

**PLANNING COMMISSION
WEDNESDAY, MAY 14, 2014
6:00 PM**

AGENDA

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

Ben Altman, Chair
Al Levit
Eric Postma
Jerry Greenfield

Marta McGuire, Vice Chair
Peter Hurley
Phyllis Millan
City Council Liaison Susie Stevens

II. 6:05 PM PLEDGE OF ALLEGIANCE

III. 6:10 PM CITIZEN'S INPUT

This is an opportunity for visitors to address the Planning Commission on items **not** on the agenda.

IV. 6:15 PM CITY COUNCIL LIAISON REPORT

V. 6:20 PM CONSIDERATION OF THE MINUTES

A. Consideration Of The April 9, 2014 PC Minutes

Documents: [4.9.14 PC Minutes.pdf](#)

VI. 6:25 PM WORK SESSION

A. Frog Pond Area Plan

Documents: [May 14 2014 FrogPond SR And Attachments.pdf](#)

VII. 6:55 PM OTHER BUSINESS

A. 2014 Planning Commission Work Program

Documents: [2014 PC Work Program May.pdf](#)

VIII. 7:00 PM INFORMATIONAL ITEMS

A. City Council Actions On The Wilsonville Residential Land Study

IX. 7:05 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 Linda Straessle, Planning Administrative Assistant, at (503) 570-1571 or e-mail her at straessle@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



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY MAY 14, 2014**

V. CONSIDERATION OF THE MINUTES

- A. Consideration of the April 9, 2014 Planning Commission minutes

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PLANNING COMMISSION WEDNESDAY, APRIL 9, 2014 6:00 P.M.

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

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Marta McGuire, Peter Hurley, Al Levit, Phyllis Millan, and Jerry Greenfield. City Councilor Susie Stevens was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, and Katie Mangle

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

A. City Council Update

No Council Liaison report was given due to Councilor Stevens' absence.

V. CONSIDERATION OF THE MINUTES

A. Consideration of the February 19, 2014 Planning Commission minutes

The February 19, 2014 Planning Commission minutes were approved as presented with Commissioners Postma and McGuire abstaining.

B. Consideration of the March 12, 2014 Planning Commission minutes

The March 12, 2014 Planning Commission minutes were approved as presented with Commissioners Hurley and Millan abstaining.

VI. PUBLIC HEARING

A. LP14-0001 Residential Land Study (Mangle)

Chair Altman called the public hearing to order at 6:07 pm. He read the conduct of hearing format into the record and called for the Staff report.

Katie Mangle, Long Range Planning Manager, stated the public hearing was on the draft Statewide Planning Goal 10 Residential Land Study, also referred to as the Housing Needs Analysis, which the Planning Commission was very familiar with by now. Tonight's proposal was to add the Land Study to the Comprehensive Plan as a sub-element, but not changing any Comprehensive Plan policies or goals of the City. She explained the Study was a technical work meant to inform future decisions already in support of the

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Comprehensive Plan. Staff and the Commission had been working on the project for about 14 months and generated some interesting information while learning about the community and the choices available moving forward. She believed ECONorthwest had done a nice job preparing the information and ensuring it was understandable to the Planning Commission and community. She was proud of the work being presented tonight.

- She noted Commissioner Levit had alerted Staff to some numerical errors in the document that did not affect the underlying analysis or policy. Attachment 5, which was distributed to the Commission and entered into the record, identified three corrections. The first page showed her email responses to Commissioner Levit's questions and the following pages were proposed to replace Page 14 of the Residential Land Study summary document and Pages 9 and 47 of the Technical Report.
- Commissioner Greenfield also noted an error in the findings on Page 10 of 235. Ms. Mangle corrected that last line of the sixth bullet should state, "3,390 - 4,229 units ~~per gross acre~~. She did not believe the error showed up anywhere in the Technical Report itself.

Bob Parker, Consultant, ECONorthwest, presented the Wilsonville Housing Needs Analysis via PowerPoint, providing a brief overview of the reason for the analysis, the key findings regarding the city's current and potential housing inventory, and policy recommendations for ongoing and long-term planning. His key additional comments included:

- The Residential Land Study was intended to inform future planning efforts of the City, including the conceptual planning project currently underway for Advance Road and Frog Pond. Inventory was completed for the entire city planning area including Frog Pond, Coffee Creek and north Villebois.
- Land use patterns in the city were a result of planning activities the City has engaged in and the good news was that the City's planning was working, and Staff would continue moving forward with deliberate planning in the future.
- The single-family/multi-family housing split had moved from 54/46 percent in 1995 to 43/57 percent in 2012. The Planning Commission and City Council had expressed concerns about Wilsonville's housing mix split, which was reflected in the future housing mix scenarios modeled in the study.
- Wilsonville was on the border line of having enough buildable land to accommodate Metro's forecasted growth for residential land over the current planning period, so monitoring that availability was encouraged going forward as Wilsonville was expected to continue growing at a higher rate than Metro's forecast.
- Although Wilsonville was better at providing a range of affordable housing types than most other jurisdictions in the Metro area, it did not mean the City was meeting all housing needs. It was very difficult for any city to meet all housing needs, particularly for the lowest income households.
- The City was compliant with State density and housing mix requirements. The Oregon Administrative Rules (OARs) required the City to plan for an average mix of 50% single-family attached or detached units, 50% multifamily units, and an average net density of eight units per acre. The analysis suggested that under any of those capacity scenarios, the City would be compliant.
- The proposed policy recommendations came from the analysis as well as input from the Planning Commission, City Council and the public throughout the Residential Land Study process.
 - Concern had been expressed about Wilsonville developing such a large amount of multifamily housing, so the City would like to plan an area for more single-family housing types. Predominately single-family detached housing is being planned for the Frog Pond area.
 - For long-term planning, the amount and mix of housing development activity should be monitored, as well as the amount and speed at which residential land was being consumed. If Wilsonville continued growing at higher rates, potentially resulting in only a 10- to 15-year land supply rather than a 20-year supply, the City needed to be in a position to work with Metro on how to address those future deficiencies.
 - Working with Metro to bring Advance Road into the Urban Growth Boundary (UGB) was also suggested; ultimately working through the concept and master planning for the area and bringing it into the City so it could be developed in an appropriate time.
- He expressed his team's appreciation for the Commission's efforts and diligence in looking through all the material and providing detailed feedback, which had been accounted for and addressed in the study.

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Chair Altman confirmed there were no questions from the Planning Commission and called for public testimony.

Terry Kester, 29573 SW Camelot St., Wilsonville, OR, 97070, applauded the practicality and thoroughness of the Planning Commission's work and what the City was doing generally. He was impressed by what the Commission was both trying to accomplish and was accomplishing. He expressed concern about seeing things happening in Wilsonville that he believed were counterproductive. He was unsure whether his ideas fit within the Plan, but he hoped they would inspire some thought, consideration, and maybe even some amendments.

- In his opinion, the idea of going from 3,600 to 6,000 new homes would strangle the city. He believed what made Wilsonville more than just another suburban sprawl was the uniqueness of its past accomplishments, master plans and developments, including parks, the center city area, and the water treatment facility, which he believed needed more of a public presence. All these developments seemed to be a credit to the past planning and planning with vision. As he understood it, the current plan seemed to lack such vision and creativity due to the City's current limitations. It seemed the approach was that the city must and would grow, so the City would "grab".
- He implored the officers, commissioners and employees of the City to pause before endorsing the current plans, to make a point of creating livability before growth, and ask where the imagination, inspired creativity and uniqueness of past plans exist. He implored officers of the City to add more than just additional housing, industry and roadway expansion to any plan, all of which would only produce more congestion, pollution and unsustainable sprawl. Looking at the brochure, he was surprised that one-third of Wilsonville's land was dedicated to industry, which was not necessarily visionary.
- He wanted to ensure that the quality and joy of living in Wilsonville was preserved. He questioned why the creative use of what already existed could not be considered, and why offers to theatre groups, artisans, galleries and museums had not been developed in the vacant space in the city's center at low or no rent for a period of time as the organizations developed to stand on their own. He also questioned what was being done to preserve and expand farmland and the views. Living in Villebois, he guaranteed that within a few months, only people on the second floor or the roof of their house would be able to see Mt. Hood and that made him sad.
- He questioned why options had not been found to expand WES commuting, making such basic decisions would create a vibrant, special city that would thereby draw tourists and homeowners and create an economically vibrant city. Simply expanding what Wilsonville already had, homes, apartments, trucks and traffic, would literally thwart what had begun in this fair city.
- If it was within the Planning Commission's power and context, even in the future, he implored the Commissioners to pause, envision and dream, and seriously alter some of the current, seemingly limited plans. He thanked the Commission for their time.

Mr. Kester's outline of his remarks was entered into the record as Attachment 6.

Chair Altman encouraged Mr. Kester to stay tuned because this current work was just the background numbers for future planning of Frog Pond, which was just starting and would involve full public process and engagement. He encouraged Mr. Kester to continue bringing his concerns and ideas forward at that time.

Chair Altman confirmed there were no further questions or comments and closed the public hearing at 6:32 p.m. He called for Commissioner discussion.

Commissioner Greenfield stated he followed many the public events regarding this project and read most, if not all the documents provided. He shared the concern about preserving what was special about Wilsonville as the city grew; adding he was attracted to Wilsonville because of his appreciation of the smart growth the community manifested and he hoped that Wilsonville could remain "smart".

Commissioner Hurley said he realized this was not a City plan, but merely the economic analysis for Goal 10 Planning. However, when looking at the forecasted low capacity and high capacity scenarios, he was disturbed to see a 48/52 percent split already existed between single- and multi-family housing. He was unsure where

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they had gone wrong in Wilsonville, going from a policy of a 50/50 percent split to a 48/52 percent projected single-family/multifamily housing split, because they had just gone to 43/57 percent in 2012.

- He was approached three times in the past two days with questions about what was going on in Wilsonville and why so many apartments existed. Now, the analysis stated the 48/52 split was okay and yet another person testified with concern about what the City was doing.
- He was not sure why the idea of a 48/52 percent split had been adopted all of a sudden, because when he came to Wilsonville five years ago, the split was supposed to be 50/50 percent and the City was still working to achieve that, but the numbers in the analysis showed the city was closer to a 54/46 split in the 1990s.
- He reiterated that he realized the numbers needed to be completed for the State and that this was not the final plan. He thanked ECONorthwest for their work.

