

# PLANNING COMMISSION WEDNESDAY, MAY 11, 2016 6:45 PM \* (\*FOLLOWING FROG POND OPEN HOUSE)

#### **AGENDA**

#### I. 6:45 PM CALL TO ORDER - ROLL CALL

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

#### II. 6:50 PM PLEDGE OF ALLEGIANCE

#### III. 6:55 PM CITIZEN'S INPUT

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

#### IV. 7:05 PM CITY COUNCIL LIAISON REPORT

#### V. 7:10 PM CONSIDERATION OF THE MINUTES

V. A. Consideration Of The April 13, 2016 PC Minutes

Documents: V. A. Consideration Of The April 13, 2016 PC Minutes.pdf

#### VI. 7:15 PM WORK SESSION

VI. A. Frog Pond Master Plan (Neamtzu)

Documents: VI. A. Frog Pond Master Plan (Neamtzu).Pdf

Frog Pond PP May 11, 2016 - Final

Documents: Frog Pond May 11 Presentation\_Final.pdf

#### VII. 9:30 PM INFORMATIONAL

VII. A. Basalt Creek Concept Plan (Bateschell)

Documents: VII. A. Basalt Creek Concept Plan (Bateschell).Pdf

#### VIII. 9:40 PM OTHER BUSINESS

VIII. A. 2016 Planning Commission Work Program

Documents: VIII. A. 2016 Planning Commission Work Program.pdf

#### IX. 9:45 PM ADJOURNMENT

Time frames for agenda items are not time certain.

#### Public Testimony

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

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

Thank you for taking the time to present your views.

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

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

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

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

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



# V. CONSIDERATION OF THE MINUTES

A. Consideration of the April 13, 2016 Planning Commission minutes.

#### PLANNING COMMISSION WEDNESDAY, APRIL 13, 2016 6:00 P.M.

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

**DRAFT** 

#### Minutes

#### I. CALL TO ORDER - ROLL CALL

Chair Jerry Greenfield called the meeting to order at 6:00 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Al Levit, Phyllis Millan, and Kamran Mesbah.

Simon Springall arrived after Roll Call. City Councilor Charlotte Lehan was absent.

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

Lashbrook, and Jen Massa Smith

#### II. PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

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

#### IV. CITY COUNCIL LIAISON REPORT

Chris Neamtzu, Planning Director, stated Councilor Lehan was not able to attend the meeting, so he was asked to give the report on her behalf. He reported City Council's last meeting had a light agenda, but a considerable amount of time was spent discussing affordable housing during their work session. Council received a briefing from Community Relations Coordinator John Gale and City Attorney Barbara Jacobson regarding different programs that could be utilized by the City. Mr. Gale had many years of extensive experience with affordable housing and non-profits. Materials presented at that work session could be provided to the Planning Commission upon request. Council wanted more time for discussion and decided to continue the affordable housing discussion to a future meeting.

• He asked if the Planning Commission was interested in having Mr. Gale present some of affordable housing the programs to the Commission, noting Councilor Lehan also proposed having a joint City Council/Planning Commission work session to discuss the topic. Council was very interested in the topic from a renter, no-fault eviction point of view, about which the City has received correspondence. He added Commissioner Springall had brought forward several concerns about that issue, as well as first-time homebuyer programs, in general.

Chair Greenfield noted he had talked with several community members about this topic last night and there was considerable concern. One resident, who had become more active in the city, described how he was being priced out of his apartment in Wilsonville. He was concerned that Wilsonville would lose the man to another community because he could not find affordable housing in Wilsonville. Everyone was aware of the housing crisis in Portland, but affordable housing was a nationwide crisis. He supported holding a joint meeting with City Council.

The Planning Commission consented to holding a joint work session with City Council.

Commissioner Postma added he was uncertain about his role because his law firm was currently involved in an organization that had taken a role in the affordable housing process. He agreed nothing prohibited him from sitting in to listen.

Commissioner Millan suggested conducting a work session first to update the Commission on what the City Council had already seen. She added that although the affordable housing issue seemed like an abstract issue, she was meeting and talking to people actually affected by the problem. She suggested at least having the Council's materials available to review if a preliminary work session was not held.

Commissioner Springall noted that after reading the City Council packet with Mr. Gale's and the City Attorney's reports, he had some concerns that the focus was on home buying and not the need for short- and near-term rentals, which was the most critical, pressing issue. Obviously, home affordability was a long-term issue that needed work, but there was a crisis that needed to be addressed.

Mr. Neamtzu agreed to distribute the Council's materials to the Commission and talk to Council about scheduling a joint work session.

#### V. CONSIDERATION OF THE MINUTES

A. Consideration of the March 9, 2016 Planning Commission minutes The March 9, 2016 Planning Commission minutes were accepted as presented.

#### VI. PUBLIC HEARING

A. LP16-0001 -- Transportation System Plan (TSP) Amendments (Mende)

The following items were distributed to the Planning Commission at the dais:

- Attachment G: Memorandum dated April 12, 2016 from DKS Associates regarding Wilsonville TSP Additional Bike/Ped Project Amendment, identified as Page 113 of 113.
- Attachment I: Memorandum dated April 13, 2016, from DKS Associates regarding Wilsonville TSP Additional Bike/Ped Project Amendment, identified as Page 1 of 1. Attachment I replaced Attachment G.
- <u>Attachment H:</u> Email dated April 13, 2016 from Planning Director Chris Neamtzu to Commissioner Peter Hurley with attachments.

Chair Greenfield read the legislative hearing procedure into the record and opened the public hearing at 6:10 pm.

Chris Neamtzu, Planning Director, noted the Planning Commission conducted a work session last month on what were considered to be fairly minor amendments to the Transportation Systems Plan (TSP), adopted in 2013 after a significant amount of work by the Planning Commission and City Council in 2012 and 2013.

- A lot of planning work had been done in various areas of the community, such as in Frog Pond and Coffee Creek, and projects had emerged from those additional planning efforts that were the focus of the proposed minor amendments, which were minor updates to the TSP.
- He noted some exhibits had been distributed to the Planning Commission, but he was uncertain whether Commissioner Hurley's comments (Attachment H) belonged in the TSP record. He realized late in the day that assumption might be incorrect, but he had been unable to talk about it with Commissioner Hurley.

Commissioner Hurley confirmed the documents were not meant to be added to the TSP record, but were intended for discussion by the Planning Commission at a later date, though they were fostered by the creation of the TSP.

Eric Mende, Capital Projects Engineering Manager, stated tonight's presentation would be the same given to the Planning Commission last month; however, due to the public hearing, it needed to be presented again for the benefit of the public.

- As indicated in the Staff report, the public hearing was noticed to potentially affected individual property owners, as well as Metro, Washington County and Tualatin Valley Fire and Rescue.
- He noted the scope of the TSP Amendment was limited and that full updates to the TSP usually occurred on an eight to ten year schedule. Minor amendments in between the major updates were common when ongoing planning efforts created a need to include additional or revised projects into the overall TSP, as was the case with this amendment.
  - The City's Capital Improvement Plan was directly linked to the City's adopted master plans, which were part of the City's overall Comprehensive Plan. In general, expenditures for major infrastructure projects must first be identified in a master plan before the City could spend any significant money on them. The TSP, along with the Sewer, Water, and Stormwater Master Plans, were the four big master plans that drove the Capital Program.
  - For the subject amendment, Staff was in the process of reevaluating the City's road system
    development charges (SDCs) and having an accurate and adopted list of projects was important to
    that effort.
- The scope and timing of the proposed amendment was driven by the City's planning efforts, primarily for the Coffee Creek Industrial Area, located south of Day Rd, and for the Frog Pond/Advanced Rd area, which was north and east of Boeckman Rd and Wilsonville Rd.
  - In the Coffee Creek area, the City was moving forward with development of district boundaries, a
    project list, and a financing plan for a future Urban Renewal District (URD). Staff had refined the
    transportation network and project cost estimates needed to support the URD. The proposed TSP
    would incorporate the refined URD project list.
  - There was also a pending development with the Republic Services property on Ridder Rd that was in direct conflict with the current TSP. The development application for the Republic Services property had been submitted but could not move forward without an amendment to the TSP. Testimony included in the Planning Commission packets from a Republic Services representative stated they were in favor of the adoption of the proposed amendment.
  - In the Frog Pond/Advanced Rd area, the Frog Pond Concept Plan had been completed and the Meridian Creek Middle School application had been approved. The proposed TSP Amendment incorporated roadway and trail designation changes to make the project list consistent with the Frog Pond Plan.
  - There were also a couple discreet development projects that warranted minor revisions to the TSP projects list, which included the Printer Parkway redesignation and the sidewalk infill project on Boones Ferry Rd that was associated with the Universal Health Project.
  - All of the projects modifications were described in the summary memo from DKS Associates included in the Planning Commission packet and within the amendment. Wilsonville continues to grow and the City's planning efforts were bearing fruit more rapidly than anticipated, and the proposed TSP Amendment was necessary to proactively stay ahead of the growth in Wilsonville.

Scott Mansur, Transportation Planning Consultant, DKS Associates, noted the one-page memorandum (Attachment I) that was distributed to the Planning Commission regarding an additional project that had been added in relation to bicycle and pedestrian connectivity, which he would discuss in his presentation. He presented the Wilsonville TSP Amendment via PowerPoint with these additional comments:

- TSP amendments were needed because things were always changing with regard to long-term, adopted system plans, so it was important to be flexible and update funding information accessible for transportation funding. The TSP needed to be current with state and regional transportation policies as well as updated based on rapidly changing development and local conditions.
- The deliverables provided included a memorandum that identified which sections and figures of the TSP would have modified projects. As mentioned, the modifications were related to changing local conditions, which he reviewed as follows:
  - The adoption of the Frog Pond Master Plan was the first project to warrant TSP modifications.

- Portions of the West Linn-Wilsonville School District, as well as a city park, were added within the City's urban growth boundary (UGB).
- The City had done some additional engineering work on the Boeckman Road Dip and now had updated cost estimates and engineering information that needed to be updated within the TSP.
- Transportation changes within the Coffee Creek Industrial Area mostly related to replacing the Kinsman Road Extension, north of Ridder Rd, with Garden Acres as a collector roadway.
- The ongoing transportation analysis and evaluation of Basalt Creek.
- Xerox's desire to make Printer Parkway a public street.
- He reviewed the recommended modifications to the 2013 TSP (Slides 5 through 8) with these additional comments:
  - Replace the Kinsman Road Extension north of Ridder Rd with Garden Acres Rd as a collector roadway.
  - There was still ongoing work regarding whether the future intersection at Day Rd and Garden Acres
    Rd would have a traffic signal or be a roundabout. This was discussed by the Planning Commission
    during work session.
  - Within Frog Pond, add a north-south collector in the west neighborhood, as well as an east-west collector between the future collector and Stafford Rd.
  - Related to the Advance Middle School, now called Meridian Creek Middle School, designate 63<sup>rd</sup> Ave and Hazel Rd future collectors, as well as Advanced Rd between Wilsonville Rd and 60<sup>th</sup> Ave since they were now in the UGB and would be adjacent to the future city park and middle school sites.
  - Update Project UU-O1, which was the Boeckman Road Dip.
  - Extend Commerce Circle Loop Sidewalk Infill on Boones Ferry Rd to Day Rd.
- Functional designation changes were also modified on TSP Figure 3-2 to reflect the recommended changes that he had reviewed. (Slides 9 and 10) He added that Printer Parkway would be designated as a collector between Parkway Ave and Canyon Creek Rd.
- Proposed modifications to the Freight Routes (Figure 3-4) included replacing Kinsman Rd, which was
  previously designated as a freight route, with Garden Acres as the north-south connection between Ridder
  Rd and Day Rd.
  - The UGB was updated on Figure 3-4 as well.
- The recommended bicycle route modifications (Figure 3-5; Slide 12) were noted with these comments:
  - For the Meridian Creek Middle School, add bicycle facilities including bike lanes on Advanced Rd, 60<sup>th</sup> Ave, 63<sup>rd</sup> Ave and Hazel Rd.
  - Bicycle facilities were also added to Garden Acres Rd, which would replace Kinsman Rd.
  - Add bicycle facilities on Java Rd. In the future, Java Rd would replace the existing connection of Clutter Rd to Grahams Ferry Rd to address the site distance and safety issues.
  - Bicycle facilities were identified on Printer Parkway that included bike lanes on the street and a multiuse path along the eastern portion of that project.
  - Bicycle facilities were also identified for Frog Pond.
- Based on the projects described, cross-section deficiencies were identified to determine what road
  modifications were needed to meet current cross sectional standards based on the roadway classifications
  discussed. (Figure 4-1)
- He reviewed the recommended changes in the Higher Priority Projects List (Figure 5-2) with these key comments:
  - Replace Project BW-11, which was a Frog Pond Trail, with a new trail.
  - Replace Project RT-02, the Frog Pond Trail, with the following projects:
    - UU-08, Garden Acres Road Urban Upgrade
    - UU-09, Urban Upgrade of Printer Parkway
    - RR-11, Advanced Middle School Collector Roads
    - UU-10, Advanced Road Urban Upgrade between Wilsonville Rd and 60th Ave
    - RE-12A, Frog Pond West Neighborhood Collector Road

- RE-12B, Frog Pond South Neighborhood Collector Road
- RE-13, Java Rd Connector and Signal. He reminded that Java Rd was intended to be the future replacement of the Clutter Rd intersection where an additional traffic signal would be added.
- RT-O7, Revised Frog Pond Regional Trail.
- Other Additional Planned Projects (Figure 5-7; Slide 15) not on the Higher Priority Projects List included Project BW-P2, the Commerce Circle Loop Sidewalk Infill on Boones Ferry Rd from Commerce Circle to Day Rd.
  - Project UU-P1, the Advanced Road Urban Upgrade between Wilsonville Rd and the old UGB, was deleted.
- An additional project had been added since the last Planning Commission meeting to be consistent with the City Council Goals 4, 9 and 10, which regarded the desire to set aside funds to strategically purchase properties that could facilitate future bicycle and pedestrian connectivity between neighborhoods or other properties. A planning level cost estimate of \$1 million had been identified for BW-15 (Slide 16) and the intent was to support policy areas discussed in Chapter 2 of the existing TSP. These policy areas included looking at system design to provide a well-connected system; connectivity by adding bicycle and pedestrian connections between neighborhoods; and at active transportation to encourage transportation options within the city. Information about this added project was provided in the supplemental information distributed to the Commission. (Attachments G and I)

Chair Greenfield asked when the \$1 million dollar estimated planning cost would be budgeted.

Mr. Mende replied that was undefined at this point. If a property were to become available that would
qualify for meeting this goal, Staff would have to budget for it or submit a supplemental budget if it
occurred in a current year. The estimate had not yet been added to the Capital Improvement Plan.

Commissioner Postma noted on Page 44 of 112 of the TSP, Figure 3-4 Freight Routes was incorrect because it was identical to Figure 3-5, which was the Bicycle Route map.

• Mr. Mansur assured that correction would be made.

Commissioner Springall asked why the TSP was not being updated with projects that had been completed, such as the Barber Street Bridge or Canyon Creek Road Extension, which were still showing as needs in some cases or connectivity gaps in the TSP.

 Mr. Mende confirmed that was the intent and explained that with a minor amendment, Staff did not change everything in the existing TSP. Projects that had been completed would stay in the overall TSP until the next major update, and only the amendments discussed this evening would be reflected in this process.

#### Commissioner Levit:

- Noticed that none of the maps indicated the intent to close Clutter Rd at Grahams Ferry Rd with an X and suggested Staff make the correction.
  - Commissioner Springall understood the proposed amendments stopped short of specifying the project to close Clutter Rd, though it was an intended project. He agreed it was a point of confusion.
  - Mr. Mende clarified that project would be incorporated in the next major TSP update.
- Asked if the planning level cost estimate of \$1 million was just for planning costs or acquisition. (Slide 16)
  - Michael Kohlhoff, Special Projects City Attorney, suggested Staff rephrase the wording as it could be misinterpreted.
  - Mr. Mende confirmed the \$1 million was just for the acquisition of property and not planning costs. The
    amount was based on the acquisition of two properties at \$500,000 each.
- Asked how the City became aware of the availability of properties.
  - Mr. Mende replied the City found available properties like everyone else, through a real estate listing
    or a sign displayed on the street. He did not believe the City had any active plan to go out and
    research properties that might or might not be coming available on the market.

Chair Greenfield called for public testimony in favor of, opposed, and neutral to the proposed TSP amendments.

Ben Altman, Pioneer Design Group, 9020 SW Washington Square Rd, Suite 170, Portland, OR, 97223, stated he was representing Republic Services, which currently had a submitted application for a project that was pending a design review hearing next month. There were two pieces to the project, which included annexing some property, but the primary development application was for SORT Bioenergy which was an anaerobic digestion facility designed to process food waste and create usable energy from the methane gas that was a by-product, as well as some soil amendment by-product and items from the processing.

- The Kinsman Rd right-of-way was discussed at the first preapplication meeting with the City and posed a problem. The information he submitted laid out the road alignment. With a typical alignment, half of the road was expected to be on your site. The City had already talked with Bonneville Power Administration (BPA), which was the adjacent property to the east and they opposed having a road in their right-of-way. As a result, 100 percent of the right-of-way would be on Republic Services' property, which was bad enough, but the crux of the issue was that alignment would have closed the east driveway of Republic Services, which was the primary access for all their trucks, which would essentially shut down the operation because all the trucks come in across the scales located on the east side, dump their load in the material recovery building, and come back out over the scales. The site was not designed to move those scales anywhere. Locating the road there would force an entire redesign of the whole facility, which obviously was not feasible from both the City's and Republic Service's perspective.
  - At the workshop last month, Mr. Mende noted that because of BPA's adjacency on the east side, the
    alignment on Kinsman Rd would have been a one-side, loaded street clear to Day Rd for the industrial
    properties, making it a very expensive road; mostly likely the most expensive road in the State once
    finished.
- Adding the modification related to Garden Acres Rd replacing Kinsman Rd to the TSP amendments made sense. Republic Services supported that change since it worked better for the public and also resolved the conflict with Republic's operations. As the analysis showed, it still provided a functional, albeit not the most ideal, collector alignment that functioned reasonably in comparison with regard to the operational capacity of the Kinsman Rd alignment by moving the collector to Garden Acres. This would salvage Republic Services' operation and kept the transportation system whole in terms of function. Republic Services strongly supported that modification in the TSP amendment.

Chair Greenfield closed the public hearing at 6:38 pm.

Mr. Neamtzu clarified that Attachment H was not part of the TSP record and that Attachment I, dated April 13, 2016, replaced Attachment G dated April 12, 2016.

Commissioner Postma moved to adopt LP16-0001 with the addition of Attachment I, which replaced Attachment G, and excluding Attachment H. Commissioner Levit seconded the motion, which passed unanimously.

#### VII. WORK SESSION

A. Transit Master Plan Update (Massa Smith)

Jen Massa Smith, Program Manager, SMART Transit, stated she and Consultant Michelle Poyourow would be providing the update on the Transit Master Plan. Ms. Poyourow would lead the discussion, speaking about what goes into transit planning and how decisions were made to design the City's system. She would update on the public involvement outreach to date and both team members would discuss the preliminary survey results received.

Michelle Poyourow, Senior Associate, Jarrett Walker and Associates, noted four Commissioners attended the stakeholder workshop held last month, and tonight's presentation would review about half of the material discussed at the workshop. She presented the Transit Master Plan (TMP) via PowerPoint.

Comments from the Planning Commission and responses to Commissioner questions was as follows:

- Many online survey questions prompted responses about ridership- versus coverage-related goals, which
  was an interesting perspective that one did not get by reading the current TMP. That approach provided a
  different perspective than had been seen before.
- Although ridership in Villebois was low, the small amount of SMART service provided was fairly productive, (Slides 14 & 15) which was why comparisons were important. Villebois had only four trips a day and providing service to those residents was pretty inexpensive.
- Currently, Route 3 serviced the Charbonneau area with two fixed-route stops and had a small number of boardings (Slide 14)

Ms. Massa Smith continued the PowerPoint presentation, discussing the public outreach done for the TMP. She and Ms. Poyourow reviewed the feedback and survey results received, as well as the timeline related to the next steps for the TMP which anticipated adoption of the TMP in this fall.

