



**PLANNING COMMISSION**  
**WEDNESDAY, JUNE 10, 2020**

**I. ADMINISTRATIVE MATTERS**

A. Consideration of the May 13, 2020 PC Minutes

**PLANNING COMMISSION  
WEDNESDAY, MAY 13, 2020  
6:00 P.M.**

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

*Draft minutes will be  
reviewed and approved  
at the June 10, 2020 PC  
Meeting*

**Minutes**

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

Chair Kamran Mesbah called the virtual meeting to order at 6:01 p.m. Those present:

Planning Commission: Kamran Mesbah, Ron Heberlein, Jerry Greenfield, Phyllis Millan, Aaron Woods, and Jennifer Willard

City Staff: Miranda Bateschell, Amanda Guile-Hinman, Daniel Pauly, Kimberly Rybold, Andy Stone, Beth Wolf, Phillip Bradford, and Tami Bergeron.

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

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

**ADMINISTRATIVE MATTERS**

A. Consideration of the March 11, 2020 Planning Commission minutes  
The March 11, 2020 Planning Commission minutes were accepted as presented.

**II. LEGISLATIVE HEARING**

A. Equitable Housing Strategic Plan (Rybold)

Chair Mesbah read the legislative hearing procedure into the record.

Chair Mesbah stated for full-disclosure and transparency that three of the Planning Commissioners were members of Wilsonville Alliance for Inclusive Communities (WAIC), which had conversations about the Equitable Housing Strategic Plan. Although the Alliance had not taken any position on the Strategic Plan, it might do so in the future.

Miranda Bateschell, Planning Director, said she was excited and honored to introduce the Equitable Housing Strategic Plan. (Attachment 1) In 2016, Staff applied for and received a Metro Community Planning and Development Grant to pursue work around equitable housing and ensure an opportunity for affordable housing for all who live, work, or wished to live or work in Wilsonville. The work had been put on hold temporarily due to other Work Plan items and moved from the City Manager's office to the Planning Division.

- The 2017-2019 City Council Goal associated with equitable housing was "To pursue a balanced housing mix with a variety of choices to meet the needs of current and future residents of varying financial levels." Throughout this project, a Task Force of community leaders and residents helped Staff, the Planning Commission, and City Council discuss this goal and think about a plan that would help work toward and implement that goal. Equitable housing had been an important issue for the Planning Commission and City Council, and the Planning Commission had expressed repeated concern and a lot of interest in about this issue over the years and throughout this project. The result of all this work over the last year or so had resulted in a number of actionable items that could be implemented by the City to help achieve that goal.

She thanked the Commissioners for their hard work and help in developing the Equitable Housing Strategic Plan.

Kimberly Rybold, Senior Planner, noted the ideas the Planning Commission shared at its February meeting had been incorporated into the policy framework, and she recalled an excitement and interest in many of the actions Staff had going forward where the Commission's continued participation would help shape the outcomes of the Strategic Plan. She believed this was the beginning of a conversation about housing and equity in the community. She acknowledged the consulting team led by ECONorthwest, who helped developed the Plan itself, along with Deb Meihoff from Communitas Consulting, who had managed a lot of the stakeholder engagement and outreach and had been present for many of the discussions at the task force and focus group meetings. She concluded that Ms. Meihoff would provide an overview of how this progressed from a broad Council goal to the actions and policy framework before the Commission for review.

Chair Mesbah opened the public hearing at 6:15 pm.

Deb Meihoff, Communitas Consulting, presented the Equitable Housing Strategic Plan via PowerPoint, overviewing the process of creating the policy framework of the Strategic Plan as well as some of the next steps for implementing the Plan as follows:

- Equitable housing went beyond more than just simple affordability; it aimed to ensure that all people in Wilsonville had housing choices that were diverse, high quality, physically accessible, reasonably priced, and close to opportunities, services and amenities. Equitable housing also represented a system that accounted for and recognized the needs of households with lower income and communities of color who might have had experiences with a history of discrimination, and it also incorporated state and federal housing policies.
  - She noted this project had launched last spring in response to community needs, especially around affordability, but also to help achieve a better definition of equitable housing for everyone that had a variety of needs. The Strategic Plan provided a policy framework, but not a detailed implementation plan, which would come later.
- Developing the Strategic Plan involved a number of pieces. As Lorelei Juntunen of ECONorthwest presented in earlier work sessions, market research was done early on to understand the gaps and the needs in Wilsonville's current housing market, as well as what Wilsonville might look like and its housing needs given future population forecasts. That market research was tested with community engagement to ground truth the data and to learn stories the data did not necessarily report.
  - The project team also worked with the Planning Commission, City Council, the Task Force and others in the community to understand what the data was showing, what the community was saying was most needed, and what the community thought about the future, to develop and prioritize the community's priorities with many ideas and actions.
  - She presented key findings from the market research and public engagement with these key comments (Slides 5-7):
    - While almost one-third of Wilsonville residents were age 20 to 40 years old, a greater share of people over 60 years old lived in Wilsonville than in the Portland region.
    - Like most of the region, many Latinx were moving and looking to find a home in Wilsonville.
    - A majority of residents rent in Wilsonville, most predominately in single-family detached homes. Renters were the most financially stressed residents, according to the 2016 data, and were likely even more stressed given COVID-19 impacts. (Exhibit 22)
    - More than 25 percent of homeowners were also cost-burdened; perhaps they could afford to purchase their homes long ago, and now the costs of keeping up the home were a bit out of reach.