Commissioner Postma agreed, adding he heard many people also express concern about the current imbalance between multi-family units versus single-family residences. Over the past dozen years or so, a shift had been seen in what the community really was and looked like from before the year 2000.

- He was also concerned to see the 48/52 percent split, but believed it necessary to explain that this was one step. The process in Oregon was unique as growth had to be planned for before Wilsonville decided whether it wanted that growth. As a community, he believed Wilsonville needed to be careful to ensure that discussion continued as next steps took place.
 - He emphasized that the public's assistance was needed to ensure that this Body and City Council were kept accountable to the community's vision, and the appearance of Frog Pond, so Wilsonville continued to look the way they desired. The Commission needed to know what the community's vision was and the public's help was needed to ensure that the City followed through on each upcoming next step in the process to keep the community looking like they wanted.
- He noted that he had been a big proponent of the need for making documents accessible to the public, creating summaries that were truly readable and accessible to the public, as that was what most people would see. Staff and ECONorthwest did a phenomenal job on this document, which was very presentable, not only laying out all the information very thoroughly, but also providing graphical indications of the information to accommodate those who absorb information both visually and by way of prose. He commended Staff and ECONorthwest for creating such a summary, which was extremely important in making the Commission transparent to the public. He hoped they could continue pushing that format in future materials going forward, as doing so was incredibly important.
- He did not have much to offer by way of comment for the document, other than to say it had been a long hard road and he thanked everyone for sticking it out. He had been a big proponent of being very careful about language that invoked discussion about the amount of desired density. He thanked Staff for sticking with the Planning Commission on that as he knew it was a very difficult and passionate subject amongst the Commission and public as a whole.

Commissioner Millan mirrored Commissioner Greenfield's comments, adding being new to the process was rather interesting for her in terms of learning how planning processes took place. She was a bit disturbed, echoing other Commissioners' comments about stuffing more residences into Wilsonville. However, she also understood Metro's desire to provide places for people to live, as well as the requirement to show what the City was doing and how planning being done. And, if the City chose to do it differently, the Study provided the firm foundation to go forward. She thanked Staff and ECONorthwest for their wonderful work.

Commissioner McGuire believed the Study was an important first step and commended ECONorthwest and Staff on a job well done. The Study would provide a good foundation for decision-making moving forward and those decisions were coming. Different concerns were being heard about the housing balance and the study provided information for making thoughtful decisions. She did not think additional housing or increased densities were needed beyond what the vision of the community was moving forward.

- She believed it was important that the City produce the monitoring metric recommended in the report. She added perhaps producing an annual housing summary report should be considered to provide more specific

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data about building permits issued, the rate of density, and land divisions that have occurred, and provide a more current sense what was occurring on the ground. Refinements in Villebois had resulted in densities/housing ratios being more than what was originally anticipated. It was important to have real time information about the present, in addition to more in depth and forecasted information.

- The City was in a good position. The City had a great Comprehensive Plan. A lot of information went into that vision and the City had done a good job of implementing the Comprehensive Plan in the way it was set up. Holding to that was important, while also learning how to manage growth to ensure the quality of life in Wilsonville is maintained. She was excited to move forward to the next step.

Commissioner Levit believed the report was a good summary and an eye opener about future needs that prompted many questions.

- In response to some of the comments by other Commissioners, he believed the ability to absorb growth in a creative way, without creating sprawl, would require higher density. Those who believe the city was already too dense would have to face more traffic and congestion if they envisioned development without more apartments or higher density housing. It was a big tradeoff and big challenges stood ahead, in terms of making the growth of the city creative and livable.
- He did not want to see more traffic, but he lived at the end of town where he would not see much growth around him for a long time. Developments in Frog Pond and Advance Road would only choke that end of town no matter what and avoiding that would require a lot of creativity. He added the city is very definitely what it is in the center.
- He was surprised by the amount of industrial land, but also believed that without it, Wilsonville would have an even bigger commuting problem and be a bedroom community rather than a real community. In a way, that was creative as well, but maybe not in the same way that Mr. Kester preferred. He appreciated Mr. Kester's comments.

Chair Altman said he shared his fellow Commissioner's concerns and agreed the City would have to be very creative. He believed the challenge was to maintain the community that they desired.

- He had always been a bit frustrated with the State's numbers-oriented process. Being a visionary planner, his focus had always been declaring what was wanted and going after it, rather than justifying things with numbers. This was a challenge the City was faced with because of how the rules were set.
- The report did provide the City some flexibility and a good background had been established. As indicated by the report, Wilsonville had done a better job than most communities in the overall housing realm, which had tipped the City slightly off balance in the single-family/multifamily split. At the same time, that off balance provided some flexibility as the City moved forward.
- One challenge was that the rules tended to push density on the City that Wilsonville might not choose. He sensed room existed within the numbers to provide a lower density, while still meeting the requirements when considering the city overall.
 - One concern he had raised previously was that from Metro's perspective, the numbers kept pushing the City towards higher densities on the new areas coming in; whereas, historically, density had always balanced across the entire city. Now, the City was being pushed towards increasing the numbers at the edge where land was being added.
 - He still supported arguing with Metro that the whole city needed to be considered, not just Frog Pond or Advance Road as the last piece coming in that makes up the difference. He believed the City had a good track record, which needed to be held up in the future and say that record was being maintained and the flexibility to work with that should be provided.
- He stated that he had seen many reports over the years and this was the best he had ever seen. It was the easiest to read, very well presented and he was impressed. He thanked Staff and ECONorthwest.

Ms. Mangle thanked the Commission for their thoughtful comments and the nice summaries of the discussions that had occurred all along. She noted that with regard to the 48/52 percent split in terms of modeling going forward, a tabulation describing how those numbers were achieved was on Page 104 of the Technical Report (page 149 of 235 in the packet). The reason for the 48/52 split was based on how the math worked, largely

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due to Villebois and the existing zoning. She noted this detail was in the Technical Report and was not included in the summary.

Commissioner Postma moved to adopt Resolution LP14-0001 with the addition of Attachment 5, replacing Page 14 of the Residential Land Study and Pages 9 and 47 of the Technical Report, and amending Page 10 by deleting the last three words of the sixth bullet. Commissioner Hurley seconded the motion, which passed unanimously.

VII. OTHER BUSINESS

A. 2014 Planning Commission Work Program

There were no comments.

B. Election of 2014 Planning Commission Chair and Vice Chair

Eric Postma nominated Ben Altman for the 2014 Planning Commission Chair.

Ben Altman was elected as the 2014 Planning Commission Chair by a 5 to 0 to 2 vote with Ben Altman and Marta McGuire abstaining.

Phyllis Millan nominated Marta McGuire for the 2014 Planning Commission Vice Chair.

Marta McGuire was elected as the 2014 Planning Commission Vice Chair by a 6 to 0 to 1 vote with Marta McGuire abstaining.

Chris Neamtzu, Planning Director, confirmed the Committee for Citizen Involvement (CCI) elections would be held at the next CCI meeting.

Ms. Mangle noted she emailed everyone that planning on the Frog Pond Planning Project was underway, adding that great conversations were already taking place with property owners and developers. As discussed last month, Staff was ready to begin forming the task force and was looking for two to three Planning Commissioners to join the group.

- In some ways, the task force would be a sub committee of the Planning Commission, but joined by 15 others. She had been recruiting for many different categories, as noted on the circulated sheet, and many people were very eager to participate. The task force would be a great opportunity for Commissioners who had not been involved in long-range planning because it would provide a chance to get closer to the action, working with the data, material and design, than was usually the case at Planning Commission meetings.
- She explained the Planning Commission would be briefed regularly and would be the recommending body at the end of the process.
- Four meetings of intensive work would be involved beginning next month. Task Force meetings would be held in the evening, likely around 6 pm, at City Hall. She believed quarterly meetings would be held, depending on the specific project schedule. Staff would try not to schedule task force meetings the same week as Planning Commission, but one meeting could land around the same time.
- Via email Chair Altman, Commissioner Hurley and Commissioner Greenfield all expressed willingness and interest to join the task force, but she wanted to give everyone a chance to discuss it.

Chair Altman stated he was willing to serve on the task force, but was willing to let another Commissioner do so.

Ms. Mangle confirmed Staff would move forward with having Chair Altman and Commissioners Hurley and Greenfield on the task force.

Chair Altman encouraged Mr. Kester to participate on the task force.

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Commissioner McGuire announced that Lowrie Primary School, Wilsonville's newest elementary school that opened last year, was holding their first school auction on Friday, May 9, at Langdon Farms. Tickets were available on the school's Facebook page. The school was brand new, so it would be great to get a lot of community support. Langdon Farms had a beautiful indoor/outdoor barn so the event should be fun and included dinner, dancing, and drinks, in addition to the auction.

VIII. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 7:57 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for
Linda Straessle, Planning Administrative Assistant



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY MAY 14, 2014**

VI. WORK SESSIONS

- A. Frog Pond Area Plan (Mangle)

PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: May 14, 2014	Subject: Frog Pond Area Plan
	Staff Member: Katie Mangle Department: Community Development
Action Required	Advisory Board/Commission Recommendation
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments:

Staff Recommendation:
Recommended Language for Motion:

PROJECT / ISSUE RELATES TO:		
<input checked="" type="checkbox"/> Council Goals/Priorities Thoughtful Land Use 5.a. Complete a formal concept plan for Advance Road and Frog Pond Residential Areas. 11.c. Complete and adopt Basalt Creek industrial area concept plan in the next 18 to 24 months	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

ISSUE BEFORE THE COMMISSION:

The first meeting of the Frog Pond Area Plan Task Force is May 12, 2014. The purpose of this briefing of the Commission is to share initial site analysis information and discuss the vision for development in the Frog Pond area.

EXECUTIVE SUMMARY:

The Frog Pond Area Plan project is up and running at full speed. Staff will brief the Commission on the first two major tasks, public engagement and site mapping.

Project Identity

To make it easier to communicate with the public about the project, the title of the project has been simplified to “Frog Pond Area Plan.” The entire study area will be referred to as the Frog Pond Area, dropping the “Advance Road” name. A project logo that acknowledges the heritage of the area will be used on all project communication materials. See Attachment A for a one-page explanation of the What’s, Why’s and How’s of the project.

