

**PLANNING COMMISSION
WEDNESDAY, OCTOBER 14, 2020
6:00 P.M.**

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

*Approved as presented
at the November 12,
2020 PC Meeting*

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Kamran Mesbah called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Kamran Mesbah, Ron Heberlein, Jerry Greenfield, Phyllis Millan, Breanne Tusinski, Aaron Woods, and Jennifer Willard

City Staff: Miranda Bateschell, Ryan Adams, Khoi Le, Kim Rybold, Daniel Pauly, and Shelley White

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

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

ADMINISTRATIVE MATTERS

A. Consideration of the September 16, 2020 Planning Commission minutes
The September 16, 2020 Planning Commission minutes were accepted as presented.

Miranda Bateschell, Planning Director, introduced new Assistant City Attorney, Ryan Adams, noting his recent service as a lawyer for the U.S. Army and his experience working with the Planning Commission for the City of Canby. She invited Mr. Adams to introduce himself and the Commissioners to introduce themselves with a few brief comments about their experience within the community.

Ryan Adams, Assistant City Attorney, shared that he had practiced law privately in Canby for approximately the last six years, which involved a lot of land use and litigation. He had also served as a Planning Commissioner in Canby. He has served in the Oregon Army National Guard as a judge advocate for the 41st Infantry Brigade Combat Team, adding he had interviewed virtually for the Assistant City Attorney position from his barracks room during his recent deployment in Kosovo. He said he looked forward to working with the Commission.

The Planning Commissioners briefly introduced themselves, noting how long they had lived in Wilsonville, their professional backgrounds, and their various experiences serving the community on City boards and commissions.

II. LEGISLATIVE HEARING

A. Town Center TSP Update (Le)

Chair Mesbah read the legislative hearing procedure into the record and opened the public hearing at 6:15 pm.

Miranda Bateschell, Planning Director, introduced the Town Center Transportation Systems Plan (TSP) Update as the first implementation action from the Town Center Plan that was adopted last year. The Town Center Plan was a goal set in the City Council 2015-2017 goal-setting session. Staff obtained grant money to help conduct that planning effort, which launched with the public in 2017 and the Plan was adopted in May 2019. A number of projects, particularly infrastructure projects related to a multi-modal transportation system, were identified that would transform the Town Center and help achieve the vision set forth by the community in the Plan. Tonight's hearing action would forward the projects identified in that Plan for inclusion into the TSP. Although a simple action, integrating the projects into a capital plan was a very exciting step in the long-term process of the Town Center Plan and its vision. This TSP Update would prepare the Town Center area for development by providing distinct direction to developers and enabling the City to set forth a finance plan for the infrastructure projects in the Town Center.

Khoi Le, Development Engineering Manager, stated that he was co-managing the Town Center TSP Update project with Kim Rybold from the Planning Division. Staff had brought the proposed TSP amendments to the Planning Commission's July work session for discussion. The amendment would incorporate the transportation improvements from the Town Center Plan into the TSP so that the City could officially be allowed to pursue a financial strategy to construct the improvements. At the July work session, it was indicated that one milestone was to coordinate with ODOT for support because the proposed improvements along the Wilsonville corridor were adjacent to ODOT interchange terminals. The City had since received ODOT's official support as shown in the letter provided in the meeting packet. Staff sought the Planning Commission's recommendation of approval on the proposed amendment, which would then move forward for final approval and adoption from the City Council in November.

Scott Mansur, DKS, presented the Wilsonville Transportation System Plan (TSP) Amendment via PowerPoint with these additional comments:

