



**PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016
6:00 PM
AGENDA**

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

II. 6:05 PM PLEDGE OF ALLEGIANCE

III. 6:10 PM 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.

IV. 6:20 PM CITY COUNCIL LIAISON REPORT

V. 6:25 PM CONSIDERATION OF THE MINUTES

V. A. Consideration Of The Minutes

Documents:

[V. A. Consideration Of The Minutes.pdf](#)

VI. 6:30 PM WORK SESSION

VI. A. Frog Pond Master Plan (Neamtzu)

Documents:

[VI. A. Frog Pond Master Plan \(Neamtzu\).Pdf](#)

VII. 8:00 PM INFORMATIONAL

VII. A. Basalt Creek Concept Plan (Bateschell)

Documents:

[VII. A. Basalt Creek Concept Plan \(Bateschell\).Pdf](#)

VII. B. UGB Task Force (Neamtzu)

Documents:

[VII. B. UGB Task Force \(Neamtzu\).Pdf](#)

VIII. 8:30 PM OTHER BUSINESS

VIII. A. 2016 Planning Commission Work Program

Documents:

[VIII. A. 2016 Planning Commission Work Program.pdf](#)

IX. 8:40 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.

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
WEDNESDAY, OCTOBER 12, 2016**

V. CONSIDERATION OF THE MINUTES

- A. Consideration of the September 14, 2016 Planning Commission minutes.

PLANNING COMMISSION
WEDNESDAY, SEPTEMBER 14, 2016
7:00 P.M.

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

DRAFT MINUTES
FOR REVIEW
10/12/2016

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 7:04 p.m. Those present:

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

City Staff: Chris Neamtzu, Michael Kohlhoff, Miranda Bateschell, Nancy Kraushaar, Steve Adams

II. PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

III. CITIZEN'S INPUT - This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

Doris Wehler, 6855 SW Boeckman Rd, Wilsonville, complimented the staff and consultants for a very well-written report, adding she agreed with almost everything in it. Option 1 was the better option for Open Spaces. She liked the fencing proposed along Boeckman Rd, but wondered if the 20 percent of windows facing the street was really necessary in all instances. She asked if the Planning Commission had considered undergrounding the power along Boeckman Rd, instead of having power poles, noting PGE told her that it would be very expensive.

Dorothy Von Eggers, 6567 SW Stratford Ct, Landover, strongly encouraged minimizing the use of alleys with driveways at the back of the houses as much as possible because with no driveways or garages in front of the house, there tended to be more parking on both sides of the street, which could create an obstacle for emergency vehicles needing to get through.

IV. CITY COUNCIL LIAISON REPORT

No City Council Liaison Report was given due to Councilor Lehan's absence.

V. CONSIDERATION OF THE MINUTES

A. Consideration of the July 13, 2016 Planning Commission minutes
The July 13, 2016 Planning Commission minutes were approved as distributed.

VI. WORK SESSION

A. Frog Pond Master Plan (Neamtzu)

Chris Neamtzu, Planning Director, stated the conversation was continuing on the Frog Pond Master Plan after a productive and exciting Open House with a lot of participation. He thanked the Commissioners for attending and conversing with the public alongside Staff and the consultant team. He highlighted the timeline for master planning process, noting the next Planning Commission work session would be held on October 12th to discuss the infrastructure financing, following a work session at City Council on October 3rd. Different financing mechanisms would be considered to finance the framework infrastructure needed to serve Frog Pond. The Draft Master Plan

would be presented to the Commission in November, along with a final draft of the Development Code, with a public hearing in December. This timeline would allow the Draft Master Plan to be presented to Council in early 2017. The infrastructure financing piece had been decoupled and was following a parallel and similar track; however, he did not want to delay the Master Plan as he expected the finance issues would take longer to work through.

- He highlighted the three primary memorandums in the meeting packet, noting a decision was needed from the Commission regarding the policy options for the Open Space Standards. Direction was also needed with regard to the new Creekside Lot Standards and the open fences backing onto the regional trail adjacent to Boeckman Creek. The Code language recommendations in the packet supported a positive user experience and making that natural resource edge a community asset via penetration points and visual lines of sight.
- He reminded that public comment would be taken following the consultants' presentation.

Joe Dills, Angelo Planning Group (APG), along with Andrew Parish of APG, and Ken Pirie of Walker Macy, presented the revised Draft Code text and policies proposed to implement the Frog Pond Master Plan, displaying supportive materials, such as maps and pictures, via PowerPoint. The proposed revisions to the Code language, which were presented in the meeting packet, included a Boeckman Road Cross-Section and Lot Standards Update, Policy Options for the Open Space Standard, and Creekside Lot Standards as noted in the work session agenda provided on Page 1 of 17 of the memo.

Discussion and comments regarding key concepts discussed in the revised Code language for the Frog Pond Master Plan were as follows with responses from the project team as noted.

Boeckman Road Cross-Section and Lot Standards Update:

- The HOA would be responsible for maintaining landscaping in the right-of-way along Boeckman Rd. The City would be responsible for maintaining the street median.
- The sidewalk widths in Figures 1 and 2 (Pages 5 and 6 of 17) were different because Figure 1 was provided by West Hills and not the project team's drawing. The sidewalks would be 8-ft wide.
- As written, the standards included enhanced facades for street facing facades, not facades simply viewed from the street. The Street Demonstration Plan was oriented assuming homes would front more to the interior, so rear facades would most likely be seen from Boeckman Rd. If the Commission wanted to require enhanced facades on a corner situation, along pedestrian corridors, or on the viewscape, which had been done in other areas, that would be an appropriate requirement.
- On Page 3 of 17, the second bullet referred to the need to customize the sidewalk and planter strip to local site conditions, which provided flexibility to save an existing tree, for example, along the south side of the Boeckman Road frontage, rather than having a standard sidewalk section. Mr. Dills noted examples on the Boeckman Road Plan where that flexibility might be needed, adding each situation would be assessed on a case-by-case basis.
- Mr. Neamtzu added the City had received testimony from Frog Pond Church regarding a very large tree in the front of the property where an easement might be required from the church so the sidewalk could be routed around the tree. There was also a heritage tree in front of the church property and a row of Sequoias on the property to the west that the owner wanted to save if possible. These were the type of unique site conditions on either side of the subdivision.
- With regard to burying high voltage power lines, Mr. Neamtzu clarified other high voltage powerlines had not been undergrounded elsewhere in the city, as the cost was four or more times higher than keeping the lines on poles. Initial conversations with PGE indicated these lines could not be placed underground. The school district was constructing improvements to the middle school assuming the overhead powerlines would remain in place. The reality was the framework infrastructure was expensive enough as is, without the cost of burying the lines, which the City would love to do from an aesthetic and community benefit standpoint. Developers could be asked to pay for burying the lines.
 - Michael Kohlhoff, Special Projects Attorney, clarified it depended on whose development was causing the line to be changed. If it was the City's development for the road improvement, then

under the City's Right-of-Way Ordinance and prior franchises, it would be PGE's responsibility to place underground the line at PGE's cost. But if the developers caused the change, it would be at the developer's cost if they could do it. If out of the right-of-way, PGE would have to negotiate the acquisition to place poles on private property, which might be done with the developers or homeowners; however, PGE also had the right of condemnation. Placing it outside the right-of-way raised additional issues, but the legal department had not really studied the matter as this was the first time the issue had presented itself.

- Although the lines being moved from the right-of-way to the HOA property, PGE would need to acquire an easement to be able to still maintain the poles on private property.
- Steve Adams, Development Engineering Manager, said he understood from PGE that the lines were around 28,000 volts. The City went with underground power lines whenever possible.
 - The City generally would require the franchise utility to pay for undergrounding the line for a capital project like a road widening and the City would pay for installing the conduits, vaults and the entire superstructure. In contrast, a private developer would pay for the cost of putting the infrastructure in the ground and for PGE to physically move the lines underground, even if the road widening was required by the City because the improvement was led by a private development project.
- The recommended brick wall height was 4-ft, instead of 2-ft high, in response to testimony about privacy concerns and because other comparable projects around Wilsonville used a taller brick component.
- The project team had removed the trees previously shown in the landscape tract under the powerlines. While the illustrations showed broader canopy trees, columnar trees were suggested for the planting strip in locations adjacent to the powerlines along the north side of Boeckman Rd. This was another example of the customization mentioned earlier and noted on Page 3.
 - Additionally, the location of the poles could be coordinated between the trees to minimize or eliminate the need for cut outs. The trees could be planted a sufficient distance apart so the canopies could grow out without the pole being within the canopy.
- The powerlines require the trees to be trimmed. Support was reiterated for undergrounding the powerlines to avoid restrictions on the placement and later trimming of the street trees.
- The setbacks on the lots had not been discussed, but would affect how visibility of the side elevations; no one would be able to see the side elevations if the setbacks were as shown in the illustrations. The side facades on the larger lots were more likely to be seen.
- Although the setbacks would impact the visibility of the side facades, particularly on larger lots, the enhanced elevation standards would only apply to a corner or street facing facade, or a side facing a pedestrian corridor, not to an interior lot line condition.
- The standards discussed to date included front entrance location, garage standards, house plan variety, minimum percentage of windows and articulation; however, no trim work had been specified.
 - People would be paying a premium for these homes and homeowners, particularly of houses on larger lots, would likely expect of a high quality trim on the houses, including on the sides.
- Street lighting was not shown in the Boeckman Road Cross-Section but would need to be squeezed in between the trees and power poles.
- Mr. Dills confirmed the enhanced elevation was the standard for sides of homes facing a pedestrian access, so wherever there was traffic past a structure, the structure would be articulated.
- Open Space Standard—Policy Options
 - The project team was leaning toward Option 1 as the recommended Open Space Standard since 59 open spaces seemed to be too many.
 - A third potential option discussed previously concerning a 5 percent open space requirement for Medium Lots and excluding Large Lots, was not considered further as it was a hybrid between the two presented options. The hybrid would likely result in 30 to 40 open spaces, which would still be too many, especially since the neighborhood park would most likely be located in the medium density lots due to centrality.

- The overall potential was that Frog Pond West would be a neighborhood where one was never more than one or two blocks from open space, even with Option 1.
- Walkability and connectivity within the neighborhood were a concern since it seemed the small green spaces would add to the connectivity or common space within the Small Lots, whereas within the Large Lots, the open spaces might actually serve to put more distance between people.
- The pros and cons of the two Open Space options were reviewed as presented on Page 9 of 17 with the following additional comments:
 - The project team was working on a premise that the public parks were a priority and important element and that the implementation strategy needed to consider time to ensure the public parks did not lag behind residential development.
 - The number of open spaces in Option 2 would become another element to try to coordinate well throughout Frog Pond West. The reality was that the City might have 10 to 20 individual land development approvals come through the process where open spaces were incorporated, and the more individualized the open spaces, the greater the chance of them not being coordinated with each other.
 - Requiring a land set aside, like in Option 2, might push developers toward smaller lots in order to accommodate as many houses as possible within their sites, which would be an unintended consequence of the Open Space Standards and would run counter to the community perspectives and principles so well debated last year.
 - Commissioner Postma preferred Option 1, but expressed concerns about the equity of pushing small pocket parks onto only some of the properties, resulting in an inequitable distribution of which property owners had to take on more of the open space. Property owners would not want the large neighborhood park because it would devalue the market price of the property.
 - Mr. Dills agreed a policy choice was being made on the Small Lot end of the spectrum by saying the properties getting more homes per acre had a higher obligation to provide a livability benefit to the city, which was something the Commission could count on when requiring open space in Small Lot versus the other two categories.
 - Where the public park landed and on whose property was subject to a number of factors, including willing sellers. The irony was that land owners would not want their land to be considered for the public park, yet they would want the park next door.
 - The policy would result in a weird race of sorts; property owners would want to get in the game early so their neighbor got stuck with the park.
 - Providing open space as a community benefit made sense as a tradeoff for higher density, which was potentially more lucrative.
 - The challenge would be to find a 2.5 acre site that no one would want.
 - Mr. Neamtzu reminded that the City's school district partners were in the area, providing an opportunity to work with another public entity rather than individual property owners.
 - The City had a number of different ways to provide a level valuation and greater equity of future park properties. Master developers, for example, work with the City and use System Development Charges (SDCs) credits to provide needed amenities through fair and equitable development agreements.
 - The City could utilize a couple financial devices in the development agreement to make the per acre cost roughly the same, whether the land was for a park or housing. There were a number of different ways to spread the cost of a park over the entire development.
 - Even though the land was highly parceled, there were enough 5 and 10 acre parcels that could accommodate a 2.5-acre park on a single property.
 - City Council would consider an Infrastructure Funding Plan that would include an approach to acquiring park land, and also describe the financing tools.
 - Commissioner Levit said he was leaning toward Option 1, but wanted a minimum distance, such as a quarter-mile, between homes and a green space, rather than plunking the open spaces in the areas

shown. He was unsure how to codify this as a standard. While Option 1 was the most favorable, it was not the most satisfying because it was too clustered, and without knowing the location of the big park, residents in the northwest corner could be farther away.

