

**PLANNING COMMISSION**  
**WEDNESDAY, FEBRUARY 19, 2014**  
**6:00 P.M.**

**Wilsonville City Hall**  
**29799 SW Town Center Loop East**  
**Wilsonville, Oregon**

Approved  
April 9, 2014

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**Minutes**

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**I. CALL TO ORDER - ROLL CALL**

Chair Altman called the meeting to order at 6:04 p.m. Those present:

Planning Commission: Ben Altman, Peter Hurley, Al Levit, Phyllis Millan, Jerry Greenfield, and City Councilor Susie Stevens. Eric Postma and Marta McGuire were absent.

City Staff: Chris Neamtzu, Barbara Jacobson, and Katie Mangle

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

**III. INTRODUCTION OF COMMISSIONER GREENFIELD**

Chair Altman introduced new Planning Commissioner Jerry Greenfield.

Commissioner Greenfield said he was raring to go and did not bring a particular agenda to his participation on the Commission. He realized the Planning Commission was on the cusp of some important actions.

**IV. CITIZEN'S INPUT** - This is an opportunity for visitors to address the Planning Commission on items not on the agenda. There was none.

**V. CITY COUNCIL LIAISON REPORT**

- A. Introduction of new City Council Liaison, Susie Stevens
- B. City Council Update

**Councilor Stevens** congratulated Commissioner Greenfield on his appointment to the Planning Commission. She noted the City Council meetings and actions had been in the paper, televised and on the web. She received an email announcing the May 17<sup>th</sup> Joint Training Session for Council, both DRB panels and the Planning Commission. She was very excited to get everyone together to communicate and share ideas to help ensure everyone was working on the same page and toward the same goals. Council believed that because none of its members had changed since their last goal setting session last year that this meeting would be a better use of that time.

- The Council meeting and work session tomorrow would be on the Goal 10 Housing Needs Analysis which the Commission had been working on for quite some time. She appreciated all of the work that had gone into the project and looked forward to that Council discussion.
- She was excited to be the Planning Commission Liaison at this time because she was excited about the Form-Based Codes (FBC) idea, and experimenting with this great tool that looked at new ways to approach development and design. It was exciting to be coming in at the beginning as the Commission moved into development of Coffee Creek and the future development of Basalt Creek and Advance Road. FBC could possibly be used in residential areas, in addition to industrial areas, which was new. She believed FBC would be a good tool for providing flexibility to builders and developers in the future and she looked forward to being engaged.

## **VI. ELECTION OF 2014 PLANNING COMMISSION CHAIR AND VICE CHAIR**

Commissioner Hurley moved to defer the Planning Commission Elections until the entire Commission was present. Commissioner Millan seconded the motion, which passed unanimously.

## **VII. CONSIDERATION OF THE MINUTES**

Approval of the December 11, 2013 Planning Commission minutes were approved as presented with Commissioners Levit and Greenfield abstaining.

## **VIII. WORK SESSIONS**

### **A. Goal 10 Housing Needs Analysis (Mangle)**

Katie Mangle, Long-Range Planning Manager, stated the Goal 10 Housing and Housing Needs Analysis project was now referred to as the Residential Land Study because that was the title of the summary document, which was the umbrella of all technical memos and technical work. Staff and ECONorthwest, who did a lot of the work, had completed the scope of work in terms of the project plan and in January, the public forum had a great turnout and some good comments were received.

- Not a lot of specific feedback had been received on the reports. Although the Planning Commission has had the reports since December, tonight was the first time the Commission had the chance to discuss them and provide feedback. The purpose of tonight's discussion was to review the material and note any questions or missing items. The Residential Land Study would be an ancillary document in the Comprehensive Plan. Staff wanted to wrap up the work to the Commission's satisfaction before a public hearing on the Comprehensive Plan amendments took place.
- She planned to have the same discussion at City Council tomorrow night, conveying tonight's discussion to them. Staff would be ready to move forward if both groups gave direction to move to a public hearing.
- She confirmed that the Residential Land Study would be adopted as a reference document. Nothing would be changed in the Comprehensive Plan. The study was an assessment of how the City had met state and regional requirements and would be referenced in the Comprehensive Plan. Mr. Parker had reviewed the Comprehensive Plan policies and concluded that no changes were required in order to comply with Goal 10.

**Bob Parker, ECONorthwest**, hoped the next time he saw the Commission would be in a public hearing, taking public testimony and moving towards a recommendation to City Council. The 114-page detailed report was an exposition on the summary information that had been discussed with the Commission over the past nine or ten months. Namely, the report was intended to address state requirements, as much as anything.

- When adopted, the Residential Land Study would be a reference the City could rely on for future planning decisions. The Study laid the foundation for some of the Commission's upcoming work. As stated, he and Ms. Mangle wanted to see if the Commission had questions, comments, or any recommendations on items that should be changed. Obviously, the document was a draft until formally adopted by Council, but they would like to hear any big picture comments sooner rather than later to allow time to address and reflect them in any future drafts of the document.

Comments and discussion from the Commission continued as follows with key responses from Ms. Mangle and Mr. Parker as noted:

- The bottom line summary of the Commission's previous feedback was made clear in the Executive Summary about what the document was and how it would be used in the future. The study offered a lot of information, and while it did not change anything currently, it would be relied on for future considerations, such as Frog Pond and Advance Road. Both the public and the Commission must be clear about the document's purpose.
  - An introductory statement about the purpose of the study and how it would be used as a background document for the Comprehensive Plan should be included in the beginning of the document. The statement should explain that as the master planning of the areas east of the city moves forward, the City would rely on those numbers to plan for the kind of housing the City needed. It would be good for the introduction to state specifically that the study would provide

direction, but was not intended to be prescriptive in the sense that it limited the City to one single future.