- The TSP was the City's long-term policy and planning document, which tracked the urban growth boundary (UGB) and future land use within the city and identified the 20-year transportation projects so that funding could be collected for those improvements as development occurred.
 - Grant applications for transportation projects asked whether a project was part of an adopted TSP, so keeping the City's TSP up-to-date based on changing land use, state and regional transportation policy and local conditions was critical. TSP amendments had been required over the years for Villebois and Frog Pond developments, and were now required for the Town Center Plan.
- He commended Ms. Bateschell and Mr. Le for their hard work with Oregon Department of Transportation (ODOT) to get their approval. ODOT's letter stated it supported the project list with some minor text changes to spot improvement projects SI-09 and SI-10, which he would review later in his presentation.
- He reviewed the proposed Town Center Plan projects, noting their locations on Slides 4 and 5 with these key additional comments:
 - "RE" stood for Roadway Extension projects. Urban Upgrades (UU) typically meant rebuilding the roadway to meet current urban needs for bike and pedestrian facilities and motor vehicles. Such upgrades often had to do with making roadways multi-modal for all modes of travel. BW indicated Bike/Walk projects.
 - "UU-13" consisted mainly of adding some additional bicycle improvements along the indicated segment of Courtside Drive.
 - "BW-09", the I-5 Pedestrian Bridge the City was already working on, had been renumbered to Bike Walk "09a" and "BW-09b" was added to provide some additional bicycle and pedestrian gateway treatments within the Town Center.
 - "BW-19b" would connect the "BW-19a" cycle track from Town Center Park, providing an east-west connection to Town Center Lp E.
- Displaying graphics from the old Town Center Plan, he hoped to clarify some of the changes proposed to the intersections along Wilsonville Rd, which he presented as follows:

- Project “SI-09” at Town Center Lp W. Eastbound on Wilsonville Rd, the dual left-turn lanes connecting to Town Center Lp W would be removed to create more of a multi-modal intersection and move some of that traffic to the new Park Place Extension. (Slide 6)
 - Eliminating the left turns would also improve bicycle and pedestrian safety by having crossings on all approaches. No crossing currently existed on the west leg due to the heavy right/left turns.
 - Landscaping would be added on both approaches. On the east approach, the existing landscaping would be shifted over one lane. On the west leg, eastbound approach, a landscape median would be added at the intersection.
- ODOT’s requested text changes regarding the Wilsonville Rd/Town Center Lp W intersection (Slide 6) were due to concerns that removing the left turn lanes would back up traffic on the thru lanes and impact the I-5 interchange. (Slide 7) ODOT requested that one of the existing left-turn lanes be turned into a trap lane to provide some additional queuing space. A vehicle in the trap lane would end up in the left-turn lane at the new signal at Park Place.
 - Although the DKS’ analysis determined the trap lane was not critical, ODOT wanted the language, which they left open-ended, so continued monitoring would occur as Town Center development progressed. The correct identification would be made as more details emerged about how traffic trips related to Town Center development would impact operations on Wilsonville Rd.

Commissioner Heberlein:

- Asked how much of the traffic in the trap lane was expected to turn left and how much would have to jostle over into the two right lanes.
 - Mr. Mansur explained the intent was for the thru traffic on Wilsonville Rd to remain in the thru lanes and only the traffic intending to turn left onto Park Place would use the trap lane. The trap lane would function as a long left-turn lane. Left turns would no longer be allowed at the Wilsonville Rd/Town Center Lp W intersection.
- Noted that there tended to be a lot of congestion when drivers change into the lane with available space and then have to cut back over to the right to get back into the thru lane.
 - Mr. Mansur replied some trap lanes start as a thru-lane and then drop into a left-turn lane. The subject trap lane would only be added right after the Wilsonville Rd/Town Center Lp W intersection, so traffic would not automatically be in the trap lane.
 - He confirmed the beginning of the trap lane would be marked, noting additional guide signage would be needed to make sure drivers were directed to the correct lane.

Mr. Mansur continued the PowerPoint presentation, highlighting the proposed TSP projects as follows and addressing questions as noted.

