



Meeting Date: Jan. 26, 2022

AGENDA MEMORANDUM

To: Design Review Board

From: Donna Ferguson, AICP, Senior Planner

Title: **Part of Block 1, First Amendment Plat of Castle Plaza South,
Town of Castle Rock, County of Douglas, State of Colorado,
Site Development Plan
["Castle Rock Library", 100 S. Wilcox St.]**

Executive Summary

Fransen Pitman Construction, on behalf of Douglas County Libraries, has submitted an application for a site development plan (SDP) for a new Castle Rock branch library. The SDP proposes a new two-story 62,000 sq. ft. library to replace the existing one-story 45,000 sq. ft. library. The existing library will remain open until the new building is constructed. Once the new building is constructed, the old library building will be demolished and replaced with parking.



Vicinity Map

The project is 3.5 acres in size and located at the southeast corner of Wilcox St. and Phelps St. The SDP requires a public hearing before the Design Review Board (Board) who shall review and make a decision upon the proposal, which includes a variance request for maximum required building setback to a public roadway and a variance request for minimum tree requirement.

Background

Existing Conditions and Surrounding Uses

The property is approximately 3.5 acres in size and located within Downtown Castle Rock at the southeast corner of Wilcox St. and Phelps St. The property is home to the existing Castle Rock branch library, known as the Philip S. Miller library, which has been in this location since 2003, and also contains a gazebo/bandstand and a surface parking lot. The library is a single-story commercial building built in 1977.

To the north, across Phelps St., is a two-story office building built in 2005 and a single-story church building, recently redeveloped. Both buildings have flat roof designs. To the west, across Wilcox St., are four stand-alone buildings: a two-story mixed-use building built in 1968, a single-story office building built in 1971, a single story car wash building built in 2010, and a two-story office building built in 1982; these buildings have varying roof designs. To the south, adjacent to the existing library, is a single-story bank building built in 1986 with a flat roof design and an in-line tenant building built in 1979 with a varying roof design. To the east is a developed landscape tract that lies between the property and Perry St.

Zoning Regulations

The property is zoned Business/Commercial (B), within the Downtown Overlay District (DOD). The B zone district is the underlying zone district for the property while the DOD, adopted in 2010, is an additional layer of standards for the property. The provisions of the DOD govern over those of the B zone district. The purpose of the DOD is to establish architectural, landscaping, design, building, use, and site development regulations that encourage compatible land uses, ensure higher quality development and function in order to protect property values and provide safe and efficient pedestrian and automotive access.

Discussion

Use

The zoning permits various commercial and residential uses including, but not limited to, office, service, retail, restaurant, public facility, and multi-family residential uses. As a public facility use, the proposed library is in conformance with the permitted uses described for both the B zone district and the DOD.

Development Standards

A comparison of the SDP proposal to the Development Standards of the DOD (page 1 of the SDP) illustrates the SDP proposal meets permitted maximum lot coverage, minimum setbacks, and maximum building setback to Wilcox St. A variance for maximum building setback to Phelps St. is being requested with this SDP proposal.

The proposed lot coverage of 20% is under the permitted maximum lot coverage of 100%; and the proposed front setback of 9-feet, rear setback of 270-feet and side yard setback of 78-feet all meet the permitted minimum setback of 0-feet.

36% of the building facing Wilcox St. is proposed within 20 feet of the Wilcox St. right-of-way, which meets the required maximum building setback to a public roadway of 0-20 feet for 25% of the building facing a roadway.

A variance for required maximum building setback to Phelps St. is being requested with this SDP proposal (Attachment B). The building setback facing the Phelps St. right-of-way (ROW) line exceeds 20-feet for the entire length of the building, which does not meet the required building setback to a public roadway of 0-20 feet for 25% of the building. This is because the building had to be pulled away from the Phelps St. ROW line to accommodate the necessary streetscape.

Due to the existing narrow width of the Phelps St. ROW and the need to provide on street parking on Phelps St. there is not enough room to fit the necessary streetscape, consisting of a 10-foot wide sidewalk and an 8-foot wide landscape planting strip, within the bounds of the ROW where the streetscape is normally located. This necessitates the library having to pull the building away from the ROW line to accommodate the necessary 18-foot wide streetscape on library private property.

As a result, the library cannot meet the required building setback to a public roadway of 0-20 feet for 25% of the building facing Phelps St. due to the need to accommodate the necessary 18-foot wide streetscape and the unique angled shape of the building along Phelps St. If the property line were behind the streetscape, then 100% of the building facing Phelps St. would be within 20-feet of the Phelps St. ROW.

Crown Design and Building Height

The proposed library building has a flat roof design. The building is two-stories high and measures 34-feet tall. In the South District of the DOD, building height is limited to six stories with no maximum height limitation; as such, the proposed building height meets the requirements of the DOD.

