



**PLANNING COMMISSION**  
**WEDNESDAY, DECEMBER 8, 2021**

**I. ADMINISTRATIVE MATTERS**

A. Consideration of the November 10, 2021 PC Meeting Minutes

**PLANNING COMMISSION  
WEDNESDAY, NOVEMBER 10, 2021  
6:00 P.M.**

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

**Minutes**

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

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

Planning Commission: Kamran Mesbah, Jennifer Willard, Ron Heberlein, Jerry Greenfield, Aaron Woods, Breanne Tusinski, and Olive Gallagher

City Staff: Miranda Bateschell, Ryan Adams, Daniel Pauly, Zach Weigel, and Phillip Bradford

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

**CITIZEN'S INPUT** - This is an opportunity for visitors to address the Planning Commission on items not on the agenda. There was none.

**ADMINISTRATIVE MATTERS**

A. Consideration of the October 13, 2021 Planning Commission minutes  
The October 13, 2021 Planning Commission minutes were accepted as presented.

**II. PUBLIC HEARING**

A. Urban Forest Management Plan (Rappold)

Chair Mesbah read the legislative hearing procedure into the record and opened the public hearing at 6:10 pm.

Miranda Bateschell, Planning Director, noted as a Tree City, Wilsonville took a lot of pride in the urban forest and its canopy and the benefits they provide to the city. The Urban Forest Management Plan (UFMP) was an important milestone that was especially critical when facing the climate challenges being faced now. The UFMP would guide the City through goals and strategies for maintaining, protecting, and enhancing the tree canopy. The eight months of work done after the ice storm in February was important work, and while endeavoring in that recovery, the UFMP would help set the stage and guide the City in working harder and smarter in restoring the urban canopy. The UFMP was an exciting plan, and she was honored to introduce the plan Staff was proposing for adoption at City Council.

Kerry Rappold, Natural Resources Program Manager, stated the project team had been working on the UFMP for about a year and a half. As mentioned during the Commission's October work session, extra time had been taken to finalize the Plan because of the winter storm event in February and the subsequent updated Street Tree Inventory. The extra time also provided an opportunity to incorporate a Tree Equity Score into the Plan which set a canopy goal to achieve over the next 25 years. The Plan was developed to maintain, protect, and enhance the existing urban forest and led to the identification of long-term goals, actions, and priorities in order to achieve that vision for the urban forest in Wilsonville. His presentation would review some of the elements that went into developing the Plan as well as the process used to achieve it. He entered the following exhibits into the record:

- Attachment A1: Urban Forest Management Plan
  - Attachment D: Feedback from the Planning Commission's October meeting and how and where that feedback was addressed in the UFMP.
  - Attachment C: Two additional public comments received after the publication of the Staff report.
- He noted the project complied with all noticing requirements, including having the public materials posted one week before the meeting. In addition, post cards were mailed to every address within Wilsonville as the City wanted the broadest outreach possible to make the public aware of the UFMP.

Mr. Rappold presented the Urban Forest Management Plan via PowerPoint, providing a brief project overview, noting some of the Plan highlights and the goals and actions developed over the last year and a half, and summarizing the feedback received from the Planning Commission and how it was incorporated into the Plan, with the following comments:

- Timeline Overview. The project was kicked off last May, and one of the most important elements done early on was a tree inventory of the trees along French Prairie Rd in Charbonneau, as well as trees within Town Center. The results were incorporated into the City's overall Street Tree Inventory.
  - A lot of research went into the Plan. Virtual public meetings were held, and surveys were done last fall before drafting of the Plan began. Extra time was taken because of the winter storm event and to be able to incorporate the Tree Equity Score.
  - Work sessions were held with the Planning Commission in September and October. A subsequent work session with City Council had gone well and one comment would be incorporated into the Plan. The Plan was being presented to the Commission tonight for adoption to be followed by a presentation to City Council on December 6<sup>th</sup> for adoption.
- The UFMP was based on six planning elements which included ~~the~~ extensive research, City Staff meetings, data analyses, benchmarking, auditing, and community engagement. Summarizing those elements into a document gave the project team the means to draft the five goals critically important to the Plan and its implementation.
  - Plan highlights included the Town Center and Charbonneau tree inventories, a number of other analyses in terms of ecosystem services, and a variety of things considered with regard to Town Center and Charbonneau, the two focus areas. The auditing was consistent with a national approach developed by the U.S. Forest Service, and then, the actual management part of the Plan.
  - Information received through the analyses was presented for Staff's perspectives on tree management and what was being done with the urban forest, which resulted in the development of a number of things, including tree lists, storm preparation and response, as well as the prioritizing tree planting to achieve the goal in the Plan.
  - The information was presented to the public at two open houses and surveys were done in conjunction with the open houses. A photo contest was held and about 90 pictures of individual trees and forested areas were submitted. The prizewinning photos from the contest were included in the Plan, along with some of the other photos submitted.
- The UFMP's five goals would be implemented based on the Plan's 25-year horizon, and ultimately, the project team would look at how to implement the Plan over that 25-year period, as well as how to evaluate and monitor what was being done with regard to that implementation.
- One of the Plan's most important aspects was the goal developed from the Tree Equity Score, which was determined by software developed by American Forest that only became available in June 2021. The software identified census block groups within the city. Currently, the percentage of tree canopy in the community was 30 percent and the goal was to reach 36 percent. The 6 percent increase in tree canopy would mean an additional 27,000 trees. Each census block also received a Tree Equity Score. The basis for achieving the canopy goal long-term was to get every census block group to a score of 75. The graphic indicated how some areas in the city currently rated in terms of the Tree Equity Score. (Slide 7)

