DESIGN STANDARDS

LARGE SCALE RETAIL DEVELOPMENT AND
THE C-2 COMMUNITY COMMERCIAL DISTRICT

PRESENTATION OVERVIEW

1. Background
2. Request
3. Location of C-2 District
4. Public Comment
5. Proposed Text Amendments (in addition to those proposed on April 12)
6. Staff Recommendation

BACKGROUND

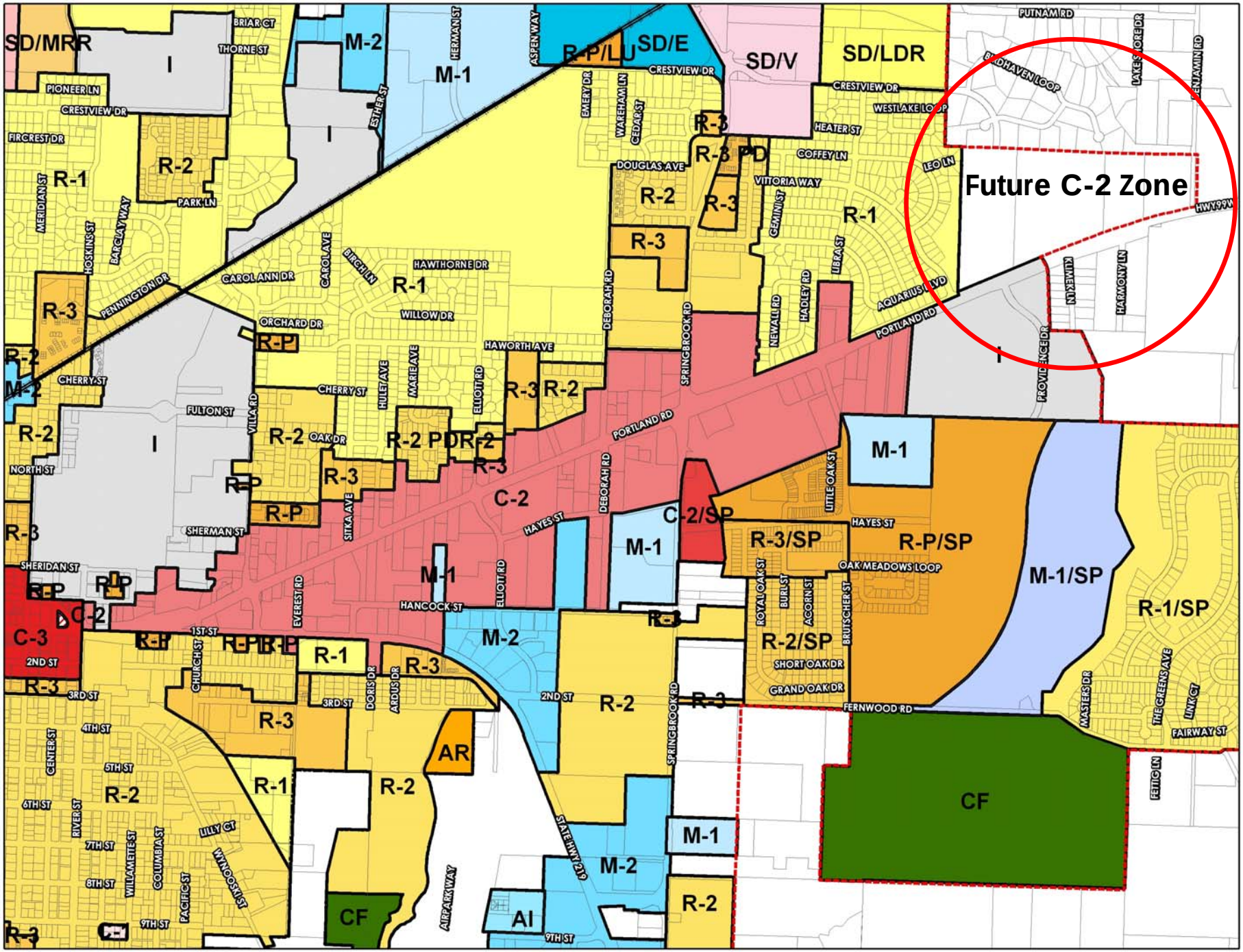
- City Council adopted Resolution 2007-2701, initiating Development Code text amendments to address issues with large scale retail development
- PC Public Hearing April 12, 2007- issues, existing requirements, text amendments proposed
- PC Mobile Workshop May 3, 2007
- PC Public Hearing October 11, 2007 – addendum to proposed text amendments