- Mr. Parker proposed adding more specific information in the Purpose section of the summary document which could be a substitute for some of the information in the document. In the long report, he suggested including a section after the Background that discussed the purpose and use of the report in the introduction. He hoped that would help make it clear to reviewers, specifically what the document was intended for and how it was intended to be used.
- The study was an assessment of where the City and a projection of what would be required given where the gaps were in housing. The Commission had discussed the balance of multi- and single-family housing. The document needed to be clear that it identified options, but was not answering any questions at this point.
  - Ms. Mangle added part of the reason the process had been confusing was because the outcome was unknown. Unlike some other communities, the City of Wilsonville did not have a long list of items to comply with the statewide planning goal. Because there was not a lot that had to be done, the report was very much a background document for informing other studies. A few minor Code amendments were needed, but she believed it would be a good idea to clarify that.

Chair Altman stated if any Code amendments were to be done, he would like to fix the planned zone conflict on densities, although it was not directly related to this topic. He had spent an hour talking to Associate Planner Michael Wheeler trying to sort out the densities on Canyon Creek.

Ms. Mangle answered yes, adding that the plan was still very much alive.

Commissioner Greenfield confirmed he had met with Staff, attended all of the public meetings related to the study and watched a few Planning Commission meetings online, so he was up to speed. He said his only big question regarded Metro.

Chair Altman noted the City did not have to comply with Metro, although they had exceeded compliance up to this point. As the City moved into the Concept Plan, he hoped the focus would be on what Wilsonville wanted and that Metro could be convinced the City was doing it the right way, rather than having Metro calling the shots. He did not believe the City would do it wrong; enough things had been done that made sense and whatever the City came up with could be justified within what Metro was trying to accomplish. In talking with Metro, he was unsure they knew what they wanted; perhaps the City could help them figure that out.

- Ms. Mangle confirmed Staff had already begun collaborating with Metro staff regarding how that would be done and at what points they needed to interface. Metro staff was given a tour of everything taking place in Wilsonville to ensure they understood it was not a normal, but a very extraordinary, community. Metro was starting from a point of admiration for what Wilsonville was becoming and accomplishing. Staff agreed and she believed Metro staff was on board as well; work had to be done to make that happen.

Mr. Parker said the Commission should email Ms. Mangle with any further suggestions and she would pass the email on to him to be discussed internally.

Ms. Mangle noted more specific information regarding the context would be added to the document. She confirmed the Planning Commission was comfortable with the two documents moving forward to public hearing next month. The two documents were the Wilsonville Residential Land Study, which was the primary document, and the Wilsonville Residential Land Study: Technical Report, which included the Buildable Lands memo and would include the Policy Code review memo. The Code amendments discussed in December would not be forwarded to Council at this time. Staff was still talking with Department of Land Conservation and Development (DLCD) staff regarding some of the details of what they wanted the City to do. That list in the Staff report was pretty minor in scope and had not changed, but the details

should be solidified before moving forward. Those items were still on track, as well as the density and consistency issue; both would come before the Commission this spring, but not at the same time.

#### B. Industrial Form-Based Code (Neamtzu)

Chris Neamtzu, Planning Director, introduced the Industrial Form-Based Code (FBC) project, noting the City had aspired to create this new tool for industrial development, specifically in the Coffee Creek Industrial Area. His key comments were as follows:

- Chamber of Commerce members and City Staff had been discussing for some time whether creating a FBC for industrial development was possible that would allow for a few primary objectives, which included having more certainty in the review process; ensuring the high-quality design expected of industrial development in the Wilsonville community; and saving time on that review process. With these primary objectives, Staff applied to the DLCD's Code Assistance Program which was through the Transportation and Growth Management (TGM) Program. The Code Assistance Program focused on Code work and Code updates and involved many objectives, many of which involved promoting multi-modal, access, and connectivity standards, essentially some of the Smart Growth principles that the Commission and Staff had been studying. He noted the Planning Commissioners and City Staff member who had just returned from the Smart Growth Conference, where they learned that the cities of Denver and Miami had adopted citywide FBCs. The Commission's meeting packet included the first technical memorandums that would lead to the first draft of FBC.
- A Technical Advisory Committee (TAC) meeting was held today with developer and broker interests as well as Chamber of Commerce representatives present. The conversation was great as two hours were spent discussing expectations and outcomes, and reflecting upon the past and the history of the existing Development Code with regard to the Day Road Design Overlay District. The meeting was very helpful in introducing the consultant team to that history and getting feedback from outside stakeholders.
- He introduced Laura Buhl of the TGM program who was from Salem, Oregon and part of the project management team. Also present were Marcy McInnelly and Joseph Readdy of Urbsworks, urban designers and architects who were the primary lead on the project and experts in the FBC field, along with Keith Liden of Bainbridge Planning. Included in tonight's packet as background information was the Sacramento Area Council of Governments (SACOG) FBC Handbook, which was created by Ms. McInnelly and Mr. Liden and was an extensive FBC document that provided a foundation for FBC and how it could be applied. He noted the internal project management team consisted of Assistant City Attorney Barbara Jacobson, Ms. Mangle, Mr. Neamtzu, Manager of Current Planning Blaise Edmonds and City Transit Director Stephan Lashbrook.
- He noted the three memos attached to the Staff Report and the PowerPoint presentation that was also distributed to the Commission provided an overview of the FBC and an opportunity to establish some baseline assumptions to ensure everyone was on the same page with regard to the Form-Based Code.
  - He added this FBC would be unique, as few examples were available for pure industrial development. The Code would be the first of its kind in the Portland Metro area, and possibly in Oregon as a whole. The team had discovered sections of existing FBCs in Bend, Oregon. One memo before the Commission tonight was a case study featuring four applicable case studies.
- He reiterated that the presentation would lay a foundation, adding the project would move quickly due to the short timelines and finite amounts of money involved with TGM grants. The team would work within those parameters, but building community consensus would be a challenge with the short timelines. Regardless of the grant funds, the City would do what was needed to complete the project. Tonight was a good opportunity for the Commission to learn, ask questions, and articulate their expectations about what they would like to see achieved in its final form.