- He noted the five urban forest goal themes, adding that each goal had a variety of actions and targets for achieving those actions. (Slide 8) He highlighted the related actions related to each goal as follows: (Slides 9-13):
  - The Tree Management Policy included, the canopy goals mentioned with the Tree Equity Score and how those goals would fit in the two focus areas and more broadly in the community; storm and disaster preparation; a more refined assessment of the canopy goal, and ultimately, a tree manual to help guide proper management of the urban forest.
  - Capacity, Training, and Authority. A key piece going forward would be the establishment of a Staff-led, urban forestry working group. Quarterly meetings would be held to discuss how to implement what had been identified in the Plan. This working group would follow a format similar to the winter storm response team developed after the February storm. Maintaining the certifications of the arborists on Staff was also important, as well as adhering to and applying best management practices.
  - In terms of Assessments and Plans, the information in the Plan would be continually refined with regard to tree planting and the recommendations in the appendices. Ultimately, the Plan would have better guidance in terms of trees and construction sites, but also with regard to existing infrastructure. Benefits seen within the community would also be updated.
  - Community Engagement was one of the more important pieces. The winter storm had shown a number of people in the community were probably not as aware as they needed to be in terms of what it meant to own and take care of a tree. Trees were clearly removed as part of the winter storm, but trees were also removed prior to the winter storm. The community needed to be made as aware as possible of their roles and responsibilities and how to work together with the City to manage the urban forest. The actions reflected how the City would reach out to the community and what it would provide to develop a partnership toward improving the urban forest.
  - Green Asset Management looked at how to prioritize and assess risk associated with trees. Diseases and insects were certainly a challenge with trees in the community. Green asset management would also ensure the canopy goal of 36 percent would be met by 2046.
- He noted Slide 14 highlighted the feedback incorporated into the Plan from the October Planning Commission meeting regarding the tree canopy and tree equity, the focus areas, and community outreach and education. The actual revisions made to the plan were included in Exhibit B.

Commissioner Woods noted a letter received from a citizen concerning costs and asked for more information about the costs of the UFMP.

- Mr. Rappold responded the project team would ~~have to~~ discuss costs with City Council as part of the budgeting process. The hope was to have funds available on a yearly basis to implement some of the actions in the Plan, but the typical budgeting process would determine what amount that might be for any given fiscal year.

Commissioner Greenfield:

- Recalled discussion at last month's Commission meeting about the possibility of producing a manual for community use that would address citizens' responsibilities and resources regarding the city's trees. He asked if the manual had been given any further consideration.
  - Mr. Rappold replied the manual was an action in the Plan identified as a priority. The manual would be an important discussion of the urban forestry working group. He believed the manual was one of the more important things that could be done early on, especially after what was seen after the winter storm and the updated Street Tree Inventory. The information would be beneficial not only to the community, but also to Staff in how to actively managing the urban forest.
- Noted his concern about articulating the responsibilities of HOAs and the City.
  - Mr. Rappold stated the responsibilities could be laid out more clearly with the manual, including establishing expectations for an HOA or individual property owner. Expectations could also be established for how City employees managed the urban forest.

Commissioner Gallagher:

- Recalled discussion at last month's meeting about some form of education for the community. When a tree was cut down before permission was given, someone could feign ignorance. She asked about offering educational courses at City Hall or in some capacity to not only landscape companies and HOAs, but to the community at large, in terms of citizen responsibility and how to go about tree removal or tree maintenance. She did not believe people were aware and just did not know about trees, and once a tree was dead or gone or diseased, it was too late.
  - Mr. Rappold agreed, adding he did not know what format the education would take at this point, but even the most basic information could be very helpful. Using any possible media available to get the message out would be helpful, and the manual could be promoted through training or something provided online.
- Added she would be more than happy to provide her services, either in the training or in the marketing message for that effort.

Chair Mesbah:

- Asked about how to coherently approach the capture of the biomass when taking down diseased and storm damaged trees, as the carbon capture would potentially be released back into the atmosphere if it became firewood. In Appendix A on Page 42, he noticed a passing comment on exploring the cost effectiveness and safe use of utilizing the urban forest biomass on City properties. He asked for more information on how that might be approached.
  - Mr. Rappold responded the concept would need to be explored a bit more. He noted that in the new nature play area developed in Memorial Park, the Parks and Recreation Department had utilized and incorporated a number of trees that were damaged or had to be removed as part of the response to the winter storm. Other trees that had to be removed were incorporated into a pollinator garden established near the Stein Boozier Barn. To the extent possible, trees that had come down were reutilized in other activities, such as mulching an area. For a natural area, the woody debris should be left in place as snags that remained on the ground of the forested area.
- Acknowledged burning firewood from damaged trees was a tiny impact on carbon release considering slash-and-burn agriculture was used throughout the world; however, the City could control whether street trees were used as firewood. He was looking for a broader kind of program; for example, if it was practicable and cost effective, which included taking into account any carbon capture benefits, all downed trees, including those on private property, would either become lumber to use landscaping and so forth or chipped wood to be used by landscapers or people to mulch their gardens. The wood would be recycled back instead of becoming firewood. The uses by the Parks Department were great and innovative, but did not dent the big pile of woody debris hauled from pruning and diseased trees every year much less the storm. He was hoping for a bigger strategy, but he understood it could be beyond immediate tackling by the City due to the technical issues involved.
  - Mr. Rappold believed some consideration would be given to the idea, but it was certainly beyond the capacity of the City at this point. The removed tree biomass from the winter storm was brought to the commuter rail site and took up a sizeable area. Space was one consideration as was coordination, since no Staff was devoted to recycling downed trees. The City would do what it could when feasible and practical, but having a citywide approach would be problematic at this point.
- Said he understood, adding most places with an effective program did so at a regional or countywide level with composting sites that also recycled wood. The trunks were kept for artists to create turned wood art pieces or to make benches, etc. The rest of the wood was composted into chips and made available for gardeners. He did not know if the counties in the Metro area had any such recycling or composting programs the City could contract or cooperate with.
  - Mr. Rappold said he was not aware of any such comprehensive composting programs, noting it was a great goal, but would be a challenge at this point.

