

**PLANNING COMMISSION
WEDNESDAY, MARCH 9, 2016
6:00 P.M.**

**Wilsonville City Hall
29799 SW Town Center Loop East
Wilsonville, Oregon**

04/13/2016
Approved as
Presented

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:07 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Peter Hurley, Phyllis Millan, Kamran Mesbah, and City Councilor Charlotte Lehan. Simon Springall was absent.

City Staff: Chris Neamtzu, Michael Kohlhoff, Miranda Bateschell, Eric Mende

II. PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

III. CITIZEN'S INPUT

Jan Johnson, 6591 Landover Dr, Wilsonville, OR, said she had spoken before about traffic on Wilsonville Rd and it was getting much worse. Traffic had doubled since she moved in two years ago. She also noted the number heavy trucks and semi-trucks using Wilsonville Rd and expressed concern about the trucks' weight impacting the roadway, and their excessive speeds affecting their ability to stop quickly. Also, visibility is a concern. When trying to turn left onto Wilsonville Rd visibility was very limited, so seeing oncoming traffic was very difficult. It took her five minutes to turn left onto Wilsonville Rd.

- She had talked with ODOT who suggested the City having a weight limit on Wilsonville Rd to keep the big trucks off the road. Drivers, including truck drivers, use Wilsonville Rd as a short cut to Stafford Rd to avoid using the freeway. Trucks using Wilsonville Rd, which starts as early as 5 am, literally shake her house.
- She also talked to local law enforcement about the speeding on Wilsonville Rd and described an experience she had recently. She wished the police would patrol past the high school. The four-way stop is dangerous as well.
- A Councilor once told her that semi-trucks did not use Wilsonville Rd, but that was not true. With the two new schools and Frog Pond being developed, most of the neighborhood would be selling or all the homes would be rentals because this was such a scary situation. She would not allow her grandchildren to play in the front yard because the area was so unsafe. She reiterated that Wilsonville Rd was getting damaged by the heavy trucks. Not much could be done about cars using the road as a shortcut, but she suggested having a weight limit or posting signage saying "No Thru Trucks" on Wilsonville Rd. She invited the Commissioners to visit her home to see how bad the disruption was from the trucks.

IV. CITY COUNCIL LIAISON REPORT

Councilor Lehan reported on the following item recently addressed by City Council:

- The City was finally reaching a resolution on the Newberg-Dundee Bypass Project. The City of Wilsonville was not involved with any decision-making on the bypass, which was originally planned from Dundee to 99W. The project recently changed, so only Phase 1, which would only go to Wilsonville Rd at Hwy 219, was being completed. As a result, GPSs would direct drivers to use the shortest way to I-5, which was Wilsonville Rd. The City was working with the Ladd Hill Neighborhood Association, Clackamas County, and others who were worried about all the Newberg-Dundee Bypass traffic using Wilsonville Rd to access I-5. The City, ODOT, and the City of Newberg worked to devise a solution. They are considering how to redo

the Wilsonville Rd/Hwy 219 intersection so the bypass would extend closer to 99W, making it more difficult to use Wilsonville Rd. This solution would add time to the project, but the City had support from ODOT and possibly, the City of Newberg.

- Another recent change the City must address with ODOT was the signage that showed up on Wilsonville's north and southbound ramps at Exit 283 that read, "Newberg This Way". Nearly a decade ago, the City asked ODOT to remove the signs, but they had recently reappeared, possibly due to the increased traffic westbound and eastbound from the freeway. The signs had increased traffic on Wilsonville Rd, between Newberg and the freeway and said nothing advising that trucks should not use the route. The City was still in discussions with ODOT about removing the Newberg directional signs from the Exit 283 ramps.
- City Council reviewed the Willamette River Water Treatment agreement and the Planning Commission should be aware that land use agreements were part of the document. She was concerned that as more partners were brought in, neither the City nor its partners were providing urban services to non-urban areas around Wilsonville. One thing that has allowed the City to control its planning destiny was that urban services, such as sewer and water, had to be obtained from the City of Wilsonville, unlike Washington and Clackamas Counties where outside municipal urban services were available. Allowing other providers made it difficult to control development the way the City wanted. It was important to ensure the document's language supported the City's historical position that urban services be provided by the City of Wilsonville and not any other service providers outside of the city.
- On March 7, 2016 Mayor Knapp discussed several important points during his 2016 State of the City Address.
- Council approved the final annexation of the last parcel for Villebois and adopted the final approvals for Universal Health Services last Monday. She believed the iconic Universal Health Services project would fit well with the future development of the Day Rd area and Coffee Creek industrial area.

Chair Greenfield noted the citizen's input about traffic on Wilsonville Rd certainly had implications on the City's future development, but he asked what recourses were available to address the current issues, and what City agency would address or initiate appropriate mitigation measures.