Discussion and feedback from the Planning Commission was as follows with responses to Commissioner questions as noted:

- Ms. Massa agreed to provide actual numbers about how Dial-A-Ride was funded, such as the amount of taxes paid by Wilsonville businesses and State, County or Federal reimbursements. Currently, out-of-town Dial-A-Ride was funded approximately half by grants and the other half from SMART's General Budget, which would mostly be from payroll taxes. In-town funding of Dial-A-Ride involved the paratransit requirement because it was a fixed route. SMART also received about \$55,000 from the County to supplement in-town Dial-A-Ride routes specifically aimed at the Villebois area.
- Did any law prohibit using third party providers for Dial-A-Ride to achieve better economies of scale?
   Although Wilsonville did not have a taxi service, there had been big changes with Uber and Lift lately.
  - No federal or state laws prevented the City from using another contractor for Dial-A-Ride. Economies of scale would not be improved, but drivers would be paid less, making the service less expensive. It was the same kind of scale and the dispatching technology was not a big part of the cost. However, in many cases, you get what you pay for; users might not get the type of service or professionalism they were accustomed to with a driver who was paid less.
  - Proceeding with another labor arrangement with Dial-A-Ride where drivers were paid less would not result in more riders, but it would reduce the dollar cost.
    - Pension benefits and paying employees when they were not working were concerns when considering cost savings.
  - Michael Kohlhoff, Special Projects City Attorney, noted the City had franchised with a taxi company in
    the past to support Dial-A-Ride, so it could be done. The City would have to review its public contract
    to see what they come up with, but insurance might be included as part of the contract to cover liability
    issues.
    - Depending on the type of liability and given the increased possibility of a municipal government entity being sued, indemnification could be considered.
- Stephan Lashbrook, City Transit Director, addressed questions about how Westside Express Service (WES) was funded by explaining the City has a 20-year contract with TriMet to provide some amount of the funding for WES. That funding was capped at \$300,000 per year for the initial five years of operations and then it increased by the cost of living each year. Currently, about \$315,000 was budgeted from SMART to TriMet, which was labeled Commuter Rail Service on Page 173 of the budget. This arrangement would continue throughout the life of the 20-year contract. He believed this was the eighth year of the contract.

- Increased funding requests by TriMet would not necessarily result in renegotiating the contract. The City
  would consider whether to move forward with any reasonable proposal from TriMet, including any
  changes to the fee structure that would be involved.
- Ms. Poyourow commented that one successful goal of the last adopted TMP was to get everyone from an arriving WES train to their work place within 10 minutes. Therefore, WES trains and schedule was a guiding principle for the City's network, which was why transit service was focused on the weekday peaks. Those making policy decisions, like the Planning Commission, should consider whether the WES schedule was right for Wilsonville's local transit network and determine how much of SMART's service should be devoted to meeting WES versus distributing service to other times.
- Staff addressed questions about commuters using WES to get in and out of Wilsonville as follows:
  - The west side crescent of the WES route was very job heavy in both directions. Many riders travel from Wilsonville into Beaverton and connect to Hillsboro for work, but a number come to Wilsonville.
  - Most interestingly were the numbers of people that arrive in Wilsonville via WES and then board a bus to go to Salem. These passengers were not Wilsonville taxpayers and were able to travel to Salem for \$3 fair. Staff talked with TriMet about the good number of passengers who were more a part of TriMet's customer base rather than Wilsonville's.
  - WES was created for a dual purpose: to bring employees into Wilsonville's employers, since they
    were footing the biggest part of the bill for SMART, and to provide residents in the higher density
    area of Villebois with access to rapid commuting services for work, which also took a lot of cars off the
    highway.
  - According to statute, Villebois' location was originally planned for transportation efficiency and regionalism, though the connectivity had to be delayed due to issues during the actual construction and the sinking road.
  - WES also met larger regional needs with riders going to Salem and Hillsboro. About 25 percent of Wilsonville's employment base came from Beaverton, confirming that WES was providing service to and from the right area.
  - Although the specific ridership of WES was undetermined, generally on a service that only ran on weekday peaks, the majority use it for work related commuting.
- Staff discussed SMART's work related to the urban growth boundary (UGB) areas between Wilsonville
  and Tualatin which included Basalt Creek and Coffee Creek, and the City's discussions with TriMet
  regarding those areas with these key comments:
  - Staff from SMART and TriMet have attended meetings of the Technical Committee that reports to both the Wilsonville and Tualatin City Councils regarding those planning efforts.
  - SMART's and TriMet's service areas were discussed and indicated on a displayed map.
    - The areas south of Day Rd to Grahams Ferry Rd, including the Coffee Creek Expansion Area, was outside TriMet's service area. As the City expands business and residential developments into that area, SMART would become the service provider.
    - The prison, which was west of Grahams Ferry Rd and north of Day Rd, had been within the city limits since before the prison was built, but it was within TriMet's service area.
    - City Council recently adopted a resolution stating that as Wilsonville's city limits move north, SMART was expected to be the service provider, not TriMet. Negotiations between the City and TriMet have begun and include topics such as SMART's funding for WES.
    - SMART would provide service to the new Meridian Creek Middle School, and SMART was counting
      on the turnaround that would be provided on the park property. Although in TriMet's territory, it
      did not generate any payroll taxes for them.
    - Although the prison was a State facility and provided funding to TriMet, TriMet provided no services there. SMART provided a 5:30 am bus service to the prison, when prisoners were released. Many prisoners were being released with no pocket money and were trying to get to Salem or TriMet, and SMART helped get them there, which was in the community's best interest as well.

- SMART has had a bus stop on both sides of Elligsen Rd at the fire station, even though the fire station employees' payroll taxes go to TriMet.
- These service area considerations would become increasingly important because much of Basalt Creek could create industrial jobs from which payroll taxes would support both SMART and TriMet.
- Mr. Kohlhoff commended Mr. Lashbrook for getting a bill in committee that would have corrected the State situation by adding City transit to the statute to allow the compensating funds from the State prison to come to Wilsonville. Unfortunately, one legislator did not like their transportation system in their city and stopped the bill from passing.
  - Changing TriMet's service boundary required a petition that could only be presented once every five years. This was the year and City staff had been working on that for several months.
- The City started negotiations with TriMet about three years ago to complete TriMet's bus service from Commerce Cir to the WES Transit Center, but they were not motivated to complete it. TriMet's Dial-A-Ride drop off point for this area was the prison. SMART has explained that TriMet could turnaround at Commerce Cir and head back to Portland much more efficiently, and that it would be better for both TriMet's and Smart's riders.
- Many businesses have been concerned that the City could not guarantee transit service to a specific zone
  once it was built out. The reality was that TriMet was not releasing those areas for the City to service,
  which resulted in taxation without service. It is a difficult prospect to entice businesses to come to
  Wilsonville and pay taxes without receiving transit service.
- Metro was the party responsible for dispensing most of the federal transportation funds that come to the
  region and had a huge influence in transportation. Metro Councilors and TriMet worked together on major
  transit projects that brought in hundreds of millions of dollars into the region. Although Metro was aware
  of the City of Wilsonville's and SMART's concerns and complaints, they are not likely to oppose TriMet.
- All of the maps presented today were currently available on the City's website. The survey results would
  be posted to the website as well as a summary. As additional analysis was conducted and Staff was sure
  all the inclusive information was included, that material would also be made available.
- More paper surveys were received than surveys from the kiosks, which was surprising. Next time, Staff
  would still want to ensure various options were available for people to provide input, as no one way was
  all inclusive.
- The interplay between higher ridership levels on Saturday versus busier weekdays was discussed. A large number of people were probably riding on some weekdays as well as Saturdays.
  - SMART was getting the hardware and software operational to provide more accurate information about ridership, so more data would be available in the summer for Staff and the Commission to consider. SMART already had much more accurate Dial-A-Ride information than was available a year ago.
    - The summer's data would be interesting as far as youth that did not drive but were old enough to
      use public transportation. They could make several stops along Route 4 to see their friends, shop,
      etc.
  - Interviews and focus group conversations revealed that a number of Wilsonville residents did not have access to a car and Saturday was their shopping day or day to go to a movie, etc., so some residents were dependent on SMART.
- Shopping carts being abandoned up to 3/4 of a mile from the Fred Meyer shopping center suggested that for those living on the west side of town walking was more convenient than taking the bus that stops at transit center.
- Dial-A-Ride served the Wiedemann Park Apartments several times a day. To increase efficiencies, SMART
  had been grouping rides together on mini shuttles to create mini routes that serve assisted living facilities
  as well as Villebois. The Villebois route was added due to some recent changes as SMART tried to get
  more people on mini shuttle routes.
  - A Dial-A-Ride bus did serve the Community Center for the senior lunch program and as a result, senior ridership had increased markedly in the last few months.

- Seniors and youth are generally a more flexible group of transit passengers. Many seniors are
  depended on transit some for specific time needs, such as medical appointments, and are seemingly
  more tolerant of scheduling. However, seniors have less tolerance for walking; many preferred to walk
  less and wait longer.
- Getting those associated with a non-profit, a community center, or housing complex to organize around a more scheduled service would increase productivity. So, instead of Dial-A-Ride doing random patterns that maxed out at three of four boardings each hour, it could have riders gather with six to nine riders in a bus, making the service more productive, like a fixed route. A senior or community center was a great place to start because seniors tended to be more flexible than working professionals or people dropping children off at school.
- In the Community Survey, 90 percent of the respondents rated SMART as a great system. The creators of the survey were located out of state, but they conducted similar surveys nationwide and said they had not seen numbers that high for transit agencies. However, the ridership was not there. The bicycle network was also rated highly, although not many people used it. Perhaps it regarded a visual or aspirational component or they were happy the service was there if they needed it.
  - Some of the positive feedback might be due to the fact that SMART's buses were washed inside and
    out every day and because the fleet was becoming younger as the real old buses had been replaced.
    The dark windows, which might be seen as intimidating, were taken care of where possible.
  - Advertising public transportation as a community asset could reduce the negative perception that those
    who did ride the bus were unique and would increase ridership.
    - Salt Lake City garnered tremendous support for light rail and financing transit by making it a
      community asset, even for those who drive. People using transit meant fewer cars on the road for
      those who were driving. Transit was a community asset that is important to everyone, not just those
      riding transit.
  - Although SMART could not claim that its express routes go faster than anyone else on the freeway since everyone was stuck in the same traffic, riding transit did provide the opportunity to do other things while riding.
- SMART's service options would be developed in May and June and public input would be gathered over the summer. At the Commission's July or August meeting, the project team expected to present more details, maps, and information regarding the budget related to the different service scenarios, though the level of detail was uncertain at this point. Comments from the Commission, City Council, and the public would assist in determining the right final plan. The Planning Commission would see the draft TMP before it went to the City Council. (Slide 45)
- Discussions at the SMART Growth Conference revealed that millennials have much more tolerance for mass transit than most. They embraced public transit and many did not own cars. How did millennials, who consider transit to be a more normal mode of transportation, factor into the TMP model?
  - The demographic might provide an opportunity to increase ridership, but it was not an opportunity the
    City had to take. Although millennials did not have a cultural issue with using mass transit, they did not
    like to wait. If public transit was not frequent or useful, those riders would find a different mode of
    transportation.
  - The improvements to SMART's hardware and software would enable smart phones to access bus locations and click on a specific bus stop to learn when the next bus would arrive. This was important for younger riders since many used smart phones and did not like to wait.
    - The technology would continue to improve the experience of riding transit. It reduced the anxiety of wondering whether one just missed the bus or was it just coming around the corner. However, not having to wait time at the bus stop would not solve the problem of low frequency services causing waiting. This was not an issue with high frequency service because people generally did not mind being 10 minutes early for anything, but they did mind being 50 minutes early or 10 minutes late.

- When implemented, the technology increased transit ridership on all services, but by much more on frequent services because it delivered good news about bus arrival times. The technology helped riders to see transit services more clearly and make better decisions in the moment.
- Public transit safety could often be perceived, even if just psychologically, as unsafe. When publicizing public transit, SMART should emphasize that public transit was a safe way to travel.
- SMART had a handful of solar-lighted stops with an inverted pyramid with a green light, which regarded a pilot effort with a couple different vendors.
- SMART regularly received calls from riders requesting to hold the train because they were running late. A bus could be held a couple minutes sometimes, but not the train.
- The screen on the ticket kiosk at the WES transit station could not be read when the sun was shining in the morning. Often the conductor would help punch the buttons because he knew what he was doing. Tickets could not be purchased ahead of time because it was time stamped.

Ms. Poyourow welcomed receiving any additional questions or input from the Commissioners via Ms. Massa Smith.

#### VIII. OTHER BUSINESS

A. 2016 Planning Commission Work Program

There was no update or discussion regarding the work program.

#### B. Annual Housing Report

Miranda Bateschell, Long-Range Planning Manager, noted Staff retained the same format used for the first Annual Housing Report published last year, but updated the statistics for 2015. She noted the City had record development in single-family housing, a record setting value of construction cost, and that the City's population and household growth was higher than what Metro had forecasted. The one-page summaries highlighting each subdivision showed a variety of different single-family housing types that ranged in size and available amenities, reinforcing one of the City's goals to provide diverse housing options to the community.

Discussion and feedback from the Planning Commission was as follows with responses to Commissioner questions as noted:

- Ms. Bateschell confirmed the statistics in the Housing Report were based on permitting, not actual construction.
- The lot sizes on Page 8 regarding Cedar Point should be corrected to state 14,000, not 1,400 sq ft.
- In the Trends and Timeline on Page 25, the Household Growth Rate seemed to be offset by one row. Looking at 2010, the household growth rate was only 28.3 percent, yet the population growth in 2011 showed an increase of 457 households, but only a .03 percent increase in population.
  - Following comments from the Commission, Ms. Bateschell confirmed that adding the years to Pages 24 and 25 would better clarify the information.
- The report was impressive and provided a lot of information.
  - Chris Neamtzu, Planning Director, commended Ms. Bateschell, Jennifer Scola, and Tami Bergeron for
    compiling the data over the last year, which was a major undertaking. The City was looking to quantify
    and communicate the City's growth rate with the region, and the report was an effective, readable tool.
  - Ms. Bateschell confirmed Staff had done all the photography in the report.
- With the mix of multi-family and single-family homes, perhaps there was an over production of single-family homes. Was the City taking the demographic trends of the next 10 or 20 years into account and creating an adequate number of each housing type for those who want to stay in Wilsonville? There might not be enough multi-family homes for those who want to age in place. Such information would be important as the Planning Commission made policy-making decisions. Metro needed to see that Wilsonville was growing faster and might need to adjust its forecasts.
  - Ms. Bateschell explained the City did a full Housing Needs Analysis in 2013, which kick started the
    Annual Housing Report. That analysis recommended that the City track the types of housing being
    developed and its location in terms of the City's vacant buildable lands analysis over a specific time

frame to see how quickly development was occurring to ensure there was enough buildable land in the 20-year timeframe.

- A full forecast or Housing Needs Analysis was a tremendous amount of work and would probably
  not be done yearly, but Staff could better connect back to the most recent 2013 Housing Needs
  Analysis, which did show that Wilsonville needed a variety of housing types to accommodate a
  person's lifecycle.
- In 2013, the analysis showed a high split in housing types with a 57 percent supply of multi-family housing and a 43 percent supply of single-family, and a need for more single-family homes, which had been part of the impetus of more recent planning efforts. The current findings on Page 3 showed a shift in the housing supply with multi-family at 55 percent and single-family at 45 percent.
- Knowing that work had already been done in 2013 and that the City was tracking the production of housing, reevaluating the housing needs once every 10 years was adequate.
- Mr. Kohlhoff clarified that the State, not Metro, had developed the Metropolitan Housing Rule, which called
  for communities to provide an equal amount of multi- and single-family housing for new development
  regardless of whether the community was already well ahead of that ratio.
  - The City's Comprehensive Plan had to meet the State's goals and Metro was the regional planning agency that ensured all the cities in the area made the right decisions according to those goals. Under federal rules, Metro used an area, which included Clark and Yamhill Counties, to figure out the growth area. Metro also had a complex modeling system, which the City had argued about, that produced growth rates and projections, and then Metro determined available lands.
  - The issue was that when the City needed additional lands for housing to meet its 20-year projection based on a growth rate that was greater than Metro's projections, Metro could apply its growth rate and deny the City's request.
    - Another issue was that Portland had redone its entire Comprehensive Plan and was the process of redoing its zoning to focus on more apartment, condo, and multi-family type units. The question was if Portland was picking up a majority of the population, was more land needed to grow because Portland was producing that type of development. There was an issue between the different cities, Metro, and Portland with regard to what Metro forecasted versus the City's aspirations.
    - City Staff has had some interesting discussions with Metro including Mayor Knapp who had taken a stand several times on this issue. A letter was sent, which included support from 21 mayors from other cities, about this issue.
- Development in Wilsonville had not been even. In the past, there was rapid multi-family growth, but now
  there was an increase in single-family homes. While not particularly planned that way it gave the
  appearance to the community that the City was going overboard on multi-family homes.
  - Big shifts in development also throw off the proportions in small communities.
- Wilsonville was one of maybe two cities that actually came close to meeting the housing rule for multi-family, and could possibly be in excess of it. Other communities were far lower. In a recent newspaper article, housing advocates were looking at some sort of challenge to Happy Valley's and Metro's planning because Happy Valley had built too many single-family homes and not enough multi-family. The outcome of that issue might affect other cities.
  - Wilsonville was pretty responsive to the community, and the City was working on the need for more single-family homes and strategically place single-family and multi-family homes where it made the more sense. The community had been very involved in the issue and provides a lot of feedback on Frog Pond.
- Ms. Bateschell clarified the percentages shown in the diagram on Page 36 of Annual Housing report
  indicated the residential buildable land in the city and the amount of land in acres that had been dedicated
  in approved plans.
  - In 2015, 2.5 percent of the 447 acres total of residential building land in the city was involved in plans approved for residential development.
  - The Housing Needs Analysis tracked whether the City would have enough land available for residential uses in the next 20 years.

- In 2014, 14.1 percent of the residential buildable land had been dedicated by approved plans, and over the past two years that had grown to 16.6 percent, which if split evenly was greater than the 10 percent the City should have seen.
- Residential buildable land had not been tracked in the past, so it was difficult to determine the City's average and whether 2014 or 2015 was more of an outlier. The City had approved a lot of permits and seen a lot of development in the last couple years, so the 14 percent in 2014 could be high compared to an average annual development, but that would need to be tracked over time to recognize a trend.
  - Development was inconsistent by nature, so having an increase of 2.5 percent in 2015, followed by an additional two or three years of the same, would even out the percentages.

#### IX. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:33 p.m.

Respectfully submitted,

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



## VI. WORK SESSION

A. Frog Pond Master Plan (Neamtzu)



#### Frog Pond Master Plan Work Session

### Wilsonville Planning Commission

Date: May 11, 2016 Wilsonville City Hall

Time: 7:00 to 9:30 PM 29799 SW Town Center Loop East,

Wilsonville, OR 97070 Council Chambers

# Agenda

The Planning Commission's work session will be preceded by an Open House from 5:00 to 6:30 in the Willamette River Conference Rooms (City Hall, 2<sup>nd</sup> Floor). Planning Commission members are encouraged to attend the Open House.

Staff will summarize questions and issues heard at the Open House during each of the topics below.

7:00 p.m. Welcome and Meeting Overview Chris Neamtzu

7:05 p.m. Comprehensive Plan Map and Text for the Neighborhood Joe Dills

Plan Designation

Presentation, discussion and direction:

Draft text and policies – see "Part 2" memorandum dated
 Navy 4 2012

May 4 2016

7:30 p.m. Zoning Structure and Code – Part 2 Joe Dills

Presentation, discussion and direction:

• Zoning and Sub-district Map- please see "Part 2"

memorandum dated May 4 2016

Updated zoning text

8:20 p.m. Open Space Standard Andrew Parish

Presentation, discussion and direction:

 Draft Open Space information, code standard and rationale – see Open Space memorandum dated May 4

2016

For additional information, visit the project website at <a href="www.ci.wilsonville.or.us/frogpond">www.ci.wilsonville.or.us/frogpond</a> or contact Chris Neamtzu, City of Wilsonville Planning Director, at Neamtzu@ci.wilsonville.or.us or 503-570-1574.

