



PLANNING COMMISSION
WEDNESDAY, MAY 9, 2012
SPECIAL TIME: 6:30 P.M.
Wilsonville City Hall
29799 SW Town Center Loop East
Wilsonville, Oregon

Approved
July 11, 2012

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:44 p.m. Those present:

Planning Commission: Ben Altman, Marta McGuire, Ray Phelps, Amy Dvorak, Eric Postma and Peter Hurley.
Al Levit was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, and Eric Mende

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. WELCOME NEW CITY COUNCIL LIAISON STEVE HURST

Councilor Hurst apologized for not attending the previous Planning Commission meeting, but was unable to attend due to a work commitment.

- He noted the Monday joint work session held between the City Council and Planning Commission, adding that while opinions differed on the topics discussed, it was good to begin talking about everything. He agreed with Chair Altman that the joint work sessions should be held more often, and suggested holding quarterly joint meetings, because many overlapping discussions needed to occur that are not done well via memos and emails. He offered to take the suggestion back to Council at the next work session and write a memo to Bryan Cosgrove for distribution to City Council.
- At the regular meeting on May 7, City Council:
 - Voted to reduce slightly the mayoral compensation package, which has been a thorny topic for some time; however, there was no real contention along the way.
 - Approved Holland Partner Group request to reduce Brenchley Estates by about 39 total units as approved by the Development Review Board (DRB). The reduced number of units complied with the original lower density calculation that the City has been using for quite some time. The request was passed on first and second reading that night so Holland could officially apply to start the excavation process.

Barbara Jacobson, Assistant City Attorney, confirmed a seven-day public rebuttal period was in effect. If the City received any additional information during the rebuttal period, Holland would have the opportunity to reply. No public testimony was received from anyone other than Holland at the previous meetings, so the City was optimistic the process would go smoothly.

Councilor Hurst confirmed that Holland had reduced their request by 39 units from the modified request, making the total units now equal to that in their master plan. He added that part of the development would be dedicated to housing for people age 50 or above. Those housing units are designed as single-story units or with master bedrooms downstairs.

- Ms. Jacobson added that older people tend to drive less during peak hours, which would cut down on traffic congestion, one of the concerns related to the housing density.

Councilor Hurst added that the Holland project had brought the topic of density to the forefront and density issues would be part of the debate on development in the future. Density issues might be a topic for the Commission to consider and provide feedback to Council about in the future.

Chair Altman said part of the issue was the different density allocations found in the Comprehensive Plan and Zoning Ordinance and this conflict needed to be addressed.

V. CONSIDERATION OF THE MINUTES

The April 11, 2012 Planning Commission Minutes were unanimously approved as presented.

VI. WORK SESSIONS

A. Water System Master Plan (Mende)

Eric Mende, Deputy City Engineer, introduced the consultants from Keller Associates, who would review the thought processes and criteria that guided the analyses done for the Water System Master Plan.

Findings of the analyses lead to some policy issues that would affect how the City would maintain and expand the system in the future.

- He noted that the open house for the Master Plan had been well attended, primarily, because it coincided with the water treatment plant's celebration. People did look at the Water System Master Plan display boards and asked questions, which will be reviewed.
- The master planning process had begun in December 2010. The draft Master Plan was tentatively scheduled for formal hearing before the Planning Commission in June 2012 and then onto City Council for final adoption.
- The purpose of the Water System Master Plan was to document the current condition of the system, predict future demand, and evaluate the costs and timing of operational maintenance and capital improvements needed to maintain the system. The water system in Wilsonville was in very good shape, therefore the amount of money that would need to be spent in future years was relatively reasonable.

