



BASALT CREEK CONCEPT PLAN

Attachment 5: Wilsonville Planning Commission and City Council Meeting Minutes Excerpts
(updated to include 06.13.2018 PC minutes excerpt)

**PLANNING COMMISSION
WEDNESDAY, JUNE 13, 2018
6:00 P.M.**

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

*Approved as presented at
the July 11, 2018
PC Meeting*

Minutes – Basalt Creek Excerpt

I. CALL TO ORDER - ROLL CALL

Chair Jerry Greenfield called the meeting to order at 6:00 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Simon Springall, Kamran Mesbah, and Ron Heberlein. Phyllis Millan was absent.

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Miranda Bateschell, Daniel Pauly, Jeana Troha, Dwight Brashear, Nicole Hendrix, and Eric Loomis.

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN'S INPUT - This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

Scott Shamburg, 23975 SW Boones Ferry Rd, Tualatin, said he lived right on the border between Tualatin and Wilsonville. He had attended a couple of meetings and believed a lot had changed, but people were being secretive about the borders. He asked if he would be residing in Tualatin or Wilsonville. He supported the Basalt Creek planning and wanted to be involved for both cities, but he needed to know where he was at because Oregon Department of Transportation (ODOT), Washington County, Tualatin, and Wilsonville seemed to be secretive about it. The border had changed, and he just looked in the pamphlet and saw that it had changed again. He had a business and wanted to know if he was in a commercial, industrial, or residential zone.

Chair Greenfield responded several issues needed to be resolved before Mr. Shamburg's questions could be answered.

Chris Neamtzu, Planning Director, said Ms. Bateschell, who was the project manager, could speak with Mr. Shamburg about the map and answer his questions. He assured Staff was not trying to be secretive about any aspect of the project, and residents could reach out to Staff anytime with any questions.

Commissioner Postma said did not want to give Mr. Shamburg the impression he was being pushed out. The project was a joint planning effort and he wanted to know if there was anything else Mr. Shamburg wanted to address.

Mr. Shamburg said the lines had moved. His neighbor was getting some information, but ODOT and Washington County were not really saying anything. He would like to find out if he was in Wilsonville or Tualatin. He had lived at that location for 19 years and had a business. He would like to continue what he was doing there and was afraid that if he did not speak up he would get steam rolled.

Chair Greenfield noted that a public hearing had been scheduled for July on the Basalt Creek Concept Plan, so people would have the opportunity to speak at that time as well.

Grace Lucini, 23677 SW Boones Ferry Rd, Tualatin, distributed an information packet dated June 13, 2018 to the Commission and clarified it was in addition to the material already provided at the dais, which was dated June 11, 2018. She stated she lived in the Basalt Creek area, the unincorporated area of Washington County. She did not have any representation in this process because she did not have any elected officials in Washington County, Tualatin, or Wilsonville, which created a difficult situation because things were presented and it was very difficult to feel that her interests were being represented or given an equal amount of concern as others. The first map showed the location of her property, marked with a black rectangle. Like many of her neighbors, her property extended from Boones Ferry Rd west through the canyon to buildable property on the west side of the canyon. She became actively involved in the process in 2011 when she first saw a survey stake in the front part of her property during the beginning of the Boones Ferry Rd Improvement Project, which was now completed, and she had been following all of the sister projects, as well as this one, since that time. Throughout her experience, she had consistently requested transparency in the process so that everyone could understand what was going on, especially those who had no representation in this process. She understood that property owners within the Basalt Creek area were not required to become annexed in once the concept plan was finished.

Mr. Neamtzu stated that was correct for the City of Wilsonville.

Ms. Lucini asked what would happen when the concept plan identified infrastructure or other major projects going through private property that was not annexed.

Mr. Neamtzu explained those situations would be subject to negotiation at the time the projects were needed. It was hard to answer a broad question like that, but if private property were needed for a public project, the City would go through a substantial process with discussions and appraisals. Typically, road rights-of-way provide all of the connectivity needed for infrastructure to serve sites. He knew Ms. Lucini was concerned about the trail, which might stop at a property line, and nothing may happen for a long period of time until that property came into play, in which case, it could be extended. A lot of variables could occur under a lot of different scenarios for a lot of different types of infrastructure projects.

Ms. Lucini stated that exemplified the issues she had as a citizen within this process. These were not simple, but very multifaceted issues. Being limited to three minutes during City Council sessions, which was the only avenue she had for addressing the governing bodies made it really hard to get multiple questions into the record in that amount of time. She hoped the Commission understood it was very frustrating.

- She had consistently requested notifications of public meetings. This was a problem she had numerous times, as she was never being noticed, even as an interested person. In 2014, both cities decided to make the only amendment to the partnering agreement to require compliance with Oregon public meetings laws. Since that time, she continued to have problems with the Public Involvement Plan that was part of the Basalt Creek program. She appeared when information was presented to the Commission that Tualatin was now doing parks master planning, which might involve her property, but she was not aware of that and had not been notified by Parks and Recreation. This was not the first time. A similar process occurred when a water main was being put in on her property. In April, the Wilsonville Planning Commission meeting was not noticed to her either. She presented an email to Staff and asked why the meeting was not noticed. She was told the meeting was just informational. That was contrary to the public meetings law and to the statement in the Public Involvement Plan, which was on Page 7 of her handouts. It stated, "Planning Commission meetings will be noticed." This was very frustrating and she hoped that this could be remedied once and for all. The email was also included in her handouts that were added to the agenda packet.
- The other issue with the public involvement was that the affected property owners in the Basalt Creek area whose homes would be greatly affected by this had been given limited opportunities to provide input into the planning process. She referred to a chart in her handouts that showed how much involvement the

property owners were asked for, planned to have, and how limited it was. They had a focus group session in 2014 that consisted of six to eight representatives selected by the Cities. Some were businesses and some were residents, but for an area of over 800 acres, they only had six representatives. That was prior to any concept planning and was just an informational session. Since then, they had not been asked for their opinions as a group in a formal way. Yet, the concept plans continued on. She understood that the process was at the point where the two cities had not yet agreed upon the Concept Plan and that an appeal had been filed, which may or may not affect the Plan's progress. She asked what additional actions would be taken during the time that the appeal was being heard.

Mr. Neamtzu confirmed the Land Use Board of Appeals (LUBA) was reviewing the decision that Metro made under the intergovernmental agreement (IGA). Two property owners filed the appeal to LUBA and the cities were proceeding while the appeal was being handled in Salem. Wilsonville was under a mandate to process the concept plans consistent with the IGA and within a very restrictive time frame. If a decision came from Salem requiring Wilsonville to do something different, the City would do so at that point. He confirmed that the appeal only concerned a 40-acre sub-area on the west side of the canyon, just east of Grahams Ferry Rd. Usually, appealed decisions were remanded back for additional work, and Wilsonville would take that action if that was the direction provided by LUBA.

Ms. Lucini said she had been unclear as to whether everything came to stand still.

Mr. Neamtzu added that the IGA did not anticipate this set of circumstances, so Wilsonville must proceed under the timelines articulated in the IGA.

Ms. Lucini stated the handout dated June 13, 2018 included a map of the anticipated public trails through the Basalt Creek area. She was particularly concerned about the one in the center of the map referred to as the Canyon Public Trail. Page 18 of her materials showed an overlay of where the public trail had been identified on the Metro graphic that shows high slopes and significant wetland habitats. It was obvious that the trail would go right through the upper portion of the wetlands and some significant natural habitat. These habitats were Class 1 and Class A, which were the highest valued habitats.

Chair Greenfield said he did not believe the handouts showed a very precise representation of the path.

Ms. Lucini explained that she took the information from the map included in the packet that was distributed that day. It looked as if the trail would run down the back of the property lines. She was concerned about the information provided by Metro. The Recreation Ecology Study looked at the impact of recreational use of natural areas. She provided a summary of the study because it was 169 pages long. The first page stated, "Damage to trails or habitats that have negative effects on wildlife are more likely when trails are inappropriately located, designed, constructed, maintained, or used, or when unauthorized trails are proliferated. These issues also increase trail maintenance costs and negatively affect visitors' experiences." There multiple pages of negative influences on natural areas. She did not believe enough due diligence had been done on the placement of that particular public trail to be included in a public document for dissemination. It put an immediate cloud, legally and financially, on any property close to that pathway.

Commissioner Postma asked why that would put a cloud on any property.

Ms. Lucini said if someone wanted to sell, they would have to disclose that there was a potential public use pathway.

Commissioner Postma said this early in the process, they were not yet looking for precise locations, just generalized areas. The entire Commission was sensitive to the notion of protecting natural areas.

Ms. Lucini said her point was that it was so early in the process that she did not understand why a map needed to be included when a narrative would have been sufficient. The need for potential school sites in the area was

handled that way, and school sites were much more complicated, require much more land, and have many more issues. She asked why schools were purposely excluded from any map included in this plan, yet a public trail had been put on the map when it had an immediate effect. She believed that was inconsistent and she did not believe the placement had been considered in the correct place. She also believed the documentation stated that when linear pathways were placed through natural areas, it caused fragmentation of the ecosystem. Multiple linear pathways through the ecosystem made smaller and smaller areas that become fragmented. Each of those fragmented areas deteriorated because the core of the ecosystem was affected. There were multiple reasons why she felt it was inappropriate at this time and that it was inconsistent with other more major needs. She asked why the map was included in the packet.

Chair Greenfield stated the project is a long way from design. This was a concept plan, which was very preliminary at this point. The plan was saying a path was needed somewhere, and it should look like something, but not necessarily something that could be identified at this point; that would occur after several big steps down the road.

Ms. Lucini said she agreed and suggested that a narrative be used.

Commissioner Postma noted people like himself needed a visual.

Commissioner Mesbah added that there was a big difference between school locations and trail locations. The trail must be in the map because it grounded the connectivity everyone would be looking for. The language would say that this was not the final location, but through the area, through proper design and locating to find a path that was the least impactful on the natural habitat. Stating that the neighborhood would have a school was adequate because a school did not have to deal with the connectivity of different paths, which the City treated differently. He noted Ms. Lucini was making a good and an important point, and as a Commissioner, he would be looking at a thorough evaluation of the habitat quality. The statements she referred to in Metro's literature dealt with high quality core habitats and he did not know if the Basalt Creek area was a high quality core habitat or not.

Ms. Lucini responded that was why she added the map; they were the highest valued Class 1 and Class A riparian and upland habitats.

Commissioner Mesbah stated he would also be looking at the nature of the species and the impacts. Some of the pathways Ms. Lucini was talking about dealt mostly with roads, not hiking trails. However, hiking trails could also have adverse impacts.

Ms. Lucini said multiple linear bisections of a natural area cause fragmentation, so she requested consideration of aligning the bicycle paths in a north/south direction along the local roads currently being designed. At some point, a good planner could accommodate some very beautiful aesthetics if required or desired.

- She had multiple issues with construction and costs, and asked the Commissioners to refer to her written presentation sent earlier in the week. She asked for clear information that was representative of most of the information, which seemed odd, but she was surprised to see a statement that Washington County did not identify any significant natural areas in the Basalt Creek area. There were multiple documents, which she provided in her packet, from Washington County that included material from their Statewide Planning Goal 5 Analysis from 2007 and from Metro. The wetlands were listed in a federal list of wetlands, so she believed it was clear that there were some significant natural areas in the area.
- She asked the Commission to realize when making decisions about the Basalt Creek area that the Basalt Concept Area was not a blank canvas. It seemed to be very easy to become involved in planning a new area, but it was important to remember that many families have homes there and have been there for decades. They have had an extremely limited ability to have any meaningful dialogue with a decision-making body on significant matters that directly impact their property and lives. She asked the Commissioners to imagine themselves in the local residents' position. Through no fault of their own, they

were seeing sweeping changes to their homes and lives. Decisions were being made and putting them in isolation from input into the process. It was well known that the inclusion of people into a change process could improve the general support of the outcome. She suggested the Commission try to include the residents in the process because it would help when it came time to negotiate land acquisition and annexation into the area.

- She asked that Staff take as much opportunity to promote information exchange with the affected property owners, especially now that more defined plans were being produced, but not yet finalized. Open lines of communication and discussion could influence decisions of the property owners with regard to annexation. Negative experiences might be reflected in an election not to annex in and some of the property owners would become citizens of Wilsonville with voting rights and long-term memories.
- She asked the City to double efforts to provide proper notice and consider requiring Staff to provide notice because of the formal declarations that were previously stated in the partnering agreement and Oregon public meetings law.
- She asked the Commission to recommend that planners reduce and limit the number of locations where natural areas were bisected and reduce the amount of fragmentation in the natural areas, align trails along or near existing human created ecological edges rather than bisecting cohesive natural areas. When this was not possible, the trail would not create a totally new ecological edge or address the issue of dogs.
 - They also had not addressed whether dogs should be allowed within the public trail through a natural area. She loved dogs and had dogs. She was not asking to keep dogs out, but would like to have that part of the conversation when determining the location of the trail. Consider making trails along the north/south roads, but separated from the roads being planned in the area to reduce environmental impact and costs, improve access to construction, revision and monitoring of public access.
- The location of the trail had limited vehicle access and she questioned how emergency vehicles would access it or police would monitor it. She also wanted to know who would be responsible for monitoring it, if long and short-term funding had been acquired for monitoring, maintenance, emergency services, and who would be responsible for those.
- She asked that the Planning Commission require Staff to respond to the questions submitted in her email on June 11th. She appreciated the length of time she was given to speak.

Commissioner Postma encouraged Ms. Lucini to stay involved because it was important for the City to get input. He confirmed her email had been received and read, and noted that the information session might provide answers to some of her questions.

Chair Greenfield stated it was the Commission's privilege to have Ms. Lucini present and noted that the public hearing on Basalt Creek was scheduled for July. The Commission would do its due diligence and consider Ms. Lucini's input to prepare for the hearing.

...

II. WORK SESSIONS

A. Accessory Dwelling Unit (ADU) Code Edits (Pauly)

...

B. SMART Programs Enhancement Strategy (Brashear)

...

C. Basalt Creek Concept Plan (Bateschell)

Chair Greenfield confirmed public testimony would be taken after Staff's presentation.

Miranda Bateschell, Planning Manager, said the Commission was well aware of the process that Wilsonville and Tualatin had gone through to get to this point with a draft concept plan. She presented a high-level overview of the concept, proposed Comprehensive Plan Amendments and Next Steps via PowerPoint, noting that Wilsonville and Tualatin Staff were working on a comprehensive response to the comments provided by Grace Lucini. The trails map indicated general locations where trails were likely to be located. Master planning and design alignments would be done before any of the trails were developed, and natural resources would be taken into consideration at each location. The vision was to have trails elevated up above natural resources on the bluff, not in the canyon. This would require a lot of coordination between the two cities and regional partners. She clarified that parts of the anticipated trail area were flat and other parts dropped off into the canyon. There was also a high elevation on the west side of the canyon above the natural resource. From Boones Ferry, the natural resource could not be seen, so a pedestrian trail on the west side off of the road network would provide more of a connection to nature.

Chair Greenfield reminded that this plan was just a functional concept, not a design concept. He called for comments from Mr Root.

Gordon Root, 485 S State St, Lake Oswego, encouraged the Commission to continue to move forward. He had been involved in the Basalt Creek Concept Plan since Metro adopted the ordinance in October 2004. This property was brought in to satisfy a need for employment and residential lands north of the Connector for a 20-year buildable land supply. Fourteen years into the process, not a single piece of dirt had been turned. From a property owner's standpoint, the process had been agonizing. He was a real estate investor who made speculative investments based on the time frame outlined in the ordinance. In May 2019 the project would be where it should have been in October 2011. The plan had been hashed and rehashed, discussed and re-discussed. Wilsonville had an 86 percent net employment market, so he planned to sell his property in Lake Oswego and move to Wilsonville. His project in Woodburn was for 708 single-family residences and 105 apartments. The target market for that project was the employees who work in Wilsonville businesses. Wilsonville gets unaffordable and unattainable for many people, so he hoped to offer a housing choice in Woodburn because it was a short commute to Wilsonville. Therefore, he encouraged a Woodburn bus route.

Ms. Bateschell believed the plan was very close to being approved. Many of the edits left to complete are not substantive and she had just received a revised draft the consultant earlier that day. That draft would be reviewed by City Council on Monday, and the rest of the edits would be made later in the week.

- The two cities had not yet discussed what the north/south trail would look like because this plan was at the conceptual level. Connectivity was needed particularly on the north side and they would like to connect people to the natural resource.

Commissioner Heberlein said he was not sure a trail was necessary because Boones Ferry and Grahams Ferry were not that far apart, and the proposed trail did not look as if it would connect to the existing trail network on the south side. He preferred better connectivity.

- Ms. Bateschell said a trail would be a nice asset for the new residential neighborhood to the north and for employers in the southern portion. It would also connect to Wilsonville's pedestrian and bike system to the south. As Day Road and Garden Acres Road were improved, the trail could be connected to a significant regional trail that would come all the way down into and through Wilsonville.

Chair Greenfield noted trails have two different viable functions, connectivity and enjoying outdoor activities. Even though the Boeckman Creek Trail went nowhere, it was still a very nice natural area.

Ms. Bateschell addressed several questions from Commissioner Springall as follows:

- She verified the route of the Ice Age Tonquin Trail in Basalt Creek, noting she did not believe Tualatin had adopted the trail, so that specific alignment was not shown.
- She confirmed that the West Railroad was included on all of the Concept Plan maps because it was in the area added to the urban growth boundary (UGB) by Metro, and the acreage would be added to the City of Wilsonville. The West Railroad area would be a future study area that would likely need its own analysis and master planning to determine the best and most efficient land use and service would be for the area.
- She confirmed the West Railroad area was included in the Concept Plan, but would be excluded from any initial Basalt Creek master plan. The area would be provided with its own designation that would not have a land use tied to it yet.
- The master plan timeline for Basalt Creek was budgeted for FY2019-2020. Additional work could be done on Basalt Creek once updates were done to the Comprehensive Plan and Comprehensive Plan Map. The project team had discussed several methods for moving forward with updates to the Development, Zoning and Form Based Codes, or possibly an economic development strategy. Many of the existing Capital Improvement Plans already accounted for land use and services in Basalt Creek, so extensions of the main lines had already been identified and included in the Concept Plan. The scope of next steps was still being determined. Plans could move forward in steps or as one project.
- No archaeological work had been completed yet to determine whether there were any Native American camps in the area.

Commissioner Postma confirmed that the physical boundary line between the cities would also mark the division between infrastructure and services, regardless of gravity. Each city would serve its own land area with its own infrastructure systems.

- Ms. Bateschell added that geological findings indicated a variety of basalt and other materials in the area. Gravity flowed toward Wilsonville, so the only pump station would be installed if and when the West Railroad area developed. She also anticipated that Tualatin would install gravity pumps for the properties on Basalt Creek Canyon.

Commissioner Mesbah:

- Requested more descriptions about the characteristics of the natural resources area. He believed this would avoid potential confusion about the habitat quality and clarify that the area was for restoration. A couple of paragraphs about restorative habitats and trail standards would be helpful. He also requested specific information about species in the area, sensitivities of the upland habitat, and appropriate levels of activity in the area.
 - Ms. Bateschell confirmed the Existing Conditions Report, one of the attachments to the Concept Plan, included language that would guide future steps and master planning.
- Said the typical resident would not read the report, so clarifying paragraphs should be added to the Concept Plan because the plan should be educational.

Chair Greenfield agreed.

