

Fort Collins City Council Work Session Agenda

6:00 p.m., Tuesday, June 11, 2024

Council Information Center (CIC), 300 Laporte Avenue, Fort Collins, CO 80521

NOTE: New location for Council work sessions.

NOTICE:

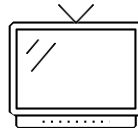
Work Sessions of the City Council are held on the 2nd and 4th Tuesdays of each month in the Council Information Center (CIC) of the 300 Building. Meetings are conducted in a hybrid format, however there is no public participation permitted in a work session.

City Council members may participate in this meeting via electronic means pursuant to their adopted policies and protocol.

How to view this Meeting:



Meetings are open to the public and can be attended in person by anyone.



Meetings are televised live on Channels 14 & 881 on cable television.



Meetings are livestreamed on the City's website, fcgov.com/fctv.

Upon request, the City of Fort Collins will provide language access services for individuals who have limited English proficiency, or auxiliary aids and services for individuals with disabilities, to access City services, programs and activities. Contact 970.221.6515 (V/TDD: Dial 711 for Relay Colorado) for assistance. Please provide 48 hours' advance notice when possible.

A solicitud, la Ciudad de Fort Collins proporcionará servicios de acceso a idiomas para personas que no dominan el idioma inglés, o ayudas y servicios auxiliares para personas con discapacidad, para que puedan acceder a los servicios, programas y actividades de la Ciudad. Para asistencia, llame al 970.221.6515 (V/TDD: Marque 711 para Relay Colorado). Por favor proporcione 48 horas de aviso previo cuando sea posible.



While work sessions do not include public comment, mail comments about any item on the agenda to cityleaders@fcgov.com





City Council Work Session Agenda

June 11, 2024 at 6:00 PM

Jeni Arndt, Mayor
Emily Francis, District 6, Mayor Pro Tem
Susan Gutowsky, District 1
Julie Pignataro, District 2
Tricia Canonico, District 3
Melanie Potyondy, District 4
Kelly Ohlson, District 5

Council Information Center (CIC)
300 Laporte Avenue, Fort Collins

Cablecast on FCTV
Channel 14 on Connexion
Channel 14 and 881 on Comcast

Carrie Daggett
City Attorney

Kelly DiMartino
City Manager

Heather Walls
Interim City Clerk

CITY COUNCIL WORK SESSION 6:00 PM

A) CALL MEETING TO ORDER

B) ITEMS FOR DISCUSSION

1. **Staff Report: Housing and Urban Development (HUD) 2025-2029 Consolidated Plan.**

The purpose of this item is to provide Council and the community with information on the process for the preparation of the 2025-2029 Consolidated Plan. This is a 5-year planning document required by the Department of Housing and Urban Development (HUD) related to the funding received through the Community Development Block Grant (CDBG) Program and HOME Investment Partnership (HOME) Program.

2. **Land Use Code Update: Commercial Corridors and Centers.**

The purpose of this item is to update Council on the scope, approach, and timeline for Phase 2 of the Land Use Code (LUC) update.

3. **Proposed Building Performance Standards Policy.**

The purpose of this work session item is to provide Council additional details about the implementation and planned resources supporting the proposed Building Performance Standards (BPS) policy.

This item builds on the materials and discussion originally presented during the April 23, 2024 Council Work Session.

4. **Hughes Site Plan and Engagement and Timeline.**

The purpose of this item is to discuss and confirm an engagement plan for the creation of a use plan for the Hughes property. Staff is seeking feedback on guiding principles to set expectations throughout the process and on the feasibility of utilizing a “Civic Assembly” process.

C) ANNOUNCEMENTS

D) ADJOURNMENT

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WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Beth Rosen, Grants Compliance & Policy Manager
Dianne Tjalkens, Grants Administrator

SUBJECT

Staff Report: Housing and Urban Development (HUD) 2025-2029 Consolidated Plan.

EXECUTIVE SUMMARY

The purpose of this item is to provide Council and the community with information on the process for the preparation of the 2025-2029 Consolidated Plan. This is a 5-year planning document required by the Department of Housing and Urban Development (HUD) related to the funding received through the Community Development Block Grant (CDBG) Program and HOME Investment Partnership (HOME) Program.

Staff Report: 2024- 2029 HUD Consolidated Plan

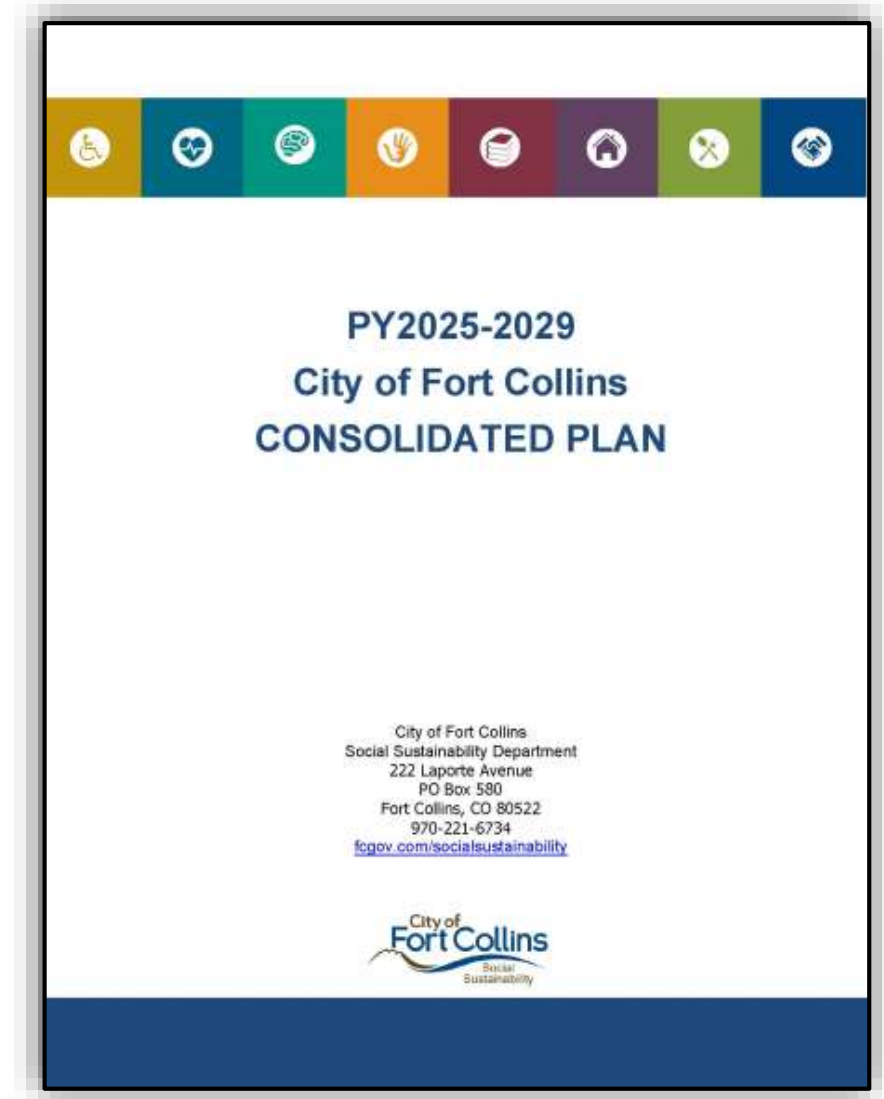
Beth Rosen & Dianne Tjalkens

Social Sustainability Department



The Consolidated Plan

- Is a required five-year planning document for the use of federal dollars
- Includes a needs assessment and market analysis
 - Housing
 - Homelessness
 - Community Development
- Identifies priorities and sets goals
- Earmarks resources



Resources

Federal funding from Department of Housing and Urban Development (HUD) to support Community Development and Affordable Housing

- Community Development Block Grant (CDBG)
- HOME Investment Partnership Program (HOME)

How much?

Approx \$8.5 million over 5 years

- ~\$1,100,000/yr CDBG
- ~\$600,000/yr HOME

How Distributed?

Competitive Process

- HSHF Board recommends to Council

CDBG: Community Development Block Grant

- **Purpose:** Improve the physical, economic, and social conditions for low-income people
- **Source:** US Department of Housing and Urban Development (HUD)
- **Eligible Uses:** Projects must: principally benefit low- and moderate-income persons, aid in the elimination of slums or blight, and/or meet an urgent or unanticipated community need

Public service activities: May not exceed 15% of annual CDBG fund allocation (~\$170,000/year)

CDBG National Objectives:

Low- and Moderate-Income (LMI) Benefit

- Activities that benefit LMI populations
 - Ex: services for seniors, homeless shelter, micro loans for LMI business owners, job training, etc.
- LMI Housing
 - Ex: homeowner rehab, rental acquisition, homebuyer assistance
- LMI Jobs
- Ex: business loans, commercial rehab, infrastructure to a business

Slum and Blight Remediation

- Area Basis
 - Ex: code enforcement, infrastructure, commercial rehab
- Spot Basis
 - Ex: acquisition, clearance, relocation, historic preservation, remediation of contaminated property, building rehab

Urban Renewal

- Activities in Urban Renewal or Neighborhood Development Program action areas
 - Ex: infrastructure, economic development

Urgent, Unanticipated Community Need

- Ex: Covid Response

\$5,000,000 over 5 years

CDBG Eligible Uses

- **Homeownership rehabilitation:** energy efficiency, handicapped accessibility, emergency repairs, weatherization
- **Homeownership purchase:** direct homeownership assistance to LMI households (ie: downpayment assistance)
- **Rental housing activities:**
 - **Acquisition:** site clearance and assemblage, site improvements
 - **Rehabilitation:** labor and materials, energy efficiency improvements, utility connections, conversion of a closed building from one use to a residential use
 - **Off-site infrastructure:** installation of roads & public utilities in support of housing
- **Public facilities:** develop facilities for persons with special needs and homeless shelters
- **Public service activities:** may not exceed 15% of annual CDBG fund allocation (\$806,250 over 5 years—\$161,250 per year)

HOME: HOME Investments Partnerships Program

- **Purpose:** Increase the supply of safe and sanitary housing affordable to low-income people.
- **Source:** US Department of Housing and Urban Development.

Eligible Uses: Eligible uses include development of new housing, rehabilitation of existing housing, tenant based rental assistance and homeownership assistance.

\$3,500,000 over 5 years

HOME Eligible Uses

- **Affordable Rental Housing:** acquisition, rehabilitation, new construction & tenant based rental assistance.
 - At least 90% of families must have incomes below 60% AMI; the remainder must qualify as low-income.
- **Affordable Ownership Housing:** acquisition, rehabilitation, new construction & down-payment assistance
 - 100% of families qualify as low-income
- **Includes:** Building or rehabilitating housing for rent or ownership, providing homeowners with funds to purchase or rehabilitate, site acquisition, improvement or demolition to make way for HOME-assisted development. All units must meet current property standards.



2020-2024 Consolidated Plan Goals

- Increase the supply of affordable housing units
- Preserve existing affordable housing
- Provide emergency sheltering and services
- Provide housing stabilization services
- Increase access to services

2020-2024 Consolidated Plan Funded Projects/Programs

- 328 new affordable rental housing units
- 10 new affordable ownership units
- 286 affordable housing units preserved
- 267 people provided homelessness prevention support
- 4827 people provided overnight shelter
- 990 people provided day shelter & other services for people experiencing homelessness
- 821 people provided supportive services to improve living conditions (adult day care, behavioral health services, and supports for people with disabilities)



Housing

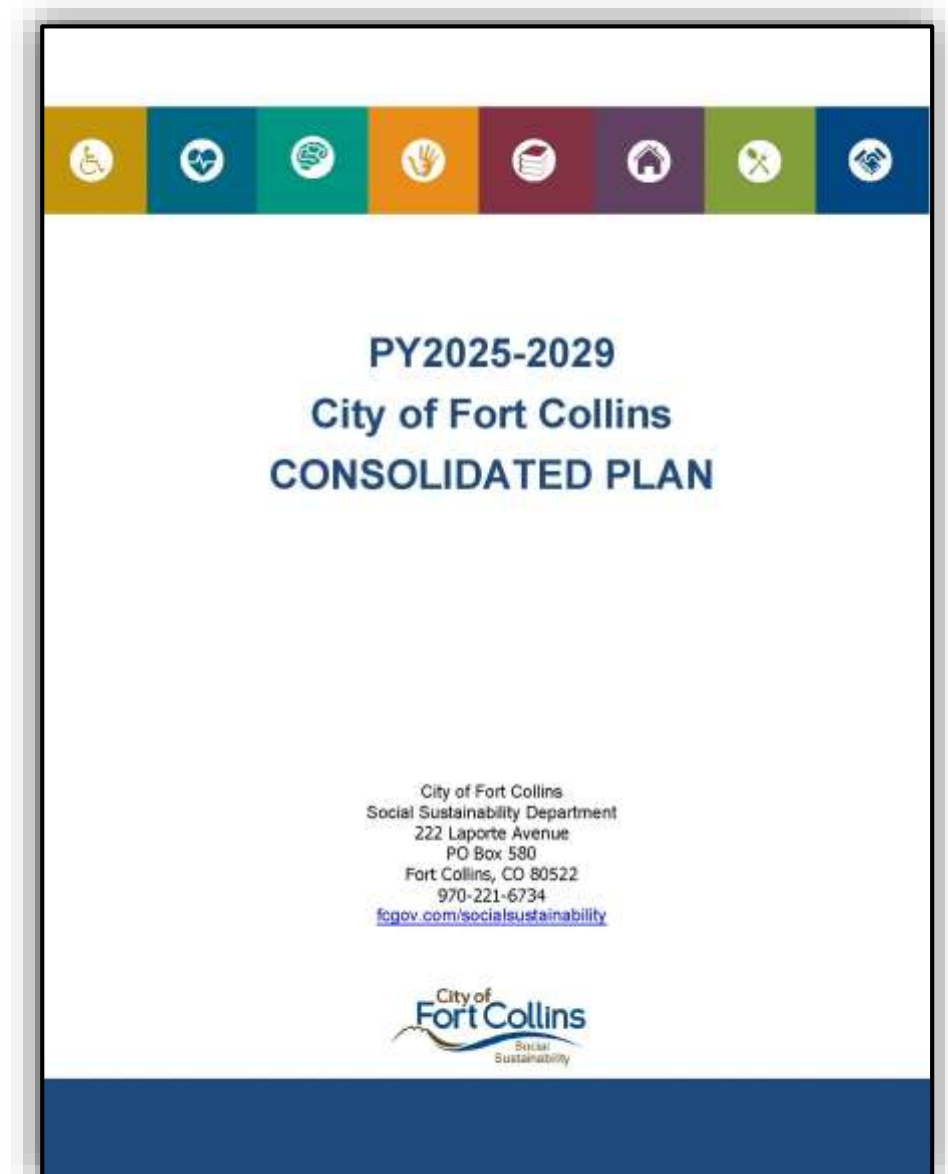
- CARE Housing: Swallow Road Rehabilitation
- Care Housing: Greenbriar-Windtrail Rehabilitation
- Housing Catalyst: Plum Street Rehabilitation
- Neighbor to Neighbor: Coachlight Plaza Rehabilitation
- Neighbor to Neighbor: 44 Unit Rehabilitation
- Housing Catalyst: Village on Bryan Rehabilitation
- Habitat for Humanity: Poudre Build
- Habitat for Humanity: Harmony Cottages
- Mercy Housing: Northfield Commons
- Volunteers of America: Cadence Senior Residences
- Housing Catalyst: Impala Redevelopment
- L'Arche: L'Arche Homes
- Housing Catalyst: Village on Eastbrook

Human Services

- Catholic Charities: Samaritan House
- Crossroads Safehouse: Domestic Violence Emergency Shelter
- Family Housing Network: Shelter Programs
- Neighbor to Neighbor: Homelessness Prevention
- Disabled Resource Services: Access to Independence
- Elderhaus: Community Based Therapeutic Care
- SummitStone: Community Behavioral Health Treatment Program
- SummitStone: Essential Mental Health Services at Murphy Center

2025-2029 Consolidated Plan

- What are our community needs?
- What goals can we achieve with CDBG & HOME funds?
- How should we prioritize funding?





Determining Goals

- **Data:** Census, American Community Survey, Housing Catalyst, HUD, MLS, etc.
- **Stakeholder Outreach:** Stakeholder interviews, listening session, workshops & focus groups, boards & commissions
- **Community Outreach:** Community questionnaire, public meetings

2024

- **May–June:** Community questionnaire
- **July:** Council questionnaire
- **July–December:** Stakeholder input & data analysis
- **December:** Draft plan goals

2025

- **January–March:** Continue outreach to refine and prioritize goals and funding
- **May–June:** Plan draft complete & public review period
- **July:** Council Approval
- **August:** Submit final document to HUD

More Info & Community Questionnaire:
fcgov.com/socialsustainability/consolidated-plan

Questions?

Dianne Tjalkens

CDBG Program Administrator

dtjalkens@fcgov.com

970-221-6734

June 11, 2024

WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Megan Keith, Senior City Planner
Sylvia Tatman-Burruss, Sr. Policy & Project Manager
Noah Beals, Development Review Manager

SUBJECT FOR DISCUSSION

Land Use Code Update: Commercial Corridors and Centers.

EXECUTIVE SUMMARY

The purpose of this item is to update Council on the scope, approach, and timeline for Phase 2 of the Land Use Code (LUC) update.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. What questions or additional ideas do Councilmembers have on the topics to explore through Phase 2 of the Land Use Code update?
2. What feedback do Councilmembers have on the proposed methods for Council and community engagement?
3. What feedback do Councilmembers have on the timeline or other considerations for Phase 2 of the Land Use Code update?

BACKGROUND / DISCUSSION

Project Overview

The Land Use Code (LUC) Phase 1 project began in summer 2021. In March 2021, in conjunction with the adoption of the Housing Strategic Plan (HSP), Council unanimously approved an off-cycle appropriation to fund the Land Use Code (LUC) Phase 1 updates. From July 2021 through April of 2024, staff led a process to explore changes to the LUC. The process included extensive community engagement, policy analysis and synthesis, development of guiding principles, a diagnostic report of the existing Land Use Code, code drafting and multiple iterations of the code. Two referendums led by a group of voters required that Council reconsider the Ordinance in 2023 and again in 2024. Extensive community outreach and modifications to the LUC ended with Council adoption of Foundational Land Use Code changes in April of 2024.

Phase 2 will focus on aspects of commercial corridors, organized into three workstreams outlined below. Funding for Phase 2 comes from the American Rescue Plan Act (ARPA).

Foundational Land Use Code Changes

Several foundational LUC changes were adopted by Council on April 16, 2024. These include:

- Reorganized content so the most used information is first in the Code
- Reformatted zone districts with consistent graphics, tables, and illustrations
- Created a menu of building types and form standards to guide compatibility
- Updated use standards, rules of measurement, and definitions to align with new building types and standards
- Expanded and re-calibrate incentives for affordable housing
- Regulate density through form standards and building types instead of dwelling units per acre

The aforementioned changes were made to the Land Use Code in Phase 1. There is already a robust list of potential updates to be tackled in Phase 2, including potential updates that have been identified through extensive policy analysis and suggestions included in various Council-adopted plans. These potential updates will be confirmed and augmented through the work to take place during Phase 2.

Policy Foundation

Code updates are complex, multifaceted efforts that build on years of previous planning work. The LUC is the City's primary regulatory tool for implementing our community's vision as described in various policies and adopted plans. It is critical to establish a clear understanding of the relationship between the City's policy priorities and the current LUC early in the process. The City has over 300 pages of adopted policies and information to inform the LUC Updates that primarily come from the following documents:

- *City Plan*
- *Housing Strategic Plan (HSP)*
- *Economic Health Strategic Plan*
- *Our Climate Future (OCF)*
- *Transit Master Plan*
- *15-Minute City Analysis*
- *Land Use Code Audit (which identified opportunities to align LUC with the newly-adopted City Plan)*
- *Council Priorities (affordable and achievable housing strategies; 15-minute communities)*
- *Urban Forest Strategic Plan*

Relevant Goals, Policies, and Action Items

Some statements have been shortened for clarity.

Document	Policy Text
City Plan	LIV 2: Promote Infill and Redevelopment
City Plan	LIV 3: Maintain and enhance our unique character and sense of place as the community grows
City Plan	LIV 3.4: Design Standards and Guidelines: Maintain a robust set of citywide design standards to ensure quality future development
Our Climate Future	LWPN 2: Evaluate opportunities within the LUC to better encourage the development of "complete neighborhoods"

Our Climate Future	HAH 9: Transit-Oriented Development/Incentives for Mixed-Use development along the MAX corridor
Housing Strategic Plan	Create additional development incentives for affordable housing
Economic Health Strategic Plan	Outcome 2.1: Small businesses have access to tools and resources needed to succeed
Transit Master Plan	MAP: Future Transit Network (pg 59)
15-Minute City Analysis	GOAL: Strengthen Underserved Communities
15-Minute City Analysis	GOAL: Shift to Active Modes Trips

Relevant Council Priorities

- **Council Priority No. 1:** Operationalize City resources to build and preserve affordable housing
- **Council Priority No. 3:** Advance a 15-minute city by igniting neighborhood centers
- **Council Priority No. 4:** Pursue an integrated, intentional approach to economic health
- **Council Priority No. 8:** Advance a 15-minute city by accelerating our shift to active modes

These documents and priorities serve as primary inputs to the formation of future Guiding Principles and code language, augmented by work accomplished in Phase 1 of the LUC update. Staff have also begun engaging internal staff and work sessions with the Planning & Zoning Commission.

Exploratory Questions

Exploratory questions have been formulated to help guide preliminary work streams prior to identifying a final scope of work.

- Are there opportunities to add clarity to the development review process?
- How can the Land Use Code be more aligned with our policy plans?
- How can we advance our 15-minute city goals through the Land Use Code?
- How do we balance multiple desired outcomes through our development standards?

Process Refinement

Phase 2 of the Land Use Code update began with an analysis of goals and strategies within adopted plans, a thorough review of the Land Use Code Audit, and the Diagnostic Report. Staff then categorized these into potential work streams. Once a consultant has been secured, we will begin to refine the topics within the workstreams and identify priorities and timing through Council and community engagement to arrive at a draft code.



Work Streams

The following workstreams are organized by subject area and include multiple potential topics within each work stream. These may be refined through engagement with the consultant team, Council, and community:

- **Commercial and Mixed-Use Corridors**
 - Creating Commercial and Industrial Building Types
 - Recalibrating Employment & Industrial Zoning
 - Standards for Specific Uses
 - Small Business Considerations
 - Neighborhood Centers
 - 15-Minute City:
 - Neighborhood Centers
 - Transit-Supportive Development

- **Development Standards**
 - Landscaping & Trees
 - Site Planning & Design
 - Natural Resource Standards
 - Bike, Pedestrian & Trail Connectivity

- **Processes and Procedures**
 - Amendment Process (Micro/Minor/Major)
 - Basic Development Review Process
 - Other Development Review Processes (Type 1 and Type 2 Reviews)
 - Customer Tools & Resources

State Legislation

Several bills were passed this year through the state legislature that will affect local Land Use Policy. Compliance with these bills will be integrated into Phase 2 work and will be brought to Council to comply with their associated deadlines:

HB-1313 Housing in Transit-Oriented Communities:

This bill will require the establishment of a Housing Opportunity Goal, potential rezonings, establishment of anti-displacement strategies, and reporting on an on-going basis.

HB-1152 Accessory Dwelling Units:

This bill will require updating our Land Use Code to permit Accessory Dwelling Units (ADUs) wherever we allow single-family detached homes. Code language from previous iterations of the Land Use Code has already been drafted. Will need to confirm that previously written code language would comply with this bill.

HB-1304 Minimum Parking Requirements:

This bill will require updates to the Land Use Code to remove minimum parking requirements for multi-family and certain mixed-use projects close to transit.