- Mr. Dills stated that type of standard could easily be met since the neighborhood was one-quarter mile from center to edge, so as a general rule, one would never be more than a block or two, 600 ft to 800 ft, from an open space of some sort.
- While in theory, developers would want to distribute parks as evenly as possible; in practice, some locations would be more advantageous than others. It really came down to the layout, and placement of open space would be addressed on a case-by-case basis.
 - The parks were clustered in only two places in Option 1.
- The City's tree preservation regulations would remain in place and the proposed language would not cause any additional reason to cut or condemn the existing trees in the center and northwest areas of the plan area.
 - The tree regulations would naturally lead to the identification of those spaces with tree groves as open space.
- Commissioner Millan preferred Option 1 primarily because it ensured the Small Lot or denser areas had larger open spaces and nice play structure areas available. She did not see distance as a concern given the larger neighborhood park and linear park, along with the smaller open spaces; no one would be that far from an open space.
- Commissioner Mesbah noted the Commission was assuming that each landowner might potentially combine some of the smaller open spaces into a larger park. For the sake of fairness, it would be good to have some idea that the conglomeration of parks would be done on a per acre basis. He confirmed that land for the neighborhood park would be prorated based on the developable acreage. He strongly preferred finding a financing tool where the entire development would help pay for the neighborhood park, because everyone would benefit from the amenity. The burden should not be on one person. The discussion involved an intricate economic analysis, about which the Commission did not have enough details yet.
 - Mr. Kohlhoff agreed that prorating was one of the options available. He explained the project team would be meeting again to analyze different options and formulas required for addressing the equity issue.
- The Commission must assume that the City was committed to equitable treatment of the ownership issue.
- Commissioner Postma stated the inequities could not always be balanced. He reiterated his concern about the standards inciting an odd race to get to development early which provided a better position of predictability regarding what one can get out of it.
 - Mr. Kohlhoff assured that the project team would do its best to lay out the approaches or reasonably equitable options and would seek feedback from the Commission, the public, the interested parties, and City Council.
- If property owners knew they would all share in the cost the neighborhood park, it would make the sale of properties easier, rather than landowners holding out for a better price, for example.
 - Mr. Kohlhoff noted the two issues were land acquisition and the design of the development, both of which involved cost. Park fees would also come into the mix going forward with development agreements. He believed the City hammered out the equities pretty well.
- Through an informal poll, the Commission unanimously supported Open Space Option 1.
- Creekside Lot Standards
 - The standards focused on enhanced elevations and fences that would be adjacent to the resource area. Pictures showing examples of similar treatments in Villebois were discussed, noting the relationship between the yard, fence, and walking trail.
 - The open fence provided trail users with a very different visual experience than a wood fence. Homeowners could manage screening inside their yard as they liked, either leaving it open,

- making the yard appear larger, or installing heavy landscape screening that closed off the yard, but was a more desirable experience.
- The Boeckman Creek Trail would have entry points at regular intervals for pedestrians. These access points would come through courts, not cul-de-sacs, proposed along the Boeckman Creek Trail. The homes would frame the courts except at the west end which would be kept open as a gateway and visual connection to Boeckman Creek. This would be specified in the Code.
- The purpose of the fence was questioned. It might be necessary for security reasons, but not for privacy since one could see through it.
 - The vegetative standards called for natural landscaping. Without a fence, the backyard would visually extend into the natural area.
 - A fence could help provide demarcation so those on the trail recognize it was a private backyard, but this could also be achieved with a low retaining wall with rocks, so the natural material blended into the terrain.
 - The wrought iron fence stuck out as an oddity in a natural setting and detracted from the natural Boeckman Creek ravine.
- There were properties without fences along the connection between Graham Oaks Park and the school where the yard spilled out onto the path and into the woods. Fencing could be a personal preference.
- Properties were often developed and built with fences without considering what people might want. Requiring fencing was no way to generate individuality.
 - Homeowners should have the option to have a fence, and if they wanted a fence, it would have to comply with Code standards.
- Wooden fences along trails often have gates from the backyard to access the trail, because they value that access.
- A provision was needed to allow for some kind of wall to accommodate small children or pets, but not allowing an 8-ft solid wall was a good idea.
- A row of fences along a natural area could be unattractive but no fencing provided opportunity for people to come into a private backyard.
- The Regional Trail was planned to be at the top of the slope, not downhill from the homes.
 - There might only be two homes between the courts at the end of the short streets facing the natural area to the west, depending on the final layout.
 - The project team had not studied the site-specific conditions or any layouts at this point to address whether elevated rear decks would be allowed to the west. The Master Plan would drive the orientation, but depending on lot size and the site-specific conditions, some homes could run north/south rather than east/west and the homes have decks on any of the elevations, including wrap around decks.
- Many expensive homes adjacent to the trails in Forest Park in Portland had no fencing.
- The Commission consented to the Creekside Lot Standards providing standards if fences were built, but not requiring fencing.

Chair Greenfield commended the project team for applying input from both the Commission and the community. He called for public comment on the Frog Pond Master Plan.

Don Hanson, OTAK, agreed that the consulting team and City Staff had done a great job. He believed the Master Plan would be successful. He believed the issues raised by he and Mr. Grimberg were conceptual suggestions regarding how to articulate on design decisions that had been made.

- He was happy the Commission chose Option 1, but expressed concern about the twenty-one, 4,000 sq ft sites. Mathematically, it made sense, but physically on a map, it did not make sense. Having 4,000 sq ft parcels sprinkled throughout the site seemed like a very cumbersome assumption. How would behavior be controlled in those spaces? He understood the HOA would own and maintain them, but how would it be managed moving forward? He questioned whether this was the right solution.

- The site did have two proposed parks that were within walking distance to most every lot in the area, but he agreed with the assumption that the Small Lot areas should have more Open Spaces to compensate for smaller yards and allow for kids to play and provide neighborhood gathering spaces.
- This was a small block grid proposal, and specifically placing those open spaces on all of these small blocks was a tough solution. With 4,000 sq ft lots in the Small Lot area, for every ten lots the developer would give one lot up for this open space assumption. He suggested providing the ability to do more parks with purpose, such as preserving a natural feature or clustering several open spaces together within the Small Lot area, rather than sprinkling them in a random manner.
- Moving forward, he hoped some language would be added to give designers and developers flexibility. These were smaller parcels, and if the developer owned 50 acres, it would be a different conversation. However, a series of 2- and 5-acre parcels were owned by families that had been there a long time, and providing that flexibility would help those property owners implement toward the Master Plan's finished product as well.
- As far as the housing façade standards, the developers were struggling with the amount of windows required.

Dan Grimberg, West Hills Development, distributed a three-page handout illustrating potential glazing percentages on a representative house façade. He had his design department apply the proposed glazing requirement for Frog Pond to some typical house plans, and the requirement for 20 percent glazing on any street-facing façade would be difficult to meet if the windows in the garage doors were not counted in the total.

- Page 2 of the handout illustrated a popular house plan showing 12.6 percent glazing on the front façade excluding the windows in the garage door. He would like to build this home in Frog Pond, but he was concerned about the 20 percent glazing requirement.
- The top elevation on Page 3 of the handout showed the rear of the home where there was no garage door to contend with, so the glazing was 28 percent, meeting the standard if that elevation faced Boeckman Rd.
 - The developers requested that the glazing requirement on the front façade be reduced to a minimum 15 percent and that garage door windows are counted as part of that calculation.
- There were other ways to create interest in a home besides windows. In other areas, a menu approach was used to provide visual interest beyond glazing to break up a flat plane, including roof planes, roof pitches, side pop outs, doors, different siding treatments, different colors on each floor, etc.
- He offered to work with City Staff on adding that flexibility and return to the Commission with some proposed changes. The developers wanted nice looking homes and Frog Pond West to be a great neighborhood, but sought some flexibility for that to happen in more manageable way. He added the home had to be livable on the inside as well.

Mr. Hanson suggested possibly eliminating the garage door from the vertical wall space calculation, which would result in working to achieve 20 percent less wall. Having the garage door space in the calculation made it difficult to achieve the 20 percent. He clarified the measurements were taken on the vertical wall space, not the pitched roof space.

Mr. Grimberg added West Hills had worked in a number of Urban Growth Boundary (UGB) expansion areas, which were basically large master plans, and open space parks were always an issue.

- Typically, park fees were paid as part of the building permit and those fees were used for acquisition and development of parks. He was not sure how the City managed those funds, but in other large master plans, a master parks plan was created for the larger community parks and the funds were pooled for the acquisition of park land and development of the parks because everyone benefitted from the large parks and wanted them in and maintained at a certain standard. The developers believed this was an equitable way to provide that benefit.

- Developers typically did not want to sell development land, which was at a premium. However, if an offer was made to buy land for parks before any sewer or water was installed with payment made on X date, the land owners might be pretty open and excited about that. The City and Parks Department were typically good buyers. The City had money and the developers needed utilities to develop the property, so if the City could buy land in advance to set the park sites, he believed there would be willing sellers. Typically, the City would pay fair market value for the land, and if it was early, sellers were willing to talk. School districts did this all the time. They had the money to take action, and people loved having a school on their property, especially if the school were named after the family. Taking action early was the way to acquire park land so everyone felt good about it.

Mr. Hanson added if the larger parks were committed to and located, it would be easier to conceptualize all the smaller, 4,000 sq ft areas; perhaps they could be connected as a linear park system leading to the big park, which would be a more cohesive approach. He believed the consultant team would agree, because having those routes to the main park would add quality to the Master Plan.

Commissioner Levit believed the general expectation was that they would be aggregated.

Mr. Grimberg asked how a 5-acre development proposal would be aggregated with something not ready for development. If the parks were designated or purchased early, then everyone knew what to count on. He noted West Hills was excited to be part of Frog Pond. He thanked the Commission for listening and encouraged approval of the Master Plan so they could start building homes.

Mr. Hanson and Mr. Grimberg confirmed they would provide more elevation examples regarding the glazing requirement.

Chair Greenfield confirmed there was no further public comment.

VII. INFORMATIONAL

A. Town Center Redevelopment (Bateschell)

Miranda Bateschell presented the Staff report, updating the Commission on the progress related to the Town Center Redevelopment, and highlighting key elements and deliverables in the Scope of Services (Exhibit A) with these key additional comments:

- The City received a Metro Community Planning and Development Grant to complete the Town Center visioning and redevelopment planning process based on the City Council's priorities and the priorities of the Urban Renewal Strategic Plan. The City matched the \$320,000 award with another \$100,000 for a total budget of \$420,000 plus Staff time to ultimately create a redevelopment plan as well as an implementation plan.
- Nationally-renowned MIG, Inc. was the consulting firm selected following a competitive process involving seven, highly-competitive proposals. MIG, Inc. has partnered with DKS Associates, Angelo Planning Group for the code writing component, Leland Consulting for the economics, and Bob Gibbs, who was a nationally renowned retail expert, not only in the traditional mall setting, but also in mixed-use, retail centers and town center type developments.
- The process would be characterized by innovative public outreach, which would include charrettes, workshops, a business outreach plan, a comprehensive public engagement plan, several special events, and participation at various community events to reach as many people as possible.
 - The project team was considering creative ways to use both online and in person engagement. While the information would be available on the website, the goal was to make it more interactive. Rather just posting a static document, interactive ideas included having a Question of the Month to identify citizens' experiences with the Town Center and enable them to post pictures and feedback online.
 - Additionally, the consultant would work with Staff to create a mobile, pop-up workshop using a City van to facilitate smaller, networking type events. The team would be able to attend local events, such as farmers markets, concerts in the park, and activities throughout the city, including events at high schools,

middle schools, or community centers. The team could attend an event for an hour or so, enabling them to engage with even more citizens. These ideas were embedded in the scope of work and with the consulting team.