- In looking at future projections, future housing types would need to accommodate aging Baby Boomers and Millennials, as well as Latinx families, all of whom would be seeking affordable housing options, but with slightly different interests as far as the size of unit.
  - Attached and multifamily housing would appeal to all three groups because they were less expensive and easier to maintain.
  - A diversity of housing types would continue to be needed in the city well into the future.
- The market data was discussed with many in the community, including housing builders, people who work, but do not live in Wilsonville, and many residents via one-on-one interviews, focused groups, surveys, and the *Let's Talk, Wilsonville!* online forum, which gathered stories about why people chose to live in Wilsonville. These stories were important in developing the Plan. Additional insights gained from public outreach included:
  - A group of homeowners were struggling to either maintain their house, perhaps due to a sizable expense like a roof replacement, or to adapt their house to allow them to live there for a longer time period due to decreasing physical abilities might be decreasing or to accommodate a family member.
  - There was super strong desire for more accessible housing units and one level living, which would accommodate those with difficult physical abilities living in or visiting the home.
  - The building and development community discussed the costs and barriers to constructing affordable housing and the tradeoffs between the costs and the housing amenities desired in Wilsonville.
  - Employers were having real challenges recruiting and retaining employees, namely due to the high housing costs in Wilsonville and the lack of certain types of housing.
  - Nonprofit housing providers, like Habitat for Humanity and Northwest Housing Alternatives, expressed a lot of interest to continue or build a new partnership with the City in developing more affordable housing.
- The Framework for Action, developed with input from the Task Force, Planning Commission and City Council, charted a path that began addressing the existing needs in Wilsonville today, looked forward to welcoming new communities into the City, and found ways for the community to continue to thrive well into the future. (Slide 8)
  - While the Framework had been created for near term action prior to the COVID-19 pandemic, the Plan was structured to accommodate the time and space the City would need to understand the fallout of COVID-19 and be able to adjust to address later term actions. The Plan's policy framework would be able and ready to adjust to the community's needs in relation to going forward.
  - The Policy Objectives set by City Council for the project described what success looked like; set the expectations for the Strategic Plan; and identify how to get better access to housing in the community. The objectives were developed to imagine what the City could do to address gaps in access to and need for different types of housing.
  - Implementation Actions. A prioritization exercise was done with many people, including the Commission and community at large, to determine what the right fit was for Wilsonville, what was needed right now, and what seemed most feasible and viable. This resulted in two categories of implementation actions:
    - Five high-priority actions to initiate within two years of the Plan's adoption. These actions were timely, addressed the most pressing needs, responded to the Policy Objectives, and appeared most feasible given the City's existing partnerships and resources. (Slide 10)
      - At the February work session, the Commission provided many good ideas and had an interesting discussion about to implement the high-priority actions, especially

Implementation Actions 1A, 1B, and 1C, which related to land use. The project team incorporated that feedback regarding implementation into the Plan, and each Action item had a full work sheet description, starting on Page 18 of the Plan.

- The second set of high-priority actions were ideas that worked in other places and could meet the community's most pressing needs; however, more work was needed to determine if they were feasible for the City and how well they would respond to the Policy Objectives in the Strategic Plan. Discussion was also needed to explore the tradeoffs and balances. (Slide 11)
  - After the February work session, Action 2G, Local Home Repair Programs, was added from community feedback and as a way the City could help homeowners stay in their homes.
  - Based on the Commission's feedback, more details were also incorporated about how the City could go about implementation.
- Steps for Implementation. Beyond the five high-priority implementation actions intended for the next couple years, the Plan outlined how the City might assemble work plans and resources, continue building partnerships, and how to actually take action.
- Following discussions with the Council, Commission, and Task Force, the Plan also addressed how to track progress, the indicators of progress, performance measures, and how to know when the right need was being addressed. Other tracking regarded how the City was coming out of COVID-19 and the economic impacts of the pandemic, as well as watching what was happening in the market and ensuring strategic actions were pointed in the right direction.
- Additional refinements made to the Draft Plan since the February Planning Commission meeting, included spotlights on how Wilsonville had already been progressive and innovative on housing policy over the years, such as having a mobile home ordinance, the importance of equity and inclusion in housing, and more information on cost factors affecting market-rate housing. She noted the Strategic Plan built upon the City's existing policies. A new section on COVID-19 response had been added, as well as information on the Construction Excise Tax as requested by City Council.
- Once adopted, the Strategic Plan would involve many more discussions about the Plan's implementation. On behalf of the project team, she thanked the community for its interest and dedication throughout the process, and the Planning Commission for its thoughtfulness and ensuring the actions were calibrated to the community needs, and that the team considered how implementation would go and what would happen next.
- She announced Staff's recommendation was that the Planning Commission forward a recommendation of adoption of the Wilsonville Equitable Housing Strategic Plan to City Council.

Chair Mesbah called for questions from the Commissioners about the Equitable Housing Strategic Plan.

Commissioner Heberlein:

- Thanked the project team for its hard work on this excellent document.
- Noted in February, the Commission discussed Implementation Action 1A regarding Transit-Oriented Development (TOD). He questioned whether that should be the most important recommendation in the Plan. Referencing Implementation Action 2A Secure Land for Development of Affordable and Equitable Housing, he quoted the summary on Page 31 of the Plan, "The City could consider developing a program to position its current land holdings for future housing development, and to buy and hold land for future development opportunities", and suggested separating those concepts.
- Instead of focusing on TOD, the first step would be to take an assessment the current City-owned properties and determine if other properties made more sense to focus on than the transit-center area. The Commission had discussed concerns about the transit area not being connected to the City or near parks or services. It was the middle of an industrial area and its only benefit was that it was transit-oriented.

