

**PLANNING COMMISSION
WEDNESDAY, AUGUST 13, 2014
6:00 P.M.**

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

Approved
October 8, 2014

Minutes

I. CALL TO ORDER - ROLL CALL

Vice Chair McGuire called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Marta McGuire, Eric Postma, Al Levit, Peter Hurley, Phyllis Millan, Jerry Greenfield, and City Councilor Susie Stevens. Ben Altman was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, Katie Mangle, and Mike Ward

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 Stevens noted only one City Council meeting would be held in August, and reported on the August 4, 2014 Council meeting as follows:

- I-5 traffic has been an issue and topic of discussion during several work sessions. Staff would talk with the proper authorities about possibly timing the lights better and law enforcement was citing drivers blocking intersections that prevent cross traffic from getting through.
 - Council was also discussing an Old Town "escape", or alternative route, other than Boones Ferry Rd to get out of Old Town.
- Council also heard from the Willamette River Water Coalition about plans to enable Hillsboro to get water from Willamette River, which would require a new water plant to be built in Wilsonville as well as pipelines traveling through several jurisdictions, including Wilsonville. Updates from involved discussions about the locations of the pipelines and any fees the City could charge for the use of the right-of-way.
- The Stormwater Utility Fee update would begin in September to analyze the rates and see if increases might be necessary to maintain the City's existing infrastructure.
- The Urban Renewal Strategic Plan, which involved the Old Town "escape", was discussed including when the two existing urban renewal plans would be closed.
- Council also discussed the Charbonneau Consolidated Improvement Plan, the large project planned to replace City stormwater, sanitary sewer and water lines in Charbonneau over the next couple decades.
- She noted that Council voted unanimously on all the actions taken at the August 4th meeting; Council was working well together and was being well informed about the various options available by Staff, which made making good decisions easier.

Commissioner Levit asked what amount the City was currently spending on infrastructure improvements or maintenance, in general, in the Capital Improvement Plan (CIP). Such information would help put the plans for Charbonneau in perspective.

Chris Neamtzu, Planning Director, said he would provide the budget numbers to the Commission.

V. CONSIDERATION OF THE MINUTES

A. Consideration of the July 9, 2014 Planning Commission minutes

The July 9, 2014 Planning Commission minutes were approved 5 to 0 to 1 as presented with Vice Chair McGuire abstaining.

VI. WORK SESSIONS

A. Basalt Creek Concept Plan (Mangle)

Katie Mangle, Long Range Planning Manager, presented via PowerPoint a synopsis of the Basalt Creek Concept Plan presented at the Joint Wilsonville and Tualatin City Council meeting in July. Copies of that full presentation were also distributed to the Commission for reference. More specific details about the work being done and the input received were included in the Commission's meeting packet. Her key additional comments and responses to questions from the Commission were as follows:

- No one anticipated having quarries or similar heavy industry in the industrial areas of Basalt Creek. Wilsonville has a long history of clean industrial, flex spaces and industrial mixing with offices use. As the project begins developing alternatives, articulating the types of industrial uses allowed and especially, any potential impacts resulting from different types of industrial would be important.
- Those participating in the mapping exercise made very astute observations about the relationships between different land uses and what constituted a buffer. Everyone understood the importance of determining the type of use that would be assigned to the lands near the residential areas to the north and that it was a sensitive edge. The benefits of having a good industrial neighbor were also recognized; for example, the industrial area across Canyon Creek Road from the residential area where Xerox was maintaining the large green space.
- Both City Councils were working very well together, and it was clear each was committed to a collaborative process.
- In light of the material presented, Staff sought input from the Commission about the characteristics the project team should consider when developing land use scenarios, which would begin after the Joint City Council meeting in September.

