

**PLANNING COMMISSION
WEDNESDAY, MARCH 10, 2021
6:00 P.M.**

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

*PC Minutes reviewed and
approved at the April 14,
2021 PC Meeting*

Minutes

I. CALL TO ORDER - ROLL CALL

Vice Chair Willard called the meeting to order at 6:15 p.m. Those present:

Planning Commission: Jennifer Willard, Ron Heberlein, Aaron Woods, Breanne Tusinski, and Olive Gallagher. Kamran Mesbah and Jerry Greenfield were absent.

City Staff: Miranda Bateschell, Ryan Adams, Daniel Pauly, Zach Weigel, Kim Rybold, and Phillip Bradford

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 February 10, 2021 Planning Commission minutes
The February 10, 2021 Planning Commission minutes were accepted as presented.

II. WORK SESSION

A. I-5 Pedestrian Bridge (Weigel)

Miranda Bateschell, Planning Director, noted the I-5 Pedestrian Bridge had been identified in the Transportation System Plan (TSP) as a key project to increase connectivity throughout the city from a multimodal perspective, and particularly to connect the Transit Center on the west side of I-5 to the Town Center, employment areas, and residential areas on the east side of I-5, thus bringing the Town Center vision to life. The community had also identified a desire for a plaza or public open gathering space located at the eastern landing of the pedestrian bridge and Town Center. After several work sessions and input from the Planning Commission, City Council, and the community, the designs had moved along, and she was excited for the project team's presentation.

Zach Weigel, Capital Projects Engineering Manager, introduced project team members Bob Goodrich from DOWL, as well as Alex Dupey and Melissa Erikson with MIG, noting that after presenting the feedback from the September meeting with the Commission, the City Council identified the Tied Arch bridge as the preferred design and also agreed with combining elements from the Drops and Ripples and River Oxbow concepts into one design. Staff was excited to share what the design team had come up with and how they had incorporated all of the feedback received.

Melissa Erikson, MIG, stated she was excited to present the project update, which would be focused on three areas, the bridge overview, the plaza overview, and the general project direction. Tonight's presentation would demonstrate how feedback from the Commission, the City Council, and the public had been manifested in the 30 percent plan set submitted to the City in February.

The project team presented the Wilsonville Town Center I-5 Pedestrian Bridge and Plaza update [title slide 1] via PowerPoint, reviewing the bridge design overview as well as customization options, the Plaza design overview and direction, and the general project direction.

The project team sought further feedback and invited the Commissioners to discuss which design elements or options best represented the project themes, feedback, and design direction provided by the public, Planning Commission, and City Council. (Slide 22)

Discussion and feedback from the Planning Commission included the following key comments with responses to Commissioner questions as noted:

Bridge Lighting

- Ms. Erikson noted that Oregon Department of Transportation (ODOT) requirements and safety considerations were being balanced with the idea of preserving Dark Sky to ensure there was enough foot-candles for people to properly pass over the bridge while still preserving the elements of nature.
 - Mr. Weigel added the City did have a Dark Sky policy when it came to street lighting, so it was a consideration for the bridge. However, outreach and research had shown that the lighting was the number one concern regarding the bridge elements.
- Ms. Erikson agreed graffiti was always an issue and something to keep in mind when considering bridge materials and coatings, which could make cleaning easier.
 - Mr. Weigel added that the City's Public Works Department had been involved with reviewing the bridge design and was a resource for what products did and did not work regarding graffiti.
 - He was not aware of much, if any, graffiti on the I-5/Wilsonville Road Freeway underpass art project, but he would follow up with the Public Works Department for more information.
- Commissioner Heberlein stated the kids' community art project was powerful and perhaps one of the reasons no vandalism had been seen. He suggested utilizing a similar concept on the walls of the landings, for example, to both promote art in the community and give the kids an opportunity to be part of the design, making the bridge more of a whole city project.
 - Alex Dupey, Consultant, MIG, added there would be consideration for art within the Plaza, whether an installation or other types of elements. Reducing the number of walls as much as possible to not have the canvas for graffiti and ensure exposed walls were able to be maintained was a goal.
- Mr. Dupey confirmed an external public survey was done regarding the bridge lighting, the feedback from which favored showcasing the bridge's architecture, as well as making a statement for Wilsonville. He added that the color of the bridge would also impact the lighting palette and was a consideration for addressing the public interest in having a well-lit bridge.
- Vice Chair Willard said she liked the idea of the blue and green colors pulled from the Wilsonville logo. The bridge in Woodburn had a different style that allowed for more elaborate, vibrant colors, which were more than what Wilsonville's bridge design needed.
- Ms. Erikson clarified that she did not believe motion detection lighting had been discussed. The lighting for the walking path on the bridge would either be constant or on at set hours, depending on the City standards and ODOT requirements.
- The Commissioners agreed the outside illuminated bridge structure was more for anybody passing underneath or by the bridge, not necessarily for the people using the bridge. Creatively utilizing alternate LED lighting on the path would be fun for the people actively using the bridge.
 - The project team confirmed LED lighting was flexible in terms of the quality and color of the light, which would certainly allow for changing the lighting palette with varying colors to signify different things, like during the holidays.
- The bridge color should not be distracting to drivers and a white bridge would also provide flexibility for color with changing LEDs without being distracting for drivers.