- Ms. Rybold explained the team went back to City Council in April regarding the list of priorities, and Council's feedback was that the five priorities were very important, though no specific ranking was provided. One reason TOD separated itself from Implementation Action 2A was due to the potential for Metro bond funding in the next couple years, which was an important opportunity City Council wanted to pursue. Given the aggressive time frame, having a specific site to begin doing the work was needed, which was why the transit area was a priority. The next step would be to look at feasibility, the relationship between land uses, and how residential uses might work in a unique setting different from anything else in the city, which would take a lot of brainstorming and there was no guarantee it would work.
- Responded there seemed to be a push toward that action item, but the transit area did not feel like the right place to develop. Given its current form, it was hard to imagine the development being of valuable for its residents. He was concerned about the development becoming on an island since it was not connected to other residential areas in the City.
- Recommended that "Develop Indicators" be moved before "Develop and Assign Work Programs" under Section 6 Steps for Implementation on Page 44 of the Plan. He struggled with the Plan not having tangible goals to identify which things should be worked first. It made sense to identify indicators, those tangible goals, first, and then start the process of assigning the priority of the work programs, which would have the best impact toward meeting those goals.
- Ms. Rybold replied that was a great observation. The project team took all the great feedback from the Commission's last work session to the City Council in March. Council had concerns about identifying indicators before understanding how the actions would work and what they would achieve. In April, the decision was that potential indicators could be evaluated and refined based on the data available as the actions were developed and implemented, which was perhaps why the section was organized that way. She believed the items in Section 6 were arranged as more of a collection of ideas rather than to be seen as in a linear order, although she understood that kind of goal setting made logical sense.

Commissioner Woods also commended the project team for the very comprehensive Strategic Plan and the many details for moving forward, adding he appreciated the priorities that had been identified.

- Regarding the TOD project, he agreed the transit center area did seem a bit segmented from other parts of the City currently; however, considering the projects in Planning, he could see why the area rose to the top of the list, as well as the benefits of the transit element. As the transit area developed with affordable multifamily housing, services like a convenience store should be considered so residents would not have to travel far for necessary items. Although a development project was further off, it was feasible because the City owned the land, and he believed the project should move ahead. Consideration should be given to what elements would make it better for the residents, such as the I-5 Pedestrian Bridge, which would help connect the residents to Town Center.
- Overall, he believed it was a good Plan and that the five high-priority Implementation Actions involved the right areas for the City to be focusing on.

Commissioner Millan:

- Expressed her support for the TOD, despite her initial concerns about it. She understood it was an area the City could move forward on with funding that was a bit more accessible, which was a high consideration. She also supported continuing to look at ways to make the area a more connected piece of the City. She agreed the I-5 Pedestrian Bridge might help connect the area.
- Noted Action 1B, Incorporate Needs into Middle Housing Plans, adding the Plan discussed reviewing the density limits and other Codes for Frog Pond West, but she believed the Commission had clearly planned for different housing types in the Frog Pond Master Plan.

- Ms. Rybold responded Staff was still in the initial stages of scoping out the Frog Pond project, as the City was seeking more guidance and working to understand the implications of the State requirements on the Master Plan soon.
- Commissioner Greenfield added that when doing the master planning for Frog Pond West, the Commission arrived at a grand compromise which involved an agreement to look at more diverse housing in Frog Pond East with some multifamily and some attached housing in the future.

Chair Mesbah understood a feasibility study would be done on the TOD project, so just because it was one of the priority goals did not mean it was a done deal. However, he wanted to ensure that the bigger picture highlighted in the Strategic Plan would be forming the Commission's/City's thoughts about what was and was not feasible. The issue was not only housing, but also the services and infrastructure needed to create a successful living environment and support network for the housing. Research showed that an isolated housing development, even if very affordable, would not have a support structure to function properly. As the City approached the feasibility study for the TOD, he encouraged Staff to be comprehensive about what would be needed and see what additional infrastructure and systems needed to be in place to make the project successful. It might not prove to be as quick and easy a project as initially believed because the City owned the land. Costs increase as additional social structures necessary for a successful development are considered.

- The bridge over I-5 had been brought up, but he had heard discussion that perhaps, the Pedestrian Bridge was an extravagance the City could not afford in light of economic issues resulting from COVID-19. Many of these items were in the Plan, but when they would be implemented would be difficult to know. He hoped the City would not get enticed by the availability of grant money and not think the TOD project through properly.

Commissioner Willard asked why Action 2B, Modify Parking Requirements to Reduce Cost was a secondary consideration requiring further research, rather than an action that could be enacted more near term.

- Ms. Rybold responded the primary driver was that the item generated a lot of interest, but the feedback was mixed, positive and negative. Parking was a sensitive and complex issue in the City, so the item would require more outreach and conversations with the community. Staff wanted to be sure to have all the appropriate community conversations to get it right. From the feedback received, Staff did believe the issue was that straightforward to address, thus it fell to the second list.
- Chair Mesbah added that the type of housing affected the parking required. Some housing, like senior housing, could be low hanging fruit for relaxed parking requirements. However, the use could change, such as the senior housing turning into apartments, so it would require thorough planning to ensure such details were addressed.

Commissioner Heberlein asked how the Planning Commission would see the progress of the individual actions after the Plan was adopted and implemented. Would those actions come back to the Commission for discussion as part of the process?

- Ms. Rybold responded the involvement of the Commission would vary on each action item. The Commission would have direct influence over some action items as far as recommendations and final outcomes. For instance, anything that involved changing the Development Code, such as Action 1B would come before the Commission sooner rather than later. Action 1C involved the master planning efforts in Frog Pond East and South and would likely involve several work sessions with the Commission. The Commission's input would also be incorporated with Action 1A, particularly with regard to how the types of structures and services and mix of uses interrelated to the surrounding area. Other more policy based actions, such as items involving tax abatement, would likely involve City Council.
  - As far as evaluating progress, the annual housing report would a primary mechanism to track and evaluate certain aspects of the implementation for the Commission.

Chair Mesbah called for public comment on the Equitable Housing Strategic Plan.

Garet Prior commended the excellent work by Staff during the six-month or so process and he thanked the City that community input had influenced every step of the Strategic Plan. He had talked with about thirty people and written six articles investigating the equitable housing issue and learning about the Plan. He was particularly interested in the equity lens applied to the issue, which, as Deb Meihoff noted, regarded more than income, but also the historic structural inequalities in America and in Wilsonville. He was pleased to see the specificity around equity increased in this latest draft, including the addition of Policy Objective 7, which he strongly supported.