James Bledsoe, Project Manager, Keller Associates, presented the Water System Master Plan via PowerPoint, with the following additional comments and responses to Commissioner questions as noted:

- Chris Neamtzu, Planning Director, confirmed that all five Urban Reserve Areas (URA) identified by the Planning Commission were included in the Master Plan. The Stafford URA includes hundreds of acres northeast of the city, so Staff tried to cut it off at a reasonable level.
- The categories for unaccounted for water were very similar to those in other communities with unaccounted for water, although the potential sources could be different. Some areas did not meter every water connection, such as those in parks; however, the City of Wilsonville does use water meters in its parks.
 - Water was metered coming into the fountain in Villebois which was noted to have a leak.
 - Unaccounted for water of 15% was not peculiar, but it was larger than the City wanted. The Finance Department would say 5% unaccounted for water was unacceptable, but it would not be cost effective to achieve less than that. The City would spend more money trying to get rid of the problem than it would save. Some cities in Oregon had much higher unaccounted for water than Wilsonville.

- Water meters could be a high source of error. The consultants found a 3% discrepancy between the master meter at the water treatment plant and the three meters that serve the City of Wilsonville. One meter could account for a 3% swing.
- Concern was expressed about meter inaccuracies resulting in some individuals or entities having to shoulder more of the burden of water production and sewer costs. The inaccuracies could shift the burden of water costs from one segment of society to another.
 - The 17% unaccounted for water rate was likely from larger meters, such as at the water treatment plant and turnout meters. The consultants recommended the City continue calibrating larger meters every few years so that water was accurately accounted for and billed accordingly. Meters that were out of calibration almost always read low rather than high, which protected the consumer. However, the City was at a disadvantage because the City was still producing the water, requiring the City to absorb that cost.
- The City already did several things to address unaccounted for water, such as annual leak detection studies of approximately 25% of the city. Over a four-year period, leaks are identified and removed throughout the entire system.
 - Being more vigilant about billing could also eliminate problems. Reviewing records revealed that a water meter at one of the schools had not been read for years or had been broken, which could have a significant impact on the 17% unaccounted for water rate.
 - The City could also study different areas of town to compare water flows to a certain section of town with individual meters in that area to see if disproportionate water losses exist.
- A consumer at the Open House shared that they had an inaccurate water meter that read three times above normal for one month. The City's check found no leaks and no problems with the meter itself. The City's Compassionate Billing policy forgave water bills in unusual circumstances where the monthly bill was far outside the norm. Finance Director Gary Wallis had informed that in 2004-2005, the amount of water produced was lower than what was being billed, so both situations have occurred over time.
- Unaccounted for water was not a new issue. While there was more work to be done, the annual leak studies and existing meter policies were beginning to address the issue.
- The policy recommendations from Keller Associates were for the City to continue doing the annual leak studies, the meter replacement program and continue to investigate unaccounted for water.
 - Staff recently found that water being used by the water treatment plant for wash down, makeup water, etc., was not being metered. When considering all these little items, the 17% unaccounted for water rate had already dropped to 14.5%, and the City would continue to whittle away at it.
- Keller Associates also recommended that the City track unaccounted for water on a 12-month moving average, making it possible to identify patterns in the system to determine whether things were improving or getting worse and then act accordingly.
- The percentage of unaccounted for water percentage had been increasing in the last few years. However, the meter at the water treatment plant had been recalibrated in 2006 or 2007, which might account for the marked increase in unaccounted for water.
- The individual demand data was linked to the water model to provide the City with a highly accurate distribution of future demands and a great tool for planning. The water model data was also used to evaluate the existing distribution system.
 - The red dots shown on Slide 6 indicated localized existing deficiencies where fire protection was lower than desired; however, the City's water distribution system was good. No issues existed as far as water pressure for normal water demands. The consultants addressed each deficiency with City Staff to determine needed improvements and whether they were urgent or could be postponed.
 - The red dots did not indicate problems for development. Generally, new development would be able to meet fire flow standards, which vary.

