

**PLANNING COMMISSION**  
**WEDNESDAY, NOVEMBER 13, 2019**  
**6:00 P.M.**

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

*Minutes approved as  
presented at the  
01/08/2020 PC Meeting*

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**Minutes**

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

Chair Jerry Greenfield called the meeting to order at 6:25 p.m. Those present:

Planning Commission: Jerry Greenfield, Simon Springall, Phyllis Millan, and Peter Hurley. Eric Postma, Kamran Mesbah, and Ron Heberlein were absent.

City Staff: Miranda Bateschell, Amanda Guile-Hinman, Daniel Pauly, Kerry Rappold, and Zach Weigel

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**ADMINISTRATIVE MATTERS**

A. Consideration of the October 9, 2019 Planning Commission minutes  
The October 9, 2019 Planning Commission minutes were accepted as presented.

**II. WORK SESSION**

A. I-5 Bike/Pedestrian Bridge (Weigel)

Miranda Bateschell, Planning Director, stated the I-5 Bike & Pedestrian Bridge project was identified in the Bike and Pedestrian Connectivity Plan a number of years ago and had been integrated into the Transportation System Plan (TSP). The City had applied for and received grant money from Metro. During the Town Center planning project, this I-5 bridge project became a framework project along with an associated gateway plaza. Zach Weigel would walk through the next phase of work that would occur on the project over the next 1½ to 2 years. While Engineering would take the lead on the bridge design, the Planning Department's role would also be significant, due to the Town Center Plan's implementation, as well as the community engagement component. The goal was to ensure continuity with the activities conducted during the Town Center Plan project and to integrate the bridge project with other implementation projects coming from the Town Center Plan. The same caliber of effort would be needed from the Community Development Department on this critical project.

Zach Weigel, Capital Projects Engineering Manager, stated a consultant team had been recently selected for the project, and while the scope of work and fee were still being finalized, Staff wanted the Commission's input before finalizing the contract. He presented the I-5 Bike & Pedestrian Bridge via PowerPoint, highlighting the project's history, scope of work and proposed public engagement process, as well as the feedback Staff sought from the Commission on several key areas as noted on slide nine (9).

Discussion and comments from the Planning Commission regarding the I-5 Bike/Pedestrian Bridge, along with Staff's responses to Commissioner questions, were as follows:

- Resulting from Metro's grant, the City had originally committed to having the design work completed by September 2021, so information could be presented at the City Block Party in August.
- The 30, 60, and 90 percentages on slide six (6) referred to the level of design completed at a given point: 30 percent would be a high-level layout; 60 percent would involve more details; and 90 percent would be close to construction.
- Ms. Bateschell explained there were currently five projects on *Let's Talk, Wilsonville!* and the featured projects had rotated since the site launched. There had been good survey responses on the Equitable Housing Project, and the Planning Department had put up a fun trivia quiz in October related to National Community Planning Month, which was rooted in planning projects in Wilsonville. The quiz was a fun way to engage residents with *Let's Talk, Wilsonville!* Questions involved topics like Villebois and park design, and after the questions were answered, participants received the correct response, as well as a small amount of information about each project so people could learn about planning in Wilsonville.
  - There were about 300 registrants on *Let's Talk, Wilsonville!* After an initial push for registration at the City Block Party and in a Boones Ferry Messenger article, there had not been a push for residents to register except as the City highlighted individual projects. The Solid Waste Survey had garnered the most registrants in one day, about 68 to 70. The hope was that the many new projects coming online, especially related to Town Center and the I-5 Bike/Pedestrian Bridge, as well as implementation related to the Streetscape Design Plan and TSP, would attract new registrants to the website. Staff was happy with the progress so far and understood building the base of registrants was something that would occur over the next couple years.
  - She confirmed that return visits could be tracked and clicks were automatically tracked. Visits were broken down by category: *Aware*, meaning somebody had visited the page; *Informed*, that they had clicked on something, such as a document or another project; and *Engaged*, meaning they had actively engaged in the site by taking a survey, answering a poll, posted a story, etc.
    - She encouraged the Commissioners visit the Equitable Housing Strategic Plan page on *Let's Talk, Wilsonville!* which was still up because more engagement would be coming on that project. Many residents had used the story tool to share about their experiences with housing and housing affordability in Wilsonville. Kim Rybold was in the process of posting the results of that survey online.
  - She described how to access *Let's Talk, Wilsonville!* from various parts of the City's website, noting that at the top, right corner of each page was an icon link to *Let's Talk, Wilsonville!* and that it could be accessed from the banner, as well as from the main menu under the Get Involved section.
- Mr. Weigel confirmed the upcoming work would finalize the actual alignment of the bridge, which would be on the highlighted property and likely perpendicular to I-5, because the more angled the bridge, the higher the cost due to the longer span. (Slide 5)
- Originally, a multi-use trail had been envisioned up to Barber St, but routing pedestrians and bicyclists could be considered along Peyton Ln, which was a private street, rather than farther up Boones Ferry Rd and then along Barber St toward the WES Transit Center. Multi-use travel would be great, but the area was pretty constrained at Barber St.
- As part of the design work, Staff would need to determine whether the trail could fit within the existing right-of-way along Boones Ferry Rd or whether more property would need to be acquired.
- Design of the west landing and specifically, connectivity to WES, was not part of the scope of work for the bridge project at this time. The project focused on connecting to the existing infrastructure on Barber St and Boones Ferry Rd. A future phase could look at how to better reach that destination.
  - Not having a better solution for getting to the Transit Center seemed to be a connectivity gap in the bike/pedestrian sense, as neither Boones Ferry Rd nor that section of Barber St seemed safe for bike traffic, although both did have sidewalks for pedestrian use.
- Mr. Weigel confirmed the bridge's landing site on the east side of I-5 would be south of the new optician's building and north of the Fry's parking lot and that the bridge would go over the Town Center Lp, as well as I-5 and Boones Ferry Rd.
  - A key conversation the City would need to have with ODOT was about whether a pier could be in the I-5 median; otherwise, the bridge would have one very long span.

