



# **PLANNING COMMISSION**

## **WEDNESDAY, JULY 8, 2020**

### **I. ADMINISTRATIVE MATTERS**

A. Consideration of the June 10, 2020 PC Minutes

**PLANNING COMMISSION  
WEDNESDAY, JUNE 10, 2020  
6:00 P.M.**

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

*To be reviewed and  
approved at the  
July 8, 2020 PC Meeting*

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**Minutes**

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

This meeting was conducted and recorded via Zoom.

Chair Kamran Mesbah called the meeting to order at 6:02 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, Kerry Rappold, Zach Weigel, Daniel Pauly, Kim Rybold, Beth Wolf, Andy Stone, Georgia McAlister, 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 May 13, 2020 Planning Commission minutes

Commissioner Greenfield said he did not believe his comments on Page 10 of 17 accurately reflected what he had stated, "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."

- While he was uncertain about the second sentence, the third sentence was inaccurate.

Following discussion from the Commission, Commissioner Greenfield agreed the third sentence should be deleted. He added that a statement about equity would complement the one on inclusion.

Commissioner Milan moved to approve the May 13, 2020 Planning Commission minutes with the following correction:

- Delete the third sentence in Commissioner Greenfield's comments on Page 10 of 17, which stated, "He believed the City did adopt a resolution for equity."

Commissioner Woods seconded the motion, which passed unanimously.

**II. WORK SESSION**

A. Urban Forest Management Plan (Rappold)

Miranda Bateschell, Planning Director, stated the Planning Commission would hear an update on the City's first Urban Forest Management Plan, a project that Mr. Rappold was undertaking this year, adding that a consultant had just been selected to help on the project. As the Commission might recall, one thing that came out

at the end of the Town Center planning project was to do additional work inventorying trees in Town Center, and to help enhance the urban forest in the Town Center to help achieve the environmental stewardship goal that was in the Town Center Master Plan.

Kerry Rappold, Natural Resources Manager, noted he had introduced the Urban Forest Management Plan at the November Planning Commission meeting. Following a Request for Proposal (RFP) process, PlanIT Geo was selected about a month and a half ago as the consultant for the project. He presented the Urban Forest Management Plan (UFMP) via PowerPoint, highlighting the Plan's purpose and benefits, its framework and timeline, as well as the reasons PlanIT Geo was selected as the City's consultant, noting the company's experience and proprietary software.

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

- Under Community Outreach, the project team should involve homeowners associations (HOAs) and get their input. Most HOAs have websites, which would make it easy to provide links to surveys, etc. and it would be a good way to get homeowners involved.
  - Mr. Rappold agreed the HOAs were a great conduit within the community and the team would want to make use of them as much as possible. He would be sure to include the suggestion in the Outreach and Engagement Work Plan.
- Mr. Rappold explained that "Cultural and ethnic challenges..." in the last bullet under Item 5, the top sentence on page 9 of 12 in the Scope of Work, would need to be discussed further with the consultants, specifically about what that would mean in terms of the project.
  - The team wanted to be equitable, which was one of the things considered in the Neighborhood Tree Program. The team wanted to acknowledge areas that were underserved, in terms of where street trees were being planted or maintained, and make sure the entire community was being considered in this process.
- The consultants were scheduled for two presentations before the Planning Commission, but the project team wanted to wait until there was more work to report on before bringing in the consultants.
- Mr. Rappold explained the Plan's approach in the focus areas of Town Center and Charbonneau would be to look at where trees could be retained in terms of future development, but the team could not get to that scale in the rest of the City so a broader approach would be used citywide.
  - The focus on Town Center and Charbonneau would allow a fine-scale approach to retaining and preserving in those areas during future development that scaled to the entire city, so it would be a broader approach to the rest of the city.
- The Development Review Board (DRB) did not have much choice about which specific trees were retained or removed in any given development. How could the DRB retain certain trees and what policies would need to be updated accordingly?
  - Mr. Rappold responded the Scope included an exercise to look at existing plans and policies, which would include the Development Code. If something could facilitate or make it easier for the DRB or review body to make decisions regarding tree retention, he believed that would be an important consideration for the UFMP.
- The stakeholder groups should include business arborists working within the community because of their professional knowledge about the trees in the city, including arborists contracted by the City to work on tree removal and tree protection plans. He expected to have some targeted outreach within Charbonneau and Town Center to explore what was and was not being done well within the community.
- The UFMP needed a vision statement to better understand how the urban forest would be different or improved through this Plan. Perhaps, this goal statement was intended to come out of the public engagement.
  - Mr. Rappold agreed the UFMP would be a reflection of what the community believed was important. The project team would suggest some vision ideas and goals for the urban forest, but the feedback about what the community wanted to see happen was important. Through the survey, information on