Councilor Lehan replied that was another issue that needed to be raised with ODOT. Both the City Council and Planning Commission have worked to make the section of Wilsonville Rd from Stafford Rd to the freeway unfriendly for trucks. Wilsonville Rd had a narrow visual field, narrower lanes, and trees in the median and along the edge and had only recently become busy with semi-truck traffic. She noted the City made the west side of Wilsonville truck friendly for north and south traffic on 95th Ave, but tried to do the opposite in the neighborhoods on the east side. As some point, the City might need to put other limitations on Wilsonville Rd as mentioned because the roadway was not designed for big truck traffic like the west side. She agreed the issue needed to be addressed.

Chris Neamtzu, Planning Director, noted Ms. Johnson has had many conversations with City Engineer Nancy Kraushaar that were ongoing. He suggested that Ms. Kraushaar could draft a memo or address the Planning Commission with regard to the issue. He would do some additional research and return with an update for the Commission's consideration.

Councilor Lehan added the City had tried to make it clear to ODOT that Wilsonville could not be a cut through for traffic coming from I-205 to I-5. No amount of planning could be done to make Wilsonville Rd function with traffic from I-205, so the City needed ODOT's cooperation to ensure Wilsonville Rd was not a truck route.

V. INTRODUCTION OF NEW PLANNING COMMISSIONER

A. Kamran Mesbah

Chris Neamtzu, Planning Director, introduced new Planning Commissioner Kamran Mesbah, who moved to Wilsonville from Madison, Wisconsin. He noted his civil engineering and planning background, adding that Commissioner Mesbah was the deputy director of the Capital Area Regional Planning Commission, and brought

a tremendous wealth of knowledge to the Planning Commission. Although a Wilsonville resident for only a short period of time, he was already familiar with a variety of city issues and recently attended the State of the City Address.

Commissioner Mesbah stated he fell in love with the Portland area when visiting his family years ago and knew he would live in the area after he retired. After visiting local cities in the area, Wilsonville was his and his wife's favorite place and they found a home they love in Charbonneau. After his retirement started, he found a need to rechannel his interests in a way that would benefit his new community and was delighted to have been appointed to the Planning Commission.

VI. CONSIDERATION OF THE MINUTES

A. Consideration of the February 10, 2016 Planning Commission minutes
The February 10, 2016 Planning Commission minutes were accepted as presented.

VII. WORK SESSION

A. TSP Amendments (Mende)

Chris Neamtzu, Planning Director, noted the Transportation Systems Plan (TSP) was adopted after a lengthy process in 2013, but rapidly changing conditions in the community had resulted in several minor TSP amendments following a number of relooks, additional analysis, and the refinement of the original concepts adopted in the 2013. The work session was being conducted in preparation for a public hearing next month on the proposed amendments. Currently, several land use applications with TSP related projects were pending because they were contingent the proposed modifications.

Eric Mende, Capital Projects Manager, stated Scott Mansur of DKS Associates would give the presentation, noting DKS had been involved in the City's transportation planning for many years and was the primary consultant when the current TSP was adopted in 2013. He explained that both the scope and timing of the proposed amendment was driven by the completion of two major planning efforts that had been ongoing since the 2013 TSP. The majority of changes addressed in the amendments were in the Coffee Creek and Frog Pond/Advanced Rd areas, as well as a couple other distinct, near-term private development plans noted by Mr. Neamtzu. The proposed amendment focused on these areas and a couple specific projects within those areas, which was why an amendment was proposed and not a full citywide update to the TSP.

- In the Coffee Creek area, the City was moving forward with the development of district boundaries and a financing plan for a future urban renewal district. Development was also pending on the Republic Services property on Ridder Rd, which would add a bio-energy facility, and that particular development plan was in direct conflict with the current TSP.
- The new middle school, which would be named Meridian Creek Middle School, was approved in the Frog Pond/Advanced Rd area and final design was underway with construction intended to begin this year.
- A financial component was also involved. In both the Coffee Creek and Frog Pond/Advanced Rd areas, the City was moving from concept or master planning to actual construction within the next year or so and currently budgeting for those improvements in the Capital Improvement budget. However, the City was generally precluded from spending capital funds on improvements not identified in master plans, such as the TSP. Once the amendment process was complete and the applicable projects were included in the TSP, the City could fund those projects.
- He concluded that the proposed TSP amendment was necessary for the City to proactively stay ahead of the rapid growth of the community.

Scott Mansur, Traffic Consultant, DKS Associates (DKS), presented the Wilsonville TSP Amendment via PowerPoint with additional comments by Mr. Mende. He noted the TSP only focused on the areas within the current City's urban growth boundary (UGB).

