

PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 13, 2017
6:00 PM

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

Approved
as presented at the
Oct. 11, 2017 Planning
Commission Meeting

Minutes

I. CALL TO ORDER - ROLL CALL

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

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

City Staff: Chris Neamtzu, Miranda Bateschell, Amanda Guile-Hinman, and Daniel Pauly

PLEDGE OF ALLEGIANCE

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.

CONSIDERATION OF THE MINUTES

A. Consideration of the July 12, 2017 Planning Commission Minutes
The July 12, 2017 Planning Commission minutes were accepted as presented.

II. WORK SESSION

A. Old Town Development Code (Pauly)

Dan Pauly, Senior Planner, presented the Staff report on the recommended text Code changes applicable to the design standards for residential properties in Old Town. He also highlighted an additional handout that described the option for remodels and additions on homes that do not fit any of the architectural types described in the design guidelines to either comply with the design standards or match the existing design. He responded to questions and comments as follows:

- The 1880 to 1930 designation noted in Section 4.138 (.01)B would remain in effect for commercial, industrial, and multifamily properties that require a design review. Staff recommended that single-family properties remain consistent and enhance the existing character of the neighborhood. This would allow the new ranch style recommended in the design guidelines.
 - There was no direction from Council or any of the master plans to extend the time period. However, a date range for single-family properties could be specified.
- State Statutes allow for accessory dwelling unit (ADU) standards so ADUs could not be prohibited. Detached ADUs would ensure that the historic scale of properties was maintained, whereas attached ADUs would increase the bulk of the main building.
 - Language in the Pattern Book would be reviewed to ensure consistency with the recommended Code language, including references to the maximum ADU size standard.
- Should these recommendations be adopted, existing ADUs would be considered conforming and new ADUs would be required to comply with the new Codes.

- Commissioners were concerned that the language in the Purpose Statement used for single-family properties would provide a loophole for a property owner to argue that previous ADU Codes set a precedent. Staff confirmed that Purpose Statements were not adopted as standards.
- Variances for ADUs could be approved through standard practices.
- Staff confirmed standard rules for on-street parking were recommended for ADUs. Cars could park on shoulders or in alleyways that were gravel. Or, property owners could provide designated onsite parking, which could be paved or gravel.
- Street access to Boones Ferry Rd from driveways would be aligned on both sides of the street to prevent any offsets.
 - Commissioners recommended more precise Code language regarding the coordination of accesses to this street and the addition of references to Public Works standards.

Zoe Anton, The Urban Collaborative, presented recommended single-family residential design standards for Old Town via PowerPoint, which was included in the agenda packet. A glossary that included diagrams was handed out at the dais. During the presentation, she and Staff responded to questions and comments from the Commission as follows:

- The recommended height limits for Craftsman and Farmhouse style homes were intended to simplify the design standards because the styles were so similar. Alternative heights would still be possible through a regular review.
- About 85 percent of the homes in the area would be covered by the proposed design standards. Most of the existing homes were one-story ranches that already complied with the recommended design guidelines, except for most ranches did not have porches. However, all new ranches would need to be built in compliance with the new design standards.
- Ms. Anton confirmed that new ADUs would be detached only.
 - Commissioners briefly discussed the benefits of limiting ADUs to detached units with respect to density and massing. They also talked about how to define a detached ADU in a way that would allow a covered walkway or breezeway between the main dwelling and ADU. A walkway would impact massing and lot coverage. Ms. Anton said she would work with Staff to suggest recommendations for allowing walkways.
- The recommendation for 35 percent lot coverage was taken from the Boones Ferry Historic District Architectural Standards in the 2011 Old Town Neighborhood Plan. However, there were currently many existing lots with more than 35 percent coverage.
- Driveway length should be measured from the property line, not the street edge, because the full rights-of-ways were unimproved.
- The rear yard requirements were part of the original Old Town Overlay Zone.
- The schematics showed what 35 percent lot coverage would look like, but Ms. Anton confirmed she would check that the correct footprint measurements were used.
 - Permeable surface standards could be added.
- Many of the alleys in the neighborhood extended across property lines. Ms. Anton confirmed she would work with Mr. Pauly to ensure the recommendations for setbacks were appropriate.
- The recommended lot coverage should remain consistent with the current average lot coverage in the neighborhood to maintain character.
- The building on the parcel labeled 79 had been torn down. A developer met with neighbors in July and was waiting on their civil engineer to submit a development proposal to the City. About 10 stand-alone structures with condominium type ownership would be built on a single lot. Existing requirements prevented previously proposed lot divisions from being approved.

Commissioner Postma discussed how the Commission's decisions impact the Development Review Board (DRB) and expressed concerns about limiting the DRB's ability to thoroughly vet building projects.

Staff confirmed the setbacks, particularly along alleys, would be reconsidered.