- He cited the language on Page 11 of the Plan under Spotlight: Equity and Inclusion, stating, “While not the emphasis of this housing-focuses Plan, these issues and ideas are a starting lace for a more comprehensive approach to an equitable future for the City.”
- He implored the Commission to recommend that City Council get specific with equity now, based on the housing research and the work the Commission had done rather than waiting for a larger goal to be identified later.
- He recommended amending the Policy Objective 7 on Page 12 of the Plan or the following objectives as noted:
  - Policy Objective 1, add “for people of color and their need for affordable, multigenerational housing.”
  - Clarify that Policy Objective 3 was especially homeownership for low or fixed income individuals and families.
  - Policy Objective 5, add “especially for single parent homes and their connection to jobs, transit, and resources.”
  - Policy Objective 6, add “especially for people in need of emergency, transitional, or supportive housing.”
- With these directives at the Policy level, the structure of the project would be much better informed and could reach the desired groups.
- He thanked the Commission for its work on the Plan and recommended approval of the Plan with the proposed amendments.

Commissioner Millan requested more clarification about Mr. Prior’s suggestion to specify “emergency, transitional or supportive housing” in Policy Objective 6. She also asked him to repeat his recommendation regarding Policy Objective 1.

- Mr. Prior explained his recommendation regarding Objective 1 was because much of the affordable housing in the community was one- or two-bedroom units and not three-bedroom or larger. His recommendation for emergency, transitional or supportive housing was because the Housing Needs Analysis from ECONorthwest did not include a measurement of the beds needed for the homeless. Currently, only eight beds were available for people experiencing homelessness in all of Clackamas County, and 44 students in West Linn-Wilsonville Schools were experiencing homelessness. While he did not believe the City needed to meet that entire need, the minimum number of emergency beds and transitional or medical supportive housing, as in Villebois, should be provided.
- With these changes at the policy level, further actions would start to be seen throughout the City.

Rebecca Small, Regional Planner with Metro, stated she served as Wilsonville’s liaison to the regional government. Her responsibilities included notifying City Staff of any grant opportunities that could help support Wilsonville’s work and when a grant was awarded, she worked with City Staff and their consultants on the scoping, administration, and oversight of the project, which was the case with the Equitable Housing Strategic Plan.



- Metro initiated the Planning and Development Grant Program with the aim of providing more housing choices throughout the region. Metro defined equitable housing as quality, diverse, physically accessible, affordable housing choices with access to opportunities, services, and amenities. Metro hoped cities would seek ways to integrate more missing middle housing for mid-income residents, to add more regulated affordable housing, and to use the planning process to engage the community, particularly people of color, renters and low-income people in the decisions that would affect where and how they live.
- As seen in the variety of proposed action items, the Strategic Plan addressed Metro's objectives and Metro was excited about the outcome of its grant investment. Metro appreciated and hoped to support two things about Wilsonville's Strategic Plan.
  - First, Wilsonville was signaling that it was actively inviting opportunities to create new, regulated affordable housing to service residents. That message mattered, especially in a time when new resources were available in the region to invest in affordable housing construction, but not always community support to implement such projects. Metro was excited Wilsonville was a partner in this effort and would look for more opportunities to partner with the City going forward. Metro also supported Wilsonville's work to get input from renters and particular from growing Latinx community, the fastest growing demographic in the area.
  - Work on the project began some years after the grant was awarded in 2017, and it became clear the original amount would not be enough to get significant, meaningful input from renters and the Latinx community, so Staff applied for and was awarded a technical assistance grant from Metro to augment the originally planned outreach work.
  - Metro was impressed that the City's Staff and consultant team made extra work for themselves to secure new resources so they could ensure the Strategic Plan was directly informed by those who would be most affected. Wilsonville's Equitable Housing Strategic Plan laid the groundwork for more than housing; it was starting to build meaningful bridges between the City and some of the vulnerable communities it served. She encouraged looking for more opportunities to engage those populations as the City moved forward in implementing the Plan.
- She thanked the Planning Commission for its thoughtful review and consideration of the Equitable Housing Strategic Plan.

Chair Mesbah noted that all the Commissioners had received emailed comments, which would be entered into the record.

Ms. Bateschell clarified the updated Attachment 2, the Public Record Index, had been updated today, May 13, 2020, to indicate the additional public comments received via email and would replace the existing Page 153 of 153 of the Staff report. The updated Attachment 2 had been distributed to the Commission.

Chair Mesbah closed the public hearing at 7:10 pm and called for discussion by the Commission.

Commissioner Heberlein said that while he had some reservations about Implementation Action 1A, the Planning Commission and citizens would have the opportunity to influence that item, so he was okay with the Plan as presented. His big question was whether Mr. Prior's recommendations needed to be incorporated into the Policy Objectives. Either way, it was a workable plan, so perhaps the additional language was unnecessary. He could see benefit in adding the additional language, but as worded, the existing language was vague enough to allow for the inclusion of the specific groups and scenarios Mr. Prior was interested in adding.

Chair Mesbah believed some groups were already included, such as Latinx; multigenerational was one of the policy outcomes, so some of them were closer than others sounded.

Commissioner Greenfield:

- Agreed the current version of the Plan did cover the concerns that had been raised with the only exception being the special mention of emergency or transitional housing. He was unsure how that would work into a housing plan, as it was more related to a social service plan.
  - Chair Mesbah recalled reading a Policy Objective for the City to find non-profit partners to provide those kinds of programs, which might have been in the attachment or appendix rather than the main plan document. He believed it was in the second list.
- Agreed the attachments were the appropriate place to put such an objective, as it was not on the same order as the other housing provisions being discussed.

