

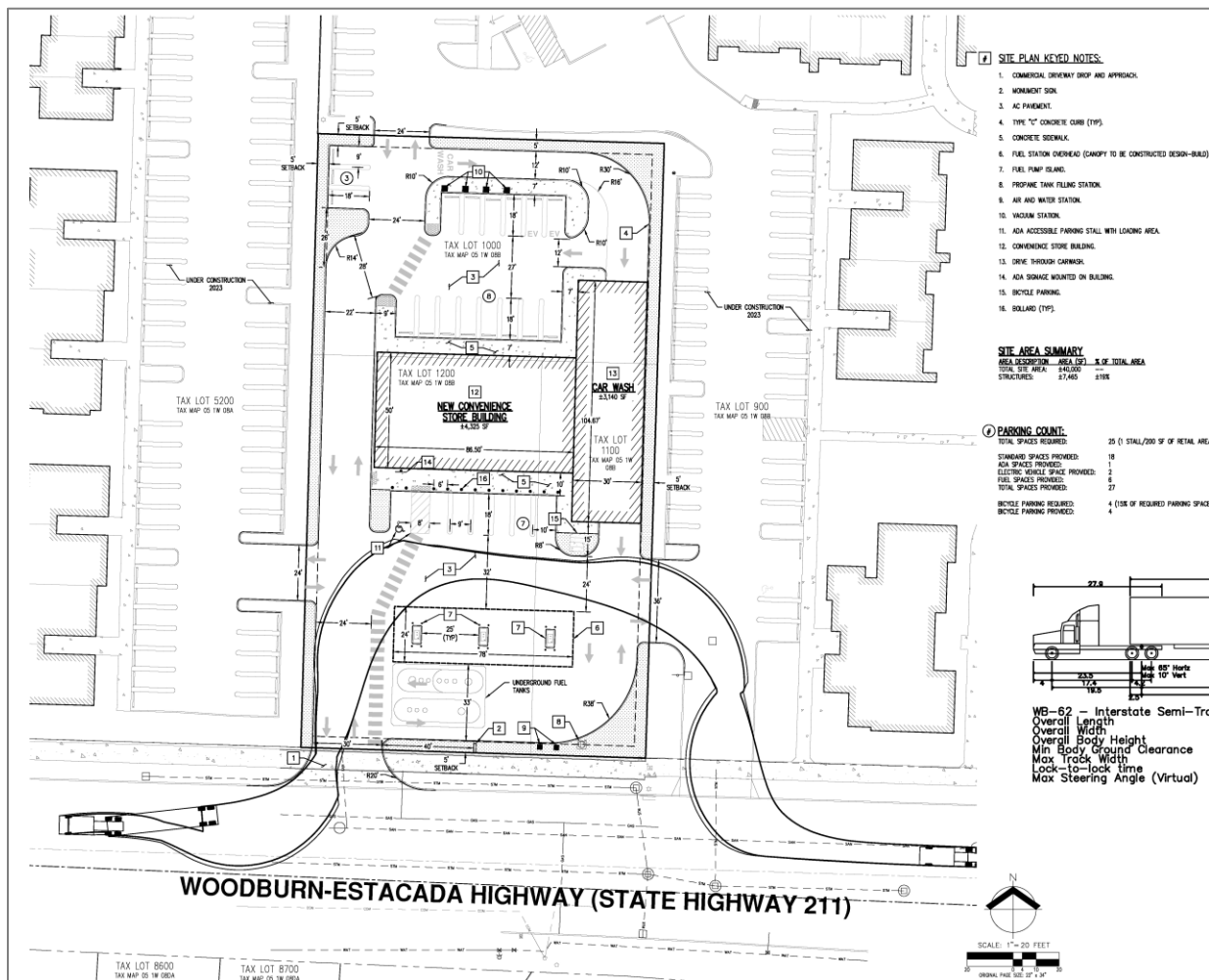


## Pre-Application Meeting PRE 23-11 Agenda

Wednesday, May 17, 2023 at 11:00 a.m.

Woodburn City Hall, Large Conference Room; Microsoft Teams videoconferencing

Thank you for joining staff for pre-application meeting PRE 23-11 to discuss a proposed gas station, convenience store, and car wash at 2115 Molalla Road NE covering Tax Lots 051W09B001000, 1100, & 1200 (primary lot) and located between Woodburn Place and Woodburn Place West Apartments. The subject property is approximately 0.93 acres and within the Commercial General (CG) zoning district following annexation ANX 22-04 via Ordinance No. 2607 adopted April 24, 2023. Section references are to the [Woodburn Development Ordinance \(WDO\)](#).



## Part I.

### A. Executive Summary:

1. For answers to the requestor's narrative questions, see near bottom Part II.
2. Conditional use (CU) application and approval is required to develop for the proposed uses because the subject property is within 200 feet (ft) of residentially zoned property (to the south). (WDO Table 2.03A, row B1, column CG and footnote 3)
3. Expect recommended conditions of approval heavily based on aesthetics – one of the CU criteria – similar to CU 21-02 US Market gas station for 2540 & 2600 Newberg Highway (Note: The Planning Commission approved CU 21-02 on June 9, 2022 with the conditions that staff recommended – except it increased a buffer wall height and struck a phasing plan second option – and, upon appeal by a legal firm representing existing Woodburn gas stations, the City Council heard and denied July 25, 2022. That applicant appealed the Council final decision to the Oregon Land Use Board of Appeals [LUBA] and lost in January 2023.)
4. Expect a condition requiring that the convenience store be along the road and have the customer entrance – or one of two customer entrances – along the frontage or any of along the south façade or as either SE or SW building corner entrance angled up to 45°. The gas pumps and car wash would be behind at the north within the site interior. For what became CU 21-02, this concept is described more fully in the staff pre-app materials for PAPP 2018-19 and PRE 2020-12, the latter quoted below (p. 5):

“Building location: Revise the site plan to align more with the ‘gas backwards’ design. Essentially, bring the building up to the street with pumps parallel to or behind the building. Having the building along the frontage allows for easier and safer pedestrian access.”

Examples of such street-facing commercial new construction are three Walgreens in Portland at 1620 NE Grand Ave, the avenue frontage, 5420 NE 33rd Ave, the avenue frontage, & 7070 NE Sandy Blvd.

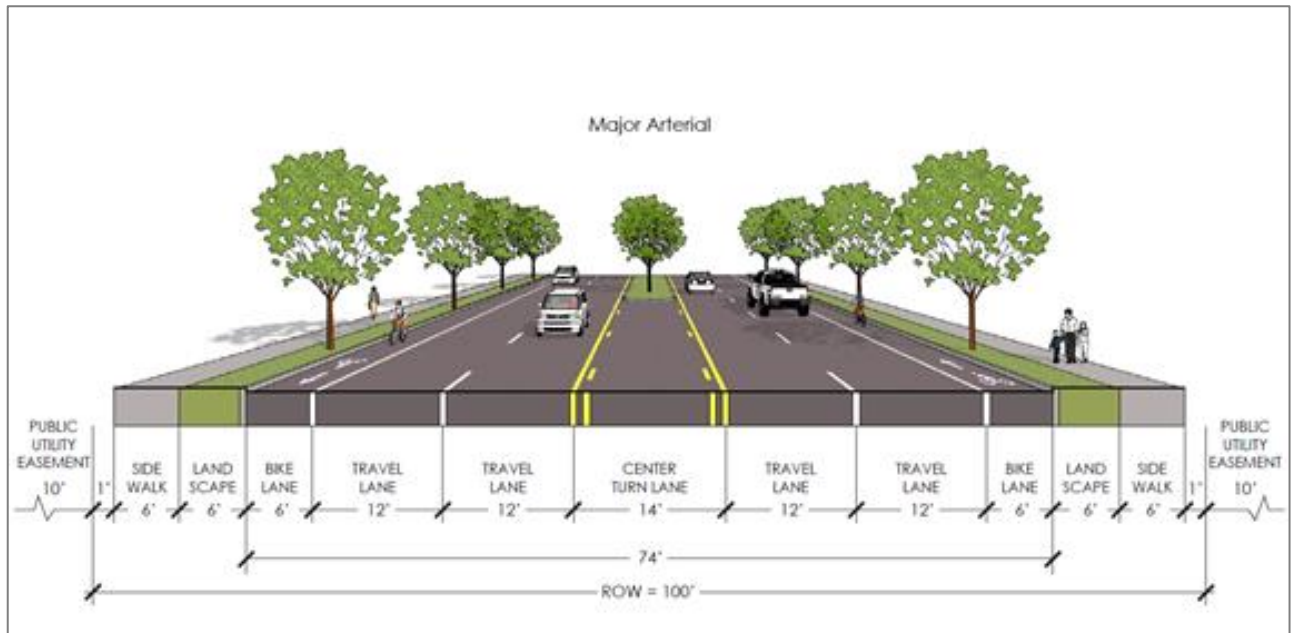
5. Expect regarding surface street improvements to provide a landscape strip and sidewalk like that of both adjacent Woodburn Place Apartments and Woodburn Place West Apartments: 8-ft wide landscape strip (excluding curb width) and 8-ft sidewalk. Expect to widen asphalt for a future second westbound travel lane and a future bicycle lane; see developed Woodburn Place Apartments as an example. The combined frontages may lead to a requirement to stripe the second lane and bicycle lane, depending on ODOT direction.

B. Zoning and site planning:

1. CG zoning: The proposed use is conditional in the Commercial General (CG) zoning district. CG site development standards are in Table 2.02B.
2. Access: Vehicular and pedestrian access standards are outlined in 3.04.03 and Table 3.04A. Per 3.04.06B, an 8-ft wide ADA-compliant walkway, termed a “wide walkway” is required between street sidewalk and farthest building entrance.
3. Parking: Requirements and design provisions are outlined in 3.05. This includes carpool/vanpool (C/V), bicycle parking, and electric vehicle (EV) parking requirements. Note the parking area landscape island/peninsula requirements found later in 3.06.03C.
4. Landscaping: Submit a landscaping plan that clearly indicates plant unit (PU) requirements and how the proposed development meets those requirements. See WDO Table 3.06A for PU requirements and Table 3.06B for PU values. A landscape plan legend needs to indicate into what size categories proposed tree and shrub species fall in order to know how many PUs to assign to each instance of a species.
5. Architecture: Architectural design provisions for commercial developments are found in 3.07.06.
6. Exterior Lighting: Standards for on-site exterior lighting are in 3.11.
7. Fencing: See 2.06.02 for fencing regulations and note that a [Fence Permit](#) is required for any new fencing. Note that barbed, electric, and razor wire are prohibited in Woodburn per both 2.06.02D and Ordinance No. 2338, Sect. 4.
8. Signage: See 3.10 at large for Woodburn sign regulations and the Sign Permit application online [here](#). Based on 4.01.07 “Consolidated Applications”, if the developer knows now that a sign variance is desired, the time to apply for it is simultaneously with the land use applications to develop the site.

