



PLANNING COMMISSION

WEDNESDAY, MAY 13, 2020

III. WORK SESSIONS

- A. Commercial Recreation in Planned Development Industrial (Bradford)
(20 Minutes)



PLANNING COMMISSION WORK SESSION STAFF REPORT

Meeting Date: May 13, 2020		Subject: Commercial Recreation in Planned Development Industrial Zones	
		Staff Member: Philip Bradford, Associate Planner	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion	<input type="checkbox"/> Public Hearing Date:	<input type="checkbox"/> Approval	<input type="checkbox"/> Denial
<input type="checkbox"/> Ordinance 1 st Reading Date:	<input type="checkbox"/> Ordinance 2 nd Reading Date:	<input type="checkbox"/> None Forwarded	<input checked="" type="checkbox"/> Not Applicable
<input type="checkbox"/> Resolution	Comments: N/A		
<input checked="" type="checkbox"/> Information or Direction	<input type="checkbox"/> Information Only		
<input type="checkbox"/> Council Direction	<input type="checkbox"/> Consent Agenda		
Staff Recommendation: Review update and provide direction regarding staff's recommendation for code updates.			
Recommended Language for Motion: NA			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities Organizational Excellence and Continuous Improvement; Thoughtful, Inclusive Built Environment	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE PLANNING COMMISSION:

Consider the information presented regarding the potential expansion of commercial recreation uses within the Planned Development Industrial (PDI) zone and provide direction on preferred next steps for potential Development Code revisions.

EXECUTIVE SUMMARY:

The City receives regular inquiries about allowing more area for commercial recreation uses in the Planned Development Industrial (PDI) zone. In response to these inquiries, Council directed Staff to investigate the feasibility of expanding the allowance for these uses.

This report helps the Planning Commission prepare for the work session by providing: (1) an explanation of the completed outreach, (2) case study and additional data to follow-up on the prior Planning Commission discussion, and (3) a summary of direction received from City Council and the resulting staff-recommended actions based on the cumulative feedback and comments received to-date on this topic.

Explanation of Outreach

Staff conducted stakeholder outreach to obtain information on the topic of Commercial Recreation uses in the Planned Development Industrial zone. Representatives of regional industrial landowners and commercial real estate brokerage firms were contacted and asked questions regarding what extent commercial recreation uses would be allowed, what square footage would be appropriate, and if there are any traffic, parking or other concerns worth noting.

Much of the feedback received was positive with many emphasizing that any additional flexibility is beneficial to multi-tenant developments. Multiple stakeholders noted that 5,000 – 10,000 square feet in size met most commercial recreation use needs. Larger facilities such as indoor soccer may be 15,000 to 30,000 square feet in size, however those types of indoor commercial recreation uses tend to locate in new construction buildings custom-tailored to their needs.

Respondents noted that parking issues are avoided through multiple ways. The peak demand times for commercial recreation uses are early in the morning, in the early evening, and on weekends. The adjacent industrial tenants are active during standard working hours and do not overlap with the commercial recreation tenants. Industrial landholders are reluctant to lease space to commercial recreation users as they tend not to have a large financial backing and industrial users can pay more for the space and offer longer term stability as a tenant. In order to keep industrial and warehouse tenants happy, landlords will also limit the amount of retail and commercial recreation uses they allow in a multi-tenant facility to avoid parking and traffic issues.

Industrial landowners and commercial real estate brokers noted that while additional flexibility is welcome, due to the scarcity of industrial land throughout the region, the City should be careful in increasing the size limit for commercial recreation in the PDI zone in order to preserve land for industrial uses. Several methods were suggested through the outreach including making any use in excess of the current size limits obtain a conditional use permit and including language

that would prohibit the construction of purpose-built commercial recreation facilities allowing them only in existing multi-tenant industrial or industrial flex developments

Additional outreach was conducted to gain input from commercial recreation businesses outside the City of Wilsonville to determine whether parking and traffic flow was an issue in multi-tenant industrial developments. This phase of stakeholder outreach was also used to ask users about their current size and whether or not their current square footage is meeting their needs. Much of the feedback received confirmed information contained in the APG White Paper and statements from Industrial landowners and real estate brokers. Uses such as indoor soccer and indoor go-karts range from 30,000 to 40,000 square feet and were purpose built with their own parking lot meeting code requirements. The indoor soccer facility, Tualatin Indoor Soccer, zoned GM – General Manufacturing, was allowed by conditional use.

Smaller commercial recreation uses were 10,000 square feet and under such as CrossFit Wilsonville, Revolution Parkour, and Shoot 360 (Indoor Basketball). CrossFit Wilsonville noted that 5,000 square feet can work well for CrossFit uses and their old space within Canyon Creek Business Park was 3,500 square feet. The current space occupied by CrossFit Wilsonville is 10,000 square feet, which works well for their current needs. The business owner was able to share that CrossFit industry guidelines suggest 100 square feet per customer for ideal functionality. Each representative from the commercial recreation businesses surveyed stated that traffic, parking and collocating with industrial users have not been an issue due to the difference in peak occupancy times for industrial and warehousing businesses.

Case Study and Additional Data

Planning Commission members previously requested more data on specific sites within Wilsonville to have more insight on the tenant mix of existing multi-tenant industrial buildings to better gauge how many service commercial uses are already located in these developments. Staff conducted a site visit to observe the tenant mix in the Wilsonville Road Business Park and worked with the property manager to obtain tenant sizes in order to see what percentage of the development consists of service commercial uses. 74% of the development is occupied by industrial / warehouse uses while 26% is occupied by service commercial. Jewart's Gymnastics is located within Wilsonville Road Business Park and is the only commercial recreation use located on site with a tenant space of 7,000 square feet.