Website

The project website will be the information hub of the project: www.ci.wilsonville.or.us/frogpond. It is organized with the following sections to help stakeholders and the public understand and participate in the planning process:

- What’s Happening:
- About the Project
- Participate
- Maps & Documents

Task Force

The Frog Pond Area Plan Task Force is an advisory group of individual representatives representing different perspectives, assembled to provide advice and feedback on key issues. The Task Force will not make decisions, but rather will advise staff on how to shape the project and prepare recommendations for consideration by the Planning Commission and City Council. The Task Force will hold its first meeting on May 12th, 2014. See Attachment B for the current roster for the Task Force.

After introductions and orientation, the project consultant will present the Opportunities and Constraints maps (see Attachment C) and facilitate a discussion about the vision for the future of the study area. Staff will share the results of this discussion with the Commission at its meeting on May 14th. The Commission’s input will be incorporated into the draft of the vision statement and project guiding principles, which will be presented to the Task Force for completion at its second meeting June 12th.

TIMELINE:

The Frog Pond Area Plan project schedule will be driven by the milestones defined in the City’s Intergovernmental Agreement with Metro accepting the grant that is funding the project. The City has committed to meeting the following key deadlines for the first phase of the project:

- Public Involvement Plan and Site Analysis April 31, 2014



FROG POND AREA PLAN

Creating a great community

The City of Wilsonville is embarking on a process to plan for Wilsonville's next great neighborhoods on the eastern edge of Wilsonville. Planning for the area will define expectations for the types of buildings, land uses, transportation facilities, parks, and utilities that will be developed over time in the Frog Pond area.¹ Community members and stakeholders are invited to help plan Wilsonville's future growth.

What

- The Plan will become the official vision for the long-term development of the Frog Pond area.
- During the second phase, a more detailed implementation plan and zoning code will be prepared so the land within the Urban Growth Boundary (UGB) is ready for public and private investment and development.

Where

- This project will plan for the future of the 500-acre Frog Pond area on the eastern edge of Wilsonville.
- The land on the west side of Stafford Road is already included in the regional Urban Growth Boundary. The land generally on the east side of Stafford has been designated as a regional Urban Reserve.

Why

- This process will define what the Frog Pond area will look like in the future. It will also help define what is needed to create that future.
- The land on the west side of Stafford Road is already included in the Urban Growth Boundary. A concept plan is required for this land before it can annex to the City and develop. The land generally on the east side of Stafford has been designated as a regional Urban Reserve; a concept plan is required for this area before the City may nominate it to be added to the Urban Growth Boundary (UGB).
- The Concept Plan process is a tool to achieve multiple and coordinated benefits such as involving the community in planning for new growth, implementing community goals for livability, and coordinating infrastructure investments.



How

- The first phase of the project will take a high-level look at the whole area. Then the City will immediately get to work on refining the plan for the area west of Stafford Road (that is already included in the UGB), and answering any outstanding questions related to zoning and infrastructure.
- Infrastructure financing will be evaluated early in the project and refined throughout the process to ensure the plans are fiscally responsible and feasible.

When

- Phase 1: Frog Pond Area Plan. The Plan will be created by May 2015.
- Phase 2: Following completion of the Plan, the project team will get to work refining the plan for the area within the UGB (west of Stafford Rd.) and developing tools, such as zoning, needed to implement the Plan. This phase will be complete by May 2016.
- Phase 3: Implementation of the Plan will largely be the work of property owners and the private sector

¹ The name "Frog Pond Area" will be used to refer to the whole study area.

Frog Pond Area Plan Task Force Roster

May 5, 2014

City Council

Susie Stevens

Richard Goddard

Planning Commission

Jerry Greenfield

Peter Hurley

Phyllis Millan

Area Property Owners and Wilsonville Residents

Sparkle Anderson

Frog Pond Urban Reserve Property Owner

Simon Springall

Wilsonville Resident

Bill Ciz

Frog Pond Urban Reserve Property Owner

Amy Thurmond

Frog Pond UGB Property Owner

Marc Decoster

Frog Pond Urban Reserve Property Owner

Doris Wehler

Frog Pond UGB Property Owner

Ron Heberlein

Wilsonville Resident (Arbor HOA)

Dorothy Von Eggers

Wilsonville Resident (Landover HOA)

Jerry Rensh

Rural Property Owner

Tim Woodley/Keith Liden

West Linn-Wilsonville School District

Consultants

Joe Dills

Angelo Planning Group

Becky Hewitt

Angelo Planning Group

City of Wilsonville

Katie Mangle

Long-Range Planning Manager
503-570-1581

Mangle@ci.wilsonville.or.us

Chris Neamtzu

Planning Director
503-570-1574

Neamtzu@ci.wilsonville.or.us

Steve Adams

Development Engineering Manager
503-682-4960

Adams@ci.wilsonville.or.us

Nancy Kraushaar

Community Development Director/City Engineer
503-682-4960

Kraushaar@ci.wilsonville.or.us

Linda Straessle

Planning Administrative Assistant
503-570-1571

Straessle@ci.wilsonville.or.us

Memorandum

Date: April 30, 2014
To: Katie Mangle, City of Wilsonville
From: Joe Dills, Becky Hewitt, and Andrew Parish, Angelo Planning Group
Cc: Frog Pond Planning Project Task Force
Re: Frog Pond Area Plan - Opportunities and Constraints

Introduction

This memorandum summarizes initial opportunities and constraints mapping and observations for the Frog Pond Area Plan.¹ It was prepared in a four step process: (1) A site visit to the project area held on March 19, 2014; (2) compilation and review of background documents; (3) a project team work session held on April 9, 2014; and (4) preparation of this memorandum and graphics by Angelo Planning Group (APG), with review by the project team. Project team members and background documents are listed in Appendix A.

Six opportunities and constraints maps and diagram sheets have been prepared and attached to this memo. They are:

- Regional Context – Natural Areas
- Regional Context – Urban and Rural Areas
- City Context
- Planning Area
- City Diagrams
- Planning Area Scale Comparisons

Observations about each of the above are summarized below.

¹ The City of Wilsonville is embarking on a process to create a plan for the Frog Pond area east of Wilsonville. Planning for the combined 497-acre area will define expectations for the types of buildings, land uses, transportation, parks, and utilities that will be developed over time. The area is presumed to be developed as primarily residential neighborhoods. The City will complete a Concept Plan for the Frog Pond area by May 2015. For more information, see www.ci.wilsonville.or.us/frogpond.

The Regional Context – Natural Areas

The City of Wilsonville as a whole and the Frog Pond planning area in particular are surrounded by a rich array of natural areas, parks, agricultural lands, and rural open spaces. The Willamette River corridor in particular has many green spaces along its banks near the planning area, including Corral Creek Natural Area, Memorial Park, Mollala River State Park, Weber Farm Natural Area, Hebb Park, and several natural areas downstream of Canby which lead to Willamette Falls. The Willamette River lies under a mile from the southern boundary of the planning area. The Natural Areas map (Exhibit 1) also illustrates the significant green spaces on the west side of Wilsonville that are a short bike ride away from Frog Pond, including Graham Oaks Nature Park and the Coffee Creek wetlands.

Table 1. Natural Areas Map Observations

Map Item	Description
NA-1	The rural edge along the planning area is where city and country come together. The area is a mix of active farming and rural living.
NA-2	Pete’s Mountain provides the eastern horizon as viewed from Frog Pond.
NA-3	The ridge north of Ellingsen Road provides the northern horizon as viewed from Frog Pond. Both the northern and eastern horizons are secondary as compared to the prominence of the tree groves within the planning area.
NA-4 through NA-7	The Frog Pond area is “framed” by four tributaries that connect to other green spaces and nearby destinations: Boeckman Creek, Meridian Creek, Willow Creek, and Newland Creek. Three of these (Boeckman Creek, Meridian Creek, and Newland Creek) lead to public parks along the Willamette River (Memorial Park, Willamette Meridian Landing, and Willamette River Greenway, respectively).

The Regional Context – Urban and Rural Areas

Today, Wilsonville is both part of the region and its own distinct city. Travelling south from Tualatin on I-5 or Boones Ferry Road, the pattern of developed and undeveloped areas reinforces this distinction. The journey along SW 65th Avenue or SW Stafford Road is even more striking – there is countryside and rural housing for swaths between east Tualatin, West Linn, and the Frog Pond area. The regional context map of urban and rural areas (Exhibit 2) illustrates: (1) that the current “countryside north of Wilsonville” will likely evolve into planned urban communities as the urban reserves develop over the next 40 to 50 years, and (2) that the “country-edge” along the east side of SW Stafford Road to the north of Kahle Road is a key urban-rural transitional area. It is an “Undesignated Area” adjacent to Urban Reserves and Rural Reserves.² The map also reveals that the City of Canby is only two miles from Frog

² Urban Reserve areas are meant to provide land for future expansions of the Urban Growth Boundary (UGB) over the next 50 years, as needed. Rural Reserve areas are not eligible for inclusion in the UGB for the next 50 years –

Pond as the crow flies and but much further by road or ferry due to the Willamette, Pudding and Mollalla Rivers.

Table 2. Urban and Rural Areas Map Observations

Map Item	Description
UR-1	The Frog Pond area enjoys excellent access to I-5 and I-205 via Wilsonville Road, Elligsen Road, and Stafford Road. The downside of this access is that these routes become congested when used as cut-through routes, which happens when there is an incident or severe congestion on one of the interstates. Frog Pond is a cross-roads location and gateway to Wilsonville.
UR-2	The urban reserve area north of Frog Pond is part of the largest contiguous block of urban reserve land in the Metro region. In total, urban reserves 4A through 4G total close to 8,000 acres, roughly half of which is between Frog Pond and I-205 with the remainder north of I-205.
UR-3	The Urban and Rural Areas map shows how the land is categorized for regional planning and growth management purposes. It shows existing cities, areas planned to urbanize, and areas planned to remain rural. It clearly illustrates Frog Pond’s position as the urban-rural transition area for east Wilsonville. The southern boundary and a portion of the eastern boundary of the planning area form a rural edge where, in the future, the city and country will meet. ³ The adjacent rural reserve areas are home to a mix of active farming and rural living. Special attention will need to be given to this edge to ensure compatibility with the rural areas.
UR-4	Wilsonville’s “20-Year Look” ⁴ identifies priorities for the City’s UGB expansion areas. The Frog Pond Urban Reserve within the planning area (identified as 4H, and formerly referred to as the Advance Road Urban Reserve) is one of them, as are the Elligsen Road Urban Reserve (4G) to the north of the Frog Pond UGB area and the Wilsonville Southwest Urban Reserve (5H) on the southwest corner of the city. Preparation of the Frog Pond Area Plan provides an opportunity to establish the vision for street networks, green space linkage, trails, neighborhood frameworks, and other elements that will help connect and integrate future urban planning for a livable east Wilsonville.

their agricultural / forest status is protected for that time. Undesignated areas may be considered for future UGB expansion, but are not a priority.

