



**PLANNING COMMISSION  
WEDNESDAY, JANUARY 18, 2017  
(RESCHEDULED FROM 1/11/2017)  
6:00 PM**

**AGENDA**

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**I. 6:00 PM CALL TO ORDER - ROLL CALL**

Jerry Greenfield, Chair      Eric Postma, Vice Chair Peter Hurley  
Al Levit      Kamran Mesbah      Phyllis Millan  
Simon Springall City Council Liaison Charlotte Lehan

PLEDGE OF ALLEGIANCE

CITIZEN'S INPUT

This is the time that citizens have the opportunity to address the Planning Commission regarding any item that is not already scheduled for a formal Public Hearing tonight. Therefore, if any member of the audience would like to speak about any Work Session item or any other matter of concern, please raise your hand so that we may hear from you now.

CITY COUNCIL LIAISON REPORT

CONSIDERATION OF THE MINUTES

I. A. Consideration Of The December 22, 2016 Meeting Minutes

Documents:

[I. A. Consideration Of Dec. 22, 2016 PC Minutes.pdf](#)

**II. 6:15 PM INFORMATIONAL**

II. A. Planning Commission Chair & Vice-Chair Nominations

Documents:

[II.A. PC Chair Vice Chair Nomination.pdf](#)

**III. 6:20 PM WORK SESSION**

III. A. Water Treatment Plant Master Plan (Mende)

Documents:

[III.A. Water Treatment Plant Topic Cancellation.pdf](#)

III. B. Frog Pond Master Plan (Neamtzu)

Documents:

[III.B. Frog Pond Master Plan \(Neamtzu\).Pdf](#)

III. B. Frog Pond Master Plan (Neamtzu) - Attachment

Documents:

[III.B. Frog Pond Attachment.pdf](#)

#### **IV. 8:20 PM OTHER BUSINESS**

IV. A. 2017 Planning Commission Work Program

Documents:

[IV. A. 2017 PC Work Program.pdf](#)

IV. B. Dec. 22, 2016 PC Meeting Follow-Up: Traffic

Documents:

[IV. B. Dec. 22, 2016 PC Meeting Follow-Up Traffic.pdf](#)

8:30 PM ADJOURNMENT

*Time frames for agenda items are not time certain.*

#### Public Testimony

*The Commission places great value on testimony from the public. People who want to testify are encouraged to:*

- *Provide written summaries of their testimony*
- *Recognize that substance, not length, determines the value of testimony*
- *Endorse rather than repeat testimony of others*

*Thank you for taking the time to present your views.*

For further information on Agenda items, call Tami Bergeron, Planning Administrative Assistant, at (503) 570-1571 or e-mail her at [bergeron@ci.wilsonville.or.us](mailto:bergeron@ci.wilsonville.or.us).

Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting.

The City will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:

- \*Qualified sign language interpreters for persons with speech or hearing impairments
- \*Qualified bilingual interpreters.

To obtain services, please call the Planning Administrative Assistant at (503) 682-4960





**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**CONSIDERATION OF THE MINUTES**

- A. Consideration of the December 22, 2016 Planning Commission minutes.

**PLANNING COMMISSION  
WEDNESDAY, DECEMBER 22, 2016  
6:00 P.M.**

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

*Draft Minutes reviewed at the  
January 18, 2017 PC Meeting*

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**Minutes**

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

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

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Phyllis Millan, and Simon Springall; Peter Hurley, Kamran Mesbah, and City Councilor and Charlotte Lehan were absent.

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Miranda Bateschell, and Stephan Lashbrook

**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.

**CITY COUNCIL LIAISON REPORT**

Chris Neamtzu, Planning Director, reported on behalf of Councilor Lehan, updating the Commission on two significant action items that took place at Monday's City Council meeting.

- In the work session, Council decided upon the City's new logo, which would be implemented in the New Year and branded appropriately. Council had undertaken another process, lasting about 14 months, to refine the logo. A number of artists presented at least 15 different choices and Council made revisions to the logo they preferred.
  - The selected City logo was a modern interpretation of the Hand-in-Hand with Nature theme of the current logo with a hand and seedling. The new logo was very scalable and had bright and vibrant colors with blues representing the river and the rain, green representing the trees and the land, and elements to reflect Wilsonville being a growing city. The artist had also told a story about that modern interpretation. He distributed a picture of the new logo.
- The second major action was the decision to connect the Brown Road Extension at 5<sup>th</sup> St because of better long-term suitability and stacking. Many of the engineering reasons behind the decision were based on the technical analysis.
  - A lot of testimony was provided on both sides of the issue. The neighborhood was not pleased and had significant concerns about the decision. It was a unanimous vote. Mayor Knapp stepped down from the dais and testified as a citizen, so the four remaining Councilors dealt with the final action. This was a fairly significant milestone decision considering the extension has been in the Transportation Systems Plan (TSP) since 1991, the choices being either 5<sup>th</sup> St or Bailey St.
  - Chris confirmed the discussion included redoing the plan at 5<sup>th</sup> St and Boones Ferry Rd, noting a number of additional elements were added to the decision. As the design progresses and surveying occurs, there would be numerous outreach opportunities and stakeholder involvement touchpoints with the neighborhood regarding the mitigation measures at 30 percent, 70 percent and he believed at 90 percent design. There would be a lot of communication and collaboration moving forward to make that connection as suitable as possible.

Commissioner Springall said the Planning Commission had a few reservations about the 5<sup>th</sup> St Connection, which included parking and the limited right-of-way on the east side of Boones Ferry Rd due to the old buildings. Those details would still need to be worked out.

- Mr. Neamtzu replied the parking was addressed in the revisions that came before Council. The project team figured out how to maintain the parking on the 5<sup>th</sup> St segment adjacent to the existing buildings. He understood parking was not eliminated on the existing segment of 5<sup>th</sup> St.
- He noted Councilor Lehan had made specific comments about the significance and importance of the old buildings on Boones Ferry Rd. There was no intention to damage or hurt the buildings. In fact, he intended to promote something to enhance them, perhaps a façade enhancement or partnering with the property owner to do something to complement the extension project.
- He added it would be worth watching some of the Councilor's summary comments, which were incredibly thoughtful. The Councilors all articulated the rationale behind their decision-making and all had different reasons. He believed the Council made a tough decision, but had provided a lot of logic behind the decision that was made.

## **CONSIDERATION OF THE MINUTES**

### A. Consideration of the November 9, 2016 Planning Commission minutes

Chair Greenfield corrected the last line of the seventh bullet on Page 3 to state, "...residential area was ~~unlikely~~ *likely* to occur since no I-5 onramp access existed."

The November 9, 2016 Planning Commission minutes were accepted as amended.

## **II. WORK SESSIONS**

### A. Town Center Plan Public Involvement (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, briefly reviewed the context and background for the Town Center Plan project. The Town Center Plan was a goal set forth in both the Urban Renewal and Tourism Development Strategies, and it became one of City Council's goals in 2014. The City was awarded a \$320,000 grant from Metro at the end of 2015 for this project and established an intergovernmental grant (IGA) with Metro over the last year. The Town Center Plan contract was considered by City Council and awarded to MIG, Inc. in August 2016. The scope of work was refined and adopted in September.

- Since then, the project team has reviewed a lot of the history of Town Center and the City, in general. They toured the Town Center and adjacent areas and walked some of its segments to get a good feel of Town Center and learn what was working, where there might be challenges, and what was more easily accessible by car versus by foot.
- The project team was also gathering a lot of data to better understand the current infrastructure systems, traffic, Zoning Code, etc. to have a basis for the existing conditions work to follow and starting point for upcoming discussions with the public, Planning Commission and City Council.
- Much of the team's work thus far involved setting up the structure for the public engagement, which included creating the website and public involvement tools for the project, as well as developing the draft Public Engagement Plan. The Plan would act as a guide, laying out major events, as well as the different channels and times for the City's various communication methods.
- The intent of the Town Center Plan was to provide a community-driven vision for the Town Center and to establish clear actions toward achieving that vision. Therefore, the project team really tried to create a public engagement plan that was driven by the community.
- She briefly highlighted the extensive experience and professional background of MIG Consultant and Project Manager Alex Dupey, noting the City was excited to have his team and their experiences on this project.

Alex Dupey, Director of Planning Services, Consultant Project Manager, MIG, Inc, noted the draft Public Engagement and Communications Plan included in the meeting packet and developed with the City, was a

living document. Throughout the coming 18 months, the project team would be checking in with the Planning Commission, City Council, and the public at every stage of the process to evaluate what was and was not working and to consider the best and most effective ways to engage Wilsonville residents and businesses.

- MIG and City Staff worked together to create the logo for the project, which showed an active Town Center, the goal of the project, and a place for Wilsonville residents and businesses to come together and have a great space. The logo would become the brand for the project and be on all of the materials. Business cards with the logo, website, and a QR code were created for the project and the Commissioners were encouraged to hand them out as they talked with people about the project. The website would be continually updated throughout the project so everyone could access the current library of documents, list of next events, get updated about the current progress, and could learn how to provide input at a variety of scales. Though still pretty basic, the website was active now and would grow considerably as the project moved forward.

Mr. Dupey presented the Wilsonville Public Engagement Plan and Project Update via PowerPoint, outlining the goals and outcomes of the outreach process, as well as the methods and tools that might be utilized to gather input from Wilsonville citizens, businesses, and stakeholders about the redevelopment of Town Center.

Discussion and feedback from the Commission and responses to Commissioner questions were as follows:

- It was important that meeting attendees receive feedback about how their comments and feedback were or were not being incorporated into the project. How would people know their input or feedback was valuable? Some of the negative feedback related to public engagement stemmed from participants not knowing what became of their comments. There was some sense that people were not heard at some of the meetings.
  - Mr. Dupey responded that every comment, whether written, on a survey, or used in a wall graphic, would all be logged as public input and become part of the record for the project, and each logged result, whether from a public meeting or part of a process would have a response. Not every comment would be put into an alternative, but the response would identify what was done. The team would also want to learn what did or did not resonate with the Planning Commission, City Council, and public, as well Staff. This one process of documentation would facilitate understanding about where things were going while also providing the Commission information so decisions could be made about what was bubbling up as a key issue or theme as the process progressed.
    - For those attending meetings or more engaged in the process, meeting summaries, including visuals and materials, would be sent to every committee member after each meeting and to anyone who signed up for updates via mail or email regarding the process. Whenever an email address was provided, they will get information until the recipient tells them not to send anything further.
    - Information and materials would always be on the website as well.
    - He assured the project team wanted to be as transparent as possible. If something was not working, the team wanted to hear about it. If the Commissioners heard something from their constituents, the team wanted to be sure to understand it.
  - Working to avoid such negative feeling was a great thing to think about this early in the process. As a living document, course corrections could be made as needed if things were not working midway through.
- The project team was encouraged to reach out to the Chamber of Commerce CEO. The Chamber holds biweekly, and sometimes three times a month, networking meetings at various business locations. The Chamber would be happy to partner in getting businesses together, but also provide the opportunity to gather information, not just from people inside Town Center, but other businesses outside Town Center.
  - Mr. Dupey confirmed MIG had done that in the past and it was really successful. Doing a quick project presentation at a meeting provided a quick way to get input.
- Given the business licenses and property owners who were targeted for outreach in the Town Center, Staff believed there were about 350 businesses and about 50 to 60 property owners.
- Redevelopment of Town Center was dependent on the property owners' initiative. Addressing issues related to property owners not wanting to redevelop might need to be worked on in the Plan. The City wanted to do engage property owners, bring them to the table, and hopefully work with them on a shared vision based on

input from the community, as well as the property owners and businesses. Some property owners might want to develop in the short-term and some mid- to long-term. The Plan would include a set of action items related to the vision so when people were ready to come online, the development would occur in accordance with that shared vision.

- Mr. Dupey added that further in the process, Leland Consulting Group and Bob Gibbs, a national retail expert, would work on some catalytic site analyses to consider what would be needed to redevelop sites where the property owners might be more willing or interested, or even sites that make a lot of sense to consider for redevelopment, such as vacant spaces. What types of uses that were in line with the vision the project might make sense? Tools within the process would help address questions about what it might take to develop or redevelop specific locations that are to be determined through the process.
- Because the project was still in the discovery phase, the project team had just started the process and was gathering information about everything that currently existed. No one was talking about what the vision might be or what that might mean as far as retaining the existing buildings and infrastructure or tearing everything down and starting over.
  - There were a lot of great businesses and great infrastructure in Town Center, and the team did not want to negatively impact that either, but to think about how to make what was working continue to work and improve what was not working. How that evolved and the viewpoint of that process would develop throughout the process.
  - There was an opportunity for more connectivity. The City could probably not start from scratch and build a whole new street grid might be done somewhere else, but there would probably be talk about making extra connections that would not impact existing businesses negatively or at least in the most minimal way possible. All of this was to be determined and discussed through the process.
  - Mr. Dupey added Town Center was a very active place with a lot of businesses and some great new buildings. Part of the process was to acknowledge what was already working in the area, but also consider what things truly make this the center of the community. That discussion would be part of the vision process starting in early 2017 with the public and community.
- Regarding the boundaries of the study area, the majority of the team's focus and work would be within the primary Town Center designation, which was in line with the City's Commercial PUD zoning, and included all the property inside Town Center Loop and those immediately adjacent on the opposite side of Town Center Loop.
  - The study area would also include what are called influence areas, basically the neighborhoods to the east, north and south of Town Center, as anything being done along Wilsonville Rd would impact both sides of the street. These influence areas were connected to and a part of how Town Center operates, but not part of the existing discrete zone.
- The Land Use Map with Circulation (Slide 3) was not a vision type of deliverable, but for a master plan. When would the Commission see the high-level plan as a deliverable to be discussed? Even with the constraints with the property owners, perhaps the City was not thinking big enough. Wilsonville's Town Center could be pretty major, and there should be agreement about what the vision was before getting into details like circulation.
  - Mr. Dupey clarified the Circulation and Land Use Maps would be outcomes of the vision and become implementation measures. The vision builds throughout the process, from the first public meeting in February to ask the community about the grand scheme and what Town Center should look like in 20 years. From that, a vision statement and some goals would start being developed for the project. The vision statement should be the guiding principle for the project and the City needed to talk to the community about what that vision looked like.
    - There was something great about Town Center and they needed to figure out how to take advantage of that. As alternatives and analyses progressed, the grand vision would be more fine-tuned as well as how to actually implement all the pieces in a realistic manner. That was where specific types of financing and projects would be considered, as well as the right level of land use that made sense for the City of Wilsonville.

- The first half of the project involved the visioning. The second half involved figuring out what made sense to actually implement those pieces in a specific manner so that as a city, there were phased, incremental steps that made sense to support businesses and residents to achieve the vision for Town Center that the community developed early on.
  - Ms. Bateschell noted the first public event to start the visioning process would be in February, and Task Force meetings would run parallel with that in February and March for more discussions. The high-level vision would come to the Planning Commission and City Council in April 2017 to talk about the vision and goals for the project, which would set the stage for discussing different ideas over the summer about design alternatives, land uses, scale, etc. through community workshops and other planned events, such as the idea centers. The first draft land use plan would probably be presented toward the end of 2017 for review and refinement, aiming at that as a deliverable in 2018. The goal was to solidify the high level vision in the spring and then work to see how it might unfold on the ground throughout the summer and fall of 2017.
  - Given Wilsonville's tremendous traffic problems, concerns were expressed about the impact traffic would have on planning for Town Center. Oregon Department of Transportation (ODOT) would undoubtedly have something to say about any added traffic. Everyone needed to keep the City's traffic issues in mind throughout the entire planning process. While the vision for Town Center could be expansive, it was important to ensure it fit within the reality of what the City had to work with.
  - Mr. Dupey noted DKS Associates was on the team to evaluate traffic and, having done most of the traffic work within the city for many years, was well aware of the issues.
    - The vision elements that come through the public process to shape what Town Center would ultimately be would be looked at very closely to see not only how they affect traffic, but other infrastructure, like stormwater, sewer, water etc. as well. Discussions would consider what types of uses make sense, the traffic impacts, how they related to the community as a whole, and perhaps, a mix of land uses that could potentially reduce some trips. Big box commercial, for example, would have a huge traffic impact, while mixed-use would have a much different impact.
    - Being so close to the interchange, ODOT would certainly be part of the process.
- B. Frog Pond Area Plan (Neamtzu)

The following handout was entered into the record and distributed to the Planning Commission at the dais:

- One-page memorandum from Don Hanson, Otak, dated December 22, 2016 providing comments about the Residential Design Standards.

Chris Neamtzu, Planning Director, stated Joe Dills would continue the conversation on the Frog Pond Master Plan by walking the Commission through the revised Code language and discussing some new Comprehensive Plan language as well as a new topic on gateways and monumentation. The project team has been working hard on the Code and collaboration with the City's development partners continued as the partners reviewed and provided feedback on the Code versions. He noted a handout had been distributed from Otak, representing West Hills Development.

- He announced that just this week, the school district determined that its 10-acre property fronting on Boeckman Rd in the Frog Pond West Neighborhood would be the site of a future primary school, which changed everything for the land plan, density calculations, and the revenue assumptions made to this point regarding the Infrastructure Financing Plan. Though frustrated by this decision coming at this point, he believed the primary school would add a tremendous asset to the West Neighborhood and result in a tremendously cohesive community.
  - Given the school district's decision, he and Mr. Dills would need to relook at the entire project as a lot of rework and remapping needed to be done. For example, the transportation network, which assumed housing on all 25 acres of the school district property, would have to be redone. There would need to be collaboration with the school district to ensure any adjustments to the transportation network were

acceptable and suited the district to accommodate a future school site, all of which would take time and resources.

- The previous schedule of Commission and Council work sessions and public hearings would have to be re-calendared over the next several months. He had targeted a public hearing in February, but it would need to be moved to March to allow time to collaborate with the school district done and also get the revisions to the City Council.
- Work had already begun on the revised street grid, and there had been communication with school district Director Tim Woodley about the concepts. A series of meetings was being set up to collaborate on text and the revisions, all of which would return to the Planning Commission for more review and feedback.

Joe Dills, Angelo Planning Group (APG), noted the packet started with the updated draft Residential Neighborhood Code text and asked if the Commission had any questions about those revisions before he reviewed the Residential Design Standards, which began on Page 15 of 68.

Discussion and comments regarding the draft Residential Neighborhood Code text revisions were as follows:

- Section 4.127(.01)D (Page 3 of 68) included “cohesive neighborhoods”. Was all of Frog Pond the neighborhood or the subdivisions within?
  - The entire 180 acres was considered the Frog Pond Neighborhood. Any references to cohesion or “knitting together individual developments” referred to the entire neighborhood together.
- Section 4.127(.07)4 (Page 7 of 68) Concerns were expressed about the subjective language and the need for (.07)4 if variance provisions already existed in the Code.
  - Mr. Dills explained the intended review process was Plan Development Review (PDR) and that Code section was used as part of the model for this new zone. This type of language was actually found in several places in that part of the Code, so it just mirrored that as one style that was being done. The other part was on the open spaces, the project team realized they were not going to think of everything at this stage of code-writing. Developers would have good ideas that should be considered other than what had been proposed in this 4,000 sq ft standard.
  - The burden or authority was passed onto Development Review Board (DRB) in a number of areas. Words like ‘adequate’ were not defined and had no criteria. Section 4.127(.08)A (Page 8 of 68) stated “The purpose of these standards for the Neighborhood Zone is to provide adequate light, air, open space...” How was adequate to be understood or interpreted? Did any guidelines exist for what was adequate?
    - Mr. Dills responded no, not in this section. This was a discretionary review in which the discretion did lie with the DRB to make that particular judgment. Quite a bit of responsibility was on the DRB in this section because of the linkage to the PDR process and the language mirrored that type of authority and decision-making. In this instance, it was for when somebody asks for something that was different from what was more cut-and-dried in the Open Space Standard, such as for an idea that was not listed in explicit words in this particular set of standards.
    - The personality of the Code was entirely the City’s to direct. The team could go through and tighten up the Code language and include guidelines for the purposes of this section if that was the direction of the Commission.
- The Commission agreed it would be good to tighten up such words, provide guidelines. Because the DRB’s membership changes, Board members did not know what had been decided on previous projects or a part of a project, so it was better to have guidelines to provide more consistency, especially between phases of a development.
  - Some plans were not built as approved because the Planning Department had to accept some things that the developer just could not do, so there was also variation at a later stage in the process than just the DRB decision.
  - Subjective terms provided wiggle room and the opportunity to argue for things. Commissioners and DRB members sought objective, easy-to-measure predictability in the Code, but such provisions provided too

much leeway for someone to get outside of the original goals of what the Commission and City Council wanted because there was too much room without an objective measure.

- Parameters were absolutely needed for the DRB because it was often a matter of how well the applicant presented an alternative to sway the Board when there were no good guidelines or parameters to work within. That could be good for the applicant, but not for sticking with parameters that ensure the quality that the City wanted.
- The City of Wilsonville divided the quasi-judicial and legislative processes. Writing Code belonged to the legislative side and applying the Code was the quasi-judicial part. The language allowed the quasi-judicial to act in place of Code-makers.
- Mr. Dills confirmed the direction was to revise the language toward more clear and objective standards.
- Section 4.127(.03)F (Page 4 of 68) What might this provision mean for anyone who may or may not want to have home-sharing or Airbnb type options for their homes? There had been a lot of conversations recently about the subject, so it might be worth considering in this process to see if it should be revisited.
- Section 4.127 (.02)I. Mr. Neamtzu explained conversations about manufactured homes had been fairly minimal over the years, though a lot occurred around the time of the Thunderbird Mobile Club Park closure. State law required the City to accommodate manufactured housing as a permitted housing type under the Building Code, so this Code section simply mirrored what was already in the PDR standards for permitted uses and ancillary uses. If someone wanted to put a manufactured home in a single-family subdivision, there was a process for that through the Building Department. He did not believe the number of manufactured homes could be limited in an area as doing so might be a violation of fair housing rules.
  - Mr. Neamtzu confirmed the proposed residential design codes would apply to any manufactured home, adding the fundamental difference was whether a home was stick-built on the site or stick-built in a factory and brought to the site.
- Concerns were expressed about the quality of manufactured versus stick-built homes and having a concentration of them in Frog Pond.
  - Mr. Neamtzu stated no one he has spoken to was even contemplating manufactured homes in Frog Pond. He appreciated the concern, but given the lot sizes, price of land and cost of development, it would seem unlikely for a developer to choose that housing type, particularly in the West Neighborhood compared to other parts of Wilsonville.
- On page 1 of 68, Commissioner Springfield noted the very first point on the memo from Don Hanson talked about attached single-family units. He recalls the Commission saying no more than two items to be attached in the single-family category. He noted they were asking four-to-five. He asked whether the Commission just wanted to say no to this or should the Commission consider incorporating this.
- Section 4.127 (.02)C. (Page 1) Mr. Neamtzu clarified that a conscientious decision was made last November after lengthy discussions that the West Neighborhood would be a single-family, detached subdivision, so the Plan did not accommodate four to five attached units as requested in the memo from Otak. He noted the parties were not at the table during those discussions in 2015. He did not believe incorporating that housing type would be genuine to the Concept Plan at this point in time as it would involve going back and reopening the Concept Plan and having those conversations over again.
  - He noted that Staff just received the memo today and he intended to write responses to all of Mr. Hanson's written comments, and explain to him and Mr. Grimberg how the City had arrived at the decision to limit attached dwelling units to two.
  - He clarified duplexes were considered single-family, so as proposed the Code allowed for two, but three attached units was a multi-family housing product that the Plan did not accommodate, so there would be no row homes in the West Neighborhood.

Mr. Dills outlined the revisions to draft Code text and policies presented in the meeting packet, which included Code and Residential Design Standards; Monuments, Gateways, and Signs; and Comprehensive Plan Text Amendments, as noted in the work session agenda provided on Page 1 of 68 of the packet.

Discussion and comments regarding the revised Code language to implement the Frog Pond Master Plan were as follows with responses from the project team as noted:

#### Code and Residential Design Standards:

- Section 4.127 (0.15)G.a (Page 18 of 68) Vinyl siding was listed as a prohibited material because higher quality than vinyl siding was desired.
- Section 4.127 (0.15)E.q Objective standards were needed if there were variance standards elsewhere. Having the DRB making decisions was one thing, but giving the planning director some leeway was another.
  - As with the other references regarding the DRB's discretion and the need for clear and objective standards, the subject language added a layer of discretion that could actually bypass the DRB. Such subjective standards should not be granted to a single person when the DRB was available, and there was still some discomfort with the DRB having such discretion without objective standards.
    - Mr. Dills explained the language was included to give the director the authority to address individual issues like whether a 46.5 inch front stoop was acceptable as opposed to the 48-inch standard.
  - Giving the director that authority would be like a single property type of variance rather than overall design-type variances for projects. However, the subject Code section addressed a big-picture, multi-home type development and approval process, so the language did not seem to fit.
  - (0.15)E.q should reference (0.15)A, the purpose statement for the Residential Design Standards, "Other items meeting the purpose of this section..." Purpose statements were very important within the Code to express the issue of clear intent the Commission had been discussing.
- Even though much of the proposed Code offered the opportunity for variation, but most of the homes would look pretty similar. Existing homes in the area looked the same, and homes that look very different from the normal Northwest style, like in Villebois, did not sell very well. Other parts of the country had broader variations in architecture.
- In Table 2 on Page 20 of 68, Note I was corrected to state, "...the minimum combined side yard setbacks shall be a minimum of 10 ft."

#### Monuments, Gateways, and Signs:

- The project team did not have a strong opinion about what the monument at the Boeckman Creek Bridge would state. It could say East Wilsonville. "Frog Pond" applied to the entire 500-acre area of the project. Frog Pond seemed an appropriate way to mark the entrance; but perhaps, it could be done in combination with Boeckman Creek, because it was such an important crossing and connection down toward Town Center and Memorial Park. Any monument language would be consistent with language in the Vision Statement "Integration with the community and a part of Wilsonville".
  - The Commission discussed suggestions about what the monument should state, noting the proximity of Boeckman Creek and the proposed Boeckman Trail. Coffee Creek did not reference Villebois, but the creek.
  - Since Boeckman Rd actually divided old and new development north and south, just focusing on the Frog Pond part, would ignore the people in the other developments on the other side.
  - Having the sign note one was driving into Frog Pond would create confusion since those living in Meadows used the same road to get to Meadows.
  - Boeckman Creek would be great. Villebois probably did not care that about the Coffee Creek monument, but there could be a problem with it stating Frog Pond because might irritate those in Meadows who already had an identity.
  - There were also other opportunities to identify Frog Pond with the two neighborhood gateways.
- Mr. Dills clarified that the Trail Plan included a trailhead for the Boeckman Trail was planned in conjunction with the linear park, which he indicated on the map on Page 24 of 65. From a site-specific sense, it was difficult to know how trail users or pedestrians on Boeckman Rd would get down to the creek until the bridge was redesigned with a set of stairs or sidewalk. The common theme was that there should be a pedestrian access at that juncture, but how that would be done was still unknown.
  - Although no trailhead would be located at the bridge, it was worth signing that one was going over Boeckman Creek, and it would also provide opportunity for environmental education.

- The Welcome to City sign should have some uniformity with other Welcome to Wilsonville signs. The existing Welcome to Wilsonville sign on Wilsonville Rd coming from Sherwood was a wooden monument sign that just stated “City of Wilsonville” and had the old logo.
  - Mr. Neamtzu suggested addressing monuments, gateways, and signage in a more comprehensive way through the wayfinding project currently in the City’s budget. The new City logo could provide a fresh opportunity to brand the City’s monumentation in a great way. Universal Health on the north end of town wanted to identify something there, and the wooden routed monuments at Fox Chase on the west side and next to Landover on Wilsonville Rd were pretty outdated and could use a fresh look. There were also two huge monuments at I-5 and Wilsonville Rd, but nothing at Elligsen Rd.
- At the major Stafford Rd/Boeckman Rd intersection, trees and a more natural approach (Landforms and tall vegetation, Page 35 of 68) was preferred for the enhanced landscaping because it blended better and was more pleasant looking than a big hard structure. One concern was to make Frog Pond another part of Wilsonville and using a large monument there would cut it off from the rest of the city.
  - The visuals of a more natural approach might take away from power lines, too; although there would be some limitations due to the power lines.
- Subordinating subdivision identities within the neighborhood was suggested to avoid detracting from the overall Frog Pond identity. Each development or developer should not decide on their own name and have that as a prominent identification. Neighborhood identities should be subordinated consciously and carefully to the overall identity of Frog Pond so a subdivision’s identity did not overpower the larger neighborhood identity.
  - Villebois provided a parallel example as various builders had sub brands during the development and marketing of their properties, but once built out, it was all Villebois, not a lot of individual neighborhoods. Like Villebois, the City wanted Frog Pond to be a unified, cohesive neighborhood.

