

ORDINANCE NO. 609

AN ORDINANCE ADOPTING AN AMENDED CHAPTER 3 – PARKS AND OPEN SPACE/OFF STREET TRAILS AND PATHWAYS AND CHAPTER 4 –UTILITIES OF THE VILLEBOIS VILLAGE MASTER PLAN

WHEREAS, Ordinance No. 554 amended the Wilsonville Comprehensive Plan text to direct implementation of the Villebois Village Concept Plan, which was adopted by Ordinance No. 553 as a refinement of the Dammasch Area Transportation-Efficient Land Use Plan (DATELUP) to guide the build out of the Dammasch Area of Wilsonville; and

WHEREAS, Comprehensive Plan Implementing Measures 4.1.6.a and 4.1.6.b direct development and adoption of a Villebois Village Master Plan, whereby the build out of the Dammasch area defined in the Comprehensive Plan can be accomplished consistent with the adopted Villebois Village Concept Plan; and

WHEREAS, the Villebois Master Plan was adopted by City Council via Ordinance No. 556 in August of 2003, and was amended through Ordinance No. 566 in June 2004 and Ordinance No. 594 in December of 2005; and

WHEREAS, changes to the Villebois Village Master Plan are proposed by the Master Planner Costa Pacific Communities and involve a complete rewrite of Chapter 3 – Parks and Open Space/Off-Street Trail and Pathways and Chapter 4 – Utilities, as well as the creation of a Technical Appendix document; and

WHEREAS, the proposed amendments provide substantial detail regarding the parks and recreation requirements for Villebois, lacking in the current Plan, resulting in a clearer understanding of the recreational experience at Villebois and assisting in providing greater certainty in the process of regulating and designing developments in the Village, to the benefit of landowners, developers, staff and land use decision makers; and

WHEREAS, the amendments to Chapter 4 - Utilities include modifications to the stormwater management plan resulting in the reconfiguration and deletion of detention facilities while still satisfying the City requirements for stormwater management; and

WHEREAS, the proposed changes to the Villebois Village Master Plan have been analyzed by Staff and are found to be in compliance with City Code, the Comprehensive Plan and other applicable standards; and

WHEREAS, the Parks and Recreation Advisory Board has reviewed the proposed amendments at a specially scheduled meeting of February 21, 2006 and forwarded a recommendation of approval to the Planning Commission; and

WHEREAS, at the Planning Commission's February 8 and February 22, 2006 meetings, duly noticed public hearings were conducted and a unanimous recommendation of approval forwarded to the City Council; and

WHEREAS, the City Council conducted a duly noticed public hearing on the proposed Master Plan on March 20, 2006 and April 3, 2006; and

WHEREAS, the Council has considered the record before the Planning Commission, the Planning Division staff report and testimony and evidence of interested parties;

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

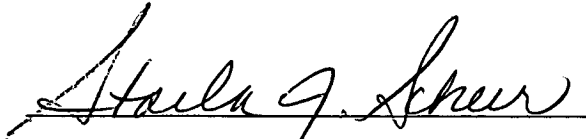
Section 1. Findings. The City Council hereby adopts as findings of fact the above recitals and the statements of fact and Conclusionary Findings in the staff report in this matter dated March 13, 2006, attached as Exhibit A and incorporated by reference as if fully set forth herein.

Section 2. Order.

- (a) The City Council hereby adopts as an ancillary document to the Wilsonville Comprehensive Plan, the amended Villebois Village Master Plan, as recommended by the Planning Commission on February 22, 2006 attached hereto and incorporated herein as Exhibit B, and
- (b) The City Council hereby directs the initiation of appropriate master plan updates, as indicated in the Staff Report and Conclusionary Findings pertaining to this matter.

SUBMITTED to the Wilsonville City Council for first reading at a regular meeting thereof on the 20th day of March, 2006 and a second reading on the 15th day of May, 2006 at the

hour of 7:00 p.m. at the Wilsonville Community Center, 7965 SW Wilsonville Road,
Wilsonville, Oregon.


Starla J. Schur, CMC, Deputy City Recorder


ENACTED by the City Council on the 15th day of May, 2006, by the following votes:

YEAS: 4

NAYS: 0


Starla J. Schur, Deputy City Recorder

DATED and signed by the Mayor this 16th day of May, 2006.


CHARLOTTE LEHAN, Mayor

SUMMARY OF VOTES:

Mayor Lehan	Yea
Councilor Kirk	Yea
Councilor Holt	Yea
Councilor Knapp	Yea
Councilor Ripple	Excused

Attachments: **Exhibit A. Staff report dated March 13, 2006**
 Exhibit B. Amendments to Villebois Village Master Plan

WILSONVILLE PLANNING DIVISION
Legislative
STAFF REPORT

HEARING DATE: March 20, 2006

DATE OF REPORT: March 13, 2006

FILE NO.: LP-2005-12-00012

APPLICANT: Costa Pacific Communities-Master Planner

REQUEST: Villebois Village Master Plan amendments to *Chapter 3: Parks & Open Space/Off-Street Trails and Pathways* creating a detailed parks and recreation master plan, and modifications to *Chapter 4: Utilities* related to stormwater and rainwater management as well as the establishment of a Technical Appendix.

