COMMUNITY DEVELOPMENT

DEPARTMENT REPORT



HEARING DATE: 9/19/2024 TO: Planning & Zoning Commission FROM: Linda Ritter, Associate Planner 208-884-5533 Iritter@meridiancity.org APPLICANT: Ella Passey, Land Group SUBJECT: H-2024-0024

- Life Church CPAM, RZ
- LOCATION: 3225 E. Commercial Court located in the SW ¼ Sec 9, T. 3N, R1E



I. PROJECT OVERVIEW

A. Summary

Amendment to the Comprehensive Plan Future Land Use Map (CPAM) to change the future land use designation on 6.72-acres of land from Industrial to Commercial and Rezone (RZ) of 6.72-acres of land from Light Industrial (I-L) to General Retail and Service Commercial District (C-G) zoning district for the expansion of Life Church and the operation of Life Bible College.

B. Issues/Waivers

The Life Bible College (LBC), which is a two-year accredited school for adults all ages, has been operating at the school since 2012 without approval. The CPAM and rezone will allow the school to continue as education institutions are not permitted in the I-L zoning district.

C. Recommendation

Staff: Staff recommends approval of the proposed amendment to the Future Land Use Map and Rezone per the provisions in Section V in accord with the Findings in Section VI.

D. Decision

Select: Pending.

II. COMMUNITY METRICS

Table 1: Land Use

Description	Details	Map Ref.
Existing Land Use(s)	Church and Education Institution	-
Proposed Land Use(s)	Church and Education Institution	-
Existing/Proposed Zoning	I-L/C-G	VII.A.2
Existing/Proposed Future Land Use	Industrial/Commercial	VII.A.3
Designation		

Table 2: Process Facts

Description	Details
Preapplication Meeting date	Tuesday, May 7, 2024
Neighborhood Meeting	5/21/2024; 4 attendees
Site posting date	9/4/2024

Table 3: Community Metrics

Agency / Element	Description / Issue	Reference
Ada County Highway District		IV.H
 Comments Received 	Yes, Staff Report	-
Commission Action Required	No	-
Access	SH 55 (Eagle Road) and Commercial Court (Existing)	-
• Traffic Level of Service	ACHD does not set level of service thresholds for State	-
	Highways or commercial streets	
ITD Comments Received	Yes, letter	IV.I
Meridian Fire	No Comments	IV.C
Meridian Police	No Comments	IV.D
Meridian Public Works Wastewater	Distance to Mainline: less than 500 ft. from parcel; Impacts or Concerns: No	IV.B
Meridian Public Works Water	Distance to Mainline: available at the site; Impacts or Concerns: No	IV.B

See City/Agency Comments and Conditions Section and the public record for all department/agency comments received.

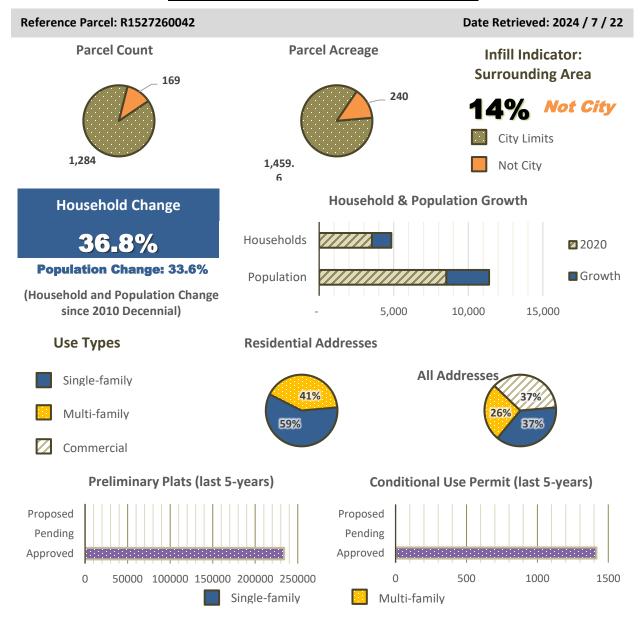
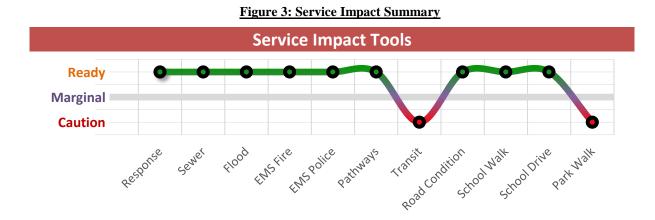