Andrew Parish, APG



8:40 p.m. Street Demonstration Plan and Cross-Sections

Presentation, discussion and direction:

See cover memorandum dated May 4 2016

• Street Demonstration Plan

• Street Cross-Sections

Joe Dills Ken Pirie, Walker Macy

Chair Greenfield

9:20 p.m. **Public Comment** 

Input: This is an opportunity for visitors to provide brief comments

to the Planning Commission.

9:30 p.m. Next Steps and Adjourn

For additional information, visit the project website at <a href="www.ci.wilsonville.or.us/frogpond">www.ci.wilsonville.or.us/frogpond</a> or contact Chris Neamtzu, City of Wilsonville Planning Director, at Neamtzu@ci.wilsonville.or.us or 503-570-1574.

# Memorandum



May 4, 2016

To: Wilsonville Planning Commission

**Cc:** Project Team

From: Joe Dills and Andrew Parish, Angelo Planning Group

Re: Frog Pond Master Plan – Comprehensive Plan and Zoning Recommendations (Part 2)

#### INTRODUCTION

The purpose of this memorandum is to discuss and recommend additional Comprehensive Plan and zoning recommendations for the Frog Pond Master Plan. This is a "Part 2" memorandum<sup>1</sup>, including:

- Draft policies to support the proposed Neighborhood Comprehensive Plan designation
- Updated Residential Neighborhood zoning text and zoning sub-district map

#### COMPREHENSIVE PLAN DESIGNATION

As discussed in March, the proposed Comprehensive Plan designation is a new designation titled "Neighborhood". The attached enabling policies are recommended for the Comprehensive Plan. The intent of these policies is to support Frog Pond West and future new neighborhoods where the City chooses to apply the Neighborhood designation (e.g. East and South Frog Pond Neighborhoods). The draft text is attached as Appendix A. This is an initial set of policies and implementation measures; additional policies and implementation measures may be added as the master plan is further developed.

#### UPDATED RESIDENTIAL NEIGHBORHOOD CODE

The attached code, dated May 4, 2016, has been updated to reflect the major topics discussed at the Planning Commission meeting in March:

- Sub-districts
- Lot Development Standards
- Open Space Standards
- Residential Design Standards

The updated code is attached as Appendix B.

#### Sub-districts

The code establishes "sub-districts" to geographically specify the minimum and maximum number of residential dwellings in each sub-district area of the neighborhood. The density metrics are consistent with those adopted in the Area Plan for the R-10 Large Lot, R-7 Medium Lot, and R-5 Small Lot single family districts.

<sup>&</sup>lt;sup>1</sup> The Part 1 memorandum was dated 2-28-16 and included in the packet for the March 9, 2016 Planning Commission packet.



- The density metrics are "net" numbers.
- Net buildable land is the remaining acreage after removing land for streets, Significant Resource
  Overlay Zones, storm water facilities, committed development, some wetlands, and the two
  planned parks.
- The maximum number of dwellings in a sub-district is the net buildable acres divided by the average lots sizes assumed in the Area Plan: 10,000 net sq. ft. for R-10 Large Lot Single Family; 7,000 net sq. ft. for R-7 Medium Lot Single Family; and, 5,000 et sq. ft. for Small Lot Single Family.
- The minimum number of dwellings in a sub-district is 80% of the maximum, as required by the Wilsonville Comprehensive Plan and Development Code.

The proposed density metrics were tested by preparing illustrative site studies for the southern portion of the neighborhood. See Figure 1 below. Based on this work, it appears the minimum densities are reasonable and can be achieved in these sub-districts, using the Street Demonstration Plan as the basic street network.

Figure 1. Illustrative Site Study



The draft code (Appendix B) includes Table 1 – Lot Sizes and Dwelling Units by Sub-district and a map of the draft sub-districts. As described in the code text and notes, density requirements for individual properties will be determined on a case-by-case basis, using a "proportional acreage" method to calculate the density for any given property.



At this stage of the code drafting, the team is optimistic about the clarity and feasibility of using subdistricts to regulate density. Under the City's existing PDR system, property owners and City staff must undergo a lot of work to estimate what the allowed density is for a PDR property. The draft Frog Pond system appears to be simpler and more predictable for all parties.

#### Lot Development Standards

Section .08 of the updated code provides draft Lot Development Standards. These standards address the issues discussed by the Planning Commission in March. They address customized standards for the Small Lot Sub-districts, and lot standards specific to the frontages of Boeckman Road, Stafford Road and portions of Willow Creek Drive.<sup>2</sup>

- The Standards for Small Lot Sub-districts require the use of one or more suggested design methods to ensure streets are not dominated by driveways, parking and garages. The range of options include alleys, cluster housing, homes oriented to pedestrian ways, and/or active open
- The Planning Commission responded favorably to images of "side yard orientation" to streets such as Boeckman and Stafford Road. The standards in Section .08 D implement this concept.
- Willow Creek Drive and Frog Pond Lane will be key walking and biking streets, and likely Safe Routes to Schools. Driveways along portions of these streets would be prohibited under the code in order to prioritize walking and biking safety and quality.

#### Open Space

Please see the Open Space memo dated May 4, 2016.

#### Residential Design Standards

Residential design standards are proposed which implement the "10 Essentials" principles presented in March. The address the following issues:

- Main Entries these standards orient front doors and entryways to the front yard and street.
- Garages these standards regulate the degree to which the garage dominates the front façade of a house, using a basic 50/50 rule of garage width to dwelling area width.<sup>3</sup>
- Residential Design Standards Standards are provided to promote quality design; the standards address minimum window area, building articulation, and house plan variety. Two options are provided: a "generalized approach" and a "detailed menu approach". The first approach provides more flexibility while still providing clear and objective standards as required by state law. The second approach provides more detail and predictability as to what design elements will be implemented.4

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<sup>&</sup>lt;sup>2</sup> Standards for setbacks, height, lot width, coverage, etc. will be included in the next draft of the code.

<sup>&</sup>lt;sup>3</sup> The Main Entry and Garage standards are sourced from the City of Portland, and tailored to Wilsonville.

<sup>&</sup>lt;sup>4</sup> These standards are sources from Oregon's Model Code for Small Cities, Third Edition. The "detailed menu approach" is the full text from the model code. The "generalized approach" is an edited version of the full text. Planning Commission Meeting - May 11, 2016



#### APPFNDIX A

Draft text to be placed following the Compact Urban Development text of the Wilsonville Comprehensive Plan.

#### NEW NEIGHBORHOOD DEVELOPMENT

Wilsonville envisions, and is planning for, new neighborhoods to be the primary development form for development in the city's residential urban growth expansion areas. The vision for the Frog Pond Area Plan is indicative of the city's intent to coordinate planning and ensure a high level of livability in these new neighborhoods. The Frog Pond Area Plan's vision statement is:

"The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville." (Frog Pond Area Plan, adopted November, 2015)

New neighborhoods in residential urban growth expansion areas will be designated "Neighborhood" on the Comprehensive Plan Map. For the Frog Pond West Neighborhood, the "Neighborhood" Plan Map designation replaces the previous Comprehensive Plan language that addressed this portion of the City as Area of Special Concern L on the Comprehensive Plan Map.

#### Policy 4.1.7 The purpose of the Neighborhood designation is to:

- A. Implement area plans and master plans for new neighborhoods in Wilsonville.
- B. Create attractive and connected residential neighborhoods.
- C. Regulate and coordinate development to result in: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.
- D. Encourage and require high quality architectural and community design.
- E. Provide transportation choices, including active transportation options.
- F. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and physical access to nature.

Implementation Measure 4.1.7.a Area Plans (also called Concept Plans) shall be prepared to guide the overall framework of land use, transportation, natural resources, parks and open space, public facilities, and infrastructure funding. Master plans shall implement Area Plans and direct more detailed planning. The City may, at its discretion, combine area planning and master planning.



Implementation Measure 4.1.7.b Master plans for Neighborhood areas shall be tailored to the needs of the specific area being planned, and, coordinated with the needs of the larger community. Master Plans should include but are not limited to:

- 1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.
- 2. Zoning which directs the land uses, densities and development standards needed to regulate and guide development.
- 3. Strategies for how the properties will accommodate a mix of housing types and densities to accommodate the City's housing needs and variety of housing that is appropriate to each neighborhood.
- 4. Recommendations that promote community interaction and the creation of community gathering places.
- 5. Community and site design standards that ensures quality development and implementation of the vision for the neighborhood.
- 6. Transportation recommendations that promote travel choices, including active transportation choices.
- 7. Street, path and trail designs that create complete and pedestrian-friendly streets, pedestrian and bicycle routes.
- 8. Park, open space and natural resource strategies that tie together green spaces into connected networks of open space and protect natural resources.
- 9. Design studies and strategies that illustrate the intended built form of the neighborhood and show how many individual developments can be knit together over time.
- 10. Sustainable infrastructure plans and strategies.
- 11. Strategies for promoting compatibility between new development and adjacent areas.

Implementation Measure 4.1.7.c The "Residential Neighborhood" Zone District shall be applied in all areas that carry the Neighborhood Plan map designation, unless otherwise directed by an area plan or master plan.

Neighborhood Residential Zones - Draft 5/4/16



Plain text – Text from previous draft (2/28/16)

<u>Underline</u> and <u>strikeout</u> – Revisions specific to this draft

Section 4.	127 Residential Neighborhood (RN) Zones	Comments		
Ne	Purpose. e Residential Neighborhood (RN) zones apply to lands within ighborhood Comprehensive Plan Map designation. The poses of the RN Zones are to:	All section numbering and formatting is preliminary.		
B. C. D. E. F.	Implement the Residential Neighborhood policies and implementation measures of the Comprehensive Plan.  Implement master plans for areas within the Neighborhood Comprehensive Plan Map designation.  Create attractive and connected neighborhoods in Wilsonville.  Regulate and coordinate development to result in: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.  Encourage and require high quality architectural and community design.  Provide transportation choices, including active transportation options.  Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and	C and D are from the Frog Pond Area Plan vision statement.		
(.02)	physical access to nature.  Permitted uses:  A. Open Space.	For clarity, "Permitted Uses" is used here.		
	B. Single-Family Dwelling Unit.	The Code defines		
	C. Attached Single-Family Dwelling Unit. In the Frog Pond West Neighborhood, a maximum of 2 dwelling units may be attached.	SF dwellings as including Attached. This		
	D. Duplex	provision limits them to 2		
	E. Multiple-Family Dwelling Units, subject to the density standards of the zone. Multi-family dwelling units are not permitted within the Frog Pond West Master Plan area.	attached units.  No Multi-family,		
	F. Cohousing	per the Area Plan.		
	G. <u>Cluster Housing.</u>	Cohousing will		

require a new

Neighborhood Residential Zones - Draft 5/4/16



Plain text – Text from previous draft (2/28/16)
Underline and strikeout – Revisions specific to this draft

- H. Public parks, playgrounds, recreational and community buildings and grounds, tennis courts, and similar recreational uses, all of a non-commercial nature, provided that any principal building or public swimming pool shall be located not less than forty-five (45) feet from any other lot.
- definition. For regulatory purposes, it is treated the same as Cluster Housing.
- I. Manufactured homes, subject to the standards of Section 4.115 (Manufactured Housing).
- (.03) Permitted accessory uses to single family dwellings:
  - A. Accessory uses, buildings and structures customarily incidental to any of the principal permitted uses listed above, and located on the same lot.
  - B. Living quarters without kitchen facilities for persons employed on the premises or for guests. Such facilities shall not be rented or otherwise used as a separate dwelling unless approved as an accessory dwelling unit or duplex.
  - C. Accessory Dwelling Units, subject to the standards of Section 4.113 (.11).
  - D. Home occupations.
  - E. A private garage or parking area.
  - F. Keeping of not more than two (2) roomers or boarders by a resident family.
  - G. Temporary real estate signs, small announcement or professional signs, and subdivision signs, as provided in the provisions of Sections 4.156.05, 4.156.07, 4.156.09, and 4.156.10. [Amended by Ord. No. 704, 6/18/12]
  - H. Temporary buildings for uses incidental to construction work, which buildings shall be removed upon completion or abandonment of the construction work.
  - I. Accessory buildings and uses shall conform to front and side yard setback requirements. If the accessory buildings and uses do not exceed 120 square feet or ten (10) feet in height, and they are detached and located behind the rear-

Neighborhood Residential Zones - Draft 5/4/16



Plain text – Text from previous draft (2/28/16)
<u>Underline</u> and <u>strikeout</u> – Revisions specific to this draft

- most line of the main buildings, the side and rear yard setbacks may be reduced to three (3) feet.
- J. Livestock and farm animals, subject to the provisions of Section 4.162.
- (.04) Uses permitted subject to Conditional Use Permit requirements:
  - A. Public and semi-public buildings and/or structures essential to the physical and economic welfare of an area, such as fire stations, sub-stations and pump stations.
  - B. Public or private clubs, lodges or meeting halls. Public or private parks, playground, golf courses, driving ranges, tennis clubs, community centers and similar recreational uses.
  - C. Churches, public, private and parochial schools, public libraries and public museums.
  - D. Neighborhood Commercial Centers limited to the provisions of goods and services primarily for the convenience of and supported by local residents. Neighborhood Commercial Centers are only permitted where designated on an approved Master Plan.
  - E. Commercial Recreation which is compatible with the surrounding residential uses and promotes the creation of an attractive, healthful, efficient and stable environment for living, shopping or working. All such uses except golf courses and tennis courts shall conform to the requirements of Section 4.124.04 (Neighborhood Commercial Centers)
- (.05) Development Standards Applying to All Development in the Residential Neighborhood Zone
- (.06) Residential Neighborhood Zone Sub-districts:
  - A. RN Zone sub-districts may be established to provide areaspecific regulations that implement Master Plans.
    - 1. For the Frog Pond West Neighborhood, the sub-districts are listed in Table \_\_ of this code and mapped on

The Frog Pond Area Plan includes a neighborhood commercial center in the East Neighborhood, with the location subject to further study. This text would preclude a neighborhood commercial center in the West Neighborhood, which is consistent with the Area Plan.

Neighborhood Residential Zones - Draft 5/4/16



Plain text – Text from previous draft (2/28/16)
Underline and strikeout – Revisions specific to this draft

Master Plan Figure \_\_ of the Frog Pond West Neighborhood Master Plan.

- (.07) Minimum and Maximum Residential Units:
  - A. The minimum and maximum number of residential units approved shall be consistent with this code and applicable provisions of an approved Master Plan.
    - For the Frog Pond West Neighborhood, Table 1 and Master Plan Figure \_\_\_establish the minimum and maximum number of residential units for the subdistricts.
    - 2. For parcels or areas that are a portion of a sub-district, the minimum and maximum number of residential units are established by determining the proportional gross acreage and applying that proportion to the minimums and maximums listed in Table 1.
  - B. The City may allow a reduction in the minimum density for a sub-district when it is demonstrated that the reduction is necessary due to topography, protection of natural resources, constraints posed by existing development, infrastructure needs, provision of non-residential uses, and similar physical conditions.

<u>Table 1. Lot Sizes and Dwelling Units by Sub-District in the</u> Frog Pond West Neighborhood

Area Plan Designation	Frog Pond West Sub-district	Min. Lot Size (sq.ft.)	Minimum  Dwelling Units  in Sub-district	Maximum  Dwelling Units  in Sub-district
R-10 Large	<u>3</u>		<u>26</u>	<u>32</u>
Lot Single Family	<u>7</u>	<u>8000</u>	<u>24</u>	<u>30</u>
	<u>8</u>		<u>43</u>	<u>53</u>
	<u>2</u>	<u>6000</u>	<u>66</u>	<u>83</u>
R-7 Medium	<u>4</u>		<u>96</u>	<u>120</u>
Lot Single Family	<u>5</u>		<u>27</u>	<u>33</u>
	<u>9</u>		<u>10</u>	<u>13</u>
	<u>11</u>		<u>46</u>	<u>58</u>

A "proportional acreage" method is used to determine the density requirements for a specific property.

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Neighborhood Residential Zones - Draft 5/4/16



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	<u>1</u>	4000	<u>68</u>	<u>85</u>
R-5 Small Lot Single Family	<u>6</u>		<u>74</u>	<u>93</u>
	<u>10</u>		<u>30</u>	<u>38</u>
<u>Civic</u>	<u>12</u>	<u>6000</u>	<u>5</u>	7

#### (.08) Lot Development Standards:

- A. Lot development shall be consistent with this code and applicable provisions of an approved Master Plan.
- B. For the Frog Pond West Neighborhood, Table \_\_ and Master Plan Figure \_\_ establish the lot development standards.

Table 2. Lot Development Standards

#### [Placeholder for Lot Development Standards Table]

C. Lot Standards for Small Lot Sub-districts. The purpose of these standards is to ensure that development in the Small Lot Sub-districts is compatible with other development in the neighborhood, includes varied design that avoids homogenous street frontages, is designed with active pedestrian street frontages and integrates open space into the development pattern. These standards work in combination with the Open Space standards.

<u>Standards</u>. Planned developments in the Small Lot Subdistricts shall include one or more of the following elements on each block:

- 1. Alleys
- 2. Residential main entries grouped around a common green or entry courtyard (e.g. cluster housing).
- 3. Four or more residential main entries facing a pedestrian connection allowed by an applicable master plan.
- 4. Active open spaces provided as part of meeting the Open Space Standard.
- D. <u>Lot Standards Specific to the Frog Pond West Neighborhood.</u>

Table 2, Lot Development Standards, will be similar to format used in Table V-1 in the code – see Code page B-37

These standards promote livability and compatibility in the Small Lot areas.

The reference to "pedestrian way" here is the same as used in the draft street cross-sections.

These standards implement the intent for "Front doors and

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- 1. Lots adjacent to Boeckman Road and Stafford Road shall have their front or side yards oriented to these streets. Additionally, the lot standards in Section (.08) C1-3 are acceptable lot designs to meet this standard.
- 2. Lots adjacent to the collector-designated portions of Willow Creek Drive and Frog Pond Lane shall not have driveways accessing lots from these streets, unless no practical alternative exists for access. Lots in Large Lot Sub-districts are exempt from this standard.

walkways to face streets" (from 10 Essentials presentation), recognizing it is not practical to require front doors to face Boeckman Road and Stafford Road.

(.011) Open Space:

A. tbd

See memo for

- (.012) Block and access standards:
  - A. Maximum block perimeter in new land divisions: 1,800 feet.
  - B. Maximum spacing between streets or private drives for local access: 530 feet, unless waived by the Development Review Board upon finding that barriers such as railroads, freeways, existing buildings, topographic variations, or designated Significant Resource Overlay Zone areas will prevent street extensions meeting this standard. [Amended by Ord. 682, 9/9/10]
  - C. Maximum block length without pedestrian and bicycle crossing: 330 \_\_\_\_ feet, unless waived by the Development Review Board upon finding that barriers such as railroads, freeways, existing buildings, topographic variations, or designated Significant Resource Overlay Zone areas will prevent pedestrian and bicycle facility extensions meeting this standard.
  - D. Within the Frog Pond West Neighborhood, streets shall be consistent with Figure XX, Street Demonstration Plan, in the Frog Pond Master Plan. The Street Demonstration Plan is intended to be guiding, not binding. Variations from the Street

analysis and recommendations.

The block length and pedestrian/ bike spacing standards should be filled in after those elements are completed for the Master Plan.

Neighborhood Residential Zones - Draft 5/4/16



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Demonstration Plan may be approved by the Development Review Board, upon finding that one or more of the following justify the variation: barriers such as existing buildings and topography; designated Significant Resource Overlay Zone areas; tree groves, wetlands, or other natural resources; existing or planned parks and other active open space that will serve as high quality pedestrian connections for the public; alignment with property lines and ownerships that result in efficient use of land while still providing substantially equivalent connectivity; and/or, innovative site design that provides substantially equivalent connectivity.

(.013) <u>Signs</u>. Per the requirements of <del>Sections 4.156.01 through</del> 4.156.11.

