

**PLANNING COMMISSION  
WEDNESDAY, DECEMBER 10, 2014  
6:00 P.M.**

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

**Approved  
January 14, 2015**

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**Minutes**

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**I. CALL TO ORDER - ROLL CALL**

Chair Altman called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Peter Hurley, Al Levit, Jerry Greenfield, and City Councilor Susie Stevens. Marta McGuire and Phyllis Millan were absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, Daniel Pauly, Mike Ward

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

**III. INTRODUCTION OF NEW LONG-RANGE PLANNING MANAGER, MIRANDA BATESCHELL**

Long-Range Planning Manager, Miranda Bateschell was unable to attend due to an out of town emergency.

**IV. CITIZEN'S INPUT** - This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

**Jan Johnson** stated that she has lived on Landover Dr for one year. She previously lived in West Linn for 33 years where she retired from being a realtor. She and her husband both loved Wilsonville, so they decided to move to Wilsonville when they scaled down. She had nothing against development or homes, but she was very disappointed when she discovered more apartments were proposed for Frog Pond. When she was in real estate, Wilsonville was known to have more apartments than West Linn and Lake Oswego; she could think of about four off the top of her head located on Wilsonville Rd.

- She was also upset that businesses were proposed in the Frog Pond area, which was a beautiful area. She and her husband chose to live in Wilsonville because people were so friendly, and the downtown was charming and gave a very charming appeal to the city. She believed developing businesses beyond the downtown would take business from the downtown, which was already hurting. There were many empty buildings that needed to be taken care of and filled because most residents enjoyed the downtown atmosphere.
- She asked that the Commission consider not building so many new apartments and businesses, and instead take care of what already existed in an effort to keep the city as charming as it already was. She hoped the Commission would take that into consideration because Wilsonville needed nice homes; something in which people could enjoy the area while also maintaining the city's charm that brought her to Wilsonville.

**Rhoda Wolff** said she has lived on Wagner St in Landover since 1997. As a runner, she was drawn to Wilsonville, and especially the beauty of the rural areas right around her on SW

Advance Rd and Boeckman Rd. She was very concerned about the development and agreed with Ms. Johnson's comments that many apartments already existed on Wilsonville Rd and added that recently, a lot of apartment development had taken place in Wilsonville. It seemed like Wilsonville was becoming unbalanced with the number of apartments and homes.

- She had noticed traffic on Wilsonville Rd seemed to be a lot worse in the past six months, as she worked in Lake Oswego and needed to add about 10 to 15 minutes of time to her commute.
- She was very opposed to adding retail in the Frog Pond area and believed utilizing the many existing vacant buildings would help support the downtown, while also creating the sense of a downtown, which was very important for the future of Wilsonville when considering the younger population; to have a city center instead of a sprawl.

**Fran Hitt** stated she was new to Wilsonville and had just moved to Oregon last July to be close to her family. She really enjoyed Wilsonville and was attracted by the rural nature of the city, in addition to a nice downtown. She did not want to see commercial buildings developed in the Frog Pond area because she believed the downtown needed support. She also noted many apartments already existed and more were being built on the west side. She agreed with previous comments made by Ms. Johnson and Ms. Wolff.

**Lori Loen**, who lives on Wagner St in Wilsonville, noted when she planned to testify she did not realize that her letter to Council and the Mayor was included at the back of the meeting packet (Page 81 of 83). She agreed with the previous comments, adding she believed the character and natural feel that attracted most residents to purchase in Wilsonville and Frog Pond would be lost.

- The plan was obviously maximizing the land and she understood high density was needed to pay for infrastructure. She also understood and assumed that building apartments and retail helped justify bringing that land into the Urban Growth Boundary (UGB) to Metro. She was not sure if that was a great idea and she was very opposed to it.
- She believed if some thoughtful time were taken to review the plan, something could be done to build on the natural scape of the land. For example, putting open space along the sides of the roads instead of putting a park in the middle of Frog Pond, or planting hazelnut trees. The Frog Pond plan should be made productive in a way to make Wilsonville a truly green city, utilizing what was already naturally available instead of taking what was available and putting blocks on it. She did not want to live in Beaverton, Hillsboro, Tigard, or Villebois; if she wanted to, it was only 50 percent built out, so she could move there.
- She wanted the city's leaders to take the natural assets of the available land seriously and implored them to rethink the plan. The City only had one chance to develop the 500 acres and she believed a mistake was being made.

Chair Altman noted a work session for the Frog Pond Planning Area was scheduled for later in the meeting and while the public was welcome to stay, they were not obligated to do so. He noted that the Frog Pond plan was an ongoing process, and was still in rough draft form, so this was a good time for public input and many more opportunities for input were coming up.

## **V. CITY COUNCIL LIAISON REPORT**

Councilor Stevens reported that at its last meeting, City Council:

- City Staff updated the Council during the work session on the Basalt Creek Concept Plan, which was only in the beginning stages of what would be a long process.
  - She noted that the following evening, a Joint Council meeting with the Tualatin City Council was held in which a more robust presentation of the Basalt Creek Concept Plan took place and many questions were addressed by the consultant and Staff.

- In an effort to determine who would be responsible for paying for infrastructure, a discussion was held regarding whether the temporary boundary made by Staff would change and, if so, where it should be located. Some of the discussion seemed like a cart before the horse scenario, but the conversation was ongoing and another Joint Council meeting with Tualatin was scheduled to take place in February.
- Unanimously approved the Feasibility Study for the French Prairie Pedestrian and Emergency Bridge, and engineering and survey work would hopefully get underway fairly soon.
- Adopted several housekeeping Code amendments, including some related to Stormwater.
- Approved purchasing new play equipment at Murase Park to make the equipment safer and, she believed, much more palatable for the children who played there and the families who used the facility. Having Parks and Recreation Director Stan Sherer on board was good for the community because he came with some good ideas, background and information about that kind of equipment.
- A joint City Council meeting was scheduled with the West Linn/Wilsonville School District for Monday, December 15, during the work session following some regular business. A joint meeting was done last year and she believed people really felt good because the schools were such an integral part of the city, so having that dialogue with the school board and the superintendent was really helpful to Council in terms of what the District saw as priorities, what the City could help with, and how they could partner together.
- Also on the agenda was a briefing on the Recreation and Aquatic Center Task Force information by Parks Director Stan Sherer. Council would find out what that task force was bringing forth as an idea and concept to the Council. She was excited about the briefing and looked forward to hearing the information.
- She thanked Chair Altman for his service to the City over the years, in so many areas and ways.

## VI. CONSIDERATION OF THE MINUTES

A. Consideration of the October 8, 2014 Planning Commission minutes  
 The October 8, 2014 Planning Commission minutes were approved 4 to 0 to 1 as presented with Peter Hurley abstaining.

## VII. PUBLIC HEARING

- A. **Waste Water Collection System Master Plan Update** (Kraushaar/Ward)  
 The Waste Water Collection System Master Plan is a City-wide plan that guides waste water collection policies and project schedule.  
 Planning Commission decisions are in the form of a recommendation to City Council.

The public hearing was opened at 6:20 pm. Chair Altman read the conduct of hearing format into the record and called for the Staff report.

**Chris Neamtzu, Planning Director** , noted the applicable approval criteria, which respond to statewide planning goals, Oregon Revised Statutes, and Comprehensive Plan citations, were included in the Staff Report. He introduced the project team, noting Associate Planner Daniel Pauly and Civil Engineer Mike Ward, the Project Manager, had prepared the findings. He noted there had been a bit of a challenge obtaining citizen input on the project, and he hoped the citizens in attendance would share some of their thoughts about the plan.