Chair Mesbah confirmed there was no public testimony regarding the Urban Forest Management Plan.

Ms. Bateschell confirmed the two additional comments received had been noted for the record and included in Attachment C, which would be forwarded to City Council.

Chair Mesbah closed the public hearing at 6:42 pm

Commissioner Heberlein moved to approve Resolution No. LP21-0004 as presented. Commissioner Gallagher seconded the motion.

Chair Mesbah stated he believed the UFMP was really well done. It was comprehensive and would start a process that would hopefully involve the community and create ownership that should be part of the City's green infrastructure.

Commissioner Willard agreed the Plan was well done and a good addition to the planning documents. She suggested integrating the UFMP with the Development Code in the future, after the City had more experience with the Plan, to guide developers on how to plant to avoid conflict with utilities, buildings, or foundations. More direction was needed on the penalties should a developer not follow the plans for saving and protecting trees, which might already be included in the Building Code.

Commissioner Greenfield reiterated the need for regularly scheduled, periodic updates to the UFMP that would cast spotlights on other areas of the city until the whole city had its fair share of attention.

- Mr. Rappold noted periodic updates would be considered. Master plans or management plans were typically updated every ten years. The UFMP could be updated sooner than that, but the reality was that Staff would be looking at other focus areas in the community as they became more aware of issues associated with a neighborhood. Staff would become more cognizant about how they worked with the Street Tree Inventory and other data collected within the community, especially during the process of refining the Tree Equity Score and tree assessments based on a closer look at the neighborhoods. Periodic updates would come into play regardless of whether the Plan was officially updated or not.

Chair Mesbah noted many plans done recently had goals, objectives, and processes in order to move towards those goals. These were not checklist-type plans, but process plans with transformation as part of their development and growth, and items the Commission hoped to see. As part of these plans, data gathering and indicators were typically included to see whether or not the goals were being achieved. This was being done with housing, affordable housing, and equity in housing, and now, with urban forestry. He looked forward to a time where a critical mass of data was available to have infographics on the City's website that show where the City was on all of the set indicators and targets; whether the City was missing them or getting close and what strategies were working better than others. Such data should determine whether to reexamine what was being done rather than waiting ten years, which might be too late. He hoped the City would consider having a data page on the website updating on different targets and indicators.

- The Commissioners agreed such information would be important for the community to know where it was going and how to get there.
- Mr. Rappold agreed the City would like to have benchmarks or metrics to determine where it was at in a process. He did not know if the information being gathered would ever be as comprehensive as the Commissioners wanted to see, but that was certainly a direction in which to move.
- Commented that many of the graphics were already in the Plan; goals had been set, steps to achieve the goals, and dates for achievement, all of which could be tracked and turned into a chart to indicate the City's progress on those goals. He recognized that was not Mr. Rappold's expertise.

The motion passed 7 to 0.

### **III. WORK SESSION**

## A. I-5 Pedestrian Bridge (Weigel)

Miranda Bateschell, Planning Director, noted the I-5 Bike/Pedestrian Bridge and Plaza had been community priorities for a long time, being part of the Transportation System Plan and key projects in the Town Center Plan. The bridge was also highlighted as a framework project in the Town Center planning effort, which led to the idea of the Plaza. The Plaza was intended to be a welcoming space, a community gathering place to welcome people into the Town Center and the City of Wilsonville. A key element of the I-5 Pedestrian Bridge design was the ramp wall for which feedback was provided at the last work session by the Planning Commission and City Council, and there were some questions and concerns about what had been presented.

Zach Weigel, City Engineer, introduced the project team and stated that based on feedback from the Commission and City Council, the team would present four alternatives for the plaza ramp wall, as well as some more comprehensive cost estimates for the alternatives. The updates and Commission feedback would be presented to City Council on Monday of next week.

Melissa Erikson, MIG, presented the update on the I-5 Pedestrian and Bicycle Bridge via PowerPoint, describing the four alternative options for the plaza wall, noting additional variations to consider with each option, and briefly reviewing the cost estimates. (Slide 8)

Comments and feedback from the Planning Commission was as follows with responses by the project team to Commissioner questions as noted:

- Ms. Erikson explained that each option would weather roughly the same. Basalt lasted a significantly long time, and weathering had to do with the connections. Concrete facing and perforated metal had been used in a variety of different climates with freeze/thaw considerations, and both lasted well for a long time. The project team considered the project a long-term investment, regardless of the material chosen. The water feature had concerns because it required ongoing maintenance to look good even when the water was not running.
- Ms. Erikson clarified the wall was 10 ft tall at the western end and tapered down to 3 ft tall at the edge of the plaza, so it was not as large as some of the examples shown; however, it was about 120 ft long, so it did have a presence along the curve. She confirmed no trees or obstructions were immediately in front of the wall (Slide 3) but the Plaza could be revised based on the feedback for the ramp wall. Shade structures would be added and the specialty paving patterns would be modified to be more responsive to whatever was happening on the wall. The plantings were essentially on the edge. The project team was considering all-weather options besides a shade structure depending on what was structurally viable given the foundation coordination that needed to occur.
- Concerns were expressed about preventing kids from climbing on the wall and the liability if anyone got hurt.
  - As far as protections to prevent kids from climbing on the wall, Ms. Erikson noted Maintenance was concerned about climbing, and there were safety concerns. The basalt wall without water would be top-down, so it would be harder to climb. Basalt has crevices between the columns, and ~~somebody~~ a climber with great finger strength could probably climb the wall. She did not know if there was any way to stop somebody from climbing the wall, but they would not be encouraged to do so, and anybody climbing would risk falling on a hard surface. The basalt was probably the most climbable of the options. The concrete work would be limited in its relief to a few inches to get the shade and tone between the bas relief of the finishes. The perforated metal would be a flat piece of metal with holes not big enough to get finger grips in to climb. Climbing would be a consideration once direction for the wall was given.
  - Ms. Erikson agreed liability was a concern for both the City and MIG. Formliner companies were typically limited to about a 2- to 3-inch relief process, making the river flow pattern wall less climbable. She expected people would be rubbing against and finger-tracing the etched concrete wall, because it would be visually interesting, but the team was less worried about the climbability. The

basalt columns would probably have a greater attraction for climbing. She did not want to have signage prohibiting climbing, so it would certainly need to be addressed.

