City of Arvada
Community and Economic Development Department
PUBLIC HEARING STAFF REPORT

Arvada TOD South
Planned Unit Development Plan
DA2020-0022

NATURE OF REQUEST

TC Denver Development is requesting approval of a Planned Unit Development (PUD) Plan for the Arvada TOD South project.

The Arvada TOD South development is a commercial development with a hotel, restaurant and retail services which will serve as a connection between “New Town” and “Olde Town”. The four-story hotel will have 128 guest rooms and a total of 15,250 square feet of restaurant/retail space will be located in two freestanding buildings.

MAJOR MODIFICATIONS REQUESTED

The PUD zoning district establishes the land uses and development standards for the subject property as a separate and distinct zoning district. As such, there are no major modifications required.

LOCATION AND HISTORY

The subject property is located on the south side of W. 56th Avenue between Wadsworth ByPass and Vance Street and was used as an RTD Park-n-Ride prior to the construction of the Olde Town Transit Hub.
In 1981, the City Council held a public hearing and made a determination that blight existed within the Arvada City Center area. City Council approved an ordinance creating the Arvada Urban Renewal Authority and referred the ordinance to a vote of qualified electors. The ordinance was subsequently approved by the citizens of Arvada. The adoption of the Arvada City Center Urban Renewal Plan, rezoning of the area to PUD-BPR (Planned Unit Development – Business, Professional and Residential) and Outline Development Plan (ODP) followed. In June of 2020, the Land Development Code (LDC) was updated and the site was subsequently zoned PUD (Planned Unit Development).

**NEIGHBORHOOD MEETING**

Section 8-2-2 of the Land Development Code requires that at least one neighborhood meeting be held for projects that require public hearings before the Planning Commission and City Council.

The required neighborhood meeting for this project took place on January 22, 2020. The applicant, staff, and approximately 50 neighbors were in attendance.

Comments included the anticipated tenants and how they would complement Olde Town retailers, anticipated traffic, circulation, parking, architecture and impact on views to Denver.
The applicant prepared a summary of the meeting, which is attached.

**PUBLIC NOTIFICATION**

Section 8-2-4 of the Land Development Code requires public notification for all public hearings as follows:

**Written Notice:** At least 15 days prior to all public hearings, written notice must be mailed to all property owners within 500 feet of the subject property and to all homeowners associations and neighborhood associations with a known interest in the subject property. The applicant has provided an affidavit of mailing verifying this requirement has been met.

**Posted Notice:** At least 15 days prior to all public hearings, signs notify the public of the hearing must be posted on the subject property. The applicant will provide a posting log verifying that this requirement has been met prior to the public hearing.

**Published Notice:** At least 15 days prior to all public hearings, notice of the hearing must be published in a newspaper of general circulation in the City. The required notice has been published.

**Internet Notice:** Director will create and maintain web pages upon which the Director may provide timely notice of applications. This notice has been posted.

**SEVERED MINERAL RIGHTS**

At least 30 days prior to the public hearing, written notice of the application must be mailed to any owner of mineral rights associated with the subject property. The applicant has provided the required Certification of Notice pursuant to Colorado Revised Statute 24-65.5-103.

**DEVELOPMENT REVIEW TIMELINE**

The project submitted on March 9, 2020 and was processed under the standard development review track of 22 weeks and met the anticipated Planning Commission public hearing date of July 21st.

**ALIGNMENT WITH CITY COUNCIL STRATEGIC PLAN**

This development conforms to the City Council Strategic Result (SR1) that 95% of the development approvals conform to the City’s Comprehensive Plan on an annual basis.

**ZONING AND LAND USE**
The subject property is currently zoned PUD (Planned Unit Development) and is approximately 3.99 acres in size.

