

**PLANNING COMMISSION  
WEDNESDAY, APRIL 8, 2015  
6:00 P.M.**

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

**Approved  
May 13, 2015**

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**Minutes**

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

Chair McGuire called the meeting to order at 6:00 p.m. Those present:

Planning Commission: Marta McGuire, Eric Postma, Al Levit, Peter Hurley, Jerry Greenfield, and Simon Springall. City Councilor Charlotte Lehan arrived during Item VI. Phyllis Millan was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, Kerry Rappold, and Stan Sherer

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**IV. CITY COUNCIL LIAISON REPORT**

Councilor Lehan arrived during the presentation of Item VI, the Hillsboro Water Transmission Pipeline Project and presented her report after the Pipeline Project presentation. She apologized for being late, noting she was president of the Pleasantview Cemetery Association and had been working with a crew to install the newly rehabbed flagpole.

- She reported that during recent meetings, City Council:
  - Had multiple work sessions on the water pipeline route, as well as Frog Pond Area planning.
  - Approved a number of property tax exemptions for affordable housing.
  - Considered an increase to Community Development fees in order to pay for the services provided by the Community Development Department. No specific plan was decided upon, but Council agreed increases were necessary to keep pace with other cities, and to cover the department's expenses. Council was considering whether the increase would be all at once or spread over six or twelve months.
  - Upheld the DRB decision on the Down's Appeal after a great deal of discussion. The appeal regarded the requirement to install sidewalks in front two lots that had been split into two.
  - Was reconsidering the City's logo and several designs would be presented. She reiterated that her objections were as much on the text as the graphic in the beginning, which were being edited as well.
- She reported that she testified in Salem on Senate Bill 716, whose chief sponsor was from Coos Bay, but the bill would only apply to the Portland metro area. The bill would allow each of the three counties to add 150 to 500 acres of their choosing for large lot industrial.
  - Washington County decided not to participate, so Columbia County was inserted in their place, though no representative from Columbia County was present. Multnomah County had not weighed in, as of Monday, and the Clackamas County Commission was in favor.
    - The general consensus was that the bill was not really about Multnomah or Washington County, but Clackamas County, and really only south of Wilsonville in French Prairie.

- There was a great deal of opposition and the hearing was standing room only; a second room had to be opened to accommodate everyone in attendance. A bus of people in opposition attended the hearing from Charbonneau. People from Wilsonville were not the only ones opposed; the City of Tualatin was opposed, as was Metro. Many farm bureaus, Marion and Clackamas Counties, the State Farm Bureau, and a lot of Washington County farmers were there to testify. DLCD also weighed in in opposition.
- Commercial realtors were the only ones to testify in favor, citing the need for large lot parcels of 150 to 500 acres.
- She asserted there were no 500-acre parcels in one ownership anywhere in the Tri-County area and probably had not been since 1890. There was so much opposition to testify that Monday's hearing was continued to today, but she was unable to go to Salem due to prior commitments. She called at 6:00 pm this evening and learned that the hearing was still going on and, once again, the testimony was almost exclusively opponents. She did not know if a work session was planned or if the hearing would be continued again.

Commissioner Greenfield complimented Councilor Lehan and the mayor for their remarks at the hearing in Salem, saying they were very convincing and set the whole tone of the hearing.

Councilor Lehan agreed the Mayor did a great job, adding Oregon Supreme Court Justice Bill Riggs, who lives in Charbonneau, also testified.

Commissioner Springall inquired as to how the bill related to the stalled rural reserves process.

Councilor Lehan replied it throws it out the window. If the bill did not pass, the City was still in a position of needing to affirm the urban and rural reserve decisions, which were being held up by Stafford area opposition in Clackamas County, though other solutions were in the works. The City of Wilsonville has remained neutral on that issue namely because a city is required. Counties do a terrible job of managing urban development. In the past, the problem was that West Linn, Lake Oswego, and Tualatin opposed development in Stafford. Work was being done with all three cities to determine what portions of the Stafford area would be reasonable to develop, and which city would be reasonable to take on that development. In the meantime, it held up finalizing all the urban and rural reserves in Clackamas County.

