

**PLANNING COMMISSION  
WEDNESDAY, MARCH 9, 2016  
6:00 PM**

**AGENDA**

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**I. 6:00 PM CALL TO ORDER - ROLL CALL**

Jerry Greenfield, Chair      Eric Postma, Vice Chair Peter Hurley  
Al Levit      Kamran Mesbah      Phyllis Millan  
Simon Springall City Council Liaison Charlotte Lehan

**II. 6:05 PM PLEDGE OF ALLEGIANCE**

**III. 6:10 PM CITIZEN'S INPUT**

This is the time that citizens have the opportunity to address the Planning Commission regarding any item that is not already scheduled for a formal Public Hearing tonight. Therefore, if any member of the audience would like to speak about any Work Session item or any other matter of concern, please raise your hand so that we may hear from you now.

**IV. 6:20 PM CITY COUNCIL LIAISON REPORT**

**V. 6:25 PM INTRODUCTION OF NEW PLANNING COMMISSIONER**

A. Kamran Mesbah

**VI. 6:30 PM CONSIDERATION OF THE MINUTES**

A. PC Meeting Minutes Draft Feb 10, 2016

Documents: [WPC Feb 10 2016 DRAFT Minutes.pdf](#)

**VII. 6:35 PM WORK SESSIONS**

A. TSP Amendments (Mende)

Documents: [VII. A. TSP Amendment Memo\\_Revised 2.29.Pdf](#)

B. Frog Pond Area Plan (Neamtzu)

Documents: [VII. B. Frog Pond Combined Documents.pdf](#)

**VIII. 8:50 PM INFORMATIONAL**

A. Basalt Creek Concept Plan (Bateschell)

B. 2015 Annual Housing Report (Bateschell)

## **IX. 9:05 PM OTHER BUSINESS**

A. 2016 Planning Commission Work Program

Documents: [2016 PC Work Program.pdf](#)

## **X. 9:15 PM ADJOURNMENT**

*Time frames for agenda items are not time certain.*

### Public Testimony

*The Commission places great value on testimony from the public. People who want to testify are encouraged to:*

- *Provide written summaries of their testimony*
- *Recognize that substance, not length, determines the value of testimony*
- *Endorse rather than repeat testimony of others*

*Thank you for taking the time to present your views.*

For further information on Agenda items, call Tami Bergeron, Planning Administrative Assistant, at (503) 570-1571 or e-mail her at [bergeron@ci.wilsonville.or.us](mailto:bergeron@ci.wilsonville.or.us).

Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting.

The City will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:

- \*Qualified sign language interpreters for persons with speech or hearing impairments
- \*Qualified bilingual interpreters.

To obtain services, please call the Planning Administrative Assistant at (503) 682-4960.

**PLANNING COMMISSION  
WEDNESDAY, FEBRUARY 10, 2016  
6:00 P.M.**

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

<b>DRAFT MINUTES FOR REVIEW</b>
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**Minutes**

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

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

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

City Staff: Miranda Bateschell, Michael Kohlhoff, Eric Mende, Jen Massa Smith, Britney Buttacavoli

Chair Greenfield added the 2016 Planning Commission Work Program to the agenda under Other Business.

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**IV. CITY COUNCIL LIAISON REPORT**

No Council Liaison Report was given due to Councilor Lehan's absence.

**V. CONSIDERATION OF THE MINUTES**

A. Consideration of the January 13, 2016 Planning Commission minutes  
The January 13, 2016 Planning Commission minutes were accepted as presented.

**VI. WORK SESSION**

A. Transit Master Plan Public Involvement Strategy (Jen Massa Smith)

Chris Watchie, Cogito, Eugene, OR, stated her firm was heading up the Public Involvement Strategy for the Transit Master Plan. The company focused on land use, transportation, and economic development public involvement strategies, and had worked with South Metro Area Regional Transit (SMART) in the past.

Jen Massa Smith, Program Manager, SMART Transit, presented the Staff report, which was included in the packet. Unlike the 2008 Transit Master Plan (TMP), this TMP update would utilize a task force rather than an advisory committee and Cogito was hired to go into the community per the Public Involvement Plan. The 2008 TMP focused on Westside Express Service (WES) coming into town; SMART redesigned its routes to meet all of the light rail trains and focused on commuters coming in and out of town using WES. Much had changed in 10 years and SMART sought to address areas that have experienced so much growth, like Villebois, and to be proactive in its planning for transit in the Frog Pond and Coffee Creek Areas. The main reason for the Public Involvement Plan is to understand how SMART is or is not meeting the public's needs and whether SMART should focus on regional service or more service within Wilsonville. Because so many tradeoffs are involved in what could actually be accomplished, public involvement is important. A transit planning workshop is scheduled for March 10<sup>th</sup> from 5:30 to 8:30 pm that would provide a special opportunity for decision-makers like the

Planning Commissioners to learn about transit planning and grapple with the tradeoffs in providing transit services.

Ms. Watchie explained that public involvement plans are intended to improve, foster, and strengthen the relationships between the community and agency, and could be done in a variety of ways, providing accurate, easily accessible information in convenient locations. Typically, public involvement processes expect the public to come to evening open houses at designated locations. Although that could be successful in certain situations, like in the summer when it stays light later and school is out for summer break, it could be very hard for others to attend for various reasons. Cogito's public involvement strategy warrants going where people are to make the process easier and more accessible to those folks. She overviewed the Transit Master Plan (TMP) Public Involvement Plan included in the meeting packet with these key additional comments:

- The timeline was depicted on Page 3 of the Public Involvement Plan. Cogito is about to enter into a series of community interviews to ask the public some baseline questions about the tradeoffs Ms. Massa Smith mentioned. Both Cogito and Ms Massa Smith strongly encourage the Commissioners to attend the workshop on March 10<sup>th</sup>, the first in series of focus groups that will be highly informative about the tradeoffs for SMART and how they affect land use. The second focus group would deal with seniors, people with disabilities, and the third focus group is Title 6, low income users. These three main focus groups along with many one-on-one interviews will supplement the community-wide surveys.
- Community Survey #1 would run for about one month and be accessible online and via electronic kiosks, which would be placed in a number of different places throughout the community, such as cultural nights at schools, at the library, church events, and outside Fred Meyer, for example. The intent is to catch people during their normal activities rather than expecting them to come someplace in order to provide input. This seems a more exciting way of reaching more people and getting much broader input for SMART.
  - People would begin seeing the kiosks moving in around town. The kiosks would be iPads on stands and could be moved quickly to another area if input is not being received.
  - A list of kiosk locations would be provided during Community Survey #1, the first informational gathering phase. SMART's service planners would use the information gathered to develop transit options that would then be vetted with the community later in the summer (Community Survey #2).
- While a fairly tight process and short timeframe, the public involvement would be done in a very effective and collaborative manner.
- The Planning Commission would receive regular E-updates as the TMP Update project progressed and she hopes the Commissioners would forward the updates to their constituents and networks. She noted the Interested Parties List for those wanting to receive E-updates currently included more than 1,200 contacts.
- Cogito has been working with the TMP Task Force to learn about other potential areas for the kiosks, as well as other ways to reach citizens. Employee lounges, the WES station, and senior centers at lunch time were some of the suggestions received so far.

Discussion and feedback from the Planning Commission and responses to questions by Ms. Massa Smith and Ms. Watchie were as follows:

- The same Community Survey would be online and at the kiosks, and will most likely launch the end of February or beginning of March. An E-update would be sent to the Interested Parties List, and articles submitted to both the *Boones Ferry Messenger* and *Wilsonville Spokesman*. They hope The Oregonian would at least highlight the public involvement process and project timeline looking ahead. They feel confident that these efforts combined with the information that would be distributed through the City's various commissions and board would result in a very good response.
- Other kiosk locations intended to reach those populations that did not attend Task Force meetings on a regular basis include: Goodwill and Murase Plaza, where the fountains in the summer attracted a diverse cross-section of people, including parents and grandparents.
  - Cogito received a list of homeowners associations (HOA) in the community and would ask them to distribute the survey through their networks.

- The Chamber of Commerce would be happy to distribute any information about providing online input to all of its member businesses. Businesses want to feel involved given their financial contributions to SMART and would also pass information on to their employees.
  - Cogito would contact the Chamber to do a presentation with the electronic kiosks. Like the other focus groups, the March 10<sup>th</sup> workshop is invite only, but this first one would be larger and more intensive than others. All the top employers would be invited and Ms. Watchie agreed to follow up with Chamber CEO Kevin O'Malley.
- Getting the businesses' and employees' perspectives is very important given the dual nature of SMART's services, bringing employees to Wilsonville businesses and residents to transit. Moving the kiosks around and placing them at the various retail and light industrial parks around town would reach employees of small employers in local business parks
  - Distributing door hangers or postcards that announce when and where kiosks will be available would help to reach nonresidents as well.
- Ms. Watchie reiterated the importance of the Planning Commissioners' attendance at the March 10<sup>th</sup> workshop, noting the implications for the Planning Commission regarding discussion about whether transit led or followed development. A staff person from Jarrett Walker and Associates, national experts on helping design and think about transit in communities of all sizes, is leading the workshop and so attending the workshop is an extremely worthwhile time investment.
- Cogito was involved in the Transit Master Plan process prior to 2008. While smaller projects considered different routes, most recently the Route 2X between Wilsonville and Portland, and the out of town Dial-a-Ride, the entire system had not been studied for almost 10 years. Much in the current TMP had been accomplished; however, because some things have changed so much, some programs might not make sense to do anymore.
- Staff confirmed the Planning Commission would be making a recommendation to City Council. Although the presented timeline has not yet been updated, the Commission's Work Program now includes work sessions on the entire TMP in April and again in August with the public hearing in September. The Public Involvement Strategy was being presented today, and the Commission would work into the broader TMP and SMART service in the upcoming work sessions, which were currently scheduled for the Planning Commission, not the Committee for Citizen Involvement (CCI).

Ms. Watchie confirmed that Goodwill, school or parent involvement nights, and senior residence facilities, in addition to office parks for kiosk placement was a great strategy. Cogito worked on the Beauty and the Bridge Project in the past, so the company has a good relationship with the schools, and is happy to follow up with them. She welcomed further ideas about reaching the public, noting that doing public involvement well was an iterative process as no template worked in any one community, so adjustments must be considered.

The Commission took a brief recess and reconvened at 6:30 pm.

## **VII. INFORMATIONAL**

### **A. Bike Wayfinding Signage Plan (Britney Buttacavoli)**

Eric Mende, Capital Projects Engineering Manager, described his role at the City, which included overseeing the budget, staffing, and the overall management of the Capital Program. Master plans are a key part of the Capital Program as City projects and the costs put into the annual budget came from the master plans approved by the Planning Commission. He introduced Britney Buttacavoli, who graduated from Oregon State University with a degree in civil engineering in March 2015 and began working for the City as an intern in July.

Britney Buttacavoli presented the Bicycle Wayfinding Signage Plan via PowerPoint, included in the meeting packet. She noted the Bicycle Wayfinding Signage System was different from and only one component of the overall City Wayfinding System, which would be implemented at a later time; so information not included in the Bicycle Wayfinding System could be included in a future project.

Comments from the Planning Commission and Staff's responses to Commissioner questions were as follows:

- The rank or prioritization of the destinations was based on responses from the signage survey, which identified the preferences and priorities the bicycling public put on those destinations. Alta Planning + Design, the City's consultant, also helped determine the destination ranking.
  - The City also received a lot of input and suggestions from the City of Milwaukie, which recently did a bicycle signage system.
- Ranking reflected how often different people would be traveling by bike to various areas. Noting that schools would be a bit different destination than a park, or commercial area. The schools had low rankings because not many people indicated traveling there was a priority for them. Additionally, those traveling to the schools knew where the schools were located.
- A few demographic questions were included on the survey, but no specific analysis was done with regard to the demographics of the 140 respondents.
- The ranking system was important when making decisions about what destinations to add or include on the signage. The category was also a factor; for example, districts needed to be signed to three miles away, as they were more important than other destinations.
- The Sign Display and Placement Plan was also a useful resource in the way it indexed all the City's intersections.
- Parkway Avenue, between Boeckman Road and Town Center Loop had been signed, "Caution: Bicycles on Roadway". However, the road was not wide enough for bicyclists and an agreement had been made that the City would not require the developer of Jory Trail to widen Parkway Avenue, but they had to install a double-wide sidewalk to function as dual use sidewalk. Bicycles traveling southbound should be directed onto the sidewalk on Parkway Avenue. A bike lane currently existed on the northbound lanes of Parkway Avenue.
  - Mr. Mende agreed to find out whether the City placed the signs or whether the developer had been conditioned to do so.
- Commissioner Levit had been briefed on the Bicycle Wayfinding System last week. As an avid bicyclist, he had good insight to bicycle travel and provided a lot of good input.
- At a traffic circle, the standard practice was to have bicyclists use the sidewalks, which was encouraged by the curb cuts. Cyclists who are very comfortable with traffic typically went through the roundabout.
- Another difficulty when trying to direct people through roundabouts and onto different streets was sign pollution. Comments had been made about adding even more signage to the existing number of signs at roundabouts, so it was something for the City to consider.
  - It was also important to ensure both bicycles and vehicles traveled in the right direction.
  - Initially, the decision signs were to be placed before the roundabout, but Alta suggested adding turn signs within the roundabout. The key was to find the proper balance of not using too many signs, but also to provide clear direction for cyclists.
  - There was no room to incorporate signs with a circle and curved arrows that indicated traveling around the roundabout and when to turn. The arrows used to direct bicyclists in a roundabout were only 2 x 2 inches.
- About 150 total signs were proposed in the Plan. The guidelines proposed placing bicycle wayfinding signage 30 ft, 100 ft, and 200 ft before an intersection, but Staff was working with Public Works to use existing poles to avoid cluttering the system with additional poles.

Chair Greenfield commented that the report was impressive.

## **VIII. OTHER BUSINESS**

### **A. 2016 Planning Commission Work Program**

This item was added to the agenda.

Miranda Bateschell, Long-Range Planning Manager, noted the TMP work session scheduled for June would be moved to August. She updated that Staff had been waiting for confirmation on the citywide logo before moving

forward with the Citywide signage and wayfinding program, which was intended to direct people to the places they wanted to go within the city, but also to create a sense of place around the city and its character. Staff was currently determining the scope of work, noting the overall wayfinding program would integrate the experiences of drivers and pedestrians, as well as bicyclists to some degree. A consultant would be hired in the spring, and Staff would present the City-side Signage and Wayfinding draft program to the Commission in September.

- She noted the upcoming agenda items for March, noting the TSP Amendments might be moved to April.
- The Basalt Creek project team was working toward a public open house and outreach to the technical agency teams about next steps. Staff would be providing a quick update and a new calendar about the progress in May with adoption of the Basalt Creek Concept Plan anticipated later this year.
- She explained that the Frog Pond Area Plan work session would involve discussion about the initial concepts for Phase 2 in terms of the approaches for the Zoning and Development Codes and what language would be needed to support the Frog Pond Concept Plan that was adopted in the fall. Staff and the Commission would discuss ideas and ways to implement what was in the Concept Plan and then Staff would use the Commission's input to draft the language that would be presented to the Commission.

Commissioner Postma reminded the statutes required the CCI to meet three times annually, noting that some items on the Work Program, such as the French Prairie Bridge work session, could be addressed by the CCI to meet the requirements.

- Ms. Bateschell agreed the Commission missed the opportunity to convene as the CCI, which was an oversight by Staff in terms of how the agenda was created and notified. There would be plenty of opportunities to meet as the CCI given the upcoming work on the Town Center, French Prairie Bridge, and other upcoming projects.

Commissioner Springall noted he would not be present for the March Planning Commission meeting or the March 10<sup>th</sup> Transit Master Plan workshop. He noted the book, "Start with Why" by Simon Sinek had been recommended for the Leadership Academy and suggested some Commissioners might find it interesting. The book offered an interesting perspective on why certain businesses succeed, but also targeted general leadership and community involvement skills.

## **IX. ADJOURNMENT**

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 7:06 p.m.

Respectfully submitted,

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



**PLANNING COMMISSION  
WEDNESDAY, MARCH 9, 2016**

**VII. WORK SESSION**

**A. TSP Amendments (Mende)**





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# DRAFT MEMORANDUM

**DATE:** February 29, 2016

**TO:** Project Management Team

**FROM:** Scott Mansur, P.E., PTOE  
Jordin Ketelsen, EIT

**SUBJECT:** **Wilsonville Transportation System Plan (TSP) Amendment Summary**

P15125-003

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This memorandum discusses necessary amendments to the City of Wilsonville’s Transportation System Plan (TSP) since the prior TSP was adopted in 2013. These changes include the following project modifications:

- Delete the minor arterial segment for Kinsman Road between Ridder Road and Day Road, including associated truck route and bicycle route designations and delete associated Capital Improvement Project RE-07.
- Add the proposed east to west Java Road collector, including bicycle route designations and update Capital Improvements Project SI-01 accordingly.
- Add Garden Acres Road as a three-lane collector designation, including truck route and bicycle route designations. Prepare a cost estimate and project description for inclusion as a Higher Priority Project.
- Add the designated collector roadways and update the proposed trail locations from the recently adopted Frog Pond Area Plan. 1
- Provide updated information for project UU-01 (Boeckman Road Dip Improvements) based on the recent OBEC bridge study.2
- Add the Printer Parkway collector, including the proposed bicycle facilities. Prepare cost estimate and project description for inclusion as a Higher Priority Project.
- Add the collector roadways and site improvements associated with the proposed Advance Middle School site.

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<sup>1</sup> *Frog Pond Area Plan*, Angelo Planning Group, DKS Associates, November 2015.

<sup>2</sup> Boeckman Dip Reconstruction Option A Preliminary Cost Estimate, OBEC.



- Update the City’s urban growth boundary (UGB) to include the area surrounding the proposed Advance Road Middle School and City Park site.
- Extend Capital Improvement Project BW-P2 to include sidewalk infill on Boones Ferry Road from Commerce Circle Loop to Day Road.

The following sections provide more detail for the specific proposed modifications to the TSP.

## PROPOSED AMENDMENTS FOR TSP COMPLIANCE

The discussion of recommended revisions is generally organized by reference to the applicable chapter(s) of the TSP. In all chapters, revisions to existing TSP language are presented with deletions shown in ~~striketrough~~ and additions or new code shown as underlined. The revised TSP figures, referenced in the sections below, are attached at the end of this memorandum. The revisions identified in this memorandum will also be addressed in a final amended TSP document once the revisions are approved by the Planning Commission and City Council.

### Executive Summary

The following changes are recommended to the Executive Summary of the City of Wilsonville’s TSP.

#### ***Higher Priority Projects Figure*** (Page iv)

See the recommended changes to this figure in Chapter 5 (page 4 of this memorandum).

#### ***Higher Priority Projects Table*** (Page v)

Remove the following projects from this table:

- ~~Project RE-07 Kinsman Road Extension (North)~~
- ~~Project BW-11 Frog Pond Trails~~
- ~~Project RT-02 Frog Pond Trail~~
- ~~SI-01 Clutter Road Intersection Improvements with Realignment or Grade Lowering~~

Add or update the following projects to this table:

- UU-08 Garden Acres Road Urban Upgrade
- UU-09 Printer Parkway Urban Upgrade
- UU-10 Advance Road Urban Upgrade
- RE-11 Advance Road Middle School Collector Roadways
- RE-12A Frog Pond West Neighborhood Collector Roads
- RE-12B Frog Pond South Neighborhood Collector Road
- RE-13 Java Road Connection and Signal
- RT-07 Revised Frog Pond Regional Trail



## Chapter 3: The Standards

The following changes are recommended to Chapter 3 of the City of Wilsonville's TSP.

### **Figure 3-2: Functional Class Designations** (Page 3-5)

Summary of changes:

- Update the UGB to include the area surrounding the proposed Advance Road Middle School and include 63<sup>rd</sup> Avenue and Hazel Street as collector roadways.
- Show Advance Road as a collector road to 60<sup>th</sup> Avenue.
- Remove the Kinsman Road extension between Day Road and Ridder Road.
- Modify the functional classification of Garden Acres Road from a local street to a collector.
- Add the future collector roadways proposed in the adopted Frog Pond Area Plan.
- Modify the functional classification of Printer Parkway from a private local street to a collector.
- Modify the functional classification of 60<sup>th</sup> Avenue adjacent to the proposed Advance Middle School site to a collector.
- Add the future Java Road collector.

### **Figure 3-4: Freight Routes** (Page 3-9)

Summary of changes:

- Update the UGB to include the area surrounding the proposed Advance Road Middle School.
- Remove the Kinsman Road extension.
- Classify Garden Acres Road as a truck route.

### **Figure 3-5: Bicycle Routes** (Page 3-11)

Summary of changes:

- Update the UGB to include the area surrounding the proposed Advance Road Middle School and show bike lanes on 63<sup>rd</sup> Avenue and Hazel Street.
- Update to show bike lanes on Advance Road to 60<sup>th</sup> Avenue.
- Remove the Kinsman Road extension and update the alignment of the proposed future shared use paths in the area.
- Add the planned bike lanes on the future Java Road collector.
- Show the planned future bike lanes on Garden Acres Road.
- Show the planned future bike facilities on Printer Parkway.
- Update the bicycle facilities and shared used paths in the Frog Pond area as designated in the Frog Pond Area Plan.



## Chapter 4: The Needs

The following changes are recommended to Chapter 4 of the City of Wilsonville's TSP.

### **Figure 4-1: Roadway Cross-Section Deficiencies** (Page 4-5)

Summary of changes:

- Update the UGB to include the area surrounding the proposed Advance Road Middle School.
- Highlight Garden Acres Road as experiencing existing collector cross-section deficiencies.
- Highlight Printer Parkway as experiencing existing collector cross-section deficiencies.
- Highlight Advance Road between Stafford Road and 60<sup>th</sup> Avenue as experiencing collector cross-section deficiencies.
- Highlight 60<sup>th</sup> Avenue adjacent to the proposed Advance Road Middle School site as experiencing collector cross-section deficiencies.

### **Figure 4-2: Future 2035 Capacity Deficiencies** (Page 4-7)

Summary of changes:

- Update the UGB to include the area surrounding the proposed Advance Road Middle School.
- Remove the Kinsman Road extension.

## Chapter 5: The Projects

The following changes are recommended to Chapter 5 of the City of Wilsonville's TSP.

### **Figure 5-2: Higher Priority Projects** (Page 5-5)

Remove the following projects:

- ~~RE-07 Kinsman Road Extension~~
- ~~BW-11 Frog Pond Trails~~
- ~~RT-02 Frog Pond Trail~~

Add the following projects:

- UU-08 Garden Acres Road Urban Upgrade
- UU-09 Printer Parkway Urban Upgrade
- RE-11 Advance Road Middle School Collector Roads
- UU-10 Advance Road Urban Upgrade
- RE-12A Frog Pond West Neighborhood Collector Roads
- RE-12B Frog Pond South Neighborhood Collector Road
- RE-13 Java Road Connection and Signal
- RT-07 Revised Frog Pond Regional Trail



**Table 5-2: Higher Priority Projects (Northwest Quadrant) (Page 5-6)**

Remove the following projects:

- ~~RE-07 Kinsman Road Extension~~
- ~~SI-01 Clutter Road Intersection Improvements with Realignment or Grade Lowering~~

Add the following projects and their associated costs and descriptions:

- UU-08 Garden Acres Road Urban Upgrade (\$14,260,000)

*Upgrade Garden Acres Road to a three-lane collector with bicycle lanes and upgrade the Garden Acres Road/Day Road intersection to either a signal or a roundabout. Realign Ridder Road to Garden Acres Road. Close the existing Clutter Road connection to Grahams Ferry Road after completion of Project RE-13. Close the existing Coffee Creek Correctional Facility driveway to Grahams Ferry Road and relocate the driveway to Cahalin Road.*

- RE-13 Java Road Connection and Signal (\$1,500,000)

*Construct Java Road with collector designation between Grahams Ferry Road and Garden Acres Road with a signal at the Java Road/Grahams Ferry Road intersection*

Update the description and cost of the following project:

- RW-02 Day Road Widening (\$6,600,000-\$5,900,000)

*Widen Day Road from Boones Ferry Road to Grahams Ferry Road to include additional travel lanes in both directions along with bike lanes and sidewalks; project includes improvements at the Day Road/Boones Ferry Road and Day Road/Grahams Ferry Road intersections*

**Figure 5-3: Higher Priority Projects (Northwest Quadrant) (Page 5-7)**

Update this figure based on the changes made in the northwest quadrant of Figure 5-2 outlined above.

