

MEMORANDUM

To: Benton County Board of Commissioners
From: Northside Christian Church, Applicant
Date: August 11, 2026
Re: LU-25-067 – Northside Christian Church

Subject: Supplemental Operational Overview, Gross Floor Area Clarification, Transportation Demand Management, and Proposed Conditions of Approval

I. PURPOSE AND SCOPE

Northside Christian Church submits this supplemental memorandum to clarify the scope and anticipated operation of the current proposal, address the gross floor area information reflected in the updated transportation analysis, clarify the relationship of the current proposal to the original Transportation Demand Management Plan, and identify the previously offered conditions that remain applicable together with the limited condition revisions proposed through this supplemental memorandum.

The application before the Board remains limited to the revised Conditional Use Permit request under LU-25-067, which was previously referred to in the application materials as “Phase I.” Previously contemplated additional development, which was referred to in earlier application materials as “Phase II,” is not part of the current approval request, and LU-25-066, the parking variance, was withdrawn. The June 17 appeal memorandum likewise identifies the reduced scope of the Conditional Use Permit request now before the Board.

This memorandum supplements the existing record and clarifies the applicant’s current description of the proposed development and anticipated operations. To the extent earlier applicant materials contain inconsistent descriptions of the development or operations that are inconsistent with the current proposal, the descriptions in this memorandum are intended to control.

II. PROPOSED DEVELOPMENT AND GROSS FLOOR AREA CLARIFICATION

A. PROPOSED DEVELOPMENT

The proposed development consists of the 28,557-square-foot worship and multi-purpose building; 286 on-site parking spaces serving the church use; internal vehicle circulation, and fire-access improvements; a 2,160-square-foot shop/storage building; an additional 432-square-foot area for water-system components; the existing 1,553-square-foot dwelling, as identified in Benton County Assessor records, retained as a parsonage, with four parking spaces consisting of a two-car garage and two parking spaces in the driveway in front of the garage; a 3,700-square-foot playground; an above-ground fire-water storage tank; stormwater detention, treatment, and conveyance facilities; landscaping and retaining walls; on-site septic treatment and drainfield facilities; right-of-way dedication and roadway/access improvements along NW Powers Avenue; and associated utility and site improvements.

The current proposal was previously referred to in the application materials as “Phase I.” The revised site plan identifies the 3,700-square-foot playground as part of the current proposal. Earlier site plans identified a larger community playground, pickleball courts, the future main church building, and other improvements as Phase II. Those previously contemplated additional improvements are not part of the current approval request and would require separate land use review if pursued in the future.

B. GROSS FLOOR AREA

The architectural floor plans submitted with the original application submittal and included in the record depict both levels of the proposed worship and multi-purpose building: Sheet A2.00, Floor Plan – Level 1, and Sheet A2.01, Floor Plan – Level 2. The plans are identified as a design-development (“DD”) set and reflect the preliminary architectural design of the building rather than final construction documents. Sheet A2.00 depicts the primary worship and gathering area, stage, fellowship and multi-purpose areas, classrooms, nursery and children’s areas, offices, storage, restrooms, kitchen and pantry areas, and other supporting spaces. Sheet A2.01 depicts the second-floor flex, classroom/meeting, office, restroom, circulation, and related spaces.

The total floor area shown on Sheets A2.00 and A2.01 is 28,557 square feet, consisting of approximately 18,909 square feet on Level 1 and 9,648 square feet on Level 2. The approximately 18,902-square-foot figure previously identified on the site plan and in earlier application materials corresponds to the approximate first-floor building footprint and did not account for the second-floor area when the building was described by gross floor area.

Accordingly, the 28,557-square-foot gross floor area does not represent an expansion, enlargement, or change to the worship and multi-purpose building previously submitted for review. Rather, it reflects the total floor area of the same two-story building already depicted on Sheets A2.00 and A2.01 and corrects the earlier characterization of the approximately 18,902-square-foot building footprint as the building's total gross floor area.

The architectural plans include preliminary room labels, furnishings, equipment, and other design-development details illustrating how particular portions of the building may function. These details do not establish separate land uses or fixed operational capacities for each individual room. The primary use of the building is for worship, with secondary accessory or related uses and activities associated with the church, including religious education, administrative functions, fellowship, recreation, and other community activities. Evidence as to public and private infrastructure needs were prepared in accordance with best engineering practices and county standards. Final construction plans may include refinements to interior room configurations, furnishings, equipment, fixtures, and other construction-level details as necessary to satisfy applicable Building and Fire Code requirements, without expanding the scope of the development or establishing a separate land use.