Discussion and feedback from the Planning Commission was as follows with responses by Staff to Commissioner questions as noted:

- Was a more practical analysis expected from developers and businesses? The maps show constrained areas but some land areas, while not technically constrained, were practically constrained.
 - For example, the area near Grahams Ferry and the railroad tracks were continually being shown as potential commercial or industrial development, but the awkward railroad crossing with the low overpass prevented large trucks from crossing the railroad. This could be a practical constraint as far as what could be done in that area, which could decrease marketability.
 - Another area involved the hill in the middle of the area, which was shown as developable, but due to the cost of building infrastructure up the steep hill, building there might be impractical.
- Ms. Mangle explained that the consultant team was hired to develop digital scenarios and the Constraints Map removed any land with 25 percent slope and above. The graphically-illustrated scenarios presented to the community would show no development would occur in those areas, but that some development would be assumed on areas with a 10 percent slope. The consultants' digital scenarios would also be created from databases that were tied into development, such as return on investment, and market-based assumptions set by the market study and discussions with developers. These digital scenarios would result in an intelligent map however, the modeling and illustrating had not occurred yet.
 - She confirmed further analysis was yet to come. Fortunately, the digital plans would be easier to modify and refine as such information was included to get to a higher level of detail. The existing maps and information presented was laying the groundwork for future efforts.

- Issues had been discussed previously about potential conflicts with the Tonquin Trail going through the industrial land of the Basalt Creek area. The Tonquin Trail alignment was shown as a purple dotted line on the Transportation Refinement Plan (Page 11, paper copy of Joint Council PowerPoint). Except for one small section, the majority of the Tonquin Trail would fall outside the concept area; however decisions were yet to be made about the northern trail sections going into Tualatin. Tualatin was still working on the trail's alignment to the Southwest Tualatin Concept Planning Area. Wilsonville had firm alignments of the trail's placement in the south portion of Basalt Creek running through the west railroad area, crossing the Coffee Creek Causeway and going up to Sherwood.
- No state mandated restrictions were involved with the Coffee Creek Correctional Facility, which participated in one of the focus groups and had no concerns about development. Representatives of the facility talked more about their needs as a major employer in the area, such as needing transit service for their employees. The correctional facility was fairly up to capacity, but did not see any need to expand its need for land for development.
- The development emphasis in Basalt Creek has been jobs and industrial development, so the amount of residential (shown as yellow chips on Workshop Maps in the PowerPoint) designated by some workshop participants during the map exercise was surprising. Were target percentages set for the amount of residential and industrial use in Basalt Creek, or was that being left open for the development of the scenarios?
 - No target percentages have been set, but assumptions have been used, especially with regard to what the Cities have asked Metro to assume for the regional traffic modeling and growth projections. These assumptions were used by both City Staffs based on guidance from the respective Councils.
 - Wilsonville's Staff reviewed several City policies, including the Economic Opportunity Analysis, Comprehensive Plan and different agreements with Tualatin and Washington County. Wilsonville's assumption had always been that Basalt Creek would be a job center for Wilsonville; there has been no history of discussion about having residential in Wilsonville's portion.
 - When the area was brought into the urban growth boundary (UGB), the presumption, though not a requirement, was that the dividing line would be near the East-West (E-W) Connector; however the E-W Connector was a bit farther south than originally presumed ten years ago.
 - The dialogue about the balance between residential and jobs would be important for the Tualatin community to discuss as the Tualatin City Council had discussed interest in both at different times.
 - Seeing yellow chips south of the connector might make sense depending on whether the Basalt Creek Area was developed in isolation or as an extension of the community.
 - Given Wilsonville's centric perspective and Comprehensive Plan, having an isolated Wilsonville neighborhood north of the industrial areas would be a big departure from the Wilsonville vision and would require an important discussion with the community.
 - Many people at the workshop were thinking about Basalt Creek being a complete community, so seeing the amount of residential yellow chips made sense; however, it was important input into the process, not alternatives to be voted upon.
 - Mr. Neamtzu added that in retrospect, one weakness of the public workshop was that sideboards were not added to the map exercise to better shape that outcome. At the last joint work session of both City Councils, Metro provided a history lesson about the 2004 ordinance and the assumptions that lead to the decision regarding residential and industrial uses in Basalt Creek. Reestablishing that groundwork was helpful but map exercise participants would not have that knowledge going in and he wished that history would have been introduced.
- Guiding Principle 4 sounded as if a small, complete community would be created, but as the project was framed for the Commission, the focus was to create an industrial hub that would generate jobs. Having the same area also support a quality neighborhood could be challenging given the infrastructure that would be required to support that industrial base. Everyone involved needed to be continually reminded of that framing in order to continue on the same path.
- The Guiding Principles were developed by Staff based on discussion at the first Joint City Council meeting in October 2013 and presented to the Joint Council in July. No concrete feedback or editing was directed to Staff but some comments were that there were too many principles, some principles seemed obvious, and

perhaps the principles should focus on the Joint Council's attitude about five or so key important questions, so it was a work in progress.

