



PLANNING COMMISSION

WEDNESDAY, DECEMBER 13, 2023

WORK SESSION

3. Coffee Creek Assessment (Luxhoj) (45 Minutes)



PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: December 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

At the September 13, 2023 Planning Commission work session, staff provided information about the recently-initiated assessment of the Coffee Creek Industrial Design Overlay District form-based code (FBC). At tonight’s meeting, staff is seeking input on possible Development Code amendments to the FBC standards planned for a public hearing before the Planning Commission on February 14, 2024.

EXECUTIVE SUMMARY:

As discussed at the September 13, 2023 Planning Commission work session, staff has initiated an assessment of the Coffee Creek Industrial Design Overlay District form-based code (FBC), which were subject to a pilot period of three completed development applications or five years when they were adopted in 2018. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area.

To date, staff has reviewed the timeline to land use approval for the four completed development projects in Coffee Creek and types of requested waivers to the FBC. 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, as well as 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. Participants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests.

Based on this initial work and input from Planning Commission and City Council work sessions, staff determined that modification to the land use review tracks and process is not needed. However, slight adjustments to the FBC standards are needed 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.

Specifically, staff has identified the following six FBC standards in Table CC-3 and Table CC-4 of Subsection 4.134 (.11), five of which had two or more waiver requests, to which modification are warranted:

- Table CC-3: Site Design
 - Parcel Access: Parcel Driveway Width – Modify to include two driveway width maximums
 - Parcel Pedestrian Access: Parcel Pedestrian Access Width – Modify to limit where an access width of 8 feet is required
 - Parking Location and Design: Parking Location and Extent – Modify to eliminate parking bay limitation and require 50% of spaces to be designated for short-term uses
 - Grading and Retaining Walls: Maximum Height; Retaining Wall Design – Modify to increase height of walls not visible from adjacent streets and allow horizontal and/or vertical offset to reduce mass
- Table CC-4: Building Design
 - Primary Building Entrance: Accessible Entrance; Required Canopy – Modify to increase the allowed adjustment from 10% to 20%

- Overall Building Massing: Allowance of Primary Building Entrance; Ground Floor Height; Base Design – Modify to add a footnote allowing reduction in height of building entrance and ground floor corresponding to canopy height reduction

Attachment 1 includes proposed Code amendments and rationale for the proposed changes.

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

- Does the Planning Commission agree with the standards identified by staff for modifications?
- Does the Planning Commission have comments about the possible modifications recommended by staff?

EXPECTED RESULTS:

Feedback from this meeting will guide completion of a package of Development Code amendments that staff will present to Planning Commission for public hearing at the February 2024 meeting.

TIMELINE:

A Planning Commission public hearing on the Development Code amendments is expected in February 2024 with City Council adoption in March 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. Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code

Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code

Note: The tables below contain current Code language. Text highlighted in red is the subject of the proposed Code amendments.

Wilsonville Development Code

Section 4.134 (.11) Coffee Creek Industrial Design Overlay District

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
1. Parcel Access			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> • Section 4.177(.02) for street design; • Section 4.177(.03) to (.10) for sidewalks, bike facilities, pathways, transit improvements, access drives & intersection spacing. The following Development Standards are adjustable: <ul style="list-style-type: none"> • Parcel Driveway Spacing: 20% • Parcel Driveway Width: 10% 		
Parcel Driveway Width	Not applicable	24 feet, maximum or complies with Supporting Street Standards	24 feet, maximum or complies with Through Connection Standards

Proposed Code Amendments:

Modify the standard to include two driveway width maximums:

- Keep 24-foot width with 10% allowed adjustment to 26.4 feet for the primary driveway providing access for passenger vehicles, light delivery, etc.
- Increase the driveway width to 40 feet maximum with 10% allowed adjustment to 44 feet for a secondary driveway or a driveway that provides access for heavy delivery vehicles, large trucks, etc.