The Udell Rebuttal Memorandum confirms the corrected 28,557-square-foot gross floor area and resulting requirement of 286 parking spaces under BCC 91.605(5). Both staff's previous parking analysis and the applicant's earlier parking-related materials relied on the approximately 18,902-square-foot characterization of the building. Because that figure represents the approximate building footprint or first-floor area rather than the total gross floor area depicted on Sheets A2.00 and A2.01, those earlier parking calculations should not be carried forward. Using the clarified 28,557-square-foot gross floor area, application of BCC 91.605(5) to the entire worship and multi-purpose building results in a requirement of 286 parking spaces.

To address the corrected parking requirement, the applicant is submitting a revised site plan depicting 286 parking spaces serving the church use. The four parking spaces serving the existing parsonage, consisting of two spaces within the garage and two spaces in front of the garage, are separate from the 286 church parking spaces. The revised site plan therefore reflects the parking calculation based on the clarified gross floor area and supersedes the earlier parking layout and prior 189-space minimum parking calculation. The

revised site plan depicting 286 parking spaces and the corrected parking calculation based on the 28,557-square-foot gross floor area are also addressed in the Udell Rebuttal Memorandum. A revised landscaping plan coordinated with the updated 286-space parking layout is also being submitted as part of the supplemental materials.

The additional square footage related to the mezzanine does not significantly alter the proposal. The building footprint remains the same, so applicable setback standards are not affected. The clarification does not alter the proposed water or stormwater facilities, and the updated wastewater analysis confirms that projected sewage flows remain within the capacity approved through the County septic site evaluation. Transportation estimated trip impacts are only moderately affected and remain within the County's trip standards for Powers Avenue.

III. OPERATIONAL OVERVIEW

The worship and multi-purpose building contains approximately 28,557 square feet, consisting of 18,909 square feet on Level 1 and 9,648 square feet on Level 2. The primary use of the building is for worship, with secondary accessory or related uses and activities associated with the church, including religious education, administrative functions, fellowship, child care, recreation, and community activities.

The primary worship area is presently designed to accommodate approximately 500 seats. Earlier references in the application materials to “500 attendees” or a “500-person capacity” are clarified as referring to the approximately 500 seats within the primary worship area and not to the maximum occupancy of the entire building.

Preliminary Building Code occupancy-load calculations identify a calculated occupant load of 1,419 persons for the building, consisting of 1,106 occupants on Level 1 and 313 occupants on Level 2. These calculations apply Building Code occupant-load factors to the various spaces for purposes of evaluating life-safety, egress, plumbing, and other Building Code requirements. At this stage of land use review, the calculations are preliminary; final construction plans and Building Code occupancy determinations will be subject to review and approval through the applicable building-permit process. The preliminary calculations may therefore be refined based on final room configurations, uses, and applicable occupant-load factors. The calculated occupant load is a Building Code design calculation and should not be construed as the anticipated attendance, operational capacity, or expected simultaneous occupancy of the building during ordinary church operations.

In addition to the primary worship area, the building includes children’s areas, classrooms, offices, fellowship and meeting areas, flex and multi-purpose spaces, and other areas supporting the church use and its associated activities. The configuration and occupancy of individual spaces shown on the preliminary architectural plans may be refined through final construction plans and will remain subject to applicable Building and Fire Code requirements.

The church anticipates two Sunday morning worship services, currently scheduled at approximately 8:30 a.m. and 10:15 a.m., with Sunday morning traffic generally distributed between approximately 7:00 a.m. and 11:40 a.m. The two-service schedule distributes church arrivals and departures over the Sunday morning period rather than concentrating all worship-related traffic within a single service period. The updated transportation analysis addresses trip generation for the proposed church use using the ITE Trip Generation methodology and local church data. See Sandow Engineering, LU-25-067 Northside Church – Updated Local Trip Study, dated August 11, 2026 (“Sandow Supplemental Transportation Memorandum”). Sandow Engineering and DKS both selected ITE Land Use Code 560 – Church; the difference between their analyses concerns the selection of the appropriate independent variable rather than the underlying ITE methodology.

