

**PLANNING COMMISSION  
WEDNESDAY, APRIL 11, 2018  
6:00 P.M.**

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

*Revised Minutes  
approved as presented at  
the 5/9/2018 PC Meeting*

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**Minutes**

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

Chair Jerry Greenfield called the meeting to order at 6:06 p.m. Those present:

Planning Commission: Jerry Greenfield, Simon Springall, Phyllis Millan, and Ron Heberlein. Kamran Mesbah arrived at 6:31 pm. Eric Postma arrived at 7:10 pm. Peter Hurley was absent.

City Staff: Miranda Bateschell, Amanda Guile-Hinman, Jeanna Troha, Nancy Kraushaar, Mike McCarty, Charlie Tso, Bill Evans, Brian Stevenson, Tod Blankenship, and Erica Behler

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**ADMINISTRATIVE MATTERS**

A. Consideration of the March 14, 2018 Planning Commission minutes.  
The March 14, 2018 Planning Commission minutes were accepted as presented.

B. Introduction – Bill Evans, Communications & Marketing Manager  
Miranda Bateschell, Planning Manager, introduced Mr. Evans, the City's new Communications and Marketing Manager, noting he had a diverse background and a lot of experience. She listed some of the projects he had already started working on.

Bill Evans shared that he previously worked at Tualatin Hills Parks and Recreation and described his role with the City of Wilsonville. He continued with summarizing his professional and personal background.

The Planning Commissioners introduced themselves, briefly highlighting their professional backgrounds, other volunteer efforts, and the City projects in which they had been involved.

**II. LEGISLATIVE HEARING**

A. Southbound I-5 Boone Bridge Congestion Study (Aka Southbound I-5 Boone Bridge Auxiliary Lane Study) (Kraushaar)

Chair Greenfield read the legislative hearing procedure into the record and opened the public hearing at 6:17 pm.

Miranda Bateschell, Planning Manager, noted there had been a lot of community interest in this topic. The City was pleased to partner with the Oregon Department of Transportation (ODOT) on the congestion study. ODOT partnered with Wilsonville so the City could be the lead on outreach. The proposed Facility Plan before the Commissioners was the first step towards relieving some of the congestion on the Boone Bridge. The Plan

needed to be added to the Oregon Highway Plan and Regional Transportation Plan (RTP) in order to pursue funding opportunities, so operational improvements could be made in the future on I-5 between Exits 283 and 282A. Miranda introduced the project team that worked on the Plan and would be presenting the congestion study.

Joe Dills, Angelo Planning Group (APG), explained that tonight's hearing was a transition point between the Congestion Study and the State's draft Facility Plan included in the agenda packet. The specific request was that the Planning Commission hold the public hearing and forward a recommendation to City Council. The related resolution was included in the agenda packet. The project team would highlight the PowerPoint presentation, which was previously seen by the Commission.

Talia Jacobson, ODOT Project Manager, stated the public involvement period for the draft I-5 Facility Plan would begin tomorrow. The draft had a few updates, additional graphics, and corrections, which would be available on both the City's and ODOT - Region's websites tomorrow.

Nancy Kraushaar, Community Development Director, and Ms. Jacobson presented the Southbound I-5 Boone Bridge Congestion Study via PowerPoint with these additional comments:

- The Facility Plan was developed as part of the study to address an emerging bottleneck on I-5 southbound in the Wilsonville area. The Plan focused on motor vehicle modes, including freight and transit, and considered what operational improvements could be made as part of some seismic work that had to be done for the Boone Bridge in the future.
- Currently, about 64,000 vehicles crossed the bridge southbound every day. The formation of the bottleneck was due to the fact that many vehicles entering at the Wilsonville Rd on-ramp were using I-5 as a means to cross the river due to the lack of a good local crossing option and an affordable way to build a motor vehicle crossing option. Many vehicles already on I-5 were trying to use one of the two exits, which created an imbalance across the highway where there was a lot of demand for the outside lane. There were three interchanges in a very short stretch of about a mile. ODOT was concerned these congestion and reliability issues could lead to safety concerns in the future. The bottleneck had resulted in a gradual drop in the average speeds, and the evening peak period getting longer over the last few years.
  - Conditions were becoming quite unreliable. On a typical day, it took about twice as long to drive through the bottleneck area as it would with no congestion. On the second worst day of the average month, it took three times as long. Many transit vehicles, private drivers, and motor vehicle movers had to plan extra time to be on time for their destination.
- The Congestion Study had been updated with more detailed information about how the congestion on I-5 affected the queues on Wilsonville Rd and the on-ramp. (Slide 6) Consultants collected three consecutive days of video counts collected in March, which were compared to the data the team already had on the existing conditions.
  - By chance, there was one day that represented days with little congestion and speeds closer to the free flow speeds. Those were days when the ramp meter never turned on, queues never built up, and drivers flowed smoothly from Wilsonville Rd on to the on-ramp and highway.
  - Another day was pretty representative of typical congestion on I-5; the ramp meter was on for about an hour and a half beginning at about 4:40 pm. When the ramp meter went on, there was some variation in the traffic flow rate, but in general, the ramp meter came on at about 1,400 vehicles per hour for a few minutes at either end. Most of the time, however, it operated at 1,200 vehicles per hour. On a typical congestion day, queues were being stored on the on-ramp without spilling back.
  - On the third day, there was significant congestion on I-5. This was not an outlier day or one of the worst days out of the year; it was just a more congested day out of the month. There was a seasonal difference between the number of trips moving through the area, with the seasonal peak period occurring over the summer. This was an average bad day during an average time of year. The ramp meter was on for a little over two and half hours at the same rate. Most of the time, the