Comprehensive Plan Text Amendments:

- Implementation Measure 3.1.11.e (Page 53) When the language in regarding neighborhood parks was written, the idea was that neighborhood parks would be provided and maintained by Home Owners Associations (HOAs) and would not be the City’s responsibility. The Infrastructure Funding Plan for Frog Pond, which was still being developed and would be reviewed by the Commission, took a slightly different direction. The revised language regarding “other entities” reflected that there would be two publicly-maintained parks. Because 15 to 20 developments would be knitted together over time, no single HOA would be created to care for them.
  - The subject language was one of several references where the Code language was broadened to allow for a public strategy in addition to the HOA strategy.
    - Mr. Dills explained that while there was a practical need to broaden the language to allow the Wilsonville Code to be interpreted by future Planning Commissions and City Councils, it could be narrowed to say “HOA or the City”. “Other entities” would allow the City to delegate to some other party, such as a parks district or private party.
- Implementation Measure 4.1.4.u (Page 57) Mr. Neamtzu explained the gaps in the densities were created by a large rewrite of the Code about 15 years ago. Staff’s plan for addressing this complex problem was the Density and Consistency Project. A consultant from APG had helped Staff considerably in teasing apart the City’s standards and building a new process that filled the gaps. Because the Frog Pond project was tied to the actual density standards in the Development Code, the density gaps could not be fixed in the subject language. All of the work to address the issue would be presented in the future as one package.
  - Mr. Dills added a different approach was taken in Frog Pond to streamline the process and be clear about the subdistricts to find minimum and maximum numbers of units.
- Implementation Measure 3.1.11.e (Page 53) The two neighborhood parks and the smaller, open-space tracts in the higher-density, small-lot subdistrict would be maintained by HOAs. It seemed unbalanced that the people with the biggest homes would benefit from the parks, but not have any responsibility for maintaining parks. The smaller tracts and neighborhood parks would not be where the larger homes were located, but those homes would have an HOA and still benefit from the parks.

- Mr. Dills agreed HOAs for small lots with open-space set-asides would have responsibilities that others would not. Open space, stormwater, or other tracts of land were likely to appear in other parts of the community because of design intent by a particular project. There was a proposal for a co-housing project with a central open space. There would undoubtedly be tree grove site design direction and regulation by the City that would place the grove in an open space tract. There would be ownership and maintenance responsibilities in other areas that came from those types of decisions.

Mr. Dills stated the project team was preparing a draft West Frog Pond Master Plan that would be adopted by the City as a supporting document to the Comprehensive Plan. It would contain all the topics discussed by the Commission, from residential design through public realm recommendations. The project team would be working over the next couple of weeks to incorporate the new school proposal and present a 90 percent draft for the Commission's review and discussion at the January meeting. Additional topics or final refinements could be discussed at a work session in February in preparation for a public hearing in March.

- The major revisions resulting from the school's new location would involve changing the central part of the Boeckman Rd frontage, which would no longer be residential on the maps. The project team had gone through the refinements to the Street Demonstration Plan, so only refinements would be needed since the grid the project team set up served the group of properties there very well. The grid was used as the base for the Street Tree Plan, which would change a little bit. The changes would trickle through about 15 different graphics, but the real substance was a different land use at that location.
- He indicated the location of the 10-acre tax lot owned by the school district, and noted the adjacent tax lot, which extended to the Willow Creek swale, was not part of the school district's school designation.

Commissioner Millan asked about the impact of losing some housing on the funding mechanisms for some of the infrastructure.

- Mr. Neamtzu replied Staff had begun researching the System Development Charges (SDCs) paid by schools to be able to recalibrate the analysis that was done. Staff would pull data from employee counts and recently built schools for comparison and show the Commission how everything might impact the bottom line.

Chair Greenfield called for public comment.

James Wolfston, Frog Pond resident, asked how the district's new school would impact the completion date of the plan.

Mr. Neamtzu responded the Master Plan would go to the Planning Commission in March and City Council the following month. He anticipated it would take more than one meeting for the Planning Commission to conclude the public hearing and adopt the Master Plan, but could be adopted by Council as early as May. The City would continue responding to citizen concerns and comments throughout the process.

Ben Altman, Pioneer Design Group, representing Mr. Wolfston, said he supported some of the recommendations from Arbor, in terms of the menu approach to the architectural design, which had been incorporated. It was important to provide flexibility.

- He explained there were two types of manufactured housing, mobile-homes, which were now all called manufactured, and modular designs that were stick-built and assembled in a factory, and then brought to a site to be put together. He anticipated seeing some modular designs because the criteria in the menu would not fit a typical manufactured, mobile-type unit very well. A custom design would be needed to fit into those criteria, so he did not believe it would be a concern.
  - Under the Goal 10 Housing Rule, manufactured housing was a needed housing type and therefore the City must provide for it. It could not be precluded, but specific standards could be adopted. There were already some standards in the Code about mobile-type units, but no standards addressed modular units, which fell more under the conventional stick-built home.
- The language of the Code language must provide for "rigid flexibility." The Code had some rigidity to it in terms of the overall guidance needed, which was how the current PDR section came about. The standard R5/R7 zones were very prescriptive and some flexibility was needed. The planned development section was

created to allow less rigid requirements, but development had to stay within the provided guidelines, which came back to the Purpose Statement that drives all that. The Commission was headed in the right direction, but some flexibility had to be maintained.

- The current menu had enough choices to provide variety. The reason everything looked the same was because many of the code standards were too tight. If only five, six or eight options were provided, a lack of variety would result, and every third house would look the same. More flexibility in the menu criteria would result in a better variety.
- He supported the idea of maintaining Frog Pond as the overall name. There would need to be some ways to create additions, phases, or neighborhoods within Frog Pond because a plat name was part of the platting requirements; for example, Frog Pond Phase 1, 2 and 3, or Addition 1, 2, etc. It made sense to have an overall name, like Villebois, because the Frog Pond neighborhood would have the same character.
- The new primary school site essentially added a third neighborhood park, which should be considered in the context of the small lot to see how much open space needed to spill over. Accessibility to open space was an issue, but the smaller lots were also closer to Boeckman Creek, which was all open space. He was concerned about adding open space on top of open space. He suggested revisiting the open space in the context of now having the school within the neighborhood.

Don Hanson, Otak, representing West Hills, stated he would work through the items in his memorandum with Staff, but would not go through them in detail this evening. He had proposed that more than two attached units might be a possibility, but now sensed that was not the case, adding he was fortunate to not have been involved in the 2015 discussions.

- He believed Mr. Altman's comments about open space and the school site were well taken. The school would be in a good, walkable location. Young students living in the neighborhood could get there safely. They were looking forward to the new school location and hoped open space could be revisited, not from square one, but in terms of refinements.
- He found Commissioner Postma's comments on objective standards for the DRB very compelling. The more clear and objective the standards, the better for the Panel as well as the applicants. They would know what they were responding to and how to design their projects. He noted there were always exceptions and that was why the Purpose Statements in the Code were relied upon.
- He loved the ideas regarding monument signs for the neighborhood and agreed that the more it could be cohesive and just identify the neighborhood, the better. It was okay as long as there could still be some marketing signs during the build out. Having it all under the Frog Pond banner was the way to go as Frog Pond was a cool name.
- He was happy to hear about the new timeline and now that the school district had committed, Staff could move forward in collaboration with them.

### C. Transit Master Plan (Lashbrook)

Stephan Lashbrook, SMART Transit Director, stated he was primarily before the Commission to set the stage for the public hearing in March on the new Transit Master Plan (TMP). Staff had been working on the TMP for about four years, and this last year, a self-appointed and very dedicated citizen task force had been involved. There was a lot of potential for controversy at the public, especially among serious transit riders, as SMART was discussing making changes to routes and schedules.

- The TMP was a subset of the City's Transportation System Plan (TSP) which was a subset of the Comprehensive Plan. The TMP was not regulatory, but a guidance document for SMART, City Council, and the Budget Committee when making decisions about SMART's investments. In some ways, the TMP was more of a financial document than a typical planning document.
  - One key aspect was that the TMP put the City in a position to secure grant funding. SMART was funded primarily through local payroll taxes but also received grants from Clackamas County, Metro, ODOT, and sometimes from federal highway money, but usually Federal Transit Administration money.

- Almost invariably, grant applications discussed local planning and public outreach processes, so it was very important to show that the TMP was adopted by City Council through a specific public process and identified how grant money would be used.
- He reviewed the roles of the Planning Commission in the review process, which included acting as the Committee for Citizen Involvement (CCI) to ensure adequate public involvement and determining whether the new Master Plan complied with the TSP and Comprehensive Plan or created any conflicts that needed to be resolved. Some conflicts, such as those related to route and schedule changes, could be forwarded for City Council to resolve.
- He noted more than 1,300 comments were received and summarized two key suggestions that were guiding the TMP as it was being finalized as follows:
  - Increase ridership versus coverage of the transit system by having more buses focused on main avenues and connection points for more frequency on routes and fewer stops dispersed throughout the community. This would result more people having to get to the buses, but he did not see drastic changes to the system as Dial-a-Ride provided services to any house in town if the rider qualified.
  - Increase the connections between Wilsonville and other cities rather than service within the City.
- As a result of increased PERS costs, SMART would have an \$85,000 hit to the budget next year, increasing to at least \$100,000 within two years; a substantial amount for a small transit agency as \$100,000 paid for bus and driver for an eight-hour shift, which was a lot of service.
  - Fortunately, payroll taxes in the community were stable and gradually on the incline. More jobs in the community would fund more service for transit in the future. The redevelopment of the Xerox site and the potential for new development on the Mentor Graphics property south of Boeckman Road meant new revenue potential for SMART.
- There was also complete uncertainty about revenue sources. No one could anticipate the level of transportation funding from the federal government. In any given year, that could mean a \$1 million impact on SMART's budget.
- Staff's approach to the TMP was different from most transit plans, which were usually a compilation of intended tasks and projects for when more money was available. Instead, the new TSP would also provide specific recommendations to City Council for cuts to be made in a certain order if less money was available.
  - If there was a steady stream of money, and the PERS obligations could be covered, very few changes would be made. If more money became available through a State transportation package or a new, large industry moved in with 5,000 highly paid employees, transit service would be increased for the community.

Commissioner Postma:

- Asked if the TMP included plans to increase funding by taxation or other avenues.
  - Mr. Lashbrook responded the TMP would include a menu of possible funding sources but no specific recommendation about utilizing any particular source. He added one of the clearest statements from the 1300 comments was from the local business community strongly stating they had done their share and to look elsewhere for additional funds.
- Stated a big concern among the business community was the impetus toward more service, which meant more money, and the easy target was those who did not have a direct vote, which had always been his concern. There were all these plans for business growth and construction in places by Day Road, Coffee Creek and Basalt Creek, but to what effect if their taxes were increased with the notion that they would not be distributed elsewhere.
- Noted were other discussions with Mr. Lashbrook about the inefficiencies of fare boxes, etc. but there were routes other than expecting businesses to foot the entire bill if services were increased. Small businesses were a big engine for the community. He was concerned that increased services without conscientiousness toward small businesses would have a negative impact on the community's ability to attract small businesses to Wilsonville.

Mr. Lashbrook confirmed the SMART payroll tax applied to all businesses and some units of government uniformly, regardless of their size, traffic volumes, etc.; however, the set rate did not apply to non-profits, schools, churches, etc. SMART's payroll tax rate was .5 percent. TriMet's rate was .737 percent.

- Wilsonville's job base was one reason why SMART existed and why it had been able to provide services for so many years. He believed the taxable payroll in Wilsonville was more than \$900 million.
- He concluded that he hoped to have the draft TMP for the Commission in a few weeks, adding he would move forward with scheduling the public hearing as soon as possible.

### **III. OTHER BUSINESS**

#### **A. 2017 Planning Commission Work Program**

Commissioner Levit recalled that City Council was trying to come up with some plans to alleviate traffic on Wilsonville Rd, suggesting the installation of cameras. He noticed recently that more drivers blatantly running red lights and block intersections. It was getting to a point where drivers running red lights were an expected outcome. He asked what the City planned to do.

Chris Neamtzu, Planning Director, stated there had been a lot of discussion on the topic, which City Council raised regularly in work sessions. He knew a staff member was assigned to work on the red light problem and report back to Council for a much more comprehensive look at the camera program. The cameras in Sherwood on Hwy 99 had significantly cut back on red light running incidents.

- The City did add a lot of additional signage stating, "Do not block intersection", such as at the Boones Ferry/Wilsonville Rd interchange.
- There had been a lot of conversation with the police force to increase enforcement. He had just met the new police chief, who would be brought up to speed on the issue.
- He agreed to communicate the Commission's concerns to Council.
- He clarified that the existing cameras in the City were ODOT cameras that monitored traffic and signaled the lights; they were not used for enforcement. He described the camera system used in Sherwood at two Hwy 99 intersections. The thousands of photos taken were fielded by a company in Arizona. The system created a tremendous amount of work because somebody had to determine the validity of the violation at the local level, and then coordinate with the national companies running the cameras and doing the actual distribution of the violations through the mail.
  - The reduction in red-light running was clear, but a tremendous amount of effort and investment was involved. Some areas installed the cameras for revenue, but revenue decreased as drivers stopped running red lights.

Amanda Guile-Hinman, Assistant City Attorney, added that the Wilsonville contract with Clackamas County Sheriff's Office had a dedicated traffic officer, but other deputies could still issue citations. More monitoring had also been occurring.

- A possible concern was that when traffic cameras were implemented, an officer had to sign off on it. It needed to be determined whether Wilsonville needed to get an additional person from Clackamas County to cover that or if Wilsonville's traffic officer could handle it.
- She offered to provide a report for the Commission to review.

Commissioner Millan preferred having a short update during a Commission meeting. Red light running had become a common problem and many citizens were very concerned. She would like to understand the options being considered, knowing it would help the Commission, especially given the Town Center and Frog Pond Master Plans as well as the TMP. The hope was to reduce traffic, but if that did not happen, the TMP was lacking something.

Commissioner Springall noted that throughout the election cycle, people felt they were not being heard. Traffic was a huge issue and some have asked what forum was available to explain to concerned citizens about what was being done. The Planning Commission was the CCI, and they were not talking about the issue.

Commissioner Levit believed there were two separate issues. Traffic could be reduced, but that would not stop drivers from running red lights. People violated laws to avoid the traffic congestion.

Chair Greenfield commented that he hoped Wilsonville would not have a celebrated road rage case.

Mr. Neamtzu thanked the Commissioners for their flexibility in meeting so close to Christmas.

#### **IV. ADJOURNMENT**

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:43 p.m.

Respectfully submitted,

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



**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**II. INFORMATIONAL**

A. Planning Commission Chair and Vice Chair Nomination



**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**III. WORK SESSIONS**

~~A. Water Treatment Plant Master Plan (Mende)~~



**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**III. WORK SESSIONS**

B. Frog Pond Master Plan (Neamtzu)



# FROG POND AREA PLAN

Creating a great community

## Frog Pond Master Plan Work Session

### Wilsonville Planning Commission

**Date:** January 11, 2017

Wilsonville City Hall  
29799 SW Town Center Loop East,  
Wilsonville, OR 97070  
Council Chambers

## Agenda

### *90-minute work session*

#### **Welcome, Work Session Overview, and Next Steps**

Chris Neamtzu

- Where we are in the process

#### **Update on School District Properties**

##### *Briefing*

Chris and Tim  
Woodley

#### **Draft Master Plan**

Joe Dills

##### *Presentation, discussion, and direction:*

- See attached overview memo and draft Master Plan dated January 4, 2017

#### **Public Comment**

Chair Greenfield

*Input:* This is an opportunity for visitors to provide brief comments to the Planning Commission.

#### **Adjourn**

For additional information, visit the project website at [www.ci.wilsonville.or.us/frogpond](http://www.ci.wilsonville.or.us/frogpond) or contact Chris Neamtzu, City of Wilsonville Planning Director, at [Neamtzu@ci.wilsonville.or.us](mailto:Neamtzu@ci.wilsonville.or.us) or 503-570-1574.

# Memorandum



1/4/2017

**To:** Wilsonville Planning Commission  
**Cc:** Chris Neamtzu  
**From:** Joe Dills, Angelo Planning Group  
**Re:** January 11, 2017 Frog Pond Work Session – Overview of Packet Materials

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The following is a brief overview of the agenda topics and materials for the Commission’s next work session on the Frog Pond Master Plan.

## Update on School District Properties

The item will provide an update from Tim Woodley of the West Linn-Wilsonville School District regarding their properties within Frog Pond West.

As communicated last month, the District has stated its intent to build a future school on their 10-acre property on Boeckman Road. The draft Master Plan now includes that use. The District also owns an adjacent 5-acre parcel. In recent discussions with the City, the District has indicated the 5-acre parcel should be considered “land-banked” for optional land uses, including school facilities, a neighborhood park, and/or residential use. As discussed during the Frog Pond planning process, there is a need and intent for a neighborhood park to serve Frog Pond West. The City is very interested in acquisition of a portion of the District’s 5-acre parcel for that park, and is discussing a partnership with the District toward that goal.

The applicable parts of the Frog Pond West Master Plan (e.g. land use text, Land Use and Subdistricts Map, Street Demonstration Plan, park and open space text), previously reviewed by the Commission, have been modified to accommodate the future school and various uses on the adjacent 5-acre parcel.

## Draft Master Plan

A draft Master Plan report, dated January 4, 2017, is attached for the Commission’s review and discussion. This is a “90% Draft”. More work is intended to finalize graphics, address final code-related issues, fill out the Implementation chapter, and respond to Commission direction. The staff presentation will be limited to an overview. Staff suggests this agenda item flow in response to Commission comments and questions, working from the beginning to the end of the draft document.



**PLANNING COMMISSION  
WORKSESSION STAFF REPORT**

<b>Meeting Date:</b> January 11, 2017		<b>Subject:</b> Frog Pond Master Plan	
		<b>Staff Member:</b> Chris Neamtzu, Planning Director <b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable <b>Comments:</b> N/A	
<b>Staff Recommendation:</b> Review the draft (90%) <i>January 4, 2017 Frog Pond Master Plan</i> document and provide staff with direction in preparation for another worksession in February.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities Adopt the Frog Pond Master Plan	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COMMISSION:**

The project team is pleased to present a 90% draft of the *January 4, 2017 Frog Pond West Master Plan* (the Plan). The Plan has been under development over the course of 2016 and is anticipated to be reviewed in a public hearing in March, 2017. Given the recent information provided by the school district, there have been numerous changes to maps, graphics and text to address the potential siting of a future school fronting on Boeckman Road in the West Neighborhood.

## **EXECUTIVE SUMMARY:**

Staff has been working with the community and Commission over the course of 2016 on the concepts, vision and implementation strategies that are included in the January 4, 2017 draft *Frog Pond West Master Plan*. The project team has generated numerous memoranda that address individual chapters of the master plan document, gathered input via public open houses as well as conducted numerous work sessions with the Commission and Council. Overall, phase 2 of the project has gone smoothly with a lot of interest being generated from the development community.

The information contained in the Master Plan is largely based on the Frog Pond Area Plan (i.e. the Concept Plan) that was adopted by the City Council in November, 2015. Given the new information provided by the School District identifying their southernmost 10-acre parcel fronting on Boeckman Road as a future school site, there are many elements of the Plan that have had to be modified. Most notably is the street grid which is the base of many master plan graphics. The District's adjacent 5-acre parcel is "land banked" but is shown as "future neighborhood park" based on preliminary discussions with the School District during the Master Plan process. The City's intent is to work with the District to acquire the site and develop it for a neighborhood park. The City and District have a long history of partnering on such projects. The location and characteristics of the site are ideal for a neighborhood park, because: the school and park are co-located, resulting in a multi-purpose community gathering place; significant open space is provided by the adjacency of the school play fields, park, and Willow Creek SROZ; and both uses benefit from excellent access from the adjacent neighborhood streets.

Given the numerous changes that have occurred since the re-scheduled December meeting, staff considers this a 90% master plan document. The final draft master plan document along with the final draft of the Development Code and Comprehensive Plan language will be prepared for the Commission's worksession in February. Staff appreciates a thorough review by the Commission as we head into preparing the final draft of the Master Plan.

## **EXPECTED RESULTS:**

Adoption of the Frog Pond West Master Plan will set the stage for the next generation of great Wilsonville neighborhoods.

## **TIMELINE:**

The project team proposes Planning Commission work sessions in January and February, followed by a public hearing in March. The Council will conduct work sessions during the same general timeframe in preparation for hearings following the Planning Commission review and recommendation.

## **CURRENT YEAR BUDGET IMPACTS:**

The Frog Pond Master Plan is largely a grant funded project, with funds being provided by Metro's Community Planning and Development Grant program.

**FINANCIAL REVIEW / COMMENTS:**

Reviewed by:      Date:

**LEGAL REVIEW / COMMENT:**

Reviewed by:      Date:

**COMMUNITY INVOLVEMENT PROCESS:**

This work is on-going. Community involvement is encouraged and accommodated at every Commission worksession. Ample opportunities exist over the next several months as the Plan comes together for public hearing.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups):

The creation of a new neighborhood in the Frog Pond West area will provide citizens with new housing choices as well as a future school, parks, trails and open spaces.

**ALTERNATIVES:**

The Concept Plan process included many alternatives. The Master Plan is honing in and refining the adopted concepts contained in the Concept Plan.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

*DRAFT January 4, 2017 Frog Pond West Master Plan*



# FROG POND WEST

*Master Plan*



*A Vision and Implementation Strategy for Wilsonville's  
Next Great Neighborhood*

**Draft**

**JANUARY 4, 2017**



# A VISION FOR FROG POND IN 2035

*The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.*

Funding for the Frog Pond Area Plan was provided by a Metro Community Planning and Development Grant and the City of Wilsonville.



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Frog Pond **WEST**

Boeckman Road

Wilsonville Road



Willamette River

# Purpose and Scope



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## PURPOSE

The purposes of the Frog Pond West Master Plan are to:

1. Establish the overall vision for the Frog Pond West Neighborhood.
2. Illustrate and define neighborhood-specific plans and requirements for land use, streets, pedestrian connections, bike routes, parks and open spaces, and natural resource areas.
3. Describe and illustrate the City's expectations for high-quality architectural and community design.
4. Serve as the guide for coordinating individual developments and public realm improvements into a cohesive whole.
5. Provide implementation strategies for land use regulations and infrastructure funding.

## SCOPE AND REGULATORY ROLE

The Master Plan applies to the 181-acre area added to the Urban Growth Boundary (UGB) in 2002, located west of Stafford Road and north of Boeckman Road in East Wilsonville. Frog Pond West is approximately one-third of the area that was concept planned as part of the Frog Pond Area Plan (Area Plan), which was adopted by the Wilsonville City Council on November 16, 2015. The chapters of the Master Plan address Frog Pond West's intended vision; land use; residential and community design; transportation; parks and open spaces; and street trees, gateways, and signage. Regulatory and infrastructure funding implementation are also included. Infrastructure plans were completed as part of the Area Plan, and are included in the Appendix for reference.



# Frog Pond WEST

## Master Plan

The Frog Pond West Master Plan is an adopted “supporting document” of the Wilsonville Comprehensive Plan (Plan), with the regulatory force and effect of the Plan. The Master Plan fits within a three-part regulatory structure for development review in Frog Pond West. The Comprehensive Plan establishes the policies and high level intent for Frog Pond West. The Master Plan establishes the overall vision, descriptive and illustrative guidance, and geographically-specific requirements for development, with a focus on integrating private development with planned public realm improvements. The Development Code (Code) establishes the zoning, standards, and procedures for development. The Code references parts of the Master Plan as regulatory elements, which are applied as standards and review criteria. Those parts of the Master Plan not specifically referenced by the Code are descriptive and illustrative of the City’s general expectations for development—they will be used as guidance to the City’s discretionary review of development.

## THE PLANNING PROCESS

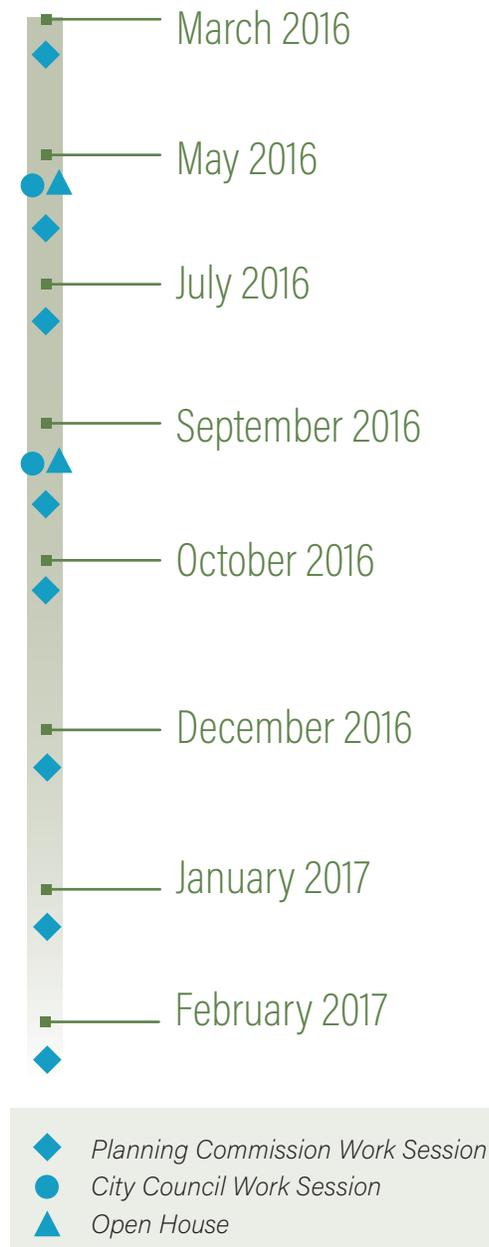
Planning for the Frog Pond Area as part of Wilsonville began with the City’s first City Plan in 1972, where it was shown as a residential area. The context for that vision evolved over time through the introduction of statewide planning, Wilsonville’s first Comprehensive Plan, the inclusion of the area in the UGB, and the designation of urban reserves. Figure 1 depicts key milestones during the four decades that led up to concept planning for the Frog Pond Area and master planning for Frog Pond West.

The Frog Pond Area Plan was a two-year planning process that provided extensive opportunities for community involvement, including:

**Figure 1.** Wilsonville Planning Milestones



**Figure 2.** Frog Pond Master Plan



- May 2014: Frog Pond Area Plan Kick Off
- October 2014: Open House and Online Survey
- January 2015: Joint City Council / Planning Commission Work Session
- April 2015: Open House and Online Survey
- June - August 2015: City Council / Planning Commission Work Sessions
- September - November 2015: Area Plan Adoption

Building from the community involvement process used for the Area Plan, the Master Plan was created through an open and inclusive process that began in March 2016 and continued through early 2017. The process included:

- Eight work sessions with the Planning Commission.
- Two briefings with the City Council.
- Two community Open Houses.
- Ongoing maintenance of the project website.
- Ongoing provision of public information through email updates to the Interested Parties email list, articles in the Wilsonville Spokesman, updates in the Boones Ferry Messenger, and mailed notices of events.
- Stakeholder meetings with developers and property owners regarding the draft infrastructure funding plan.
- Many individual meetings and communications with property owners and interested parties.



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# Vision, Principles, and Intent



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## VISION

The vision for Frog Pond West was first crafted as part of the Frog Pond Area Plan (see inside cover). The specific vision for Frog Pond West is consistent with the Area Plan. The vision is for Frog Pond West to be:

- **A great neighborhood** that is a connected part of Wilsonville.
- **A cohesive place** where individual private developments and public realm improvements fit seamlessly together into a coordinated whole.
- **A neighborhood** with walkable and active streets, a variety of housing, extensive walking and biking routes, an excellent school, and quality parks, open spaces, and natural areas.
- A part of the city known for its **high quality architectural and community design.**
- A part of Wilsonville that has **visual and physical access to nature.**



### PRINCIPLES

As with the vision statement, the guiding principles for Frog Pond West were crafted and adopted as part of the Area Plan. In addition, the City developed residential design principles, called the Ten Essentials of Residential Design, which are listed on page 12.

#### Guiding Principles from the Frog Pond Area Plan

The following Guiding Principles were adopted as part of the Frog Pond Area Plan and apply to the Master Plan.

##### *Create great neighborhoods*

Frog Pond’s homes, streets, open spaces, neighborhood-scale retail, and other uses fit together into walkable, cohesive, and connected neighborhoods. Frog Pond is a fun place to live.

##### *Create a complete streets and trails network*

Streets are designed for safe and enjoyable travel by bike, on foot, or by car. A great network of trails is provided. Safe crossings and connections are provided throughout the street and trail network.

##### *Provide access to nature*

The creeks and natural areas provide opportunities to see and interact with nature close to home.