Commissioner Woods believed that as presented, the Plan was very comprehensive, covering many of the bases discussed at the February meeting, as well as input from the citizens. The information provided by Mr. Prior regarded some granularity that might add some clarity for people unfamiliar with this area, but he was unsure whether the language added materially to the policies of the Plan. He supported the Plan with or without the added language. He believed such granular elements would come up during Commission discussions and certainly from public input moving forward.

- The transitional housing piece was an interesting point, but he also believed it had been addressed in the supporting documents. These specifics would come up down the line during the implementation, so he was not concerned with including them now.

Commissioner Millan stated she leaned towards having the language be more specific, as she was slightly uncomfortable with the lack of specificity on some points. Speaking to Commissioner Heberlein's earlier point about needing milestones or objectives that could be tracked, having some of these things more clearly articulated would ensure they did not get lost as the Plan rolled through the future. There could be some economic uncertainty in the future, and not losing sight of some of these more specific elements might help in the future. She supported adding some of the more specific language suggested by Mr. Prior.

Commissioner Willard agreed. She did not receive via email any of Mr. Prior's specific recommendations, but hearing them during his testimony really resonated with her. Including those specific measures would ensure that the Plan stayed true to its goals by anchoring it a bit. Though she did not have the specific words before her, she favored adding the more specific language.

Chair Mesbah:

- Noted the email from Rev. Allard of Meridian United Church of Christ in support of the Plan and of adding the language. The email underscored in an interesting way that she hoped this Plan, in reaching everybody in Wilsonville, would also reach those who need additional help to succeed and those who have historically been underserved. He believed that element could potentially be lost in a comprehensive plan like this, if it was not elevated a bit. He reviewed Mr. Prior's recommendations noting that in Policy Objective 1, multigenerational seemed to be included, tied to the Latinx population growth; and with regard to Policy Objective 5, the data showed that the level of unaffordability was particularly high for single-parent families, although not specifically highlighted in the objectives.
  - Commissioner Willard noted that during his testimony, Mr. Prior had also suggested adding specific language to Implementation Items 1B and 2C, for example.
  - Ms. Rybold understood Mr. Prior's recommendations were to modify the Policy Objectives on Page 22 of the Plan; however, City Council finalized the Policy Objectives back in August. Staff would need to consider how the changes would affect the rest of the action framework. The actions were intended to implement the Policy Objectives, which was where Mr. Prior's specific additions were suggested.
- Suggested adding the language in the Goals and Objectives section to add a little more specificity since the Commission could not change the Policy Objectives.

- Ms. Rybold said she saw Mr. Prior's recommendations as addressing the definition of equity, and how that affected those targeted populations, which could be incorporated in the Equity Framework discussion earlier in the Plan, within "How can this Plan Advance Housing Equity?". (Page 2 of the Plan)
- The Policy Objectives were one way to state it, but she believed that such high-level objectives were carried through the entire project, but she agreed there were other places to incorporate those ideas in order to draw out that specificity.
- Ms. Bateschell noted some of the same themes in Mr. Prior's comments were in the sidebar of "The Ripple Effects of Affordable Housing". (Page 3 of the Plan)
- Asked if Staff was suggesting adding more granularity or if additional specificity was necessary.
- Ms. Rybold explained it was a tricky concept. Mr. Prior's comments seemed to speak to a larger topic heard throughout the project and outreach. It was a housing framework, but the work "equity" was in it, which was defined, but it had brought the larger conversation about how the City defined equity to the forefront.
  - She understood there seemed to be a desire to define "equity" for the purposes of the Plan in those specific terms. The decision before the Planning Commission was whether the notion of "equity" needed more specific definition. Staff had tried to memorialize a lot of the ideas heard during the process in the public output/stakeholder outreach appendix.
  - The Planning Commission probably also needed to think about what it wanted to recommend to City Council regarding the definition of equity, which was likely larger than the Plan itself. She did not believe equity could not necessarily tie it to one policy or particular action. Policy Objective 7 instructed one to look at the actions through the lens of all groups who had been historically underprivileged or underserved, rather than it being tied to only one or two specific actions.
  - She was struggling to decide where the best place was for the language, and welcomed the Commission's recommendations.

Commissioner Greenfield believed the City adopted a resolution a couple years ago on inclusion. Though reflected in the Plan, it might not be the best place to do so. He believed the City did adopt a resolution for equity. Wilsonville was an inclusive community.

Commissioner Millan said in reflecting back on other conversations over the years, although this Plan was looking in the right direction, the City had often gotten lost in achieving these types of goals because of a strong pushback from other sectors who did not want to do it. Perhaps she was reacting to that somewhat. She was looking for more definition in what we were hoping to achieve. She believed the Plan was good, but it did not feel very concrete. She understood there were more steps, so perhaps that was why some of the language gave her a level of comfort. There was a comment about inclusion and equity in the Plan, so she was not opposed to moving forward without adopting the specific language suggested by Mr. Prior. She received confirmation that the Task Force had finished its work and been disbanded.

- Ms. Rybold confirmed the Task Force was project specific. However, Implementation Action 1E called for a City liaison to facilitate those connections and could be a place for a group to help work through issues at a higher level. Currently, there was no defined recommendation for a specific task force, but there were suggestions about forming some kind of group to have conversations about equity or housing, so the suggestion had been memorialized in the Plan.

Chair Mesbah responded that was very helpful. With regard to the need to have issues of equity highlighted and so forth, he noted that the Plan was not creating new law; it would only be implemented where there was political will to implement it. If the Commission was serious about pursuing equity and inclusivity in the city, a task force whose ongoing charge was to look into issues of equity and inclusivity in the city, and problem-solve

in the long run, would be a much more effective way to address the historic and new issues than simply putting words into a plan that might not get implemented.

Commissioner Woods said he strongly agreed. If the City was serious about this, and it was as important as had been outlined, it would be necessary to have a task force looking specifically at this. In addition to having the language in the document, having a group that gets down to the granularity of the issues and concerns would really help the City wrap its arms around the issue. He agreed the Commission should make a recommendation to City Council about forming a task force. He believed the recommendation should be separate from the resolution on the Strategic Plan.