Figure 1: One-Mile Radius Existing Condition Metrics



III. STAFF ANALYSIS

Comprehensive Plan and Unified Development Code (UDC)

A. General Overview

The current Future Land Use Map (FLUM) designation for the properties is General Industrial and the zoning district is light industrial (I-L). The applicant is requesting a Comprehensive Plan Map Amendment (CPAM) to change the FLUM to accommodate a rezone to C-G to allow for the uses of Life Church and the Bible College which are principally permitted uses. Mixed Use Regional, MU-RG is adjacent to the property to the west; and Commercial FLUM is adjacent to the south and southwest. After reviewing the comprehensive plan and nearby properties, staff believes the requested commercial designation is appropriate given the proximity to the railroad and surrounding industrial uses. Additionally, the Commercial FLUM designation, which already exists to the south of this property, further supports this recommendation.

Industrial: The Comprehensive Plan identifies Industrial land uses as a designation that allows a range of uses that support industrial and commercial activities. Industrial uses may include warehouses, storage units, light manufacturing, flex, and incidental retail and offices uses. Sample zoning include: I-L and I-H.

Commercial: Commercial land uses are identified as a designation that will provide a full range of commercial uses to serve area residents and visitors. Desired uses may include retail, restaurants, personal and professional services, and office uses, as well as appropriate public and quasi-public uses. Multi-family residential may be allowed in some cases, but should be careful to promote a high quality of life through thoughtful site design, connectivity, and amenities. Sample zoning include: C-N, C-C, and C-G.

The C-G zone is defined as the largest scale and broadest mix of retail, office, service, and light industrial uses within close proximity to interstate or arterial intersections. Staff's analysis of the CPAM request are as follows:

- 1. Alignment with Existing Uses:
 - The current uses (church and bible school) fit better within the Commercial designation, where such uses are principally permitted.
 - Under the General Industrial designation, educational institutions are prohibited, and churches require a CUP.
- 2. Compatibility and Planning Goals:
 - C-G Zone Characteristics: Suitable for the largest scale and broadest mix of retail, office, service, and light industrial uses, especially near interstate or arterial intersections.
 - Surrounding Zoning: The properties to the south and northwest are zoned C-G, indicating that a change to C-G would be consistent with existing land use patterns and zoning designations.
- 3. Site Design and Community Impact:
 - The Commercial designation will facilitate the continued operation and potential expansion of the church and bible school, promoting a more coherent and compatible land use pattern.
 - Changing the FLUM designation to C-G supports the existing uses on the property and aligns with the surrounding commercial and mixed-use areas.

Given the proximity to the railroad, the surrounding industrial uses, and the existing commercial zoning to the south and northwest, staff finds that the requested Commercial FLUM designation

(C-G) is more appropriate for this location. This designation aligns with the existing and desired land uses and supports the continuation and expansion of the church and bible school.

Description	Details
History	AZ-01-013, CZC-09-021, CUP-11-003, CZC 11-060
Phasing Plan	None
Residential Units	N/A
Open Space	N/A
Amenities	N/A
Physical Features	Railroad tracks to the south of the property
Acreage	6.72
Lots	2
Density	N/A

Table 4: Project Overview

B. History and Process

The project site is located at the southeast corner of Eagle Road and E Commercial Court. The site consists of two parcels which total approximately 6.72-acres. The parcels are lots in the Commerce Park Subdivision recorded in 1979.

In 2011, Life Church requested approval of a Conditional Use Permit (CUP) for the operation of a church in an existing warehouse building in an I-L (Light Industrial) zoning district (CUP-11-003). Although a church is not listed in the Comprehensive Plan as a preferred use in Light Industrial areas, it is designated as a conditional use in the Unified Development Code (UDC).

Because the proposed use will be on the periphery of most of the industrial activity occurring in the area and there are staggering hours of operation, staff believed the Church activities would not interfere with the adjacent uses. Furthermore, the building was currently vacant and being underutilized and the Comprehensive Plan encourages the adaptive reuse of existing developed sites. For these reasons, Staff found that the request generally conformed to the Comprehensive Plan.

As the CPAM is needed to rezone the property from the I-L zoning district to the C-G zoning district, staff is recommending the applicant enter into a development agreement with the City.

C. Site Development and Use Analysis

The Applicant proposes an amendment to the FLUM to change the existing Industrial designation to Commercial. The Commercial designation provides a full range of uses to serve area residents and visitors. Desired uses may include retail, restaurants, personal and professional services, and office uses, as well as appropriate public and quasi-public uses. Multi-family residential may be allowed in some cases, but should be careful to promote a high quality of life through thoughtful site design, connectivity, and amenities. Sample zoning include: C-N, C-C, and C-G.

