



PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 13, 2023

WORK SESSION

3. Coffee Creek Assessment (Luxhoj) (60 minutes)



PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: September 13, 2023		Subject: Coffee Creek Code Assessment	
		Staff Member: Cindy Luxhoj AICP, Associate Planner	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd 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		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		Comments:	
Staff Recommendation: Provide requested input on direction of possible Development Code amendments to the Coffee Creek Industrial Design Overlay District.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> Adopted Master Plan(s): Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COMMISSION

When the Coffee Creek Industrial Design Overlay District form-based code (FBC) was adopted in 2018 for the Coffee Creek Master Plan area it was subject to a pilot period of three completed development applications or five years, both of which have been achieved. Staff has initiated an assessment of the FBC and is seeking input from Planning Commission on the direction of possible Development Code amendments to the FBC standards and review process.

EXECUTIVE SUMMARY:

The City adopted the Coffee Creek Master Plan in 2007 to guide industrial development in the Coffee Creek area. In 2018, the City adopted the Coffee Creek Industrial Design Overlay District form-based code (FBC; Development Code Section 4.134) and accompanying Pattern Book to establish clear and objective regulations and guidelines for the area. These standards guide street design and connectivity, site design, circulation, building form and architecture, and landscaping for future development.

To facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek, two land use review tracks were established:

- Class 2 Administrative Review of applications meeting all the clear and objective standards of the FBC.
- Development Review Board (DRB) review of applications requesting one or more waivers to the standards.

The City also modified procedures governing City Council review of annexations and Zone Map amendments in Coffee Creek. These modifications allow for City Council review of the requests without prior review or recommendation by the DRB, thus facilitating concurrent processing with other related development permit applications for a project, such as Stage 1, Stage 2, Site Design Review, etc.

When adopted, the FBC standards and review process was subject to a pilot period of three completed development applications or five years, whichever comes first. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area (see Attachment 1); thus, staff is assessing the FBC. This review will enable the City to determine whether adjustments are warranted to the standards, process, or both, to achieve the overall objective of providing a clear and quick development review process that fosters creation of a connected, high-quality employment center in the Coffee Creek Industrial Area.

To date, staff has reviewed the timeline to land use approval for the four completed development projects in Coffee Creek (see Attachment 2) and types of requested waivers to the FBC standards (see Attachment 3). The timeline to approval, from complete application to final land use approval has varied from roughly three (3) to seven (7) months. Each application applied for at least one waiver triggering review by the DRB and so, to date, the Class 2 review process has not been utilized. Waivers requested have been for driveway width on a Supporting Street, parking location and use at the front of a building on an Addressing Street, retaining wall height and design, and building entrance canopy and ground floor ceiling height, among others.

In July 2023, staff conducted three focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the FBC to inform the current assessment (see Attachment 4). Earlier this month, staff engaged in a follow-up discussion with one of the applicants to understand in more depth which of the FBC standards could more

closely align with current and future needs of prospective industrial users in the Coffee Creek area.

In regards to process, applicants stated a preference for more definite guidance upfront from City staff about specific Code requirements and the development review timeline. They also desired more frequent communication about application deficiencies during completeness review and preparation of the land use decision so that they could address issues as they arose. Many of these comments about the timeliness and predictability of the development permit process were not specific to the FBC, and when applicants focused on Coffee Creek their comments were mostly positive. The ability to take an application to City Council public hearing prior to Development Review Board review was greatly appreciated and added appreciable time savings to the process. Related to the FBC standards, applicants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests, which will help inform discussions about what Code amendments could improve and streamline the development review process while maintaining the desired high-quality design in the Coffee Creek Industrial Area (see Attachment 5).

Based on this initial work, it appears that the land use review process is overall working as designed to facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek. Concurrent City Council review of annexations and Zone Map amendments, which all four projects requested, in particular is enabling a more streamlined land use review process. However, none of the projects has been able to meet all the FBC standards and utilize the Class 2 Administrative Review track. Rather, they all have required at least one waiver and, thus, review by DRB, which has resulted in longer timelines to obtaining approval.

