

**CITY OF WILSONVILLE  
PLANNING COMMISSION**

**WEDNESDAY  
FEBRUARY 19, 2014**

**6:00 P.M.**



**WILSONVILLE CITY HALL  
29799 SW TOWN CENTER LOOP EAST  
WILSONVILLE, OREGON**

**PLANNING COMMISSION  
WEDNESDAY, FEBRUARY 19, 2014  
6:00 PM**

**AGENDA**

**I. 6:00 PM CALL TO ORDER - ROLL CALL**

Ben Altman, Chair  
Al Levit  
Marta McGuire  
Jerry Greenfield

Eric Postma, Vice Chair  
Peter Hurley  
Phyllis Millan  
City Council Liaison Susie Stevens

**II. 6:05 PM PLEDGE OF ALLEGIANCE**

**III. 6:10 PM INTRODUCTION OF COMMISSIONER GREENFIELD**

**IV. 6:15 PM CITIZEN'S INPUT** – This is an opportunity for visitors to address the Planning Commission on items **not** on the agenda.

**V. 6:20 PM CITY COUNCIL LIAISON REPORT**

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

**VI. 6:25 PM ELECTION OF 2014 PLANNING COMMISSION CHAIR AND VICE CHAIR**

**VII. 6:30 PM CONSIDERATION OF THE MINUTES**

- A. Consideration of the December 11, 2013 Planning Commission minutes

**VIII. 6:35 PM WORK SESSION**

- A. Goal 10 Housing Needs Analysis (Mangle)
- B. Industrial Form-Based Code (Neamtzu)

**IX. 7:45 PM OTHER BUSINESS**

- A. 2014 Planning Commission Work Program

**X. 7:55 PM INFORMATIONAL ITEMS**

- A. 2013 Bicycle and Pedestrian Connectivity Action Plan

**XI. 8:00 PM ADJOURNMENT**

*Time frames for agenda items are not time certain.*

Public Testimony

The Commission places great value on testimony from the public. People who want to testify are encouraged to:

- Provide written summaries of their testimony
- Recognize that substance, not length, determines the value of testimony
- Endorse rather than repeat testimony of others

Thank you for taking the time to present your views.

For further information on Agenda items, call Linda Straessle, Planning Administrative Assistant, at (503) 570-1571 or e-mail her at [straessle@ci.wilsonville.or.us](mailto:straessle@ci.wilsonville.or.us).

Meeting packets are available on the City's web site at: <http://www.ci.wilsonville.or.us/pcdocs>.

Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting.

The City will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:

\*Qualified sign language interpreters for persons with speech or hearing impairments

\*Qualified bilingual interpreters.

To obtain services, please call the Planning Administrative Assistant at (503) 682-4960

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City of Wilsonville

**PLANNING COMMISSION  
WEDNESDAY, FEBRUARY 19, 2014**

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**VII. CONSIDERATION OF THE MINUTES**

- A. Consideration of the December 11, 2013 Planning Commission minutes

**PLANNING COMMISSION  
WEDNESDAY, DECEMBER 11, 2013  
6:00 P.M.**

**DRAFT**

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

**Minutes**

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

Chair Altman called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, , Marta McGuire, Peter Hurley, and Phyllis Millan. Al Levit, Ray Phelps and City Councilor Julie Fitzgerald were absent.

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

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**IV. CITY COUNCIL LIAISON REPORT**

A. City Council Update

No Council update was provided due to Councilor Fitzgerald's absence.

**V. CONSIDERATION OF THE MINUTES**

The November 13, 2013 Planning Commission minutes were unanimously approved as presented.

The Commission addressed Work Session B regarding Goal 10 Housing at this time.

**VI. WORK SESSIONS**

A. Draft Residential Lands Study Report Distribution (Mangle)

The following items were distributed to the Planning Commission:

- Wilsonville Residential Land Study Public Forum Agenda for January 8, 2014
- Wilsonville Residential Land Study Draft dated December 11, 2013
- Wilsonville Residential Land Study: Technical Report dated December 2013

Katie Mangle, Long Range Planning Manager, explained the report was being distributed, but not presented, because there was really no new information or recommendations. The related Development Code amendments were required, namely for compliance with Goal 10. The question was whether the Code amendments should be carried through with the adoption of the report, as was done with the Transportation System Plan (TSP).

- She noted the distributed Residential Lands Study Draft was a newer version that acted like an Executive Summary and would be the main report, with the Technical Report serving as the technical appendix. The Draft Wilsonville Residential Land Study and the draft Technical Report for the Study would be available on the website tomorrow.
- Hopefully, the Commission would agree that the Residential Land Study Draft was a much more palatable version of the technical information. The more illustrative Residential Land Study was

essentially what Staff planned to present at January's public forum and copies of both documents would be available. A work session would be held on both draft documents at the February Planning Commission meeting to discuss any comments, changes, or edits from the Commission, as well as any feedback from the forum.

- The documents would be adopted as ancillary documents to the Comprehensive Plan similar to how the Goal 9 Economic Opportunities Analysis was adopted a few years ago.

#### B. Goal 10 Housing Needs Analysis and related Code Amendments (Mangle)

Katie Mangle, Long Range Planning Manager, explained that the main purpose of the Goal 10 Housing project, which was part of the City's periodic review of the Comprehensive Plan, was to demonstrate that the Comprehensive Plan complied with Statewide Planning Goal 10, and doing so required a review of the Development Code to ensure it was fully compliant with Goal 10, its statutes and administrative rules. Information from the project was also needed for the Frog Pond/Advance Road planning. Most cities require a long list of amendments to comply with Goal 10 because they allow enough housing types or meet certain processes. However, Wilsonville only had a short list of amendments, and two of the three were requirements.

She presented the proposed Development Code amendments described in the Staff report, addressing questions from the Commission and with discussion from the Commission as noted:

- Allow Duplexes in all Residential Planned Development zones (PDR). Duplexes used to be allowed in these zones, and Staff believed deleting them had been an oversight. Not allowing duplexes in these zones was logically inconsistent since the same zones allowed single-family and multi-family housing. The simple amendment was to add Duplexes to Section 4.124(.01), as shown on Page 28 of 59 of the Staff report.
  - Staff did not believe Duplexes were intentionally omitted; no reason could be found for the omission.
- Clear and Objective Review. The State required having measurable criteria and an objective process for all needed housing types. The clear and objective process was an Administrative or Staff Review and the Development Review Board's (DRB) review was more discretionary. The City is allowed to have both types of review, but Wilsonville was not quite meeting the clear and objective review standard for multi-family housing and in Old Town. Staff had debated with the Department of Land Conservation and Development (DLCD) because much of what happened in Wilsonville was very discretionary and occurred in the planned development process. Most development in Wilsonville going through the site design review process was also going through a final development plan or other discretionary reviews, so that was not a problem. However, if an existing apartment building was being expanded for example, it was not required to go through those other processes. Therefore, another objective process was necessary for looking at that building. It would be rare, if ever, that the process would be used, but DLCD Staff believed Wilsonville's Code needed to address that kind of situation.
- Multi-family Housing. There were concerns about the review process in Villebois where the design of some new houses bypassed DRB and went through an Administrative Review, where a City contractor reviewed and approved some design elements, resulting in some new homes not being on par with some of the existing homes.
  - Ms. Mangle clarified that the process in Villebois involved the discretionary review and the Pattern Books, which was the clear and objective or Administrative Review. There was no similar structure for the Planned Development areas. While the elaborate system used in Villebois was not desired everywhere, it included two tiers of review. This amendment would set up the administrative tier for the Planned Development zones.
  - The proposal was to add objective criteria regarding key design features of a residential building that Staff would review administratively, such as requiring windows on the frontage; items that really made a difference and contributed to the public nature of larger residential buildings. This approach, suggested by Mr. Edmonds, drew upon the Villebois standards that

Staff and many developers were already very familiar with and because the Villebois standards nailed many key urban design features. The proposed amendment regarding Class I design standards started on Page 33 of 59. The approach needed to be measurable, clear and objective. It did not have to work for every building because the discretionary process through the DRB was always an option.

- The proposed amendment would apply to all development outside of Villebois. This Code would rarely be used, as it would only apply to multi-family projects not going through Planned Development Stage I/Stage II review, site design review, rezoning, etc.; most projects go through all such reviews simultaneously. Occasionally, projects are not required to go to DRB for any reason and so the proposed process would be used.
- She clarified the additional language added to the end of Section 4.420(.01) on Page 30 of 59 had been deleted from the very first sentence in order to make it more explicit that being included in the run-on sentence. New Section 4.420(.04) would identify whether a project fell under a Class II or Class III review.
  - The intent was not to change the applicability, but to make the language clearer. Section 4.420(.04) identified which process would be used if a review was required. She agreed more wordsmithing was needed regarding Section 4.420(.01).
- Up until now, with the exception of Villebois or within a Master Planned Subdivision, site design review has not been applied to units. The proposed amendment would not add any new triggers to site design review, but instead, add a trigger to stay out of it, within a subset of what already triggered site design review, providing the applicant an alternative path for multi-family housing. Single-family currently did not trigger site design review and this would not change.
  - The application under Section 4.420(.04) only applied to multi-family residential housing.
- The second Section 4.421, shown on Page 33 of 39, would apply some of Villebois' standards outside of Villebois, because Villebois' design features work.
  - Having a good procedure requires having a good list of features. This Section 4.421 focused on the design standards the City needed to insist on; what was really important. Rather than adding all the options, a simpler approach was used because this Code section might only be used once every five years, but other options could be considered. From a design point of view, some of the most important elements were horizontal façade articulation; building materials; how ground level units relate to the space and the sidewalk; depth of eaves; percentages of windows, etc. The Class III Code did not say a lot about many of these features, being that so much happens in discussion and negotiation.
- Concern was expressed about the Code section for multi-family open space being weak. Through design review, Wilsonville has managed to get good development, but that largely depended on the site itself. The open space provisions in the multi-family sections were not adequate. The Code required so many square feet per unit, which did not always lead to the best overall design. On the other hand, the problem on the residential side was that 1 to 50 lots are lumped into the same standard for open space, resulting in small projects being penalized at an unusually high rate.
- The Commission was encouraged to think about existing projects where they might want to see improvements made. The proposed amendment would be applied to the modifications or upgrades done at the existing Duck Country Apartments and Beaver Country Apartments. The existing process resulted in that project being a Class II with site design review.
  - If the current housing stock is considered pretty good overall, there was no need to raise the bar by including a lot of standards for existing development to get better product.
  - Another example that might possibly go through this administrative review process were projects that had already completed Phase 1 and Phase 2 Planned Development reviews and were changing the architecture of the building from what had been seen at the hearing, but not changing the number of units, height, size, parking, or anything that would trigger another planned development review. Again, if the project could not meet the standards, it could go before the DRB.

- The City would not want an upgrade to result in an inferior product. A developer could have a decent project, but with lower standards, and that is where the proposed Class I Design Standards would be relied upon.
- Considering the Code in light of real projects on the ground, revisiting and assessing how some older multi-family developments had fared over the years was suggested, particularly with regard to usable open space.
- Looking at the range and scope of the Villebois standards would be helpful to weigh the potential for an inferior product with a more general Administrative Review process.
  - The inclination was to go more prescriptive given an administrative process and no public hearing. Neighbors would not understand a decline in the standards. The Commission needed to be thoughtful about what criteria were chosen.
  - Not all of these criteria applied outside of Villebois, but resulted from the DRB, so how could those standards be set as a base.
  - Even Villebois with its very prescriptive process had products inferior to other existing projects.
- Ms. Mangle agreed to return with a long menu of multi-family standards for the Commission to consider. The issue was also to consider how prescriptive the Code should be in terms of what was right for the City. She cautioned about over doing it because this Code section was not anticipated to be used very often.
- Old Town Overlay Zone. Old Town was the only part of Wilsonville that had and would continue to accept infill development that was not a part of a master plan or planned development, in terms of its residential areas located mostly between I-5 and Boones Ferry Rd. Old Town developed the Old Town Neighborhood Plan to encourage single-family and home development so that the homes would be scaled and designed in character with existing homes. Upon acceptance of the Old Town Neighborhood Plan, Staff was charged with integrating the Architectural Pattern Book, excerpts of which started on Page 49 of 59, into the Development Code. One challenge was that the Pattern Book was not set up to be a Code-style checklist.
  - One problem was that all homes in Old Town, even single-family homes, must go through site design review and a public hearing at DRB, which did not support the neighborhood's vision. Also, having all single-family homes go through the discretionary process was not in compliance with Goal 10.
    - To address both issues, a better, simpler process had to be created to encourage single-family homes in Old Town. Therefore, the emphasis of the proposed Code amendment was to create an administrative design review process for single-family homes and duplexes in Old Town which currently did not exist.
    - The drafted Code amendments began on Page 38 of 59 of the Staff report.
    - Preserving the diversity and eclectic nature of the different housing types was part of what Old Town desired, which could be challenging to promote in a code. Many of the design elements addressed articulation, windows and detailed design, prohibited materials, etc. and more could be included. Representatives from Old Town were reviewing the draft Code amendments to help determine whether the right approach and combination of architectural features was being proposed.
  - The Architectural Pattern Book was adopted by the City Council via a resolution; however, it was being applied like a standard. The proposed amendments would codify the Architectural Pattern Book, but there would still be value in giving the Pattern Book to applicants for their designers to use as a reference.
  - The primary interest in Old Town was for single-family homes. New owners wanting to develop multi-family units started the entire Old Town Neighborhood planning effort, so codifying the Pattern Book was now more urgent.
    - Another challenge in Old Town was the mix of zoning, which included industrial, multi-family and single-family. Some of the amendments would create some non-conforming standards in the neighborhood, but the Old Town representatives felt that resetting the benchmark and going forward with standards in support of the Pattern Book was in the best interest of the

community. There many recommendations in the Old Town Neighborhood Plan to allow property owners to request a rezoning, including commercial sites on Boones Ferry Rd not currently zoned commercial. The Neighborhood Plan recognizes Boones Ferry as a historic main street. The City would not initiate any zone changes due to Measure 37 and Measure 49 implications.

- The proposed amendment would allow all single-family homes to go through Administrative Review, which would incentivize single-family development because the process would be more streamlined. The City was not required to have single-family homes go through Administrative Review; an alternative path could be used. The problem was that the criteria in the Old Town Overlay Zone were actually written for larger buildings. Overhauling the Code to address more discretionary standards for single-family homes would be a more challenging project. Subdivisions would still follow the regular process, but projects like the development on Fourth Street would go to DRB.
  - Currently, no clear and objective process was available for a house being proposed on an existing lot. Table 1 on Page 3 of 59, outlined the process for each building type in each zone. The Old Town Overlay Zone was the only zone where every building type required a Class III Site Design Review, a disincentive to develop single-family housing, the housing type Old Town most desired and that was most appropriate on most lots.
  - The Old Town Overlay Zone was new and written with the Fred Meyer site in mind and with redevelopment along Boones Ferry Rd as a primary driver, rather than small lots with potential infill development.
- Ms. Mangle emphasized that the proposed amendments were still a preliminary draft. Staff was still talking with the Old Town neighborhood representatives, who had agreed so far, that the right problem had been identified and that they liked the current strategy. The representatives were considering whether this specific approach was best for implementing the Pattern Book. Another approach might also meet the clear and objective standard, while providing more of a tie to some Old Town's housing styles. Depending on neighborhood feedback, the timing might not dovetail with the Goal 10 project.
- Scheduling a work session with the Old Town representatives early in the process but after they had reviewed the draft was suggested.
- All underlined text on Pages 44 to 47 was new language.
- In Section 4.138(.03).A on Page 39 of 59, the reference to Section 4.138(.04) was incorrect, and perhaps, should be (.05)(C.) on Page 43, because Section 4.138(.04) was now the pedestrian section. Subsections (E.) and (F.) on Pages 41 and 42 were duplicated.
- Section 4.138(.06) Accessory Dwelling Units (ADU) would be a Code section solely for Old Town because ADUs in Old Town would have a higher level of design detail compared to other City ADU standards.
  - The Old Town Neighborhood Plan discussed the increased potential for more individual houses being built in Old Town, and therefore, more ADUs. One project prompted a high concern about having too many ADUs in the neighborhood. One recommendation in the Old Town Plan was to limit the number of ADUs to 10 percent of the number of houses in the neighborhood. There were some things the City could not do, but this Code section was written to provide a bit more oversight on the size, design, and how ADUs integrated into the neighborhood. While not related to Goal 10, the language was included because it related to the Old Town Plan and the neighborhood's request.
  - The word "may" on Page 46 of 59, Section 4.138(.06)(B.)(4.)(A.). Privacy Standards should not be used in an administrative process that is intended to sidestep what triggered it.
  - The ADU standards were somewhat cut and paste at this point and there was definitely room for improvement. The purpose of the draft was to provide ADU standards designed more for the nature of Old Town. The ADU standards already in the City's Development Code were included for reference at the bottom of Page 47 of 59.

The Planning Commissioners agreed that the proposed amendments package related to Goal 10 should be adopted with the rest of the Goal 10 project with public hearings likely scheduled in March or April. With good input from the Old Town neighborhood, any refinements should go fairly quickly. A work session would be held with the Old Town representatives in advance of the public hearing.

Ms. Mangle noted that only the Committee for Citizen Involvement (CCI), not the Planning Commission, would meet in January 2014. The CCI meeting would be used as a public forum on the Residential Land Study, the Goal 10 Housing Project. She distributed a draft agenda for the meeting, which would have in a casual format, not with the Committee members at the dais. Being clear about the objectives and outcomes of the meeting was important. Key technical information and data would be presented from the Wilsonville Residential Land Study. Questions would be taken, but the discussion would focus on the recommendations, not probing into all the different assumptions. The presentation was estimated to be approximately 30 minutes, followed by discussion and a question and answer section. All of the homebuilders and development community would be invited to attend, as well as those on the City's interested persons list who had submitted comments or had asked to be on the list. An article had been or would soon be published in the *Boones Ferry Messenger* and *The Spokesman*.