LOCATION: Villebois

STAFF REVIEWER: Chris Neamtzu AICP, Long-Range Planning Manager

CRITERIA: *Wilsonville Comprehensive Plan:*
Citizen Involvement Goal 1.1; Implementation Measures 1.1.1.a, 1.1.1.e, 1.1.1.f; Parks/Recreation/Open Space, Pages: C-20 through C-24; Villebois Village Master Plan

Planning and Land Development Ordinance:
Sections 4.003: Consistency with Plan and Laws; 4.125: Village Zone and 4.198: Comprehensive Plan Changes-Adoption by the City Council.

SUMMARY:

The Planning Commission conducted public hearings on February 8 and February 22, 2006 on the proposed changes to Chapters 3 and 4 of the Villebois Village Master Plan recommending to the City Council approval of the proposed changes with Staff's recommendations. There was testimony from one individual that Staff responded to at the public hearing (please refer to the minutes from the February 8, 2006 meeting). Prior to the second hearing date with the Planning Commission, Staff and the applicant were able to resolve most of the issues that were raised in the first hearing. At the hearing on the 22nd, there was lengthy discussion about Staff's proposed implementation measure #21 which requires bonding for parks construction in SAP Central on a

per dwelling unit basis. The Commission supported Staff's proposal, and the applicant is now also in agreement with this language. The Master Plan that has been submitted for Council's review contains all of the changes that were addressed at the Planning Commission hearings.

The two outstanding items that need additional work prior to final adoption of this Ordinance by the City Council are: 1) Re-visitation of the Development Agreements regarding the financing of the parks; and 2) On-going discussions with Metro regarding wetland mitigation areas and Coffee Lake restoration as it relates to parks programming.

RECOMMENDATION:

Staff respectfully recommends that the City Council approve the proposed Master Plan modifications on first reading and direct Staff to complete discussions and negotiations on the two items listed above

BACKGROUND:

Staff, consultants, Villebois Master Planner and project developers have been working for the past six months to develop a detailed parks, recreation and amenity program for Villebois. The revised master plan was developed in order to determine the adequacy of the proposed parks acreages and recreation facilities and amenities package. The revisions were developed to demonstrate a complete recreational experience at Villebois as well as to assist decision makers in reviewing the PDP applications and to give context to the greater Villebois plan in each subdivision application. Upon adoption, the master plan will apply to existing and future development applications.

The Villebois Village Master Plan originally included an analysis of the parks and open space areas in comparison to the 1994 Wilsonville Parks and Recreation Master Plan. The City's 1994 Parks and Recreation Master Plan did not include the Villebois planning area. Therefore, the compliance analysis relied on standards of park acreage per population based on the standards in the 1994 Plan. The analysis conducted in the adopted Plan determined that the Villebois Village Master Plan satisfied the recommended standards contained in the City's 1994 Parks and Recreation Master Plan for the categories of neighborhood parks, minor limited use/minor multi use recreation centers, nature trails, minor and major pathways, and partially satisfied the recommended standards for community parks, regional parks, major limited use and major multi use recreation centers. It was always anticipated in the approval process that areas of park and recreation deficiency would be accounted for in the update to the City wide Parks and Recreation Master Plan.

After adoption of the original Villebois Master Plan, efforts began to further detail and define the park and open space areas. This effort reflects the desire of all parties involved to have greater clarity regarding parks and amenity requirements. Through a collaborative process between the Master Planner, City, Developers and various consultants, the focus shifted away from categorizing and comparing the park areas to those in the City's existing Parks and Recreation

Master Plan, (which itself is undergoing substantial revision) to an experiential approach to the unique Villebois parks system. The experiential approach focuses on the park user, in an effort to create park spaces that are engaging to all of their senses and provide a broad range of intensities of activity, through the provision of programming elements that allow for a wide variety of different experiences. With this change in approach, it was no longer logical to continue to use the standards in the 1994 Parks and Recreation Master Plan as guidelines to determine the adequacy of the park spaces in Villebois, although the plan uses some of the City's 1994 Parks and Recreation Master Plan categories and terminology. Staff feels that Master Plan provision of facilities addressing a variety of recreation experiences will more fully meet the Parks, Open Space and Recreation goals and policies of the Wilsonville Comprehensive Plan (See findings)

The Villebois Parks and Recreation Master Plan, once approved by Council, will be included in the new citywide Parks and Recreation Plan as a freestanding chapter with its associated links to other citywide park, bike and pedestrian facilities.

The applicant proposes to replace the adopted text of Chapter 3 of the Villebois Village Master Plan (dated "*Adopted December 5, 2005*") in its entirety and modify figures with the proposed submittal (titled *Proposed Legislative Amendment Villebois Village Master Plan (City File No. LP-2005-12-00012) –Submitted January 27, 2006*). The applicant's proposal goes into substantial detail regarding what is proposed in each park and gives an overview of the experiences that each park will provide. The application also demonstrates the distribution of various uses and experiences. The references to the 1994 plan have been replaced with an overall experiential approach to parks planning that is unique to Villebois.

A new component of the application is the creation of a Technical Appendix. This companion document contains a number of agreements, memorandums and exhibits that accompany and support the Villebois Village Master Plan. Examples of elements in the Technical Appendix include DKS and Associates traffic analyses, a Memorandum of Understanding with Metro, HDR and Inter-Fluve floodplain and stormwater study, and conceptual parks amenity layouts at scale and the PowerPoint presentation print out.

The applicant also proposes changes to the stormwater management plan (Section 4.3 of the Master Plan) and figures #6A and 6B of the Villebois Master Plan (Chapter 4-Utilities). In summary, Ponds C1, C2, and D have been deleted from the Greenway and Ponds E1, E2 and F have been expanded/redesigned to accommodate the additional stormwater that was planned for the removed facilities. The end result is satisfaction of all of the City requirements for stormwater management.