The Applicant proposes to continue to operate the church and an education institution within the existing building.

1. Existing Structures/Site Improvements (UDC 11-1):

There is an existing church on the western property that was approved with CUP-11-003. The applicant is proposing to increase the size of the existing building an additional 68,832 square feet for a total of 112,779 square feet with associated parking and landscaping per the UDC.

 Proposed Use Analysis (UDC 11-2): The applicant is proposing to expand the church and continue operating of Life Bible College (LBC). LBC is a two-year accredited school for adults of all ages. LBC was not permitted as part of the approved CUP for the church and has been operating since 2012. In order for the school to continue its operation, the applicant has requested a CPAM and rezone to change the zoning from I-L to C-G as education institutions are not permitted in I-L zoning district.

3. Dimensional Standards (*UDC 11-2*):

In the I-L zoning district, a ten (10) foot landscape buffer is required for E. Commercial Court. A thirty-five (35) foot landscape buffer already exist along N. Eagle Road as it is a corridor entryway. Parking lot landscaping shall adhere to the requirements of UDC 11-3B-8. A landscape buffer is not required for non-industrial uses other than residential. The property is not adjacent to any residential uses. The maximum building height for this area is fifty (50) feet. The requirements are the same in the C-G zoning district, except the maximum building height is sixty-five (65) feet).

4. Specific Use Standards (*UDC 11-4-3*): *The applicant shall meet the requirements for Education Institution (UDC 11-4-3-14) and Church or Place of Religious Worship (UDC 11-4-3-6).*

D. Design Standards Analysis

1. Existing structure and Site Design Standards (*Comp Plan 5.01.02A*, *Comp Plan 5.01.02D*, *UDC 11-3A-19*):

Staff shall ensure the application maintain and implement community design ordinances, quality design criteria, and complete street policies to set quality standards citywide. The design of the existing structure was approved in 2011 CZC-11-060 and DES-11-037. Per the Plan policy above, staff will ensure the appropriate building design, and landscaping elements to buffer, screen, beautify, and integrate commercial, multifamily, and parking lots into existing neighborhoods.

The proposed addition will be required to obtain a Certificate of Zoning Compliance (CZC) and Administrative Design Review (DES) approvals before the submittal of a building permit. CZC and DES approval shall occur prior to building permit issuance.

- 2. Landscaping (UDC 11-3B):
 - i. Landscape buffers along streets

The applicant is required to construct a ten (10) foot wide landscape buffer along E. Commercial Court, a local street, as there is existing landscaping along N. Eagle Road. In addition, per UDC 11-3B-8, at least 5 feet of landscaping is required along the perimeter of vehicle use areas (i.e. drive aisles).

The applicant is also required to replace the trees that were part of the approved landscape plan as shown in Exhibit VII E that were removed from the landscape buffer along N. Eagle Road. These trees should be included on the landscape plan submitted with the Certificate of Zoning Compliance and Administrative Design Review application.

ii. Parking lot landscaping

Per UDC 11-3B-8, the applicant shall provide perimeter and internal parking lot landscaping to soften and mitigate the visual and heat island effect of a large expanse of asphalt in parking lots, and to improve the safety and comfort of pedestrians. A five-foot wide minimum landscape buffer adjacent to parking, loading, or other paved vehicular use areas.

iii. landscape buffers to adjoining uses

Per UDC 11-2C-3 standards, no buffer is required for non-residential uses as there are no residential uses adjacent to the properties.

iv. Tree preservation

Per UDC 11-3B-10, existing trees that are retained shall be protected from damage to bark, branches, and roots during construction. The City of Meridian parks department arborist shall approve the protection fence(s) prior to construction. Any severely damaged tree shall be replaced in accord with subsection C5 of this Section. Mitigation shall be required for all existing trees four-inch caliper or greater that are removed from the site with equal replacement of the total calipers lost on site up to an amount of one hundred (100) percent replacement (Example: Two (2) ten-inch caliper trees removed may be mitigated with four 5-inch caliper trees, five (5) four-inch caliper trees, or seven (7) three-inch caliper trees). Deciduous specimen trees four-inch caliper or greater may count double towards total calipers lost, when planted at entryways, within common open space, and when used as focal elements in landscape design.

The trees that were slated to remain but were removed from the thirty-five (35) foot landscape buffer along N. Eagle Road shall be replanted.





There are no existing trees in the area identified for the church addition.