Comments and discussion from the Planning Commission and Staff continued as follows:

- Consultant Bob Parker gave an excellent presentation at the City Council work session.
- Staff did a great job on the latest Wilsonville Residential Land Study draft, which looked good and outlined the information very well. The key thing for citizens to understand was how the City would actually use the land study information to move forward.
- To get the feedback desired from the public, the Committee would need to ask the right questions.
  - "Planning for Growth Areas" on Pages 20 and 21 discussed how the information from the Land Study and monitoring growth in Frog Pond, Advance Road, Town Center, etc. would be used to challenge Metro's forecast and facilitate Code changes. This information would also be available to decision makers every time the City had to make a decision about a housing project, even with regard to upzoning or density bonus requests.
- The CCI meeting seemed more like information sharing, not a feedback forum; being explicit about that would result in less confusion. Much of the material was just informing as no decisions had been made yet.
  - The CCI forum should be considered as the first meeting for the next step of master planning Advance Road and Frog Pond, which would really be setting the stage for Wilsonville's next new neighborhoods. Attendees would be encouraged to sign up on the list to receive notice in March.
  - Much of the material was informational, and while someone at the meeting could challenge the data, assertions or how the information was gathered, such questions were unlikely because the Planning Commission and City Council had been very clear about the direction for Frog Pond. If someone disagreed with those assumptions, the Committee should certainly get that feedback, which would be grounds for discussion. However, it was not a big policy question for debate from what Staff was understanding from community right now.
- A potential density range had been discussed for Frog Pond at City Council, but there seemed to be mixed responses and no formal decision was made. The general agreement was that nothing should be set in stone, and that they should start with a vision, not necessarily set specific parameters that would hinder Frog Pond's potential if it had a variety of uses. Was it too early to ask the public what they want to see in Frog Pond?
  - Ms. Mangle agreed it was too early. The City was not setting the policy for Frog Pond, but rather the assumptions for this model which was intended to determine whether the City was meeting the State requirements. Without even trying, Wilsonville was meeting all of the State requirements, and the City would easily meet State requirements by using 5 to 8½ dwelling units per acre, which would be discussed more during the Frog Pond/Advance Road concept planning process.
- Having something on paper available to the public was suggested clarifying that no planning was being done for Frog Pond at this time and the assumptions in the report were for the sake of the Goal 10 Analysis.

- Property owners who see their property being affected on maps might want to talk about Frog Pond. If the CCI or Staff was not prepared, it could potentially disengage the public because they would get frustrated with the process.
- If the meeting was explicitly to share information, that should be stated clearly upfront because they did not want people coming to provide input that the CCI not ready to receive. Nothing was more frustrating for the public than to come to a meeting that was not what they expected. When advertising and promoting the meeting, Staff must be careful about the language used so people did not come with false expectations and end up frustrated.
  - Providing input on the recommendations was different than actually setting a standard for Frog Pond.
  - There would certainly be an opportunity for the public to provide comments on Frog Pond, and Staff would contact those with comments about future Frog Pond meetings.
- Developers would use the information from the public forum to determine what would be built in Frog Pond.
- ECONorthwest had prepared the report and worked to respond to Staff's request for a more user friendly, understandable format than technical memos.

## **VII. OTHER BUSINESS**

### **A. 2013 & 2014 Planning Commission Work Program. Reschedule of February 2014 Planning Commission meeting**

Chair Altman noted the public forum would be in January. The regular February meeting date was in question because several people would be out of town that week. Planning Director Chris Neamtzu said he would send out a "save the date" for February 19, 2014.

### **B. Recognition of Commissioner Phelps 8 years of service to the City**

Chris Neamtzu, Planning Director, said Commissioner Phelps absence was unfortunate as he hoped to hear him recount some of his stories from over the years. He had talked to Commissioner Phelps earlier today, thanking him for his substantial commitment to the City, particularly with regard to transportation. Commissioner Phelps' commitment to tracking things on behalf of the community was astonishing, especially since he did not even live in Wilsonville. He had learned a lot from Commissioner Phelps who had extensive experience. The Planning Commission was richer because of Commissioner Phelps' experience and involvement. He circulated a card for the Planning Commissioners to sign that he would send to Commissioner Phelps.

Barbara Jacobson, Assistant City Attorney, recalled Chair Altman's disappointment regarding the lack of relevant case analyses at the recent Planning Commissioner training. She noted a decision had been issued by LUBA, remanding the City of Tualatin's Transportation System Plan back to that city based on the location of the Tonquin Ice Age Trail. A group of owners in the industrial park in Tualatin challenged the right of the City and Metro to mandate that the trail go through industrial area based on other requirements that no public parks be in industrial areas. LUBA decided that the Tonquin Trail segment was effectively a park. Initially, LUBA's jurisdiction regarding the resolution was challenged because resolutions were only ideas, not land use actions, but that changed once Tualatin's TSP was adopted. It was an interesting analysis and very timely considering the City of Wilsonville would be looking at something similar with its industrial areas. She distributed the case, adding the Commissioners could discuss it further at the next meeting. She would also begin distributing other interesting or helpful cases to the Commissioners periodically.

Commissioner Millan recalled that when the Commission passed the TSP forward, a group was supposed to meet to make a decision about where the connection point would be sited in the Old Town area for the Brown Road Extension. She asked if the group had ever convened and for an update on that particular piece.

- Mr. Neamtzu responded a timeline had not really been established for that specific placeholder, although it was adopted into the TSP in its final form, as the Commission had recommended, with the Budget Committee providing funding for the extension. There had not yet been a budget cycle where a project could be included. Absent a detailed plan for the large vacant parcel the extension would traverse through, it was fairly difficult to convene a group to discuss where the road would go. A lot of momentum would be needed as well as some actual planning work on Dave Bernert's property before there would an opportunity to sit the parties down and reach a good resolution.

Commissioner Hurley:

- Asked about the major TSP road projects, with the top five including pushing through Barber St as well as Kinsman and Canyon Creek Roads.
  - Ms. Mangle replied there were two tiers, one that would be funded in the next 20 years and one that would not be funded in the next 20 years. The projects were not ranked in any other manner.
  - Mr. Neamtzu noted there was a Five-Year Capital Improvement Program list, with projects added from the Master Plan as other projects are completed. That list included the Barber Street Extension and Kinsman Road design, but it was not the TSP.
- Said that the CIP noted a numbered list, 1 through 5, that was approved by City Council, and then another list, 6 through 10, that were done in blocks, but the response email stated they were not ranked 1 through 5. He recalled that Canyon Creek Rd was falling into the second list, but got pulled back up to #5 in the first list. If projects were not being ranked, in terms of what order they should be done, the projects should be formatted as bullet points, not with numbers.
- As much as connectivity was desired, only dead ends currently exist where Canyon Creek Rd would be extended to Town Center Lp, and neighbors were uncertain about that connection. He understood it had already been approved.

Mr. Neamtzu announced an open house regarding the extension of Canyon Creek Rd South to Vlahos Dr, which comes into Town Center Lp East, would be held tomorrow from 6:00 pm to 7:30 pm at City Hall, providing citizens the opportunity to see the preliminary design and understand the geometry of the road project.

### **VIII. ADJOURNMENT**

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 7:21 p.m.

Respectfully submitted,

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



City of Wilsonville

**PLANNING COMMISSION**  
**WEDNESDAY, FEBRUARY 19, 2014**

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**VIII. WORK SESSION**

- A. Goal 10 Housing Needs Analysis (Mangle)

**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date: February 19, 2014</b>	<b>Subject: Goal 10 Residential Land Study Project</b>  <b>Staff Member: Katie Mangle</b> <b>Department: Community Development</b>
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <b>Comments:</b>

<b>Staff Recommendation:</b> Direct staff to prepare the Residential Land Study for adoption.
<b>Recommended Language for Motion: N/A</b>

<b>PROJECT / ISSUE RELATES TO:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities 5. Thoughtful Land Use	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

**ISSUE BEFORE THE COMMISSION:**

The City has prepared a housing needs analysis to meet the requirements of statewide planning program Goal 10 Housing, and to inform planning for the Frog Pond and Advance Road areas. The outcome of the analysis is a Residential Lands Study report. The purpose of this work session is to present the report to the Commission and gather comments and other guidance on preparing the Report for adoption into the Comprehensive Plan.

**EXECUTIVE SUMMARY:**

**Residential Lands Study**

The City has prepared a Residential Lands Study, also known as a housing needs analysis, to plan for the future of Wilsonville’s neighborhoods. The purpose of the housing needs analysis is

to forecast Wilsonville's housing needs over the next 20 years. Based on this technical analysis, Wilsonville will develop policies and strategies to ensure the City provides an opportunity for development of needed housing consistent with the City's values.

The outcomes of the project are the Residential Lands Study report, which summarizes the analysis and Wilsonville's draft strategy for the future, and the Goal 10 Technical Report. Both reports were provided to the Commission at its December 2013 meeting, and are available at [www.ci.wilsonville.or.us/goal10housing](http://www.ci.wilsonville.or.us/goal10housing).

The analysis prepared by ECONorthwest has concluded that, generally, Wilsonville's Comprehensive Plan and Development Code meet state requirements and already provide an adequate framework for meeting the forecasted housing need. Key findings are:

- when planning for future development in Frog Pond or Town Center, the community has latitude (though not complete autonomy) for local decision-making about the form and density of housing;
- in the next 20 years, Wilsonville is likely to run out of residential land capacity;
- Development Code and Comprehensive Plan amendments will be needed to fully comply with Goal 10. Staff is continuing to work with DLCD staff to refine the scope of these amendments:
  - Add a clear and objective review process for residential development in Old Town;
  - Add a clear and objective Site Design Review process for stand-alone residential developments that don't require a Planned Development application;
  - Allow duplexes in all PD-R zones;
  - Prohibit mobile homes in PD-C and PD-I zones.

The analysis is complete, and the project team is focused on preparing the Residential Lands Study for adoption into the Comprehensive Plan. The Study and the Technical Report have been available on the City website since early December, and were presented at a public forum in early January. See Attachment 1 for comments received to date. Staff will incorporate comments received from the Planning Commission, City Council, and general public into a final report for adoption by ordinance as an ancillary document to the Wilsonville Comprehensive Plan.

### **EXPECTED RESULTS:**

Completion of the Housing Needs Analysis will fulfill one of the City's two remaining Periodic Review tasks. The information and strategies developed during this project will lead to legislative amendments to the Development Code and will inform the upcoming planning work for the Frog Pond and Advance Road growth areas.

In December the City and Metro executed the Intergovernmental Agreement for a grant to fund the Frog Pond / Advance Road Planning project. Staff has selected a consulting firm to lead planning and design of the areas, and is currently working to refine the project scope of work and budget. Staff is scheduled to request Council approval of a contract with the successful firm on

March 17, 2014. Work is already underway to document existing site conditions, including land uses, tree canopy, wetland conditions, and utilities.

**TIMELINE:**

At its meeting on February 19<sup>th</sup>, the Planning Commission will review the Study and provide direction to staff on modifications needed before commencing with the public hearings process. Staff will share this feedback with Council during the February 20<sup>th</sup> work session. Should the Commission and Council direct staff to move forward with the hearings process, staff will schedule the first public hearing before the Commission for March 2014, and a hearing before Council in April 2014. Needed amendments to the Development Code will be reviewed for adoption at a later date.

**COMMUNITY INVOLVEMENT PROCESS:**

On January 8<sup>th</sup>, in its role as the Committee on Citizen Involvement, the Planning Commission hosted a public forum on the Wilsonville Residential Lands Study. The project team presented the results and draft recommendations of the study. Approximately 35 members of the public attended the meeting; many attendees owned property in the Frog Pond or Advance Road areas. Following the presentation, the group engaged in a discussion about planning for future growth, types of housing, and the process for planning the Frog Pond and Advance Road growth areas. See Attachment 1 for notes from the meeting.

The Planning Commission has been the primary public advisory group for the project, and will hold advertised public hearings when considering whether to recommend the Study for adoption into the Comprehensive Plan. Additionally, staff is coordinating with the counties, state, and regional agency staff to gain advice and procedural concurrence on the project.

**ATTACHMENTS**

1. Comments received on the Residential Lands Study reports
2. January 2014 Residential Land Study Public Forum meeting notes

**Comments on Residential Land Study Report (December 11, 2013 draft)**

Received as of February 10, 2014

Meyer, Robert [Robert.Meyer@bankofthewest.com](mailto:Robert.Meyer@bankofthewest.com)

- It states that roughly 1000 people both live and work in Wilsonville. This number appears to be dramatically understated as it does not include people who are self-employed and working at a home-based business. I believe, Chris, that you once told me there are well over 1000 home-based businesses in Wilsonville. I hope the final draft of these documents can be corrected; faulty data can lead to faulty decisions.
  - Best estimate is approx. 150 or so licensed home-based business licenses. Currently Wilsonville has a total of 445 active licensed businesses located in the 97070 zip code.
- Also, Wilsonville has a higher percentage of retired individuals that most cities (due to Charbonneau), as well as a higher percentage of children (due to quality schools), and a higher percentage of intentional single income households (2 adults, only 1 working), due to the affluence of the city. As a result of these factors (retirees, children, stay-at-home-mom's), the percentage of the population that chooses to work will be lower than other cities in the region. The study seems to point toward a lack of housing as the problem (ie: too many people commuting to Wilsonville to work), but I don't believe it is fair to compare Wilsonville with the rest of the region due to our unique demographics and our unique linear proximity to I5, which drives commercial/industrial development. Our plan should be uniquely Wilsonville, rather than an attempt at conformity with Metro.
  - **ECONW:** to respond to these statements: higher percentage of retired individuals that most cities, a higher percentage of children, and a higher percentage of intentional single income households (2 adults, only 1 working)
  - **Katie** to respond to "local plan" statement

Al Levit:

- Page 2, second paragraph: I guess I feel that housing availability allows for population growth which cannot significantly happen without the housing being in place. (noted)
- Second bullet: Primarily should be primary. (**ECONW** – to correct)
- Third bullet: The first sentence doesn't go together well. Seems like something is missing. The reference to Frog Pond doesn't follow the preceding part. (**ECONW** – to revise. This paragraph covers 3 separate issues, so may need to break it into 2 bullets.)
- Page 4, 5th bullet: This statement could be made anywhere. Perhaps a change of wording would be better though I don't have any suggestions. (**ECONW** – revise to "Housing in Wilsonville is not affordable to much of the community's workforce.")
- Page 5: The map doesn't show many of the parks in Wilsonville such as Town Center Park. (Katie responded that this is the Comp Plan map, and published as adopted.)
- Page 6: The 3.2% growth for Wilsonville is different from the 2.8% used in the remainder of the report. (**ECONW** – revise or add note to explain. 2.8% is on page 18. They are using different periods, but it is confusing that they aren't consistent.)

- Page 13, third line: Household should be households. (Change already made)
- Page 14, paragraph above the two bullets: I think it would be useful to translate dwelling units into an approximate number of people so this can be put in better context with the growth in population discussed earlier. (ECONW: add "Dwelling units" to the list of definitions on the sidebar)
- Page 19: If I recall, the projections here include Frog Pond. It might be good to reiterate that on this page. (ECONW – can we add the Planning Area map to the sidebar of page 19?)
- Acknowledgements: Julie Fitzgerald needs "Councilor" after her name. (Change already made)

**Staff Edits:**

- Page 13: 2<sup>nd</sup> to last paragraph: ... "The types of housing generally affordable to a household workers in Wilsonville with average..."
- P 15: replace BLI map with new one provided by the City

**Technical Report**

- Include the code assessment memo as Appendix B.

**COMMITTEE FOR CITIZEN INVOLVEMENT  
WEDNESDAY, JANUARY 8, 2014  
6:00 P.M.**

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

**Notes from the Goal 10 Housing Needs Analysis Public Forum**

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The Planning Commission meeting in its role as the Committee for Citizen Involvement (CCI) hosted a Public Forum on the **Statewide Planning Goal 10 Housing Needs Analysis** for the City of Wilsonville.

**Those present:**

CCI Members: Al Levit, Ben Altman, Eric Postma, Marta McGuire, and Phyllis Millan

City Councilors: Councilor Julie Fitzgerald

City Staff: Katie Mangle, Chris Neamtzu, Nancy Kraushaar

Project Consultants: Beth Goodman and Robert Parker of ECONorthwest

Approximately 28 members of the public attended.

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The following documents were available to the public:

- Meeting Agenda
- Wilsonville Residential Land Study, December 11, 2013 DRAFT
- Wilsonville Residential Land Study: Technical Report, December 2013 Draft Report (Only one copy was available in a binder for citizens to look through.)

CCI Chair Al Levit opened the public forum at 6:00 by welcoming everyone to the meeting and introduced members of the CCI and City Staff. Many members of the audience indicated that they own property in the Frog Pond/Advance Road planning area. There were a few consultants, developers, and building contractors present. Chair Levit explained that the Housing Needs Analysis is planning the future residential lands and that it was good that those present were in attendance as a lot of input is needed and that there would be opportunity later in the evening for comments and questions.

Chair Levit introduced the ECONorthwest consultants assisting the City with the Housing Needs Analysis, Bob Parker and Beth Goodman.

Mr. Parker used a PowerPoint presentation, Wilsonville Housing Needs Analysis, to explain:

- Why a Housing Needs Analysis needed to be done
- The requirements and objectives of the study, definition of the study area
- Identification of the issues that needed to be addressed in the study
- The housing types that are currently in Wilsonville
- Housing mixes:
  - \* The State requires cities to plan for land that will accommodate a new housing mix of 50% single-family and 50% multi-family. Wilsonville currently has a higher percentage of multi-family housing than its neighboring cities.
- Housing densities
  - \* The state requires the City to plan for an overall density of new housing of 8 units per net acre.

- \* The City is currently in compliance and will continue to be in compliance with the overall density requirements.
- Government subsidized/affordable housing
- Development capacity
  - \* How much housing demand will Wilsonville have and how much capacity does Wilsonville land have?
  - \* Two scenarios were developed for potential development: Low capacity and high capacity scenarios.
  - \* The results of comparing the capacity of land to accommodate new housing with the growth forecast results are that the city has about enough land, when including the assumptions in the Frog Pond/Advance Road areas, to accommodate development. There is a chance that there will not be enough land under the low capacity scenario by 2032. With the high capacity scenario, there will be a slight surplus of land.
  - \* Wilsonville's historical growth rate was faster than the Metro forecast and if this trend continues it may run out of land slightly before the 2032 forecast.
    - The City is planning for a lot of employment growth and it is one of Wilsonville's objectives to have a better housing/job balance.
  - \* The City has a flexible system in that it understands that the market determines what type of housing is going to get built; it says that within these particular designations, these housing types can be built.
- Policy recommendations
  - \* Plan for predominately single-family detached housing in Frog Pond
  - \* Adopt proposed Development Code amendments
  - \* Because Wilsonville may grow faster than Metro's forecast:
    - Monitor development activity
    - Work with Metro to bring the Advance Road area into the UGB.