- One significant design challenge would be making the long access ramp possible for bicycles and ADA accessibility. If the ramp was parallel with Boones Ferry Rd, it could be quite long. If any landing and switchback were involved, some land acquisition might be required.
  - Mr. Weigel noted switchbacks would be too difficult to negotiate on a bike, so the ramp would probably be circular to enable bicyclists to make the curve up to the elevation needed to cross the bridge. To meet ADA requirements, the slope would need to be less than 5 percent, which would require quite a distance to reach that elevation.
  - He believed the required height clearance for bridges over I-5 was 18 ft, which would be confirmed in discussions with ODOT.
- For a period, bikes and pedestrians would be directed back to Town Center Lp W to avoid trespassing on private land between the new plaza and Town Center Park.
  - In consideration of creating a safe transition between the landing site and the nearest park, which was quite a distance, there might be opportunity to negotiate with those property owners during the Town Center redevelopment to use the land other than as a parking lot. These issues would also be discussed during stakeholder interviews.
- Building the bridge early would be an incentive for the redevelopment of Town Center, even though the bridge would stand-alone for a time without much on the east side to attract its use; however that would change as development occurred according to the Town Center Plan. (Slides 4 and 7) A visualization of the bridge was shown in the background looking west on Slide 7.
- Mr. Weigel confirmed there was nothing in between the Fry's property south of the landing site and the movie theater property east of the subject site. The area in between was a loading area of sorts for the two businesses. The properties were not connected, so there was no access between the two parking lots.
  - The proposed landing site did abut the long driveway going into the theater area, and he agreed to look into the possibility of making a safe, inviting connection to the park, which was right across the street from the theater. Safety was important since it was currently a loading area.
  - The lane was private because of all the truck deliveries, and although there was a sidewalk for pedestrians, it was narrow for bikes, and people tended to drive a bit fast through that area.
- Mr. Weigel stated some intersection modifications would be made at Barber St to make sure that bikes and pedestrians were better able to access the multi-use trail that would go along with the project. That section of Boones Ferry Rd was recently repaved with a bike lane added on the west side or southbound side of the street. There was not enough room to put a bike lane on the northbound side, which remained a shoulder.
- Discussion with the theater owner centered around making sure that it would be clear where bike and pedestrian traffic would be routed in the interim until the connection could be made.
  - On the west side, the alternatives analysis needed to be completed before talking to the property owners, because the impacts to those properties had not yet been determined, and that would be part of the public outreach.
- Some Town Center property owners appeared to be enthusiastic about the prospect of the bridge, which was a very popular project during the outreach for the Town Center project.
  - Ms. Bateschell noted that during acquisition, outreach to the property owners was conducted related to the CC&Rs in place in a portion of Town Center. That outreach made the different property owners aware of the acquisition and the City's plan, for which support was received.
  - Amanda Guile-Hinman, Assistant City Attorney, stated that questions from the Regal Theater about the access point and requirements related to the conditions of approval for parking were classified as objections because of the process outlined in the CC&Rs governing the area. The City informed Regal that the access point would not be closed and that Regal's parking requirements for their parking lot would still be met. The only outstanding issue regarded the presence of irrigation lines and lighting that Regal wanted to make sure the City reconnected.
  - Ms. Bateschell added Regal had no objection to the bridge per se; the issue was more about the portion of the site the City acquired that was already striped and designated as spillover parking for Regal. If that portion of the parking was impacted in any way, Regal wanted the City would work with them to correct any impacts.