Commissioner Millan believed her comfort level would increase with an ongoing task force component. She appreciated the City Liaison component in the Plan, but having more citizen involvement in an ongoing way would ensure that these issues continue to be emphasized. She would support making an additional recommendation, separate from this plan, to City Council to form an ongoing citizen task force, which would also increase her comfort regarding other projects like the TOD. The City did a great job reaching out to citizens, but with a steering committee or task force there was more emphasis on ensuring that some of these nuances did not get lost. She would back away from adding some of Mr. Prior's language into the high-level plan document, but supported recommending an ongoing citizen task force be formed to continue looking at issues of equity.

Commissioner Greenfield agreed, noting a standing committee with the ability to follow through on a year-to-year basis could monitor and report to City Council. He also supported a separate recommendation to Council.

Commissioner Willard added the proposal got to the heart of what was needed to provide some peace in implementing the Plan and addresses the concerns without stalling the Strategic Plan, which was very good and met the Policy Objectives as stated.

Commissioner Heberlein agreed with what was being proposed.

Ms. Rybold noted in the Summary of Input on Broader Social Equity Themes on Page B-33 of Appendix B under General Social Equity Ideas, one recommendation from the public was "Consider chartering a Human Rights Commission that would encourage diversity, inclusivity, and celebration of Wilsonville's many cultures" which seemed to be what the Commission was suggesting.

Ms. Meihoff added the City of Beaverton had a similar commission on diversity that had a greater charge than advisory, and might be a good example to consider.

Commissioner Greenfield stated he would strongly support including both "equity" and "inclusion", which were not the same.

**Commissioner Heberlein moved to adopt Resolution LP20-0002 as presented. Commissioner Greenfield seconded the motion. Motion carried 6 to 0.**

Ms. Bateschell asked the Planning Commission to provide Staff with direction on what the Commission was looking for in terms of the recommendation to City Council, so Staff could prepare a resolution with a recommendation to be discussed on a future agenda. That way, the Commission could decide with specificity what they were voting on at that point.

- She explained that the Equitable Housing Strategic Plan would be up for adoption by City Council on June 15<sup>th</sup>. The next Planning Commission meeting was June 10<sup>th</sup>, so it was possible to bring a new resolution to

the City Council at the June 15<sup>th</sup> meeting to be considered along with the Strategic Plan resolution. She understood the Commission wanted the Equitable Housing Task Force to continue as a standing committee in a broader equity and diversity capacity, and not necessarily tied to housing alone. She invited the Commission to discuss their intentions so Staff could better understand how to proceed.

Chair Mesbah asked Commissioners Willard and Millan how important it was for the recommendation to be before City Council at the same time as the Equitable Housing Strategic Plan.

Commissioner Willard believed it would be ideal to have both resolutions before City Council, but she would not want the timing to be a roadblock if it was not ready in time.

Commissioner Millan believed it was important that the resolutions be presented together to emphasize that they be implemented together. A plan could sit in a drawer, and the Commission was seeking assurances that the project would be implemented in the spirit with which it was passed by the Planning Commission. She believed the Commission could do more of the leg work on drafting the resolution to help Staff so that it would go to City Council at the same time as the Strategic Plan.

Commissioner Greenfield said he did not think a new resolution could go before City Council at the same time as the Strategic Plan, which was going immediately to Council. He suggested that the Planning Commission alert the Council to expect a new resolution soon recommending the formation of a committee.

Commissioner Millan agreed that would be an excellent way to approach the timing issue.

Ms. Bateschell stated she and the Assistant City Attorney had discussed possible options given the different noticing implications depending on how this issue was brought forward. One option was to potentially work the language regarding the committee into the Strategic Plan resolution being forwarded to Council. There would be a sub-statement within the resolution summarizing the discussion of the Planning Commission, and the further recommendation that this committee be set up as a subsequent action after adoption of the Plan.

Commissioner Greenfield stated that was his intention, adding that establishing a standing committee was a process that would take more than one Council meeting, but the Commission could indicate that the ball was rolling.

Chair Mesbah reiterated that plans could have all kinds of nice language, but they would not be implemented without political will. There needed to be good community outreach regarding these issues, and the proposed committee would be a living, breathing operation of outreach on these needs to the Wilsonville community. Otherwise, the needs would not be heard once the Plan was adopted unless people got upset about not having their needs met, at which point, it was too late because of the harm done to the community. The committee would be keeping the community involved and up to date with regard to equity and inclusivity.

Commissioner Greenfield suggested the Commission could specify that one of the roles of the Community Involvement Committee, which was a function of the Planning Commission, would include this charge.

Chair Mesbah believed that was a great idea, adding that then the Commission could walk the talk. He asked what further guidance Staff might need to develop the language.

Amanda Guile-Hinman, Assistant City Attorney, stated after conferencing that she and Ms. Bateschell recommended that a “whereas” clause be added to the Equitable Housing Strategic Plan resolution indicating the Planning Commission would be considering a resolution to recommend the formation of this committee or

task force. First, it would put the idea before Council so they would know it was coming, and Ms. Rybold could also address it in her Staff report. It would also give Staff time to flesh out the recommendation so that it reflected what the Planning Commission really wanted.

- She clarified that because the Planning Commission had already adopted the resolution, Staff would add the language to the resolution Staff drafts for City Council.

The Planning Commission consented to Staff's recommendation.

Ms. Bateschell thanked the Planning Commission, noting this was a momentous occasion for Wilsonville, as the City had never undertaken an equitable housing strategic plan or a plan that specifically targeted affordable housing or addressed inclusivity. The City had always had a goal to provide housing for all, but there had never been a plan to this level of detail and that had specific actions to implement when going through other projects to ensure that the communities long held values were actually implemented in the City's work.