³ Urban Reserve areas are meant to provide land for future expansions of the Urban Growth Boundary (UGB) over the next 50 years, as needed. Rural Reserve areas are not eligible for inclusion in the UGB for the next 50 years – their agricultural / forest status is protected for that time. Undesignated areas may be considered for future UGB expansion, but are not a priority.

⁴ “20-Year Look at Where Wilsonville Might Grow”, Planning Division Staff Report, July 14, 2008. <http://www.ci.wilsonville.or.us/DocumentCenter/View/781>

Map Item	Description
UR-5	Some of the land to the north and east of the Frog Pond Urban Reserve is “undesigned” – neither urban reserve nor rural reserve (see footnote 3). These edges will need to be sensitive to rural uses, but not preclude future connections if the undesigned areas are someday urbanized.

City Context

The City context map illustrates Frog Pond’s proximity to, and opportunity for becoming an extension of, the existing city. Discussions by the project team focused on connections – how can Frog Pond become a new, great, livable, and well-connected part of the city? The Town Center, for example, is under a mile away and will be very easy to access when the Canyon Creek Road extension to Vlahos Drive is completed this year. The Town Center is just one of several key areas east of I-5 that are within a short bike ride, SMART bus trip, or drive from Frog Pond.

Table 3. City Context Map Observations

Map Item	Description
C-1	The combined Boeckman Creek corridor, BPA corridor, and new connections could potentially be combined into a continuous greenway connection encircling the Frog Pond area.
C-2	A new collector street from Parkway Ave (adjacent to I-5) to Stafford Road at or near Weidemann Road is identified in the City’s Transportation System Plan (TSP) (the location / alignment is conceptual only). This project is not included on the City’s “Higher Priority Projects” list, so timing is long-term. When constructed, this new collector will improve connectivity between the Frog Pond area and the city’s northeast employment areas. Opportunities for bicycle and pedestrian connections could provide interim links. The area east of Boeckman Creek has only three arterial street connections (Wilsonville Road, Boeckman Road, and Ellingsen Road) to the rest of Wilsonville. There are no local street connections between these arterials because of the creek corridor. In unconstrained circumstances, a city might have 15 to 20 local street connections supplementing three links in the arterial network. So, in this instance, connectivity is comparatively low. Please see the City Context – Streets diagram for an illustration of this constraint.
C-3, C-4, C-5	Sites with infill and redevelopment potential in east Wilsonville include: portions of the Town Center, which can accommodate additional vertical mixed-use growth (C-5); vacant land owned by Mentor Graphics, which has both residential and industrial/employment Comprehensive Plan designations on it (C-3); and small infill sites on the west side of Boeckman Creek (along Canyon Creek Road S, south of Boeckman Road) designated for residential use (C-4).

Map Item	Description
C-6	Additional pedestrian connections across Boeckman Creek north of Boeckman Road are desirable in order to provide better access to adjacent employers, including Xerox and Mentor Graphics. In addition, the Boeckman Creek Trail connection south of Boeckman Road will improve east-west connectivity for trail users in east Wilsonville.
C-7	Stafford Road is a gateway to east Wilsonville. Currently a County facility, as development occurs it will be improved and transferred to City jurisdiction. There is an opportunity and need to slow traffic speeds, provide safe pedestrian crossings, safe routes to schools, manage storm water, and provide an aesthetically pleasing entrance/gateway to the city through the design of Stafford Road through and adjacent to Frog Pond.
C-8	The intersection at Boeckman Road/Stafford Road/Wilsonville Road/Advance Road is a key crossroads location for the community. With the existing church close to the northwest corner of this intersection and the future school and park sites close to the southeast corner, this area could become an important civic node in the future.
C-9	Boeckman Road provides a direct link to Wilsonville’s west side, including employment areas near the highway and Villebois. When the “Boeckman Dip” is widened and reconstructed, bicycle and pedestrian connections to the west side of the city will be much easier and safer (see P-10).
C-10	The planning area has good access to Memorial Park along the Willamette River via Wilsonville Road. This is the city’s oldest and largest park and contains both active and passive use areas that serve the entire community. Amenities include an extensive trail system, athletic fields and courts, a dog park, and a community garden.
C-11	The extension of Canyon Creek Road to Vlahos Drive and Town Center Loop East will provide a more direct connection from the planning area to the Town Center. Construction is anticipated to begin in June or July 2014. Canyon Creek Road is identified as a minor arterial in the Wilsonville 2013 Transportation System Plan.

Planning Area Opportunities and Constraints

The 497-acre study area is a logical and intuitive extension of the City of Wilsonville. Historically, it was part of the Wilsonville area’s early settlement pattern, with some key gathering places for the rural farming community, such as the Grange Hall (originally the Frog Pond School) and the Frog Pond church (immediately south of the study area). Physically, it is adjacent to key streets, existing neighborhoods, and known natural areas. Even the shape of the study area wraps around the edge of the community. The study area is naturally comprised of three parts: Frog Pond UGB area, Frog Pond Urban Reserve North, and Frog Pond Urban Reserve South. Dimensionally, each of these areas is approximately ¼ mile from center to edge, a comfortable 5 to 10 minute walking distance. There is an opportunity to design three distinct-yet-connected neighborhoods within these areas (see the scale comparison diagrams in Exhibit 6 for examples of built and highly walkable neighborhoods with comparable geographic areas).



The tree groves within the planning area provide a key visual asset, and are a link to the historic character of the area. To the extent that existing, mature trees can be retained and protected as annexation and development occurs, it will contribute to the character and desirability of new neighborhoods. The city has existing annexation policies that incentivize (but do not mandate) tree retention.

Likely future connection points to existing transportation, water and sewer systems are identified on Exhibit 4. Roadway connections will likely align with existing connections along Boeckman Road or meet spacing standards along Stafford Road. City water and sanitary sewer services do not extend into the planning area at this time; however, water and sewer connection points are available along Boeckman Road as well as on the west side of Meridian Creek.

Table 4. Planning Area Map Observations

Map Item	Description
P-1	The area adjacent to the Boeckman Creek riparian area is an opportunity for a major open space edge that is visually and physically accessible from the Frog Pond neighborhood.
P-2	The BPA powerlines create a visual and noise impact (the power lines buzz). No structures are allowed and vegetation must be low-growing. Typical opportunities include street connections, paths, horse trails, community gardens, sports fields, storm water management, and environmental restoration in the wetland area north of the Grange (the original site of a frog pond, according to local residents).
P-3	The proximity of the future primary and middle schools’ site to the existing Wilsonville High School and Boeckman Creek Primary School, and their separation by Meridian Creek, creates both a challenge and an opportunity. A trail connection is planned to link the two school campuses. It may be possible that such a link could also be designed to provide for a sewer line connection to the future schools site.
P-4	The planned extension of the Boeckman Creek trail to and through the planning area will link the area to Memorial Park. Its future location (either along the creek or the top of bank) is an opportunity to be explored in the plan. Access to the creek itself is steep in many places and there may be a need for switchbacks and bridges.
P-5	There is opportunity for open space and trail connections between Boeckman Creek, the north edge of the Frog Pond UGB area, the BPA Corridor, the planned middle and primary schools site, and Meridian Creek.
P-6	The intersection at Boeckman Road/Stafford Road/Wilsonville Road/Advance Road is a key crossroads location for the community. With the existing church close to the northwest corner of this intersection and the future school and park sites close to the southeast corner, this area could become an important civic node in the future (see also C-8).



Map Item	Description
P-7	The City’s 10-acre community park (which will be co-located with the future primary and middle schools) will be a city-wide asset as well as an amenity for the adjacent neighborhoods. Pedestrian safety near the park should be prioritized in street design.
P-8	Existing transit (Wilsonville’s SMART system) serves the area, although service is limited at present. Buses running along Boeckman Road and Wilsonville Road (line 4) connect to the Town Center, Boeckman Creek Primary School, Wilsonville High School, and the WES station, as well as to other bus lines further west on Boeckman Road linking to major employers east of I-5 and lines connecting to other parts of the city.
P-9	Additional pedestrian connections across Boeckman Creek north of Boeckman Road are desirable in order to provide better access to adjacent employers, including Xerox and Mentor Graphics (see also C-6).
P-10	The future Boeckman Road bridge across Boeckman Creek will reduce the “dip” of Boeckman Road and likely include trail access to the future Boeckman Creek trail. This project will enhance bicycle and pedestrian access to the planning area and improve safety for motorists, cyclists, and pedestrians on Boeckman Road.
P-11	There is an existing pedestrian accessway from one of the neighborhoods west of Boeckman Creek that leads to the creek. There may be an opportunity to provide a pedestrian link from the planning area across Boeckman Creek to connect to this point.
P-12 and P-13	The historic Frog Pond Grange Hall is within the planning area, and the historic Frog Pond Church is adjacent to the south. These structures are important parts of the community’s history and help create a sense of place for the area.