**Table 5-3: Higher Priority Projects (Northeast Quadrant) (Page 5-8)**

Update the costs of the following projects:

- UU-01 Boeckman Road Dip Improvements (-\$5,850,000 \$12,220,000)
- UU-06 Stafford Road Urban Upgrade (\$3,900,000 \$4,200,000)
- RT-01A Boeckman Creek Trail (North) (\$800,000 \$850,000)

Remove the following projects:

- ~~BW-11 Frog Pond Trails~~
- ~~RT-02 Frog Pond Trail~~



Add the following projects and their associated costs and descriptions:

- UU-09 Printer Parkway Urban Upgrade (\$3,600,000)  
*Upgrade Printer Parkway to a three-lane collector with bicycle lanes and multiuse path*
  
- UU-10 Advance Road Urban Upgrade (\$3,175,000)  
*Upgrade Advance Road to collector standards starting at Stafford Road to the proposed 63<sup>rd</sup> Avenue (entrance to proposed Advance Road Middle School)*
  
- RE-11 Advance Road Middle School Site Improvements (\$1,600,000)  
*Construct the collector roadways and site improvements associated with the proposed Advance Road Middle School site*
  
- RE-12A Frog Pond West Neighborhood Collector Roads (\$9,510,000)  
*Construct the collector roadways within the west neighborhood as identified in the Frog Pond Area Plan*
  
- RE-12B Frog Pond South Neighborhood Collector Roads (\$2,650,000)  
*Construct the collector roadways within the south neighborhood as identified in the Frog Pond Area Plan*
  
- RT-07 Revised Frog Pond Regional Trail (\$700,000)  
*Construct the regional trail identified in the Frog Pond Area Plan*

**Figure 5-4: Higher Priority Projects (Northeast Quadrant)** (Page 5-9)

Update this figure based on the changes made in the northeast quadrant of Figure 5-2 outlined above.

**Figure 5-7: Additional Planned Projects** (Page 5-17)

Summary of changes:

- Update project BW-P2 Commerce Circle Loop Sidewalk Infill to include sidewalk infill on Boones Ferry Road from Commerce Circle to Day Road.
- Delete project UU-P1 Advance Road Urban Upgrade.

**Table 5-9: Additional Planned Projects (Northwest Quadrant)** (Page 5-18)

Update the following project and the associated cost and description:

- BW-P2 Commerce Circle Loop and Boones Ferry Road Sidewalk Infill (\$100,000-\$150,000)  
*Fill in gaps in the sidewalks network on Commerce Circle Loop and Boones Ferry Road*



**Figure 5-8: Additional Planned Projects (Northwest Quadrant)** (Page 5-19)

Update this figure based on the changes made in the northwest quadrant of Figure 5-7 outlined above.

**Table 5-10: Additional Planned Projects (Northeast Quadrant)** (Page 5-20)

Remove Project UU-P1 Advance Road Urban Upgrade.

**Figure 5-9: Additional Planned Projects (Northeast Quadrant)** (Page 5-25)

Update this figure based on the changes made in the northeast quadrant of Figure 5-7 outlined above.

**Table 5-12: Additional Planned Projects (Southeast Quadrant)** (Page 5-24)

Add the following projects and their associated costs and descriptions:

- LT-P7 School Connection Trail (\$460,000)

Construct the School Connection Trail identified in the Frog Pond Area Plan.

Medium priority due to existing connections; will become important when school and park are constructed.

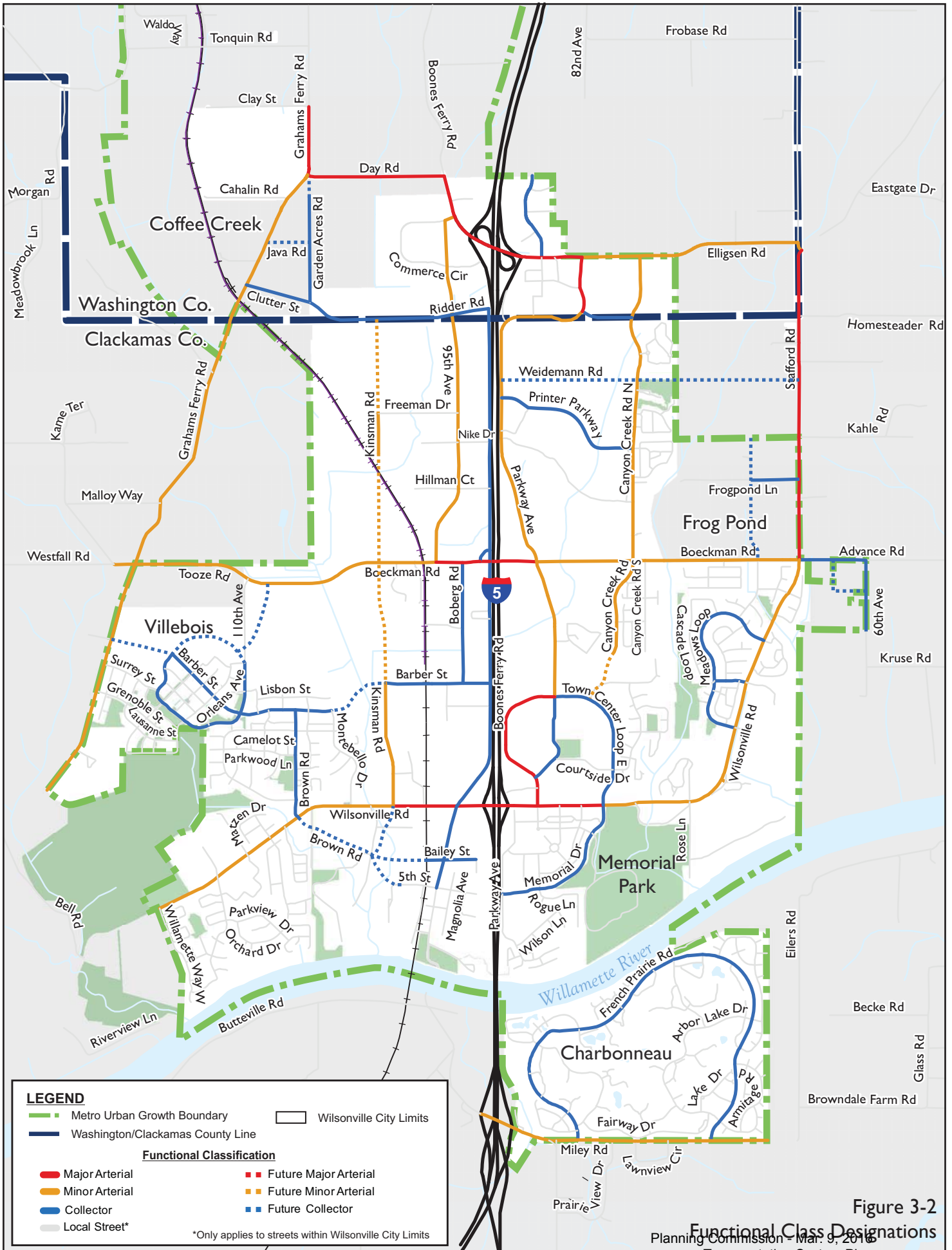
- LT-P8 60<sup>th</sup> Avenue Trail (\$240,000)

Construct the 60<sup>th</sup> Avenue Trail identified in the Frog Pond Area Plan.

Medium priority due to existing connections; will become important when school and park are constructed.

**Figure 5-11: Additional Planned Projects (Southeast Quadrant)** (Page 5-25)

Update this figure based on the changes made in the southeast quadrant of Figure 5-2 outlined above.



**Figure 3-2**  
**Functional Class Designations**  
 Planning Commission - Mar. 9, 2016  
 Transportation System Plan  
 8 of 19



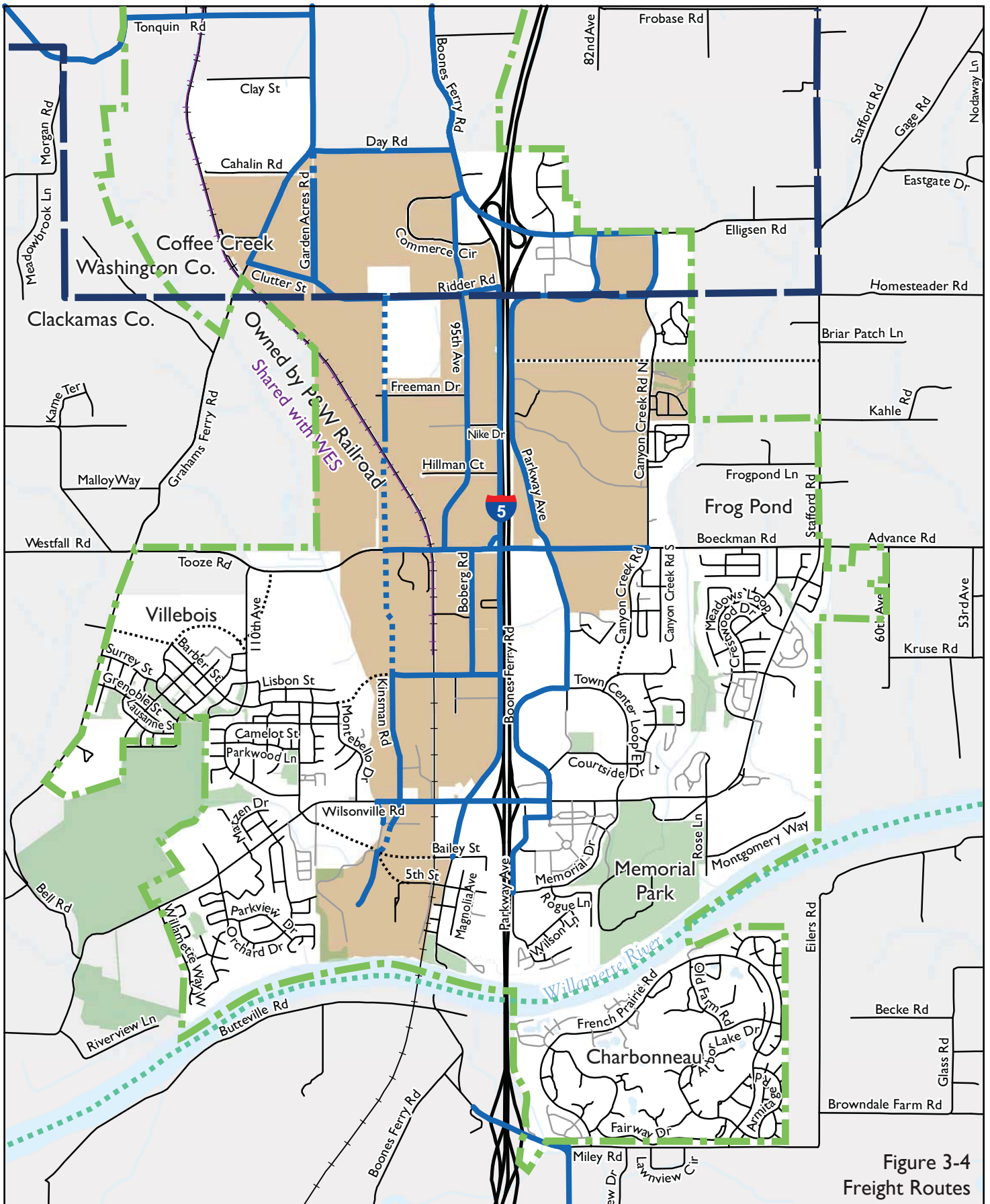


Figure 3-4  
Freight Routes

**LEGEND**

- Wilsonville City Limits
- Industrial-Zoned Land

- WES Commuter Rail
- Metro Urban Growth Boundary
- Washington/Clackamas County Line

**Freight Route**

- Truck Route (Existing Road)
- Truck Route (Future Road)
- Water Route
- P&W Railroad

Planning Commission - Mar. 9, 2016

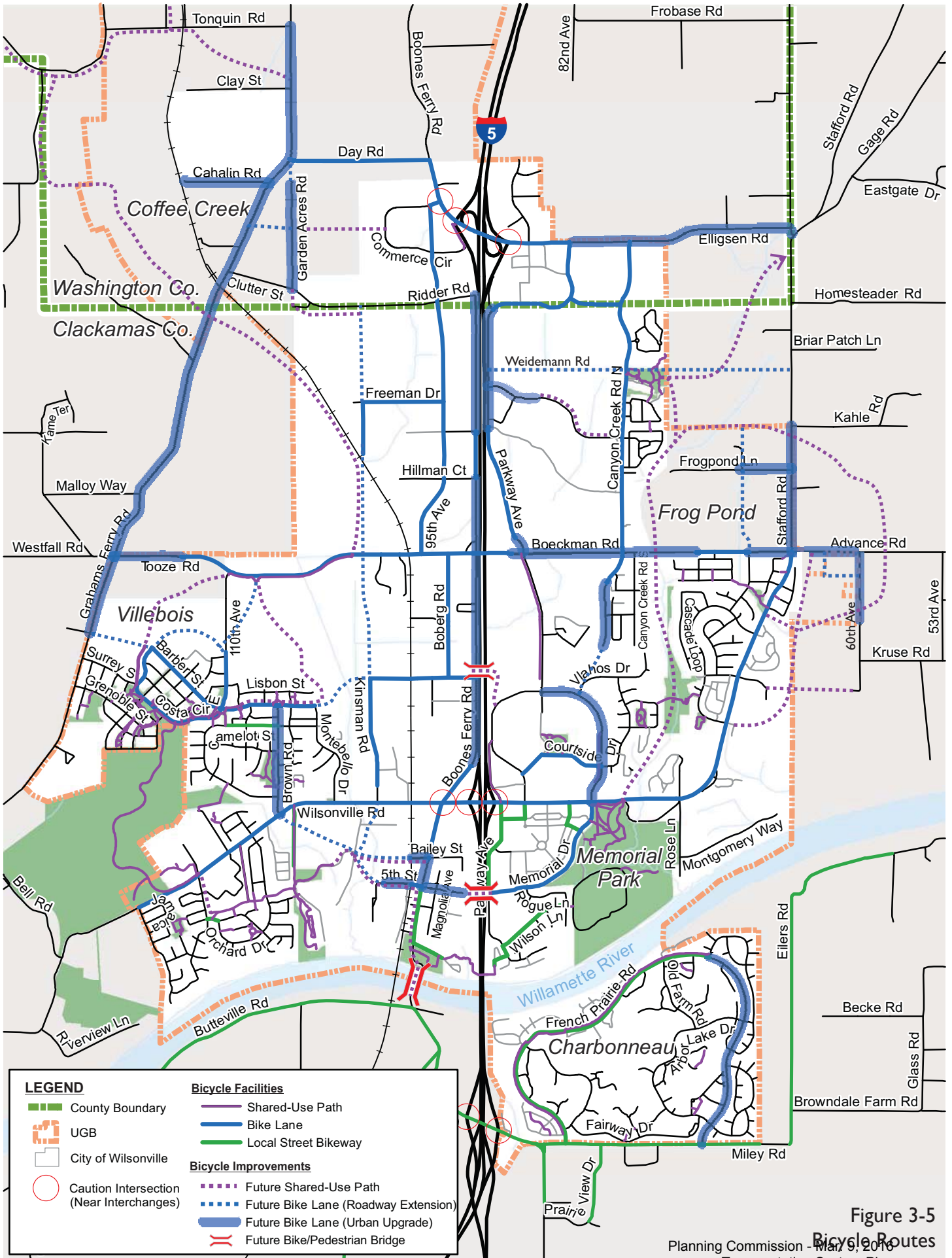
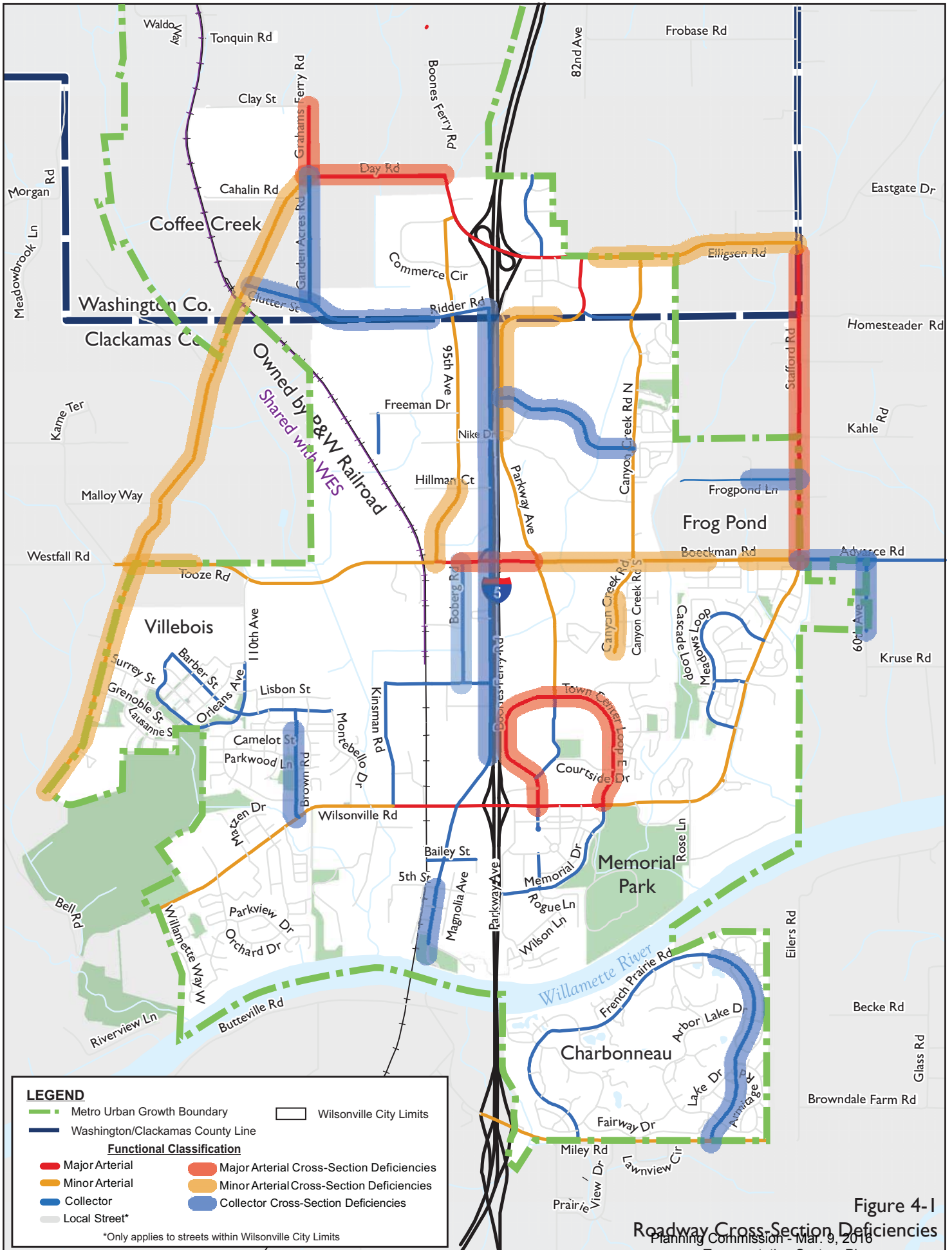


Figure 3-5

Bicycle Routes



**Figure 4-1**  
**Roadway Cross-Section Deficiencies**  
 Planning Commission - Mar. 9, 2018  
 Transportation System Plan

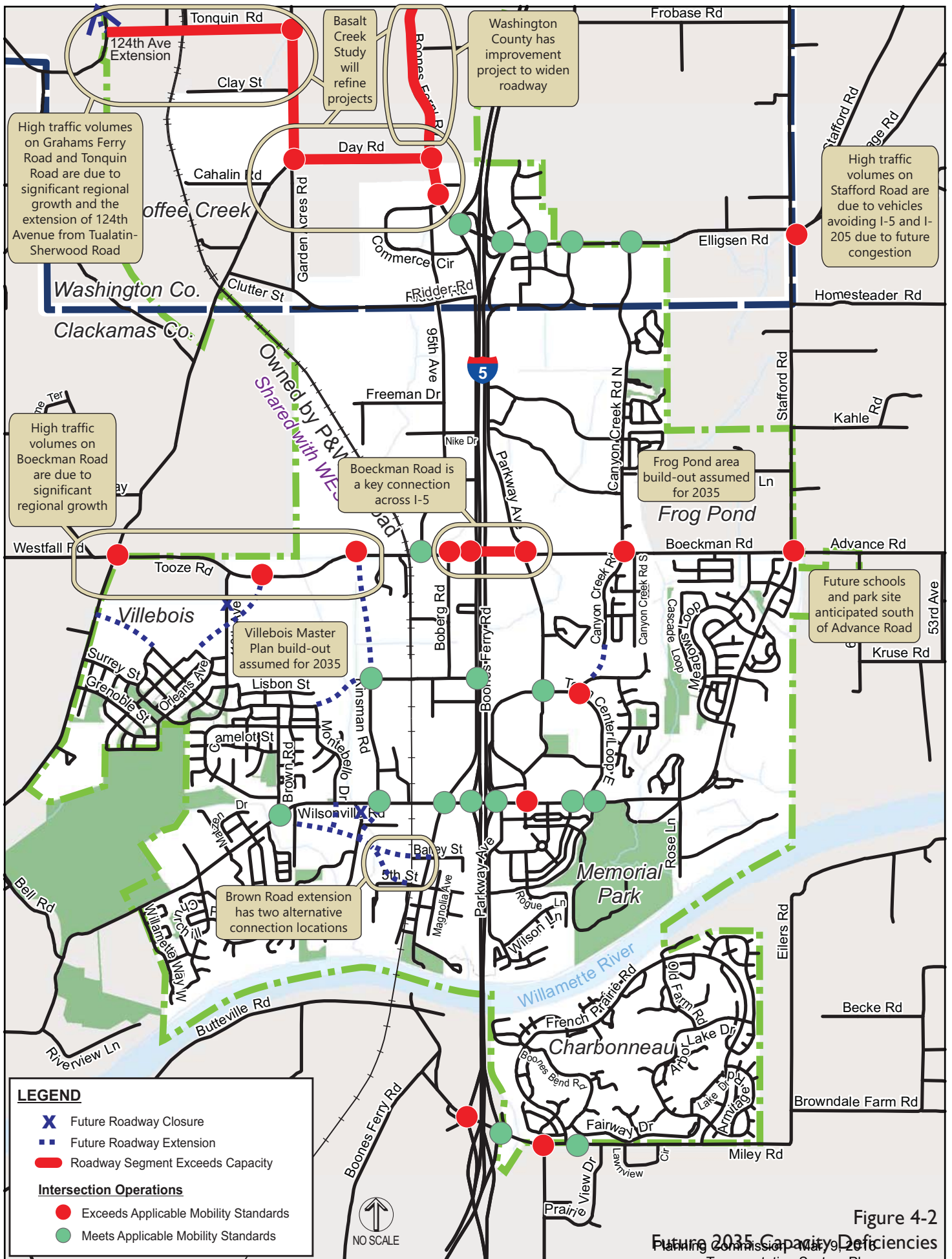


Figure 4-2  
 Future 2035 Capacity Deficiencies  
 Planning Commission, 2018  
 Transportation System Plan

124th Ave Extension  
from Tualatin-Sherwood Rd  
(Washington County Project)

