

RESOLUTION NO. 636

A RESOLUTION OF THE CITY OF WILSONVILLE COUNCIL SETTING FORTH A DECISION ON THE SPRINGRIDGE DEVELOPMENT

WHEREAS, the city staff has prepared a report on the above captioned subject which is attached hereto as Exhibit "A"; and

WHEREAS, the City Council has duly considered the subject and the recommendation(s) contained in the staff report; and

WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Wilsonville does hereby adopt the staff report attached hereto as Exhibit "A", with the recommendation(s) contained therein and further instructs that action appropriate to the recommendation(s) be taken.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof this 21st date of September, 1987, and filed with the Wilsonville City Recorder this same date.



WILLIAM E. STARK, Mayor

ATTEST:

Vera A. Rojas

VERA A. ROJAS, City Recorder

SUMMARY of Votes:

Mayor Stark	<u>AYE</u>
Councilor Edwards	<u>AYE</u>
Councilor Braymen	<u>AYE</u>
Councilor Clarke	<u>AYE</u>
Councilor Jameson	<u>AYE</u>

EXHIBIT A

CITY COUNCIL FINDINGS

PROJECT OVERVIEW

The City finds from the applicant's submittal of project overview the following:

DEVELOPMENT CONCEPT

SpringRidge is planned as a market-driven development in Charbonneau, eighteen miles south of Portland on the Willamette River. The project will be made up of distinct retirement housing components which in combination, offer a complete range of elderly living options:

Planned Facilities:

1. 70 Lake homes
 2. 100 Terraces
 3. 180 Plaza suites
 4. Courtyards
 - a.) Long-term care facility
 - b.) Residential care facility
- Total (a+b): 159 beds

SpringRidge Service and Housing Options

A key element of the concept for SpringRidge is "options". Residents will have a range of options for living unit style and size, ownership method, living unit location and amenities. Each of the following residential options will have access to the full array of common support services at SpringRidge and Charbonneau.

1. Lake Homes

The most independent residential components of SpringRidge are the lake homes which combine the amenities offered in the traditional retirement community with unit ownership. These units have the largest floor areas of all the housing options planned for French Prairie and are located in the lowest density (units per acre) portion of the project. They come closest to duplicating the single-family residence which many new retirees will recently have left. In other respects, retirement Lake Homes are similar to traditional retirement facilities. Lake Home residents will purchase their home and pay a monthly association fee for common services and maintenance. Meals, social and service amenities will be acquired "a-la-carte".

2. Terraces

Terraces (rental units) are gaining more acceptance in retirement communities and were the most attractive to applicant's focus groups. They will be emphasized at SpringRidge. Terraces are designed to attract the same age group as the Lake Homes purchasers (65+ years), however, appeal to those who would rather have their assets in a

more liquid state than home equity. The Terrace units will be slightly smaller than the Lake Homes and be located in the low-to-medium-density portion of the site. These units will be designed for the needs of the elderly and also offer the amenities of SpringRidge with mandatory basic services and some optional services.

3. Plaza Suites

These residential units will be constructed in a three-story building in traditional apartment fashion. Dwelling units will be smaller than the Terraces or Lake Homes. All units will be located close to central support and recreation facilities. Occupants of this portion of SpringRidge will need close proximity to management and services because they will typically be experiencing the early stages of frailty. This type of retirement living will combine a monthly rental payment with a fairly standard package of services and amenities on a mandatory basis.

4. Residential Care Beds (RCF)

Residential care beds will offer a sleeping room with one to four beds per room and a bathroom for every one or two beds. Residents will generally be over the age of 75. There will be no entrance fee, and the resident will pay on a month-to-month basis. Common living areas for sitting, watching television, and recreational activities will be provided as well as a central dining room where three meals per day will be served.

Residential care beds will appeal to the ambulatory elderly and the elderly who are recovering from an illness and need assistance with dressing, bathing and general housekeeping. It also will appeal to the single elderly who enjoys contact with their age group, as well as prepared meals and 24-hour security. The provision of residential care is subject to state regulation.

5. Skilled Nursing Beds (SNF)

Skilled nursing beds require 24-hour nursing service for convalescence. Their provision is subject to State regulation. The SNF is contemplated for French Prairie as a development option and would provide health supervision and daily attention, but not a full range of acute care hospital services. Residents recovering from acute care on a temporary basis and those permanently disabled with chronic illness would use the skilled nursing services. Services would be on a "pay as you go" basis.

COMPREHENSIVE PLAN FINDINGS

1. The subject property has two separate Comprehensive Plan designations as follows:
 - a. A drainageway traverses the site which is designated as Primary Open Space. This area encompasses 5.5 acres of the site. Planning staff measured the Open Space area from the applicant's Site Plan delineated in solid black dashed and dotted lines (measuring device used: Planix F, Digital Planimeter).
 - b. The remainder of the site is designated as Commercial. This area encompasses 24.3 acres of the site.

