



PLANNING COMMISSION

WEDNESDAY, AUGUST 8, 2018

II. LEGISLATIVE HEARING

A. Parks & Recreation Comprehensive Master Plan (McCarty) (60 minutes)

(Continued from the May 9, 2018 PC Hearing)

**PLANNING COMMISSION
RESOLUTION NO. LP18-0003**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION
RECOMMENDING THE WILSONVILLE CITY COUNCIL ADOPT THE 2018
PARKS AND RECREATION COMPREHENSIVE MASTER PLAN.**

WHEREAS, the Planning Commission of the City of Wilsonville (“City”) has the authority to review and make recommendations to the City Council regarding changes to, or adoption of new elements and sub-elements of, the Comprehensive Plan pursuant to Sections 2.322 and 4.032 of the Wilsonville Code (“WC”) and

WHEREAS, the 2018 Parks and Recreation Comprehensive Master Plan (“Master Plan”) is a supporting document to the City’s Comprehensive Plan, and the Master Plan is subject to the same rules and regulations as the City’s Comprehensive Plan; and

WHEREAS, the Parks and Recreation Director submitted a proposed Ordinance to the Planning Commission, along with a Staff Report, in accordance with the public hearing and notice procedures that are set forth in WC 4.008, 4.011, 4.012 and 4.198; and

WHEREAS, the Planning Commission conducted a work session on April 11th, 2018, and after providing the required public notice, held a public hearing on May 9th 2018, which was continued to a date specific of August 8th, 2018, to review the proposed Master Plan and to gather additional testimony and evidence regarding this Master Plan; and

WHEREAS, the Planning Commission has afforded all interested parties an opportunity to be heard regarding this subject and has entered all available evidence and testimony into the public record of its proceedings; and

WHEREAS, the Planning Commission has duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested parties; and

NOW, THEREFORE, BE IT RESOLVED that the Wilsonville Planning Commission does hereby adopt the Staff Report and its attachments (attached hereto as Exhibit A), as presented at the May 9th, 2018 public hearing and the continued public hearing on August 8th, 2018 including the findings and recommendations contained therein, and further recommends the Wilsonville City Council approve and adopt the

2018 Parks and Recreation Comprehensive Master Plan as hereby approved by the Planning Commission; and

BE IT FURTHER RESOLVED that this Resolution shall be effective upon adoption.

ADOPTED by the Wilsonville Planning Commission at a regular meeting thereof this 8th day of August, 2018, and filed with the Wilsonville City Recorder at this date.

Wilsonville Planning Commission

ATTEST:

Tami Bergeron, Administrative Assistant III

SUMMARY OF VOTES:

Chair Jerry Greenfield _____
Vice-Chair Eric Postma _____
Commissioner Peter Hurley _____
Commissioner Ron Heberlein _____
Commissioner Kamran Mesbah _____
Commissioner Phyllis Millan _____
Commissioner Simon Springall _____

Attachments:

Exhibit A – Staff Report



**PLANNING COMMISSION MEETING
STAFF REPORT**

<p>Meeting Date: August 8th, 2018</p>	<p>Subject: Resolution LP18-0003, 2018 Parks and Recreation Comprehensive Master Plan</p> <p>Staff Member: Mike McCarty, Parks and Recreation Director</p> <p>Department: Parks and Recreation</p>
<p>Action Required</p>	<p>Advisory Board/Commission Recommendation</p>
<p><input type="checkbox"/> Motion</p> <p><input checked="" type="checkbox"/> Public Hearing Date: August 8, 2018 (continued from May 9, 2018)</p> <p><input type="checkbox"/> Ordinance 1st Reading Date:</p> <p><input type="checkbox"/> Ordinance 2nd Reading Date:</p> <p><input type="checkbox"/> Resolution</p> <p><input type="checkbox"/> Information or Direction</p> <p><input type="checkbox"/> Information Only</p> <p><input type="checkbox"/> Council Direction</p> <p><input type="checkbox"/> Consent Agenda</p>	<p><input type="checkbox"/> Approval</p> <p><input type="checkbox"/> Denial</p> <p><input type="checkbox"/> None Forwarded</p> <p><input checked="" type="checkbox"/> Not Applicable</p> <p>Comments: A Public Hearing regarding this plan was opened at the May 9th, 2018 Planning Commission meeting and continued to August 8th, 2018.</p>
<p>Staff Recommendation: Staff respectfully recommends that the Planning Commission conduct the public hearing on the proposed Parks and Recreation Comprehensive Master Plan, and approve Resolution LP18-0003, recommending approval and adoption of the 2018 Parks and Recreation Comprehensive Master Plan.</p>	
<p>Recommended Language for Motion: N/A</p>	
<p>Project / Issue Relates To: <i>[Identify which goal(s), master plans(s) your issue relates to.]</i></p>	
<p><input checked="" type="checkbox"/> Council Goals/Priorities</p>	<p><input checked="" type="checkbox"/> Adopted Master Plan(s)</p>
<p><input type="checkbox"/> Not Applicable</p>	

ISSUE BEFORE COMMISSION:

EXHIBIT A

The City of Wilsonville Parks and Recreation Department entered into a contract with GreenPlay, LLC on April 7th, 2017 to help complete a Parks and Recreation Comprehensive Master Plan. Master Plans, once adopted, become an amendment to the City's Comprehensive Plan, and as such, require a formal adoption process that includes a hearing before the Planning Commission, consideration of conclusionary findings for consistency with Statewide Planning Goals, a recommendation for adoption from Planning Commission to City Council, and eventually hearing and adoption by ordinance provided by City Council.