- While the Commission had seen the presentation before, it was being presented again because it was important to get all of the information on the record. For anyone who might be

new and watching from home, or for those who had not yet heard the presentation and were not familiar with the topic, the project team would go through the slides one more time. He appreciated the Commission's patience and indulgence.

**Mike Ward, City Civil Engineer** , introduced Michael Carr and Shad Roundy, consultants with Murray, Smith & Associates, who would brief the Commission on the work that had been done.

**Shad Roundy, Murray, Smith & Associates** , presented the Waste Water Collection System Master Plan via PowerPoint with these key additional comments:

- He described the purposes for the Master Plan, which included identifying potential deficiencies in the system, based on existing and future conditions, as well as identifying system improvements and their costs, so the City could budget making those improvements over a 20-year period.
  - The Master Plan itself was also a tool to inform the public, City leaders, Staff, and customers about the City's plans for the collection system and facilitated a logical decision process in implementing each of the improvements.
- The Study Area included areas within the existing urban growth boundary (UGB) that would develop as well as a potential expansion of the UGB to some urban reserves identified by Metro.
- The existing collection system included all of the piping and pump stations that convey wastewater to the treatment plant, but not the treatment facility itself. The map on Slide 4 showed the various basins where the flow was collected; the major piping system, called interceptors or trunk lines; some smaller piping; and the pump stations, which collect flow from a low elevation and convey it to a higher elevation.
- Various components of flow that impacted the collection system were defined as follows:
  - Dry Weather Flow (DWF): A base flow of wastewater collected from residents as well as commercial and industrial businesses.
  - Groundwater Infiltration (GWI): As the groundwater table rose, groundwater could infiltrate into the piping and contribute to the flow in the pipe.
  - Wet Weather Flow (WWF): Although the collection system was not intended to take in a lot of rainwater, it would receive some contribution from rainfall because of cracks and defects in the piping, so some contribution from a precipitation event had to be accounted for.
- A number of things were done to determine flow in the existing system and plan for the future system including flow monitoring which looked at existing contributions from customers as well as what occurred during a rain event. To determine future flows, a range of planning densities and land uses within the areas that had not developed were used to produce three scenarios that considered varied densities and the difference in the potential improvements required for the range of future growth density.
  - The table on Slide 6 described the range of the existing densities and the future flows based on different land use classifications.
- Capacity and condition evaluation criteria used to determine what deficiencies exist (Slide 7).
  - A capacity deficiency occurs when the flow exceeds the capacity of the pipeline and a surcharge condition is created where the water rises up in the manholes and a risk of overflow exists.
    - The top left profile showed a pipe with adequate capacity, where all of the water was contained within the pipe itself. The lower profile showed a pipe that did not have enough capacity, so as one went further upstream in the pipe, sewage could be seen in the manhole and rising close to the surface elevation with a potential for overflow. The City wanted to avoid such conditions and ensure the pipe was sized large enough to convey all of the flow within the pipe itself.

- Two generic examples illustrating the condition evaluation were displayed on the right side of Slide 7. The top example showed cracks in the pipe itself, which meant water inflow was coming in, either from groundwater or rainwater. The bottom pipe showed root intrusion, as oftentimes roots come through the pipe and effectively block the flow causing potential upstream problems and overflows.
- Identifying the Existing System Capacity involved evaluating the depth of water in the pipeline and the legend on Slide 8 indicated that anything in green was less than 60 percent full. Under existing conditions, the collection system looked very good with no capacity issues to serve existing customers.
- Identifying Future System Capacity included growth within the UGB and the potential for UGB growth expansion. With that additional sanitary flow from future customers, the pipelines shown in red (Slide 9) would begin flowing full or exceeding their capacity and, therefore, some form of improvements would be needed. A few pump stations, also highlighted in red, would also require improvement.
- Improvement Types. Existing system upgrades and condition based improvements were considered for enlarging or replacing existing pipelines to serve more people. New infrastructure was also considered for areas not currently served, as new pipes or pump stations would be required to serve those areas.
- Prioritization Category. The improvements were prioritized by considering what was driving the improvement such as growth, condition, growth within the UGB, or expansion of the UGB. Based on those drivers, some priorities and timing, occurring in five-year increments, for the various improvements were developed.
- CIP Existing Upgrades UGB Only. Slide 12 showed the improvements required to serve growth within the UGB. The improvements were primarily located along the Coffee Creek interceptor and would serve development in the northern part of the city. The Memorial Park pump station was another key improvement that would be required for additional development in the Frog Pond area and infill growth on the east side.
  - These improvements were funded by a combination of system development charges (SDCs), so developers were paying to develop and contributing to the system, as well as rates based on existing customer flows for the pipe segments.
- When considering expansion of the UGB, more substantial improvements would be needed. Improvements shown in red on Slide 13 would be a higher priority because they were meant to serve future customers in the UGB versus those shown in green, which were meant to serve future customers in expansion areas. Those additional improvements were located along the Parkway Interceptor, which would serve areas to the north, and the Boeckman Interceptor, which would serve areas in the northeast, as well as the Advance Rd urban reserve, in addition to customers in Frog Pond. A few additional improvements would be made to pump stations, including the Canyon Creek Pump Station.
- CIP - Condition Based. The City had two programs for condition based improvements, which were identified through closed-circuit television, where a television camera was sent into a pipeline to actually inspect for defects. The Charbonneau area had already been analyzed by the City and had been included in the Capital Improvement Program and Master Plan. This improvement program included various projects slated over a 20-year period.
  - The other program, covering the rest of the city, was for repair and replacement, primarily of concrete piping where condition issues had been identified through the TV inspection.
  - Condition based improvements would be funded through rates.
  - When pump stations exceed their useful life, they need to be replaced and so they were also lumped into the condition based improvements.
- CIP - New Infrastructure for Future Development. A number of new basins were identified and while some of the areas already had concept plans, such as Frog Pond, others did not. Specific improvements from those concept plans were highlighted, as well as placeholder

improvements in areas that had not yet been planned. These new infrastructure improvements were developer funded, either through direct contributions or SDCs.

- The cost summary consisted of the various components, such as existing system upgrades, condition based improvements and new infrastructure.
  - Growth within the UGB, which was partially funded by SDCs and partially funded by rates, cost approximately \$10 million over the 20-year horizon. Costs outside of the UGB would be another \$19 million over that period.
  - The condition based improvements cost \$15.7 million over the 20-year period.
  - The Master Plan broke all the costs out a little more specifically by timeframes: zero to five years, five to ten, and then, ten to 20 years, which was also depicted in the final slide-

Commissioner Levit:

- Noted the maps for both the Waste Water Collection System Master Plan and Basalt Creek were included in the meeting packet, but it did not appear that the Master Plan included all of Basalt Creek.
  - Mr. Ward confirmed it did not, and explained the Master Plan predominantly covered the same amount of area covered in the Water Master Plan as well as a bit more on the east side along I-5, where gravity flowed in Wilsonville's direction as a conservative approach. The City knew Tualatin would want some of that land, but regardless of what happened, Staff wanted to be confident that the City could service an appropriate area, so that was what they considered, more or less. He added it was an average, and the City would want to refine the model as soon as Basalt Creek had defined areas.
- Asked if the numbers on Slide 15 indicated a rough guess of when they would be developed sequentially.
  - Mr. Roundy replied not necessarily. Other than Frog Pond and Coffee Creek, he was not sure a complete understanding existed of when the areas would develop.
  - Mr. Ward agreed, adding they were included more for readability.
- Commended the consultants on a great report.
  - Mr. Ward agreed, adding the report was very readable, followed one step to the next logically, and made it very easy to understand what was needed and how they got there.