- Fire flow deficiencies were identified on Slide 6, even when minor. Charbonneau had many red dots due to dead-end lines that served cul-de-sacs, for instance. Many of the dead-end loops in Charbonneau were just below current code standards.
- The consultants looked at every pipeline in the system and now the fire flow deficiency map could be used as a tool for the City to know what pipes needed to be replaced or upsized to meet current standards when roadwork needed to be done, for example.
- Deficiencies shown at Mentor Graphics were likely because Mentor Graphics is served only by the Boeckman line. The additional water line being provided by Mentor Graphics due to the new data center was not modeled.
 - The consultants recommended the City plug large development into the model to see what issues might result and what offsite improvements might be necessary to accommodate the development.
- The Water System Master Plan included a diagram showing fire hydrant coverage deficiencies, which were based on the Public Works standard for fire hydrant spacing based on hose lay length. The page from the Master Plan showing the hydrant deficiencies was displayed and described to the Planning Commission.
- The Ten State Standards recommended having at least one day of storage to meet average demands in case of emergency. Facilities with surface water plants usually consider two or three days of emergency water capacity. The planning group had discussed the issue internally and decided that two days of emergency capacity was adequate, especially with having the wells as back up wells. Having emergency capacity for three days was not uncommon, however. The Tualatin Valley Water District had a three-day emergency water capacity requirement, but that included fire demand.
 - In the event of an emergency, such as an earthquake, industrial water demand would decrease, since industries would be affected if the water plant went offline. The two-day average demand could last three days or more in the event of a catastrophic event, since water usage would go down due to restrictions necessitated by the emergency. The wells could also extend emergency capacity in such a situation.
 - The City had plans to build a storage facility to equalize the storage and balance the water system as it supplied water for the City of Sherwood. The storage would initially provide 3 million gallons and eventually 6 million gallons at a site northwest of Wilsonville. The consultants' recommendation was to proceed with the water storage facility and retain the functionality of the backup wells.
 - Building the 3 million gallons of storage on the west side of Wilsonville would help provide the needed 8.95 million gallons of water storage projected for the year 2030, so no additional tankage would need to be built. The facility would also equalize water storage as all water storage was currently on the east side of Wilsonville.
 - The City of Wilsonville would not be responsible for providing water to the City of Sherwood in an emergency. The City of Sherwood could use its current water system to provide backup in an emergency.
 - The water treatment plant would be down in an emergency, so the City of Wilsonville would not be able to supply water to the City of Sherwood. The storage facility planned on the west side could potentially provide some water to Sherwood, but that was not assumed.
 - Staff sent the City of Sherwood a copy of the draft Master Plan and had talked to Craig Sheldon about the City of Sherwood planning for adequate emergency water capacity. No comments have been received yet from Mr. Sheldon.
- Priority 1 Capital Improvements, projects needed in the next 10 years, totaled approximately \$10.5 million, however, almost \$9 million of these improvements were already underway, so the City was in a good position to address its near-term water system needs.
 - The west side reservoir was identified as a priority project in the 2002 Water System Master Plan, but not the 48-inch supply line to the City of Sherwood. However, previous planning efforts had helped size the transmission lines and the City was following those recommendations.

Mr. Mende reviewed the comments and questions received in writing and at the open house as follows:

- Two people asked about the Charbonneau district. The Water System Master Plan included a section focused on Charbonneau because it was one of the older parts of the city and concerns existed about all the utilities, not just the water system. The information provided at the open house about the problems in Charbonneau was almost identical to what was presented to the Planning Commission this evening.
- The people mentioned earlier with the unusually high water bill were interested in the unaccounted for water and had similar questions and comments as the Planning Commission. They were very complimentary of the Public Works Department's response to their problem.
- A question came up about total water usage and whether there was enough water to serve the City of Wilsonville. Slide 5 regarding the Water Demand Methodology used in the study addressed this concern. The City did have enough water to supply both existing and future demands. In addition, the City had 20 million gallons of rights in the Willamette River, not including the wells, for long-term needs.
- Written suggestions included:
 - Revising the Capital Improvement Plan (CIP) tables to separate repair and replacement projects from growth-related projects.
 - Including a discussion on staffing impacts in the annual operations and maintenance costs. A higher staffing level would be needed to maintain the water system as the city grew.
 - Repurposing, but not abandoning any wells, even the Canyon Creek Well. Abandonment of a well would result in a permanent loss of those water rights.
 - Refocusing the CIP Priority 1 list to match the five-year CIP; currently the list was in a 10-year category.