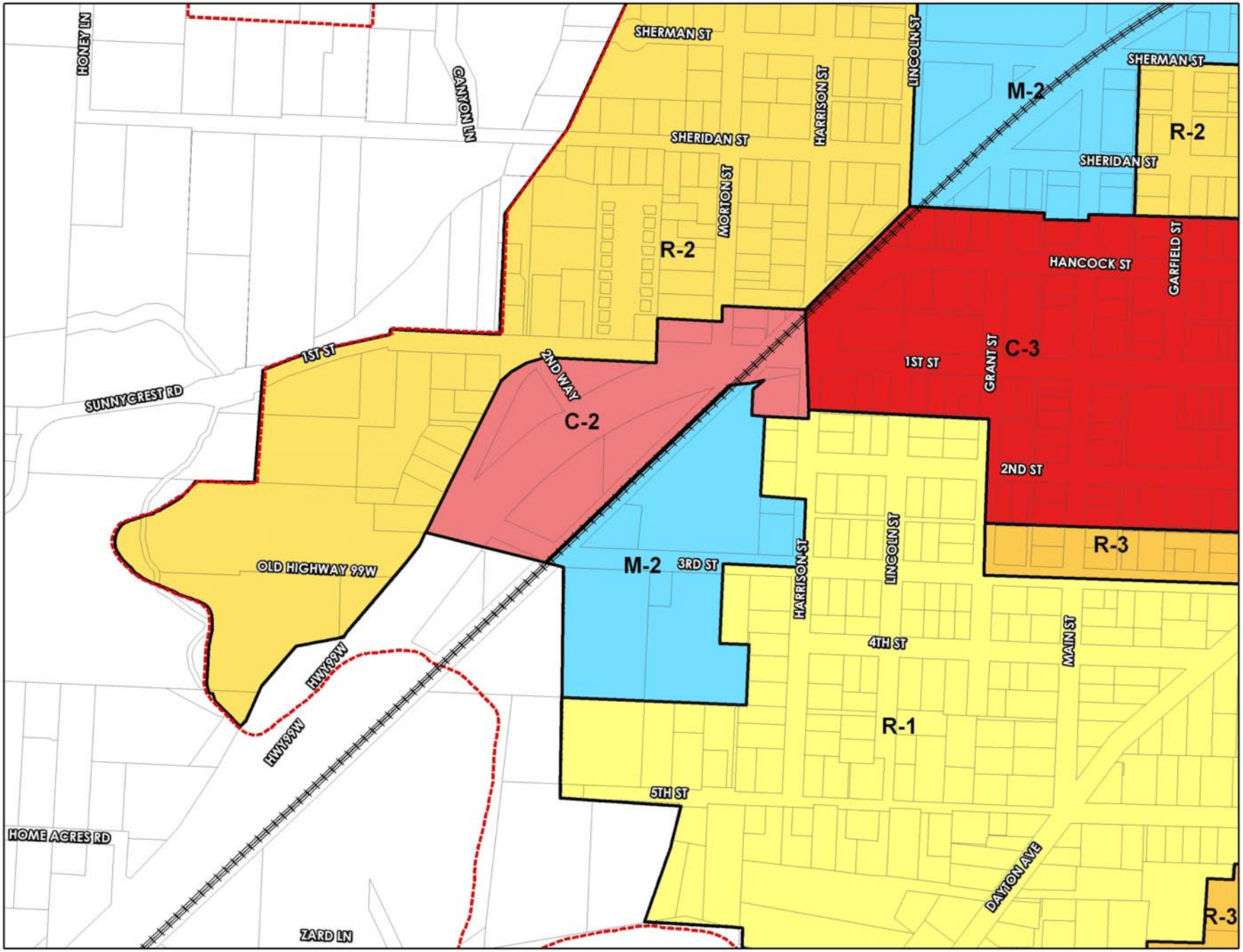
REQUEST

<u>Adopt Resolution 2007-235:</u> Amending Development Code to provide standards for large scale retail in C-2 District

Planning Commission's Role:

1. Review text amendment options
2. Choose which amendments to add to Resolution 2007-235
3. Make final recommendation to City Council


Future C-2 Zone
SD/MRR
SD/E
SD/V
SD/LDR
R-P/LU
M-1
M-2
R-1
R-2
R-3
R-3 PD
R-2 PDR-2
R-P
C-2
C-2/SP
R-3/SP
R-P/SP
M-1/SP
R-1/SP
R-2/SP
C-3
AR
CF
AI
PORTLAND RD
HAYES ST
HANCOCK ST
FERNWOOD RD
SPRINGBROOK RD
DEBORAH RD
ELLIOTT RD
SITKA AVE
EVEREST RD
CHURCH ST
DORIS DR
ARDUS DR
STATE HWY 219
AIRPARK WAY
PENNINGTON DR
CAROL ANN DR
ORCHARD DR
HAWTHORNE DR
WILLOW DR
HAWORTH AVE
CHERRY ST
FULTON ST
OAK DR
NORTH ST
SHERMAN ST
SHERIDAN ST
1ST ST
2ND ST
3RD ST
4TH ST
5TH ST
6TH ST
7TH ST
8TH ST
9TH ST
CRESTVIEW DR
PIONEER LN
FIRCREST DR
PARK LN
BRIAR CT
THORNE ST
HERMAN ST
ASPEN WAY
EMERY DR
WAREHAM LN
CEDAR ST
DOUGLAS AVE
COFFEY LN
HEATER ST
VITTORIA WAY
GEMINI ST
LIBRA ST
NEWALL RD
HADLEY RD
AQUARIUS BLVD
PUTNAM RD
BIRDHAVEN LOOP
LAKESHORE DR
BENJAMIN RD
LEO LN
HWY99W
KIMEK LN
HARMONY LN
PROVIDENCE DR
LITTLE OAK ST
OAK MEADOWS LOOP
ROYAL OAK ST
BURL ST
ACORN ST
BRUTSCHER ST
SHORT OAK DR
GRAND OAK DR
MASTERS DR
THE GREENS AVE
LINK CT
FAIRWAY ST
FETTIG LN
MERIDIAN ST
HOSKINS ST
BARCLAY WAY
CAROL AVE
BIRCH LN
HULET AVE
MARIE AVE
VILLA RD
ESTHER ST
CENTER ST
RIVER ST
WILLAMETTE ST
COLUMBIA ST
PACIFIC ST
LILLY CT
WYNOOSKI ST


HONEY LN
CANYON LN
SHERMAN ST
SHERIDAN ST
HARRISON ST
MORTON ST
LINCOLN ST
M-2
SHERMAN ST
R-2
SHERIDAN ST
R-2
HANCOCK ST
GARFIELD ST
1ST ST
2ND WAY
C-2
1ST ST
GRANT ST
C-3
SUNNYCREST RD
2ND ST
R-3
OLD HIGHWAY 99W
M-2
3RD ST
HARRISON ST
LINCOLN ST
4TH ST
MAIN ST
HWY 99W
HWY 99W
R-1
5TH ST
HOME ACRES RD
DAYTON AVE
R-3
ZARD LN

PROPOSED TEXT AMENDMENTS

GENERAL CATEGORIES

*Note: Only apply to sites with building over 30,000 sq. ft.

1. On-Site Landscaping
2. Connectivity
3. Building & Site Design
4. Parking
5. "Green Design"
6. Conditional Use Permit
7. Adaptive Reuse Agreements

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

<u>Objective:</u>

Increase landscaping and open space on site within parking areas and near the building.

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

a. Parking Area

Option 1: An island of landscape area shall be located to separate blocks of parking spaces. At a minimum, one deciduous shade tree per **five** parking spaces shall be planted to create a partial tree canopy over and around the parking area. The type of tree shall be chosen from the City of Newberg Preferred Street Tree List and have a minimum crown spread of 25 feet.

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

a. Parking Area

Option 2: One tree planting landscape island, with a size no less than 500 square feet, shall be provided for every 5 parking landscape islands along grouped parking aisles.

