



Meeting Date: March 10, 2021

AGENDA MEMORANDUM

To: Design Review Board

From: Julie Kirkpatrick, PLA, ASLA, Long Range Project Manager

Title: Lots 13-16, Block 11, Wilcox Addition and parts of vacated Jerry Street, and Lots 7-12, Block 3, Town of Castle Rock and parts of vacated Seventh and Jerry Streets, Town of Castle Rock, County of Douglas, State of Colorado, Site Development Plan
[Storage Units Redevelopment, 205 Sixth St./610 Jerry St., "The View"]

Executive Summary

The property owner of the existing self-storage units in downtown, located at 205 Sixth Street/610 Jerry Street, (**Attachment A**), is proposing to demolish the storage units and build a new mixed-use building to be known as "The View." The project would include 221 residential units over four levels, sitting on top of a two-level concrete podium with 5,000 square feet of retail/restaurant space, 14,242 square feet of offices, residential amenities, and approximately



399 parking spaces within a garage and 33 parking spaces on the street. A portion of the garage parking is planned for public use. The proposed building would be six stories tall (**Attachment C**).

Background

Existing Conditions and Surrounding Uses

Measuring approximately 2.02 acres or 88,182 square feet, the property includes various self-storage units built from 1983-1988. The property is adjacent to several other commercial uses including retail and commercial uses on N. Wilcox Street and Jerry Streets, The Move office building, and several restaurants.

Zoning Regulations

Zoned B, Business/Commercial, within the Downtown Overlay District (DOD), the property is specifically within the North District of the DOD. For parking requirements, the proposal is within the North Downtown Non-Residential Parking Area.

Discussion

Use

The zoning permits various business and commercial, retail, and residential uses including, but not limited to, retail, restaurants, offices, and multi-family residential. Therefore, the proposed mixed-use building has proposed uses that are permitted by right on the property.

Development Standards

The proposed Site Development Plan (SDP) complies with all zoning requirements and development standards except for the landscape requirement. Therefore, the applicant has requested a variance for the Design Review Board's consideration. The application requires 27 trees along Jerry Street and eight trees, 40 shrubs or 56 perennials, along Sixth Street. The applicant is proposing 13 trees along Jerry Street and zero trees, 17 shrubs, and 10 perennials along Sixth Street. The applicant's landscape architect detailed their reasons for the landscape variance request in **Attachment B**.

Traffic Impact Analysis and Mitigation

A traffic analysis report was submitted with the proposal for Town review. The report examined the potential impacts of the proposed development on existing and future street system capacity. Town staff have reviewed the traffic analysis and concur with the conclusion that the public street system will accommodate the traffic generated by the project.

The traffic analysis recommends the following (1) adding a right turn lane on Fifth Street for west-bound vehicles turning right onto Jerry Street, (2) limiting east-bound left turns at 8th Street and Wilcox Street, and (3) constructing a roundabout at Fifth Street and Jerry Street by 2040. Items 2 & 3 will be future considerations by the Town.

The other affected intersections in the immediate area are expected to operate within acceptable levels of service per Town criteria. The on-site parking garage is accessed from Jerry Street and also the alley on the east side of the project. Both parking garage access driveways are expected to operate at acceptable levels also.

Pedestrian connections to surrounding areas will be accommodated with sidewalks on the east side of Jerry Street and the north side of 6th Street. Jerry Street is a shared use street that will accommodate bicyclists as well as the alley between Jerry Street and Wilcox Street.

Utilities

Adequate water, wastewater, storm sewer and road infrastructure exists or will be provided to serve the project.

Notification and Outreach

Public Notice

Public hearing notice signs were posted on the property on Feb. 17, 2021. Written notice letters were sent by the applicant to property owners within 500 feet of the property, at least 15 days prior to the public hearings.

Town staff published notice of the Design Review Board public hearing on the Town's website and provided information about the proposal on the Town's *Development Activity* interactive map.

Neighborhood Meetings

The applicant has held four neighborhood meetings. The neighborhood meetings were scheduled and noticed for March 4, Sept. 17, Nov. 16, 2020, and for March 4, 2021. The first neighborhood meeting was held in person. Due to concerns related to COVID19 and the rapidly changing social distancing, the last three neighborhood meetings were held remotely either via Ring Central or Zoom.