- Project SI-10. Park Place would be the new north-south roadway with a new multi-modal intersection at Wilsonville Rd. Although it would have full movements, the intersection would stay relatively small on the minor street approaches. New left-turn pockets would be included on both approaches at Park Place. (Slide 8)
 - ODOT requested updated TSP text to include signal coordination with dump loop sensors.
 - A dump loop was an intelligent traffic sensor that would identify when the queue of the eastbound left-turn lane started backing up and then add additional green time to serve more vehicles and reduce impacts to I-5 and the interchange. The dump loop was a smart way to make sure no safety impacts were being created with the addition of a signal. ODOT asked this to be considered or, if future traffic analysis determined there were no queuing issues, the dump loop would not be required.
 - He clarified that allowing U-turns would have to be discussed. Currently, the intent was to not allow U-turns as the proposed circulation would not require them. U-turns could be allowed for passenger vehicles at the five-lane section, but U-turns were not pedestrian-friendly, so, it would be important to

ensure pedestrian safety would not be impacted if U-turns were to be allowed. U-turns were often popular at signalized intersections when additional access to driveways was needed, but since Wilsonville Rd was fairly well controlled, he did not see a big benefit from U-turns.

- Project BW-17 would modify the Wilsonville Rd/Rebekah St intersection by replacing the existing traffic signal with bicycle and pedestrian flashers. The concept would be to allow bicycles and pedestrians to cross with the flashing beacons giving them right-of-way. (Slide 9)
 - Motor vehicles on Rebekah St would be restricted to right-in/right-out movements only, so thru motor vehicle traffic would no longer be allowed.
 - He explained that the main reason for the project was to add signal spacing. Keeping the existing signal would create a coordination problem because the signals would be too close. Additionally, the intersections were too close from a circulation standpoint. People could already access the shopping center from Town Center Lp E.
 - The intent of providing the flashing beacons was to avoid impacting pedestrian and bicycle connectivity. The beacons would be coordinated with the existing signal system, not random, which would impact thru traffic on Wilsonville Rd.
- Ms. Bateschell added that during the Town Center planning process, there was desire for better and safer connectivity north and south of Wilsonville Rd. Community feedback identified this intersection as a priority in terms of providing better multi-modal access, particularly for bikes and pedestrians to the library and other amenities south of Wilsonville Rd. The intersection at Town Center Lp E did not feel as safe for many community members, so there were multiple reasons for the proposed shift in how the intersection would be used.
- Project SI-11 at Wilsonville Rd/Town Center Lp E would add eastbound dual left-turn lanes, which would be necessary due to the proposed removal of some of the existing left-turn capacities at Town Center Lp W. (Slide 10) The cycle track planned along Town Center Lp E in the future would connect to Murase Park on the southeast corner of the intersection.
 - He confirmed the depiction of the length of the second left-turn lane on the slide was conceptual.

Commissioner Greenfield stated he was uncomfortable with the Rebekah St resolution, but believed it could be studied more in the future. If completed as proposed and found to be unworkable, the expense of redoing the intersection would be incurred.

- Mr. Mansur stated he believed this was the best plan at this time, but agreed things would continue to be reevaluated. Traffic studies would continue and DKS would be reevaluating the transportation system based on any proposed development.
- Mr. Le noted the City would have to work very closely with ODOT and possibly obtain ODOT's approval regarding any changes because the current Interchange Area Management Plan recommended no additional traffic signals along the Wilsonville corridor.

Commissioner Millan noted traffic on Wilsonville Rd would increase not only due to the development of Town Center but also the growth of the Frog Pond development. She shared Commissioner Greenfield's concerns about the Rebekah St intersection and having people stop there with the current volume of rush hour traffic. She agreed it would be studied further, adding that the volume of traffic that Frog Pond would put on Wilsonville Rd should not be underestimated.

Commissioner Heberlein asked for more detail about the flashers synchronizing with the rest of the traffic system. He was concerned about the effectiveness of a flashing crosser on a major thoroughfare, noting that the flashers on the east side of Memorial Park on Wilsonville Rd, which had less traffic, could be challenging at busy times.

- Mr. Mansur explained that most flashers were demand-based and did not communicate with other traffic signals. They were random because a pedestrian would push the button at the crossing and get the flasher. With the proposed project, traffic signals would be progressed based on travel speeds. Eastbound thru-traffic on Wilsonville Rd would get green lights as it went through the system. Then, when the platoons were gone, traffic would be stopped on Wilsonville Rd and the pedestrians and minor streets would be served.