- She confirmed the perforated metal option would probably have the least liability. The project team would look at minimizing the hole sizes and where people could wedge their fingers. Large-sized holes were also an issue for debris and head entrapment, so smaller holes would be the focus, but with a lens towards being non-climbable.
- Though less costly, the etched concrete and perforated metal provided customization for less, which made them more appealing. Pursuing lighting on either option would not add much cost, especially when considering the savings from the basalt, and would allow better tie-in to the tiered arch form and lights of the bridge for more continuity. She confirmed the perforated metal pattern with the backlighting was not in many other places. [1:08:45]
- Ms. Erikson stated the cost to add lighting to Option 3 would be about \$80,000, depending on what type of lighting was used. The team had not talked to DKS yet, but had talked mainly with Zahner, a mass fabricator of the custom imagery, about options for how to access lighting behind the panel and any additional needed materials and had built that into the price. Option 3 would cost less if not lit and would be more comparable to the concrete. The lighting provided the little extra people were interested in having, so the lighting was already included in the estimated cost for Option 3.
- The basalt was not the greatest option because the plaza wall at its tallest was 10 ft. If the wall was in a larger scale, like 20 ft high where the basalt could be seen for all it was worth, the simulation of nature would be more beneficial. Given the size and cost, Option 3 was preferred for the design flexibility potential, and as times changed, the design could be changed if it became dated, whereas the concrete could not be changed.
- Option 2 seemed to be kind of tacky, particularly because it was so commonly used to line highways. A suggestion of Option 2 was already in the entrance from I-5 on Wilsonville Rd. The basalt idea was wonderful, and the scale in the illustration was spectacular, but on a smaller scale it was less spectacular and probably not worth the expense.
  - Ms. Erikson confirmed a finished aluminum grade metal would be used for the perforated metal wall and the treatment could vary depending on color. The tone would probably be in charcoal or black to have a white backing so the lighting would have a more reflective surface. The wall would probably not be silver, but the team would couple different [unknown] if Option 3 was chosen.
- The potential for variations with the metal was quite attractive, and the material was durable. The metal wall was preferred, and the lighting possibilities were intriguing.
  - Ms. Erikson confirmed the pricing shown was for the aluminum perforated metal.
- The perforated metal with the image pattern lent itself to a variety of changes and creativity with the lighting. Given the cost, Option 3 was the preferred option.
- The water feature was attractive, but too costly. Wilsonville was already known for three other water features, and while having a fourth would be nice, the plaza wall could be enhanced in other ways.
  - Ms. Erikson clarified no water features were currently in the plaza. The rain garden would be primarily planted and would serve its function versus being an interactive or artistic component. The design was fairly limited given the existing infrastructure that had to be tied in, so the rain garden became a slightly more traditional version.
- A water feature aside from the wall, such as a fountain, could provide white noise. The multi-spout fountain shown on Slide 7 could be installed in front of the metal wall or elsewhere in the landing for not much expense and should be explored as a possibility.
- What would Option 3 look like during the day when not super lit? Would the wall just be flat, have a texture or another option?
  - Ms. Erikson noted the top pictures of the perforated metal wall were all daytime photos and still had an image. (Slide 6) The water rippling over stone, for example, would still be the image seen. Playing with the color of the metal as well the backing so the wall read both during the day and when lit at night would ensure it was equally and/or differently visible, but it was important to strike the right



balance. She clarified the image was perforated metal and was purely created by removing the metal in different-sized dots, like a dot matrix. It was pretty impressive.

- Ms. Bateschell noted an example of the perforated metal could be seen on I-5 north between the two Wilsonville exits on the remodeled I&E Construction building off of Parkway ~~near~~ just north of Grace Chapel. On the I-5 side, a metal screen was installed, and perforated metal was used to create the company's logo in the center, which required a sign waiver. The sign was very noticeable and yet subtle without additional colors or moving pieces. She also described another example of a metal perforated door in a Portland parking garage. She offered to send a photograph of the door to the Commissioners to give a sense of how the image on the door of goats playing popped from a short distance.
- Option 2 would be good for the retaining wall of the ramp that would be constructed on the west side of the highway as it was consistent with the design.

#### B. Wilsonville Transit Oriented Development (Rybold)

Miranda Bateschell, Planning Director, noted many of the Commissioners were involved with the adoption of the Equitable Housing Strategic Plan in 2020. In that process, one of the projects identified as a priority strategy was a potential affordable housing project at the SMART Central site where the City owned land. In the Annual Housing Report, Staff reported information about housing development in the city, what had been permitted, the amount of growth, etc. Staff had also been tracking affordability, particularly the last five years, as well as the cost of housing in the City of Wilsonville. The Commissioners were aware of the state of housing in the city, county, and region and the need for the City to provide affordable housing opportunities, as well as subsidized affordable housing projects, and having City-owned land was a huge opportunity to do just that. A priority action of the Equitable Housing Strategic Plan was to look into a development opportunity study that could result in a partnership with private entities to develop affordable housing. In the past year, Staff had been advancing a number of the strategies from the Equitable Housing Strategic Plan, the Wilsonville Transit Oriented Development being one of them. The project started about six months ago in partnership with a consultant team and was also prioritized by City Council in its goal setting session earlier this year. This development project was a big priority for the City and Staff was excited to be working on this project.