Ms. Bateschell noted that because of the appeal of Metro's decision on the arbitration process, the City had decided to wait before moving forward with proposed Comprehensive Plan Amendments. Direction provided by the Land Use Board of Appeals (LUBA) would guide Staff on what should go into the Comprehensive Plan and could result in modifications to the Concept Plan. Additionally, Wilsonville would need to work with Washington County to update the Urban Planning Area Agreement and Comprehensive Plan Map. She confirmed that the Comprehensive Plan updates would need to be adopted by May 2019.

III. INFORMATIONAL

...

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:37 p.m.

**PLANNING COMMISSION
WEDNESDAY, APRIL 11, 2018
6:00 P.M.**

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

*Revised minutes
approved at the May 9,
2018 Planning
Commission Meeting*

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Jerry Greenfield called the meeting to order at 6:06 p.m. Those present:

Planning Commission: Jerry Greenfield, Simon Springall, Phyllis Millan, and Ron Heberlein. Kamran Mesbah arrived at 6:31 pm. Eric Postma arrived at 7:10 pm. Peter Hurley was absent.

City Staff: Miranda Bateschell, Amanda Guile-Hinman, Jeanna Troha, Nancy Kraushaar, Mike McCarty, Charlie Tso, Bill Evans, Brian Stevenson, Tod Blankenship, and Erica Behler

...

IV. INFORMATIONAL

...

C. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Planning Manager, reported that the Basalt Creek Concept Plan was moving forward. She updated the Commission on where Staff had left off, which was a discussion around land use in the central sub-area and a potential shift away from employment to residential uses. Wilsonville, Tualatin, and Metro signed an intergovernmental agreement (IGA) allowing Metro to make land use decisions for the central sub-area. Both cities would integrate Metro's decision into the Concept Plan, which would have to be adopted within 120 days of Metro's decision. Metro's Chief Operations Officer forwarded her recommendation to the Metro Council at the end of March, recommending the central sub-area be used for employment, which was the preferred alternative. A copy of the recommendation was included in the agenda packet. Metro Council would meet on April 19th to make a decision. Wilsonville, Tualatin, the County, and consultants already had meetings scheduled to discuss Metro's decision. Revisions to the draft concept plan were already being made so that the Planning Commission could review the plan in a work session in May in order to meet the 120-day deadline. Staff planned to present draft Comprehensive Plan language at the same time, which should be minimal. The next step would be to scope a master planning project for Basalt Creek to implement the Form-based Code. The Planning Commission's hearing would be scheduled for June so that City Council could have a hearing in July.

- She and Amanda Guile-Hinman, Assistant City Attorney, addressed questions from the Commission as follows:
 - There was no opportunity to appeal Metro's decision because all parties agreed to it in the IGA. Land use decisions would be made when Wilsonville amended the Comprehensive Plan and adopted the Concept Plan, but the central sub-area was in Tualatin. She was not sure whether there could be legal action against Wilsonville's land use decisions or Tualatin's Comprehensive Plan Map amendments. The IGA specifically stated that none of the Cities would appeal Metro's decision. However, other parties could appeal the Metro decision or the Cities' land use decisions to the Land Use Board of Appeals (LUBA).

- There had been some discussion about how the boundary was conditional and whether or not that should change based on the decision made about land use. However, an agreement was made through the IGA that the only land use decision would be for the central sub-area. There was a written agreement that the Basalt Creek Parkway would be the future jurisdictional boundary between the two cities.

...

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:29 p.m.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:30 p.m. on Monday, December 18, 2017. Mayor Knapp called the meeting to order at 7:36 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

- Mayor Knapp
- Council President Starr - Excused
- Councilor Stevens
- Councilor Lehan
- Councilor Akervall

Staff present included:

- Bryan Cosgrove, City Manager
- Jeanna Troha, Assistant City Manager
- Barbara Jacobson, City Attorney
- Kimberly Veliz, City Recorder
- Nancy Kraushaar, Community Development Director
- Mark Ottenad, Public/Government Affairs Director
- Angela Handran, Assistant to the City Manager
- Miranda Bateschell, Planning Manager
- Eric Mende, Capital Projects Engineering Manager

Motion to approve the order of the agenda.

Motion: Councilor Stevens moved to approve the order of the agenda as submitted. Councilor Lehan seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes
Councilor Akervall	Yes

CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS

This is an opportunity for visitors to address the City Council on items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizens input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

**CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES**

A. Scott Shamburg

Scott Shamburg of Tualatin expressed his concerns about the value of his property, which is located on SW Boones Ferry Road. Mr. Shamburg opposes the Basalt Creek area being designated residential and desires the land to be zoned for business. He asked that Council instruct him on the next steps.

Next steps disclosed to Mr. Shamburg included:

- Possible City Council adoption of Resolution No. 2657 depending on vote at the meeting tonight;
- If adopted, entry into an IGA with the Basalt Creek planning partners;
- Metro to set up a decision-making process for resolving the disagreement over the Central Subarea;
- End result completion of the Basalt Creek Concept Plan.

B. Howard Klein

Howard Klein of Wilsonville, voiced his safety concerns about the crosswalk on Wilsonville Road, where a man recently was struck by a car and passed away.

Mr. Klein was informed that there was a limited amount of funding, received this past year, from the Wilsonville-Metro Community Enhancement Program for this particular crosswalk. It has been identified and prioritized by the Wilsonville-Metro Community Enhancement Committee for a portion of these funds to be utilized for this crosswalk. Staff is awaiting the final police report to determine the exact cause of the accident; there could have been other factors such as distracted driving. The first step is to receive the police report. Next, engineering will look at all factors such as street lighting, trees and approaches. Followed by a plan for moving forward with the project.

MAYOR'S BUSINESS

- A. Employment Contract Renewal (2-year extension) for Municipal Court Judge (Fred Weinhouse)

Motion: Councilor Lehan moved to approve the employment contract renewal for the Municipal Court Judge with the two (2) year extension. Councilor Akervall seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

Councilor Akervall Yes
B. Upcoming Meetings

Upcoming Meetings were announced by the Mayor as well as the regional meetings he attended on behalf of the City. Mayor Knapped reminded that the next two Council meeting would be held on Thursdays. The first meeting of next month is Thursday, January 4, 2018 and the following meeting is scheduled for Thursday January 18, 2018.

COUNCILOR COMMENTS

- A. Councilor Stevens - No report.
- B. Councilor Lehan

Reported that she attended the Willamette Falls Heritage Area Coalition meeting, since the last Council meeting. Additionally, Councilor Lehan complimented the Public Works staff for the holiday light displays around the City.

- C. Councilor Akervall

Enjoyed attending the City staff holiday party and wished everyone a merry Christmas and happy holidays.

CONSENT AGENDA

- A. **Resolution No. 2660**
A Resolution Of The City Of Wilsonville Authorizing South Metro Area Regional Transit (SMART) To Contract With The Center For Transportation And The Environment (CTE) For Consulting Work Associated With The Deployment Of Battery Electric Transit Buses. (Simonton)
- B. Minutes of the November 20, 2017 and December 4, 2017 Council Meetings.

Ms. Jacobson read the titles of the Consent Agenda items into the record.

Motion: Councilor Lehan moved to approve the Consent Agenda as read. Councilor Akervall seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes

**CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES**

Councilor Akervall

Yes

NEW BUSINESS

A. Resolution No. 2657

A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute An Intergovernmental Agreement Between Metro, Washington County, And The Cities Of Tualatin And Wilsonville Seeking A Binding Non-Appealable Decision From Metro Concerning One Area, The Central Subarea, Of The Basalt Creek Planning Area. (Kraushaar / Bateschell)

Ms. Jacobson read the title of Resolution No. 2657 into the record. Ms. Jacobson noted that Resolution No. 2657 has been updated to reflect that the Mayor rather than the City Manager will be signing the intergovernmental agreement.

Motion: Councilor Lehan moved to approve Resolution No. 2657 with the scrivener's corrections that the City Attorney mentioned. Councilor Stevens seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes
Councilor Akervall	Yes

B. Resolution No. 2658

A Resolution Of The City Of Wilsonville Acting In Its Capacity As Its Local Contract Review Board Authorizing The City Manager To Execute A Construction Contract With 2KG Contractors Inc. For Construction Of The Library Improvements Project (CIP #8098). (Mende)

Ms. Jacobson read the title of Resolution No. 2658 into the record. It was cited that scrivener's errors were corrected under the words of agreement section 1 of the resolution and language in section 1 (Contract Documents) of the agreement (Exhibit A). Below is the updated section 1 of Resolution No. 2658:

1. The City of Wilsonville, acting as the Local Contract Review Board, authorizes the City Manager to enter into, on behalf of the City of Wilsonville, a Construction Contract with 2KG Contractors, Inc., in substantially the same format as **Exhibit A** hereto and incorporated by reference herein, for a stated value of ONE MILLION FIFTY-FOUR THOUSAND DOLLARS (\$1,054,000).

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

Here is the updated language in section 1 (Contract Documents) of the agreement (Exhibit A):

Section 1. Contract Documents

This Contract includes and incorporates by reference all of the foregoing recitals and all of the following additional “Contract Documents”: Contract Documents for the Library Improvements Project, dated October 5, 2017, including Specifications, General Conditions, Special Provisions, Supplemental Conditions, and Plans and Details bound separately; Contractor’s Bid submitted in response thereto; 2015 City of Wilsonville Public Works Standards; 2010 ADA Standards for Accessible Design; 2004 Americans with Disabilities Act Accessibility Guidelines (“ADAAG”), as amended; 2012 International Building Code (“IBC”); 2014 Oregon Structural Specialty Code; and the provisions of Oregon Revised Statutes (ORS) 279C, as more particularly set forth in this Contract. Contractor must be familiar with all of the foregoing and comply with them. Any conflict or inconsistency between the Contract Documents shall be called to the attention of the City by Contractor before proceeding with affected work. All Contract Documents should be read in concert and Contractor is required to bring any perceived inconsistencies to the attention of the City before executing this Contract. In the event a provision of this Contract conflicts with standards or requirements contained in any of the foregoing Contract Documents, the provision that is more favorable to the City, as determined by the City, will apply.

Motion: Councilor Stevens moved to approve Resolution No. 2658 as read with the correction of the scrivener’s errors as read by the City Attorney Barbara Jacobson. Councilor Akervall seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes
Councilor Akervall	Yes

C. Resolution No. 2661

A Resolution Of The City Of Wilsonville Acting In Its Capacity As Its Local Contract Review Board Authorizing The City Manager To Execute A Construction Contract With Kerr Contractors Oregon, Inc. For Construction Of The I-5 Exit 283 Southbound Ramp Modification Project (CIP #4199SBR). (Mende)

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

Ms. Jacobson read the title of Resolution No. 2661 into the record. It was cited that a scrivener's error was corrected under the words of agreement section 1. Below is the updated section 1 of Resolution No. 2661:

1. The City of Wilsonville, acting as the Local Contract Review Board, authorizes the City Manager to enter into, on behalf of the City of Wilsonville, the Construction Contract with Kerr Contractors Oregon, Inc., in substantially the same format as **Exhibit A** hereto and incorporated by reference herein, for a stated value of FIVE HUNDRED SIXTY-TWO THOUSAND, FIVE HUNDRED SEVENTY-EIGHT DOLLARS (\$562,578).

Motion: Councilor Lehan moved to approve Resolution No. 2661 as read with the correction of the scrivener's error as read by the City Attorney. Councilor Akervall seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes
Councilor Akervall	Yes

D. Resolution No. 2662

A Resolution Of The City Of Wilsonville Acting In Its Capacity As Its Local Contract Review Board Authorizing The City Manager To Execute A Construction Contract With Brown Contracting, Inc. For Construction Of The Old Town Square Intersection Modification Project (CIP #4199FME). (Mende)

Ms. Jacobson read the title of Resolution No. 2662 into the record. It was cited that scrivener's errors were corrected under the words of agreement section 1 of the resolution and language in section 1 (Contract Documents) of the agreement (Exhibit A). Below is the updated section 1 of Resolution No. 2662:

1. The City of Wilsonville, acting as the Local Contract Review Board, authorizes the City Manager to enter into, on behalf of the City of Wilsonville, a Construction Contract with Brown Contracting, Inc., in substantially the same format as **Exhibit A** hereto and incorporated by reference herein, for a stated value of ONE HUNDRED NINETY-ONE THOUSAND, SIX HUNDRED FORTY-NINE DOLLARS (\$191,649).

Here is the updated language in section 1 (Contract Documents) of the agreement (Exhibit A):

Section 1. Contract Documents

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

This Contract includes and incorporates by reference all of the foregoing recitals and all of the following additional “Contract Documents”: Specifications and Contract Documents for the Old Town Square Intersection Modifications Project, dated November 6, 2017, including General Conditions, Special Provisions, Supplemental Conditions, and Plans and Details bound separately; Contractor’s Bid submitted in response thereto; 2015 City of Wilsonville Public Works Standards; Oregon Department of Transportation 2015 Oregon Standard Specifications for Construction; Special Provisions to ODOT Standards; 2010 ADA Standards for Accessible Design; 2004 Americans with Disabilities Act Accessibility Guidelines (“ADAAG”), as amended; 2012 International Building Code (“IBC”); 2014 Oregon Structural Specialty Code; and the provisions of Oregon Revised Statutes (ORS) 279C, as more particularly set forth in this Contract. Contractor must be familiar with all of the foregoing and comply with them. Any conflict or inconsistency between the Contract Documents shall be called to the attention of the City by Contractor before proceeding with affected work. All Contract Documents should be read in concert and Contractor is required to bring any perceived inconsistencies to the attention of the City before executing this Contract. In the event a provision of this Contract conflicts with standards or requirements contained in any of the foregoing Contract Documents, the provision that is more favorable to the City, as determined by the City, will apply.

Motion: Councilor Lehan moved to approve Resolution No. 2662 as read with the correction of the scrivener’s errors as read by the City Attorney. Councilor Stevens seconded the motion.

Vote: Motion carried 4-0.

SUMMARY OF VOTES

Mayor Knapp	Yes
Council President Starr	Excused
Councilor Stevens	Yes
Councilor Lehan	Yes
Councilor Akervall	Yes

CITY MANAGER’S BUSINESS

City Manager Cosgrove requested direction from Council on what approach to take concerning the proposed legislation that would allow the Oregon Department of Aviation to supersite an extension of the Aurora State Airport runway. Council directed staff to work with Clackamas County to compose a joint letter, to include what both parties oppose and what they would support. Additionally, staff was directed to gather more data and information, such as traffic engineering studies, environmental impacts, and technical data, on the impacts of this proposed legislation. Staff will return to Council with this topic the first meeting in January.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

City Manager Cosgrove informed Council of his schedule for the upcoming holiday. He will be out of office starting Wednesday, December 20 until after the New Year. Mr. Cosgrove thanked the Mayor and Councilor Akervall for attending the City's annual holiday party. Additionally, he wished Council a Merry Christmas and happy holidays. Furthermore, he appreciated Council for the work they do for the City.

LEGAL BUSINESS

City Attorney Jacobson wished Council happy holidays and shared that she looks forward to the new year.

ADJOURN

Mayor Knapp adjourned the meeting at 8:50 p.m.

Respectfully submitted,

Kimberly Veliz, City Recorder

ATTEST:

Tim Knapp, Mayor

**CITY OF WILSONVILLE
CITY COUNCIL WORK SESSION NOTES – BASALT CREEK EXCERPT
DECEMBER 18, 2017**

The Wilsonville City Council held a work session on Monday, December 18, 2017 at the Wilsonville City Hall beginning at 5:00 p.m.

The following City Council members were present:

Mayor Knapp
Council President Starr
Councilor Stevens
Councilor Lehan
Councilor Akervall

Staff present included:

Bryan Cosgrove, City Manager
Barbara Jacobson, City Attorney
Kimberly Veliz, City Recorder
Jeanna Troha, Assistant City Manager
Dwight Brashear, SMART Director
Nancy Kraushaar, Community Development Director
Susan Cole, Finance Director
Angela Handran, Assistant to the City Manager
Chris Neamtzu, Planning Director
Eric Mende, Capital Projects Engineering Manager
Keith Katko, Finance Operations Manager
Mark Ottenad, Public/Government Affairs Director
Miranda Bateschell, Planning Manager
Scott Simonton, Fleet Manager
Steve Adams, Engineering Manager
Zachary Weigel, P.E. Civil Engineer
Rob Wurpes, Chief of Police

Mayor Knapp called the Work Session to order at 5:07 p.m. and moved into Executive Session.

Mayor Knapp called the Executive Session to order at 5:07 p.m. pursuant to:

ORS 192.660 (2)(e) Real Property Transactions

ORS 192.660(2)(h) Litigation

The Executive Session adjourned at 5:38 p.m.

Agenda Review and Council Concerns

...

Pre-Council Work Session

...

F. Metro/WaCo/Wilsonville/Tualatin Basalt Creek IGA (Jacobson)

City Attorney Jacobson kicked off the discussion of the Intergovernmental Agreement (IGA) between Metro, Washington County, and the Cities of Tualatin and Wilsonville Seeking a Binding Non-Appealable Decision from Metro Concerning One Area, the Central Subarea, of the Basalt Creek Planning Area. The item is on the regular City Council Agenda as Resolution No. 2657 under New Business.

Miranda Bateschell, Planning Manager was on also on hand to answer any questions.

Mayor Knapp commented that the cities were at a stalemate with each other and decided to let Metro mediate to assist in moving forward with an outcome.

Attorney Jacobson disclosed that Metro will make the choice of whether the land will be designated residential or employment. Additionally, both cities agree to designate the land as Metro decides. Furthermore, Metro's decision will not change the public process.

...

Work Session adjourned at 7:22 p.m.

.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:30 p.m. on Monday, May 1, 2017. Mayor Knapp called the meeting to order at 7:38 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Stevens
Councilor Lehan
Councilor Akervall

Staff present included:

Bryan Cosgrove, City Manager
Jeanna Troha, Assistant City Manager
Barbara Jacobson, City Attorney
Sandra King, City Recorder
Nancy Kraushaar, Community Development Director
Delora Kerber, Public Works Director
Jon Gail, Community Relations Coordinator
Mark Ottenad, Government and Public Affairs
Angela Handran, Community Outreach Coordinator

Motion to approve the order of the agenda.

Motion: Councilor Starr moved to approve the order of the agenda. Councilor Stevens seconded the motion.

Vote: Motion carried 5-0.

COMMUNICATIONS

...

CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS

This is an opportunity for visitors to address the City Council on items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizens input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

The Mayor indicated he would group the Citizen Input speaker cards by topic: traffic, Resolution No. 2626, and Basalt Creek development.

...

Don Hansen of OTAK distributed two memos to the Council. The first dealt with the Basalt Creek Planning Area Schools Analysis; and the second dealt with the Basalt Creek Planning Area Projected Traffic. Mr. Hansen disagreed with the information in the Draft Basalt Creek Concept Plan Feasibility Study dated May 1, 2017 and thought the area would be better used as residential rather than employment/industrial.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

Peter Watts sent an email message to the City Councilors on April 30, 2017 in support of his belief the Basalt Creek Central Property would be better developed as residential, and that Metro's criteria did not decree the lands be employment.

Sherman Leitgeb was of the opinion the Draft Basalt Creek Concept Plan Feasibility Study dated May 1, 2017 was fiction since no cost analysis for development had been done on the area. He held the costs will not lead to employment on the site and there was other industrial land available at less cost.

Lark Leitgeb said she owned 23 acres in the Basalt Creek subarea and that there was a big difference between residential uses and industrial uses. She asked that Council work with the city of Tualatin to develop something that will work for everyone.

...