Surrounding properties are zoned and utilized as follows:

<table>
<thead>
<tr>
<th>Direction</th>
<th>Zoning</th>
<th>Actual Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>MX-T 65 (Mixed Use Transit, 65’ Height)</td>
<td>Vacant</td>
</tr>
<tr>
<td>South</td>
<td>MX-T 45 (Mixed Use Transit, 45’ Height)</td>
<td>Retail and restaurant</td>
</tr>
<tr>
<td>East</td>
<td>MX-T 45 (Mixed Use Transit, 45’ Height) and RN-4 (Residential Neighborhood, 4 units/acre)</td>
<td>Financial institution and single family residential</td>
</tr>
<tr>
<td>West</td>
<td>MX-T 45 (Mixed Use Transit, 45’ Height)</td>
<td>Theater</td>
</tr>
</tbody>
</table>

**PROJECT ANALYSIS**

**Compliance with the Comprehensive Plan**
The future land use plan map of the Comprehensive Plan designates this site to be developed as identified in the Arvada Transit Station Framework Plan.
Arvada Transit Station Framework Plan

The Arvada Transit Station Framework Plan was adopted in 2007 to address anticipated development that would occur at the three proposed transit stations within the City limits. The plan adopts the principles of transit-oriented development (TOD) and states that the densities planned for each station in Arvada try to push the envelope for creating higher density within Arvada. The Olde Town Station is envisioned to be a TOD with a vibrant urban village that preserves its historic fabric and also allows new opportunities for living, employment, shopping, dining, and cultural experience. The plan establishes eight goals:

1. Providing a variety of employment, retail, and housing within walking distance of the transit station.
2. Providing parking to serve both the transit station and the Olde Town businesses and residents.
4. Preserving the “grand view” from Grandview.
5. Providing an opportunity for more intensive uses developed in the character of Olde Town.
6. Providing pedestrian connections between the historic Olde Town and the “new town” south of the tracks, keeping the historic character and scale of connections.
7. Creating bicycle and pedestrian linkages between the station and the Ralston Creek Regional Trail system, located north of the station.
8. Developing a unique character that supports the look and feel of Olde Town for Transit and capital improvements.

The plan for the Olde Town Station Area identifies two distinct development areas, Olde Town and New Town. The Arvada TOD South project is within New Town. The New Town District features the design and placement of buildings which will create a historic main street character with buildings facing the street and parking located on-street, behind, or underneath buildings. A gateway at the intersection of Olde Wadsworth and Grandview, as well as community public space along Vance provide character and identity for the New Town District. The character of Olde Wadsworth in the Olde Town District is anticipated to carry south into the New Town District south to W. 55th Avenue through the continuation of street width, streetscape improvements and building placement along Olde Wadsworth. The plan anticipates mixed use development up to six stories in height if compatible with the adjacent historic character. Goals of the plan include three-story building facades with upper stories setback, preservation of views from Grandview Avenue and ground floor commercial/office uses.
The following goals and policies are included within the Comprehensive Plan:

Goal L-3: Encourage development of transit-supportive, higher-density, mixed-use, pedestrian-oriented areas.

Policy L-3.1: Designated Mixed-Use Areas
The plan designates mixed-use areas in Arvada to provide a mix of land uses, services, retail and commercial development, employment, and in some cases, a diversity of higher density housing in close proximity to transit, bike, and pedestrian connections.

Policy L-3.2: Criteria for New and Redeveloping Mixed-Use Areas
Mixed-use areas are envisioned as strategically located, high-intensity, pedestrian-oriented activity areas providing a range of retail business, civic, cultural, and residential
opportunities for the surrounding trade area. Mixed-use should be located in urban centers or designated corridors and should create or demonstrate the following characteristics:

- Transit-supportive residential densities with a mix of housing types and affordability;
- Transit-supportive mix of retail and employment opportunities;
- Streets or other physical features that help define the center;
- Public plazas, gathering spaces or amenities designated as a focal point;
- Transit service;
- Pedestrian-oriented site design; and
- Interconnected network of multi-modal streets linking to surrounding areas.

Goal L-4: Promote mixed-use, transit-oriented development.

Policy L-4.1: Transit-oriented Development
The City will plan for and encourage higher-intensity, mixed-use development near future transit station locations identified in the Land Use Plan. Transit-oriented projects should take into consideration factors such as mixed-use development, sustainable design, and design for pedestrians around transit facilities.