**Marcy McInnelly, President, Urbsworks, Inc.**, stated she was excited to work on the first FBC in a light industrial area. She briefly described her professional background, including dealing with the zoning code in the City of Portland as a former Portland Planning Commissioner for five years. During that time, she was an architect and came to realize there had to be a better way of obtaining an urban form than through the typical land use focused zoning codes. Portland had one of the better zoning codes at the time, but there were still issues that placed her on the front line of battles with neighborhoods regarding

compatibility issues. As a result of her experience, she became very interested in FBCs and began studying, taking many courses and subsequently got employment and gained a lot of experience with FBC. She and Mr. Liden were commissioned by the SACOG to write a book, which she believed was one of the best books written about FBCs. She was very excited about this project because it would allow them to engage a new frontier, the industrial district FBC, which had never been done before.

Ms. McInnelly briefly presented an overview of the project and issues related to FBC via PowerPoint, which were also discussed in the attachments included in the meeting packet. She reviewed general questions and specific areas which they sought input about from the Planning Commission noting that:

- The consultant team was biased toward making the Industrial FBC mandatory because it would achieve the desired urban form more consistently and might be easier to administer.
- FBCs are subjective and do not rely on much discretionary judgment when used in making urban form approval decisions. Sometimes, a menu of various options was provided to meet a regulation; applicants still had to meet the requirement, but could choose one of five different ways to meet it.

Commissioner comments and discussion points regarding the FBC concept was as follows with responses from the consultant team and Staff as noted:

- The focus on Day Road was wrong; it was not a gateway or entry corridor, but an industrial area.
- The 3-story requirement was also questioned. It seemed FBC could address multiple story options while giving direction. As an example, a single-story warehouse or manufacturing building with an office versus a research and development building, like Mentor Graphics, allowed for three different types of use functions that did not have the same building need and never would. A 3-story building was more of a traditional downtown frame for a commercial center. Even there, a wall of 3-story buildings was not preferred; a variety of heights was desired.
  - Flexibility that provided various users direction on how they interfaced with the street and created a public interface should be considered; a specific height should not be dictated.
- Did the TAC have a vision of the type of businesses they desired to attract? For example, the needs of a metal fabrication shop would be very different than those of lab related business. What was the TAC's strategy for the types of industries they were looking to attract? As discussed, light manufacturing jobs would be created because that was desired and fit the City's housing development plan.
  - The TAC wanted flexibility and the ability to build something that was light industrial with the option to build something with more intense employment. The main concern was that nothing stood in the way of a building being built that had jobs.
    - Interest also existed in the ability to build buildings able to successfully accommodate a number of uses; so some buildings would be built speculatively for an unknown end user.
    - Parking flexibility was discussed. If a building were built speculatively, initially it might have light industrial, but later, it could have many more employees and need more parking. Concern existed about the possibilities for future adaptation of buildings being precluded by an overly restrictive Code.
- It appeared that a Kruse Way design was being created, but the buildings were moved closer to the street for Day Road. Day Road was not a Kruse Way environment. If that was desired, it should be created on Boones Ferry Road near the freeway, where the space was available. Day Road seemed like a more logical place for a Class A type environment.
  - Based on discussions with various builders, flexibility of the Code was the question. In discussions at the Chamber originally, they were unsure how to work with the Day Road Design Overlay District. Part of the issue was being clear about what the City was trying to accomplish and the Code delivering that, as well as providing the flexibility.
- The summary that applied FBC to the way the overlay had been written and identified pluses and minuses was good. It would be helpful to consider how FBC might have provided a different result on other industrial buildings, particularly along the freeway; such as how the new code could help the City achieve a better design without fouling up the function. There had been no design focus on the interface with the street; the buildings were more functionally designed.

- The Day Road Overlay District put a lot of emphasis on what the building should do in terms of architectural treatment. The more effective way to create a strong, somewhat unified character to the public realm was to make sure some regulations applied to the relationship between the building and street, and the street and building.
  - While the regulations would be very flexible, minimum standards regarding where buildings were placed in relationship to the street should exist. TAC strongly believed that parking should be allowed between the back of the sidewalk and the building; they wanted that flexibility. This could be accomplished, but then the emphasis should be on the landscape. Parking should possibly be limited between the fronts of buildings and important streets, like Day Road and Kinsman Road. The City could still allow parking, but require it to be more landscaped than a typical parking lot. It was also possible that the City's landscaping standards were adequate and could be used instead.
  - With regard to the building, less emphasis should be on the wall of the building itself and more on the treatment of the landscape. A simple base, middle and top of the building could be enough to create some articulation. The City should not go overboard requiring recesses in the façade that do not offer much influence when looking at a row of buildings on a street, the full length of the street.
- Concern existed regarding the heavy emphasis on citizen input in the documents the Commission had been provided with from Sacramento. The way the process was structured, citizen input would be minimal at the end because the TAC represented the developer's side.
- Would Day Road be developed at the same time as or sequentially with Coffee Creek, and would it be a stretch for FBC to be done for the entire area as opposed to just Day Road?
  - Mr. Neamtzu thought that the development sequencing would begin in the southern area and move north. However, the geography of Day Road was highly desirable so it was possible that infrastructure could be advanced in an effort to make Day Road happen. The logical progression was that development would advance from Clutter Road and Ridder Road toward Day Road. In the logical sequencing of infrastructure, Day Road looked to be in the later phases.
    - When Basalt Creek planning was completed, the possibility of jumping Day Road did exist.
  - Regardless of how it developed, it should all be one concept; otherwise, one area would look different than the rest or it would eventually have to be expanded to the rest.
  - Agreeing that Day Road was not the gateway would lead to a certain conclusion how development should occur. If it was agreed that Day Road was a gateway, that concept needed to be carried into the Basalt Creek planning to ensure it ended up on the north side of Day Road as well.
- The FBC would apply to all of Coffee Creek, not just the Overlay District, and Day Road was on the north edge of Coffee Creek. It would allow for the option of two standards within the FBC, but not force one thing.
- A pseudo 3-story building was not environmentally friendly and was a waste of resources and energy in the long run. Architecturally, more height did look better, but a mix of heights was preferred.

