

DEVELOPMENT REVIEW BOARD MEETING

MONDAY, JUNE 24, 2024

6:30 PM

Consent Agenda:

2. Approval of minutes from the March 25, 2024 DRB Panel B meeting



**DEVELOPMENT REVIEW BOARD PANEL B
MEETING MINUTES**

March 25, 2024 at 6:30 PM

City Hall Council Chambers & Remote Video Conferencing

CALL TO ORDER

A regular meeting of the Development Review Board Panel B was held at City Hall beginning at 6:30 p.m. on Monday, March 25, 2024. Chair Rachelle Barrett called the meeting to order at 6:32 p.m., followed by roll call.

CHAIR'S REMARKS

The Conduct of Hearing and Statement of Public Notice were read into the record.

ROLL CALL

Present for roll call were: Rachelle Barrett, Megan Chuinard, and Clark Hildum (Panel A). Alice Galloway, John Andrews, and Kamran Mesbah were absent

Staff present: Daniel Pauly, Stephanie Davidson, Amy Pepper, Kimberly Rybold, Georgia McAlister, and Shelley White

CITIZEN INPUT

This is an opportunity for visitors to address the Development Review Board (DRB) on items not on the agenda. There were no comments.

CONSENT AGENDA

1. Approval of minutes of February 26, 2024 DRB Panel B meeting

Chair Barrett noted that she but no other Board members were present at the February 26th meeting.

Chair Barrett moved to table the February 27, 2024 DRB Panel B meeting minutes until the May 30, 2024 DRB-Panel B meeting. Clark Hildum seconded the motion, which passed unanimously.

PUBLIC HEARINGS

2. **Resolution No. 431. Citycounty Insurance Services (CIS) Oregon Collaboration Center.** The applicant is requesting approval of a Stage 2 Final Plan Modification, Site Design Review, Type C Tree Removal Plan, Class 3 Sign Permit and Waiver for development of a single story, 15,744 square foot, office building and associated site development on the southwest corner of Wilsonville Road and Kinsman Road.

Case Files:

- DB23-0015 CIS Oregon Collaboration Center
- Stage 2 Final Plan Modification (STG223-0008)
- Site Design Review (SDR23-0010)
- Type C Tree Removal Plan (TPLN23-0005)
- Class 3 Sign Permit (SIGN23-0014)
- Waiver Request (WAIV23-0006)

Chair Barrett called the public hearing to order at 6:37 p.m. and read the conduct of hearing format into the record. Clark Hildum declared for the record that he had visited the site. No board member, however, declared a conflict of interest, bias, or conclusion from a site visit. No board member participation was challenged by any member of the audience.

Georgia McAlister, Associate Planner, announced that the criteria applicable to the application were stated starting on page 2 of the Staff report, which was entered into the record. Copies of the report were made available to the side of the room and on the City's website.

Ms. McAlister presented the Staff report on the CIS Collaboration Center via PowerPoint, briefly noting the site's location and reviewing the site's background and requested applications with these key comments:

- The subject site designation was industrial within the Comprehensive Plan, and surrounding land uses included industrial to the north, agricultural to the south and west, and a mix of industrial and commercial uses to the east. (Slide 2)
- Proper noticing was followed for the application. Notice was mailed to all property owners within 250 ft of the subject property and on March 15 and published in the newspaper. Additional postings were placed onsite and on the City's website. (Slide 3)
 - No public comments were received for the project during the public comment period.
- Of the five requests before the DRB tonight, the first four were objective in nature, as they involved verifying compliance with Code standards, and the request for a waiver involved discretionary review. (Slide 4)
- The Stage 1 Preliminary Plan for the subject project was approved in 2009, establishing the use for development as part of DB09-0047 through DB09-0053, and was vested when substantial development of Phase 1 on the other side of Kinsman Rd occurred. The Wilsonville Road Business Park Development included the approval of industrial, office, and commercial use over two parcels and would be constructed in two phases. (Slide 5)
 - The proposed use of the 15,700 sq ft office was consistent with the original approval and Stage 1 Plan, which included the approval of 70,731 sq ft of Industrial Use, 8,814 sq ft of Service/Retail Use, and 31,990 sq ft of Office Use.
 - Phase I of the approval included 10,290 sq ft of allocated Office Use and the subject Phase 2 allocated 21,700 sq ft of Office Use, for a total of 28.7 percent of the total development falling within the 30 percent allowance for office space in the Planned Development Industrial (PDI) Zone as permitted by Code Section 4.135(.03).
 - The Stage 2 Final Plan Modification included approximately 15,700 sq ft of office space and associated improvements. The proposed uses of the development were consistent with the PDI