*Let's Talk, Wilsonville!*, or specific public meetings, the project team would suggest some possible options for the vision statement based on the Goal Framework. (Slide 13) The goals would lead into the strategies or groups of strategies for action, which would be brought to the community.

- Certainly, the Plan would address invasive species and new challenges with new bugs arriving, but were there any specific species of concern that live in the city's urban forest?
  - Mr. Rappold confirmed some species were prone to pests or were not as resilient to climate change. Natural Resources was looking at different species, such as from southern Oregon or northern California that might be more adaptable to the climate in coming years. Staff had to consider that adaptability, the direction of the forest into the future, and the accommodations needed to address climate change, which could include the species' resilience to climate, pests, and other problems.
- Mr. Rappold explained that the impact of public use and the increased use on the canopy and various habitats in newly proposed park areas, such as the kayak launch and overlook walk near the Willamette River, would be part of the consultants' review.
- The U.S. Forest Service benchmarks were an excellent tool to use and should provide a good scorecard for the City.
- Mr. Rappold explained that the previous tree inventory conducted by interns identified at least 24,000 trees by location, species, condition, and any issues associated with the tree.
- Plant Geo would go to that same level of detail in the focus areas of Town Center and Charbonneau, so a lot of great information would be available between the two data sets. It would be easy to create an interface between iTree software used by the City and the TreePlotter software for this project. The previous street tree inventory went as wide as 20 ft to 30 ft outside the right-of-way, so it included a lot of natural areas, too. The consultants had already used the street tree inventory to identify deficiencies within the community for the City's Neighborhood Tree Program. Staff would be able to make similar decisions; for example, if there was a strategy to increase the overall canopy, the data would help determine the species composition, locations, etc.
- Staff explained that the street tree plan requirements for Town Center would be impacted by this work, in terms of what trees species to plant and in what areas. The information gathered by the consultant would be coordinated directly with the Town Center team and feed into the Streetscape Plan that was currently launching. Staff was trying to line up those projects systematically so they could be coordinated.
  - In addition, Staff was developing an RFP for updating the Stormwater Master Plan, and Staff had talked with the consultant about using the information and data gathered about trees helping with stormwater management being used to help update the Stormwater Master Plan. Staff was always looking for ways to integrate and be more effective in their planning to determine the best approach.
- Community Outreach would include the entire community's input, not just Town Center and Charbonneau, the focus areas. Charbonneau had risen to a different level due to so much discussion and concerns from residents over the years about the Northern Red Oaks. The City had put so much effort into Town Center that Staff wanted to do the best they could with the existing trees there. These areas would form the basis for other work done in the community, perhaps by creating an action plan that could be applied to other areas as needed.
- The City should query the HOAs to find out about pressing or longstanding concerns in the neighborhoods. For instance, residents in Canyon Creek Meadows were concerned specifically about aging pear trees. Daydream Ranch and Arbor Crossing residents were concerned about their trees as well. How could the Planning Commission help address maintenance and restoration of existing developments?
  - Mr. Rappold responded some specific areas might be looked at in that respect. Overall, the plan was to look at what the appropriate composition of trees in the community and where there were issues related to specific trees used 10 to 20 years ago and if they were appropriate today. Perhaps, a tree list needed to be developed to include certain trees, but excluded others. Decisions regarding trees change over time, especially with regard to invasive species which become a problem. The project team would look at the city in its entirety, although the level of detail would not be the same as that used in Charbonneau and Town Center. He hoped to the project would result in a process to help assess and make decisions about those situations.