ADJOURN

Mayor Knapp adjourned the meeting at 10:02 p.m

Memorandum



808 SW 3rd Avenue
Suite 300
Portland, OR 97204
Phone (503) 287-6825
Fax (503) 415-2304

To: Herb Koss
From: Don Hanson
Copies: Glen Bolen, AICP
Kate Rogers
Date: April 14, 2017
Subject: Basalt Creek Planning Area Projected Traffic
Project No.: 17713A

This memorandum presents analysis in support of the residential land use designation for a portion of the Basalt Creek Planning Area: a roughly 41¹ acre site at northeast corner of Grahams Ferry Road and the proposed Basalt Creek Parkway.

One of the tenets of the Basalt Creek Planning Area has been to limit traffic generation that results from new development to a level commensurate with the existing and planned infrastructure's capacity. For the site in question, the City of Tualatin provided direction to designate roughly 33 acres of land for residential use, differing from the Concept Plan's recommendation of tech/flex employment. This memo quantifies the changes to traffic generation that could result from this change. The data support our supposition that designating the properties for residential uses would not result in more traffic than if the land is designated for employment.

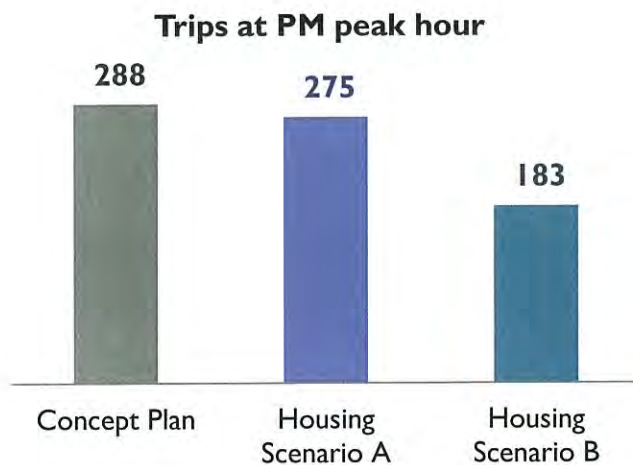
In addition to the 33 acres initially slated for tech/flex employment, the northern 7 acres of the site was considered for residential use. We created a trip generation comparison for this combined 41 acre area based on several land use scenarios for the site, utilizing the same per-unit trip factors and housing densities as those utilized by the Concept Plan team in their traffic and Envision Tomorrow models. Using these data, we were able to compare expected PM peak hour traffic counts for the existing Concept Plan and for two alternative scenarios with only residential land uses. The results are summarized in the table and chart below.

The existing concept plan calls for 33.2 acres of light industrial / low-density tech flex land and 7.4 acres of residential land with a mix of small- and medium-lot single-family housing. Under this scenario, 288 trips are generated at PM peak.

Alternative Housing Scenario A includes a mix of higher-and lower-density housing types (2-story garden apartments, townhomes, small-lot single-family, and medium-lot single-family), with an

average net density of 15 units per net residential acre². Under this scenario, 275 trips are generated at PM peak. At 18 fewer trips, this represents a small reduction in PM peak trips. Housing Scenario B includes a lower-density mix of housing types (townhomes, small- and medium-lot single-family) that result in an average net density of 10 units per net acre. Scenario B results in only 183 trips during PM peak.

	Concept Plan	Housing Scenario A	Housing Scenario B
Developable Acres	41	41	41
Households	46	436	290
Jobs	678	-	-
Average Net Density (units/acre)	9	15	10
Trips at PM peak hour	288	275	183



¹ We have used 41 acres in our analysis – this is the City of Tualatin’s base acreage for the site in the study presented. If more acres are used, the trip counts are reduced even further.

² Assumes 25% reduction of land to accommodate roads, utilities, and other public facilities.

Memorandum

Rec'd 5/1/17
Aek



808 SW 3rd Avenue
Suite 300
Portland, OR 97204
Phone (503) 287-6825
Fax (503) 415-2304

To: Herb Koss
From: Don Hanson
Copies: Kate Rogers
Date: May 1, 2017
Subject: Basalt Creek Planning Area – Schools Analysis
Project No.: 17713A

This memorandum presents analysis of the potential residential land use designation for a portion of the Basalt Creek Planning Area: a roughly 41¹ acre site at northeast corner of Grahams Ferry Road and the proposed Basalt Creek Parkway.

For the site in question, the City of Tualatin provided direction to designate roughly 33 acres of land for residential use, differing from the Concept Plan's recommendation of tech/flex employment for this land. A concern for this designation is the impact that new residential density will have on nearby schools, and whether they will have sufficient capacity and safe routes to school for the children living in the new homes.

The attached map depicts the nearest public and private schools to the subject site. The site is currently within the Sherwood School District, but is in close proximity to the Tigard-Tualatin District and the West Linn-Wilsonville District. It is assumed that students will attend Tigard-Tualatin schools. The closest public elementary school in Tigard-Tualatin is Edward Byrom Elementary; the closest middle school is Hazelbrook; the closest high school is Tualatin High.

To analyze the potential impact on nearby schools, we looked at estimates for the number of new school-age children that could be expected as an outcome of housing development within the subject site. Estimates are based on student generation rates provided by Arthur C. Nelson's *Planner's Estimating Guide: Projecting Land-Use and Facility Needs* (2004), which provides estimated counts of school-age children for elementary, middle, and high school, based on housing density (summarized in Table 2). The assumption is that more children are likely to live in lower-density single-family residences than in higher-density housing such as apartments and townhomes.

We created estimates for two residential land use scenarios for the subject site: one with higher residential density (Scenario A) and one with lower density (Scenario B). We compared these to the Concept Plan, which designates only seven acres of the site for low-density housing. The results are summarized in Table 1.

Housing Scenario A includes a mix of higher-and lower-density housing types (2-story garden apartments, townhomes, small-lot single-family, and medium-lot single-family), with an average residential density of 11.4 units per gross acre. Under this scenario, approximately 102 school-age children can be expected to attend public schools.

Housing Scenario B includes a lower-density mix of housing types (townhomes, small- and medium-lot single-family), and results in an average residential density of 7.7 units per gross acre. Under this scenario, approximately 107 school-age children can be expected to attend public schools—only slightly higher than under Scenario A. This is compared to an expected 23 school-age children under the Concept Plan scenario.

Table 1. Estimated School-age Children within Subject Site

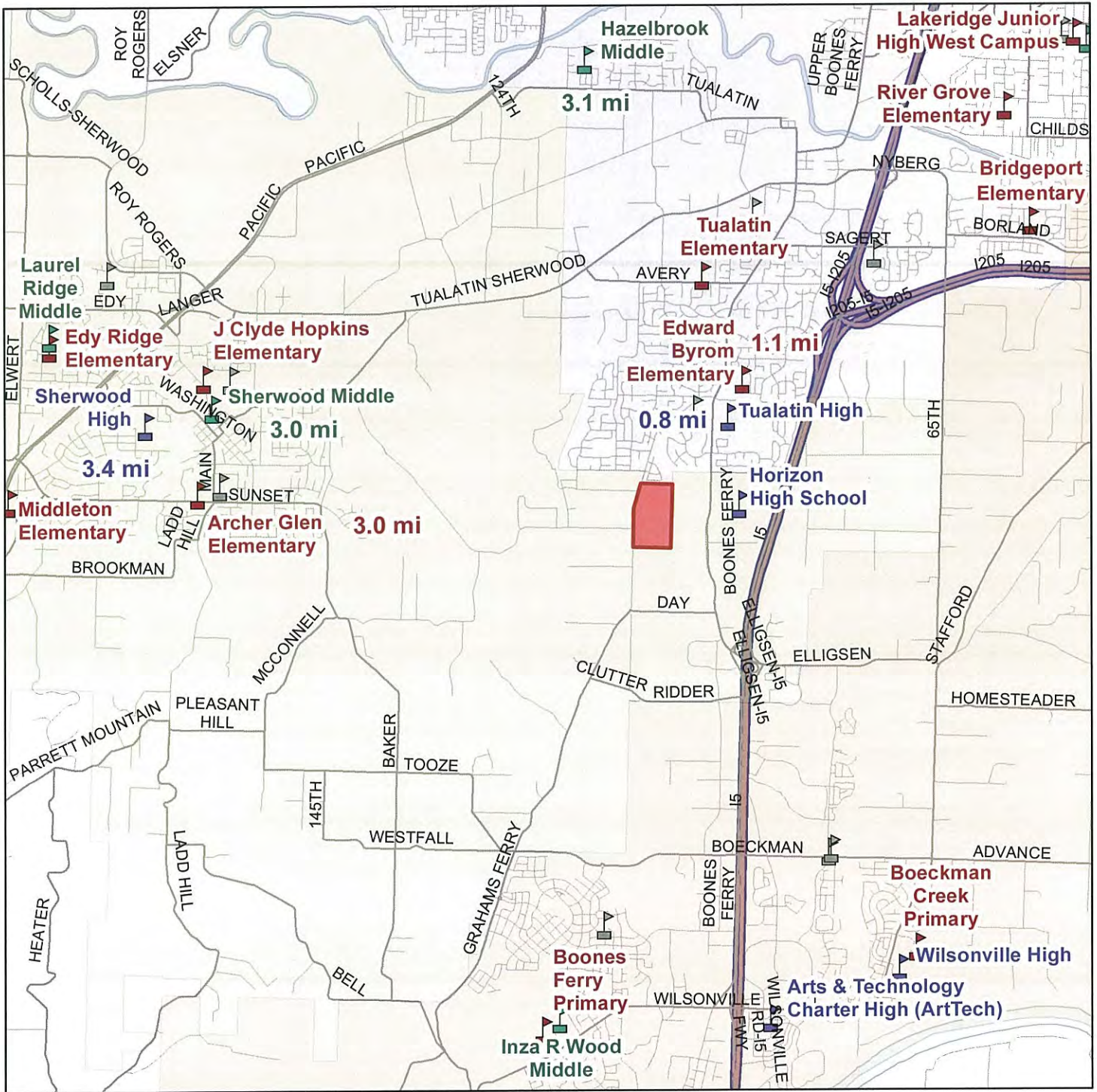
	Housing Density (units/gross acre)	Acres	Housing Units	Elementary	Middle School	High School	Total Public School	Private School
Concept Plan								
Small and Medium Lot Single Family	6.8	7.4	50	7.9	6.8	7.9	22.5	2.9
Total	6.8	7.4	50	8	7	8	23	3
Housing Scenario A								
Garden Apartments 2-story	21.1	10.0	211	11.2	9.5	11.2	31.9	9.5
Townhomes	9.2	6.0	55	4.1	3.5	4.1	11.6	2.6
Small Lot Single Family	8.9	15.0	134	9.9	8.4	9.9	28.3	6.4
Small and Medium Lot Single Family	6.8	10.0	68	10.7	9.2	10.7	30.6	3.9
Total	11.4	41.0	468	36	31	36	102	23
Housing Scenario B								
Townhomes	9.2	6.0	55	4.1	3.5	4.1	11.6	2.6
Small Lot Single Family	8.9	10.0	89	6.6	5.6	6.6	18.8	4.3
Small and Medium Lot Single Family	6.8	25.0	170	26.7	22.9	26.8	76.5	9.9
Total	7.7	41.0	314	37	32	38	107	17

Table 2. Student Generation Rates

Residential Housing Type	Public School Generation Rate	Elementary	Middle	High School	Private School
Fewer than 8 Units per Acre	0.450	0.157	0.135	0.158	0.058
9-14 Units per Acre	0.210	0.074	0.063	0.074	0.048
15+ Units per Acre	0.150	0.053	0.045	0.053	0.045

Source: *Planner's Estimating Guide: Projecting Land-Use and Facility Needs*. Arthur C. Nelson, 2004.

¹ We have used 41 acres in our analysis – this is the City of Tualatin’s base acreage for the site in the study presented. If more acres are used, the student counts are modified.

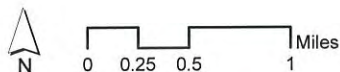


LEGEND

- Subject Site
- Elementary School
- High school
- Middle school or junior high
- Various grade levels
- Sherwood District
- Tigard-Tualatin District
- West Linn-Wilsonville District

Basalt Creek Employment Site | Washington County, Oregon

Source Data: Metro RLIS



**CITY OF WILSONVILLE
CITY COUNCIL WORK SESSION NOTES
MAY 1, 2017**

The Wilsonville City Council held a work session on Monday, May 1, 2017 at the Wilsonville City Hall beginning at 5 p.m.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Stevens
Councilor Lehan
Councilor Akervall

Staff present included:

Bryan Cosgrove, City Manager
Barbara Jacobson, City Attorney
Jeanna Troha, Assistant City Manager
Sandra King, City Recorder
Susan Cole, Finance Director
Delora Kerber, Public Works Director
Nancy Kraushaar, Community Development Director
Adam Phillips, Police Chief
Dwight Brashear, SMART Director
Mark Ottenad, Government Affairs
Jon Gail, Community Relations Coordinator
Eric Loomis, SMART Operations Manager
Miranda Bateschell, Long Range Planner
Pam Munsterman, Municipal Court Clerk
Amanda Guile-Hinman, Assistant City Attorney
Keith Katko, Finance Operations Manager

Mayor Knapp called the work session to order at 5:00 p.m. and convened an Executive Session pursuant to ORS 192.660 (2)(e) Real Property Transactions ORS 192.660(2)(f) Exempt Public Records and ORS 192.660(2)(h) Litigation

The Executive Session adjourned at 6:08 p.m.

Mayor Knapp reconvened the Work Session at 6:08 p.m.

COUNCILORS' CONCERNS

Mayor Knapp noted the pavement condition on Boones Ferry Road north of Wilsonville Road is in rough condition after the winter.

PRE-COUNCIL WORK SESSION

A. Judge Weinhouse – Red-light Camera and Adult Diversion Program (Cole)

Council thought implementing both the red light camera and adult diversion programs were warranted. Staff will bring additional information regarding the adult diversion program to the May 15th meeting and begin preparing implementing legislation for both programs.

B. Basalt Creek Concept Plan (Bateschell)

Staff presented the results of the draft Basalt Creek Feasibility Study. Councilors restated their commitment to developing the area for employment lands.

C. Transit Funding (Brashear/Cole)

SMART will need to explore additional revenue sources to continue to provide the level of service the community and employers have come to expect. Staff presented revenue options for SMART to explore.

D. French Prairie Bridge Evaluation Criteria (Weigel)

Staff distributed Draft Evaluation Criteria for the French Prairie Bridge prepared by the Task Force and asked Council if there were items that should be added. Council suggested adding connection to commercial uses to Criterion F.

Work Session adjourned at 7:30 p.m.

Respectfully submitted,

Sandra C. King, MMC, City Recorder

**PLANNING COMMISSION
WEDNESDAY, APRIL 12, 2017
6:00 P.M.**

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

*Minutes approved as
presented at the
5/10/17
PC Meeting*

Minutes Excerpt – Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:03 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Phyllis Millan, Simon Springall, and Kamran Mesbah. Al Levit arrived after the Consideration of the Minutes.

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Jeanna Troha, Miranda Bateschell, Dwight Brashear, Eric Loomis, Michelle Marston, and Nicole Hendrix.

...

III. INFORMATIONAL

...

C. Basalt Creek Concept Plan Update (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, noted the Staff report and PowerPoint she had presented to City Council on March 20, 2017 were included in the packet. She overviewed the Basalt Creek Concept Plan Update via PowerPoint dated April 12, 2017, summarizing the presentation provided to Council on a recent Tualatin City Council worksession on the Concept Plan during which that council directed Tualatin's staff to change Tualatin's side of the jurisdictional boundary from manufacturing park to residential on the Concept Plan's Land Use Map.

Key comments and responses to Commissioner questions was as follows:

- Ms. Bateschell indicated the location and route of the Basalt Creek Parkway, which was elevated above the railroad but was at grade at Grahams Ferry Rd. Significant grading would be required to maintain a maximum 6 percent grade and the Parkway would be elevated above the canyon, which was about 60 ft deep.
- Having some sort of a transitional buffer from Wilsonville's light industrial to Tualatin's low density residential was the reason for the manufacturing park designation originally. Other iterations showed a transitional office park designation. The intent was to create a better transition, but that was not seen in the last proposal from Tualatin.
- It seemed Tualatin was using its need for industrial land as a wedge until they got the boundary it wanted and then changed their mind about the land use. This also seemed counter to Metro's intention for the entire area.
- Historically, other UGB areas had shifted away from employment uses, which was challenging from a regional perspective, so Metro wanted to avoid that. Metro supported Wilsonville's work on the

Development Feasibility Analysis. Wilsonville's City Council shared many of the same concerns as the Commission about the process and believed the boundary conversation was still open since Tualatin had not stayed with the original discussion about the need for employment land. If the two cities could not agree on the boundary, Metro was the final boundary authority.

- The site plan on the left side of Slide 9 was presented by a representative of the property owner from Otak and showed a small amount of commercial versus residential. The entire footprint was much more intensive than the original footprint.
- Up until the Otak site plan was proposed, a manufacturing park designation was still on the land. Tualatin had concerns about it being an employment area because there was too much rock and slope for employment and wanted to do residential.
- Staff recently received an electronic packet, which could be forwarded to the Commission, that included the site plan and a letter from the property owner's representative, along with letters from developers and engineers reaffirming the steep slopes and basalt in the area, and the area did not appear to be most suitable for employment uses. However, Ms. Bateschell had not seen any further analysis. The bedrock analysis done last year when the City was exploring information for the sanitary sewer system showed the bedrock depth could vary widely within a short distance. That information was provided to the consultant team, who would visit the site to determine feasibility. At this point, the City would look at a range of different employment types and buildings, and what might be feasible on the site, realistically, in the future.
- Staff would discuss next steps with City Council on April 17th and hold a work session with Council on the initial Development Feasibility Report on May 1st.

...

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:55 p.m.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:00 p.m. on Monday, March 20, 2017. Mayor Knapp called the meeting to order at 7:11 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Stevens
Councilor Lehan
Councilor Akervall

Staff present included:

Bryan Cosgrove, City Manager
Jeanna Troha, Assistant City Manager
Barbara Jacobson, City Attorney
Sandra King, City Recorder
Nancy Kraushaar, Community Development Director
Delora Kerber, Public Works Director
Jon Gail, Community Relations Coordinator
Cathy Rodocker, Assistant Finance Director
Susan Cole, Finance Director
Zach Weigel, Engineer
Dwight Brashear, SMART Director
Dan Pauly, Senior Planner

Motion to approve the order of the agenda.

Motion: Councilor Starr moved to approve the order of the agenda. Councilor Lehan seconded the motion.

Vote: Motion carried 5-0.

CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS

This is an opportunity for visitors to address the City Council on items *not* on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizens input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

Mayor Knapp explained the use of the countdown speaker timer.

Don Hansen, OTAK Planner, explained he has been working on the Basalt property for a group of owners who own the parcels that Council was discussing during Work Session. He felt the city of Tualatin did not abruptly change their mind on the uses of Basalt Creek; rather they focused on the information about the physical conditions of the site, not the big policy decision. The topography changes 65 vertical feet and Tualatin was concerned they could not get the topography to work for employment building parks. A civil engineering firm, Tony Weller, and a developer, Pac Trust, did not see how the land could work or be usable for employment lands, nor could real estate brokers who viewed the property. Mr. Hansen thought residential uses would be more conducive to the property, and provide workforce housing close to work and residential construction could be adapted to the topography. He said the plan would not

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

increase traffic volumes and was “trip cap neutral”; however, he did acknowledge that during peak traffic periods there might be increased traffic, but overall the traffic was the same. The decision by Tualatin was based on site specific conditions.

...