Another question raised during the January 8th Work Session was the question of where within the City would or should these uses be allowed to expand. Due to Metro Title 4 requirements, commercial recreation uses cannot be expanded within the entirety of the City's PDI zones. Title 4 is part of Metro's Urban Growth Management Functional Plan and provides and protects a supply of sites for employment by limiting types and scale of non-industrial uses in regionally significant industrial areas, industrial and employment areas.

The various commercial size limitations in Title 4 are:

- Employment – Commercial uses are limited to 60,000 square feet in a single structure or parcel.
- Industrial – Commercial uses are limited to 5,000 square feet in a single structure or a limit of 20,000 square feet in a multi-structure development.

- Regionally Significant Industrial Areas – Commercial uses are limited to to 3,000 square feet in a single structure or a limit of 20,000 square feet in a multi-structure development.

The existing PDI and PDI RSIA zones are currently in compliance with Title 4 requirements. Any changes would need to take these square footage limitations into consideration to move forward. As such, commercial recreation uses could only be expanded in PDI zoned areas that that overlap with a Title 4 Employment designation, which is the least restrictive of the three land use categories in Title 4. To aid in visualizing these constraints and overlapping designations, Staff has created two maps (Attachment 1) that show the following:

- Map 1: Metro Title 4 Employment and Industrial areas with City of Wilsonville PDI and PDI RSIA zoned land
- Map 2: PDI zoned land within Metro Title 4 Employment areas where Commercial Recreation opportunities could be expanded

Recommended Actions Based on Feedback and Comments Received

Staff presented this topic to City Council at the April 20, 2020 work session. The feedback from Council was positive and it was noted that this is still an issue that should be addressed by staff to expand business and recreational opportunities for residents within the city. Many councilors noted that due to the current COVID-19 outbreak there are other significant issues to address at this time. Council stated that when normal operations return, having the policies associated with this project ready for implementation may aid in the recovery process by offering additional flexibility should there be vacancies in existing buildings.

Based on Planning Commission and City Council feedback, in addition to the stakeholder outreach conducted, staff sees the potential of expanding Commercial Recreation uses, possibly through the creation of a conditional use permit process with limits on size and location within the PDI zone. Prior to moving forward, staff would specifically like the following direction from Planning Commission:

- Confirmation that a Conditional Use Permit process for limited allowance in multi-tenant industrial development is the best approach for staff to pursue in drafting updated code language.
- What guidance does Planning Commission have on square footage limitations?
- Any additional standards for commercial recreation uses such as design guidelines?
- What additional feedback or questions does Planning Commission have for staff?

EXPECTED RESULTS: Feedback and direction on draft recommendations for updating residential lot standards for the PDR Zones.

TIMELINE:

Per council direction the timeline is undetermined due to the uncertainty around Covid-19. Staff will use the feedback to draft changes and return in a few months for feedback on draft code updates and to reassess the project implementation timeline.

CURRENT YEAR BUDGET IMPACTS: This project is using funded internal staff resources.

FINANCIAL REVIEW / COMMENTS: N/A

Reviewed by: Date:

LEGAL REVIEW / COMMENT: N/A

Reviewed by: Date:

COMMUNITY INVOLVEMENT PROCESS: The project includes outreach to the community with targeted outreach to potential commercial recreation tenants and their potential industrial neighbors along with industrial property owners and commercial real estate brokerage firms.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY: Improved regulatory climate for commercial recreation uses and therefore, the potential for more indoor recreation options for residents and visitors.

ALTERNATIVES: N/A

CITY MANAGER COMMENT: N/A

ATTACHMENTS:

Attachment 1: Angelo Planning Group White Paper October 2019

Attachment 2: (2) Maps illustrating Commercial Recreation Opportunities and Constraints



City of Wilsonville Code Audit

To: City of Wilsonville Project Management Team
From: Cathy Corliss and Brandon Crawford, Angelo Planning Group
Date: October 15, 2019
Re: **WHITE PAPER – COMMERCIAL RECREATION IN INDUSTRIAL ZONES**

Introduction

The City of Wilsonville currently doesn't have provisions to allow large format commercial recreation (such as indoor sports facilities or gymnastic studios) in Planned Development Industrial (PDI) Zones. These uses typically benefit from the large floor area and high ceilings more readily available in existing industrial buildings more than commercial developments. This project explores:

- ✓ To what extent these uses should be allowed in PDI zones, and
- ✓ What parameters or conditions should be included, if allowed, to ensure compatibility with neighboring industrial uses, including:
 - How to handle additional traffic impacts?
 - How to mitigate potential conflicts between users of and traffic from recreational commercial from industrial truck traffic and other industrial operations?

Our analysis included two steps - a code audit and a white paper. The code audit provided an initial review of the City's Comprehensive Plan and Development Code to identify potential policy or technical issues in the City's current commercial recreation standards. This white paper:

- Briefly summarizes the findings of the audit
- Highlights examples from other cities
- Identifies potential solutions (code concepts) in response to the issues identified in the audit

The findings from the audit and white paper are intended to assist the City in modernizing its commercial recreation standards while also reducing barriers toward achieving other City policies or goals.

