

**PLANNING COMMISSION  
WEDNESDAY, APRIL 12, 2017  
6:00 P.M.**

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

*Minutes approved  
as presented at the  
5/10/17  
PC Meeting*

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**Minutes**

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

Chair Greenfield called the meeting to order at 6:03 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Phyllis Millan, Simon Springall, and Kamran Mesbah. Al Levit arrived after the Consideration of the Minutes.

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Jeanna Troha, Miranda Bateschell, Dwight Brashear, Eric Loomis, Michelle Marston, and Nicole Hendrix.

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

**CITIZEN'S INPUT**

There was none.

**CONSIDERATION OF THE MINUTES**

A. Consideration of the March 8, 2017 Planning Commission minutes  
The March 8, 2017 Planning Commission minutes were accepted as presented.

Off the record, Commissioner Levit corrected the third paragraph on Page 9 of 17, to state, "...was already a potential project in the County Transit ~~Transit~~ **Transportation System Plan.**"

**II. WORK SESSIONS**

A. Transit Master Plan (Brashear)

Commissioner Levit arrived at 6:06 pm.

Chris Neamtzu, Planning Director, reminded the public hearing on the Transit Master Plan had been continued from last month to a date certain of May 10, 2017.

Dwight Brashear, SMART Transit Director, acknowledged SMART Staff members Eric Loomis, Michele Marston, and Nicole Hendrix as key members of the team. He noted the last update to the Master Plan was done in 2008. The Executive Summary was intended to provide a true sense of direction and tone as SMART moved forward. The Master Plan should be part of the City and reflect what SMART could do as transit professionals to work with the City's planning efforts. He noted transit professionals in Washington DC liked Wilsonville's transit system because SMART was nimble. When a transit need arose, SMART figured out how to get people where they needed to go. He shared conversations he had with lawmakers in Salem and transit professionals in Washington DC who saw SMART as special and unique. It was important to make SMART viable for the next generation and keep it responsive to residents' needs.

- He noted the public involvement involved with Master Plan's update, noting SMART had been responsive to public comments. He was passionate about providing people freedom through public transit, particularly

those who did not have any choice about their lack of transportation and needed to go buy groceries or attend doctor appointments.

- The team focused on making the document flow better by eliminating redundancy and making it better organized. The previous 274-page Master Plan had been reduced to 154 pages; however, no significant changes were made. The document had been streamlined and the proposed routes were still based on the input received and what SMART believed were the most efficient routes. None of the budgeted numbers had changed. Increased costs had been a huge concern for the Chamber of Commerce and others.
- The Master Plan was designed to discuss what things were available to do, what SMART would love to do, and what transit professionals across the country were doing to attract riders. He wanted to focus on getting people out of their cars and using transit by creating a good, reliable, safe transit system that rivaled driving a car. Such ideas included providing lunch shuttles that would provide transportation between Wilsonville's business centers and city restaurants and making shuttles available for the employees of larger employers with meetings in Portland.
- SMART understood the transit system was able to serve thousands of people annually because businesses were so generous. SMART wanted to be part of the solution and help Wilsonville be the best it could. He even envisioned streetcar-type trolleys circulating regularly within the Town Center area.

Eric Loomis, SMART Operations Manager, emphasized SMART being a nimble organization, noting SMART was considering changes in response to comments received since last month's Planning Commission meeting about specific routes in the Master Plan. Concerns had been expressed about transit stops in different business complexes that were not reflected in the Master Plan. In response, timetables and transfers were being reviewed to determine what would better serve the customer base without impacting the budget.

Mr. Brashear stated SMART's team had reviewed the Master Plan page-by-page and route-by-route, which ultimately resulted in a more concise, organized document that spoke to the role SMART would play as the City grows and develops. SMART understood the challenges of the increasing population in the region, and the worst bottleneck was the Boone Bridge in Wilsonville. With Wilsonville's strategic location between Salem and Portland, the challenge for both SMART and the City was to prepare for upcoming opportunities. The document discussed the role SMART would like to play in Wilsonville's growth.