Mr. Parker summarized his presentation by saying that the Housing Needs Study provides the foundation for ongoing planning efforts and upcoming planning efforts, particularly in the Frog Pond/Advance Road area, and shows compliance with state requirements. The results show that the City is consistently implementing their planning system and getting the results intended from that system.

The public forum was opened up for questions and comments about the report with Mr. Parker and Katie Mangle, Wilsonville's Long-Range Planning Manager, responding. *The discussion included the following questions and observations:*

- Is the state housing mix requirement (of planning for a 50/50 mix) for only new development or all development?
  - \* The housing mix requirements are only for new housing that occurs over the 20-year planning period. As the trend since 1995 has been an increased percentage of multi-family housing, the Planning Commission has directed that the housing mix be brought back to a 50/50 mix. The 52/48 mix indicated in the Study is what they were able to get to, based on the function of the land that is available and the designations in zoning that exist right now.
- Why was the area north of Frog Pond, west of Stafford, not included as a priority for concept planning and UGB inclusion?
  - \* The phasing of the Metro Urban Reserve Plan shows the Advance Road area is to be brought into the UGB in 2020-2025.
  - \* Metro's official estimate is that the Elligsen Road area could be added to the UGB in 2035
  - \* The City is following Metro's direction for the prioritization of the areas coming into the UGB.
- Why not plan for single-family attached housing in Frog Pond?
  - \* The direction that staff has gotten from the Council and Planning Commission has been that, because of the amount of multi-family development in the past 15 -20 years, and the fact that much of the vacant lands in the City are already planned for some multi-family units, the Frog Pond area is a good place to provide more single-family detached units.
- Ms. Mangle explained that within the next two months a planning effort will begin for the Frog Pond/Advance Road area.

- \* This Housing Needs Study is not setting any policies for specific housing densities or types; the study is not predetermining the housing mix for the Frog Pond/Advance Area. It is an economic model study that addresses what Wilsonville will need, and what the demand for housing could be. This study answers some of the questions the community would be asking during the Frog Pond/Advance Road planning process; who are we planning for, what do we need, how do we know if we need this kind of housing?
- \* The community will continue to refer to this document during the conceptual planning of the Frog Pond/Advance Road areas.
- \* The Frog Pond/Advance Road property owners have already been notified of the conceptual planning that is about to take place for that area.
- \* The intent is to have robust citizen involvement during that conceptual planning.
- Multi-family and single-family mix:
  - \* There is a distinction between the multi-family and single-family mix in that single-family homes tend to be more focused towards ownership products. To clarify the way that Metro looks at the mix, it is 50% detached single-family and 50% attached multi-family. Adjusting the trend in Wilsonville to reduce percentage of multi-family (toward 50%) has been the prevailing discussion with the City Council and Planning Commission.
  - \* Some multi-family units in the Frog Pond area (assumed to be duplexes) were included in the modeling for this report.
- The duplex Code amendments seem to be in conflict with desire for single-family attached housing.
  - \* There was an oversight during prior Code amendments in that duplexes were dropped off the list. It is a housekeeping thing to correct that oversight.
  - \* The proposal is that duplexes be added to the list of housing types allowed in Planned Development zones that already allow single-family and multi-family housing.
  - \* It also feeds into that prevailing policy direction that empowers property owners to do some of the lower density development.
- The term “required” has been used frequently and it has an air of inevitability to it. Are we saying that we are “required” to achieve the numbers that are listed in the report? Are the Metro growth projections required? Is it correct to say that we have no other choice but to do this?
  - \* Mr. Parker responded that the City does have discretion in respects over where and how fast, but people are allowed to develop their land once inside a UGB. Property owners have the right to do whatever the zoning allows. Mr. Parker detailed how properties are brought into the UGB in order to be “urbanizable”.
  - \* The growth forecast may not necessarily be a self-fulfilling prophecy. Metro recommends that the City monitor its growth and land consumption in relation to the forecasts.
    - One of the more important issues for the City is the rate of growth. The City could make the determination that they do not want more land brought into the UGB, although with urban reserves, there is some direction there already.
    - It is complicated because Wilsonville exists in a metropolitan region that is trying to figure out how to accommodate growth over the whole area.
  - \* Ms. Mangle noted that since Frog Pond has been brought in to the UGB, and Wilsonville advocated for it to be brought into the UGB, we are required to develop a plan for what will happen.
    - There is no set outcome of what that plan is to be, just that there is some agreement that it will be residential. Similarly, we are also required to do a plan for the employment areas of Basalt Creek.
    - There is a high demand from businesses that want to locate here and people who want to live here, so we want to be ready for the traffic impacts and community growth.
    - There are infrastructure implications there as well. We need to be doing a lot of this work and have been doing this advance planning for other areas all along; even prior to the regional requirements being put in place.
  - \* Last year a Transportation System Plan that has provisions to accommodate that growth was adopted.

- The Frog Pond area is already in Metro's Urban Growth Boundary. The City can advocate to bring the Advance Road area into the UGB if there is a need for more land.
- There were comments about the density of Villebois and the closeness of the units and lack of open space.
  - \* Katie noted that the Villebois Village Master Plan has not changed that much since it was adopted. It was planned as a mixed density urban village from the very beginning.
  - \* The open space and lot size of Villebois was part of the reason for the push for single-family detached units at Frog Pond.
- What is the occupancy of all of the multi-family units? Keep occupancy in mind as part of this work.
  - \* Vacancy rates were looked at in Wilsonville relative to other cities. We did not look at business vacancies. Wilsonville was no higher than other areas.
- How long do multi-family units last? When do they get replaced?
  - \* The life-span of a multi-family unit is typically 50 years. It could be more depending upon how well they are maintained. This gets it out of this Study's planning horizon.
  - \* Typically in places like Wilsonville, when redevelopment occurs, it redevelops into densities higher than what was there previously. They did not get into redevelopment too much in the Study.
  - \* There is limited data about mobility; why and how often people move.
  - \* Comments were made about a concern that multi-family housing may deteriorate faster than single family housing, and impact the quality of life in the community.
- Comments were made about the Advance Road school/park site and how infrastructure gets sized and built to accommodate demand.
  - \* The School District owns three large lots in the Frog Pond area and are going to be an important player in that planning process. They are a property owner; a potential developer just like everyone else.
  - \* There is already a large sewer trunk line in Boeckman Creek that stubs up to the city limits. It probably needs to be bigger to serve the whole area, but it is big enough to serve the Frog Pond area including the school site. Lateral lines will need to be run to the big pipe.
  - \* It was confirmed that there will be enough capacity at the Wastewater Treatment Plant to handle the Frog Pond/Advance Road development.
  - \* Metro grant money is paying for the planning work that is about to start for the Frog Pond/Advance Road area. One of the arguments the City made in the grant application was for planning this whole area at the same time, even if Advance Road comes in later, is because it needs to work together; it all going to be served by the same sewer lines, by the same schools; it is going to be the same community. Metro may find that there is a need to bring the Advance Road area into the UGB much sooner than they think.
- The Planning Commission's 20-year Look
  - \* Ms. Mangle explained that during the last UGB expansion cycle, the Planning Commission and City Staff did a 20-Year Look that projected how and when land outside the city limits could be brought into the City and be developed, but a lot of was based on physical mapping and intuitive understanding about what was happening; now we have data to back that up that is current.
    - If we track it every year and can show that we know how much land is being consumed, at what densities and what the market is, Metro can use this information to determine whether Advance Road needs to come in earlier or later.
    - If there is City and community support, they will be able to say that there is a need and a plan that can be backed up by documentation.
- Comments were made about single-family housing being appropriate in Frog Pond, as they put less pressure on schools etc.
  - \* Mr. Parker stated that concept planning is not just about meeting the state and Metro requirements, but to think about the physical aspect about how development is going to occur and what the community wants out of the future development.

Ms. Mangle discussed the Frog Pond/Advance Road concept planning specifically:

- The City received a grant in August 2013 from Metro to fund the concept planning. Property owners were sent letters letting them know about the grant. Since then, agreements were negotiated and signed

and the process to hire a consulting team to assist with the analysis, planning, and design work is underway. She expects to have the consulting team under contract by March 2014 with the actual planning effort starting in April.

- City staff is already gathering data and doing some mapping, and will be contacting property owners for permission to go on their property.
- She invited people to contact her with their ideas, comments, and questions. The property owners know the most about their land and she is interested in hearing from them.
- The intent is for robust public involvement; there will be workshops to engage the whole community, but the property owners will be key players in the planning.
- She invited people to sign in on a signup sheet specifically for the Frog Pond/Advance Road planning if they wish to be kept informed as the process moves forward.
- The project is to be done in two phases
  - \* The first year will be looking at the Frog Pond and Advance Road areas together.
  - \* The second year will be focusing on just the Frog Pond area specifically because this area is closer to be developed.

When will the school be built?

- The School District first has to go to the voters with a bond measure, probably in November. If that is successful, then they have to go through the planning and permitting processes. Ms. Mangle suggested that the school could be built in 2016. The concept plan will be ready by that time.
- There already is a master plan for the school property that shows how the property would be laid out. The City, at this time, is not actively doing anything about the park that is planned to be included on the school property, but the City intends to hold that land for the park. There was a discussion about what type of school is needed for the area.
- Will concept planning allow Advance Road to come into the UGB and develop without additional work (i.e. no master plan)?
  - \* The first year that we do the concept planning for the Frog Pond/Advance Road areas will meet the Metro requirements for both areas and that level of planning will not have to be done again for the Advance Road area when it brought into the UGB.
  - \* It is not necessary that the City to do the master plan level of planning, which goes into more detail than conceptual planning, but Ms. Mangle said that the intent is to get the concept planning to the level that developers can easily pick up where the concept planning leaves off.



City of Wilsonville

**PLANNING COMMISSION**  
**WEDNESDAY, FEBRUARY 19, 2014**

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**VIII. WORK SESSION**

- B. Industrial Form-Based Code (Neamtzu)

**PLANNING COMMISSION  
STAFF REPORT**

<b>Meeting Date:</b> February 19, 2014	<b>Subject:</b> Creation of a Light Industrial Form Based Code (FBC) and Pattern Book for the Coffee Creek Industrial Area  <b>Staff Member:</b> Chris Neamtzu, AICP <b>Department:</b> Community Development
<b>Action Required</b> <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b> NA

<b>Staff Recommendation:</b> The Planning Commission should review the draft materials and provide the consultant team and staff with direction on implementation.
<b>Recommended Language for Motion:</b> NA

<b>PROJECT / ISSUE RELATES TO:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities <ul style="list-style-type: none"> <li>• Clear vision and community design</li> <li>• Thoughtful land use</li> <li>• Safe, healthy and aesthetically pleasing community</li> <li>• Economic Development</li> </ul>	<input checked="" type="checkbox"/> Adopted Master Plan Coffee Creek Industrial Area Master Plan (2007)	<input type="checkbox"/> Not Applicable

**ISSUE BEFORE THE COMMISSION:** The City’s Community Development Department has been awarded \$63,570 from the State’s Transportation and Growth Management (TGM) Code Assistance Program to create a Light Industrial Form Based Code (FBC) and Pattern Book to apply to the Coffee Creek Industrial Area. This is an exciting new tool that ties in well with

work on economic development and implementation of the Coffee Creek Industrial Area Master Plan. The purpose of the worksession is to introduce the project to the Commission and discuss the first deliverables. At the meeting, the consultant team (comprised of Marcy McInnelly/Joseph Readdy of Urbsworks and Keith Liden of Bainbridge Planning) will present the materials created to date.

**EXECUTIVE SUMMARY:** The Light Industrial Form-Based Code project, if successful, will result in proposed code amendments to the City’s Planned Development Industrial (PDI) and Day Road Design Overlay zones. The goal of the project is to spur light industrial and office employment in the Coffee Creek area, while at the same time ensuring high quality urban design that enables multimodal transportation. Currently, the City achieves high design quality in development through a discretionary review process. Through this project, the City would like to streamline the current discretionary review process for light industrial development, making the process faster, more predictable and more attractive to businesses seeking to locate in Wilsonville. The form-based code will address the appearance of buildings as well as how site design functions, accommodates freight, automobile, pedestrian, bicycle and bus traffic, so that businesses, employees, and others will be able to comfortably use the transportation mode that meets their needs.

The project team will review the form-based code project with the Planning Commission including the following attachments, which help explain what form-based codes are, how other jurisdictions have applied them to industrial areas, and how the city’s current regulations affect industrial development and relate to the creation of a form-based code.

Contained in the packet are the first deliverables for the project. They include:

- Sacramento Area Council of Governments Form Based Code Handbook (The link is <http://www.sacog.org/projects/form-based-codes.cfm> (Attachment A).
- Case study research on projects that have innovative design standards and review processes (Attachment B).
- City Code evaluation memorandum and sketches (Attachment C).
- Regulation memorandum (Attachment D).

### Form-Based Code Handbook for SACOG

The SACOG Form-Based Code Handbook is an educational handbook that was created to show Sacramento, California, area jurisdictions how they could use form-based codes to implement adopted regional growth management policies. The handbook describes what a form-based code is; the basic components and advantages, and examples and analyses of different form-base code approaches as adopted by municipalities nationwide.

The handbook catalogues the full range of successful form-based codes in use across the country. It serves as a practical guide, outlining a five-step process by which a community can create, adopt, and administer a form-based code specifically tailored to achieve its own unique vision. The handbook includes four “case study” prototypes that illustrate precisely how the five-step process can address community-specific conditions, including an auto-oriented commercial corridor, a historic small town commercial center, historic neighborhood residential infill, and

greenfield development. The handbook shows how individual municipalities can customize the form-based code to address local concerns and priorities, from multimodal street design and connections, to site design and circulation, building form, land use and architecture.

### Industrial Form-Based Code Case Studies

The Case Studies describe and evaluate four form-based codes that are adopted and apply to industrial areas. While form-based codes are becoming more common, not many of them are used to regulate form and uses in industrial areas. The Case Studies were evaluated against specific performance goals of the Wilsonville Light Industrial Form-Based Code project, including multi-modal connections, high design standards, and efficient public process.

### Evaluation Sketches

The Evaluation Memo and associated sketches are an assessment of the Day Road Design Overlay and the urban form it currently produces.

### Regulation Memorandum

The Regulation Memo highlights the Wilsonville Planning and Land Use Development Ordinance (Chapter 4) sections that relate to the Light Industrial Form-Base Code for the Coffee Creek Industrial Master Plan area. It makes preliminary recommendations about how the form-based code may be integrated with current city standards and review procedures.

**EXPECTED RESULTS:** Staff's intent is for the Light Industrial Form Based Code and Pattern Book to be an alternative, optional process for reviewing development in the Coffee Creek Industrial area, and possibly other industrial areas as well. The desired outcomes include a streamlined land use review process and increased predictability in decision making.

**TIMELINE:** The project kicked-off in November, 2013 and will run through late spring/early summer of 2014.

**CURRENT YEAR BUDGET IMPACTS:** There are no budgetary impacts outside of staff time to manage the project.

**COMMUNITY INVOLVEMENT PROCESS:** Public involvement will be a key to the success of the project. Staff has created a Technical Advisory Committee (TAC) comprised of industrial development and business interests to act as a key advisory group for the project. Several of the participants were involved in the development of the Coffee Creek Industrial Area Master Plan and associated Day Road Design Overlay Zone. Also guiding the project is an internal Project Management Team (PMT) comprised of city planners and legal staff. The property owners, general public and the Planning Commission will also play critical roles in the project's development over the next 6 months.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups): The development community and the businesses it represents would benefit from potentially reduced timelines for review and approval of new development projects and increased certainty, both of which are important for improved customer service. The tools created could assist to implement the Coffee Creek Industrial Area.

**ALTERNATIVES:** NA

Milestones and Deliverables	2013			2014					
	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN
Project Kick-off									
Evaluate Existing Regulations									
First Draft Form Based Code									
Second Draft Form Based Code									
Final Draft and Adoption									

**ATTACHMENTS**

- A. Sacramento Area Council of Governments Form Based Code Handbook (The link is <http://www.sacog.org/projects/form-based-codes.cfm>. *(The Handbook is not included with this record. Use link to access document.)*)
- B. Case study research on projects that have innovative design standards and review processes
- C. City Code evaluation memorandum and sketches
- D. Regulation memorandum

**Date** 31 January 2014

**Project** TGM Code Assistance, Light Industrial Form-Based Zoning Code Standards, City of Wilsonville, Oregon

**To** Chris Neamtzu

**From** Consultant Team Marcy McInelly, Keith Liden and Joseph Readdy

**Copy** Laura Buhl

## **WILSONVILLE COFFEE CREEK LIGHT INDUSTRIAL AREA FORM-BASED CODE**

### **Work Task 1.4 – Case Studies**

*Consultant shall review best practices for light industrial areas nationwide in order to identify those that have achieved high design standards and multi-modality while accomplishing a more efficient public review process. Consultant shall use information gleaned during the site visit and community tour, as well as PMT Meeting #1 to select four case studies that are relevant to the community. Consultant shall write up the Four Case Studies and provide to City.*

### **Key Findings for Case Studies (Deliverable 1.4)**

#### **Overall findings**

Case studies will continue to inform the project, especially the next task—draft form-based code and pattern book. Each Case Study employs most of the components of a FBC (Regulating Plan and Development Standards Tables), as well as supplemental components, such as master plans and design guidelines. The four different approaches represent distinct advantages and disadvantages. As completed, the Case Studies outline a path for the Wilsonville Light Industrial FBC. As the PMT moves forward, Case Studies can be gleaned for additional details. More research can be done about how the different components work together and how the approvals process has worked for recent development.

#### **Multi-modal Connections and High Design Standards**

- Form-Based Codes must have two major components: a Regulating Plan and Development Standards. Supplemental components can help but are not absolutely necessary, such as design guidelines, master plans and pattern books. Each Case Study has at least two of the components.

- The three citywide codes (Denver, Miami, El Paso SmartCode) lack a Regulating Plan. Form-Based Codes use the Regulating Plan to locate urban form that is appropriate to a particular context and to coordinate the urban form with the street type. Without a Regulating Plan, the Development Standards that govern urban form are generic and not location-specific, and it is difficult to achieve multi-modal connectivity and high quality public realm design.
- The absence of a Regulating Plan was a particular weakness in the industrial areas of Denver, where, in addition to not having place specific regulations, Industrial “Context Zones” were exempt from citywide connectivity standards.
- The absence of a Regulating Plan in El Paso was corrected with the subsequent adoption of the El Paso International Airport (EPIA) development plan. It is an industrial master created for a specific 1,000-acre light industrial area. It illustrates how development would comply with the SmartCode.
- The absence of a Regulating Plan in Miami was mitigated substantially by citywide block perimeter standards that apply to all zones, including industrial zones. In addition, Miami 21 FBC includes street types and specifies their location, enabling coordination between land use/urban form standards.
- The Juniper Ridge project may be the best model for Wilsonville but the Transportation Plan Map (which functions as a Regulating Plan) and the Overlay Development Standards provide minimal guidance for development. The design guidelines make up to some extent but are generic.
- The Juniper Ridge approach could be adapted for Wilsonville in the following ways:
  1. Provide more and more detailed Development Standards;
  2. A Regulating Plan that specifies block perimeter standards and multi-modal connections (Including street types) and maps the locations where Development Standards apply, and
  3. A Pattern Book (similar to Juniper Ridge Design Guidelines) to illustrate intent and different methods of compliance.