Summary of Code Audit Findings

POLICIES. The Comprehensive Plan recognizes the importance of protecting the viability of industrial uses within the PDI zones but does suggest that non-industrial uses can be sited in industrial areas. However, there are several Comprehensive Plan measures which are intended to limit non-industrial uses in industrial area. While compliance with (or amendment of) these measures will need to be evaluated when considering regulatory changes to allow larger or additional commercial recreation uses in PDI zones.

DEFINITION. The City’s Development Code (Section 4.001) includes the following definitions:

54. Commercial: Development having to do with retail, service, commercial recreation, and/or office uses.

61. Commercial Recreation: “A planned development commercial center or complex of recreational and complimentary uses. Typical uses include miniature golf courses, bowling alleys, theaters, tennis and racquetball clubs, health spas, swim centers, pool halls and sports complexes. Appropriate complimentary uses would include restaurants and sporting goods stores.”

The Development Code’s current system of listing uses individually without providing definitions for all listed uses creates some ambiguity. A use classification system could address this issue.

The terms “retail,” “service” and “service commercial” are not defined in the Development Code. However, Commercial Recreation is generally considered by the City as a commercial use catering to daily customers similar to retail and commercial office. The current definition does not make distinction between indoor and outdoor facilities or the intensity of the use. For example, high occupancy per square foot uses such as theaters and low occupancy per square foot uses such as tennis clubs are both included in the definition of “commercial recreation.”

SIZE LIMIT. As a retail use “commercial recreation” is allowed with limitations within PDI zones (up to 5000 square feet for a single building and 20,000 square feet for multiple buildings and to a lesser degree (up to 3000 sf) in Planned Development Industrial – Regionally Significant Industrial Area. These size limits are consistent with the Title 4 requirements of the Metro Urban Growth Management Functional Plan (UGMFP, Sections 3.07.420 and .430) for designated Industrial Areas and Regionally Significant Industrial Areas. Designated employment areas may have up to 60,000 sf of commercial retail use. However, the size limit of 5,000 sf would significantly limit the ability for a gymnasium or similar use to be sited in a PDI zone. A USA Gymnastics 2013 Survey of the Member Clubs identified a Medium Gym as 10,000 to 16,000 sf with between 325 and 650 students.¹ According to the 2016 USA Gymnastics Survey of the Member Clubs, many gym owners have moved away from getting large warehouse facilities in industrial areas and are now operating their businesses in facilities closer to the communities they want to serve.² Even so, the typical sizes described for gymnasiums are still 12,000 to 15,000 sf.

PARKING. In addition to the size limit, parking may be a barrier to allowing the use within the PDI zones, especially if the use is proposed within an existing industrial building with existing parking based on the industrial standard of 1.6 spaces per 1,000 sf. If gymnasiums are classified as “retail”, the parking requirement would be 4.1 spaces per 1,000 sf.

IMPACTS. The performance standards in Section 4.135.05 apply to all industrial properties and sites within the PDI Zone. The standards are geared toward the impacts associated with industrial uses such as vibration, odors and noise. A gymnasium or similar use would typically not have the types of impacts that

¹ <https://usagym.org/PDFs/Member%20Services/Member%20Club%20Site/SurveyMmbrClubs2013.pdf>

² https://usagym.org/pages/memclub/biztips/articles/2017_1109.html

are addressed by these standards. Traffic impacts and compatibility (with industrial uses), which would be a concern, are not required to be addressed by Section 4.135.05.

The Site Plan Review approval criteria in Section 4.421.01 address the issue to some degree by requiring consideration of the placement of drives, parking and circulation and their impact on neighboring properties. Similarly, the standards applicable to all Planned Development Zones in Section 4.118.03.E provide the ability through the PD process to modify the proposed development in order to prevent congestion of streets and/or to facilitate transportation. However, these criteria and standards do not directly address the City’s concern about traffic impacts and mitigation.

Examples from Other Jurisdictions

The following is a summary of code requirements from cities in Oregon and elsewhere as they relate to the definition of indoor commercial recreation uses and the industrial zones in which such uses are permitted. These represent a range of options – not all are necessarily “best practices.” Because State and regional policy frameworks related to the preservation of industrial land for industrial uses are unique, the research emphasizes other Oregon cities within the Metro region.

Uses and Zones

Beaverton

The definition of “recreational facilities” makes no distinction between private or public facilities or indoor or outdoor. Recreation facilities are listed in the use tables under “Civic Uses/Recreation”

Recreational Facilities. Facilities that are intended to provide amusement to the user, with limited allowance for spectators. This use includes, but is not limited to: theaters, health clubs, golf courses, non-motorized bicycle tracks, skateboard parks, swimming clubs or pools, tennis or handball or racquet clubs, bowling alleys, dance halls, skating rinks, indoor soccer fields, laser tag, paintball, or other similar uses.

Office Industrial (OI) zone is the City’s primary employment zone and Industrial (Ind) is the primary industrial zone. The both zones allow “privately owned facilities, such as fitness clubs, racquetball or handball clubs, tennis courts or swimming pools exclusive of spectator sports facilities” subject to footnote (1):

(1) Ancillary showrooms and retail area are Permitted if comprising not more than 10% of gross building floor area, and provided that no individual retail use exceeds 2,000 square feet of gross building floor area. Ancillary showrooms and retail area are Conditional if use is between 10% and 20% of gross building floor area and no individual retail business use exceeds 5,000 square feet of gross building floor area.

If classified as a retail or service business up to 30,000 sf would be allowed in the OI zone with a conditional use permit. The conditional use approval criteria require compatibility but there do not appear to be any use specific approval criteria. It’s not clear which threshold the City applied when approving the existing facilities noted below.

