

ORIGINAL

ORDINANCE NO. 553

AN ORDINANCE ADOPTING THE VILLEBOIS VILLAGE CONCEPT PLAN, A REFINEMENT OF THE DAMMASCH AREA TRANSPORTATION-EFFICIENT LAND USE PLAN, TO GUIDE CREATION OF A MIXED-USE URBAN VILLAGE IN THE AREA OF THE FORMER DAMMASCH STATE HOSPITAL.

WHEREAS, the Wilsonville Comprehensive Plan provides that the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP), as such plan may be refined, directs development in the planning area around the site of the former Dammasch State Hospital, identified as "Special Area of Concern B." Special Area of Concern B is generally bounded on the west by Grahams Ferry Road from its northern intersection with Tooze Road to its southern intersection with the Urban Growth Boundary; on the north from the Tooze Road intersection with Grahams Ferry, extending along Tooze Road in an easterly direction to its connection with the westerly extension of Boeckman Road from the northeastern corner of Tax Lot 801; on the east by the easterly property lines of Tax Lot 801, 800, and 300 to the intersection with the easterly extension of Evergreen; and on the south from the intersection of the southeastern corner of Tax Lot 300 and the extension of Evergreen west to Evergreen and on Evergreen to its intersection with Brown Road and then generally in a southwesterly direction along the Urban Growth Boundary line to its intersection with Grahams Ferry. The aforementioned sections of roads and their extensions which form the boundaries are included in Special Area of Concern B. The planning area interior to its boundaries is 522.38 acres. A map of the area is included in Villebois Village Concept Plan.

WHEREAS, by Resolution No. 1795, the City Council initiated a process to consider the Villebois Village Concept Plan as a refinement of DATELUP that addresses Special Area of Concern B; and,

WHEREAS, The Villebois Village Concept Plan (Case No. 02PC06A) is a conceptual land use plan depicting the general character of the proposed land uses, transportation, natural resources public facilities and infrastructure strategies for the Villebois plan area. The plan was developed by Costa Pacific Communities on behalf of Villebois LLC, the master planner selected by the State of Oregon to redevelop the former hospital site. Based upon the principles of Diversity, Connectivity, Sustainability, Market Sensitivity and Transit Orientation, the Villebois Village Concept Plan carries forward the essential features of DATELUP, including a

mixed-use commercial center, a minimum of 2,300 housing units, a public school site, parks and an interconnected trail system to Coffee Lake Creek and to Metro open space areas; and,

WHEREAS, the City of Wilsonville and Costa Pacific Communities have involved the citizens of Wilsonville and other stakeholders throughout the planning and design of the Villebois Village; and,

WHEREAS, the Wilsonville Planning Commission held duly noticed public hearings on the Villebois Village Concept Plan on February 20, 2003 and March 12, 2003, and recommended adoption of the Plan with amendments; and,

WHEREAS, the City Council conducted a public hearing on the Villebois Village Concept Plan on May 19, 2003; and,

WHEREAS, the City Council has duly considered the record herein, the recommendations of the Planning Commission, Planning Staff Reports and testimony and evidence offered by interested parties; and,


WHEREAS, the City Council has considered the Villebois Village Concept Plan's conformity with DATELUP, the Wilsonville Comprehensive Plan, the City's Land Development Ordinance, Statewide Goals, Metro requirements, and other applicable standards;

NOW, THEREFORE, THE CITY OF WILSONVILL ORDAINS AS FOLLOWS:

Section 1. Findings. The City Council hereby adopts as findings of fact that document labeled Conclusionary Findings, File No. 02PC06A, attached hereto as Exhibit A, and incorporated by reference as if fully set forth herein, together with the above recitals.

Section 2. Order. The City Council hereby adopts the Villebois Village Concept Plan as a refinement of DATELUP, attached hereto as Exhibit B, together with the amendments described in the staff report dated May 6, 2003, attached hereto as Exhibit C, which Exhibits are incorporated by reference as if fully set forth herein.

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 19th day of May, 2003, at the hour of 7:00 p.m. at the Wilsonville Community Center, 7965 SW Wilsonville Road, Wilsonville, Oregon, and scheduled for second reading on the 2nd day of June, 2003, commencing at the hour of 7:00 p.m. at the Wilsonville Community Center.



SANDRA C. KING, CMC, City Recorder

ENACTED by the City Council on the 2nd day of June, 2003, by the following votes:

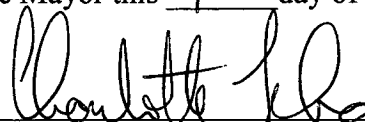
YEAS: -5-

NAYS: -0-



SANDRA C. KING, CMC, City Recorder

DATED and signed by the Mayor this 4th day of June 2003.



CHARLOTTE LEHAN, Mayor

SUMMARY OF VOTES:

Mayor Lehan	Yes
Councilor Helser	Yes
Councilor Kirk	Yes
Councilor Holt	Yes
Councilor Scott-Tabb	Yes

Attachments:

Exhibit A, Conclusionary Findings File No. 02PC06A
Exhibit B., Villebois Village Concept Plan dated February 14, 2003
Exhibit C, City of Wilsonville City Council Staff Report dated May 6, 2003
Planning Commission Record

**EXHIBIT A
CONCLUSIONARY FINDINGS
FILE NO. 02PC06A**

ANALYSIS AND FINDINGS OF FACT:

The Wilsonville Comprehensive Plan does not contain a specific section devoted to approval criteria for concept planning. However, there are several Goals, Policies, and Implementing Measures throughout the Comprehensive Plan that should be considered during review of a conceptual-type plan. They reflect and implement State and Regional requirements for legislative planning efforts such as concept plans, Comprehensive Plan amendments, or Development Code amendments. The object of the analysis below is Planning File 02PC06A, which is a document titled *Villebois Village Concept Plan*.

This section of the staff report provides Findings of Fact from the review of the DATELUP Adopted Conceptual Plan and applicable City, Metro, and State land use requirements. It reviews the supporting documentation for this application, dated November 27, 2002, and the resulting *Villebois Village Concept Plan* dated February 14, 2003. Figures discussed in this analysis reference those provided in the *Villebois Village Concept Plan*. They have been updated since November to reflect on-going coordination with City.

**SECTION A
DAMMASCH AREA TRANSPORTATION-EFFICIENT LAND USE PLAN**

The Dammasch Area Transportation Efficient Land Use Plan (DATELUP) conceptual plan was adopted as Resolution 1332 in November 1996 (See Attachment B - Milestones) by the City Council. The Wilsonville Comprehensive Plan requires any development within Area of Special Concern B to "conform to the Dammasch Area Transportation-Efficient Land Use Plan, as may be amended". The Adopted Conceptual Plan is described in Chapter 9 of DATELUP. It should be noted (as expressed in Section 9.2) that, "The adopted conceptual plan for the Dammasch area illustrates design principles for the planning area. Street configurations, parcel designations, and other details are intended to provide a perspective of the built-out area. The plan is not intended as a binding document stipulating the form of future development in detail. Changes will occur as the plan is implemented." The Findings stated in Section A compare the *Villebois Village Concept Plan* (dated 2/14/03) to the relevant portions of DATELUP Chapter 9. "Figures" refer to the numbering system of the *Villebois Village Concept Plan* as proposed for adoption, and unless otherwise noted.

DATELUP Chapter 9. Adopted Conceptual Plan

9.1 DATELUP General Description

The DATELUP Adopted Conceptual Plan was developed in part to respond to the community's needs for housing a growing population. This responsiveness was embodied in a variety of factors, including:

- Creating alternative circulation routes from west Wilsonville;
- providing maximum opportunity for viable mixed-use retail development;
- Respecting existing natural conditions;
- Providing opportunities for affordable housing;
- Contributing to the overall character of Wilsonville; and
- Respecting surrounding property values and land uses.

The conceptual plan also defines a residential community of approximately 2,300 housing units with a Village Center of mixed-use retail development and reuse of the Dammasch Hospital buildings. The plan was designed to preserve many existing trees, create an extensive open space network, and connect the community to these natural features which were to comprise approximately one-quarter of the total acreage.

DATELUP DESIGN CRITERION: A master conceptual plan composed of a land use framework (Figure 34, a circulation framework (Figure 35), and an open space framework (Figure 36)

Finding A-1. The *Villebois Village Concept Plan* contains four land use frameworks: a Concept Composite Land Use Plan (Figure 3) and a Concept Village Center Land Use Plan (Figure 4); a Concept Street Plan (Figure 5); and a Concept Parks and Open Space Plan (Figure 6). Also provided is a Conceptual Neighborhood and Greenway Diagram (Figure 2). **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: A residential community with a village center to include a mix of retail, employment, and civic uses, along with some housing, centering on the old Dammasch hospital site

Finding A-2. The Concept Composite Land Use Plan (Figure 3) identifies a residential community surrounding a village center located on and around the former Dammasch Hospital site. The Concept Village Center Land Use Plan (Figure 4) identifies residential and mixed-use commercial applications. *Villebois Village Concept Plan* narrative indicates the Village Center “is characterized by higher density development that includes, but is not limited to, multi-family residential and mixed-use development such as ground level retail, commercial, and “flex-space” with commercial and multi-family residential units above.” The Plaza and Hill Top Parks are described as places that are designed to provide alternative settings for civic and social activities. They are connected by

Villebois Drive, which would contain a high concentration of retail, flex and commercial spaces at ground level with commercial and multi-family residential above. **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: Approximately 2,300 housing units

Finding A-3. The Concept Composite Land Use Plan (Figure 3) identifies a total of 2,383 dwelling units. **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: Approximately one-quarter of the planning area retained as open space or developed as neighborhood parks

Finding A-4. Figure 3 (Concept Composite Land Use Plan) shows that there are 170.5 acres dedicated to Open Space, or approximately 33% of the total planning area of 520.4 acres. **The application is in conformance with this Adopted Conceptual Plan design principle.**

9.2 DATELUP Land Use

DATELUP CRITERION: A Residential Development Program (Table 9.1)

Finding A-5. Figure 3, the Concept Composite Village Land Use Plan, describes the equivalent of the DATELUP Table 9.1. An exact comparison was not possible because DATELUP distributed dwelling units across zoning categories that no longer exist. Table 9.1 was revised in the *Villebois Village Concept Plan* because all of Area B is now within Wilsonville's Urban Growth Boundary. The total number of dwelling units being proposed has increased by 83 and the average density has increased from 10.2 dwelling units/acre to 12.1 dwelling units/acre. **The application revision is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP CRITERION: A Land Use Summary (Table 9.2),

Finding A-6. Figure 3, the Concept Composite Village Land Use Plan, provides information equivalent to Table 9.2. See comparisons below. **In general, the application is in conformance with this Adopted Conceptual Plan design principle.**

Land Use	DATELUP Table 9.2 (acres)	VILLEBOIS VILLAGE CONCEPT PLAN Fig. 3 (acres)
Residential	225	196.9
Village Center	20	*
School Site	7	6.4
Right-of-Way	100	103.8
Neighborhood Parks	12**	170.5 (Open Space)**
Wildlife Corridor & Trail	13**	
Coffee Lake Greenway	100**	
Living Enrichment Center	43	42.8
Total	520	520.4

*A comparable Village Center number could not be determined from Figure 3 of the *Villebois Village Concept Plan* because the proposed Center includes both residential and mixed-use commercial uses, a numerical distinction that DATELUP does not make. The area coverage is approximately 77 acres as discussed on p. 10.

**The *Villebois Village Concept Plan* does not numerically break down acreage for open space into parks, wildlife corridors and trails, and the Coffee Lake Greenway. However, the plan proposes an increase of 45.5 acres dedicated to open space.

9.2.1 Village Center.

DATELUP DESIGN CRITERION: A village center to be focused at the intersection of Boeckman Road and Barber Road

Finding A-7. The Concept Land Use Plans (Figures 3 and 4) and the Concept Street Plan (Figure 5) show the Village Center at the crossroads of the proposed Boeckman Road and Barber Street extensions. The Village Center is to include retail, employment, and civic uses, along with some housing as discussed on P. 10. **The application is in conformance with this Adopted Conceptual Plan design principle.**

9.2.2 Residential Development

DATELUP DESIGN CRITERION: A diversity of housing choices, densities, and prices for people with a wide range of incomes. General housing types anticipated were Village Center Senior housing, garden apartments and condominiums, clustered housing, townhouses/rowhouses, small-lot single-family dwellings, standard-lot single-family dwellings, and large-lot single-family dwellings.

Finding A-8. DATELUP Chapter 9 described eight housing choices ranging in size from Village Center housing (estimated 45 housing units/acre) to Large-lot Single Family housing (four housing units/acre). These housing types are discussed in Section 5.2.2 of the DATELUP supporting documentation, but densities (units per acre), total units, and total acreage for each type are not always provided and cannot be correlated with Table 9.1 – Residential Development Program – which lists these statistics by zoning categories that were in effect in 1996.

The *Villebois Village Concept Plan's* Figure 3 (Concept Composite Land Use Plan) describes 12 housing choices: three apartment choices, three condominium choices, one townhouse choice, and five single-family detached housing choices. Only general comparisons can be made between the two plans because of the lack of internal consistency of data in the Adopted Conceptual Plan as mentioned above. Densities range from 50.9 dwelling units/acre to 3.2 dwelling units/acre. Two single-family detached categories, one apartment category, and one condominium category are added which provide a wider choice of housing. The *Concept Plan's* discussion about Neighborhoods on page 10 indicates that market segments will include market rate for-sale and rental homes, affordable and senior housing, and community housing as required by ORS 426.508.

In general, both plans have apartment, condominium, townhouse, and single-family detached housing choices. The Adopted Conceptual Plan has an average of 10.2 housing units/acre on 225 developable acres, while the *Villebois Village Concept Plan* has a density of 12.1 housing units/acre on 196.9 developable acres. It should be noted that the amount of protected open space has increased in the last seven years (reducing the amount of developable land available), while the requirement for approximately 2,300 total housing units remains fixed. **The application is generally in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: *Higher density housing located nearer the village center*

Finding A-9. The Concept Composite Land Use Plan (Figure 3) generally shows higher density housing concentrated in and immediately around the Village Center. Units in the Village center range in density from a low of 10.3 dwelling units/acre for some small-detached housing to 50.9 dwelling units/acre for specialty condominiums. Density progressively decreases away from the Village Center, culminating with the “Estates” at a density of 3.2 dwelling units/acre on the periphery of the Village. **The application is generally in conformance with this Adopted Conceptual Plan design principle.**

9.2.3 Reuse of Dammasch Hospital Facilities

DATELUP CRITERION: Alternative reuses of the hospital buildings provided they do not create conflict with the overall development plan

Finding A-10. The *Villebois Village Concept Plan* discusses the adaptive reuse of the existing Dammasch Hospital complex buildings on page 11. The feasibility of re-using the buildings is currently being evaluated through structural, electrical, mechanical and architectural analyses. These analyses will help determine the highest and best use of the facilities. Possible uses could include commercial office/retail spaces, technology-based facilities, and housing. **The application is in conformance with the provisional nature of this Adopted Conceptual Plan design principle.**

9.3 Circulation Framework

9.3.1 Primary Roadways

DATELUP DESIGN CRITERION: Boeckman Road as the Primary Roadway, serving as the village "Main Street"

Finding A-11. The Circulation Framework for the Adopted Conceptual Plan is shown in Figure 35 of DATELUP. The Concept Land Use Plans (Figures 3 and 4) and the Concept Street Plan (Figure 5) of the *Villebois Village Concept Plan* identify Boeckman Road extended into the village center as its "main street" (Villebois Drive). **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: Brown Road, and Barber Road as important transportation links serving the planning area

Finding A-12. The Concept Land Use Plans (Figures 3 and 4) and the Concept Street Plan (Figure 5) of the *Villebois Village Concept Plan* indicate Brown Road as the primary approach from the south of the plan area linking Villebois with Wilsonville Road. The north/south connection through this site uses Brown Road to Barber Road, then west on Barber Road for a few hundred feet, then north on Loop Road and Villebois Drive to the Boeckman/Tooze Road. This maintains the north/south connectivity to the site. The plans also demonstrate that Barber Road is a primary approach extending from Kinsman Road westward into the Village Center and continuing to Grahams Ferry Road. **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: Local roadways oriented generally on a northeast/southwest axis grid pattern and a north/south grid east of Boeckman Road

Finding A-13. Figure 5, the Concept Street Plan, shows a road grid system generally oriented in a northeast/southwest pattern with a north/south grid generally east of the Boeckman Road alignment. Although the grid system is not identical to the one shown in the Adopted Conceptual Plan, it is similar. It is more curvilinear in shape as it more closely conforms to local topography. It must also conform to the requirements of the Transportation System Plan for a safe and efficient system. **The application is generally in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: The existing west entry of the Dammasch Hospital facility as a local street connecting to Grahams Ferry Road, preserving existing trees

Finding A-14. Figure 3 (Concept Composite Land Use Plan) shows that the west entry has been retained and connects with the Loop Road. The discussion of Environmental Assets Preserved (page 14) expresses the desire to incorporate as many of the existing site trees as possible. Section 2.2.1.3(15) of the supporting documentation indicates the existing trees along the roadway are to be preserved. The referenced Tree Inventory gives a Tree Rating of “Important” or “Good” to a large majority of these trees. Section 2.3.1.12 (Tree Preservation and Protection) proposes special easements for important trees. **The application is in conformance with this Adopted Conceptual Plan design principle.**

9.4 Open Space Framework

DATELUP CRITERION: Two lakes in the Coffee Lake area constructed to be fully-functioning, wetland-enhancing ponds that would provide stormwater detention, recreation opportunities, and wildlife habitat

Finding A-15. The framers of DATELUP felt that development of the Dammasch area would increase the amount of impervious surface and, thus, increase stormwater runoff. The solution proposed was the creation of two lakes in the Coffee Lake area to provide stormwater detention and help manage runoff. Associated benefits would be recreation opportunities and wildlife habitat. The *Villebois Village Concept Plan* on page 13 (Rainwater Systems), proposes to achieve the same objective by advanced “green development” technologies that include retention and treatment of storm drainage, minimization of impervious areas, and incorporation of rainwater swales for filtration (see the Glossary for a definition of Rainwater Management). The plan does not in itself envision the construction of lakes in the Coffee Lake SROZ. The addition of 45.5

acres of open space beyond DATELUP requirements, though, may offset the loss of associated recreation and wildlife habitat opportunities anticipated by DATELUP. **The application is in conformance with the objectives of the Adopted Conceptual Plan design principle, with a modified proposal for stormwater retention that does not propose creation of two lakes in the Coffee Lake area and that conceptually serves stormwater retention purposes per those identified in DATELUP Chapter 9.**

DATELUP DESIGN CRITERION: The Coffee Lake flood plain to be linked to the Wilsonville Tract by both the Tonquin Trail and the Coffee Lake-Wood Trail

Finding A-16. Figure 2, the Concept Neighborhood and Greenway Diagram, and Figure 6, the Concept Parks and Open Space Plan, show trails connecting the Coffee Lake flood plain and the Wilsonville Tract to the south of Area B's Boundary. The Coffee Lake-Wood Trail proposes to follow the Villebois Greenway wrapping around the northern portion of the Village and down the west side of the Village Center. The Tonquin Trail proposes to parallel Coffee Lake Drive along the western edge of the floodplain before turning southwesterly towards the Wilsonville Tract. **The application is in conformance with this Adopted Conceptual Plan design principle.**

DATELUP DESIGN CRITERION: Three neighborhood parks located in the western, eastern, and central portions of the planning area and a fourth in the Village center

Finding A-17. The Concept Land Use Plans (Figures 3 and 4) and the Concept Parks and Open Space Plan (Figure 6) show east, north, south, and west neighborhood parks, eight pocket parks, and a Central Plaza Park and a Hilltop Park within the Village Center. The mix of parks is intended to provide both passive and active recreational opportunities. **The application is in conformance with this Adopted Conceptual Plan design principle.**

9.5 Background and Plan Development

9.5.1 DATELUP Criterion: Response to Public Involvement

Finding A-18. The *Villebois Village Concept Plan* public involvement process, discussed on page 5 (Response to Community Outreach), continues the effort that was started by DATELUP. Numerous public meetings (see attachment C of the February 13, 2003 Staff Report) have occurred, which Costa Pacific Communities indicates will continue, as well as individual meetings with affected property owners. Also see

Finding B-1. This application is in conformance with the DATELUP Adopted Conceptual Plan.

9.6 DATELUP Criterion: Development of Community Character

Finding A-19. DATELUP was designed to meet the objectives of “minimizing land use conflicts and connecting the proposed community with the natural beauty of the existing landscape.” Examples given of how this might be accomplished were saving many existing trees, creating a special open space loop connecting two large open space features (Coffee Lake Wetland Complex and Wilsonville Tract), and connecting the community to these natural resources. Other examples were the integration of institutions into the neighborhoods and the use of design elements intended to encourage walking and interaction among residents. *Villebois Village Concept Plan* Figure 3 (Concept Composite Land Use Plan), Figure 4 (Concept Village Center Land Use Plan), and Figure 6 (Concept Parks and Open Space Plan) in particular demonstrate connectivity within the community to the many parks and open spaces, including the Villebois Greenway loop that connects the Coffee Lake Wetland Complex and the Wilsonville Tract. The discussion in Section 2.3.10 (SROZ/Natural Resource Regulations) and associated Figure 2.3G (Tree Inventory) emphasize the objectives of preserving extensive wooded areas and specific trees in the *Villebois Village Concept Plan*.

The discussion of Commercial Development and Employment (page 11) identifies potential civic and institutional uses which may be provided in the Commercial/Employment Overlay area shown in Figure 4 (Concept Village Center Land use Plan). The pedestrian friendly design for Villebois is discussed below. **The application is in conformance with the Adopted Conceptual Plan.**

9.7 Integrated Transportation System

DATELUP DESIGN CRITERION: A pedestrian-friendly, multi-model integrated transportation system to encourage connectivity within the plan area and to other areas of the City

Finding A-20. In the *Villebois Village Concept Plan*, Figure 2, the Conceptual Neighborhood and Greenway Diagram, identifies three residential neighborhoods designed to provide pedestrian access (1/4 mile or less – a five minute walk) to neighborhood commercial areas, the Village Center, open space, and principal collector streets. Figure 5, the Concept Street Plan, shows an internal circulation system of gridded streets, collector and arterial streets, and multi-use pathways connected to

other areas of the City and to rural areas to the southwest, west and northwest of the City. Figure 12 (Concept Proposed Arterial/Collectors Street System) identifies proposed connections into the existing City and regional transportation grid. The discussion on page 15 emphasizes connectivity as a principle behind the development of the circulation system. Highlighted are pedestrian, bicyclist, and equestrian, as well as automobile uses. Existing and proposed connections to travel options include proposed extension of South Metro Area Rapid Transit into the planning area and access to a proposed commuter rail station between Boeckman and Barber Roads. **The application is in conformance with this Adopted Conceptual Plan design principle.**

9.7.1 Compliance with the Transportation Planning Rule

Finding A-21. The overall development planning for Villebois has moved to a much more extensive planning process than was used for DATELUP. The planning process is expanded to include approval of a *Villebois Village Concept Plan*; a Comprehensive Plan Amendment which will include changes to the text, Comprehensive Plan Map and detailed master plans; amendments to the Wilsonville Planning and Land Development Ordinance; special area plans (sometimes called preliminary plans) and Stage II final planning approvals. In addition, the financial and concurrency requirement is being supplemented by development of a separate financial plan and a detailed development agreement. Compliance with the Transportation Planning Rule will be addressed primarily during the review of the proposed Comprehensive Plan Amendment with a briefer initial analysis during subsequent review and approval of the preliminary and final plans. **Completion of the planning process as described above will result in compliance with the Transportation Planning Rule.**

9.8 Infrastructure Costs

Finding A-21. The development of a financial plan for Villebois is being completed to include the estimates for basic infrastructure, similar to the estimate in DATELUP. The primary difference is that the financial plan will be an active analysis of the source of funds. **The development of the financial analysis will result in infrastructure costs that conform with the analysis that was used with DATELUP.**

9.8.1 Transportation Facilities

Finding A-22. The development of the cost estimate for transportation facilities follows a thought process and a description of facilities that is very compatible with the description as included in DATELUP.

Development of the financial plan will comply with the analysis of transportation facilities that was used in DATELUP.

9.8.2 Utility Improvements

Finding A-23. The detailed analysis of the utility improvements will be accomplished as part of the master planning that is included in the proposed Comprehensive Plan Amendment. **Completion of the Master Plan and the approval of that Master Plan is part of the Comprehensive Plan Amendment that will ensure conformance with DATELUP.**

9.9 Financial Analysis

Finding A-24. The financial analysis that is being separately completed for Villebois will include the same considerations as described in DATELUP. **Completion of the financial plan will conform to the DATELUP adopted plan.**

9.9.1 Implementation Strategy

Finding A-25. The implementation strategy for Villebois has been refined since the earlier implementation strategy was developed. The first two items on the DATELUP implementation strategy for approval of the adopted Conceptual Plan and addition of the property to the Urban Growth Boundary have been completed. Based on that, the implementation strategy is currently planned to be as follows:

1. The City of Wilsonville adopts a refined Conceptual Plan for Villebois.
2. The City of Wilsonville adopts a Comprehensive Plan Amendment, which includes text, map amendment and master plan.
3. The City of Wilsonville adopts text amendments to the Development Code, establishing a new village zoning district.
4. A finance plan establishing a capital improvements list, cost estimates, phasing, funding program and responsibilities is developed and adopted.
5. An interim financial agreement between the City and specific property owners establishing responsibilities for implementing the finance plan is approved.
6. A development agreement establishing responsibility for financing and constructing public infrastructure, specifically required to each phase in accordance with the finance plan is approved.
7. A special district (a local improvement district) accompanying the Villebois area will be established with funds raised to be used for infrastructure development in accordance with the finance plan.
8. An Urban Renewal district will be established within the Villebois area to use tax increment financing to raise funds for infrastructure that would probably be best described as of general public benefit.

9. Annexation of the approximately 280 acres of the Villebois area not currently within the City limits will occur.
10. Specific area plans (preliminary development plans) will be submitted for approval.
11. Final development plans (equivalent to a Stage II approval) will be submitted for the specific phases of the project prior to development of each phase.
12. The City, with assistance from developers in Villebois will work with Metro, the state and national representatives to obtain grants for infrastructure projects that are of significant regional benefit. **In summary, the implementation strategy for Villebois conforms with the implementation strategy as described in DATELUP.**

Summary Finding: The *Villebois Village Concept Plan* conforms to the DATELUP Adopted Concept Plan.

SECTION B
WILSONVILLE COMPREHENSIVE PLAN

The next part of this report addresses the Wilsonville Comprehensive Plan. Staff finds that the following Goals, Policies, and Implementing Measures apply:

Citizen Involvement

GOAL 1.1: To encourage and provide means for interested parties to be involved in land use planning processes, on individual cases and City-wide programs and policies.

Policy 1.1.1 The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.

Implementation Measure 1.1.1.a Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes. Whenever practical to do so, City staff will provide information for public review while it is still in "draft" form, thereby allowing for community involvement before decisions have been made.

Finding B-1. The *Villebois Village Concept Plan* is the result of a process that was begun several years ago with the development of DATELUP. At that time there was extensive public and stakeholder involvement in its creation. The evolution of the *Villebois Village Concept Plan* has also included many opportunities for the public to review and comment on the Plan (see Attachment C of the February 13, 2003 Staff Report). Costa Pacific Communities moved its corporate headquarters to the Dammasch site where design materials are displayed for public review. One-on-one meetings were also held with the individual landowners to address specific concerns. They have indicated that beyond the current public hearings process there will be a continuation of the neighborhood meetings to inform and listen. **This Implementation Measure has been met.**

GOAL 1.2 For Wilsonville to have an interested, informed, and involved citizenry.

Policy 1.2.1 The City of Wilsonville shall provide user-friendly information to assist the public in participating in City planning programs and processes.

Implementation Measures 1.2.1.a-c These Measures address the City's responsibility to help clarify the public participation process, publicize ways to participate, and establish procedures to allow reasonable access to information.

Finding B-2. These Measures and other legal procedures have been followed for these public hearings. **These Implementation Measures have been met.**

Policy 1.3.1 The City of Wilsonville shall coordinate with other agencies and organizations involved with Wilsonville's planning programs and policies.

Implementation Measure 1.3.1.b Where appropriate, the City shall continue to coordinate its planning activities with affected public agencies and private utilities. Draft documents will be distributed to such agencies and utilities and their comments shall be considered and kept on file by the City.

Finding B-3. The City has notified the affected public agencies and private utilities of this request in a timely manner. Included are the original public agencies who were stakeholders in the DATELUP development process (see Attachment A of the February 13, 2003 Staff Report), and who were identified in the Memorandum of Understanding (1996) between the City, Metro, and several agencies of the State of Oregon. (See Attachment B of the Staff Reported dated February 13, 2003.) The Urban Growth Management Agreement (1991) with Clackamas County also requires coordination with the City. Responses will be made a part of the public record. **This Implementation Measure has been met.**

Urban Growth Management

GOAL: 2.1 To allow for urban growth while maintaining community livability, consistent with the economics of development, City administration, and the provision of public facilities and services.

Policy 2.1.1. The City of Wilsonville shall support the development of all land within the City, other than designated open space lands, consistent with the land use designation of the Comprehensive Plan.

Finding B-3. The *Villebois Village Concept Plan* planning area is within the area designated by the Comprehensive Plan as Area of Special Concern B. That designation requires any development within the Dammasch planning area to conform to DATELUP as it may be amended. The *Villebois Village Concept Plan* conforms to the DATELUP Adopted Conceptual Plan. **This Policy has been met.**

Implementation Measure 2.1.1.a. Allow development within the City where zoning has been approved and other requirements of the Comprehensive Plan have been met.

Finding B-4. Some of the Dammasch planning area is currently outside the City but within its Urban Growth Boundary. The *Villebois Village Concept Plan* process anticipates Comprehensive Plan Amendments (Application No. 02PC07), Zoning Code Amendments (Application No. 02PC08), and annexation amendments (Application No. 03PC01). **For this application, this Implementation Measure is advisory; this**

Implementation Measure can be met with completion and positive action on the above-cited applications.

Implementation Measure 2.1.1.b. Allow urbanization to occur to provide adequate housing to accommodate workers who are employed within the City.

Finding B-5. The *Villebois Village Concept Plan* will result in approximately 2,300 housing units which will help to improve the jobs/housing imbalance in Wilsonville. The *Villebois Village Concept Plan* anticipates a wide range of housing types and densities (Figure 3, Concept Composite Land Use Plan) intended to accommodate a variety of income levels. **This Implementation Measure has been met.**

Implementation Measure 2.1.1.c. Encourage a balance between residential, industrial, and commercial land use, based on the provisions of this Comprehensive Plan.

Finding B-6. As mentioned previously, commercial and industrial development has out-paced residential development in Wilsonville. The *Villebois Village Concept Plan* will provide approximately 2,300 housing units as required by DATELUP (Comprehensive Plan Area of Special Concern B) which, over time, will help to improve the imbalance.

Implementation Measure 2.1.1.f. To insure timely, orderly and efficient use of public facilities and services, while maintaining livability within the community, the City shall establish and maintain growth management policies consistent with the City's regional growth allocation and coordinated with a Capital Improvements Plan.

Finding B-7. This Measure addresses the Planning Commission's role in periodically reviewing growth-related data and management policies to be coordinated with the Capital Improvements Plan. Such coordination activities are beyond the level of analysis required for typical conceptual plans. However, part of Sub-section 2 ("To maximize design quality and conformity to the Comprehensive Plan, the City shall encourage master planning of large land areas.") may provide some guidance regarding conceptual planning. An application (02PC07) has been made for Comprehensive Plan text and Map amendments which includes a Master Plan for the Villebois area based on the *Concept Plan* addressed in this application. This *Concept Plan* is considered a refinement and update of DATELUP required by the Comprehensive Plan. As there are no other provisions for "conceptual" planning, nor is there a definition, staff has interpreted that the City would encourage conceptual planning of large areas. Application 02PC07 will address whether proposed infrastructure is consistent with applicable sub-elements (master plans) of the Comprehensive Plan as well as the Capital Improvements Plan. **The *Villebois Village Concept Plan* is consistent with this Implementation Measure.**

Policy 2.2.1 The City of Wilsonville shall plan for the eventual urbanization of land within the local planning area, beginning with land within the Urban Growth Boundary.

Finding B-8. The *Villebois Village Concept Plan* is an urbanization plan for an area that is underdeveloped, on land that is within the City's Urban Growth Boundary. **This Policy has been met.**

Implementation Measure 2.2.1.b The City of Wilsonville, to the best of its ability based on infrastructure provided at the local, regional, and state levels, shall do its fair share to increase the development capacity of land with the Metro UGB.

1. *The City of Wilsonville shall comply with the provisions of the Metro Urban Growth Management Functional Plan, unless an exception to the requirements is granted as provided in that Functional Plan.*

Finding B-9. The *Villebois Village Concept Plan* complies with the **Metro Functional Plan as discussed in Section D of this report.**

2. *The City shall comply with the provisions of Metro's Urban Growth Management Functional Plan, as long as that compliance does not violate federal or state law, including Statewide Planning Goals.*

Finding B-10. Oregon Revised Statute 426.508 requires development of the planning area to be consistent with DATELUP; DATELUP sets the housing requirement at approximately 2,300 dwelling units (a density of 10.2 dwelling units per acre). The *Villebois Village Concept Plan* would result in a density of 12.1 dwelling units per acre. Both plans exceed Functional Plan requirements of 10 dwelling units per acre. The *Villebois Village Concept Plan* complies with the Statewide Planning Goals as discussed in Section E of this report.

Implementation Measure 2.2.1.f Washington and Clackamas Counties have agreed that no new lots shall be created outside the City and within the Urban Growth Boundary that contain less than ten acres.

Finding B-11. The purpose of this Measure is to assure that large enough parcels of land will be available to allow for creation of urban density lots and for efficient and cost-effective construction of infrastructure as an area urbanizes. Current Clackamas County zoning is Exclusive Farm Use – 80-acre minimum lot size. No new higher density zoning can be applied until after property has been annexed into the City. This is the process which would be utilized for Villebois. **In that the *Villebois Village Concept Plan* proposes no new zoning, it is consistent with this Implementation Measure.**

Implementation Measure 2.2.1.h To assure consistency between Comprehensive Plans and establish the City's interest in the area, the City shall jointly adopt dual interest area agreements with Washington and Clackamas Counties for comprehensive planning of the land outside the City and within the UGB and the Wilsonville planning area.

Finding B-12. The City entered into an Urban Growth Management Agreement (UGMA) with Clackamas County 1991 which included the area subsequently identified as Area of Special Concern B. The UGMA requires coordination of comprehensive plan changes with the County. The County has been and will continue to be informed of all land use activities in that area until such time as the area is annexed to the City. Notification of the County prior to public hearings, as prescribed by the UGMA, has been done. **This Implementation Measure has been met.**

Public Facilities And Services

GOAL 3.1: To assure that good quality public facilities and services are available with adequate capacity to meet community needs, while also assuring that growth does not exceed the community's commitment to provide adequate facilities and services.

Implementation Measure 3.1.1.a The City will continue to prepare and implement master plans for facilities/services, as sub-elements of the City's Comprehensive Plan. Facilities/services will be designed and constructed to help implement the City's Comprehensive Plan.

Finding B-13. The City of Wilsonville's Comprehensive goals, policies, implementation measures, and individual infrastructure master plans assure management of development in a manner that meets the community's needs but at the same time assures that development does not exceed the City's commitment to provide adequate facilities and services. This framework provides the guidelines for review of planning efforts as well as development proposals. **This Implementation Measure has been met.**

Policy 3.1.3 The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services or those benefiting from such facilities and services, pay for them.

Finding B-14. The City is currently developing a Finance Plan establishing a capital improvements list, cost estimates, phasing, funding programs, and responsibilities for expanded facilities and services in the Villebois area to be approved by the City prior to development. **This Policy has been met.**

Policies 3.1.4 (Sanitary Sewer Plan) and 3.1.5 (Water Service Plan) require that these services be designed and constructed to help implement the City's Comprehensive Plan.

Finding B-15. The detailed analysis of the Sanitary Sewer Plan for Villebois will be accomplished, as part of the master planning that will be included in the Comprehensive Plan amendment. The application for the Comprehensive Master Plan Amendment will conform with the Primary Facilities and Services section of the Comprehensive Plan. Likewise regarding a Water Service Plan, the proposed Master Plan that will be approved as part of the Comprehensive Plan Amendment will address the Water Service Plan in detail. **The approval of the Master Plan as part of the Comprehensive Plan amendment will conform to these policies and their applicable accompanying implementing measures.**

Implementation Measure 3.1.6.a The Transportation Master Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered. While local residential streets are considered a part of the Transportation Master Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Master Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

Finding B-16. The strategy was to develop a Transportation Systems Plan that included the needs of DATELUP before building a refinement to DATELUP as proposed with the *Villebois Village Concept Plan*. As such, the Transportation Systems Plan was based on the traffic densities and the initial look of the layout for DATELUP. The DATELUP land use configuration included substantially more commercial and employment areas so the traffic generation was higher for DATELUP than it will be for Villebois. The inclusion of Villebois into the Transportation Systems Plan will only result in very minor modifications, with the two principal ones being the addition of Villebois Drive through the project and the extension of Barber Road from Brown Road over to Grahams Ferry. **In summary, the *Villebois Village Concept Plan* is in conformance with this Implementation Measure.**

Implementation Measure 3.1.6.c. All streets shall be designed and developed in accordance with the Master Plan and street standards, except that the Development Review Board or City Council may approve specific modifications through the planned development process. Such modifications shall be made in consideration of existing traffic volumes and the Public Facilities and Services cumulative traffic generation potential of the land uses being developed. At a minimum, all streets must be developed

with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

Finding B-17. *The Villebois Village Concept Plan will guide the development of a Master Plan for Area B. All streets will be designed and developed in accordance with the Master Plan and will consider traffic volumes and Public Facilities and Services. **The Villebois Village Concept Plan is in conformance with this Implementation Measure.***

Implementation Measure 3.1.6.e. *All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.*

Finding B-18. *See Finding B-17. **The Villebois Village Concept Plan is in conformance with this Implementation Measure.***

Implementation Measure 3.1.6.o *The City shall take the following steps to reduce VMTs and overall reliance on single occupancy vehicles:*

- 1. Review all land use/development proposals with regard to transportation impacts. All development proposals shall be required to pay for a transportation impact analysis, unless specifically waived by the City's Community Development Director because the information is not needed.*
- 2. Seek to minimize traffic congestion at the freeway interchanges as well as on local arterial and collector streets.*
- 3. Seek to reduce the number and length of home-to-work trips.*
- 4. Seek a balanced mix of activities which encourage consolidation of automobile oriented trips and encourage design and location of complementary activities that support public transit, ride-share programs, and use of other alternative modes of transportation.*
- 5. Require large developments and high employment and/or traffic generators to design for mass transit and to submit programs to the City indicating how they will reduce transportation impacts. All such proposals shall be subject to review by SMART and, if applicable, ODOT. Maximum parking limits shall be used in conformity with Metro standards.*
- 6. Seek location of a permanent park-and-ride station as well as a commitment from Tri-Met to upgrade transit service to the greatest extent possible, in coordination Public*

Facilities and Services with SMART. Note the potential need for a commuter rail station in conjunction with the park and ride lot.

7. *Accommodate the expected growth in population and employment and the resulting transportation needs, the City by expanding local bus service in the residential and employment areas, continue to improve arterial and collector street networks, a bikeway system, ride-sharing programs including carpools and van pools and encourage staggered or flex-time, work-hour programs.*

8. *Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Also, work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other. It is recognized that alignment decisions for streets may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned streets.*

9. *Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.*

10. *Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.*

Finding B-19. The *Villebois Village Concept Plan* addresses all of these objectives as discussed in various sections of this Staff Report. **The *Villebois Village Concept Plan* is in conformance with this Implementation Measure.**

Implementation Measure 3.1.6.s *Pedestrian, bicycle, and equestrian travel is often considered a recreational activity. However, people commonly bike and walk throughout the City, and with increasing gasoline prices and traffic congestion, these forms of travel are likely to increase in popularity. For this reason, provisions for pedestrian and bicycle travel will be considered as a basic transportation element as well as a recreational element.*

Finding B-20. The Villebois proposal contains a Bicycle and Pedestrian Plan, which is logical, and which best serves the walking and bicycling public. **The *Villebois Village Concept Plan* is in conformance with the Comprehensive Plan.**

Implementation Measure 3.1.6.t *The Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.*

Finding B-21. The *Villebois Village Concept Plan* includes property that is outside the boundaries of the current Bicycle and Pedestrian Master Plan, and provides for a bicycle and pedestrian system, which would be integrated with adjacent systems. **The Villebois Village Concept Plan is in conformance with this Implementation Measure.**

Storm Drainage Plan

Implementation Measure 3.1.7.d *Major natural drainage ways shall be retained and improved as the backbone of the drainage system and designated as open space. The integrity of these drainage ways shall be maintained as development occurs. Where possible, on-site drainage systems will be designed to complement natural drainage ways and designated open space to create an attractive appearance and will be protected by conservation, utility, or inundation easements. Alteration of minor drainage ways may be allowed provided that such alterations do not adversely impact stream flows and in-stream water quality of the major drainage ways and provide for more efficient use of the land. Such alteration must be approved by the City. Remnant creek channels, which previously carried water that has since been diverted, shall be evaluated for their wildlife habitat value before being selected for use as drainage ways. Where a remnant creek channel is found to provide unique habitat value without being a riparian zone, and that habitat value would actually be diminished through the re-introduction of storm water, alternate methods of conveying the storm water will be considered and, if feasible, used.*

Finding B-22. The discussion beginning on p. 13 of the *Villebois Village Concept Plan* provides an overview of the major characteristics of the proposed rainwater management system that is depicted in Figure 7 (Storm Water Basin Analysis), Figure 8 (Conceptual Rainwater Systems Plan), and Figure 9 (Concept Rainwater Conveyance Sections). It is discussed in greater detail in Section 2.3.2.1 (Rainwater System) of the supporting documentation. The conceptual design will use Low Impact Development concepts to reduce impacts to wetlands, forests and nature preserves. Strategies might include bio-swales, retention and detention features as means of reducing impervious surface areas. The system is intended to direct water back into the soil, minimizing urban runoff, and providing water for the community's plant material. Multi-purpose green spaces would integrate paths with rainwater management and wildlife strategies and would connect the community with the surrounding area's natural resources. Green streets would be created to incorporate a system of storm water treatment within its right of way, minimizing the quantity of water that is piped directly to streams and rivers. The *Villebois Village Concept Plan* states that this system "provides opportunities for integrating water quality, detention, and infiltration into the site's natural features and the proposed urban form, thus developing a green, natural, aesthetically pleasing rainwater management system". All major drainage ways have been retained. **This Implementation Measure has been met.**

Implementation Measure 3.1.7.i It is the intent of these measures to maximize the use of the natural drainage system to allow for ground water infiltration and other benefits to community aesthetics as well as habitat enhancement. This does not mean that natural drainage ways will be left unimproved.

Finding B-23. See the discussions under Implementation Measures 3.1.7.d above and 3.1.11.a below. The *Villebois Village Concept Plan* states on p. 18 that the Coffee Lake area is to be “restored into a multi-functional environmental area providing wildlife habitat in open water, wetlands, and forested areas.” Additionally, in Section 2.3.10 (SROZ/Natural Resources Regulations) of the supporting documentation, it states the Coffee Lake Wetland Complex is planned to be restored with native vegetation and the wetland north of the Living Enrichment Center and its 50-foot buffer will be protected and enhanced. Although no detailed plan is given, any activity planned for protected areas will have to be coordinated with the City per Implementation Measure 3.1.7.d. The Plan states the *Villebois Village Concept Plan* will implement this measure as part of its extensive rainwater system, promoting the creation of multi-functional landscapes and improving degraded or damaged drainage areas. Figure 8 (Conceptual rainwater Systems Plan) depicts the projects proposed to enhance, improve, or restore drainage ways in the planning area. **This Implementation Measure has been met.**

Implementation Measure 3.1.7.j The natural system must also be improved and maintained to handle the anticipated run-off in a manner that meets the requirements of the Stormwater Master Plan. Where wetlands are constructed for the purpose of accommodating storm drainage, certain areas of those wetlands may be designed to accumulate sediment. The City will periodically dredge and maintain those areas in constructed wetlands, or will permit others to do so, as necessary to maintain the storm drainage functions of those constructed wetlands.

Finding B-24. Figure 8 (Conceptual Rainwater Systems Plan) shows the system proposed to improve or maintain drainage in the planning area. The *Villebois Village Concept Plan*, on p. 13, states that “Specific performance standards applied to rainwater systems in the streets, rainwater management areas in the open spaces, and other integrated management practices, will assure the success of the rainwater system.” The level of detail required to determine compliance with the City’s Stormwater Master Plan will need to be shown in Application 02PC07. **This Implementation Measure has been met.**

Parks/Recreation/Open Space

Policy 3.1.11 The City of Wilsonville shall conserve and create open space throughout the City for specified objectives including park lands.

Finding B-25. In Figure 6 (Concept Parks and Open Space Plan), the *Villebois Village Concept Plan* identifies the retained and proposed parks and open space areas totaling 170.5 acres or approximately 33% of the planning area. These areas are comprised of four neighborhood parks; a Hilltop Park, Central Plaza, and Park Block within the Village Center; various pocket parks scattered throughout; the existing Coffee Lake Natural Area, forested wetlands and upland forest. **This Policy is advisory; see Finding B-26 below.**

Implementation Measure 3.1.11.a Identify and encourage conservation of natural, scenic, and historic areas within the City.

Finding B-26. As noted previously, the *Villebois Village Concept Plan* in Figure 6 identifies the proposed open spaces. Figure 5 (Concept Street Plan) shows a road alignment that preserves a view corridor from the Central Plaza of the Village east to Mt. Hood. Section 2.3.1 (Natural Environment) of the supporting documentation discusses several conservation or preservation goals:

Drainage – Approximately 100 acres, including much of the developed portions of the Dammasch Hospital site, naturally drains to the south, through the Wilsonville tract, eventually draining into Arrowhead Creek. However, runoff from impervious surfaces on the Dammasch grounds is collected in an underground storm drainage system and diverted from its natural drainage and into Mill Creek (Figure 7 of the *Villebois Village Concept Plan*). The Concept Plan proposes that during redevelopment in the Dammasch area, the original Dammasch storm drainage system should be restored to natural drainage patterns. Any plan for alteration to the existing drainage system will need to comply with Implementation Measure 3.1.7.d (see above).

Wetlands – Figure 3 (Concept Composite Land Use Plan) identifies wetlands listed on the City's Wetland Inventory, associated SROZs, and wetlands delineated by Pacific Habitat Services, Inc. The *Villebois Village Concept Plan* delineation has identified a number of wetland areas that are not included in the City of Wilsonville's Local Wetland Inventory. Pursuant to Section 4.139(.02), three criteria have been established for adding wetlands to the City's SROZ Map. If any of the delineated wetlands (to be approved by the Oregon Division of State Lands) meets one of the three criteria, it shall be added to the SROZ. Any proposed amendments to an SROZ boundary shall be processed pursuant to Section

4.139.09(.01)(D). The *Villebois Village Concept Plan* indicates that encroachments within the SROZ and flood plain will be reviewed with the City for compliance or exemption as more detailed information is developed that will affect the SROZ areas. Adjustments in plan boundaries will be made to comply with SROZ and flood plain regulations (see footnote on Figure 3).

In the discussion of street design and standards (p. 17), the *Villebois Village Concept Plan* proposes, "Standards [that] will help maintain the natural hydrology of the site, strive to protect existing significant trees and enhance the community's visual character." In Figure 5 (Concept Street Plan), the *Villebois Village Concept Plan* proposes street alignments which consider the contours of the land and the location of wetlands. Boeckman Road and Barber Road extensions are proposed which attempt to limit the incursions into wetlands by their alignments and their width. The Wetland Crossing street type is narrower than standard configurations.

Green Habitat – Figure 2.3E (Plant Communities), Figure 2.3G (Tree Inventory), and the list of plant species in the Appendix are used to characterize the flora in the study area. Figure 2.3G also rates the identified trees based on health, native species with habitat and ecosystem value, compatibility with development, and form/visual interest/mature size. Section 2.3.1.12 (Tree Preservation and Protection) indicates development under the *Villebois Village Concept Plan* will adhere to the City's Tree Preservation and Protection Ordinance and will focus the development to incorporate the trees as a primary resource. The *Villebois Village Concept Plan* will direct "special easements" for important trees based on the rating system. The Plan proposed to protect the trees for their lifetime with protection administered by the Home Owners Association. It also proposes to establish methods for protection during and after construction with a method for assessing damage and resulting mitigation to protect the trees for the long term.

Wildlife – Section 2.3.1.7 (Wildlife Habitat Components), Section 2.3.1.8 (Existing Wildlife Habitat), and Section 2.3.1.9 (Sensitive, Threatened and Endangered Species) list wildlife potentially inside and within two miles of the planning area. The Plan concludes that habitat quality is varied, with the majority of the site having been historically modified by either farming or the operation of the Dammasch Hospital, thereby limiting wildlife usage of the property to species tolerant of human disturbance. Higher quality habitat within the Mill Creek/Corral Creek drainage may provide habitat and a movement corridor for larger mammals. As previously discussed (3.1.7.d), the proposed greenway will also provide a travel corridor for wildlife. Section 1.1.5 (Environmental Stewardship)

discusses the use of green spaces in wildlife strategies, however none are provided in this application.

Historic Areas – While not listed as an inventoried historical resource, the former Dammasch Hospital facilities have been directed by the community through DATELUP to be redeveloped as long as they do not create a conflict with the overall development plan. As previously discussed, the feasibility of using the facilities and the evaluation of appropriate adaptive reuses is currently being investigated.

Finding B-27. The *Villebois Village Concept Plan* identifies and encourages conservation of natural, scenic, and historic areas. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.b Provide an adequate diversity and quantity of passive and active recreational opportunities that are conveniently located for the people of Wilsonville.

Finding B-28. Figure 6 (Concept Parks and Open Space Plan) depicts open space areas and recreational opportunities, many planned to be within a five-minute walk of each home. Included are a village green, plaza, active ball fields, neighborhood commons, pocket parks trails, pathways, and greenways for passive opportunities. In addition, the Plan estimates 2.0 acres of shared recreational space at the elementary school (Eastside Neighborhood Park/Commons.) The discussion in Section 2.3.1.11 (Parks and Open Space) further describes the types of active and passive activities, which might occur in these areas. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.d Continue the acquisition, improvement, and maintenance of open space.

Finding B-29. See Findings for Implementation Measures 3.1.11.b and 3.1.11.e. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.e Require small neighborhood parks (public or private) in residential areas and encourage maintenance of these parks by homeowner associations.

Finding B-30. Figure 6 (Concept Parks and Open Space Plan) shows small neighborhood parks distributed throughout the Village area. The Table (p.84) in Section 2.3.1.11 (Parks and Open Space) projects ownership of the parks to be split between the City (neighborhood parks) and the neighborhood associations (all other parks). While ownership has not been determined and should not be assumed, the Plan has indicated that maintenance will be addressed through a homeowners' association(s).

The Table will be amended to reflect that ownership is to be determined.
This Implementation Measure has been met.

Implementation Measure 3.1.11.f Maintain and develop the current park system for centralized community-wide park facilities, but emphasize the future acquisition of small parks in localized areas.

Finding B-31. See Finding for Implementation Measure 3.1.11.e. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.g Where appropriate, require developments to contribute to open space.

Finding B-32. As noted, open space makes up a substantial portion of the *Villebois Village Concept Plan*. Approximately 33% of the 520 acres is in open space or parkland. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.i Develop limited access natural areas connected where possible by natural corridors for wildlife habitat and watershed and soil/terrain protection. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.

Finding B-32. Figure 2 (Conceptual Neighborhood & Greenway Diagram) depicts, and the text discusses multipurpose green spaces that will integrate paths with rainwater management and wildlife strategies and will connect the community with the surrounding area's natural resources. The *Villebois Village Concept Plan* states that a natural area corridor has been provided linking the Coffee Lake Creek wetland complex with Metro's Wilsonville Tract. The corridor also is intended to accommodate natural drainage patterns and rainwater facilities. The *Villebois Village Concept Plan* indicates that any encroachments within the SROZ and flood plain will be reviewed with the City for compliance or exemption as more detailed information is developed that will affect the SROZ areas. Adjustments in Plan rainwater facilities and pathways will be made to comply with SROZ and flood plain regulations. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.j Identify areas of natural and scenic importance and where appropriate, extend public access to, and knowledge of such areas, to encourage public involvement in their preservation.

Finding B-33. See the Findings for Implementing Measures 3.1.11.a and 3.1.11.i. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.k *Protect the river-connected wildlife habitat.*

Finding B-34. The Plan provides for the protection of river-connected wildlife by providing a natural corridor through the Plan area linking the Coffee Creek wetland area and the Wilsonville Tract. Presumably, this is the linkage depicted in Figure 2 (Conceptual Neighborhood and Greenway Diagram). The discussion in Section 2.3.1.7 (Wildlife Habitat Components) of the supporting documentation describes wildlife movement corridors, their importance and impediments to movement. No corridors are identified or depicted, nor is a program for mitigating impacts provided at this time. A strategy which more clearly describes possible corridors for river-connected wildlife (especially for the Coffee Lake Creek system) and discusses efforts to mitigate impediments to movement will be included in the Master Plan. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.o *Individual park and recreational sites, as defined by the parks and open space standards and classification system will be developed according to the following priorities:*

1. *Where possible, facilities within a park should be adjusted to meet the needs and desires of the local residents and the characteristics of the site. Park and/or recreational facilities in demand and least supply should receive the highest priorities.*
2. *Parks should be planned to insure maximum benefit to the greatest number of local residents. For this reason, acquisition and development of community level parks should be given the highest park priority.*
3. *Development of additional neighborhood parks will have a lower priority for public funding. To assure localized benefit, development and maintenance of neighborhood parks shall continue to be accomplished through homeowner associations.*
4. *Small neighborhood parks have the lowest development priority and should be supplied at public expense only if an area is determined to be isolated from access to other parks, or where space is extremely limited, and the park is supported by the adjacent neighborhood. Maintenance of such parks should be assigned to a homeowners' association or other neighborhood organization.*
5. *Provision of regional park facilities will only be considered as an interjurisdictional project; and should have a low priority unless unusual circumstances arise.*
6. *The City will encourage dedication or acquisition of land for parks and other public purposes in excess of lands needed to satisfy immediate needs.*

Finding B-35. There are six subsections of this Implementing Measure. Sub-section 1 does not apply because it discusses park facilities within a park. Park facilities have yet to be evaluated through the Development Review process. Sub-section 5 does not apply because the *Villebois Village Concept Plan* does not envision a regional park. Sub-section 6 does not apply because the City has not identified land for parks and other purposes in excess of lands needed to satisfy immediate needs.

Sub-section 2 does apply. Section 2.3.1.11 (p.85) of the supporting documentation states that "...given the unique characteristics of the property and the City's desire to reach a density of 2300 units, Villebois provides a different mix of open space than is recommended by the City's Parks Plan." However, the supporting analysis used in reaching that determination is not provided. Application 02PC07 will provide the missing analysis and more clearly explain why the City Parks Plan should not apply.

Sub-sections 3 and 4 also apply since the Table in Section 2.3.1.11 (Parks and Open Space) (p. 84) presumes that the City will have ownership of the neighborhood parks in the Village area. See the Finding for 3.1.11.e.

This Implementation Measure has been met.

Implementation Measure 3.1.11.p New developments shall be responsible for providing specified amounts of usable on-site open space depending on the density characteristics and location of the development. Where possible, recreational areas should be coordinated with and complement Willamette River Greenway, and other open space areas identified as environmentally sensitive or hazardous areas for development.