- The Commissioners expressed their approval of the Tied Arch bridge design, which would be iconic with the white bridge color and ability to change LED colors.
- Commissioner Gallagher added that whatever lighting elements were chosen, they should be easily replaced and easily enhanced to avoid financial issues in the future.

Protective Screening

- The Commissioners agreed the screening should be simple with a natural, flowing look, as in Examples 1 and 3 (Slide 17), to complement the rest of the bridge, as well as the Drops and Ripples and River Oxbow concepts of the plaza. Example 4 with the fish was beautiful, but might be too obstructive.
- Mr. Weigel asked the Commission to consider whether the bridge structure itself should be at the forefront, with the safety fencing fading into the background or had a more supportive role as the design element, or if the screening should stand out ornamentally, potentially detracting from the form of the bridge.
 - The Commissioners agreed the bridge should be the focus, and that design elements like the fish in Example 4 should be incorporated in other areas, such as the landing walls or the walkways.
- Following further discussion, Mr. Dupey summarized that there should be a balance between the bridge design and the amenities involved, such as the screening, so that they complemented one another. Another key consideration was the perspectives that would be experienced by the various users, including bicyclists and pedestrians, and those viewing from a distance, like motorists.

Plaza

- Ms. Erikson explained the tiered areas with the slight elevation change shown on Slide 35 would more than likely be planted as opposed to being lawn, as it could not be mowed. The section on the east side was a flush mow band with a more continuous surface that might become a meditation path that kids would use or people would walk.
- Areas within the Plaza should have as much functionality as possible. The big black rocks were wonderful and would encourage a lot of use.
- Overall, the designs were sensational and included many amenities that would be inviting and comforting, which would be a great addition to the city.
- Some Commissioners requested that the presentation be provided ahead of time to allow time for review and to provide good, concrete feedback.
- The designs were beautiful; there was a lot going on without the areas seeming busy. The green wall design was stunning and very "Instagramable" which might bring in a lot of young people for just that reason. (Slide 32)
- Seeing the pictures helped to better illustrate the specific areas and the potential of the Plaza area.
- Concern was expressed about the Plaza's proximity to I-5 and the lack of sound dampening to create a peaceful area for people to enjoy. The goal was to make the Plaza functional and fun, but the noise from I-5 could impact how much people actually used the Plaza.
 - Ms. Erikson noted the cluster of rocks proposed in the Cascade Plaza and some of the other topography would help create a buffer to help cut the noise, but noise was a concern of the project team as well.
 - Commissioner Gallagher noted that after living near I-5 for a while, she pretended that it sounded like a loud water fall and after a while it could not be heard. She suggested a water feature on the west side might help buffer the sound.
 - Ms. Erikson noted that while the project team had not planned a water feature, it was considering some ideas regarding the drainage as it came off the bridge with a potential slot drain that would go into the fern wall or to have a drop that would create cascading water during a rain event. The intent was to have the Plaza be a place where people came when it did rain, because it was different when it rained, though it would be lovely all the time.
 - Having covers on some of the benches near the large black rocks was suggested to enable people to stop and sit in the rain.

- Ms. Erikson confirmed that the undulating path in the low mounds area was intended more for pedestrian strolling, rather than biking. There would be people who would bike on them, as the paths were all level, but the areas would be planted rather than lawn which should keep bicyclists from traversing through those areas.
- Ms. Erikson noted the trees near I-5 were intended to provide more of a screening, as the area was all flat and level, so there was not a lot stopping the sound. The intent was to try to berm up the edge to a certain extent and plant it to provide a bit more screening; however, too much screening would become a safety issue. The project team was still refining the area. (Slide 28)
- Mr. Dupey clarified a sound wall might be a consideration as a broader question with the Town Center Plan which would consider how the adjacent areas might develop over time since visibility for those sites might need to be considered.