- rate was 1,200 vehicles per hour. The queue on the on-ramp spilled back and began to affect traffic moving both directions on Wilsonville Rd.
- The three days of data confirmed what the team had been hearing from community members, Commissioners, and stakeholders throughout the process; confirming that some days were fine and some were really bad where the congestion on I-5 caused the local system to suffer.
  - If nothing was done, future conditions would get worse. Traffic volumes would increase. The highway would fail to meet performance standards. Reliability and safety would worsen. Unserved demand for drivers who want to get on the highway at the Wilsonville Rd on-ramp would increase because the on-ramp would not have the capacity for those drivers, and long queues would continue to back-up on the local system.
  - Ramp-to-ramp lanes, also known as auxiliary lanes, were applicable to areas with two interchanges or with an on-ramp and exit ramp very close together, which resulted in a tight space to make maneuvers while getting on and off the highway. The ramp-to-ramp lane would enable drivers who want to get on the highway and then exit at the very next ramp to stay in one lane, considerably reducing weaving and merging conflicts. Ramp-to-ramp lanes were becoming more frequent in the Portland area and ODOT has had the opportunity to observe how they have improved crash rates by 30 to 50 percent.
  - Three build alternatives were considered (Slide 8). Option A was a ramp-to-ramp lane, strictly over the Boone Bridge, with the entrance at Wilsonville Rd and the exit at Charbonneau. Option B was a ramp-to-ramp lane that extended to the Canby-Hubbard exit. And Option C was the longer ramp-to-ramp lane with a second lane on the Canby-Hubbard exit. The Canby-Hubbard exit currently started out with two lanes that then merged into one lane, so the project team believed Option C could be fairly easily achieved.
    - All three options could produce positive results, especially compared to doing nothing. The volume to capacity, number of vehicles per lane, and the level of service (LOS) improved. The longer the ramp-to-ramp lane, the greater the benefits, including much better reliability.
    - Option C greatly improved safety by adding the second lane to the exit because it further resolved the weaving conflicts from the traffic already on I-5.
    - The cost differences between Options A, B, and C were very small. Most of the project costs would be associated with the Boone Bridge seismic retrofits for resiliency, much of which would be due to environmental impacts to the Willamette River.

Planning Commissioner Kamran Mesbah arrived at 6:31 pm.

- What would happen with the on-ramp queues if nothing were done?
- The Wilsonville Rd on-ramp meter responds to conditions on I-5. The worse the conditions were on I-5, the longer the peak period lasts, and the longer the on-ramp meter operated in order to protect the function of I-5, and the longer the meter operated, the longer the queues.
  - If nothing was done and Wilsonville continued seeing the congestion that was predicted in the future, the ramp meter as it operated today would be a best-case scenario. There would be significant queues spilling off the on-ramp onto Wilsonville Rd. About 30 percent of drivers who preferred to use the on-ramp during the peak hour would not be able to, even if the ramp-meter rate was the same as today. Drivers would have to drive at other times, use other modes, forego a trip altogether, detour upstream to other on-ramps, or sit in the queued traffic. Early models suggested the queue from the ramp-meter back on to city streets would be up to two miles long in that scenario.
- Option C was modeled since that was the tech recommendation and the option with the Commission's preliminary support to consider. (Slide 10) Option C was recommended as the best option because it would result in congestion conditions on I-5 that would be better in 2040 than it was today, which meant the ramp meter would operate for fewer hours each day. The frequency of the ramp meter was the biggest driver of what the queues looked like. There would be room for a faster ramp meter rate in the future that would still protect the ability of I-5 to operate smoothly. There would still be some queuing during the peak hour, but it would be well within the on-ramp's capacity. Compared to today, the ramp queues would be comparable to a typical, but not particularly bad, day today.

Commissioner Heberlein:

- Asked if models estimated what the no-build queue would look like in 2028, which was the expected timeframe for funding.
  - Ms. Jacobson replied ODOT did not have models for an interim year.
- Asked if having a 2028 model would be possible. He was concerned about local roads having mile-long back-ups, which would be a significant issue for the community to figure out.
  - Ms. Jacobson said technically, it was certainly possible to do an analysis for 2028. However, as project manager, she did not know if ODOT had enough consultant resources left to do that for this project. Metro had the interim year model and she would be happy to talk to Ms. Kraushaar offline about how much it would cost to get the data from Metro.

Chair Greenfield noted the 2028 data was important to the City's planning outside of the scope of this study.

- Ms. Jacobson agreed and said this year Metro's RTP Analysis explicitly decided to look at the interim year. The 2027 or 2028 model that Metro developed would be helpful for many local governments and partner agencies who were trying to get a sense about the nearer term outcome.
- Ms. Kraushaar added that she believed the data continued to underline the need for an I-5 corridor study, which the City had been advocating for quite a few years. While the City had been talking about improving this bottleneck, Staff also recognized the need to look at I-5 more holistically for all modes to see if there were other ways to address the issues. Staff would continue to pursue working with Metro to do a much broader corridor study for I-5.

The project team continued the presentation with these comments:

- The Technical Advisory Committee unanimously recommended Option C because it would provide so much added value and would accomplish everything a ramp-to-ramp lane was expected to do. Option C would help congestion on I-5 and reduce the amount of time the ramp meter would need to operate. Again, cost differences between the three options would be minimal.
- ODOT's 45-day public comment period would begin tomorrow. The City's website would provide a link to ODOT's public comment page for this project. City Council would consider a resolution in support of the project in June. The recommendation would be forwarded to the Oregon Transportation Commission in July for adoption into the Oregon Highway Plan.
- The project team made information available during each step of the development of the Facilities Plan. Pages 5 and 6 of 67 of the Staff report discussed the Community Involvement Process. The public information aspects included the website, at least four mentions and articles in *Boones Ferry Messenger*, notices in *The Spokesman*, e-blasts sent out to email addresses on the interested parties list, and the March 14<sup>th</sup> open house.
  - The presentations to interest groups were also summarized in the meeting packet. Those groups included the Chamber of Commerce, Rotary Club, Charbonneau Homeowner's Association, Washington County Coordinating Committee, the Oregon Freight Advisory Committee, ODOT Region 1 Mobility Advisory Committee, French Prairie Forum, Metro's Transportation Policy Alternatives Committee, and the Clackamas County Coordinating Committee. The project team tried to share the project information with local and regional groups and get their feedback.
  - The online open house provided the same information that was presented to the physical boards with a series of questions. The project team received 280 responses, which was good for a highway issue. Many responders were frequent users and there was good correlation between their experiences and the data on unreliability and slow-downs. Everyone experienced the bottleneck as it had been described in the report. Seventy-five percent of the respondents favored Option C. Options A and B, the option to do nothing, and another idea were supported fairly evenly by the remaining respondents.
  - There were 20 pages of written comments. Many of which indicated interest in a local bridge built parallel to I-5. Concerns about the State's timeline for the programming, engineering, and construction of this project were prevalent in the comments as well. The suspected timing would be an ongoing topic