C. Streets: The site has frontage along OR Highway 211 / Molalla Road. Per 3.01.01D, the proposal is for development therefore the provisions of Chapter 3.01 are applicable. Requirements associated with street improvements such as bicycle/pedestrian paths, and bus transit facilities are outlined throughout 3.01 including 3.01.07 and 3.01.09.

1. OR Highway 211 / Molalla Road is classified as a “Major Arterial”:



*Figure 3.01B – Major Arterial*

- Right-of-way (ROW): Dedicate variable width ROW to achieve 50 ft width from centerline.
- Streetside public utility easement (PUE): Grant a streetside PUE (10 ft min width per the figure, and 8 ft max per 3.02.01F.2).
- Improvements: Construct half-street improvements along the frontage to match Figure 3.01B.
- Transit: Upon application, staff would consult with the Assistant City Administrator and Transit Manager to determine if a transit shelter would be located in front of this development. Potential CU conditioning might be for installation of a City-spec bus stop shelter or payment of fee in-lieu (being set likely at around \$14,000).

D. Utilities: Consult the Public Works Dept. Engineering Division at (503) 982-5240:

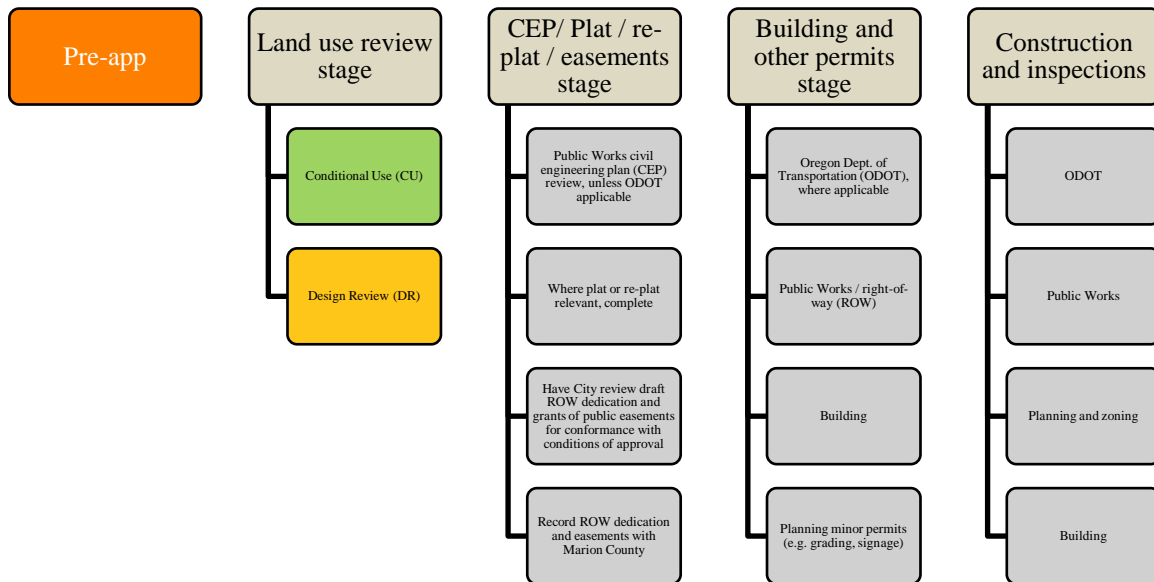
1. Water and sewer: Connect to City water and sewer lines.
2. Stormwater: Site development would comply with the [City Storm Drainage Master Plan, Chap 7 & 11](#). Detain on-site and convey to a public system. Where the Oregon Dept. of Transportation (ODOT) is applicable, expect the Engineering Division to not only require the usual storm report but also require documentation of approval by ODOT to discharge stormwater into its system(s).
3. Street lighting: Adjacent street lighting must comply with City of Woodburn and Portland General Electric (PGE) standards and specifications. The applicant needs to provide documentation to the attention of the Public Works Department indicating that any needed illumination complies with the standards – refer to [Illuminating Engineering Society \(IES\) of North America Recommended Practice 8, Roadway Lighting \(RP-8\)](#) – and install lighting to meet the standard of 3.02.03A. Consult the Engineering Division for details.
4. Undergrounding: Any utilities serving the property must be underground per 3.02.04.
5. System development charges (SDCs): See the Public Works summary sheet at bottom on [Engineering Division homepage](#). Consult the City Engineer with questions. SDC payments are due by building permit issuance.
6. PGE: Work with Ken Spencer, Customer Operations Engineer as needed to address any Portland General Electric (PGE) items, (503) 970-7200, [kenneth.spencer@pgn.com](mailto:kenneth.spencer@pgn.com).

E. Traffic: Transportation impact analysis (TIA) applicability and standards are in 3.04.05. Where 3.04.05B doesn't require a TIA, submit a transportation impact letter or memo. Where the Oregon Dept. of Transportation (ODOT) is applicable, get direction. The ODOT contact is Casey Knecht (pronounced "connect"), P.E., Development Review Coordinator [Region 2], (503) 986-5170, [casey.knecht@odot.state.or.us](mailto:casey.knecht@odot.state.or.us).

F. Fire Access Plan: See narrative question 26 and staff answer for details.

G. Building Dept: Alyssa Nichols, Permit Technician, (503) 980-2432, [alyssa.nichols@ci.woodburn.or.us](mailto:alyssa.nichols@ci.woodburn.or.us).

H. Process:



1. Land use review: Appears to be Type III because conditional use (CU) approval is required and because of 4.01.07 “Consolidated Applications”.
  - Conditional Use (CU). Conditional use (CU) application and approval is required to develop for the proposed uses because the subject property is within 200 feet (ft) of residentially zoned property (to the south). (WDO Table 2.03A, row B1, column CG and footnote 3)
  - Design Review (DR) per whichever of 5.01, 5.02, or 5.03 would’ve been applicable anyway, for the site plan review and development approval

Type I and II applications are decided administratively, Type III applications go before the Planning Commission for a public hearing and decision. Land use application fees are outlined in the [Planning Division fee schedule](#).

Oregon Revised Statutes (ORS) [227.178\(2\)](#) establishes that City staff reviews a submittal package for completeness and responds in writing to the applicant within 30 days. When complete, staff would proceed with a full review. For Type I or II, from completeness determination to staff decision, assume 6 weeks. For Type III or higher, from a completeness determination to public hearing, assume 8 weeks. The Planning Commission tentative meeting dates are 2<sup>nd</sup> and 4<sup>th</sup> Thursdays.

2. Recordation: Record ROW dedications and grants of easements with the Marion County Surveyor’s office. Expect to do so before issuance of any building permit.

3. Address assignment: Submit an [Address Assignment Request Form](#) to begin this process. For the proposed development, it would be to remove the County “NE” from the road name and, if necessary, to assign a suite number or numbers to convenience store building tenant space(s), e.g. Suites 101 & 102.
4. Grading permit: Prior to performing any site grading work and any tree removal, apply for and obtain a [Grading Permit](#) from the City. This application can be submitted at any time, separate from the land use application package.
5. Public Works permits: Any work in the public ROW or on public utility lines will require a permit or permits through the Public Works Department. Contact the Engineering Division with questions, (503) 982-5240.
6. Building Permit: Submit building permit application(s) through the [Oregon ePermitting](#) online system – after any street address changes that the City requires. Structural and mechanical permits are administered by the City, but plumbing and electrical permits are administered by Marion County Public Works. See any of frequently asked questions (FAQs), policies, and resources through the [Building Division homepage](#).

## Part II: Answers to the Requestor's Narrative Questions

1. *Please discuss the required land use applications and permits for the planned development and the anticipated timeframe for City approval.*

See Part I, H.

2. *What are the applicable submittal requirements, review procedure types, and required fees for the above permits?*

See Part I, H, the applicable sections within WDO Volume 5 (Chapters 5.01-5.03) about application types, the application packet cover sheets, and the Planning Division fee schedule.

Regarding Public Works permits for work within rights-of-way (ROW), consult the Public Works Dept. Engineering Division for guidance; however, because the boundary street is a state highway, the Oregon Dept. of Transportation (ODOT) will be the agency to review and approve permit application materials and drawings. The agency generally defers to City conditions of approval and standards for street improvements. The Engineering Division phone number is (503) 982-5240. The ODOT contact is Casey Knecht (pronounced "connect"), P.E., Development Review Coordinator [Region 2], (503) 986-5170, [casey.knecht@odot.state.or.us](mailto:casey.knecht@odot.state.or.us).

3. *Please confirm that the planned gas station, car wash, and convenience store is consistent with the existing zoning designation.*

If with conditional use (CU) approval of a gas station and site development approval through Design Review (DR), then yes. Depending on circumstances, additional and minor land use permits such as for grading may be applicable also.

4. *Once issued, for how long are the applicable land use permits valid?*

See WDO 4.02.04.

5. *Please confirm that there is no specified minimum lot area, width, depth, street frontage, or lot coverage requirements in the CG zoning district.*

Per WDO Table 2.03B, yes.

6. *Please address any other applicable lot and development standards that would pertain to the planned improvements.*

Refer to WDO 1.02, 2.01, 2.03, 2.05, 2.06, 3.01-3.07, 3.10, & 3.11 as well as public works construction code for public utilities. See also Part I, Executive Summary about CU conditioning.

7. *The subject site currently consists of three tax lots within a single unit of land, established in its current configuration by deed in 1982. Please discuss any procedures required by the City or County to confirm the legal status of the lot, if applicable.*



Unlike cities such as Portland, there's no lot confirmation process. Simply, conform to the WDO 1.02 definition of "lot". Demonstrate in the application package materials what the legal lot or lots of record are. If platting or re-platting – however Marion County Surveyor's staff would term it – is necessary to clearly establish a legal lot or lots, then apply to the City for any of lot consolidation, Property Line Adjustment (PLA), (Preliminary) Partition, or (Preliminary) Subdivision.

8. *If the subject site includes internal lot lines, will a lot consolidation be required to place structures atop those underlying lot lines?*

Either lot consolidation or Property Line Adjustment (PLA), which a single section regulates for both (WDO 5.01.08), would be required to avoid structures atop boundaries between legal lots of record.

