



Meeting Date: June 19, 2018

AGENDA MEMORANDUM

To: Honorable Mayor and Members of Town Council
Through: Bill Detweiler, Director, Development Services
From: Donna Ferguson, Senior Planner, Development Services
Title: Calvary Chapel Site Development Plan

Executive Summary

Calvary Chapel Castle Rock (the applicant) is requesting approval of a site development plan (SDP) in order to construct a 22,788 square foot church on a 5.4 acre site located at the northwest corner of the intersection of Fifth Street and Woodlands Blvd., adjacent to an existing single-family residential neighborhood (Figure 1).

The site development plan is regulated by the Calvary Chapel Planned Development Plan & Zoning Regulations (PDP) which was approved by Town Council on June 20, 2017. The Calvary Chapel PDP designates use areas as well as minimum development standards for the site. The Planning Commission and staff find that the proposed site plan conforms to all use areas and all related development standards of the PDP.

The SDP, because it proposes a non-residential use adjacent to residential uses, is also subject to review for conformance with the Town's Residential/Nonresidential Interface Regulations (Interface Regulations). The purpose of the Interface Regulations are to mitigate the impacts of nonresidential uses upon residential uses by creating a compatible residential/nonresidential interface which is visually attractive and interesting.

The SDP has proposed to meet the Interface Regulations by doing the following: orienting the building and configuring the parking lot to mitigate parking and lighting impacts on the adjacent residential properties, painting the building a neutral color and incorporating material articulation into the architecture to provide an attractive building, dedicating a 30-foot buffer area and providing transitional screening which includes a manufactured rock retaining wall and landscaping containing existing native scrub oak and new evergreen tree plantings to provide a visually attractive transition. Conformance with the Town's Residential/Nonresidential Interface Regulations must be reviewed and decided upon by Town Council after review and recommendation by Planning Commission.

On May 24, 2018, following detailed discussion, the Planning Commission voted 5-1 to recommend approval of the SDP application as presented. Commissioner discussion primarily focused on the retaining wall as a mitigation measure to meet the Interface

Regulations, Canyons Drive access and general challenges associated with infill development. In addition to presentations made by Town Staff and the applicant, Planning Commission heard public comment from 14 residents who raised issues related to the location of the retaining wall within the buffer/setback, the retaining wall