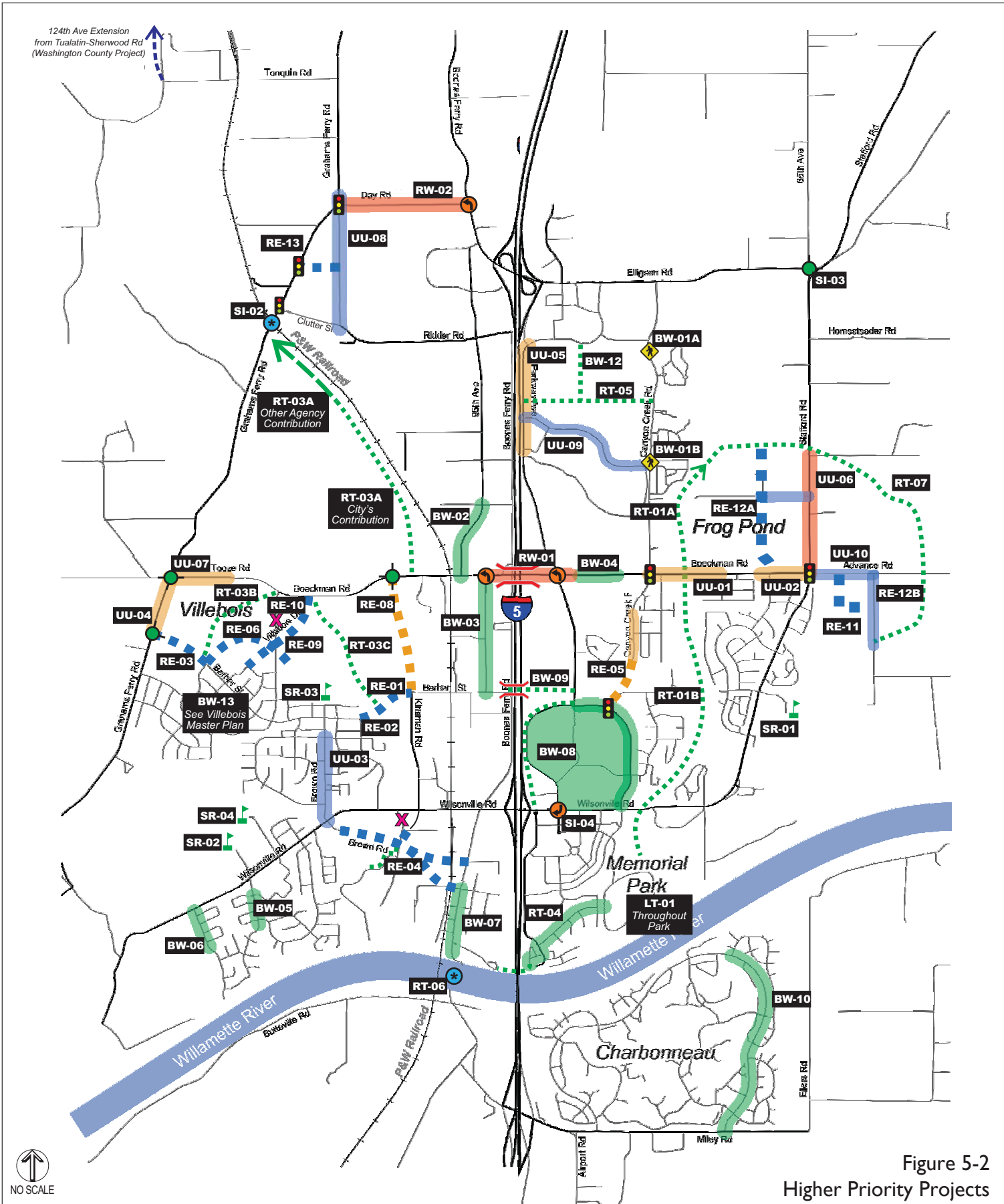


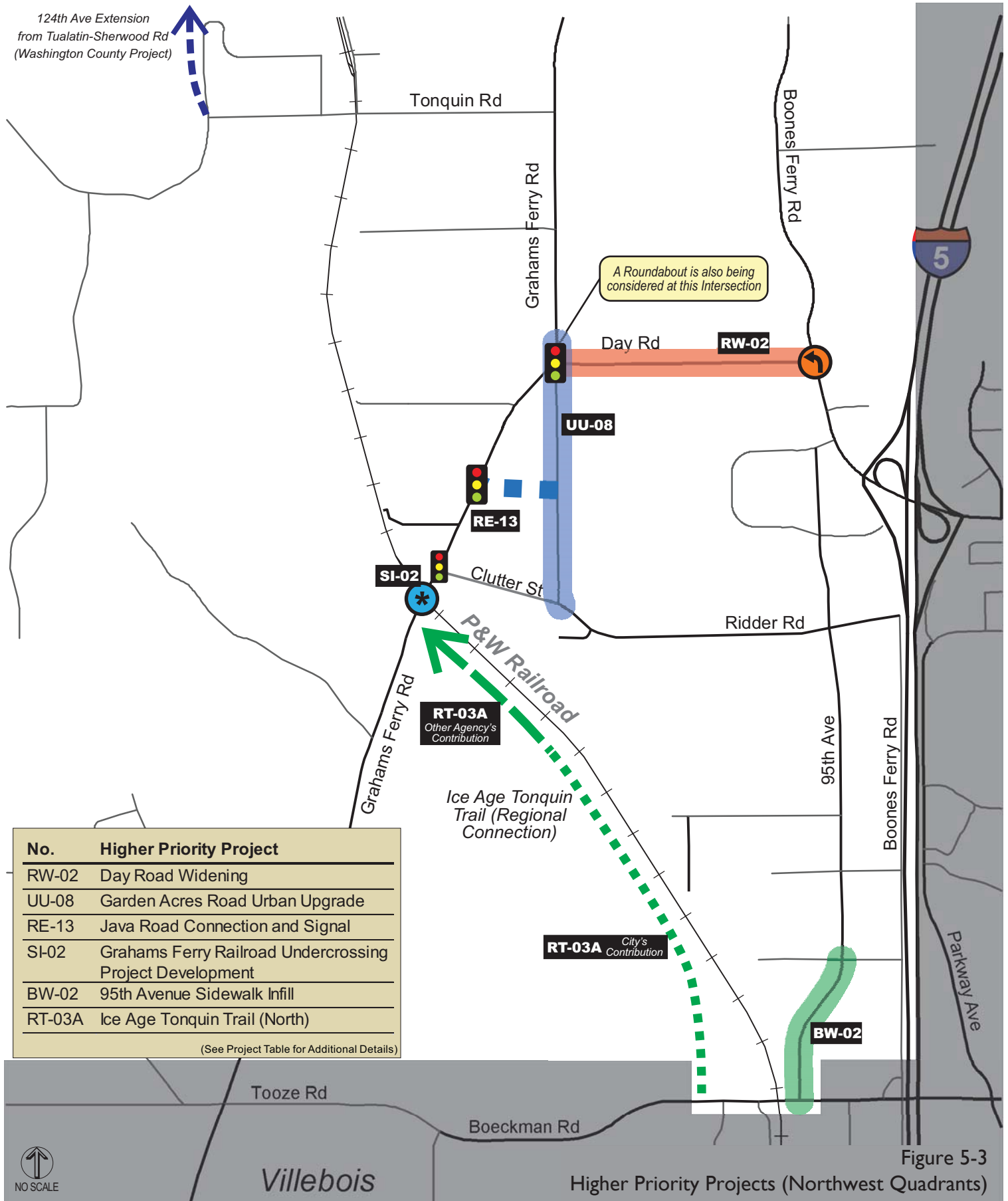
Figure 5-2  
Higher Priority Projects

**LEGEND**

<p><b>Roadway Widening/Upgrade</b></p> <ul style="list-style-type: none"> <li><span style="color: red;">—</span> Major Arterial</li> <li><span style="color: orange;">—</span> Minor Arterial</li> <li><span style="color: blue;">—</span> Collector</li> </ul>	<p><b>Roadway Extensions</b></p> <ul style="list-style-type: none"> <li><span style="color: red;">- - -</span> Major Arterial</li> <li><span style="color: orange;">- - -</span> Minor Arterial</li> <li><span style="color: blue;">- - -</span> Collector</li> </ul>	<p><b>Spot Improvements</b></p> <ul style="list-style-type: none"> <li> New Traffic Signal</li> <li> New Roundabout</li> <li> Additional Turn Lanes</li> <li> Project Development</li> </ul>	<p><b>Standalone Bike/Pedestrian Improvement</b></p> <ul style="list-style-type: none"> <li> Enhanced Pedestrian Crossing</li> <li> Shared-Use Trail (City)</li> <li> Shared-Use Trail (County)</li> <li> Bikeway/Walkway</li> <li> Safe Routes to School</li> </ul>	<ul style="list-style-type: none"> <li> Road Closure</li> <li> Bridge Work</li> </ul>
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AA-# Project Type and Number  
 Planning Commission, Mar 9, 2018  
 Transportation System Plan  
 13 of 19

124th Ave Extension  
from Tualatin-Sherwood Rd  
(Washington County Project)



No.	Higher Priority Project
RW-02	Day Road Widening
UU-08	Garden Acres Road Urban Upgrade
RE-13	Java Road Connection and Signal
SI-02	Grahams Ferry Railroad Undercrossing Project Development
BW-02	95th Avenue Sidewalk Infill
RT-03A	Ice Age Tonquin Trail (North)

(See Project Table for Additional Details)

RT-03A  
City's Contribution

RT-03A  
Other Agency's Contribution

Figure 5-3  
Higher Priority Projects (Northwest Quadrants)

**LEGEND**

<b>Roadway Widening/Upgrade</b>	<b>Roadway Extensions</b>	<b>Spot Improvements</b>	<b>Standalone Bike/Pedestrian Improvement</b>	<b>Project Type and Number</b>
Major Arterial	Major Arterial	New Traffic Signal	Enhanced Pedestrian Crossing	AA-##
Minor Arterial	Minor Arterial	New Roundabout	Shared-Use Trail (City)	Bridge Work
Collector	Collector	Additional Turn Lanes	Shared-Use Trail (County)	
		Project Development	Bikeway/Walkway	
			Safe Routes to School	

Planning Commission - Mar 9, 2016  
Transportation System Plan  
14 of 19

No.	Higher Priority Project
RW-01	Boeckman Road Bridge and Corridor Improvements
RE-11	Advance Road Middle School Site Improvements
RE-12A	Frog Pond West Neighborhood Collector Roads
RE-12B	Frog Pond South Neighborhood Collector Roads
UU-01	Boeckman Road Dip Improvements
UU-02	Boeckman Road Urban Upgrade
UU-05	Parkway Avenue Urban Upgrade
UU-06	Stafford Road Urban Upgrade
UU-09	Printer Parkway Urban Upgrade
UU-10	Advance Road Urban Upgrade
SI-03	Stafford Road/65th Avenue Intersection Improvements
BW-01	Canyon Creek Road Enhanced Pedestrian Crossing
BW-04	Boeckman Road Bike Lanes and Sidewalk Infill
BW-12	Parkway Center Trail Connector
RT-01A	Boeckman Creek Trail (North)
RT-07	Revised Frog Pond Regional Trail
RT-05	Wiedeman Road Trail

(See Project Table for Additional Details)

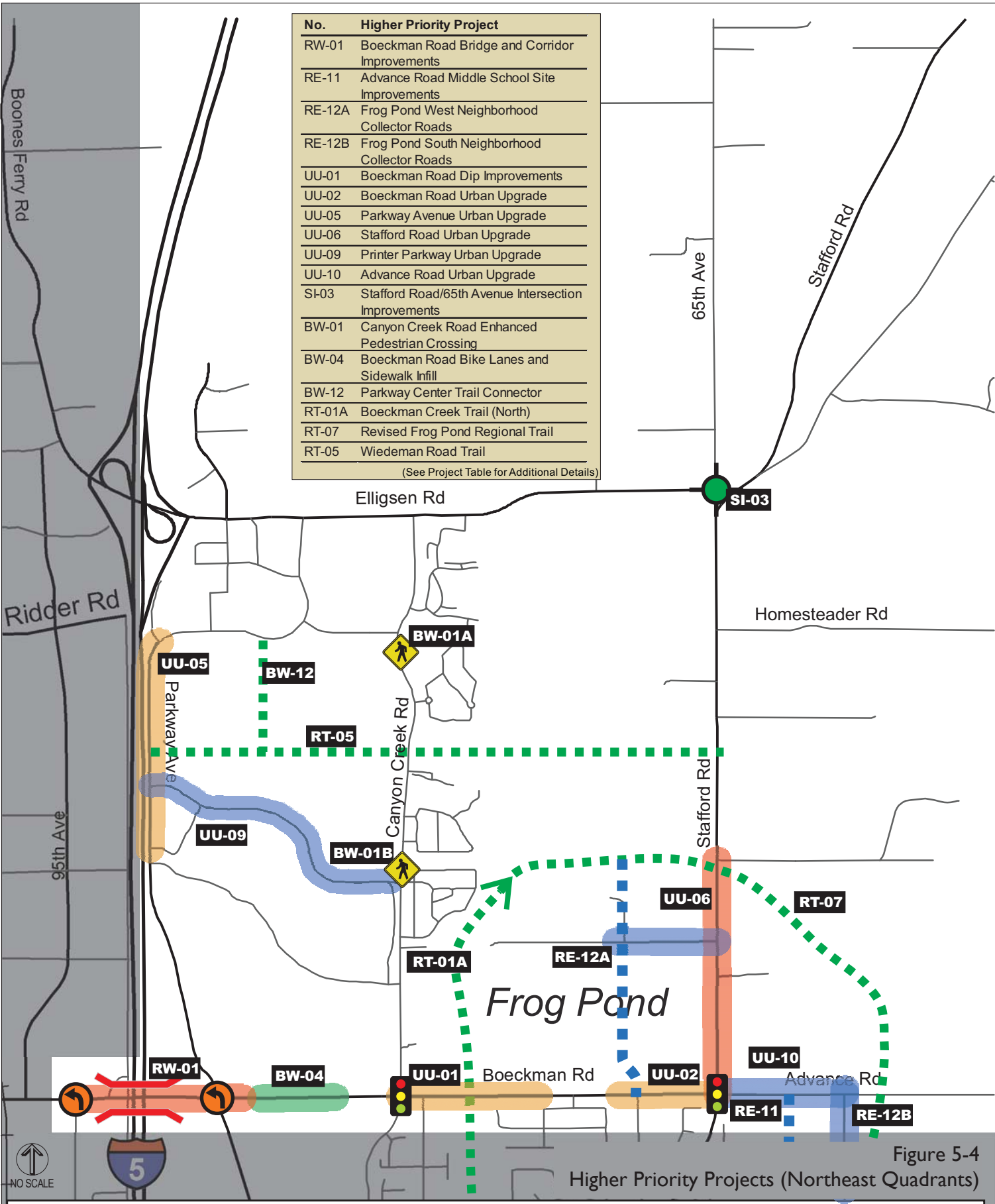


Figure 5-4  
Higher Priority Projects (Northeast Quadrants)

<b>LEGEND</b>		<b>Standalone Bike/Pedestrian Improvement</b>	
<b>Roadway Widening/Upgrade</b>	<b>Roadway Extensions</b>	Enhanced Pedestrian Crossing	Road Closure
Major Arterial	Major Arterial	Shared-Use Trail (City)	Bridge Work
Minor Arterial	Minor Arterial	Shared-Use Trail (County)	Project Type and Number
Collector	Collector	Bikeway/Walkway	Project Type and Number
New Traffic Signal	Safe Routes to School	Safe Routes to School	
New Roundabout			
Additional Turn Lanes			
Project Development			

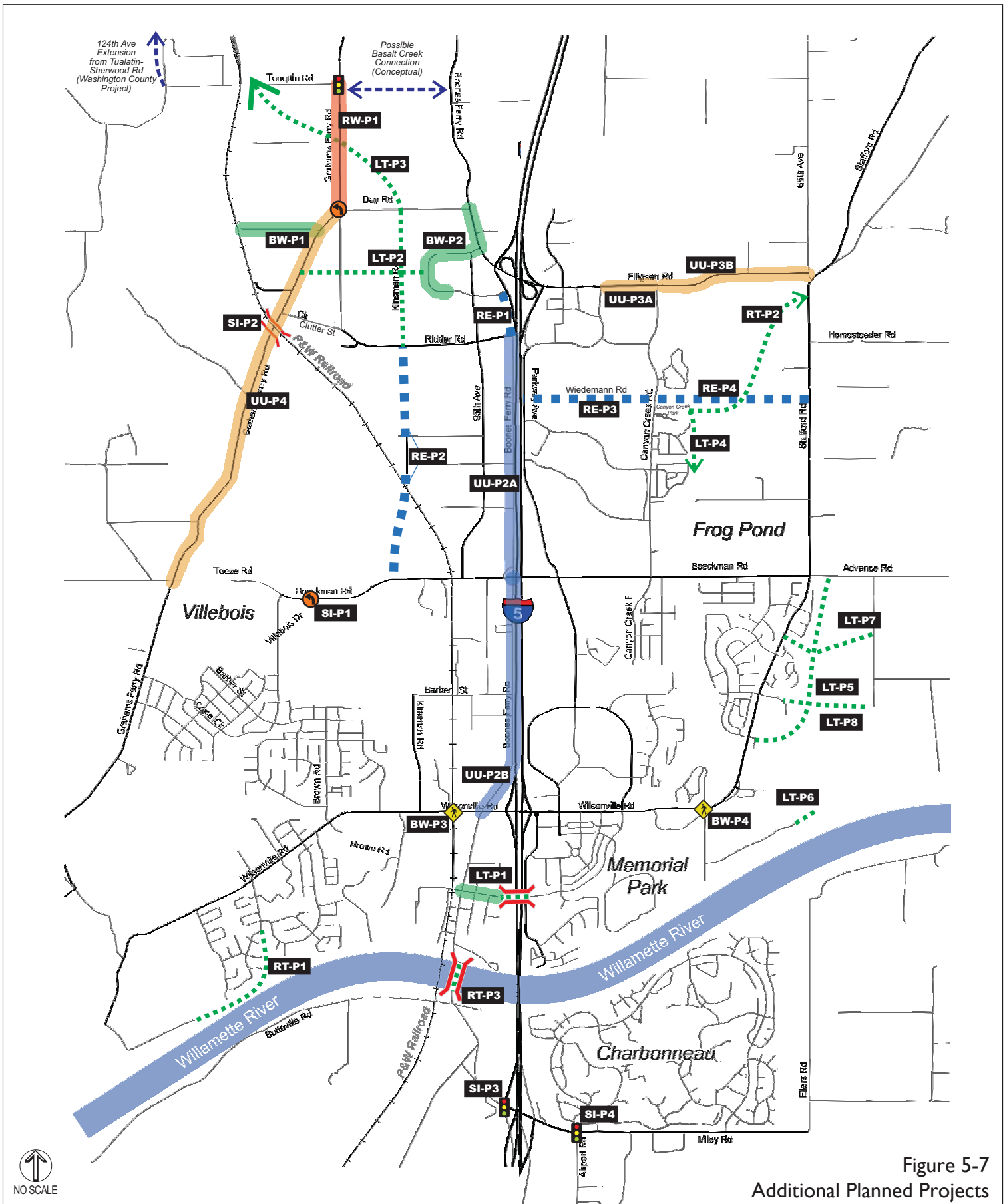


Figure 5-7  
Additional Planned Projects

**LEGEND**

<p><b>Roadway Widening/Upgrade</b></p> <ul style="list-style-type: none"> <li>Major Arterial</li> <li>Minor Arterial</li> <li>Collector</li> </ul>	<p><b>Roadway Extensions</b></p> <ul style="list-style-type: none"> <li>Major Arterial</li> <li>Minor Arterial</li> <li>Collector</li> </ul>	<p><b>Spot Improvements</b></p> <ul style="list-style-type: none"> <li>New Traffic Signal</li> <li>New Roundabout</li> <li>Additional Turn Lanes</li> <li>Project Development</li> </ul>	<p><b>Standalone Bike/Pedestrian Improvement</b></p> <ul style="list-style-type: none"> <li>Enhanced Pedestrian Crossing</li> <li>Shared-Use Trail (City)</li> <li>Shared-Use Trail (County)</li> <li>Bikeway/Walkway</li> <li>Safe Routes to School</li> </ul>	<ul style="list-style-type: none"> <li>Road Closure</li> <li>Bridge Work</li> </ul>
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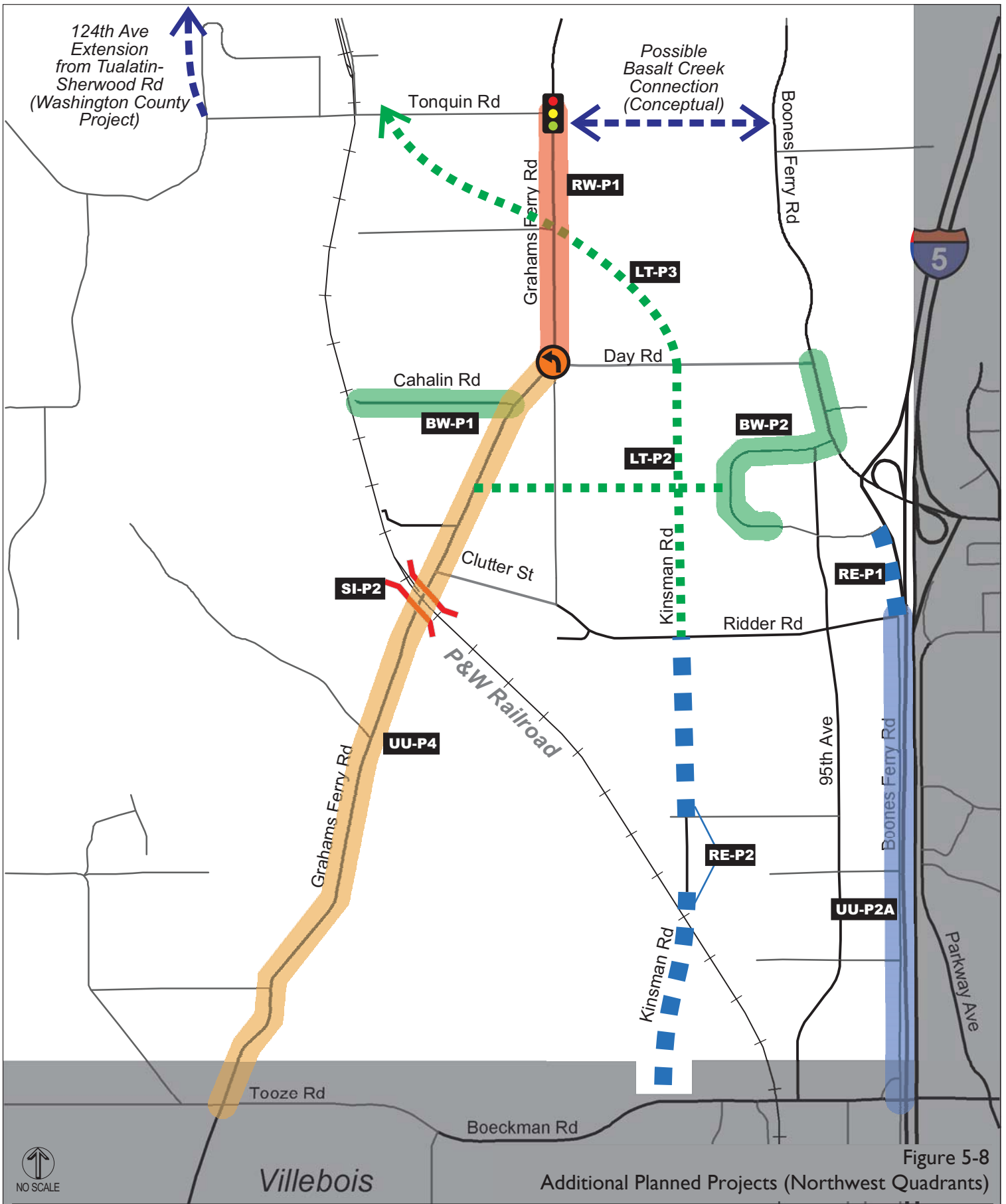


Figure 5-8  
Additional Planned Projects (Northwest Quadrants)

**LEGEND**

Roadway Widening/Upgrade	Roadway Extensions	Spot Improvements	Standalone Bike/Pedestrian Improvement	Project Type and Number
Major Arterial	Major Arterial	New Traffic Signal	Enhanced Pedestrian Crossing	Road Closure
Minor Arterial	Minor Arterial	New Roundabout	Shared-Use Trail (City)	Bridge Work
Collector	Collector	Additional Turn Lanes	Shared-Use Trail (County)	
		Project Development	Bikeway/Walkway	
			Safe Routes to School	