**CITY OF WILSONVILLE
CITY COUNCIL WORK SESSION NOTES – BASALT CREEK EXCERPT
MARCH 20, 2017**

The Wilsonville City Council held a work session on Monday, March 20, 2016 at the Wilsonville City Hall beginning at 5 p.m.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Stevens
Councilor Lehan
Councilor Akervall

Staff present included:

Bryan Cosgrove, City Manager	Eric Loomis, SMART
Barbara Jacobson, City Attorney	Dwight Brashear, SMART Director
Jeanna Troha, Assistant City Manager	Nancy Kraushaar, Community Development Director
Sandra King, City Recorder	Zach Weigel, Engineer
Delora Kerber, Public Works Director	Cathy Rodocker, Assistant Finance Director
Susan Cole, Finance Director	Mark Ottenad, Public and Government Affairs Director
Steve Adams, Engineer	Jordan Vance, Economic Development
Miranda Bateschell, Long Range Engineer	
Jon Gail, Community Relations Coordinator	

EXECUTIVE SESSION

Mayor Knapp called the work session to order at 5:06 p.m. and convened an Executive Session pursuant to ORS 192.660 (2)(e) Real Property Transactions, ORS 192.660(2)(f) Exempt Public Records, ORS 192.660(2)(h) Litigation

Executive Session adjourned at 5:43 p.m.

The Work Session re-convened at 5:45 p.m.

COUNCIL WORK SESSION

...

D. Basalt Creek Update (Bateschell)

The City of Tualatin wants to change designation of employment lands to residential in the Basalt Creek area. This proposal not consistent with why the land was added to the UGB.

To provide background, the staff report has been included in its entirety, without the exhibits.

Begin Staff Report.

Since 2011, the Cities of Wilsonville and Tualatin, Washington County, and Metro have been working together to implement an Intergovernmental Agreement (IGA) to concept plan the Basalt Creek Planning Area. After five joint Council work sessions and two Public Open Houses, a preferred Basalt Creek Land Use Concept Plan was completed in September 2016, presenting a proposed jurisdictional boundary in conjunction with ten considerations for success.

On February 13, 2017, the Tualatin City Council, at a council work session, provided Tualatin city staff with direction to modify the previously agreed upon preferred Basalt Creek Land Use Concept Plan to show the Basalt Creek central subarea as residential on the Tualatin side of the conditional jurisdictional boundary.

The IGA requires joint agreement from the two cities on a jurisdictional boundary and the concept plan. *Staff is seeking direction from the City Council on whether they agree to the proposed changes to the Basalt Creek Land Use Concept Map from the Tualatin City Council on February 13, 2017.*

Foundational Documents & Agreements

There is a long history of planning and inter-governmental coordination for the Basalt Creek Planning Area.

- In 2004, Metro added the Basalt Creek Planning Area to the Metro Urban Growth Boundary as part of Ordinance No. 04-1040B for the purpose of amending the Metro urban growth boundary to increase the capacity of the region to accommodate growth in industrial employment (Attachment A).
- In July 2010, the Cities of Wilsonville and Tualatin entered into a Memorandum of Understanding for Concept Planning the Urban Growth Boundary Expansion Area known as the Basalt Creek Planning Area (Attachment B).
- In May 2011, the Cities of Wilsonville and Tualatin, Washington County, and Metro entered into an IGA for concept planning the Basalt Creek and West Railroad Planning Areas (Attachment C). This IGA had two amendments: first, in June 2013 acknowledging the Basalt Creek Transportation Refinement Plan (TRP), and second, extending the IGA for three additional years, until fall 2019, to complete the Basalt Creek Concept Plan.
- From October 2013 through 2016, the Wilsonville and Tualatin City Councils held five joint Council work sessions and two Public Open Houses considering several boundary and land use alternatives for the Basalt Creek Planning Area.

Conclusion: these planning actions outline the process and expectations for the Basalt Creek Planning Area and the four parties involved in adopting a concept plan for the area. They specifically state that both cities must agree on both a jurisdictional boundary and a concept plan that both cities adopt. The proposed changes to the Basalt Creek Land Use Concept Map from the Tualatin City Council on February 13, 2017 do not appear consistent with the planning to date (Metro Ordinance, TRP, and Joint Council recommendations, conclusions, and decisions) or to be compatible with a cohesive business district that accommodates successful industrial employment growth.

Guiding Principles

On October 29, 2013, the Wilsonville-Tualatin Joint City Council met to start the project with a shared understanding of the process and potential outcomes, and to identify issues and challenges that could be present during concept planning. There was also significant discussion around guiding principles for the project. A key discussion point was having a shared vision that also respected each city's vision, and acknowledging that the plan that is advanced should be in consideration with the other city, must be compatible with, and enhance the other city.

At the July 16, 2014 Wilsonville-Tualatin Joint City Council meeting, the Councils reviewed findings from the June Community Workshop and the existing conditions for the planning area, which included environmental constraints such as wetlands and slopes. The Councils also refined the Guiding Principles (Attachment D), which helped the project team create evaluation measures to be used in assessing alternative land use scenarios.

Conclusion: The proposed changes to the Basalt Creek Land Use Concept Map from the Tualatin City Council on February 13, 2017 do not appear to consider the joint vision established to-date for an economically viable employment district. They also do not consider compatibility with or enhancement of the proposed uses that are currently proposed to be City of Wilsonville in the preferred Basalt Creek Land Use Concept Map despite the importance of this being decided early on in the project. In addition, the proposal is not consistent with all of the Guiding Principles for the Basalt Creek Concept Plan.

GP2 “Recreation opportunities should be made accessible in the area through the creation of new open spaces and trails and integrating them with existing regional networks.”

This will be much more difficult to achieve with residential uses, rather than employment uses, bordering the Basalt Creek Canyon to the west.

GP4 “Create a uniquely attractive business community unmatched in the metropolitan region.”

It will be difficult to achieve a successful business community in this area without the appropriate industrial massing (acreage) and like uses and compatible design mirroring each other on both sides of the parkway and with non-compatible uses inserted into the employment area.

GP5 “Ensure appropriate transitions between land uses.”

The proposal would place housing along a limited-access arterial intended for significant freight movement and across the street from manufacturing parks and industrial uses. There is a nearby cement batch plant that is now operating 24-7. The residential uses in the newly proposed location would be elevated, overlooking the Coffee Creek Correctional Facility. This is typically avoided in planning due to potential noise, traffic, vibration, light pollution, emissions and other environmental impacts.

GP6 “Meet regional responsibility for jobs and housing”

While the Metro Ordinance allowed for housing in the northern portion of the planning area, the 124th extension and Basalt Creek Parkway are being constructed farther south than the I-5-99W Connector as proposed and depicted in the Ordinance. As depicted, housing would be envisioned to or just south of Tonquin Loop, representing less than a quarter of the planning area. The Parkway is approximately 1600 feet farther south, representing a significant amount of acreage envisioned to accommodate industrial growth by the Metro Ordinance.

GP7 “Design cohesive and efficient transportation and utility systems.”

The most efficient sanitary sewer system depicted a City of Wilsonville service area (and jurisdictional boundary) farther north than the Basalt Creek Parkway. The Basalt Creek TRP, its projects and trip assumptions, were based on a predominantly industrial area. Residential land uses have higher trip rates than the currently modeled employment uses in the preferred Basalt Creek Land Use Concept Map.

GP9 “Total jobs allocated to prime flat industrial lands within the planning area.”

The preferred Basalt Creek Land Use Concept Map as well as the recent proposal from the Tualatin City Council includes acreage in the portion of the plan area proposed to be in City of Tualatin that is designated for housing despite limited constraints, flat topography, and overall attractiveness for employment uses. To-date Wilsonville concurred with the proposal, recognizing the need for Tualatin to meet a balance of residential and employment needs and allowing them to determine how; also, the adjacent land uses (residential and school) in that area could be considered more compatible with residential uses.

Basalt Creek Concept Plan Alternatives

Base Case Scenario (December 2014): At the Tualatin - Wilsonville Joint City Council meeting in December 2014, the project team presented a base-case infrastructure and land use scenario with an initial jurisdictional boundary along the future east-west connector, Basalt Creek Parkway (Attachment E).

Members of the Councils directed staff to:

- Re-evaluate the sanitary sewer system due to concerns regarding the initial design and potential costs for sanitary sewer construction in the planning area.
- Examine additional boundary options that do not necessarily follow the future Basalt Creek Parkway alignment due to a desire for a cohesive set of uses and design along both sides of the future arterial.
- Aim for jurisdictional equity when considering the various measures altogether.
- Provide more residential capacity in the northern portion of the planning area for the City of Tualatin.
- Propose creative solutions for transitions from employment to housing.

Option 1 & Option 2 (June 2015): On June 17, 2015, there was a Joint Wilsonville-Tualatin City Council meeting to discuss two alternative land use concept plans with two alternative proposed jurisdictional boundaries (Attachments F and G). At that meeting, the two Councils discussed the land use types, key indicators and potential benefits of the two draft boundary options. The Tualatin City Council favored Option 1 while the Wilsonville City Council favored Option 2.

In particular, Tualatin Councilors expressed significant interest in designating the land south of the future Basalt Creek Parkway, along Boones Ferry Road and the Basalt Creek Canyon (“the tooth”), as future City of Tualatin residential land in recognition of the existing residential community. City of Wilsonville Councilors expressed concern over Option 1 regarding the disparity in benefits realized by each city (less for the City of Wilsonville across indicators), a lack of industrial massing near Grahams Ferry Road and Basalt Creek Parkway, and future transportation impacts from the high number of trips from the residential uses. The Councils also discussed the proposed sanitary sewer system, as it differs from the proposed boundary options; how to best serve the area; and how potential financial savings might be shared if Wilsonville handled sanitary sewer from the City of Tualatin resulting in fewer Clean Water Services pump stations. As a result of the discussion, the Joint Council made a recommendation to project staff to prepare an alternative option.

The Wilsonville City Council recognized the “tooth” area was a must-have for the City of Tualatin and compromised despite a desire for “the tooth” to provide a natural resource amenity to adjacent employment uses and trail opportunities for nearby employees, in addition to the fact all stormwater runoff from this area would flow to the City of Wilsonville. The Councils also agreed to work out the boundary on the west end, to the north of the Basalt Creek Parkway, acknowledging Wilsonville’s concerns regarding trips, sewer service for Tualatin users, and additional employment capacity. The meeting concluded with the sentiment that it was important for the plan to make sense for both communities, while being fiscally responsible in the end, and that the land for both communities be profitable.

Option 3 (September 2015): In preparation for a Joint Wilsonville-Tualatin City Council meeting scheduled in September 2015, the project team prepared Boundary Option 3 (Attachment H) responding to the Joint Council’s input and concerns from the June meeting.

- Boundary extended down Boones Ferry to include existing residential parcels in Tualatin’s jurisdiction to recognize existing community and ensure a cohesive residential zone.
- Boundary shifted north on the west side of the Basalt Creek canyon area to create a more cohesive industrial district and compatible employment uses between the cities while considering topography and parcel lines.

Boundary Option 3 also considered jurisdictional equity through the lens of developable acres, phasing and infrastructure costs, and more balanced property tax returns. The City of Tualatin will likely see a higher overall return on investment and ability to meet near-term residential demand and development desires. The City of Wilsonville is provided a little more land to offset higher overall infrastructure costs and service to Tualatin development, a delay in return on investment, and the city’s ability to fulfill the employment capacity expectations for the planning area.

Tualatin – Option 4 (September 2015): In preparation for the September 2015 Joint Council meeting, there was a Tualatin City Council Work Session where the Tualatin City Council expressed concerns about the limited employment land opportunities for the City of Tualatin and directed Tualatin City Staff to prepare information for a Boundary Option 4, which would follow Tonquin Road west of the Basalt Creek Canyon area (Attachment I). Given this proposed concept plan and boundary alternative was not completed together by the two cities via the project team or decided at a Joint City Council meeting, a full analysis of all performance indicators in Envision was not completed. In order for City of Wilsonville staff and City Council to review this Option, the September Joint Council meeting was postponed until December.

In preparation for the December Wilsonville-Tualatin Joint Council meeting, the Mayors and City Council Presidents of both cities met with staff to discuss the various boundary options to date and remaining issues not yet resolved.

- Tualatin Mayor Ogden and Councilor Beikman communicated “the tooth” was no longer a priority for the City of Tualatin, but rather additional acreage on the west side of the planning area for more employment acreage.
- Wilsonville Mayor Knapp and Councilor Starr communicated significant concerns about a boundary along Tonquin Road from a planning perspective, reiterated the importance of certainty of industrial acreage, and the need for benefits to offset the additional costs.

Mayor Knapp and Councilor Starr also expressed the boundary was not the paramount issue to the City, but rather how the systems work so the area functions well, including enough contiguous land for both cities to appeal to business, getting the value needed related to transportation and industrial massing, and meeting regional industrial land needs. Mayor Ogden and Councilor Beikman agreed these were joint concerns, not just Wilsonville concerns. Problems experienced in Wilsonville in the Basalt Creek Planning Area (e.g. at the Elligsen interchange) would impact the full planning area’s success and would be a problem for both cities.

While Tualatin’s Option 4 seemed a departure from previous Joint Council decisions to the Wilsonville City Council, the Council remained flexible to the needs of the City of Tualatin while ensuring good planning that met the agreed upon vision and enhanced both cities; and as such, presented the Basalt Creek Parkway as a boundary option upon resolution of these joint concerns. There was agreement to

present the ideas and issues discussed as a packaged proposal at the December Wilsonville-Tualatin Joint Council meeting.

Preferred Boundary & Considerations for Success: On December 16, 2015, there was a Joint Wilsonville-Tualatin City Council meeting to discuss a preferred land use and boundary option for the Basalt Creek planning area. The Councils agreed to (1) a set of ten considerations for success (Attachment J), (2) a need to incorporate essential agreements into the Basalt Creek Concept Plan to refine and address those considerations, and (3) a preferred jurisdictional boundary along the Future Basalt Creek Parkway conditional upon successful incorporation of the ten considerations into the Basalt Creek Concept Plan. In addition, in response to Tualatin's disinterest in the West Railroad Area, Wilsonville accepted this area to be included in the City of Wilsonville in the future.

The ten considerations relate to the functional elements of the Concept Plan: sanitary sewer service, stormwater system design standards, industrial zoning certainty, trip caps, transportation projects and funding, transit service, trails and natural resource protections in the Basalt Creek Canyon area. It was intended those considerations would guide development of a preferred alternative for the Basalt Creek Concept Plan as well as outline implementation measures for success.

At the Joint Council meeting, both City Councils voiced a desire to memorialize and endorse these areas of general consensus. As a result, City of Wilsonville drafted Resolution No. 2569 and scheduled a hearing for March 14, 2016 to acknowledge those agreements made at the December Joint Council Meeting, including the ten considerations document. This hearing was rescheduled and cancelled indefinitely after the City of Tualatin cancelled adoption of the same document. The Resolution was never approved.

However, the project team advanced work on the ten considerations and developed a preferred Basalt Creek Land Use Concept Map (Option 5) for the public open house on April 28, 2016 (Attachment K). Essentially the land uses were very similar to what was presented in the Tualatin-proposed Option 4 with the boundary option along the Basalt Creek Parkway.

With positive feedback from the public open house, staff from both cities further refined the preferred Basalt Creek Land Use Concept Map to fix errors and align map designations with existing city comprehensive plan designations and zoning classifications. The draft, dated September 16, 2016 (Attachment L), was prepared for presentation at individual Council work sessions in October in order to move toward finalization of the Basalt Creek Concept Plan and a final Joint Council work session approving the Concept Plan. In addition, staff continued work to resolve issues through the ten considerations; while this advanced, complete agreement was not reached at this point in the project. As such, the map acknowledges the proposed Basalt Creek Land Use Concept Plan and jurisdictional boundary are subject to those considerations for success being integrated into the Concept Plan.

Washington County Basalt Creek Employment Site Evaluation (January 2017): Based on public input from property owners and residents in Tualatin at the October City of Tualatin Work Session meeting, Washington County commissioned a land suitability analysis from the firm Mackenzie for a portion of the planning area being called the "central subarea" to analyze slope and determine whether the land was in fact suitable for employment uses. The study concluded the "central subarea" is feasible for employment including flex business park, office campus, manufacturing, and commercial support services consistent with the City of Tualatin Manufacturing Park zoning classification (Attachment M).

Tualatin City Council Proposal (February 2017): The feedback from the property owner in the "central subarea" regarding the slopes in that area led to additional discussions with the Tualatin City Council and Planning Commission, eventually leading to the February 2017 proposal. On February 13, 2017, the

Tualatin City Council, at a council work session, provided Tualatin city staff with direction to modify the previously agreed upon preferred Basalt Creek Land Use Concept Plan to show the Basalt Creek central subarea as residential on the Tualatin side of the conditional jurisdictional boundary (Attachment N).

Slopes in the area were discussed, and a map presented, as part of the Existing Conditions at the July 16, 2014 Joint Council meeting (Attachment O). In the past two and a half years, it was not determined that the slopes in the “central subarea” were not suitable for employment uses through the site suitability and market analyses completed as part of the Basalt Creek Planning process. Tualatin City Council’s conclusion that the slopes are too steep to accommodate employment uses is also contrary to the January 2017 Washington County Employment Site Evaluation. At this time, there is no additional evidence presented by the Tualatin City Council to contradict the previous studies and site evaluations.

Conclusion: In addition to not appearing consistent with the Metro Ordinance or Basalt Creek TRP, the proposed changes to the Basalt Creek Land Use Concept Map from the Tualatin City Council on February 13, 2017 are also inconsistent with the project’s guiding principles, what was presented at the public open houses, project and County-led land suitability analyses, and Joint Council recommendations, conclusions, and decisions made throughout the process.

- Through the planning process, every boundary option had employment on both sides of the Basalt Creek Parkway. Most options had employment on both sides of Tonquin Road as well. Only Option 1 had residential down to Tonquin, a boundary option that Tualatin City Council liked but requested land uses changed due to too much residential. The February 2017 proposal from Tualatin City Council would be a significant shift to the preferred Basalt Creek Land Use Concept Map and the Options studied and resulting from the exhaustive process to-date.
- The proposed changes do not meet the objectives for a cohesive Parkway, a transition between employment and residential uses (residential uses would abut industrial uses and the Parkway), housing in the northern portion of the planning area, or jurisdictional equity particularly as it relates to the transportation network (residential uses create more trips than employment uses and based on the conditional boundary, over half Tualatin’s share of acreage would become residential under this proposal). These objectives were agreed to as early as the Joint Council meeting reviewing the Base Case Scenario (December 2014).
- The proposed changes do not meet the objectives agreed to at the June 2015 Joint Council either: there is lack of industrial massing near Grahams Ferry Road and Basalt Creek Parkway, there are potentially significant future transportation impacts from the high number of trips from the residential uses, and it may impact the ability for the land in both communities to be profitable. The potential conflict of uses, lack of cohesion along the Parkway and lack of industrial massing could impact the City of Wilsonville’s efforts in the Basalt Creek Planning Area negatively, making it difficult to create the successful employment district both the City and Metro were envisioning this place to be.
- The proposal is also contrary to Joint Council decisions made in December 2015 where Tualatin desired more land to provide employment uses and pushed for a city boundary further south in order to do so. Wilsonville Council agreed to a boundary along the future Basalt Creek Parkway based on the 10 Considerations for Success that were also agreed to by both councils at that Joint Council meeting. Consideration 3 specifically called out: “recognizing the regional need for industrial lands and following through on employment development in both cities to help such development to be successful.”