##### *Create community gathering spaces*

Beautiful parks, quality schools, and other public spaces serve as community centers and gathering places. The land uses, transportation, and open space around the Advance Road school and park sites support a compatible neighborhood plan in that area. The Frog Pond Grange, and adjacent uses, fit together as a focal point of the community.

##### *Provide for Wilsonville’s housing needs*

A variety of attractive homes are provided to fulfill the City’s housing needs and align with the market. Single-family homes, including some on large lots, are a significant part of the mix. Neighborhoods are designed to be multi-generational and offer a diversity of attractive housing options at a variety of prices.

##### *Create a feasible implementation strategy*

A realistic funding plan for infrastructure, smart and flexible regulations, and other strategies promote successful implementation of the plan.

##### *Frog Pond is an extension of Wilsonville*

Frog Pond is truly connected—it is an easy and safe walk, drive, bike trip, or bus ride to other parts of Wilsonville, and Frog Pond feels like a well-planned extension of the city.

##### *Retain trees*

Mature native trees are integrated into the community to enhance the area’s character and value.



### *Honor Frog Pond's history*

A sense of history is retained, recognized, and celebrated.

### *Provide compatible transitions to surrounding areas*

New urban land uses are good neighbors to adjacent rural land uses, future developable areas, and existing neighborhoods. The plan provides for future growth of the City into adjacent urban reserves.

### *Promote healthy, active lifestyles*

Extensive walkways, community gardens, recreational facilities, and other elements support active and healthy lifestyles.

### *Integrate sustainability*

The plan integrates solutions which address economic, environmental, and social needs. Frog Pond is a sustainable community over the long term.

### *Coordinate with Wilsonville's transportation network*

The plan is consistent with the Wilsonville Transportation System Plan for all modes of travel: trails, bikeways, SMART, and vehicles. Traffic impacts are managed for key streets and intersections, including the I-5 interchanges.

## **Process Principles**

- *Provide early and ongoing opportunities for stakeholders to raise issues and concerns.*
- *Facilitate equitable and constructive communication between the public and the project team.*
- *Empower residents to become involved with the project.*
- *Provide the public with balanced and objective information to help them understand issues, alternatives, opportunities, and solutions.*
- *Aim to create the best product, a model that could be used in other communities.*



## The Ten Essentials of Residential Design

1. Each home is part of the larger neighborhood and community.
2. Front doors and walkways should face streets.
3. The front yard and porch or stoop are “semi-public” spaces.
4. Parking and driveways should not dominate.
5. Garages should not dominate.
6. Details are important.
7. Variety is the spice of good design.
8. Green is great.
9. Design guidelines should be tailored to each zone.
10. Adopt the fewest number of rules needed to get the job done.



## KNITTING TOGETHER A LIVABLE NEIGHBORHOOD

Frog Pond West is a unique opportunity for a walkable, cohesive neighborhood that looks, feels, and functions as a master planned community. But it faces some challenges: the 181-acre area is comprised of 32 tax lots and 26 different ownerships (as of 2015); development is likely to occur incrementally, perhaps through 10-15 different development reviews spanning 10-20 years; and parcel lines are oriented north-south and east-west, but topography and other natural conditions in some areas will require development patterns that fit the landscape rather than straight parcel boundaries.

The Master Plan and its implementing regulations provide solutions and strategies to help overcome the above-listed challenges, with a goal of knitting together a cohesive, livable neighborhood. Those solutions and strategies include:

- A. Comprehensive Plan and Code Requirements.** Creating a cohesive neighborhood is a stated purpose and goal within the Comprehensive Plan, the Master Plan, and the implementing code.
- B. Planned Development Review (PDR) process.** The PDR review process will ensure that code requirements are met, with flexibility for site planning and adaptation to local site conditions.
- C. Street demonstration plan.** A street “demonstration plan” illustrates the intended level of street connectivity, with flexibility to propose site-specific street alignments and types.
- D. Community gathering places.** A 2.5-acre public park will provide a community gathering place enjoyed by all residents of the neighborhood. A 1.5-acre linear park will provide another key green space that links the neighborhood to the Boeckman Trail and Boeckman Creek resource area. A future school will serve both Frog Pond West and adjoining neighborhoods.
- E. Street tree plan.** The street tree plan will provide continuity and wayfinding between individual developments.
- F. Gateway, monuments, and signage plan.** Coordinated entry gateways, monuments, and signage will help reinforce the cohesive identity of the neighborhood.



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# Land Use



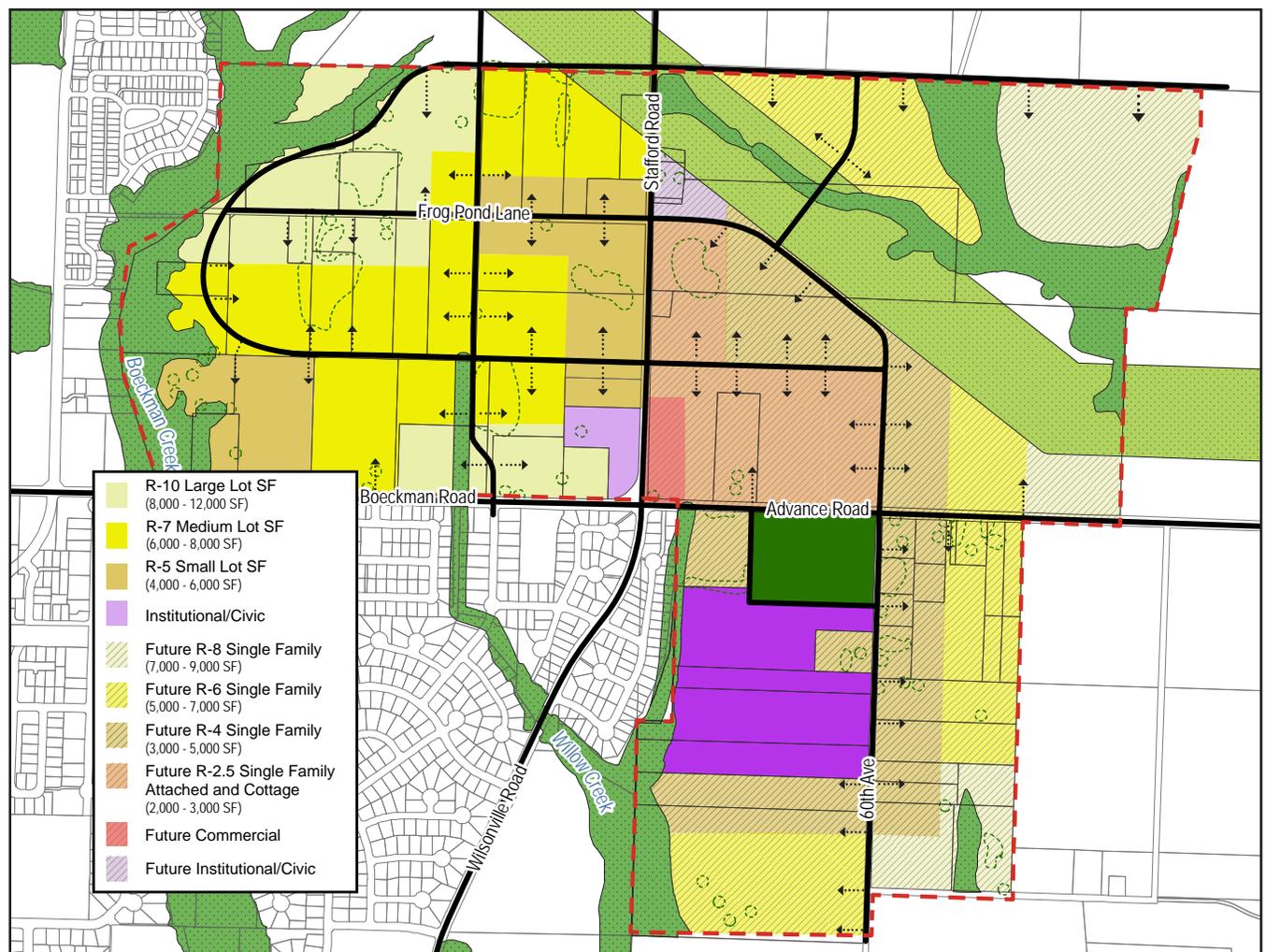
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## FROG POND AREA PLAN CONTEXT

The 181-acre Frog Pond West Neighborhood is part of the larger 500-acre Frog Pond Area, which has been planned by the City in the adopted Frog Pond Area Plan.<sup>1</sup> The entire Frog Pond Area is a logical and intuitive extension of the City of Wilsonville. Historically, it was part of the City's early settlement pattern, with important gathering places for the rural farming community, such as the Grange Hall (originally the Frog Pond School) and the Frog Pond Church. Physically, it is adjacent to key connector streets (e.g. Wilsonville and Boeckman Roads), existing neighborhoods, and natural areas such as Boeckman Creek. Even the shape of the study area wraps around the edge of the community. The Frog Pond Area is naturally comprised of three parts: the area west of Stafford Road, which is inside the Urban Growth Boundary and is

<sup>1</sup> The Frog Pond Area Plan, A Concept Plan for Three New Neighborhoods in East Wilsonville, was adopted by the Wilsonville City Council on November 16, 2015.



the subject of the Master Plan; the area east of Stafford Road and north of Advance Road; and the area south of Advance Road. The Area Plan utilizes this framework to establish a vision for three new walkable neighborhoods: Frog Pond West, Frog Pond East, and Frog Pond South.

The Area Plan provides an area-wide concept plan that includes a land use framework, transportation framework, bicycle/pedestrian framework, and parks framework (see Appendix B). The Area Plan also includes the following elements that set the planning context for the Frog Pond West Master Plan:

- A vision statement and guiding principles for the Frog Pond Area.
- A framework for three walkable and connected neighborhoods.
- A phased residential land use strategy that emphasizes low density and detached homes in the West Neighborhood, and a greater mix of housing types in the East and South Neighborhoods.
- Demonstration plans that illustrate community design principles.
- A future 3.2-acre neighborhood commercial center in the East Neighborhood.
- Five civic land uses: the Frog Pond Grange, the Community of Hope Church, the 10-acre Community Park, the 30-acre middle school and future school site south of Advance Road, and the 10-acre future school site in Frog Pond West.<sup>2</sup>
- A network of streets, traffic controls, intersection treatments, and potential local street connections.
- A network of bicycle routes, pedestrian routes, and trails. The trails wrap around the area and include the Boeckman Trail, BPA Easement Trail, School Connection Trail, and 60th Avenue Trail.
- Two parks and a future school site in the West Neighborhood, a neighborhood park in the East Neighborhood, and schools in the South Neighborhood—all connected by pedestrian routes, bike paths, and trails.<sup>2</sup>
- Infrastructure plans to support full buildout of the area.

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<sup>2</sup> The future school site in the West Neighborhood was added as part of the Frog Pond West Master Plan process.



## PLANNING AND ZONING DESIGNATION – RESIDENTIAL NEIGHBORHOOD

A new “Residential Neighborhood” Comprehensive Plan Map and Zoning Map designation will be applied to Frog Pond West. The purpose of the new designation is to explicitly implement the vision for Frog Pond West as a great neighborhood, as described in the following Comprehensive Plan policy:

**Policy 4.1.7a** *New neighborhoods in residential urban growth expansion areas maybe designated “Residential Neighborhood” on the Comprehensive Plan Map.*

The purpose of the Residential Neighborhood designation is to:

1. Implement legislative Area Plans and Master Plans for new neighborhoods in Wilsonville.
2. Create attractive and connected residential neighborhoods.
3. Regulate and coordinate development to result in cohesive neighborhoods that include: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and connections to and integration with the larger Wilsonville community.
4. Encourage and require high-quality architectural and community design.
5. Provide transportation choices, including active transportation options.
6. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is adequate visual and physical access to nature.

The Residential Neighborhood designation has been crafted so that it may be applied to the other neighborhoods within the Frog Pond Area Plan, as well as any other areas the City deems appropriate. Figure 3 shows the Residential Neighborhood designation in the context of surrounding Comprehensive Plan designations.

The Residential Neighborhood Zone district (RN) implements the Comprehensive Plan. It is a hybrid of the zoning approach used within the City’s Planned Development Residential Zones and the Villebois Village Zone. It includes the elements summarized below and described in more detail in the Master Plan and in the Code.

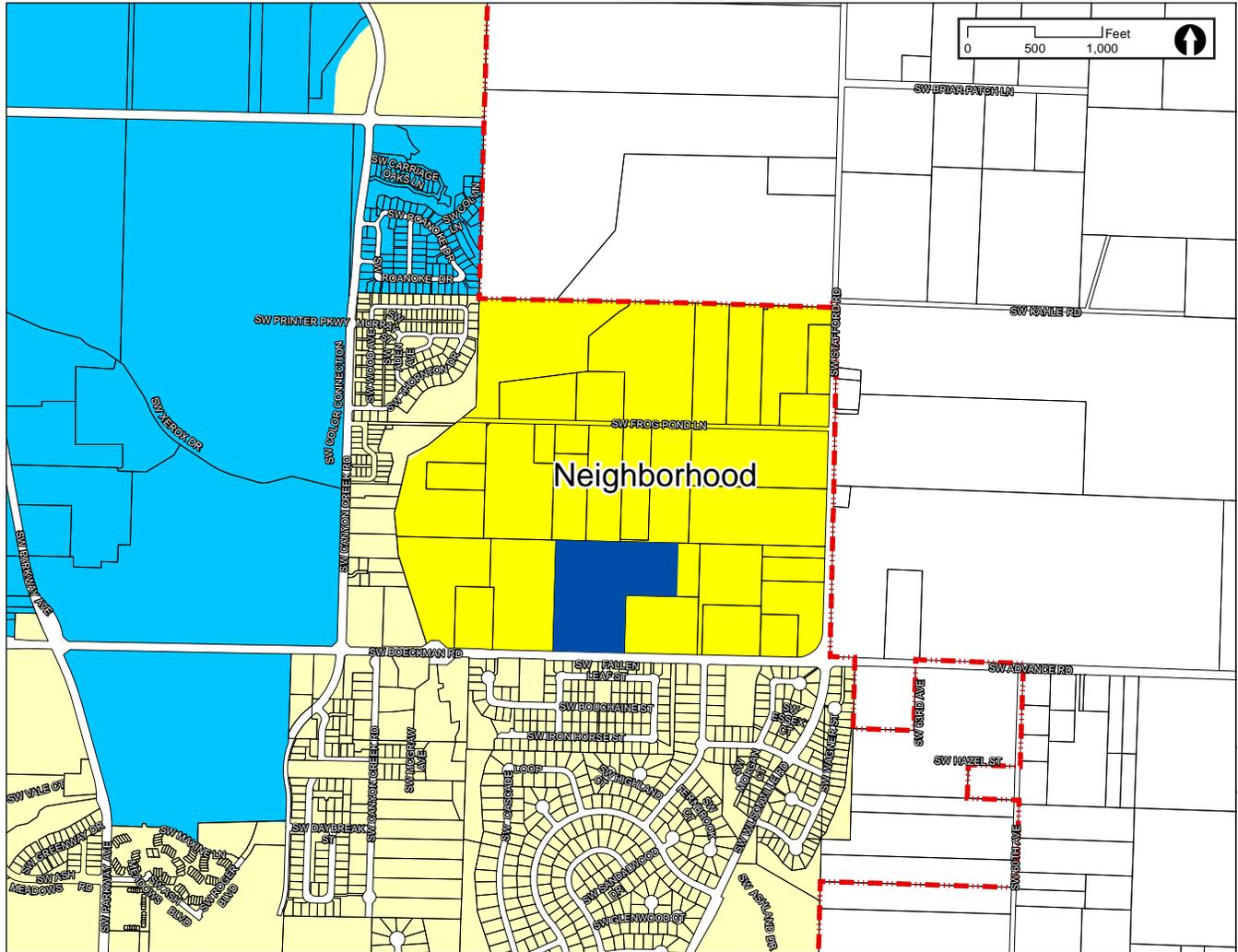
- **Purpose.** The purpose statement mirrors the Comprehensive Plan policy cited above.
- **Planned Development Residential procedures.** The RN Zone will be administered through the same process as PDR Zones are in other areas of the City.



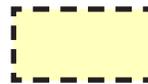
# Frog Pond WEST

## Master Plan

**Figure 3.** Neighborhood Comprehensive Plan Designations



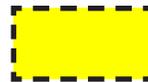
Industrial Plan Designation



Residential Plan Designation



Public Facilities



Neighborhood Plan Designation



- **Uses similar to PDR but updated for Frog Pond.** The use lists from PDR have been used as a starting point for the RN Zone.
- **Subdistricts.** The Master Plan and the RN Zone establish “subdistricts” to geographically specify the minimum and maximum number of residential dwellings in each subdistrict area of the neighborhood.
- **Development standards tailored to Frog Pond.** Using the PDR development standards as a base, development standards have been updated, as needed, to implement planning for Frog Pond.
- **Residential design standards.** The RN Zone includes residential design standards addressing main entrances, garages, architectural detailing and quality, and house plan variety.

## FROG POND WEST RESIDENTIAL SUBDISTRICTS

The Master Plan establishes “subdistricts” to specify the minimum and maximum number of residential dwellings within twelve subareas of the neighborhood. The number of dwellings and density distribution are consistent with those adopted in the Frog Pond Area Plan. They are grouped into three “zones”: R-10 Large Lot, R-7 Medium Lot, and R-5 Small Lot single family districts. The key elements of the subdistrict approach include:

- **Net acreage calculations.** The density metrics are based on estimates of “net” buildable land, consistent with the Area Plan. Net buildable land is the remaining acreage after removing land for streets, Significant Resource Overlay Zones, storm water facilities, existing homes, wetlands, and the two planned parks.
- **Maximum densities.** The maximum number of dwellings in a subdistrict is the net buildable acres divided by the average lot sizes assumed in the Area Plan: 10,000 net sq. ft. for R-10 Large Lot Single Family; 7,000 net sq. ft. for R-7 Medium Lot Single Family; and 5,000 net sq. ft. for Small Lot Single Family.
- **Minimum densities.** The minimum number of dwellings in a subdistrict is 80% of the maximum, as required by the Wilsonville Comprehensive Plan and Development Code.
- **Proportional basis for density calculations.** Where a subject property spans more than one subdistrict, or comprises only a portion of a subdistrict, the minimum and maximum densities are established on a proportional



basis, using gross acreage. See Appendix C for further information on the subdistrict metrics and method for calculating proportional density.

- Flexibility.** The City may allow a reduction in the minimum density for a subdistrict when it is demonstrated that the reduction is necessary due to topography; protection of trees, wetlands, and other natural resources; constraints posed by existing development; infrastructure needs; provision of non-residential uses; or similar physical conditions.

The subdistrict approach provides a straightforward and clear method of establishing lot types, densities, and standards that implement the Area Plan. It eliminates the uncertainty that the City, property owners, and developers often face when using the old formulas for density calculation in the Code. The draft Frog Pond West subdistrict method is simpler and more predictable for all parties, while still providing flexibility. Table 1 lists the minimum and maximum dwelling units in each subdistrict.

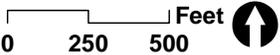
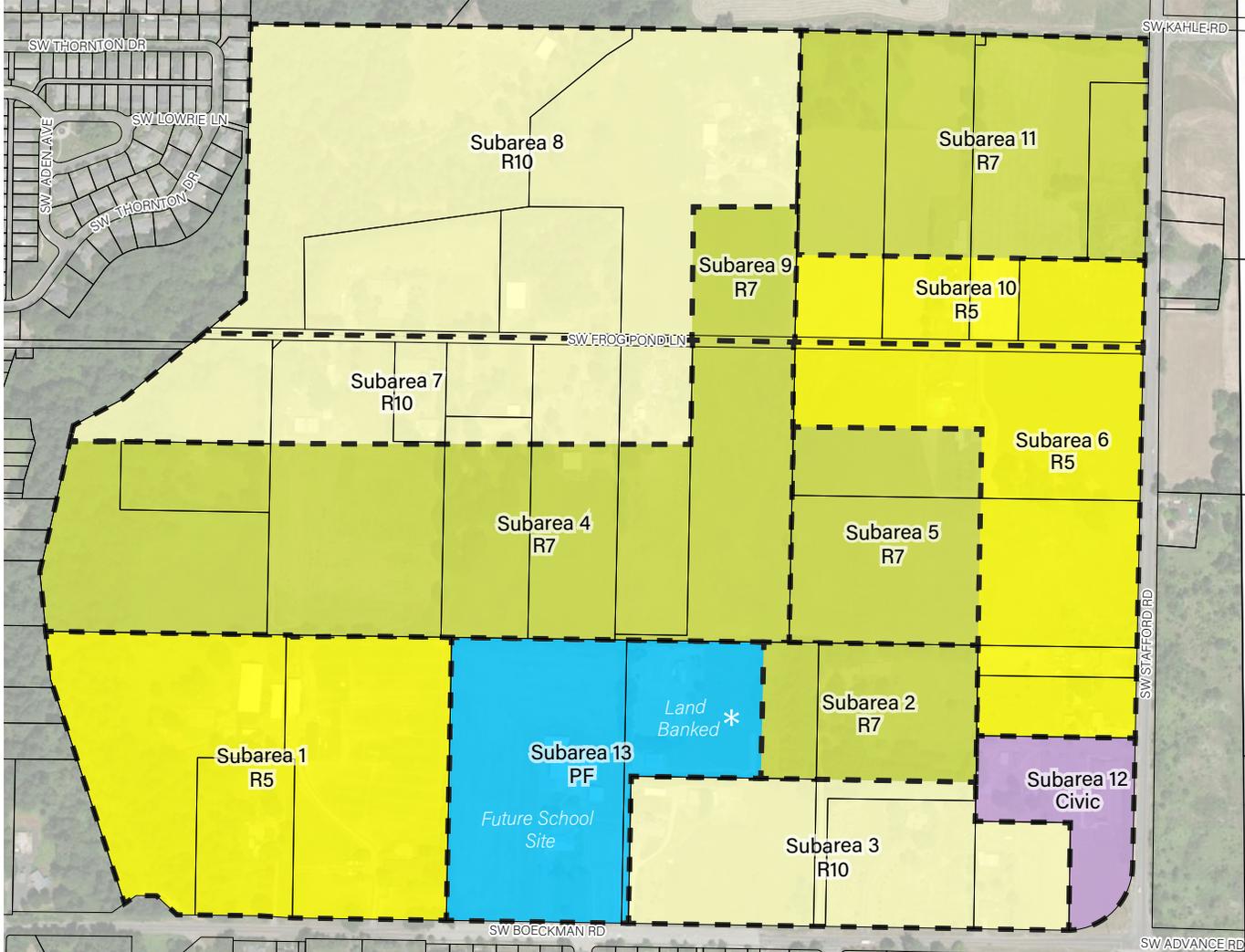
Table 1. Minimum and Maximum Dwelling Units Permitted in Each Subdistrict

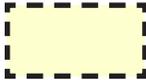
Area Plan Designation	Frog Pond West Subdistrict	Minimum Dwelling Units in Subdistrict	Maximum Dwelling Units in Subdistrict
R-10 Large Lot Single Family	3	26	32
	7	24	30
	8	43	53
R-7 Medium Lot Single Family	2	20	25
	4	86	107
	5	27	33
	9	10	13
	11	46	58
R-5 Small Lot Single Family	1	66	82
	6	74	93
	10	30	38
Civic	12	0	7 <sup>a</sup>
Public Facilities (PF)	13	0	0
<b>TOTAL</b>		452	571

<sup>a</sup> These metrics apply to infill housing within the Community of Hope Church property, should the property owner choose to develop housing on the site. Housing in the Civic subdistrict is subject to the R-7 Medium Lot Single Family regulations.



**Figure 4.** Frog Pond West Land Use and Subdistricts



- |   |                               |   |                   |
|---|-------------------------------|---|-------------------|
|  | R5 - Small Lot Single Family  |  | Public Facilities |
|  | R7 - Medium Lot Single Family |  | Civic             |
|  | R10 - Large Lot Single Family |   |                   |

\* Land banked for school facilities, a neighborhood park, and/or residential use.

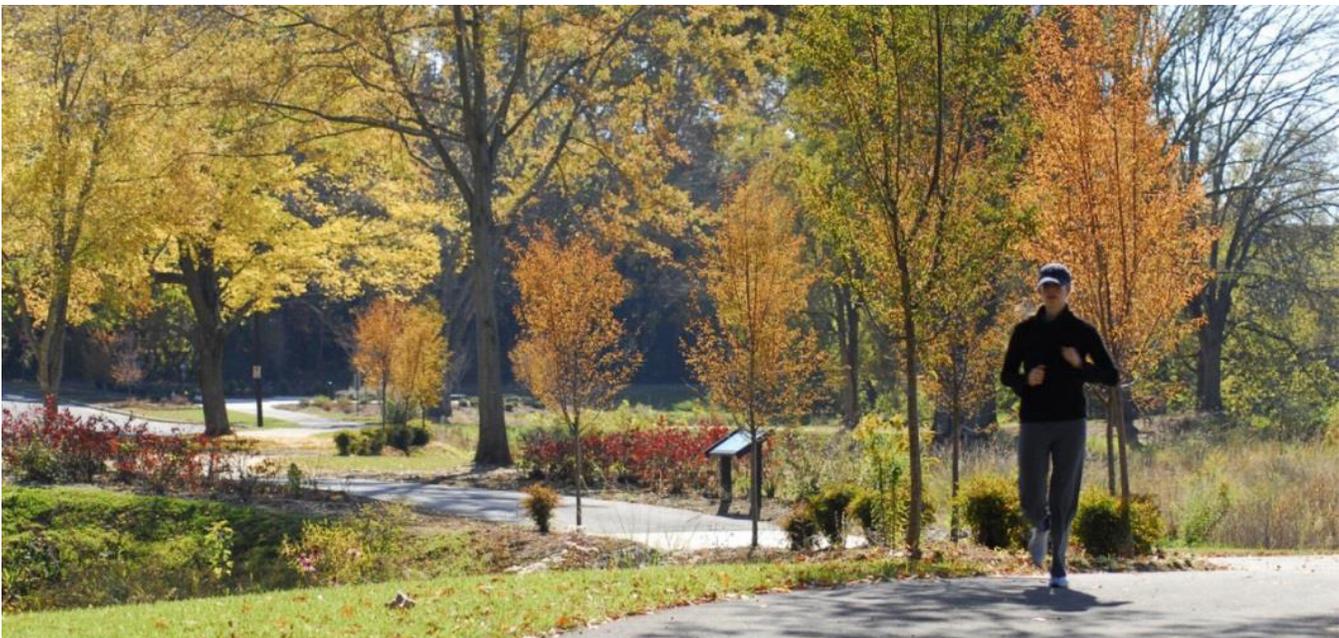


## OTHER LAND USES

Land use in Frog Pond will be predominately, but not exclusively, residential. The streets, parks, future school, natural areas, and Community of Hope Church are important parts of the overall land use pattern. The following is an estimate of the acres of broad category land uses in Frog Pond West:

- **Net Residential Area:** 86.5 Acres
- **Significant Resource Overlay Zone (SROZ):** 27 Acres
- **BPA Corridor:** 2.8 Acres
- **Streets and Pedestrian Connections:** 46 Acres
- **Future School:** 10.9 Acres
- **Neighborhood Park:** 2.5 Acres
- **Linear Park:** 1.5 Acres
- **Community of Hope Church:** 3.8 Acres
- **Total Area:** 181 Acres

The West Linn-Wilsonville School District owns three tax lots comprising 25 acres within Frog Pond West. The 10-acre property that fronts on Boeckman Road is planned for a future school, which will provide a key civic land use serving the neighborhood and surrounding area. The adjacent 5-acre parcel is labeled “land banked”. The intent for this parcel is for the School District to have options for its use including school facilities, a neighborhood park, and/or residential use. The district’s remaining acreage fronts on Stafford Road and is land banked for future uses, likely residential.





# Residential and Community Design



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## OVERVIEW

Wilsonville places a high priority on quality design, as expressed in the following Comprehensive Plan implementation strategy:

**Implementation Measure 4.1.5.ii** *The design of developments within the community can be regarded from two viewpoints: the design of structures as they relate to site and function (architectural design) and, their relationship to the surrounding area (community design). Both aspects shall be considered to be of equal importance. Good architectural design is necessary to provide visual variety and allow for individual identity. At the same time, good community design provides a sense of unity with other development while eliminating conflicting appearances.*

The Master Plan regulates and guides development in order to achieve quality and livability. In addition to the expectation cited above, it is the premise of the Master Plan that quality design will achieve the following benefits:

- **Economic value.** Property and structure values will be enhanced by quality development.
- **Compatibility with adjacent areas.** New development will be more acceptable to existing residents of Wilsonville if the City's high standards for quality design are implemented and enhanced.
- **Coordinated and cohesive development.** As described above, one of the key challenges for Frog Pond West is to knit individual developments together into a coordinated and cohesive whole. The design standards in the Master Plan are intended to help achieve that outcome.
- **Safety.** The Master Plan emphasizes walkability on multiple levels (e.g. street plan, orientation of residential main entrances toward streets). The intent is to create a neighborhood where walking is safe, inviting, and comfortable.
- **Precedence for future neighborhoods.** Frog Pond West is the first of the new residential expansion areas that will be developed in Wilsonville, principally in East Wilsonville. It is important that a successful precedent is set, and quality design is a key tool to achieve that outcome.