Recreational uses have been programmed into the space that these ponds previously occupied (RP-3, RP-8 and NP-3), greatly enhancing the overall recreational experience. Several detention basins have also been deleted along the west edge of Coffee Creek wetlands based on a detailed floodplain analysis conducted by HDR and Inter-Fluve. This analysis (Appendix E of the Technical Appendix) concluded that releasing stormwater from Villebois without detention will have no significant impact on water levels in Coffee Creek. For more detailed information please refer to Chapter 4 of the Master Plan and the Technical Appendix.

Staff conducted a work session with the Planning Commission on January 11, 2006 and discussed a number of policy issues (See Exhibit F). Some of these are covered again in this Staff Report and a number are proposed to be addressed with new Implementation Measures. On January 28, 2006, Staff conducted a work session with the City Council on similar issues and received additional direction.

The following is a summary of issues that were raised and addressed at the Planning Commission public hearings and are covered in more detail on the next eight pages.

- 1) Addition of the Staff proposed Implementation Measures on parking and on bonding.
Agreed to by Costa Pacific. Language added. Issue Resolved.
- 2) Provision of letters from Metro and the West Linn/Wilsonville School District generally supporting the proposed plan.
Letters received. Issue Resolved. Additional information provided by the School District.
- 3) Addition of volleyball as an active recreational use.
Added to Greenway. Issue Resolved.
- 4) Addition of a pocket park near Grahams Ferry Road and Barber Street.
Agreed to by West Hills in concept, size of park and specifics need to be determined.
- 5) Addition of a restroom at Hilltop Park.
Agreed to by Costa Pacific. Issue Resolved.
- 6) Addition of a restroom at LG-8 near the soccer field, or provision for a seasonal restroom facility.
Provision of a seasonal facility agreed to. Issue Addressed.
- 7) Consider improving the design of LG-15, LG -16 and PP-9 to provide better flow as a linear greenway.
Redesign submitted to Planning Commission and approved. Design improved and size slightly increased.

Development Agreements:

This issue needs to be finalized before final City Council action. The approved Villebois Development Agreements need to be revisited in light of all of the parks planning work that has occurred since original adoption. Refined cost estimates need to be generated by the Master Planner/Developer to evaluate this situation. It will be necessary to revisit these agreements and propose amendments or revisions to accompany the review and adoption by the City Council of the Master Plan amendments to the parks and recreation and utilities chapters. At the time of preparing this Staff Report, this issue had not been resolved but Staff understands that it is being worked on and information could be available at the public hearing on March 20, 3006.

Metro Land:

City Staff, Costa Pacific, Matrix Development and consultants met with Metro Staff to discuss the park programming and amenities that are depicted on Metro land as well as broader issues related to Coffee Creek wetland enhancements and mitigation. Staff has received conceptual

approval of the parks layout in a memo from Metro. **There are important on-going discussions that need to be completed prior to finalization of the parks plan for Villebois.**

School Site:

City Staff has requested that the Master Planner coordinate with the West Linn/Wilsonville School District (WLWVSD) as part of the parks programming proposal. There are a number of assumptions that the Master Planner has made regarding the school site. If the assumptions are not able to be delivered or agreed to, the parks plan would be negatively affected necessitating additional Staff analysis. Coordination is essential so that the Master Planner can communicate to the City Council the likelihood of certain fields, courts and gym space being available and can then confidently include them in the plan. While an implementation measure (#17) is proposed to address coordination, Staff is concerned about assumptions being made as part of the approval process without the coordination occurring that is needed to determine if these proposals are deliverable and likely to occur. Roger Woehl of the School District has submitted a site analysis of the proposed school site completed by their architect Dull Olson Weeks Architects (DOWA) showing three possible ways the site could be developed. In each case, there are some sports fields, covered play areas, and a two story building.

Developer Coordination:

Coordination between all of the parties continues to be a challenging issue. Coordination has occurred over the past eight months as the parks and recreation plan was developed. Costa Pacific has had a series of discussions with the Villebois developers, West Hills and Matrix Development as part of refining the final parks proposal. Staff understands that the January 27, 2006 submittal has accounted for all of Matrix and West Hills concerns regarding the draft submittal that was delivered to the City on December 19, 2005.

SAP East:

At the meeting on February 22, 2006, Matrix Development submitted a letter (PC Exhibit S) proposing a community building/interpretive center not less than 3,500 SF along the west edge of Coffee Creek to serve the east side residents as well as the general public. This proposal presents an exciting scenario for partnerships. This type of facility would provide indoor and outdoor activities focusing on the environment, art, education and exercise and would have a sustainable element.

On-Street Parking for the Parks:

The Villebois Master Plan includes vehicle parking only on one side of the street (for regional and community parks) so that views into the natural resource areas such as Graham Oaks, Coffee Creek and various parks areas are enjoyed by all of the public and are not impeded by on-street parking. The Master Planners draft submittal proposes to provide only on-street parking to serve the various parks uses. Staff is in agreement with the concept of single loading the on-street parking but is unclear if adequate amounts of parking can be provided within a reasonable distance from park amenities to serve the planned facilities. At Staff's request the Master

Planner/Alpha Community Development has prepared a draft analysis of the parking so that the distribution and location of proposed parking can be further reviewed (Please refer to PC Exhibits K, L, M and N). DKS and Associates and Staff have spent limited time going through the parking analysis. This review has raised several areas of concern that have not been adequately addressed. These areas include:

- Amount of parking for the soccer field located south of the Boeckman Road roundabout, indoor recreational facilities as well as other potential parks “destinations”.
- Parking in the Village Center and how it is balanced against other competing uses such as retail. An assessment of demand is needed.
- The issue of crossing busy streets to access parks.
- ADA parking, where and how this will function.