Staff and Consultants provided a brief PowerPoint presentation on the 2018 Parks and Recreation Comprehensive Master Plan at the Public Hearing on May 9th, 2018. At this meeting, the Planning Commission had specific items that they wanted staff to address, including:

- Extensive verbiage concerning the Integrated Pest Management (IPM) Plan (Objective 3.9, pg. 132). In conjunction with this topic, staff further expanded on the Natural Resources Objective (Objective 3.10, pg. 133), combining the Tree City and Bee City Objective with the Natural Resources Objective and adding an action to create and implement a City-wide Urban Forestry Management Plan (Objective 3.10, Action 3.10.c, pg. 133)
- Re-wording and expanding on the subject of synthetic turf fields (Objective 1.8, pg. 127)
- Addressing creation of art features in the parks as a stand-alone action (Objective 1.6, Action 1.6.c, pg. 125)

At the City Council work session meetings on April 16th, 2018 and May 7th, 2018, Council recommended expanding on the Joint Use Agreement with the West Linn-Wilsonville School District (Section IV: Parks and Facilities Inventory and Assessment, pg. 100; and Objective 3.5, pg. 131), including addition of an inventory of school district facilities (Appendix D, pg. 255), as well as a desire for implementation of synthetic turf fields (Objective 1.8, pg. 127).

Staff has addressed these recommendations.

EXECUTIVE SUMMARY:

The Parks and Recreation Comprehensive Master Plan for consideration tonight specifically addresses existing levels of service (LOS) and recommendations for future parks and park amenities, with possible funding sources and more suggestions for the next ten plus years. This plan was executed with the help of many people over the last 15 months, including significant feedback from stakeholders, focus groups, citizens attending and participating in open forum presentations, a random survey that went out to 3,500 homes in Wilsonville, as well as an online survey, and social media posts.

The goals of this project are to identify and serve current and future parks and recreational needs through an integrated park system that provides adequate open space, recreational services and facilities, trails, and stewardship of natural and cultural resources; to provide an accessible and diverse offering of parks and recreation facilities and programs to all residents of Wilsonville; and to develop an action plan and strategy for prioritizing, phasing, funding, and accomplishing the identified needs.

Conclusionary Findings demonstrating consistency with Statewide Planning Goals are included as Attachment B.

EXHIBIT A

EXPECTED RESULTS:

Administratively, a recommendation to City Council for adoption of the 2018 Parks and Recreation Comprehensive Master Plan and subsequent adoption by City Council, will make this Master Plan part of the City's Comprehensive Plan. Inclusion in the City's Comprehensive Master Plan allows identified capital and operational improvements to be planned and budgeted in future rate studies and capital planning plans. From a utility management standpoint, this Master Plan provides a 10 plus year planning tool to ensure reliable delivery of quality, well-maintained, and safe parks for our community.

TIMELINE:

Planning Commission Work Session: April 11th, 2018
Parks and Recreation Advisory Board Meeting: April 19th, 2018
City Council Work Session: April 16th and May 7th, 2018
Planning Commission Public Hearing: May 9th, 2018
Planning Commission Public Hearing (continued) August 8th, 2018
City Council Adoption and First Reading of Ordinance: September 6th, 2018
City Council Adoption and Second Reading of Ordinance: September 17th, 2018

CURRENT YEAR BUDGET IMPACTS:

The total cost of the contract for the Parks and Recreation Comprehensive Master Plan Update is \$97,249.

FINANCIAL REVIEW / COMMENTS:

Reviewed by: Date:

LEGAL REVIEW / COMMENT:

Reviewed by: Date:

COMMUNITY INVOLVEMENT PROCESS:

The community has provided vital information at two city-wide meetings held at City Hall, as well as numerous stakeholder and small focus group meetings. A random survey was mailed to 3,500 residents, and an online survey was available to all members of the public.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY (businesses, neighborhoods, protected and other groups):

Providing amenities and services that the community has requested from the Parks and Recreation Department.

ALTERNATIVES:

CITY MANAGER COMMENT:

ATTACHMENTS:

Attachment A: Parks and Recreation Comprehensive Master Plan
Attachment B: Conclusionary Findings
Attachment C: Draft City Council Ordinance No. 826

ATTACHMENT A

Parks and Recreation Comprehensive Master Plan can be accessed here:

https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning_commission/meeting/12621/wilsonville_or_master_plan_final_report_7.25.18.pdf

CONCLUSIONARY FINDINGS

STATEWIDE PLANNING GOALS

Goal 1: Citizen Involvement

It is the purpose of this Goal to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Response: The City of Wilsonville’s legislative public involvement and hearing process provides numerous opportunities for citizens to be involved in all phases of the planning process. This Plan has been developed with the inclusion of substantial public involvement over the past 14 months including three “open house” meetings, stakeholder interviews and as well an on-line survey, random citizen survey and small focus groups. **This criterion is satisfied.**

Goal 2: Land Use Planning

It is the purpose of this Goal to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

Response: The development of the Parks and Recreation Comprehensive Master Plan has followed the City’s established land use planning process, and included over 14 months of public meetings, outreach, committee meetings, open houses, web site information, direct mailings, one on one contact, and numerous and frequent opportunities for public comment. **This criterion is satisfied.**

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

It is the purpose of this Goal to protect natural resources and conserve scenic and historic areas and open spaces.