Chair Altman called for public testimony on the Waste Water Collection System Master Plan. Seeing none, he closed the public hearing at 6:42 pm and called for Commissioner comments. There were none.

**Jerry Greenfield moved to adopt Resolution LP14-0002 recommending that the City Council adopt an Update to the Waste Water Collection System Master Plan. Peter Hurley seconded the motion, which passed unanimously.**

## VIII. WORK SESSIONS

### A. Frog Pond Area Plan Update (Neamtzu)

**Chris Neamtzu, Planning Director** , presented an overview of the updated Frog Pond Area Plan materials reviewed by the Frog Pond Technical Advisory Committee (TAC) and Task Force last week and included in the Commission's meeting packet. He noted the presentation was to prepare the Commission for its joint work session with City Council on January 22, 2015. The Area Plan was still in its very early phases with adoption process anticipated for late spring. His key comments and responses to questions from the Commission included:

- In response to citizens' input, Table 2 on Page 8 of 83 of the meeting packet reflected the residential capacity and estimated density statistics for the draft Preferred Alternative, which

- he reviewed, noting that 1552 single-family (SF) dwelling units were identified for the entire Frog Pond Area; approximately 73 percent of the total unit count of all three neighborhoods.
- He noted that multi-family housing had many different forms, it was not always an apartment configuration, but could include a senior housing project, condominiums, or apartments.
  - He reviewed the components of the four land use alternatives previously presented and about which the City received a lot of comment at the open house and a lot of participation in the online forum. All those comments were included in the packet and would be used to build the citizen involvement record, which would ultimately become a separate document. After sorting through all that information, the consultants developed the Draft Preferred Alternative being presented.
  - Displaying the Land Use Framework Map (Page 15 of 83), he noted the land use categories now included small, medium and large SF lots, as well as multi-family and attached SF, which would be a row house or townhouse product.
    - Feedback from the Task Force last week included wrapping Small Lot SF completely around the school.
    - The one area of continuing concern and with the least consensus was having retail at the four corners.
      - The City did not have a proven track record of local retail, so he believed appropriately sizing the retail in the Frog Pond Area would be the key to its success, as well as its location on the street and the access it had.
      - Residents in the Landover neighborhood did not care to have the retail at the four corners. He believed their preference was at the Grange location, or having none at all.
      - He requested the Commission's feedback about retail use in Frog Pond, noting the issue would be discussed at the joint work session with Council. Retail was one of the driving forces that would determine how land use was distributed in Frog Pond.
    - The light purple color was an Institutional/Civic land use that was created and added to the Grange and church sites in light of discussion regarding the potential of the Grange site to have an adaptive reuse similar to the Old Church at the McMenamins' site. The Grange could have a community center or something related to arts and theatre, an environmental learning center or a component supportive of the open space activities that occur under the BPA power line. Compatible ancillary uses, such as a daycare or small retail, could be added to the grange site.
    - The local connection arrows indicated points of connection through the development blocks, not cul-de-sacs. In prior discussions about the grid network, concern was expressed about having long, straight streets through the site, which would impact traffic speeds and aesthetics. A couple framework streets had been removed from prior iterations, which resulted in larger development blocks, and the connection points provided developers more flexibility to be creative within the development blocks.
      - The arrows' placement was conceptual as minimum spacing requirements were not represented and more connections might ultimately exist. The intent was to reflect the grid network and connectivity expected.
  - Transportation Framework (Page 16). At the TAC meeting, the fire district discussed their dislike for roundabouts and traffic calming measures on main streets. More internal or local roundabouts were acceptable where options existed to avoid roundabouts by following local streets to reach a call. Frog Pond would be serviced from the Elligsen Rd station.
    - Discussion also regarded whether 60<sup>th</sup> Ave, south of Advance Rd, should be classified as a collector, since it essentially dead-ended, with suggestions that it be scaled appropriately for the anticipated traffic and surrounding land uses.
  - Bicycle/Pedestrian Framework. Nancy Kraushaar recommended moving the grade-separated crossing on Advance Rd to the eastern boundary of the potential park site, which would allow

for easier ADA accessibility, due to the grades involved, and provide more accessibility for those using the park or school sites, rather than at the actual intersection as shown.

Discussion and feedback from the Planning Commission was as follows:

- The new location for the grade-separated crossing had better topography for that type of crossing and would better serve the neighborhood and sporting events at the park and school.
- Concern was expressed about planning Frog Pond as if the northeast corner was already in the urban growth boundary (UGB). That area would not be added for at least five to ten years.
  - Mr. Neamtzu explained the City planned to ask Metro to add the land to the UGB, which would be decided end of 2015 and after many policy considerations were considered. The next ask would be another six years out, in 2021.
  - Planning seemed to be building a compelling case to add the land, but how could the school and park exist and Safe Routes to School be identified during the build out of the West Neighborhood without access to that northeast corner and across Advance Rd. Access to that quadrant was very important.
- With regard to the comments received from Lori Loen about privacy and the pathway along the school property adjacent to the Landover neighborhood, Mr. Neamtzu noted that the trees were fairly thick and the ravine was steep toward the southern end. The trees were thinner at the northern end. The school district discussed planting trees to screen and buffer exiting homes. In response to Ms. Loen's comment, Staff moved the trail, but it could be moved from the current conceptual location. The trail's new location (Page 17 of 83) would be better if the park and grade-separated crossing were constructed in the new location discussed earlier.
  - Schools typically have 6-ft wide, asphalt pathways surrounding the perimeter of their sites that are used for recreation, connectivity, running events, etc. The City's Bicycle and Pedestrian Master Plan included a school-to-school concept such that some off street connection would come across Meridian Creek with a bridge and connect across the site and into the school.
- More connections to the road system from the looping trail created by the Boeckman Creek and BPA Easement Trails were suggested since the trail would be close to the street grid. Having more access points between the roadway and trail would address safety issues by eliminating long, isolated sections of trail and provide access without traveling blocks through the neighborhood.
- The school district was focused on doing Safe Routes to School well, so Staff was doing their best to make it work. He described some of the measures used in Villebois, and some of the challenges faced when building new schools in new areas due to the phasing of surrounding development. The City's civil engineers were very responsive and were working with the Planning Staff on such programs.
  - Mr. Neamtzu was not sure where would the school zones would be on Advance Rd, but would ask Scott Mansur of DKS & Associates. He believed the City had some flexibility in determining school zones and could consider the surrounding neighborhoods and use signage and different programs.
  - If the northeast corner did not come into the UGB, what would the implications be to Safe Routes to School at the Wilsonville Rd/Advance Rd intersection and along Advance Rd?
    - In near term, the routes from the Landover and Meadows neighborhoods would be Wilsonville Rd to Advance Rd and around on 60<sup>th</sup> Ave. In the preliminary site planning for the school and park sites, a major access road was included here to help alleviate traffic congestion. Different building configurations were also considered. Improvements would likely be needed along Advance Rd and 60<sup>th</sup> Ave, including new sidewalks from the existing terminated sidewalk at Wilsonville Rd, along Advance Rd to the east, and down 60<sup>th</sup> Ave to the school building, which would have one major vehicular access.