It is likely that some hybrid of on-street parking and off-street parking would be acceptable. Due to the fact that the detailed parks elements will not be designed until application for PDP/FDP approvals, Staff recommends that an implementation measure is added to the Master Plan requiring additional analysis at that point in the land use review process.

Proposed New Implementation Measure #20 – Chapter 3:

The adequacy, amount and location of the proposed parking (including ADA parking) necessary to serve the proposed park uses shall be evaluated in detail at the SAP and PDP level. Off-street parking may be required to serve the various park users.

Regional Park -2 (RP-2) and Ponds E1-E2:

The Master Planner, Alpha, OTAK and Carol Mayer-Reed have been working on a plan to design the Greenway section RP-2 for dual use as a detention pond and as an area for active recreation. A conceptual plan has been provided that shows a large lawn area and full court basketball in the area where Ponds E1 and E2 are located (Please refer to Sheet 12 of the color park renderings in the Technical Appendix). These facilities would carry storm drainage in large storm events (2, 10, 25, and 100-year storm events), which would drain away over 1-2 days and would be available for recreation during the dry months and between rain events. For example, in a 25-year storm event, Pond E1, and E2 would have a water depth of approximately 2'. In a 100-year event, the water would be approximately 4' deep. Provision of underground drains, soil amendments, establishment of sand based turf, and proper grading will all be utilized to ensure a usable park area. The Master Planner has accomplished the challenge of balancing active recreation with the City's stormwater management requirements.

Villebois Stormwater:

The Master Planner has proposed removal of several local detention ponds along the west edge of Coffee Creek. The City's Stormwater Master Plan contains provisions that allow flexibility regarding detention when the stormwater drains directly to the Willamette River (i.e. property south of Wilsonville Road) or to a body of water such as the Coffee Creek wetlands.

The basis for the proposed amendment to the utilities section of the Villebois Mater Plan is a floodplain study completed by HDR Engineering, Inc. and Inter-Fluve. That study looked at the existing and future flows for the Coffee Lake Creek basin and the effect regional (i.e. facilities identified in the city's Stormwater Master Plan) and Villebois detention facilities would have on these future flows. Results from the study indicate that future flows without the proposed Villebois detention facilities would have little impact on the water surface elevation or the function of the wetlands in the Coffee Lake Creek floodplain.

Based on the results of the study completed by HDR and Inter-Fluve, Staff is recommending the elimination of the Villebois detention facilities that discharge to the Coffee Creek floodplain in SAP-East. Council is currently reviewing related amendments to the Stormwater Master Plan. Removal of the detention facility in the Villebois Master Plan allows the use of the large area between the planned streets and the wetland edge for additional picnic areas, trails, viewing platforms, wetland and wildlife overlooks, open grassy areas and sports fields. These amenities greatly enhance the parks program for Villebois.

Approval and Application of Rainwater Management Plans:

There have been challenges related to rainwater management at Villebois since inception of the Master Plan. Soil conditions, slow percolation rates, maintenance, and liability are just some of the issues that have been addressed by the Commission in the past. Staff has come to the realization that while mitigation of 100% of rainwater within the project is an admirable goal, it creates conflicts with other highly desirable neighborhood amenities such as usable park land.

As the Council is aware, some of the original rainwater management targets have been modified through code and master plan amendments. Earlier amendments removed the requirement for rainwater mitigation on the individual lots, and also allowed the City Engineer to approve less than 100% mitigation within a PDP if plans were not technically feasible. As Staff and the Master Planner have worked to improve the parks and recreational amenities plan, it has become clear that a balancing of the rainwater management goals with the need for adequate parks and recreation would require further reductions in the required amount of rainwater mitigation.

Staff's proposal is to recommend rainwater mitigation at a level which will allow for flexibility in parks design. Depending on the area, (e.g., dense neighborhoods not admitting to sufficient space for both rainwater systems and competing uses), Staff may recommend, and the Development Review Board/City Council may approve, a lesser amount of mitigation. Still, some areas may provide opportunities to accommodate all uses, warranting a greater (e.g. 100%) mitigation requirement. The determination will be case by case, considering the terrain, currently planned uses, and technical constraints. Staff is endeavoring to facilitate the potential for rainwater management by working, for instance, on a park design that will allow for seasonal use of the Greenway during dry months and programming the areas with active recreation that in wet conditions would be inundated with stormwater. Staff believes this approach to be a sound compromise, and one that benefits Villebois and strikes the delicate balance between park usability, active recreation, density, tree preservation, and sustainability.

Phasing of Parks Improvements:

There are two issues related to phasing of parks improvements. The first is at what point in a PDP should parks be constructed? The second is the timing of park improvements when a park is located in an adjacent or later phase of development that is intended to serve homes that are being built in an earlier phase.

In the four approved PDP's, there have been conditions of approval that require parks be constructed at a certain point in the phase. Staff has recommended that parks construction be completed in any particular PDP prior to 50% of the homes being occupied. Implementation Measure #18 has been added to address this concern. This language will ensure that parks are being developed at the same time as the majority of the homes, and will avoid a scenario where there are completed phases with no completed parks nearby.