Discussion and feedback from the Planning Commission was as follows with responses to Commissioner questions as noted:

- The Printer Parkway project came about because the new owners of the Xerox campus were interested in a possible subdivision to create additional lots that could accommodate industrial buildings. SMART buses currently used Printer Parkway to cut through the campus and the discussion regarded making Printer Parkway a public right-of-way and the transit connection more formal by reconstructing it to public street standards, which would include pedestrian and bicycle amenities. To move the project forward, the TSP had to reflect that connection through the site. The concept had evolved relatively quickly over the last four months and Staff was working with the project team.
- In the original Coffee Creek Master Plan, the Kinsman Rd alignment seemed like the logical alignment, however, two properties off Ridder Rd, Republic Services and a substation, would be affected.
 - The Bonneville Power Administration would not provide an easement or allow the City to acquire the property needed to put in the road, which would have forced the entire road alignment onto Republic Services property. Republic Services' scales were in that proposed alignment, so they would have to move that entire operation, which would affect the traffic pattern within the entire complex.
 - Staff removed the south half of Kinsman Rd from the project and did a traffic analysis with Kinsman Rd running south from Day Rd to what would be Java Rd and over to Garden Acres. The difference in traffic between half of Kinsman Rd and no Kinsman Rd was 12 or 15 vehicles at the peak hour. It did not make sense to spend that much money to build half of a road that did not really add anything to the area. The alternative was to rebuild Garden Acres Rd, which was currently a dead end, and connect it to Day Rd, which was the current alternative that saved money and removed the restrictions on some properties.
 - The proposed Kinsman Rd alignment was a single-loaded street for future development that backed up to existing development. Only a portion of the road could be obtained through the development process and the public would have to pick up the other portion. Garden Acres was an existing rural right-of-way, so unimproved right-of-way existed along its alignment. The new recommendation was a smart financial move, especially given the difference in the traffic findings.
- Staff and DKS had discussed whether building another road would serve any value considering Wiedemann had been in the TSP for a long time. Wiedemann would provide the east-west connection for bikes, pedestrians, and motor vehicles clear to Stafford Rd. Due to where Printer Parkway would connect, it would be challenging to get that future connection over to Stafford Rd. Wiedemann remained in the TSP because Staff did not know what the development pattern would be at this point.
- The driver for Printer Parkway was prospective new construction along that route related to the subdivision of one large parcel into a couple different parcels as mentioned by Mr. Neamtzu. One City planning policy was that all individual properties be serviced by some type of public road. If the property was subdivided, there would no longer be a public road access because Printer Parkway was currently a private road. To accommodate the subdivision, part of the negotiations included making Printer Parkway a public road.
 - The TSP amendment would set the framework in motion with a recommendation to City Council for the changes in road alignments. Then, a series of subsequent development applications would be submitted from the private sector that would go to the Development Review Board where more public hearings would be held regarding the subdivision, actual building forms, and all the associated uses involved. The proposed changes to the TSP did include provisions to allow potential development on Printer Parkway and the Republic Services property, which were inconsistent with the current TSP.
 - The important part of amending the TSP was that Printer Parkway would be created as a collector roadway, and a clear set of design standards would be also created with regard to what the City wanted for the public system as redevelopment occurred.
 - Michael Kohlhoff, Special Projects City Attorney, noted that by adding the projects to the TSP, they could be considered for financing through systems development charges (SDCs), which would provide a more cooperative approach with the developer and use developer fees to construct the roadway or

provide credits against SDCs if the developer constructed the road. The amendment would give the City more financial flexibility to put in major infrastructure transportation improvements.