Rationale for Proposed Changes:

- Two waivers were requested to allow increased width of a secondary driveway from a Supporting Street for heavy vehicle ingress/egress.
- The allowed driveway width, even with a 10% adjustment, was not sufficient for large truck ingress/egress from a Supporting Street or Through Connection.
- Applicants suggest a maximum of 40 to 45 feet would be adequate for a driveway providing truck ingress/egress.
- Auto-only driveway width of 24 feet with allowed adjustment to 26.4 feet is sufficient.
- While the main goal of the driveway maximum width is limiting the distance that pedestrians have to cross a driveway, thus providing for better pedestrian connectivity, the pedestrian crossing distance needs to be balanced with safe turning radius for larger

vehicles to prevent traffic slowdowns and stacking on the street, and damage to curbs and landscape areas from turning trucks.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
2. Parcel Pedestrian Access			
Parcel Pedestrian Access Width	8 feet wide minimum		

Proposed Code Amendments:

Modify the standard to limit where an access width of 8 feet is required:

- Specify that the 8-foot access width is for pathways between the public ROW and Primary Building Entrance(s).

Rationale for Proposed Changes:

- No waivers were requested, but clarification is needed of specific locations where the access width must be 8 feet versus where 5 feet is sufficient.
- While the width requirement appears to apply to all connections into a site, it seems overly burdensome to require all connections from the public right-of-way to be 8 feet wide.
- The highest priority should be connecting the primary frontage to the primary building entrance.

COFFEE CREEK ASSESSMENT - ATTACHMENT 1

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
4. Parking Location and Design			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> Section 4.155 (03) Minimum and Maximum Off-Street Parking Requirements Section 4.155 (04) Bicycle Parking Section 4.155 (06) Carpool and Vanpool Parking Requirements Section 4.176 for Parking Perimeter Screening and Landscaping—permits the parking landscaping and screening standards as multiple options The following Development Standards are adjustable: <ul style="list-style-type: none"> Parking Location and Extent: up to 20 spaces permitted on an Addressing Street 		
Parking Location and Extent	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.	Parking is permitted between right-of-way of Supporting Street and building.	Parking is permitted between right-of-way of Through Connection and building.

Proposed Code Amendments:

Modify the standard to eliminate the limitation of one parking bay and allow some parking to be used for a longer duration:

- Keep the number of spaces unchanged at 16 spaces maximum with allowed adjustment to 20 spaces.
- Eliminate the requirement that all allowed spaces be located within one double-loaded bay of parking.
- Require that 50% of allowed spaces be designated for short-term, visitor, and disabled parking only, allowing other spaces to be utilized by other users or for longer duration.

Rationale for Proposed Changes:

- Three waivers were requested: one to the number of spaces due to unique site constraints and the waiver gave the City extra leverage to get enhanced landscaping along the frontage; another to allow two different parking bays, rather than one on an Addressing Street, while still meeting the maximum number of spaces; and two to allow some of the parking along an Addressing Street to be used by employees.
- Much of the development thus far (3 of 4 projects) tends not to have many customers or visitors; a majority of employees might work in the office area at the front of the building.
- Minimization of the appearance of parking from an Addressing Street is a key focus in the Pattern Book with the intent of providing a human scale to the public realm.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
5. Grading and Retaining Walls			
General	The following Development Standards are adjustable:		
	<ul style="list-style-type: none"> • Retaining Wall Design: 20% 		
Maximum height	<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>		
Retaining Wall Design	Retaining walls longer than 50 linear feet shall introduce a 5-foot, minimum horizontal offset to reduce their apparent mass.		

Proposed Code Amendments:

Modify the standard to increase the maximum height for walls not visible from the right-of-way of adjacent streets and to allow a horizontal and/or vertical offset to reduce their mass.

- Keep the maximum height of 48 inches with a 20% allowed adjustment to 57.6 inches for retaining wall that are visible from the right-of-way of adjacent streets.
- Increase the height maximum to 60 inches with a 20% allowed adjustment to 72 inches for retaining walls that are only visible to users from within a site.
- Keep the requirement for an offset in walls longer than 50 linear feet, but clarify the meaning of “horizontal offset” by providing explanatory text or graphics/illustrations.