[41:50] The flasher at the new traffic signal at Park Place would be allowed to turn on when the signal was serving the side street traffic. There would still be pedestrian signals telling pedestrians when they could cross, but it would not be like a full traffic signal.

- He confirmed pedestrians would not immediately get a flasher after pushing the button. They would have to wait for the signal to time properly with everything else in the system, so there would be a delay just as it would be at a normal traffic signal.

Commissioner Millan stated she felt better about the flashers being connected to the other traffic lights.

Ms. Bateschell recalled that the traffic models did incorporate and include Frog Pond growth, so all of those households in the system were assumed when considering how the traffic model would work for this area and the growth horizon for the Town Center Plan.

- She explained part of the reason for the shift at Rebekah St and not elsewhere was because Rebekah connected internally to the Town Center, but did not really have a connection out of the Town Center. A lot of internal connectivity would be improved when considering the entire system as a whole.

Commissioner Greenfield said he was trying to envision being able to cross from Town Center into the Village both on foot and in a car. It was hard to imagine timing it just right to catch a light that would stop traffic in both directions. The lights could be possibly be synchronized to maintain safety on the crosswalks but it still looked dangerous.

- Mr. Mansur gave the example of a similar project he had worked on in Eugene. The project included a pedestrian-activated flashing beacon tied in to the existing signal system next to a dorm at the University of Oregon that crossed a five-lane section on Broadway St. It had been operating for five to seven years and worked very well when college students used it the way it was supposed to be used.

Mr. Mansur continued the presentation, noting that the six new cross sections proposed in the Town Center Plan had been reviewed at the last meeting and DKS recommended that they also be added to the TSP.

- He confirmed no changes had been made to the cross sections since the last meeting. (Slide 11)
- He concluded by stating the next step would be the City Council hearings and that the project team requested that the Planning Commission recommend the adoption of the TSP Update to City Council.

Chair Mesbah confirmed there were no further questions from the Commission and that there was no public comment from anyone via Zoom or in Council Chambers. He then closed the public hearing at 6:50 pm.

Commissioner Heberlein moved to adopt Resolution No. LP20-0003 as presented. Commissioner Woods seconded the motion.

Chair Mesbah called for discussion from the Planning Commission.

Commissioner Willard said that in looking at how the future intersections were laid out, she had concerns about drivers doing U-turns and other dangerous actions in order to reach existing businesses, like Starbucks and McDonalds, more quickly, rather than having to go out of their way. It seemed unlikely that those exact places of business would be in the same configurations by the time the road improvements were enacted, which would lessen her concern. She asked if that was what her fellow Commissioner understood.

Commissioner Millan said as she considered the impact of these projects, she wanted to know about the timeframe for phasing in the improvements. For example, she assumed the Urban Upgrades to Courtside might be implemented before the changes on Wilsonville Rd. She asked if any kind of timeline was in place or being considered.

Kim Rybold, Senior Planner, explained the proposed series of improvements along Wilsonville Rd were some of the more critical transportation infrastructure projects, and the intricacies of things like turn lanes and signals

working together would make it necessary to implement them within a similar time frame. Staff did not have a specific number of years by which they would expect implementation. A key, pivotal piece of the timing would be the Park Place Extension Project, which was currently located on private property. None of the other improvements along Wilsonville Rd would come to be until that connection was in place, and it was hard to say how many years that would take. The private property accounted for most of the shopping center. The extension of that road would be somewhat dependent upon that property owner either giving the City right-of-way to make that improvement or doing the improvement in concert with a piece of redevelopment along there.

- The Park Place Extension was one of the more important projects and estimated to be more of a mid-range implementation measure as opposed to short-term. Many pieces still needed to be put in place, such as the infrastructure funding plans to have a better understanding of how the improvements would be funded before they would actually be built.