Wilsonville and Tualatin were set out to plan the Basalt Creek Planning Area in a cohesive way and in the regional context as a Regionally Significant Industrial Area (RSIA). While each city will have its own jurisdictional authority over the area designated to that city by the Basalt Creek Concept Plan, what happens where those two cities come together greatly matters and is extremely important to the success and livability of this future growth area. Planners study adjacency to ensure compatible uses and prevent negative consequences. What happens across the street, whether it is in the same city or a different city, will have either positive or negative impacts on that property. Staff would not recommend residential uses along the Basalt Creek Parkway and across from industrial uses and manufacturing parks. Locating residential uses in this area is also counter to recent efforts to restore environmental justice and social equity and presents concerns related to potential noise, traffic, vibration, light pollution, exposure to emissions, and other environmental impacts.

In Summary

The proposed changes to the Basalt Creek Land Use Concept Map from the Tualatin City Council on February 13, 2017 are 1) contrary to commitments and agreements made previously by the Wilsonville-Tualatin Joint Councils, 2) contrary to planning efforts, analyses and previous studies, and 3) inconsistent with contemporary planning policies and practices that are expected in Wilsonville and the region.

In addition, the full implications of the proposal are not understood since a complete analysis of its impact has not been completed. For example, what happens to the number of trips generated, but also how does this relate the assumptions in the Basalt Creek TRP and the project list that was created? Would a different project list be needed? How does it perform in regards to the project indicators: jobs, households, trips, assessed value, revenue and infrastructure costs?

Finally, given this recent shift, the Council may want to consider what certainty there is or is not that Tualatin City Council could change the concept plan in the future and how that could impact how the City of Wilsonville plans the area.

Clear direction for staff to respond to the proposal from the City of Tualatin and how to coordinate with all IGA parties to move the Basalt Creek Concept Plan process forward. Once agreement is reached on a Basalt Creek Land Use Concept Map and Basalt Creek Concept Plan, both cities can adopt corresponding land use amendments. The IGA is to “remain in effect until the CITIES and COUNTY amend their respective Urban Planning Area Agreements (UPAAs) and incorporate the Basalt Creek Concept Plan into each CITIES respective comprehensive plans.”

The City of Tualatin received approximately \$350K from Metro’s Construction Excise Tax (CET) grant program to perform concept planning. The current scope of work and budget with the consultant and as outlined with Metro under the CET grant program does not include additional funds for analysis of additional land use alternatives. The City of Wilsonville has, and will continue to, invest staff time into the process.

The project includes participation from affected residents, businesses, and property owners. Two open houses were held to engage and inform the public about the project. Additionally, the website is updated to reflect the most recent work and staff sends out monthly updates to an interested parties list and property owners via email and U.S. postal mail.

The Basalt Creek area is important for the long-term growth of Tualatin, Wilsonville, and the Metro region. Conducting a thorough and thoughtful planning process will identify and resolve each city’s vision for the area and potential impacts on the community. The Basalt Creek area presents an opportunity to maximize assessed property value, integrate jobs and housing, develop efficient

transportation and utility systems, create an attractive residential and business community, incorporate natural resource areas, and provide recreational opportunities as community amenities and assets.

ALTERNATIVES:

1. Agree with the Tualatin City Council February 2017 proposal and direct staff to move forward with the residential designation change to develop a final preferred land use concept map for the Basalt Creek Planning Area. A final concept plan could be adopted by 2017 with UPAAAs amended in 2018.
2. Disagree with the Tualatin City Council February 2017 proposal, outline City of Wilsonville concerns, and direct staff to:
 - a. ask for another proposal from City of Tualatin that resolves both cities concerns; OR
 - b. present a counter proposal from City of Wilsonville (as directed).
3. Request additional information and analysis to be completed by the City of Tualatin for the proposal addressing Wilsonville City Council questions and reporting the indicators for this alternative as presented for Options 1-3.

End Staff Report

After discussion Council made the following comments and directed staff:

- If Tualatin does not have ability to foster employment lands then maybe that should be made Wilsonville.
- To put residential in midst of industrial is detrimental to the overall goals. Don't agree with this,
- The proposal to put the boundary at Parkway is no longer operative.
- Don't know how much more study the city needs to do. We are focused on developing Coffee Creek South of the area, continue with that.
- Any plan City of Wilsonville would sign on to is the original plan. Staff to convey that to Metro and Tualatin and Washington County.
- Important to continue the commitment to industrial lands.

...

Work Session adjourned at 6:55 p.m.

**PLANNING COMMISSION
WEDNESDAY, OCTOBER 12, 2016
6:00 P.M.**

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

*Approved as Presented
November 9, 2016*

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:04 pm. Those present:

Planning Commission: Jerry Greenfield, Al Levit, Peter Hurley, Simon Springall, and Kamran Mesbah. Eric Postma, Phyllis Millan, and City Councilor Charlotte Lehan were absent.

City Staff: Miranda Bateschell, Michael Kohlhoff, and Amanda Guile-Hinman

...

VII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, updated the Planning Commission on the progress of the Basalt Creek Planning Project, noting City Council would also receive an update at Council's October 17, 2016 meeting. Her key comments were as follows:

- The land uses had been finalized and the Land Use Concept Map had been updated accordingly (Page 4 of 10 of the Staff report). The minor changes made were based on final comments from the Tualatin and Wilsonville City Councils during the summer work sessions.
 - In Wilsonville, the High Tech Employment District was extended along Day Rd to Grahams Ferry Rd, having been primarily just on the east side of Boones Ferry Rd. She briefly reviewed the history leading to Craft Industrial, noting further details about how Craft Industrial would work with the zoning would be discussed further once the Concept Plan was completed.
- Progress had also been made on the Ten Considerations, which were adopted when a preferred jurisdictional boundary was determined. The updated Ten Considerations were in the packet (Attachment B) and now included the current status and next steps related to each of the considerations, as of September, as well as the specific team assigned to work on each consideration. She discussed the updates noted within Attachment B.
- In addition to updating City Council on October 17th, next steps include having an agency review team meeting in November or December where various agencies would review and provide feedback on the first draft of the Concept Plan. These agencies would include the transit agencies, Washington County, Metro, TVF&R and any agency the City coordinated with on such plans.
 - The full Basalt Creek Concept Plan would come before the Planning Commission and City Council for input during work sessions in early in 2017. A Joint Council meeting with the City of Tualatin would follow, hopefully in March 2017, for tentative approval of the Concept Plan with public hearings following at each City for final adoption. Afterward, ordinances would be adopted to amend the Comprehensive Plan to reflect the Basalt Creek Concept Plan, and the City's Urban Plan Area Agreement with Washington County would be updated.

Ms. Bateschell addressed comments and questions from the Commission as follows:

- Referencing the Land Use Concept Plan Map, she identified the canyon as the cross-hatched area running north to south just west of Boones Ferry Rd. Land use designations followed parcel lines to ensure the entire parcel had only one land use, however, the cross-hatched areas indicated all the restricted areas, including

Title 3/Title 13 Slope and the powerlines, that would have serious constraints on development for both cities.

- She did not know how many specific parcels would be on the Wilsonville side, but every parcel in Wilsonville was buildable to some extent, some were just more constrained than others. Some owners with existing building or uses might not want to build or develop in the future, such as those with property along the canyon. Some lots with frontage along Boones Ferry Rd, where most of the homes exist today, had lots with 200 ft to 300 ft of buildable area. She would provide the buildable acreage to the Commission at a later date.
- She confirmed that Kinsman Rd had been removed from Coffee Creek between Day and Ridder Rds, which was why the Kinsman Rd designation was changed on the map. The Future Basalt Creek Parkway had limited access, so the only at-grade intersections in the future would be at Tonquin, Grahams Ferry, and Boones Ferry Rds. If Kinsman Rd were to be developed, it would have to be either a local road for both Tualatin and Wilsonville that was not connected, or have some type of under-grade connection.
 - Kinsman Rd remained on the map in case it was later found to be an important connection point and so that could be communicated to Washington County. As master planning or development occurred in Basalt Creek, having Kinsman Rd on the map as a local road would allow the City to decide not to actually build it if that section of Kinsman Rd was determined to be not necessary. Developers might prefer other internal connections that would work better for the layouts of their developments.

B. UGB Task Force (Neamtzu)

Miranda Bateschell, Long-Range Planning Manager, said she had not attended last month's UGB Task Force meeting. Several city mayors, including Mayor Knapp, provided comment letters with input to Metro. Several comment letters and information about the meeting were provided in the packet. Based on input from the mayors, an additional Task Force meeting might be held, but she was uncertain. She confirmed the Commission would receive an update at the next Planning Commission meeting and encouraged the Commission to ask any questions via email.

...

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 7:37 pm.

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES – BASALT CREEK EXCERPT

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:00 p.m. on Monday, September 19, 2016. Mayor Knapp called the meeting to order at 7:10 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Fitzgerald - Excused
Councilor Stevens
Councilor Lehan

Staff present included:

Bryan Cosgrove, City Manager
Jeanna Troha, Assistant City Manager
Barbara Jacobson, City Attorney
Sandra King, City Recorder
Miranda Bateschell, Long Range Planner
Holly Miller, IT Manager
Nancy Kraushaar, Community Development Director
Steve Adams, City Engineer
Angela Handran, Community Outreach Specialist
Jon Gail, Community Relations Coordinator

MAYOR'S BUSINESS ...

COMMUNICATIONS...

CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS...

COUNCILOR COMMENTS, LIAISON REPORTS & MEETING ANNOUNCEMENTS...

CONSENT AGENDA

Ms. Jacobson read the title of Resolution No. 2602 into the record. She noted that an email had been received this evening from Grace Lucini, which has been made a part of the record.

A. Resolution No. 2602

A Resolution Of The City Of Wilsonville Authorizing The Mayor To Enter Into A Memorandum Of Understanding On Behalf Of The City Of Wilsonville With Washington County And The City Of Tualatin For Concept Planning The Urban Growth Boundary Expansion Area (Basalt Creek/West Railroad Planning Area). (Staff – Bateschell)

Motion: Councilor Stevens moved to approve the Consent Agenda. Councilor Lehan seconded the motion.

Vote: Motion carried 4-0.

PUBLIC HEARING...

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES – BASALT CREEK EXCERPT

NEW BUSINESS...

CITY MANAGER'S BUSINESS – There was no report.

LEGAL BUSINESS...

ADJOURN

Mayor Knapp adjourned the meeting at 9:41 p.m.

**PLANNING COMMISSION
WEDNESDAY, JUNE 8, 2016
6:00 P.M.**

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

**Approved as
Presented
07/13/2016**

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Jerry Greenfield called the meeting to order at 6:04 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Simon Springall, Phyllis Millan, Kamran Mesbah, and Councilor Charlotte Lehan. Peter Hurley arrived after Roll Call.

City Staff: Chris Neamtzu, Michael Kohlhoff, Miranda Bateschell, Stan Sherer, Brian Stevenson, and Jeanna Troha

...

VI. WORK SESSIONS

B. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, updated the Planning Commission on the Basalt Creek Concept Plan with these comments:

- In December, the Joint Council met and solidified a preferred jurisdictional boundary in relationship to a set of ten specific considerations that addressed things like transportation, sewer, water, stormwater, the canyon and natural resources. The Council concluded that if the Concept Plan included agreed upon, integrated solutions around these items, then the Basalt Creek Parkway would work as a jurisdictional boundary to support the vision of both cities in that area.
 - The preferred alternative and land use concepts were presented to the public via PowerPoint, included in the packet, at the public open house on April 18, 2016 where about 50 to 75 people attended. The presentation reviewed the process for reaching the preferred alternative, as well as the land uses and infrastructure. The public was asked a series of questions about how transit, bike/pedestrian infrastructure, parks and open space were used now and what people might want to use if they lived, worked, or developed in Basalt Creek. People expressed interest in recreating by biking and walking as a preferred use. There was also a lot of support for conservation as well as neighborhood parks and pocket parks, which were more useful in employment areas. Not a lot of transit use existed in the area, but not much was being provided, since the area was outside the city.
- Now that the preferred jurisdictional boundary had been determined, Staff confirmed with City Council at Monday's meeting their preferences regarding land use concepts that had been presented previously to ensure the map produced by the Planning Department reflected the Council's vision for the City. She distributed the Land Use Recommendations map that was presented to Council and reviewed Staff's recommended changes with these key comments:
 - Staff recommended keeping the High Tech District as presented due to its location near the freeway. The district would provide opportunities for higher employment density, such as offices mixed with manufacturing warehouses.
 - Changing the transition area west of the High Tech District across Boones Ferry Road to "Craft Industrial" was recommended. The area, which currently consisted of residential parcels, would remain as an employment use, but the parcels could include business development over time while maintaining the

existing home. This was the live/work concept Councilor Lehan spoke of earlier. Potential craft businesses might include a tasting room, brewery, pottery or photography studio, for example. Such development would be a useful transition until the area developed further. Long term, the vision for this area included two- or three-story buildings with small tenant spaces for light industrial manufacturing and office uses, as well as more retail than modeled in other buildings. After much discussion and concern about the amount of Craft Industrial allowed and the lack of City services in an area, Council agreed to allow the change.

- Council also approved Staff's recommendation to change the area south of the future Basalt Creek Parkway, near the Day Road/Graham's Ferry Road intersection, from Warehouse to High Tech Employment District, which Council also recommended extending along the Day Road frontage to that intersection. High Tech Employment District would include about half office and half industrial jobs.
- Previously, Staff had modeled mostly one- to two-story buildings in the employment areas; however, Council wanted to provide opportunities for four- to five-story office buildings, particularly near I-5, so Staff would work with the consultant to increase the job densities in that area and modeling additional taller buildings in the High Tech Employment District along Boones Ferry Rd.
- With regard to next steps, the Tualatin's City Council would have a work session on Monday, June 13th; after which the project team would work to finalize the land uses and run one last scenario to yield outputs regarding the number of trips, jobs, and households, as well as potential revenue.
 - The main concern was the trip cap. Most scenarios had resulted in trips close to the upper threshold of the trip cap and hopefully, the last scenario would still be within that cap. If the scenario exceeded the trip cap, then further discussion about land uses would be required to see whether land use adjustments were needed by one or both cities. If the scenario came in within the trip cap or close, Staff anticipated having the plan ready for the Planning Commission's review in the fall.

Comments from the Commission and responses to Commissioners' questions continued as follows:

- Some analyses showed that Tualatin could build out faster than Wilsonville given the lack of residential land in Tualatin, but there also seemed to be a lot of demand for industrial use. Wilsonville was developing a Coffee Creek Urban Renewal Area Plan and would likely have infrastructure projects invested in the Coffee Creek area sooner than originally planned, which could result in development happening along Day Road sooner than was expected. While all this depended largely on the current property owners' plans, the high demand for industrial combined with infrastructure improvements to support that demand should attract industrial development quickly. She believed the areas of both cities along I-5 would develop rather quickly.
- Ms. Bateschell had not been informed of any aggregation happening in the Basalt Creek area, but some property owners already owned large parcels or multiple parcels, and other owners have expressed interest in selling. All of those property owners have been participating in the planning process and most or all attended the public open house.
- Construction had already started on the Phase I of the Basalt Creek Parkway with the 124th extension to Grahams Ferry Road. The project was expected to take three summers, being completed in the summer of 2018, with the final portions of the project consisting of improvements to Tonquin Road and Grahams Ferry Road to Day Road.
 - Ms. Bateschell had requested an update from Washington County today about Phase II, which included the Parkway portion between Grahams Ferry and Boones Ferry Roads. The environmental work was supposed to start this year, but Staff had not heard anything further. Phase II was expected to be completed in about ten years, but the location and alignment for the I-5 overpass was yet unknown.
 - Following Phase I, access to the Basalt Creek Parkway from 124th to Grahams Ferry Road would include full intersections at Grahams Ferry and at 124th and Tonquin Roads. Improvements would also be made to Tonquin Road through this project so gravel trucks could take that route to access Grahams Ferry Road.
 - The Parkway would likely follow the existing Greenhill Road alignment. Housing already existed in the area south of the Parkway and just west of Boones Ferry Road.
- Office space was proposed near the BPA right-of-way rather than warehouse namely due to the size of the parcels and how buildings could be laid out. If enough aggregation occurred, warehouses were possible.

- City Council also discussed how Wilsonville already had an incredible amount of warehousing and that they wanted the City to be on the cutting edge and accommodate the future trajectory of new industries and new building types of models.
 - Additionally, some of Wilsonville's existing warehouse uses had transitioned to other uses, so Council questioned whether additional warehouse uses would be needed in that area.
- If a neighborhood park was built in the Basalt Creek area, it would likely be located in Tualatin's residential neighborhoods. Wilsonville would consider the industrial waysides concept, which was in the Form-Based Code, to provide more pocket park types of facilities. Companies in the area would be responsible for upkeep and maintenance, so that the green spaces were not neglected.
- Given the potential competition for vehicle trips with Tualatin, the City should plan higher density areas to capture its share of needed trips, even if the area did not build out that way.
- Examples of Craft Industrial development could be found in many places. The Hood River waterfront was a particularly good example given the amount of redevelopment and industrial use. Now two- and three-story buildings were being used by Craft Industries with live/work spaces that were also adjacent to a beautiful park, natural resource, and industrial uses. Hood River's scenario was fairly comparable to Wilsonville given the City's ability to maximize the Basalt Creek Canyon as an asset, and having additional industrial employment nearby. Supporting services and retail would also be needed for employees. This land use designation could also enable young entrepreneurs to live and work close to the industries with which they would want to partner. Craft Industrial was also working well in southeast Portland, which was much less dense than other areas, with the blending of single-family residential within a block or two of Craft Industrial spaces. Hood River and southeast Portland were used as examples as Staff considered how the buildings would look and what the area would look like.
- Because the clientele for Craft Industrial space usually sought cheap tenant spaces they could transform or improve themselves, Staff and Council discussed how Craft Industrial could be achieved through new buildings. The idea was not to push the use. As the sites redeveloped, and possibly aggregated, with new buildings being constructed, Craft Industrial would probably not be developed. Craft Industrial could work on existing frontages given the current nature of the parcels today.
 - Incremental development and providing opportunities for current residential buildings to be used for craft businesses had been discussed during the planning process in order to address the concern. The idea was to provide more of a transformation period than before, allowing for interim uses before any wholesale development. For example, one parcel already had a shop, so could that building be renovated into something that produced value for the property owner while enabling them to work and live there? The Craft Industrial area would not likely be one of the first areas to develop. The residential parcels would likely remain longer than other vacant parcels. Once a high-tech employer was in place, these adjacent residential parcels might have more success developing into Craft Industrial or a mix of regular small tenant industrial.
 - As part of its Economic Development Strategy, the City should consider developing specific innovation center or incubator spaces in the Craft Industrial sector that are subsidized for upstart entities, which would move to more expensive spaces as they flourished. Such programs would even be beneficial in attracting high-tech employment.
 - While the Craft Industrial designation could protect the area near the canyon from some types of unwanted development or uses long term, it also provided more flexibility to both existing and future owners of the residential parcels.
- The eastward extension of Day Road shown on the map was part of the planned system and would be a second overpass to be constructed.
- Concerns were expressed about traffic from the Tualatin portion of Basalt Creek having nowhere to go as accessing I-5 to the north and south already had awful congestion issues.
 - DKS Associates did model where the traffic generated within the planning area would go and traffic split more than anticipated. The results of the next analysis, which would include the new trips and land uses, would be brought to the Commission for review.