- Staff expected to kick off the 18- to 24-month long project with the consultant team in September and return to the Commission in November or December with the Public Involvement Plan, which would detail various events and venues and how the different stakeholder groups would be reached.

Comments and questions regarding the Town Center Redevelopment Plan were as follows with responses from the project team as noted:

- The scope of work document was very thorough. It seemed that City Council had been more directly involved from the beginning than in other planning processes. The Planning Commission was scheduled for several joint work sessions with City Council, whereas typically, the Commission would have a work session and then provide results to Council.
 - Additional work sessions were scheduled for the Commission and more could be added. Some of the joint work sessions with City Council were because of efficiencies with the consulting team as well as decision making around key milestones. Some experts, like Mr. Gibbs, would be flying in and the team wanted the opportunity for them to talk to both the Planning Commission and City Council.
- Mr. Gibbs had done work in Wilsonville about 16 years ago. Mr. Gibbs was excited to come back to Wilsonville, but it did not seem he had done any work in the region recently. He wanted to get in touch with some of the cooler projects in the region, like the outdoor lifestyle center at Bridgeport. Having Mr. Gibbs as a consultant would add a high profile wrinkle to the project.
- The project would include the south side of Wilsonville Rd, however the Town Center zoning designation would be used as the official boundary and the Town Center core would be the focus of the redevelopment plan. Staff also integrated influence areas, which include making positive connections and transitions to the existing adjacent neighborhoods as well as to the commercial area south of Wilsonville Rd. The team envisioned that it should feel more united and so sought to enhance those connections as well as the safety. People should feel comfortable parking on the north side, walk back and forth, and feel like Town Center was one cohesive place as opposed to two separate places.
 - The project also included the adjacent parcels that front on the north side of Town Center Loop, and again, influence areas beyond that would be included as well when considering how to make transitions.
- The City's current building height limit would likely be discussed during the visioning process. Nothing had yet been decided as far as what Codes might be changed or what might be desired. Another topic to consider included the location and structure of parking to ensure it was efficient and effectively provided.
- Mixed-use was another essential component to consider, not just residential over retail, but perhaps dedicated residential pockets in some areas.
 - Conversations with City Council had been fairly limited, but having additional residential was mentioned. Again, the consideration of uses would have to be vetted through the process to determine what was wanted in Town Center.
 - A market analysis was another component of the project and it would help determine which uses had a market today or would have a market in the future, enabling the City to see what uses to provide and how long they would be feasible or long-term, how long would it be until they were feasible. Incentives could also be a factor. The market analysis would look at all the uses, including office and hotel.
 - All the options would be presented to the public for input.
- The bicycle counts (Page 24 of 35) should be conducted in good weather, preferably in the summer time to get a realistic count.
- The Metro trip adjustment assumptions mentioned in the second paragraph on Page 24 related to Transportation Planning Rule (TPR) 060, which required that if the level of service (LOS) was exceeded, increased capacity must be provided on the transportation network to allow for the additional trips that would come with additional density or increased building heights.

- This became an increasing problem anytime a project was adjacent to an ODOT facility, which created the inability for many communities to have a vision for something different, like allowing additional height or a greater mix of uses.
- Approximately three years ago, the State adopted a Multimodal Area (MMA), enabling local jurisdictions could adopt a MMA where greater parking strategies, mix of uses, etc. could be planned to effectively reduce trips by considering multiple modes of transportation as opposed to just vehicular trips.
 - These MMA could be established along I-5 Interchange and using a regional rule through the State, the City could take a 20 percent trip reduction if the right elements were included in the MMA language and the Oregon TPR. Parking management and reducing or eliminating auto-dominated uses, such as drive-through establishments and auto body shops, would help the City establish an MMA.
 - Being located on the interchange would create an additional level of difficulty in working through these requirements with ODOT, which was why some of that language was included in the scope of work. Meetings would be scheduled with ODOT and the City's regional partners to help the City navigate how to establish one of those areas for the Wilsonville Town Center and consider how to best manage the trips to avoid even more traffic issues.

OTHER BUSINESS

- A. 2016 Planning Commission Work Program

VIII. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:06 p.m.

Respectfully submitted,

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



**PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016**

VI. WORK SESSIONS

A. Frog Pond Master Plan (Neamtzu)



**PLANNING COMMISSION
WORKSESSION STAFF REPORT**

Meeting Date: October 12, 2016		Subject: Frog Pond Master Plan Draft Infrastructure Funding Plan Staff Member: Chris Neamtzu, Planning Director Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd 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 Comments: NA	
Staff Recommendation: Staff recommends that the Commission conduct the worksession and provide the project team with direction.			
Recommended Language for Motion: NA			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities Thoughtful Land Use	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COMMISSION: The Frog Pond Master Plan (phase 2) will guide future development of the Frog Pond West neighborhood. The draft materials created to date include: working draft recommendations for zoning; residential design guidelines; street and trail designs; and parks and open space concepts. Perhaps the most critical element of the Frog Pond Master Plan is the creation of an Infrastructure Funding Plan, which is needed to ensure the financial feasibility of required master plan projects, such as Boeckman and Stafford Roads, water infrastructure, a neighborhood park, linear park and regional trail among other elements. This worksession will introduce the Commission to several of the funding mechanisms that the project team has been investigating over the past several months in an effort to identify the best tools to ensure key infrastructure projects identified in the plan can be built.

EXECUTIVE SUMMARY: There are three primary categories of infrastructure needed to serve the Frog Pond West Neighborhood.

The first is off-site infrastructure which is the primary responsibility of the City to complete. Examples of these projects include the Memorial Park Pump Station replacement, the Boeckman Creek sanitary sewer trunk line upsizing, and the new West Side Reservoir water projects. These projects are large, off-site, serve large portions of the entire community and are beyond any single developer's responsibility to complete. These projects are identified in the 5-year Capital Improvement Program and are funded through System Development Charges and Sewer and Water Utility Funds and completed through the annual budgeting and construction process.

The second category is the on-site infrastructure needed to exclusively serve the proposed development. This is the infrastructure necessary to serve a developer's proposal to construct homes and includes elements such as local streets, sewer, storm and water lines to serve individual lots. These projects are entirely the developer's responsibility to fund and construct.

The third category are "Master Plan Projects" that are necessary for the Frog Pond development, are within and adjacent to and serve the entire Frog Pond West Neighborhood, but are disproportionately large for any single developer to complete due to the highly parcelized nature of the site. This is the category of infrastructure projects that the Frog Pond Infrastructure Funding Plan is focused on in order to provide an effective finance mechanism for getting these projects built. The challenge is the various funding tools used to fund these projects each has pros and cons and varying levels of effort, risk and participation from the City and the development community.

The specific list of Master Plan Projects is: 1) Boeckman Road with sanitary sewer; 2) Stafford Road with sanitary sewer and water; 3) Boeckman and Stafford intersection; 4) Neighborhood Park; 5) Linear Park; 6) Boeckman Creek Trail; 7) infrastructure only oversized from minimum standards to serve the Frog Pond West Neighborhood.

Over the course of the past several months, the project team along with Andy Parks of GEL Oregon, Inc. has been meeting to discuss various approaches to funding this third category of projects. The project team has held numerous group work sessions, in addition to conducting interviews with property owners and interested developers on their past experiences as well as preferences to the approach. This worksession will be an introduction to the topic, with the expectation that the project team will continue to refine the project cost estimates and allocation methodologies, continue the dialogue with the development community and return to the Commission with refined cost estimates and recommendations, followed by selection of the preferred financial tools necessary to get the job done.

EXPECTED RESULTS: Preparation of a well thought out infrastructure funding plan will provide the framework to fund the needed public improvements without burdening the existing community and City, and equitably allocating costs to the development community.

TIMELINE: The tentative schedule for adoption of the Frog Pond Master Plan (Phase 2) is set for December review by the Planning Commission, with City Council hearings to follow in early 2017.

CURRENT YEAR BUDGET IMPACTS: The Frog Pond Master Plan is a grant funded project.

COMMUNITY INVOLVEMENT PROCESS: The Frog Pond Master Plan is guided by a detailed public involvement plan that includes PC/CC work sessions, public hearings and community open house events among many other outreach and informational opportunities.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY (businesses, neighborhoods, protected and other groups): One of the primary purposes of the infrastructure funding plan is to equitably distribute the benefits and burdens of growth and development.

ALTERNATIVES: The purpose of this work session is to outline different infrastructure funding alternatives for the Commission's feedback.

ATTACHMENTS:

Frog Pond Master Plan Infrastructure Funding Plan PowerPoint



Frog Pond Master Plan Infrastructure Funding Plan

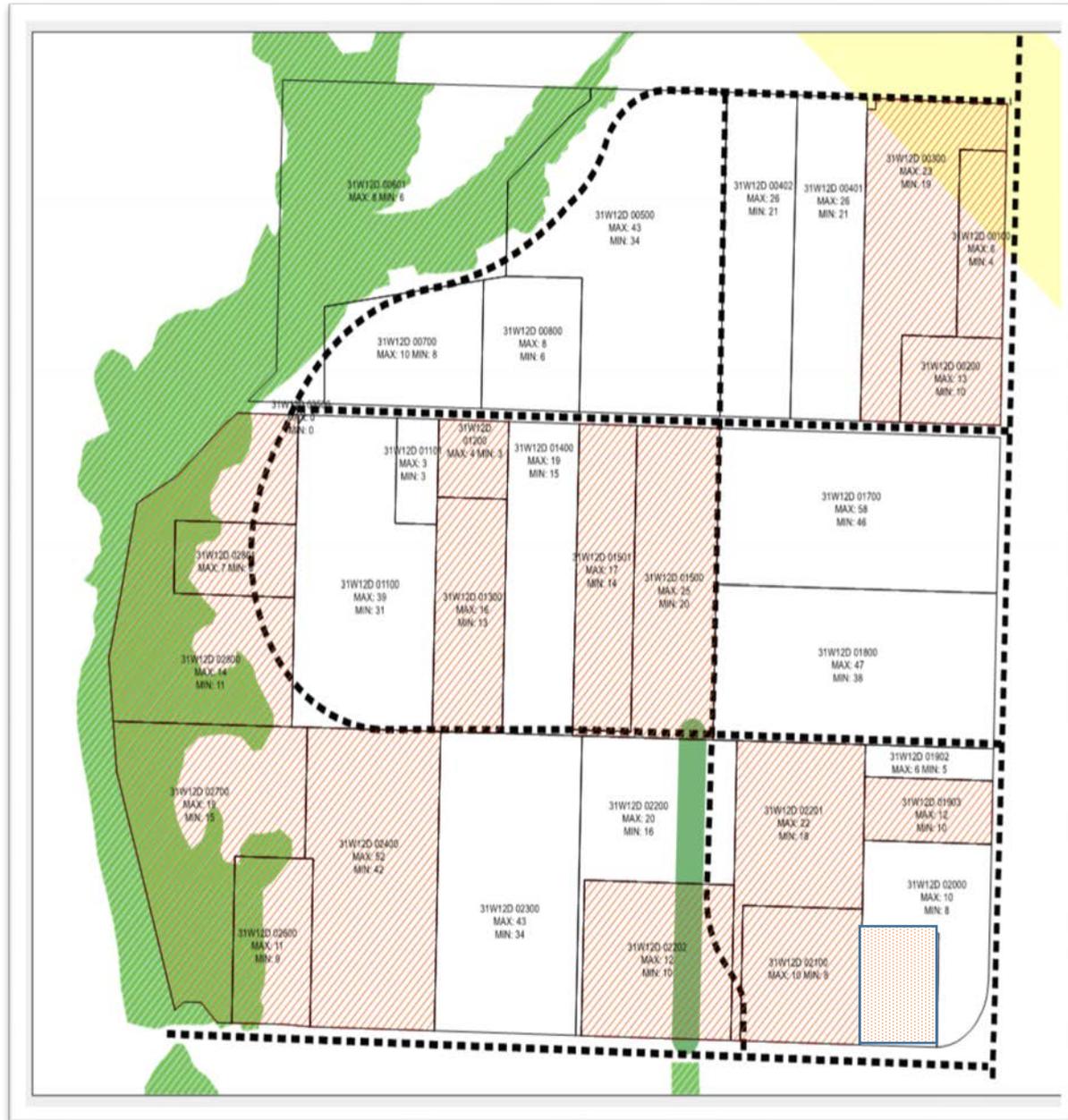
GEL Oregon, Leland Consulting Group, & Angelo Planning Group