Design Standards

A review of the SDP proposal to the Design Standards of the DOD was performed. The review determined the SDP proposal is generally in compliance with requirements for window or transparency at the pedestrian level, screening of rooftop equipment, parking, sidewalk, and landscaping, other than minimum tree requirement. A variance for the minimum tree requirement is being requested with this SDP proposal.

69% of window or transparency is proposed for the main front elevation facing Wilcox St., which is almost twice the minimum requirement of 35%. In addition, 30.7% window or transparency is proposed for the side elevation facing Phelps St., which meets the minimum requirement of 30%.

Screening of rooftop equipment from all ground perspectives is accomplished using screening walls in a metal material and light color which helps fade the screening walls into the background.

A surface parking lot consisting of a total of 206 parking spaces is proposed for the library, to serve both patrons and staff, which meets the minimum parking requirement of 126 parking spaces. In addition, the parking lot is located at the rear of the building with no parking spaces proposed between the building and Wilcox St. or between the building Phelps St.

An 8-foot wide sidewalk is proposed along Wilcox St. and a 10-foot wide sidewalk is proposed along Phelps St., which both meet the minimum sidewalk width requirement of 8-feet. A walkway connection from both these sidewalks to the primary entrance of the library, located along Wilcox St., are being provided. In addition, a walkway connection from the sidewalk along Phelps St. to the side entrance of the library, located along Phelps St., and to the rear entrance, adjacent to the parking lot are being provided. A public access easement will be provided to the Town for any public sidewalk built upon library private property.

A total of 17 trees, 25 shrubs, and 112 perennials are being provided for the streetscape along Wilcox St., which meets the minimum requirement of 15 trees, 25 shrubs and 70 perennials.

A variance for minimum tree requirement for the Phelps St. frontage is being requested with this SDP proposal (Attachment C). The DRB must review and make a decision upon this variance. A total of 20 trees, 55 shrubs and 102 perennials are being provided for the streetscape along Phelps St., which is one short of the minimum requirement of 21 trees, but meets the minimum requirement of 55 shrubs and 70 perennials. Due to the limited area between the building foundation and Phelps St. and the need for a driveway off of Phelps St. for site access and circulation there is no viable area to accommodate this one tree. However, two extra trees are proposed for the Wilcox St. frontage.

Traffic Impact Analysis and Mitigation

A traffic impact analysis (TIA) was submitted with the proposal for Town review. The TIA examined the potential impacts of the reconstructed library project on existing and future public street system capacity. Town staff have reviewed the TIA and concurs with the conclusion that the public street system will accommodate the traffic generated by the project. Staff also concurs with the recommended improvements in the TIA.

The TIA recommends the following (1) adding an acceleration lane on Perry St. for traffic turning left from South Street, (2) creating a southbound right turn overlap phase at Plum Creek Pkwy. and Wilcox St., and (3) no mitigation for the newly aligned driveway at Fair St. due to the new roundabout construction and alternate routes drivers have available to them to head southbound on Wilcox St. Items 1 and 2 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 lot is accessed from Phelps St., Wilcox St., and the commercial property to the south.

Pedestrian connections to surrounding areas will be accommodated with sidewalks on the east side of Wilcox Street and the south side of Phelps Street. Bicycle traffic can be accommodated by the wider sidewalks or shared Downtown street network.

Downtown Mobility Improvements
Providing an 8-foot wide detached sidewalk along Wilcox St.
Providing a 10-foot wide sidewalk along Phelps St.
Adding streetlights along Phelps St.
Aligning the new driveway on Wilcox St. with the right-of-way (Fair St.) to the west
Aligning the new driveway on Phelps St. with the right-of-way to the north
Maintaining cross access with the commercial property to the south

Summary of Downtown mobility improvements to be provided by Douglas County Libraries

Utilities

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

Notification and Outreach

Public Notice

The applicant mailed public notice of the DRB hearing to all property owners within 500 feet of the property at least 15 days prior to the Planning Commission hearing date. In addition, Town staff posted public notice signs on the property, published notice of the Planning Commission hearing on the Town's website and made the application available for review on the Town's Development Activity Map.

Neighborhood Meetings

The applicant held a total of three neighborhood meetings. The first neighborhood meeting was conducted in a hybrid format, offering in-person and virtual participation, on Aug. 5, 2021. The second neighborhood meeting was conducted virtually on Sept. 30, 2021. The third and final neighborhood meeting is being conducted in a hybrid format on Jan. 24, 2022, after the writing of this report. Summaries of the first and second neighborhood meetings are attached. Staff will update the Board on the third neighborhood meeting at the Board public hearing on Jan. 26, 2022.