The Commission discussed and provided feedback specific issues presented in the PowerPoint as follows with comments from Staff and the consultant team as noted:

- Multi-Modal Connections. What were different ways connectivity could be achieved? Were larger spacing standards necessary? Should an exemption or different standard be in place in the industrial area? How could pedestrian, bicycle and transit circulation and access be accommodated?
  - Ms. McInnelly noted consideration of the employees in the industrial district and how they travel was important in terms of how they got around at lunch, travel to work and from work, etc. but especially, that they might not have to use a car every time they wanted to leave to run errands, grab a sandwich, etc.
  - Pedestrian and bicycle crossings should be frequent as long as they were not at corners.
    - To get workers in the industrial development to use these facilities, they would need to go to lunch, for example, within walking distance. Currently, no establishments existed within walking distance on Day Road, so clusters of shops would also need to be added to the development.

- Connectivity should be a requirement for pedestrians. The street spacing standard of 530 feet was not an issue given it was not a residential area.
- For bicycles, FBC would have to be reworked, unless it referred to existing Code which mandated many items with regard to bike parking and circulation in parking lots.
- If the business had customers coming and going, visitor parking up front made sense but other cars should be located in the rear.
- Focusing more on regulating the landscaping in the front of the building than being so prescriptive on the building itself made more sense when trying to encourage this type and a variety of development. Aesthetically, a row of 3-story buildings would not fit well in the area. A much more uniform look could be achieved if the landscaping approach in the front was emphasized, even if the buildings were different heights and configured differently to fit the business. The key was to consider what the business need; what would attract them to the area.
  - One example involved the buildings located on the west side of Kinsman Road. Many trees were located in front of the buildings, so they were hardly seen. On the other hand, on 95<sup>th</sup> Ave where the buildings were set back from the road, even though there were many trees, the facades of the buildings and all parking in front could be seen, which was much less appealing visually, if a more sophisticated look was desired.
- At the Smart conference, pedestrian focus versus auto focus was discussed and involved a whole different design context. The auto focus involved getting from A to B in the quickest way possible. To encourage pedestrian activity, an attraction and experience beyond the A to B must be created to attract people to the area. The situation was a bit different because the location was industrial, but to get people to walk and bike, one had to get to that level to see the experience.
- The City's street standards design the street side, but ignore the property side, leaving it to the individual property owner so there was no continuity of activity. Framing both sides of the sidewalk with landscaping would be very important. A section of sidewalk on Boones Ferry Road near Tonkin Audi was framed on both sides with shrubbery, but one side screened the parking lot so nothing could be seen; it was a wall of shrubbery. That was not a pedestrian environment. The pedestrian component required reconsideration because the design had been looked at from the driver's perspective of not wanting to see vehicles.
  - Moving employee vehicles to the rear would be okay, but not all of the parking lots had to be hidden; instead visual interest should be created. Nothing was uniform in nature, but people have a propensity to line things up in nice even rows and symmetrically spaced out.
- It would be good to keep industrial employees in the industrial area. Otherwise, they would flood other locations in town at lunch or break time. If the area was purely light industrial, with zero commercial, it would generate more and more traffic problems.
- Another issue with the Industrial Code was that it severely limited retail.
- In the minutes of the December meeting, a comment was made that a park could not be in an industrial area. If that was true, what would the impact be on the FBC.
  - Mr. Neamtzu believed that issue involved Metro's functional plan requirements. There was litigation regarding the Tualatin TSP and Tonquin Trail, and it appeared that parks in industrial areas were precluded. The City's Bicycle & Pedestrian and Parks & Recreation Master Plans identified industrial waysides in generalized locations throughout the industrial zone. The waysides were close to creeks or a pocket of trees and provided opportunities for some active recreation, like a basketball court. Some of the more progressive developers would provide that type of amenity for their employees onsite. Simple design elements such as outdoor plazas with tables could enable people to have lunch on a large industrial site.
  - These industrial sites were huge and a 20-minute walk would not get one very far. Having to get back to one's shift in 45 minutes would force one to drive as fast as they could to the nearest outlet; these were real challenges.
  - Xerox's campus had a lot of open green space and people could be seen playing ultimate Frisbee at lunch, which made a big impact on employee morale and productivity.
- One interesting twist was that Coffee Creek was a Regionally Significant Industrial Area (RSIA) which involved square-foot limitation caps on development. The limitation caps did not recognize the

extensive size of some of the industrial buildings and the City's Code was not exactly perfect in regards to that. With 500,000 sq ft single building, only about 5,000 sq ft would be allowed for support services in that building.