Recommendation: Adopt either option

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

b. Building

Option 1: A landscape strip shall be provided adjacent to building facades that do not face a public street. The landscape strip shall be a minimum 5 feet in width and include a combination of trees, shrubs, ground cover or lawn. Plant material shall be selected from at least two of the different plant material groups (example: trees and shrubs, or lawn and shrubs, or lawn and trees and shrubs). The type of tree selected shall have a crown of less than 15 feet at maturity.

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

b. Building

Option 2: 151.196 (G), [after last sentence]…or a landscape strip shall be provided. The landscape strip shall be a minimum 5 feet in width and include a combination of trees, shrubs, ground cover or lawn. Plant material shall be selected from at least two of the different plant material groups (example: trees and shrubs, or lawn and shrubs, or lawn and trees and shrubs). Trees are required to be one of the selected plant material groups and shall be spaced approximately 35-40 feet on center. The type of tree selected shall have a crown of less than 15 feet at maturity.

Recommendation: Adopt option 1.

① ON-SITE LANDSCAPING

BUILDING AREA LANDSCAPE OPTIONS

① ON-SITE LANDSCAPING

PROPOSED TEXT AMENDMENT OPTIONS

c. Open Space/Water Features/Plaza

Option 1: Consider an open space requirement only through conditional use permit review.

Option 2: All buildings shall front a public street ***or*** include a plaza or open space within the development site. One square foot of open space or plaza space shall be required for every 10 square feet of gross floor area. Sitting spaces shall be provided for every 500 square feet of open space or plaza space. One tree shall be provided for every 800 square feet of open space or plaza space.

Recommendation: Adopt option 1 or 2.

① ON-SITE LANDSCAPING

EXAMPLE OF A COMMERCIAL PLAZA

2

CONNECTIVITY

PROPOSED TEXT AMENDMENT OPTIONS

Objectives:

Improve pedestrian and vehicle connectivity, safety, and convenience within development sites and neighboring parcels

2

CONNECTIVITY

PROPOSED TEXT AMENDMENT OPTIONS

a. On-Site Streets

Option 1: Public streets shall be dedicated according to section 151.695 PLATTING STANDARDS FOR BLOCKS. Streets shall be constructed according to local street standards as described in 151.685 unless otherwise approved by the City Engineer and Fire Marshall. Streets shall comply with all applicable standards contained within the Newberg Development Code.

Recommendation: Adopt option 2.

2

CONNECTIVITY

PROPOSED TEXT AMENDMENT OPTIONS

a. On-Site Streets

Option 2: Public streets maybe required to be dedicated where needed to improve internal circulation, to connect to neighboring properties or streets, to break up large blocks, or to reduce travel around a site.

Recommendation: Adopt option 2.

2 CONNECTIVITY

EXAMPLE OF INTERIOR STREETS

2 CONNECTIVITY

EXAMPLE OF INTERIOR STREETS

2

CONNECTIVITY

PROPOSED TEXT AMENDMENT OPTIONS

b. On-Site Walkways

Option 1: All grouped parking aisles greater than 25 stalls in length shall have a walkway extending the entire length. The walkways shall meet current Development Code standards.

Option 2: At a minimum, one in every four parking blocks shall provide a private walkway extending the entire length of the parking block.

Option 3: At a minimum, 95% of the parking spaces shall be located within 75 feet of a private walkway.

Option 4: Include walkways only as a component of on-site street improvements.

Recommendation: Adopt options 3 and 4.

2 CONNECTIVITY

EXAMPLE OF GROUPED PARKING WALKWAY

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

Objectives:

- Enhance site and building aesthetics
- Create a more pedestrian friendly streetscape
- Improve on-site safety and security

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

a. Building Orientation

Option 1: All buildings on a development site shall have a maximum front yard setback of 20 feet.

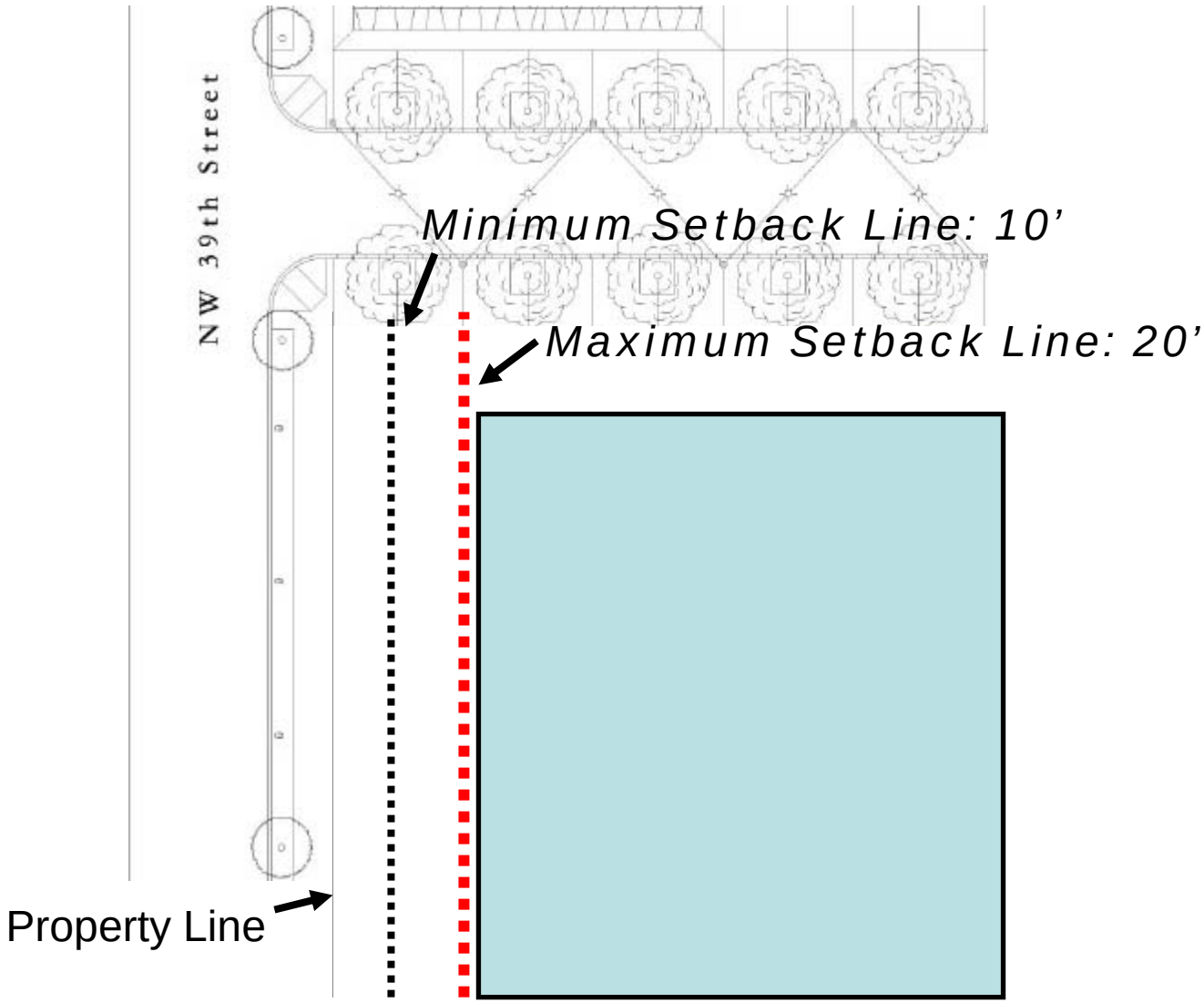
Option 2: All buildings on a development site shall front the same street. Only when the entire length of the street is found to be completely developed may buildings front another street. The street in which the buildings shall front will be at the discretion of the Director. Collector streets and local streets shall take precedent over arterial streets.