Secondary church activities are generally anticipated to occur at lower intensities than Sunday worship. Current operating information identifies children's ministry occurring in conjunction with Sunday worship services, Sunday evening youth activities, weekday office use, occasional evening classes and meetings, leadership meetings, men's and women's activities, classes and seminars, weddings, memorials, fellowship activities, and a potential weekday child care program. Current-use information indicates that evening classes or meetings generally occur two to three times per week with approximately 6 to 20 participants. A separate weekday child-care program serving approximately 30 to 35 children during normal business hours may also be pursued.

The Udell Rebuttal Memorandum also evaluates projected wastewater demand using both anticipated operating information and a conservative comparison based on preliminary Building Code occupant loads. Under both approaches evaluated in that memorandum, projected sewage flow remains below the 5,175-gallon-per-day design flow approved through Benton County Septic Site Evaluation 138-23-000125-EVAL. Udell identifies approximately 1.79 acres of remaining approved replacement area and notes that the potential layout shown on the revised site plan would require removal of approximately seven fir trees. The initial disposal field remains located within an existing clearing and is not anticipated to require tree removal.

These descriptions provide context for the anticipated operation of the church use. Except where expressly incorporated into the conditions of approval, the identified frequencies, attendance levels, schedules, and operating patterns are descriptive of anticipated operations and are not proposed as separate limitations on ordinary indoor activities associated with a church use.

IV. OUTDOOR WORSHIP SERVICES AND SPECIAL EVENTS

The church's current-use information identifies approximately 10 outdoor worship services per year, generally lasting approximately 1.5 hours each, and approximately two other special events per year, which may or may not occur on the subject property. These figures describe the church's current operating pattern and are provided to demonstrate the anticipated frequency and duration of outdoor activities associated with the proposed church use.

Outdoor worship services are generally anticipated to occur within the grassy area west of the proposed worship and multi-purpose building. Other outdoor special events may occur in association with the church use. Such activities may include worship, fellowship, holiday, religious, and community-oriented events conducted by or in association with the church.

Outdoor amplified sound associated with outdoor worship services and special events will be subject to the limitations previously offered by the applicant regarding location, direction, and hours of operation.

V. PARKING AND TRANSPORTATION DEMAND MANAGEMENT

The revised site plan depicts 286 parking spaces serving the proposed use, satisfying the minimum parking requirement under BCC 91.605 based on the corrected 28,557-square-foot gross floor area. The corrected building-area and parking calculations are addressed in the Udell Rebuttal Memorandum, which confirms the 28,557-square-foot gross floor area and resulting in 286-space parking requirement. The revised site plan and corresponding landscaping plan have been updated to reflect the 286-space parking layout.

Parking serving the existing parsonage is provided separately through the two-car garage and two parking spaces located in front of the garage.

Parking associated with the church use will be accommodated on the subject property, and ordinary church operations will not rely on NW Powers Avenue or neighboring properties for overflow parking.

The church will continue to employ applicable transportation-demand-management practices previously identified by the applicant, including volunteer parking coordination during peak services and special events, carpool and rideshare encouragement, directional and event signage, designation of a parking coordinator, and monitoring of on-site parking conditions. Trip generation, Design Hour Volume (DHV), and the scope of transportation analysis applicable to the proposed development are further addressed in the Sandow Supplemental Transportation Memorandum.

VI. RELATIONSHIP TO ORIGINAL TRANSPORTATION DEMAND MANAGEMENT PLAN

The original TDM was prepared for an earlier, larger development concept and therefore included development, staffing, child care, traffic, parking, and outdoor-use assumptions that do not correspond in all respects with the current proposal.

Because the application before the Board is now limited to the revised Conditional Use Permit request under LU-25-067, this memorandum clarifies the development scope and anticipated operation of the current proposal and supersedes descriptions in the original TDM to the extent they are inconsistent with the current proposal described herein. Transportation-demand-management practices that remain applicable to include volunteer parking coordination, carpool and rideshare encouragement, directional and event signage, designation of a parking coordinator, and monitoring of on-site parking conditions.

The updated transportation analysis separately addresses traffic generation for the current proposal using updated building information and local church data. The analysis identifies the worship and multi-purpose building as 28,557 square feet, consistent with the gross floor area clarification provided above. The updated analysis also evaluates trip generation based on the number of seats in the primary gathering/worship area, providing a separate comparison to the building-area-based trip estimate.