Response: Natural resource areas play an important role in the balance of an active and passive parks and recreation system. Many city parks contain natural areas that afford a passive recreational experience. These natural resource areas are a critical part of the overall system. The Parks and Recreation Comprehensive Master Plan includes these areas and identifies projects (integrated pest management plan, natural resources management plan, and making sure the City maintains their standing as a Tree City and Bee City USA) that will enhance the overall natural resources system supporting the intent of Goal 5. **This criterion is met.**

Goal 8: Recreational Needs

It is the purpose of this Goal to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities.

Response: The provision of parks and recreation facilities, amenities and opportunities is the purpose of the Plan. It is intended to set forward the long-term framework for enhancing the livability of the community for residents, employees and visitors for the next 20 years. The development and implementation of a Parks and Recreation Master Plan will assist in satisfying the recreational needs of the citizens of the state, and visitors to the community. **This criterion is satisfied.**

Goal 11: Public Facilities and Services

It is the purpose of this Goal to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Response: The provision of parks and facilities located at intervals throughout the community that are adjacent to public transit and in concert with bicycle/pedestrian paths for easy access for all residents, employees and visitors is a primary focus of this Plan. The Neighborhood Community methodology of this Plan provides the flexibility to manage change as Wilsonville continues to grow in size and complexity and as the demographics change. The goal in this plan is to have a park within a 15 minute walk for everyone in community. **This criterion is met.**

Goal 15: Willamette River Greenway

It is the purpose of this Goal to protect, conserve, enhance and maintain the natural scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Response: The Plan respects the implications of the Willamette River Greenway and the rich opportunities that the river presents for historic preservation, environmental protection, nature education, agricultural, economic and recreation opportunities. Working closely with the Bike/Pedestrian Master Plan, this Plan is intended to incorporate the goals set out in that plan as well. **This criterion is satisfied.**

Metro's Regional Framework Plan:

The Functional Framework Plan fundamentals are statements adopted by the Metro Council that synthesize the 2040 Growth Concept and regional policies.

Fundamental 8:

Create a vibrant place to live and work by providing sufficient and accessible parks and natural areas, improving access to community resources such as schools, community centers, and libraries as well as by balancing the distribution of high quality jobs

throughout the region, and providing attractive facilities for cultural and artistic performances and supporting arts and cultural organizations.

Response: The Plan is designed to improve the sufficiency of accessible parks for residents and employees throughout the city and to offer connectivity with schools, libraries and community centers to expand the recreation opportunities and engage cultural and artistic performances and support arts and cultural organizations to create a vibrant place to live and work. This is shown in the work done in housing developments such as Villebois and projected to new school sites that require community facilities and industrial developments that offer employee activity areas.

1.10 — Urban Design

It is the policy of the Metro Council to:

1.10.1 Support the identity and functioning of communities in the region through:

c. Ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern that:

iii) Provides access to neighborhood and community parks, trails, walkways and other recreation and cultural areas and public facilities.

Response: The Parks and Facilities Inventory and Assessment located in Section IV identifies the quantity and/or quality of services required to bring all facilities up to a high level of service (LOS) by means of the GRASP® analysis for the community of Wilsonville. Park System Map 5, located in Section IV, part C. Level of Service Analysis, identifies the park and recreation access based on a one-mile service area. Level of service recommendations are also in this section in part E. Level of Service Recommendations. The fully integrated system of transit, trails and parks adjacent to any and all residents and employees will be monitored by staff.

3.2 Protection of Regionally Significant Parks, Natural Areas, Open Spaces, Fish and Wildlife Habitat, Trails and Greenways

It is the policy of the Metro Council to:

3.2.1 Continue developing a Regional System of Parks, Natural Areas, Open Spaces, Fish and Wildlife Habitats, Trails and Greenways (the Regional System) to achieve the following objectives:

- a. Protect the region's biodiversity***
- b. Provide citizens opportunities for, primarily, natural resources dependent recreation and education.***
- c. Contribute to the protection of air and water quality and watershed health; and***
- d. Provide natural buffers and connections between communities.***

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Response: The Plan addresses the issues unique to local natural resources in Section III, E. Healthy Lifestyle Trends and Active Living - Natural Environments and Open Space. The Plan embraces the unique qualities of the areas' natural forests (including those adjacent METRO properties that are shared — Graham Oaks) and streams such as Boeckman Creek, meadows and wetlands, special green spaces (Villebois Greenway) that have good restoration potentials and create a balance with the developed parks and facilities. Recreation programming includes numerous volunteer opportunities to plant trees, canoe the river, maintain streams, roads and parks and enjoy the natural trail areas around the City.

3.5 Provision of Community and Neighborhood Parks, Open Spaces, Fish and Wildlife Habitat, Natural Areas, Trails and Recreation Programs

It is the policy of the Metro Council to:

3.5.1 Recognize that local governments remain responsible for the planning and provision of community and neighborhood parks, local open spaces, natural areas, sports fields, recreation centers, trails and associated programs within their jurisdictions.