Existing Indoor Commercial Uses	Zoning
Stoneworks Climbing Gym, 6775 SW 111th Ave	Industrial zone (use in location since 1993)
Oregon Gymnastics Academy, 16305 NW Bethany Ct.	Office Industrial zone
Pump It Up Beaverton Kids Birthdays and More, 9665 SW Allen Blvd	Office Industrial zone

Hillsboro

Hillsboro uses a use classification system which provides a detailed description of Commercial Recreation, which is fairly broad and includes both indoor and outdoor facilities. The use is permitted in General Industrial, although the Code notes that certain retail uses may be subject to square footage limitations based on Metro Title 4 requirements.

A. Characteristics. Commercial Recreation uses are sports-oriented facilities used for a variety of health, recreational, or social activities. Activities are primarily by and for participants; spectators are incidental and present on a non-recurring basis. Activities may be conducted within an enclosed building or in open facilities.

B. Examples of Outdoor Commercial Recreation Uses....

C. Examples of Indoor Commercial Recreation Uses.

- *Sports courts*
- *Bowling alleys*
- *Skating rinks*
- *Game arcades, pool halls, and billiards halls*
- *Indoor firing ranges*
- *Clubs and gymnasiums with weight rooms, indoor pools or tracks, and similar facilities*

D. Examples of Accessory Uses.

- *Caretaker’s quarters*
- *Concessions or incidental retail sales*
- *Restaurants and banquet facilities*
- *Conference rooms*
- *Child care facilities*
- *Maintenance facilities*
- *Parking for customers and employees*

E. Exceptions. Uses which draw large numbers of people to periodic events are classified as Major Assembly Facilities.

In Industrial Park, indoor Commercial Recreation requires conditional use (CU) approval; outdoor facilities are not permitted. In Station Community Business Park, indoor facilities are permitted; outdoor facilities not permitted. Commercial Recreation is not permitted in the following industrial zones: Industrial Sanctuary; Station Community Industrial; Shute

Road Special Industrial District; Evergreen Area Special Industrial District; and Helvetia Area Special Industrial District. Our initial review identified only one commercial recreation facility in an industrial zone and it may pre-date the code requirements.

Existing Indoor Commercial Uses	Zoning
Park Lanes Family Entertainment Center, 6360 SE Alexander St	Industrial Park zone. (Indoor Commercial Recreation requires CU although this use may pre-date the requirement)
Topgolf, 5505 NE Huffman St	Industrial Park zone. This project was approved through CU. Topgolf will occupy about 20 percent of the property and no other commercial recreation facilities will be allowed on the remainder of the 75-acre site.

Sherwood

Sherwood provides two possible definitions for uses such as gymnastic studios.

Commercial - Entertainment/recreation

Indoor recreation facilities such as arcades, mini-golf, or bounce house facilities 2,3

2 If use is mixed with another, such as a restaurant, it is considered secondary to that use and permitted, provided it occupies less than fifty (50) percent of the total area.

3 Limited in size to five thousand (5,000) square feet in a single outlet and no more than twenty thousand (20,000) square feet in multiple outlets in the same development project

Personal Services

Health clubs and studios less than 5,000 square feet in size

Sherwood has three employment/industrial zones: Employment Industrial, Light Industrial (LI), General Industrial (GI). Health clubs less than 5000 sf are permitted in all zones except that within the Tonquin Employment Area (TEA), only commercial uses that directly support industrial uses located within the TEA are permitted as conditional uses. Indoor recreation facilities are a conditional use in all zones with no size limit specified. The existing gymnastics studio would be allowed with conditional use approval.

Existing Indoor Commercial Uses	Zoning
Tumblebears Children's Gymnastics, 14997 SW Tualatin Sherwood Rd	Light Industrial zone.

Tigard

Tigard uses a use classification system which provides two possible categories for uses such as climbing gyms.

C. Community Services.

1. *Characteristics: Community Services uses are public or non-profit recreational, social and multipurpose facilities of an indoor or outdoor nature.*
2. *Accessory uses: Accessory uses commonly found are parking, offices, athletic facilities, clubhouses, picnic shelters, maintenance facilities, and concessions.*
3. *Examples: Examples include community centers, senior centers, indoor and outdoor tennis, racquetball, and soccer clubs, indoor and outdoor swimming pools, parks, playgrounds, picnic areas, and golf courses.*

G. Indoor Entertainment.

1. *Characteristics: Indoor Entertainment consists of for-profit facilities providing active recreational uses of a primarily indoor nature.*
2. *Accessory uses: Accessory uses commonly found include parking, offices, limited retail, and concessions.*
3. *Examples: Examples include health/fitness clubs, tennis, racquetball and soccer centers, recreational centers, skating rinks, bowling alleys, arcades, shooting ranges, and movie theaters.*

Tigard has three employment/industrial zones: Industrial Park, Light Industrial, Heavy Industrial. “Community Services” require conditional use approval in all three zones and is limited to either temporary uses or outdoor uses within the floodplain. Indoor Entertainment is allowed in Industrial Park with no size limit but prohibited in the other two zones. The existing climbing gym identified below would have been classified as “community service” if the applicant had been a public or non-profit agency, and conditional use approval (CU) would have been required. It’s unclear from the code why the City makes this distinction.

Existing Indoor Commercial Uses	Zoning
The Circuit Bouldering Gym Tigard, 16255 SW Upper Boones Ferry Rd	Industrial Park zone. The use was classified as “indoor entertainment.” A CU was not required.