- She noted there were no parcels close to 100-acres outside the urban growth boundary that was not agricultural land. Of course, all of this created uncertainty for the rural reserves, which were supposed to give certainty to both the agricultural and urban development industries.
- The mayor made a strong case that regional investments south of the river would detract from industrial development in the north end of Wilsonville, where the City and private investors had already made investments.

The Planning Commission proceeded to Item VII, the Memorial Park Master Plan work session at this time.

## **V. CONSIDERATION OF THE MINUTES**

A. Consideration of the March 11, 2015 Planning Commission minutes  
 The March 11, 2015 Planning Commission minutes were unanimously approved with the first line corrected to state, "Chair ~~Attman~~ **McGuire** called the meeting to order..."

## **VI. INFORMATIONAL ITEM**

- A. Hillsboro Water Transmission Pipeline Project  
 (Todd Heidgerke and Todd Perimon of TVWD)

Chris Neamtzu, Planning Director, commended Todd Heidgerke and Todd Perimon for their hard work on the Water Transmission Pipeline Project, which would extend through Wilsonville and Washington County up to Hillsboro. The presentation would enable the Planning Commission to understand the project at a higher level and ask questions as the information was both relevant and important.

Nancy Kraushaar, Community Development Director, added that the Tualatin Valley Water District (TVWD) and City of Hillsboro had been working very closely with City of Wilsonville Staff, and the leadership team had been making regular presentations to City Council to ensure good communication between the City and the Willamette River Supply Project, which was of regional significance and extremely complex. Everyone was striving for a successful partnership and investment for all involved, including Wilsonville, to ensure the community's needs were met. Meetings have occurred over the past two years, and progress was being made, albeit slowly given the complexities involved. She noted that the City of Wilsonville partnered with TVWD in creating the water treatment plant in early 2000s. TVWD helped fund portions of the plant and provided some of the land.

Todd Heidgerke, Deputy Program Director, Willamette Water Supply Program (WWSP), introduced himself and Todd Perimon, WWSP Manager of Planning and Water Treatment Plant Projects, stating they wanted to create awareness of the WWSP, discuss the approach, and share information about the preliminary design process, focusing specifically on what would likely be of interest to Wilsonville. He clarified they were not asking for anything but wanted to share information and address any questions.

Mr. Heidgerke and Mr. Perimon presented the WWSP via PowerPoint, providing a brief background about the project and describing the regional water supply system that would extend 31 miles of pipe to supply water to Hillsboro and the Beaverton area. While Hillsboro and TVWD were currently invested in the project, other partners included the cities of Tualatin, Tigard, and Beaverton, who were involved in the preliminary design process, as well as the cities of Wilsonville and Sherwood, who currently use the Willamette River as a water source and the Willamette River Water Treatment Plant. The WWSP hoped to build upon that successful program to provide a quality water source moving forward.

Councilor Lehan arrived during the PowerPoint presentation.

Mr. Heidgerke, Mr. Perimon, and Ms. Kraushaar addressed questions and comments from the Planning Commission as follows:

- The team had considered a route going up 95th Ave or Boones Ferry Rd along the railroad right-of-way, but issues existed with the number of private properties and railroad easements impacted.
  - Running the pipeline route along the south side of the railroad was also considered, but complications would exist given the valuable natural resources in the area and the protection agencies did not provide very encouraging remarks. Even trenchless installation would still disrupt the underground hydrology, natural soils, etc. and the long term impacts were unknown.
  - Following the existing rights-of-way could be more straightforward, environmentally.
  - On the other side of the railroad, there was a lot of BPA and federal -owned land throughout that corridor, which was problematic with the large steel pipe.
- Coordinating construction of the water pipeline with the extension of Kinsman Rd north to Ridder Rd or Garden Acres Rd, which was part of the Coffee Creek Master Plan, had been discussed. However, BPA did not look favorably on running parallel to their high-powered lines, but the facilities could be crossed perpendicularly or at some angle.