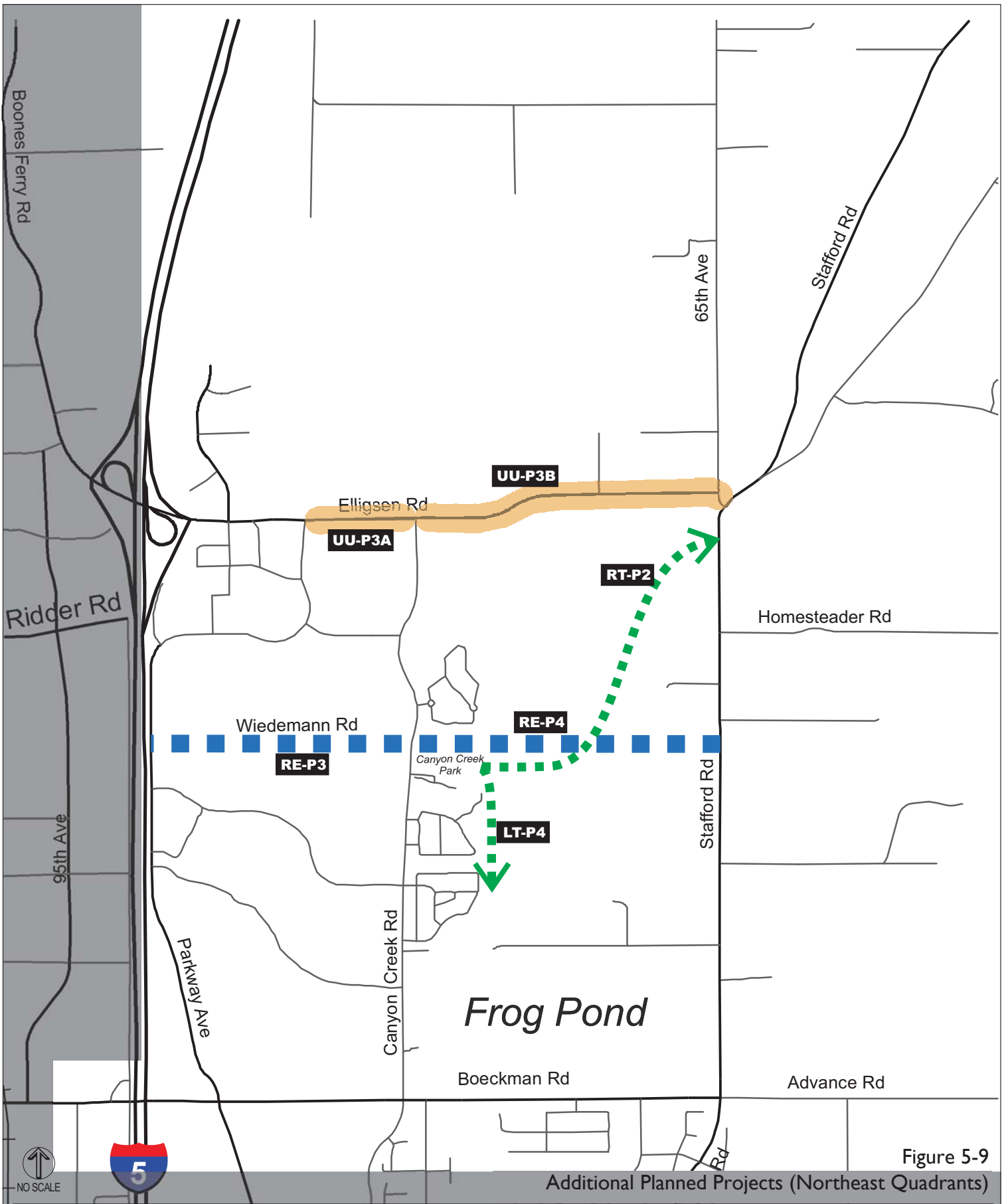


Figure 5-9

Additional Planned Projects (Northeast Quadrants)

LEGEND		Standalone Bike/Pedestrian Improvement	
<b>Roadway Widening/Upgrade</b>	<b>Roadway Extensions</b>	<b>Spot Improvements</b>	<b>Standalone Bike/Pedestrian Improvement</b>
Major Arterial	Major Arterial	New Traffic Signal	Enhanced Pedestrian Crossing
Minor Arterial	Minor Arterial	New Roundabout	Shared-Use Trail (City)
Collector	Collector	Additional Turn Lanes	Shared-Use Trail (County)
		Project Development	Bikeway/Walkway
			Safe Routes to School
			Road Closure
			Bridge Work

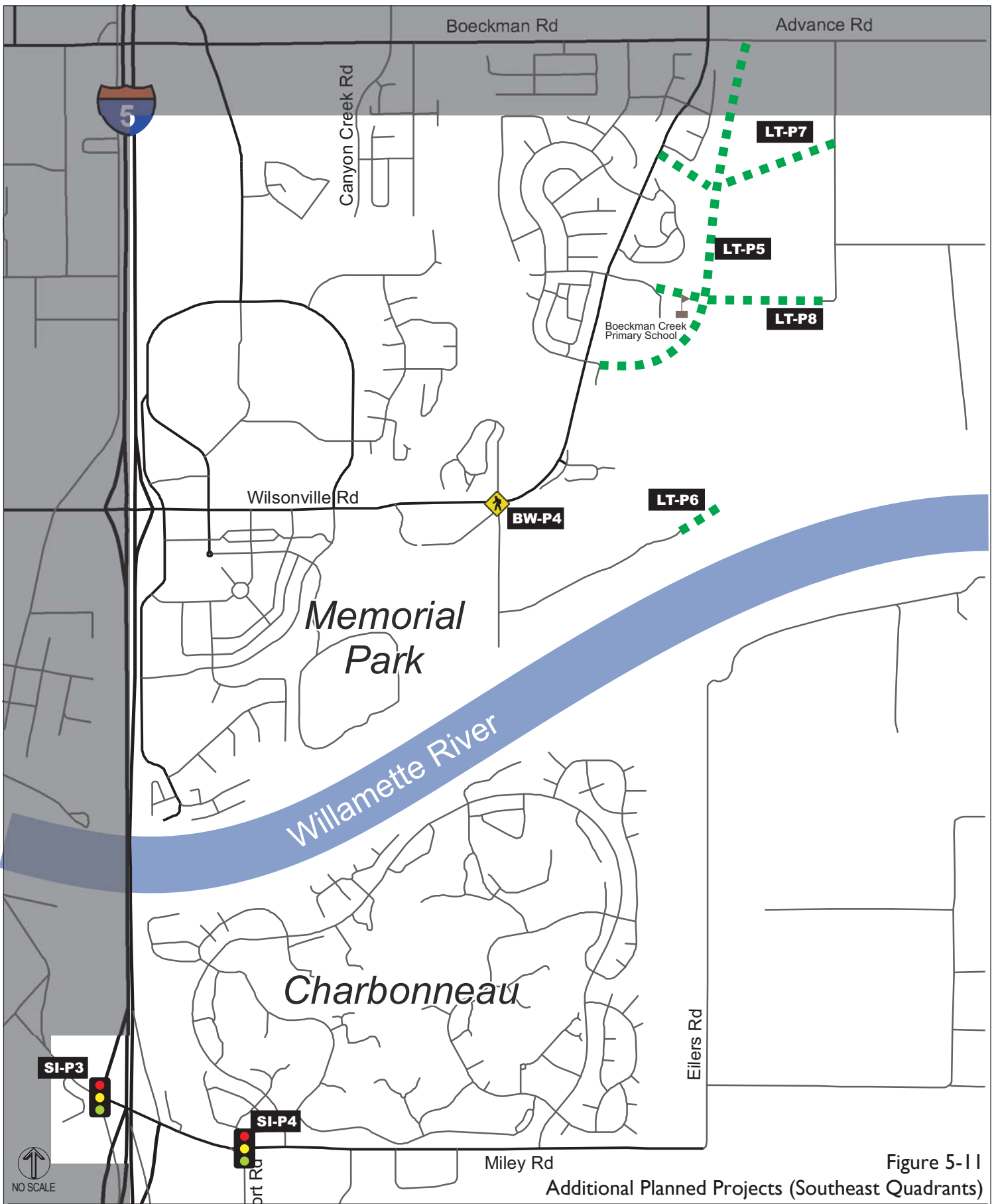


Figure 5-11  
Additional Planned Projects (Southeast Quadrants)

**LEGEND**

**Roadway Widening/Upgrade**

- Major Arterial
- Minor Arterial
- Collector

**Roadway Extensions**

- - - Major Arterial
- - - Minor Arterial
- - - Collector

**Spot Improvements**

- New Traffic Signal
- New Roundabout
- Additional Turn Lanes
- Project Development

**Standalone Bike/Pedestrian Improvement**

- Enhanced Pedestrian Crossing
- Shared-Use Trail (City)
- Shared-Use Trail (County)
- Bikeway/Walkway
- Safe Routes to School

- Road Closure
- Bridge Work



**PLANNING COMMISSION  
WEDNESDAY, MARCH 9, 2016**

**VII. WORK SESSION**

B. Frog Pond Area Plan (Neamtzu)



# FROG POND AREA PLAN

Creating a great community

## Frog Pond Master Plan Work Session

### Wilsonville Planning Commission

**Date:** March 9, 2016  
**Time:** 7:00 to 9:30 PM

Wilsonville City Hall  
29799 SW Town Center Loop East,  
Wilsonville, OR 97070  
Room: Council Chambers

## Agenda

- |           |  |   |
|-----------|--|---|
| 7:00 p.m. | <b>Frog Pond Master Plan – Process Overview</b><br><i>Information and discussion:</i> <ul style="list-style-type: none"><li>• What is the Frog Pond Master Plan?</li><li>• Scope, schedule and public involvement</li></ul>  | Chris Neamtzu<br>Joe Dills, Angelo<br>Planning Group<br>(APG) |
| 7:20 p.m. | <b>Opportunities and Constraints Diagram</b><br><i>Information and discussion:</i> <ul style="list-style-type: none"><li>• Brief presentation (see packet materials)</li><li>• Input from Planning Commission</li></ul>  | Joe Dills   |
| 7:45 p.m. | <b>Comprehensive Plan and Zoning Designations – Part 1</b><br><i>Discussion and direction:</i> <ul style="list-style-type: none"><li>• Brief presentation (see packet materials)</li><li>• Planning Commission discussion</li><li>• Direction: is the structure and initial text on the right track?</li></ul> | Joe Dills<br>Andrew Parish, APG                               |
| 8:20 p.m. | <b>Co-housing</b><br><i>Information and discussion:</i> <ul style="list-style-type: none"><li>• Brief presentation (see packet materials)</li><li>• Input from Planning Commission</li></ul>   | Andrew Parish   |

For additional information, visit the project website at [www.ci.wilsonville.or.us/frogpond](http://www.ci.wilsonville.or.us/frogpond) or contact Chris Neamtzu, City of Wilsonville Planning Director, at [Neamtzu@ci.wilsonville.or.us](mailto:Neamtzu@ci.wilsonville.or.us) or 503-570-1574.



## FROG POND AREA PLAN

Creating a great community

8:45 p.m.

### **Residential Design Guidelines**

*Discussion and direction:* The purpose of this is to introduce residential design guidelines, starting with design concept visuals and a high-level discussion. Based on this discussion, the team will prepare draft design guidelines and code graphics.

- Presentation: The Ten Essentials of Residential Design
- Discussion and direction

Joe Dills  
Mike Zilis, Walker  
Macy

9:20 p.m.

### **Public Comment**

*Input:* This is an opportunity for visitors to provide brief comments to the Planning Commission.

Chair Greenfield

9:30 p.m.

### **Next Steps and Adjourn**

# Memorandum



3/1/2016

**To:** Wilsonville Planning Commission  
**Cc:** Project Team  
**From:** Joe Dills and Andrew Parish, Angelo Planning Group  
**Re:** Frog Pond Master Plan – Overview

---

## OVERVIEW

The Frog Pond Master Plan is the specific plan for the Frog Pond West Neighborhood. Using the Frog Pond Area Plan as the guiding vision and framework, the master plan will include recommendations for the following (initial list):

- Comprehensive plan map designation(s), policies and implementation measures
- Zoning map designations and regulations
- Design guidelines and standards
- Public realm improvements (e.g. streets, parks, trails)
- Update of the infrastructure funding plan prepared for the Area Plan

The Frog Pond Area Plan was adopted as a guiding but non-regulatory supporting document of the Comprehensive Plan. The Frog Pond Master Plan for the West Neighborhood will be adopted “as part of the Comprehensive Plan”, meaning it is a supporting document that has regulatory authority. <sup>1</sup>

## SCOPE AND SCHEDULE

The following schedule is preliminary and subject to change. Please see the project web site for the latest schedule of events.

Milestone	Tasks and Topics
<b>March 9 Planning Commission work session</b>	Phase 2 schedule Opportunities and constraints Zoning structure, part 1 Co-housing Design guidelines, part 1
<b>May 11 Planning Commission work session, preceded by an informal open house</b>	Zoning structure, part 2 Comprehensive plan text and map Design guidelines, part 2 Public realm designs, part 1
<b>June, date tbd, City Council briefing</b>	Summary of work to date Work session on infrastructure funding

---

<sup>1</sup> Wilsonville Comprehensive Plan, page Intro-5.



<b>July 13 Planning Commission work session, preceded by an informal open house</b>	Draft zoning code amendments, with design guidelines Draft comprehensive plan amendments Draft infrastructure funding plan
<b>August 10 Planning Commission work session</b>	Draft Master Plan report
<b>August, date tbd, City Council briefing</b>	Working planning commission recommendations
<b>September – Planning Commission public hearing</b>	Adoption documents
<b>October – City Council public hearing</b>	Adoption documents

## PUBLIC INVOLVEMENT

As with the Area Plan, public involvement will occur throughout the process, including:

- The Planning Commission will serve as the guiding committee for master plan development and recommendations to the City Council. Four work sessions are planned.
- Public comment opportunities will be available at each work session.
- Agenda packets will be available a week prior to each work session. Public comments submitted prior to the work session will be addressed, as possible, during the work session.
- Two open houses will be held. These will be “informal” formats where the community can view materials and talk to team members and Planning Commission members during the event. They will be held just prior to work sessions.
- The project web site and periodic informational emails will continue throughout the process.
- City staff and team members are available for smaller meetings with property owners or community groups, upon request. Contact Chris Neamtzu at 503.570.1574 or [neamtzu@ci.wilsonville.or.us](mailto:neamtzu@ci.wilsonville.or.us) to inquire.



# Memorandum



**FROG POND MASTER PLAN**  
Creating a great community

March 1, 2016

To: Wilsonville Planning Commission  
From: Joe Dills and Andrew Parish, Angelo Planning Group  
Cc: Chris Neamtzu and Project Team  
Re: Frog Pond Master Plan - Opportunities and Constraints

---

## INTRODUCTION

This memorandum and diagram summarize opportunities and constraints for the Frog Pond Master Plan. This information is intended to build on work that was prepared in April, 2014 (attached for reference) that looked at the regional, city and 500-acre context of the Frog Pond Area Plan. This brief memorandum and diagram are focused on opportunities and constraints at the scale of the Frog Pond West Neighborhood.

The overall opportunity for Frog Pond West is to implement the vision adopted for the Area Plan (with the notable exception that no “shops and restaurants” or “public schools” will be within the boundaries of the West Neighborhood, but rather a short walk away):

### A Vision for Frog Pond in 2035

The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community’s hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.

## OPPORTUNITIES AND CONSTRAINTS SUMMARY

The following is a brief listing of opportunities and constraints. See also the attached Opportunities and Constraints diagram.

### Opportunities for Frog Pond West

- **Walkable physical setting** - Flat-to-gentle topography and relatively free of physical constraints. The distance from the center of the neighborhood to the perimeter is approximately ¼ mile, which is a comfortable 5-10 minute walk.
- **Quality adjacent neighborhoods** - Adjacent to quality neighborhoods and close to jobs and services.

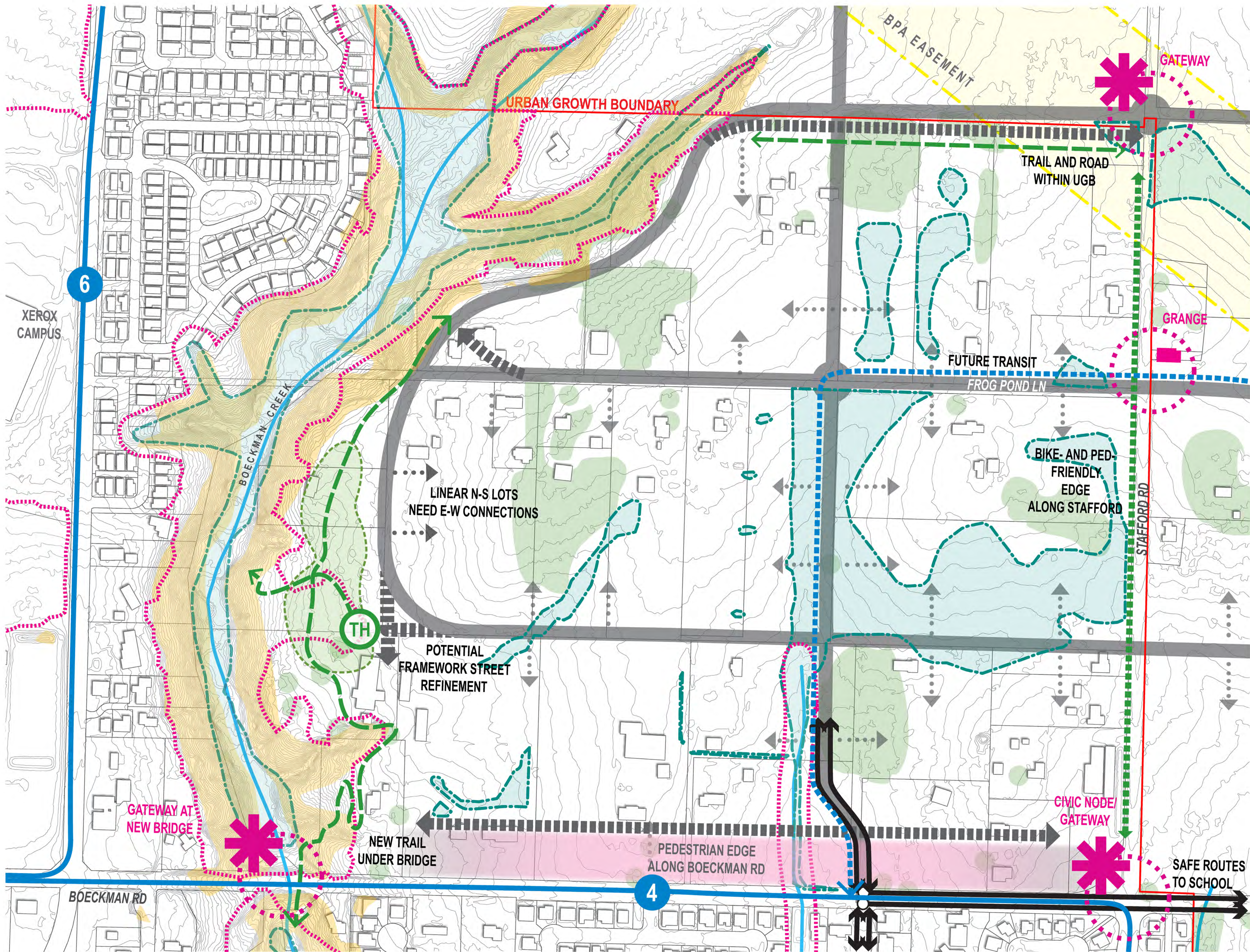


- **Tree groves** - Beautiful existing tree groves; opportunity to incorporate them into developments.
- **Boeckman Creek and future Boeckman Trail** - Boeckman Creek provides a “green edge” opportunity, where a linear park and trail can be co-located.
- **Tree-lined west horizon** - Boeckman Creek can be a tree-lined vista for the neighborhood’s east-west streets.
- **Tree groves** – The existing tree groves provide a visual and natural asset.
- **Gateways** - Potential gateways at Boeckman Bridge, Stafford Road/Kahle Road, and the “four corners” intersection. Stafford Road is a key gateway into Wilsonville from the north.
- **Transit** - Existing transit service (Number 4 SMART bus ) that can be readily looped through the neighborhood.
- **Safe Routes To School** – Safe Routes To School have been discussed with the school district. The Willow Creek Road and Boeckman Road’s sidewalks and bike lanes will be important.
- **Potential “active” Streetscapes** – The orientation of homes, yards, and open space will be important to creating attractive and pedestrian-friendly edges along Boeckman Road and Stafford Road.
- **City and regional connectivity** – Existing roads provide access to all of Wilsonville, I-5 and I-205.
- **Access to nature and visual open space** – The neighborhood is at the edge of the City and adjacent to agricultural and rural areas.
- **Future public amenities** – The planned community sports fields and schools are important public uses.

### Constraints for Frog Pond West

- **Parcelization** – 31 parcels; 25 ownerships; 5.5-acre average parcel size.
- **Many potential development reviews** – Without parcel consolidation, Frog Pond could develop incrementally over the course of 10 to 20 development approvals. This will create a challenge to street connectivity and overall cohesiveness of the neighborhood.
- **Specific location of the northern framework street** - The most northern framework street will need to be located inside the Urban Growth Boundary if built before future expansions.
- **Wetlands** - Inventoried wetlands will require state/federal permits and mitigation. All of the wetlands in the neighborhood are classified non-significant.
- **Traffic along Stafford Road and Boeckman Road** – The relatively high traffic volumes along Stafford Road and Boeckman Road are challenges to creating pedestrian-friendly walking and biking areas.
- **Infrastructure funding** – Analysis to date has shown that additional funding (beyond current Systems Development Charges revenue and typical developer contributions) will be required to cover the cost of infrastructure.
- **BPA Powerlines** – The regional transmission lines provide a visual and noise impact.

Please see the attached diagram and memorandum dated April 30, 2014 for additional detail.

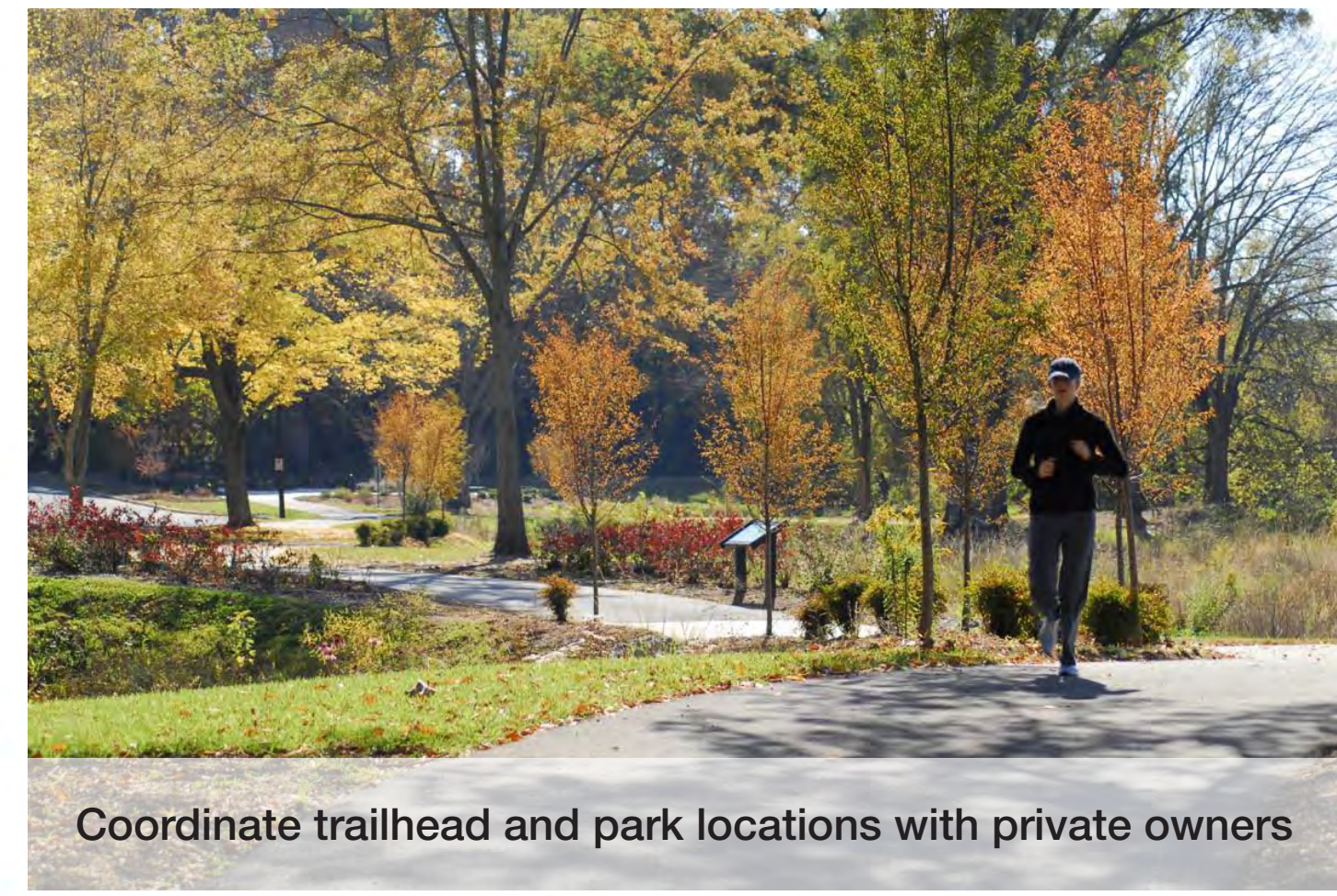


# Opportunities and Constraints

## Frog Pond Master Plan

February 2016

- = SAFE ROUTES TO SCHOOL
- = BUS ROUTE
- = FUTURE TRAIL
- = FUTURE TRANSIT
- = TRAILHEAD
- = STUDY AREA FOR LINEAR PARK
- = TREE GROVES
- = INVENTORIED NON-SIGNIFICANT WETLAND
- = SROZ
- = SLOPES > 25%
- 0' 100' 200' N



Coordinate trailhead and park locations with private owners



Emphasize views of Boeckman Creek treeline



Create active streetscape for homes adjacent to Boeckman



Opportunity to incorporate mature trees in streetscape

# Memorandum

Date: April 30, 2014  
To: Katie Mangle, City of Wilsonville  
From: Joe Dills, Becky Hewitt, and Andrew Parish, Angelo Planning Group  
Cc: Frog Pond Planning Project Task Force  
Re: Frog Pond Area Plan - Opportunities and Constraints

---

## Introduction

This memorandum summarizes initial opportunities and constraints mapping and observations for the Frog Pond Area Plan.<sup>1</sup> It was prepared in a four step process: (1) A site visit to the project area held on March 19, 2014; (2) compilation and review of background documents; (3) a project team work session held on April 9, 2014; and (4) preparation of this memorandum and graphics by Angelo Planning Group (APG), with review by the project team. Project team members and background documents are listed in Appendix A.