Option 3: All buildings shall have the façade of greater length front a public street.

Recommendation: Adopt options 2 and 3.

3 BUILDING & SITE DESIGN

EXAMPLE OF PROPOSED SETBACK

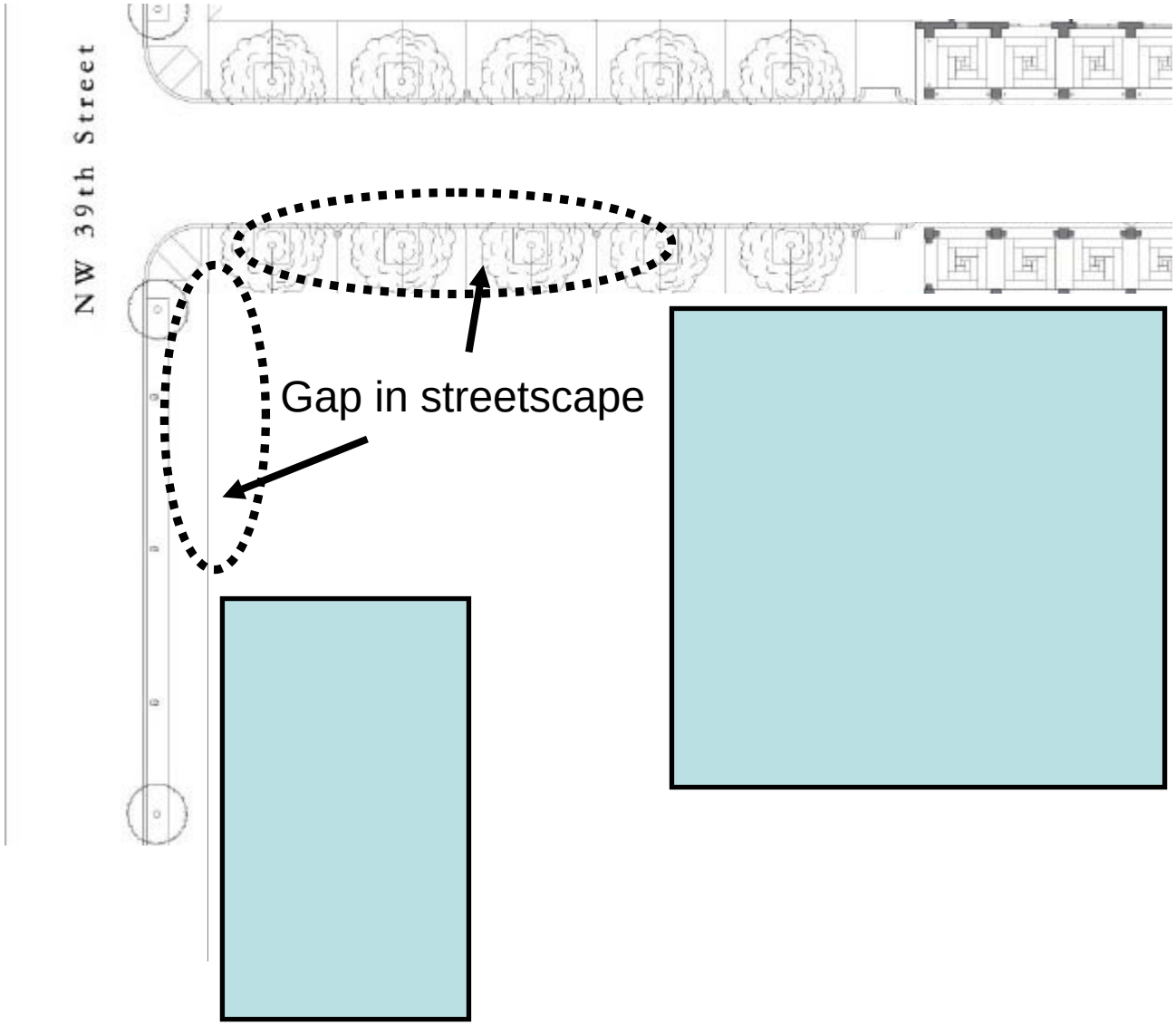


3 BUILDING & SITE DESIGN

EXAMPLE OF STREET ORIENTED BUILDING

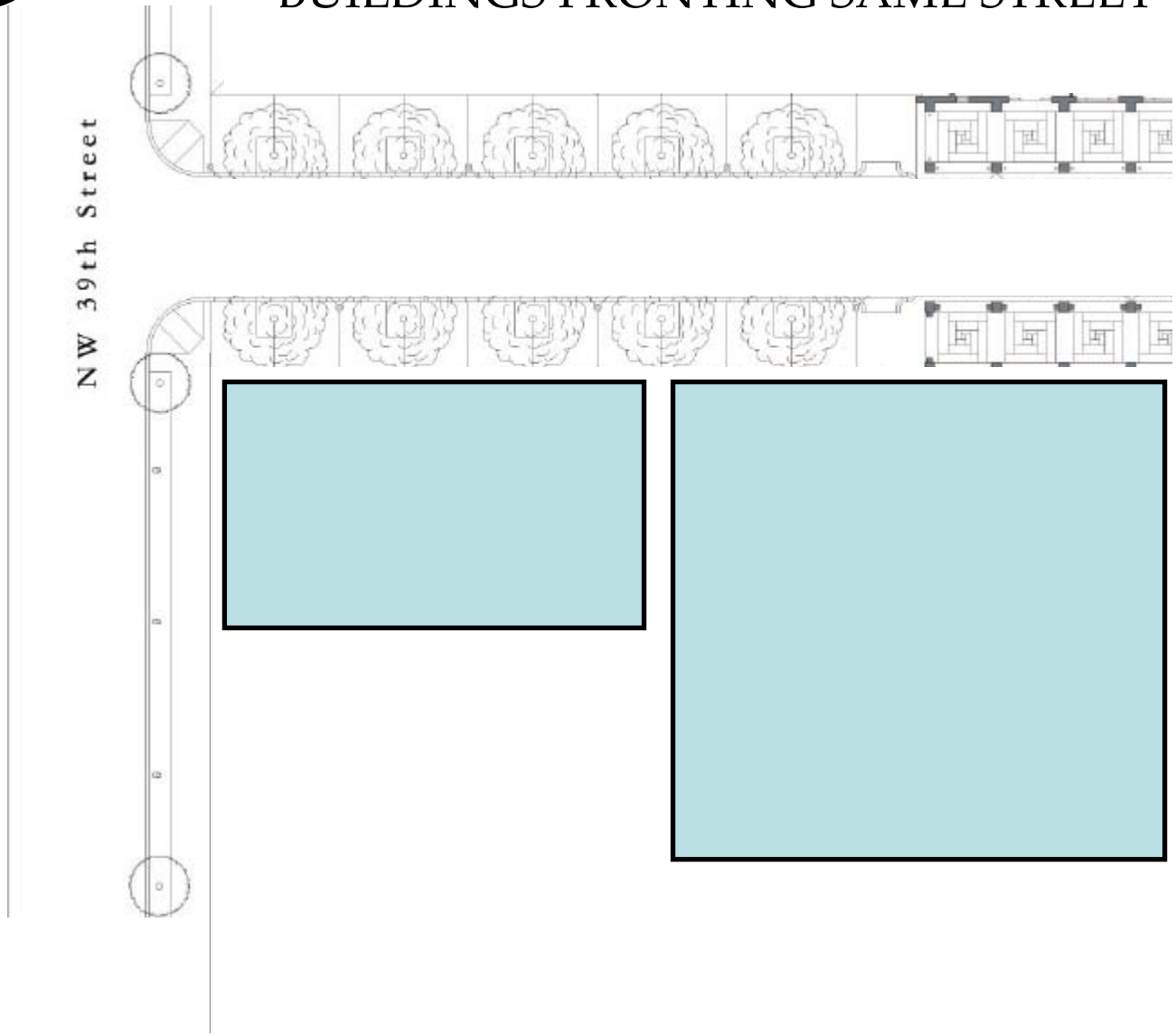
3 BUILDING & SITE DESIGN

BUILDINGS FRONTING DIFFERENT STREETS



3 BUILDING & SITE DESIGN

BUILDINGS FRONTING SAME STREET



③ BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

b. Pedestrian Entrances

Current standards: Section 151.196 (H)(2), "Every building elevation facing a street…shall have a building entrance no more than 100 feet from another entrance…"

Recommendation: No change to existing standard.

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

c. Façade Design

Optional design elements for every 100 feet of façade.

Option 1: add a cornice as an optional design feature. <u>(h) a cornice.</u>

Option 2: add recessed entrances as an optional design feature. <u>(i) recessed entrances.</u>

Recommendation: Adopt options 1 and 2.

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

d. Façade Materials

Option 1: Modify 15.196 (H)(1)(h). Instead of a *change of material,* require at least 10 % of the façade to comprise of a different material.

(c) Each building façade, at a minimum, shall comprise of 10 percent different material.

Recommendation: Adopt option 1.

3 BUILDING & SITE DESIGN

EXAMPLE OF SINGLE MATERIAL FAÇADE

3 BUILDING & SITE DESIGN

EXAMPLE OF VARIOUS FAÇADE MATERIALS

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

e. Windows

Option 1: 151.196 (G) [third sentence] 50% of the all window area shall allow view into an active space. An active space is defined as any area within a building that customers use for shopping, dining, and so forth. Merchandise display windows shall be considered an active space. Examples of areas that are considered non-active spaces are storage and mechanical equipment areas, and areas used primarily by employees.

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

e. Windows

Option 2: 151.196 (G) [fourth sentence] For all ground floor facades that do not face a public street, windows shall comprise a minimum of 20 percent of the ground floor façade or a landscape strip shall be provided adjacent to the building. The landscape strip shall be a minimum of 5 feet in width and include a combination of trees, shrubs, and groundcover or grass. Screened loading areas shall be exempt.

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

e. Windows

Option 3: Add second story windows as an optional design element for every 100 feet of façade.

(j) Second story windows that comprise a minimum of 10 percent of the second floor façade.

Recommendation: Adopt options 1 though 3.