- One thing to keep in mind was not just the route itself, but where the route lead, so perhaps the next route segment might have unfavorable conditions, as well. The BPA corridor for both the Kinsman Extension and the Koller Kolk Pond were very significant.
- The Transportation System Plan (TSP) called for redoing Boones Ferry Rd and a majority of businesses along Boones Ferry Rd have access or could get temporary access off 95<sup>th</sup> Ave, so that entire section of Boones Ferry Rd could be shut down to install the pipeline.
  - Boones Ferry Rd was a feasible alignment and was shown as an alternative; however, there were significant utility challenges with Boones Ferry Rd, as well as some inherent challenges working adjacent to the interstate, which they had quantified with the Federal Highway Administration.
  - Access on 95th Ave during construction would be considered as part of the next phase. 95th Ave was favorable in terms of the spacing between driveways and access, lending itself to the potential of a rolling work zone.
- The survey and geotechnical work for the new water treatment plant had already started.
- What were the potential projections regarding the effects of a drought on the flow of and withdrawal from the Willamette River?
  - The Willamette River was a large river with large flows and 13 federal storage projects were upstream of the diversion points. Those projects store about 1.3 million acre feet of water. That storage was currently allocated for irrigation, but only about 100,000 acre feet was contracted for irrigation. The water not contracted for by irrigators was released as part of the flow of the river, which helped maintain certain flow targets.
  - Historical records of the water flows had also been consulted and the water supply was pretty stable. With regard to endangered species issues, spring flows were more of a concern than summer flows, and the team had not seen any instance where the summer flow would be inadequate to meet the existing water right conditions.
  - WWSP was also working with the Oregon congressional delegation to look at reauthorizing federal storage projects in the Willamette Basin to allow municipalities to contract for the stored water in the future. WWSP was also working on a small-scale allocation project to study those conditions and a lot of that type of work was promising.
  - TVWD also gets water from the Joint Water Commission, which depends on water from the Tualatin River, Hagg Lake, and Barney Reservoir. The Tualatin Basin Water Supply Project, a federal project that looked at increasing the height of the Hagg Lake dam, encountered seismic issues, which would involve a long, expensive process to address. Funding that project was not a priority with the federal government right now, though it was an important project for the region as it related to augmenting the flows in the Tualatin River, which was important for Clean Water Services and temperature issues related to water treatment plants that discharge into the Tualatin River. Hagg Lake was still a significant water source for the region.
- The work on Roy Rogers Road would be part of the next phase of the evaluation. The GIS level of detail was being studied at this point, the potential for constructing the pipeline in the shoulder would be determined at the ground level of detail.
- Potential partnering opportunities along Roy Rogers Rd would determine what that road section would look like, such as widening the road to provide a buffered bike lane.
- Trenchless installations, such as micro tunnels, would most likely be used for the creek and river crossings of the Ice Age Tonquin Trail and other trails in the region. The next detailed evaluation phase, anticipated in the next few weeks, would include survey activities around the Tualatin River crossing on Roy Rogers Rd as well as geotechnical information.
- A new water treatment plant facility would be built in Wilsonville in addition to expanding the existing plant. The Willamette River Water Treatment Master Plan Update was an ongoing project. The Master Plan would explore the interaction between the treatment trains onsite. While considered an expansion of the existing facilities, the treatment trains will be somewhat independent, parallel processes.

- The City of Wilsonville was participating in the Master Plan Update to consider the needs of the cities of Sherwood and Wilsonville for the existing water treatment plant. While discussions were occurring about how the plants would work together, the City would not likely be involved in the construction of a separate plant because there was room to expand at the existing site.
- The second site was about 60 ft higher than the lower plant, which was preferable due to the distance to Hillsboro. That hydraulic grade line would somewhat impact how the two plants could work together and the Master Plan would help detail what types of configuration would be the best for all involved.
- The second site would be on the vacant land owned by Wilsonville and TVWD, which was located west and north of the existing parking lot on the north side of the treatment plant.
- Concerns about the quality of the water from the Willamette River had been addressed during the public engagements and provided a great opportunity for public education. The team discussed the actual real raw water quality, the decades of testing, the treatment process, and everything involved in providing safe drinking water from the plant to the customers. Some entities have had issues maintaining their distribution systems and reservoirs, resulting in boiled water notices and other concerns.
  - People have had questions, but once the team explained what was being done to provide quality water, they were comfortable. Some people want to dredge up old issues that are unfounded, but the team addresses those as well.
  - Consumers need to be informed and understand how to get information.