- Smaller accessory buildings like a garden shed would not need to meet any standards, but larger buildings like a shop would. The Code would define what size accessory structure would trigger a review.

- A two-story detached garage with an ADU in the top would not be allowed.
 - The Commission discussed their vision for these Code changes to have an overall effect by allowing alternate processes. The obligation to adhere to the look and feel of the neighborhood would not be defined exactly, but would emerge from the Code. Some Commissioners believed the details would be prescribed by the DRB, while others feared the DRB would default to the Code.

Chair Greenfield called for public comments.

Monica Keenan stated that in prior years she had been on the Steering Committee for the Old Town Plan. The Committee did not have comments on the Code at that time because there was a lot they needed to digest, so they would get together with the team to give comments. ADU parking should be off-street on some streets, not necessarily on a driveway. Some of the streets have pull off areas where yards are narrow. The Committee's pattern book established the maximum height for structures at 28 feet, which should be discussed. Lot coverage and setbacks should also be discussed. She confirmed the Steering Committee recommended that height be based on the height of older historic large structures, like the buildings on 5th Street and Boones Ferry Rd. Throughout the development of the Old Town Plan, and at every public hearing, the Committee had stated no duplexes in a single-family area. Therefore, duplexes should not be listed as style. One of the leading goals in the Plan was not to use ADUs as duplexes and not to have duplexes. The language of the old overlay zone stated no duplexes in Old Town. The Committee would like this worked through before the public hearing and would submit their official comments as soon as possible.

Commissioner Springall noted that one of the duplexes shown, and many duplexes in Charbonneau, did not look like duplexes.

Ms. Keenan stated the intent was not to have duplexes or ADUs used as duplexes in a single-family area, adding the concern was density and massing.

Commissioner Mesbah said massing could not be the issue if the duplex looked like a single-family dwelling.

Ms. Keenan responded massing was an issue with the new units that were recently built in the neighborhood. The ADUs were essentially duplexes that exceed the density and massing desired in the neighborhood.

Commissioner Mesbah believed the Code would take care of the massing. He was concerned about excluding affordable housing. As long as the massing was the same as a single-family dwelling, duplexes should be all right.

Commissioner Springall agreed. The duplex design in the slides could fit in Old Town. He was concerned about equity and access by a variety of people from different backgrounds. Old Town has traditionally offered affordable homes to a mix of people and he believed it should continue.

Ms. Keenan said Old Town was one of the most affordable neighborhoods and she was speaking to the desires and goals of the Old Town Plan as it was developed. The request was to not allow duplexes in the single-family area. There are apartments on the borders at the north and south ends and areas along the park were allocated for denser development. She did not want it listed as a goal to have duplexes or as a separate identity in the housing styles.

Commissioner Springall said it made sense to have guidelines for what was permitted. Massing requirements and the goal for the feel of the neighborhood was established by the requirement that duplexes should appear indistinguishable.

Commissioners shared their opinions on the two types of duplexes shown, noting which they each believed would be appropriate in the neighborhood. They also shared ideas about how to encourage

designs that would retain the style of the neighborhood. Staff recommended Code language and expressed concerns about how quickly duplexes could change the character of the neighborhood.

Commissioner Postma noted the neighborhood plan, and the resolution directing Staff, did not mention duplexes. However, duplexes were allowed in the underlying zoning. He asked if it was possible that a duplex could be allowed with a variance or conditional use permit. Staff agreed to check with the city attorney on whether the City was required to provide clear and objective standards for duplexes.

Doug Muench, citizen residing in Old Town, said the issue was not whether a duplex looked like a duplex. Old Town blocks were narrow and Old Town did not have a lot of parking. He did not want the neighborhood to end up with no parking. Even if the structure did not look like a duplex, there would be garbage cans and parking, which would destroy the feel of the neighborhood.

Carol Dickey is a property owner of a small rental house in the neighborhood. She did not believe a 600 sq ft ADU would increase density enough to impact the neighborhood more than a single-family house of the same square footage as a house with ADU would be combined. Two new houses with ADUs on Boones Ferry Rd were quite charming and added a lot of character to the street. The Planning Department had planned access and parking well. A 600 square foot unit would not have ten people and proximity to retail services is very much in demand for single people. The Commission would be doing the neighborhood a good service by allowing ADUs to continue in the neighborhood. She had rentals that were 525 sq ft in other areas and they were in high demand. Many people were desperate for small units. ADUs did not have to be detached.

Commissioner Mesbah said neighborhood design standards should be aspirational, but these were minimum standards as a default. He did not believe the Code clearly identified what the design future of this neighborhood could be for other committees.

Commissioner Millan recommended additional language be added to the Old Town Overlay Zone that would get to the sense of what the Commission wanted to achieve without being prescriptive. Exceptions should be left to the DRB. The Purpose Statement could give more clarity. Commissioner Springall agreed, but noted the recommended language did not address density or affordability.