- Shortcuts were a potential; however, the City would see where pathways and shortcuts naturally occur, as in campus planning. In some existing neighborhoods, students have cut through side yards between homes for years, which was very informal and up to the property owner's discretion. Cut-through pathways were built in Landover, which included a mid-block crossing. Wilsonville Meadows' pedestrian circulation was more circuitous given the access to Willow Creek, which would likely be part of a major walking route.
- Prior to Frog Pond planning, the principal at Boeckman Creek Primary School was hoping for the bridge connection to allow school students access to the high school for classes.
  - A wider sidewalk was planned at south entrance of Boeckman Creek, so the kids from Wilsonville Meadows could walk through Boeckman Creek school property, cross over a bridge to reach the new middle school when it is built.
- Mr. Neamtzu noted that a property owner, who owns all the property south of the study area as well as property down toward the river, is open to working with the City to have more direct connections, though that area was more remote and forested. A more detailed study was needed of the available options. The ravine got wider heading south.
- The new Institutional/Civic Nodes were depicted on Pages 18 and 19 of 83 in the packet. Community gardens, interpretation centers, or uses similar to the farm-to-school program could be operated within the BPA easement at the Grange site.
  - Including an art center, as proposed in the concept plan presented by Theonie Gilmore, was a possibility as the Grange was already used for theatre-type activities. The Grange provided only a small space, so building something complementary, such as an open air stage, could work. Mr. Neamtzu suspected the facilities would be smaller than Ms. Gilmore preferred due to constraints of the power lines; however, parking and other paved surfaces could be located there.
- Packets would be provided in time for the Commission to review prior to the joint work session with City Council with any additional changes highlighted in order to track revisions moving forward.
- It seemed like multi-family was taking more real estate than in previous alternatives.
  - Mr. Neamtzu agreed to tabulate and do comparisons across the scenarios to compare the multi-family numbers in the Draft Preferred Alternative to the multi-family proposed in Options A and B.
  - The Commission keeps hearing that Wilsonville has enough multi-family, which was understood to mean apartments or multi-unit type buildings, not attached homes. Metro's definition included attached homes, so a variety of housing types should be provided, but having additional apartments this far from the city center might not make sense. Multi-family in Frog Pond was envisioned as row homes rather than multi-unit type buildings.
    - Mr. Neamtzu explained the Attached Single-Family (SF) was a new category of townhomes/row homes shown in lighter brown that was lumped into multi-family. The multi-family shown in dark brown on map was 284 units at a density of 25 units per acre. The lighter brown had 283 units, and both categories comprised 40% of the East Neighborhood.
  - Taking up that much real estate for multi-family complexes was a concern. Perhaps the solution was less or no multi-family apartment-type dwellings and more attached homes. Surrounding commercial use with a row home type product was a probably a good idea and something developers could support.
  - The market study identified the need to plan for older populations. Senior housing would be a multi-story building that would be considered multi-family housing. The question seemed to be how to choose or lean toward one type of multi-family housing or get an urban form that was one over another.

- For the sake of presentation, the terminology should be made clearer. Differentiating the light and dark brown multi-family types was good, but people did not understand the complexities of multi-family, thinking it was apartments, which was not the case here.
- No suggestions had been made or concerns expressed about lacking space for improvements at the Stafford/Advance Rd intersection or that private property would be need to be taken.
  - Right-of-way existed on the south side of Boeckman Rd that was not being utilized and the County had required dedications on the intersection's northwest corner, which could be seen on the Land Use Framework Map on Page 15 of 83. Needed right-of-way would be obtained to the northeast of the intersection, and right-of-way should exist beyond the fences between the existing two-lane road and the northern most homes in Landover. While some constraints exist, some preliminary design had been done for signaling the Stafford/Advance Rd intersection when the Arbor Crossing Subdivision was developed.
  - Some of the previous concerns about space had been alleviated because no undercrossing would be constructed there. Typical sidewalk and bike lane improvements would still be constructed.
- BPA was represented on the TAC and their comments were driven primarily by the location of their towers, and the hang or sag of the lines. Spacing requirements exist from the bases of the towers and problems arise with structures of any height, like the tall metal poles required for full signalized intersections.
  - The BPA has teams of people, including electrical engineers, who review uses under and within their easements all the time.
  - Different things at various heights are allowed under the power lines, depending on the vertical spacing and difference from the actual line. The middle of the wire sag would be more constrained than areas closer to the poles. The poles are far apart in the Frog Pond Area so the lines have a fair amount of sag, and the hotter the lines get, the lower they sag.
  - Parking and short light poles were allowed under power lines, as well as generic sports fields, like the one at Morey's Landing. Options existed for raising the lines, which was being done in Hillsboro.
  - Paved surfaces provided BPA with better access, so parking areas and the regional trail was welcomed, as BPA might help build it to support their machinery, so benefits exist with the power line easements.
- A cost benefit analysis should be done for the isolated areas northeast of the BPA Corridor given the expense of providing City services, which would be required at this point in time. Shadow platting or having larger lots with rural development, including wells and septic systems, had also been suggested, which would require changing City regulations.
  - Staff definitely had differing opinions about the appropriateness of housing in that isolated area, and debated internally whether the area should even be in the Area Plan.
  - No color was shown in the area between the easement and ravine in the northeast portion of the Frog Pond Area because it was hard to justify the cost of the infrastructure required to serve the handful of units that would be built there.
  - Kahle Road was a public right-of-way that would provide access to the area, which was a beautiful, enveloped environment and relatively flat so it would be a good place to do big lots.
    - One property owner envisioned drilling a well and having a septic system to live there long term and had enough property to do it. That could be the destiny for the area for a long time.
  - Mr. Neamtzu argued planning this area as part of the 20-Year Look; it was a complete area and he did not want to leave land out of the equation at this time. The market would determine if it was feasible, but the City should plan for it.
  - The area did figure into the density calculation for Metro's purposes.

- Commissioner Greenfield reiterated his concerns about back loading density in the East Neighborhood while building up the other two areas with less density and promising to meet Metro's goals using the East Neighborhood.
  - Mr. Neamtzu clarified the Metro did not have any hold or say in how Wilsonville developed the West Neighborhood, as it was already in the UGB and no conditions existed regarding its density. In the context of the UGB nomination next spring, he imagined all of it being brought forward as a plan because it was being done all together.
  - Metro would be looking at the East and South Neighborhoods because that was what would be included in the UGB request, so that would be Metro's primary concern; and if it did not make the grade, it simply would not be added. If the Area Plan did not exhibit all the important principles, such as appropriate land use planning, an efficient use of land, housing diversity, affordable housing, place making, etc. the areas would not be added to the UGB.
  - The Metro representative had suggested that being around 10 net density would probably put the City in a relatively strong position to make a solid request. Mr. Neamtzu believed that applied to the East and South Neighborhoods without regard to how the West Neighborhood was developed.
    - Currently, the East Neighborhood alone was 11.8 net density and the South Neighborhood was 8.3. Both neighborhoods combined were 10.4 net density (Table 2, Page 8 of 83), so some room existed to potentially do some other things.
    - All unbuildable land, including schools, environmental constraints, power lines, and unbuildable areas, had been removed for purpose of calculating density.
- When was the latest the City had to make a decision about the commercial development and high density in the northeast corner?
  - Mr. Neamtzu did not believe any drastic sweeping changes should be made after February when a major open house was to be held, so a decision regarding the retail location was needed soon, even if development might not occur for 10 years.
  - Not having the land added to the UGB would jeopardize the entire Frog Pond Area Plan because the City would have to wait six years for the next request and the Plan did not have a long shelf life. By that time, there would be new commissioners and councilors, new ideas around land uses, etc. so he believed the City would be redoing the plan to some extent.
    - One of the concerns was spending the money for concept planning and going into an uncertain process with no guarantees and risk wasting the money.
- No housing was assumed in the commercial portion of Frog Pond. The commercial use was all single-level product, not mixed-use with housing. If mixed-use were envisioned, a new typology could be built with three to four-story residential over single-story retail and the units could be programmed. The site studies for this configuration were all single-story commercial with no housing.
- The market study suggested having about 58,000 to 60,000 sq ft of retail to be successful, so the commercial areas in all four proposed alternatives were in that range.
  - Since the 60,000 sq ft included parking, some land could be regained, or less land would be needed, at the Grange site because the BPA easement could be used for parking.