Key discussion items and responses to Commissioners' questions were as follows:

- The hope was that in 30 years, this Master Plan would be considered the foundation for public transit to which further building blocks would be added. The Plan would likely be updated in the next 5 to 8 years, but like prior master plans, this Master Plan was expected to support and help move transit forward, even 30 years from now.
- Perhaps the lunch bus, which was briefly attempted about 10 years ago, could be tried again since traffic was quite different now.
- The Master Plan encouraged businesses to get involved and develop transportation plans.
- Bus windows were dark, which was intimidating and might prevent people from riding the bus because they could not see who was on the bus.
- Several routes were in and out, when a looped route could be possible. For example, the route to Villebois currently turned around at the traffic circle on Grahams Ferry Rd, but buses could return on Kinsman when the extension opened to cover more of Villebois. Similarly, a looped route in Charbonneau would cover the entire area.
- SMART was open to such changes, but route planning came down to efficiencies and route timing. Looped routes might cover more area, but they were longer, so the bus would come less frequently due to increased costs. Straight in-and-out lines increased frequency and hopefully, ridership. Public comments revealed people were willing to walk a bit farther to a higher frequency route, which was a consideration especially in Villebois.
- In the legend on Page 13 of 158, Dot #7 was mislabeled Courtside Park; it was actually Town Center Park.

- On Page 34 of 158, the orange line in the graph did not correspond to the numbers above in Chart & Graph A. It would be useful to use the same colors in the bar graph on Page 35 as those used on Page 34.
- On Page 36, SMART's percentages for 2006 in the Oregon Payroll Tax Rates table did not agree with the verbiage on Page 35.
- On Page 40 of 158, the last sentence in the Sales Tax paragraph seemed awkward where it stated, "...the building of a new waste water proceeds...".
- Having some cost predictability for businesses was important. The Master Plan only projected costs to 2017. Fuel costs were volatile and PERS and benefit costs were difficult to control. What would trigger SMART to consider other revenue sources, such as raising taxes, fares, or grant funding, and what might that mean for businesses? Perhaps that trigger point was unknown, but the conversation would be needed.
- Transit involved a certain level of unpredictability. Some cities used the General Fund to operate transit. Others used a penny or half-cent sales tax and funding was not an issue. The majority of transit systems did not have a dedicated funding source, which was an ongoing issue. The state was working on a transportation tax package that would provide security long into the future for most transit systems, especially those the size of SMART, if approved. The Master Plan was not looking for further funding from business. SMART would always look for additional funding sources at both the state and federal level. Only after Mr. Brashear was certain SMART was operating as efficiently as possible would he look at local funding sources. SMART was financially healthy now and it was his job to manage that as far into future as possible. SMART was scalable and would try to grow with the city. With a balanced approach to growth, payroll tax revenues would keep pace so SMART would not have a problem in the next 3 to 5 years.
- SMART had already started the dialogue with TriMet about the business growth expected in Basalt Creek and Coffee Creek. Wilsonville would be well-positioned for making a strong argument about SMART providing transit services in those areas. Having those discussions prior to those areas being developed provided for greater opportunities for SMART to service Basalt Creek and Coffee Creek and use those payroll tax revenues.
- Many people did not realize SMART's service was free. A marketing campaign might be beneficial, especially in targeting middle- and high-schoolers as they need to move around town.
- The Emergency Ride Program was a national program where transit personnel commit to being available during operating hours to provide rides in emergency situations, which addressed concerns about needing a car for emergencies.
- The Master Plan discussed having advertising on the sides of busses as a funding source, but the art piece was important and added to what Wilsonville was all about.
- In recognizing employers for being transit advocates, perhaps more could be done with smaller businesses to increase ridership, such as partnering with fast food restaurants whose employees had lower salaries. Some outreach was being done now to work directly with businesses.
- The survey showed people wanted intercity connections, and light rail was more accessible from the Tigard area. With regard to the Tigard versus Barber Blvd issue, the ability to make connections to light rail needed to be emphasized.
- Reducing the geographic area for out-of-town medical was troubling. Many people had insurance plans that required certain doctors in certain areas. This service should be safeguarded as SMART looked at its revenue forecasts and considered where to cut funds.
- For this Master Plan to be a significant and transformational 30-year plan, language and substance reflecting Mr. Brashear's enthusiasm needed to be throughout the document. The Plan spoke to the costs which continue to be a topic of discussion. It needed to speak more quantitatively and graphically to SMART's specific benefits. A meaningful dialogue was needed now, especially since SMART was in good shape financially, so when difficult questions arise, SMART would not have to educate people about its benefits. It would have already been discussed for five years using actual numbers.