- According to the Code, two 20,000 sq ft buildings would be allowed 20,000 sq ft of commercial and half could be retail because in a multi-building complex, up to 20,000 sq ft of commercial use is allowed. The Code did not scale or slide well as buildings get larger.
- Support services were wanted in industrial development, but it was difficult to get and retain them. A small deli or restaurant in an industrial area struggled because they had no traffic after 6 pm, and no evening or weekend business. The businesses tend to provide the service and many provide a cafeteria, lunch break experience, rely on food trucks, etc. Even businesses in a commercial zone adjacent to an industrial zone tend to struggle to make a profit in off peak hours.
  - Support services that make the work environment a vibrant place should be identified. The team is considering the employee experience as it related to large employment centers.
- At City Council, the 3-story requirement was debated at length because the City wanted to identify that type of employment or a Mentor Graphics-type complex with a lot of employees per square foot in a building. At the time, the City was working on the Goal 9 Economic Development of Industrial and Commercial Lands and Council had a vision to have more employees per building. The density of employees was a target and a focus, so multiple stories could be dictated and that a Mentor Graphics-type development the community had aspired to could be identified.
  - At the time, Council believed there had to be a vision; otherwise the project would never happen. A fair amount of testimony was taken stating that Day Road was not market feasible, would take forever and was not cost effective. Council made the intentional decision to stick with the vision they had for the project. The minutes could be provided to the Commission and had already been provided to the consultant team because it was very important for them to read through the testimony. Many of the people invited to be on the TAC had testified in opposition to the 3-story requirement at the time.
  - That was seven years ago and the City was in a different place now. The City had developed an economic task force, incentivized single-parcel TIF zones, and now had a large call center with many employees. New times warranted a new look, but the work that was previously done would not be dismissed. The TAC looked at the FBC with fresh eyes, and tried to apply it and it had flaws. The City could do better and should seize the opportunity to do so. Passion and vision drove the decisions about Day Road. Unfortunately, the Code was poorly implemented.
    - Weeks had been spent discussing the percent of building glazing on Day Road as part of the public hearing process. The amount of glass required around a building was driven by the Energy Code and, through the desire to obtain a certain look on Day Road, all the building glass was being forced on one elevation, the north side. A lot of nuances were involved in building design and site function.
  - The 3-story requirement regarded three functional stories. Mr. Readdy had noted that as written, the Code would allow a fake western storefront of three stories to be built that was six inches deep because the Code did not discuss how far it should wrap around the corners of the building. Many flaws existed and some of the issues had been identified in the memo in the packet.
  - Some City Code that required specific spacing on building articulation caused a lot of difficulty in making the inside work.
- Administration. Having a new Code for the Coffee Creek Industrial Area that applied a different process with non-discretionary standards implied that Staff would be given more ability to approve and the Development Review Board (DRB) and other bodies would have less. FBC did a good job of incorporating non-discretionary standards, but could offer choices to provide flexibility. Streamlining the approval process for industrial buildings seemed to be of great interest to most everyone. How did the Commission feel about non-discretionary standards making up the majority of regulations in the new FBC?

- Non-discretionary standards would be good because they would allow for more certainty. At DRB, one design was approved for a building but it was not actually built the way it had been presented originally. The explanation provided was that the project, as designed, was too expensive to be completed. The whole process was very deceptive. The changes were made by Staff and that was within their purview.
- Non-discretionary meant specific, discreet requirements and numerical standards, so no judgment was required to dictate compliance.
- If the FBC allowed Staff to make more decisions, taking away potential for DRB approvals, there should be less discretion.
- Having more non-discretionary, discreet standards and numerical standards in a Code, did require more work upfront. More involvement would be required by the TAC and Commission to ensure the standards were right. Once adopted, Staff or the DRB would use those standards to determine whether a project complied.
  - This was another fork in the road. If the path of more objective standards were taken, a more thorough review of the standards would be required as they were developed, and there would be no chance for second-guessing them after adoption.
- FBCs could be constraining with regard to results, but they could also be freeing with regard to process. If a certain quality of landscaping was desired between the building and street, there might be three different ways to achieve that through different development standards. It could be accomplished via a perimeter parking lot landscaping of a certain height, material, etc., or through an architectural treatment, or something else, for example. The developer would then have three different ways to meet the requirement. The standards were all discrete, but they provided the developer with a choice.
- A recent DRB case involved the terminology “safe and convenient”, which left a lot of room for judgment. The DRB found the application was not safe or convenient, applying a different standard apparently than Staff. Defining safety in the Code would be very complex. The definition would have provided a much clearer meaning of what “safe” meant in terms other than one having good driving manners. The case required that it be safe for people to respect pedestrian access by leaving space for crossing traffic in two queue lanes, but the Code did not provide for that, except in this kind of discretionary characterization of safe and efficient. Some degree of discretion should not be lost in such regard. Having to be so detailed as to make that a check box would be wearisome because one could not determine every instance in which safety and efficiency might come into play.
  - Specific language regarding cross traffic, and particularly cross traffic involving queuing at a drive-thru, parking lot behavior, etc. could be required. It would be difficult, but determining what the Code meant by “safe and efficient” would be helpful to developers and the DRB. Judgment should not be excluded altogether, and that was what the DRB step did. If Staff ironed out virtually all the issues, and they did for the most part, the last step of citizen overview was of great importance.
- The team was not envisioning that any Code would be strictly clear and objective criteria from one end to the other. Places would exist in which judgment would have to be exercised. The master planning at Coffee Creek would be a four-step process involving a zone change; the planned development, Stage I and Stage II; and then the site plan review. A portion could be more discretionary, similar to the way it was done currently, and other portions could be clearer and more objective as the review process occurred. The tough question was how the Commission viewed the two different types of criteria.
- One inclination was to avoid discretion to the greatest degree possible, but in terms of design some level of discretion always existed.
- In terms of the Stage I Master Plan and Stage 2 Final Development Plan, good FBC guidance within the master planning would address 80 percent of the issues. During specific site design, a more refined review would take place and 95 percent of the issues should be addressed.
  - With regard to the DRB project previously discussed, the gap was in the Code. The Code did not provide good guidance on how to design pedestrian versus auto circulation and it still

leaned most likely toward the auto orientation. Once that was in place, pedestrian connectivity was fit in wherever possible. Design should begin with pedestrian orientation in the street and then address the site. If design was done on that basis, especially if with master planning, global circulation issues were already considered.