Primary Open Space Findings

2. Within the Comprehensive Plan, a number of goals and policy statements address Open Space and apply to the subject property. The major ones are as follows:
 - Goal 3.2 Conserve and create open space throughout the City for specified problems.
 - Goal 3.3 Identify and encourage conservation of natural, scenic and historic areas within the City.
 - Goal 4.5 Conserve and create open spaces throughout the City for specified objectives.
 - Goal 4.6 Encourage identification and conservation of natural scenic and historic areas within the City.
 - Policy 4.5.1
 - a. The major natural drainageways, environmentally sensitive areas and significant stands of trees or other vegetation shall be designated as primary or secondary open space.
 - b. Primary open space is intended to remain undeveloped with the possible exceptions of passive recreation and underground public facilities. These areas include the following:
 1. 100 year floodways.
 2. Slopes greater than 20%.
 3. Significant stands of trees, including all trees and vegetation within 150 feet of the banks of the Willamette River, but not including orchards.
 4. Major natural drainage channels.
3. The edge of the Primary Open Space, designated on the subject site, generally follows the 110-foot contour line and a tree line with diameters of eight inches or greater.
4. As set forth in Policy 4.5.1(b); "Primary Open Space is intended to remain undeveloped with the possible exceptions of passive recreation and underground facilities". Construction of any portion of a building in Primary Open Space is prohibited. It appears from the Site Plan that several buildings would be constructed near the fringe of the Primary Open Space. That proposed development would not infringe the 110-foot contour line, but a few significant trees east of the 110-foot contour line may be lost from the construction activity.

Commercial Goals and Objectives

5. The major goals and policy statements address the commercial plan designation as follows:

- Goal 4.1: Encourage commercial growth primarily to serve local needs as well as adjacent rural and agricultural lands.
- Objective 4.1.1: Encourage commercial uses which are compatible with the residential nature of the community, and are complementary to or supportive of industrial development in the City.
- Objective 4.1.3: Encourage a rate of commercial development consistent with serving the needs of residents of the City and adjacent rural and agricultural lands.
- Objective 4.1.5: Maintain the area south of the Willamette River for residential needs and with a residential character consistent with the amended Charbonneau Master Plan which includes some commercial development.

- 6. The commercial aspect of SpringRidge will primarily consist of elderly housing and health services. A small portion of the project will consist of service amenities, such as a studio for crafts and arts, hair salon/beauty shop, exercise facility, library, a small auditorium, garden club and various clubs for men and women. Approximately 10,400 square feet will be created for leased retail commercial space.
- 7. With respect to Plan Objectives 4.1.1 and 4.1.5, SpringRidge would encourage commercial growth primarily to serve elderly health care and housing needs.

The floor plans of the Terrace units and the Plaza Suites are specifically designed for the functioning characteristics of elderly living and support services, and not of a typical apartment complex constructed for the general public use. Such special architectural features of the Terraces and the Plaza Suites include, but are not limited to handicapped design, wider door clearances and grab bars in bathrooms. Elevators are included. Kitchenettes are incorporated with more reliance on food services and cafeterias rendered by the provider. Smaller living areas are proposed than what is typically found in a more traditional apartment complex. Finally, the Terraces and Plaza Suites are interconnected with private courtyards, pathways and services branching from the Plaza Center.

- 8. Neither the Comprehensive Plan or Chapter 4 (Development Code) governs or specifies residential densities in the PDC (Planned Development Commercial) zone. Therefore, no residential density is set on the number of dwelling units within the commercial district, provided that the majority of the total area of the site is commercial. The City Council finds that 18.1 acres of the 29.8-acre parcel is devoted to commercial use. This constitutes 60 percent of total land area and complies with the Development Code.

Charbonneau Master Plan Findings

- 9. The Charbonneau District is conceived as a totally planned community. In order to assure a well-planned community. A development team was formulated in December of 1970. The development team, consisting of the owner/developer, lender/contractor/sales staff contracted George T. Rockwise and Associates prepared a Work Plan for the development of Village at Wilsonville. The Village is now referred to as Charbonneau. The program document then became the official guide or plan for development.

10. In the Village at Wilsonville Master Plan, the following were established as planning goals. The Village should provide:
 1. Strong sense of community.
 2. Recognition of family and neighborhood units.
 3. Variety of housing types.
 4. Recreation amenities.
 5. Recognition of the importance of the River.
 6. Village Center as a focus.
 7. Maximum open space.
 8. Security and maintenance.

**Findings Addressing the Village at Wilsonville
Charbonneau Master Plan Goals**

Goal 1: Strong Sense of Community

Response Finding:

11. Based on the SpringRidge concept, SpringRidge is compatible with the existing Charbonneau residential district by providing a complete range of elderly housing. There is also a connection of pedestrian and golf-cart pathways to proposed and existing recreation centers and golf courses.

Goal 2: Recognition of Family and Neighborhood Units

Response Finding:

12. It is apparent that SpringRidge is intended to provide housing for the elderly and not as typical family housing. However, the Charbonneau Master Plan has identified several areas for single-family construction such as the 1st, 2nd, 3rd and 4th Additions. Edgewater Terrace and the golf-oriented housing also provides for a wide range of housing needs. As stated in the Response Finding to Goal 1, SpringRidge will become an integral part of the Charbonneau community.

Goal 3: Variety of Housing Types

Response Finding:

13. SpringRidge will provide a residential care/skilled nursing facility and an adult congregate living complex which is not presently offered by the existing Charbonneau District. The proposed development increases the variety of housing type within a planned community primarily comprised of single-family housing and low-density attached housing.

Goal 4: Recreation Amenities

Response Finding:

14. One of the key design elements in SpringRidge is interrelationship of pathways with proposed and existing recreational areas in Charbonneau. Extensive pedestrian pathway systems will be constructed, providing pedestrian access to waterways, fountains, landscaped courtyards and plazas. Existing golf-cart tunnels located under French Prairie Drive will be retained for golf enthusiasts residing in the Village. Also, many of the proposed Lake Homes will have special electrical outlets for recharging golf carts.

Goal 5: Recognition of the Importance of the River

Response Finding:

15. Under this proposal, the site does not front the Willamette River. However, in the final phase III development of the Developer's Master Plan, SpringRidge will connect with a pathway system leading to the Willamette River.