City Context Diagrams and Planning Area Scale Comparisons

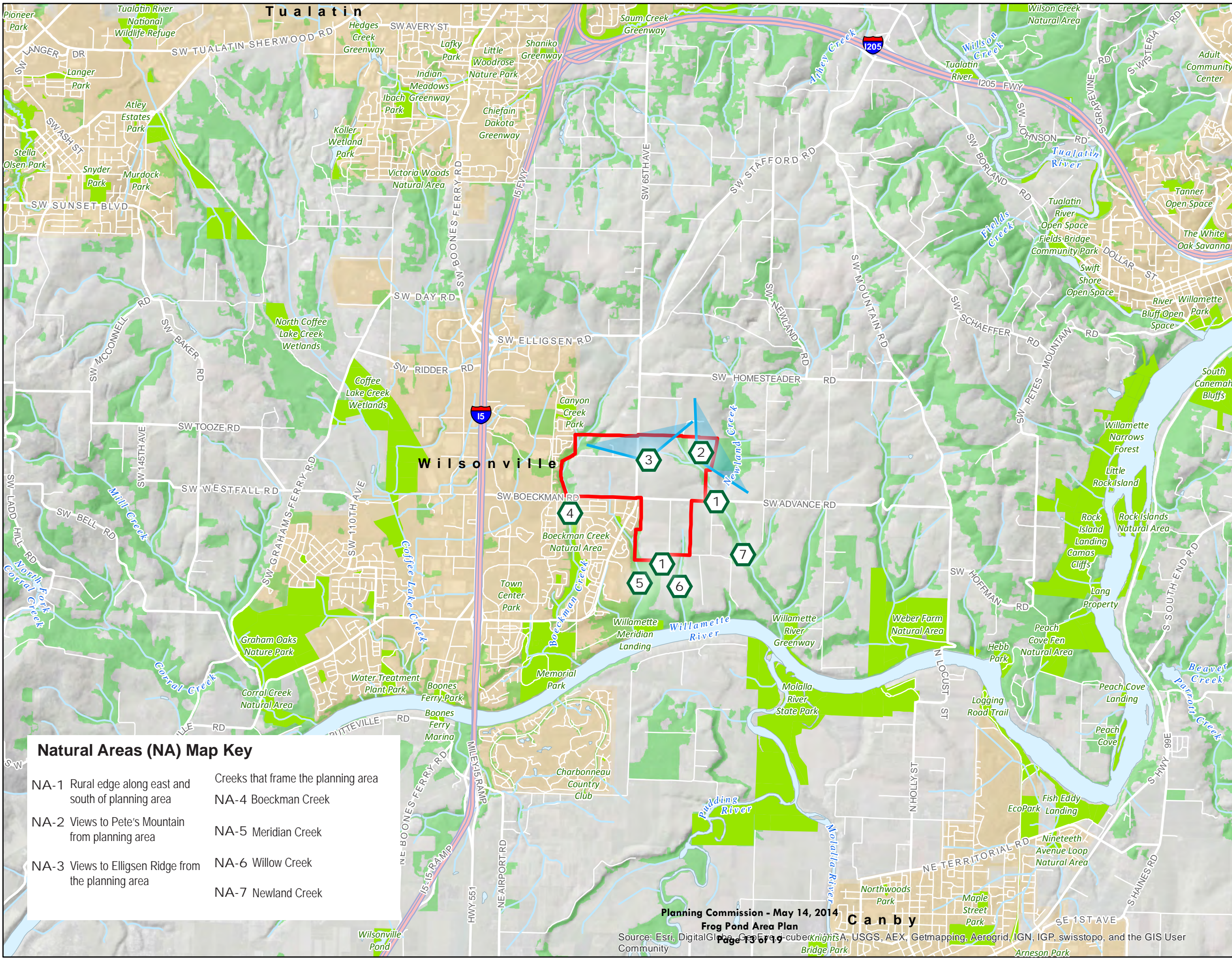
Three diagrams are provided to display an “x-ray” view of the major systems within the City and their relationship to the planning area: streets; natural areas and parks; and, buildings (see Exhibit 5).

Two planning area scale comparisons illustrate the potential for creating walkable neighborhoods in the Frog Pond area (see Exhibit 6). The 180-acre Frog Pond UGB area is approximately the size of the built portion of Villebois and Ladd’s Addition in Southeast Portland.

Frog Pond Area Plan

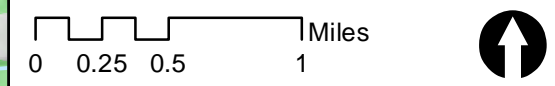
Opportunities & Constraints Exhibit 1: Regional Context - Natural Areas

- Planning Area
- Rivers and Streams
- Parks and Natural Areas
- Forested Area
- City Limits



Natural Areas (NA) Map Key

NA-1 Rural edge along east and south of planning area	NA-4 Boeckman Creek
NA-2 Views to Pete's Mountain from planning area	NA-5 Meridian Creek
NA-3 Views to Elligsen Ridge from the planning area	NA-6 Willow Creek
	NA-7 Newland Creek



Prepared By: Angelo Planning Group
Date: 4/30/2014

Coordinate System:
 NAD 1983 HARN State Plane Oregon North FIPS 3601

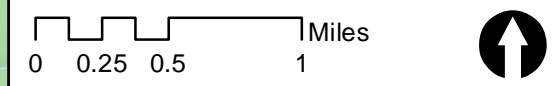
Disclaimer:
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Frog Pond Area Plan

Opportunities & Constraints Exhibit 2: Regional Context - Urban and Rural Areas

- Planning Area
- City Limits
- Rivers and Streams
- UGB
- Town Center *
- Rural Reserves
- Urban Reserves
- Undesignated Land
- Freeway access from planning area
- Local access from planning area

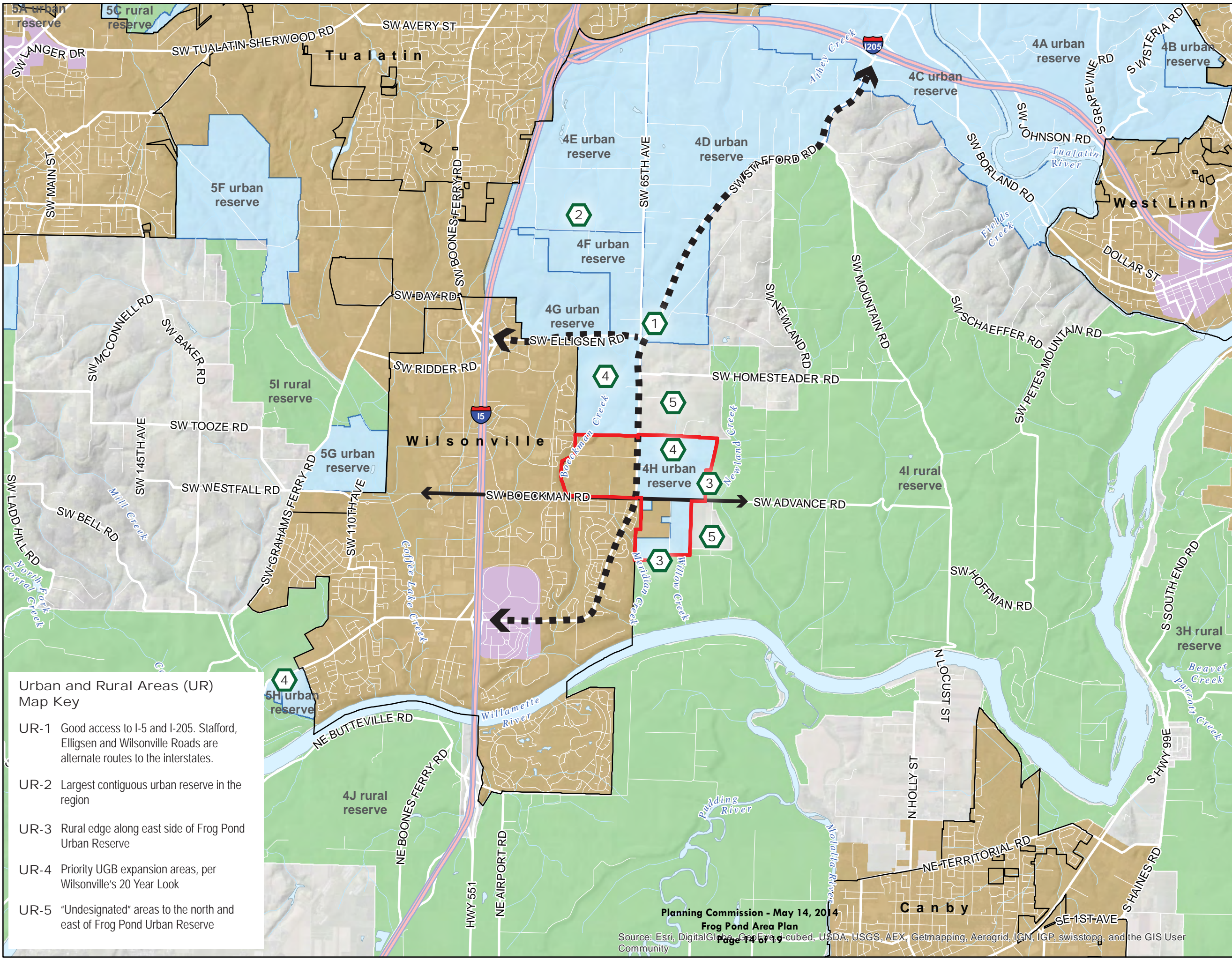
* As designated on Metro 2040 Growth Concept Map