- The concept of a complete community did not need to be in either jurisdiction entirely.
- The workshop provided the team and both communities with very helpful information that interest and some need exists to have a retail center that serves the existing neighborhoods, new neighborhoods, and the employees of the industrial neighborhoods in Basalt Creek, which was important to hear. Attendees lived in the area and in the southern part of Tualatin and had extraordinary creativity and interest in seeing a variety of uses in the area, including mixed use and retail.

B. Sanitary Sewer Master Plan (Kraushaar)

Nancy Kraushaar, Community Development Director, stated Staff has been working on an update to the Sanitary Sewer Master Plan for more than a year which included preliminary study work to better understand the different components of the system before doing the modeling and other steps needed to do the Master Plan update. The Master Plan had not been updated since 2001, and was especially needed given the proposed future growth in Frog Pond and potentially, the Advance Road and Basalt Creek areas.

- The recently upgraded and improved Wastewater Treatment Plan was not part of the update, only the unseen pipes, as well as the pump stations throughout the community required to pump sewage where gravity pull is unavailable. The existing conditions and capacity were reviewed to look for existing deficiencies and potential improvements. The project team also looked to see how well the current system and pump stations were operating, and then looked at future conditions to understand the future demands on the sanitary sewer collection system.
- Future considerations included the City's uncompleted concept plans, as well as some urban reserves outside the existing UGB that are upstream from the existing pipe system. Determining the impact those areas would have on the system in the future was important when making improvements to the system now so that pipes and facilities were sized correctly to accommodate future growth and prevent doing interim improvement projects that would need redone later.
- She introduced the consultant team, noting that because preparations were beginning for the final draft plan, Staff wanted to present the material for the Commission's comment and feedback.

Chad Roundy, Murray, Smith & Associates, Inc. presented the Sanitary Sewer Master Plan via PowerPoint and responded with Staff to clarifying questions from the Commission.

- It was noted that the City's stormwater and sanitary sewer systems are separated. While Wilsonville has a higher water table than some places, the City's system was influenced less by wet weather and was in good condition compared to some adjacent utilities. The existing system had almost no existing capacity constraints, though certain condition issues do exist that would be highlighted at future meetings.

Comments and discussion regarding the Sanitary Sewer Master Plan were as follows:

- Wilsonville was fortunate that most of the proposed sanitary sewer improvements needed for expansion tied in with improvements existing roads that would have to be improved anyway as the concept areas expanded.
 - One good example was section of Parkway Ave that would be in need of repair by the time the area north of Elligsen came into the city/UGB, likely requiring the pipe to be upsized. In addition, as development occurs on vacant properties in the area, the City would have the future planning knowledge to make necessary half-street or sewer line improvements, for example.
- One sewer line improvement near Kinsman Rd was located where no road existed yet. Construction of the next section of Kinsman Rd was planned for 2017, and would include upsizing the pipe when the road work was done.
- A small, 4-inch sewer line ran south of Charbonneau and east side of the highway that was forced gravity most of the way and then fed into the pump station at Charbonneau.
- The City would not consider the areas of Basalt Creek that are part of Tualatin. Horizon Christian School was in the City of Tualatin but the area between Horizon Christian School and the freeway was not.

- Staff was cautiously looking at areas in Basalt Creek because no public discussions have occurred regarding how the infrastructure needs in the area would be served. Sanitary sewer decisions would be based on the system being gravity fed, which might make sense for Wilsonville to do, but the decision could be to use pump stations.
 - Having the information about densities in Basalt Creek would back up how the area might impact the City's sewer system improvements. As information becomes available, the background for the Master Plan could be referenced to help make decisions in the future.