Finding B-36. DATELUP specifies a target of 25% of the planning area to be retained as open space or developed as neighborhood parks. The *Villebois Village Concept Plan* identifies approximately 33% of the planning area in open space or parks. Section 2.3.1.10 (SROZ/Natural Resource Regulations) discusses Significant Natural Resource Zones identified by the City. The discussion in Section 2.3.1.10 correctly points out that any development will be constrained by City ordinance, Oregon Division of State Lands and US Army Corps of Engineers jurisdictional wetland area regulations. The *Villebois Village Concept Plan* anticipates "passive recreational opportunities for hiking, bicycling and viewing." The *Villebois Village Concept Plan* indicates that encroachments within the SROZ and flood plain will be reviewed with the City for compliance or exemption as more detailed information is developed that will affect the SROZ areas. Adjustments in plan will be made to comply with SROZ and flood plain regulations. **This Implementation Measure has been met.**

Implementation Measure 3.1.11.s Facilities constructed to implement the Bicycle and Pedestrian Master Plan shall be designed to insure safe and convenient pedestrian, bike

and, where appropriate, equestrian access from residential areas to park, recreational and school facilities throughout the City.

Finding B-38. Adequacy of facilities will be determined through the Development Review process. The Plan states that all facilities designed to accommodate bicycles, pedestrians, and equestrian use will be designed with the safety and security of the users in mind. **This Implementation Measure has been met.**

Land Use And Development

GOAL 4.1: To have an attractive, functional, economically vital community with a balance of different types of land uses.

Finding B-39. The *Villebois Village Concept Plan* highlights aspects of the Plan which are considered to contribute to a “complete community” that is “economically, socially, and environmentally sustainable”. Listed in the *Villebois Village Concept Plan* on p. 9 (Key Elements of the *Villebois Village Concept Plan*) are: 1) three distinct neighborhoods grouped around a Village Center; 2) a Village Center which includes a main street with retail, high-density housing, a plaza, a central green, and mental health housing; 3) an elementary school site; 4) a Commercial/Employment Overlay Area and smaller centers in each neighborhood that include convenience retail, transit stops, and parks; 5) an extensive system of parks and open spaces covering approximately 33% of Area B, including a trail system connecting natural areas to the north with the Wilsonville tract to the south; 6) “natural” rainwater management techniques such as bio-swales, retention and detention features, green streets and fewer impervious surfaces; and 7) an interconnected transportation system which de-emphasizes auto use and is interconnected with the regional transportation system.

As previously discussed, the *Villebois Village Concept Plan* proposes to enhance the City’s economic vitality by providing more local housing and commercial opportunities to serve those residences; increasing the City’s tax base; and attracting public funding contributions for transportation projects. **The Villebois Village Concept Plan is consistent with this Goal.**

Implementation Measure 4.1.1.k *A minimum of 15% of the total gross area of all developments shall be landscaped and, where possible, integrated with the open space system. Areas identified as having significant natural resources may require enhancement in order to be considered part of the required open space for a given development. Additional landscaping may be required by the Development Review Board depending on the scale of the proposed development and its compatibility with abutting properties and their respective uses.*

Finding B-40. Figure 3 (Concept Composite Land Use Plan) depicts a plan with 33% of the area dedicated to open space and park land. The need for additional landscaping for specific development will be evaluated during the Development Review process. **This Implementation Measure has been met.**

Commercial Development

Implementation Measure 4.1.2.g The location and development of commercial areas within the community should be given very careful consideration. Although they may occupy a relatively small percentage of the total land area, commercial developments customarily occur at points of maximum traffic movement and, therefore, have a tremendous impact on people's impressions of the visual quality of the community. If Wilsonville is to retain an image as a desirable place to live, its commercial areas must reflect that quality.

Finding B-41. The commercial areas within Villebois are located at the Village Center in the Commercial/Employment Overlay Area (at the crossroads of the Tooze/Boeckman Road extension and the Barber Road extension), and in small centers within each neighborhood. Specific architectural and development standards will be defined in a new Village zone for this project to provide a desirable place to live or shop and reduce or remove any negative impacts caused by commercial uses. **This Implementation Measure has been met.**

Residential Development

Implementation Measure 4.1.4.b Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services.

Finding B-42. Figure 3 (Concept Composite Land Use Plan) identifies 12 housing types and densities which the *Villebois Village Concept Plan* indicates will have price and rent levels that will accommodate a range of incomes. Affordable, senior, and community housing (per ORS 426.508) are to be included. Densities will range from 3.2 to 50.9 units per net acre. Unit types will be comprised of apartments, condos, townhomes, and single-family homes on small, medium, standard, large and estate lots. The cost of supplying public services is currently being analyzed by the City and will be factored into the Master Plan to be provided in 02PC07 (Comprehensive Plan and Map Amendments). **This Implementation Measure has been met.**

Implementation Measure 4.1.4.c Establish residential areas that are safe, convenient, healthful, and attractive places to live while encouraging variety through the use of planned developments and clusters.

Finding B-43. The *Villebois Village Concept Plan* addresses safety in a number of ways. The alleys result in safer pedestrian areas because the sidewalks aren't conflicted with driveways serving garages in front. The extensive bikeways allow movement throughout the Village while being separated from automobile traffic. Design standards will be proposed which encourage houses with front porches that result in "eyes on the street" throughout the day and evening. While housing design is not part of a conceptual plan, street profiles, general road alignment, neighborhood layout, and housing type and density are considered. Street profiles incorporate traffic calming design, pedestrian/bicycle friendly grid systems, and de-emphasize auto use. Efficient site layouts have each dwelling within a five-minute walk from a neighborhood or Village center, disperse densities throughout the area with higher density toward the Village Center, and have easy access to parks and open spaces. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.d Encourage the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall, manufactured homes, mobile homes, modular homes, and condominiums in various structural forms.

Finding B-44. Villebois has 12 different housing types, ranging from large lot single family to apartments over commercial. The types are distributed throughout the planning area with higher density occurring near the Village Center and generally diminishing toward the boundaries of the Village (Figure 3, Concept Composite Land use Plan). **This Implementation Measure has been met.**

Implementation Measure 4.1.4.1 The City shall work to improve the balance of jobs and housing within its jurisdictional boundaries.

Finding B-45. Currently, the City of Wilsonville is underserved in housing. With a minimum of 2,300 housing units and a density of over 12 units per acre, the plan significantly improves the jobs to housing mix in Wilsonville. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.o The City will encourage the development of housing of various types and densities. Guided by the urbanization, public facilities, and economic elements, the City will, however, manage residential growth to ensure adequate provision

of public facilities and that proposed housing satisfies local need and desires, i.e., type, price and rent levels.

Finding B-46. As discussed in several previous Findings, the Plan proposes several housing types and densities which will respond to a range of sale and rental prices, supporting a variety of income levels and housing choices. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.p In an effort to balance residential growth with the City's employment base, the City shall encourage the development of housing to meet the needs of the employees working in the City.

Finding B-47. DATELUP requires the development of approximately 2300 housing units in the planning area. Because of the imbalance of jobs versus available housing in the city many people employed in the City reside elsewhere. The additional housing proposed by the *Villebois Village Concept Plan* will improve the jobs-to-housing balance and provide an opportunity for the employees to reside within the City. Housing will also serve the employees of the commercial Village Center and outlying neighborhood commercial centers. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.t Site plans will provide for adequate open space to (a) protect adjacent properties; and (b) provide ample yard space and play areas for residents. The residential character of established neighborhoods, particularly low-density developments, shall also be protected as surrounding development occurs. Site development standards shall continue to be applied to ensure compatibility with adjacent land uses. High design standards will be established for signage and appearance, including the landscaping of setback areas and the designation of access points.

Finding B-48. Costa Pacific Communities correctly states that “These requirements will be assured through the design review process as the various phases of Villebois are developed.” Development within the Village will be required to submit a Pattern Book that will outline specific and general design guidelines that will ensure site development is compatible with adjacent land uses. However, a conceptual plan should demonstrate that the residential character of established neighborhoods would not be negatively impacted by the Plan. Elements of the *Villebois Village Concept Plan* discuss responses to this issue, e.g., road alignment to mitigate traffic on local streets, low density housing adjacent to bordering properties (see Finding for Implementation Measure 4.1.5.gg), and phasing of the development. Section 2.1.3.1 (Community Involvement Process), Section 2.1.3.2 (Response to Community Involvement) of the supporting documentation, and Attachment D of this report summarize the Villebois public outreach meetings held to address community concerns about impacts from the proposed Plan and Costa

Pacific Communities responses. It is intended that community outreach meetings will continue to be held. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.x Apartments and mobile homes are to be located to produce an optimum living environment for the occupants and surrounding residential areas. Development criteria includes:

1. *Buffering by means of landscaping, fencing, and distance from conflicting uses.*
2. *Compatibility of design, recognizing the architectural differences between apartment buildings and houses.*
3. *On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenience shopping.*

The siting of buildings to minimize the visual effects of parking areas and to increase the availability of privacy and natural surveillance for security.

Finding B-49. Costa Pacific Communities correctly states that “These provisions will be met at the time of development and will be monitored by the City through the permitting process.” Figure 3 (Concept Composite Land Use Plan) shows the urban and village apartments close to the Village Center within easy walking distance of its services and amenities. Mobile homes are not a proposed housing type with the *Villebois Village Concept Plan*. **This Implementation Measure has been met.**

Implementation Measure 4.1.4.y Housing units shall be designed, constructed, and maintained so that the community is assured of safe, sanitary, and convenient living conditions in dwellings that are sound, energy efficient, and attractive in their appearance. Conservation of housing resources shall be encouraged through code enforcement, renovation, and rehabilitation of the existing housing stock.

Finding B-50. Costa Pacific Communities correctly states that “These provisions will be met at the time of development and will be monitored by the City through the permitting process.” Additionally, the proposed adaptive re-use of the Dammasch Hospital facilities may include conservation of housing resources if used for mixed-use housing or condominium housing as shown in Figure 3 (Concept Composite Land Use Plan). **This Implementation Measure has been met.**

Environmental Resources and Community Design

Implementation Measure 4.1.5.a Require the placement of utilities underground in new developments and seek means of undergrounding existing above-ground utilities, other than storm drainage facilities.

Finding B-51. Costa Pacific Communities states that all new utilities will be underground in Villebois. Existing above ground utilities will be undergrounded if allowed by the franchisee. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.c Provide a buffer use or transition zone between urban and adjacent agricultural areas.

Finding B-52. Staff finds that this Implementing Measure applies. Land zoned “Agriculture” exists to the north and south of the planning area and “Rural” zoning which permits agricultural activities exists to the west. Costa Pacific Communities correctly states that these lands are separated from the planning area by roads. The *Villebois Village Concept Plan* also employs generally larger lot sizes (less density) around its perimeter. (See the Finding for 4.1.5gg.) It should be noted that all land within the planning area not currently within Wilsonville’s city boundary is zoned “Agriculture” (Exclusive Farm Use) by the County. Should annexation to the City occur, agricultural activities on these properties would still be permitted until rezoning and development takes place. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.e Protect the beneficial uses and functional values of resources within the Water Quality and Flood Management Areas identified by Metro by limiting or mitigating the impact on these areas from development activities.

Finding B-53. Referring to Figures 3, 5, 6, and 8, it would appear that the east side of the Villebois project will encroach within the SROZ for the Coffee Lake wetlands and the 100-year Flood Line. The *Villebois Village Concept Plan* indicates that proposed encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information on boundary delineations is provided. Adjustments in Plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ and flood plan regulations. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.h Develop an attractive and economically sound community.

Finding B-54. Refer to Findings for Goal 4.1 and Implementation Measure 4.1.4.c. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.i Identify buildings of unusual or outstanding architectural style from earlier eras. Encourage preservation of these structures.

Finding B-55. Section 2.3.2.5.3 (Historical and Cultural Services) states that the National Register of Historic Places, the City's Goal 5 inventory, the Clackamas County's historic resource survey, and the Oregon State Historic Preservation office have not identified any historic resources in the planning area, although some of the information may be dated (1996). Costa Pacific Communities states that while it is not of unusual or outstanding architecture, the Dammasch Hospital is being considered for adaptive reuse. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.j Ensure that open space conforms to the characteristics of the land, type of land use, adjacent land uses and City needs.

Finding B-56. Figure 3 (Concept Composite Land Use Plan) indicates that approximately 33% of the planning area will be dedicated to open space and parks, beyond the 25% required by DATELUP. Figure 6 (Concept Parks and Open Space Plan) depicts the general location of proposed parks and opens spaces to be developed as well as the location of existing wetlands and upland forest areas. Also shown is a proposed trail system (corridor) linking the regional trail system in the northwest with the Metro Wilsonville Tract to the south. The discussion in Section 2.3.11 (Parks and Open Space) of the supporting documentation states that the "corridor preserves important existing trees, provides wetland enhancement and re-establishes drainage patterns to Arrowhead Creek. It is proposed to be replanted in native vegetation to increase habitat and provide linkage for wildlife between Coffee Lake and the Metro Tract." The corridor is to connect all neighborhoods within the Village. This Section also proposed to share community recreational space at the proposed elementary site.

Section 2.3.1.10 (SROZ/Natural Resource Regulations) states that any mitigation of non-inventoried wetland areas which may be needed, will be identified in a mitigation plan to be submitted to the Oregon Division of State Lands and the U.S. Army Corps of Engineers when the Joint Removal Fill permit application is prepared. The possible encroachment of the *Villebois Village Concept Plan* into the Coffee Lake Wetland Complex has been previously discussed. See the Finding for 4.1.5.e. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.k Develop open, limited, or restricted access natural areas connected where possible by natural corridors, for wildlife habitat, watershed, soil and terrain protection. Preservation of contiguous natural corridors throughout the City for the protection of watersheds and wildlife will be given priority in land use decisions regarding open space.

Finding B-57. Refer to the Finding for 4.1.5.j. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.l Identify areas of natural and scenic importance and give them priority in selection of public open space. Where legal rights of access have been acquired, extend public access to, and knowledge of such areas, in order to encourage public involvement in their preservation.

Finding B-58. This Implementation Measure applies. Refer to the Finding for 3.1.11.a. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.m Protect the river-connected wildlife habitat and encourage the integration and inter-connection of the Willamette River Greenway to open space areas of the City. Continue to regulate development within the Greenway boundaries. Provide for public access to the river only through and within the City parks or other properties intended for public access.

Finding B-59. The first sentence of this Implementation Measure is applicable because the *Villebois Village Concept Plan* contains part of Coffee Lake Creek which is a river-connected wildlife habitat and is being protected through an SROZ. Refer to the Finding for 4.1.5.j. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.r Housing development, and any other development intended for human occupancy, shall occur, to the greatest extent possible, on lands designated for development that are free from flood hazard, severe soil limitations, or other hazards.

Finding B-60. This Implementation Measure applies. Section 2.3.1.1 (Soils) of the supporting documentation characterizes soil types in the planning area. Percentage coverage for each type is not estimated. However, only a relatively small amount of the planning area (Canderly sandy loam and Latourell loam) is described as well suited to housing development. The remaining types are generally characterized as limiting to housing development and drainage is needed (installation of drain tiles around footings is given as an example.) Conversely, these same soils may cause septic tank drain fields (currently allowed in the area) to not function properly during rainy periods. None of these soils appears to rise to the level of "severe soil limitations". Slopes range from 0 to 15%.

As previously discussed, it appears from that some proposed housing (estate and medium detached) may lie within the 100-year floodplain (100-year flood elevation at 143 feet) for Coffee Lane Creek. The Plan indicates that proposed encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information on boundary delineations is provided. Adjustments in Plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ and flood plan regulations. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.t Define risks of development by using Federal Emergency Management Agency maps showing flood plains and floodways. Restrict buildings in the flood plains and prohibit buildings in the floodway.

Finding B-61. See the Finding for 4.1.5.r. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.z Protected natural resources within the Significant Resource Overlay Zone are intended to remain undeveloped with the possible exceptions of passive recreation and underground public facilities. These areas include the following: (1) Riparian corridors, wetlands and wildlife habitat that are determined to be significant through the Goal 5 process and are included in the Significant Resource Overlay Zone. (2) Water quality resource areas as defined by Metro's Title 3 of the Urban Growth Management Functional Plan.

Finding B-62. See the Finding for 4.1.5.r. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.aa An Area of Limited Conflicting Use is defined as an area located between the riparian corridor boundary, riparian impact area or the Metro Urban Growth Management Functional Plan Title 3 Water Quality Resource Area boundary, whichever is furthest away from the wetland or stream and the outside edge of the SROZ or an isolated significant wildlife habitat area as defined by Goal 5. These areas can serve Land Use and Development as a buffer between development and conservation. Limited development impacts may be permitted in accordance with special development standards found within the Planning and Land Development Ordinance.

Finding B-63. Costa Pacific Communities states that the *Villebois Village Concept Plan* does have limited development impacts proposed within the Areas of Limited Conflicting Use and that the impacts will be evaluated during the Development Review process. The application does not identify the proposed limited development impacts to the Area of Limited Conflicting Use or their location. This information is necessary to evaluate whether land use patterns will need to be adjusted prior to Development Review in order to retain buffers between development and conservation areas. See the Finding for 4.1.5.r. **This Implementing Measure has been met.**

Implementation Measure 4.1.5.bb Undeveloped portions of the Significant Resource Overlay Zone may be used towards satisfaction of open space requirements. A density transfer credit of not more than 50% of the designated Significant Resource Overlay Zone will also be allowed.

Finding B-64. Costa Pacific Communities states that the *Villebois Village Concept Plan* may take advantage of this provision during the

Development Review process. The open space requirement is determined by DATELUP at 25% of the total planning area. Figure 3 (Concept Composite Land Use Plan) indicates that the *Villebois Village Concept Plan* will dedicate approximately 33% to open space and park land. Thus, the open space requirement has been met. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.cc In vegetated areas, the positive visual impact of the trees, etc., is to be preserved. Any clearing of trees for development is subject to arboricultural standards and the requirements of the Planning and Land Development Ordinance.

Finding B-66. Section 2.3.1.12 (Tree Preservation and Protection) of the supporting documentation discusses the approach to preservation and protection of tree resources in the planning area. Site trees were evaluated and ranked as important, good, moderate, or poor. The ratings were based on considerations of health, habitat and ecosystem value, compatibility with development, and form/visual interest/mature size. The inventory is presented in associated Figure 2.3G. The focus is on both preserving as many trees as possible and establishing them as primary amenities. Special easements are proposed for important trees growing on development sites to be administered by the Home Owners Association. Further, methods for protection both during and after construction are to be established and are to be the responsibility of property owners. A method of assessing damage and resulting mitigation will be established to protect the trees for the long term. Costa Pacific Communities states the any removal of other trees will be done in compliance with City ordinances. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.ff Where possible, on-site drainage should be designed to preserve natural drainage channels and to allow for ground water infiltration. Man-made Land Use and Development structures should be designed to complement the natural system. It is not the intent of this Measure to encourage unsightly and unsafe open ditches. Rather, open drainage systems should be designed to accent natural creeks and drainage channels and provide an attractive natural area-like appearance.

Finding B-67. Section 2.3.2.1 (Rainwater Systems) of the supporting documentation indicates that *Villebois Village Concept Plan* has been designed to “reduce the impact development has on the natural environment.” The term Integrated Management Practices (IMP) is introduced and is defined as stormwater management techniques advanced by Low Impact Development goals which seek to mimic pre-development hydrology. Figure 7 (Stormwater Basin Analysis) depicts the three watershed basins that exist in the planning area. IMPs will be employed based on the conditions unique to each. Included is correction of the drainage pattern created with the construction of the Dammasch facilities.

That area originally drained to Arrowhead Creek but was diverted to a tributary of Mill Creek. Other IMPs, e.g., rainwater swales, bioretention facilities and landscape filters, which might be used are discussed in Section 2.3.2.1.4 (Proposed Integrated Management Practices). The rainwater system will integrate drainage facilities into the streetscape as well as into existing natural drainage ways. These facilities will have shallow slopes to increase opportunity for infiltration. Yards and parks also will be sloped minimally for better infiltration and will be planted and organized to complement the surrounding natural landscape. **This Implementation Measure has been met.**

Implementation Measure 4.1.5.gg Minimize the impact of urban development on adjacent rural and agricultural lands. A combination of open space and low-density land use designation may be employed.

Finding B-69. Although adjacent rural and agricultural lands are separated from the planning area by Tooze Road and Grahams Ferry Road, Figure 3 (Concept Composite Land use Plan) shows the *Villebois Village Concept Plan* will mitigate impacts by placing the least dense residential development towards its outer edges and placing its most intense and dense uses in the Village Center. The lesser dense development will be across from the rural lands to the northwest and west. Open space is proposed across from the agricultural land to the north. **This Implementation Measure has been met.**

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

Finding B-70. The *Villebois Village Concept Plan* has been described as a “complete community” that is economically, socially, and environmentally integrated. (See the discussion under Summary of Issues, B. Design Concepts.) Three residential neighborhoods are grouped around a Village Center. All main roads lead to the Village Center, while the rest of the gridded street system allows a variety of routes within and through the Village which connect with west Wilsonville. A variety of housing types and densities are proposed. Architectural design will be controlled through the adoption of a pattern book as covered in other sections of this document. Unified community design is proposed to be achieved through Master Planning. **This Implementation Measure has been met.**

Area Of Special Concern B

Due to the importance of the Dammasch area for the future growth and development of the community, any development within the Dammasch planning area will be required to conform to the Dammasch Area Transportation-Efficient Land Use Plan, as may be amended.

Finding B-71. As determined previously, the Villebois Village Concept Plan conforms to the DATELUP Adopted Conceptual Plan. It is proposed to be used to guide master planning and development in Area of Special Concern B. It represents a refinement and updating of DATELUP and is the culmination of an extensive public process begun eight years ago.

SECTION C
WILSONVILLE PLANNING AND LAND DEVELOPMENT ORDINANCE

The next part of this report addresses the Wilsonville Planning and Land Development Ordinance. Staff finds that the following sections apply: Wilsonville Code Sections 4.008-4.030, 4.032(.01)(B), 4.033(.01)(B), and 4.198 (A-D).

Sections 4.008-4.030: These Sections contain procedures to be followed for hearing a legislative application.

Finding C-1. All appropriate and required procedures have been followed and carried out for developing and hearing this legislative proposal by the Planning Commission. **The proposal to recommend the adoption of the Villebois Village Concept Plan complies with applicable Wilsonville Code Sections.**

Section 4.032(.01)(B): This Section states that the Planning Commission has authority to make recommendations to the City Council on legislative changes to, or adoption of new elements or sub-elements of the Comprehensive Plan.

Section 4.033(.01)(B): This Section states that the City Council has final decision-making authority on applications for amendments to, or adoption of new elements or sub-elements to the maps or text of the Comprehensive Plan, as authorized in Section 4.198.

Section 4.198 (A-D): Wilsonville Code Section 4.198 (A-D) requires Comprehensive Plan changes by adoption of elements or ancillary documents must include findings that support:

A. The proposal meets a public need that has been identified;

Finding C-2. ORS 426.508 requires that redevelopment of the Dammasch property be consistent with DATELUP. The Memorandum of Understanding between the State and the Wilsonville regarding redevelopment identifies a role of the City to master plan not only for the Dammasch property but also for the surrounding area subsequently identified in the Comprehensive Plan as Area of Special Concern B. DATELUP is a conceptual land use plan for Area of Special Concern B that was developed in 1996 to address "... the Wilsonville community's needs for housing a growing population." **As a refinement of DATELUP, the Villebois Village Concept Plan responds to the ever-growing challenges of increased growth discussed previously** (see "Summary of Issues" in the February 13, 2003 Staff Report).

B. The proposal meets the identified public need at least as well as any other amendment or change that could reasonably be made;

Finding C-3. The Villebois Village Concept Plan seeks to provide for a phased development generally described as a mixed-use (residential/commercial) urban village that integrates land use, transportation, and natural resource elements. This opportunity for a system of well integrated land uses, the infrastructure necessary to efficiently and effectively support those land uses, and the coordinated preservation and enhancement of natural resources prevent the area from inevitably being developed with numerous subdivisions that could be of varying quality and with amenities that are not often interrelated.

A development of the scope of Villebois becomes a catalyst for developing major traffic improvements and for attracting funding for which smaller developments could not qualify. The large scale development concept for the subject site responds to such state and regional planning policies as protecting and preserving open space, providing for a safe and efficient transportation system, and providing a range of housing types and densities. The concept and master planning approach also affords a more extensive opportunity for citizens to review and participate in the planning process than would otherwise be afforded to them.

C. The proposal supports applicable Statewide Planning Goals;

Finding C-4. **The City complies with applicable Statewide Planning Goals as shown in Section E of this Report.**

D. The proposal will not result in conflicts with Comprehensive Plan portions not being amended.

Finding C-5. This application is not a proposal to amend the Comprehensive Plan; rather, it proposes to adopt the Villebois Village Concept Plan as a refinement of DATELUP and as an ancillary document to the Comprehensive Plan. The Wilsonville Comprehensive Plan does not contain a specific section devoted to approval criteria for concept planning. However, after review for possible applicable criteria or criteria which might need to be addressed to prevent conflicts within the Comprehensive Plan, Staff identified several goals, policies, and implementing measures which might be considered during review of a conceptual-type plan. They reflect and implement State and Regional requirements for all planning efforts whether concept plans, comprehensive plan amendments, or development code amendments. **These criteria have been met in this application.**

SECTION D
METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Wilsonville's planning programs are required to support Metro's 2040 Regional Framework Plan and the Functional Plan that was formally adopted by the Metro Council. The Functional Plan directs the region's urban growth and development. The regional policies of the Functional Plan are formulated from, and are consistent with, the Regional Urban Growth Goals and Objectives, including the Metro 2040 Growth Concept. The overall principles of the Greenspaces Master Plan are also incorporated in the Functional Plan. Staff finds that Titles 1-3, 7, and 11 apply.

Title 1: Requirements for Housing and Employment Accommodation

This section of the Functional Plan facilitates more efficient use of land by setting population and job target capacities for each city and the urban portion of each county. Cities and counties are required to set minimum density standards for all zones allowing residential uses to ensure that local comprehensive plans and land-use codes achieve the target capacity. The Functional Plan also requires that local governments not prohibit the construction of an accessory dwelling unit within any detached single-family dwelling unit, subject to reasonable regulations.

Finding D-1. ORS 426.508 (Sale of F. H. Dammasch State Hospital; redevelopment of property; property reserved for community housing) requires that redevelopment of the Dammasch property be consistent with the Dammasch Area Transportation Efficient Land Use Plan (DATELUP). DATELUP requires approximately 2,300 housing units to be developed in the Dammasch area (approximately 520 acres including the 198-acre former hospital property) at an average density of 10.2 dwelling units (DU) per acre. The *Villebois Village Concept Plan* proposes approximately 2,383 DU at an average density of 12.1 DU per acre (See Figure 3 – Concept Composite Land Use Plan). Although the requirements of the Oregon Revised Statute guide development in the planning area, the target number of dwelling units and DU per acre meet the goals of the Functional Plan. The Costa Pacific Communities notes that Table 3.07-1 of the Functional Plan illustrates that Wilsonville has dwelling unit capacity of 4,425 and a job capacity of 15,030. The additional housing opportunities proposed by the *Villebois Village Concept Plan* will allow the opportunity of more employees who work in Wilsonville to live in the City as well. Finally, the discussion of neighborhoods contained in the *Villebois Village Concept Plan* includes ancillary dwellings in the proposed mix of housing types. **This Title has been met.**

Title 2: Regional Parking Policy

The Metro 2040 Growth Concept calls for more compact development as a means to encourage more efficient use of land, promote non-auto trips and protect air quality. In

addition, the federally mandated air quality plan adopted by the State relies on the 2040 Growth Concept fully achieving its transportation objectives. The State's Transportation Planning Rule calls for reductions in vehicle miles traveled per capita and restrictions on construction of new parking spaces as a means of responding to transportation and land use impacts of growth. This Title provides implementation options for establishing minimum and maximum parking standards.

Finding D-2. As stated previously, the *Villebois Village Concept Plan* proposes a density of 12.1 DU/acre, higher than targeted by Metro. The Plan calls for three distinct but interrelated neighborhoods surrounding a Village Center characterized by mixed-use development. Each neighborhood has a small commercial core and all residents are within walking distance of these cores as well as the Village Center. To support a more compact level of development and more efficient use of land, the *Villebois Village Concept Plan* states that one of the primary goals is to provide an alternative to the automobile by encouraging pedestrian bicycle and transit use. A bicycle and pedestrian network, discussed in the Circulation Framework section (p. 16, Pedestrians/Bicycles) is provided throughout the Village. The Plan proposes such uses as alleyways, direct multimodal routes, pedestrian separation from travel lanes, traffic calming measures, on-street bike lanes on major delivery streets as well as the loop road, et al. to create a safe and pleasant atmosphere for pedestrians and bicyclists (See Figures 1.3B-C of the supporting documentation). To further encourage reduction in vehicle miles traveled, the *Villebois Village Concept Plan* contemplates additional South Metro Area Rapid Transit (SMART) service to the area. Proposed new routes are discussed on p. 16 (SMART). Bike lanes, sidewalks and transit corridors are designed to provide linkage to an anticipated commuter rail line, also discussed on p. 16 (Commuter Rail). Finally, Costa Pacific Communities states that parking and loading requirements for Village commercial and office uses, which are yet to be designed, will be appropriate for and supportive of compact development. **This Title has been met.**

Title 3: Water Quality, Flood Management and Fish and Wildlife Conservation

Title 3 specifically implements the Statewide Land Use Goals 6 and 7 to protect streams, rivers, wetlands, and floodplains by avoiding, limiting or mitigating the impact on these areas from development. Performance standards are established for protection from flooding, protection and enhancement of water quality, and protection of regionally significant fish and wild habitat areas.

Finding D-3. The City's establishment of the Significant Resource Overlay Zone (SROZ) implements the goals and policies of the Comprehensive Plan related to natural resources, open space, environment, flood hazard, and the Willamette River Greenway. In addition, the zoning regulations achieve compliance with the requirements of the Functional Plan relating to Title 3 Water Quality Resource Areas

and that portion of Statewide Planning Goal 5 related to significant natural resources. The SROZ includes all land identified and protected under Metro's Title 3 Water Quality Resource Areas, significant wetlands, riparian corridors, and significant wildlife habitat that is inventoried and mapped on the Wilsonville SROZ Map. It is not the intent of the ordinance to prevent development where the impacts to significant resources can be minimized or mitigated. The regulations apply to the portion of any lot or development site which is within an SROZ and its associated "Impact Areas" (a buffer adjacent to the SROZ boundary). The Plan indicates that proposed encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information on boundary delineations is provided. Adjustments in Plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ and flood plan regulations. **The City is in compliance with Title 3 by the adoption of its SROZ requirements and regulations**

Title 6: Regional Accessibility

On August 10, 2000, the Metro Council adopted the 2000 Regional Transportation Plan (RTP) and repealed Title 6. Former Title 6 requirements for street design, local street connectivity, level of service and modal targets are now included in Chapter 6 of the RTP. The intent is for the region to identify key measures of transportation effectiveness which include all modes of transportation. Design standards include requirements for new residential and mixed-use developments to provide local street plans that encourage pedestrian and bicycle travel by providing short, direct routes to nearby existing or planned commercial services, schools, parks and other neighborhood facilities; limit the use of cul-de-sacs; and serve a mix of land uses on contiguous streets..

Finding D-4. The City is in the process of adopting a new Transportation Systems Plan that will be in full compliance with the Regional Transportation Plan. The Villebois Village Concept Plan is, with a few minor changes, in full compliance with the City's Transportation Systems Plan and the modifications that are needed do not affect compliance with the RTP. Compliance with the RTP will be addressed in substantial detail in the proposed Comprehensive Plan Amendment for Villebois; however, the *Villebois Village Concept Plan* has been developed with strong considerations of the impacts of the RTP.

The movement of people both within the Villebois area, as well as to other parts of Wilsonville and the region was a key factor in the street system design. Connectivity was another of the design tenets employed in planning Villebois. The main roads within the plan area all lead to the Village Center. The plan provides a gridded street system serving pedestrians and bicyclists, as well as motorists, with a variety of routes within and through the plan area. A goal of the plan is to utilize planning techniques that will de-emphasize the automobile and encourage

pedestrian movement. The design will create alternative circulation routes to and from west Wilsonville and to also take advantage of multi-modal transportation solutions.

Villebois has been designed to create distinct neighborhoods with a quarter-mile radius containing convenience retail, transit commons, and recreation space near its center. Providing this mix of activities and services with a 5-minute walk of each neighborhood will reduce vehicle miles traveled.

The plan for Villebois has taken the City's Transportation System Plan into account in designing the main roadways into the project area. This would include the extension of Boeckman Road to connect with Tooze Road providing access into Villebois from the north and extension of Barber Road into the plan area, providing access from the south and east.

Finally, Villebois has been designed to allow for the maximization of transit uses such as the City's SMART transit system and the proposed commuter rail between Wilsonville and Beaverton. **In summary, the Villebois Village Concept Plan is in conformance with the RTP.**

Title 7: Affordable Housing

The intent of Title 7 is to ensure that all cities and counties in the region are providing opportunities for affordable housing for households of all income levels through a diverse range of housing types, the provision of sufficient and affordable housing opportunities, and the provision of an appropriate balance of jobs and housing of all types within subregions.

Finding D-5. Figure 3 (Concept Composite Land Use Plan) of the *Villebois Village Concept Plan* describes 12 housing types of various sizes and densities. They range from apartments and condominiums to large and "estate" single-family dwellings. Ancillary dwellings are also anticipated. The *Villebois Village Concept Plan* indicates that the range of housing choices is intended for people at all economic levels and stages of life. The proposed mix of housing was chosen to address market rate for-sale and rental homes, affordable and senior housing as well as community housing per ORS 426.508.

Additionally, as noted in the Title 1 discussion, Costa Pacific Communities notes that Table 3.07-1 of the Functional Plan illustrates that Wilsonville has dwelling unit capacity of 4,425 and a job capacity of 15,030. The additional housing opportunities proposed by the *Villebois Village Concept Plan* will allow more of the employees who work in Wilsonville to live in the City as well and improve this imbalance. **This Title has been met.**

Title 11: Urban Growth Boundary Amendment Urban Reserve Plan Requirements

Title 11 requires that all territory added to the Urban Growth Boundary shall be included within a city or county's comprehensive plan prior to urbanization. The comprehensive plan amendment must be consistent with the Functional Plan. The intent of this title is that comprehensive plan amendments shall promote the integration of the new land added to the Urban Growth Boundary into existing communities.

Finding D-6. There are eleven provisions of this Title that need to be addressed in a comprehensive plan amendment. The comprehensive plan and map amendments will be proposed in Application No. 02PC07; the *Villebois Village Concept Plan* is a refinement and update of a sub-element of the Comprehensive Plan. As a conceptual plan, it responds to many of the Title's provisions:

A. Provisions for annexation. Only the former Dammasch Hospital property and the portion of the Living Enrichment Center within Area B are inside the City limits of Wilsonville. For those portions not yet in the City, an annexation process is currently underway. Villebois LLC was selected by the State and the City of Wilsonville to serve as the master developer for the DATEUP area (Area B) and is coordinating through Costa Pacific Communities with various service providers, including the City, for required urban services. Application No. 02PC07 will demonstrate that public services can be provided.

J. Urban growth diagram. The *Villebois Villager Concept Plan* presents several diagrams depicting the conceptual land uses planned for Area of Special Concern B that is west of Wilsonville but inside the City's Urban Growth Boundary. Figure 3 (Concept Composite Land Use Plan) provides information on general locations for proposed housing types, public open space, plazas, neighborhood centers, parks, and a school site. Slope contours are shown in Figure 6; (Concept Parks and Open Space Plan), Figure 7 (Stormwater Basin Analysis) Figure 10 (Concept Water Plan), and Figure 11 (Concept Sanitary Sewer). General locations of arterial, collector and essential local streets and connections are shown in Figure 5 (Concept Street Plan) and Figure 12 (Concept Proposed Arterial/Collectors Street System). The *Villebois Village Concept Plan* creates an urban community integrating land use, transportation, and natural resource elements.

K. Plan coordination. The *Villebois Village Concept Plan* is being coordinated with Metro, Clackamas County, the West Linn – Wilsonville School District, various service providers as well as the original stakeholders in the DATELUP process. **Applicable portions of Title 11 are met.**

The VILLEBOIS VILLAGE CONCEPT PLAN has demonstrated compliance with those portions of the Metro Functional Plan that are appropriate for a Conceptual Land Use Plan.

SECTION E
STATEWIDE PLANNING GOALS AND OREGON REVISED STATUTE

Staff finds the following apply.

Statewide Goal 1:

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process

Finding E-1. The City is currently in compliance with Goal 1 by providing a comprehensive public involvement process for development and application of land use regulations through the Implementing Measures for Goals 1.1 and 1.2 of the Comprehensive Plan (Citizen Involvement). The *Villebois Village Concept Plan* does not alter this process or amend the regulations and therefore, the City remains in Compliance with Goal 1.

The initial effort which resulted in the in the development of DATELUP in 1996 affected a number of stakeholders. Representatives of affected state, regional, and local government agencies formed the Dammasch Task Force which met regularly to coordinate planning efforts. In May and June of 1996 interviews were conducted with the Task Force, the Park at Merry field Neighborhood Association, Southern Metro Area Rapid Transit, Rivergreen Neighborhood Association, Friends of Goal 5, Wilsonville Chamber of Commerce, and Wilsonville Thriftway to solicit what they would like to see happen to the property and if they had suggestions. Affected property owners were contacted separately regarding preferences they might have for future development of their parcels. In addition, three public workshops were held, one in June and two in October 1996. Public hearings with the Planning Commission and City Council occurred toward the end of he year and on November 13, 1996 DATELUP was adopted by resolution.

Current efforts to develop the *Villebois Village Concept Plan* as a refinement and update of DATELUP have continued the extensive public process with several open houses (see Attachment C - the Villebois Public Outreach Summary in the Staff Report dated February 13, 2003), and a presentation to the Committee for Citizen Involvement on November 13, 2002, prior to the start of the present public hearing process. **This application is consistent with Statewide Goal 1.**

Statewide Goal 2:

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions

Finding E-2. The City is currently in compliance with Goal 2 because it has a land use planning process and policy framework contained within the acknowledged Wilsonville Comprehensive Plan and implementing ordinances. These serve as a basis for all land use decisions and actions.

This application is consistent with Statewide Goal 2.

Statewide Goal 5:

To protect natural resources and conserve scenic and historic areas and open spaces

Finding E-3. The City is in compliance with Goal 5 through its inventories of required resources and implementation of the Significant Resource Overlay Zone (SROZ). The *Villebois Village Concept Plan* is intended to be consistent with Comprehensive Plan Policies regarding natural resources, scenic and historic areas, and open spaces.

Approximately 33% of the planning area is dedicated to parks or open space. Development is restricted in the SROZs, the flood plain of Coffee Creek, designated wetlands, and in riparian corridors. Adaptive reuses of the former Dammasch Hospital facilities are being evaluated as required by ORS 426.508, although they are not a designated historic resource..

This application is consistent with Statewide Goal 5.

Statewide Goal 6:

To maintain and improve the quality of the air, water and land resources of the state

Finding E-4. The City's Comprehensive Plan is in compliance with Goal 6. Development and permitting within the Villebois Village will occur in compliance with the air, water and land resources policies of the Comprehensive Plan and with State or federal environmental quality statutes. Development is limited to areas which have less impact on natural resources. There are no residential or commercial structures proposed within the 100-year floodplain of Coffee Lake Creek. Storm drainage is proposed to be accommodated through environmentally sensitive techniques. The plan provides for a mixed-use, compact, interconnected "Village" that will provide transportation benefits by reducing the need for lengthy vehicle trips and increasing the opportunity for alternative transit, bicycle, and pedestrian transportation. **This application is consistent with Statewide Goal 6.**

Statewide Goal 7:

To protect life and property from natural disasters and hazards

Finding E-5. The City's Comprehensive Plan is in compliance with Goal 7. The *Villebois Village Concept Plan* is intended to be consistent with the Comprehensive Plan policies. The plan shows no residential or commercial development within the 100-year flood plain of Coffee Lake Creek or riparian buffer zones. The application indicates that any development that does occur within floodplains (parks, paths, roads) will reflect the need to not increase flood hazards. Storm drainage will be constructed to avoid soil stability problems. **This application is consistent with Statewide Goal 7.**

Statewide Goal 8:

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts

Finding E-6. The City's Comprehensive Plan is in compliance with Goal 8. The *Villebois Village Concept Plan* is intended to be consistent with the Comprehensive Plan recreational policies. The plan has 170.5 acres dedicated to parks, open space, natural areas, wetlands, greenways, and upland forest which are connected by proposed pedestrian, bicycle, and equestrian trails. These trails link the existing Tonquin regional trail from the north with the Wilsonville Tract natural area to the south and proposed City trails to the southeast. The Central Plaza at the center of the village will bring together shops, cafes, jobs, residences, recreation facilities, and other public uses. The plan shows three local neighborhoods where residences or jobs are within several short blocks from a neighborhood park. By concentrating uses within a compact pedestrian oriented area, natural resource areas can be more easily protected and set aside for the shared enjoyment of residents and employees, providing valuable open space and recreation opportunities. **This application is consistent with Statewide Goal 8.**

Statewide Goal 9:

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's Citizens

Finding E-7. The City's Comprehensive Plan is in compliance with Goal 9. The *Villebois Village Concept Plan* is intended to be consistent with the Comprehensive Plan economic development policies. The *Villebois Village Concept Plan* helps diversify the economy of the State by introducing additional office and commercial land uses and providing a

range of residential development. The plan addresses economic and demographic trends in the area. It supports affordability, improves recreational opportunities, provides jobs locally, and reduces reliance on the automobile. **This application is consistent with Statewide Goal 9.**

Statewide Goal 10:

To provide for the housing needs of citizens of the state

Finding E-8. This goal basically requires local jurisdictions to prepare inventories of buildable residential lands and provide for a variety of densities and types of residences. The plan area is identified in the City's Comprehensive Plan as Area of Special Concern B which specifies the need for the area to develop consistent with DATELUP as amended. DATELUP directs that approximately 2300 housing units be provided. This proposal results in approximately 2383 housing units including 515 apartments (21.6%), 523 condos (21.9%), 316 townhomes (13.3%), 364 small detached houses (15.3%), 347 medium detached houses (14.6%), 190 standard detached houses (8%), 65 large houses (2.7%), and 63 estate houses (2.6%). In addition to a wide range of housing types, densities range from 50.9 units/acre (specialty condos) to 3.2 units/acre (estate houses). The proposed mix of housing addresses market rate for-sale and rental houses, affordable and senior housing as well as mental health housing per ORS 426.508. **This application is consistent with Statewide Goal 10.**

Statewide Goal 11:

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development

Finding E-9. See Findings B-7 and E-12. **This application is consistent with Statewide Goal 11.**

Statewide Planning Goal 12:

To provide and encourage a safe, convenient and economic transportation system

Finding E-10. The City's Transportation Master Plan (TMP), adopted in 1991, has served as the major guide for the City's 20-year transportation system thinking. Additionally, the Transportation Element of the Wilsonville Comprehensive Plan included policy statements as placeholders until such time as the City was to adopt its Transportation Systems Plan (TSP). Now, the City is going through the last stages of adoption of its TSP, an action that will be following by appropriate amendments to the Transportation Element of the Comprehensive Plan. It

should be pointed out that the TMP, while dated, covers all the topics of the TSP, but in lesser detail. Therefore, even without the advantage of an adopted TSP as required by Oregon Administrative Rule, the City had managed growth using its adopted TMP. The TSP demonstrates its compliance with the State Transportation Planning Rule in Exhibit B of the TSP.

The City's TSP is in compliance with Goal 12. Although the associated Comprehensive Plan Transportation Element has not yet been developed, existing applicable policies are consistent with the TSP. The *Villebois Village Concept Plan* is intended to be consistent with these policies. The Village Plan provides a plan (Figure 1.3A) for a transportation system that is integrated with the transportation system existing and proposed for the City and surrounding areas of Clackamas County. The plan emphasizes a multi-model, pedestrian-friendly system. A pattern of radial and gridiron streets predominate to provide the shortest and most direct route through neighborhoods to the Village Center. Streets are narrow and tree-lined to slow traffic, encourage walking and bicycling, and create a pleasant environment. The retail commercial component of the plan is designed to encourage pedestrian and bicycle access from within the neighborhood, while at the same time accommodating conventional auto access and visibility from arterial streets and major roads. As a result, the number of motor vehicle trips is expected to be reduced and replaced by bicycle and pedestrian trips. The length of other trips will be shortened by the reduced distance to employment, shopping and existing or planned transit facilities. Improvements planned for the study area include:

A minor arterial from the vicinity of 95th and Boeckman Road to the intersection of Grahams Ferry Road and Tooze Road with sidewalk, curb, gutter and one lane of travel in each direction with a center left-turn lane. An east/west collector called Barber Road extending from Barber Road and Kinsman Road west through the property to Grahams Ferry. This road will also have curb, gutter, sidewalk, a bicycle lane and one motorized vehicle travel lane in each direction with a left-turn lane.

Villebois Drive will extend from Boeckman Road to the south/east through the Village Center. It will be a road with curb, gutter, sidewalk, bicycle lane and a travel lane in each direction along with a left-turn lane.

Brown Road will be substantially changed so that traffic will use Brown Road, Barber Road, Loop Drive and Villebois Drive to move from Wilsonville Road north through the project to Boeckman Road.

Grahams Ferry Road will be widened to a minor arterial similar to the description for Boeckman/Tooze.

Local streets will be narrower and more people friendly than the typical subdivision street.

The exact description of each street will be covered in much greater detail in the Master Plan that will be a component of the proposed Comprehensive Plan amendment. **This application is consistent with Statewide Goal 12.**

Statewide Goal 13:

To conserve energy

Finding E-11. The City's Comprehensive Plan is in compliance with Goal 11. The *Villebois Village Concept Plan* is intended to be consistent with the Comprehensive Plan energy conservation policies. The plan provides for a compact mixed-use development that will conserve energy by reducing the amount and length of vehicle trips by making bicycle, pedestrian, and transit transportation viable alternatives for many trips. The plan also provides for a substantial number of energy-efficient, smaller sized and attached residential units (1718). **This application is consistent with Statewide Goal 13.**

Statewide Goal 14:

To provide for an orderly and efficient transition from rural to urban land use

Finding E-12. The City's Comprehensive Plan is in compliance with Goal 12. The *Villebois Village Concept Plan* is consistent with the Comprehensive Plan urbanization policies. While all of the plan area is within the City's Urban Growth Boundary, approximately 266 acres remain outside the City's boundary and retain the County rural zoning designation "Exclusive Farm Use". The *Villebois Village Concept Plan* proposes a plan for urbanization of the rural land through the coordinated development of residential and mixed-use structures with public facilities (including the transportation system), while protecting natural resources. **This application is consistent with Statewide Goal 14.**

ORS 426.508:

Finding E-13. The *Villebois Village Concept Plan* is a refinement of the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP). By State statute (ORS 426.508 (3)), DATELUP was to be developed by

State and local government stakeholders to direct the way the Dammasch property is redeveloped.

“Redevelopment of the real property formerly occupied by the F. H. Dammasch State Hospital shall be consistent with Dammasch Area Transportation Efficient Land Use Plan developed by Clackamas County, the City of Wilsonville, the Oregon Department of Administrative Services, the Department of Land Conservation and Development, the Department of Transportation, the State Housing Council, the Mental Health and Developmental Disability Services Division, and the Division of State Lands.”

DATELUP was developed to interrelate the 109-acre Dammasch property with the surrounding area and the plan covers approximately 520 acres. Following its adoption in 1996, the City enacted a Comprehensive Plan provision making DATELUP, as it may be amended, the conceptual plan for Area of Special Concern B. As previously addressed in this report, **Staff has found that the Villebois Village Concept Plan is consistent with the DATELUP Adopted Conceptual Plan. Therefore, it is also consistent with ORS 426.508.**

CONCLUSIONARY FINDING: All efforts have been made to develop a conceptual land use plan consistent with those parts of the Wilsonville Comprehensive Plan and Zoning Code which might apply. The plan has been coordinated with all affected bodies and agencies. It has been duly considered and responded to through extensive public involvement and testimony. The *Villebois Village Concept Plan* furthers the City’s responsibility to plan comprehensively for Area of Special Concern B in a manner that is responsive to a variety of factors identified in the DATELUP Adopted Conceptual Plan. All state, regional, and local concerns have been accommodated to the best level possible and the plan, as revised, meets all applicable criteria which Staff feel might apply in the absence of specific review criteria for conceptual plans.

City of

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in OREGON



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**CITY OF WILSONVILLE
Wilsonville City Council
STAFF REPORT**

Ordinance No. 553
Exhibit C

HEARING DATE: May 19, 2003

DATE OF REPORT: May 6, 2003

APPLICATION NO.: 02PC06

REQUEST: Adoption of the *Villebois Village Concept Plan* (File No. 02PC06A), a conceptual land use plan to guide creation of a phased development generally described as a mixed-use urban village (residential/commercial) that integrates land use, transportation, and natural resource elements, providing approximately 2300 housing units. The *Villebois Village Concept Plan* is proposed as a refinement to Wilsonville's Dammasch Area Transportation-Efficient Land Use Plan (DATELUP).

LOCATION: Approximately 520 acres bounded on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen, and west to the current City limits.

LAND USE DESIGNATIONS: Wilsonville Comprehensive Plan Map Designations: Area of Special Concern "B", "Public Lands," "Industrial"; Clackamas County Comprehensive Plan Map Designation: "Agricultural," "Rural"

ZONING DESIGNATIONS: Wilsonville Zone Map Classifications: "Public Facilities," "Residential-Agricultural Holding"; Clackamas County Zone Map Classification: "Exclusive Farm Use"

APPLICANT: City of Wilsonville and Costa Pacific

STAFF REVIEWERS: Barbara Coles, Maggie Collins, Mike Kohlhoff,
Paul Lee



DESCRIPTION OF ACTION: As recommended by the Planning Commission, adopt Ordinance No. 553, which adopts the *Villebois Village Concept Plan*, as amended by the Planning Commission, as a refinement to the Dammasch Area Transportation-Efficient Land Use Plan, and as an ancillary document to the Wilsonville Comprehensive Plan

BACKGROUND:

A. History

The *Villebois Village Concept Plan* culminates a process begun in 1995 to address a continuing interest by the City in the use and development of the former Dammasch Hospital site and surrounding properties. For more detail, see the Planning Commission Staff Reports supplied as background materials.

B. The City's Role in the Planning Process

Costa Pacific Communities has prepared the *Villebois Village Concept Plan* on behalf of Villebois LLC, as an update and refinement of DATELUP.

Villebois LLC and the City are developing agreements to assure the phased financing and development of the property. A Memorandum of Understanding between the City and Villebois LLC regarding Villebois development identifies key project objectives: Diversity, Connectivity, Sustainability, Market Sensitivity, and Transit Orientation. The goal of the project is "To develop a mixed-use urban development that supports the regional and City land use plans. It is understood that the following should be included:

- A plan for a minimum residential development of 2,300 units,
- Assurance that housing would be provided for special needs and a variety of income levels,
- Transportation alternatives to the automobile using transit, bikeways and effective land use planning to reduce total vehicle trips,
- Build a pedestrian-friendly community,
- A village center that incorporates transit oriented development,
- A financially feasible project model,
- The private funding for infrastructure must allow for an appropriate return for the developer and landowners,
- Incorporation of the community health housing goals into the development,
- A community consistent with the Governor's Quality Development Objectives and the Governor's Livability Initiative,
- Protection of natural resources and provision of green spaces and other public spaces including a public school, and
- Method of directing and controlling architectural standards for the development."

C. The Application Process

Several steps are outlined as follows:

Villebois Village Concept Plan (Application No. 02PC06):

Costa Pacific, serving as the "master planner," developed two documents for DATELUP refinement. The first was a large background document titled "Villebois Village Plan," dated November 27, 2002. The second was a summary of the background data titled "Villebois Village Concept Plan," dated February 14, 2003, or the *Concept Plan* (Planning File #02PC06A) that is now before the Council. It includes illustrative maps, figures and text that depict the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for the Villebois plan area. It serves as the guide for creation of a master plan and is the object of proposed Ordinance No. 553.

Villebois Village Master Plan and Associated Comprehensive Plan Text and Plan Map Amendments (Application Nos. 02PC07A, 02PC07B and 02PC07C):

Three separate applications include illustrative maps, figures and text that depict proposed land uses, natural resources, transportation and public facilities infrastructure. For the proposed master plan, additional information includes street sections, a phasing plan and a composite utilities plan. A Plan Map amendment adds the "Residential-Village" designation to much of the planning area.

Villebois Village Zone Text (Application No. 02PC08):

Applies to land within the Residential-Village Comprehensive Plan Map designation. The Village Zone is the implementing tool for the Plan designation and is proposed to be administered in accordance with the goals and concepts of the adopted *Villebois Village Concept Plan* and *Villebois Village Master Plan*.

Villebois Village Specific Area Plans:

Advanced engineering and planning documents that coordinate the development of grading, drainage, streets, utilities, and related infrastructure throughout the Village Master Plan area. Each Specific Area Plan will conform to the goals, concepts and standards of the *Villebois Village Master Plan*.

Final Development Plan(s):

Detailed development plan for a single phase or multiple phases of development within an adopted Specific Area Plan. These will conform to the goals, concepts and standards of the Specific Area Plans and the *Villebois Village Master Plan*.

Villebois is proposed to be developed over a period of eight to 12 years. Phasing will be determined by several factors, including response to market analysis and market conditions, availability and capacity of existing utilities and infrastructure, and timing of road improvement approval and funding. Current projections anticipate that grading will begin for Phase One in late summer of 2003.

SUMMARY OF IMPORTANT POINTS:

A. Additions to the Draft Concept Plan

The following are errata and additions for this draft under review. They were first read into the Planning Commission record on February 20, 2003.

Villebois Village Concept Plan (02PC06A)

(**Bold** indicates new language)

1. Page 8: Last line to read: "its devotion to preserving natural **areas** and open space..."
 2. Page 10. Third line to read: "...density of over ~~4~~ **12** units..."
 3. Page 11. Fourth line from bottom to read: "...Figure 4 – **Concept** Villebois Village ~~Concept~~ **Center Land Use Plan**"
 4. Page 13. Add **South Neighborhood Park** to the bullet list
Page 13. Second set of bullets: Amend "Basin A drains to Coffee **Lake** Creek"
 5. Page 15. Correct spelling of "Tonquin"
 6. Page 17. First paragraph under "Parks and Open Space," correction: "Significant ~~Natural-Resource~~ **Natural Resource Overlay Zones**"
 7. Page 19. Add "South Neighborhood Park" at top of page
 8. Page 20. Second paragraph: Change: ~~Mill~~ **Arrowhead** Creek
 9. Page 22. Add **Storm Water Master Plan** and description
 10. Page 25. Add definition of "Stormwater Management"
 11. Figure 6. Identify by different color for southerly properties that are in "open space" or are part of the Wilsonville Tract
 12. Figure 7. Change Legend: "City ~~Storm Drain~~ **Stormwater** Master Plan Project
 13. Figure 8. Match the color of the Legend green to actual Map color green
14. In addition, the Planning Commission voted to recommend that the following text regarding the Living Enrichment Center be added to the *Concept Plan* on page 21:

"Living Enrichment Center is a non-denominational church and retreat/conference center on 43.75 acres adjacent to Grahams Ferry Road. Formerly the site of the State of Oregon's Callahan Center for physical rehabilitation of injured workers, the campus contains a large, three-story multi-use building—approximately 89,000 square feet in size—and several smaller out-buildings. There are also 20 cabins available on the property for overnight lodging, which sleeps up to 150 people. The main building includes a 900-seat sanctuary, which is also used for concerts and large meetings and several smaller meeting rooms. It also contains a fully equipped commercial kitchen, a regulation-size indoor swimming pool, a youth center, child-care facilities, a large bookstore, a meditation chapel, an audio mastering and video production studio, and office and administrative space. The Namaste Retreat and conference Center hosts more than 50 events per year, and can accommodate up to 1,500 participants. The campus includes a playground, a gazebo and outdoor concert area, walking trails through the woods, a water

feature, a rose garden, and quiet meditation areas. Some of the grounds are landscaped, while other areas have been left in a more natural state. There is parking on the property for approximately 700 vehicles.”