- He agreed that having a sense of inclusiveness was important in order to have broad community support for the overall plan.
- HOAs could provide feedback about problem species not obvious to the casual observer and could help avoid planting them in future developments.
  - Mr. Rappold agreed, adding he works closely with various HOAs, which provide good input.
- Communication with HOAs was also an opportunity to educate communities about the importance of trees in neighborhoods. Staff could provide short presentations at HOA meetings as part of the community outreach effort and get some feedback there, too.
  - Mr. Rappold agreed adding that once the plan was adopted, the City would move forward with an education outreach strategy to educate the public, and contacts developed with the HOAs would facilitate educating people within those areas of the community.
- The entire UFMP project should always be presented as covering the entire city, in Staff's presentations, online, outreach to HOAs and other stakeholders, etc. as well as the summary. The summary should also discuss that part of consultant's role was to identify special areas of needed improvement, gaps in operations or maintenance, procedures, protocols, etc. and that the project team had already identified two areas of special concern: Charbonneau, because of the oak trees, and Town Center, where the City had already expended a lot of planning efforts in redesigning it for redevelopment, in which landscaping was a very important element. The two focus areas could be explained at the end of the summary, so they did not overshadow the whole project.
- The following UFMP implementation points were suggested:
  - Regarding carbon sequestration, urban forestry programs in other cities use wood harvested from diseased or displaced trees to provide wood for artisans, which perpetuates the carbon sequestered, rather than for firewood, which releases carbon back into the atmosphere. Even though wood was plentiful in Oregon, providing wood free to woodworkers would be in line with the carbon sequestration goal.
  - Create a maintenance protocol training so arborists could be certified by the City as understanding the goals and objectives of the UFMP so they did need to be double-checked and second-guessed by the City's arborists.
    - Chair Mesbah shared that he was told by Planning that he did not need a permit to trim an oak tree and that the Public Works Department would talk to his hired arborist to ensure he was doing his job. Public Works was told of the arborist's proposal and did not respond. His hired arborist started, and then the City responded to a complaint that someone was "killing trees". The City's arborist said the trees were protected, which resulted in the hired arborist becoming overly cautious to protect himself from trouble.
      - The City needed a clear protocol that commercial arborists could learn, so they could do the work necessary and then the City could do spot checks. The City could remove an arborist's permit if abused, but the goal would be to not second guess someone in the middle of a job.
  - The HOAs have always been a bit of a mystery, in terms of the requirements and limitations of the HOA, the City, and the owners, as well as their relationship to one another. It would be nice if the responsibilities and limitations of each party were spelled out clearly, and the UFMP might be a good opportunity to consider doing that.
    - Mr. Rappold agreed Charbonneau was particularly confusing with regard to the Tree Protection Code and tree removal permits.

#### B. I-5 Pedestrian Bridge (Weigel)

Miranda Bateschell, Planning Director, said she was excited about the important I-5 Pedestrian Bridge project, which was linked to a number of adopted master plans, including the Bike and Pedestrian Connectivity Plan, Transportation System Plan, and the most recent Town Center Plan. The Planning Commission's previous work sessions held earlier this year laid out the scope for the bridge project, as well as the timeline for the key milestones and community engagement pieces. Staff would be addressing the first step, which related to the

gateway plaza. Staff posed many key questions to the community earlier this year in an open house, online, and via a survey, and received initial comments and input about bridge types. In thinking through the different bridge types, Staff had to look at different high-level concepts for the plaza, which was what the project team will be presenting.

Zach Weigel, Capital Projects Engineering Manager, noted that the project design team had been developing concept designs for the plaza layouts and bridge types since last meeting with the Planning Commission. Alex Dupey with MIG would walk through how the plaza layout has evolved, and some of the major considerations that have gone into those designs. The design team sought feedback on any challenges the Commission might see with the designs, additional considerations the design team should be looking at as these concepts were refined moving forward, and questions the design team should follow up on with the Commission in July.