Kim Rybold, Senior Planner, introduced the project team, noting the Equitable Housing Strategic Plan recommended further study on the proposed site and the ideas from that process were both achievable and feasible. The project team developed and published an existing conditions report, included in the packet to help guide the City Council's discussion on bigger ideas about vision for the site, and in particular, who they would hope to serve with an affordable housing development, as well as what type of site amenities should be considered. In response to feedback from Council, the project team began exploring site design options and different alternatives that could be the basis for creating a development program; looked at potential funding sources and how such projects may or may not be well suited for funding; and developed the site design options included in the packet as a more concrete way to visualize the ideas Council had in the fall. Ultimately, should the City decide to solicit a developer, that process would refine more of the details about the size and scope of the project. This work was an intent to capture what was feasible and possibly achievable on the site. The team would present the information to Council on Monday and discuss details about possible City roles in the project, in hopes of developing a request for qualification (RFQ) and then a request for proposal (RFP) early sometime next year. The project team sought the Commission's feedback and ideas about the design considerations and how the site might be visualized in the future.

Brian Vanneman, Leland Consulting Group, presented the Wilsonville Equitable Transit Oriented Development (TOD) via PowerPoint, reviewing the site's existing conditions and surrounding features and services amenable to an affordable housing site, the design principles for affordable, transit-oriented development, and design Options A, B, and C for the site, along with some additional sub options for each.

- He understood the presentation did not include a high level of design detail, but noted its purpose was to draw broad outlines and parameters of the type of development that the Planning Commission, City Council, and community would like to see on the site. This information would be provided as part of the RFQ and RFP to give developers some direction on the types of scale, size, massing, amenities, site design, etc. in the hope the developer would bring creativity to the project, respond to the designs provided, and do something even more creative than what the team had prepared.
- He noted the assumption based on the team's financial analysis and review of available financing tools was that most or all of the units in any of the options would be available to households at 60 percent area median income (AMI) and below, and probably a small percentage, 10 percent or maybe more, would be available to households at 30 percent AMI, making the unit available to very low income to work force housing.

Discussion and comments regarding the Wilsonville TOD project and the following two questions presented for the Commission's consideration were as follows with responses from the project team as noted:

1. Are the presented options consistent with the City's long-term housing goals?
  2. Are there any other important project design considerations to include in the developer solicitation process? (Slide 18)
- Mr. Vanneman confirmed elevators would be in the building for both Options A-1 and A-2. A three-story building might not have an elevator, but the team was focusing on a four- or five-story building which would have an elevator.
  - Asking seniors who were living in the building to walk up three floors would not be feasible.
  - The difference between the 94 units in Option A-1 and the 123 units in Option A-2 was based upon the additional floor. Options A and B both had 16 on-site parking spaces, which was not much. Did any of the parking spaces have electric charging stations and were any dedicated for ADA use?
    - Mr. Vanneman noted the intent of the on-site parking spaces was to primarily serve the ground floor use. The project team had not gotten to the level of design detail as far as specific parking spaces.
    - Matt Brown, YBA Architects, confirmed some handicap accessible spaces would be needed. In terms of contemplating the total parking stall count required, some off-site stalls might have to be converted to accessible stalls. He believed the preponderance of the required ADA stalls would be among the 16 on-site parking stalls, but a few off-site stalls closest to the site might need to be converted to make up the balance to avoid having four or five accessible stalls dominate the on-site spaces. In the future, some of the on-site stalls could be shared-use and available for active uses during business hours, as the Zoning Code required, but converted to residential parking in off-peak hours.
    - Dwight Brashear, SMART, stated no electric charging stations were currently across the street in the TriMet parking lot. SMART had spoken with TriMet a couple of times when receiving requests for charging stations. While TriMet had charging stations at other lots, the lack of usage at this location kept TriMet from being motivated to install electric charging at this parking lot; however, they would consider installing them if things changed.
  - Electric vehicles were moving forward, so electric charging stations should be considered for the future if there was flexibility.
  - The residents of this development at these income levels would most likely want access to the commuter train, which had limited hours that were intended for 8:00 am to 5:00 pm type jobs. The train stopped at 8:00 PM and did not operate on weekends. The train did not operate at a time that made the development transit oriented. Was TriMet open to running the commuter train for extended hours and days?
    - Mr. Brashear responded TriMet was very motivated to see this development and similar developments go in where land was available. TriMet needed density to increase the ridership on WES, which was everyone's goal. Plenty of transit was available as SMART ran a robust transit system in Wilsonville, and residents who would need access to grocery stores or to Salem, Canby, and Tualatin, for example, would have quick and easy access, probably better than anywhere else in the City of Wilsonville. About 300,000 to 320,000 trips a day went out of that Transit Center for SMART alone

pre-pandemic, not including the WES train. The numbers had dropped but were expected to get back to normal fairly soon.