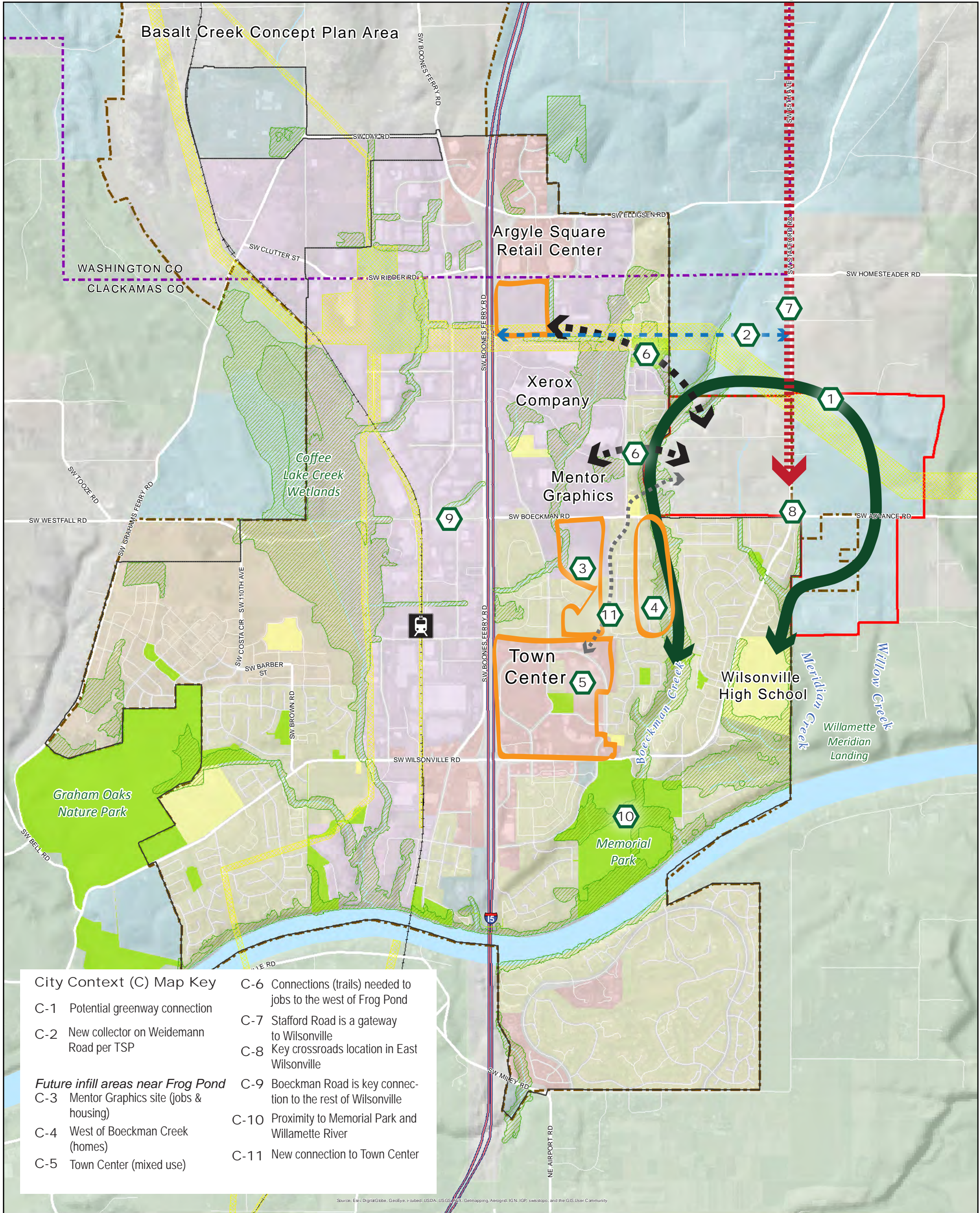
Prepared By: Angelo Planning Group
Date: 4/30/2014

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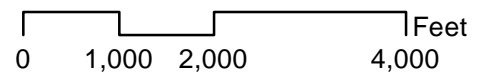
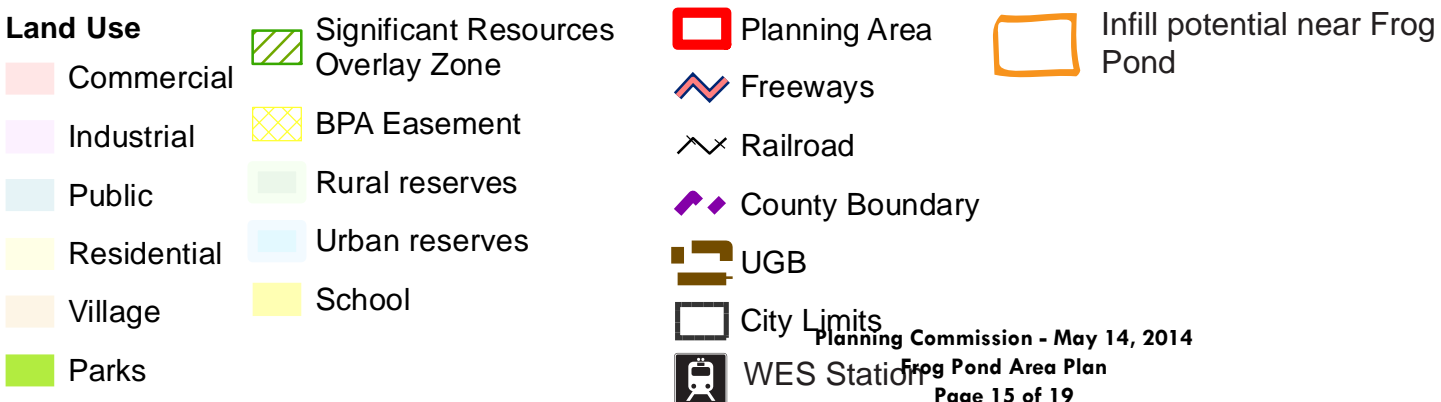
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- Urban and Rural Areas (UR)
Map Key**
- UR-1 Good access to I-5 and I-205. Stafford, Elligsen and Wilsonville Roads are alternate routes to the interstates.
 - UR-2 Largest contiguous urban reserve in the region
 - UR-3 Rural edge along east side of Frog Pond Urban Reserve
 - UR-4 Priority UGB expansion areas, per Wilsonville's 20 Year Look
 - UR-5 "Undesignated" areas to the north and east of Frog Pond Urban Reserve



Opportunities & Constraints Exhibit 3: City Context



Coordinate System:
NAD 1983 HARN State Plane
Oregon North FIPS 3601



Prepared By: Angelo Planning Group
Date: 4/30/2014

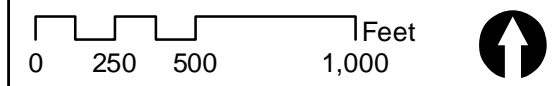
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Frog Pond Area Plan

Opportunities & Constraints Exhibit 4: Planning Area

- Building Footprints
 - Planning Area
 - UGB
 - Parks
 - Streams
 - Tree Groves
 - Wetlands*
 - Taxlots
 - Future Primary & Middle School Site
 - Significant Natural Resources
 - BPA Easement
 - Potential access point based on 1000' spacing
 - Access to align with existing roads
 - Planned Trail Connection
 - Conceptual Future Trail Connection
 - Transit Connection
 - Potential Water Connection
 - Potential Sewer Connection
 - Conceptual neighborhood with roughly 1/4 mile radius
- *Jurisdictional, likely not locally significant

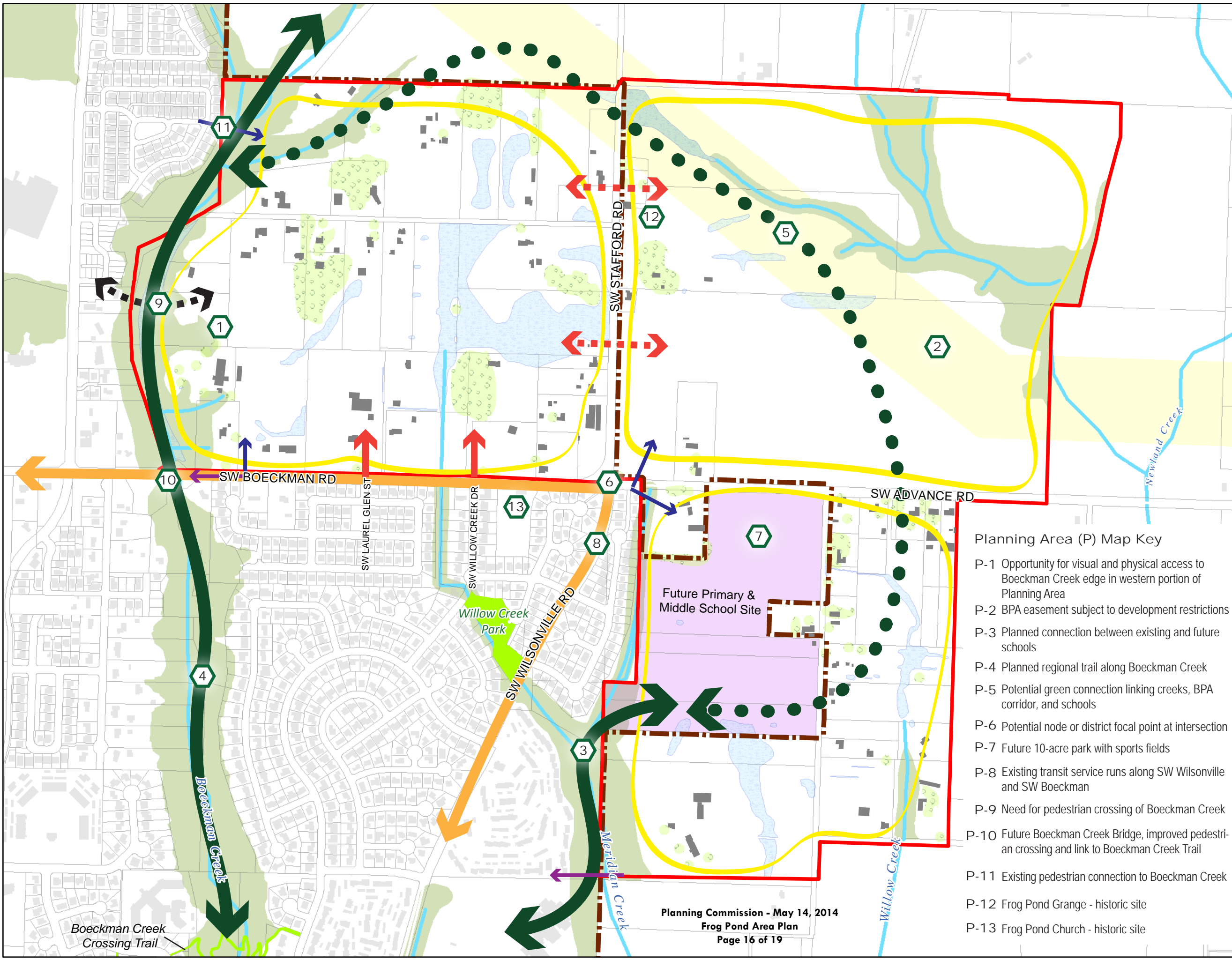
- Planning Area (P) Map Key
- P-1 Opportunity for visual and physical access to Boeckman Creek edge in western portion of Planning Area
 - P-2 BPA easement subject to development restrictions
 - P-3 Planned connection between existing and future schools
 - P-4 Planned regional trail along Boeckman Creek
 - P-5 Potential green connection linking creeks, BPA corridor, and schools
 - P-6 Potential node or district focal point at intersection
 - P-7 Future 10-acre park with sports fields
 - P-8 Existing transit service runs along SW Wilsonville and SW Boeckman
 - P-9 Need for pedestrian crossing of Boeckman Creek
 - P-10 Future Boeckman Creek Bridge, improved pedestrian crossing and link to Boeckman Creek Trail
 - P-11 Existing pedestrian connection to Boeckman Creek
 - P-12 Frog Pond Grange - historic site
 - P-13 Frog Pond Church - historic site