The second issue is more difficult to address and should probably be addressed at the SAP approval stage as part of the phasing plan at the PDP level. Staff is concerned that if a PDP application relied on off site parks to meet requirements there needs to be a way to ensure that the park is actually developed and that the developer of the last phase is not left with the unfair burden of providing amenities for previous development. The question is should parks in adjacent phases that are being relied upon for residents in a current phase of development be required to be built in conjunction with that phase or is there another approach that will ensure development of the parks in a fair and equitable way such as bonding.

The need to ensure the provision of parks serving a particular PDP, but located outside a PDP, can be addressed by the requirement for a formal bonding arrangement or other financial security. Staff believes it appropriate to apply the concept to the Village Center by requiring that for each Central SAP PDP, parks in the PDP be constructed on the 50% occupancy basis, and to-be-constructed parks outside the PDP in the Central SAP be bonded or otherwise secured on a per dwelling unit basis. This recognizes that the parks in Central SAP "serve" all the Central SAP PDP's, but that the development of any one PDP will not result in the construction of the "fair share" portion of needed parks. Rather than requiring construction, the requirement of a pro rata sharing appears to be reasonable. This does not remove the responsibility within each PDP for the construction of Recreational Area facilities under WC 4.125 (.05) (E.) prior to 50% occupancy of the units in the PDP.

Implementation Measure #18 was amended at the Planning Commission and reads as follows:

The parks spaces included within each phase of development will be completed prior to occupancy of 50% of the housing units in that particular phase unless weather or other special circumstances prohibit completion, in which case bonding for the improvements shall be permitted.

Implementation Measure #21 was adopted by the PC as follows:

In the Central SAP, the estimated cost of parks not within a PDP that are required to serve a PDP shall be bonded or otherwise secured on a pro rata, dwelling unit basis.

These two implementation measures will in turn be implemented by two proposed ordinances (considered concurrently with the master plan amendments) which codify the requirements in the V-zone.

Future Master Plan Modifications/Refinements:

The City, Master Planner and developers entered into the Villebois Master Plan parks amendment process in part to bring greater certainty to the process of designing and approving Parks and Open Spaces. Existing language provides that parks and open space provisions are conceptual which has caused confusion and conflict between the Master Planner, developers and the City. With the greater specificity of the requirements for parks and open spaces, and the understanding that the new provisions apply to pending applications, the Master Plan provides that modifications that may be made by either the City or the applicants to the approved parks and recreation plan are limited to "refinements" as defined in the code.

Other Issues and General Observations:

*** Restroom accommodations at Soccer field (East) and at Hilltop Park:**

The provision of restrooms is a necessary amenity for areas where there are large gatherings. The applicant's proposal is to include restrooms at West Park, the Village Center Plaza, just south of the elementary school site, and at Trailhead Park along Coffee Creek (Please refer to the Neighborhood Commons slide found in the PowerPoint presentation contained in the Technical Appendix).

There are two additional areas where a restroom would seem necessary and appropriate. The first is at Hilltop Park. This 2.90 acre park is proposed to include an amphitheatre which would likely draw large crowds for seasonal events and activities. A restroom at Hilltop Park is needed to accommodate the visitors to this area and to result in a community park facility. **Costa Pacific has agreed to add this amenity to Hilltop Park.**

The other area of concern is the soccer field located south of the Boeckman Road roundabout along the edge of Coffee Creek. Locations where soccer or team sports are being planned need to have accommodations for restrooms and drinking fountains. Staff understands that there are challenges to providing permanent restrooms at this location due to the depth of the sewer pipe, and the ability to connect and gravity feed service. If that is the case, at a minimum, the plan should include a note and an identified location that allows for a screened, hard surface pad for ADA accessible portable facilities to be provided on the site plan. **A temporary seasonal facility has been agreed to at this location.**

*** Child Play Areas:**

The applicant has proposed two types of child play, creative play and play structures. Creative play elements include natural forms and materials such as sand and rock, but can also include topography (grassy hills), public art, sculptures to climb upon and interactive themes such as

water, sound, or science based themes. Play structures are common in many parks and include slides, climbing elements, swings, jungle gyms, bars, and toddler facilities.

Staff notes that there are different age groups that play structures are intended to serve. The primary age groups are 3-6 and 6-12. A complete parks program would have a distribution of facilities for these age groups as well as facilities for teenagers. Child play areas can be in the same park but are physically separated for safety reasons. While the general distribution of play experiences is good (with one exception), the Applicant's submittal materials do not discern the location of facilities for the 3-6 and 6-12 age children and therefore it is difficult to evaluate the real distribution of play experiences. **The consultant's have stated that for each area where play is proposed, there will be a range of experiences for children of all ages. Some areas may focus more on one age group over another, but there will be something for everybody as these areas are planned and designed.**

Staff notes that the entire Villebois project area is covered by a child play area within a 1/8 mile walking distance with the exception of the area near Barber Street and Graham's Ferry Road (Please refer to the Child Play slide with the 1/8 mile service area contained in the applicant's PowerPoint presentation in the Technical Appendix). In the draft submittal dated December 19, 2005 the applicant included a play element at this location based on numerous meetings and the project team identifying the need for a park at this location. This proposal was deleted in the final submittal. **West Hills has agreed to add a pocket park with child play at this general location, with the exact location and size to be identified as part of the PDP application. The Council may want some commitment to a minimum size, location and level of improvement as part of this application.**

*** LG-15, LG-16 and PP-9:**

During the park planning process, Staff encouraged the project team to consider a redesign of these three spaces that are over the gas pipeline to address concerns of usability, and safety. It is Staff's opinion that these small spaces are not functional, and are potentially dangerous as a linear green due to the fact that there are three street and two alley crossings in a short distance as one travels from the Greenway to Fir Park. The parks appear to be remnant spaces that were left over after platting up to the edges and do not reflect the quality site planning that has occurred in most other areas of Villebois. **In PC Exhibit T, Alpha provided a redesign of the "gas line" parks in the north. This was approved by the Planning Commission.**

Finally, it is important to reiterate that the graphic detail and parks programming appearing in the 50 scale drawings are for conceptual and feasibility purposes, not as required design.