The Sandow Supplemental Transportation Memorandum provides additional explanation regarding the applicable ITE Trip Generation methodology. Sandow Engineering and DKS both identified ITE Land Use Code 560 – Church as the appropriate land-use category. The ITE methodology provides several potential independent variables for church trip generation, including attendees, building square footage, and the number of seats within the primary gathering area. Sandow Engineering selected building square footage based on the available dataset and its professional engineering judgment regarding the variable most representative of the proposed development.

To further evaluate the reasonableness of the trip-generation estimate, Sandow Engineering also completed a local trip-generation study using three comparable churches identified by Benton County staff. That analysis found that estimated trip generation for the proposed church is nearly identical whether building square footage or sanctuary seating is used as the independent variable. Sandow therefore concludes that the selection of the independent variable does not materially affect the estimated traffic generation or the conclusions of the transportation analysis.

The Sandow Supplemental Transportation Memorandum also addresses Design Hour Volume (DHV) and the scope of transportation analysis requested for the application. It explains that Benton County required seven days of traffic-volume data on NW Powers Avenue during the school year and that the requested data were collected during that period. The memorandum further notes that County staff determined that the traffic generated by the proposed use did not warrant preparation of a full Traffic Impact Analysis.

VII. STAFF-RECOMMENDED CONDITIONS AND CONDITIONS PREVIOUSLY OFFERED BY APPLICANT

County staff concluded that the revised proposal could satisfy the applicable Conditional Use Permit criteria with conditions and stated that the recommended conditions, or similar conditions, were necessary to ensure compliance with the applicable review criteria.

The applicant previously indicated its general acceptance of staff's approval approach and the majority of staff's recommended conditions, subject principally to modifications to transportation-related requirements. The existing record reflects staff-recommended or applicant-offered conditions addressing conformance with approved plans, deed consolidation, parking, landscaping, lighting, fire protection, wastewater and septic permitting, stormwater, right-of-way dedication, road approaches, water service, taxes, western access, and child care requirements.

The applicant previously offered the following operational conditions to further define the operation of the church use and associated activities:

1. Western Access. Western access shall be restricted from church-related activity. A Knox-Box gate shall be placed in the throat of the connecting road between the existing residence and the main parking lot to prevent cut-through traffic for ingress and egress. This restriction shall not prohibit normal residential ingress and egress associated with the existing dwelling used as a parsonage.
2. Associated Religious Activities and Child Care. Activities customarily associated with the approved church use, including worship services, religious classes, weddings, funerals, meal programs, and child care, may occur in connection with the approved use, subject to these conditions of approval. The applicant shall comply with applicable Oregon Department of Early Learning and Care (DELIC) requirements for the operation of a daycare.
3. Outdoor Amplified Sound and Outdoor Activities. a. Outdoor amplified sound shall be limited to the areas immediately adjacent to the approved worship and multi-purpose building and shall not be directed toward adjacent residential properties; b. Outdoor amplified sound activities shall occur only between 7:00 a.m. and 9:00 p.m., except for arrival, departure, parking lot circulation, emergency access, maintenance, or activities necessary for safe site operation.
4. Lighting Hours. Parking lot and exterior site lighting shall be turned off or reduced to security-level lighting no later than 10:30 p.m., or within 30 minutes after the conclusion of an evening activity, whichever is later. Security lighting, emergency lighting, and lighting necessary for safe building access and egress may remain in operation, provided such lighting is shielded and downward directed.

These previously offered operational conditions remain part of the applicant's proposed approval, except as expressly modified or supplemented below.

VIII. NEW OR REVISED CONDITIONS OFFERED THROUGH THIS SUPPLEMENTAL SUBMITTAL

The applicant offers the following revisions to the staff-recommended transportation conditions to address the roadway and pedestrian improvements associated with the proposal.

1. Revised P-12 – Road Improvements

(Note: Bold text identifies the applicant's proposed revisions to the staff-recommended conditions. Text not shown in bold is retained from the staff-recommended condition language.)