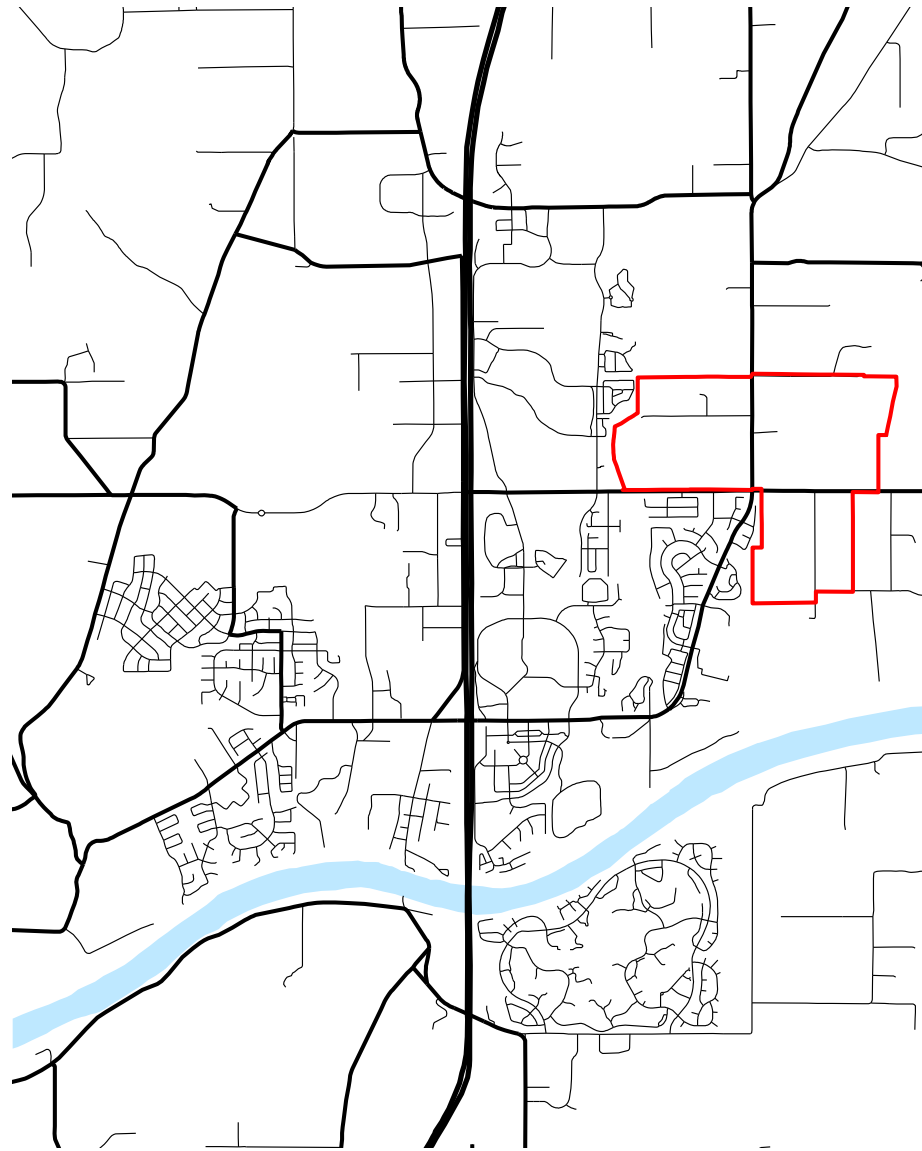


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Date: 4/30/2014

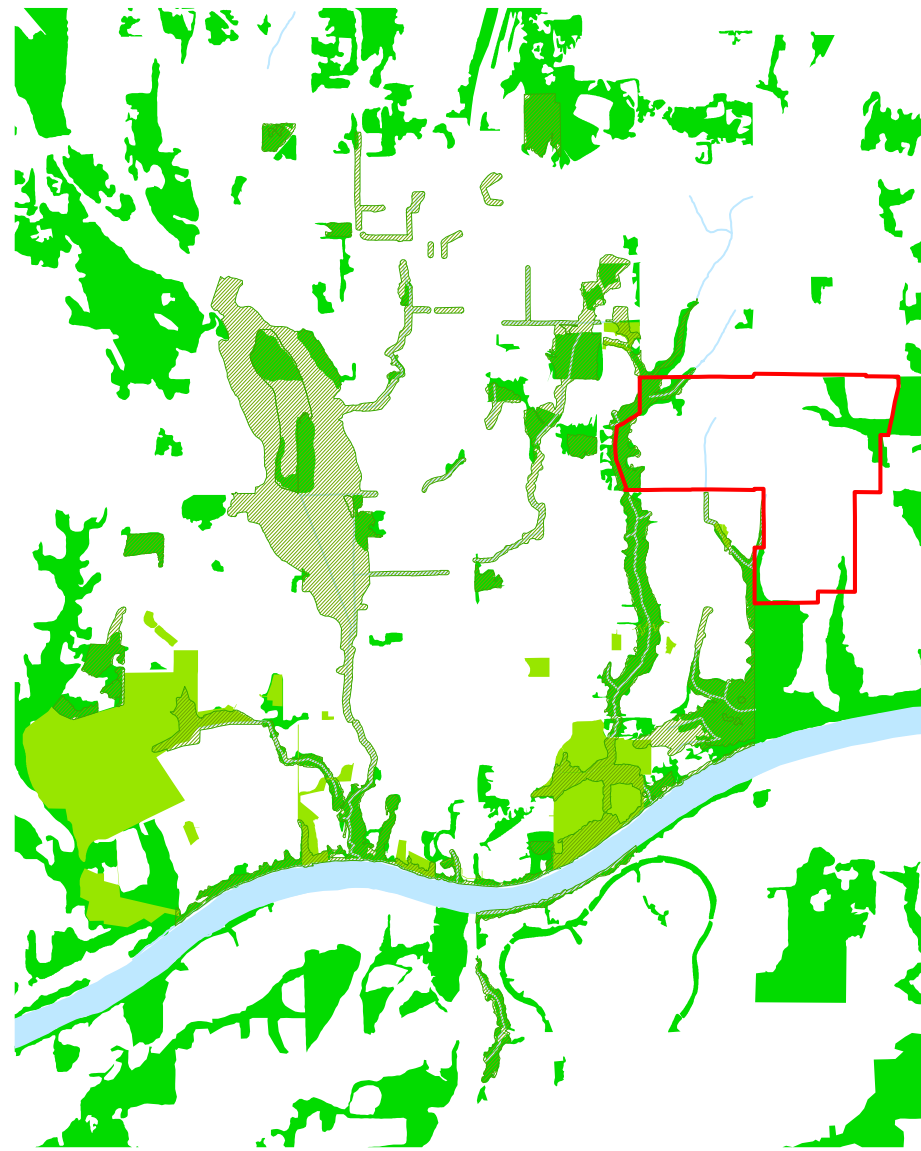
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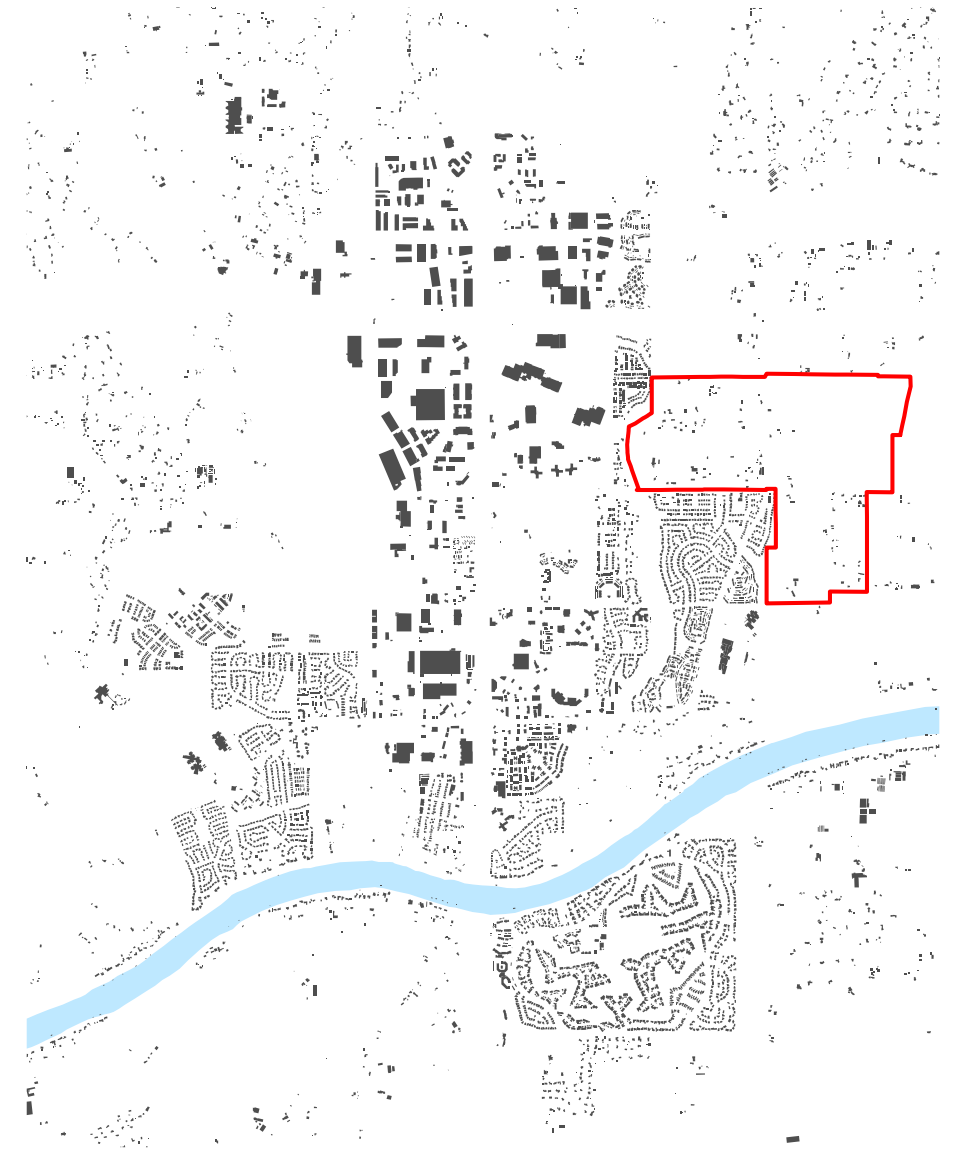