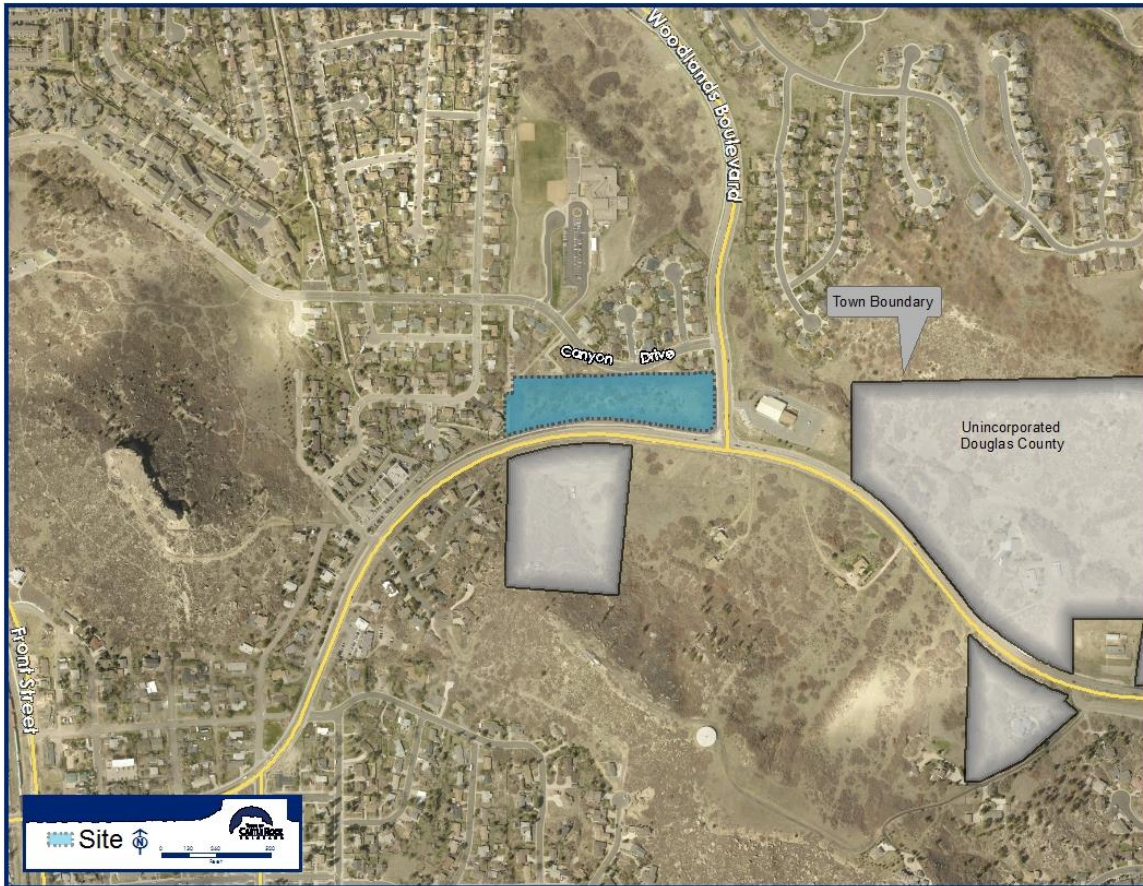


Figure 1: Vicinity map

height, impact of the church on both property values and traffic, as well as drainage, detention pond and mosquito concerns.

SDP Discussion

Background

The SDP application was previously submitted to the Planning Commission for consideration on January 11, 2018, at which time Planning Commission voted 4-0 to recommend approval of the application to Town Council. Further discussion concerning the maintenance access for the drainage pond necessitated a redesign of the access path. The redesign was substantial enough to require a resubmittal of the SDP to the Planning Commission for re-consideration. In addition, based on feedback from two neighborhood meetings held since the original PC hearing the retaining wall height, landscaping, lighting locations and section details were also revised. The SDP application was returned to Planning Commission for re-consideration on May 24, 2018

at which time Planning Commission voted 5-1 to recommend approval of the application as presented to Town Council.

Proposal

The SDP proposes to develop a terraced church building with a covered patio on a rectangular shaped lot. The church will house a maximum 758 seat sanctuary and related uses such as administrative offices and classrooms and has a height of 33-feet seven-inches as measured from the average finished grade. The building is situated on the center of the lot with the main entrance facing Fifth Street (Figure 2). Access is proposed off of Canyon Drive to the north and Fifth Street to the south. Parking for the church is proposed on the long ends of the lot on each side of the building. The site plan also incorporates pedestrian walkways, lighting, landscaping, a retaining wall and a drainage pond.

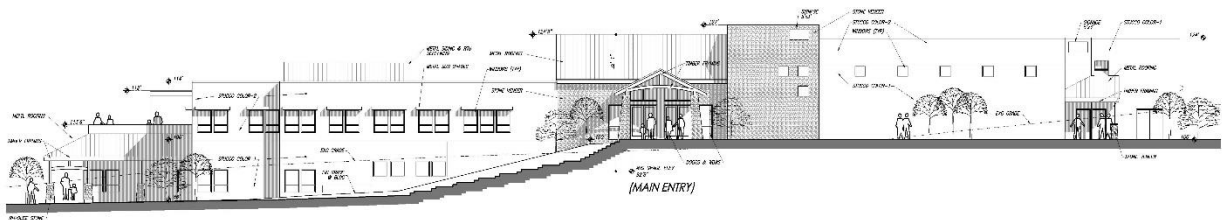


Figure 2: Church main entrance facing Fifth Street

Existing Conditions

The 5.4 acre site is currently undeveloped. It is located at the northwest corner of the intersection of Fifth Street and Woodlands Blvd., which are both arterial streets within the Town's street system. The site is also adjacent to Canyon Drive to the north which is a collector street. To the west and north reside single-family homes, to the east and across Woodlands Blvd. resides a church, and to the south and across Fifth Street resides an undeveloped residential parcel as well as a single-family home on a large lot. The site contains scattered native scrub oak and the topography of the site slopes down from east to west.

Zoning Regulations

The site development plan is regulated by the Calvary Chapel Planned Development Plan & Zoning Regulations (PDP) which was approved by Town Council on June 20, 2017. The Calvary Chapel PDP designates two use areas for the site; an open space use area (OSP) and a church use area (CH). The OSP use area permits landscaping, buffers and detention facilities and is distributed along the perimeter of the site while the CH use area permits a church and church related uses and is situated in the center of the site. The proposed site layout conforms to the both use areas outlined in the PDP.

The PDP also designates minimum development standards for the CH use area such as interface buffers, setbacks, building coverage, building height, and parking. The

proposed SDP meets all the development standards of the CH use area as illustrated in the Zoning Comparison Chart (Figure 3).