Goal 6: Village Center as a Focus

Response Finding:

16. The commercial aspect of SpringRidge will not directly compete with the commercial retail businesses in Village Center. Actually, there will be a substantial increase in population created by SpringRidge, which will benefit Village Center's retail trade.

Goal 7: Maximum Open Space

Response Finding:

17. Approximately 61% of the subject site will be preserved in primary open space or landscaped. In conjunction with the proposed open space, the development will also provide pathways to the common areas and golf course in Charbonneau's core.

Goal 8: Security and Maintenance

Response Finding:

18. Columbia Willamette Development Company is developing complete homeowners/renters covenants and restrictions regarding all maintenance and security responsibilities.
19. The Village at Wilsonville Master Plan designates the south portion of the site as a planned office/industrial park. The remainder of the site is planned commercial (refer to Exhibit 3.a).
20. Under the proposed development, Lake Homes would replace the master-planned, designated office/industrial park. The Terraces, Plaza Suites and courtyards are appropriate commercial uses within the planned commercial area as designated on the Village at Wilsonville Master Plan.

Additional Findings and Conclusions:

- 21. The location, design, size and uses in SpringRidge, both separately and as a whole, are consistent with all elements of the Comprehensive Plan.
- 22. It is apparent from the Village at Wilsonville Master Plan that moderate intensity commercial/industrial development would be allowed on the subject site. The proposed Lake Homes would minimize the visual and community impacts than what could be generated from the master-planned office/industrial park concept.
- 23. Therefore, the overall SpringRidge concept is more consistent with the eight planning goals established in the Village at Wilsonville's Master Plan than the original commercial/industrial park concept.

Zoning Findings

- 24. The zoning designation for the subject site is Planned Development Commercial (PDC).
- 25. As stated in Section 4.133(2)(e) of the Development Code for allowed commercial uses:

"Any use allowed in a PDR zone or PDI zone, provided the majority of the total area is commercial, or any other commercial uses provided that any such use is compatible with and supportive of the surrounding uses and is planned and developed in a manner consistent with the purposes and objectives of Sections 4.030 to 4.140. However, in no event shall wrecking yards, automobile body and fender repair shops, and open lots for the commercial sale of motor vehicles be permitted."

In response to Finding 7, the City Council found that a majority of the total land area is devoted to commercial use.

- 26. SpringRidge is planned as a service commercial enterprise. The wide range of proposed uses, including, but not limited to, retail commercial space to a full nursing care facility is in full compliance with uses allowed in the Planned Development Commercial zone.

Lot Coverage

- 27. All proposed buildings and parking/drives will cover 39% of the 29.8 acre site. The Development Code specifies no limitation in lot coverage, save and except as many otherwise be affected by other provisions of the Code. (Refer to Exhibit 4.c. for site analysis data.)

Building Setbacks:

	<u>Required</u>	<u>Proposed</u>
Front - French Prairie Drive	None	20' more or less
Right side - Open space side	None	27' more or less
Left side - South Miley Road	None	5' more or less
Rear side - North	15'	20' more or less

- 29. Proposed building setbacks comply with the minimum setbacks as set forth in Section 4.136 of the Development Code.

30. **Building Height:**

The maximum building height for buildings constructed in the PDC zone is two and one-half (2-1/2) stories or thirty-five (35) feet.

31. Definition (12) of the Development Code defines **Building of Structural Height** as:

"The term 'height of building' shall be deemed to mean the perpendicular distance from the average elevation of the adjoining ground to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the middle height gable between the eaves and ridge of a pitch or hip roof. If a building is divided into units by means of masonry division walls, each unit shall be considered separately in calculation for height of building."

32. The applicant has demonstrated that all proposed building heights will comply with the maximum building height standard. Therefore, no waivers to the maximum building height are requested. Planning staff has directed the applicant to supply building elevations or building sections to validate building height compliance.

Number of Off-Street Parking

33. Section 4.150 (General Regulations - Off-Street Parking) of the Code specifies the following off-street parking:

<u>Uses</u>	<u>Required</u>
70 Lake Homes	2 spaces/dwelling = 140 spaces unit
100 Terraces	1-1/2 spaces/guest = 150 spaces accommodation
180 Plaza Suites	1 space/2 beds = 90 spaces for patients or residents
159 residential care beds	1 space/2 beds = 80 spaces for patients or residents
<u>10,400 sq.ft. retail commercial</u>	<u>1 space/200 sq.ft. = 52 spaces</u>

Total parking required = 512 spaces

(Refer to Exhibit 4.d. for parking space allocation.)

<u>Proposed Parking:</u>	<u>Total</u>
70 Lake Homes	140
70 garaged	
70 off-street spaces	
100 Terraces	150
100 garaged	
50 spaces on street	
180 Plaza Suites	95
74 garaged	
21 spaces on street	
159 residential care beds and long-term care beds	84
34 garaged	
50 spaces in rear	
10,400 sq.ft. retail commercial (employee parking)	59
1 space/200 sq.ft.	

Total Parking Proposed 528 spaces

35. The total parking proposed is 528 spaces. This total exceeds the Code-required parking by 16 parking spaces.

36. Section 4.150(g) of the parking section of the Code specifies that:
- "The nearest portion of a parking area may be separated from the use or containing structure it serves by a distance not exceeding one hundred (100) feet."
37. Some on-street parking shown on the Site Plan may exceed the 100-foot separation standard. In this case, the applicant is requesting a waiver for greater distances from parking areas to the containing structures.
38. As set forth in the Development Code, the minimum dimensions for off-street parking are as follows:

"Parking Space: A permanently surfaced and marked area not less than nine (9) feet wide and eighteen (18) feet long, excluding paved area necessary for access, for the parking of a motor vehicle.