Commissioner Greenfield said the projects would need to be completed in some limited sequence because some could not be finished before others. Those projects related to the extension could not be done early and he wondered if the Town Center Lp W intersection might be altered toward the Town Center Plan without having the Rebekah St intersection actually done. He saw a need to route more of the traffic to Town Center Lp E more immediately since it already seemed to be a critical problem apart from the Town Center development.

- Ms. Rybold explained the biggest change seen with the Town Center Lp W intersection improvement would be the removal of the two existing turn lanes and traffic would have to go somewhere. At the very least, the Commission could expect to see the Park Place and Town Center Lp E improvements to be able to accept the left-turn capacity that would otherwise be going up Town Center Lp W. The other capacity improvements would have to be sequenced so that Wilsonville Rd was not overburdened by the increased traffic capacity going north on Town Center Lp W resulting from the removal of the left-turn lanes.

Chair Mesbah stated the Commission seemed to be worrying about the implementation of the Plan, and he was not sure that was what they were considering tonight. However, if the Commission believed the proposed projects were so complex that they would be impossible to implement, then perhaps the Commission should ask if similar redesigns were working well in other areas.

- Mr. Mansur replied that he had been involved in many similar projects, and he was confident implementation was possible, but many unknowns existed with regard to how the property would redevelop. While many combinations could be discussed, it would be a waste of time because no one knew what would happen first and it would be nearly impossible to figure it all out right now. He was confident that the plan could be implemented, adding the development process would help work out the conditions on the ground at the time.

Mr. Mansur confirmed that the Town Center Lp W intersection currently operated at Level of Service (LOS) D, which was the City's standard, and that the forecast of traffic with the redesign was actually improved the conditions, compared to no redesign.

Commissioner Greenfield noted the report did a fine job of incorporating the Commission's input, so there were no surprises. While there were some surviving concerns, they seemed to be intractable for an immediate solution. He confirmed he was in favor of the resolution.

Chair Mesbah confirmed there was consensus about moving the resolution forward with the assurances regarding implementation provided by Mr. Mansur.

The motion passed 7 to 0.

III. INFORMATIONAL

- A. City Council Action Minutes (September 10 & 21, 2020)
(No staff presentation)

Commissioner Millan noted City Council awarded Angelo Planning the consulting contract on Middle Housing and asked if they would be presenting to the Commission in November.

- Ms. Bateschell recalled that Planning Manager Dan Pauly had presented an outline of upcoming housing plan work earlier in the year around the time Staff was applying for funding from the Department of Land Conservation and Development (DLCD) for the scope of work required to come into compliance with House Bill 2001 and the rules being put into place for that legislation. The intent was to go further than just standard compliance and do so in a way that fit Wilsonville and integrated strategies identified in the Equitable Housing Strategic Plan about how to utilize the integration of middle housing to really be more inclusive and equitable. The City did a competitive proposal process and Angelo Planning Group was selected. She knew they had begun doing the Code audit with Staff. Mr. Pauly, who was excused earlier this evening because he was not on the agenda, might have a more comprehensive answer, which she could send out via email. She understood the November meeting item would involve the first findings of the Code audit and the comparison of that against where the City was in terms of rulemaking and the areas of the Code the City would be pursuing work on.
- She confirmed the first step would be to figure out the key areas in the Code and some of the City's master plans that required the majority of work. The Master Plan for Frog Pond West might need updated, but it might also be addressed through Code work. Staff would gain a better sense of the work program in terms of the changes that need to occur, and then the outreach work to talk with the community about its preferences around middle housing would happen next year, after the holidays.

B. 2020 PC Work Program
(No staff presentation)

Miranda Bateschell, Planning Director, clarified the November 11th regularly scheduled meeting was rescheduled to Thursday, November 12th because Wednesday was Veterans Day, a federal holiday, and City offices would be closed.

- She noted her staff was very busy, and she would see how work programs progressed over the next few weeks to see if a meeting would be held in December.

IV. ADJOURNMENT

Chair Mesbah adjourned the regular meeting of the Wilsonville Planning Commission at 7:09 p.m.

Respectfully submitted,

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