## MAIN ENTRANCES

### Principles

- Each home is part of the larger neighborhood and community.
- Front doors and walkways should face streets.
- The front yard and porch or stoop are “semi-public” spaces.

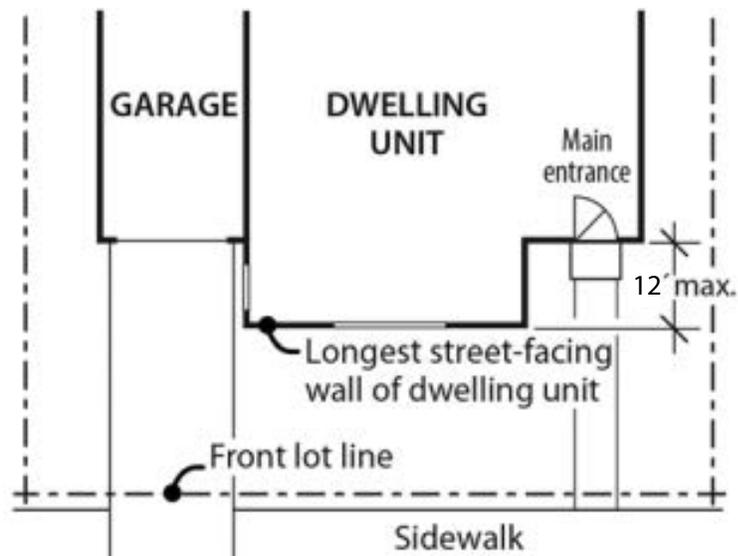
### Master Plan Intent

The location of front doors, and their direct connections to the street, should:

1. Support a physical and visual connection between the living area of the residence and the street;
2. Enhance public safety for residents and visitors and provide opportunities for community interaction;
3. Ensure that the pedestrian entrance is visible or clearly identifiable from the street by its orientation or articulation; and
4. Ensure a connection to the public realm for development on lots fronting both private and public streets by making the pedestrian entrance visible or clearly identifiable from the public street.

The Code standards require a direct visual connection between the front door of the home and the front yard and street. Porches are an excellent way to emphasize this relationship and create a transition between the private realm of the home, the “semi-public” realm of the front yard, and the public realm of the sidewalk and street.

**Figure 5.** Main Entrances



Precedents:  
**Main Entrances**



*Porches and yards that blend with the streetscape invite play and relaxation, fostering a sense of community.*



*Doors and porches facing the street increase neighborhood safety and a sense of community.*



*Houses where windows and doors are hidden from the street detract from the perceived safety of the neighborhood, because no one is aware of what happens in the street.*



*Well-designed garage doors help to create a more attractive neighborhood street.*



## GARAGES

### Principles

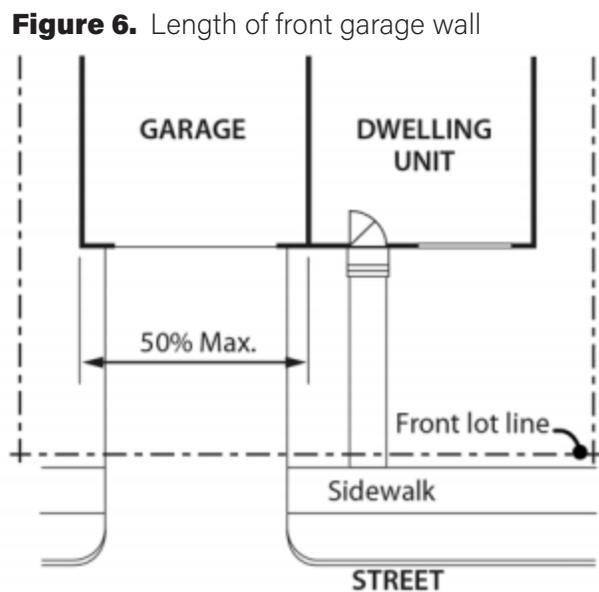
- *Parking and driveways should not dominate.*
- *Garages should not dominate.*

### Master Plan Intent

The size and location of garages should be designed to:

1. Ensure that there is a physical and visual connection between the living area of the residence and the street;
2. Ensure that the location and amount of the living area of the residence, as seen from the street, is more prominent than the garage;
3. Prevent garages from obscuring the main entrance from the street and ensure that the main entrance for pedestrians, rather than automobiles, is the prominent entrance;
4. Provide for a more pleasant pedestrian environment by preventing garages and vehicle areas from dominating the views of the neighborhood from the sidewalk; and
5. Enhance public safety by preventing garages from blocking views of the street from inside the residence.

The Code standards require limitations on the length of the front garage wall so that they do not dominate the façade. Alleys and shared driveways are encouraged as a solution to be used where applicable; alleys are a specified solution for Small Lot Residential blocks along some collector streets. There is flexibility to have larger 3-bay garages, but with a 2-foot offset so the additional garage space is diminished in appearance. A minimum setback of 20-feet is required so that off-street parking in the driveway can be accommodated without parked cars overhanging the sidewalk.



**Figure 6.** Length of front garage wall

Precedents:  
**Garages**



*Garages that are accessed from the side of a house can reduce the visual impact of the driveway.*



*Large driveway areas disconnect houses from the street and create an unattractive frontage.*



*Recessed garages help to create a more attractive neighborhood street.*



## RESIDENTIAL DESIGN STANDARDS

### Principles

- *Each home is part of the larger neighborhood and community.*
- *Details are important.*
- *Variety is the spice of good design.*
- *Create great neighborhoods.*

### Master Plan Intent

Detailed and varied home designs are intended to:

1. Support consistent quality standards so that each home contributes to the quality and cohesion of the larger neighborhood and community.
2. Support the creation of architecturally varied homes, blocks, and neighborhoods—whether a neighborhood develops all at once or one lot at a time—avoiding homogeneous street frontages that detract from the community's appearance.

There are three groups of standards to achieve quality residential design:

- **Windows and Articulation.** Ten percent of the façade must be made up of windows, including glazed portions of doors. This percentage was tested during the preparation of the Master Plan and shown to be readily met. Varied rooflines, offsets, balconies, and other forms of articulation are required to add interest, shadow lines, and variety to the façade.
- **Design Menu.** Architectural detailing and variety is required through a flexible “menu” of standards. Builders may choose from a list of 15 standards and meet at least 5 of them. This system is in use in many cities and has proven to be effective and easily administered. Examples of the standards include: dormers, covered porch entries, second story balconies, roof overhangs (minimum 16”), decorative gables, stone or other decorative materials, transom windows, and decorative base materials (minimum 36” in height).
- **House Plan Variety.** The basic requirement is that no two adjacent or opposite dwellings may have the same elevation. Small lot developments over 10 acres are required to incorporate duplexes or attached 2-unit homes. These standards are intended to promote variety, create interesting streetscapes, and prevent monotony.





Precedents:  
**Residential Design Standards**



*Details are important.*



*Homogeneous homes, without adequate detailing and landscaping, detract from the attractiveness of the neighborhood.*



*Use of alleys and orientation to pedestrian connections provides pedestrian-friendly frontages.*



*High quality construction, detailing, and diverse architectural styles make a neighborhood more attractive.*



## LOT AND SITE DESIGN IN SMALL LOT SUBDISTRICTS

### Principles

- *Each home is part of the larger neighborhood and community.*
- *Variety is the spice of good design.*
- *Design guidelines should be tailored to each zone.*

### Master Plan Intent

Small Lot Subdistricts have unique lot and site design requirements in order to:

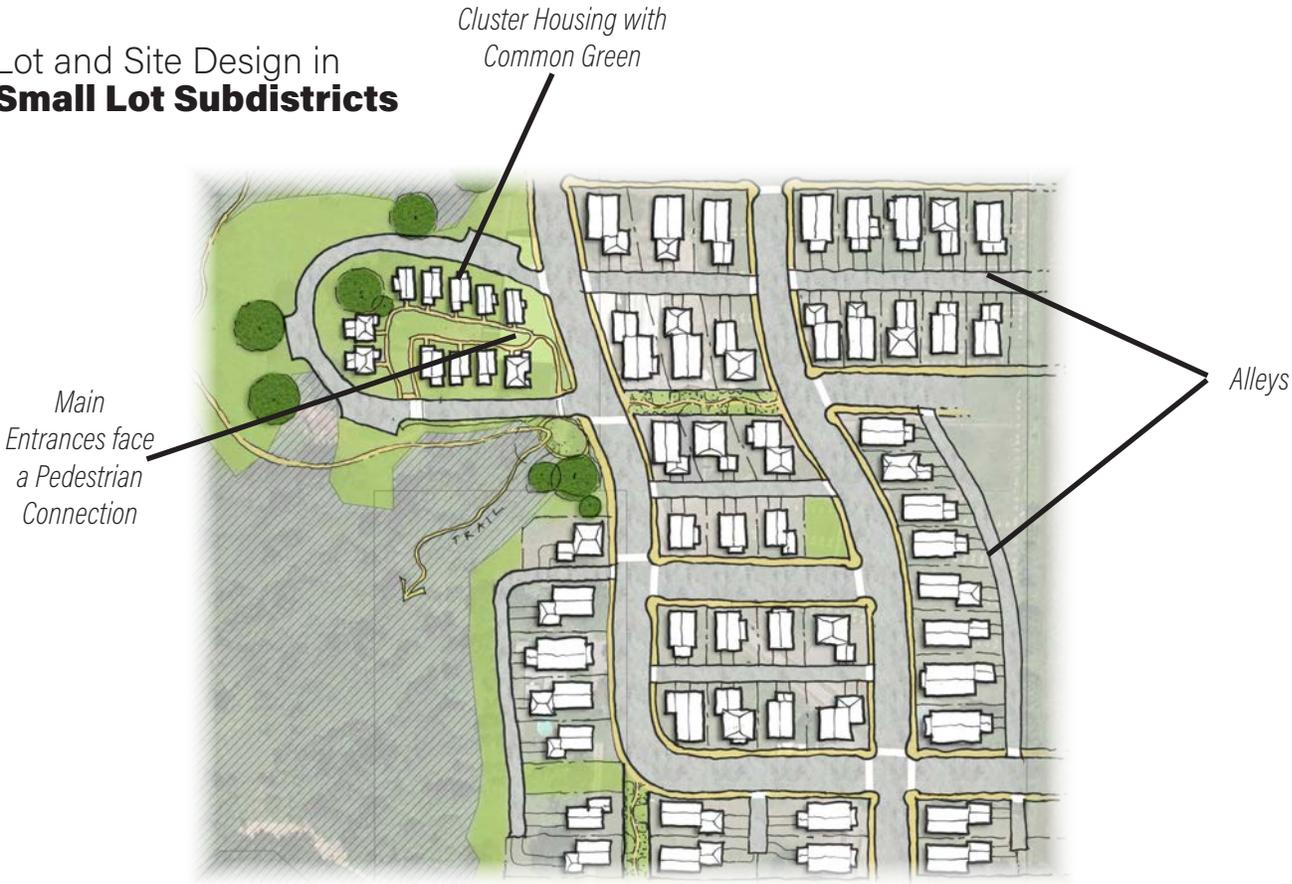
1. Ensure that development in the Small Lot Subdistricts is compatible with other developments in the Frog Pond West Neighborhood;
2. Ensure varied design that avoids homogenous street frontages;
3. Orient site design to support active pedestrian street frontages; and
4. Integrate open space into the development pattern.

Small lots present unique opportunities and challenges. On the positive side, they provide affordable housing choices, options for residents who do not want to maintain large homes and lots, and a solution for maintaining density while providing open space. They are an important part of Frog Pond's variety of housing. On the challenging side, they require careful site design to ensure an attractive street edge and compatibility with nearby larger lots. To address these issues, the Master Plan and the implementing code utilize a flexible system where one or more of the following site design elements are employed on each block:

- **Alleys**, so that streetscapes are "people places" and not dominated by closely-spaced driveways.
- **Residential main entries grouped around a common green or entry courtyard** (e.g. cluster housing) provide open space integrated with the small homes.
- **Four or more residential main entries facing a pedestrian connection** allowed by an applicable master plan to activate pedestrian connections with front doors and activity.
- **Other designs** approved by the City that meet the intent.



Lot and Site Design in **Small Lot Subdistricts**



Small Lot Single Family Demonstration Plan



Alleys.



Varied design to avoid homogenous frontages.



Residences facing pedestrian connection.



Main entries grouped around a common green.



## OPEN SPACE IN SMALL LOT SUBDISTRICTS

### Principles

- *Variety is the spice of good design.*
- *Green is great.*
- *Create community gathering spaces.*

### Master Plan Intent

The Master Plan, and the implementing code, require that open space is included in developments within Small Lot Single Family Subdistricts. The amount of open space is “10 percent of net developable area,” meaning 10% of the net area after “take-outs” for non-residential uses, SROZ-regulated lands, streets, alleys, and pedestrian connections. The required open space must be in the form of active greens, courtyards, community gardens, tot lots, public pedestrian ways, tracts with preserved trees and wetlands, and similar spaces. The City’s rationale and purpose for this open space requirement is to:

1. Add variety and livability to the built form in Small Lot Subdistricts, where density is highest in the neighborhood.
2. Provide a useful tool to preserve trees and wetlands in areas of smaller lots.
3. Provide active play spaces close to homes that have smaller yards.

Natural resource areas such as tree groves and/or wetlands and unfenced low impact development storm water management facilities may be counted toward the 10% requirement at the discretion of the City. Fenced storm water detention facilities do not count toward the open space requirement. The minimum area for a single facility or tract is 4,000 square feet so that spaces are a meaningful size for active uses or resource protection; the City may approve smaller spaces on a case-by-case basis.

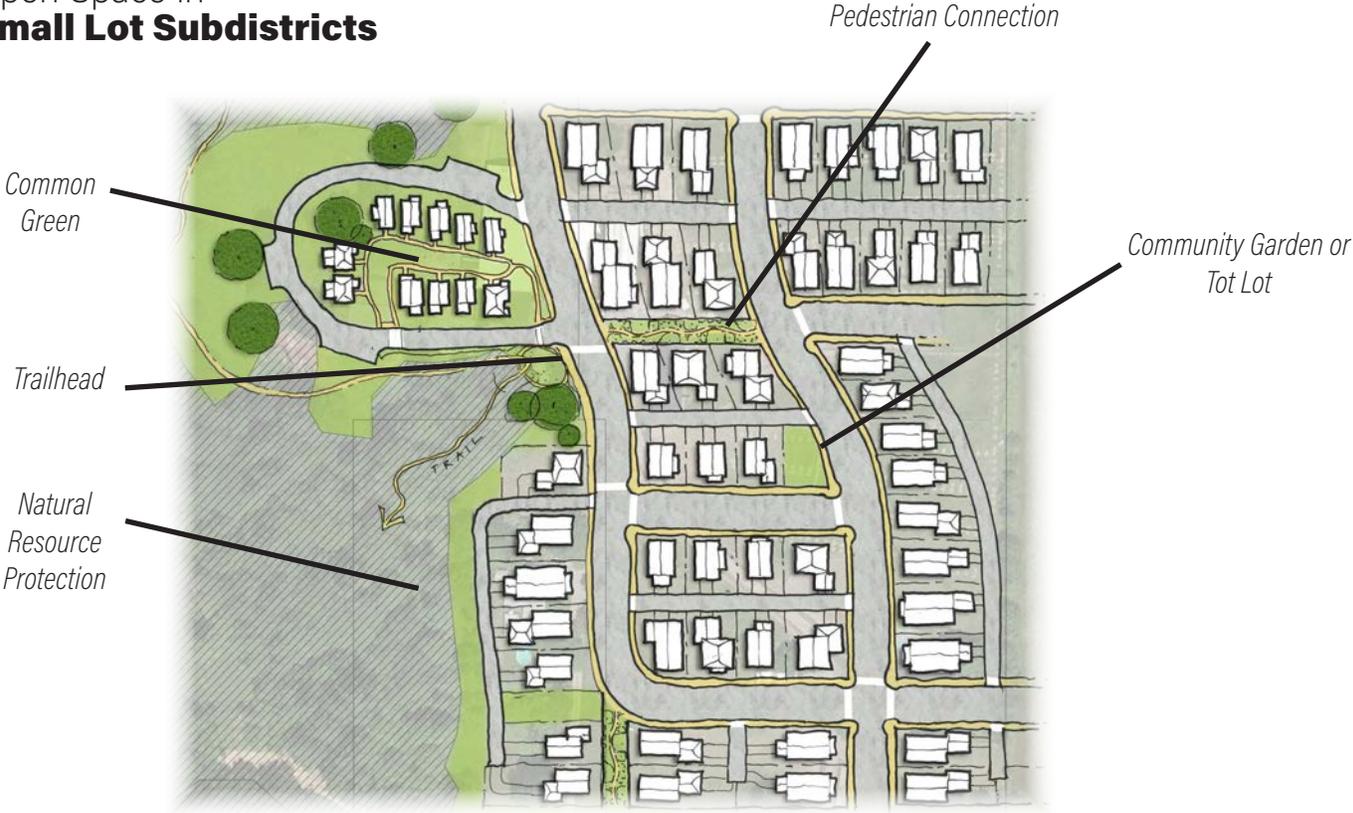
The Small Lot Subdistrict open space requirement is one part of the framework of open spaces planned for Frog Pond West. In summary, the open space framework for the neighborhood includes:

- Land within the Boeckman Creek SROZ
- SROZ along Willow Creek
- BPA Corridor
- One 2.5-acre neighborhood park and one 1.5-acre trailhead park
- A 10-acre future school
- An estimated 20% of identified wetlands
- Pedestrian greenways that will result from implementation of the Street Demonstration Plan
- Small Lot Subdistrict open spaces

Please see page page 65 for further information on the Open Space Framework.



Open Space in **Small Lot Subdistricts**



Demonstration Plan of 10% Open Space Standard in Small Lot Subdistrict



Trailhead Park



Common Green



Pedestrian Connection



Community Garden



## BOECKMAN AND STAFFORD ROAD FRONTAGES

### Principles

- *Details are important.*
- *Create a complete streets and trails network.*
- *Provide compatible transitions to surrounding areas.*

### Master Plan Intent

Boeckman Road and Stafford Road are very important streets for Frog Pond West. Visually and functionally, Boeckman Road is a “front door” to Frog Pond West. It is also a “seam” between Frog Pond West and existing neighborhoods to the south. It serves an important connecting function between East Wilsonville and Central and West Wilsonville. Stafford Road will be the new gateway into Wilsonville from the north and a seam between Frog Pond West and the future Frog Pond East.

The Master Plan seeks to: (1) Ensure that development does not “wall off” Boeckman Road and Stafford Road from their adjacent neighborhoods; (2) Create walkable and bikeable streets, even though they are arterial classifications and will carry relative large volumes of traffic; (3) Coordinate frontage standards to create an attractive edge to the neighborhood and a strong connection with the larger community; and (4) Find the right balance between a streetscape that works for people, and development that seeks residential privacy.

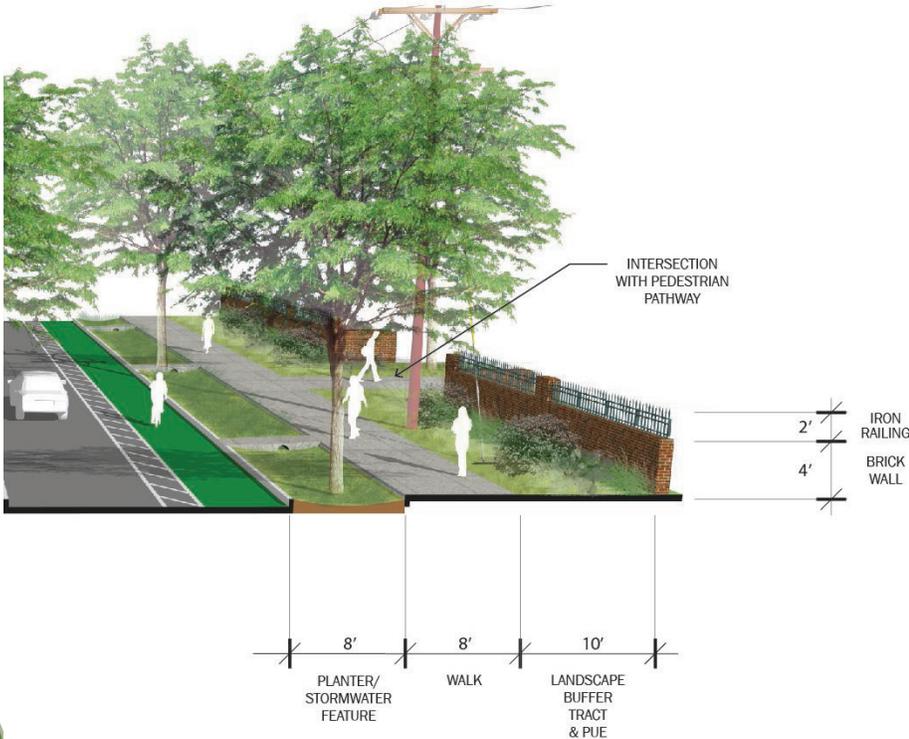
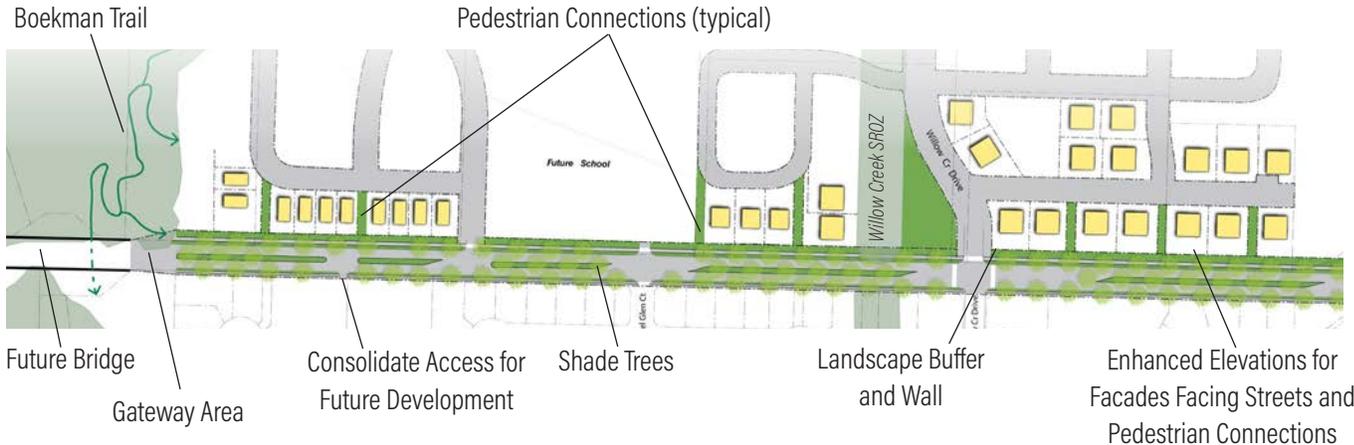
There are two strategies employed by the Master Plan to achieve the above objectives. The first strategy involves tailored cross-sections that have a planted median, a buffered bike lane, a generous planter strip and wide sidewalks. The second strategy involves coordinated frontage requirements that will create a cohesive and attractive design along the frontages of both roads. Figure 7 shows the required frontage improvements. The elements include:

1. **Brick wall with wrought iron fence on top.** The property line fencing along Boeckman Road and Stafford Road will include a 4’ high brick wall with a 2’ high wrought iron fence located at the lot line. 6’ high brick columns will be placed at regular intervals.
2. **Foundation landscaping.** Landscaping comprised of low shrubs and ornamental plants will be provided at the foot of the wall to offer variety and visual interest.
3. **Pedestrian connections.** Connections will be provided from Boeckman Road into the neighborhood, at a spacing consistent with the Street Demonstration Plan. The pedestrian connections will be consistent with the Pedestrian Connection cross-section in the Frog Pond West Master Plan.



4. **Landscape buffer tract landscaping.** A Landscape Buffer Tract will be provided between the right-of-way and the rear of the abutting lots. The buffer will be a common tract and will be planted with masses of climate-adaptive shrubs to create a landscaped edge to the streetscape and reduce the visibility of the walls.
5. **Enhanced elevations.** The street-facing facades of the homes along Boeckman will meet the standards (windows, articulation, residential design standards, house plan variety) for front elevations elsewhere. These elevations do not need to mirror the fronts, but they do need to meet the Code's standards. These "enhanced elevations" requirements also apply to facades facing pedestrian connections, parks, open space tracts and the Boeckman Trail.

**Figure 7.** Boeckman Road Frontage



## BOECKMAN CREEK FRONTAGES

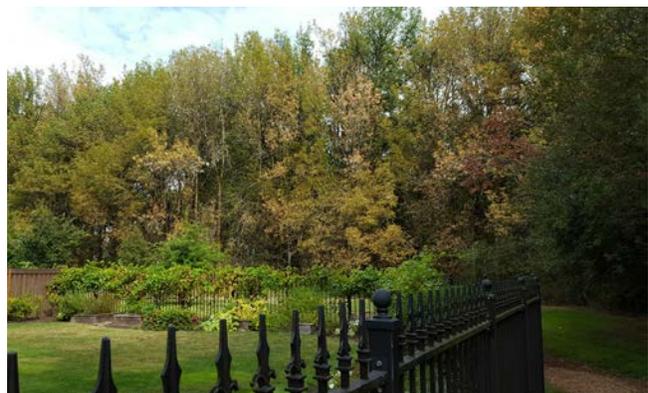
### Principles

- *Green is great.*
- *Design guidelines should be tailored to each zone.*
- *Provide access to nature.*
- *Provide compatible transitions to surrounding areas.*

### Master Plan Intent

The Boeckman Creek Significant Resource Overlay Zone (SROZ) is a unique asset to the West Neighborhood. It provides a scenic backdrop, a large open space, the location of the Boeckman Trail, and a planned future trail crossing that will connect the Frog Pond neighborhoods to the Canyon Creek Road area on the west side of the Boeckman Creek corridor. The character and form of development—the orientation of lots, the design and location of open space tracts, the type of fencing, and the landscape plantings—will all influence (1) how compatible (or incompatible) new development is with the resource area; and (2) how much physical and visual access the neighborhood and larger community has to the SROZ.

**Figure 8.** Examples of Creekside treatment



The Master Plan intends for the following to be implemented in order to ensure that development is compatible with the adjacent SROZ, and that physical and visual access to the Boeckman Creek Trail and SROZ area is provided:

1. The SROZ should not be “walled off” or privatized by development. Rather, the objective is to ensure compatibility and to create physical and visual access for all neighborhood residents and visitors.
2. Streets shall terminate in, or run adjacent to, the Boeckman Creek trail and trailhead locations shown on the Street Demonstration Plan. It is particularly important for the east-west streets to follow this requirement, so that there are clear visual corridors from the interior of the neighborhood to the Boeckman Creek SROZ area.
3. Open space tracts and pedestrian connections that are provided with development shall be oriented to support the goals of compatibility and physical and visual access.
4. Where possible, lots shall be oriented to minimize rear-yard orientation to the SROZ area.
5. All elevations adjacent to the Boeckman Creek trail shall be enhanced with articulation and architectural detailing consistent with the Residential Design Standards of the Neighborhood Residential Zone.
6. Fences facing onto the Boeckman Creek SROZ open space shall be comprised of wrought iron or other transparent materials acceptable to the City. Colors shall be black or a similar dark color.
7. The City’s SROZ regulations for the use of native vegetation, preservation of existing trees, and other “Habitat Friendly Development Practices” will be applied.



## EAST-WEST STREET ORIENTATION

### Principles

- Create a complete street and trail network.
- Provide access to nature.