Rationale for Proposed Changes:

- Two waivers were requested to allow taller retaining walls to accommodate large flat buildings that require a level expanse within which to build, to meet grade at adjacent street right-of-way, and due to unique, site-specific design challenges.
- It is unclear how the requirement for a 5-foot minimum horizontal offset should be applied. Because it focuses on the linear length of the wall, rather than its height, it seems that the offset should be a vertical, rather than horizontal. Introducing a vertical offset can result in stability issues. It can lead to water penetration and wall failure.
- The Pattern Book (pages 23-24) emphasizes the intent to minimize site grading to preserve the natural character of a site. Contoured slopes are generally preferred to the installation of retaining walls. Where retaining walls are necessary to support site development, they should facilitate surface drainage, limit soil erosion, and avoid increasing instability of native soils. Retaining walls should be integrated with other site design features, such as stairs, ramps, and planters wherever possible.

COFFEE CREEK ASSESSMENT - ATTACHMENT 1

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
2. Primary Building Entrance			
General	The following Development Standards are adjustable: <ul style="list-style-type: none"> • Required Canopy: 10% • Transparency: 20% 		
Accessible Entrance	The Primary Building Entrance shall be visible from, and accessible to, an Addressing Street (or a Supporting Street if there is no Addressing Street frontage). A continuous pedestrian pathway shall connect from the sidewalk of an Addressing Street to the Primary Building Entrance with a safe, direct and convenient path of travel that is free from hazards and provides a reasonably smooth and consistent surface consistent with the requirements of Americans with Disabilities Act (ADA). The Primary Building Entrance shall be 15 feet wide, minimum and 15 feet tall, minimum.		
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.		
3. Overall Building Massing			
Allowance of Primary Building Entrance	Where the Primary Building Entrance is located on an Addressing Street it may extend into the required front yard setback by 15 feet maximum provided that: <ol style="list-style-type: none"> It has a two-story massing with a minimum height of 24 feet; The Parcel Frontage on the Addressing Street is limited to 100 feet; The building extension is 65% transparent, minimum; The entrance is protected with a weather-protecting canopy with a minimum vertical clearance of 15 feet; and The standards for site design and accessibility are met. 	Not applicable	Not applicable
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).		

Proposed Code Amendments:

Modify the standard to increase the allowed adjustment for required canopy height:

- Increase the allowed adjustment for required canopy height from 10% to 20% to allow a minimum canopy height of 12 feet.
- Add a footnote to Table CC-4 at the standards for “Accessible Entrance”, “Allowance of Primary Building Entrance”, and “Ground Floor Height” to allow corresponding reduction in the minimum height of the primary building entrance and ground floor height when an applicant elects to use the allowed adjustment to reduce the required canopy height.

Rationale for Proposed Changes:

- Two waivers were requested to reduce the required canopy height to 12 feet and two waivers were requested to adjust the interior ground floor height to 12 feet.
- A canopy height of 10 to 12 feet is the standard storefront dimension, where a height above 12 feet requires a curtain wall system, which is more expensive and likely requires custom fabrication.
- A lower canopy height may allow for better weather protection at the primary entrance, and can facilitate interior/exterior integration and line of sight.
- Applicants noted that an interior ceiling height requirement matching the exterior canopy feels more spacious in comparison to the typical dropped ceiling of 9 to 10 feet.
- If the allowed adjustment is changed to 20% from 10%, the resulting minimum would be 12 feet, which is the standard storefront dimension.

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
3. Overall Building Massing			
Base Design	<p>The design of the building Base shall:</p> <ul style="list-style-type: none"> a. Use a material with a distinctive appearance, easily distinguished from the building Body expressed by a change in material, a change in texture, a change in color or finish; b. Create a change in surface position where the Base projects beyond the Body of the building by 1½ inches, minimum; and/or c. Low Berm Landscape Standard, Section 4.176(.02)E. 		

Proposed Code Amendments:

Modify the standard to clarify that any one of the three design options satisfies the requirement:

- Add “and/or” after “finish;” under (a.) in the standard.

Rationale for Proposed Changes:

- No waivers were requested, but clarification is needed as to whether the intent of the standard is to require (a.) **and/or** (b.), similar to with the Top Design, or to require **both** (a.) and (b.)
- Having a base that is both visually (a.) **and** dimensionally (b.) distinct is difficult to achieve, particularly with tilt-up concrete construction technology that has a large flat surface that is poured on the ground. Projecting panels, mesh treatment, or other means must be used to achieve the change in surface position.