Team Structure

The project management team for Phase 2 of the LUC update is made up of several staff members who participated in leadership roles in Phase 1. The following is the project management team and their roles:

- Clay Frickey, Planning Manager: Guides high level direction of the work
- Megan Keith, Senior Planner, Co-Project Manager: Operational focus, day-to-day management
- Sylvia Tatman-Burruss, Sr. Policy & Project Manager, Co- Project Manager: Relationship and strategic focus
- Noah Beals, Development Review Manager, Technical Lead: Oversees Work Streams, and provides technical expertise

Internal Partners

Because sections of the Land Use Code impact many policy priorities managed by several departments across the City, collaboration among internal partners will be very important. Teams most integral to this work include, but are not limited to:

- Planning and Zoning
- FCMoves and Transfort
- Economic Health Office
- Forestry
- Utilities

While these teams will be most closely involved in the work, the project team will need to connect with several other departments across the City to ensure alignment across standards and other code requirements. These partners will be connected through staff working groups for each of the work streams, facilitated by the Technical Lead.

Timeline and Engagement Strategy

The June 11 Council work session is meant to confirm the general timeline, scope, and engagement strategy for Phase 2 of the LUC update. Council feedback will then be incorporated into the scope and project plan for the creation of a request for proposals (RFP). A community kick-off event will then be planned for late fall 2024, and a Council Work Session will soon follow to present community feedback and consultant findings for project refinement. There will be several cycles of consultant production, staff review and community engagement prior to each Council work session and prior to the release of a draft code.

Item 2.

The following is an illustration of one cycle of production and review, following the initial project scope, community, and Council feedback:



Council Engagement

Council engagement will be important throughout the process. Potential methods for Council engagement could include:

- Work Sessions at key decision points
- Invitations to community engagement events
- Listening Sessions
- Interim memos from staff

Staff will also be available to answer questions throughout the process.

Community Engagement

The LUC Phase 2 update also includes additional targeted community engagement to support the code drafting process and confirm the priorities identified in previous engagement efforts. Community engagement and project progression Potential engagement methods include:

Ongoing Communication Methods:

- Email Newsletters
- Frequent Website updates with comment form available

Code Creation Review Methods may include a combination of:

- In-Person & Virtual Events
- Focus Groups
- Website Videos
- Charette-style events
- Boards & Commissions work sessions

Draft Code Review Phase:

- Website videos

Item 2.

- Staff Office hours
- In-Person & Virtual Events
- Draft code sections available for review and comment

NEXT STEPS

If Council is supportive of the approach outlined at this work session, staff will finalize the scope of work and approach, draft a Request for Proposal, and secure a consultant team by fall of 2024. The staff team will then plan to return for a Council work session in early 2025.

ATTACHMENTS

1. Presentation

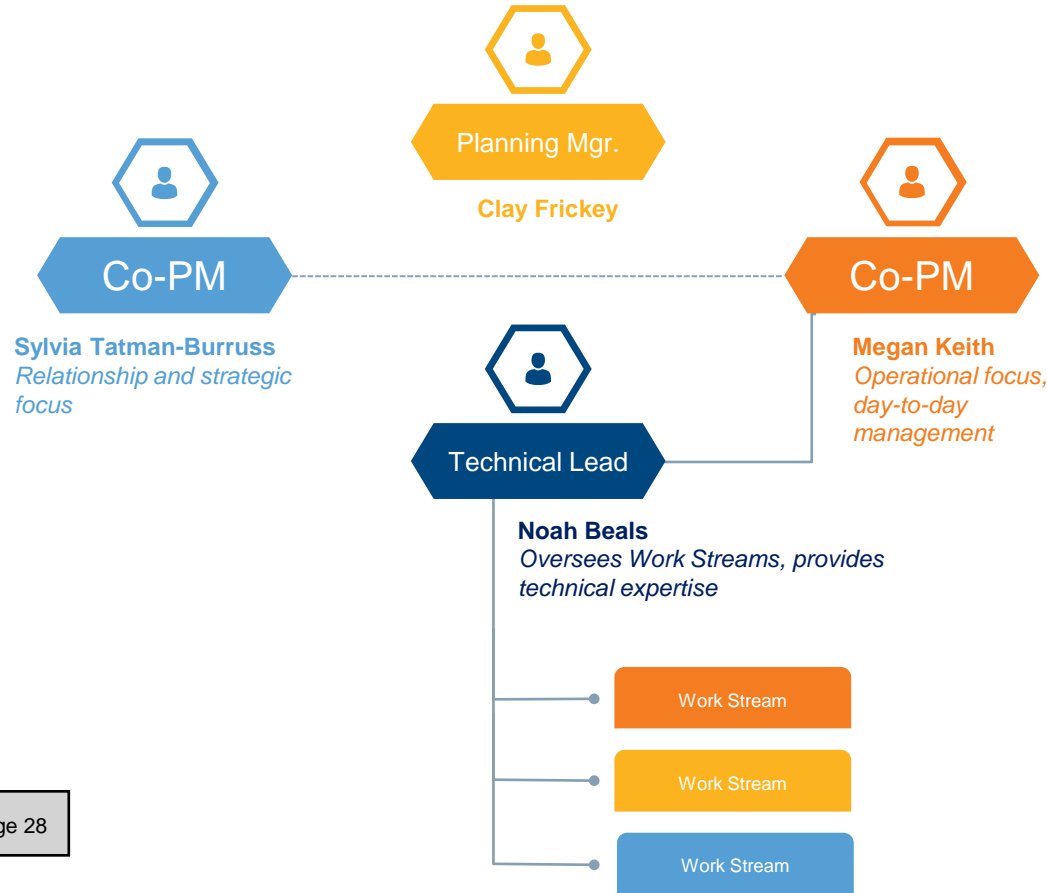
Item 2.



Land Use Code Update: Commercial Corridors and Centers

Phase 2 of the Land Use Code Update

- 1. What questions or additional ideas do Councilmembers have on the topics to explore through Phase 2 of the Land Use Code update?**
- 2. What feedback do Councilmembers have on the proposed methods for Council and community engagement?**
- 3. What feedback do Councilmembers have on the timeline or other considerations for Phase 2 of the Land Use Code update?**



Internal Partnerships:

- Planning and Zoning
- FCMoves and Transfort
- Economic Health Office
- Forestry
- Utilities



POLICIES



CODE AUDIT/DIAGNOSTIC



PRIORITIES



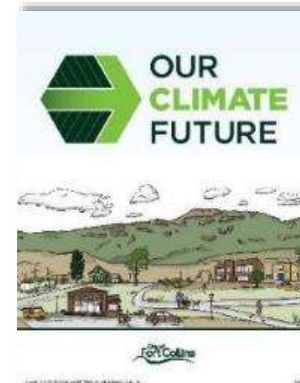
COMMUNITY ENGAGEMENT



DRAFT



PURPOSE: Implementing Our Plans



Council Priority No. 1: Operationalize City resources to build and preserve affordable housing

Council Priority No. 3: Advance a 15-minute city by igniting neighborhood centers

Council Priority No. 4: Pursue an integrated, intentional approach to economic health

Council Priority No. 8: Advance a 15-minute city by accelerating our shift to active modes



Document	Policy Text
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Our Climate Future	LWPN 2: Evaluate opportunities within the LUC to better encourage the development of “complete neighborhoods”
Housing Strategic Plan	Create additional development incentives for affordable housing
Economic Health Strategic Plan	Outcome 2.1: Small businesses have access to tools and resources needed to succeed
15-Minute City Analysis	GOAL: Shift to Active Modes Trips



Questions to explore through Phase II:

- **Are there opportunities to add clarity to the development review process?**
- **How can the Land Use Code be more aligned with our policy plans?**
- **How can we advance our 15-minute city goals through the Land Use Code?**
- **How do we balance multiple desired outcomes through our development standards?**

Workstream Name: Commercial and Mixed-Use Corridors

Exploratory Questions:

How can we advance our 15-minute city goals through the Land Use Code?

How can the Land Use Code be more aligned with our policy plans?

Potential Topics Explored in this Workstream:

- Creating Commercial and Industrial Building Types
- Recalibrating Employment & Industrial Zoning
- Standards for Specific Uses
- Small Business Considerations
- 15-Minute Cities
 - Neighborhood Centers
 - Transit-Supportive Development

Workstream Name: Development Standards

Exploratory Questions:

How can we balance multiple desired outcomes through our development standards?

How can the Land Use Code be more aligned with our policy plans?

Potential Topics Explored in this Workstream:

- Landscaping & Trees
- Site Planning & Design
- Natural Resource Standards
- Bike, Pedestrian & Trail Connectivity

Workstream Name: Processes and Procedures

Exploratory Questions:

Are there opportunities to add clarity to the development review process?

Potential Topics Explored in this Workstream:

- Amendment Process (Micro/Minor/Major)
- Basic Development Review Process
- Other Development Review Processes (Type 1 and Type 2 Reviews)
- Customer Tools & Resources

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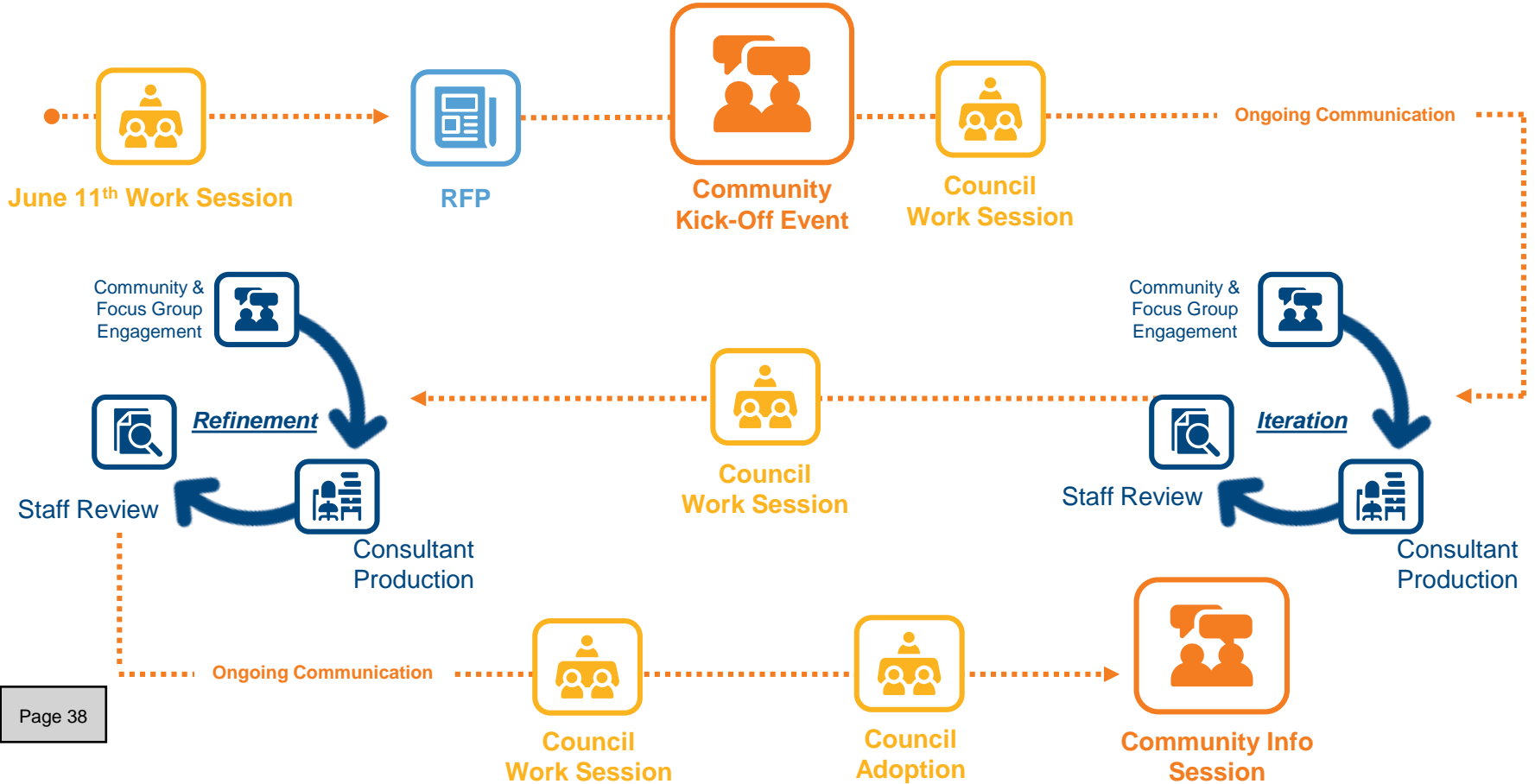
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- Basic Development Review Process
- Other Development Review Processes (Type 1 and Type 2 Reviews)
- Customer Tools & Resources

State Legislation:

- HB-1313 Housing in Transit Oriented Communities
- HB-1152 Accessory Dwelling Units
- HB-1304 Minimum Parking Requirements



Potential Methods for City Council Engagement:



Work Sessions at key decision points



Invitations to community engagement events
Listening Sessions

- Interim memos from staff
- Availability to reach staff for phone calls/meetings, etc. as needed

Ongoing Communication Methods

- Email Newsletters
- Frequent Website updates with comment form available

Code Creation and Iteration Review Methods may include a combination of:

- In-Person & Virtual Events
- Focus Groups
- Website Videos
- Charette-style events
- Boards & Commissions work sessions

Draft Code Review and Refinement Phase:

- Website videos
- Staff Office hours

In-Person & Virtual Events

- Draft code sections available for review and comment

- 1. What questions or additional ideas do Councilmembers have on the topics to explore through Phase 2 of the Land Use Code update?**
- 2. What feedback do Councilmembers have on the proposed methods for Council and community engagement?**
- 3. What feedback do Councilmembers have on the timeline or other considerations for Phase 2 of the Land Use Code update?**

THANK YOU!



June 11, 2024

WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Katherine Bailey, Energy Services Program Manager
Brian Tholl, Energy Services Manager

SUBJECT FOR DISCUSSION

Proposed Building Performance Standards Policy.

EXECUTIVE SUMMARY

The purpose of this work session item is to provide Council additional details about the implementation and planned resources supporting the proposed Building Performance Standards (BPS) policy. This item builds on the materials and discussion originally presented during the April 23, 2024 Council Work Session.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. Do Councilmembers have feedback on proposed outreach and engagement strategies?
2. Do Councilmembers have feedback related to the staff approach for providing supporting resources?
3. What additional questions or feedback do Councilmembers have ahead of considering policy adoption?

BACKGROUND / DISCUSSION

On April 23, 2024, Staff brought recommendations to a Council work session on a proposed BPS policy, developed based on input from community contributors. Community contributors consist of a variety of experts and community-based organizations and groups as detailed in the 04/23/24 work session materials. Staff presented a regulatory approach to drive efficiency and building optimization in underperforming buildings by providing a suite of economic and behavioral resources to help improve building energy use.

Councilmembers showed general support for the proposed recommendations. Councilmembers requested more information on planned engagement and the resources that will be available to help building owners become compliant with the proposed BPS policy. Additional details are provided within this AIS in Attachment 1, Implementation Guide.

A summary of anticipated policy impacts for covered buildings are listed in the following table. The targets and program structure are customized for the Fort Collins building stock. Staff worked with the BPS Technical Committee to develop targets and built the proposed requirements using various data sources including local efficiency project data, electric meter data, reported building level data, and county assessor data.

Table 1. Building Performance Standards Policy Impacts

Building Size	Building Count	Building Count	Reduction Target	Reduction Target	Reduction Target	Upgrade Cost (Per Square Foot)
	Number of buildings	Buildings that need to act	Compliance requirement timeline	Individual reduction cap	Average reduction to target	
5,000-10,000 square feet	310	200 (65%)	2035	15%	9%	\$4.11 to \$4.56
10,000-50,000 square feet	780	520 (66%)	2030	25%	13%	\$4.69 to \$5.05
State covered 50,000+ square feet	80	60 (77%)	2030	29%	17%	\$4.40 to \$4.74

Based on 2023 reported benchmarking data: some buildings are campuses which include multiple structures

While the electric use intensity (EUI) targets for various building types provide building owners with flexibility in how targets can be met, Staff and community contributors also developed alternative pathways for compliance with the policy, recognizing that every building is different and unique. These alternate pathways were recommended to provide a safety net for buildings who may otherwise not be able to attain set targets.

Anticipated Building Owner Costs

Costs associated with compliance were estimated at around \$4.50-\$5 per square foot, or an average of \$200,000/building (the same approximate cost of a tenant finish in Fort Collins) without accounting for rebates, incentives, tax deductions, and any other funding sources.

Communication & Engagement

Building Performance Standards is an impactful policy that will affect various parts of the community differently, and the success of the policy depends on effective engagement around policy specifics. Communication with both building owners and representatives, as well as with occupants and the broader community, needs to be clear, concise, inclusive, and accessible. Continuous feedback from the community should be encouraged and incorporated. Staff will create engagement and communication strategies that clearly outline next steps for building owners and representatives. Available resources and contact information will also be provided.

A dedicated Help Center will provide policy information through robust outreach and educational offerings. City Staff will leverage and build upon relationships to share information and gather feedback on available resources and community impacts. Vendor support will help balance significant anticipated fluctuations in staffing needs to assure a program representative is available on demand to answer questions and provide direction.

Communication will focus on sharing the body of resources available to support policy compliance. Planned resources include general education and guidance, along with robust technical and financial assistance that will be housed in a central location, termed a ‘hub.’ The planned building hub will include:

- Building owner portal.
- Forecasting tool.

- Technical support including guidance on requesting building assessments.
- Financial support including information on funding sources and green financing options.

Additional Assistance

The body of resources available to all buildings will be expanded for a subset of buildings that may require more assistance coming into compliance. A study funded by the 2050 tax is underway to identify which buildings in Fort Collins may need additional assistance, isolate any barriers they face in increasing building efficiency, and ensure resources offered best align with their true needs. Shared learnings from other jurisdictions suggest additional financial and technical assistance will be critical, along with increased education.

Multi-family housing, especially affordable multi-family housing, frequently warrants additional assistance. Fort Collins already offers 1.5 times the rebates for all multi-family efficiency projects through the Efficiency Works Community Efficiency Grant, and staff anticipate extra targeted assistance may be needed to prevent a BPS policy from exacerbating current housing affordability concerns.

Community contributors provided policy recommendations to protect affordable housing, and staff will continue to collaborate with local partners to assure sufficient support is provided. Staff will strive to ensure building owners understand the best ways to reach proposed targets while minimizing up-front costs that may be passed on to tenants.

Staffing

Staff anticipate a combination of internal and vendor support will be necessary to launch a successful BPS policy. Any vendor support will require the exceptional customer service that community members have come to expect from City of Fort Collins staff and programs. Staff allocations to Efficiency Works and other City programs will be evaluated so we can optimize the level of resources this program needs. Staff are proposing a BPS navigator position and program analyst whose primary roles will include responding to inquiries related to resources available for buildings owners. Staffing levels will need to be revisited regularly to ensure optimal customer service. Incorporating both internal staff and vendor costs, program costs per metric ton of carbon dioxide equivalent avoided are estimated to be on the lower range of current efficiency programs, ranging from \$10-\$40/MTCO₂e avoided.

NEXT STEPS

Staff are seeking feedback from City Council on any recommendations they may have on the BPS policy, and to provide feedback on any additional information they may need prior to considering BPS policy adoption.

ATTACHMENTS

1. Implementation Guide
2. Corrected Task 4 – Recommend Final Performance Standards
3. Presentation



Fort Collins Building Performance Standards (BPS) Implementation Guide

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Introduction

The City of Fort Collins' transformational goals around climate, energy, equity, and resilience outline concrete and innovative steps to both protect the future of our own community and to join the broader efforts of communities and jurisdictions across the country to fight climate change. Leading jurisdictions are adopting Building Performance Standards (BPS), which require performance improvements across a wide swath of buildings.

BPS can include multiple standards to increase performance in covered buildings. Targets become stricter over time, driving continuous, long-term improvement. BPS are generally designed to provide a flexible approach to building improvements, accounting for variations in buildings and allowing building owners to determine the best ways to meet their own specific targets.

In Fort Collins, over two-thirds of our community's carbon emissions come from local buildings. BPS are the most impactful, direct policy action the City can take to reduce emissions by 2030. BPS have the potential to be nearly as impactful as every other existing energy efficiency program combined. Additionally, BPS support the Council-adopted priority around electrification through increasing building efficiency and promotion of beneficial electrification strategies.

BPS represent an opportunity to boost health, safety, comfort, and resilience. Improved building efficiency aligns with Our Climate Future (OCF) goals by promoting clean indoor and outdoor air quality, safe and efficient buildings, and reduced energy burden. BPS can also bolster the local economy and improve building quality leading to more equitable outcomes.

BPS policy implementation is supported through a considerable body of best practice documents developed by reputable research leaders in the industry, such as the Institute for Market Transformation. There is also a growing body of knowledge and resources from other jurisdictions, including Denver, Boulder, Aspen, and the State of Colorado, who all have adopted BPS policies.

If City Council adopts BPS, Fort Collins Utilities will deploy a variety of planned resources and communications to support owners of the approximately 1,400 covered multi-family and commercial buildings. Policy recommendations outline a range of compliance options to accommodate the variety of building functions, size, ownership, and occupancy types. It is critical that building owners understand what is expected and that they have access to sufficient resources to support them through implementation.

Section 1: Administrative Structure

There is not a defined best practice around the number of staff needed to support a BPS policy, as there are several variables that impact that decision, such as the number of covered buildings, available alternate pathways, and the type of support offered to all versus a subset of covered buildings. It is also crucial to maintain adequate staff to manage any potential increased workloads due to travel, illness, turnover, etc. Fort Collins plans to have alternates determined who can serve on an as-need basis.

Full-time Employees (FTEs) and Resourcing

Best practice documents and experience from other jurisdictions demonstrate that BPS is likely to have significant fluctuations in both activity and the required support for building owners. To reduce impact of these fluctuations, partnering with external vendors allows program staff the flexibility to parallel needed support with those fluctuations without impacting City FTEs. Contractual staff may be used to support program needs, likely from 2026-2030.

When considering staffing needs and differentiating what is most appropriate for City staff or vendor support, the following criteria are relevant:

- Fluctuations in staffing resource needs.
 - Help Center support is projected to range from 0.5 FTE – 5 FTEs, with more support needed early in BPS implementation and prior to targets.
- Accessible support staff available upon demand.
 - It is important to ensure there is always someone available to answer building owners' questions.
- Consistent point of contact.
- Administrative costs.

Staff acknowledge a tension between the desire for fully internal staff communicating with building owners and the variability of staff hours needed to provide robust and timely support. Staffing needs will be assessed annually, and any necessary changes will be recommended as appropriate.

Key Roles

Core Internal Support:

<u>Program Manager (1 FTE)</u>	The Program Manager will own the implementation process and garner buy-in from key collaborators both inside and outside of the organization with support from the Program Sponsor and the Strategic Leadership Team. The Program Manager will ensure all pieces of the BPS implementation are developed in strong coordination.
<u>Energy analysis / data verification (0.5 FTE)</u>	The Program Analyst is experienced in managing and analyzing benchmarking data along with other available datasets. In collaboration with content experts, this staff

	member will complete internal data verification to run quality control on submitted data while providing a point of contact for escalated inquiries.
<u>Navigator (0.5 FTE)</u>	Staff propose a Navigator role to provide tailored assistance to building owners to help them understand options to cover the costs of required upgrades. The Navigator would help building owners and their representatives understand and navigate the complex array of financial resources available to them, including rebates, incentives, tax deductions, green financing structures and more. Staff foresee this role being necessary from 2026-2030.

Additional Key Responsibilities

Program Leadership

The Program Sponsor and Strategic Leadership Team will oversee program direction, implementation and management.

Annual Building Performance Assessment

Completed through existing Benchmarking ordinance; no additional resources required.

Ongoing Program and Policy Outreach

See Section 6: Resource Hub

Supporting Equity & Responsibilities

Best practice indicates the most successful policy mechanisms to drive equitable BPS implementation are enhanced help desk and technical support for disadvantaged communities along with equity-targeted financial incentives. In alignment with Task Force Recommendations, Staff are planning to provide under-resourced buildings additional support.

Core Vendor Support

Advanced Technical Support

Successful BPS implementation requires experience in whole building energy performance, which includes energy audits, retrofit management, retro-commissioning/tune-ups, and major retrofit work at a building. Building owners may benefit from desktop audits and/or on-site assessments.