Response: The Plan is consistent with the responsibility of local governments by way of identifying the fiscal and planning responsibility the Plan describes for the provision of amenities throughout the community for parks, open space, natural areas, sports fields, recreation centers, trails and programming to fulfill the needs of citizens and employees for healthy active living options. The City's budget process, including assignment of Capital Projects, SDC Funds and it's wealth of active and passive recreation programs, support of organized sports, development of neighborhood park amenities and consideration of the overall quality of activity opportunities is apparent throughout this Plan. LOS (Level of Service) are detailed in Section IV: Parks and Facilities Inventory and Assessment in the Plan.

3.5.2 Encourage local governments to (i) adopt level of service standards for provision of parks, natural areas, trails, and recreational facilities in their local comprehensive plans

Response: LOS (Level of Service) are detailed in Section IV: Parks and Facilities Inventory and Assessment in the Plan.

Wilsonville Comprehensive Plan:

Introduction:

4. Standards for approval of Plan Amendments.

In order to grant a Plan amendment, the City Council shall, after considering the recommendation of the Development Review Board (quasi-judicial) or Planning Commission (legislative), find that:

- a. The proposed amendment is in conformance with those portions of the Plan that are not being considered for amendment.***
- b. The granting of the amendment is in the public interest.***

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- c. *The public interest is best served by granting the amendment at this time.*
- d. *The following factors have been adequately addressed in the proposed amendment:*
- *the suitability of the various areas for particular land uses and improvements;*
 - *the land uses and improvements in the area; trends in land improvement;*
 - *density of development;*
 - *property values;*
 - *the needs of economic enterprises in the future development of the area;*
 - *transportation access;*
 - *natural resources; and*
 - *the public need for healthful, safe and aesthetic surroundings and conditions.*
- e. *Proposed changes or amendments to the Comprehensive Plan do not result in conflicts with applicable Metro requirements.*

Response: The Standards for approval of Plan Amendments are addressed throughout the Master Plan. It is in the public interest to update the 2007 Parks and Recreation Master Plan, in order to keep current with population growth and emerging recreation trends. The projects of the 2007 Plan have been completed to the extent that they are appropriate, and new features throughout the City require attention that is prepared in this new Plan. The factors required in the Standards are addressed as follows:

- The suitability of land use is carefully considered in the planning of recreation amenities in the Plan. Issues such as river bank, riparian zones, natural hazards and protected areas, etc. are carefully considered in the recommendations.
- Issues of upcoming land use such as the growth of residential development in the Frog Pond area, school plans in Villebois and Frog Pond or industrial development in the northwest section of the City are taken into consideration.
- Land improvement trends are addressed especially in those areas with most active potential for change, such as the Frog Pond area, and denser housing areas in the City.
- Density is especially addressed in the parameters established for new residential development in terms of the provision of neighborhood parks and the impact on transit and possibilities of alternative travel with the Bike/Pedestrian Plan Update.
- The addition of parks in neighborhoods is well documented to have a positive impact on housing property values. The same is true for citywide beautification and development of interactive workplace surroundings.
- Although the first consideration is to the citizens of the City, the water features in Town Center and Murase Plaza parks have proven the potential these amenities have for economic development of tourism dollars; as well as the public events that are scheduled, continue to grow and has been called out by the citizens as a priority in

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these parks. This economic potential is especially considered in the plans for the pedestrian river crossing at Boones Ferry Park, implementation of the Memorial Park Master Plan and the Boones Ferry Park Master Plan these amenities could stimulate Westside business development.

- Transportation access is carefully considered in the Plan as it is coordinated with the Transit and Bicycle/Pedestrian Plans. Accessibility to parks is a theme carried throughout the Plan and reflected in this Master Plan under Objective 1.2 and as a major priority.
- Natural Resources protection and programming are addressed and listed as a priority under Objective 3.9.
- The Plan intends to continue to promote the protection of natural and aesthetic surroundings throughout the community and the development and maintenance of safe and healthful recreation facilities and open spaces for the enjoyment of residents, employees and visitors of all ages, skills, needs and interests.

The Parks and Recreation Master Plan Update compliments the applicable City of Wilsonville Comprehensive Master 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.*

Policy 1.1.1 *The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.*

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: GreenPlay consultants and staff have conducted a 14-month detailed report including community-wide meetings, public and stakeholder engagement, an extensive online survey as well as a random sampling of 3,500 residents. The public involvement process summary has been included in this plan in Section II. Community and Stakeholder Input – Community Survey Summary and Section VII. Key Issues, part A. Visioning Workshop Findings. **These criteria are satisfied.**

Public Facilities and Services

GOAL 3.1: *To assure that good quality public facilities and services are available with adequate capacity to meet community needs, while also assuring that growth does not exceed the community's commitment to provide adequate facilities and services.*

Policy 3.1.1 *The City of Wilsonville shall provide public facilities to enhance the health, safety, educational, and recreational aspects of urban living.*

Response: The Plan proposes to provide high quality parks and recreation facilities in every neighborhood to meet the growing needs of the community. The Plan proposes implementation of healthy activity spaces within potential industrial development to promote employee wellness. The planned facilities will greatly enhance the recreational aspects of urban living. **The Plan supports this goal and policy.**