Zone and underlying Stage 1 approval, which allocated 21,700 sq ft of office space on the development site. (Slide 6)

- All services for the site were currently available or would be with conditions of approval. The site included parking, a circulation area, pedestrian connection, and landscaping that met or exceeded City standards.
- The Traffic Study evaluated two intersections which would remain at Level of Service (LOS) D or better. While additional road improvements were not triggered by the proposed project, Conditions of Approval PF 4 and PF 6 addressed the reconstruction of any road improvements impacted by construction along Kinsman and SW Wilsonville Rd during construction, as was typical for new development along already-developed roads. (Slide 7)
- Site Design Review. The Applicant used appropriate professional services to design the proposed office headquarters building and utilized quality materials and design. The proposed building would be highly visible, being located along Wilsonville Rd and had been designed accordingly, featuring a modern design that utilized angles to contrast the gray palette as well as ample glazing on all facades.
 - The configuration of the site would allow for efficient employee and visitor parking while also creating safe pedestrian access throughout the parking area.
 - The close proximity to the Significant Resource Overlay Zone (SROZ) provided the opportunity for diverse and lush planting to the south portion of the site. In addition to the native mitigation planting, landscaping was incorporated throughout the site and would provide shade, stormwater mitigation, and aesthetic value. (Slide 8)
- Type C Tree Removal. Three trees were proposed for removal on the site and one native tree was proposed for preservation. Tree species on site were a mix of native and non-native. Trees proposed for removal included Ponderosa Pines of good quality; however, removal was necessary for site development. (Slide 9)
 - The Applicant proposed replanting 11 trees within the parking area, 11 trees along the north property line, and 24 trees within the SROZ mitigation area on the subject property, which was in excess of the one-for-one mitigation ratio required by the Development Code.
- Class 3 Sign Permit. The original approval for the Wilsonville Road Business Park included a Master Sign Plan which provided guidance on location, size, materials, colors, and finishes for any future signs to ensure compliance with the Development Code. (Slide 10)
 - The Applicant had proposed slight changes to the Master Sign Plan, which included eliminating the monument sign.
- The requested waiver to the 30-ft setback required in the PDI Zone would impact the north and east sides of the building. Waiving the setback would enable the best use of the triangular-shaped parcel, which partially extended into the SROZ on some portions of the property, and allow for a one-story, 15,700 sq ft office building and parking area with supporting site improvements. (Slide 11)
 - Several unique factors of the development site necessitated the setback reduction, such as the existing property line along Wilsonville Rd that was well behind the existing sidewalk and right-of-way located in the Kinsman/Wilsonville Rd intersection, which provided 30 ft of separation from the edge of curb to the parcel's property line. An additional setback of 30 ft from the property line was required to meet the PDI setback requirements for the proposed building, which would place the building a full 60 ft away from the intersection.