The Planning Commission's comments with regard to Staff's questions on Slide 8 were as follows:

- Public outreach should include middle school students, who would benefit from a safe crossing when traveling from the west side of I-5 over to the movie theater or Bullwinkle's. Right now, negotiating that intersection was a difficult process, and some parents would not let their kids do it, so middle schoolers might be interested in a safe way to cross there. Given the residents of Villebois and the other developments in the area, middle schoolers would be a group that could be really excited and interested in being involved.
- It was important to look at complete connectivity east/west, especially from the residential area of Villebois to Town Center, and how that would be done safely by a pedestrian or a child on a bike, especially with so many major roads intersecting. This bridge would be a key part of implementing safe access for the younger members of the community.
- Involving young people's art in the bridge project was encouraged, as it would increase public awareness of the bridge as well as the investment of those young people in using it. Student involvement in the Beauty in the Bridge project resulted in minimal defacement issues. The project was a source of pride because they had participated in the project.
  - Mr. Weigel noted there had been a very detailed scope for artist engagement, but it felt like the process was being forced, so that idea was pulled back in order to have it happen more naturally.
    - Right now, Staff envisioned getting feedback from the public about the art opportunities and what people wanted to see, and then tailoring the art piece accordingly. For example, if artists were engaged, did it involve landscape architecture features, like lighting or stormwater features?
    - Defining the art process in more detail would occur around the 30 percent design phase in the August time frame. Consideration about utilizing students could be discussed and fleshed out a bit at that time.
  - Replicating the success of Beauty in the Bridge with the I-5 underpass might not be possible, as it was a high visibility project across many schools, but it would certainly be worth seeing if there was any interest.
- Landowners and businesses on the east side of the bridge should be contacted for input. In addition, although not part of this project, property owners along Barber St should provide feedback about a potential cycle track and other elements if the City considered widening Barber St in the future.
- Mr. Weigel confirmed all of the grant money would be utilized by September 2021, when the design would need to be at the 90 percent level.
  - Staff would bring the 30, 60, and 90 percent designs to the Planning Commission to make sure the project was on the right track to meet the vision and goals.
- Public engagement for the project was expected to begin with an in-person kick-off event and on *Let's Talk, Wilsonville!* in the January/February time frame.
- When talking about connectivity, consideration should be given to connecting the I-5 Bike & Pedestrian Bridge to the French Prairie Bridge extending across the river.
  - Mr. Weigel agreed a future analysis of Barber St would be key in connecting all the routes together across town.
  - The Tonquin Trail routed to the west side of town through Graham Oaks, which was quite a distance from Town Center. Having some connectivity back toward Town Center more directly from the south side of Boones Ferry Rd or from the new 5<sup>th</sup> St extension would be good. How would bicyclists access Town Center safely from Old Town, over this proposed new bridge or via the complicated I-5 underpass, which was hazardous given the fast-moving traffic accessing the I-5 ramps?
  - The intimidating interchange made it difficult to plan for all ages and abilities, so having alternatives would be good.

Mr. Weigel confirmed work on the vision and goals process would begin in January, so Staff would be checking in with the Planning Commission about the bridge project in January or February.

### **III. INFORMATIONAL**

#### **A. French Prairie Bridge Update (Weigel)**

Miranda Bateschell, Planning Director, reminded that work on the French Prairie Bridge project had been in progress for the last several years, noting that a task force and advisory committee had been looking at the alignment and bridge type.