### **Efficient Design Process**

- All included provisions to allow non-industrial or employment uses such commercial, retail, and office. El Paso’s regulating plan for its airport employment district requires storefront commercial along selected street frontages.

- Live/work and residential uses were sometimes allowed – typically in more urban, mixed-use situations.
- Regarding nonconforming situations, Miami had a 20-year amortization provision to bring nonconforming situations into conformity. The other three had typical provisions to limit expansion and alteration of nonconforming uses and development. Outside of the case studies, the city of Portland and Clackamas County offer interesting approaches, which allow more flexibility to expand or modify nonconforming situations in return for improvements to help mitigate related adverse impacts.
- Of the four cases, Juniper Ridge featured a unique review process involving the property owner association having authority regarding the design guidelines to complement the city’s zoning and land use authority.
- The case studies all had a layered review structure where smaller and less complex applications could be reviewed administratively.
- Juniper Ridge and El Paso represent district level regulations, which rely upon a regulating plan to guide future development. Miami and Denver, on the other hand are citywide ordinances.
- El Paso was the only form-based code that was optional, although the El Paso International Airport development plan is not optional. The city offers incentives to encourage its use, including prioritizing application processing, waiving fees, and accepting park and open space areas for maintenance.

## Introduction to Case Studies

### How the Case Studies were selected

Our initial survey of light industrial areas identified 15 possible candidates for review. The initial screening criteria included:

- Light industrial – the code was targeted specifically for industrial development;
- High design standards;
- Multi-modal transportation system, and
- An efficient land use review process.

Themes that we pursued in seeking candidates included high design standards for both buildings and the public realm; support for concepts of active transportation including walking, biking, and transit; and an efficient land use review process that is attractive to developers and manageable for staff to administer. A secondary consideration was light-imprint development that manages stormwater, addresses the heat-island effect of large extents of paved surfaces and roofs. The initial list included the following development regulations:

- Vista Business Park, Gresham, Oregon;
- City-Wide Form-Based Code, Denver, Colorado;
- Juniper Ridge, Bend, Oregon;
- Maplewood Eco Industrial Business Park, North Vancouver, British Columbia;
- SmartCode for El Paso, Texas;
- City-wide Code: Miami 21, Miami, Florida;
- Amber Glen Business Park, Beaverton, Oregon;
- Taiga Nova Eco Industrial Park, Fort McMurray, Alberta;
- East Docklands Industrial Park, London, England;
- Camden Eco Industrial Park, Camden County, North Carolina;
- Forest Lawn Creek Design Charrette, Calgary, Alberta;
- Cemak Blue Island Industrial District, Chicago, Illinois;
- Chicago Cargo-oriented Development Code, Chicago, Illinois;
- City-wide form-based code, Petaluma, California; and
- Brooklyn Navy Yard, Brooklyn, New York.

None of the plans or projects reviewed represented an intrinsically complete or comprehensive prototypical case study that could be applied in all aspects to the Coffee Creek project. Four codes reviewed are form-based and several are citywide, including sections that govern the development of industrial land. For the purpose of this memo the following four Case Studies were selected because of their relevance to Coffee Creek:

- Juniper Ridge, Bend, Oregon
- City-Wide Form-Based Code, Denver, Colorado
- Miami 21 City-Wide Form-Based Code, Florida
- SmartCode for El Paso, Texas;

## Case Studies—Organizing Framework

### Form-Based Code Elements

Because this project will conclude with a form-based code for the Coffee Creek Industrial Area, the basic elements of a form-based code are used as a framework for this evaluation of the existing Planned Development Industrial (PDI) and Day Road Design Overlay District (DOD). The FBC for the Coffee Creek Industrial Area is envisioned to include three major categories and six form-based code elements.

Organizing Framework	
Major Category	FBC Element
Multi-modal connections	Street design & connectivity
	Site design & circulation
High design standards	Building form
	Architecture and landscape
Efficient public review	Use
	Administration

### **Street Design Character and Connectivity**

This element considers the degree to which public streets and related public spaces create safe and inviting pedestrian and bicycling environments. This element usually considers:

- A grid of streets and pathways providing easy access for all modes.
- Sidewalks and bicycle facilities providing a pleasant, comfortable, and safe environment.
- Frequent opportunities to cross streets.
- Easy access to open space areas and transit.
- Utilization of “Green Street” techniques to reduce the amount and enhance the quality of storm water runoff.
- Buildings that are oriented toward the street and help define the public realm.
- Building features that provide shade and weather protection for pedestrians.

### **Site Design and Circulation**

This element deals with how property development promotes compatibility with neighboring properties and easy access between adjoining development and public streets. This element typically includes:

- Pedestrian connections between building, transit, and surrounding areas.
- Protection and enhancement of important natural site features.
- Direct pedestrian access to building entrances from the street.
- Surface parking and outdoor storage located to the rear or side of buildings.
- Minimized on-site parking requirements.

### **Building Form**

The creation of inviting and functional public spaces and compatible relationships with surrounding development are considered under this element including:

- Building scale and setbacks that provide comfortable pedestrian-scale streetscapes.
- Building orientation that promotes attractive and safe walking areas and “eyes on the street.”
- Building scale and setback transitions between different uses/building types.

### **Architecture and Landscape Design**

This element addresses the appropriate architectural detailing and design of landscaped areas to complement the community character and sense of place. This element typically includes:

- Buildings that incorporate architectural features conveying a sense of place.
- Interesting building features and windows facing the street.
- Building features that provide shade and weather protection for pedestrians.

- Building designed with quality materials and inviting facades.
- Consistency with local architectural styles and character.

### **Land Uses**

The proper integration of uses in an area can promote the creation of a pedestrian-oriented environment. Naturally, in this case land use mix must be balanced with the primary purpose of the Coffee Creek Industrial Area, which is to foster employment. This element includes:

- Different land uses and destinations within walking distance to each other and to transit.
- A mix of uses that balances the ability to walk and bicycle between destinations and the primary purpose of the Coffee Creek area to provide employment and industrial activity.

### **Administration**

The level of certainty and the total time to successfully navigate the development review process can be either an important incentive or deterrent for attracting new businesses to the area. This element includes the following considerations:

- Ensuring that the character of new development is consistent with the Coffee Creek Master Plan.
- Increasing the certainty of the development review outcome for the developer and area property/business owners and residents.
- Reducing the application review process steps and elapsed time between application submission and approval.

## Case Study Summaries

### Multi-modal connections

Each Case Study uses different tools to achieve a connected network of streets and paths. Juniper Ridge and El Paso Smart Code, both greenfield sites, map required connections. Juniper Ridge clearly sets out where streets and multi-use paths are required on the Transportation Plan Map, and goes so far as to include street cross sections in the City of Bend Employment Sub-District Overlay Zone. The Juniper Ridge Transportation Plan Map essentially acts as a Form-Based Code Regulating Plan. Similarly, the El Paso Smart Code maps blocks that comply with the Smart Code development standards.

In contrast, the Denver Code does not include connectivity standards, block size or street types within the design standards, and does not refer to nor incorporate circulation standards or cross sections from other City plans or policies. The City of Denver Code describes industrial districts as having “relatively low level of access to the multi-modal transit system,” and does not require additional connectivity to be created. Even for highly multi-modal areas of the City, the Denver Zoning Code appears to rely on the existing street network to achieve connectivity.

Miami 21 Code and the El Paso Smart Code include specific block perimeter length (1,320 feet, Miami Code).

### High design standards

Of the four Case Studies, Juniper Ridge may be most likely to achieve high quality building and site design. That is because the system of Overlay Development Standards, supplemented by Design Guidelines, cover all the important categories thoroughly. In addition, the Juniper Ridge regulations were developed for a specific area, with a focus on industrial uses. The two citywide form-based codes for Denver and Miami focused largely on mixed-use and more urban areas of the each city. By comparison, development standards for architecture and site design in industrial areas offered very little detail. Even the El Paso SmartCode does not provide much guidance for industrial buildings.

### Efficient public review

The four case study city examples had interesting similarities and differences stemming from the different purposes and contexts of their form-base code. Provisions to allow some level of commercial, office, retail, and limited residential uses within employment or industrial districts are common to all four cities. The Juniper Ridge and El Paso examples are related to a context at the fringe of the urban area, whereas Denver and Miami deal with industrial and employment districts throughout their respective jurisdictions, including older, established employment districts. While permitted residential uses are subject to limitations, other non-industrial/employment activities often are not restricted. Live/work arrangements are typically allowed, especially in established and more urban employment districts. Non-industrial uses, such as retail, are often not limited. In El Paso, the regulating plan for the airport employment district specifically requires storefront retail in selected areas intended to promote a more urban and pedestrian-friendly environment.

Several creative approaches to administration are evident in the four case study examples. Juniper Ridge is unique in the way it blends property owner association review with a public approval process by the City of Bend. Another significant finding is that administrative review and approval is a process available for a wide range of development applications in all of the example jurisdictions. Of the four cities, only El Paso offers the form-based Smart Code as an alternative to the standard zoning ordinance requirements. Incentives are offered to encourage developers to use the Smart Code. The form-based codes in the remaining three cities are mandatory. Miami 21 includes an amortization provision for nonconforming situations by offering a 20-year grace period to bring the nonconforming uses and development into conformity with the code.

### Juniper Ridge, Bend, Oregon

Best Practice Category	Case Study Best Practice	Reference
<b>Multi-modal Connections</b>	In the Employment Sub-District within the Juniper Ridge Overlay Zone, the Transportation Plan Map identifies streets, street types and multi-use paths. Cross sections depict Arterial, Collector and Local Streets. Alternative cross sections that respond to site-specific conditions may be approved by the City Engineer during the development review process.	2.7.2000 Juniper Ridge Overlay Zone  Figure 2.7.2030B Transportation Plan Map
	The Overlay Zone Transportation Plan Map supersedes the City of Bend block length and perimeter standards. In addition, if street alignments shown on the plan are not feasible due to topography, natural features or other “development-related barriers,” walkways or access ways may be provided, in conformance with other sections of the code for Pedestrian Access and Circulation.	3.1.300, Pedestrian Access and Circulation.
	Design Guidelines cover a range of issues regarding public street landscaping and planting. Bicycle and pedestrian access is handled in the design guidelines as a site planning issue; mostly covering movement between the building entrances, parking and open space. Design Guidelines refer to Bend Development Code Chapters within relevant guideline chapters.	Juniper Ridge Design Guidelines: 1.4 Landscape of Public Streets; 1.6 Bicycle & Pedestrian Circulation; 1.7 Planting
	CC&Rs require property owners to comply with trip caps that result from land use approvals, including zone changes and site and site review. CC&Rs require the creation of a Juniper Ridge Transportation Management	CC&R 3.9 Transportation Demand Management

**Juniper Ridge, Bend, Oregon**

Best Practice Category	Case Study Best Practice	Reference
	<p>Committee (JRTMC), which is tasked with reducing peak hour traffic by ten percent in peak hour traffic within the Juniper Ridge Employment Sub-District.</p>	
	<p>Site design issues which are covered in the Design Guidelines include laying out the site to preserve natural features; drainage and stormwater; grading and walls; on-site vehicular access and parking; bicycle and pedestrian circulation (on-site); screening, fencing and utility locations, and exterior lighting.</p>	<p>Juniper Ridge Design Guidelines: 1.1 Preservation of Key Site Attributes; 1.5 On-Site Vehicular Circulation and Parking; others</p>
<b>High design standards:</b>	<p>Maximum building heights are established by the overlay zone (65 feet), as are setbacks, and building coverage (50%).</p> <p>The Development Standards Table includes “Minimum Primary Street Frontage” of 50 feet.</p> <p>The CC&amp;Rs refer to three different height limitations, expressed as “3,474, 3,489 or 3,499 feet above sea level,” and apply to the southwest corner of the Juniper Ridge Employment sub-area. It isn’t clear how these heights have been incorporated into the City of Bend overlay zone development standards.</p>	<p>Table 2.7.2030B Development Standards</p>
	<p>The majority of building design criteria is addressed in the Juniper Ridge Design Guidelines, not in the City of Bend Overlay Zone Development Standards. Sub-Chapters include: Overall Building Mass and Bulk; Façade Composition; Context-Sensitive Design; Sustainable Building Design; Relationship to the Public Realm; Roof Forms; and Materials and Colors</p>	<p>Juniper Ridge Design Guidelines, Part 2, Architectural Guidelines</p>
	<p>Signage is considered to be a very important component of high quality,</p>	<p>Juniper Ridge Design Guidelines, Part 3:</p>

**Juniper Ridge, Bend, Oregon**

Best Practice Category	Case Study Best Practice	Reference
	<p>unified appearance district promoted by the Design Guidelines. The document devotes an entire Chapter to Signage. Sub-Chapters include: Use of Color; Primary Identity Signs; Building Directory Signs; Wall Signs; Wayfinding Building Address; Vehicular Directional Signs; Retail Signs; On-Site Regulatory Signs; and Trail Markers.</p>	Signage Guidelines
	<p>The Juniper Ridge Design Guidelines Appendix includes a recommended plant list.</p>	Bend Development Code 2.7.2030 E
<p><b>Efficient public review: Land use</b></p>	<p>In the Employment Sub-District within the Juniper Ridge Overlay Zone, permitted land uses include a range of light to heavy industrial uses along with office, vocational/business schools, and small-scale personal and professional services (e.g., coffee shop/deli, dry cleaners, barber shops/salons, copy centers, banks, etc.). The service uses are limited to 2,500 sq. ft. within a “freestanding or multi-tenant building.” When direct access is available to an arterial or collector street, service uses such as childcare, fitness center and “similar uses” are allowed a more generous 10,000 sq. ft. limit.</p>	Bend Development Code 2.7.2030 E
<p><b>Efficient public review: Administration</b></p>	<p>Design Review approval within the Juniper Ridge Overlay Zone requires approval on two levels: 1) Juniper Ridge Design Review Committee (DRC) approval; and 2) City of Bend land use approval that follows DRC review and approval. The Juniper Ridge Design Guidelines provide the basis for the DRC decision, and the site plan review conducted by the city staff is governed by the zoning requirements in the Bend Development Code. The DRC members are appointed by the board of the Juniper Ridge Employment Sub-District Owners Association.</p> <p>Nonconforming uses are allowed to continue, but may not be expanded in terms of land or building floor area (§ 5.2.100). Nonconforming structures may not be repaired/replaced (regardless of the cause) when the cost will exceed 80% of the structure’s value (§ 5.2.200).</p>	<p>Juniper Ridge Design Guidelines, D. Project Review Process (pp. 6-8)</p> <p>Bend Development Code Chapter 5.2</p>

**Juniper Ridge, Bend, Oregon**

Best Practice Category	Case Study Best Practice	Reference
Other	<p>The Design Guidelines are very helpful in laying out the goals of the overlay zone and articulating guiding principles for development. Each Guideline has an Intent Statement followed by guidelines and standards. Guidelines are organized into three sections: Site, Architectural and Signage Guidelines. The Design Guidelines document also provides a very easy to understand and short (2-page) preview of the process, covering the Juniper Ridge Design Review to City of Bend Land Use to Building Permit. The Design Guidelines are beautifully illustrated with photos and diagrams, pages are easy to read and they communicate a number of complicated ideas efficiently, in 60 pages.</p>	
General information	<p>The Juniper Ridge Overlay District was adopted in 2008. The overlay applies to about 300 acres of greenfield.</p>	

**Denver City-Wide Form-Based Code, Colorado**

Best Practice Category	Case Study Best Practice	Reference
<b>Multi-modal Connections</b>	<p>Section 9.1.3.5 (Supplemental Design Standards), requires pedestrian access linking the Primary Street and primary uses within the building. This design standard is applicable to a site only; it does not apply across sites, or district-wide. Additional design standards govern the paving material, width and location.</p> <p>The Zoning Code does not include connectivity standards or street types for Industrial areas, although street, block and access patterns are identified as important for other context areas (such as Urban Center). However, even for areas where walkability and multimodal access is prioritized, the code seems to rely on existing street network.</p> <p>In the opening pages of Article 9, the code states “The Industrial Context has typically had a relatively low level of access to the multi-modal transit system, although many areas are adjacent to transitioning Areas of Change associated with new or existing rail transit lines.”</p>	<p>Article 9, Special Contexts and Districts</p> <p>Article 7. Urban Center (C-) Neighborhood Context</p>
	<p>Landscaping standards require ground cover and planting / screening within primary and secondary street setbacks and within parking lot perimeter areas.</p>	<p>Article 9: Special Contexts and Districts</p>
	<p>Article 10 contains general design standards that apply throughout the city and are not unique to a Neighborhood Context or Special Context, including general standards for parking, landscaping, site grading, outdoor lighting, and signs.</p>	<p>Article 10, General Design Standards</p>
<b>High design standards</b>	<p>Article 9.1 treats architectural features such as cornices or weather protection as “permitted encroachments” into the setback; however, they are not explicitly required for their own benefit.</p>	
	<p>Additional design standards for the three Industrial Mixed-use Districts are</p>	<p>Chapter 9.7.2, Master</p>