- The requested setback reduction for the northeast corner of the building would place the proposed building 40 ft from the intersection, which was a more appropriate distance given the active intersection. The 18-ft right-of-way along the north frontage included a sidewalk and trees. The requested setback reduction would place the north façade 24 ft from the property line and 40 ft from Wilsonville Rd. A reasonable buffer between the street and building was provided on all frontages even with the requested reductions and mitigated the impact of said reductions.
- On the western portion of the site, the west property line abutted a wetland area and SROZ that extended 50 ft onto the property. With a large portion of the property in a protected area, the portion of the site available for development was limited. To shift the building to the west in order to meet the 30-ft setback would result in either poor site design or an odd-shaped building. The SROZ along the western edge provided buffering to any surrounding uses to the southwest. Wilsonville Rd and Kinsman Rd were to the north and east and already buffered by the previously described right-of-way which included trees and pedestrian infrastructure.
- Beyond site constraints, it was important to acknowledge that office use, while allowed in the PDI Zone, was not a traditional industrial use that warranted further separation and large setbacks from other surrounding operations. Instead, office space was more similar that seen in some commercial zones that did not have 30-ft setbacks to allow for an active façade, which was desired in areas where people utilized the space more often, along Kinsman and Wilsonville Rd.
- Based on discussions with the Applicant, Staff wanted to add more specificity to Condition of Approval PF 2 to state, "The Traffic Impact Study for the project (DKS December 2023) found that all intersections impacted by the proposed development would operate above the City's acceptable Level of Service (LOS) D. The driveway aisle length is less than the required 100 ft, however, there are no on-site circulation or safety concerns with the proposed 60-ft driveway aisle length. ***Prior to issuance of Public Works permit: The applicant shall provide a technical memo supporting a Public Works Standards Variance request for a driveway less than 100 feet. The technical memo shall provide evidence that the requested driveway length can accommodate the vehicles queuing length.***"

Chair Barrett confirmed there were no further questions from the Board and called for the Applicant's presentation.

Sid Hariharan Godt, Land Use Planner, Mackenzie, introduced the members of the team and thanked Staff for their comprehensive presentation of the project and help in moving the project along as they were excited to see it move to the next stage.

Steve Norman, Administrative Officer, CIS, stated he was present on behalf of CIS staff and the CIS Executive Director Patrick Priest. He explained CIS was a public entity created by the League of Oregon Cities and the Association of Oregon Counties that provided risk management services and insurance for 98 percent of cities and 78 percent of counties in Oregon, including Wilsonville. Coverage included auto, general liability, property, and workers' compensation through a partnership with SAIF, and employee benefits. CIS was owned by the member cities and counties that participated in CIS coverage.

- Until 2021, CIS staff worked primarily in two offices, one in Salem and one in Tigard. Beginning in 2019, CIS made an effort to bring staff together, both in culture and proximity, which led CIS to sell its two locations and begin looking for one consolidated location. After pausing its search due to the pandemic, CIS found the subject property in 2022 which was excellent for its purposes.
 - CIS choose Wilsonville, not only for its general proximity to the bulk of its staff, but also for the city's excellent amenities, shopping, wonderful quality of life, and easy access to I-5. Consequently, CIS purchased the subject site and began the design process with Mackenzie, Burman Construction, and Cumming Group.
- Because CIS staff remained a hybrid workforce, they decided to call the future headquarters a collaboration center, as it would be designed as a place where staff living throughout the state could come to work together as appropriate to provide risk management services for Oregon cities and counties.
 - Because the center was envisioned not only as a work space for CIS staff, but also for the member cities and counties, the design included a training/meeting room available for use by both staff and members.
- The proposed office was not just a functional space for CIS, it was an investment; one that would benefit CIS members and the Wilsonville community as CIS looked to stay in its new home for a long time. He thanked the Board members for their time and consideration of the CIS project.