The existing landscaping along the east side of the developed lot shall be protected during construction.



v. Storm integration

Per UDC 11-3B-11, the applicant shall meet the intent to improve water quality and provide a natural, effective form of flood and water pollution control through the integration of vegetated, well designed stormwater filtration swales and other green stormwater facilities into required landscape areas, where topography and hydrologic features allow if part of the development.

vi. Pathway landscaping

No pathways are being proposed or required for this development per the Parks Department, therefore pathway landscaping is not required.

3. Parking (*UDC 11-3C*):

The purpose of this article is to provide regulations and standards for off street parking and loading facilities with the intent to provide off-street parking areas, minimize traffic hazards and congestion, and mitigate impacts on surrounding properties All parking areas shall be designed and constructed to provide the type and number of off-street parking spaces required by Section 11-3C-6 of this Article, and designed as required by this section. Off-street parking for commercial is required to be provided in UDC 11-3C-6 based on the gross floor area.

i. Nonresidential parking analysis

In commercial districts, the requirement shall be one (1) space for every five hundred (500) square feet of gross floor area, except for self-service storage facilities which shall only require parking based on the gross floor area of any office space. As the zoning is changing from industrial to commercial, the total number of parking spaces required is

two hundred twenty-six (226). The applicant is proposing two hundred-fifty (250) parking spaces (115 existing and 135 proposed). This exceeds the UDC standards.

ii. Bicycle parking analysis

A minimum of one (1) bicycle parking space is required for every 25 vehicle parking spaces per UDC 11-3C-6G. Based on 578 vehicle parking spaces, a minimum of twenty-three (23) bicycle parking spaces is required. An example of the bicycle rack has been depicted on the site and landscape plans.

4. Building Elevations (Comp Plan, Architectural Standards Manual):

Administrative Design Review (DES) and Certificate of Zoning Compliance (CZC) approval is required before building permit submittal for the church addition. The submitted elevations and site plan will be fully analyzed with the future applications.

Conceptual building elevations were submitted for the proposed church addition as shown in Section VIII.E. Final design is required to comply with the design standards in the Architectural Standards Manual (ASM).

E. Transportation Analysis

1. Access (Comp Plan 6.01.02B, Comp Plan 6.01.02C, UDC 11-3A-3, UDC 11-3H-4): The applicant shall be required to reduce the number of existing access points onto arterial streets by using methods such as cross-access agreements, access management, and frontage/backage roads, and promoting local and collector street connectivity. Staff shall require new development to establish street connections to existing local roads and collectors as well as to underdeveloped adjacent properties.

Access to the property is from E. Commercial Court via N. Eagle Road.

2. Pathways (Comp Plan 3.07.01E, UDC 11-3A-8):

The Meridian Pathways Master Plan should be integrated into the site development review process to ensure plan pathways are built out as adjacent land develops. There are existing pathways on the property an no other pathways are being proposed or required for the proposed development. *There is an existing ten (10) foot wide multiuse pathway along N. Eagle Road, no additional pathways are required.*

3. Sidewalks (UDC 11-3A-17):

There is an existing detached ten (10) foot wide sidewalk/multiuse pathway along N. Eagle Road. The applicant will be required to install a five (5) foot wide sidewalk along E. Commercial Court with the church addition.

F. Services Analysis

1. Pressurized Irrigation (*UDC 11-3A-15*):

The City of Meridian requires that pressurized irrigation systems be supplied by a year-round source of water (UDC 11-3B-6). The applicant should be required to use any existing surface or well water for the primary source. If a surface or well source is not available, a single-point connection to the culinary water system shall be required. If a single-point connection is utilized, the developer will be responsible for the payment of assessments for the common areas prior to prior to receiving development plan approval.

2. Storm Drainage (UDC 11-3A-18):

An adequate storm drainage system is required in all developments in accord with the City's adopted standards, specifications and ordinances. Design and construction shall follow best management practice as adopted by the City.

3. Utilities (Comp Plan 3.08.02A, Comp Plan 3.08.02C, UDC 11-3A-21):

Staff will communicate planning efforts with local decision makers and utility service providers, including irrigation districts, energy, natural gas, solid waste, and telecommunications. Staff will regularly coordinate with other public utilities and essential service providers and annually review master plans for public facilities and services; update as needed. Ensure development is connected to City of Meridian water and sanitary sewer systems and the extension to and through said developments are constructed in conformance with the City of Meridian Water and Sewer System Master Plans in effect at the time of development. All utilities are available to the site. Water main, fire hydrant and water service require a twenty-foot (20) wide easement that extends ten (10) feet past the end of main, hydrant, or water meter. No permanent structures, including trees are allowed inside the easement.