CONCLUSION:

In conclusion, Staff believes that the Master Planner has made excellent progress reconciling the numerous conflicts between stormwater/rainwater management and usable parks. The draft parks and recreation programming plan results in more usable parkland than was originally anticipated, while still meeting the minimum density, natural resource protection and stormwater

management capacity requirements. This balance does, however negatively impact the rainwater management, resulting in less than 100% management. Staff will continue to insist on an amount of rainwater management sufficient to meet the projects overall goal of sustainability. Development of an urban village is a tremendous challenge. Staff believes that the Master Planner is on track to create a great project meeting the City's expectations.

Planning Commission
LP05-0012
Villebois Master Plan amendment relating to
Parks and Recreational Programming, and Utilities.
Record Index

City Council Record:

Exhibit W: March 6, 2006 letter from Roger Woehl to Chris Neamtzu

Actions from the February 22, 2006 Special Planning Commission meeting:

- Notice of Decision
- Resolution No. LP05-0012
- Motion
- DRAFT Minutes

Distributed at the February 22, 2006 Special Planning Commission meeting:

- Exhibit V: Table V-2: Off Street Parking Requirements from Section 4.125 of the Development Code.
- Exhibit U: "Other" Open Space Map
- Exhibit T: An email dated February 17, 2006, from Jeff Johnson of Alpha Community, regarding Gas Line Parks, with attached Concept Plan for Pocket Park 9, Linear Greens 15 & 16.
- Exhibit S: A Memorandum dated February 15, 2006, from Craig Brown of Matrix Development, regarding Villebois parks Master Plan Amendment (File No. LP-2005-12-00012).
- Exhibit R: A letter dated February 17, 2006, from Roger Woehl of the West Linn-Wilsonville School District, regarding the Elementary School Within Villebois – Case file LP2005-12-00012.

Staff Report for the February 22, 2006 Planning Commission Special Meeting:

- Exhibit G: A Planning Division Memorandum dated February 15, 2006, from Chris Neamtzu, regarding Continued Public Hearing on Villebois Master Plan Amendments
- Exhibit H: Letter from Dan Hoyt, dated February 14, 2006, regarding Response to 2/08/06 Staff Report on File No. LP-2005-12-00012.
- Exhibit I: Memorandum from Eldon Johansen, dated February 15, 2006, regarding Proposed Legislative Amendment – Villebois Village Master Plan.
- Exhibit J: Errata sheet from Alpha Communities, dated 2/13/06, titled, "Villebois Parks Revisions from 1.27.06 submittal PowerPoint Presentation.
- Exhibit K: Memorandum dated February 14, 2006, from Dan Hoyt of Costa Pacific Communities, outlining parking materials.
- Exhibit L: Memorandum dated February 14, 2006, from Dan Hoyt of Costa Pacific Communities, regarding the Villebois parking philosophy.
- Exhibit M: Spreadsheet titled, "On Street Parking Analysis Regional Parks and Attractions."

- Exhibit N: Two color-coded maps of Villebois titled, "Master Plan Street parking (with Regional Parks and Buffer)" depicting on-street parking numbers identified for various parks uses.
- Exhibit O: Letter dated February 15, 2006, from Craig Brown of Matrix Development, regarding the Villebois Parks Master Plan Amendment (File No. LP-2005-12-00012), and the east side community center.
- Exhibit P: Regional Park 3, Linear Green 5A-C, & Neighborhood Park 7 Map.
- Exhibit Q: DRAFT minutes from the February 8, 2006 Planning Commission meeting. (Adopted March 8, 2006)

Planning Commission motion to continue to the February 22, 2006 Special Meeting.

Exhibit V: PowerPoint presentation from the February 8, 2006 Meeting.

Staff Report for the February 8, 2006 Planning Commission Public Hearing Including:

- Exhibit A: *Proposed Legislative Amendment Villebois Village Master Plan* (City File No. LP 2005-12-00012) Submitted January 27, 2006.
- Exhibit B: *Villebois Village Master Plan Technical Appendix* dated January 27, 2006.
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- Exhibit F: January 11, 2006 Work session Memorandum from Chris Neamtzu to the Planning Commission.

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DLCD Notice of Proposed Amendment including:

- Villebois Proposed Legislative Amendment, Villebois Village Master Plan submitted December 19, 2005
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CONCLUSIONARY FINDINGS:

The applicant has provided extensive conclusionary findings to support the proposed legislative amendment to the Villebois Village Master Plan. By reference, Staff hereby accepts, except as otherwise noted, and incorporates the applicant's conclusionary findings as if set forth herein (Exhibit C – Applicant's findings dated January 27, 2006). Additional supporting findings are provided below.