Adam Goldberg, Landscape Architect, Mackenzie, 1515 SE Water Ave, Portland, OR, 97214, presented the Applicant's proposal via PowerPoint, reviewing several of the proposed building's elevations with these key additional comments:

- The southeast corner of the building was the main user access and view for pedestrians. The tallest element was the training room and he emphasized the amount of glazing used to take advantage of the south exposure. (Slide 1)
 - The proposed color palette was relatively simple and monotone to keep things modern and clean, and the project team was playing with various materials, concretes, fiber cement panels, textures, and paints. No building materials would be unfinished. To inject some natural materials into the design, local cedar would wrap the underside of the training room roof overhang and then turn down toward the sidewalk at the human scale.
- The east elevation was the first view of the building after turning onto Kinsman Rd. The training room opened onto a patio that would be open to anyone who visited the space. (Slide 2)
- The north elevation fronted Wilsonville Rd and was accentuated with a nice rhythm of punched openings for the offices that lined the wall from the inside. The elevation was relatively low and pedestrian friendly with glazing. Not reflected in the renderings, a large number of trees and plantings would break up the scale to make the building more lovely at pedestrian level. (Slides 3-4)
 - In the background, the top of the south-facing sloped roof could be seen. He noted the almost continuous, clear story window that would bring in a tremendous amount of daylight and make the deepest part of the floorplate vibrant, alive, and well-lit.
- The aerial view showed butterfly-like roof of the training room and the full solar array on the south facing sloped roof. (Slide 5)
- The 2D building elevations in 2D showed how the design team had maximized the amount of glazing while making the interior environment friendly as well. (Slide 6)

Mr. Hariharan continued the PowerPoint presentation, describing the land use discretionary review items as follows:

- Setback Waiver. As Staff discussed, PDI setbacks were intended for industrial developments, such as warehouses and manufacturing facilities that might not have compatibility with the pedestrian realm. In the Planned Development Commercial Zone, where commercial development was more prevalent, there would be no minimum setback requirement for a building on this particular subject site. He suggested taking the perspective of looking at a commercial building in the Industrial Zone at the intersection.
- He displayed the Site Plan which featured added dimensions to highlight the setback of the building from the public sidewalk and out to the street. (Slide 9, Sheet C1.10)
 - Along Wilsonville Rd, the public right-of-way was generally 40 ft on the corners of the building, and there was an approximately 23-ft setback to the property line that extended to about a 30-ft setback to the back edge of the sidewalk.
 - In the area on the north side, there was no building due to the 21-ft-wide public utility easement, which further constrained the site and necessitated the need to shift the building south, away from the north property line.
 - The northeast corner of the building would be approximately 22 ft from the back of the sidewalk and 11 ft from the property line, which was very irregular as it jogged the corner.
 - The southeast corner of the building would be approximately 40-ft from back-of-curb from Kinsman Rd and 27-ft from the property line in that area.
- As mentioned, extensive sensitive lands were on the western portion of the site and in an effort to keep all development out of the SROZ and provide enhanced plantings and mitigation plantings in that area, the Applicant shifted the building to the northeast corner of the site and located the parking area to the south.
- With regard to the pedestrian scale of commercial development, the yellow highlight on the Planting Plan indicated the sidewalk wrapping around the corner. Quite a few shrubs would be planted along the south sides of the building as well as ground cover and street trees. (Slides 15-16)
 - Along the north sidewalk were tree plantings compatible with the public utility easement as well as shrubs and ground cover to soften up the side of the building fronting Wilsonville Rd, making it a more pedestrian-friendly with a canopy of trees over the sidewalk.
- The Staff report concurred a reasonable buffer existed between the buildings and streets, even with the reduced setback waiver request. The Applicant believed the waiver would allow for the best use of the site, as shown by the current building design and the prior 2009 approval which featured a commercial building in a similar position on the site, which created some precedent. Additionally, it was the best way to capture the active corner.
- The Applicant sought clarification about the scope of Condition PF 4.
 - Finding A59 stated, "Adjacent streets are fully developed to City standards and no additional street improvements are warranted." Condition PF 4 read, "Prior to issuance of the Public Works permit, submit site plans to engineering showing street improvements, including pavement restoration, curb, planter strip, and street tree along Wilsonville Rd and pavement, sidewalk, driveway restoration, curb, planter strip, and water service connection along SW Kinsman Rd. All street improvements shall be constructed, inspected, and approved by the City."