Further discussion regarding the Water System Master Plan continued as follows:

- Bringing the Canyon Creek Well back into operation would cost a significant amount of money, even to allow it to be used as an emergency backup water supply. The well had a host of problems, including its structure, a cross connection, and plumbing that was not up to current code standards. The water right at the well was not certificated. For several of the wells, the water right process had not gone through completion.
 - If the wells were abandoned, the City would throw out the decades of current usage for potential future water rights as well. A barely operable system would still provide the City with grandfathered water rights, which were about usage. Once usage stopped, the process of obtaining water rights would have to start from scratch. Abandoning a well could affect 50 years of future usage, because establishing a new water usage was an extremely difficult and expensive process, which the City did not need to do based upon what it had available.
 - The issue of water rights at the wells should be investigated. The consultants noted they had not suggested abandonment, but suggested considering abandonment.
 - Ms. Jacobson explained that public agencies usually were granted more latitude than private individuals about keeping their wells operational. The City would need to work with the Oregon Water Resources Division to get extensions of time to address lack of usage of the wells since the water treatment plant had come online. She confirmed that if the City did not keep in contact with Water Resources and apply for extensions to rehabilitate the facility, the City could lose its water rights.
 - Mr. Mende noted all the wells were operated on a weekly basis, which proved up the City's water rights. Furthermore, the wells were still plumbed into the water system and could be used. Over time, however, the wells would be susceptible to biofouling on the screens and lack of pumping ability.
 - Mr. Bledsoe added the City would need to discuss the issue with the Water Resources Division. It might not be worth spending \$350,000 to fix the well to keep the water right. Transferring the water right to other wells might be possible, rather than maintaining it at the Canyon Creek Well, which would preserve the water right without worrying about the facility.
 - The cost-benefit analysis would need to be calculated for decades out, not just a few years into the future. If the City needed the water right 20 years from now, it should be preserved now.

- The City's water rights from the Canyon Creek Well could not be transferred to its water rights on the Willamette River; water rights could only be transferred within the same aquifer. The Canyon Creek Well was directly connected to the Boeckman Well. Transferring the water rights could affect the certificated process for the Boeckman Well, as the pumping capacity had to be available and the water usage occurring. The City might need to continue getting extensions to preserve its water rights, even with the wells in their current condition.
 - Transferring water rights to the Boeckman Well might require improvements to increase its capacity to take care of the capacity loss at the Canyon Creek Well.
 - All options and potential costs would need to be considered before making a decision about the Canyon Creek Well. The study did not consider every option, but focused on the cost-effectiveness of maintaining the well.
- Adding a discussion in the Water System Master Plan about the certification of wells and related policy direction to secure water rights over time and evaluate whether to keep the Canyon Creek Well was suggested.
- The water rate study would be completed after the Water System Master Plan was adopted. The Master Plan was designed to provide the technical basis, cost estimates, and scope of improvements including their prioritization, all of which would feed into the rate study. The technical basis was intended to be independent of any rate analysis or increase.
- The current water operating budget was approximately \$170,000 per year, but the Water System Master Plan recommended an annual budget of \$365,000 per year for maintenance and replacement. He did not know what a new rate would be or if the rate would increase. Water rates include more than the water operating expenditure.
 - Questions about rate increases were one reason why the technical document was separate from the rate study, which would prompt very significant comments.
 - The Planning Commission needed some idea about where they might be leading the community.
- While the vast majority of people reading the document would have the technical expertise to understand the Water System Master Plan, the document needed to be friendlier to the constituency that would be reading the Master Plan. For example, the Executive Summary was still difficult to understand; acronyms were not defined, such as GPM in the table on Page 2, and fire flow deficiencies were indicated on a map with red dots, yet the presentation explained those deficiencies were not urgent.
 - Society was already distrustful of experts who produced such large documents, but the City needed to be mindful of the fact that people care about these issues.
 - The Master Plan did not seem to communicate that the water system was working well overall. The Master Plan needed to explain clearly the water system's status to citizens in the first several pages. The Executive Summary needed to provide a simple, broad-brush overview.
 - Adding a summary to each PowerPoint slide was suggested, and then the PowerPoint presentation could become the Executive Summary.
 - The average citizen would read one page and reducing the Executive Summary to that length was suggested. The *Boones Ferry Messenger* could be used to provide a summary, as had been done with the Transportation System Plan (TSP). The *Messenger* did a good job of paring down issues and using simplified terminology. Having one page that highlights the Master Plan would be a good idea.
 - Using smaller, yellow dots to illustrate the fire deficiencies was suggested; red dots could indicate an urgency that was not warranted, given the actual situation. Red dots might lead people to believe that serious problems exist with the fire hydrants.