PUBLIC HEARING PROCESS

The Planning Commission held its first public hearing on February 12, 2003. The public testimony and questions from the Planning Commissioners were responded to, both at that meeting and in the Staff Report presented at the March 12, 2003 public hearing.

The Planning Commission held its second public hearing on March 12, 2003. After taking additional testimony, the Commission took action identified in Resolution 02PC06.

STAFF RECOMMENDATION:

That upon taking testimony at a duly publicized meeting, the City Council adopt Ordinance No. 553, to include the changes and edits per the Planning Commission’s motion to the Villebois Village Concept Plan dated March 12, 2003; and found in this Staff Report; and further including the Findings in Exhibit A of Ordinance No. 553.

ATTACHMENTS:

- Attachment 1: Villebois Area Property Owners
- Attachment 2: Affected State Or Federal Agencies, Local Governments Or Special Districts

ATTACHMENT 1

Property Owners

<u>Owner</u>	<u>Tax Map/Tax Lot</u>
Bischof, Edward	T3SR-31W15-01101
	T3SR-31W15-01100
Bischof, Donald	T3SR-31W15-00100
Lund, Sharon	T3SR-31W15-00190
Chang, Victor	T3SR-31W15-00800
Chang, Ju-Tsun	T3SR-31W15-00900
Tseng, Freddie	T3SR-31W15-01000
	T3SR-31W15-00700
Dearmond, Thomas	T3SR-31W15-00300
Fasano, Louis	T3SR-31W15-00390
Fasano, Margaret	T3ST3SR-31W15-00380
Kirkendall, Matthew and Valerie	T3SR-31W15-00501
Klienstuber, James and Lisa	T3SR-31W15-01600
	T3SR-31W15-01591
Living Enrichment Center	T3SR-31W15-02800
Nims, Jay and Theresa	T3SR-31W15-01203
ODAS	T3SR-31W15-02900
Piculell, Arthur and Dee	T3SR-31W15-00502
	T3SR-31W15-00490
	T3SR-31W15-00500
	T3SR-31W15-00400
Rumpf, Steven and Geraldine	T3SR-31W15-01205
	T3SR-31W15-01200
Sims, T. Dwight	T3SR-31W10-01480
Sims, Theodore	T3SR-31W10-01490
Taber, Charles and Carolyn	T3SR-31W15-01202
Metro	T3SR-31W14B-00802
	T3SR-31W15-00280
	T3SR-31W15-00200
	T3SR-31W15-00290
City of Wilsonville	T3SR-31W14B-00801
Young, Marlene	T3SR-31W14B-00800
Young, Sherilyn	
Young, David	

ATTACHMENT 2
AFFECTED STATE OR FEDERAL AGENCIES,
LOCAL GOVERNMENTS OR SPECIAL DISTRICTS:

Oregon Department of Environmental Quality
Oregon Department of Transportation
Oregon Department of Administrative Services
Oregon Department of Land Conservation and Development
Oregon Division of State Lands
Oregon Water Resources Department
Oregon Mental Health and Developmental Disability Service Division
Oregon Housing and Community Services
State Housing Council
Coffee Creek Correctional Facility
Bonneville Power Administration
City of Wilsonville
City of Tualatin
City of Sherwood
Clackamas County
Washington County
Tri-Met
Metro
Tualatin Valley Water District
Sherwood School Dist
West Linn/Wilsonville School District 3JT
Tualatin Valley Fire and Rescue

**Villebois Village Concept Plan
Planning Commission Record
02PC06**

Prepared for the
May 19, 2003 City Council Meeting





02PC06

Villebois Village
Concept Plan

**02PC06 Villebois Village Concept Plan
Planning Commission Record Index**

Planning Commission Actions, March 12, 2003

- 02PC06 Planning Commission Notice of Decision
- Resolution 02PC06
- 02PC06 Motion
- March 12, 2003 Minutes (DRAFT)

Entered into the record at the March 12, 2003 Planning Commission Meeting.

- Exhibit 22:** A letter dated March 10, 2003, from Sonya Kazen of ODOT, regarding 02PC06, 02PC07A, 02PC07C: Villebois Village
- Exhibit 21:** A letter dated March 11, 2003, from Mary Weber of Metro.
- Exhibit 20:** A letter dated March 12, 2003, from Sheri Young, regarding the Villebois Concept Plan.
- Exhibit 19:** A letter dated March 10, 2003, addressed to Maggie Collins, from John Borge of Clackamas County, regarding Villebois – Planning Files. 02PC06, 02PC07A, 02PC07C

Addendum Staff Report dated March 5, 2003 for the March 12, 2003 Special Planning Commission meeting with attachments:

- E. "Errata Sheet" File No. 02PC06
 - F. "Rolling Log – Responses to Testimony from the February 12, 2003 Planning Commission Public Hearing on the Villebois Village Concept Plan (20PC06)"
 - G. "Criteria" File No 02PC06A
 - H. "Conclusionary Findings" File No. 02PC06A – *The Conclusionary Findings have been included in the City Council Staff Report.*
- Exhibit 18:** A letter dated March 6, 2003 from Scott Awbrey of the Living Enrichment Center.

February 20, 2003 Planning Commission meeting minutes.

Entered into the record at the February 20, 2003 Planning Commission Meeting.

- Exhibit 17:** A Flood Hazard Boundary map from the August 9, 2000 Planning Commission meeting packet for 00PC03 Natural Resource Plan. (Sheri Young)
- Exhibit 16:** The 2001 City of Wilsonville and Wilsonville Chamber of Commerce Street and Area Map with a suggested construction truck route indicated on it. (Nancy Downs)
- Exhibit 15:** Written copy of Bob Weaver's oral testimony, dated February 20, 2003
- Exhibit 14:** A Resolution of the Wilsonville Chamber of Commerce Board of Directors dated February 19, 2003. (Doris Wehler)

Staff Report dated February 13, 2003 for the February 20, 2003 Special Planning Commission meeting with attachments:

- A. Lists of Property Owners and Affected Agencies**
- B. Milestones of the DATELUP Process**
- C. Villebois Public Outreach Summary**
- D. City Reference Documents**

The following exhibits are located in the Planning Division.

- Exhibit 13: Revised DLCD Notice of Proposed Amendment with attached:
 - Villebois Village Concept Plan – Background Document
 - Affected State or Federal Agencies, Local Governments or Special Districts list.
 - Memo dated February 3, 2003 from Maggie Collins
 - Public Hearing Notice for 06PC06
- Exhibit 12: Villebois Village Concept Plan revised February 14, 2003 (Also called "06A")
- Exhibit 11: Affidavits of Mailing and Posting for 02PC06 Public Hearing Notice
- Exhibit 10: Memorandum of Understanding with Villebois LLC, December 2, 2002
- Exhibit 9: City of Wilsonville Resolution No. 1795, adopted September 16, 2002
- Exhibit 8: City of Wilsonville Resolution No. 1788, authorizing a Memorandum of Understanding with Villebois LLC, adopted July 15, 2002
- Exhibit 7: Metro Ordinance 99-834 amending the Urban Growth Boundary (December 1999)
- Exhibit 6: Oregon Revised Statute 426.508 (1999)
- Exhibit 5: Dammasch Area Transportation-Efficient Land Use Plan (DATELUP), City of Wilsonville Resolution No. 1332, adopted November 13, 1996
- Exhibit 4: Memorandum of Understanding – cooperative Planning for the Dammasch Hospital Site, Wilsonville Oregon (January 11, 1996)
- Exhibit 3: Clackamas County/City of Wilsonville Urban Growth Management Agreement (April 25, 1991)
- Exhibit 2: Draft Villebois Village Plan revised December 12, 2003 (Also called "Background Document")
- Exhibit 1: DLCD Notice of Proposed Amendment with attached:
 - List of Affected State or Federal Agencies, Local Governments or Special Districts.
 - Draft Villebois Village Plan dated September 12, 2002

Planning Commission Actions, March 12, 2003

- **02PC06 Planning Commission Notice of Decision**
- **Resolution 02PC06**
- **02PC06 Motion**
- **March 12, 2003 Minutes (DRAFT)**

City of

WILSONVILLE
in OREGON



30000 SW Town Center Loop E
Wilsonville, Oregon 97070
(503) 682-1011
(503) 682-1015 Fax
(503) 682-0843 TDD

NOTICE OF DECISION

PLANNING COMMISSION

RECOMMENDATION TO CITY COUNCIL

FILE NO.: 02PC06

APPLICANT: City of Wilsonville

REQUEST: Adopt the *Villebois Village Concept Plan*, as a refinement of the Dammasch Area Transportation-Efficient Land Use Plan

After conducting public hearings on February 20, 2003 and March 12, 2003, the Planning Commission voted to recommend this action to the City Council by passing Resolution 02PC06.

A date has not yet been scheduled for the City Council to conduct a Public Hearing on this matter.

For further information, please contact the Wilsonville Planning Department, Community Development Building, 8445 S.W. Elligsen Road, or telephone (503) 682-4960.



PLANNING COMMISSION
RESOLUTION NO. 02PC06

**A WILSONVILLE PLANNING COMMISSION RESOLUTION RECOMMENDING
THAT THE CITY COUNCIL ADOPT THE PROPOSED ORDINANCE NO. 553,
ADOPTING THE VILLEBOIS VILLAGE CONCEPT PLAN AS A REFINEMENT OF
THE DAMMASCH AREA TRANSPORTATION EFFICIENT LAND USE PLAN.**

WHEREAS, the Wilsonville Planning Director submitted proposed Ordinance amendments to the Planning Commission, along with a Staff Report, in accordance with the public hearing and notice procedures that are set forth in Sections 4.008, 4.010, 4.011 and 4.012 of the Wilsonville Code (WC); and

WHEREAS, the Planning Commission, after providing the required notice, held Public Hearings on February 20, 2003 and March 12, 2003 to review the Draft Villebois Village Concept Plan and to gather additional testimony and evidence regarding the Ordinance; and


WHEREAS, the Commission has afforded all interested parties an opportunity to be heard on this subject and has entered all available evidence and testimony into the public record of their proceeding; and

WHEREAS, the Planning Commission has duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested parties; and

NOW, THEREFORE, BE IT RESOLVED that the Wilsonville Planning Commission does hereby adopt the Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council approve and adopt Ordinance No. 553, as reviewed and amended by the Planning Commission; and

BE IT RESOLVED that this Resolution shall be effective upon adoption.

ADOPTED by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 12th day of March 2003, and filed with the Planning Secretary on March 12, 2003.


Wilsonville Planning Commission

Attest:


Linda Straessle, Planning Secretary

SUMMARY of Votes:

Chair Iguchi:	<u>Aye</u>
Commissioner :Hinds	<u>Aye</u>
Commissioner :Faiman	<u>Aye</u>
Commissioner :Guyton	<u>Aye</u>
Commissioner Ludlow	<u>Nay</u>
Commissioner Pruitt:	<u>Aye</u>
Commissioner Wortman:	<u>Aye</u>

PLANNING COMMISSION
02PC06 Villebois Village Concept Plan
March 12, 2003
MOTION

Commissioner Wortman moved that the Planning Commission adopt and forward the 02PC06 Villebois Village Concept Plan with the accompanying Resolution 02PC06 to the City Council, and include the following:

- Attachment E, the Errata sheet,
- The LEC definition in Exhibit A of the letter dated March 6, 2003 from Scott Awbrey of the Living Enrichment Center. (Exhibit 18 in the March 12, 2003 Planning Commission meeting packet.)
- Add cautionary language to the *Villebois Village Concept Plan* acknowledging that private property owners are not currently obligated to participate in the development.
- Add footnotes on the appropriate figures noting that acreage is not specific, that this is a concept plan.
- Staff recommendations, page 2 of 5 through 5 of 5 in the Staff Report addendum dated March 5, 2003 for the March 12, 2003 meeting (in the meeting packet), with:
 - An errata change on page 3 of 5, "Implementation Goal 2.0 In accordance with the Memorandum of Understanding between the City of Wilsonville and ~~Hlinois~~ *Villebois*, LLC, the Villebois Village shall be master planned as a complete community that integrates land use, transportation, and natural resource elements.
 - An amendment to the language on page 3 of 5, "Implementation Policy 2.5, The Villebois Village Master Plan shall *include* ~~incorporate a Finance Plan that includes~~ a capital improvements list, *and* cost estimates, ~~phasing, funding programs, and responsibilities.~~
 - An amendment to the second sentence of Implementing Directive #11 on page 5 of 5, "Develop a *wetland naturalization and enhancement* plan for ~~restoring the Coffee Lake Creek wetland complex and the forested wetland area north of LEC,~~ as discussed in Section 2.3.1.11 of the *Villebois Village Concept Plan* supporting documentation."

Commissioner Pruitt seconded the motion, which passed 6 to 1 with Commissioner Ludlow opposing.



PLANNING COMMISSION

**Community Development Annex
8445 SW Elligsen Road
Wilsonville, Oregon**

March 12, 2003

Minutes

I. CALL TO ORDER - ROLL CALL

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

Planning Commission: Debra Iguchi, Mary Hinds, Craig Faiman, Susan Guyton, John Ludlow, Mark Pruitt and Randy Wortman were present. City Council Liaison John Helser was also present.

City Staff: Maggie Collins, Eldon Johansen, Paul Lee, Arlene Loble, Danielle Cowan, Dan Hoyt, Blaise Edmonds, Paul Cathcart, Chris Neamtzu, and Linda Straessle. Barbara Coles of Coles Environmental Consulting was also present.

V. PUBLIC HEARING (Continued from February 20, 2003)

Application No: 02PC06

Request: Review and adoption of the draft Villebois Village Concept Plan

Location: Approximately 520 acres bounded on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen, and east to the current City western boundary.

Application: City of Wilsonville and Costa Pacific Communities

The following were distributed prior to the meeting:

Draft Resolution 02PC06

Exhibit 22: A letter dated March 10, 2003, from Sonya Kazen of ODOT, regarding 02PC06, 02PC07A, 02PC07C: Villebois Village

Exhibit 21: A letter dated March 11, 2003, from Mary Weber of Metro.

Exhibit 20: A letter dated March 12, 2003, from Sheri Young, regarding the Villebois Concept Plan.



Exhibit 19: A letter dated March 10, 2003, addressed to Maggie Collins, from John Borge of Clackamas County, regarding Villebois – Planning Files. 02PC06, 02PC07A, 02PC07C

Chair Iguchi read the Legislative Hearing Procedure for the record.

Chair Iguchi called for the Staff Report.

Planning Director Maggie Collins explained that the 02PC06 application is a request to adopt a *Villebois Village Concept Plan* as the refinement to the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP) that the City adopted by Resolution in 1996. She explained:

- The *Villebois Village Concept Plan* is a generalized plan.
- There was a large presentation on the Villebois development at the February 20, 2003 Planning Commission Special Meeting. Numerous people also testified at the first public hearing on this matter.
- Ms. Collins entered into the record:
 - The Staff Report dated March 5, 2003 for the March 12, 2003 Public Hearing. The Staff Report includes
 - Attachment E: An "Errata Sheet" listing small changes to the *Villebois Village Concept Plan* and the Staff Report, dated February 13, 2003, for the February 20, 2003 public hearing.
 - Attachment F: A "Rolling Log" of testimony and questions raised at February 20, 2003 first public hearing on 02PC06 with staff responses to the testimony and questions.
 - Attachment G: "Criteria" for 02PC06A
 - Attachment H: "Conclusionary Findings: for 02PC06A"
- Staff Recommendation for 02PC06 is on page 2 of 5 of the Staff Report. Ms. Collins read the Staff Recommendation for the record and stated that staff is also recommending the changes and corrections as listed in Attachment E, "Errata Sheet."
 - The Staff Recommendation includes the Implementation Goals and Policies, which are advisory recommendations, and the Commission may or may not choose to forward them to the City Council in their recommendation to the Council.
- Ms. Collins corrected the Staff Report on page 3 of 5:
 - Implementation Goal 2.0, "In accordance with the Memorandum of Understanding between the City of Wilsonville and Illinois *Villebois* LLC, the Villebois Village shall be master planned as a complete community that integrates land use, transportation, and natural resource elements."
 - Implementation Policy 2.5, "The Villebois Village Master Plan shall ~~incorporate~~ *include* a ~~Finance Plan that includes capital improvements list and cost estimates, phasing, funding programs, and responsibilities.~~ Ms. Collins explained that for a project this big, even the *Villebois Village Master Plan* does not have to include all phases throughout a ten-year period. Staff believes that number of projects and what has to happen in order for the full concept of Villebois to be built out in a ten to twelve year period needs to be spelled out.
- Ms. Collins entered the exhibits that were distributed at the beginning of the meeting, (Exhibits 19, 20, 21 and 22) and Exhibit 18 which is in the meeting packet into the record.
- Numerous city staff and representatives from Villebois, LLC were present to answer any questions that might arise tonight.

Ms. Collins discussed the Villebois site. She suggested:

- As a land use planner's perspective, that this is a wonderful site.
- It is an extraordinary planning opportunity that deserves a lot of attention and good care as time goes on.
- Pride can be taken in the DATELUP proposal which was foresighted in terms of "smart" development. The *Villebois Village Concept Plan* agrees with how to build a community on a beautiful piece of property that will serve the community well through time.
- She did not think that her planning colleagues would find a "fatal flaw" in any of the concepts shown in the *Villebois Village Concept Plan*.

Ms. Collins stated that City staff is making the recommendation for approval of 02PC06 *Villebois Village Concept Plan*.

Community Development Director Eldon Johansen introduced Economic Development Director Dan Hoyt. Mr. Johansen discussed the issue of concurrency. He explained:

- In a typical process, the Development Review Board (DRB) makes concurrency decisions as part of Stage II approvals.
 - Findings need to be made that there is adequate water, sewer, street, and storm drainage capacity to serve the facility that is being reviewed by the DRB.
 - Concurrency is not done early in the planning process; not even at the master plan level because then capacity would be reserved to accommodate a project prior to final approval of an application. Mr. Johansen is hoping that the Planning Commission does not change the timing of when concurrency decisions are made.
- Concurrency issues will come up two different times on the Villebois project.
 - The Financial Plan. There is about \$140 million worth of infrastructure related to the Villebois project. Part of this cost is specific to the Villebois development and the City expects the Villebois area property owners to pay for this part of it. Parts of the infrastructure costs are related to "general public benefit." Mr. Johansen suggested that it is difficult to justify requiring Villebois LLC to pay for improvements that benefit the general public.
 - In many cases, the infrastructure improvements would not occur within a mile of Villebois.
 - The project has been broken into eight phases, each of which has single and multi-family projects. The City's traffic engineering consulting firm, DKS Associates, has to figure out what improvements have to be made to support each of the phases.
 - Except for the LOS "D" requirement, infrastructure improvements have to be funded and completed within two years of the Villebois development.
 - Typically Systems Development Charges (SDCs) would be collected to pay for the offsite infrastructure improvements.
 - Mr. Johansen noted that while Villebois development is continuing through 2011, other development would be occurring in Wilsonville.
 - The Wilsonville Freeway Access Study (FAS) indicated that the City could handle its growth through 2020 with \$20.3 million of improvements to the Wilsonville Road/I-5 interchange.
 - When the traffic study was done for all eight phases for Villebois, it indicated that, theoretically, about \$3.5 million of improvements to the Wilsonville Road/I-5 interchange would handle growth through 2011 or 2012. The problem is that the

- rate of development does not occur evenly at 7% each year, so Mr. Johansen is including \$20.3 million for the Wilsonville Road/I-5 interchange improvements.
- The traffic study shows that there are three different intersections that are going to need substantial improvements.
 - They are not on the most probable used intersection route from Villebois, and based upon the level of service criteria, the City cannot require Villebois, LLC to do the improvements to those intersections.
 - These intersections need to be improved but because funding for those improvements is unknown, the City has included them on the list of improvements related to Villebois development.
 - How the bicycle and pedestrian access is going to be connected from Villebois to the rest of the City has to be figured out. Improvements to Brown Road were added to address this issue.
 - There are a number of projects in his list that may or may not survive the "cuts" when analyzing the level of service and the Villebois development.
 - When the FAS stated that the Boeckman Road/I-5 interchange was not needed for the foreseeable future, the proposed Transportation Systems Plan (TSP) had to be amended. As a result, Kinsman Road had to be moved into a high priority category. There are a number of changes that have happened.
 - When the Finance Plan is adopted by City Council, the next step is a Development Agreement between the City and Villebois, LLC.
 - Concurrency is a part of both the Finance Plan and the Development Agreement.
 - It has been projected that the Water Treatment Plant will need to be expanded between 2010 and 2015 without the Villebois development. He estimated that the Villebois development might move that expansion timeframe up one or two years.
 - The projection for the Water Treatment Plan expansion without doing any water conservation is 2010; with water conservation, the projection is 2015.
 - This projection includes the Tualatin Valley Water District's 5 mgd.
 - The Villebois project will be paying \$8.3 million in Water SDCs, which should be sufficient to pay for the expansion at the time it is needed.
 - The Wastewater Treatment Plan expansion is projected for 2011.

The Commissioners questioned Mr. Johansen regarding concurrency with these issues being addressed:

- The \$140 million dollars for infrastructure costs includes onsite improvements, plus anything that is needed to meet concurrency requirements, plus the other requirements beyond what is needed for concurrency. The \$23 million for improvements that are included in the \$140 million estimated costs that Villebois cannot be required to so because of concurrency are:
 - \$17 million for the Wilsonville Road/I-5 interchange
 - Brown Road improvements
 - Three other intersections that are not on the most probable used intersection route for Villebois. Mr. Johansen would like to use Villebois SDCs to improve these three intersections.
- Mr. Johansen will track the overall impacts of Villebois in order to determine funding methods for the infrastructure improvements.
- The \$140 million does not include the \$23 million in SDCs, less the credits.

- About \$68 to \$69 million are for onsite infrastructure costs. Commissioner Ludlow suggested that the *Villebois Village Concept Plan* states that there are \$50 million onsite infrastructure costs. Mr. Johansen stated that he would review this.
- Mr. Johansen noted that the estimated costs were not just for street improvements.
- Villebois, LLC will have to solve the storm drainage problems onsite, and that offsite improvement costs would be minimal.
 - Villebois should not have higher flows after development than what there was before development. He will have Villebois, LLC check the figures.
- Mr. Johansen was asked to provide a breakdown of the infrastructure costs to the Planning Commission.
 - Commissioner Ludlow stated that he would like to know how many projects in the TSP would Villebois be required to pay for as part of their offsite improvements.
 - Commissioner Wortman suggested that the breakdown of the costs tie into the other master plans that the Commission has worked on and will be working on in the future.
- Mr. Johansen explained that the wastewater capacity does not include farmers' concerns about agricultural use. The City will spend \$10 million without a change in the capacity; a large part will be to accommodate existing residents.
- Attachment F to the March 5, 2003 Staff Report Addendum, page 16, item 3. Commissioner Ludlow asked that it be clarified when the adequacy of public facilities needed to be demonstrated. Mr. Johansen answered that the improvements needed to be funded and constructed within two years. He stated a need to verify if the improvements need to be completed within two years of the planning approvals, or within two years of completion of the project construction.
 - Commissioner Ludlow suggested that when concurrency is supposed to happen needs to be better defined. Mr. Johansen stated that it is well defined in the Comprehensive Plan and that he would verify when adequate public facilities needed to be available.

Ms. Collins referred to Exhibit 18, a letter dated March 6, 2003, from Howard Busse of the Living Enrichment Center (LEC) that is in the meeting packet, and stated that City staff and Villebois, LLC has met with LEC representatives to discuss their concerns. She explained that LEC is requesting, as noted in item 2 on page 4 of their letter, that the *Villebois Village Concept Plan* include the definition for the LEC as written on page 6 of their letter. City staff agrees and is recommending that the "Definition of the Current Living Enrichment Center" language as suggested on page 6 be used in the text of the *Villebois Village Concept Plan*. If the Planning Commission agrees with this recommendation, then the suggested text for the "Definition of the Current Living Enrichment Center" would be included in the Errata Sheet (Attachment E) and would be forwarded to the City Council.

Ms. Collins responded to the other recommendations being suggested by LEC on page 4 of their March 6, 2003 letter.

1. The boundaries of the LEC property as noted in the "Composite Land Use Map " in the *Villebois Village Concept Plan* can be made clearer.
2. Staff agrees with including the LEC definition into the *Villebois Village Concept Plan*.
3. This issue is to be referred to 02PC07B Villebois Master Plan.
4. This issue is to be referred to 02PC08 Development Code Amendments for the Implementation of the *Villebois Village Concept Plan*.
5. This issue is to be referred to 02PC07B Villebois Master Plan and 02PC08 Development Code Amendments for the Implementation of the *Villebois Village Concept Plan*.

PUBLIC TESTIMONY:

Keith Liden, Parsons Brinckerhoff, 400 SW 6th Avenue, Suite 802, Portland OR 97204. Mr. Liden stated that he is the land use planner for the West Linn-Wilsonville School District. He suggested that the *Villebois Village Concept Plan* is going to set the tone for the remaining Villebois applications. The School District's concerns about the school site as proposed in the Plan and recommended by City staff include:

- Attachment H, the table on page 4. This table indicates that DATELUP listed 7 acres for a school site and the *Villebois Village Concept Plan* lists 6.4 acres.
 - Mr. Liden stated that DATELUP's 7 acres for a school site is correct.
 - Villebois Village Concept Plan's 6.4 acres is not the true school site size because two acres of the 6.4 acres is supposed to be a park. Also there is about an acre of significant trees on the site. In reality it appears that the school site is about half of what is listed in DATELUP.
 - There were discussions about school site size requirements at the February 20, 2003 Planning Commission special meeting.
 - Primary school size requirements are:
 - The building typically is 60,000 to 70,000 square feet and covers an acre and a half to two acres.
 - Parking and access takes about an acre to an acre and a half according to City Code. Additional land would be needed for a driveway and school bus access.
 - The play field, which is important for the Physical Education curriculum and the children, would need to be six to ten acres. This item is the most flexible item. The play fields would be for soccer, softball, baseball, and a playground.
 - The School District has been asked to build a two-story building so as to use less land. The School District could do this; however, there are a number of components that take up a lot of the building footprint such as the gymnasium, the locker rooms, and court facilities that are not conducive to two stories.
 - Putting all the classrooms in a two-story arrangement might save a half-acre of land.
 - It is undesirable to have elementary age children two or three flights up when there is a fire drill.
- The zoning amendments that are to be reviewed by the Planning Commission in an upcoming application (02PC08) have a provision for protecting Mt. Hood views. Mr. Liden suggested that the proposed school site is on a view access with Mt. Hood. If the school is on an already constrained site, and if it is to be a two-story building as suggested, a request to maintain the Mt. Hood view, will make it very difficult to site the school.
- Mr. Liden suggested that the Staff Report does not address the school need.
 - He suggested that this issue is "quibbling" over a few acres on the large Villebois site and while this may be a small issue, it is a very big one for the West Linn-Wilsonville School District.
- The West Linn-Wilsonville School District is recommending that the *Villebois Village Concept Plan* include a provision for ten useable acres for a school; an adjoining park to the school site as stated in DATELUP would be acceptable to, and perhaps preferred by, the School District.

The Commissioners questioned Mr. Liden with these issues being addressed:

- Mr. Liden clarified that a 7-acre school site with an adjoining 3-acre park for a total of ten acres, as specified in DATELUP, would be acceptable to the School District. The School District is looking at the school site and the park as a package so that there can be some overlap of uses. The site proposed in the *Villebois Village Concept Plan* is small and issues such as the significant trees reduce the useable land making the site very small.
 - Commissioner Ludlow suggested that all the primary school play fields are fenced and questioned how there could be a sharing of the school site and public park. Mr. Liden suggested that the fencing is to keep the children from straying. He also noted that the Bolton Middle School in West Linn is not fenced from the adjoining public park. He stated that he has never heard the West Linn-Wilsonville School District state that they would need to fence the school site in Villebois.
 - Elementary school play fields are smaller than high school and middle school fields.
 - The School District has an adopted facilities plan that states that the preferred size range for schools are:
 - 6 to 10 acres for elementary schools. He noted that a ten-acre field is probably more than what is needed; four and half acres would be sufficient for the play fields if there is some cross-use of the park that is adjoining the school site. The School District is looking for ten acres for the "entire package."
 - A high school parcel size is 40 acres.

Lisa Martin, 11245 SW Champoeg Drive, Wilsonville. Ms. Martin explained that she is the Chair of the Wilsonville Parks and Recreation Advisory Board and she is here representing of the Board. She explained that Mike Ragsdale of Costa Pacific Communities presented an overview of the Villebois development. The Parks and Recreation Advisory Board discussed the open spaces, trees, living spaces, school site and path connections, including connections between Coffee Lake and the Wilsonville Tract. A Parks and Recreation Advisory Board motion was passed to accept the *Villebois Village Concept Plan*, recognizing that it is a good start and the Board likes the look of the concept.

Board members expressed getting involved in the review and the development of the special area plans to ensure issues such as useable neighborhood parks are being incorporated.

Mr. Ragsdale suggested that the Parks and Recreation Advisory Board send a letter to Villebois, LLC stating Board issues regarding Villebois, and listing details for Villebois, LLC to consider as the project moves forward. The Board will compose such a letter and will forward a copy of the letter to the Planning Commission.

Tim Knapp, 11615 SW Jamaica, Wilsonville. Mr. Knapp stated that tonight was the first time he had seen the March 5, 2003 Staff Report Addendum. His comments included:

The Rolling Log - Attachment F to the March 5, 2003 Staff Report:

- Page 5, Staff Response to Mr. Knapp's February 20, 2003 testimony, second to last sentence of #1, "Staff concurs that a Traffic Improvement Plan that indicates that improvements required with each of the planned phases should be developed. That plan is being developed at this time and will be used in developing the infrastructure needs for the financial plan"
 - He would like this to state when the Traffic Improvement Plan would be available to the public and at what level it is to be reviewed prior to a specific DRB application.

- Page 6, Staff Response to item #4.
 - He is not comfortable with the Staff Response. He suggested that the zoning category has to be created and defined before it can be applied. Once this is done, then it is available to other applicants within the City of Wilsonville also.
 - There is no basis or precedent for setting a zone category that would apply to just one application. If it is for just one application, it would be a waiver from another zoning category; not creating a new zoning category in the Development Code.
- Page 10, Villebois Response to #3.
 - Wilsonville does not have a commercial overlay zone. He wants to know what this is going to be.
- Page 14, Villebois Response to #7.
 - Visitors from outside Villebois are needed for a vibrant Villebois Village Center. People need a way to get to the village center and adequate parking and public facilities are needed to accommodate them. He doesn't see this in the *Villebois Village Concept Plan*.
- Page 15, Villebois Response to Item #8.
 - Mr. Knapp is not sure that the zoning issues could be limited to just the Villebois development. This issue is not clearly defined. A zoning category that is applied to only one applicant should not be a zoning category, but a waiver.

Conclusionary Findings – Attachment H to the March 5, 2003 Staff Report:

- Page 3 of 55, first paragraph.
 - He questioned how retail, flex and commercial spaces at ground level and multi-family residential above would fit within the defined zoning categories available to the applicant within the Plan.
- Page 15 of 55, Finding B-6.
 - Mr. Knapp disagrees with the finding that, "As mentioned previously, commercial and industrial development has out-paced residential development in Wilsonville." He suggested that commercial development on the west side of the freeway has lagged behind residential development; not out-paced it. Lack of services to residents on the west side of the freeway that has been confirmed by outside consultants.
- Page 16 of 55, Finding B-11.
 - Mr. Knapp disagreed with the finding, "In that the *Villebois Village Concept Plan* proposed no new zoning,..." Mr. Knapp suggested that Villebois cannot be built without new zoning, therefore, the *Villebois Village Concept Plan* does have to propose new zoning.
- Page 18 of 55, Finding B-16.
 - Mr. Knapp referred to the letter dated March 10, 2003, from Sonya Kazen of ODOT, regarding 02PC06, 02PC07A, 02PC07C: Villebois Village (Exhibit 22 distributed at the beginning of the meeting), and quoted from the third paragraph, "However, it is recommended that the City delay final adoption of the Villebois Village Comprehensive Plan and zoning map designations until the final adoption of the City of Wilsonville Transportation Systems Plan. This will ensure that improvements necessary to support the development are "planned", and the concurrency requirements of the state's Transportation Planning Rule OAR 660-12-060." Mr. Knapp stated that he concurs with this statement and he needs to be sure that this is being done.

Chair Iguchi noted that Mr. Knapp had gone over his three-minute limit. She asked if the Commissioners wanted to agree to extend Mr. Knapp's testimony time. She suggested that that

fairness to the other speakers needed to be considered. The Commissioners agreed to allow Mr. Knapp additional time.

- Page 21 of 55, Finding B-22.
 - Mr. Knapp referred to the letter dated March 12, 2003, from Sheri Young, regarding the Villebois Concept Plan (Exhibit 20 distributed at the beginning of the meeting), and concurred with Ms. Young's findings in the letter. Finding B-22 is not responsive to concerns raised in Ms. Young's letter.
 - He suggested that Finding B-22 needs more work.
- Page 22 of 55, Finding B-23.
 - Mr. Knapp referenced Ms. Young's letter (Exhibit 20) and suggested that the applicant does not control some of the things that it is stating it is going to do such as the statement that the Coffee Lake area is to be "restored to a multi-functional environment area providing wildlife habitat in open water, wetlands, and forested areas." Mr. Knapp suggested that if the applicant does not control that area as part of the Villebois development, then the developer couldn't be held responsible for doing this. It is unclear how this will be accomplished.
- Page 22 of 55, Finding B-24.
 - This Finding is not responsive to Ms. Young's concerns.
- Page 32 of 55, Finding B-46.
 - Implementation Measure 4.1.4.o requires that "proposed housing satisfies local need, desires, i.e., type, price and rent levels." Finding B-46 discusses a range of sale and rental prices, but does not specify a range that meets the local need, desires, and rent levels.
- Page 32 of 55, Finding B-47.
 - Employees of the redeveloped Lowrie property and from Argyle Square are going to be at the low end of income and Villebois needs to provide housing for them. A "range" of housing prices will not be adequate if it does not cover the range of need.
- Page 46 of 55, Finding D-5.
 - His comments regarding affordable housing for Finding B-46 and B-47 also apply to Finding D-5.

Mr. Knapp's additional concerns include:

- Concurrency of the Wastewater Treatment Plant.
 - Old Town has suffered from a lack of timely renovation and capacity updates for the Wastewater Treatment Plant. It has endured odor on a repeated basis. He is cautious about endorsing a plan that does not clearly state that the capacity will be expanded before the sludge hits the network and the smell hits the neighborhood.
- The Development Code has a provision stating that development will not "leap frog." Wilsonville is to develop outwards from the center of the City; development is not to jump over areas that are undeveloped.
 - He requested that the record for 02PC06 remain open so that he can provide the correct Code or Comprehensive Plan reference for the "leap frog" provision.

Commissioner Faiman asked Mr. Knapp what area that he considered to be "leap frogged." Mr. Knapp answered that the core area in Old Town has no services; no storm sewer, no sanitary sewer, no streets, and is missing other services. He suggested that extending services to

Villebois, which is considerably removed from the core area of the City, would be "leap frogging" over Old Town.

Howard Busse, 9140 SW Parkview Loop, Beaverton Oregon, 97008. Mr. Busse stated that he represents the Living Enrichment Center. The LEC supports an approval for the adoption of the *Villebois Village Concept Plan* with the understanding that the items recommended in his March 6, 2003 letter (Exhibit 18), and reiterated by Ms. Collins, will be addressed in subsequent Villebois applications. LEC has received word from Villebois, LLC that they will be cooperating in developing the areas that LEC needs Villebois assistance in developing.

Vicki Skryha, Housing Development Coordinator for the Oregon Mental Health and Addiction Services, PO Box 14250, Salem Oregon 97309. Ms. Skryha explained OMHAS's role in implementing the requirements under ORS 426.508 for community housing at the site. She noted that OMHAS has collaborated with the City of Wilsonville staff and the Costa Pacific Communities staff in terms of how the statute's requirements would be met. OMHAS looks forward to the successful development of this project.

Paul Somerscales, 11631 SW Preakness, Wilsonville. Mr. Somerscales explained that he has been a resident of Wilsonville for almost six years and lives in the Fox Chase subdivision. He thanked the City and the Planning Commission for holding the Public Hearings as another means of collecting citizen feedback. He commended Costa Pacific Communities for proposing a community concept that embraces what people consider to be important; a community that defines diversity as evidenced by the balancing of residence types intermixed with business, green spaces, accommodations for alternative modes of transportation, and consideration for environmental impacts that even includes the impact of street lights on neighbors twenty miles away. There is a sense that inclusion is a precept in the design.

Mr. Somerscales explained that he is an elder of Valley Christian Church. He asked what provisions have been made for additional places of worship within the Villebois Community.

Mr. Somerscales referred to the LEC property which is included in the study area for Villebois and asked what the arrangements were between the City, Costa Pacific Communities and LEC with regards to Villebois.

Ron Anderson, 10460 SW Tranquil Way, Wilsonville. Mr. Anderson stated that he lives in the Serene Acres subdivision off of Brown Road. He suggested that Costa Pacific Communities has done the best job of promoting a development he has seen in his 32 years in Wilsonville. They have done a far better job of informing Villebois neighbors of their intentions, what the problems will be, and responding to the neighbors concerns. For this reason, he applauds and supports Costa Pacific Communities.

Mr. Anderson suggested that there has been an attempt to convince people that the intersection of Brown Road with Wilsonville Road is not going to be a big concern. He disputes this claim.

- Brown Road was going to be route that the construction traffic and the first residents of Villebois will be taking to access Villebois. Specifying that construction traffic use other routes will not work as this would be unenforceable and people use the shortest routes to their destinations.

- Trucks have been scarring a tree and knocking down a retaining wall at the intersection.
- He and his neighbors would like to suggest that there be a condition of approval be placed on this project requiring an agreement between the developer and the City to trade a portion of the SDCs generated to design and construct the widening of Brown Road as suggested recently by MacKay and Sposito.
 - MacKay and Sposito's design included the right turn lane on Wilsonville Road to go north onto Brown, eliminating seven of the fir trees at the intersection.
 - The City already has turnouts on Brown Road for Silver Creek and Weidemann Park.
 - Some landscaping would have to be removed in order to continue with the widening of Brown Road and turn out for St. Andrews Court. The landscaping he is referring to is of poor quality and removing it would eliminate cover for the "car boostings" in the area.
 - The condition of approval should include that the City would manage the contract as a part of their Wilsonville Road widening this summer, then let the developer repay the City for the costs incurred.
 - There would still be 32 trees left after the removal of seven trees in the tree grove at the intersection. There would still be enough trees left so that "blow downs" would not occur. The only two "sentinel" trees are in the Weidemann Park development.
 - Mr. Anderson suggested that this would be only economically feasible way to widen this intersection.
 - It would allow room for a right-turn lane on Brown Road onto westbound Wilsonville Road.
 - It also allow the church on this corner keep all of its parking.
 - It would save the City the expense of having to buy the trees in Tim Gilbertson's front yard.

Mr. Anderson summarized his testimony:

- The City and Villebois developers figure out the costs for widening Brown Road now.
- Do the Brown Road widening at the same time as the Wilsonville Road Phase 3 improvements; get it done this summer and eliminate continuing construction impacts on the residents in this area.

Commissioner Ludlow asked Mr. Anderson to clarify that he is suggesting that the widening of Brown Road continue along the right-of-way line that has been established by curbs that goes in front of Silver Creek and the Weidemann Park apartments. This would intersect Wilsonville Road in alignment with the extension of Brown Road as it passes across Wilsonville Road. Mr. Anderson agreed with this clarification. He stated that this would make it a square alignment with Wilsonville Road and could be done without disrupting anyone's parking. The only impact it would have between Wilsonville Road and Evergreen Avenue would be the removal of a laurel hedge. Any other design would be "engineering not to be proud of."

Marty Peets, 3734 SW 58th Drive, Portland Oregon 97221. Mr. Peets stated that he was representing owners of 95 acres on the east side of 110th Avenue, which is a major part of the Villebois project.

Mr. Peets thanked Rudy Kadlub and others of Costa Pacific Communities for the work they have done on the *Villebois Village Concept Plan*. He thanked the City for the work they have done, particularly on the financial part of this project.

Mr. Peets comments included:

- The owners on the east side of 110th Avenue, whose properties comprise about 140 acres of the 500-plus acres, look at the *Villebois Village Concept Plan* as just the concept for area.
 - All of the participants acknowledge that there is some "juggling" that needs to be done for the streetscapes, densities, housing locations, the school location and site size.
 - Not been enough work has been done on the Significant Resource Overlay Zone (SROZ) which needs to be clearly delineated. This is part of the Staff Recommendation.
 - The streetscape that follows 110th Avenue is going to have to be changed because of a gas pipeline on the west side of 110th Avenue.
- The property owners suggest that the Planning Commission approve 02PC06 but with the thought that there still needs to be some "tinkering" that needs to be done.
 - He has not seen the phasing "pods" that are included in the *Villebois Village Concept Plan* before tonight.
 - The property owners suggest that since the School District does not plan on using the site within Villebois for a few years, that the site not be in area or phase that is going to be fully developed in three or four years because of the tremendous financial burden to put infrastructure in place.
- The property owners are dedicated to finding a means of financing the significant costs for onsite and offsite infrastructure for Villebois.
 - The "numbers" are coming together but there are still questions that need to be answered regarding the financing.
- The property owners look at the land use plan as "density pods."
 - Averaging densities in blocks or groupings of blocks is an important part of proper city planning. It has to be flexible enough so that market needs can be met in the future and the "pods" would do this.
 - It is difficult to plan portions of blocks or lots that are not even legally defined.
 - The property owners are "in tune" with the density ranges that are shown in the *Villebois Village Concept Plan*.
- Mr. Peets addressed some of Mr. Knapp's comments.
 - He and the property owners he is representing do not believe that Villebois is "leap frogging" anything. Part of their properties is in the City already and part of the Dammasch Hospital facility is in the City. Infrastructure such as sewer and storm facilities are at the borders of their properties. They feel that this is a natural progression of development as opposed to building a new city that is detached from a municipality.
- Mr. Peets stated that he and the property owners have presented alternative ideas to the master planner relative to density positioning, streetscapes and transportation plan concepts.
 - Villebois, LLC has shown a willingness to work with the property owners on the next steps so that there is agreement on the planning, phasing and facilities that will address market needs.

The Commissioners questioned Mr. Peets regarding his testimony with these issues being addressed:

- Mr. Peets clarified that the streetscape of 110th Avenue would have to change in that the street layout or concept plan would have to change because the gas pipelines would be running through people's backyards which doesn't work very well.
- Mr. Peets is representing Don Bishof, Sharon Lund, and Arthur and Dee Picullel.

- Mr. Peets has not had a chance to study the concept of "podding" since tonight was the first time that he has seen this concept, but he thinks that it resembles what has been discussed. He believes that as long as there is agreement that development will process as infrastructure is available, and it is not "leap frogged," he and the property owners are happy with "podding."

Jan Katafias, 10184 SW Evergreen Court, Wilsonville. Mr. Katafias explained that he is president of the Jaci Park Homeowners Association. He referred to Implementation Measure 4.1.4.d on page 31 of 55 of Attachment H, Conclusionary Findings, of the March 5, 2003 Staff Report Addendum, and asked Costa Pacific Communities to clarify if manufactured homes, mobile homes and modular homes are to be used in Villebois development.

The residents of Jaci Park want to know if anyone has any information about the amount or percentage of registered sex offenders that might live in Villebois. He asked if the number would be higher or lower than anywhere else in Wilsonville?

Commissioner Ludlow suggested that Implementation Measure 4.1.4.d comes from DATELUP. He questioned how the sex offender number could be determined prior to development of the area.

Chair Iguchi explained that the Planning Commission would be reviewing the questions and concerns after the Public Testimony part of the Public Hearing.

Craig Brown, Matrix Development Corp., 12755 SW 69th Avenue, Portland OR 97223. Mr. Brown stated that Matrix Development Corp. expects to be one of the major builders in the Villebois project, primarily building the area around 110th and the flood plain/wetland area. He applauded Costa Pacific Communities for the beautiful plan, which they did while keeping the neighborhood and the community well informed and offering numerous opportunities for public input. He suggested that Costa Pacific Communities has been responsive to the needs and concerns of the neighborhood.

Matrix Development Corp. generally supports the *Villebois Village Concept Plan* with the mixed densities and they look forward to be a part of this development.

Matrix Development Corp. is also involved in the same properties that Mr. Peets represents.

Mr. Brown listed Matrix Development Corp. concerns:

- There is some specificity that has been included in the concept plan, and he asked that this be kept in mind and that flexibility be maintained at this point to adjust some of the particular types of housing and the school site.
- There are issues about the flood plain that have yet to be developed. Some of that property may be developed into wetland-enhanced areas; while this is good, it will change some of the contours.
- The "Concept Composite Land Use Plan" is very specific and he asked that the Planning Commission keep in mind that there is a need to change it as more is learned about the site and market demand, and the needs of the community.

Matrix Development Corp. looks forward to being part of the community and to being a major builder in the area. He congratulated Mr. Kadlub and his team on the great job that they have done on the Villebois planning.

The Commissioners questioned Mr. Brown with these issues being addressed:

- Commissioner Hinds asked Mr. Brown if it were his understanding that a concept plan could be changed at any time by participants in the development. Mr. Brown responded that the concept plan would develop into a master plan. The master plan will need to be in compliance with the concept plan. Matrix Development Corp. would like to see the *Villebois Village Concept Plan* to be open enough and flexible enough that as additional information becomes available, the refinements will be at the master plan level. Zoning, road alignments and other such things need to be in the master plan rather than a concept plan. He emphasized the need for flexibility until the concept plan moves to the next stage.
- There are still some unknowns regarding the locations of wetland areas which has not yet been delineated. Matrix Development Corp. is supportive of reclaiming and enhancing the wetland.
- Mr. Brown indicated the properties he was representing on a large aerial map. He stated that Matrix Development Corp. is negotiating for the acquisition of the all the properties east of 110th Avenue, and from Brown Road north to Tooze Road.

Lou Fasano, 2455 SW Gregory Drive, West Linn Oregon 97068. Mr. Fasano stated that he and his partner own the parcel of land between the Bishof and Picullel parcels that Mr. Peets represents. He stated that Matrix Development Corp. is in negotiations to buy all three of these parcels which is essentially everything east of 110th Avenue. He stated that Mr. Peets and Mr. Brown raised the same concerns that he had planned to testify about.

Mr. Fasano concerns included:

- The *Villebois Village Concept Plan* is a concept stage only. There is specificity in the Plan, but this may be because Costa Pacific Communities has been trying to do an extraordinary job for which he is grateful.
 - He is in concurrence with what Costa Pacific Communities has done, but this is the concept stage. The Planning Commission will be reviewing the Villebois proposals at a Comprehensive Plan stage, a master plan stage, and a "subdivision" stage, which will include the "real" details.
 - He asked that the Planning Commission not get "buried" in too many details tonight in the concept process.

Chair Iguchi closed the public testimony portion of 02PC06 *Villebois Village Concept Plan* at 8:46 p.m.

The Commissioners and Mr. Ragsdale responded to the public testimony:

Mr. Liden's testimony:

- Commissioner Faiman noted that he had served on the Parks and Recreation Advisory Board, and suggested that it is critical that the school site be ten acres. He also discussed:
 - If the fields are connected to the school, the school district is going to maintain them, so it is in the City's interest to have the ball fields next to the school.
 - The play fields and the school site need to be contiguous.

- Mr. Ragsdale stated that they had indicated at the last Planning Commission meeting that Villebois, LLC would be working with the West Linn-Wilsonville School District regarding the school site.
- Mr. Ragsdale suggested that the school site be recognized as a concept location for the school facility and not specify ten acres.
 - Commissioner Wortman noted that the *Villebois Village Concept Plan* specifies a certain number of acres for the school site. Mr. Ragsdale suggested that the 6.4 acres listed in the *Villebois Village Concept Plan* be deleted and the reference to the school site size be "program" rather than acreage size.
 - Commissioner Ludlow noted that it was testified that the School District has identified criteria for grade schools, high schools, etc, as to what their sizes requirements are. He suggested that this could be tied into the School District's requirements for acreage regarding a primary school.
 - Commissioner Faiman stated that his preference is for ten contiguous acres for the school site, which would include the shared ball fields.
 - Ms. Collins cautioned against specifying a type of facility for a school that is still ten years away from being built as needs may change in that ten years.
 - Commissioner Pruitt noted that Mr. Liden had included a two to three acre park with the school site of ten acres.
 - Mr. Ragsdale discussed that the *Villebois Village Concept Plan* is a conceptual plan and that the 02PC06 application was brought forward by both Costa Pacific Communities and the City of Wilsonville.
 - The *Villebois Village Concept Plan* is supposed to conform to and update DATELUP.
 - DATELUP showed seven acres for the school, the *Villebois Village Concept Plan* shows 6.4 acres. The concept is that there will be a school that will accommodate 550 students. The size, location or configuration of the school site may not be as specified in the *Villebois Village Concept Plan*. He asked the Planning Commission to keep in mind that ultimately the School District has to fund the school. Ten years from now, they may not want to buy seven to ten acres land. Villebois, LLC has met numerous times with the School District and has stated in public testimony that they would work with the School District to accommodate the needs for a 550 student school.
 - The specificity in this conceptual plan has been in response to specific questions from citizens about road alignments, pathways, parks and open space.
 - The *Villebois Village Concept Plan* will guide development, not dictate, over an eight to twelve year period during which time market forces may change and demographics may change.
 - Mr. Ragsdale noted that much of the testimony related to specific issues will be addressed in the Master Plan, Comprehensive Plan amendments and zoning amendments that will be brought to the Planning Commission at a later time.
 - The *Villebois Village Concept Plan* may have more numbers tied to it than a conceptual plan should, but the 2384 dwelling units meet the intent of DATELUP, which was a minimum of 2300 dwelling units.

Mr. Knapp's testimony:

- Ms. Collins suggested that many of Mr. Knapp's comments pertained to issues that will be addressed during the review of the *Villebois Village Master Plan*.

- Ms. Collins stated that City staff agrees with Mr. Knapp's comments regarding the March 10, 2003 letter from Sonya Kazen of ODOT (Exhibit 22). The intent is to bring the TSP to the City Council for public hearing and adoption before the *Villebois Village Concept Plan* and the other legislative applications for the Villebois development are brought to the Council for public hearing.
- There was a lengthy discussion regarding Mr. Knapp's concerns about the proposed zoning for the Villebois development.
 - Assistant City Attorney Paul Lee explained
 - Upcoming Comprehensive Plan text amendments for implementing the *Villebois Village Concept Plan* (Case File No. 02PC07A) will include the level of density needed to accommodate development as proposed in the *Villebois Village Concept Plan*.
 - Development Code and zoning amendments (Case File No. 02PC08) will propose a new Village Zone in which includes flex use.
 - Mr. Lee does not agree with Mr. Knapp that this is creating a zone for a particular applicant and that for anyone else, it would be a waiver. The Village Zone will be a legislatively adopted zone that applies to many properties and much acreage. As such, it is no different than the other overlay zone with a particular provision that does not apply elsewhere outside of the overlay zone. There is nothing of a legal nature that would be an impediment to doing what is being proposed in creating first, a Comprehensive Plan element that relates just to this Village area, and then a Village Zone and some very village-specific zoning elements.
 - There was a discussion about how overlay zones, the SROZ in particular, are applied.
 - Ms. Collins explained that City staff is not recommending that the Village Zone be applied to anywhere else in the City other than the Villebois area. The recommendation will be that the Village Zone be applied as the implementing zone within Villebois' 520 acres as a way to achieve the development of the *Villebois Village Concept Plan*.
 - The *Villebois Village Concept Plan* does not propose any zoning or Comprehensive Plan changes. Those changes will be coming in future applications for Villebois.
- Attachment H, Conclusionary Findings, page 15 of 55, Finding B-6. Mr. Knapp was concerned that this statement is not accurate because commercial on the west side has lagged behind residential.
 - **There was consensus to amend Finding B-6 by deleting the first sentence and amending the second sentence to, "The *Villebois Village Concept Plan* will provide approximately 2,300 housing unites as required by DATELUP (Comprehensive Plan Area of Special Concern B) which, over time, will help to improve the *commercial/residential development imbalance*."**

Commissioner Hinds read from the 02PC06 Staff Report dated February 13, 2003 for the February 20, 2003 Planning Commission meeting, "B. Definition of a Conceptual Land Use Plan. The Wilsonville Comprehensive Plan does not define or provide specific direction for conceptual plan elements." "A conceptual land use plan addresses the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for a study area. It uses a pictorial presentation to show the ultimate development layout of a site, which may be developed, in successive stages or subdivisions. A conceptual plan need not be completely engineered, but it should have sufficient detail to illustrate the site's inherent features and probable development pattern." She also read, "It (DATELUP) will be refined by

the land developers in the City and Costa Pacific Communities has stated that market conditions will determine the ultimate range of costs of housing..."

Commissioner Hinds questioned why the Commission should spend a lot of time tonight reviewing a conceptual plan that could be changed at any time. It is the *Villebois Village Master Plan* that will have all the details. She suggested that the question the Commission should be answering tonight is, "Do we like the concept of the *Villebois Village Concept Plan* or not?" The Commissioners discussed Commissioner Hinds' question.

- Commissioner Ludlow suggested that the Implementation Measures in Attachment H are not requirements, but they do need to be addressed by the Planning Commission. He suggested that it was the Planning Commission's responsibility to address public input.
- Commissioner Hinds suggested that while she appreciates that people testify before the Planning Commission, but when the testimony does not apply to *Villebois Village Concept Plan* and needs to be discussed with another application. She suggested that as the Commissioners review the testimony, and find that an issue is best discussed with another application, say that it will be, and move on. We let the public know that we have heard their concern, but will be addressing it at the appropriate time. Commissioner Wortman suggested that staff track the concerns that are to be addressed later.
- Commissioner Pruitt suggested that that the Commission make the changes they feel are necessary to the *Villebois Village Concept Plan* so that the *Villebois Village Master Plan*, which has to be consistent with the Concept Plan, is based on the concepts that the Commission will be recommending. He cited that the specified acreage for the school site in the *Villebois Village Concept Plan* could potentially causing problems later.
- There was consensus with Commissioner Hinds' suggestion that the Planning Commission not spend a lot of time tonight addressing issues that are best addressed in later Villebois applications.
 - Commissioner Ludlow suggested that if 02PC06 is passed without responding to people's testimony, then the Planning Commission is doing the public a disservice. He suggested that it needed to be made very clear upfront what is being presented in a public hearing so that people know the limits of what to testify on, and that if their testimony does not pertain to the scope of what is before the Planning Commission, responses to their testimony will be put off until a later time.
- Ms. Collins clarified that while City staff believes that the *Villebois Village Concept Plan* is a good document, they are recommending that the issues presented in the Implementation Goals and Implementation Policies on pages 2 of 5 through 4 of 5 are items that they thought needed to be reconciled. The Implementation Goals and Implementation Policies are advisory and are not required. Attachment H includes existing an Implementation Measure in the Comprehensive Plan.

The Commissioners continued with their discussion of public testimony:

Commissioner Guyton's comments:

- Commissioner Guyton questioned how churches are addressed in the *Villebois Village Concept Plan*.
- Mr. Anderson's concerns about Wilsonville Road/Brown Road intersection are best addressed later.
- Numerous people testified that they liked the concepts in the *Villebois Village Concept Plan*, but that more work needs to be done.