B. Town Center Streetscape Plan (Bradford)

Miranda Bateschell, Planning Director, noted the Town Center Streetscape Plan was at an interesting phase where great work had been done integrating community input before being presented again to the Commission for further refinement. Feedback from the Commission on the three previously presented designs for the streetscape had gone to City Council and back out to the community for input, and the presentation this evening would unveil a hybrid approach on a preferred concept for the Commission's feedback that would serve as the foundation for the Streetscape Plan in Town Center. She reminded that the Town Center Plan had a mix of different types of uses and density areas, including a number of open spaces.

One key goal of the Town Center Plan was to provide a harmonious design, which was founded within the public realm which was part of the streetscape. The Streetscape Plan was important in that it set the foundation and theme to create a harmonious design throughout Town Center.

Philip Bradford, Associate Planner, introduced project team members City Senior Planner Kim Rybold and Ben Weber of SERA Architects. He provided a brief update on the work done since the November Planning Commission meeting, noting the project was introduced to City Council in February, stakeholder interviews were conducted, and the project concepts had been refined based on the feedback received. The Streetscape Plan had undergone one Technical Advisory Committee review, and another public forum was held on February 9, and outreach questions similar to those asked in the forum were posted on *Let's Talk Wilsonville!*, which was open from February 11 to 26.

Ben Weber, Project Manager, SERA Architects, presented the Town Center Streetscape Plan via PowerPoint, highlighting the project's background and reviewing the schedule, the Planning Commission's role in the project, the preliminary design concepts, community engagement, the recommended combination of the River and Technological concepts, as well as the next steps.

The Commission provided feedback on the Town Center Streetscape Plan, responding to two questions posed by the project team as follows:

- Do you support the recommendation to move forward with the River Environment focused concept with elements of Technological Innovation?
 - Commissioner Woods stated he supported the concept and was glad to see the response to the feedback from citizens about incorporating the River Environment and Technological Innovation concepts, which spoke to Wilsonville as a city moving forward, particularly with regard to the technological piece, but also the river as heard from the citizens.
 - Commissioner Heberlein noted that while he fundamentally liked the concept, it was still very early to provide feedback without specific concrete examples of how the elements would look and how the themes would be fused together to understand the vision desired. He could see potential for the concept being done well, but also potential for where themes could clash. Overall, he was not opposed to the idea of combining the concepts, but he was curious how the themes would flow together.

- Commissioner Tusinski said she liked the River Concept, but agreed that more concrete examples were needed to provide clarity on how the Technological concept would flow with the River Environment. She believed it could be a beautiful concept, and noted that having the Technological Innovation in the downtown business area could be interesting.
- Vice Chair Willard said as a newer Oregon resident working in the tech industry, she did not associate Wilsonville with technology as much as others. Although she did not see anything she disliked overall, she preferred a higher emphasis on River and a lower emphasis on Technology, adding the city seemed more like a modern river community, so it was more about a modern piece than a technological piece. The River Environment seemed more connected to Wilsonville.
- Commissioner Gallagher said she believed the proposed plan was a good beginning, and she agreed with the idea of focusing on the river.
- Commissioner Heberlein added that with the Town Center's large size, there was potential for significant cost to have all of the customization throughout the entire Town Center region. He expressed concern about how to support the theme throughout the Town Center without a significant cost outlay and overburdening the taxpayers.
 - Mr. Weber confirmed the project was not yet at the point of applying the street design concept to any specific locations, but that was the next step in the coming months.
- To limit costs where possible, which elements of the streetscape (motive space, gathering areas, landscape, public art, other) and which specific street locations should be prioritized for higher levels of design and investment?
 - Commissioner Gallagher noted she was uncertain about choosing the right places to enhance. She believed the plaza at the I-5 Pedestrian Bridge should be constructed before moving out and changing other street elements around the plaza in order to keep the changes cohesive, rather than choosing a particular site to work on.
 - Kim Rybold, Senior Planner, explained the Gateway Plaza was one specific project that was part of the Town Center Plan that would be built depending on when money was available for construction. Because it was a City-owned parcel, the City had a bit more control over the timing and implementation of how that would occur. Implementing the streetscape elements was unique in that some might be related to other implementation projects in the Town Center Plan, but there was not always control over the timing as to when the Streetscape Plan would be referred to and utilized because other pieces could come in if development or redevelopment occurred on a particular property. The Plaza would likely be constructed first before the surrounding areas, but the City wanted to be well positioned to address opportunities for other implementation projects in the Town Center Plan, so it was important to address these high-level concepts together now, because they would interplay with one another. At this time, feedback was needed on what specific areas should be prioritized to get the biggest level of shine in light of cost considerations, even if development did not occur for another five years.
 - Commissioner Tusinski said she believed the focus should be on areas with high pedestrian traffic, and perhaps where most of the business fronts would be located. Anything absolutely stunning and beautiful that was developed should be along the main promenade area; having that central focus would hone everything in.
 - Vice Chair Willard agreed, noting the intersection indicated by the blue star seemed like a logical place to put some of the investment. She also encouraged deliberately sprinkling focal points on the local streets to draw pedestrians off the main strip and encourage that circulation.
 - Commissioner Heberlein agreed with having a main street focus in terms of the high-traffic areas and having the highest density of features on the main street, but dispersing some of the features on the local streets to create a connection to the overall area.
 - Commissioner Woods agreed the main street should be the primary focal point to give consideration to what businesses and people would be drawn to that area. He liked the vegetation shown in prior presentations that separated the main street area. While more money should be allocated to the main street, drawing attention to the side streets to help draw people to those areas was an important