- The time would come when the community would have to decide whether to have SMART paid for by the General Fund and a cost-benefit analysis would be done to identify what benefits taxpayers were getting. That information needed to be in the Master Plan.
- In the Madison metro area, a business subsidized a bus route to get its employees from their preferred place of residence to work and the line had one of the heaviest riderships. Something similar could be considered in Wilsonville; SMART's system could be tailored to benefit businesses more directly if that ridership could be quantified.
- One survey in the Master Plan showed 20 percent of respondents worked and lived in Wilsonville, X percent worked in Portland, etc., but there was no specific tie into the current ridership. Surveying all employees in Wilsonville businesses was suggested to see what was keeping the 20 percent who work in Wilsonville and those commuting into the city from using transit. Connectivity to Tualatin would be addressed as Basalt Creek began development and it was time to connect TriMet and SMART.
- The employer benefits needed to be analyzed thoroughly, even as a separate addendum or study. Smaller businesses were probably the most difficult to analyze, but they were supporting the infrastructure that made Wilsonville a community. Everyone benefitted and SMART needed to show some picture of those benefits. There were not even any numbers about the benefits regarding air quality and numbers of cars, etc. The Master Plan needed to move more toward quantitative goal setting and monitoring.
- There could be more in the Plan about how transit infrastructure could be integrated with land use planning to create a synergistic, collaborative plan to allow for redevelopment at a higher density or mixed-use that would not occur without a nearby transit stop. The many traffic concerns people keep raising with regard to the Town Center redesign should be partially addressed through the redesign of the transit system.
- Though not part of this Master Plan, grant opportunities exist through the Federal Transit Administration (FTA) where cities develop public-private partnerships (P-3) to create mixed-use projects. Local matches were required and were often expensive. These P-3 projects were looking for cities with a plan, such as one built around Town Center, and a financial commitment in place. The grants were very competitive, but could be discussed further at a future time.
- Mr. Brashear had spoken with Representative Vial about Siemens' interest in acquiring a campus in Wilsonville, and while he had no specifics, he was optimistic. SMART had already reached out to Siemens, who had a strong transportation division, to make them feel welcome.
- A large number of Xerox and Mentor Graphics employees lived in Sherwood, but no direct transit connection existed. It seemed businesses had to be faced with acquiring land for more parking before getting more creative about getting their employees to work via transit.
- Having TriMet's #96 bus come to a logical terminus in Wilsonville would be hugely effective getting people into Portland. The #4 bus did not go to Graham Oaks Nature Park on every run, apparently because it would disturb the wildlife, but many trucks entered there for drivers to use the restrooms.
- The next Transit Master Plan should probably address autonomous vehicles and their effect on public transit and transit in general.
- When people at the state level talked about what they admired about SMART, the word nimble was used frequently. SMART was set up so minor changes could be done quickly. Providing service without fares was admired, especially since service within the city was not just a simplistic, short circulating bus in a downtown area. Providing a fareless service was a sure sign that transit was supported at all levels, which was also admired by others. A number of cities were looking at what Wilsonville did 30 years ago, even though it could not be replicated in the same way now.