Commissioner Wortman's comments:

- The *Villebois Village Concept Plan* could mention churches as it mentions other uses.
 - Mr. Ragsdale suggested that Villebois, LLC decided that churches is more of a real estate use than a concept, so places of worship was not included in the *Villebois Village Concept Plan*. Villebois, LLC intends to include churches during the Development Code amendments. He related a list of churches that have already approached Villebois, LLC about locating a church in Villebois.
 - Commissioner Wortman suggested that churches are conditional uses in most of Wilsonville's zones.
 - Ms. Collins stated that land use policies have to be careful about separating church from state, and not giving special dispensation to religious institutions; therefore, policies will be neutral on the need for, and how many, religious institutions would be proper in any community. The best way to address requests for religious institutions is through conditional use permits or in the Code, not in a concept plan or policy level. She suggested that this issue would best be addressed during the Development Code amendments for implementing the *Villebois Village Concept Plan* (Case File No. 02PC08).
- Figure 3 "Concept Composite Land Use Plan" of the *Villebois Village Concept Plan* includes acreages down to the tenth of an acre for all the different land uses.
 - Commissioner Wortman suggested that a footnote needed to be added to Figure 3 or any other figures that list specific acreages that state that specific acreage numbers are conceptual and may change.
- Attachment H, Page 22 of 55.
 - Commissioner Wortman referred to Mr. Knapp's and Ms. Young's concern about the property owners who have not agreed to be part of the Villebois development and suggested that this is an appropriate issue to be addressed during the review of the *Villebois Village Concept Plan*.
 - Ms. Collins explained that as the *Villebois Village Concept Plan* is a refinement of DATELUP, the *Villebois Village Concept Plan* had to address 520 acres. The property owners will not lose land use rights that they currently have with the adoption of the *Villebois Village Concept Plan*. The property owners have the ability to choose, later, whether they want to be a part of the Villebois development.
 - Ms. Collins suggested that staff could introduce language at the beginning of the *Villebois Village Concept Plan* that would better explain that there are some property owners included in DATELUP and the *Villebois Village Concept Plan* that are not participants in the Villebois development.
 - Commissioner Hinds asked if the maps could be changed to reflect that there are property owners who are not part of the Villebois development. Ms. Collins stated 02PC07C, the application for amending the Comprehensive Plan Map for implementation of the *Villebois Village Concept Plan* will speak to which property owners are in the Villebois development and which are not.

Commissioner Pruitt's comments:

- Commissioner Pruitt explained that he had the same concerns as Commissioner Wortman about Ms. Young's letter (Exhibit 20).
- The *Villebois Village Concept Plan* needs to get away from stating specific acreage for the school site. The Plan needs to allow for flexibility and needs to include language that Villebois, LLC will work with the School District to figure out what is needed.

Commissioner Faiman's comments:

- Commissioner Faiman suggested that the issue regarding the size of the school site is not just an issue between Villebois, LLC and the School District, but with the City as well. In order for the school site to be consistent with the Parks and Recreation Master Plan, the school site has to be on ten acres.
 - Mr. Ragsdale suggested that it isn't that the City wants the school site to be ten acres; the City wants a school and playfields, whatever the size may be. He suggested that the Planning Commission should require that Villebois, LLC meet programming standards rather than acreage standards. The language should state that Villebois, LLC is required to work with the School District to site a grade school and playfields.
 - Ms. Collins explained that DATELUP specifies seven acres for the school site. She suggested that a range of acreage, six to ten acres, be specified for the site. She suggested that including a specific acreage in the Concept Plan was not appropriate.
 - Commissioner Pruitt suggested that the problem was that this is a concept plan with specific numbers in it. He disagreed that even a range of acreage should be included; leave it to the developers, the School District and the City of Wilsonville to work out the details for the master plan.
 - Commissioner Faiman accepted Commissioner Pruitt's suggestion and suggested that a minimum number of acreage did need to be set at some point during the Villebois review process.

Commissioner Hinds' comments:

- Commissioner Hinds asked Mr. Ragsdale to respond to Mr. Peets' testimony about the phasing of the Villebois development and the siting of the school; that the school would not be needed for ten years. She asked if the school could be sited at another location.
 - Mr. Ragsdale stated that the idea of locating the school at a different location has already been explored. It would have to meet the same concepts of being in a single-family neighborhood and readily accessible.
 - Mr. Ragsdale agreed with Mr. Peets comments about when the school might be built.

Commissioner Faiman's comments:

- Commissioner Faiman asked that City staff clarify the process for setting the SROZ.
 - Ms. Collins explained that the SROZ is an overlay district that can be applied to any place in the City on any property where the requirements for applying the SROZ are met.
 - The SROZ cannot be changed easily. Once it is applied as an overlay district it has been shown that there is justification to protect a natural resource. The boundaries of the SROZ can be changed based on new information or data that shows that the resource is no longer there or it no longer needs to be protected.
 - She clarified her earlier statement regarding the LEC and the SROZ; there is no justification at this time to remove the SROZ from the LEC property.

Commissioner Ludlow's comments:

- Commissioner Ludlow asked that it be clarified that a church would be a conditional use in Villebois as it is required to be in the rest of Wilsonville. Mr. Ragsdale responded that the Planning Commission would be making this decision as part of 02PC08. Villebois, LLC will bring it forward to the Planning Commission as a conditional use.

- Staff Report Addendum, page 5 of 5, Implementing Directive #11.
 - What is meant by "restoring;" to what period in time would the Coffee Lake Creek be restored? He suggested that restoration to certain time periods would not be conducive to what Villebois, LLC wants.
 - Ms. Collins explained that this is an implementing direction to make sure that any restoration plan, which may impact the 520 acres, is linked together; not to restore the area back to a certain time period. She suggested that Implementing Directive #11 could be amended to make this clearer.
 - Mr. Ragsdale stated that Villebois, LLC does not object to Implementing Directive #11. He does have a problem with the language as it relates to requiring a plan for the Coffee Lake area because Villebois, LLC does not have any control over this area. Ms. Collins stated that City staff does think that Villebois, LLC does have some responsibility over time, along with the City and other property owners in making sure that there is an appropriate Coffee Creek restoration plan that meets everybody's needs.
 - There was a lengthy discussion regarding this question with different language being suggested.
 - **There was agreement for amending the second sentence of Implementing Directive #11 on page 5 of 5, to: "Develop a *wetland naturalization and enhancement plan for restoring the Coffee Lake Creek wetland complex and the forested wetland area north of LEC*, as discussed in Section 2.3.1.11 of the *Villebois Village Concept Plan supporting documentation.*"**
- Villebois Village Concept Plan, Page 1.
 - A DATELUP concept is listed in the last paragraph on the pages, the first bullet, regarding "A better balance of jobs and housing."
 - Commissioner Ludlow suggested that there is no guarantee that there will be a better balance of jobs and housing in Villebois, as the concept of affordable housing is so nebulous. He suggested that this bulleted item should be deleted. Mr. Ragsdale suggested that this is referring to bringing the number of dwelling units in the City of Wilsonville up in relationship to the number of jobs in Wilsonville. This does not refer to the types of housing.
- Villebois Village Concept Plan, Page 4, Citizen Involvement.
 - Commissioner Ludlow commended Villebois, LLC for an outstanding job with communicating with the public and giving citizens an opportunity to speak. He noted that this is only the second public hearing on Villebois sponsored by the City.
 - The City has done an insufficient job of public outreach on the Villebois development. The language in this paragraph makes it seem as if the City has sponsored public meetings on Villebois when they have not done so.
 - Commissioner Ludlow suggested that the language of the last sentence be changed to, "A series of community meetings and open houses *by Villebois* has been conducted during the past several months, allowing the opportunity to share information and solicit input from interested parties."
 - Mr. Ragsdale noted that text on page 5 of the *Villebois Village Concept Plan* address Commissioner Ludlow's concern.
 - Ms. Collins explained that City staff attended the Villebois public meetings and notes were taken of the citizen input. There is a record of the notices for the meetings and the public meetings are now a part of the public record on the Villebois process. The City is pleased that the Villebois, LLC team has been able to conduct so many hearings and talk directly with property owners in helping to build this Plan. It is not

so much as who is responsible for the public involvement, but that there is testimony on the record that the Villebois, LLC team has done a fine job of talking to the affected property owners and helping them with their concerns. The City pledges to continue with the public involvement.

- Commissioner Ludlow stated that the Planning Commission has never seen the notes that City staff took at the Villebois public meetings. He suggested that since the Planning Commission was making the first decision regarding Villebois, then the Commission should have the staff's notes in order to make an informed decision.
- Chair Iguchi stated that she attended most of the Villebois public meetings and has read through the *Villebois Village Concept Plan* and she believes most of what was presented at the Villebois meetings has been incorporated into the *Villebois Village Concept Plan*.
- Commissioner Ludlow stated that if the Planning Commission votes on the *Villebois Village Concept Plan* tonight, he was going to vote "no" because this public hearing is "beyond streamlining." This is the first time that the Planning Commission has ever gone through the *Villebois Village Concept Plan*.
- Commissioner Wortman suggested that Commissioner Ludlow's concerns are political. He suggested that Commissioner Ludlow limit his comments to specifics of identifying issues and problems that are germane to the *Villebois Village Concept Plan*, especially given the lateness of the hour.

Chair Iguchi referred to the lateness of the hour and noted that many of the people who testified had already left and would were not present for the Planning Commission's and staff's responses to their testimony.

Chair Iguchi's comments:

- Chair Iguchi asked that staff respond to Mr. Knapp's comments that building Villebois would be "leap frogging" development.
 - Ms. Collins responded that Mr. Knapp's concern was the "leap frogging" of public infrastructure provision and not "leap frogging" of new subdivisions. Villebois, LLC has testified that their first phase of development will be adjacent to already developed properties and not "leap frogged" over vacant land. In the strict physical sense, they are not leap frogging. The issue about who gets the services and at what level is a different issue than "leap frogging."
- Chair Iguchi noted that Mr. Knapp had asked that the record be kept open for seven days.
- Mr. Somerscales had asked about the extent of the agreement between LEC, Villebois, LLC and the City.
 - Mr. Lee stated that the City, LEC and Villebois, LLC have no such agreements with respect to a provision of any institutional use inside of Villebois or outside of Villebois. There is no agreement between the three parties to limit religious uses in this area to those offered by LEC. Mr. Ragsdale noted that there is an easement across the State property in favor of LEC for a transportation connection that Villebois, LLC is "inheriting" from the state.
 - Commissioner Wortman asked Mr. Lee to clarify that LEC is being offered an opportunity to connect to City infrastructure through the Villebois development that they do not currently have. Mr. Lee stated that this is true whether or not LEC is ultimately included as a part of the Villebois development; once the facilities are in, LEC will have an opportunity to connect with them. There is not an agreement, but there will be

opportunities for connections, just like any other property adjacent to any other development approved by the City.

- Mr. Ragsdale stated that Villebois, LLC would be meeting with LEC regarding the alignment of trail and road systems because they have requested to be more involved.
- **There was a consensus to accept City staff's recommendation regarding LEC Recommendation #2, as listed on page 4 of their March 6, 2003 letter (Exhibit 18 in the meeting packet), to include the "Definition of the Current Living Enrichment Center" as stated in Exhibit A of LEC's March 6, 2003 letter in the *Villebois Village Concept Plan*.**
 - Commissioner Hinds suggested that LEC's definition as stated in Exhibit A to the March 6, 2003 LEC letter sounded like an advertisement of their facilities. She questioned why the current language in the *Villebois Village Concept Plan* needed to be replaced.
 - Ms. Collins responded that LEC felt like they needed to describe their existing infrastructure in a built environment.
 - Mr. Ragsdale stated that Villebois, LLC concurs with including the suggested definition in the *Villebois Village Concept Plan*.
- The language that staff is going to expand upon that states the *Villebois Village Concept Plan* is a concept plan will address Mr. Peets concern that the *Villebois Village Concept Plan* be approved with the acknowledgement that it needs tinkering.

The other recommendations listed in the LEC March 6, 2003 letter are to be considered at a later time.

The Commissioners reviewed Ms. Young' letter dated March 12, 2003 (Exhibit 20 distributed at the beginning of the meeting).

- Item 1) of Ms. Young's letter.
 - Ms. Young's comments about not all property owners were signatories to the Villebois Village Plan have already been addressed.
 - The underlying uses and SROZ areas of those properties within the 520 acres that are not fully developed need to be better indicated on the maps.
 - The Comprehensive Plan amendments for implementing the *Villebois Village Concept Plan* will start to separate out the property owners who are interested in being included in the Villebois development now versus those who wish to keep their own zoning and Comprehensive Plan map designation at this time.
 - Ms. Collins suggested that Ms. Young's concerns about how the natural resource lands are addressed in the Implementing Directives in the Staff Report Addendum (pages 4 of 5 and 5 of 5 in the meeting packet). She suggested that the Planning Commission consider the Implementing Directives as part of their motion for 02PC06.
- Item 2)
 - This issue will be addressed with the expanded text about which property owners are signatories with the Villebois development, and that there are property owners included in the 520 acres stated in DATELUP who will not be part of the Villebois development.
- Item 3)
 - Commissioner Ludlow reiterated Ms. Young's concern about "restoring historic flows" of storm water from Villebois to Arrowhead Creek and Coffee Lake Creek.
 - Mr. Ragsdale stated that they have discussed this issue with Ms. Young. The phrase "restoring historic flows" refers that the direction of the flow will be restored to natural direction. Villebois, LLC also has a requirement to hold storm water surplus

flows onsite through detention or other techniques. This will be further addressed in subsequent applications.

Commissioner Wortman moved that the Planning Commission adopt and forward the 02PC06 Villebois Village Concept Plan with the accompanying Resolution 02PC06 to the City Council, and include the following:

- Attachment E, the Errata sheet,
- The LEC definition in Exhibit A of the letter dated March 6, 2003 from Scott Awbrey of the Living Enrichment Center. (Exhibit 18 in the March 12, 2003 Planning Commission meeting packet.)
- Add cautionary language to the *Villebois Village Concept Plan* acknowledging that private property owners are not currently obligated to participate in the development.
- Add footnotes on the appropriate figures noting that acreage is not specific, that this is a concept plan.
- Staff recommendations, page 2 of 5 through 5 of 5 in the Staff Report addendum dated March 5, 2003 for the March 12, 2003 meeting (in the meeting packet), with:
 - An errata change on page 3 of 5, "Implementation Goal 2.0 In accordance with the Memorandum of Understanding between the City of Wilsonville and Illinois Villebois, LLC, the Villebois Village shall be master planned as a complete community that integrates land use, transportation, and natural resource elements.
 - An amendment to the language on page 3 of 5, "Implementation Policy 2.5, The Villebois Village Master Plan shall *include* ~~incorporate a Finance Plan that includes a capital improvements list, and cost estimates, phasing, funding programs, and responsibilities.~~
 - An amendment to the second sentence of Implementing Directive #11 on page 5 of 5, "Develop a *wetland naturalization and enhancement* plan for restoring the Coffee Lake Creek wetland complex and the forested wetland area north of LEC, as discussed in Section 2.3.1.11 of the *Villebois Village Concept Plan* supporting documentation."