"Parking Space, Compact: A permanently surfaced and marked area not less than eight and one-half (8-1/2) feet wide and seventeen (17) feet long, excluding paved area necessary for access, for the parking of a compact motor vehicle, and shall be appropriately identified."

39. The applicant is requesting a waiver to reduce the Code-required 18-foot parking stall length to 16'6" for parking stalls fronting landscaped areas. The reduced parking length would cantilever the nose of vehicles beyond the concrete wheel stop and over the landscaping. Typically, with the Code-designed parking stall, there would be a narrow strip of asphalt or concrete beyond the wheel stop (refer to Exhibit 4 for sketch of proposed waiver).

All proposed parking areas will be surfaced in either asphalt, concrete or paved brick. At least 244 of the 528 parking spaces will be entirely enclosed below Village buildings or in separate garages.

Handicapped Parking

40. All parking areas which contain 10 or more parking spaces shall be provided with one handicapped parking space for every 50 standard spaces. Based on the 512 required parking spaces minus the parking spaces required for the single-family residential units, the total number of handicapped parking is ten (10) spaces.
41. The location and number of handicapped parking spaces are not shown on the submittal plans.

Minimum Off-Street Loading Requirements

42. The Development Code requires one off-street truck loading or unloading berth for institutions which will have a gross floor area of 30,000 square feet or more. The applicant should provide at least one loading berth for the Courtyard building and one loading berth for the Plaza Suites.
43. The Site Plan delineates a service yard located along the west elevation of the Plaza Suites. This service yard should satisfy the minimum off-street loading requirement.

Access/Egress

44. Direct access will be provided to the project on at least four different locations along French Prairie Drive. The proposed access/egress points are located in general accordance of the Village at Wilsonville Master Plan. In fact, the proposal will have three fewer access points than what is permitted by the Master Plan. Typically, major access points will be aligned with existing intersections for traffic safety concerns.
45. The proposed Site Plan does not include street names for private roads. The Planning Commission has developed a policy for street names for the applicant to consider. This policy is available at the Planning Department's Office.

Open Space Slope Protection

46. Issues regarding the preservation of open space will be extensively reviewed by the City of Wilsonville Design Review Board. Some issues Design Review Board may review, but are not limited to, are the protection of existing vegetation, erosion control, slopes and stream corridor protection.
47. The subject site is not located within the boundaries of the Willamette River Greenway.

Flood Hazard

48. The subject site, including the Primary Open Space, is not within the 100 year flood hazard. (Reference: Federal Emergency Management Map 4100250004C, dated February 19, 1987.)

Other Planning Considerations

49. Requirements for outdoor screening, safety/crime prevention, location of addressing, natural surveillance and type of exterior lighting will be reviewed by the Design Review Board.

Bike Paths, Pedestrian Trails, Equestrian Trails and Sidewalks

50. The Pathway Master Plan, which is contained in the City's Comprehensive Plan, shows a need for a primary bike path along the north right-of-way of Miley Road (refer to Exhibit 1.a.). The bike path would eventually connect to I-5. A second bikeway route would traverse Phase III development.
51. The theme of utilizing interior sidewalks as opposed to developing a traditional curbside or off-set sidewalk system is a common pedestrian pathway system in Charbonneau. SpringRidge will have an elaborate pedestrian pathway system along waterways, open areas and plazas. In some areas of the development, pedestrians and parking areas will be separated by elevated courtyards.
52. Full sidewalk improvement is planned along French Prairie Drive. This is the first attempt by a developer to separate pedestrian traffic from the roadway of French Prairie Drive. The developer will extend the sidewalk north through the French Prairie Townhomes development.

Additional Findings and Conclusions

53. The location, design, size and uses of SpringRidge, both separately and as a whole, are consistent with Chapter 4, Wilsonville Development Code adopted by the City Council. The site is planned for elderly care, which is a valid commercial service and use.

Public Facilities Findings - sewer, water, storm drainage

54. The City's consulting engineer, Westech, has informed the Community Development Director that there is adequate capacity within the existing system to serve domestic needs at full buildout for Charbonneau. The current system satisfies fire flow requirements at full buildout according to Martin Brown's Memorandum - Exhibit 5a.
55. The City's consulting engineer, Westech, informed the Community Development Director on May 20, 1987, that there was sufficient sewerage capacity to serve the development as proposed by Columbia Willamette Development Company.
56. Storm drainage will flow to the drainageway located along the west portion of the site, and discharge into the Willamette River. The system will be designed to accommodate a 25-year storm.
57. A city water well is located on the project site in the vicinity of the proposed courtyards. Two circular zones measuring 50 and 100 feet in radius are shown around the well.

These zones are established by the State of Oregon Water Resources Department. It has been clarified that buildings can be constructed within the 100-foot zone.

Additional Finding and Conclusion

58. Columbia Willamette Development Company will be required to design all public storm sewer and waste water facilities to accommodate a 25-year storm. Such facilities will be designed and built to City's standards. All private storm water facilities shall be built according to the Uniform Building Code. All public facilities shall be inspected and approved by the City Engineer prior to dedication of said facilities.

The City Council finds that the evidence in the record demonstrates that the existing public facilities and services are adequate to serve the proposed development.

Traffic Findings

59. The developer retained a traffic engineer to conduct a traffic study and analysis of the impacts of this project. The traffic study is included herein as Exhibit 4e.
60. Basmacıyan-Darnell, Inc. did prepare a traffic study for SpringRidge. The traffic report, dated May, 1987, demonstrated that the traffic generated by the development can be accommodated safely and without congestion along French Prairie Drive and Miley Road. The City Council adopts the findings and conclusions (Section 4) set forth in the traffic study by reference.