amongst the governments involved. A few commenters advocated for growing development to the south. Comments indicated the current situation had changed drivers' behaviors. One person answered survey questions while in traffic. Many people asked that construction be done at night to minimize impacts.

- Getting the information out to raise awareness and education was important and part of the coalescence of this study into a Plan and recommendation.

Ms. Jacobson provided updates on questions asked by the Planning Commission at the last meeting.

- Restriping the current width of the bridge to install a ramp-to-ramp lane sooner was not an option. The center line would have to be moved and the entire bridge would end up with shoulders only about two feet wide. Two feet was about the distance people walking at a normal pace like to leave between themselves and a wall or a piece of furniture. For a car travelling 50+ miles per hour, two feet would not be a safe or comfortable distance.
- She did not have an answer on the possibility of installing signage north of Wilsonville Rd directing through traffic to merge left. She was still working to connect with the right ODOT sign staff. The Facility Plan with its long-term recommendations would not foreclose the option to install signage if ODOT agreed it would be a good interim solution.

Ms. Kraushaar added that the summary of the online open house was included in the packets so the Commissioners could read all of the comments the project team received. The draft Facility Plan was also in the packet.

Chair Greenfield:

- Asked if construction or planning would begin within the 2028 timeframe.
  - Ms. Jacobson replied there was no strict timeline. When a jurisdiction proposes a project for the Regional Transportation Plan, the overall financial resources expected over the next 20 years were considered. Then, an educated guess about sequencing was made. The 2028 to 2040 timeframe was a product of that best guess. The next phase of project development had not yet been funded. The project development phase would include the engineering and seismic analysis. The seismic analysis would be done sometime in the next few years, and it made sense to try to move the ramp work forward during the same timeframe to bring the project together.
  - Feedback from local decision makers and the local community could encourage ODOT to try to move construction closer to the front end of the timeframe. However, no funding had been committed yet. The Oregon Freight Advisory Committee indicated they understood that this plan would solve the freight bottleneck problems as well as other issues. The bottleneck extended from the Willamette River to I-205, so the Freight Advisory Committee encouraged the project team to consider federal funding opportunities that offered grants for projects to improve freight movements. ODOT would consider such opportunities moving forward to fund the operational side of the project.
- Asked if Wilsonville would be required to contribute funds for the Facility Plan project.
  - Ms. Kraushaar replied the City could be asked if Wilsonville would be able to participate in funding. This community had so many other transportation priorities and not enough funding for those projects. Many people believed this was a federal issue, but she could not say one way or the other.
  - Ms. Jacobson added that generally, ODOT has been focusing its limited resources on protecting interstates and their operations. More funding partnerships were needed for highways that were at grade and served as part of local systems. For this project, the onus would generally be on ODOT because the improvements would be on the interstate.
- Asked how this study area fell out of the Tier 1 seismic classification.
  - Ms. Jacobson explained that an initial seismic project completed in the 1990s ensured the bridge deck would remain attached to the piers. Other locations on the main seismic lifeline route had not received those upgrades. The bridge was Tier 2 because the foundational work done to keep the structure

functioning after a mega-quake had already been done, but there was still more work to do to make certain the bridge would remain open and operational immediately after a mega-quake, and that only minor rather than major repairs would be needed.

- She confirmed the bridge would not fall off its piers; the question was how well the piers would remain standing in the mud.
- Noted Page 14 of 67 of the Staff report indicated that Wilsonville's 2013 Comprehensive Plan and 2016 Transportation System Plan (TSP) set the policy parameters for the study. At the bottom of the page, it stated, "These two local plans create strong links between transportation planning and development. They direct the City to reduce the level of development or delay it if the transportation system will be inadequate to support it." Chair Greenfield asked if the statement was referring to developments the City was engaged in, like Frog Pond and Coffee Creek.
  - Ms. Jacobson explained that the statement referred to Comprehensive Plan Policy 3.2.3, which guided the City to ensure that future development, even desirable development, could be adequately supported by the transportation system. There were no references to specific locations in that section of the Comprehensive Plan.
  - Ms. Kraushaar added that was in line with the City's concurrency policies. The City kept track of all approved developments and the trips they generate or would generate. Based on all of the projects that had been developed and some future Frog Pond developments, the four-way stop at the Canyon Creek/Boeckman Rd intersection would need to be signalized. The City planned to include that in the Boeckman Bridge Project to ensure a path forward for improvements to accommodate the development approved in Frog Pond.
- Asked what implications that policy might put on the City as part of the I-5 project. He wanted to know if Wilsonville should consider the impact of Frog Pond on traffic on I-5.
  - Mr. Dills confirmed the traffic study evaluated how Frog Pond would impact the Wilsonville interchange, which was a State requirement. The City does ongoing assessments area by area and development by development to ensure the collective city system operates within the standards set by the TSP.
    - He was not familiar with the context of the Comprehensive Plan Policy, but believed the general premise underlying the need was to slow down development or build more infrastructure anytime development gets ahead of infrastructure. The City would need to make sure each area plan and development included transportation impact work.
- Asked who was responsible for determining compliance.
  - Mr. Dills said the City was responsible for compliance with State statutes called the Transportation Planning Rule. The City's TSP was the main planning document where compliance was demonstrated. The City's obligation was to ensure that the TSP was in compliance with State laws.
  - Ms. Bateschell noted the City also implemented its own Comprehensive Plan policies. There was a time when the City had a development moratorium so that upgrades could be made to Wilsonville Rd. The policy ensured the transportation system could serve the land uses that were planned and being developed. The connection to the State was how the City implements the TSP. The Comprehensive Plan was used for guidance as the City implemented its own plans and policies.
- Understood that development would be curtailed if I-5 became untenable for transportation.
  - Mr. Dills believed that would require a legal distinction as to who was responsible for the interstate highway meeting State standards.
  - Ms. Jacobson stated the impact of local development plans on the interstates requires concurrence between ODOT and local governments through TSPs. ODOT did not consider specific developments. The highways were congested and ODOT could do things to improve operations, but the highways would remain congested until ODOT began using different mechanisms to manage demand. ODOT considered safety when looking for potentially intensive new developments that were part of long-range planning, not local development proposals. The interchange areas and off-ramps offered the best potential to prevent severe crashes because those were areas where drivers were decelerating and transitioning to the local system. ODOT could manage development off the local system through