Commissioner Pruitt seconded the motion, which passed 6 to 1 with Commissioner Ludlow opposing.

~~~~~  
Respectfully Submitted,

\_\_\_\_\_  
Linda Straessle, Planning Secretary

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**Entered into the record at the March 12, 2003 Planning Commission Meeting.**

**Exhibit 22:** A letter dated March 10, 2003, from Sonya Kazen of ODOT, regarding 02PC06, 02PC07A, 02PC07C: Villebois Village

**Exhibit 21:** A letter dated March 11, 2003, from Mary Weber of Metro.

**Exhibit 20:** A letter dated March 12, 2003, from Sheri Young, regarding the Villebois Concept Plan.

**Exhibit 19:** A letter dated March 10, 2003, addressed to Maggie Collins, from John Borge of Clackamas County, regarding Villebois -- Planning Files. 02PC06, 02PC07A, 02PC07C



# Oregon

Theodore R. Kulongoski, Governor

## Department of Transportation

Region 1  
123 NW Flanders  
Portland, OR 97209-4037  
(503) 731-8200  
FAX (503) 731-8259

March 10, 2003

FILE CODE:  
PLA9-2A-1

ODOT Case No. 1654

City of Wilsonville  
Planning Department  
30000 SW Town Center Loop East  
Wilsonville, OR 97070

## Exhibit 22

Attn: Maggie Collins, Planning Director

Re: **02PC06, 02PC07A, 02PC07C: Villebois Village**

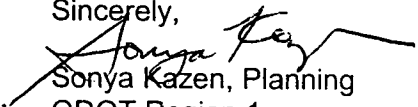
ODOT supports the Villebois Village Concept Plan and is pleased to see the re-development of the Dammasch site moving forward. Villebois' mixed-use concept that includes a range of residential housing options, neighborhood parks and an elementary school will help to improve the jobs-housing balance in Wilsonville as well as reduce site-generated trips onto the regional system.

We have reviewed the DKS transportation information provided that builds on and is consistent with the work conducted for the city's I-5 Freeway Access Study (2002), Draft Wilsonville Transportation System Plan (2002).

The majority of the off-site transportation improvements necessary to support Villebois Village will be needed to accommodate background traffic growth. We concur with the applicant that the new and improved street alignments to be constructed by Villebois will help improve area trip distribution. However, it is recommended that the City delay final adoption of the Villebois Village comprehensive plan and zoning map designations until the final adoption of the City of Wilsonville Transportation System Plan. This will ensure that improvements necessary to support the development are "planned", and the concurrency requirements of the state's Transportation Planning Rule OAR 660-12-060 is addressed. Following adoption of the TSP, the City's Capital Improvement Program will need to be updated so Villebois systems development charges can contribute to the implementation of these transportation projects.

Due to the extensive list of transportation improvements needed to accommodate growth in Wilsonville, it will be critical to link project implementation to Villebois Village development phases. I understand that the City and the applicant will be crafting a Development Agreement; ODOT requests the opportunity to review and provide input. Thank you for providing, and continuing to provide transportation information for our consideration. Please call me at 503.731.8282 if you have any questions.

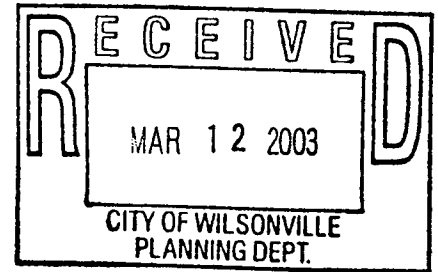
Sincerely,

  
Sonya Kazen, Planning  
ODOT Region 1

Cc: Bill Adams, DLCD; Kate Freitag, Traffic, ODOT Region 1



METRO



March 11, 2003

## Exhibit 21

Chair Debra Iguchi and  
City of Wilsonville Planning Commissioners  
30000 Town Center Loop, E.  
Wilsonville, OR 97070

Dear Chair Iguchi and Planning Commissioners:

I am writing in support of Application No. 02PC06 (Draft Villebois Village Concept Plan). As you know, Metro worked with the City and several state agencies during 1996 to develop a master plan for the Dammasch property. That effort sought to create a mixed-use community supported by a comprehensive transportation plan to help achieve a balance of jobs and housing, goals espoused by the City as well as Metro.

My staff is in close contact with Barbara Coles, representing City staff, on this planning process. We have reviewed the draft proposal and believe it not only meets the test of being in substantial conformance to the Dammasch Area Transportation Efficient Land Use Plan and regional goals, but also lays out a fine example of a community of which the entire region may be proud.

Please enter this letter into the public record. If you have any questions, Ray Valone may be reached by phone at 503-797-1808 or by email at [valoner@metro.dst.or.us](mailto:valoner@metro.dst.or.us).

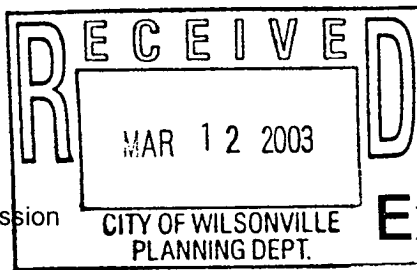
Sincerely,

Mary A. Weber  
Community Development Manager  
Planning Department

MAW/RV/srb  
I:\gm\community\_development\share\Correspondence\PC support,Villebois.doc

cc: Ray Valone

12 March 2003  
To: Wilsonville Planning Commission  
Re: Villebois Concept Plan



**Exhibit 20**

I will not be able to attend the Public Hearing on Villebois tonight. I have been out of town since March 1, and have not read any updates which may have been proposed to the plan, nor seen any new Staff Report, so it is possible my concerns have been addressed.

After Staff answers to the public's questions and comments at the last hearing on Villebois I remain concerned that the Concept Plan should not be passed as proposed at the last hearing.

1) As this Concept Plan is to update the DATELUB plan, it should be more accurate with reference to the long term plans for all 520 acres. Even in the DATELUB plan property east of the main/ west Seely Ditch (through which Coffee Lake Creek flows in this section of the city) is identified as having potential industrial uses under the Comprehensive Plan.

The Significant Resource Overlay Zone (SROZ) does not change that. The amount of the property appropriate for industrial development will only be determined at a future time when wetland delineation and a full environmental assessment of the property is made - in conformance with the Natural Resource Code and consistent with other applicable state and federal laws regulating floodplain development.

There is no reason to accept an inaccurate Concept Plan at this time, and then move to correct that later. Any property which is not owned by signatories to the Villebois Village plan should be identified on the maps and in the acreage totals separately from that part of the Concept Plan which is owned by the applicants AND will be subject to the Villebois Village zoning itself.

The other properties within the 520 acres which are not fully developed (this includes LEC as well as the industrial properties) should be shown on the map with hatching or combined colors indicating both underlying potential use AND areas currently subject to the SROZ.

2) The text itself should also be corrected to consistently identify "the village" only with the acreage which is owned by the applicants and on which the anticipated "village zone" will apply. That is clearly not 520 acres. Any statements about what "Villebois Village" will preserve as Open Space, or making claims about what will be "restored" should identify only those properties which the applicants control, in part so that they can be held responsible for fulfilling those promises.

For example: page 18 claims the "Coffee Lake area will be restored into... open water, wetlands and forested areas." How can the City hold them responsible for "restoring" something they don't own?

3). Storm Water. The Applicants proposed they will "restore historic flows" of storm water from their properties to Arrowhead and Coffee Lake Creek. Yet, if we take the pre-Dammasch flows as the historic start point, downstream flood capacity has been decreased, urban development has already increased runoff, and urban development exists within previous floodplain areas.

The applicant response to my concern on this has been to assure that they will "more than meet City codes." The issue is whether those codes are written in a way which will address adding another 300 acres of development and road runoff to the system during a major rain event.

A condition should be attached to this plan with reference to natural drainage ways used by the City for storm water runoff. This should specify that the Villebois development will only proceed concurrent with improvements to those impacted drainways which will allow them to sustainably pass "100 year" storms at pre-development levels.

In accepting this Concept Plan, a condition should be attached that "concurrency" in the case of storm water and flood prevention should be defined to mean that the system capacity will be provided by the time the hard surfaces are complete. The specific phases of buildout should therefore be tied to specific phases of improving storm water management. A second phase should not be allowed to begin when the former phase is not in place.

4) If the calculations on other facilities capacities - whether transportation or sewerage etc. turn out to be incorrect and the initial phases of Villebois have greater offsite impacts than anticipated, the City and its citizens should have the right to halt further development and/or require revisions in the Villebois Village plan and facilities requirements.

I have every confidence Costa Pacific and the other participants can build an outstanding development here. I am also clear that adding 300 acres of development on this site was not in the original City plans, and will have more impact on the west side of the City than anything we have seen yet. Whether that is good or bad will depend (at least) on getting the plans right.

Respectfully,

Sheri Young  
P.O. Box 7  
Wilsonville Oregon 97070



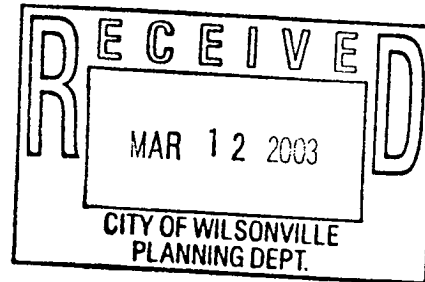
Clackamas  
County

DEPARTMENT OF  
TRANSPORTATION AND DEVELOPMENT

Sunnybrook Service Center

March 10, 2003

Maggie Collins, Planning Director  
City of Wilsonville  
30000 SW Town Center Loop E  
Wilsonville, OR 97070



SUBJ: Villebois - Planning Files. 02PC06, 02PC07A, 02PC07C

**Exhibit 19**

Dear Ms. Collins,


Thank you for notifying our office of the proposed Villebois development. The submittal you forwarded to us illustrates the redevelopment of the former Dammasch State Hospital property. We have reviewed this submittal and would appreciate you entering our comments into the record.

Our office typically does not offer judgement regarding the merits or appropriateness of land use applications occurring within cities. Our interests historically have been to protect agricultural and forest land located outside the cities' jurisdictional boundaries. Included in our interests have been the impacts to the County infrastructure. In this case, the County roads are our concern.

Our engineering staff has reviewed the submittal and advises the capacity of the County roads in the area does not appear to be compromised by the proposed development. We would, however, like to encourage further review of the Bell Road/Wilsonville Road and Bell Road/Grahams Ferry Road intersections. Our staff advises these intersections may have sight restrictions (Bell Road/Wilsonville Road) and traffic control needs (Bell Road/Grahams Ferry Road is currently a four-way stop) that warrant attention. We recommend these be addressed at this time to better prepare for the future transportation demands in this area.

To conclude, we have no objections to the proposal and want to thank you for the opportunity to participate in these proceedings. Should you have any questions or wish to further discuss this matter, please feel free to contact me directly at (503) 353-4508.

Cordially,

  
John Borge, Principal Planner  
Land Use and Environmental Planning

**Addendum Staff Report dated March 5, 2003 for the March 12, 2003 Special Planning Commission meeting with attachments:**

- E. "Errata Sheet" File No. 02PC06**
- F. "Rolling Log – Responses to Testimony from the February 12, 2003 Planning Commission Public Hearing on the Villebois Village Concept Plan (20PC06)"**
- G. "Criteria" File No 02PC06A**
- H "Conclusionary Findings" File No. 02PC06A**

**Exhibit 18: A letter dated March 6, 2003 from Scott Awbrey of the Living Enrichment Center.**



City of

**WILSONVILLE**  
in OREGON



30000 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax  
(503) 682-0843 TDD

**WILSONVILLE PLANNING DIVISION**  
**Wilsonville Planning Commission**  
**STAFF REPORT**  
**ADDENDUM**

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**HEARING DATE:** March 12, 2003

**DATE OF REPORT:** March 5, 2003

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**APPLICATION NO.:** 02PC06

**REQUEST:** Adoption of the *Villebois Village Concept Plan* (File No. 02PC06A), a conceptual land use plan to guide creation of a phased development generally described as a mixed-use urban village (residential/commercial) that integrates land use, transportation, and natural resource elements, providing approximately 2300 housing units. The *Villebois Village Concept Plan* is proposed as a refinement to Wilsonville's Dammasch Area Transportation-Efficient Land Use Plan (DATELUP).

**LOCATION:** Approximately 520 acres bounded on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen, and west to the current City limits.

**LAND USE DESIGNATIONS:** Wilsonville Comprehensive Plan Map Designations: Area of Special Concern "B", "Public Lands," "Industrial"; Clackamas County Comprehensive Plan Map Designation: "Agricultural"

**ZONING DESIGNATIONS:** Wilsonville Zone Map Classifications: "Public Facilities," "Residential-Agricultural Holding"; Clackamas County Zone Map Classification: "Exclusive Farm Use"

**APPLICANT:** City of Wilsonville and Costa Pacific

**STAFF REVIEWERS:** Barbara Coles, Maggie Collins, Paul Cathcart, Chris Neamtzu, Eldon Johansen, Paul Lee

**DESCRIPTION OF ACTION:** Adopt the *Villebois Village Concept Plan*, a refinement to the Dammasch Area Transportation-Efficient Land Use Plan as an ancillary document to the Wilsonville Comprehensive Plan

**ATTACHMENTS & EXHIBITS:** See last page of this Report. Oversize exhibits and attachments are available for review in the Planning Department and will be presented at the public hearing.

**BACKGROUND:**

See the Staff Report dated February 13, 2003 for background information and rationale.

The Planning Commission held its first public hearing on the proposed *Villebois Village Concept Plan* on February 20, 2003. Several people testified and Commissioners asked questions of the Planning Staff and the Master Planning team.

This staff report adds to that record by including:

- **A list of proposed corrections and small edits (errata) to the Draft *Villebois Village Concept Plan*, proposed by the Planning Division staff (Attachment E)**
- **A set of responses to questions from the public testimony and Planning Commission from the February 20, 2003 public hearing (Attachment F)**
- **A set of Findings and a Conclusionary Finding (Attachment G for list of criteria; Attachment H for findings document)**

**AGENCY RESPONSES:**

The City has received responses from Oregon Department of Transportation and the Federal Department of Energy, both voicing no concerns regarding the proposed *Villebois Village Concept Plan*.

**STAFF RECOMMENDATION:**

Staff recommends that the Planning Commission recommend to the City Council the adoption of the amended *Villebois Village Concept Plan* (File No. 02PC06A) as a refinement and update of the Dammasch Area Transportation-Efficient Land Use Plan, to be applied to Comprehensive Plan Special Area of Concern B, and to be used as the basis for developing implementing regulations, actions, and funding. If the Planning Commission makes a recommendation to approve this application, staff recommends the following Implementing Policies and Directives:

Implementation Goal 1.0 The *Villebois Village Concept Plan* and Implementing Goals, Policies, and Directives shall be used to guide development of the Villebois Village Master Plan and supporting Comprehensive Plan and Plan sub-element amendments required for future urbanization.

Implementation Policy 1.1 The *Villebois Village Concept Plan* shall be developed with the following legislative actions:

- A) Amend the Wilsonville Comprehensive Plan by adding Policies and Implementing Measures to guide development of the *Villebois Village Concept Plan*
- B) Adopt a Villebois Village Master Plan as an Implementation Guide to the *Concept Plan*
- C) Amend the Comprehensive Plan Map by creating a new map designation of "Residential-Village" to be applied to the area to be developed under the *Villebois Village Concept Plan* and Villebois Village Master Plan.

Implementation Goal 2.0 In accordance with the Memorandum of Understanding between the City of Wilsonville and Illinois LLC, the Villebois Village shall be master planned as a complete community that integrates land use, transportation, and natural resource elements. A complete community will have a mixed-use Village center that incorporates transit oriented development; residential housing stock that supports a wide range of income levels and housing choices including for-sale and rental options; pedestrian-friendly multi-modal transportation choices that incorporate transit-oriented development to reduce total vehicle trips; and opportunities for employment, recreation, access to open space, civic activities and other uses which foster a sense of community.

Implementation Policy 2.1 The Villebois Village Master Plan shall provide for approximately 2,300 dwelling units at the time of full build-out.

Implementation Policy 2.2 The Villebois Village Master Plan shall provide for community housing consistent with Oregon Revised Statue 426.508.

Implementation Policy 2.3 The Villebois Village Master Plan shall include redevelopment of the former Dammasch Hospital building provided that it does not create conflicts with the overall development plan.

Implementation Policy 2.4 The Villebois Village Concept Plan anticipates a phased development. The Village Master Plan shall be reviewed at each phase for consistency with the *Villebois Village Concept Plan*.

Implementation Policy 2.5 The Villebois Village Master Plan shall incorporate a Finance Plan that includes a capital improvements list, cost estimates, phasing, funding programs, and responsibilities.

Implementation Policy 2.6 The Villebois Village Master Plan shall be consistent with the Governor's Quality Development Objectives and the Governor's Liability Initiative.

Implementation Policy 2.7 The Villebois Village Master Plan shall include the protection of natural resources and provide for green spaces and other public spaces including a public school.

Implementation Policy 2.8 The Villebois Village Master Plan shall develop a method for directing and controlling architectural standards for development.

### **Implementing Directives**

1. Identify and map ZROZ and flood plain boundaries cooperatively with the City. Proposed encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information is provided on boundary delineations. Adjustments in plans, street alignments, and intersections, as well as rainwater facilities and pathways will be made to comply with SROZ and flood plain regulations.
2. Develop a program that identifies potential wildlife habitat corridors (especially for river-connected wildlife) and addresses a strategy for habitat preservation or maintenance to mitigate impacts with the urban environment.
3. Identify ownership and specific interagency arrangements for Parks and identified open spaces in the *Villebois Village Concept Plan*.
4. Demonstrate compliance with all Comprehensive Plan sub-elements. In particular, the *Villebois Village Concept Plan* supporting documentation states that as different mix of open space is proposed than is recommended in the City's Parks Plan. Supporting analysis, including why the Parks Plan should not apply and why the proposed mix is better is to be provided.
5. Review the *Villebois Village Concept Plan* supporting documentation for internal consistency and consistency with the adopted *Concept Plan*. For example, Table 2.3A Soil Types Within the Villebois Planning area lists Canderly sandy loam as prime farmland if irrigated. However, the text below the table lists Canderly sandy loam as prime farmland if drained. Which one is correct?
6. Review historical and cultural resource information for most current information.
7. Develop a plan for assessing damage and developing mitigation methods for long-term management of protected trees.
8. Identify the locations of the Areas of Limited Conflicting Use. Identify the proposed limited development impacts to these areas.
9. As depicted on Figure 1.2A and described in the supporting text, the *Villebois Village Concept Plan* anticipates potential access by a path or lane through the Wilsonville Tract. A path is proposed to connect the Tract with Villebois, but a

road (lane) is in conflict with the intent of the Metro Greenspaces program.  
Delete reference to the lane.

10. Coordinate with the City for the inclusion of newly delineated wetlands. The wetland delineation in Figure 2.3D of the *Villebois Village Concept Plan* supporting documentation has identified a number of wetland areas that are not included in the City of Wilsonville's Local Wetland Inventory. Pursuant to Section 4.139.09(.02), three criteria have been established for adding wetlands to the City's Significant Resource Overlay Zone (SROZ) Map. If any of the delineated wetlands (Oregon Division of State Lands approved) meets one of the three criteria, it shall be added to the SROZ.
11. Identify "future use of the Coffee Creek Lake wetland complex" as discussed in the Villebois LLC response to Implementation Measure 3.1.11.p. Develop a plan for restoring the Coffee Lake Creek wetland complex and the forested wetland area north of LEC, as discussed in Section 2.3.1.11 of the *Villebois Village Concept Plan* supporting documentation. It should describe the restoration work, who will be responsible for the work, and respond to regulatory requirements.

ATTACHMENTS:

ATTACHMENT E  
ERRATA SHEET  
File No. 02PC06

The following were read into the record at the Planning Commission hearing on February 20, 2003:

Villebois Village Concept Plan (02PC06A)

(**Bold** indicates new language)

1. Page 8: Last line to read: "its devotion to preserving natural **areas** and open space..."
2. Page 10. Third line to read: "...density of over ~~4~~ **12** units..."
3. Page 11. Fourth line from bottom to read: "...Figure 4 – **Concept** Villebois Village ~~Concept~~ **Center Land Use Plan**"
4. Page 13. Add **South Neighborhood Park** to the bullet list  
Page 13. Second set of bullets: Amend "Basin A drains to Coffee **Lake** Creek"
5. Page 15. Correct spelling of "Tonquin"
6. Page 17. First paragraph under "Parks and Open Space," correction: "Significant ~~Natural-Resource~~ **Natural-Resource** Overlay Zones"
7. Page 19. Add "South Neighborhood Park" at top of page
8. Page 20. Second paragraph: Change: ~~Mill Arrowhead~~ **Mill Arrowhead** Creek
9. Page 22. Add **Storm Water Master Plan** and description
10. Page 25. Add definition of "Stormwater Management"
11. Figure 6. Identify by different color for southerly properties that are in "open space" or are part of the Wilsonville Tract
12. Figure 7. Change Legend: "City ~~Storm Drain~~ **Stormwater** Master Plan Project
13. Figure 8. Match the color of the Legend green to actual Map color green

February 13, 2003 Staff Report (02PC06)

(**Bold** indicates new language)

1. Page 7. Second bullet: Change "flows" to "process"  
Page 7. Fourth bullet: Add "carries with it a **requirement for a Finance Plan**"
2. Page 10. Add: "Jones, Robert and Susan, Tax Lot T3SR-31W14C00300"  
Page 10. Correct "Tax Lot T3SR-31W15-00390" to "Tax Lot T3SR-31W15-00380"
3. Page 15. Change "January 15, 2003" to "February 20, 2003"
4. Page 16. Add: "**February 10, 2003 – Villebois**  
**Presented an overview of planning to date and most recent figures and renderings. Reviewed the public hearing processes. Approximately 70 people in attendance.**"

**Attachment F**

**ROLLING LOG**

**Responses to testimony from the February 12, 2003  
Planning Commission public hearing on the Villebois Village Concept Plan  
(02PC06)**

The following are Staff's responses to testimony received on the Villebois Village Concept Plan (02PC06) at the February 12, 2003 Planning Commission meeting in the order in which testimony was received. Much of the testimony received in this public hearing centered on the provision and timing of public facilities for the proposed Villebois project. In response to these questions, staff has provided a definition of concurrency and summary of how the issue of concurrency relates to the legislative hearings for Villebois. Please see page 15 of this document.

***Mrs. Doris Wehler:***

Stated that the Villebois team had conducted good public outreach and read a portion of the letter entered into the record from the Wilsonville Chamber of Commerce Board of Directors supporting Urban Renewal.

**Staff Response: None**

***Mr. Bob Weaver:***

1. Will the development of Villebois require an increase in sewage treatment plant capacity and who will pay for it? Will the increase require a bond and an increase in property taxes? Should Villebois be responsible to pay for that?

**Staff Response:** An increase in wastewater treatment plant capacity had been projected for the 2011 timeframe prior to discussion of the Villebois development. It is anticipated that this date would move forward with Villebois; however the extent of the move is unknown. The City will collect sewer systems development charges for the development at Villebois as we do from all other new developments to pay for their proportionate share of additional capacity. The sewer systems development charge also includes a reimbursement component to collect for their fair share for use of existing plant or sewer line capacity.

2. Has the City Council made any commitments to pay for the public infrastructure necessary to serve the Villebois development?

**Staff Response:** No. The City is developing a public/private financing plan with Villebois for the infrastructure necessary to support the concurrency requirements

of Villebois. The plan and development agreement will be approved by the City Council.

3. Will the use of urban renewal at Villebois have any impacts on homeowner's property taxes?

**Staff Response:** No. If a new district is formed for Villebois, then the future property taxes generated by new construction within the district boundary will be converted into a bond.

**Mr. Clark Hildum-**

1. Concerned that Villebois pay its way, and encourages bike and pedestrian trails.

**Staff Response:** The concept plan proposes trails that are consistent with the City's adopted Bicycle and Pedestrian Master Plan and the Parks and Recreation Master Plan. The on-site trail plan proposes to connect the Tonquin Geologic area with the Wilsonville Tract and is generally consistent with the regional trails plan for the Tonquin Trail. There are various pedestrian access points depicted in the concept plan that encourage connectivity. Public streets within Villebois will be required to be consistent with street standards.

2. How will the formation of an urban renewal district at Villebois affect the rest of the citizens' taxes?

**Staff Response:** If a new district is formed for Villebois, then the future property taxes generated by new construction within the district boundary will be converted into a bond. Citywide property taxes should be unaffected.

**Mrs. Nancy Downs:**

Does not support the development at this time, due to a lack of roads. Concerned about truck and construction traffic going to Villebois. Submitted a map of north Wilsonville (Exhibit #16) showing a possible entry for this traffic from the north along Day Road south to Grahams Ferry Road.

**Staff Response:** Much of the heavy equipment to be used in the development of Villebois will be mobilized and moved to the site one time to construct various phases of the project. There will still be many deliveries of material that will cause traffic impacts. The Villebois team should strongly consider alternative access points to the site during construction to minimize traffic on local streets and problem areas like Wilsonville Road. See Villebois response (Mr. Kadlub) on page 9.

**Mr. Ken Rice:**



Lives close to the project site and is supportive of the project. Supports the Barber Street extension into the site. Had concerns about Brown Road that were addressed by the applicant through the Villebois public meeting process.

**Staff Response:** None

***Representative Jerry Krummel:***

Gave a brief overview of DATELUP, and spoke to the significance of this project in the context of the state and region and Metro's 2040 Growth Concept. Stated that he supports the project.

**Staff Response:** None

***Mr. Roger Woehl, Superintendent of the West Linn Wilsonville School District:***

1. Commended the planning of the site. Stated that the School Board had not yet taken an official position on the project. Stated that DATELUP provided 10 acres for the future primary school on the site, and that this plan only provided 6.4 acres, which is too small. The District needs 7 acres of land for parking and structures and another 3 acres for outdoor recreation and sports fields. Stated that the long-range facilities plan identifies a 10-12 acre site. The School District requests at least 10 usable acres be identified for the future school.

**Staff Response:** The Villebois team should continue to work with the West Linn/Wilsonville School District to identify a site within Villebois for a future primary school that meets the needs of the School District. See Villebois response (Mr. Kadlub) on page 9.

2. Where would the money come from to build a new school needed to serve the Villebois development? Another school bond?

**Staff Response:** Staff and the applicant are not in a position to answer this question. It is a decision of the School District as to how to fund future schools.

***Mr. Daniel Kronowski:***

Concerned about light pollution from the project. Suggested screening of the lights within the project.

**Staff Response:** The Villebois team should be aware of these concerns and should take steps to design a lighting plan that will not result in excessive light pollution. It should be noted that review of specific lighting styles and illumination levels would be done as part of site specific development proposals, which is a quasi-judicial public hearing before the City's Development Review

Board. This level of detail is more appropriately addressed in the development of Development Code language for the Village Zone (application 02PC08).

**Recommendation:** In order to track all issues through the decision-making process, Staff recommends that this item be considered during the development of the Village Zone language for the Development Code.

**Ms. Sherri Young:**

1. Concerned that not all of the property owners in the study area had signed on as part of the application. She wants to make sure that all of the developers of this property are held to the commitments that are made as part of the process, such as restoration of wetlands.

**Staff Response:** The Young property, the Living Enrichment Center, and the Jones property are considered for this refinement of DATELUP as these properties were included in the adopted part of the DATELUP plan. These properties will not be included in subsequent applications of Villebois project (02PC07 and 02PC08 unless the property owners request inclusion in the project. Also see Villebois and staff responses (Mr. Iverson and Ms Collins respectively) on page 13.

2. Concerns were raised about the downstream impacts of "restoring natural flows" of stormwater into their historic basins, particularly in events such as the 100-year flood. Suggested that the applicant needs to show the stormwater and flooding impacts of the project on downstream properties. An Exhibit was submitted of a portion of a FEMA map for Seely Ditch, just north of Wilsonville Road with annotations on it.

**Staff Response:** The developer will need to provide sufficient engineering analysis by a professional engineer to ensure that the "restoring natural flows" does not result in flooding. The developer will be held to the conditions that are imposed as part of the approval process including the restoration of wetlands should this become a condition of approval.

3. She wants to be sure that capacity in existing infrastructure such as sewer lines is not totally absorbed by this project, and that there is still available space for existing vacant property.

**Staff Response:** We would ensure that any existing vacant property that has paid for construction of sewer line capacity would be able to use that capacity. We are researching the Seely Ditch trunk sewer to see if there are properties that have paid for capacity in the line. Secondly, we either have the developer construct additional capacity or pay for a proportional share of the cost of future line capacity in those cases when there will be sufficient capacity to provide for several years of growth but for which ultimately an additional line will be required.

**Mr. Howard Busse, Living Enrichment Center:**

Supports the Villebois project. Requested that the Commission look at the Public Facilities plan and zone designations as part of the Village Plan to make sure that it allows for the uses currently undertaken by the Living Enrichment Center.

**Staff Response:** Comprehensive Plan map and zoning for the Villebois project study area are not being considered as part of this application. The Living Enrichment Center was included in the DATELUP. Inclusion of LEC in the concept plan is only for the purpose of comparing DATELUP to the Village Concept Plan. The LEC will not be included in the applicant's proposal for Comprehensive Plan map or zone map re-designation. Should the LEC wish to consider the appropriateness of their zoning for its use, this will need to be accomplished under a separate application to the Development Review Board.

**Mr. Tim Knapp:**

1. Supports the plan concepts and encourages master planning of the site. Raised the fact that the definition of "streets" contained in the concept plan is different from the one contained in the Transportation Systems Plan (2003). Questioned why deviating from the street standards gave the City better design.

**Staff Response:** All planning for the Villebois project is conceptual at this stage (application 02PC06). The applicant's Conceptual Street Plan (Figure 5) lays out a street system to accommodate the proposed development within Villebois' urban village. Staff anticipates that the deviations from the street standards for the minor arterials, major collectors, and minor collectors will be very minor. The principal deviation would likely be a plan to delete the left turn lane from the roads that cross Coffee Lake in the crossing area since left turns will not be allowed. With regards to the local streets within Villebois, we do anticipate that there will be deviations from the cross-sections indicated in the Transportation Systems Plan. Deviations are allowed per the draft Transportation Systems Plan provided that the developer provides adequate justification to the reviewing body. Staff concurs that a Traffic Improvement Plan that indicates that improvements required with each of the planned phases should be developed. That plan is being developed at this time and will be used in developing the infrastructure needs for the financial plan.

2. Suggested that the amount of green space was admirable, but that the bike/pedestrian linkage along the southeast side of the trail system needed work.

**Staff Response:** The 2020 Bicycle and Pedestrian Plan contained in the draft TSP (Figure 5.4) identifies a Minor Off-Street Bike/Pathway along Seely Ditch from approximately the eastern terminus of Evergreen Street south to the southern

(proposed extension of Kinsman). The Concept Parks and Open Space Plan (Figure 6 of 02PC06a) proposes a connection of Villebois' trail system with this Minor Off-Street Bike/Pathway.

3. Suggested that the traffic generated by the project is a problem, although there is no study of the impacts yet. Suggested that there should be a traffic improvement plan relative to the planned phases and an improvement schedule.

**Staff Response:** At the time of this response, a traffic study for the proposed project has not been completed. Staff and the applicant anticipate completion of the traffic study for the project in time for consideration in application 02PC07 (Comprehensive Plan update). It should be noted that the applicant anticipates a build out period for Villebois of seven to 12 years through a phasing of the project. The traffic generated from the anticipated 2300 to 2400 housing units will be added to the City's street network over this time period. Like all other new development in the City, the Villebois project will need to demonstrate that adequate public facilities will be available concurrent with the proposed project as part of the quasi-judicial land use approval. Each phase of the project that seeks final land use approval (quasi-judicial approval – Stage II Final Plan) will need to demonstrate that adequate public facilities are available prior to occupancy of the project. In the case of streets, the City's Development Code allows development if the needed street mitigation is within the two year budget of the City's Capital Improvement Program. The traffic study conducted for each phase of the proposed project will determine the needed transportation system improvements.

4. Requested that there be a definition of "flex space".

**Staff Response:** See definition of page 23 of the Villebois Village Concept Plan. The issue of flex space will be further addressed in the development of the Village Zone designation as part of application 02PC08. See Villebois response (Mr. Ragsdale) on page 15. of this document.

**Mr. Lonnie Geiber-**

Raised concerns about off-site infrastructure and associated costs, as well as taxes. Asked what the costs to the public will be related to the development of this area. Suggested that the public needs to know the options. Referred to a study by John Charles of the Cascade Policy Institute regarding the transit oriented designed neighborhoods.

**Staff Response:** City staff is developing an infrastructure financing plan that balances the public/private efforts in meeting concurrency requirements. The

details of the plan will be established in the next 100 days. The plan will receive public review prior to any formal agreements. Currently under consideration are the use of a combination of private moneys, local improvement districts on property within Villebois, system development charges generated by Villebois construction, tax increment financing of future property taxes generated by Villebois property, and state and federal grants.

***Commissioners Questions of Villebois, LLC:***

*(Note: the following summarizes the response given by staff of Villebois, LLC to Planning Commissioners' questions during the February 20, 2003 public hearing of 02PC06a. For the full response to these questions, please see the minutes of the February 20, 2003 Planning Commission meeting.)*

***Bob Weaver testimony:***

1. Commissioner Ludlow: Mr. Weaver expressed concerns about infrastructure needs, the sewer capacity in particular. There had been a recent expansion of the wastewater treatment plant. When the Villebois development would necessitate another expansion of the wastewater treatment plant.

**Villebois Response (Mr. Palmer)**: Villebois, LLC is working with City staff on an ongoing basis to itemize all of the Capital Improvement requirements and phasing requirements for all infrastructure including sewer, streets, storm drainage and water, to service Villebois. Specific answers about the sewer capacity cannot be given at this preliminary stage but this matter is "on the table."

2. Commissioner Ludlow: Who makes the decisions about concurrency; is concurrency a "scientific process" or simply an opinion?

**Villebois Response (Mr. Palmer)**: The City's Community Development Director, Eldon Johansen, would have to answer that question. The City has concurrency requirements and it is an element that is being evaluated currently by the City staff and the City consultant staff as to which projects have to be in place as the Villebois phased development occurs. The list of projects has been itemized, cost estimates are being prepared, and funding programs being styled; it is an ongoing process.

3. Commissioner Ludlow: Who drafts concurrency; the Planning Commission or is this only done by the City Engineering staff?

**Villebois Response (Mr. Palmer)**: City staff drafts the concurrency, not the Villebois, LLC team.

***Clark Hildum testimony:***

1. Commissioner Ludlow: Mr. Hildum asked questions regarding the sewer capacity and that Villebois was to pay its way. Mr. Hildum also expressed concern how the City is lacking connecting bicycle and pedestrian trails. It had been mentioned that the bicycle and pedestrian connectivity was wonderful but connectivity with the rest of the City may be lacking.

**Villebois Response** (Mr. Iverson): Villebois, LLC has worked hard to make connectivity within the Villebois community. The question is how much is the City going to do to continue the process.

2. Chair Iguchi: The Planning Commission had just recommended the Transportation Systems Plan to the City Council which encourages connectivity throughout Wilsonville and connections with the proposed Villebois area.

**Villebois Response** (Mr. Iverson): It had been stated at a previous presentation on Villebois to the Planning Commission that they wanted Villebois to go beyond Villebois and they will continue to look beyond and will work with the City.

3. Commissioner Wortman: Encouraged Villebois, LLC to maintain contact with Metro and their draft plans for the Wilsonville Tract for integration of the bicycle and pedestrian trails.

**Villebois Response** (Mr. Kadlub): The "Concept Street Plan Map" shows 16 connection points at the perimeter of Villebois connecting to the City's transportation system. Each connection has pedestrian and bicycle connections. The City should continue these connections on and build the pedestrian and bicycle transportation system up to, and beyond, the edges of Villebois.

***Nancy Downs testimony:***

1. Commissioner Ludlow: Is the concept of a Barber Street overpass over the freeway to connect with Town Center Loop West still being considered? If so, at what point of the Villebois development would it be built?

**Villebois Response** (Mr. Kadlub): The Barber Street overpass was in an early vision of Villebois based on their perception of what they thought would work to help connect the east and west sides of Wilsonville. The Wilsonville Freeway Access Study and the TSP indicated that the Barber Street overpass is not necessary for a traffic solution for Villebois traffic. If it is required in the future, it will be for other reasons. It is not in the Villebois plans.

2. Commissioner Ludlow: referred to Ms. Down's proposed route for Villebois construction truck traffic and suggested that large equipment could not be taken under the railroad trestle on Grahams Ferry Road, but questioned whether dump trucks could fit under the railroad trestle.

**Villebois Response (Mr. Kadlub):** The big equipment will be moved onto the site at one time and stay there until the first phase is completed. Villebois, LLC will encourage the contractors and subcontractors to use Day Road to Grahams Ferry Road rather than Wilsonville Road. There is an existing road on the site from the original Dammasch facility that connects with Grahams Ferry Road. He hoped that the City would grant an easement to use that road for construction traffic even though it won't be improved to City street standards during the first phase of development.

3. Commissioner Ludlow: questioned which portion of the Villebois development would encompass the 200 homes.

**Villebois Response (Mr. Kadlub):** This detail has not been finalized yet as this is not part of the 02PC06 application. This information will be presented as part of the 02PC07 application. Generally speaking, the 200 homes would be built on the southern end of the community and ultimately the phasing will mushroom out from there.

***Daniel Kranowski testimony:***

1. Commissioner Hinds asked if lighting fixture standards for Villebois had been determined yet.

**Villebois Response (Mr. Iverson):** The concept of "dark sky" is being considered. Villebois, LLC wants Villebois to be a safe community and as streets become more narrow, such as those being proposed in Villebois, lighting will become less of a problem. Previous developments Mr. Iverson has worked on have installed lights on a light sensor basis and the light pollution is carefully monitored. Specific light fixtures have not been determined yet for Villebois.

***Roger Woehl testimony:***

1. Commissioner Guyton referred to Mr. Woehl's testimony about the too small site for the proposed school and asked Villebois LLC to address this issue.

**Villebois Response (Mr. Kadlub):** Villebois LLC has met with the school district to discuss their needs. The type of housing in Villebois will generate the same number of children that 2300 conventional single-family units might generate. Villebois LLC has talked with the school district about adapting and using some of the existing buildings on the site. The one building being discussed is a two-story building. Villebois LLC hopes that the school district would consider a denser development on the school site as the land is precious. One of the constraints that Villebois LLC has is that there must be a density of 2300 housing units. Every acre taken out development makes the community more dense, which means smaller housing units, resulting in fewer children. Villebois LLC will work with the school district to resolve this issues.

**Villebois Response (Mr. Iverson):** Villebois LLC will look to the issues of the school district and consider a traditional style with onsite parking and congregating uses or they can diversify more and not have such a large development in one place. Villebois LLC wants to meet all their needs, but would like to look at creative ways of doing so.

2. Commissioner Wortman: How will churches or other uses that would take up acreage fit into Villebois?

**Villebois Response (Mr. Kadlub):** Anything other than what is shown in the concept plan would reduce the number of dwelling units or increase the density of the dwelling units. However, Villebois LLC is committed to a diversity of uses in the community. They are pleased that LEC is adjacent to the Villebois community. Incorporating other civic uses such as schools and churches make a more livable and viable community.

3. Commissioner Wortman: suggested that significant planning went into open space but not into public facilities.

**Villebois Response (Mr. Kadlub):** More specific plans will be presented during the discussions about the community village center. There will be a commercial overlay zone in the village center that would anticipate opportunities to "densify" the community by using structure parking which could allow for additional uses such as retail, employment centers, churches and other civic uses within the site. Villebois, LLC will be sharing several studies regarding this issue in the future.

4. Commissioner Wortman: asked Mr. Kadlub to verify if there are plans to use the existing buildings on the site.

**Villebois Response (Mr. Kadlub):** Villebois LLC is studying possibilities for the reuse of the existing buildings. It is their desire to redevelop and reuse the building in an environmentally sensitive way.

5. Commissioner Wortman: This issue is not addressed in the Villebois Village Concept Plan.
6. Commissioner Guyton: There is verbiage, but it didn't go into much detail.

**Villebois Response (Mr. Palmer):** There needs to be more detail about this issue in the Plan.

***Lonnie Gieber testimony:***

1. Commissioner Ludlow: referred to the quarter-mile comfortable walking range concept and DATELUP and the recent proposal to move the commuter rail station and suggested that the commuter rail station still would not be within comfortable walking distance which would not be as it is suggested in DATELUP. As Mr. Gieber



suggested, 82% of the people will use their vehicles access mass transit, this will be insensitive to other transportation modes.

**Villebois Response (Mr. Kadlub):** The comments made by Mr. Charles were without concurrence with the Orenco Station development people and is in disagreement with other independent studies that have been done. Costa Pacific Communities studies have indicated that 22% of the Orenco Station residents use the light rail on a daily basis as compared to 3% to 5% light rail users for other communities of the region. Mass transit is important in the planning process. The new proposed location for the commuter rail station is within a quarter mile to one mile of the Villebois site. Villebois, LLC has been working with SMART for bus routing throughout the Villebois neighborhoods at peak hours to take people to the commuter rail station in order to mitigate for those people that are more than a quarter-mile from the station, as well as connecting to the employment areas.

2. Commissioner Ludlow: The sooner that the Barber Street crossover is complete the better because until it is there is no way to get to the 750-space park-and-rides for both SMART and the commuter rail station without using Brown Road to Wilsonville Road.

**Villebois Response (Mr. Iverson):** The Barber Street extension is a key element in the Villebois plan. It helps to define the neighborhoods. The major difference between DATELUP and Villebois planning is that there is a better understanding of the topography. Villebois is going to try to utilize every opportunity to connect with every mode of transportation that is available.

3. Commissioner Wortman: There is no way that pedestrians or bicyclists to get from Villebois to the employment areas or the park-and-ride lots because the Barber Street extension would be connecting to the City's portion of Barber Street which does not have any bicycle/pedestrian facilities.

**Villebois Response (Mr. Iverson):** Most of the people testifying were commenting about the issues outside of Villebois, not what was happening in Villebois. Villebois can help to give energy to make the other improvements happen.

***Sheri Young testimony:***

1. Commissioner Ludlow: referred to Ms. Young's comments about the storm drainage and asked the Villebois team to comment on the net effect of the downstream events. He also asked for a response to comments that Villebois would restore the wetlands, specifically around the Barber Street crossing of the wetlands.

**Villebois Response (Mr. Palmer):** Villebois, LLC is doing an analysis of the Arrowhead Creek from the Willamette River, through the Wilsonville Tract, to Villebois. A survey has been completed, the first hydrology analysis has been done, and the culvert crossings are being looked at. They are looking at the downstream effects of the Villebois development. The events that they are using for the analysis

go beyond current City requirements. They are looking at the 100-year event down to the 5-year event. They are also looking at the 90% event; the constant impact on downstream receiving tributaries. It is important to Villebois LLC that constant rainfall be retained with Villebois facilities so that for 90% of the time, the downstream receiving bodies do not see the effect of the development. As to flood control and storm drainage, Villebois, LLC will meet every test of that through the use of detention facilities with controlled releases. The releases have to be at or below the capacity of the downstream facilities even if the facilities such as the culverts have to be replaced and upgraded so that they have adequate capacity. Part of the Boeckman Road extension will be included the study of the 100-year floodplain. The downstream analysis that they are doing, and the downstream analysis that is being done for the Boeckman Road extension across Coffee Lake Creek, will have the answers as to what the downstream impacts are and the improvements that will be required upstream as a part of the infrastructure requirements.

2. Commissioner Hinds: asked staff to clarify that the Concept Plan is not a detailed plan of everything that is going to happen on Villebois. Some of the testimony that was presented tonight is specific in nature and other testimony pertains to things that are outside of the Villebois planning area. She asked if the Commissioner's concerns could be addressed at the next meeting.

**Staff Response** (Ms. Collins): stated that this could happen. She explained that staff's recommendation is to continue the Public Hearing to March 12, 2003 and that it be opened up for more testimony and for answers to the questions asked thus far. Staff recommendations and findings will also be presented at the March 12, 2003 meeting. There will be written responses to all of the questions from tonight.

**Sheri Young testimony (continued)**

**Villebois Response** (Mr. Ragsdale): The Villebois development will participate in approximately \$100 million of off-site infrastructure costs for the infrastructure that will be impacted by the Villebois development; a combination of sewer, water, and transportation improvements. In some cases, Villebois won't be the major contributor to the increase load on the infrastructure, but they do need to be funded. Villebois, LLC is working on a combination of funding sources where the private developers will be paying approximately \$50 million for their infrastructure costs. This cost may be relating to nearly 100% of the onsite costs. The additional \$50 million will be a package of different funding techniques including Urban Renewal funding, State and Federal funding and other types of funding. Identification of where all the funding is coming from is ongoing.

3. Commissioner Ludlow: Please address Ms. Young's concern about those property owners that have not agreed to be part of the Villebois, LLC.

**Villebois Response (Mr. Iverson):** The Young property is going to be taken out of the Villebois Plan.

**Staff Response (Ms. Collins)** explained that the Young property, LEC, and the Jones property are considered for this refinement of DATELUP because they were properties that were included in the adopted study area for DATELUP. The land acreage comparison between DATELUP and the Villebois Village Concept Plan needs to be the same; 520 acres to 520 acres. The Villebois Village Concept Plan is the most generalized plan. The Concept Plan, if adopted, does not affect the permitted uses, the zoning, or the Comprehensive Plan Map designation on the three properties. It needs to be real clear that if those property owners wish to change uses or to be part of this Concept Plan in the future, it would be their right and privilege. The Young, LEC and Jones property will not be included in the consideration for the 02PC07 Comprehensive Plan Map amendment. Legally, the City does not believe that taking action on any of the proposals limit property owners who have not agree to have Villebois serve them as an agent for land use issues. Ms. Collins suggested that there is no violation of the City's planning and zoning regulations.

4. Commissioner Wortman: Are the Young and Jones properties part of the 197 net developable acres?

**Staff Response (Ms. Collins):** They are not.

**Tim Knapp testimony:**

1. Commissioner Hinds: How does the Concept Plan and the resulting roads to be built to accommodate Villebois reconnect the east and west sides of Wilsonville?

**Villebois Response (Mr. Ragsdale):** Villebois, LLC is trying to address solutions to the transportation problems. One of the requirements of Villebois will be improvements to the Wilsonville Road/I-5 interchange.

2. Commissioner Wortman: Figure 3 "Concept Composite Land Use Plan" map in the Villebois Village Concept Plan indicates density proposals for Villebois development. The Village apartments are 20 to 24 dwelling units per acre and the Condos are 51 dwelling/acre, which are 2 to 2 ½ times the density of apartments. How can this concept be explained?

**Villebois Response (Mr. Iverson):** Parking controls the density. When there is a density of 20 units/acre, then parking is on grade. When there is a density of 50 unit/acre, parking is under the buildings; acreage is not being taken up by parking.

3. Commissioner Wortman: DATELUP has a goal of affordable housing. How is affordable housing addressed in the Villebois development?

**Villebois Response** (Mr. Ragsdale) Affordable housing is addressed in two manners; unit size and subsidized programs. Villebois, LLC has not explored tax break programs, but intend to pursue this opportunity. Villebois, LLC will have smaller units that are labeled as affordable. There will be units of 800 sq. ft. or less in the more dense areas. There will also be using "carriage" units over garages in the residential areas.

4. Commissioner Wortman: Affordable housing in DATELUP was dealt with ownership of homes, not affordable apartments. Will Villebois have what a reasonable person would consider affordable housing?

**Villebois Response** (Mr. Iverson): Specific costs are unknown at this time, but diversity is the key to affordability. Single-family homes are not the only housing unit that will be for sale. The market indicates that there can only be so many apartments, and that there is a demand for "for sale" units, and Villebois will have affordable units.

5. Commissioner Wortman: There are people who work in Wilsonville cannot afford to live in Wilsonville.

**Villebois Response** (Mr. Ragsdale): While Villebois, LLC does not have the housing cost numbers yet, but by the time 02PC07 and 02PC08 and the development applications are before the City, they will be required to have more specificity in order to answer affordability question.

6. Commissioner Ludlow: There could be tax abatements with Urban Renewal. Are subsidies similar to tax abatements?

**Villebois Response** (Mr. Ragsdale): Villebois LLC has not looked at tax abatements as a strategy. They have contemplated federal tax programs that are available for developers for bringing rent and sale prices down.

7. Commissioner Hinds: referred to Mr. Knapp's comments about the upscale appearance of the Villebois concept and asked if the commercial village center and parks would be exclusive to Villebois residents.

**Villebois Response** (Mr. Ragsdale): Villebois, LLC will actively try to attract people from outside of Villebois. In order to attain vibrancy of a true village center, people from the outside have to come in.

**Villebois Response** (Mr. Iverson): It is hoped that the neighborhoods south of Villebois will be regular visitors to Villebois amenities. He discussed how Orenco Station is considered as a destination for others than those living there.

8. Commissioner Ludlow: Referred to Mr. Knapp's concern about equity regarding flex space and mixed-use areas. He noted that Villebois has proposed more of such

spaces than what is currently allowed in the City. He asked that if flex space and mixed used would be assigned to urban villages and not necessarily to existing zoning.

**Villebois Response (Mr. Ragsdale):** Villebois, LLC, in consultation with City staff, decided to limit the zoning issues to the Villebois Village. Villebois, LLC will be coming to the Planning Commission with zoning requests that will allow this concept to be built. The City can decide if they wish to apply the zoning to other areas of city.

***Lonnie Gieber testimony:***

1. Commissioner Ludlow: Asked for a response regarding Mr. Gieber's testimony about the tax burdens, school debt service and infrastructure; the economic impact that Villebois will have on Wilsonville.

**Villebois Response (Mr. Ragsdale)** Concurrency issues relating to the transportation system and Villebois development have been raised numerous times during the public meetings that Villebois, LLC has been conducting . Villebois, LLC will not be seeking General Obligation bonds, which would increase property taxes, to fund its development. Villebois, LLC is trying to develop strategies where the development pays for all the infrastructure needs with the assistance of an Urban Renewal financing technique.

2. Commissioner Ludlow: Question regarding the jobs/housing imbalance that exists in Wilsonville. He asked for assurance that the Villebois housing will house people employed in Wilsonville; how will Villebois, LLC guide people who work here to live here.

**Villebois Response (Mr. Ragsdale):** Explained that Villebois, LLC cannot provide assurances about who is going to buy and rent in Villebois. As the freeway becomes more congested, and other road conditions become more severe, more people who work in the nearby job market will want to be living close to their place of employment. The people who have been contacting Villebois, LLC and indicating that they want to move into Villebois are people who already live in Wilsonville and/or are already working in Wilsonville. Significant studies about where people live in relation to where they work indicate that a lot of people do not want to live closer than two or three miles to their job.

**Villebois Response (Mr. Iverson):** When Costa Pacific Homes built the Orenco Station, they went to Intel to make Intel workers aware of the opportunities of Orenco Station. The surveys that they did with Intel people helped to develop the homes that they did. If people live close to mass transit, resulting in lower car costs, this will assist with the affordability of living in Villebois.

**Definition of concurrency.**

Concurrency is the need to provide public facilities and services such as water, sanitary sewer, storm water management, and transportation infrastructure in advance of, or concurrently with, development. Urban development is to be allowed only in areas where the necessary facilities and services can be provided. The demonstration of concurrency for the Villebois Village project can be thought of as a three-step process.

1. Villebois Village Concept Plan (02PC06A). A concept plan depicts the general nature of a proposed development including anticipated land uses, natural resources, public services, and facilities infrastructure. To consider such a project as Villebois Village, the City must first have the appropriate public facilities master plans and capital improvement program in place to identify how and when the public facilities will be provided. The City does have a Comprehensive Plan which contains as sub-elements the requisite facilities master plans and Capital Improvement Plan needed to undertake review of the proposed project. There is no requirement at the concept level for compliance with these various plans. With the approval of the concept plan, a Villebois Village Master Plan may be developed.
2. Villebois Village Master Plan (02PC07B). The Villebois Village Master Plan, a more highly developed and technically detailed representation of the entire project, is evaluated for compliance with the City's Comprehensive Plan and its sub-elements. Amendments to the Comprehensive Plan text and map (02PC07A and C), as well as integration into the Capital Improvements Plan would be proposed to accommodate the Master Plan prior to consideration for urban zoning (02PC08).
3. Development Review. During the Development Review process, the individual developments, which may occur in phases or sub-divisions, need to demonstrate the adequacy of public facilities or that they will be available within two years..

**ATTACHMENT G**

**CRITERIA**

**FILE NO. 02PC06A**

**A. Dammasch Area Transportation-Efficient Land Use Plan,  
Adopted Conceptual Plan**

**B. City of Wilsonville Comprehensive Plan  
Citizen Involvement**

Goal 1.1, Policy 1.1.1

Implementation Measures 1.1.1.a

Goal 1.2, Policy 1.2.1

Implementation Measures 1.2.1.a-c

Policy 1.3.1

Implementation Measures 1.3.1.b

**Urban Growth Management**

Urban Growth Boundaries

Goal 2.1, Policy 2.1.1

Implementation Measures 2.1.1.a-c, f

Policy 2.2.1

Implementation Measures 2.2.1.b,f,h

**Public Facilities and Services**

Goal 3.1

Implementation Measure 3.1.1.a

Paying for Needed Facilities and Services