Therefore, staff has determined that modification to the land use review tracks and process is not needed. However, staff is recommending slight adjustments to the FBC standards to make compliance more achievable for applicants, with the objective of enabling applicants to use the Class 2 Administrative Review track while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

At this work session, staff is seeking the following feedback from the Planning Commission:

- What questions does the Planning Commission have about the Coffee Creek Code Assessment project?
- Does Planning Commission agree with the direction of possible Development Code amendments described by staff that maintains the review process and focuses on adjusting the form-based code standards to reduce the need for waiver requests?

EXPECTED RESULTS:

Feedback from the meeting will guide completion of a package of draft Development Code amendments that staff will present to Planning Commission for feedback at the December 2023 meeting.

TIMELINE:

A Planning Commission public hearing on the Development Code amendments is expected in February 2024 with City Council adoption in March or April 2024.

CURRENT YEAR BUDGET IMPACTS:

Funding for the Coffee Creek Code Assessment work is allocated in the FY2023-24 Planning Division budget.

COMMUNITY INVOLVEMENT PROCESS:

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Refinement of the Coffee Creek FBC to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live and work in these industrial areas.

ALTERNATIVES:

Alternatives include:

- Make no modifications to the Coffee Creek Industrial Design Overlay District standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

ATTACHMENTS:

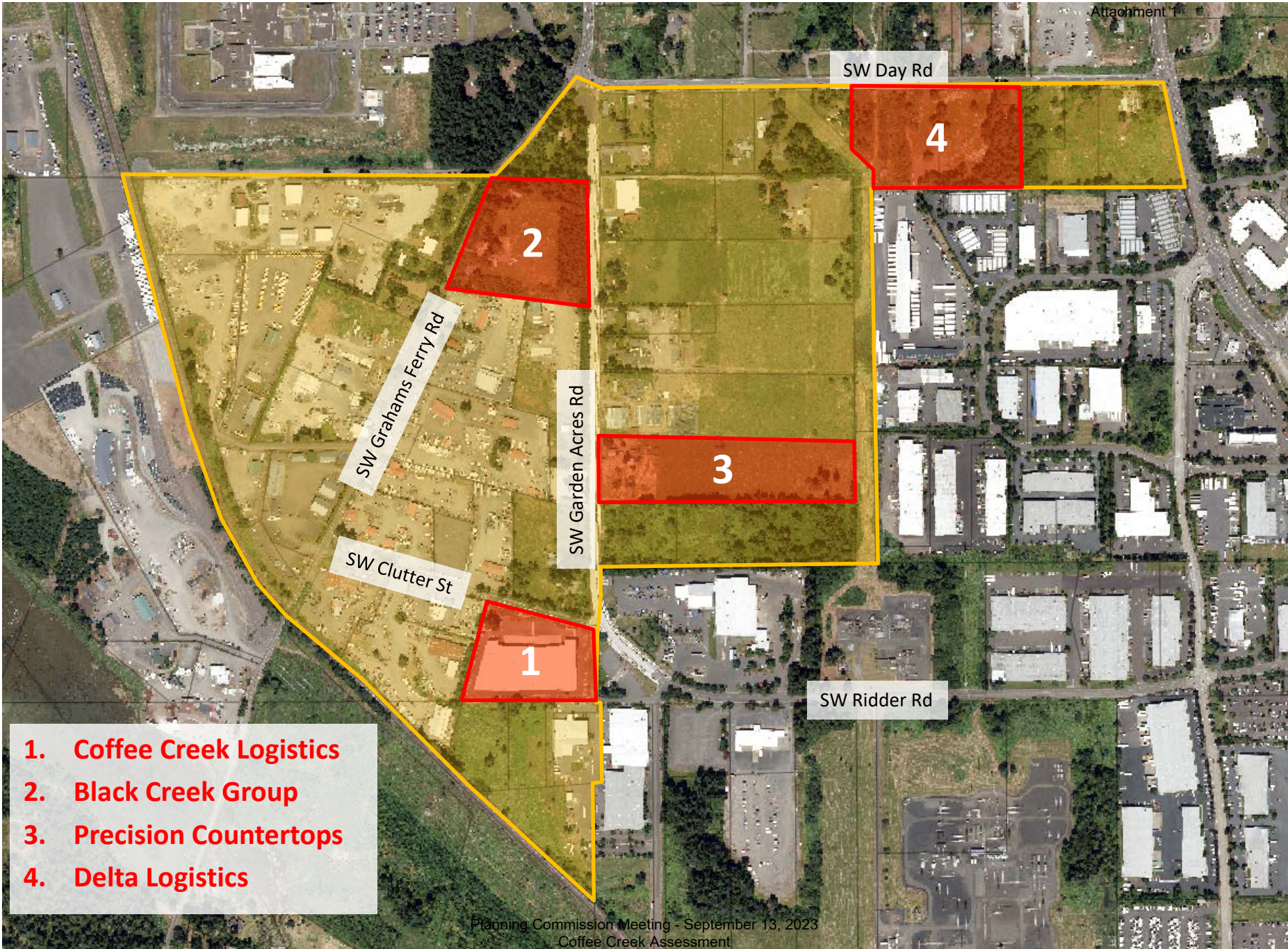
1. Coffee Creek Regulating Plan with Location of Approved Developments
2. Coffee Creek Industrial Area Application Timeline to Approval
3. Waiver Requests for Approved Developments in Coffee Creek
4. Participant List and Questions for Coffee Creek FBC Focused Discussions
5. Summary of Feedback from Coffee Creek FBC Focused Discussions