Mr. Heidgerke credited the City of Wilsonville for making the water treatment plant very accessible to the public. The team had conducted a couple focus groups in Wilsonville and everyone believed they had fantastic water. Participants had confidence in the treatment plant and were familiar with its location. Wilsonville's residents were very water savvy.

The Planning Commission returned to the City Council Liaison Report at this time.

## **VII. WORK SESSIONS**

A. Memorial Park Master Plan (Stan Sherer, Parks Director and Walker Macy)  
 Chris Neamtzu, Planning Director, introduced Parks Director Stan Sherer, who had been working on many projects, including construction of the new playground at Murase Plaza, the aquatics project, and skate park projects, and many parks being built in Villebois, as well as the master planning process for Wilsonville's 100-acre treasure, Memorial Park. The process had involved a lot of citizen engagement, including online open houses and a couple physical open houses. He noted Walker Macy Landscape Architects was a Portland firm who did the first plan for Memorial Park in 1989, so Mr. Zilis knew the community, had seen it grow, and had been involved in the early park planning at the master planning level in Villebois. He explained that Memorial Park Master Plan would come before the Planning Commission for a public hearing next month.

Stan Sherer, Parks Director, stated the Memorial Park master planning process was initiated early last fall pursuant to City Council's goal and direction. Once Walker Macy was selected as the consultant firm to manage the project, things got underway in October. Based on stakeholder participation, input from Staff and the first open house, Walker Macy developed three conceptual alternatives to the Master Plan. These alternatives were presented at the second open house, where further input was received from community. With that input, as well as the results of 617 responses to the online survey, Walter Macy developed the preferred conceptual design being presented to the Commission tonight.

Mike Zilis and Ian Holzworth, of Walker Macy Landscape Architecture, Portland, presented the Memorial Park Master Plan via PowerPoint, reviewing the process involved, public outreach and

input received, the three options that lead to the Preferred Option, which was provided on Page 3 of 59 of the meeting packet, and the improvements proposed for Memorial Park.

Mr. Sherer explained that a waterfront park was not desirable from Staff's standpoint because creating an attractive amenity would require the City to secure it, specifically lifeguarding the area. He would never want to be involved in guarding open water, especially given the bad visibility and swift current along that section of the Willamette River which would limit the potential for rescue. He had worked for a city that lost someone in open water and he did not ever want to be part of that again. Open water was just too risky.

Mr. Zilis noted that the community agreed; they did not want a place to swim, but rather a place to connect with the river visually.

Comments and feedback from the Planning Commission were as follows with responses to Commissioners' questions from Mr. Sherer and the consultants as noted:

- The decision to not continue the synthetic turf around Ball Fields 3 and 4, but add a fourth soccer field at Ball Field 4 was partially financially-based, as it would be a very expensive endeavor. The sports groups believed this would be a much improved condition for soccer, in particular, given the fall, winter, and spring use, so it appeared to be a good balance. The other fields would be improved as far as drainage, back stops, etc.
  - Payments received for use of the fields was not sufficient to fund such a project.
  - Lighting was also an issue. One field could only be used for younger age groups because the light fixtures were mounted 25 feet below standard, so the ball could be hit over the lights, making catching it very difficult.
  - They also did not want to detract from the natural turf feel.
  - If demand continued to escalate, synthetic turf could always be a future consideration. Artificial turfing the two top fields would provide the programmable hours of three fields and eliminated rescheduling for inclement weather because it recovered faster so the surface was playable nearly all year round.
    - With the drainage, the synthetic turf could take over an inch of rain an hour without standing water, increasing the flexibility in use as well.
  - Having synthetic turf was not outside the realm of possibility on Ball Fields 3 and 4. Synthetic turf was much more flexible as it provided opportunity for variable distances and baselines, from 60 ft to 90 ft for base paths. Portable fencing enhanced the flexibility provided by synthetic fields.
  - Not being able to do other events, such as tournaments or jamborees due to the lack of facilities was a huge loss for Wilsonville; however, the City currently was not close to meeting the existing demand for recreation services. Mr. Sherer agreed it would be a great improvement if the other two fields were synthetic.
- Only minor grading would be needed for the terraced seating areas, which would essentially be nestled into the existing hillside; no new berm would be needed.
  - The terracing closest to the water feature near Wilsonville Rd was as much a convenience enhancement as a maintenance requirement because mowing the slopes was impossible if any moisture was present. The terraces would be 10 ft to 12 ft wide, which would still allow for tents to provide some shading on the level spots.
- The Regional Trail would connect with Boeckman Creek to the north, west under the Boone Bridge into the neighborhood, and eventually to the Tonquin Trail. The purchase of the property along the river east of Boones Ferry Park would enable the City to provide an accessible trail through that area.
  - The recommendation would be to reroute the existing trail as there was no way to make it ADA accessible, but with the new property, the trail could run along the flat area, making it accessible for everyone. Currently, some enhancements were being made to the trail going under the bridge.