9. *Please confirm that the planned buildings conform with all applicable height, setback, orientation, and other dimensional standards, as applicable.*

Staff doesn't do full land use reviews for pre-apps. Submit a consolidated land use application package with fee payment. That said, here are some items that got staff attention:

- a. Cross access drive aisles exceed minimum; but, reduce off-street parking by removing stalls from both Woodburn Place and Woodburn Place West Apartments, likely creating non-conformities. The simple standard is a minimum is 2 stalls per apartment, and both apartment complexes barely met the minimum.
- b. The driveway at 30 ft wide between faces of curb might exceed the commercial max width per WDO Table 3.04A of either 24 ft or, if a left turn pocket is added, 36 ft. The striped arrows indicate no left turn pocket. 30 ft would be acceptable if having two 10-ft lanes and a 10-ft left turn pocket. Otherwise, narrow to 24 ft.
- c. Landscaping: Though the minimum parking setback is 5 ft, because the minimum streetside public utility easement (PUE) per WDO Figure. 3.01B "Major Arterial" is 10 ft, and Public Works doesn't want newly planted streets in PUEs, expect a CU condition requiring a deeper parking setback to fit planting of front yard trees, a depth in the range of 13-15 ft.
- d. Make the west cross access (via Woodburn Place West) one-way east, drive aisle width min 10 ft per the WDO, max 12 ft through CU.
- e. Regarding east cross access, narrow to the drive aisle min width of 24 ft per Table 3.05B. To accommodate fuel truck turning radius, beyond each end of the 24 ft construct mountable curbing the same width as the adjacent landscaped peninsulas.
- f. Where's carpool/vanpool (C/V) parking per Table 3.05C?

10. *Please confirm that the attached preliminary layout (circulation patterns, street connections, dimensions, etc.) is acceptable to the City. Please also share what feedback staff anticipates from the Planning Commission and neighbors.*

Expect CU conditions similar to those of CU 21-02 and expect resident testimony similar to that of that gas station. Expect serious consideration by the City to limit hours of operation to not be open 24/7.

11. *Please discuss all outdoor lighting standards and requirements pertaining to the site. Will a photometric lighting plan be required to verify compliance with the lighting standards of the WDO?*

Yes. See 3.11. Expect CU conditions further limiting lighting similar to those of CU 21-02.

12. *What, if any, fencing or screening requirements would apply to the site?*

See 2.06.

13. *What landscaping requirements will be applied to the planned use?*

See 3.06 and guidance elsewhere in this pre-app document about landscaping. Re-review the draft parking area for conformance with required landscaped islands/peninsulas per 3.06.03C. Expect CU conditions for numerous front yard trees and side and rear buffer trees and hedges.

14. *Please discuss the architectural requirements pertaining to the planned structures and provide feedback regarding the extent to which the conceptual plans address satisfy applicable building design requirements.*

See 3.07.06, but even more importantly the Part I, Executive Summary, CU 21-02 conditions, and pre-app PAPP 2018-19 direction on pages 5-7, which are attached. For the convenience store, staff dislikes the proposed cladding and prefers masonry cladding. Staff will condition as a requirement the 3.07.06 reference to 30% window area on street-facing façade and sheltering from precipitation at main entrances (and employee entrances) through any of building recess, building overhead projection, canopy, or fixed awning.

As additional examples of desired masonry cladding besides the sources already mentioned here, see two commercial new construction buildings: Walgreens at 5420 NE 33<sup>rd</sup> Ave, Portland and 7070 NE Sandy Blvd, Portland.

15. *Is the City aware of any historic, cultural, or natural resources and/or features that might impact the development of the site?*

City staff knows nothing of these.

16. *Please address any environmental concerns that should be considered for the subject site.*

Address particularly CU criteria 1, 2, & 4. Otherwise, consult agencies such as the Oregon Dept. of Environmental Quality (DEQ) and the State Historic Preservation Office (SHPO).

17. *Please discuss any recent or upcoming code amendments or comprehensive plan updates that may affect the site.*

None. The WDO present version will remain as is likely through 2023 (Ordinance No. 2603 effective June 30, 2022). The Planning Division plans no Comprehensive Plan updates in the foreseeable future.

The city is updating its transit plan. This is a supplement to the Transportation System Plan (TSP). The current, the Transit Plan Update (TPU; 2010), is to be replaced as soon as June 2023 with the Transit Development Plan (TDP). The Planning Division expects to use it to better administer 3.01.09 “Bus Transit Improvements”. (The City has a local bus system.) Staff does not yet know how this WDO section might be applicable to the subject property until application and upon response to Planning staff by transit staff. Potential CU conditioning might be for installation of a City-spec bus stop shelter or payment of fee in-lieu (being set likely at around \$14,000).

18. *Please review the included preliminary site layout and discuss any potential areas of concern.*

See other narrative questions and staff answers.

19. *Please confirm that no additional local or ODOT access permission will be required for the planned gas station/convenience store.*

ODOT grants access permission to state highways. City staff will generally defer to ODOT access management along the highway.

*Please confirm that the recently completed frontage improvements by the adjacent property owner achieve the minimum standards of the WDO and the TSP, and that no additional boundary or connecting street improvements, fees-in-lieu, or additional right-of-way donations will be required for the development of the site as planned.*

Not quite. The street frontage of the development is subject to street improvement standards. Granted, the existing frontage improvements were “off-site” relative to Woodburn Place Apartments. Expect to dedicate variable width ROW along the existing tapered property line and do some additional work for full conformance. See particularly WDO Figure 3.01B and see Part I, Executive Summary item 5.

20. *Please discuss any traffic analysis requirements anticipated with the planned improvements.*

See 3.04.05. Particularly, get ODOT direction. The ODOT contact is Casey Knecht (pronounced “connect”), P.E., Development Review Coordinator [Region 2], (503) 986-5170, [casey.knecht@odot.state.or.us](mailto:casey.knecht@odot.state.or.us).

21. *Please confirm the planned site layout conforms with applicable pedestrian connectivity requirements.*

Walkway and wide walkway conformance with 3.04.06 is missing. The proposed walkway as striping-only and ends within the driveway approach / apron / curb cut / ramp in the inbound traffic lane.

Expect a CU condition to make walkway connections between the convenience store perimeter walkway and a perimeter walkway in each of the two apartment complexes.

22. *Please confirm that parking, as shown in the conceptual layout, satisfies applicable parking requirements.*

It doesn't. See Table 3.05A, row 6. Staff would assume the whole 4,325 square footage of convenience store for calculating, "1/ 200 retail area + 3/ service bay + 1/ pump island". The development would require  $4,325 / 200 = 21.6$  stalls, plus 3 pump islands  $\times 1 = 3$  stalls, totaling 24.6  $\rightarrow$  25 stalls. The proposed 24 would fail to meet the min 25.

That said, based on Table 3.05A footnote 1, an applicant is welcome to submit narrative and calculations to pitch a different means of calculating gas station minimum parking ratio for the Community Development Director to administratively authorize staff to apply, specifically to interpret the requirement for "1/ pump island" such that the vehicle space adjacent each fuel island may count toward the minimum required vehicle parking. This would increase the proposed stall count from 24 to 27, exceeding the min 25.

Regarding bicycle parking, the symbol and Note 15 are too vague to determine conformance with Table 3.05D and 3.05.06; however, having seen 4 stalls total mentioned in pre-app narrative question 24, this would likely satisfy the WDO and whatever a CU condition would require.

23. *For the purposes of calculating minimum required parking for the planned project, please confirm that, 1) vehicle parking spaces are not required for the car wash, and 2) that the vehicle space adjacent each fuel island may count toward the minimum required vehicle parking. Based on these assumptions, please confirm that the planned site requires a minimum of 25 vehicle parking spaces (1 vehicle space per each 200 square feet of retail area ( $4,325 \text{ sf} / 200 \text{ sf} = 21.6$  vehicle spaces) + 1 vehicle space per pump island (1 vehicle space  $\times$  3 pump islands = 3 vehicle space) = 24.6 vehicle parking spaces). Excluding the dedicated vacuum spaces and including vehicle spaces adjacent the fueling islands, the planned site includes a total of 26 vehicle parking spaces.*

<b>Us</b>	<b>Parking Ratio</b>
Motor vehicle service	$1/200 \text{ sf retail area} + 3/\text{service bay} + 1/\text{pump island}$

See narrative question 22 and the staff answer.

24. *Please confirm that the 4 bike parking spaces shown are sufficient to meet the bicycle Parking minimums of WDO Table 3.05D.*

See narrative question 22 and the staff answer.

25. *Please confirm that the 2 EV parking spaces shown are sufficient to meet the Electric Vehicle Parking minimums of WDO Table 3.05E.*

Staff doesn't see them on the draft site plan. See not only Table 3.05E but also the standards beneath the table in 3.05.03I.

26. *Please discuss any fire/emergency access standards that apply to the site and address any requirements that are not currently being met by the conceptual plan.*

Jim Gibbs, Fire Marshal with the independent Woodburn Fire District, RSVP'd he wouldn't be able to attend PRE 23-11 on May 17, so consult him directly.

Expect upon land use application to provide a fire access plan sheet, a single sheet for the convenience of the Fire Marshal, illustrating, dimensioning, and noting fire apparatus access and lane routes, lane widths, lane inside and outside turning radii per Oregon Fire Code (OFC) Appendix D, a fire suppression water line, hydrants, and streetside and off-street public utility easements (PUEs) for the fire suppression water line and hydrants, and any fire department connections (FDCs). Submit evidence indicating that a proposal has an adequate number of hydrants, whether through existing conditions or the installation of relocated or additional hydrants. Typically, the Fire District, which is volunteer-run, doesn't do substantial reviews until the building permit stage and with prompting by Building Division staff. The District has been known to direct site plan revisions during building permit review after a site plan went through pre-app and land use approval. That said, a single fire access sheet goes a long way towards getting the district to review a development plan and identify problems and solutions before the building permit stage. City staff recommends that the developer draft a sheet before contacting the Fire Marshal.

Also, the City Engineer often stresses to Planning Division staff desire to have developers ask for Woodburn Fire District comments on land use application site plans – earlier than notices of public hearing – regarding access to developments. Contact Jim Gibbs, Fire Marshal, (503) 982-2360, gibbsj@woodburnfire.com.

27. *Please confirm that a loading area is not required. If one is required, what are the required dimensions for it?*

Not required *per se*; instead, meet the simple standard of 3.05.04.

28. *In addition to the vision clearance requirements outlined in section 3.03.06.B.5, are there any other vision clearance requirements that would apply to a sign?*

Probably not; staff can't think of any. See 3.10.

29. *The facility is proposing to utilize the adjacent trash compactor to the north of the site. Please confirm that this is acceptable.*

The WDO doesn't regulate such, and staff sees no need to intervene. That said, regarding pedestrian travel, see narrative question 21 and staff answer about the apartment complexes.

30. *Please address any stormwater detention or treatment requirements that would apply to the planned conceptual layout. The intent is to treat runoff to water quality requirements with Contech filters and to provide detention with underground detention systems.*

Consult the Public Works Dept. Engineering Division regarding Storm Drainage Master Plan (Chapters 7 and 11) and see narrative question 30 and staff answer. Typically, the Engineering Division will accept any facility design that conforms to the Storm Drainage Master Plan, that a licensed civil engineer stamps, and that's based on standards adopted by other agencies, particularly ODOT.