The first neighborhood meeting included approximately 13 members of the public in addition to the development team, Town staff, EDC/DDA staff, and one elected official. The attendees asked several questions since this was the first neighborhood meeting. Twenty members of the public along with the development team, Town staff, DDA staff, and two elected officials attended the second neighborhood meeting. The attendees expressed concerns regarding parking, traffic impacts, architecture and building colors, Town's financial support, and open space dedication. Attendees offered appreciation for the project, feeling that it supports a vibrant downtown as well as adding more residents to downtown would help support downtown businesses. They liked the additional public parking spaces. At the third neighborhood meeting, twelve members of the public, the development team, Town staff, DDA staff, and one elected official attended. Attendees questioned access to the parking garage from the alley, traffic impacts and mitigation proposed, the pedestrian experience, and timing for public hearings. Staff will update the Board on the fourth neighborhood meeting as it will occur after the DRB packet has been published.

As of March 2, 2021, staff received ten public comment emails, dating from March 2020 to March 2021, as provided in **Attachment E**.

External Referrals

External referrals were sent to local service providers and Douglas County agencies. There are no outstanding external referral comments.

Analysis

This independent staff analysis takes into account the representations made in the application and attachments submitted to date.

SDP Review and Approval Criteria and Analysis 17.38.040

A. Community Vision/Land Use Entitlements

1. Generally, conforms to the Town's guiding documents that include, but are not limited to, Town Vision, Comprehensive Master Plans, Sub Area Plans, Design Guidelines, Corridor Plans and any other guiding document so long as the application of such document does not restrict the project's entitle use(s) and density.
2. Complies with existing Intergovernmental Agreements applicable to the development proposed.
3. Complies with any applicable Zoning Overlay Regulations and, if applicable, Skyline/Ridgeline Regulations.
4. Complies with the approved Planned Development Plan and Zoning Regulations.
5. Conforms to the Town's architectural goals by proposing architectural details that incorporate the use of high quality materials in a unique and varied design, while eliminating monolithic expanses of walls and rooflines through the use of varying planes and architectural projections to ensure a complete 360-degree architectural design.
6. Complies with all other relevant requirements of the CRMC.

Analysis: The proposed SDP meets this criterion except for the landscape requirement. Therefore, the applicant has requested a variance for the Design Review Board's consideration. It generally conforms to the Town's Vision and Comprehensive Master Plan and complies with the site's governing zoning, B, Business/Commercial within the Downtown Overlay District excluding the landscape requirement. It also conforms to all other relevant requirements and development standards of the Town's Municipal Code.

B. Site Layout

1. Conforms to Chapter 17.50 Residential/Non-Residential Interface of the CRMC.
2. Site design shall be designed to maintain pedestrian and vehicle safety, provide for adequate fire safety, and mitigate impacts upon adjacent properties by ensuring all vehicular, fire and mitigation regulations contained within the CRMC, including technical criteria, have been met.
3. Provides adequate parking, on-site circulation and loading in accordance with Town regulations.
4. Provides appropriate screening and/or enclosure of outdoor storage of merchandise/materials, loading areas, trash receptacles, mechanical units, site utility equipment and building mounted utility hardware.
5. Provides adequate site design to protect major environmental characteristics that would include unique topographic features and significant vegetation where possible.

Analysis: The proposed SDP meets this criterion. Because this property is within the Downtown Overlay District and is surrounded by properties within the DOD, Chapter 17.50 does not apply, per Chapter 17.42.020. With the existing building square footage credit, the required parking spaces for this development is 221. The application provides 399 on-site

parking spaces within the garage and 33 spaces on the street. Of the 399 garage parking spaces, 100 will be town-owned for public uses not associated with the building's residential, office, or retail uses. Loading space will be provided within the garage. Trash and mechanical units will be either screened from view or will be within the garage. The new IREA transformer adjacent to the Jerry Street parking garage entrance must remain easily accessible and will not have plant material screening it, per IREA requirements. Since the site currently includes pavement, storage units, and paving, the site does not contain unique topographic features or significant vegetation.

C. Circulation and Connectivity

1. Complies with all CRMC and technical criteria associated with circulation and connectivity.
2. Complies with all Fire regulations associated with land development.
3. Provides for pedestrian and bicycle traffic in a safe and convenient manner.
4. Provides for a high level of pedestrian connectivity between neighborhoods, schools, trails/open space and commercial areas.