- He asked if the restoration imposed by Condition PF 4 was applicable to the driveway the Applicant proposed to close off Wilsonville Rd and any inadvertent damage that might occur as part of construction. He noted the existing driveway planned for closure was at the north end of the site, highlighted in yellow, and would be restored to City standards as part of the project. (Slide 8)

Chair Barrett said she wanted to understand how the bus pullout related to Condition PF 2 and if that was part of the same driveway Mr. Hariharan had referred to.

Mr. Hariharan clarified the driveway the Applicant was proposing was an existing driveway with access from the south, off Kinsman Rd. The driveway from Wilsonville Rd would be closed and not operable as part of the site improvements.

Chair Barrett asked what clarification Mr. Hariharan sought regarding Condition PF 4 and if it regarded the plantings.

Mr. Hariharan replied that he wanted clarification on the scope of the restoration. Condition PF 4 discussed restoration along both Wilsonville Rd and SW Kinsman Rd, and Finding A 59 stated those streets were fully improved to City standards. He understood the Applicant needed to complete restoration to where the Wilsonville Rd driveway would be closed, but wanted to ensure it was limited to that scope of the site, as well as any other inadvertent damage that happened as part of construction. The Applicant understood, for example, if the construction crew were to damage a curb, the Applicant would be responsible for restoring it, but wanted clarification that was the extent of the condition.

Amy Pepper, Development Engineering Manager confirmed Mr. Hariharan was correct. The City was not looking for anything like a pavement overlay on either Wilsonville Rd or Kinsman Rd, only restoration of sidewalk panels or anything damaged during construction.

Mr. Hariharan confirmed that was the clarification the Applicant was looking for and confirmed he was satisfied with the amendment as proposed in the City Staff report for Condition PF 2.

Chair Barrett called for public testimony regarding the application and confirmed with Staff that no one was present at City Hall to testify and no one on Zoom indicated they wanted to testify.

Chair Barrett confirmed there were no additional questions or discussion and closed the public hearing at 7:12 pm.

Megan Chuinard moved to approve the Staff report with the amendment to Condition of Approval PF 2 as read by Staff. Clark Hildum seconded the motion.

Condition of Approval PF 2 was amended to state:

(Note: additional language in bold, italic text)

“The Traffic Impact Study for the project (DKS, December 2023) found that all intersections impacted with the proposed development would operate above the City’s acceptable the level of service (LOS) D. The driveway aisle length is less than the required 100 feet,

however, there are no on-site circulation or safety concerns with the proposed 60-foot driveway aisle length. ***Prior to Issuance of Public Works Permit: The applicant shall provide a technical memo supporting a Public Works Standards Variance request for a driveway less than 100 feet. The technical memo shall provide evidence that the requested driveway length can accommodate the vehicle queuing length***"

The motion passed unanimously.

Megan Chuinard moved to adopt Resolution No. 431 with the Staff report as amended. Clark Hildum seconded the motion, which passed unanimously.

Chair Barrett read the rules of appeal into the record.

BOARD MEMBER COMMUNICATIONS

3. Results of the March 11, 2024 DRB Panel A Meeting
4. Recent City Council Action Minutes

There were no comments.

STAFF COMMUNICATIONS

Daniel Pauly Planning Manager, reminded Board members of the date switch for the upcoming April meetings, with Panel A meeting on April 22 and Panel B meeting on April 8, 2024.

Chair Barrett thanked Clark Hildum for filling in tonight.

ADJOURNMENT

The meeting adjourned at 7:18 p.m.

Respectfully submitted,

Paula Pinyerd, ABC Transcription Services, LLC. for
Shelley White, Planning Administrative Assistant