Policy 3.1.3

Sanitary Sewer Plan

Policy 3.1.4

Water Service Plan

Policy 3.1.5

Roads and Transportation Plan

Implementation Measures 3.1.6.a, c, e, o, s, t

Storm Drainage Plan

Implementation Measures 3.1.7.d, i, j

Parks/Recreation/Open Space

Policy 3.1.11

Implementation Measures 3.1.11.a, b, d-g, i- k, o, p, s

**Land Use and Development**

General Development

Goal 4.1

Implementation Measure 4.1.1.k

Commercial Development

Implementation Measure 4.1.2.g

Residential Development

Implementation Measures 4.1.4.b-d, 1, o, p, t, x, y

Environmental Resources and Community Design

Implementation Measures 4.1.5.a, c, e, h-m, r, t, z, aa-cc, ff-hh

**Area of Special Concern B**

**C. City of Wilsonville Planning & Land Development Ordinance**

Sections 4.008-4.030, 4.032(.01)(B), 4.033(.01)(B), 4.198 (A-D)

**D. Metropolitan Service District**

Metro Urban Growth Management Functional Plan Titles 1-3, 6, 7, 11

**E. State of Oregon**

Statewide Planning Goals & Guidelines 1, 2, 5-14

Oregon Revised Statute 426.508;



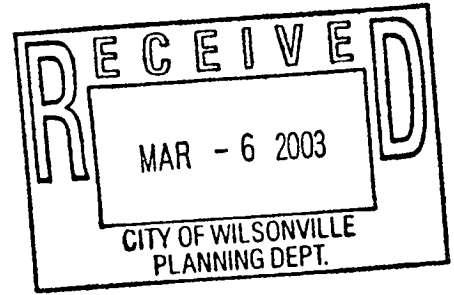
**Attachment H. "Conclusionary Findings" File No.  
02PC06A**

*The Conclusionary Findings have been included in the  
City Council Staff Report.*



**LIVING  
ENRICHMENT  
CENTER**

*Healing lives and building dreams*



March 6, 2003

## Exhibit 18

Wilsonville Planning Commission  
**ATTN: Linda Straessle**  
30000 SW Town Center Loop E  
Wilsonville, Oregon 97070

RE: Villebois Village Concept Plan

Dear Chairperson Iguchi and members of the Wilsonville Planning Commission:

Living Enrichment Center is very enthused about the Villebois Village Concept Plan. We believe that it represents a terrific opportunity to develop a whole neighborhood; one that is livable, balanced, and unique.

There are, however, two general areas of Wilsonville's present land use plans that cause us concern. First is the way our property is currently zoned. The zoning was done years ago as a temporary measure and was never corrected. The details of that zoning do not well fit the past, present, and especially the planned or foreseeable future uses of our property. The current zoning does not allow us the flexibility we need to operate our church. It blocks us from opportunities that could complement the Villebois project and offer revenue sources to help support Living Enrichment Center, and it negatively impacts our ability to finance our property.

We support the city's goals regarding the proposed Villebois project with Village Zoning. As a major contiguous land owner, we deeply care about the health and vitality of the city in which we live.

Our second concern is that of the SROZ overlay. Our understanding is that this severe overlay was not mandated by statute, but was adopted as a matter of City policy. It concerns us as a practical matter because it deprives us of the ability to productively utilize our property, and to also make full use of a balance sheet asset that helps finance our church. We operate as a volunteer organization and did not understand the impact of the overlay at the time it was established.

Living Enrichment Center is a long-standing member of the Wilsonville community, and is known and respected both locally and internationally. We believe that Living Enrichment Center adds tremendous value to the Villebois neighborhood and to the City as a whole. Living Enrichment Center property, at 43.75 acres, provides more than 8% of the total land area within the Villebois Planning Area. It provides a non-denominational church and many other facilities, and will be within convenient walking distance of Villebois residents. We appreciate this opportunity to explore with you how Living Enrichment Center relates to the Concept Plan and to the City's Comprehensive Plan in implementing ordinances and programs.

Like the Dammasch site, the Living Enrichment Property is within the "Area of Special Concern B" on the Comprehensive Plan map, and is zoned "Public Facilities" (PF), with the "Significant Resource Overlay Zone" (SROZ) applied over a portion of the property. Unlike the Dammasch site, the SROZ encompasses more than half of our property. **We have found the combination of the PF and SROZ districts greatly limits the future use and development potential of the property, and has made it virtually impossible to obtain needed financing.** We would like to work with the Planning Commission and staff to explore revisions to the Comprehensive Plan, Zoning Map and Zoning text that will enable us to utilize our site in ways that are complimentary to the Villebois development.

As you may know, Living Enrichment Center purchased the property in 1992. Originally built as the Callahan Center for physical rehabilitation of injured workers, the property was essentially abandoned and in extremely poor condition at the time we purchased it. LEC has adaptively re-used the old state facilities, and have been good stewards of the land. LEC now provides a 900-seat sanctuary plus classrooms, a conference facility that can handle up to 1,500 participants, limited overnight lodging, a teen center, an indoor swimming pool, a bookstore, and dining facilities. We have also improved the grounds with attractive landscaping, play equipment, trails through the wooded areas, and meditative gardens. LEC has a reputation for its outstanding programs, as well as for the beautiful grounds and facilities it has available.

Living Enrichment Center serves as a:

- Place of worship and education for more than 2,500 members – not only from the Portland-Salem metropolitan areas, but from other areas of the country as well.
- Long distance outreach center, serving thousands of participants throughout the Northwest, across the country, and even internationally.
- An audio mastering and video production studio for a weekly television program and special programs that are broadcast to approximately 5 million homes throughout the United States.
- Concert center that showcases local talent and provides an opportunity for people to see and hear talent from many other areas that they may not otherwise have the opportunity to see.
- Community meeting place with facilities capable of accommodating different sizes of groups.
- Conference and retreat center hosting more 50 events per year.
- Wedding destination site for ceremonies and receptions.
- Teen center serving approximately 100 teenagers, and a "Children's Village" serving more than 200 children.
- Swim center that is used by the Wilsonville High School swim team as well as the larger community.
- Community outreach center, providing clothes, gifts, food, counseling, and friendship to hundreds of people in the larger community.

#### **Current Status In Wilsonville's Plans and Codes**

- In the current Comprehensive Plan, Living Enrichment Center is designated as part of the "Area of Special Concern B", just like the rest of the Villebois Concept Plan Area.
- LEC is operating under a PF, Stage II Planned Development Permit (File No. 93PC36) granted in November 1993. The permit application was based upon the original city zoning to PF, Public Facilities, and a Stage I Master Plan approved under Planning Commission Resolution 93PC03, enacted by City Council Ordinance No. 418, in June 1993. The Master Plan basically acknowledged and sanctioned what facilities were already on the campus, but did not identify any significant future modification or expansion plans.

- In the DATELUP document, the existing uses on Living Enrichment Center property are illustrated on the adopted conceptual plan. No further development of the Living Enrichment Center campus is shown on the map or discussed in the text.
- In the Villebois Land Use Plan, Figure 1.2A, the Living Enrichment Center property is shown in light blue, with some of the existing structures sketched on the map.
- In the Concept Composite Land Use Plan, Figure 3 of the Villebois Village Concept Plan, the LEC property is shown in light blue, but the blue is overlaid with the tree rating (dark green and lighter green).
- The LEC property is zoned "Public Facilities", or "PF". This zone allows churches, but it appears to be simply a "left-over" zone from when the state owned the property and used it for government services.
- The uses allowed in the PF zone are very narrow. Churches and hospitals are allowed, but most of the other permitted uses are public, such as libraries, schools, government buildings, parks, public marinas, sewage and water treatment plants, military bases, zoos, etc. (LEC is, of course, not a public use, or a "quasi-public" use.)
- On top of the PF zone is an overlay zone, the Significant Resource Overlay Zone. As illustrated on Figure 3 of the Villebois Village Concept Plan, the SROZ zone engulfs over 50% of LEC's property. Most of this is not wetlands or riparian corridors, but "wildlife habitat" – basically, it is a second-growth uplands wooded area.
- The Villebois Plan does not fully integrate Living Enrichment Center property into the new village being developed. The roads, water lines, and even the open space, parks and wetlands all seem to "dead-end" or "fade-out" at the property line between LEC and the Villebois property, with the LEC property shown without detail as to future proposed facilities or land uses.

#### **Comments and Concerns**

- The illustration in Figure 3 of the Concept Composite Land Use Plan gives the impression that the LEC property is smaller than it really is, or that a large portion of it is a park or public open space.
- The Villebois Village area is also zoned "PF", but that is expected to change to a new mixed-use zone to implement the Comprehensive Plan. So far, no one has proposed changing the zoning on the LEC property to the new village mixed-use zone. However, in view of our existing land uses and our plans for future growth, such a zone designation may be more appropriate than the PF zone.
- The PF zone, at least as it is currently written, does not appear to be the most fitting for the current and proposed uses of the LEC property. The land uses on other properties zoned PF are nearly all schools, parks, and municipal facilities.
- The restrictions that come with the SROZ overlay zone are so restrictive that they severely limit LEC's ability to expand or to offer additional community services.
- Living Enrichment Center needs to be able to anticipate future water lines, roads, storm water or other facilities or amenities that may impact the property. For example, if the 12" water line

needs to eventually loop across the LEC property to connect to a main in Graham's Ferry Road, we would rather have it shown on the map so we can plan for it.

- The location of the property within the Urban Growth Boundary, its proximity to major utilities, and its access to intra-city circulation routes would clearly support higher intensity, mixed-use development that could offer needed services and facilities, as well as employment opportunities.

### Recommendations

We respectfully request that the Planning Commission consider the following recommendations for inclusion in the discussions on the approval of the Villebois submittals:

1. Change Figure 3 of the Concept Composite Land Use Plan to more clearly show the boundaries of Living Enrichment Center property.
2. Incorporate a description of what Living Enrichment Center is currently into the Concept Plan. In other words, beyond just identifying the property on the map, define what the current use really is on the property: church, conference and retreat center with overnight lodging and dining facilities, and recreational facilities. We have provided a current description of Living Enrichment Center, attached as Exhibit 'A', that may be inserted into the document where it is most appropriate.
3. Incorporate a statement of potential future uses on the Living Enrichment Center campus. We have developed a conceptual master plan for the use of our property. These uses will likely involve an expansion of some or all of the current uses. We envision a new sanctuary, a new teen center, a chapel, and an expansion of the retreat center including additional overnight lodging facilities. Church leaders are also considering a retirement community to include senior housing and a separate care facility.
4. Consider including the LEC property in the proposed mixed-use zoning district that will be used for the Villebois Village project. A new mixed-use zone that allows churches, full service conference centers, and some types of residential uses as part of a Planned Development is a more appropriate zoning platform than the current PF zone.
5. At the appropriate time, re-visit the SROZ regulations. The church purchased the property with the intent to eventually expand and grow, doing so in a way that preserves much of the natural beauty and habitat of the property. However, under the PF and the SROZ regulations, we cannot expand or do much of anything on the property except stay as we currently are. This has hindered our ability to complete a master plan for the property. These zoning limitations have also frustrated re-financing of the property, which is essential to allow future growth and expansion. Financial institutions have significantly devalued the property because of the zoning restrictions imposed upon it.


The SROZ regulations restrict 53% of the 43.75 acres, making it unusable for virtually anything other than "habitat". While the SROZ may be workable if applied to residentially-zone properties, it does not work well with the PF zoning. Residentially-zone properties can transfer residential density off the SROZ portion of the property to non-SROZ portion of the property. In the PF zone, there is nothing to transfer. We are open to further discussions with the Planning Commission about ways to lessen the severe impact of these restrictive regulations on our property.

**Summary**

Living Enrichment Center is pleased to be a part of the Villebois Concept Plan, and we are very enthusiastic about the planned community next door. The campus, facilities, and services of Living Enrichment center can provide an important component to the residential village character of Villebois. The property can be and should be further "urbanized," while still respecting the natural resources on the property.

We look forward to working with the planning staff and Planning Commission on the Villebois Concept Plan and implementing land development regulations, capital improvement plans and supportive programs.

Sincerely,



Howard Busse  
Chairman, Board of Directors  
Living Enrichment Center

copy: Rev. Dr. Mary Manin Morrissey, Senior Minister  
Stephen L. Pfeiffer, Perkins Coie LLP

**Definition of the Current  
Living Enrichment Center  
March 2003**

Living Enrichment Center is a non-denominational church and retreat/conference center on 43.75 acres adjacent to Grahams Ferry Road. Formerly the site of the State of Oregon's Callahan Center for physical rehabilitation of injured workers, the campus contains a large, three-story multi-use building – approximately 89,000 square feet in size – and several smaller out-buildings. There are also 20 cabins available on the property for overnight lodging which sleeps up to 150 people. The main building includes a 900-seat sanctuary which is also used for concerts and large meetings, and several smaller meeting rooms. It also contains a fully equipped commercial kitchen, a regulation-size indoor swimming pool, a youth center, child-care facilities, a large bookstore, a meditation chapel, an audio mastering and video production studio, and office and administrative space. The Namaste Retreat and Conference Center hosts more than 50 events per year, and can accommodate up to 1,500 participants. The campus includes a playground, a gazebo and outdoor concert area, walking trails through the woods, a water feature, a rose garden, and quiet meditation areas. Some of the grounds are landscaped, while other areas have been left in a more natural state. There is parking on the property for approximately 700 vehicles.

**February 20, 2003 Planning Commission Meeting Minutes**





**PLANNING COMMISSION**

**Community Development Annex  
8445 SW Elligsen Road  
Wilsonville, Oregon**

**February 20, 2003**

**Minutes**

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**II. CALL TO ORDER - ROLL CALL**

Chair Iguchi called the meeting to order at 7:02 p.m. Those present:

Planning Commission: Debra Iguchi, Mary Hinds, Susan Guyton John Ludlow, Mark Pruitt and Randy Wortman were present. City Council Liaison John Helser was also present.

City Staff: Arlene Loble, Eldon Johansen, Maggie Collins, Danielle Cowan, Paul Lee, Dan Hoyt, Paul Cathcart, Chris Neamtzu, Kerry Rappold, and Linda Straessle.

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**V. PUBLIC HEARING**

Application No: 02PC06

Request: Review and adoption of the draft *Villebois Village Concept Plan*

Location: Approximately 520 acres bounded on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen, and east to the current City western boundary.

Application: City of Wilsonville and Costa Pacific Communities

The following was distributed at the beginning of the meeting: A Resolution of the Wilsonville Chamber of Commerce Board of Directors, dated February 19, 2003 (Exhibit 14).

Chair Iguchi read the Legislative Hearing Procedure for the record.

Chair Iguchi called for the Staff Report and asked that it be kept short so that Public Testimony could be opened by 8:00 p.m.



Planning Director Maggie Collins introduced Associate Planning Paul Cathcart and Economic Development Director Dan Hoyt. She explained that the Staff Report would be presented in two parts:

- Planning Division's assessment of the application and review of the material in the Staff Report.
- A presentation by Costa Pacific Communities.

Ms. Collins listed corrections to be made to the Staff Report in the meeting packet:

- Page 7 of 17, second bullet: Change "flows" to "passes"
- Page 7 of 17, fourth bullet: Amend to, "The Villebois Village Concept Plan carries with it a *requirement for a Finance Plan.*"
- Page 8 of 17: Last paragraph of "B. Definition of a Conceptual Land Use Plan," the reference to "See Findings." There are no findings with this part of the Staff Report. Staff is recommending that the Planning Commission continue 02PC06 to a date certain after hearing public testimony tonight. Staff will answer questions and provide the findings at that time.
- Page 10 of 17, Attachment A. Correct Margaret Fasano's tax lot to: "Tax Lot T3SR-31W15-00390" to "Tax Lot T3SR-31W15-00380"
- Page 10 of 17, Attachment A. Add: "Jones, Robert and Susan, Tax Lot T3SR-31W14C-00300"
- Page 15 of 17, last paragraph. Change "January 15, 2003" to "February 20, 2003"
- Page 16 of 17. Add at the bottom of the page:

**'February 10, 2003 – Villebois**

*Presented an overview of planning to date and most recent figures and renderings.  
Reviewed the public hearing processes. Approximately 70 people in attendance."*

Ms. Collins stated that City staff is recommending that the Planning Commission recommend to the City Council the adoption of the *Villebois Village Concept Plan*.

Ms. Collins listed corrections that are to be made to the *Villebois Village Concept Plan*"

- Page 8, last line: Amend to: "This commitment to sustainability is evident in the village's efficient design, in its devotion to preserving natural *areas* and open space, and in its program of rainwater"
- Page 10, third line from the top of the page. Amend to: "Villebois will have an average density of over ~~11~~ 12 units per net acre..."
- Page 11, last paragraph, fourth sentence. Amend to: "...(*Figure 4 – Concept Villebois Village Concept Center Land Use Plan*)"
- Page 12, "Parks and Open Space," first paragraph. There is not a map for the Coffee Lake Wood trail.
- Page 13, bulleted list at the top of the page. Add *South Neighborhood Park* to the bulleted list.
- Page 13, Second set of bullets in the middle of the page. Amend to: "Basin A drains to Coffee *Lake* Creek"
- Page 17. First paragraph under "Parks and Open Space." Correct to: "Significant Natural Resource Overlay Zones"
- Page 18. Add "*South Neighborhood Park*" at bottom of the page. A discussion paragraph is to be added under this subheading.

- Page 20, "Storm Water Management," second paragraph, fifth sentence: Amend to: "A portion of the historic flow to ~~Mill~~-Arrowhead Creek will be restored and detention increased as identified in CLC-10 of the Stormwater Master Plan."
- Page 22, Glossary. Add *Storm Water Master Plan* and a description for it.
- Add a definition for "Stormwater Management"
- Figure 6. Identify with a different color the southerly properties that are in "open space" or are part of the Wilsonville Tract.

Ms. Collins entered the Resolution of the Wilsonville Chamber of Commerce Board of Directors, dated February 19, 2003 (Exhibit 14) into the record.

Staff will be keeping a "Rolling Log" of comments and questions that are raised during the 02PC06 Public Hearing.

Mr. Cathcart explained the following using enlarged copies of Figure 3 "Concept Composite Land Use Plan" and Figure 5 "Concept Street Plan Map" which are included in the *Villebois Village Concept Plan*:

- The planning area included in the proposed *Villebois Village Concept Plan*:
  - The old Dammasch State Hospital is in the center of the proposed Villebois Village.
  - The Dammasch State Hospital included 198 acres.
  - The total Villebois study area is 520 acres.
- Mr. Cathcart briefly related the history of the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP) planning process and the Villebois planning process starting with the closure of the Dammasch State Hospital:
  - The supersiting of the prison on the Dammasch property caused the work on DATELUP to proceed more rapidly.
  - Any development in the Dammasch area has to conform to DATELUP according to ORS 426.508.
  - Metro brought this area into the Urban Growth Boundary. It is not included in the Wilsonville City limits.
  - Costa Pacific Communities was selected in July 2002 was selected to be the master developer for the Dammasch area.
  - Villebois, LLC was formed and entered into a Memorandum of Understanding with the State and City for developing the Villebois area.
  - Villebois, LLC has held a number of public meetings to present different iterations of the plans to the public for public input.
- The goal is to make sure the *Villebois Village Concept Plan* is in compliance with DATELUP due to the State statute.
  - City staff is recommending that the 02PC06 Public Hearing be continued to March 12, 2003, at which time staff will come back with findings and recommendations on 02PC06.
- Mr. Cathcart read the definition of a concept plan as written on page 8 of 14 of the Staff Report (in the meeting packet).
- The next steps of the Villebois planning process are:
  - 02PC07, the next Villebois application, includes the Comprehensive Plan text (02PC07A) and map (02PC07C) amendments and the *Villebois Village Master Plan* (02PC07B)
  - 02PC08 will be looking at the Development Code language amendments for implementing the *Villebois Village Concept Plan*.

Mr. Hoyt explained why the Villebois project is important to the City.

- The development of Villebois is a tremendous opportunity for the City.
  - Master planning several hundred million dollars worth of development with an award winning developer with a great track record is a luxury envied by other cities.
  - This development is going forward as a partnership. It is addressing land use, livability, transportation goals, and is creating opportunities for the City to attract grant money to Wilsonville with millions of dollars going to Wilsonville's transportation system.
  - It is an opportunity to make a lasting significant contribution to the City that would enhance and build upon what is already here. This could be a landmark development.
- The challenges of the Villebois development include:
  - A detailed transportation plan has to be developed.
  - Bankable financing agreements to build infrastructure in a timely fashion.
  - Time is of the essence.

Mr. Hoyt introduced Rudy Kadlub of Costa Pacific Communities.

Mr. Kadlub thanked the Planning Commission for scheduling a special meeting tonight for this Public Hearing on 02PC06. He thanked the citizens that were present for coming tonight.

Mr. Kadlub presented a PowerPoint presentation (see attached). His additional comments included:

- The following were present to represent the Villebois, LLC planning team members:
  - Lee Iverson of Iverson Associates
  - Jerry Palmer, Alpha Engineering
- Mr. Kadlub suggested that the Villebois, LLC planning team members are probably the most recognized and experienced team in new urban planning in the country. Locally, they were involved in the Orenco Station development.
- Mr. Kadlub noted that there were numerous large maps and graphics displayed around the room. (Enlarged copies of the figures in the *Villebois Village Concept Plan* and in the PowerPoint presentation.)
  - Figure 1 "Site Context" indicates how the Villebois area works with the region; its location, the physical divisions and its proximity to the proposed commuter rail.
  - There are significant natural resource areas in the Villebois area. Mr. Kadlub pointed out the significant areas on the PowerPoint slide labeled "Natural Resources Study."
- Three significant market research surveys were mailed out to homeowners, to existing renters and to employees in the Wilsonville area.
- Approximately 600 to 700 people have attended the Villebois public meetings.
  - Citizen's input was incorporated into the Villebois planning process. Adjacent property owners' input impacted street alignments and trees.
- Costa Pacific Communities relocated their corporate offices to the old Dammasch hospital.
- The connections include:
  - The Boeckman Road extension to Tooze Road will provide another east/west connection without having to use the Wilsonville Road/I-5 interchange.
  - Barber Street will be extended into the Villebois community, as it will provide connections without having to access Wilsonville Road.
  - There will be connections to the commuter rail station, and both Barber Street and Brown Road will lead to the commuter rail station.

- Mr. Kadlub explained that Villebois is designed for quarter mile radius neighborhoods. He described this concept and the benefits of it. The neighborhoods are bounded by the road connections of Boeckman Road, Tooze Road, Grahams Ferry Road, and Barber Street.
- The village center is the "heart" of the neighborhoods and is where the highest density is planned. The edges of each neighborhood are adjacent to open space.
- The neighborhood commons will include a school site, park, plaza, recreation facility, a small mom/pop-type store or some other general gathering spot.
- There is an interconnected network of streets, paths, walkways and alleyways. There are no dead end streets.
- Using the "Concept Parks and Open Space Plan," Mr. Kadlub described the open spaces and other natural areas.
- The Village Center is to include mixed-use retail/services on the ground floor of buildings with two to three-story residential use above the commercial floor.
- Diversity - Villebois, LLC has been working with the school district to provide a site for a new elementary school.
- Sustainability - There are approximately 30 acres of green space in addition to the parks and the 100 acres of open space in the Coffee Lake area.

#### PUBLIC TESTIMONY

Chair Iguchi limited testimony to three minutes in length.

Doris Wehler, 6855 SW Boeckman Road, Wilsonville. Ms. Wehler explained that she has lived in Wilsonville for 40 years and remembered when Charbonneau development was proposed and the apprehension as to whether Charbonneau would be developed as promised. The City Council decided in favor of the Charbonneau development because the proposal came from a quality developer and Charbonneau has turned out beautifully. She stated that she has no doubts that Costa Pacific Communities will do the same thing with the Villebois development. She suggested that Costa Pacific Communities' outreach has been remarkable and she has not seen anything like it in the many years that she has lived in Wilsonville.

Ms. Wehler stated that for the rest of her testimony she would be representing the Wilsonville Chamber of Commerce. She reported:

- The Wilsonville Chamber of Commerce Board voted unanimously to support Villebois as a development that is good for business and good for the growth and prosperity of Wilsonville.
- Yesterday the Chamber Board of Directors unanimously passed a motion advocating the creation of two Urban Renewal Districts; one for Villebois and one for Old Town to incorporate the Killian tax increment. (The Chamber resolution, Exhibit 14, was distributed at the beginning of the meeting.)

Bob Weaver, 7058 SW Hollybrook Court, Wilsonville. Mr. Weaver stated that he has lived in Wilsonville for about 12 years. He is a realtor and knows of the Orenco Station development, and Intel's involvement in the Orenco Station project.

Mr. Weaver concerns are based on that he is a property taxpayer in Wilsonville. He asked the following questions:

- Would the Villebois development require increased capacity at the wastewater treatment plant, and if so would a bond and an increase in property taxes be required to pay for the increased capacity?
  - Would the Villebois development be paying development fees to pay for the increased capacity?
- Has the Mayor and City Council obligated the City for the infrastructure such as road improvements for Villebois?
  - Has the Planning Commission asked this question?
- How will the use of Urban Renewal money affect local homeowners' property taxes?
  - Mr. Weaver cited the impact that the recent school bond passage will have on property taxes.
- Is there concern about the current citizen's property taxes with the Villebois development?

Mr. Weaver submitted a written copy of his oral testimony (Exhibit 15).

Clark Hildum, 7119 SW Montgomery Way, Wilsonville. Mr. Hildum noted that the people in the back of the room are unable to hear what is being said.

Mr. Hildum suggested that the City is abusing Urban Renewal funding and that it needs to be careful in its use of the funding. He suggested that Urban Renewal money would be used to increase the wastewater treatment plant capacity. He suggested that the Villebois development needs to pay its own way.

Mr. Hildum expressed concern about bicycle and pedestrian trails as they are lacking in Wilsonville. He hoped that the new development does a good job with the bicycle and pedestrian trails.

The Commissioners questioned Mr. Hildum about his testimony:

- Commissioner Hinds asked Mr. Hildum to elaborate on his concern about the bicycle and pedestrian trails. Mr. Hildum stated that Wilsonville has poor bicycle and pedestrian facilities and suggested that children need to have bike paths separate from traffic lanes.
- Commissioner Wortman noted that the Planning Commission had forwarded the Transportation Systems Plan (TSP) to the City Council recently, but it would be a couple of months before the City Council Public Hearings on the TSP. He asked Mr. Hildum to share his thoughts on bicycle and pedestrian trails at the City Council public hearings.

Mr. Hildum suggested that citizens of Wilsonville were promised that the Town Center area would be a nice development and what the citizens got was a strip mall. He suggested that the City needs to make sure that the developers of Villebois build what they are promising to build and not build a "hunk of junk" like the Town Center.

Nancy Downs, PO Box 525, Wilsonville. Ms. Downs stated that she is against a development the size of Villebois at this time because although the City has known that something would be built at the Dammasch site for the last six or seven years, the roads have not been built to accommodate it. The City is just now getting around to it.

Villebois, LLC has stated that buildout of the Villebois development will take six to ten years. She expressed concern about the construction-related traffic going to and coming out of

Villebois. She suggested that the City should require construction truck traffic to access Villebois via Day Road to Grahams Ferry Road rather than use Wilsonville Road.

She expressed disappointment that this large of a development is going to take so long to build, and at the same time the City is building roads. She stated that she would like the Villebois construction to be delayed until the Boeckman Road extension and the Barber Street extension have been built.

Ms. Downs stated that she hopes that Barber Street is never extended across the freeway to the east.

Commissioner Ludlow suggested that dump trucks might not fit, and backhoes would not fit, under the railroad trestle on Grahams Ferry Road. Ms. Downs suggested that all the other vehicles could be routed on Grahams Ferry Road.

Ms. Downs submitted a *2001 City of Wilsonville and Wilsonville Chamber of Commerce Street and Area Map* with her suggested construction truck route indicated on it (Exhibit 16).

Ms. Downs stated that she was also having problems hearing what was being said and asked that the Commissioners and other speakers to talk closer to the microphones. She suggested that there needed to be speakers in the back of the room.

Ken Rice, 29384 SW Yosemite Street, Wilsonville. Mr. Rice explained that he lived across the street from the proposed development and would be impacted as much, if not more, by Villebois than anyone in Wilsonville. He stated that he has enjoyed the view of the open space but he realizes that the area will be developed. He and his wife have attended every one of the Villebois public meetings sponsored by Costa Pacific Communities, and they support the Villebois development. They do have concerns about traffic but he is looking forward to the Barber Street extension as he will use this new connection for his daily commute; he will no longer use Wilsonville Road to get to work.

Early in the process, he and his wife had a concern about the Brown Road alignment. They talked with the developer, and the road was changed. Costa Pacific Communities went out of their way to make him and his wife happy neighbors. He suggested that actions speak louder than words, and Costa Pacific Communities' actions so far have proven that they want to work with the community.

Representative Jerry Krummel, 7544 SW Roanoke Drive, Wilsonville. Rep. Krummel pointed out that in 1996, when he was Mayor of Wilsonville, he had commented in a State of the City address that the City needed to plan for the Dammasch area because if the City doesn't, the State would plan it for us. He cited the State proposal to site a prison on the Dammasch property. He commended the City for being able to withstand the "powers" of the State. His comments included:

- Nine state agencies were involved in developing DATELUP.
- The City conducted a visioning process in 1996, and the Dammasch area was discussed in terms of what would happen to it. Rep. Krummel suggested that the Villebois plans take what was envisioned in the visioning process and puts it on paper.

- He sponsored and the State legislature passed legislation in 1999 to sell the Dammasch hospital property. The proceeds from selling the Dammasch property will go for housing for the mentally ill. There is a statewide significance to this project moving forward.
- Villebois community keeps with the Metro 2040 Plan.
- He has been working in the background with ODOT. His understanding is that there has been an agreement signed by the City of Wilsonville with ODOT with regards to improvements to Wilsonville Road under the freeway, and to some of the aspects of Boeckman Road. He has requested that ODOT keep the "some day" language in regard to the Boeckman Road/I-5 interchange.
- The *Villebois Village Concept Plan* keeps with the principles of connectivity, diversity and sustainability.
- Rep. Krummel stated that he supports the 02PC06 application and suggested that it will do what the developer says it is going to do.
- He is pleased to advocate the Villebois development in the legislature to ensure all possible State funding for the project.

Commissioner Ludlow questioned about the agreement between the City and ODOT regarding Wilsonville Road. Rep. Krummel stated that he has not seen it, but there is an agreement between the City and ODOT to undertake the engineering to improve access from Wilsonville Road to I-5 by adding lanes to Wilsonville Road under the freeway. He stated that there will be some ODOT funding, but the director of ODOT would not list an amount at this time. Commissioner Ludlow asked Rep. Krummel to verify that ODOT is willing to proceed with the improvements to the Wilsonville Road/I-5 interchange as designated by the Wilsonville Freeway Access Study. Rep. Krummel responded that this was correct.

Roger Woehl, Superintendent, West Linn-Wilsonville School District, 22210 Stafford Road, West Linn OR 97068. Mr. Woehl explained that the West Linn-Wilsonville School Board has not taken an official position on whether to support or oppose Villebois, as they generally do not take a position on matters such as this. He suggested that the planning for Villebois seems to be exceptionally well done and it is an exciting Plan. He thanked Mr. Kadlub and Mr. Ragsdale for involving the West Linn-Wilsonville School in the placement and site design of the school site in Villebois. His specific concern is the site design considerations for a primary school. Mr. Woehl explained:

- DATELUP included a seven-acre school site plus a three-acre neighborhood park in conjunction with the school to create a school site with ten usable acres.
  - This is consistent with the school district site planning.
  - The *Villebois Village Concept Plan* lists 6.4 acres for the school site, part of which is treed and part of it is designated as a school/neighborhood park. This is a small site for a school.
- The 2300 housing units in Villebois are estimated to produce around 1300 students, requiring the school to house approximately 550 students in the kindergarten through fifth grade.
- Mr. Woehl discussed the acreage of the other schools in Wilsonville and what is specified in the West Linn-Wilsonville School District's long-range facilities plan, which was developed in conjunction with and adopted by the City of Wilsonville.
- There are other places where there are joint school/community parks designed as recreational playfields. These work very well as long as the entire ten acres are usable.



- DATELUP placed more emphasis on larger park sites for active recreation and sports. He suggested Wilsonville has a very active recreational program for numerous outdoor sports creating an immense demand for recreational facilities in Wilsonville.
- The *Villebois Village Concept Plan* distributes parks and open spaces into smaller areas. The school is located about a quarter of a mile from the Wilsonville Tract, and fits well into the ideas that have been discussed about the connection into the Wilsonville Tract as a gateway for environmental things.

Mr. Woehl summarized his testimony:

- The school site in Villebois is not large enough.
  - The West Linn-Wilsonville School District has discussed the need for a ten-acre school site with Mr. Ragsdale, who has indicated a willingness to try to accommodate a ten-acre site.
- The West Linn-Wilsonville School District requests that that the Planning Commission "condition" the applicant to accommodate a school site that has ten usable acres.
  - The ten acres could be a combination of school/park space for both school and community recreation needs.

The Commissioners questioned Mr. Woehl with these issues being addressed:

- Mr. Woehl explained that the 6.4 acres allotted for the primary school in the *Villebois Village Concept Plan* did not include any sports fields that he was aware of. It includes the school site, parking, a treed area, and designated community spaces that are not identified as recreational fields.
- The West Linn-Wilsonville School District uses a formula that relates to multiple-family housing and single-family housing to calculate the estimated number of students for a new school. Villebois, LLC and the School District calculated the estimated number of students expected for Villebois independently from each other, and both came up with similar numbers.
- Construction of the Boones Ferry Primary School addition will start this summer to bring the capacity of Boones Ferry Primary School to 800 students. The original plan was to build a "double" primary school to accommodate 1100 to 1200 students, but was downsized as this is too big for a primary school.
- A discussion of how many housing units would need to be built at Villebois to justify the building of the new primary school included:
  - Mr. Woehl stated that this has not been calculated yet. He explained:
    - Boones Ferry Primary School is close to being full with 670 students.
    - The addition to the Boones Ferry Primary School this summer will increase the capacity of the school by 100 students. There will be some capacity at Boones Ferry Primary School to absorb students coming from Villebois for some years.
- Areas of Wilsonville other than Villebois are experiencing growth.
  - Boeckman Creek Elementary School is near or at capacity. It could be expanded a bit in terms of the total number of students.
- The dilemma is that a school building can be built with bond money, but in order to fund the operations of a school, it has to be at overcapacity before it is built.
  - Mr. Woehl explained that he had proposed a land swap next to the Boones Ferry Primary School to Metro in order to enable a different kind of use of fields but his proposal did not get very far.

- Mr. Woehl explained that the 20 acres at the Boones Ferry Primary School combines recreation fields that the City is helping to pay for. Partnerships are being built between Wilsonville Tract and Metro, and the gateway entrance. The 20 acres are "trickling away."
- The bond that was just passed included \$1.5 million dollars for purchase of land for a new primary school, and expansion of the Frog Pond site.

Daniel Kronowski, PO Box 3173, Wilsonville. Mr. Kronowski stated that he lives in Aurora. He asked that the Planning Commission request Villebois, LLC to take steps to curb the light pollution from the Villebois development. Mr. Kronowski discussed:

- The lights from Villebois will light up the sky at night. He suggested that this is quality of life issue. He granted that light is necessary for safety and security.
- He suggested that the light bulbs on the light poles be shielded so that the light shines down and not out. Dim bulbs or bulbs that are off-white in color would also be helpful.
- The Town Center Loop has a variety of examples of light poles, some of which are better shielded and dimmer than others.

The Commissioners responded to Mr. Krowowski's concern:

- Commissioner Ludlow stated that he had looked at this issue as well and suggested that the *Villebois Village Concept Plan* has some text relating to light pollution.
- Commissioner Wortman suggested that there are two different issues:
  - The City is providing the standards for the lights on the main roads.
  - Villebois, LLC will choose the light standards on the private, residential roads.
  - Commissioner Ludlow suggested that the City's standard for lights depended on the area of the City.
- Mr. Kronowski suggested that the City reconsider its light standards, as it is possible for even big cities to not have all the bright lights.

Sheri Young, PO Box 7, Wilsonville. Ms. Young's concerns included:

- DATELUP included 520 acres. 520 acres has been mentioned repeatedly tonight in connection with the *Villebois Village Concept Plan*. Ms. Young suggested that not all of the property owners of the 520 acres are signatories with Villebois, LLC for the development of Villebois. The Young family property is in the designated area, but has not signed any agreement to be part of the Villebois development because their property is not inherently residential.
  - She has been assured by the City and Costa Pacific Communities that this process tonight would identify that properties to the east of the main Seely Ditch are not included in Villebois planning.
  - She understands that the Comprehensive Plan zones the properties she is referring to as industrial as they have been before.
  - As of last week, she was told that Metro, which holds 28.75 acres in the Seely Ditch area that was donated to the Wetland Conservatory, had not signed on either.
  - She suggested that this needed to be clarified before the Planning Commission makes a recommendation for 02PC06 with the claim that the *Villebois Village Concept Plan* is a plan for 520 acres. Future maps for Villebois needs to exclude those properties that they don't have ownership signed on to commit to the Villebois development.

- Costa Pacific Communities is creating a master plan for Planning Commission approval, but it is not developing the whole of that area and cannot make those who are not signatories to the Plan commit to changes on their property.
- Costa Pacific Communities has told the Planning Commission that when they make a recommendation on 02PC06, that they would be approving a Plan that would restore natural areas. She suggested that once the natural areas are gone, there is no way there can be a commitment to restore them.
  - She assumed there would be more details about the restoration of the natural areas in the future.
  - She suggested that the naturalization of Seeley Ditch and re-establishment of true wetlands along the Ditch in the *Villebois Village Concept Plan* should reflect what is specified in the City's Natural Resource Plan.
  - The other developers involved in the Villebois development, other than Costa Pacific Communities, need to commit to the restoration of Seely Ditch as they own the majority of the property along Seely Ditch.
  - Ms. Young suggested that this is not an area that can be restored because:
    - It is altered from what it was 150 years ago.
    - The City has altered what happens downstream, both on the Arrowhead Creek and Seely Ditch, from what existed in the 1950s.
    - There has been a lot of development downstream and it is important that the Plan show what is happening offsite at the Seely Ditch and Arrowhead Creek crossings under Wilsonville Road.
    - Even if Villebois contains water from the 25-year rain events, it will create an enormous amount of water during the 100-year event. She noted that there have been two 100-year events in the last forty years.
  - Ms. Young submitted the Flood Hazard Boundary map, dated March 29, 1974, from the Natural Resource Plan (Exhibit 17).
    - She suggested that the flood plain map was initially identified in 1974 to 1975. It indicates where the flood plain was at that time in the City.
    - She pointed to where Seely Ditch was on the Flood Hazard Boundary Map. She suggested that much of the flood capacity has been reduced with fill and development on both sides of Seely Ditch. This alteration needs to be addressed when the properties to the north are developed so that the additional runoff capacity can be handled.
- Villebois would be connecting to major sewer lines in Wilsonville.
  - She stated that the sewer lines were put in using bond funding. The property owners themselves paid for a sewer line south of Wilsonville Road.
  - The sewer lines go through and adjacent to undeveloped properties. There needs to be assurance that there will be capacity for these undeveloped properties after Villebois develops.
- Ms. Young suggested that there needed to be complete information to assess the offsite impacts of Villebois.

Ms. Young summarized her testimony:

- While she agrees that the part of the Plan that Villebois, LLC has property owners signatures for is nice and a big improvement over DATELUP, she is concerned about:
  - Offsite impacts - what happens if it turns out that their good plans have more impact that anticipated and progress needs to be slowed down

- How Villebois is phased including the transportation issues.
- How to get commitments upfront
- How to make sure that the other developers other than Costa Pacific Communities will perform according to Costa Pacific Communities plans.

The Commissioners questioned Ms. Young with these issues being addressed:

- The Young family owns 36 acres.
- Ms. Young suggested that Robert and Susan Jones and Metro have not signed on as participants in the Villebois development. Metro has 28.75 acres in the Seely Ditch area.
- Seely Ditch, also known as Coffee Lake Creek, is prone to flooding.
  - Commissioner Ludlow noted that the City channelized Seely Ditch from Evergreen Court, through the Young property and the Wilsonville Concrete property in 1981.
  - Ms. Young submitted the Flood Hazard Boundary map, dated March 29, 1974, because she thought that it gave a better picture of the area.
  - The historical flooding of Seely Ditch was discussed. Commissioner Guyton agreed with Ms. Young's testimony about the flooding problems in the Seely Ditch area.
  - Villebois has storm detention/retention plans designed for the Villebois property.
  - Ms. Young suggested that this would be the only opportunity to look at how the Seely Ditch channel, from the Young property to the Wilsonville Concrete property, is managed.
  - Seely Ditch has been infilled for the last twenty years and no one is maintaining it the way that farmers used to.
  - There is not any overflow capacity in other directions, so all the runoff water is in that channel. Ms. Young would like to see the Seely Ditch Channel able to manage a 100-year flood.
  - The area being discussed is currently inaccessible.
  - The TSP shows a bicycle/pedestrian pathway through this area.
  - Ms. Young suggested that if access to this area is not established now, it is going to be orphaned forever because there needs to be a plan to control the canary grass, the infill and the fallen trees.

Howard Busse, 9140 SW Parkview Loop, Beaverton, Oregon, 97008. Mr. Busse explained that he represents the Living Enrichment Center (LEC). He stated that the LEC supports the Villebois project, as the concept is excellent. Mr. Busse's comments included:

- LEC considers itself to be a vital part of the community partnership as discussed by Mr. Kadlub.
- The LEC is a 4000-member non-denominational community church adjacent to Villebois. Mr. Busse listed the numerous amenities that are offered by the LEC.
  - The high school and area residents use the swimming pool and the auditorium.
  - Approximately 150 people can sleep on the facility during weekend conferences.
  - LEC envisions the LEC expanding to include a new sanctuary, a youth center and possible senior congregate care center, and expansion of the conference facilities.
- LEC has more wooded areas than it wants because of the City's Significant Resource Overlay Zone (SROZ), which has been identified for 53% of the LEC property. LEC cannot use the property where the SROZ designation has been applied.
- The LEC is asking that the Planning Commission look at LEC's Public Facility designation. It does not want to be "cornered" as a Public Facility. There seems to be no mention of churches under Public Facilities.

- The LEC has a minor concern regarding the way LEC is depicted on the drawings in the *Villebois Village Concept Plan*. It is a two-tone arrangement that supposed to indicate the open space and the treed land. The legend shows LEC as being light blue, but it shows the site as being more dark green than it is blue (on the "Concept Composite Land Use Plan").
- LEC will provide additional public comments prior to the next meeting.

The Commissioners questioned Mr. Busse with these issues being addressed:

- Churches in the City of Wilsonville are predominately considered as conditional uses.
  - The LEC has been there for a long time.
  - Mr. Busse stated that LEC wants to make sure that it is not "cornered" into a zoning designation that would curtail the uses of the facility.
  - Mr. Busse was asked to confer with the City planning staff on this issue. Mr. Busse agreed to this request.
- LEC has looked the Villebois uses abutting the LEC property and does not find anything to object to.

Tim Knapp, 11615 SW Jamaica, Wilsonville. Mr. Knapp's concerns included:

- It is more desirable to have coordinated planning and this is one of the few large parcels of potential development that is left in the Metro area.
  - It would be wise to embrace the direction that Villebois, LLC is proposing.
  - Planning this area by small parcels would be detrimental to the area.
- He is unsure how to deal with the *Villebois Village Concept Plan* as it seems to be nebulous as to what is a concept and what is specific.
- Mr. Knapp referred to the TSP that was recommended by the Planning Commission on February 12, 2003, and suggested that Villebois, LLC's definition of street types is different than the definitions for streets in the TSP.
  - The TSP does provide that alternatives to the proposed street standards may be used if they result in a better designed, functional development. He doesn't see in *Villebois Village Concept Plan* any discussion as to why deviating from the proposed street standards in the TSP would give a better designed and better functional development.
- The green space is admirable but the green space connection on the southeast side loop is "weak."
- The extent of the traffic problem is unknown because there is not a traffic study on this project yet.
  - He realizes that the traffic study will come before the specific applications, but it is of some concern because the City has worked so many years on the TSP planning process.
  - He hoped that the Planning Commission will "push" for a traffic plan outlining when traffic volumes will be generated relative to the phases of Villebois buildout, and when road improvements/connections would be in place relative to the phases of the Villebois development.
  - People are concerned that they will be "drowned" in traffic before the roads get fixed.
- The *Villebois Village Concept Plan* is not clear how bicycle/pedestrians paths interconnect with the rest of the City. Internally those paths seem to be very strong.
- Mr. Kadlub's presentation stated that solutions would help reconnect the east and west sides of Wilsonville.
  - Where are these east/west connections and how will they happen absent a Boeckman Road/I-5 interchange and a Barber Street east/west connection.
  - He noted that people have testified against a Barber Street freeway overcrossing.

- The *Villebois Village Concept Plan* calls for numerous mixed-use categories including commercial/residential that are not currently in Wilsonville. There was a lot of debate about alternative zoning categories that might include mixed uses during the Development Code revisions, but the Development Code still contains significant restrictions on mixing uses.
  - Mr. Knapp listed all the different types of mixed uses that are mentioned in the *Villebois Village Concept Plan*.
  - A definition for flex space needs to be added to the Development Code.
  - He continues to advocate for zoning categories that will allow for more flexibility. The zoning categories suggested in the *Villebois Village Concept Plan* enhance the idea that Wilsonville needs to revise its zoning categories to the benefit of other parts of the City.
- Mr. Knapp expressed concern that the housing in Villebois would be too expensive for employees in Wilsonville.
  - He suggested that Charbonneau is an "upscale" development and is most analogous to the type of development that Villebois will be.
    - He questioned if Wilsonville will be unaffordable to live in for those who are not in the upper economic brackets.
    - Mayor Lehan has touted the average income level for Wilsonville in her recent State of the City address and it was significantly higher than the State averages and surrounding area averages.
    - He suggested that Wilsonville does not want to exclude certain groups of people because it fails to plan adequately.

Lonnie Gieber, 10558 SW Sunnyside Drive, Wilsonville. Mr. Gieber stated that he was testifying on behalf of the Morey's Landing Homeowner's Association Board of Directors.

- While the Board has received many concerns and questions regarding Villebois, it has not formally surveyed the Morey's Landing residents as to their opinion regarding Villebois and does not presume to speak on their behalf on this issue.
- He commended Villebois and Costa Pacific Communities for their outreach to the community. They have gone beyond the minimum requirements in eliciting feedback from the citizens.
- He has the same concerns as Ms. Young and Mr. Knapp, primarily as to what the offsite infrastructure such as transportation considerations and costs will be.
  - Earlier the president of the Wilsonville Chamber of Commerce shared that the Chamber has endorsed urban renewal financing to help pay for the public side of the public investment in Villebois. He hopes that there will be a more complex, thorough discussion with respect to other financing programs that may be available in conjunction with, and in lieu of, an urban renewal district.
- The concerns that have been articulated to the Board members relate to additional tax burdens.
  - Wilsonville is facing debt service on a \$75 million West Linn-Wilsonville School bond.
  - Wilsonville is paying debt service on the \$25 million Water Treatment Plant.
  - Everyone had a 10% rise in property tax last November.
- What is the cost of the public side of the partnership to provide a transportation system? Will the public have an opportunity to know what their share will be?
  - Will there be a sharing arrangement or a portion distribution in terms of accrued benefits between Villebois and the rest of the community.

- Is there an ongoing search for State and Federal money? He understands that money has been identified for the Boeckman Road extension and JPACT money for the Barber Street extension.
- What is the total cost of all the ancillary transportation projects to make Villebois feasible? Public input into this issue is important.
- Mr. Kadlub has stated that the Villebois project would reduce vehicle miles traveled, reduce congestion and improve air quality.
  - Mr. Gieber quoted from a draft analysis regarding Orenco Station from John Charles and Mike Barton of the Cascade Policy Institute, "This quasi-transit oriented development is expected to improve air quality, decrease traffic, and attract private investment. But there is little evidence so far that those expectations are being met in the Orenco neighborhood. The experience since MAX opened in 1998 is that the TOD has little effect on air quality; it increases local traffic and most developers do not want to build high-density projects near rail stops. To the extent that TOD generates increased transit ridership, it does so at tremendous costs which must be paid for through a variety of public and private subsidies including free park-and-ride lots, employer provided shuttles, fee waivers and government grants."
  - There was an anecdotal study by Portland State University graduate student that did a mode split analysis of eight light rail TODs, including Orenco Station, in 2000. His analysis showed that the mode-split for the Orenco Station trips was 82% automobile, 11% light rail, and 7% bicycle/pedestrian to the facility.
  - In an advertisement on the internet from a resident who lived in Orenco Station and was selling a large cottage for nearly \$300,000 read in part, "national award-winning community, Orenco Station, oversized two-car garage with room for a nice shop or small third car."
  - Given the existing traffic volumes on Wilsonville Road and Brown Road, which is already at a LOS "D", how long is the anticipated inconvenience planned for.
  - Environmental impact studies have to be done prior to the construction of the Boeckman Road extension and the Barber Street extension. Construction is at least one to two years away.
  - The equity issue is a four to six year time frame; is the benefit going to be returned to the citizens on the west side.

The Commissioners questioned about Mr. Gieber's testimony with these issues being addressed:

- Mr. Gieber clarified that he is representing the Morey's Landing Homeowners' Association Board of Directors, but that he also was relaying anecdotal information from neighbors living in Morey's Landing. He has visited with at least 50 or 60 residents of Morey's landing.
- Mr. Gieber is a past member of the Morey's Landing Homeowners' Association Board of Directors.

Chair Iguchi assured those who testified that the Planning Commission has heard their testimony even though there is not an immediate response; the testimony will be tracked and responded to later.

Ms. Collins suggested that it would be difficult for City staff to give good responses to the wide range of questions and testimony, and proposed that staff take additional questions and directions from the Planning Commission and return with staff responses at the March 12, 2003

Planning Commission meeting. She recommended that the Public Hearing be closed for tonight and that 02PC06 be continued to March 12, 2003.

- Commissioner Wortman asked what would determine the lifetime of the Urban Renewal District and the capturing of the tax increment for the District; when does the area within the District return to the tax rolls.

There was a discussion as to how to proceed as according to the meeting agenda the meeting adjournment time was in 15 minutes. Commissioner Ludlow expressed concern about sending people away without answering their questions and that the delay is an important consideration. He suggested that the Villebois people could answer most of the questions that were raised tonight.

The Commissioners questioned the Villebois, LLC representatives about the concerns that were raised during the public testimony. Mr. Kadlub introduced Jim Palmer and Lee Iverson.

Bob Weaver testimony:

- Commissioner Ludlow asked when the Villebois development would necessitate another expansion of the Wastewater Treatment Plant which was just recently expanded.
  - Mr. Palmer answered that Villebois, LLC was working with City staff to itemize all of the Capital Improvement requirements and phasing requirements for all infrastructure including sewer, streets, storm drainage and water, to service Villebois. Mr. Palmer cannot give a specific answer about the sewer capacity but this matter is "on the table."
  - Commissioner Ludlow questioned who makes the decisions about concurrency; is concurrency a "scientific process" or simply an opinion? Mr. Palmer stated that the City has concurrency requirements. Concurrency for Villebois is being evaluated by the City staff and the City consultant staff as to which projects have to be in place as the Villebois phased development occurs. The list of projects has been itemized, cost estimates are being prepared, and funding programs being styled. Mr. Palmer stated that Community Development Director Eldon Johansen would have to answer questions about concurrency; City staff drafts the concurrency, not the Villebois, LLC team.

Clark Hildum testimony:

- Commissioner Ludlow noted that Mr. Hildum had asked questions regarding the sewer capacity and had suggested that Villebois should pay its way.
- Mr. Hildum had expressed concern about the City's lack of connecting bicycle and pedestrian trails. Commissioner Ludlow noted that it had also been mentioned that the bicycle and pedestrian connectivity within Villebois was wonderful but connectivity with the rest of the City may be lacking.
  - Mr. Iverson stated that Villebois, LLC has worked hard to make connectivity within the Villebois community. The question is how much is the City going to do to continue the process.
  - Chair Iguchi noted that the Planning Commission had just recommended the TSP to the City Council, which encouraged connectivity throughout Wilsonville and connections with the proposed Villebois area.
  - Mr. Iverson stated that they wanted Villebois to go beyond Villebois, and Villebois, LLC will continue to look beyond its perimeter and will work with the City.



- Commissioner Wortman encouraged Villebois, LLC to maintain contact with Metro in regards to their draft plans for the Wilsonville Tract for integration of the bicycle and pedestrian trails.