Chair Mesbah commended Staff, the consultant team, and Task Force for the all of the work they did. It had been an interesting project that kind of filled in as the process progressed.

Commissioner Woods commented that this was just the beginning, as there would be a lot more work after the Strategic Plan was adopted. He recommended calling the new body a committee rather than a task force, as the group would not be finite, but would be recognized and perhaps, have some authority.

Chair Mesbah called for a brief recess at 8:00 pm and reconvened the meeting at 8:05 pm.

### **III. WORK SESSION**

#### **A. Commercial Recreation in Planned Development Industrial (Bradford)**

Miranda Bateschell, Planning Director, noted at the January Planning Commission meeting, Staff had presented on this item, which addressed an issue that had come up several times in the past. As directed by City Council, Staff conducted some research and Angelo Planning Group wrote a white paper that Staff had presented before the Commission previously. The Commission had posed more questions, and Mr. Bradford collected more data, conducted some outreach, and did a case study. At the Council's work session last month, Staff updated on the Planning Commission's discussion and Council approved proceeding with the project, noting that it did not need to be rushed given other items moving forward and particularly during the COVID-19 response. However, the Code should be ready to move forward as the City began emerging from the pandemic restrictions.

Philip Bradford, Associate Planner, presented the Commercial Recreation in Planned Development Industrial (PDI) Zone via PowerPoint in response to the Commission's questions from its January work session. He briefly reviewed the project's background and progress to date, which included stakeholder outreach and a case study, and described Commercial Recreation opportunities and constraints, as well as feedback from City Council. Staff sought the Commission's direction on developing a conditional use permit process, square footage limitations, and on any additional standards or design guidelines that should be considered. (Slide 10)

Key comments and Staff's responses to Commissioner questions were as follows with feedback to Staff's questions on Slide 10 as noted:

- Staff explained that the City required a traffic impact analysis (TIA) for every project submitted for development review to have an understanding of how many trips would be generated on the site, how the project would impact the system, and what could or could not be accommodated on the site. TIAs would still be required, but Staff had not defined how to address a project that caused trips to exceed the site's capacity or that created traffic issues.

- In other areas, the City had addressed that issue through different mitigation, such as requiring improvements to the system or trip management so trips occurred at specific or offset times, or that transit be used as a portion of the trips for the site. If this was the direction the Commission wanted, what tools should be used? If the trip generation was excessive, the conditional use would not be allowed because the use would not meet the performance criteria set forth in the process.
- If a proposal was being made and traffic problems already existed in the area, it was a tough sell. At some point, Staff needed to make it clear that the owner of that property had the right to a certain traffic impact that was part of their approval to begin with, and as long as the project did not make it worse, it would be fine.
- Direction on Conditional Use Permit (Slide 10):
  - What level of detail would be in the Code if the City were relying on a conditional use permit for the approval of Commercial Recreation in an industrial area?
    - Mr. Bradford answered if a conditional use permit were used, Staff would be looking for criteria, such as square footage limitations, separating uses by intensity, indoor versus outdoor, prohibiting Commercial Recreation uses from expanding in new construction sites because they would take up land from an overall industrial development. A criterion discussed during the last work session was if the City allowed purpose-built, the structure would have to be easily converted to an industrial flex use.
      - These were the kind of criteria Staff would be looking to implement for a conditional use permit. Any additional guidelines the Commission could offer would be beneficial.
    - Without going into the details of all the mechanisms behind the criteria, a conditional use permit seemed like a reasonable way to go. The concern was ensuring there was enough specificity so the criteria for the permit were clear and measurable to know whether the criteria were met for approval of the conditional use permit.
  - The white paper discussed how the current Development Code left some ambiguity in terms of retail, service, service-commercial, so when changes were made in the Code, code language from other cities that seemed to work well for them should be used. It could help in nailing down the criteria to approve a conditional use permit, and provide some logical steps to make everything flow a little better.
  - Was there any mechanism to tie the conditional use permit to vacancies? If an industrial park had a lot of vacancies, providing more liberties in how the vacancies were filled could be beneficial. But, if the City was severely limited on its industrial availability, the City might be more discriminating about what uses were put into those vacancies.
    - Staff responded that could be a criterion; nothing currently in City Code regarded any preference about vacancies. If the Planning Commission wanted to set that as one of the criteria, it could be included.
    - It was an interesting concept to flesh out in more detail as far as how it would be codified, by a threshold of a certain percentage of vacancy, or a sliding scale for square footage based on vacancy, etc.
    - Another concern was that it seemed to be a market-driven, in terms of if the property owner could rent it to a rock climbing gym or for employment. The City should consider the business owners' feelings about that. While the City needed to preserve its industrial space, some properties sat vacant for some time.
    - One danger, especially in a period of recession when development was not particularly hot, was that in desperation any development was good development and resulted in the loss of a lot of capacity to land uses that would not normally be approved, and would probably be better preserved until the right time and the right land use. It was something to consider before having a fire-sale on vacant land.
    - In light of COVID-19, there was potential for increased vacancies in industrial park areas.
    - Having a criterion tied to vacancies should be considered, especially in light of the economy and unknowns. Owners might be more creative about using and open to suggestions about filling vacant spaces.