Signs and parking should be filled in after those elements are completed for the Master Plan

- (.014) Parking. Per the requirements of Section 4.155.
- (.015) <u>Corner Vision Clearance</u>. Per the requirements of Section 4.177.
- (.016) Main Entrances

#### A. Purpose

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

Neighborhood Residential Zones - Draft 5/4/16



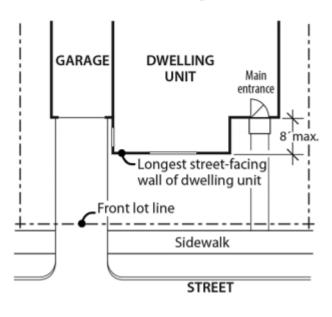
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- B. Location. At least one main entrance for each structure must:
  - 1. Be within 8 feet of the longest street-facing wall of the dwelling unit; and
  - 2. Either:
    - a. Face the street
    - b. Be at an angle of up to 45 degrees from the street; or
    - c. Open onto a porch. The porch must:
      - (1) Be at least 6 feet deep
      - (2) Have at least one entrance facing the street; and
      - (3) Be covered with a roof or trellis

Together, these standards create a strong relationship between the front door, front yard, and street.

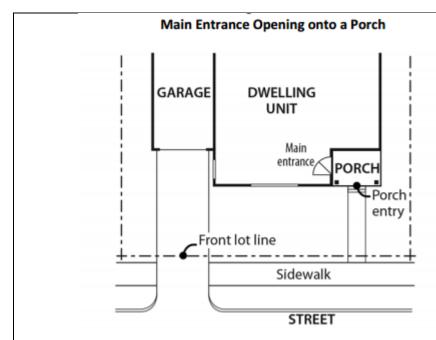
#### **Main Entrance Facing the Street**



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#### (.017) Garages

#### A. <u>Purpose</u>

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

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#### B. Street-Facing Garage Walls

1. Where these regulations apply. Unless exempted, the regulations of this subsection apply to garages accessory to residential units.

#### 2. Exemptions:

- a. Garages on flag lots.
- b. Development on lots which slope up and down from the street with an average slope of 20 percent or more.

#### 3. Standards.

- a. The length of the garage wall facing the street may be up to 50 percent of the length of the street-facing building façade. For duplexes, this standard applies to the total length of the street-facing facades. For all other lots and structures, the standards apply to the street-facing façade of each unit. For corner lots, this standard applies to only one street side of the lot.
- b. Where dwelling abuts a rear or side alley, or a shared driveway, the garage shall orient to the alley or shared drive.
- c. Where three or more contiguous garage parking bays are proposed facing the same street, the garage opening closest to a side property line shall be recessed at least two feet behind the adjacent opening(s) to break up the street facing elevation and diminish the appearance of the garage from the street. Side-loaded garages, i.e., where the garage openings are turned away from the street, are exempt from this requirement.
- d. A garage wall that faces a street may be no closer to the street than the longest street facing wall of the dwelling unit. There must be at least 20 feet between the garage door and the sidewalk.

Neighborhood Residential Zones - Draft 5/4/16



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# GARAGE DWELLING UNIT 50% Max. Front lot line Sidewalk

#### (0.18) Residential Design Standards

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

#### [Option A – Generalized Approach]

B. Standards (Option A). Dwelling designs shall include:

Option A is intended to provide a small number of priority standards that

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Neighborhood Residential Zones - Draft 5/4/16



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- a. Windows. Not less than [20] percent of the surface area of all street facing elevations.

  Windows used to meet this standard must views from the building to the street. Glass block does not meet this standard. Windows in garage doors do not count toward this standard, but windows in garage walls do count toward meeting this standard.
- b. Articulation. Plans for residential buildings shall incorporate design features such as varying rooflines, offsets, balconies, projections (e.g., overhangs, porches, or similar features), recessed or covered entrances, window reveals, or similar elements that break up otherwise long, uninterrupted elevations. Such elements shall occur at a minimum interval of [30-40] feet on street facing facades.
- c. House Plan Variety. No two directly adjacent or opposite dwelling units may possess the same front or street-facing elevation. This standard is met when front or street-facing elevations differ from one another due to different materials, articulation, roof type, inclusion of a porch, fenestration, and/or number of stories. Where facades repeat on the same block face, they must have at least three intervening lots between them that meet the above standard. Small Lot developments over 10 acres shall include duplexes and/or attached 2-unit single family homes comprising 10% of the homes corner locations are preferred.

provide good
design. The
outcome is stated,
and there is
flexibility on how
to meet the
outcome. (Source:
generalized
standards from
Oregon's Model
Code for Small
Cities, Third
Edition)<sup>1</sup>

Option B – Detailed Menu Approach

C. <u>Detailed Design (Option B)</u>. Dwelling designs shall

Option B provides a more detailed approach than Option A. For each topic, a

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<sup>&</sup>lt;sup>1</sup> https://www.oregon.gov/LCD/TGM/Pages/modelcode.aspx

#### APPFNDIX B:

Neighborhood Residential Zones - Draft 5/4/16



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incorporate not fewer than \_\_\_\_\_ architectural features per dwelling unit from a-k below. Applicants are encouraged to use those elements that best suit the proposed building style and design.

- c. Recessed entrance: not less than \_\_\_\_[three] feet deep.
- d. Windows: not less than \_\_\_\_[20] percent of surface area of all street-facing elevation(s).
- e. Window trim: minimum \_\_\_\_[four]-inch width (all elevations).
- f. Eaves: overhang of not less than \_\_\_\_\_[12] inches.
- g. Offset: offset in facade or roof
- h. <u>Bay window: projects from front elevation by</u> [12] inches.
- i. Balcony: one per dwelling unit facing a street.
- j. <u>Decorative top: e.g., cornice or pediment with flat roof or brackets with pitched roof.</u>
- k. Courtyards

#### D. Articulation (Option B)

1. Standards.

Plans for residential buildings shall incorporate design features such as varying rooflines, offsets, balconies, projections (e.g., overhangs, porches, or similar features), recessed or covered entrances, window reveals, or similar elements that break up otherwise

"menu" of ways are provided to meet the standard. This approach also provides flexibility, but is intended to be much more specific about when the standard is met for each item in the menu. This is the full text of the standards from the Model Code, tailored for use in Wilsonville.

#### APPENDIX B:

Neighborhood Residential Zones - Draft 5/4/16



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long, uninterrupted elevations. Such elements shall occur at a minimum interval of [30-40] feet, and each floor shall contain at least two elements from the following options:

- a. Recess (e.g., porch, courtyard, entrance balcony, or similar feature) that has a minimum depth of [four] feet;
- b. Extension (e.g., floor area, porch, entrance, balcony, overhang, or similar feature) that projects a minimum of two feet and runs horizontally for a minimum length of \_\_\_\_[four] feet; or
- c. Offsets or breaks in roof elevation of [two] feet or greater in height.

#### E. House Plan Variety (Option B).

- 1. Standards. No two directly adjacent or opposite dwelling units may possess the same front or street-facing elevation. This standard is met when front or street-facing elevations differ from one another by no fewer than [#] of the elements listed in a-g below. Where facades repeat on the same block face, they must have at least \_\_\_ [three] intervening lots between them that meet the above standard.
  - a. Materials The plans specify different exterior cladding materials, a different combination of materials, or different dimensions, spacing, or arrangement of the same materials. This criterion does not require or prohibit any combination of materials; it only requires that plans not repeat or mirror one another. Materials used on the front facade must turn the corner and extend at least [two] feet deep onto the side elevations.
  - b. Articulation The plans have different offsets,

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recesses, or projections; or the front building elevations break in different places. For example, a plan that has a stoop entry (recess) varies from one that has an entry under a front porch (projection). For this criterion to apply, a recess must have a minimum depth of [four] feet and a projection or offset must be at least [four] feet in depth.

- c. Variation in Roof Elevation The plans have different roof forms (e.g., gable versus gambrel or hip), different roof height (by at least \_\_\_\_[10] percent), different orientation (e.g., front-facing versus side-facing gable), or different roof projections (e.g., with and without dormer or shed, or different type of dormer or shed).
- d. Entry or Porch The plans have different configuration or detailing of the front porch or covered entrance.
- e. Fenestration The plans have different placement, shape, or orientation of windows or different placement of doors.
- f. Height The elevation of the primary roofline

  (along the axis of the longest roofline) changes by

  not less than \_\_ [four] feet from building to

  building, or from dwelling unit to dwelling unit

  (e.g., townhome units), as applicable. Changes in

  grade of \_\_ [eight] feet or more from one lot to the

  adjacent lot are counted toward change in height for

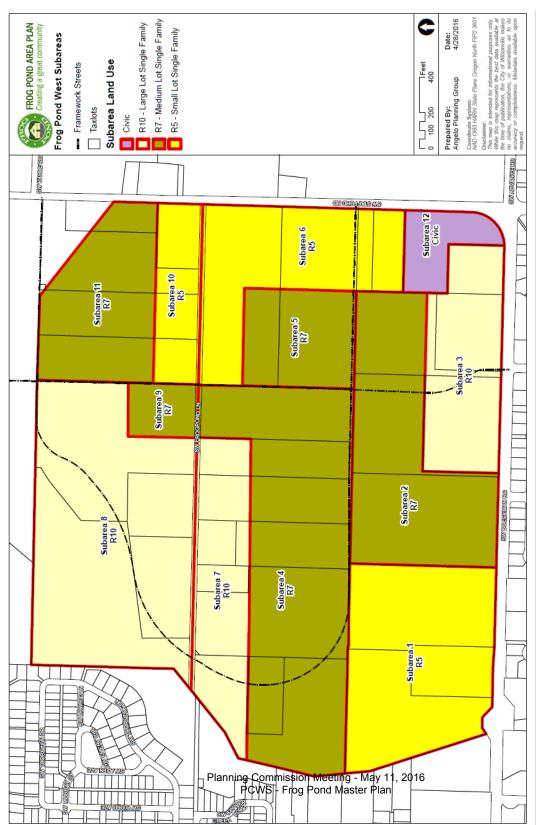
  purposes of evaluating facade variation.

#### APPENDIX B:

Neighborhood Residential Zones - Draft 5/4/16



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#### Memorandum



5/4/2016

**To:** Wilsonville Planning Commission

**Cc:** Project Team

From: Joe Dills and Andrew Parish, Angelo Planning Group

Re: Frog Pond Master Plan – Open Space Requirements

#### INTRODUCTION

The purpose of this memorandum is to provide background information and a recommendation regarding open space standards for the Frog Pond West neighborhood. When the topic was raised at the March 9 meeting, the following comments were made:

- Desire for active uses. Commissioners spoke of "leftover" pieces of land that have been used to
  meet open space requirements, which may be visually attractive but unusable and ultimately an
  inefficient use of land.
- Concern that continuing the City's current practice of 25% open space for each project may
  lead to many small pockets of open space, due to the fractured ownership of the area and the
  possibility of build-out through many smaller developments. The vision for the Frog Pond West
  neighborhood is two neighborhood parks that are focal points of the neighborhood.
- Concern that small-lot neighborhoods have a greater need for open space, because the houses typically have smaller yards.

#### OPEN SPACE IN FROG POND WEST

As envisioned in the Frog Pond Area Plan, open space in the 173-acre West Neighborhood is comprised of the following types of land:

- SROZ along Boeckman Creek: 24.4 Acres
- SROZ along Willow Creek: 2.1 Acres
- BPA Corridor: 2.5 Acres
- Parks: 4 Acres, one 2.5-acre neighborhood park and one 1.5-acre trailhead park
- Existing Tree groves and wetlands (some of which are assumed to be protected): 11.4 acres
- Pedestrian greenways that will result from implementation of the Street Demonstration Plan (currently illustrated at roughly 2 acres)

Figure 1 shows the locations of these open spaces, except for wetlands which could vary spatially. **These items total roughly 46 acres, or 27% of the total neighborhood area.** If the West Neighborhood were in a single ownership, the area would meet the City's current 25% rule (Section 4.113(2)). This provides a rationale for taking a different approach regarding open space standards in Frog Pond West. The premises are:

 Substantial open space, estimated at approximately 27%, will be provided from SROZ, the BPA corridor, the planned parks, pedestrian greenways, and existing tree groves and wetlands retained as part of developments.



- Area planning and master planning have called for two public parks, consistent with the current Wilsonville Parks Master Plan. These will provide parks that serve the entire neighborhood, and in the case of the linear park and Boeckman Trail, the larger Wilsonville community.
- Common open spaces, such as small greens and community gardens, are an important element for livable and attractive development in Small Lot sub-districts.

Based on the above, the team recommends that Small Lot sub-districts be required to provide a minimum of 10% open space in the form of <u>active</u> greens, courtyards, community gardens, tot lots, public pedestrian ways and similar spaces. Medium Lot and Large Lot sub-districts should not be required to provide common open space, unless the DRB finds that it is necessary to support a specific proposal or achieve the purposes of the Frog Pond Master Plan or Neighborhood District.

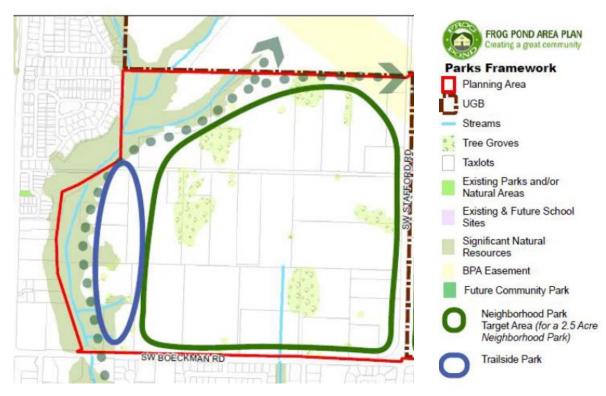


Figure 1. Parks and Open Space in West Neighborhood (from Area Plan, pg. 62)

The images on the following pages depict the open space integrated into residential neighborhoods, and are intended to spur thinking and discussion on the topic.



Courtyards and Linear Green Spaces in South Jordan, UT













Villebois, Wilsonville



Canyon Creek, Wilsonville





Dupont WA







Issaquah Highlands, WA



Community Garden in Portland's Cully Neighborhood (image via OregonLive)



#### Memorandum



5/4/2016

From:

To: Wilsonville Planning Commission

**Cc:** Project Team

Joe Dills and Andrew Parish, Angelo Planning Group

Ken Pirie, Walker Macy

**Re:** Frog Pond Master Plan – Street Demonstration Plan and Cross Sections

#### INTRODUCTION

The purpose of this memorandum is to introduce three components of the Frog Pond Master Plan: (1) the Street Demonstration Plan; (2) the Street Types Plan, and (3) Street Cross-Sections for the various rights-of-way within the Frog Pond West neighborhood. These diagrams utilize the Frog Pond Area Plan Transportation Framework as an overall concept, and illustrate additional detail for use in the Frog Pond Master Plan. Frog Pond's streets are an important opportunity to create a cohesive public realm and help knit together the Frog Pond West neighborhood as it develops over time.

#### REGULATION OF STREETS IN WILSONVILLE

The size, location, and makeup of streets in Wilsonville are regulated by the City's Transportation System Plan (TSP) and the Wilsonville Development Code. Following are the general guidelines laid out in the TSP and Development Code that guide the Frog Pond Street Demonstration Plan and Cross Sections.

- Cross Sections for the various functional classifications of roadways are included in Chapter 3 of
  the TSP. They depict typical roadway elements and widths for arterial, collector, and local
  streets, as well as shared-use paths. The standard cross-sections include ranges for various
  elements (e.g. lane widths) so that they may be tailored to individual areas such as the Frog
  Pond West neighborhood.
- **Block Perimeter and Access Standards.** The Development Code lists block and access standards for each zone, and the proposed "Residential Neighborhood" zone will also have these standards. Section 4.124(.06) lists the block and access standards for all PDR zones as:
  - o A maximum block perimeter of 1,800 feet
  - A maximum spacing between streets or private drives of 530 feet; and
  - o A maximum block length without a pedestrian and bicycle crossing of 330 feet.

The above-listed standards have been used as the starting point for Frog Pond West. The proposed Neighborhood Residential zone will contain standards, customized as needed for Frog Pond West. These numerical requirements will be supplemented by two context-sensitive tools: the Street Demonstration Plan and the Street Types Plan.

 The Street Demonstration Plan, Street Types Plan, and cross sections meet the guidelines set forth in the Transportation Framework of the Frog Pond Area Plan, adopted by the Wilsonville City Council in November 2015.



#### STREET DEMONSTRATION PLAN

The Street Demonstration Plan is a detailed look at the desired level of connectivity and overall street pattern for the Frog Pond neighborhood. It implements the "Framework Streets" developed in the Frog Pond Area Plan and shows a conceptual layout of local streets, alleyways, pedestrian and bicycle connections, and trails. It also serves as the basis for developing example layouts of individual lots and open space within the neighborhood.

The street layout and block pattern in this diagram is illustrative; it shows one way of achieving the transportation and connectivity goals of the plan. It is an intended to be guiding rather than binding, and used as a "consistency" standard during development review. The draft code text states:

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

The street plan provides a logical and proven pattern of blocks that can be used as a guide to how future developers can organize their property plans to best fit into the larger vision for Frog Pond, while meeting City goals for a connected community and protecting sensitive land. The blocks in the plan can accommodate a range of development types within the allowed densities. The plan has been designed to:

- Follow property lines where possible
- Anticipate innovative design solutions that create an attractive and active neighborhood edge along Boeckman Road and Stafford Road
- Anticipate innovative design solutions, such as cluster housing and cottage courts, in the Small Lot Single Family sub-districts
- Implement a connected street pattern over the course of many incremental development reviews.

#### STREET TYPES PLAN

Each street has been classified according to the typology illustrated in the Street Cross-Sections. While the actual street network may vary in its layout, the typology is intended to remain the same.

#### STREET CROSS-SECTIONS

A unified set of cross-sections tailored specifically for Frog Pond West will improve the functionality of the neighborhood while creating a unique sense of place. Streets in Frog Pond West will be required to be built to the widths shown in these cross-sections, with flexibility provided to the City Engineer and

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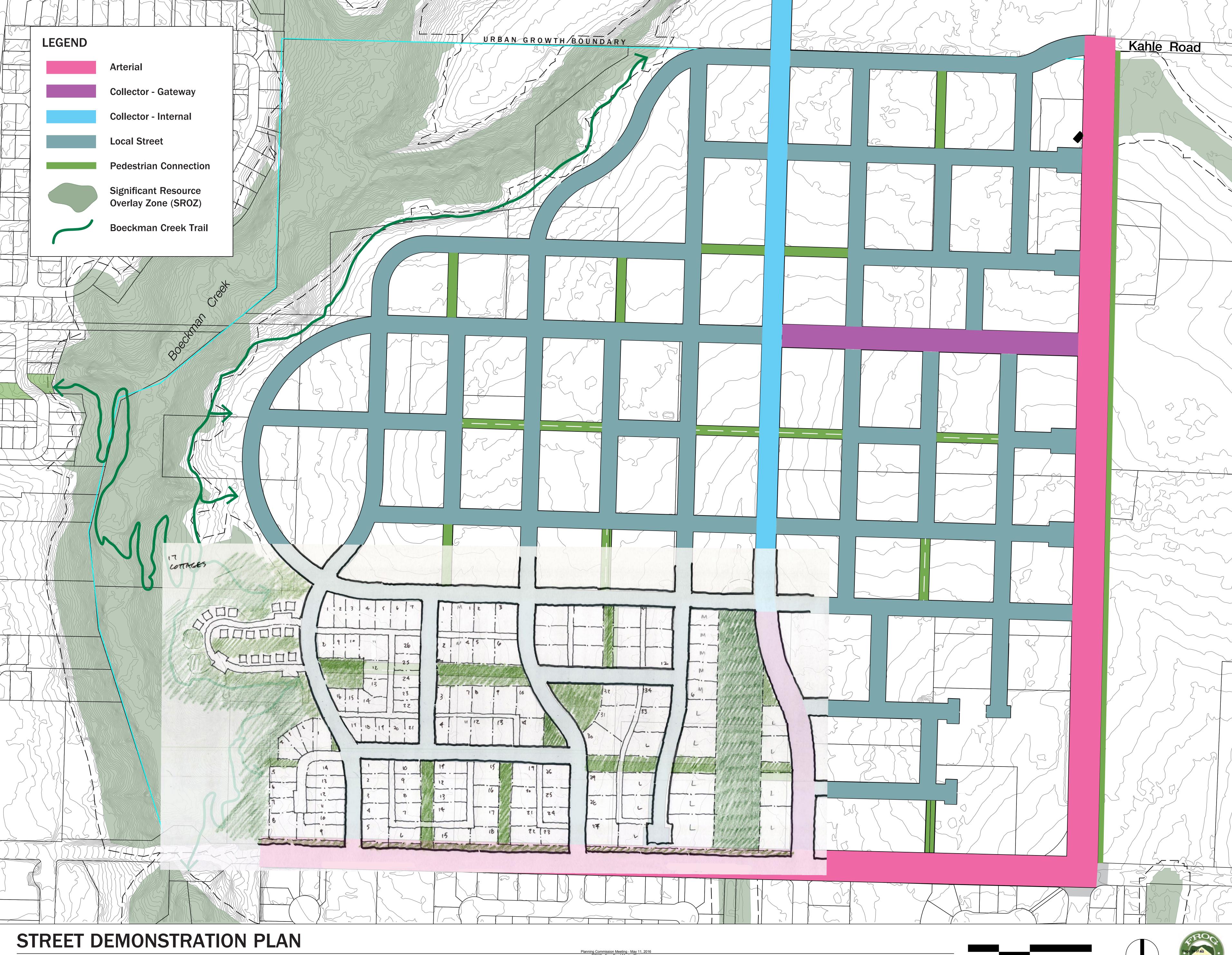


Community Development Director to approve adjustments. The street cross-sections provide for a high level of storm water and water quality management within the street right-of-ways, incorporated as low impact development tools and amenities along the street. The treatment of stormwater in the right of way could result in the need for fewer conventional stormwater detention ponds.