Waivers and alternative compliance pathways are important for a nuanced and equitable BPS policy but can increase the required administrative effort. To relieve administrative burden, Vendor support is planned to assist with the following:

- Review both simple and highly technical documentation and queries.
- Provide engineering review of target adjustments and other complex cases.

- Additional technical support including reviewing waiver and timeline adjustment requests and responding to technical questions.

Vendor support allows the flexibility required to scale services provided as demand fluctuates.

Resource Hubs

See details in Section 6: Resource Hub.

This includes creating and maintaining the web portal including a dynamic building owner portal and forecasting tool.

Help Center

BPS Help Center staff will be available via phone, email, and scheduled calls to provide support for more in-depth questions for all buildings covered by the policy. Help Center staff may provide the following services:

- Sending compliance notifications to building owners informing them of the new policy, targets, deadlines, etc.
- Helping building owners understand their targets, deadlines, and options under the policy.
- Evaluating compliance status of buildings.
- Providing guidance to building owners on compliance pathways and alternate pathways.
- Reviewing alternate compliance pathway applications and documentation.
- Host interactive, virtual webinars on BPS regulations.
- Support direct mailings through the development of content and pulling mailing lists.

See Section 6, Communication Strategies, for further details on Help Center outreach and educational activities.

The Help Center will offer additional support to under-resourced buildings, which will be communicated to them directly through targeted outreach including email, direct mail, and phone calls. Outreach efforts are aimed to help under-resourced building owners understand and access additional support that will be available to them, including advanced support with target and compliance pathway review, energy assessment analysis, and advanced technical support (onsite energy assessment with report and recommendations on next steps to meet their BPS target).

Bilingual and translation services will be available.

Ongoing Support

To ensure feasibility and minimize negative impacts, various groups will provide ongoing support that will make recommendations as needed:

- Climate Equity Committee (CEC)
 - Continue to provide feedback from an equity lens; monitor for negative repercussions resulting from policy and make recommendations if they occur.
- Technical Committee
 - Continue to provide technical feedback. Monitor for unforeseen challenges from the building science lens and make recommendations if they occur.
- Community Contributor feedback

- Staff will continue to engage with community contributors as outlined in sections 4 & 6.

Section 2: Data Management and IT

Best practice encourages jurisdictions to develop robust management software to manage data and track compliance. Planned and existing City software include a transparent means to track energy performance, a Customer Relationship Management (CRM) tool, a portal for building owners, and a dashboard for program administration.

Existing Database and Customer Relationship Management

Fort Collins is in a strong position to launch a successful BPS given the existing data management system in place. The existing database tracks Energy Use Intensity (EUI) in covered buildings while maintaining historical records. Additional metrics as provided by the U.S. Environmental Protection Agency (EPA) tool ENERGY STAR® Portfolio Manager® are also tracked, including but not limited to building size, building type, associated buildings (e.g. multi-family complexes), and more detailed usage metrics.

The existing database also tracks building owner addresses (updated biannually from the Larimer County Assessor), building contact information and their relationship to the building, and tracks all historic communication with each contact.

Building Owner Portal

A planned building owner portal will allow owners and their representatives to see all properties associated with their account, as well as important information related to each building, such as compliance status, due dates for benchmarking and meeting BPS targets, and other fields customized to the City's requirements.

Owners can use the portal to:

- Update personal information.
- Access their previously submitted benchmarking and BPS data.
- Select BPS compliance pathway, submit requests for adjustments, EUI credits, waivers, or complete other compliance-related questions and/or upload required documentation.

The building owner portal will also include a Building Performance Forecasting Calculator tool, allowing building owners the ability to see their future year BPS target. Building owners will be able to add energy efficiency or renewable energy projects for forecasting and scenario planning purposes. The forecasting module will be configured to match the City's BPS targets (or caps as appropriate) and considers a building owner's historically reported benchmarking and BPS data. The platform also provides the ability to show a building owner their potential fines for non-compliance with BPS.

The calculator may include:

- Building data, including but not limited to building address, floor area, baseline performance, and most recent reported performance data.
- Forecasted performance after site EUI reduction: tool can display BPS targets and calculate the building's forecasted performance based on percent reduction from baseline/current site EUI data.
- Forecasted performance after EUI credits for onsite renewable energy.

- Forecasted potential fines based on scenarios with and without a reduction in energy use.
- Line graphs for visualization of each of the data scenarios described above.

Program Administrative Dashboard

The existing database will be expanded to include BPS metrics, track all submitted documentation (e.g., waivers, adjustments, etc.), allowing program staff to easily search and access all relevant documentation by building or contact. Program staff can add notes or flags and edit information (e.g. contact or address updates) as appropriate.

Software cost: Given the tools will build upon existing systems, year 1 software fees are relatively low, estimated at \$29,000 including set up and configuration. Ongoing costs are estimated at \$9,500 annually.

Section 3: Violations and Enforcement

Fort Collins BPS has been designed and will be implemented with the intention that the vast majority of buildings will comply without any need of an enforcement mechanism. However, local and national experience have shown the limitations of voluntary programs (in Fort Collins less than half of the projected opportunity within building performance is predicted to be achievable through incentive-based pathways). Fort Collins BPS will not be a revenue-generating policy, and every effort will be made to ensure funds are directed to building upgrades, not to paying City fines. There is an expected administrative effort will be associated with this effort.

Responsible parties

Building owners are the responsible party for BPS citations. In the case of a condominium, the registered Condominium Association is the responsible party. Ownership changes are tracked by program staff through biannual updates from the Larimer County Assessor, and additional updates are made by the Help Center during communication with building owners or representatives.

Fines

Fines are by kBtu (thousand British thermal unit) of non-compliance, meaning a building that is very close to its target will have a small fine, and one farther from its target would have a larger fine.

Individual fines in Fort Collins may not exceed \$3,000, although aggregate (or reoccurring) penalties for continued non-compliance may exceed \$3,000. Best practice in other jurisdictions suggests citations should be recurrent and should continue to reoccur until the building owner takes action. Fort Collins recommends a monthly recurrence until the total amount of the penalty has been included in citations, or until the building owner takes action, which would trigger a cure period.

Cure periods

Cure periods allow for the cessation of citations when and if a building owner takes action toward reaching their efficiency target. In practice, if a building owner receives their initial citation and determines that they would like to take action rather than continue to receive citations, they may demonstrate to Program Administration that they are taking action to meet their target (this could include meetings with contractors, receiving estimates for work, etc.). Thereafter citations would cease, however the building owner would be required to send regular updates documenting their progress toward their target. This assures that building owners are not directing funds toward citations that could be spent investing in building improvements. Cure periods will reduce the administrative burden on the prosecution and Court staff, while increasing administration on the program staff. Building owner updates and compliance status will continue to be recorded and tracked in the administrative and building owner portals.

Section 4: Local Coordination

Staff anticipate the need to coordinate with various governmental offices, both within and outside of Fort Collins, throughout implementation to align messaging and resources, coordinate with related programs, and acquire buy-in for local policy.

Platte River Power Authority/Efficiency Works Business

Platte River Power Authority (PRPA) is the wholesale power provider for Fort Collins, Loveland, Longmont, and Estes Park. As one of the member cities, Fort Collins benefits from programming offered through PRPA. Efficiency Works Business (EWB), a program offered in partnership with PRPA and the other member communities, provides both financial and technical support for efficiency projects. EWB has historically provided significant value (accounting for 70% of historical efficiency program savings) and an opportunity for growth in support of local BPS. The expansion of existing technical and financial resources necessary to support BPS can be streamlined and simplified through the existing partnership with EWB.

Core City Departments to Participate in Implementation

Sustainability Services is a strong collaborator in the BPS development process and will continue to be throughout implementation. Chief Sustainability Officer Jacob Castillo is the BPS Executive Sponsor. NOCOBiz Connect, our region's sustainable business program, presents an opportunity to share resources and recognize businesses for their creativity and excellence when implementing GHG reduction projects.

Utilities, including Communications and Marketing, Community Engagement and Energy Services, crafted the BPS development process and will develop resources and materials throughout implementation. Team members focus on customer-centered approaches to outreach, engagement, and materials development. Existing City newsletters, among several other methods, will be used to further advance communications.

Building Department and Energy Code Compliance partner with the BPS process in assuring technical standards are achievable and complementary of current and potential future energy code requirements.

Facilities Management continues to work toward achieving BPS that are already adopted for City buildings. Facilities management staff also partner with implementing staff in our Technical Committee, sharing experience to assure attainable targets and offramps.

City Attorney's Office, Prosecution team and Court team

See Section 4: Violations and Enforcement. The Program Manager and Program Analyst will work in partnership with the Municipal Court, Prosecution staff, and the City Attorney's Office to enforce BPS compliance.

Xcel Energy

Xcel Energy is a strong partner in providing both financial and technical resources to building owners, offering over 20 programs that support building efficiency in Colorado. Xcel rebates may be stackable with other financial incentives and will be a part of our Navigator's financial resource list.

Affordable Housing

Fort Collins benefits from a strong relationship with local subsidized affordable housing providers, which included their representation on our BPS Task Force. Affordable housing providers offered feedback on achievability, including detailed building data that was used to complete a BPS Case Study that demonstrates methods to meet potential targets (see BPS Case Studies, Council Work Session Material April 23, 2024). Staff will continue to partner to mitigate the risk of exacerbating current housing affordability concerns. Affordable housing is typically considered under-resourced in BPS policies and additional resources and/or timeline and target adjustments may be provided.

Green Financing

Green financing offers innovative financing techniques to enable green energy projects. Locally, program staff partner with Colorado Property Assessed Clean Energy (C-PACE) and the Colorado Clean Energy Fund (CCEF) to promote green financing and to isolate gaps in existing financing resources that the City can help address.

Local Jurisdictions

The State of Colorado, and the cities of Boulder, Aspen, and Denver have already adopted BPS policies. The existing strong relationship between these jurisdictions allows for shared learnings and resources, as well as greater opportunity to explore federal financing in partnerships with state and local jurisdictions. In consideration of existing State requirements, an approach to buildings within Fort Collins that are covered by the State BPS is outlined in Community Contributor Recommendations (Council Work Session Materials April 23, 2024).

Workforce Development

Staff partner with local industry organizations such as the Northern Colorado Home Builders Association and Northern Colorado Construction Sector Partnership to promote City scholarships designed to accelerate the education and knowledge of professional service providers in our community. This enables increased capacity to support local building requirements, BPS, and associated Council priorities.

Section 5: Resource Hub

Resource Hubs offer services and education in support of a BPS policy and were outlined as a critical resource by Community Contributors. A hub provides a central location where building owners can access essential guidance, technical assistance, information on available incentives, contractors, and more. Hubs aggregate the information that helps owners comply with a BPS policy, removing obstacles to compliance by spotlighting best practices and aiding those without the necessary educational, financial, or technical resources needed to act.

Throughout implementation, the City will continue to be guided by community engagement best practices observed, analyzed and outlined by a variety of organizations, including the Institute for Market Transformation (IMT), Colorado Energy Office (CEO), Environmental Protection Agency (EPA) and Department of Energy (DOE). Given the emphasis on the criticality of sufficient resources to support buildings owners shared by the Task Force and in best practice documents, engagement is an important step to disseminate planned resources.

Resource Hub content and Help Center cost:

Year 1: \$85,000;

Year 2-5 estimate: \$50,000/year

Identifying Needs

A first step to launching the hub is to identify gaps and areas of potential collaboration. City staff are exploring joint resources shared with local jurisdictions; however, Staff strongly recommend a centralized Fort Collins hub that includes all appropriate local resources in one place. The hub is expected to grow as further needs are identified throughout implementation.

Equity is a consideration when identifying needs, as Staff anticipates a subset of local buildings will have less access to the resources needed to comply with a BPS than other like buildings. Work is scheduled through 2024 to define and identify local under-resourced commercial and multi-family buildings, along with outreach to representatives from those buildings to determine barriers to increased efficiency.

Launching the Hub

The hub will include educational resources to assist in compliance. Planned resources to be created and launched upon BPS adoption include:

- A BPS compliance guide that details the City's rules and regulations.
- Live and recorded presentations (with downloadable slides) that provide an overview of the BPS regulations including step-by-step instructions on how to comply with building performance targets.
- On-demand video series that explains: BPS rules, how BPS works, processes to become compliant, alternate compliance options, and potential penalties for failing to meet EUI targets.
- Robust guides and documents: policy compliance checklists, FAQs, and pathway selection tools.
 - Pathway selection tools are simple, easy-to-use resources describing BPS compliance scenarios (e.g., caps, renewables, adjustments, and guidance on how to select a pathway and understand energy efficiency measures).

- Analysis of each building’s past energy performance and proximity to meeting their target.
- Case studies of buildings demonstrating efficiency measures to improve their energy performance and meet their BPS target.
- A financial hub focusing on available rebates, incentives, tax deductions, and other means of offsetting costs.
 - Information on green financing structures such as C-PACE and CCEF.
 - Guidance to help building owners navigate existing funding and financing opportunities.
- A technical hub including resources to educate owners on the most cost-effective upgrades to achieve their targets.
 - Information on efficient technologies.
 - Links tools such as the existing Building Efficiency Targeting Tool for Energy Retrofits (BETTER) and Energy Performance Improvement Calculator (EPIC).
 - Options for both desktop audits and whole building in-person assessments offered by the City.
 - Technical guidance documents for upgrades/measures related to: retrofitting major building systems (envelope, ventilation, heating/cooling, domestic hot water, plugs and process loads), implementing strategies to decrease energy-related operating costs and providing estimations of potential savings, and assessing high-performance building technology solutions.
- The hub will help connect building owners to Help Center support.

Advanced Technical Support

Advanced technical support will be provided to a subset of under-resourced buildings that require substantial assistance accounting for their existing energy use and targets.

Advanced technical support will consist of the following services:

- Collecting in-depth building data.
- Conducting quality assurance testing and engineering analysis.
- Conducting an onsite ASHRAE Level II energy assessment.
- Developing detailed building performance plans with energy-saving projects that can be implemented to meet interim and final targets.
 - The estimated energy savings for each project will be used to estimate the resulting EUI reduction and impact toward meeting the BPS. Recommended projects will be prioritized based on the lowest cost to meet interim and final targets.
- Reviewing performance plans with building owners to evaluate the feasibility of the implementation timeline and estimated cost to help them select appropriate measures.
- Drafting scopes of work for each project, including the steps necessary to complete the implementation and the project schedule. Building owners will then be able to use the plans to seek bids from vendors to perform the implementation work.

Advanced Technical Support Cost: \$7,500-\$10,000/building

Section 6: Communication and Engagement

Overview

Continued communication and engagement (C&E) are planned throughout implementation to ensure impacted segments of our community understand policy requirements and available resources. BPS policy implementation will impact multiple sectors of our community. If Council adopts a BPS policy, about 1,400 building owners will need to take some sort of action that can range from as little as acknowledging they have already met their targets to completing building upgrades.

Communication and Engagement Strategy

The level of public engagement in the initial phase of implementation is “Consult” on the [IAP2 Spectrum](#). This is defined as obtaining feedback on analysis, alternatives, or decisions. During this phase we will seek broad community feedback on the resources provided to support building owners. Concurrently and subsequently, public engagement will seek to “Inform,” as staff shares education and available resources.

C&E will begin upon policy adoption and continue throughout implementation. Implementation will follow an annualized plan-do-check-act approach, meaning staff propose action, implement it, measure its success, consult those impacted to understand how the process can be improved into the future, and repeat.

The *purpose* of C&E is to:

- Share available resources and compliance requirements with covered building owners and representatives.
- Isolate resource gaps and negative impacts to design and implement mitigation strategies.
- Inform the general community about BPS benefits and how they align with community priorities.

The *goals* of C&E are to:

- Integrate consultation process into annualized C&E strategy to ensure implementation has minimal negative impacts on covered building owners and occupants.
- Raise awareness and share resources supporting compliance requirements with covered building owners and representatives.
- Work with community contributors to determine if resource gaps exist and how to address them.
- Increase general community understanding of BPS alignment with community priorities.
- Continue to refer to existing and developing best practice guidance, including continued engagement with other jurisdictions.

The *desired outcome* of C&E is:

- Covered building owners and representatives receive information and resources to understand compliance requirements.
- Covered building owners achieve targets without penalties.

- The general community understands the benefits of BPS.

Projected Challenges

- Communicating a complex and technical policy with broad impacts.
 - The variety of audiences will have different relevant messages.
- Assuring an understanding of why this policy is important.
- Exploring potential unintended consequences through a plan-do-check-act process.
- Engaging with community members who may not support policy direction.
- Preventing misinformation or confusion with State of Colorado BPS requirement.

Audiences/Impacted Parties

Significant Impact	Light Impact
Building owners	Colorado Energy Office
Commercial property lease holders	Denver/Boulder/Aspen and other neighboring communities with benchmarking/BPS policies or goals
Property managers	Poudre School District (public buildings are not covered)
Facility and energy managers	Local universities and colleges (public buildings are not covered)
Utilities (Fort Collins Utilities and Xcel Energy)	Developer/architects/builders
Efficiency Works Business and Platte River Power Authority	Everyone else who lives, works, or recreates in Fort Collins
Local business associations	Municipalities considering implementing a similar policy
Commercial real estate brokers and lenders	Local boards and commissions
Building occupants and multi-family building residents	Local politicians
Key Accounts, Chamber of Commerce, NoCoRHA	
Affordable housing representatives	
Community groups/community members	
Local workforce/service providers	
Green building associations and researchers	

Tactics

Type of Outreach	Focus	Audience	By Whom
Direct mail	Initial notifications	All covered buildings	Utilities
Mass email	Initial and follow up notifications	All covered buildings	Help Center
Phone calls	Initial and follow up notifications	All covered buildings	Help Center
Virtual webinars	3-5 interactive webinars with Q&A	All covered buildings	Help Center

Drop-in office hours	Specialized or technical questions	All covered buildings	Help Center, tracking in CRM
E-newsletters	BPS and OCF (e.g., Environmental Services, City News, Building Services, Keep Current)	General public	Utilities
Media release	BPS adoption and OCF, Council alignment	General public	Utilities
Unpaid and paid social media posts	BPS and OCF, Council priorities	General public	Utilities
Tenant-owner outreach	Facilitate strong alignment on project opportunities	Building owners and tenants	Utilities
Personal support	Leverage NOCOBiz Connect and Efficiency Works Business	Select covered buildings	Utilities and local partners
Interviews and promotion	Promoting efficient buildings (e.g., stickers or window clings for buildings once they reach EUI target)	Early adopters	Utilities
Direct mail	Additional resources (technical, financial, translation)	Under-resourced buildings	Help Center
Email	Additional resources (technical, financial, translation)	Under-resourced buildings	Help Center
Phone calls	Additional resources (technical, financial, translation)	Under-resourced buildings	Help Center
Building Hub promotion	One-stop-shop website with resources, including local incentives. (e.g., buildinginnovationhub.org)	All covered buildings	Help Center and Utilities
One-on-one relationship management	Maintain critical relationships (internal and external) through meetings, discussions	To be determined, but may include initial building owners who provided input	Utilities +/- other City staff
Equity engagement	Provide feedback on City messaging to under-resourced buildings and help the City share resources in a way that's accessible; leveraging existing relationships and trusted community groups will hopefully lead to greater utilization of resources	Community-based organizations (CBOs) including affordable housing providers	Utilities
Equity engagement	Periodically examine equity outcomes, especially for disproportionately impacted and marginalized communities	Climate Equity Committee (CEC)	Utilities

	Recommendations feed into BPS plan-do-check-act process to identify any negative equity-related impacts		
Community meetings and events	Information at events (e.g., EcoFest, Bike to Work Day, Open Streets)	General public	Utilities

Messaging

Key messages will be adapted to the audience and will provide information on the benefits of BPS and their alignment with OCF. Key messages will utilize a change management approach that will acknowledge and address the change that BPS presents to our community.

Desired Outcomes and Associated Metrics

To ensure we are reaching our intended audiences and making data informed decisions, we will track various metrics to determine if we have achieved certain desired outcomes:

- Track number of activities and people engaged.
 - Metric: community engagement tracker statistics.
 - All communications with covered building owners or their representatives will be tracked in the Help Center CRM.
- Track performance of C&E strategies to isolate the best ways to engage various audiences.
- Utilize unique website links for digital metric tracking:
 - Building Hub
 - E-newsletters
 - Social media
 - Bill insert
 - Event handouts
- Create a flow of information that allows engagement activity results to be organized and referenceable.
- Continue to iterate on public engagement strategies by learning from experiences and adjusting the engagement to best fit what is needed.

Initial Notifications

The way we introduce BPS to the community and the affected members is vital to its success. Initial notification strategies are an important part of how we manage relationships with covered building owners and their representatives. As such, creating notifications will be a thoughtful process where we seek feedback from internal partners and impacted members of the community. A critical part of this process will be to seek input from disproportionately impacted communities, Community Based Organizations (CBOs), and the CEC to shape language and strategies that are truly inclusive and accessible.

Initial notification of an adopted BPS policy will acknowledge the significant change that BPS brings to the community. Messages should seek to educate, inform, and be shared in a way that encourages building owners to share their perspective. Communication should be clear, concise, and available in the building owner’s preferred language.

During initial outreach, Staff will utilize the “Consult” approach, sharing the wide-ranging resources created to support building owners and seeking feedback on accessibility, relevance, and any isolated gaps.

Notification by email and physical mail are essential but are only a part of the planned approach outlined in this section.

Staff benefited from robust engagement during policy development and will continue to expand upon existing relationships with representatives of impacted industries. Furthermore, as all potentially covered buildings are currently covered by the local Benchmarking ordinance (§12-202 of the Municipal Code), we have confirmed contact information associated with covered buildings.

Initial notifications will need to include several core elements:

- Notification that the policy exists.
- What buildings are covered.
- Policy timeline.
- Point of contact for questions.
- How the policy was developed.
- Why the policy was developed (ties to Our Climate Future and City Council priorities).
- Compliance pathways.
- Available resources (building owner portal, forecasting calculator, resource and technical hubs) including specific offerings for under-resourced buildings.
- Next steps (e.g., ensure your contact information is correct, link to compliance guide, review the building owner resource hub, planned and recorded webinars, other).

Notifications will acknowledge:

- Multiple audiences: different information may be relevant to various audiences.
- Plain language in communicating about a technical requirement.
- An opportunity for building owners to provide feedback.

Planned messaging and content will be shared with community contributors for feedback prior to finalizing.

Evaluation

Review effectiveness of each strategy and overall efforts annually, aligning with compliance as tracked in dashboard. Surveys of building contacts will illuminate their perspective on City engagement efforts. Third party program evaluation at the end of the interim goal period to ensure outcomes are being met. Continued engagement with the CEC and CBOs will evaluate near term community impact.

Costs

Included below are vendor costs and projected costs associated with communication and engagement (e.g., direct mailers, social media, outreach events, etc.).

	Year 1	Ongoing
C&E	\$20,000	\$20,000
Resource Hub and Help Center	\$85,000	\$50,000
Software Fees	\$29,000	\$9,500
Advanced Technical Support		\$7,500-\$10,000/building

Final Considerations

Implementing a successful and equitable BPS will require careful planning and an investment of resources. BPS is a new policy instrument, and as nationwide experience grows, more tools, best practices, and resources are likely to become available.

Utilities acknowledges the significant change a BPS policy will bring to Fort Collins, and Staff will continue to manage the process to better prepare those affected. Sufficient education and information are an integral part of the change management strategy, along with continuing to monitor the community for newly developing risks and aversion. The change management approach acknowledges that opposition is a part of the process and not a pause in the process, and it allows us to appropriately prepare to address potential concerns and questions.

Costs outlined in this guide may vary, and in general resource needs are expected to increase leading up to 2030 targets. Program staff are open to feedback and recommendations from leadership around proposed specifics.