Ms. Kraushaar reviewed next steps, noting the project team planned to return to the Planning Commission in October to present a more comprehensive view of the Master Plan. The Committee for Citizen Involvement would be asked to hold a public meeting in November so the City could ensure public involvement, and then the public hearing would hopefully be held in December.

A. OTHER BUSINESS

A. 2014 Planning Commission Work Program

Mr. Neamtzu noted the evolving items on the Work Program, pointing out the numerous projects the Commission was working on, including the Form-Based Code, Sanitary Sewer Master Plan, Basalt Creek Concept Plan and Frog Pond Area Plan.

The Commissioner briefly discussed how many CCI meetings were required each year. Mr. Neamtzu agreed to check the Comprehensive Plan language to see if a certain number of meetings were required or suggested each year.

VIII. INFORMATIONAL ITEMS

A. Draft of Metro's Urban Growth Report (UGR)

Mr. Neamtzu briefly summarized the UGR used to assess the capacity of the regional UGB to accommodate jobs and housing. He believed this UGR was written better and was easier for the layperson to understand. Getting more appropriate authorities and disciplines engaged in the process could be problematic for the City with regard to the Advance Road area, because unless adjustments were made to the draft UGR, the Metro Council could easily determine that adequate land was available with no need for expanding the UGB in the Wilsonville area. He noted the following items for the Commission's consideration:

- Members of Staff met with Martha Bennett, Metro's Chief Operating Officer, and gave her a tour of the community, including Advance Road, Frog Pond, Villebois, various businesses, etc. It was a good meeting resulting in good ideas. Her parting comment was that Wilsonville is performing.
- Assumptions made about Damascus in the UGR remained in question, which Commissioner Hurley had alluded to months ago. Damascus showed no growth for the first 10 years, but did the second 10 years of the 20-year horizon. Policies about whether growth in Damascus was appropriately measured could be probed to make arguments in Wilsonville's favor. Showing a willingness to do more planning in Town Center and including that on the Work Program could be beneficial as well.
 - Misassumptions about Damascus could result in a potential shortage of single-family housing, which was what Wilsonville was trying to plan for, and would meet an important regional need. Given the rapid growth Wilsonville had seen, the City could tell a story about seeing the market and delivering the housing as well as the activity and investment in Wilsonville, which might play well for the city.
- Only Sherwood and Wilsonville showed an interest in expansion; however the UGR pointed out that both cities were given land in 2002 and had not done anything with it.
- The UGR celebrated Villebois as a major success story.
- He invited the Commission's input about strategies for the City to use to make a case for expanding the UGB.

Commissioner Hurley commented that it would be interesting to see whether some acreage was removed from Damascus and adding in smaller areas like Advance Road. The UGR also noted that Sherwood had voted down the expansion and Wilsonville had not.

- With regard to the concept of workforce housing, Metro has finally acknowledged after 25 years that people do not live near their work place. Washington County was the study area, and one third of Washington County residents live and work in the County; one third leave the County for work, and another third of the jobs come from those living outside Washington County. The concept of needing more workforce housing did not pan out now, according to the numbers.
- Another interesting finding regarded the type of housing millennials would want once they stop living at home. It was difficult to determine whether they would want to live in a single-family house or multifamily housing geared toward families. This was a discussion item for Frog Pond, which could place Wilsonville ahead of the game by offering single-family housing because none was available.
- It was impressive to see Metro tweaking the numbers rather than beating a drum that was not true.

Commissioner Levit noted that the infrastructure costs to develop Damascus would cost a fortune. Even with the current population, traffic was terrible coming from Damascus to Highway 224. A potential benefit for Frog Pond was that less infrastructure would be required.

- He referenced *The Spokesman* article on the Wilsonville Road/1-5 Interchange, noting that given how the material was presented, he questioned if they knew what the numbers meant.

IX. ADJOURNMENT

Vice Chair McGuire adjourned the regular meeting of the Wilsonville Planning Commission at 7:38 p.m.

Respectfully submitted,

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