Zach Weigel, Capital Projects Engineering Manager, noted the Commission's last update on the French Prairie Bridge, the bike and pedestrian bridge spanning the Willamette River, had been more than a year and a half ago when the evaluation criteria were just being determined. He presented the French Prairie Bridge Update via PowerPoint, which included a review of the project's background, purpose, grant funding, evaluation criteria, and public outreach, as well as the bridge's chosen alignment and bridge type

Mr. Weigel addressed questions from the Planning Commission as follows:

- He confirmed the piers shown in Slide 15 that appeared to be under the bike bridge were actually for the railroad bridge. He added the design team made sure that the bike/ped bridge was located far enough away from the railroad bridge that if, for some reason, the railroad bridge collapsed or slid off its foundations, the new bridge would not be damaged.
- The cost estimate range was in current dollars, and did not account for cost increases over time. The cost estimate range was to account for the geotechnical conditions, such as the presence of liquefiable soils which could add \$10 million if they were present. This was one area where Staff was trying to extend the work paid for by the grant funds.]
- With regard to the project's time frame, Staff would work with City Council on a Funding Strategy Report to look at the different ways the bridge's design and construction could be funded. The strategy would help inform the project's time frame.
- He confirmed identifying any potential archaeological sites was still one of the fieldwork items Staff was trying to get approval on to continue. Only a limited amount of work could be done when working under a Federal process as far as planning versus design aspects.
- He clarified no approval was needed from The Confederated Tribes of Grand Ronde, but they had been involved with and consulted throughout the project.
- The study being done in the spring would identify the opportunities to pay for the design and construction of the bridge. No funding had been identified beyond the work that was currently being done.

Commissioner Hurley recalled that the French Prairie Bridge started as an emergency vehicle access bridge and had turned into a bridge for pedestrians and bikes. Now, this new seismic, subduction zone bridge would outlast the Boone Bridge, but it was geared toward a specific recreational community with a possible \$3 million impact per year. He believed projects that support a bigger economy should be considered. There were no other crossings on the Willamette River between Oregon City and Newberg. The \$49 million cost on average would turn into \$70 million due to cost overruns. Before going any farther with a bike bridge for \$3 million of recreation revenue, he suggested involving ECONorthwest to see what money was being thrown away toward one single recreational activity with only a 3 to 4 month cycle, given Oregon's bicycle tourism season, versus a bridge that could actually move people that were part of the economy here and take some of the strain off of the Boone Bridge.

- Nobody was looking at alternate bridges. As he stated before, the bridge could be moved outside the city of Wilsonville and use this planning piece for a bridge that could alleviate the traffic. He had not met one person over the last 5 years who had heard about this bridge and was interested in it being a bike bridge. Every single person he had ever talked to was furious about it being a bike bridge given the existing traffic congestion problems.
- He urged the Planning Commission to look at what the City was getting for \$70 million, which accounted for the typical 40 percent overrun. No one knew where that money was coming from, but even if the Feds paid 100 percent of it, what would it do for the rest of the economy?

- Having people sitting in the Boone Bridge congestion look over at a \$70 million bridge that was used 3 months out of the year by tourist cyclists would drive people more insane. There would not be many happy people.
- The project had been under consideration for about 10 years, and it did not start as a bike bridge, but as an emergency vehicle access bridge to get into Charbonneau and Wilsonville; otherwise, TVF&R did not have access to Charbonneau and had to rely on Canby.

Commissioner Springall stated that during his time on the French Prairie Bridge Taskforce, he believed the project was very well run, with a lot of very thorough discussion on many aspects on the bridge's siting and design. One reason the cable-stayed and suspension bridge styles were targeted was to minimize impacts to the marina, river and the banks of the river. A side effect of putting any pier into the river was that it caused the water level to rise, and no grading was needed with the two preferred styles. Another thing that came out in the final discussion was ideas about what could be an iconic view of Wilsonville for the tourism industry and to bring economy into Wilsonville. He believed that dollar amount would be much higher than \$3 million. Similar to the I-5 Bike and Pedestrian Bridge, this was a fundamental piece of providing connectivity for community members, and access to retail shops and numerous other facilities on the north side of the river that were few and far between on the south side of the river in the Charbonneau District. He was very pleased to see a proposed trail alignment on the south side of the river that would be an important piece. He confirmed with Mr. Weigel that the trail connection to Charbonneau was not covered in current work, but would be a future phase