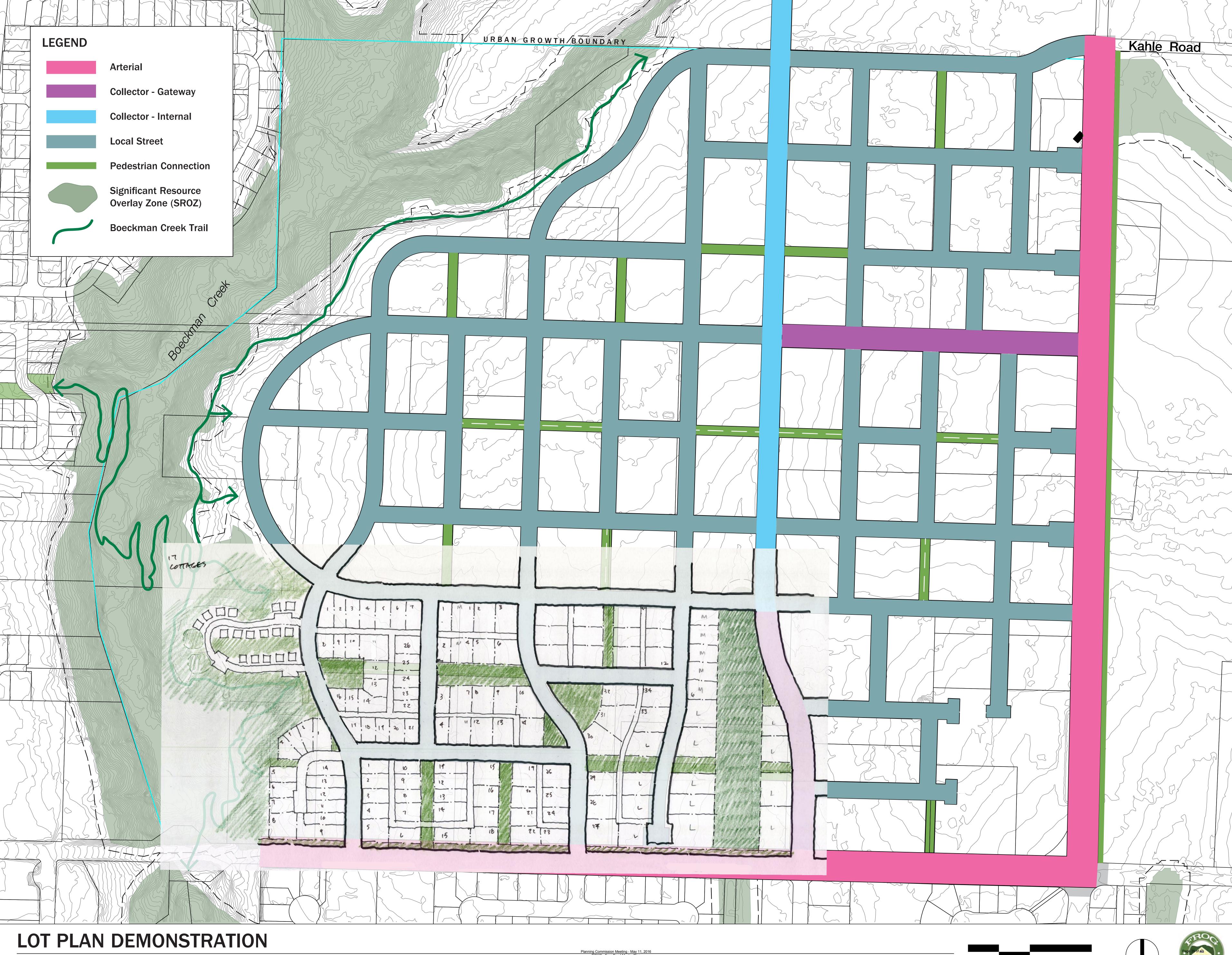
The following cross sections are included:

- Typical Low Impact Development Local Street (52' ROW)
- Collector Gateway (76' ROW)
- Collector Internal (64' ROW)
- Arterial Boeckman (98' ROW)
- Arterial Stafford (116' ROW)
- Typical Pedestrian Connection (26' ROW)
- Typical Alley (20' ROW)

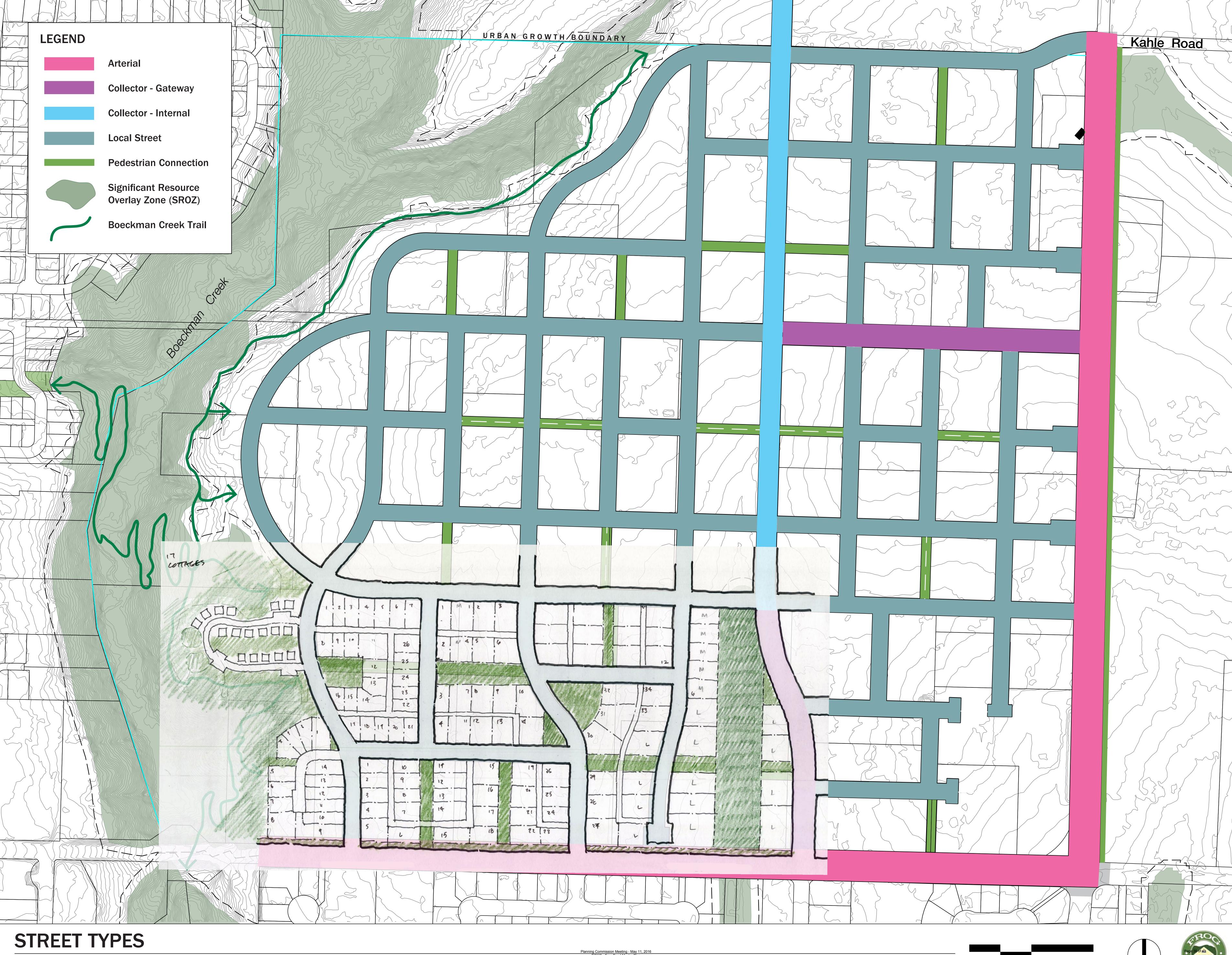
The attached Street Types Map depicts the locations where these cross-sections apply.



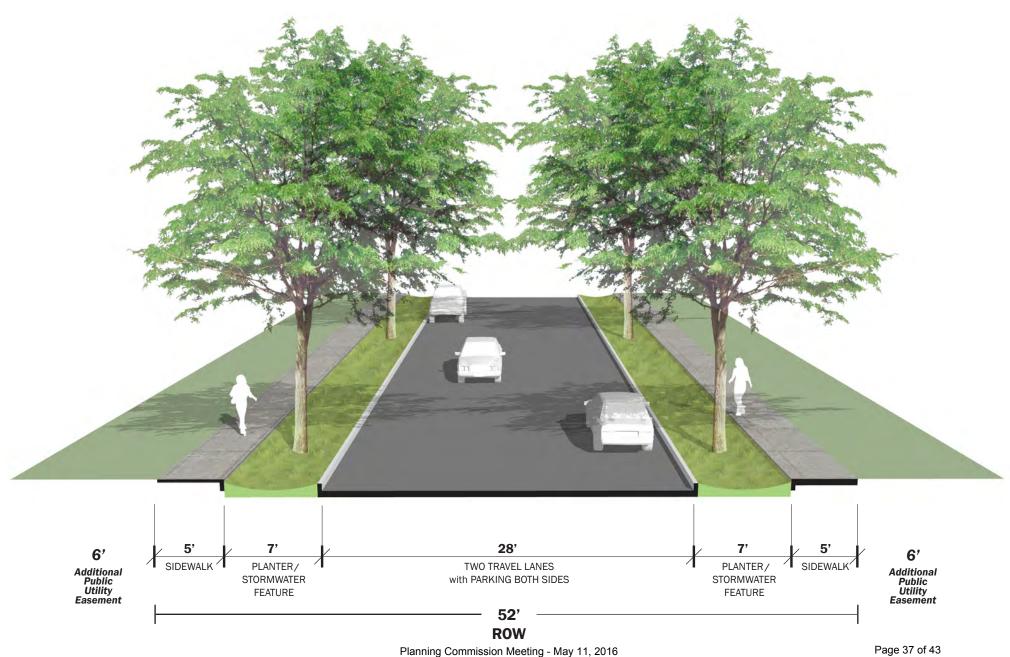
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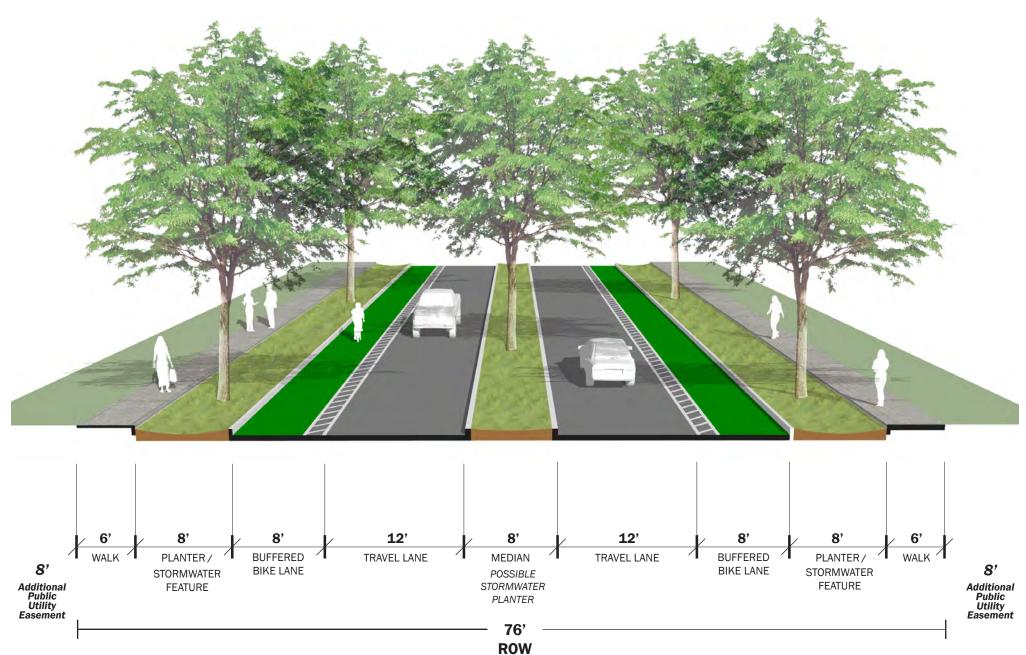
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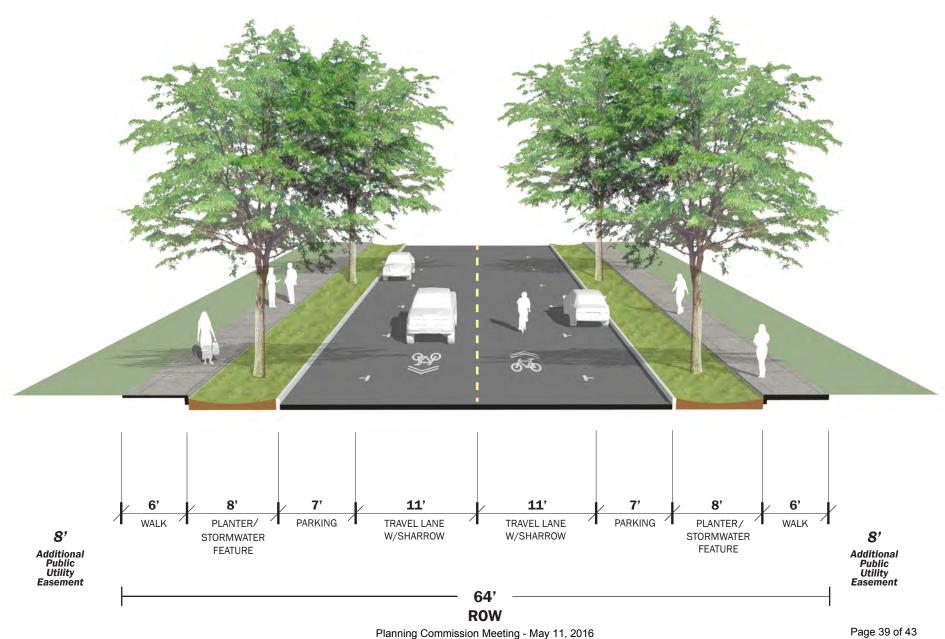
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**COLLECTOR - GATEWAY** 

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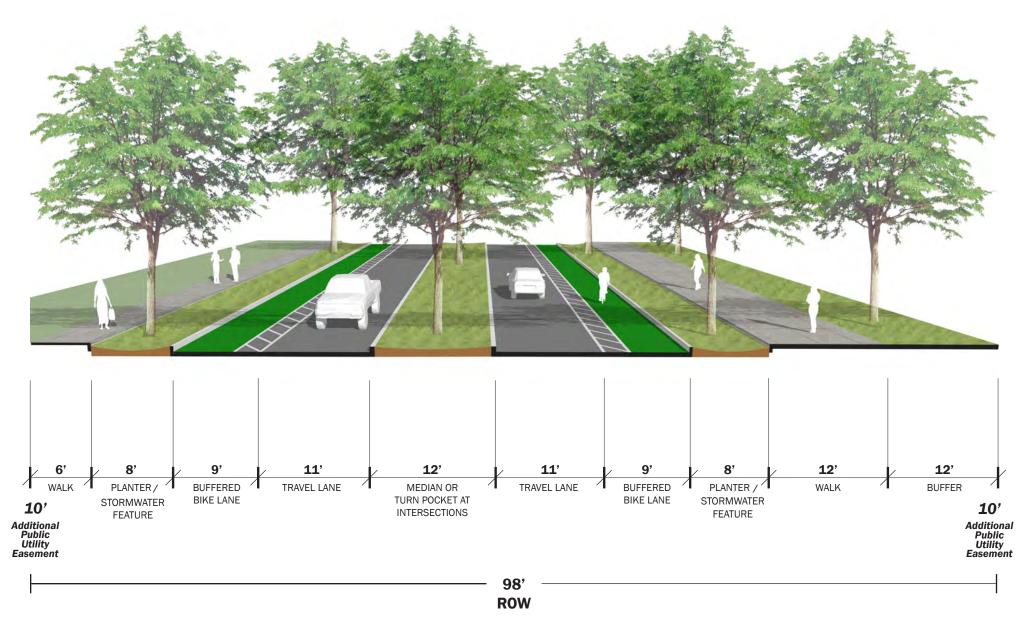




**COLLECTOR - INTERNAL** 

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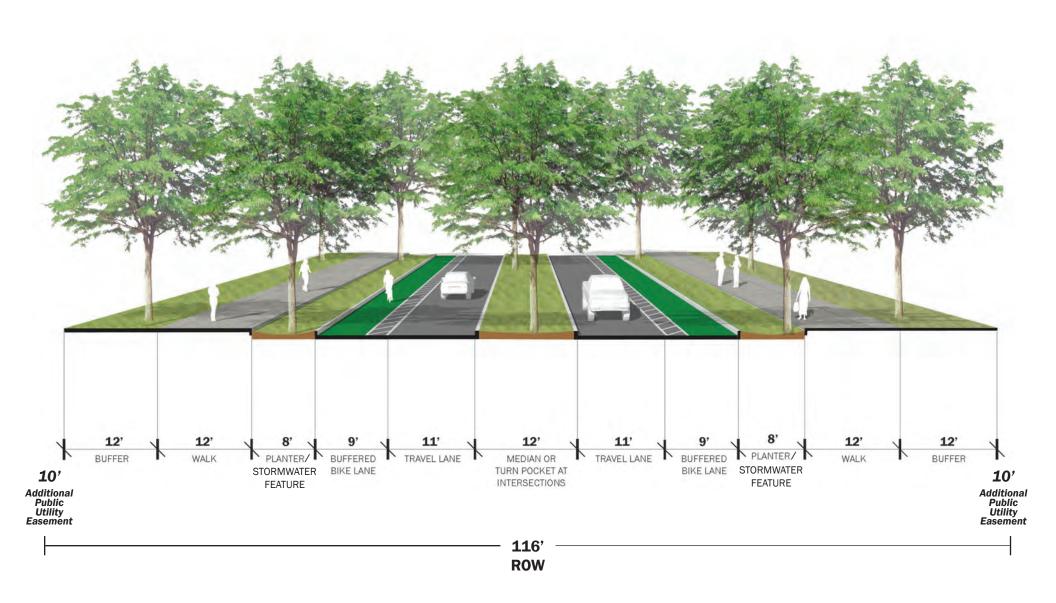