- Three different concepts and their cost estimates had been considered for the intersection at Grahams Ferry Rd, Day Rd, Garden Acres, and the western entrance into the prison.
 - One concept was to install a five-legged roundabout so all the current movements would be accommodated, including into the prison. The other concepts included a four-way signal or a four-way roundabout with the Coffee Creek prison entrance moved to Cahalin Rd, which the prison favored more than the a five-way roundabout. A lot of planning was still needed, so no option had been chosen yet.
- Java Rd was linked with whatever happened with Clutter St. In the short-term, Clutter St would remain open and connected directly to Ridder Rd; long-term, site distance issues could result in turning Clutter St into a cul-de-sac, so another outlet to Grahams Ferry Rd would be required, which would be the Java Rd connection.
 - The Java Rd connection would still be needed even with Garden Acres Rd being completed northbound because traffic on Ridder Rd needed to be able to go south on Grahams Ferry Rd. While traffic could go to the Day Rd/Grahams Ferry Rd intersection depending on the development patterns, the traffic model showed Java Rd was a necessary road.
- No cartographer amendments, such as updating the maps to show Canyon Creek Rd and Barber St as complete, were included in the TSP amendment since the amendment focused on a few specific areas in the city and a number of similar updates were needed on the maps citywide.
- With regard to the Boeckman Bridge, the City did an estimate about a year ago and the bridge was estimated to cost \$11 - \$12 million. From a traffic standpoint, the bridge was not needed until Frog Pond started building out, but it was an expensive project the City would need to plan for in the future.
- The low railroad overcrossing on Grahams Ferry Rd was still on the TSP project list, but the City would need assistance with it and discussion included partnering with Washington County and the railroad.
- The need for more east-west capacity was identified when the 2013 TSP was adopted. Boeckman Rd was a major arterial and the project identified as RW-01 on Figure 5-2: Higher Priority Projects involved replacing the overcrossing structure on I-5 and widening it to a five-lane cross section to match what existed today west of I-5, and then ultimately, east of I-5. With more development in the future, Boeckman Rd would provide additional east-west capacity within Wilsonville to take the pressure off Elligsen Rd, Boones Ferry Rd, and Wilsonville Rd.
 - The all-way stop signs at Boberg Rd would be removed and a traffic signal installed if needed. There was also discussion about removing the stop altogether once Kinsman Rd was constructed and only having a stop sign on the Boberg connection. Completing Kinsman Rd would take a lot of traffic off Boberg Rd.
 - Once Kinsman Rd was constructed, the City would reevaluate the intersection to see what traffic volumes remained on Boberg Rd to determine whether a signal was needed.
- The extension of Java Rd passed Green Acres Rd to the east shown on Figure 3-5: Bicycle Routes was identified as a future shared use path, not to be used by vehicles.

Mr. Neamtzu announced the TSP Amendment would return before the Planning Commission in April for a public hearing. He encouraged the Commissioners to send Staff any further questions or comments over the next couple weeks so they could be addressed in the presentation and packet materials next month.

B. Frog Pond Master Plan (Neamtzu)

Chris Neamtzu, Planning Director, introduced members of the project team and noted Phase 1 of the Frog Pond Area Plan, a significant undertaking and major accomplishment, was complete. The City was now embarking on Phase 2, which involved master planning the area; defining a Comprehensive Plan designation for the entire area similar to that of a residential neighborhood; and creating a zoning code. The project team sought the Planning Commission's input on some high level concepts and themes that would be presented by the consultants.

- During Phase 1, blending some of Villebois' more useful aspects with the City's existing planning development residential regulations had been discussed. The City's existing planning structures were not ideal for application in the Frog Pond Area, so a hybrid approach made sense. A cursory draft of the existing Development Code with strikethroughs and edits was provided to the Commission and included some of the concepts being considered.
- Staff also sought input on design guidelines and standards, public realm designs, such as street tree master plans, cross sections for the transportation network, etc. and refining a lot of the work done in Phase 1. The Infrastructure Funding Plan would also be updated to ensure everything was in place so when Phase 2 was done, private applications could be submitted consistent with the codes and master plan the Commission and City Council put in place for the Frog Pond Area.

Joe Dills, Angelo Planning Group, presented Phase 2 of the Frog Pond Master Plan referencing PowerPoint slides, providing an overview of the planning process and timeline, and reviewing the opportunities and constraints and recommended Comprehensive Plan and Zoning designations, all of which were included in the memorandum dated March 1, 2016 found in the meeting packet.

Discussion and feedback from the Planning Commission was as follows with responses by Staff to Commissioner questions as noted:

- On the Opportunities and Constraints Map (Exhibit 3 or 5 City Context), the drainage way in the South Neighborhood drained into Meridian Creek. The Plan discussed using some wetlands for infrastructure and public places. Although none of the wetlands in the area were protected under the City's regulations and could be mitigated, some wetlands should be distinguished with a higher resource value than others.
 - One concept shown in the street framework was a linear, open swale approach to drain public water from the streets or private water from adjacent development. Mr. Dills clarified that portion of the Meridian Creek tributary would be part of the City's Significant Natural Overlay Zone.
 - The broad pedestrian edge shown along Boeckman Rd on the Opportunities and Constraints Map, Exhibit 1: Regional Context Natural Areas, was only conceptual and intended to indicate that decisions still needed to be made about how to design the area along Boeckman Rd. Such design decisions were also needed for Stafford Rd.
- The new recommended Neighborhood Comprehensive Plan designation would address parcelization, but many individual development reviews would still be required. However, each development would be guided by Comprehensive Plan policies that would require all of the developments to come together to create one neighborhood. This principle would also apply to the public realm improvements, such as parks, trails, storm water, natural resources, etc.
- The Residential Neighborhood Zone would require a specific character, so the design standards would have to promote the character of the neighborhood without being too specific and creating cookie cutter homes.
 - Regardless of style or architectural character, certain fundamental design standards would apply that address, for example, the location of front doors, how garages and driveways address lot frontages, the character of semi-public spaces, etc. Materials need basic guidance to rule out those that were unwanted, but style should remain relatively free, especially with 20 or more different developments. The philosophy was to pick the least number of rules to get the job done.
 - Another consideration was the rules of adjacency used in Villebois to address the relationships between different building types and the way building regulations apply at corners.
 - A pattern book was not recommended for Frog Pond West because it would be too specific for many developments and would likely take years to write.
- A duplex was defined as two, primary single-family residential units on one lot that could be attached or unattached. The City's accessory dwelling unit (ADU) regulations were very specific about ADUs having size limitations, being secondary to the primary home, etc.
- The City's definition of multi-family dwellings was the same as the State's, three or more units on a single lot.
- Cohousing was innovative for Wilsonville and did not seem to fit conveniently into any of the City's existing models. How could new models be established to accommodate cohousing?