ramp meters. ODOT worked through long-range planning processes to make sure the interstate system would work well with local system connections and the development that occurred.

- Ms. Kraushaar added that if the City rezoned a large area of the Comprehensive Plan to a higher density, ODOT would have the opportunity to say whether the zone change would have an impact on the State system and could recommend the zone change request be denied.
- Mr. Dills agreed the State had veto power on local land use decisions if the City could not make the finding that the significant effect standards in the TPR had been addressed. Other mechanisms like land use alternatives and mitigation, such as signals, additional lanes, and transit, would have to be considered. A significant amendment would need to make the appropriate findings, including the Town Center development, for example.

#### Commissioner Mesbah:

- Asked if there was a metropolitan planning organization in between the local and state governments.
  - Ms. Jacobson explained the Metro Urban Growth Management Functional Plan and Regional Transportation Functional Plan (RTFP) had bearing on this project. The RTFP helped set the hierarchy of approaches to consider options for managing transportation demands. The State rarely exercised its formal veto power over plan amendments that make significant zoning increases. Instead, ODOT worked with local governments to consider ways the whole transportation system and modal options could accommodate planned growth.
- Commented that this was starting to make a bit more sense. In his experience, a metropolitan planning organization provided regional planning and completed the transportation analysis for urban growth expansion. The State did not accommodate the new urban developments because the interstate system was not a local street system. This resulted in local communities taking on projects like building a local bridge over the river to avoid a free for all on I-5. If this had been done 20 or 30 years ago, there would be other accesses. However, as long as the State was willing to accommodate local development, there would be no impetus to do that. In his experience, the metropolitan planning organization would not allow an urban expansion unless all of the infrastructure had been planned for, including transportation.
  - Ms. Jacobson noted that moving forward, and to connect this to the adoption process for the project, the preferred alternative would be proposed as a project in the Financially Constrained List of the RTP for the 2018 update. Being on that list would allow local developers to assume the project would take place as they consider transportation impacts and that it would offer the operational benefit to help support the additional 15 percent of trips expected on I-5 due to development planned by Wilsonville and other communities.
- Commented that developers would only assume that if they were paying attention. Data was provided 20 years ago that this situation would occur, and no one believed the data; that should be a selling point now. Unless the evidence was considered and acted upon by implementing the plans, these crises would occur all the time. Certainly, the City needed to maximize its abilities to push for a solution to the current crisis but the City also needed the start thinking about how to account for using capacities.

Commissioner Postma arrived at 7:10 pm.

#### Commissioner Heberlein:

- Asked if the 2040 no-build results meant the City's transportation system would have failed due to two mile back up resulting from the I-5 issue.
  - Ms. Kraushaar said the ramp meters would play a big role in evaluating that question. Intersections would back up, but the City's system was failing because of another significant infrastructure failure. She was not ready to say that Wilsonville's transportation system was completely failing when the City's congestion was coming from overflow off the State system.
- Asked if the citizens got to a point they believed that Wilsonville's local transportation infrastructure had failed, should the City consider slowing development to prevent making that problem worse.

- Ms. Kraushaar explained that would depend on where the development would occur and what routes the new growth trips would take. If all the trips were aimed for the I-5/Wilsonville Rd Interchange, then Staff would very carefully consider slowing development. If a majority of the trips were going elsewhere, the answer could be different.
- Mr. Dills added this was why the City's TSP and Comprehensive Plan were reviewed every five to seven years, to look for needed updates and monitor the impacts of growth as time went on. This would not completely eliminate the hypothetical Commissioner Heberlein had proposed, but it tried to anticipate the system wide facilities that would be needed to prevent failure, and so that land use and transportation were planned in as much balance as possible.
- Was concerned that given the funding timeframe, Wilsonville's system would be considered as failing by 2028, either by residents or the City's technical standards, if the proposed project was not built.
  - Ms. Jacobson cautioned the Commission that if some modeling or additional traffic analysis was done for the interim year, it would be a best guess. The City should look for contrast with other options to show direction and magnitude of change, but not an exact future. The State wanted to see local communities develop in ways they desire. ODOT planners were always encouraging local communities to focus on developing a complete local network with as much connectivity and as many different transportation options as possible, so the local system was resilient against traffic congestion. Allowing appropriate land uses to promote less cross town traffic was also beneficial. Though the potential direction of the congestion looked dire, the City had the power to do a lot to help Wilsonville grow successfully, even when the highways were congested.
  - Ms. Kraushaar added that not every driver had to go across the river at 5:00 pm. Charbonneau was troublesome because one had to cross the river, but how could the City work with Charbonneau? Perhaps, the SMART service to Charbonneau could be intensified. The City needed to keep an eye on its TSP and system development charges (SDCs) to make sure enough money was being collected to build improvements. Transportation was very complicated and expensive, so the City needed to plan well. She believed the City has done a good job of planning, and as a young community was still building out its network, citing the Barber Street Bridge, Kinsman Road Extension, and Canyon Creek Connection projects.