**BOECKMAN ROAD - LOOKING WEST** 

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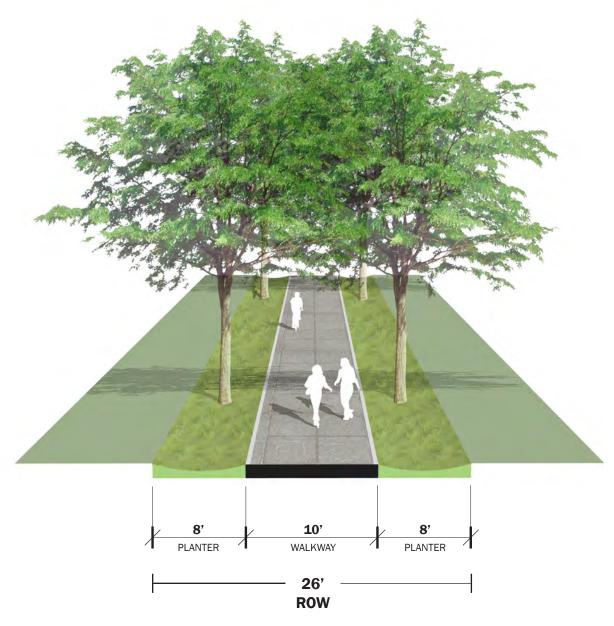




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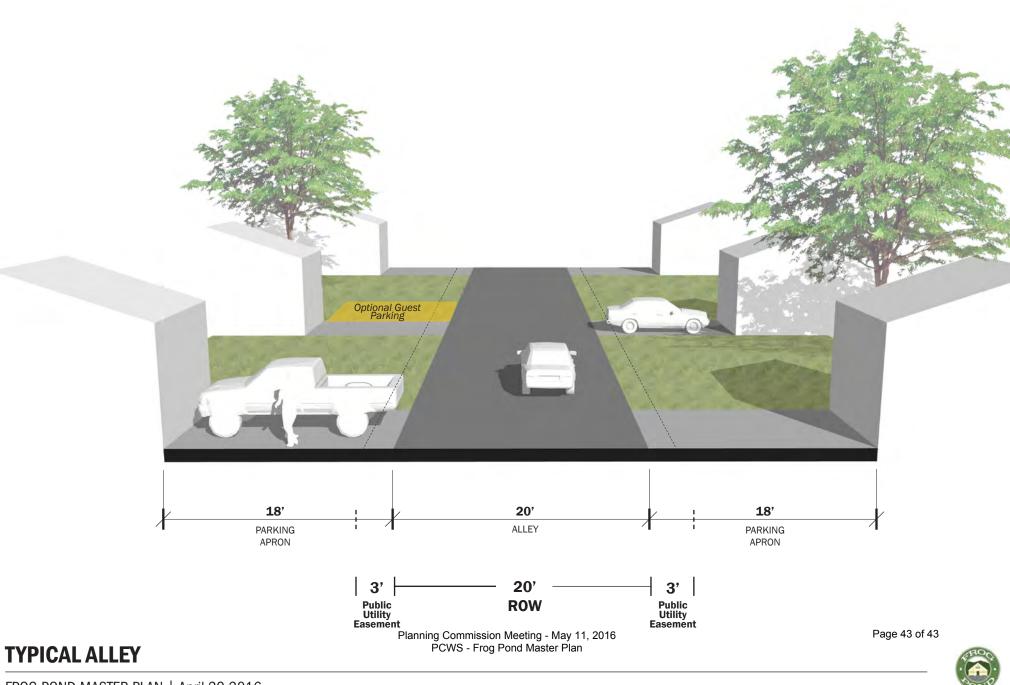
#### **STAFFORD ROAD - LOOKING NORTH**





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#### **TYPICAL PEDESTRIAN CONNECTION**







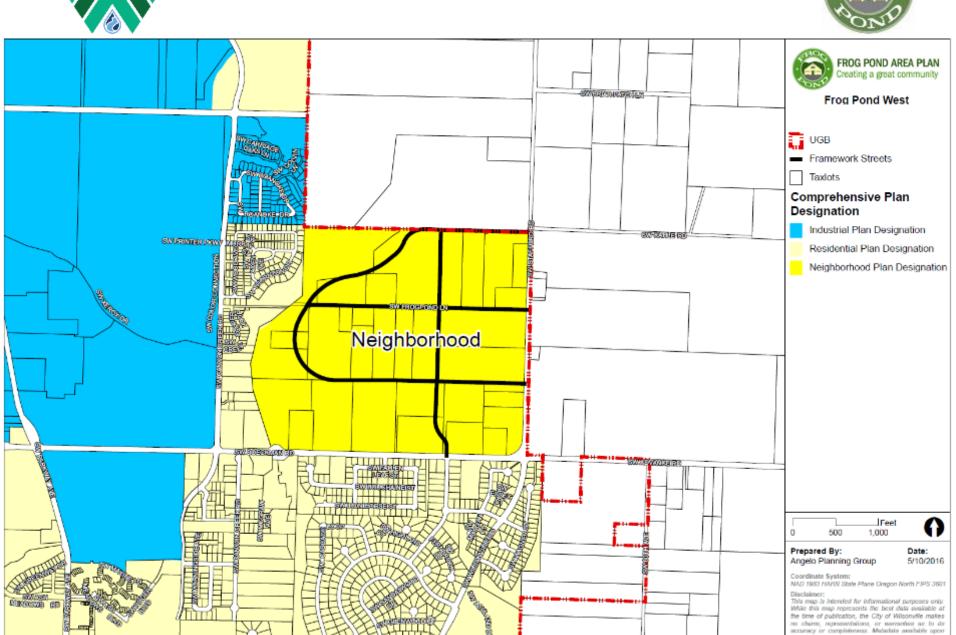
# Frog Pond Master Plan







request

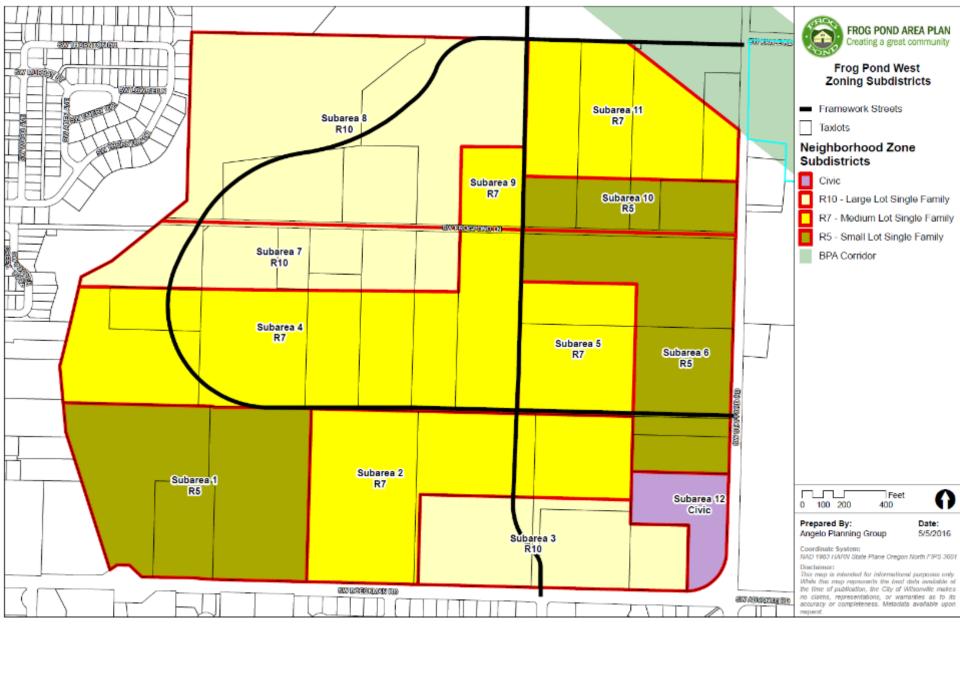




## 2-unit Single Family









### Subdistrict Dwelling Units

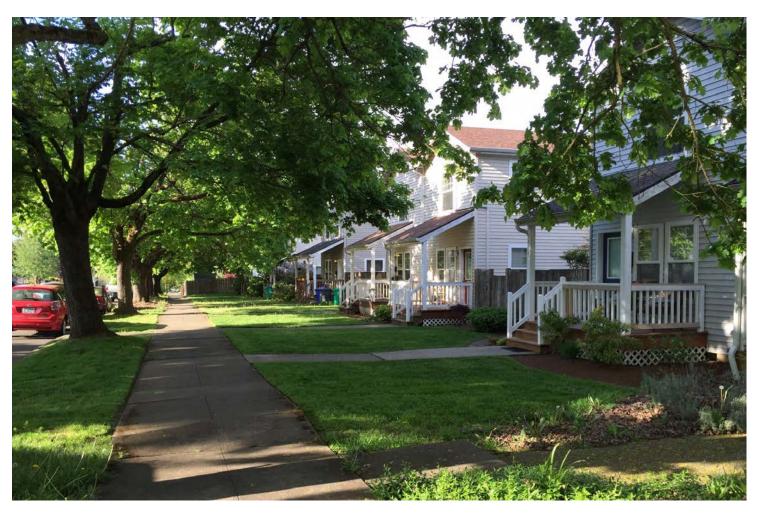


Area Plan Designation	Subdistrict	Minimum Lot Size (Square Feet)	Minimum Dwelling Units in Subdistrict	Maximum Dwelling Units in Subdistrict
R-10 Large Lot Single Family	3	8000	26	32
	7		24	30
	8		43	53
R-7 Medium Lot Single Family	2	6000	66	83
	4		96	120
	5		27	33
	9		10	13
	11		46	58
R-5 Small Lot Single Family	1	4000	68	85
	6		74	93
	10		30	38



# Block with No Driveways and Alley Access







### Housing Oriented to Entry Green







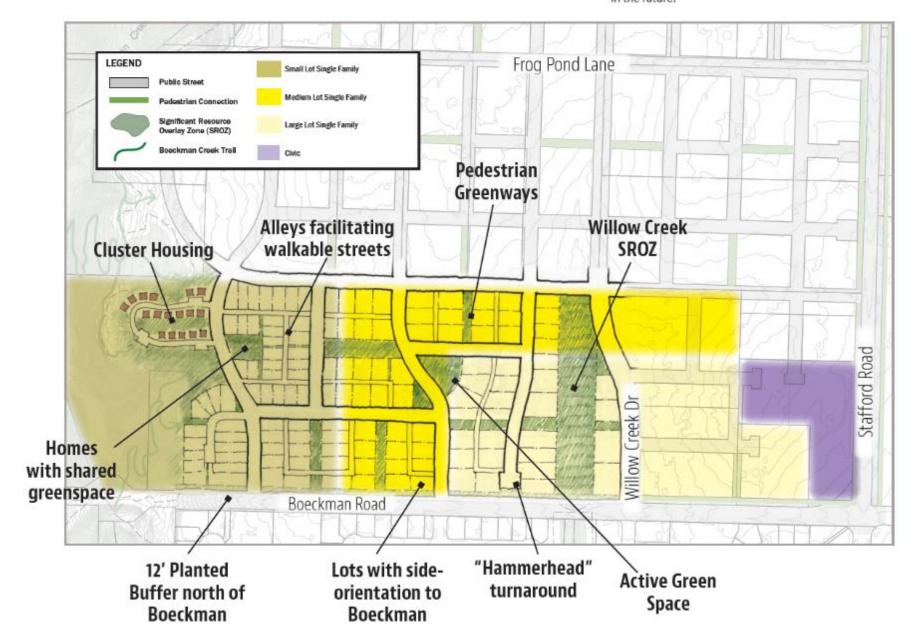
### Housing Oriented to Pedestrian Way







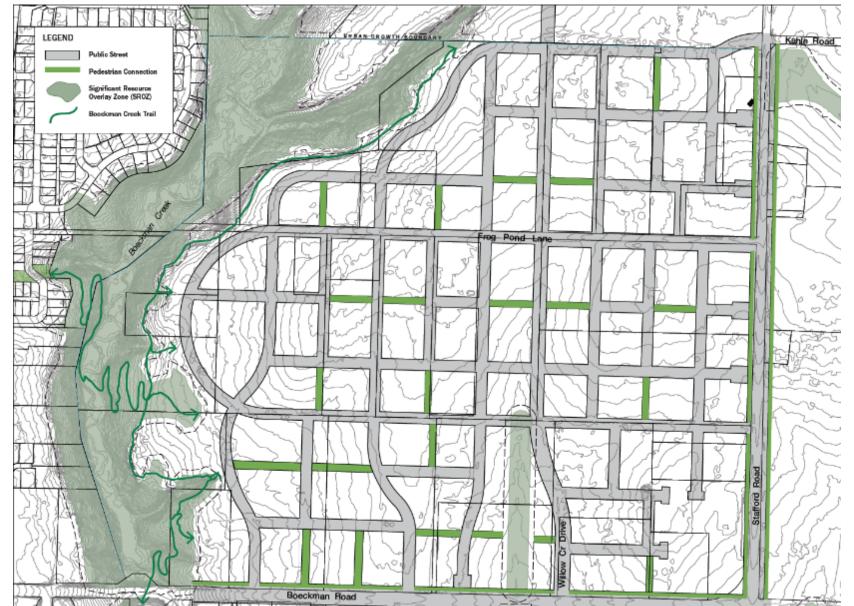
This illustrative site study was prepared to test whether proposed densities could be achieved, and to examine how a portion of the neighborhood might be laid out in the future.