Tualatin

Tualatin recently amended its code to a use classification system; however, it retained a number of specific use limitations. There are three categories that could be applicable to an indoor recreation facility.

Commercial Recreation.

(1) Characteristics. Commercial Recreation uses are facilities used for a variety of health, recreational, entertainment, or social activities, usually operated by a for-profit business or membership organization, but may be conducted by a non-profit or public entity. Activities are primarily by and for participants; spectators are incidental and present on a non-recurring basis. Activities may be conducted within an enclosed building or in open facilities. (2) Examples of Uses.

- *Amusement enterprise, including pool hall, bowling alley, dance hall or skating rink.*

- *Boat dock, marina, or boat rental.*
- *Family recreation center (as defined in TDC 39.115).*
- *Health or fitness facility (as defined in TDC 39.115).*
- *Private meeting hall, club or lodge hall, or fraternal organizations.*
- *Public or private camping grounds, including recreational vehicle parking.*

Other Educational and Vocational Services.

(1) Characteristics. Other Educational and Vocational Services provide specialized training or instruction not regulated by the Higher Education Coordinating Commission (HECC) or state mandated. These services may be provided to children or adults. Training or instruction may be provided for fine arts, recreational or athletic activities, professional, or academic tutorial instruction. (2) Examples of Uses.

- *Martial arts or gymnastics instruction.*
- *Music or dance instruction.*
- *Arts and crafts schools.*
- *Tutoring services (freestanding, not provided within a residential dwelling).*
- *Vocational training.*

Community Services.

(1) Characteristics. Community Services are uses of a public, nonprofit, or charitable nature generally providing continuous, on-site social, cultural, or recreational services provided to residents of the community. (2) Examples of Uses.

- *Community centers, youth or senior centers, open to the general public.*
- *Community aquatic centers, open to the general public.*
- *Community recreation buildings or facilities.*
- *Cultural centers.*
- *Libraries, museums, and related cultural facilities.*

Tualatin has three employment/industrial zones: Light Manufacturing, General Manufacturing, Manufacturing Park, Manufacturing Business Park.

Light Manufacturing (General Manufacturing and Manufacturing Park zones have similar limitations)

Commercial Recreation - Permitted uses limited to health or fitness facility if within 60 feet of the CO district and subject to TDC 60.210(5) which includes a trip generation cap; or, as a limited use in all other locations, subject to TDC 60.210(2) which requires commercial uses be located on the same site as a permitted

industrial use. The site must be used primarily for industrial purposes and the commercial use is subject to the following limitations.

(i) Maximum Size. The use must not exceed 5,000 square feet for any individual use or a total of 20,000 square feet of all retail or service uses on the site.

(ii) Spacing Standard. Uses must not be located within 80 feet from any Residential Planning District and from the right-of-way of SW Tualatin-Sherwood Road.

(iii) Access Standard. If located in a standalone building, the uses must not have direct access onto any arterial or collector street.

Other Educational and Vocational Services - limited to: Correspondence, trade, or vocational school as a secondary use subject to TDC 60.210(2); and Trade or industrial school and subject to TDC 60.210(3).

Community Services - not permitted

Manufacturing Business Park - Commercial Recreation, Other Educational and Vocational Services and Community Services uses are not permitted

The existing indoor commercial uses identified in our initial review could pre-date the code requirements. It's also possible that Tilton's Gymnastics is below the 5,000 sf threshold and thus would be a permitted use in ML zone.

Existing Indoor Commercial Uses	Zoning
Tilton's Gymnastics, 19356 SW Mohave Ct	Light Manufacturing zone
Tualatin Indoor Soccer, 11883 SW Itel St	General Manufacturing zone

Longmont, CO

Longmont has two related uses (NOTE: it's not clear why they make a distinction).

Commercial health facility or club. Any private use or development providing facilities for exercise or sport that is operated or carried on primarily for financial gain. This use type does not include indoor or outdoor commercial recreation facilities or indoor shooting ranges.

Commercial recreation facility, indoor. Any private use or development providing amusement or sport that is operated or carried on primarily for financial gain. Indoor commercial recreation means commercial recreation conducted entirely within an enclosed structure; including but not limited to, bowling alleys, skating rinks, pool halls, and video and pinball parlors. This use type does not include outdoor commercial recreation facilities or indoor shooting ranges.

Both require conditional use approval (CU) in the City's Employment (industrial) zone. There is a maximum size limit of 15,000 sf for commercial health facilities and a 25,000 sf indoor commercial recreation facilities.

Seattle, WA

Seattle's code makes an interesting (and somewhat blurry) distinction between "sports and recreation, indoor" and "community club or center."

"Sports and recreation, indoor" means an entertainment use in which facilities for engaging in sports and recreation are provided within an enclosed structure, and in which any spectators are incidental and are not charged admission. Examples include but are not limited to bowling alleys, roller and ice skating rinks, dance halls, racquetball courts, physical fitness centers and gyms, and videogame parlors.

"Community club or center" means an institution used for athletic, social, civic or recreational purposes, operated by a nonprofit organization, and open to the general public on an equal basis. Activities in a community club or center may include classes and events sponsored by nonprofit organizations, community programs for the elderly, and other similar activities.