Analysis: The proposed SDP meets this criterion. The applicant worked with Town staff to appropriately locate the Jerry Street, ground floor garage entrance to better align with the drive across the street, as well as to provide a safer sight distance along Jerry Street for vehicular ingress and egress. Town staff also requested the third level vehicular garage access be from the alley. Additionally, Town staff requested relocating the third floor pedestrian access to be directly to Sixth Street rather than the alley. The Fire Marshal reviewed and approved the plans in accordance with Fire regulations. The proposed development provides eight-foot sidewalks that connect to the building's entrances and adjacent sidewalks as well as provides area for bicycles.

D. Services Phasing and Off-site Impact

1. Complies with any phasing requirements associated with the approved zoning for the property. Provides phased improvements in a logical and efficient manner.
2. Adequate water resources have been conveyed or purchased. Existing or proposed water and wastewater systems can support the proposed development pattern, uses and density.
3. Existing or proposed stormwater systems can support the development and comply with applicable regulations.
4. Provides adequate consideration for the future extension of streets and utilities to adjacent properties.
5. Identifies and appropriately provides on-site and off-site public improvements to mitigate traffic impacts as required by the CRMC and technical criteria.

Analysis: The proposed SDP meets this criterion. Per the Town's technical reviewers, the SDP provides adequate and efficient utility plans for water, stormwater and wastewater, which considers existing conditions of the site and necessary ingress and egress improvements. Additionally, the applicant has worked with local utility providers, including but not limited to IREA, Black Hills Energy, and Century Link, to ensure proper upgrades and utility connections. The Traffic Impact Analysis was reviewed by the Town's transportation planner and traffic mitigation impacts have been addressed. Please see earlier discussion, "Traffic Impact Analysis and Mitigation", for more details.

E. Open Space, Public Lands and Recreation Amenities.

1. Provides adequate trail systems in terms of internal circulation and appropriate external connections deemed necessary by the Town to achieve connectivity goals.
2. Ensures functional and accessible open space, consistent with the overall open space plan for development and preserves significant natural features.
3. Ensures appropriate buffering, utilizing open space and/or setbacks to lessen any identified negative impacts.

Analysis: The proposed SDP meets this criterion. Smaller projects throughout Town, including redevelopment projects with the downtown, pay public land dedication fees in lieu of providing land for open space since the public land area would be too small. These public land dedication fees will be considered by Town Council with the Redevelopment Agreement. However, the project will include a terrace with on-site amenities for the residents, such as an outdoor green space with a dog park/dog run, swimming pool, social gathering spaces, and outdoor grills.

DOD Review and Approval Criteria and Analysis 17.42.060

Development Standards.

The following development standards shall apply within the DOD:

- A. Maximum lot coverage: 100% of lot area.
- B. Minimum side yard: zero feet.
- C. Minimum front yard: zero feet.
- D. Minimum rear yard: zero feet.
- E. Maximum building setback: A minimum of 25% of a building's linear footage facing a public roadway must have a setback of zero to twenty feet with a direct pedestrian connection.
- F. Maximum fence height: ten-feet.
- G. Multifamily residential units must each be a minimum of 500-square feet in size and must each have an individual kitchen and individual bathroom.

Analysis: The proposed SDP meets this criterion.

DOD Review and Approval Criteria and Analysis 17.42.070

Crown design and building height.

- A. A building's crown design shall be reviewed by and is subject to approval of the Board based aesthetic design, conformity with the Downtown Master Plan, and the need to maintain appropriate view sheds. The crown of a building is defined as the area of the structure that is above the top floor, and may include angled roofs, decorative elements, towers and other similar construction.
- B. Maximum building heights within the DOD are regulated as follows:
 1. Building height in the Downtown Core District is limited to four stories, with a maximum height of 60-feet. A building's crown cannot exceed the sixty-foot building height limitation.
 2. Building height in the North or South Districts is limited to six (6) stories, with no maximum height limitation.
- C. A landowner may request one (1) additional floor (with the corresponding increase in building height) in the Downtown Core District, or two (2) additional floors in the North and South Districts through the Board. The Board, at its discretion, may grant an additional floor request after considering the following criteria:

1. Whether the project will incorporate design elements found in adjacent Landmark structures; and
2. The impacts of the increased building height on adjacent properties.

Analysis: The proposed SDP meets this criterion. The top of the building includes varying heights and materials, as well as a metal cornice. The six-story building, measuring 85 feet, is permitted. The applicant/landowner is not requesting any additional floors.