Additional Finding and Conclusion

61. The traffic study demonstrates that traffic generated by SpringRidge and the Townhomes can be accommodated safely and without congestion at level service A

defined in the Highway Capacity Manual published by the National Highway Research Board. This complies with Standard 4.139(4)(b) of Wilsonville Code.

62. Previous Action Taken:

- 87PC22 Appeal to City Council of SpringRidge.
- 87PC14 Stage II Development Plans approval of the Spring Ridge development.
- 86DR28 Final Site Plan, Architectural Plan and Landscape Plan approval for a 150-unit townhome development including a recreation area of Phase I, French Prairie Townhomes at Charbonneau.
- 86PC37 Stage II Development Plans for 150-unit townhome apartments and small recreation center (French Prairie Townhomes at Charbonneau).
- 85PC26 French Prairie Apartments, Stage I amendment to Master Plan, Willamette River Greenway Conditional Use and Stage II Development approval.
- 85DR16 French Prairie Apartments Final Architectural and Landscape Plans approved.

Approval of Charbonneau Riverside apartments - July, 1987.

Approval of Charbonneau Marina.

Approval of the Master Plan (Stage I) for Charbonneau.

Inter-agency review comments - Yes

City Engineer - Yes

Parks and Recreation - N

Traffic Safety Commission - Yes

Building Department - Yes

Tualatin Rural Fire District - No

Sheriff - No

CC = City Council

PC = Planning Commission

DR = Design Review Board

ADDITIONAL FINDINGS
AND CONCLUSIONS

63. The site which is proposed for SpringRidge at Charbonneau is designated by the Comprehensive Plan for commercial use. The implementing zoning for the plan designation is Planned Development Commercial (PDC). Therefore, any commercial use which can occur within the PDC zoning district is permitted in accordance with these plan/zone designations.
64. The applicant has submitted an extensive description of the arrangement and variety of uses which it proposes to incorporate into SpringRidge. The unifying concept for these various uses is provision of a diverse range of services to those persons occupying facilities in the various sectors of SpringRidge. Such services will include a small retail and community services area, food service, laundry and cleaning facilities and services, health care, recreational services and social activities all offered either on fee-for-service or on a bundled prepaid full service basis. Accordingly, the living areas outside of the Lake Homes will be directly tied to a managed service/managed care concept functioning on a service use basis. Therefore, although the Terraces and the Plaza Suites contain aspects of residential use, the predominant character of these facilities is that of a service commercial enterprise, featuring for-profit provision of services and facilities benefiting these non-owner occupants. Typically, these types of supervised or assisted care facilities which feature cooperative arrangements, are considered commercial uses because their intensity of use differs from residential uses due to the service aspect of these living arrangements. The Wilsonville Development Code specifically recognizes multiple dwelling facilities and health centers as commercial uses. Other jurisdictions likewise regard these facilities as commercial uses. For example, the Washington County Community Development Code specifically designates "group care facilities" as an outright permitted use within the County's Community Business District, which is a comparable land use district to the PDC.

In this instance, the unified functioning of the various facilities, ranging from totally independent living through 24 hour a day intermediate care facilities, ties together a group of facilities, ties together a group of facilities affording a Charbonneau resident a progression in services and living arrangements suitable to accommodate the lifetime needs of retired and elderly persons. Due to the comprehensive format of SpringRidge, it is appropriate to consider the entire package of assisted living facilities as service commercial and accessory uses incidental to these service commercial uses. This is especially true in this instance because all of such facilities are operated on a for-profit basis. The key aspect of this situation is the existence of a unified managed care/managed service concept which makes the existence of the various types of living units possible. Conversely, the existence of the various types of living units, without the service component, would not dictate the existence of the services which SpringRidge will make available. Thus, the development concept emanates from the service aspect, not from its residential aspect.

65. While the Lake Homes do fit within the service/care progression outlined in the SpringRidge Development Plan, these units because of their limited need for services and their independent ownership and functioning will not require a significant commitment of the service commercial component of the SpringRidge. Consequently, these will be separately marketed and will function primarily on an independent living arrangement situation. Thus, the Lake Homes will function most like a condominium project.
66. Under City Code Section 4.133(2), residential uses permitted in the PDR zone can also occur within the PDC zone provided that the majority of the total area is commercial. In this instance, the components of SpringRidge (excepting the Lake Homes) are commercial. Based upon a computation of the land area allocated to the Lake Homes and the remainder of the development (18.1 acres commercial; 11.7 acres residential), development of the Lake Homes can occur as a residential development within the PDC zone and still meet the standards of Code Section 4.133(2)(e). SpringRidge is a low density development by lot coverage. The building, parking and streets cover only 39% on the site area leaving 61% of the site in landscaping or natural vegetation.
67. The residential portion of the site will have 70 dwellings on the 11.9 acres for a density of 5.9 units per acre. The actual building, parking and street coverage is 33% of the site which compares very favorably with the existing housing on the other side of French Prairie Drive. These houses will have a footprint which is about 40% of their site because of the larger unit plans.

The total number of units planned for the 29.8 acre site is 350, not including beds for nursing care, which would give a total site density of 11.7 units per acre. According to the evidence, the overall density of SpringRidge compares very favorably with other developments within the Charbonneau District and with the densities projected in the Village at Wilsonville Master Plan.