The code appears to be much stricter regarding the placement of community clubs in industrial zones. "Sports and recreation, indoor" is classified as a commercial "entertainment use" and is permitted in all industrial zones (IB, IC, IG1 and IG2 (general), and IG2 in the Duwamish M/I Center) except IG1 in the Duwamish M/I Center. A size limit of 75,000 sf applies in industrial zones except in IG1 and IG2 which have a 10,000 sf size limit. "Community clubs" are classified as an "institutional use" and are permitted only in a building existing on October 7, 1987 in most industrial zones.

Seattle provides an exception to enable the reuse of older industrial buildings.

F. Special Exception to Size-of-Use Limits for Reuse of Certain Buildings. 1. Special Exception to Size-of-Use Limits. If a building meets all of the conditions in subsection 23.50.027.F.2, then pursuant to the procedures in Chapter 23.76, the Director may grant a special exception to the size limits in Table A for 23.50.027 for one or more uses in that building and any other buildings on the lot, based upon the criteria in subsection 23.50.027.F.3.

3. Special Exception Criteria. The Director may grant the special exception when all of the following are met:

- a. At least 75 percent of the building that is eligible under subsection 23.50.027.F.2, existing as of January 1, 2009, remains intact after reuse, except to the extent structural alterations are necessary to comply with other applicable codes;*
- b. The proposed use will not directly or indirectly lead to changes in traffic volumes, traffic patterns or right-of-way improvements that would interfere with adjacent industrial uses, such as by impeding freight access and freight movement; and*
- c. The proposed use will not contribute to a pattern or density of non-industrial uses to an extent that will conflict with the viability of industrial uses or development on adjacent industrially zoned property.*

Parking

The following table summarizes parking requirements for commercial recreation uses in cities within the region.

Jurisdiction and Use	Min. Parking Spaces Required
Beaverton	
<ul style="list-style-type: none"> Sports Clubs / Recreational Facilities Tennis / Racquetball Courts 	<p>4.3 per 1000 sf</p> <p>1.0 per 1000 sf</p>
Hillsboro	
<ul style="list-style-type: none"> Indoor facilities Court sports 	<p>3 per 1000 sf</p> <p>2/court</p>
Sherwood	
<ul style="list-style-type: none"> Sports club/recreation facility General retail or personal service Tennis racquetball court 	<p>4.3 per 1000 sf</p> <p>4.1 per 1000 sf</p> <p>1.0 per 1000 sf</p>
Tigard	
<ul style="list-style-type: none"> Community Services Indoor Entertainment 	<p>2.0 per 1000 sf</p> <p>4.3 per 1000 sf</p>
Tualatin	
<ul style="list-style-type: none"> Bowling alley Dance hall, skating rink Racquet court, health club 	<p>5.00 spaces per lane</p> <p>4.3 per 1000 sf</p> <p>1.00 per 1000 sf</p>
Portland - Health clubs, gyms, lodges, meeting rooms, and similar. Continuous entertainment such as arcades and bowling alleys	1 per 330 sq. ft. of net building area

Approval Criteria

Portland

Portland allows certain commercial uses in Industrial Zones Commercial Outdoor Recreation subject to conditional use approval. Section 33.815.125 provides specific approval criteria for these uses. However, these criteria (especially “D” may make it difficult to site the types of commercial recreation uses Wilsonville is exploring.

These approval criteria promote preservation of land for industry while allowing other uses when they are supportive of the industrial area or not detrimental to the character of the industrial area. The approval criteria are:

A. The proposed use will not have significant adverse effects on nearby industrial firms, and on truck and freight movement;

B. Transportation system:

1. The transportation system is capable of supporting the proposed use in addition to the existing uses in the area. Evaluation factors include safety, street capacity, level of service, connectivity, transit availability, availability of pedestrian and bicycle networks, on-street parking impacts,

access restrictions, neighborhood impacts, impacts on pedestrian, bicycle, and transit circulation. Evaluation factors may be balanced; a finding of failure in one or more factors may be acceptable if the failure is not a result of the proposed development, and any additional impacts on the system from the proposed development are mitigated;

2. Measures proportional to the impacts of the proposed use are proposed to mitigate on- and off-site transportation impacts. on- and off-site transportation impacts. Measures may include transportation improvements to on-site circulation, public street dedication and improvement, private street improvements, intersection improvements, signal or other traffic management improvements, additional transportation and parking demand management actions, street crossing improvements, improvements to the local pedestrian and bicycle networks, and transit improvements.

3. Transportation improvements adjacent to the development and in the vicinity needed to support the development are available or will be made available when the development is complete or, if the development is phased, will be available as each phase of the development is completed.

C. The proposed use will not significantly alter the overall industrial character of the area, based on the existing proportion of industrial and non-industrial uses and the effects of incremental changes;

D. The proposed use needs to be located in an industrial area or building because industrial firms or their employees constitute the primary market of the proposed use; and

E. City-designated scenic resources are preserved.

Metro UGMFP

Title 4 requires consideration of the criteria in Section 3.07.450(c) when a city or county wishes to amend its comprehensive plan or zoning regulations to change its designation of land on the Employment and Industrial Areas Map in order to allow uses not allowed by Title 4. However, several of these criteria could be useful when evaluating conditional uses as well.

(4) The amendment would not allow uses that would reduce off-peak performance on Main Roadway Routes and Roadway Connectors shown on the Regional Freight Network Map in the RTP below volume-to-capacity standards in the plan, unless mitigating action is taken that will restore performance to RTP standards within two years after approval of uses;

(5) The amendment would not diminish the intended function of the Central City or Regional or Town Centers as the principal locations of retail, cultural and civic services in their market areas;

...