City of Fort Collins Building Performance Standard

PERFORMANCE TARGET RECOMMENDATIONS

Typos in previously submitted version corrected below; see highlighted targets

BACKGROUND

In 2021, the City of Fort Collins, in partnership with residents and businesses, established a strategic goal to reduce 2030 greenhouse gas emissions by 80% below 2005 baseline levels. Fort Collins' buildings account for over two thirds of carbon emissions, and thus, the largest opportunity for carbon savings. The Our Climate Future plan, the community guide to creating a carbon neutral, zero waste, and 100% renewable electricity future, identified Building Performance Standards as a pathway to explore under Big Move 6: Efficient, Emissions Free Buildings.

This report recommends the Building Performance Standards, or “targets”, for buildings 5,000 square feet and above located in the City of Fort Collins. Technical analysis aimed to recommend achievable targets for building types (e.g., office, retail) by the year 2030.

The theory of this technical analysis is that there is a site EUI (energy use intensity) target that is technically achievable for nearly all buildings in an occupancy type that would encourage and enable, but not require, electrification. Setting an EUI target lower than that technically achievable lower limit would result in many buildings being unable to comply.

This report describes how the targets were calculated based on locally available data, national data, and achievable energy efficiency projects.

RECOMMENDED TARGETS

Final targets, which are the numeric value of site EUI that each covered building must achieve or exceed by the final year of the performance standard, were analyzed using the CNCA EBPS tool, which is described in *Methodology* section.

The primary target analyzed is an Energy Efficiency (EE) Target. These site EUI targets would be applied to each occupancy type in a building. The EE Target assumed all energy end uses were deeply optimized and tuned through efforts such as existing system optimization, high-efficiency water fixtures and conservation, efficient appliances, and retro-commissioning where appropriate. Occupant behavior changes such as energy conservation were not considered, though conservation would also work toward this target. This target-setting method assumed that typical buildings could maintain the use of fossil-fuel burning systems for typical end uses such as space and water heating but would eliminate inefficiencies of those systems.

Numerous studies suggest economically feasible reductions of 10-30%^{i,ii,iii} with an upper limit to reductions in typical buildings of 30%. The US Department of Energy (DOE) Advanced Energy Retrofit Guides list numerous measures and retrofit packages for several commercial building types without considering electrification. See [Technical References](#) for more detail on specific measures across a few building types.



Occupancy types with minimal gas use in the 2022 Median column have relatively smaller reductions to reach the EE target. Within a site EUI framework, all-electric buildings are typically more efficient because electricity-driven systems have fewer opportunities for energy waste, and that waste is expensive because electricity is a relatively expensive commodity compared to natural gas.

Table 1: Recommended Building Performance Targets by Occupancy Type

Occupancy Type	Baseline	Interim	EE Standard Target
	Site EUI	Site EUI	Site EUI
Adult Education	93	85	77
Ambulatory Surgical Center	128	117	105
Aquarium	133	122	112
Automobile Dealership	86	78	71
Bank Branch	101	91	82
Bar/Nightclub	279	264	249
Barracks	110	103	96
Bowling Alley	70	64	57
Casino	133	122	112
College/University	113	103	93
Convenience Store with Gas Station	286	262	237
Convenience Store without Gas Station	286	262	237
Convention Center	133	122	112
Courthouse	103	94	84
Data Center	See Below	See Below	See Below
Distribution Center	66	60	54
Drinking Water Treatment & Distribution	162	147	131
Enclosed Mall	140	130	119
Energy/Power Station	162	147	131
Fast Food Restaurant	279	264	249
Financial Office	69	63	56
Fire Station	75	68	62
Fitness Center/Health Club/Gym	74	68	61
Food Sales	286	262	237
Food Service	279	264	249
<i>Hospital (General Medical & Surgical) (Excluded)</i>	<i>208</i>	<i>191</i>	<i>173</i>
Hotel	77	71	65
Ice/Curling Rink	133	122	112
Indoor Arena	48	44	40
<i>K-12 School (Excluded)</i>	<i>59</i>	<i>53</i>	<i>48</i>
Laboratory	264	240	215
Library	76	70	63
Lifestyle Center	116	106	96
Mailing Center/Post Office	104	93	83
<i>Manufacturing/Industrial Plant (Excluded)</i>	<i>96</i>	<i>87</i>	<i>79</i>
Medical Office	69	63	56



Mixed Use Property	See Below	See Below	See Below
Movie Theater	112	102	92
Multifamily Housing	52	47	43
Museum	84	77	69
Non-Refrigerated Warehouse	43	40	36
Office	69	63	56
Other	81	73	66
Other - Education	93	85	77
Other - Entertainment/Public Assembly	66	61	55
Other - Lodging/Residential	80	75	69
Other - Mall	86	79	72
Other - Public Services	103	94	84
Other - Recreation	133	122	112
Other - Restaurant/Bar	251	235	219
Other - Services	70	63	56
Other - Specialty Hospital	128	116	104
Other - Stadium	133	122	112
Other - Technology/Science	162	147	131
Other - Utility	134	122	109
Outpatient Rehabilitation/Physical Therapy	128	117	105
Parking	See Below	See Below	See Below
Performing Arts	81	74	67
Personal Services (Health/Beauty, Dry Cleaning, etc.)	104	93	83
Police Station	103	94	84
Pre-school/Daycare	68	62	56
Prison/Incarceration	103	94	84
Race Track	133	122	112
Refrigerated Warehouse	76	69	61
Repair Services (Vehicle, Shoe, Locksmith, etc.)	65	59	52
Residence Hall/Dormitory	71	66	61
Residential Care Facility	110	102	94
Restaurant	251	235	219
Retail Store	60	55	49
Roller Rink	133	122	112
Self-Storage Facility	5	4	4
Senior Living Community	80	74	68
<i>Single Family Home (Excluded)</i>	66	61	55
Social/Meeting Hall	54	50	45
Stadium (Closed)	133	122	112
Stadium (Open)	133	122	112
Strip Mall	122	112	103
Supermarket/Grocery Store	180	164	148
Swimming Pool	133	122	112
Transportation Terminal/Station	133	122	112



Urgent Care/Clinic/Other Outpatient	80	73	66
Veterinary Office	98	89	80
Vocational School	93	85	77
Wastewater Treatment Plant	162	147	131
Wholesale Club/Supercenter	105	96	87
Worship Facility	43	39	35
Zoo	133	122	112

Certain use types require specific guidance:

Swimming Pools

Specific guidance can apply when swimming pools are a secondary use within a property. Heated swimming pools as a non-primary building use were identified in the 2022 benchmarking data:

- 9 entries contain *Heating Swimming Pools* as second largest property use type
- 34 entries contain *Heated Swimming Pools* as third largest property use type

SWA recommends using site EUI kBtu adjustments from ENERGY STAR Portfolio Manager. Portfolio Manager does not allow swimming pool size to be entered and instead assumes given sizes based on the pool type (recreational, short course, and Olympic). Given this, using a kBtu/SF target for pools on a per-building basis is infeasible.

Using the assumptions contained in the [Swimming Pools and the ENERGY STAR Score reference](#), Figure 1 and the calculations contained in Figure 2 of the same link, SWA calculated the equivalent site EUI values to compare to the source EUI values

	ENERGY STAR Source Energy kBtu/Yr		
	Recreational	Short Course	Olympic
School	1,250,920	2,084,866	6,234,213
	ENERGY STAR Site Energy kBtu/Yr		
School	1,160,077	1,933,462	5,781,480
	ENERGY STAR Source Energy kBtu/Yr		
Hotel	1,004,331	1,673,885	5,005,288
	ENERGY STAR Site Energy kBtu/Yr		
Hotel	925,231	1,542,051	4,611,075
	ENERGY STAR Source Energy kBtu/Yr		
Other	847,601	1,412,668	4,224,191
	ENERGY STAR Site Energy kBtu/Yr		
Other	775,964	1,293,273	3,867,174

Denver has a similar methodology and approach to the proposed site EUI-specific translation. Indoor pool calculations do not appear to have regionality built in, so the site EUI allowances can be used directly. See Appendix B2.



For outdoor pools, the impact on site energy use is relatively small, approximately 10-15% the impact of an equivalent indoor pool based on the ENERGY STAR reference linked above. Best benchmarking practices from ENERGY STAR indicate that pool energy use should be sub-metered and excluded from a Portfolio Manager entry. If this is not possible, our recommendation is to use the Denver equivalencies.

Data Centers

Data centers are listed as secondary property use types in two buildings in the 2022 Fort Collins benchmarking data. ENERGY STAR provides estimates^{iv} that allow buildings to identify these spaces' energy usage. These estimates are provided due to the complexity of calculating this space type's usage and the variations between them. The ENERGY STAR estimate for data center energy use per unit of floor area is as follows:

$$\text{Source Energy (kBtu)} = 2,000 \frac{\text{kBtu}}{\text{ft}^2} \times \text{Floor Area of Data Center (ft}^2\text{)}^v$$

However, there is a cap for the source energy of a data center if the data center's floor area is greater than 10% of the property's gross floor area, which is not frequently the case. SWA recommends referring to this guidance from ENERGY STAR to estimate energy use.

Washington DC and Denver reference this approach as well. However, the installation of a sub-meter to provide an accurate measure of data center energy data is strongly encouraged and considered a best practice.

Mixed Use Property

SWA recommends properties reporting as *Mixed Use* report their actual space use types to determine a weighted EUI target for the purpose of complying with BPS.

ENERGY STAR Portfolio Manager ESPM defines *Mixed Use* properties:

- "A Mixed Use (or multi use) property is one that contains multiple property types, none of which are *greater than 50%* of the total Gross Floor Area (GFA), *including parking GFA*."
- "Mixed Use properties can get an ENERGY STAR score and certification if they meet two criteria:
 - o 75% of the property's GFA (*excluding parking*) is comprised of property types that are eligible for an ENERGY STAR score
 - o At least one property type ([that is eligible for certification](#)) is more than 50% of the GFA (*excluding parking*)"^{vi}

Parking

ENERGY STAR Portfolio Manager instructs users to submeter parking usage within a building then exclude that energy use and gross floor area, or if data is not submetered, include the parking square footage and Portfolio Manger will estimate parking's energy usage. Further guidance is available at:

- [Parking and the ENERGY STAR Score in the United States and Canada](#)
- [How do I enter parking? \(site.com\)](#)

Parking frequency was identified in the 2022 benchmarking data:

- 3 buildings list *Parking* as the primary property type
- 269 entries contain *Parking* as second largest property use type
- 19 entries contain *Parking* as third largest property use type



SWA recommends two options for determining a *Parking* target:

- Adopt elements of Denver’s approach (Appendix B.3: Parking)^{vii}
 - o “data”
 - Stand-alone parking structures can also be excluded from BPS target setting
- Analyze IECC vs ENERGY STAR, adjust for Fort Collins weather
 - o Revise parking EUI targets based on ENERGY STAR Technical Reference and IECC code 2018
 - o Lighting power densities in the 2018 IECC are higher than the ENERGY STAR Technical Reference, but the Technical Reference includes ventilation and heating.
 - o See sample below from a separate jurisdiction:

Parking Recommendations	
	Parking Area Site Energy Target (kBtu/SF/Yr)
Partially Enclosed	4.5
Completely Enclosed	7.0

IECC 2018 Table C405.3.2(1)				
	End Use	W/ft2	Operating hours/day	Parking area site energy kBtu/SF/Yr
Parking Garage	Lighting	0.15	24	4.483

2023 Adjustment Based on ENERGY STAR Reference				
	End Use	W/ft2	Operating hours/day	Parking area site energy kBtu/SF/Yr
Partially Enclosed	General Lighting	0.11	24	2.85
	Daylight Transition Zone Lighting	0.95	12	1.42
	ENERGY STAR Site EUI			4.27
Recommendation (2018 IECC)				4.48
Completely Enclosed	General Lighting	0.11	24	2.88
	Daylight Transition Zone Lighting	0.95	12	1.42
	ENERGY STAR Site EUI			4.30
	Recommendation (2018 IECC)			4.48
	Ventilation	0.29	6	2.17
		0.01	18	0.22
	Ventilation Subtotal			2.39
Heating	0.009354	325*	0.01	
TOTAL				6.88



METHODOLOGY

The study team reviewed the current methods utilized for setting performance standards across the country. There is not a standard methodology used across jurisdictions, therefore they are selected based on localized goals and data availability.

To identify targets, the analysis team relied on the Carbon Neutral Cities Alliance’s “Performance Standards for Existing Buildings: Performance Targets and Metrics Final Report”^{viii}: a methodology and workbook^{ix} (“CNCA EBPS tool”) created to inform technically achievable performance standards across building occupancy types. Steven Winter Associates and Sustainable Energy Partnerships authored this framework in 2020 with participation by expert advisors and government sustainability staff from around the country.^x

The target calculations are comprised of four components; Define Paths and Targets, Typology Assignment, Baseline End Uses and Fuel Split Calculations, and Target Setting.

Define Paths and Targets

Building targets will not be useful unless based on achievable standards. These pathways, or packages of measures that can result in a building reaching a target, must be technically feasible today for each typology. The CNCA process identifies multiple target options:

- Energy Efficiency (EE) targets are determined based on an assumption of optimizing existing systems in the near term. *This is the method used to set the Fort Collins Targets.*
- More aggressive targets, such as long-term Zero Net Carbon (ZNC) targets will require replacement and electrification of major systems. *This methodology could be implemented for future targets.*
- Interim targets are developed to address technical performance limits. The most aggressive targets may not be achievable in the next 10-20 years because of equipment life, capital planning, and retrofit mobilization.
 - o For example, these interim targets identify where buildings need to be in 2027 so that the 2030 goals are achievable.

Site energy use intensity (EUI) was selected as the target performance metric as a way to promote holistic energy efficiency as well as decarbonization of fossil fuel systems.

Typology Assignment

Buildings are organized by typology based on prevalence within the jurisdiction in order to identify reasonable standards for each based on similarities of use and construction types.

The activities that occur within a building, along with the size, occupancy, and equipment, determine the energy use intensity and carbon emissions. As such, setting a single performance target (i.e.. 20% reduction) would not account for these variabilities. The City of Fort Collins’ performance targets were designed to be achievable for each unique building typology.

EPA’s ENERGY STAR Portfolio Manager (ESPM) is the industry standard for measuring building performance and tracking progress towards goals. ESPM has 87 different property types that were developed from the Energy Information Agency’s (EIA) Commercial Building Energy Consumption Survey (CBECS).

While some jurisdictions choose to group building types into fewer categories to assign targets, SWA recommends maintaining the 87 specific categories provides a more accurate representation of average building use profiles by category.



Additionally, the State of Colorado and the City of Denver utilized ESPM property types to both calculate and communicate building performance targets. Aligning Fort Collins' targets with those adopted by the Colorado Energy Office as much as possible will minimize confusion or unnecessary complication within the building energy industry across the state.

Baseline End Uses and Fuel Split Calculations

Site EUI Baselines

Energy use baselines in this technical analysis were based on calendar year 2022 energy use (weather normalized) from the City of Fort Collins, when available. In the case of limited data, where there were fewer than 10 benchmarked properties for a given use type, the most recent years of benchmarking data from Denver and Boulder were combined with Fort Collins to get a better picture of average energy usage. The recommended median baseline EUI was selected using the following hierarchy:

1. Fort Collins Benchmarking Data
2. CO Benchmarking Data
3. National CBECS Data

Note: Memos were generated on 1-24-2024 and 2-29-2024 describing this process and results in detail.

End Use Loads

Once median site EUI's were selected for each use type, target EUIs were calculated by applying feasible reductions to end uses. End use profiles in this technical analysis were based on national CBECS data and weather normalized.

This approach was selected to account for differing implications of varying fuel reductions. This methodology addresses the unique loads of differing building types, as well as the differences between gas and electric equipment efficiencies. For example, the amount of achievable heating savings for a warehouse is significantly less than what is possible for a multifamily building.



Table 2: End Use Breakdown by CBECS Property Type

CBECS Use Type	% Space Heating	% Domestic Hot Water	% Cooking	% Gas Other	% Cooling	% Plug Loads and Other
Multifamily Housing	49%	44%	7%	0%	33%	67%
Education	65%	17%	4%	14%	24%	76%
Food sales	54%	5%	41%	0%	4%	96%
Food service	18%	20%	62%	0%	20%	80%
Health care Inpatient	49%	23%	11%	17%	27%	73%
Health care Outpatient	91%	9%	0%	0%	11%	89%
Lodging	30%	56%	0%	14%	17%	83%
Mercantile Enclosed and strip malls	38%	24%	26%	12%	13%	87%
Mercantile Retail (other than mall)	71%	9%	21%	0%	16%	84%
Office	64%	12%	0%	24%	15%	85%
Other	95%	5%	0%	0%	15%	85%
Public assembly	73%	4%	13%	10%	40%	60%
Public order and safety	51%	42%	7%	0%	25%	75%
Religious worship	82%	0%	18%	0%	23%	77%
Service	70%	30%	0%	0%	17%	83%
Warehouse and storage	63%	11%	0%	26%	16%	84%
Vacant	91%	9%	0%	0%	15%	85%

End use profiles were then mapped to ESPM typologies to calculate averages using local benchmarking electricity and natural gas use data.

Target Setting

EE Targets are set for the typologies accounting for the baseline use of buildings, feasible reductions, and ultimate reduction goals. EE targets describe interim steps and performance standards that can be applied to gas-using end uses to reduce energy use without electrification. The resulting energy efficiency performance targets will not be enough to achieve zero-net carbon targets since gas and on-site combustion are implicitly allowed.

Zero Net Carbon (ZNC) targets build off the EE Target as a new baseline and converts all fuel-burning end uses to electricity using a ratio for that end use. This is included in the proposal for future consideration acknowledging Fort Collins' 2050 goals.

Achievable Reductions

To calculate feasible targets, the study team approximated what the typical building of a given occupancy type can achieve using assumptions on existing systems and their efficiency, both current and what is technically achievable. This summarizes the approach to target setting, but it does not dictate a specific retrofit package for a particular building. Any individual building would develop a scope of work that reflects how it would achieve or exceed its respective target.



The results of the following retrofits align with the Energy Efficiency (EE) target:

1. Energy efficiency improvements to all end uses that require electricity. In a carbon-neutral grid scenario, this measure reduces electricity loads and constraints on the grid when gas end uses are electrified.
2. Basic air sealing and, while not required, enhanced thermal efficiency of most commonly replaceable envelope elements (i.e., windows, roofs) may be done at end of useful life to meet targets.
3. Energy efficiency of gas-based space heating systems – such as better heating controls, duct sealing, distribution balancing. [This does not include installation of more efficient gas equipment.] Electrification of heating systems would not be required but could be done as a way to meet the target.
4. Energy efficiency domestic hot water systems – such as better controls, pipe insulation, low flow fixtures. [This does not include installation of more efficient gas equipment.] Electrification of domestic hot water systems would not be required but could be done as a way to meet the target.
5. Potential efficient electrification of cooking, laundry, and other gas process loads would not be required but could be done as a way to meet the target.

The target does not explicitly assume the addition of (a) wall insulation to the exterior of the building, (b) high performance window installations, or (c) energy recovery ventilation systems because of the limited applicability of the measures across all building types. However, these measures can greatly improve the performance of buildings and make further decarbonization possible by reducing heating and cooling loads, thereby decreasing the necessary capacity of electric heating and cooling systems. These retrofits could be implemented by any individual building in pursuit of achieving a site EUI target, but the target-setting calculations themselves do not assume the implementation of these retrofits.

To apply these assumptions, achievable percent reductions, described in Table 3, were applied to the end use of each ESPM property type.



Table 3: Achievable energy reduction percentages by end use

End Use	Assumptions	Current Fort Collins Assumptions
Baseload Electricity	Lighting efficiency improvements, appliance upgrades, plug load management, elevator replacement; basic air sealing	20%
Space Heating	Controls and distribution improvements to reduce overheating; basic air sealing	20%
Water Heating	Reduction in distribution losses and fixture GPM reductions	10%
Cooking	Improvements would require equipment replacement with more efficient options	0%
Other	<i>Laundry</i> : Point of use equipment for specific uses. Same approach as cooking <i>Gas Process Loads</i> : Various industrial and process loads (cleaning, lab equipment, etc) including laundry. Accounts for 4% of gas use nationwide. Wide range of dissimilar uses.	0%



APPENDICIES

FUTURE CONSIDERATIONS

While Fort Collins will begin with an Energy Efficiency standard, it is important to consider what targets are necessary to achieve city, state, and national goals towards carbon neutrality. As such, a Zero Net Carbon-Compatible (ZNC) target was also analyzed for future consideration.

A Zero Net Carbon-Compatible (ZNC) Target: an EUI level simulating the electrification of all fossil fuel end uses using market-ready technology in an energy efficient building. This target was intended to be compatible with Zero Net Carbon goals because it implicitly required the elimination of most on-site fuel burning.

The ZNC target assumes on-site fuel burning is eliminated through electrification, further reducing site EUI based on standard assumptions in the CNCA EBPS tool. This Zero Net Carbon-Compatible (ZNC) target can be thought of as a technically feasible limit on building energy performance for each group.

The electrification of end uses assumes that those end uses are optimized through the energy efficiency assumptions laid out in the Energy Efficiency target. While the order may not always be sequential, the technical potential of buildings would be realized by optimizing end uses, especially space heating and cooling uses and electrifying beyond those uses. Alternatively, it may be easier for some buildings, such as those with difficult-to-optimize heating systems (i.e., central steam plants) to electrify immediately and undertake the energy efficiency measures in parallel. Energy efficiency of heating and cooling may be achieved with the act of modernizing the system, enabling better control and heat delivery, instead of undertaking the often-challenging task of optimizing the existing heating systems.

The largest percentage savings required to reach the targets was in multifamily buildings, particularly older multifamily buildings, which typically have central heating and hot water systems heated by burning fossil fuels. These systems have the most potential for site EUI reduction because the heat pump systems that can replace them are efficient in comparison¹¹.

Table 4: Projected ZNC Targets

Occupancy Type	Baseline Site EUI	ZNC Target Site EUI
Adult Education	93	40
Ambulatory Surgical Center	128	66
Aquarium	133	58
Automobile Dealership	86	41
Bank Branch	101	55
Bar/Nightclub	279	148
Barracks	110	59
Bowling Alley	70	42
Casino	133	58
College/University	113	54
Convenience Store with Gas Station	286	172
Convenience Store without Gas Station	286	172



Convention Center	133	58
Courthouse	103	44
Data Center	tbd	tbd
Distribution Center	66	32
Drinking Water Treatment & Distribution	162	92
Enclosed Mall	140	78
Energy/Power Station	162	92
Fast Food Restaurant	279	148
Financial Office	69	43
Fire Station	75	35
Fitness Center/Health Club/Gym	74	41
Food Sales	286	172
Food Service	279	148
<i>Hospital (General Medical & Surgical) (Excluded)</i>	<i>208</i>	<i>112</i>
Hotel	77	49
Ice/Curling Rink	133	58
Indoor Arena	48	27
<i>K-12 School (Excluded)</i>	<i>59</i>	<i>31</i>
Laboratory	264	128
Library	76	42
Lifestyle Center	116	74
Mailing Center/Post Office	104	34
<i>Manufacturing/Industrial Plant (Excluded)</i>	<i>96</i>	<i>48</i>
Medical Office	69	41
Mixed Use Property	tbd	tbd
Movie Theater	112	67
Multifamily Housing	52	26
Museum	84	46
Non-Refrigerated Warehouse	43	21
Office	69	38
Other	81	43
Other - Education	93	40
Other - Entertainment/Public Assembly	66	35
Other - Lodging/Residential	80	46
Other - Mall	86	53
Other - Public Services	103	44
Other - Recreation	133	58
Other - Restaurant/Bar	251	110
Other - Services	70	30
Other - Specialty Hospital	128	91
Other - Stadium	133	58
Other - Technology/Science	162	92
Other - Utility	134	67
Outpatient Rehabilitation/Physical Therapy	128	66



Parking	tbd	tbd
Performing Arts	81	42
Personal Services (Health/Beauty, Dry Cleaning, etc.)	104	34
Police Station	103	44
Pre-school/Daycare	68	35
Prison/Incarceration	103	44
Race Track	133	58
Refrigerated Warehouse	76	54
Repair Services (Vehicle, Shoe, Locksmith, etc.)	65	26
Residence Hall/Dormitory	71	41
Residential Care Facility	110	65
Restaurant	251	147
Retail Store	60	32
Roller Rink	133	58
Self-Storage Facility	5	3
Senior Living Community	80	49
<i>Single Family Home (Excluded)</i>	66	27
Social/Meeting Hall	54	27
Stadium (Closed)	133	58
Stadium (Open)	133	58
Strip Mall	122	73
Supermarket/Grocery Store	180	115
Swimming Pool	133	58
Transportation Terminal/Station	133	58
Urgent Care/Clinic/Other Outpatient	80	46
Veterinary Office	98	51
Vocational School	93	40
Wastewater Treatment Plant	162	92
Wholesale Club/Supercenter	105	66
Worship Facility	43	18
Zoo	133	58



APPENDIX: TECHNICAL REFERENCES

Targets are intended to achieve energy efficiency savings while not specifically requiring electrification for a median performing building. These reductions are intended to use technology and best practice O&M strategies available today.