Similar to as conditioned for CU 22-01 Woodburn Place West Apts., if the proposed parking area is the stormwater detention facility itself, meaning it would flood during heavy rain, expect a condition requiring pole signs warning motorists that parking area floods during heavy rain.

31. *Please confirm that stormwater runoff in Highway 211 is an ODOT drainage system.*

Consult the Engineering Division.

32. *For stormwater runoff calculation purposes, how are the pre-developed existing conditions defined: as site conditions as they exist today or as forest/pasture?*

Consult the Engineering Division regarding Storm Drainage Master Plan (Chapters 7 and 11).

33. *What additional requirements are needed to comply with the wastewater discharge program?*

Consult the Engineering Division.

34. *Please discuss grease interceptors or oil/water separators, and how they apply to gas stations, car washes and convenience stores.*

Consult the Engineering Division.

35. *Does the City have any evidence of a water stub being provided for this development? If not, trenching across Highway 211 will be required. Is there a no-cut moratorium in place for Highway 211?*

Consult the Engineering Division.

36. *Please inform us of any other issues or concerns with the layout.*

See other narrative questions and staff answers.

37. *What additional studies, analyses, or reports may be required?*

First, address not just the CU criteria but also the text that follows them about "factors".

Second, expect the Public Works Dept. Engineering Division to require a storm report and require documentation of approval by ODOT to discharge stormwater into its system(s). Because both the apartment complexes are designed such that the parking lots *are* the stormwater detention “ponds” and would flood on occasion, with two unplanned cross access drive aisles, document how these would affect stormwater detention and conveyance across the gas station development and the two apartment complexes. Would stormwater wander across property lines?

38. *Are there any anticipated future changes in SDC fees, building permit fees, engineering design standards, development code standards, etc. that may affect this project?*

Yes. The Planning Division fee schedule will increase July 1. The pending schedule is available via the “[Ordinance No. 2609: Attachment ‘A’ Planning Division Fees](#)” webpage, and the [present schedule](#) remains available until then.

Regarding SDCs and building permits fees, visit the [SDCs webpage](#) and any of FAQs, policies, and resources through the [Building Division homepage](#). If needed consult the Engineering and Building Divisions respectively. The Engineering Division phone number is (503) 982-5240, and for Building, contact Alyssa Nichols, Permit Technician, (503) 980-2432, [alyssa.nichols@ci.woodburn.or.us](mailto:alyssa.nichols@ci.woodburn.or.us).

39. *Are there any known historic, cultural, or natural resources on the site that we should be aware of?*

See narrative questions 15 & 16 and the staff answers.

*Please identify any other issues or site constraints of which you are aware.*

- a. Architectural Wall: Expect a CU condition for an Architectural Wall along the rear and most of the sides of the development. See 3.06.06B for design standards, as well as the example from CU 21-02.
- b. Phasing Plan: If there is possibility of phasing development, for example, delaying development of a car wash past that of the gas station, include a Phasing Plan (PP) land use application. See 5.03.05.

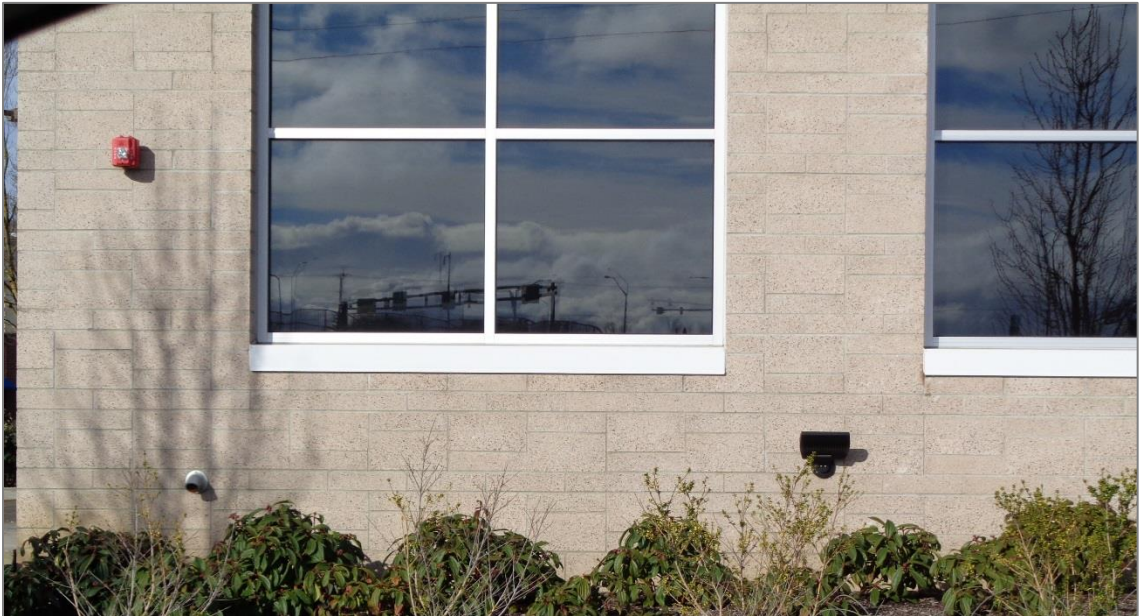
**Attachment(s):**

1. Pre-app PAPP 2018-19 pages 5-7 (Jan. 2019; 3 pages)
2. Pre-app PAPP 2018-19 follow-up memo (May 2, 2019; 7 pages)
3. Gas backwards - *Language of Towns and Cities* (p. 298)
4. Gas backwards – *New Urbanism Best Practices Guide* (p. 104)
5. Gas backwards - *Sprawl Repair Manual* (pages 264 & 265)
6. Draft site plan



Staff recommends that the residential architecture meet subsection B. and its subsections as follows (for the convenience store particularly):

- B.1.b.(3). Details:
  - Smooth face concrete masonry unit (CMU) block is acceptable if it is colored other than default gray and has variety in bonding (i.e. masonry pattern), such as a bond similar to any of the Woodburn Red Robin and Panera Bread along Arney Road (3060 & 3000 Sprague Ln):



- Restrict any use of split-face CMU to the building base (three courses high).
- Consider applying brick also, not CMU block alone:



- Incorporate at least two colors, one as base, trim, or both. Colors may be painted or incorporated within the cladding materials.
- If using brick, consider using different courses (i.e. orientations) of bricks to create patterns within a wall much like late 19<sup>th</sup> Century commercial storefronts – the easy, inexpensive construction of their day. Staff can show picture further examples upon request.

- B.1.b.(4). Details:

- Place a canopy, fixed awning, or roof overhang at the main entrance with the dimensions:

<i>Dimension</i>	<i>Min. ft</i>	<i>Max. ft</i>	<i>Notes</i>
Height (H)	9	14	n/a
Width (W)	8, or 2 past each side of main entrance doorway, whichever is wider	n/a	n/a
Depth (D)	7, measured to centerline of columns/posts, if any	n/a	Columns/posts, if any, need to be behind any adjacent vehicular circulation area curbing so vehicles cannot hit them.

- If providing an employee-only side or rear door, place a small canopy or fixed awning:

<i>Dimension</i>	<i>Min. ft</i>	<i>Max. ft</i>	<i>Notes</i>
Height (H)	8	9	n/a
Width (W)	5	n/a	n/a
Depth (D)	If facing [east] side yard, 1½ ft; if rear yard, 2 ft	Same as min.	Depth sized to allow overhang of assumed 5-ft landscaped site perimeter

- An awning or canopy should have a width of at least 8 feet (ft) for a single-door entry and 12 ft for a double-door entry, with a minimum depth of 6 ft. Have a minimum height from access way to awning/canopy of 9 ft and maximum of 10 ft. If providing columns or posts, maintain ADA accessible clear path. If there is a separate employee-only side or rear door, provide a roof overhang, awning, or canopy at least 6 ft wide by 4 ft deep. A combination of recessed, sheltered entries with shelter projecting from the main wall plane would also provide coverage.
- B.2.a. (See B.1.b.(3). above for details.)
- B.2.b.(1), (2), (3), & (5). Details:
  - A minimum of 30% of the convenience store façade facing the highway will be transparent windows. Clerestory windows would be acceptable; however, at least half of the minimum will be within a band between finished grade at bottom and 6 ft above grade at top. Also, if the applicant seeks to use display windows to meet the 30% requirement, no more than 3% of the convenience store façade can be window display boxes lacking views into or out of the gross floor area (GFA).
  - If the business branding includes a bright color or colors and an applicant wishes to incorporate them into the architecture (not only any future signage), limit to base or trim.
  - Paint any side or rear mandoor to match either the main wall plane color or the building base/trim color.
- B.4. (screening roof-mounted equipment – meaning from all four sides at the same or higher height than the equipment through either building parapet or enclosures or screens at the equipment)
- B.5.a. (up to the including the convenience store main entrance; see also B.5.b.)
- B.5.b.(1) (except a canopy or fixed awning need not be angled and is not to be curved)
- B.5.b.(2) (except no matte finish vinyl)
- B.5.b.(4).
- Other: To lend some sustainability to the development by making the convenience store building adaptable for a variety of retail sales and potential successor businesses, staff is considering conditioning a minimum finished ceiling height of 14 ft. Staff welcomes developer feedback.



**CITY OF WOODBURN**  
**COMMUNITY DEVELOPMENT**

## MEMORANDUM

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270 Montgomery Street

Woodburn, Oregon 97071

Phone (503) 982-5246

Fax (503) 982-5244

**Date:** May 2, 2019  
**To:** Don Sidhu  
**From:** Dan Handel, AICP Associate Planner  
**Cc:** Colin Cortes, AICP, CNU-A, Senior Planner  
file PRE 2018-19  
**Subject:** **Courtesy review of revised draft site plans following Pre-App 2018-19 (2600 Newberg Hwy; Tax Lot 052W12DB03700)**