### Street Demonstration Plan







### Main Entrance







# Garage within 50% of façade width

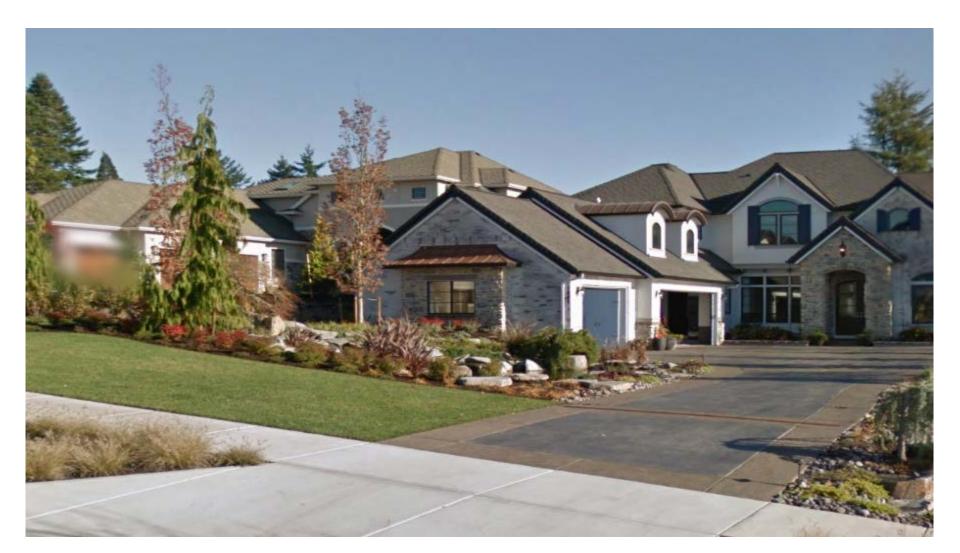






#### Garage – Side Orientation







## Residential Design















Courtyards and Linear Green Spaces in South Jordan, UT



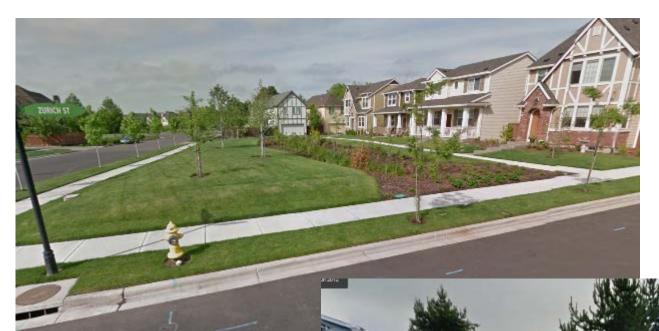




Courtyards and Linear Green Spaces in South Jordan, UT







Villebois, Wilsonville

Canyon Creek, Wilsonville





**Dupont, WA** 









Issaquah Highlands, WA



## Community Garden in Portland's Cully Neighborhood

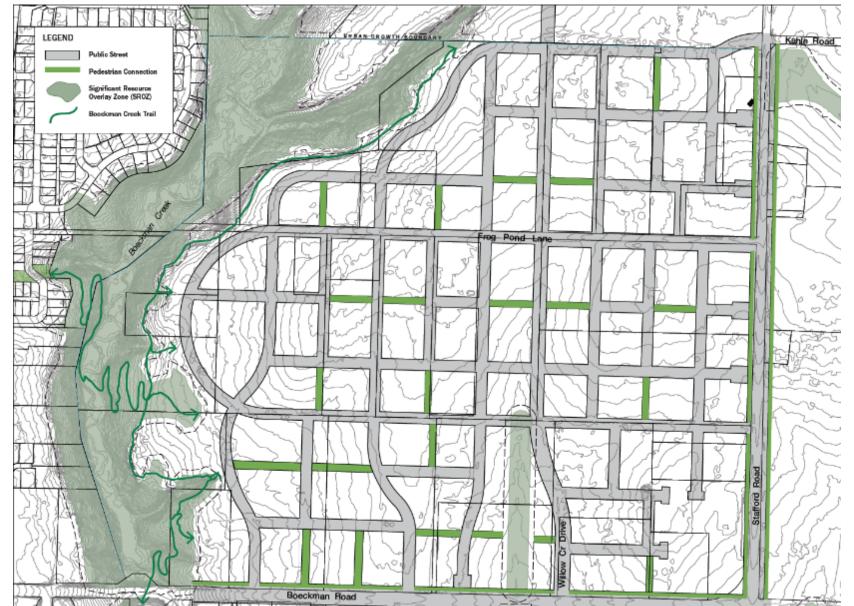
(image via OregonLive





#### Street Demonstration Plan

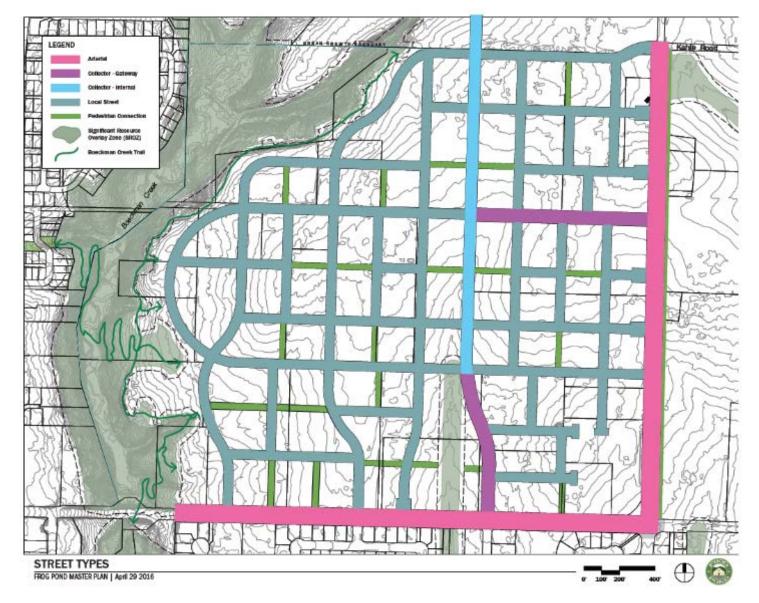






### Street Types Plan









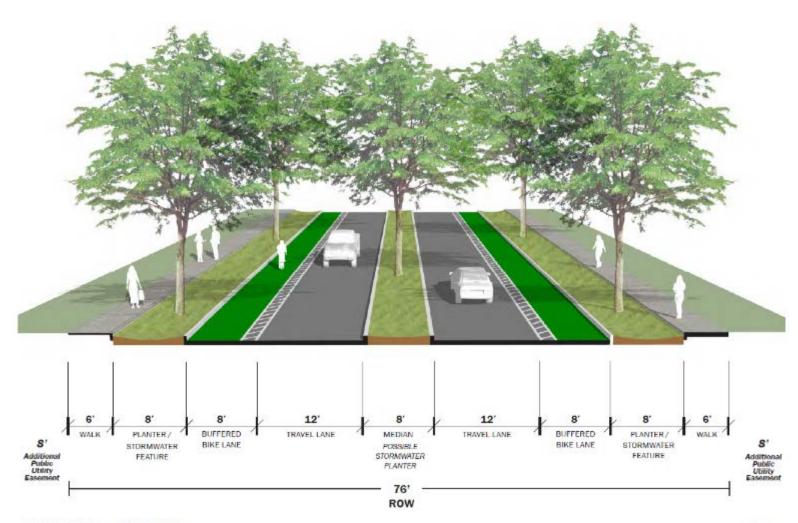


#### LOW IMPACT DEVELOPMENT LOCAL STREET







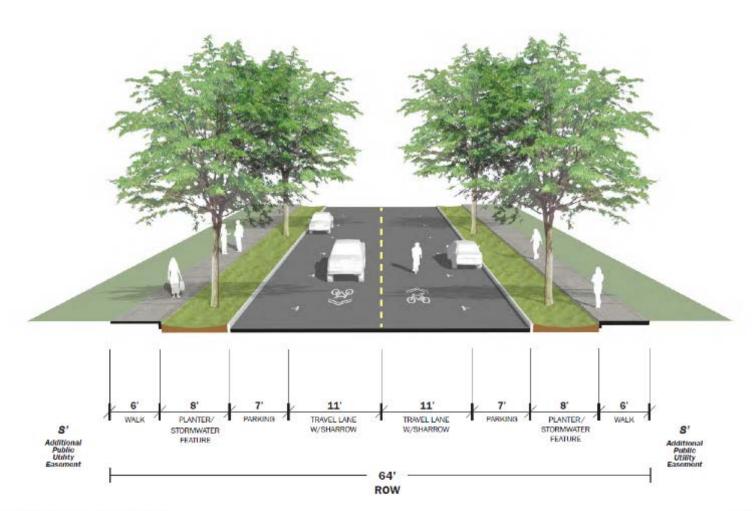


#### **COLLECTOR - GATEWAY**







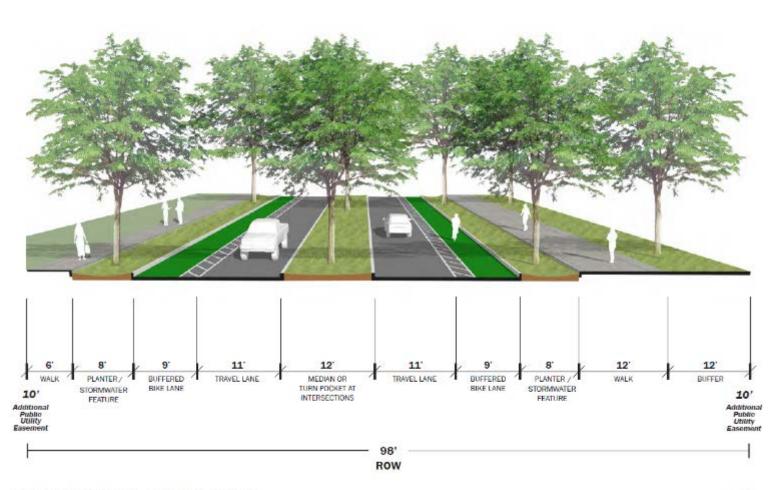


#### **COLLECTOR - INTERNAL**







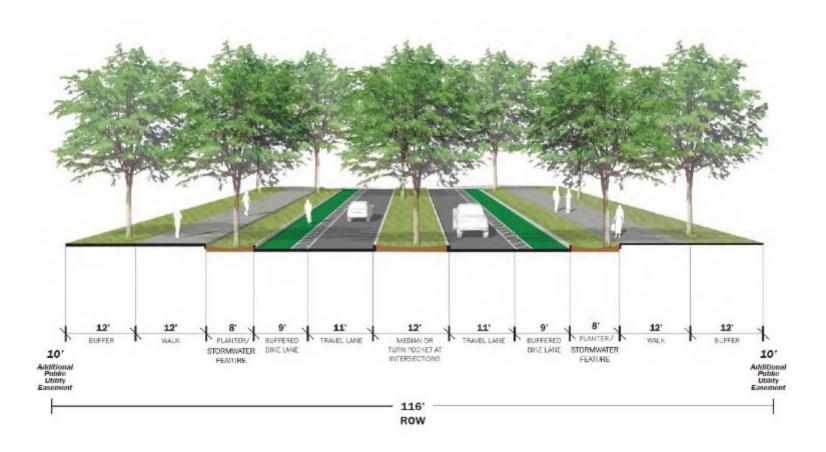


#### **BOECKMAN ROAD - LOOKING WEST**









#### STAFFORD ROAD - LOOKING NORTH







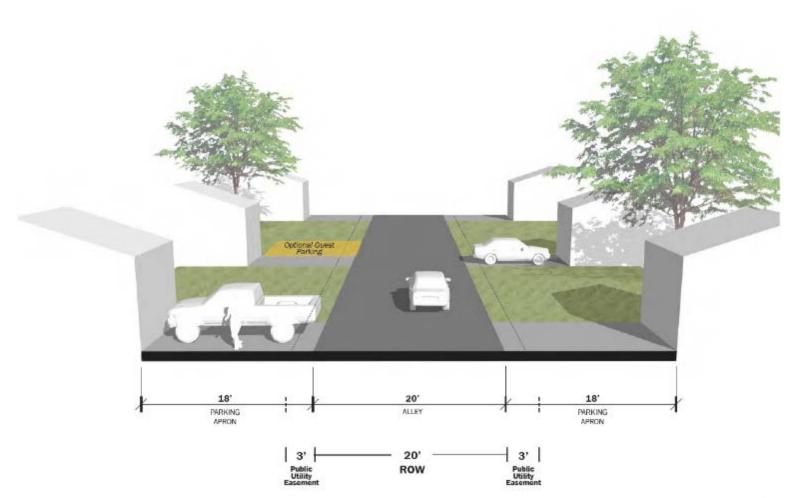


#### TYPICAL PEDESTRIAN CONNECTION









#### TYPICAL ALLEY



#### VII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)



# Concept Plan Open House

April 28, 2016

## Tonight's Agenda

Project
Update –
Draft
Concept
Plan

Interactive
Polling –
Give your
feedback!

2

Question & Answer

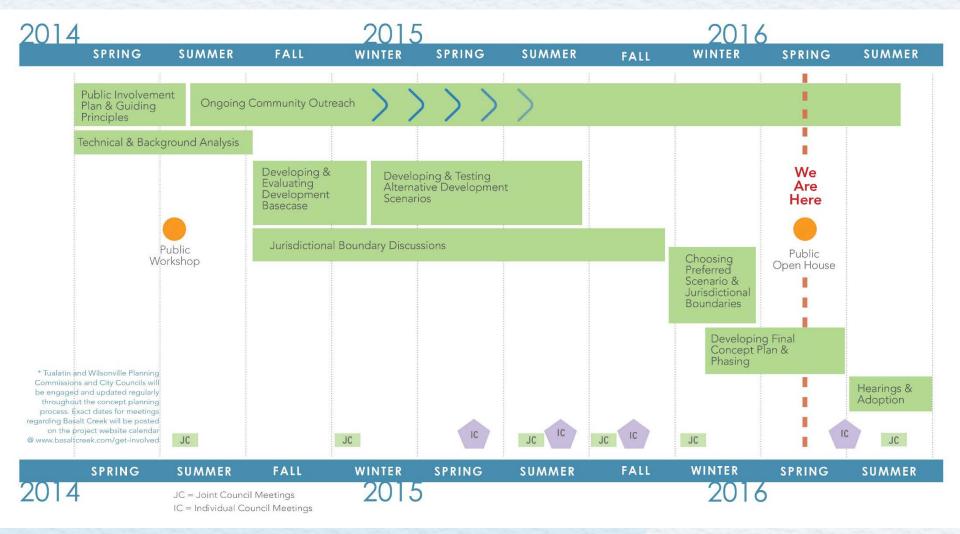
3

Poster
Session
with
Project Staff

4



## **Project Status Update**





#### Where we've been...

- Land Suitability
- Guiding Principles
- Base Case
- Utility Design
- Evaluations
- Four Options and Base Case studied



## Public Involvement

e 2014)

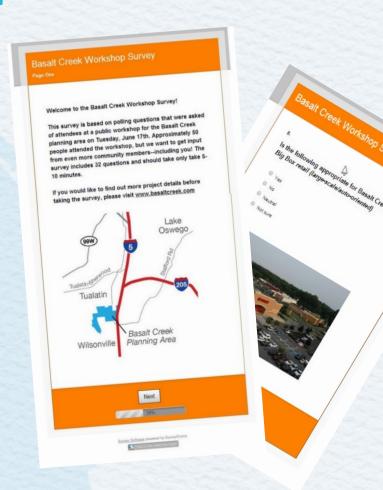
- Mapping workshop (June 2014)
- 40 attended
- Wide range of ideas
- Housing to the north, industrial to south
- Protect existing neighborhoods
- Open to a range of employment and commercial uses
- Appropriate transitions between land uses



#### **Public Involvement**

#### Online survey

- 160 responses
- Less focus on housing compared to workshop participants
- Some support for retail in general, especially restaurants
- Less support for warehousing, industrial flex space
- Strong interest in public access to natural resources





#### **Public Involvement**

#### Focus groups and interviews

#### **Developers**

- Industrial development types changing
- Housing preferences changing
- Employers consider amenities
- Land assembly is a challenge

#### Property owners

- Desire for flexibility in land use
- Concerns about development impacts on quality of life





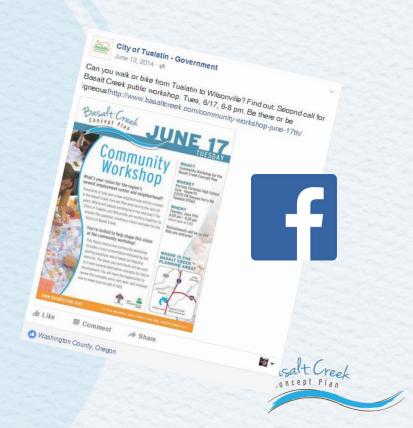


#### **Public Involvement**

#### Email, website and social media updates

- Monthly email and mailing updates
- 300 people on interested parties list

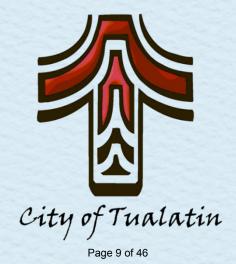




## **Themes from Joint Council**

- Meet regional responsibility for jobs & housing
- Capitalize on area's assets
- Protect existing neighborhoods
- Maintain Cities' unique identities



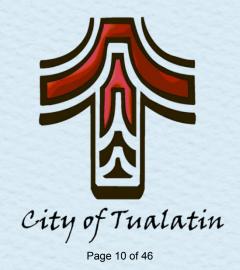




## **Themes from Joint Council**

- Explore creative approaches, integration of employment and housing
- Ensure appropriate transitions between land uses
- High quality design and amenities for employment

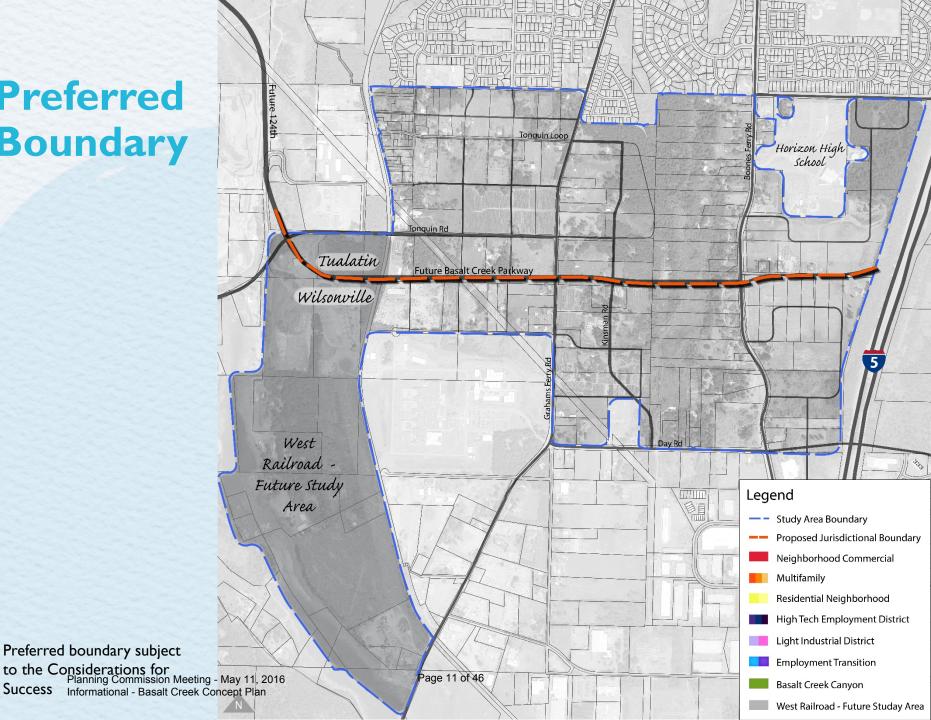






#### **Preferred Boundary**

Preferred boundary subject



## Ten Considerations for Success

- 1. Sewer Cities serve own areas
- 2. Stormwater Work jointly between the Cities and Clean Water Services to ensure requirements for each city's stormwater permits are met.
- 3. Regional industrial land Employment land envisioned for the region benefits both cities



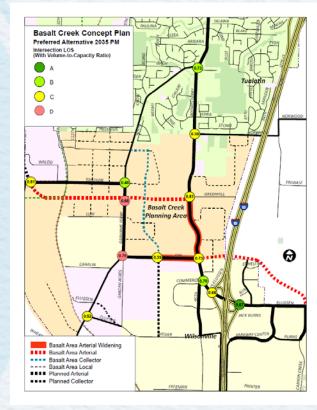




# Ten Considerations for Success

- 4. Roadway improvements Work together with the region to assure needed upgrades are funded.
- 5. Traffic levels The Basalt Creek Transportation Refinement Plan modeled traffic totals in the area. Proposed new traffic loads would need to be evaluated.
- 6. Auto trips Ensure land uses support development that won't exceed transportation system capacity in each city.





# Ten Considerations for Success

- 7. I-5 Crossings Regional investment needed for more I-5 crossings
- 8. Kinsman Rd. Cities will evaluate whether Kinsman Road extension north of Day Road is needed.
- 9. Natural Area management Develop joint management practices for the Basalt Creek Canyon natural area.
- **10. Transit service** Determine how SMART and TriMet will provide most effective transit service to this area.

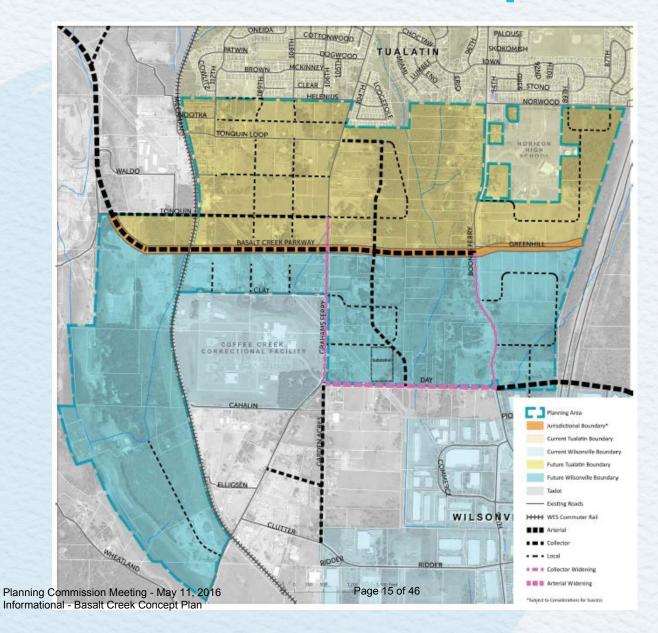






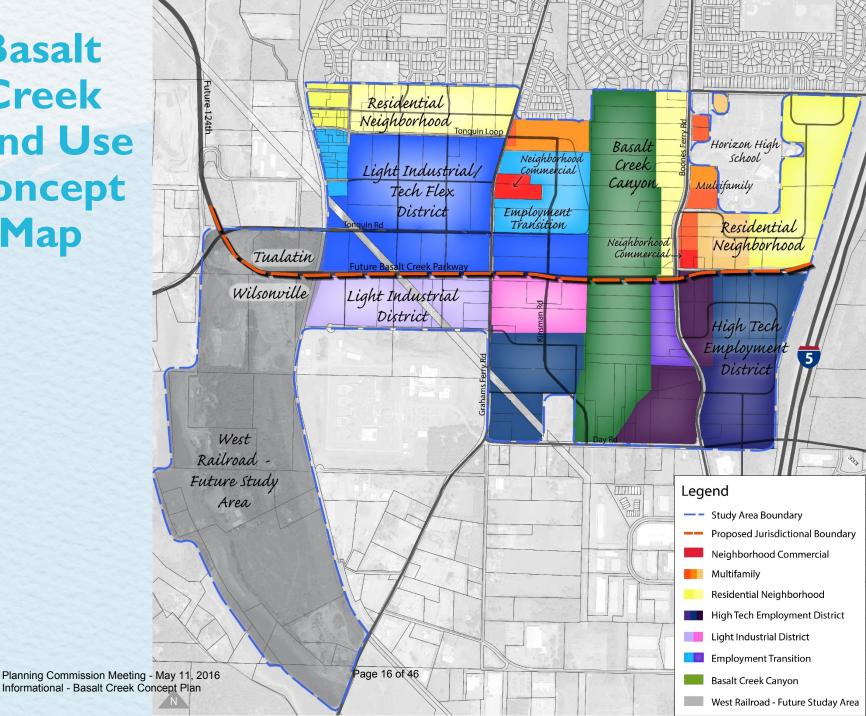


#### **Road Network Concept**

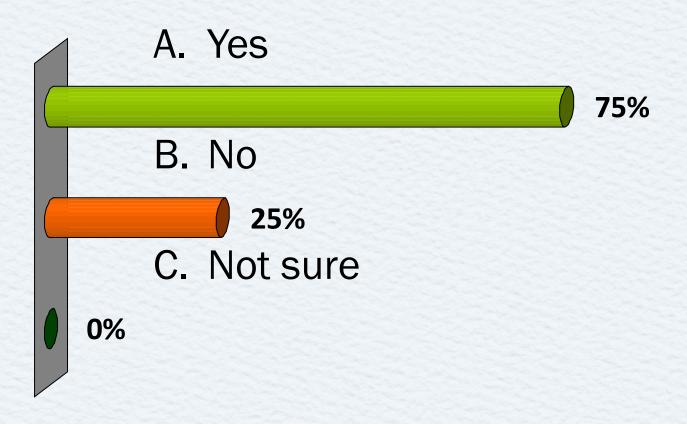




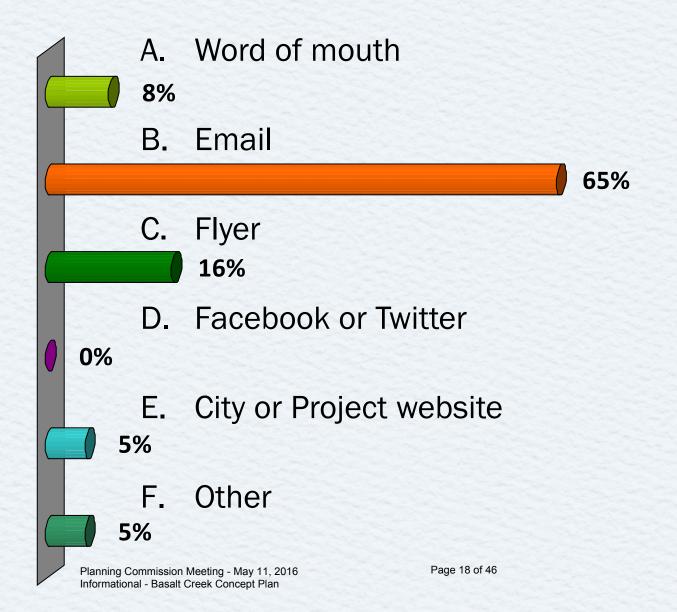
**Basalt** Creek **Land Use** Concept Map