Estimated reductions are based on a range of literature on building retrofit outcomes:

- Lawrence Berkeley National Laboratory, Systems Retrofit Trends in Commercial Buildings: Opening Up Opportunities for Deeper Savings
 - o https://buildings.lbl.gov/sites/default/files/Regnier%20-%20Systems%20Retrofit%20Trends.docx_1.pdf
- Berkely Lab, U.S. Building Sector Decarbonization Scenarios to 2050
 - o <https://buildings2050.lbl.gov/>
- Lawrence Berkley Lab, Building Commissioning
 - o [lbnl-cx-cost-benefit-pres.pdf \(lbl.gov\)](https://www.lbl.gov/~/media/berkeleylab/pdf/lbnl-cx-cost-benefit-pres.pdf)
- ACEEE, Moving the Needle on Comprehensive Commercial Retrofits
 - o <https://www.aceee.org/sites/default/files/pdfs/b2203.pdf>
- Department of Energy Advanced Energy Retrofit Guides
 - o <https://www.energy.gov/eere/buildings/advanced-energy-retrofit-guides>
- Energy Savings from GSA's National Deep Energy Retrofit Program
 - o <https://www.gsa.gov/system/files/NDEREnergySavingsReport5.pdf>
- Fort Collins Provided Data
- Buildings Sector Report, A Technical Report of the Massachusetts 2050 Decarbonization Roadmap Study
 - o <https://www.mass.gov/doc/buildings-sector-technical-report/download>
- Ecotope for the City of Seattle, Building Energy Use Intensity Targets Final Report
 - o https://www.seattle.gov/documents/departments/ose/bldgeny_targets_2017-03-30_final.pdf
- Northwest Energy Efficiency Alliance, A Search for Deep Energy Savings NEEA's Study of Existing Building Energy Efficiency Renewals Final Report
 - o https://newbuildings.org/wp-content/uploads/2015/11/NEEA_Meta_Report_Deep_Savings_NBI_Final81520111.pdf
- One City Built to Last: Transforming New York City Buildings for a Low-Carbon Future, Technical Working Group Report.
 - o https://www.nyc.gov/html/gbee/downloads/pdf/TWGreport_2ndEdition_sm.pdf
- Guarini Center on Environmental, Energy & Land Use Law, Carbon Trading for New York City's Building Sector
 - o <https://guarinicenter.org/9430/>
- Building Energy Exchange, Low Carbon Multifamily Retrofit Playbooks:
 - o <https://be-exchange.org/lowcarbonmultifamily-main/>
- International Energy Agency Deep Energy Retrofit – Case Studies
 - o https://iea-ebc.org/Data/publications/EBC_Annex%2061_Subtask_A_Case_Studies.pdf



APPENDIX: METHODOLOGY COMPARISONS

Institute for Market Transformation (IMT) BPS Model Ordinance

IMT created a BPS model ordinance which calls for the government department implementing the ordinance to:

- Sort covered buildings into groups according to property type (office, retail, etc).
- Create more targeted categories if desired (affordable housing, convenience stores separate from grocery, etc).

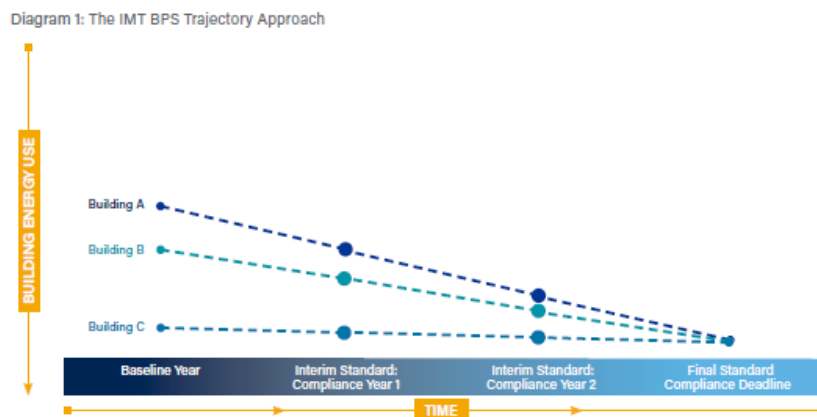
Ambitious but achievable final performance standards are set for each property type by a specified future date

- IMT recommends setting final performance standards 15-30+ years in the future. This long timeframe will allow almost all buildings to encounter at least one opportunity to make a capital investment to dramatically improve performance, such as replacing a roof or HVAC system.
- IMT recommends an interim performance standard to ensure that buildings make progress toward the final performance standard, in five-year intervals

A “trajectory approach” identifies interim standards for each individual building to reflect its baseline performance. The ordinance assumes that performance data is available for covered buildings for each of the standards included in the ordinance or that needed data will be collected as the first step in implementing the ordinance.

The diagram below illustrates how a department determines each individual building’s trajectory and interim performance standards.

- The building’s performance level in the baseline year and its required performance in the final year are plotted.
- Three multifamily buildings must meet the same standard, but have different improvement slopes based on their starting performance; Building A has a higher EUI and must reduce energy more dramatically than Building C which only needs to maintain current levels of efficiency.



The final page of the guidance document shares a recommends use of the CNCA tool:

<https://www.imt.org/resources/imt-model-bps-ordinance-summary/>



Colorado

Each covered building must meet a maximum site EUI standard based on its occupancy type by the year 2030. CO owners can also elect GHGI targets.

- Buildings are required to meet interim performance targets in 2026 to ensure progress toward the final, 2030 standard.
- Interim targets are determined according to the building's "trajectory" from its baseline site EUI performance in 2019 to the final site EUI standard for its property type.

Denver, CO

Denver employed IMT's BPS "trajectory approach" from their Model Ordinance.

Denver worked with an engineering firm to analyze benchmarking data and national CBECS data to determine EUI performance standards for covered property types.

Each covered building must meet a maximum site EUI standard based on its occupancy type by the year 2030. Buildings are required to meet interim performance targets in 2024 and 2027 to ensure progress toward the final, 2030 standard. Interim targets are determined according to the building's "trajectory" from its baseline site EUI performance in 2019 to the final site EUI standard for its property type.

There are over 70 building types with specific site EUI targets for 2030. There are several unique building types (e.g., museums, convention centers, etc.) for which Denver was not able to set a specific Site EUI target for 2030. Instead, buildings of these types must achieve a 30% Site EUI reduction from their 2019 baseline.

Boston, MA

Boston hired a consulting company, Synapse Energy Economics, to recommend GHG standards for each covered property type and to estimate the cost of common emission abatement strategies.

Property types are organized by ENERGY STAR Portfolio Manager building types, and each property type has its own GHG target starting in 2025 until 2050 where all buildings are limited to 0. Targets become more stringent every 5 years. Building owners can apply for an individual compliance schedule achieving 50% emissions reduction by 2030 and 100% by 2050 using a 2005 or later baseline.

Montgomery County, MD

Montgomery County set specific EUI standard by building type with interim and final standards. Targets were set using the CNCA tool methodology.

New York, NY

New York City used audit data collected under its Local Law 87 to analyze the most cost-effective energy and GHG reduction strategies in its large building stock.

Goals include reducing aggregate GHG emissions from covered buildings by 40% in 2030 and 80% by 2050 relative to 2005 levels. This will be achieved through gradual improvements outlined in compliance cycles of 5 years, beginning in 2024.

Emissions limits for various building class types are outlined for compliance periods of five years starting in 2024, becoming more stringent each period.



Washington DC

Washington, DC set most of its standards for most property types at the local median ENERGY STAR score for each property type. The city worked with C40 Cities and Lawrence Berkeley National Laboratory to estimate the costs and savings at the building level.

The building energy performance standard shall be no lower than the District median ENERGY STAR score for buildings of each property type. The city will issue new performance standards every six years, and will set campus-wide standards for educational campuses and hospitals.

Chula Vista, CA

Compliance cycle occurs every five years. One target is based on ENERGY STAR scores:

- Baseline ENERGY STAR Scores of 0-45 have an improvement target of 30%
- 46-65 of 20%
- 66-79 of 10%

Alternatively, properties may comply by reducing their EUI as compared to the baseline measure.

- Baseline EUI-WN of 80+ have a reduction target of 30%
- 51-79 of 20%
- 19-50 of 10%

These targets refresh with every compliance cycle and are subject to change.

Additionally, there is a minimum improvement target buildings must meet every 10 years. This involves minimum improvements of 15% for baseline Energy Star scores of 0-45 and 10% for 46-65.

Additional requirements include:

- Annual benchmarking through Energy Star Portfolio Manager
- Energy audits in conformance with ASHRAE Standard 211 at Level 1 or greater to be completed every five years.
- Retrocommissioning is to be completed every five years in buildings containing 50,000 SF of conditioned space, including HVAC, lighting, water heating, and renewable energy systems

Washington

Washington used an amended version of *ASHRAE Standard 100 – Energy Efficiency in Existing Buildings* to set EUI targets for covered properties. EUI targets must be no greater than the average energy use intensity for the building's occupancy type with adjustments for unique energy-using features. Proposed rules set first target at 15% below average EUI for building type.

Rather than estimate compliance costs for covered properties, the state wrote a requirement into its law that buildings that do not meet the standard on their own by the compliance deadline will go into a conditional compliance path.

These owners are required to conduct an energy audit and energy management plan that uses life-cycle cost analysis to determine a bundle of measures that will meet the standard with a savings-to-investment ratio of 1.0 or greater. Thus, no owner will be required to pay for uneconomic improvements.

Maryland

Existing buildings over 35,000 square feet achieve a 20% reduction in net direct greenhouse gas emissions on or before January 1, 2030, as compared with 2025 levels for average buildings of similar construction; and net-zero direct greenhouse gas emissions on or before January 1, 2040.



Saint Louis, MO

Standards to be set no lower than the 65th percentile by property type, so that at least 65% of the buildings of the property type have a higher EUI. The Office of Building Performance will issue new performance standards at the end of each compliance cycle.

ⁱ NYC Buildings Technical Working Group. See Rudin Management case study, page 71, among others:

https://www1.nyc.gov/assets/sustainability/downloads/pdf/publications/TWGREport_04212016.pdf

ⁱⁱ <https://www.aceee.org/sites/default/files/publications/researchreports/a1402.pdf>

ⁱⁱⁱ DOE Advanced Energy Retrofit Guides (AERGs) for various commercial building types, also detailed in Appendix III:

<https://www.energy.gov/eere/buildings/advanced-energy-retrofit-guides>

^{iv} [Data Center Estimates in the United States and Canada \(energystar.gov\)](https://www.energystar.gov)

^v https://www.energystar.gov/sites/default/files/tools/Data_Center_Estimates_August_2018_EN%20-%20508%20Blue.pdf

^{vi}

https://portfoliomanager.energystar.gov/pm/glossary?_gl=1*3hftae*_ga*MTM3MjU2OTk0Mi4xNzAxNzE3NjE5*_ga_S0KJTVVLQ6*MTcwMzA4NDA3My4yLjAuMTcwMzA4NDA3My4wLjAuMA..#FinancialOffice

^{vii} https://denvergov.org/files/assets/public/v/1/climate-action/documents/energize-denver-hub/ed-technical-guidance-buildings-25000-sq-ft-and-larger-v2_june-2023_clean.pdf

^{viii} <http://carbonneutralcities.org/wp-content/uploads/2020/03/CNCA-Existing-Building-Perf-Standards-Targets-and-Metrics-Memo-Final-March2020.pdf>

^{ix} <http://carbonneutralcities.org/wp-content/uploads/2020/03/CNCA-Existing-Building-Perf-Standards-Targets-Workbook-Final.xlsx>

^x Slide 4. <http://carbonneutralcities.org/wp-content/uploads/2020/03/CNCA-Existing-Building-Perf-Standards-Project-Summary-Final.pdf>

¹¹ Hopkins, Takahashi, Glick, Whited. “Decarbonization of Heating Energy Use in California Buildings”. October 2018. Synapse Energy Economics, Inc. Page 10 says “*Because a heat pump moves heat rather than generating it, the efficiency of heat pumps can be over 100 percent... for heating season, heat pumps could typically have a COP exceeding 3, meaning a heat output 300 percent of the energy input.*” This 300% efficiency is much more efficient than the <95% efficient gas equipment that a heat pump would replace.

Building Performance Standards (BPS): Implementation

Brian Tholl

Senior Manager, Energy Services

Katherine Bailey





- Do Councilmembers have feedback on the proposed outreach and engagement strategies?
- Do Councilmembers have feedback related to the staff approach for providing supporting resources?
- What additional questions or feedback do Councilmembers have ahead of considering policy adoption?

S Overview: Covered Buildings in Fort Collins

Building Size	Building Count	Building Count	Reduction Target	Reduction Target	Reduction Target	Upgrade Cost (Per Square Foot)
	Number of buildings	Buildings that need to act	Compliance requirement timeline	Individual reduction cap	Average reduction to target	
5,000-10,000 square feet	310	200 (65%)	2035	15%	9%	\$4.11 to \$4.56
10,000+ square feet City covered	780	520 (66%)	2030	25%	13%	\$4.69 to \$5.05
State covered	80	60 (77%)	2030	29%	17%	\$4.40 to \$4.74

Based on 2023 reported benchmarking data; some buildings are campuses which include multiple structures

C&E will be:

Human-Focused

- Accessible
- Inclusive
- Encourage and incorporate feedback
- Acknowledges the change BPS brings
- Be sensitive to buildings' unique challenges and needs

Dynamic

- Leverage various communication channels
- Offer robust resources and options
- Provide personalized support
- Enable covered buildings to meet targets without citations



Help Center

- Raise awareness and educate building owners about requirements
- Provide direct, timely assistance and information to covered buildings across each step of the compliance journey
- Carefully manage customer relationships

City Staff

- Collaborate with industry and community partners
- Strengthen community relationships
- Ensure seamless administration of BPS processes

A **Hub** is a central location with critical guidance, technical assistance, access to available incentives, contractors, and more.

Technical Support	Financial Support
Building Owner Portal	Navigator Role Helps building owners find financial resources
Forecasting Calculator Tool	Additional City Incentives
Educational Hub Trainings, video series, educational guides, checklists, FAQs, case studies, etc.	Financial Hub Information on rebates, incentives, tax deductions, green financing, etc.
Technical Hub Guidance documents, strategies to reduce energy use, on-site and remote audit options	Partnership with green financing programs

Work Underway

- Outline which Fort Collins buildings need more resources
- Engage with building representatives to isolate barriers to efficiency

Projected Additional Resources

- Educational, technical, financial, enhanced engagement strategies

Check Back In

- Partner with the community to ensure resources are offered in a way that's accessible to *all* building representatives



Best Practice

- Extra assistance available to affordable housing
 - Project management support
 - Robust technical and financial support

Outreach

- Actively recruit affordable housing providers to make sure they are aware of additional support

Community Contributor Feedback

- Multi-family buildings



Role of Fines

Fines in regulatory programs are designed to drive engagement and compliance. To achieve this, fines need to be slightly higher than the projected cost of compliance.

Recommendation:

- \$0.70 per kBtu (thousand British thermal unit) of non-compliance
 - A building that is very close to its target will have a small fine, and one farther from its target would have a larger fine.
- Citations reoccur until the building owner takes action or total amount of penalty is paid.
- Building owner action triggers a cure period.
 - Cure periods allow for the cessation of citations when and if a building owner takes action toward reaching their efficiency target.

**Proposed
City Staff**

Staff	# of Full Time Employees
Program Manager	1
Program Analyst	0.5
Navigator	0.5

**Direct City
Costs including
Vendor Costs**

Support	Year 1 Costs	Ongoing Costs
Communication and Engagement	--	\$20,000
Resource Hub and Help Center	\$50,000	\$85,000
Software Fees	\$95,000	\$29,000
Advance Technical Support	\$7,500-10,000 per building	--

Item 3. **Building Owner and Community Engagement: Next Steps**

Inform

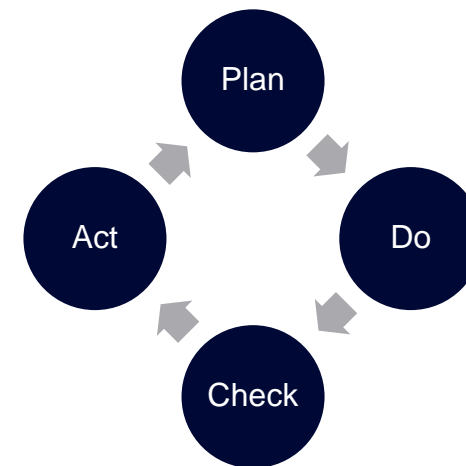
- Requirements and next steps
- Tools for success
- How to find support

Consult

All resources

Community contributor input

- Usefulness and accessibility of resources
- Additional challenges/gaps?



Adoption

Implementation

Target Date

Item 3. **S Questions for Councilmembers**



- Do Councilmembers have feedback on the proposed outreach and engagement strategies?
- Do Councilmembers have feedback related to the staff approach for providing supporting resources?
- What additional questions or feedback do Councilmembers have ahead of considering policy adoption?



BPS Questions:

Katherine Bailey

Program Manager, Energy Services

Kbailey@fcgov.com

970-221-6818



Additional Context

Katherine Bailey

Program Manager, Energy Services



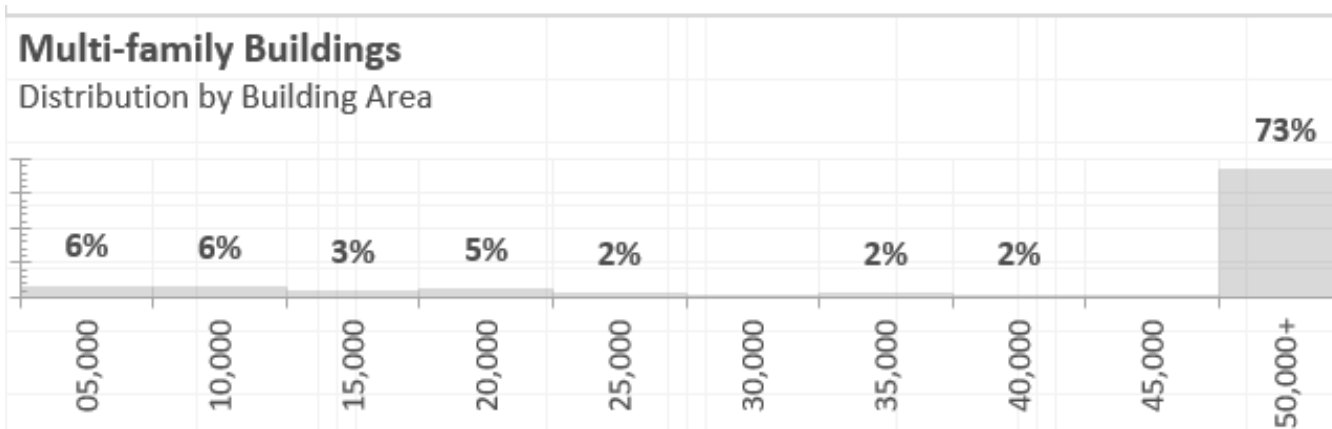
Item 3. Covered Multi-family Buildings



Recommended Definition

§12-202 of the Municipal Code: Covered buildings include apartment and condominium buildings three stories or more in height above grade

- 150 multi-family buildings
 - 100 need to take action to meet recommended target
- Average reduction to target aligns with other property use types
- Cost per square foot is lower than other property use types due to average size of covered buildings:



How do we calculate building targets, savings, and costs?

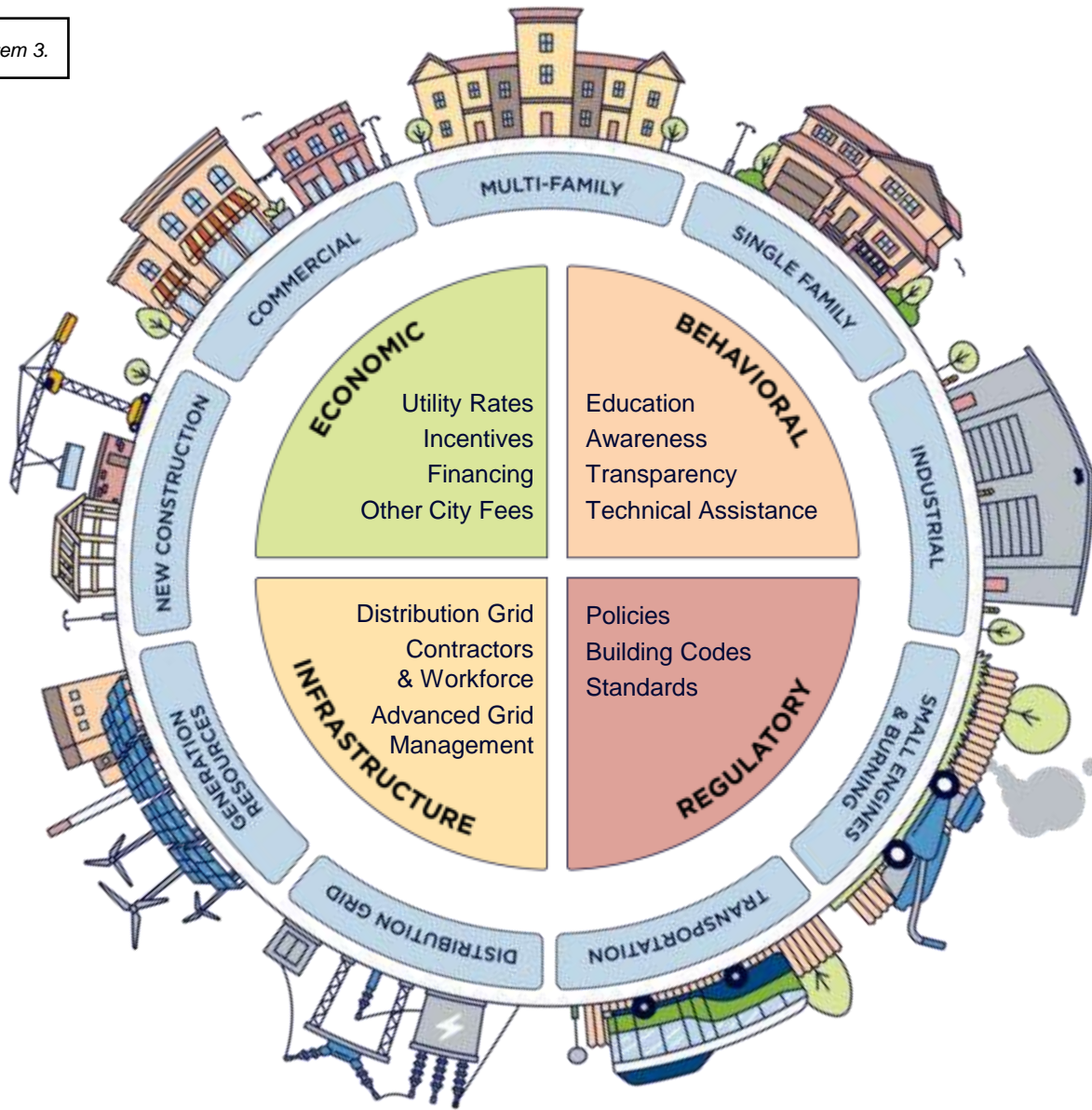
- Benchmarking data from 1350 Fort Collins building Portfolio Manager reports
- Cross referenced with 54,000 Larimer County tax parcels, 74,000 electric services, 77,000 City GIS addresses
- Aggregating to 46,000 buildings with unique identifiers
- Resulting in 200+ data fields/building
- Incorporating national energy data, local potential studies, reported data from other jurisdictions, detailed local project data (Efficiency Works Business)

Utilities 2023 Energy Services portfolio of programs costs an average of \$31 per MTCO_{2e} avoided

- Individual projects and efforts range from \$10 to \$150 per MTCO_{2e} avoided
 - Income qualified program \$126 /MTCO_{2e}
 - Benchmarking \$11/MTCO_{2e}

Building Performance Standards projected cost per MTCO_{2e} avoided: \$10 to \$40/MTCO_{2e}

- Incorporating a range of advanced technical support (offered to ¼ to 100% of covered buildings)
- Incorporating additional incentives of up to \$2 million/year



Areas of Impact

Some levers can be used to make progress toward goals across several segments of the community, while others are more unique to a given segment.