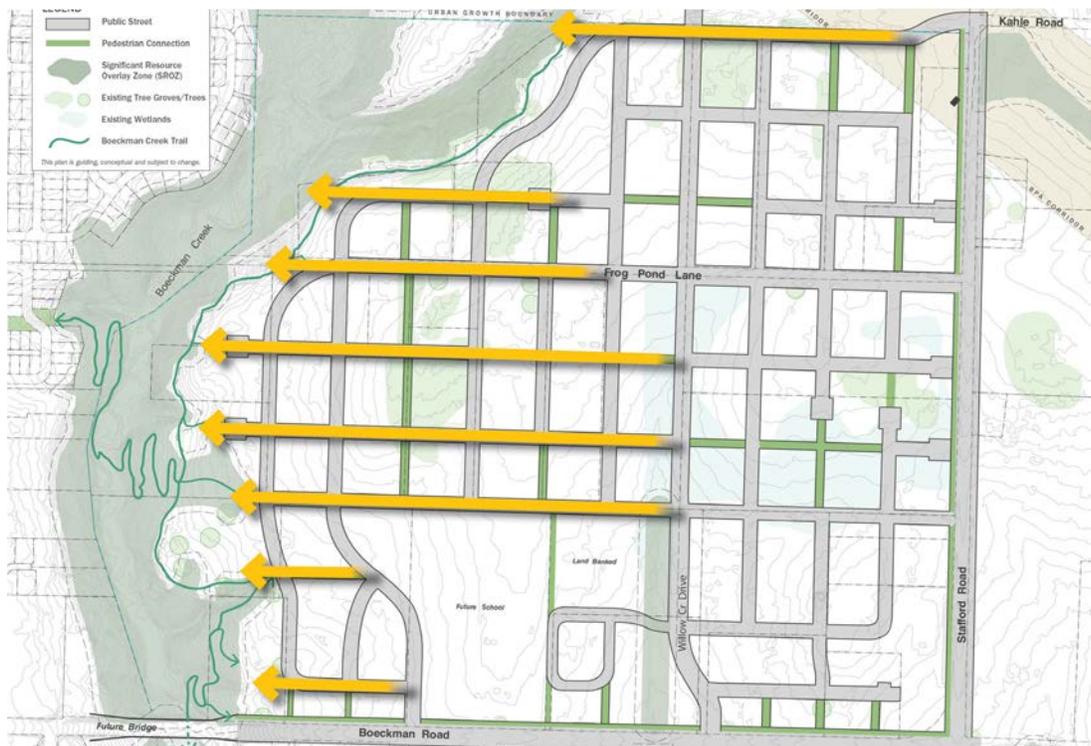
### Master Plan Intent

The east-west streets that will be built in Frog Pond West are an opportunity to provide visual and physical access to the Boeckman Creek Trail and resource area. The intent of the Master Plan is to:

- Ensure that there are sight lines between the interior of the neighborhood and the Boeckman Creek corridor.
- Ensure direct and convenient access to the Boeckman Creek Trail.

Figure 9 illustrates this concept in plan view. Figure 10 illustrates how the concept would look at the neighborhood street level.

**Figure 9.** Sight Lines to Boeckman Creek Corridor



**Figure 10.** Conceptual View of Street Culminating on Boeckman Creek Corridor



## **SITE PLANNING TO PRESERVE TREES AND WETLANDS**

### **Principles**

- *Green is great.*
- *Provide access to nature.*
- *Retain trees.*
- *Integrate sustainability.*

### **Master Plan Intent**

The tree groves within the planning area provide a key visual asset and are a link to the historic character of the area. To the extent that existing mature trees can be retained and protected as annexation and development occurs, it will contribute to the character and desirability of new neighborhoods. The city has existing annexation policies that incentivize tree retention (see Appendix D).

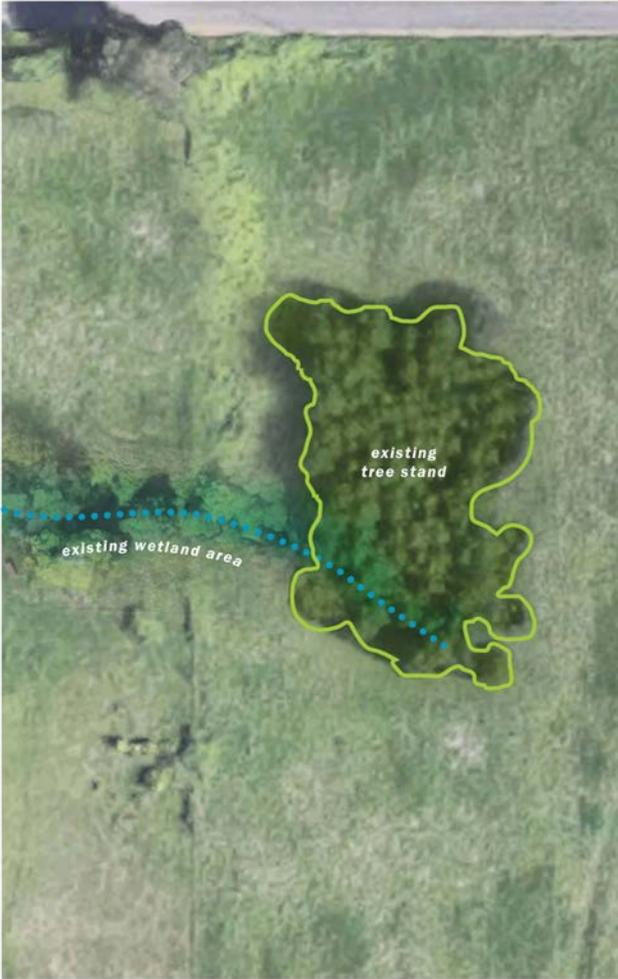
Maps prepared for the City show an area of farmed wetlands in the southeast area of the neighborhood. They are relatively low-quality wetlands that do not meet the City's criteria for "significant" designation and application of the SROZ. However, they do have potential to be restored, used as storm water areas, and incorporated as amenities into the neighborhood.

The Master Plan intends for tree groves to be preserved and incorporated into the design of developments as much as possible. This will be achieved through the Planned Development Review and application of Section 4.600, Tree Preservation and Protection, of the Development Code.

Figure 11 shows a site with a grove of trees, and how those trees might be incorporated into a development plan that would be acceptable to the City. The City encourages exploration of tree and wetland issues during the pre-application process before significant funds have been invested in designs that may not be approved.



**Figure 11.** Preservation of Existing Trees



*Before development*



*After development*



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# Transportation



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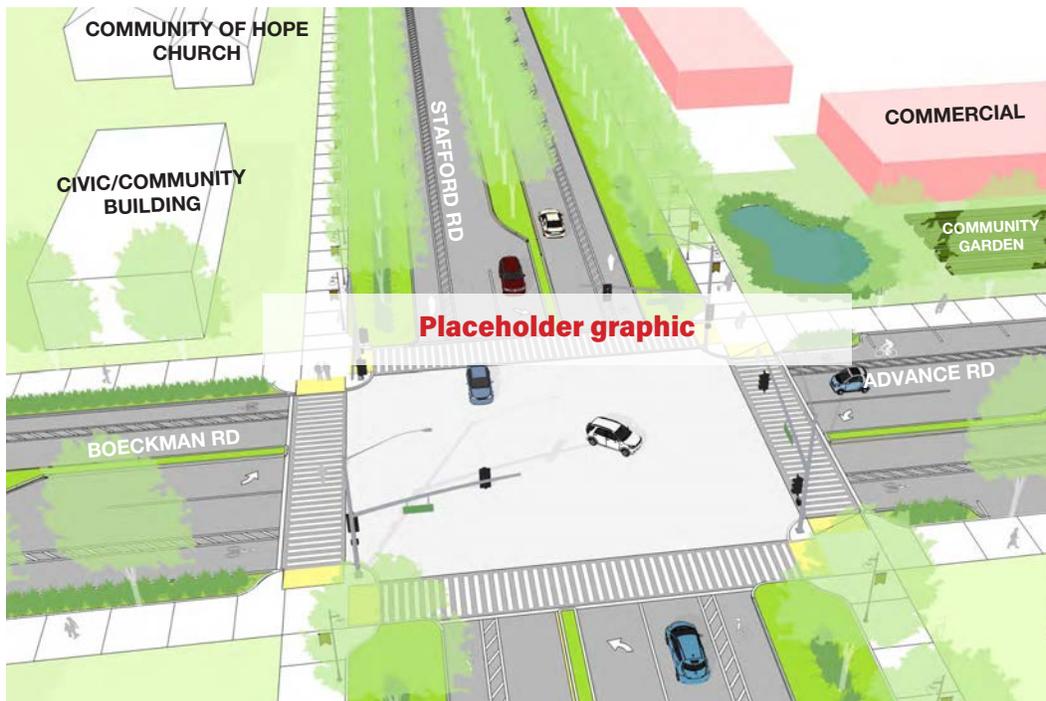
## OVERVIEW

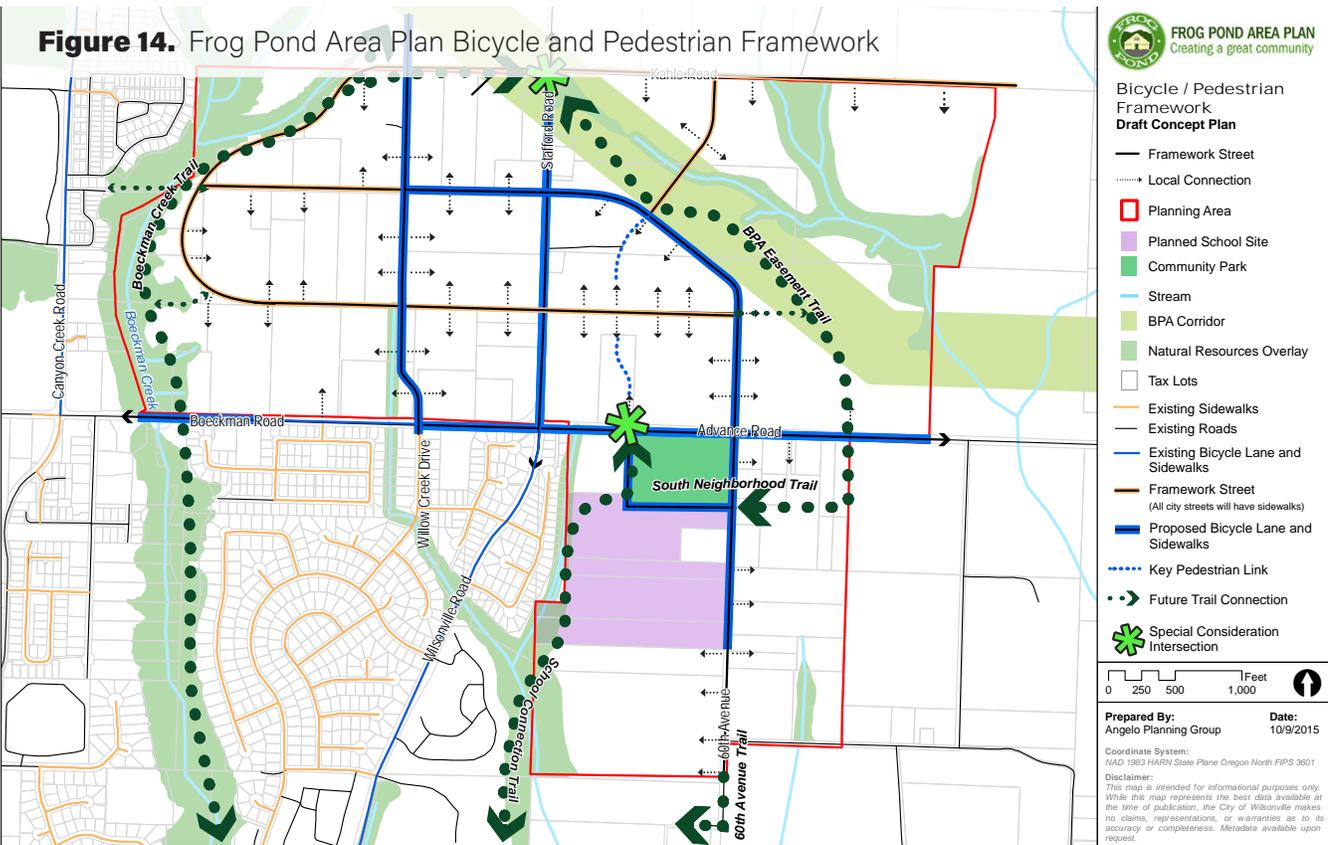
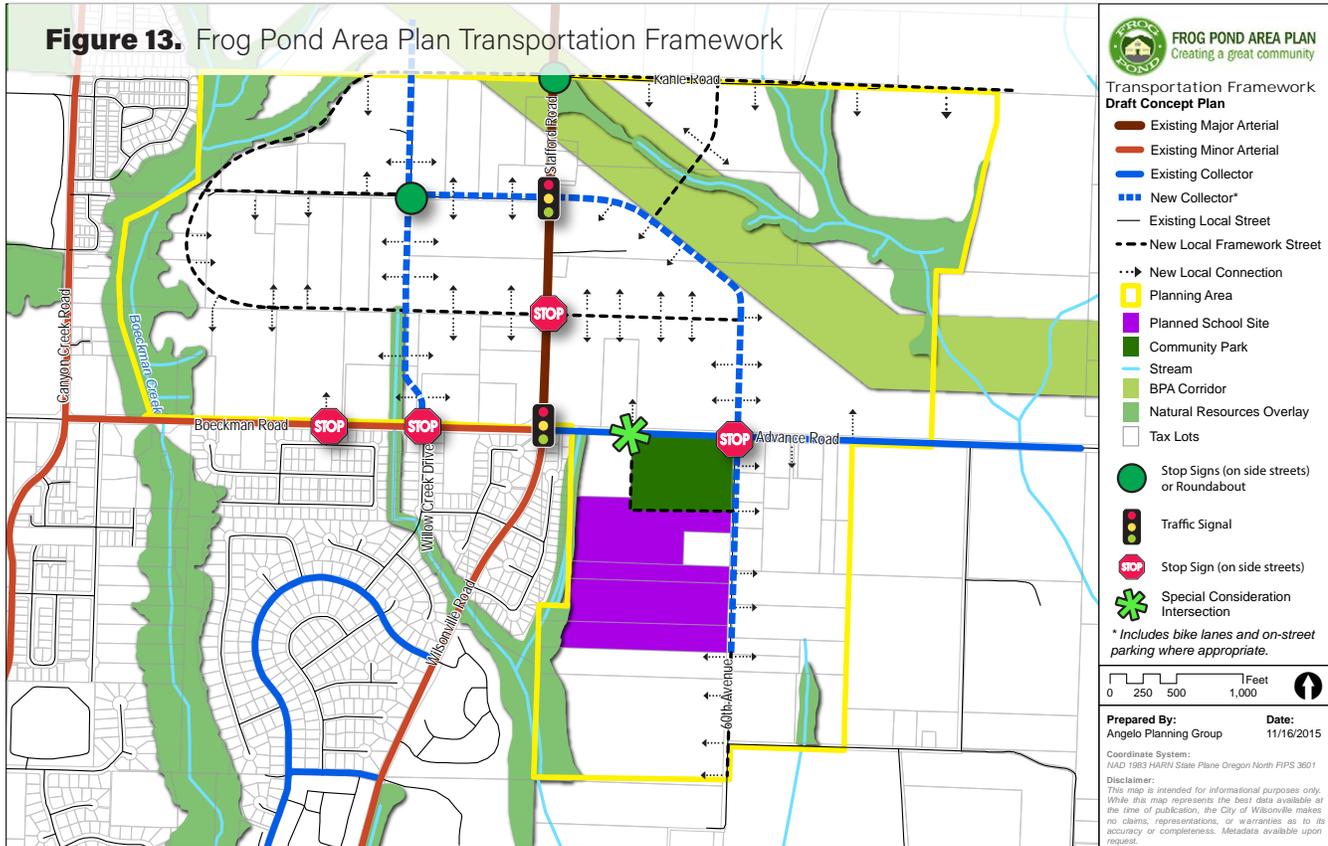
The vision for Frog Pond West is to be a highly-connected neighborhood with a transportation network that is safe and convenient, whether one is traveling by foot, bike, SMART Transit, or car. The network of streets, pedestrian paths, and bikeways will knit together to provide public access to areas and amenities within the neighborhood, in the rest of the city, and in future growth areas. The City's overarching transportation strategy is in the Comprehensive Plan:

**Implementation Measure 3.2.1a** *Provide a safe, well-connected, and efficient network of streets and supporting infrastructure for all travel modes.*

The Frog Pond Area Plan Transportation Framework (Figure 13) and Bicycle/ Pedestrian Framework (Figure 14) provide the foundation for a strong multi-modal network between and within each of the Frog Pond neighborhoods. The transportation element for Frog Pond West is the first stage for implementing these area-wide framework plans at a neighborhood-specific level of planning and design. The Master Plan recommendations recognize that well-designed streets will provide other amenities in addition to transportation, including: a sense of community identity; provision of street trees and green space; allocations for active transportation and healthy activity; and facilities for low impact stormwater treatment.

**Figure 12.** "Four Corners" Intersection from Area Plan





## STREET DEMONSTRATION PLAN

The Street Demonstration Plan is a detailed guide to the desired level of connectivity and overall street pattern for the Frog Pond West Neighborhood. It implements the “Framework Streets” developed in the Frog Pond Area Plan and shows a conceptual layout of local streets, alleyways, pedestrian and bicycle connections, and trails. The ultimate layout of the local street network will be implemented based on the needs of individual developments, consistent with the Street Demonstration Plan.

The street layout and block pattern in this diagram is illustrative; it shows one way of achieving the transportation and connectivity goals of the plan. It is intended to be guiding rather than binding, and used as a “consistency” standard during development review. This will be implemented through new zoning code text for the Neighborhood (N) Zone.

**Wilsonville Code (WC) Section 4.127(9)** *Block, access and connectivity shall comply with adopted Legislative Master Plans.*

*Within the Frog Pond West Neighborhood, streets shall be consistent with Figure 15, Street Demonstration Plan, in the Frog Pond Master Plan. The Street Demonstration Plan is intended to be guiding, not binding. Variations from the Street Demonstration Plan may be approved by the Development Review Board, upon finding that one or more of the following justify the variation: barriers such as existing buildings and topography; designated Significant Resource Overlay Zone areas; tree groves, wetlands, or other natural resources; existing or planned parks and other active open space that will serve as high quality pedestrian connections for the public; alignment with property lines and ownerships that result in efficient use of land while still providing substantially equivalent connectivity; and/or, innovative site design that provides substantially equivalent connectivity.*

*If a Legislative Master Plan does not provide sufficient guidance for a specific development or situation, the Development Review Board shall use the block and access standards in WC Section 4.124 (.06) as the applicable standards.*



**Figure 15.** Street Demonstration Plan



## Street Types and Cross Sections

Cross sections for the various functional classifications of roadways in the City of Wilsonville are included in the City's Transportation System Plan (TSP). They depict typical roadway elements and widths for arterial, collector, and local streets, as well as shared-use paths. The Frog Pond West Master Plan provides a street classification that is consistent with the TSP, but more specific and tailored to the neighborhood—see Street Types Plan (Figure 16) and specific cross sections (Figure 17 through Figure 23). The list of cross sections include a local street type called “Woonerf and Special Street Designs”. The City will consider, on a case by case basis, specialized street sections for low volume local streets that emphasize pedestrian safety, low impact storm water management, and traffic calming, while still maintaining connectivity. A Woonerf is one type of street that meets these criteria.

Stormwater will be managed within planter strips along the streets of Frog Pond West as much as possible. The design of the landscape/stormwater strips will accommodate the various needs of stormwater, pedestrian movement, and street trees. The City, at its discretion, may consider stormwater management through facilities other than planter strips on a case-by-case basis.

Cross Sections for the street types listed below are illustrated in Figure 17 through Figure 23. As with all street design in Wilsonville, the City has authority to require or allow variations from the typical cross-sections.

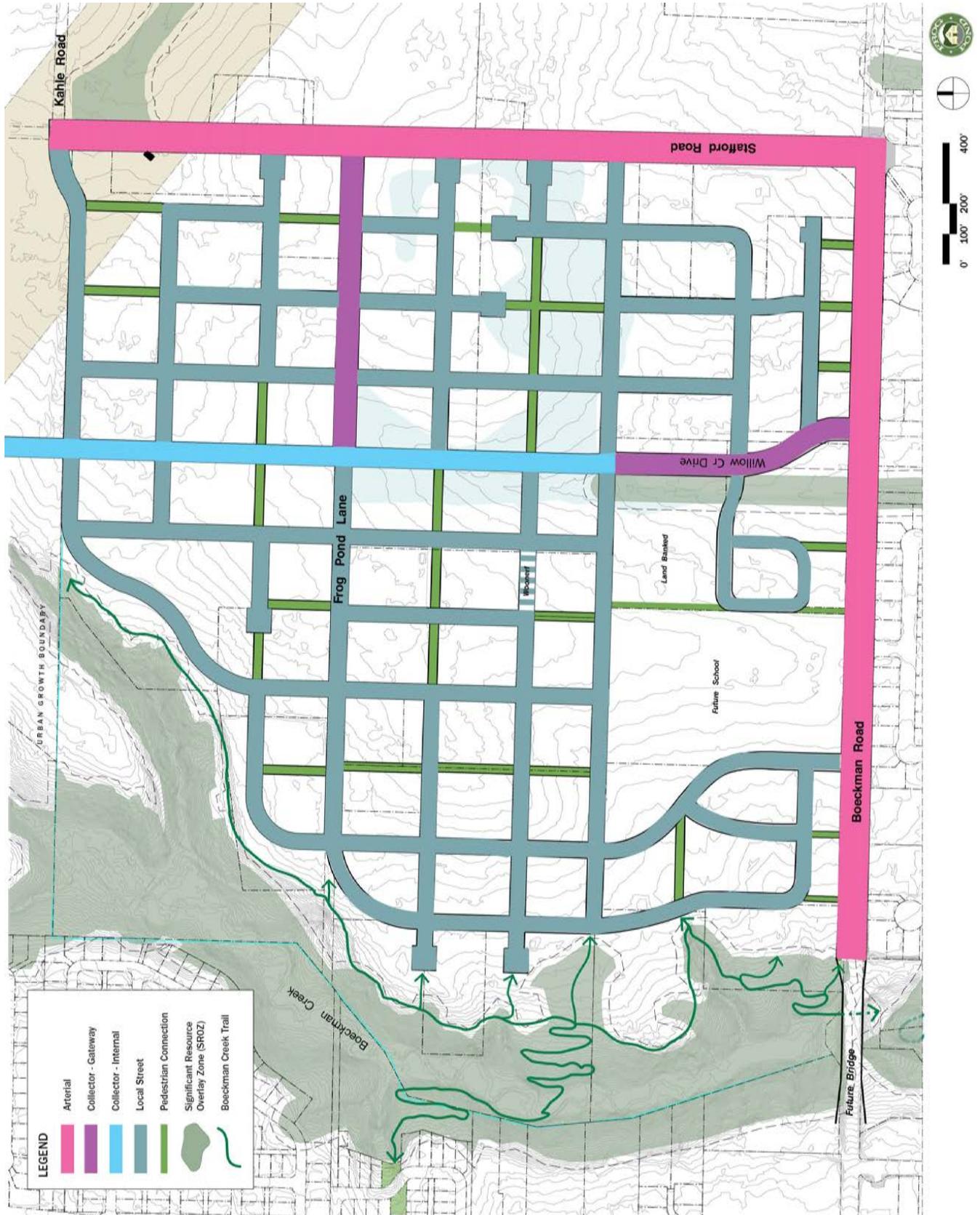
- Boeckman Road
- Stafford Road
- Collector – Gateway
- Collector – Internal
- Willow Creek and Frog Pond Lane Gateway
- Willow Creek and Frog Pond Lane
- Framework Local Streets
- Standard Local Streets
- Alleys
- Woonerf and Special Street Designs
- Pedestrian Connections
- Boeckman Creek Trail (see page 60)