- Mr. Kadlub pointed out the trail connections on a large "Concept Street Plan Map" and stated that there are 16 connection points at the perimeter of Villebois connecting to the City's transportation system. Each connection has pedestrian and bicycle connections. He encouraged the City to continue to build those pedestrian and bicycle transportation connections up to, and beyond, the edges of Villebois.

Nancy Downs testimony:

- Commissioner Ludlow asked if the concept of a Barber Street overpass over the freeway to connect with Town Center Loop West was still being considered, and if it is, at what point of the Villebois development would it be built?
  - Mr. Kadlub explained that the Barber Street overpass was in an early vision of Villebois. The Wilsonville Freeway Access Study (FAS) and the TSP indicated that the Barber Street overpass is not necessary for a traffic solution for Villebois traffic. If it is required in the future, it will be for other reasons. It is not in the Villebois plans.
- Commissioner Ludlow referred to Ms. Down's proposed route for Villebois construction truck traffic and suggested that large equipment could not be taken under the railroad trestle on Grahams Ferry Road, but questioned whether dump trucks could fit under the trestle.
  - Mr. Kadlub stated that the big equipment would be moved onto the site at one time and remain there until the first phase is completed. Villebois, LLC will encourage the contractors and subcontractors to use Day Road to Grahams Ferry Road rather than Wilsonville Road. He noted that there is an existing road on the site from the original Dammasch facility that connects with Grahams Ferry Road. He hoped that the City would grant an easement to use that road for construction traffic even though it won't be improved to City street standards during the first phase of development.
- Commissioner Ludlow questioned which portion of the Villebois development would encompass the 200 homes.
  - Mr. Kadlub responded that this detail has not been finalized yet as this is not part of the 02PC06 application. This information will be presented as part of the 02PC07 application. Generally speaking the 200 homes would be built on the southern end of the community and ultimately the phasing will mushroom out from there.

There was a discussion about whether to extend the meeting beyond the adjournment time stated on the meeting agenda. Commissioner Ludlow stated that he would like to continue reviewing the concerns of those who testified. There was Commissioner agreement to continue with the meeting.

Daniel Kranowski testimony:

- Mr. Iverson explained that the concept of "dark sky" is being considered for Villebois.
  - Villebois, LLC wants Villebois to be a safe community and as streets become more narrow, such as those being proposed in Villebois, then lighting becomes less of a problem.
  - Previous developments he has worked on installed lights on a light sensor basis and the light pollution is carefully monitored.
  - Specific light fixtures have not been determined yet for Villebois.

Roger Woehl testimony:

- Mr. Kadlub stated that Villebois, LLC has met with the school district two or three times to discuss their needs.
  - He explained that the housing types in Villebois would generate the same number of children that 2300 conventional single-family units might generate.
  - Villebois, LLC has talked with the School District about adapting and using some of the existing buildings on the site. The one building being discussed is a two-story building.
  - Villebois, LLC hopes that the school district would consider a denser development on the school site as the land is precious. One of the constraints that Villebois LLC has that, by State statute, there must be a density of 2300 housing units. Every acre taken out of development results in smaller housing units, which in turn means fewer children. Villebois LLC will work with the school district to resolve this issue.
  - Mr. Iverson stated that Villebois, LLC would review the School District's issues. Villebois, LLC wants to meet all their needs, but would like to look at creative ways of doing so.
- Commissioner Wortman questioned about how churches or other uses that would take up acreage would fit into Villebois.
  - Mr. Kadlub responded that anything other than what is shown in the *Villebois Village Concept Plan* would reduce the number of dwelling units or increase the density of the dwelling units. However, Villebois, LLC is committed to a diversity of uses in the community. They are pleased that LEC is adjacent to the Villebois community. Incorporating other civic uses such as schools and churches make a more livable and viable community.
  - Commissioner Wortman suggested that significant planning went into open spaces but not into public facilities. Mr. Kadlub stated that more specific plans would be presented during the discussions about the community village center. There will be a commercial overlay zone in the village center that would anticipate opportunities to "densify" the community by using structure parking which could allow for additional uses such as retail, employment centers, churches and other civic uses within the site. Villebois, LLC will be sharing several studies regarding this issue in the future.
- Commissioner Wortman asked Mr. Kadlub to verify if there are plans to use the existing buildings on the site.
  - Mr. Kadlub stated that they are studying possibilities for the reuse of the existing buildings. It is their desire to redevelop and reuse the buildings in an environmentally sensitive way. Commissioner Wortman stated that he did not see this issue in the *Villebois Village Concept Plan*. Commissioner Guyton suggested that there is verbiage, but it didn't go into much detail. Mr. Palmer suggested that there needed to be more detail about this issue in the Plan.

Lonnie Gieber testimony:

- Commissioner Ludlow referred to the quarter-mile comfortable walking range concept and the recent proposal to move the commuter rail station, and suggested that the commuter rail station still would not be within comfortable walking distance as suggested in DATELUP. Mr. Gieber had suggested, 82% of the people use their vehicles to access mass transit.
  - Mr. Kadlub responded that the comments that were made by Mr. Charles were without concurrence with the Orenco Station development people and is in disagreement with other independent studies that have been done. Costa Pacific Communities studies have indicated that 22% of the Orenco Station residents use light rail on a daily basis as compared to 3% to 5% light rail users for other communities of the region. Mass transit

is important in the planning process. The new proposed location for the commuter rail station is within a quarter mile to one mile of the Villebois site. Villebois, LLC has been working with SMART for bus routing throughout the Villebois neighborhoods at peak hours to take people to the commuter rail station in order to mitigate for those people who are more than a quarter-mile from the station, as well as connecting bus routes to the employment areas.

- Commissioner Ludlow suggested expediency in building the Barber Street extension in order to get traffic to the 750-space park-and-rides for both SMART and the commuter rail station without using Brown Road to Wilsonville Road
  - \* Mr. Iverson responded that the Barber Street extension is a key element in the Villebois plan. The major difference between DATELUP and Villebois planning is that there is a better understanding of the topography. Villebois is going to try to utilize every opportunity to connect with every mode of transportation that is available.
- Commissioner Wortman suggested that there is no way for pedestrians or bicyclists to get from Villebois to the employment areas or the park-and-ride lots because the Barber Street extension would be connecting to the City's portion of Barber Street which does not have any bicycle/pedestrian facilities.
  - \* Mr. Iverson noted that most of the people testifying were commenting about the issues outside of Villebois, not what was happening in Villebois. Villebois can help to give energy to make the other improvements happen.

Sheri Young testimony:

- Commissioner Ludlow referred to Ms. Young's comments about the storm drainage and asked the Villebois team to comment on the net effect of the downstream events. He also asked for a response to comments that Villebois would restore the wetlands, specifically around the Barber Street crossing of the wetlands.
  - \* Mr. Palmer explained that Villebois, LLC is doing an analysis of the Arrowhead Creek from the Willamette River, through the Wilsonville Tract, to Villebois.
    - A survey has been completed, the first hydrology analysis has been done, and the culvert crossings are being looked at. They are looking at the downstream effects of the Villebois development.
    - The events that they are using for the analysis go beyond current City requirements. They are looking at the 100-year event down to the 5-year event. They are also looking at the 90% event; the constant impact on downstream receiving tributaries. It is important to Villebois LLC that constant rainfall be retained with Villebois facilities so that the 90% of the time, the impacts to the downstream receiving bodies do not see the effect of the development.
    - Villebois, LLC will meet every test of flood control and storm drainage through the use of detention facilities with controlled releases. The releases have to be at or below the capacity of the downstream facilities even if the facilities such as the culverts have to be replaced and upgraded so that they have adequate capacity.
    - Part of the Boeckman Road extension will included the study of the 100-year floodplain. The downstream analysis that they are doing, and the downstream analysis that is being done for the Boeckman Road extension across Coffee Lake Creek, will have the answers regarding downstream impacts and the required upstream improvements, and will be a part of the infrastructure requirements.

Commissioner Hinds asked staff to clarify that the Concept Plan is not a detailed plan of everything that is going to happen in Villebois, as some of the testimony presented tonight was specific in nature and other testimony pertained to things outside of the Villebois planning area.

- Commissioner Hinds asked if the Commissioners' concerns could be addressed at the next meeting. Ms. Collins stated that this could happen and explained that staff's recommendation is to continue the Public Hearing to March 12, 2003 for more testimony and for answers to the questions asked thus far. Staff recommendations and findings will also be presented at the March 12, 2003 meeting. There will be written responses to all of the questions from tonight.
- Ms. Collins explained that Mr. Johansen was available to explain staff's definition of concurrency.

There was a discussion about whether to adjourn the meeting at this time. Commissioner Ludlow asked those in the audience if they wanted the meeting to continue so that they could hear answers to the questions posed during the public testimony. Two people indicated that they would like to continue.

There was consensus to set an adjournment time of 10:20 p.m.

Mr. Kadlub left the meeting. Mike Ragsdale, Project Manager, joined Mr. Iverson and Mr. Palmer in answering questions.

Sheri Young testimony (continued)

- Mr. Ragsdale explained that the Villebois development will participate with the approximately \$100 million off-site costs for the infrastructure that will be impacted by the Villebois development; a combination of sewer, water, and transportation improvements. In some cases, Villebois won't be the major contributor to the infrastructure capacity increases, but they do need to be funded.
  - Villebois, LLC is working on a combination of funding sources where the private developers will be paying approximately \$50 million for their infrastructure costs. This cost may relate to nearly 100% of onsite costs. The additional \$50 million will be a package of different funding techniques including Urban Renewal funding, State and Federal funding and other types of funding.
    - If Villebois, LLC cannot get the other kinds of funding, then they cannot attain concurrency for the entire development to fund the projects.
    - Identification of funding sources is ongoing.
- Commissioner Ludlow questioned about Ms. Young's concern about those property owners that have not agreed to be part of the Villebois, LLC.
  - Ms. Collins explained that the Young property, LEC, and the Jones property are considered for this refinement of DATELUP because these properties were included as part of the adopted study area for DATELUP. The land acreage comparison between DATELUP and the *Villebois Village Concept Plan* needs to be the same. It is 520 acres to 520 acres.
    - The *Villebois Village Concept Plan* is the most generalized plan. The Concept Plan, if adopted, does not affect the permitted uses, the zoning, or the Comprehensive Plan Map designation on the three properties. It needs to be real clear that if those property owners wish to change uses or to be part of this Concept Plan in the future,

it would be their right and privilege. The Young, LEC and Jones property will not be included in the consideration for the 02PC07C Comprehensive Plan Map amendment.

- Ms. Collins suggested that there is no violation of the City's planning and zoning regulations by including the Young, LEC and Jones properties in the *Villebois Village Concept Plan*.
- Commissioner Wortman asked if the Young and Jones properties were part of the 197 net developable acres? Ms. Collins answered that they were not.

Tim Knapp testimony:

- Commissioner Hinds asked how the Concept Plan and the resulting roads to be built to accommodate Villebois reconnect the east and west sides of Wilsonville?
  - Mr. Ragsdale explained that Villebois, LLC was trying to address solutions to the transportation problems. One of the requirements of Villebois will be the improvements to the Wilsonville Road/I-5 interchange.
- Commissioner Wortman referred to Figure 3 "Concept Composite Land Use Plan" map in the *Villebois Village Concept Plan* and stated that this map indicates density proposals for Villebois development. He noted that the Village apartments are indicated as 20 to 24 dwelling units per acre and the Condos are 51 dwelling/acre which are 2 to 2 ½ times the density of apartments. He asked that this concept be explained.
  - Mr. Iverson explained that parking controls the density. When there is a density of 20 units/acre, then parking is on grade. When there is a density of 50 unit/acre, parking is under the buildings; acreage is not being taken up by parking.
- Commissioner Wortman suggested that affordable housing was a goal in DATELUP, and asked how affordable housing is addressed in the Villebois development.
  - Mr. Ragsdale explained that affordable housing is addressed in two manners; unit size and subsidized programs.
    - Villebois, LLC has not explored tax break programs, but intends to pursue this opportunity.
    - Villebois, LLC will have smaller units that are labeled as affordable. There will be units of 800 sq. ft. or less in the more dense areas. There will also be "carriage" units over garages in the residential areas.
- Commissioner Wortman suggested that affordable housing in DATELUP was for ownership of homes, not affordable apartments. He asked if Villebois would have what a reasonable person would consider to be affordable houses.
  - Mr. Iverson stated that specific costs are unknown at this time, but diversity is the key to affordability. Single-family homes are not the only housing unit that will be for sale. He suggested that the market indicates that there is a demand for "for sale" units, and Villebois will have affordable units.
  - Commissioner Wortman noted that there are people who work in Wilsonville who cannot afford to live in Wilsonville.
  - Mr. Ragsdale explained that Villebois, LLC does not have the housing cost numbers yet, but when 02PC07 and 02PC08 and the development applications are before the City, they will be required to have more specificity in order to answer affordability questions.
- Commissioner Ludlow suggested that there could be tax abatements with Urban Renewal. He asked if subsidies were similar to tax abatements.

- Mr. Ragsdale explained that they have not looked at tax abatements as a strategy. They have contemplated federal tax programs that are available for developers for bringing rent and sale prices down.
- Commissioner Hinds referred to Mr. Knapp's comments about the upscale appearance of the Villebois concept and asked if the commercial village center and parks would be exclusive to Villebois residents.
  - Mr. Ragsdale stated that Villebois, LLC will actively try to attract people from outside of Villebois. In order to attain vibrancy of a true village center, people from the outside have to come in.
  - Mr. Iverson suggested that it is hoped that the neighbors south of Villebois will be regular visitors to Villebois amenities. He discussed how Orenco Station is considered as a destination for others not living there.
- Commissioner Ludlow referred to Mr. Knapp's concern about equity regarding flex space and mixed-use areas. He noted that Villebois is proposing more of such spaces than what is currently allowed in the City. He asked that if flex space and mixed uses would be assigned to urban villages and not to existing zoning.
  - Mr. Ragsdale explained that Villebois, LLC, in consultation with City staff, decided to limit the zoning issues to the Villebois Village. Villebois, LLC will be coming to the Planning Commission with zoning requests to allow this concept to be built. The City can decide if they wish to apply the zoning to other areas of city.

Lonnie Gieber testimony:

- Commissioner Ludlow asked for a response regarding Mr. Gieber's testimony about the economic impact that Villebois will have on Wilsonville. Mr. Ragsdale explained:
  - Villebois, LLC will not be seeking General Obligation bonds, which would increase property taxes, to fund its development.
  - Villebois, LLC is trying to develop strategies where the development pays for all the infrastructure needs that are possible with the assistance of an Urban Renewal financing technique.

Commissioner Ludlow questioned about the jobs/housing imbalance that exists in Wilsonville. He asked for assurance that the Villebois housing will house people employed in Wilsonville; how will Villebois, LLC guide people who work here to live here.

- Mr. Ragsdale explained that Villebois, LLC cannot provide assurances about who is going to buy and rent in Villebois.
  - He suggested that as the freeway becomes more congested, and other road conditions become more severe, more people who work in the nearby job market will want to be living close to the place of employment.
  - The people who have been contacting Villebois, LLC and are indicating that they want to move here are people who already live in Wilsonville and/or already working in Wilsonville.
  - Significant studies about where people live in relation to where they work indicate that a lot of people do not want to live closer than two or three miles to their job.
- Mr. Iverson stated that when they built the Orenco Station, they went to Intel to make Intel workers aware of the opportunities of Orenco Station. The surveys that they did with Intel people helped to develop the homes that were built.
  - Mr. Iverson suggested if people live close to mass transit, resulting in lower car costs would assist with the affordability of living in Villebois.

Commissioner Ludlow moved to continue 02PC06 to March 12, 2003 at 7:00 p.m.  
Commissioner Wortman seconded the motion, which carried 6 to 0.

**VI. ADJOURNMENT**

The meeting adjourned at 10:22 p.m.

Respectfully Submitted,

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Linda Straessle, Planning Secretary

**Entered into the record at the February 20, 2003 Planning Commission Meeting.**

**Exhibit 17: A Flood Hazard Boundary map from the August 9, 2000 Planning Commission meeting packet for 00PC03 Natural Resource Plan. (Sheri Young)**

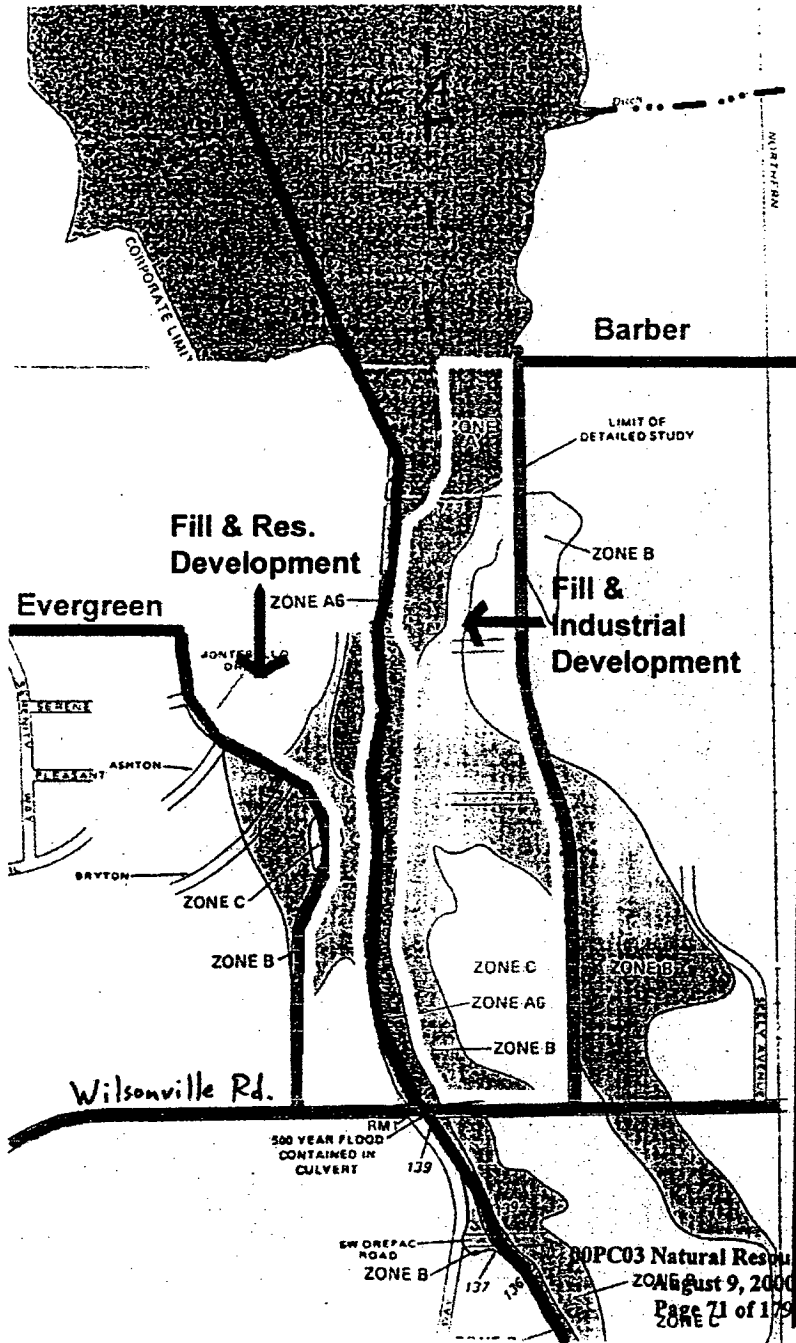
**Exhibit 16: The 2001 City of Wilsonville and Wilsonville Chamber of Commerce Street and Area Map with a suggested construction truck route indicated on it. (Nancy Downs)**

**Exhibit 15: Written copy of Bob Weaver's oral testimony, dated February 20, 2003**

**Exhibit 14: A Resolution of the Wilsonville Chamber of Commerce Board of Directors dated February 19, 2003. (Doris Wehler)**



# Exhibit 17



| ZONE   | EXPLANATION                                                                                                                                                                                   |
|--------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A      | Areas of 100-year flood; base flood hazard factors not determined.                                                                                                                            |
| A0     | Areas of 100-year shallow flood; base flood hazard factors are between one (1) and three (3); elevations are shown, but no other factors are determined.                                      |
| AH     | Areas of 100-year shallow flood; base flood hazard factors are between one (1) and three (3); elevations are shown, but no other factors are determined.                                      |
| A1-A30 | Areas of 100-year flood; base flood hazard factors determined.                                                                                                                                |
| A99    | Areas of 100-year flood to be protected by a flood protection system under certain conditions and flood hazard factors.                                                                       |
| B      | Areas between limits of the 100-year flood; or certain areas subject to flooding with average depths less than the contributing drainage area; or areas protected by levees (Medium shading). |
| C      | Areas of minimal flooding. (No shading).                                                                                                                                                      |
| D      | Areas of undetermined, but potential, flooding.                                                                                                                                               |
| V      | Areas of 100-year coastal flood action; base flood elevations are not determined.                                                                                                             |
| V1-V30 | Areas of 100-year coastal flood action; base flood elevations are determined.                                                                                                                 |

### NOTES TO USER

Certain areas not in the special flood hazard boundary may be protected by flood control structures.

This map is for flood insurance purposes and does not necessarily show all areas subject to flooding. It does not show all planimetric features outside special flood hazard boundaries.

Coastal base flood elevations apply only to areas shown on this map.

For adjoining map panels, see separately published panels.

INITIAL IDENTIFICATION  
MARCH 29, 1974

FLOOD HAZARD BOUNDARY MAP  
AUGUST 6, 1976

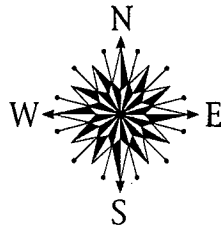
BOPC03 Natural Resources Plan  
August 9, 2000  
Page 21 of 179  
SOURCE: Flood Insurance Rate Study  
410025-0002-13 Jan. 6,  
1975-0004-1 E.R. 11

Nancy Down

# Exhibit 16

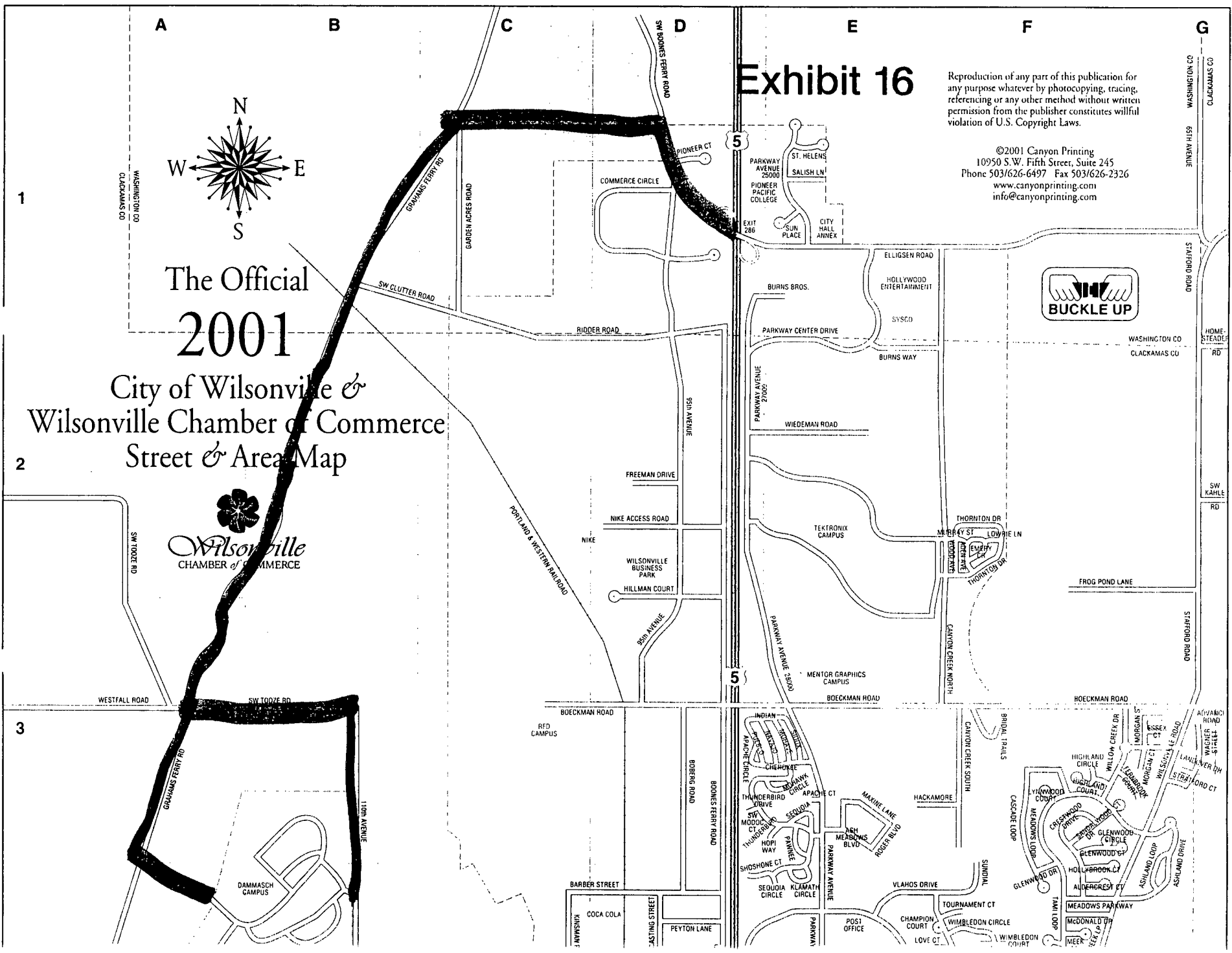
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## The Official 2001

### City of Wilsonville & Wilsonville Chamber of Commerce Street & Area Map



Feb. 20, 2003

## Exhibit 15

To the Wilsonville Planning commission in reference to the Villebois  
Development project.

Will the development of Villebois require an increase capacity on the sewage plant and who is paying for it? Will the increase require a bond and increase in property taxes.? Should the Villebois development also be responsible for that part of the development fees?

Has the City Council and or the Mayor obligated the City to pay for infrastructure for the Villebois project, such as road improvements, lighting, intersections, water, and sewer?

In light of the size of the Villebois project, what will the use of urban renewal dollars do to the home owners property taxes?

Thanks for your commitment and hard work, in reviewing this project.

Bob Weaver  
7058 SW Hollybrook Ct  
Wilsonville OR 97070



## Exhibit 14

### RESOLUTION of the WILSONVILLE CHAMBER OF COMMERCE BOARD OF DIRECTORS

The Board of Directors of the Wilsonville Chamber of Commerce recognizes the tremendous benefits that a well-managed urban renewal district will provide to the continued economic development of the community.

The Board therefore endorses and encourages the use of the urban renewal mechanism to assist the City in creating both the currently needed infrastructure and the additional infrastructure needed to support the ongoing growth of Wilsonville.

The Board strongly recommends the creation of two new urban renewal districts: one to assist in the needs for the development of the Villebois area while protecting livability for current residents, and one to assist in correcting the substandard public facilities and connectivity in the Old Town area. The Board strongly recommends that priority be given to building those portions of the Transportation Systems Plan "Base Network" which are not believed to be eligible for full funding from outside sources.

The Board further calls upon the City to enhance opportunities for meaningful public input into the urban renewal decision-making process. To accomplish this, the Board recommends that the City create an Urban Renewal Advisory Committee composed of representatives of various citizen/stakeholder groups.

Approved unanimously, February 19, 2003.

Submitted by:  
Brit Adams  
Executive Director  
Wilsonville Chamber of Commerce

**Staff Report dated February 13, 2003 for the February 20, 2003 Special Planning Commission meeting with attachments:**

- A. Lists of Property Owners and Affected Agencies**
- B. Milestones of the DATELUP Process**
- C. Villebois Public Outreach Summary**
- D. City Reference Documents**

City of

**WILSONVILLE**  
in OREGON

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**WILSONVILLE PLANNING DIVISION**  
**Wilsonville Planning Commission**  
**STAFF REPORT**

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**HEARING DATE:** February 20, 2003

**DATE OF REPORT:** February 13, 2003

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**APPLICATION NO.:** 02PC06

**REQUEST:** Adoption of the *Villebois Village Concept Plan* (File No. 02PC06A), a conceptual land use plan to guide creation of a phased development generally described as a mixed-use urban village (residential/commercial) that integrates land use, transportation, and natural resource elements, providing approximately 2300 housing units. The *Villebois Village Concept Plan* is proposed as a refinement to Wilsonville's Dammasch Area Transportation-Efficient Land Use Plan (DATELUP).

**LOCATION:** Approximately 520 acres bounded on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen, and west to the current City limits.

**LAND USE DESIGNATIONS:** Wilsonville Comprehensive Plan Map Designations: Area of Special Concern "B", "Public Lands," "Industrial"; Clackamas County Comprehensive Plan Map Designation: "Agricultural"

**ZONING DESIGNATIONS:** Wilsonville Zone Map Classifications: "Public Facilities," "Residential-Agricultural Holding"; Clackamas County Zone Map Classification: "Exclusive Farm Use"

**APPLICANT:** City of Wilsonville and Costa Pacific

**PROPERTY OWNERS:** See Attachment A.

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**CRITERIA:** **Dammasch Area Transportation-Efficient Land Use Plan, Adopted Conceptual Plan**

## **City of Wilsonville Comprehensive Plan**

### **Citizen Involvement**

- Goal 1.1, Policy 1.1.1
  - Implementation Measures 1.1.1.a-h
- Goal 1.2, Policy 1.2.1
  - Implementation Measures 1.2.1.a-c
- Policy 1.3.1
  - Implementation Measures 1.3.1.b

### **Urban Growth Management**

- Urban Growth Boundaries
  - Goal 2.1, Policy 2.1.1
    - Implementation Measures 2.1.1.a-f
  - Policy 2.2.1
    - Implementation Measures 2.2.1.b,f,h
- Public Facilities and Services
  - Goal 3.1
    - Implementation Measure 3.1.1.a
- Timing – Concurrency Issues
  - Policy 3.1.2
- Paying for Needed Facilities and Services
  - Policy 3.1.3
- Roads and Transportation Plan
  - Implementation Measures 3.1.6.a, c, e, o, s, t, aa, bb
- Storm Drainage Plan
  - Implementation Measures 3.1.7.d, i.-j
- Parks/Recreation/Open Space
  - Policy 3.1.11
    - Implementation Measures 3.1.11.a, b, d-g, i- k, o, p, s

### **Land Use and Development**

- General Development
  - Goal 4.1
    - Implementation Measure 4.1.1.k
- Commercial Development
  - Implementation Measure 4.1.2.g
- Residential Development
  - Implementation Measures 4.1.4.b-d, 1, o, p, t, x, y
- Environmental Resources and Community Design
  - Implementation Measures 4.1.5.a, c, e, h-m, r, t, z, aa-cc, ff-hh
- Area of Special Concern B

**City of Wilsonville Planning & Land Development  
Ordinance**

Sections 4.008-4.030, 4.032(.01)(B), 4.033(.01)(B)  
4.198 (A-D)

**Metropolitan Service District**

2040 Functional Plan Titles 1-3, 7, 11

**State of Oregon**

Statewide Planning Goals & Guidelines #1, 2, 5-14  
Oregon Revised Statute 426.508;

**STAFF REVIEWERS:**

Barbara Coles, Maggie Collins

**DESCRIPTION OF ACTION:**

Adopt the Villebois Village Concept Plan, a refinement to the Dammasch Area Transportation-Efficient Land Use Plan, as an ancillary document to the Wilsonville Comprehensive Plan

**ATTACHMENTS & EXHIBITS:**

See last page of this Report. Oversize exhibits and attachments are available for review in the Planning Department and will be presented at the public hearing.

**BACKGROUND:**

**Note:** At the time of this writing, Findings and Staff Recommendation were not yet completed.

**A. History**

See Attachment B. The *Villebois Village Concept Plan* culminates a process begun in 1995 to address a continuing interest by the City in the use and development of the former Dammasch Hospital site and surrounding properties. The State-owned former Dammasch State Hospital complex, originally constructed between 1958 and 1961, was vacated in July 1995. Shortly afterward, the DATELUP (Dammasch Area Transportation-Efficient Land Use Plan) planning effort was launched, which resulted in a plan to establish an urban village on the 198-acre State-owned site and an additional 322 acres of surrounding properties. DATELUP was developed in conjunction with a range of important public and private groups, including the area's property owners. The City of Wilsonville, Metro regional government, and several Oregon agencies (Department of Administrative Services, Division of State Lands, Mental Health and Developmental Disability Service Division, Department of Transportation, and Department of Land Conservation and Development) entered into a Memorandum of Understanding in January 1996, which called for master planning of the area that was to be described as "Area of Special Concern B" in the Wilsonville Comprehensive Plan.



Many public workshops were held during a five-month period to get feedback and input from citizens. In 1996 the City Council unanimously adopted DATELUP by resolution, establishing a concept plan for the study area. DATELUP was never adopted by ordinance and made a part of the City's Comprehensive Plan or Development Code. However, the Comprehensive Plan references DATELUP on the Comprehensive Plan Map and discusses it in the section on Area of Special Concern B. These references require development in Area B to conform to DATELUP as it may be amended.

Metro subsequently incorporated the land into the Urban Growth Boundary in 1999, designating the property for urban development. The State, as owner, initiated a public competitive process for selection of a master developer for the property. The City participated in this competitive process. The Request For Proposal called for developer proposals to include purchase of the Dammasch property from the State and to develop the entire DATELUP area. Villebois LLC was selected by the State and the City to purchase the Dammasch property and serve as the master developer for the DATELUP area.

Villebois LLC and the City are developing agreements to assure the phased financing and development of the property. A Memorandum of Understanding between the City and Villebois LLC regarding Villebois development identifies key project objectives: Diversity, Connectivity, Sustainability, Market Sensitivity, and Transit Orientation. The goal of the project is "To develop a mixed-use urban development that supports the regional and City land use plans. It is understood that the following should be included:

- A plan for a minimum residential development of 2,300 units,
- Assurance that housing would be provided for special needs and a variety of income levels,
- Transportation alternatives to the automobile using transit, bikeways and effective land use planning to reduce total vehicle trips,
- Build a pedestrian-friendly community,
- A village center that incorporates transit oriented development,
- A financially feasible project model,
- The private funding for infrastructure must allow for an appropriate return for the developer and landowners,
- Incorporation of the community health housing goals into the development,
- A community consistent with the Governor's Quality Development Objectives and the Governor's Livability Initiative,
- Protection of natural resources and provision of green spaces and other public spaces including a public school, and
- Method of directing and controlling architectural standards for the development."

Costa Pacific Communities has prepared the *Villebois Village Concept Plan* on behalf of Villebois LLC, as an update and refinement of DATELUP. It will be reviewed by a variety of interested parties, including the citizens of Wilsonville, the Wilsonville Planning Commission and City Council, Wilsonville staff, other elected officials, state

officials and other stakeholders. The adoption of the proposed Villebois Village Concept Plan begins with a series of public hearings before the City's Planning Commission and City Council beginning in February 2003.

### **B. The Application Process**

Several steps are outlined as follows:

#### Villebois Village Concept Plan (Application No. 02PC06):

Costa Pacific, serving as the "master planner," has developed two documents for DATELUP refinement. The first is a large background document titled "Villebois Village Plan," November 27, 2002. The second is a summary of the background data titled "Villebois Village Concept Plan," February 14, 2003. The *Concept Plan* (Planning Application #02PC06A) includes illustrative maps, figures and text that depicts the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for the Villebois plan area. It will guide the creation of a master plan for development. It serves as the focus of this Staff Report.

#### Villebois Village Master Plan and Associated Comprehensive Plan Text and Plan Map Amendments (Application No. 02PC07):

Includes illustrative maps, figures and text that depict proposed land uses, natural resources, transportation and public facilities infrastructure. Additional information will include street sections, phasing plan and composite utilities plan. A Plan Map amendment will add the "Residential-Village" designation to many portions of the planning area.

#### Villebois Village Zone Text (Application No. 02PC08):

Applies to land within the Residential-Village Comprehensive Plan designation. The Village Zone is the implementing tool for the Plan designation and is proposed to be administered in accordance with the goals and concepts of the adopted *Villebois Village Concept Plan* and Villebois Village Master Plan.

#### Villebois Village Specific Area Plans:

Advanced engineering and planning documents that will coordinate the development of grading, drainage, streets, utilities, and related infrastructure throughout the Village Master Plan area. Each Specific Area Plan will conform to the goals, concepts and standards of the Villebois Village Master Plan.

#### Final Development Plan(s):

Detailed development plan for a single phase or multiple phases of development within an adopted Specific Area Plan. This plan will conform to the goals, concepts and standards of the Specific Area Plans and the Villebois Village Master Plan.

Villebois is proposed to be developed over a period of seven to 12 years. Phasing will be determined by several factors, including response to market analysis and market conditions, availability and capacity of existing utilities and infrastructure, and timing of

road improvement approval and funding. Current projections anticipate that grading will begin for Phase One in the summer of 2003.

## **SUMMARY OF ISSUES:**

### **A. Why Villebois?**

The *Villebois Village Concept Plan* helps address the challenges of a City faced with increased growth and changing dynamics. It plans for a significant expansion of the City of Wilsonville in a non-urban sprawl pattern. It proposes the best potential for an area of underutilized land. Finally, it fulfills the requirements of both the Comprehensive Plan and the Oregon Revised Statutes to redevelop the Dammasch property and surrounding area as a new mixed-use neighborhood consistent with the Dammasch Area Transportation Efficient Land Use Plan as it may be amended.

A rationale for a refinement review follows:

- Housing Need – Wilsonville has experienced rapid growth in the past 20 years. Commercial and industrial development has out-paced residential development so that a significant imbalance exists between the number of jobs and available housing. According to the 2000 Census, there were 18,530 jobs in Wilsonville with a population of 13,991 housed in 5,937 dwelling units. People must commute to Wilsonville for jobs. There is a need for new local housing.
- Natural Features and Resources – The Villebois area is home to significant natural resources and open space that have value to the people of Wilsonville. It is usually very difficult to protect and enhance such natural features as a large area develops due to haphazard patterns and styles of development. However, the *Villebois Village Concept Plan* allows those resources and areas to be identified, protected, and enhanced as much as possible while the area is still being urbanized. This balancing act could not occur without a comprehensive, detailed planning process for the area, done in cooperation with the property owners, and focusing on mixed uses and denser residential areas.
- Opportunity for Master Planning – Building complete communities requires large tracts of land and the opportunity to master plan as stated above. Both exist with Villebois. A system of well integrated land uses, the infrastructure necessary to efficiently and effectively support those land uses, and the preservation and enhancement of natural resources are illustrated as a coordinated effort through the *Villebois Village Concept Plan*. The degree and quality of integration could not be achieved without this opportunity to comprehensively view the entire area.
- Best Use of the Land - The Dammasch Hospital lands and surrounding area are all within the City's Urban Growth Boundary and designated for future urbanization. Yet, they are underutilized for urban purposes at this time. There is potential for many uses on a site this size. The *Villebois Village Concept Plan* presents a notion of a complete neighborhood incorporating a variety of land uses and housing opportunities, commercial uses, employment, open spaces and natural

resources, a school site and connections to other schools, all tied together with a circulation system supporting alternative modes of travel. This is a preferable alternative compared to other urban uses such as industrial or institutional as it is more productive and helps best meet the City's goals and needs.

- Regional Goals -- The Metro 2040 plan is based on minimizing the need for expansions of the Urban Growth Boundary by encouraging new developments with higher densities and greater livability within the Boundary.
- Amenities for All Residents – Many citizens of Wilsonville have expressed a desire to redevelop the former Dammasch Hospital area with amenities available to all residents. The *Villebois Village Concept Plan* anticipates many amenities, such as the preservation and enhancement of the Coffee Lake Basin; the creation of a trail system linking the Tonquin Scablands with the Wilsonville Tract which flows through the Villebois neighborhoods; a new Village Center with civic and mixed-use commercial/residential uses; a site set aside for a new school; significant open space and parks dedicated to both active and passive uses; and restoration of the principal Dammasch building to productive use (these facilities currently stand vacant and continue to deteriorate).
- Transportation Improvements – Citizens have a continuing interest in developing more and better connections between the east and west sides of Wilsonville. Although the number of automobiles in use will increase as a result of this development, Villebois can benefit the community by being the catalyst to develop significant traffic improvements that will not only handle the traffic it generates, but help to resolve existing and future traffic issues. The Boeckman Rd. and Barber Rd. east/west extensions, the Kinsman Rd. north/south extension, improvements to the Wilsonville/I-5 Interchange, many smaller street projects, as well as the extension of additional SMART service into the Villebois area, are triggered by the Villebois project and will serve all of Wilsonville.
- Infrastructure Financing – Villebois is the threshold development that can facilitate needed Westside improvements. The *Villebois Village Concept Plan* carries with it a Finance Plan. This Finance Plan incorporates a refined capital improvements program for street, sewer, water, storm, and parks improvements. It is designed to meet the area's needs for the next 20 years. The Finance Plan also lays out strategy for funding the improvements using a variety of private and public sources. Without Villebois, it would have been difficult to master plan many of these needed improvements. The unique, new-urban community nature of Villebois is serving to attract outside funding that otherwise would probably not be available.

- Fulfilling DATELUP (Building a plan to re-use public lands). – The Dammasch Area Transportation Efficient Land Use Plan (DATELUP) was developed first to envision a desired future for the Dammasch Hospital lands and surrounding area, and then, second, to show there was a preferable alternative to siting a prison at Dammasch. After its approval in 1996, both State and Local policy dictated that DATELUP is the standard by which future planning and development in the area will be measured. ORS 426.508 requires that development be consistent with DATELUP. The City of Wilsonville Comprehensive Plan requires that all development conform to DATELUP as it may be amended. The *Villebois Village Concept Plan* updates and refines the concepts and designs within DATELUP and proposes to serve as an “amendment” of DATELUP.

### **B. Definition of a Conceptual Land Use Plan**

The Wilsonville Comprehensive Plan does not define or provide specific direction for conceptual plan elements. For the purpose of this staff report, the following description is used: *A conceptual land use plan addresses the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for a study area. It uses a pictorial presentation to show the ultimate development layout of a site, which may be developed, in successive stages or subdivisions. A conceptual plan need not be completely engineered, but it should have sufficient detail to illustrate the site's inherent features and probable development pattern.*

The DATELUP Adopted Conceptual Plan (Chapter 9) was seen to “meet the objectives of minimizing land use conflicts and connecting the proposed community with the natural beauty of the existing landscape”. It illustrated design principles such as street configurations, parcel uses, and open space preservation in order to provide a perspective of the built-out area. The Adopted Conceptual Plan responded to the Wilsonville community’s need for housing a growing population in a variety of ways: creating alternative circulation routes from west Wilsonville; providing maximum opportunity for viable mixed-use retail development; respecting existing natural conditions; providing opportunities for affordable housing; contributing to the overall character of Wilsonville; and respecting surrounding property values and land uses.

The implementation strategy noted that, “The adopted *conceptual* plan [would be] refined by the land developer(s) and the City.” It recognized that the “plan is not intended as a binding document stipulating the form of future development in detail. Changes will occur as the plan is implemented. Some desired changes may include minor boundary adjustments.” Updated concepts of proposed development through illustrative maps showing conceptual integration of land uses, transportation and natural resources are found in the *Villebois Village Concept Plan*. See Findings.

### **C. Comparative Design Concepts.**

The DATELUP Adopted Conceptual Plan and the *Villebois Village Concept Plan* both cover the same approximately 520 acres. By including mixed-use/commercial areas,

both designs endorse a tenet of “complete community” design, that of making available commercial, employment and recreational features close to places of residence.

Residential density has increased from 10 dwelling units (DU) per acre in DATEUP to 12.1 DU per acre in the *Concept Plan*, primarily because the amount of developable land has decreased from 225 acres identified in DATELUP to approximately 196 in the *Concept Plan*. This change has resulted from an increase in the amount of protected natural resource land. The requirement for 2,300 housing units has been preserved. The *Concept Plan* proposes a wider choice of housing types, sizes, and densities, thereby increasing affordable housing opportunities.

The major urban element of DATELUP is a commercial core surrounded by residential uses linked through a street grid system. The *Villebois Village Concept Plan* differs by showing a smaller commercial core center that serves as an anchor for three residential neighborhoods linked through a modified street grid system. Potential for a “commercial focus” is shown for each neighborhood area.

Both plans utilize existing natural features and open space. In addition, the *Concept Plan* proposes four neighborhood parks, 10 pocket parks, a Park Block, Central Plaza Park, and a Hilltop Park. DATELUP proposed three neighborhood parks and another in the Village Center. Both plans show a public school site, and identify connective transportation networks.

#### **ATTACHMENTS:**

- A. Lists of Property Owners and Affected Agencies
- B. Milestones of the DATELUP Process
- C. Villebois Public Outreach Summary
- D. City Reference Documents

## ATTACHMENT A

### Property Owners

| <u>Owner</u>                    | <u>Tax Map/Tax Lot</u> |
|---------------------------------|------------------------|
| Bischof, Edward                 | T3SR-31W15-01101       |
|                                 | T3SR-31W15-01100       |
| Bischof, Donald                 | T3SR-31W15-00100       |
| Lund, Sharon                    | T3SR-31W15-00190       |
| Chang, Victor                   | T3SR-31W15-00800       |
| Chang, Ju-Tsun                  | T3SR-31W15-00900       |
| Tseng, Freddie                  | T3SR-31W15-01000       |
|                                 | T3SR-31W15-00700       |
| Dearmond, Thomas                | T3SR-31W15-00300       |
| Fasano, Louis                   | T3SR-31W15-00390       |
| Fasano, Margaret                | T3ST3SR-31W15-00380    |
| Kirkendall, Matthew and Valerie | T3SR-31W15-00501       |
| Klienstuber, James and Lisa     | T3SR-31W15-01600       |
|                                 | T3SR-31W15-01591       |
| Living Enrichment Center        | T3SR-31W15-02800       |
| Nims, Jay and Theresa           | T3SR-31W15-01203       |
| ODAS                            | T3SR-31W15-02900       |
| Piculell, Arthur and Dee        | T3SR-31W15-00502       |
|                                 | T3SR-31W15-00490       |
|                                 | T3SR-31W15-00500       |
|                                 | T3SR-31W15-00400       |
| Rumpf, Steven and Geraldine     | T3SR-31W15-01205       |
|                                 | T3SR-31W15-01200       |
| Sims, T. Dwight                 | T3SR-31W10-01480       |
| Sims, Theodore                  | T3SR-31W10-01490       |
| Taber, Charles and Carolyn      | T3SR-31W15-01202       |
| Metro                           | T3SR-31W14B-00802      |
|                                 | T3SR-31W15-00280       |
|                                 | T3SR-31W15-00200       |
|                                 | T3SR-31W15-00290       |
| City of Wilsonville             | T3SR-31W14B-00801      |
| Young, Marlene                  | T3SR-31W14B-00800      |
| Young, Sherilyn                 |                        |
| Young, David                    |                        |

**AFFECTED STATE OR FEDERAL AGENCIES, LOCAL GOVERNMENTS OR  
SPECIAL DISTRICTS:**

Oregon Department of Environmental Quality  
Oregon Department of Transportation  
Oregon Department of Administrative Services  
Oregon Department of Land Conservation and Development  
Oregon Division of State Lands  
Oregon Water Resources Department  
Oregon Mental Health and Developmental Disability Service Division  
Oregon Housing and Community Services  
State Housing Council  
Coffee Creek Correctional Facility  
Bonneville Power Administration  
City of Wilsonville  
City of Tualatin  
City of Sherwood  
Clackamas County  
Washington County  
Tri-Met  
Metro  
Tualatin Valley Water District  
Sherwood School Dist  
West Linn/Wilsonville School District 3JT  
Tualatin Valley Fire and Rescue



## ATTACHMENT B

### Milestones of the DATELUP Process

**April 1991** – The City entered into an Urban Growth Management Agreement with Clackamas County agreeing to a Dual Interest Area for unincorporated land adjacent to the City outside the Urban Growth Management Boundary (UGMB) and the Urban Growth Boundary (UGB), which at that time included Area of Special Concern B. The County is to adopt City land use plan designations for all unincorporated lands within the UGMB.

**1958-1961** – The Dammasch Hospital complex (approximately 190 acres) was built by the State of Oregon as a mental hospital. The Oregon Mental Health and Developmental Disability Service Division (MHDDSD) own the site, buildings, and other improvements. The hospital was vacated in July 1995 and subsequently declared surplus to the needs of MHDDSD.

**Jan. 1996** – The City is a signatory (along with several agencies of the State of Oregon and Metro) to a Memorandum of Understanding to cooperatively prepare a plan for the future disposition and development of the Dammasch site that addresses issues and concerns of mutual interest. The agreement recognized that the City desired a type of development that complemented existing and planned development especially on land adjacent to the south, east, and north. The agreement set out the interests, roles and responsibilities of the signatories. The City of Wilsonville desired:

1. A master Plan for the Dammasch Plan Area that assures effective redevelopment of the Dammasch Site into a use or uses that implement the Metro 2040 Concept and, if feasible, achieved some renovation and reuse of existing building on the Dammasch Site;
2. A transportation plan that assured local circulation without principal reliance upon the Interstate Highway, accommodated pedestrian, bicycle and transit trips, and was consistent with trip reduction and other provision of the Transportation Planning Rule; and
3. Resulted in revised urban growth and city boundaries that accommodated the best use of the Site within the criteria of the Metro 2040 Concept.

The City's responsibilities included:

1. Prepare a Master Plan for the Dammasch Plan Area that addresses land use designation and uses, development regulations and public facilities and services requirements;

2. Determine the preferred option for adequate transportation service to and from the Site considering, first, traffic circulation within the City and, second, access to the interstate highway (I-5);
3. Adopt land use plan and regulation amendments to implement the Dammasch Master Plan;
4. Involve other units of governments, including, but not limited to, Clackamas County, and private sector or non-profit interests as needed to complete the planning process; and
5. Inform a Task Force of State agencies when the City engages State agencies in the Dammasch Master Plan planning process.

The signatories agreed to strive for completion of a Master Plan for the Dammasch Area before February 1997. Development of a conceptual master plan began.

1996 – DATELUP is developed through an extensive public involvement process involving citizens and governmental stakeholders during workshops and open houses. See the discussion on the Concept Master Plan for a discussion of key features.

**November 13, 1996** - The Wilsonville City Council voted to accept the recommendation of the City Planning Commission (Resolution No. 96PC16) that the Dammasch Area Transportation –Efficient Land Use Plan (DATELUP) be adopted in concept and directed that the necessary steps be taken to implement its plan for the redevelopment of more than 500 acres both around and including the old Dammasch Hospital site as an “urban village”. The Council found that after considering all relevant public testimony, implementation of the plan would assist the City, Clackamas County, Metro, and the State of Oregon in achieving the Statewide Planning Goals and the Regional Urban Growth Goals and Objectives.

1999 – Oregon Revised Statute 426.508 (*Sale of F.H. Dammasch State Hospital; redevelopment of property; property reserved for community housing*) directed the transfer of the Dammasch Hospital site to the Department of Administrative Services (DAS); the DAS was directed to sell the property and retain from the sale not more than 10 acres to be used for the development of community housing for chronically mentally ill persons. Redevelopment of the real property occupied by the Dammasch State Hospital is to be consistent with DATELUP.

**December 16, 1999** – Metro Ordinance 99-834 amended the Metro UGB to include all lands in the planning area not already within that boundary. It designated development of an urban village with residential densities of 10 units to the acre; regional design types consistent with the City’s special land need for housing and the Metro 2040 Growth concept; and compliance with the requirements of the Metro Urban Growth Management Functional Plan.

**June 7, 2001** – The City of Wilsonville Comprehensive Plan identifies the Dammasch planning area to include more than 500 acres around the old State hospital site to be known as Area of Special Concern “B”. DATELUP is the Master Plan for the planning area and redevelopment of Area B will be required to conform to DATELUP “as may be amended”. The Comprehensive Plan recognizes that some updates to the Master Plan will be needed, the City, Metro, and the State all remain committed to the basic concept of the urban village. “The selection of a qualified developer, and the preparation of a development agreement for all of the affected properties, will be critical to the successful redevelopment of the Dammasch site and adjoining properties.”

**June 22, 2002** – The state initiated a public competitive process for selection of a purchaser and Master Developer for the DATELUP area. In a cooperative process with the City, the State selected Villebois LLC, who entered into a purchase and sales agreement for the 198-acre Dammasch State Hospital site. Villebois LLC was selected in part for its vision of how development of the Dammasch area could promote the goals of diversity, connectivity, sustainability, market sensitivity and transit orientation.

**July 15, 2002** – City Council Resolution No. 1788 authorizes a Memorandum of Understanding with Villebois LLC agreeing to commence the process for Comprehensive Plan amendments, annexation, and zone changes as required.

**September 16, 2002** – City Council Resolution No. 1795 initiates consideration of refinements to DATELUP as a proposed legislative amendment to the City of Wilsonville Comprehensive Plan. The proposed refinements to DATELUP are to be referred to the Wilsonville Planning Commission for public hearing and recommendation. It sets up a process for the involvement of the other government stakeholders. The State statute does not name Villebois LLC as a participant in the development of DATELUP. Therefore, the City Manager is authorized to sign the application form for the proposed amendment.

**December 2, 2002** – The City signs a Memorandum of Understanding with Villebois LLC to develop a mixed-use urban development that supports the regional and City land use plans. It is understood that the following should be included:

A plan for a minimum residential development of 2,300 units;

Assurance that housing would be provided for special needs and a variety of income levels;

Transportation alternatives to the automobile using transit, bikeways and effective land use planning to reduce total vehicle trips;

Build a pedestrian-friendly community;

A village center that incorporates transit oriented development;

A financially feasible project model;

The private funding for infrastructure must allow for an appropriate return for the developer and landowners;

Incorporation of the community mental health housing goals into the development;

A community consistent with the Governor's Quality Development Objectives and the Governor's Livability Initiative;

Protection of natural resources and provision of green spaces and other public spaces including a public school; and

Method of directing and controlling architectural standards for the development.

The Memorandum recognizes Villebois LLC as the lead developer in a cooperative process with the City. It also recognizes that the Villebois Master Plan will result in a revision or modification of DATELUP.

**January 15, 2003** – The Villebois Village Plan is referred to the Wilsonville Planning Commission for consideration as the Master Concept Plan for Area of Special Concern "B"

## ATTACHMENT C

### Villebois Public Outreach Summary

#### **May 13, 2002 – CREST Center**

“Ice Cream Social” Described preliminary concepts, planning process and expectation for Villebois. Input from citizens about what they would like to see in the community. At least 100 people in attendance.

#### **June 24, 2002 – Villebois**

Shared preliminary design concepts developed in response to citizen input from May 13 meeting; gathered additional feedback. Approximately 80 people in attendance.

#### **July 29, 2002 – Villebois**

Update on planning process; opportunity for additional citizen input. Approximately 80 people in attendance.

#### **September 16, 2002 - Villebois**

Master Plan update (submittal to City), transportation issues/roads leading in and out of the development. Approximately 70 people in attendance

#### **October 21, 2002 – Villebois**

Integration of housing in the community for persons with mental illness. Speakers included officials from the state and county mental health programs, a Clackamas County Sheriff's deputy to address concerns about crime, and two individuals currently living in mental health facilities. Approximately 50 people in attendance.

#### **January 13, 2003 – Villebois**

Answered questions about whatever topics citizens wanted to discuss. Included transportation, urban renewal/funding, and planning area. Approximately 55 people in attendance.

## ATTACHMENT D

### REFERENCE DOCUMENTS

Clackamas County – City of Wilsonville Urban Growth Management Agreement (April 25, 1991)

Memorandum of Understanding – Cooperative Planning for the Dammasch Hospital Site Wilsonville Oregon (January 11, 1996)

Dammasch Area Transportation-Efficient Land Use Plan (DATELUP), City of Wilsonville Resolution No. 1332, adopted November 13, 1996

Oregon Revised Statute 426.508 (1999)

Metro Ordinance 99-834 amending the Urban Growth Boundary (December 1999)

A resolution authorizing a Memorandum of Understanding with Villebois LLC, City of Wilsonville Resolution 1788, adopted July 15, 2002

A resolution initiating a Comprehensive Plan Amendment for the Villebois Village Master Plan, a Refinement Plan of the Dammasch Area Transportation Efficient Land Use Plan, City of Wilsonville Resolution No. 1795, adopted September 16, 2002

Memorandum of Understanding with Villebois LLC, December 2, 2002

These documents are available for review at the City Planning Department.

Ordinance No. 553  
Exhibit B



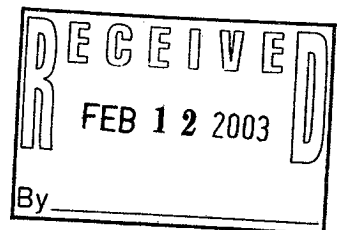
# Villebois

Village Concept Plan



The City of Wilsonville

14 February 2003



**Application No. 02PC06A**  
**Villebois Village Concept Plan**

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*\*Includes definitions of land use types and unique terminology*

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| 2.3I                                  | 8                     | Concept Rainwater Systems Plan               |
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## Executive Summary

This document, the Villebois Village Concept Plan, lays the foundation for an innovative mixed-use community that will include three distinct residential neighborhoods with more than 2,300 homes, a viable commercial and employment core, an interconnected series of roads and trails, and a strong commitment to natural spaces and the environment in the western portion of Wilsonville (see Figure 1 – Site Context). Villebois represents an on-the-ground example of how livability goals outlined by the City of Wilsonville, the Portland metropolitan region, and the State of Oregon can be achieved

The Villebois Village Concept Plan functions as an update and refinement of the Dammasch Area Transportation Efficient Land Use Plan (DATELUP), the City of Wilsonville's 1997 adopted land-use plan within the Comprehensive Plan Special Concern Area B. The Villebois Village Concept Plan is in substantial conformance with DATELUP's adopted conceptual plan.

The City of Wilsonville and Costa Pacific Communities are working in partnership with nearby residents, property owners, and local and regional governments to create a complete, livable, pedestrian-oriented community that will accomplish the goals set forth by DATELUP and be an asset to the City of Wilsonville, the Portland region and the State of Oregon.

The Villebois Village Concept Plan is based on three fundamental, guiding principles:

- *Connectivity* (connections between neighbors, within the village itself, with the rest of the City and with other parts of the region)
- *Diversity* (a vibrant choice of housing styles, a healthy mixture of employment opportunities and offices, types and levels of housing affordability, and a variety of available goods and services)
- *Sustainability* (efficient design, the protection of natural resources and open space, rainwater management and energy conservation)

ORS 426.508, passed in 1997 by the Oregon legislature, authorized the sale of the former Dammasch State Hospital. The statute requires redevelopment of the property to be consistent with the DATELUP adopted concept plan. Villebois meets the State of Oregon Governor's Quality Development Objectives, the goals outlined in ORS 426.508, and will provide a number of benefits to the Wilsonville area, including:

- A better balance of jobs and housing.
- Additional tax base for the City of Wilsonville.
- A surface street plan that contributes to an improved transportation system.
- Employment opportunities.
- Response to regional density goals within the urban growth boundary.
- Careful preservation of important natural areas and open spaces.
- An integral sense of community for everyone.