Commissioner Mesbah stated congestion leads to behavior modifications. Many people who live in Charbonneau did not have to go to Fred Meyers between 3:00 pm and 5:00 pm. Those who get stuck in the parking lot on a Friday afternoon or evening would not go there again at that same day and time. Perhaps, more people would ride bikes when the bike/pedestrian bridge was complete.

Commissioner Millan:

- Asked if signage telling traffic to merge left would be available when City Council considered the Plan.
  - Ms. Jacobson stated she would work to find out if the signage would be a helpful solution by then.
- Inquired if the Canby/Hubbard off-ramp could become a two-lane exit before the I-5 lane was added.
  - Ms. Jacobson said that ODOT first considered the best long-term solution for the Oregon Highway Plan and did not spend time on interim solutions. A funding source would need to be identified to move that kind of improvement forward. Two-lane exits typically allow exit-only from one lane and exit-optional from the other lane. A two-lane exit without a ramp-to-ramp lane would make the outside of three through traffic lanes exit-only and the middle of what was currently three, through traffic lanes into an optional exit, implying that I-5 would continue as two lanes. ODOT had studied it, but she did not believe having a two-lane exit before the I-5 lane was added would help.
- Asked if the seismic upgrades should be linked to the planning of Option C.
  - Ms. Jacobson stated the Facilities Plan explicitly states the intention was to merge them and move both projects forward as one project, which was why looking at the operational improvement now made sense.

- Commented it was good growth in Wilsonville was being addressed. She believed the conversations around Coffee Creek and Town Center were important because that would make a difference to the livability of Wilsonville, even though it was not the City's responsibility.
  - Ms. Kraushaar added that Metro was interested in the need for an I-5 corridor study and how land uses were being planned in relationship to I-5.

Commissioner Mesbah:

- Asked how far up I-5 the corridor study would go.
  - Ms. Kraushaar stated she did not know at that time, but she believed it should go at least to I-205, preferably to Highway 217 where the major merges occur.
- Said if the Planning Commission talked about the role of growth unilaterally, the capacity of I-5 could be filled by another municipality. Capacity needed to be regionally allocated. Aside from the State's work, there was a regional element that must be considered.

Chair Greenfield called for any public testimony regarding the Southbound I-5 Boone Bridge Congestion Study. Seeing none, he closed at 7:23 pm.

**Chair Greenfield moved to adopt Resolution No. LP18-0004. Commissioner Mesbah seconded the motion, which passed unanimously.**

Ms. Kraushaar thanked the Commission for their work on the project.

Chair Greenfield recessed the meeting at 7:25 pm and reconvened the meeting at 7:30 pm.

### III. WORKSESSION

#### A. Park & Recreation Master Plan (McCarty)

Miranda Bateschell, Planning Manager, said the last update to the Parks and Recreation Master Plan was completed in 2007, and several new parks had been added to the system since then. Staff wanted to incorporate the Commission's feedback into the final draft of the Plan, which would be considered at a public hearing in May, with City Council adoption to follow.

Mike McCarty, Parks Director, introduced the Staff members and contractors who had been working with him for about 14 months to establish a citywide comprehensive master plan. The project team held various community meetings to discuss what new or improved amenities residents wanted in the city's parks and sought the Commission's input on any improvements or recommendations to make the Parks and Recreation Master Plan better since the Master Plan would be used by the City for the next 15 to 20 years.

Art Thatcher, GreenPlay LLC, stated GreenPlay was a parks and recreation management consulting firm that composed parks and recreation master plans, needs assessments, and strategic plans for local governments. As a group, the GreenPlay team had a little more than 100 years of experience. He worked as a parks and recreation administrator for 30 years and understood the operational side. GreenPlay worked with Design Concepts to do an inventory and level of service analysis, and RRC completed the statistical surveys and data compilation for the updates.

Mr. Thatcher presented the Comprehensive Parks and Recreation Master Plan via PowerPoint, which included an overview of the master planning process, the data collected, an analysis of recurring themes in the data, and recommendations for achieving goals and objectives. Findings revealed what the City was already doing well and recommended top priorities for the next five years. The goals and recommendations were prioritized and included specific objectives with a general timeframe.

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

- Commissioners and consultants discussed potential public/private partnerships with sports organizations and other service providers that had access to grant opportunities. Pursuing these partnerships should be a high priority.
- The map of Wilsonville's Park Systems (Slide 19) seemed to indicate that Charbonneau only had access to a golf course. There were other amenities, but they were privately owned by neighborhood associations. The private amenities were accounted for in the inventory because the residents in those neighborhoods had walkable access to those amenities.
  - The blue areas on the map indicated industrial areas.
  - The yellow areas on Slide 22 indicated areas where people had to walk longer than 15 minutes to amenities, which was below the threshold. Facilities within Charbonneau were being accounted for but the area was all yellow because walkable access was longer in Charbonneau.
- Homeowners' association (HOA) parks were included in the inventory, but the amenities within those parks were not inventoried or graded. The HOA parks were mapped to show where levels of service were being addressed and were listed on Page 7 of the report.
- More young people between the ages of 25 and 40 responded online, while people between the ages of 50 and 65 tended to respond to the mailed survey.
- Several parks owned by HOAs were not listed in the inventory because they were not open for public access. Additionally, some of the private parks had not yet been built at the time the inventory was completed. Even though they might be considered significant amenities to neighborhoods, it would not be appropriate to drive the community to seek out privately owned parks.