Alex Dupey, Consultant, MIG, recognized Melissa Erikson and Casey Howard from MIG, and Bob Goodrich from OBEC were also present to answer questions. He reviewed the public engagement received regarding the themes and prioritizing elements for the I-5 Pedestrian Bridge Project via PowerPoint. He noted the project continued to prioritize goals identified in the Town Center Plan, as well as the priorities identified through public engagement over the last several months. The preferred design features identified through public engagement and previous meetings were shown on Slide 5.

Melissa Erikson, Consultant, MIG, overviewed the scale and context, design variables, and design alternatives related to the ramp and plaza area adjacent to the bridge. She described the “loop and swoop ramp” options and how the north and south landing options would interact and connect with adjacent buildings, roads, and the Emerald Chain identified in the Town Center Plan. She reviewed the numerous design considerations that related the ramp’s grade and how the ramp options might impact sight lines and the use of land in the plaza area.

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

- Ms. Erikson explained that a midpoint landing option seemed to truncate the site, making it less useable, so the design team ruled it out, which left the north and south landing sites as the dominant options.
- Ms. Erikson explained the rationale behind the chosen sight lines, noting the team wanted to envision how the transition between the plaza and 18-ft high bridge, whether a Swoop or Loop option, would impact sight lines through the plaza; what people could see through and where structures would block the sight line. The sight line points on the diagrams were identified as places where transportation and additional circulation would be derived.
  - Casey Howard, MIG, added another consideration was the experience of being within or around the space. As a safety consideration, the team did not want to create areas that were out of sight of main circulation areas, especially the in Emerald Chain where most people would be coming and going. Open sight lines for safety were a major consideration.
- The South Loop option provided continuous plaza space, which seemed to offer more options for active space. The North Loop and South Swoop options had divided plaza spaces, which increased opportunities for bike/pedestrian conflicts, especially with children potential running between the plaza areas, which would be high-risk, particularly if there were a significant number of bicyclists going through. The South Loop design would not have those same issues.
- Though the South Loop was preferred, would the costs be more significant?
  - Ms. Erikson confirmed some rough cost estimates on the three options would be provided in July, particularly to allow a comparison of the relative costs.
- Ms. Erikson confirmed the ramp options had grades that would accommodate wheelchairs, motorized scooters, etc. One of MIG’s key practice areas was universal design and accessibility, so such issues were likely considered more so than other firms. Other power driven mobility devices beyond ADA were a key part of the circulation considerations.

- Mr. Dupey added that the length of the approach in each design was driven by the grade necessary to meet ADA standards.
- The South Loop option freed up more plaza space, which was attractive
- Commissioners appreciated the design team walking through sight lines and considerations of breaking up the active plaza space, which was very informative.
- South Loop looked best from an aesthetics standpoint, as well as line-of-sight. The Swoop would seem to accommodate autonomous vehicles better than the Loop configuration.
- Safety concerns were expressed about bicyclists and pedestrians on the loop, depending on how tight or open the loop was.
  - Mr. Dupey added the team expected the bridge to last 50 to 100 years. In conversations with SMART, it was also important to build a structure for multiple modes of travel over the years, including autonomous vehicles.
  - Bob Goodrich, DOWL, stated the radius of the curve was the important consideration for autonomous vehicles, and the team was using the minimum design radius for any of the alternative options.
- From a bird's eye perspective, the Swoop was nicer looking; but from ground level, the level of the actual path, the South Loop was probably the best configuration.
  - Ms. Erikson explained that the connections between the main circulation path and the plaza would be delineated at the next meeting, as well as further explanation about how the plaza would open off the side.
- The South Loop preserved the maximum possibilities for the plaza area and usability of the entire area. South Swoop and North Loop offered more opportunities for creative architectural and articulation of the pathway and landscaping.
- For July update, the project team was asked to discuss how autonomous vehicles would work on the bridge. It looked like there would be separate bike and pedestrian lanes on the bridge. Would autonomous vehicles on the bridge be in the bike or pedestrian lane? Understanding how the different modes would work together on the bridge would be helpful.