Commissioners discussed elements of the neighborhood that made its character difficult to define. They also discussed concerns about codifying gentrification, which would change the neighborhood's character.

Rose Case is a resident in Old Town and a former social studies teacher and archeologist. She went to the State Historic Preservation Office (SHPO), where a staff member walked through Old Town and came to a City Council meeting to say that the neighborhood was the best example of historic buildings and architecture that demonstrated the development of the river cities until 1960, when the bridge was built. Old Town was the history of commerce in Oregon. The neighborhood had unique buildings not found anywhere else in Oregon and it would be a loss to our heritage if those disappeared. Some houses were already labeled. The neighborhood was never dense. The West Side Planning Task Force addressed density, but no one looked at that. Density was supposed to be kept on the top level of two-story commerce buildings, and it was supposed to be affordable. However, the cheapest unit was now \$1,000 per month for a one-bedroom dwelling. Her children were looking for affordable places to live, but they could not afford that. She asked that the Commission not use the word affordable because it meant absolutely nothing. Affordable was whatever the property owner wanted it to be. If the Commission wanted a purpose or reason for Old Town, the neighborhood was the history of Oregon and the people coming here to live. Governors and Senators have come from Wilsonville, including the first female Senator. There was a great and rich history here and that was what people in Old Town were trying to keep. History did not stand up to density, so the Commission must choose. Several past administrations wanted to bulldoze the neighborhood and she asked if this administration would do the same or preserve the neighborhood. She did not want to keep certain people out, just preserve something.

Staff and the project team confirmed they had enough direction to continue working on the Old Town Development Code.

Chair Greenfield called for a short recess at 8:08 pm and reconvened the meeting at 8:16 pm.

III. INFORMATIONAL

A. Town Center Update

Miranda Bateschell stated she wanted input from those who attended the community block party and Town Center events. Updates were emailed two weeks ago as part of the agenda packet to more than 400 people who were on the interested parties list. She noted the updates were also available on the City's project website. She updated the Commission on recent efforts to collect input from the public and next steps for the project.

Chair Greenfield said he was impressed with the project website. The information was exhaustive and the visuals were useful. He encouraged members of the public to review the website and asked if there was any significant movement among the business owners in the area towards redevelopment.

Ms. Bateschell explained that while owners of smaller businesses have been engaged, there were no concrete plans for owners of larger property owners to consider. The Commission and Staff discussed the difficulties involved with aligning the community's wants with the City's constraints and the lack of involvement by developers and business owners. The community was concerned about parking, but was open to multi-use buildings in the area.

Commissioner Mesbah directed Staff to look for additional constraints within the public's input by having frank conversations with property owners. Questions should be planned in advance. The Commission did not want any constraints to be overlooked. The market would be different in 10 or 15 years, so he was more concerned about long-term than short-term constraints. The Commission needed at least a vague idea of where the trends were going so they could create a vision of the future.

Ms. Bateschell stated the input received so far regarding timelines around tenant agreements, parking agreements, access, and circulation.

Chair Greenfield believed it would be difficult for retailers to take on the rental business in a multi-use building. Ms. Bateschell shared options for developers to build mixed-use projects.

The Commission briefly discussed options for centralized parking.

Commissioner Millan said she had heard from many people who believed the project would never go forward because there were too many constraints and the City did not have any undeveloped land in the area. She said people in her earshot wanted to know why the City was spending money on something that would never happen.

The Commission suggested Staff present the public with examples of successful redevelopment projects in other similar urban areas. They discussed growth in the city and the need to be proactive, despite the long-term residents who were opposed to change or believed the City's financial priorities should be different. The City needed to find out if developers have plans for the area. Staff noted that a market analysis was part of the Town Center project, which would provide some indication of what the private development sector could bear. The City would also consider tools necessary for making redevelopment feasible, like an urban renewal district. Commissioners agreed that redevelopment should be developer driven and the City should invest in infrastructure.

B. French Prairie Bridge

Chris Neamtzu noted the updates in the agenda packet were prepared by Zach Weigel. The two biggest issues were ODOT's position on the eastern most bridge alignment and a request by the

Confederated Tribes of the Grand Rhonde for additional archaeological investigations at multiple sites. These issues would delay the project by about a month, which was not expected to be significant.

The Commission and Staff discussed the bridge alignment, which was still part of the project despite ODOT's opposition to the plan. Staff wanted to keep their proposal in play and work through the issues so that the 30 percent design of the bridge could be completed by the end of 2018.

C. City Council Action Minutes: (07.17.2017, 08.07.2017, and 08.24.2017) No comments.

D. 2017 Planning Commission Work Program No comments.

Staff confirmed that the Form Based Code had been delayed by a month because of a variety of scheduling conflicts with consultants, and that the original timeline was overly aggressive.

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:52 pm.

Respectfully submitted,

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