#2 44:00--

- Private parks should be added to the inventory because it would give a better indication of the community's recreational opportunities. Although Trocadéro Park, the skate park, was a private park for Villebois, it was intended for public access and drew people from the entire region because it was the only skate park in the area. The purpose of the parks system of Villebois was to have all the various facilities provided throughout the system.
  - One challenge with the master planning process taking more than a year was that some parks were not yet open when the parks inventory list was completed, but those parks, including Trocadéro Park, were listed on Page 7 of the Master Plan. However, the specific amenities of each park might not have been identified.

#2 45:30

- The mission statement prominently ~~listed-lists~~ natural resources as a Parks' goal, but natural resource goals were not readily seen in the Master Plan, and the Plan did not address the City's current natural resource efforts, including the Bee Pollinator Project [45:50] ~~or-and~~ the ~~integrated-Integrated pest-Pest management-Management~~ protocols ~~being-considered~~ to help limit the amounts of pesticides used.
  - ~~The-A~~ Parks system goal should ~~also~~ consider a large-scale ~~r-[inaudible-46:16]~~ element of biodiversity within the city, ~~which was not included as a goal either.~~
  - Natural resources attract park users, and, while maintenance was listed as a high priority, what did that mean? For example, ensuring invasive species ~~did-do~~ not take over should be explicitly identified. The entire ecosystem, including pollinators, within the city should be reflected as a goal and how that is integrated into our parks and maintenance programs.
  - The project team responded that such items could be added as an action step under Maintaining and Improving Existing Facilities. The Pest Management Plan was being developed and was very important and relevant to the City. Staff would work with GreenPlay to see about adding it to the Master Plan.

#2 48:05

- The Community Center was operated by Parks and Recreation and acted primarily as a senior center during the day. The social services referred to in the mission statement included meals to seniors served at the community center and delivered to homes, a social worker on Staff that helped seniors find community resources, and a medical equipment loan program.

- The National Parks and Recreation Association did not have standards for community parks, but they did offer recommendations for levels of service based on population numbers. The association updated the recommendations annually based on community surveys.
- Differences between Wilsonville and neighboring communities made it impossible to compare amenities, facilities, and levels of service. Instead, the planning process considered where Wilsonville was prior to its master plan and compared that to the City's current existing conditions and where the City wanted to be in the future. With a 93 percent walkable access to a recreation component, Wilsonville was in the excellent range of communities when it came to providing recreational amenities.
- Providing the percentage breakdown results was requested for the most important needs for the City to address over the next 5 to 10 years. For example, a recreation center, and if it should include a pool. Although, there had been a lot of discussion in the community about a recreation center, it would be interesting to see additional survey results to see how important the amenity was to the community.
  - The full survey report included the breakdown of the priorities indicated by the community. That report was provided to Staff and could be added to the Master Plan as an appendix.
- Typically, parks departments provide space and support to ethnic pockets within the community for arts and cultural events without being responsible for doing the entire event. Without an existing arts commission in Wilsonville, the Community Center was a good starting point. Many churches also provided that opportunity with groups gathering and playing on athletic fields could also begin to develop that connection.
  - Staff was working with a consultant on developing an arts committee to explore what might be needed for arts and various events in the community.
- It was common for cities to offer community centers, senior services, and other social services through their parks and recreation departments, which partner with agencies like Meals on Wheels. Wilsonville's Parks Department cooked the meals and did other things on site.
  - Mr. McCarty agreed Wilsonville was very special, citing its social services and how the parks addressed safety and with all their amenities.

Chair Greenfield called for questions and comments from the public.

Steve Benson, Chair of Wilsonville's Parks and Recreation Advisory Board, stated that Wilsonville had a first-rate parks and recreation system. Over the last ten years, people have seen many new parks and facilities, as well as more maintenance, all of which was very good. He was pleased the City had such a great Parks Staff.

- He was concerned that kids were missing from the demographics of those responding to the mailed and online surveys. He did not believe surveys were distributed to kids in all the schools. Unfortunately, on the importance of existing facilities, a disc golf course and skate park were at the bottom of the list. The city now had a disc golf course because it was affordable, but there was no public skate park. Many people did not use a skate park, but it served a niche in many small communities. While the Master Plan did allow for a skate park, he was a bit concerned that there were not enough responses from young kids to shape the outcomes and the community's needs. Otherwise, he concluded that the Master Plan was put together very well.

Tom Deal, GreenPlay LLC, confirmed there was input from kids. Drawings created by children during community events were included in the report and families attended the focus group sessions. However, the mailed surveys were intended to get feedback from one person in the household and hopefully they got input from the rest of the family. The open-link survey was important because people had to go out of their way to participate and say what they thought about the City's facilities.

- He noted that the community rated Wilsonville's parks very high, which was more important than how Wilsonville compared to neighboring communities.

Chair Greenfield noted that responses to the Town Center community surveys also related to the Parks and Recreation development.

#### IV. INFORMATIONAL

##### A. Annual Housing Report (Tso)

Miranda Bateschell, Planning Manager, introduced Assistant Planner Charlie Tso and explained that the StoryMap platform allowed Staff to do more analysis than before when they developed a hard copy publication of the housing report because it utilized the City's geographical information system (GIS).

Charlie Tso, Assistant Planner, explained that since the City began doing this report in 2014, Staff had always presented the report in a paper format, and this was the first year using an online platform, called StoryMap. Staff decided to make the transition because the online platform would allow users to interact with maps, charts, graphs, and other data. Additionally, the platform would allow the report to reach a wider audience.