September 2016

Project Summary

Frog Pond West

- 180+ Acres
- 610 housing lots (max density)
- Outside city limits, within Urban Growth Boundary
- 26 different property owners (as of 2015)
 - Largest 25.0 acres
 - Smallest 0.9 acre
- School District owns 25 acres
- Highlighted parcels have shown interest to develop



Frog Pond West

Infrastructure Summary

Off-site Infrastructure

(funded with SDCs and other City resources)

- Memorial Park sewer pump station
- Boeckman Creek sanitary sewer trunk line
- West Side Water Reservoir

On-site Infrastructure

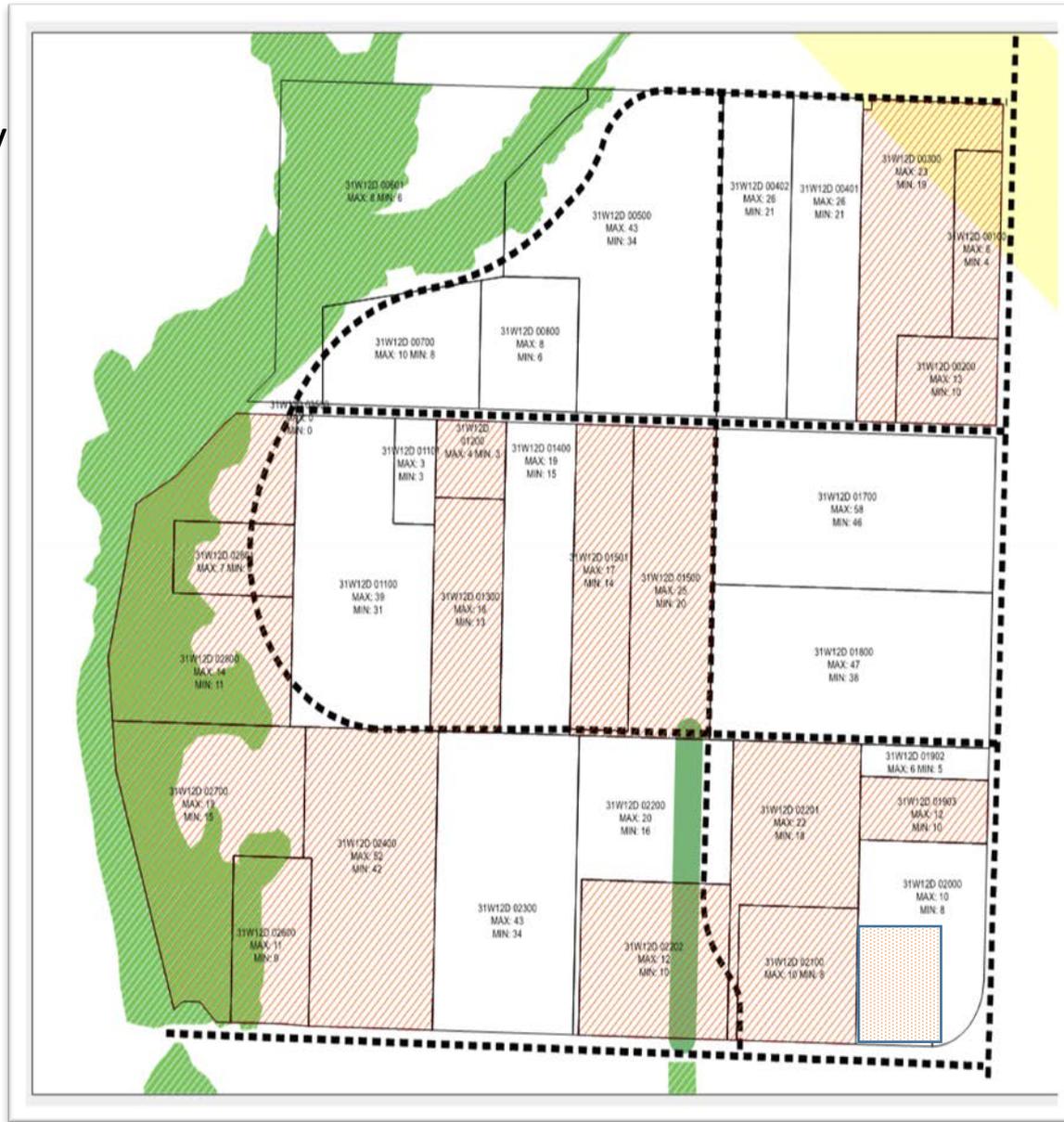
(funded by individual developers)

- Local streets and sidewalks
- Sanitary sewer lines
- Water lines
- Stormwater

Master Plan Infrastructure

(various funding alternatives)

- Adjacent to and within Frog Pond Development
- Disproportionately large for any single developer



Barriers/Issues to Constructing Infrastructure

- Frog Pond properties outside City limits
- Properties are not served by City-standard infrastructure
- Large number of separate owners
- Significant individual and total infrastructure costs
- Significant coordination required to complete infrastructure
 - Right-of-way acquisition
 - Timing
- All of the above lead to the potential for patch work, piecemeal development, creating uncertainty, which increases risk and cost



Funding Plan and Strategy

Goals and Key Considerations

Goals

- Ensure adequate funding to complete projects
- Project funding is available when improvements are needed
- Distribute costs equitably

Key Considerations

- Financial capacity of developers and City
- Administrative capacity of City
- Cost allocation methodologies
- Risk and role for the City



Alternative 1

Existing Tools

All Master Plan Projects

Summary

Property by property property owners/developers will

- Request annexation
- Submit development plans
- Receive City approval
- Potentially create reimbursement districts
- Potentially enter into agreements with other developers to construct needed infrastructure
- Potential for small local improvement districts

Benefits

- City and developers familiar with tools

Barriers to successful implementation

- Very piecemeal
- Inefficient and costly
- Costs inequitably allocated

City Risk and Role

- Limited risk – cost of construction
- Increased risk – cost of maintenance
- Increased risk – opportunity cost
- Administer programs



Alternative 2A

Advance Reimbursement (Financing) District

All Master Plan Projects

Summary

Area wide reimbursement district created in advance of construction

- Estimated cost allocated to individual property owners/developers
 - *Per housing unit*
 - *Consistent with SDC methodologies*
 - *Per square foot*
 - *Consistent with LID and Villebois development*
- Annexation of several or more properties simultaneously – potentially in phases
- Development plans for larger areas received and considered
- Allocated infrastructure costs collected early
- Collected funds used to pay for infrastructure
 - City or developers may construct

Benefits

- Facilitates efficient and timely construction
- Facilitates equitable cost allocation

Barriers to successful implementation

- Requires up-front developer funding

City Risk and Role

- Limited risk – cost of construction
- Reduced risk – cost of maintenance
- Reduced risk – opportunity cost
- Creation and administration of program
- Coordination of annexation and development agreements



Alternative 2B

Advance Reimbursement (Financing) District

Selected Master Plan Projects

Summary

Area wide reimbursement district created in advance of construction of selected projects

- *Other projects funded via existing or other tools*
- Estimated cost allocated to individual property owners/developers
 - *Per housing unit*
 - *Consistent with SDC methodologies*
 - *Per square foot*
 - *Consistent with LID and Villebois development*
- Annexation of several or more properties simultaneously – potentially in phases
- Development plans for larger areas received and considered
- Allocated infrastructure costs collected early
- Collected funds used to pay for infrastructure
 - City or developers may construct

Benefits

- Facilitates efficient and timely construction
- Facilitates equitable cost allocation

Barriers to successful implementation

- Requires up-front developer funding

City Risk and Role

- Reduced risk – cost of construction
- Reduced risk – cost of maintenance
- Reduced risk – opportunity cost
- Creation and administration of program
- Coordination of annexation and development agreements



Alternative 3

Other Potential Financing Tools

- Local Improvement Districts
 - Encumbers title to the property
- Special Tax Districts
- Supplemental SDC's
 - Boeckman Bridge
 - Potentially Neighborhood Parks

(Note: Other Master Plan improvements, i.e., water lines, sanitary sewer lines, trail improvements and arterial and collector streets are included in existing Master Plan and SDC methodologies)

- Direct City CIP investments
- Expansion of the types of facilities that are eligible for SDC credits



Alternative 3A

Other Potential Financing Tools

Local Improvement District

Summary

Area wide local improvement district created for purpose of constructing all or selected Master Plan projects

- *Other projects funded via existing or other tools*
- Annexation of all properties simultaneously
 - Potentially in phases
- City designs and constructs projects
- City debt secured by assessments on property
- Actual cost allocated to individual property owners per square foot
 - *Consistent with Villebois development and other LID's*

Benefits

- All Master Plan projects constructed simultaneously
- Provides low-cost financing for property owners
- If created timely, enhances timing of improved lots to market
- Reduces uncertainty

Barriers to successful implementation

- Requires double-majority support by property owners
 - Majority of property owners and majority of area
- Debt payments begin immediately for all property owners

City Risk and Role

- Reduced risk – cost of construction
- Reduced risk – cost of maintenance
- Reduced risk – opportunity cost
- Creation and administration of program
- Design and construction of projects



Alternative 3B

Other Financing Tools

Supplemental System Development Charges

Summary

Selected projects may be recovered with SSDC's

These Major Projects are not included in the SDC definitions or existing SDC methodologies

- Boeckman Bridge
- Neighborhood Parks
- Estimated cost allocated per housing unit
 - Consistent with SDC methodologies
- SSDC's may be collected early or with SDC's
- Collected funds used to pay for infrastructure
 - City or developers may construct

Benefits

- Facilitates efficient construction
- Facilitates equitable cost allocation

Barriers to successful implementation

- May require up-front developer funding
- Projects may be deferred pending sufficient collection of funds

City Risk and Role

- Increased risk – cost of construction
- Neutral risk – cost of maintenance
- Neutral risk – opportunity cost
- Creation and administration of program
- Potential design and construction of projects



Alternative 3C

Other Financing Tools

Direct City CIP Investments and or expansion of the types of facilities that are eligible for SDC credits

Summary

Fund selected Master Plan projects with City CIP Investment or expansion of SDC credits

- Boeckman Rd.
- Neighborhood Parks
- Water
- Sanitary sewer
- Project costs funded by City SDC's, or
- Expansion of SDC credits

Benefits

- Facilitates efficient construction
- Facilitates equitable cost allocation

Barriers to successful implementation

- Impact to current City CIP
- Modification of SDC methodology
- Projects delayed until sufficient resources exist

City Risk and Role

- Increased risk – cost of construction
- Neutral risk – cost of maintenance
- Increased risk – opportunity cost
- Design and construction of projects
- Modification of SDC methodology



Alternative 3D

Other Financing Tools

Separate Taxing District

Summary

Area wide special taxing district created for purpose of constructing all or selected Master Plan projects

- *Other projects funded via existing or other tools*
- Annexation of all properties simultaneously
 - Potentially in phases
- City designs and constructs projects
- City debt secured by property taxes
- cost allocated to individual property owners based on property value

Benefits

- All Master Plan projects constructed per plan
- If created timely, enhances timing of improved lots to market
- Reduces uncertainty

Barriers to successful implementation

- Requires double-majority support by property owners
 - Majority of property owners and majority of area
- Taxes begin immediately for all property owners
- Potential inequity of cost allocation

City Risk and Role

- Reduced risk – cost of construction
- Reduced risk – cost of maintenance
- Reduced risk – opportunity cost
- Creation and administration of program
- Design and construction of projects



Summary

Financing Approaches

Metric	Financing Approaches				
	Existing Tools	ARD	LID	SSDCs	Other
Funding provided by property owners/developers	Yes	Yes	Yes	Yes	Mostly
Cost allocation is equitable	No	Yes	Yes	Yes	Yes
Projects can be completed timely and efficiently	No	More likely	Yes	More likely	More likely
Low cost financing available	LID-yes	N	Yes	No	No
City risk of incurring costs for design and or construction - unreimbursed	Low	Low	Low	Low	Low
City risk of increased maintenance costs – due to varied timing of construction	High	Mod	Low	Low	Mod
City administrative effort required	Mod	Mod	High	Mod	Mod
Potential opportunity cost to City related to delays or inefficiencies with use of respective approach(es)	High	Low	Mod	Low	Varies



Next Steps

- Update and refine cost information
- Update costs per various cost allocation methodologies
- Review and discuss findings with development community
- Document and present findings
- Determine preferred approach(es)



Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14, 2016 - 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Dan Grimberger Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET 770, OR 97210

We appreciate your comments and feedback:

- ① Concerns re: requirement of 20% glazing on all street facing facades – We will present Facts & Figures at PC tonight
- ② Need to understand Open Space requirements – 10% on small lot developments. Our experience in large master plans has created open space ~~for~~ for community parks for an overall community not development by development.