**Denver City-Wide Form-Based Code, Colorado**

Best Practice Category	Case Study Best Practice	Reference
	<p>also found in Chapter 9.7.2, Master Planned Context Zones. Design standards are organized by building type. The following building types are allowed within the Industrial Mixed-Use zones: Row House, Courtyard Apartment, Apartment, Drive Thru Services, Drive Thru Restaurant, General and Industrial. Each building type has its own design standards table within this section</p>	Planned Context Zones
<p><b>Efficient public review: Land use</b></p>	<p>The code has several categories of land use types, each with sub-categories, which are organized into a series of articles (Articles 3 – 9). “Industrial Context” is covered in Division 9.1. There are three industrial zones – Industrial Mixed-Use (I-MX), Light Industrial (I-A), and General Industrial (I-B). Only the mixed-use district allows new residential uses. However, live/work residences are allowed with limitations (§ 11.2.3) Existing residences in the I-A and I-B districts are a “permitted use with limitations” meaning they are considered conforming uses, which can be legally maintained without being subject to restrictions related to nonconforming situations.</p> <p>Office, lodging, food sales, eating and drinking, and some retail/entertainment uses are permitted in all industrial districts. In some cases, they are limited, such as clinic/dental – 10,000 square feet (§ 11.4.7) and retail sales in the I-B Zone - limited to products manufactured on site (§ 11.4.8)</p>	<p>Denver Zoning Code, Article 9. Special Contexts and Districts</p> <p>Article 11 Use Limitations</p>
<p><b>Efficient public review: Administration</b></p>	<p>Development approval process begins with a pre-application conference/concept plan review and is followed by Site Development Plan Review. The Development Review Committee (DRC), consisting of city department staff, has the authority to approve, deny, or conditionally approve applications. Changes in use and minor development projects are subject to a simpler process requiring an administrative Zoning Permit Review (§ 12.4.2 and 12.4.3).</p>	<p>Denver Zoning Code, Article 12. Zoning Procedures &amp; Enforcement</p>

**Denver City-Wide Form-Based Code, Colorado**

Best Practice Category	Case Study Best Practice	Reference
	<p>Nonconforming uses are allowed to continue, but may not be expanded in terms of land or building floor area, except under very limited circumstances (§ 12.7.2). Generally, nonconforming structures may not be repaired/replaced (regardless of the cause) when the cost will exceed 75% of the structure’s value (§ 12.8.2).</p>	
<b>Other</b>	<p>The “Industrial Context” Code Chapter begins with a well written “Context Description” that summarizes the characteristics of Street, Block, and Access Patterns; Building Placement and Location; Building Height and Form, and Mobility for industrial areas.</p> <p>The use of tables for displaying design standards for multiple zones at once is helpful, as is the use of 3D axonometric diagrams to explain building types and design standards.</p>	<p>Denver Zoning Code, Article 9. Special Contexts and Districts</p>
<b>General information</b>	<p>The Denver Zoning Code is the result of a citywide zoning code rewrite that was adopted in June 2010. It uses a form-based approach customized for different land use and urban form contexts found in Denver.</p>	

**Miami 21 City-Wide Form-Based Code, Florida**

Best Practice Category	Case Study Best Practice	Reference
<b>Multi-modal Connections</b>	<p>Article 3, “General to Zones” specifies “The Thoroughfare network should be designed to prioritize connectivity, defining Blocks not exceeding an average perimeter length of 1,320 feet. The length shall be measured as the sum of Lot Frontage Lines. Thoroughfare closings should not be allowed; instead, traffic calming designs should be deployed to control traffic volume and speed.”</p> <p>“All Thoroughfares should terminate at other Thoroughfares, to form a network. Cul-de-sacs should be permitted only when supported by natural site conditions. Thoroughfares that provide View Corridors shall not be vacated.”</p>	Section 3.8.2
	<p>Streets within Industrial Areas are defined in Article 8, Thoroughfares. Industrial Areas have three street types: Avenues, Mixed-Use Streets and Boulevards.</p>	Article 8
	<p>Tables and simple plan and section illustrations (depicting building footprints and sections) are used to establish requirements for building location on the site. Sections include Building Disposition, Building Configuration, Building Placement, Parking Placement, and Building Height. The same development standards categories of are used for all transect zones.</p>	Article 5, Specific to Zones (Work Place – D1 and Industrial – D2)
	<p>Landscape Requirements are specified in Article 9. Numbers of trees per lot and “Maximum Lawn Area” vary by Transect Zone. Other standards, such as parking lot landscaping, are the same for all Transect Zones.</p>	
<b>High design standards</b>	<p>All possible Frontage Types are specified in Table 6, Article 4. Frontage Types are an assemblage of front setback and building façade. In Article 5, “Specific To Zones,” those Frontage Types that are permitted or prohibited within the industrial area are listed in a table.</p>	Table 6, Article 4

**Miami 21 City-Wide Form-Based Code, Florida**

Best Practice Category	Case Study Best Practice	Reference
	<p>The Miami 21 Code is light on architectural development standards or guidelines, relying on Frontage Types, other building massing standards (such as building height) and the Thoroughfare Type to define the public realm.</p>	
<p><b>Efficient public review: Land use</b></p>	<p>The city has three District Zones (D1, D2 and D3) that allow a variety of commercial and industrial uses. They are characterized in the code as being the “least regulated” zones. Work-live residences (maximum density of 36 units per acre) are the only type of residential use allowed, and only in the D1 Zone. A variety of commercial uses are permitted in the D1 and D2 districts, including auto-related commercial (e.g., car wash, gas station and vehicle rental), entertainment, and general commercial (includes office). The Waterfront Industrial District Zone (D3), which as the title implies, is more focused on industrial activity, and non-industrial uses are more limited. Drive-through facilities are permitted in all three districts.</p>	<p>Miami 21 Code, Article 4, Tables 1, 2, 3, and 4  Article 6 Table 13</p>
<p><b>Efficient public review: Administration</b></p>	<p>The code contains several development review procedures, which are outlined in Diagram 14. Development involving permitted uses, which meet code standards are approved “By Right” using an administrative review and approval by the Zoning Administrator (§ 7.1.2.1). Developments that are generally more significant in scope are subject to a “Warrant” permit process. This involves public notice and decision by the Planning Director (§ 7.1.2.4). “Exceptions” are similar to conditional use permits, requiring a quasi-judicial hearing (§ 7.1.2.6).</p> <p>Nonconforming structures and/or nonconforming uses within a structure destroyed by natural disasters, etc., may be replaced (§ 7.2.2). Alteration and expansion (up to 50% of floor area) of nonconforming structures may be approved through an Exception process (§ 7.2.3). Expansions greater than 50% must be brought into conformity with the code. The code places</p>	<p>Miami 21 Code, Article 7</p>

**Miami 21 City-Wide Form-Based Code, Florida**

Best Practice Category	Case Study Best Practice	Reference
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a 20-year time limitation on nonconforming uses, but it allows the City Commission to grant an additional term of up to 20 years using the Exception review process (§ 7.2.6). Nonconforming site improvements may not be modified without a Waiver (minor variance).

**Other**

From Section 2.1.3 regarding Transect Principles: “Transect planning creates coordinated, integrated and harmonious environments, based on the arrangement of all the components to support locational character. Within the range of urban contexts, each different type of location, called a Transect Zone, has development Function, Intensity and Disposition appropriate to the location, and integrates the details of the corresponding public realm. To ensure this integration, the Miami 21 Code controls development on Lots as well as establishes guidelines for the detailing of public right-of-way.”

**General information**

Miami 21 Code is a Citywide Form-Based Code that uses Transect Zones. It was adopted in 2013.

**El Paso SmartCode, Texas**

Best Practice Category	Case Study Best Practice	Reference
<b>Multi-modal Connections</b>	<p>The SmartCode is a model form-based code with metrics that is designed for a medium-sized North American city organized into walkable neighborhoods. Like other form-based codes, it regulates land development through controlling urban form. The SmartCode regulates the features of urban form, including the width of lots, size of blocks, building setbacks, building heights, placement of buildings on the lot, and the location of parking, among others. The SmartCode template is intended to be calibrated to meet local needs by professional planners, architects, and attorneys.</p> <p>The El Paso International Airport (EPIA) Regulating Plan is a development study applying the metrics of the earlier adopted citywide SmartCode to a mostly greenfield site of about 1,000 acres. It illustrates blocks that comply with the SmartCode connectivity objectives (for Airport Special Districts) but it is intended to be refined by property owners or developers who apply for a site plan and master plan.</p>	21.50.110 Landscape Standards
<b>High design standards</b>	<p>Street landscape standards are included in the “Specific to” Section for Special Districts SD3 Airport T5.1 and SD4 Airport T5.2.</p> <p>Setbacks and Frontage Types are specified in Table 16: Special District Standards. Otherwise, the SmartCode is very lenient on architecture design standards. Section 21.50.120 includes Signage standards for industrial zones.</p>	Chapter 21.80 Tables Section 21.50.120
<b>Efficient public review: Land use</b>	<p>Similar to the Miami 21 Code, El Paso has transect zones ranging from natural to downtown environments. The SmartCode does not include industrial or employment zones, but it does allow for the creation of new community plans, including Airport Employment Development - AED (§ 21.30.030). The city recently established the AED provisions, which include a regulating plan</p>	El Paso Smart Code, Title 21

**El Paso SmartCode, Texas**

Best Practice Category	Case Study Best Practice	Reference
	Other than lodging, no residential uses are permitted. Commercial and retail uses are permitted, and even required along several street frontages identified in the regulating plan.	
<b>Efficient public review: Administration</b>	<p>The Smart Code is adopted as an alternative to the city’s zoning and development regulations. Prior to developing property under the Smart Code, a regulating plan must be created followed by the properties designated with a Smart Code zone (§ 21.10.040). The city offers incentives to develop using the Smart Code including application processing priority, application fee waiver, and city acceptance of dedication and maintenance of parks and open space (§ 21.10.060). An additional potential incentive is that Building Scale Plans (similar to site plan or site design review) may be approved by a Consolidated Review Committee (CRC) comprised of city/agency staff (§ 21.10.040).</p> <p>Nonconforming situations are addressed in Title 20 – Zoning. Nonconforming uses may not be expanded. Nonconforming structures may be replaced if the cost is less than 50% of the value of the building. Residences are exempt and may be replaced regardless of the extent of damage (§ 20.22)</p>	El Paso Smart Code, Titles 20 and 21
<b>Other</b>	The Smart Code area is seeing new development: “City Council approved the Department of Aviation’s five-year capital improvement plan this week which includes \$139 million worth of projects planned for the El Paso International Airport. The projects listed in the plan should begin between fiscal years 2014 and 2018. The largest single project will be the \$45 million expansion of the rental car lot into a parking structure. The three level garage will be used by rental car companies for pick up and return of automobiles used by travelers.”	<a href="http://www.elpasodevnews.com">http://www.elpasodevnews.com</a>
<b>General information</b>	The El Paso Smart Code was adopted in 2008 and has been amended at	

**El Paso SmartCode, Texas**

**Best Practice Category**

**Case Study Best Practice**

**Reference**

least in 2011 and 2013.

**Date:** Friday, 3 January 2014  
**Revised:** Thursday, 30 January 2014  
**To:** Chris Neamtzu  
**Subject:** Wilsonville Coffee Creek Industrial Form-based Code  
**From:** Joseph Readdy  
**Copy:** Katie Mangle, Laura Buhl, Keith Liden, Marcy McInelly

## **DELIVERABLE 2.1 – EVALUATION MEMO AND SKETCHES**

### **Scope of Work**

*Consultant shall create no fewer than six Sketches of what industrial development done under the existing Planned Development Industrial (PDI) Zone and the Day Road Design Overlay District (Day Road DOD) would look like. Consultant shall write a brief 3-5 page Evaluation Memorandum on the existing PDI zone and Day Road DOD (to accompany the sketches). The evaluation memorandum shall review the existing zoning in the context of the project objectives, which are to create code standards that will streamline light industrial development while ensuring high quality design and a multi-modal transportation network that accommodates bicycles, pedestrians, and transit, as well as automobiles and freight.*

### **Evaluation Memo**

#### **The Day Road Design Overlay District (DOD)**

It is very clear what type of architecture is expected along all frontages in the Day Road Design Overlay District (DOD) –including Day Road, Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road– architecturally distinctive, high-quality, three-story office buildings setback from the street and branded with monument signs. But in an employment area characterized by relatively low-rise, tilt-up concrete construction is it necessary to require three story buildings in order to achieve a high quality environment? While tilt-up construction can achieve heights of 96 feet, walls over 30 feet in height require special construction techniques and lifting cranes. For the frontages in the DOD, three-story office building massing requires steel, cast concrete, or heavy timber construction. These construction types could be combined with more conventional tilt-up concrete in other areas of the site out of sight of the required frontages. The DOD does not specify how extensive these office buildings in the frontages must be; are they as deep as an office building or could they be as shallow as a single room? For those corner lots with frontages on Day Road and one of the other named roads, must the required three-story massing extend the full length of the parcel along that street as well?

Given the expectation of three-story massing as the means of creating a street wall of office buildings along Day Road and the other frontages, the site design requirements of a minimum front setback, combined with

allowances for surface parking in the front setback, are not effective if the design intent is to establish a stronger expression of urban form with a greater sense of continuity.

### Key Findings

- The design intent of the DOD is clear: a continuous wall of high-quality buildings. However are 3-story buildings the only way to achieve the desired urban form and quality of the public realm?
- Preservation of trees and natural features present in the Day Road overlay zone supports the creation of a special place with a distinctive image and identity. The DOD does not consider the contribution that landscape design has made to the design quality of other industrial lands in Wilsonville where groves of mature trees are effective at breaking down the scale of industrial development and providing a human scale to the public realm.
- DOD regulations and design guidance subvert the urban design intent of a continuous building wall by allowing surface parking in the front setback and lack of specificity about where buildings should be located relative to streets and access drives.
- The 3-story frontage requirements for Day Road also apply to those frontages of Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road that are within the Day Road overlay zone. Design regulations appear to require a 3-story massing for all development along any street frontage within the DOD.
- DOD doesn't address restrictive nature of shared site access established by the TSP. DOD doesn't address challenges of shared site access between landlocked "orphan" parcels. A street network that meets the provisions of the PDI may not be possible given the grain, scale, and location of existing parcels.
- DOD focuses on building massing and architectural design, materials and finishes instead of defining the public realm and reinforcing a complete network of existing and new streets, paths, and trails that would support a sense of place and identity or create a gateway to the City of Wilsonville.

### Organizational Framework for Evaluation and Testing

A clear understanding of the current development characteristics being essential to progress, our analysis of the Day Road Design Overlay District is organized into the following structure:

1. Multi-modal connections – including street design and connectivity, site design and circulation;
2. High design standards – including building form, architecture and landscape design; and
3. Efficient public review – including use and administration.

**Multi-modal connections – Street Design and Connectivity**

The DOD offers no guidance and sets no standards for the public realm. Connectivity for the Coffee Creek Industrial Area was set by the 2007 plan with some subsequent adjustments. The PDI – Planned Development Industrial Zone and the Planned Development – Regionally Significant Industrial Area each apply to Coffee Creek and each refers to the block access and connectivity zones of Section 4.131.02 and 4.131.03 which set 330-foot limits on block face distances. Due to the grain of existing parcel ownership, lot sizes, and orientations, and the enormous scale of light-industrial development, a street network that meets these standards may be impossible to develop. However, linking all developments within the Coffee Creek Industrial Area with a web of pedestrian and bicycle access and connection that meets the current minimum standards for connectivity will support active transportation and transit ridership.

The DOD shows the proposed location for four shared access lanes to serve future development (Identified in Figure 3 of the Coffee Creek Master Plan). The locations shown on the plan may be diagrammatic, however the minimum spacing between access drives is 460-feet and the maximum spacing between drives is 560-feet. This spacing may make sense for traffic access management, but the DOD does not address how access will be provided to those existing lots that do not abut the proposed points of access. It also does not address the provisions of the Wilsonville code for connectivity – 330-feet for pedestrians.

The DOD also fails to consider the four access lanes off of Day Road as streets with frontages. Access management is a critical feature of the Coffee Creek Master Plan and these entry drives provide the only access to any development along Day Road. However, the DOD does not consider the site development implications of or architectural response to these additional “streets.” The current pattern of land division and lot configuration will be a challenge to choosing the ultimate location for the four new access streets.

The current Transportation System Plan makes no provision for on-street parking on any of the new streets in the Coffee Creek master plan including Day Road, Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road. On-street parking has value: it calms traffic speeds, offers additional protection to pedestrians on sidewalks, and provides additional parking capacity. On-street parking can either encourage or discourage bicycle ridership. On those streets with low traffic volumes and high speeds, on-street parking can be yet another hazard demanding the attention of the cyclist. Design alternatives like cycle tracks show that on-street parking can protect both cyclists and pedestrians while still supporting mobility and access. On-street parking for some or all streets in the Coffee Creek master plan should be reconsidered as part of the form-based code.

**Multi-modal Connections – Site Design and Circulation**

Site design and circulation is as much about multimodal connections as it is about urban form and building design. As driven by existing regulations, site design and circulation governs the relationship of the building to

the street. While existing regulations focus on building design, multi-modal connectivity across sites and between sites has not been a priority. The form-based code regulations should regulate both urban form and site design and circulation.

As in most development projects, parking drives site design. The three-story massing required by the DOD triples the floor area for a significant portion of every project, with a complementary increase in the required parking. Parking minimums in Wilsonville are 2.7 spaces per 1,000 square feet for office use, 1.6 per 1,000 square feet for manufacturing use, and 0.3 spaces per 1,000 square feet for warehouse use. If the office standard applies to the Day Road Design Overlay District, the design of surface parking lots will be a primary determinant in site design. Because of their odd geometries, some of the parcels in the DOD will be incapable of supporting the required three-story urban form and the minimum parking associated with such building unless these lots are consolidated with others. The Wilsonville code makes allowances for shared parking and remote parking within 500 feet of a site. It remains to be proven that a development pro forma for three-story office could be made for shared parking or satellite parking.

The DOD sets a minimum front yard setback of 30-feet from the property line. “Time and number limited parking” is allowed in the front of a building, but all parking lots visible from Day Road must be screened from view with broadleaf evergreen or coniferous shrubbery and/ or architectural walls or berms. Installation of screened parking areas in between Day Road and the building substantially reduces the intended sense of street enclosure and the effect of a continuous building wall along Day Road.

Preservation of existing trees and natural features is a given; new landscape standards for front yards will provide the continuity of design, create a distinctive identity and also break down the industrial scale of buildings in employment districts like Coffee Creek. Solid examples of the contribution that landscape makes already exist in the Coffee Creek master plan area where the vertical accent of a grove of established fir trees and the shadows that they cast on a building elevation are effective at bringing human scale to the industrial landscape.

### **High Design Standards – Building Form**

Given the expectation of three-story massing as the means of creating a street wall of office buildings along Day Road and the other frontages, the site design requirement of a minimum front setback, combined with variations in building massing, seem less effective than a build-to line that would establish a stronger expression of urban form with a greater sense of continuity. A required build-to line may be more effective, even with the lower-scale buildings typically associated with light-industrial development, at creating urban form than minimum setbacks that allow taller buildings to be located further from the street wall.