Comments from the Planning Commission continued as follows:

Chair Altman:

- Having the retail at the corner of Stafford/Advance Rd was the logical place according to retail location criteria, but not from a neighborhood standpoint and clearly this was more neighborhood commercial than a major retail focus, so there was room to downgrade at the main intersection. Even the Grange location had a significant intersection, but it was an arterial/collector crossing rather than two arterials.

- He leaned toward the commercial location being afloat and not located. The potential for retail would exist if the market demanded it, and criteria would be provided about how it would occur in terms of the mix around it, etc.
- In this Area Plan, the higher density (dark brown) relies on that commercial corner to drive it at that location. With the commercial removed, there could be more of the Attached SF.
- He was not totally opposed to the higher density, but fully recognized the current sensitivity to it and that there had always been sensitivity to higher density, which occurs over time. Today's density was a snapshot in time considering what has happened in Wilsonville over the last five years, and looking out another 30 to 40 years, it was another snapshot of what would make sense at that time.
- What related to the Metro concern was them upping the ante for densities at the edge, and the original plan never anticipated that kind of layout, so that's a challenge.
- He still believed opportunity existed for the City to push back a bit with Metro. The housing report clearly demonstrated that Wilsonville, historically, has outperformed, in terms of density, all other communities in the Metro District. Why should the City have to go out of its way to meet the new rules when Wilsonville was already ahead of the game?
  - Metro's big concern was they did not want to keep expanding the UGB just to accommodate growth, but Wilsonville could clearly demonstrate that even with an 8 unit per acre average, Wilsonville had already met and was exceeding Metro's growth requirements.
  - He supported having lighter densities and pushing Metro to go there because Wilsonville had the history to support that.
- He liked idea of allowing some large lot, rural or suburban-type lotting in the northeast quadrant on Kahle Rd. Though considered an urban context, typically, the requirement for connecting to public services was if one was within 300 ft of the line, and if the City never ran a line within 300 ft of that area, it was pushing that envelope.
  - Shadow platting could be used to provide for future density. At some point, the boundary was likely to go north of Kahle Rd, and then it made more sense to develop that area at a higher density. He noted the Boeckman Creek ranchettes were two-acre rural lots, and now the site was Renaissance Canyon Creek at an urban density.
  - Rural lots functioned well for 20+ years, so they should be planned into this Area Plan to meet the short-term desire for a lower density option that Wilsonville was running out of.
  - The problem with the whole regional thing was that Oregon has been divided into urban and rural, and then the rural has really been minimized and the urban emphasized, which did not give people too many choices. People looking for a two-acre lot had to go to Silverton or Estacada, which was not good planning either. Such options should be available in close to the city and accounted for in a longer term plan.

Commissioner Levit:

- The two areas adjacent to Kahle Road looked too isolated and nothing about them brought them into the community.
- The commercial was a tough decision. It seemed the location shown at Stafford/Advance Rd was a logical place, but considering all the land to the north, if Wilsonville continued to grow to 54,000 people, that would be brought in so the better place for commercial might be at the Grange site, which would be more central to future development as well. He asked if there were studies to gain some understanding about how far apart small commercial areas must be to be viable.
  - Mr. Neamtzu replied three general benchmarks were used to determine if enough synergy existed to make a retail location work: The number of people in a quarter mile walking radius, the number of rooftops within one mile and the number of cars driving by on the arterials fronting the commercial.

- The Grange site would be more isolated and not have the competition. A mile radius from the Stafford/Advance Rd location was halfway downtown, so those businesses would compete with commercial in Frog Pond.
  - Mr. Neamtzu noted one driver of the Stafford/Advance Rd location was all the existing nearby lots and the number of residents who could walk to that location versus the Grange site.
- The number of existing nearby residents was why he was conflicted. Retail made more sense at the Stafford/Advance Rd location, but it had to be very tastefully done to blend in. Trying to satisfy everyone's comments was a no win situation. It would be interesting to see what actually comes out of the Area Plan.
- He confirmed SMART would hit the commercial area in Frog Pond primarily, but then also come back through the neighborhood.
  - Mr. Neamtzu indicated how SMART would loop through Frog Pond and return to Wilsonville Rd so that most all the homes in the West and East Neighborhoods were within the walking radius of a transit route. The route benefitted SMART as well after the loss of its turnaround at the Boulder Creek parking lot. SMART was asked to leave that site due to the damage being done to the parking lot.
    - He agreed a better system was needed for adjusting routes, as complaints could cause changes that eliminated service in some areas.
- He was glad to hear SMART would go through the neighborhood. Typically, if no people were living in apartments, there was no reason for having SMART access, but that fit the cultural stereotype of letting people living in lower density areas like the West Neighborhood be happy suburbanites, rather than part of the city.

Commissioner Greenfield was concerned about not being able to get a commercial developer for that corner and having vacancies, similar to the problems experienced in Villebois or on west Wilsonville Rd. If the plan was to ease into the development of a commercial area over a longer time frame, the Grange area seemed like a better place to do that. Residential or commercial development could be postponed in that area until a clear demand for it existed and the other area could develop residentially.

Commissioner Postma added he had heard lots of discussion that retail would be needed in 10 to 20 years, and yet the Stafford/Advance Rd area would build out sooner. He believed that development would radiate from that corner and agreed the retail location would end up vacant, making the marketability of some farther lots in the East Neighborhood much less palatable due to the empty chunk of land. He doubted anyone would build the multi-family without the commercial development at least starting on the corner.

- Serious thought should be given to moving the commercial to the Grange area, because such a big retail footprint was not needed given the use of the BPA easement for parking and the City could gain back a bit of land to use for homes.
  - Second, the next UGB request was six years away. If the retail was not needed for 10 to 20 years, then there would be more UGB requests before then, and the City could be developing north of the West Neighborhood by that time. Perhaps having the commercial in the next UGB area was more appropriate than in Frog Pond.
- Looking at the longer horizon and the entire piece along Stafford Rd being developed, it seemed the commercial should be north of the intersection, because currently, it was awfully close to Town Center. Areas farther north would not be close to grocery outlets and Target and Costco would be awkward to access from their location.
- Typically, one would want commercial at the corners, but it did not make logical sense here, so he was not a fan of having retail at the Stafford/Advance Rd intersection.