Coffee Creek Regulating Plan with Location of Approved Developments

1. Coffee Creek Logistics
2. Black Creek Group
3. Precision Countertops
4. Delta Logistics



Figure CC-1 - Regulating Plan



- 1. Coffee Creek Logistics
- 2. Black Creek Group
- 3. Precision Countertops
- 4. Delta Logistics

COFFEE CREEK INDUSTRIAL AREA APPLICATION TIMELINE TO APPROVAL

TIMELINE TO APPROVAL	BLACK CREEK GROUP INDUSTRIAL	COFFEE CREEK LOGISTICS	DELTA LOGISTICS SITE EXPANSION	PRECISION COUNTERTOPS
Length of Review, Complete Application through Final Approval (end of City Council or DRB appeal period, whichever is latest)	3 months 6 days (March 10, 2022 through June 15, 2022)	3 months 21 days (July 1, 2020 through October 21, 2020)	7 months 11 days (October 14, 2022 through May 24, 2023)	4 months 20 days (December 14, 2022 through May 3, 2023)
Pre-Application Meeting	June 17, 2021 (PA21-0015)	September 26, 2019 (PA19-0019)	April 15, 2021 (PA21-0007)	July 29, 2021 (PA21-0019)
Completeness Review – 1st Application				
o Submitted	December 21, 2021 (DB21-0083 et seq)	February 27, 2020 (DB20-0017 et seq)	April 19, 2022 (DB22-0007)	October 8, 2021 (DB21-0049 et seq; Reassigned to AR21-0050)
o Incomplete Notice issued	January 20, 2022	March 26, 2020	May 19, 2022	November 5, 2021
o Resubmitted	February 14, 2022	July 1, 2020 ^{*1}	August 26, 2022	--
o 2 nd Incomplete Notice issued	--	--	September 16, 2022	--
o Resubmitted	--	--	October 12, 2022 ^{*2}	--
o Complete Notice issued	March 10, 2022	July 1, 2020	October 14, 2022	--
o Withdrawn	--	--	--	March 23, 2022
o 180-day Review Period ended	--	--	--	April 6, 2022
Completeness Review – 2nd Application				
o Submitted	--	--	--	July 8, 2022 (AR22-0008; Reassigned to DB22-0011)
o Incomplete Notice issued	--	--	--	August 5, 2022
o Resubmitted	--	--	--	November 14, 2022
o Complete Notice issued	--	--	--	December 14, 2022
City Council				
o 1 st Reading	May 2, 2022	September 10, 2020	January 5, 2023	March 20, 2023
o 2 nd Reading	May 16, 2022	September 21, 2020	January 19, 2023	April 3, 2023
o Ordinance Effective Date	June 15, 2022	October 21, 2020	February 18, 2023	May 3, 2023
Development Review Board				
o Public Hearing	May 23, 2022	September 28, 2020	May 8, 2023 ^{*3}	April 10, 2023 ^{*4}
o Notice of Decision	May 24, 2022	September 29, 2020	May 9, 2023	April 11, 2023
o Appeal Period ended	June 8, 2022	October 14, 2020	May 24, 2023	April 26, 2023
120-day Review Period ended	July 8, 2022	October 29, 2020	February 11, 2023	April 13, 2023
o 120-day Waiver extending Review Period ended	--	--	March 30, 2023	May 3, 2023
o 2 nd 120-day Waiver extending Review Period ended	--	--	June 30, 2023	--
Subsequent Class 2 Administrative Review				
o Submitted	June 23, 2022	May 20, 2022	--	--
o Pending Notice issued	July 21, 2022	June 2, 2022	--	--
o Notice of Decision issued	September 26, 2022	June 16, 2022	--	--
o Appeal Period ended	October 10, 2022	June 30, 2022	--	--
Notes:				
^{*1} Resubmittal included request to deem application complete per ORS 227.178(2)(b)				
^{*2} Request to deem application complete per ORS 227.178(2)(b) received on October 14, 2022				
^{*3} Public Hearing rescheduled from January 23, 2023, to February 13, 2023; February 13, 2023 to March 27, 2023; and March 27, 2023, to May 8, 2023, at applicant's request.				
^{*4} Public Hearing rescheduled from March 27, 2023, to April 10, 2023, at applicant's request.				