- At the open house, it was said that 15 percent of the traffic that would use I-5 to cross I-5 would use the new overpasses. The point was that traffic issues were very dependent on how much traffic would use I-5 to get across it by getting on and then off at the next exit. More information was requested about the nuts and bolts of the traffic data.
- People are creatures of habit and one solution to help with traffic problems was to educate drivers about alternate routes.
- With regard to the trip cap issue, land use would be the variable because capacity was constant in the analysis. The project team's analysis would include the vision that each City had and if the trips exceeded the cap, further discussion, including potential City negotiation would occur.
 - In work session, City Council had discussed the potential of using up the City's trip cap in Basalt Creek and the importance of doing some speculative planning to accommodate the future development of the West Railroad Study Area. While a small amount of trips could be allocated to ensure some development, the trip cap was associated with the Transportation Refinement Plan, which had a 20-year planning horizon. Due to the number of development constraints and limited amount of potential development in the West Railroad Area, Staff did not believe the area would develop before that 20-year planning horizon, so typically no trips would be reserved within the trip cap assigned for the shorter planning horizon. Staff wanted to ensure to achieve the desired densities and vision for Basalt Creek, since the area had fewer constraints and was much more viable in the near term.
 - Reserving rights-of-way on either side of the Parkway for additional lanes was suggested to help alleviate long-term traffic issues in the future.
 - Councilor Lehan reminded that Wilsonville dealt with a concurrency issue that led to a moratorium on the trips at the I-5/283 interchange at one point, which required a lot of negotiation that resulted in Fred Meyer allowing Villebois to move forward. Unlike these developments, the cities of Tualatin and Wilsonville had concurrency constraints, and the likelihood that Tualatin would develop faster and use up the trips further another complexity to the negotiation process.

...

VII. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 7:43 p.m.

**CITY OF WILSONVILLE
CITY COUNCIL WORK SESSION NOTES
JUNE 6, 2016**

The Wilsonville City Council held a work session on Monday, June 6, 2016 at the Wilsonville City Hall beginning at 5 p.m.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Fitzgerald
Councilor Stevens
Councilor Lehan

Staff present included:

Bryan Cosgrove, City Manager
Barbara Jacobson, City Attorney
Jeanna Troha, Assistant City Manager
Sandra King, City Recorder

Mayor Knapp called the work session to order at p.m. and convened an Executive Session pursuant to ORS 192.660 (2)(e) Real Property Transactions, ORS 192.660(2)(f) Exempt Public Records, and ORS 192.660(2)(h) Litigation.

Executive Session adjourned at p.m.

Work Session Convened at p.m.

Review Of Agenda

Councilors' Concerns

Pre-Council Work Session

- A. Declaration of Emergency Exercise (Kerber)
- B. Water Treatment Plant Master Plan Update (Kerber/Mende)
- C. Ozone Coalition Letter (Mende)
- D. Wilsonville Road Kinsman Road Truck Turning Radius Results (Kraushaar/Weigel)

E. Basalt Creek Update (Kraushaar)

Ms. Lucini's comments received Monday, June 6th via email are included in the Work Session Notes in their entirety.

"CITIZEN COMMENTS – Please include in the minutes for the Wilsonville City Council Work Session for 6-6-2016 and within the Basalt Creek Concept Planning file.

I am a resident of unincorporated Washington County within the Basalt Creek Concept Planning Area.

Since 2011, I have attended or viewed almost all of the public meetings held on the Basalt Creek Transportation Refinement Planning by Washington County, the City of Wilsonville, and the City of Tualatin. I have done the same for the Basalt Creek Concept Planning meetings by the City of Wilsonville and the City of Tualatin.

On several occasions, I have extended an invitation to the Wilsonville City Council to visit my property to gain first-hand information as to this unique area on which they will determine its eventual fate. The ravine and wetlands which compose a significant portion of the Basalt Creek area are extremely difficult to see from either Grahams Ferry Road or from Boones Ferry Road. As of yet, no members of the Wilsonville City Council have accepted my invitation to see the wetlands and the surrounding area deemed by Metro to contain both Class 1 Riparian and also Class A Upland Habitat.

Within this same area there are many people who have long standing existing homes. One development/ neighborhood with very nice homes – homes which would make any city proud- was built before many of the neighborhoods in Wilsonville including the entire Villebois development, or other neighborhoods such as Arbor Crossing.

1. When our homes were built-- they were appropriately zoned for residential use at that time.
2. Many of us have lived in these homes for 10 or 20+ years.
3. I take a very high interest in my home and the property it sits on. I am working to restore the wetlands on my property.
4. We have the attributes of a neighborhood, but have not been given the same consideration or protections from negative impacts or requirements for "buffering" from the Basalt Creek Transportation plans or Concept Planning.
5. Yet- with the construction of the Grahams Ferry Road- Boones Ferry Connector- a majority of this neighborhood -will be demolished or significantly and negatively impacted with the building of the connector bridge. This neighborhood was not given the same considerations as neighborhoods in Tualatin.

My neighbors and I have no elected representation within the concept planning process- no one to advocate for our homes or our property rights.

After attending the Basalt Creek Concept Planning Open House on April 28, 2016, and reading the "**10 CONSIDERATIONS FOR SUCCESS FOR THE BASALT CREEK CONCEPT PLAN**", I request the Wilsonville City Council consider the following issues.

CONSIDERATION NUMBER 2 -STORM WATER DRAINAGE

1. The area within the natural area west of Boones Ferry Road is within the Willamette Watershed.
 - i. Maps presented at the Open House indicate water runoff from east of Boones Ferry Road will be diverted to drain west or south west.
 - ii. How will contaminated water from streets and sediment which flows into the ravine on the west side of Boones Ferry Road be treated prior to flowing to the Willamette?
2. After viewing the storm water map presented at the Basalt Creek Open House, I have concerns as to where the storm water flow will be directed east of my property on the east side of SW Boones Ferry Road. The map presented at the Open House indicated the flow would be west- towards my property.
3. As project staff may remember during an onsite visit, we discussed the fact we experienced high peak water flow from this area. Our property was flooded from the flow of water from the discharge outlet under SW Boones Ferry Road in May 2015.
4. At the Open House, I did not see any areas within the storm water map set aside for areas designated for
 - i. upstream and on-site retention with *reabsorption*, or
 - ii. for water runoff treatment prior to discharge west ---towards the wetlands on the west side of SW Boones Ferry Road.
 - iii. Planned on site reabsorption which will assist in refilling our local aquifers and also reduce the need for handling of water run off by municipalities prior to discharge into the wetlands and eventually the Willamette River.
5. These elements should be required as part of the concept planning especially when large tracks of currently undeveloped land are being blocked out for zoning and development.
6. The size and scope of proposed developments will require incrementally larger areas set aside for storm water management and by their size may influence how parcels of land can be utilized.

CONSIDERATIONS 4,5, 6, 7, and 8 -- TRANSPORTATION ISSUES

1. Grahams Ferry- Boones Ferry Connector

- a. *A major premise of the Basalt Creek Concept Planning-- is based upon the location of the future connector between Grahams Ferry Road and Boones Ferry Road*
- b. At what point in time will geo technical testing be done on the "basalt 100' island" in the middle of the wetland which is the planned footing for the connector bridge? This island is the primary basis upon which WA County determined the location of the future connector bridge.

- c. It is my understanding that basalt rock and basalt rock formations have varying degrees of density and strength- and not all basalt rock used from nearby quarries can be used in road construction due to internal strength issues.
- d. What happens should the testing of the basalt island prove to be less than suitable for use as the footing for the bridge? If the bridge cannot be built with reasonable cost at the proposed (untested) location – what impact will this have on all aspects of the concept planning?

2. Kinsman Road Extension

- a. At the last Basalt Creek Joint Cities Meeting of both Tualatin and Wilsonville City Councils Meeting- it was discussed and agreed upon that the Kinsman extension north of Day Road would be tabled.
- b. Why is the extension still on the April 28th Open House maps?
- c. If there are still plans for the extension- how will the extension cross the Grahams Ferry -Boones Ferry Connector?
 - i. Proposed design for the connector will require a significantly large V cut into the ridge running north to south.
 - ii. The width of the “V” cut would be wide enough to accommodate a 5-6 lane expressway with bike and pedestrian lanes with all of the supportive infrastructure.
 - iii. The Kinsman extension would have to cross the entire 5-6 lane expressway V cut- either above or below- at a significant cost.
- d. To facilitate better understanding of the impact of proposed roads and the ability to actually implement- I have previously requested the staff provide a topographical overlay in their presentations. I again request this additional topographical information be provided during presentations so that informed decisions can be made with respect to future road locations and other infrastructure changes within the Basalt Creek Area.

3. Access to I-5 at Exit 286- Day Road & Boones Ferry Road Intersection

- a. The intersection and interchange is already congested at peak hours.
- b. During a WA County presentation to the Tualatin City Council in 2012, (on the WA County recommended location for the Grahams Ferry Road/ Boones Ferry Rd Connector) the project engineer acknowledged the anticipated volume of traffic at the Day Road- Boones Ferry intersection, will be 2 ½ times the volume currently seen on the Tualatin Sherwood Highway when the proposed Grahams Ferry-Boones Ferry Connector is built.
 - i. During the April 28th Open House, when there were multiple questions asked about the existing and anticipated congestion at this intersection- the comment that ***we have to get use to waiting for more than one signal change*** does not seem to understand the importance of local knowledge and the magnitude of the current problem.

- ii. Waiting more than one signal rotation is not a generally accepted standard by most municipalities
- iii. Does the City of Wilsonville accept waiting more than one signal rotation at an intersection as an acceptable standard now, and/or in future planning decisions?

CONSIDERATION 9 -BASALT CREEK CANYON

“The Cities recognize the Basalt Creek Canyon natural resource value and will work together to reach agreement on joint management practices for the canyon. The Cities also recognize the benefits of locating north to south trails near the Basalt Creek Canyon and bicycle connections that would connect the cities and other trail systems and be an asset for both residents and employees in the area.”

1. Please keep in mind- the canyon and the wetlands between Grahams Ferry Road and Boones Ferry Road are privately owned by several different property owners.
2. The current tax lots are long and narrow-running east – west. The canyon and wetlands run north and south and are located within the middle of the tax lots.
3. The map presented at the April 28th Open House indicates a public trail along the western edge of my property.
 - a. This location is not adjacent to the wetlands, nor on the same level as the wetlands.
 - b. In light of the recent news articles regarding the Spring Water Trail, I am not extremely interested in creating a similar situation on or along my property unless actions and funding would be provided to monitor the trail at all times of the day- 7 days a week.
4. The wetlands are in the middle of my property- with useable property on the east and west sides of the wetlands.
 - a. If a walking trail is envisioned along the wetlands – it will require the public acquisition of privately owned land from many different property owners.
 - b. If the trails are planned along the wetlands, the trail would cut my property in half, infringe upon my backyard and reduce the private use and enjoyment of my property.
 - c. As I am actively working to restore the wetlands on my property, how would the restored area be protected from misuse or residual pollution from public access?
5. While it might be a desirable marketing tool, providing unlimited public access and trails into sensitive wetlands may not be in the best interest of this significant natural resource.

Please keep in mind, while some of the area being discussed within the Basalt Creek Area is undeveloped land, there are many preexisting homes already established within the area being discussed.

While broad stroke conceptual planning is necessary to plan for future development, consideration should also be given as to how these plans may impact the existing home owners.

I appreciate your consideration of the issues I have presented as you listen to the Basalt Creek Concept Planning Update.

Many of these issues have been presented to the project staff on multiple occasions- and yet the issues remain without resolution.

Respectfully submitted,

Grace Lucini
23677 SW Boones Ferry Road
Tualatin, Oregon 97062”

Work Session adjourned at p.m.

Respectfully submitted,

Sandra C. King, MMC, City Recorder

**PLANNING COMMISSION
WEDNESDAY, MAY 11, 2016
6:45 P.M.**

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

*06/08/2016
Approved as Presented*

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:47 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Phyllis Millan, Simon Springall, and Kamran Mesbah. Peter Hurley and City Councilor Charlotte Lehan were absent.

City Staff: Chris Neamtzu, Michael E. Kohlhoff, Miranda Bateschell, and Steve Adams

...

VII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, noted a presentation on the Basalt Creek Concept Plan and the results from last month's open house were included in the meeting packet. She confirmed nothing further was occurring with regard to Basalt Creek prior to next month's Planning Commission meeting, so there was no urgency in receiving the Commission's input at this time.

Chair Greenfield deferred the Basalt Creek update to next month.

...

IX. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:35 p.m.

**PLANNING COMMISSION
WEDNESDAY, MARCH 9, 2016
6:00 P.M.**

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

04/13/2016
Approved as
Presented

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:07 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Peter Hurley, Phyllis Millan, Kamran Mesbah, and City Councilor Charlotte Lehan. Simon Springall was absent.

City Staff: Chris Neamtzu, Michael Kohlhoff, Miranda Bateschell, Eric Mende

...

VIII. INFORMATIONAL

A. Basalt Creek Concept Plan (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, said the Basalt Creek team had been moving forward with the recommendations from the December Joint Council meeting, which the Commission was informed about in January. Staff updated the Agency Review Team, which included local agency partners, in February and discussed transit service, open space, parks, and natural areas, as well as looking at connectivity from a multi-modal perspective and the transportation network in the Transportation Refinement Plan. A lot of progress was made on those parts of the Concept Plan which Staff had not previously worked on too much because they had been so focused on development scenarios and boundary options. Staff would continue to refine the information from the meeting and present it to the public to discuss how land uses intersect with transit services, potential pedestrian connections, etc.

- She encouraged the Commissioners to participate in the public open house on April 28, 2016 and engage with all property owners in the Basalt Creek planning area, including those from Tualatin. All property owners in the planning area receive monthly email updates from the project team and would be notified of the open house. Property owners have attended almost all of the joint City Council.
- Staff will seek input from the property owners about parks, open space, and trails at the open house in April. The area had some difficult connectivity issues particularly related to the Basalt Creek Canyon, which limited the ability to provide east/west connectivity in that area and limited access to the parkway, which would have a 102-ft wide right-of-way once built out. Staff was working hard to figure out how to best provide service to the employers, employees, businesses, and to the neighborhood north of the area.
- She would provide the materials and an update on the input received from April's open house at the Commission meeting in May.

...

X. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 9:22 p.m.

**PLANNING COMMISSION
WEDNESDAY, JANUARY 13, 2016
6:00 P.M.**

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

2/10/2016
Approved as
Presented

MINUTES EXCERPT – BASALT CREEK

I. CALL TO ORDER - ROLL CALL

Acting Chair Greenfield called the meeting to order at 6:00 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Al Levit, Peter Hurley, Simon Springall, and Phyllis Millan. City Councilor Charlotte Lehan was absent.

City Staff: Chris Neamtzu, Michael Kohlhoff, Miranda Bateschell

...

VII. WORK SESSION

A. Basalt Creek Concept Planning Update (Bateschell)

Miranda Bateschell, Long-Range Planning Manager, presented the update on the Basalt Creek Concept Plan Update and Next Steps via PowerPoint, noting that in December, the Joint City Council of the Cities of Tualatin and Wilsonville identified a preferred jurisdictional boundary for the Basalt Creek Planning Area.

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

- TDT was the acronym for Transportation Development Tax, and TLT was the Transit Lodging Tax; both were referenced in the Considerations for Success document (Page 4 of 5 of the Staff report). Mayor Knapp presented the Considerations for Success at December 16, 2015 Joint Council meeting and the Joint Council agreed to the document at that meeting. The Transit Lodging Tax was not specifically discussed at that meeting, but would likely be considered. Most of that tax was supposed go to tourism.
- Item 5 in the Considerations for Success document stated that any substantial additional traffic loads from external locations would likely overload the system. A lot of regional traffic was expected from the development of 124th Ave in addition to the parkway. Traffic loads were projected in the study for the 124th Ave Extension, but the external locations mentioned in Item 5 regarded the issue of other regional facilities potentially connecting to 124th Ave, and the regional impacts that might create to this planning area.
 - The Joint Council wanted the Planning Commission to be attentive and aware of this in the event that those discussions took place because it would directly impact the planning area. The Joint Council wanted to be unified on those issues to ensure the planning area was protected moving forward.
 - A transportation model had been done for the planning area with the development projected in terms of the land uses. That study was available for the Commission. Traffic from the planning area was pretty well split between those traveling north and south. Impacts were definitely seen in the 20-year horizon from the 124th Ave Extension that would require upgrades to the City's intersections and to Grahams Ferry Rd, Boones Ferry Rd, and Day Rd.
 - The 124th Ave Extension would pass through the Sherwood industrial area. All the areas adjacent to Basalt Creek had master plans in place, including the Tonquin Employment Area, Southwest Tualatin Concept Plan, and Coffee Creek Basalt Creek would be the last to be master planned. The entire area was approximately 2,000 cumulative acres.

- The study done was done in the spring of 2015, so to avoid the traffic congestion around the new Cabela's shopping area development.
- The 124th Ave Connector was a big concern for Wilsonville. They were intending to route traffic off the Tualatin/Sherwood Hwy south towards I-5 at the Elligsen junction. Including that in the model would be pertinent to the Basalt Creek development because the parkway and 124th Ave Extension went directly through the subject area. The 124th Ave Extension was to relieve traffic through the congested downtown area of Tualatin, not traffic on Tonquin Rd. Having a unified approach between Tualatin and Wilsonville was a challenge due to the Cities' opposing interests in the area with regard to traffic. It would be important to be specific with the traffic caps, although that might not be enough.
 - Washington County's role in the traffic routing was important because Tonquin Rd was a local road and the parkway would be a County road. The County is the lead on the 124th Ave Extension and Basalt Creek Parkway and had the modeling completed and shared the results with the City. The County sits on the Basalt Creek Technical Advisory Board.
- There was a long-term plan for an overpass, enabling the Basalt Creek Parkway to cross over I-5 at Greenhill Lane. The overpass was not shown on the Preferred Jurisdictional Boundary Map, as it was along the planning horizon at Greenhill on the current map's printed boundaries.
- The future Basalt Creek Parkway would split Frontage Road along Boones Ferry Rd and will serve as the dividing line, requiring two access points for the both sides of the residential community.
 - The residential area along Boones Ferry Rd south would remain Wilsonville residential. The City's long-term vision for the area was employment and industrial uses, so the area was anticipated to be some type of employment use. Residential property owners would remain in the County and when they wanted the opportunity to develop into something else that change would occur with a City of Wilsonville annexation.
 - The residential area east of Boones Ferry was pretty small. The full parcel appeared larger, but most of the back sides of the parcels were in the Basalt Creek Canyon and what would be the sensitive resource overlay. The frontage was about 10 acres.
- Staff clarified the locations of the prison, Coffee Creek Area, and Horizon School property, which was in the City of Tualatin on the Preferred Jurisdictional Boundary map (Slide 11). The teal color represented existing City of Wilsonville lands and the white between the teal areas indicated the Coffee Creek Area.
 - Staff reviewed the boundary options discussed to date, confirming the dividing line east of Boones Ferry Rd remained the same throughout the discussion, which was to follow Greenhill Ln, partly due to the anticipated overpass and because it seemed to be a clear dividing line.
- The elevation of the parkway coming over the railroad in the western portion of the planning area would be about 30 ft high. The parkway would return to grade shortly and then rise to about 5 to 10 feet above grade at the BPA easement. The parkway would be about 5 to 10 feet above grade, but would rise to about 20 or 25 feet above grade on a low grade property with drainage, and then return to grade when it hit the Basalt Creek Parkway/Grahams Ferry intersection.
 - Once the parkway was at full build-out, there would be vertical retaining walls on the west side of Grahams Ferry Rd, but for now, it would have side slopes. The parkway would affect the view from either side, almost like a massive berm. Envisioning the road profile in three dimensions and recognizing what a physical barrier the parkway would be in the interim and at final build-out was a turning point for both City Councils with regard to what made sense as a boundary. There was no relationship across it from one side of the other.
- Noting Consideration for Success Item 3, concern was expressed about the City finding some way to have a consistent industrial look on both sides of the parkway; otherwise it would be detrimental to the community. The assumption was that the Form-based Code planning being done on Day Rd would likely to shift to Basalt Creek, so coordinating with the City of Tualatin on look, design, feel, and a concept plan similar to the Form-based Code, even if Tualatin mimicked some of Wilsonville's concepts, would be beneficial to ensure a consistent look. . Even with similar aesthetics, each side of the road could have very different developments.
- With regard to SMART, there was no intention to combine efforts or integrate SMART into Tualatin; however, expanding SMART past the existing Wilsonville city limit was important to Wilsonville for the

success of the Basalt Creek area. The City wanted to ensure employers in Basalt Creek received the services promised to other Wilsonville employers.