Commissioner McGuire said the Staff and consultants had done a good job with the overall presentation, adding that the modeling would be very helpful. The technical work and methodology would be efficient and effective for future City planning efforts.

Mr. Mende stated the next steps were to bring the Water System Master Plan back before the Planning Commission for a formal hearing on June 13, 2012 for a recommendation to City Council. Staff would revise and print the final document for the Planning Commission's June meeting packet. Following the final hearing and recommendation to the City Council, a work session would take place prior to any formal hearing with City Council.

VII. OTHER BUSINESS

A. 2012 Planning Commission Work Program

Chris Neamtzu, Planning Director, stated he would be moving toward Commissioner McGuire's proposed work program template. He stated that City Manager, Bryan Cosgrove was confirmed to attend next month's Committee for Citizen Involvement (CCI) Meeting.

B. Commissioners' Comments

The Commission briefly discussed the busy schedule. Mr. Neamtzu commented that July might be a good month not to hold a Commission meeting.

VIII. PLANNING DIRECTOR/CITY STAFF COMMENTS

A. Basalt Creek Transportation Planning

Mr. Neamtzu noted the Basalt Creek Open House was scheduled for Wednesday, May 16, 2012 at Tualatin High School.

B. Economic Development Strategy

Mr. Neamtzu encouraged everyone to participate in the upcoming Economic Development Strategy Summit to have conversations with the community about the concepts that were evolving in that venue.

C. UGB Remand

Mr. Neamtzu stated the DLCDD Remand hearings were being held in Salem this week with regard to the remanded urban and rural reserves and the UGB expansion. He offered to forward the 35-page report from Metro to the Commissioners. It was unclear how Metro arrived at some of the geographical locations and numerical standards. He suspected the UGB would stand with background work that was provided.

D. Metro Functional Plan Compliance Report

Mr. Neamtzu noted the 2011 Metro Functional Compliance Report included in the Commission packet as information. The report provided a checklist of the compliance items City had done for the region.

E. Transportation Systems Plan Update – Solutions Analysis and Proposed Funding Program.

Mr. Neamtzu thanked the Commissioners who had attended the work session and helped formulate the Transportation Systems Plan (TSP) Update.

Chair Altman:

- Stated he had sent out a follow up email about revisiting the math on the evaluation criteria used to determine priority projects in the TSP Update. After discussing the potential for a roundabout at Stafford/Elligsen/65th Ave in the work session, it occurred to him that a roundabout might be worth considering at Wilsonville Rd/Boeckman Rd /Advance Rd, although the intersection would probably need to be realigned. The same could be done for the Grahams Ferry Rd/Day Rd intersection, but he was not certain how that would work Sherwood/I-5 connector planning that was occurring. A roundabout at the Grahams Ferry Rd/Day Rd intersection would reconnect Garden Acres Rd, addressing Commissioner Phelps' concern about the alignment. He asked Mr. Neamtzu to take those suggestions to DKS & Associates.