challenge for the designers. He agreed the center area should be the primary area to focus on and invest in.

- Ms. Bateschell clarified there was no need to prioritize places specifically, because the intent was that as the network of streets was built out over time throughout the Town Center, all would be built consistent with the Streetscape Plan. Each street would include features from the Plan, which would outline the street cross-sections in more detail with all of the desired elements and provide direction to create a cohesive public realm and environment across all of the streets in Town Center. The goal was to get a sense of the places the Planning Commission wanted to discuss more or review as the plan moved forward, such as what the main street would look like; perhaps a few additional features or an extra element that was a bit more costly would be integrated on the main street to differentiate it from the other cross-sections. It was not a question of which streets would be included or not, but what places the Commission wanted to discuss more or would want to prioritize if money was tight.
- Mr. Weber added that certain streets, whether existing or proposed, were viewed as signature streets or framework projects to think about constructing to a greater degree of completion from start to finish rather than parcel-by-parcel redevelopment. Examples included Park Place into the Town Center Park and the Park Place Extension south to Wilsonville Rd. The local streets represented by gray dashed lines would not necessarily go exactly as they were shown on the map, but the goal was to anticipate enough flexibility for the functionality and appearance of those local streets, which would likely have lower traffic, driveways, and service functions. A density of features was intended to enhance the main street as a signature road or places like the promenades as inviting safe spaces that were for mobility, but also for gathering, open space, and nature-in-the-city type features. These were the goals being considered for the Town Center streets overall and thinking about which should be emphasized in different locations. (Slide 19)

Ms. Rybold noted the sitting rocks had been included in an earlier Town Center concept and were considered public seating and/or public art. They would be a great theme to carry from the Gateway Plaza through in some of the smaller gathering spaces in Town Center.

C. Middle Housing (Pauly)

Miranda Bateschell, Planning Director, noted the purpose of tonight's presentation was to ask the Commission some high-level questions, as well as provide updates on what information was gleaned in the last month from the project team's outreach to community members and key stakeholders in the development community. Discussing what success looked like with the Commission would inform policy choices over the next couple of months. She thanked the Commissioners for their patience in working through the challenging topic in a thoughtful and inclusive way even with the tight timeline.

Daniel Pauly, Planning Manager, presented the Middle Housing in Wilsonville update via PowerPoint, reviewing key takeaways from the public outreach conducted to date with regard to different areas of the city and next steps regarding the project.

- He highlighted the feedback from a meeting held with Old Town residents the prior evening, noting some residents advocated for as little change as possible, but in separate conversations outside the meeting, others expressed interest in potential middle housing. As the neighborhood was open to the idea of a legislative rezone, the City would continue to explore building on existing Old Town single-family design standards to encourage a similar look, feel, and function of the neighborhood, as well as continuing to develop the new Old Town residential zone and prepare for a potential legislative rezone.

The Planning Commission responded as noted to the following prompts posed by Staff to provide a deeper level of input on middle housing in Wilsonville:

- Imagine you leave Wilsonville and return in 20 years. The City's middle housing code has been successful! As you walk in Frog Pond or other neighborhoods, you really like what you see. What do you see?