Villebois will be developed over a period of seven to 12 years. The Villebois team will continue to hold public meetings, participate in discussions, and help resolve issues throughout the planning process.

It is the intent of the Villebois Village Concept Plan, as outlined in the remainder of this document, to shape a village that will be viewed as a shining example of innovation, smart growth and community partnership.

## Introduction

As the Portland region continues to serve as a national leader in the movement toward livable communities, Villebois (which means "village near the woods") stands as an example of how that movement can be put into action. Villebois, as illustrated in this Concept Plan, exemplifies the goals and philosophies that serve as the bedrock for shaping livable communities.

Villebois is located in the area surrounding the former Dammasch State Hospital, identified as "Special Area of Concern B" in the City of Wilsonville's Comprehensive Plan. This site has benefited tremendously from the earlier planning effort of the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP), Wilsonville's 1997 adopted land-use plan for this area. While there will be modifications and updates, the Villebois Village Concept Plan will be in substantial conformance with DATELUP, which calls for:

- A minimum of 2,300 housing units
- A mixed-use commercial center
- A public school site
- Parks
- An interconnected trail system to Coffee Lake Creek and to Metro open space areas

The goals of Villebois, similar to those in DATELUP, are to create an innovative community that will benefit the citizens of Wilsonville, help achieve a balance of jobs and housing in the area, bolster the city's tax base, and move the region closer to its livability goals.

In addition, the plan for Villebois also addresses important community issues such as:

- Meeting the critical housing need for people who work in the community
- Creating alternative circulation routes to and from west Wilsonville
- Providing maximum opportunity for viable mixed-use retail development
- Respecting existing natural conditions
- Contributing to the overall character of Wilsonville
- Respecting surrounding property values and land uses
- Providing community housing per ORS 426.508
- Providing multi-modal transportation solutions that offer people a range of choices for getting to and from their destination

Following the guidelines of the Metro Region 2040 Growth Concept, this Villebois Village Concept Plan reduces the emphasis on the car and provides additional, viable choices such as walking, bicycling and transit.

In addition to transportation policies, the Metro 2040 Growth Concept encourages:

- Efficient use of land
- Protection of farmland and natural areas

- A healthy economy
- Diverse housing options

The plan for Villebois incorporates these criteria, conforms to ORS 426.508 and helps to implement the Governor's Quality Development Objectives.

The City of Wilsonville currently has a jobs/housing imbalance, with more jobs than housing, a situation Villebois will help rectify by producing over 2,300 housing units. The City is facing a number of transportation-related issues that Villebois will address through the design of its circulation framework and connections to regional roadways. The Villebois Village Concept Plan was created within this overall local, regional and state planning context.

### **Villebois History and Process**

**DATELUP** was the result of a planning process that involved local, regional and state government agencies, as well as citizen involvement. DATELUP covers the 520 acres (including 196 net developable acres) in Wilsonville that will become Villebois. The state-owned former Dammasch State Hospital complex is in the center of this area. The facility, originally constructed between 1958 and 1961, was vacated in July 1995. Shortly afterward, the DATELUP master planning effort was launched, which resulted in a plan to establish an urban village on the 198-acre state-owned site and an additional 322 acres of surrounding properties. The DATELUP master plan was developed in conjunction with a range of important public and private groups, including: the area's property owners, the City of Wilsonville, Metro regional government, and several Oregon agencies (Department of Administrative Services, Division of State Lands, Mental Health and Developmental Disability Service Division, Department of Transportation, and Department of Land Conservation and Development).

Many public workshops were held during a five-month period to get feedback and input from citizens. In 1996 the Wilsonville Planning Commission and City Council unanimously adopted the DATELUP, establishing a concept plan for the study area.

Though DATELUP was adopted by City Council resolution, it was never adopted by ordinance and made a part of the City's comprehensive plan or development code.

### **Citizen Involvement**

The City of Wilsonville, Costa Pacific Communities and all members of the Villebois team are committed to significantly involving citizens and other stakeholders throughout the planning and design of Villebois. The citizens of Wilsonville have been very involved in determining the future of the planning area. A series of community meetings and open houses has been conducted during the past several months, allowing the opportunity to share information and solicit input from interested parties.

Costa Pacific Communities has undertaken a range of strategies to share information, get citizen feedback, and explain how Villebois can be a significant asset for nearby property owners and Wilsonville residents. Some of those strategies include:

- Several “open house” community gatherings were held so that residents could see preliminary plans for Villebois and provide valuable feedback. Residents overwhelmingly want to continue this two-way communication. As a result, the public meetings will continue and will be scheduled when new information is available.
- As Villebois’ master planner, Costa Pacific Communities moved its corporate headquarters to the former hospital administrative offices at the Villebois site. Design materials are displayed in the lobby, where the public is welcome to view the Villebois planning progress.
- A Costa Pacific employee was assigned to work directly with the site’s adjacent property owners and to help address their specific concerns and questions. Individual meetings were held with each owner to keep everyone apprised of the progress.
- Costa Pacific has held a number of meetings with individual adjacent landowners to address very specific concerns.

The City of Wilsonville has hired two experienced planning professionals to manage the planning process and to serve as liaison between the City and the Master Planner: John Morgan of Morgan-CPS and Barbara Coles of Coles Environmental Consulting.

### **Response to Community Outreach**

The response to Costa Pacific’s community outreach program has been extremely positive, and plans for Villebois have been changed several times to accommodate issues or concerns raised by citizens and other stakeholders. Examples of how the Villebois team has worked closely with citizens include:

- Attendance: Turnout has been very large at all four community open houses, with an average of 80 people. Meetings are being held continually.
- Traffic: Residents have expressed major concern about the freeway access and increased traffic on Wilsonville, Brown and Boeckman roads. Transportation grids are being designed to absorb traffic and prevent added pressure to existing roads. In addition, new roads and infrastructure are being planned that will benefit not only Villebois residents but also the entire Wilsonville community.
- Adjacent property owners: Planned roads in and out of Villebois have been relocated to minimize the impact on adjacent property owners. One family living

adjacent to Villebois expressed concern that one of the main access roads passed too closely to their house, creating a safety hazard for their young children. The master planner agreed with their concerns and, without jeopardizing the integrity of the design concept, moved the road northward.

- **Community-based housing:** Several questions were raised about the planned housing for persons with mental illness, as required per ORS.426.508. A public meeting was scheduled to discuss these questions with area residents and to provide an informed and educated response.
- **Schools:** The concern was raised that schools might be overcrowded as a result of the additional households at Villebois. The West Linn/Wilsonville School district was consulted and a new grade school will be built in Villebois.
- **Noise:** Construction noise will be kept to a minimum. The master planner will work with the City to place restraints on construction operating hours and activities.
- **Light Pollution:** Residents have expressed concern about light pollution (via lights in nearby homes, offices and businesses). Costa Pacific Communities will minimize light pollution for residents and adjacent property owners through a set of design codes.
- **Pet Parks:** Some residents voiced a preference for “pet parks” at Villebois. This request was taken into consideration and will be discussed later, as planning progresses.

### Next Steps

Costa Pacific Communities prepared the Villebois Village Concept Plan for the applicant, the City of Wilsonville, in November 2002 as an update and refinement of DATELUP. It will be reviewed by a variety of interested parties, including the citizens of Wilsonville, the Wilsonville Planning Commission and City Council, Wilsonville staff, other elected officials, state officials and other stakeholders. The adoption of the Villebois Village Concept Plan begins with a series of legislative public hearings before the City’s Planning Commission and City Council beginning in February 2003.

The Villebois Village Concept Plan is the first step in the formal development and review process for Villebois that includes:

1. **Villebois Village Concept Plan:**

Includes illustrative maps, figures and text that depict the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for the Villebois plan area. Adoption of the Villebois



Village Concept Plan will serve as an update and refinement to the DATELUP adopted concept plan.

2. Comprehensive Plan Text and Map Amendments (Villebois Village Master Plan):

This process will also include the adoption of text amendments to the Comprehensive Plan adding Policies and Implementing Measures to guide development of the Villebois Village Concept Plan and an amendment to the Comprehensive Plan Map by creating a new map designation of "Residential Village". The new designation would be applied to approximately 440 acres of land within the Villebois Village master plan area.

The Villebois Village Master Plan includes illustrative maps, figures and text that depict proposed land uses, transportation network, natural resources, public facilities, and infrastructure. Additional information will include street sections, phasing plan and composite utilities plan. These plans will be an ancillary document to the City of Wilsonville Comprehensive Plan. Refinements to the Villebois Village Master Plan in subsequent steps will not require further amendments to the Comprehensive Plan.

3. Villebois Village Zone text:

Applies to land within the Villebois Village Comprehensive Plan designation. The adoption of a Village Zone is the implementing tool for the Villebois Village Plan designation and will be administered in accordance with the goals and concepts of the adopted Villebois Village Master Plan.

4. Villebois Village Specific Area Plans:

Advanced engineering and planning documents that will coordinate the development of grading, drainage, streets, utilities, and related infrastructure throughout the Village Master Plan area. Each Specific Area Plan will conform to the goals, concepts and standards of the Villebois Village Master Plan.

5. Preliminary Development Plan(s):

Detailed development plan for a single phase or multiple phases of development within an adopted Specific Area Plan. This plan will conform to the goals, concepts and standards of the Specific Area Plan and the Villebois Village Master Plan.

Villebois will be developed over a period of seven to 12 years. Phasing will be determined by several factors, including response to market analysis and market conditions, availability and capacity of existing utilities and infrastructure, and timing of road improvement approval and funding. Current projections anticipate that grading will begin for Phase One in early July 2003.

## Guiding Principles of Villebois

Villebois has been designed and organized to combine the best elements of traditional community planning with a comprehensive approach to sustainable design. The result, as envisioned by the Villebois team members, will be a complete community that is successful and viable in several important ways – economically, socially and environmentally. To achieve a strong foundation of viability and community vision, the Villebois Village Concept Plan focuses on **three guiding design principles**:

**Connectivity:** *Refers to a series of physical connections created within the village that also fosters other “connections,” such as the link between land use and transportation, as well as a sense of place and a sense of community.* Major collector streets, for example, help form the boundaries of three distinct neighborhoods within Villebois. The neighborhoods are grouped around the Village Center, which serves as the physical and social heart of the community. All main roads lead to the Village Center, while the rest of the street system allows pedestrians, bicyclists and cars to use a variety of routes to move within and through the village. Sidewalks set back from the roads and driveways placed behind homes also contribute to the pedestrian-friendly nature of the village’s street system. Local buses and connections to future commuter rail will create mobility and access for people of all ages, whether they want to travel within Villebois or to other parts of the region. The Villebois Village Concept Plan will comply with the City of Wilsonville’s Draft Transportation System Plan (TSP) as may be amended.

**Diversity:** *Refers to Villebois’ commitment to providing a community that offers many options and choices for those who live, work and play there.* The Village will contain more than 2,300 residences, providing housing choices for people of a wide range of economic levels and stages of life. Neighborhoods will consist of a mix of homes for sale apartments for rent, townhomes, and single-family homes on a variety of lot sizes, as well as providing housing for individuals with special needs. Diversity also will be reflected in the fact that the village will possess a strong mix of employment, commercial and retail opportunities. There also will be an elementary school within the village. At the “heart” of Villebois is the Village Center, which includes a main street with commercial development, retail, high-density housing and a civic plaza. The Village Center is supported by three smaller Neighborhood Commons areas – one in each neighborhood - that include limited commercial uses, transit stops, post office/mail center, parks and other amenities. The Neighborhood Commons will serve as a hub for neighborhood residents and also will interface with a range of transportation options.

**Sustainability:** *Refers to the thread of stewardship and viability – social, environmental and economic – that is woven throughout every aspect of Villebois.* This commitment to sustainability is evident in the village’s efficient design, in its innovative blend of uses, in its devotion to preserving natural and open space, and in its program of rainwater

management and energy conservation. Perhaps the most visible example of Villebois's commitment to sustainability is the presence of green spaces and natural areas. There are approximately 170 acres of open space including parks, trails and natural areas envisioned within the Villebois area. State-of-the-art rainwater management techniques will manage rainwater naturally by reducing runoff, increasing infiltration, and minimizing the effects of heat absorption by hard surfaces.

### **Key Elements of the Villebois Village Concept Plan**

*(Definitions of land use types and unique terminology can be found in the Glossary on page 22)*

Villebois consists of the following major elements that are described in detail below:

- Neighborhoods
- Village Center
- Elementary School
- Commercial Development and Employment
- Parks and Open Spaces
- Rainwater Systems
- Environmental Programs
- Connectivity

#### **Neighborhoods**

The neighborhood forms the basic building block of all good urban development and is the organizing principle for Villebois. The Concept Plan provides three distinct neighborhoods, each within a quarter-mile radius of the Village Center (see Figure 2 – Conceptual Neighborhood/Greenway Diagram). The extensions of Boeckman Road and Barber Street form the internal edges of these neighborhoods. A Neighborhood Commons with convenient retail, transit stop and public open space defines the center of each neighborhood. It is about a five-minute walk from each Neighborhood Commons to the Village Center - forming a very human-scale, pedestrian-oriented environment.

Convenient retail uses at the Neighborhood Commons are intended to serve the basic needs of neighborhood residents and are small in scale (no more than 3,500 square feet in area), compared to the larger commercial development within the Village Center.

Each of the three neighborhoods in Villebois will have a different personality based on topography and tree cover, site location, and relationship to natural or structured open space. The size of each neighborhood will be about a one-quarter mile radius (five-minute walk) with a convenience retail/transit commons and adjacent open space near its

center. Neighborhood residents will have convenient pedestrian access to the Village Center from the Commons without having to cross major collector streets.

Villebois will have an average density of over 11 units per net acre (see Figure 3 – Concept Composite Land Use Plan). Each neighborhood will include a mix of housing types, including large, medium and small single-family lots; ancillary dwellings; cluster housing and townhomes. Market segments will include market rate for-sale and rental homes, affordable and senior housing, and community housing per ORS.426.508.

The larger single-family lots will be located adjacent to existing single-family homes along Brown and Evergreen roads to the south, Living Enrichment Center (LEC) to the southwest, Grahams Ferry Road to the west and Tooze Road to the north. They also will face onto the proposed edge view drive that follows the border of the Coffee Lake and Metro open space, helping to make a soft, pleasant transition between the built and the natural environment (see Figure 3 - Concept Composite Land Use Plan). The medium-density housing will be used to help define important walking streets and open space edges at the transition between the neighborhoods and the Village Center

### **Village Center**

The Village Center, with its heart at the intersection of the Boeckman and Barber extensions, occupies about 77 acres at the center of Villebois. It is characterized by higher density development that includes, but is not limited to, multi-family residential and mixed-use development such as ground level retail, commercial, and “flex-space” with commercial and multi-family residential units above. A loop road surrounding the Village Center provides excellent connectivity to the three neighborhoods, whether by foot or bicycle, and as well as transit connections. The Village Center’s infrastructure is designed to create opportunities for both immediate and long-term growth in commercial development, employment and changing residential markets.

Net residential density in the Village Center ranges from less than 16 dwelling units per acre to 50 or more dwelling units per acre and includes single-family detached houses, flex-space in mixed-use buildings, freestanding condominiums and apartments, and apartments above commercial space. Individual buildings will range in height from one to four or more stories. The Village Center is defined by the natural greenway to the west and is organized around the following primary elements (*note: the specific names of these elements, e.g., Hill Top Park, may change as plans evolve for Villebois*):

#### Plaza

The Plaza is at the intersection of Villebois’s two main cross streets and is located on about half an acre. It represents the most “urban” public open space in Villebois and is bordered by three- and four-story buildings that will house restaurants, shops and civic spaces on the ground level with residential dwellings above. The Plaza, which includes both hard and “softscaped” areas, is intended to support activities such as a public market, street fairs, outdoor dining, holiday celebrations and performances.

### Hill Top Park

This prominent 2.6-acre park northeast of the Plaza may provide both passive and active recreational opportunities. Developed as an urban park, it will contain paved walks, open lawn, site furnishings, viewing areas and an amphitheater that accommodates 200 or more people.

### Villebois Drive

The prominent link between the Plaza and Hilltop Park will contain a high concentration of retail, flex and commercial spaces at ground level with commercial and multi-family residential above. Buildings along Villebois Drive likely will be two and three stories tall. The street will be designed to slow the pace of traffic and reinforce the pedestrian-friendly character of the Village Center.

### Former Dammasch State Hospital buildings

Main Street may include the adaptive reuse of the former Dammasch State Hospital buildings at the western edge of the Village Center. Potential uses being explored include: commercial office spaces; housing; restaurant/brew pub; and technology-based employment with potential for on-street and below-grade parking.

### **Elementary School**

At the recommendation and request of the West Linn/Wilsonville School District, a site has been identified for a 550-student grade school. The Villebois Village Concept Plan provides a site in the eastern portion of the plan area. Its location will serve as a "Neighborhood Commons" for the east side of Villebois. The planning team and the West Linn-Wilsonville School District currently are discussing the programming and requirements for the site.

One idea under discussion is the "shared use" of public resources that would benefit both the school and the surrounding community. Villebois includes pedestrian and vehicular access between neighborhoods, the Village Center, a number of public open spaces and the elementary school site. This guiding principle of connectivity has created discussions about the use of public playfields for school-related activities such as soccer, softball, hiking and tennis.

### **Commercial Development and Employment**

The Villebois Village Concept Plan identifies an area designated as a "Commercial/Employment Overlay Area (CEOA). It is defined as a 33-acre area within the Village Center that is designated for mixed-use (residential and commercial) development, retail, and employment (see Figure 4 – Villebois Village Concept Plan). Employment may include uses related to high-tech. The transportation framework - including the Barber and Boeckman extensions, the Loop Road and transit stops - provides access for cars and pedestrians in this high density area. The CEOA overlay area

is intended to provide locations for uses consistent with, but not limited to, the following examples:

*Consumer Goods:* bookstore, clothing, florist, jeweler, pet shop, bicycle shop.

*Food and Sundries:* bakery, specialty grocery, hardware, laundromat, dry cleaner, gifts.

*General Office:* professional offices, non-profit, health services, governmental services insurance, travel.

*Service Commercial:* bank, day care center, photo processing, telecommunications, upholstery shop

*Lifestyle and Recreation:* hair salon, specialty retail, theater, video/DVD store, art gallery, health club, restaurants, dance studio.

*Hospitality:* hotel, bed and breakfast, conference center.

*Light Industrial/Technology:* research and development, computer, technology.

*Civic/Institutional:* meeting hall, library, museum, churches, farmer's market, community center.

*Residential:* condominiums, apartments, and townhouses.

### **Parks and Open Space**

The open space framework for Villebois operates on both a regional and site-specific scale (see Figure 6 – Conceptual Parks & Open Space Plan). The proposed Coffee Lake Wood trail connects to regional open spaces; the Metro Wilsonville Tract to the south, the Tonquin Geologic areas to the northeast, and to adjacent neighborhoods. A system of open spaces surrounding these trails also will provide linkages for wildlife movement and habitat.

Site specifically, there is a system of inner-connected public open spaces. Each neighborhood will have an open space associated with a Neighborhood Common area. These Commons are linked by a looped trail system. These smaller open spaces – centrally located within each neighborhood – lie within a quarter-mile radius of the Village Center (a five-minute walk).

Parks and Open Space within Villebois include (*permanent names will be assigned as plans for Villebois progress*):

- Villebois Greenway
- Plaza
- Eastside Neighborhood Commons

- West Neighborhood Park / Commons
- North Neighborhood Park / Commons
- Coffee Lake Nature Preserve
- Hilltop Park
- Forested Wetland Preserve
- Upland Forest Preserve
- Miscellaneous Pocket parks

### **Rainwater Systems**

Plans for managing rainwater for the Villebois community have been designed to be on the leading edge of “green development.” This is in keeping with a burgeoning interest worldwide in designing new communities that reduce the negative impacts on the surrounding natural environment.

In the Pacific Northwest, rainwater shapes and defines our region and sustains our communities and economy. The Concept Plan provides opportunities for integrating water quality, detention, and infiltration into the site’s natural features and the proposed urban form, thus developing a green, natural, aesthetically pleasing rainwater management system.

The Villebois stormwater basin is divided into three watersheds (as shown on Figure 7 – Stormwater Basin Analysis). The watershed basins within the plan study area include the following:

- Basin A drains to Coffee Creek
- Basin B drains to Arrowhead Creek and includes the village core of Villebois
- Basin C drains to Mill Creek

Figure 7 – Stormwater Basin Analysis, shows the drainage areas previously diverted to Mill Creek (A1, B1 & B) with the construction of the Dammasch site.

The concept rainwater systems as shown (Figure 8 – Concept Rainwater Systems Plan) will provide opportunities to enhance and protect surface and groundwater within the three basins. Drainage basins may be restored to their historic outfalls after evaluation of the impacts have been determined. Specific performance standards applied to rainwater systems in the streets, rainwater management areas in the open spaces, and other integrated management practices, will assure the success of the rainwater system.

Using the rainwater management system as a major design element will help create a unique sustainable community, based on mimicking pre-development hydrology. The proposed rainwater system will provide the framework for the integration of urban form

and natural site features. This new framework should help minimize the development “fingerprint” on the hydrological cycle, create a unique place to live, and further the goals of environmental stewardship and sustainability.

### **Environmental Assets Preserved**

The Villebois site possesses abundant natural features, covering over 130 acres of the site, including wetlands, forests and nature preserves. The desire to protect these natural features and preserve as many of the existing trees as possible, has resulted in a design, which is driven by and is a product of the following strategies:

- Preservation and incorporation of existing trees
- Accommodating wildlife and providing habitat
- Reestablishment of historic drainage patterns
- Conservation of view corridors

The Villebois community also will feature state-of-the-art “rainwater” planning to help maintain the predevelopment run off rates and patterns by reducing the impacts associated with increased paving and building construction. The rainwater plan includes the following elements:

- Rainwater Management:  
Strategies will include bio-swales and detention features to reduce impervious surface areas. This system is intended to direct water back into the soil, minimizing urban runoff, and providing water for the community’s restored wetlands and natural areas (See Figure 9 – Concept Rainwater Conveyance Sections).
- Greenway:  
The greenway will integrate pathways and usable open space with both rainwater management and wildlife habitat while preserving many existing trees and connecting the community with the surrounding area’s natural resources.
- Green Streets:  
These streets, which encourage walking and biking, help offset urban heat island effects through the use of street trees and minimization of paving, as well as contributing to rainwater management by providing opportunities for filtration and infiltration.



## **Connectivity**

As described earlier, connectivity within and around Villebois serves as one of the Concept Plan's guiding principles. The ability to move around easily is a key component of Villebois' future success and sustainability. Sidewalks, trails and bicycle paths will link people to parks, open space and goods and services within Villebois. The Villebois Greenway trail system provides connectivity between natural areas to the north (Tonguin Geologic Region – Metro), Coffee Lake Preserves to the West and the Wilsonville-Metro tract to the South. There will be connectivity among all of the site's natural areas, making it possible to walk throughout the Village while remaining in nature.

Consistent with the City's Draft Transportation Systems Plan, a series of road improvements is proposed to address barriers to connectivity in Wilsonville's existing transportation system. This includes extending Boeckman Road and Barber Street, which will provide better connectivity within the entire city of Wilsonville, including Villebois.

A Village Center will lie at the heart of Villebois, providing goods and services, opportunities for social connectivity, and a sense of community for residents. Smaller neighborhood centers will provide residents with basic services within walking distance.

A detailed description of how the Villebois Village Concept Plan addresses transportation issues is described below.

## **Circulation Framework**

The Concept Plan's guiding principle of connectivity serves as the basis for creating a circulation system or framework that links all modes of transportation – both within the community and to other parts of the city and region. Below are planned and proposed transportation options that will provide more direct connections to the freeway and to jobs, shopping and schools for Wilsonville residents. Many of these options enable people to travel without a car to shopping and work, even outside of Wilsonville, using existing and proposed mass transit. All of this helps support the goal of reducing the number of vehicle miles traveled, as well as improving the quality of life for Wilsonville and Portland metropolitan area residents.

## **Connections to Regional Roadways**

Roadways in the Village Concept Plan connect with all of the major roadways in the immediate vicinity of the site -- including Brown Road, Grahams Ferry Road, Tooze Road, Barber Street and Boeckman Road. The City has received State and Federal funding to extend Boeckman Road to the west to connect with Tooze Road, which borders the northern edge of Villebois. This will relieve congestion on Wilsonville Road, providing another route to east Wilsonville and easier access to the Ellingsen/Stafford interchange. The Boeckman extension also will also provide a direct connection into Villebois and its Village Center, while still allowing through traffic to connect to Tooze Road and Grahams Ferry Road.

In addition, several streets within the Village and in the existing neighborhoods to the south will connect to this newly extended Boeckman Road. Villebois Drive will serve as the major route through the Village Center and will extend from Barber in the south to connect with the Boeckman extension in the north. Its cross-section through the Village Center will include a traditional boulevard design with a median and street trees. The eastern portion of the Loop Road provides a connecting leg between Barber Road and Villebois Drive enhancing north-south movement through the village. An additional new north-south street, Coffee Lake Drive, is proposed along Villebois's eastern border ( See Figure 12 – Concept Arterial / Collector Street System).

The Wilsonville Draft Transportation System Plan calls for extending Evergreen Street to the west toward Villebois. The Villebois team proposes to modify the TSP and instead extend Barber Street. The Barber Street connection is better located for the area, and its current alignment with Kinsman Road is superior to the condition and location of Evergreen. Specifically, the Barber Street connection will provide a direct alternative route for local traffic to Kinsman Road (and other roads to the east) and to the planned commuter rail station. The Villebois Village Concept Plan calls for this Barber Street extension to be the main east-west roadway through the Village and intersecting with Grahams Ferry on the community's western edge, providing access to other parts of the city and region.

### **Local Connections**

#### SMART

The City of Wilsonville operates South Metro Area Rapid Transit (SMART). SMART's service area is about 12 square miles, and service to riders is free. The design of Villebois anticipates that there will be new bus routes to serve this community and the neighborhoods of west Wilsonville. These new routes would move people between the Village Center, Neighborhood Commons and the employment centers, the Wilsonville Town Center, high school and community services in east Wilsonville.

#### Commuter rail

Commuter rail soon will take Wilsonville residents as far as Beaverton with a connection to Westside MAX, from a Wilsonville station planned between Boeckman Road and Barber Street. The extension of these roads, as well as new bus routes, will bring commuters from Villebois and other west Wilsonville neighborhoods to the train, providing attractive transportation choices and helping reduce vehicle miles traveled.

#### Pedestrians/bicycles

The proposed circulation system creates a network of public and pedestrian corridors that define and create movement throughout the village area. Streets will be designed to encourage walking and bicycling through the use of: alleyways, direct routes, landscaped planting strips to separate pedestrian areas from car traffic, on-street parking, traffic calming measures such as narrowed travel lanes and "bulbed" corners, and on-street bike lanes on major delivery streets as well as the loop road.

### Street designs and standards

In Villebois, streets will serve a variety of purposes, balancing transportation needs with managing rainwater, accommodating emergency vehicle access, providing overall connectivity, pedestrian and cyclist safety and creating a sense of place. A conceptual street plan (See Figure 5 – Concept Street Plan) has been developed with the guidance of the State, Metro, City staff and other jurisdictions in the Portland area. Specific street plans will be approved as a part of the Villebois Master Plan and subsequent development review process. The proposed lane widths and other street elements will be subject to review by emergency service providers.

Applying this integrated approach, Villebois will use street design standards and public right-of-way widths that embrace a “pedestrian friendly” philosophy. Standards will help maintain the natural hydrology of the site, strive to protect existing significant trees and enhance the community’s visual character.

Villebois will incorporate many street types, from a 20-foot right-of-way lane accessing garages to a 90-foot right-of-way avenue with rainwater median. Most streets will accommodate two-way traffic and on-street parking. All streets will have street trees and sidewalks.

### Parks and Open Space

The Villebois Village Concept Plan calls for significant use of parks, open spaces and natural areas within the Village. Everyone who lives, works or plays within Villebois Village will have ample opportunity to enjoy these areas that provide beauty, a sense of environmental stewardship, recreational activities, and a place for wildlife and natural habitat. These parks and open spaces will provide a breadth of natural experiences within an urban setting. Any proposed encroachments within Significant Natural Resource Overlay Zones (SROZ) would be reviewed for compliance or exemption as more detailed information is provided that will affect the SROZ areas.

### Villebois Greenway

The Villebois Greenway will be used as a multi-functional open space within the community and will serve as an important link between the Coffee Lake area and Metro’s Wilsonville Tract open space. The greenway will provide recreational opportunities for trail systems and neighborhood park space, as well as wildlife habitat and rainwater collection and cleaning. This space also will preserve existing trees and wetlands.

### Plaza

The Plaza will serve as the primary gathering place for the Villebois community. This hard-surfaced area will be the home of festivals and gatherings, as well as restaurant outdoor seating. The Plaza will incorporate existing trees and have ample seating, lighting and site furnishings.

### Eastside Neighborhood Commons

This commons is near the open space of the village's elementary school and will include public open space, convenience retail and a transit stop.

### West Neighborhood Park / Commons

The park located in the Village's west neighborhood will provide the primary open space for residents in the surrounding neighborhood. Features will include open grass areas, walkways, benches, a small children's play area, walkway lighting, and appropriate plant material.

### North Neighborhood Park / Commons

This park space will provide an important area for both passive and active recreation. It will be a major point of interest providing open space for greenway users and neighborhood residents. The space will be developed as an urban park with paved walks, open lawn areas for a variety of uses, site furnishing, lighting, and appropriate plant material.

### Coffee Lake Nature Preserve

The Coffee Lake area will be restored into a multi-functional environmental area providing wildlife habitat in open water, wetlands and forested areas. The area also will provide passive recreational opportunities for hiking, bicycling and viewing. Rainwater collection and treatment will occur along the western edge of the area.

### Hilltop Park

This public open space will include both passive and active recreation, viewing areas, gathering and performance space, and preservation of important existing trees. It will be developed as an urban park with paved walks, open lawn areas for a variety of uses, site furnishing and lighting.

### Miscellaneous Pocket Parks

Small open spaces, or pocket parks, will be interspersed throughout the community. These spaces will incorporate important existing trees and provide passive recreational opportunities for residents. Some pocket parks also will include rainwater treatment facilities and trails. These open spaces will provide areas for community use that are safe and easily maintained, while also helping to serve as a buffer between adjoining uses.

### Forested Wetland Preserve

This natural preserve contains intact and functioning wetlands within the forested portion of the area and farmed wetlands to the north. The Villebois plan will restore the farmed wetlands and will provide walking trails and viewing opportunities on the perimeter of the wetland area.

### Upland Forest Preserve

The upland forest preserve is primarily second growth even-aged trees with a mixed native/invasive understory. The Villebois plan advocates removal of invasive species and reestablishment of native character. The forest is adjacent to and contiguous with the

Villebois Greenway and multi-use trail. The plan shows walking paths through the forested area connecting neighborhoods to the north and south as well as linking to the multi-use trail in the greenway. These trails would be three to four feet wide with a soft surface.

## **Public Facilities**

### **School**

The West Linn/Wilsonville School District has requested that land be set aside to accommodate a grade school. As described earlier in this Concept Plan, there will be an elementary school within the village. Specific discussions are under way with the school district to determine programs and site design issues.

### **Transit**

There are plans to provide considerable transit access for the people who live and work in Villebois. The Concept Plan envisions new SMART bus routes, road extensions and commuter rail – all of which will provide improved connectivity between Villebois and other parts of Wilsonville and the region.

### **Service Providers**

Fire protection to Villebois is provided by Tualatin Valley Fire & Rescue. The district has a fire station on Kinsman Road, just north of Wilsonville Road, and another station on Elligsen at the City Hall annex.

The Clackamas County Sheriff's Department provides law enforcement service to the City of Wilsonville and surrounding area on a 24-hour basis. The sheriff's office also is located at the City Hall annex on Elligsen.

### **Water**

The water system for Villebois will meet all of the requirements of the City of Wilsonville Water Master Plan (July 2001), as shown on Figure 10 – Concept Water Plan. Constructing the Willamette Water Treatment Plan in April 2002 has alleviated the City's supply problems. The area has a strong distribution network to the south and east. This network will be extended throughout the site in a series of large distribution mains running east-west and north-south. Standard size lines in local streets will complete the system. This will provide the necessary combination of fire and domestic-use flows for the community.

## **Sanitary Sewer**

The sanitary sewer system for Villebois will meet all necessary requirements of the City of Wilsonville Wastewater Collection System Master Plan (June 2001). The majority of the site will be serviced by a sewer line extension in Barber Road, as shown in Figure 11 – Concept Sanitary Sewer Plan. A sewer line in Boeckman Road may serve portions of the site. Further analysis of the United Disposal Trunk Sewer capacity north of Barber Road will determine the available capacity for a Boeckman Road sewer extension. The southeast portion of the site will use the existing eight-inch main in Evergreen Road, while an existing line flowing through the Park at Merryfield subdivisions will serve a small portion of the southwest corner.

## **Storm Water Management**

The rainwater management system outlined previously conforms with and helps implement the City of Wilsonville's Stormwater Master Plan (2001). Water quality treatment and rainwater management for improvements within the Villebois Village Concept Plan area will be addressed with on-site facilities. The facilities will range from small point facilities to large regional facilities. Additional improvements will be made to the Arrowhead Creek and Mill Creek basins. A portion of the historic flow to Mill Creek will be restored and detention increased as identified in CLC-10 of the Stormwater Master Plan. Improvements will also be made to the outlet into the Mill Creek basin per CLC-10 of the Stormwater Master Plan.

## **Conclusion**

The Villebois Village Concept Plan presents a complete, livable community based on three fundamental, guiding principles: Connectivity; Diversity; and Sustainability. As an update and refinement of DATELUP, Villebois, with its three distinct residential neighborhoods and mixed-use Village Center, will provide approximately 2,300 residences in the City of Wilsonville as well as commercial development and employment opportunities. The Villebois Village Concept Plan will serve as the basis for further planning work in amending the City of Wilsonville Comprehensive Plan and Planning and Land Development Ordinance.

The 520-acre village, represented in this Villebois Village Concept Plan, meets the development objectives of the State and ORS 426.508. It provides Wilsonville with a better balance between housing and employment, additional tax base and a critical link for an improved transportation system.

Villebois is a community that combines traditional neighborhood planning with a comprehensive approach to the goals of sustainable design. Through the combined efforts of the City of Wilsonville, citizens, stakeholders and Costa Pacific Communities, Villebois will be shaped as a working village that is economically, socially and environmentally viable.

Villebois will be constructed over the next seven to twelve years. While the Villebois Village Concept Plan serves as the foundation for what Villebois will become, the plan

will continue to move forward, and evolve, with input from the City, citizens, future residents and stakeholders.

The City of Wilsonville and the Villebois team members are dedicated to continuing an open dialog with all of the many partners whose input and ideas are integral to the success of what will become a strikingly innovative community.

## Glossary

**Active Recreation Area:**

Open space that is programmed for the athletic needs of its users such as playgrounds, soccer fields, and baseball diamonds.

**Bio-swale:**

The use of vegetation such as grasses, water hungry native and non-native plants, and wetland species to filter and treat storm water runoff as it is conveyed through an open channel or swale.

**Circulation Framework:**

The system for pedestrian and vehicular movement including streets, alleys, lanes, walks and multi-use trails.

**City of Wilsonville Draft Transportation System Plan:**

The Draft Transportation System Plan that addresses current and future transportation capacity and system plans that can be incorporated into the City's Capital Improvement Program.

**City of Wilsonville Wastewater Collection System Master Plan:**

The plan dated June 2001 that addresses current and future wastewater capacity issues and provides system solutions that are incorporated into the City's Capital Improvement Program.

**City of Wilsonville Water Master Plan:**

The plan dated July 2001 that addresses current and future water demand and distribution issues and provides system solutions that are incorporated into the City's Capital Improvement Program.

**Commercial/Employment Overlay Area (CEOA):**

The area within the Village Center that is designated for mixed-use (residential and commercial) development, retail, and employment.

**Community Housing:**

Property and related equipment that are used or could be used to house chronically mentally ill persons as defined and required by ORS 426.508

**Comprehensive Plan Special Concern Area B:**

An area identified with the June 7, 2001 City of Wilsonville Comprehensive Plan which corresponds to the area included within the Dammasch Area Transportation-Efficient Land Use Plan and is now the subject of the Villebois Village Concept Plan.



**Condominium (Condo):**

This multi-family land use designation accommodates ownership units at an urban density. Buildings will be mostly two or three stories fronting the street with modest setbacks. Parking is located at the center of the parcel in the form of surface lots and tuck-under garages.

**DATELUP:**

The Dammasch Area Transportation-Efficient Land Use Plan dated January 31, 1997 is a conceptual master plan for the 520-acre site that is now the subject of the Villebois Village Concept Plan.

**Estate:**

This land use accommodates large detached houses with private yards. Garages will be front-loaded or by alley, as per location.

**Flex Space:**

Residential units at the first story of a multiple unit building or a townhouse that are available as commercial space. Flex units are leased independently or in conjunction with the residential units above. Units may be for rent or for sale in condominium or cooperative ownership.

**Governor's Quality Development Objectives:**

Signed into executive order December 1997 and amended August 2000, *Use of State Resources to Encourage the Development of Quality Communities*, articulates seven "quality development objectives" (QDOs) that serve to guide and coordinate state agency actions and investments in community development for increased livability and for efficient use of public resources.

**Green Development:**

Integrates resource-efficient, environmentally responsive, and culturally sensitive design to create and manage the built environment in ways that dramatically improve human and natural communities.

**Green Street:**

A street designed to incorporate a system of storm water treatment within its right of way, minimizing the quantity of water that is piped directly to streams and rivers.

**Large:**

This land use accommodates large detached houses with large private yards. Located at the periphery of Villebois, these homes will often have front-loaded garages.

**Medium Detached:**

This land use accommodates modestly sized detached houses with small private yards and alley parking access.

**Metro 2040 Growth Concept:**

A plan adopted by Metro in 1995 that includes land use and transportation policies that comprise the region's strategy for managing growth.

**Mixed Use Commercial/Condos:**

This mixed-use land use designation is the most urban in character, accommodating rental and ownership residences, offices, and retail uses. Buildings will be mostly three or four stories fronting the Plaza or Main Street with substantial coverage along the street frontage. As the most intensive land use, parking will be satisfied through shared garages, surface lots, and street parking within walking distance.

**Mixed-use Development:**

Development characterized by buildings that combine more than one use; for example, commercial and residential.

**Multi-modal Transportation:**

A circulation system that accommodates a wide range of user groups including bicycles, vehicles, pedestrians and buses.

**Neighborhood Apartments:**

This land use designation is intended to provide for-rent multi-family units in a neighborhood setting. Buildings will be mostly two or three stories and of a character compatible with detached homes. In designated locations, this land use provides for neighborhood commercial uses at ground level.

**Neighborhood Commons:**

Open public land, generally at or near the center of a neighborhood, which provides a social gathering place and includes access to convenience goods, services and a transit shelter.

**Net Residential Density:**

The number of residential units per acre of land exclusive of streets and public open space.

**ORS 426.508:**

Oregon Revised Statute authorized the sale of F. H. Dammasch State Hospital including its fair market value, the redevelopment of the property and the reservation of property for community housing. Passed in 1997 by the Oregon legislature, the statute requires redevelopment of the property to be consistent with the DATELUP adopted concept plan.

**Passive Recreation Area:**

Open space that has attributes contributing to programmed activity. Elements of the site include walking paths, seating areas, and places for observation and reflection.

**Phasing:**

To plan, and then carry out in stages, the construction of the built environment over time. Determining factors include a response to market conditions, availability and capacity of existing utilities and infrastructure, and the timing of road improvement approval and funding.

**Rainwater management:**

An approach to storm water management that promotes the maintenance of pre-development conditions through the employment of performance standards for peak flow attenuation, runoff volume, water quality, minimization of impervious area and the incorporation of rainwater swales for filtration.

**Shared Use:**

A community or neighborhood element that is used by more than one identifiable group. Examples include a community park that is used by both the residents of a neighborhood and a school and a parking area that serves businesses by day and restaurants at night.

**Small Detached:**

This land use accommodates small, detached houses with alley parking access. In some instances, houses may be arranged around a central yard or parking court.

**Soft-scaped Area:**

An area that is planted with lawn, plant material, or natural vegetation and is not paved.

**Specialty Condominium (Specialty Condo):**

This land use designation is linked to specific blocks with existing Dammasch Hospital buildings. Adaptive re-use of these structures will accommodate small loft-style ownership units in an urban setting. This intensive land use will depend upon off-site parking strategies.

**Standard Detached:**

This land use accommodates detached houses with private yards and alley parking access.

**Sustainability:**

Developing and protecting resources at a rate and in a manner that enables people to meet their current needs and also provides that future generations can meet their own needs. Sustainability requires simultaneously meeting environmental, economic and community needs.

**Townhomes:**

This land use designation allows for a single-family dwelling type with common sidewalls and continuous front facades. Townhomes are the highest density housing type that provides yards and fee-simple ownership. Alleys provide parking access.

**Urban Apartments:**

This multi-family land use designation accommodates rental units at an urban density. Ground level uses may include residential 'flex' space convertible to non-retail commercial space. Buildings will be mostly two or three stories fronting the street with modest setbacks. Parking is located at the center of the parcel in the form of surface lots and tuck-under garages.

**Village Apartments:**

This multi-family land use designation accommodates rental units in a village setting. Less dense than Urban Apartments, parcels will likely be arranged as multiple two or three story buildings around a shared green and surface parking. Buildings will have more generous setbacks to provide privacy for ground level residences.

**Village Center:**

An area located on the Villebois Village Concept Plan, characterized by the relative increased density of both residential and commercial uses. The Village Center occurs at the intersection of three neighborhoods and is the focal point of civic and commercial activity in Villebois.

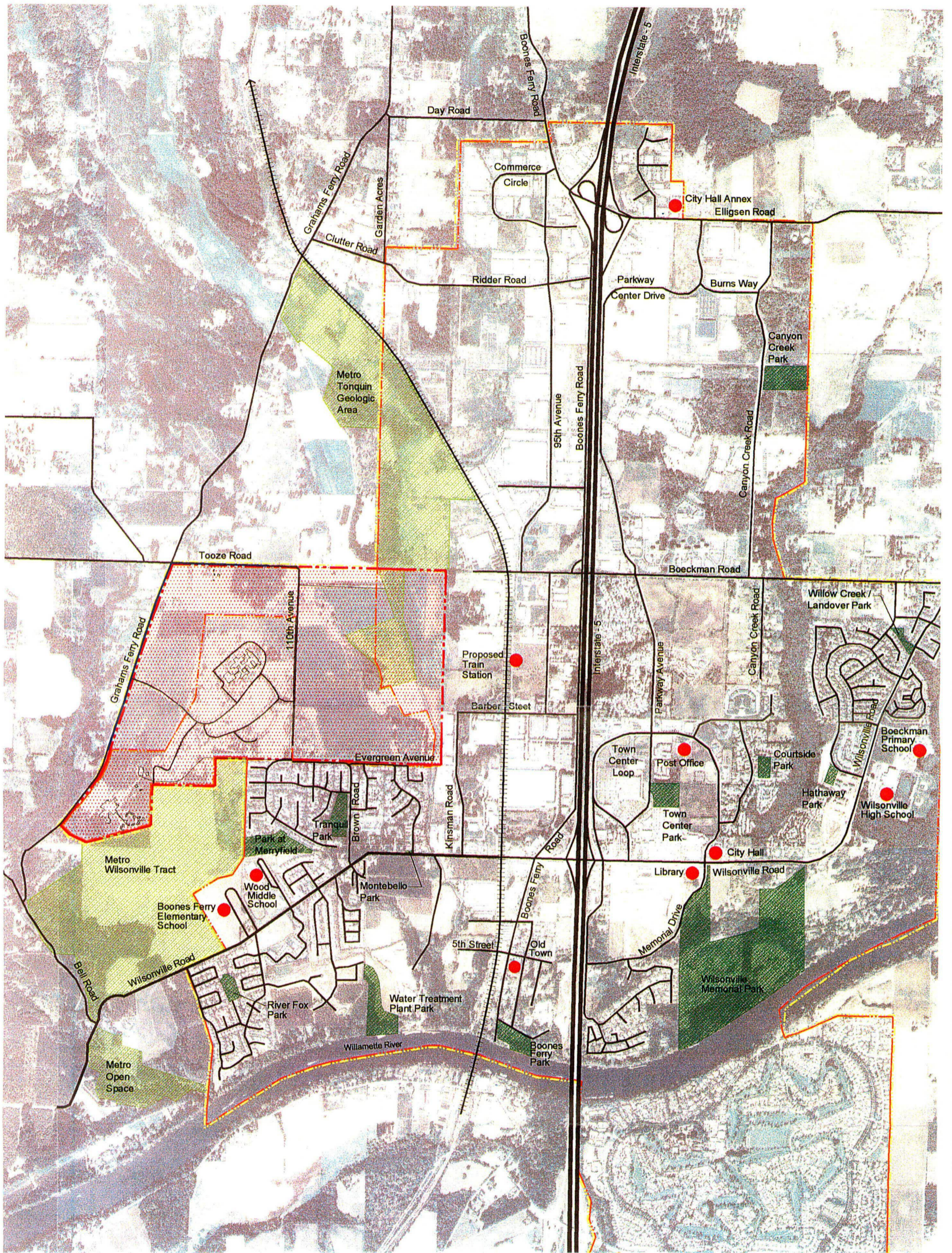
**Villebois Village Concept Plan:**

A plan that depicts the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies for the Villebois Plan area. This plan, while not completely engineered, includes detail sufficient to illustrate the inherent features of the site and the probable development pattern for a community that will develop in successive stages or subdivisions.

**Watershed/Watershed Basin:**

The area draining to a specific point in a drainage path.

Figure 1



- Urban Growth Boundary
- City Limits
- Study Area Boundary
- Existing Streets
- Points of Interest
- City Parks
- Metro Open Space
- Project Area

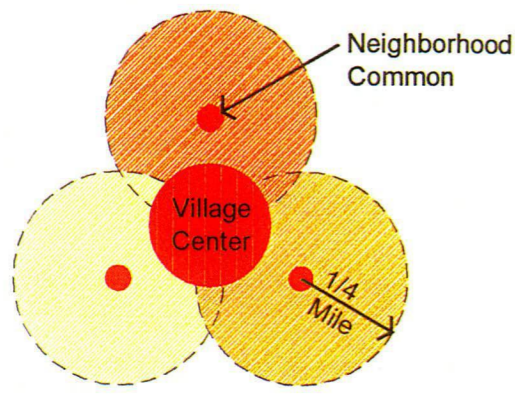


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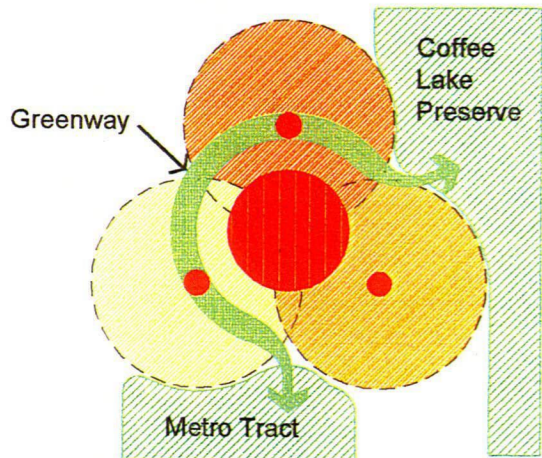


# Site Context

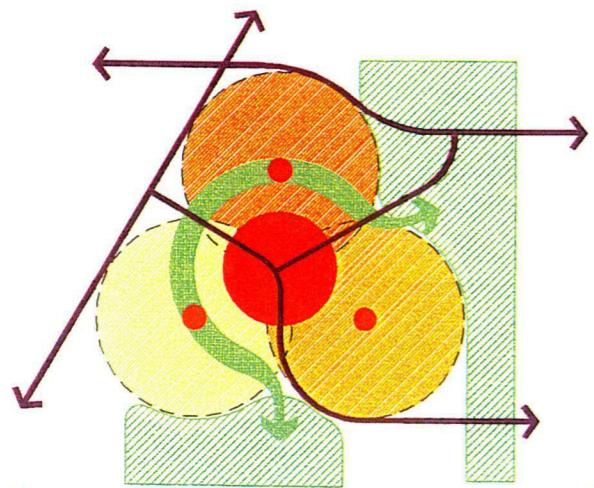
Figure 2



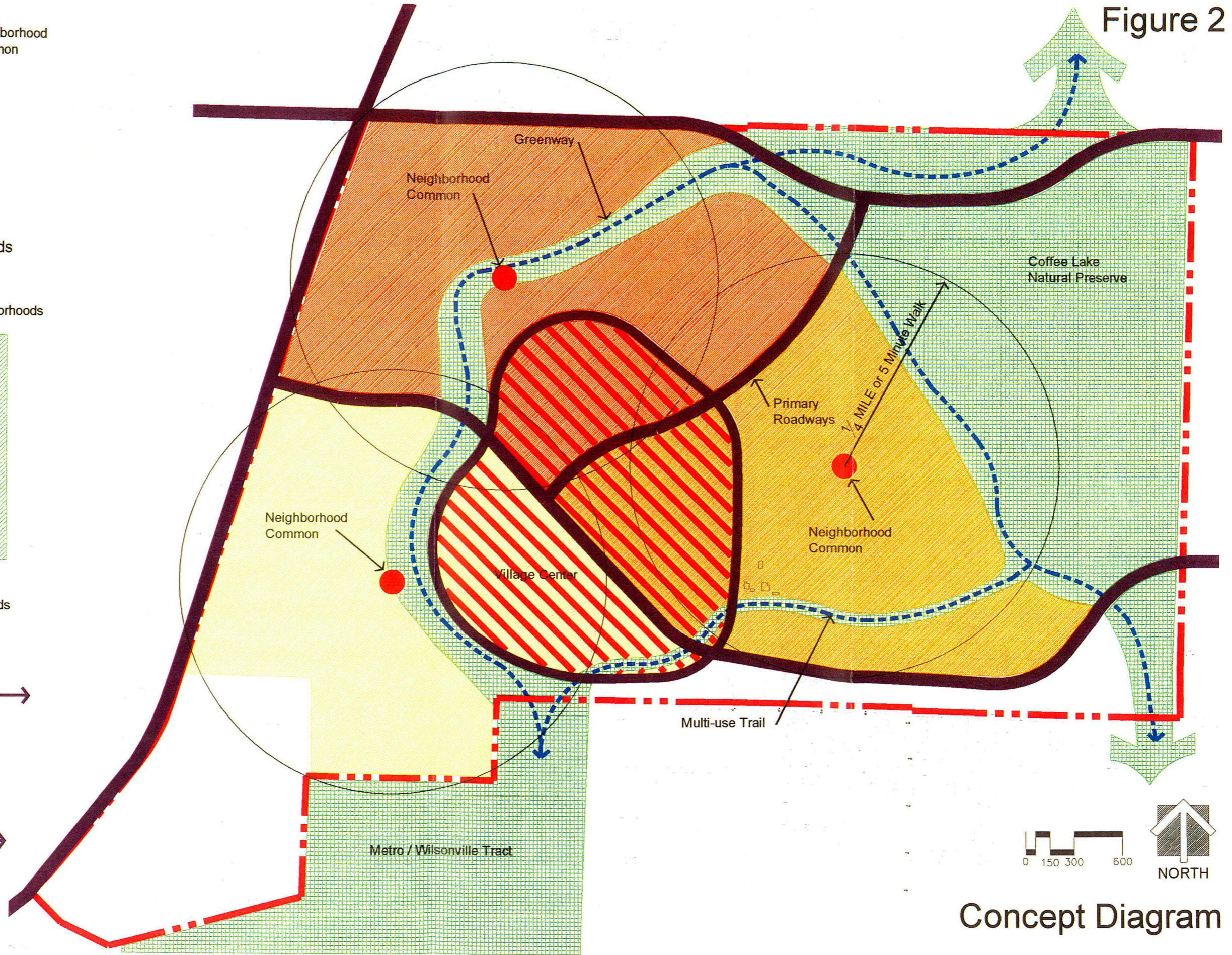
**Conceptual Diagram - Neighborhoods**  
 - 1/4 mile radius neighborhood = 5 minute walking distance  
 - Commons at neighborhood center  
 - Village Center at the confluence of neighborhoods



**Conceptual Diagram - Greenway**  
 - Connection to adjacent open spaces  
 - Open space linkage between neighborhoods

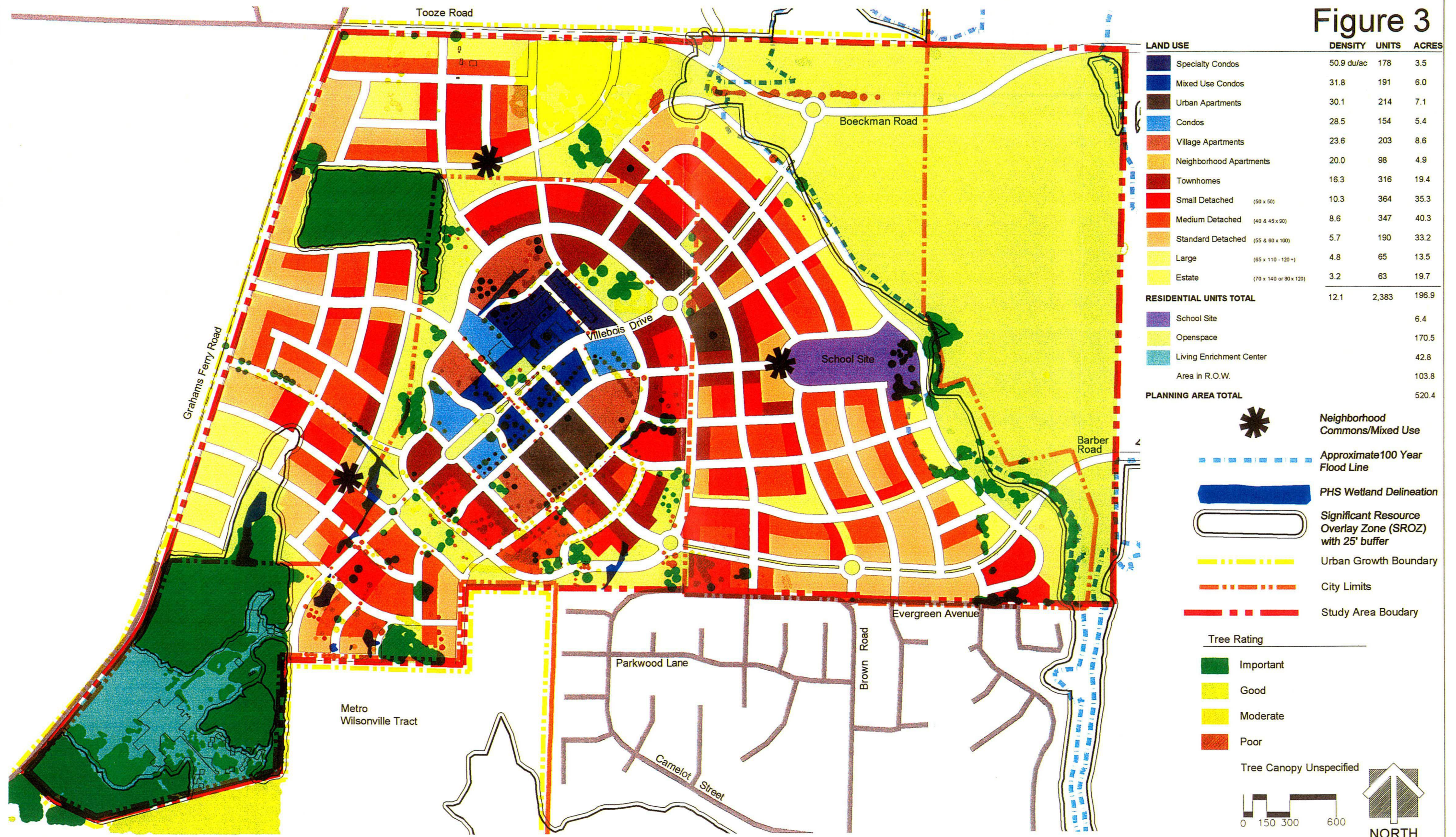


**Conceptual Diagram - Roadways**  
 - Roadway system defines neighborhood edges



Concept Diagram

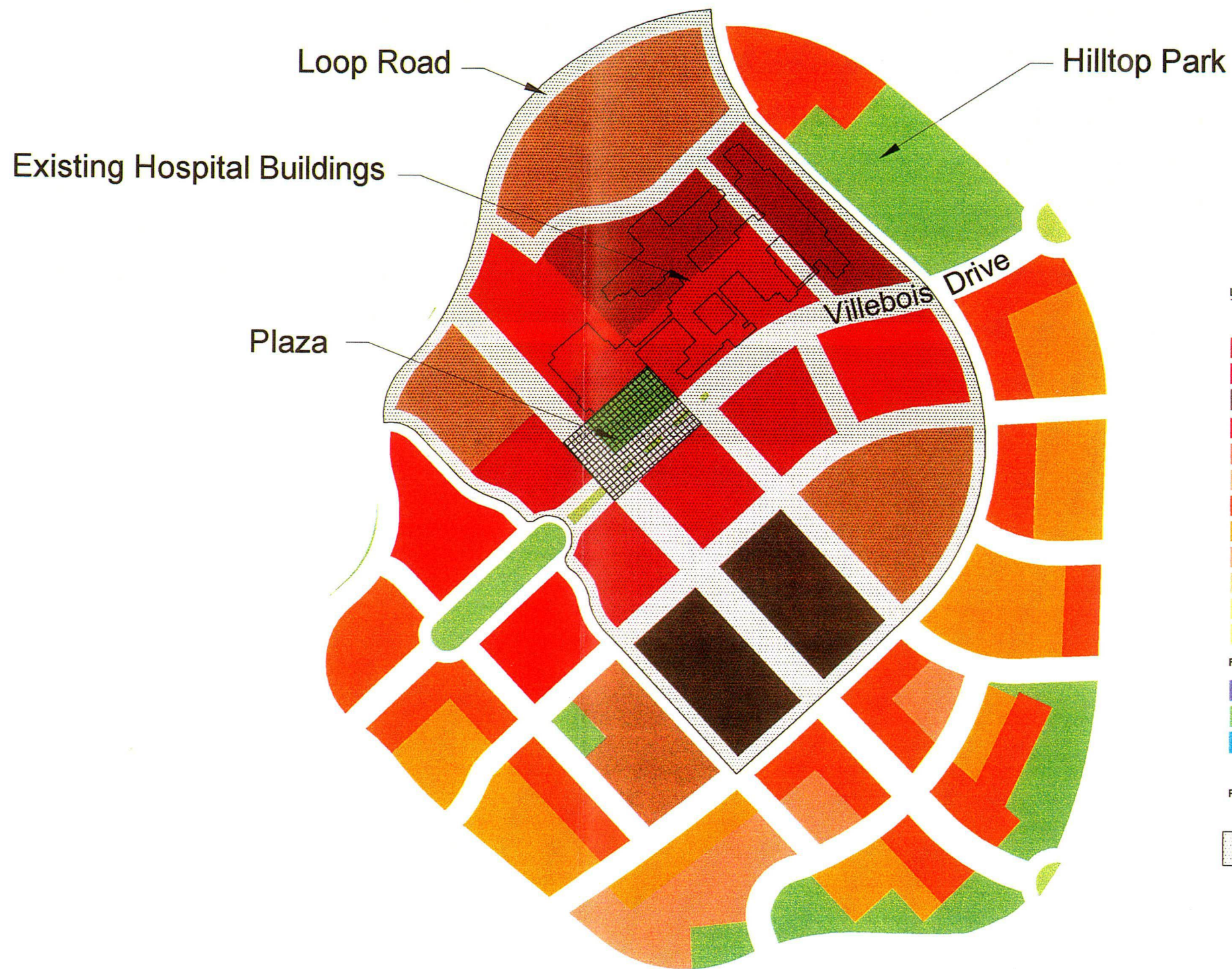
# Figure 3



**NOTES:**  
 Encroachments within the SROZ and floodplain will be reviewed for compliance or exemption as more detailed information is provided that will affect the SROZ areas. Adjustments in plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ regulations. Flood Insurance Rate Map 410025-0004-C dated February 19, 1987 shows the northerly limit of the detailed study area having an elevation of 143 (Ft. NGVD). This elevation has been used to approximate the floodplain limits within the project limits. Development in and around wetlands will be done per all applicable federal, state and local wetland regulations.

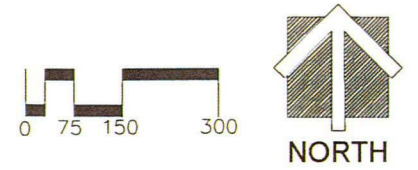
## Concept Composite Land Use Plan

Figure 4



| LAND USE                          | DENSITY     | UNITS        | ACRES        |
|-----------------------------------|-------------|--------------|--------------|
| Specialty Condos                  | 50.9 du/ac  | 178          | 3.5          |
| Mixed Use Condos                  | 31.8        | 191          | 6.0          |
| Urban Apartments                  | 30.1        | 214          | 7.1          |
| Condos                            | 28.5        | 154          | 5.4          |
| Village Apartments                | 23.6        | 203          | 8.6          |
| Neighborhood Apartments           | 20.0        | 98           | 4.9          |
| Townhomes                         | 16.3        | 316          | 19.4         |
| Small Detached (50 x 50)          | 10.3        | 364          | 35.3         |
| Medium Detached (40 & 45 x 90)    | 8.6         | 347          | 40.3         |
| Standard Detached (55 & 60 x 100) | 5.7         | 190          | 33.2         |
| Large (65 x 110 - 120 +)          | 4.8         | 65           | 13.5         |
| Estate (70 x 140 or 80 x 120)     | 3.2         | 63           | 19.7         |
| <b>RESIDENTIAL UNITS TOTAL</b>    | <b>12.1</b> | <b>2,383</b> | <b>196.9</b> |
| School Site                       |             |              | 6.4          |
| Openspace                         |             |              | 170.5        |
| Living Enrichment Center          |             |              | 42.8         |
| Area in R.O.W.                    |             |              | 103.8        |
| <b>PLANNING AREA TOTAL</b>        |             |              | <b>520.4</b> |

Commercial / Employment Overlay Area



Concept Village Center Land Use Plan



Figure 5



- Street Types**
- A. Collector - Standard
  - B. Collector - Village Center
  - C. Collector - Avenue
  - D. Wetland Crossing
  - Minor Arterial @ Boeckman Road
  - Collector @ Barber Road -
  - E. Minor Arterial with median
  - F. Local - Village Center
  - G. Local - Village Center with median
  - H. Local - Standard
  - I. Local - Minimum
  - J. Local - parking one side
  - K. Local - no parking
  - L. Local - one way parking one side
  - M. Private Lane
  - N. Multi-use Path
  - O. Soft Surface Path

--- Study Area Boundary

**Notes:**

No on street parking on roads crossing greenways.

Boeckman alignment and road section to be determined by Boeckman extension project or future studies.

**NOTES:**  
 Encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information is provided that will affect the SROZ areas. Adjustments in plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ regulations.

Concept Street Plan

Figure 6



- Plaza** - 0.5 acres
    - focus of mixed-use area
    - hosts annual or weekly events
    - farmer's market
  - Eastside Neighborhood Commons** - 2.0 acres, not included in open space total
    - shared recreational space for elementary school and Villebois community
    - play structures
  - North Neighborhood Park** - 2.3 acres
    - shared common area
    - gathering space and play area
    - connect to trail system
  - West Neighborhood Park** - 0.7 acres
    - shared common area
    - gathering space and play area
    - connect to trail system
  - South Neighborhood Park** - 1.7 acres
    - gathering space and play area
    - preserve existing specimen trees
    - parking /entry area for Metro tract
  - Hilltop Park** - 2.9 acres
    - preserve existing specimen trees
    - picnic tables, playground, small gathering space
  - Pocket Parks/ Miscellaneous Open Spaces** - 7.5 acres
    - passive / active recreation
    - series of small open spaces linking the community
    - includes landscaped areas and trail right of ways
  - Coffee Lake Natural Preserve** - 119.0 acres
    - natural area preserve
    - passive recreation
    - interpretive and educational area
    - wildlife habitat
  - Forested Wetland** - 4.2 acres
    - natural area preserve
  - Villebois Greenway / Upland Forest** - 31.7 acres
    - connects regional open space
    - incorporates proposed trails
    - preserves existing trees and views
    - collects and treats rainwater
    - provides for wildlife corridor
- Total amount of Open Space= 170.5 acres

- Neighborhood Commons/ Mixed Use
- Pocket Park
- Villebois Proposed Trails
- City Proposed Trail

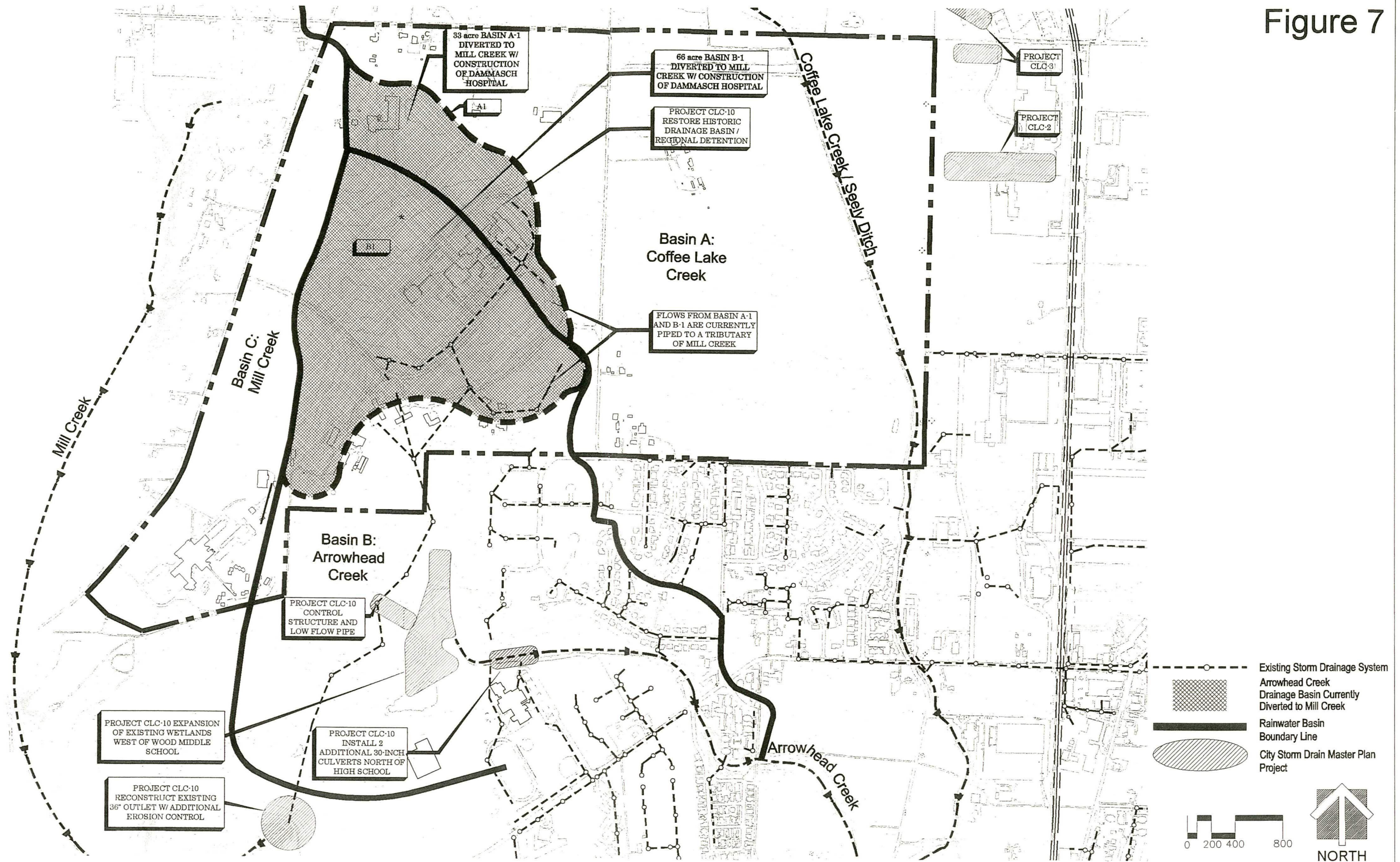
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NORTH

**NOTES:**  
 Encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information is provided that will affect the SROZ areas. Adjustments in plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ regulations.

# Concept Parks and Open Space Plan

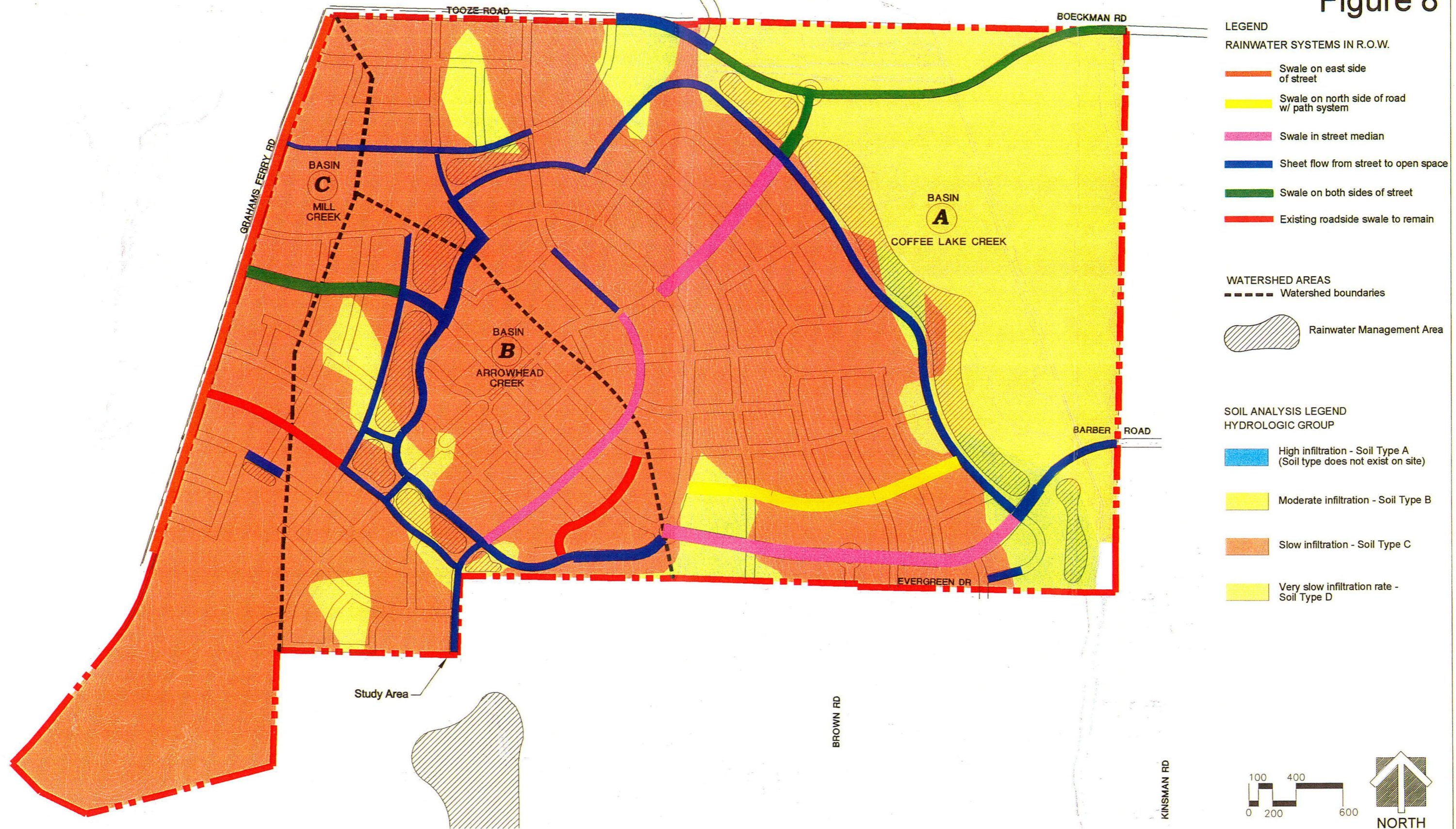
Figure 7



Note: Project CLC-10 of the City Stormwater Master Plan (June 2001) is shown for informational purposes. Historic flows will be returned to Arrowhead Creek based on determination of capacity.

## Stormwater Basin Analysis

Figure 8



**NOTES:**  
 Encroachments within the SROZ and flood plain will be reviewed for compliance or exemption as more detailed information is provided that will affect the SROZ areas. Adjustments in plan, street alignments, and intersections as well as rainwater facilities and pathways will be made to comply with SROZ regulations. limits.

Conceptual Rainwater Systems Plan

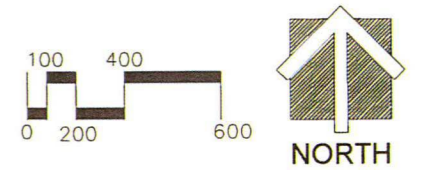
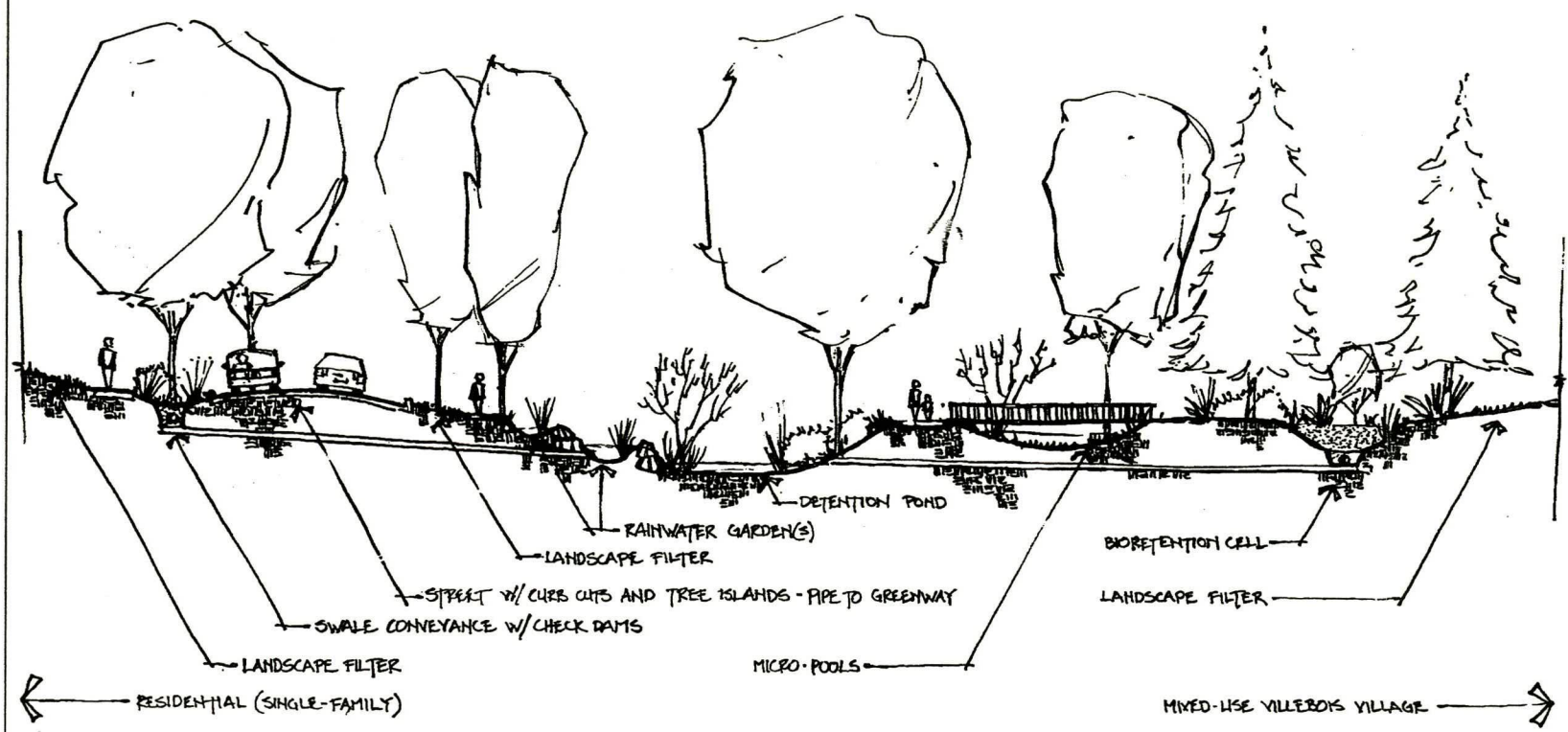
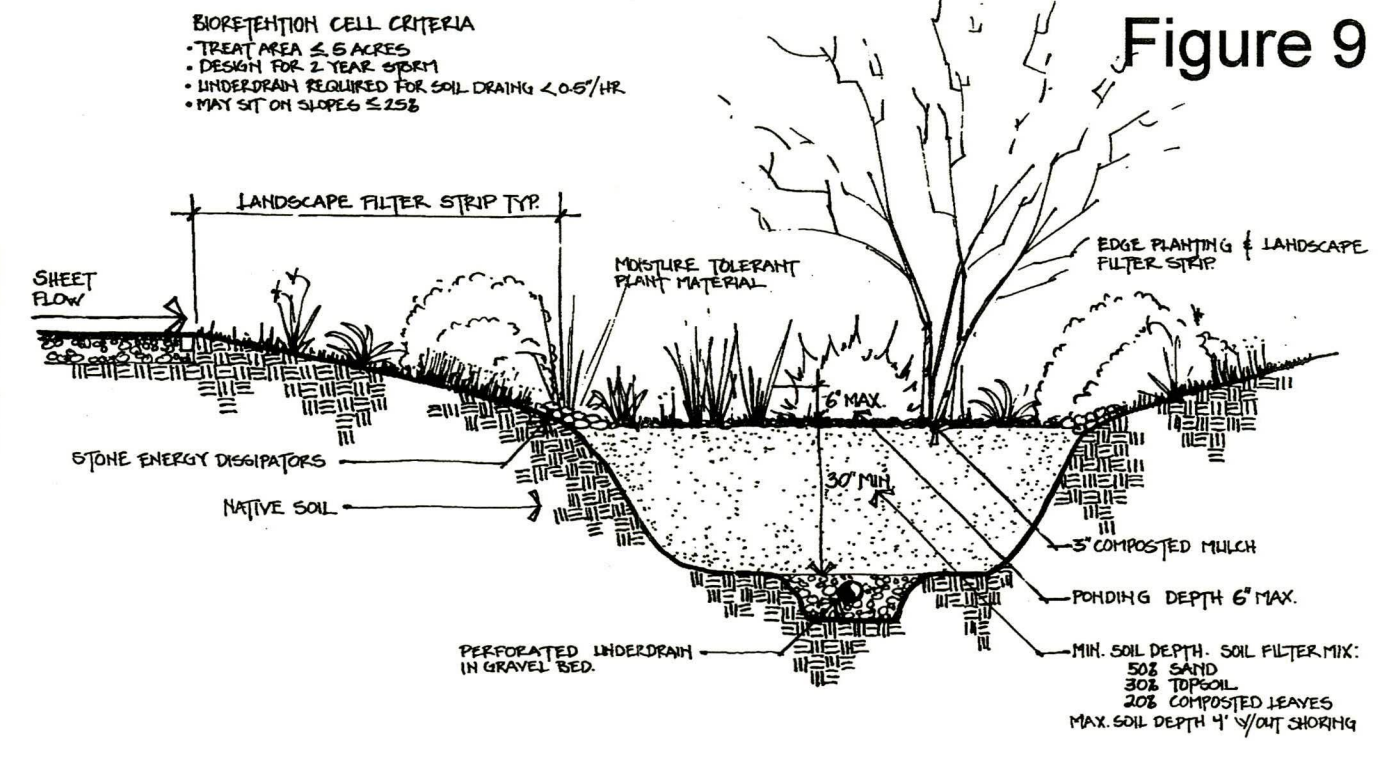


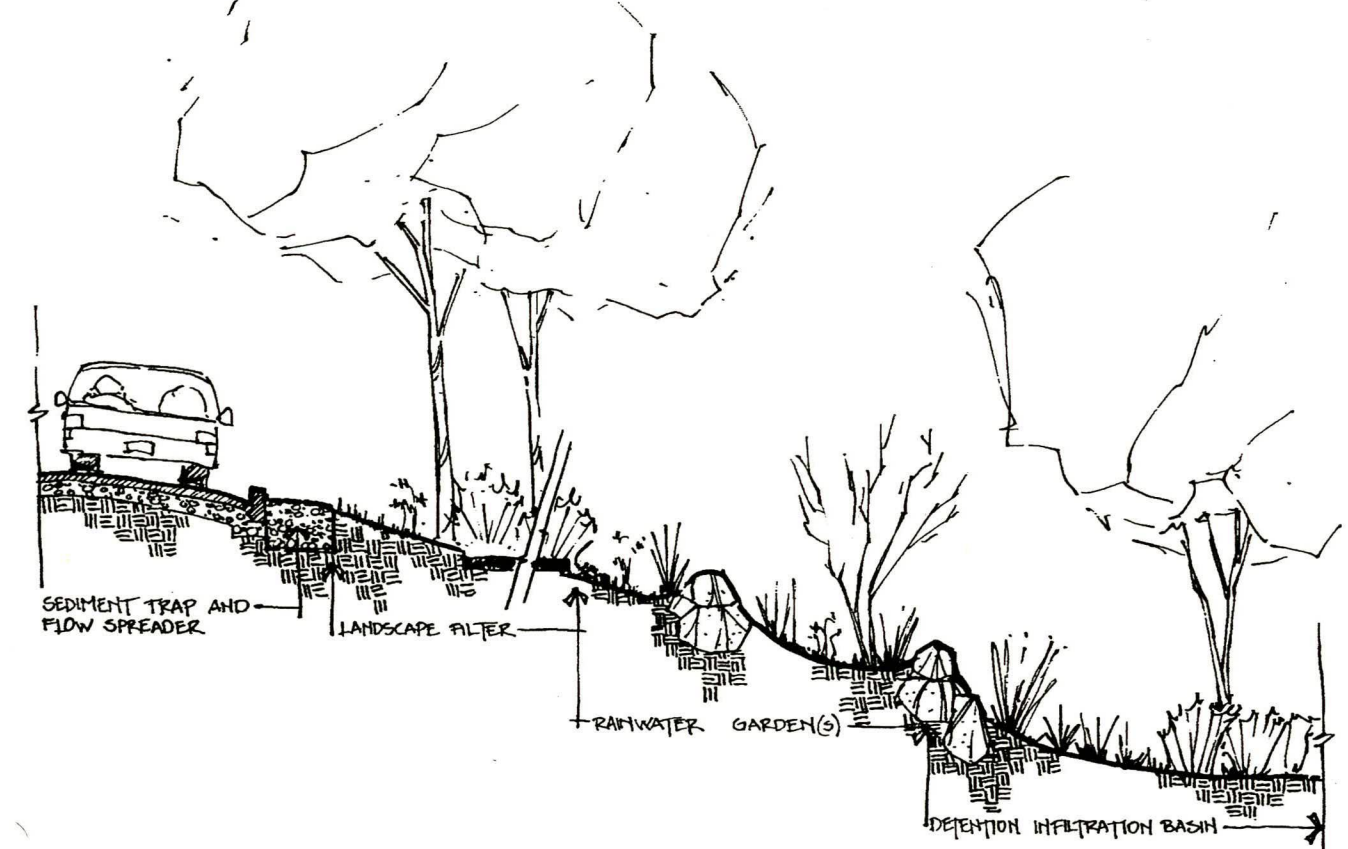
Figure 9



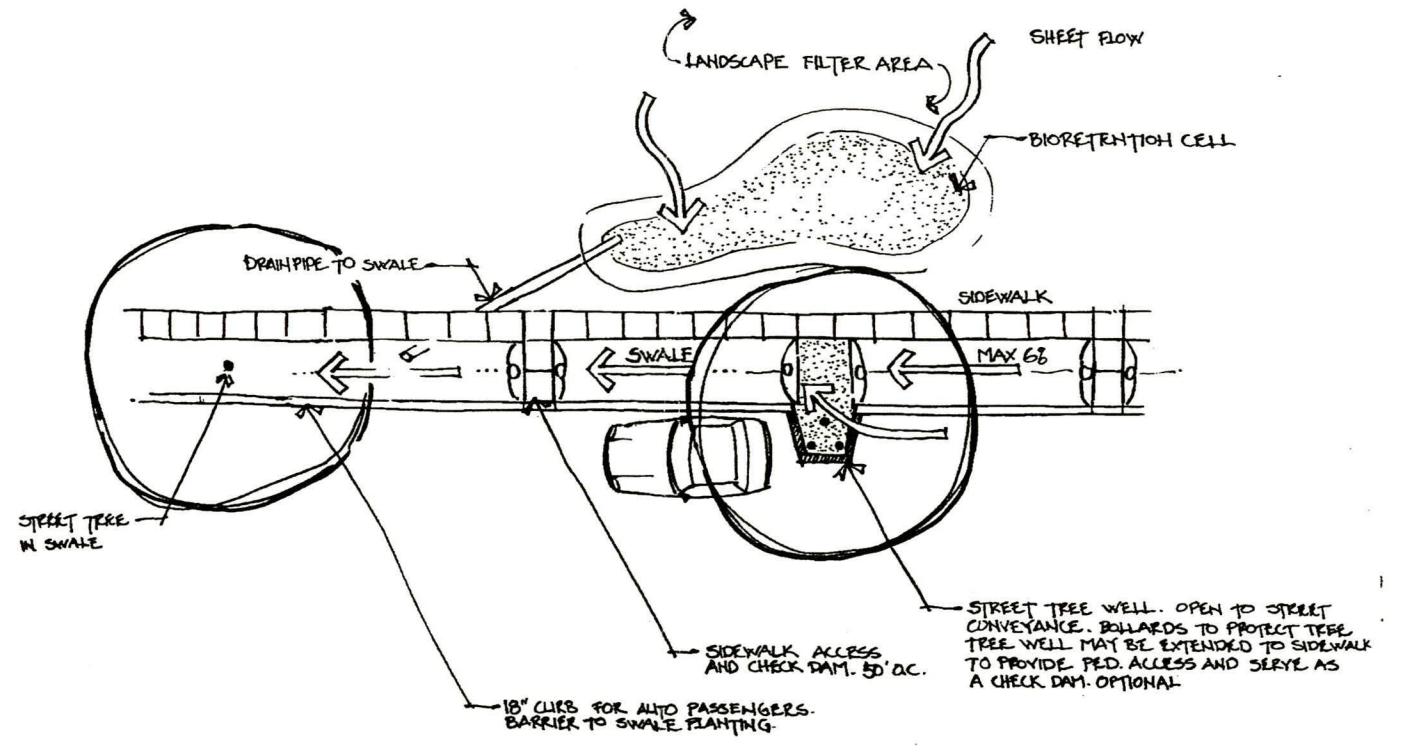
Greenway Rainwater Systems - A



Bioretention Cell - B



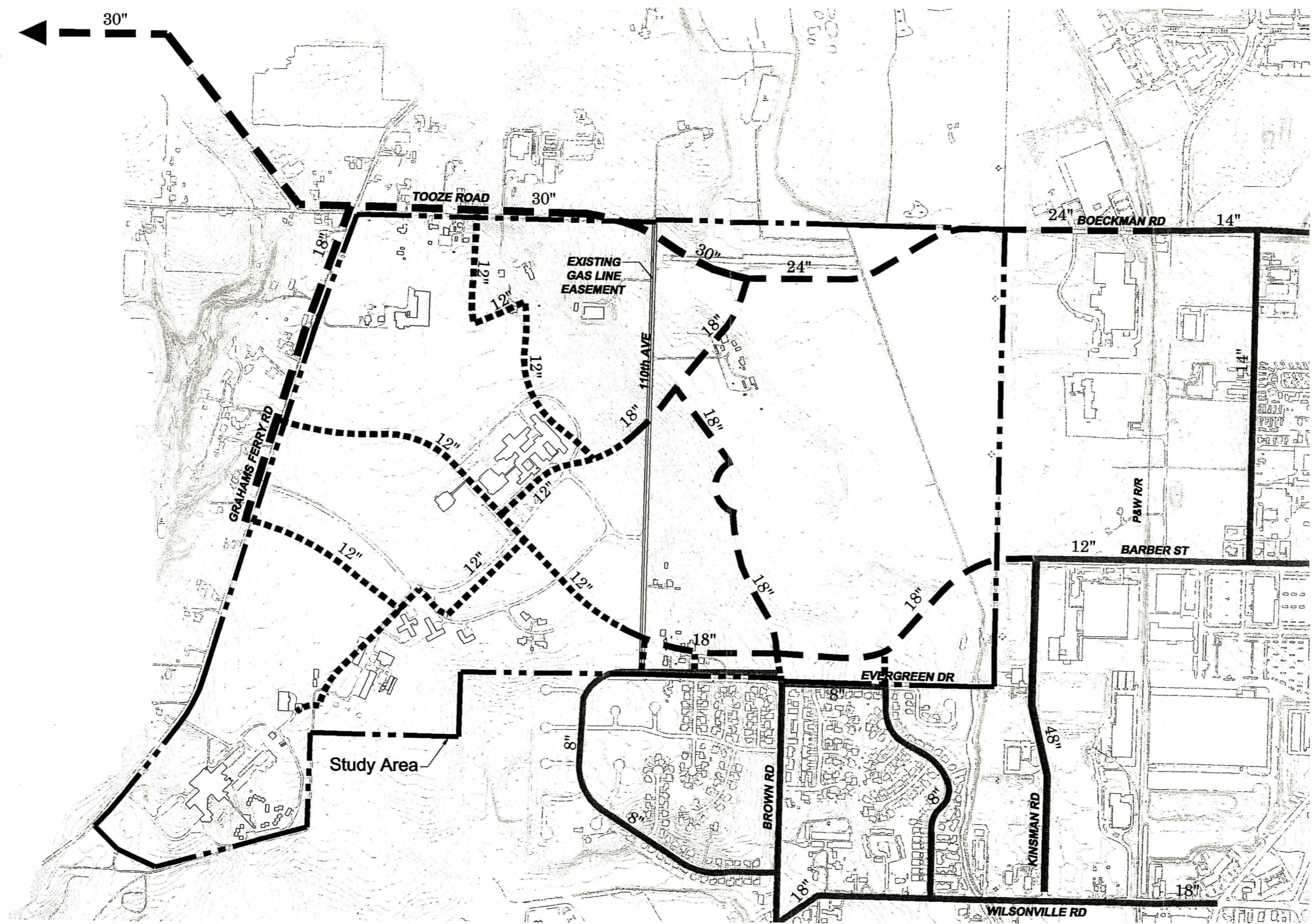
Coffee Lake Infiltration Detention Train - C






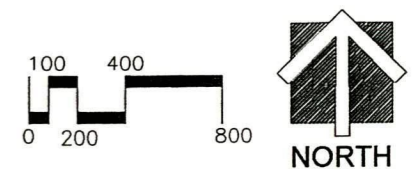
Rainwater Train and Street Conveyance Concepts - D

Concept Rainwater Conveyance Sections

Figure 10

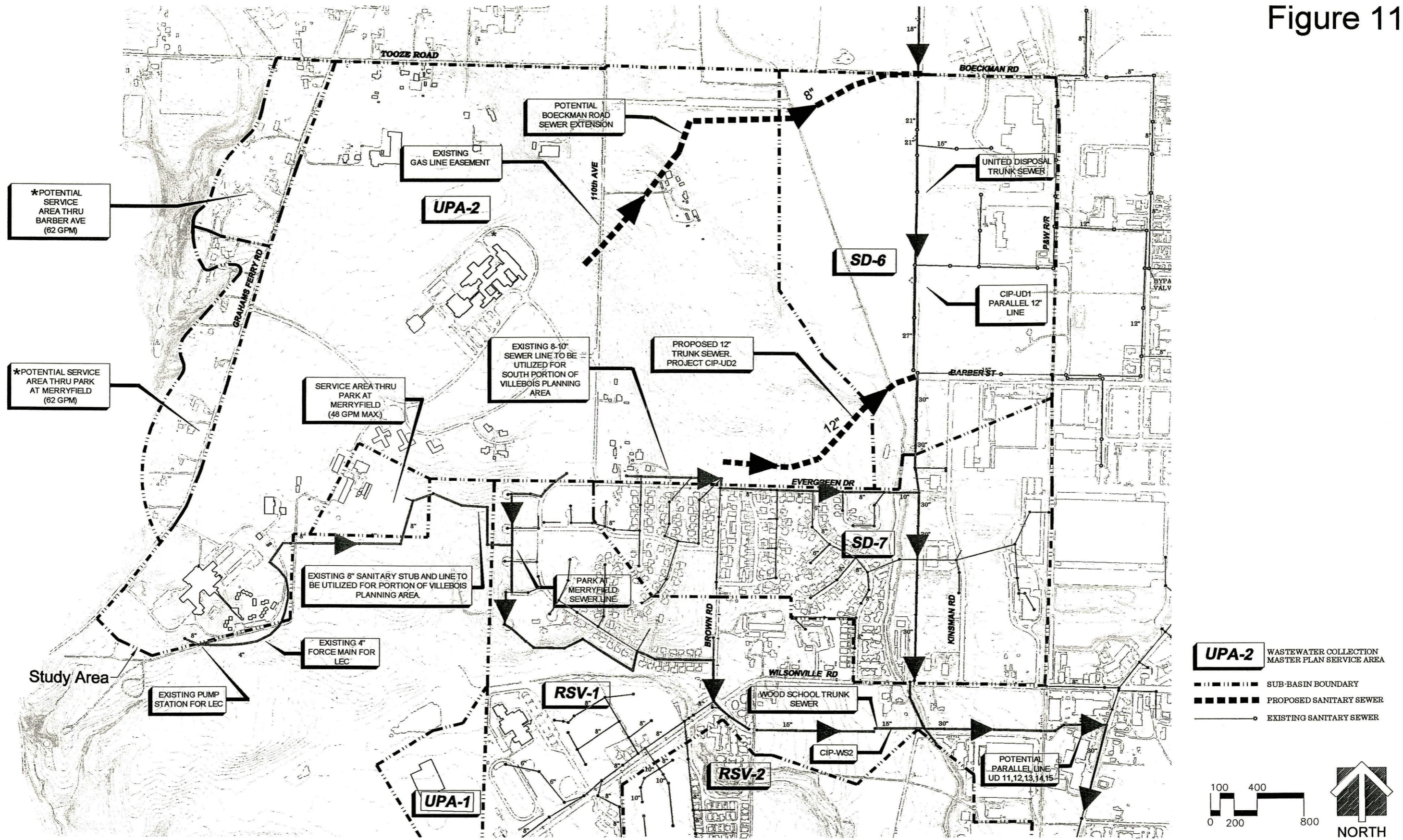


-  EXISTING WATER LINE SYSTEM
-  CITY MASTER PLAN PROPOSED WATER LINE
-  PROPOSED WATER LINE WITHIN VILLEBOIS URBAN VILLAGE



Concept Water Plan

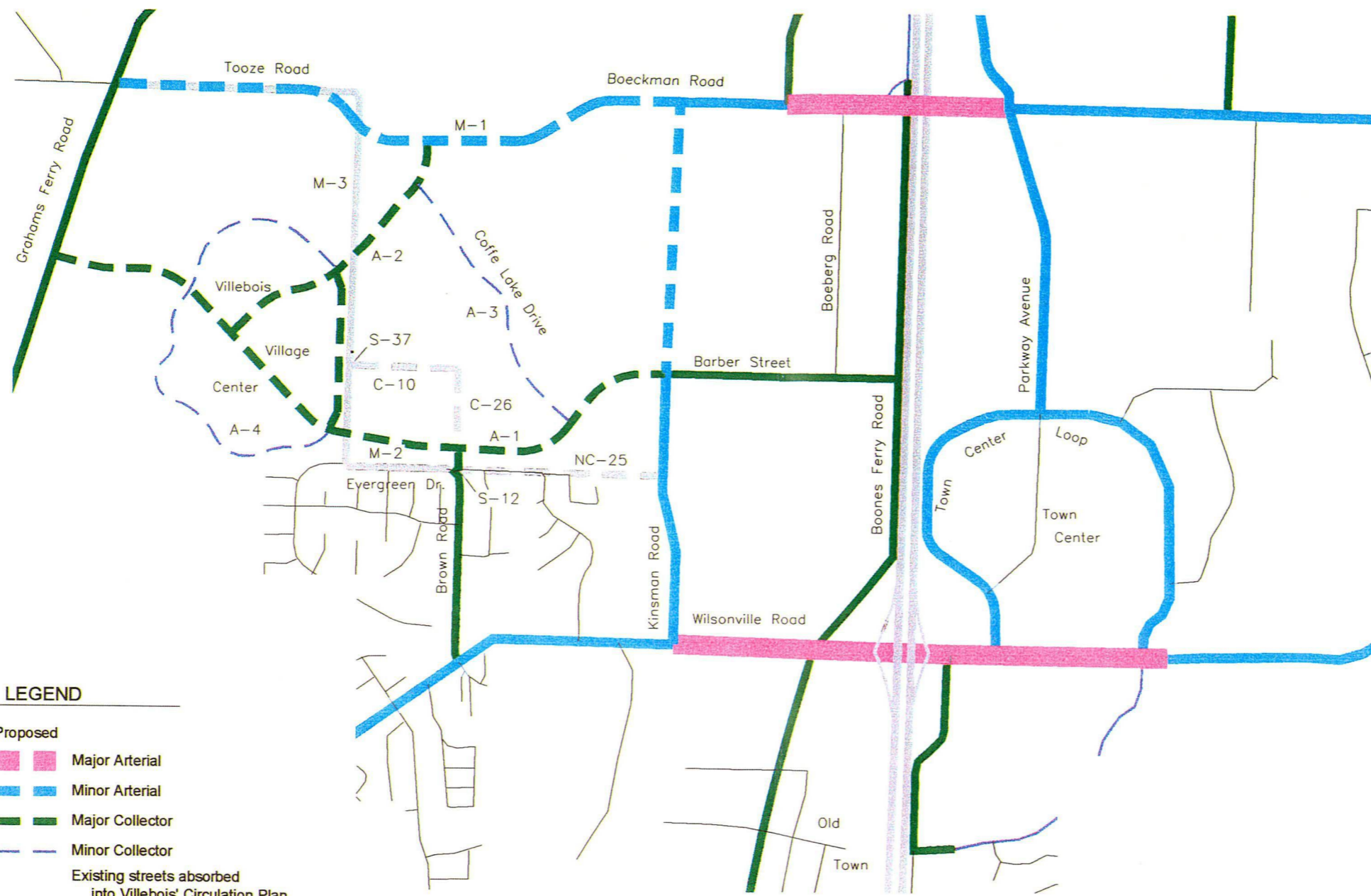
Figure 11



\* City will not serve these areas until the UGB expands to cover these properties and they are annexed into the City.

Concept Sanitary Sewer

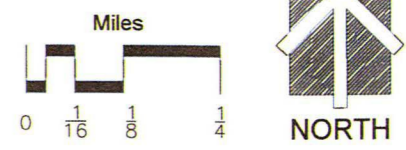
Figure 12



LEGEND

| Existing | Proposed |                                                            |
|----------|----------|------------------------------------------------------------|
|          |          | Major Arterial                                             |
|          |          | Minor Arterial                                             |
|          |          | Major Collector                                            |
|          |          | Minor Collector                                            |
|          |          | Existing streets absorbed into Villebois' Circulation Plan |
|          |          | Planned streets absorbed into Villebois' Circulation Plan  |
|          |          | Local street                                               |

(Source: 1991 TMP and Villebois Village Plan)



Concept Proposed Arterial/Collectors Street System