Comprehensive Plan

GOAL 1.1 *To encourage and provide means for interested parties to be involved in land use planning processes, on individual cases and City-wide programs and policies.*

Implementation Measure 1.1.1.a *Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes. Whenever practical to do so, City staff will provide information for public review while it is still in "draft" form, thereby allowing for community involvement before decisions have been made.*

Response: The Planning Commission and City Council legislative process on the proposed Villebois Village Master Plan amendments to Chapter 3 and 4 will allow the public to be involved in land-use planning processes. Public notice of the public hearing on this matter was provided to a list of agencies, interested individuals, as well as surrounding property owners. To date, other than reporters for the Spokesman and the Oregonian, Staff has had no inquiries on this matter. The City will continue to allow for a wide range of public participation opportunities related to citywide programs and policies. This goal and measure are satisfied.

Implementation Measure 1.1.1.e *Encourage the participation of individuals who meet any of the following criteria:*

1. *They reside within the City of Wilsonville.*
2. *They are employers or employees within the City of Wilsonville.*
3. *They own real property within the City of Wilsonville.*
4. *They reside or own property within the City's planning area or Urban Growth Boundary adjacent to Wilsonville.*

Response: Public notice was mailed to a wide variety of agencies, special districts, owners of property within 250' of the site boundaries, as well as to a lengthy list of individuals interested in Villebois. Public notices were posted at four locations around the City, and printed in the newspaper. This notification encourages participation by a wide variety of individuals. This measure is satisfied.

Implementation Measure 1.1.1.f *Establish and maintain procedures that will allow any interested parties to supply information.*

Response: The City's legislative public hearing process before the Planning Commission and City Council provides a procedure for interested parties to supply information. This measure is satisfied.

Public Facilities and Services Policy 3.1.11 - *The City of Wilsonville shall conserve and create open space throughout the City for specified objectives including park lands.*

Response: The proposed amendments will result in the detailed description of the parks experiences and amenities throughout Villebois. The proposed level of detail supports this Comprehensive Plan Policy by specifying recreational experiences and objectives in detail, conserving open space and creating parks with specific active and passive uses. This criterion is met.

Implementation Measure 3.1.11.a *Identify and encourage conservation of natural, scenic, and historic areas within the City.*

Response: The proposed Master Plan revisions continue to conserve the SROZ areas on site and take advantage of and celebrate scenic vistas and overlooks. This criterion is generally supported by the proposed Master Plan amendment.

Implementation Measure 3.1.11.b *Provide an adequate diversity and quantity of passive and active recreational opportunities that are conveniently located for the people of Wilsonville.*

Response: The proposed Master Plan amendments attempt to balance active and passive recreation by providing a wide range of recreational opportunities from areas for quiet contemplation to sports fields and active play spaces. This criterion is met.

Implementation Measure 3.1.11.e *Require small neighborhood parks (public or private) in residential areas and encourage maintenance of these parks by homeowner associations.*

Response: The Villebois parks plan provides both public and private parks, in the categories of regional parks, community parks, neighborhood parks, pocket parks, linear greens and natural areas. Many of the neighborhood parks will be maintained by the HOA as spelled out in the recently adopted Operations and Maintenance Agreement between the City and the Developers of Villebois. This criterion is met.

Implementation Measure 3.1.11.g *Where appropriate, require developments to contribute to open space.*

Response: The Villebois project contributes approximately 32% of the project area to parks and open space supporting this Plan measure. This criterion is met.

Implementation Measure 3.1.11.p *New developments shall be responsible for providing specified amounts of usable on-site open space depending on the density characteristics and location of the development. Where possible, recreational areas should be coordinated with and complement Willamette River Greenway, and other open space areas identified as environmentally sensitive or hazardous areas for development.*

Response: Detailed analysis will be conducted as part of the subsequent SAP and PDP applications. Demonstration of adequate usable open space has been addressed as part of the overall parks and recreation amenity package proposed in this Master Plan amendment. Recreational trails and appropriate activities have been planned and coordinated with the natural resource areas on site. This criterion is generally supported by the proposal.

Implementation Measure 3.1.11.r *The City shall continue to work on cooperative arrangements with the school districts to encourage provision of adequate year-round recreational programs and facilities, and to eliminate unnecessary overlap of facilities. Joint ventures in providing facilities and programs should be carefully considered in order to maximize the use of public funds in meeting local needs.*

Response: The Master Planner and the City will continue to coordinate with the School District on development of an elementary school at Villebois. The proposed amendment contains an implementation measure to that effect. According to the applicant, a letter from the School District commenting on the proposal will be provided to the City prior to the February 22, 2006 special public hearing. Details regarding cooperative agreements will come at a later date as part of the school development process. This criterion is generally met with the proposal.

Planning and Land Development Ordinance:

Section 4.003. Consistency with Plan and Laws.

Actions initiated under this Code shall be consistent with the Comprehensive Plan and with applicable State and Federal laws and regulations as these plans, laws and regulations may now or hereafter provide.

Response: The proposed Villebois Master Plan text and figure amendments will have no substantive bearing on the City's Comprehensive Plan, or applicable state or federal laws. This criterion is met.

Section 4.125. V – Village Zone

(.01) Purpose.

The Village (V) zone is applied to lands within the Residential Village Comprehensive Plan Map designation. The Village zone is the principal implementing tool for the Residential Village Comprehensive Plan designation. It is applied in accordance with the Villebois Village Master Plan and the Residential Village Comprehensive Plan Map designation as described in the Comprehensive Plan.