- The project team wanted to get a sense about whether to keep working on cohousing and what to bring back to the next Planning Commission meeting.
- Open Space (Subsection .(011); Page 31 of 45 of the Staff report) was another issue the project team sought feedback on. What should the open space concept be for individual developments? What were the pros/cons of the City's existing 25 percent open space requirement for each development? Two neighborhood public parks were recommended in Frog Pond-West Neighborhood. So, should a percentage of open space be required in individual developments? If so, what amount and what guidance should be provided regarding how they were configured?
 - Existing open space regulations have led to many beautiful, but rarely used dead spaces that had no facilities, but required significant irrigation costs. New regulations for Frog Pond should require that the 25 percent open space be usable and aggregated, with facilities or even open green space for kids to play, possibly as an addition to the park areas.
 - Other open space concepts in the region utilize neighborhood parks as the fundamental core of usable public open spaces. While some open space was required for individual developments, the majority of open space recommended for Frog Pond was specifically planned as opposed to requiring a percentage of open space for each individual development.
 - This process was dependent on lot consolidation, so it might be difficult to encourage certain aspects of the project, such as the park areas, without involving property owners in the process. Some skepticism was expressed about the sub-district zoning because the desired features on a map did not mesh with the plat map as four or five different lots were involved. It was a beautiful concept with planned spaces, but the City would need to designate areas for open space and figure out how to require that spaces on certain private properties be useable.
 - Even if development was incremental, some guidelines are needed to achieve the proposed concept plan included the patterns set by street alignments, the location of open spaces, and how drainage ran; all of which would affect adjacent properties. The system could be built incrementally, but it would not be simplistic like a blank slate with one owner.
 - Additionally, the Master Plan could include non-binding Demonstration Plans that guided how the City envisioned the streets connecting in the area; although the outcome might be different.
 - The City could also acquire public land for parks, and some land in the West Neighborhood owned by the school district.
 - A coherent street pattern would be the most basic guide for development. Achieving the desired result would require a combination of the plans and individual regulations.
 - Some parks in Villebois started as private parks and progressed to City parks. The main beltway of parks that were part of the Ice Age Tonquin Trail would all become City parks, ultimately. All the small pocket parks in Villebois were HOA owned and maintained.
- The transportation framework of the Concept Plan would serve as a template for the location of the roads. Additionally, the Transportation Systems Plan (TSP) included two designated collector routes that would serve Frog Pond West, which were the extension of Willow Creek Dr and Frog Pond Lane. The Willow Creek Drive extension would parallel Stafford Rd and Frog Pond Lane would eventually connect with Advance Rd.
 - Framework roads designated as local street classifications had also been identified in the Concept Plan. These roads included an east-west connection off of Frog Pond Lane to some point on the edge road, which was specifically intended to create circulation and a public edge to the Boeckman Creek area resources. The location of that public edge road relative to the property lines was yet to be determined.
 - The Demonstration Plan would connect the blocks on the transportation framework and consider options for how the local streets would connect and guide the rest of the plans for the area.
 - The streets would typically be built development by development. However, Boeckman Rd and Stafford Rd were special situations because some upgrades might be addressed publicly, which could dictate the order of development because developers would not want to build in areas without roads or infrastructure. Properties closest to water and sewer would be developed first, so the first development reviews with the first north-south and east-west paralleling Boeckman Rd would set the framework for what developed next to it.