P-12. Road Improvements: The applicant shall survey, design, and construct roadway and pedestrian improvements to **NW Powers Avenue** between a point **approximately 50 feet west** of the westerly **boundary of** the subject property and Scenic Drive. **The final design shall be reviewed and approved by the Benton County Public Works Department and may consist of one or more of the following approaches:**

- a) **Construction of a hybrid street section within the existing public right-of-way and the additional right-of-way dedicated by the applicant pursuant to Condition P-14.** The improvements shall generally consist of a 24-foot-wide Hot-Mix Asphalt Concrete (HMAC) paved section with two-foot crushed aggregate shoulders. **The County Engineer may approve minor design modifications or dimensional adjustments where necessary to accommodate right-of-way, topographic, drainage, utility, environmental, or other physical constraints. Such adjustments may include localized reductions in shoulder width, minor roadway alignment modifications, adjustments to ditch slopes, or other minor dimensional changes;**
- b) **Construction of a separate eight-foot-wide shared-use path behind the roadside ditch, if the applicant voluntarily obtains the easement or additional right-of-way necessary for its construction; or**
- c) **A combination of these approaches, consisting of roadway improvements where they can be accommodated within the available public right-of-way and an eight-foot-wide shared-use path for the remaining segment, if the applicant voluntarily obtains any easement or additional right-of-way necessary for the shared-use path.**

Compliance with this condition shall not require the applicant to obtain an easement or additional right-of-way from a neighboring property owner. If the applicant is unable to obtain property rights necessary for a shared-use path, the applicant shall satisfy this condition through roadway improvements within the available public right-of-way, subject to the minor design modifications authorized above. All improvements shall substantially achieve the intended roadway and pedestrian safety objectives and comply with applicable engineering standards to the greatest extent practicable.

- d) The asphalt and crushed aggregate base (CAB) thickness for roadway widening shall comply with the Primary Local Road Standards and consist of three inches of HMAC over ten inches of CAB.
- e) The applicant shall design and construct NW Powers Avenue drainage ditches, stormwater conveyances, detention or treatment facilities, and connections to off-right-of-way conveyances necessary to accommodate runoff in accordance with Benton County Development Code Chapter 99 and applicable ODOT standards, details, and methodologies.
- f) The applicant shall provide calculations, designs, and specifications for all proposed public infrastructure to Benton County Public Works for review and approval.
- g) Construction and post-construction stormwater discharge shall conform to Oregon Drainage Law and all applicable Oregon Department of Environmental Quality and Benton County stormwater requirements, erosion and sediment control details, and best management practices.

2. Revised P-13 – Road Improvements or Security

P-13. Road Improvements or Security: Prior to issuance of operating approval, the applicant shall fulfill one of the following two options **for the improvements required by Condition P-12:**

- 1. Construct the required improvements; or
- 2. Enter into an Agreement for Improvements (AFI) with **Benton** County. The AFI shall require security for the full **estimated** cost of the work plus a 20 percent contingency. Security may take the form

of a bond, conditional irrevocable line of credit, or cash deposit and shall ensure completion of the required improvements within 18 months after execution of the AFI.

IX. EFFECT OF SUPPLEMENTAL CONDITIONS

This supplemental memorandum does not expand the scope of the proposal. Rather, it clarifies the development and anticipated operating characteristics, including the gross floor area of the worship and multi-purpose building, the approximately 500 seats within the primary worship area, the relationship between that seating figure and the Building Code occupant load, the applicable parking requirement, and the relationship of the current proposal to the original Transportation Demand Management Plan.

The supplemental technical materials submitted in conjunction with this memorandum, including the Udell Rebuttal Memorandum, the Sandow Supplemental Transportation Memorandum, and the revised site and landscaping plans, provide additional engineering and transportation support for the building area, parking requirement, wastewater capacity, site configuration, trip generation, and transportation impacts described herein.

The memorandum also identifies the operational conditions previously offered by the applicant addressing western access, child care, outdoor amplified sound, and lighting hours. Those conditions remain applicable to the proposal. The applicant additionally proposes revisions to Conditions P-12 and P-13 addressing the design, construction, and timing of roadway and pedestrian improvements along NW Powers Avenue.

Together with the applicable staff-recommended conditions, the supplemental information and proposed condition revisions provide additional specificity regarding the proposal and address issues raised in the record concerning traffic and parking, access, noise and outdoor activity, lighting, wastewater and septic capacity, and public infrastructure.

X. CONCLUSION

The limited scope of the current proposal, centrally located development, clarified building and operational characteristics, updated transportation and parking information, septic feasibility and projected design-flow information, conditions addressing outdoor amplified sound, lighting and access, applicable transportation-demand-management practices, and public-facility requirements together provide a basis for the Board to find that the proposal, as conditioned, satisfies BCC 53.215.