Implementation Measure 3.1.1.a *The City will continue to prepare and implement master plans for facilities/services, as sub-elements of the City's Comprehensive Plan. Facilities/services will be designed and constructed to help implement the City's Comprehensive Plan.*

Response: The legislative process for adoption supports this implementation measure and the ongoing Boones Ferry Park Master Plan will also follow this process. **This criterion is satisfied.**

Policy 3.1.2 *The City of Wilsonville shall provide, or coordinate the provision of, facilities and services concurrent with need (created by new development, redevelopment, or upgrades of aging infrastructure).*

Response: The Plan addresses the projected needs of the community growth of new development and provides staff and community organizational support for the maintenance or upgrade of aging infrastructure. **This criterion is satisfied.**

Policy 3.1.3 *The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.*

Response: The Plan includes reviewing current Park System Development Charges (SDC) charges and charging appropriate user fees and charges for rentals and programs. **This criterion is satisfied.**

Implementation Measure 3.1.3.a *Developers will continue to be required to pay for demands placed on public facilities/services that are directly related to their developments. The City may establish and collect systems development charges (SDCs) for any or all public facilities/services, as allowed by law. An individual exception to this standard may be*

justified, or SDC credits given, when a proposed development is found to result in public benefits that warrant public investment to support the development.

Response: The Plan provides recommendations for financial support of projects with SDC's as outlined in Section VII-A as a significant resource, both in cash from development and in the provision of facilities that benefit the public in exchange for the SDC assessment. An independent study is being conducted on the status of SDC levels for the City. This is part of Master Plan as referenced on page 122 under objective 4.2-A. Results will be utilized in future planning. **This criterion is satisfied.**

Parks/Recreation/Open Space

Parks and recreational facilities in and around Wilsonville are provided for by the City, County, State and local school districts. The City's close proximity to Portland provides local residents with numerous recreational and entertainment opportunities provided throughout the metropolitan area, all within a 30 to 40 minute drive. Even the ocean beaches, Mt. Hood and other Cascade Mountains and several campgrounds, rivers and lakes are close at hand, within a couple of hours drive, thus providing an abundance of recreational activities.

Within the City, recreational planning is coordinated with the West Linn-Wilsonville School District. The District provides traditional physical education programs as part of their regular school curriculum plus competitive sports programs in the upper grade levels. Other youth sports programming is provided by the City and a variety of non-profit organizations. The School District's community education program also provides recreational programs for both youth and adult activities and coordinates the use of District facilities. (It should be noted that as of 9/06, this last statement is no longer true).

As the City continues to grow, additional facilities and services will need to be developed.

The following Park and Recreation policies are further supported by policies in the Land Use and Development Section of the Comprehensive Plan regarding the natural environment, natural resources, and general open space.

The 1971 General Plan and the 1988 Comprehensive Plan sought to:

- 1. Preserve the natural integrity of the Willamette River. Provide for frequent contact with the river. Encourage development of an adequate park and recreation system which would contribute to the physical, mental and moral health of the community.***
- 2. Encourage the school/park concept as a basic feature of the park element of the Plan***
- 3. Develop parks and open spaces where the land and surrounding development make it least suited for intensive development.***
- 4. Develop an extensive system of trails along stream courses and power line easements.***
- 5. Encourage early acquisition of recreation sites to protect them from development and to reduce the public cost of acquiring the land.***

6. ***Encourage commercial recreation carefully sited within, or adjacent to, other uses.***

These standards recognize the importance of an adequate park and recreation system to the physical, mental and moral health of the community. They also represent a common-sense approach to parks planning and are, therefore, reaffirmed by this Plan. The Park and Recreation system envisioned is a combination of passive and active recreational areas including specified park lands, schools, and linear open spaces in both public and private ownership. It is a basic premise of this Plan that the availability of conveniently located open recreational spaces is more important than the form of ownership.

In planning for such a system, it is helpful to classify the individual components (neighborhood parks, community parks, Greenway, etc.) which will or could comprise the park system. In addition, the establishment of a reasonable acquisition and development program requires a listing of priorities and a guide to desirable service levels. To maximize effectiveness, however, the actual development of such a system requires relating the provision of facilities and services to the particular needs and recreational desires of the residents to be served.

In recognition of Statewide Planning Goals and to provide a frame work for development of park and recreation facilities, the following policy and implementation measures have been established:

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 Plan provides for the conservation of open space in multiple locations and for multiple purposes and with multiple partners. Some land will be held as natural areas with little or no impact; others will be used as the city's tree nursery or community garden. Still others will be minimally developed with trails including those in partnership with Metro; or as educational sites with the school district. **This criterion is satisfied.**

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 Plan provides for a wide range of active (organized sport fields and playground structures) and passive (trails, picnic areas, forested areas for viewing) recreation opportunities for residents, employees and visitors. The neighborhood design of the Plan emphasizes the importance of convenient, accessible activity areas for all who live, work and visit Wilsonville. **This criterion is satisfied.**

Implementation Measure 3.1.11.c Protect the Willamette River Greenway from incompatible uses or developments.