Policy L-4.2: Community Involvement in Transit-oriented Design
The City will promote site-specific design and planning for each future transit site using methods to involve community members and other stakeholders.

Goal L-5: Designate and promote redevelopment and infill to generate economic revitalization, improve physical conditions, and provide an appropriate mix of quality housing choices.

Policy L-5.1: Targeted Redevelopment Areas
The City will continue to plan for and promote redevelopment in targeted redevelopment areas. Targeted Redevelopment Areas include:

- Modified Jefferson Center
- Northwest Arvada
- Olde Town Station
- Ralston Fields
- Village Commons

The project is consistent with the stated goals and policies of the Comprehensive Plan.

Compliance with Other Applicable Plans
Arvada City Center Outline Development Plan (ODP) - The site falls within the Arvada City Center ODP which establishes permitted development on the site as general retail, commercial, office, educational facility, parking garage, bus transfer station and residential. The proposed uses are consistent with the Arvada City Center ODP.
Setbacks
While this is a PUD through which development standards are created specifically for the individual development, standards for the non-residential MX-T zoning district are provided as basis for comparison for future adjacent development. W. 56th Avenue and Vance Street have been designated as pedestrian priority streets adjacent to the site.

<table>
<thead>
<tr>
<th></th>
<th>MX-T</th>
<th>TOD South</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frontage Zone:</td>
<td>0-20'</td>
<td>0-20'</td>
</tr>
<tr>
<td>Minimum front building façade within the frontage zone:</td>
<td>60%</td>
<td>65%</td>
</tr>
<tr>
<td>Minimum rear setback:</td>
<td>0'</td>
<td>10'</td>
</tr>
<tr>
<td>Minimum parking setback:</td>
<td>20'</td>
<td>46'7&quot;</td>
</tr>
<tr>
<td>Minimum height along pedestrian priority street:</td>
<td>13'6&quot;</td>
<td>17'</td>
</tr>
<tr>
<td>Minimum height for frontage zone on ped priority st:</td>
<td>25' (2 floors)</td>
<td>44'8&quot; (4 floors)</td>
</tr>
<tr>
<td>Maximum height:</td>
<td>45-65'</td>
<td>44'8&quot;</td>
</tr>
<tr>
<td>Minimum landscape surface area:</td>
<td>10%</td>
<td>28.5%</td>
</tr>
<tr>
<td>Minimum area for small urban park:</td>
<td>4%</td>
<td>4.1%</td>
</tr>
<tr>
<td>Maximum lot coverage:</td>
<td>80%</td>
<td>22.4%</td>
</tr>
</tbody>
</table>
Building Height
The proposed maximum building height is 44 feet 8 inches; permitted heights in the surrounding MX-T districts range from 45 to 65 feet.

Open Space
The development includes 49,497 square feet of landscape surface area (28.5 percent of the site). This includes 7,207 square feet of small urban park space (4.1 percent of the site). The small urban parks are located adjacent to the retail buildings at the main entry from W. 56th Avenue and at the corner of W. 56th Avenue and Wadsworth ByPass. The urban park spaces feature hardscape plazas with decorative paving surfaces and street trees, creating outdoor dining and gathering opportunities.

Landscaping, Buffering and Fencing
The landscape design carries forward the design elements anticipated for the residential project to the north including hardscape plazas, trees and softer plantings continuing throughout the project. A total of 28.5 percent of the site is landscaped, far exceeding the minimum requirement for the surrounding MX-T zoning districts. All caliper inches of trees to be removed will be replanted within the development. Low open railings are proposed around patio areas to accommodate outdoor seating adjacent to the hotel. Any encroachment into the public right of way will require the issuance of a revocable permit.