- The Preferred Option was a huge improvement over the early alternatives presented.
- Currently, only the Preferred Option map was available online. The public had no access to the quality information presented at tonight's meeting. Publishing the full presentation on the Parks and Recreation Department's web page was suggested.
- The combination of soft, hard, and running trails resulted in trail usage being the dominant feature of the park. Ball fields and other active uses were important, but the trails were appreciated by the community and extremely important, especially given the pedestrian connections they provide.
- The possibility of a regional trail was exciting and the new property purchased by the City would provide a better location for river access than Boones Ferry Park.
- More details were requested in the natural resources report of the Master Plan, including documentation on tree preservation, such as how many trees would be removed for the view points and whether any bigger trees could be preserved.
- Access, traffic, and parking were big problems, particularly during games or events at the park. Managing access in and out of the park with the limited access road was a major problem and something to consider especially with regard to major events.
- Pickle ball courts had increased from 0 to 6 to meet demand, but basketball courts had decreased from 1.5, which had been inadequate, to 1 basketball court. Younger, smaller children tend to get excluded because larger children or adults are playing leaving younger children no opportunity to get in and play and no other place to go.
  - The number of basketball and volleyball courts was inadequate, so the fact that volleyball and basketball facilities were not increasing, but decreasing should be reconsidered, especially with volleyball where concrete and the extent of equipment was not required.
  - Further consideration should be given about where more basketball facilities could be placed.
- The distance from the turnaround near the light watercraft access to the ramp at the water was not more than 25 yards.
  - The challenge with the proposed access was that no changes could be made to the existing set up until the agreement the City had with the Oregon Marine Board expired.
- The tourism group might be considering the feasibility of a regional sports park of larger size. Was that a consideration or were the plans mutually exclusive?
  - The time frame for installing the synthetic turf was uncertain because cost estimates for the conceptual design still needed to be determined, and then funding options could be considered.
  - Currently, the existing demand for active recreation services was not being met. Many more facilities were needed to meet even the current demand for service, including for soccer, baseball, softball, and lacrosse, etc. Some programs were practically being excluded, such as the adult softball programs whose hours were drastically diminished.
  - Because the time frame was uncertain, further adjustments could be made based upon need.
  - The synthetic turf fields could be lined for lacrosse and other sports because removable paint could be used to temporarily line the fields. The portable fencing concept also played into making the fields truly multipurpose.
- The need for half basketball courts or even smaller slabs with hoops located near the other playground equipment was emphasized for small kids.
- Many comments had been heard about playing in the dark. It was assumed that lighting improvements would be part of the park's upgrades.
- The skate park proposed in Memorial Park did not replace the concept of having a larger skate park in Wilsonville. The conceptual designs for a significant skate park located across the street from City Hall had been finalized and now funding options were being explored for the approximately \$800,000 needed.
- A significant skate facility was needed in the community as it was difficult to push skateboarders out when the City might be delinquent in providing a proper facility for them. The

City was working with Jim Barnes, who has been advocating for a skate park forever and leads an active group doing so in the community, to explore ways to bring the skate park to fruition.

## VIII. OTHER BUSINESS

### A. 2014 Planning Commission Work Program

Commissioner Greenfield asked how the Commission could prepare for the Coffee Creek Industrial Area Form-Based Code (FBC) discussion, noting that his binder of materials was from last year.