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Response: Working with the Oregon State Willamette River Water Trail, Oregon State Marine Board and Department of Environmental Quality the Plan addresses the importance of stewardship of the portion of the river that runs through Wilsonville and the connected opportunities with other communities through the water trail initiatives. The Plan also specifically identifies the development of an integrated pest management that would benefit the overall condition of the Willamette Greenway. **This criterion is satisfied.**

Implementation Measure 3.1. II.d Continue the acquisition, improvement, and maintenance of open space.

Response: The Plan addresses the issues of adequate open space for each neighborhood area and larger spaces for the community in general. The Plan advises the acquisition of open space for projected developable lands outside the current city limits considered 'opportunity' areas as well as watching for opportunities in underserved areas of the city. **This criterion is satisfied.**

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 Plan continues the practice of requiring residential developments to provide neighborhood parks appropriate to the size and demographics of the development and maintained by home owner associations as outlined on page under implementation measures on page 5 of the Plan. **This criterion is supported by the Plan.**

Implementation Measure 3.1.11.f Maintain and develop the current park system for centralized community-wide park facilities, but emphasize the future acquisition of small parks in localized areas.

Response: With the completion of two major, community park features in the centralized city, the Plan emphasizes the use of school-community parks such as Frog Pond Community Park (including sports fields) at Meridian Creek Middle School mentioned in Section VIII: Recommendations and Action Plans, Objective 1.7., to place larger park areas in all segments of the City. New developments will be required to provide neighborhood park facilities appropriate to the size and demographics of the development. **This criterion is met.**

Implementation Measure 3.1. II.g Where appropriate, require developments to contribute to open space.

Response: The Plan continues Wilsonville's historical approach to require developments to contribute to open space. This is addressed in Objective 1.3 in Section VIII: Recommendations and Action Plans. **This criterion is met.**

Implementation Measure 3.1. II.h Protect residents from bearing the cost for an elaborate park system, excessive landscape maintenance, and excessive public facility costs.

Response: The Plan does not specify particular designs of parks. Specific design recommendations will occur at the time that the planning of the park is initiated. The design of each park will address amenities and maintenance appropriate to the location and circumstance at that time. This is addressed under Section I, Part C. Implementation Measures, and is addressed under Objective 1.4 in Section VIII: Recommendations and Action Plans. **This criterion is generally supported by the Plan.**

Implementation Measure 3.1. II.i Develop limited access natural areas connected where possible by natural corridors for wildlife habitat and watershed and soil/terrain protection. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.

Response: The Plan is responsive to wildlife habitat and watershed and soil/terrain protection in its plans for greenways in Villebois, careful trail planning in Memorial Park and partnership with Metro to protect and enhance Graham Oaks. Similar consideration will be given to all projects in the Plan. **This criterion is satisfied.**

Implementation Measure 3.1. II.j Identify areas of natural and scenic importance and where appropriate, extend public access to, and knowledge of such areas, to encourage public involvement in their preservation.

Response: The Plan considers natural area opportunities is addressed in Objective 1.3, Section VIII: Recommendations and Action Plans. Public input is strongly in support of the preservation of natural areas and this support is reflected in the Executive Summary and within the Community Survey. **This criterion is satisfied.**

Implementation Measure 3.1. II.k Protect the river-connected wildlife habitat.

Response: The Plan provides for the protection of river-connected wildlife habitat in its methodology and design. **This criterion is satisfied.**

Implementation Measure 3.1.11.1 Encourage the interconnection and integration of open spaces within the City and carefully manage development of the Willamette River Greenway.

Response: The Plan works in conjunction with the Bicycle/Pedestrian Master Plan Update to manage the connections of open space with trail development and interpretive stations. Care is taken to address particular issues of the Willamette River Greenway as trails and parks are sought for water trail access. **This criterion is satisfied.**

Implementation Measure 3.1.11.m Provide for legal public access to the river only through and within the City parks, right-of-ways, easements, or other public property.

Response: The Plan proposes public access to the river via the above referenced legal means. **This criterion is satisfied.**

Implementation Measure 3.1.11.n Park classifications and standards shall be developed to guide a program for acquisition and development of a park and open space system to insure an adequate supply of usable open space and recreational facilities, directly related to the specific needs of the local residents.

Response: Listed in Section IV: Parks and Facilities Inventory and Assessment, under Summary of Inventory Locations, are the definitions of park classifications and standards by which neighborhood groupings will be assessed for the design of local park and open space features. **This criterion is satisfied.**

Implementation Measure 3.1.11.0 Individual park and recreational sites, as defined by the parks and open space standards and classification system will be developed according to the following priorities:

- 1. Where possible, facilities within a park should be adjusted to meet the needs and desires of the local residents and the characteristics of the site. Park and/or recreational facilities in demand and least supply should receive the highest priorities.***
- 2. Parks should be planned to insure maximum benefit to the greatest number of local residents. For this reason, acquisition and development of community level parks should be given the highest park priority.***
- 3. Development of additional neighborhood Parks will have a lower priority for public funding. To assure localized benefit, development and maintenance of neighborhood parks shall continue to be accomplished through homeowner associations.***
- 4. Small neighborhood parks have the lowest development priority and should be supplied at public expense only if an area is determined to be isolated from access to other parks, or where space is extremely limited, and the park is supported by the adjacent neighborhood. Maintenance of such parks should be assigned to a homeowners' association or other neighborhood organization. Small neighborhood parks tend to benefit a very localized population. It is, therefore, the intent of these standards to assign, where possible, the financial burden of maintenance and even development to those that benefit the most. In addition, a significant factor affecting maintenance costs is one of transporting equipment from park to park. Therefore, by concentrating public maintenance efforts to a few community parks, efficient use of maintenance dollars can be maximized.***