- A. The Village zone provides for a range of intensive land uses and assures the most efficient use of land.*
- B. The Village zone is intended to assure the development of bicycle and pedestrian-sensitive, yet auto-accommodating, communities containing a range of residential housing types and densities, mixed-use buildings, commercial uses in the Village Center and Neighborhood Centers, and employment opportunities.*
- C. The Village zone, together with the Architectural Pattern Book and Community Elements Book, is intended to provide quantitative and objective review guidelines.*

Response: The proposed Master Plan amendments will not alter the intent of the purpose statement of the Village Zone code. This section is satisfied.

Section 4.198. Comprehensive Plan Changes - Adoption by the City Council.

- (.01) Proposals to amend the Comprehensive Plan, or to adopt new elements or sub-elements of the Plan, shall be subject to the procedures and criteria contained in the Comprehensive Plan. Each such amendment shall include findings in support of the following:
 - A. That the proposed amendment meets a public need that has been identified;*
 - B. That the proposed amendment meets the identified public need at least as well as any other amendment or change that could reasonably be made;*
 - C. That the proposed amendment supports applicable Statewide Planning Goals, or a Goal exception has been found to be appropriate; and*
 - D. That the proposed change will not result in conflicts with any portion of the Comprehensive Plan that is not being amended.**
- (.02) Following the adoption and signature of the - Resolution by the Development Review Board or Planning Commission, together with minutes of public hearings on the proposed Amendment, the matter shall be shall be scheduled for public hearing before the City Council.*
- (.03) Notice of the Council's consideration of the matter shall be provided as set forth in Section 4.012.*
- (.04) Upon conclusion of its public hearing on the matter, the Council shall adopt its decision by ordinance, authorizing the Planning Director to amend the official zoning map, Comprehensive Plan Map or the text of Chapter 4 as set forth in Section 4.102.*

- (.05) *In cases where a property owner or other applicant has requested an amendment to the Comprehensive Plan map and the City Council has approved the change subject to conditions, the owner or applicant shall sign a statement accepting, and agreeing to complete the conditions of approval before the Comprehensive Plan map shall be changed.*

Response: The applicant has provided findings supporting the proposed legislative amendments. Staff is in agreement with these findings (pages 90-93 of the Applicant's conclusionary findings dated January 27, 2006). These criteria are demonstrated to be met in the Applicant's findings document.

Planning Commission
LP05-0012
Villebois Master Plan amendment relating to
Parks and Recreational Programming, and Utilities.
Record Index

City Council Record:

Exhibit W: March 6, 2006 letter from Roger Woehl to Chris Neamtzu

Actions from the February 22, 2006 Special Planning Commission meeting:

- Notice of Decision
- Resolution No. LP05-0012
- Motion
- DRAFT Minutes

Distributed at the February 22, 2006 Special Planning Commission meeting:

- Exhibit V: Table V-2: Off Street Parking Requirements from Section 4.125 of the Development Code.
- Exhibit U: "Other" Open Space Map
- Exhibit T: An email dated February 17, 2006, from Jeff Johnson of Alpha Community, regarding Gas Line Parks, with attached Concept Plan for Pocket Park 9, Linear Greens 15 & 16.
- Exhibit S: A Memorandum dated February 15, 2006, from Craig Brown of Matrix Development, regarding Villebois parks Master Plan Amendment (File No. LP-2005-12-00012).
- Exhibit R: A letter dated February 17, 2006, from Roger Woehl of the West Linn-Wilsonville School District, regarding the Elementary School Within Villebois – Case file LP2005-12-00012.

Staff Report for the February 22, 2006 Planning Commission Special Meeting:

- Exhibit G: A Planning Division Memorandum dated February 15, 2006, from Chris Neamtzu, regarding Continued Public Hearing on Villebois Master Plan Amendments
- Exhibit H: Letter from Dan Hoyt, dated February 14, 2006, regarding Response to 2/08/06 Staff Report on File No. LP-2005-12-00012.
- Exhibit I: Memorandum from Eldon Johansen, dated February 15, 2006, regarding Proposed Legislative Amendment – Villebois Village Master Plan.
- Exhibit J: Errata sheet from Alpha Communities, dated 2/13/06, titled, "Villebois Parks Revisions from 1.27.06 submittal PowerPoint Presentation.
- Exhibit K: Memorandum dated February 14, 2006, from Dan Hoyt of Costa Pacific Communities, outlining parking materials.
- Exhibit L: Memorandum dated February 14, 2006, from Dan Hoyt of Costa Pacific Communities, regarding the Villebois parking philosophy.
- Exhibit M: Spreadsheet titled, "On Street Parking Analysis Regional Parks and Attractions."

- Exhibit N: Two color-coded maps of Villebois titled, "Master Plan Street parking (with Regional Parks and Buffer)" depicting on-street parking numbers identified for various parks uses.
- Exhibit O: Letter dated February 15, 2006, from Craig Brown of Matrix Development, regarding the Villebois Parks Master Plan Amendment (File No. LP-2005-12-00012), and the east side community center.
- Exhibit P: Regional Park 3, Linear Green 5A-C, & Neighborhood Park 7 Map.
- Exhibit Q: DRAFT minutes from the February 8, 2006 Planning Commission meeting. (Adopted March 8, 2006)

Planning Commission motion to continue to the February 22, 2006 Special Meeting.

Exhibit V: PowerPoint presentation from the February 8, 2006 Meeting.

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