WAIVER REQUESTS FOR APPROVED DEVELOPMENT IN COFFEE CREEK

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 1. Parcel Access / Parcel Driveway Width / Supporting Streets	24 feet, maximum, or complies with Supporting Street Standards <u>Allowed adjustment:</u> 10% (to 26.4 feet)	<p><u>Black Creek Group Industrial</u> Applicant proposed to increase the width of the southwest driveway to 50 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p> <p><u>Precision Countertops</u> Applicant proposes to increase the width of the east driveway to 40 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p>
Table CC-3 4. Parking Location and Design / Parking Location and Extent / Addressing Streets	Limited to one double-loaded bay of parking, 16 spaces, maximum, designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building. <u>Allowed adjustment:</u> Up to 20 spaces permitted on an Addressing Street	<p><u>Black Creek Group Industrial</u> Applicant proposed to locate 49 of 71 spaces of provided parking between the right-of-way of SW Garden Acres Road (Addressing Street) and the front of the building. In addition, the applicant proposed to use the spaces for employee parking, as well as the permitted uses of short-term, visitor, and disabled parking.</p> <p><u>Coffee Creek Logistics Center</u> Applicant proposed two (2) parking bays, one (1) containing four (4) spaces and the other containing five (5) spaces outside the office endcaps at the front of the building on SW Clutter Street, rather than one (1) double-loaded bay.</p> <p><u>Delta Logistics Site Expansion</u> Applicant proposed to locate 15 of 41 spaces of provided parking between the right-of-way of SW Day Road (Addressing Street) and the front of the building. Of these spaces, the applicant proposed to use six (6) of the spaces for the permitted uses of short-term, visitor, and disabled parking, and requested a waiver to use nine (9) of the spaces for employee parking,</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 4. Parking Location and Design / Parking Setback / Addressing Streets	20 feet minimum from the right-of-way of an Addressing Street	<p><u>Black Creek Group Industrial</u> Applicant proposed a narrower 9-foot setback from the right-of-way of SW Garden Acres Road (Addressing Street) than the 20-foot minimum.</p>
Table CC-3 4. Parking Location and Design / Off Street Loading Berth / Addressing Streets	<p>One loading berth is permitted on the front façade of a building facing an Addressing Street. The maximum dimensions for a loading are 16 feet wide and 18 feet tall. A clear space 35 feet, minimum is required in front of the loading berth.</p> <p>The floor level of the loading berth shall match the main floor level of the primary building. No elevated loading docks or recessed truck wells are permitted.</p> <p>Access to a Loading Berth facing an Addressing Street may cross over, but shall not interrupt or alter, a required pedestrian path or sidewalk. All transitions necessary to accommodate changes in grade between access aisles and the loading berth shall be integrated into adjacent site or landscape areas.</p> <p>Architectural design of a loading berth on an Addressing Street shall be visually integrated with the scale, materials, colors, and other design elements of the building.</p>	<p><u>Coffee Creek Logistics Center</u> Applicant proposed one at-grade loading berth and 19 recessed loading berths on the front façade of the building facing an addressing street.</p>
Table CC-3 5. Grading and Retaining Walls / Maximum Height / Addressing Streets	<p>Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum.</p> <p>Where the grade differential is greater than 30 inches, retaining walls may be stepped.</p> <p>Allowed adjustment: 20% (to 57.6 inches)</p>	<p><u>Black Creek Group Industrial</u> Applicant proposed a retaining wall on the western side of the drive aisle along SW Grahams Ferry Road, the middle, roughly 105-foot-long section of which varied from 48 inches to 57 inches in height, exceeding the maximum height limitation.</p> <p><u>Delta Logistics Site Expansion</u> Applicant proposed two (2) retaining walls, one (1) on the east side of the SROZ and one (1) on the north, east, and south sides of the building on the east part of the site. The east retaining wall, with a maximum height of over 18 feet, exceeded the allowed height by several feet.</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 7. Location and Screening of Utilities and Services / Location and Visibility / Addressing Streets	Site and building service, equipment, and outdoor storage of garbage, recycling, or landscape maintenance tools and equipment is not permitted	<u>Black Creek Group Industrial</u> Applicant proposed to locate the trash/recycling enclosure adjacent to SW Grahams Ferry Road (Addressing Street) on the western side of the building.
Table CC-4 2. Primary Building Entrance Accessible Entrance / Required Canopy	Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum. <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed a canopy height of 12 feet. <u>Coffee Creek Logistics Center</u> Applicant proposed a canopy height of 12 feet.
Table CC-4 3. Overall Building Massing / Base, Body, and Top Dimensions	Buildings elevations shall be composed of a clearly demarcated base, body and top. b. For Buildings between 30 feet and 5 stories in height: i. The base shall be 30 inches, minimum; 2 stories, maximum. ii. The body shall be equal to or greater than 75% of the overall height of the building. iii. The top of the building shall be 18 inches, minimum. <u>Allowed adjustment:</u> 10% (Body: to 67.5 %)	<u>Coffee Creek Logistics Center</u> Applicant proposed a body that is 66.25% of overall building height.
Table CC-4 3. Overall Building Massing / Ground Floor Height	The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member). <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed an interior ground floor height of 12 feet. <u>Coffee Creek Logistics Center</u> Applicant proposed an interior ground floor height of 12 feet.