Building Design
The hotel provides 360-degree architecture using a variety of materials featuring a combination of thin brick, stucco, lap siding, composite wood and metal accents. The LDC building articulation design standards are satisfied using a change in materials, colors textures and patterns, varied parapet heights, the use of masonry to delineate the ground floor and architectural detailing on the windows with soldier course lintels and decorative brick sills. The hotel’s main pedestrian entry is provided at the corner of Vance Street and W. 56th Avenue allowing a direct connection to Old Town. Common areas and amenities, such as the pool, fitness center, and outdoor patio have been placed along Vance Street and wrap onto the W. 56th Avenue frontage to provide an enhanced pedestrian experience.

The retail/restaurant pads will primarily feature cast stone bases, wood-look siding, fiber cement panels or EIFS, brick, textured siding metal and metal accents. Changes in materials and textures, incorporation of varied parapet heights, and architectural detailing expressed with the use of metal awnings, frames, and fins have demonstrated compliance with the LDC building articulation standards. Transparent glazing has been reduced due to the site and tenant constraints along W. 56th Avenue and Wadsworth ByPass. The location of back of house spaces and kitchens along the street frontages reduce the opportunities for the use of clear glazing. Spandrel glazing and art panels have been incorporated along the street to enhance the façade design.

Following is a summary of the project as it relates to general street facing building design standards (Vance Street, W. 56th Avenue and Wadsworth ByPass) and the additional standards for pedestrian priority street facades (along W. 56th Avenue and Vance Street) in the surrounding MX-T zoning districts.

| Hotel | MX-T | TOD South |
Minimum ground floor frontage designed for commercial occupancy: 50% 58%
Minimum height for frontage zone façade space: 25' 44'8" (at least 2 floors) (4 floors)
Minimum first floor height: 13'6" 13'8"
Minimum first floor retail depth: 40' 112'
Minimum transparency on street facing facades (2-10.5'): 50% 48.8% on 56th 51.8% on Vance

**Retail Buildings**
Minimum ground floor frontage designed for commercial occupancy: 50% 100%
Minimum height for frontage zone façade space: Not applicable
Minimum first floor height: 13'6" 17'
Minimum first floor retail depth: 40' 116'
Minimum transparency on street facing facades (2-10'): 50% 34.1% on 56th 36.3% on Wads.

**Circulation and Connectivity**
Primary access into the commercial development will be through a full turning movement on W. 56th Avenue approximately 260 feet west of Wadsworth ByPass; secondary access will be provided from a full movement access on Vance Street. The Traffic Impact Study submitted by the applicant indicates that the development can be expected to generate 2,407 vehicle trips per day (142 am peak trips and 172 pm peak trips). According to the capacity analysis performed for the report, the trips associated with the development would not have a significant impact on the operation of the road system. The existing median in W. 56th Avenue will be modified to accommodate the turning movements and stacking required.

**Grading and Drainage**
The site cover currently consists of pavement for the Park-n-Ride parking, concrete sidewalks for pedestrian connections, and limited landscape areas. The site generally drains from the northwest to the southeast and has approximately 10 feet of fall across the site. There are two existing areas with 4:1 side-slopes but the remainder of the site is relatively flat with an average slope approximately 2 percent. An existing 66-inch storm sewer pipe which bypasses stormwater flows from the west traverses the site will remain in place. As a part of the project, three underground water quality and detention systems will be installed to handle water quality volumes required for the proposed development. These underground detention areas are located in the northeast portion of the project.

**Parking and Loading**
On-site parking to be provided includes 213 vehicle spaces and 23 bicycle spaces, meeting the standard LDC parking requirements.

**Utility Services**
The City will provide water, sanitary sewer and storm sewer services to the property. Dry utilities will be provided by CenturyLink, Xcel and Comcast.

**Police and Fire Protection**
The proposed development is an infill site that is already within the current area of responsibility for the Arvada Police Department (APD). The property is within the boundaries of the Arvada Fire Protection District (AFPD). The applicant has been working with the AFPD and has addressed its concerns.

**Vesting**
The applicant has not applied for vested rights and no vested rights were previously granted associated with this property.