# Have you been involved in the Basalt Creek project before today?



#### How did you hear about today's event?



## What is your age?

A. Under 18

0%

B. 19-30

0%

C. 31 - 55

13%

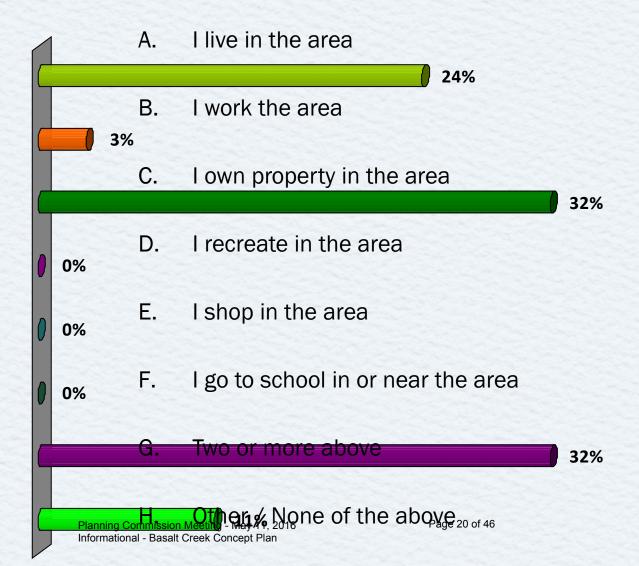
D. 56 - 70

55%

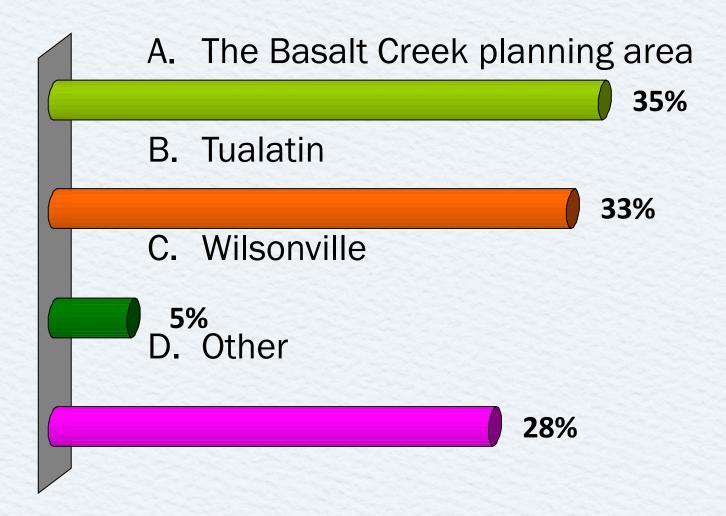
E. 71 or older

33%

## What is your primary connection to the Basalt Creek Planning Area?



### Where do you live?



#### Bike, Pedestrian and Trail Network

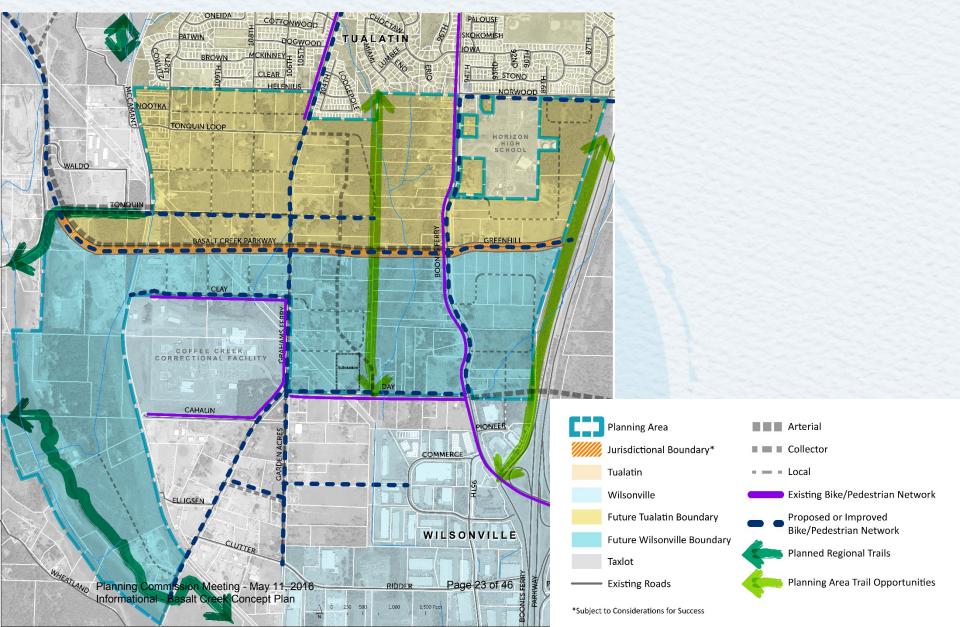




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#### Bikes, Trails and Pedestrian Network



# In the future, how might you walk or bike through the Basalt Creek area? (choose one)

A. Commuting to and from work

B. To get to transit (bus or WES)
 C. To run errands
 D. For exercise or recreation
 E. To access recreation / natural areas

F. Other / Not sure

5%

18%

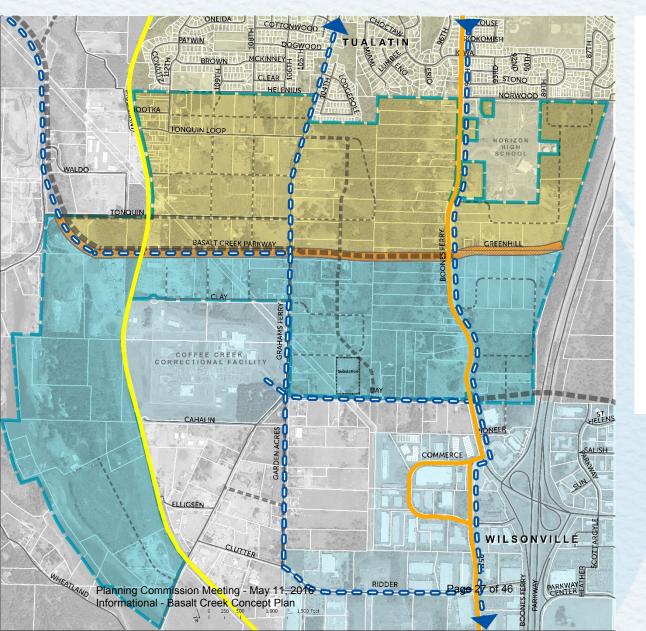
# How often do you think you would walk or bike in Basalt Creek in the future?

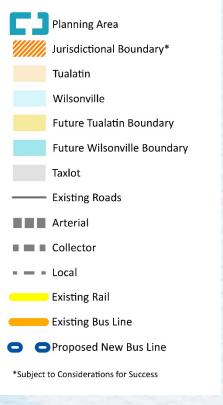
15%	A. Daily	
29%	B. At least once a week	
17%	C. At least once a month	
15%	D. Less than once a month	
24%	E. Rarely or never	

## How often do you currently walk or bike?

23%	A. Daily	
36%	B. At least once a week	
15%	C. At least once a month	
13%	D. Less than once a month	
13%	E. Rarely or never	

#### **Transit Network**







#### In the future, how might you use transit in the Basalt Creek area?

- A. To commute to and from work 14% B. To run errands 8% C. To visit Bridgeport Village 3% D. To visit the Wilsonville Town Center 11% E. To get kids to and from school
- F. Other / Not sure 65%

0%

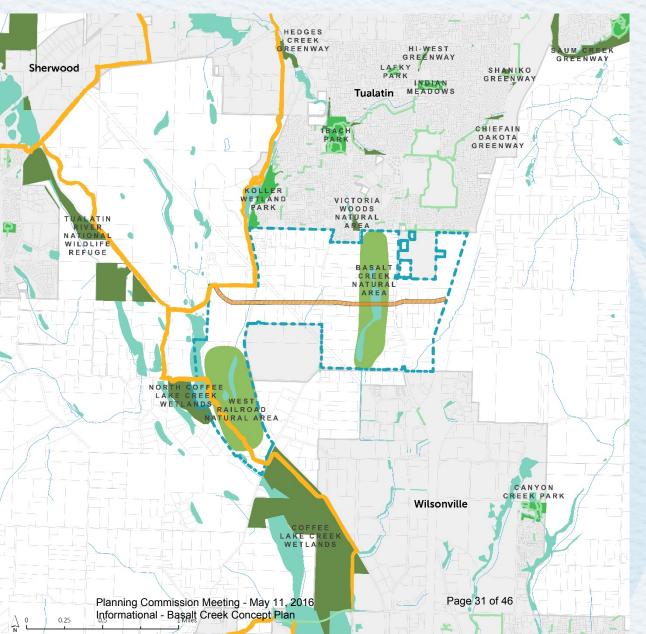
# How often do you think you would use transit in Basalt Creek in the future?

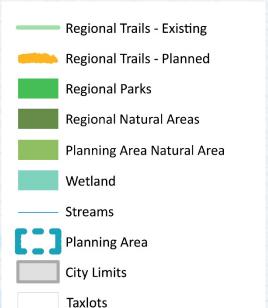
17% A. Daily
17% B. At least once a week
28% C. At least once a month
3% D. Less than once a month
50% E. Rarely or never

## How often do you currently use transit?

- 0% A. Daily
- 7% B. At least once a week
- C. At least once a month
- D. Less than once a month
- 80% E. Rarely or never

#### **Parks & Natural Areas**







## A variety of parks facilities and amenities are possible...







Planning Commission Meeting - May 11, 2016 Informational - Basalt Creek Concept Plan







### **Neighborhood Park**





15 to 20 acres



Planning Commission Meeting - May 11, 2016 Informational - Basalt Creek Concept Plan

#### **Pocket Parks**





Less than an acre



### **Nature Interpretive Areas**







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#### **Conservation Areas**





#### **Outdoor Education**





#### **Public Art**







## Which type of amenity would you like best in Basalt Creek?

31%	A. Neighborhood Park
5%	B. Pocket Parks
26%	C. Nature Interpretive Areas
18%	D. Conservation Areas
3%	E. Outdoor Education
3%	F. Public Art
15%	G. Other / Not sure



### **CONCEPTS FOR**

#### WHAT TYPES OF PARK FACILITIES & AMENITIES WOULD YOU LIKE TO SEE IN THE BASALT CREEK AREA?

PLACE A DOT STICKER BELOW THE FACILITY AND/OR AMENITY YOU PREFER!



**NEIGHBORHOOD PARK** 15-20 ACRES



**POCKET PARKS** < 1 ACRE



NATURE INTERPRETIVE AREAS (E.G. CENTERS, KIOSKS, OVERLOOKS)



15



12



8



CONSERVATION AREAS



**OUTDOOR EDUCATION** 



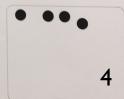
**PUBLIC ART** 



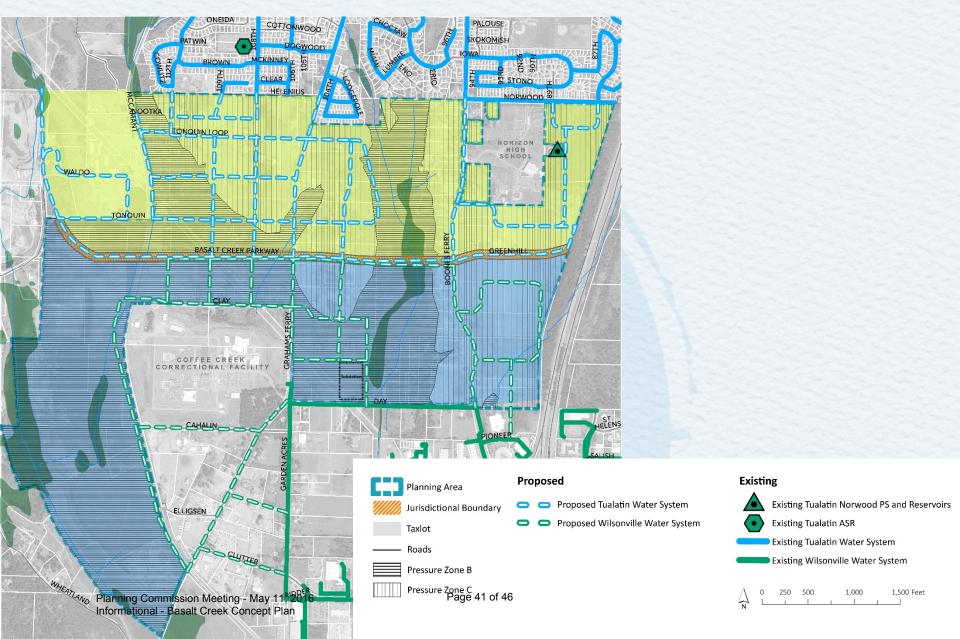
Planning Commission

Informational - Basa

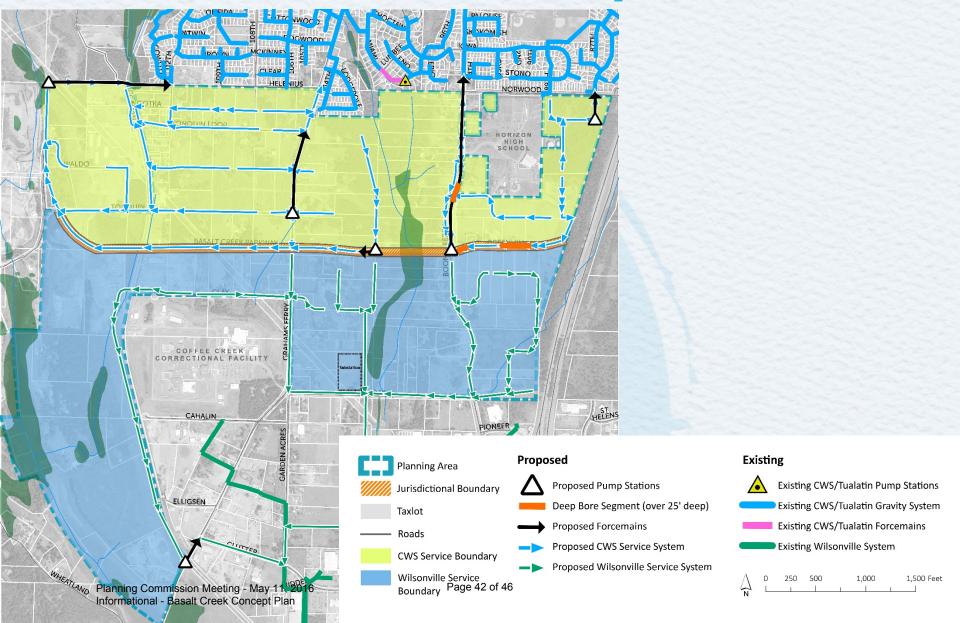
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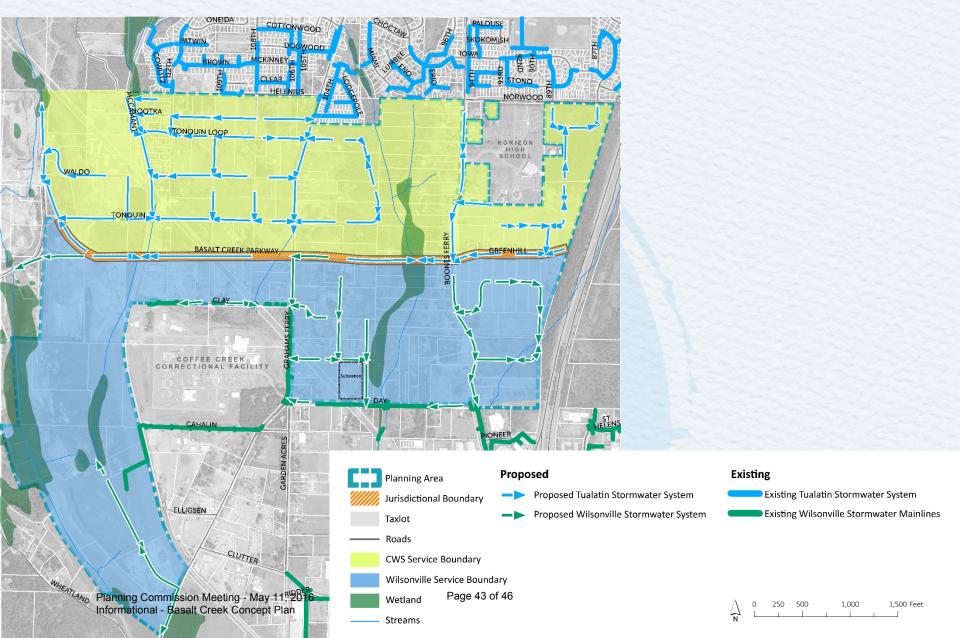
#### Infrastructure: Water



#### Infrastructure: Sanitary



#### Infrastructure: Stormwater



#### What will be in the Concept Plan?

- The planning process
- Considerations for success
- Land use plan
- Service plan for water, stormwater and sewer
- Transportation plan
- Implementation strategies



### **Next Steps**

- Team is working on the Draft Concept Plan
- Present Draft for Council Feedback
- Finalize Concept Plan

- Additional Documents that will be developed:
  - Metro Regional Framework Plan Memo
  - Draft Comprehensive Plan Amendment for Wilsonville
  - Draft Comprehensive Plan Amendment for Tualatin
  - Intergovernmental Agreements for a variety of topics



#### Thank You!

Further questions or comments: www.basaltcreek.com

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#### VIII. OTHER BUSINESS

A. 2016 Planning Commission Work Program

DATE	AGENDA ITEMS  AGENDA ITEMS					
DATE	Informational	Work Sessions	Public Hearings			
January 13	Town Center Master Plan (Bateschell)	Basalt Creek Concept Planning Update (Bateschell)				
February 10	Bike Wayfinding Signage Plan	Transit Master Plan Public Involvement Strategy				
March 9	Basalt Creek Concept Plan 2015 Housing Report	Frog Pond Master Plan TSP Amendments				
April 13	2015 Housing Report	Transit Master Plan Update	TSP Amendments			
May 11	Committee For Citizen Involvement (CCI) Open House: Frog Pond Master Plan 5:00 - 6:30					
May 11 PC Meeting to start 7 pm due to Open House		Basalt Creek Concept Plan (Open House 4/28) Town Center Redevelopment Plan Frog Pond Master Plan				
June 08		Recreation Aquatic Center (Gail & Starr) FCC Cell Tower Amendments Industrial Form-based Code				
July 13	Committee For Citizen Involvement (CCI) Open House: Frog Pond Master Plan 5:00 - 6:30					
July 13 PC Meeting to start 7 pm due to Open House		Frog Pond Master Plan				
August 10		Basalt Creek Concept Plan Transit Master Plan Update Frog Pond Master Plan	FCC Cell Tower Amendments			
September 14		FEMA Amendments Citywide Signage & Wayfinding	Basalt Creek Concept Plan Transit Master Plan Update Frog Pond Master Plan			
October 12	Committee For Citizen Involvement (CCI) Open House: French Prairie Bridge 5:00 - 6:30					
October 12 PC Meeting to start 7 pm due to Open House		French Prairie Bridge (Open House)				
November 9		Town Center Redevelopment Plan				
December 14			FEMA Amendments			

#### <u>2016</u>

- 1 LP16-0001 Transportation System Plan (TSP)
- 2 Frog Pond Master Plan (Phase 2)
- 3 Basalt Creek Concept Planning
- 4 Transit Master Plan
- 5 Coffee Creek Industrial Area Form-Based Code
- 6 French Prairie Bike/Ped Bridge
- 7 Parks & Rec MP Update
- 8 Signage and way finding program
- 9 Town Center Redevelopment Plan
- 10 Code Amendments
- 11 Floodplain Administration

<sup>\*</sup>Projects in bold are being actively worked on in preparation for future worksessions