- Expanding SMART would require a proposal to TriMet. The two Councils discussed the City of Tualatin willingness to support efforts to work with TriMet or any other entities to get SMART's service expanded in Wilsonville. The City of Tualatin would be responsible for determining TriMet or their own local service within their jurisdictional boundary. Stephan Lashbrook, SMART Director would discuss the process to expand SMART at the next City Council meeting.
- Michael Kohlhoff, City Attorney, explained the petition and withdrawal process involved with TriMet being removed from a territory, which property owners had to support by State statute. TriMet could only be petitioned to be removed from a territory once every five years and this was the fifth year, so the horizon to do the petition fell into the latter part of this summer and fall. Mr. Lashbrook would be presenting that process and timing to City Council. As stated, if Tualatin supported the withdrawal, they would have to consider what that would mean for their city. For businesses in Basalt Creek, there would be a different rate structure because SMART's rate structure was less than TriMet. Although, TriMet would be able to compensate for that, TriMet would need to look at the service currently being provided, what service they could provide in the future, and the subsequent impacts on TriMet's rate base.
 - The prospect of TriMet providing service to SMART's central locations was one of many considerations being discussed in determining how the two transit entities could best cooperate and work toward a complete strategy and plan.
- TriMet was trying to determine whether to have bus service into Portland, and Wilsonville already had a TriMet bus not coming to the transit center. The least expensive option seemed to be for TriMet to continue the route from Commerce Circle to the transit center, rather than SMART coming up with a new bus line.
 - Mr. Kohlhoff noted there were many issues to consider when trying to determine the best approach, such as the prison did not contribute to SMART, and yet TriMet was not serving the prison at all. Mr. Lashbrook was working diligently with respect to all the issues, legislation, etc.
- Considering that the parkway was projected to be dead ended for a while, all the traffic on the parkway would come down Boones Ferry Rd and possibly Grahams Ferry Rd resulting in a huge amount of traffic, especially with the southwest connector. Even if the parkway crossed I-5, there would be no reason to go over I-5 and people would still come south to get onto I-5. A few might use the parkway to access shopping if they could not get through the short way.
 - The Grahams Ferry Rd and Day Rd improvements outlined in the Basalt Creek Transportation Refinement Plan were connected to concerns about that extra traffic and were in the planning horizon.
 - The improvements were part of the concept plan's implementation, which was partly why the City was talking with its partners to the north about getting additional funds directed to Basalt Creek for those improvements. The City wanted to see the majority of the County's TDT directed to those specific projects in the Basalt Creek planning area.
- The extension to Tonquin Rd was omitted from the plan in favor of improvements to Grahams Ferry Rd. Staff was uncertain of the extent of the planned improvements and make the Basalt Creek report available to the Commission. Grahams Ferry Rd would become a major arterial to Day Rd.
- Improvements to the railroad underpass were also identified as projects in the concept plan.
- Staff confirmed the Preferred Boundary would not require the City to install a pumping station in Basalt Creek.
- Next steps included working with the consultant team to scope out how to get to a preferred or final concept plan. One of the first things to be done would be to get public input on the land use and concept plan around the Preferred Jurisdictional Boundary. Additionally, the project team would begin refining the ideas, tools, and implementation actions needed to address the ten considerations to ensure they were integrated into the final concept plan as well as the implementation actions for both cities and other potential parties, for example, if the City pursued using the County's TDT.
 - Staff planned to return in the fall for the adoption of a single concept plan. Both cities would adopt the same Concept Plan, which was expected in the fall, and then each City would have its own

implementing regulations since each city had different existing development codes, so the implementing ordinances and language in each city's code would be unique per city.

- The role of the Planning Commission was still being discussed as Staff worked with the City's partners on rescoping how the concept plan would be adopted. Wilsonville's City Staff envisioned that the Planning Commission would review the Concept Plan in a work session and hold a hearing on the draft Concept Plan prior to City Council's work sessions and hearings.
- Ground had already been broken on the first phase of the Basalt Creek Parkway, and the section from 124th Ave to Grahams Ferry Rd was envisioned being completed in the summer of 2018. Some additional improvements to Grahams Ferry Rd and Tonquin Rd would be part of that project. The County's goal was to finish the section between Grahams Ferry Rd and Boones Ferry Rd in 10 years, and they were currently working on a proposal for the environmental work on that phase.
- The City of Tualatin was the proposer for the project with Metro and received a substantial grant for the Basalt Creek planning, but an intergovernmental agreement was in place between Metro, both cities, and the County, that all the entities would work together on the concept planning and that both cities were responsible for the concept plan. Tualatin was also contributing Staff time.

...

X. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 7:50 p.m.

**PLANNING COMMISSION
WEDNESDAY, AUGUST 12, 2015
6:00 P.M.**

Approved
September 9, 2015

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

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair McGuire called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Marta McGuire, Eric Postma, Peter Hurley, and Simon Springall. Al Levit, Phyllis Millan, Jerry Greenfield, and City Councilor Charlotte Lehan were absent.

City Staff: Chris Neamtzu and Miranda Bateschell

...

VI. PRESENTATIONS

A. Basalt Creek Concept Plan update (Miranda Bateschell).

Miranda Bateschell, Long-Range Planning Manager, updated the Planning Commission on the Basalt Creek Concept Plan by presenting the Land Use & Boundary Options via PowerPoint and reviewing the material provided in the Staff report. She noted the colors on the Land Use Alternatives maps (Slide 5) did not represent zoning, but a range of potential development options the market could put there.

- Referencing the All Constrained Lands Map (Slide 12), she explained that many of the constraints were in the West Railroad Area. The dark brown, light green, and light brown colors represented the natural habitat or easement constraints on the sites, resulting in limited development potential. The green areas had some development potential, but the dark brown did not really have development potential. Development was very limited simply due to topographical constraints. She noted two areas on the map that were currently developed, one of which was Knife River, and explained that only one parcel in the West Railroad Area could offer any short-term development opportunity.
- If industrial employment use was desired in the West Railroad Area, getting truck traffic under the railroad overpass would likely be impossible, so serious transportation constraints were also involved.
- In addition, installing sanitary sewer for part of the West Railroad Area was estimated to cost \$3 million to connect to the pump station near Grahams Ferry Rd. Such costs might not be too high with enough development potential, but without that potential, further analysis was needed to determine the return on investment and possible tradeoffs.

...

IX. ADJOURNMENT

Chair McGuire adjourned the regular meeting of the Wilsonville Planning Commission at 6:40p.m.

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 10, 2014
6:00 P.M.**

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

Approved
January 14, 2015

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Peter Hurley, Al Levit, Jerry Greenfield, and City Councilor Susie Stevens. Marta McGuire and Phyllis Millan were absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, Daniel Pauly, Mike Ward

...

VIII. WORK SESSIONS

B. Basalt Creek Concept Plan Update (Neamtzu)

Chris Neamtzu, Planning Director, noted the recent Joint City of Tualatin and City of Wilsonville Council work session was a good meeting as both Cities worked to develop the base case scenario to start putting land uses on the ground and developing a transportation network. He reviewed the presentation given at the Joint Council work session on the first Base Case Scenarios for the Basalt Creek Concept Plan via PowerPoint, which was included in the packet, with these key additional comments:

- The Envision Tomorrow software generates outputs and creates different statistics about different land models based on the Base Scenario. The scenarios were considered crash test dummies because if the outcomes received were not satisfactory or realistic, the model could be rerun.
 - Two more scenarios would be developed, where Commission input would be requested to help identify potential land uses, determine if and where retail should be considered, and to help locate jurisdictional boundaries. Public outreach also would be done for each scenario.
- Ultimately, a jurisdictional boundary would need to be determined between the two cities, but for the first Base Case Scenario, the initial city boundary was based on the East-West Connector, which was identified in the 2004 Metro ordinance as being a possible dividing line, as well as in the Basalt Creek Transportation Refinement Plan adopted by both cities after two years of work. The 18 projects in that Plan were all assumed in the Base Case transportation network.
- The Development Codes between the cities are very different. For example, both Office Park/Flex categories could be accommodated in the City's PDI Zone; however, Tualatin has separate zones for each category, using it more as a service commercial zone. Wilsonville would have more of a corporate headquarters configuration with multi-story buildings and no service retail.
 - The land uses would be calibrated to more closely fit the types of development desired and new categories would be created based specifically on Tualatin and Wilsonville input.
 - Tualatin articulated the need for more residential, so the next Base Case would include more housing for Tualatin. Wilsonville's City Council continued to be consistent in its vision since 2004 that Basalt Creek would be an area for jobs.
- He confirmed entire Basalt Creek area was added to the UGB in 2004, but was not coded to either city. Previous UGB additions have been on the City's boundary and assigned to Wilsonville.
 - Basalt Creek was added to "The UGB" and described as being divided through the current process. Annexation could not occur until a concept plan was adopted by both Cities. When the

jurisdictional boundary was agreed upon, the concept plan would be split and each City would adopt a concept plan for their respective side.

- He clarified that trails would definitely be part of the planning, but were not included in the Base Case. A lot of activity and ideas surrounded trails and connectivity.
- Adding more residential to the north had the potential to use more available trips, but no discussion about an equitable distribution of vehicle trips had occurred yet. If there was some equity in land uses, there had to be equity in the distribution of the available infrastructure capacity.
 - The model could generate the separate outputs based on the jurisdiction, such as determining the number of trips north of the dividing line.
 - A significant number of trips would be going to households, and Office Flex and retail were also big drivers of vehicle trips. For industrial, there could be a warehouse with 6 employees on five acres, which was likely to be on the Wilsonville side.
- He was not sure if the forecast for parking spaces (Page 15 of 29) included residential, but he did not believe so.
 - Commissioner Levit believed the number for parking spaces was way too high.
 - Commissioner Greenfield questioned what proportion of the parking spaces would be filled by traffic from I-5 or from the west.
 - Commissioner Hurley suggested considering how many would be for tractor trailers and not commuters.
- The East-West Connector would have limited access with only two intersections, Boones Ferry Rd and Grahams Ferry Rd, having full access. The consultant team was considering ways to cross the Connector with a grade-separated crossing, which would be very expensive.
- Staff sought input about West Railroad Area. He described the land area and its constraints, including that no legal rail crossing currently exists.
- He noted that the Intersection Volume-to-Capacity assumed an overcrossing of the 124th Ave East-West Connector at Day Road, which would relieve congestion at intersections through the Elligsen Rd area. (Slide 28, Page 18 of 29 the Staff report)
- He explained that the East-West Connector could come out at Parkway Center or Canyon Creek Rd, or both, on the east side, but the final location had not been determined. The East-West Connector was a Washington County project currently under design. Nothing had been determined about who would pay for the overcrossings, but it would likely involve many parties.
- He reviewed the Link Volume-to-Capacity, noting that problems were identified at ODOT's on and off ramps. He reminded that the Basalt Creek Refinement Plan included a second I-5 overcrossing, but that important connection was not included in the model because it was planned beyond the 20-year planning horizon.
 - He clarified that ultimately the plan was to go to five lanes on Boones Ferry Rd by 2035.
 - Grahams Ferry Rd was a Villebois access point, which was likely why the southbound segment was orange, however, the thin line indicated low traffic volume. While nearing capacity, as a two-lane roadway, it was not a high capacity street.
- He confirmed wet infrastructure costs would be minimized if the jurisdictional boundary was pushed toward Tonquin Rd, which could eliminate a couple pump stations.
 - The fresh water system would be looped, so it did not matter which city served the area with water. However, Tualatin had a charter provision that did not permit Willamette River water, so comingling the drinking water systems would not be possible today.
 - Capacity of Wilsonville's sanitary sewer treatment plant was a consideration, as far as the amount of capacity the community would want to give up to treat another city's affluent when Wilsonville could attract a wet industry that was optimal from an employment standpoint and wants to preserve capacity of major infrastructure for large industries that would bring good jobs.
- Site specific, well boring information was being sought to better understand where rock masses were located, as this would be a significant cost factor. Perhaps a sampling has been done on Boones Ferry Rd.

- Chair Altman suggested contacting the geology department at Oregon State University which was currently mapping the entire state for earthquake faults.
- He noted the letter from Grace Lucini dated December 7, 2014 that was distributed to the Commission and explained that Staff would work through her questions and provide her some good written responses that would be shared with all the meeting groups.
- He sought feedback from the Commission specifically about the West Railroad Area, land uses, and jurisdictional boundaries.

Discussion and feedback regarding the Base Case Scenario continued amongst the Commission and Mr. Neamtzu as follows:

- West Railroad Area. Constraints included power line easements, a riparian corridor, wetland bottoms, cliffs and shallow soil.
 - Deed it to Oregon Department of Forestry and Wildlife (ODF&W) or Metro Greenspaces as a new wetland as what was done along Hwy 99W.
 - The area's topography included a bit of everything, including portions that are wetland bottom.
 - Use it as a land transfer if so more land could be used in Frog Pond.
 - Such mitigation banks were more complicated than it appeared. A wetland is supposed to be created or improved to receive a land credit. Going through the process to establish a bank was good idea because the area was part of the Metro target area for wetland restoration and enhancement.
 - Not much could be done until something was done with the railroad crossing at Grahams Ferry Rd because realistically, no trucks could get in or out of there.
 - A significant series of cuts and fills would be needed east of Grahams Ferry Rd for the East-West Connector, especially to achieve the required 6 percent grade for freight traffic and to cross the canyon with an 800-ft bridge. Washington County has developed profiles of the needed cuts and fills. The Connector would be at grade at both Grahams Ferry Rd and Boones Ferry Rd.
 - Right-of-way acquisition would be fairly difficult as a lot was needed and much of it followed rear property lines. Properties south of Tonquin Rd were long, deep, rectangular properties. The Connector essentially followed the north and south property lines, which would impact property owners on each side.
 - Land needed for right-of-way was largely farm fields with few structures being impacted.
 - Was the area worth developing, even if Metro approved the land transfer?
 - The railroad crossing prevented trucks from accessing the area. It was a fairly dangerous intersection and sending trucks down a two-lane road was not desirable. No good access point existed toward the north due to limited turning movements, and the high traffic volume expected here. (Base Case Roads Map, Slide 27, Page 18 of 29)
 - A sports complex was suggested for the flat areas, although traffic volumes were a concern.
 - A lot more activity was going on in terms of indoor sports activities in warehouse configurations; however, a good balance was needed between the uses. The City did not have a good way to accommodate a large square footage for indoor recreation in the current system. If there was a site or area that made sense, it could be something worth targeting.
 - The trip generation would be huge, with both off peak and PM peak use, and a lot of parking would be required.
 - With the Form-based Code, locations where recreational respite spots could be located amongst the industrial were desired and the constrained land of the West Railroad Area seemed perfect for that. Recreation could be different in West Railroad where more outdoor/open space/trail types of uses made sense.
 - Make it a recreational area. Some of the land could not be built so put a trail through there, similar to Smith and Bybee Lakes in Portland, then keep West Railroad in the City's park system.
 - Could Cahalin Rd cross under the power lines to access the area?

- While private crossings exist, the railroad was not allowing any new at-grade crossings. A road could go over or under the railroad, but Staff understood the City would have to give up a crossing to get one.
- If the area was a lower grade than Cahalin Rd, a road might be able to go under the railroad; however, going under the railroad would be a constrained opening anyway.
- Expanding the existing under crossing at Grahams Ferry Rd would be less expensive and needed to happen anyway as discussed in the Transportation System Plan (TSP).
- 18-wheeler tractor/trailers use the underpass to get to Pro-Gro already, but they could have difficulty making it up the hill.
- Jurisdictional boundaries
 - Having the East-West Connector as the boundary seemed ridiculousness, at least going westward, simply because of the gravity flows.
 - It seemed to make more sense for Wilsonville to give up some land closer to the east side, near I-5 and let Tualatin come south to encapsulate all the residential that was already planned, and then let Wilsonville extend farther north on the west side for industrial. Wilsonville's boundary could be on the lots just north of Tonquin Rd.
 - Having the City service just one or two pockets of residential seemed counterintuitive, if residential was not in the City's current plan.
 - Discussion at the City Council meeting involved not using the road as a transition between uses, but that might not hold true with a limited access collector, particularly with only two intersections. It was a different situation than Boones Ferry Rd, for example.
 - Traditional planning principles do not advise using roads as boundaries or transitions, though Wilsonville had many areas where roads separate land uses, like Canyon Creek Rd, so it could be done well.
 - There was so much focus on new mixed use and sustainable mixed use planning, but the old archaic plans about land use separation keep being carried forward. In some cases, roads make very good barriers and transition points.
 - It was more an issue of how much cost Tualatin wanted to absorb for infrastructure, which was more their call than Wilsonville's.
- Additional comments included:
 - While decisions would be made by City Council, the Planning Commission's input was important because the Commission would be making recommendations to the elected officials on the Concept Plan and they valued the Commission's input. Mr. Neamtzu would continue updating the Commission because as a body, they provided excellent ideas and would do a lot of the heavy lifting on the Concept Plan. He believed the Commission had an integral role in project.
 - The dirt pile seen in the curve of Tonquin Rd west of the Basalt Creek area on the Base Case Roads map was for stock piling soil and construction debris that was intended to fill the rock quarry pit. The huge holes seen to the south of 124th Ave off of Tualatin-Sherwood Rd would need to be filled to extend 124th Ave.
 - Mr. Neamtzu believed more residential would be seen in the next Base Case Scenario, as well as a boundary farther north to see if the utility costs balanced out better.
 - Assessed value based on building types was another output the modeling software could calculate, so subsequent Base Case Scenarios would include outputs on valuation.
 - Tualatin's Council has been interested in the output of Basalt Creek to see how it compared with the costs. A lot of information would be generated to see how Basalt Creek could be served economically and how it would start balancing out long term, which made sense.
 - The recreation issue continues to be discussed, including indoor recreation, as well as what suite of land uses would be appropriate that the City would want to encourage. The City had a good, flexible industrial zone that allows for a lot of different things, but this was a new area and Wilsonville wants to be on the cutting edge.
 - Given the office flex space north of Tonquin Rd, traffic on Tonquin Rd could potentially go to Tualatin-Sherwood Rd, but otherwise traffic would come to Wilsonville.

- Mr. Neamtzu indicated various traffic routes from the Basalt Creek area, noting it would be interesting to see the trip splits and turning movements from DKS Associates at the intersections.
- The East-West Connector/I-5 overcrossing was projected beyond the 20 year horizon, but everything else would be built within the next 20 years so the I-5 crossing was important now. Residents from the multi-family proposed in Basalt Creek using Boones Ferry Rd could not access the freeway until Tualatin-Sherwood Rd and had to deal with all the stoplights. Traffic from the multi-family units would syphon south to the N. Wilsonville Rd exit, so waiting 20 years for a crossing that might alleviate that congestion made no sense.
 - Mr. Neamtzu reiterated that East-West Connector/I-5 overcrossing was projected to be built beyond the 20-year horizon.
 - Restrictions on the distance between freeway interchanges were largely uncontestable. The reasons for the one-mile standard were evident considering the Carmen Dr interchange.
 - None of it would matter if traffic was syphoned south to the N. Wilsonville interchange. A different I-5 problem was just being created because ODOT did not want to build another interchange.
 - The only way to get something fixed was if it was broken, which would not take long.