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5. ***Provision of regional park facilities will only be considered as an inter-jurisdictional project; and should have a low priority unless unusual circumstances arise.***
6. ***The City will encourage dedication or acquisition of land for parks and other public purposes in excess of lands needed to satisfy immediate needs.***

Response: The Plan addresses the issues delineated in Implementation Measure 3.1.11.0 in the numerous creative measures it recommends to implement appropriate, sustainable parks and features that meet the greatest need for the greatest number. Maintenance staff issues, quality of service and meeting future demands are addressed in Objective 3.4 in Section VIII: Recommendations and Action Plans. **This measure is generally supported by the Plan.**

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: The Plan is careful to consider the connections to the river and the natural areas along its banks by recommending implementation of the Memorial Park Master Plan and the Boones Ferry Park Master Plan listed under Objective 1.1, Section VIII: Recommendations and Action Plans

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.

Safe and convenient access to park and recreation facilities is an important factor in a successful park system. The pedestrian/bicycle/equestrian paths are essentially an element of the City's transportation system and policies regarding their development are included in the Transportation Systems Plan. Pathways do, however, also serve a recreational function and are, therefore, referenced in this element. This is particularly true with respect to coordination/alignment of proposed pathways with park and recreational facilities, including schools.

Response: Working with the Bicycle/Pedestrian and Transit Master Plans, the Plan has as its intention, the provision of safe, sustainable facilities, including the concepts included in creative programming for safe routes to schools and the encouragement of cycling, walking and jogging as healthy recreation activities. **This criterion is met.**

Policy 4.1.5 *Protect valuable resource lands from incompatible development and protect people and property from natural hazards.*

Response: The Plan encourages public access to valuable public resource lands, with appropriate and sensitive design. The Plan does not encourage incompatible development. Specific park design will take into consideration the natural conditions, and measures will be taken to protect people and property from natural hazards as part of the site planning process. **This measure is generally supported by the Plan.**

Implementation Measure 4.1.5.d *Conserve and create open space throughout the City for specified objectives.*

Response: It is the intent of the Plan to conserve and create open space throughout the City for specific park and recreation experiences. The Plan proposes new parks in areas where residential growth will occur in the future (Frog Pond, Villebois) as well as in existing neighborhoods where the amount of park land may not be sufficient to serve the existing resident's needs. **This criterion is met.**

Implementation Measure 4.1.5.j *Ensure that open space conforms to the characteristics of the land, type of land use, adjacent land uses and City needs.*

Response: As part of the specific site development and planning process for a new park, elements such as compatibility and use interface will be studied and addressed. Each specific park site has inherent characteristics that are worked with to minimize impacts to the land. Each park that is developed is analyzed to determine the most appropriate types of park uses to address the community's needs. These elements are all addressed in detail at the park planning and design stage. **This criterion is met.**

Implementation Measure 4.1.5.k *Develop open, limited, or restricted access natural areas connected where possible by natural corridors, for wildlife habitat, watershed, soil and terrain protection. Preservation of contiguous natural corridors throughout the City for the protection of watersheds and wildlife will be given priority in land use decisions regarding open space.*

Response: Companion documents to the Parks Plan (Graham Oaks Natural Area and Memorial Park Trails Plan) have taken great care to identify a hierarchy of access in an attempt to protect and preserve sensitive habitats. The preservation of corridors for wildlife and water quality will continue to be a priority for the City as the Plan is implemented. These specifics are typically addressed at the site planning level. **This criterion is met.**

Implementation Measure 4.1.5.l *Identify areas of natural and scenic importance and give them priority in selection of public open space. Where legal rights of access have been acquired,*

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extend public access to, and knowledge of such areas, in order to encourage public involvement in their preservation.

Response: The City's General Plan identifies the areas of natural significance and these areas are identified on maps and incorporated into the design of public parks. At Villebois, a significant effort was put forth to design parks that afford scenic views of natural areas and Mt. Hood. The Plan supports both of these approaches. The Plan also would provide public access to these areas consistent with public land and easements where obtained. **The Plan generally supports this criterion.**

Implementation Measure 4.1.5.m Protect the river-connected wildlife habitat and encourage the integration and inter-connection of the Willamette River Greenway to open space areas of the City. Continue to regulate development within the Greenway boundaries. Provide for public access to the river only through and within the City parks or other properties intended for public access.

Response: The Plan continues the long-standing practice of protecting the river-connected wildlife habitat, and green corridors from the Willamette River to the rest of the City. Development within the Greenway would follow the provisions spelled out in the Development Code, and public access embraced at appropriate locations. **This criterion is satisfied.**

Implementation Measure 4.1.5.y Protect the Willamette River Greenway from incompatible uses or development activities, using the standards of the Greenway section of the Development Code.

Response: The development of parks along the Willamette River would need to follow Willamette River Greenway rules and should not include incompatible uses or developments. Specific park design will be evaluated to determine the appropriateness of the uses within the Greenway. **This criterion is generally supported by the Plan.**

Policy 4.1.6 Require the development of property designated "Residential-Village" on the Comprehensive Plan Map to create livable, sustainable urban areas which provide a strong sense of place through integrated community design, while also making efficient use of land and urban services.