Ms. Erikson concluded by displaying three potential bridge concepts to think about how the articulation of the bridge design could be made specific to Wilsonville and how public art could be included (Slide 17). She thanked the Commissioners for their comments, noting the team would provide rough cost estimates on the three ramp/plaza configurations and review safety and the circulation delineation related to the bridge/path in July.

### III. INFORMATIONAL

#### A. Annual Housing Report (McAlister)

Miranda Bateschell, Planning Director, reminded that a couple years ago, the City switched to presenting the Annual Housing Report online using a program called Story Map, which allowed the information to be presented in a more interactive way with the community. The program shared permit data and plan information, so residents could zoom into the map and access different levels of information, and get more details about the recent housing activity. Ms. McAlister would also walk through the sections that she has expanded on based on previous input from the Planning Commission over the last couple years.

Georgia McAlister, Assistant Planner, presented the sixth Annual Housing Report, highlighting the City's housing characteristics, information on housing affordability and development and how Wilsonville compared with other cities in the region, as well as future trends related to growth in the region. She reviewed ways the Equitable Housing Strategic Plan addressed trends and needs in the City, and ways the City has supported its businesses and would continue working to provide a variety of housing options residents in light of the COVID-19 pandemic.

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

- Ms. Bateschell clarified that the Urban Growth Report published by Metro was not necessarily goal based, in that it did not set goals or a growth rate goal for cities. It was more market based, looking at potential demand in the region, which was based on the supply and zoning of land, and on a number of economic factors that were integrated into Metro's model. The Annual Housing Report looked toward what demand was anticipated, which was the state-level requirement for the regional government. Every six years, Metro must report on what the 20-year growth rate was likely to be in order to forecast the demand for residential and employment land. The Urban Growth Report estimated that Wilsonville would grow approximately 1.8 percent, and the City had consistently grown at a faster rate, even prior to the report being published in 2014. That was one of the many reasons why Wilsonville considered looking at the housing report and better tracking the city's growth rates to better inform urban growth report discussions with Metro.
  - In planning for Frog Pond, the consideration was to continue to reflect the variety of housing and price points. Based on the report, it seemed the City was accurate in terms of needing more multi-family and attached homes, or other varieties of properties besides single-family detached homes.
    - Ms. McAlister explained it was hard to assess the demand levels for some housing types until the market's reactions were seen. Right now, the mix in Wilsonville was what the market demanded. It was not entirely clear how the housing would form in Frog Pond; but especially with the implementation of House Bill 2001, the City would see how the market would affect how Frog Pond developed.
  - These were issues would be considered in great detail when master planning Frog Pond East.
  - Wilsonville seems to be ahead of the curve for the entire Metro region. Clearly, there was more the City could do in terms of affordability, but there seemed to be a larger burden on neighboring communities that have a larger gap. Wilsonville seemed to be on a good track, and did not need to outstrip neighboring communities in building low-cost housing. The City needed to be reasonable going forward, and remember the commitment made when doing area planning for the entire Frog Pond area that the Commission/City would temporarily tip the balance toward higher income and higher cost building in Frog Pond West, with the anticipation that there would be more affordable and multi-family housing options in Frog Pond East.
  - The Annual Housing Report clearly showed that the Equitable Housing Plan was greatly needed. The Frog Pond East area looked like the primary area for a lot of this affordable housing.
    - The report confirmed the City's Equitable Housing Plan was on the right track and direction, and that like the Equitable Housing Plan, Wilsonville needed affordable housing that renters could afford.
  - Staff was commended for a good report that clarifies how the City had grown, and how housing needs have grown.
  - West Linn was requested to be included in the comparison analysis, as they shared a school district with Wilsonville and were an immediate neighbor, so it would be good to see that data.
  - The report made clear that affordable housing was a regional issue that needed to be solved at a regional level. Hopefully, the City's Equitable Housing Plan would help, but its impact might be limited if the issue was not solved at the regional level.
    - The region must be taken into account, which might be why the State passed the statewide housing laws. Commissioners hope to see changes going forward.
  - Wilsonville's quality of housing needed to be paramount and protected in the planning process. Wilsonville wanted to be known, not as the low-income community, but as a well-designed and well-built community.
    - True affordable housing was well-designed affordable housing. Providing low-quality housing would increase inequity and costs for shelter. Quality of design was an important part of increasing equity and affordability in housing.
- B. City Council Action Minutes (May 4, 2020 as May 18<sup>th</sup> meeting was cancelled) (No staff presentation)
- C. 2020 PC Work Program (No staff presentation)