### III. INFORMATIONAL

#### A. 2016 Housing Report (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, presented the Staff report on the 2016 Housing Report included in the meeting packet. This was the City's third Annual Housing Report following the 2013 Housing Needs Analysis and 2014 Wilsonville Residential Land Study, both of which were used to help track

Wilsonville's land use capacity for residential needs and whether the city's housing supply was keeping pace. , She highlighted the background and key findings of the Housing Report, noting that owner-occupied housing continued to become less affordable, which would continue to be an issue. It was important to continue tracking this trend to help inform the Equitable Housing Grant work that would be done through the Metro Community Plan Development Grant the City received earlier this year. Staff sought the Commissions input about considerations for the 2017 Housing Report.

Her responses to Commissioner questions and additional comments from the Commission were as follows:

- Multifamily referred to attached homes, not apartment complex buildings. Anything that was more than two units fell into the definition of multifamily. It was interesting that zero multifamily units were built in 2016.
- After the last cycle of Community Planning and Development Grants at Metro, the region's economy picked up in terms of development and that additional revenue had not been allocated through the grant process. Metro started the Equitable Housing Program and hired someone to see how equitable housing might be addressed and ensure housing options existed for all demographic needs. Through that process, an additional cycle was added for the Community Planning and Development Grants solely focused on equitable housing. About the same time, City Council had discussions with the public about housing affordability issues in the city and had John Gale discuss the different programs available regarding housing affordability, which was when the City became aware of the grant opportunity. She highlighted the scope and objectives of the Equitable Housing Project, which included understanding the gaps and problem areas in terms of providing affordable housing for specific demographics and to consider strategies for adopting new policies and programs to address the need. At the end of the project, six or more strategies would be adopted to address housing affordability and equity in Wilsonville.
- Because the project could relate to Town Center, Staff was working to stagger the projects in the most meaningful and informative way. The Town Center Vision would be established, along with the design alternatives process and going through a preferred land use alternative, prior to getting into the strategies for the Equitable Housing Grant. So, the needs analysis would be done upfront while working through the Town Center planning process. Near the end of the Town Center planning effort, appropriate strategies would be considered for the Equitable Housing Grant.
- The scope of the Equitable Housing Project was fairly small. At this point, it had not been established whether ongoing reporting would be associated with dynamic housing market; however, it could be one of the strategies.
- What was missing was the overall picture. However, no overall trend had been established yet because the City had only been doing the report for three years. What did 2016 do to the overall housing picture for the community? Proper planning was supposed to help predict the future. Housing goals were set, but nothing indicated if the city's housing was moving in the right direction, so having trends was necessary.
- Such snapshots could be done every year, but the report should show how 2016 changed the overall picture of the housing stock, not the market. Doing a yearly market analysis was expensive, unnecessary, and would be outdated too soon. However, a community-wide picture of the housing stock at the same time as the annual report would be good to have.
- Having visual graphics and percentages from the initial and current Housing Report together would be helpful to easily compare and illustrate changes through the years.
- Having rental statistics would also be helpful as *The Spokesman* articles had been grim.
- While the decrease in the ratio of multifamily to single-family was influenced by the market changed with what was developed, it was partially rooted in what the City had planned for, so the City had guided it to some degree. The vast majority of building permits was in Villebois. Although the market ebbed and flowed, housing was going into areas where the City had planned for it, knowing single-family would be needed as well.
- A lot of time was spent in areas like Villebois to get good visual building patterns, but in smaller developments, many of the standards were not being carried through, especially in the Renaissance boat

house development. After all the effort and consulting time being spent for good-looking developments, how could standards be carried over to other developments that did not have a master plan?