3 BUILDING & SITE DESIGN

WINDOWS

3 BUILDING & SITE DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

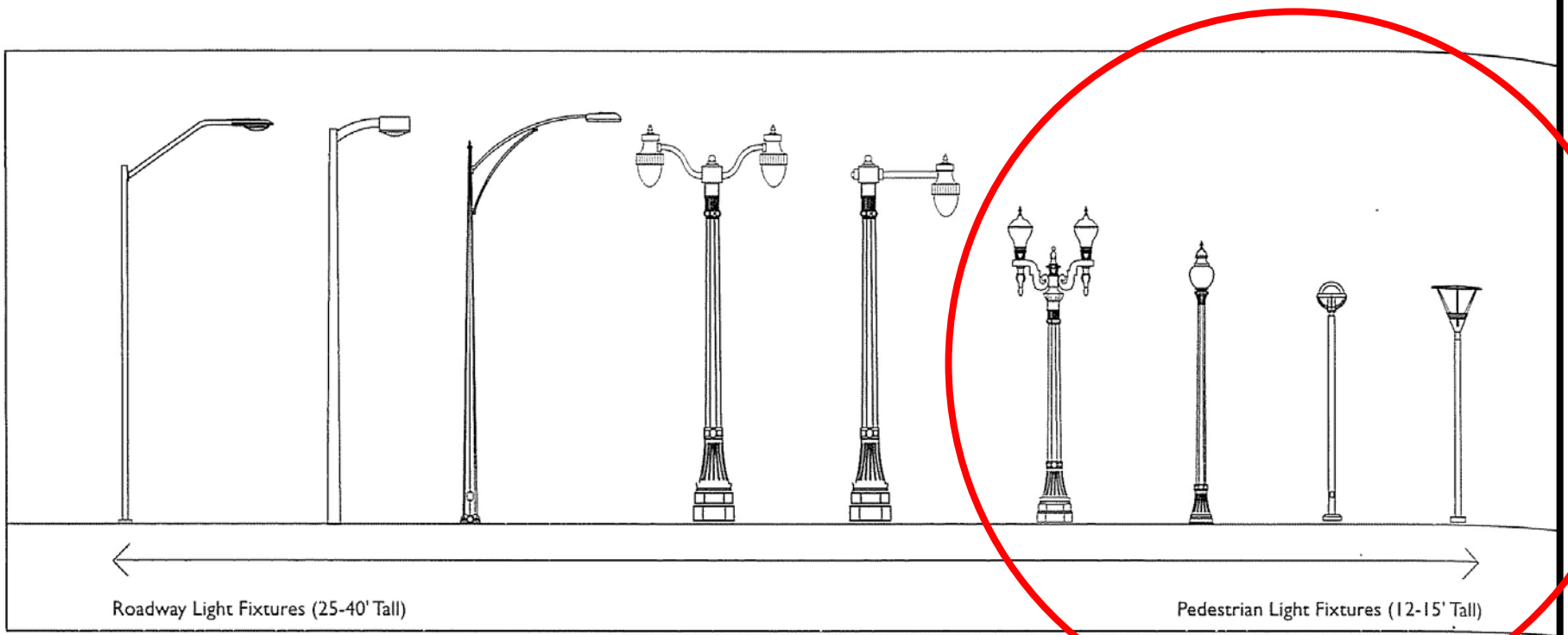
f. Pedestrian Scale Lighting

Option 1: Pedestrian scale lighting should be located along all pedestrian pathways and provide a minimum lighting level of 1 lumen. The type of features that should be considered, but not limited to, include; street lamps below 15 feet in height, light fixtures attached buildings, and light bollards.

Recommendation: Adopt option 1.

3 BUILDING & SITE DESIGN

EXAMPLES OF PEDESTRIAN SCALE LIGHTING



LIGHT FIXTURES

Source: SMWM.

3 BUILDING & SITE DESIGN

EXAMPLES OF PEDESTRIAN SCALE LIGHTING

4

PARKING

STAFF ANALYSIS: COMPARABLE SITES

- Overall the proposed text amendments would require less parking than existing large scale retail in the metro area

Table 1. Large Scale Retail Development Parking Analysis, Portland Metro Area 2007

Development Area	*Total Building Square Footage On Site*	*Total Number of Parking Stalls*	*Existing Parking Ratio*	*Percentage Above Maximum Number of Stalls Permitted by the Proposed Newberg Development Code*	*Maximum Number of Stalls Permitted by the Proposed Newberg Development Code Amendment*
Target Development, Sherwood	166,000	750	1 stall / 213 sq. ft	+ 12%	667
Murray Scholls Town Center, Beaverton	219,400	1,000	1 stall / 219 sq. ft	+ 9%	914
Argyle Square, Wilsonville	370,950	1,875	1 stall / 198 sq. ft	+ 21%	1,545

Source: Google Maps and City of Newberg Development Code

13,000 sq. ft.
15,000 sq. ft.
138,000 sq. ft.