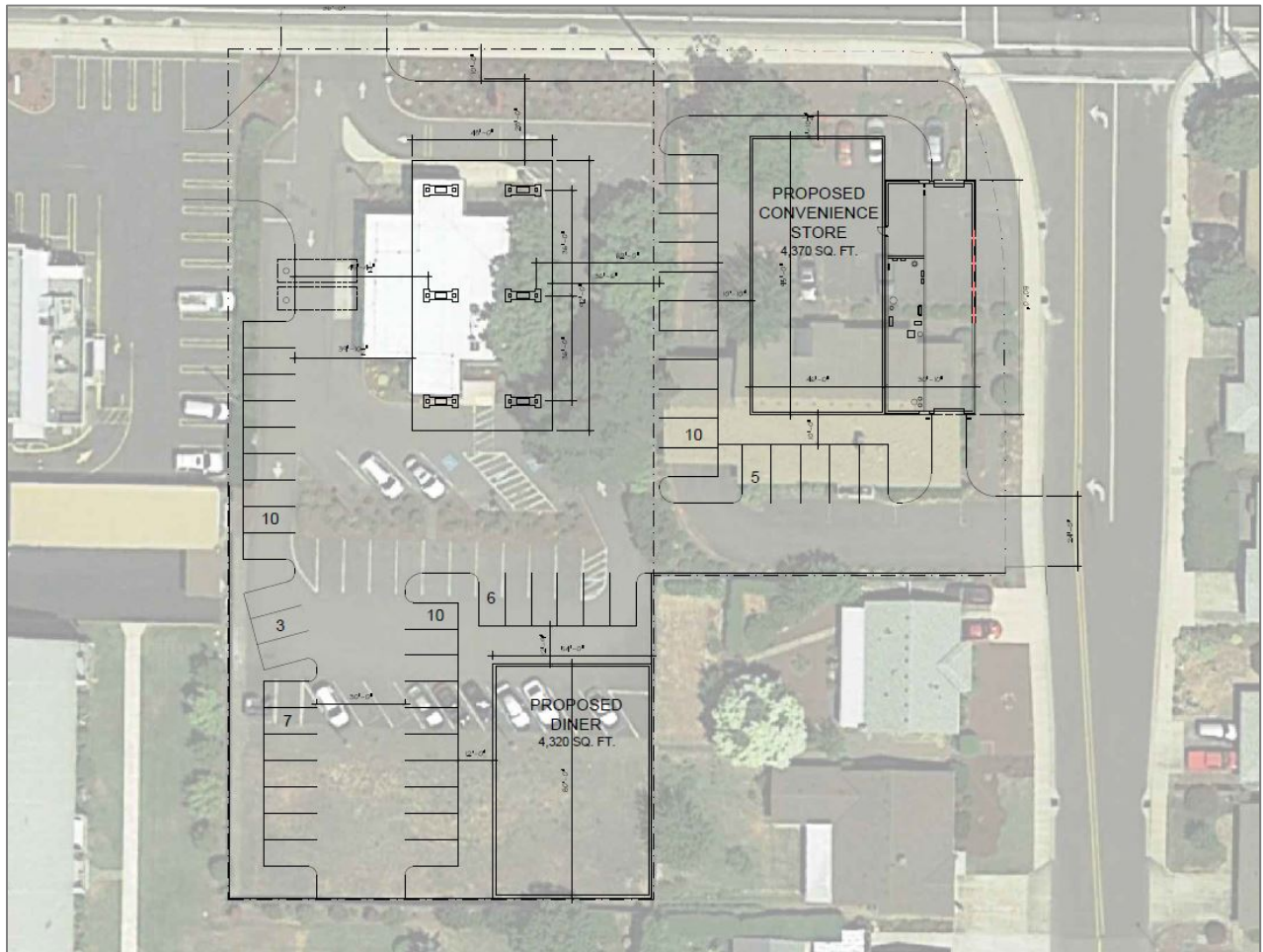
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This memo serves to follow-up with staff comments to the revised site plan submitted April 19, 2019. The updated plan adds the adjacent property at [2540 Newberg Highway \(Tax Lot 3600\)](#) as well as a diner/restaurant space.

The basic discussion items that come with the expanded site redevelopment area are:

- Frontage/public/street improvements: Given additional length of frontage that would include both highway and a street, is the applicant preparing for the required upgrades to frontage/public/street improvements?
- Site plan layout: Placing active uses (diner and convenience store in that order) at and along frontage, and placing the car wash and gas pumps away. The diner should be at the corner of the highway and street.
- Off-street parking: Adjacent properties being developed in a manner that shares parking facilities are eligible for a shared parking allowance to contribute to total parking requirements.





The updated site plan showing the addition of 2540 Newberg Hwy and a proposed diner space.

**Frontage/public/street Improvements:**

Newberg Highway is classified as a Major Arterial. Frontage improvements are per [Woodburn Development Ordinance \(WDO\)](#) Figure 3.01B illustrated below. Developer would construct the 6 ft landscape strip (with 5 large street trees) and 6 ft sidewalk.

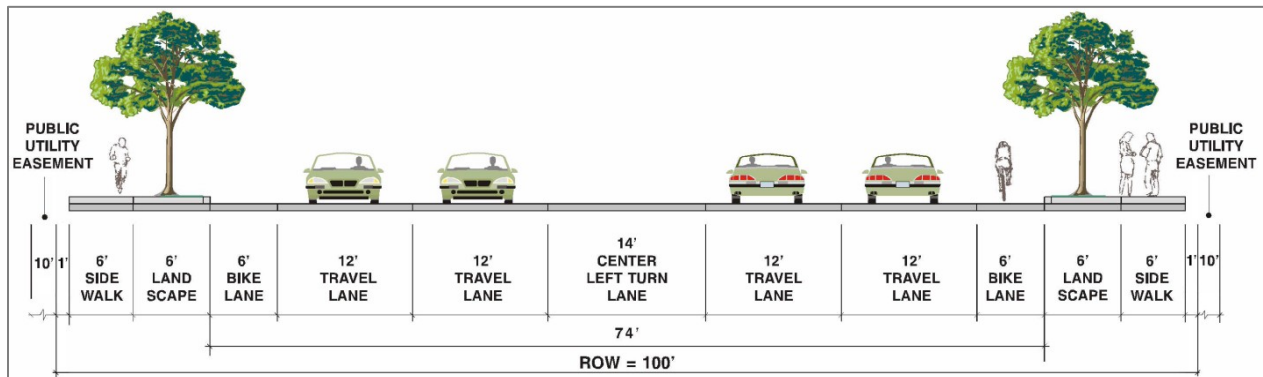


Figure 3.01B

Oregon Way is classified as an Access Street. Frontage improvements are to WDO Figure 3.01E illustrated below.

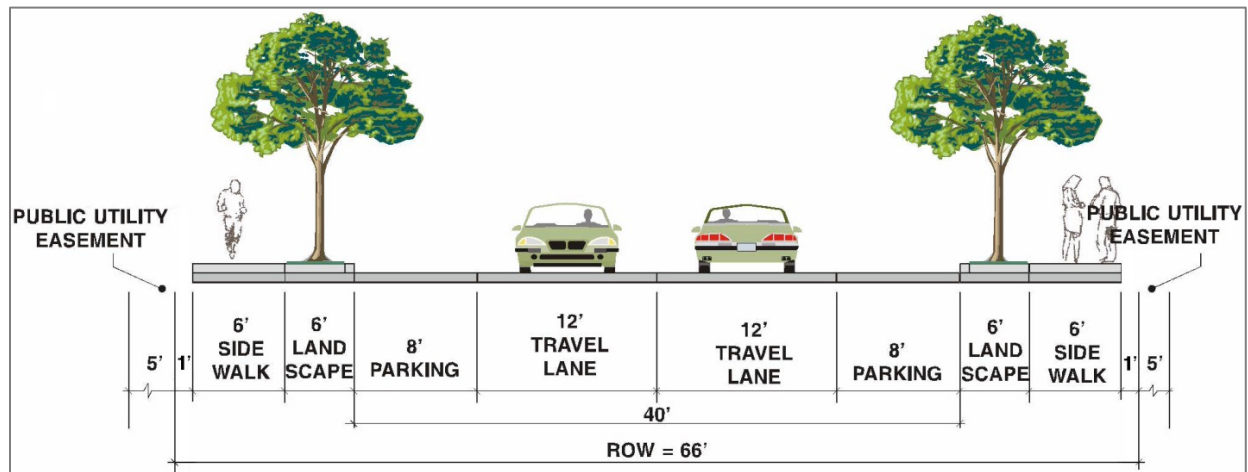


Figure 3.01E

Developer would construct the 6' landscape strip (with 3 medium street trees) and 6' sidewalk. Items to discuss with the Public Works department include: if and how the model/standard cross section is adapted to accommodate an existing left turn lane; whether on-street parking would be accommodated along the frontage and if so how close to the intersection; and how many feet of ROW dedication are needed along the existing tapered ROW. Additionally,

Planning staff is interested in tightening the southwest corner of the intersection (northeast site corner) but the idea needs Oregon Department of Transportation (ODOT) consultation regarding feasibility. The primary contact for answering this is Casey Knecht, Development Review Coordinator for ODOT Region 2; Casey can be reached at 503-986-5170 or [casey.knecht@odot.state.or.us](mailto:casey.knecht@odot.state.or.us).



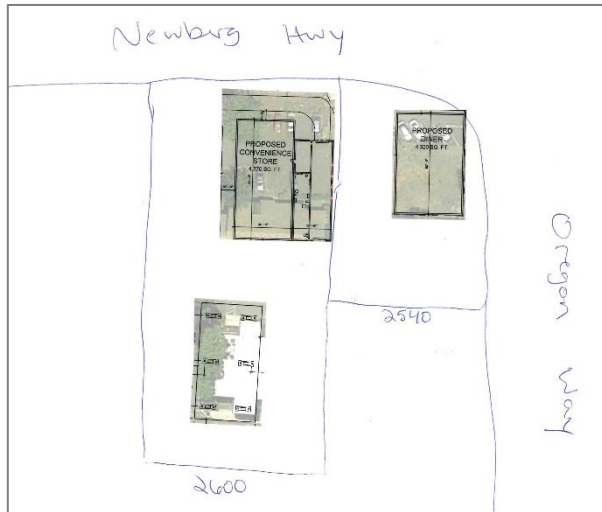
The turn lane from Oregon Way west onto Newberg Hwy. It is designed to accommodate large trucks.



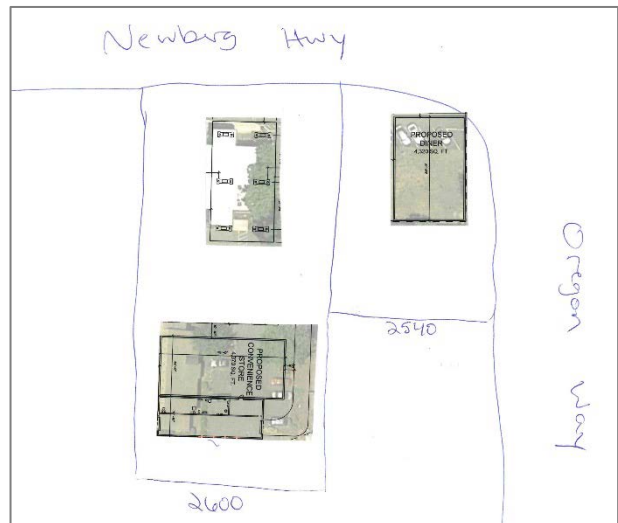
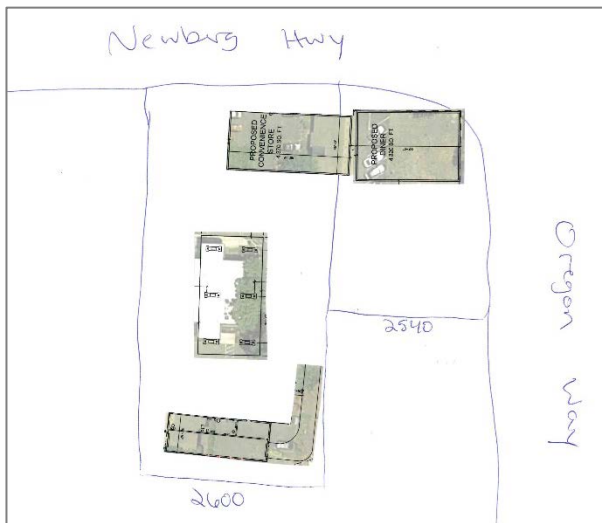
Yet, Oregon Way is signed to prohibit large trucks.