- If major infrastructure must be installed through private property, the work must be compelled by the City if the property owner was unwilling to comply. However in today's market, housing developers would likely acquire multiple properties and the City is aware of several interested developers in the community that are financially able to do such.
 - The City could also finance some basic infrastructure through local improvement districts (LIDs), in which the City would assess everyone who would benefit from the infrastructure. A variety of assessment models could be used in such a district depending on the type of infrastructure constructed. Although the City had not done an LID for about 15 to 20 years, about 13 LIDs had been done in the past to develop major infrastructure areas. LIDs that involve residential home developments were not ideal because individual assessments could lead to foreclosures.
 - A reimbursement district would require developers to reimburse the City for improvements once their developments connected to the City's infrastructure.
 - The Villebois development only had two major developers, so the City did not have master facility plans in place, just general concept plans. Each developer wanted to develop their subdivisions differently, which led to issues like sewer laterals that did not initially line up. The City hired an engineering firm to help the major developers resolve these issues and all parties involved shared that expense. The City also remastered some of the facility plans.
 - Key facilities were needed to have Planned Unit Developments (PUDs) work. Having a major developer talk to the different property owners would be ideal. Property owner wanting to develop some of their land themselves or do a joint venture, they would incur development costs just like any other developer. Development was expensive, so once Frog Pond had a concept plan and became marketable, developers would begin talking to property owners about acquiring their land.
 - The scope of the Master Plan included an infrastructure funding component. Development would not cover the costs of infrastructure, so the City would need to consider its options and select a strategy. After developer fees and system development charges (SDCs), Staff estimated a \$10 million shortfall in funding for infrastructure. A reimbursement district would be ideal for the two parks and upgrades along Boeckman Rd and Stafford Rd, because all those improvements would benefit multiple properties.
 - The City required 24-ft long entrance and exit lanes along collector routes, but most collectors in the Frog Pond area would need longer entrance and exit lanes. Therefore, development agreements between the City and developers would be necessary for improvements along these routes so that the cost differences were divided appropriately. For example, the developer might do the exaction, but the City would credit or reimburse the difference against their SDCs.
 - In Villebois, the City also used urban renewal funds for the City's share of such projects. Other funding options used in Villebois included federal funding, State loan programs, general obligation bonds, and revenue bonds.
 - The Boeckman Bridge would be very expensive and applying that cost on the development in Frog Pond would be very difficult, but it needed to happen.
- Cohousing should be retained in the Master Plan for further consideration to accommodate modern living concepts. Many millennials do not have cars, which completely changes the way they interact with their neighborhoods. Cohousing would also be appropriate for the growing aged population.
 - Having nice parks like those in Canyon Creek Meadows and Canyon Creek Estates that function as highly valued amenities for both property owners and the neighborhood would be ideal in the Frog Pond area.

Andrew Parish, Angelo Planning Group, briefly reviewed the memorandum on cohousing (Page 30 of 45 of the packet). He noted that at least one property owner in the Frog Pond area expressed interest in using a cohousing model, adding the Commission would need to consider how cohousing should be defined and implemented through the zoning code.

Commission and Staff discussion and comments regarding cohousing development continued as follows:

- Staff would research the resale values of cohousing properties.

- Potential secondary uses, design implications, and regulations for cohousing developments needed to be considered should the community fail. If single-family homes were on separate lots, what would happen to the accessory buildings if the community failed?
- Any concept plans counter to cohousing would need to be addressed; for example, would parking be exclusive since the cohousing development would be an exclusive community within a neighborhood?
- Agricultural uses conflicted with existing regulations in many ways. Any new set of regulations created for Frog Pond would have to be applied citywide.
- Urban agriculture has become popular all over the country. The City could give urban agriculture an innocuous definition to allow the City to experiment with the upcoming trends without creating issues.

Mr. Dills explained that one reason residential design guidelines were essential was because better and more coherent designs would result in escalating property values over time. Design guidelines also impacted traffic movements and addressed community safety and livability by intentionally designing homes to face the streets, front yards, and public spaces so people could have eyes on the street. Additionally, residential design could encourage people to get involved in their community and promote active transportation methods, like walking and biking, which counter chronic health problems.

Mike Zilis, Walker Macy, presented ten recommended residential design elements believed to be essential for achieving the Frog Pond Master Plan and reviewed examples of good and bad design elements, with additional comments by Mr. Dills. The idea was to build the best possible community without a master developer determining all the specifics. The project team sought the Commission's input and recommendations about the design elements and how to potentially implement them.

After the presentation, Staff and Commissioners discussed the recommended design elements as follows:

- Concepts need to be balanced with how residents use their properties and the public spaces. In Villebois, the idea was to create a nice streetscape by providing garages and parking space in alleyways so cars would not park along the streets. But in reality, the alleyways could not always adequately accommodate residents' vehicles.
- Even though Villebois was a master planned community, it had sidewalks or pathways that crossed streets or were dissected by planting strips, or were otherwise made uninviting to cross.
- Equity and fairness were important aspects of this process because planning decisions would affect the property value of individual property owners. Currently, one proposed open space crossed the majority of two or three different parcels, while adjacent parcels had rows of potential homes. Doing this, set a value for lots with more open space and fewer homes, which was problematic. The City needed to be more considerate about where open space was located and the divisions between different types of neighborhoods.
 - One constant consideration would be how the plan would equitably divide potential property values for existing homeowners to be fair to the homeowners, but also as a way to encourage development to happen quickly. If some people were taking a higher burden with a lower property value while others got a higher property value because of how Frog Pond was planned, the City could invite disputes that would slow progress on development in Frog Pond.
 - Having public parks was a good idea, but their placement should be carefully considered. For example, one proposed park shown on the plat map could be moved across the street to more equitably burden property owners in that area.
 - The City would not be able to consolidate the lots and while the plan must be considered as a whole to create the community, the City must find a way to be fair to a number of different property owners about how to divide the pie.
 - Requiring 25 percent open space could help balance the inequity in the parks since everyone's land would have some open space, but could result in a lot of unusable space.
- Code changes might be necessary to implement fair open space requirements that would not result in dead spaces. Perhaps code changes made for Frog Pond should also be considered citywide.

- Requiring a minimum development area of five or 10 acres at a time would result in more consistency; otherwise nothing would work with such a hodgepodge of development by individual property owners.
- The smallest parcels in Frog Pond were two or three acres and the larger properties were 10 or 20 acres in size.
- The parks proposed in Frog Pond would not be public, but serve the development and be accessed by the residents and the rest of the community could be precluded. The City had a Parks SDC that went into the public parks system, so no option for payment in lieu of open space was currently available.
 - A fee in lieu of option could still be established in Frog Pond; for example, 25 percent would have to be set aside or paid into the neighborhood open space fund, so the neighborhood could design an open space with those fees, rather than having a hodgepodge development.
 - Fees in lieu of open space could lead to higher land prices, which could result in fewer acres, but those smaller spaces could end up functioning better.
 - Other credits for different types of open space could be considered through the development review process, such as those recently adopted by the City of Beaverton.
- Equity and fairness was also a concern when considering the sub-districts, but this was somewhat handled in the prior phase where the lot sizes were based to some degree on the existing property lines. There was still a danger that property values could be affected by where lines were drawn.
 - The map created during Phase 1 of the Frog Pond Area Plan which based lot sizes on existing property lines would be used as a starting point for location and numbers of units.
 - Concerns about equity and fairness were considered when Frog Pond was initially being developed to help prevent economic loss. The City allowed a 50 percent density increases to offset open space requirements and, because the City also wanted to incorporate a lot of natural areas into the open space, property owners with the natural areas could also incorporate that into the open space and get credit for it.
 - Developers would disagree that density increases completely prevent economic loss.
 - Due to the major infrastructure that was needed to develop, neighbors with smaller parcels could collectively work together to get a developer to come in.
 - Certainly there were difficulties related to developing Frog Pond, but some of it would be determined by how the market played out.

Mr. Dills concluded that the Commission wanted to revisit the existing 25 percent open space requirement so the project team would develop other options based on the principles that open space should be useable, public parks should be planned, and the protection of natural resources should be part of the open space system. Operational options might involve providing open space or pay a fee in lieu of.

Chair Greenfield called for public testimony on the Frog Pond Master Plan.

Doris Wehler, 6855 SW Boeckman Rd, Wilsonville, said she had about four acres. She liked the neighborhood concept idea, but did not like the idea of making requirements very specific. She had a list of specific requirements that she opposed, which she would submit to Staff. She believed the Commission would be successful dividing the area into sub-districts for development because developers would not want to develop five acres. She noted she had been working with three land owners adjacent to her property to develop as a group.

- Some of the things she objected to included rules of adjacency, architectural styles and colors. Many developments in Wilsonville were full of houses painted different shades of brown, and she would not like to see this in the Frog Pond area. Not everyone wanted gridded windows, especially if the house was a modern design.
- She supported encouraging passive solar orientation as long as it was not a requirement. The standards were very specific on 10-inch stoops, shutter sizes, and covering windows proportionately. She agreed there should not be any snout houses, but would also prohibit any alleys because they were not successful. She cautioned the Commission about being overly specific because designs could be really good without such specific requirements.

Dorothy Von Egger, 6567 SW Stratford Ct, Wilsonville, said she lived in the Landover development. She was concerned about Frog Pond being compared to Villebois because Villebois was on the other side of the freeway and not in the vicinity of Frog Pond. She suggested comparing Frog Pond to the homes located in the vicinity, like those in Landover Meadows or Arbor Crossing, which offered a feel of the neighborhood.