Response: The development of the remaining parks to be constructed at Villebois, new parks in the Frog Pond Community, and elsewhere in the City will not alter this Plan Policy. **This criterion is satisfied.**

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ORDINANCE NO. 826

AN ORDINANCE OF THE CITY OF WILSONVILLE ADOPTING THE 2018 PARKS AND RECREATION COMPREHENSIVE MASTER PLAN AS A SUB-ELEMENT OF THE CITY OF WILSONVILLE COMPREHENSIVE PLAN, REPLACING ALL PRIOR PARKS AND RECREATION MASTER PLANS, AND REPEALING ORDINANCE NO. 625.

WHEREAS, the City of Wilsonville (City) currently has a 2007 Parks and Recreation Master Plan that was adopted by City Council (Ordinance No. 625) on September 17, 2007; and

WHEREAS, updating the Master Plan is a 2017-19 Council Goal; and

WHEREAS, ORS 197.175 requires the City to prepare, adopt, and implement Comprehensive Plans consistent with statewide planning goals adopted by the Land Conservation and Development Commission; and

WHEREAS, the 2018 Parks and Recreation Comprehensive Master Plan (“Master Plan”) is a sub-element of the City of Wilsonville Comprehensive Plan; and

WHEREAS, an updated Master Plan is needed to account for significant population growth, resulting in the increased need for recreation facilities and programming to serve the additional population and methodology to fund and maintain City park facilities at a high quality; and

WHEREAS, the primary purpose of the Master Plan is to provide a safe and efficient network of recreation facilities, parks, and natural spaces that provides access and opportunities for passive and active experiences and natural areas while providing health benefits to users through physical activity and social interaction; and

WHEREAS, the Master Plan focuses on the provision of a comprehensive and coordinated approach to providing a variety of recreation opportunities and services to City residents of all ages, all incomes, and all cultural backgrounds to encourage recreation participation by as many residents as possible and by citizens of all levels of need, interest, and ability; and

WHEREAS, following the timely mailing and publication of required notice, the Planning Commission conducted a public hearing on May 9, 2018, which was continued to a date certain of August 8, 2018, wherein the Commission received public testimony, staff reports and input, and exhibits, and thereafter deliberated and voted to approve Resolution No. LP18-0003

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recommending to the City Council the approval of the proposed Master Plan for the City of Wilsonville; and

WHEREAS, a copy of the record of the aforementioned Planning Commission action and recommendation is marked **Exhibit A**, attached hereto and incorporated by reference herein; and

WHEREAS, following the Planning Commission public hearing, the Planning Director forwarded the recommended Master Plan onto the City Council, along with a staff report and attachments, in accordance with public hearing and notice procedures that are set forth in Sections 4.008, 4.011, 4.012, and 4.198 of the Wilsonville Code (WC); and

WHEREAS, the City Council, after public hearing notices were provided to over 3,000 property owners and/or current residents and 30 interested agencies, emailed to 85 people, and posted in 3 locations throughout the City, as well as on the City website and in the Wilsonville Spokesman, held a public hearing on September 6, 2018 to review the proposed Master Plan, and to gather additional testimony and evidence regarding the proposed Master Plan; and

WHEREAS, the City Council has afforded all interested parties an opportunity to be heard on this subject and has entered all available evidence and testimony into the public record of its proceeding; and

WHEREAS, the City Council has duly considered the subject, including the Planning Commission recommendations and all the exhibits and testimony introduced and offered by all interested parties.

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

1. **FINDINGS.**

The above-recited findings are adopted and incorporated by reference herein as findings and conclusions of Resolution No. LP18-0003, which includes the staff report. The City Council further finds and concludes that the adoption of the proposed 2018 Parks and Recreation Comprehensive Master Plan is necessary to help protect the public health, safety, and welfare of the municipality by planning that will help ensure there will continue to be adequate parks and recreation services and opportunities within the City's parks and recreation system.

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2. DETERMINATION.

Based on such findings, the City Council hereby adopts the 2018 Parks and Recreation Comprehensive Master Plan, attached hereto and marked as **Exhibit B**, and incorporated by reference as if fully set forth herein, which shall replace and supersede all prior Parks and Recreation Master Plans adopted by ordinance, resolution, or motion. Ordinance No. 625 is hereby repealed. The City Recorder is hereby directed to prepare final Plan format and address codification and semantic errata.

3. EFFECTIVE DATE OF ORDINANCE.

This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED to the Wilsonville City Council and read for the first time at a meeting thereof on the 6th day of September, 2018, and scheduled for second reading on September 17, 2018, commencing at the hour of 7 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

Kimberly Veliz, City Recorder

ENACTED by the City Council on the ____ day of _____, 2018, by the following votes: Yes: ____ No: ____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this ____ day of _____, 2018.

TIM KNAPP, MAYOR

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SUMMARY OF VOTES:

Mayor Knapp

Council President Starr

Councilor Stevens

Councilor Lehan

Councilor Akervall

Attachments:

Exhibit A – Planning Commission Resolution and Record (including staff report)

Exhibit B – 2018 Parks and Recreation Comprehensive Master Plan

DRAFT