PARTICIPANT LIST AND QUESTIONS FOR COFFEE CREEK FBC DISCUSSIONS

PARTICIPANTS

FOCUSED DISCUSSION – JULY 20, 2023

- Projects: Precision Countertops
 - Will Grimm, First Forty Feet
 - Simone O-Halloran, MDG Architecture/Interiors

FOCUSED DISCUSSION – JULY 24, 2023

- Projects: Coffee Creek Logistics, Black Creek Group, Delta Logistics
- Participants:
 - Lee Leighton, Mackenzie
 - Scott Moore, Mackenzie
 - Nicole Burrell, Mackenzie

FOCUSED DISCUSSION – JULY 27, 2023

- Projects: Coffee Creek Logistics, Black Creek Group
- Participants:
 - Kim Schoenfelder, KGIP
 - Zach Desper, Ares Management

QUESTIONS

1. The two land use review tracks, Administrative Review and Development Review Board, in Coffee Creek were established to facilitate a predictable and timely process for reviewing industrial development applications.
 - a. Based on your experience with the application and land use review process, do you agree that the process is predictable?
 - b. What do you think are the aspects of the process that help achieve this intended result or, conversely, that hinder achieving a predictable result?

2. The four developments subject to the Form-based Code in Coffee Creek have taken roughly 3 to 4 months, with one application taking roughly 7 months, from complete application to final approval of land use application (end of City Council or Development Review Board appeal period).
 - a. Based on your experience with industrial land development, do you think this is a reasonable timeline for land use review?
 - b. Do you think the process resulted in a relatively streamlined and straightforward review and approval?
 - c. Did concurrent City Council review of the annexation and Zone Map amendment make a difference in the process?
 - d. Do you have suggestions for how the process could be refined to shorten the review timeline further?