DOD Review and Approval Criteria and Analysis 17.42.080

Design standards.

- A. Prior to the issuance of a structural building permit within the DOD, all projects must be reviewed by the Board for compliance with the standards set forth in this Section.
- B. All project design should be based on the Castle Rock Design (see Resolution No. 2003-64) and the Downtown Master Plan (see Resolution No. 2008-38).
 1. Window or transparency. The main front elevation shall provide at least thirty-five percent (35%) window or transparency at the pedestrian level. Side elevations that face a public roadway shall provide at least thirty percent (30%) window or transparency at the pedestrian level. The window or transparency is measured in lineal fashion. (For example, a one hundred-foot long building elevation shall have at least thirty-five percent (35%) transparency in length.) The height of the glass or Plexiglas must be a minimum height of five (5) feet.
 2. Accessory structures. The design of accessory structures should incorporate design elements of the primary structure and should not become a dominant feature on the property.
 3. Rooftop equipment. All rooftop equipment shall be screened from view on all sides visible to the general public, by building parapet walls or other building elements that appear as integral elements of the overall building.
 4. Service station. All service stations will be required to develop the site following a backwards service station design. This will require the convenience store to be located along the sidewalk/public roadway with pedestrian connectivity. The gas pump facilities shall be located on the side or rear of the project.
 5. Outdoor storage, repair, rental and servicing areas shall be:
 - a. Set back fifteen (15) feet from the front lot line;
 - b. Screened by an opaque wall or fence with a height of ten (10) feet. An opaque wall or fence must completely screen the property beyond the fence and can include stockade fences or walls. Chain-link fences with slat, cloth or other similar measures are not considered to be opaque fences. An opaque berm and/or landscaping that provide the equivalent screening as a required opaque fence may be used.
 6. Landscaping. All developments shall adhere to the following landscaping requirements with a focus on the pedestrian space and sidewalk areas. A landscaping plan will be required with all site plans, showing the proposed landscaping for the site. One (1) large canopy tree will be required for every twenty-two (22) linear feet (on center) or one (1) small canopy tree will be required for every fifteen (15) linear feet (on center) of property fronting along a public roadway. The landscaping plan is subject to approval by Castle Rock Water and Public Works Departments. Routine tree maintenance, such as trimming, thinning, watering and, if necessary, tree replacement may be needed

to ensure the quality of the streetscape. The following landscaping provisions include a ratio relationship between the number of plantings required, based upon the number of trees required. All shrubs plants must be a minimum size of five (5) gallons at planting and all flowering perennial plants must be a minimum of one (1) gallon at planting. For every required tree, a corresponding number of plantings or trees, from either Subparagraph a., b., or c., below, will be required for each site plan:

- a. Shrubs: Five (5) per required tree.
 - b. Perennial plants: Seven (7) per required tree.
 - c. Trees: One (1) per required tree.
7. Parking Requirements:
- a. Parking requirements for the North Non-Residential Downtown Parking Area, as depicted on Figure 4 shall be as follows:
 - i. One (1) parking space per five hundred (500) square feet of new construction. The first two thousand (2,000) square feet of new non-residential construction shall be exempt from parking requirements. Interior tenant finishes or remodels are exempt from this parking requirement.
 - ii. Existing building square footage shall be excluded from the required parking calculation. Existing building square footage to be demolished shall be deducted from the new building square footage for parking calculations.
 - iii. Hotel use shall comply with off-street parking standards set forth in Chapter 17.54.
 - b. Parking requirements for the South Non-Residential Downtown Parking Area shall be in accordance with the requirements set forth in Chapter 17.54.
 - c. No on-site parking is allowed on the side of a structure abutting a street, as determined by the Director.
8. Sidewalk requirements: All sidewalks must be designed and built to meet the Town's sidewalk construction and design regulations with a minimum width of eight (8) feet.
- a. All buildings will be required to have a minimum of one (1) sidewalk connection from a sidewalk located along a public roadway to the entrance of the primary structure.