Code Concepts

DEFINITION. The City’s current definition of “commercial recreation” is quite broad. Clarify and potentially narrow the description of the types of commercial recreation uses that are appropriate in the Planned Development Industrial Zones. Potential considerations or factors that could become elements of an updated definition(s) (or use category) include:

- Whether the facility is entirely indoor rather than all or partially outdoor.

- The nature or intensity of the use. For example, sport/athletic (sport courts, pools, gyms, bowling, ice skating – i.e., activities with specialized facilities where a change of clothes or shoes is typically required) vs. recreation/amusement (pool halls, theaters, video and pinball parlors).
- Whether the use is a commercial “for profit” enterprise vs. non-profit (civic) [NOTE: This seems unlikely to affect the impact of the use on surrounding industrial uses; however, some jurisdictions make this distinction].

STANDARDS. Standards could further limit commercial recreation uses in the Planned Development Industrial Zones. Potential consideration that could be addressed by the standards include:

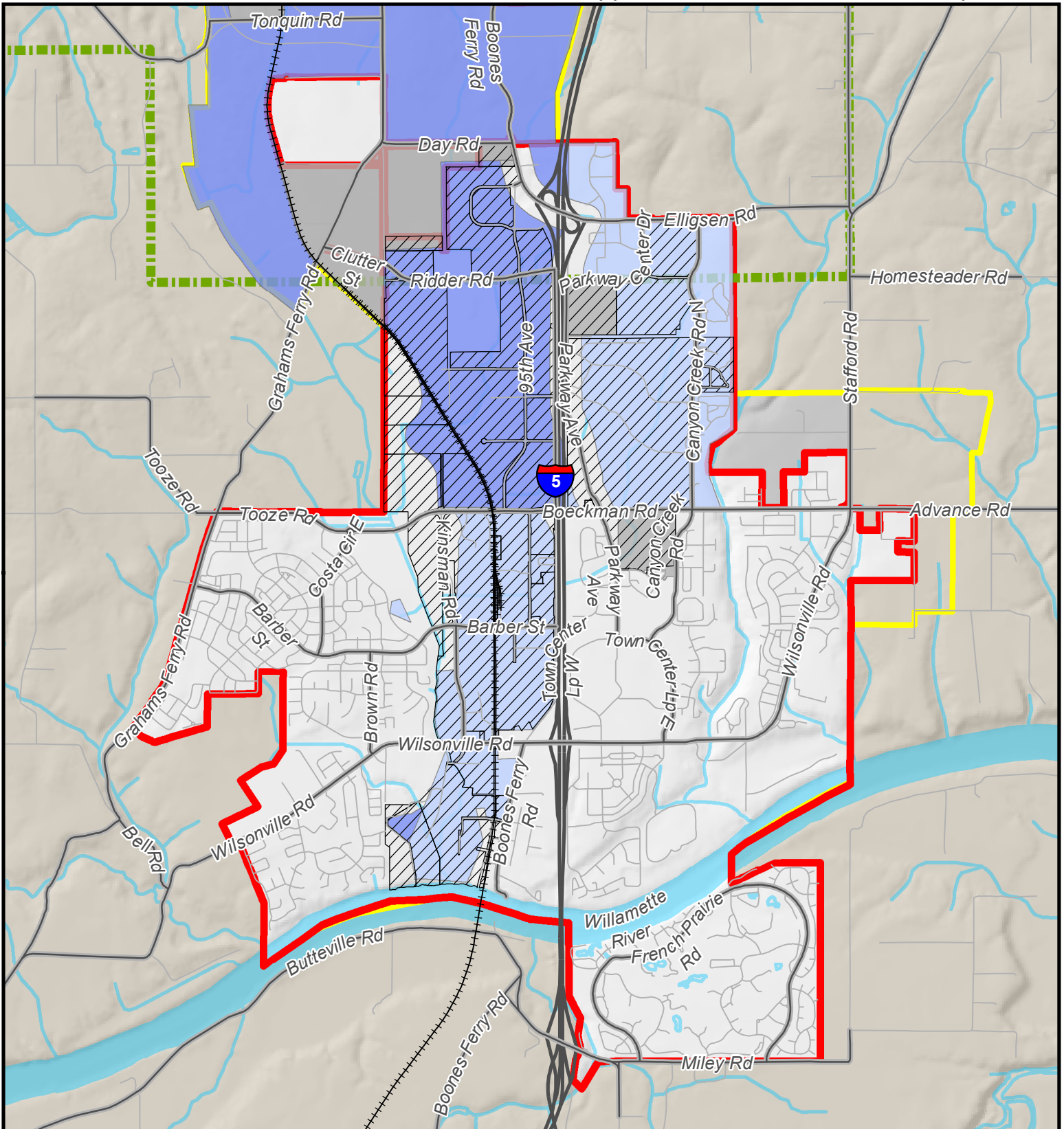
- Establishing size thresholds for permitted and conditional uses
- Requiring use be on a site with an existing industrial use (required mixed use)
- Varying the allowance in existing buildings (vs new purpose-built buildings)
- Setting limit on trip generation (e.g., relative to industrial uses)
- Limiting the location and/or access to arterials or key freight routes
- Reducing parking requirements for uses where the density of the patrons and employees per square foot is relatively low (e.g., gyms with sport courts) or allow applicants to submit parking study.

APPROVAL CRITERIA. If larger indoor commercial recreation facilities were permitted in the Planned Development Industrial Zones up as a conditional use, the City may wish to consider use-specific conditional use approval criteria similar to those in Portland and potentially incorporating the “freight route” and “town center” criteria in UGMFP Section 3.07.450(c).