3. Two of the projects required subsequent Class 2 Administrative Review for modifications to number of parking spaces, landscaping, stormwater facilities, tree removal/retention, and other site improvements that were triggered by Building and Engineering requirements and Planning compliance related to construction.
 - a. Do you think there are modifications that could be made to the land use review process that would reduce the potential need for subsequent review?
4. All four projects in Coffee Creek had to request one or more waivers to the Coffee Creek standards, so none to date have been able to use the more efficient Administrative Review process. The waivers were for such site design elements as parcel driveway width on a Supporting Street, parking location and extent on an Addressing Street, retaining wall height and design, building entrance canopy height, etc.
 - a. Based on your project experience, do you think any of the standards are overly restrictive to development or pose a particular design challenge? Do you have suggestions for how those standards could be modified to make them less challenging?
 - b. Did the Form-based Code and Pattern Book encourage your team to do something different or result in a better building or site design?
 - c. What do you particularly like about the Form-based Code?
5. Would your design team have benefited from any additional information being provided during the pre-application meeting for your project that you did not receive?
6. Are there any questions you have for Staff or other comments and insights you would like to share?

SUMMARY OF FEEDBACK FROM COFFEE CREEK FORM-BASED CODE FOCUSED DISCUSSIONS

Feedback about Process:

Many comments received about the timeliness and predictability of the land use review process were not specific to the two-track process in Coffee Creek, but to land use review in general, particularly related to pre-application meetings and completeness review.

Information provided by the City, from all Departments/Divisions, at pre-application meetings needs to be as detailed as possible to enable an applicant to design and prepare plans for land use review that meet applicable standards, as rework during site design is costly and causes delay. However, it can be difficult at the pre-application stage to provide detail about a particular site plan, because designs will evolve as requirements and standards are better understood during land use review.

Follow-up meetings post pre-application, which are offered by the City, need to happen more than they do as they are helpful to applicants. But these meetings add to review time to organize and coordinate schedules, so a balance is needed.

Applicants need detailed guidelines about rules and requirements so they have clarity about what they are trying to design. No clarity leads to no predictability and, thus, delay. However, applicants also need to spend time understanding what the City is trying to accomplish, so everyone is on the same page as early in the process as possible.

Getting from the pre-application meeting to application submittal can be challenging. This is particularly the case when an applicant modifies their original design to respond to staff input provided at the pre-application meeting and the revised design raises new questions or concerns about compliance with the standards.

It is critical for the applicant to have definite information at the front of project planning for pro-forma and financial commitments. Drastic changes to a site plan that may be needed before submittal for land use completeness review have ripple effects on project design. For example, while the design standards for Supporting Streets are intentionally flexible to accommodate the unique characteristics of each project site, this can be perceived by the applicant as ambiguous and open to interpretation and they may struggle to find an acceptable design solution. This affects speed to market, which is key in speculative building.

With respect to projects in Coffee Creek, the timeline has been reasonable for land use review. But cyclical rounds of review and needed adjustments in some cases were challenging and, in applicants' opinion, time consuming.

Applicants prefer a concrete estimate of timeline to approval and work backward from there to map out their project schedule. If the City provides a timeline estimate and there are delays, either on the applicant's part or in staff response, that prolong the process, this is frustrating for the applicant and has ripple effects on scheduling, cost estimating, budgeting, etc. If the City can answer the biggest question – How long will land use review take? – with certainty at the pre-application meeting, everyone benefits. Now that four projects have gone through the land use review process in Coffee Creek, it may be prudent to adjust the timeline estimate to reflect the experience.

Going to City Council first for annexation and Zone Map amendment as is allowed in Coffee Creek is a significant benefit for applicants, with respect to time savings, and the process has been fairly smooth and worked as anticipated.

After application submittal for completeness review, the land use review process in Coffee Creek was generally predictable and timely. Staff is a good partner and great to work with. At times, more detailed review during completeness from all Departments/Divisions could be helpful. In addition, City review and feedback to the applicant can lag when issues come up. It would be helpful in these instances for staff to mobilize around the issue in a timely manner so it can be addressed quickly and the project can continue to progress through the review process. Timely and frequent conversations are needed throughout the process.