- Existing buildings impacts recognized by economic and behavioral levers.
- New construction impacts mostly recognized in advancement of building energy code.

Case studies are provided on the most common property use types covered by the proposed BPS

Status	Occupancy Type	Purpose	Estimated Cost/SF
Completed	Office	Moderate energy savings required (9% reduction)	\$2.85
Completed	Multifamily Housing	Energy savings cap (25% reduction)	\$4.44
Completed	Retail Store	Energy savings cap (25% reduction)	\$4.36
Underway	Strip Mall	Energy savings cap (25% reduction)	TBD



Case studies provide examples for other building owners



THANK YOU!

For More Information, Visit

ourcity.fcgov.com/bps



WORK SESSION AGENDA ITEM SUMMARY

City Council



STAFF

Ginny Sawyer, Lead Policy Manager
Sylvia Tatman-Burruss, Senior Project Manager

SUBJECT FOR DISCUSSION

Hughes Site Plan and Engagement and Timeline.

EXECUTIVE SUMMARY

The purpose of this item is to discuss and confirm an engagement plan for the creation of a use plan for the Hughes property. Staff is seeking feedback on guiding principles to set expectations throughout the process and on the feasibility of utilizing a “Civic Assembly” process.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

1. What feedback do Councilmembers have regarding the proposed guiding principles?
2. What feedback do Councilmembers have on utilizing a Civic Assembly vs. an in-house engagement process?

BACKGROUND / DISCUSSION

The original Hughes Stadium was built in the early 1960’s. To build the stadium, the entire site was re-graded to create large parking lots that accommodated thousands of visitors during football games and other events. The site remained open to pedestrians and a disc golf course was later built in the southeast corner of the site where a large, regional stormwater detention pond is located.

The stadium operated until 2016. After efforts to consider housing on the property, residents initiated a ballot measure to maintain the property as Public Open Lands.

In 2021, the ballot initiative passed, requiring the City to purchase the former Hughes Stadium property, rezone the 164.56-acre parcel to Public Open Lands District (POL) and use the site for “parks, recreation, and open lands, natural areas, and wildlife rescue and restoration.”

The City rezoned the property POL in May 2021 and started the work to acquire the property. Acquisition was finalized in June 2023 for \$12.5 million with \$2M each from General Fund and Natural Areas and the difference coming from bonding. Final costs will be allocated proportionally and retroactively to corresponding funds once land uses are determined.

In late 2022, in anticipation of acquisition, City staff began an outreach process to engage community members in envisioning potential future activities on the site. City staff engaged Kearns & West, a third-party consulting firm specializing in public engagement efforts.

Throughout the process was clear that this site is a highly valued, cherished piece of property, and it is a relatively large parcel of land with countless opportunities.

Interests ranged from making the entire property a Natural Area to interest in a bike park. In between these stated desires were numerous possibilities including restoring native grassland habitat, creating an accessible and balanced space, the addition of a few amenities such as a basic restroom, signage, and more parking, and a need for more shade and seating areas. This outreach process became a mechanism for residents to mobilize their interests.

See attached engagement report for full details.

Current State

Since 2019, and to date, the Hughes site has seen little to no improvements or management. The disc golf course sees continued use and the sledding hill is utilized when conditions allow. There is also a cell tower and above ground distribution lines located on the property.

For additional context, staff has provided visuals in the power point comparing the size of numerous community parks to the 164-acre Hughes property. Spring Canyon is the largest park at 123 acres.

Developing a Use Plan

Staff is prepared to create and implement an engagement plan resulting in options for Council consideration by Q2 2025. Prior to initiating work, there is value in determining Guiding Principles for the process. Staff is proposing the following Guiding Principles:

- Develop a plan that meets the ballot language, is contextually appropriate for site location, and can be implemented over time.
- Create integrated, multi-use spaces that can serve the community year-round.

These principles help to guide the process and set expectations.

Staff is also seeking feedback on the outreach mechanism. There has been some interest in pursuing a Citizen's Assembly which can be more inclusive and more empowering to residents. A Citizen Assembly utilizes a random drawing of self-selected residents who are ensured to be representative of the community demographics. Participants are compensated for their time and will be tasked to make a recommendation to Council. In order to be consistent with inclusive language that the City adheres to, rather than call it a "Citizen Assembly," our proposed name will be the "Civic Assembly."

The Council Futures Committee had a presentation and discussion on Citizen Assemblies at their April 8, 2024 meeting. A recording can be found at: <https://www.fcgov.com/council/futures>

NEXT STEPS

Based on Council conversation and direction, staff will create an outreach plan and begin implementation.

ATTACHMENTS

1. Kearns and West Engagement Report
2. Presentation

Community Engagement Findings for the Former Hughes Site to the City of Fort Collins City Council

Prepared by Kearns & West
for the City of Fort Collins

Engagement conducted between October 2022 – February 2023





K E A R N S ⚡ W E S T

Neutral Engagement, Collaboration, and Strategic Communications

1776 Lincoln Street, Suite 1825

Denver, Colorado 80203

www.kearnswest.com

Cover Photo: Aerial photo of the Hughes site and Maxwell Natural Area. Credit: City of Fort Collins.

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Item 4.

I. Executive Summary

This document provides the Fort Collins City Council with findings from five months of community engagement to understand the community's desired uses of the former Hughes Stadium site. This document does not provide the City with agreed-upon future land use scenarios, but reflects the input heard from the community through a variety of engagement methodologies to inform next steps that Council may decide to take to advance planning at the Hughes site.

Although this discrete phase of engagement spanned five months, the City has been conducting engagement with the community regarding the Hughes site since 2016, as different land use scenarios were discussed. This engagement phase revealed that there is a diversity of desired uses for the site.

With this report, neither the engagement consultant, Kearns & West, nor City staff are providing recommendations. However, as the property comes into City ownership and engagement continues, these findings ideally promote a conversation among Council Members that is informed by an understanding of the variety of community interests in Fort Collins surrounding Hughes.

Throughout surveys, focus groups, and discussions with and among City boards and staff, it's clear that the former Hughes Stadium site is a highly valued, cherished piece of property, with endless opportunity. In April 2021, nearly 70% of voters supported ballot language to rezone the property as Public Open Lands and use the property for "parks, recreation, and open lands, natural areas, and wildlife rescue and rehabilitation." The community group Planning Action to Transform Hughes Sustainably (PATHS) collected 8,300 signatures in support of placing the measure on the ballot.

This property already meets many community needs. Adjacent property owners use it as an informal place to spend time outdoors, within proximity of their homes. In some respects, Hughes is an extension of some their backyards and neighbors feel a sense of ownership over it. It's used by bird watchers and wildlife observers, and is adjacent to the Maxwell Natural Area, Dixon Reservoir, Pineridge Natural Area, and Horsetooth Reservoir, where countless families, bike riders, hikers, and nature enthusiasts enjoy outdoor, nature-based experiences. The existing disc golf course and sledding hill are seasonal uses.



FIGURE 1: THE HUGHES SITE. PHOTO CREDIT: CITY OF FORT COLLINS.

The community members who contributed their time to share input on potential future uses for Hughes share a common set of interests and none are mutually exclusive. Community members showed up to focus groups, surveys, meetings, and other forms of outreach in good faith, ready to think creatively about the site, willing to hear other perspectives, and willing to find compromise. The care that the community feels for the site and its potential to bring people together, regardless of their interest, came across, and is a true testament to the health of the Fort Collins community and ability for individuals and groups to find common ground behind an opportunity for inspiration, connections both physical and spiritual, and restoration in all forms.

Overall, people share the belief that the views of the foothills that Hughes provides should be preserved; that a community space for recreation and nature in that part of the City is sorely needed; that the existing and potential future habitat and buffers for nature should be enhanced; and that access to nature, wildlife habitats, recreation opportunities, and community spaces should be prioritized.

The themes of a community was the common thread throughout all outreach, regardless of an individual or group's position or desires. However, there are divergent opinions about what that means. For some, it means a place for people of all ages and abilities to ride a bike in a safe, closed, family-oriented environment. For others, it means a place to demonstrate how to restore native grassland habitat and together "do the right thing" to create an accessible and balanced space. For others, that could mean a place where little happens beyond current activities, with the addition of a few amenities such as a basic restroom, some signage, more parking, and the continuation of sledding and disc golfing at the site.

This document does not represent a consensus outcome, but reports on the engagement heard, and reflects on the engagement to represent the highest need combined with the best use of the property given its history, ecological state, and using this property versus another property. Tensions will remain between interests groups, which could manifest in skepticism or distrust of this particular engagement phase.

Some groups reflected that the community focus groups should have been sequenced to first engage PATHS, the group that spearheaded the community organizing effort to build community support for placing the rezoning and acquisition effort on the ballot. PATHS leaders argued that understanding PATHS' perspectives and experiences speaking directly with voters in the earliest part of this engagement phase would have yielded valuable background on the project and key community members to engage. Other criticisms of the public process include that some renters did not get postcards during the neighborhood outreach, and that the process favored recreation or infrastructure-heavy uses. All engagement was valued and incorporated equitably, and although it benefitted the process in some respect to hear from PATHS members mid-way through the process to report back on feedback heard and contrast it to PATHS' experiences, it's been acknowledged that the sequence for engagement was called into question.

However, as is noted throughout this document, divergent opinions on how the space should be used, or critiques of the engagement process don't preclude forward momentum on the Hughes site planning process. With the energy, positive mindset, and depth of knowledge that community members have brought to this process to date, there is unmistakable willingness to bridge gaps, find creative paths forward, partner on funding opportunities, and create an inclusive and innovative space.

II. Background

The City of Fort Collins' citizen-initiated ordinance related to the former Hughes Stadium site was approved in April 2021. The ordinance requires Fort Collins to "rezone upon passage of the ordinance" the 164.56-acre former home of the Hughes Stadium to the [Public Open Lands \(POL\) District](#) and required the City to acquire the property at fair market value, for "parks, recreation, and open lands, natural areas, and wildlife rescue and rehabilitation."



FIGURE 2: THE HUGHES FOOTBALL STADIUM. PHOTO CREDIT: THE COLORADOAN-DON REICHERT

To understand community desires, visions, and uses of Hughes, a project team comprised of Fort Collins staff and Kearns & West, a neutral third-party outreach and engagement firm (the project team) designed an engagement plan to solicit community input into potential development options for City Council's considerations. The team considered each community group's relationship to the Hughes site and sought to balance priorities and needs in these findings.

In the engagement, many community members were confused by the terms used in the ballot measure and between "Public Open Lands" and "Natural Areas," terms explained below:

- "Public Open Lands" is a zoning designation that allows for designated uses that can include parks, recreation activities, urban agriculture, composting facilities, wildlife rescue and education centers, small scale solar.
- City of Fort Collins Natural Areas Department-managed lands are called "Natural Areas" where the primary focus is conservation and restoration with limited recreational activity, with dedicated funding through a voter-approved tax that articulates designated uses.

This is noted because community members interpret "Natural Areas," "Open Lands," "Parks," and "Recreation" differently, which may have affected the survey results conducted as part of this engagement. That said, the survey conducted via the City's OurCity platform does provide an overview of general desired uses, beyond the specific terms such as natural areas or open lands. The ballot language can be interpreted to meet many community needs, and although the City is obligated to follow the POL zoning in its Land Development Code, there are different uses allowed based on different levels of review. The City intends to try to deliver on as many of the uses stipulated in the ballot language as possible, based on feasibility.

Community members by and large did ask questions about the meaning of the ballot language – whether structures are allowed to be built in the first place, if all the desired uses must be developed, if the list contained within the ballot language serves as a series of options, and what constraints there are on the proposed uses. It is recommended that the meaning of the ballot language and rezoning parameters be described and interpreted for community members beyond this engagement phase.

III. Engagement Findings

The following findings reflect what the project team heard over the course of the five-month engagement period. These findings can serve as the basis for discussion among City Council and staff, and the basis for future outreach and deliberation around next steps. As scenarios are developed, various community members can assist in refining the approach and providing user-specific insight into the planning. For many, Hughes is in a part of the City that many consider to be a “programming desert.” The community generally would like to see the City develop a coherent vision for the whole site that incorporates multiple uses and fosters public/private partnerships. Funding and management could come from a combination of departments and creative third-party funding sources.

In the most basic sense, there is support for wildlife center, potentially in one corner, disc golf in another, small bike park in another, and restoration/connected habitat in another.

A. Areas of Universal Common Interest

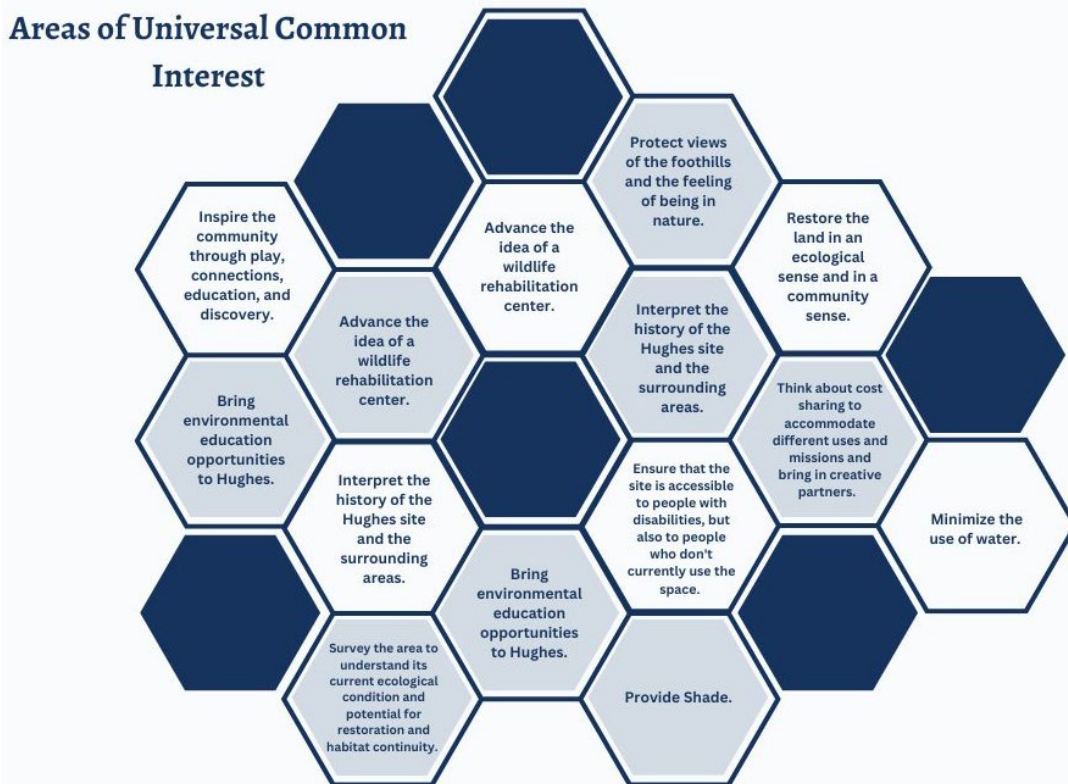


FIGURE 3: AREAS OF UNIVERSAL COMMON INTEREST HEARD THROUGHOUT THE ENGAGEMENT PROCESS.

B. Leveraging Existing Data

To ensure current engagement builds on previous efforts, the project team used findings from the 2021 [Parks and Recreation Master Plan](#) and the 2022 [Fort Collins Community Survey](#), both statistically valid and recent surveys. Understanding residents’ outdoor facility needs amenities assisted the project team in framing engagement strategies and activities regarding the Hughes site. During the time in which development of the Hughes site was an option, residents did

express the desire to restore the property and plan uses that fostered conservation and recreation. While a "no development" option was not on the table at that time, community preference still pointed to desires for that outcome.

The Fort Collins Community Survey identified quality outdoor and recreational opportunities as an asset to City residents, results that the public engagement efforts around the Parks and Recreation Master Plan reiterated. The survey found that 97% of the Fort Collins population believe that quality parks, paved trails, and recreation facilities are important to the City's identity.

Within outdoor facilities, respondents identified the following top five amenities as most important to their households:

- Paved, multi-use trails
- Hiking trails
- Natural areas and wildlife habitats
- Unprogrammed spaces
- Playgrounds

Similarly, residents identified the following ten items as recreational needs for their households:

- Multi-use paved trails
- Multi-use soft surface trails
- Natural areas & wildlife habitats
- Unprogrammed space
- Parks and plazas downtown
- Park shelters and picnic areas
- Community gardens
- Playgrounds
- Dog parks
- Water-play features

C. Future of Hughes Stadium Site Survey (Survey #1)

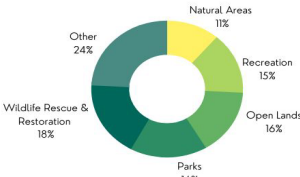
The first round of digital engagement specific to this phase asked community members to share their desired potential uses for the former Hughes site.

The survey was live from the launch of the website in late December 2022 until January 31, 2023. Duplicate responses were removed, and the data were summarized to understand the respondents' priorities

FUTURE OF HUGHES SITE SURVEY

RESULTS

Q: Based on the 2021 ballot language, how would you prioritize the following uses?

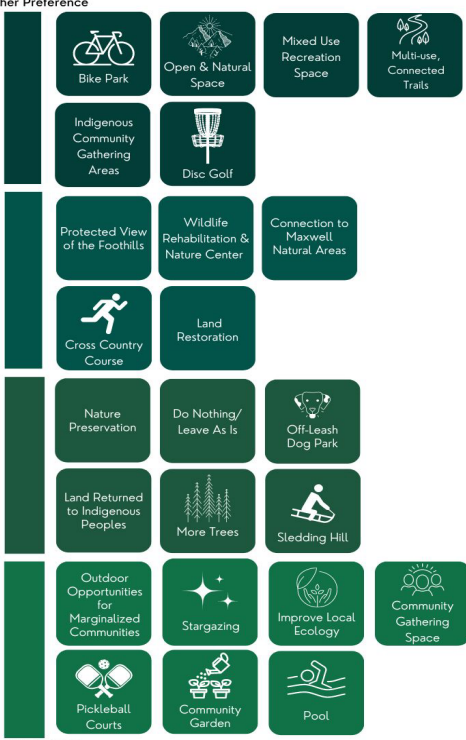


Use	Percentage
Other	24%
Wildlife Rescue & Restoration	18%
Parks	16%
Open Lands	16%
Recreation	15%
Natural Areas	11%

As a result of the 2021 ballot initiative, the City rezoned the property as "Public Open Lands," which allows the site to be used for parks, recreation, open lands, natural areas, and wildlife rescue and restoration.

DESIRED USES:

Higher Preference



Lower Preference



FIGURES 4 AND 5: RESULTS FROM THE FIRST ROUND OF DIGITAL ENGAGEMENT. THE WORD CLOUD SHOWS ANSWERS TO "HOW WOULD YOU LIKE TO SEE THE SPACE USED?"

and desired activities for the site. The survey received 2,710 unique responses.

Respondents supported an even distribution of community priorities for the site. Fifteen percent of respondents supported recreation, 16% open lands, 16% parks, 11% natural areas, and 18% wildlife rescue and restoration. The public was also given an opportunity to prioritize “other,” elaborating on the type of open lands or recreational activities they hoped to see on the site.

Figures 4 and 5 show answers to the question of how community members would like to see the space used. High preferences were voiced for a bike park, open and natural space, mixed use recreation space, multi-use connected trails, an Indigenous Peoples community gathering area, and maintaining the disc golf course. The word cloud was populated from the question: “How would you like to see the space used?” Responses that were most popular are represented with larger font size, including trails, natural, area, wildlife, park, bike, open, and space.

The results of the first survey helped draft the second round of digital engagement, which looked to understand the desired level of impact and potential phasing of activities on the site.

D. Future of Hughes Stadium Site Survey (Survey #2)

The second round of digital engagement specific to this phase asked community members to share their preferences for level of activity on the Hughes site.

The survey was live between February 10 – 24, 2023. Duplicate responses were removed, and the data were summarized to understand the community’s desired activities for the site. The survey received 1,896 unique responses.

When asked about their desired level of impact/activity for the site on a scale of 1-5 (1 being low impact activities and 5 being high impact activities), about 50% of respondents supported high impact activities, 11% supported medium impact activities, and 20% supported low impact activities. Both levels “2” and “4” received support from 10% of respondents.

Respondents could pick their top five preferred activities on the site. **Figure 6** shows results of the question as a bar chart starting from highest to lowest.

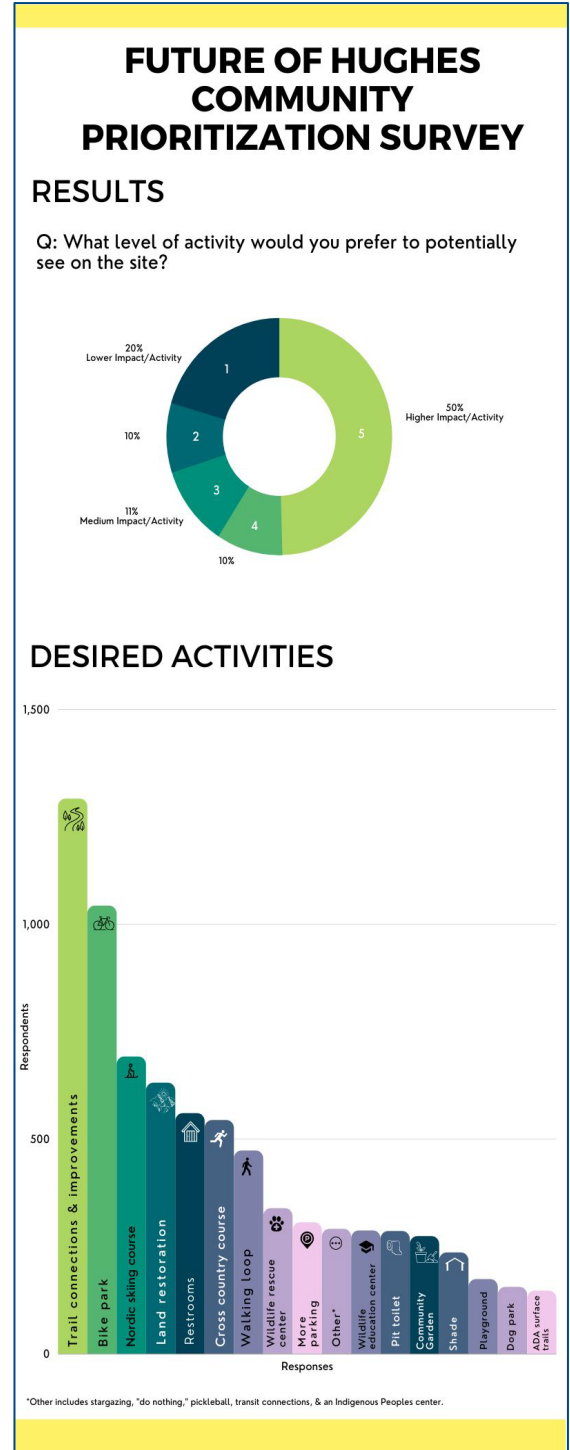


FIGURE 6: RESULTS FROM THE SECOND ROUND OF DIGITAL ENGAGEMENT.