Conclusion

This paper is intended as a starting place for discussion. There are broad policy questions regarding the use of industrial land for non-industrial uses which the City of Wilsonville will wish to consider. Should the City choose to amend its Development Code to allow large format commercial recreation (such as indoor sports facilities or gymnastic studios) in Planned Development Industrial (PDI) Zones, a robust public outreach effort will be needed to engage property owners and existing businesses in the PDI zones as well as potential recreation facility operators and users. It’s important that the definitions and standards adopted clearly describe and prescribe a type and scale of commercial recreation appropriate for the PDI Zones. To ensure that impacts on adjacent industrial uses are limited, the standards should be “impacts-based,” with a focus on measurable factors including, but not limited to, issues such as traffic and parking.

ATTACHMENT 2: Commercial Recreation Opportunities and Constraints Maps



The City of Wilsonville, Oregon

Clackamas and Washington Counties



Industrial Areas in Wilsonville

METRO Title 4

- Employment Areas
- Industrial Areas
- Regionally Significant

Wilsonville "I" Zoning

City Limits

County Boundary

UGB

Industrial Area

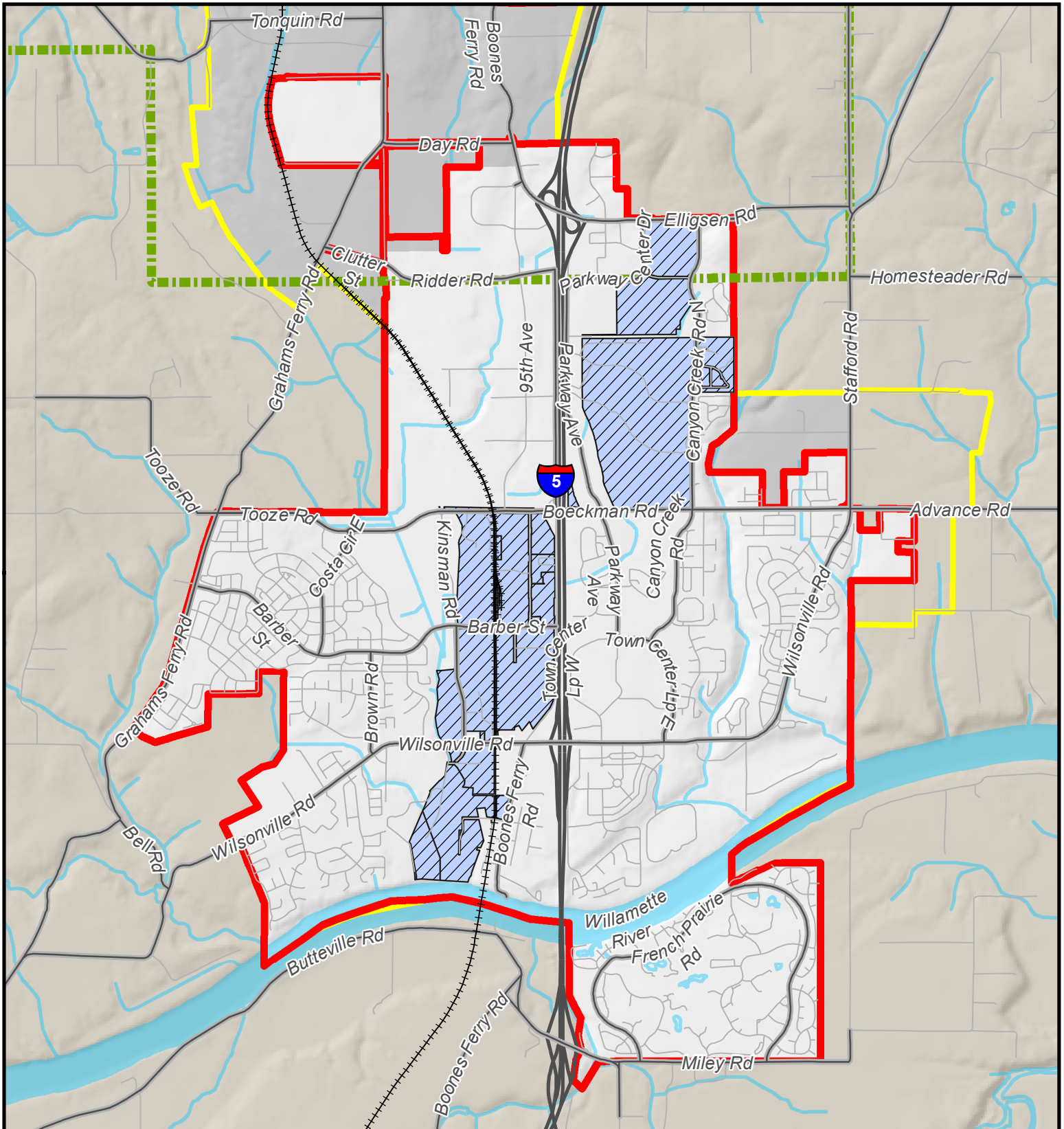
Planning Commission Meeting - May 13, 2020

Commercial Recreation in Planned Dev. Industrial



1/29/2020

0 Miles 0.5
Page 18 of 19







The City of Wilsonville, Oregon

Clackamas and Washington Counties



Applicable Industrial Areas in Wilsonville

-  Land with both City Industrial and Metro Employment Designations
-  City Limits
-  County Boundary
-  UGB



1/30/2020