68. Because the Village at Wilsonville Master Plan predates the adoption of statewide planning Goals and the City's acknowledged Comprehensive Plan (1982), the Master Plan is regarded as a conceptual guideline (but not a legal standard) by which developments within the Charbonneau area are to be evaluated. The operative legal standards are those set forth in the acknowledged Comprehensive Plan and the City's Development Code. To the extent that there may be conflicts between the Master Plan and the Comprehensive Plan, the latter will govern and will set the legal standards for development.
69. The area of Charbonneau which is the proposed site of SpringRidge in fact does not present such a conflict between the Master Plan and the Comprehensive Plan. Both plans show the area as designated for commercial use. As indicated above, the specific uses proposed by the applicant are either commercial or are permitted within the commercial zone. Thus, consistency between the Comprehensive Plan and the Master Plan is achieved by the proposal. The City has not (and does not in this instance) require that specific development types occur within various sectors of the Charbonneau community, but rather that the Master Plan should be interpreted to permit any uses allowed by City Code.
70. The issue has been raised as to whether SpringRidge is "compatible" with the Village at Wilsonville Master Plan and development concept. The matter of compatibility is not defined or identified within the Master Plan planning goals. Therefore, "compatibility" is not a goal or guideline under the Master Plan by which

SpringRidge should be evaluated. However, Comprehensive Plan Objective 4.1.5 does indicate that commercial uses should be compatible with the residential nature of the community. To be thorough, compatibility is to be viewed in the context of neighboring properties and must also be evaluated in terms of the larger Charbonneau community.

71. Compatibility between commercial uses and the residential uses within the particular area in which SpringRidge is to be constructed presents one of the optimum situations insofar as neighborhood compatibility is concerned. The commercial uses proposed by Columbia-Willamette have aspects of residential development associated with them. Obviously, the bulk of SpringRidge will be utilized by people for living quarters and the buildings, landscaping, streets and other design components will take on a residential character as opposed to a retail or office commercial/light industrial character. Corresponding traffic levels and potential use conflicts are minimized by the type of development proposed. Relative levels of noise, congestion, nighttime activity and density and intensity of use will be consistent with levels normally associated with a residential development.
72. The retail service portion of SpringRidge will be conducted on a small scale, designed to provide for the particular unique needs of the occupants of the community. A community-within-a-community concept will be achieved by adding retail and service commercial development. Because the service commercial facilities relating to food service, maintenance, social and recreational activities are tied directly to the units available for occupancy, the necessary compatibility and integration is already present. Additionally, because the focus of the entire SpringRidge community is directed toward providing an integrated continuum of living arrangements, SpringRidge presents perhaps one of the most compatible arrangements of residential and commercial uses. Moreover, in this instance, the compatibility of the residential to the commercial components of SpringRidge is not merely a planning concept or an aspiration. The economic success of SpringRidge hinges upon a conscious effort by the applicant to achieve the necessary compatibility and integration among the components in order to make the concept financially successful.
73. With respect to the compatibility between SpringRidge and the larger Charbonneau community, a similar result is achieved by the nature and type of development being proposed. One of the integral features of the Lake Homes, Terraces and the Plaza Suites will be the desire of the residents to take advantage of the recreational amenities at Charbonneau. SpringRidge is designed to enable senior citizens to pursue a vigorous, healthy lifestyle for as long as they are physically able. This is one of the primary reasons why the applicant will make a range of services available to the various occupancy units. The ability of residents to maximize recreational and social activity time by utilizing the managed services available at SpringRidge is entirely consistent with the Charbonneau community concept.

The development of SpringRidge will also provide a living option to the Charbonneau community. This will come in the form of living opportunities for existing Charbonneau residents who cannot or do not wish to continue to live at their current residences, but need or desire to live at Charbonneau in some type of assisted living arrangement. This would be of particular benefit to those residents who find that due to illness or incapacity of one's spouse, it is necessary to change lifestyles. SpringRidge offers to existing Charbonneau residents an opportunity to remain in a community with which they may have longstanding ties and afford them the ability to maintain commensurate levels of recreational and social activities

available uniquely at Charbonneau. As noted above, the design, appearance and operation of the service commercial components of SpringRidge will be integrated with the residential components and will function in a unified fashion. From the standpoint of compatibility between commercial and residential uses, the type of commercial use being made in conjunction with the development of SpringRidge is by far more consistent with residential uses than devoting the site proposed for the development to retail or office/light industrial use.

SpringRidge will enlarge upon the residential orientation of Charbonneau without the introduction of the more unpleasant aspects of typical retail and commercial development such as heavier automobile use, congestion, pedestrian-automobile conflicts, noise and intensity of use. The development concept proposed by the applicant, although oriented towards service commercial, carries with it the side benefits of achieving several Comprehensive Plan residential Objectives, including the ability to integrate a variety of housing types and develop diverse housing types and densities (Goal 4.3, Objective 4.3.1; Objective 4.3.3). Most importantly, the development will be well-suited for the achievement of Objective 4.1.5 and 4.3.7 which involves the coordination of housing development with the social and economic needs of the community while maintaining a residential character. The need to provide living opportunities to a variety of residents in a setting such as Charbonneau addresses the social issue raised for provision of appropriate and diverse locations of elderly housing, especially those retirement-age persons who desire to pursue an active recreational or social life.