High preferences were voiced for trail connections and improvements, a bike park, a Nordic skiing course, land restoration, restrooms, and a cross country running course.

The survey also included a free response question where many respondents reiterated their activity preferences.

E. Focus Groups

Findings from focus groups and conversations across the community are represented by engagement opportunity below. The separation between recreation, wildlife, conservation, and other interests as reflected in the summaries helped the project team make space for group-specific interests to be heard, but don't imply that future conversations should be segregated by use or interest, or that scenarios for Hughes should exclude one group or another. At this stage of the engagement process, it's helpful to gather like-minded interests together to hear, collectively, thoughts on the direction of the property from a particular point of view.

Community members were identified based on their role within community organizations and previous engagement with City efforts, including Hughes site outreach, the Parks and Recreation Master Plan, and wildlife rehabilitation discussions.

Across all engagement, community members reflected a desire to understand each other's interests and come together on proposed approaches for Hughes. The sense of community and co-creation was strong across all engagement.

The focus groups either took place in person, as a hybrid meeting, or virtually. The meetings typically began with a short presentation on the process, after which the project team facilitated a discussion to understand the group's or individual's position on using the Hughes site and how that relates to the original ballot language.

The input under each theme reflects thoughts from a variety of attendees and is not weighted based on frequency of mentions or type of organization who provided that feedback. The comments are summarized to indicate key themes, then organized by topic.

Recreation Focus Group

A November 16 focus group was held with recreation community members from the following organizations: Parkour, Overland Mountain Biking, Wolfpack, YourGroupRide.com, Poudre School District, Radio Controlled Rock Crawlers, Fort Collins Baseball Club, Bike Fort Collins. The project team also spoke separately (due to scheduling conflicts) with individuals representing drone park, velodrome, and disc golf interests. Their feedback is incorporated below.

Key themes: Community members reflected the desire to maintain the natural, open space feel of the property, while providing a space that allows residents and visitors alike to play sports, build community, improve their quality of life, spend time outdoors, and be inspired. Community members representing bike interests greatly wish to see a bike park built at Hughes, modeled after the Vail Bike Park in Boulder, while others could use the space for a wildlife rehabilitation facility. Community members widely support the spirit of the ballot language and desire to maintain the views of the foothills and ensure that any new structures are consistent with the zoning requirements in the POL zoning district. Community members also reflected the need to offer unique amenities for the community and visitors in a public space, rather than a

private one, to promote connecting with others and inspire future generations of outdoor enthusiasts.

- **Enhance Recreational Spaces and Build a Bike Park**
 - Consider building a bike park or "bike hub" that includes all ages features, including a paved perimeter trail, unpaved mountain bike and cyclocross courses, a pump track, and dirt jumps; with opportunities for skills development and intermediate/advanced features.
 - A bike hub could connect to the Maxwell Natural Area, nearby trails, and the City bike route system.
 - A bike hub could accommodate other uses than a bike park such as a radio-controlled rock crawler track, a Nordic skiing course, and cross-country running track, and a parkour facility.
 - Community members support maintaining the disc golf course and water retention areas. Community members generally agree that the site does not need to house sports fields for a local school district or to meet community needs.
 - The disc golf course is suitable for disc golfers in its current form but could benefit from enhancements such as trees or movable pin locations.
- **Consider a Community Center**
 - Community members advocated for a space that inspires residents to explore new recreational hobbies and connect to the natural environment.
 - The history of the site could be interpreted in any development and incorporated into future land-use scenarios.
 - The space could be left open in areas for informal community or neighborhood uses.

Wildlife Focus Groups

Two November 16 focus groups were held with the Rocky Mountain Raptor Center and the Northern Colorado Wildlife Center, separately.

Key themes: The Hughes site is an ideal location to help the Northern Colorado Wildlife Center grow its organization and expand its ability to help the community. The Rocky Mountain Raptor Center also sees opportunity in relocating its center to Hughes. The footprint it requires is greater than that of the wildlife center, but there's the possibility of co-locating the facilities. Both organizations believe that the capital investment in building a new center would be significant but are willing to help with fundraising. Hughes is an optimal site because it also offered the opportunity for community members to become more integrated into nature through educational opportunities.



FIGURE 7: GREENWOOD WILDLIFE REHABILITATION CENTER IN LONGMONT, COLORADO.

- **Build a Wildlife Rehabilitation Facility**
 - Community members would like dedicated, spacious facilities to house existing and future rehabilitation services and presented a variety of site location scenarios.

- Community members suggested the concept of a “Nature in the City” visitor center that provides community engagement and education on raptor and wildlife rehabilitation practices.
- Rehabilitation spaces require a natural buffer space from development.
- A rehabilitation space could provide emergency rescue operations for wildlife.
- Developing dedicated, suitable rehabilitation and recovery spaces can build upon Fort Collins’ efforts to promote conservation and preservation within the City and to meet broader county and state needs.

PATHS Focus Group

The project team met on January 25 with Planning Action to Transform Hughes Sustainably (PATHS). PATHS is a citizen-funded, nonprofit, grassroots organization that organized the citizen-led ballot initiative. The organization is founded on preserving the Hughes land as a public open space for the Fort Collins community and local wildlife.

Key themes: Representatives from PATHS would like to see Hughes turned into a Natural Area with a wildlife center. Ecological continuity is a priority. PATHS supports maintaining the disc golf course and sledding hill, and opposes a bike park, built facilities, hard surface paths, and playground. It was indicated that the word “recreation” was included in the ballot language to ensure that the disc golf course and sledding hill were preserved. They reflected that the essence of the ballot initiative process was to create open space with no development, and people voted to protect Hughes, not develop it.

- **Continue the community engagement process.**
 - Use the PATHS group as a resource and reflection of the community’s desires.
 - Consider increasing participation in the engagement process by keeping the survey open.
 - Describe the differences between “natural areas” and “open space” in future engagement activities.
 - Foster a relationship with CSU and the Poudre School District to teach students about the natural environment.
- **Consider the intent of the ballot language.**



FIGURE 8: RED FOX MEADOWS AND A RAPTOR OVER FORT COLLINS. PHOTO CREDIT: CITY OF FORT COLLINS.

- Turn Hughes into a Natural Area and prioritize protected open space.
- Keep the disc golf course and sledding hill as a recreational space due to its low impact and the City's love of the activity.
- Lease space to the Northern Colorado Wildlife Center.
- **Preserve the land as a natural, open space.**
 - Preserve the dark, natural open space to allow stargazing.
 - Preserve the views of the foothills.
 - Prevent recreation uses that require infrastructure.
 - Use the space for only low-impact recreation use, such as low-impact trails.
 - Consider incorporating a shaded community space.
 - Emphasize the value of this property in relation to Pineridge and Maxwell Natural Areas.
 - Protect the highly traveled migrations routes for the wildlife in the area.
 - Prevent the expansion of parking at the Hughes site.

Conservation Interests Focus Group

Two identical February 9 focus groups were held with individuals and organizations representing conservation interests. The first focus group was attended by individuals from CSU's Conservation Leadership Thru Learning program, Colorado State University's Warner College Diversity and Inclusion Program, Wildlands Restoration Volunteers, Colorado Natural Heritage Program, and Audubon Fort Collins. The second focus group was attended by individuals from the Save the Poudre, The High Plains Environmental Center, The Bird Conservancy of the Rockies, Colorado Open Lands, and the Sierra Club-Poudre Canyon Group.

Key themes: The Hughes site offers countless opportunities for innovation – innovation in restoration, inclusivity, integrating technology, and accessible design. The opportunities to bring back habitat for birds is rare, and the grassland habitat at Hughes provides a chance to let the community watch the land be restored. Any restoration effort at Hughes should be guided by a study of the existing plant and animal habitat and what areas can be restored. Restoring Hughes can give future stewards of the land a vision of what their legacy could look like, but we need to design systems that allow people to enjoy the space.

- **Engage and create a space for a diverse demographic of people.**
 - Use the wealth of knowledge and lively student population from CSU.
 - Create spaces that are inclusive for all populations including underrepresented communities, older generations, and those with physical and mental disabilities.
 - Ensure engagement with underrepresented communities to better understand how to make the space inclusive for all.
 - Understand what will attract or invite community members to the space.
 - Create a space on the property that is planned for nature appreciation for all people, including those with cognitive and mental disabilities.
 - Create community agreement amongst different interest groups and the community.
- **Use current and past City examples as a guide.**
 - Consider how people view or socialize with this space to understand future uses.
 - Learn the mistakes of previous planning efforts and incorporate lessons learned into this project.

- **Plan for multiple uses on the site.**
 - Expand the definition of restoration to include social dimensions such as restoring the history of the site and giving future generations a vision of legacy.
 - Incorporate low impact recreation opportunities with the grassland habitat, such as a community pavilion, playground, nature observation points, or bike paths.
 - Consider lighting on the site to be sensitive to birds and wildlife, while also promoting a safe experience for community members.
 - Find balance in the various perspectives to create a site.
 - Consider a multi-use park where activities vary from season to season.
 - Develop trail connections to Natural Areas.
 - Plan for additional shade, whether natural or manmade.
 - Consider moving the disc golf course to the northeast part of the property to create a contiguous tract of development and recreational uses on the northern half of the property, and a contiguous tract of Natural Area (abutting Maxwell) on the southern part of the property.
- **Restore the land to its natural grasslands' habitat.**
 - Use the Hughes site as an opportunity to bring back the grassland habitat for local birds and animals and connect to wildlife corridors.
 - Continue to engage the community while restoring the land to a grassland habitat to create learning and community volunteer opportunities.
 - "Tiny" areas of restoration are not as valuable as contiguous habitats.
- **Explore partnerships and opportunities for Hughes.**
 - Explore grants and partnerships to secure funding.
 - Embrace areas of conflict or tension to understand points of consensus, creativity, and innovation.
 - Consider the history of fire and flooding in this area when designing the site.
 - Prioritize a space that would bring more environmental education to the community, school districts, and CSU students.

F. City Boards & Departments Discussions

The input under each theme reflects thoughts from a variety of board and department members and is not weighted based on frequency of mentions or group that provided feedback. The comments are organized by themes.

Parks Department

Key themes: The Parks Department is interested in exploring the use of Hughes to fulfill many of the facilities gaps identified in its master plan. There are trail connectivity options and relatively large swaths of land that make the property an appealing option for passive or active recreation opportunities. The Department has a need for a large footprint park, and Hughes meets that need.

- **Use the Hughes site to address gaps identified through the City's Parks and Recreation Needs Assessment Findings Report.**
 - Include passive recreation activities on Hughes (e.g., seating/casual use spaces, community gardens, walking trails, landscape features, sledding, and regional stormwater detention).
 - Implement active recreation on Hughes (e.g., bike trails, outdoor fitness and exercise facilities, naturalistic play attractions, playgrounds, cross-country track, RC car track).

- Build Facilities on Hughes (e.g., dog park, individual picnic and seating areas, group picnic areas, park shelters, restrooms, Native American center, educational facilities).
- **Explore the Department's interest in the area.**
 - Desire for proximity to the foothills to allow community members such as mountain bikers and Nordic skiers to use in this area.
 - Desire for a paved trail that connects north-south, and ideally, crosses through the Hughes site.
 - Understand the funding needs to acquire the property and open a new facility.

Natural Areas Department

Key themes: The Natural Areas Department understands the community's desire to see Hughes restored to meet high conservation and ecological values. Hughes is a highly disturbed site, and it would take significant investment to preserve it. Land use regulations would shift when comes under the City's management (e.g., related to off leash dog use). The opportunity cost of acquiring and restoring Hughes would compromise the Department's capacity and resources to acquire and/or restore other parcels of land. There's a middle ground between wholesale Parks Department management of the site and Natural Areas Department management of the site that should be explored. A blended, cost-shared solution is preferred.

- **Continue conversations about restoring Hughes to natural habitat.**
 - Acknowledge that restoration costs are high for Hughes to meet ecological goals.
 - Be flexible, if Hughes were to be designated a Natural Area, to understand where the property fits within the Department's restoration framework and mission.
 - Explore ADA and accessibility considerations for the space.
 - Explore the trade-offs of restoring Hughes versus restoring and acquiring other City properties.
- **Explore how natural areas could integrate with wildlife rescue on the site.**
 - Discuss whether a wildlife center can be placed within a natural area and what relationship, or partnership would exist between the City and the center, particularly around facility management and the site's mission.
- **Connect to surrounding natural areas.**



FIGURE 9: FORT COLLINS NATURALIST COMMUNITY. PHOTO CREDITS: CITY OF FORT COLLINS.

- Explore connections for visitors to the adjacent Maxwell Natural Area.
- Explore connections to the existing trails within the Foothills Zone.

Land Conservation and Stewardship Board

Key themes: Equitable engagement is a priority for outreach. Restoration at the area should be prioritized and informed by a natural resource inventory and habitat study. Partnerships with community groups is critical to success.

- **Consider how to fund potential activities on Hughes.**
 - Consider additional funding sources to fund the planning or implementation.
 - Explore public-private partnerships that could assist in funding future activities.
 - Embrace the cost of restoration as this is a once in a lifetime opportunity to restore this site.
 - Connect funding with uses – for example, funding for natural areas should be spend on natural area activities, and funding for recreational activities should be spent on parks and recreation activities.
 - Avoid investing significant funding into maintenance and facilities costs.
- **Prioritize open natural space.**
 - Conduct a resource inventory at Hughes.
 - Restore the natural habitat for grassland birds.
 - Prevent Hughes from becoming a tourist destination.
 - Understand that recreational activities negatively impact wildlife.
 - Maintain the disc golf course as a compatible use to a natural area.
 - Minimize the use of water.
- **Engage the community on potential uses and partnerships.**
 - Connect with conservation interests and the PATHs group to hear their perspectives.
 - Partner with the Raptor Center and Northern Colorado Wildlife Center.
 - Engage with those who visit the Maxwell Natural Area to understand how their activities could expand into Hughes.
 - Develop online surveys in multiple languages and engage underserved communities.
 - Align community engagement with property acquisition.
 - Restore trust with citizens by engaging those who developed the ballot measure to understand their perspective on current desired activities.

Parks & Recreation Board

Key themes: Funding will be a key issue to address in any scenario, and many of the scenarios advanced by recreation group will require significant funding. City Council should align the uses at Hughes with gaps identified in previous planning documents and master plans. There is overlap between desired uses and values for the property, regardless of individual's positions.

- **Collaborate with Indigenous Peoples and understand their needs.**
 - Consult or hire Indigenous People in subsequent phases of work on the Hughes site.
 - Create opportunities for Indigenous Peoples storytelling.
- **Understand how Hughes can support other City planning efforts.**
 - Use the Trails Master Plan, the Parks & Recreation Master Plan, and the Active Modes Plan to see how Hughes could support City priorities.
- **Use the site for recreation programming.**

- Explore the idea of a mountain bike park.
- Develop a “safe” list of agreed upon amenities that allows future Hughes planning processes to be successful.
- Consider community gathering spaces, such as a festival or community garden space.
- Create a space that blends with the surrounding Natural Areas.
- **Create transparency with the public.**
 - Discuss funding considerations in public.

Disability Advisory Board

Key Themes: The board supports the idea of a community space, but with little new development. A potential bike park is generally supported, given the size of the cycling community. Hughes would be an ideal location for walking trails, if the area is developed with adaptive needs in mind. The property could become a sanctuary for birds or other animals through a nature or wildlife preserve with education opportunities. Accessibility key, especially with parking, and the board would like to be part of future discussions to ensure accessibility. The board raised questions and concerns were raised regarding water usage, Dial-A-Ride services, and shade.

Natural Resources Advisory Board

Key Themes: The board generally supports the idea of this being an important area to transition between Natural Areas and surrounding urban uses and preserve existing wildlife habitats. A desire to incorporate community feedback for potential restoration as a Natural Area at least on portions of the property and consider other areas for recreational uses. The board raised questions regarding upcoming engagement and whether youth and other interested parties have been engaged in the process.

Indigenous Peoples Involvement Findings

These conversations are ongoing. On February 25th, City staff met with a group of Native American and Indigenous community members to discuss more broadly the topic of land use and meaningful community spaces within the Fort Collins and Northern Colorado region.

IV. Engagement Procedure

The engagement process to inform potential uses for Hughes entailed developing overall communications goals and objectives, developing consistent project messaging, facilitating discussions with community members, engaging Indigenous Peoples, and managing digital engagement focused on educating, engaging, and surveying the Fort Collins community.

A. Goals

The project team developed a “Hughes Engagement Plan” that outlined the messaging, strategies, and tactics to implement in support of listening to the community on desires for Hughes. The public engagement process aimed to inform the broader community through shared knowledge and consult various groups regarding the continuum of future options available for the Hughes site. The following engagement goals were established to ensure alignment throughout the project:

- Inform the Fort Collins community about the Hughes site engagement effort and opportunities to engage.
- Engage the community through focus groups and digital platforms to identify and record potential uses and preferences for the Hughes site and identify other parties to engage in the process.
- Report on and inform the community on a variety of scenarios and budget constraints for the Hughes site.
- Present findings to the Fort Collins City Council.

B. Key Messages

The project team sought to advance key messages about the history of the site, the engagement effort, and next steps in the process to equitably inform the community and make sure that the correct information was disseminated through community partners. These messages were as follows:

- A citizen-initiated ballot measure was added to the April 2021 municipal election ballot and was passed.
- This ballot language required the City Council of Fort Collins to rezone the former Hughes Stadium property to a Public Open Lands District. Language in the ballot requires the City to acquire the property at fair market value and use the property for parks, recreation, open lands, natural areas, and wildlife rescue and restoration.
- The City completed the rezoning of the former Hughes Stadium property, and is in the process of acquiring the former Hughes Stadium site.
- The City is in the process of meeting its obligation of the ballot language.
- The engagement builds upon past engagement efforts specific to Hughes, and acknowledges the broad range of desires related to the property from those who voted on it.
- Engagement efforts are in coordination with existing City plans, including the City's Master Plan, City's Transportation Master Plan, Fort Collins Park, and Recreation Master Plan, and builds upon previous engagement around the site.
- The City is engaging internally, across departments, to discuss appropriate uses given the area's context.
- This phase of community outreach focuses on determining and envisioning the continuum of options the Hughes site could offer given the ballot language. Targeted community outreach will help the City understand potential future uses for the land, which will then be presented to City Council.
- The Hughes site is a valuable but relatively small parcel of land, at 164 acres. The ballot language gives the City flexibility in how to meet a broad set of community needs with the land. While the City cannot accommodate all desires for the property, it will make every effort to listen to community needs and plan the property in a useful and beneficial way for the community.
- There is not currently funding in place to proceed on any potential use scenarios.

C. Participants

Between October 2022 and February 2023, the project team engaged with the community in a variety of ways. A postcard was sent to 633 residents with proximity to the Hughes site. Digitally, approximately 14,600 visited the website, and the first survey saw 2,710 unique responses (open December 1, 2022 – January 31, 2023). The second survey saw 1,876 unique responses (open February 10, 2023 – February 24, 2023). The City sent email blasts, reached out to adjacent HOA property management companies, posted on social media, and provided updates on Hughes in e-newsletters.

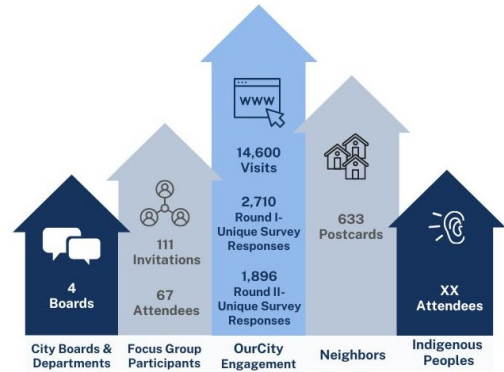


FIGURE 10: NUMBER OF PARTICIPANTS CATEGORIZED BY AUDIENCE TYPE.

For in-person board presentations and focus groups, the project team also met with about 67 community members with a variety of interests and sent invitations to about 111 community members.

D. Methodology

The outreach effort sought to inform and hear feedback from interested individuals through digital communications and engage community members through focus groups.

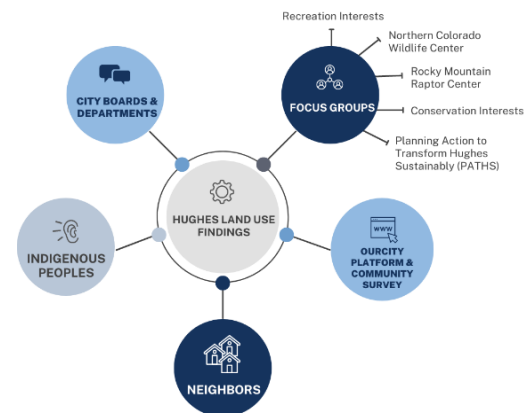


FIGURE 11: AUDIENCES ENGAGED IN THE PROCESS.

The community’s interests are infinite and conversations with community members about their views, desires, and needs related to Hughes are a never-ending source of inspiration and a true window into the Fort Collins community. Understanding the community’s interest and vision for the site within the context of the ballot language was a key tenet of engagement.

The project team conducted a variety of engagement activities to collect feedback on specific desired uses, aspirations, barriers, and community concerns or opportunities for the Hughes site. The structure of those activities is explained above and summaries of the outcomes from each activity are available in [III. Engagement Findings](#). Across all engagement, the questions asked followed these themes:

- How have you been involved in planning the former Hughes site?
- What have you heard from the community to date?
- Given the allowable uses, how would you like to see the space used?
- What would you like to see here?
- Do you have a view on what uses (within the parameters of the ballot language) should be prioritized?
- What do you see as the keys to success for ensuring an effective, inclusive engagement process?
- Is there anyone you know who should be involved in this process, who is not currently?

OurCity Platform and Community Surveys

Consistent communications strategies are important to understand how the target audiences will be engaged throughout the process. Considerations were given to tools that would best inform, educate, and engage the community throughout the process. Outreach to community members and groups through a community survey administered on the City's OurCity website was the first tier of engagement. The built-in engagement activities available on the OurCity platform lent themselves well to conducting the following two community surveys:

- Future of Hughes Stadium Site Desired Uses Survey (survey #1)
- Future of Hughes Stadium Community Prioritization Survey (survey #2)

Using the OurCity engagement platform, community members could stay informed on the current process and ideas heard to date. Community members were able to provide additional feedback through digital questionnaires with potential activities and a prioritization exercise. In addition to the OurCity platform, the project team used existing communication channels, including e-mail and newsletter to promote the website launch and online engagement opportunities. This allowed the project team to provide updates to the various audiences and keep all informed.

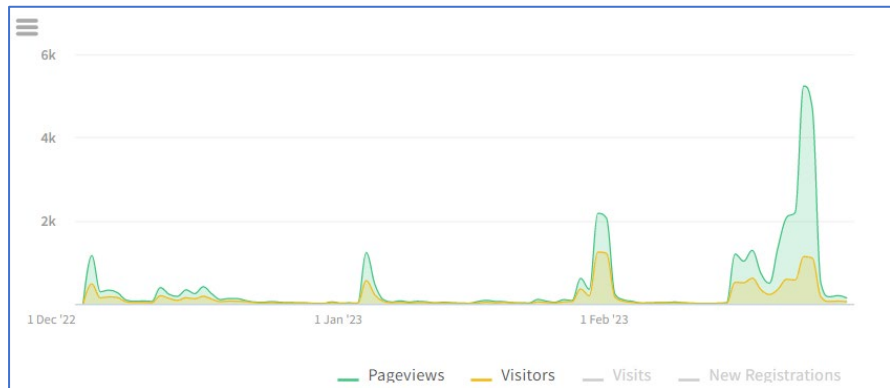


FIGURE 12: VISITORS TO THE OURCITY PROJECT PAGE IN THOUSANDS OVER TIME.

The first survey questions were designed by the project team. Translation for additional languages was provided through the OurCity interface. The survey asked individuals to rank which of the five uses in the ballot language they would like to see prioritized, asking the following questions:

- How would you like to see the space used?
- Who else should be engaged in this process?
- Is there anything else you would like the City to know?