- A future Wilsonville would have a variety of housing, where newer, modern homes blended in very well, including in places like Old Town, and met the needs of the city's diverse and changing community, specifically middle housing with duplexes and neighborhoods with some triplexes. Additionally, diverse communities would be able to afford that housing.
- Frog Pond East and South would be the first neighborhoods visited to see how those areas had been built out, particularly with middle housing.
- Neighborhoods would have a continuity of design and architecture, rather than a mish-mosh of elements, to preserve the intended feeling of the neighborhood, like in Old Town, despite different types of homes. Certain design elements could be required to achieve this.
- All neighborhood residents would have a sense of inclusion and belonging throughout the entirety of Wilsonville, where triplexes and single-family homes all fit together regardless of the area of the city, rather than having single-family homes in the nicer part of town.
- All residents would have access to a nice park or other natural element with trees and greenery.
- Middle housing would not be successful in the city, particularly in Frog Pond West, unless something different was done. Changing a neighborhood was very difficult, as there might be only one or two turns of buying and selling over a 20-year period. Decisions for Frog Pond West had already been cast by the developers with no public will to change them, which would impact the success of middle housing in the future. Frog Pond East and South were already designed for more dense, affordable housing, which might not always be middle housing.
- Middle housing would not occur organically. Incentives would be needed because there would be no market support.
- Ms. Bateschell responded that was still a policy question for the Commissioners to discuss and then direct Staff to consider certain things if they wanted to pursue more. She encouraged the Commissioners to push through such challenges and share what they would envision if certain policy choices were made to make the middle housing code successful.
- Commissioner Heberlein confirmed his vision of success mirrored that of the other Commissioners, a harmonious neighborhood that went together with the features everybody wanted versus pockets of very expensive, nice-looking areas intermixed with those that were less nice.
 - As he had stated all along, to truly succeed, the City must be willing to make a difficult change and change the direction in Frog Pond West as well. If not, he was not sure if Wilsonville could truly meet the goal of equitable housing.
- Developers in Frog Pond West were already in place and forging ahead, developing as agreed and contracted. It was very difficult to change a neighborhood. In 20 years, there might be one, possibly two, turns of people owning and selling homes in a neighborhood. It was difficult to come into a single-family development and start creating density, because people are attracted and move into an area based on how it looks, and it was very challenging when things change all of a sudden. The challenge was how to legally ensure what developers focused on moving forward.
- The variety of housing in Villebois was attractive and fascinating, but success would be seeing more duplexes and subtle triplexes sprinkled throughout larger, single-family home areas, rather than being so polarized in any one neighborhood.
- What additional guidance did the Commission have based on the initial feedback from the community, including developers?
 - The City would need to incentivize, even in Frog Pond East and South, to get to the middle housing numbers being sought.
 - Until a discrete goal was defined to measure of the success for middle housing, such as the number of units generated, it was difficult to define a plan to execute and be successful.
 - Adding five middle housing units in all of Frog Pond would be doable, but adding 200 units would take a significant lift and a significant financial lift from the City to achieve.

- If the City was currently at 7.5 percent middle housing, what was the target? If the goal was to add as much middle housing as possible, what was that number? Defining those numbers would be a smart place to start.
- Defining objectives was part of planning. The objectives for middle housing needed to be further defined as far as what would be considered successful.
- Knowing the numbers to achieve success was important, but different lifestyles were also important to consider. People who want to be in a larger or single home have a different lifestyle than someone wanting to live in a townhouse. The surrounding services that would feed those lifestyles must be considered and were pertinent to where development occurred.
 - It was more than just the square footage of a home, but the neighborhood and the surrounding amenities. Where a home was located in the city would determine whether a buyer could have their desired lifestyle in Wilsonville, which might not be in Frog Pond, but in Old Town.
 - More discussion was needed on the consideration of services and amenities around a neighborhood and whether they could support the desired lifestyle of its residents.
- What outstanding questions did the Commission have from previous work session topics, discussion, or materials?
 - Vice Chair Willard understood the resounding issue was to define the stated goals as well as the surrounding metrics.

II. INFORMATIONAL

A. City Council Action Minutes (February 1 & 18, 2021) (No staff presentation)

Commissioner Heberlein asked if there had been any discussion regarding the Town Center redevelopment options that might open up due to Fry's Electronics closing.

Miranda Bateschell, Planning Director, reported that Staff had been extremely busy responding to multiple phone calls about the property, the Town Center Plan, the Town Center zone, and what Fry's closing meant for the potential reuse and/or redevelopment of the site. A wide variety of questions had been received related to the closure, and people were talking with the property owner.

B. 2021 PC Work Program (No staff presentation)

There were no comments.

III. ADJOURNMENT

Vice Chair Willard adjourned the regular meeting of the Wilsonville Planning Commission at 8:45 p.m.

Respectfully submitted,

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