External Referrals

Requests for comments were sent to various local agencies and utility service providers, including Douglas County Government, Douglas County Schools, Colorado Geological Survey, Plum Creek Water Reclamation Authority, CORE (formerly known as IREA), Black Hills Energy, Xcel Energy, Century Link and Comcast. Comments received from local agencies and utility service providers were technical in nature and reconciled through the SDP review process.

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 SDP proposal meets these criteria except for the DOD requirement for maximum building setback and minimum tree requirement for which the applicant is requesting a variance. The SDP proposal generally conforms to the Town's Vision and Comprehensive Master Plan and complies with the property's governing zoning, Business/Commercial within the Downtown Overlay District. 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 SDP proposal meets these criteria. Walkway connections from the parking lot and adjacent sidewalks to building entrances are provided. A 206-space parking lot containing 24-foot wide drive aisles and two vehicular access points into the site are provided. These pedestrian and vehicular improvements allow for safe on-site circulation for pedestrians and vehicles, adequate parking, and adequate drive aisles widths for fire trucks. The SDP proposal also provides a screen for roof top equipment and an enclosure for the trash receptacle. The site is not subject to the Residential/Non-Residential Interface Regulations and 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. Two vehicular entrances into the property are being maintained and the existing access along Wilcox St. is being realigned in order to match up with the existing intersection with Fair St. The Fire Marshal reviewed and approved the plans in accordance with Fire regulations. An 8-foot wide sidewalk is proposed along Wilcox St. and a 10-foot wide sidewalk is proposed along Phelps St., which both connect to building entrances. An area for bicycles is also provided.

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 SDP proposal meets these criteria. The SDP proposal provides adequate and efficient utility plans for water, stormwater and wastewater, which considers the existing conditions of the property and also provides necessary ingress and egress improvements.

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. Two outdoor open spaces which are partially covered; one in the front of the building facing Wilcox St. and the other on the rear of the building adjacent to the parking lot. These outdoor open spaces support opportunities for reading, social gathering, and program activities.

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 SDP proposal meets these criteria except for maximum building setback to Phelps St. for which the applicant is requesting a variance.

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 SDP proposal meets this criterion. The proposed library building has a flat roof design. The building is two-stories high and measures 34-feet tall. The building has a similar flat roof design and height as the two-story office building to the north, across Phelps St. 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 SDP proposal meets these criteria except for minimum tree requirement for which the applicant is requesting a variance. Guidelines for site design and layout as well as building design for new Commercial and Mixed-Use in the Downtown are discussed in Chapter 2, page 15, of "Castle Rock Design". This SDP proposal is for a new two-story commercial building to replace an existing commercial building built in 1977. The new building has a flat roof design and incorporates weathered corrugated and flat metal panels in varying patterns as well as brick and glass. These architectural design elements express architecture of current times consistent with the South District and are different from the architectural design elements found in historic structures of the Core District. The different architectural style of the new library building enhances the existing eclectic nature of the Downtown. The Philip S. Miller Library is referenced in the "Downtown Master Plan" as an important civic amenity that brings visitors to Downtown Castle Rock. The Downtown Master Plan recommends bringing the library building up to Wilcox Street to increase its visibility and pedestrian accessibility. The SDP proposal is consistent with this recommendation.

Budget Impact

Development of the property will generate review and impact fees, along with use taxes similar to other public facility development.

Findings

All staff review comments and external referral comments have been addressed. As such, Town staff finds the Castle Rock Library Site Development plan:

- Generally, conforms with the objectives of the Town Vision and the Comprehensive Master Plan; and

- Meets the zoning requirements of the Business/Commercial District and Downtown Overlay District; and
- 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
- Justifies the approval of a variance request for required building setback to a public roadway; and
- Justifies the approval of a variance request for minimum tree requirement.

Recommendation

Staff recommends approval of the Site Development Plan and variances 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 Castle Rock Library” as shown; and (ii) the landscape variance to allow 20 trees along Phelps St. as shown; and (iii) the building setback variance to Phelps St. as shown. Further, the Board finds there is no adverse effect on the public’s health, safety, and welfare as it pertains to the requested variances.”

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 condition (i) the Site Development Plan for “The Castle Rock Library” as shown; and (ii) the landscape variance to allow 20 trees along Phelps St.; and (iii) the building setback variance to Phelps St. 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 Castle Rock Library” as shown; and (ii) the landscape variance; and (iii) the building setback 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 Castle Rock Library” to the next regular Design Review Board meeting on February 9, 2022.”

Attachments

- Attachment A: Site Development Plan
- Attachment B: Setback Variance Request
- Attachment C: Landscape Variance Request
- Attachment D: Neighborhood Meeting Aug. 5, 2021