4

PARKING

STAFF ANALYSIS: COMPARABLE SITES

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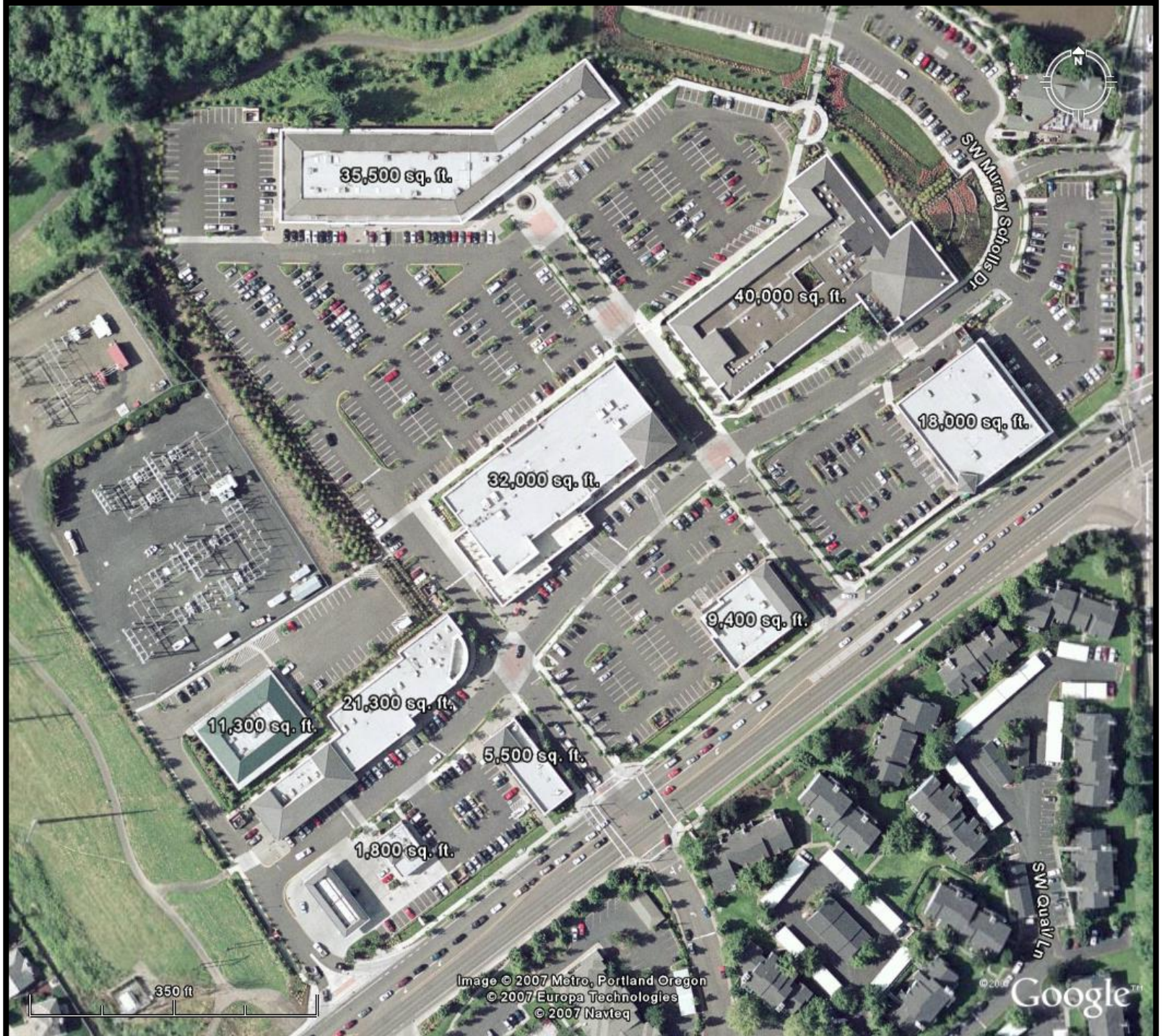
Source: Google Maps and City of Newberg Development Code					


35,500 sq. ft.
40,000 sq. ft.
18,000 sq. ft.
32,000 sq. ft.
9,400 sq. ft.
21,300 sq. ft.
11,300 sq. ft.
5,500 sq. ft.
1,800 sq. ft.
SW Murray Scholls Dr
SW Quail Ln
350 ft
Image © 2007 Metro, Portland Oregon
© 2007 Europa Technologies
© 2007 Navteq
Google

4

PARKING

STAFF ANALYSIS: COMPARABLE SITES

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Source: Google Maps and City of Newberg Development Code					

SW Elligsen Rd
54,600 sq. ft.
12,000 sq. ft.
124,000 sq. ft.
147,200 sq. ft.
SW Burns
SW Parkway Center Dr
5
500 ft
Image © 2007 Metro, Portland Oregon
© 2007 Europa Technologies
© 2007 Navteq
Google

4 PARKING

STAFF ANALYSIS: QUANTITATIVE RESEARCH

a. Free-Standing Discount Store Example

*Average Store Size = approx. 100,000 sq. ft.

Saturday in December

- Parking Demand= 4.47 vehicles/1,000 sq. ft.

Weekday in December

- Parking Demand= 3.81 vehicles/1,000 sq. ft.

Newberg Comparison

- Current Development Code Min. = 3.33 vehicles/1,000 sq. ft.
- Proposed Amendment (125% cap) = 4.16 vehicle/1000 sq. ft.

5

GREEN DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

Objective:

Decrease various negative environmental impacts from development

5

GREEN DESIGN

PROPOSED TEXT AMENDMENT OPTIONS

a. Performance Standards

Option 1: For projects that require a conditional use permit, developments shall achieve one level of LEED, or similar, certification for at least one stage of development.

Recommendation: Adopt no option. "Green Design" should be explored in the future for all development types.

6 CONDITIONAL USE PERMIT

WHY A CONDITIONAL USE PERMIT?

1. **Ambiguity of Impact:** Scale and degree of impacts are unknown for commercial buildings over certain sizes.

2. **Cumulative Impact:** Potential for cumulative impact of multiple "smaller" large scale retail buildings on one development site.

3. **Unique Uses:** A 30,000 square foot buildings would be larger than most buildings in the C-2 District.

    a. Newberg has 3 buildings in the C-2 District > = 30,000 sq. ft.

4. **Other Square Foot "Caps":** Example; C-3 District requires CUP for various uses over 40,000 sq. ft. (grocery stores, colleges, churches, hotels, and athletic centers).