- The vacancy percentage of rental properties in Wilsonville was just under 4 percent, which was close to the regional average. Wilsonville was in the top three in the nation.
- State habitability standards ensured that maintenance would be done on existing rental developments.
- There had been an increasing trend over the last several years of out-of-state investment purchases of multifamily properties in Wilsonville, and many of these investors were spending significant money to upgrade the properties around wood decks, siding, roofing, interiors, etc. Such upgrades brought rent spikes, which could be difficult for current residents.
- The City had no official affordable housing program with set goals and policies. The City did offer incentives, such as tax abatement for properties that offered affordable housing, and formed partnerships with non-profits on certain responsive projects, like the Creekside Apartments built for senior citizens after the mobile home park closure.
- The Equitable Housing Project would address broader, citywide goals and policies by identifying various trends and programs to achieve a more holistic approach, community-wide. The problem had to be defined first, otherwise, the market would move toward luxury units, which would displace people, which was a big concern that was occurring in Wilsonville right now with the apartment upgrades and increased rents.
- A market study would be critical as there was clearly a market for more highly-paid working professionals. There was no intent to put these market forces down, but defining the problem that this created was a step in addressing the problem. Without the demographic and market information, a conversation was difficult. An informed dialogue was needed, not one based on assumptions.
- A number of property tax exemptions were approved in the City Council report. Mr. Neamtzu noted the cost of those exemptions would be obtained from the Finance Department and sent to the Commission. The value was not insignificant.
- The employee survey around transit asking why so many worked in Wilsonville but lived outside the city could address some of the questions around housing. The Equitable Housing Project would conduct surveys of employees at large employers throughout the community, which could be tied into inquiries about traffic.
- The housing equity analysis must include both housing and transportation costs. People might live in housing they could afford without considering the cost of commuting to afford that housing. The money used for transportation could be invested into housing located closer to work.

#### B. City Council Action Minutes 03.06.2017 and 3.20.2017 (Staff)

The Planning Commission agreed receiving the Action Minutes was extremely helpful.

Key discussion items and responses to Commissioner questions about Council's Action Minutes were as follows:

- ODOT weighed in on the three alternatives for the French Prairie Bridge and had serious concerns about the one closest to the Boone Bridge because a future widening of the bridge was being considered with a potential seismic upgrade. This was the first time Staff had heard this as a concern from the State. ODOT would not support that alternative.
- Clackamas County would conduct a feasibility study for a bridge across the Willamette at the Canby Ferry site on Mountain Rd that would not be completed until 2018. Most City Staff did not know about the project until just recently.
- Details were provided about the new Residential Parking Permit Program which addressed vehicles being parked long-term in certain neighborhoods. Many residents were happy to see the ordinance approved.
- Mr. Neamtzu provided background and details about Objective 8, Promoting vibrant art, cultural, and heritage programs and facilities. Individual staff members had been assigned to each objective. A booklet would be prepared for public consumption discussing each goal, and the projects implementing those goals. Council's goalsetting was reaching a new level, providing full disclosure to share the vision with the community via printed and written documents. More information would be forthcoming.

- Documenting an inventory of art pieces found throughout the city was suggested, including maintenance of the art as well.
- The communitywide bicycle wayfinding was just a small piece of the wayfinding program under Objective 9, which referred to a bigger program with the City's logo, marketing, and directional signage to business districts, significant park facilities, city buildings, etc., as well as monument signs at freeway off ramps. A plan would be created with design standards and a vision for how the signage would look. The wayfinding would need to be taken seriously in the the Town Center redevelopment.
- The City Manager's written quarterly report tracked the progress made on Council's goals. Mr. Neamtzu wrote a summary of the Planning Commission's meeting that went into the City Manager's monthly report; however, being buried in a report, its effectiveness was unknown. Council and the Commission would also be holding joint meetings, providing an opportunity for the Commission to discuss topics not on the work session's agenda. There were a number of ways the Commission could communicate with Council.
- There had been a redesign with regard to the parking spaces on the new bypass route at the Boone's Ferry and 5<sup>th</sup> St intersection. The final plan retained the existing parking intact to serve the businesses, so bicycles would to use the street.