- Another essential piece of this project was to see Wilsonville as a single city, not Wilsonville plus Charbonneau. The community south of the river needed to be supported and physically connected to the rest of the city. Forcing Charbonneau residents to drive on I-5 did not make a physical connection that all community members could use, so that piece of the bridge was essential.
- He agreed the bridge would be a potentially huge tourism draw and that the emergency bridge element was also very valuable, but he believed the value came from second level services like tow trucks, rather than purely emergency services. He understood an agreement existed with the Aurora Fire Service to serve the Charbonneau community when necessary, so residents did not necessarily have to rely on TVF&R south of the river.
- The County Board of Commissioners had considered and investigated a future bridge at the Canby Ferry site and other future river crossings, which was not within the City of Wilsonville's jurisdiction, but traffic issues on I-5 was well known. He did not believe expanding the French Prairie Bridge or changing its function would be constructive and noted the I-5 Facility Plan would mitigate the traffic and flow issues on I-5.
- He believed the bridge would be a huge benefit to the city, the community, the business community and residents, and if people were concerned that not enough was being done about traffic, then the work that had been done so far to mitigate the traffic was not being publicized or understood by those community members.

## B. Urban Forestry Plan (Rappold)

Miranda Bateschell, Planning Director, noted Kerry Rappold was preparing to develop the City's first Urban Forest Management Plan, which related to the City's planning work, both in long-range planning, as well as during development review and those related requirements. Request for Proposals (RFPs) were currently being finalized for technical assistance on preparing the Urban Forest Management Plan (UFMP), and Mr. Rappold wanted to brief the Commission and get input on the proposed scope.

Kerry Rappold, Natural Resources Manager, noted he was early in the process of looking at the scope of the UFMP, including the schedule, how public engagement would take place, etc. However, he wanted to provide a brief overview of work being contemplated, adding he would return at points along the way to get the Commission's input on work with the consultant, the draft and final plans, etc. and to engage the Commission in

some of the public outreach. Ideas for public outreach included using Arbor Day as an initial opportunity to get some information out to the public as well as hosting some planting events or events in the parks.

- He presented a high-level overview of the Urban Forestry Management Plan via PowerPoint, describing its purpose, background, and key components that would be included in the Plan.

Feedback and discussion from the Planning Commission was as follows with responses from Staff as noted:

- Was the Tree Inventory being continuously updated, for example, when permits were granted?
  - Staff explained the Tree Inventory was put into Cartograph, the City's asset management system. Tree removals were not necessarily updated in the Cartograph system. To date, no good way had been identified to track changes in the Tree Inventory.
- OHSU had interesting studies regarding the benefits of tree canopies in an urban environment; not just the aesthetic effects, but also the physiological effects. There was more to this than just pretty trees and these benefits, and the facts supporting them, should be stressed more strongly than in Seattle's plan.
- Some goals related to canopy cover should be included.
- Mr. Rappold confirmed that streams in the urban area contained salmonoid, noting a 2006 ODFW fish survey looked at fish distribution and abundance and found healthy fish populations that included, Chinook, Coho, and possibly steelhead or rainbow. Boeckman Creek had a resident cutthroat trout population as well as lampreys, which were also possibly in Coffee Lake Creek. While there were no spawning areas, the city's urban streams provided important refuge areas for rearing and migration as fish move up and down the Willamette River.
  - The fish were not protected in City Code, but many of the species were listed as endangered or threatened, so they would be covered under the Endangered Species Act.
- One striking and disappointing thing about the Tree Inventory was the damage to street trees. Requiring street trees to be planted in parking strips that were only 3 ft wide did not make sense. The inventory presentation showed many photos of water meters, sewer lines, sidewalks, water lines, etc. being damaged at a significant cost per property in some cases, and yet street trees continued to be required in places where the trees could not grow in a healthy manner. It seemed the trees were bound to fail under the current circumstances. Near the library, in front of the apartments, mature street trees along the entire street were cut down because the sidewalk and street were damaged. Making the parking strips much larger or allowing the required street tree to be in the front yard of the property was suggested. The Tree Inventory Survey was done within 20 ft of the curb, which would have included many private, non-required street trees.
  - Mr. Rappold agreed that those were valid points. Tree species and tree placement were always being reviewed, and it had really become a balancing act between having street trees with all their benefits and the damage they could cause. It was an important issue, and while there was a limit to the kind of detail that could be used in the UFMP, some aspect of that issue would be included.
  - Replacing a 25- or 30-year-old healthy tree with a 2-in sapling that would take another 30 years to provide the same benefits did not do the City any good in providing a better canopy or urban forest. The City needed to consider what to do when a mature street tree had to be cut down, for example, was there enough room to grind down the stump to plant a replacement tree without removing part of the sidewalk or roadway.
    - Mr. Rappold noted a lot was happening in the narrow landscape areas, especially where they were associated with streets as stormwater facilities and other things needed to be accommodated in those areas. In some neighborhoods, the street trees were located in the front yard area and not in the landscape strip.
  - Mr. Pauly added trees in front yards had also caused issues over the years. Certainly, there were opportunities to do it better over the past couple of decades, but a lot of lessons had been learned, and more thought and care was put into how street trees were installed, setting up for more success in the future.

