determine which facilities and services must be evaluated.
- Additional legal review would likely be necessary to ensure any required improvements, contributions, or mitigation measures are reasonably related and proportionate to the impacts created by the development.
- Community services such as housing availability, childcare, grocery access, and other market-driven services may be difficult to regulate directly through the Land Use Code.

Thresholds for Applicability

If the Town elects to establish infrastructure adequacy or adequate public facilities requirements, staff requests direction regarding the scale of development that should be subject to these standards.

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Potential approaches include:

Low Threshold

- Multifamily developments containing three (3) or more dwelling units.
- Subdivisions creating three (3) or more lots.

Moderate Threshold

- Multifamily developments containing ten (10) or more dwelling units.
- Subdivisions creating ten (10) or more lots.

High Threshold

- Multifamily developments containing twenty-five (25) or more dwelling units.
- Major commercial or mixed-use developments only.

Tiered Approach

- Smaller developments provide basic utility availability verification.
- Medium-scale developments provide an Infrastructure and Service Adequacy Analysis.
- Large-scale developments are subject to Adequate Public Facilities requirements, development agreements, or phased infrastructure improvements.

Related Policy Issue: Water Service and Annexation

Comments received during the assessment process also raised the relationship between municipal water service and annexation. Properties on Wright's Mesa may currently seek NWC water service without annexing into the Town, raising long-term questions about equitable cost participation, coordinated planning, infrastructure sustainability, and orderly municipal growth. This issue is primarily addressed through annexation policy (existing § 6.12), utility extension policy, and the Comprehensive Plan rather than through development review standards. Staff requests the Commission acknowledge this issue and direct whether policy language supporting annexation of eligible properties seeking new or expanded municipal water connections, where legally permissible and appropriate, should be developed as part of the Phase 2 rewrite and future Comprehensive Plan update.