Commissioner Greenfield asked for an update on the Planning Commission's recommendation to City Council that a committee on equity and inclusion be created.

- Miranda Bateschell, Planning Director, responded that Staff had met internally with Legal, Planning, and the City Manager's Office to discuss the recommendation which would be enveloped within a "whereas" clause in the resolution drafted for City Council's consideration and would also be highlighted in the Staff report and presentation given in both the work session and hearing. The hearing on the item was scheduled for Monday, June 15<sup>th</sup>, when there would likely be discussion and the item addressed via a Council decision, or it would come back for further discussion.

Commissioners Millan and Willard agreed that Staff's approach and response was fine. The matter could be revisited depending on the Council's decision.

Ms. Bateschell announced that the Planning Division received notice that it would receive about \$530,000 to help to pay for the master planning of Frog Pond East and South, a majority of the funding needed to cover the implementation of HB 2001, and to conduct additional outreach to communities typically under-engaged in the City's efforts, particularly as they relate to housing and housing needs moving forward.

- The Equitable Housing Strategic Plan noted that Wilsonville would experience a significant increase in the Latinx demographic, which was a population that was often less involved in City projects and decision-making in the city. That project was particularly interesting because it would help the City engage with the HB 2001 implementation, as well as the Frog Pond master planning on specific housing issues. It also set up a framework for empowering and involving the community long-term in decision-making in Wilsonville in a way that would expand beyond just planning or housing projects. Staff would be looking to contract with a community-based organization to help lead that effort and set up a framework. The Planning Division was pretty excited, and had an ambitious work program around housing that Staff would be working on over the next few years. She encouraged the Commissioners to congratulate all of the planners, and particularly, Dan Pauly, who authored all three grant requests.

Ms. Bateschell expressed her appreciation to all of the Commissioners for serving their community in this way. She noted all the Commissioners were at this meeting despite a conflict with another community event that many might have preferred to attend. She acknowledged there must be many times when Commissioners were torn between the different ways they wanted to serve the community and provide leadership, and it did not go unnoticed. She thanked the Commissioners for the support they gave to the City and the Staff members in Planning and Community Development.

Commissioner Woods thanked Ms. Bateschell for her acknowledgement.

Chair Mesbah said he hoped one of the roles of the new committee on equity and inclusiveness would undertake within the community an ongoing dialogue, like the outreach efforts to populations who were less involved, which would be funded by the new grants. To address the issues that keep coming up on certain projects, the City needed to have started that dialogue and familiarize itself with the issues that the community as a whole saw, so those issues could be addressed. The Commissioners needed to understand the issues of interest to the whole community. He was happy that the grant would help start a discourse to create a common vision and solution as a community, and hoped it would provide a foundation to continue an ongoing dialogue in the community on a full-time basis.

Commissioner Greenfield noted that was why it was so important for it to be an ongoing committee and not a task force.

Chair Mesbah noted that libraries host regular weekly talks with different speakers on different subjects, which could be an outreach and education effort of the new committee. He hoped that kind of ongoing effort would create a conversation in the community that would preempt the oppositional and positional issues that come up when decisions have to be made.

Chair Mesbah expressed his appreciation for Staff's excellent and ongoing work at this and many other meetings.

**IV. ADJOURNMENT**

Chair Mesbah adjourned the regular meeting of the Wilsonville Planning Commission at 8:31 p.m.

Respectfully submitted,

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