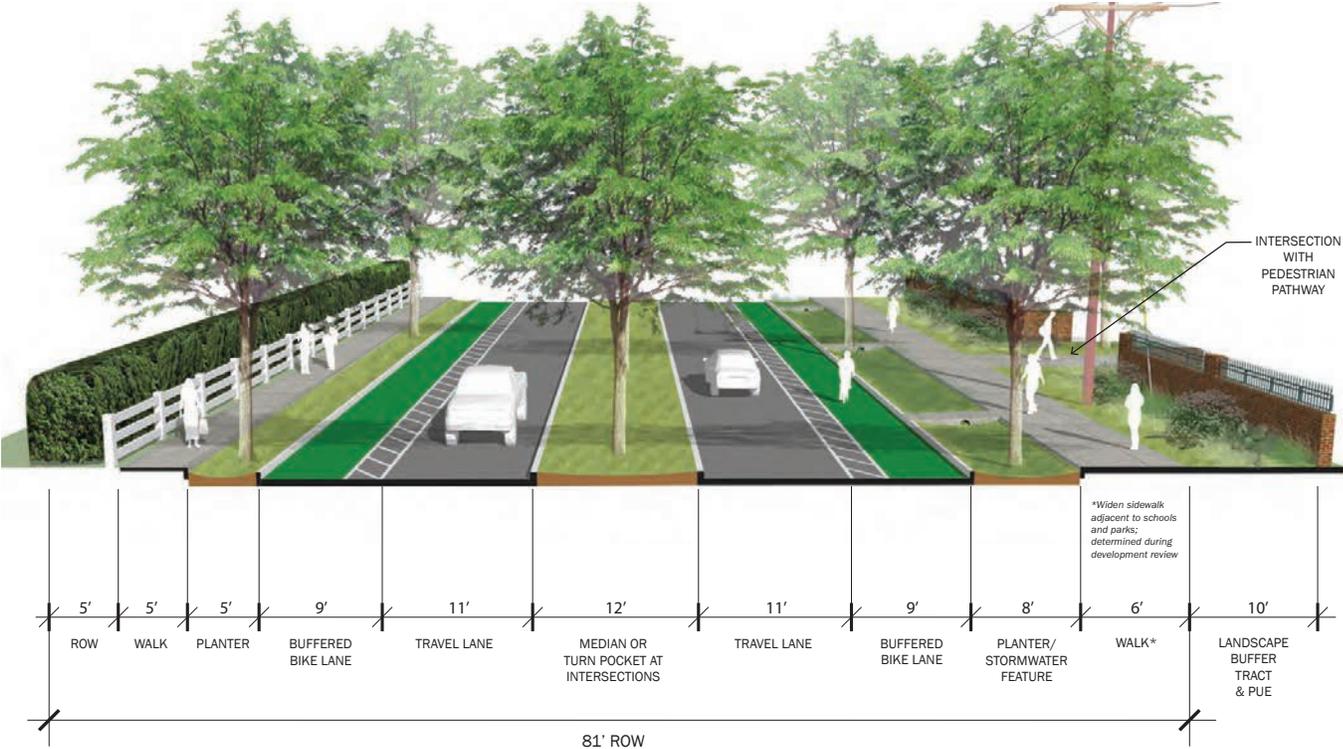
# Frog Pond WEST

## Master Plan

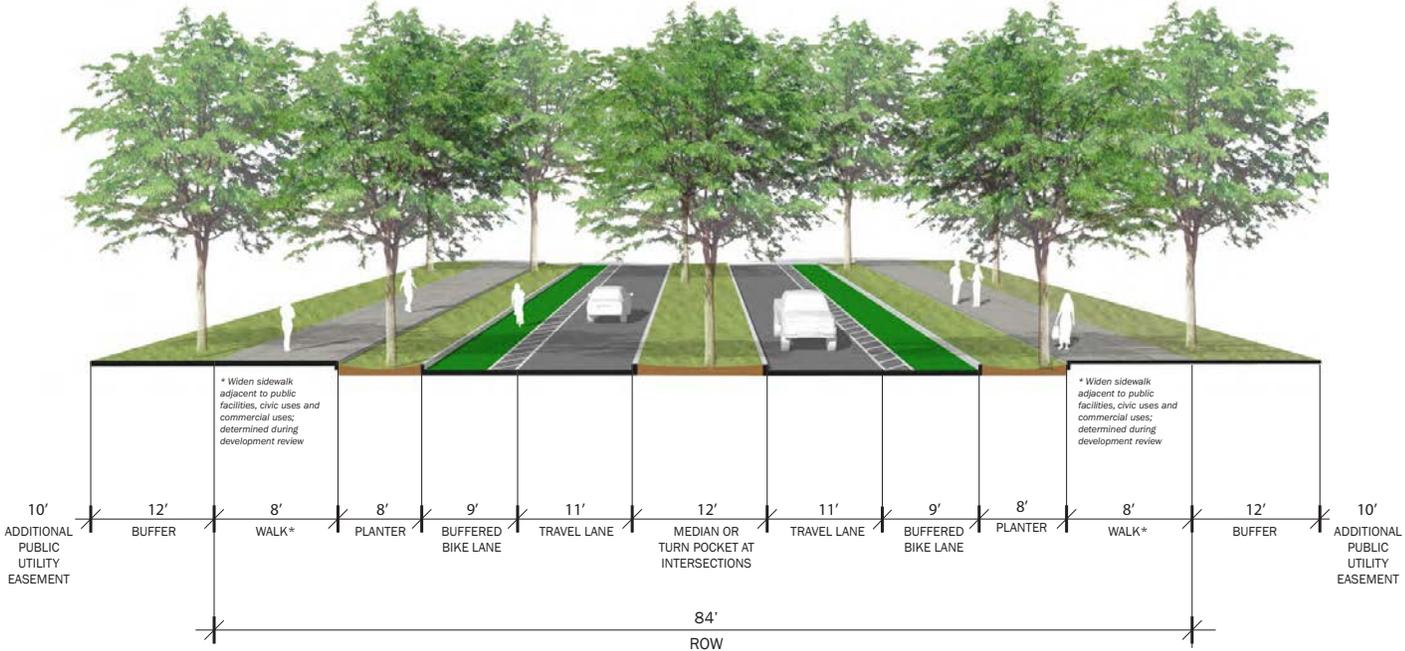
**Figure 16.** Street Types Plan



**Figure 17.** Boeckman Road - Looking West



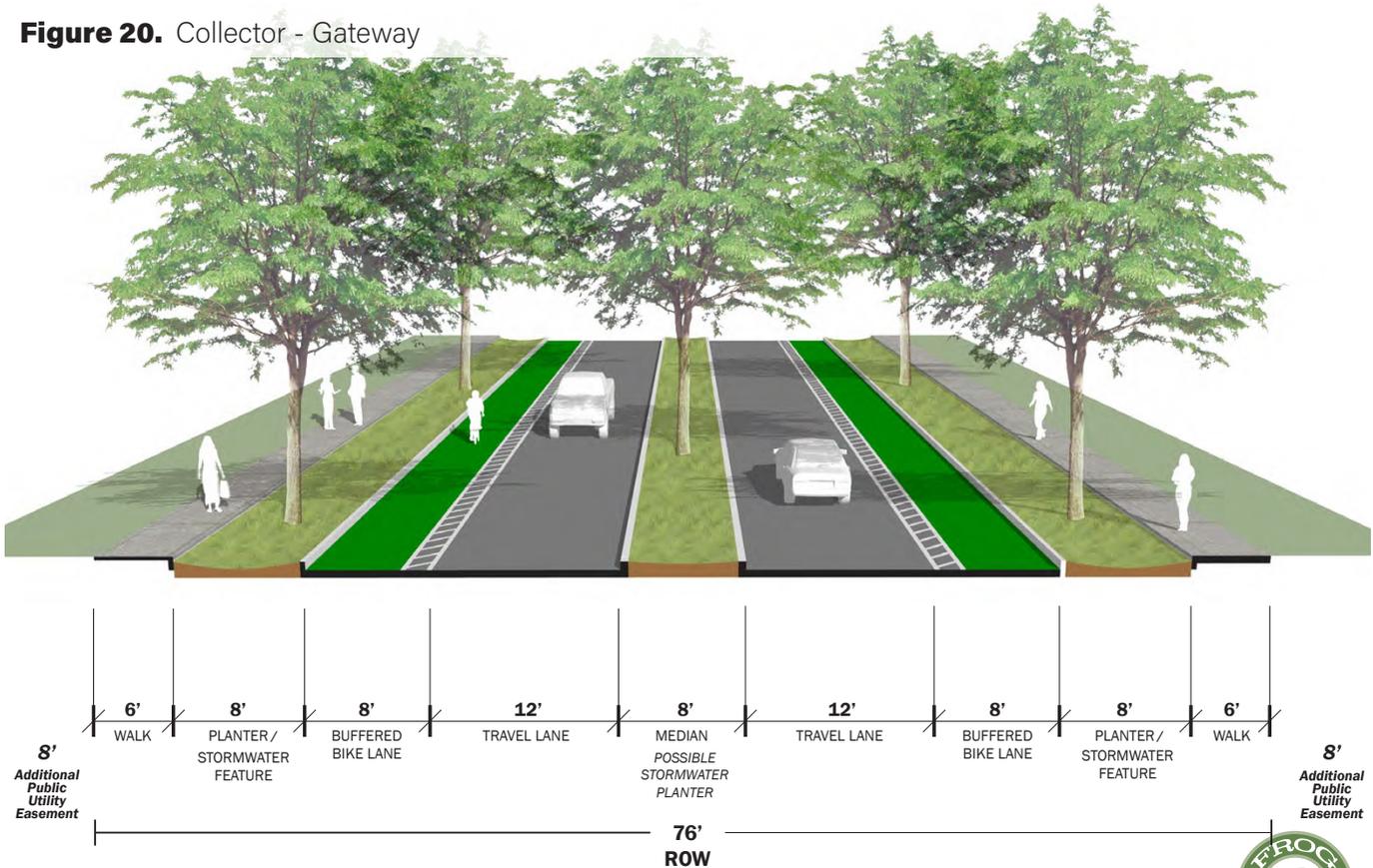
**Figure 18.** Stafford Road - Looking North



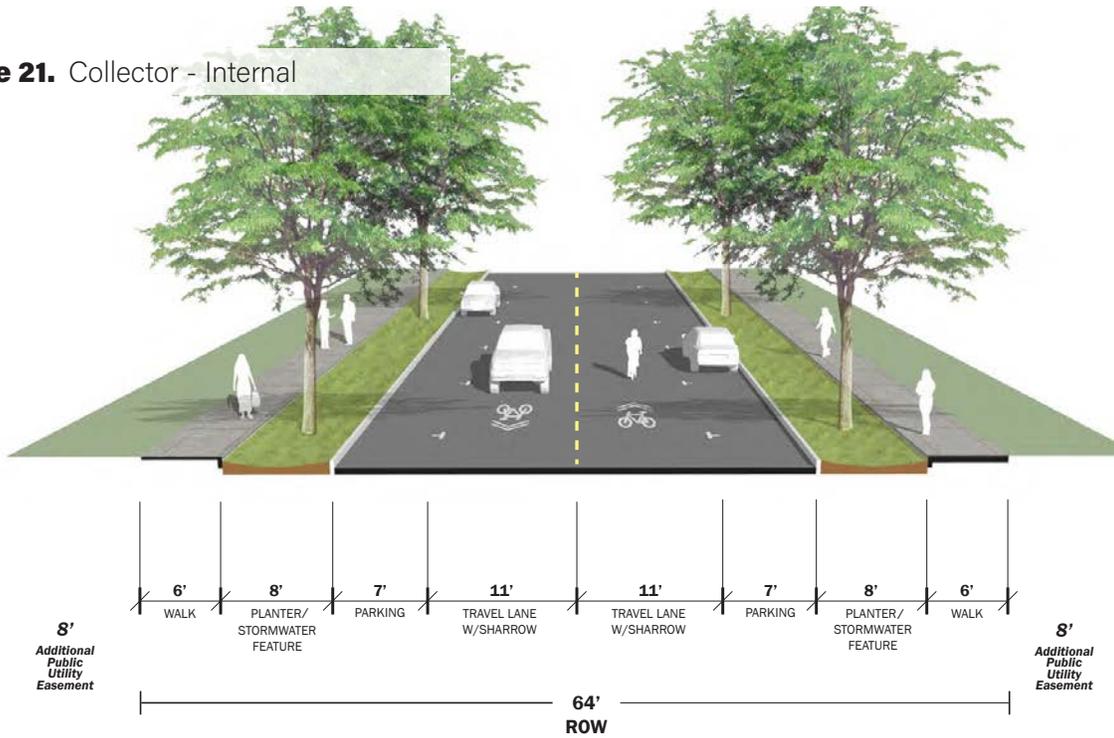
**Figure 19.** Low Impact Development Local Street



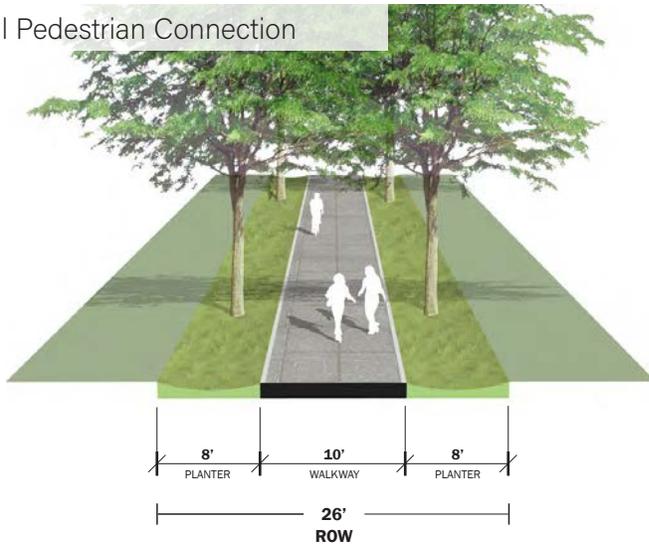
**Figure 20.** Collector - Gateway



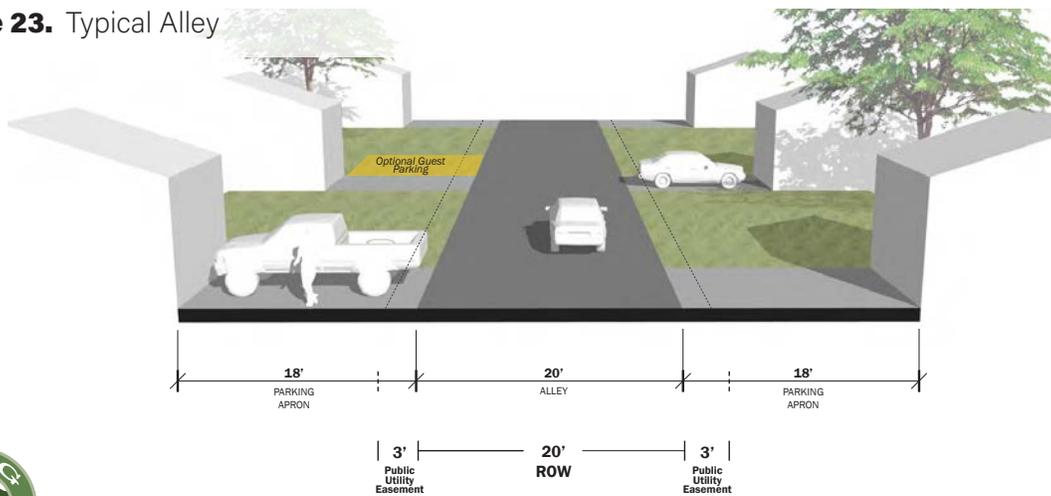
**Figure 21.** Collector - Internal



**Figure 22.** Typical Pedestrian Connection



**Figure 23.** Typical Alley

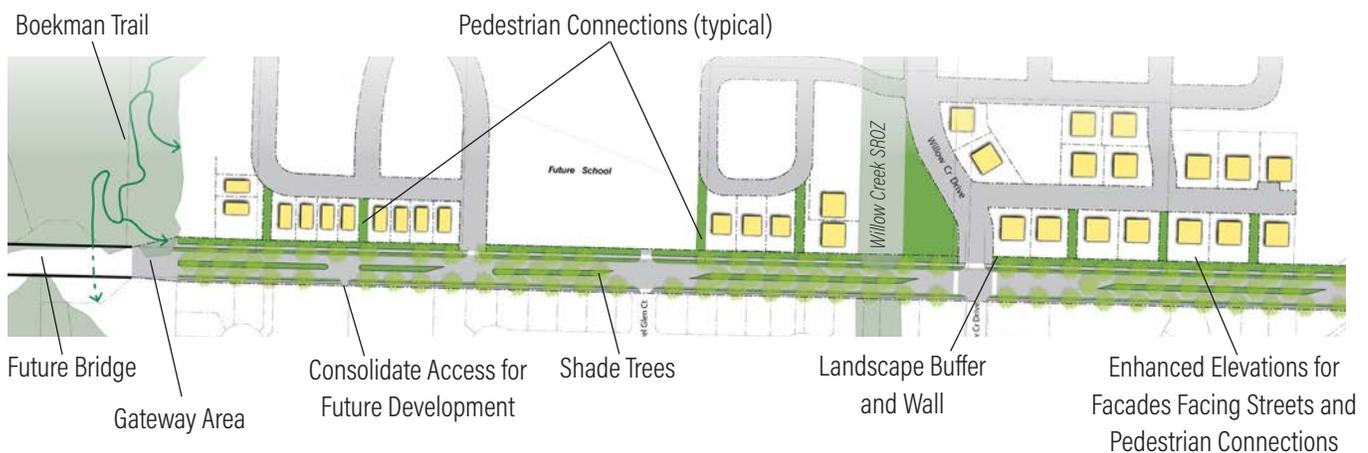


## BOECKMAN ROAD DESIGN OBJECTIVES

As noted above, Boeckman Road is a very important street for Frog Pond West. Visually and functionally, Boeckman Road is a “front door” to Frog Pond West. It is also a connecting “seam” between Frog Pond West and existing neighborhoods to the south. It serves an important connecting function between East Wilsonville and Central and West Wilsonville. Stormwater management will be accommodated within the right-of-way and integrated with the street design. Street width and design will be tailored along the road to meet site-specific conditions and needs.

A “Boeckman Road Plan” is shown in Figure 24. The intent of this plan is to show the multiple design elements that have been planned together for Boeckman Road. The following elements have been considered and coordinated in preparing the Boeckman Road Plan: the street demonstration plan, the Boeckman Road cross-section, the Boeckman frontage requirements for the landscape buffer tract and brick wall, relocation of the power lines, potential access and circulation for the future school, and existing development on the south side of Boeckman Road.

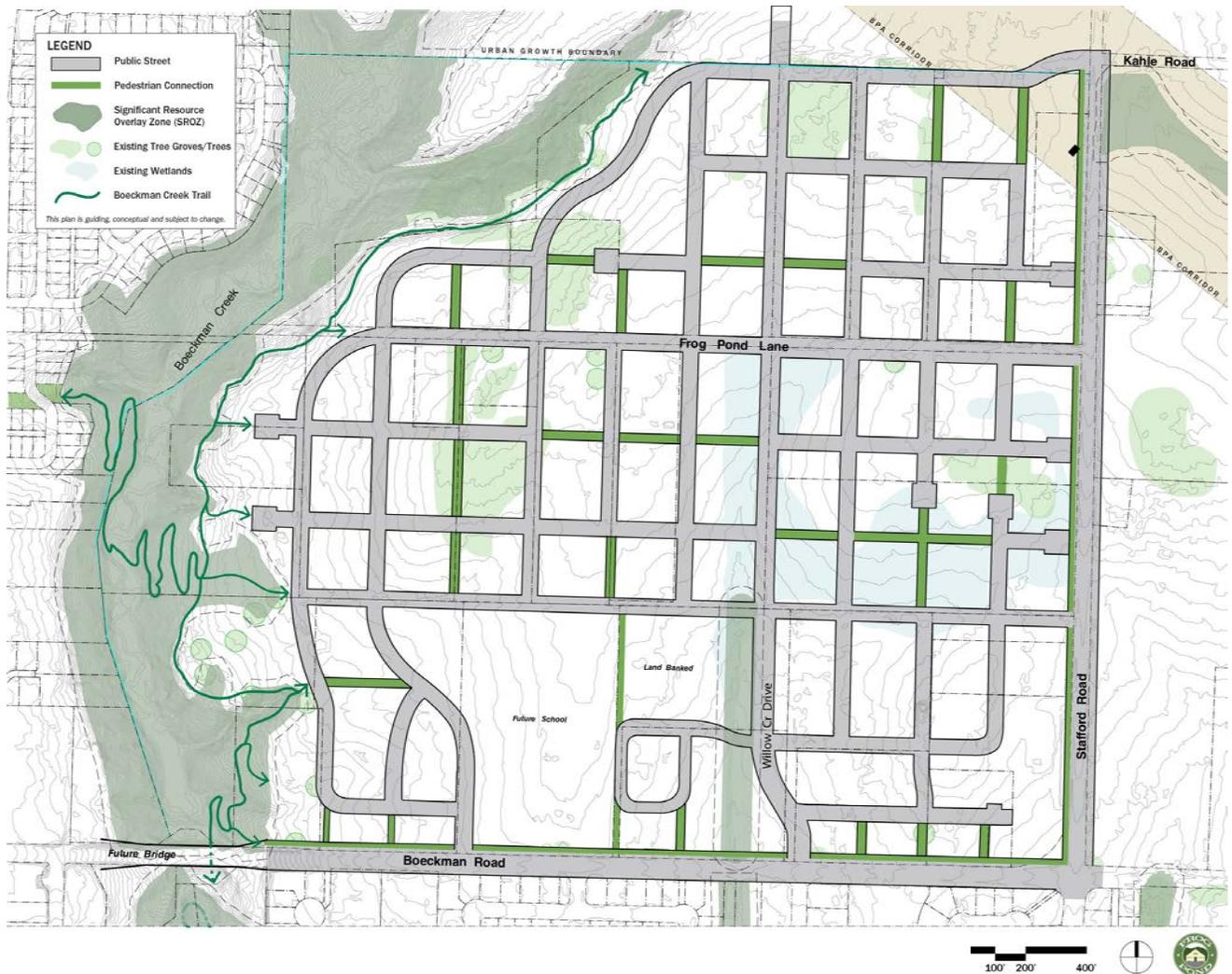
**Figure 24.** Boeckman Road Plan



## PEDESTRIAN CONNECTIONS

Frog Pond West will consist of a highly connected transportation network with direct, convenient, and comfortable walking routes. The Master Plan envisions the use of high-quality pedestrian connections (see Figure 25) to complete the street grid where automobile connections are not necessary. The street network and pedestrian connections shown on the Street Demonstration Plan will provide the framework for the school district to plan "Safe Routes To Schools" that are coordinated with the overall plan for the neighborhood.

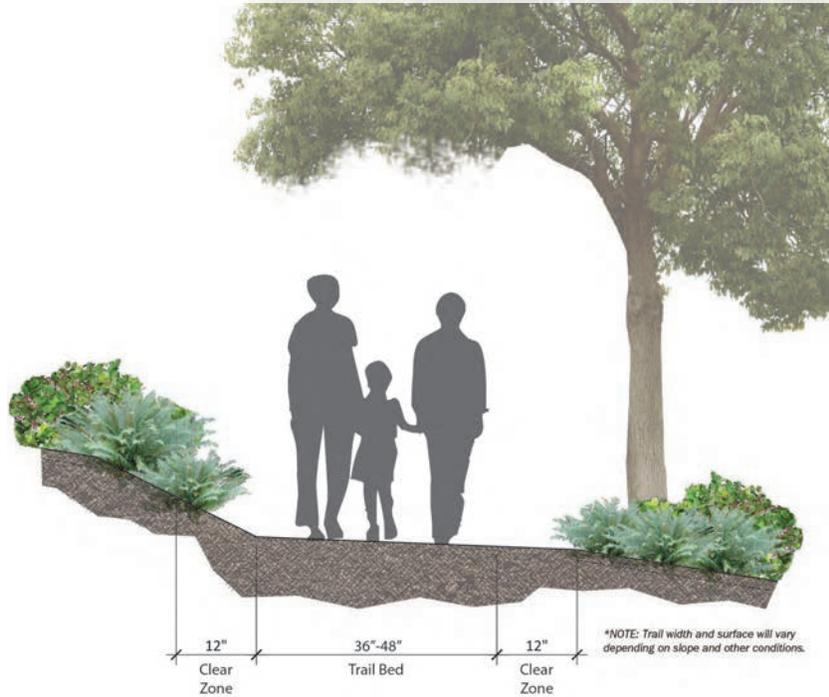
**Figure 25.** Street Demonstration Plan - Pedestrian Connections



## BOECKMAN TRAIL

The Boeckman Creek Regional Trail will be both a neighborhood amenity and a key pedestrian connection to adjacent areas. South of Boeckman Road, the trail will run within the creek canyon along the sewer line easement. After passing under the future Boeckman Road bridge (which will be raised to address the “dip”), the trail will climb to the top of the bank and run along the edge of the vegetated corridor/SROZ and the western edge of the neighborhood. The trail alignment provides the opportunity for a linear park along this natural feature, with nodes of activity, or “pocket parks,” such as trailheads and play areas framed by the forest edge. This location will ensure that the trail is a neighborhood asset, and increase its use and safety. The east-west streets are intended to terminate at the trail, enhancing the visual and physical connection to the trail and creek corridor from within the neighborhood. As shown in Figure 29, the Boeckman Trail will continue east to the Kahle Road-Stafford Road intersection, connecting to the BPA Easement Trail and the South Neighborhood Trail.

**Figure 26.** Boeckman Creek Forest Trail Cross-Section



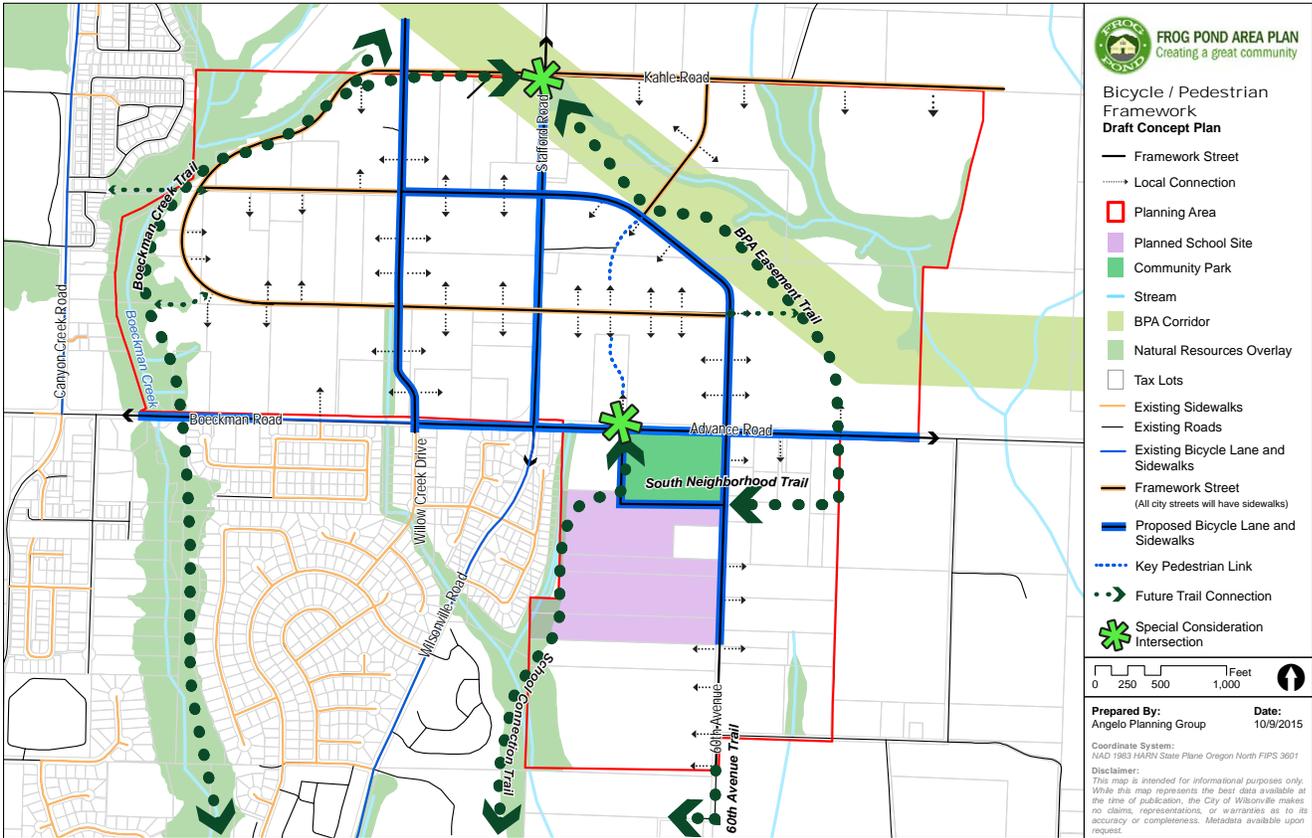
**Figure 27.** Boeckman Creek Regional Trail Cross-Section



**Figure 28.** Boeckman Trail City Connections



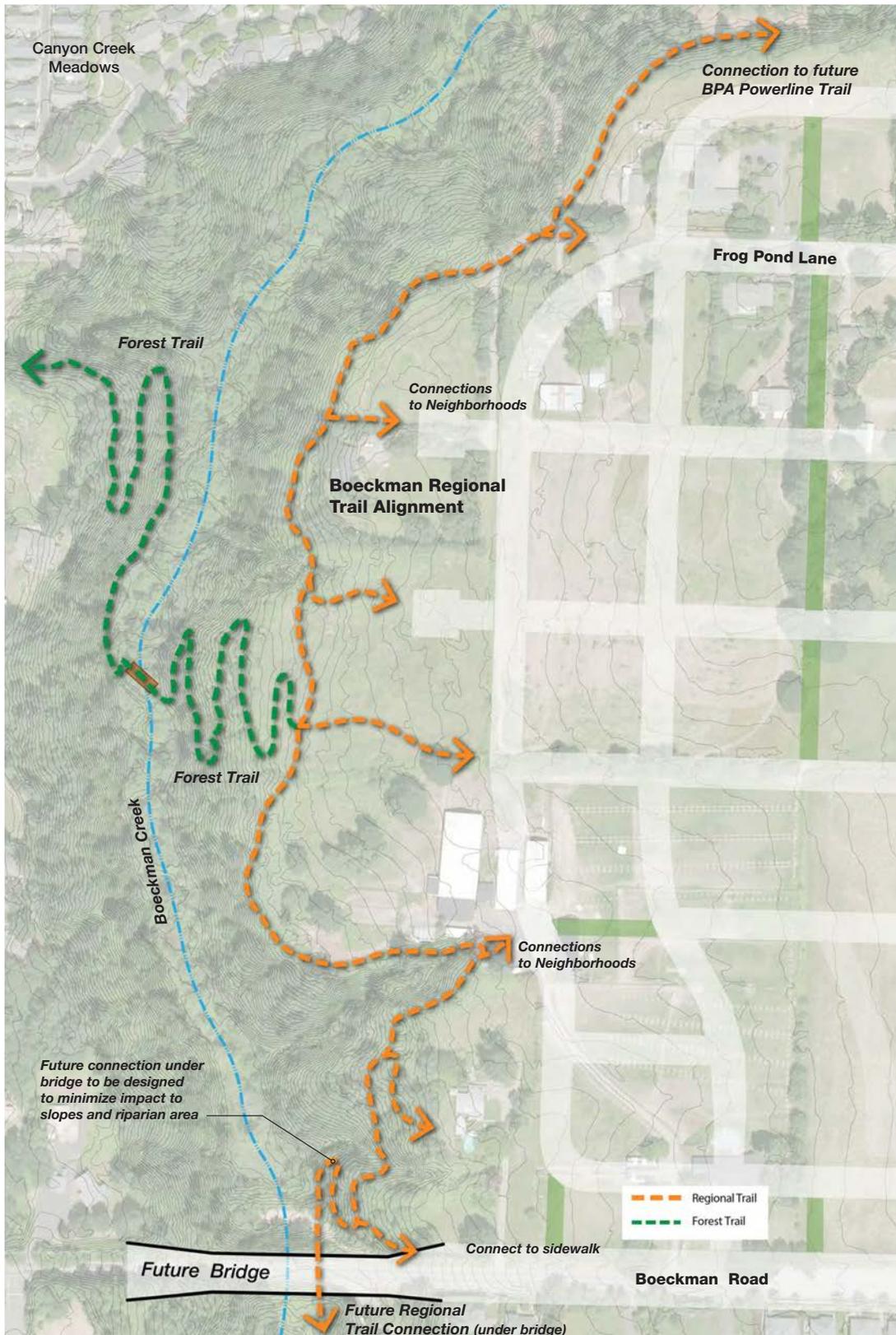
**Figure 29.** Area Plan Bicycle/Pedestrian Plan, Including Boeckman Trail Connections



# Frog Pond WEST

## Master Plan

**Figure 30.** Boeckman Trail in Frog Pond West





# Parks & Open Space



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## PARKS AND OPEN SPACE CONCEPT

Frog Pond West will be a green community, with ample parks and open spaces. Open space in the West Neighborhood will be comprised of:



2.5 ac Neighborhood Park



Wetland or riparian area



Pedestrian connection



Incorporating existing trees into the neighborhood

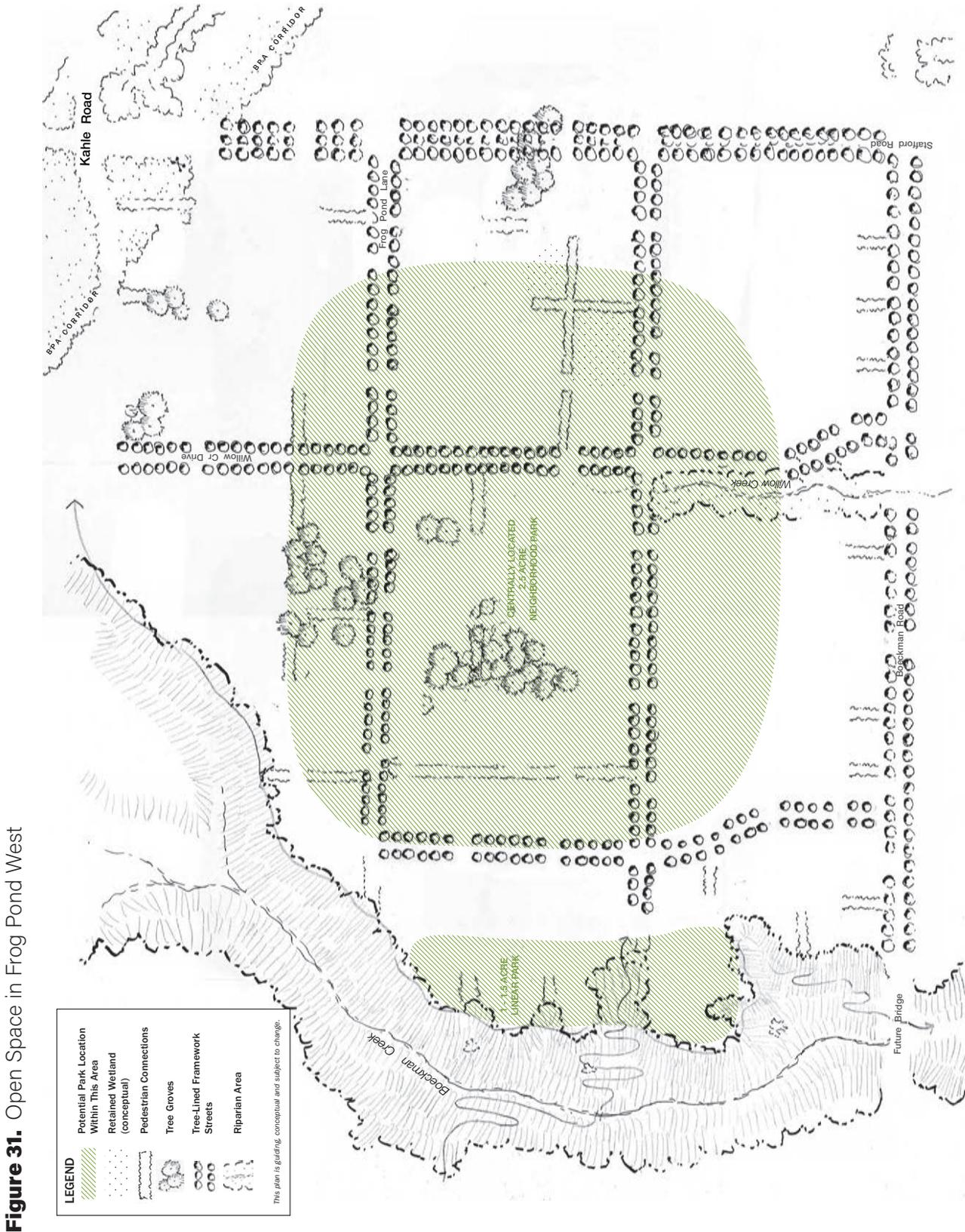


Tree-lined framework streets

- Significant Resources Overlay Zone (SROZ) along Boeckman Creek.
- SROZ along Willow Creek.
- A Bonneville Power Administration (BPA) Corridor in the northeast corner of the neighborhood.
- A 2.5-acre neighborhood park centrally located within the neighborhood (acreage is approximate).
- A 1.5-acre trailhead park located near the Boeckman Creek trail in the west portion of the neighborhood (acreage is approximate).
- Open space provided as part of the future school.
- Existing tree groves and wetlands, a portion of which will be protected through the development process.
- Pedestrian greenways that will result from implementation of the Street Demonstration Plan.
- The tree-lined streets and public realm of Frog Pond West that provide active transportation routes.
- Development designs with voluntary platted open space tracts and large lots around new or existing homes.
- An additional 10% open space in Small Lot Single Family Subdistricts, where homes are likely to have smaller yards, in the form of active greens, courtyards, community gardens, tot lots, public pedestrian ways, and similar spaces.