- She had heard a man speak at a City Council or Planning Commission meeting about how difficult it would be for Wilsonville to sell \$700,000 homes in the Frog Pond area because it was flat land with no lakes or hills. However, a huge new home with an outbuilding was being built on Stratford Rd, so people were spending a lot of money to live on the flat lands in the Frog Pond area.
- The smaller lots did not have adequate yards for children to play. Not everyone would play in the park and the lots did not provide a front yard. Her son, who had testified on Frog Pond in the past, lived in a 5,000 sq ft home in Clackamas that had a backyard so small that it was basically useless. He did not even have room for badminton or anything. Not everyone would fit into the cookie cutter mold of taking their children to the park to play. Large families want to get together for family gatherings and the proposed tiny houses discouraged that.

Dan Grimberg, West Hills Development, Inc., said he was excited about the Frog Pond area, noting West Hills had been an active builder and developer in Wilsonville. The company had also been involved in previous urban growth boundary (UGB) expansion areas, including North Bethany, River Terrace in Tigard, and Bonny Slope in Washington County.

- He was most encouraged by the Commission's willingness to listen to the issues that development brings and how everything should fit together. The Master Plan looked good on paper and Joe Dills did a good job, but making developments work came down the details, so everyone needed to work together and West Hills looked forward to having those conversations.
- Referencing the discussion about how to make usable park spaces work, he explained that in other UGB expansion areas, developments were planned as master communities just like Frog Pond. Other plans designated a sphere of influence to indicate where a park would be appropriate, and then the park district worked out the exact location with the developer, negotiated a purchase price, and everyone in the area paid parks fees that would pay for the park. This prevented one property owner from being burdened with a lesser value for parkland; the land was valued as development land and the owner would be paid fair market value. The fees everyone paid went toward compensating that land owner. Everyone used and would benefit from the park, so everyone should pay for it.
- He concluded that West Hills looked forward to being an active participant in the Frog Pond process.

Chair Greenfield confirmed there were no more public comments.

VIII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, said the Basalt Creek team had been moving forward with the recommendations from the December Joint Council meeting, which the Commission was informed about in January. Staff updated the Agency Review Team, which included local agency partners, in February and discussed transit service, open space, parks, and natural areas, as well as looking at connectivity from a multi-modal perspective and the transportation network in the Transportation Refinement Plan. A lot of progress was made on those parts of the Concept Plan which Staff had not previously worked on too much because they had been so focused on development scenarios and boundary options. Staff would continue to refine the information from the meeting and present it to the public to discuss how land uses intersect with transit services, potential pedestrian connections, etc.

- She encouraged the Commissioners to participate in the public open house on April 28, 2016 and engage with all property owners in the Basalt Creek planning area, including those from Tualatin. All property owners in the planning area receive monthly email updates from the project team and would be notified of the open house. Property owners have attended almost all of the joint City Council.
- Staff will seek input from the property owners about parks, open space, and trails at the open house in April. The area had some difficult connectivity issues particularly related to the Basalt Creek Canyon, which limited

the ability to provide east/west connectivity in that area and limited access to the parkway, which would have a 102-ft wide right-of-way once built out. Staff was working hard to figure out how to best provide service to the employers, employees, businesses, and to the neighborhood north of the area.

- She would provide the materials and an update on the input received from April's open house at the Commission meeting in May.

B. 2015 Annual Housing Report (Bateschell)

Chris Neamtzu, Planning Director, explained that the 2015 Annual Housing Report was not ready, but Staff would present the report at the next Commission meeting.

IX. OTHER BUSINESS

A. 2016 Planning Commission Work Program

Miranda Bateschell, Long-Range Planning Manager, briefly reviewed the Work Program, which included open houses scheduled for the Committee for Citizen Involvement (CCI) with these additional comments:

- She encouraged the Commissioners to take the Transit Master Plan survey and attend the workshop scheduled for March 10, 2016. The Transit Master Plan Update scheduled in April would include an update on public involvement and discussion about the larger master plan update process, the schedule, and how public input would influence route choices, service options, and related policy choices.
- The draft 2015 Annual Housing report would be added to next month's agenda.
- In May, an open house forum would be held on the Frog Pond Master Plan before the Planning Commission meeting, which would start a bit later. Another open house would be held on Frog Pond, likely in July.
- A Town Center open house would likely be scheduled once the consultants had been hired. She clarified that Staff was still drafting the Request for Proposals (RFP) for Town Center. An intergovernmental agreement (IGA) needed to be approved by City Council before the City Manager could sign it. The IGA would be presented to City Council on March 21, 2016 and once signed and executed by Metro, Staff could move forward with the RFP, which would likely be in April.
 - There had been a lot of interest in Town Center but she wanted to allow three or four weeks for prospective firms to prepare good proposals. The review, interview, and selection process would take about month. She anticipated a consultant would be hired about mid-summer, which was later than anticipated but would still work with the City's timeline. She noted public input could still be launched this summer, adding Staff did not want to have a lot of work formulated before getting public input.

X. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:22 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for
Tami Bergeron, Administrative Assistant - Planning