- Discussion returned to Multi-Modal Connections.
  - The 330 ft crossing requirement was a problem with a 600 ft long building. Convenient pedestrian circulation needed to be considered and the options available, such as turning a building sideways to create proper circulation. Block spacing requirements came from Metro and perhaps that could be discussed with them. With a good TSP and Pedestrian Plan, the City should be able to dance around that requirement to some degree to maintain good circulation. Pedestrian circulation was the weakest part of the TSP.
    - A 660-ft spacing was being considered for connections of all kinds, so two different standards would not exist for streets versus shared use paths. The 660-foot spacing would apply on center for everything from shared use paths that could be public easements on private land to something totally private, such as a parking lot drive aisle, to an actual street. A number of streets would need to lead into the large areas because a lot of property could not be accessed from the streets due to access spacing standards. At this time, the system of FBC regulations would include a spacing standard, but there would also be a wide range of ways in which the standard could be met.
  - Pedestrians would not walk 660 ft if they wanted to cross the street; jaywalking was being encouraged. People would always walk the shortest distance.
    - Mr. Readdy displayed the Project Site (Slide 3). He clarified the issue was less about crossing new and existing streets at appropriate locations and more about ensuring a pedestrian could get from Kinsman Road to Garden Acres Road without walking all the way to Day Road or Ridder Road. They also wanted to institute standards that allow for the industrial scale buildings needed for employment without eliminating the ability for someone to get from one destination to another without getting in a car.
      - He indicated where a pedestrian path connected a sandwich shop site through to Kinsman Road and on to Garden Acres Road. Someone working in that area might be able to bike or walk over to eat lunch once or twice a week. However, if they had to get in their car, would they drive to Commerce Cir, someplace closer to downtown or someplace even out of Wilsonville entirely? Choices are made based on where one could reasonably travel. The team was working to create a network of pedestrian, bicycle and some road access points through the whole district.
  - If the access ways were spaced out too far, the shortest distance was not being created which was a concern.
    - The balance that needed to be achieved was to find a spacing distance that was great for pedestrian/bicycle connectivity and supported the scale of industrial development desired.
    - Two issues were being discussed: the block size due to the size of the buildings and sites being developed; and opportunities to get across a street, both could be different distances. Crossing opportunities could occur more often than 660 ft.
    - New crossing signals allowed for safer mid-block crossings.
  - Lot sizes would be up to the developer, but the team was working to develop a regulatory system in which certain spacing standards would have to be met, which would help dictate some of the lot sizes.
    - The 660 ft was actually based on the width of two of the parcels between Garden Acres Road and Kinsman Road, which was indicated on the map. Existing property ownership was one generator of possibly creating the intermediate network, rather than resorting to picking a number out of the air.
      - From the bottom of the study area, between Garden Acres Road and Kinsman Road, there would be at least two or three intermediate roads between Ridder Road and Day Road. Hopefully there would be at least one or two additional pedestrian/bicycle connections through there as well. Much of this depended on when infrastructure gets

implemented, at what rate and how property was assembled or consolidated for development, which made the project a real fun challenge.

- An incentive approach was very concerning and not appropriate with FBC. The City could elect to establish something that worked as best and most prescriptive it possibly could. Trying to incentivize people to follow FBC was not in Wilsonville's best interest, in terms of trying to meet goals [inaudible].
  - Staff and TAC seemed to be reserving judgment about whether the system could work, which was why the alternative track was being carried through. Ms. McInelly was confident the City would get an actual Code that was workable, could streamline the process, and be good enough to become the only single mandatory system that everybody else was waiting to see.
- The decision was whether a FBC should be adopted or not. Having an alternative was not favored, because it was like having the option to do a regular development subdivision or a planned development, and the Planned Development Code was not used because it was easier to go the other route. The whole reason to change to a FBC was the City was trying to accomplish something it had not been able to do yet. In order to really test that, everything currently available needed to be put toward that effort.
  - The only way to compare it in reality was to compare the FBC in the Coffee Creek location to the PDI zone elsewhere; two different systems were needed to know which was doing what.
    - Some TAC members had said the double system would be confusing to administer and a unified character might not be achieved. A coherent streetscape would not be obtained if one property followed the old system and the next followed the new FBC system.
- One item at issue was determining what role waivers played in a FBC process if that was the only path. The concern was that the second the FBC was adopted, someone would come in with something totally unanticipated that was not in the Code, and no opportunity existed to accommodate it because the other alternative had been shut down. In that situation, the person might have to be sent to Hillsboro because the City had no way to allow that to happen in Wilsonville.
  - That could be where the discretionary element came back into play and a process could exist where 95 percent of what was desired could be obtained through the FBC and, if Staff got stuck, it could be sent to design review for discretionary issues. General guidelines would still exist about what was trying to be accomplished via the FBC. By the time the FBC is completed, the Commission would be very clear about what they were working to accomplish. The current problem with implementation of Code was that the City did not know what they were trying to accomplish. Instead, they were working to match the Code standard to "safe and convenient" circulation or setback standards or use criteria, but the net result was still not clear. This process forced thinking about the outcome which would then get worked into the FBC structure and defined so that everyone could judge it.
  - Waivers could exist for some regulations and not others. In some instances, regulations should be required and no waivers would be allowed, such as for connectivity, but perhaps the building façade could have a waiver.
  - Waivers were thought of as having to do with very specific requirements. The overall system applied, but certain things could not be done and forgiveness was requested.
  - The process where a waiver could be requested existed and it would be justified by returning to the design objectives in the Code, stating that the objectives were being met but one thing was desired instead of another. That was where the current waiver process was used. It was unsure whether the FBC could address that in terms of options built into it, rather than as a waiver. In other words, the objectives could be met in a number of different ways. An option might still exist, but the sense was that led to the discretionary part that would remove it from Staff's hand. A limit existed to the discretion that could be applied.
- The team's work consisted of two components: the FBC and the Pattern Book, which was intended to provide much more guidance regarding the design objectives and could provide more of a basis for waivers, if needed. If a waiver from the non-discretionary standard would be useful, the Pattern Book would be burdened to provide guidance about how that waiver could be allowed.
  - The FBC would be very simple with its numerical standards and the way that it works was sort of stark. It did not offer much information, except in an intent statement upfront. Through the

numerical standards, one could not necessarily see the desired result. The FBC was better than conventional Codes as far as providing an idea of the objectives.