Six opportunities and constraints maps and diagram sheets have been prepared and attached to this memo. They are:

- Regional Context – Natural Areas
- Regional Context – Urban and Rural Areas
- City Context
- Planning Area
- City Diagrams
- Planning Area Scale Comparisons

Observations about each of the above are summarized below.

---

<sup>1</sup> The City of Wilsonville is embarking on a process to create a plan for the Frog Pond area east of Wilsonville. Planning for the combined 497-acre area will define expectations for the types of buildings, land uses, transportation, parks, and utilities that will be developed over time. The area is presumed to be developed as primarily residential neighborhoods. The City will complete a Concept Plan for the Frog Pond area by May 2015. For more information, see [www.ci.wilsonville.or.us/frogpond](http://www.ci.wilsonville.or.us/frogpond).

## The Regional Context – Natural Areas

The City of Wilsonville as a whole and the Frog Pond planning area in particular are surrounded by a rich array of natural areas, parks, agricultural lands, and rural open spaces. The Willamette River corridor in particular has many green spaces along its banks near the planning area, including Corral Creek Natural Area, Memorial Park, Mollala River State Park, Weber Farm Natural Area, Hebb Park, and several natural areas downstream of Canby which lead to Willamette Falls. The Willamette River lies under a mile from the southern boundary of the planning area. The Natural Areas map (Exhibit 1) also illustrates the significant green spaces on the west side of Wilsonville that are a short bike ride away from Frog Pond, including Graham Oaks Nature Park and the Coffee Creek wetlands.

**Table 1. Natural Areas Map Observations**

Map Item	Description
NA-1	The rural edge along the planning area is where city and country come together. The area is a mix of active farming and rural living.
NA-2	Pete’s Mountain provides the eastern horizon as viewed from Frog Pond.
NA-3	The ridge north of Ellingsen Road provides the northern horizon as viewed from Frog Pond. Both the northern and eastern horizons are secondary as compared to the prominence of the tree groves within the planning area.
NA-4 through NA-7	The Frog Pond area is “framed” by four tributaries that connect to other green spaces and nearby destinations: Boeckman Creek, Meridian Creek, Willow Creek, and Newland Creek. Three of these (Boeckman Creek, Meridian Creek, and Newland Creek) lead to public parks along the Willamette River (Memorial Park, Willamette Meridian Landing, and Willamette River Greenway, respectively).

## The Regional Context – Urban and Rural Areas

Today, Wilsonville is both part of the region and its own distinct city. Travelling south from Tualatin on I-5 or Boones Ferry Road, the pattern of developed and undeveloped areas reinforces this distinction. The journey along SW 65th Avenue or SW Stafford Road is even more striking – there is countryside and rural housing for swaths between east Tualatin, West Linn, and the Frog Pond area. The regional context map of urban and rural areas (Exhibit 2) illustrates: (1) that the current “countryside north of Wilsonville” will likely evolve into planned urban communities as the urban reserves develop over the next 40 to 50 years, and (2) that the “country-edge” along the east side of SW Stafford Road to the north of Kahle Road is a key urban-rural transitional area. It is an “Undesignated Area” adjacent to Urban Reserves and Rural Reserves.<sup>2</sup> The map also reveals that the City of Canby is only two miles from Frog

<sup>2</sup> Urban Reserve areas are meant to provide land for future expansions of the Urban Growth Boundary (UGB) over the next 50 years, as needed. Rural Reserve areas are not eligible for inclusion in the UGB for the next 50 years –

Pond as the crow flies and but much further by road or ferry due to the Willamette, Pudding and Mollalla Rivers.

**Table 2. Urban and Rural Areas Map Observations**

<b>Map Item</b>	<b>Description</b>
UR-1	The Frog Pond area enjoys excellent access to I-5 and I-205 via Wilsonville Road, Elligsen Road, and Stafford Road. The downside of this access is that these routes become congested when used as cut-through routes, which happens when there is an incident or severe congestion on one of the interstates. Frog Pond is a cross-roads location and gateway to Wilsonville.
UR-2	The urban reserve area north of Frog Pond is part of the largest contiguous block of urban reserve land in the Metro region. In total, urban reserves 4A through 4G total close to 8,000 acres, roughly half of which is between Frog Pond and I-205 with the remainder north of I-205.
UR-3	The Urban and Rural Areas map shows how the land is categorized for regional planning and growth management purposes. It shows existing cities, areas planned to urbanize, and areas planned to remain rural. It clearly illustrates Frog Pond’s position as the urban-rural transition area for east Wilsonville. The southern boundary and a portion of the eastern boundary of the planning area form a rural edge where, in the future, the city and country will meet. <sup>3</sup> The adjacent rural reserve areas are home to a mix of active farming and rural living. Special attention will need to be given to this edge to ensure compatibility with the rural areas.
UR-4	Wilsonville’s “20-Year Look” <sup>4</sup> identifies priorities for the City’s UGB expansion areas. The Frog Pond Urban Reserve within the planning area (identified as 4H, and formerly referred to as the Advance Road Urban Reserve) is one of them, as are the Elligsen Road Urban Reserve (4G) to the north of the Frog Pond UGB area and the Wilsonville Southwest Urban Reserve (5H) on the southwest corner of the city. Preparation of the Frog Pond Area Plan provides an opportunity to establish the vision for street networks, green space linkage, trails, neighborhood frameworks, and other elements that will help connect and integrate future urban planning for a livable east Wilsonville.

their agricultural / forest status is protected for that time. Undesignated areas may be considered for future UGB expansion, but are not a priority.

<sup>3</sup> Urban Reserve areas are meant to provide land for future expansions of the Urban Growth Boundary (UGB) over the next 50 years, as needed. Rural Reserve areas are not eligible for inclusion in the UGB for the next 50 years – their agricultural / forest status is protected for that time. Undesignated areas may be considered for future UGB expansion, but are not a priority.

<sup>4</sup> “20-Year Look at Where Wilsonville Might Grow”, Planning Division Staff Report, July 14, 2008. <http://www.ci.wilsonville.or.us/DocumentCenter/View/781>

Map Item	Description
UR-5	Some of the land to the north and east of the Frog Pond Urban Reserve is “undesigned” – neither urban reserve nor rural reserve (see footnote 3). These edges will need to be sensitive to rural uses, but not preclude future connections if the undesigned areas are someday urbanized.

## City Context

The City context map illustrates Frog Pond’s proximity to, and opportunity for becoming an extension of, the existing city. Discussions by the project team focused on connections – how can Frog Pond become a new, great, livable, and well-connected part of the city? The Town Center, for example, is under a mile away and will be very easy to access when the Canyon Creek Road extension to Vlahos Drive is completed this year. The Town Center is just one of several key areas east of I-5 that are within a short bike ride, SMART bus trip, or drive from Frog Pond.

**Table 3. City Context Map Observations**

Map Item	Description
C-1	The combined Boeckman Creek corridor, BPA corridor, and new connections could potentially be combined into a continuous greenway connection encircling the Frog Pond area.
C-2	A new collector street from Parkway Ave (adjacent to I-5) to Stafford Road at or near Weidemann Road is identified in the City’s Transportation System Plan (TSP) (the location / alignment is conceptual only). This project is not included on the City’s “Higher Priority Projects” list, so timing is long-term. When constructed, this new collector will improve connectivity between the Frog Pond area and the city’s northeast employment areas. Opportunities for bicycle and pedestrian connections could provide interim links. The area east of Boeckman Creek has only three arterial street connections (Wilsonville Road, Boeckman Road, and Ellingsen Road) to the rest of Wilsonville. There are no local street connections between these arterials because of the creek corridor. In unconstrained circumstances, a city might have 15 to 20 local street connections supplementing three links in the arterial network. So, in this instance, connectivity is comparatively low. Please see the City Context – Streets diagram for an illustration of this constraint.
C-3, C-4, C-5	Sites with infill and redevelopment potential in east Wilsonville include: portions of the Town Center, which can accommodate additional vertical mixed-use growth (C-5); vacant land owned by Mentor Graphics, which has both residential and industrial/employment Comprehensive Plan designations on it (C-3); and small infill sites on the west side of Boeckman Creek (along Canyon Creek Road S, south of Boeckman Road) designated for residential use (C-4).

Map Item	Description
C-6	Additional pedestrian connections across Boeckman Creek north of Boeckman Road are desirable in order to provide better access to adjacent employers, including Xerox and Mentor Graphics. In addition, the Boeckman Creek Trail connection south of Boeckman Road will improve east-west connectivity for trail users in east Wilsonville.
C-7	Stafford Road is a gateway to east Wilsonville. Currently a County facility, as development occurs it will be improved and transferred to City jurisdiction. There is an opportunity and need to slow traffic speeds, provide safe pedestrian crossings, safe routes to schools, manage storm water, and provide an aesthetically pleasing entrance/gateway to the city through the design of Stafford Road through and adjacent to Frog Pond.
C-8	The intersection at Boeckman Road/Stafford Road/Wilsonville Road/Advance Road is a key crossroads location for the community. With the existing church close to the northwest corner of this intersection and the future school and park sites close to the southeast corner, this area could become an important civic node in the future.
C-9	Boeckman Road provides a direct link to Wilsonville’s west side, including employment areas near the highway and Villebois. When the “Boeckman Dip” is widened and reconstructed, bicycle and pedestrian connections to the west side of the city will be much easier and safer (see P-10).
C-10	The planning area has good access to Memorial Park along the Willamette River via Wilsonville Road. This is the city’s oldest and largest park and contains both active and passive use areas that serve the entire community. Amenities include an extensive trail system, athletic fields and courts, a dog park, and a community garden.
C-11	The extension of Canyon Creek Road to Vlahos Drive and Town Center Loop East will provide a more direct connection from the planning area to the Town Center. Construction is anticipated to begin in June or July 2014. Canyon Creek Road is identified as a minor arterial in the Wilsonville 2013 Transportation System Plan.

## Planning Area Opportunities and Constraints

The 497-acre study area is a logical and intuitive extension of the City of Wilsonville. Historically, it was part of the Wilsonville area’s early settlement pattern, with some key gathering places for the rural farming community, such as the Grange Hall (originally the Frog Pond School) and the Frog Pond church (immediately south of the study area). Physically, it is adjacent to key streets, existing neighborhoods, and known natural areas. Even the shape of the study area wraps around the edge of the community. The study area is naturally comprised of three parts: Frog Pond UGB area, Frog Pond Urban Reserve North, and Frog Pond Urban Reserve South. Dimensionally, each of these areas is approximately ¼ mile from center to edge, a comfortable 5 to 10 minute walking distance. There is an opportunity to design three distinct-yet-connected neighborhoods within these areas (see the scale comparison diagrams in Exhibit 6 for examples of built and highly walkable neighborhoods with comparable geographic areas).



The tree groves within the planning area provide a key visual asset, and are a link to the historic character of the area. To the extent that existing, mature trees can be retained and protected as annexation and development occurs, it will contribute to the character and desirability of new neighborhoods. The city has existing annexation policies that incentivize (but do not mandate) tree retention.

Likely future connection points to existing transportation, water and sewer systems are identified on Exhibit 4. Roadway connections will likely align with existing connections along Boeckman Road or meet spacing standards along Stafford Road. City water and sanitary sewer services do not extend into the planning area at this time; however, water and sewer connection points are available along Boeckman Road as well as on the west side of Meridian Creek.

**Table 4. Planning Area Map Observations**

<b>Map Item</b>	<b>Description</b>
P-1	The area adjacent to the Boeckman Creek riparian area is an opportunity for a major open space edge that is visually and physically accessible from the Frog Pond neighborhood.
P-2	The BPA powerlines create a visual and noise impact (the power lines buzz). No structures are allowed and vegetation must be low-growing. Typical opportunities include street connections, paths, horse trails, community gardens, sports fields, storm water management, and environmental restoration in the wetland area north of the Grange (the original site of a frog pond, according to local residents).
P-3	The proximity of the future primary and middle schools' site to the existing Wilsonville High School and Boeckman Creek Primary School, and their separation by Meridian Creek, creates both a challenge and an opportunity. A trail connection is planned to link the two school campuses. It may be possible that such a link could also be designed to provide for a sewer line connection to the future schools site.
P-4	The planned extension of the Boeckman Creek trail to and through the planning area will link the area to Memorial Park. Its future location (either along the creek or the top of bank) is an opportunity to be explored in the plan. Access to the creek itself is steep in many places and there may be a need for switchbacks and bridges.
P-5	There is opportunity for open space and trail connections between Boeckman Creek, the north edge of the Frog Pond UGB area, the BPA Corridor, the planned middle and primary schools site, and Meridian Creek.
P-6	The intersection at Boeckman Road/Stafford Road/Wilsonville Road/Advance Road is a key crossroads location for the community. With the existing church close to the northwest corner of this intersection and the future school and park sites close to the southeast corner, this area could become an important civic node in the future (see also C-8).



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<b>Map Item</b>	<b>Description</b>
P-7	The City's 10-acre community park (which will be co-located with the future primary and middle schools) will be a city-wide asset as well as an amenity for the adjacent neighborhoods. Pedestrian safety near the park should be prioritized in street design.
P-8	Existing transit (Wilsonville's SMART system) serves the area, although service is limited at present. Buses running along Boeckman Road and Wilsonville Road (line 4) connect to the Town Center, Boeckman Creek Primary School, Wilsonville High School, and the WES station, as well as to other bus lines further west on Boeckman Road linking to major employers east of I-5 and lines connecting to other parts of the city.
P-9	Additional pedestrian connections across Boeckman Creek north of Boeckman Road are desirable in order to provide better access to adjacent employers, including Xerox and Mentor Graphics (see also C-6).
P-10	The future Boeckman Road bridge across Boeckman Creek will reduce the "dip" of Boeckman Road and likely include trail access to the future Boeckman Creek trail. This project will enhance bicycle and pedestrian access to the planning area and improve safety for motorists, cyclists, and pedestrians on Boeckman Road.
P-11	There is an existing pedestrian accessway from one of the neighborhoods west of Boeckman Creek that leads to the creek. There may be an opportunity to provide a pedestrian link from the planning area across Boeckman Creek to connect to this point.
P-12 and P-13	The historic Frog Pond Grange Hall is within the planning area, and the historic Frog Pond Church is adjacent to the south. These structures are important parts of the community's history and help create a sense of place for the area.

## City Context Diagrams and Planning Area Scale Comparisons

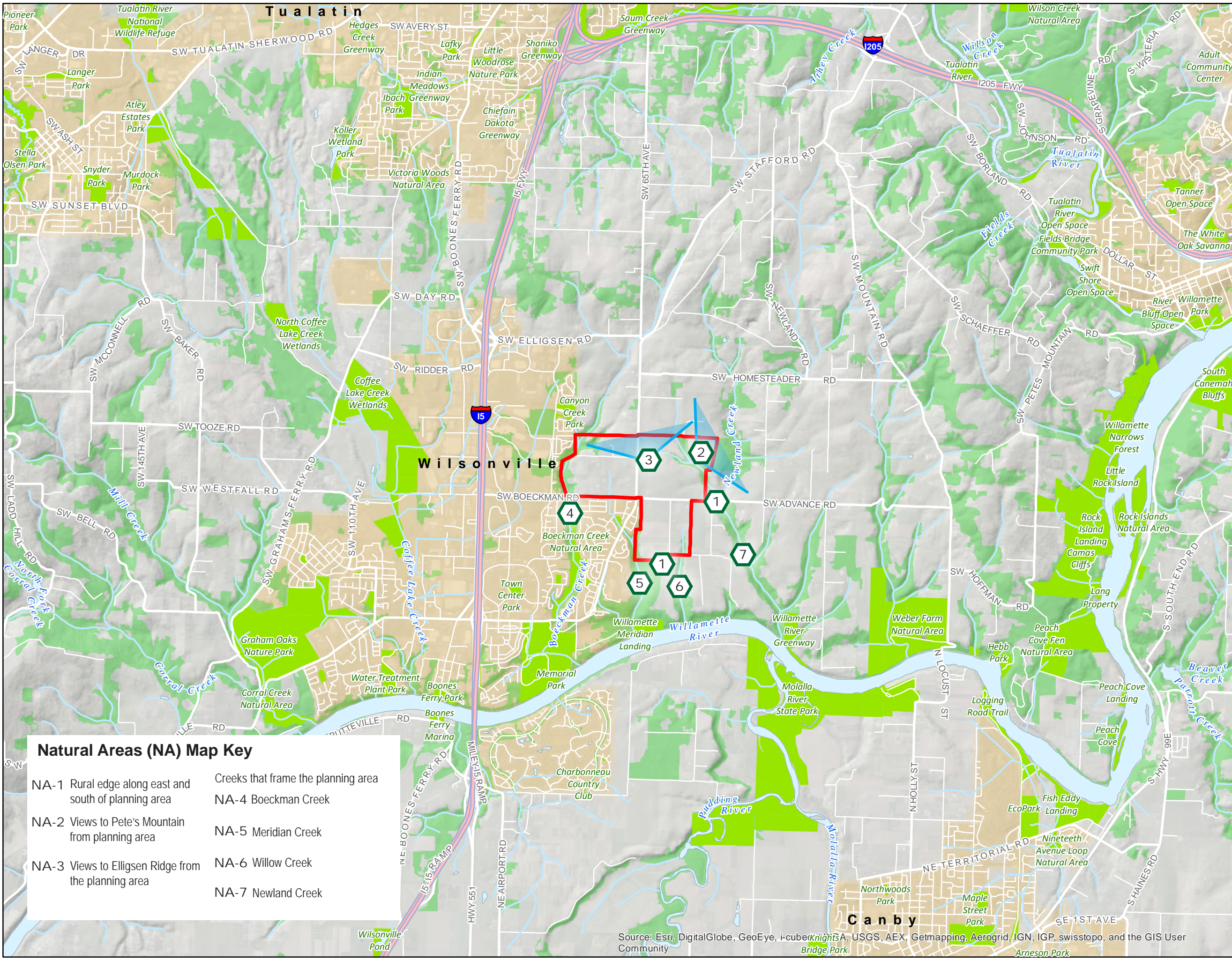
Three diagrams are provided to display an "x-ray" view of the major systems within the City and their relationship to the planning area: streets; natural areas and parks; and, buildings (see Exhibit 5).

Two planning area scale comparisons illustrate the potential for creating walkable neighborhoods in the Frog Pond area (see Exhibit 6). The 180-acre Frog Pond UGB area is approximately the size of the built portion of Villebois and Ladd's Addition in Southeast Portland.

# Frog Pond Area Plan

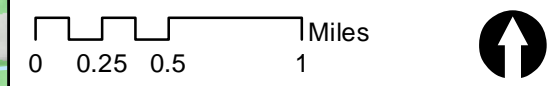
## Opportunities & Constraints Exhibit 1: Regional Context - Natural Areas

- Planning Area
- Rivers and Streams
- Parks and Natural Areas
- Forested Area
- City Limits



**Natural Areas (NA) Map Key**

NA-1 Rural edge along east and south of planning area	NA-4 Boeckman Creek
NA-2 Views to Pete's Mountain from planning area	NA-5 Meridian Creek
NA-3 Views to Elligsen Ridge from the planning area	NA-6 Willow Creek
	NA-7 Newland Creek



**Prepared By:** Angelo Planning Group  
**Date:** 4/30/2014

**Coordinate System:**  
 NAD 1983 HARN State Plane Oregon North FIPS 3601

**Disclaimer:**  
 This map is intended for informational purposes only. While this map represents the best data available at the time of publication, the City of Wilsonville makes no claims, representations, or warranties as to its accuracy or completeness. Metadata available upon request.

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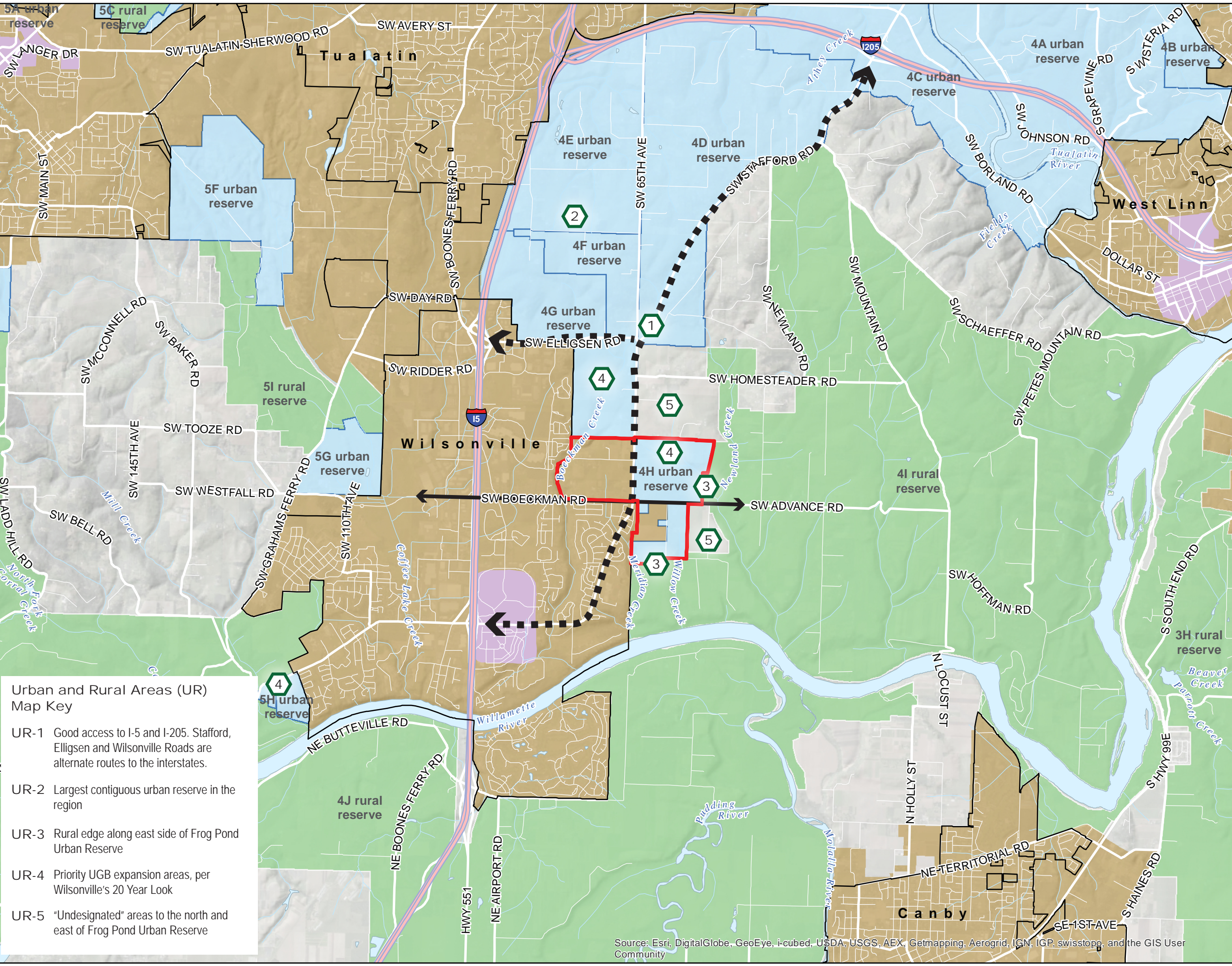
Source: Esri, DigitalGlobe, GeoEye, i-cube, KnightRid, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