Figure 31 shows how these open spaces are expected to be integrated into a cohesive network, creating a green and walkable open space system.





## NEIGHBORHOOD PARK

The neighborhood park within Frog Pond West will be an important gathering place for residents of this and nearby neighborhoods. The park for this area was first identified in the 2007 Wilsonville Park and Recreation Master Plan, and carried forward into the Frog Pond Area Plan and the Master Plan. Many other neighborhoods in Wilsonville have created parks owned and maintained by their neighborhood associations. Due to its fragmented ownership pattern, Frog Pond West is a master planned neighborhood that will be built in multiple increments. The Frog Pond Neighborhood Park will be much more than a place to recreate or enjoy open space, it will be a key shared amenity for the community.

The Master Plan shows a “land banked” parcel adjacent to the future school site’s east boundary, on property owned by the West Linn-Wilsonville School District. The intent for this parcel is for the School District to have options for its use including school facilities, a neighborhood park, and/or residential use. The City’s intent is to work with the district to acquire the site and develop it for a neighborhood park. The City and district have a long history of partnering on such projects. The location and characteristics of the site are ideal for a neighborhood park, because: the school and park are co-located, resulting in a multi-purpose community gathering place; significant open space is provided by the adjacency of the school play fields, park, and Willow Creek SROZ ; and both uses benefit from excellent access from the adjacent neighborhood streets.

**Figure 32.** Neighborhood Park Design



# Frog Pond **WEST**

## Master Plan

The relationship between the adjacent homes and the park will be important. Where feasible, the blocks fronting the park should have alley access to their garages. This design will eliminate curb cuts and driveways along the park's frontage, connecting the greenery of the front yards with the greenery of the park. Additionally, it will help reinforce "eyes on the street" and "eyes on the park."



**Kids' fountain in park plaza**



**Neighborhood Center Plaza**



**Park events**



**Neighborhood Park**



**Park integrated with powerline easement**



## BOECKMAN CREEK TRAILHEAD PARK

The Boeckman Creek Trail will provide public access through an otherwise undeveloped open space corridor, allowing residents and visitors to enjoy a natural setting with trees and wildlife. The trailhead park will provide access to this amenity, as well as both passive and active open space serving a variety of neighborhood needs.

The Linear Park should be visually and physically accessible from within the West Neighborhood, at the western end of a street opening up to Boeckman Creek (see page 42). This location will provide a public focal point at the west end of the neighborhood, and a gateway to the natural resources that define the neighborhood's character.



*Jackie Husen Park, bordering Cedar Mills Creek in Washington County*



*Little Sugar Creek Greenway Park in Charlotte, NC*



## SIGNIFICANT NATURAL RESOURCES

Protection of natural resources within the Frog Pond West Neighborhood has been a foundational principle for both the Area Plan and the Master Plan. Wilsonville’s Significant Resource Overlay Zone (SROZ) implements the goals and policies of the Comprehensive Plan relating to natural resources, open space, and flood hazards that have been designated “significant” by the City. SROZ resources in the West Neighborhood include Boeckman Creek corridor and Willow Creek, totaling roughly 27 acres. Properties that contain land within the SROZ will be subject to regulations in WC Section 4.139 of the Wilsonville Zoning Code as they undergo development review.

In addition to SROZ land, existing trees are subject to the Tree Preservation and Protection sections of the Wilsonville Zoning Code (Sections 4.600 – 4.640). The City places a high value on trees and tree groves, and requires Tree Removal Permits when trees are proposed for removal on an individual basis and as part of development review. There are four types of review procedures, ranging from review by the Development Review Board to review by the Planning Director. As illustrated in Figure 33, the Master Plan requires incorporation of existing trees and groves into creative site plans.

Wetland areas will be subject to the fill and removal regulations of the Oregon Department of State Lands (DSL) and Army Corps of Engineers (ACOE). Preliminary (non-survey) wetland inventories for Frog Pond West indicates potential wetlands in the eastern part of the neighborhood. Wetland boundaries will need to be delineated and refined as part of land use review. The City, in coordination and consultation with DSL and ACOE, may permit filling of and mitigation for non-significant wetlands. Similar to trees and tree groves, the Master Plan encourages incorporation of wetlands into creative site plans.

**Figure 33.** Preserving Trees and Wetland Areas





# Street Trees, Gateways, & Signage



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## STREET TREE PLAN

### Master Plan Intent

The concept for street trees in the Frog Pond West Neighborhood is shown in the attached Street Tree Plan. The overall intent is to beautify and unify the neighborhood while providing a variety of tree species. The Street Tree Plan provides guidance tied to the street typology for Frog Pond West, as described below.

### Primary Streets

The **Primary Streets** in the new neighborhood should provide a clear identity to the community, and serve as a wayfinding structure, with street tree continuity serving as a useful tool.

The proposed trees for these Primary streets come partly from the City of Wilsonville's recommended tree list for "trees over 50 feet mature height" (Section 4.176 Landscaping, Screening and Buffering), with updates to exclude some species that do not meet current practice or are known to be invasive or prone to disease or breakage.



It should be noted that other species with similar characteristics may be considered, as identified and proposed by a professional landscape architect.

The Primary Street Tree List is as follows:

- Green Column Black Maple (*Acer nigrum* 'Green Column')
- Tulip Tree (*Liriodendron tulipifera*)
- Columnar Tulip Tree (*Liriodendron tulipifera* 'Fastigiatum')
- Bloodgood London Plane Tree (*Platanus x acerifolia* 'Bloodgood')
- Scarlet Oak (*Quercus coccinea*)
- Northern Red Oak (*Quercus rubra* Borealis)
- American Linden (*Tillia Americana*)
- Green Vase Zelkova (*Zelkova serrata* 'Green Vase')



The proposed 8' planting strips on Primary streets will help ensure these trees grow to form large canopy structures over the streets, providing future value to adjacent homes.

As required by the City's Public Works Standards, root barriers should be used in all situations to protect the sidewalk infrastructure from root damage.

The Street Tree Plan (Figure 34) attributes a code to each Primary Street, from P1 to P6. To provide strong continuity, a Primary street should be planted with the same species for its entire length. No specific tree is proposed for a given Primary Street but each of these streets should be planted on both sides with a species unique to that street, selected from the list of eight possibilities.

## Neighborhood Streets

**Neighborhood Streets** should strive for variety, as required in the Wilsonville Development Code (page C54-55 section D). A single subdivision or development's streets should not be planted with a single tree. For example, east-west streets would have one tree from the recommended list and north-south streets would need to have another. An even finer grain of species distribution is recommended if possible, at the City's discretion.

Katsura Tree



The Neighborhood Street Tree List is as follows:

- Paperbark Maple (*Acer griseum*)
- Red Sunset Maple (*Acer rubrum* 'Red Sunset')
- Katsura Tree (*Cercidiphyllum japonicum*)
- Yellow Wood (*Cladrastis kentukea*)
- Halka Honeylocust (*Gleditsia triacanthos* 'Halka')
- Skycole Honeylocust (*Gleditsia triacanthos* 'Skycole')
- Chinese Pistache (*Pistacia chinensis*)
- Glenleven Little Leaf Linden (*Tilia cordata* 'Glenleven')
- Accolade Elm (*Ulmus* 'Morton' Accolade)

Both sides of a street should be planted with the same tree species.

Underneath the BPA powerlines, a shorter neighborhood street tree is proposed. The Paperbark Maple (*Acer griseum*) is an attractive candidate for street tree planting in this condition.

## Pedestrian Connections

**Pedestrian Connections** would feature a columnar species, reflecting the narrow space in these connections and ensuring that there are views through the length of them, helping with safety and wayfinding. Four trees are proposed for Pedestrian Connections:

- Common Hornbeam (*Carpinus betulus* 'Fastigiata')
- Bowhall Red Maple (*Acer rubrum* 'Bowhall')
- English Oak (*Quercus robur* 'Fastigiata')
- Musashino Zelkova (columnar) (*Zelkova serrata* 'Musashino')



To the extent possible, existing groves of Oregon white oak should be incorporated into the neighborhood, as street trees or common area tracts or within pedestrian connections and these existing groves have been identified generally on the plan in green, as approximate extents.





## **GATEWAYS, MONUMENTS, AND SIGNAGE**

### **Overall Intent**

Development of the Frog Pond Area presents several opportunities and issues for gateways, monuments, and signage. The key issues and opportunities are:

- The entrance into Wilsonville along Stafford Road will “move” from the intersection of Stafford-Wilsonville-Advance-Boeckman Roads to Stafford Road at Kahle Road.
- The Boeckman Creek crossing, and particularly the future construction of a new bridge, presents an opportunity to mark this important gateway into East Wilsonville.
- Frog Pond Lane and Willow Creek Drive will be important entries into Frog Pond West and connections to adjacent neighborhoods.
- The internal developments in Frog Pond should not reflect a pattern of multiple subdivisions. Rather, they should be increments of a larger community that knit together phase-by-phase.

The following recommendations for gateways, monuments, and signs are intended to address the issues listed above and help knit the Frog Pond area together seamlessly into a cohesive whole with a clear identity.

### **Gateways**

There are four types of Gateways planned for the Frog Pond Area:

1. City Gateway
2. Neighborhood Gateways
3. Boeckman Bridge Gateway
4. Boeckman-Stafford Gateway

The locations, roles, and design elements for each gateway type are described in Table 2 and illustrated in Figure 35 through Figure 38.



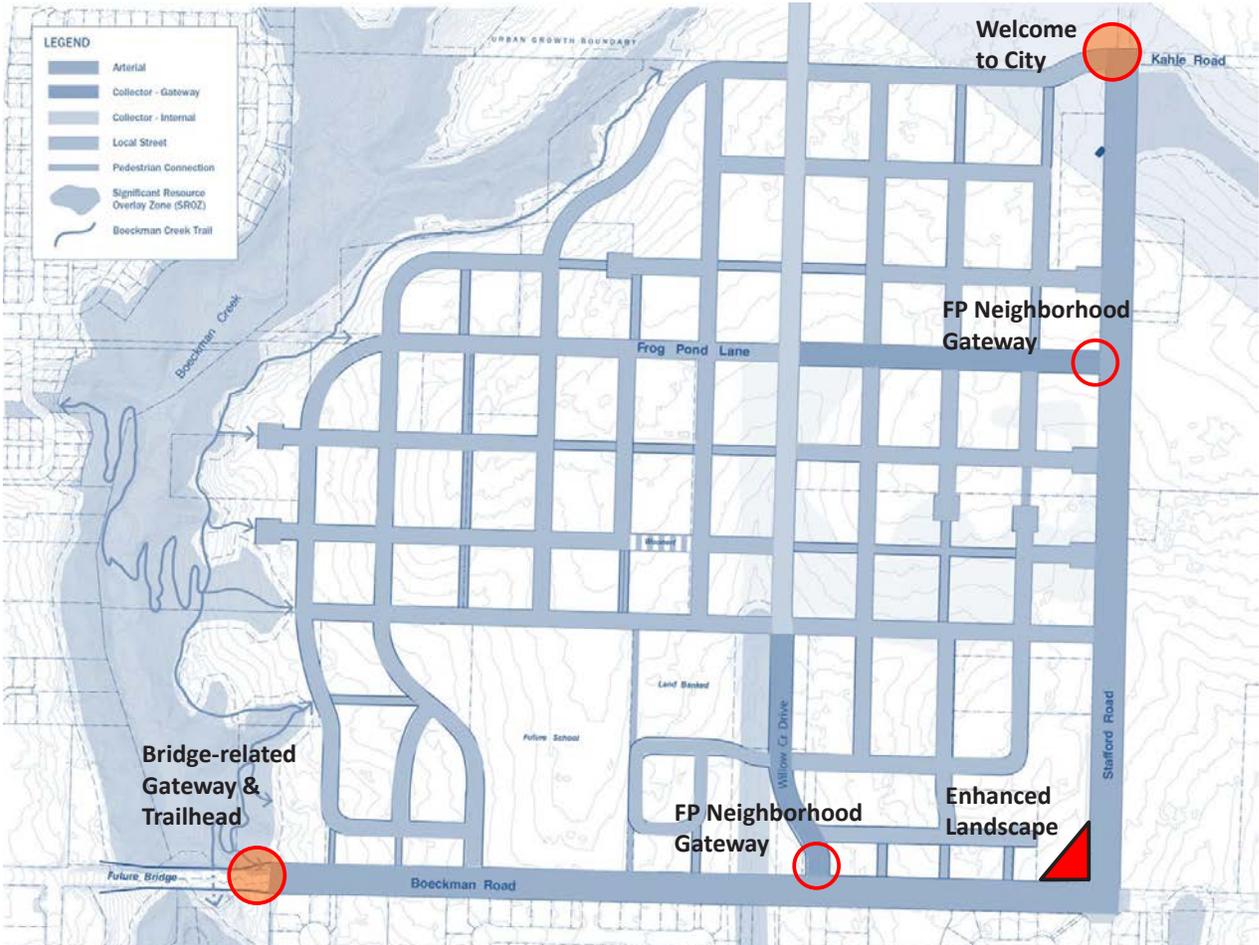
Table 2. Gateway Types, Roles, and Design Elements

Gateway Type	Location and Role	Design Elements
<b>City Gateway</b>	Stafford Road at Kahle Road  Role: Mark entry to Wilsonville  Facilitate transition from rural to urban setting	<ul style="list-style-type: none"> <li>▪ Landscaping and signage reflect the character of area</li> <li>▪ Coordinate with other City gateways in Wilsonville</li> </ul>
<b>Neighborhood Gateways</b>	Willow Creek Drive at Boeckman Road  Frog Pond Lane at Stafford Road  Role: To mark the primary entries into Frog Pond West	<ul style="list-style-type: none"> <li>▪ Use brick to blend with Boeckman property frontage wall</li> <li>▪ Brick monument should be properly scaled, respectful of Boeckman frontage context</li> <li>▪ Simple brick form, integrated with landscape</li> <li>▪ Large lettering not as important as landscape and civic element</li> </ul>
<b>Boeckman Bridge</b>	Boeckman Bridge – See Figure 36 for potential locations	<ul style="list-style-type: none"> <li>▪ Include a strong vertical element</li> <li>▪ Materials and design compatible with natural setting of Boeckman Creek Corridor</li> <li>▪ Potential location and integration with access to Boeckman trail</li> <li>▪ Emphasize Boeckman Creek, not Frog Pond, identity</li> </ul>
<b>Boeckman-Stafford Gateway</b>	NW corner of the Boeckman-Stafford Road intersection  Enhancement of key corner	<ul style="list-style-type: none"> <li>▪ Trees and tall landscaping will mark the corner and de-emphasize powerlines</li> <li>▪ Opportunity for public art</li> <li>▪ Design should support the corner as an active pedestrian cross-road and safe route to Meridian Creek school</li> <li>▪ Design to de-emphasize power lines</li> </ul>

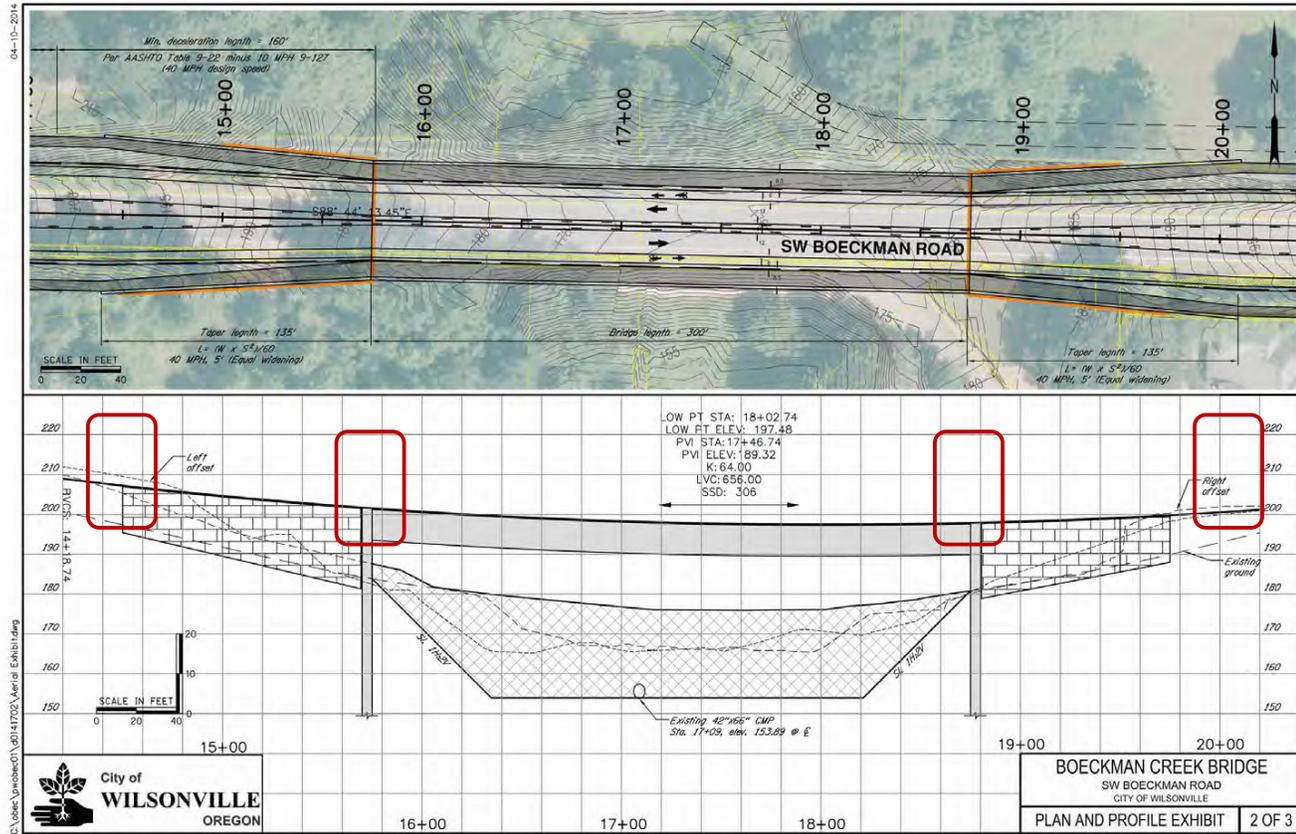


The City will lead the implementation of the Gateway projects as part of the infrastructure funding plan and implementation. The Neighborhood Gateways are expected to be collaborative projects with developers when those intersections are improved.

**Figure 35.** Gateway Locations



**Figure 36.** Boeckman Bridge Gateway

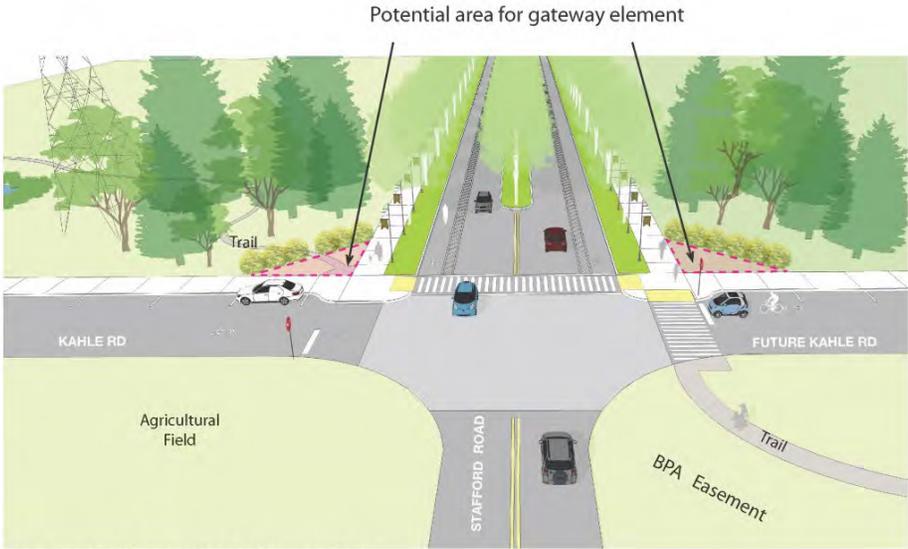


 Potential locations for vertical elements to be added to bridge

### Bridge as Gateway



**Figure 37.** City Gateway - Stafford Road at Kahle Road



**Conceptual Gateway Intersection**  
SW Stafford & SW Kahle, looking south

- Facilitates transition from rural to urban setting
- Landscape and signage design should reflect the character of the planning area



*Landscape as Gateway*



*Seasonal landscapes*



*Landforms and tall vegetation*



**Figure 38.** Frog Pond Lane and Willow Creek Gateways



Use brick to blend with Boeckman property frontage wall



Brick monument should be properly scaled, respectful of Boeckman frontage context and history



Simple brick form, integrated with landscape

Large lettering not as important as landscape and civic element



## MONUMENTS AND SIGNS

As noted throughout the Master Plan, it is likely that Frog Pond West will develop incrementally. The intent is to avoid a pattern of individual subdivisions with different names, monuments, and identities within the neighborhood. Rather, the vision is to knit each incremental project together to form a unified whole. Accordingly, the following principles and standards are required for monuments within Frog Pond West:

1. Frog Pond will continue as a unifying name for the neighborhood.
2. Monument signs will be limited to Neighborhood Gateway locations and emphasize the Frog Pond neighborhood identity.
3. Individual subdivision signs (except temporary real estate sales signage) and monuments will not be permitted.
4. "Sign caps" will be utilized on street signs.
5. Signage at non-residential developments (e.g. parks and schools) will be consistent with Neighborhood Gateway signage to further tie the area together.



# Frog Pond **WEST**

## Master Plan



Street sign 'caps' also help with neighborhood identity





# Implementation



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## ANNEXATION, ZONING, AND DEVELOPMENT REVIEW

The City will take the first step in implementing and entitling Frog Pond West by adoption of amendments to the Comprehensive Plan and Development Code. The amendments include:

- **Comprehensive Plan Map.** Application of the Residential Neighborhood (RN) designation for residential properties and the Public Facilities (PF) designation for the future school and land banked sites.
- **Comprehensive Plan Policies and Text.** Updates of descriptive text to support and enable Frog Pond West's implementation.
- **Master Plan.** Adoption of the Frog Pond West Master Plan as a supporting document of the Comprehensive Plan.
- **Transportation System Plan (TSP).** Update of the TSP to implement the transportation element of the Frog Pond Area Plan and the Master Plan.
- **Development Code.** Amendment of the Development Code to include the new Residential Neighborhood Zone and selected minor amendments in other sections (e.g. definitions).

Subsequent steps will occur as annexations and developments are proposed by property owners. The plan is for annexation, zoning map amendments, and a Stage I and Stage II Planned Development Review and Site Design Review to be submitted as a package for each property, or group of properties if multiple sites are grouped as a combined subject property for annexation. The purpose of the combined review is to ensure that each development is fully consistent with the Master Plan and Code before annexation is approved and zoning is applied. Upon approval of the packaged review, the city will amend the Zoning Map to designate the subject property RN or PF as applicable.