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

Miranda Bateschell, Long-Range Planning Manager, noted the Staff report and PowerPoint she had presented to City Council on March 20, 2017 were included in the packet. She overviewed the Basalt Creek Concept Plan Update via PowerPoint dated April 12, 2017, summarizing the presentation provided to Council on a recent Tualatin City Council worksession on the Concept Plan during which that council directed Tualatin's staff to change Tualatin's side of the jurisdictional boundary from manufacturing park to residential on the Concept Plan's Land Use Map.

Key comments and responses to Commissioner questions was as follows:

- Ms. Bateschell indicated the location and route of the Basalt Creek Parkway, which was elevated above the railroad but was at grade at Grahams Ferry Rd. Significant grading would be required to maintain a maximum 6 percent grade and the Parkway would be elevated above the canyon, which was about 60 ft deep.
- Having some sort of a transitional buffer from Wilsonville's light industrial to Tualatin's low density residential was the reason for the manufacturing park designation originally. Other iterations showed a transitional office park designation. The intent was to create a better transition, but that was not seen in the last proposal from Tualatin.
- It seemed Tualatin was using its need for industrial land as a wedge until they got the boundary it wanted and then changed their mind about the land use. This also seemed counter to Metro's intention for the entire area.
- Historically, other UGB areas had shifted away from employment uses, which was challenging from a regional perspective, so Metro wanted to avoid that. Metro supported Wilsonville's work on the Development Feasibility Analysis. Wilsonville's City Council shared many of the same concerns as the Commission about the process and believed the boundary conversation was still open since Tualatin had not stayed with the original discussion about the need for employment land. If the two cities could not agree on the boundary, Metro was the final boundary authority.
- The site plan on the left side of Slide 9 was presented by a representative of the property owner from Otak and showed a small amount of commercial versus residential. The entire footprint was much more intensive than the original footprint.
- Up until the Otak site plan was proposed, a manufacturing park designation was still on the land. Tualatin had concerns about it being an employment area because there was too much rock and slope for employment and wanted to do residential.
- Staff recently received an electronic packet, which could be forwarded to the Commission, that included the site plan and a letter from the property owner's representative, along with letters from developers and

engineers reaffirming the steep slopes and basalt in the area, and the area did not appear to be most suitable for employment uses. However, Ms. Bateschell had not seen any further analysis. The bedrock analysis done last year when the City was exploring information for the sanitary sewer system showed the bedrock depth could vary widely within a short distance. That information was provided to the consultant team, who would visit the site to determine feasibility. At this point, the City would look at a range of different employment types and buildings, and what might be feasible on the site, realistically, in the future.

- Staff would discuss next steps with City Council on April 17<sup>th</sup> and hold a work session with Council on the initial Development Feasibility Report on May 1<sup>st</sup>.

#### D. 2017 Planning Commission Work Program

Miranda Bateschell confirmed the joint work session with Council on the Town Center Plan would be May 15<sup>th</sup>, 2017. The Existing Conditions Report to be discussed, but the important items would be the Vision and Goals. The Commission would receive a report on all the public comment received and how it shaped the draft Vision and Goals that would be presented for discussion.

- She noted almost 1,000 responses were received on the first survey, which was the best response rate on any City surveys to date. The consultants were expected to present the data to Staff by the end of the week.
- The “Question of the Month” was continuing and many responses were being received from the community. Responses to last month’s question, “What, if anything, keeps you from spending more time in Town Center?” was tied between not having enough restaurants or shops. This month’s question asked what type of restaurants would provide the variety desired, and next month’s question would be about shops, which would also address scale and building types to plan for.
- She agreed to look into issues reported with the Question of the Month.

Commissioner Springall stated he would be unable to attend the Town Center joint work session.

#### IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:55 p.m.

Respectfully submitted,

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