The DOD attempts to tame the massive extent of the industrial building by overcomplicated yet vague direction for building design, building color, building massing and articulation, and building materials. The

DOD does not recognize the contribution that a coherent pattern of site development and landscape materials can make to a unified streetscape. The scale of the setbacks combined with the scale of the building should acknowledge and support the pedestrian-scale of the streetscape.

The DOD requires a minimum building height of three stories and 48 feet on Day Road, and portions of Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road. Unfortunately, the DOD does not specify a minimum depth for this minimum building height along the frontage roads while it does permit sites to consist of combinations of taller buildings and one- and two-story structures elsewhere on the site.

Because there is no on-street parking on any of the frontage streets and parking lots are prohibited from locating between the frontage street and the building, the DOD requirement for a principal entrance to be oriented to Day Road (and, presumably, the other frontage streets) is problematic. Building elements that signify “entry” should be both visible and accessible from the frontage streets, but they also need to be accessible from where visitors and employees will park their cars should they not arrive on foot, on bicycle, or on transit.

In the DOD building location and orientation stipulate that a principal entrance with an orientation to the Day Road frontage, but neither specifies minimum requirements nor refer to a subsequent section with additional detail. This section further requires projects to have a building elevations with a minimum of 20% glazing on Day Road or those corner lots on Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road.

### **High Design Standards – Architecture and Landscape**

Exterior Building Design: Building with exterior walls greater than 50 feet in horizontal length shall be constructed using a combination of architectural features and a variety of building materials and landscaping near the walls. Walls that can be viewed from public streets or public spaces shall be designed using architectural features for at least 60% of the wall. Other walls shall incorporate architectural features for at least 30% of the wall.

Roofs visible from the street are rare elements in industrial developments like Coffee Creek. They are generally limited in use for special purposes like shielding loading docks from inclement weather or helping to identify an important building element like an entrance. All roofs hold the design potential to be “the fifth elevation” of a building. The DOD encourages visible and varied rooflines, but does not address the most common type of roof for industrial buildings: the flat roof with a single-ply membrane. In other industrial areas, building owners and occupants are making use of their roofs to identify themselves to those flying overhead either on their approach to a local airfield or viewing the area on a satellite navigation map like Google Earth. The DOD offers limited guidance on how best to integrate sustainable practices into new projects in Coffee

Creek, saying only that “buildings shall be planned and designed to incorporate green building techniques wherever possible.” The large extent of roof in industrial areas should be an opportunity to specify high-albedo roof materials that reduce the heat-island effect of large development as a minimum and encourage the incorporation of intensive green roofs as well. The Brooklyn Navy Yard Industrial Park has an urban farm installed on one of buildings. Other roof top uses, urban agriculture, might be considered for Coffee Creek.

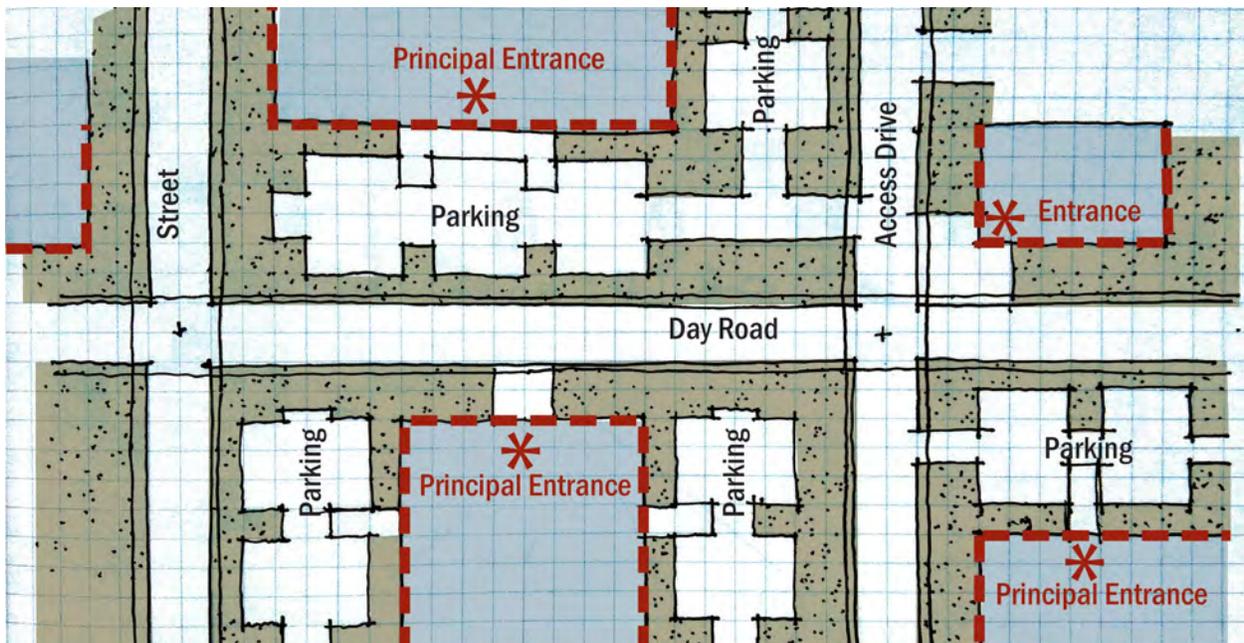
**Efficient Public Review – Administration**

The DOD relies upon a two-stage review process to augment the standards for building design. Staff and the applicant must work together from preliminary plan to final approval and site design review to finalize a design that meets the vision for Coffee Creek and the Day Road Design Overlay (including those limited extents of the frontages of Boones Ferry Road, Kinsman Road, Garden Acres Road, and Grahams Ferry Road abutting Day Road). A form-based code that provides for community needs for notification, information, and input and allows projects to be reviewed under administrative procedures or a more streamlined Design Review Board could have advantages for both applicants and City.

### Sketches

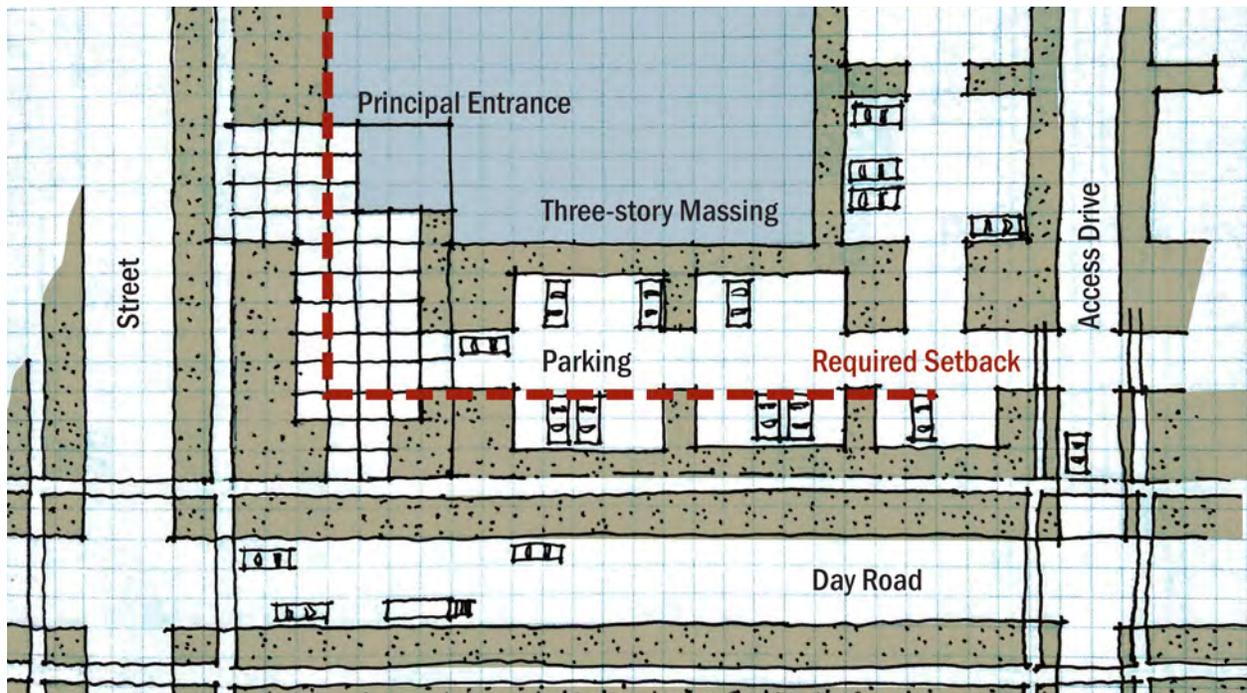
Under the current provisions of the Day Road Design Overlay District, the expected outcome of new development will result in a visually continuous wall of unified high-quality buildings enclosing the public realm along Day Road.

However, because the Day Road Design Overlay District has a minimum, but no maximum, setback and because it does not regulate the location of surface parking lots, incremental development along Day Road may take on a more fragmented and less coherent development pattern than the plan intended. The design intent to reinforce the importance of street corners at significant intersections could also be diminished or lost.



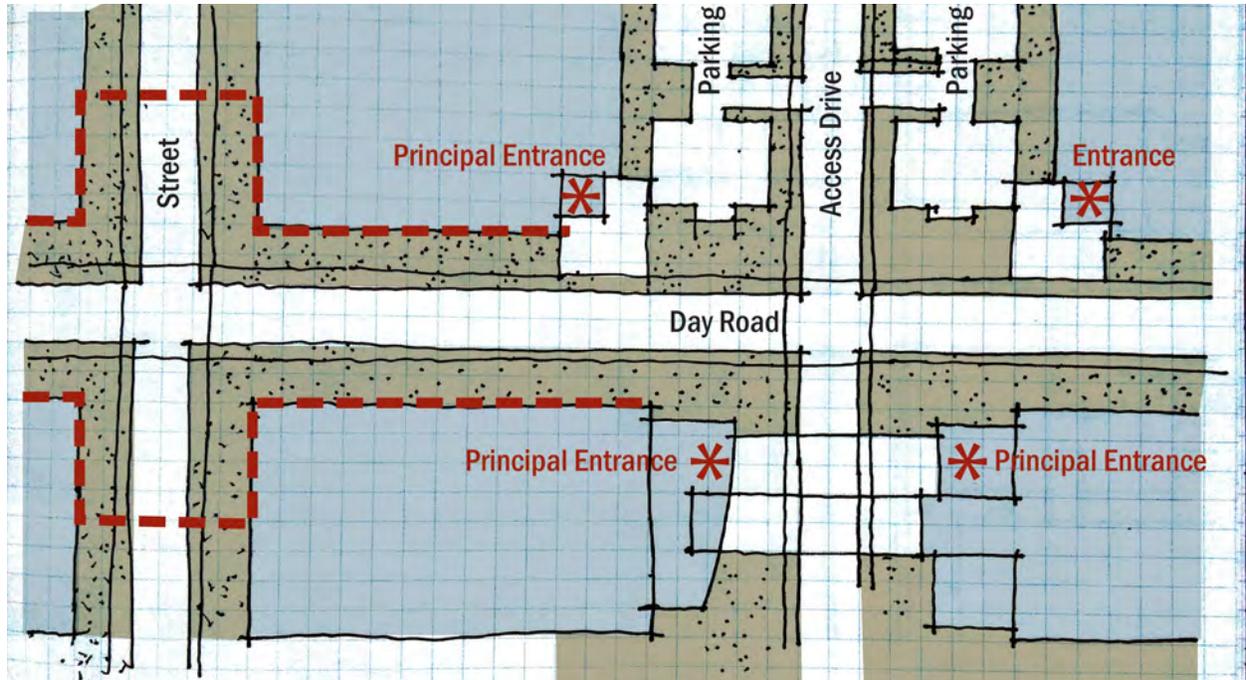
**Illustration 1 - Potential for Disharmonious Development:** Under the provisions of the DOD, there is no assurance that the urban form of the public realm along Day Road will result in a harmonious collection of complementary buildings. Reliance on architectural standards will not overcome fragmented urban form.

By allowing surface parking to be placed in the street setback and failing to define a maximum front yard setback, the emphasis on three-story massing is compromised and the effect of creating a continuous street wall of high-quality buildings is diminished. The requirement that the principal entrance be visible and accessible from Day Road may interfere with the internal functional program of the building and its operations.



**Illustration 2 - Allowing Surface Parking in the Right-of-Way:** The urban form of the required three-story massing is compromised by a lack of maximum allowable setback while permitting surface parking in the frontage zone.

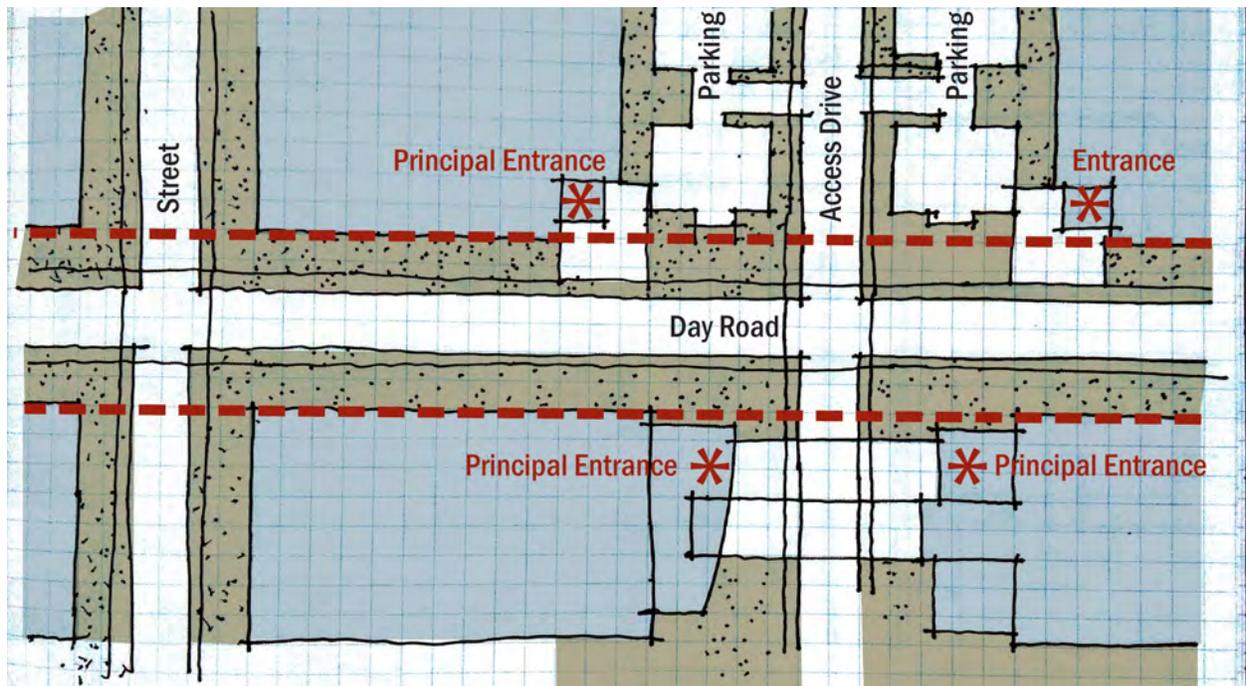
The provisions for building massing and architectural design that apply to Day Road also control building design for those portions of Boones Ferry Road, Kinsman Road, Garden Acres Road, or Grahams Ferry Road within the Day Road overlay zone. The intent is to further reinforce a sense of place along Day Road by “turning the corner” with three-story buildings with high-quality design.



**Illustration 3 - Urban Form that Frames Day Road:** Locating buildings at the front setback line makes effective use of the required three-story massing to reinforce a sense of place along Day Road and at cross streets. By reinforcing the corners of addressing streets with three-story massing supported by high-quality design, a coherent, ordered image and identity for the Coffee Creek area will be communicated.

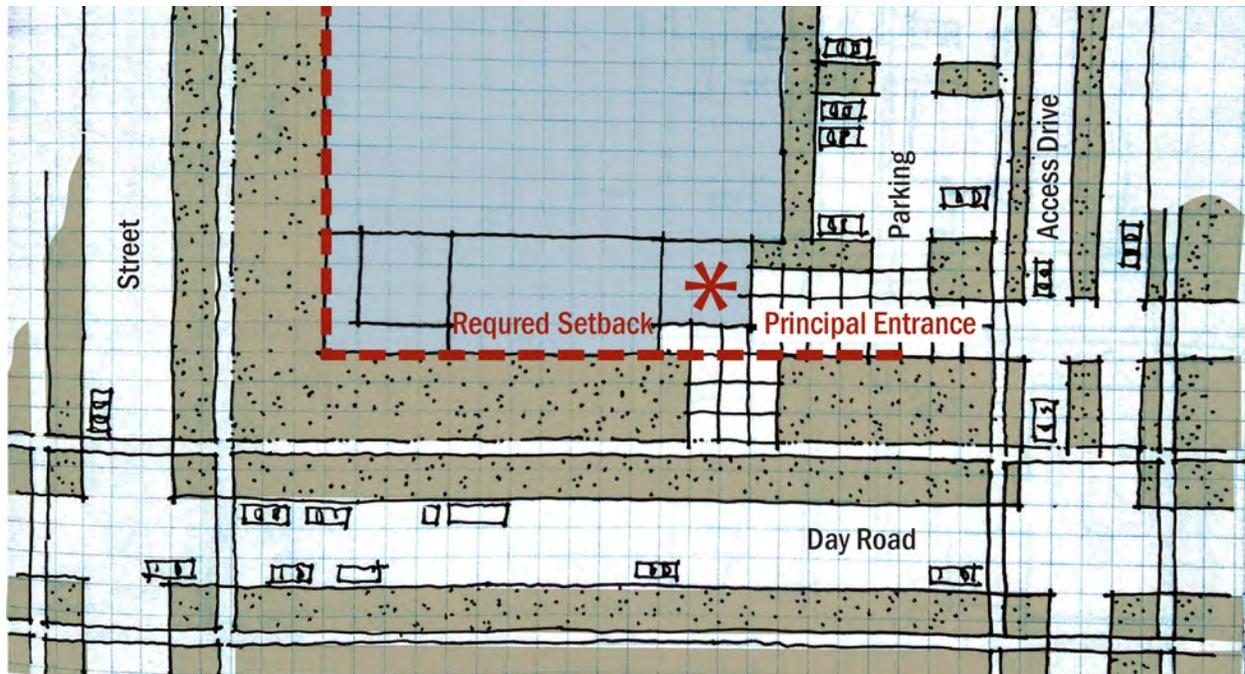
Shorter buildings, built closer to the street, may be as effective at producing the desired urban form along Day Road as three-story buildings while avoiding challenges of locating on-site surface parking lots on the small parcels that characterize the current land ownership pattern.