*Site layout and design:*

In line with what staff had discussed at the pre-app, we will be looking for buildings to be along street frontage and fuel islands in the rear. You may remember it's called "gas backwards." Furthermore, staff would prefer to have the restaurant at the northeast corner (near the street intersection) with a corner pedestrian entrance.



*On the left is an example layout including the "Gas Backwards" concept and relocated restaurant at the corner. On the right is an example of a pedestrian entrance at the corner.*



*Two additional example layouts. The one on the left indicates a single structure for the store and restaurant, with auto services in the rear. The one on the right preserves the pumps closer to the frontage and satisfies the desire for the restaurant to be in the corner.*



Have you considered an outdoor seating area for the restaurant space? If so, staff recommends locating such an area along the Oregon Way frontage. Staff might condition this as part of a gas station conditional use (CU) request.



*An example of a corner commercial space with outdoor seating along the street frontage.*

#### *Off-Street Parking:*

Per WDO Table 3.05A "Off-Street Parking Ratio Standards," the code calls for a total of 50 parking spaces:

- "Motor vehicle service": 1 space/200 sq ft + 1 space/pump island
  - 6 pump islands and 4,370 sq ft proposed =  $27.85 = 28$  spaces
- "Food and drinking places": 1 space/200 sq ft
  - 4,320 sq ft proposed =  $21.6 = 22$  spaces

The WDO also provides a shared parking allowance for properties sharing the same facilities. Per 3.05.05A., the proposed development would be eligible for a 50% maximum allowance. This means up to 50% of the required parking may be satisfied by joint use of the parking area.

- Uses with alternate peak hours receive a 40% shared parking allowance. The gas station would fall into the retail store category of daytime uses. Drinking and eating establishments are a nighttime/weekend use.
- An additional 10% allowance is granted to development along a transit corridor, for which this site is (Woodburn bus loop).
- What this translates to is a potential decrease in the total parking provided. Taking the maximum allowance: 14 gas station spaces + 11 restaurant spaces + 14 shared spaces = 39 total spaces



Note: Staff would apply the parking cap (twice the minimum) of WDO 3.05.03A.2. to the lesser amount required for shared parking.

Additionally, 3.05.03C. allows for a maximum of 20% of parking spaces to be compact spaces. Staff might condition that parking take full advantage of the allowance.

Staff welcomes a follow-up meeting to discuss these comments and any responses from the applicant. Contact me at (503) 980-2431 or [dan.handel@ci.woodburn.or.us](mailto:dan.handel@ci.woodburn.or.us) to schedule this meeting or to follow up with questions/comments.

*Attachment:*

Revised draft site plan (Apr. 19, 2019)



**PROPOSED  
CONVENIENCE  
STORE**  
4,370 SQ. FT.

**PROPOSED  
DINER**  
4,320 SQ. FT.

10

10

5

3

10

6

7

54'-0"

80'-0"

36'-0"

10'-0"

48'-0"

28'-0"

36'-0"

92'-0"

36'-0"

36'-6"

62'-0"

10'-10"

45'-4 1/2"

39'-10 1/2"

36'-6"

36'-0"

36'-0"

4'-10 1/2"

46'-0"

30'-10"

10'-0"

10'-08"

24'-0"

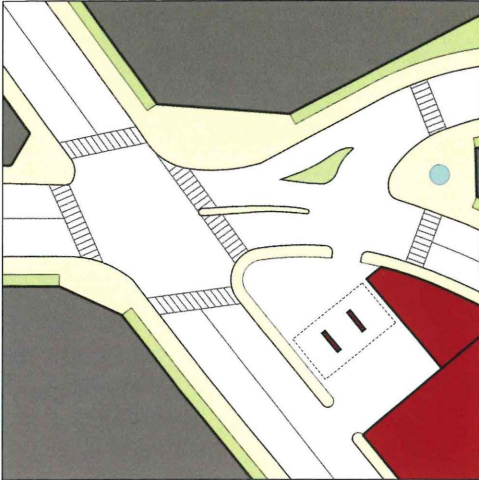
12'-9"

30'-0"

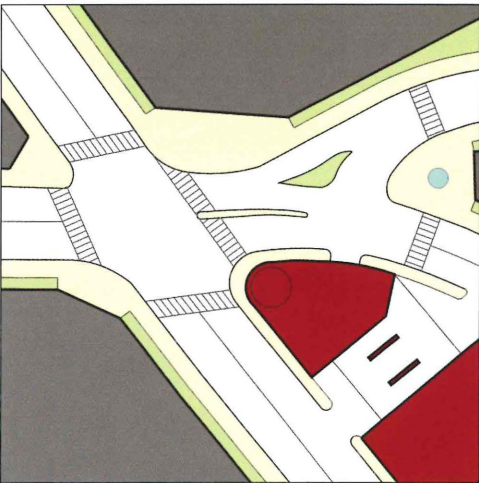
12'-0"



## GAS STATION RETROFIT



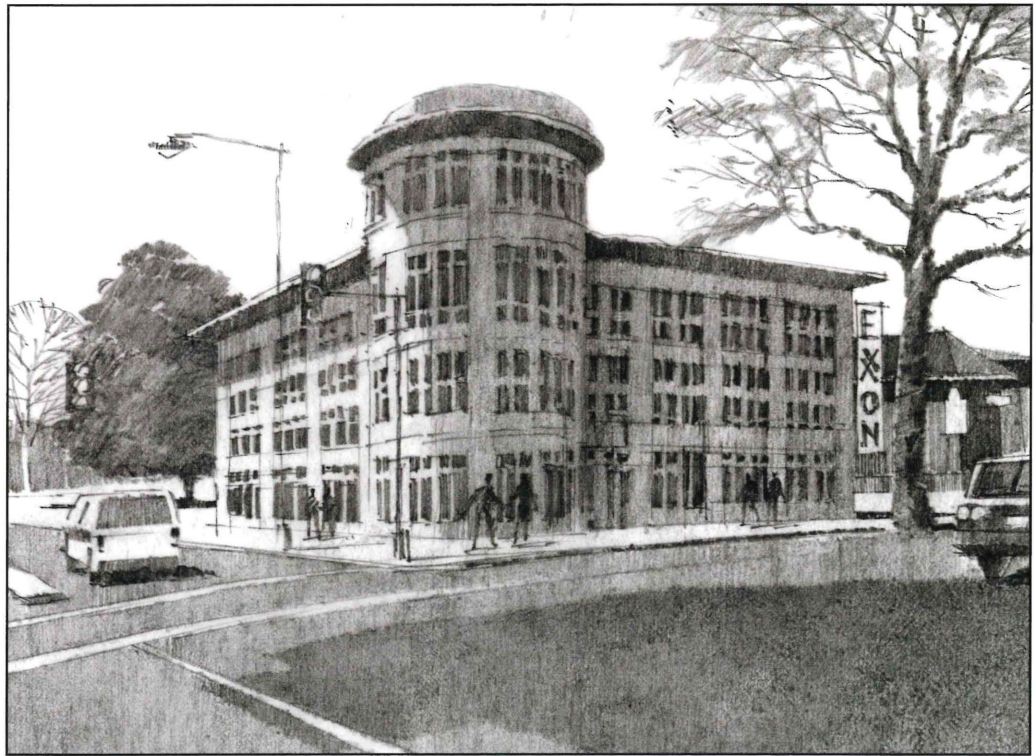
A typical corner gas station with a large front setback, and a service building located at the rear of the property. Pedestrians wishing to patronize the convenience store must negotiate vehicles and cross the expanse of asphalt. Usually, gas stations sites are in prime locations on well-traveled thoroughfares that could be accessed by transit. The potential exists to retrofit these sites with street-fronting, mixed-use buildings.



Retrofitting the gas station site would place the convenience store at the street corner, serving both pedestrians and automobile passengers, and creating a positive streetscape experience. The gas station continues to be operational and is accessible from the same two streets. The new building addresses the corner and screens the gas pumps from the primary public realm.



Many urban gas stations occupy prime corner locations. These stations do not need to be designed to accommodate the largest vehicles on the road. Most can be remodeled to reclaim the corner frontage and reestablish closure at the intersection.

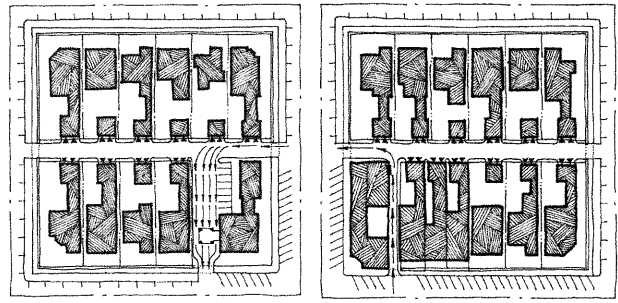




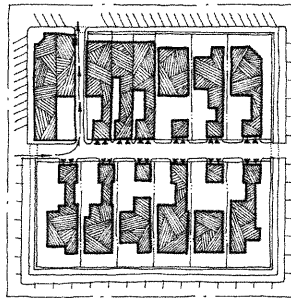
there is in T5. If detailed properly, a four-lane drive-through can look like a large but believable porte cochere by running one lane between the porte cochere and the building, two lanes through the porte cochere and the last lane (which serves the ATM) to the outside (see diagram at right).

Restaurants remain attached like they are in T5. Because retail is required to occur only on corners in T4, drive-throughs either enter on the front street and exit through the alley or vice versa. By running the stacking lane the depth of the lot (including parking in front) 8 or more cars may be stacked without blocking traffic. Both left-hand and right-hand variations are shown here.