...

X. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 9:22 p.m.

PLANNING COMMISSION
WEDNESDAY, AUGUST 13, 2014
6:00 P.M.

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

Approved
October 8, 2014

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Vice Chair McGuire called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Marta McGuire, Eric Postma, Al Levit, Peter Hurley, Phyllis Millan, Jerry Greenfield, and City Councilor Susie Stevens. Ben Altman was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, Katie Mangle, and Mike Ward

...

VI. WORK SESSIONS

A. Basalt Creek Concept Plan (Mangle)

Katie Mangle, Long Range Planning Manager, presented via PowerPoint a synopsis of the Basalt Creek Concept Plan presented at the Joint Wilsonville and Tualatin City Council meeting in July. Copies of that full presentation were also distributed to the Commission for reference. More specific details about the work being done and the input received were included in the Commission's meeting packet. Her key additional comments and responses to questions from the Commission were as follows:

- No one anticipated having quarries or similar heavy industry in the industrial areas of Basalt Creek. Wilsonville has a long history of clean industrial, flex spaces and industrial mixing with offices use. As the project begins developing alternatives, articulating the types of industrial uses allowed and especially, any potential impacts resulting from different types of industrial would be important.
- Those participating in the mapping exercise made very astute observations about the relationships between different land uses and what constituted a buffer. Everyone understood the importance of determining the type of use that would be assigned to the lands near the residential areas to the north and that it was a sensitive edge. The benefits of having a good industrial neighbor were also recognized; for example, the industrial area across Canyon Creek Road from the residential area where Xerox was maintaining the large green space.
- Both City Councils were working very well together, and it was clear each was committed to a collaborative process.
- In light of the material presented, Staff sought input from the Commission about the characteristics the project team should consider when developing land use scenarios, which would begin after the Joint City Council meeting in September.

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

- Was a more practical analysis expected from developers and businesses? The maps show constrained areas but some land areas, while not technically constrained, were practically constrained.
 - For example, the area near Grahams Ferry and the railroad tracks were continually being shown as potential commercial or industrial development, but the awkward railroad crossing with the low overpass

- prevented large trucks from crossing the railroad. This could be a practical constraint as far as what could be done in that area, which could decrease marketability.
- Another area involved the hill in the middle of the area, which was shown as developable, but due to the cost of building infrastructure up the steep hill, building there might be impractical.
 - Ms. Mangle explained that the consultant team was hired to develop digital scenarios and the Constraints Map removed any land with 25 percent slope and above. The graphically-illustrated scenarios presented to the community would show no development would occur in those areas, but that some development would be assumed on areas with a 10 percent slope. The consultants' digital scenarios would also be created from databases that were tied into development, such as return on investment, and market- based assumptions set by the market study and discussions with developers. These digital scenarios would result in an intelligent map however, the modeling and illustrating had not occurred yet.
 - She confirmed further analysis was yet to come. Fortunately, the digital plans would be easier to modify and refine as such information was included to get to a higher level of detail. The existing maps and information presented was laying the groundwork for future efforts.
 - Issues had been discussed previously about potential conflicts with the Tonquin Trail going through the industrial land of the Basalt Creek area. The Tonquin Trail alignment was shown as a purple dotted line on the Transportation Refinement Plan (Page 11, paper copy of Joint Council PowerPoint). Except for one small section, the majority of the Tonquin Trail would fall outside the concept area; however decisions were yet to be made about the northern trail sections going into Tualatin. Tualatin was still working on the trail's alignment to the Southwest Tualatin Concept Planning Area. Wilsonville had firm alignments of the trail's placement in the south portion of Basalt Creek running through the west railroad area, crossing the Coffee Creek Causeway and going up to Sherwood.
 - No state mandated restrictions were involved with the Coffee Creek Correctional Facility, which participated in one of the focus groups and had no concerns about development. Representatives of the facility talked more about their needs as a major employer in the area, such as needing transit service for their employees. The correctional facility was fairly up to capacity, but did not see any need to expand its need for land for development.
 - The development emphasis in Basalt Creek has been jobs and industrial development, so the amount of residential (shown as yellow chips on Workshop Maps in the PowerPoint) designated by some workshop participants during the map exercise was surprising. Were target percentages set for the amount of residential and industrial use in Basalt Creek, or was that being left open for the development of the scenarios?
 - No target percentages have been set, but assumptions have been used, especially with regard to what the Cities have asked Metro to assume for the regional traffic modeling and growth projections. These assumptions were used by both City Staffs based on guidance from the respective Councils.
 - Wilsonville's Staff reviewed several City policies, including the Economic Opportunity Analysis, Comprehensive Plan and different agreements with Tualatin and Washington County. Wilsonville's assumption had always been that Basalt Creek would be a job center for Wilsonville; there has been no history of discussion about having residential in Wilsonville's portion.
 - When the area was brought into the urban growth boundary (UGB), the presumption, though not a requirement, was that the dividing line would be near the East-West (E-W) Connector; however the E-W Connector was a bit farther south than originally presumed ten years ago.
 - The dialogue about the balance between residential and jobs would be important for the Tualatin community to discuss as the Tualatin City Council had discussed interest in both at different times.
 - Seeing yellow chips south of the connector might make sense depending on whether the Basalt Creek Area was developed in isolation or as an extension of the community.
 - Given Wilsonville's centric perspective and Comprehensive Plan, having an isolated Wilsonville neighborhood north of the industrial areas would be a big departure from the Wilsonville vision and would require an important discussion with the community.
 - Many people at the workshop were thinking about Basalt Creek being a complete community, so seeing the amount of residential yellow chips made sense; however, it was important input into the process, not alternatives to be voted upon.

- Mr. Neamtzu added that in retrospect, one weakness of the public workshop was that sideboards were not added to the map exercise to better shape that outcome. At the last joint work session of both City Councils, Metro provided a history lesson about the 2004 ordinance and the assumptions that lead to the decision regarding residential and industrial uses in Basalt Creek. Reestablishing that groundwork was helpful but map exercise participants would not have that knowledge going in and he wished that history would have been introduced.
- Guiding Principle 4 sounded as if a small, complete community would be created, but as the project was framed for the Commission, the focus was to create an industrial hub that would generate jobs. Having the same area also support a quality neighborhood could be challenging given the infrastructure that would be required to support that industrial base. Everyone involved needed to be continually reminded of that framing in order to continue on the same path.
- The Guiding Principles were developed by Staff based on discussion at the first Joint City Council meeting in October 2013 and presented to the Joint Council in July. No concrete feedback or editing was directed to Staff but some comments were that there were too many principles, some principles seemed obvious, and perhaps the principles should focus on the Joint Council's attitude about five or so key important questions, so it was a work in progress.
- The concept of a complete community did not need to be in either jurisdiction entirely.
- The workshop provided the team and both communities with very helpful information that interest and some need exists to have a retail center that serves the existing neighborhoods, new neighborhoods, and the employees of the industrial neighborhoods in Basalt Creek, which was important to hear. Attendees lived in the area and in the southern part of Tualatin and had extraordinary creativity and interest in seeing a variety of uses in the area, including mixed use and retail.

...

IX. ADJOURNMENT

Vice Chair McGuire adjourned the regular meeting of the Wilsonville Planning Commission at 7:38 p.m.

PLANNING COMMISSION
WEDNESDAY, MARCH 12, 2014
6:00 P.M.

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

Approved
April 9, 2014

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Jerry Greenfield, Al Levit, and City Councilor Susie Stevens. Marta McGuire arrived after Roll Call. Peter Hurley and Phyllis Millan were absent.

City Staff: Chris Neamtzu, Barbara Jacobson, and Katie Mangle

...

VII. WORK SESSIONS

A. Concept Planning Update

Katie Mangle, Manager, Long Range Planning, explained the work sessions were meant to ensure the Planning Commission was briefed and understood two major projects getting underway this month. She sought input from the Commission about the Commission's role in each planning process. The Planning Commission would recommend the final draft plan to Council for adoption, but it was important to determine how and when the Commission should participate during the planning processes.

- Basalt Creek Concept Plan

Ms. Mangle presented the Staff report related to Basalt Creek via PowerPoint with these key comments:

- Displaying a map different than that provided in the packet, she noted the Basalt Creek Planning Study Area was shown in blue and included an area often called West Railroad. The area was within the Urban Growth Boundary (UGB) but was unincorporated and neither the City nor the County had done any planning for it. Over the next 18 months to two years, the City of Wilsonville would work in partnership with the City of Tualatin to develop one plan that would be implemented separately by the two cities. While some multi-jurisdictional planning efforts had taken place in the region, she did not believe anything quite like this had been done before, where two cities were almost equal partners in engaging an initiative.
- Key questions that would be considered regarded what uses would exist and where residential, industrial and open space would be located. An array of residential and industrial would probably exist, but who would provide different services and where the city boundary would be were uncertain.
- The consultant team on the project was Fregonese Associates, a local firm that used a package of GIS-based, high-tech evaluation tools called Envision Tomorrow. Using the high-tech tools would allow for different alternatives to be visualized and return on investment results to be generated. At one public open house this summer, people would be able to use some of the tools to have an interactive, high-tech experience.
- The City of Tualatin was managing the consultant and was the recipient of the Metro grant funding the project. Wilsonville Staff was following their lead in many ways. Staff from both cities have been

meeting weekly for several months and have built a solid partnership moving into the project. The consultants were starting to map existing conditions and Staff was developing the contact list and reaching out to property owners. No advisory committee or task force would be involved on the project, but people could get involved in an array of different ways, including one-on-one interviews. This decision was made by both Councils, because the project was pretty complex, in terms of decision-making, with both Cities having to jointly make many decisions. For Basalt Creek, the City Councils, both individually and meeting jointly, would be much more involved, hands-on, than was typical for this type of process. In addition to obtaining briefings, they would meet jointly to make decisions with each Council relying on their Planning Commissions to provide recommendations along the way. Most firsthand information would be obtained from workshops and interviews, instead of a typical, bulleted summary list from information that has gone through a different committee. The Councils have requested that they receive more of the raw material along the way which will assist the two bodies as they make decisions together. Some decisions could be difficult to make and this approach would allow them to feel on top of the project, close to the work, and close to peoples' comments as well.

Staff addressed questions from the Commission and provided additional information as follows:

- She clarified that the grey area on the map was already part of Tualatin
- The Transportation Refinement Plan (TRP), which set the major east/west connector, was completed about a year ago and would not be revisited during this project. Although there was no plan for the area, people who owned property or had interest in the area had been through many planning processes or capital projects, including the Boones Ferry Road Project and Tualatin Southwest Concept Planning Area. Moving forward, Staff would want to be clear about what the project was and was not doing. Even though the County was beginning to invest in the area, this concept planning was long-term, and it would be a long time before the area was ready for infrastructure and development.
 - The County was starting another project for the north/south portion of 124th Ave, which would be designed and constructed during the Basalt Creek process. The County might have funds to begin purchasing right-of-way for the east/west part of that project, but that project would not be constructed for some years. Staff would need to be careful regarding how they helped people through each conversation as planning work was occurring on both projects.
- The boundary between the Basalt Creek and Tualatin Southwest Concept Planning areas was established via two separate UGB expansions processes. The Southwest Tualatin Concept Plan area was added in 2002 and the Basalt Creek area was added to the boundary in 2004. The plans were contiguous and planning from the Southwest Tualatin Concept Plan area encroached into the Basalt Creek area, clear down to the northern boundary of the Coffee Creek Correctional Facility. At the time, the City of Tualatin assumed the area would be part of their community, without having a discussion between the two cities. That boundary had since been moved back to where the original UGB expansion processes originated and everyone agreed the division of the Basalt Creek area would occur via this planning. The Southwest Tualatin Concept Planning area was entirely Tualatin's to serve and in which to provide industrial development.
- With regard to where the cities' boundaries would ultimately be located, the term "jurisdictionally blind" would be used throughout the planning process. Everyone hoped the data analyses and planning would show where a logical line existed and that the decision would be easy once facts were present. The issue was raised in the joint Council work session. The area needed to be planned jurisdictionally blind, looking for that answer at the appropriate time, and not be driven by acreages, numbers, or specific geographies, because that was a temptation.
 - Historically, the alignment of the east/west connector was the boundary. Staff had reasons to believe that having each city with different land use controls on opposite sides of such an important roadway might not make sense.
 - A map displayed the watershed for the area with light grey shading indicating the water flow to the Willamette River and very little water flowing north to the Tualatin River. The map was one example of why further analysis was needed before city boundaries could be determined as grades, gravity and water flow must be considered to determine where sewer service made sense, who would be the provider, etc.

- Basalt Creek would be a mix of residential and industrial. The City of Wilsonville's objective was to obtain more industrial land, but residential made sense in some areas because of grades and other conditions.
 - Tualatin was all residential north of the study area. Tualatin might try to extend residential, but it was an open question because the area also abutted the Tualatin Southwest Concept Planning area, which was industrial and there were industrial uses in the Tonquin area. Different people would likely have different opinions.
 - A small retail center would be considered for serving southern Tualatin neighborhoods and industrial areas.
- The diagram on Page 17 of 19 was reviewed that illustrated the process, scope and how the planning project would proceed, as follows:
 - Currently, the process was in Task 1: Project Launch. The diagram identified tasks that consultants and Staff would undertake, key public involvement activities, and how the project would interplay with joint Council meetings, which implied that Council would be asked to make decisions to lock in assumptions before moving forward. Planning Commission meetings were not shown, but would be added to the diagram once the Commission's level of involvement was discussed.
 - Tentative dates were not yet available for the workshop, but the consultants were developing the project calendar, which included a lot of review times and the critical path for working toward the workshop. The public event was another open house. The workshop would involve the interactive high-tech tools.

Ms. Mangle noted that unlike the Transportation System Plan (TSP), where the Planning Commission processed most of the information and then presented it to Council at key points, City Council would be very involved and doing some of the "heavy lifting" themselves on the Basalt Creek Concept Plan. However, City Council also believed it was important that the Commission continue in its role as land use and transportation advisors, though monthly work sessions would probably not be held as done for other projects. She asked the Commissioners for ideas about how they saw the Commission's role in this planning process; were there particular areas of the project that the Commission wanted to focus on or would regular briefings on the planning process be suitable?

Feedback and discussion from the Commission about the Planning Commission's involvement in the Basalt Creek Concept Plan were as follows:

- The basic arterial roads have been determined, so the work would involve land use allocations and determining what standards might be different than what was currently being used. The structure of the project seemed upside down. Perhaps Staff should tell the Commission where it fit in the process.
- Down the road, the Commission would want to discuss whether the Coffee Creek/Day Road Code was to be extended into Basalt Creek. Was it envisioned that some of the potential Form Based Code (FBC) from Coffee Creek would be extended to the industrial portions of Basalt Creek? If mixed-use scenarios were considered, it seemed almost essential to have something different than the current Development Code.
 - Mr. Neamtzu agreed the discussion regarded applying FBC to Coffee Creek and then having the ability to make that judgment at some point in the future. The FBC project had been side boarded to focus its application on Coffee Creek for purposes of thinking about it through the exercise. FBC would be perfectly appropriate for Basalt Creek and other districts in the future, or even including it as a part of redevelopment in the City's regular industrial use areas. All of those options were on the table and possible in the future.
 - Because Day Road had Basalt Creek on one side and Coffee Creek on the other, it was always envisioned that whatever happened on Day Road would be consistent on both sides of the street. While it was uncertain whether Day Road would become a part of Wilsonville yet, if Day Road became something different than just a standard FBC, it would have applicability in the Basalt Creek Plan as it related to the north side of the street.
- Ms. Mangle noted Task 4: Alternative Scenarios (Page 17 of the Staff report) and said it would be great to have Planning Commissioners participating in the workshop, which was where the vision for the

project would be formed. Many items that the Planning Commission typically had opinions on would be discussed.

- The Commission would participate in the workshop first and then follow up with discussion after the workshop and before the Joint Council Meeting took place. Updates would be provided periodically at regular meetings and Staff would tailor their level of effort to the Commission's interest. The Commission would make note of when they wanted to be more involved on a particular issue, if appropriate.
- Requirements in the State statutes and City Code related to the Planning Commission's role were typical and would come later in the process. A public hearing would be held at the end of the process and the Commission would make a recommendation to City Council regarding whether the concept plan should be adopted. The question was what would allow the Commission to have the level of comfort required to make a recommendation to Council when the public hearing was held in two years.
- The Planning Commission would have to be present or do something before the key decision points for the Joint Council in order to provide input; otherwise the Joint Council would tell the Commission their decision, resulting in little for the Commission to do.
 - When this process was discussed with Council, several Councilors said to make sure the Planning Commission was advising them. Council wanted to be very involved in the process, but also valued the Planning Commission's active role.
- Task 4 should be sequenced in terms of when activities occurred and where the Commission fit in. The outcome appeared to be some direction from Council, so that flow was needed in there somewhere.

Ms. Mangle summarized that Staff would plan on regular briefings, with the possibility of joint work sessions with City Council. Consultants could also be invited to inform the Planning Commission meetings about key points. She agreed the joint work sessions with Council should occur before each of the decision-making meetings between the two cities. She confirmed Staff would continue to work on the sequencing.

...

X. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 7:21 p.m.

**PLANNING COMMISSION
WEDNESDAY, NOVEMBER 13, 2013
6:00 P.M.**

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

Approved
December 11, 2013

Minutes Excerpt - Basalt Creek

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Marta McGuire, Peter Hurley, Phyllis Millan, and City Councilor Julie Fitzgerald. Al Levit arrived right after Roll Call. Ray Phelps was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, and Katie Mangle

...

VIII. INFORMATIONAL ITEMS

A. Basalt Creek Concept Plan update

Chris Neamtzu, Planning Director stated the kick-off meeting had been good and anyone interested could review the tape of the meeting. Many engaged citizens attended, including property owners, many of whom were concerned about transportation improvements; those living in nice homes, who were tracking the project closely; and business owners in the southwest Tualatin Concept Plan area and not within the geographic boundaries of the study area who were interested in how the planning related to their operations; as well as interested developers in the area. Having a lot of public involvement on the concept plan was guaranteed.

- He and Ms. Mangle were working with Tualatin's city staff to finalize a scope of work with the consultant team. He was apprehensive to put a timeline on it as two cities were involved as well as two committees. Each community was on different levels as far as information needs, so it would be a challenging process from a coordination standpoint.
- The Consulting team of Fregonese Associates with CH2M Hill was in the negotiation process for the contract. The firm had an exciting interactive model-building tool, "Envision Tomorrow" software, which allowed for multiple scenarios to be developed relatively rapidly with outputs for different kinds of returns on investment.

Ms. Mangle added Councilor Fitzgerald had mentioned the subcommittee that City Council was forming to help define the decision-making process. Questions included whether there would be a steering committee, what form it would take, and whether to include Planning Commissioners or City Councilors on the subcommittee. Staff had not yet decided how much or in what capacity the Planning Commission would be involved. She was somewhat protective of the Commissioners' time because of the upcoming work on the Frog Pond and Advance Rd areas, but was aware of the desire to be engaged in the Basalt Creek project.

...

IX. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 7:25 p.m.