- He clarified that a homeowner applying to remove a street tree that was causing damage would not be required to replace the tree if the original planting should have never happened. In situations regarding a utility conflict, either the tree would be moved to a location that had space, or it would not be replanted. The homeowner would not be penalized for something that was required 30 years ago, and the Tree Code provided enough flexibility to correct such situations. Another factor was that in the 1980s and 1990s, there were no inspectors checking to confirm the tree was properly placed, but that was being addressed now.
- Some HOAs had been active in doing mini-management plans to help manage the change of trees in their neighborhoods over time. Trees were considered infrastructure that change over time because they do not live forever.
- A typical planting strip in the current Code was 6 ft, and sometimes 8 ft, depending on whether stormwater facilities were included. While 3-ft wide planting strips were typical in other jurisdictions, 4½ ft was typically the smallest planting strip seen in Wilsonville.
- Mr. Rappold added that going forward, it would not be realistic to have stormwater facilities in that area. A swale required a minimum of 8 ft, which would not be common. Planter boxes would typically still be at least 4 ft to 5 ft.
- Quite a few cedar trees around town seemed to be turning brown and dying, which was said to be due to much warmer climates, in general. Was the Tree Code being revised to account for these effects, as trees that used to do really well in the area no longer do? How could that constant feedback and updating be provided? When trees die due to climate issues, did the City actively replant or replace them, or was that left to the homeowner to address?
  - Mr. Rappold agreed a number of trees in the community had declined over the years due to changes taking place, and addressing this issue would be an important aspect of the UFMP. Many communities were working on revising their tree list to accommodate species in a different eco-region that might be more of Wilsonville's eco-region in 20 years. Location was also a factor. Trees in a natural area would probably be allowed to die and kept from being hazard trees. Dying and sick trees on private property would be up to the property owner. For street trees, the composition and species would need to be considered to see what would be best suited in the future, depending on the tree's actual location.
- The UFMP should address wildlife corridors throughout the city, which included not only the creeks, but pollinator corridors. Clusters of pollinator-friendly plants were needed every 50 ft to 100 ft for pollinators to traverse a neighborhood, so shrubs and other types of pollinator greenery should be considered, not just big trees.
  - Mr. Rappold noted there would be some limits to what could be included, but the role of different habitats should definitely be considered. He confirmed wildlife corridors were built under bridges on Boeckman Rd, Barber St, and Kinsman Rd.
  - While charting wildlife corridors might be out of the scope of the UFMP project, there was a lot of interest in migratory corridors, and Metro had been leading an effort regarding that. The UFMP should at least reference the habitat values of trees and if used as part of a migratory corridor, whether the trees were specifically used to provide cover, food, and other things.
- Clarification was requested about the relationship between an HOA and the City when dealing with specific trees and requests for tree removal or replacement. Did the HOA approach the City Planning Department as a representative of the neighborhood in place of individual owners?
  - Mr. Pauly replied that depended on CC&Rs. Certain neighborhoods gave quite a bit of authority to their Landscape Committee over trees and landscaping. The City's Tree Code specifically allowed that where the CC&Rs demonstrated landscape authority of the HOA, the HOA had the ability to submit a plan to the City. There were always two components of a tree management plan that would be approved administratively or by the Development Review Board (DRB): the plan component of what would be done, and the actual permit to remove the tree. In cases where an HOA came in, they would get approval for the plan component of what trees could be removed, and what should be put in their

place, but then it was up to the individual property owner, subsequently, to come in to get the permit to actually do the work. This all depended on whether that HOA had authority in the CC&Rs over landscape. If not, then it would be up to the individual property owners. An HOA that did not have authority in the CC&Rs over landscape could not come in and request a plan for the whole neighborhood.