- Square footage limitations.
  - Did the City need to be more restrictive than Metro's requirements on square footage limitations? Was there any scenario where stricter standards might be desired?
    - Mr. Bradford stated the concern was further restrictions might further prevent recreational uses from opening, which did not follow the intent of trying to expand the uses.
      - He confirmed Metro's Title 4 limited commercial development in the three industrial areas and the thresholds changed depending on the location of the site. Wilsonville had three different Title-4 areas: Employment, Regionally Significant Industrial Area (RSIA), and regular Industrial. The requirements were most stringent in the RSIA and Industrial areas, but the City would only be expanding in Employment areas. The City was not really constrained, since Metro limited commercial uses in those areas to 65,000 sq ft. The City's Code was written so that the limit was 5,000 sq ft by default in a single structure and 20,000 sq ft in a multi-building development.
      - He clarified that Title 4 did not specify indoor or outdoor commercial usage, but discussed commercial uses more broadly.
    - Ms. Bateschell noted Page 3 of 19 of the Staff report provided the specifics on Title-4, and Page 19 was the map showing the areas that would apply within the 65,000 sq ft Commercial use under Metro's code. Those were the only areas being considered for expanding Commercial Recreation.
      - The question was whether the Commission wanted to allow the use up to Metro' limit of 65,000 sq ft or somewhere between 5,000 sq ft and 65,000 sq ft?
  - Would looking at the use more holistically across the City make sense, rather than development by development? The City had an overall inventory of industrial stock and would only allow a certain percentage to be used for Commercial Recreation uses. That way it would not be tied to a specific development. As people add more developments, the 65,000 sq ft allowance could push a lot more commercial development in an industrial zone, which was not the intended direction.
  - The square footage might also be tied to the amount of vacancies; but allocating a percentage of what was available seemed much more equitable as far as who could or could not put in these types of uses.
    - Mr. Bradford responded he would want to study the issue more to consider how to implement a citywide percentage. His first concern was that a percentage might be more difficult to track verses implementing it through a Code update that could be applied universally. He would research different ways to implement a percentage if the Commission so desired.
  - Absent some of the mechanisms being discussed on variability, the idea of allowing some of the city's large industrial spaces to go to commercial uses seemed short-sighted. Large industrial contiguous spaces were harder to come by so breaking them up into commercial spaces seemed very short-sighted. Limiting Commercial Recreation uses to 5,000 sq ft seemed excessive in light of the Crossfit example provided. Expanding the use up to 10,000 sq ft seemed reasonable, but going up as high as 30,000 to 40,000 sq ft seemed negligent for the Wilsonville's industrial preservation.
    - Mr. Bradford asked the Commission to consider a specific number for the Code update. If 30,000 to 40,000 sq ft was too excessive, was 20,000 sq ft permissible? Where should the limit be drawn? He had no recommendation at this time.
  - Did the case studies offered in the Staff report provide a common square footage used by many of the Commercial Recreation businesses?
    - The Staff report cited very different ranges for indoor soccer areas with 15,000 to 30,000 sq ft in one section and 30,000 to 40,000 sq ft for indoor soccer and indoor go-karts in another. The space of an indoor go-kart track felt smaller than an indoor soccer field, but that could be misleading.
  - Concerns had been expressed about large industrial spaces being under-utilized. Given the prevalent industrial uses in Wilsonville or the desired industrial uses, what spaces became premium and what became extra and not usable for the intended industrial uses? Where did it make sense to open up



industrial spaces for viable alternatives because they would be less desirable as future industrial space?

- It was cheaper to site a commercial development in an industrial area because the building was already there. Wilsonville might have enough commercial space to put in a large business, like Fry's for example, but it was more expensive because it was a custom built facility. Allowing commercial developers to have cheaper industrial sites was fine to a certain extent, but leaving large industrial areas exclusively industrial was what that zoning was for.
- In the 2008 crash, Wilsonville was left with six large industrial buildings vacant, which were subsequently identified as part of the TIFF Zone Strategy. The industrial nature of those sites was to be preserved and enhanced as a condition of receiving the TIFF funding. One site was the Jeep/Ram dealership, which became commercial. None of the other property owners took advantage of the TIFF funding. It seemed the Commission would not want to give up the high employment productivity of those large industrial buildings.
- Industrial facilities were at a premium in the whole Metro area, including in Wilsonville. If there was a shortage of industrial facilities and square footage, why would industrial uses not fill those spaces quickly, before they sat around vacant for someone to pick them up on the cheap?
- The motivation for putting some commercial uses in the industrial areas was that some Commercial Recreation companies were maxed out in their current sites and could not grow, but the community need was there.
- Having access to some Commercial Recreation in heavy industrial areas was very attractive to some industrial employers as it would allow employees to recreate or dine near their work, which made it more attractive to some of the talent they were trying to recruit.
  - This provided a more comprehensive view of an industrial development and how a commercial change of use or expansion could be an added value to that employment center as a whole, which was a different criterion than simply filling the space because it was vacant.
    - The square footage criterion then became almost moot, because depending on how much value it added to the surrounding industrial development as an additional service for the high-intensity employment, it might be worthwhile to go with a higher square footage to accommodate. The square footage should depend on the overall square footage of the entire industrial complex and whether it was the right amount to support the industrial complex as a whole.
    - The square footage or percentage would depend on how much value it added to strengthen the adjacent industrial area, which could be documented using surveys of employees and employers vouching that the commercial use would improve their hiring ability, etc. However, that was much more complex than a square footage number or percentage.
    - In the Basalt Creek Plan, a lot of thought was given to potential places to eat and recreate, so this discussion was not out of line. The Commission agreed that such uses were part of making a good industrial area.
- Mr. Bradford stated that while he was unfamiliar with the Basalt Creek Plan,
- He believed should look at what would provide different recreational and commercial outlets to industrial users in all areas. He would take the Commission's discussion into consideration and return with more concrete language in a draft code for the Commission to consider next time.

Chair Mesbah thanked Mr. Bradford for his work on the project, adding the Commission looked forward to seeing the draft code.

Mr. Bradford thanked the Commissioners for their feedback and time.

#### **IV. INFORMATIONAL**

- A. City Council Action Minutes (March 2 & 16 and April 6 & 20, 2020)

(No staff presentation)  
There were no comments.

B. 2020 PC Work Program  
(No staff presentation)  
There were no comments.

**V. ADJOURNMENT**

Chair Mesbah adjourned the regular meeting of the Wilsonville Planning Commission at 8:58 p.m.

Respectfully submitted,

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