Overall applicants feel staff works very hard to get to yes on applications in Coffee Creek. However, in applicants' opinion it is possible that predictability and timeliness could be improved with more communication with the applicant during completeness review, which could result in fewer incompleteness and compliance items. Also, applicants would prefer more conditions of approval in the land use decision, rather than trying to dial in an application before the decision is issued. Detailed reviews are helpful, but applicants question how many such reviews are enough before outstanding items are conditioned so the project can move forward in the process.

Predictability and timeliness could be improved if some latitude or flexibility was built into the land use approval that anticipates subsequent design changes at the construction permitting stage and either considers the changes substantially compliant or as Class 1 Administrative Review. Returning to the original approving body or going through subsequent Class 2 Administrative Review following approval adds significantly to the project timeline.

Feedback about Intent of FBC:

There appears to be a disconnect between some of the form-based code standards and development typologies described in the Pattern Book and actual development occurring in Coffee Creek. Of the four approved projects in Coffee Creek, three are large single- or two-tenant, speculative industrial warehouse distribution facilities with office endcaps, and one is a corporate headquarters with office, showroom, and manufacturing components. Except for the corporate headquarters, these developments do not fully match the envisioned typologies, which include a mix of uses and more than one building on a site, as well as multi-story office buildings. As a result, achieving fully compliant design, particularly with site design and building form standards, is challenging and resulted in requested waivers. If on-the-ground reality is not fully consistent with the vision for Coffee Creek development typologies but still desirable, does there need to be adjustment to some of the form-based code standards to better align them with market conditions and to anticipate what might come in the future?

The question was raised as to whether the intent of the form-based code is being met with development that has occurred to date, and what the City wants to set the stage for in the future. Now that four projects have gone through the land use review process, what do the next four projects want to be? It could be helpful to have an evolving Master Plan for Coffee Creek that adjusts as projects are constructed to see how they all work together. The Master Plan should be a living document and road map to the future that adapts and updates as the area evolves with development.

Feedback about FBC Standards:

Prescriptive standards can limit innovative design. If a proposed development does not follow Code verbatim, but is a desirable or creative design that the City would like to see developed, is there a path to approval or does the design have to be less or different just to meet the standards? It was suggested that flexibility is needed in the standards, within the administrative review process, to enable the ability to pivot and accommodate divergence, while still achieving the City's vision for the area.

Speculative building (e.g., Black Creek Group) is very different from build-to-suit (e.g., Precision Countertops). Designing standards that work for both types of buildings while not impossible is extremely challenging because of differing operational and site design needs. Speculative users have a list of desirable characteristics for a site and they want to check as many as possible off the list. The purpose of constructing a speculative building is to attract a high quality tenant by checking as many of the boxes as possible based on standards that work for the industry, while making Wilsonville the most desirable location for a prospective user when compared with the larger market.

Applicants want to look at the form-based code and understand what is required. This necessitates that the standards be crystal clear, so that project planning and site design is predictable and there are not gray areas.

Standards that speak to operations are of primary importance from the applicant's perspective and need to be "all dialed in", then the form-based code overlays "desired features" (landscaping, connectivity, etc.) to get what is desired. When they are inflexible or do not make sense operationally, standards cannot be achieved and waivers are needed to enable what operationally works. If the standards that speak to operations are right, it facilitates the process and does not hinder achieving a predictable result. The standards should be reviewed with an eye to allowing more latitude or a higher threshold without requiring a waiver for those that address operations.

Driveway Width

Limiting the driveway width from a Supporting Street to a maximum of 26 feet with adjustment is problematic. There should be an allowance for a wider driveway, at least 40 feet wide, to accommodate large truck movements entering/exiting a site. A narrower driveway is fine for passenger vehicles and smaller delivery trucks. Other factors that affect driveway width include such things as restricted access to/from a supporting street, angle of approach, etc.

Parking Location and Design on an Addressing Street

Location and design of passenger vehicle parking is dictated by where loading docks are located - rear, front, side, or cross – characteristics of site, size and orientation of building, etc. With a front load building, it is rare not to see parking in the front. Smaller sites also usually prefer to have parking in the front of the building. This is important to operations, security, and accessibility for employees and customers.