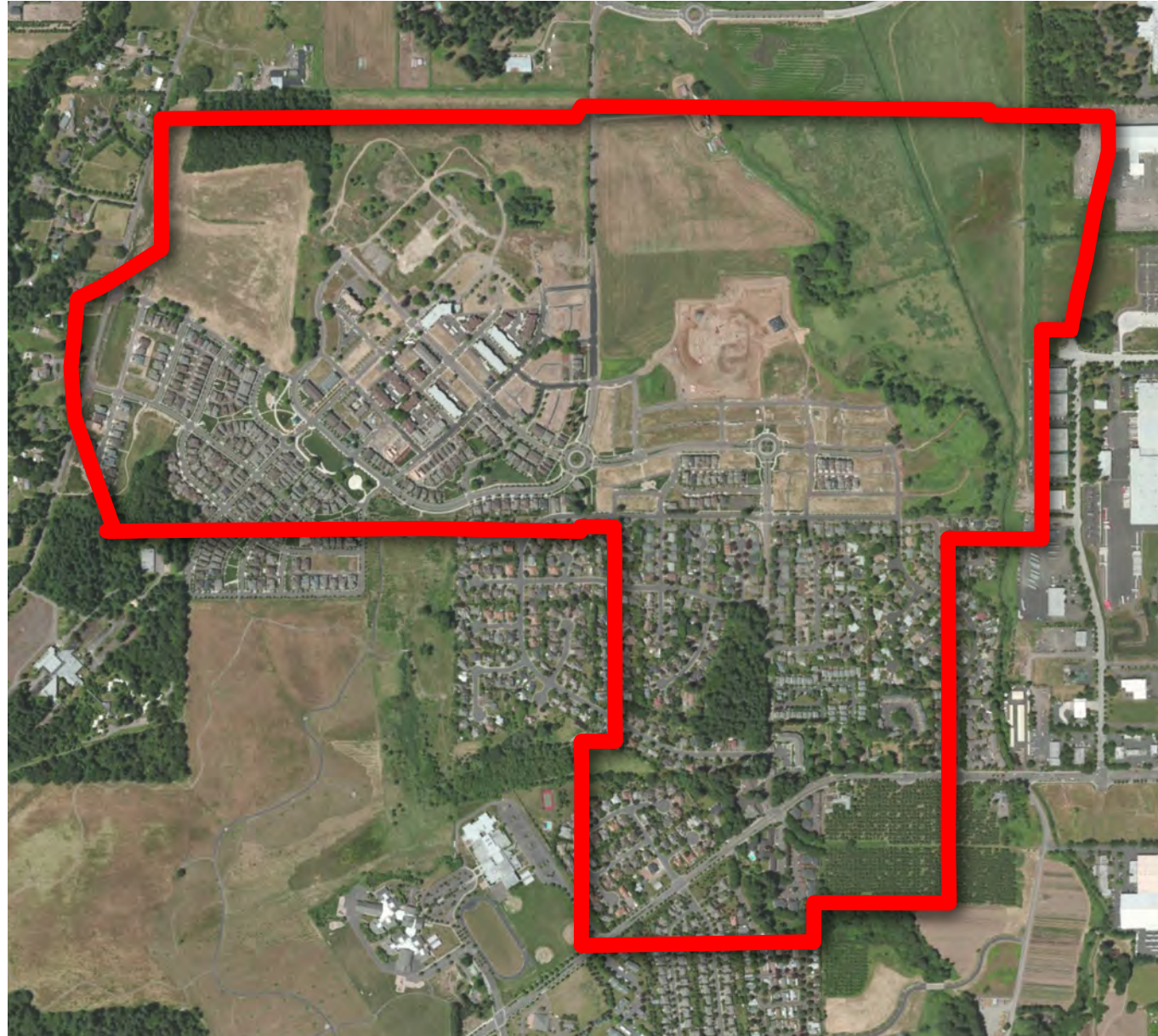
Streets



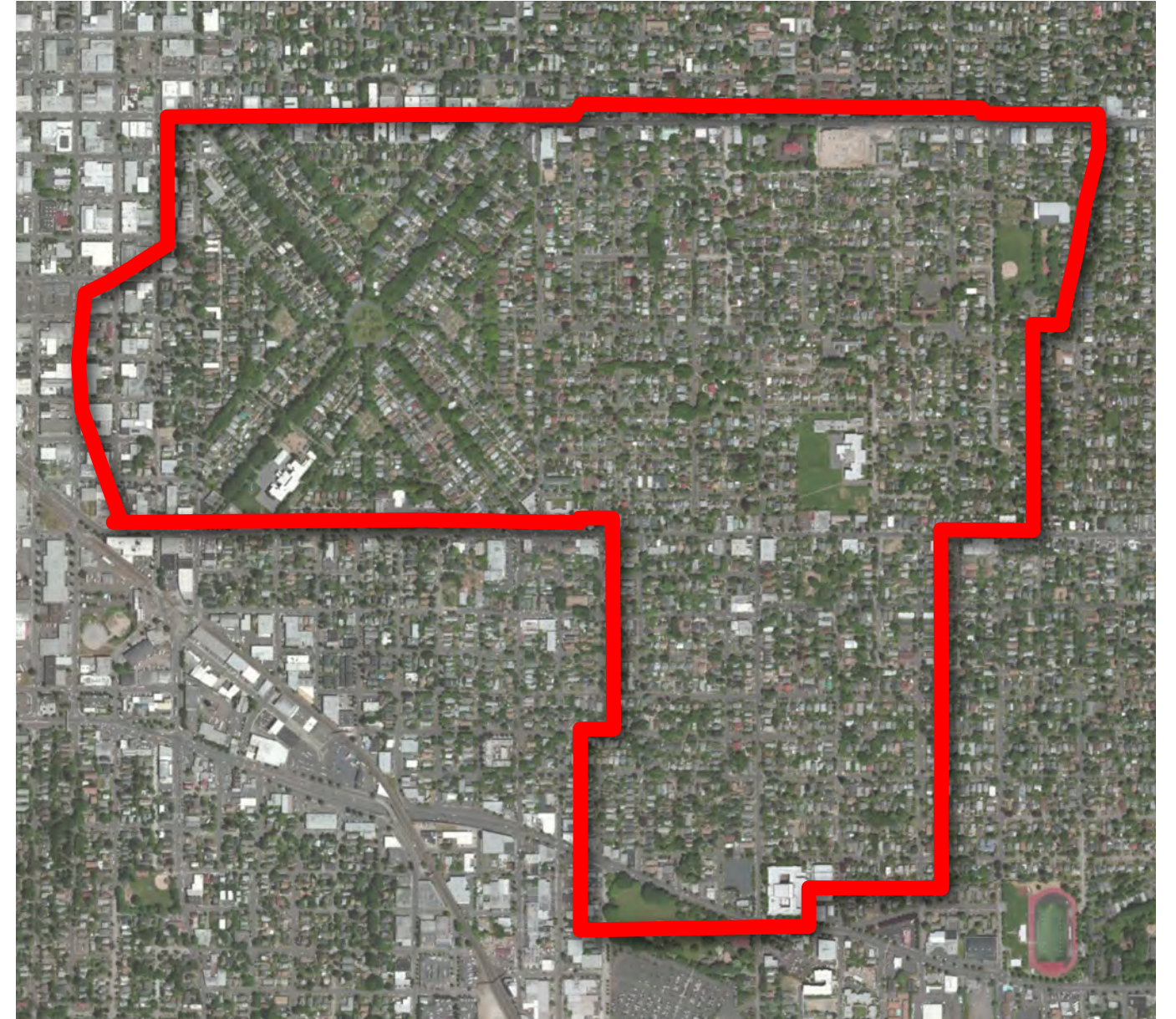
Natural Areas & Parks



Buildings



Frog Pond planning area compared to Wilsonville's Villebois and vicinity



Frog Pond planning area compared to SE Portland's Ladd's Addition and vicinity



Appendix A

Project Team Members

Consultant Team

Joe Dills, Angelo Planning Group

Becky Hewitt, Angelo Planning Group

Andrew Parish, Angelo Planning Group

Scott Mansur, DKS Associates

Brian Vanneman, Leland Consulting Group

Matt Hickey, Murray Smith Associates

John van Staveren, Pacific Habitat Services

Ken Pirie, Walker Macy

Mike Zilis, Walker Macy

City Staff

Katie Mangle, Manager of Long-Range Planning

Chris Neamtzu, Planning Director

Nancy Kraushaar, Community Development Director

Steve Adams, Development Engineer Manager

Kerry Rappold, Natural Resources Program Manager

City of Wilsonville Background Documents Consulted

Bicycle and Pedestrian Master Plan (2006)

Parks and Recreation Master Plan (2007)

Transit Master Plan (2008)

Transportation System Plan (2013)

20-Year Look at Where Wilsonville Might Grow (2008)

Comprehensive Plan (2013)

Water System Master Plan (2012)



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY MAY 14, 2014**

VII. OTHER BUSINESS

- A. 2014 Planning Commission Work Program

2014 Annual Planning Commission Work Program

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
May 14		Frog Pond Area Plan	
May 17	Spring Training with City Council and Development Review Board Wilsonville City Hall 8:00 a.m. - 4:00 p.m.		
June 11		Light Industrial Form-Base Code	
July 9		Frog Pond Area Plan	
August 13		Basalt Creek Work Session	

2014

- 1 5-year Infrastructure Plan
- 2 Asset Management Plan
- 3 **Basalt Creek Concept Planning**
- 4 Code Amendments to the Solid Waste and Recycling Section of the WC
- 5 Community Investment Initiative
- 6 Climate Smart Communities (Metro)
- 7 **Density Inconsistency Code Amendments**
- 8 **Development Code amendments related to density**
- 9 **Industrial Form-Based Code**
- 10 **Frog Pond Area Plan**
- 11 **Goal 10 Housing Plan**
- 12 **Old Town Code Amendments**
- 13 Parks & Rec MP Update - Rec Center/Memorial Park Planning
- 14 French Prairie Bike/Ped Bridge
- 15 Citywide signage and way finding program

*Projects in bold are being actively worked on in preparation for future worksessions