IV. CITY/AGENCY COMMENTS & CONDITIONS

A. Meridian Planning Division

1. A Development Agreement (DA) is required as a provision of rezone of this property. Prior to approval of the rezone ordinance, a DA shall be entered into between the City of Meridian, the property owner(s) at the time of annexation ordinance adoption, and the developer. NOTE: A Certificate of Zoning Compliance and Administrative Design Review application shall not be submitted until the Rezone Ordinance is approved by City Council.

Currently, a fee of \$303.00 shall be paid by the Applicant to the Planning Division prior to commencement of the DA. The DA shall be signed by the property owner and returned to the Planning Division within six (6) months of the City Council granting the rezone. The DA shall, at minimum, incorporate the following provisions:

- a. Future development of this site shall be generally consistent with the conceptual development plan and building elevations included in Section VIII and the provisions contained herein.
- b. The only uses allowed to operate on the property are church or place of religious worship (UDC 11-4-3-6) and education institution (UDC 11-4-3-14).

B. Meridian Public Works

See public record (copy the link into a separate browser) <u>https://weblink.meridiancity.org/WebLink/Browse.aspx?id=351925&dbid=0&repo=MeridianCit</u> y

C. Meridian Fire Department

No comment

D. Meridian Police Department

No comment

E. Meridian Park's Department

No pathways required with this application.

F. Meridian Irrigation Districts

1. Nampa & Meridian Irrigation District

See public record (copy the link into a separate browser)

https://weblink.meridiancity.org/WebLink/Browse.aspx?id=351925&dbid=0&repo=MeridianCity

G. Idaho Department of Environmental Quality (DEQ)

See public record (copy the link into a separate browser) <u>https://weblink.meridiancity.org/WebLink/Browse.aspx?id=351925&dbid=0&repo=MeridianCit</u> <u>y</u>

H. Ada County Highway District (ACHD)

See public record (copy the link into a separate browser) <u>https://weblink.meridiancity.org/WebLink/Browse.aspx?id=351925&dbid=0&repo=MeridianCit</u> y

I. Idaho Transportation Department (ITD)

See public record (copy the link into a separate browser) <u>https://weblink.meridiancity.org/WebLink/Browse.aspx?id=351925&dbid=0&repo=MeridianCit</u> <u>y</u>

V. FINDINGS

A. Rezone (UDC 11-5B-3E)

Upon recommendation from the commission, the council shall make a full investigation and shall, at the public hearing, review the application. In order to grant an annexation and/or rezone, the council shall make the following findings:

- 1. The map amendment complies with the applicable provisions of the comprehensive plan; *The Applicant is proposing to rezone the subject property with C-G zoning to keep the existing LBC in operation and expand the existing building without having to go through the Conditional Use Permit process.*
- 2. The map amendment complies with the regulations outlined for the proposed district, specifically the purpose statement;

Staff finds the proposed map amendment to C-G and development generally complies with the purpose statement of the commercial districts in that it will contribute to the range of commercial opportunities available in the City consistent with the Comprehensive Plan.

3. The map amendment shall not be materially detrimental to the public health, safety, and welfare;

Staff finds the proposed map amendment should not be detrimental to the public health, safety and welfare as the proposed commercial uses should be compatible with adjacent industrial and commercial uses in the area.

4. The map amendment shall not result in an adverse impact upon the delivery of services by any political subdivision providing public services within the city including, but not limited to, school districts; and

Staff finds City services are available to be provided to this development.

5. The annexation (as applicable) is in the best interest of city. *This finding is not applicable as a rezone, not an annexation, is proposed.*

B. Comprehensive Plan (UDC 11-5B-7D)

Upon recommendation from the Commission, the Council shall make a full investigation and shall, at the public hearing, review the application. In order to grant an amendment to the Comprehensive Plan, the Council shall make the following findings:

- 1. The proposed amendment is consistent with the other elements of the comprehensive plan. Staff finds the proposed amendment to C-G is consistent with the Comprehensive Plan in that the proposed development will provide a transition in uses from light industrial to commercial uses and contribute to the overall area.
- 2. The proposed amendment provides an improved guide to future growth and development of the city.

Staff finds that the proposal to change the FLUM designation from Industrial to Commercial will allow a transition in uses between existing light industrial to commercial uses and will allow the LBC to continue within the existing facility.