Remember to watch for project updates on the City of Wilsonville website.

Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14- 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Debra & Dan Ross Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET Wilsonville

We appreciate your comments and feedback:

Thank you for the open house and all the people available to talk to. We were impressed and appreciate Steve looking into our property concern regarding a proposed Street right through the middle of our property – This is a different proposal than we originally understood – We are concerned about our future livability –

Remember to watch for project updates on the City of Wilsonville website.

Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14- 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Gayla Cushman Pike Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET com

We appreciate your comments and feedback:

Concern of requirement of open space. Not sure we need an open space/lot requirement when there will be 2.5 acres of park.
Prefer the brick/wrought iron fence on Boeckman Rd. Home owners gain privacy, security as well it will provide consistent picture to housing development.

Remember to watch for project updates on the City of Wilsonville website.

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Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14- 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Lou Pike Email: _____
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET 97070

We appreciate your comments and feedback:

Dont know if we need a lot of open space with the larger lots, and all the park space
Prefer the brick + wrought iron fence on Boeckman Rd.

Remember to watch for project updates on the City of Wilsonville website.

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Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14- 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: KATE GREENFIELD Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET Wilsonville 97070

We appreciate your comments and feedback:

I like the design, including the way the new neighborhood will relate to Canyon Creek Meadows, where I live. The new Boeckman Cr. trail will be a great asset. The integration of a variety of housing styles is a plus. Goodwork!

Remember to watch for project updates on the City of Wilsonville website.

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Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14, 2016 - 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Dorothy Von Eggers Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET Wilsonville, OR

We appreciate your comments and feedback:

- * Ensure the brick wall along Boeckman + Stafford Rd go underground a few feet to alleviate the vibration from traffic bouncing off the houses.
- * Eliminate as much as possible the allys with garages in the back. We dont want the streets becoming a parking lot + impeding emergency vehicles

Frog Pond Master Plan
Open House – Comment Card
Wednesday, September 14- 5:00 – 6:30 p.m.



Please PRINT the following information:

Name: Don Hannon / OTAK Email: INFORMATION REDACTED FOR PC PACKET
Address, City, Zip: INFORMATION REDACTED FOR PC PACKET

We appreciate your comments and feedback:

CONSULTANT TO WEST HILLS DEVELOPMENT.
CONCEPTS:
20% WINDOW AREA ON FRONT HOUSE WALLS. CANT MEET IT WHEN GARAGE (RECESSED) ALSO IS ON THE FRONT FACADE.
OPEN SPACE USING Z1, 4000 SF PARK AREAS IS CUMBERSOME AND MAY NOT BE SUCCESSFUL ~~HA~~ GIVEN THE SMALL PARCELS AND SMALL BLOCK SIZES. FUTURE RESIDENTS CAN EASILY WALK TO THE PROPOSED PARKS. CREATING FEWER LARGER PARKS WOULD BE BETTER, PARKS WITH A PURPOSE.
Remember to watch for project updates on the City of Wilsonville website.

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PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016

VII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)



PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: October 12, 2016		Subject: Basalt Creek Land Use Concept Map and Concept Plan Update Staff Member: Miranda Bateschell Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd 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 checked="" type="checkbox"/> Not Applicable Comments:	
Staff Recommendation:			
Recommended Language for Motion:			
Project / Issue Relates To: <i>[Identify which goal(s), master plans(s) your issue relates to.]</i>			
<input checked="" type="checkbox"/> Council Goals/Priorities Basalt Creek Concept Plan Thoughtful Land Use	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE PLANNING COMMISSION:

Staff will provide the Commission with a refined Basalt Creek Land Use Concept Map and an update on the progress of the Basalt Creek Concept Plan, including the Ten Considerations for Success.

EXECUTIVE SUMMARY:

At the June 6, 2016 City Council Work Session, Council provided feedback for final revisions to the land uses proposed on the Basalt Creek Land Use Concept Map. Specifically, City Council

advised staff to reduce the amount of land designated specifically for warehouse uses and instead, extend the High Tech Employment District along Day Road. Council also wanted to ensure four-to-six story office buildings could locate in the High Tech Employment District given its location adjacent to I-5. The updated Basalt Creek Land Use Concept Map is included as Attachment A.

Working in collaboration with the City of Tualatin, as well as partner agencies, considerable progress has been made on the Ten Considerations for Success (memo provided as Attachment B), and the written draft of the Basalt Creek Concept Plan is underway. Staff will seek the Council's concurrence on the final draft of the Basalt Creek Land Use Concept Map at their October 17th work session in order for the project team to complete the Concept Plan.

EXPECTED RESULTS:

Feedback will be integrated into the Basalt Creek Concept Plan.

TIMELINE:

The project team anticipates completing the draft Basalt Creek Concept Plan, to be reviewed by the project's Agency Review Team, by the end of 2016. Planning Commission and City Council will be scheduled to review and conduct public hearings on the Concept Plan in early 2017. A Wilsonville/Tualatin Joint City Council will follow shortly thereafter to approve the Concept Plan. Once approved, the City can update its Urban Planning Area Agreement (UPAA) with Washington County and amend the Comprehensive Plan to incorporate the Basalt Creek Concept Plan.

CURRENT YEAR BUDGET IMPACTS:

None. The City of Tualatin received approximately \$350K from Metro's Construction Excise Tax (CET) grant program to perform concept planning. The City of Wilsonville has, and will continue to, invest staff time into the process.

FINANCIAL REVIEW / COMMENTS:

Reviewed by: Date:

LEGAL REVIEW / COMMENT:

Reviewed by: Date:

COMMUNITY INVOLVEMENT PROCESS:

The project includes participation from affected residents, businesses, and property owners. Two open houses, the last held in April 2016, were held to engage and inform the public about the project. Additionally, the website is updated to reflect the most recent work and staff sends out monthly updates to an interested parties list and property owners via email and U.S. postal mail.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

The Basalt Creek area is important for the long-term growth of Tualatin, Wilsonville, and the Metro region. Conducting a thorough and thoughtful planning process will identify and resolve each city's vision for the area and potential impacts on the community. The Basalt Creek area presents an opportunity to maximize assessed property value, integrate jobs and housing, develop

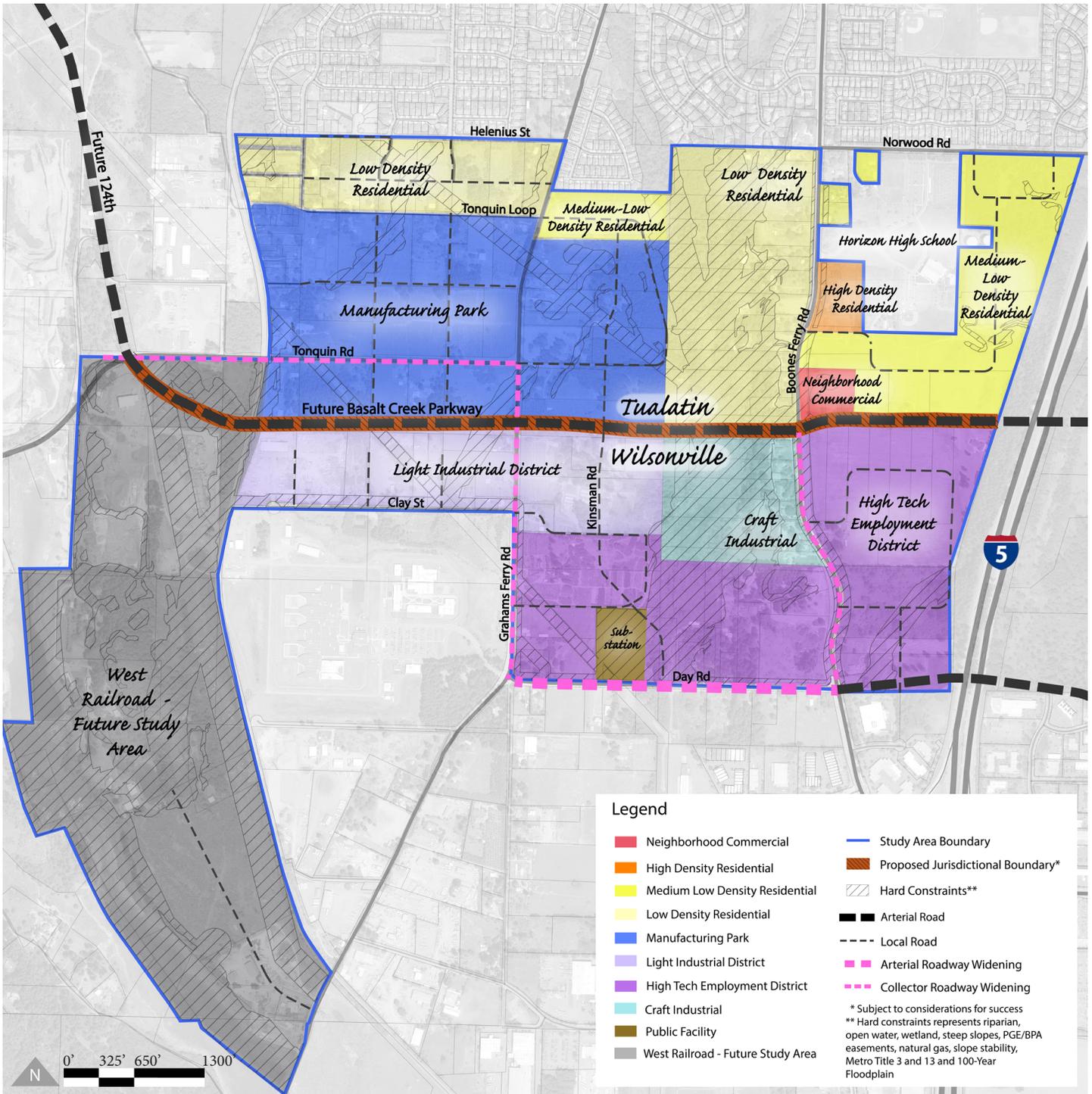
efficient transportation and utility systems, create an attractive residential and business community, incorporate natural resource areas, and provide recreational opportunities as community amenities and assets.

ALTERNATIVES:

CITY MANAGER COMMENT:

ATTACHMENTS:

- A. Basalt Creek Land Use Concept Map
- B. Ten Considerations for Success Update Memo



Basalt Creek Land Use Concept Plan

DRAFT September 16, 2016

**TEN CONSIDERATIONS FOR SUCCESS TO BE INCORPORATED
INTO THE BASALT CREEK CONCEPT PLAN
(with Status and Next Steps Inserted 9/1/16)**

**May 25, 2016 DRAFT with changes from May 2, 2016 meeting between Wilsonville,
Tualatin and consultant team staffs**

The Cities agree to cooperatively work on the next phases of the Basalt Creek Concept Plan, including public involvement and integrating the elements that the Cities have identified as considerations for success.

These considerations for success were discussed at the December 2015 Tualatin and Wilsonville Joint City Council Work Session as part of the boundary selection. These considerations, as generally described below, will be incorporated into the Concept Plan as it is completed.

The Cities understand these considerations are a starting point and will be subject to further review by both cities. The Cities will work in good faith to carry out the intent of these elements with the opportunity to modify and refine them as needed as the concept plan is completed.