Building entrances should be both visible and accessible from Day Road and serve as orientation to those driving and simplifying access for those arriving on transit without compromising the internal functional and programmatic needs of an individual building.



**Illustration 4 - Clearly Defined Entries:** The internal programmatic function of new development must be supported by urban- and architectural-design guidelines. Building location and massing reinforce the sense of place along Day Road with clearly defined entrances visible from Day Road. These entrances should be accessible from addressing streets for those arriving on transit and completing their trip on foot as well as those who work or visit and arrive by car. The DOD requirement for entrances on the street-facing facade could compromise the internal functional development –and future adaptability of individual buildings.

Encouraging development to occur along the setback line –treating it as a build-to line– will better support the design intent of the Day Road Design Overlay. The location of the principal building entrance should be functional to the program of the building, accessible to staff and visitors, and serve as an architectural feature visible from Day Road and any access street.

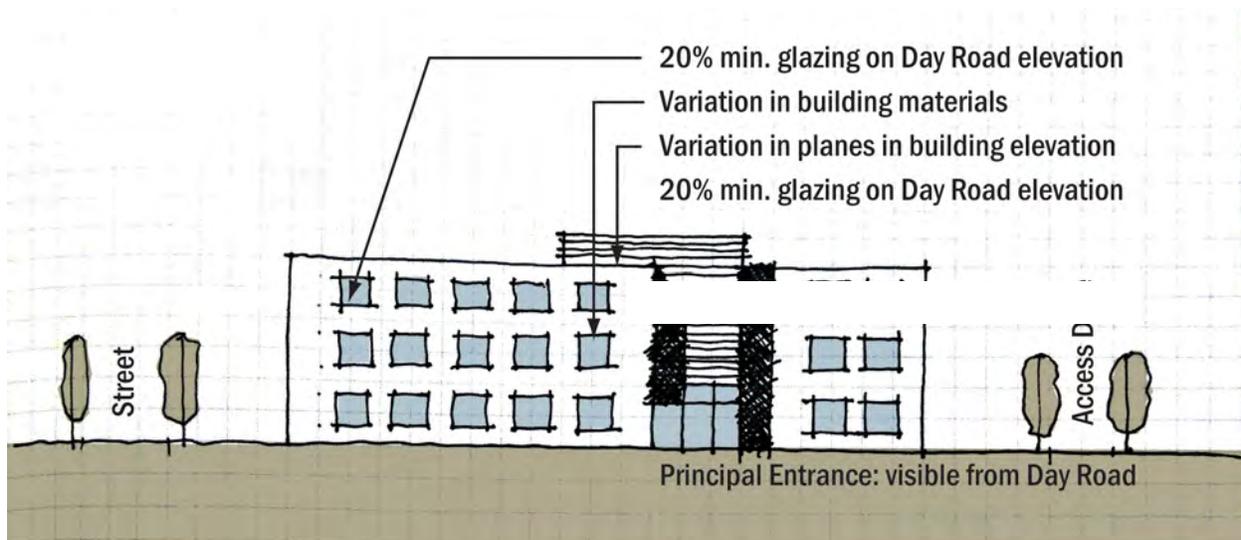


**Illustration 5 - Strong Urban Form:** The urban form intended by the DOD is supported when the required three-story massing is built along the required setback and when the principal entrance is clearly visible from the street, yet accessible to parking as well.

The DOD relies on control of architectural expression to achieve its design goals. Instead of addressing street design and the public realm, it attempts to encourage high-quality design for Day Road with extensive regulations for the design of building elevations. Unfortunately, the guidance for building design provided by the DOD is often confusing or contradictory:

*“Building facade articulation: Both vertical and horizontal articulation is required. If a building is at a corner, all facades must meet the requirement. Incorporation of several of the techniques is the preferred option. The purpose is not to create a standard rigid solution but rather to break up the mass in creative ways.” Section 4.134 (05) 4*

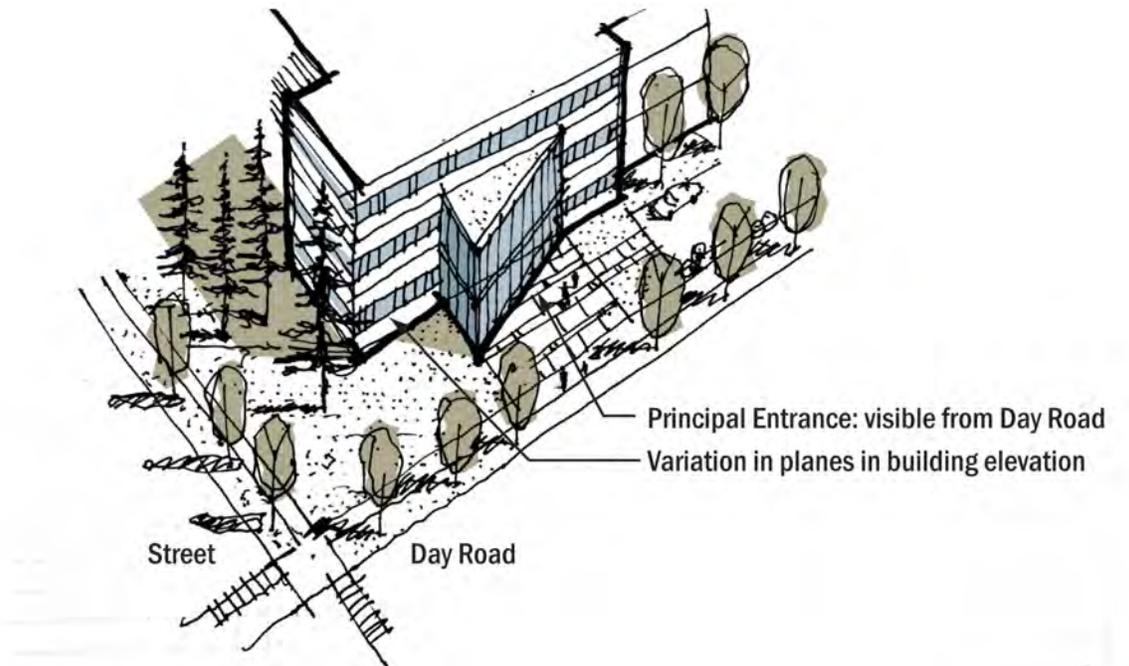
*“Appropriate methods of vertical facade articulation for all buildings include two or more of the following elements: change of material; change of color, texture, or pattern of similar materials; change of structural expression (for example, pilasters with storefronts spanning between at the base and punched openings above); belt course; the division between base and top shall occur at or near the floor level of programmatic division; base design shall incorporate design features such as recessed entries, shielded lighting, and/ or similar elements to preclude long expanses of undistinguished ground level use; differentiation of a building’s base shall extend to a building’s corners but may vary in height.” Section 4.134 (05) 4*



**Illustration 6 - Architectural Design:** *The design guidance in the DOD that promotes variation in the wall planes of building elevations and modulation of their heights will provide the most effective design results. Requiring a significant extent of the primary building facade to be built at the required front setback should support the potential for buildings to be articulated in depth and height.*

*The large scale of industrial roofs can serve as a “fifth” elevation for a given building that expresses a continuation of the architectural design. Well designed roofs may help to offset the “heat island” effect that vast extents of built-up roofing have often contributed in the past.*

The provision for three-story massing with a minimum height limit of 48-feet combined with the large setbacks possible under the DOD eliminates the potential for architectural elements that are commonly used in light industrial zones such as entry lobbies that project from the main building elevation.



**Illustration 7– Common Building Elements are Prohibited:** Human-scaled building extensions that address the street or other points of access are commonly used in light-industrial development to help establish brand identity and reinforce the walkable nature of the public realm.

**Date** 18 January 2014 **DRAFT**

**Project** TGM Code Assistance, Light Industrial Code Amendments, City of Wilsonville, Oregon

**To** Chris Neamtzu

**From** Consultant Team Marcy McInelly, Keith Liden and Joseph Readdy

**Copy** Laura Buhl

**WILSONVILLE COFFEE CREEK  
LIGHT INDUSTRIAL AREA CODE AMENDMENTS**

**Work Task 3.2 – Regulation Memorandum**

*Based on previous feedback, including that received in PMT Meeting #2, Consultant shall write a Regulation Memorandum recommending how the FBC will integrate with City’s existing Planning and Land Development Ordinance. The Regulation Memorandum must include general recommendations for any necessary changes to the existing regulations in order to integrate the new FBC.*

**INTRODUCTION**

The form-based code (FBC) project is organized around a framework that emphasizes multi-modal connections, high design standards, and efficient public review. This memorandum considers portions of the existing Wilsonville Planning and Land Development Ordinance (Chapter 4 of the Wilsonville Code and Wilsonville’s Development Code) as they potentially relate to the FBC proposed for the Coffee Creek Master Plan area. The evaluation of current city standards and review procedures and the recommendations contained in this memorandum should be viewed as preliminary findings to facilitate further discussion and analysis by the city staff, consulting team, and stakeholders.

<b>Organizing Framework</b>	
<b>Major Category</b>	<b>FBC Element</b>
<b>Multi-modal connections</b>	Street design & connectivity
	Site design & circulation
<b>High design standards</b>	Building form
	Architecture and landscape
<b>Efficient public review</b>	Use
	Administration

## REGULATORY ANALYSIS

As the FBC takes shape, it is imperative for it to become an integrated complement to the city's land development code that is concise and easy to understand and administer. A primary purpose of this memorandum is to identify the potential areas of overlap between the existing code and the FBC elements and to ultimately determine the best method for integrating the FBC with the code. The review of the existing city code led to preliminary general recommendations followed by several suggestions pertaining to the FBC elements.

### General Recommendations Regarding Integration

Similar to most land use and development codes, the Wilsonville Planning and Land Development Ordinance is very comprehensive with a combination of generally applied standards (e.g., flood plain and SROZ regulations) and requirements that are specific to certain areas or zoning districts. The proposed FBC would essentially represent a new zoning district applying to properties in the Coffee Creek Master Plan area. The consulting team recommends the following approach for integrating the FBC with the Wilsonville Planning and Land Development Ordinance:

- Delete the Day Road Design Overlay District (DOD), and in its place create a Coffee Creek Industrial District that would include all of the Day Road DOD plus the remainder of the Coffee Creek Master Plan area. The city should also consider applying this designation to properties on the north side of Day Road, should they be annexed in the future.
- Due to the complexity and organization of the city's ordinance, FBC standards pertaining to allowed uses, street system and on-site circulation, site design, building form and architecture, and landscaping and screening should be "self-contained" provisions within the Coffee Creek Industrial District. In some cases, the development standards may be the same as for other districts, but extensive cross referencing makes any ordinance less user –friendly and more difficult to comprehend.
- The Coffee Creek Industrial District should generally refer to specific city ordinance sections for requirements that are common to all development in the city, such as the SROZ (Significant Resource Overlay Zone). Signs may also be in this category, but this will require additional review for potential modification of sign regulations as they apply in the Coffee Creek Industrial District.
- Continue to evaluate the pros and cons of a mandatory FBC district for the Coffee Creek area versus an incentive approach for developers to follow the FBC provisions. This would include determining the nature of the incentives and their anticipated effectiveness as well as addressing how desired design outcomes will be achieved if the regulatory path varies between adjoining properties.
- The city's general approach to regulating land uses and development relies upon flexibility, waivers, and certain level of negotiation. While this approach has worked well for the city, too much flexibility could undermine the proposed FBC. As the FBC is developed, it should distinguish between flexible and mandatory requirements.

### Multi-Modal Connections – Street Design and Connectivity

This FBC element pertains to public streets and rights-of-way. The character of the street network and the design of the streets themselves are important factors especially for their influence on promoting multi-modal transportation. The city normally imposes a 530-foot maximum spacing between local streets along with a maximum spacing of 330 feet for pedestrian and bicycle routes.

**Recommendation:** As has been acknowledged by city staff and the consulting team, having a finer-grained grid to accommodate multi-modal transportation is contrary to many industrial uses, which require large consolidated sites and buildings. The FBC should have a regulating plan, which provides standards and guidelines that clearly articulate where vehicular, pedestrian, and bicycle access is necessary, while offering flexibility regarding how connectivity is achieved.

**Recommendation:** Because of the distance of the Coffee Creek area from residential neighborhoods, it will be rare for employees to walk to work regardless of the quality of the facilities. On the other hand, many neighborhoods are within easy bicycling distance of 1 to 3 miles. The normal improvement standards for major streets include a 6-foot wide bike lane adjacent the travel lane. Experience is showing that while these facilities may technically be safe, they are not comfortable or popular with cyclists. As part of the FBC, the city should consider designating several key routes (e.g., Kinsman Road) for improved bicycle facilities noted in the Wilsonville TSP, such a separated cycle track.

### **Multi-Modal Connections – Site Design and Circulation**

The FBC element complements the public street system by providing multi-modal circulation systems on development sites. Clearly delineated and direct pedestrian routes connecting building entrances with public walkways, parking, and transit stops are examples of what a good on-site circulation should have.

**Recommendation:** Because the Coffee Creek area will not have a fine-grained public street network, having a pedestrian, bicycle, and vehicular circulation system that provides good internal circulation and connections between properties will be essential. The basic on-site circulation requirements in the code should be supplemented in the Coffee Creek area with requirements to provide the circulation system shown in the regulating plan.

### **High Design Standards – Building Form**

Building form is addressed in the existing city standards, especially within the Day Road DOD. However, the standards do not appear to accommodate the types of building form needed by potential businesses interested in this location.

**Recommendation:** The Day Road DOD should be replaced by a new zoning district, which includes the entire Coffee Creek area. The new FBC is proposed to organize building form requirements according to the different street types in the district. For example, Day Road could have certain design requirements unique to this street.

### **High Design Standards – Architecture and Landscape**

Similar to building form, the design standards regulating architecture in the Day Road DOD have been recognized as being problematic.

**Recommendation:** The Day Road DOD should be replaced by a new zoning district that includes the entire Coffee Creek area. Similar to building form, the new FBC is proposed to organize architecture and landscape requirements according to the different street types in the district.

**Efficient Public Review – Use**

Industrial zoning districts in the city allow limited amounts of commercial, retail, and other non-industrial uses. The limitations are applicable to each individual property and industrial development.

**Recommendation:** *New standards for non-industrial uses should be developed for the Coffee Creek area, which reflect its status as an important industrial district.*

**Recommendation:** *The method for allowing non-industrial uses should perhaps be determined in the regulating plan rather than allowing all properties, regardless of location, to be eligible for commercial and retail uses. For example, the regulating plan could identify specific areas where non-industrial uses will be allowed, or even encouraged, to provide convenient services for the businesses and their employees within Coffee Creek and surrounding industrial areas.*

**Efficient Public Review – Administration**

A more streamlined review process has been mentioned as a possible incentive to development using the FBC.

**Recommendation:** *The form of such a streamlined process should be discussed further with the city staff. Streamlining often takes the course of an administrative or staff decision with clear and objective criteria. This is a different approach from the city's normal planned development/site design review with the DRB having a significant degree of autonomy.*

**DEVELOPMENT STANDARDS SUMMARY TABLE**

The Development Standards Summary Table below highlights the existing regulations in the Wilsonville Planning and Land Development Ordinance, which are regarded as the provisions most likely to be integrated with, or modified to be consistent with, the proposed FBC. It is intended to serve as a reference during the development of the FBC to ensure clear and effective integration with all of the city’s development requirements.

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
<b>Street Design and Connectivity</b>		
<b>Connection Spacing</b>	<p>§4.135(.04) states that the PDI Zone shall have the same block and access standards as the PDC zone, §4.131(.02) &amp; (.03), which require a maximum 530’ spacing between local streets &amp; a maximum 330’ distance between pedestrian &amp; bicycle crossings. The DRB may waive these requirements.</p> <p><i>As the staff &amp; consulting team have discussed, the spacing standards will not always be practical in an industrial setting. The FBC should provide alternative standards.</i></p>	4.135 PDI – Planned Development Industrial Zone
<b>Connection Type</b>	<p>§4.177(.02) give the City Engineer authority to determine street design based upon “Chapter 3 of the Transportation System Plan &amp; the additional street design standards in the Public Works Standards.”</p> <p><i>This should be amended or supplemented in the FBC to refer to the Coffee Creek regulating plan for street design guidance.</i></p>	4.177 Street Improvement Standards
	<p>§4.177(.02) also contains other provisions for street design including vision clearance, maximum cul-de-sac length, etc.</p> <p><i>These standards are consistent with FBC elements.</i></p>	4.177 Street Improvement Standards
	<p>§4.177(.03) to (.10) specify standards for sidewalks, bike facilities, pathways, transit improvements, access drives &amp; intersection spacing.</p>	4.177 Street Improvement Standards

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
	<i>These standards are consistent with FBC elements.</i>	
<b>Site Design and Circulation</b>		
<b>Site Access</b>	<p>§4.154(.01) requires separated &amp; direct pedestrian connections between parking, entrances, street ROW &amp; open space, but does not specify transit stops.</p> <p><i>Standards appear consistent with FBC elements, however acknowledgement of transit access should be included.</i></p>	4.154 On-Site Pedestrian Access & Circulation
	<p>§4.155(.03) D. requires connection of adjoining parking areas on different properties “where possible.”</p> <p><i>Standards are consistent with FBC elements.</i></p>	4.155 General Regulations – Parking, Loading & Bicycle Parking
	<p>§4.167(.01) states the city shall define points of access.</p> <p><i>Requirement is consistent with FBC elements.</i></p>	4.167 General Regulations – Access, Ingress & Egress
	<p>§4.134(.05) E contains requirements for pedestrian walkways.</p> <p><i>The requirements appear to be consistent with the FBC elements.</i></p>	4.134 Day Road Design Overlay District
<b>Parking Location</b>	<p>§4.155 does not contain any location requirements (e.g., to side or rear of buildings) other than buffered setbacks for parking lots.</p> <p><i>Standards do not support FBC elements by not requiring buildings to address the street and placing parking to the rear or side.</i></p>	4.155 General Regulations – Parking, Loading & Bicycle Parking
	<p>§4.134(.05) E requires employee parking to be located to the rear of the building (with an option for side location if a rear location is not feasible). Visitor parking is permitted in front of the building.</p>	4.134 Day Road Design Overlay District