3. The proposed amendment is internally consistent with the goals, objectives and policies of the Comprehensive Plan.

Staff finds that the proposed amendment is consistent with the Goals, Objectives, and Policies of the Comprehensive Plan as noted in Section III.

- 4. The proposed amendment is consistent with this Unified Development Code. Staff finds that the proposed amendment is consistent with the Unified Development Code.
- 5. The amendment will be compatible with existing and planned surrounding land uses. Staff finds the proposed amendment will be compatible with abutting existing industrial and commercial uses in the near vicinity as the church and LBC are existing uses.
- 6. The proposed amendment will not burden existing and planned service capabilities. Staff finds that the proposed amendment will not burden existing and planned service capabilities in this portion of the city. Sewer and water services are currently available to this site.
- 7. The proposed map amendment (as applicable) provides a logical juxtaposition of uses that allows sufficient area to mitigate any anticipated impact associated with the development of the area.

Staff finds the proposed map amendment provides a logical juxtaposition of uses and sufficient area to mitigate any development impacts to adjacent properties.

8. The proposed amendment is in the best interest of the City of Meridian. For the reasons stated in Section V and the subject findings above, Staff finds that the proposed amendment is in the best interest of the City.

VI. ACTION

A. Staff:

Staff recommends approval of the proposed amendment to the Future Land Use Map and Rezone per the provisions in Section V in accord with the Findings in Section VI.

B. Commission:

Pending

C. City Council:

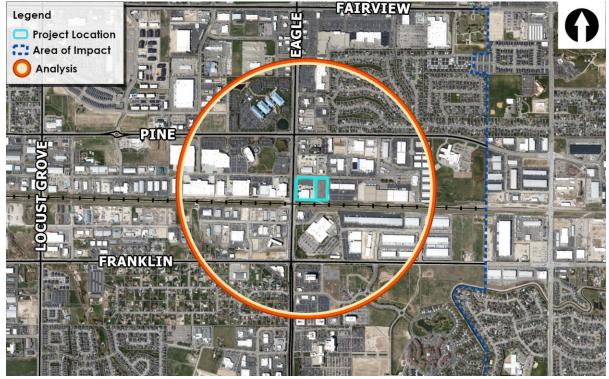
Action Pending.

VII. EXHIBITS

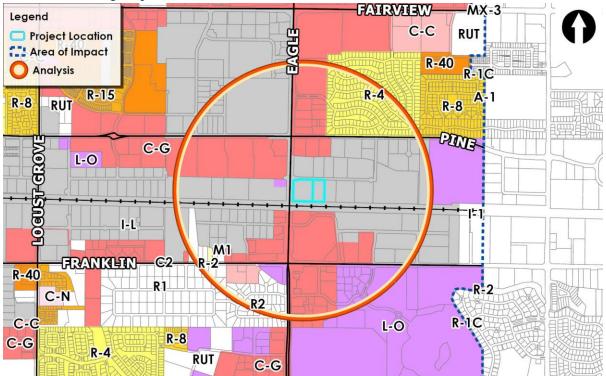
A. Project Area Maps

(link to Project Overview)