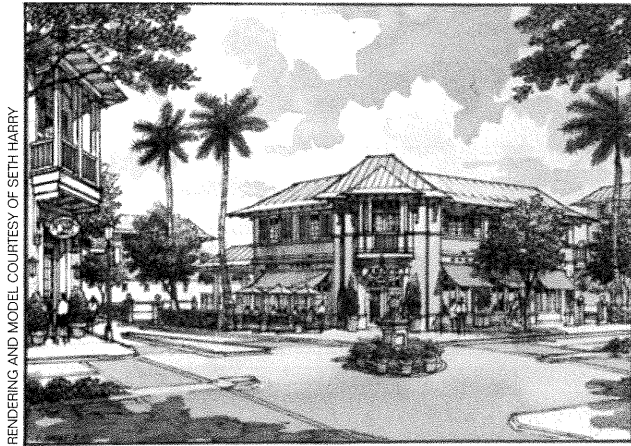
*Stephen A. Mouzon is an architect with Mouzon Design in Miami, Florida. This material was first published in the Council Report VI on Retail in 2004 under the title "On Blocks & Boxes." See also "Placing Large, Modern Stores on Urban Blocks" on page 90, which came from same article. Steve Mouzon's website is [www.newurbanguild.com](http://www.newurbanguild.com)*



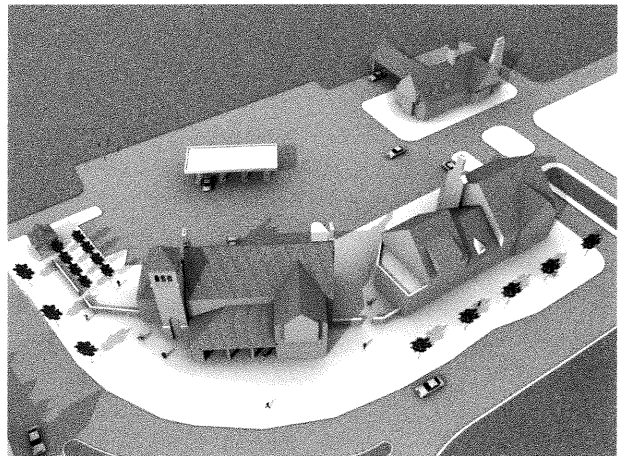
PLANS BY STEPHEN MOUZON



T4 drive-through: Attached multi-lane (bank or pharmacy), at upper left, attached single-lane right hand (restaurant), at upper right, and attached single-lane left hand (restaurant), at left.



RENDERING AND MODEL COURTESY OF SETH HARRY



POSTED TO PRO-URB LISTSERV IN 2006. PHOTOGRAPHER UNKNOWN

**The inverted gas station:** Above left and right is a rendering and aerial model of "gas backwards" by architect Seth Harry. At left is a photo of an inverted gas station.

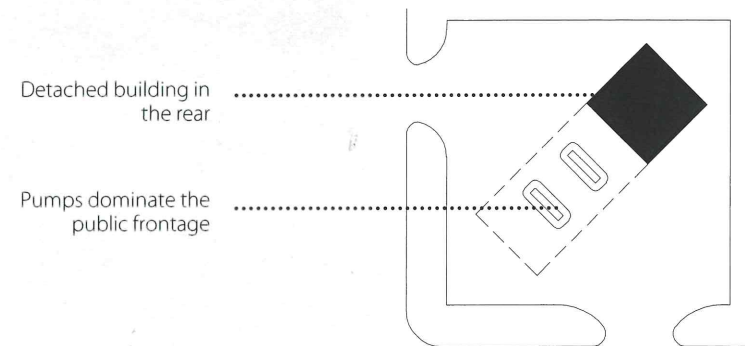


## GAS STATION

These drawings show two simple options for repairing a typical corner gas station. In the first, a two-story corner store is added to improve the intersection and screen the gas station (figure 7-14). The second option includes a larger store with two wings wrapping both corners and creating a plaza. In this case,

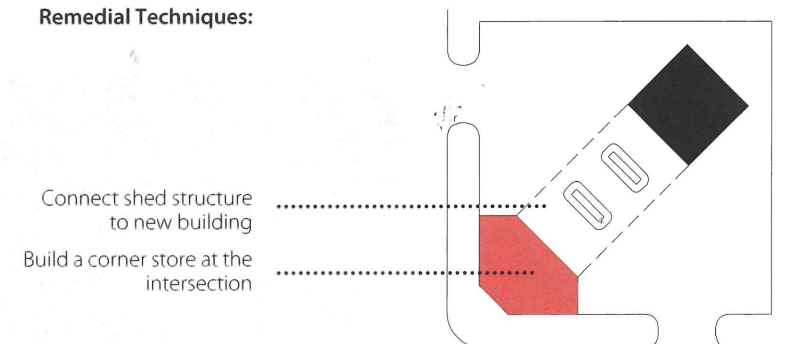
the pumps are expanded in size while the original building is removed. Both options are viable when the location of the underground fuel storage does not interfere with the new construction. If the pumps are moved or eliminated, environmental remediation must be considered.

**Deficiency:** Car-oriented building type

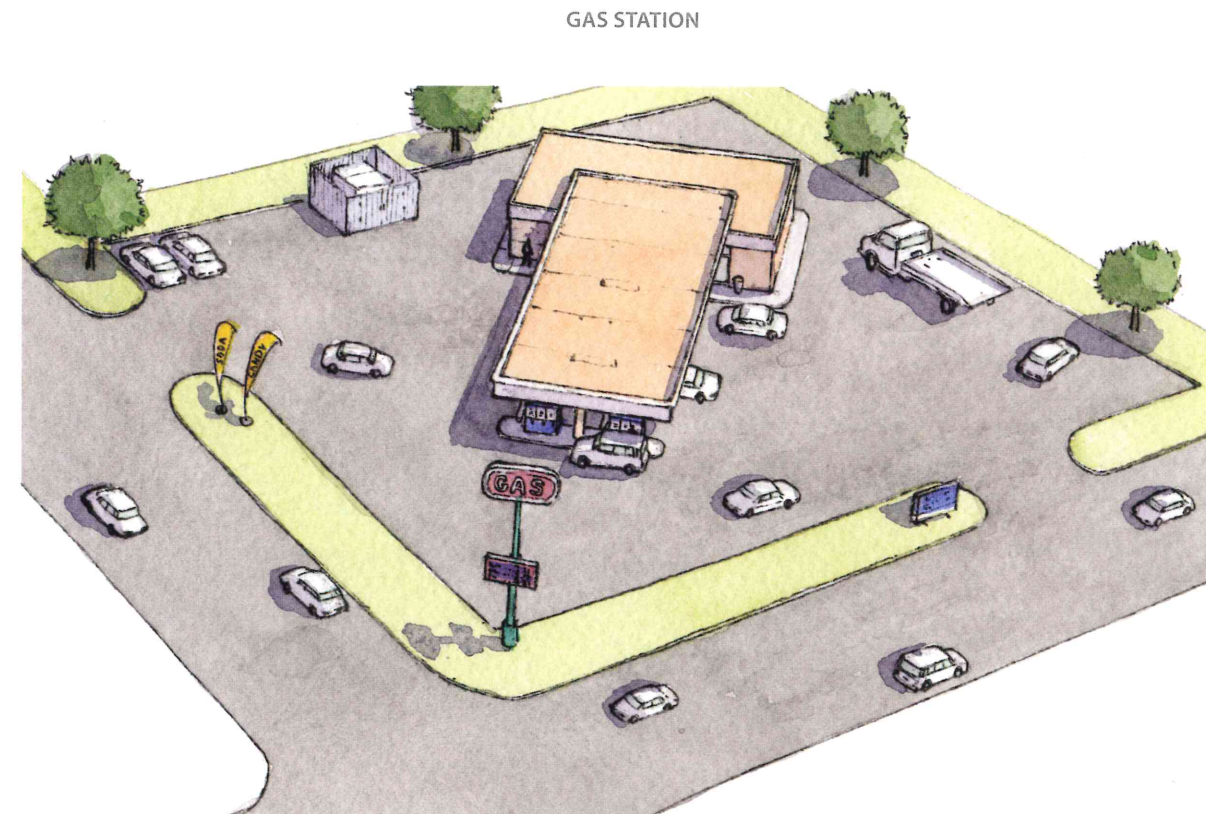
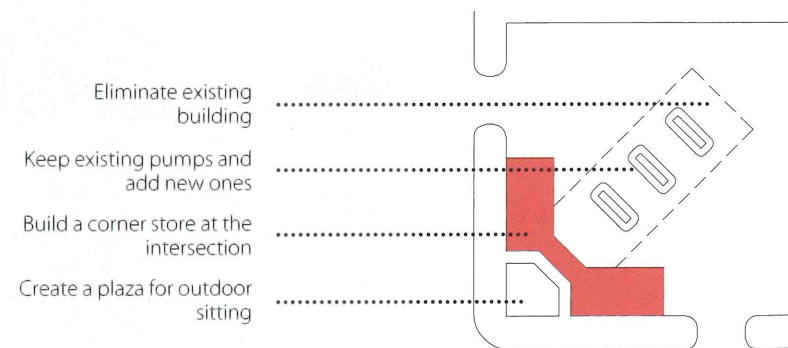