- The Pattern Book would complement the FBC because it could show all different ways that the non-discretionary standards in the FBC could be met, using photos and illustrations. For example, minimum standards would be provided in the FBC regarding the landscaping and amounts of pavement needed for bikes and pedestrians on a shared use path. The pictures in the Pattern Book could show different ways that the shared use path requirement could be met. It was intended to be much more visually informative.
- The Pattern Book would illustrate multiple options and would not offer a single illustration for any one standard. The Pattern Book did not seem to stifle variety, but seemed to create quite a lot of creative opportunity.
  - For example, in the FBC handbook written for SACOG, the northwest crossing FBC was used for a residential mixed-use district in Bend, Oregon. The FBC stated houses on a certain street must meet certain setback and height requirements, setting the building envelope and the more dry numerical standards. The Pattern Book displayed how a house could be designed to have a modern look, bungalow look or a colonial look; it showed a range of different house styles that could be emulated. It did not dictate any style. The styles could not be mixed, but one style could be chosen and then the characteristics described in the Pattern Book for that one style would be followed.
- Villebois was the closest the City had come to FBC and, in reality, most of the construction there was pretty similar. Most of the industrial or commercial light industrial space around Wilsonville was fairly similar. It would be nice to see some variation in style.
- Christopher Alexander was considered to be the grandfather of the *Pattern Language* concept. His other book, *Timeless Way of Building*, begins with a chapter entitled, "Quality Without a Name". The book is almost mystical in its language, but the bottom line was that a bottom line exists and that was something that could not be nailed down precisely. That was overreaching everything in that the whole Pattern Language takes place within that quality. If you do not achieve that quality, you have not achieved your objective. This is something that Wilsonville has driven for, something like that quality, and the Commission needed to be very careful not to do anything which constrained the City out of that quality, but instead allowed for working within it and fulfilling it.
  - The consultants had had been worked on FBCs for many mixed-use or residential-focused districts. When considering the industrial district, that kind of quality might not exist or be achievable in some areas, like the loading dock areas, for example. The focus was on the streets where connections would be made, and where that pedestrian scale and quality was wanted. The goal was to have a system where the Commission was very careful about how that quality was achieved in the targeted areas while allowing flexibility for the developer in other areas that are not regulated very much, such as the backs of the buildings, for instance.
- Referencing Alexander's sensitivity, the Commission needed to be mindful of the experience of the person who was in this case, working in that space; they were the main focus. The experience of people working in that district was even more important than people driving past and thru into Wilsonville.
  - That point was consistent with earlier comments regarding the pedestrian environment. Much of the City's focus had been on the street's appearance and users were being ignored in the process. If the FBC process worked right, the site would be designed to support the users, while interfacing with the public piece for the overall circulation. As much of a focus should be put on the overall site design, making it functional, not only for the warehouse function but also the employees.
- The current industrial Code required a landscaped strip down the entire property line and a 30-foot setback on all property lines regardless of what was there. The Code also had a landscape requirement of at least five feet on all perimeters, resulting in having five feet on the other side of adjoining properties with completely different landscaping and no continuity or cross flow between them. Other than the idea that things should be screened, what that was to accomplish had never been considered.

- Uncertainty existed about whether the backyard should be ignored, but the desired environment needed to be created so that the front was not a showcase and the back a war zone. Criteria were needed regarding how the entire site would function.
- Given the desire to have pedestrian/bike pathways run through the development, the pathways must go behind the facilities. The backs of the facilities would be visible, so some treatment would be needed to make the experience a pleasant one.
- First, connectivity requirements must be met. A network of connections must be laid out which could include a variety of different types of connections; the choice would be left up to the developer. However, in each circumstance where the property met the connection had to be treated in a pedestrian friendly manner. Priority could be given to the fronts and sides of the buildings, and less would be given to the opposite side and the rear. The pathways would still have to be human scaled and landscaped with quality. In the system currently being tested, the developer would decide which was the front and side of the building and would have to meet certain higher standards for those sides of the building.
  - A developer would not be able to place loading docks street side. Visitor parking could be placed street side, but it would be limited and the parking would have to meet a higher standard of landscaping than if it were on the rear side of the building.
  - One notion discussed amongst the project management team was the idea of requiring some sort of interior plaza to be developed along the lines of pedestrian and bicycle connectivity. Certain standards would have to be met, but these were the same things the City had been pressing industrial clients for: a workplace that provided amenities for employees that are on the site day in and day out.
    - Foremost in the team's mind was that the development was a place where nothing would be left undesignated, but the design would be regulated based upon Christopher Alexander's *Pattern Language* hierarchy that worked from the large scale to the small scale, and the things that counted the most were regulated. The developer and architects would be able to develop things that were more discretionary without being heavy handed with regulation.
- If one goal was to obtain high-quality employment, the design had to be employee-focused. If the City wanted to bring in high-quality people, a high-quality design was required. If a row of factory buildings were desired, that would be a whole different story, but instead, the goal was to attract better businesses.
  - Day Road should not look like the Tualatin-Sherwood Hwy or 95<sup>th</sup> Ave in Wilsonville. If the project was going to be done, it should look nice.
- Mr. Neamtzu assured Staff would do everything needed to ensure citizen involvement was appropriate and proper for the process. Nothing was ever done short of that and he would make sure that was taken care of. Property owners were being engaged as well, so there would be specific outreach for the people who owned land in that area when the right point was reached.
  - Getting the TAC's feedback would be useful at some point as well.
- Some comments had focused on the Pattern Book providing information rather than the more prescriptive pieces of FBC. The Pattern Book was where many of the design options would come from and would force the Commission into defining what they wanted to accomplish.
  - The current Code required a 30-foot setback, specific building height, a certain number of required parking spaces and a minimum landscaping requirement, and that was it. All of those could be met and the result would still be nothing.
- One huge area for job growth would be the new entrepreneur. Portland had a creative class and "if you built it, they would come" attitude. Wilsonville should build that sense of place, where the creative class wanted to be.
  - For example, the Rockwell Collins building and its sister building could be developed to go from five tenants to one tenant, and to have one, two or three stories inside. Having an extremely well lit meandering bike path with seating situated between two concrete, 3-story tilt-up buildings was another idea. Enhancing the rear building walls in loading dock areas was also suggested. Hillman Court at 95<sup>th</sup> Ave, where the Nike building was across from what will be World of Speed, had one little corner with a grove of trees. The sidewalk was not against the street, but

meandered through the property and at 5:30 am people were walking and cycling throughout that industrial area. Such areas might support a little sandwich shop.