1. **Sewer.** Each City will serve its own jurisdiction area independently, to the extent reasonably possible with the understanding that future agreements may address potential cooperative areas. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE.)

Deliverable needed to implement this Consideration: Narrative in the Concept Plan and a service map. A sentence or acknowledgement in the Concept Plan that if in the future shared services are deemed to be needed, the Cities will cooperatively review and discuss the need at that time.

Team Assigned to work on this Deliverable: Consultant, City staff and CWS staff.

- **Status: In Progress.** Working group met August 12, 2016. Produced and sent out for comment a draft letter to CH2M Hill in response to Feb.-April 2016 Memo and minor revisions to draft narrative.
 - **Next Steps:** Obtain revised CH2M Hill memo and then reconvene working groups to complete work (1-2 additional meetings anticipated).
2. **Storm water.** The Cities and Clean Water Services (CWS) acknowledge that they must follow requirements established in their respective Storm water MS4 permits. Much of the area is in a basin that drains toward Wilsonville. Each City will serve its own jurisdiction area independently. The Cities and Clean Water Services will adopt an Intergovernmental Agreement that addresses areas where cooperative storm water management is needed.

(TUALATIN, WILSONVILLE AND CLEAN WATER SERVICES STAFF AGREE ON THIS LANGUAGE.)

Deliverable needed to implement this Consideration: Narrative in the Concept Plan and service map. An IGA between Wilsonville, Tualatin and Clean Water Services before the first annexation in the Basalt Creek Area.

Team Assigned to work on this Deliverable: Consultant, City Staff and CWS staff.

- **Status: In Progress.** Working group met August 12, 2016. Produced and sent out for comment a draft letter to CH2M Hill in response to Feb.-April 2016 Memo and minor revisions to draft narrative.
- **Next Steps:** Obtain revised CH2M Hill memo and then reconvene working groups to complete work (1-2 additional meetings anticipated).

3. **Industrial Lands.** The Basalt Creek Concept Plan area is already mapped and identified as an “Industrial Area” in Metro’s Title 4 Code. This designation will need to be removed from residential land already identified in the northern portion of the Basalt Creek area upon adoption of the Concept Plan, to allow for the residential land use buffer between Tualatin’s current southern boundary and the Basalt Creek employment area. Recognizing the regional need for employment land, all remaining Title 4 “Industrial areas” should remain available for industrial development and land uses into the future. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE.)

Deliverable needed to implement this Consideration: Narrative in the Concept Plan, recognizing the current Title 4 mapping and the need to remove the Title 4 designation for those lands on the north part of Basalt Creek, adjacent to current Tualatin, that will serve as a residential buffer.

Team Assigned to work on this Deliverable: Cities staff to determine the sequence needed for these activities and then will provide direction to the consultant team.

- **Status:** Received email confirmation from Brian Harper/ Metro that no action is needed to remove industrial designation in Metro Title 4 from residential lands planned for northern portion of the Basalt Creek area. PMT agreed no working group is necessary.
- **Next Steps:** This item is done.

4. **Transportation Funding.** The Cities acknowledge that significant improvements will be needed to the existing and future transportation network in the Basalt Creek Concept Plan area. In order to achieve the vision established by the Cities and Washington County in the 2013 Basalt Creek Transportation Refinement Plan (TRP), particularly given the impacts of regional traffic from the Basalt Creek Parkway, Tualatin and Wilsonville agree to begin working together now to prioritize those network improvements. The Cities acknowledge that success of the Basalt Creek Concept Plan area depends on being served by an adequate

transportation system as identified in the TRP. The Cities will work together to identify a cooperative funding strategy that considers local, county, regional, state, and federal funding tools. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE.)

Deliverable needed to implement this Consideration: Narrative in the Concept Plan to acknowledge the need for a cooperative funding strategy between Wilsonville, Tualatin and Washington County. The Concept Plan narrative will acknowledge the general sequence of transportation improvements needed to implement the build-out of the Plan, as identified in the Plan and also the Transportation Refinement Plan. The cooperative funding strategy will follow the Concept Plan and will identify funding sources and a strategy for building out the transportation network. The Cooperative Funding Strategy needs to be completed prior to the first annexation in the Basalt Creek area.

Team Assigned to work on this Deliverable: Consultant, Cities staff and Washington County staff. The team will also include a Metro staff member.

- **Status: In Progress.** The PMT agreed on 8/25/16 that this consideration will be addressed initially through the South Industrial Area Study process overseen by Washington County that is underway. Following that, a working group will be formed to complete the cooperative funding strategy prior to annexation.
- **Next Steps:** Coordination between Tualatin and Wilsonville on sequencing/prioritization of Basalt Creek projects in preparation for South Industrial Study meetings.

5. **Future Regional Transportation Projects in the Basalt Creek Area.** To maintain the integrity of the transportation network in this employment area, the Cities will also work cooperatively to evaluate future regional transportation projects and decisions, beyond those identified in the TRP, which could direct additional traffic to the Basalt Creek Concept Plan Area. These projects will be evaluated to ensure that system capacity and adequate regional funding is available for needed improvements to mitigate additional regional traffic. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE. TUALATIN AND WILSONVILLE STAFF ARE STILL DETERMINING THE BEST WAY TO IMPLEMENT THIS SECTION. THIS SECTION SHOULD BE DISCUSSED WITH THE WASHINGTON COUNTY LAND USE AND TRANSPORTATION DIRECTOR FOR HIS AWARENESS ONCE BOTH CITY COUNCILS HAVE AGREED TO THE LANGUAGE AT TUALATIN AND WILSONVILLE'S RESPECTIVE WORK SESSIONS.)

- **Status:** No working group is necessary at this time.
- **Next Steps:** This section should be discussed with Andrew Singelakis once both City Councils have agreed to the language. The Cities will work together as needed again.

6. **Trips.** To date, the Cities have developed a mixture of land uses that do not exceed the trip total outlined in the TRP. The Cities will retain and maintain land uses that are consistent with the Concept Plan. Any land proposed for a change in land use designation should be reviewed for impacts to the transportation systems. (TUALATIN AND WILSONVILLE STAFF ARE STILL WORKING ON LANGUAGE FOR THIS SECTION AND DETERMINING THE BEST WAY TO IMPLEMENT THIS SECTION. WILSONVILLE STAFF WISHES TO RE-EVALUATE THEIR LAND USES AND JOB TYPES IN THE ENVISION MODEL TO ENSURE THAT THEY HAVE CAPTURED USES THAT FIT THE CITY'S DESIRED FUTURE INDUSTRIAL LAND USE AND DEVELOPMENT TRENDS. WILSONVILLE WANTS TO HAVE A WORK SESSION WITH THE CONSULTANT TEAM TO DISCUSS THIS FURTHER. THIS MEETING WITH THE CONSULTANT TEAM MAY NOT OCCUR BEFORE WILSONVILLE AND TUALATIN'S WORK SESSIONS WITH THEIR CITY COUNCILS ON JUNE 6TH AND JUNE 13TH.
- **Status: In Progress.** The PMT has been working together on this item including revisions to the Dev Types and acreage. PMT sought to find out if a margin of error is acceptable with the trips and could result in a workable solution. An allowable margin of error has been confirmed by Alice through Andrew Singelakis, Washington County.
 - **Next Steps:** Alice and Nancy to work with ODOT to confirm greenlight. PMT to determine when to schedule next Advisory Review Team meeting (before or after Councils' upcoming review of Land Uses).
7. **Basalt Creek Parkway and I-5 Crossings.** The Cities acknowledge that the Basalt Creek Parkway and I-5 crossings identified in the TRP will become critical to successful industrial and employment growth in the Basalt Creek Planning Area. The Cities agree to jointly seek a timely regional investment in these crossings to achieve regional industrial objectives. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE.)
- Deliverable needed to implement this Consideration:** Narrative in the Concept Plan. The consultants can refer back to the TRP for guidance. This will also be addressed in the Cooperative Funding Strategy. The funding strategy will be completed prior to the first annexation in the Basalt Creek area.
- Team Assigned to work on this Deliverable:** Consultant to take the lead on the narrative. Cities staff, Washington County Land Uses and Transportation Director and other assigned staff will incorporate this section into the Cooperative Funding Strategy, to be completed prior to the first annexation in the Basalt Creek area.
8. **North-South Collector (Kinsman Road).** An extension of Kinsman Road, designated as a proposed collector north of Day Road and between Grahams Ferry Road and Basalt Creek Canyon should be evaluated for efficient use of developable land and limited transportation

funds. The Cities will review whether eliminating that roadway and associated costs may provide better transportation results by investing in other TRP improvements.

(WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE.)

Deliverable needed to implement this Consideration: Analysis from transportation consultant to measure the transportation network performance when assuming the removal of the Kinsman Road collector. Summary of results of transportation consultant analysis and summary of overall issue in the Concept Plan.

Team Assigned to work on this Deliverable: Consultant team with review of transportation consultant analysis report by the Basalt Creek PMT.

- **Status:** PMT discussed and agreed 8/18/16 to a local road instead of a collector on each side of the jurisdictional boundary. PMT functioned as the working group.
- **Next Steps:** This item is done.

9. **Basalt Creek Canyon.** The Cities recognize the Basalt Creek Canyon natural resource value and will work together to reach agreement on joint management practices for the canyon. The Cities also recognize the benefits of locating north to south trails near the Basalt Creek Canyon and bicycle connections that would connect the cities and other trail systems and be an asset for both residents and employees in the area. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE)

Deliverable needed to implement this Consideration: City Councils had originally talked about an IGA. Wilsonville and Tualatin staff are proposing that it would be better to develop and list Joint Management Practices for protection of the Canyon in the Concept Plan. Then the Concept Plan should also acknowledge all existing regulations that would implement these Joint Management Practices into the future. The Concept Plan should also acknowledge that one of the values of this canyon is to allow for public access to the area in appropriate locations in order to serve the bicycle, pedestrian and recreational needs of the area.

Team Assigned to work on this Deliverable: Consultant, Miranda, Kerry Rappold, Aquilla, Karen Fox, Jeff and Andy Braun

- **Status:** In Progress. Same as consideration #4.
- **Next Steps:** Same as consideration #4.

10. **Public Transportation.** Robust transit services are critical to the high-quality employment envisioned in Basalt Creek. The Cities support SMART service in the City of Wilsonville, including all land to be annexed into Wilsonville. The Cities agree to coordinate efforts on

how the two transit providers' (SMART and TriMet) can best provide service throughout the area. (WILSONVILLE AND TUALATIN STAFF AGREE ON THIS LANGUAGE)

Deliverable needed to implement this Consideration: Nancy and Stephan Lashbrook will think about the deliverable needed for this section and get back to Alice and team.

Team Assigned to work on this Deliverable: TBD

- **Status: In Progress.** PMT discussed and agreed on 8/25/16 that it would be best if the transit providers (Trimet and Smart) work together on how they can best provide service throughout the area.
- **Next Steps:** Nancy and Stephan to follow-up with transit providers and deliverable and get back to Alice and PMT.

DRAFT



PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016

VII. INFORMATIONAL

B. UGB Task Force (Neamtzu)

Agenda

Meeting: Urban growth readiness task force: meeting three
Date: September 21, 2016
Time: 2:30 – 4:30
Place: Metro Council chamber
Outcome(s): Provide recommendations on policy concepts

1. Recap previous meeting and review the purpose of this meeting (Hughes) 2:30 – 2:40
2. Agenda review (Lawson) 2:40 – 2:45
3. Summary of concepts for implementing Task Force direction (Williams, Reid) 2:45 – 3:00
4. Discussion and recommendations (all) 3:00 – 4:20
 - a. Clarify expectations for cities requesting modest residential UGB expansions
 - b. Seek greater flexibility for determining regional housing needs
 - c. Seek greater flexibility when choosing among urban reserves for UGB expansion
 - d. Facilitate the UGB exchange process
5. Meeting summary (Lawson) 4:20 – 4:25
6. Next steps (Hughes) 4:25 – 4:30

Tentative meeting schedule:

Meeting #5, October TBD (if needed)

Periodic updates and discussions at MTAC and MPAC to be scheduled

Urban Growth Readiness Task Force

Proposed concepts and implementation suggestions

Background

The Metro Council seeks more flexibility to respond to city requests for modest residential urban growth boundary (UGB) expansions into urban reserves. This document provides an overview of the concepts discussed by the Urban Growth Readiness Task Force as well as recommendations for how those concepts could be implemented to provide the Council with greater flexibility.