- Commissioner Willard noted the SMART buses were a savior for her family with two special needs kids. Her 21-year-old wanted to get a job with Amazon but finding transportation to Tualatin or somewhere with the nearest Amazon distribution centers was hard for her without public transportation outside of Wilsonville.
- Option A-2 was preferred, followed by Option A-1. Options B and C were non-starters as they did not align with the goals of transit-oriented development and affordable housing. Given the distance from the north end of the parking stalls to the apartments, a covered walkway along the west side of the parking area should be considered so residents could have shelter from the pouring rain when walking the 450-500 ft to the front door of the apartment building.
- The highest density that could be done practically in the development, the better.
- Concern was expressed about the affordable housing project being isolated from the rest of the community. The ground floor activities were a positive aspect of the project and as a transit center would hopefully provide some viability for coffee shops and other shops for people using the Transit Center in addition to the residents. In the past, Barber St was suggested to be an anchor that extended east and west in the future and connected the Town Center with various mixed-use activities all the way to Villebois, but in the meantime, the development was sitting in the middle of an industrial area that provided jobs, but was isolated from the rest of the community. The plan was a good opportunity for TOD, but what would be the long-term look of the development?
  - Mr. Vanneman agreed and noted the isolation had been discussed with Staff and developers. The positives and drawbacks of the site had been discussed in internal and external conversations, as well as the long-term bike and pedestrian connections to the Town Center, the bike lanes on Barber St, and the great amenities to the west. The issue of isolation was a struggle to resolve, but immediately west was a lovely amenity of green space with oak trees for families to walk and enjoy. The site itself had semi-private space in front of each unit to put out chairs and planters to claim some green outdoor space just outside of the ground floor units, and the south side had some nice trees. Opportunities for on-site green space and active ground floor uses had also been created.
  - Mr. Brown added that he agreed the isolation was a challenge. Developing Barber St as a placemaking oriented, walkable corridor with mixed-used development would be fantastic as would establishing a way to connect better to Villebois in the long-term. In terms of the actual site design and working within the reality of the initial isolation, the team explored creating a more urban edifice on Barber St, but opted to set it back to preserve the large trees and create a south-facing communal space. The site was very linear; the challenge of an elevator building was the scale consideration and the construction economic reality. Going four or five stories with elevators usually meant being at 90 to 100 units at least for efficiency. Sculpting the south-facing space provided an opportunity for a slightly more iconic end to the building at the intersection with the transit driveway and Barber St, of which developers might or might not take advantage. A couple of other transitory building developments had been done recently in Gresham with the idea of an urban village in terms of the architectural expression. The massing at this level of the development did not do it justice yet, but the massing could be crafted to break down in scale, almost like large terrace housing or smaller segments that would resemble an urban frontage in a more fine-grained fabric. Such architectural elements could create a 'there' there, despite the fact not much was around it, currently.
- The design was nice. A good job had been done with the public and semi-private spaces and was clearly a site that had a lot of amenities nearby, but nobody lived nearby. If the project had already been presented to Council, the Commission should renew its call to Council to look long-term at this corridor and the potential for placemaking east and west so the site would serve as an anchor to stretch as opportunities arose to continue the mixed-use development, at least on the front of the corridor. None of which would happen unless it was planned and the vision kept alive. Otherwise, the community would stay isolated.
- Mr. Vanneman confirmed the proposed I-5 Pedestrian Bridge was approximately one-quarter to one-half mile away, so about a five- to ten-minute walk.

- A "people mover" going across the I-5 Bridge and connecting to the Transit Center should be considered for the future.
- The character of the site would change remarkably after the bridge was installed and Town Center was up and thriving. Because the location was right between Town Center and Villebois, the sense of isolation would be considerably reduced. However, Barber St should be more populated than it was currently.
  - Ms. Rybold noted that as part of the I-5 Pedestrian Bridge project, the City had been coordinating with Mr. Brashear and designing the bridge to be able to accommodate a potential future autonomous shuttle that would originate from somewhere around the subject location and cross over to the pedestrian bridge. The concept had also been noted in conversations with developers who were very intrigued. Staff acknowledged that the issue of isolation had come up during the Equitable Housing Strategic Plan process as well. TriMet had some policies around transit-oriented development, particularly where they had underutilized Park & Ride sites, and was interested that the City was considering development on this property, because it would help support its ridership. TriMet was also thinking of the long-term possibilities of the development and how to convert some of its underutilized pieces of pavement into opportunities for housing and mixed-use development. Other ways to make the development more of a hub in the long-term were possible.
- It was important to keep the idea of the Barber St corridor in discussions so it was not forgotten and hopefully Council would keep it in mind as well.
  - Mr. Brashear noted TriMet owned the lot, but the City and SMART oversaw the lot. He continued to get calls on a regular basis for use of the lot, so realistically, events could be held on the lot every weekend, such as farmers markets and car shows. If the lot was opened up to groups, then it had to be opened up to everyone. SMART was trying to work with legal on opportunities for the lot to stay busy all year round on the weekends. During the week, it was utilized for Park & Ride, and ridership was expected to come back. He hoped the lot would become a gathering location for different events as one of the biggest lots in all of Wilsonville with so much potential. He believed there were 430 parking spaces. He had a bus rodeo each year on that lot, which was plenty big. The building was just the beginning of a potential for something incredibly grand for Wilsonville and could be its own Town Center and community. He confirmed the walk to Town Center was relatively short and even shorter to the new plaza. For the autonomous vehicles, the west terminus to turn around and go back across the bridge would be the Transit Center area.
- Mr. Vanneman noted when presenting to the Council on Monday, the team would be talking more about the next steps of how to move the project forward and how to attract a developer, primarily in 2022 and beyond.
- This project was an important piece of what Wilsonville would offer for affordable housing.
- Would the affordable units stay affordable in perpetuity?
  - Mr. Vanneman replied typically, the units were affordable for 50 or 60 years. The base requirement for affordability was 30 years, but the requirement usually went longer. At the end of 50 or 60 years, the project needed to be reinvested in and recapitalized for renovations, for example. Most of the money for this project would come from state and federal grant funds, so at the end of the 60 years, the developer would get a new round of grant funds, and the units would then be affordable again for another 60 years. However in the RFPs, the project team would ask how long the developer could guarantee to the City that the project would be affordable.
- When the reinvestment was done, would anything keep the affordable units from becoming high-priced condos if that was where the capital was coming from?
  - Mr. Vanneman noted the site was a City owned site, so the City had a lot more control than affordable housing built on other sites. In the process, the City would create a legal contract with the developer and could put whatever it wanted into that contract. In perpetuity, it got confusing because the building needed renewing at some point, but the City could investigate what requirements to put in the contract, at minimum 50 or 60 years, potentially longer. He explained the City could lease or sell the land to the developer, but even if the land was sold, covenants and restrictions or a disposition and

development agreement could be used for requirements related to the period of affordability, the number of units, tree preservation, etc.

- The wetlands were a great visual resource to the west, and a rooftop plaza on the west could have some great views off into the wetland area.

Ms. Rybold stated the Commission's feedback was very helpful and noted the project team would summarize that feedback when presenting to Council on Monday.