*Analysis: The proposed SDP meets this criterion. Chapter 2, page 15, of "Castle Rock Design" includes guidelines for new commercial and mixed-use buildings in downtown. This proposal offers a new building that is distinguishable from the historic structures because it incorporates current architectural design elements while still meeting the primary goals of the design guidelines. The "Downtown Master Plan" discusses the need for a new parking structure within the North District. This project will provide 100 garage parking spaces for the Town in addition to accommodating the residential and office/retail parking needs of the development. The application provides approximately 50% transparency along the Jerry Street elevation and approximately 31% transparency along the side elevation along Sixth Street. In addition to windows, the garage elevations at the pedestrian level include an artistic, perforated metal screen (**Attachment D**). Any rooftop equipment will be screened from pedestrian views, and the parking requirements have been met. The applicant is requesting a landscape variance, discussed in detail below.*

DOD Review and Approval Criteria and Analysis 17.42.100

Powers and duties of the Design Review Board.

Upon a written finding that, by reason of exceptional shape or topography of a lot or other exceptional situation or condition of the building or land, practical difficulty or unnecessary hardship would result to the owners of the property from a strict enforcement of this Chapter, or an effort to achieve the overall vision and goals of the Downtown Master Plan and/or the Historic Preservation Plan, the Board may grant a variance for the following:

1. Minimum width of lot;
2. Minimum front yard;
3. Minimum side yard;
4. Minimum rear yard;
5. Minimum landscape requirements;
6. Design standards in Section 17.42.080 above;
7. Maximum front yard;
8. Maximum fence height;
9. Outdoor display of merchandise in Section 17.52.150; and
10. Accessory structures and uses.

*Analysis: The applicant has requested a variance from the minimum landscape requirements. The applicant's landscape architect detailed their reasons for the landscape variance request in **Attachment B** and shown on "Sheet 8 of 10" in **Attachment C**. Due to utilities, on-street parking, sight safety triangles, and storm water facilities, the applicant is proposing a reduction in required landscaping to provide a safer environment for pedestrian and vehicular circulation. The application requires 27 trees along Jerry Street and eight trees, 40 shrubs or 56 perennials, along Sixth Street. The applicant is proposing 13 trees along Jerry Street and zero trees, 17 shrubs, and 10 perennials along Sixth Street.*

Budget Impact

Development of the property will generate review and impact fees, along with use taxes for the commercial development.

Findings

All staff review comments and external referral comments have been addressed. Staff found that the proposed Site Development Plan, for "The View" addresses the following:

- Generally conforms with the objectives of the Town Vision and the Comprehensive Master Plan,
- Meets the requirements of the B, Business/Commercial, and Downtown Overlay District zoning,
- Meets the review and approval criteria of the Castle Rock Municipal Code, Chapter 17.38 and 17.50,
- Meets the review and approval criteria of the Castle Rock Municipal Code, Chapter 17.42, and
- The landscape variance is justifiable due to utility conflicts and safety concerns.

Recommendation

Staff recommends approval of the Site Development Plan and landscape variance as presented.

Proposed Motions

Option 1: Approval of SDP and Variance

“Based on the applicable Code criteria that the Board considered, the evidence presented at the hearing, and the staff report, I move to approve (i) the Site Development Plan for “The View” as shown; and (ii) the landscape variance to allow 13 trees along Jerry Street and zero trees, 17 shrubs, and 10 perennials along Sixth Street. Further, the Board finds there is no adverse effect on the public’s health, safety, and welfare as it pertains to the requested variance.”

Option 2: Approval with Conditions

“Based on the applicable Code criteria that the Board considered, the evidence presented at the hearing, and the staff report, I move to approve with conditions (i) the Site Development Plan for “The View” as shown; and (ii) the landscape variance to allow 13 trees along Jerry Street and zero trees, 17 shrubs, and 10 perennials along Sixth Street. The conditions for approval are as follows:” (list conditions)

Option 3: Denial

“Based on the applicable Code criteria that the Board considered, the evidence presented at the hearing, and the staff report, I move to deny (i) the Site Development Plan for “The View” as shown; and (ii) the landscape variance, finding that one or more of the following criteria has not been satisfied pursuant to the 17.42.100.B.:” (list criteria not met)

Option 4: Continue item to next hearing (need more information to make decision)

“I move to continue the Site Development Plan for “The View” to the next regular Design Review Board meeting on March 24, 2021.”

Attachments

- Attachment A: Vicinity Map
- Attachment B: Landscape Variance Request
- Attachment C: Site Development Plan
- Attachment D: Materials Board
- Attachment E: Public Comments
- Attachment F: Traffic Impact Analysis

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