Overview of the proposed concept

- Acknowledged urban reserves represent the maximum anticipated urban footprint for the region through the year 2060.
- The Metro Council will consider cities' requests for modest residential UGB expansions into acknowledged urban reserves. Metro will maintain the existing six-year urban growth management decision cycle and also consider mid-cycle¹ city requests for modest residential UGB expansions. Mid-cycle UGB expansions would be done through UGB exchanges or through minor amendments to the most recent Urban Growth Report to recognize housing needs that were not anticipated.
- Cities requesting UGB expansions will demonstrate that they are taking actions that will advance regional and local desired outcomes and that the expansion area will produce housing in fewer than 20 years.
- Mid-cycle UGB expansions will be limited to a region-wide total of 900 gross acres.

Implementation suggestions

Four tracks of work could implement this concept. Each of these tracks could be pursued separately, but developing all four would create a system that provides the Metro Council with the flexibility to respond to city requests and better achieve regional and local desired outcomes.

1. Clarify expectations for cities requesting modest residential UGB expansions:

The Task Force and Metro Council have expressed their interest in having cities demonstrate that they are using best practices to encourage the development of needed housing. Amending Metro's code would implement this direction. The suggested amendments would focus on having a city demonstrate that it is taking a holistic approach to addressing housing needs in existing urban areas. No additional requirements for concept planning in urban reserves are suggested at this time.

2. Seek greater flexibility for determining regional housing needs:

The Task Force and Metro Council have stated that they want the region to have the ability to:

- Have a broader perspective when determining regional housing needs, including consideration of commute distances and greenhouse gas emissions.

¹ Three years after a legislative urban growth management decision.

- Have the ability to be more responsive to city proposals for UGB expansions.

Within its existing legal authority, the Metro Council can exercise greater discretion when determining regional housing needs. Decisions could give additional consideration to how the region might minimize spillover growth into neighboring cities outside the Metro UGB. Changes to Metro code and state law would provide more flexibility by allowing the Metro Council to make mid-cycle urban growth management decisions (between regular decisions made every six years) based on minor amendments to the most recent Urban Growth Report analysis.

3. Seek greater flexibility when choosing among urban reserves for UGB expansion:

The Task Force and Metro Council have indicated that they want urban growth management decisions to be more responsive to city requests. Amendments to Metro code as well as state law would grant the Metro Council additional flexibility when choosing among urban reserves for UGB expansion with greater emphasis on responding to city requests to develop areas when governance, finance and market conditions make desired future development likely.

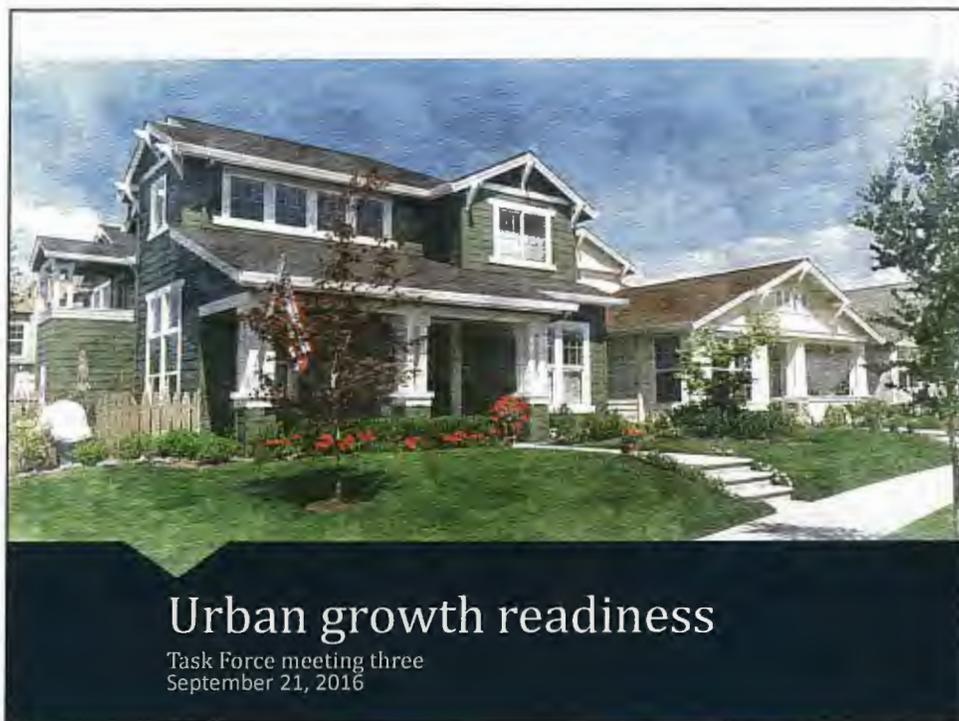
4. Facilitate the UGB exchange process:

The Task Force and Metro Council indicated an interest in exploring UGB exchanges – taking non-performing areas out of the UGB in exchange for expansions into urban reserves. Though Metro has legal authority to conduct exchanges, amendments to Metro code and state law would more fully address Task Force interests. Suggested Metro code amendments would remove acreage limitations for an exchange. Suggested changes to state law would allow Metro to remove a larger non-performing area from the UGB and exchange it over time with expansions in order to avoid a piecemeal approach to UGB exchanges.

Suggested overall timeline for implementing these concepts

- Fall 2016: Task Force makes recommendations to the Metro Council
- Fall 2016: MPAC recommends Metro code amendments based on Task Force suggestions.²
- Fall 2016: Metro Council provides direction on its 2017 legislative agenda.
- Spring 2017: Metro region coalition pursues legislative agenda.
- Summer 2017: Metro Council considers changes to Metro code as recommended by MPAC.
- Summer 2018: Metro releases draft 2018 Urban Growth Report.
- Winter 2018: Metro Council, with MPAC's advice, makes 2018 urban growth management decision.
- Winter 2021: Metro Council, with MPAC's advice, considers mid-cycle city requests for UGB expansions.

² To ensure that the Metro code works with possible changes to state law, the Metro Council would not take action on its code amendments until after the 2017 state legislative session.



State, regional and local land use legacy

- Statewide planning program protects forests and farms
- Regional and local plans focus on improving existing communities
- 2040 Growth Concept:
 - Investment in transit and walkable communities
 - Natural areas conservation
 - Urban and rural reserves
- Six desired outcomes



Task Force problem statement

Under current state law, the Metro Council lacks sufficient flexibility to be able to respond to city requests for modest residential UGB adjustments into urban reserves when cities demonstrate that they can govern the area and finance infrastructure and services and when the adjustment would advance regional and local goals.

Proposed evolution of growth management processes



Task Force core values

summarized for brevity

- Focus most growth in existing urban locations and do not exceed the footprint of urban reserves through 2060.
- Keep growth management decisions in a regional context (decisions made by Metro Council with MPAC's advice).

Additional direction from the Task Force and Metro Council

- Balance certainty and flexibility.
- Expansions must be based on regional need.
- Consider city requests for expansions if they will reduce spillover growth in neighboring cities.
- Practicality – consider governance, finance, and the market when deciding whether and where to expand the UGB.
- Address past challenges – explore the UGB exchange idea.
- No need for annual UGB decisions.

Proposed concept

- Maintain the existing 6-year decision cycle and also consider mid-cycle city requests.
- Mid-cycle expansions can be done through exchanges or minor amendments to the most recent analysis.
- Mid-cycle UGB expansions will be limited to a region-wide total of 900 gross acres.
- Cities will demonstrate that they are advancing regional and local desired outcomes and that an expansion will produce housing in fewer than 20 years.

Proposed concept

Concept plan urban reserve areas before expansion

Define housing needs with additional policy considerations

Choose expansion areas based on outcomes

Approach	Action needed
Urban reserves represent maximum anticipated urban footprint through 2060	Seek acknowledgement of urban and rural reserves in Clackamas and Multnomah
Require concept plan for urban reserves before UGB expansion	Framework already in place
Specify topics to address in urban reserve concept plans	Framework already in place

Proposed concept

Concept plan urban reserve areas before expansion

Define housing needs with additional policy considerations

Choose expansion areas based on outcomes

Approach	Action needed
Use range forecast to acknowledge uncertainty and provide flexibility	Framework already in place
Consider how specific expansions requested by cities might reduce spillover growth into neighboring cities	Change decision-making process within existing legal authority

A

Proposed concept

Concept plan urban reserve areas before expansion

Define housing needs with additional policy considerations

Choose expansion areas based on outcomes

Approach	Action needed
Be responsive to city requests for UGB expansions	Change state law to allow minor mid-cycle revisions to recent analysis ✓
Facilitate UGB exchanges to ensure a functional land supply	Remove acreage limit in Metro code. Change state law to allow areas removed from UGB to be credited ✓
Remain focused on existing urban areas	Change Metro code to require cities requesting UGB expansions to use best practices in urban areas ✓
Recognize the importance of local governance & finance	Change state law and Metro code to allow flexibility when choosing among urban reserves for UGB expansion

key concepts

holistic appch. Bump's effort-ability.

→ i.e. a willingness to govern & finance.

Proposed next steps

Fall 2016:

- Task Force makes recommendations.
- Metro Council provides direction on 2017 legislative agenda.
- Metro Council provides direction to staff to formulate Metro code amendment proposal.

Spring 2017:

- Metro regional coalition pursues legislative agenda.

Summer 2017:

- Metro Council, with MPAC advice, considers changes to Metro code.

Summer 2018:

- Metro releases draft 2018 Urban Growth Report.

Winter 2018:

- Metro Council, with MPAC advice, makes growth management decision.

Winter 2021:

- Metro Council, with MPAC advice, considers mid-cycle city requests

- 2018 is a full UGR.
- 2021 would be the first full cycle.

Question for the Task Force

Does the Task Force recommend that the Metro Council work with its partners to implement the proposed concepts?

1. Clarify expectations for cities requesting modest residential UGB expansions.
2. Seek greater flexibility for determining regional housing needs.
3. Seek greater flexibility when choosing among urban reserves for UGB expansion.
4. Facilitate the UGB exchange process.

September 20, 2016

Metro Council President Tom Hughes, Chair
Urban Growth Readiness Task Force
Metro
600 NE Grand Avenue
Portland, OR



Subject: Issues for September 21 Urban Growth Readiness Task Force Meeting

Dear President Hughes and members of the Task Force:

The City of Wilsonville appreciates the Metro Council for bringing together regional leaders to address the topic of urban growth boundary readiness as it relates to regional housing needs. As I will not be able to attend the upcoming Task Force meeting, I wanted to provide some thoughts in writing.

The City is in general support of the proposed concepts and implementation suggestions; however, the lack of detail and specificity is of concern. We believe that this concern can be addressed over time as details are developed with input from the technical committees. The City encourages Metro Council to keep the Task Force structure in place for the foreseeable future to act as a sounding board and provide recommendations going forward. We see this feedback loop as a critical element for success.

The City is also supportive of the multi-pronged approach outlined in the August 24, 2016, draft staff memorandum. We support the notion that Metro Council will benefit from flexibility in being able to respond to City requests to UGB expansions that better achieve regional and local housing goals.

The first recommendation is to clarify expectations for cities requesting modest residential expansions. The City appreciates and agrees with the articulated “holistic” citywide approach. We also support the recommendation to not add to the list of requirements for concept planning. The need to define “modest” requests is understandable, but a firm fixed acreage may conflict with the need to plan for infrastructure efficiencies while recognizing the uniqueness of expansion areas. Wilsonville’s experience in Villebois and Frog Pond areas is that efficiencies in planning and providing infrastructure become evident at something around 500 acres. Some flexibility in acreage requirements is encouraged. The City is interested in the details surrounding the definition of expectations that would lead to modest UGB expansions.

The second recommendation utilizing potential increases in the assumed Portland Metropolitan region “capture rate” is a creative approach to a complex problem. The regional goals to reduce greenhouse gas emissions as well as commute distances are the types of quality of life

improvements that the region can benefit from. The City is willing to continue to discuss the merits of this proposal while wholeheartedly supporting flexibility that allows the Metro Council to exercise greater discretion in making mid-cycle UGB decisions based on minor amendments to the most recent Urban Growth Report.