Commissioner Levit said he had heard that commercial in Villebois had not developed because renting it was not a high priority by the owner.

Commissioner Hurley responded that was not the case. He described how about 18 months ago; a business person interested in renting had talked to the dentist who moved from Sherwood who said he had no clients from Villebois after spending thousands of dollars to market his dental practice to Villebois residents. All his clients still drive from Sherwood. The interested party found space right off I-5 due to the nature of his clientele. The developer had told him no businesses wanted to come to Villebois because it was too far removed. In today's age, if a dentist was not attracting local clientele, then they were probably driving to other things as well.

Chair Altman added that Villebois had no main intersection even close by, so it was a hard sell as far as a retail location. Much like Charbonneau, the commercial was in the middle, where no one could find it, which never worked well. Neighborhood commercial was a slippery slope.

- He liked the addition of the Institutional/Civic category; perhaps it could be an Institutional/Commercial option and completely remove the Commercial, currently shown in red, then Commercial could be considered in a future round. There was some logic to having commercial north of Kahle Rd or up toward Elligsen Rd.

Commissioner Hurley:

- He reviewed the Common Themes from the Online Open House listed on Page 64 of 83, emphasizing no more apartments and no retail in Frog Pond. Therefore, putting retail as proposed at the Stafford/Advance Rd intersection did not make any sense.
  - He liked the idea of having a floating retail or including it as a possible future build out along with the Grange.
- At 53 percent multi-family, he believed the entire City's density should be presented as a package to Metro, and emphasize that Wilsonville was well beyond every other city. He understood the pendulum swung back and forth between single-family attached and multi-family, and that the economy was why Wilsonville was at those numbers.
- His point was that if a Wilsonville resident on a 7,000 sq ft lot costing \$500,000 to \$600,000 wanted to expand their housing choice, they must leave Wilsonville. Therefore, the leaders of Mentor Graphics, FLIR, Xerox, etc. do not live in the city limits, but east of Frog Pond because that was where larger lots were available.
- Tim Woodley of the Wilsonville/West Linn School District stated that embracing diversity was a cornerstone of the school system, but the diversity was only as good as the housing stock. Wilsonville's housing was at 54 or 53 percent multi-family, and he was told that 24 percent of Wilsonville's students had a reduced/free lunch program, whereas West Linn students were 3 percent. Housing stock and diversity of population was a direct indicator of the student body, as well as the quality of education that children receive. This was being lost in Wilsonville.
  - He understood Metro had its rules, but Wilsonville has told everyone in the Metro area that only those who could rent an apartment or whose socio-economic status stopped at a \$500,000 home were wanted in Wilsonville.
  - Wilsonville was a nice middle to low income suburban area and successful people in the community with the financial resources to contribute to the schools lived elsewhere. The school had turf on both its practice and football game fields only because of one parent's contribution 15+ years ago.
- The economic research done by the consultants comparing Wilsonville to Tualatin was a big disservice. Comparisons should be made to West Linn, the city's school partner. West Linn has much more than 7,000 sq ft lots, that city had economic diversity in its housing

stock, from apartments to multimillion dollar homes, which provided a nice, diverse student population.

- He hoped the Planning Commission would consider the message being sent. Everything was about workforce housing when he first started on the Commission; that issue had been addressed, so now it was time to provide for those who provided those workforce jobs.

Mr. Neamtzu noted another piece of work was being done behind the scenes. The consultant team was running three different scenarios on the economics of land development. Using a hypothetical 20-acre site, scenarios were being run to try to understand the cost of a home on a large, medium and small lot; what it would take to deliver a house to market; at what point does a house get brought to market, and how much are comparable houses in its price range and category.

- The Commission would be able to see the draft report soon; some individuals had taken issue with the preliminary findings. The scenarios used fixed cost, although land development costs obviously fluctuated. Housing comps were studied between Wilsonville and Tualatin, and suggestions were made that West Linn was a better comp. Higher-priced categories included the price of land and all the costs of developing these areas, but the question was whether the house was marketable when it was done.

Commissioner Hurley stated in his opinion, the report was done so that the numbers fit the paradigm they wanted to sell: the smaller lot makes for a more affordable product and more profit for the developer, which was obvious. The report was just a simple piece of economics that basically said putting a cookie-cutter house on a small lot would make the builder more money. People did not care for the report because it was just basic economics that did not play out. On the flip side, Wilsonville is a small piece of a very large real estate market.

- A 100-year old home on a 5,000 sq ft lot in southeast Portland that needs renovation would cost \$500,000, but Street of Dream homes, houses in West Linn and in unincorporated areas around Wilsonville, where people have to put in their own wells and septic, were being sold for multimillions of dollars.
- People were chomping at the bit and everyone he has spoken with, and those who have left Wilsonville because they have exceeded its socio-economic limits, have said that if something was in the area, they would buy it.
  - People drive to Happy Valley via 82nd Ave in southeast Portland just to get to a \$750,000+ home on a 5,000 sq ft lot that is on a hillside. The economies exist and the buyers are available.
- With this report and with Metro, it was as if Wilsonville was a child going to mom and dad begging for an apple as a snack, when they should be asking for the whole Snickers bar. Wilsonville has been eating healthy for the last 10 years and was at 54 percent multi-family, so they deserved a Snickers bar.

Commissioner Greenfield said that he did not have a clear picture about what power Metro had and how successful a pushback would be from the City.

Chair Altman believed the bottom line was the City would submit the concept plan to Metro, who would either approve it or not, and then the City would have to wait six years, change the plan, or whatever. The important part was how the plan was presented and demonstrating, within the context of everything Metro was trying to accomplish within the UGB Management Program, that Wilsonville was doing just fine and did not have to push 25 units per acre at the edge to meet Metro's criteria. That was the bottom line argument.

- With the history of Wilsonville and its densities, Wilsonville has plenty of room to do a reasonably good job of providing a mix of densities and there was a lot of room for the larger lot product not being provided within the region. There was a good argument for it.

The City has managed density so they were not pushing the boundary by building only one-acre lots. Metro's concern was they did not want to keep pushing the UGB out, but 25 units per acre was not needed to avoid pushing the boundary out either.

Commissioner Postma noted that groundwork was being laid now. The Mayor had sent a letter to Metro Policy Advisory Committee (MPAC) that essentially said the Wilsonville has been the model citizen, so to speak, and had followed the rules and created what was actually a denser community than any in the Portland metro area and that the city should be rewarded and not punished for that.

- It was an uphill battle, but the City should not be afraid to take that step, which was an important one for the community. It was not fair to see Wilsonville at a 58-percent multi-family allocation when no one else was even beyond 50 percent, and then to be told the City should not be considering developments more than one percentage point below Metro's suggested density rates throughout the community. Wilsonville already met that, and that groundwork was being laid.

**Barbara Jacobson, Assistant City Attorney** suggested taking a short break to allow an audience member who had been waiting a long time to testify.

Chair Altman invited the audience member to the microphone.

**Dorothy Von Eggers, President, Landover HOA**, said she served as a Frog Pond Task Force member in April, May and June, but due to work conflicts, Lori Loen, from the Landover HOA Board of Directors, became her replacement. Arriving late, she had not heard all of tonight's meeting.

- She was concerned for the Landover residents and asked if the pathway proposed on the school property behind the homes on the east side of Wilsonville Rd was a requirement. Many Landover residents wanted the entire pathway moved to the east side of the school and completely away from west side of school property.