Calvary Chapel PDP		
Use Area	CH	
	PD Requirement	Proposed (this SDP)
Permitted Uses	Church and related uses	Church and related office and classroom uses
Min. interface buffer for north & west prop. line	30'	30'
Minimum setback from Fifth St.	25'	41'
Minimum setback from Woodlands Blvd.	25'	315'
Minimum setback from north prop. line	30'	67'
Minimum setback from west prop. line	30'	434'
Max. Building Coverage	35%	10%
Max. Floor Area Ratio (FAR)	0.35	0.10
Maximum building height	35-feet	33-feet 7-inches
Max. spire height above building	15'	n/a
Minimum Parking	1 space per 3 seats	253 spaces (758 seats/3=253 spaces)

Figure 3: Zoning Comparison Chart

Interface Regulations

The purpose of the Residential/Nonresidential Interface Regulations are to mitigate the impacts of nonresidential uses upon residential uses by creating a compatible interface which is visually attractive and interesting. The Interface Regulations were approved and adopted by Town Council on July 22, 2008 after considerable review and discussion by Planning Commission and Town Council. The Interface Regulations balance the needs and interest of both the residential and nonresidential communities and permit Town Council to approve deviations. The Interface Regulations do not remove or reduce entitled zoning.

The Interface Regulations define a compatible interface to include part or all of the following:

1. Minimize the visibility of undesirable, nonresidential uses and activities from residential uses through building orientation.
2. Provide attractive buildings with thoughtful architectural detailing.
3. Create a visually attractive transition between nonresidential and residential uses with the use of walls, fences, berms and/or landscaping.

The Interface Regulations also outline buffers and transitional screening as mitigation requirements; the buffer requirement is a prescriptive based standard which is based on

intensity of use and/or building size while the transitional screening requirement is a performance based standard intended to allow flexibility in design to meet the regulation.

This site plan is governed by the Interface Regulations along the north and west property lines where the church use interfaces with single-family homes. The SDP has proposed to meet the Interface Regulations by doing the following:

1. Orienting the building and configuring the parking lot to mitigate parking and lighting impacts on the adjacent residential properties.
2. Painting the building a neutral color and incorporating material articulation into the architecture to provide an attractive building.
3. Dedicating the required 30-foot buffer area and providing transitional screening which includes a manufactured rock retaining wall and landscaping containing existing native scrub oak and new evergreen tree plantings to provide a visually attractive transition.

Transportation and Traffic Analysis

The site is located at intersection of two major arterial roadways (Fifth Street and Woodlands Blvd) and a minor collector roadway (Canyon Drive). Planned site access is via a full-movement driveway on Canyon Drive and a restricted right-in/right-out driveway on Fifth Street. In addition, pedestrian walkways are proposed at the two access driveways that will connect the Town's sidewalk system to the site's internal walkway system. Public Works concurs with the planned access.

A site-specific Transportation Impact Analysis (TIA) was prepared by JR Engineering (January 2017) and reviewed by the Town's Public Works Department. As a method of assessing the project's traffic impacts, the TIA compared existing traffic to year 1 and year 20 traffic projections, with and without the project. The analysis accounted for expected traffic from proposed nearby projects along the Woodlands Blvd corridor north and south of the subject site.

Based on a church usage, the project is expected to generate an average of 273 weekday and 1,099 Sunday trips. Peak hours are estimated to generate 17 trips on weekdays with 11 trips in the a.m. peak hour and 6 trips in the p.m. peak hour. On Sundays the project is expected to generate 361 peak hour trips with 177 trips entering and 184 trips exiting during this peak hour.

Drivers will access the site at two points: a full-movement access on Canyon Drive and a right-in/right-out access on Fifth Street. The TIA projects 5% of the traffic will travel along Canyon Drive to the west of the site; 15% will travel on Woodlands North of the site; 35% will travel on 5th Street west of the site; and 45% will travel on 5th Street east of the site.

The TIA recommends augmenting the existing southbound left-turn lane on Woodlands Blvd. at Fifth Street within the next 20 years by constructing an additional (second) left-turn lane and redesigning the existing median to preclude left-out turns from the existing church (Church of Christ). Precluding left-out movements at the church is required for

proper functioning of the proposed southbound dual left-turn lanes. Public Works concurs with the TIA recommendations.