6 CONDITIONAL USE PERMIT

LOCAL EXAMPLE OF LARGE SCALE RETAIL

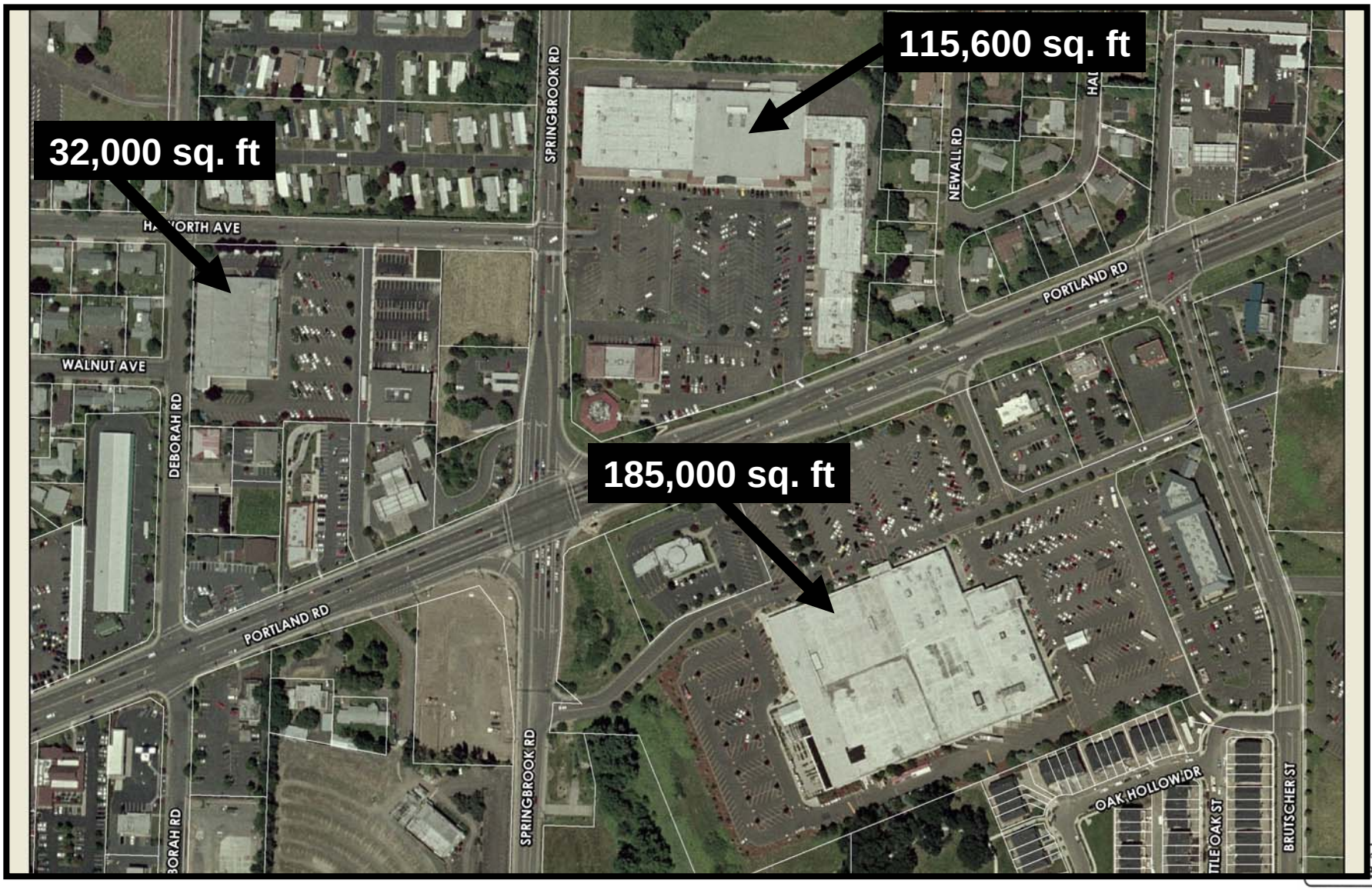

TABLE 1. TYPES OF RETAIL BIG-BOX STORES AND AVERAGE SIZE

Type	Website Address	Number of Stores in the United States (at Year End 2004)	Average Size (in square feet) feet)	Size Range	Number of New Stores Planned for 2005
GENERAL MERCHANDISE	www.kmart.com	1,422	95,000	40,000 to 194,000	n/a
	www.kmart.com	58	n/a	Up to 194,000	n/a
	www.meijer.com	170	207,000	n/a	9
	www.target.com	141	n/a	n/a	17
	www.target.com	1,189	126,153	n/a	65
	www.walmartrealty.com	1,353	100,000	30,000–220,000	n/a
	www.walmartrealty.com	1,713	187,000	100,000–261,000	n/a
GROCERY	www.kroger.com	2,532	55,687	n/a	Approximately 40
	www.walmartrealty.com	85	43,000	38,000–55,000	n/a
	www.wholefoods.com	168	49,000	40,000–60,000	10
OUTLET	www.biglots.com	1,502	28,600	10,000–50,000	50 to 70
	www.burlingtoncoatfactory.com	349	78,000	20,000–178,000	12
SPECIALIZED PRODUCT	www.baresandnoble.com	820	27,000	10,000–60,000	30–35
	www.bedbathand beyond.com	660	n/a	20,000–80,000	Historically opened 85 per year in 03 and 04
	www.bordersgifts.com	504	25,100	n/a	15-20
	www.circuitcity.com	617	n/a	n/a	31
	www.homedepot.com	1,890	106,000 plus 22,000 gar-den area	n/a	n/a
	www.kohls.com	637	77,238	n/a	95
	www.lnt.com	440	n/a	25,000–50,000	45–50
	www.lowes.com	1,087	116,000 plus 31,000 garen area	94,000–116,000 plus 26,000–31,000 garden area	n/a
	www.officedepot.com	969	26,000	n/a	100
	www.petsmart.com	726	n/a	19,000–27,000	100
	www.staples.com	1,426	n/a	n/a	95
	www.toysrus.com/about	1,123	46,000	n/a	59
WAREHOUSE CLUB	www.costco.com	417	136,828	70,000–160,000	30
	www.samsclub.com	551	128,000	70,000–160,000	n/a

6 CONDITIONAL USE PERMIT

PROPOSED TEXT AMENDMENT OPTIONS

Option 1: All developments sites within the C-2 district that include buildings that exceed 30,000 gfa shall meet the code requirements of section 151.196 (G) and (H) *or* shall apply for a conditional use permit.

Option 2: All buildings on a development site shall conform to the design standards included under 151.196 (H)(1) where the total square footage of one commercial buildings exceed 30,000 square feet of total ground floor area *or* all commercial buildings exceed 50,000 square feet of total ground floor area.

6 CONDITIONAL USE PERMIT

PROPOSED TEXT AMENDMENT OPTIONS

Option 3: Increase threshold for CUP to 60,000. The phrase "60,000 square feet" would replace the phrase "30,000" square feet" found throughout the proposed text amendments.

Option 4: No CUP required. All developments sites within the C-2 district that include buildings that exceed 30,000 gfa shall meet the code requirements of section 151.196 (G) and (H) *or* have the application reviewed by the Newberg Planning Commission through the Type III application process. The Type III review shall identify whether the development proposal has met the applicable standards and the objectives of the standards as far as it is practical.

Recommendation: Adopt option 1 and 2. Provides an opportunity for large scale retail buildings to meet applicable design review criteria without CUP.

7

ADAPTIVE REUSE

PROPOSED TEXT AMENDMENT OPTIONS

Option 1: All buildings that require a conditional use permit shall have an abandoned building surety agreement filed with the City. The terms of the agreement will be reviewed during the conditional use permit process.

Recommendation: Adopt no option.

STAFF RECOMMENDATION

1. Consider the proposed amendments and any changes.

2. **<u>Adopt Resolution 2007-235:</u>** Amending Development Code to provide standards for large scale retail in C-2 District.