- Mr. Neamtzu suggested reviewing the background, history, and materials produced to date, which was in the binder and could be found on the Coffee Creek Industrial Area Form-Based Code website ([www.ci.wilsonville.or.us/formcode](http://www.ci.wilsonville.or.us/formcode)). He had just received the draft materials from the consultants this week and had distributed them to the internal project management team. The timeline to receive comments was short and some policy discussions were needed. All of the State grant money had been spent, so decisions needed to be made about whether they had achieved what they wanted or more work was needed. Due to the experimental nature of Form-Based Code, the City needed to do the best it could to make a decision.

Commissioner Postma:

- Asked if the City's developer friends on the task force had provided similar FBC projects for the Planning Commission and Staff to consider, perhaps over the next month.
  - Mr. Neamtzu replied the developers had confirmed they could participate in a meeting that involved a Google Earth tour of industrial sites to evaluate how they could have been constructed under a draft FBC, but the partners did not show. Staff conducted the meeting with the consultant team and learned some interesting things that lead to different recommendations. Staff did report a summary of the findings, and the developers did weigh in via email.
  - There were still more conversations to have, primarily with regard to the visibility of loading docks facing a primary street, as finding that application had been difficult in a lot of places.
- Added that exploring how front versus rear loaded parking worked in other locations also needed to be considered.
- Stated he was a task force member and emphasized that the City was blazing new ground; no one else in the country was trying form-based industrial code; it was exciting, but a lot of discussion was still needed because there was nothing to draw from.
  - Mr. Neamtzu said the new code would be threaded into the existing code with new tables, charts, and graphics. Staff made adjustments and modifications throughout the entire Development Code, ensuring it seamlessly linked back to itself and no conflicts existed. Looking at every Code section was a massive undertaking.

Mr. Neamtzu confirmed the FBC conversation could be sequenced over a couple of meetings. It was not that the material was voluminous, but it was new and considering what had not been considered yet took time, and there was no reason to hurry the process. While there was interest in development in Coffee Creek, nothing was pressing at this time. The consultants were all doing a good job.

He confirmed that the public hearing for the Memorial Park Master Plan would be first on the May agenda.

Commissioner Greenfield noted the sentiment expressed at the hearing in Salem yesterday by the City's representatives, some developers, and Washington County people was more developable land was not needed but more assistance from the State in making the existing developable land attractive and ready for development. The County had approximately 8,000 acres of land that could be developed with things like aggregation and infrastructure planning.

Commissioner Levit:

- Inquired whether the new cell tower would impact any development in the Frog Pond area.
  - Mr. Neamtzu confirmed the cell tower had all kinds of potential impacts. Cell towers have long term leases that were negotiated and executed upon installation. The quality of AT&T cell phone reception has greatly improved with the installation of the tower. The school district had serious concerns about security at Boeckman Creek Primary School and not being able to make cell phone calls from the school due to the poor cell reception. The district actually considered putting the cell tower on the school property to benefit from the revenue.
  - Commissioner Postma added he had seen leases as long as 75 years. Such leases could be voided through negotiation if the best use for the land was for something else.
- Asked for any updates on the French Prairie Bridge; many people have asked him about it.
  - Mr. Neamtzu replied the Request for Proposals (RFP) for the study were due to ODOT today. The applicants would come from a short, pre-approved ODOT list of the major civil engineering firms. Staff had met with all of them several times over the last three years. These firms would likely partner with seven or eight different firms, such Walker Macy and Alta Planning and Design for trails, DKS Associates for traffic, as well as public involvement specialists and so forth.
  - He was asked to participate in the review of the RFPs and would ask Zach Weigel to email a project timeline to the Commission.

Commissioner Springall stated he would miss the May meeting due to travel, but was looking forward to learning about the Memorial Park Master Plan.

- Mr. Neamtzu offered to meet with him outside of regular meetings if he wanted.

Commissioner Levit said he would not be at the May meeting, either.

## **IX. COMMUNICATIONS**

### **A. Frog Pond Task Force packet materials**

Documents can be view at: <http://www.ci.wilsonville.or.us/636/Maps-Documents>

## **X. ADJOURNMENT**

Chair McGuire adjourned the regular meeting of the Wilsonville Planning Commission at 8:01 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for  
Linda Straessle, Administrative Assistant III