# Frog Pond Area Plan

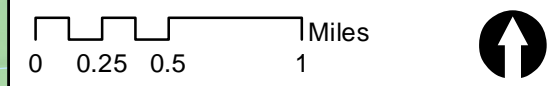
## Opportunities & Constraints Exhibit 2: Regional Context - Urban and Rural Areas

- Planning Area
- City Limits
- Rivers and Streams
- UGB
- Town Center \*
- Rural Reserves
- Urban Reserves
- Undesignated Land
- Freeway access from planning area
- Local access from planning area

\* As designated on Metro 2040 Growth Concept Map



- Urban and Rural Areas (UR)  
Map Key
- UR-1 Good access to I-5 and I-205. Stafford, Elligsen and Wilsonville Roads are alternate routes to the interstates.
  - UR-2 Largest contiguous urban reserve in the region
  - UR-3 Rural edge along east side of Frog Pond Urban Reserve
  - UR-4 Priority UGB expansion areas, per Wilsonville's 20 Year Look
  - UR-5 "Undesignated" areas to the north and east of Frog Pond Urban Reserve

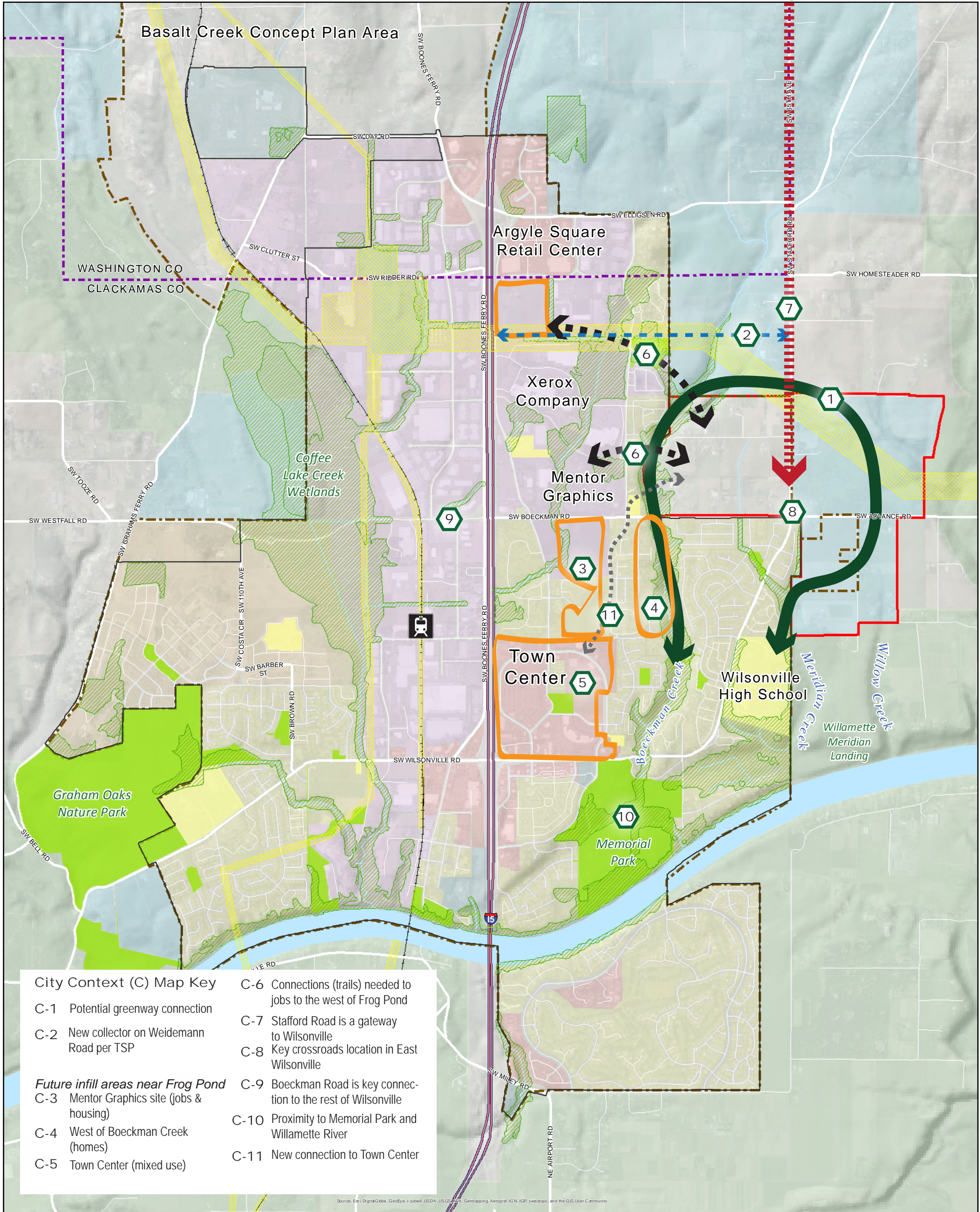


**Prepared By:** Angelo Planning Group  
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City Context (C) Map Key	
C-1	Potential greenway connection
C-2	New collector on Weidemann Road per TSP
<b>Future infill areas near Frog Pond</b>	
C-3	Mentor Graphics site (jobs & housing)
C-4	West of Boeckman Creek (homes)
C-5	Town Center (mixed use)
C-6	Connections (trails) needed to jobs to the west of Frog Pond
C-7	Stafford Road is a gateway to Wilsonville
C-8	Key crossroads location in East Wilsonville
C-9	Boeckman Road is key connection to the rest of Wilsonville
C-10	Proximity to Memorial Park and Willamette River
C-11	New connection to Town Center

**Opportunities & Constraints**  
**Exhibit 3: City Context**

<b>Land Use</b>	Significant Resources Overlay Zone	Planning Area	Infill potential near Frog Pond
Commercial	BPA Easement	Freeways	Railroad
Industrial	Rural reserves	County Boundary	UGB
Public	Urban reserves	UGB	City Limits
Residential	School	City Limits	WES Station
Village			
Parks			

0 1,000 2,000 4,000 Feet

Coordinate System:  
NAD 1983 HARN State Plane  
Oregon North FIPS 3601

**Prepared By:** Angelo Planning Group  
**Date:** 4/30/2014

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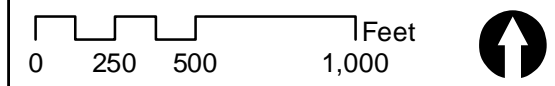
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# Frog Pond Area Plan

## Opportunities & Constraints Exhibit 4: Planning Area

- Building Footprints
  - Planning Area
  - UGB
  - Parks
  - Streams
  - Tree Groves
  - Wetlands\*
  - Taxlots
  - Future Primary & Middle School Site
  - Significant Natural Resources
  - BPA Easement
  - Potential access point based on 1000' spacing
  - Access to align with existing roads
  - Planned Trail Connection
  - Conceptual Future Trail Connection
  - Transit Connection
  - Potential Water Connection
  - Potential Sewer Connection
  - Conceptual neighborhood with roughly 1/4 mile radius
- \*Jurisdictional, likely not locally significant

- Planning Area (P) Map Key
- P-1 Opportunity for visual and physical access to Boeckman Creek edge in western portion of Planning Area
  - P-2 BPA easement subject to development restrictions
  - P-3 Planned connection between existing and future schools
  - P-4 Planned regional trail along Boeckman Creek
  - P-5 Potential green connection linking creeks, BPA corridor, and schools
  - P-6 Potential node or district focal point at intersection
  - P-7 Future 10-acre park with sports fields
  - P-8 Existing transit service runs along SW Wilsonville and SW Boeckman
  - P-9 Need for pedestrian crossing of Boeckman Creek
  - P-10 Future Boeckman Creek Bridge, improved pedestrian crossing and link to Boeckman Creek Trail
  - P-11 Existing pedestrian connection to Boeckman Creek
  - P-12 Frog Pond Grange - historic site
  - P-13 Frog Pond Church - historic site

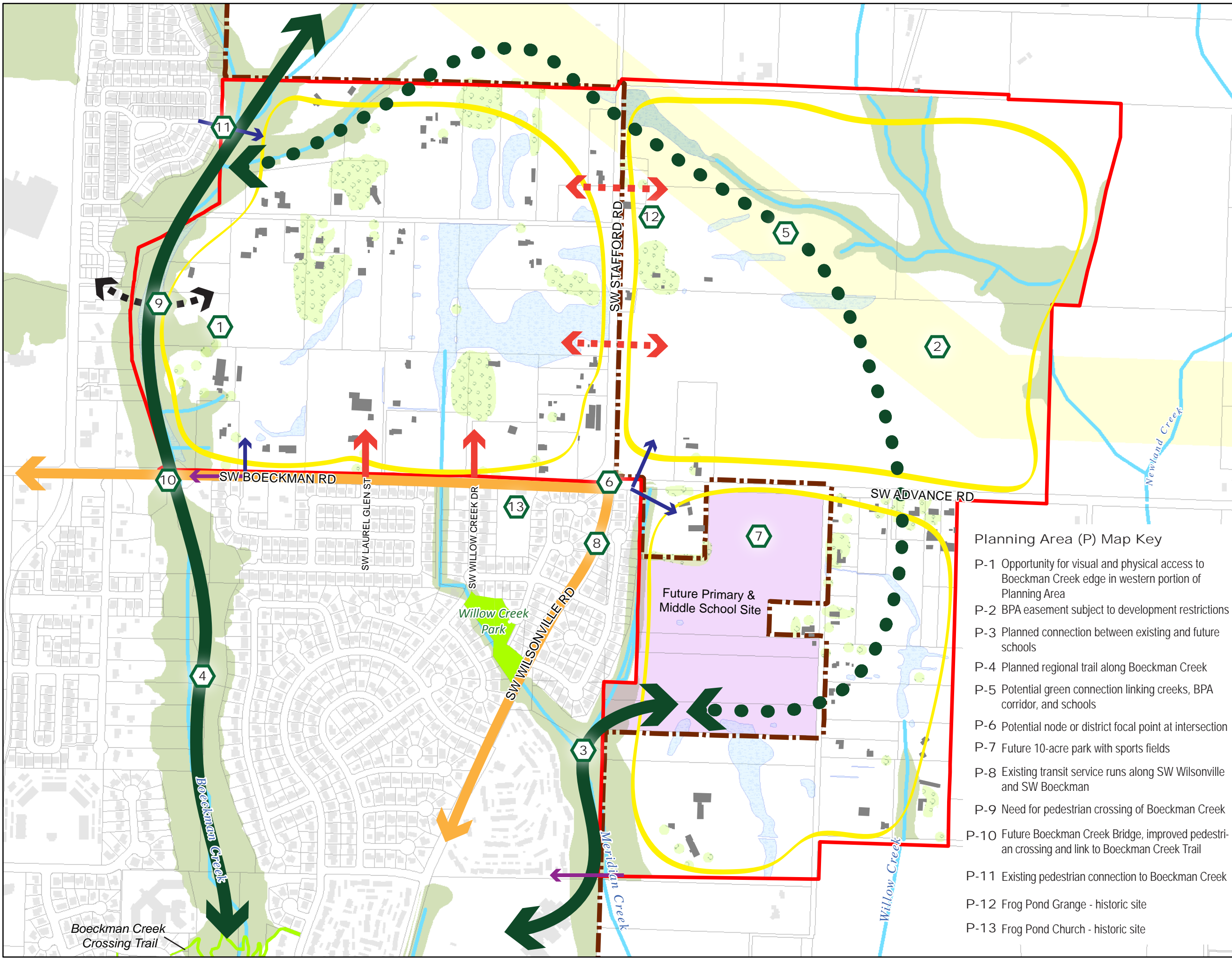


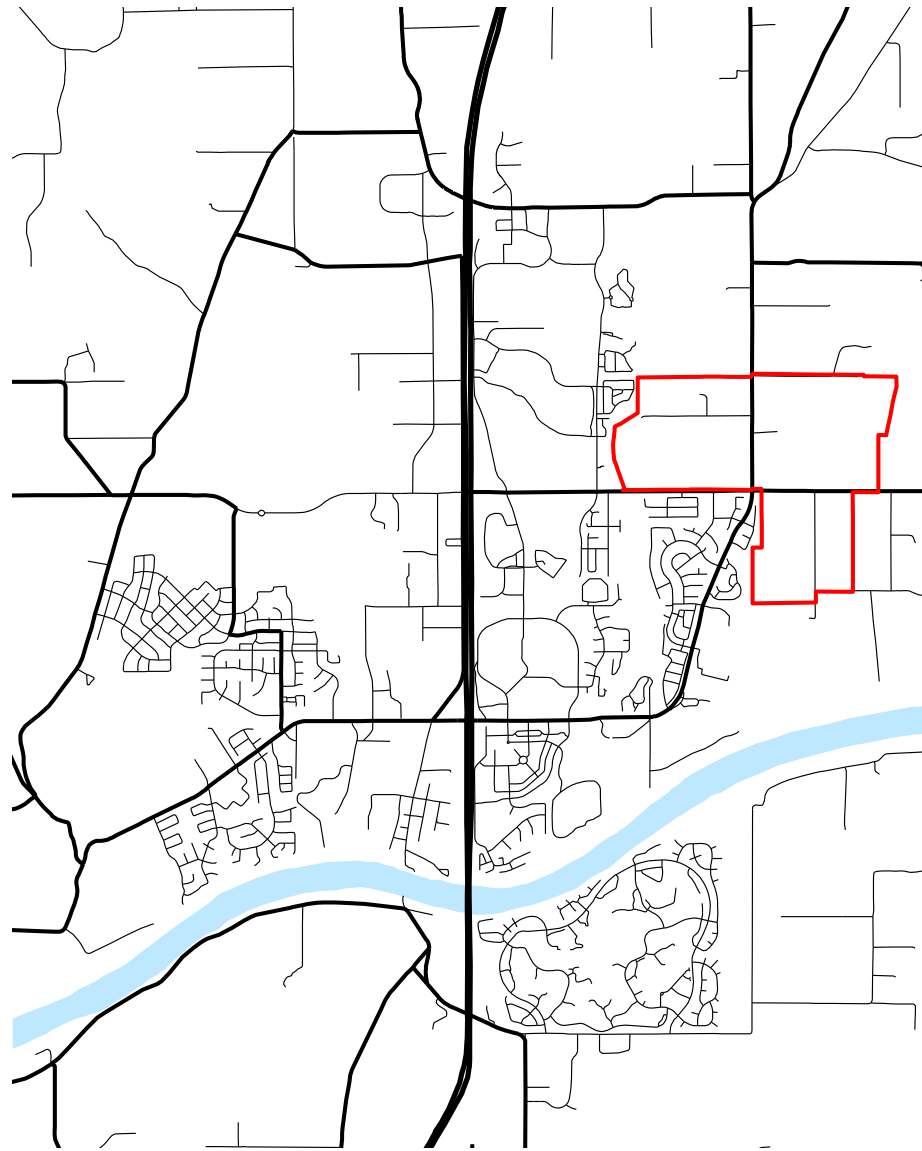
**Prepared By:** Angelo Planning Group  
**Date:** 4/30/2014

**Coordinate System:**  
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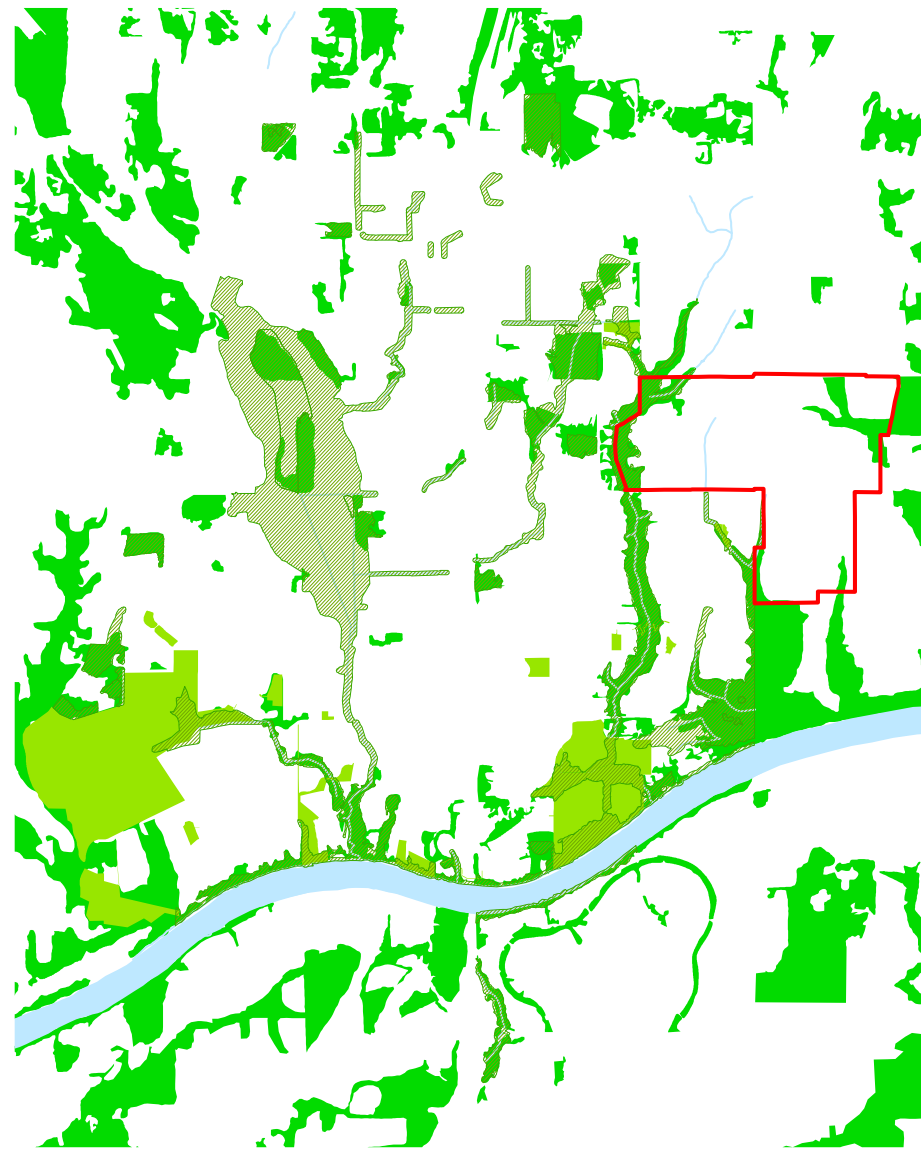
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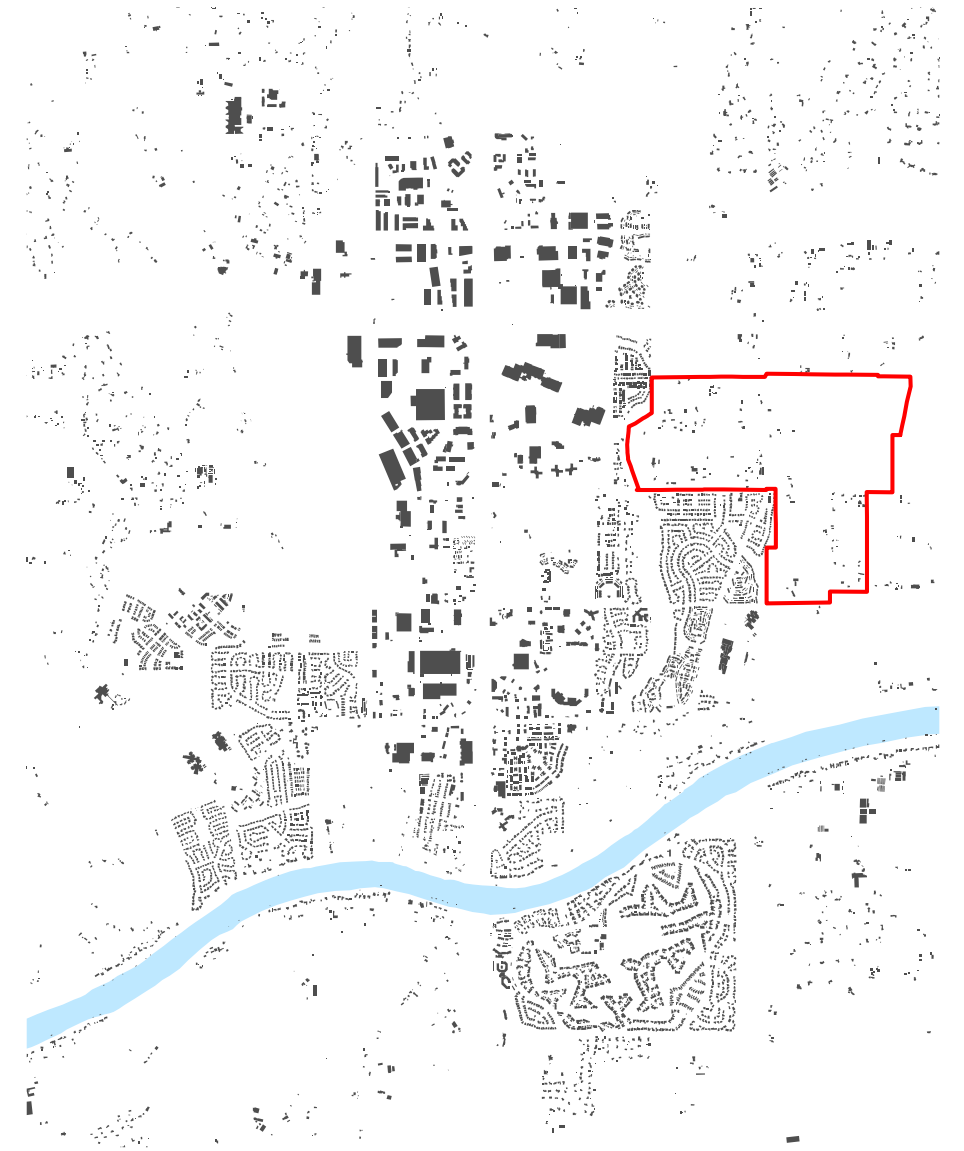