### C. Airport Related Comprehensive Plan Updates (Bateschell)

Miranda Bateschell, Planning Director, noted she was the project manager for the City on the Airport Related Comprehensive Plan. Wilsonville was neighbors with the Aurora Airport, which had both positive and negative impacts to the community. For that reason, historically the City had participated and asked to have a voice at the table in different planning efforts around the airport, particularly because of having the closest residential neighborhood of Charbonneau. Other communities, both in the state of Oregon and across the country adjacent to or with an airport within their boundaries had policy statements and objectives in their comprehensive plans to outline the relationship they wanted to have with the airport, the different planning efforts, and the different types of impacts to protect the city's interests to a certain degree. Wilsonville did not currently have those provisions in the Comprehensive Plan and given the City's interest and perspective with the Aurora Airport, having those provisions in the Comprehensive Plan would be beneficial. The City had hired a firm that was familiar with this type of planning for help.

Chris Green, Harper Houf Peterson Righellis Inc. (HHPR), introduced the project team and presented Wilsonville and the Aurora Airport Considering Comprehensive Plan Policies via PowerPoint, reviewing the airport's location and history, the planning for airport compatibility and impact areas, the project's goals and outcomes, community engagement opportunities, and the areas of the Comprehensive Plan that would be impacted by the updates.

Brad Kilby, HHPR, added the project team was aware of the obvious impacts like noise, motor emissions, and associated traffic, having read through a lot of the information that had happened at the local level and was similar to impacts at the Hillsboro Airport, Portland International Airport and airports everywhere. Many airports were entrenched with a lot of advocates and a lot of money and were very protected in the federal scheme of things. Putting goals and policies into Wilsonville's Comprehensive Plan would give the City a voice and standing in recognizing the impacts and benefits to the community. The team was seeking feedback on other impacts that might not be so obvious that the Commission wanted to be sure to cover in the goals and policies.

Discussion and comments regarding the Wilsonville and the Aurora Airport Considering Comprehensive Plan Policies and the questions posed to the Commission were as follows with responses from the project team as noted:

Guidance Question #1: What are some of the impacts (or potential impacts) of the Aurora Airport to the Wilsonville community that should be addressed in Comprehensive Plan policies? (Slide 18)

- Mr. Kilby said he did not know if the runway extension was to allow larger planes at the airport without speculating. Having a longer runway was definitely a request by much of that airport community for more operations. Discussions had been held about potential users of the airport, and many airports, and especially airport operators, saw dollar signs in this case given the airport's specific location to I-5, and the request for a pretty large extension for a small airport.
- Approximately 193 flights came into the airport a day and a lot of flight noise could be heard in Area C, and sometimes the helicopters and airplanes seemed very low. Homeowner association leadership should be invited to the planned meetings, particularly in Areas of Special Concern C and D on the southern end of Wilsonville. (Slide 14)

- Mr. Green clarified the Areas of Special Concern on the map did not necessarily relate to the airport, but the team intended to make that type of direct outreach in the south Wilsonville and Charbonneau areas. He invited input on any other areas that might be impacted.
- The primary area of impact was the flight approach, which followed a line extending down the center line of the runway and all the way through Wilsonville. The focus should not just be on Charbonneau and south Wilsonville, but the flight approach, which would include most of east Wilsonville.
- The area around the airport was certainly an area of special concern to Wilsonville, but not like the Areas of Special Concern in West Railroad and Basalt Creek. Those areas would probably end up incorporated in Wilsonville, whereas the City had no intentions of ever incorporating in the area around the airport. The airport was virtually lacking in its own infrastructure for services and had an eye on Wilsonville, in particular, to provide such services in the future. An effort in recent years was to pass a law requiring a municipality like Wilsonville to provide services without incorporating the airport. The law did not pass, but the intention was clearly there for the airport to benefit from its proximity to Wilsonville and not the other way around.
- Additionally, the airport was in the protected area of rural reserve for 50 years and represented a threat to the rural reserve, specifically to turn it into something like what occurred around the Hillsboro Airport, resulting in a strip city along I-5 from Wilsonville to Salem at the great expense of some of the most productive farmland in the state and country. This fundamental concern had been a push back to the airport development, and it was a misdirection to consider it a matter of Wilsonville's Comprehensive Plan as apart from Wilsonville's special concern which was a defensive concern against the airport.
  - Mr. Green confirmed that regional land use, agricultural protection, public facilities, and infrastructure were important concerns that needed to be addressed.
  - Ms. Bateschell added the Areas of Special Concern in the Comprehensive Plan were not all just areas at the edge of the city that were future master planned communities. In the past, the City would outline its goals for master planning Areas of Special Concern that had been or would be brought into the urban growth boundary, but master planning was not the only reason for Areas of Special Concern. Other areas within that list had something unique about the area or something the City wanted to call attention to in the area.
- In reading the report, it seemed the Area of Special Concern was being used as a wedge to treat the airport as an Area of Special Concern similar to the west Railroad and Basalt Creek areas, which was a misdirection.
- It seemed West Railroad and Basalt Creek were areas in which the City had interest in growth. The airport and its surrounding areas were areas the City should be concerned about growing towards. Extending services south of the river would be expensive and inefficient for the City. Charbonneau today would be a mistake because it did not pay and was a bad, inefficient growth area. However, the impact of being forced or enticed into providing service to the area adjacent to the airport and the airport itself should be a concern. All of the land between Wilsonville and the airport would have to be considered to make it more cost effective, which was a slippery slope and would impact the City and its direction of growth.
  - Mr. Kilby assured the project team understood, adding the point about the rural reserves was probably the key statement that reinforced the policy around not wanting to extend urban services into that area and it was something to implement as a policy.
- Wilsonville did have an interest in addressing the airport in its Comprehensive Plan, but not in the same sense that it addressed Basalt Creek and West Railroad. The Comprehensive Plan had no obvious place for the airport, which was why it probably was not in the Plan.
  - Putting the airport in the Special Conditions area of the Comprehensive Plan made sense because it was not within the city's boundaries and was not part of the normal Comprehensive Plan.
  - Saying what the City did not do or was not planning in a Comprehensive Plan was unusual, unless it was in policies. This could shape the Comprehensive Plan as growth policies that the City would adhere

to in order to maintain efficiency of provision of services and compactness, for example, or a commitment to boundaries.