The third recommendation is to achieve greater flexibility in applying the “locational factors” when choosing UGB expansion areas among various regional geographies. We are an advocate of planning new urban areas with clearly identified governance, while conducting the critical work to understand the feasibility and financing of infrastructure that will lead to the creation of the next generation of great neighborhoods. Overall, the City is supportive of this approach with the recognition that we need to collectively work on and agree on the details of how multiple areas are prioritized.

The fourth proposal involves facilitating the UGB exchange process. The City recognizes that this is not a long-term strategy, but could be an effective tool in the short-term to accommodate modest requests. We support removing the existing acreage limitations and creating a system that allows for banking of acreage as it may be removed from the UGB.

Together, these four recommendations create a structure that could result in a new system that allows for more nimble decision making that advance the regional agenda in a positive way. With the creation and ultimate acknowledgement of urban and rural reserves, it is a good time to work collaboratively regarding how we grow as a region.

We want to once again thank the Metro Council for their strong leadership on this topic. Thank you for your time and consideration.

Sincerely,



Tim Knapp
Mayor, City of Wilsonville

cc: Wilsonville City Council
Bryan Cosgrove, City Manager
Nancy Kraushaar, Community Development Director
Chris Neamtzu, Planning Director



Home of the Tualatin River National Wildlife Refuge

City of Sherwood
22560 SW Pine St.
Sherwood, OR 97140
Tel 503-625-5522
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www.sherwoodoregon.gov

September 20, 2016

Metro
600 NE Grand Ave
Portland, OR 97232-2736

Mayor

Krisanna Clark

Council President

Jennifer Harris

Councilors

Renee Brouse
Linda Henderson
Dan King
Jennifer Kuiper
Sally Robinson

City Manager

Joseph Gall, ICMA-CM

Assistant City Manager

Tom Pessemier

Re: Response to 8/24/16 proposed concepts and implementation suggestions

Dear colleagues on the urban growth readiness task force,

Sorry I am unable to attend the UGB Task Force meeting on September 21st. I have had an opportunity to review the information and have the following comments:

First and foremost, this is a great start. We are grateful for the time energy and ideas that have helped developed these concepts. It is clear that the intent is to provide greater flexibility in the process, however we are concerned that, as proposed, we are creating an additional system and process that adds another layer of bureaucracy rather than providing more opportunities to bring areas in and see them developed with much needed housing within a reasonable timeframe.

Of greatest concern is the proposal that there be a single mid-cycle review once between the larger 6 year review. While this does add additional opportunity to have UGB expansions considered, limiting it to a specific timeframe and process seems to defeat the purpose of what we are trying to accomplish. If each jurisdiction is going to have to make their own justification for bringing an area into the UGB on the merits to be established, it is not necessary to bundle them up and process once every three years. We recommend a process similar to that used to address immediate needs such as for economic needs, schools, etc to allow the most flexibility. Following that process, and not allowing for these types of expansions during years that the UGR is being updated, would allow much greater flexibility and that ability to be responsive to the market demands and opportunities that would provide needed housing.

Regarding the implementation suggestions, we are generally supportive of #1 and the concept of clarifying expectations for cities requesting a residential UGB expansion; however there are concerns with how the details get fleshed out. For example, if there is a standard of demonstrating Title 6

compliance, does that mean full compliance or demonstrating that our community is working towards compliance? I am concerned about that idea of requiring full Title 6 compliance in order to be eligible for a needed and modest UGB expansion. If a jurisdiction has the need and can demonstrate that need, it does not make sense to require that they stop and spend time and money on planning and developing code amendments to fully comply with the Title 6 requirements in order to address their needs. I recommend that they be required to demonstrate how they are in full compliance with Title 6 or how they are working to achieve compliance.

We are very supportive of the implementation suggestion #2 "Seek greater flexibility for determining regional housing needs". Our only comment is that we explore having the flexibility to make changes more often than once mid-cycle.

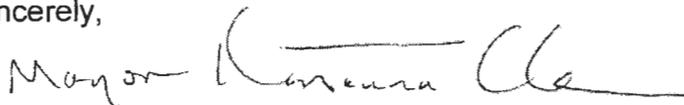
We are supportive of the implementation suggestion #3 "Seek greater flexibility when choosing among urban reserves for UGB expansions"

Regarding implementation suggestion #4 "Facilitate the UGB exchange process", we understand that there is much more conversation needed. We are supportive of the concept of exchanging with areas inside the UGB, but are concerned about how this will actually be done and whether there will be a prolonged legal battle in order to do this. I believe that the issue of Damascus and what should truly be in for Urban Development needs to be determined and immediate adjustments made accordingly where possible and any remaining land need can be "banked". We also believe that there should be a high bar for a UGB exchange to ensure areas being exchanges truly are not suitable for immediate development and were brought into the UGB in error.

It is clear that there is still a lot of detail to be discussed to ensure that these concepts being developed are able to be implemented and in a way that increased efficiency and effectiveness. I look forward to seeing the final product that is developed so that I can provide comments and, ultimately, my support for the concepts we develop together. I recommend that this committee be retained to provide an additional sounding board for implementation actions and so that we may provide support at the State level for the necessary changes to state law to make the concepts a reality.

Again, sorry I am unable to attend this meeting and I look forward to talking with you further at the next meeting.

Sincerely,

A handwritten signature in black ink, appearing to read "Mayor Krisanna Clark". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Mayor Krisanna Clark



Home Builders Association
of Metropolitan Portland

September 20, 2016

Tom Hughes, President
Urban Growth Readiness Task Force
Metro Council
600 NE Grand Ave.
Portland, OR 97232

Re: Urban Growth Readiness Task Force

President Hughes and members of the Task Force:

The HBA of Metro Portland appreciates the opportunity to comment on the proposed concepts and implementation recommendations for the Urban Growth Readiness Task Force.

The HBA appreciated the opportunity to join ranks with our city, county, and land-use partners as part of the Task Force in the hopes of having a thorough and robust discussion on how to assist Metro Council in achieving more flexibility to respond to city requests for modest, residential urban growth boundary (UGB) expansions.

And while there are good items outlined in the proposed concept and implementation recommendations put forth by Metro staff – namely the consideration of mid-cycle requests for modest residential UGB expansions – the proposal in its current form is not reflective of any Task Force conversations on the matter.

Sound policy development requires more meaningful input and transparency in the process.

In short, more discussion, consideration, and understanding of the concepts must take place before any proposed recommendations can be put forward by the Task Force or be endorsed by Metro Council. An issue of such importance for the region requires the full benefit and impact of the five meetings that were initially planned – not three.

Specifically, at the last Task Force meeting in July, there was a disproportionate emphasis and discussion around the six desired outcomes and a revealing of the “swap” concept for land already in the boundary. However, as noted at that meeting and by others, there are significant political and legal challenges toward implementing a swap – and the present concept by staff appears to move away from that direction.

Unfortunately, that is when the Task Force discussions stalled. Again, while there is merit to some of the concepts put forward, the current proposal requires more discussion and understanding around some of

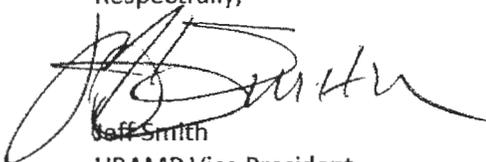
Home Builders Association of Metro Portland
15555 SW Bangy Rd., Ste. 301
Lake Oswego, OR97035
503-684-1880 • Fax 503-684-0588

the proposed suggestions – the devil is ultimately in the details. This includes, but is not limited to, the following items:

- Reconciling expansions based on a demonstrated regional need vs. a city's request for modest residential expansions based on a city's needs analysis and expectations.
- Grasping the functional limitations of a region-wide total of 900 gross acres. Both in terms of economies of scale may require larger adjustments, as well as understanding how the figure was ultimately arrived at and is it the right figure.
- Comprehending Implementation suggestion #2 with respect to considering commute distances, greenhouse gas emissions, and capture rate.
- Providing some form of direction on key criteria to guide cities in their efforts. From infrastructure finance to community vitality, a greater level of involvement is warranted.
- Ensuring cities are not required to go through duplicative processes in meeting the six desired outcomes for land already in the Urban Reserves.

We appreciate the initiative taken on this topic, but until more discussion takes place by the Task Force on this critical issue for our region, it is not prudent to move forward with the proposed recommendations at this time.

Respectfully,



Jeff Smith
HBAMP Vice President



September 20, 2016

President Tom Hughes
Metro Council
600 NE Grand Ave.
Portland, OR 97232

Dear President Hughes:

I am writing to express my support for modifications to increase flexibility in the urban growth boundary amendment process, as outlined in the proposal dated August 24, 2016. Unfortunately, I will not be able to attend the Urban Growth Task Force meeting on September 21, 2016.

As you know, I have long supported an urban growth boundary expansion process that recognizes the unique needs of areas within the Metro region. The proposed modifications are heading in the right direction with the addition of factors, such as commute distance and localized housing needs, which allow for considerations beyond regional need.

Success will require a concerted effort to define new factors for consideration and to develop a consensus necessary for MPAC, Metro Council and the state Legislature support. I offer my support and the support of my staff in this process.

However, I do have some concerns. I was surprised to see recommendations emerge without Task Force input, and I am concerned the lack of stakeholder engagement will jeopardize the success of this effort.

I request Task Force members have opportunity for input and discussion as this process moves forward. Please share my comments with the Task Force.

Sincerely,

Andy Duyck, Chairman
Washington County Board of Commissioners

Cc: Andrew Singelakis, Director, Land Use & Transportation

Board of County Commissioners
155 N. First Avenue, Suite 300, MS 22 Hillsboro, OR 97124-3072
Phone: (503) 846-8681 Fax: (503) 846-4545



**PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016**

VIII. OTHER BUSINESS

A. 2016 Planning Commission Work Program

2016 WORK PROGRAM Planning Commission

updated:
10/3/2016

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
January 13	Town Center Master Plan (Bateschell)	Basalt Creek Concept Planning Update (Bateschell)	
February 10	Bike Wayfinding Signage Plan	Transit Master Plan Public Involvement Strategy	
March 9	Basalt Creek Concept Plan 2015 Housing Report	Frog Pond Master Plan TSP Amendments	
April 13	2015 Housing Report	Transit Master Plan Update	TSP Amendments
May 11	Committee For Citizen Involvement (CCI) Open House: Frog Pond Master Plan 5:00 - 6:30		
5/11/2016 PC Meeting at 7 pm due to Open House	Basalt Creek Concept Plan - Moved to June (Open House 4/28/16)	Frog Pond Master Plan	
June 08	Basalt Creek Concept Plan (Open House 4/28) Recreation Aquatic Center (Sherer & Starr)		
July 13		Frog Pond Master Plan	Coffee Creek Urban Renewal
8/10/2016 -- MEETING CANCELLED	Town Center Redevelopment Plan	FEMA Amendments (Randall)	
September 14	Committee For Citizen Involvement (CCI) Open House: Frog Pond 5:00 - 6:30		
September 14 PC Meeting to start 7 pm due to Open House	Town Center Redevelopment Plan	Frog Pond Master Plan	
October 12	Basalt Creek Concept Plan	Frog Pond Master Plan (Neamtzu)	
November 9	Introduction - New Planner	Boones Ferry to Brown Road Connector (Adams/Kraushaar) Frog Pond Master Plan (Neamtzu)	
December 14		Transit Master Plan Update (Lashbrook) Town Center Redevelopment Plan Public Involvement (Bateschell)	Frog Pond Master Plan

2016

- 1 LP16-0001 Transportation System Plan (TSP)
- 2 Frog Pond Master Plan (Phase 2)
- 3 Basalt Creek Concept Planning
- 4 Transit Master Plan
- 5 Coffee Creek Industrial Area Form-Based Code
French Prairie Bike/Ped Bridge (moved to 2017)
- 6 Parks & Rec MP Update
- 7 Town Center Redevelopment Plan
- 8 Code Amendments
- 9 LP16-0003 FEMA Floodplain Administration (on hold per FEMA update)
- 10 LP16-0002 Coffee Creek Urban Renewal Plan
- 11 Parking Code Update