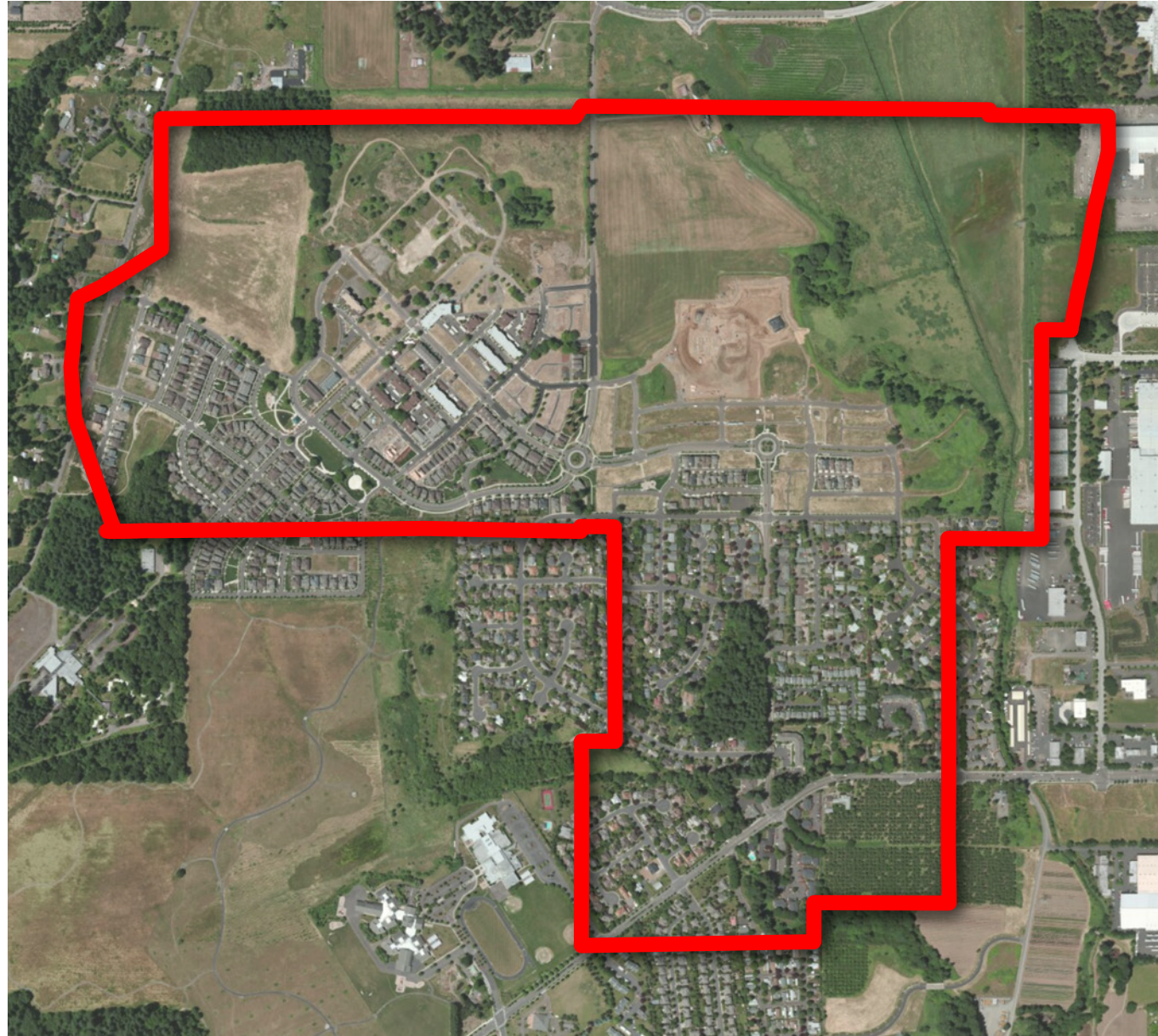
Streets



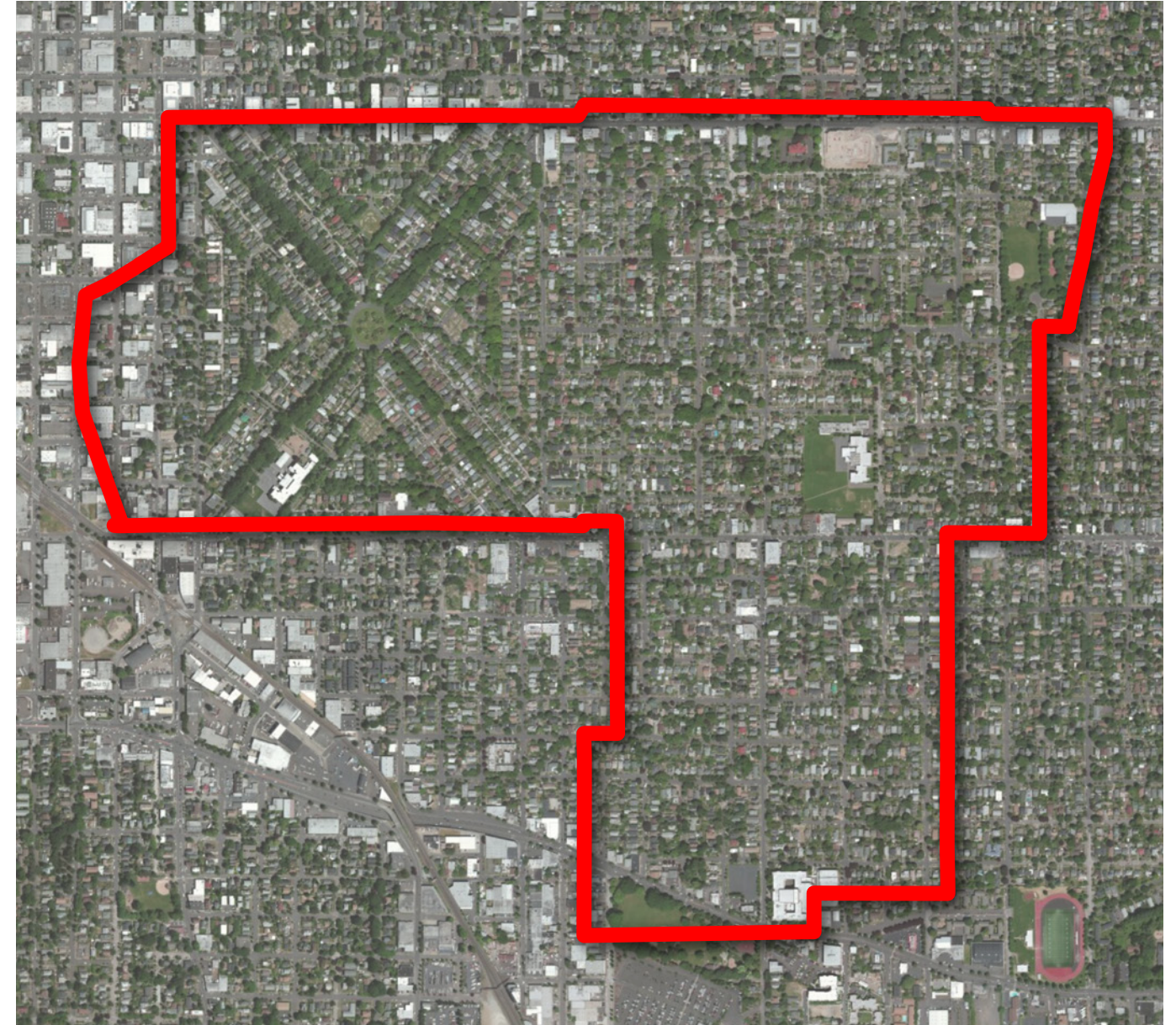
Natural Areas & Parks



Buildings



Frog Pond planning area compared to Wilsonville's Villebois and vicinity



Frog Pond planning area compared to SE Portland's Ladd's Addition and vicinity





## Appendix A

### Project Team Members

#### Consultant Team

Joe Dills, Angelo Planning Group

Becky Hewitt, Angelo Planning Group

Andrew Parish, Angelo Planning Group

Scott Mansur, DKS Associates

Brian Vanneman, Leland Consulting Group

Matt Hickey, Murray Smith Associates

John van Staveren, Pacific Habitat Services

Ken Pirie, Walker Macy

Mike Zilis, Walker Macy

#### City Staff

Katie Mangle, Manager of Long-Range Planning

Chris Neamtzu, Planning Director

Nancy Kraushaar, Community Development Director

Steve Adams, Development Engineer Manager

Kerry Rappold, Natural Resources Program Manager

### City of Wilsonville Background Documents Consulted

Bicycle and Pedestrian Master Plan (2006)

Parks and Recreation Master Plan (2007)

Transit Master Plan (2008)

Transportation System Plan (2013)

20-Year Look at Where Wilsonville Might Grow (2008)

Comprehensive Plan (2013)

Water System Master Plan (2012)

# Memorandum



2/28/2016

**To:** Wilsonville Planning Commission  
**Cc:** Project Team  
**From:** Joe Dills and Andrew Parish, Angelo Planning Group  
**Re:** Frog Pond Master Plan – Comprehensive Plan Designation and Zoning Structure (Part 1)

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## INTRODUCTION

The purpose of this memorandum is to discuss and recommend a Comprehensive Plan designation and zoning strategy for the Frog Pond Master Plan. This is a “Part 1” memorandum, addressing:

- What Comprehensive Plan designation should be applied to the area?
- What are the appropriate zone districts and base regulations to apply?

Following input from the Planning Commission, a “Part 2” memorandum will be prepared. The Part 2 work will create: more details for the code; a draft Comprehensive plan map and policies; a preliminary zoning map; testing of the draft development standards; and, a tree preservation strategy. These zoning provisions will also be accompanied by design guidelines.

The questions listed above were addressed in a memorandum dated 2-23-15, which was reviewed by the Frog Pond Area Plan Task Force and Planning Commission. That memo is attached for reference. The team has used that memorandum and the feedback as a starting point and source material for the recommendations described below.

## COMPREHENSIVE PLAN DESIGNATION

### Existing Comprehensive Plan

Currently, the Frog Pond West Neighborhood area is designated “Area L” on the Wilsonville Comprehensive Plan map. It is one of twelve Areas of Special Concern discussed in the Plan, which have “...specific language describing special considerations that must be addressed in the development of these areas.”<sup>1</sup> The Plan’s text describing Area L is now out-of-date and needs to be updated – this will be part of a subsequent memo.

Wilsonville’s Comprehensive Plan uses a system of basic land use designations (e.g. Residential, Commercial, Industrial, Public). The broad Residential designation is subdivided into residential “districts,” each of which has a density range. Examples adjacent to the Frog Pond West area include the 4-5 dwelling units/acre district (Landover neighborhood) and the 6-7 dwelling units/acre district (Arbor Crossing neighborhood). The Plan includes descriptions for each density district, stating their purpose, general intent for the type of housing, the typical Planned Development Residential zoning, and some characteristics related to uses and/or transportation facilities.<sup>2</sup>

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<sup>1</sup> Wilsonville Comprehensive Plan, page D-3

<sup>2</sup> Comprehensive Plan, page D-19



Areas of Special Concern provide an additional overlay for areas where the City has identified the need for further planning or conducted master planning. Examples of the latter include Area D, the Village at Main Street development and Area G, which covers Old Town, West Wilsonville Road and adjacent areas.

Villebois is unique in that it has its own Comprehensive Plan designation, “Residential – Village,” which is applied to the entire 500-acre community. It was previously an Area of Special Concern (Area B, still noted on the Plan Map), but the text was deleted and updated in 2003. Villebois’ Residential – Village plan designation is established and described in the Plan’s “Compact Development” section, which includes introductory text, an overarching policy, and several implementation measures.<sup>3</sup>

### Options for Frog Pond

There are several options available for the Comprehensive Plan designation(s) for the Frog Pond area, including:

1. The status-quo designation: Residential.
  - Requires Comprehensive Plan mapping of the density districts.
  - Zoning would follow at time of annexation/development review, using the PDR zones or a variation on them.
  - Retains the existing system’s focus on density as a defining element of the regulations.
2. A new designation: Neighborhood.
  - Applies a neighborhood-wide Comprehensive Plan designation, with specific zoning adopted at the time of annexation and development review.
  - Zoning would follow at time of annexation/development review, and would need to be guided by a preliminary zoning map adopted in the Frog Pond Master Plan.
  - Creates a new focus on the intended outcome, a great neighborhood (as opposed to density) through explicit comprehensive plan text, policies and implementation measures.

### Recommendation

Option 2, the Neighborhood designation, is recommended. By avoiding “density district” mapping adopted on the Comprehensive Plan map, there would be more flexibility to set final zoning boundaries in alignment with roads and property lines, consistent with the Master Plan. The Plan text would include a purpose statement, policies, and implementation measures that together would be a policy base that is consistent with the vision for the area. The Neighborhood designation could also be used for future neighborhoods added to the City. The new text would logically be placed following the Plan’s current Compact Development text and be titled “New Neighborhood Development.”

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<sup>3</sup> See Comprehensive Plan, page D-31. Policy 4.1.6 for Villebois states: “Require the development of property designated “Residential-Village” on the Comprehensive Plan Map to create livable, sustainable urban areas which provide a strong sense of place through integrated community design, while also making efficient use of land and urban services.”



## ZONING STRUCTURE

### Background and Evaluation Questions

The attached Zoning Strategy prepared in 2015 recommended that the City’s existing PDR regulations be used as the starting point for Frog Pond’s residential zoning. See memo, pages 4-5. The PDR regulations are a familiar system for staff, the Development Review Board, developers and the public. They provide sufficient flexibility to work well for the many different developments expected for Frog Pond West over the 10-20 years it will take to develop. However, the uses, density standards, and other provisions need to be adjusted to effectively implement the Area Plan, and design guidelines are needed. These changes are fairly readily accomplished.<sup>4</sup>

The project team evaluated two practical questions to further critique the concept of adjusting the PDR regulations to Frog Pond. The first question is: will the density ranges in the existing PDR zones match the density ranges in the Area Plan? The answer to this question is yes, with minor adjustments to the PDR zones. The following table compares the land use designations with the relevant PDR zones.

Area Plan Land Use Designation	Comparable PDR Zone	Notes
<b>R-10 Large Lot Residential</b> (8,000 SF – 12,000 SF Lots)	<b>PDR -2</b> (Average Density: 1DU / 16,000 sf)	PDR-2 is somewhat less dense than the R-10 designation.
<b>R-7 Standard Lot Residential</b> (6,000 SF – 8,000 SF Lots)	<b>PDR-3</b> (Average Density: 1DU / 7,000 sf)	PDR-3 and R-7 are of similar density
<b>R-5 Small Lot Residential</b> (4,000 SF – 6,000 SF Lots)	<b>PDR-4</b> (Average Density: 1DU / 5,000 sf)	PDR-4 and R-5 are of similar density.

The second question is: what should be the basic structure of Frog Pond’s zoning in order to: (a) implement the vision and policy intent of the Neighborhood Residential designation; and (b) utilize the best elements of Wilsonville’s PDR zones and Villebois Village zone?

### Preliminary Draft Residential Neighborhood Code

To explore the questions noted above, the team prepared a preliminary draft of the zoning structure and text for Frog Pond (see attached). The draft code has the following elements:

- **Residential Neighborhood (RN) zone.** The draft code creates a single new zone, Residential Neighborhood or RN, which would be applied to the entirety of the Frog Pond West Neighborhood. This approach is similar to the Village zone of Villebois.
- **Planned Development Residential procedures.** The code would be administered the same as PDR zones are in other areas of the City.
- **Uses similar to PDR but updated for Frog Pond.** The use lists from PDR have been used as a starting point for the RN Zone.

<sup>4</sup> An alternative to modifying existing zoning regulations is to draft a completely new approach, such as a form-based code. Form-based codes are excellent tools, but not recommended for Frog Pond because: (1) a simple regulatory scheme that includes standards for residential design and form can be readily accomplished with a modern, conventional zoning tool; (2) the level of effort to create, critique, and finalize a Frog Pond form-based code would likely far exceed the Master Plan’s scope and schedule; and, (3) as with any new regulatory tool, it would introduce additional uncertainty for implementation. Wilsonville recently prepared a form-based code for the Coffee Creek Industrial Area – the process is still on-going and to date has taken over two years.



- **Sub-districts.** The Master Plan and code would establish “sub-districts” to geographically specify the minimum and maximum number of residential dwellings in each sub-district area of the neighborhood. The sub-districts and dwelling numbers would be adopted in the Master Plan, and follow the numbers adopted in the Area Plan for the R-10 Large Lot, R-7 Medium Lot, and R-5 Small Lot single family districts. The approach is a hybrid of how density is regulated in the PDR regulations and Village regulations.
- **Development standards tailored to Frog Pond.** Many of the PDR development standards will be useful in Frog Pond (e.g. the basic 35 foot building height maximum). Other standards, such as lot standards, will be customized to Frog Pond and emerge out of the master planning process. The open space standard will require additional study to determine the options and set-aside that is appropriate for Frog Pond.
- **Residential design standards.** A placeholder section for residential design standards has been included in the preliminary draft. The PDR zones have no residential design standards for architectural quality, building orientation, garage placement, etc. Villebois has extensive and detailed design standards as part of its Architectural Pattern Book. To achieve the vision of quality design in Frog Pond, the City needs to adopt a basic set of design standards.

### Recommendation

Based on the preliminary zoning described above, the team recommends continued work on the Residential Neighborhood zoning concept. The Planning Commission is asked to discuss this approach, identify issues and questions, and direct the team to prepare a next draft.



Plain text – Sourced from Planned Development Residential code  
 Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<b>Section 4.127 Residential Neighborhood (RN) Zones</b>	<b>Comments</b>
<p>(.01) <u>Purpose.</u>  <u>The Residential Neighborhood (RN) zones apply to lands within Neighborhood Comprehensive Plan Map designation. The purposes of the RN Zones are to:</u></p> <ul style="list-style-type: none"> <li><u>A. Implement the Residential Neighborhood policies and implementation measures of the Comprehensive Plan.</u></li> <li><u>B. Implement master plans for areas within the Neighborhood Comprehensive Plan Map designation.</u></li> <li><u>C. Create attractive and connected neighborhoods in Wilsonville.</u></li> <li><u>D. Regulate and coordinate development to result in: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.</u></li> <li><u>E. Encourage and require high quality architectural and community design.</u></li> <li><u>F. Provide transportation choices, including active transportation options.</u></li> <li><u>G. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and physical access to nature.</u></li> </ul>	<p>All section numbering and formatting is preliminary.</p> <p>C and D are from the Frog Pond Area Plan vision statement.</p>



Plain text – Sourced from Planned Development Residential code  
 Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p>(.02) <del>Examples of principal uses that are typically p</del> <u>Permitted uses:</u></p> <ul style="list-style-type: none"> <li>A. Open Space.</li> <li>B. Single-Family Dwelling Units.</li> <li><u>C. Duplex</u></li> <li>D. Multiple-Family Dwelling Units, subject to the density standards of the zone. <u>Multi-family dwelling units are not permitted within the Frog Pond West Master Plan area.</u></li> <li><u>E. Cohousing.</u></li> <li>F. Public parks, playgrounds, recreational and community buildings and grounds, tennis courts, and similar recreational uses, all of a non-commercial nature, provided that any principal building or public swimming pool shall be located not less than forty-five (45) feet from any other lot.</li> <li>G. Manufactured homes, subject to the standards of Section 4.115 (Manufactured Housing).</li> </ul> <p>(.03) <u>Permitted accessory uses to single family dwellings:</u></p> <ul style="list-style-type: none"> <li>A. Accessory uses, buildings and structures customarily incidental to any of the principal permitted uses listed above, and located on the same lot.</li> <li>B. Living quarters without kitchen facilities for persons employed on the premises or for guests. Such facilities shall not be rented or otherwise used as a separate dwelling unless approved as an accessory dwelling unit or duplex.</li> <li>C. Accessory Dwelling Units, subject to the standards of Section 4.113 (.11).</li> <li>D. Home occupations.</li> <li>E. A private garage or parking area.</li> <li>F. Keeping of not more than two (2) roomers or boarders by a resident family.</li> <li>G. Temporary real estate signs, small announcement or professional signs, and subdivision signs, as</li> </ul>	<p>For clarity, the phrase “Permitted Uses” is used here.</p> <p>Should Frog Pond West include 2-unit attached?</p> <p>No Multi-family, per the Area Plan.</p> <p>Cohousing will require a new definition.</p> <p>Uses from original PDR zoning. Should this use be kept?</p>
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Plain text – Sourced from Planned Development Residential code  
 Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p>provided in the provisions of Sections 4.156.05, 4.156.07, 4.156.09, and 4.156.10. [Amended by Ord. No. 704, 6/18/12]</p> <p>H. Temporary buildings for uses incidental to construction work, which buildings shall be removed upon completion or abandonment of the construction work.</p> <p>I. Accessory buildings and uses shall conform to front and side yard setback requirements. If the accessory buildings and uses do not exceed 120 square feet or ten (10) feet in height, and they are detached and located behind the rear-most line of the main buildings, the side and rear yard setbacks may be reduced to three (3) feet.</p> <p>J. Livestock and farm animals, subject to the provisions of Section 4.162.</p> <p><u>(.04) Uses permitted subject to Conditional Use Permit requirements:</u></p> <p>A. Public and semi-public buildings and/or structures essential to the physical and economic welfare of an area, such as fire stations, sub-stations and pump stations.</p> <p>B. Public or private clubs, lodges or meeting halls. Public or private parks, playground, golf courses, driving ranges, tennis clubs, community centers and similar recreational uses.</p> <p>C. Churches, public, private and parochial schools, public libraries and public museums.</p> <p>D. Neighborhood Commercial Centers limited to the provisions of goods and services primarily for the convenience of and supported by local residents. <u>Neighborhood Commercial Centers are only permitted where designated on an approved Master Plan. , and not requiring a zone change to a commercial designation:</u></p>	<p>The Frog Pond Area Plan includes a neighborhood commercial center in the East Neighborhood, with the location subject to further study. This text would preclude a neighborhood commercial center in the West Neighborhood, which is consistent with the Area Plan.</p>
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Plain text – Sourced from Planned Development Residential code

Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p><del>1. The site of a Neighborhood Commercial Center was proposed at the time of the original application.</del></p> <p><del>2. Such centers are of a scale compatible with the surrounding residential structures.</del></p> <p><del>3. Such centers shall be compatible with the surrounding residential uses.</del></p> <p><del>4. The site of a Neighborhood Commercial Center shall be at least one quarter (1/4) mile from any other sites zoned for commercial uses.</del></p> <p><del>5. The site of a Neighborhood Commercial Center shall not exceed five percent (5%) of the total area or one (1) acre, whichever is less.</del></p> <p><del>6. The site of a Neighborhood Commercial Center shall have direct access to a street of a collector classification and shall have direct pedestrian access to the residential areas.</del></p> <p><del>7. The site of a Neighborhood Commercial Center shall not include more than one quadrant of an intersection and shall not result in traffic of a nature which causes a substantial adverse impact on the residential character of the planned development.</del></p> <p>E. Commercial Recreation which is compatible with the surrounding residential uses and promotes the creation of an attractive, healthful, efficient and stable environment for living, shopping or working. All such uses except golf courses and tennis courts shall conform to the requirements of <u>Section 4.124.04 subsection “D”</u> (Neighborhood Commercial Centers), <del>above.</del></p>	
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Plain text – Sourced from Planned Development Residential code  
Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p><u>(.05) Development Standards Applying to All Development in the Residential Neighborhood Zone</u></p> <p><u>(.06) Residential Neighborhood Zone Sub-districts:</u></p> <ol style="list-style-type: none"><li><u>1. RN Zone sub-districts may be established to provide area-specific regulations that implement Master Plans.</u><ol style="list-style-type: none"><li><u>a. For the Frog Pond West Neighborhood, the sub-districts are listed in Table ___ of this code and mapped on Master Plan Figure ___ of the Frog Pond West Neighborhood Master Plan.</u></li></ol></li></ol> <p><u>(.07) Minimum and Maximum Residential Units:</u></p> <ol style="list-style-type: none"><li><u>1. The minimum and maximum number of residential units approved shall be consistent with this code and applicable provisions of an approved Master Plan.</u><ol style="list-style-type: none"><li><u>a. For the Frog Pond West Neighborhood, Table ___ and Master Plan Figure ___ establish the minimum and maximum number of residential units for the sub-districts.</u></li></ol></li><li><u>2. The City may allow a reduction in the minimum density for a sub-district when it is demonstrated that the reduction is necessary due to topography, protection of natural resources, constraints posed by existing development, infrastructure needs, provision of non-residential uses, and similar physical conditions.</u></li></ol>	<p>The working recommendation is to prepare a map and table that establishes the minimum and maximum number of homes in “sub-districts” of the West Neighborhood. Rather than have 3 land use categories (e.g. R-5, R-7, R-10) with individual density regulations, there would be 6-8 sub-districts where minimum and maximum number of units are specified in the Master Plan. This is a hybrid approach of the PDR and Villebois regulations.</p> <p>This provision provides needed flexibility.</p>
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Plain text – Sourced from Planned Development Residential code  
Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p><u>(.08) Lot Development Standards:</u></p> <ol style="list-style-type: none"><li><u>1. Lot development shall be consistent with this code and applicable provisions of an approved Master Plan.</u></li><li><u>2. For the Frog Pond West Neighborhood, Table _____ and Master Plan Figure _____ establish the lot development standards.</u></li></ol> <p><u>(.09) Building height:</u></p> <ol style="list-style-type: none"><li><u>1. For residential uses, the maximum building height is 35 feet.</u></li><li><u>2. Non-residential uses shall not exceed 45 feet.</u></li></ol> <p><u>(.010) Lot coverage:</u></p> <ol style="list-style-type: none"><li><u>1. Lot coverage shall be consistent with Table _____.</u></li></ol> <p><u>(.011) Open Space:</u></p> <ol style="list-style-type: none"><li><u>1. tbd</u></li></ol>	<p>The team is anticipating preparation of a general table of lot development standards (similar to Table V-1 in the code – see Code page B-37). The team is also anticipating lot diagrams that graphically depict lot and building orientation requirement that are specific to areas of the neighborhood (e.g. along the Boeckman Rd frontage).</p> <p>To be prepared.</p> <p>The PDR currently requires 25% open space for each individual application. The Village Zone has the same requirement. The open space regulation for the Village Zone was established after the preparation of a block-specific master plan for the entire community, which was led by the master developer. Frog Pond will not have a master developer. The 150-acre Frog Pond area will likely have 10-20 different developers.</p>
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Plain text – Sourced from Planned Development Residential code  
 Red underline and ~~strikeout~~ – Revisions specific to draft RN Zone

<p>(.012) <u>Block and access standards:</u></p> <ol style="list-style-type: none"> <li>1. Maximum block perimeter in new land divisions: <del>1,800</del> ____ feet.</li> <li>2. Maximum spacing between streets or private drives for local access: 530 feet, unless waived by the Development Review Board upon finding that barriers such as railroads, freeways, existing buildings, topographic variations, or designated Significant Resource Overlay Zone areas will prevent street extensions meeting this standard. [Amended by Ord. 682, 9/9/10]</li> <li>3. Maximum block length without pedestrian and bicycle crossing: <del>330</del> ____ feet, unless waived by the Development Review Board upon finding that barriers such as railroads, freeways, existing buildings, topographic variations, or designated Significant Resource Overlay Zone areas will prevent pedestrian and bicycle facility extensions meeting this standard.                  [Section 4.124(.06) amended by Ordinance No. 538, 2/21/02.]</li> </ol> <p>(.013) <u>Signs.</u> Per the requirements of <del>Sections 4.156.01 through 4.156.11.</del> _____.</p> <p>(.014) <u>Parking.</u> Per the requirements of <del>Section 4.155.</del> _____.</p> <p>(.015) <u>Corner Vision Clearance.</u> Per the requirements of Section 4.177.</p>	<p>The block length and pedestrian/bike spacing standards should be filled in after those elements are completed for the Master Plan.</p> <p>Signs and parking should be filled in after those elements are completed for the Master Plan.</p>
<p>(.016) <u>Residential Design Standards – Single-Family Dwelling Units.</u></p> <ol style="list-style-type: none"> <li>A. <u>Purpose.</u></li> <li>B. <u>Standards</u></li> </ol>	<p>Placeholder code section.</p>



# Memorandum

2/23/2015

**To:** Frog Pond Area Plan Task Force  
**Cc:** Project Team  
**From:** Joe Dills, Angelo Planning Group  
**Re:** Frog Pond Concept Plan Zoning Strategy

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## INTRODUCTION

The purpose of this memorandum is to discuss and recommend a zoning strategy for the Frog Pond Concept Plan and Master Plan. The term zoning strategy is used here as a short-hand term to mean the package of land use regulations needed for implementation, including amendments to the Wilsonville's Comprehensive Plan, Transportation System Plan, Zoning Code and related documents.