A secure truck court and yard is a high priority need for industrial users. Separating truck and passenger vehicle traffic is essential for safety. Limiting parking, in both number and who can park there, at the front of the building makes achieving separation challenging. If parking is not at the front, then the truck court likely will be on the front, which is less desirable from an aesthetic standpoint.

Allowing 20 spaces maximum with adjustment at the front of a building is extremely limiting. It was suggested that the ratio of allowed parking on an Addressing Street should be adjusted based on the square footage of the building, thus allowing more parking at the front for a larger building size.

Many large industrial users do not have visitors and customers, but do have a large number of employees, particularly in office areas, which are at the front of the building. Some spaces at the front of the building, therefore, should be available for use by employees and not limited to ADA, visitors and customers.

Retaining Walls

Large, flat industrial buildings result in the need to have more and/or taller retaining walls. This is especially true when it is necessary to meet grade on multiple streets around a site. Requirements should be tied to characteristics of an individual site, rather than a uniform standard. Making grade to a street is a key determinant of wall design. In addition, more topography results in the need for more walls. Because walls are very costly, drivers (cut/fill, cost, topography, etc.) will naturally limit their height.

Perhaps consider a proportional approach based on the slope of a site or height as a function of overall cross-slope of a site based on a project that already has been constructed, such as Black Creek Group.

If a retaining wall is not visible from an Addressing Street and primarily visible from the interior of a site, why does it matter what the wall looks like?

The requirement for horizontal offset is problematic. It is prudent to look at aesthetics of a retaining wall, because construction materials vary substantially. However, it may not be possible to integrate the offset or stepped design in landscape areas within the limited constraints of a site.

Entry Canopy Height

A lower entry canopy height than the required 13.5 feet minimum with adjustment makes more sense. Twelve (12) feet is preferable from a functionality standpoint. Standard storefront systems have a natural break at 12 feet. Better weather protection and pedestrian scale is achieved at 12 feet.

Interior ceiling height is typically dropped to 9-10 feet, but a height matching a 12-foot canopy gives a more open feel to the interior and allows better interior/exterior integration. If there is a mezzanine (second story office, not storage mezzanine), the ceiling is usually at 9 feet for first floor, which makes 12 feet problematic.

Building Massing and Base, Middle, Top Dimensions

The overall building massing standard with base, middle, top dimensions probably hinders design and is not productive. Design can be scaled well without the dimensional requirements. The standard results in prescriptive design, causing overall design aesthetic to suffer. The same effect can be achieved with a variety of materials. An alternative methodology is needed that gets the desired "high quality" design.

Requirements for dimensional (recede, project) definition of base and top, rather than just visual, is difficult to achieve with poured slab concrete tilt-up buildings. Allowing applicants to make some trade-offs, such as using graphic treatments, that accomplish the intent of a physical off-set have the same effect from a distance. Paint schemes and reveals are more effective in adding variety and dimension.

Can the standard be adjusted to achieve the same visual interest and variety desired, but in a less prescriptive way? The standard product today is much more interesting and aesthetically pleasing and driven by a market that demands quality. The standards should be flexible and adaptable as the market changes now and in the future.

Landscape Buffer Areas on Addressing and Supporting Streets

Are landscape buffers between a building and/or parking and the public right-of-way necessary? Buildings in urban areas are right up to the street. Is Coffee Creek trying to achieve a suburban model with ample landscape buffers or a more urban aesthetic?

Street Typologies

Street typologies do not align with the Transportation System Plan (TSP) and Engineering Design Manual. This results in negotiation with Engineering staff about street design, leads to confusion, and can make redesign necessary. Required infrastructure design under the streets also needs to be calibrated.

Requiring a Supporting Street, in a public easement, on the edge of an industrial site can make truck circulation more difficult because they are circulating on a public way with other vehicle types. This can put a site at a disadvantage because a large part of the site is reserved for connectivity rather than site circulation.

Agglomeration of sites would help achieve envisioned development and spread the cost burden of Supporting Street infrastructure more equitably across owners/developers.