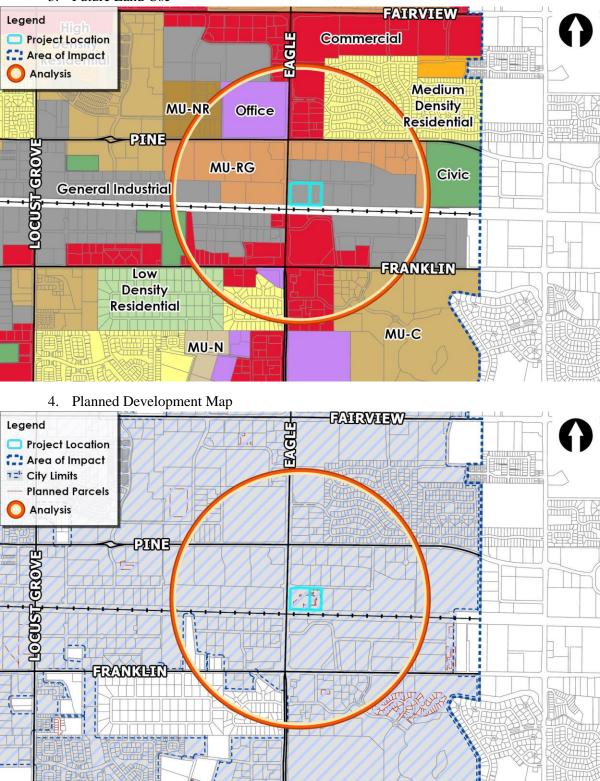
1. Aerial



2. Zoning Map

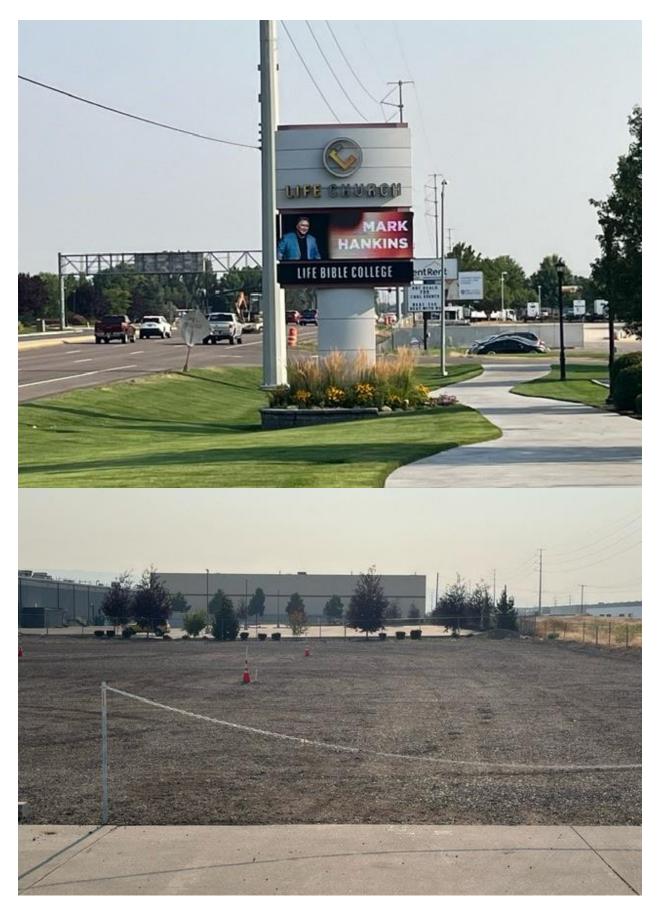


3. Future Land Use



B. Subject Site Photos





City of Meridian | Department Report

VII. Exhibits



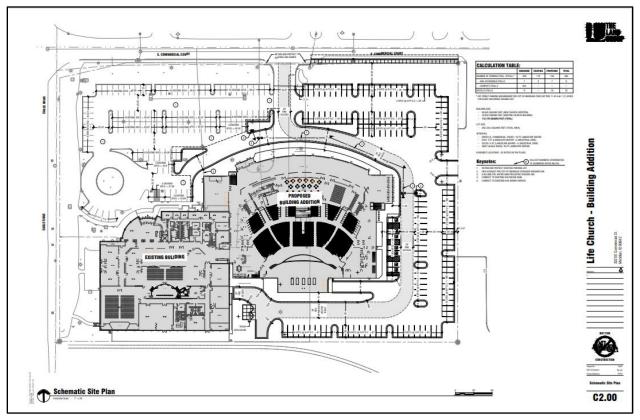
PARCEL R1527260042 SERVICE ACCESSIBILITY