74. Based on the above, the City Council finds that compatibility exists both in SpringRidge, in the immediate vicinity of SpringRidge and with the Charbonneau community.
75. The City Council has received conflicting testimony as to whether the property values in Charbonneau will increase or decrease as a result of development of SpringRidge. The Council is not persuaded that development of SpringRidge would have significant impact on property values either way. Therefore, the City Council finds that the proposed development is not detrimental to property values and is compatible.
76. The City Council finds that the applicant has complied with all the submittal requirements required for a Stage II approval and substantially conforms to the permit criteria set forth in Section 4.139(4). The City Council also finds that the Planning Commission correctly determined that the application presented to that body was a complete application that contained sufficient detail and documentation to fully indicate the ultimate operation and appearance of the development. The Design Review Board has the responsibility to review final architectural style, landscaping, drives, parking and circulation, and such other features designated by the Wilsonville Code.

77. The City Council finds that there were four major issues raised in Robert Shoemaker's appeal letter. The issues listed were as follows:
- A. This proposal is not compatible with the nature of the Charbonneau community as it exists and as it was represented to the residents in the Charbonneau Master Plan and Wilsonville Comprehensive Plan.
 - B. The proposed retirement community does not comply with the commercial zone for the site nor with the Charbonneau Master Plan and Wilsonville Comprehensive Plan.
 - C. The admittedly residential portion of the proposal is not compatible in its density with the balance of the Charbonneau development. The proposed apartments and congregate units are even less compatible in their density.
 - D. The traffic that will be generated by the proposed project is unsuitable for all access roads. Related to this objection is that of access to the project from existing streets and the prospect of on-street parking.

SPECIFIC CONCLUSIONS TO ISSUES ON APPEAL

The Council, after reviewing the record of proceedings before the Planning Commission and holding a de novo hearing on this matter, concludes that the applicant has met its burden of proof by substantial evidence in the record to approve the SpringRidge development. Therefore, the Council makes the following findings:

1. Regarding the compatibility of SpringRidge with the Charbonneau community, specific findings were made that clearly demonstrated compliance with the Village of Wilsonville Master Plan and the goals that were stated therein. The Council received testimony from the designer of the Master Plan, Dennis Brun, stating that the development project is compatible with the Plan and the residential uses in the Charbonneau community. Specifically, Findings 11-20 address the Master Plan and Findings 70-74 address "compatibility". The Council concludes that the SpringRidge development is compatible with the Charbonneau community and complies with the concepts and intent of the planned development process.
2. The Council concludes that SpringRidge is a commercial development that complies with the Planned Development Commercial (PDC) zone and the Comprehensive Plan. This is a service-oriented development that is designed to be operated at a profit. Additionally, the majority of the land area is devoted to commercial uses and the development exhibits a "residential character" in compliance with Comprehensive Plan Objectives 4.1.1 and 4.1.5. The Council relies on previous Findings 4-8, 11-20, 24-26 and 63-66 which also demonstrate compliance with the Wilsonville Code, the Village at Wilsonville Master Plan and the City's Comprehensive Plan.
3. The Council concludes that the residential portion of SpringRidge is compatible with other residential developments in Charbonneau regarding density. Although

there is no specific density for those lands designated as commercial on the Comprehensive Plan Map, the 5.9 du/acre for the Lakewood homes is very similar to the golf-course-oriented housing located on the other side (east) of French Prairie Drive at 6.5 du/ac. The Council relies on previous Finding 69 and the modified aerial photos (showing this proposed development along with the Charbonneau area) which clearly demonstrate that the resulting density of SpringRidge is very similar and comparable to the rest of Charbonneau.

4. The Council concludes that the traffic that will be generated by this project is suitable for all roads. The Council relies on the traffic study prepared by Basmaciyah-Darnell, Inc., which shows that a level of service A will be maintained. The opponents did not offer substantial evidence to dispute the traffic study, although many opinions were expressed. The project has adequate access to French Prairie Road and there is adequate on-site parking to accommodate all vehicles. The Council relies on Findings 59-61 and the findings and conclusions contained in the traffic study in concluding that traffic generated from SpringRidge will not cause a significant problem.
5. Finally, the Council finds that the proposed SpringRidge development, while located at the west entry to Charbonneau, because of its design features outlined in the Findings, its recreational orientation as outlined in the Findings, and that it will comprise less than 10% of the whole Charbonneau Planned Development, the Council concludes that the SpringRidge development will not change the scope of the Charbonneau planned community to a retirement community.

CONDITIONS OF APPROVAL

The following Conditions of Approval are hereby adopted to assure completion of the project in compliance with the Comprehensive Plan, Zoning and Site Development Regulations.

1. Develop the site, i.e., buildings, parking and drives, in substantial compliance with the approved Stage II Development Plans. It is realized that minor revisions in the development will occur prior to and during the construction phase. Minor site development revisions may be reviewed by the Planning Director under a Class I administrative review.
2. All development in areas designated on the Comprehensive Plan as primary open space shall be in full compliance with Section 4.161 WC (Protection of Natural Features).

The following Conditions relate to access and circulation:

3. If gates are to be included, provisions must be made for emergency access. This shall be coordinated through the appropriate emergency service providers, i.e., Tualatin Rural Fire District.
4. No development shall occur in the area of the City's access easement to the water reservoir until such time as that easement is vacated and an alternate easement is dedicated to the City.
5. Construction vehicles shall use an alternate graveled roadway similar to the one established for access to the French Prairie Townhomes development. This condition is intended to discourage construction vehicle use on French Prairie Drive.
6. The applicant shall coordinate with the City Engineer on the final locations for direct access to French Prairie Drive prior to their construction.