## INFRASTRUCTURE FUNDING PLAN

**[text to be added when Funding Plan is completed]**





MKLE-MIDWAY '16





**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**IV. OTHER BUSINESS**

A. 2017 Planning Commission Work Program

## 2017 WORK PROGRAM Planning Commission

updated:  
1/16/2017

NOTE UPDATED SCHEDULE

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
Jan. 11	PC Chair & Vice-Chair Election	Frog Pond West Master Plan (Neamtzu) Water Treatment Plant Master Plan (Mende)	
Feb. 8		Frog Pond West Master Plan (Neamtzu)	Water Treatment Plant Master Plan (Mende)
Feb. 22	French Prairie Bridge Open House hosted by the Committee for Citizen Involvement (CCI)		
Feb. 28	Town Center Plan Public Kick-Off Event - City Hall		
March 8			Frog Pond Master Plan (Neamtzu) Transit Master Plan (Lashbrook)
April 17	Tentative: Joint Planning Commission / City Council Work Session: Town Center Plan		
April 12			
May 10		Industrial Form-based Code (Rybold / Neamtzu)	
June 14		Basalt Creek Concept Plan (Bateschell) Old Town Development Code (Pauly)	
July 12			Industrial Form-based Code (Rybold / Neamtzu)
August 9			Old Town Development Code (Pauly)
	Tentative: Joint Planning Commission / City Council Work Session: Town Center Redevelopment Plan		
September 13		French Prairie Bridge (Weigel)	
October 11			
November 8		Citywide Wayfinding & Signage Plan (Scola) Basalt Creek Land Use Amendments (Bateschell)	
December 13		Town Center Plan	

### 2017

- 1 Frog Pond Master Plan
- 2 Basalt Creek Concept Plan
- 3 Town Center Redevelopment
- 4 Transit Master Plan
- 5 Coffee Creek Industrial Area Form-Based Code
- 6 French Prairie Bike/Ped Bridge
- 7 Parks & Rec MP Update
- 8 Code Amendments
- 9 Parking Code Update
- 10 Water Treatment Plant Master Plan
- 11



**PLANNING COMMISSION  
RESCHEDULED TO  
WEDNESDAY, JANUARY 18, 2017,  
FROM JANUARY 11, 2017**

**IV. OTHER BUSINESS**

B. Dec. 22, 2016 PC Meeting Follow-up: Traffic



**CITY COUNCIL WORK SESSION  
STAFF REPORT**

<p><b>Meeting Date:</b>  July 18, 2016</p>	<p><b>Subject:</b> Wilsonville Road Corridor Update: Red Light Photo Radar Use; Speed and Truck Data East of I-5; Improvements Studied to Mitigate I-5 Interchange Area Congestion</p> <p><b>Staff Member:</b> Susan Cole, Steve Adams, PE, and Nancy Kraushaar, PE</p> <p><b>Department:</b> Finance and Community Development</p>
<p><b>Action Required</b></p>	<p><b>Advisory Board/Commission Recommendation</b></p>
<p> <input type="checkbox"/> Motion  <input type="checkbox"/> Public Hearing Date:  <input type="checkbox"/> Ordinance 1<sup>st</sup> Reading Date:  <input type="checkbox"/> Ordinance 2<sup>nd</sup> Reading Date:  <input type="checkbox"/> Resolution  <input type="checkbox"/> Information or Direction  <input checked="" type="checkbox"/> Information Only  <input type="checkbox"/> Council Direction  <input type="checkbox"/> Consent Agenda         </p>	<p> <input type="checkbox"/> Approval  <input type="checkbox"/> Denial  <input type="checkbox"/> None Forwarded  <input checked="" type="checkbox"/> Not Applicable         </p> <p><b>Comments:</b></p>
<p><b>Staff Recommendation:</b> Council will be updated on recent work completed in response to citizen and City Council concerns regarding traffic conditions along the Wilsonville Road corridor.</p>	
<p><b>Recommended Language for Motion:</b> n/a</p>	
<p><b>Project / Issue Relates To:</b> <i>[Identify which goal(s), master plans(s) your issue relates to.]</i></p>	
<p><input type="checkbox"/> Council Goals/Priorities</p>	<p><input type="checkbox"/> Adopted Master Plan(s)</p>
<p><input checked="" type="checkbox"/> Not Applicable</p>	

**ISSUE BEFORE COUNCIL:**

To become informed about staff work completed in response to community and City Council concerns regarding traffic conditions along the Wilsonville Road corridor. Three topics will be discussed:

- Speed and truck volume data for Wilsonville Road east of I-5

- Red light photo radar use for Wilsonville Road intersections at Boones Ferry Road and Town Center West
- Improvements that have been studied to mitigate congestion at Wilsonville Road and Boones Ferry Road caused by I-5 congestion.

## EXECUTIVE SUMMARY:

### Speed and Truck Volume Data for Wilsonville Road East of I-5

The City Council is concerned about citizen complaints regarding traffic speed and truck volumes on Wilsonville Road – particularly north of Wilsonville High School. As part of our ongoing traffic monitoring for this area, comprehensive seven-day traffic data were collected in April 2016 for speed, volume, and vehicle distribution. The April data and that from previous years are summarized in **Attachment A**.

*Speed:* The posted speed along Wilsonville Road between Rose Road and Boeckman Road (Advance Road) is 35 mph. The April 2016 data indicate that the 85th percent speed ranges from 37 to 39 mph. The 85th percent speed is a nationally recognized factor proven by repeated studies as a fair and objective indication of safe and reasonable speeds. The factor recognizes that most motorists are generally safe. For Wilsonville Road, the data indicate the majority over the 85th percent speed range from 40 to 45 mph with a minority in the 45 to 50 mph range.

Citizens have requested the speed limit be lowered on Wilsonville Road. The Oregon Department of Transportation (ODOT) sets speed limits on public roads in Oregon. The attached publication, “Setting Speeds – The How and Why of Oregon Speed Zones,” provides an informative review of setting speeds (see **Attachment B**).

The three most common tools used to affect traffic speed and safety are engineering, education, and enforcement.

- Engineering tools include road design, pavement markings, warning and regulatory signs, and traffic calming devices, along with all the engineering that goes into the design and manufacture of vehicles.
- Education informs people through driver's education classes, media safety campaigns, signage, speed watch programs, and school and neighborhood meetings.
- Enforcement techniques include police warnings and citations, along with radar trailers, speed display signs and radar reader boards.

The City of Wilsonville has applied engineering tools to the subject section of Wilsonville Road. Most recently, the City Council approved additional landscaped medians to be constructed as an engineering measure to calm traffic. Additional effective engineering tools are not foreseen at this time.

The City has also applied enforcement techniques on Wilsonville Road, and police patrol will continue to enforce against excessive speeds. Other enforcement techniques the City has applied include: 1) the City’s mobile speed trailer is regularly placed on Wilsonville road; and 2) one set of speed display and radar reader signs operate for the school zones. The Council can request that research be done to determine if these signs can be modified to operate at all times.

The Council can consider developing a city-wide traffic safety campaign to inform the public about the importance of posted speeds as well as other concerns that have been reported to staff and the City Council.

Truck Volumes: The April 2016 vehicle distribution data indicate 4.5 to 5.6 percent heavy trucks (2-axle/6 tire and larger) on Wilsonville Road between the high school and Boeckman Road (Advance Road). This is fairly consistent with data collected from previous years. On the two days with the highest number of trucks, the volume of <5-axle/double and larger trucks comprised 0.6 to 0.9 percent of the total traffic for that day (equates to 44 to 81 trucks of that size measured on those two days).

Citizens have requested that trucks be prohibited on the subject section of Wilsonville Road – or restricted to local trucks only. Our Transportation System Plan (TSP) classifies Wilsonville Road as a major arterial. A major arterial is relied on for all vehicles to connect to all development in the city – including residential, commercial, and industrial.

Generally, 2 to 4 percent heavy truck volume is typical for arterials adjacent to residential land use. The 4 to 6 percent observed in the April 2016 data is on the high end, but not out of line given the City’s arterial grid characteristics, the destinations along Wilsonville Road, and the regional connections to Wilsonville Road.

Staff has contacted ODOT to see if they can reach out to the freight industry and ask them to reduce use of Wilsonville Road between Town Center Loop East and Advance Road and learned that ODOT does not have a process to make these requests. Staff has also contacted Clackamas County staff to see if they have noted increased truck volumes on Stafford Road south of I-205 and learned that they have not observed anything unusual.

The City Council has expressed support for Clackamas County advancing an improved Stafford/SW 65th Avenue/Elligsen Road intersection project that would likely provide a desirable alternative for trucks connecting to I-5. Staff has also recommended this as a priority in planning future county-wide transportation projects.

### Red Light Photo Radar Use

Complaints and concerns have been submitted to City staff and City Council regarding traffic at the intersection of Boones Ferry Road and Wilsonville Road during times of congestion. City Council requested that staff look in a Photo Red Light Program as one possible solution.

The results of that research are summarized in **Attachment C**.

### Improvements Studied to Mitigate I-5 Interchange Area Congestion

The City Council is very concerned about the gridlock that is becoming common on Wilsonville Road in the I-5 interchange area when I-5 is congested. They requested that staff study several different improvements on Boones Ferry Road and its intersection with Wilsonville Road to determine if there are any practical solutions. Staff and DKS (the City’s Transportation Consultant) will present the results of the study at the July 18 work session).

A significant improvement to congestion in this area is expected when a new multi-modal connection is constructed between Old Town and Kinsman and Brown Roads. Further building out the City's transportation grid provides alternate routes and plays an important role in dispersing traffic and mitigating highly congested areas. The planning for this project (Boones Ferry Road to Brown Road Connector Corridor Plan) began in June with a completed plan expected in early 2017. Funding for Phase 1 (Boones Ferry Road to Kinsman Road) design and construction is identified in the 5-Year Planning CIP Forecast for 2017-2020. The Council can consider expediting this project as much as possible.

**ATTACHMENTS:**

- A. Wilsonville Road Traffic Study Data Summary
- B. Setting Speeds – The How and Why of Oregon Speed Zones (an ODOT publication)
- C. Red Light Photo Radar Use

# ATTACHMENT A

## Wilsonville Road Traffic Study Data Summary

Prepared by: Nancy Kraushaar, PE  
6/10/2016

Wilsonville Road East of I-5

Location	Year	Date	3-day ADT	3-day ADTrucks	3-day % Trucks	7-day ADT	7-day ADTrucks	7-day % Trucks	85% Speed
Landover-Wagner	2016	April 26-28 & 23-29	7224	383	5.3	6728	303	4.5	39 mph
Landover	2015	Mar 31-Apr 6	n/a	n/a	n/a	6160	363	5.9	39 mph
Landover	2014	April 1-3	6532	398	6.1	n/a	n/a	n/a	39 mph
Landover	2013	June 12-18	n/a	n/a	n/a	6138	264	4.3	38 mph
Meadows Pkwy/Meadows Lp	2016	April 26-28 & 23-29	7449	421	5.6	7089	369	5.2	37 mph
Roseburg	2016	April 26-28 & 23-29	9719	379	3.9 (2)	9341	327	3.5 (2)	39 mph
Thinning Commission	2015	Mar 31-Apr 6	n/a	n/a	n/a	9027	496	5.5	40
2013	2013	June 12-18	n/a	n/a	n/a	10894	425	3.9	40
2011	2011	Oct 29-Nov 4	n/a	n/a	n/a	8461	558	6.6	n/a
Hollyrebekah	2016	April 26-28 & 23-29	14729	355	2.4 (2)	14236	288	2 (2)	29 mph

- Notes:
1. Truck data is for 2-axle/6 wheel and greater based on FHWA vehicle classification.
  2. 2015 data for Rose Lane and Holly-Rebekah data for truck count may not be accurate.
  3. ADT = Average Daily Traffic

## SETTING SPEEDS — THE HOW AND WHY OF OREGON SPEED ZONES

Setting speed zones on Oregon's highways and streets is often a controversial and emotional issue.

Many citizens believe that lowering the speed will improve traffic safety on their street or in their community. On the other hand, speed zones that are unrealistic are often disregarded by a majority of motorists who are normally careful and law-abiding citizens.

Speed zoning, when used with an overall traffic plan, helps traffic move more safely and efficiently. However, it does not provide a quick fix for land-use problems or poor traffic patterns. Instead, speed zoning reflects a reasonable balance between the needs of drivers, pedestrians, and bicyclists using public roads for travel and for those who live along these roads.

### The Logic of Speed Zones

Extensive studies from around the US show that traffic moving at a speed that is reasonable for the road and weather conditions results in fewer accidents. Drivers are more patient, because a reasonable, uniform speed allows progress with less passing, less delay, and fewer rear-end collisions. Lowering the speed does not necessarily result in fewer crashes.

### The Basic Rule

Designated and posted speeds are not the final word in Oregon, for all travel on public streets and highways is subject to the **Basic Rule**. The Basic Rule is both a safety valve and an acknowledgement that drivers are able to act independently, reasonably, and with good judgment.



The Rule states that a motorist must drive at a speed that is reasonable and prudent at all times by considering other traffic, road and weather conditions, dangers at intersections, and any other conditions that affect safety and speed.

The Basic Rule does not allow motorists to drive faster than the posted or designated speed. Instead, it expects drivers to be responsible for their own actions.

### What Happens When a Speed Zone Change is Requested?

The Oregon Department of Transportation has the responsibility to investigate most public roads at the request of the road authority.

When a city or county asks ODOT to review a speed zone, an engineering study is started. The road is surveyed for the following:



## SETTING SPEEDS

*Continued from page 4*

- Lane and shoulder widths
- Signals and stop signs
- Number of intersections and other accesses
- Roadside development
- Parking and bicycle lanes

Other analysis includes:

- Number and type of vehicles
- Number of pedestrians and cyclists
- Crash history
- Speed checks

Recognizing that most motorists are generally safe, the speed at or below which 85 percent of the drivers travel is one nationally recognized factor proven by repeated studies as a fair and objective indication of safe and reasonable speeds.

### Speed Zoning FAQs

#### **Q: Won't lowering the posted speed reduce speeds?**

**A: NO.** Studies show that there is little change in the driving speeds after a lower speed sign is posted. Drivers are much more influenced by the roadway conditions and their perceptions of the need to slow down. In fact, the lowering of a speed limit, below what is perceived by drivers as a reasonable speed, may result in greater differences in speeds (more variance) with some going faster and some going slower. This means there are more conflicts between vehicles than before the signed speed was lowered.

One study reduced posted speeds by 5, 10 and 15 mph at numerous sites. When speeds were reduced, less than one-half of a percent of the drivers complied with the posted speeds. The average change in speed for all drivers was less than 2 mph and crashes increased by 5 percent.

#### **Q: How do we get vehicles to slow down?**

**A:** The real question is, "How do we improve safety?" Often, we get so focused on the question of reducing posted speeds that we lose sight of the real reason for slowing drivers. How to improve safety

depends on what problem needs to be addressed. Are pedestrians having a hard time finding safe gaps to cross the road? Are vehicles trying to access a highway with high traffic congestion? This is where a local public works department or ODOT can help.



#### **Q: Why do we even have posted speeds?**

**A:** Uniform speeds result in the safest and most efficient operation. The posted speed can keep the traffic flowing smoothly when the majority of drivers find the speeds reasonable. To do this, the speeds must be logical and consistent throughout the state.

If speeds are not reasonable, they can become a source of frustration for drivers when the speeds are enforced, a source of frustration for the local community when the speeds are not adhered to, and a source of frustration for police agencies when they are accused of enforcing the speeds just to produce revenue.

Posted speeds give the motorist an idea of an appropriate speed to drive in unfamiliar locations and are used by enforcement to identify excessive speeds and curb unreasonable behavior.

#### **Q: How are posted speeds determined?**

**A:** The Oregon Revised Statutes sets a default speed for certain streets and roadways. These are referred to as statutory speeds. To set a speed limit not designated in statute, a traffic engineering investigation of the roadway conditions and current speeds must be performed. If that investigation indicates that a lower speed is safe and reasonable, a speed zone order may be issued and a lower speed posted.

Speeds that are posted arbitrarily, without regard to the law, are suspect and could be challenged in court.

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Planning Commission - January 18, 2017  
 Dec 22, 2016 PC Meeting Follow-up: Traffic

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## Attachment C

<b>Meeting Date:</b> July 18, 2016	<b>Subject:</b> Red-Light Photo Radar Use  <b>Staff Member:</b> Susan Cole and Nancy Kraushaar <b>Department:</b> Finance and Community Development
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b> Summary of Red-Light Photo Radar Program

### Background

Complaints and concerns have been submitted to City staff and City Council regarding traffic at the intersection of Boones Ferry Road and Wilsonville Road. City Council is looking into potential solutions to resolve the issues created by congestion at this intersection. A Photo Red Light Program is being discussed as one possible solution.

### How they work

A company, such as RedFlex, installs the red light camera at their cost. New technology is radar based, so streets are not torn up. The company earns its money by taking a share of this revenue – a flat fee or percent per citation, so the jurisdiction pays only when a citation is generated. Red light violations carry a \$260.00 fine. However, based on driving record, this could be reduced to \$208.00. Additionally, flat fees totaling \$61.00 per citation are paid to the County and State.

The jurisdiction does have to dedicate time of an officer to review the red-light camera citations, and the citations are only available for a certain time period, so an officer does need to review the red-light camera citations in a timely way.

### Review

Photo Red Light Programs are used to help curb a community's negative driving behavior, thus creating safer intersections and reducing traffic accidents. Cities throughout Oregon use Photo Red Light Programs. There are currently three companies in Oregon that are used as vendors to offer these programs, the most common being RedFlex.

There are two types of Photo Red Light systems. The original system used loops in the ground to measure vehicle speed at a certain distance from the intersection in order to initialize the cameras when a possible red light offense was about to occur. This technology has been improved to a radar-based system. The ease of installation and the ability to adjust the sensors at any time are just a couple of the benefits to this option. RedFlex has put together a video that gives an overview of their Photo Red Light Program. A link to this video is here: [Video – How Red Light Cameras Work](https://www.youtube.com/watch?v=ZQWCHR0T2Sc&feature=player_embedded)  
([https://www.youtube.com/watch?v=ZQWCHR0T2Sc&feature=player\\_embedded](https://www.youtube.com/watch?v=ZQWCHR0T2Sc&feature=player_embedded))

## **Comparison**

Neighboring communities that have Photo Red Light Programs currently in place have been contacted in order to gather a comparison of the following general program information:

### **Tualatin**

The City of Tualatin implemented their Photo Red Light Program in 2009. As of March, 2016, they have two intersections being monitored by their program. The goal with a Photo Red Light Program is to curb bad driving behavior, in order to create safer intersections. Tualatin's Bridgeport Village intersection has seen a change in driving behavior with fewer red-light violations and accidents.

When first installed, there was a very high amount of citations being issued. This has now plateaued. Tualatin recommends anticipating a beginning surge at the start of the program because it will take extra staff to process the influx of citations, but that the work does plateau and drops off, so staffing plans should reflect that cycle.

Tualatin has loops installed in the road a certain distance from the intersection. These loops measure if a vehicle is going faster than 12 mph. If so, the intersections cameras are initialized in order to capture the violation.

Once violations are generated, RedFlex loads the videos in a queue for an officer to review and sign off on as a valid citation. These videos are in queue for a limited amount of days before the citations are no longer able to be issued, so it is imperative that officers review and approve or reject the offenses in a timely manner.

### **Newberg**

The City of Newberg implemented their Photo Red Light Program in 2008. They currently have one intersection active, but will be removing the cameras by the end of 2016 due to the bypass going in. The original reason for installing their cameras was to try to cut down on the number of wrecks that were occurring in the intersection. For the first four years, the number of citations was very high. They began to see progress in driver behavior change in the 5<sup>th</sup> year.

### **Beaverton**

The City of Beaverton implemented their Photo Red Light Program about 20 years ago. They currently have four active intersections that generate around 600 citations a month. They

renegotiated about six years ago and signed a five year agreement with RedFlex with an annual auto-renewal each year after that.

### **Sherwood**

The City of Sherwood implemented their Photo Red Light Program seven years ago. They currently have two active intersections that generate around 250 citations per month.

#### **Summary Table:**

City	Company Used	# of Cites / Month	RedFlex Charges Per Citation	Contract Length
Tualatin	RedFlex	350	\$60 for 1 <sup>st</sup> 50 - \$50 for 51 - 100 \$40 for 101- 150 \$25 for 151+	One Year
Newberg	RedFlex	130	\$87.33	One Year
Beaverton	RedFlex	600	\$40	5 Year w/ Auto-Renewal
Sherwood	RedFlex	250	\$60	?

Photo Red Light citations are issued as Class B violations at \$260.00 each. RedFlex does not charge for equipment, or installation. They only charge fees per violation.

### **Application to Wilsonville**

Wilsonville has experienced traffic congestion on Wilsonville Road near the I-5 Interchange. The intersections of Wilsonville Road and Boones Ferry on the west and Wilsonville Road and Town Center Loop on the east become very congested – typically when there are traffic issues on I-5 and the on-ramp storage capacity is exceeded. Drivers block the intersections which impedes other vehicle movements as the signals cycle. The City has control of these intersections – in other words, ODOT is not involved in the signal maintenance or keeping these intersections clear. The City is exploring whether installing red-light cameras at these intersections would help to keep these intersections clear.

The main challenge with red-light photo radar at these intersections is that left-turning traffic that block the intersection would not necessarily trigger the red-light camera, because the camera is triggered by motion. For south-bound Boones Ferry to east-bound Wilsonville Road travel, left-turning vehicles from Boones Ferry enter the intersection on a green light, but due to stopped traffic on Wilsonville Road, do not clear the intersection by the time the light cycle changes. A red-light photo radar would not help in this circumstance because the photo radar is tripped only when the vehicle crosses the stop bar (crosswalk) during a red-light. Although, the mere presence of a red-light photo radar could act as a deterrent and influence driving behavior.

Staff consulted with Clackamas County Traffic Operations, who operate and maintain Wilsonville traffic signals. They indicated that red light photo radar that is triggered by vehicle speed and location would not be effective in improving driver behavior for this condition where vehicles enter the intersection during the green phase and are unable to get through the intersection before the light changes.

# REDFLEX *Grid Free*™



## Increase Traffic Flow by Deterring Grid Lock with the Most Experienced Photo Enforcement Provider

Grid lock is frustrating for your citizen drivers but also a safety issue when your emergency response people cannot get through traffic to respond to a critical situation. Grid lock can be dangerous for pedestrians crossing the street and for cyclist. Plus, the idling cars stuck in the gridlock increase carbon dioxide emissions.

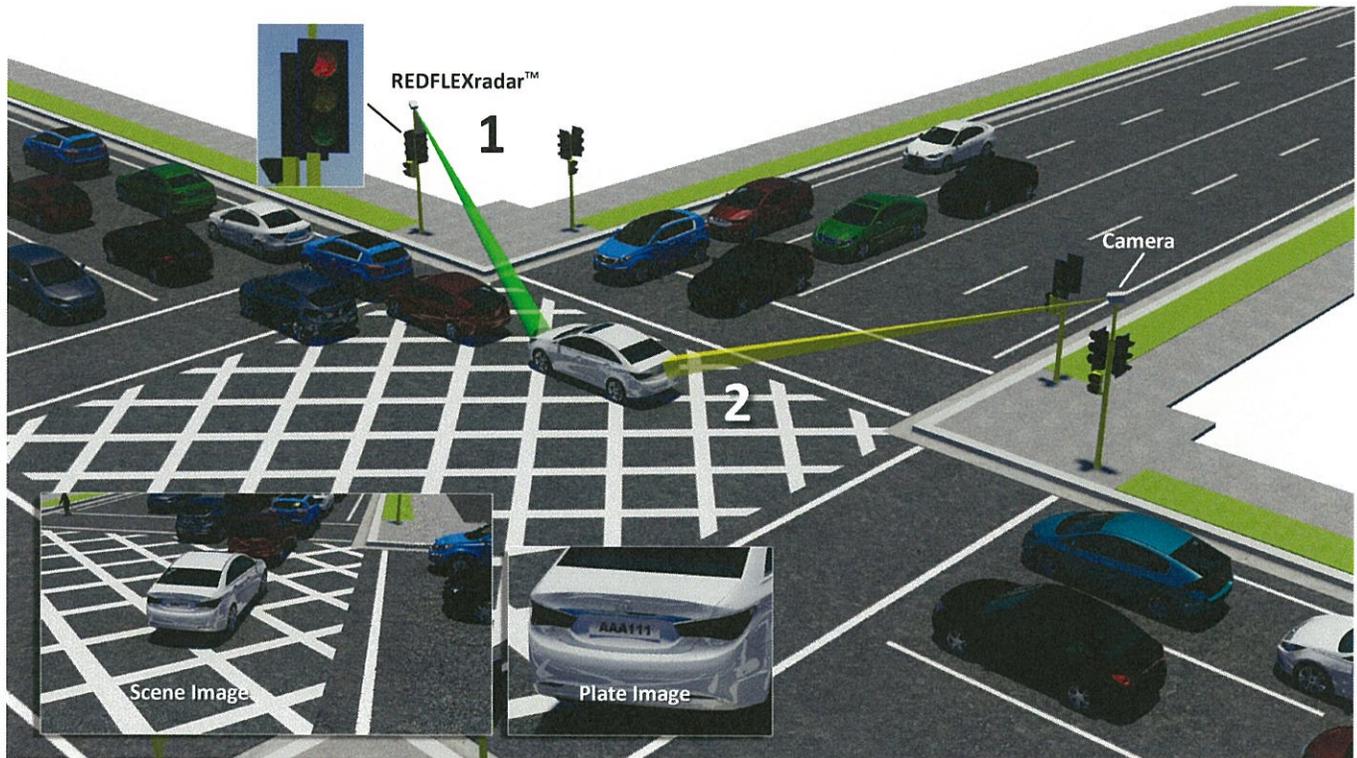
Blocking an intersection is rarely an uncontrollable situation. Drivers chose to block an intersection in order to be on the other side of a red light.

With REDFLEX Grid Free™, you now have a tool to deter this type of driving behavior. Redflex has over 25 years of experience in working with communities to encourage proper driving behavior that improve safety and traffic flow.

### The REDFLEX Grid Free™ Advantage

- Non-intrusive radar technology eliminates need for disruptive construction
- Easily add-on feature to REDFLEXred®
- Leading-edge image recording and data capture technology
- Turnkey, ready-to-use solution
- No upfront costs
- Potential to generate surplus funds 100% compliant with all local, county, state and federal laws
- 24/7 customer support
- Dynamic back office providing violation verification and remote maintenance

## REDFLEX Grid Free™: How it works



1. Vehicles are tracked with a vehicle facing REDFLEXradar™. 2. If a vehicle is in the intersection area during the red phase, a camera captures the scene and a close-up of the vehicle license plate and creates an incident file.

## REDFLEX Grid Free™: Program Features

REDFLEX Grid Free™ is much more than a safety camera system. We offer an unrivaled, holistic approach that encompasses all aspects of the photo enforcement process, from violator detection, data capture and violation verification to ongoing maintenance and comprehensive customer support. Plus, REDFLEX Grid Free can be easily incorporated into similar infrastructure used by our REDFLEXred, our red light photo enforcement system.

### Leading-Edge Violation Detection with REDFLEXradar™

REDFLEX Grid Free™ uses our unique REDFLEXradar technology to detect the presence of a single or multiple vehicles within an intersection grid box during the red light phase. It takes a visual of the offending vehicles' license plates and a scene shot showing the vehicle in the grid box during the red light phase.

### Advanced Recording Technology

Redflex's safety camera systems are equipped with industry-leading SMARTcam™ software, providing unmatched functionality and flexibility:

- Cameras capture multiple images across multiple lanes, even in low light or poor weather conditions
- System automatically detects and captures images of the violating vehicle(s).
- SMARTscene® full-motion video system provides situational awareness before and after each incident

### Highly Secure Data Capture

Our cameras instantly capture a variety of data to effectively evaluate incidents and determine whether violations occurred, such as:

- Hi-resolution still images, including a wide angle image of the incident scene and a zoomed image of the license plate
- Approximately 12 seconds of video detailing the incident
- Date, time, vehicle speed, lane number and location of each incident

All data is immediately transmitted and encrypted to a central processing server at Redflex and digitally signed, preventing interception and manipulation of the evidence while ensuring the highest level of protection to the chain of custody. All original images and data are secured in a data vault for safekeeping.

### Legally Compliant Violation Processing & Citation Mailing

**Triple Verification:** All incident data undergoes a comprehensive, triple verification process before we submit evidence packages to law enforcement for final review and potential approval.

**Custom Criteria:** Each client can determine the factors that Redflex processing specialists review – we don't use a one-size-fits-all approach.

**In-House Printing and Mailroom Services:** Unlike competitors, Redflex prints and mails all documentation related to violations. We don't disrupt the chain of custody, and we maintain control of all data throughout the violation process.

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### Did you know?

**In 2013, Los Angeles synchronized every one of its 4,500 traffic signals across 469 square miles in an effort to reduce grid lock.**

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### Multi-Lingual Call Center, Online Support Services for Violators & Cash Payment Options

Redflex manages violator communications and payments through a multi-lingual call center that's open 11 hours a day, five days a week, providing the public with an avenue to get their questions answered. We also maintain an online support center at PhotoNotice.com where violators can view the images and video associated with their violations, and make payments. Additionally, we can provide cash payment locations to make the settlement of a citation more convenient.

### Non-Intrusive Installation & Ongoing Maintenance Support

You never need to touch the equipment. Redflex handles all installations and maintenance throughout the life of the program including:

- Real-time monitoring, remote maintenance and statistical reporting by our Network Operations Center at Redflex headquarters
- Systems diagnostics and preventive maintenance on a daily basis using a variety of proprietary tools and technologies
- SMARTscene Live!™ provides live streaming videos and video recording capabilities for added monitoring support beyond photo enforcement, including criminal activity

## REFLEX Grid Free™: Program features

### Insightful System Analytics

Redflex provides valuable traffic data packages and customized reports with detailed statistics you need to effectively monitor trends. All data is available to our clients 24/7 through a secure online connection, including maintenance reports, vehicle and violation counts, issuance rates and system performance.

### Dedicated Account Representatives & 24/7 Support

All clients have dedicated account representatives who work with them on a regular basis to make sure the program is functioning smoothly and continually achieving goals. Customer support is also available 24/7 through the Help Desk at our Network Operations Center, which is equipped to quickly diagnose and resolve virtually any issue.

### Comprehensive Court Support Packages & Expert Witness Testimony

If needed, Redflex will provide comprehensive adjudication and court support services, including the development of court file transfer interfaces, court training modules and court evidence packages.

Additionally, we provide expert witness testimony and testimony training for all clients.



**Get started!**

(866) 703-8097 [sales@redflex.com](mailto:sales@redflex.com)

[Redflex.com](http://Redflex.com)

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**Did you know?**

**On average, Redflex processes more than 1 million violations a month.**  
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