- Believed it would be helpful for the Commission to examine the history of the Bailey Street versus 5th Street extension and make a recommendation to Council. At one point, only 5th Street was considered, but somewhere along the line, Bailey Street had become an alternative.
 - Mr. Neamtzu replied that he planned to have DKS Associates do a much more comprehensive analysis of the alternatives. The current analysis had unfortunately come across as one-sided. He would have DKS Associates do additional analyses on the 5th Street versus Bailey Street crossing, while the system-wide parts of the TSP with more consensus would move forward. His concern was that he did not know if it was even possible to switch crossings so further investigation with the Oregon Department of Transportation (ODOT) Rail was to see whether one location might not be feasible, making the point moot.
- Discussed the extension in terms of the proximity to the railroad tracks and signalized intersections. He had dealt with a similar situation in Cornelius where every other crossing had to be closed in order to have properly functioning signal crossings.

Commissioner Hurley stated the City first needed to determine whether ODOT Rail would agree Bailey Street was a viable alternative for the rail crossing. He suggested checking with ODOT before spending extra money on any white paper analysis from DKS.

Commissioner McGuire:

- Commented that Lowrie Primary School was to open in the fall and a resident at the meet-and-greet event expressed concern about the placement of crosswalks. She asked who was responsible for crosswalks.
 - Mr. Neamtzu replied Safe Routes to School in the TSP Update addressed existing schools where observations about behavioral patterns, gaps and deficiencies have occurred. Lowrie Primary School was not included in the TSP because there was no group of people to talk to yet.
 - Staff was working with the school system to conduct a detailed school zone crossing study and had discussed, internally, the lack of sidewalks in the undeveloped subdivision in the northern portions of the roundabout where children would be walking to get to school. Staff was considering options and temporary graveling was suggested. The Staff planned to meet with Legend Homes to discuss what could be done in the undeveloped portions of their subdivisions.
 - A comprehensive analysis of the entire area would also be prepared from a safe school zone approach with DKS. Conditions of approval on the school development related to the district's responsibilities to complete a safe routes analysis as part of the opening of the school.
- Said the students were registered and a parent-teacher group was about to form, so a group of parents was available to discuss the issue and who wanted the analysis completed before the school opened in September.
 - Mr. Neamtzu said Interim City Engineer Steve Adams would be the appropriate person for concerned parents to contact.

Mr. Neamtzu noted that Staff was doing a Ballot Measure 56 notification regarding the Water System Master Plan and would mail out 4,500 public hearing notices. Language on the notice would state, "The City of Wilsonville will be adopting legislation that may affect the value of your property" which was required when noticing about any citywide planning efforts. Typically, the City receives 50 to 100 phone calls in the first week following notification, but in less than three minutes, Staff could describe the proposal and explain that no property values would actually be affected, the language was required by law. He suggested that the Planning Commission critique the notice to see what improvements could be made in communicating future proposals.

Chair Altman suggested meeting the minimum requirements of the law and then going beyond those legal requirements to explain the particulars in layman terms.

Mr. Neamtzu added he was working on Commissioner Postma's idea of developing an online tool for citizens to comment directly to the Planning Commission. The tool would not work in real time, but would allow citizens to provide testimony without having to attend meetings. The testimony would come to the Staff, who would forward it to the Commissioners or bring it to the Planning Commission meeting.

Mr. Neamtzu noted Associate Planner, Daniel Pauly had provided the Planning Commission with a memo on the Sign Code Update, adding a Commissioner usually represented larger legislative amendments before City Council. Mr. Pauly also extended an invitation to coordinate with one of the Commissioners as a representative to the City Council regarding the Sign Code.

Chair Altman stated that he planned to attend both the work session and public hearing on the Sign Code at the City Council.

IX. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 8:22 p.m.

Respectfully submitted,

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