The following conditions relate to pedestrian and bicycle pathways:

7. The applicant shall reserve a strip of property along the south property line of the project site and along the north right-of-way of N.E. Miley Road. This condition is intended to reserve property for future road improvement and pedestrian/bicycle pathways. The actual planned right-of-way width for N.E. Miley Road is 60 feet. Coordinate with the City Engineer on the land required for reservation.
8. Construct a minimum six-foot wide sidewalk/pathway along the entire length of SpringRidge fronting French Prairie Drive. The actual route of the sidewalk may meander around existing trees, utility vaults, street lights, etc. Coordinate with the City Engineer for proper handicapped design where sidewalks terminate at parking lots, roads and driveways. The applicant shall extend the sidewalk up through the French Prairie Townhome project along French Prairie Drive.
9. The applicant shall conform with all requirements of the Tualatin Rural Fire District, including, but not limited to, circulation and location of fire hydrants.

10. Columbia-Willamette Development Company shall design all public storm sewer and waste water facilities to accommodate a 25-year storm. Such facilities shall be designed and built to City's standards. All private storm water facilities shall be built according to the Uniform Building Code. All public facilities shall be inspected and approved by the City Engineer prior to dedication of said facilities.
11. The applicant shall submit detailed plans for review and approval by the Design Review Board.
12. The applicant shall provide 10 handicapped parking spaces within close proximity to the Plaza Suites, Terraces and the courtyards.
13. That all construction workers be required to park on site in a gravel (or better) lot provided by the applicant.
14. The proposed private driveway/road serving SpringRidge shall remain private and not dedicated as a public or City road. This condition will not apply if the driveways or private roads are brought up to a City street standard and accepted by the City.
15. Name streets in accordance with street-naming policy identified in City Memo dated October 15, 1985.
16. Street parking is not allowed along private roads except for designated parking lot areas. Place "No Parking" signs adequate enough to enforce this condition. Street parking is absolutely prohibited along French Prairie Drive.
17. Final construction plans will be reviewed and approved by the Planning Director, City Engineer, Tualatin Rural Fire District and Building Official prior to any construction.
18. Obtain a final plat approval for the Lake Homes from the City of Wilsonville, prior to the sale or conveyance of any of the Lake Homes. This condition is intended to record the building space of each cottage, since the homeowners will not have deed ownership of the property.
19. A Planning Commission approval of this request would grant waivers to reduce the length of a standard parking space to 16' 6" for those stalls that front landscape strips, and allow greater than a 100-foot separation between parking areas and the containing structure.
20. The maximum building of structure height shall not exceed the vertical distance as specified in Definition 12 of the Wilsonville Development Code.
21. The applicant shall waive right of remonstrance against any local improvement district that may be formed to provide public improvements to serve the subject site.
22. That the owner contract for services which would be on an available basis, but not required basis for the cottages, but would be on a required basis for the congregate housing and the remainder of the development, be submitted prior to the issuance of Building Permits as a covenant to run with the land so that the City Council can be assured that said services will be available and be provided.
23. In the Phase I development, as identified on the applicant's submittals, the developer provide the service facilities required to service those units in Phase I, whether they be the Lake Homes, the Terraces, the Plaza Suites or the other proposed development.

That those service facilities be required to be included in all Phases and that if the applicant did not receive a Certificate of Need for those 100+ beds which they were going to apply for, then that portion of the development which was earmarked for those beds would be required to be developed for a commercial use to complement and be compatible with the remaining development both as to SpringRidge and to the Charbonneau planned development.

24. That the word "Retirement" be deleted and some other name be provided.
25. That the exteriors be painted earth tones similar to the existing development in Charbonneau, excluding the French Prairie Townhomes.
26. That the left turn lane on Miley Road be extended to provide a minimum of 150 feet of storage.
27. That the traffic impacts, if any, be reviewed by the Planning Commission prior to Phase II development for Planning Commission recommendation(s), if any, as to any further conditions concerning Miley Road.

For the convenience of the applicant, agency comments are provided to assist orderly and timely development. See attached Exhibits.

EXHIBITS

The following Exhibits are hereby entered into the public record by the Planning Commission as confirmation of its consideration of the application as submitted.

1. City of Wilsonville Comprehensive Plan.
 - a. Pathway Master Plan.
 - b. Open Space Map/Comp Plan.
 - c. Open Space and Site Plan.
2. Chapter 4 of the Wilsonville Code
 - a. Planning Department Staff Report and Findings
3. Village at Wilsonville Master Plan and map dated May 27, 1971.
4. Applicant's submittal documents:
 - a. Typical parking layout.
 - b. Proposed parking stall waiver.
 - c. Revised site analysis data.
 - d. Site Plan/parking calculations.
 - e. Traffic study.
 - f. Site Plan.
 - g. Site parking diagram.
 - h. Partial Site Plan/cottages.
 - i. Partial Site Plan/parking entry.
 - j. Applicant's supplemental findings.
5. Development Review Team responses:

<u>Agency</u>	<u>Comments Prepared by:</u>
a. Building Dept.	Martin Brown, Building Official
b. Waste Treatment	Curtis Barton - Chief Operator
c. City Engineer	Dick Drinkwater
d. Community Development Director	Steve Starner
Parks and Recreation Dept.	Donna Shewey - verbal comment - Reserve easement for bicycle path at Miley Road.
Northwest Natural Gas	No response submitted.
General Telephone Co.	No response submitted.
Telephone Utilities	No response submitted.

Clackamas Sheriff's Office No response submitted.
Storer Cable No response submitted.
Tualatin Rural Fire District Comments included in Exhibit 5.d.
Portland General Electric No response submitted.

6.
 - a. Baldwin/Brook letter
 - b. Wayne and Jennifer Knauss letter
 - c. Petition opposing the development.
7. Planning commission Minutes from the June 8 meeting.
8. List of letters which the Planning Commission received, but were not acted upon.
9. Letter from Robert M. Christ dated July 9, 1987.