- In certain neighborhoods, particularly in Villebois, operations and maintenance plans actually identified that the street trees, or even in some cases, preserved oak trees and other large trees, were actually the HOA's responsibility rather than the homeowners. In most older neighborhoods, the City had the authority to approve a permit, but the HOA had the authority to approve or deny any landscape changes on a property.
- Inclusion of a Black Walnut tree on the Friends of Trees page as one of the Heritage Tree species did reference the nearly 100-year-old Black Walnut tree that had been cut down. It was noted that most of the city's Birch trees had been lost to the Japanese Beetle.
- Mr. Rappold noted that dead and dying trees performed an important role, especially when looking at habitats.
- Seattle's Plan was very impressive. Although Wilsonville's plan would be published on a smaller scale, it was a concept that was not widely appreciated. It would be helpful to make the public aware of what an urban forest was and that there was one in Wilsonville. Perhaps, The Spokesman could help spread the word.
- Mr. Rappold assured Staff would make use of everything available to them in terms of getting public engagement, noting *Let's Talk, Wilsonville!* and other outreach tools were now available that were not even a year or two ago.
  - He noted he would be returning to the Planning Commission with more specific information and invited the Commissioners to contact him with any questions.

### C. SROZ Regulations and Background (Rappold)

Miranda Bateschell, Planning Director, explained the City's Significant Resource Overlay Zone (SROZ) Regulations and Background was on the agenda due to the number of questions received during recent Code work about natural resource protections, especially as they related to open space standards, and what was being done around open space in new planning areas, as well as in redevelopment. In previous work sessions, Commissioners Mesbah and Heberlein had asked many questions, so she proposed deferring this item until they were present.

The Planning Commission consented to delay this agenda item until Commissioners Mesbah and Heberlein were present.

### D. City Council Action Minutes (Oct. 7 & 21, 2019)

Chair Greenfield:

- Stated the October 7, 2019 work session discussed Tax Increment Financing (TIF) Zones, which had previously come before the Planning Commission, and that Council would probably make some revisions to existing TIF Zones. At the October 21, 2019 work session, he noted the discussion regarding Contractor's Establishments, where contractors essentially parked equipment or materials for future use on land that they somehow owned or had access to. This was an important issue that Council was taking that up, particularly with regard to Washington County, and it did impact Wilsonville's planning for that development, particularly along Day Rd. Among the possibilities being discussed was city annexation, which would almost be a necessity in order for the city to do anything about a particular property. While not within the Planning Commission's purview, it was good to see that Council was looking at it and might take steps to facilitate Wilsonville's planning in that area.

- Miranda Bateschell, Planning Director, noted the presentation that went to City Council highlighted five or six parcels that recently went through the development application process with Washington County in the FD-20 Zoning District for contractor's establishments; two were on Clay St, two were on Day Rd, and the most recent was on Garden Acres Rd. None of the applications for contractor's establishments were for contractor's establishments along the Basalt Creek Pkwy. Different issues have arisen because of the FD-20 zoning and the process that those development applications go through with the County. Some issues had been elevated because although this was an area that could develop according to Washington County standards, it was also slated for urban development. The City had an urban planning area agreement with the County related to the Coffee Creek and Basalt Creek planning areas, so the City wanted to note the activity occurring in those areas, and some of the issues that were arising from that. That information was brought to the Council for discussion at the October 21 work session.
- Noted that with the equipment parked there, it seemed somewhat like a land-banking situation. Such establishments become constraints on planning, creating a 'squatters rights' situation and he saw it as a problem. They were not attractive in general, and it seemed they would inhibit rather than facilitate development except by the contractors who own or were operating on those sites.
  - Ms. Bateschell explained one key issue presented to Council was that a number of the parcels had that activity for a long period. Typically, a contractor's establishment was seen as a temporary use, and it had not been a temporary use in some areas of Coffee Creek. These establishments were land-intensive uses that did not necessarily provide a lot of tax revenue or high-value jobs, which was what the City was looking for in the Basalt Creek and Coffee Creek areas. Council discussed the matter and provided Staff with direction to work with Washington County and do some further research.