- Creating a development where someone wanted to come to work should be considered. The idea was to provide flexibility, while creating areas that offered a strong sense of place and character at the same time.
  - In the SACOG document, at least two Starbucks were pictured.
- Boones Ferry Road was not considered to be an entranceway to Wilsonville, even though it was being rebuilt because it came from a residential area. If the entranceway were not Day Road, it would have to be somewhere in that location. Grahams Ferry Road would be a better option, but uncertainty existed about where it would land.
  - When the overlay was created, Day Road was being thought of for the 124<sup>th</sup> Ave extension from Tualatin to I-5, so the idea was that the major traffic flow would be that way. Through the Basalt Creek Plan, it looked more and more like the connection would be farther north, so Day Road would no longer be the key corridor, which the Commission needed to keep in mind.
  - It was suggested that Boones Ferry Road would be a better option to that east/west corridor and 124<sup>th</sup> Ave/Tonquin Rd was a more logical corridor than Day Road. An arterial street with three 90-degree turns had never been seen as being functional.

Ms. McInelly thanked the Commission for their time adding she looked forward to returning with something more specific to discuss and she hoped the Commission would see how they had influenced the result. She understood it would be best to not talk in the abstract and that understanding certain concepts without specifics was difficult.

## **IX. OTHER BUSINESS**

### **A. 2014 Planning Commission Work Program**

Ms. Mangle stated a public hearing would be held in March on the Residential Land Study. Work would continue on the Industrial FBC and she would provide an update on the Frog Pond/Advance Road planning project, which was getting underway. Staff was aiming for contract approval for the consultant supporting that planning project at the March 17 City Council meeting. By March 12, she would have a lot of information about the public involvement process, planning and structuring the project, the Planning Commission's role, and the general approach. Staff would bring the Code amendments related to the Residential Land Study project back to the Planning Commission for a discussion in April. Basalt Creek would be discussed next month as well.

Mr. Neamtzu confirmed the public hearing at the March meeting would take place first.

## **X. INFORMATIONAL ITEMS**

### **A. 2013 Bicycle and Pedestrian Connectivity Action Plan**

Commissioner Levit noted that he liked the Bicycle and Pedestrian Connectivity Action Plan, adding he had been advocating for something similar for quite some time.

Ms. Mangle said she was excited to share the Plan, noting it was provided to City Council last month. After the TSP was adopted, Council had discussed the need to have a Bike/Ped Connectivity Plan and Staff already had about three or four, so a better job needed to be done of communicating about what was currently happening. The map illustrated the current work plan and what was being constructed and designed. A robust website was available at [www.wilsonvilleconnectivity.com](http://www.wilsonvilleconnectivity.com) that offered more information about each project.

Commissioner Levit:

- Asked about the status of the French Prairie Bridge and grant, which was supposed to start last fall.
  - Mr. Neamtzu replied the project had been assigned to City Civil Engineer Zach Weigel. Community Development Director Nancy Kraushaar had started discussions with ODOT and the

process was moving slowly. She would be developing a press release about where the City was in the process and outline some of the timelines going forward to engage citizenry.

- The Intergovernmental Agreement (IGA) with ODOT needed to be finalized, and it was a lengthy back and forth process. Important decisions needed to be made about the financial path the City took with the federal funds. Each path involved benefits and negatives, and Staff was carefully considering which path was best for the City. One path required the City to repay the \$1.25 million back to the program, while the other did not. The \$1.25 million was a big liability considering the City had no committed partners and the exact cost of such a facility was unknown. He was leaning towards the path that did not require paybacks. Federal processes were difficult, involving a lot of paperwork and big decisions that had to be made up front before the work product could be created.
- The grant had intermediate checkpoints. One extension had already been requested partly due to workload issues on Staff's side. The project needed to be prioritized.
- Stated that the green boxes at the Wilsonville Road interchange were in the wrong place heading eastbound. The area heading eastbound right before the on ramp to I-5 was a very dangerous place. The boxes were supposed to signify a safe zone, but the one place that was not safe was where the transition was for the bike lane; essentially the boxes were opposite of where they should be located. He had complained about that area before it was fully constructed. He had almost been hit there twice.
  - Heading westbound, the safe zone was dashed. He asked if that meant it was only partially safe, or was it an experiment to see which would work. The green box should be in the transition zone because that was supposed to be the safe area.

Commissioner Hurley stated the problem was that the City of Portland essentially decided what would be the new DOT standards for the country and none exist; it was made up. The green box was an Oregon standard. There was no national standard, so the actual, correct standard was unknown.

Commissioner Levit understood the problem was that the green boxes were not in the standards. Portland could do it because they were self-insured; other communities were very reluctant to use them because they were not. When the boxes went in he was surprised and pleased, but he did not understand them.

Mr. Neamtzu stated he would have the civil engineering project manager contact Commissioner Levit to discuss the boxes. He was interested as well and would speak with him so he could explain it to the Commission.

## **XI. ADJOURNMENT**

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 8:17 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for  
Linda Straessle, Planning Administrative Assistant