- If the City did not address the airport in its plans and policies, it would have no standing in any discussions because the airport was not in the City's territory. Was extraterritorial jurisdiction operational in the State of Oregon, where areas outside of a territory had a veto power on growth and development?
  - Ryan Adams, Assistant City Attorney, noted the City was still in litigation right now, so he could not give too much detail. He explained the OARs had a State agency coordination program, and to have a seat at the table, the City needed to be an affected jurisdiction. An affected jurisdiction had a fairly specific requirement within the definition, and one of those requirements was that the City have some reference to the airport, the ability to regulate some type of area around, it such as airspace, within the Comprehensive Plan. This was one way to get a seat at the table, because historically, the Oregon Department of Aviation (ODA) made it somewhat difficult, in the City's opinion, to have that seat, which was why the City was in litigation in the first place. The City wanted its voice to be heard, which was one of the main reasons for considering these Comprehensive Plan policies.
    - He was not aware if extraterritorial zones were operational in Oregon, but would do some research. He noted Clackamas County's comprehensive plan regulated the airspace coming off the end of the runway, even though the runway was in Marion County. He agreed Clackamas County's comprehensive plan set a good precedent for inclusion the regulation of airspace in Wilsonville's Comprehensive Plan.

Guidance Question #2: What are some of the benefits (or potential benefits) of the Aurora Airport to the Wilsonville community that should be addressed in Comprehensive Plan policies? (Slide 19)

- Mr. Green added a lot of planning and regulation focused on preventing encroachment into airport areas with development, for example. With the Exclusive Farm Use Zone and rural reserve that currently exists around the airport, encroachment might not as big of an issue as it might be in other places, but he noted the Commission's concern and suggested looking at the benefits to the community in protecting those areas and the compatibility of what was going in around the airport.
- Mr. Kilby noted as far as the benefits, people in the Wilsonville community probably frequented or operated out of the airport or were employed at some of the businesses at the airport. Growing the airport was definitely indicative of an economic boom for somebody and that needed to be memorialized in the Comprehensive Plan as well.
- Commissioner Heberlein noted he was a Wilsonville resident and a private pilot who worked for a company at the Aurora Airport. He hoped the City would take a balanced approach to the Comprehensive Plan policies in light of the discussion about the runway extension. His goal was to have more of a symbiotic relationship to meet the needs of both sides rather than using the updates as a defensive tactic. Focusing so much on the negative would lose sight of the positive, which included some of the economic benefits the airport provides.
  - Mr. Kilby agreed and believed being defensive would backfire on the City because airports were very well protected and full of advocates. The reason to have a voice at the table was to address the issues of compatibility and concerns about operations at the airport and to work cohesively with the airport ownership group and Department of Aviation to make sure the community was protected in the best ways possible.
- Some of the not-obvious benefits to document were the lifesaving services associated with the airport, such as firefighting and search and rescue operations. Those types of benefits should be documented especially for the citizens of Wilsonville to really identify with those benefits at a deep level.
  - Commissioner Heberlein confirmed Life Flight operated out of the airport with both helicopters and fixed wing lifesaving services, and both helicopter companies supported firefighting operations, so the airport had emergency response types of activities.

Guidance Question #3: What stakeholders, including community members and business interests, does the project team need to make sure that we hear from in the planning process? (Slides 17 and 20)

- What methods might be particularly effective in engaging these individuals or groups?
- "Airport users" was suggested as a better term than "airport operators" because it encompassed both businesses and the individuals.
  - Mr. Green and Mr. Kilby explained "airport operators" was meant to be all-encompassing for direct users of the airport as a facility, such as business owners and pilots based at the airport or using it directly.
- The stakeholder list seemed fairly comprehensive, but the top bullet should be changed to be more inclusive of the East Wilsonville residents' impact. Definitely more than just south Wilsonville and Charbonneau were impacted; the central east side of the city noticed the traffic as well.
  - Mr. Green agreed the outreach should consider the flight path as well as proximity.

The project team thanked the Commission for its feedback and welcomed any further questions or comments via email.

#### **IV. INFORMATIONAL**

- A. City Council Action Minutes (October 4 & 18, 2021) (No staff presentation)
- B. 2021 PC Work Program (No staff presentation)

Miranda Bateschell, Planning Director, confirmed the upcoming work items in December and noted an item had been added to the January agenda.

Chair Mesbah stated that on behalf of the Commission, a live flower plant was delivered to Tami Bergeron as a thank you.

Ms. Bateschell noted the last time Frog Pond master planning was before the Commission, outreach was discussed, and one of the topics that came up was connecting with the City's new Diversity, Equity, and Inclusion (DEI) Committee. She and Georgia McAlister had attended the DEI Committee meeting last night to speak with them about the Planning Division, the projects being worked on and how planning was related to daily life. The outreach work done by Planning, particularly recently, was also highlighted, including what had generated more diverse participation in projects versus Staff's struggle to get diverse representation from the community participating, as well as what had and had not worked well. Town Center was a challenge right now with COVID-19, for example. The DEI Committee was asked about its ideas for how and where to engage to hopefully receive more input and interaction with traditionally underrepresented groups in the community, and what questions should be asked when talking about housing, transportation, access, and affordability. The committee was wonderful to interact with and Staff had been asked to return and would follow up to continue the conversation.

Commissioner Willard noted she would not be able to attend the December meeting.

#### **V. ADJOURNMENT**

Chair Mesbah adjourned the regular meeting of the Wilsonville Planning Commission at 9:03 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, LLC. for  
Daniel Pauly, Planning Manager