This strategy is a first “structural” review of the following questions:

- What documents will be amended or adopted to implement the plan?
- What should be the proposed Comprehensive Plan designation(s) for the area?
- What will be the nature of the implementing zoning: specifically, existing PDR regulations, Villebois-like village regulations, a hybrid of PDR and Villebois, or new regulations entirely?
- What standards and design guidelines should be anticipated?

This memo is a prelude to writing the actual regulations – an approach, not the language itself. It is beneficial to do now – as the Concept Plan is being prepared – so that the overall vision and plan direction is informed by knowledge of how it will be implemented.

References to the Concept Plan below refer to the concept plan for the entire 500-acre planning area. References to the Master Plan refer to the more detailed planning that will be done in Phase 2 of the project for the area within the Urban Growth Boundary (UGB).

## BACKGROUND REVIEW

### Wilsonville Comprehensive Plan

Attached is a summary of key applicable Comprehensive Plan policies and their relevance to Frog Pond. Based on this review, the Comprehensive Plan provisions listed below are particularly relevant to crafting the zoning strategy.

1. **Concept Plan and Master Plan as supporting documents of the Comprehensive Plan.** As described in the Introduction section, concept plans, master plans and similar documents are adopted as supporting documents of the Comprehensive Plan. A distinction is made between those that are explicitly adopted as “part of the Comprehensive Plan” and those which are not. The former have regulatory authority, and apply when findings must be made “consistent with the Comprehensive Plan”. Supporting documents which are not part of the Comprehensive Plan are more guiding and are not regulatory.



2. **Core Concepts.** Many of the core concepts in the Concept Plan are consistent with the goals and implementing measures of the Comprehensive Plan. Examples include:
  - Walkable....
  - Community design that blends the natural environment with urban development.
  - Local neighborhood commercial centers, with an emphasis on quality design and compatibility with adjacent residential area.
  - Boeckman Creek as an open space with scenic views.
  - Protection of valuable resource lands.
  - Compatibility between urban development and adjacent rural and agricultural lands.
  - Recognition of, and priority for, good architectural design and overall community design.
  
3. **Minimum densities – the 80% rule.** The Comprehensive Plan includes an explicit Implementation Measure requiring a minimum density standard, as required by Metro. This standard is stated in the zoning code. Flexibility in its application is afforded through the City's Planned Development regulations.
  
4. **Comprehensive Plan Map designations.** The Frog Pond UGB area (the West Neighborhood) is designated Area of Special Concern L. Most residential areas of the City carry a Residential plan map designation. The exception is Villebois which has a Village designation and package regulations that are specific to the Villebois master plan.

### Zoning Code

Based on a review of the code and discussions with staff, the following are important points to note regarding the zoning strategy.

1. The PDR has lots of flexibility to waive and modify standards. It is notable that minimum density is not currently eligible for waiver. Rather, some flexibility is provided through the different housing types and lot sizes allowed in the PDR zones.
2. Multi-family housing is "typically permitted" in PDR zones. This provision is counter to the intent for the West Neighborhood of Frog Pond.
3. The City has identified the need to address several problems with density ranges in the code: inconsistency with the density ranges in the Comprehensive Plan, and; gaps between the density ranges in PDR 4-5 and PDR 5-6.
4. The Village Zone regulations and review process of Villebois reflect the unique vision, master plan and details of Villebois. Several stakeholders have noted that development review in Villebois is very complicated and a more simplified system should be implemented in Frog Pond.
5. While the Village Zone and procedures may not be the best choice for Frog Pond (due to its uniqueness and complexity), staff have indicated that some of the standards may be useful to consider in Frog Pond.



## Examples from Other cCities

### Bend – Special Planned Districts (SPDs)

Bend uses Special Planned Districts to implement master plans in sub-areas of the City. There is a wide variety of SPDs: ranging from Northwest Crossing (a master planned community similar to Villebois) to the Medical District (a hospital-anchored medical district) to the Lave Ridge Refinement Plan (a residential neighborhood). Bend's SPDs focus on the code: each one is a chapter within zoning ordinance. The chapters are generally very comprehensive, including uses, development standards, design requirements, and maps of street and other framework plans. Some SPDs are essentially mini-codes within the code, and others are a combination of base zoning and additional special area requirements.

For further information, please see: <http://www.codepublishing.com/OR/bend/?BendDCNT.html>

### Portland – Plan Districts

Like Bend, Portland also implements sub-area plans through its zoning ordinance. Portland currently has 32 Plan Districts, covering many different neighborhoods, town centers and districts within the city. Portland's Plan Districts are crafted to include only those regulations that are different from the base zone or other sections of the code. Some are very complex – the Central City Plan District runs 47 pages - and others are comprised a relatively few requirements.

For further information, please see: <http://www.portlandoregon.gov/bps/34563>

### Beaverton - South Cooper Mountain Community Plan

The City of Beaverton recently completed the South Cooper Mountain Concept Plan, including the SCM Community Plan and code updates. The Concept Plan covers 2300 acres of land, including lands within the UGB and adjacent urban reserve lands. The Concept Plan was adopted by resolution as the guiding plan for the area. Land use implementation within the 544-acre UGB/city limits area occurs through a package of regulations: (1) Comprehensive Plan map designations; (2) the SCM Community Plan, a new Comprehensive Plan chapter containing goals and policies (along with explanatory text and graphics) that are part of most development reviews; (3) updates to the City's Transportation System Plan; and, (4) citations of the applicability of the Community Plan within the Development Code. Zoning (using the City's existing zones and standards) is applied concurrent with development review. Overall, the City will be using existing zones, standards and procedures, and supplementing them with a comprehensive set of Comprehensive Plan policies that specify requirements for development. The regulations described above were adopted in January, 2015 and will be effective on March 6, 2015.

For further information, please see: <http://www.beavertonoregon.gov/index.aspx?NID=1210>

## AN APPROACH FOR FROG POND – DRAFT, FOR DISCUSSION

### General goals and ideas

The zoning strategy for the Frog Pond area should:

- a. Implement the Frog Pond vision and guiding principles



- b. Create a system that will implement the vision if there is incremental development in the Frog Pond UGB area. That is, the City should allow, but not rely on, a large project or master developer approach.
- c. Design a zoning structure that will work in the short and long term: first in the West Neighborhood, then in the East and South Neighborhoods, and ultimately in other future east side urban reserve areas.
- d. Only adopt new base zones if there is a compelling reason to. The more “new code” that is created, the more potential there is for problems.
- e. Craft the fewest number of rules to get the job done, while meeting the City’s expectations for quality development.

### The Zoning Strategy

As a zoning strategy for the Frog Pond area, the City should consider creating a hybrid of its PDR regulations and the Villebois regulations. There are good elements to draw from each, and the local experience and familiarity with them will be valuable in future implementation.

The following zoning strategy elements and working ideas should be considered.

1. Adopt the Concept Plan (500-acre planning area) and Master Plan (UGB area) as supporting documents of the Comprehensive Plan as follows:
  - a. The Concept Plan will establish, for the entire 500-acre area, the: overall vision and guiding principles; framework plans for land use, streets, pedestrian and bicycle networks, infrastructure and community design; infrastructure funding strategy; and zoning strategy. The Concept Plan would not be “part of the Comprehensive Plan” as defined by the City, that is, it not have regulatory role. Rather, it is a guiding plan for Comprehensive Plan amendments, more detailed master plans, code amendments, and on-going infrastructure planning.
  - b. The Master Plan will establish, for the West Neighborhood and School-Park UGB areas, property specific Comprehensive Plan map designation(s) and the intended zones and future zoning boundaries (draft). The Master Plan would also provide: zoomed-in versions of the frameworks plans, with supplementing details (as-needed) for streets, pedestrian and bicycle facilities, parks and open space, and infrastructure; design guidelines; and, an infrastructure funding plan.
2. Update the “Area L” Comprehensive Plan designation and text to be consistent with the plan.
3. Create and apply a new designation called “Neighborhood” as the “base” plan designation for the West Neighborhood. The Neighborhood designation’s purpose will be to create complete and walkable new neighborhoods in Wilsonville. The City’s Residential designation is an option, but a new designation would better reflect the City vision for new neighborhoods with the areas added to the UGB. The School-Park properties will be designated Public Lands.





4. Utilize the Planned Development Residential zones and procedures in the Frog Pond area, with “fixes” to the problems that have been identified by the City (gaps between some PDR zones, and inconsistency with densities cited in the comprehensive plan). Attached is an initial comparison between Comprehensive Plan densities, PDR zone densities and Frog Pond Concept Plan designations.
5. Supplement the PDR regulations with design requirements intended to create quality development, consistent with the Master Plan. How to codify these supplemental standards needs to be determined – one option is to create a new chapter “ 4.119 Standards Applying within the Neighborhood Comprehensive Plan designation”. The Village Zone and Villebois regulations provide good source material for the supplemental design requirements. A working list is attached.
6. Utilize a two-step approach for entitlements. Step 1 is the initial adoption of the Comprehensive Plan map designations and package of plan and code amendments. Step 2 is the application of property-specific zoning concurrent with PDR review.

**Table 1 Comparison Table**

Comprehensive Plan Density	Zoning District	Closest Frog Pond Designation	Frog Pond Density
0-1 u/acre	PDR-1		
2-3 u/acre	PDR-2		
<b>4-5 u/acre</b>	<b>PDR-3</b>	Large Lot Single Family	5.4 u/acre
<b>6-7 u/acre</b>	<b>PDR-4</b>	Medium Lot Single Family	7.3 u/acre
<b>10-12 u/acre</b>	<b>PDR-5</b>	Small Lot Single Family	10.9 u/acre
<b>16-20 u/acre</b>	<b>PDR-6</b>	Attached Single Family	17.4 u/acre
<b>20+ u/acre</b>	<b>PDR-7</b>	Multi-Family	25 u/acre

**Working List of Quality Design Requirements**

The following is an initial list requirements intended to ensure high quality design. They are sourced primarily from the Villebois code and pattern books, as reviewed by City staff.

1. A table of permitted building materials, similar to Villebois, to require quality materials with a shelf life and avoid materials such as vinyl siding.
2. A “rules of adjacency” approach that addresses architectural styles and colors intended to promote compatibility and harmony between adjacent development.
3. Fencing details, standards and placement.
4. Requirements for enhanced building elevations along public view sheds (streets, parks, trails, open space). This requires window trim, gridded windows, wrapped masonry at corners etc.
5. Street signs with the Frog Pond logo.
6. Dark sky street light requirements.
7. A unified approach to community elements such as street furniture, parks and playgrounds.



8. A master street tree plan based on planting strip widths and the functional classification of streets.
9. Encouragement of passive solar orientation.
10. Use of public works standards for Low Impact Development.
11. Lot diagrams with other design elements included regarding the home – 10” stoops, shutter size to cover window proportionally, courtyard designs on townhomes (semi-public space), no “snout” houses, rear setback in alleys, front setbacks for home/porch.
12. Alleys for attached single family and small lot single family development.

# Memorandum

**February 24, 2016**

**To:** Wilsonville Planning Commission  
**Cc:** Chris Neamtzu and Project Team  
**From:** Joe Dills, AICP, and Andrew Parish, AICP, Angelo Planning Group  
**Re:** Frog Pond Area Plan – Cohousing Background & Information

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## INTRODUCTION

The purpose of this memorandum is to introduce the concept of “Cohousing” as a potential residential use within the Frog Pond West neighborhood. Property owner Amy Thurmond has expressed interest in developing a co-housing community in the neighborhood. The Wilsonville Spokesman published an article about co-housing in Frog Pond on January 20, 2016.<sup>1</sup> The article has been included as an attachment to this memorandum.

### What is Cohousing?

The Cohousing Association of the United States ([www.cohousing.org](http://www.cohousing.org)) states, “Cohousing is an intentional community of private homes clustered around a shared space.” A cohousing community can be anywhere from four to forty homes, with design features to promote frequent interaction and close relationships. Cohousing can be comprised of a variety of housing types, from large single-family homes to attached units to large multifamily structures, or mixtures thereof.

### Cohousing Examples

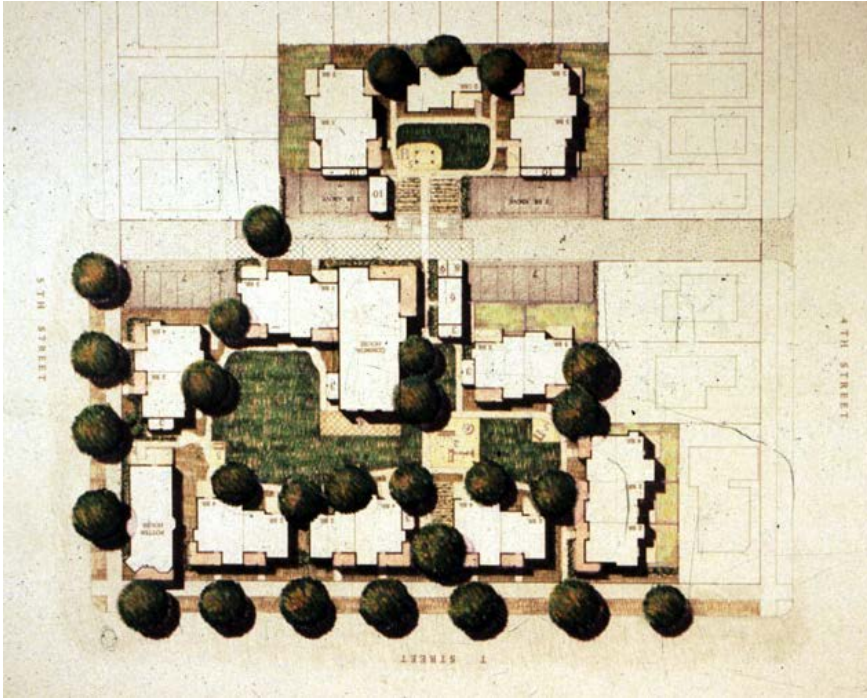
Below are some images from a variety of cohousing projects.

#### [Cascadia Commons](#) – Portland, OR



<sup>1</sup> Available online at: <http://portlandtribune.com/pt/9-news/289680-166205-cohousing-at-frog-pond-west>

Southside Park – Sacramento CA





### Potential for Cohousing in Frog Pond

A specific proposal for cohousing has come from Frog Pond area property owner and Area Plan task force member Amy Thurmond, who has developed a preliminary concept for a community with 24 detached three-bedroom, 1,380-square-foot homes on lots roughly 7,200 square feet in size, as well as a 2,700 sf “common house” with dining/meeting room, laundry room, workshop, guest room, and other amenities.<sup>2</sup> From the City’s standpoint, this is a preliminary proposal intended to share information and coordinate planning issues. The final number of homes and site plan will be determined by the City’s code and development review process.


### Code Considerations

- Definition. The Wilsonville Development Code does not currently have a definition for “cohousing.” A new definition may be needed to reflect the unique ownership structure and whether development of multiple cohousing units on a single lot constitutes “multifamily” housing.
- Lot sizes and densities. Because of the shared open space and common structures in cohousing developments, flexibility in lot sizes and density requirements could be allowed in order to facilitate creative design. This type of flexibility already exists in Wilsonville’s Planned Development Residential regulations.

<sup>2</sup> Bartman, Jake. “Cohousing at Frog Pond West?” Wilsonville Spokesman, January 20 2016.

- Connectivity with the surrounding neighborhood. The idea of street, path, and community connectivity are foundational elements of Frog Pond’s vision for a great neighborhood. The site plan for cohousing in Frog Pond, particularly on “interior” properties, will need to reflect this requirement.
- Parking. Cohousing developments often have shared parking areas to allow for a less auto-oriented site. Code requirements would need to address this.
- Accessory uses. Gardening and other agrarian uses may be a thematic component of cohousing in Frog Pond. The code would need to address compatibility of these uses with adjacent urban developments.

## Cohousing at Frog Pond West?

Created on Wednesday, 20 January 2016 11:43 | Written by [Jake Bartman](#) | 

[0 Comments](#)

Residents work toward establishing a different kind of community

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SUBMITTED PHOTO - Residents at Columbia Ecovillage in Northeast Portland use one of the community's common spaces for yoga. The community was built by two former Frog Pond residents who weren't able to build it there two decades ago.

Amid discussions of what a concept plan ought to suggest for the housing densities in the Frog Pond West neighborhood just north of Wilsonville, discussion of the possibility of a cohousing community there largely dropped from the conversation.

Now that a plan has been adopted by the City Council, however, more specific questions about the type of homes to be built are being revisited. And a few Frog Pond residents are working to keep cohousing on the table once more.

"It's the kind of community where I want to live," said Amy Thurmond, who hopes to see her property on Frog Pond Lane host a cohousing community in the future.

The community would feature 24 detached three-bedroom, 1,380- square-foot homes, each on a lot of just over 7,200 square feet in size; however, homeowners are purchasing partial ownership of one 4-acre property, because homes are clustered closed together with shared open space surrounding. Each home would include two bathrooms, a kitchen, a private patio and a two-car garage.

At the north end of the property facing Frog Pond Lane would be a 2,700-square-foot common house equipped with a dining/meeting room, a laundry room, workshop, three guest rooms and two porches. The community would also include a 2,400-square-foot garden with walkways and a 2,000-square-foot chicken yard.

"It is medium density, but still maintaining some of the (area's) rural qualities, and it's essentially a lot more affordable," Thurmond said.

The idea for a cohousing project in Frog Pond is not a new one. In the mid '90s, Frog Pond Lane residents Pam and Joe Leitch toured several cohousing communities in Seattle. They liked what they saw so much that they decided to try to start one for themselves.

Because the area was not within the Urban Growth Boundary at the time, such a project quickly proved impossible. The absence of a sewer system in the area also created problems. The Leitchs sold their property in the late '90s in order to move into a Beaverton cohousing community.

In 2008, they broke ground developing the 3.7-acre Columbia Ecovillage cohousing community in Northeast Portland, comprised of a remodeled farmhouse and adjacent apartment complex. All 37 of the units, which are spread between five buildings and range in size up to around 1,200 square feet, were sold out by the time the community opened in 2009 — despite the economic downturn.

Around half the residents are retirees, Pam said, and 12 of the community's 60 residents are children.

"It's still independent living," she said. But the sense of community is distinctive, and is also well-suited for raising children: "It's much more like how we remember being in a neighborhood in the '50s."

Some are drawn to the community in part because living there means spending less time doing house and yardwork. Residents are expected to do nine hours of work for the community per month, whether tending to community gardens, painting or cleaning common spaces, or contributing other talents to the community, Pam said.

Thurmond says that she became interested in cohousing communities after visiting Columbia Ecovillage in 2009.

"It's just a stunning, impressive way for people to use space," she said. "Each person has their own well-designed comfortable place or unit that they own, and they share the old farmhouse where they usually have two or three community meetings each week.

"And it just has occurred to me that this should be an option for people going forward."

Thurmond was involved in 2014 with the Frog Pond Task Force, which provided feedback to the City of Wilsonville's planning department on development of the Frog Pond Area Concept Plan. She raised the possibility of cohousing with a number of city officials, including City Councilor Julie Fitzgerald, who was interested in the idea.



SUBMITTED PHOTO - Columbia Ecovillage in Northeast Portland inspired Frog Pond resident Amy Thurmond to consider building a cohousing community on her property.

"As it was described in the hearings, it was with the idea that the required collaboration and interactions among the neighbors would result in a certain quality of life, and a certain type of ambiance that may not be so easily attained otherwise," Fitzgerald said. "I have friends who have lived in a co-housing neighborhood for decades and very much enjoyed it."

Thurmond also discussed the idea with Planning Director Chis Neamtzu, who oversaw development of the Frog Pond Area Concept Plan.

"I'm intrigued by the concept," Neamtzu said, adding that staff working on planning the Frog Pond area intends to keep the idea in mind while creating a development code for the area in months to come.

Other Frog Pond residents have expressed interest in the idea. Sue Wuebkenberg lives in a home on Frog Pond Lane next to Thurmond's property. She says that she was skeptical of the idea of a cohousing community in Frog Pond when the idea was raised by the Leitchs 20 years ago.

Wuebkenberg says that she changed her mind after seeing her two sons grow up and move into homes of their own. People are less interested in spending their free time taking care of their homes nowadays, she says.

"I think it's a good concept," she said. "Not every 30-year-old today wants acreage."



There are still a number of administrative hurdles to leap before the project can move forward, however. Thurmond is working with the City of Wilsonville to see if such a community will be permissible once the land is zoned. Two-thirds of her property is designated by the Concept Plan for medium lots while one third is designated for large lots, and Neamtzu said that although the planning process is flexible, whether or not cohousing will meet the City's designations is a question that has yet to be fully worked out.

Commitments to occupy 60 percent of the planned homes will be necessary to secure financing once a plan has received the City's go-ahead. Thurmond said that she is optimistic about the community meeting requirements and also about attaining those commitments, given the consistent popularity of developments like Columbia Ecovillage.

"It would be so appropriate for Frog Pond Lane," Thurmond said.

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**2016 WORK PROGRAM**  
**Planning Commission**

updated:

2/23/2016

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
<b>January 13</b>	Town Center Master Plan (Bateschell)	Basalt Creek Concept Planning Update (Bateschell)	
<b>February 10</b>	Bike Wayfinding Signage Plan	Transit Master Plan Public Involvement Strategy	
<b>March 9</b>	Basalt Creek Concept Plan	Frog Pond Area Plan TSP Amendments	
<b>April 13</b>		Frog Pond Area Plan Old Town Code Amendments Transit Master Plan Update	TSP Amendments
<b>May 11</b>		Basalt Creek Concept Plan Industrial Form-based Code Town Center Master Plan	
<b>June 08</b>		FEMA Amendments FCC Cell Tower Amendments	Industrial Form-based Code
<b>July 13</b>	<b>Potential Cancellation</b>		
<b>Committee for Citizen Involvement (CCI) activities: Town Center Master Plan Public Events June - August</b>			
<b>August 10</b>		Basalt Creek Concept Plan Transit Master Plan Update	Frog Pond Phase 2 FEMA Amendments FCC Cell Tower Amendments
<b>September 14</b>		Citywide Signage & Wayfinding	Basalt Creek Concept Plan Transit Master Plan Update
<b>October 12</b>		French Prairie Bridge (Open House)	
<b>November 9</b>		Town Center Master Plan	
<b>December 14</b>			

**2016**

- 1 **Basalt Creek Concept Planning**
- 2 Citywide signage and way finding program
- 3 **Coffee Creek Industrial Area Form-Based Code**
- 4 **French Prairie Bike/Ped Bridge**
- 5 **Frog Pond Area Plan Phase 2**
- 6 Parks & Rec MP Update
- 7 **Transit Master Plan**
- 8 **Town Center Master Plan**
- 9 **Code Amendments**
- 10 **Floodplain Administration**
- 11 **Transportation System Plan (TSP)**

*\*Projects in bold are being actively worked on in preparation for future worksessions*