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
	<p><i>The requirement appears to be consistent with the FBC elements.</i></p> <p><i>The extent and character of any parking in the front of the building will need to be evaluated by staff, consulting team &amp; stakeholders.</i></p>	
<b>Parking Design</b>	<p>§4.155(.02) &amp; (.03) require screening &amp; buffering on perimeter along with islands/trees within larger parking areas.</p> <p><i>Standards are generally consistent with FBC elements, but modification may be needed along street frontages.</i></p>	4.155 General Regulations – Parking, Loading & Bicycle Parking
	<p>§4.155(.04) contains design standards for bike parking.</p> <p><i>Standards are consistent with FBC elements.</i></p>	4.155 General Regulations – Parking, Loading & Bicycle Parking
<b>Natural Area &amp; Tree Protection</b>	<p>§4.171(.04) calls for development to be designed to protect trees.</p> <p><i>Standards are consistent with FBC elements. FBC standards for site design &amp; building placement will need to enable tree protection.</i></p>	4.171 General Regulations – Protection of Natural Features & Other Resources
<b>Site Design</b>	<p>§4.175(.01) to (.04) call for site design &amp; lighting to deter crime.</p> <p><i>Standards are consistent with FBC elements.</i></p>	4.175 Public Safety and Crime Prevention
	<p>§4.179(.01) to (.08) require solid waste storage areas within or outside of the building. There are no requirements regarding exterior locations other than §4.179(.07) that requires coordinating access with the waste hauler.</p> <p><i>Any location standards for exterior storage in the FBC will need to be coordinated with this section.</i></p>	4.179 Mixed Solid Waste & Recyclables Storage

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
	<p>§4.430(.02) has location standards stipulating that outdoor storage areas may only be located in the side or rear yard. §4.430(.03) &amp; (.04) have design (including screening) &amp; access standards.</p> <p><i>Standards appear to be consistent with FBC elements.</i></p>	4.430 Location, Design and Access Standards for Mixed Solid Waste & Recycling Area
	<p>§4.135(.05) M does not require any specific location for storage on the site. It does require a “sight obscuring fence or planting not less than 6 feet in height.”</p> <p><i>As observed during the staff/consulting team field visit, this standard has not led to ideal results, and the FBC should address this issue.</i></p>	4.135 PDI – Planned Development Industrial Zone
	<p>§4.135.5 M does not require any specific location for storage on the site. It does require a “sight obscuring fence or planting not less than 6 feet in height.”</p> <p><i>As observed during the staff/consulting team field visit, this standard has not led to ideal results, &amp; the FBC should address this issue.</i></p>	4.135.5 PDI-RSIA – Planned Development Industrial - Regionally Significant Industrial Area Zone
	<p>§4.320 generally requires underground utilities and §4.310 allows for exceptions for certain utility facilities, such as transformers, high voltage lines, &amp; wireless communication facilities.</p> <p><i>This should be consistent with FBC elements.</i></p>	4.300 to 4.320 Underground Utilities
	<p>§4.118(.05) allows the approval authority to require recreation facilities “consistent with adopted park standards and Parks and Recreation Master Plan”, open space area, or easements.</p> <p><i>This authority to condition development should be supportive of FBC elements.</i></p>	4.118 Standards Applying to all Planned Development Zones

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
<b>Building Form</b>		
<b>Setbacks (Front, Side, Rear)</b>	<p>§4.180(.01) allows certain “non-structural architectural features” to project into yard areas.</p> <p><i>This should be consistent with FBC elements.</i></p>	4.175 Exceptions and Modifications – Projections into Required Yards
	<p>§4.134(.05) C contains requirements for building setbacks.</p> <p><i>The FBC requirements may vary by street frontage type, requiring modification to these standards.</i></p>	4.134 Day Road Design Overlay District
	<p>§4.135(.06) requires a minimum front, side &amp; rear setbacks of 30 feet.</p> <p><i>The FBC requirements may vary by street frontage type, requiring modification to these standards.</i></p>	4.135 PDI – Planned Development Industrial Zone
	<p>§4.135.5(.06) requires a minimum front, side &amp; rear setbacks of 30 feet.</p> <p><i>The FBC requirements may vary by street frontage type, requiring modification to these standards.</i></p>	4.135.5 PDI-RSIA – Planned Development Industrial - Regionally Significant Industrial Area Zone
<b>Massing (Height, Coverage)</b>	<p>§4.134(.07) D contains requirements for building height.</p> <p><i>The FBC requirements may vary by street frontage type, requiring a modification to these standards.</i></p>	4.134 Day Road Design Overlay District
	<p>§4.134(.06) contains requirements for infill construction, which requires building “proportions” &amp; height to respond to the design of neighboring buildings.</p> <p><i>This approach may conflict with the approach of the FBC. In addition, the FBC requirements may vary by street frontage type, also requiring modifications to these standards.</i></p>	4.134 Day Road Design Overlay District
<b>Building Orientation</b>	<p>§4.134(.05) B contains requirements for building location &amp; orientation, setbacks &amp; building height.</p>	4.134 Day Road Design Overlay District

Development Standards Table		
	Existing Standard(s)	Citation
	<i>The FBC requirements may vary by street frontage type, requiring a modification to these standards.</i>	
Architecture and Landscape		
<b>Frontage Requirements (Percentage of Frontage along Build-To Line; Frontage Types Required)</b>	<p>§4.134(.06) contains requirements for infill construction, which requires buildings to respond to the design and setbacks of neighboring buildings. There are no build-to line requirements.</p> <p><i>This approach may conflict with the approach of the FBC. In addition, the FBC requirements may vary by street frontage type, also requiring modifications to these standards.</i></p>	4.134 Day Road Design Overlay District
<b>Building Design and Façade Treatment</b>	<p>§4.134(.05) E contains requirements for building design including green building techniques, exterior design &amp; articulation, finish materials, colors, &amp; roof design.</p> <p><i>The FBC requirements may vary by street frontage type, requiring a modification to these standards.</i></p>	4.134 Day Road Design Overlay District
	<p>§4.134(.06) contains requirements for infill construction, which requires building composition, detailing, materials, &amp; color to respond to the design of neighboring buildings.</p> <p><i>This approach may conflict with the approach of the FBC. In addition, the FBC requirements may vary by street frontage type, also requiring modifications to these standards.</i></p>	4.134 Day Road Design Overlay District
<b>Landscaping</b>	<p>§4.176(.02) C to I contain a variety of screening and buffering types to be used in different circumstances.</p> <p><i>Standards appear consistent with FBC elements. The FBC screening standards may vary by street frontage type, requiring a modification to these standards.</i></p>	4.176 Landscaping, Screening & Buffering

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
	<p>§4.176(.03) requires a minimum of 15% landscaped area &amp; that 10% of parking areas be landscaped.</p> <p><i>Standards appear consistent with FBC elements. The FBC &amp; this section will need to be consistent.</i></p>	4.176 Landscaping, Screening & Buffering
	<p>§4.176(.04) specifies the types &amp; quality of landscaping materials. §4.176(.04) C allows the DRB to require “larger and more mature plant materials” for buildings with footprints exceeding 50,000 s.f.</p> <p><i>Standards appear consistent with FBC elements. The FBC &amp; this section will need to be consistent.</i></p>	4.176 Landscaping, Screening & Buffering
	<p>§4.176(.04) D specifies the size &amp; acceptable varieties of street trees. Tree caliper requirements vary according to street type (arterial, collector &amp; local).</p> <p><i>Standards appear consistent with FBC elements. The FBC landscaping requirements by street type should be coordinated with this code section.</i></p>	4.176 Landscaping, Screening & Buffering
	<p>§4.176(.04) F encourages preservation of existing trees by offering a “tree credit”</p> <p><i>This is consistent with FBC elements.</i></p>	4.176 Landscaping, Screening & Buffering
	<p>Figure 26 at the end of §4.176 illustrates a “partially sight-obscuring fence” that appears to be chain link with slats.</p> <p><i>As discussed during the field visit, this type of screening technique has been problematic and probably should be amended city-wide.</i></p>	4.176 Landscaping, Screening & Buffering
	<p>§4.199.30 establishes “lighting zones” (LZ), which cover the entire city (Figure 30). LZ 2 applies to all of Coffee Creek. §4.199.40 (.01) contains the requirements for non-</p>	4.199 Outdoor Lighting

<b>Development Standards Table</b>		
	<b>Existing Standard(s)</b>	<b>Citation</b>
	<p>residential uses.</p> <p><i>Based upon conversation with city staff, these standards are intended to continue to apply to the Coffee Creek Master Plan area.</i></p>	
	<p>§4.610.10 contains the standards for tree removal, relocation or replacement. The burden is placed on the applicant to demonstrate that tree removal is appropriate &amp; necessary. §4.610.10(.01) C encourages consideration of "development alternatives" to preserve wooded areas &amp; trees.</p> <p><i>These standards appear to be consistent with FBC elements. The FBC should have sufficient flexibility to allow site designs that will preserve significant trees.</i></p>	4.600 to 4.640 Tree Preservation & Protection
<b>Signs</b>	To potentially be considered at a later date.	4.156.08 Sign Regulations in the PDC, PDI & PDF Zones
<b>Use</b>		
<b>Permitted Uses</b>	<p>§4.131(.01) includes commercial uses permitted in the PDC Zone. By reference, these uses may also be allowed in the PDI Zone.</p> <p><i>Because of its emphasis on development form, the uses allowed should not pose any conflicts with FBC elements.</i></p>	4.131 PDC – Planned Development Commercial Zone
	<p>§4.135(.03) lists a variety of permitted industrial uses plus commercial uses permitted in the PDC Zone. §4.135(.03) O limits commercial uses to 5,000 s.f. in single building &amp; 20,000 s.f. per site. §4.135.5(.03) O 2 limits office complex use to 30% of total floor area.</p> <p><i>Because of its emphasis on development form, the uses allowed should not pose any conflicts with FBC elements. However, the city</i></p>	4.135 PDI – Planned Development Industrial Zone

Development Standards Table		
	Existing Standard(s)	Citation
	<i>would like to revisit the standards governing the amount of non-industrial use allowed.</i>	
	<p>§4.135.5(.03) lists a variety of permitted industrial uses plus commercial uses permitted in the PDC Zone. §4.135.5(.03) I limits commercial uses to 3,000 s.f. in single building &amp; 20,000 s.f. per site. §4.135.5(.03) J limits residential use to 10% of total floor area.</p> <p><i>Because of its emphasis on development form, the uses allowed should not pose any conflicts with FBC elements. However, the city would like to revisit the standards governing the amount of non-industrial use allowed.</i></p>	4.135.5 PDI-RSIA – Planned Development Industrial - Regionally Significant Industrial Area Zone
Administration		
<b>Review Process</b>	<p>This section describes the zone change code amendment process.</p> <p><i>This section will clearly be applicable to the adoption of the FBC regulating plan &amp; approval standards.</i></p>	4.197 Zone Changes and Amendments to this Code - Procedure
	<p>§4.140(.02) allows planned development on sites that are over 2 acres. The remainder of the section describes the review process including zone change, preliminary approval (Stage 1) &amp; final approval (Stage 2).</p> <p><i>The FBC review process will be developed as part of the draft &amp; subsequent review by staff &amp; stakeholders.</i></p>	4.140 Planned Development
	<p>§4.400(.02) explains the purpose of site design review, which is to improve the quality of new development.</p> <p><i>This section is consistent with the FBC elements.</i></p>	4.400 Site Design Review

Development Standards Table		
	Existing Standard(s)	Citation
	<p>§4.421 lists the design standards. §4.421(.06) allows the approval authority to specify paint color &amp; finish materials.</p> <p><i>This section appears to be consistent with the FBC elements, but it should be reviewed for potential conflict as the draft is developed.</i></p>	4.400 Site Design Review
	<p>§4.440 covers the site design review process.</p> <p><i>This section appears to be consistent with the FBC elements.</i></p>	4.400 Site Design Review
	<p>§4.134(.04) describes the review process, which includes “Stage One – Preliminary Plan, Stage Two – Final Approval &amp; Site Design Review.” §4.134(.05) states that in addition to standards in §4.134, Sections 4.400-4.421 (Site Design Review) shall also apply.</p> <p><i>The FBC review process will be developed as part of the draft &amp; subsequent review by staff and stakeholders.</i></p>	4.134 Day Road Design Overlay District
	<p>§4.184(.01) grant conditional use approval authority to the DRB. §4.184(.02) to (.08) have specific requirements (or references) for private parks, public buildings, utility structures &amp; service stations.</p> <p><i>This section appears to have minimal relevance to the FBC elements, but consistency should be confirmed.</i></p>	4.184 Conditional Use Permits - Authorization
	<p>§4.189 addresses non-conforming uses. §4.190 deals with non-conforming structures. §4.191 controls non-conforming site conditions, &amp; §4.192 applies to non-conforming lots.</p> <p><i>As noted during consultant – staff discussions, nonconforming uses, structures &amp; site conditions would be</i></p>	4.189 to 4.192 Non-Conforming Situations

Development Standards Table		
	Existing Standard(s)	Citation
	<i>prevalent if the Coffee Creek areas were annexed today. If rezoning and development approval are necessary prior to annexation, this may not be an important issue.</i>	
	<p>§4.196 (.01) contains the variance approval criteria.</p> <p><i>The variance provisions appear to be supportive of the FBC elements &amp; their administration.</i></p>	4.196 Variances
	<p>The provisions in Chapter 4 govern the land division process &amp; requirements.</p> <p><i>The land division chapter is consistent with the FBC elements.</i></p>	4.200 to 4.290 Land Divisions
	<p>§4.118 (.03) specifies the development standards that may/may not be waived or may be modified through conditions of approval.</p> <p><i>The waiver provisions should be evaluated carefully as the FBC is being developed. Some of the flexibility contained in this section could be detrimental to the intent of the FBC.</i></p>	4.118 Standards Applying to all Planned Development Zones



City of Wilsonville

**PLANNING COMMISSION  
WEDNESDAY, FEBRUARY 19, 2014**

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**IX. OTHER BUSINESS**

- A. 2014 Planning Commission Work Program

## 2014 Annual Planning Commission Work Program

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
February 13-15	Smart Growth Conference		
February 19 Rescheduled PC meeting	2013 Bicycle and Pedestrian Connectivity Action Plan  Basalt Creek Concept Plan Update	Goal 10 Housing Needs Analysis  Industrial Form-Based Code	
March 12	Frog Pond / Advance Rd Planning Project Update	Industrial Form-Based Code	Goal 10 Housing Needs Analysis
April 9		Goal 10 Code Amendments	
May 14			

### 2014

- 1 5-year Infrastructure Plan
- 2 Asset Management Plan
- 3 **Basalt Creek Concept Planning**
- 4 Code Amendments to the Solid Waste and Recycling Section of the WC
- 5 Community Investment Initiative
- 6 Climate Smart Communities (Metro)
- 7 **Density Inconsistency Code Amendments**
- 8 **Development Code amendments related to density**
- 9 **Industrial Form-Based Code**
- 10 **Frog Pond / Advance Road Concept Planning**
- 11 **Goal 10 Housing Plan**
- 12 **Old Town Code Amendments**
- 13 Parks & Rec MP Update - Rec Center/Memorial Park Planning
- 14 French Prairie Bike/Ped Bridge

\*Projects in bold are being actively worked on in preparation for future worksessions



City of Wilsonville

**PLANNING COMMISSION**  
**WEDNESDAY, FEBRUARY 19, 2014**

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**X. INFORMATIONAL ITEMS**

- A. 2013 Bicycle and Pedestrian Connectivity Action Plan

**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date: February 19, 2014</b>	<b>Subject: Three-Year Bicycle and Pedestrian Connectivity Action Plan</b>  <b>Staff Members: Katie Mangle</b> <b>Departments: Community Development</b>
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b>

<b>Staff Recommendation: N/A</b>
<b>Recommended Language for Motion:</b>

<b>PROJECT / ISSUE RELATES TO:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities <b>Goal 4.</b> Clear Vision and Community Design <b>a.</b> Develop a plan to improve bike and pedestrian connectivity throughout the community and integrate the plan in the City's Capital Improvement Plan.	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

## **EXECUTIVE SUMMARY:**

In 2013, Wilsonville City Council established a set of goals, one of which was to “Develop a plan to improve bike and pedestrian connectivity throughout the community and integrate the plan in the City’s Capital Improvement Plan.” Staff from the Community Development department and SMART transit collaborated on an Action Plan to articulate the City’s vision for connecting the community and outline the near-term priorities for implementation.

The City has many long-range plans that clearly identify needs, outline future connections, and plan for specific actions to improve connections within the community. These plans include the recently adopted Transportation System Plan (TSP), the 2008 Transit Master Plan, 2006 Bicycle and Pedestrian Master Plan, and 2007 Parks and Recreation Master Plan. All of these long-range plans share a vision of a community connected by sidewalks, bikeways, and trails.

Developing a new plan to connect the community was not necessary to achieve Council’s goal. Instead, staff focused on articulating this shared vision and explaining how the City is implementing these adopted plans over the next few years. The product of this effort is the Bicycle and Pedestrian Connectivity Action Plan, which integrates existing information about capital projects, parks projects and programs, SMART programs, development planning, and regional projects.

The primary outcome of the Bicycle and Pedestrian Connectivity Action Plan, which is available in two formats:

1. the Bicycle and Pedestrian Connectivity Action Plan brochure (see Attachment A),
2. the Action Plan website: <http://www.wilsonvilleconnectivity.com>, which contains more detail about the projects and programs

Staff also created a unified table of projects and programs for near-term implementation, to be integrated into the Capital Improvement Plan, annual work plans, and budgets. The table includes information on the funding source, schedule, next action items, and responsible department/ staff member.

## **EXPECTED RESULTS:**

The Action Plan brochure and website will serve as a “clearinghouse” for people who are interested in walking and biking around Wilsonville. Information that is otherwise found in many different places is gathered here to illustrate what the City is undertaking. The performance measures will help the community track progress over time.

## **TIMELINE:**

The project is complete. During January the City will promote the website, and SMART will integrate the brochure into its outreach efforts throughout the year. Community Development staff plan to update the Action Plan annually.

## **COMMUNITY INVOLVEMENT PROCESS:**

This Action Plan is conveying projects, programs, and priorities that evolved from other

planning processes. The public engagement that created those plans is not being repeated. This Action Plan is instead focused on communicating with the community how those plans are being implemented.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY**

Staff from Planning, SMART, and Parks frequently field questions from community members and the press about Wilsonville's accomplishments, e.g., how many miles of bike lanes has Wilsonville created? When will the next Wilsonville Sunday Streets be? Creating one easy-to-digest place for articulating activities underway and measures of success will make it easier for many people to understand how planned improvements are moving from vision to implementation.

**ATTACHMENTS:**

1. [2013 Wilsonville Bicycle and Pedestrian Action Plan](#)