Over the course of the outreach during the first survey, 7,700 community members visited the site. **Figure 12** shows the various spikes in digital engagement from November 1, 2022, until February 2023. When analyzing the sources of traffic to the OurCity page, many community members used a direct hyperlink to access the page followed by social media, referrals, or emails. A small portion found the site through search engines. The spikes on the graph are the following:

- The first spike corresponds with the launch of the website around December 1, 2022.
- The second spike happens around January 3, 2023, likely due to the neighborhood postcards arriving to mailboxes.
- The third spike of 1,244 visitors was on January 31, 2023, the day the first community survey closed and the day after a Coloradoan article on the topic.

- The most recent spike correspond to the launch and closure of the second community survey with 1,135 visitors.

The second survey was designed similarly to the first survey. Questions were drafted by the project team. Translation for additional languages was provided through the OurCity interface. The bulk of the engagement was performed in English. This survey asked community members to consider their preferred level of activity on the site on a scale of 1-5 (1 being lower impact or activity uses, and 5 being higher impact or activities). Additionally, the survey asks community members to answer the following questions:

- Of the items listed on the survey, pick your top 5 uses or activities that you prefer to see on the site.
- Is there anything else you would like the City to know?

The activities and uses included on the survey were not exhaustive or comprehensive, but were instead a list of most common requests on current and past engagement phases. An option for other was included in the list for community members to raise an additional activity or use for the site.

Focus Groups

Representatives that participated in focus groups were engaged because of their relationship to the ballot measure, the mission of their organization aligned with the allowable uses in the ballot language, they were identified as potential users of the Hughes site, or they expressed interest in the process. These groups included those who worked to pass the ballot measure, wildlife rescue and restoration interests, conservation interests, recreation groups previously engaged during the City's Parks and Recreation Master Plan, and open space and natural areas advocates.

The main goals of the focus groups were to:

- Gather input and suggestions on potential uses and preferences for the Hughes site.
- Share information on a variety of scenarios and budget constraints for the site.
- Assess the community's continued interest in participating in the process.

Each meeting began with a short presentation on the process, after which the project team facilitated a discussion to learn each group's interests in using Hughes (and how), and the feasibility of implementing those uses. For consistency, the project team developed a script and discussion guide for each conversation.

City Boards & Departments Discussions

A primary interest in engaging with key City advisory boards was to inform community leaders about the process while collecting feedback on outreach efforts and findings to date. The project team met with the following four City boards:

- Disability Advisory Board
- Land Conservation and Stewardship Board
- Natural Resources Advisory Board
- Parks & Recreation Board

Neighborhood and Adjacent Property Owner Outreach

The project team engaged residents and adjacent property owners to inform them about the Hughes site engagement process through a post card mailer. Kearns & West supported the City’s communications department in developing the postcard. Six hundred and thirty-three households surrounding the Hughes site received the postcard in early January 2023.

The postcard was designed to educate these households about the Hughes site engagement process, knowing that many neighbors and adjacent property owners use the site informally to walk and be in nature. Hearing from these community members is especially important since they will bear witness to any changes to the site, and their daily lives may be temporarily impacted, or their daily routines may be altered. The call to action in the postcard to adjacent property owners was to visit the OurCity website and take the survey to share their vision for the land.



FIGURE 13: THE FUTURE OF HUGHES POSTCARD SENT TO ADJACENT PROPERTY OWNERS.

Indigenous Peoples Involvement

The project team listened to Indigenous Peoples to understand their needs and how these needs could be folded into the Hughes site planning. The project team worked with City staff engaged in Indigenous programming to ensure engagement was responsive to cultural needs.

V. Conclusion

Community members approached potential planning scenarios with creativity, flexibility, and pragmatism, suggesting ways for multiple facilities to exist on the site, and offering that various organizations' desired uses for the site could be adapted and blended for co-location while maintaining safety, particularly for wild animal enclosures. All community members reflected their willingness to find opportunities for collaboration among organizations and partners.

Despite the appetite for a variety of restoration or recreation scenarios, an option to make minimal changes to the property represents one end of the spectrum of development (or no development), to keep the property as is, with its existing uses. These might be considered of lower potential impact, as detailed in this section. On the other end of the spectrum of potential scenarios, generally considered medium- or high-impact is an option to fully develop the property consistent with both the various options in the ballot language ("parks, recreation, and open lands, natural areas, and wildlife rescue and restoration") and the cross section of desired City activities from the Parks and Recreation Master Plan and the City's community wide survey (paved, multi-use trails, hiking trails, natural areas and wildlife habitats, and unprogrammed spaces).

Land ownership plays a big part in what can happen at Hughes. It appears that there are multiple scenarios for land acquisition, the three most notable being whether the land is acquired by the Natural Areas Department, the Parks Department, or with general funds; or a combination of all three, depending on how the site will be used. The plan for uses will determine funding for acquisition, and the different uses have tradeoffs and opportunity costs.

While the topic of funding various proposals was addressed through engagement, no conclusions were made on specific funding streams. All groups recognized that implementation of most, if not all, scenarios, would require funding partnerships or external funding, but were committed to leading those efforts and entering in creative funding partnerships with the City. Community members also support the idea creating consensus-based proposals to expand the list of potential partners who could help fund and fundraise toward development, and bringing in a variety of funding partners. Each scenario has its own phases of construction, funding, challenges, departmental constraints.

A. Potential Impact Measurements

Many of the desired uses for the former Hughes site sit along a spectrum of implementation considerations – some may be relatively easily implemented with little budget and a short development schedule or requiring minimal restoration. For example, developing a pit toilet or enhancing the disc golf course could be realized with minimal investment and a relatively low footprint or staff mobilization.

In the second survey, community members were asked to reflect on how the site could be used, on a scale from lowest level of impact/activity and the highest level of impact/activity, based on activities categorized by three levels of potential impact – low, medium, and high. Then, community members were asked to pick the top five uses or activities that they would prefer to see on the site in the future. Community members were reminded that there is currently no funding designated for restoration or any other potential activities or uses on the site, and that overall funding sources were could combing Natural Areas and Parks resources based on usage/activities; and that uses and activities are not exhaustive or comprehensive and are instead a list of most common requests on various survey and outreach results to date.

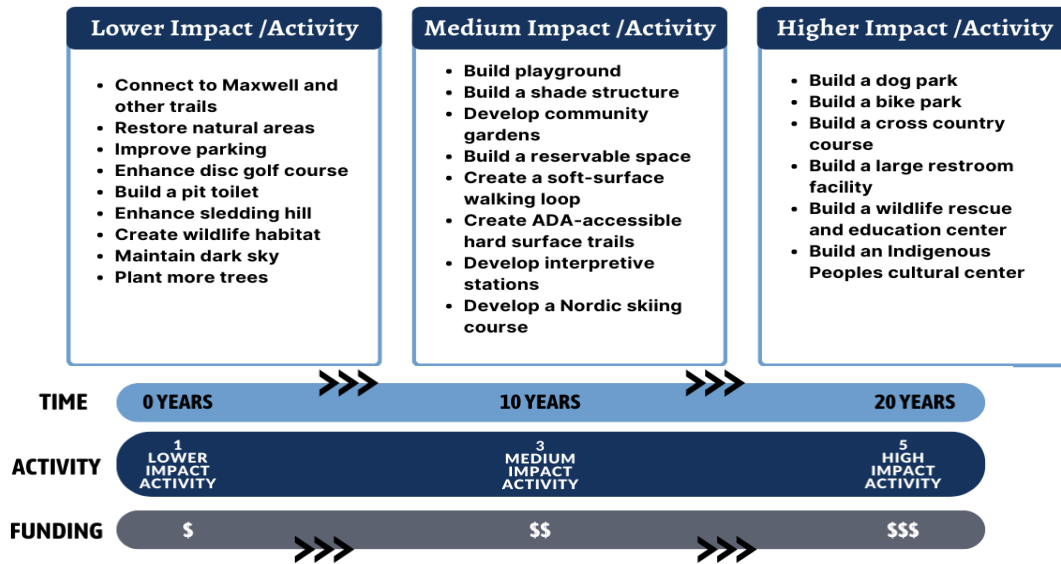


FIGURE 14: CORRELATION BETWEEN THE POTENTIAL LEVEL OF IMPACT/ACTIVITY, FUNDING STREAMS, AND IMPLEMENTATION PERIOD.

In this context, the level of impact generally reflects the amount of effort and resources required to implement a potential use or the ease of implementing a scenario but can also reflect the amount of time it would take to implement or the level of funding. The potential level of impact and the ease of implementation from funding and construction perspectives are correlated, and implementation costs are generally consistent with the implementation timing.



Council Priority

Develop a Use Plan for the Hughes Property

QUESTIONS:

1

What feedback do Councilmembers have regarding the guiding principles?

2

What feedback do Councilmembers have on utilizing a People's Assembly vs. an in-house engagement process?





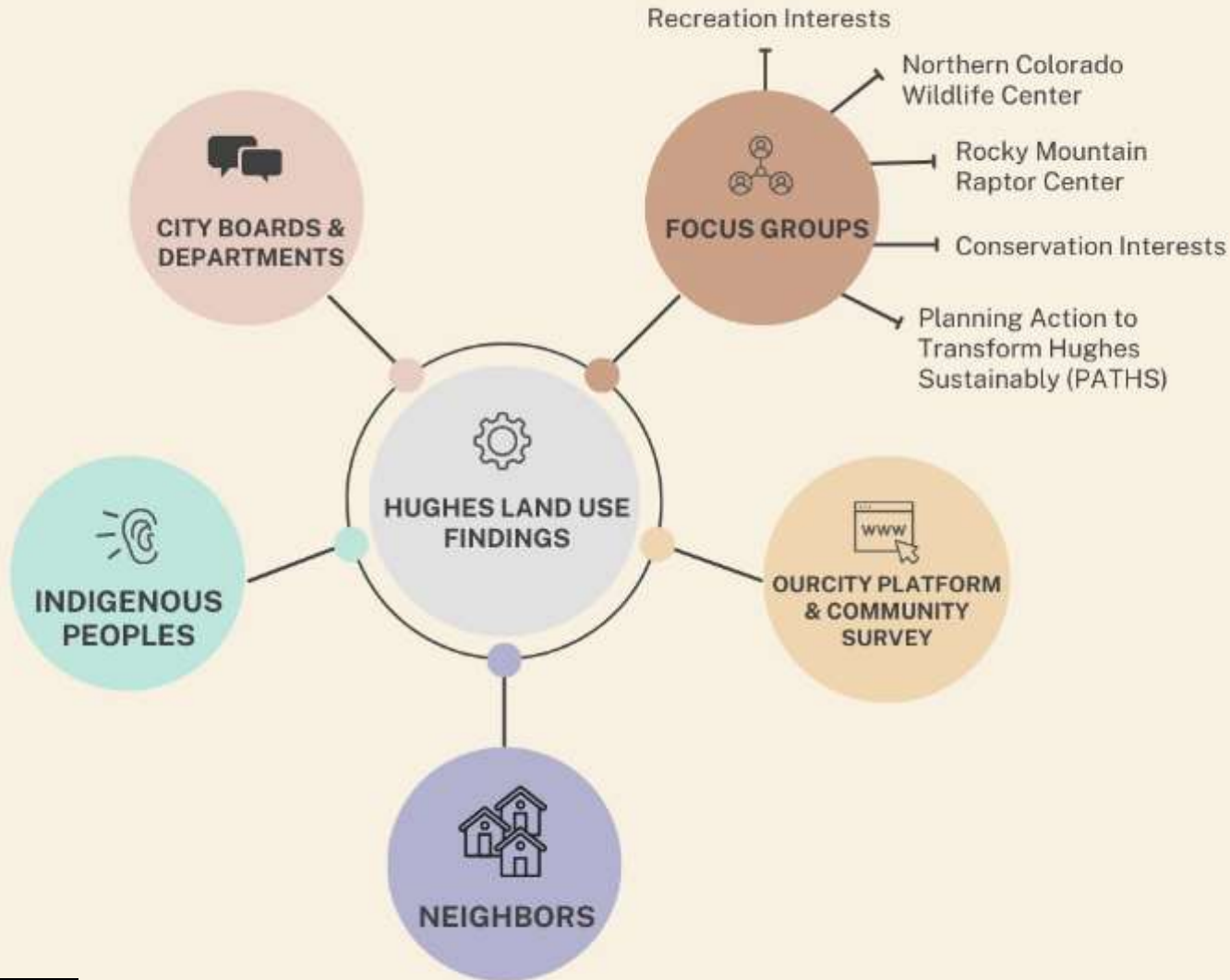
1950



2017



- In 2021, citizen-initiated petition to rezone the 164.56-acre Hughes Stadium to the Public Open Lands District for “**parks, recreation, and open lands, natural areas, and wildlife rescue and restoration.**”
- City re-zoned parcel to Public Open Lands (POL)
 - *Zoning designation or district for Natural Areas, Publicly-Owned Parks, and open lands which have a community-wide emphasis*
- City acquired land in 2023 for \$12 Million
- Internal payment agreement to balance out contributions based on final use (Parks/Natural Areas)



- Based on the 2021 ballot language, how would you prioritize the following uses?
- How would you like to see the space used?



Future of Hughes Stadium Site Survey (Survey #1) 2,710 unique responses

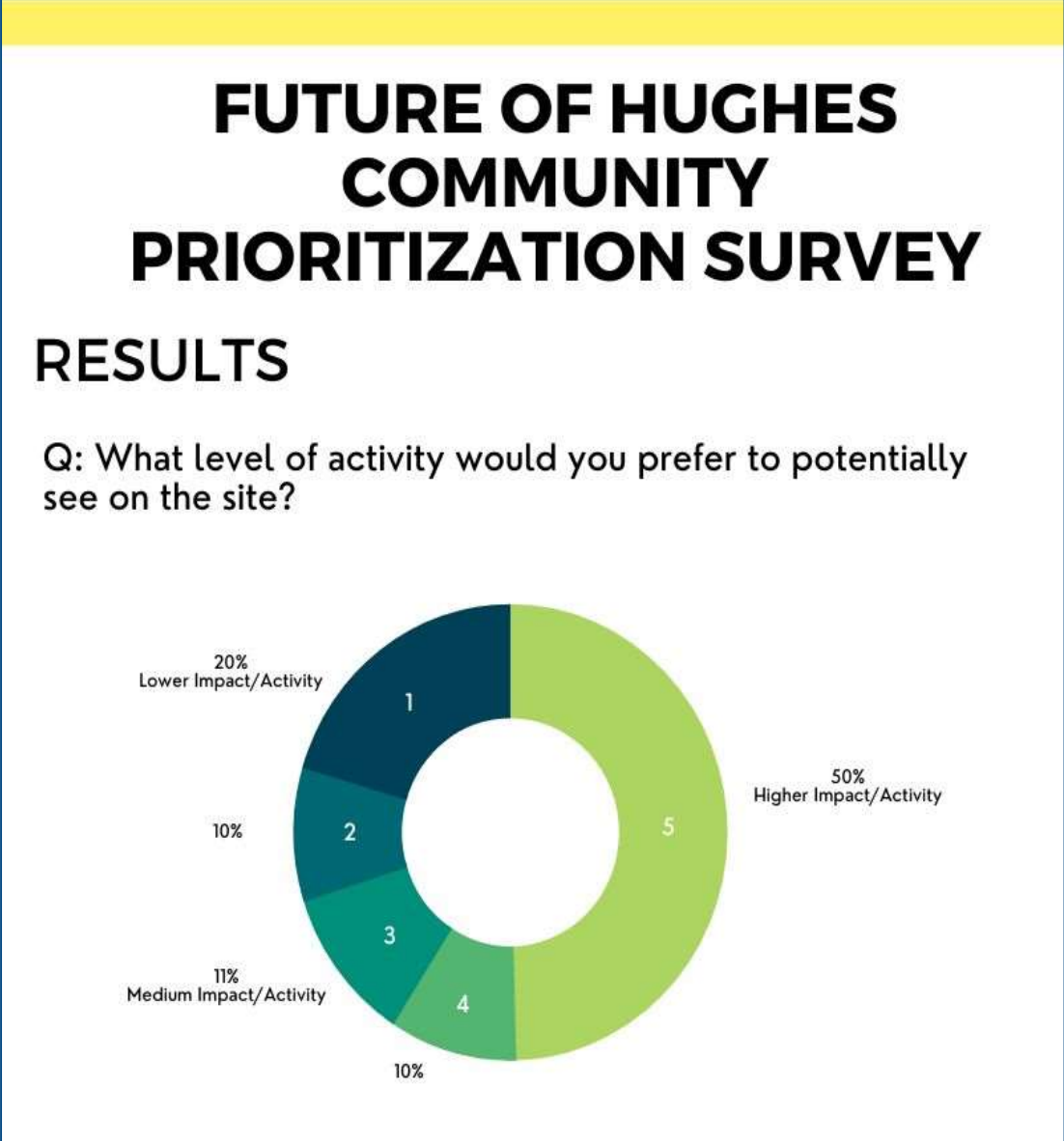
Based on the 2021 ballot language, how would you prioritize the following uses?

- 15% of respondents supported recreation
- 16% open lands
- 16% parks
- 11% natural areas
- 18% wildlife rescue and restoration

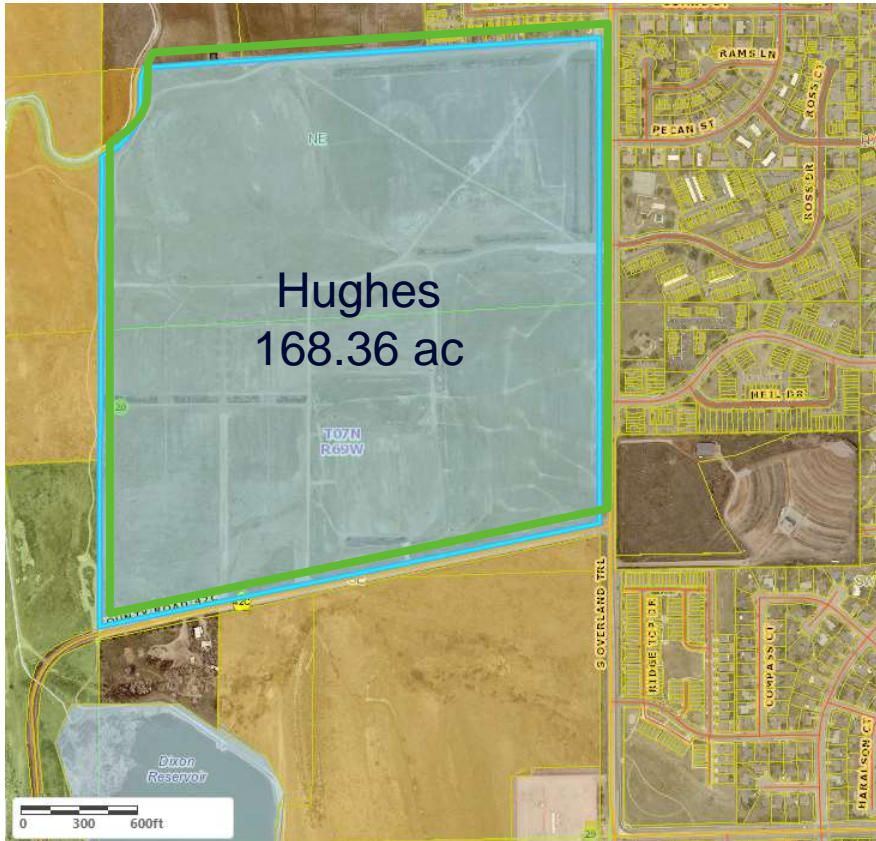
Future of Hughes Stadium Site Survey (Survey #2) 1,896 unique responses

Desired Level of Impact

High preferences were voiced for trail connections and improvements, a bike park, a Nordic skiing course, land restoration, restrooms, and a cross-country running course.



Item 4. Community Park Comparison



Rolland Moore
68 ac

City Park
77 ac

Twin Silo
53 ac

Spring Canyon
123 ac

Fossil Creek
79 ac

Edora
core: 49 ac

Martinez
48 ac

Purpose:

Set expectations and vision for final use plan.

Proposed Principles:

- Develop a plan that meets the ballot language, is contextually appropriate for site location, can be implemented over time.
- Create integrated, multi-use spaces that can serve the community year-round.

Civic Assembly

Q2/24:

Coordinate plan with partners

Q3/24:

Outreach and education campaign with the public

Q4/24:

Randomized mailing and Assembly selection

Q1/25:

Begin Assembly

Q2/25:

Present recommendation to Council

Internal Process

Q2/24:

Develop outreach plan and budget

Q3 & Q4/24:

Begin outreach opportunities

Q4/24:

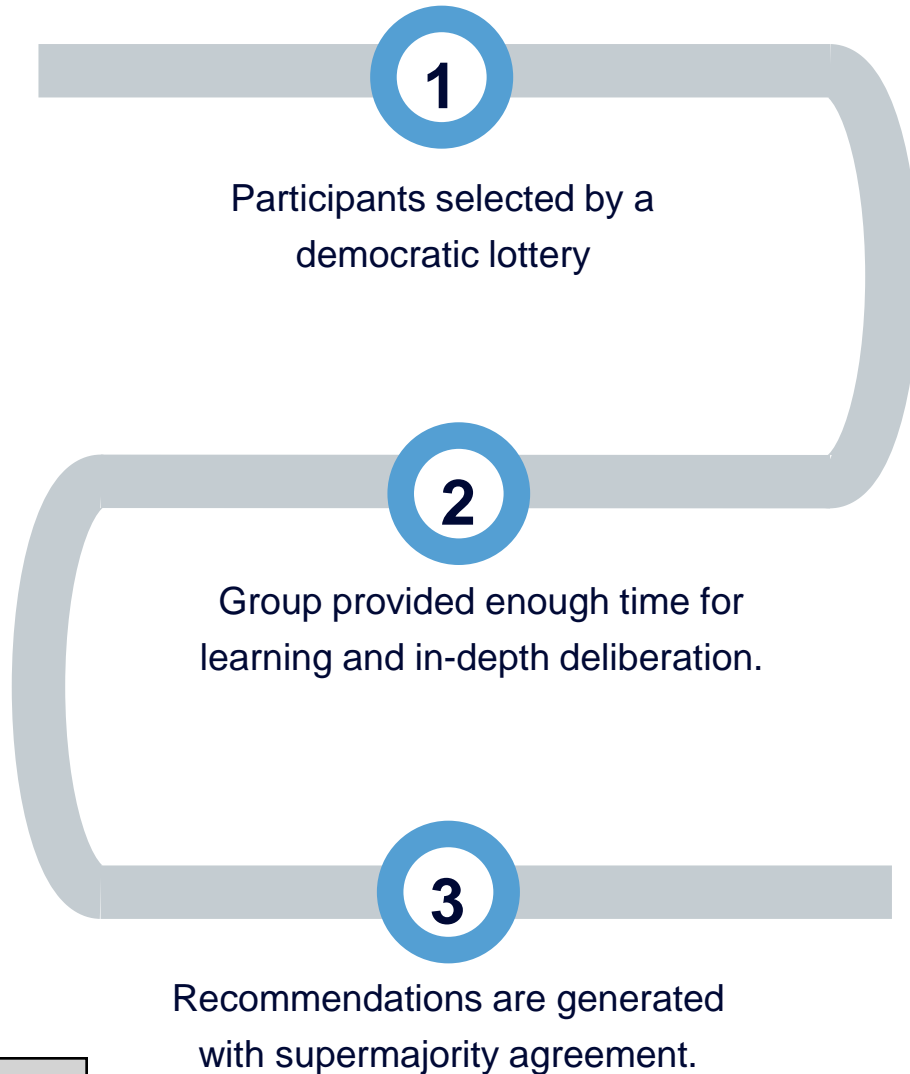
Council update

Q1/25:

Develop site plan options/drawings & continue outreach

Q2/25:

Present recommendation to Council



Civic Assemblies:

- Bring together a representative group of everyday people through a lottery process.
- Provide education and opportunity to learn, discuss complex issues, hear from other residents.
- Work through complex and polarizing issues to create common ground.
- Can resolve tough issues, engage all voices, and foster social cohesion.

QUESTIONS:

1

What feedback do Councilmembers have regarding the guiding principles?

2

What feedback do Councilmembers have on utilizing a People's Assembly vs. an in-house engagement process?