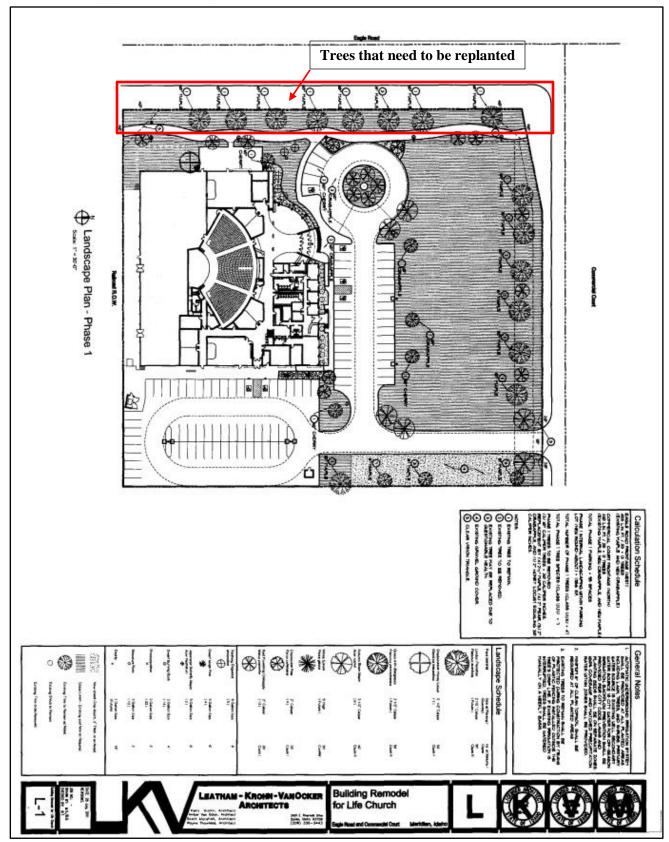
Overall Score: 38

98th Percentile

Criteria	Description	Indicator
Location	In City Limits	GREEN
Extension Sewer	Trunkshed mains < 500 ft. from parcel	GREEN
Floodplain	Either not within the 100 yr floodplain or > 2 acres	GREEN
Emergency Services Fire	Response time < 5 min.	GREEN
Emergency Services Police	Meets response time goals most of the time	GREEN
Pathways	Within 1/4 mile of current pathways	GREEN
Transit	Within 1/4 mile of future transit route	YELLOW
Arterial Road Buildout Status	Ultimate configuration (# of lanes in master streets plan) matches existing (# of lanes)	GREEN
School Walking Proximity	Within 1/2 mile walking	GREEN
School Drivability	Either a High School or College within 2 miles OR a Middle or Elementary School within 1 mile driving (existing or future)	GREEN
Park Walkability	Either a Regional Park within 1 mile OR a Community Park within 1/2 mile OR a Neighborhood Park within 1/4 mile walking	GREEN

D. Site Plan (date: 6/11/2024)





F. Building Elevations (date: 6/13/2024)













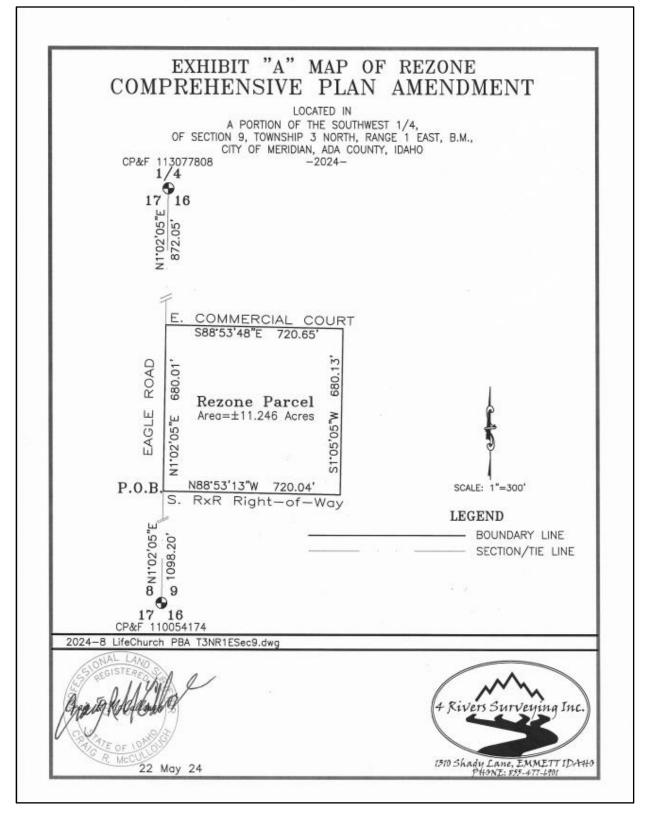


EXHIBIT "B"

REZONE LEGAL DESCRIPTION

A Rezone being located in the SW1/4 of Section 9, Township 3 North, Range 1 East, Boise Meridian, City of Meridian, Ada County, Idaho and described as follows:

Commencing at a brass cap monument as shown on Corner Record No. 110054174 marking the SW corner of said Section 9, thence along the west line of said SW1/4 and the centerline of Eagle Road N01°02'05"E a distance of 1098.20 feet to the POINT OF BEGINNING.

Thence continuing N01*02'05"E a distance of 680.01 feet to a point from which a brass cap monument marking the NW corner of said SW1/4 as shown on Corner Record No. 113077808 bears N01°02'05"E a distance of 872.05 feet,

Thence leaving said west line and along the centerline of East Commercial Court S88°53'48"E a distance of 720.65 feet to a point.

Thence leaving said centerline S01°05'05"W a distance of 680.13 feet to a point on the southerly rightof-way of the Oregon Shortline railroad;

Thence along the said southerly right-of-way N88°53'13"W a distance of 720.04 feet to the POINT OF BEGINNING;

Said Rezone containing 11.246 acres more or less.