Mr. Tso presented the 2017 Wilsonville Annual Housing Report via StoryMap from the City's website. Screenshots of each page of the housing report was included in the agenda packet. He provided background information on the Housing Needs Analysis of 2014, which recommended ongoing monitoring of the housing situation in Wilsonville and led to the development of the Annual Housing Report. His presentation included the following key points and recommendations:

- Wilsonville had 266 new homes built in 2017, with 98 of those being row houses and one an accessory dwelling unit (ADU). The total housing supply grew 2.5 percent, with the average annual growth rate over the last 10 years at 2.9 percent. Metro's projection for Wilsonville from 2014 to 2034 estimated a 1.8 percent growth in housing supply each year.
- Wilsonville's total development value was more than \$62 million. The median selling price of a home increased about 11 percent, which was 21 percent more than the average Wilsonville household could afford. The median rent price had stabilized but was still unaffordable for the average households.
- Housing construction activity was expected to slow a bit in 2018 because Villebois was approaching full build out and no multi-family development plans were approved in 2017. However, Staff did anticipate an increase in residential development plan approvals in 2018 as developers prepared to submit applications for Frog Pond West. Wilsonville was likely to see a faster growth rate in 2018 than the average regional forecast by Metro. To date, 19 percent of the city's 2014 to 2034 buildable lands were in use, which was on track with the amount of land Wilsonville was expected to use in that 20-year timespan.
- The report also tracked where new housing was located, what areas had the highest construction activities, and what types and sizes of homes were provided. These were important factors to consider in the future in order to meet planning goals.

Comments from the Planning Commission and responses by Staff to Commissioner questions was as follows:

- The Annual Housing Report, which seemed to be a recap of 2017, did not include much forecasting with regard to what development was on the horizon. However, it seemed to indicate the City would not be doing anything in the near future to make housing affordability better based on the development chosen for the upcoming Frog Pond West development, which would make affordability worse in the city.
  - The City's goal was to provide enough housing opportunities for rentals and owned houses. The reports from previous years show that Wilsonville had built a lot of multi-family rental type housing. The city was reaching a 50/50 split between single-family and multi-family units. He agreed that affordability was a big issue and the City needed to start thinking about how to make homes more affordable. However, he would not say that new development of single-family homes would exacerbate the issue. Part of Wilsonville's goal was to provide different housing choices for different needs and for people at different stages in their lives.
  - Having more housing stock across a broad array would allow people who could pay more to find homes at higher price points. If those people were unable to find a house with the amenities they wanted, they would buy down.
    - Frog Pond was intended to meet a need identified in the 2013 Housing Needs Analysis. At that time, Wilsonville had a split of about 57 percent multi-family residential units and for more single-

- family homes were needed. Duplexes and row homes were included in the single-family category, but not all cities did that. Strategies for resolving affordability issues were beyond just thinking about Frog Pond. Other areas of opportunity exist in the city like infill opportunities. Staff would be working on the Equitable Housing Strategic Plan, which was postponed for a year, to identify specific strategies, as requested by Metro, for Town Center and Frog Pond that would promote more affordable options. This was a statewide problem, and while many of the issues were out of the City's control, Wilsonville could implement long-term strategies.
- During the last legislative session, a bill was passed requiring cities to do more reporting on their housing affordability efforts, and if challenges exist, there would be more grant opportunities. Many cities in the state had 30 to 35 percent of their renters not paying affordable rent. Wilsonville only had about 16 percent, which was still a problem, but with have broad spectrum of housing supply in the city, and regulated, affordable housing units, and looking at partnerships and other options, not as far behind as surrounding cities.
  - The City had received a grant from Metro for the Equitable Housing Strategic Plan, which was supposed to begin last fall with John Gail as the project manager. The Planning Department would begin working on the Plan after completing one or two other projects. Staff anticipated the work would begin by late summer or early fall. A project task force would compare the existing housing supply with the City's demographics to find gaps and help identify strategies for the City to prioritize in the Strategic Plan, which would be reviewed by the Planning Commission and City Council.
    - The Strategic Plan would include a market analysis and an updated housing demand analysis.
  - Hopefully, the Strategic Plan would result in an affordable housing strategy program. Without a systematic program, the choice in housing would only be as good as how expensive housing demand was making housing in general in the Metro area.
  - The new online format was nicely done, but the report was missing information about how Wilsonville fit in with the Metro region. Wilsonville might be missing opportunities if other nearby cities were more affordable. Wilsonville's growth was exceeding Metro's projection because the City had been approving more housing units. Some cities figure out how many units per year should be approved to fit within the growth projections. Wilsonville's growth might average out over 20 years, but Staff should make sure the presentation was not misleading people to believe the growth in Wilsonville was natural.
    - A long-term look and regional comparison were necessary; only four years of data had been collected so far. The report did include growth trends and compared population growth to housing unit growth over ten years. Housing units had been growing an average of 2.9 percent and the population had been growing at about 2.8 percent over the last ten years. The City was doing a good job responding to more demand for places to live, but a more regional look would be necessary going forward.
  - The charts on page 15 of 32 of the Staff report seemed to indicate the population was growing because housing was being built. Rising housing prices were a function of demand, but only in the context of regional demand.
    - The average growth over the last ten years aligned between population and housing, which was why the lines converged in 2017, but housing trends should be considered over a longer term, not just for a single year.
  - The community did not want more affordable housing in Frog Pond, so it was not be feasible to build a significant amount of affordable housing, depending how that was defined; however, Wilsonville would still need a variety. There could be some townhomes in Frog Pond East, but the City should be looking at Town Center to provide the largest variety of housing because the area was more accessible to transit, retail, and businesses. Affordable housing should be focused toward the center of Wilsonville, rather than around the edges.
  - The market analysis would provide important information. If Wilsonville was unwilling to have an affordable housing program, the affordability would shift to another area like Woodburn or Canby, which resulted in higher traffic volumes going south. Transportation and land use should be tied together so people understand the consequences of not wanting affordable housing in Wilsonville. Maybe Woodburn

was growing because people could not afford anything in the Metro area. In that case, it would not matter what Wilsonville did.

- Growth was not always from new people coming in from outside Wilsonville's boundaries. Renters, those in temporary housing situations, and younger people raised in the community might also be looking for permanent homes. It was important to remember that people already living in the community would benefit from having more housing choices.
- Some people were moving out of Wilsonville because they could not afford rents. The recurrence of the cost burden theme in the report was troubling; how could long-term viability be entertained?
- Affordable housing was a regional problem and the idea that Wilsonville could correct it was questionable because the city was too affected by the market forces throughout the region.
- The report did not compare Wilsonville's percentage of affordable housing to other local communities. Wilsonville would likely be an outlier compared to neighboring communities in terms of the affordable housing available.