An approved Development Agreement (DA) obligates the owner to construct right-of-way improvements along the Fifth Street frontage with the first plat on the property. These improvements include curb, gutter, sidewalk, lighting, streetscape, and roadway drainage. The DA also obligates the owner to provide cash-in-lieu for the second left-turn lane and related reconstruction of the existing median on Woodlands Blvd at time of DA recordation. The Town will utilize the cash-in-lieu to construct the Woodlands Blvd. improvements when warranted.

Neighborhood Outreach

The applicants held a total of five formal Neighborhood Meetings to share and discuss the Calvary Church development proposal. These meetings occurred on October 11, 2016, March 12, 2017, September 12, 2017, March 15, 2018 and March 27, 2018. These meetings were in addition to two informal neighborhood meetings held in January of 2016 and a series of home visits between the applicant and adjacent homeowners during the winter and spring of 2016. Through the neighborhood outreach process the following concerns were raised and subsequently addressed by the applicant in the SDP application.

1. Residential/Nonresidential Interface screening elements. Concerns regarding the planting of evergreen trees and removal of the native scrub oak. *The applicant revised the SDP to keep the native scrub oak, along with the existing grade, in addition to adding evergreen trees as screening elements.*
2. Retaining wall. Concerns regarding the proposed height of the retaining wall and its location within the buffer/setback. *The applicant revised the SDP to reduce the maximum height of the retaining wall by two-feet which was accomplished by steepening the grade of the site from the ideal grade of 2% to 4%. Note: the Town's Residential/Nonresidential Interface Regulations allow walls within the buffer (17.50.040).*
3. Site grading. Concerns regarding the proposed grading not being designed to conform to the slope. *The SDP proposes terracing the grading from east to west and also proposes a building design which splits the church into two separate floor elevations. Both of these design measures mirror the slope of the grade and minimize grading activity.*
4. Site access. Concerns regarding the proposed access off of Canyon Drive rather than an access off of Woodlands Blvd. *Town criteria (Transportation Design Criteria Manual Section 3.2.4) does not permit direct private access to minor arterial roadways, such as Woodlands Blvd., unless it can be proven that the access would not cause significant impacts to traffic conditions. In this case an access off of Woodlands Blvd. would interfere with the southbound intersection approach on Woodlands Blvd., thus access on Canyon Drive rather than Woodlands Blvd. is appropriate.*
5. Parking lot lighting. Concerns regarding the light and visual pollution caused by car headlights and parking lot light poles. *The SDP proposes a parking lot which sites the parking spaces internal to the site rather than along the perimeter and facing the single-family homes. In addition, the applicant revised the SDP to*

remove all the light poles along the northerly and westerly perimeter of the site. These design measures mitigate both the light and visual pollution of the parking lot lighting.

6. Drainage. Concerns regarding the proposed development increasing surface flooding to the single-family homes to the west. *The SDP proposes an onsite detention pond which will capture surface water runoff and then slowly disperse the accumulated surface water at the appropriate rate to the existing storm water system.*
7. Detention pond. Concerns regarding the proposed detention pond's elevation above the single-family homes to the west. *A technical review of the proposed detention pond will be performed at time of Construction Document (CD) application. Technically sound engineering design for the pond will be determined during the CD review and approval process.*
8. Ground water. Concerns regarding the proposed development's impact on groundwater. *Groundwater impacts and mitigation efforts, if any, will be determined during the CD review and approval process.*
9. Signalization. Concerns regarding the need for signalization of the Woodlands Blvd. and Canyon Dr. intersection. *The Traffic impact analysis for the SDP collected and analyzed current and projected traffic data for the existing approaches at the Woodlands Blvd. and Canyon Drive and determined that a signal is not warranted at this location and would likely degrade intersection efficiency.*
10. Wildlife. Concerns regarding the proposed development's impact on wildlife. *An external referral was sent to Colorado Parks & Wildlife, an agency partner, at time of zoning and site development plan review with no concerns or objections being reported.*

External Referrals

External referrals were sent to various public and private utility providers as well as the Town's jurisdictional and agency partners with no objections being reported.

Notices

Posted, written and published notices were performed in accordance with the Town of Castle Rock Municipal Code.

Budget Impact

The proposed Site Development Plan will generate review and impact fees.

Findings

Planning Commission and Staff find that the SDP meets the objectives and criteria of the Calvary Chapel Planned Development Plan as well as the Town's Site Development Plan review and approval criteria.

Recommendation

Planning Commission and Staff recommend approval of the SDP application as presented based on the analysis and findings summarized in this report.

Proposed Motion

I move to approve the resolution as introduced by title.

Attachments

Attachment A: Resolution
Exhibit 1: Site Development Plan