Mr. Neamtzu did not believe the pathway was a requirement, but noted the City's Bicycle and Pedestrian Master Plan which did show required primary connections from school to school that the City hoped to achieve with the project. The circular path around the school property involved campus design and was the school district's preference.

- He could not negotiate on behalf of the school district regarding the pathway's location, but the school district made a proposal and the community could have a conversation about that.
- He explained that Staff had moved the northern leg of the trail significantly to the east in response to some of the concerns.

Ms. Von Eggers said she had saw the revision, but was still a bit concerned about the trail section that still bordered the houses; even though there was the ravine and buffer.

Mr. Neamtzu replied at the southern part of the trail, the forest was pretty solid and there was a steep canyon, so visually, there did not appear to be much of a concern. He believed the northern part was the focus of the sensitivity because the forest was thinner, so the trail was moved away. The City was trying to be responsive to the concern, but it was an ongoing conversation.

- He noted that as part of the concept planning process, the Commission could recommend any series of lines on the map to City Council, who could also make changes in response to public testimony.



Chair Altman added that additional public review would occur at the time of actual development. The specifics of how the school-to-school links actually occurred was subject to further review.

Ms. Von Eggers commented that the statements made about multi-family apartments being needed for seniors seemed contradictory to the overall plan because schools, sports fields and city parks were being planned for families.

Mr. Neamtzu responded that the City was planning a complete community. The school and the parks were needed to accommodate the population today, regardless of the development being planned. Seniors use parks as well, and the juxtaposition of seniors, parks and schools was a good thing.

Ms. Von Eggers explained that building schools and sports fields, and then saying apartments were needed for seniors seemed like a contradiction.

#### B. Basalt Creek Concept Plan Update (Neamtzu)

Chris Neamtzu, Planning Director, noted the recent Joint City of Tualatin and City of Wilsonville Council work session was a good meeting as both Cities worked to develop the base case scenario to start putting land uses on the ground and developing a transportation network. He reviewed the presentation given at the Joint Council work session on the first Base Case Scenarios for the Basalt Creek Concept Plan via PowerPoint, which was included in the packet, with these key additional comments:

- The Envision Tomorrow software generates outputs and creates different statistics about different land models based on the Base Scenario. The scenarios were considered crash test dummies because if the outcomes received were not satisfactory or realistic, the model could be rerun.
  - Two more scenarios would be developed, where Commission input would be requested to help identify potential land uses, determine if and where retail should be considered, and to help locate jurisdictional boundaries. Public outreach also would be done for each scenario.
- Ultimately, a jurisdictional boundary would need to be determined between the two cities, but for the first Base Case Scenario, the initial city boundary was based on the East-West Connector, which was identified in the 2004 Metro ordinance as being a possible dividing line, as well as in the Basalt Creek Transportation Refinement Plan adopted by both cities after two years of work. The 18 projects in that Plan were all assumed in the Base Case transportation network.
- The Development Codes between the cities are very different. For example, both Office Park/Flex categories could be accommodated in the City's PDI Zone; however, Tualatin has separate zones for each category, using it more as a service commercial zone. Wilsonville would have more of a corporate headquarters configuration with multi-story buildings and no service retail.
  - The land uses would be calibrated to more closely fit the types of development desired and new categories would be created based specifically on Tualatin and Wilsonville input.
  - Tualatin articulated the need for more residential, so the next Base Case would include more housing for Tualatin. Wilsonville's City Council continued to be consistent in its vision since 2004 that Basalt Creek would be an area for jobs.
- He confirmed entire Basalt Creek area was added to the UGB in 2004, but was not coded to either city. Previous UGB additions have been on the City's boundary and assigned to Wilsonville.

- Basalt Creek was added to “The UGB” and described as being divided through the current process. Annexation could not occur until a concept plan was adopted by both Cities. When the jurisdictional boundary was agreed upon, the concept plan would be split and each City would adopt a concept plan for their respective side.
- He clarified that trails would definitely be part of the planning, but were not included in the Base Case. A lot of activity and ideas surrounded trails and connectivity.
- Adding more residential to the north had the potential to use more available trips, but no discussion about an equitable distribution of vehicle trips had occurred yet. If there was some equity in land uses, there had to be equity in the distribution of the available infrastructure capacity.
  - The model could generate the separate outputs based on the jurisdiction, such as determining the number of trips north of the dividing line.
  - A significant number of trips would be going to households, and Office Flex and retail were also big drivers of vehicle trips. For industrial, there could be a warehouse with 6 employees on five acres, which was likely to be on the Wilsonville side.
- He was not sure if the forecast for parking spaces (Page 15 of 29) included residential, but he did not believe so.
  - Commissioner Levit believed the number for parking spaces was way too high.
  - Commissioner Greenfield questioned what proportion of the parking spaces would be filled by traffic from I-5 or from the west.
  - Commissioner Hurley suggested considering how many would be for tractor trailers and not commuters.
- The East-West Connector would have limited access with only two intersections, Boones Ferry Rd and Grahams Ferry Rd, having full access. The consultant team was considering ways to cross the Connector with a grade-separated crossing, which would be very expensive.
- Staff sought input about West Railroad Area. He described the land area and its constraints, including that no legal rail crossing currently exists.
- He noted that the Intersection Volume-to-Capacity assumed an overcrossing of the 124<sup>th</sup> Ave East-West Connector at Day Road, which would relieve congestion at intersections through the Elligsen Rd area. (Slide 28, Page 18 of 29 the Staff report)
- He explained that the East-West Connector could come out at Parkway Center or Canyon Creek Rd, or both, on the east side, but the final location had not been determined. The East-West Connector was a Washington County project currently under design. Nothing had been determined about who would pay for the overcrossings, but it would likely involve many parties.
- He reviewed the Link Volume-to-Capacity, noting that problems were identified at ODOT’s on and off ramps. He reminded that the Basalt Creek Refinement Plan included a second I-5 overcrossing, but that important connection was not included in the model because it was planned beyond the 20-year planning horizon.
  - He clarified that ultimately the plan was to go to five lanes on Boones Ferry Rd by 2035.
  - Grahams Ferry Rd was a Villebois access point, which was likely why the southbound segment was orange, however, the thin line indicated low traffic volume. While nearing capacity, as a two-lane roadway, it was not a high capacity street.
- He confirmed wet infrastructure costs would be minimized if the jurisdictional boundary was pushed toward Tonquin Rd, which could eliminate a couple pump stations.
  - The fresh water system would be looped, so it did not matter which city served the area with water. However, Tualatin had a charter provision that did not permit Willamette River water, so comingling the drinking water systems would not be possible today.
  - Capacity of Wilsonville’s sanitary sewer treatment plant was a consideration, as far as the amount of capacity the community would want to give up to treat another city’s affluent when Wilsonville could attract a wet industry that was optimal from an

employment standpoint and wants to preserve capacity of major infrastructure for large industries that would bring good jobs.

- Site specific, well boring information was being sought to better understand where rock masses were located, as this would be a significant cost factor. Perhaps a sampling has been done on Boones Ferry Rd.
  - Chair Altman suggested contacting the geology department at Oregon State University which was currently mapping the entire state for earthquake faults.
- He noted the letter from Grace Lucini dated December 7, 2014 that was distributed to the Commission and explained that Staff would work through her questions and provide her some good written responses that would be shared with all the meeting groups.
- He sought feedback from the Commission specifically about the West Railroad Area, land uses, and jurisdictional boundaries.