**Commissioner Springall:**

- Noted City Council was also discussing the Basalt Creek Pkwy extension.
  - Ms. Bateschell stated that Washington County Staff presented on the Basalt Creek Pkwy extension from Grahams Ferry Rd to Boones Ferry Rd. A preferred alignment had already been selected for the parkway, so the presentation looked at the refinement of that segment, where it would go, and particularly where it crossed the wetland area referred to as the Basalt Creek Canyon. Three different parcels were considered for three different connection points that the road segment would go through to connect to Greenhill Ln, and a preferred alignment had been identified. Information was also presented on that alignment's relationship to the area school. While there was no physical impact, a visual impact was noted by the County's assessment, so they were reaching out to the property owner and both cities around that historic resource to have further conversations about the Carlin School and how best to mitigate any visual impact to the school.
    - She confirmed that the alignment and street extension were compatible with the City's Basalt Creek Concept Plan with very minor modifications.
    - She clarified the concept plan had been adopted, as well as the Comprehensive Plan amendments, and the transportation projects were adopted into the TSP, so many of the steps that go along with master planning had been taken. Currently, there were Council goals for Staff to look at some of the designations in the Concept Plan around High-Tech and Craft Industrial zoning to determine if Planned Development Industrial (PDI) zoning or other potential zoning alternatives would be used for those areas. Incentives might also be considered and determinations made around Form-Based Code. Checks would also be done on the master plans for the rest of the infrastructure systems to see if any additional work was needed there. Because of the long process and the number of things that had been looked at in advance, Staff was not certain that a full master planning process was needed. It would be more about looking at the components typically in the master plan and addressing any remaining items over the next couple of years.
  - Understood the City needed to formally declare the area had been master planned at some point, so properties could start to annex and develop.

- Ms. Bateschell replied a formal declaration was not needed. The City just needed to determine how the area would be rezoned and how to provide service on infrastructure. In many of the master plan updates conducted not that long ago, Staff knew Basalt Creek was coming in, even though it was still in the concept planning process, and Staff had some associated targets around the potential in that area. Many of the pieces actually moved along at the same time as concept planning was occurring. Some refined analysis was likely needed to make sure the numbers were correct, but many of the upgrades and improvements in those master plans accounted for development in Basalt Creek. So, if a property wanted to come in, the City needed to know how the property would be zoned, and also have the infrastructure service provisions in place. A lot of that work was already completed.
- Asked if Basalt Creek had been master planned, would Wilsonville have more influence on Washington County's zoning in the near-term for those properties in that area.
  - Ms. Bateschell responded no. Right now, as long as the land was zoned FD-20, and as long as Washington County's development code currently allowed contractor's establishments in FD-20, they would be allowed. She confirmed that currently, annexation was initiated by property owners.

Daniel Pauly, Planning Manager, updated on a past Council item that Commissioner Millan asked about concerning Dial-a-Ride and the work that SMART had been doing with the Dial-A-Ride Committee. A Council work session item on October 16<sup>th</sup> involved a presentation by the Dial-A-Ride Steering Committee on survey results solicited from the public. A total of 157 survey responses were received, particularly from people that were either care providers or would be using Dial-A-Ride services. The survey showed a strong preference for prioritizing medical trips over other activities such as access to social services or work. A lot of value was also placed on out-of-town service, rather than in town service, and there was a willingness to pay for longer trips. Dial-A-Ride users did not want to wait more than 20 minutes, and that time would allow SMART to group trips better and have more people ride the bus together. SMART would be sharing final recommendations with City Council in the future, possibly on November 18th. More information could be found on the SMART website.

#### E. 2019 Planning Commission Work Program

Daniel Pauly, Planning Manager, noted that given the technical nature of the Residential Code Modernization Project, it had taken longer to rewrite the recommendations in common language. Because the project was not pressing given the holiday season, Staff recommended allowing more time for the survey to circulate to get more feedback from stakeholders and home builders. The Code project would be brought back to the Commission in January. The Planning Commission's December meeting would finalize some items and also include discussion about the 2020 work program.

Miranda Bateschell, Planning Director, added that Staff also hoped to address the SROZ informational item, and potentially an agenda item regarding HB2001 and HB2003, similar to what was presented at City Council, but those details were still being worked out.

#### **IV. ADJOURNMENT**

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:39 p.m.

Respectfully submitted,

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