Ms. Bateschell clarified that the Annual Housing Report was not an analysis on affordability. The first year the report was done, she was interested in seeing where Wilsonville was in terms of affordability. In Year 1, Wilsonville's median income matched with the 30 percent of income threshold, but that had changed over time. Each year, more affordability data was added to the report given the Planning Commission's interest, and the fact that it was a bigger issue regionally and within Wilsonville. The Equitable Housing Strategic Plan would look at some of the bigger questions. Because Staff had been tracking the data, the City was one step ahead in reporting how the issue was changing and what the City could do about it. Additionally, Wilsonville was already reporting the data that the State now required of all cities over a certain size. In future years, it would not be difficult to add regional contexts because Metro was tracking a lot of the same data.

#### B. Town Center Plan (Bateschell)

Miranda Bateschell, Planning Manager, noted the February 8, 2018 Community Design Concept Open House Meeting Summary on the Wilsonville Town Center Plan had been distributed at the dais and was online, but had not been included in the agenda packet. She reviewed all of the work done to date on the Town Center Plan and provided details about the public input processes. The open house meeting summary included the results of all the public input received so far. Generally, there was a lot of support for the Community Design Concept. Some details would need to be refined by the task force and Planning Commission as the concept was implemented through Comprehensive Plan and Zoning Code amendments. Parking and the impact on existing businesses were the two biggest concerns. The Economic Development Manager was assisting on the project team and doing a lot of outreach to figure out what economic development programs would complement the Plan. The City wanted to attract new businesses while mitigating against negative consequences to existing businesses. Traffic was always a problem, but most people understood that some of the proposed changes might make traffic problems better. The next step would be to meet with the project team in a work session next week to discuss parking issues, designs, and Zoning Code options.

- She confirmed the Planning Commission work session would be in July, not June as stated in 2018 Work Program. The Boones Ferry Park Master Plan would be discussed at the Planning Commission's June meeting.
- She understood existing tenants in Town Center who did not own the building lacked some degree of control, which resulted in considerable anxiety about the coming changes. The City was looking at strategies like transitional assistance and finance programs to help with any transition. Most business plans outline how to recoup costs over five or ten years and that timeline could be disrupted when a building owner decided to redevelop. Staff would ask the community which programs would be most beneficial and present those to the Planning Commission for feedback on how to implement them.
  - She confirmed that only some of the business owners were engaged in this process. Staff had held meetings with most of the large property owners and some of the small property owners in Town Center. Sending invitations by mail were not always effective, but more tenants and property owners were discussing the project now that it was further along in the process.

Commissioner Postma appreciated comments about existing businesses and appreciated the project team's efforts to try to address the business owners' anxiety. He wanted owners to engage in the process to the degree that they could also be a partner in the City's plans and in easing the tensions of their tenants.

Ms. Bateschell believed a number of owners were engaged, but she was not sure if their engagement was to that extent. Several owners were becoming engaged in the process because they've heard concerns from their tenants. Property owners who were interested in doing something in the long term were asking how to maintain their existing tenants. Staff was happy to partner with the Chamber of Commerce to help with that engagement.

#### C. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Planning Manager, reported that the Basalt Creek Concept Plan was moving forward. She updated the Commission on where Staff had left off, which was a discussion around land use in the central sub-area and a potential shift away from employment to residential uses. Wilsonville, Tualatin, and Metro signed an intergovernmental agreement (IGA) allowing Metro to make land use decisions for the central sub-area. Both cities would integrate Metro's decision into the Concept Plan, which would have to be adopted within 120 days of Metro's decision. Metro's Chief Operations Officer forwarded her recommendation to the Metro Council at the end of March, recommending the central sub-area be used for employment, which was the preferred alternative. A copy of the recommendation was included in the agenda packet. Metro Council would meet on April 19<sup>th</sup> to make a decision. Wilsonville, Tualatin, the County, and consultants already had meetings scheduled to discuss Metro's decision. Revisions to the draft concept plan were already being made so that the Planning Commission could review the plan in a work session in May in order to meet the 120-day deadline. Staff planned to present draft Comprehensive Plan language at the same time, which should be minimal. The next step would be to scope a master planning project for Basalt Creek to implement the Form-based Code. The Planning Commission's hearing would be scheduled for June so that City Council could have a hearing in July.

- She and Amanda Guile-Hinman, Assistant City Attorney, addressed questions from the Commission as follows:
  - There was no opportunity to appeal Metro's decision because all parties agreed to it in the IGA. Land use decisions would be made when Wilsonville amended the Comprehensive Plan and adopted the Concept Plan, but the central sub-area was in Tualatin. She was not sure whether there could be legal action against Wilsonville's land use decisions or Tualatin's Comprehensive Plan Map amendments. The IGA specifically stated that none of the Cities would appeal Metro's decision. However, other parties could appeal the Metro decision or the Cities' land use decisions to the Land Use Board of Appeals (LUBA).
  - There had been some discussion about how the boundary was conditional and whether or not that should change based on the decision made about land use. However, an agreement was made through the IGA that the only land use decision would be for the central sub-area. There was a written agreement that the Basalt Creek Parkway would be the future jurisdictional boundary between the two cities.

#### D. City Council Action Minutes (March 5 and March 9, 2018)

Chair Greenfield stated that the action minutes provided an effective way for Council to communicate with the Commission. Ms. Bateschell stated she would forward that comment to City Council.

#### E. 2018 Planning Commission Work Program

Miranda Bateschell, Planning Manager, confirmed that the Basalt Creek Concept Plan work session and a hearing on the Parks and Recreation Master Plan would be in May. As previously stated, the Boones Ferry Park Master Plan would be discussed at the Planning Commission's June meeting.

**V. ADJOURNMENT**

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:29 p.m.

Respectfully submitted,

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