Discussion and feedback regarding the Base Case Scenario continued amongst the Commission and Mr. Neamtzu as follows:

- West Railroad Area. Constraints included power line easements, a riparian corridor, wetland bottoms, cliffs and shallow soil.
  - Deed it to Oregon Department of Forestry and Wildlife (ODF&W) or Metro Greenspaces as a new wetland as what was done along Hwy 99W.
  - The area's topography included a bit of everything, including portions that are wetland bottom.
  - Use it as a land transfer if so more land could be used in Frog Pond.
    - Such mitigation banks were more complicated than it appeared. A wetland is supposed to be created or improved to receive a land credit. Going through the process to establish a bank was good idea because the area was part of the Metro target area for wetland restoration and enhancement.
  - Not much could be done until something was done with the railroad crossing at Grahams Ferry Rd because realistically, no trucks could get in or out of there.
  - A significant series of cuts and fills would be needed east of Grahams Ferry Rd for the East-West Connector, especially to achieve the required 6 percent grade for freight traffic and to cross the canyon with an 800-ft bridge. Washington County has developed profiles of the needed cuts and fills. The Connector would be at grade at both Grahams Ferry Rd and Boones Ferry Rd.
    - Right-of-way acquisition would be fairly difficult as a lot was needed and much of it followed rear property lines. Properties south of Tonquin Rd were long, deep, rectangular properties. The Connector essentially followed the north and south property lines, which would impact property owners on each side.
    - Land needed for right-of-way was largely farm fields with few structures being impacted.
  - Was the area worth developing, even if Metro approved the land transfer?
  - The railroad crossing prevented trucks from accessing the area. It was a fairly dangerous intersection and sending trucks down a two-lane road was not desirable. No good access point existed toward the north due to limited turning movements, and the high traffic volume expected here. (Base Case Roads Map, Slide 27, Page 18 of 29)
  - A sports complex was suggested for the flat areas, although traffic volumes were a concern.
    - A lot more activity was going on in terms of indoor sports activities in warehouse configurations; however, a good balance was needed between the uses. The City did not have a good way to accommodate a large square footage for indoor recreation in the current system. If there was a site or area that made sense, it could be something worth targeting.

- The trip generation would be huge, with both off peak and PM peak use, and a lot of parking would be required.
- With the Form-based Code, locations where recreational respite spots could be located amongst the industrial were desired and the constrained land of the West Railroad Area seemed perfect for that. Recreation could be different in West Railroad where more outdoor/open space/trail types of uses made sense.
- Make it a recreational area. Some of the land could not be built so put a trail through there, similar to Smith and Bybee Lakes in Portland, then keep West Railroad in the City's park system.
- Could Cahalin Rd cross under the power lines to access the area?
  - While private crossings exist, the railroad was not allowing any new at-grade crossings. A road could go over or under the railroad, but Staff understood the City would have to give up a crossing to get one.
  - If the area was a lower grade than Cahalin Rd, a road might be able to go under the railroad; however, going under the railroad would be a constrained opening anyway.
- Expanding the existing under crossing at Grahams Ferry Rd would be less expensive and needed to happen anyway as discussed in the Transportation System Plan (TSP).
- 18-wheeler tractor/trailers use the underpass to get to Pro-Gro already, but they could have difficulty making it up the hill.
- Jurisdictional boundaries
  - Having the East-West Connector as the boundary seemed ridiculousness, at least going westward, simply because of the gravity flows.
    - It seemed to make more sense for Wilsonville to give up some land closer to the east side, near I-5 and let Tualatin come south to encapsulate all the residential that was already planned, and then let Wilsonville extend farther north on the west side for industrial. Wilsonville's boundary could be on the lots just north of Tonquin Rd.
    - Having the City service just one or two pockets of residential seemed counterintuitive, if residential was not in the City's current plan.
  - Discussion at the City Council meeting involved not using the road as a transition between uses, but that might not hold true with a limited access collector, particularly with only two intersections. It was a different situation than Boones Ferry Rd, for example.
    - Traditional planning principles do not advise using roads as boundaries or transitions, though Wilsonville had many areas where roads separate land uses, like Canyon Creek Rd, so it could be done well.
    - There was so much focus on new mixed use and sustainable mixed use planning, but the old archaic plans about land use separation keep being carried forward. In some cases, roads make very good barriers and transition points.
  - It was more an issue of how much cost Tualatin wanted to absorb for infrastructure, which was more their call than Wilsonville's.
- Additional comments included:
  - While decisions would be made by City Council, the Planning Commission's input was important because the Commission would be making recommendations to the elected officials on the Concept Plan and they valued the Commission's input. Mr. Neamtzu would continue updating the Commission because as a body, they provided excellent ideas and would do a lot of the heavy lifting on the Concept Plan. He believed the Commission had an integral role in project.
  - The dirt pile seen in the curve of Tonquin Rd west of the Basalt Creek area on the Base Case Roads map was for stock piling soil and construction debris that was intended to fill the rock quarry pit. The huge holes seen to the south of 124<sup>th</sup> Ave off of Tualatin-Sherwood Rd would need to be filled to extend 124<sup>th</sup> Ave.

- Mr. Neamtzu believed more residential would be seen in the next Base Case Scenario, as well as a boundary farther north to see if the utility costs balanced out better.
  - Assessed value based on building types was another output the modeling software could calculate, so subsequent Base Case Scenarios would include outputs on valuation.
  - Tualatin's Council has been interested in the output of Basalt Creek to see how it compared with the costs. A lot of information would be generated to see how Basalt Creek could be served economically and how it would start balancing out long term, which made sense.
- The recreation issue continues to be discussed, including indoor recreation, as well as what suite of land uses would be appropriate that the City would want to encourage. The City had a good, flexible industrial zone that allows for a lot of different things, but this was a new area and Wilsonville wants to be on the cutting edge.
- Given the office flex space north of Tonquin Rd, traffic on Tonquin Rd could potentially go to Tualatin-Sherwood Rd, but otherwise traffic would come to Wilsonville.
  - Mr. Neamtzu indicated various traffic routes from the Basalt Creek area, noting it would be interesting to see the trip splits and turning movements from DKS Associates at the intersections.
- The East-West Connector/I-5 overcrossing was projected beyond the 20 year horizon, but everything else would be built within the next 20 years so the I-5 crossing was important now. Residents from the multi-family proposed in Basalt Creek using Boones Ferry Rd could not access the freeway until Tualatin-Sherwood Rd and had to deal with all the stoplights. Traffic from the multi-family units would syphon south to the N. Wilsonville Rd exit, so waiting 20 years for a crossing that might alleviate that congestion made no sense.
  - Mr. Neamtzu reiterated that East-West Connector/I-5 overcrossing was projected to be built beyond the 20-year horizon.
  - Restrictions on the distance between freeway interchanges were largely uncontestable. The reasons for the one-mile standard were evident considering the Carmen Dr interchange.
  - None of it would matter if traffic was syphoned south to the N. Wilsonville interchange. A different I-5 problem was just being created because ODOT did not want to build another interchange.
  - The only way to get something fixed was if it was broken, which would not take long.

## **IX. OTHER BUSINESS**

A. 2014 Planning Commission Work Program

B. Thank You to Chair Ben Altman

Refreshments were served following the meeting in honor of Chair Altman's service.

## **X. ADJOURNMENT**

Chair Altman 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

Linda Straessle, Planning Administrative Assistant