**LAND DEVELOPMENT CODE APPROVAL CRITERIA**

It is the responsibility of the applicant to justify the requested land use application. The Planning Commission should make a recommendation to the City Council based on its findings regarding the approval criteria shown in the table below and upon testimony heard during the public hearing as it applied to the criteria.

Staff performed an analysis of the proposal, based on the approval criteria listed in Section 8-3-10-6 of the Land Development Code, and presents the following findings:

<table>
<thead>
<tr>
<th>§8-3-10-6.C PUD Development Plan Approval Criteria (6-8-2020)</th>
<th>Finding</th>
<th>Rationale</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The PUD Plan is consistent with the Comprehensive Plan or reflects conditions that have changed since the adoption of the Comprehensive Plan.</td>
<td>Complies</td>
<td>The PUD Plan is consistent with the 2020 Comprehensive Plan and the Arvada Transit Station Framework Plan.</td>
</tr>
<tr>
<td>2. The plan is consistent with and implements any previously approved Official Development Plan in effect for the subject property, per Section 8-3-10-7, PUDs Approved Prior to Effective Date.</td>
<td>Complies</td>
<td>The PUD Plan is consistent with the Arvada City Center ODP.</td>
</tr>
<tr>
<td>3. The plan represents a development that will address a unique situation, confer a substantial benefit to the City, or incorporate creative site design such that it achieves the purposes set out in Section 8-3-10-1, Purpose of Planned Development Zone, and represents an improvement in quality over what could have been accomplished through application of the otherwise applicable zoning district or development standards.</td>
<td>Complies</td>
<td>The proposed commercial development provides transit-oriented development within the immediate vicinity of the Olde Town transit station featuring a hotel and retail development which is supportive of the commuter rail, provides public plazas, has strong pedestrian connections, makes use of the existing street and utility networks.</td>
</tr>
<tr>
<td>4. The plan generally complies with the intent of the use, development, and design standards set forth in this LDC.</td>
<td>Complies</td>
<td>The proposed PUD Plan is consistent with the intent and standards of the PUD ordinance outlined in Section 2-1-7-1 of the LDC.</td>
</tr>
</tbody>
</table>
5. To the extent reasonably feasible, the plan provides for integration and connection with adjoining development through street connections, sidewalks, trails, and similar features; unless due to the nature of the uses that are allowable in the plan such connections are not desirable.

| Complies | The PUD Plan utilizes the existing street system and incorporates the necessary modifications to provide access to the development and connections to the surrounding areas as well as promoting the connectivity of the various uses in the Olde and New Town areas with enhanced pedestrian connectivity and plaza areas. |

6. Sufficient public safety, transportation, and utility facilities and services will, prior to development, be available to serve the subject property, while maintaining sufficient levels of service to existing development.

| Complies | Public safety, transportation and utility services are available from the City and the Arvada Fire Protection District while maintaining sufficient services to existing development. |

7. The proposed uses (or groups of uses) are appropriately located and designed, both within the boundaries of the plan and in relation to adjacent uses, such that the foreseeable, material adverse impacts that may be created by the scale, design, and operating characteristics (e.g., hours of operation, traffic generation, lighting, noise, odor, dust, and other external impacts) of the uses are avoided or mitigated.

| Complies | The proposed commercial development is compatible with the surrounding land uses and will be supportive of the commuter rail. Siting the building within the frontage zones along W. 56th Avenue and Vance Street promotes street activity which is a common design element consistent within Olde Town. |

8. If the application for plan approval is accompanied by an application for rezoning to the PUD zoning district, the rezoning application is concurrently approved.

| Not applicable | Not applicable |

**STAFF RECOMMENDATION**

Based upon project analysis and review of the Land Development Code approval criteria, staff recommends approval of the project.

If the Planning Commission finds that a recommendation to approve the PUD Development Plan is supported by the approval criteria, then staff recommends that the following conditions be made part of the approval:

1. All staff comments and redlines on the preliminary plans shall be addressed with the first submittal of the Final Development Plan.

The Planning Commission may recommend denial of the request(s) if it cannot make affirmative findings of the approval criteria stated above.