**Outcome One:** Corner store

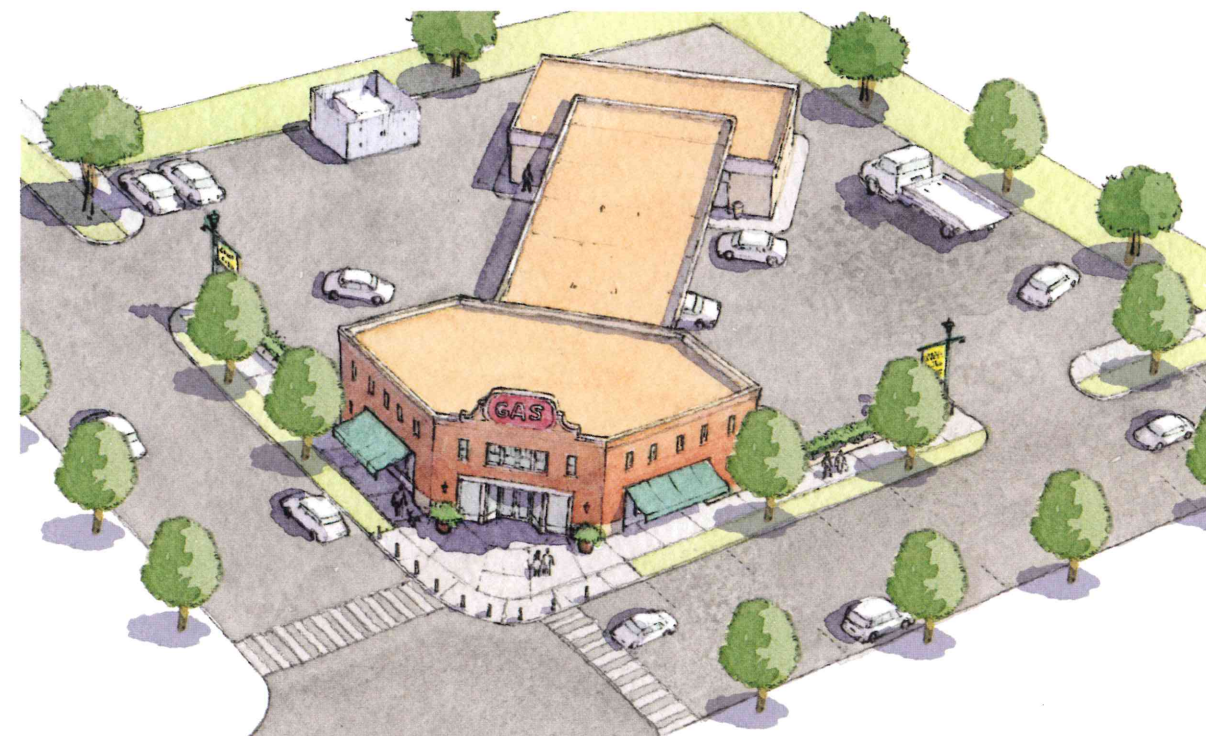
**Remedial Techniques:**



**Outcome Two:** Corner store with front plaza

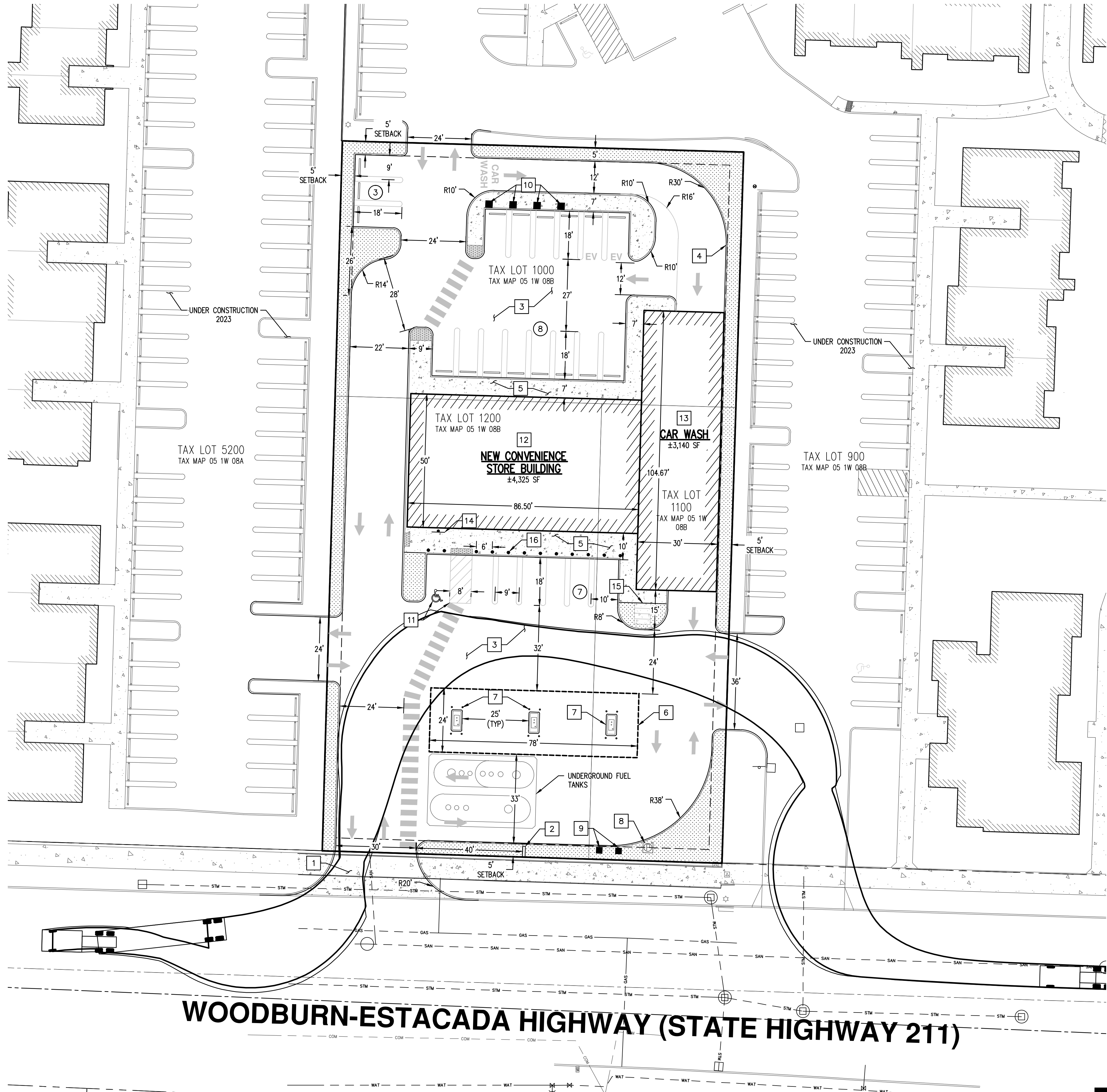


7-13. Existing suburban gas station



7-14. Corner store addition





**# SITE PLAN KEYED NOTES:**

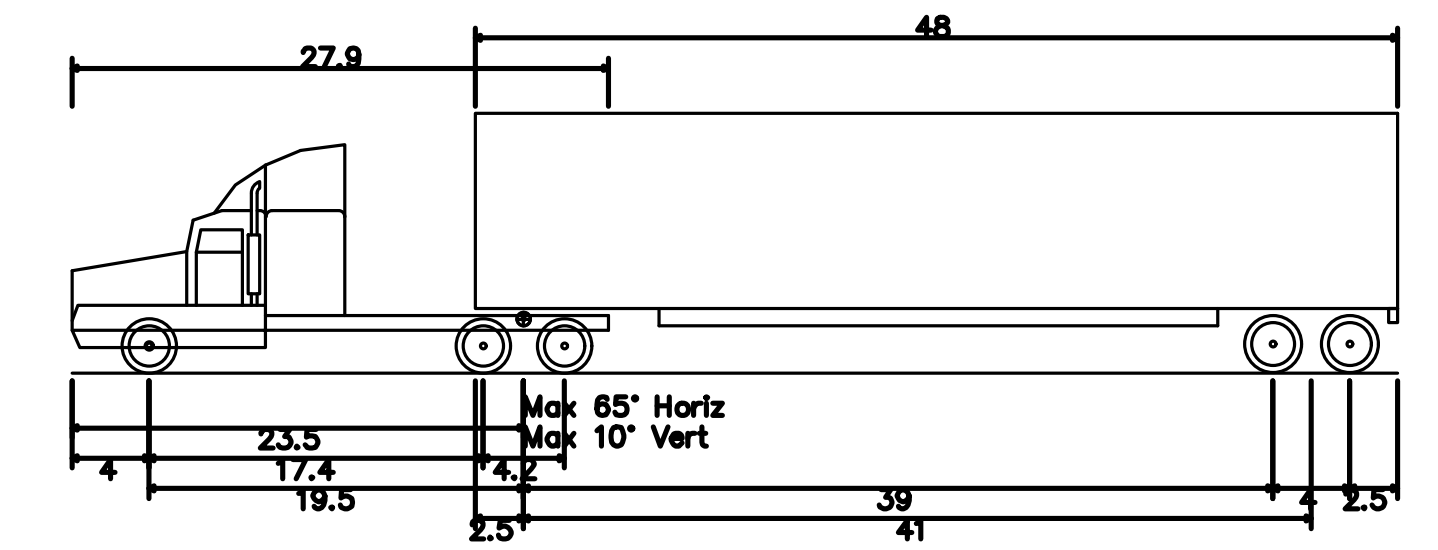
1. COMMERCIAL DRIVEWAY DROP AND APPROACH.
2. MONUMENT SIGN.
3. AC PAVEMENT.
4. TYPE "C" CONCRETE CURB (TYP).
5. CONCRETE SIDEWALK.
6. FUEL STATION OVERHEAD (CANOPY TO BE CONSTRUCTED DESIGN-BUILD).
7. FUEL PUMP ISLAND.
8. PROPANE TANK FILLING STATION.
9. AIR AND WATER STATION.
10. VACUUM STATION.
11. ADA ACCESSIBLE PARKING STALL WITH LOADING AREA.
12. CONVENIENCE STORE BUILDING.
13. DRIVE THROUGH CARWASH.
14. ADA SIGNAGE MOUNTED ON BUILDING.
15. BICYCLE PARKING.
16. BOLLARD (TYP).

**SITE AREA SUMMARY**

AREA DESCRIPTION	AREA (SF)	% OF TOTAL AREA
TOTAL SITE AREA:	±40,000	--
STRUCTURES:	±7,465	±19%

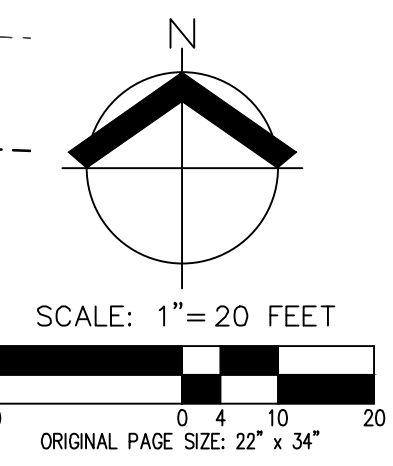
**# PARKING COUNT:**

TOTAL SPACES REQUIRED:	25 (1 STALL/200 SF OF RETAIL AREA + 1 STALL/PUMP STATION)
STANDARD SPACES PROVIDED:	18
ADA SPACES PROVIDED:	1
ELECTRIC VEHICLE SPACE PROVIDED:	2
FUEL SPACES PROVIDED:	6
TOTAL SPACES PROVIDED:	27
BICYCLE PARKING REQUIRED:	4 (15% OF REQUIRED PARKING SPACES)
BICYCLE PARKING PROVIDED:	4

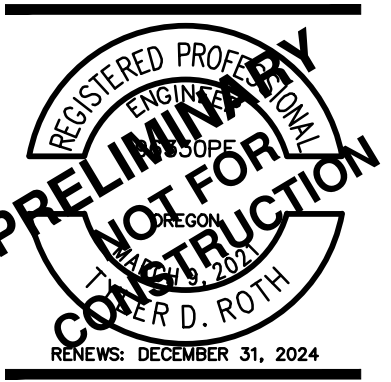


**WB-62 - Interstate Semi-Trailer**  
 Overall Length 69.000ft  
 Overall Width 8.500ft  
 Overall Body Height 13.500ft  
 Min Body Ground Clearance 1.334ft  
 Max Track Width 8.500ft  
 Lock-to-lock time 6.00s  
 Max Steering Angle (Virtual) 28.40°

**WOODBURN-ESTACADA HIGHWAY (STATE HIGHWAY 211)**



**PRELIMINARY SITE PLAN  
 2115 MOLALLA RD NE  
 WOODBURN, OR**



REVISIONS: DECEMBER 31, 2024

JOB NUMBER:	9438
DATE:	05/01/2023
DESIGNED BY:	TDR
DRAWN BY:	ED
CHECKED BY:	TDR

**C100**